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ABSTRACT

The right of homeles: children and youth to enjoy a free, appropriate public education is ensured in Oregon by ORS 339.115 (3). This law establishes that homeless children and youth cannot be denied enrollment simply because they lack a fixed place of residence or because they are not under a parent's or guardian's supervision. State Board of Education Policy 5110, School Attendance of Homeless, creates a standard for school districts to follow on . school attendance of homeless children. School districts should not require school records or a particular document, such as a birth certificate, for enrollment. This booklet outlines Oregon's 1991 (revised) Homeless Education Plan, which aims to: (1) review and revise state and local laws affecting homeless children and youth; (2) provide for resolution of enrollment disputes; (3) advocate for homeless children and youth; (4) document and disseminate information; (5) review and restructure the school records transfer system; (6) remove immunization barriers and review and restructure the student health record system; (7) remove transportation barriers and support outreach services; (8) promote interagency collaboration; and (9) develop and implement the LEA (Local Education Agency) Grant Process, which awards subgrants to districts under the Stewart B. McKinney Homeless Assistance Act. This grant program is explained and further detailed in a question-and-answer section. Also included are the texts of Oregon's Policy on Education of Homeless Children and Youth and Public School Enrollment of Homeless Children and Youth. (MLH)

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Education of Homeless Children & Youth

Program Manual

1992-1993

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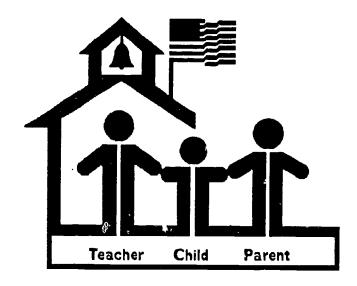
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Education of Homeless Children and Youth Program Manual

Revised 1992



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Oregon Department of Education

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(Sections 721-723), as amended under PL 101-645 (1990).

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To the Reader

The right of homeless children and youth to enjoy a free, appropriate public education is ensured in Oregon by ORS 339.115(3), (reprinted on page 13 of this document). This law establishes that homeless children and youth cannot be denied enrollment solely because they do not have a fixed place of residence or solely because they are not under the supervision of a parent or guardian. State Board of Education Policy 5110, School Attendance of Homeless, creates a standard for school districts to follow on school attendance of homeless children.

School districts are advised that they should not require school records, or a varticular document such as a birth certificate, for enrollment. As evidence of proof of the child's age, other documentation will suffice, such as a baptismal certificate, a medical record, or even an affidavit by the parent.

For more information about homeless children, state guidelines on policy, teaching rescurces, and other technical assistance, contact Dona Cunningham, Consultant, Homeless Education Program, Oregon Department of Education, (503) 378-3606.

Norma Paulus

State Superintendent of Public Instruction



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Oregon Department of Education

State Plan for Education of Homeless Children & Youth

Revised 1991

The Homeless Education Program will:

1. REVIEW/REVISE STATE AND LOCAL LAWS AND POLICIES AFFECTING HOME-LESS CHILDREN AND YOUTH

- a. Enrollment; Civil Rights: Assist in the continuing review and amendment of state and local laws and policies to ensure the enrollment of homeless children and youth in public schools, to remove the barriers they may face to school participation, and to see that the civil rights of homeless children and youth are upheld.
- b. Comparable Services: Review such laws and policies with the intention of providing accessible, comparable services to homeless children and youth, to the same extent these services are provided to nonhomeless children and youth. Such services include Special Education, Handicapped, bilingual, Talented and Gifted, Chapter 1, drug/alcohol abuse prevention, transportation, meals (e.g. free/reduced lunch), before and after school programs, athletics, summer school and parent involvement programs.
- c. Maximized Integration: In reviewing such laws and policies, and in monitoring school programs, work to ensure that homeless children and youth are not isolated or stigmatized. Programs which maximize integration of homeless children and youth with nonhomeless, and other efforts to desegregate homeless children, will be actively promoted.

2. PROVIDE PROMPT RESOLUTION OF ENROLLMENT DISPUTES

- a. Dispute Revolution: The Homeless Education Program, Office of the Coordinator, or other Oregon Department of Education (ODE) designee, will act as arbitrator on the occasion of inter-district or inter-school/program disputes. Conflicts which arise shall be resolved in the best interest of the child(ren) involved. Local Education Agency (LEA) residency requirements must not create a barrier to school enrollment for homeless children and youth. When possible, a child should be stabilized at a single public school site, despite family mobility within a school district.
- b. Arbitration Procedure: All parties (e.g., the superintendents or principals, child's parents/guardian, youth involved, family/youth advocate (social worker)) will meet with the Homeless Education Program representative who will hear all sides. If an agreement cannot be reached through negotiation, the Homeless Education Program representative will make the decision, which will reflect the best interests of the child(ren) involved.

3. ADVOCATE FOR HOMELESS CHILDREN AND YOUTH

a. State/Local: Represent the interests of homeless families, children and youth through participation on committees, networks and task forces on issues of related concern. Pro-



- mote awareness of the role of education in providing services to homeless people, and in the prevention of homelessness and family poverty.
- b. Inter-State/Federal: Represent the interests of Oregon's homeless children and youth at the federal level, and in negotiations, data-sharing and planning between states and territories.

4. DOCUMENT AND DISSEMINATE INFORMATION

- a. Revised State Plan: Publish and disseminate the Revised State Plan for schools, shelter providers and other agencies and individuals involved in education of homeless children and youth.
- b. Technical Assistance, Training: Disseminate additional information on laws and policies affecting homeless children and youth, the prevalence of homelessness in Oregon, the causes of homelessness, the availability of resources and advocacy for homeless people, exemplary programs and practices, and related topics, to heighten the awareness of school personnel and others who work with homeless children, youth and families.
- c. Status Report: Compile information on Oregon's homeless children and youth for preparation of the biennial Status Report. This report will be disseminated to LEAs and other agencies serving homeless children and youth.
- d. Grant Initiatives: Compile and disseminate information on grant initiatives, and act as a resource to agencies making application for such initiatives.
- e. **Preschool Programs:** Promote awareness of the need for early intervention for preschool-age homeless children, and support program initiatives targeting this group and their parents.
- f. Chapter I Monitors: Dissemination of information to LEAs will be improved by having Chapter I monitors include questions on homeless student enrollment during their regular school site visits, and refer requests for technical assistance to the ODE Homeless Education Program.

5. REVIEW/RESTRUCTURE SCHOOL RECORDS TRANSFER SYSTEM

- a. Statewide Planning: Participate in statewide planning efforts to restructure the school records system, representing the interests of homeless children and youth.
- b. Local Education Agency Policies: Continue to advise school officials that lack of records from a previous school, or lack of other documents (e.g., birth certificate) is not grounds to deny school enrollment (ref. ORS 339.115 Section (3); reprinted on page 13 of this document).
- c. Tracking/Testing: LEAs are to track students and transfer school records promptly, and to proceed with assessment and placement of newly arriving students despite a lack of records from the previous school(s) attended.
- d. Protection of Confidentiality: LEAs are to protect the confidentiality of records during transfer and storage. The ODE Homeless Education Office will collaborate with other



agencies, such as domestic violence shelter providers, in seeking ways to protect the identities of transferring students.

6. REMOVE IMMUNIZATION BARRIERS; REVIEW/RESTRUCTURE STUDENT HEALTH RECORD SYSTEM

- a. Interagency Coordination: Coordinate efforts with the Oregon State Health Division and local Public Health Department to see that homeless children and youth are properly vaccinated and that immunization records are promptly transferred.
- b. Technical Assistance: Provide technical assistance to LEAs to develop strategies to ensure that homeless children are immunized.
- c. Student Health Services: Encourage LEA efforts to provide accessible health services to homeless students.

7. REMOVE TRANSPORTATION BARRIERS; SUPPORT OUTREACH SERVICES

- a. Local Education Policies: LEAs are to provide transportation to homeless students to the same extent it is provided to nonhomeless students. The ODE Homeless Program will encourage local efforts to remove barriers involving transportation to and from school for homeless children and youth. Working models, such as those which coordinate school transportation with local transit services, will be shared.
- b. Outreach: Support access to homeless education programs and resources by all communities, urban and rural. Models of outreach services will be shared.

8. PROMOTE INTERAGENCY COLLABORATION

- a. Interagency Collaboration: Promote awareness among social service providers of the education issues of homeless families and homeless youth; demonstrate and participate in collaborative efforts between education and social service agencies. Encourage the formation of focus groups to plan for community-wide efforts.
- b. LEA Liaisons: Encourage LEAs to appoint a liaison to coordinate local homeless education program activities and to participate in statewide planning, information sharing and advisory committees. Merging smaller LEAs under one liaison will also be encouraged.

9. DEVELOP AND IMPLEMENT LEA GRANT PROCESS

When Oregon is funded above the minimum grant level, or when discretionary funds can be leveraged, the ODE Homeless Education Program will award subgrants to local education agency applicants, following the process outlined in the 1990 reauthorization of the Stewart B. McKinney Homeless Assistance Act.

Grants will be awarded based on need, as presented in an application format developed by the ODE Homeless Education Program in compliance with the federal mandates and other criteria deemed appropriate by the Oregon Department of Education.



Applicants must assure that they comply with, or will use requested funds to come into compliance with, the State Flan and the mandates of the Act. Grant recipients must designate a liaison to work directly with the ODE Homeless Education Program.



Local Education Agency (LEA) Grant Program

For the purposes of this grant program, the definition of LEA is confined to school districts, educational service districts, and collectives thereof.

Eligibility

To receive funding under the McKinney Homeless Assistance Act, Subtitle VII-B, Section 722 (e) 3-9, an LEA must meet the criteria given below:

- 1. The LEA must establish a policy which states that for each homeless student, they shall do whichever is in the best interest of the student:
 - a. continue the student's education in the school of origin for the remainder of the academic year or for the following academic year if the family becomes homeless between academic years; or
 - b. enroll the student in any school that nonhomeless students are eligible to attend when the former is actually living in the same attendance area as the latter.
- 2. In determining the best interests of the child for purposes of making a school assignment, consideration will be given to a request made by a parent regarding school selection.
- 3. "School of origin" shall mean the school that the student attended when permanently housed, or the school in which the student was last enrolled.
- 4. The choice of 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, including transportation services, education services for which the child meets the eligibility criteria, such as compensatory education programs for the disadvantaged, programs for the handicapped and for students with limited English proficiency, programs in vocational education, talented and gifted, and school meal programs.
- 6. Any record ordinarily kept by the school, including immunization records, academic records, birth certificates, guardianship records, and evaluations for special services or programs of each homeless child or youth shall be maintained:
 - a. so that records are available in a timely fashion when a student enters a new school district; and.
 - b. in a manner consistent with section 438 of the General Education Provisions Act.
- 7. Each local educational agency serving homeless children or youth that receives assistance under the title shall coordinate with local social service agencies and other agencies or programs providing services to homeless children and youth and their families.
- 8. Each school district shall appoint a homelessness liaison to ensure that:
 - a. homeless children and youth enroll and succeed in the schools of that district;



- homeless families, children, and youth receive educational services for which they are eligible, and referrals to health care services, dental services, mental health services, and other appropriate services; and,
- c. the duties of the liaison shall be made known to school personnel, service providers, and advocates working with homeless families.
- 9. Each school district shall review and revise any policies that may act as barriers to the enrollment of homeless students. In reviewing and revising such policies, consideration shall be given to issues concerning transportation, requirements of immunization, residency, birth certificates, school records or other documentation, and guardianship. Special attention shall be given to ensuring the enrollment and attendance of homeless children and youths who are not currently attending school.

Grant Requirements

The following sections appear as Section 723 under the McKinney Homeless Assistance Act, Subtitle VII-B.

(a) General Authority

- (1) Grantees and purpose of grants—The State educational agency shall, in accordance with section 722(c)(6) and from amounts made available to such agency under section 722, make grants to local educational agencies for the purpose of facilitating the enrollment, attendance, and success of homeless children and youths in schools.
- (2) Use of grants—Unless otherwise specified, services under paragraph (a) may be provided through programs on school grounds or at other nonsectarian facilities. Where services are provided through programs on school grounds, such services may also be made available to children or youths who are determined by the local educational agency to be at risk of failing in or dropping out of schools, carept that priority for such services shall be given to homeless children and homeless youths. To the maximum extent practicable, services shall be provided through existing programs and mechanisms that integrate homeless individuals with nonhomeless individuals.
- (3) Regular academic program—Services provided under this section are not intended to replace the regular academic program.

(b) Authorized Activities

- (1) PRIMARY ACTIVITIES—NOT LESS THAN 50% shall be used to provide tutoring, remedial education services. or other education services to homeless children or homeless youths.
- (2) RELATED ACTIVITIES—NOT LESS THAN 35%, NOR MORE THAN 50%, may be used for activities that may include:



- (A) the provision of expedited evaluations of the strengths and needs of homeless students, including needs and eligibility for programs and services;
- (B) professional development for educators and other school personnel that is designed to develop awareness and sensitivity to the needs of homeless students:
- (C) the provision of referral services to homeless students for medical, dental, mental and other health services;
- (D) the provision of assistance to defray the excess cost of transportation not otherwise provided through federal, state, or local funding, where necessary to enable students to attend the school selected;
- (E) the provision of developmentally appropriate early childhood programs for preschool age children;
- (F) The provision of before- and after-school and summer programs for homeless children or homeless youths in which a teacher or other qualified individual provides tutoring, homework assistance, and supervision of educational activities;
- (G) where necessary, the payment of fees and other costs associated with tracking, obtaining and transferring records needed to enroll homeless students in school, including birth certificates, immunization records, academic records, guardianship records, and evaluations for special programs or services;
- (H) the provision of parent education and training to the parents of homeless students about the rights of and resources available to such children and youths;
- (I) the development of coordination between schools and agencies providing services to homeless children and homeless youths;
- (J) the provision of counseling, social work and psychological services, including violence counseling, and referrals for such services;
- (K) activities to address the particular needs of homeless children and homeless youths that may arise from domestic violence;
- (L) activities to develop and implement programs to heighten the awareness of school personnel of the specific educational needs of runaway and homeless youths;
- (M) the adaptation of space and the purchase of supplies for nonschool facilities made available to provide services for these programs;
- (N) the provision of school supplies to be distributed at the shelters or temporary housing facilities; and
- (O) the provision of such other extraordinary or emergency assistance which may be determined by the Secretary of Education as essential to enable homeless children and youth to attend school.



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(c) Awards

- (1) Basis—Except as provided in section 722(g)(3)(b), from amounts appropriated for each fiscal year under section 722(g), the state educational agency may award grants under this section to local educational agencies submitting an application under subsection (d) on the basis of the need of such age1.cies.
- (2) **Determination**—In determining need under paragraph (1), the State educational agency may consider the number of homeless children and homeless youth enrolled in preschool, elementary, and secondary schools within the area served by the agency, and shall consider the needs of such children and youth, and the ability of the agency to meet such needs. Such agency may also consider—
 - (A) the extent to which the proposed use of funds would facilitate the enrollment, retention, and educational success of homeless children and youth;
 - (B) the extent to which the application reflects coordination with other local and state agencies that serve homeless children and youth, as well as the State Plan required by section 722(e);
 - (C) the extent to which the applicant exhibits in the application and in current practice, a commitment to education of all homeless children and youth in its jurisdiction; and
 - (D) other criteria as the agency determines appropriate.

(d) Application

- (1) In general—A local educational agency that desires to receive a grant under this section shall submit an application to the state educational agency at such time, in such manner, and containing or accompanied by such information as the state agency may reasonably require according to guidelines issued by the Secretary of Education. Each such application shall include:
 - (A) a description of the services and programs for which assistance is sought and the problems sought to be addressed through the provision of such services and programs;
 - (B) assurances that the applicant complies with or will use requested funds to come into compliance with paragraphs (3) through (9) of section 722(e);
 - (C) an assurance that assistance under the grant will supplement and not supplant funds used before the award of the grant for purposes of providing services to homeless children and youths; and
 - (D) a description of policies and procedures that the agency will implement to ensure that activities carried out by the agency will not isolate or stigmatize homeless children and youth.
- (2) Terms of Awards—Grants awarded under this section shall be for terms not to exceed two years.



Questions and Answers Concerning the Education for Homeless Chillren and Youth Programs

U.S. Department of Education Office of Compensatory Education

1. QUESTION: On what basis must a Stat

On what basis must a State Educational Agency (SEA) award grants to Local Educational Agencies (LEAs)?

ANSWER:

An SEA's grant of funds to an LEA must be based on a process that meets the requirements of sections 723(c) and (d) of the McKinney Act. The SEA should take steps to ensure that any LEA that wishes to apply for an award is given a reasonable opportunity to do so. T be considered for an award, an LEA must submit to its SEA an application that meets the application requirements established by the SEA. At a minimum, an LEAs application must include:

- (1) a description of the services and programs for which assistance is sought and the problems that will be addressed by these services and programs;
- (2) assurances that the LEA complies with, or will use the requested funds to come into compliance with, the requirements set forth in sections 722(e)(3-9) of the McKinney Act:
- (3) an assurance that the funds will supplement, and not supplant, other Federal, State, and local funds that were previously used to provide services to homeless children and youth; and
- (4) a description of the policies and procedures that the LEA will implement to ensure that the activities will not isolate or stigmatize homeless children and youth.

An SEA is authorized to require applicants to submit information in addition to the above-referenced information that is expressly set forth in the statute.

In determining which LEAs should receive an award, an SEA may consider the needs of the applicants. In determining need, an SEA may consider the number of homeless children and youth enrolled in preschool, elementary and secondary schools within the area served by the LEA. Furthermore, in determining need, the SEA must consider the needs of these children and youth as well as the ability of the LEA to meet these needs.

The statute provides other factors that an SEA may consider in determining an LEA's need for an award:

- (1) the extent to which the LEA's proposed use of funds would facilitate the enrollment, retention, and educational success of homeless children and youth;
- (2) the extent to which the application reflects coordination with other State or local agencies serving homeless children and youth, as well as the State Plan required under section 722(e):
- (3) the extent to which the applicant exhibits in its application and in current practice a commitment to the education of all homeless children and youth in its jurisdiction; and
- (4) other criteria that the SEA may deem appropriate.



2. QUESTION: What is the meaning of the supplanting prohibition in section 723(d)(1)(c) for the McKinney Act?

The supplanting prohibition requires LEAs that receive funds under the Education for Homeless Children and Youth Program to use those funds to supplement, and not: applant or substitute for, other Federal, State, or local funds that were previously used to provide services to homeless children and youth. Basically, the McKinney Act funds must be used to provide additional services that would not otherwise have been available in the absence of those funds. An LEA is not permitted to decrease the level of Federal, State, or local funds that it would have expended on homeless children or youth on the basis that it receives McKinney Act funds.

3. QUESTION: On what types of activities may an LEA expend its grant funds?

The activities for which an LEA is authorized to spend funds awarded under Title VII-B of the McKinney Act are detailed in section 723 of the Act. The Act expressly requires that 50 to 65 percent of the funds awarded to a particular LEA be spent on "primary activities." Primary activities are defined as "tutoring, remedial educational services, or other education services to homeless children or homeless youths." Section 723(b)(1). In addition, the other 35 to 50 percent of the funds must be spent on "related activities." Examples of authorized related activities are provided in section 723(b)(2) of the Act.

Although section 723(b)(2) uses the term "may" as opposed to "shall" in stating the percentage of funds to be spent on related activities, it is our interpretation that this provision nevertheless mandates that 35 to 50 percent of an LEAs funds be spent on related activities. It is a basic rule of statutory construction that all of the words and clauses in a statute be given meaning. If section 723(b)(2) were interpreted to permit an LEA to spend less than 35 percent on related activities if it so chose, then the clause "Not less than 35" in that provision would be rendered meaningless. Therefore, an LEA must spend at least 35 percent, but not more than 50 percent, of its award on related activities.

If a particular activity can reasonably be classified as either a primary or related activity, the LEA has discretion in allocating the relevant funds between these categories. That is, the LEA may consider the funds as supporting either a primary or a related activity, or apportion the funds between the two categories.

4. QUESTION: In those instances where an SEA is not required to subgrant funds to LEAs but nonetheless chooses to do so, must the LEAs follow the requirements in section 723 of the Act?

ANSWER: Yes. Whenever an SEA subgrants funds to an LEA—whether the SEA is statutorily required to do so (because the amount of funds it receives is greater than the amount it received for FY 1990) or opts to do so—the LEA is obligated to follow the requirements in section 723 of the Act. The provisions of section 723 apply to any SEA award of grants "in accordance with section 722(c)(6)." Thus, an LEA that receives a grant award under the Education for Homeless Children and Youth Program must spend 50 to 65 percent on primary activities and the other 35 to 50 percent on related activities.

ANSWER:

ANSWER:

5. QUESTION: Is an LEA permitted to charge indirect cor.s to its McKinney Act award?

ANSWER: Yes. Because the program has a supplanting prohibition (section 723(d)(1)(C)),

however, the LEA would have to use its restricted indirect cost rate.

6. QUESTION: Are both SEAs and LEAs required to maintain records demonstrating how they

spent their McKinney Act funds? Would an LEA be required to maintain

records demonstrating the amount of funds spent on primary activities, and the

amount spent on related activities?

ANSWER: Yes. Section 437(a) of the General Education Provisions Act requires "each

recipient of Federal funds... (to) keep records which fully disclose the amount and disposition by the recipient of those funds, the total cost of the activity for which the funds are used, the share of that cost provided from other sources, and such other records as will facilitate an effective audit." Furthermore, SEAs and LEAs are required to "use ascal control and fund accounting procedures that insure proper disbursement of and accounting for Federal funds." The applicable records must be maintained for five years after completion of the

activity for which the funds were used.



Policy on Education of Homeless Children and Youth

Adopted by Oregon Board of Education March 9, 1989

5110 SCHOOL ATTENDANCE OF HOMELESS

The growing number of homeless people in Oregon is a matter of grave concern to the State Board of Education. This is an especially needy population with far-reaching issues that must be addressed by society as a whole. Meanwhile, however, all school-age homeless children must have access to public education if they are to find opportunities to overcome their disadvantages. In keeping with this premise:

- School districts should enroll school-age children who become homeless in either the school district in which they were previously enrolled or the school district in which they were actually living, whichever is in their best educational interest.
- Homeless children who are living with their parents in temporary housing, as well as children whose homeless parents have placed them temporarily with others, should be guaranteed access to school.
- School districts should maintain the school records of homeless children so that the records are readily available when the children enter a new school district.
- All educational services, such as special education, compensatory education for the disadvantaged, programs for limited-English proficient students, vocational education, programs for the gifted and talented and school meals, should be provided to homeless children on the same basis as these services are provided to the other students.
- Support services such as transportation should be provided to homeless students on the same basis as these services are provided to the other students.

Ref: ORS 339.010 - School Attendance Required

ORS 339.020 - Duty to Send Children to School

ORS 336.168 - When Tuition Not Allowed Under 336.165; Hardship Waiver

ORS 336.215 - Transfer of Student Records to Other Schools or Districts



Public School Enrollment of Lomeless Children and Youth

ORS 339.115 (1989)

ADMISSION OF PUPILS; WAIVER

- (1) Except as provided in ORS 336.165 authorizing tuition for courses not part of the regular school program, the district school board shall admit free of charge to the schools of the district all persons between the ages of 5 and 19 residing therein. The person whose 19th birthday occurs during the school year shall continue to be eligible for a free and appropriate public education for the remainder of the school year. However, a district school board may admit other nonresident persons, determine who is not a resident of the district and may fix rates of tuition for nonresidents. A district must admit an otherwise eligible person who has not yet attained 21 years of age if the person is:
 - (a) Receiving special education; or
 - (b) Shown to be in need of additional education in order to receive a Certificate of Initial or Advanced Mastery.
- (2) The person shall apply to the board of directors of the school district of residence for admission after the 19th birthday as provided in subsection (1) of this section. A person aggrieved by a decision of the local board may appeal to the State Board of Education. The decision of the state board is final and not subject to appeal.
- (3) Notwithstanding ORS 332.595 (1), a school district shall not exclude from admission a child located in the district solely because the child does not have a fixed place of residence or solely because the child is not under the supervision of a parent, guardian or person in a parental relationship.
- (4) A child entering the first grade during the fall term shall be considered to be six years of age if the sixth birthday of the child occurs on or before September 1. A child entering kindergarten during the fall term shall be considered to be five years of age if the fifth birthday of the child occurs on or before September 1. However, nothing in this section prevents a district school board from admitting free of charge a child whose needs for cognitive, social and physical development would best be met in the school program, as defined by policies of the district school board, to enter school even though the child has not attained the minimum age requirement but is a resident of the district. [1965 c.100 §285; 1971 c.410 §1; 1977 c.463 §1; 1983 c.193 §1; 1987 c.283 §2; 1989 c.132 §1; 1989 c.215 §1; 1991 c.693 §26]



