

Date of Hearing: January 12, 2022

ASSEMBLY COMMITTEE ON EDUCATION
Patrick O'Donnell, Chair
AB 102 (Holden) – As Amended January 3, 2022

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

SUBJECT: Pupil attendance at community colleges: College and Career Access Pathways partnerships: county offices of education

SUMMARY: Authorizes county offices of education (COEs) to enter into College and Career Access Pathways (CCAP) partnerships with the governing board of California Community College (CCC) districts, and removes the sunset date for the CCAP partnerships. Specifically, **this bill:**

- 1) Removes the CCAP sunset date of January 1, 2027.
- 2) Authorizes the governing board of a CCC district to enter into a CCAP partnership with the governing board of a COE for the purpose of offering or expanding dual enrollment opportunities for pupils 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 pupils achieve college and career readiness.
- 3) Defines “high school” to include a community school, continuation high school, or juvenile court school.
- 4) Requires the governing board of a COE when entering into a CCAP partnership to do the following:
 - a) Consult with, and consider the input of the appropriate local workforce development board to determine the extent to which the pathways are aligned with regional and statewide employment needs; and,
 - b) Present, take comments from the public on, and approve or disapprove the CCAP partnership agreement at an open public meeting of the COE governing board.
- 5) Requires the CCAP partnership agreement to identify a point of contact for the participating CCC and the participating COE.
- 6) States that a CCC district may enter into an agreement with a COE outside its service area as long as there exists an established agreement permitting the CCAP partnership between the local CCC and the CCC district seeking the CCAP partnership.
- 7) Requires that both the CCC district and the COE comply with local collective bargaining agreements and all state and federal reporting requirements regarding the qualifications of teachers and faculty who teach a CCAP partnership course.

- 8) Requires that the CCAP partnership agreement include whether the CCC district or COE will be the employer of record for purposes of assignment monitoring and reporting to the COE, and which will assume reporting responsibility pursuant to federal teacher quality mandates.
- 9) Requires that any remedial course taught by CCC faculty on a high school campus be offered to high school pupils who do not meet grade 10 or 11 level standards as determined by the COE. These courses will be the result of a collaborative effort between high school and CCC faculty to deliver innovative remediation courses for the purpose of ensuring the student is prepared for college-level work upon graduation.
- 10) Prohibits the duplication of state funding for instructional activity provided to a student participating in a CCAP agreement.
- 11) Requires that a high school student, identified as a special part-time or full-time student at the CCC, who attends a CCAP agreement course is credited or reimbursed as specified, if the participating COE has not received funding for the same instructional activity.
- 12) Requires the Chancellor of the CCC to annually collect data from the CCCs and COEs participating in a CCAP partnership. Requires the data to include:
 - a) The total number of high school pupils by school site enrolled in each CCAP partnership, disaggregated by gender and ethnicity;
 - b) The total number of CCC courses taken by CCAP partnership participants disaggregated by category, type, and school site;
 - c) The total number and percentage of courses successfully completed by CCAP partnership participants disaggregated by course category, type, and school site;
 - d) The total number of full-time equivalent students generated by the CCAP partnership community college district participants; and,
 - e) The total number of full-time equivalent students served online by the CCAP partnership college district participants.
- 13) Makes clarifying and technical changes.

EXISTING LAW:

- 1) Authorizes a student to undertake courses at a community college 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 work. 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.
- 2) Stipulates that summer courses may be offered if a student has met specified conditions and if 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 until January 1, 2027:

- a) Courses which are part of a College and Career Access pathway and meet specified criteria; or
 - b) Courses which are lower division, college-level courses that are either a college-level course that are part of the Intersegmental General Education Transfer Curriculum or applies towards the general education requirements of the CSU; or,
 - c) Courses which are a college-level occupational course, as defined. (Education Code (EC) 48800)
- 3) Authorizes, until January 1, 2027, the governing board of a CCC district to enter into a CCAP partnership with the governing board of a school district or the governing body of a charter school for the purpose of offering or expanding dual enrollment opportunities for pupils 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 pupils achieve college and career readiness.
- 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. The governing boards or body shall:
- 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.
- 5) Requires the CCC Chancellor's Office to report to the Department of Finance (DOF) and Legislature annually on the amount of full-time equivalent students (FTES) claimed by each CCC district for high school pupils 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, current law 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 of the CCC, on or before January 1, 2021, 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 Superintendent of Public Instruction (SPI). Requires Chancellor of the CCC 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 pupils by school site enrolled in each CCAP partnership, disaggregated by gender and ethnicity;
- b) The total number of CCC courses taken by CCAP partnership participants disaggregated by category, type, and school site;
- c) The total number and percentage of courses successfully completed by CCAP partnership participants disaggregated by course category, type, and school site;
- d) The total number of FTEs generated by the CCAP partnership community college district participants; and,
- e) The total number of full-time equivalent students served online by the CCAP partnership college district participants (EC Section 76004).

FISCAL EFFECT: Unknown

COMMENTS:

Need for the bill. According to the author, “Research has demonstrated that dual enrollment students are more likely to enter college, persist to completion, and graduate. The positive effects of dual enrollment on college degree attainment are more pronounced for low-income students than their more affluent peers. AB 102 ensures that dual enrollment continues to be available to California students, including youth involved in the juvenile justice system, as an approach to close the persistent achievement and equity gap. AB 102 shows a commitment to expanding and improving CCAP. This program yields public savings by reducing the time it takes to earn a college degree and improving the efficiency and effectiveness of higher education.”

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:

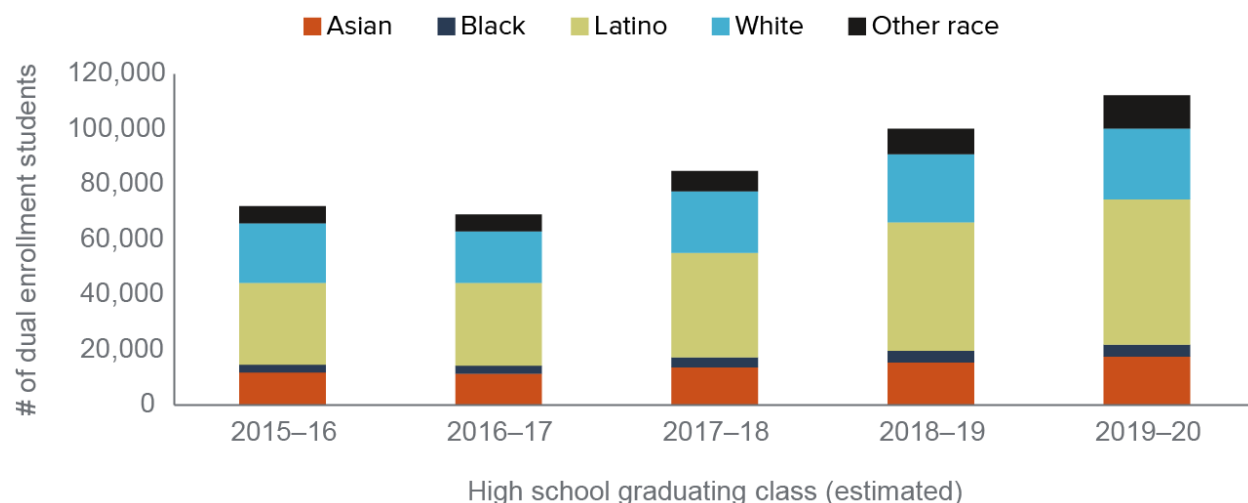
- 1) Allowing high school students to experience college-level courses helps them prepare for the social and academic requirements of college while having the additional supports available to them as high school pupils (this could reduce the need for developmental coursework).

- 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.

In August 2019, the National Center for Education Statistics published findings from the *High School Longitudinal Study of 2009*. The data collected represented a cohort national study of the course taking behavior of high school students from 2009 to 2013. The study found 89% of high schools in the nation offer dual enrollment programs, but only 11% of students participated in dual enrollment programs. Recent 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 enrolment participation, but has increased dual enrollment participation from 11.3% in 2015-2016 to 18.2% in 2018-2019.

According to a 2021 policy brief from The Public Policy Institute of California, *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. The growth is attributed in part to the authorization of CCAPs in 2016 and higher Latino student participation. 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.

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



Source: PPIC

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. 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. According to information provided by the author's office, 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.

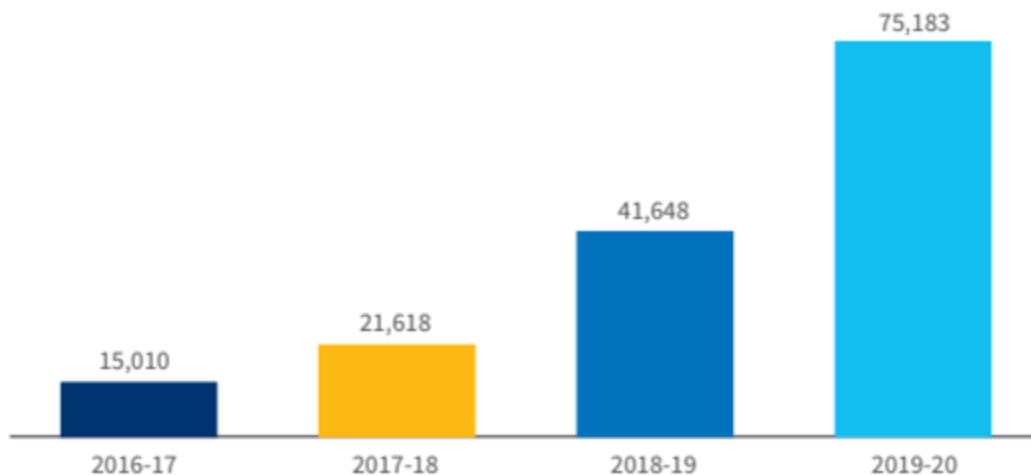
The CCAP partnership authorization provides two incentives to form partnerships:

- 1) To colleges: Colleges may receive apportionment for providing courses on a high school campus specifically for high school students is and otherwise closed to the public.
- 2) To students: 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. While CCC districts may operate a dual enrollment partnership through an early college high school or middle college high school, they are prohibited from operating as a CCAP partnership unless they comply with the established provisions. Currently, there are 83 CCAP partnerships throughout the state.

CCAP Legislative Report. In April, the California Community College Chancellor’s Office (CCCCO) released the legislative report required by AB 30 of the 2019-20 Session. Dual enrollment is growing overall and in terms of student participation; however, the number of community colleges participating in CCAP remains limited. The Chancellor’s Office estimates that 37.5% of students participating in dual enrollment as all special admits were in CCAP partnerships.

Table 2: CCAP Dual Enrollment



Source: CCAP Annual Reports

Source: CCCCCO College and Career Access Pathways Legislative Report

The report includes several recommendations, including eliminating the sunset date for CCAP partnerships, as this bill proposes. The CCCCCO believes that eliminating the sunset date will

allow CCAP partnerships to continue and mature, as well as remove any worry that new partnerships will have to start from scratch in a few years.

Arguments in support. According to the Office of the Riverside County Superintendent of Schools, “We support efforts to continue the development of school and community college district partnerships to offer dual enrollment opportunities to a broader range of students. Achieving the state’s goal of improved student success relies, in part, on developing innovative strategies that support the academic preparation and achievement of California’s high school graduates. To this end, CCAP partnerships focus on developing seamless pathways from high school to community college that help high school students achieve college and career readiness and that address remedial coursework when they pursue their higher education goals.”

Related legislation. 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 the Higher Education trailer bill authorizes charter schools to enter into a CCAP with the governing board of a CCC district.

AB 2891 (Holden) of 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 on the Assembly Appropriations Committee.

AB 2352 (Chesbro) of the 2013-14 Session, would have removed early and middle college high school 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

AFSCME, AFL-CIO
American Subcontractors Association-California
Association of California Community College Administrators
California Charter Schools Association
California Community Colleges, Chancellor's Office
Community College League of California
John Burton Advocates for Youth
Los Angeles County Office of Education
Office of The Riverside County Superintendent of Schools
Pasadena Area Community College District
Riverside Community College District
Riverside County Public K-12 School District Superintendents
San Joaquin County Office of Education
San Jose-Evergreen Community College District
Southwestern College
The Education Trust - West
Youth Law Center

Opposition

None on file

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