

Date of Hearing: April 30, 2025

ASSEMBLY COMMITTEE ON EDUCATION

Al Muratsuchi, Chair

AB 731 (Fong) – As Amended March 27, 2025

[Note: This bill was double referred to the Assembly Higher Education Committee and was heard by that Committee as it relates to issues under its jurisdiction.]

SUBJECT: Pupil instruction: dual enrollment: College and Career Access Pathways partnerships

SUMMARY: Removes a requirement for a principal recommendation in order for a student to participate in a College and Career Access Pathways (CCAP) partnership, requires CCAP partnership agreement protocols to authorize a student to complete one application for the duration of the student's attendance at a community college as a special part-time student, clarifies that CCAP courses offered by a community college may use a synchronous or asynchronous format, and requires additional data collection. Specifically, **this bill:**

- 1) Removes a requirement for a principal recommendation in order for a student to participate in a CCAP partnership.
- 2) Adds to the terms and protocols of a CCAP partnership agreement to include a requirement for a student to complete one application for the duration of the student's participation in the CCAP partnership program.
- 3) Clarifies the authorization for a California Community College (CCC) to limit enrollment in a community college course solely to eligible high school students if the course is offered either in person at a high school campus or community college campus, or using an online format, either synchronous or asynchronous, and the community college course is offered pursuant to a CCAP partnership agreement.
- 4) Requires the CCC Board of Governors to adopt regulations to ensure that asynchronous online courses that are a part of the CCAP partnership are offered with appropriate student supports.
- 5) Defines the following terms:
 - a) "Synchronous" to mean classroom-style instruction or designated small group or one-on-one instruction delivered in the form of internet or telephonic communications, and involving live two-way communication between the teacher and student; and
 - b) "Asynchronous" to mean a program in which a student and teacher interact using online resources, including, but not limited to, discussion boards, websites, and email. However, the student and teacher need not necessarily be online at the same time.
- 6) States that it is the intent of the Legislature that courses offered pursuant to a CCAP partnership agreement shall be primarily in-person courses and that online formats should only be offered if an in-person course is not available.

- 7) Adds to the existing requirement for each CCAP partnership agreement, the affected community college district, school district, or county office of education (COE) to report annually to the CCC Chancellor's Office (CCCCO):
 - a) The total number of high school students who successfully completed 12 or more units of college coursework by graduation, completed a certificate, or completed the courses required for an associate degree or an associate degree for transfer; and
 - b) The total number and percentage of successful course completions, by course category and type, including online and in-person, and by schoolsite, of CCAP partnership participants.

EXISTING LAW:

- 1) Authorizes a student to undertake courses at a CCC if the governing board of a school district, upon recommendation of the principal of the student's high school and with parental consent, determines a student would benefit from advanced or vocational coursework. The student may attend the CCC during any session or term as a special part-time or full-time student and take one or more courses of instruction offered at the CCC. Provides methods for parents to petition for students to attend community college courses and methods for appeals in case of a denial. Includes criteria for allocating attendance and funding for high school students who attend courses at the community college. (Education Code (EC) 48800)
- 2) Stipulates that summer courses may be offered if a student has met specified conditions and the principal has not recommended summer session attendance to more than 5% of the student's grade population in the previous year. All physical education courses must adhere to the 5% threshold, and the following courses are exempt:
 - a) Courses which are part of a CCAP and meet specified criteria;
 - b) Courses which are lower division, college-level courses that are either a college-level course that is part of the Intersegmental General Education Transfer Curriculum (IGETC) or apply towards the general education requirements of the California State University (CSU); and
 - c) Courses that are a college-level occupational course, as defined. (EC 48800)
- 3) Authorizes the governing board of a CCC district to enter into a CCAP partnership with the governing board of a school district, COE or the governing body of a charter school for the purpose of offering or expanding dual enrollment opportunities for students who may not already be college bound or who are underrepresented in higher education, with the goal of developing seamless pathways from high school to community college for career technical education or preparation for transfer, improving high school graduation rates, or helping high school students achieve college and career readiness. (EC 76004)
- 4) Requires that the CCAP partnership agreement be approved by the respective governing boards of the CCC district and the school district or governing body of the charter school. Requires the governing boards or body to:

- a) Consult with and consider the input of the appropriate local workforce development board in order to determine to what extent the career technical education pathways are aligned with regional and statewide employment needs; and,
 - b) Present, take comments from the public on, and approve or disapprove of the CCAP partnership agreement at an open public meeting of the governing board of the district or governing body of the charter school. (EC 76004)
- 5) Requires the CCCCCO to report to the California Department of Finance (DOF) and Legislature annually on the amount of full-time equivalent students (FTES) claimed by each CCC district for high school students enrolled in non-credit, non-degree applicable, and degree applicable courses; and provides that, for purposes of receiving state apportionments, CCC districts may only include high school students within the CCC district's report on FTES if the students are enrolled in courses that are open to the general public, as specified. Additionally, requires the governing board of a CCC district to assign a low enrollment priority to special part-time or full-time students in order to ensure that these students do not displace regularly admitted community college students. (EC 76001 and 76002)
- 6) Requires the Chancellor, on or before May 1 of each year, to prepare a summary report that includes an evaluation of the CCAP partnerships, an assessment of the growth of special admits system wide and by campus, and recommendations for improving the CCAP partnerships, as specified. Requires the report to be transmitted to the Legislature, the DOF, and the SPI. Requires the Chancellor to annually collect specified data from the CCC and school districts participating in a CCAP partnership. Requires the data to include:
- a) The total number of high school students by schoolsite enrolled in each CCAP partnership, aggregated by gender and ethnicity, and reported in compliance with all applicable state and federal privacy laws.
 - b) The total number of community college courses by course category and type, and by schoolsite enrolled in by CCAP partnership participants.
 - c) The total number and percentage of successful course completions, by course category and type, and by schoolsite, of CCAP partnership participants.
 - d) The total number of full-time equivalent students generated by CCAP partnership community college district participants.
 - e) The total number of full-time equivalent students served online generated by CCAP partnership community college district participants. (EC 76004)
- 7) Establishes Middle College High Schools (MCHS). Requires each MCHS to be structured as a broad-based, comprehensive instructional program focusing on college preparatory and school-to-work curricula, career education, work experience, community service, and support and motivational activities. Authorizes the specific design of a MCHS to vary depending on the circumstances of the community college or school district. Requires the basic elements of the MCHS to include, but not be limited to, the following:
- a) A curriculum that focuses on college and career preparation;

- b) A reduced adult-student ratio;
 - c) Flexible scheduling to allow for work internships, community service experience; and
 - d) Opportunities for experiential internships, work apprenticeships, and community service. (EC 11300)
- 8) States that Early College High Schools (ECHS) are small, autonomous schools that blend high school and college into a coherent educational program. In ECHS, students begin taking college courses as soon as they demonstrate readiness, and the college credit earned may be applied toward completing an associate or bachelor's degree, transferring to a four-year university, or obtaining a skills certificate. (EC 11302)
- 9) Establishes the Golden State Pathways Program, a competitive grant program to:
- a) Promote pathways in high-wage, high-skill, high-growth areas that allow students to advance seamlessly from high school to college and career and provide the workforce needed for economic growth;
 - b) Encourage collaboration between local educational agencies (LEAs), institutions of higher education, local and regional employers, and other relevant community interest holders to develop, or expand the availability of, innovative college and career pathways that simultaneously align with an LEA's local or regional labor market needs;
 - c) Enable more students to access postsecondary education opportunities and workforce training opportunities, or to obtain gainful employment in an industry that simultaneously aligns with local, regional, or state labor market needs; and
 - d) Support the continued development of a skilled and educated workforce, with an emphasis on addressing areas of acute statewide need. (EC 53020-53025)
- 10) Requires the California Department of Education (CDE), in consultation with the office of the Chancellor, to, beginning on or before January 1, 2023, administer a competitive grant program to do all of the following:
- a) Enable more LEAs to establish either middle college or early college high schools that provide students with access to obtain college credits while enrolled in high school;
 - b) Provide incentives for LEAs to establish dual enrollment course opportunities, as specified; and
 - c) Enable LEAs with existing MCHS, ECHS, or CCAP partnerships to couple robust student advising and success supports with dual enrollment opportunities and establish outreach campaigns to promote dual enrollment for new or existing middle college or early college high schools or CCAP partnerships. Requires, for LEAs with CCAP partnerships, outreach to be focused toward families and students who may not be college bound or who are underrepresented in higher education. (EC 41585)

FISCAL EFFECT: Unknown

COMMENTS:

Need for the bill. According to the author, “The College and Career Access Pathways (CCAP) program was established to enable high school students to take college courses at their school sites, easing logistical barriers. CCAP is an invaluable resource for high school students, setting students up for success in both their academic and professional lives. Despite the benefits of dual enrollment programs, dual enrollment participation has not been equitable for all students. According to the California Community College Chancellor’s Office, participation rates were measured at 13.9% among white students, 10.9% among Latino students, and 10.8% among the socioeconomically disadvantaged.

AB 731 will ensure more equitable access to dual enrollment opportunities for all students by streamlining the application process so that a student completes only one application for the duration of their attendance at a community college as a unique part-time student participating in a CCAP agreement. This will avoid confusion of the application process and removes an unnecessary hurdle that limits access to dual enrollment opportunities. This bill will also authorize a Community College District to offer CCAP courses solely to high school students through either synchronous or asynchronous online modalities, which will give students the option to choose the online modality that works best for their learning style, schedule, and academic needs. Furthermore, this bill will eliminate the four community college courses per term limit to give students flexibility in meeting the current 15 unit cap on dual enrollment courses. By removing this restriction, students can accumulate more college credits while still in high school, easing the transition to college and reducing future tuition costs. Lastly, AB 731 will streamline the CCAP reporting requirements so that more outcome-driven data is collected in order to evaluate the program effectively.”

Assembly Higher Education Committee November 2024 Oversight Hearing. According to the AEHD Committee, for several years, Committee staff have heard from K-12 high school districts, community college districts, and educational stakeholders about the need to improve CCAP partnerships. While various iterations of amendments have occurred to the CCAP Education Code Section over the years, fundamental changes to dual enrollment have not transpired. The state continues to have a myriad of avenues by which dual enrollment can be provided to students, with most of the options being available to those pupils who are scholastically advanced. To learn more about dual enrollment and the changes stakeholders would like to see, the AHED committee held an oversight hearing on November 06, 2023 to understand the benefits and hindrances of dual enrollment programs. During the hearing, the AHED Committee heard from researchers, practitioners, and from both the CDE and the Chancellor’s Office as to how the state could assist in expanding dual enrollment opportunities for high school students throughout the state.

During the hearing, the AHED Committee learned of proposed changes to the CCAP program that would encourage equitable access across the State. The chart below demonstrates the changes to the CCAP program as prescribed by AB 731 (M. Fong) and the justification of the recommendation based on information gleaned from the November 2023 oversight hearing:

Change to the CCAP Program	Justification of the Recommendation
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Remove the Principal's approval of participation.	Researchers and stakeholders agreed that removing the Principal's approval for students to participate would remove unintended biases that could be contributing to the equity gaps in participation in dual enrollment programs. Principals do not have to approve if a student wishes to take an Advanced Placement course and therefore approval in dual enrollment programs should be removed to encourage equitable placement.
Require only one application from the student in order to participate in the CCAP partnership.	Some community colleges require participating high school students to reapply every year to participate in courses. This is a redundant practice as the student is already in the system as a CCC student and should not be required to reapply.
Clarify college courses offered pursuant to a CCAP partnership can be offered online or in person.	<p>One of the concerns raised by community colleges is the restraint of CCAP partnerships to only offer courses on the high school campus during the school day.</p> <p>During a site visit in the fall of 2023, Committee Staff learned that some high schools offer both a CCAP partnership and another form of dual enrollment in order to permit students to take college coursework after school.</p> <p>Students should be able to take the coursework at any time that fits within their schedule and the code should not prohibit them from being able to expand their academic knowledge.</p>
Removes the language prohibiting students from taking more than four CCC courses per term.	The language permitting students to take up to 15 units per term remains in code. Most community college courses are three units, and therefore, this bill would enable the number of courses to match the number of units.

By making all of the changes as highlighted above, AB 731 (M. Fong) would codify all of the recommendations from the November 2023 oversight hearing and would establish CCAP partnerships as the premier and primary dual enrollment program in the State this would help unify and streamline college coursework attainment for K-12 students regardless of the location of the high school.

AB 359 (Holden) of the 2023-24 Session would have updated the CCAP partnership language to address the concerns raised during the Assembly Committee on Higher Education Oversight hearing. This bill was vetoed by the Governor who stated:

While I support the author's goal of expanding access and removing barriers to dual enrollment opportunities, this bill creates significant General Fund costs that are not reflected in the state's current fiscal plan.

This bill includes selected updates to CCAP partnerships, also included in AB 359, which would require little to no fiscal cost to implement. The changes in this bill would streamline access for students by removing redundant enrollment barriers and provide additional access to a variety of class offerings.

Dual Enrollment. According to the United States Department of Education's Institute of Education Sciences Transition to College, What Works Clearinghouse Report of February 2017, dual enrollment programs allow high school pupils to take college courses and earn college credits while still attending high school. Historically, dual enrollment targeted higher-achieving students through Advanced Placement exams or attending community college to take advanced courses after the student had exhausted courses offered at their high school campus. However, within the last decade, policymakers and educators have utilized dual enrollment as a strategy to help more students earn college credit and ease the transition to college.

Such programs, also referred to as concurrent enrollment, dual credit, or early college programs, are designed to increase college access and degree attainment, especially for students typically underrepresented in higher education. According to the report, dual enrollment programs support college credit accumulation and degree attainment via at least three mechanisms:

- 1) Allowing high school students to experience college-level courses helps them prepare for the social and academic requirements of college while having the additional supports available to them as high school pupils (this could reduce the need for developmental coursework).
- 2) Students who accumulate college credits early and consistently are more likely to attain a college degree.
- 3) Many dual enrollment programs offer discounted or free tuition, which reduces the overall cost of college and may increase the number of low socioeconomic status students who can attend and complete college.

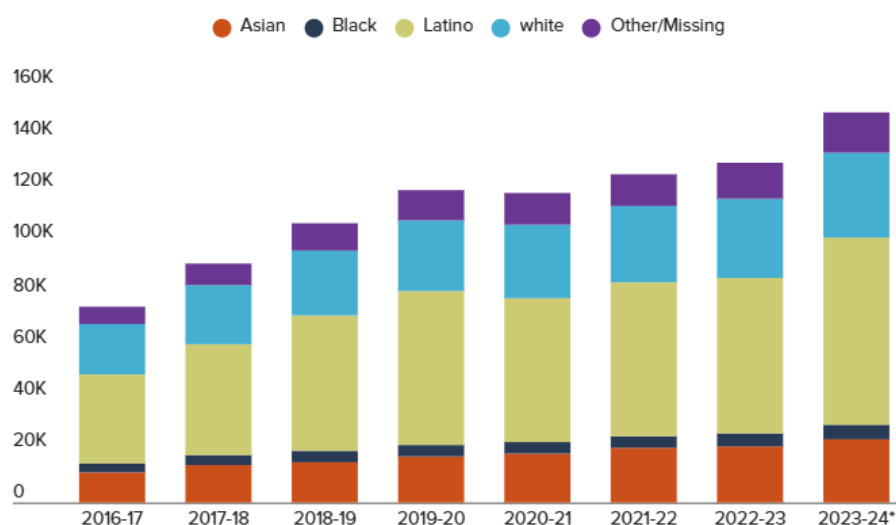
Dual enrollment in California. In California, four types of dual enrollment programs are authorized by the EC: 1) CCAP partnerships, 2) traditional dual enrollment pathways, 3) ECHS, and 4) MCHS. ***The Committee may wish to consider*** that a high school student may also elect to independently take college courses on their own time. However, this type of dual enrollment would not count towards dual credit (high school and college credit for the course).

Research from the UC Davis Wheelhouse in collaboration with the California Education Lab and Policy Analysis for California Education, found California has not only exceeded the national average of dual enrollment participation, but has increased dual enrollment participation from 11.3% in 2015-2016 to 18.2% in 2018-19. According to a 2024 PPIC fact sheet, *Dual Enrollment in California*, access to dual enrollment has historically been uneven and marked by

racial/ethnic disparities. Black students, who make up 5% of the class of 2023, are underrepresented in dual enrollment. Latino students, who make up 56% of the class of 2023, are underrepresented overall but better represented in CCAP (55%).

According to a 2021 policy brief from The Public Policy Institute of California (PPIC), *Dual Enrollment in California*, more than 112,000 California high school students graduating in the 2019–20 school year participated in dual enrollment—an increase of 56% from 2015–16. Enrollment in dual enrollment leveled off during the COVID-19 pandemic, but in the last several years, participation has rebounded, reaching nearly 150,000 students or about 30% of the high school class of 2024, as shown in Figure 1. After high school, students who participated in dual enrollment enroll at two- and four-year colleges at higher rates compared to all high school graduates.

Figure 1: Participation in Dual Enrollment at Community Colleges has Been Growing



Source: PPIC

In California, high school students or their parents can petition their school board for permission to attend college courses on a college campus for dual credit via traditional dual enrollment or a CCAP partnership agreement. Traditional dual enrollment permits a high school student to attend a CCC as a special part-time or full-time student on the recommendation of the high school principal. A student can take up to 11 units per term, and the high school receives full funding (full average daily attendance) for a student who enrolls in 240 minutes of high school coursework, while colleges can claim apportionment funding. How students divide their time and the structure of the programs vary by school district and CCC. For example, a CCC might enter a formal partnership with a high school district, or a student may take a college-level course independently. The total number of “traditional dual enrollment pathways” is unknown in California.

According to a 2023 PPIC policy brief, *Improving College Access and Success through Dual Enrollment*, “the use of online dual enrollment is considered a strategy that helps boost access, especially for rural students and for those who might otherwise have scheduling conflicts.” The academic outcomes of those who participate in dual enrollment vary across demographic groups and geographical regions, according to a 2024 PPIC fact sheet, *Dual Enrollment in California*.

The same equity gaps in participation exist in credit completion, with Black and Latinx students both completing fewer college credits than their Asian peers. For the class of 2023, the following are the outcomes by geographical region:

Figure 2. California Dual Enrollment Outcomes, by Region, 2023

Region of the State	Average credits completed	% of completing 12 or more units	# college credentials awarded	# of associate degrees awarded:
Central Valley/Mother Lode	10	5%	683	469
Inland Empire/Desert	8	4%	285	137
Los Angeles/Orange County	7	3%	814	426
North/Far North	8	3%	122	97
San Diego/Imperial	7	1%	22	0
San Francisco/Bay Area	8	3%	3030	205
South Central Coast	9	3%	209	164

Source: PPIC

A contributing factor to the variations in participation in demographic groups and across the state, is the lack of a statewide mandate requiring high school districts to offer dual enrollment. In a 2022 50 state comparison, the Education Commission of the States found that 31 states have a mandate requiring high schools to provide dual enrollment courses. According to a 2024 Community College Research Center, Teachers College, Columbia University essay, *How Many Students Are Taking Dual Enrollment Courses In High School? New National, State, and College-Level Data*, the majority of the states with mandates had higher rates of dual enrollment participation than California.

College and Career Access Pathways (CCAP) partnerships. In an effort to expand the availability of dual enrollment programs to more students, AB 288 (Holden), Chapter 618, Statutes of 2015, created another category of special admit options, the CCAP. The entire premise of CCAP partnerships was to provide expanded opportunities to students who are underrepresented in higher education or who are not currently on an academic path to qualify for college admission. The goals of CCAP partnerships include:

- 1) Provide students with a seamless educational pathway from high school to community college for either career technical education or degree transfer;
- 2) Improve high school graduation rates; and,

3) Help high school students achieve college and career readiness skills.

In order to establish a CCAP partnership, the governing board of a CCC district and the governing board of a school district (or governing body of a charter school) enter into a formal agreement. The intent of this new pathway is to serve lower achieving students in an effort to reduce remediation, increase degree completion, decrease time to earn a degree, and stimulate interest in higher education among high school students who may not already be college bound or who are underrepresented in higher education. The program was structured to authorize a model more like the Long Beach Promise, which offers dual enrollment as a pathway, rather than a series of disconnected individual courses, and to provide greater flexibility in the delivery of courses at the high school campus.

The CCAP partnership authorization provides two incentives to form partnerships:

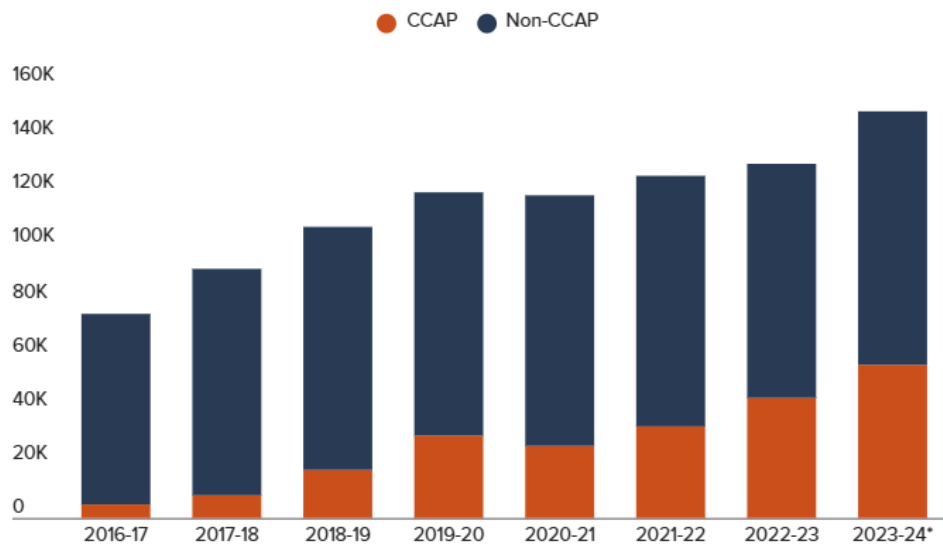
- 1) Colleges may receive apportionment for providing courses on a high school campus specifically for high school students, that is otherwise closed to the public.
- 2) Students may take up to 15 units per semester. In non-CCAP dual enrollment, the maximum remains 11 units per semester.

In exchange for the greater flexibility, CCAP partners must meet a variety of requirements relative to instructors, job displacement, preserving access for adult students, and allowances and apportionments. Current law provides an articulated plan by which high schools and community colleges agree to offer community college courses to high school students on either a high school or a college campus. The courses are offered during the K-12 school day and are provided free of charge to students. Students can participate in up to 15 units per semester. Unlike the ECHS and MCHS, CCAP partnerships are not eligible for a reduced minimum day in order to receive full apportionment. Students must be enrolled in 240 minutes a day in order for the high school to receive full apportionment.

In order to participate, a student must receive a recommendation from their high school principal, obtain parental consent, and apply to the partnering community college. The student is able to enroll in community college courses offered as articulated by the CCAP partnership. The CCAP partnerships agreement is required to include the specified courses offered to students, the nature, time, and location of the courses, protocols for information sharing and the use of joint facilities, and the employment of the dual enrollment teachers.

The outcome of the agreement is a streamlined process by which the CCC and high school partner to provide college courses to students that would reduce the time to degree for the student upon entry to higher education. Participation in all dual enrollment programs, including CCAP partnerships, has nearly doubled in the last decade, as demonstrated in Figure 3.

Figure 3. Participation in Dual Enrollment, CCAP vs non-CCAP



Source: PPIC

Figure 4 highlights the major difference between traditional dual enrollment and CCAP.

Figure 4: Comparing Traditional Dual Enrollment with CCAP

	Traditional Dual Enrollment	CCAP
Target Population	Typically advanced high school students who are college bound.	High school students “who may not already be college bound or who are underrepresented in higher education.”
Location of Classes	Typically a CCC campus.	Typically a high school campus.
Instructor	Regular CCC faculty.	High school teachers meeting CCC faculty qualifications or regular CCC faculty.
CCC Apportionment Funding	College can claim only if class is open to the general public.	College can claim even if class is restricted to high school students.
Enrollment Fee	Colleges may charge students (though fee typically is waived).	Colleges are prohibited from charging students.
Textbooks and Supplies	Students generally are required to purchase.	Schools/colleges must provide to students free of charge.
Number of CCC Districts Participating	All 72 local CCC districts.	51 CCC districts with local agreements (2020).
Minimum Instructional Hours Per Day for High Schools to Claim ADA Funding	Four hours.	Three hours.
ADA = average daily attendance.		

Source: Legislative Analyst’s Office

Every year, the Chancellor of CCC is required to provide a report on the number of enrolled students and the academic outcomes of those who elect to participate in CCAP partnerships. The last published report contains data from the 2021-2022 academic year and indicates 67,914 students participated in dual enrollment courses across 73 CCAP partnerships; and, those students successfully completed 106,887 college-level courses.

Other dual enrollment programs. There are two additional dual enrollment programs available to high school students, including a MCHS and an ECHS.

A MCHS is a public high school located on a community college campus. It represents a highly effective collaborative effort between local school districts and community colleges to provide an alternative learning environment to select at-risk high school students who are performing below their academic potential. Students enroll in a MCHS for 11th and 12th grades and graduate

with a high school diploma and up to 44 units worth of college credits. Currently, there are 14 MCHS operating throughout the state.

Similar to a MCHS, an ECHS allows students to earn college credit while enrolled in high school; however, an ECHS is a partnership between a charter or non-charter public high school and a local community college, the CSU, or the UC which enables students to earn a high school diploma and two years of college credit in four years or less. Students enrolled in an ECHS are limited to enrolling in up to 11 college course units per semester. According to the CDE, there are 20 ECHS located throughout the state.

Outcomes for students participating in dual enrollment programs. According to a 2017 U.S. Department of Education Institute of Education Sciences review of analyses of dual enrollment programs, *What Works Clearinghouse Intervention Report: Dual Enrollment Programs*, dual enrollment programs have positive and significant effects on students' college degree attainment, college access and enrollment, credit accumulation, completing high school, and general academic achievement in high school, with a medium to large extent of evidence.

A 2013 Educational Evaluation and Policy Analysis research article, *The Impact of Dual Enrollment on College Degree Attainment: Do Low-SES Students Benefit?*, used a nationally representative sample of students who began postsecondary education in 2003, and found that students who took dual enrollment courses were 10% more likely to complete a Bachelor's degree than their peers who did not participate in dual enrollment. The benefits were even greater (12%) for students whose parents never attended college.

According to a 2021 Public Policy Institute report, *Dual Enrollment in California: Promoting Equitable Student Access and Success*, there are racial disparities in access to dual enrollment classes in California. Although an increasing number of students of all races are participating in dual enrollment, the demographics of dual enrollment are not proportional to overall high school enrollments. Latino students account for 55% of high school enrollment in California, but only 45% of students in dual enrollment are Latino. Black students are also underrepresented, while white and Asian students are overrepresented. Student academic outcomes are also disparate. Black and Latino students have a grade point average of 2.9, while white and Asian students have grade point averages of 3.2 and 3.4, respectively. On average, Black and Latino students also earn fewer units than their white and Asian peers. According to a 2024 Community College Research Center, Teachers College, Columbia University essay, *How Many Students Are Taking Dual Enrollment Courses In High School? New National, State, and College-Level Data*, *How Many Students Are Taking Dual Enrollment Courses In High School? New National, State, and College-Level Data*, a higher percentage of dual enrollment students graduated with a bachelor's degree when compared with non-dual enrollment students.

The Budget Act of 2023 provided funding to support dual enrollment. The Budget Act of 2023 (Chapter 52, Statutes of 2022) included two proposals to support dual enrollment. The Golden State Pathways Program is a new competitive grant program intended to improve college and career readiness. Grantees will be required, as it relates to dual enrollment, to provide high school students a program that includes the opportunity to earn at least 12 college credits; provide articulated pathways from high school to postsecondary education and training that are aligned with regional workforce needs, and collaborate with other entities—such as institutions of higher education and employers—to increase the availability of college and career pathways that address regional workforce needs. Of the \$500 million allocated for the program, at least

\$425 million is to be used for implementation grants to support grantees to collaborate with their program partners, up to \$50 million is for regional consortium development and planning grants (for grantees to collaboratively plan with their program partners), and up to \$25 million can be used for CDE to contract with up to ten LEAs to provide technical assistance to grantees.

The 2023 Budget Act also included \$200 million for the Dual Enrollment Funding Opportunity Program, a competitive grant program aimed at increasing programs that provide high school students with access to college level courses. Of this amount, \$100 million is available for LEAs to apply for one-time grants of up to \$250,000 for planning and starting middle and early college high schools on K-12 school sites. The remaining \$100 million is available for one-time grants of up to \$100,000 to establish CCAP agreements that allow students to take some community college courses at their high school. Priority will be given to LEAs with at least half of their student population consisting of English learner students, as well as those that have higher than the state average rates of high school dropouts, suspensions or expulsions, child homelessness, foster youth, or justice-involved youth.

Arguments in support. Hispanics Organized for Political Equality (HOPE) writes, “AB 731 removes student-level barriers to ensure that all students can equitably access, benefit, and participate in CCAP dual enrollment programs. Among other things, AB 731 streamlines the current application process, removes the existing requirement that the school principal approve the dual enrollment application, and provides flexibility in how students meet the 15-unit course cap. It also builds on AB 368 (Holden, 2022), which HOPE co-sponsored, by reframing existing reporting requirements for dual enrollment programs so that they are outcome-driven and are leveraged to assess how dual enrollment participation is translating into certificates, transfers and success for students. Together, these reforms enhance access to dual enrollment programs and provide the state with tools to develop data-informed evaluations of our dual enrollment efforts.”

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

- Require, when adopting regulations, the CCC Board of Governors to ensure comprehensive support services are provided to high school students dually enrolled in asynchronous courses. Require these services to include, but not be limited to, academic counseling, online tutoring, technical assistance, orientation, access to office hours, progress monitoring, and student success workshops. Require each community college, as well as each school district, COE, or charter school participating in the CCAP partnership to each designate a liaison responsible for coordinating with the partnering entity to ensure consistent communication and issue resolution.

As students increasingly participate in asynchronous college courses through dual enrollment, it is essential that the supports provided match their unique developmental, academic, and social-emotional needs. While asynchronous courses offer flexibility and expanded access to college-level learning, they also present distinct challenges for younger students who may lack prior experience with independent, online learning.

Related legislation. AB 988 (Fong) of the 2025-26 Session would establish a Dual Enrollment Framework Advisory Board charged with developing recommendations for a statewide dual enrollment framework designed to provide universal access to dual enrollment courses to all public high school students in the state.

AB 1122 (Bryan) of the 2025-26 Session would require, by the 2029-30 academic year, every LEA that serves high school students to be required to offer a specified dual enrollment program in partnership with a community college district.

SB 438 (Cabaldon) of the 2025-26 Session would reduce the 240 minute minimum schoolday requirement to 180 minutes for pupils enrolled under a CCAP partnership.

AB 359 (Holden) of the 2023-24 Session would have amended the dual enrollment program, CCAP partnerships to align with best practices from other dual enrollment programs and to streamline access to dual enrollment for K-12 students throughout the state. This bill was vetoed by the Governor, with the following message:

While I support the author's goal of expanding access and removing barriers to dual enrollment opportunities, this bill creates significant General Fund costs that are not reflected in the state's current fiscal plan.

AB 368 (Holden), Chapter 521, Statutes of 2023, requires community colleges who participate in CCAP partnerships to provide priority registration for participating high school students. Adds clarity to existing sections of the CCAP partnerships by providing a definition for "underrepresented in higher education" and that courses offered in CCAP partnerships may be provided to students on either a high school campus or a community college campus.

AB 2617 (Holden) of the 2021-22 Session would have established a grant program administered by the CDE for the purpose of increasing participation in dual enrollment programs at designated LEAs. This bill was held in the Senate Appropriations Committee.

AB 102 (Holden), Chapter 902, Statutes of 2022, authorizes COEs to enter into CCAP partnerships with the governing board of CCC districts, and removes the sunset date for the CCAP partnerships.

AB 181 (Committee on Budget), Chapter 52, Statutes of 2022, the Budget Act of 2023 included funding for two programs to support dual enrollment: \$500 million for the Golden State Pathways Program, and \$200 million for the Dual Enrollment Funding Opportunity Program, a competitive grant program aimed at increasing programs that provide high school students with access to college level courses.

AB 103 (Holden) of the 2021-22 Session would have required the CDE and the CCCCCO, in consultation with experts in the field of CCAP partnerships, to identify best practices for CCAP partnerships and appropriate financial incentives for school districts and community college districts to participate in CCAP partnerships, and to distribute the best practices to school districts and community college districts on or before September 1, 2023. The bill would have also required, on or before September 1, 2023, the CDE and the CCCCCO, in consultation with experts in the field of CCAP partnerships and other key stakeholders, to develop a statewide pupil- and parent-centered communication and marketing strategy that includes specified outreach and information, in order to increase the visibility of the CCAP partnerships for all secondary pupils in California. This bill was held in the Assembly Higher Education Committee.

AB 30 (Holden), Chapter 510, Statutes of 2019, streamlines the process for developing CCAPs, in part, by: changing the conditions of how CCAP partnership agreements may be adopted, authorizing high school pupils to complete only one community college application for the

duration of their attendance, as specified, and, extending the sunset of the CCAP partnership from January 1, 2022, to January 1, 2027.

SB 586 (Roth), Chapter 529, Statutes of 2019, requires the governing board of a school and CCC district, as part of a career technical education CCAP partnership, to consult with the appropriate local workforce development board to determine the extent to which the pathway is aligned with regional and statewide employment needs.

AB 2019 (Holden) of the 2019-20 Session would have expanded participation in CCAP partnerships to county offices of education. This bill was held in the Senate Appropriations Committee.

AB 1729 (Smith), Chapter 784, Statutes of 2019, exempts additional high school students from counting toward the 5% enrollment cap imposed on summer community college courses and requires students to meet and enroll in courses that meet specified conditions.

AB 1809 (Committee on Budget), Chapter 33, Statutes of 2018, authorizes charter schools to enter into a CCAP with the governing board of a CCC district.

AB 2891 (Holden) of the 2017-18 Session would have authorized the governing body of a charter school to enter into a CCAP partnership with the governing board of a CCC district, which allows high school students to concurrently enroll in community college courses. This bill was held in the Assembly Appropriations Committee.

AB 2364 (Holden), Chapter 299, Statutes of 2016, requires a community college district to exempt all special part-time students, as specified, from nonresident fees and allows these students to be reported as resident FTES to receive associated state apportionments.

AB 288 (Holden), Chapter 618, Statutes of 2015, authorizes the governing board of a CCC district to enter into a CCAP partnership with the governing board of a school district in its immediate service area, with the goal of developing seamless pathways from high school to CCC in order to offer or expand dual enrollment opportunities for students who may not be college bound or who are underrepresented in higher education; and, outlines the conditions that must be met prior to the adoption of the CCAP agreement. Requires, on or before January 1, 2021, the CCC Chancellor to report to the Legislature, an evaluation of the CCAP partnerships, an assessment of trends in the growth of special admits system-wide and by campus, and, based upon the data collected recommendations for program improvements.

AB 1451 (Holden) of the 2013-14 Session was similar in nature to AB 288 of the 2015-16 Session. This bill was held in the Senate Appropriations Committee.

AB 1540 (Hagman) of the 2013-14 Session would have specified that the governing board of a school district may authorize a pupil, at the recommendation of the community college dean of a computer science department or other appropriate community college computer science administrator, and with parental consent, to attend a community college during any session or term as a special part-time student and to undertake one or more computer science courses offered at the community college. This bill was held in the Assembly Appropriations Committee.

AB 2352 (Chesbro) of the 2013-14 Session would have removed ECHS and MCHS students concurrently enrolled at a CCC from receiving low priority admission status. This bill was held in the Senate Appropriations Committee.

REGISTERED SUPPORT / OPPOSITION:

Support

Alameda County Office of Education
Alliance for a Better Community
Asian Americans Advancing Justice Southern California
CA Edge Coalition
California Chamber of Commerce
Californians Together
Campaign for College Opportunity
Career Ladders Project
CFT- a Union of Educators & Classified Professionals, AFT, AFL-CIO
College for All Coalition
Community College League of California
Community Prosperity & Ownership
Consejo De Federaciones Mexicanas (COFEM)
EdTrust-west
EdVoice
Empowering Pacific Islander Communities (EPIC)
First Gen Empower
Hispanas Organized for Political Equality
Immigrants Rising
Kid City Hope Place
Los Angeles Urban Foundation
Mission Graduates
Napa Valley College
Nextgen California
San Jose-evergreen Community College District
Sierra Sands Unified School District
Southern California College Attainment Network
The Education Trust - West
UC Student Association
Young Invincibles

Opposition

None on file

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