

ASSEMBLY BUDGET SUBCOMMITTEE NO. 2 ON EDUCATION FINANCE

ASSEMBLYMEMBER KEVIN McCARTY, CHAIR

TUESDAY, MAY 3, 2022

9:00 A.M. – STATE CAPITOL, ROOM 447

We encourage the public to provide written testimony before the hearing. Please send your written testimony to: BudgetSub2@asm.ca.gov. Please note that any written testimony submitted to the committee is considered public comment and may be read into the record or reprinted. All are encouraged to watch the hearing from its live stream on the Assembly's website at <https://www.assembly.ca.gov/todaysevents>.

The hearing room will be open for attendance of this hearing. Any member of the public attending a hearing is strongly encouraged to wear a mask at all times while in the building. The public may also participate in this hearing by telephone.

*To provide public comment, please call toll-free:
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TK-12 GOVERNOR'S BUDGET PROPOSALS & OPEN ISSUES

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ITEMS TO BE HEARD

6100 CALIFORNIA DEPARTMENT OF EDUCATION

ISSUE 1 : COMMUNITY SCHOOLS

The 2021-22 Budget Act included a historic, one-time investment of \$3 billion in Community School models—the largest in the nation. This panel will provide an oversight update on these investments, as well as recommended policy changes to the program in the Governor’s Budget. The first RFA round for Community Schools just closed, so CDE should have updates.

PANEL

- Paula Fonacier Tang, DOF
- Michael Alferes, LAO
- Steve Zimmer, CDE – for an oversight overview
- Karen Hunter Quartz, UCLA Center for Community Schooling
- Alison Yoshimoto-Towery, Los Angeles Unified School District

BACKGROUND

According to CDE and the State Board of Education’s recently adopted community schools framework, a community school is a “whole-child” school improvement strategy where the local educational agency (LEA) and school(s) work closely with teachers, students, and families. Community schools partner with community agencies and local government to align community resources to improve student outcomes. These partnerships “provide an integrated focus on academics, health and social services, youth and community development, and community engagement.” Many community schools operate year-round, morning to evening, and serve children and adults. Community schools often serve neighborhoods where economic and social barriers to learning are prevalent.

Healthy Start model

The Healthy Start Support Services for Children Act (Healthy Start Initiative) was established in 1991, and provided comprehensive, school-community integrated services and activities to improve the lives of children, youth, and families. The services included health, dental, and vision care; mental health counseling; family support and parenting education; academic support; health education; safety education and violence prevention; youth development; employment preparation; and others—serving as the seed funding for most existing Community School models in California. The Healthy Start

Initiative provided grants to local education agency partnerships for program development and implementation. Schools with 50 percent of the students eligible for free and reduced meals in the lower grades, and 35 percent eligible in middle through high schools were eligible for the competitive grant. In addition, English learners were a targeted population. Planning, operational, and combined grants that included planning and implementation activities were awarded to local educational agencies and their collaborative partners for locally coordinated, school-linked services.

The Healthy Start Initiative was designed to do the following:

- Ensure that each child receives the physical, emotional, and intellectual support that he or she needs-in school, at home, and in the community-to learn well.
- Build the capacity of students and parents to be participants, leaders, and decisionmakers in their communities.
- Help schools and other child and family-serving agencies to recognize, streamline and integrate their programs to provide more effective support to children and their families.

The CDE administered Healthy Start and awarded two- year planning, five year operational, and seven-year combined planning and operational grants to LEAs. Healthy Starts developed community partnerships with public and private partners to deliver coordinated physical and mental health services to children and their families. These services were provided to students at the school site or at other district locations. After the Healthy Start grants expired, LEAs were expected to sustain the partnerships, programs, and services through other funding sources. State funding for the Health Start Initiative funding was eliminated in 2007. Some community school models found other funding sources to maintain services, including MediCal LEA billing (MAA), local First 5 funding, and other local health and community partnership funding. A total of 823 Healthy Start planning grants, 651 operational grants, and 19 combined grants were awarded during the Initiative's existence, impacting over 1,500 school sites.

The California Community Schools Partnership Program

The final 2020-21 Budget Act authorized the initial California Community Schools Partnership Program (CCSPP) grants and appropriated \$45 million in one-time federal relief aid from the Elementary and Secondary School Emergency Relief Fund, with the intent to support existing Community School models during the COVID-19 pandemic.

According to CDE and the Budget Act, grant funding may be used for any of the following purposes:

- Expanding and sustaining existing community schools
- Coordinating and providing health, mental health, and pupil support services to pupils and families at community schools

- Providing training and support to local educational agencies (LEAs) personnel to help develop best practices for integrating pupil supports.

Applicants are also required to include four key pillars in their community school model, which are aligned and integrated into high-quality, rigorous teaching and learning practices and environments:

- Integrated support services;
- Family and community engagement;
- Collaborative leadership and practices for educators and administrators; and
- Extended learning time and opportunities.

According to CDE, 102 LEAs applied for this initial program, for a total of \$167.5m in funding. 20 LEAs received awards.

Community Schools At Scale. The final 2021-22 Budget Act appropriated \$3 billion through June 2028 to plan for, implement, expand, and sustain Community school models across the state. This investment marks the largest investment in school transformation through community schools strategies in the nation. The California Community Schools Partnership Act prioritizes school sites whose unduplicated count exceeds 80 percent of the overall enrolled student body.

Based on statute and feedback ascertained through a facilitated community input process, the CDE drafted the California Community Schools Framework (Framework) which outlines California's intentional approach to community schools as a school transformation approach rooted in equity and charged with changing outcomes for students most impacted by present and historical educational disparities. The SBE approved the proposed Framework at its January 2022 meeting, which supplements state statute on program design.

Under the new investment, Community schools continue to include four evidence-informed programmatic features, which are aligned and integrated into high-quality, rigorous teaching and learning practices and environments:

- Integrated support services;
- Family and community engagement;
- Collaborative leadership and shared decision-making; and
- Extended/expanded learning time and opportunities.

While aligning governmental and community resources is central to the community schools approach, elevating the assets and meeting the needs of children by building a positive school climate through trusting relationships, combined with rich learning opportunities that prepare all students to succeed in life, is the foundation of the program.

Notably, the Community Schools RFA emphasizes that the funding is not for program, but rather for an equity-enhancing strategy that aligns with and can help coordinate and extend a wide range of state, district, and school site initiatives. These initiatives include new state investments in youth-focused behavioral health, nutrition, universal prekindergarten, and expanded learning, as well as ongoing efforts involving Multi-Tiered System of Supports, social-emotional learning, college and career readiness, and school improvement.

Planning Grants. The California Community Schools Partnership Program will offer two rounds of planning grants. Grantees in the current round will be designated Cohort 1, with grant awards approved by the SBE in May 2022. The RFA for the second round of planning grants will be posted in fall 2022. CCSPP planning grants are for LEAs with no existing community schools.

The CCSPP provides funding for a planning grant period beginning June 1, 2022, through June 30, 2024. Funds available to each applicant are based on the content and quality of the submitted application and proposed budget. The total grant budget for Cohort 1 planning grants is up to \$134,741,350. According to statute, awards for the CCSPP planning grant shall not exceed \$200,000 for a two-year period for LEAs.

Qualifying Entities are required to provide a local match equal to one-third of the CCSPP grant amount. The local match shall be contributed in cash or as services/resources of comparable value, as determined by the CDE.

According to the RFA, planning grant funding may be used for any of the following purposes:

- Staffing costs for a community school coordinator.
- Conducting a comprehensive school and community needs and asset assessment, including, but not limited to, student and community demographics, school climate, integrated support services, expanded learning time, family and community engagement, new or existing partnerships with governmental entities or community-based organizations, and available funding sources.
- Grant application support, service billing development, and other administrative costs necessary to launch a community schools model at scale.
- Partnership development and coordination support between the grantee and cooperating agencies.
- Providing training and support to LEA and cooperating agency personnel to develop best practices for integrating student supports.
- Preparing a community school implementation plan for submission to the governing board or body of the LEA and to the CDE.

Pursuant to the California EC Sections 8900–8902, the application scoring process will prioritize grant funding to qualifying entities that meet all of the following competitive priorities, not listed in any specific order of importance:

1. Applicants serving students in schools in which at least 80 percent of the pupil population are unduplicated pupils.
2. Applicants with a demonstrated need for expanded access to integrated services, including those disproportionately impacted by the COVID-19 pandemic.
3. Applicants that involve students, parents, certificated and classified school staff, and cooperating agency personnel in the process of identifying the needs of students and families, and in the planning of support services to be offered.
4. Applicants that commit to providing trauma-informed health, mental health, and social services for students within a multitiered system of support at or near the school site, and partner with other schools, school districts, county agencies, or nongovernmental organizations.
5. Applicants that commit to providing early care and education services for children from birth to five years of age, inclusive, through one or more LEAs or community-based organizations.
6. Applicants that identify a cooperating agency collaboration process, including cosignatories, a mechanism for sharing governance, and for integrating or redirecting existing resources and other school support services.
7. Applicants that identify a plan to sustain community school services after grant expiration, including by maximizing reimbursement for services from available sources, including, but not limited to, the LEA Medi-Cal Billing Option Program, School-Based Medi-Cal Administrative Activities program, and reimbursable mental health specialty care services provided under the federal Early and Periodic Screening, Diagnosis and Treatment program (42 U.S.C. Sec. 1396d(a)(4)(B)).

According to SBE approval in January 2022, the application scoring process will also prioritize grant funding to qualifying entities that meet the following competitive priority:

8. Applicants serving small and rural schools.

The CDE will provide an update on the Cohort 1 RFA application deadline and application demand in this hearing.

Implementation Grants. Pursuant to the Budget Act, up to seventy percent of total CCSPP grant funding (\$2,011,914,800) is available for Implementation Grants for the 2021–22 through 2027–28 program years. As the name suggests, Implementation Grants are for conducting a Community Schools initiative on one or more eligible school campuses, and expanding the initiative to new schools for

LEAs that have existing community schools and want to expand, continue or add new schools to their community schools initiative are not eligible to apply for CCSPP Planning Grants and are encouraged to apply for a CCSPP Implementation Grant as part of this first cohort. LEAs may apply for implementation grant funding in each of the funding rounds to support the establishment of new community schools and/or expansion or continuation of their existing community schools.

The CCSPP will offer multiple rounds of implementation grants. Grantees in the current round will be designated Cohort 1, with grant awards to be approved by the SBE in May 2022. The RFA for the second round of implementation grants (Cohort 2) will be posted in fall 2022. To ensure that adequate funds are available for future rounds of implementation grants, the total grant budget for this RFA for Cohort 1 is up to \$400,000,000.

Implementation grant funding to LEAs supporting community schools may be used for any of the following purposes:

- Staffing, including, but not limited to, a community school coordinator, and contractor capacity.
- Coordinating and providing support services to pupils and families at or near community schools, including through childcare, expanded learning time before and after school, and during school intersessions.
- Providing training and support to local educational agency personnel, and partner agency personnel on integrating school-based pupil supports, social-emotional well-being, trauma-informed practices, and establishing sustainable community school funding sources.
- Designing and executing community stakeholder engagement strategies.
- Ongoing data collection and program evaluations.

Statute dictates that awards shall not exceed \$500,000 per school and that new community schools shall be funded for at least five years. Annual grant amounts will step down in year five by twenty-five percent to encourage LEAs to ensure sustainability after grants expire:

Enrollment Category	Annual Grant Amount Years One through Four	Annual Grant Amount Year Five	Total Grant Amount over Five Years
Very Small: 25-150 students	\$150,000	\$112,500	\$712,500
Small: 151-400 students	\$250,000	\$187,500	\$1,187,500
Medium: 401-1,000 students	\$300,000	\$225,000	\$1,425,000
Medium/Large: 1,001-2,000 students	\$400,000	\$300,000	\$1,900,000
Large: 2,001 or more students	\$500,000	\$375,000	\$2,375,000

Source: CDE

Applicants are required to provide a local match equal to one-third of the total CCSPP implementation grant amount. The local match shall be contributed in cash or as services/resources of comparable value, as determined by the CDE.

The CDE will provide an update on the Cohort 1 RFA application deadline and application demand in this hearing.

The Governor's 2022-23 January Budget

The Governor's January Budget is requesting multiple changes to the authorizing statute for the existing \$3 billion in California Community Schools Partnership Program funding:

- Allocates up to \$60 million through 2027 for County Offices of Education to support community school initiatives in their region, in addition to the 5 Regional LEA leads across the state;
- Eliminates coordination grants scheduled to begin in 2024 for supporting post-implementation Community School initiatives;
- Adds pupil engagement requirements;
- Restricts the definitions of consortia, cooperating agencies, and qualifying entities;
- Clarifies allowable costs for implementation grant sustainability efforts;
- Expands evaluation requirements and reporting periods; and
- Provides various technical and clarifying amendments.

STAFF COMMENTS & QUESTIONS

The 2021-22 Budget Act committed historic funding amounts to a state-wide community schools approach, however, the design of current statute may not have benefited fully from the best practices and research on prior California community school initiatives:

Lessons Learned from Healthy Start. A 1996 longitudinal evaluation of the Healthy Start Initiative, conducted by Stanford Research Institute International (SRI) found improved student outcomes in reading, math, and student attendance. The SRI evaluation also recommended five policy changes to Healthy Start to strengthen the program (*emphasis added by staff for recommendations not fully addressed in current Community Schools statute*): 1) *Better integration of student services with direct instruction*, 2) Inclusion of parents and families in decision-making bodies, 3) Greater support for coordination time to manage and lead local initiatives and partnerships, 4) *Better follow-up for student service integration into a comprehensive service plan*, and 5) Recognize the trade-offs between single school and multiple-school LEA approaches in systems-change goals.

A 2011 white paper by the UC Davis Center for Community School Partnerships, CRESS Center (the original Healthy Start Initiative technical assistance provider) and the Partnership for Children and Youth, made further recommendations to strengthen the original Healthy Start model for future Community School initiatives: 1) *Limit grant funding to planning and coordination, rather than services*; 2) *Require LEA commitment beyond single-site models*, 3) *Encourage greater involvement from county health and human service agencies*, 4) *Require more intentional integration of plans for providing learning support services in to the educational systems at the school and district levels*, and 5) *Provide guidelines for tracking outcomes*.

They further recommend two state-level improvements to support local models: 1) *a state-level “Children’s Cabinet” to improve interagency partnering at the state level*, and 2) *state guidance around best practices for local interagency partnerships*.

Effective Community School Policies. According to the *Community School Playbook*, published in partnership with the Learning Policy Institute and the Partnership for the Future of Learning: Community Schools are a place-based school improvement strategy in which “schools partner with community agencies and local government to provide an integrated focus on academics, health and social services, youth and community development, and community engagement.” The Playbook provides recommendations for policymakers, particularly relevant to supporting new community school development (*emphasis added by staff for recommendations not fully addressed in current Community Schools statute*):

- Define community schools comprehensively, organized around four pillars;

- Specify the criteria by which schools will be selected for grants *and other types of support*;
- Provide specific language about the purpose of the four pillars, while allowing for flexibility in local implementation;
- Build a strong foundation by *specifying key aspects of implementation, including hiring a fulltime community school director for each school*, broad and deep engagement in an assessment/ planning process, and regular reporting around implementation and outcome metrics;
- *Support school transformation strategies aimed at improving teaching and learning, rather than simply focusing on out-of-classroom supports and activities*;
- *Invest in professional development to support collaborative leadership structures and practices and to encourage and facilitate cross-agency collaboration*;
- *Identify a leadership structure and clearly defined next steps, including—where there will be more than one community school—language specifying a cross-sector steering committee or implementation team and a clear articulation of its authority. Baltimore and Los Angeles provide the best examples of this type of language*;
- Ensure the participation of teachers, families, and communities at every stage of the process;
- *Address issues of interagency collaboration, including data sharing with appropriate privacy protections*;
- *Specify which entities will need to be involved for successful local implementation*; and
- *Invest in professional development to support continuous improvement, the process that follows the broad and deep engagement in an assessment/planning process.*

A common theme throughout the various community school analyses: As the state develops the regional and state infrastructure authorized in current statute, it will be crucial to address these best practices, and revisit local requirements as necessary to drive systems change and sustainability, as well as a community school approach that is integrated with school-day instruction, rather than merely a programmatic layer for out-of-school time.

Questions:

- What technical assistance infrastructure has CDE developed for supporting the expansion and sustainability of the Community Schools model?
- How is the Collaborative for Education Excellence and the state's Differentiated Assistance systems integrating support for a community schools approach?

- What lessons-learned from the Healthy Start initiative and other community school research should be added to the Community Schools program to support student outcomes and sustainability?
- In the midst of pandemic response, is the current timeline for planning and implementation of the community school approach too ambitious?
- How can the Community Schools model be sustainable without ongoing state funds?

Staff Recommendation: Hold Open.

ISSUE 2 : VOTE ONLY

The following January Budget proposals are under consideration for approval:

Item	Subject	Description	Staff Recommendation	Language
1	State Operations 6110-001-0001 Provision 64	Fund 2 positions and \$1.166 million one-time, \$266,000 ongoing thereafter General Fund for general purpose information technology (IT) at the department, including two new positions for telework support.	Approve	BBL
2	State Operations 6110-001-0001 Provision 65	Fund 6 positions and \$4.251 million one-time, \$1.02 million on-going General Fund for information security and infrastructure for the department and the State Special Schools.	Approve	BBL
3	State Operations 6110-001-0001 Provision 66	Fund 1 position and \$161,000 on-going General Fund through fiscal year 2024-25 to support implementation of the Dual Language Immersion Grant Program	Approve	BBL
4	State Operations 6110-001-0001 Provision 69	Fund 2 positions and \$238,000 ongoing General Fund to increase staffing in the Budget Management Office, which is responsible for managing the department's budget and overseeing grants and contracts.	Approve	BBL
5	State Operations 6110-001-0001 Provision 72	Fund 3 positions and \$458,000 ongoing General Fund to increase staff in the Early Education Division to develop data collecting procedures and support other workload associated with Chapter 498 of 2021 (AB 1363, Rivas).	Approve	BBL
6	State Operations 6110-001-0001 Provision xx	Fund 1 position and \$157,000 ongoing General Fund to increase managerial staff in the Fiscal and Administrative Services Division	Approve	BBL
7	State Operations	Fund 1 position and \$161,000 General Fund to support the Joint Interagency Resolution Team.	Approve	BBL
8	State Operations	Fund 1 position and \$157,000 General Fund to backfill management position in the Child Development, Nutrition, and Fiscal Services Office.	Approve	BBL

9	State Operations 6110-004-0001	Fund \$246,000 General Fund to support the Instructional Quality Commission through June 30, 2023.	Approve	BBL
10	State Operations 6110-009-0001 Provision 3	Fund 6 positions and \$1.296 million General Fund to expand staffing for State Board of Education, consistent with the 2021-22 Budget Act.	Approve	BBL
11	State Operations	Increase \$106,000 federal funding for the Clearinghouse for Specialized Media and Technology Warehouse.	Approve	BBL
12	State Operations	Provide two positions for federal COVID-19 relief funding reporting requirements.	Approve	BBL
13	State Operations 6100-491	Reappropriate \$500,000 for CDE costs for review of verified data	Approve	BBL
14	Agricultural Career Technical Education Incentive Grants 6110-167-0001	An increase of \$2 million Proposition 98 funding to augment the Agricultural Career Technical Education Incentive Grant program.	Approve	BBL
15	6100-488 Provision 1 and Uncodified TBL	Reappropriate \$2.177 million Proposition 98 for allocation to basic aid school districts impacted by the 2020 wildfires.	Approve	BBL/TBL

Staff Recommendation: Approve the vote-only items 1-15.
