

Date of Hearing: June 19, 2019

ASSEMBLY COMMITTEE ON EDUCATION

Patrick O'Donnell, Chair

SB 428 (Pan) – As Amended May 17, 2019

[Note: This bill is double referred to the Assembly Health Committee and will be heard by that Committee as it relates to issues under its jurisdiction.]

SENATE VOTE: 38-0

SUBJECT: Pupil health: school employee training: youth mental health first aid

SUMMARY: Requires the California Department of Education (CDE) to identify an evidence-based training program in youth mental health first aid for a local educational agency (LEA) to use to train classified and certificated school employees having direct contact with pupils. Specifically, **this bill:**

- 1) Requires the CDE to identify an evidence-based training program in youth mental health first aid for a local educational agency (LEA) to use to train classified and certificated school employees having direct contact with pupils.
- 2) Requires the CDE to ensure that the training program:
 - a) Is a peer-reviewed, evidence-based training program;
 - b) Provides instruction on recognizing the signs and symptoms of mental illness and substance use disorders, including common psychiatric conditions such as schizophrenia, bipolar disorder, major clinical depression, and anxiety disorders, and common substance use disorders such as opioid and alcohol abuse;
 - c) Provides instruction on how school staff can best provide referrals to mental health services, substance use disorder services, or other support to individuals in the early stages of developing a mental illness or substance use disorder;
 - d) Ensures the safe deescalation of crisis situations involving individuals with a mental illness;
 - e) Is capable of assessing trainee knowledge before and after training is provided in order to measure training outcomes;
 - f) Is administered by a nationally recognized nonprofit training authority in mental illness and substance use disorders; and
 - g) Includes in-person training with certified instructors who can recommend resources available in the community for individuals with a mental illness or substance use disorder.

- 3) Defines “certified instructors” to mean individuals who obtain or have obtained a certification to provide the selected training in mental illness and substance use disorders by a nationally recognized authority in behavioral health training programs.
- 4) Requires, on or before January 1, 2023, a LEA to certify to the CDE that at least 10% of its classified employees and at least 10% of its certificated employees having direct contact with pupils at each schoolsite, or at least two classified and at least two certificated employees having direct contact with pupils at each schoolsite, whichever is greater, have received the youth mental health first aid training.
- 5) Defines “local educational agency” to mean a county office of education, school district, state special school, or charter school that serves pupils in any of grades 7 to 12, inclusive.
- 6) Makes implementation of the act contingent upon an appropriation is made in the annual Budget Act or another statute.

EXISTING LAW:

- 1) Requires the Superintendent of Public Instruction to send a notice to each middle school, junior high school, and high school that encourages each school to provide suicide prevention training to each school counselor at least one time while employed as a counselor, provides information on the availability of the suicide prevention training curriculum developed by the CDE, and informs schools about the suicide prevention training provided by the department and describes how a school might retain those services. (Education Code (EC) 49604)
- 2) Requires the governing board or body of a school district, county office of education or a charter school that serves pupils in grades 7 to 12, inclusive, to, before the beginning of the 2017–18 school year, adopt, at a regularly scheduled meeting, a policy on pupil suicide prevention in grades 7 to 12, inclusive. Requires that the policy be developed in consultation with school and community stakeholders, school-employed mental health professionals, and suicide prevention experts and shall, at a minimum, address procedures relating to suicide prevention, intervention, and postvention. Requires the policy to address any training to be provided to teachers of pupils in grades 7 to 12, inclusive, on suicide awareness and prevention. Requires the policy to specifically address the needs of high-risk groups, including, but not limited to, all of the following:
 - a) Youth bereaved by suicide;
 - b) Youth with disabilities, mental illness, or substance use disorders;
 - c) Youth experiencing homelessness or in out-of-home settings, such as foster care; and
 - d) Lesbian, gay, bisexual, transgender, or questioning youth. (EC 215)

FISCAL EFFECT: According to the Senate Appropriations Committee, “While the bill’s requirements would be subject to an appropriation, the CDE estimates a cost of \$150 for a person to be trained in youth mental health first aid. Assuming at least 10 percent of all certificated and classified staff statewide would be trained in each of the next 10 years, this bill could result in Proposition 98 General Fund cost pressures of about \$6.8 million per year.

There could also be General Fund cost pressure of approximately \$332,000 and the equivalent of .75 positions over a three-year period for CDE to identify an evidence-based training program. Activities would include researching the latest information on youth mental health first aid and available vendors, collaborating with local, state and national subject matter experts, and tracking the training of LEA staff to ensure they are meeting the bill's requirements."

COMMENTS:

Key provisions of the bill. This bill would require the California Department of Education (CDE) to identify an evidence-based training program for LEAs to train classified and certificated staff having direct contact with children on youth mental health first aid. The purpose of this training is to increase school and community-level capacity to identify and address mental health and substance use issues among youth.

Need for the bill. According to the author, "California is in the midst of a youth mental health crisis. Depression symptoms are at an all-time high for high school students. According to the U.S. Department of Health and Human Services, nearly 1 in 3 California high school students surveyed reported feeling sad or hopeless almost every day for two or more weeks in a row. Nearly 1 in 5 reported that they have seriously considered attempting suicide. Teachers and school staff are on the frontlines of these crises and as such should be trained to identify and help students who are suffering. Research shows that the sooner people get help for mental health and substance use concerns, the more likely they are to have positive outcomes."

Importance of prevention and early intervention. Research suggests that nearly half of all children with emotional or behavioral health difficulties receive no mental health services. Among the few children and youth who do receive mental health services, most do so at school. One study found that 70.8 percent of California children identified with mental health needs through a statewide survey did not receive treatment.

Mental health problems that are not addressed early in life can inflict severe consequences including serious difficulties at home, with peers, and in school; a higher risk for dropping out of school; and increased risk of engaging in substance use, criminal behavior, and other risk-taking behaviors.

School-based and school-linked mental health services for pupils. Across the country, school systems are increasingly joining forces with community health, mental health, and social service agencies to promote student well-being and to prevent and treat mental health disorders. Because children spend more time in school than in community mental health centers, schools are well positioned to link students with mental health services.

Mental health services that are provided in schools may include counseling, brief interventions to address behavior problems, assessments and referrals to other systems. Providing mental health services in a school-based setting helps address barriers to learning and provides supports so that all students can achieve in school and ultimately in life. Schools are also places where prevention and early intervention activities can occur in a non-stigmatizing environment.

Research suggests that comprehensive school mental health programs offer three tiers of support:

- Universal mental health promotion activities for all students.
- Selective prevention services for students identified as at risk for a mental health problem.
- Indicated services for students who already show signs of a mental health problem.

Schools offering such programs may rely on partnerships with community systems, such as community mental health centers, hospitals, and universities. Schools, working with their community partners, can collect prevalence data to build a foundation to plan, develop, and implement comprehensive mental health programs and services through strong school-community partnerships.

Teachers on the front lines of student mental health crises, but are often not prepared.

School personnel who interact with students on a daily basis are in a prime position to recognize mental health problems and make appropriate referrals for help. A national study conducted by the Jason Foundation, for example, found that the number one person a student would contact to help a friend who might be suicidal was a teacher.

According to the CDE Student Mental Health Policy Workgroup, “research indicates that teachers feel they lack the training needed for supporting children’s mental health needs. In surveys, teachers cite disruptive behavior and their lack of information and training in mental health issues as major barriers to instruction.” Research (Reinke, 2011) indicates that teachers report a lack of experience and training for supporting children’s mental health needs.

Student mental health policy workgroup recommendations. The former Superintendent of Public Instruction (SPI), Tom Torlakson, convened a Student Mental Health Policy Workgroup, with funding from the California Mental Health Services Authority (CalMHSA), with the goals of assessing the current mental health needs of California students and gathering evidence to support its policy recommendations to the SPI and to the California Legislature. The workgroup issued several recommendations. Among them, the workgroup recommended that:

- Appropriate credentialing programs (starting with multiple/single-subject and administrative services credentials) include mental health and wellness curricula with information about mental health conditions and how they manifest at school.
- All LEAs provide professional development to educators and other community members, so they can identify mental health issues as they arise, especially during adolescence.

Youth suicide in California. According to the Lucile Packard Foundation for Children’s Health, which compiles and reports data from state agency sources:

- In 2011-13, nearly 20% of California public school students in grades nine, 11, and nontraditional classes reported seriously considering attempting suicide in the past year.
- Reported suicidal ideation is higher among female students and among students from multiracial and Native Hawaiian/Pacific Islander backgrounds.

- In 2013, 481 California youth ages five through 24 were known to have committed suicide.
- The state's youth suicide rate in 2011-13 was 7.7 per 100,000 youth ages 15-24, slightly higher than previous years, but substantially lower than the rate in 1995-97 (9.4 per 100,000).
- In 2013, males accounted for almost 80% of youth suicides in California (354 of 452). Statewide and nationally, many more male youth (ages 15-24) than female youth commit suicide.
- In 2013, there were 3,322 hospitalizations for non-fatal self-inflicted injuries among children and youth ages five through 20 in California.
- In 2013, 62% of hospitalizations for self-inflicted injuries in California involved youth ages 16-20.

Arguments in support. Mental Health America Los Angeles supports the bill and argues, “School personnel are on the frontlines of the youth mental health crisis in our state, yet often lack the knowledge and skills it takes to identify and help students who are in need. Depression symptoms are at an all-time high for high school students and more than 1 in 6 reported that they have seriously considered attempting suicide. School personnel need your help to address this crisis. We’re writing to request that you support the bill and enact this innovative program to help our school personnel and California’s youth. Providing the opportunity for school personnel to be trained in Youth Mental Health First Aid would go a long way in giving them the tools they need to respond when mental health crises occur in our schools. This program is also one of the best, most cost-effective early intervention programs to help ensure school safety.”

Recommended Committee Amendments. *Staff recommends that the bill be amended* as follows:

- 1) Clarify that the CDE shall identify an evidence-based training program in for a local educational agency (LEA) to use to train classified and certificated school employees having direct contact with pupils on recognizing indicators of mental health concerns. Remove references to youth mental health first aid in the bill.
- 2) Specify that the training program may be a nationally or statewide recognized nonprofit training authority in mental illness and substance use disorders.
- 3) Clarify that the LEA shall provide this training to employees during regularly scheduled work hours.

Related legislation. AB 666 (Gabriel) of this Session, would require the California Department of Education (CDE) to develop model referral protocols for voluntary use by schools to address the appropriate and timely referral by school staff of students with mental health concerns.

AB 2639 (Berman & O'Donnell), Chapter 437, Statutes of 2019, requires schools that serve students in grades seven through 12 to review and, if necessary, update their policies on pupil suicide prevention at least every 5 years.

AB 2246 (O'Donnell), Chapter 642, Statutes of 2016, requires schools that serve pupils in grades seven to 12 to adopt a policy on pupil suicide prevention in consultation with school and community stakeholders, school-employed mental health professionals, and suicide prevention experts. AB 2246 also requires that these policies address any training to be provided to teachers on suicide awareness and prevention.

REGISTERED SUPPORT / OPPOSITION:

Support

A Black Education Network (Aben)
 A World Fit For Kids
 Abriendo Puertas/Opening Doors
 Aeries Software
 African American Network Of Kern County, Inc.
 Alameda County Casa
 Alder Graduate School Of Education
 Alifano Technologies
 Alliance Of Relative Caregivers
 Almaden Valley Counseling Service
 Alum Rock Counseling Center
 Alum Rock School District
 American Academy Of Pediatrics, California
 American Academy Of Pediatrics, California, Chapter 2
 Aplus+
 Arts Bridging The Gap
 Asian Americans Advancing Justice - California
 Bay Area Central American Chamber Of Commerce
 Benevolence Health Centers
 Bicycle Coffee
 Big Brothers Big Sisters Of Central California
 Blue Shield Of California
 Bohbot & Riles, Pc
 Born This Way Foundation
 Boulder Communication
 Boys & Girls Clubs Of Fresno County
 Bridge Of Faith
 Brighter Beginnings
 Brooke Frost & Associates
 Ca Council Of Community Behavioral Health Agencies
 California Academy Of Child And Adolescent Psychiatry
 California Alliance Of Caregivers
 California Association Of Marriage And Family Therapists
 California Association Of Private School Organizations
 California Catholic Conference

California Center For Rural Policy
California Children'S Hospital Association
California Council Of Community Behavioral Health Agencies
California Education Partners
California Federation Of Teachers
California Mathematics Council
California Pan-Ethnic Health Network
California Partnership
California School-Age Consortium
California State Pta
California Stem Network
Canal Alliance
Carolynn'S Montessori For Toddlers
Casa Of Merced County
Casa Of Solano County
Caulder Lamm Alliance For Children, Inc.
Center For Leadership, Equity, And Research (Clear)
Central California Asthma Collaborative
Central California Children'S Institute
Child Abuse Prevention Council Of Contra Costa County
Child Care Coordinating Council Of San Mateo County
Child Parent Institute
Children Now
Children'S Health Council
Children'S Network Of Solano County
Civicorps
Clinica Sierra Vista
Coalition For Responsible Community Development
Coleman Advocates For Children & Youth
Common Sense Kids Action
Community Action Marin
Community Clinic Consortium
Community Education Partnerships
Community Health Initiative Napa County
Community Social Model Advocates
Community Works
Congregations Organized For Prophetic Engagement
Cope Family Center
Counseling And Support Services For Youth (Cassy)
County Behavioral Health Directors Association
County Behaviors Health Directors Association Of California
Cultiva La Salud - Merced County
Curiodyssey
Daly City Youth Health Center
Digital Deployment, Inc.
Disability Rights California
Dorris Dann Kids Campus
Earth Mama Healing Inc.
East Los Angeles Rising Youth Club

Educate Our State
Education Française Bay Area (Efba)
Educational Results Partnership
Emc Research
Empowering Pacific Islander Communities (Epic)
Escuela De La Raza Unida
Every Neighborhood Partnership
Expandability
Eye Luv Lucy Optometry
Faith In The Valley
Families Advocating For Chemical And Toxics Safety
Families Forward Learning Center
Family Connections
Family Paths, Inc.
Fidelity Ehr
Fine Infant Program
Firm, Inc.
First Congregational Church Of Palo Alto, Ucc
Footsteps Child Care, Inc.
Fowler Unified School District
Friends Of The Family
Full Court Press Communications
Futures Without Violence
Gardner Family Health Network
Girl Scouts Of San Geronimo Council
Girls Inc. Of Alameda County
Girls Inc. Of The Island City
Give For A Smile
Good Samaritan Family Resource Center
Good2know Partners
Great School Choices
Guatemalan American Chamber Of Commerce
Half Moon Bay Brewing
Harbor Strategic Consulting
Hathaway-Sycamores
Health Center Partners Of Southern California
Health Connected
Health Officers Association Of California
Healthier Kids Foundation
Healthy Chats, Llc
Healthy Cities Tutoring
Healthy House Within A Match Coalition
Heart Of Los Angeles (Hola)
Helpline Youth Counseling, Inc.
Hispanic Chambers Of Commerce Of San Francisco
Home Start, Inc
Homey
I'M A Movement Not A Monument
Inland Congregations United For Change

Inland Empire Coverage And Health Initiative (Ie-Chi)
Inn At Mavericks
Inner-City Arts
Interfaith Council Of Contra Costa County
James Morehouse Project
Jewish Family Service Of Los Angeles
Just Keep Livin Foundation
Kickoff Solutions
Kids In Common, A Program Of Planned Parenthood Mar Monte
Kids' Own Wisdom
Kings Partnership For Prevention
Krause Center For Innovation
La Clinica De La Raza, Inc.
Latin American And Caribbean Business Chamber Of Commerce
Latino And Latina Roundtable Of The San Gabriel And Pomona Valley
Latino Coalition For A Healthy California
Latino Equality Alliance
Learning For Action
Learning Rights Law Center
Lemonade Creative Consulting
Lgbt Community Center Of The Desert
Lifelong Medical Care
Lincoln
Lisa Cleri Reale & Associates
Little Manila Rising
Los Angeles United Methodist Urban Foundation
Lucile Packard Children'S Hospital_Stanford Children'S Health
Lutheran Church Of The Redeemer
Macla
Mar Vista Family Center
Marinkids
Mendocino Coast Children'S Fund
Mental Health America Of Los Angeles
Mental Health And Autism Insurance Project
Mi Familia Vota
Milpa (Motivating Individual Leadership For Public Advancement)
Mindspark Custom Learning Solutions
Mission City Community Network
Mission Cultural Center For Latino Arts
Mountain View/Los Altos/Los Altos Hills Challenge Team
Mystical Healing Touch
Napa Running Company
Nicaraguan American Chamber Of Commerce, Northern California
North Bay Leadership Council
North Star Family Center
Omnific Pictures Documentary And Television Production
Onepercent For Education
Open Source Wellness
Optimal Solutions Consulting

Our Children La
Pacific Community Solutions, Inc.
Parent Institute For Quality Education Los Angeles
Parent Leadership Training Institute Solano
Parents Helping Parents
Parents Helping Parents Of San Luis Obispo
Pdi Surgery Center
Peace Over Violence
Peninsula Bridge
Peninsula Family Service
People Who Care (Pwc) Children Association
Physicians For National Health Program - California
Placer Independent Resource Services
Plumas Casa
Points Of Access, Llc
Portia Bell Hume Behavioral Health And Training Center
Positive Discipline Community Resources
Project Edquity
Project Knucklehead
Project What!
Project Yes
Promise Venture Studio
Proyecto Pastoral
Public Health Advocates
Racial And Ethnic Mental Health Disparities Coalition
Radical Tendencies Yoga & Mindfulness Education
Radio Bilingüe, Inc.
Rape Counseling Services Of Fresno
Redwood City-San Mateo County Chamber Of Commerce
Restorative Schools Vision Project
Richmond Main Street Initiative
Richmond Police Activities League (Pal)
Rise Together
Roman Catholic Diocese Of Fresno
Rpm Consulting
Sacramento Lgbt Community Center
San Diego County Urban League
San Mateo County Economic Development Association
San Mateo County Office Of Education
Shields For Families
Silicon Valley Regional Data Trust
Silver Giving Foundation
Sojourn
Somos Mayfair
Southside Coalition Of Community Health Centers
Speak Up
St. Andrew'S Episcopal Church And Preschool
Steinberg Institute
Stockton Schools Initiative

Successful Survivors Foundation
Summit Bank
Sunnyvale Silicon Valley Chamber Of Commerce
Teen Success, Inc.
Ten Strands
Tender Greens
The Big Lift
The Carol And James Collins Foundation
The Childs-Pace Foundation, Inc
The Latina Center
The Los Angeles Trust For Children'S Health
The Oakland Public Education Fund
The Parent Notebook
The Village Method
Thrive, The Alliance Of Nonprofits For San Mateo County
Today'S Youth Matter
Trauma Camp
Two Bit Circus Foundation
United Friends Of The Children
Urban League Of San Diego County
Urban Strategies, Inc.
Usf Center For Child And Family Development, School Based Family Counseling
Ventura County Office Of Education
West Covina Council Pta
Wow Explorations
Ymca Of Metropolitan Los Angeles
Young Minds Advocacy
Youth Community Service
Youth Justice Coalition
Youth Leadership Institute Eastern Coachella Valley
Youth Leadership Institute Fresno
Youth Leadership Institute Long Beach
Youth Leadership Institute Marin
Youth Leadership Institute Merced
Youth Leadership Institute San Francisco
Youth Leadership Institute San Mateo
Zen Threads

Opposition

None on file

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