

Date of Hearing: April 30, 2025

ASSEMBLY COMMITTEE ON EDUCATION

Al Muratsuchi, Chair

AB 988 (Fong) – As Amended April 10, 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: statewide dual enrollment framework: advisory board

SUMMARY: Establishes a Dual Enrollment Framework Advisory Board (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. Specifically, **this bill:**

- 1) Establishes the advisory board to provide input and feedback to the Superintendent of Public Instruction (SPI).
- 2) Requires SPI, in collaboration with the advisory board, to develop a statewide dual enrollment framework to provide guidance for how dual enrollment programs should operate in the state to reach all of the following goals:
 - a) Developing seamless pathways from high school to public postsecondary educational institutions;
 - b) Helping high school pupils achieve college and career readiness; and
 - c) Providing universal access to dual enrollment courses to all public high school pupils.
- 3) Requires the advisory board membership to be composed of all the following:
 - a) Three K–12 credentialed teachers, selected through an application process by the Superintendent, who have taught dual enrollment courses, as specified;
 - b) One K–12 administrator;
 - c) One high school counselor;
 - d) One representative from, and selected by, the California College Guidance Initiative (CCGI);
 - e) One community college faculty member, selected by the association representing community college faculty in California, who has taught dual enrollment courses through a College and Career Access Pathways (CCAP) partnership;
 - f) One representative from, and selected by, the Academic Senate for California Community Colleges (CCC);

- g) One representative from, and selected by, the Academic Senate of the California State University (CSU);
 - h) One CCC administrator selected by the association representing CCC districts;
 - i) The Chancellor of the CCC (CCCCO), or the chancellor's designee;
 - j) The Chancellor of the CSU, or the chancellor's designee;
 - k) The President of the University of California (UC), or the president's designee; and
 - l) Four members of the public appointed by the Legislature: two public members who have expertise in dual enrollment in California appointed by the Speaker of the Assembly, and two public members who have expertise in dual enrollment in California appointed by the President Pro Tempore of the Senate.
- 4) Requires, in developing the statewide dual enrollment framework, the SPI and the advisory board to do all of the following:
- a) Review existing laws, policies, and efforts in California and other states on dual enrollment, course choice, pupil remediation, articulation and transfer, and transition courses;
 - b) Consider any dual enrollment recommendations from recent research reports on dual enrollment in California;
 - c) Consult with K–12 regional consortia, school districts, CCC, and postsecondary educational institutions that have successful dual enrollment programs; and
 - d) Seek to simplify the dual enrollment programs that school districts, county offices of education (COEs), and charter schools offer by providing a guide of best practices that CCAP partnerships, Early College High Schools (ECHS), and Middle College High Schools (MCHS) should follow in California. Requires the guide of best practices to address all of the following:
 - i) Funding needs, including addressing the issue of funding the local educational agency (LEA) and the partnering public postsecondary educational institution;
 - ii) Funding sources;
 - iii) Course content requirements;
 - iv) The number and type of courses and course sequences that should be offered to high school pupils;
 - v) Instructor qualifications to provide quality dual enrollment courses;
 - vi) A method for evaluating the effectiveness of dual enrollment programs, including how to define effectiveness;

- vii) A determination of how dual enrollment instructors are hired and paid by the participating LEA or public postsecondary educational institution;
 - viii) A method for diversifying, expanding, and supporting the qualified instructor pool; and
 - ix) A process to accomplish all of the following for dual enrollment courses: courses are certified as meeting the A-G admissions requirements of the UC and the CSU, courses and course grades are recorded on a student's permanent high school and postsecondary academic transcripts, and dual credit is offered for all successfully completed courses.
- 5) Requires the California Department of Education (CDE) and the Chancellor's Office to provide staff support to the advisory board.
- 6) Requires, by January 1, 2027, the SPI to submit the dual enrollment framework to the Assembly Committee on Higher Education, the Assembly Committee on Education, and the Senate Committee on Education, contingent upon the enactment of another statute for those purposes.
- 7) Defines the following:
- a) "Dual credit" to mean high school credit earned toward graduation and transferable college credit;
 - b) "LEA" to mean a school district, COE, or charter school; and
 - c) "Public postsecondary educational institutions" means the UC, the CSU, and the CCC.
- 8) Repeals these requirements as of January 1, 2030.

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 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 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 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 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 CDE, in consultation with the CCCCCO, 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, “AB 988 establishes the Dual Enrollment Framework Task Force to develop recommendations on a statewide dual enrollment framework designed to provide universal access to dual enrollment courses to all public high schools. Under the jurisdiction of the Superintendent of Public Instruction and the Chancellor of the California Community Colleges, the Dual Enrollment Framework Task Force will review existing policies and develop recommendations that will provide a cohesive, effective, and sustainable dual enrollment system across the state. AB 988 will ensure that all students have the support and resources they need to access and succeed in dual enrollment programs, making post-secondary education more inclusive and accessible for everyone.”

Key provisions of the bill. This bill would require the CCC and the CDE to work in collaboration to establish a statewide report on how to improve dual enrollment offerings with the hope of increasing participation and educational outcomes, specifically by establishing a diverse advisory board, the creation of a dual enrollment framework, and identification of best practices.

California is unique in having an array of diverse dual enrollment modalities for high school students. However, the proliferation of choices has led to some confusion among students, and the staff in both K-12 and institutions of higher education supporting students interested in pursuing dual enrollment as it relates to program requirements, funding opportunities, and program goals. California’s dual enrollment programs should be evaluated to ensure the programs are contributing to the academic success of students. Without a statewide guide or framework, the assortment of dual enrollment programs will continue to exist without accountability or data to ensure their efficacy.

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:

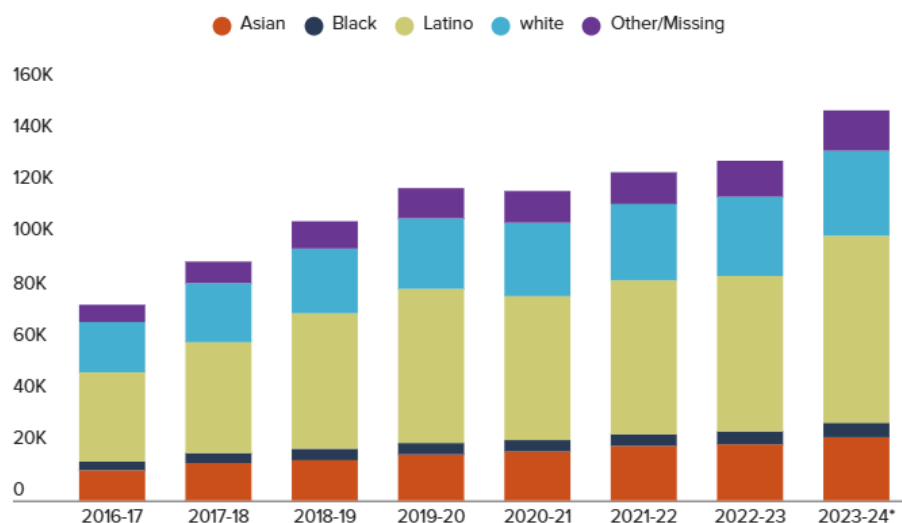
- 1) Allowing high school students to experience college-level courses helps them prepare for the social and academic requirements of college while having the additional supports available to them as high school pupils (this could reduce the need for developmental coursework).
- 2) Students who accumulate 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:

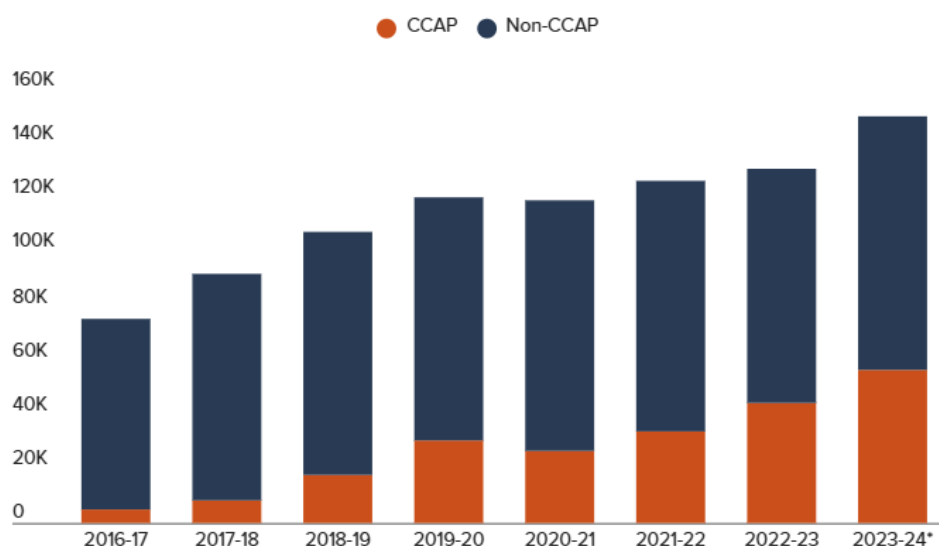
- 1) Colleges may receive apportionment for providing courses on a high school campus specifically for high school students, that is otherwise closed to the public.
- 2) Students may take up to 15 units per semester. In non-CCAP dual enrollment, the maximum remains 11 units per semester.

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. EdVoice writes, “AB 988 takes an important step toward equity by bringing together stakeholders across K-12 and higher education to create a shared vision and actionable recommendations for a more streamlined, accessible, and accountable dual enrollment system. We especially commend the bill’s focus on: universal access to dual enrollment courses; clear articulation and credit recognition across institutions; support for expanding the instructor pool; recognition and accountability mechanisms to reward successful dual enrollment efforts; and alignment with equity-focused state goals and plans, including the Master Plan for Career Education and Vision 2030. By establishing a comprehensive framework that brings clarity, consistency, and coordination, AB 988 will ensure more students can benefit from dual enrollment opportunities that support their academic and career goals.”

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

- Add consultation with COEs and charter schools to the list of entities the SPI and the dual enrollment advisory board are required to consult with when developing the statewide dual enrollment framework.

Related legislation. AB 731 (M. Fong) of the 2025-26 Session would remove a requirement for a principal recommendation in order for a student to participate in a CCAP partnership, would require 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, and would clarify that CCAP courses offered by a community college may use a synchronous or asynchronous format, and would require additional data collection.

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

California Chamber of Commerce
California Community Colleges, Chancellor's Office
California Community Foundation
CFT - a Union of Educators & Classified Professionals, AFT, AFL-CIO
EdTrust-west
EdVoice
Los Angeles Unified School District
The Education Trust - West

Opposition

None on file

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