

AMENDED IN ASSEMBLY APRIL 23, 2013

CALIFORNIA LEGISLATURE—2013–14 REGULAR SESSION

ASSEMBLY BILL

No. 1178

Introduced by Assembly Member Bocanegra

February 22, 2013

An act to add Chapter 18.5 (commencing with Section 11750) to Part 7 of Division 1 of Title 1 of the Education Code, relating to pupil instruction.

LEGISLATIVE COUNSEL'S DIGEST

AB 1178, as amended, Bocanegra. Pupil instruction: California Promise Neighborhood Initiative.

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 also establishes a system of postsecondary education in the state that consists of 4 segments: the University of California, the California State University, the California Community Colleges, and independent institutions of higher education.

This bill would express findings and declarations of the Legislature about, among other things, the educational, cultural, and health needs of California's most distressed communities. The bill would establish the California Promise Neighborhood Initiative to develop a system of 40 California promise neighborhoods throughout the state to support children's development. *The bill would, commencing in July 2014, require the State Department of Education to develop an application process for eligible entities to apply for sites to become promise neighborhoods.* The bill would require the State Department of

Education to designate the 40 California promise neighborhoods by January 1, 2016, and would specify that the promise neighborhoods would be selected from areas that voluntarily apply, as prescribed, for that designation. The bill would specify items that would be required to be included in an application to be designated as a California promise neighborhood. The bill would specify the services to be provided to the participating neighborhoods. The bill would also ~~specify information to be annually reported to the State Department of Education by designated California promise neighborhoods.~~ *require promise neighborhood designees to undergo a performance review every 3 years conducted by the State Department of Education and the community served by the promise neighborhood.*

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. Chapter 18.5 (commencing with Section 11750)
 2 is added to Part 7 of Division 1 of Title 1 of the Education Code,
 3 to read:

4
 5 CHAPTER 18.5. CALIFORNIA PROMISE NEIGHBORHOOD
 6 INITIATIVE

7
 8 Article 1. Findings and General Provisions

9
 10 11750. The Legislature hereby finds and declares all of the
 11 following:

12 (a) All children throughout California, regardless of their
 13 families' socioeconomic, English learning, or special education
 14 status, or the neighborhoods in which they reside, deserve access
 15 to a high-quality education, health services, and social services
 16 that will prepare them to succeed in college and in their careers,
 17 and that will allow them to become productive citizens contributing
 18 to the wealth of our cities, state, and nation.

19 (b) Many children living in California's most distressed
 20 communities lack access to opportunities that will ensure adequate
 21 academic, social, and health preparation for achieving success and
 22 helping to end family and neighborhood poverty.

1 (c) Innovative and comprehensive approaches to break the cycle
2 of poverty are necessary for creating opportunities for children to
3 succeed and ultimately to help turn around poor neighborhoods.

4 (d) Long-term investments in underserved children’s academic,
5 social, and health development and the strengthening of a system
6 of family and community support shared by various stakeholders
7 are also needed to sustain the future of our communities.

8 (e) The Harlem Children’s Zone in New York has demonstrated
9 the lasting benefits of developing a network of support services to
10 revitalize an entire community focusing on the social, health, and
11 educational development of children.

12 (f) The Federal Promise Neighborhood Initiative, inspired by
13 the Harlem Children’s Zone, seeks to develop a cradle-to-career
14 pipeline of support services in specific neighborhoods that will
15 transform communities.

16 (g) Out of more than 50 communities in California that applied
17 for the Federal Promise Neighborhood Initiative grant, ~~12~~ *eight*
18 communities in California were selected to receive planning or
19 implementation grants.

20 (h) Many of the communities that were not selected by the
21 federal government continue to work on developing community
22 plans because cross-community planning provides lasting benefits
23 in aligning and maximizing resources in a community.

24 (i) Establishing a network of services to serve specific families
25 breaks down many unnecessary barriers in the effective delivery
26 of programs and services.

27 (j) The alignment of local, state, and federal resources can
28 maximize existing dollars and better serve specific communities.

29 (k) Central to the development of the Harlem Children’s Zone
30 and the Federal Promise Neighborhood Initiative has been the use
31 of data to drive real-time decisionmaking and program
32 improvement.

33 11751. (a) The California Promise Neighborhood Initiative is
34 hereby established to develop a system of 40
35 ~~“promise” neighborhoods~~ *“promise neighborhoods”* throughout
36 California to support children’s development from cradle to career.
37 Participation in this initiative is voluntary.

38 (b) The purpose of the California Promise Neighborhood
39 Initiative is to significantly improve the outcomes and opportunities
40 for children and their families living in California’s most distressed

1 neighborhoods and to transform those communities. By using
2 results-driven accountability and leveraging federal, state, local,
3 and private resources, the state will seek to provide children and
4 their families in these neighborhoods with access to a
5 community-based continuum of high-quality services and practices
6 based on the best available evidence, which will address the needs
7 of children from birth through college and career.

8 (c) *Commencing in July 2014, the department shall develop an*
9 *application process for eligible entities to apply for sites to become*
10 *promise neighborhoods pursuant to this article.* The department
11 shall designate 40 California promise neighborhoods by January
12 1, 2016, selecting from applicants that meet eligibility criteria, and
13 have demonstrated that they will implement a comprehensive,
14 integrated continuum of solutions or pipeline of services based on
15 the best available evidence to improve academic achievement,
16 including early childhood programs, child and youth social and
17 health development, college and career readiness, and efforts to
18 build strong family and community supports measured by common
19 outcomes in neighborhoods with high concentrations of
20 low-income families, persistently low-achieving schools, or schools
21 with an achievement gap.

22 (d) *A designee is responsible for, and shall be measured by the*
23 *department for, all of the following common outcomes:*

- 24 (1) *Children enter kindergarten ready to succeed in school.*
- 25 (2) *Pupils are proficient in core academic subjects.*
- 26 (3) *Pupils successfully transition from middle school grades to*
27 *high school.*
- 28 (4) *Pupils graduate from high school.*
- 29 (5) *High school graduates obtain a postsecondary degree,*
30 *certification, or credential.*
- 31 (6) *Pupils are healthy.*
- 32 (7) *Pupils feel safe at school and in their community.*
- 33 (8) *Pupils live in stable communities.*
- 34 (9) *Families and community members support learning in*
35 *promise neighborhood schools.*
- 36 (10) *Pupils have access to 21st century learning tools.*

37 ~~(d)~~

38 (e) The department shall begin the California Promise
39 Neighborhood Initiative selection process by ~~including the existing~~
40 ~~and federally recognized promise neighborhoods.~~ *guaranteeing*

1 *eligibility for the federally recognized communities in California*
2 *receiving either planning or implementation grants.*

3 11752. As used in this chapter:

4 (a) A “California promise neighborhood” is a specific
5 geographic area that represents a community focused on
6 revitalization through the establishment of a cradle-to-career
7 network of services aimed at improving the health, safety,
8 education, and economic development of the defined area.

9 (b) An “eligible applicant” is any of the following:

10 (1) A nonprofit organization, including a faith-based
11 organization to the extent permitted by law.

12 (2) An institution of higher education.

13 (3) An Indian tribe or tribal organization, serving as a lead
14 agency representative of the proposed geographic area to be served
15 and in partnership with at least one public elementary or secondary
16 school, traditional or charter, located within the identified
17 geographic area that the grant applied for would serve. *area.*

18

19

Article 2. Program Provisions

20

21 11753. (a) The department shall work with the Employment
22 Development Department, the California Health and Human
23 Services Agency, the Business, Transportation and Housing
24 Agency, the California Children and Families Commission, the
25 California Community Colleges, the California State University,
26 the University of California, the Student Aid Commission, the
27 Department of Parks and Recreation, and other agencies and
28 departments selected by the Governor to implement this chapter.

29 ~~(b) Commencing no later than July 1, 2014, the department shall~~
30 ~~develop an application process for eligible entities to apply for~~
31 ~~sites to become California promise neighborhoods.~~

32 *(b) The department shall work with the entities listed in*
33 *subdivision (a) to identify programs and opportunities for grants*
34 *suitable for prioritization and granting of bonus points in promise*
35 *neighborhoods.*

36 (c) For purposes of implementing this chapter, the department
37 may use existing available state resources and federal funds. If
38 state or federal funds are not available or sufficient, the department
39 may apply for and accept grants and receive donations and other

1 financial support from public or private sources for purposes of
 2 this chapter.

3 *(d) It is the intent of the Legislature to encourage the Governor*
 4 *to give a high priority to California promise neighborhoods in the*
 5 *expenditure of discretionary federal workforce investment funds.*

6 11754. (a) The department shall work with the California
 7 Health and Human Services Agency and county health and human
 8 services agencies to ensure, to the extent feasible, the maximum
 9 participation of eligible populations within California promise
 10 neighborhoods in the following programs:

11 (1) The CalFresh program pursuant to Chapter 10 (commencing
 12 with Section 18900) of Part 6 of Division 9 of the Welfare and
 13 Institutions Code.

14 (2) The Medi-Cal program pursuant to Chapter 7 (commencing
 15 with Section 14000) of Part 3 of Division 9 of the Welfare and
 16 Institutions Code.

17 (b) The department shall *have a participation goal of 90 percent,*
 18 *and, beginning January 1, 2016, the department shall post*
 19 *participation rates for these areas and establish a goal of 90 percent*
 20 *participation by January 1, 2016. areas.* The department shall
 21 explore different methods of increasing participation, including,
 22 but not necessarily limited to, a universal application and electronic
 23 data sharing with schools and school districts.

24 11755. The department shall work with the California Children
 25 and Families Commission (First 5 Commission), established
 26 pursuant to Division 108 (commencing with Section 130100) of
 27 the Health and Safety Code, to ensure that, to the extent feasible,
 28 ~~children and families~~ *eligible applicants* residing within California
 29 promise neighborhoods receive ~~maximum~~ *bonus points, additional*
 30 *recognition, or weighted* consideration for receiving funding for
 31 competitive grants administered by that commission.

32 11756. (a) The department shall work with the California
 33 Community Colleges, the California State University, the
 34 University of California, the Student Aid Commission, and the
 35 California Postsecondary Education Commission to ensure that,
 36 to the extent feasible, ~~children and families~~ *eligible applicants*
 37 residing within California promise neighborhoods receive
 38 ~~maximum~~ *bonus points, additional recognition, or weighted*
 39 *consideration, to the extent feasible, when applying for funding*
 40 *for competitive grants.*

1 (b) ~~Schools and Schools~~, school districts, *and institutions of*
2 *higher education* within California promise neighborhoods shall,
3 at a minimum, ~~receive maximum~~ *for purposes of meeting the*
4 *shared outcomes of the promise neighborhood initiative, to the*
5 *extent not in conflict with federal law or with an initiative measure,*
6 *receive bonus points, additional recognition, or weighted*
7 consideration for receiving funding for the following competitive
8 grants:

9 (1) The After School Education and Safety Program established
10 pursuant to Section 8482.

11 (2) A California Partnership Academy established pursuant to
12 Article 5 (commencing with Section 54690) of Chapter 9 of Part
13 29 of Division 4 of Title 2.

14 (3) The Immediate Intervention-Underperforming Schools
15 Program established pursuant to Section 52053.

16 (4) Career technical education pathways grants pursuant to
17 Section 88532.

18 (5) *School improvement grants, to the extent that a school within*
19 *a promise neighborhood is presently low achieving and is eligible*
20 *for Title 1 funding pursuant to Chapter 70 (commencing with*
21 *Section 6301) of Title 20 of the United States Code.*

22 11757. ~~(a)~~ The department shall work with the Employment
23 Development Department, the California Workforce Investment
24 Board, and the Employment Training Panel to ensure that, to the
25 extent feasible, ~~children and families~~ *eligible applicants* residing
26 within California promise neighborhoods receive ~~maximum~~ *bonus*
27 *points, additional recognition, or weighted* consideration for
28 receiving funding for competitive grants.

29 ~~(b) Cities and counties in which California promise~~
30 ~~neighborhoods are located shall, to the extent feasible, receive~~
31 ~~priority in the following programs and grants:~~

32 ~~(1) Programs of the Employment Training Panel established~~
33 ~~pursuant to Chapter 3.5 (commencing with Section 10200) of Part~~
34 ~~1 of Division 3 of the Unemployment Insurance Code.~~

35 ~~(2) Workforce development solicitations for proposals.~~

36 11758. (a) The department shall work with the Department of
37 Parks and Recreation to ensure that ~~children and families~~ *eligible*
38 *applicants* residing within California promise neighborhoods
39 receive, to the extent feasible, ~~maximum~~ *bonus points, additional*

1 *recognition, or weighted* consideration for receiving funding for
 2 competitive grants.

3 *(b) Cities and counties in which California promise*
 4 *neighborhoods are located shall, with the support of the promise*
 5 *neighborhoods, demonstrate that multiple sources of block grant*
 6 *assistance are being coordinated and invested in support of the*
 7 *planning, implementation, and long-term results of their promise*
 8 *neighborhood program.*

9 ~~(b)~~

10 *(c) Cities and counties in which California promise*
 11 *neighborhoods are located shall receive, to the extent feasible,*
 12 ~~maximum~~ *bonus points, additional recognition, or weighted*
 13 *consideration for funding for the creation of new parks and*
 14 *recreation activities in underserved communities.*

15 11759. (a) For purposes of receiving a California promise
 16 neighborhood designation, an eligible applicant shall submit an
 17 application to the department at a time, in the manner, and
 18 containing the information, the department may require.

19 (b) An eligible applicant shall submit a description of the
 20 geographically defined area or neighborhood to be served and the
 21 level of distress in that area based on indicators of need and other
 22 relevant indicators.

23 (c) In order for an area to apply, the geographic area of the
 24 proposed California promise neighborhood shall meet all of the
 25 following minimum criteria:

26 (1) Contain a designated high school or schools and feeder
 27 ~~schools.~~ *schools that use a transformation model that includes,*
 28 *but is not necessarily limited to, full-service community schools,*
 29 *charter schools, turnaround schools as defined by the federal*
 30 *government, and career pathways.*

31 ~~(2) Have high poverty rates.~~

32 (2) *Contain a high school with a graduation rate below 70*
 33 *percent.*

34 ~~(3) Have high unemployment.~~

35 (3) *Have unemployment rates higher than the state as a whole.*

36 ~~(4) Have low high school graduation rates.~~

37 (4) *Have more than 25 percent of households with annual*
 38 *incomes below twenty-two thousand dollars (\$22,000).*

39 (d) An eligible applicant, at a minimum, shall include the
 40 following partners as part of its application:

- 1 (1) Other community organizations.
- 2 (2) Child development organizations.
- 3 (3) Schools or school districts.
- 4 (4) Postsecondary educational institutions.
- 5 (5) City and county governments.
- 6 (6) Representatives of local business and industry.

7 (e) An eligible applicant shall submit a preliminary
8 memorandum of understanding, signed by representatives of each
9 partner entity or ~~agency~~ *agency that includes, but is not necessarily*
10 *limited to, all of the following:*

11 *(1) Each partner's commitment and contribution toward*
12 *achieving each common outcome at population level.*

13 *(2) Each partner's financial and programmatic commitment*
14 *with respect to the strategies described in the application, including*
15 *an identification of the fiscal agent.*

16 *(3) The governance structure proposed for the promise*
17 *neighborhood, including a system for how the eligible applicant*
18 *will hold partners accountable, the representation of geographical*
19 *areas on the eligible applicant's governing and advisory boards,*
20 *and resident engagement from the neighborhood in the*
21 *organization's decisionmaking process.*

22 *(4) Each partner's long-term commitment to providing pipeline*
23 *services that, at a minimum, account for the cost of supporting the*
24 *pipeline, including the period after grant funds are no longer*
25 *available, and potential changes in local government.*

26 *(5) Each partner's mission and plan that will govern the work*
27 *that partners do together.*

28 *(6) Each partner's long-term commitment to supporting the*
29 *pipeline through data collection, monitoring, reporting, and*
30 *sharing.*

31 *(7) Each partner's commitment to ensure sound fiscal*
32 *management and controls, including evidence of a system of*
33 *supports and personnel.*

34 (f) Eligible applicants shall submit a description of a plan to
35 significantly improve the academic, health, and social outcomes
36 of children living in an identified neighborhood and to support the
37 healthy development and well-being of children and youth in the
38 neighborhood by providing a continuum of solutions to address
39 the neighborhood's needs. The continuum of solutions proposed

1 by the eligible applicant shall be based on the best information
2 available to the applicant.

3 (g) An eligible applicant shall submit an analysis of community
4 assets within, or accessible to, the neighborhood, including, at a
5 minimum, a description of all of the following:

6 (1) Early learning programs and network, including home
7 visiting, high-quality child care, Early Head Start programs, Head
8 Start programs, and prekindergarten programs.

9 (2) Community centers, after school programs, and other
10 opportunities for out-of-school activities.

11 (3) Transportation resources.

12 (4) Parks and recreational facilities.

13 (5) Available healthy food options and opportunities for physical
14 activity.

15 (6) Existing family and student support organizations.

16 (7) Businesses and employers located in the community.

17 (8) Postsecondary educational institutions located in or near the
18 community.

19 (h) A description of the process by which to develop, launch,
20 and implement a longitudinal data system that integrates
21 student-level data from multiple sources to measure progress on
22 educational and family and community support indicators for all
23 children in the neighborhood.

24 (i) *Any funding received as a result of the promise neighborhood
25 designation shall only be used for the development of the promise
26 neighborhood common outcomes.*

27 (j) (1) *As used in this chapter, “full-service community school”
28 means a school that aligns the efforts and resources of school
29 leaders, public agencies, and community partners to create safe,
30 healthy, and supportive schools that provide equitable
31 opportunities for all children and youth to develop the skills needed
32 for healthy and successful transitions to college, careers, and
33 life-long learning. The principles of equity and academic excellence
34 drive the full-service community school to meet the needs of all
35 pupils, including, and most especially, those pupils identified as
36 vulnerable to social disconnection and dropping out of school.*

37 (2) (A) *The core elements of a full-service community school
38 include, but are not necessarily limited to, all of the following:*

1 (i) A high-quality education plan that attends to the full range
2 of 21st century skills, including core subjects and themes such as
3 both of the following:

4 (I) Civics, health, and environmental literacy.

5 (II) Information, media, technology, career, and life skills
6 appropriate to each grade from prekindergarten to grade 12.

7 (ii) The alignment of school and community resources with the
8 needs of pupils and families.

9 (iii) A collaborative governance structure for the effective
10 braiding of school and community resources and family and
11 community engagement.

12 (iv) Expanded learning opportunities for all pupils, including
13 before and after school enrichment programs, workplace learning
14 opportunities, and postsecondary partnerships.

15 (v) Access to onsite, coordinated support services for pupils
16 and families, including physical and mental health services, social
17 services, and youth, family, and community engagement and
18 development.

19 (B) The services set forth in this paragraph are designed to
20 holistically address the mental, emotional, and physical health of
21 pupils and to support the acceleration of academic achievement.

22 ~~11760. Each eligible entity that receives a California promise
23 neighborhood designation under this chapter shall prepare and
24 submit an annual report to the department, which shall include
25 both of the following:~~

26 ~~(a) Information about the number and percentage of children,
27 family members, and community members in the neighborhood
28 who are served by the program, including a description of the
29 number and percentage of children accessing each of the pipeline
30 services and the number of family and community members served
31 by which programs.~~

32 ~~(b) Disaggregated data regarding population and program levels
33 related to the program's success in annual growth, expressed with
34 respect to program and project indicators and performance metrics
35 developed by the department.~~

36 *11760. Every three years, promise neighborhood designees
37 shall undergo a performance review conducted by the department
38 and the community served by the promise neighborhood. The
39 review shall examine performance in all of the following outcomes,
40 as defined by the department:*

- 1 *(a) Children enter kindergarten ready to succeed in school.*
- 2 *(b) Pupils are proficient in core academic subjects.*
- 3 *(c) Pupils successfully transition from middle school grades to*
4 *high school.*
- 5 *(d) Pupils graduate from high school.*
- 6 *(e) High school graduates obtain a postsecondary degree,*
7 *certification, or credential.*
- 8 *(f) Pupils are healthy.*
- 9 *(g) Pupils feel safe at school and in their community.*
- 10 *(h) Pupils live in stable communities.*
- 11 *(i) Families and community members support learning in*
12 *promise neighborhood schools.*
- 13 *(j) Pupils have access to 21st century learning tools.*