

STATE OF CALIFORNIA
Budget Change Proposal - Cover Sheet
 DF-46 (REV 02/15)

Fiscal Year 2016-17	Business Unit 3970	Department Department of Resources Recycling and Recovery	Priority No. 2
Budget Request Name 3970-002-BCP-DP-2016-GB		Program 3710 - Education & Environment Initiative	Subprogram

Budget Request Description
 Education and the Environment Initiative

Budget Request Summary

The Department of Resources Recycling and Recovery (CalRecycle) requests \$700,000 in one-time funding to develop a sustainable funding strategy for the Education and the Environment Initiative (EEI) program and address increased demand for the EEI Curriculum. This proposal also includes Budget Bill Language (BBL) providing additional flexibility to the Environmental Education Account. Teacher demand for the state-created, EEI curriculum has expanded and this proposal would help CalRecycle fulfill its mission under Public Resources Code Section 71300, et seq. – to facilitate use of the curriculum and foster environmental literacy among all California students.

Requires Legislation <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	Code Section(s) to be Added/Amended/Repealed Government Code Section 14852	
Does this BCP contain information technology (IT) components? <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No <i>If yes, departmental Chief Information Officer must sign.</i>	Department CIO	Date
For IT requests, specify the date a Special Project Report (SPR) or Feasibility Study Report (FSR) was approved by the Department of Technology, or previously by the Department of Finance. <input type="checkbox"/> FSR <input type="checkbox"/> SPR Project No. Date:		

If proposal affects another department, does other department concur with proposal? Yes No
Attach comments of affected department, signed and dated by the department director or designee.

Prepared By Bryan Ehlers	Date	Reviewed By Olga Garti	Date 1/5/14
Department Director Scott Smithline	Date 1/6/14	Agency Secretary Matt Rodriguez	Date 2/6/16

Department of Finance Use Only

Additional Review: Capital Outlay ITCU FSCU OSAE CALSTARS Dept. of Technology

BCP Type: Policy Workload Budget per Government Code 13308.05

PPBA	Original Signed By: Ellen Moratti	Date submitted to the Legislature JAN 07 2016
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A. Budget Request Summary

The Department of Resources Recycling and Recovery (CalRecycle) requests \$700,000 in one-time funding to develop a sustainable funding strategy for the Education and the Environment Initiative (EEI) program and address increased demand for the EEI Curriculum. This proposal also includes BBL providing additional flexibility to the Environmental Education Account. Teacher demand for the state-created, EEI curriculum has expanded and this proposal would help CalRecycle fulfill its mission under Public Resources Code Section 71300, et seq. – to facilitate use of the curriculum and foster environmental literacy among all California students.

B. Background/History

EEI Law: Environmental Literacy for All

The EEI Program was established in 2003 with the enactment of AB 1548 (Chapter 665, Statutes of 2003). The statute created the Office of Education and the Environment (OEE), within the former California Integrated Waste Management Board, and directed it to work in collaboration with the California Department of Education (CDE), the California Environmental Protection Agency, and the Natural Resources Agency, to develop a “model” environmental curriculum for K-12 students. The intent of the law, as reiterated in Section 35 of the 2013 Resources Trailer Bill SB 96 (Chapter 356, Statutes of 2013), was to provide that California students become environmentally literate citizens (see Addendum I). Under the law, this was to be achieved by creating and facilitating the use of the model curriculum (later known as the EEI Curriculum), and requiring future state textbook adoptions to emulate the EEI model.

Fiscal Crisis Requires OEE to Extend its EEI Support Role

In 2010, the EEI Curriculum was approved by State Board of Education (SBE). EEI is the only state board-approved curriculum in the nation to teach traditional subject matter (science, history-social science, and English/language arts) in combination with fundamental environmental principles and concepts. The enacting legislation anticipated a brief period of a few years during which the OEE would need to promote the curriculum before the normal state textbook adoption cycle would require private publishers to develop successor materials fashioned after the EEI model. During that interim period, OEE planned to facilitate use of the curriculum to help schools prepare for the advent of comprehensive environment-based K-12 curricula.

The arrival of the completed, SBE-approved EEI Curriculum coincided with the state fiscal crisis of the late 2000s that resulted in a multi-year moratorium on new state textbook adoptions. The moratorium, which was only recently lifted, delayed the textbook publishing industry’s creation of new California curricula reflecting the environment-based approach to education modeled by EEI. Assuming no further delays in the process, mid-2019 is likely the earliest new environment-based state adopted textbooks would be available to educators.

Early Implementation Results and Critical Lessons Learned

In early 2011, with the SBE approval process completed, OEE turned its full focus to facilitating use of the curriculum (per Public Resources Code Section 71303(c)). However, because California is a “local control” state and the law does not mandate classroom use of the EEI Curriculum, OEE recognized the need to educate teachers and administrators about the EEI’s existence and the benefits of using the EEI’s environment-based lessons. Statewide, the target audience is more than 150,000 teachers spread over 10,000 schools. In light of the magnitude of its task, OEE focused initial efforts on the schools that helped field-test and pilot the draft curriculum (where EEI was already known and generally supported). In addition, OEE encouraged educators to teach the curriculum digitally and to take advantage of the statutory requirement that OEE post the curriculum online for free download. However, the first year of implementation resulted in minimal EEI use in classrooms and demonstrated

Analysis of Problem

that referring teachers to the digital files would not be sufficient to facilitate curriculum use on a meaningful scale.

Through experience, OEE learned that while digital instruction is clearly the wave of the future, many schools lack the requisite hardware, information technology support, or high-speed internet connectivity to support purely digital learning. Additionally, many teachers still lack the training to successfully implement digital curricula even if the technology resources are available. Furthermore, many teachers prefer printed materials, and OEE teacher surveys have shown that less than 5 percent are willing or able to use the EEI curriculum digitally. This, coupled with the fact that school districts were hard hit by the state fiscal crisis and lacked the resources to purchase new print curricula, meant that OEE could only gain traction with educators if the state provided printed EEI materials for classroom use.

In addition to these material needs, OEE learned that teachers required at least a minimum amount of training to reach a comfort level with EEI that was sufficient for them to: (1) give up their more familiar, current lesson plans in favor of the new curriculum; and (2) teach the curriculum in a manner consistent with its design.

Thus, through early EEI implementation, OEE learned facilitating use of the curriculum by a meaningful numbers of teachers is supported by:

1. Educating teachers and administrators about EEI's existence, as well as its benefits/advantages (relative to other instructional materials).
2. Providing teachers training to enable those interested to make a seamless transition from their current materials to EEI.
3. Providing teachers the printed curriculum materials to facilitate actual classroom instruction.

EEI Use Increases – Current Funding Cannot Continue to Support Increasing Teacher Demand

By early 2013, each of the strategies above was in place and, as awareness of EEI grew, CalRecycle began to see a significant uptick in the number of teachers and administrators expressing interest in trainings and materials (see Workload History table). Heading into 2013-14, CalRecycle received advice from a former textbook publishing executive on how best to refine and improve each of the three aspects of program operations identified above in order to optimize efficiency and cost-effectiveness. This included the implementation of Salesforce.com, a leading, web-based customer relationship management application, as the program's system of record. CalRecycle's non-profit partner, Ten Strands (www.tenstrands.org), paid for Salesforce implementation costs, as well as a series of email outreach campaigns to tens of thousands of teachers, designed to expand awareness of the curriculum. The resulting surge in EEI interest is captured in the workload table below, as thousands of teachers responded to the outreach email, filled out an online form to join the "EEI Community," sought out training, and requested materials.

In this manner, CalRecycle significantly increased EEI usage without requesting additional state resources. Although Environmental Education Account (EEA) resources are limited, SB 96 (Chapter 356, Statutes of 2013) authorized CalRecycle to engage in public-private partnerships to support EEI, and the department has been able to leverage substantial private in-kind support.

Momentum behind EEI and the state's environmental literacy goals is steadily building. Additionally, CalRecycle participated, along with roughly 40 other representatives of the statewide environmental education community, in the State Superintendent of Public Instruction's recent Environmental Literacy Task Force. The resulting Blueprint for Environmental Literacy (BEL) provides a framework and a set of recommendations to educate every California student in, about, and for the environment. All signs indicate that the BEL, together with ongoing state support for EEI, could help generate millions of dollars in additional private investment in state-led environmental education efforts.

Analysis of Problem

Workload Measure	PY - 4	PY - 3	PY - 2	PY - 1	PY
Training Events	31	60	124	174	218
Training Attendees	414	983	1,949	2,875	3,929
Curriculum Requests: Teacher Kits Delivered	151	259	1,722	3,522	8,267
Curriculum Requests: Student Kits Delivered	1,891	8,819	78,529	171,485	389,488
Cumulative EEI Community Members Requiring Communication and Customer Service	151	450	3,112	10,533	18,715

C. State Level Considerations

As in so many areas of environmental policy, California is leading the nation on the issue of environmental literacy. The state has successfully implemented many of the most successful environmental laws in the country (if not the world), and Californians enjoy greater quality of life as a result. While the state will continue to regulate and enforce environmental protection laws, policymakers had the foresight more than a decade ago to recognize that K-12 education can be a powerful proactive measure for protecting environmental quality. The EEI Curriculum was created as a model for students to learn traditional academic subjects while investigating the deep and complex interconnections between human society and natural systems. The EEI model provides an opportunity to leverage K-12 student instructional time (roughly 50,000 to more than 60,000 minutes required per year, depending on grade level) to increase sustainable behaviors among California's more than six million K-12 students; and to train scientists, engineers, entrepreneurs, and policymakers who are prepared to meet the environmental and economic challenges of the 21st Century.

A number of private partners, including non-profits, foundations, and philanthropists stand poised to support this program. Private indirect and in-kind contributions total more than \$850,000 annually. This assistance does not flow through the State Treasury, but is instead expended directly by non-profit partner Ten Strands (www.tenstrands.org) based on the terms of a Memorandum of Understanding (MOU). Ten Strands is able to raise money to support the state's efforts based on the program's accomplishments and the demonstration of state support for its ongoing success. This proposal provides an opportunity for the state to encourage and secure private funding support for the program into the future.

D. Justification

EEI Demand

Educator demand for the EEI Curriculum has increased significantly over the past 18 to 24 months. Despite this success, the EEI community of users represents less than 15 percent of the EEI target audience of roughly 150,000 teachers statewide. Thus, CalRecycle believes additional curriculum demand is possible and likely, given the following key factors:

1. Increasingly Sophisticated EEI Business Model and Outreach Capabilities – Supported by Ten Strands, the department has implemented state-of-the-art mass outreach and contact management tools. Primary among these are the aforementioned Salesforce.com, as well as Marketo, a marketing automation tool designed to enable OEE to develop and deploy email campaigns that automatically greet new EEI community members and nurture their interest in the curriculum via emails tailored to their demographic characteristics. CalRecycle has received both financial support from Ten Strands, as well as expert strategic advice from a former textbook publisher turned Ten Strands Chief Executive Officer. To date, Ten Strands has contributed over \$2.6 million in direct and in-kind EEI program support. Early on in the relationship, their support of CalRecycle outreach efforts led directly to an increase in web traffic on the www.californiaeei.org website (including almost 95,000 user sessions) between January

Analysis of Problem

1, 2013 and June 30, 2014. This equated to over 5,000 new teachers who expressed interest in EEI Curriculum, and over 4,750 teacher requests for curriculum materials during that time period. As ongoing evidence of the effectiveness of CalRecycle's business model, the steep upward trend continued in 2014-15 with the receipt of nearly 8,300 teacher requests for EEI materials (a 135 percent increase over the prior twelve months). And in the 2015-16 back-to-school period alone (August-October, 2015), CalRecycle received nearly 3,000 teacher requests, a 27 percent increase over the same period the year prior.

2. EEI Helps Teachers and Administrators Meet Their Instructional Obligations – As scores of teachers and administrators have reported, EEI provides support for the teaching of new Common Core State Standards and Next Generation Science Standards that educators are required to implement. EEI was one of the last curricula to receive state approval before the textbook moratorium, so it also provides teachers and students with more relevant and up-to-date information than other state-adopted materials. These key factors have not only made the curriculum materials increasingly popular, but have also been a driving force behind rising demand for CalRecycle-led EEI teacher trainings (see Workload History table above).
3. Teachers and Students Enthusiastically Support the EEI Curriculum – Approximately 96 percent of more than 5,000 teacher survey respondents report that: (a) their students were engaged or very engaged by EEI; (b) they would recommend the curriculum to a colleague; and (c) they plan to continue using EEI in the coming years.

As noted, private funders have contributed nearly \$2.6 million indirect and in-kind support to EEI efforts over the past several years, and these contributions, whether in the form of consultation services or technology implementation, have had a major impact in helping CalRecycle bring curriculum use to a scale that was previously unattainable. Ten Strands' fundraising efforts to-date have confirmed that there is general interest in backing a statewide environmental literacy program, and contributors are impressed by what the state and Ten Strands have accomplished thus far, particularly the rapid growth in curriculum usage.

Funding Source

The requested augmentation will be funded evenly (i.e., 50 percent split) between the Used Oil Recycling Fund, and the Tire Recycling Management Fund.

Need for Accompanying Budget Bill Language

As noted, the proposed, one-time augmentation of \$700,000 is intended to elicit an equal private match. This would help to balance the state's need for fiscal prudence with its support for K-12 environmental literacy as a complement to state environmental policies aimed at reducing the impacts of climate change, as well as charting a sustainable and prosperous future for all Californians. (See Attachment II for proposed language.)

To the extent that CalRecycle and its partners are successful in raising additional private funds in the amount of \$700,000 or more, some, or all, those monies may be deposited into the Environmental Education Account (Fund 8020). In order to allow the department to expend private monies raised, CalRecycle proposes BBL allowing expenditure of private contributions subject to 30-day legislative notification and approval by the Director of Finance.

E. Outcomes and Accountability

With the requested resources and BBL, OEE will continue to pursue additional private funding and seek to establish a sustainable long-term EEI funding strategy. Additionally, the department will be able to address (subject to the availability of private funding) projected teacher demand for program services in the 2016-17 school year, including training and printing.

Projected Outcomes*

Analysis of Problem

Workload Measure	BY
Training Events	314
Training Attendees	5,658
Curriculum Requests: Teacher Kits Delivered	11,904
Curriculum Requests: Student Kits Delivered	560,863

F. Analysis of All Feasible Alternatives

ALTERNATIVE 1: Approve the proposal as requested.

PRO: Approving the requested one-time funding will help demonstrate the State's commitment to environmental literacy and, thereby, support efforts to raise additional private funding as part of a long-term sustainable EEI funding strategy. Additionally, assuming private funds materialize, approving the request will allow CalRecycle to facilitate use of the EEI Curriculum by enabling the department to meet projected teacher demand for support in the 2016-17 school year. Approving the BBL will allow CalRecycle to expend private contributions subject to 30-day legislative notification and approval by the Director of Finance.

CON: Increases authorized spending authority.

ALTERNATIVE 2: Status Quo.

PRO: No increase in authorized spending authority.

CON: This approach would leave CalRecycle unable to respond to growing demand for printed EEI Curriculum materials, training, and customer service.

G. Implementation Plan

Upon budget enactment, CalRecycle would:

1. Work with existing private partners (e.g., Ten Strands) to re-double outreach efforts to potential funders, alert them to the increased state support for EEI, and request their support in securing at least \$700,000 in matching funds for FY 2016-17 while establishing the basis for a long-term sustainable funding plan for EEI.
2. Continue to respond to teacher demand for EEI program services to the greatest degree possible, including training, and printed materials.

H. Supplemental Information *(Describe special resources and provide details to support costs including appropriate back up.)*

N/A

I. Recommendation

Alternative 1: Approve this proposal for \$700,000 in one-time special fund expenditure authority to develop a sustainable funding strategy for the EEI program and address increased demand for the EEI Curriculum.

Attachment I – Proposed Budget Bill Language

Item 3970-001-8020

Provisions:

1. The funding appropriated and available for expenditure in this item is limited to the amount of funding received in the Environmental Education Account established by Section 71305 of the Public Resources Code.
2. Notwithstanding any other provision of law, upon the request of the Director of the California Department of Resources Recycling and Recovery, the Director of Finance may authorize expenditures of up to \$5,000,000 in excess of the amount appropriated in this item, if sufficient funds are available in the Environmental Education Account, to pay for the costs associated with the program described in Part 4 (commencing with Section 71300) of Division 34 of the Public Resources Code, not sooner than 30 days after notification in writing of the necessity therefor is provided to the chairpersons of the committees in each house of the Legislature that consider appropriations and the Chairperson of the Joint Legislative Budget Committee.

BCP Fiscal Detail Sheet

BCP Title: Education and the Environment Initiative

DP Name: 3970-016-BCP-DP-2016-GB

Budget Request Summary

	FY16					
	CY	BY	BY+1	BY+2	BY+3	BY+4
Operating Expenses and Equipment						
5340 - Consulting and Professional Services - External	0	700	0	0	0	0
Total Operating Expenses and Equipment	\$0	\$700	\$0	\$0	\$0	\$0
Total Budget Request	\$0	\$700	\$0	\$0	\$0	\$0

Fund Summary

Fund Source - State Operations						
0100 - California Used Oil Recycling Fund	0	350	0	0	0	0
0226 - California Tire Recycling Management Fund	0	350	0	0	0	0
Total State Operations Expenditures	\$0	\$700	\$0	\$0	\$0	\$0
Total All Funds	\$0	\$700	\$0	\$0	\$0	\$0

Program Summary

Program Funding						
3710 - Education and Environment Initiative	0	700	0	0	0	0
Total All Programs	\$0	\$700	\$0	\$0	\$0	\$0