Yee Introduces 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, Senator Leland Yee (D-San Francisco/San Mateo) today introduced 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,” said Senator Yee, who is also a child psychologist. “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,” said Senator Yee. “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,” said Senator Yee

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,” said Senator Yee.

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

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

1. SECTION 1. The Legislature hereby finds and declares all of the following:
   (a) The UCLA Center for Mental Health in Schools, the WestEd Regional Educational Laboratory, the State Department of Education, and other educational entities have adopted the concept of learning support within ongoing efforts to address barriers to pupil learning and enhance the healthy development of children.
   (b) Learning supports are the resources, strategies, and practices that provide physical, social, emotional, and intellectual supports intended to enable all pupils to have an equal opportunity for success at school. To accomplish this goal, a comprehensive, multifaceted, and cohesive learning support system should be integrated with instructional efforts and interventions provided in classrooms and schoolwide to address barriers to learning and teaching.
   (c) There is a growing consensus among researchers, policymakers, and practitioners that stronger collaborative efforts by families, schools, and communities are essential to pupil success.
   (d) An increasing number of American children live in communities where caring relationships, support resources, and a profamily system of education and human services do not exist to protect children and prepare them to be healthy, successful, and resilient learners.
   (e) Especially in those communities, a renewed partnership of schools, families, and community members must be created to design and carry out system improvements to provide the learning support required by each pupil to succeed in school.
   (f) Learning support is the collection of resources, strategies and practices, and environmental and cultural factors extending beyond the regular classroom curriculum that together provide the physical, emotional, and intellectual support that every pupil needs to achieve high-quality learning.
   (g) A school that has an exemplary learning support system employs internal and external supports and services needed to help pupils become good parents, good neighbors, good workers, and good citizens of the world.
(h) The overriding philosophy is that educational success, physical health, emotional support, and family and community strength are inseparable.

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

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

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

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

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

(n) A learning support system should serve as a primary and essential component at every school, be designed to support
learning and provide each pupil with an equal opportunity to succeed at school, and be fully integrated into all school improvement efforts.

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

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

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

Chapter 6.2. Comprehensive Pupil Learning Support System

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

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

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

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

(4) Address the plateau effect of current pupil test scores.
(b) The CPLSS shall ensure that pupils have an equal opportunity to succeed academically in a supportive, caring, respectful, and safe learning environment.

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

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

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

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

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

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

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

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

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

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

52062. (a) Each elementary, middle, and high school involved in the pilot program shall establish a school-community council of stakeholders to develop a CPLSS component of its individual schoolsite plan based on the assessed needs and strengths of the
school, including a school action plan based on the guidelines developed by the department pursuant to Section 52061.

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

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

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

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

(C) Collaboration with pupil support staff and parents or guardians in providing additional assistance to foster enhanced responsibility, problem-solving, resilience, and effective engagement in classroom learning.

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

(A) Welcoming and social support programs for newcomers.

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

(C) Articulation programs to support grade transitions.

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

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

(F) Support in moving to postschool living and work.
(G) Outreach programs to reengage truants and dropouts in learning.

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

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

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

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

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

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

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

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

(D) Improved systems for home involvement in decisions and problem solving affecting the pupil.

(E) Enhanced strategies for engaging parents or guardians in supporting the basic learning and development of their children to prevent or at least minimize learning, behavioral, and emotional problems.
(5) Outreach to the community in order to build linkages by ensuring that there are systems and programs established to provide outreach to and engage strategically with public and private community resources to support learning at school of pupils with learning, behavioral, and emotional problems. Interventions pursuant to this paragraph may include, but are not limited to, all of the following:
   (A) Training, screening, and maintaining volunteers and mentors to assist school staff in enhancing pupil motivation and capability for learning.
   (B) Job shadowing and service learning programs to enhance the expectations of pupils for postgraduation employment opportunities.
   (C) Enhancing limited school resources through linkages with community resources, including, but not limited to, libraries, recreational facilities, and postsecondary educational institutions.
   (D) Enhancing community and school connections to heighten a sense of community.

(6) Provide special assistance for pupils and families as necessary by ensuring that there are systems and programs established to provide or connect with direct services when necessary to address barriers to the learning of pupils at school. Interventions pursuant to this paragraph may include, but are not limited to, all of the following:
   (A) Special assistance for teachers in addressing the problems of specific individuals.
   (B) Processing requests and referrals for special assistance, including, but not limited to, counseling or special education.
   (C) Ensuring effective case and resource management when pupils are receiving direct services.
   (D) Connecting with community service providers to fill gaps in school services and enhance access for referrals.

(c) The process of developing, implementing, monitoring, and maintaining the component of the individual schoolsite plan pursuant to subdivision (a) shall include, but not be limited to, all of the following:
   (1) Ensuring effective school mechanisms for assisting individuals and families with decisionmaking and timely, coordinated, and monitored referrals to school and community services when indicated. The mechanisms shall draw on the
expertise of pupil support service personnel at schools such as nurses, psychologists, counselors, social workers, speech and language pathologists, resource specialists, special education teachers, and child welfare attendance workers.

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

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

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

(5) Minimizing duplication and fragmentation between school programs.

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

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

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

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

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

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

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

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

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

(d) Reflect all of the following:

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

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

(3) A thorough infrastructure for the CPLSS.

(4) Appropriate resource allocation.

(5) Integrated school-community collaboration.

(6) Regular capacity-building activity.
Delineated standards, quality and accountability indicators, and data collection procedures.

52064. (a) For the purposes of this section, “complex of schools” means a group of elementary, middle, or high schools associated with each other due to the natural progression of attendance linking the schools.

(b) To ensure that the CPLSS is developed cohesively, efficiently uses community resources, and capitalizes on economies of scale, CPLSS infrastructure mechanisms shall be established at the school and school district levels.

(c) A complex of schools is encouraged to designate a pupil support staff member to facilitate a family complex CPLSS team consisting of representatives from each participating school.

(d) Each school district implementing a CPLSS shall establish mechanisms designed to build the capacity of CPLSS components at each participating school, including, but not limited to, providing technical assistance and training for the establishment of effective CPLSS components.

52065. (a) An independent agency selected by the department shall evaluate the success of the CPLSS component according to all of the following criteria:

(1) Improved systems for promoting prosocial pupil behavior and the well-being of staff and pupils, preventing problems, intervening early after problems arise, and providing specialized assistance to pupils and their families.

(2) Increasingly supportive, caring, respectful, and safe learning environments at schools.

(3) Enhanced collaboration between each school and its community.

(4) The integration of the CPLSS component with all other school improvement plans.

(5) Fewer inappropriate referrals of pupils to special education programs or other special services.

(b) The evaluation shall consider all of the following items in determining the impact of the CPLSS, and the findings related to each item shall be included in the School Accountability Report Card pursuant to Section 33126:

(1) Pupil attendance.

(2) Pupil grades.

(3) Academic performance.
(4) Pupil behavior.
(5) Home involvement.
(6) Teacher retention.
(7) Graduation rates for high school pupils.
(8) Grade promotion for elementary, middle, and junior high schools.
(9) Truancy rates.
(10) Literacy development.
(11) Other indicators required by the federal No Child Left Behind Act of 2001 (20 U.S.C. Sec. 6301 et seq.) and included in the California Healthy Kids Survey.

(c) The evaluation shall compare the CPLSS components of schools that have similar records of pupil achievement at 3, 5, and 10 years after implementation of the CPLSS components.

52066. (a) The department shall develop a request for a grant application, to be submitted by school districts pursuant to this chapter. The department shall award funding pursuant to this chapter to five school districts based on the following criteria:

(1) The score of the school district on the grant application, as determined by the department.
(2) Current receipt by the school district of funding pursuant to Title I of the federal Elementary and Secondary Education Act of 1965 (20 U.S.C. Sec. 236 et seq.).
(3) The geographic and population characteristics of the school district.

(b) State funds that are appropriated for purposes of this chapter shall be allocated as follows:

(1) Four hundred thousand dollars ($400,000) shall be apportioned to each school district that is selected by the department pursuant to subdivision (a) per calendar year for three years. Each of these school districts shall identify a feeder pattern of one elementary school, one middle or junior high school, and one high school to receive funding.
(2) One million dollars ($1,000,000) shall be apportioned to the department per year for three years for all of the following purposes:

(A) To hire one education programs consultant and one analyst.
(B) To contract for training and technical assistance services.
(C) To contract for formative and summative evaluations.