
SENATE COMMITTEE ON EDUCATION

Senator Connie Leyva, Chair

2019 - 2020 Regular

Bill No:	SB 686	Hearing Date:	April 10, 2019
Author:	Allen		
Version:	April 1, 2019		
Urgency:	No	Fiscal:	Yes
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Subject: California Promise Neighborhoods Act of 2019.

SUMMARY

This bill establishes the California Promise Neighborhood Grant Program, to be administered by the California Department of Education (CDE), for the purpose of awarding 20 grants of up to \$5,000,000 each, on a competitive basis, to eligible entities to implement a comprehensive, integrated continuum of cradle-to-college-to-career solutions, including academic, health, and social programs, and family and community supports.

BACKGROUND

Existing law establishes a system of public elementary and secondary schools in this state, and authorizes local educational agencies throughout the state to operate schools and provide instruction to pupils in kindergarten and grades 1 to 12, inclusive. Existing law establishes the State Department of Education, under the administration of the Superintendent of Public Instruction, and assigns to the department numerous duties relating to the financing, governance, and guidance of the public elementary and secondary schools in this state.

ANALYSIS

This bill establishes the California Promise Neighborhood Grant Program, to be administered by the CDE, for the purpose of awarding 20 grants of up to \$5,000,000 each, on a competitive basis, to eligible entities to implement a comprehensive, integrated continuum of cradle-to-college-to-career solutions, including academic, health, and social programs, and family and community supports. Specifically, this bill:

- 1) Establishes the California Promise Neighborhood Grant Program, to be administered by the CDE.
- 2) Specifies that the purpose of the grant program is to award grants, on a competitive basis, to eligible entities to implement a comprehensive, integrated continuum of cradle-to-college-to-career solutions, including academic, health, and social programs, and family and community supports, through a pipeline of coordinated services based on the best available evidence in neighborhoods with high concentrations of low-income families, schools identified for differentiated assistance or intensive intervention, and other indicators of at-risk youth or high need, such as indicators of poor health for children, poor school climate, high

rates of juvenile delinquency, adjudication, or incarceration, or high rates of foster care placement.

- 3) States that is the intent of the Legislature that programs in the continuum should improve academic achievement, including improving outcomes of early development, child and youth social and health development, and college and career readiness, as well as build strong family and community supports to help families move out of poverty.
- 4) Provides the following definitions:
 - a) “Cradle-to-college-to-career” means a system of integrated services, both public and private, which begins in the early years of a child’s life and leads to appropriate postsecondary success for all pupils and students that includes academic, occupational, and independent living that benefits the individual and community as a whole.
 - b) “Eligible entity” means a nonprofit organization, including faith-based organizations to the extent permitted by law, an institution of higher education, or an Indian tribe or tribal organization, serving as a lead agency representative of the proposed geographic area to be served and in partnership with at least one public elementary or secondary school, traditional or charter, or school district located within the identified geographic area.
 - c) “Grant program” means the California Promise Neighborhood Grant Program.
 - d) “Promise Neighborhood” means a specific geographic area a selected eligible entity intends to serve that represents a community focused on revitalization through the establishment of a cradle-to-college-to-career network of services aimed at improving the health, safety, education, and economic development of the defined area.
- 5) Authorizes an eligible entity to include other entities in the partnership, including, but not limited to, any of the following entities, but prohibits these organizations from inhabiting the lead role:
 - a) A school, traditional or charter, school district, or superintendent of a school district within the designated geographic boundary.
 - b) An institution of higher education.
 - c) The office of a chief elected official or a unit or agency of local government.
 - d) Health organizations within the designated geographic boundary.
 - e) Social service agencies within the designated geographic boundary.

- 6) Requires the California Department of Education (CDE) to develop an application process for eligible entities to apply to become Promise Neighborhoods.
- 7) Requires CDE to aim to achieve geographic equity by increasing opportunities to remote communities, including rural and tribal communities, through the selection process.
- 8) Requires the California Department of Education (CDE) to establish performance standards to measure progress on indicators and results relevant to the evaluation of the grant program, including those in (9) and (10).
- 9) Requires the CDE to establish the following core set of academic results and indicators by which the Promise Neighborhood grant recipients will be measured, requires the indicators to align with the California School Dashboard, and requires grantees' project design and implementation of a cradle-to-college-to-career continuum of solutions to be subject to, but not limited to, at least the academic results and indicators:
 - a) Children benefit from a high-quality early learning education program and demonstrate school readiness skills, as measured by both of the following:
 - i) Children enter kindergarten ready for success as measured by the number and percentage of children who demonstrate age-appropriate functioning at the beginning of the program or school year, as demonstrated by key domains on an early learning developmentally appropriate instrument.
 - ii) Children are provided with high-quality early learning experiences as measured by a quality rating instrument.
 - b) Pupils are proficient in core academic subjects as measured by both of the following:
 - i) The number and percentage of pupils meeting standards in mathematics based on pupil performance on the Smarter Balanced Summative Assessments, that are taken annually by pupils in grades 3 to 8, inclusive, and grade 11.
 - ii) The number and percentage of pupils meeting standards in English language arts/literacy based on pupil performance on the Smarter Balanced Summative Assessments, that are taken annually by pupils in grades 3 to 8, inclusive, and grade 11.
 - c) Pupils successfully transition from middle school to high school as measured by chronic absenteeism, as measured by the percentage of pupils in kindergarten and grades 1 to 8, inclusive, who are absent 10 percent or more of the instructional days those pupils are enrolled.
 - d) Percentage of pupils who received a high school diploma within four years of entering grade 9 or who complete their graduation requirements at an alternative school.

- e) High school graduates obtaining a postsecondary degree, certification, or credential as measured by all of the following:
 - i) Percentage of high school graduates who are placed in the “prepared” level on the college/career indicator.
 - ii) The number and percentage of students who enroll in a two-year or four-year college or university after graduation.
 - iii) The number and percentage of students who graduate from a two-year or four-year college or university or complete vocational certification.

- 10) Requires the California Department of Education (CDE) to establish the following core set of family and community support results and indicators by which the Promise Neighborhood grant recipients will be measured. A grantee shall choose to measure and report on two or more family and community support results and indicators. Grantees’ project design and implementation of a whole community continuum of solutions are subject to, but not limited to, the following family and community support results and indicators:
 - a) Pupils feel safe at school and connected to their school community, as measured by locally implemented school climate surveys, including measuring the number and percentage of pupils who feel safe at school and traveling to and from school according to a school climate needs assessment or other instrument.
 - b) Pupils live in stable communities as measured by pupil mobility rates in schools within the designated geographic boundary.
 - c) Families and community members support learning in Promise Neighborhood schools, as measured by both of the following:
 - i) For children from birth to grade 8, inclusive, the number and percentage of parents or family members who read to or encourage their children to read three or more times a week or that reported their child read to themselves three or more times a week.
 - ii) For children from grades 8 to 12, inclusive, the number and percentage of parents or family members who report talking about the importance of college and career with their children.
 - d) Pupils that have access to 21st century learning tools as measured by the number and percentage of pupils who have school and home access to a high-speed broadband internet connected computing device.

- 11) Requires an eligible entity, in order to be eligible to receive a grant under this chapter, to submit an application to the CDE at the time, in the manner, and containing the information as the CDE may require.

- 12) Requires an application to include at least all of the following:
- a) A description of a plan to significantly improve the academic, health, and social outcomes of children living in an identified neighborhood and to support the healthy development and well-being of children and youth in the neighborhood by providing a continuum of cradle-to-college-to-career solutions. This plan shall address the needs of the whole child, whole family, and whole community, as identified by the required needs assessment. The continuum of solutions must be based on the best available evidence, including, where available, strong or moderately strong evidence. The plan must also ensure that, over time, pupils not living in the neighborhood who attend the target school or schools have access to services within the pipeline of services.
 - b) A description of the geographically defined area or neighborhood to be served and the level of distress in that area based on indicators of need and other relevant indicators. The statement of need in the neighborhood must be based, in part, on results of a comprehensive needs assessment and segmentation analysis. The application may propose to serve multiple, noncontiguous areas.
 - c) A description of the applicant's measurable short-term, long-term, and annual goals for expected outcomes of the grant, based on program and project indicators, as described above, that includes all of the following:
 - i) Performance goals for each year of the grant.
 - ii) Projected participation rates over time and any plans to expand the number of children served over time by the grant program.
 - iii) Annual goals for evaluating progress in improving systems, such as changes in policies, environments, or organizations that affect children and youth in the neighborhood.
 - d) An analysis of the needs and assets of the neighborhood identified, including all of the following:
 - i) A description of the process through which the needs assessment and segmentation analysis was produced, including a description of how family and community members were engaged in the analysis.
 - ii) An explanation of how the applicant will use the needs assessment and segmentation analysis to determine the children with the highest needs and ensure that those children receive the appropriate services from the continuum of cradle-to-college-to-career solutions.

- iii) A description of both the academic indicators and the family and community support indicators that the applicant will use in conducting the needs assessment.
- e) A description of solutions that will be used in the continuum of cradle-to-college-to-career solutions based on data collected, including a description of solutions specifically targeting children, family members, community members, and children not attending schools or programs operated by the applicant and its partners.
- f) The process by which each solution will be implemented and an expected timeline for launching each solution.
- g) The estimated per child cost and cost projections over time, including administrative costs, to implement each solution.
- h) The estimated number of children, by age, in the neighborhood who will be served by each solution, including the percentage of all children of the same age group within the neighborhood proposed to be served with each solution and the annual targets required to increase the proportion of children served to reach scale over time.
- i) How the segmentation analysis was used to target the children and youth to be served.
- j) Financial projections of the cost of solutions over time.
- k) The best available evidence supporting each proposed solution.
- j) A description of the process used to develop the application, including the involvement of family and community members.
- l) A description of the process by which to develop, launch, and implement a longitudinal data system that integrates pupil-level data from multiple sources to measure progress on academic and family and community support indicators for all children in the neighborhood.
- m) A description of how the applicant has done all of the following:
 - i) Linked or is making progress to link the longitudinal data system to school-based, local educational agency, and state data systems.
 - ii) Made or will make data accessible to parents, families, community residents, program partners, researchers, and evaluators at either the individual or aggregate level as appropriate while abiding by federal, state, and other privacy laws and requirements.
 - iii) Managed and maintained the system, and plans to manage and maintain the system over time.

- n) An explanation of how the applicant will continuously evaluate and improve the continuum of cradle-to-college-to-career solutions, including both of the following:
 - i) A description of the metrics that will be used to inform each solution of the pipeline.
 - ii) The processes for using data to improve instruction, optimize integrated pupil supports, provide for continuous program improvement, and hold staff and partner organizations accountable.
 - o) An identification of the fiscal agent, which may be any eligible entity.
 - p) A list of federal, state, local, and private sources of funding that the applicant will secure to comply with the matching funds requirement.
- 13) Requires an applicant to do all of the following before receiving a grant:
- a) Collect data, including publicly available data, for the academic indicators and use them as program and project indicators.
 - b) Collect data, including publicly available data, for the family and community support indicators and use them as program and project indicators.
 - c) Perform an analysis of community assets within, or accessible to, the neighborhood, including, at least all of the following:
 - i) Early learning programs and networks, including home visiting, high-quality child care, Early Head Start programs, Head Start programs, and prekindergarten programs.
 - ii) Community centers, afterschool programs, and other opportunities for activities outside of school hours.
 - iii) Transportation.
 - iv) Parks.
 - v) The availability of healthy food options and opportunities for physical activity.
 - vi) Existing family and pupil supports.
 - vii) Businesses and employers located in the community.
 - viii) Institutions of higher education.
 - d) Provide evidence of successful collaboration that has led to changes in child outcomes within the neighborhood.

- 14) Requires an eligible entity, as part of the application, to submit a preliminary memorandum of understanding, signed by each partner entity or agency. The preliminary memorandum of understanding shall describe, at a minimum, all of the following:
 - a) Each partner's commitment and contribution toward achieving each result at population level by using a backbone agency to coordinate a collective impact initiative.
 - b) Each partner's financial and programmatic commitment toward the strategies described in the application, including an identification of the fiscal agent.
 - c) The governance structure proposed for the Promise Neighborhood, including a system for how the lead entity will serve as a backbone agency and hold partners accountable, representation of the geographic area on the eligible entity's governing and advisory boards, and resident engagement from the neighborhood in the organization's decisionmaking.
 - d) Each partner's long-term commitment to providing cradle-to-college-to-career pipeline services that, at a minimum, accounts for the cost of supporting the pipeline, including the period after grant funds are no longer available, and potential changes in local government.
 - e) Each partner's mission and plan that will govern the work that partners do together, including an aligned theory of improvement.
 - f) Each partner's long-term commitment to supporting the pipeline through data-driven decisionmaking, including data collection, monitoring, reporting, and sharing.
 - g) Each partner's commitment to ensuring sound fiscal management and controls, including evidence of a system of supports and personnel.
 - h) Each partner's commitment to mobilizing local government service integration to improve outcomes for families and children in the neighborhood as measured by increased employment, improved education, decreased poverty, reduced crime, and improved health status.
- 15) Requires the California Department of Education (CDE), for the 2020–21 fiscal year, to competitively award grants, each not to exceed five million dollars (\$5,000,000), to 20 eligible entities across the state.
- 16) Requires the CDE to select all implementation sites from California that participated under the Federal Promise Neighborhood Implementation Initiative, either currently or formerly, as part of the 20 eligible entities chosen and awarded funding through the grant program to sustain their proven best practices in their Promise Neighborhoods.

- 17) Requires each grant recipient shall contribute matching funds in an amount equal to not less than 100 percent of the grant award, but authorizes an applicant proposing a project for a Promise Neighborhood in a rural community or in tribal community to provide matching funds or in-kind donations equal to at least 50 percent of the grant award.
- 18) Authorizes the required matching funds to come from federal, state, local, or nonpublic, nongovernmental, or other private sources, with at least 10 percent coming from private sources, but for an applicant proposing a project for a Promise Neighborhood in a rural community or in tribal community, with at least 5 percent coming from private sources.
- 19) Requires an applicant that is unable to meet the matching requirements to include in its application a request to the California Department of Education (CDE) to reduce the matching requirement, including the amount of the requested reduction, the total remaining match contribution, and a statement of the basis for the request.
- 20) Authorizes the CDE to grant a request if it finds the request reasonable and that doing so would further the purposes of the act.
- 21) Authorizes CDE to award technical assistance funding to the California Promise Neighborhood Network to support all awarded Promise Neighborhoods throughout the grant period. Support must include the formation and coordination of professional learning communities to share data and best practices between Promise Neighborhoods and inform state and local policy.
- 22) Requires each grant recipient to use the grant funds for both of the following purposes:
 - a) To implement the pipeline services based on results of the needs analysis described in the application and plans to build organizational capacity.
 - b) To continuously evaluate the success of the program and improve the program based on data and outcomes.
- 23) Authorizes each grant recipient to use grant funds to develop the administrative capacity necessary to successfully implement a continuum of solutions, such as managing partnerships, integrating multiple funding sources, supporting longitudinal data system, and accessing technical assistance.
- 24) Prohibits each grant recipient and its partners from expending more than 20 percent on those administrative and capacity building costs.
- 25) Requires each grant recipient to prepare and submit an annual report to the department that shall include all of the following:
 - a) Information about the number and percentage of children, family members, and community members in the Promise Neighborhood who are served by the grant recipient, including a description of the number

and percentage of children accessing each of the pipeline services and the number of family and community members served by each program.

- b) Disaggregated data at population and program levels related to the grant recipient's programs' success in annual growth along program and project indicators, and specifies that data should be disaggregated by all of the following:
 - i) Gender.
 - ii) Major racial and ethnic groups.
 - iii) English proficiency status.
 - iv) Migrant status.
 - v) Disability status.
 - vi) Economic disadvantage status.
 - vii) Information relating to the performance metrics.
 - viii) Other indicators that may be required by the California Department of Education.
- 26) Specifies that these provisions are contingent upon the enactment of an appropriation in the annual Budget Act for these purposes.
- 27) Makes Legislative findings and declarations related to these provisions.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, "Children living in California's most distressed communities lack access to opportunities that will ensure adequate health, social, and academic preparation for achieving success to end the cycle of poverty. Across California, 17 percent of children live in communities of concentrated poverty and over 1.6 million children live in poverty.

Innovative and comprehensive approaches to lift children out of poverty are necessary for creating opportunities for children to succeed and ultimately help transform poor neighborhoods. Promise Neighborhoods began as a federal program in 2010 and provides an evidence-based model to transform schools and neighborhoods. A high-quality education is at the center of the Promise Neighborhoods concept, as evidence demonstrates that graduating from high school and college are key to moving out of poverty."

- 2) ***Federal Promise Neighborhood Initiative.*** In 2010, the Obama Administration launched the Promise Neighborhood Initiative, which is modeled after the Harlem Children's Zone in New York City. In the first year, the Promise Neighborhoods program awarded one-year grants to support the development of a plan to

implement a Promise Neighborhood in 21 communities across the country. At the conclusion of the planning grant period, grantees were expected to have a feasible plan to implement a continuum of solutions that will significantly improve results for children in the community being served. In 2011, the U. S. Department of Education awarded a second round of planning grants and a first round of implementation grants. The five implementation grants and 15 planning grants reached an additional 16 communities throughout the United States in order to help revitalize disadvantaged neighborhoods. In 2012, a third round of planning grants and a second round of implementation grants were awarded. The 7 implementation grants and 10 planning grants reached an additional 11 news communities throughout the country. Promise Neighborhoods are now in 20 states and the District of Columbia.

In 2011, implementation grants were awarded to programs in three California cities: Fresno, San Diego, and Hayward. In 2012, implementation grants were awarded in three more California cities: Los Angeles, San Francisco, and Chula Vista. The maximum award for an implementation grant was \$6 million per year for five years.

According to the author, “Currently five California cities have operating Neighborhoods including Chula Vista, Hayward, Los Angeles, Mission District (San Francisco), and Corning-Paskenta Tribal Community (Everett Freeman Promise Neighborhood).

These neighborhoods serve more than 30,000 students and their families annually, working through 52 individual school sites, and 64 nonprofit organizations and government entities.”

- 3) ***Task force recommendation for 20 new promise neighborhoods.*** Assembly Bill 1520 (Chapter 415, Statutes of 2016) directed the California Department of Social Services to convene The Lifting Children and Families Out of Poverty Task Force to recommend comprehensive strategies to achieve the reduction of “deep poverty” – families with income below half of the federal poverty level – among children and reduce the overall child poverty rate in the state. The task force’s November 2018 report, *Lifting Children and Families Out of Poverty Task Force Report: Recommended Strategies to Address Deep Child Poverty and Child Poverty in California* noted that “California has the highest number of children and highest percentage of children living in poverty of any state in the nation. In order to help address additional strategies, In carrying out the Legislative directive, the Task Force established the goals of ending deep child poverty as soon as possible and reducing overall child poverty by 50 percent.” Among its recommendations, the task force recommended the creation of 20 new Promise Neighborhoods with a focus on children and families in poverty and deep poverty but that would also have positive impacts on other children and families in the designated neighborhoods, without regard to poverty status. This recommendation was identified as having a foundational impact.
- 4) ***The California Department of Education alone?*** As identified below, there have been previous legislative attempts to establish additional Promise Neighborhoods in the state. In those previous attempts, the CDE was often

tasked with working with a variety of other state entities in doing so, such as the State Department of Social Services, the Employment Development Department, the California Health and Human Services Agency, the Business, Consumer Services, and Housing Agency, the Department of Transportation, the California Children and Families Commission, among others. This bill would have the California Department of Education (CDE) administer the California Promise Neighborhood Grant Program on its own. *The committee may wish to consider whether the CDE has sufficient capacity and expertise to administer such a broad program on its own.*

- 5) ***Previous legislation.*** SB 403 (Liu, 2015) would have authorized a local educational agency or schools to coordinate academic, social and health services for students, families and community members in collaboration with community partners to establish a California Community schools (CCS), and required the Superintendent of Public Instruction to make grants available to qualified recipients to enhance and expand CCS, to the extent funds were allocated for that purpose. SB 403 was held in the Senate Appropriations Committee.

AB 2555 (Bocanegra, 2014) would have required the Superintendent of Public Instruction, in collaboration with various other state agencies and private organizations, to develop a five-year plan for expanding cradle-to-career initiatives in California that may include full-service community schools, promise neighborhoods, wraparound programs, wellness centers, and healthy communities efforts. AB 2555 was held in the Appropriations committee.

AB 1178 (Bocanegra, 2014) would have established the California Promise Neighborhood (CPN) Initiative to develop a system of up to 40 promise neighborhoods throughout the state with the purpose of supporting a child's development from cradle to career. AB 1178 was held in the Assembly Appropriations Committee.

AB 1072 (Fuentes, 2012) would have established the California Promise Neighborhoods Initiative in the Office of Economic Development and required the office to establish 40 promise neighborhoods throughout the state. AB 1072 was held in the Senate Appropriations Committee.

SUPPORT

826LA

California Global Education Project at CSU Long Beach

California Subject Matter Projects

City of Hayward

Clinica Msr. Oscar A. Romero

Community Child Care Council of Alameda County

Eden Youth & Family Center

Families in Schools

First 5 Alameda County

Fresno County Economic Opportunities Commission

Gather Respect Advocate Change Engage (GRACE) and the End Child Poverty in CA

Good Samaritan Family Resource Center
Hayward Promise Neighborhoods
Hayward Unified School District
Heart of Los Angeles (HOLA)
Hermandad Mexicana Nacional
Homeless Prenatal Program
Instituto Familiar De La Raza
Loyola Marymount University - The Center for Equity for English Learners
Mission Economic Development Agency (MEDA)
Mission Neighborhood Centers, Inc.
Mission Neighborhood Health Center
Parents for Public Schools of San Francisco
Paskenta Band of Nomlaki Indians
Policylink
St. John's Well Child & Family Center
Support for Families of Children with Disabilities
Thai Community Development Center
The Jamestown Community Center
The Princeton Review
Tiburcio Vasquez Health Center, Inc.
UCLA Community Based Learning
USC Sol Price Center for Social Innovation
YMCA of Metropolitan Los Angeles
Youth Policy Institute
YPI Charter Schools
Several individuals

OPPOSITION

None recieved

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