

Bill to Improve Students Success in School

Legislation would establish learning support system pilot program in five school districts

SACRAMENTO – As a result of the growing consensus among researchers, policymakers, and educators that stronger collaborative efforts by families, schools, and communities are essential to student success, Senate Bill 288, legislation that would establish a Comprehensive Pupil Learning Support System (CPLSS) pilot program in five school districts.

Such support services include before and after school programs, social programs for new students, addressing vulnerable populations such as homeless students and those with special needs, vocational and college counseling, and mentoring services. Under SB 288, school districts interested in enhancing and coordinating their student support services would apply for funding through the State Department of Education.

“In order for all students to have equal opportunity for success, we not only need to provide books and teachers but also the necessary and adequate support resources. Numerous studies show that when schools have a comprehensive plan to offer students physical, social, emotional, and intellectual support, student success rate in school and later in life dramatically increases.”

SB 288 is modeled after successful statewide reforms in Washington, Hawaii and Iowa, where efforts to implement comprehensive learning support systems have resulted in significant improvement in student academic performance.

“Currently, learning supports provided in most California schools are fragmented, marginalized, and inequitably distributed, and as a result, many students are struggling. SB 288 will not only enhance the way schools address barriers to learning but will promote a healthy development for all students.”

Many California schools have identified the unique needs among some members of their student body, for example, integrating resources for English language learners or taking advantage of Healthy Start programs. However, few schools have established a more comprehensive plan to address the needs of all students.

“An increasing number of children live without caring relationships and supportive resources at home, having tragic consequences.”

Available data underscores this problem:

- only 71% of California high school students graduate
- only 44% of minority students graduate in the Los Angeles school district
- 25 – 50% of all beginning teachers leave teaching within four years and many do so because of the lack of an adequate system of learning supports
- Over 650 California schools are designated as "High Priority" or low performing

“Addressing student learning supports in a comprehensive manner through SB 288 can help reverse these trends.”

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(http://info.sen.ca.gov/cgi-bin/postquery?bill_number=sb_288&sess=CUR&house=B&site=sen)

February 15, 2007

An act to add Chapter 6.2 (commencing with Section 52060) to Part 28 of Division 4 of Title 2 of the Education Code, relating to pupils.

LEGISLATIVE COUNSEL'S DIGEST

SB 288, as introduced, Pupils: comprehensive learning support system.

Existing law establishes various educational programs for pupils in elementary, middle, and high school to be administered by the State Department of Education.

This bill would establish the Comprehensive Pupil Learning Support System, a pilot program, to ensure that each pupil will be a productive and responsible learner and citizen. The bill would require the department to administer and implement the program through funds that are made available to the department for the purposes of the program. The bill would require the department to adopt regulations to implement the program.

The bill would require each elementary, middle, and high school involved in the pilot program to develop an individual schoolsite plan based on guidelines to be developed by the department. The bill would require each individual schoolsite plan to, among other things, enhance the capacity of each school to handle transition concerns confronting pupils and their families, enhance home involvement, provide special assistance to pupils and families, and incorporate outreach efforts to the community.

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 hereby finds and declares all of
2 the following:

3 (a) The UCLA Center for Mental Health in Schools, the WestEd
4 Regional Educational Laboratory, the State Department of
5 Education, and other educational entities have adopted the concept
6 of learning support within ongoing efforts to address barriers to
7 pupil learning and enhance the healthy development of children.

8 (b) Learning supports are the resources, strategies, and practices
9 that provide physical, social, emotional, and intellectual supports
10 intended to enable all pupils to have an equal opportunity for
11 success at school. To accomplish this goal, a comprehensive,
12 multifaceted, and cohesive learning support system should be
13 integrated with instructional efforts and interventions provided in
14 classrooms and schoolwide to address barriers to learning and
15 teaching.

16 (c) There is a growing consensus among researchers,
17 policymakers, and practitioners that stronger collaborative efforts
18 by families, schools, and communities are essential to pupil
19 success.

20 (d) An increasing number of American children live in
21 communities where caring relationships, support resources, and a
22 profamily system of education and human services do not exist to
23 protect children and prepare them to be healthy, successful, and
24 resilient learners.

25 (e) Especially in those communities, a renewed partnership of
26 schools, families, and community members must be created to
27 design and carry out system improvements to provide the learning
28 support required by each pupil to succeed in school.

29 (f) Learning support is the collection of resources, strategies
30 and practices, and environmental and cultural factors extending
31 beyond the regular classroom curriculum that together provide the
32 physical, emotional, and intellectual support that every pupil needs
33 to achieve high-quality learning.

34 (g) A school that has an exemplary learning support system
35 employs internal and external supports and services needed to help
36 pupils become good parents, good neighbors, good workers, and
37 good citizens of the world.

1 (h) The overriding philosophy is that educational success,
2 physical health, emotional support, and family and community
3 strength are inseparable.

4 (i) To implement the concept of learning supports, the state
5 must systematically realign and redefine new and existing resources
6 into a comprehensive system that is designed to strengthen pupils,
7 schools, families, and communities rather than continuing to
8 respond to these issues in a piecemeal and fragmented manner.

9 (j) Development of learning supports at every school is essential
10 in complying with the requirements of the federal No Child Left
11 Behind Act of 2001 (20 U.S.C. Sec. 6301 et seq.) and the federal
12 Individuals with Disabilities Education Act (20 U.S.C. Sec. 1400
13 et seq.). This includes the enhancement of academic performance,
14 the reduction of pupil absences, behavioral problems, inappropriate
15 referrals for special education, and the number of pupils dropping
16 out of schools. The state needs to ensure that each pupil is able to
17 read, write, and relate effectively, has self-worth, has
18 meaning-based learning opportunities, and has positive support
19 networks from their peers, teachers, pupil support professionals,
20 family members, and other school and community stakeholders.

21 (k) It is essential that each pupil becomes literate, confident,
22 caring, and capable of thinking critically, solving problems,
23 communicating effectively, and functioning as a contributing
24 member of society.

25 (l) The educational climate in the public schools of the state —
26 as measured by problems such as overcrowded schools,
27 absenteeism, increasing substance and alcohol abuse, school
28 violence, sporadic parental involvement, dropouts, and other
29 indicators — suggests that the state is in immediate need of a
30 learning support system.

31 (m) A learning support system should encompass school-based
32 and school-linked activities designed to enable teachers to teach
33 and pupils to learn. It should include a continuum of interventions
34 that promote learning and development, prevent or provide an
35 early response to problems, and provide correctional, and remedial
36 programs and services. In the aggregate, a learning support system
37 should create a supportive and respectful learning environment at
38 each school.

39 (n) A learning support system should serve as a primary and
40 essential component at every school, be designed to support

1 learning and provide each pupil with an equal opportunity to
 2 succeed at school, and be fully integrated into all school
 3 improvement efforts.

4 (o) The State Department of Education, other state agencies,
 5 local school districts, and local communities all devote resources
 6 to addressing learning barriers and promoting healthy development.
 7 Too often these resources are deployed in a fragmented,
 8 duplicative, and categorical manner that results in misuse of sparse
 9 resources and a failure to reach all the pupils and families in need
 10 of support. A learning support system will provide a unifying
 11 concept and context for linking with other organizations and
 12 agencies as needed and can be a focal point for integrating school
 13 and community resources into a comprehensive, multifaceted, and
 14 cohesive component at every school.

15 (p) It is the intent of the Legislature that the Comprehensive
 16 Pupil Learning Support System (CPLSS) be fully integrated with
 17 other efforts to improve instruction and focused on maximizing
 18 the use of resources at individual schools and at the district level.
 19 It is further the intent of the Legislature that collaborative
 20 arrangements with community resources be developed with a view
 21 to filling any gaps in CPLSS components.

22 SEC. 2. Chapter 6.2 (commencing with Section 52060) is added
 23 to Part 28 of Division 4 of Title 2 of the Education Code, to read:

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25 CHAPTER 6.2. COMPREHENSIVE PUPIL LEARNING SUPPORT
 26 SYSTEM

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28 52060. (a) There is hereby established the Comprehensive
 29 Pupil Learning Support System (CPLSS) pilot program to
 30 accomplish all of the following objectives:

31 (1) Provide pupils with a support system so as to ensure that
 32 they will be productive and responsible learners and citizens.

33 (2) Increase the success of the federal No Child Left Behind
 34 Act of 2001 (20 U.S.C. Sec. 6301 et seq.) in reducing the
 35 achievement gap among pupils in the state.

36 (3) Address the findings of the Harvard University Civil Rights
 37 Project, including the difference in the high school graduation rate
 38 of 71 percent for all pupils in California and the rate of 41 percent
 39 for pupils who are of certain minority groups.

40 (4) Address the plateau effect of current pupil test scores.

1 (b) The CPLSS shall ensure that pupils have an equal
2 opportunity to succeed academically in a supportive, caring,
3 respectful, and safe learning environment.

4 (c) The goals described in paragraphs (1) to (4), inclusive, of
5 subdivision (a) shall be accomplished by involving pupils, teachers,
6 pupil support professionals, family members, and other school and
7 community stakeholders in the development, daily implementation,
8 monitoring, and maintenance of a learning support system at every
9 school and by integrating the human and financial resources of
10 relevant public and private agencies.

11 52061. The department, in collaboration with participating
12 school districts, knowledgeable stakeholders, experts from
13 institutions of higher education, and communities, shall facilitate
14 the establishment of the CPLSS by doing all of the following:

15 (a) Developing guidelines and strategic procedures to assist the
16 establishment of the CPLSS component at each school.

17 (b) Providing ongoing technical assistance, leadership training,
18 and other capacity building supports.

19 (c) Rethinking the roles of pupil services personnel and other
20 support staff for pupils and integrating their responsibilities into
21 the educational program in a manner that meets the needs of pupils,
22 teachers, and other educators.

23 (d) Detailing procedures for establishing infrastructure
24 mechanisms between schools and school districts.

25 (e) Coordinating with other state, local, and community agencies
26 that can play a role in strengthening the CPLSS.

27 (f) Ensuring that the CPLSS is integrated within the organization
28 of participating schools, school districts, and the department in a
29 manner that reflects the individual schoolsite plans developed by
30 schools pursuant to subdivision (a) of Section 52062.

31 (g) Enhancing collaboration between state and local agencies
32 and other relevant resources to facilitate local collaboration and
33 integration of resources.

34 (h) Including an assessment of the CPLSS in all future school
35 reviews and accountability reports.

36 52062. (a) Each elementary, middle, and high school involved
37 in the pilot program shall establish a school-community council
38 of stakeholders to develop a CPLSS component of its individual
39 schoolsite plan based on the assessed needs and strengths of the

1 school, including a school action plan based on the guidelines
2 developed by the department pursuant to Section 52061.

3 (b) Each component of the individual schoolsite plan pursuant
4 to subdivision (a) shall be developed with the purpose of doing all
5 of the following:

6 (1) Enhance the capacity of teachers to address problems, engage
7 and reengage pupils in classroom learning, and foster social,
8 emotional, intellectual, and behavioral development by ensuring
9 that teacher training and assistance includes strategies for better
10 addressing learning, behavioral, and emotional problems within
11 the context of the classroom. Interventions pursuant to this
12 paragraph may include, but not be limited to, all of the following:

13 (A) Addressing a greater range of pupil problems within the
14 classroom through an increased emphasis on strategies for positive
15 social and emotional development, problem prevention, and
16 accommodation of differences in the motivation and capabilities
17 of pupils.

18 (B) Classroom management that emphasizes reengagement of
19 pupils in classroom learning and minimizes over-reliance on social
20 control strategies.

21 (C) Collaboration with pupil support staff and parents or
22 guardians in providing additional assistance to foster enhanced
23 responsibility, problemsolving, resilience, and effective
24 engagement in classroom learning.

25 (2) Enhance the capacity of schools to handle transition concerns
26 confronting pupils and their families by ensuring that systems and
27 programs are established to provide supports for the many
28 transitions pupils, their families, and school staff encounter.
29 Interventions pursuant to this paragraph may include, but are not
30 limited to, all of the following:

31 (A) Welcoming and social support programs for newcomers.

32 (B) Before, during, and after school programs to enrich learning
33 and provide safe recreation.

34 (C) Articulation programs to support grade transitions.

35 (D) Addressing transition concerns related to vulnerable
36 populations, including, but not limited to, those in homeless
37 education, migrant education, and special education programs.

38 (E) Vocational and college counseling and school-to-career
39 programs.

40 (F) Support in moving to postschool living and work.

1 (G) Outreach programs to reengage truants and dropouts in
2 learning.

3 (3) Respond to, minimize the impact of, and prevent crisis by
4 ensuring that systems and programs are established for emergency,
5 crisis, and followup responses and for preventing crises at a school
6 and throughout a complex of schools. Interventions pursuant to
7 this paragraph may include, but are not limited to, all of the
8 following:

9 (A) Establishment of a crisis team to ensure immediate response
10 when emergencies arise, and to provide aftermath assistance as
11 necessary and appropriate so that pupils are not unduly delayed in
12 reengaging in learning.

13 (B) Schoolwide and school-linked prevention programs to
14 enhance safety at school and to reduce violence, bullying,
15 harassment, abuse, and other threats to safety in order to ensure a
16 supportive and productive learning environment.

17 (C) Classroom curriculum approaches focused on preventing
18 crisis events, including, but not limited to, violence, suicide, and
19 physical or sexual abuse.

20 (4) Enhance home involvement by ensuring that there are
21 systems, programs, and contexts established that lead to greater
22 parental involvement to support the progress of pupils with
23 learning, behavioral, and emotional problems. Interventions
24 pursuant to this paragraph may include, but are not limited to, all
25 of the following:

26 (A) Addressing specific needs of the caretakers of a pupil,
27 including, but not limited to, providing ways for them to enhance
28 literacy and job skills and meet their basic obligations to the pupils
29 in their care.

30 (B) Reengaging homes that have disengaged from school
31 involvement.

32 (C) Improved systems for communication and connection
33 between home and school.

34 (D) Improved systems for home involvement in decisions and
35 problemsolving affecting the pupil.

36 (E) Enhanced strategies for engaging parents or guardians in
37 supporting the basic learning and development of their children
38 to prevent or at least minimize learning, behavioral, and emotional
39 problems.

1 (5) Outreach to the community in order to build linkages by
2 ensuring that there are systems and programs established to provide
3 outreach to and engage strategically with public and private
4 community resources to support learning at school of pupils with
5 learning, behavioral, and emotional problems. Interventions
6 pursuant to this paragraph may include, but are not limited to, all
7 of the following:

8 (A) Training, screening, and maintaining volunteers and mentors
9 to assist school staff in enhancing pupil motivation and capability
10 for learning.

11 (B) Job shadowing and service learning programs to enhance
12 the expectations of pupils for postgraduation employment
13 opportunities.

14 (C) Enhancing limited school resources through linkages with
15 community resources, including, but not limited to, libraries,
16 recreational facilities, and postsecondary educational institutions.

17 (D) Enhancing community and school connections to heighten
18 a sense of community.

19 (6) Provide special assistance for pupils and families as
20 necessary by ensuring that there are systems and programs
21 established to provide or connect with direct services when
22 necessary to address barriers to the learning of pupils at school.
23 Interventions pursuant to this paragraph may include, but are not
24 limited to, all of the following:

25 (A) Special assistance for teachers in addressing the problems
26 of specific individuals.

27 (B) Processing requests and referrals for special assistance,
28 including, but not limited to, counseling or special education.

29 (C) Ensuring effective case and resource management when
30 pupils are receiving direct services.

31 (D) Connecting with community service providers to fill gaps
32 in school services and enhance access for referrals.

33 (c) The process of developing, implementing, monitoring, and
34 maintaining the component of the individual schoolsite plan
35 pursuant to subdivision (a) shall include, but not be limited to, all
36 of the following:

37 (1) Ensuring effective school mechanisms for assisting
38 individuals and families with decisionmaking and timely,
39 coordinated, and monitored referrals to school and community
40 services when indicated. The mechanisms shall draw on the

1 expertise of pupil support service personnel at schools such as
2 nurses, psychologists, counselors, social workers, speech and
3 language pathologists, resource specialists, special education
4 teachers, and child welfare attendance workers.

5 (2) A mechanism for an administrative leader, support staff for
6 pupils, and other stakeholders to work collaboratively at each
7 school with a focus on strengthening the individual schoolsite plan.

8 (3) A plan for capacity building and regular support for all
9 stakeholders involved in addressing barriers to learning and
10 promoting healthy development.

11 (4) Training and technical assistance, and accountability reviews
12 as necessary.

13 (5) Minimizing duplication and fragmentation between school
14 programs.

15 (6) Preventing problems and providing a safety net of early
16 intervention.

17 (7) Responding to pupil and staff problems in a timely manner.

18 (8) Connecting with a wide range of school and community
19 stakeholder resources.

20 (9) Recognizing and responding to the changing needs of all
21 pupils while promoting the success and well-being of each pupil
22 and staff member.

23 (10) Creating a supportive, caring, respectful, and safe learning
24 environment.

25 52063. The CPLSS component of the individual schoolsite
26 plan shall do all of the following:

27 (a) Be an essential component of all school improvement
28 planning.

29 (b) Be fully integrated with plans to improve instruction.

30 (c) Focus on maximizing use of available resources at the school,
31 school complex, and school district levels.

32 (d) Reflect all of the following:

33 (1) School policies, goals, guidelines, priorities, activities,
34 procedures, and outcomes relating to implementing the CPLSS.

35 (2) Effective leadership and staff roles and functions for the
36 CPLSS.

37 (3) A thorough infrastructure for the CPLSS.

38 (4) Appropriate resource allocation.

39 (5) Integrated school-community collaboration.

40 (6) Regular capacity-building activity.

- 1 (7) Delineated standards, quality and accountability indicators,
- 2 and data collection procedures.
- 3 52064. (a) For the purposes of this section, “complex of
- 4 schools” means a group of elementary, middle, or high schools
- 5 associated with each other due to the natural progression of
- 6 attendance linking the schools.
- 7 (b) To ensure that the CPLSS is developed cohesively,
- 8 efficiently uses community resources, and capitalizes on economies
- 9 of scale, CPLSS infrastructure mechanisms shall be established at
- 10 the school and school district levels.
- 11 (c) A complex of schools is encouraged to designate a pupil
- 12 support staff member to facilitate a family complex CPLSS team
- 13 consisting of representatives from each participating school.
- 14 (d) Each school district implementing a CPLSS shall establish
- 15 mechanisms designed to build the capacity of CPLSS components
- 16 at each participating school, including, but not limited to, providing
- 17 technical assistance and training for the establishment of effective
- 18 CPLSS components.
- 19 52065. (a) An independent agency selected by the department
- 20 shall evaluate the success of the CPLSS component according to
- 21 all of the following criteria:
- 22 (1) Improved systems for promoting prosocial pupil behavior
- 23 and the well-being of staff and pupils, preventing problems,
- 24 intervening early after problems arise, and providing specialized
- 25 assistance to pupils and their families.
- 26 (2) Increasingly supportive, caring, respectful, and safe learning
- 27 environments at schools.
- 28 (3) Enhanced collaboration between each school and its
- 29 community.
- 30 (4) The integration of the CPLSS component with all other
- 31 school improvement plans.
- 32 (5) Fewer inappropriate referrals of pupils to special education
- 33 programs or other special services.
- 34 (b) The evaluation shall consider all of the following items in
- 35 determining the impact of the CPLSS, and the findings related to
- 36 each item shall be included in the School Accountability Report
- 37 Card pursuant to Section 33126:
- 38 (1) Pupil attendance.
- 39 (2) Pupil grades.
- 40 (3) Academic performance.

- 1 (4) Pupil behavior.
- 2 (5) Home involvement.
- 3 (6) Teacher retention.
- 4 (7) Graduation rates for high school pupils.
- 5 (8) Grade promotion for elementary, middle, and junior high
- 6 schools.
- 7 (9) Truancy rates.
- 8 (10) Literacy development.
- 9 (11) Other indicators required by the federal No Child Left
- 10 Behind Act of 2001 (20 U.S.C. Sec. 6301 et seq.) and included in
- 11 the California Healthy Kids Survey.
- 12 (c) The evaluation shall compare the CPLSS components of
- 13 schools that have similar records of pupil achievement at 3, 5, and
- 14 10 years after implementation of the CPLSS components.
- 15 52066. (a) The department shall develop a request for a grant
- 16 application, to be submitted by school districts pursuant to this
- 17 chapter. The department shall award funding pursuant to this
- 18 chapter to five school districts based on the following criteria:
- 19 (1) The score of the school district on the grant application, as
- 20 determined by the department.
- 21 (2) Current receipt by the school district of funding pursuant to
- 22 Title I of the federal Elementary and Secondary Education Act of
- 23 1965 (20 U.S.C. Sec. 236 et seq.).
- 24 (3) The geographic and population characteristics of the school
- 25 district.
- 26 (b) State funds that are appropriated for purposes of this chapter
- 27 shall be allocated as follows:
- 28 (1) Four hundred thousand dollars (\$400,000) shall be
- 29 apportioned to each school district that is selected by the
- 30 department pursuant to subdivision (a) per calendar year for three
- 31 years. Each of these school districts shall identify a feeder pattern
- 32 of one elementary school, one middle or junior high school, and
- 33 one high school to receive funding.
- 34 (2) One million dollars (\$1,000,000) shall be apportioned to the
- 35 department per year for three years for all of the following
- 36 purposes:
- 37 (A) To hire one education programs consultant and one analyst.
- 38 (B) To contract for training and technical assistance services.

- 1 (C) To contract for formative and summative evaluations.

O