



TRANSFER OF KNOWLEDGE WORKSHOP

Community Schools











OCT 9 1987



ACQUISITIONS



FOF THE YOUTH AUTHORITY L'RIMINAL JUSTICE PLANNING

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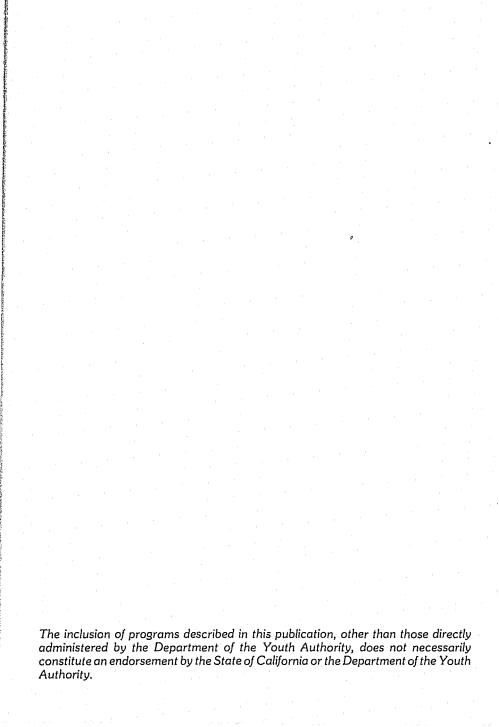
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ACKNOWLEDGEMENTS

This publication is a combined effort of many individuals and agencies. Sincere appreciation goes to the members of the Planning Committee and their departments or agencies for giving so generously of their time.

We wish also to thank the presenters and invited guests for sharing their programs with us and for identifying statewide issues and for developing strategies to deal with those issues.

Finally, we wish to thank each of the participants of the county teams for developing individual county plans and for their willingness to work toward the implementation of the plans upon return to their community.

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INTRODUCTION

Essential to the prevention of crime and delinquency is an educational system that will provide delinquent and pre-delinquent youth with an adequate education. The community school concept is dedicated to this end and for many of our troubled youth it is the "school of last resort."

This publication is the product of a Transfer of Knowledge Workshop on Community Schools and was sponsored by the Department of the Youth Authority and the Office of Criminal Justice Planning. The two-day Workshop was conducted in June of 1985 in Sacramento, California.

Presentations of seven currently operating community school programs were made to five-member teams representing the six counties invited to attend. In separate work groups, these teams developed a plan for implementing a community school in their individual county. At the same time, two statewide teams composed of the presenters and other invited guests identified statewide issues and developed strategies concerned with those issues. The model presentations and the results of the statewide team are contained in this publication.

OVERVIEW AND BACKGROUND OF COMMUNITY SCHOOLS

Community-based educational programs have been in operation for many years, and new adaptations of community centered programs will be forthcoming in the future to meet the ever-changing needs of youth in our society. This overview and background addresses only one small segment of this large group of programs designed to meet the needs of troubled youth —Community Schools as defined in Chapter 6.5 of the California State Education Code, Sections 1980 through 1985.

Community schools provide an opportunity for alternative education for young people who do not function adequately in other available school programs. Community schools provide for small, personalized, self-contained classrooms, with positive and supportive staff members. Students are involved in planning their own individualized program and in evaluating their own progress. Community schools stress increasing the students' self-esteem that is so critical to the motivation and success of young people.

The purpose of these schools is to upgrade the students' social, academic and vocational skills to prepare the students for high school graduation; to take the G.E.D. examination; or to return the student to a school district better prepared to function in that setting. The program also provides social and vocational training for those planning to go directly into the work field or into the military service.

Historical Ferspective

Early in the 1970's, the Los Angeles County Superintendent of Schools Office, with support from the Los Angeles County Board of Supervisors, began operating ten youth centers throughout Los Angeles County. These centers were to provide services for "at risk" youth. These services included individual and group counseling, job-finding services, family counseling service, and, in some cases, educational tutorial assistance.

This program brought to light a problem of significant magnitude. Many young people of school age were not enrolled in any school program and were truly "drifting." The students were not "dropouts" from regular high schools, opportunity schools or continuation high schools; rather, these youth were "opt outs." They and the school districts took the option of no school program, no consequence and no concern. The reality was that these

youth were trouble makers, poor students and didn't like any school program. They and the schools had an unwritten, unspoken agreement—let's not bother each other and it will meet both our needs.

The Youth Centers were serving thousands on a drop-in basis, and it was estimated that twice the number being served were still "falling through the cracks" in the communities. Funding for the centers came from federal grants, special county funds and specially funded project monies. As these funds began to diminish, alternative funding sources had to be located. Legislation was drafted to allow the County Superintendent of Schools to operate community-based education programs for these youth and to allocate state funds to support these programs.

Legislation was introduced in 1974 to establish county community schools. There was resistance from other educational programs which viewed this program as an intrusion into their "turf." Other community-based agencies also viewed this as a threat and offered resistance. Program costs were another hurdle to overcome before Assembly Bill 915 was introduced and passed in 1977. The legislators in their deliberations had called community schools "the schools of last resort." The bill as passed had broad-based support from the State Department of Education, Association of California School Administrators, Juvenile Court School Administrators, County School Superintendents' Association, and numerous community-based groups. The major force in sponsoring and promoting the legislation was the Office of the Los Angeles County Superintendent of Schools.

During the above three-year process, another major area in dealing with troubled youth was being legislated. Status offenders, 601's (W&I Code), could no longer be placed in juvenile halls and probation camps for crimes considered, under this code section, as minor offenses. This change in the law created another large group of "youth at risk" with no viable program to attempt to meet their needs. The community school program, while not specifically designed to meet this need, was there to offer a placement option for those status offenders outside formal institutional placement.

The county community schools legislation has been amended several times to clarify language and delete certain sections no longer applicable. The programs offered are designed to meet the needs of the clients and follow no single plan. Several models in current usage are reviewed later in this document.

Legal Perspective

The legal basis for county community schools is found in the Education Code, Chapter 6.5, Sections 1980-1985. The intent of the author was to make the law brief, clear, concise and not open to multiple interpretations. As the law was rewritten each year it became more clouded with "legislative legalese" but the final bill was still reasonably concise and clear.

The initial intent was to make it legal for county superintendents to operate as a school district and offer programs for students not served by other educational programs. The course of study, classes, and program section were written in broad, general non-specific terms with careful intent. This intent was to allow the program managers latitude and freedom in designing the program to meet the needs of students. This is the ultimate strength of the law and the programs operated under this legislation. (See Appendix for full text of the law.)

Theoretical Perspective

Most students who legally qualify for community school placement can be considered "at risk" youth. The large majority are male, and many have had previous contact with law enforcement.

One of the most common weaknesses in the non-academic area exhibited by this group of youth is their inability to make decisions beneficial to their welfare and the welfare of society. This inability to make appropriate decisions often results in removal of these youth from the community and their placement in institutions where most decisions are made for them. Coupled with this deficit in decision-making skills, many of these students are far below grade level in reading, mathematics and language. With these serious social and academic problems, it is no wonder self-esteem is low and the student's view of society and school is very negative.

A pilot program funded by the Elementary-Secondary Education Act Title III was conducted in the Crenshaw area of Los Angeles from 1973-1975. It was designed as a "school that is not a school." It was held in a probation field office and was very unlike Crenshaw High School or any other inner city high school. Every "different" educational program and approach was used with the attendees. Data in reading, math, language and self concept were collected on all students that attended during this three year period. No one "program" was considered best, but when identified program elements were present positive changes occurred in the participants.

These major elements were:

- An accurate, individual educational assessment was completed by a qualified program specialist.
- Individual instruction in a standardized, sequential, developmental basic skills program was conducted by a qualified school teacher.
- Program options to meet individual needs were endorsed and supported with materials and/or personnel.
- Only classes and programs most appropriate to reinforce and reestablish educational development were offered.
- Probation and educational personnel met with the student to plan and discuss the individually planned educational program.
- Programs were highly structured in content for each student, but the "menu" of programs offered supported the unstructured concept.

These successful elements were then implemented in each Community Day Center being operated by the Office of the Los Angeles Superintendent of Schools. Positive results were experienced with this group of students.

As legislation to permit the operation of county community schools was formulated, the successful elements of the experimental community-based programs were included in the legislative language. The theoretical premise for these programs was thus established.

OPERATIONAL MODELS OF COMMUNITY SCHOOLS

As community school programs were started in various sections of the state, a wide range of program models began to emerge. All programs met the broad language of the law as follows:

"... Such classes or programs may include, but not be limited to, basic educational skill development, on-the-job training, tutorial assistance, independent study requirements and individual guidance activities ..."

The following models were presented to the participants at the Transfer of Knowledge Workshop:

Independent Study Model

Regulations on independent study are found in Sections 11700-11703, Division II of Part 1, Title 5, California Administrative Code. Independent study is an alternative to classroom instruction consistent with the course of study for the district or county. The program is for students who are unable to attend a full instructional day program due to a variety of reasons. Some situations that make independent study a viable alternative are: inability to function in a regular classroom setting, school phobia, child care problems, health problems or an incompatible school/work schedule.

Independent study is based on a written agreement such as a signed individual study contract. This agreement includes, but is not limited to:

- The duration of the independent study agreement.
- The manner, frequency, time and place of reporting progress.
- The title and statement of the major objectives of the course of study to be undertaken.
- The method of evaluation.
- A statement of the number of credits to be earned upon completion of the agreement.

An important component of an independent study program is adequate

record keeping. Maintaining records to meet audit requirements is the responsibility of the local district or county office. These records include, but are not limited to, the following:

- A copy of the adopted school board policies and procedures.
- A file on all written agreements. Each agreement is signed by the student, the student's parents or legal guardian, the certified person providing general supervision and any other person who has direct responsibility to provide instructional assistance to the student.
- A list of students who have participated, which shows credits attempted by and awarded to each student per agreement. This list shall be used as an attendance record and shall be maintained separate from classroom attendance records.

Independent study can serve as a viable alternative to many students in the community school setting.

Vocational Model

The community school law allows for "on-the-job training," which is accomplished by the vocational model. The overall goal is to provide a course of study, counseling and personal support that would encourage students to establish vocational and personal goals to help them to gain the social, academic, and vocational skills necessary to succeed in community life. Basic to the vocational model are skills training and career exploration and preparation. Students enrolled in this type of program attend regular classes for a portion of the day, where they are assisted in developing behavior skills necessary to function in the community. The on-site program includes academic tutoring and small group instruction in communication skills geared to each student's vocational plan. The academic instruction is vocational, life-skill directed. The students also take part in large and small group discussions focused on goal achievement, decision making, conflict resolution, communication styles and techniques, work behavior and how to establish goals and objectives. Students participate in projects and jobs that result in tangible products of value to the student or the community. In order to develop specific skills needed by students, it is at times necessary to resort to use of off-site community college programs, adult school programs, high school programs and CETA programs.

In the model presented by San Mateo County, each site is a "store front"

type, and is staffed with two teachers and one probation officer. Every attempt is made to locate the sites in industrial complexes and neighborhoods. This makes field trips to a variety of businesses possible and assists in developing and supporting the "work ethic."

Service Contract Model

The service contract model is one that has emerged in the rural, sparsely populated county of Mendocino. It was designed to meet the specific need of providing service to "at risk" youth who ranged from first time offenders to those who had experienced the juvenile justice system for many years. These youth, who are on either formal or informal probation, are referred by the juvenile court to the Mendocino County Community/Court School Program. All referrals are reviewed by an area casework team at the local community level. The area casework team consists of certified members of the county schools department, the local school district representative, the probation officer and a youth project worker from the Youth Service Bureau. Other agency professionals may be present if the need dictates their presence and input. Recommendations are made by the team concerning areas of responsibility and appropriate services for each youth.

Students may receive one or many services including: regular class placement with smaller group or tutorial assistance; county community school full-time class; independent study; individual counseling; group counseling; family counseling; employment exploration and/or placement; recreation; home study; diversion services; or any other program or combination of programs available in the jurisdiction of that particular area casework team. There is a written plan for each student derived from the services needed. Contracts are then signed with the various service providers. The essence of this plan is that the support funds generated go directly to pay for the services that the individual needs. This plan allows the widest possible range of services while meeting the legal requirements of the community school law.

Community Day Care Centers/Alternative School Models

Community day care centers/alternative school models are also known as community juvenile court schools. They are co-educational and non-residential school programs. They are designed for youth on formal or informal probation who are experiencing difficulty in other school settings.

The program is considered an alternative for those students who, with individualized instruction and reinforced positive support, can be successful in school and in the community.

In Santa Clara County, the Community School Program provides alternative school opportunities for junior and senior high school students who are having difficulty coping with traditional school settings. Admission to the community school is a cooperative venture between the student, community, school staff, juvenile probation department, parents and the home school. Acceptance into the program is based on the evaluation of the student by the community school staff. Determining factors are appropriateness of placement, commitment of student and parents, transportation to school, short and long range educational goals and availability of space. After completion of the program, students are placed in the most appropriate school or community program. Students who are ready to graduate may receive their diploma either from the local school district or through the juvenile court school.

A similar program is offered in San Francisco County. One major difference is that all court referrals are accepted and attendance is mandatory. For the types of referrals made, it is felt that the mandatory attendance requirement has contributed to the success of the program.

In Los Angeles County, there are 41 community school sites and 4,000 students attend on a daily basis. Students are from 13 to 18 years of age. The average length of attendance is approximately two semesters. Emphasis is placed on the basic skills of reading and mathematics. Other courses offered are english, science, social studies, career exploration and physical education. Additional subjects are available when a student demonstrates a particular need or interest. Field trips to businesses and industrial plants serve to further inform the students of opportunities available to them. Comprehensive testing is done by a program specialist and this person assists the teacher in planning and individualizing programs for each student.

In Napa County, the student population consists predominantly of delinquent offenders who have demonstrated a high probability of continued anti-social behavior which could result in the minor being removed from the community. In some instances the program serves the habitual truant. In this model, a formalized plan is developed in conjunction with the ward, parents, school officials and the deputy probation officer. The deputy probation officer provides immediate back-up should the student fail to attend school. This model also allows the deputy probation officer to provide additional supervision to the serious offender.

SUMMARY

Community schools, thus, provide year round, fully accredited, vocational and academic programs tailored to the individual needs of each student. Students who are ready to graduate may receive their diplomas from either the local school district or the community school. After several semesters, many students return to their own school district and re-enter the regular school district curriculum.

Other very successful models of community school programs are in operation throughout the state. Those that were reviewed are not to be considered "best" but rather selected to give an overview of the "state of the art" and to show the program latitude that is allowed by the county community schools law.

WORKSHOP OUTCOMES

The goals of the workshop were twofold in nature.

First, a team of school, probation and cher county administrators from each of six counties were invited to attend the workshop. Five of the six counties did not have community schools while the sixth county had just implemented a program. Presentations were made to these county teams by administrators of seven different community school programs that were currently in operation. The first goal was specific: each of the county teams was to develop a community school program that hopefully could be implemented when the teams returned to their individual counties. All six county teams met this goal by developing individual county plans. In three of the six counties, community schools are now in operation and two counties are close to implementation of their programs.

The second goal of the workshop was to identify major issues relating to the development and administration of community schools and to develop specific strategies to deal with those issues. To accomplish this while the individual counties were in their work groups, two statewide work groups were conducted. The statewide work groups included the program presenters and other invited guests who were knowledgeable in the field of community schools. Problem issues were identified and strategies were developed to deal with those issues. The two groups had a high degree of agreement on the major issues.

STATEWIDE WORK GROUPS

Problem Statement

Juvenile court schools and county community schools have no fair, equitable and stable funding base.

Action Steps

- Seek legislation, such as SB 323 (1985), to equalize and assure funding.
- Seek facility costs for county community schools outside program funded revenues.
- Secure Chapter I eligibility for county community school students.
- Conduct a statewide study of current community school funding (currently underway, completion 6/86).

Problem Statement

County community schools (CCS) have no uniform operational guidelines.

Action Steps

- Provide Specialized recruitment, training, orientation and staff development programs for CCS staff.
- Clarify responsibilities for special education students.
- Develop sufficient and effective procedures of redirection of students into the most viable career and vocational programs.
- Define jurisdiction.
- Develop a process for planned growth (i.e., class size, student capacity or number of classes).
- Organize an active community advisory committee/group (i.e., parents, PTA, probation, citizens, public school representatives).
- Develop site planning, selection and monitoring process.

Problem Statement

County community school programs have no standardized program evaluation plan that assures quality control and effectiveness of education programs.

Action Steps

- Survey and summarize current performance.
- Obtain funding to commission independent agency to establish acceptable evaluation models for CCS.
- Support pending legislation or other sources of funding to establish a commission to do an in-depth field study of CCS.

Problem Statement

County community schools currently have no standard curriculum and program alternatives to utilize as a model for program operation.

Action Steps

- Develop a rational answer to the question of standardization of curriculum in CCS.
- Develop and make available a curriculum resource manual for community schools.
- Require parenting training as a unit in the curriculum for all CCS's.
- Require computer literacy be an integral part of the CCS curriculum.
- Incorporate a CCS curriculum component on job skills and employability.

Problem Statement

County community school programs have no internal and external support system.

Action Steps

- Prepare a community school directory/resource manual.
- Solicit support, input and participation from related organizations and agencies, i.e., PTA, parents of CCS students, service clubs, county administrators and local school district personnel.
- Make community and all agencies aware of existence and effectiveness of CCS.
- Establish "Adopt a School" program for each CCS with businesses in area.
- Establish a statewide community school consortium association to develop an internal and external support system model for county community schools.

Problem Statement

Legislative support is needed to strengthen the base of the county community schools.

Action Steps

- Mandate establishment of the community school concept in each county.
- Restore mandated School Attendance Review Boards or similar system.
- * Amend Chapter I Regulations to include community day care, and CCS.
- Include CCS in provisions of SB 813.

Suggestions for Follow-Up

Workshop participants identified ways the knowledge gained could assist them in future planning for youth. The follow-up suggestions were endorsed by participants as pro-active elements that would assure a lasting impact of this workshop on programs for "at risk" youth in the state.

- 1. Juvenile Court School Educators, Parent Teachers' Association, California Youth Authority and other groups interested in programs for "at risk" youth should utilize material from this workshop to assist counties in awareness, improvement, planning, implementation and evaluation of county community school programs.
- 2. Counties currently operating programs should continue to offer support and "hands on" assistance to other counties interested in starting county community school programs. Counties without these programs should explore the concept and plan programs for the unserved students in their counties, utilizing the elements identified and suggested in the Transfer of Knowledge Workshop.
- 3. Agencies and individuals should work toward the improvement of the county community school concept by promoting and supporting legislation at the state and fedeal levels that would address the issues identified by the participants at the Transfer of Knowledge workshop. It was further recommended that there should be a continuation of the cooperative efforts of all agencies dealing with "youth at risk" in program planning and personnel training and development throughout the state. Such networking is essential to meeting the needs of these youth.

CONCLUSION

A major outcome of the workshop was the dialogue that transpired between participants from the various youth-serving agencies in attendance. It seems evident that county community schools currently operating are effectively teaching young people throughout the state. These "at risk" youth are finding success in school for the first time by the variety of programs being offered by these "schools of last resort." It is also apparent that there are many successful county community school program models that may be adapted by other counties interested in this program. These operating counties are most willing and eager to assist other counties with initial program design or program improvement.

Non-program counties have shown a high interest in starting programs and now have information available on all aspects of community school programs. Technical assistance is available to any county wishing to embark on this program concept. The workshop also identified many youth-oriented groups in the state that are cooperating to develop this community school concept. Interagency cooperation and coordination was the by-word of this Transfer of Knowledge Workshop.

APPENDICES

TRANSFER OF KNOWLEDGE WORKSHOP COMMUNITY SCHOOLS

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A Transfer of Knowledge Workshop on Community Schools

El Rancho Hotel — Sacramento, California

June 5 - 7, 1985

Wednesday, June 5, 1985

12:00 Noon REGISTRATION, Forest Hill Room					
2:30 p.m. WELCOME, Jack Gifford Regional Administrator, California Youth Authority					
2:45 p.m. HISTORICAL OVERVIEW Bert Elliot, Education Consultant					
3:15 p.m INDEPENDENT STUDY MODEL, Phil Gore, Principal Ventura County Community Schools					
3:45 p.m. BREAK					
4:00 p.m. ALTERNATIVE SCHOOL MODEL, Robert Figone Project Head Pupil Services, San Francisco Unified School District John Heilman, Teacher, Santa Clara County Community Schools Rita Scott, Principal, Santa Clara County Community Schools					
5:30 p.m. NO-HOST COCKTAIL — Wimbledon Room					
6:30 p.m. DINNER Wimbledon Room					
7:30 p.m SERVICE CONTRACT MODEL, Stephen Park, Administrator Juvenile Court and Community Schools, Mendocino County Schools					
Thursday, June 6, 1985					
8:00 a.m CONTINENTAL BREAKFAST — Conference Room 3					
8:45 a.m. COMMUNITY COURT SCHOOL MODEL — Conference Room 3 Dr. Delores Richie, Consultant, Program Development, Los Angeles County Community Schools Walter Spiva, Principal, Los Angeles County Community Schools					
9:30 a.m. PROBATION 602 MODEL John Phillips, Chief Probation Officer, Napa County					

Thursday, June 6, 1985, Continued

10:15 a.m
10:30 a.m
11:15 a.m
12:00 Noon LUNCH — Forest Hill Room
12:45 p.m KEYNOTE ADDRESS — "Educating Delinquent Children" Bill Cunningham, Education Advisor, Governor's Office
1.30 p.m COUNTY AND STATEWIDE WORKSHOPS
3:00 p.m BREAK
3:15 p.m Continue Workshops
5:00 p.m ADJOURN
7:30 p.m. 9:30 p.m. INFORMATION SHARING — Conference Room 3 Informal session for those who wish to share information, ask questions, etc. Attending will be: — Program Planners; — Program Presenters — Ross Valentine, State Department of Education, Local Assistance — Lynn Hartzler, Adult Alternative Continuing Education Friday, June 7, 1985
8:00 a.m CONTINENTAL BREAKFAST — Conference Room 3
8:45 a.m WORKSHOPS
10:30 BREAK
10:45 a.m GENERAL SESSION, Workshop Feedback

Jack Gifford, Regional Administrator, California Youth Authority

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Chapter 6.5

COUNTY COMMUNITY SCHOOLS

Sec.

- 1980. Maintenance by county board of education
- 1981. Enrollment of pupils
- 1982. Administration; apportionments
- 1983. Courses of study: classes and programs
- 1984. County board of education as school district
- 1985. Report

Chapter 6.5 was added by Stats. 1977, c. 992, 1.

1980. Maintenance by county board of education

A county board of education may establish and maintain one or more community schools.

(Added by Stats. 1977, c. 992, 1)

1981. Enrollment of pupils

The county board of education may enroll in community schools:

- (a) Pupils who have been expelled from a school while attending either continuing classes, opportunity classes, or alternative classes.
- *(b) Pupils who have been referred to county community schools by a school district as a result of the recommendation by a school attendance review board.
- **(c) Pupils who <u>are probation-referred pursuant to Sections</u> 300, 601, 602, and 654 of the Welfare and Institutions Code, or who are on probation or parole and who are not in attendance in any school.

^{*(}As amended by Stats. 1982, c. 1201, p. 4343, 1, urgency, effe. Sept. 22, 1982;

^{**}Stats. 1984, c. 482, p. -- 1.7, urgency, eff. July 11, 1984.)

1982. Administration; apportionments

County community schools shall be administered by the county superintendent of schools.

For purposes of making apportionments from the State School Fund and the levying of local taxes, any attendance generated by students in county community schools pursuant to subdivisions (a) and (b) of Section 1981 shall be credited to the district of residence. School districts shall pay to the county for the purposes of the community schools the entire revenue limit for each average daily attendance credited pursuant to this section. No funds generated by such average daily attendance shall be retained by the district of residence. The county superintendent of schools may use funds derived from existing tax revenue to provide additional funding per student enrolled in county community schools but not to exceed the difference between the amount derived per student from the district and the amount available per student enrolled in juvenile court schools.

For the purposes of making apportionments from the State School Fund, average daily attendance credited pursuant to this section shall not be deemed to meet the requirements, and therefore shall not be eligible for State School Fund apportionments calculated pursuant to Section 41711.

For the purposes of making apportionments from the State School Fund, pupils enrolled in county community schools pursuant to subdivision (c) of Section 1981 shall be deemed to be enrolled in a county juvenile hall or camp. (Added by Stats. 1977, c. 992, 1.)

1983. Courses of study; classes and programs

- (a) Pupils enrolled in county community schools shall be assigned to classes or programs deemed most appropriate for reinforcing or reestablishing educational development.
- (b) Such classes or programs may include, but need not be limited to, basic educational skill development, on-the-job training, tutorial assistance, independent study requirements, and individual guidance activities.
- (c) An individually planned educational program based upon an educational assessment shall be prescribed for each pupil.
- (d) The course of study of a county community school shall be adopted by the county board of education and shall enable each pupil to continue academic work leading to the completion of a regular high school program.

(Added by Stats. 1977, c. 992, 1.)

1984. County board of education as school district

For the purposes of establishing and maintaining a county community school, a county board of education shall be deemed to be a school district.

1985. COUNTY COMMUNITY SCHOOLS

1985. Report

A biannual status report relating to the operation of county community schools shall be submitted to the Legislature. Such reports will be based on information requested and consolidated by the Superintendent of Public Instruction and furnished by the counties operating such programs. The first status report shall be submitted to the Legislature by January 1, 1981.

(Added by Stats. 1977, c. 992, 1.)

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