

ED 314 528

UD 027 204

TITLE Hope for the Future: The State Plan for Educating Homeless Children and Youth.

INSTITUTION California State Dept. of Education, Sacramento. Office of Compensatory Education.

PUB DATE 89

NOTE 58p.; Cover of document will not reproduce well due to light black and white photographs.

PUB TYPE Legal/Legislative/Regulatory Materials (090) -- Reports - Descriptive (141)

EDRS PRICE MF01 Plus Postage. PC Not Available from EDRS.

DESCRIPTORS *Access to Education; Community Organizations; *Disadvantaged Youth; Educational Legislation; Elementary Secondary Education; Federal Legislation; *Homeless People; Information Services; Program Administration; *Program Implementation; Social Services; *State Programs; Student Needs; Student Welfare; Surveys

IDENTIFIERS *California; *Stewart B McKinney Homeless Assistance Act 1987

ABSTRACT

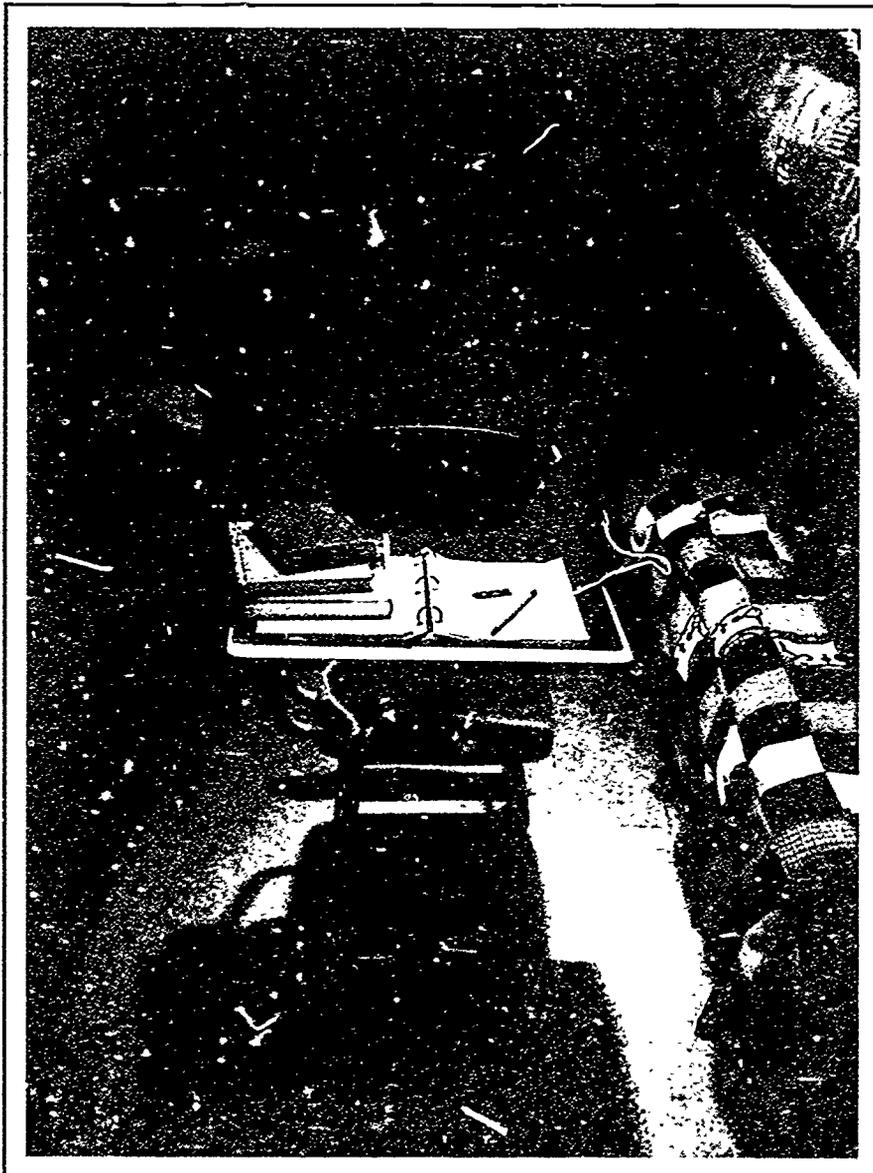
This report contains the California state plan for educating homeless children and youth required by the Stewart B. McKinney Homeless Assistance Act of 1987. The plan is designed to raise the level of awareness of schools and school districts to the needs of homeless children and to provide ideas and suggestions for meeting those needs. It is organized into five sections. Section 1 covers development and implementation of the plan at the state level and development and coordination of the plan at the local level. Section 2 covers resolution of disputes about placement at state and local levels. Section 3 covers elimination of barriers to educating homeless children. The following barriers are discussed: (1) residency requirements; (2) immunization requirements; (3) registration requirements; and (4) requirements for school records. Section 4 covers provision of equal access to educational programs and services at the state and local level. Section 5 covers promoting, implementing, and monitoring the plan. Five appendixes contain information that school districts should find helpful as they develop policies and procedures, examine residency requirements, and design strategies for educating homeless children. Appendix A contains the Stewart B. McKinney Act of 1987, Subtitle B, and related definitions. Appendix B contains survey results. Appendix C contains legal information about the residency requirements for homeless children. Appendix D contains three scenarios of the lives of homeless children. Appendix E contains a list of educational programs for homeless children. (JS)

 * Reproductions supplied by EDRS are the best that can be made *
 * from the original document. *

ED 314 528

Hope for the Future

The State Plan for Educating Homeless Children and Youth



U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION
CENTER (ERIC)

This document has been reproduced as received from the person or organization originating it.

Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NERI position or policy.

PERMISSION TO REPRODUCE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY

T. Smith

CA State Dept of Education

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

CALIFORNIA STATE DEPARTMENT OF EDUCATION
Sacramento, 1989

100 027 204

Hope for the Future

The State Plan for Educating Homeless
Children and Youth



Publishing Information

When *Hope for the Future: The State Plan for Educating Homeless Children and Youth* was adopted by the California State Board of Education on April 14, 1989, members of the Board were: Francis Laufenberg, President; Joseph D. Carrabino; Agnes Chan; Maryela Martinez; Marion McDowell; Kenneth L. Peters; and David T. Romero.

The plan was developed by the Advisory Committee for the Education of Homeless Children and Youth (see pages vii and viii for the membership of the full committee and the names of others who made significant contributions to the document, especially Barbara Sandman, who wrote the original version of the document). The plan was edited by Marie McLean, working in cooperation with Jim Spano, Consultant, Compensatory Education. The document was prepared for photo-offset production by the staff of the Bureau of Publications, with cover design by Steve Yee and layout design by Cheryl Shawver McDonald.

The plan was published by the California State Department of Education, 721 Capitol Mall, Sacramento, CA 95814 (mailing address: P.O. Box 944272, Sacramento, CA 94244-2720), and was distributed under the provisions of the Library Distribution Act and *Government Code* Section 11096.

For information on obtaining copies of this publication, please write to: Compensatory Education Office, California State Department of Education, P.O. Box 944272, Sacramento, CA 94244-2720; telephone 916-445-2590.

A list of publications that are available from the Department may be found on the inside back cover of this publication.

Contents

	<i>Page</i>
Foreword from California's Superintendent of Public Instruction	v
Preface	vi
Acknowledgments	vii
Introduction to the State Plan	1
Basis of the State Plan	1
Purpose of the State Plan	2
Section I—Developing and Implementing the Plan	3
Developing and Implementing the Plan at the State Level	3
Developing and Coordinating the Plan at the Local Level	4
Section II—Resolving Disputes About Placement	6
Resolving Disputes at the State Level	6
Resolving Disputes at the Local Level	6
Section III—Eliminating Barriers to Educating Homeless Children	8
Residency Requirements	9
Immunization Requirements	9
Registration Requirements	10
Requirements for School Records	10
Section IV—Providing Equal Access to Educational Program and Services	12
Providing Access at the State Level	12
Providing Access at the Local Level	13
Section V—Promoting, Implementing, and Monitoring the Plan	15
Appendixes	
A. The Stewart B. McKinney Act of 1987, Subtitle B, and Related Definitions	17
B. Survey Results	21
Survey of School Districts and Offices of County Superintendents of Schools	21
Numbers of Homeless Children	22
Educational Needs of Homeless Children	22

Survey of Shelters for Homeless Children and Adults 23
 Program Information 24
 Barriers to School Participation 24
 Solutions for Removing Barriers 26

C. Legal Advisory: Application of the Residency Requirements for Homeless Children and Youth 31

D. Scenarios of the Lives of Homeless Children 38
 Scenario 1: Homeless Children Living with Parents in a Shelter 38
 Scenario 2: Homeless Children Living with Parents in the Streets 39
 Scenario 3: Homeless Youth Not Living with Their Parents 40

E. Educational Programs for Homeless Children 41
 Enrollment in Local Schools 41
 Oakland Salvation Army Family Shelter 41
 San Francisco Unified School District Task Force on Education of Homeless Youth 42
 Educational Programs at Shelters 43
 St. Vincent de Paul Joan Kroc Center 43
 Options House, Hollywood 44
 Santa Clara Family Living Center 45
 South Area Emergency Housing Center 46

Foreword from California's Superintendent of Public Instruction

Homeless children have the same needs as other children. They need compassion and acceptance. They need to feel that they belong and that they have a place in their community and school. And they need a good education so that they can reach their potential. Unlike children who have a home, however, homeless children must overcome many barriers in obtaining an education. They change schools frequently, and they face difficulties in transferring between schools and districts, meeting residency requirements, obtaining transportation to and from school, and finding a quiet place to study. Their nutrition and health care are inadequate, and they do not have access to facilities for showering and washing clothes.

Just as the children of homeless parents are not responsible for the barriers to obtaining an education, neither can they remove those barriers without the help of caring adults. However, before adults can help, they must understand the conditions resulting in homelessness.

Who are the homeless children? Why are they homeless? Some are homeless because their parents lost their jobs or could not afford to move into another apartment when the building in which they lived was sold. Other children are homeless because their parents are substance abusers and cannot function well in society. Still other children are homeless because they are abused at home and choose to leave. And a few are homeless because their parents choose that way of life.

Homeless children live in the streets, in cars, in abandoned buildings or garages, or in temporary shelters. They live with their parents or with friends or relatives for a while. Some may live on their own. Wherever and however they live, homeless children live a life of constant upheaval, with little privacy or security. They feel different and less worthy. They feel hopeless and that their lives are out of their control.

With a good education, however, homeless children can have hope for the future. The responsibility for providing that education is ours. If our educational reform efforts are to succeed, all children must have the right to a quality education, and we must work together to remove the barriers between homeless children and their education.

The plan described in this document represents the beginning of California's efforts. Our work will not be done until every homeless child in this state can receive a quality education and become a fully functioning, productive, and self-fulfilled member of society.

Preface

Hope for the Future: The State Plan for Educating Homeless Children and Youth represents the work of educators and community leaders throughout California. These individuals, members of the Advisory Committee for the Education of Homeless Children and Youth, shared a common concern for the plight of homeless children and worked diligently to develop a plan that would promote educational opportunities. The committee members saw their task as twofold—to develop a plan to raise the level of awareness of schools and districts to the needs of homeless children and to offer ideas and suggestions for meeting those needs. Consequently, the committee included in the plan descriptions of the lives of homeless children as well as information schools and school districts could use to develop plans.

Those of us who worked with the members of the committee were impressed with their knowledge and understanding of the plight of homeless children and encouraged by their ideas for providing a quality education. Through reading this document we hope that you, too, will be encouraged to develop programs for educating homeless children in your communities.

JAMES R. SMITH
*Deputy Superintendent
Curriculum and Instructional
Leadership*

RAMIRO REYES
*Assistant Superintendent
Categorical Support Programs
Division*

HANNA L. WALKER
*Manager
Compensatory Education*

Acknowledgments

Hope for the Future: The State Plan for Educating Homeless Children and Youth was developed by the Advisory Committee for the Education of Homeless Children and Youth. Members of the committee were the following:

Heather Andrews
Director
South Area Emergency Center
Sacramento

Vincent Bello
Consultant in Charge
Management Development Center
Office of the Los Angeles
County Superintendent of
Schools

Michael F. Berrigan
Director, Consolidated Programs
Sacramento City Unified School
District

Edward F. Borovatz
Principal
Ark Alternative School
Santa Cruz City High School
District

Stanley W. Brinton
Professor
College of the Redwoods
Eureka

Frank Brunings
Housing Coordinator
Planning Department
Salinas

Lois Carson
Executive Director
Department of Community Action
Riverside County

David C. Christiansen
Executive Director
Harbor Interfaith Shelter
San Pedro

Barbara Cohen
Manager
Student Assignment Office
San Francisco Unified School
District

Judith Cox
Deputy Probation Officer
Santa Cruz County Probation Office

Maggie DeBow
Assistant Secretary
Program and Fiscal Affairs
Office of the Secretary
State Health and Welfare Agency
Sacramento

Ana M. Horta, Supervisor
Pupil Personnel Services
San Francisco Unified School
District

Nathana Schooler
Coordinator, Student Attendance
and Adjustment Services
Los Angeles Unified School
District

Maleia R. Sporalsky
Executive Director
Volunteers of America
El Cajon

Marta E. Vides
Directing Attorney
Public Interest Law Firm
San Jose

Sister Laura Walton, Director
Maryhouse Shelter
Sacramento

Stephen Whitney-Wise
Coordinator, Homeless Program
Sacramento County

Susan Wilder, Division
Director
Services for Homeless Youth
San Francisco

Joe Williams
Executive Director
Economic Opportunity
Commission
Fresno

Through a series of meetings, committee members worked with remarkable unanimity of purpose and a shared concern for the plight of homeless children. Without their knowledge, insight, and their empathetic understanding of the impact of homelessness on children, this plan would not have been possible.

In addition, several State Department of Education staff members contributed to the development of this document. Jim Spano, Consultant, Compensatory Education Office, coordinated the publication of this document; Teresa Cantrell, Secretary, Compensatory Education Office, provided secretarial support; and Joyce Eckrem, Staff Attorney, Legal Office, reviewed the document for legal compliance.

The original version of this document was written by Barbara Sandman, who captured the ideas and concerns of the committee in her writing.

Introduction to the State Plan

In July, 1987, the U.S. Congress passed the Stewart B. McKinney Act. Among other things, Subtitle B of the Act required each state to prepare a plan to educate all homeless children residing in the state.¹

To comply with that requirement, the California State Department of Education created a committee to advise the Department on the collection of data about homeless children and to develop a plan to educate those children. Members of the committee included representatives of school districts, public and private social service agencies, shelters for homeless children and adults, and advocacy groups from throughout California. The committee's goal was to develop a statewide plan that included the following objectives:

- Promote interagency cooperation at both state and local levels.
- Ensure access to school for all homeless children and youth
- Promote quality education for all homeless children and youth and ensure equal access to special programs and services.

Basis of the State Plan

During the seven months that the advisory committee worked together, a philosophy or set of beliefs about meeting the educational needs of homeless children emerged. The committee made its recommendations on the basis of those beliefs. In addition, the beliefs were recognized by the State Board of Education as a guide to educators as they plan, with members of their communities, ways to meet the educational needs of homeless children in their districts. The set of beliefs is listed as follows:

- Every individual of school age has the right to an equal and appropriate education.

¹A complete copy of the Stewart B. McKinney Act, Subtitle B, Education for Homeless Children and Youth, may be found in Appendix A. Appendix A also includes definitions of *child*, *youth*, and *homeless* included in the nonregulatory guidelines for implementing the McKinney Act, which were published by the U.S. Department of Education.

- Homeless children and youth have an equal right to a quality education.
- Homelessness is a transitional state. It lasts only until the children have a home.
- Homeless children and youth are a subset of a larger category of students at risk.
- It is the responsibility of adults to remove the barriers that are keeping children out of school.
- To place and keep homeless children in school, the school, the school district, and all other responsible agencies must work together.
- Adults who work with homeless children must be sensitive to the children's individual needs and conditions.
- Each school district should develop its own plan after considering a wide variety of options or strategies for meeting the individual needs of their homeless population.
- In planning how best to meet the needs of homeless children, district and school personnel should implement existing policies, procedures, and strategies and expand or modify them if necessary.

Purpose of the State Plan

The plan is designed to raise the level of awareness of schools and school districts to the needs of homeless children and to provide ideas and suggestions for meeting those needs. The plan is organized in five sections and five appendixes. Each section contains information and recommendations arranged according to responsibilities at the state and local levels.

The appendixes contain information that school districts should find helpful as they develop policies and procedures, examine residency requirements, and design strategies for educating homeless children.

SECTION I

Developing and Implementing the Plan

In November, 1988, the California State Department of Education sponsored a survey of school districts, offices of county superintendent of schools, and shelters for homeless children and adults in California. The purpose of the survey was to gather information about the number and location of homeless children, the nature and extent of barriers to education for homeless children, and the difficulties of identifying their special needs.

In the survey family-related and school-related barriers to education were identified. Survey respondents indicated that the greatest barriers to educating homeless children were family-related. Family stress, identified as the most significant barrier, was followed closely by students being kept out of school to care for younger children, family resistance to school enrollment, student fatigue, and family moves from shelter to shelter.¹

Because the problems involved in educating homeless children are complex, no agency or school district can solve the problems alone. They can be solved only through the joint efforts of schools, school districts, and state and local social service agencies. Consequently, the foundation of the plan for educating homeless children is broad-based interagency support, coordination, and communication at the state and local levels.

Developing and Implementing the Plan at the State Level

The California State Health and Welfare Agency, which is the lead agency for the implementation of the McKinney Act, coordinates all activities designed to solve the problems of homeless children and adults in the state. Representatives of other state agencies involved in imple-

¹See Appendix B for the results of the survey.

menting the McKinney Act have formed a committee and meet regularly to share and discuss information. In adopting the state plan for educating homeless children, the State Board of Education directed the Department of Education to work with that committee to establish a model for interagency coordination and communication at the local level.

The State Board also recommended that the Department work with the Health and Welfare Agency to develop a joint media campaign to educate the public about the important issues related to educating homeless children.

Developing and Coordinating the Plan at the Local Level

The State Board of Education recommended a two-tiered approach to educating homeless children. The two-tiered approach is designed to maximize the resources of school districts and communities. First, the State Board recommended that an interagency committee be established at the county level to act as an adviser and advocate for children at risk. That committee would reflect the composition of the state committee and serve as a source of information and support for the state committee. Representatives from agencies and organizations with knowledge of the needs of homeless families with children and of issues involving homeless families would be members of the committee.

Second, the Board recommended that each school district with homeless children establish a coordinating committee to act as an advocate for children at risk. Members of this coordinating committee might include staff members of child welfare agencies and attendance personnel; attendance review board members; social workers and counselors; teachers, including specialists (dropout prevention specialists and others); and district and school administrators.

This team of district-level personnel should be responsible for:

- Establishing communication and coordination with other community groups that provide services to homeless families and children
- Working with community groups to remove the barriers that prevent homeless children from attending and remaining in school

The appropriate members of this team should use a case management approach with homeless families and children to:

- Identify and eliminate barriers that prevent the children from enrolling in and attending school. The adults working with the children would ensure that (a) residency and immunization requirements are not barriers to school attendance; (b) the children

have transportation to school; and (c) they have equal access to meals and other support services while at school.

- Assist in the appropriate placement of these children in regular and special on-site school programs as well as appropriate off-site programs.
- Include, as part of each school's regular staff development program, training in issues concerning homeless children and the needs of children at risk.

By establishing and maintaining regular communication with other agencies, the district's coordinating committee will be able to reach out to the community, locate homeless children, and begin the process of enrolling them in school. When establishing a system for communication and coordination, the committee should include representatives from social service, health and welfare, and housing agencies; advisory groups, such as the mayor's task force; community development groups; local public and nonprofit groups, such as the United Way; and local businesses and industries.

The solutions to the problems of homeless children cannot be found through the solitary efforts of schools, social service agencies, or community groups. The solutions to the problems of homeless children can be found only through the collective, coordinated efforts of all relevant agencies, including school districts.

SECTION II

Resolving Disputes About Placement

The McKinney Act includes provisions for (1) continuing to enroll homeless children in the same school district for the rest of the year in which they become homeless; or (2) enrolling homeless children in the school district in which they are living. Placement is to be determined according to the best interest of the child. Recommendations for resolving disputes over placement are contained in the State Plan. Briefly, the procedures are designed to ensure that the State Department of Education, schools and school districts, parents or guardians of homeless children, or the children's social worker decide on placement and use established procedures for resolving disputes over placement.

To determine and resolve complaints about placement, both local and state agencies should use the interdistrict agreement procedures contained in *Education Code* sections 46600 through 46621 and Section 48204 (effective June 30, 1990). The recommendation is based on the belief that districts should use (and modify if necessary) existing policies, procedures, and strategies rather than develop new ones.

Resolving Disputes at the State Level

The Department of Education should review *Education Code* sections 46600 through 46621 and Section 48204 to ensure that they contain provisions for dealing with complaints about placement.

Resolving Disputes at the Local Level

The interdistrict agreement procedures contained in *Education Code* sections 46600 through 46621 include provisions for parents, guardians, or parent representatives to be involved in interdistrict placement decisions. Briefly, parents, guardians, or parent representatives may petition the district of residence for their children to attend a school in another district. The district involved may have or may enter into an interdistrict attendance agreement. If the request is denied, the parents,

guardians, or representatives may appeal the decision to the appropriate county board of education.

The governing board of each school district should review existing procedures and criteria for resolving both interdistrict and intradistrict complaints to ensure that the resolution of disputes about placement is provided for.

The governing board should also consider establishing a policy in which it declares that (1) homeless children have the same right as other students to change schools if they have changed attendance areas; and (2) students may continue, if in their best interest, to attend the school in which they are currently enrolled, even though they have moved to a different attendance area.

The governing board should also establish criteria for making determinations about student placement. In addition to addressing the right of homeless children to equal access to quality education, those criteria should (at a minimum) be concerned with:

- Continuity of the student's instructional program
- Quality of the school program
- Access to special programs and services
- Availability and accessibility of transportation
- Preferences of parents and guardians

In the final analysis each decision regarding the placement of a homeless student must be made in the best interest of each student.

SECTION III

Eliminating Barriers to Educating Homeless Children

To obtain information about obstacles encountered by homeless children who wish to attend school, the Department of Education sponsored a survey of school districts, offices of county superintendents of schools, and shelters for homeless children and adults throughout California. The survey was conducted in 1988, and in the survey respondents were requested to rate the importance of family-related and school-related barriers to educating homeless children.¹ Information is contained in this section about the school-related barriers of (1) residency requirements; (2) immunization requirements; (3) registration procedures; and (4) adequate school records. (Information about family-related barriers is contained in Section I. The results of surveys are contained in Appendix B.)

Surveys received from school districts and offices of county superintendents of schools indicated that the most important school-related barrier was students' lack of immunizations. Respondents also identified other school-related barriers, including students' lack of transportation and their difficulties in getting academic records, transferring between schools, and resolving issues of residency. The average rating for all barriers was least important; the immunization barrier was rated close to important.

The responses received from shelter directors indicated that the directors viewed the most important school-related barrier to be students' inability to meet residency requirements. Students' difficulty in transferring between schools, the next most important barrier, was followed by difficulty in getting academic records, lack of immunizations, and lack of transportation.

In establishing procedures to eliminate school-related barriers, school district and school personnel must be sensitive to the conditions

¹ Respondents rated school-related barriers important but not as important as family-related barriers. The fact that school-related barriers were not rated as important as family-related barriers does not mean that they are unimportant. They remain as barriers to the education of homeless children but as barriers that can be lessened.

of homelessness and the needs of homeless children. The process of assessing current procedures or practices for registering and enrolling homeless children, including obtaining immunization and school records, should result in a smoother, more efficient procedures for students who enroll in school. The presence of and concern for homeless children may precipitate an assessment of current practices. If current practices are redesigned, however, emphasis should be placed on making the system work more effectively for all students.

Residency Requirements

In response to the mandates of the McKinney Act, the State Department of Education issued a legal advisory in November, 1988, clarifying state residency requirements for homeless children. A copy of this advisory, sent to all school districts and offices of county superintendents of schools in California, is contained in Appendix C.

The governing board of each school district is urged to review current policies and practices regarding residency requirements and ensure that they are consistent with the Department of Education's November, 1988, legal advisory.

In the legal advisory it is stated that a child living in the district is a resident of the district, even though the child may not have a fixed home address. The fact that the child is a runaway or may be living for an uncertain period of time in a tent, a shelter, or a car does not make the child ineligible to attend school.

Immunization Requirements

The threat of communicable disease outweighs the goal of enrolling eligible children in school as soon as possible. Therefore, the State Board of Education recommends no change in the requirement that children be immunized before enrollment.

Districts are urged to examine their procedures and ensure that children whose medical records are lost or who are in need of immunizations and do not have a family doctor be immunized immediately. Districts should contact local shelters for homeless families and youth and work with shelter directors to establish procedures for screening and immunizing children before they register for school. County health departments also may be able to help districts ensure that homeless children are immunized. Each school in which homeless children are enrolled should have a plan for immunizing the children as soon as possible. The plan may involve calling the district nurse to school or having a health aide or a volunteer drive the children and their parents to a health clinic.

Registration Requirements

For children to be eligible for admission to a California school, their parents or guardians must reside within the boundaries of the school district. Consequently, many children in California who do not live with parents or guardians cannot meet that requirement. (Those children include runaways who live communally with other children or children who leave their family and live with friends, for example.) Schools that admit those children could risk (1) interfering with the discovery of a missing child; (2) interfering with the legal rights and responsibilities of the parents; or (3) sanctioning the illegal activities of a minor.

The State Board of Education believes that the issue of registration needs additional study before sound recommendations can be made. The Board believes that children who do not live with parents or guardians should not be prevented from attending school. However, the Board believes that the roles and responsibilities of juvenile courts and welfare, probation, social services, and law enforcement agencies should be carefully explored before recommendations for changing laws or admission guidelines are made. Therefore, the Board recommends that the advisory committee be reconvened to study and recommend procedures for schools to follow in educating children who do not live with parents or guardians. The procedures should be designed to ensure that the rights and responsibilities of parents or guardians are not jeopardized.

Until provided with legal direction, districts must establish their own policies concerning the enrollment of children who are living on their own but are not emancipated minors. The State Board of Education recommends that when such children wish to register at school, the school should attempt to contact parents or guardians and keep a record of each attempt. If parents or guardians cannot be contacted, a responsible adult, such as a shelter director or a member of the local department of social services, should be designated as temporary guardian. Districts should establish relationships with other local agencies, including those dealing with missing persons, to ensure that parents' rights and responsibilities are not ignored.

Requirements for School Records

The McKinney Act requires that the school records of homeless children be maintained and be made available in a timely manner when the children enter a new school district. Districts with homeless children should establish procedures for tracking homeless children as families move within the district or to neighboring districts. Districts should also

ensure that the children's school records are made available to the new school as quickly as possible.

If children's school records are not readily available, the new school should have a system for immediately assessing incoming students' curricular knowledge and skills so that they may be placed in the appropriate instructional program with little or no delay.

When homeless children lacking academic records enroll in school, the receiving school should assign a counselor, specialist, the regular classroom teacher, or a team of professionals to talk with each child. The child should receive appropriate placement, including subjects to be studied. Schools may find a student study team approach a workable solution for placement decisions.

SECTION IV

Providing Equal Access to Educational Programs and Services

The McKinney Act requires that each homeless child be provided with services equal to those offered to other students. In developing plans to provide a high-quality educational program for each student, schools must consider the special programs for which students may be eligible. Included are programs for disadvantaged, handicapped, limited-English-proficient, and gifted students as well as programs in vocational education and child nutrition. The State Board of Education believes that each homeless child should have access to a quality education. And the Board recommends that a multiphased planning process be used to develop plans for ensuring equal access. Planners at both the state and local levels should consider the two-phased approach to planning described in this chapter.

Providing Access at the State Level

In the initial phase of implementation of the state plan, the Department of Education is directed to:

- Inventory past and present programs relevant to students at risk generally and homeless students specifically.
- Identify and disseminate information about curriculum, instructional materials, and pedagogical practices that have proven to be successful with homeless students and students at risk.
- Identify alternative programs to address the transient nature of the student population.
- Encourage schools and school districts to modify their school improvement, compensatory education, or school-based coordinated program plan (including the budget) so that strategies and services can be incorporated to meet the needs of homeless children.
- Review related regulations to determine the need for modification so that the needs of students at risk can be met more

effectively. Consider state regulations to implement compulsory school attendance laws for homeless children.

In the second phase of implementation, the Department of Education is directed to:

- Disseminate and promote those curricula, instructional materials, pedagogical practices, and alternative programs that have been successful in ensuring homeless students and other at-risk students access to complete academic programs at their schools.
- Provide state support for developing models.
- Sponsor conferences, training sessions, and publications for program and staff development.
- Encourage the use of the local program quality and compliance review processes to assess the effectiveness of educational programs, services, and support activities provided to homeless children.

Providing Access at the Local Level

During the first phase of the implementation of the state plan, districts serving homeless children and youth are encouraged to:

- Identify the programs in use that are of high quality and best meet the needs of students at risk, including homeless children. Those programs should be flexible, include alternative learning strategies and opportunities, provide a safe and secure environment, focus on students, promote small-group activities, and emphasize parent involvement.
- Identify instructional staff members who work well with children at risk and promote effective instructional strategies identified by those staff members.
- Ensure that homeless students are included in the mainstream activities of the school and are not stigmatized or isolated because they are homeless.
- Adjust budget priorities to include developing a plan, providing training, and developing policies designed to meet the needs of all homeless children in the district.
- Require that all schools with school-level plans (school improvement, compensatory education, school-based coordinated program plans) include in their plans a description of the instructional and support services offered to homeless students.

During the second phase of implementation, the district should plan to:

- Provide training for all district and school staff members. The training should be designed to prepare staff members to work

with homeless children, their parents and guardians, and providers of services to homeless children, such as shelter directors and social services and health services personnel.

- Provide direct support to schools as they review, adapt, and implement successful programs for students at risk, including homeless children.
- Provide opportunities for instructional staff members who work with homeless students to visit effective programs for such children.
- Establish means by which the instructional staff and the district outreach/case management teams can communicate with homeless children and their parents or guardians.
- Use the local program quality and compliance review processes to assess the effectiveness of the educational program, services, and support activities provided to homeless students.

SECTION V

Promoting, Implementing, and Monitoring the Plan

The McKinney Act requires that the Department of Education assist school districts in developing a plan for educating homeless children. Consequently, the Department will:

- Offer technical assistance in developing and writing local plans in which media such as teleconferencing are used to educate homeless students.
- Use members of the advisory committee as well as Department staff members as consultants to help districts develop plans.
- Make presentations about homeless children at statewide conferences.
- Maintain a clearinghouse for sharing local plans and ideas.
- Prepare an annual report on the education of homeless children in California. The report will be used as (1) a source of information to the public and the media; (2) an incentive to school districts and surrounding communities to continue efforts to educate homeless children; and (3) a basis for requesting funding and proposing legislation.

The Department encourages school districts to engage in the following activities in conjunction with developing plans for educating homeless children:

- Appoint an interagency task force to develop a plan by which all homeless children in the district have access to school.
- Encourage the task force to prepare annually a summary of its plan and a progress report on the implementation of the plan. The plan and report should be submitted to the State Board of Education. The report will be used by the Board to recognize exemplary programs and to create a statewide annual progress report.
- Empower the task force to promote the plan within the school district and community and oversee the implementation of the policies and procedures necessary to activate the plan.
- Monitor the implementation of the plan through established procedures. Monitoring activities should ensure that homeless children have equal access to a quality education.

APPENDIX A

The Stewart B. McKinney Act of 1987,
Subtitle B, and Related Definitions

**Subtitle B—Education for Homeless Children
and Youth**

Sec. 721. STATEMENT OF POLICY

42 USC 11431

It is the policy of the Congress that—

(1) each State educational agency shall assure that each child of a homeless individual and each homeless youth have access to a free, appropriate public education which would be provided to the children of a resident of a State and is consistent with the State school attendance laws, and

(2) in any State that has a residency requirement as a component of its compulsory school attendance laws, the State will review and undertake steps to revise such laws to assure that the children of homeless individuals and homeless youth are afforded a free and appropriate public education.

**Sec. 722. GRANTS FOR STATE ACTIVITIES FOR THE EDUCATION
OF HOMELESS CHILDREN AND YOUTH**

42 USC 11432

(a) **General Authority.** The Secretary of Education is, in accordance with the provisions of this section, authorized to make grants to States to carry out the activities described in subsections (c), (d), and (e).

(b) **Allocation.** From the amounts appropriated for each fiscal year pursuant to subsection (g), the Secretary shall allot to each State an amount which bears the same ratio to the amount appropriated in each such year as the amount allocated under section 111 of the Elementary and Secondary Education Act of 1965 (as incorporated by reference in Chapter 1 of the Education Consolidation and Improvement Act of 1981) to the local educational agencies in the State in that year bears to the total amount allocated to such agencies in all States, except that no State shall receive less than \$50,000 in any fiscal year.

20 USC 3801
note

(c) **Authorized Activities.** Grants under this section shall be used—

(1) to carry out the policies set forth in section 721 in the State;

(2) to establish or designate an Office of Coordinator of Education of Homeless Children and Youth in accordance with subsection

Office of Coordinator of Education
of Homeless Children and Youth
establishment

Schools and colleges

(d); and

(3) to prepare and carry out the State plan described in subsection (e)

(d) **Functions of the Office of Coordinator.** The Coordinator of Education of Homeless Children and Youth established in each State shall—

(1) gather data on the number and location of homeless children and youth in the State, and such data gathering shall include the nature and extent of problems of access to, and placement of, homeless children and homeless youth in elementary and secondary schools, and the difficulties in identifying the special needs of such children;

(2) develop and carry out the State plan described in subsection (e); and

Reports

(3) prepare and submit to the Secretary an interim report not later than December 31, 1987, and a final report not later than December 31, 1988, on the data gathered pursuant to paragraph (1).

To the extent that reliable current data are available in the State, each coordinator described in this subsection may use such data to fulfill the requirements of paragraph (1).

(e) **State Plan—**

(1) Each State shall adopt a plan to provide for the education of each homeless child or homeless youth within the State which will contain provisions designed to—

(A) authorize the State educational agency, the local educational agency, the parent or guardian of the homeless child, the homeless youth, or the applicable social worker to make the determinations required under this section; and

(B) provide procedures for the resolution of disputes regarding the educational placement of homeless children and youth.

(2) Each plan adopted under this subsection shall assure, to the extent practicable under requirements relating to education established by State law, that local educational agencies within the State will comply with the requirements of paragraphs (3) through (6).

(3) The local educational agency of each homeless child or youth shall either—

(A) continue the child's or youth's education in the school district of origin for the remainder of the school year; or

(B) enroll the child or youth in the school district where the child or youth is actually living, whichever is in the child's best interest or the youth's best interest.

(4) The choice regarding placement shall be made regardless of whether the child or youth is living with the homeless parents or has been temporarily placed elsewhere by the parents.

(5) Each homeless child shall be provided services comparable to services offered to other students in the school selected according to the provisions of paragraph (3), including educational services for which the child meets the eligibility criteria, such as compensatory educational programs for the disadvantaged, and educational programs for the handicapped and for students with limited English pro-

iciency; programs in vocational education; programs for the gifted and talented; and school meals programs.

(6) The school records of each homeless child or youth shall be maintained—

(A) so that the records are available, in a timely fashion, when a child or youth enters a new school district; and

(B) in a manner consistent with section 438 of the General Education Provisions Act.

(f) **Application.** No State may receive a grant under this section unless the State educational agency submits an application to the Secretary at such time, in such manner, and containing or accompanied by such information as the Secretary may reasonably require.

(g) **Authorization of Appropriations—**

(1) There are authorized to be appropriated \$5,000,000 for each of the fiscal years 1987 and 1988 to carry out the provisions of this section.

(2) Sums appropriated in each fiscal year shall remain available for the succeeding fiscal year.

Sec. 723. EXEMPLARY GRANTS AND DISSEMINATION OF INFORMATION ACTIVITIES AUTHORIZED

(a) **General Authority—**

(1) The Secretary shall, from funds appropriate pursuant to subsection (1), make grants for exemplary programs that successfully address the needs of homeless students in elementary and secondary schools of the applicant.

(2) The Secretary shall, in accordance with subsection (e), conduct dissemination activities of exemplary programs designed to meet the educational needs of homeless elementary and secondary school students.

(b) **Applicants.** The Secretary shall make grants to State and local educational agencies for the purpose described in paragraph (1) of subsection (a).

(c) **Eligibility for Grants.** No applicant may receive an exemplary grant under this section unless the applicant is located in a State which has submitted a State plan in accordance with the provisions of section 722.

(d) **Application.** Each applicant which desires to receive a demonstration grant under this section shall submit an application to the Secretary at such time, in such manner, and containing or accompanied by such information as the Secretary may reasonably require. Each such application shall include—

(1) a description of the exemplary program for which assistance is sought;

(2) assurances that the applicant will transmit information with respect to the conduct of the program for which assistance is sought; and

(3) such additional assurances that the Secretary determines are necessary.

(e) **Dissemination of Information Activities.** The Secretary shall, from funds appropriated pursuant to subsection (f), conduct, directly or indirectly by

Records

20 USC 1232g

42 USC 11433

way of grant, contract, or other arrangement, dissemination activities designed to inform State and local educational agencies of exemplary programs which successfully address the special needs of homeless students.

(f) Appropriations Authorized. There is authorized to be appropriated \$2,500,000 for fiscal year 1988 to carry out the provisions of this section.

Section 724. NATIONAL RESPONSIBILITIES

(a) General Accounting Office. The Comptroller General of the United States shall prepare and submit to the Congress not later than June 30, 1988, a report on the number of homeless children and youth in all States.

(b) Secretarial Responsibilities

(1) The secretary shall monitor and review compliance with the provisions of this subtitle in accordance with the provisions of the General Education Provisions Act.

(2) The Secretary shall prepare and submit a report to the Congress on the programs and activities authorized by this subtitle at the end of each fiscal year.

(3) The Secretary shall compile and submit a report to the Congress containing the information received from the States pursuant to section 722(d)(3) within 45 days of its receipt.

Sec. 725. DEFINITIONS

As used in this subtitle—

(1) the term "Secretary" means the Secretary of Education;

(2) the term "State" means each of the several States, the District of Columbia, and the Commonwealth of Puerto Rico.

Related Definitions

In the nonregulatory guidelines issued by the U.S. Department of Education following the enactment of the McKinney Act, the terms *child* and *youth* were defined as follows:

For the purposes of this section, *child* and *youth* include those persons who, were they residents of the State, would be entitled to a free public education.

The term *homeless* was defined as follows:

A homeless individual is one who (1) lacks a fixed, regular, and adequate residence; or (2) has a primary nighttime residence in a supervised publicly or privately operated shelter for temporary accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill), an institution providing temporary residence for individuals intended to be institutionalized, or a public or private place not designated for, or ordinarily used as, a regular sleeping accommodation for human beings.

APPENDIX B

Survey Results

A survey designed to elicit information about the number of obstacles to education encountered by homeless students in California was prepared by the Department of Education and sent to all school districts and offices of county superintendents of schools. Under the Department's direction a modified version of the survey was sent to 225 shelters for homeless children and adults in California by the California Homeless Coalition and the CAL/NEVA Community Action Association.

The results of the survey of school districts and offices of county superintendents of schools and the survey of shelters for the homeless children and adults are included in this appendix.

Survey of School Districts and Offices of County Superintendents of Schools

The survey sent to school districts and offices of county superintendents of schools consisted of eight questions. The first two were designed for respondents to indicate the number of homeless children in their districts (according to age span) who did and did not attend school. The remaining six questions concerned perceived barriers to education and methods of removing the barriers. Of the 1,087 forms distributed, 518 were returned. Of the 518 forms, 389 were completed; and 129 were returned but not completed. The sources of the 389 completed forms follows:

<i>Agency</i>	<i>Number returned</i>
Elementary school districts	208
High school districts	37
Unified school districts	89
Districts with more than 12,000 students	43
Offices of county superintendents of schools	12
Total	389

Of the 389 completed forms returned, 158 districts completed the form but indicated in questions one and two that there were no homeless children in their

districts; and 134 districts did not enter numbers in any or more than half the age spans included in questions one and two. Many indicated that they did not know how many homeless children were located in their districts.

With the exception of one suburban district of 14,500 students, the 129 districts not completing the forms tended to be small, rural districts with an average enrollment of 793 students. Most of the districts completing the form (121) were small elementary school districts in less populated areas of the state.

Because this was the first time districts were requested to provide the number of homeless children living in the areas, many responses may be estimates and may not accurately reflect the number of homeless children living in the districts.

Numbers of Homeless Children

The age spans of homeless children who were attending school (included in question one) and who were not attending school (included in question two) were as follows: five through eleven years of age; twelve through fourteen years of age; and fifteen through eighteen years of age. The number of homeless children in each age span attending or not attending school was reported as follows:

Homeless Students Attending School, by Age Span

<i>Age span</i>	<i>Number of students</i>
Five through eleven years of age	4,254
Twelve through fourteen years of age	1,930
Fifteen through eighteen years of age	2,052
Total	8,236

Homeless Students Not Attending School, by Age Span

<i>Age span</i>	<i>Number of students</i>
Five through eleven years of age	925
Twelve through fourteen years of age	729
Fifteen through eighteen years of age	1,255
Total	2,909

Educational Needs of Homeless Children

Question three of the survey required respondents to rate a list of factors that pose barriers to homeless children. The respondents could rate each factor as most important, important, or least important.

All categories of districts rated family stress as the most significant barrier to education. The second most significant barrier was parents keeping children out of school. High school districts responded that students not wanting to be

identified as homeless/runaways was an important factor as was having to act as a parent toward younger children. Large school districts also responded that having to act as a parent to younger children was an important factor. Another significant factor for the large districts was homeless children's high mobility from shelter to shelter.

As an answer to question four, "Do you see the homeless as a priority concern in your school district?" respondents could choose from yes, somewhat, and no. Forty districts responded yes, 80 responded somewhat, and 220 responded no.

Question five required respondents to rate a series of actions or services that would help homeless children stay in school. Respondents could rate each factor as most important, important, or least important. Most districts rated two factors as most important: (1) better coordination between school and community agencies; and (2) day care so that children are not caring for children.

The next two survey questions, six and seven, were open-ended questions. Question six required respondents to indicate ideas they had for making learning accessible to homeless children. The respondents offered many good ideas, and most of them have been incorporated in the plan. In response to question seven, "What would you like teachers, school administrators, and parent groups to understand about the children you serve and their needs?" the respondents provided answers that reflected the concerns of the advisory committee. The concerns or ideas most frequently mentioned included the following:

1. The need for sensitivity on the part of teachers and other adults to the special needs and conditions of homeless children and youth
2. The fact that homeless children and youth are as fully entitled to high quality education as are students who are not homeless
3. The need for recognition of the fact that a homeless child's or youth's primary concern often is survival, not education

The last survey question, question eight, required respondents to indicate whether they would like to share ideas and alternative approaches for improving education for homeless children. Sixty-two respondents answered yes; 73 answered no.

School districts, offices of county superintendents of schools, and shelters will be surveyed again in the fall, 1989. That survey is expected to result in a more accurate count of the number of homeless children in California and a clearer understanding of their educational needs.

Survey of Shelters for Homeless Children and Adults

Under the direction of the California State Department of Education, the California Homeless Coalition and the CAL/NEVA Community Action Association surveyed 255 California shelters that provide services to families with children or to unaccompanied minors. The survey, consisting of nine questions, was sent to directors of emergency shelters, transitional or long-term shelters, shelters for victims of domestic violence, and programs serving older

adolescents who are homeless and without their families (unaccompanied minors).

In the survey directors were requested to survey shelter residents or program participants during the week of October 24 through 28, 1988, and identify the number of (1) families with dependent children; (2) unaccompanied minors; (3) children residing at the shelter; and (4) the number of those children in school.

In the survey shelter providers were also requested to (1) explain whether they, as providers, conducted special educational programs for homeless children (question four [c]); (2) identify barriers to homeless children's education (question five); and (3) identify the kinds of programs or components that would help children in their shelters or programs to stay in school (question seven).

In questions six, eight, and nine, respondents were requested to provide information about (1) additional problems children in their shelters or programs may have in obtaining an education; (2) ideas they have about programs to resolve those problems; and (3) information they would like the community to have about the special needs of homeless children. (A copy of the survey is included at the end of this appendix.)

Program Information

Of the 255 shelters surveyed, 142 responded. Two-thirds of the respondents indicated that they provide short-term shelter (30 days or less). One-third indicated that they provide shelter for 30 to 60 days.

According to the responses the shelters served approximately 1,400 school-age children. Of these children, 828 were the age of students in elementary school; approximately 300 were the age of students in junior high school; and 250 were the age of students in high school. An additional 250 students were under five years of age and may be eligible for preschool. Shelters reported that only two-thirds of the children in their shelters attended school and did so approximately 90 percent of the time.

An encouraging finding of the survey was that nearly one-fourth of the respondents provided some sort of educational program for their residents. A few directors indicated that they had developed a special educational program in cooperation with school districts. (Other shelters may have developed such programs and did not identify them as special programs.) A small number identified play therapy or special domestic violence therapy as special programs. Six program directors reported that they operated on-site school programs staffed by teachers provided by the school district, by volunteers, or by teachers hired by the shelter. Five directors reported that they operated a tutoring program or a formal educational program after school. Eight directors reported that they operated child care programs with programs for school-age children.

Barriers to School Participation

According to the responses to question five of the survey, respondents believed that the barriers to children's participation in school resulted from the

family dynamics involved with homelessness itself. Shelter directors were requested to rank barriers to school attendance as most important, important, or least important. The barriers listed in the survey concerned school-based barriers (residency requirements, lack of immunization records, and so forth) and family-based barriers (stress, parental resistance to school enrollment, and so forth).

Shelters reported that family stress, family mobility among shelters, parental resistance to enrolling children in school, and lack of transportation were the most significant barriers to children's education. The school-based barriers concerning difficulties with school registration requirements and transferring between schools also ranked high. Fatigue, problems with records, and the lack of a place to study were among the least significant barriers to children's education. However, it should be noted that every barrier was identified as most important or important by almost half of the respondents.

The barriers faced by older children living on their own are somewhat different from those of children living with families. The survey was sent to 26 programs serving unaccompanied minors. These programs, while a small percentage of the total respondents, represent 90 percent of all such shelters. A review of the barriers to education cited by directors of programs for unaccompanied minors indicated that school-based barriers were prominent.

The school-based barriers related to transferring, meeting residency requirements, and acting as responsible parents for younger children. Difficulties in getting records were identified by two-thirds of the directors as either most important or important barriers. In addition, the family-based problems of stress and mobility continued to be significant problems for these children.

The survey also included an open-ended question (six) in which respondents were requested to identify any additional barriers to children's participation in school. In general, responses to this question reflected the numerical ranking of the responses to question five and underscored the results of national research on the serious and sustained impact of homelessness on the developmental needs of children.

The most frequent response to question six concerned the substantial and serious personal problems experienced by homeless children. Respondents wrote about children's emotional needs, educational deficits, traumatic mental and physical symptoms, and need for both counseling and tutoring. Respondents repeatedly stressed that survival needs take priority over educational needs for both children and families.

The next most frequent response to question six concerned the special need for child and parental counseling and special security precautions for families that were homeless because of domestic violence.

The next most frequent response concerned the cost of many requirements associated with educating school-age children—gym clothes, socially appropriate clothes, field trips, school supplies, for example—and the lack of resources for families to purchase them. In addition, several respondents mentioned parental resistance to school enrollment—because of mobility, fear of officials, and lack of a priority for education—as reasons for parents not

encouraging or facilitating school attendance. A number of issues were raised by one or two respondents. These issues include special problems for older children who have suffered repeated failures in school; language barriers; the resistance of schools (in districts with high enrollment) to enrolling students; children's problems with drugs and alcohol; and a lack of special services for children with learning and behavior disorders.

Solutions for Removing Barriers

According to the answers to question seven of the survey, increased sensitivity to the special needs of homeless children and special tutoring programs to meet those needs are important solutions. Survey respondents indicated that:

1. Day-care programs that include special services to school-age children and a designated advocate or ombudsman in the school district would be useful to schools serving homeless school-age children.
2. Older homeless children need a special alternative site for their schooling or nontraditional instruction to meet their educational requirements.
3. Homeless children are vulnerable, and most of them are behind in school and need special help if they are to succeed.
4. Older homeless children frequently have problems with clothes, supplies, and other outward signs of acceptability.

In the survey, respondents were requested to suggest solutions to educating homeless students. Many respondents indicated that homeless children need flexible educational programs, individualized tutoring, special diagnostic services for detecting learning disabilities, and the benefit of an advocate within the school system. Regular and sustained communication among educators, personnel in welfare agencies, directors of shelters, and other programs for homeless children, and support-service personnel was frequently cited as a solution for improving educational opportunities for homeless students. In addition, respondents called for the following special services to meet homeless children's needs: specialized vocational education, training in life skills or in learning to live independently (for older children), and counseling or mental health services to help children deal with stress.

Repeatedly and eloquently, directors of shelters and programs for homeless children advocated that homeless children be served with compassion and sensitivity. "Every child deserves our special protection and care," many operators said. "These children have so little."

Survey of School Districts and Offices of County Superintendents of Schools

Educational Needs of Homeless Children

Please complete this survey and return by November 30, 1988. Use additional pages if necessary to explain your comments.

Name of school district _____

Address _____

District contact person _____ Phone _____

1. What number of children residing in your school district are homeless, as defined in the cover memo, and attending school?

(a) Ages 5-11 ___ (b) Ages 12-14 ___ (c) Ages 15-18 ___

2. What number of children residing in your school district are homeless and not attending school?

(a) Ages 5-11 ___ (b) Ages 12-14 ___ (c) Ages 15-18 ___

3. Some barriers to the education of homeless children have been identified. What is your perception of these barriers? Mark as many as you wish. Mark A, most important, B, important, and C, least important.

___ Students not wanting to be identified as homeless/runaways

___ Difficulties in getting academic records

___ Lack of quiet a place to study

___ Lack of transportation

___ Family stress

___ Health/immunization

___ Difficulties in transferring between schools

___ Having to "parent" younger children

___ District refusing to register students because of residency requirements

___ Parents keeping students out of schools

___ High mobility from shelter to shelter

___ Fatigue

___ Other _____

___ Other _____

4. Do you see the homeless as a priority concern in your school district? Yes ___ Somewhat ___ No ___

5. What would help homeless children you serve to stay in school? Mark as many as you wish. Mark A, most important; B, important; C, least important.

___ Better coordination between school and community agencies

___ Tutoring available in the shelters

___ Special transportation available

___ Designated advocate or ombudsman in the school district

___ Easier way to get school records

___ Day care so that children are not caring for children

___ More awareness and sensitivity on the part of school staff

___ Alternative or nontraditional instruction

___ Centralized alternative site for homeless children

___ Other _____

-
6. What other ideas do you have for making learning accessible to homeless children?

 7. What would you like teachers, school administrators, and parent groups to understand about the children you serve and their needs?

 8. Would you be interested in being involved in sharing ideas and alternative approaches for improving education for homeless children/youth?

Mail to:

California State Department of Education
Coordinator, Homeless Children/Youth
Compensatory Education Office
P.O. Box 944272
Sacramento, CA 94244-2720

If you need further clarification, please call Jim Spano
at (916) 445-2590.

Survey of Shelters for Homeless Children and Adults

Educational Needs of Homeless Children

Name of person completing form: _____
(Director, teacher, other)

Position: _____

1. Does your shelter program serve:
 - (a) — Families with dependent children
 - (b) — Unaccompanied minors

2. What is the average length of stay of families in your shelter:
 - (a) — 1 to 30 days (b) — 31 to 60 days
 - (c) — 61 to 90 days (d) — 91 to 120 days

3. How many children are you serving this week?
 - (a) — Ages 5 to 11
 - (b) — Ages 12 to 14
 - (c) — Ages 15 to 18

4. (a) How many of the children you are serving this week are not attending school while in the shelter? _____
(b) For those that do attend school, what percentage of the time do they attend? _____
(c) Does your shelter have an existing education program for kids? _____ If yes, would you please describe it on a separate sheet?

5. Some barriers to homeless children's education have been identified. What is your perception of the barriers to education for homeless children? Mark A, most important, B, important, and C, contributing, but least important.

<ul style="list-style-type: none">— Students not wanting to be identified as homeless/runaways— Lack of a quiet place to study— Family stress— Difficulties in transferring between schools— District refusing to register students because of residency requirements	<ul style="list-style-type: none">— Fatigue— Difficulties in getting academic records— Lack of transportation— Health/immunization— Having to "parent" younger children— Parents keeping students out of school— High mobility from shelter to shelter
---	--

6. Are there other problems homeless children you serve have getting to school, getting an education?

7. What would help the homeless children you serve to stay in school? (Please rank A, B, C, as in question 5.)

- | | |
|---|--|
| <input type="checkbox"/> Better coordination between school and community agencies | <input type="checkbox"/> Tutoring available in the shelters |
| <input type="checkbox"/> Special transportation available | <input type="checkbox"/> Designated advocate or ombudsman in the school district |
| <input type="checkbox"/> Easier way to get school records | <input type="checkbox"/> Day care so that children are not caring for children |
| <input type="checkbox"/> More awareness and sensitivity on the part of school staff | <input type="checkbox"/> Alternative or nontraditional instruction |
| <input type="checkbox"/> Centralized alternative site for homeless children | |

8. What other ideas do you have for making learning accessible to homeless children?

9. What would you like teachers, school administrators, and parent groups to understand about the children you serve and their needs?

Thank you for completing this questionnaire. We know your time is precious, and we are grateful you have shared your knowledge with us. We will keep you posted on the state plan as it develops. Please return **IMMEDIATELY** in the enclosed self-addressed envelope.

CALIFORNIA HOMELESS COALITION
CAL/NEVA COMMUNITY ACTION ASSOCIATION
926 J Street, Room 408
Sacramento, CA 95814
(916) 443-1721

APPENDIX C

Legal Advisory

LO: 5-88

DATE:

LEGAL ADVISORY
CALIFORNIA STATE DEPARTMENT OF EDUCATION
721 CAPITOL MALL, SACRAMENTO, CA 95814

CONTACT: Joyce Eckrem
Staff Counsel

PHONE: (916) 445-4694

To: County and District Superintendents of Schools;
Directors of Welfare and Attendance

From: Joseph R. Symkowick, General Counsel
Legal and Audits Branch

Subject: APPLICATION OF THE RESIDENCY REQUIREMENTS FOR HOMELESS
CHILDREN AND YOUTH

This advisory is designed to assist districts with the interpretation of California's residency laws as they apply to admission to the public schools. Its purpose is to suggest ways of determining residency so as not to exclude homeless children from the public schools. It should not be generalized to populations other than the homeless.

In 1987 Congress enacted Title VII, subtitle B of the McKinney Homeless Assistance Act (Act) to address the educational needs of homeless children.¹ Congress stated that:

The purpose of this subtitle is to make plain the intent and policy of Congress that every child of a homeless family and each homeless youth be provided the same opportunities to receive free, appropriate educational services as children who are residents of the state. No child or youth should be denied access to any educational services simply because he or she is homeless. Of particular concern are potential disputes between school districts over the placement of these children, which could result in the homeless being denied an education in any school district.²

¹42 U.S.C. sections 11432 - 11433.

²House Conf. Report No. 100-174 100th Cong., 1st Sess.; reprinted in [1987] U.S. Code Cong. & Admin. News, 362, 472.

To carry out the purposes of this Act, Congress has made grants to State Educational Agencies to begin the planning processes. It is anticipated that in future years, funds will also be available for allocation to local educational agencies.

As a recipient of these federal funds, California's plan must ensure that homeless youth are able to participate in education, in their school district of origin or in the school district in which the pupil is living, whichever is in the best interests of the child. The State plan must also contain a mechanism to resolve disputes which arise between districts over the responsibility to educate homeless children. The Act requires that "any State that has a residency requirement as a component of its compulsory school attendance laws...will review and undertake steps to revise such laws to assure that homeless youth are afforded a free and appropriate public education."³

California's compulsory education law⁴ has long been interpreted as incorporating a residency requirement,⁵ requiring the pupil to attend school in the district wherein the pupil's parent or legal guardian resides.

Explicit exceptions to the residency requirement are contained in various Education Code sections.⁶ Interpretive exceptions have historically been made for children who live with relatives or other responsible adults, other than their parents or legal guardians.⁷

There is, however, no explicit residency exception for homeless children. As the residency law is typically applied, if the parents cannot provide proof of a street address within the district, the child is denied admission. Furthermore, because the term "residency" is ill-defined and because of fiscal and desegregation concerns, school officials are often reluctant to accept temporary addresses, post office box addresses and similar indices of residency. Yet, requiring proof of an actual street

³42 U.S.C. section 11431.

⁴Education Code section 48200.

⁵See, for example, Laton Joint Union High School v. Armstead (1933) 130 Cal. App. 628; 11 OPS. CAL. ATTY. GEN. 59; 26 OPS. CAL. ATTY. GEN. 269; 67 OPS. CAL. ATTY. GEN. 452.

⁶See, for example, section 46605 (newly formed districts); section 48204 (interdistrict attendance); sections 56156.5 and 56167 (redefining residency requirements for special populations).

⁷11 OPS. CAL. ATTY. GEN. 59

address may be an overly restrictive interpretation of the residency requirement⁸ and may deny otherwise eligible pupils their right to receive a public education.

This advisory attempts to clarify the purpose and meaning of the "residency" requirement, and how it can be applied to effect the legislative purpose without unnecessarily denying homeless pupils access to public education.

1. What does residency mean for purposes of admission to the public schools?

"Residency" should not be construed so as to require a permanent and fixed home to which one intends to return in perpetuity, but rather as:

Personal presence at some place with no present intention of definite and early removal and with the purpose to remain for an undetermined period, but not necessarily with a design to stay permanently. [See discussion below.]

Education Code section 48200, from which the residency requirement is derived, is California's compulsory education law. It establishes that parents, legal guardians, or other persons having control or charge of a pupil must send that pupil to school. It compels the pupil to attend. The primary purpose of the statute, therefore, is to ensure that every person of school age attends school.⁹ Thus, it should be liberally construed to effect this purpose.

By reviewing the exceptions to the residency requirement (e.g., section 48204, Interdistrict Attendance) another purpose—to ensure orderly and predictable attendance patterns within the various districts—is evident.¹⁰ A similar purpose is to limit the benefit of a free public education to those who reside within California. But even these exceptions are designed to

⁸California Education Code section 2 requires that the code "be liberally construed, with a view to effect its objects and to promote justice."

⁹11 OPS. CAL. ATTY. GEN. 59, 60.

¹⁰Laton Joint Union High School Dist. v. Armstead, supra, 130 Cal.App. 628. The legislative and interpretive history of the compulsory education law indicates that the legislature intended that districts have some way of restricting admission to the public schools. Prior to 1955, the Attorney General interpreted the residency requirement as allowing districts to exclude children from school attendance if the child was living with other than the parent or legal guardian for the sole purpose

ensure that children attend school. They are not designed to exclude children or to make admission prohibitively cumbersome.¹¹

Thus, it is the State Department of Education's position that the residency requirement must be broadly and liberally construed to ensure that all school-aged children who reside in California are permitted to attend the public schools.

The word "residence" is a term with no definite legal meaning. It is subject to varying constructions, depending upon the purposes of the particular statute.¹²

Sometimes "residence" is used in the legal sense of "domicile". Black's Law Dictionary, Fifth Edition, distinguishes these two terms as follows:

Residence. Personal presence at some place with no present intention of definite and early removal and with purpose to remain for undetermined period... but not necessarily with design to stay permanently....

Residence means living in a particular locality, but domicile means living in that locality with the intent to make it a fixed and permanent home. Residence simply requires bodily presence as an inhabitant in a given place, while domicile requires bodily presence in that place and also an intention to make it one's domicile [citations omitted]. "Residence" is not synonymous with "domicile," though the two terms are closely related; a person may have only one legal domicile at one time, but he may have more than one residence [citations omitted].

of attending school there. (11 OPS. CAL. ATTY. GEN. 59) In 1955, the legislation was amended, replacing the word "resides" with the word "lives." The Attorney General interpreted this amendment to mean that the pupil was eligible to attend the district wherein he lived without an interdistrict agreement and without regard to his motive or intent for living in the district. (26 OPS. CAL. ATTY. GEN. 269) In 1977, the statute was again amended to restore the term "resides." It is of interest that this latter amendment coincides in time with much of the desegregation litigation, and was probably intended to restore the prohibition against living with friends or relatives simply for the purpose of attending the public schools there.

¹¹Further evidence that the primary purpose of the compulsory education law is to ensure school attendance is that sections 48291-48295 provide for penalties for non-attendance.

¹²Nadler v. California Veterans Board (1984) 152 Cal.App.3d 707, 715 n.5; Burt v. Scarborough (1961) 56 C.2d 817, 821.

It is the State Department of Education's position that "residence" should not be confused with "domicile" for purposes of school admission and that a permanent and fixed dwelling place is not necessary to establish residency for school purposes.

2. Must a pupil provide evidence of a permanent home/street address in order to enroll in a public school?

No. Although this is a permissible method for districts to determine residency, it should not be applied routinely so as to exclude children from school attendance. Section 17.1 of the Welfare and Institutions Code states, in part, that the child's residence is "the residence of the parent with whom a child maintains his or her place of abode" (emphasis added). Black's Law Dictionary, Fifth Edition, defines "abode" as "One's home; habitation; place of dwelling; or residence...Living place impermanent in character." A temporary shelter would certainly meet the test of either a residence or an abode. Other less traditional habitats, such as vehicles or tents, could also meet the definitions of residence or abode. The important factors are that the child is personally present somewhere within the district with a purpose to remain, but not necessarily to remain permanently. The intent of the law is to keep children in school, not to exclude them under the definition of residency.

3. What indices of residence other than a street address, may a district accept?

Some districts accept letters from a social service agency verifying that the person does in fact live within the district boundaries. Hotel or motel receipts are also accepted by some districts. Although Post Office Box numbers are not favored, they could be combined with an affidavit by the parent declaring that the family is homeless and lives within the district. Where the family may be living on the street, it is permissible to accept an affidavit from the parent that they are living within the district with the purpose of remaining there.¹³

Where the pupil has no family (e.g., runaways), but wishes to attend school, it is recommended that the school district work cooperatively with either the social service agency or a legal advocacy group.

¹³Some proof of residency is necessary to prevent abuse of desegregation, interdistrict and assignment policies. However, districts should look for alternatives to avoid excluding those who are in the unfortunate situation of being homeless.

4. Must the original district serve a pupil whose family has temporarily been housed in another district but states the intention of returning to the original district?

Although the above analysis of residence would seem to relieve the original district of the obligation to serve the pupil, the federal law requires a determination of the child's best interests. The federal law states that:

(3) The local educational agency of each homeless child or youth shall either --

- (A) continue the child's or youth's education in the school district of origin for the remainder of the school year; or
- (B) enroll the child or youth in the school district where the child is actually living, whichever is in the child's best interest or the youth's best interest.¹⁴

[Emphasis added]

If it is clear that the relocation is temporary, and if distance factors are not prohibitive, the original district ought to make arrangements to continue serving the pupil through interdistrict agreement procedures¹⁵ if other factors indicate that it is in the best interests of the pupil.¹⁶

There are numerous other issues surrounding the education of homeless children and youth that are not addressed by this legal advisory. This advisory is intended solely to reassure districts that it is not unlawful to serve children who have no home. The State Department of Education will be working with an advisory committee to address such issues as timely receipt of health records and procedures for dealing with immunization issues, assignment, labeling, identification and reporting, and run-away youth. Further program advisories may be developed and sent to school districts as determined necessary or helpful.

If you have any questions regarding the legal residency issues raised herein, please contact Joyce Eckrem, Staff Counsel at 916-445-4694. Any policies which your district implements should, of course, be reviewed by your own counsel.

¹⁴42 U.S.C. section 11432(e)(3).

¹⁵Education Code section 46600.

¹⁶ The federal district court in Orozco by Arroyo v. Sobol (1987) 674 F.Supp. 125, ruling on a preliminary injunction while the merits were being argued, ordered the school district wherein the temporary residence was located to serve the pupil. Distance, duration, and the nebulous intent of the parent influenced this result.

SAMPLE AFFIDAVIT

I, _____ declare as follows:
(Name)

1. I am the parent/legal guardian of _____
who is of school age and is seeking admission to
_____ School District.

2. Since _____, 1988, our family has not had a
permanent home; however, we have been residing within the
_____ School District boundaries and intend
to remain herein.

I declare under penalty of perjury under the laws of
California that the foregoing is true and correct and of my own
personal knowledge and that if called upon to testify I would be
competent to testify thereto.

Date: _____
(Signature)

I regularly contact and receive my mail at:

Name

Address

Phone Number

I can be reached for emergencies at:

APPENDIX D

Scenarios of the Lives of Homeless Children

The following three scenarios were developed by the Advisory Committee on the Education of Homeless Children and Youth to call attention to the conditions in which homeless children live and the strategies that may help to ensure that they enroll and continue in school.

The scenarios are included to provide ideas to teachers, principals, shelter directors, social workers, and staff members of school districts and community service agencies as they strive to meet the educational needs of the homeless children in their communities.

SCENARIO 1:

Homeless Children Living with Parents in a Shelter

The school district in which the shelter is located has designated a coordinator of services for homeless children. The coordinator is also a member of a task force that promotes services for at-risk students. Each school in the district attended by homeless children has selected a staff member to facilitate services for the children and to act as their advocate. The facilitator and other staff members at the school work together to provide school experiences for homeless children that are like the experiences of other children attending school.

The shelter provides a safe environment in which the children feel comfortable. The director of the shelter and the district coordinator work together to reduce paperwork and place children in school as quickly as possible. The district's governing board has expanded the definition of *residence* to include shelters. Consequently, parents are able to enroll their children in the school closest to the shelter, or the children may continue to attend the same school. If the children continue to attend the same school, transportation is provided by the district.

The director works with the parents to establish or correct the children's health records. If immunization records are not available, the director arranges for the necessary immunizations through local public health officials or the school nurse. At some shelters classroom teachers participate in the academic

assessment of the children so that the children may be placed promptly in the appropriate instructional setting. In addition, a teacher at the shelter provides instructional support through tutorial and socialization activities designed to help the children succeed in the regular school program.

A buddy system has been established at each school to ensure that new students feel welcome. Other children in the same grades as new students are selected to accompany the new students throughout their first few days in school.

The facilitator of services for homeless children and a classroom teacher meet regularly with the children. The facilitator and teacher record the children's history, provide reassurance, and assess their academic skills and knowledge. The classroom teacher and facilitator also determine the children's eligibility for special services and place them in the appropriate programs. If possible, the special services needed by the children are provided after school to ensure that their school experiences are like other children's experiences. The children remain at school and participate in recreational programs until late afternoon. Then they return to the shelter.

SCENARIO 2:

Homeless Children Living with Parents in the Streets

The district has established an outreach program to find and place in school children who live with parents in cars, in makeshift shelters under bridges, or in other places not normally used for sleeping. An outreach team composed of people able to provide services to and serve as advocates for homeless children use a variety of methods, including media spots, newspaper ads, and posters, to identify and locate homeless families. (The team is composed of personnel from child welfare, county health, and social service agencies; the district nurse; specialists from special education, bilingual education, and Chapter 1 programs; and shelter directors.)

Members of the team contact the families and help them to enroll their children in school. The type of assistance provided by the team is determined by the needs of the family. (The team may have to establish a certain level of trust with the family before any help may be given, or the family may eagerly accept help such as transportation to a clinic or to school. If parents resist attempts to place the children in school, the team may need to contact local law enforcement or child protection agencies.) In every instance team members provide follow-up services designed to help the family keep the children in school.

Once children are registered in school, they are eased into the school program as quickly as possible. The children's personal and educational needs are immediately assessed, and the school ensures that their needs are met. The school staff makes every effort to prevent children from feeling stigmatized because of their homelessness. The school's coordinator of services for homeless children works closely with the outreach team to ensure that the

children and their families receive the support services necessary for the children to remain in school.

SCENARIO 3:

Homeless Youth Not Living with Their Parents

As part of the district's outreach program, the outreach team has established regular contact with drop-in centers throughout the district. The director of each center informs the children of the educational opportunities available to them through the district's high schools, alternative schools, adult education programs, and community colleges and encourages the children to continue their education. The directors of drop-in centers, outreach team members, and the schools' facilitators work together to remove barriers that may prevent children from enrolling in school. When a homeless child's parent is not able to enroll the child in school, the center director or school facilitator attempts to contact the parent and work with local agencies to ensure that the parent's rights and responsibilities are not ignored.

The district is considering a plan to establish alternative centers designed to provide instruction as well as a place for homeless children to live in until they complete their education.

APPENDIX E

Educational Programs for Homeless Children

This appendix includes information about six programs designed to educate homeless children. The programs, sponsored by shelters throughout California, include provisions for enrolling children in local schools or for providing educational programs at the shelters.

Enrollment in Local Schools

Oakland Salvation Army Family Shelter
810 Clay St.
Oakland, CA 94607 (Phone: 415-451-5547)
Pearl Pritchard, Assistant Director, Social Services

Description

Up to 13 homeless families at a time may be housed at the Oakland Salvation Army Family Shelter. The families may stay from two to four weeks; and while they are at the shelter, the children must attend school.

Because many homeless families are from Oakland, parents are encouraged to keep their children in the school they previously attended. The Salvation Army has arranged with the Oakland Unified School District for children to continue to attend the same school and has developed an expedited school registration process. (Children are allowed to remain in the same school even if they are forced to move within the district to find shelter.) Bus passes are given to the children to attend school, and the shelter provides tickets for adults if a child is too young to ride alone on the bus.

The Salvation Army shelter also sponsors a program at 1 p.m. each day for children three years old and above. School-aged children attend the program when they return from school. Children also have time to play and complete their homework (with supervision). The afternoon program is staffed by a director and an aide.

Innovations

Credit for the educational program at the shelter is given to Pearl Pritchard, Assistant Director of the Oakland Salvation Army Center for Social Services.

The family shelter has been in existence for at least 15 years. As the number of children attending the program increased, Mrs. Pritchard negotiated with officials of the Oakland Unified School District. She first contacted the principals of neighboring schools but found that the principals were not able to make decisions about registration and placement. She eventually contacted and started working with Ralph Griffin of the Office of Student Services, Oakland Unified School District. With the cooperation of Mr. Griffin and many others (Mrs. Pritchard recognizes that it takes many people to make this program work), a plan was devised to register homeless children in school.

To register homeless children, parents must show three pieces of identification (any combination of the following: driver's license; electric bill; telephone bill; water bill; rent receipt; voter registration card; or a check imprinted with name, address, and phone number). If a family is staying with friends or relatives, the person with whom they are staying may provide the required identification. A written note from a shelter will also allow parents to use the shelter's address for registration.

If parents cannot supply the required information, they may meet with Mr. Griffin, who will help them complete the forms necessary for the children to attend school.

**San Francisco Unified School District Task Force
on Education of Homeless Youth
170 Fell St., Room 10-A
San Francisco, CA 94102 (Phone: 415-565-9680)
Barbara Cohen, Student Assignment Manager**

Description

A task force composed of representatives of public and private agencies that serve homeless children and adults met biweekly through most of 1988 to discuss ways to serve homeless children. The goal of the task force was to ensure that all homeless children were enrolled in regular public schools. Specific accomplishments of the task force include the following:

- Negotiating an operating agreement with schools in which schools agreed to operate with flexibility regarding the enrollment of homeless children
- Developing a formal protocol for exercising flexibility regarding the enrollment of homeless children through the publication of news articles
- Ensuring timely enrollment of homeless children at the start of the school year
- Developing working relationships among shelters, other programs for the homeless, and the schools to facilitate referrals

The task force helped to ensure that public and private agencies were aware of the procedures necessary to educate homeless children, and that formal relationships between providers and schools were developed.

Innovations

Arrangements were made with the Department of Public Health to immunize children immediately. (Lack of immunizations is the one barrier to immediate enrollment because this requirement cannot be waived.)

The school district developed procedures for locating school records or preparing affidavits if records were missing. (The procedures were adapted from those used with migrant students.)

The school district also developed operating agreements to ensure that every child, once enrolled, could remain in the same school (if requested by parents and if transportation could be arranged).

A guardianship/emancipation form to use in place of a birth certificate and residency papers was developed by the school district. The school district agreed to serve any child for whom an adult was willing to assume responsibility and act as guardian. (Problems arose only when no adult was willing to take responsibility.)

A circular routing system was developed by the task force to ensure that, if necessary, the family of children who arrive at schools, shelters, or the Department of Public Social Services will be directed to other agencies providing services to homeless children. The protocol developed by the school system was sent to all shelter directors as well as to individual schools.

A counseling center was created for children who are not ready for assignment.

Problems to Be Resolved

Immunization requirements continue to be a barrier for some children. The task force will consider the risk of approving enrollment pending receipt of health records.

The length of time necessary to complete emancipation procedures for children on their own is a barrier for children for whom no adult is willing to take responsibility. In addition, procedures for continuing services to children whose families move, providing individualized instruction for very troubled children, or dealing with children's social hostility must be developed.

Educational Programs at Shelters

St. Vincent de Paul Joan Kroc Center
1501 Imperial Ave.
San Diego, CA 92101 (Phone: 619-233-8500)
Mary Case, Director

Description

The Kroc Center operates a multiprogram facility in Downtown San Diego. The program includes emergency one-night shelter, short-term shelter, and long-term transitional housing. Short-term residents must be in contact with a community-based organization able to provide the family assessment and case management services necessary for permanent housing. Long-term transi-

tional housing residents, primarily from the short-term housing program, stay an average of six months and pay rent based on their income.

The Office of the San Diego County Superintendent of Schools operates a special school across the street from the Kroc Center. The school provides a full educational program, and meals are provided through the center. Attendance at the school is required for school-age children residing in the shelter. The Kroc Center provides an afternoon program for children in kindergarten through grade eight. Recreational activities, tutoring, and help with homework are provided. The after-school program includes services provided by credentialed staff members and volunteers. The center also provides a drop-in program during the day for younger children so that parents can do chores, laundry, and so forth. The center is negotiating with the San Diego Head Start Program to offer full-time child care for children up to five years of age.

Innovations

This near-site school was developed by the Office of the San Diego County Superintendent of Schools with funds provided by the Department of Public Social Services (DPSS). The school serves children classified by DPSS as child protective services clients because of their special need for education. Because the school operates to serve homeless children, its intake, assessment, and educational services can be geared to the special needs of these children; and no stigma is associated with attendance.

The school operates year-round, and the Office of the San Diego County Superintendent of Schools provides extensive resources in addition to textbooks. Resources include field trips, computers, and special educational assessment services. Many volunteers are recruited by the Kroc Center, including foster grandparents and community volunteers. The center's health clinic provides immediate reconstruction of health records, and school records can be developed at the school.

Problems to Be Resolved

Most of the educational problems typically associated with programs for homeless children have been resolved by the addition of a near-site school and clinic. The problems remaining to be resolved are the social and emotional problems of children resulting from abuse and violence and parents who often have substance abuse problems. Expanded counseling services are needed to help children with those problems.

Options House, Hollywood
1754 Taft Ave.
Hollywood, CA 90028 (Phone: 213-467-1929)
Donna Cole, Director of Development

Description

Options House, a small shelter for runaway youths, has a new on-site educational program. Options House is affiliated with the High-Risk Youth

Program, Project Homeless Youth, Los Angeles, and is one of four private nonprofit teen shelters participating in the homeless youth project. A local business college also participates in this program.

In April, 1988, the Los Angeles Unified School District placed a credentialed teacher at Options House. The teacher is assisted by a student from Glendale Community College. Skills in mathematics and English are stressed in this educational program; however, developing skills for independent living is a priority. Classes are available to the youngsters from 9 a.m. to 3 p.m. daily. The funds needed to operate the program come from fund-raising events as well as from the Los Angeles Partnership for the Homeless.

Innovations

Many of the children have been abandoned by their parents at eleven and twelve years of age and have been on their own for a year or two before arriving at Options House. Consequently, they respond to persons who listen and care. The children are assessed at the on-site school and are encouraged to take advantage of the opportunity to attend school. During the period children are at Options House, attempts are made to reunite them with their family or to declare them emancipated minors.

Problems to Be Resolved

Going to school is not a high priority for teenagers twelve to eighteen years of age who stay at Options House. Survival is given a much higher priority. Because children are limited to a two-week stay, there is little time for an educational program to be effective.

Santa Clara Family Living Center
1620 Oakland Rd.
San Jose, CA 95131
Barry Del Buono, Consortium Director

Description

The Santa Clara Family Living Center is one of several programs operated by the Emergency Housing Consortium of San Jose, a private nonprofit organization. The Santa Clara shelter houses 38 homeless families for up to 60 days. At any one time there are 160 to 180 people, 120 of them children, living in this former hospital building on the grounds of Agnews State Hospital.

All children at the center must attend school, either at the shelter or at the nearby neighborhood school. Six years ago when the shelter began, all children attended the local school. A year later impacted classes and short-term attendance became an issue. The school administrator and the shelter director met to resolve the problems; and during the second year of the shelter's operation, an on-site one-room school for students in kindergarten through grade six was established. (The school has space for only 24 children, other children continue to attend the neighborhood school.) The shelter also has an on-site Head Start

preschool program and an after-school program provided by another organization, Growth and Opportunities. Those programs provide children with opportunities to play (with supervision) and to do homework.

The Santa Clara Unified School District provides the center with a teacher, an aide, and materials. Children attending school are provided a hot lunch and a snack daily and are included as part of the district's a.d.a. Parents who are guests at the shelter volunteer at the school as well. The teacher assigned to the shelter's school, Ed DeBoer, was identified by one of the center's board members as a teacher who might be best suited for the assignment. Mr. DeBoer has been the shelter school teacher since its inception and stays on, he says, because the children want him. He has developed individualized materials to use in the classroom (sometimes visiting the county dump to find them).

Although children do not have to be immunized to attend the shelter's school, all children are encouraged to be immunized, and immunizations are given by Health Care for the Homeless. The district requires birth and immunization records for those children attending the nearby school. Because a Head Start program is connected with the shelter, the physician who works with the Head Start program is at times available to construct health records.

Innovations

The program requires children to attend school, and the on-site school provides children with the opportunity to continue their education in spite of the family's homelessness. The school also provides for stability in the lives of the children. School is the "one institution that affects kids, other than their family," according to Barry Dei Buono, the Consortium Director.

According to Mr. Dei Buono, the school program, one of three such programs nationwide, is successful because of the teacher's enthusiasm and the program's flexibility. He points out that cooperation between the school district and the shelter is essential.

Problems to Be Resolved

Older children, those in sixth grade and above, must take a bus to the local school; and, even if they wear their best clothes, they feel out of place. Attendance is much better at the on-site shelter school than at the off-site school. In addition to the on-site school, the director would like to have a variety of programs available for older children.

South Area Emergency Housing Center
4516 Parker Ave.
Sacramento, CA 95820 (Phone: 916-455-2160)
Heather Andrews, Director

Description

Children of the families living at the South Area Emergency Housing Center (SAEHC) in Sacramento have had the opportunity to attend school since 1975. The school is a licensed day care center and was organized and started by

Heather Andrews, Director, who saw the need for a structured program for children under stress. Over the years the center has been funded through the Community Development Block Grant Program administered by the Sacramento Housing and Redevelopment Agency. Through an arrangement with the Sacramento City Unified School District, an educational program was developed; and a teacher from the district will soon be on site (a description of the program is included in this section).

SAEHC's children's center occupies two rooms of a former residence, which also includes the central kitchen, dining room, and living quarters for the night supervisor. A four-building family shelter includes accommodations for 13 families who may live at the shelter for up to one month. A large playground with equipment is available for the children. Children are not required to attend a special program designed for them, but they are encouraged to attend so that their parents may search for jobs, housing, or other services. Children three years old (if out of diapers) through fourteen years old are welcome to attend the program, which includes art, games, and stories. A credentialed teacher who also holds an early childhood education permit supervises the program and is assisted by one full-time and one three-quarter-time teacher. In addition, a foster grandparent and volunteers help in the program. Parents support the program, which is usually full.

The center provides meals to the residents, and the child care food program provides lunches. A public health nurse visits the center twice a week, and the families eligible for Medi-Cal use the physician of their choice. Other families are referred to the U.C. Davis Medical Center (in Sacramento). The nurse administers or reconstructs records of immunizations. No birth records are required.

Innovations

For a school program for homeless children to be successful, the program must be geared to meet the needs of children attending the program, according to Tom Cole, the head teacher. The program must be adequately staffed, and staff members must be nonjudgmental and must enjoy communicating with the children. Many children have been out of school for four to six months when they come to the shelter. Although the present children's program is helpful, a complete school program should be available to prepare the children for entering school when the family finds permanent housing.

Proposed Educational Program

Beginning in early 1989, SAEHC will sponsor an on-site education program funded through the Sacramento City Unified School District and the Office of the Sacramento County Superintendent of Schools. Five goals for this program include providing (1) a safe environment; (2) skillful assessment; (3) positive activities; (4) appropriate academic placement; and (5) transition to the receiving school.

Because families may remain at SAEHC for a maximum of 30 days, there is little time for the children to participate in a formal school program. The new

educational program is designed to prepare children to enter school when the family finds permanent housing. According to Ms. Andrews, SAEHC's Director:

There is a need to encourage homeless children to attend school. They can be encouraged to attend by ensuring that they are appropriately placed in school so that school can be a positive experience. Hand in hand with appropriate placement is the need to ensure an easy transition, for both overburdened parents and fearful children, by providing families [leaving the shelter for permanent housing] with the information needed by school districts. It is important in this process to give these children an identity and allow them to become part of the system that so frequently excludes them. All of those things need to be accomplished in an atmosphere that is safe and nonjudgmental and helps to reduce stress and esteem build esteem.

The Sacramento City Unified School District will provide a teacher to plan and supervise appropriate activities. The teacher will also develop and assemble assessment tools to determine the current levels of performance of the children and develop individual education plans to provide for cognitive growth. SAEHC staff and volunteers will then provide one-to-one tutoring to ensure students' successful participation and progress. The Office of the Sacramento County Superintendent of Schools will supply computers, textbooks, and other materials. The teacher will also have access to support services such as counseling, testing, and curriculum development, available through the district.

When a family is ready to leave the shelter, a receiving school for the children will be identified; and the immunization, academic, and assessment records will be given to the family to take to the new school. Records will also be maintained at SAEHC for those families that do not have a permanent address when they leave the shelter.

Publications Available from the Department of Education

Over 650 publications are available from the California State Department of Education. Some of the more recent publications or those most widely used are the following:

ISBN	Title (Date of publication)	Price
0-8011-0271-5	Academic Honesty (1986)	\$2.50
0-8011-0275-8	California Dropouts: A Status Report (1986)	2.50
0-8011-0783-0	California Private School Directory, 1988-89 (1988)	14.00
0-8011-0747-4	California Public School Directory (1989)	14.00
0-8011-0715-6	California Women: Activities Guide, K-12 (1988)	3.50
0-8011-0488-2	Caught in the Middle: Educational Reform for Young Adolescents in California Public Schools (1987)	5.00
0-8011-0760-1	Celebrating the National Reading Initiative (1989)	6.75
0-8011-0777-6	The Changing Mathematics Curriculum: A Booklet for Parents (1989)	10 for 5.00
0-8011-0489-0	Effective Practices in Achieving Compensatory Education Funded Schools II (1987)	5.00
0-8011-0041-0	English-Language Arts Framework for California Public Schools (1987)	3.00
0-8011-0731-8	English-Language Arts Model Curriculum Guide, K-8 (1988)	3.00
0-8011-0710-5	Family Life/Sex Education Guidelines (1987)	4.00
0-8011-0804-7	Foreign Language Framework for California Public Schools (1989)	5.50
0-8011-0249-9	Handbook for Planning an Effective Foreign Language Program (1985)	3.50
0-8011-0320-7	Handbook for Planning an Effective Literature Program (1987)	3.00
0-8011-0179-4	Handbook for Planning an Effective Mathematics Program (1982)	2.00
0-8011-0290-1	Handbook for Planning an Effective Writing Program (1986)	2.50
0-8011-0737-7	Here They Come: Ready or Not—Report of the School Readiness Task Force (Summary) (1988)	2.00
0-8011-0712-1	History-Social Science Framework for California Public Schools (1988)	6.00
0-8011-0782-2	Images: A Workbook for Enhancing Self-esteem and Promoting Career Preparation, Especially for Black Girls (1989)	6.00
0-8011-0750-4	Infant/Toddler Caregiving: An Annotated Guide to Media Training Materials (1989)	8.75
0-8011-0208-1	Manual of First-Aid Practices for School Bus Drivers (1983)	1.75
0-8011-0209-x	Martin Luther King, Jr., 1929-1968 (1983)	3.25
0-8011-0358-4	Mathematics Framework for California Public Schools (1985)	3.00
0-8011-0664-8	Mathematics Model Curriculum Guide, K-8 (1987)	2.75
0-8011-0252-9	Model Curriculum Standards: Grades 9-12 (1985)	5.50
0-8011-0762-8	Moral and Civic Education and Teaching About Religion (1988)	3.25
	Elementary Grades (1982)	8.00
0-8011-0230-8	Nutrition Education—Choose Well, Be Well: A Resource Manual for Parent and Community Involvement in Nutrition Education Programs (1984)	4.50
0-8011-0303-7	A Parent's Handbook on California Education (1986)	3.25
0-8011-0671-0	Practical Ideas for Teaching Writing as a Process (1987)	6.00
0-8011-0311-8	Recommended Readings in Literature, K-8 (1986)	2.25
0-8011-0745-8	Recommended Readings in Literature, K-8, Annotated Edition (1988)	4.50
	Business Office Staff, 1989-90 Edition (1989)	4.50
0-8011-0214-6	School Attendance Improvement: A Blueprint for Action (1983)	2.75
0-8011-0189-1	Science Education for the 1980s (1982)	2.50
0-8011-0339-0	Science Framework for California Public Schools (1978)	3.00
0-8011-0354-1	Science Framework Addendum (1984)	3.00
0-8011-0665-6	Science Model Curriculum Guide, K-8 (1987)	3.25
0-8011-0318-5	Students' Rights and Responsibilities Handbook (1986)	2.75
0-8011-0682-6	Suicide Prevention Program for California Public Schools (1987)	8.00
0-8011-0236-7	University and College Opportunities Handbook (1984)	3.25
0-8011-0758-x	Visions for Infant/Toddler Care: Guidelines for Professional Caregivers (1988)	5.50
0-8011-0805-5	Visual and Performing Arts Framework for California Public Schools (1989)	6.00
0-8011-0686-9	Year-round Education: Year-round Opportunities—A Study of Year-round Education in California (1987)	5.00
0-8011-0270-7	Young and Old Together: A Resource Directory of Intergenerational Resources (1986)	3.00

Orders should be directed to:

California State Department of Education
P.O. Box 271
Sacramento, CA 95802-0271

Please include the International Standard Book Number (ISBN) for each title ordered.

Remittance or purchase order must accompany order. Purchase orders without checks are accepted only from governmental agencies. Sales tax should be added to all orders from California purchasers.

A complete list of publications available from the Department, including apprenticeship instructional materials, may be obtained by writing to the address listed above or by calling (916) 445-1260.