

Date of Hearing: April 9, 2024

ASSEMBLY COMMITTEE ON HIGHER EDUCATION

Mike Fong, Chair

AB 2588 (Chen) – As Amended April 1, 2024

**SUBJECT:** College readiness programs: study

**SUMMARY:** Authorizes the California Department of Education (CDE) to conduct a study on the participation, performance, and outcomes of college readiness programs offered by K-12 districts and for the study to be published and transmitted to the appropriate entities by April 30, 2028, and the subsequent year. Specifically, **this bill:**

- 1) Authorizes the CDE to conduct a study on the participation, performance, and outcomes of college readiness programs for, at a minimum, the previous school year. The study will include, at a minimum the following college readiness programs: international baccalaureate, advanced placement, dual and concurrent enrollment, early and middle college high schools, and career technical education programs offered by K-12 districts. The study will include the following data points:
  - a) The number of pupils participating in each type of college readiness program by subgroup and course subject;
  - b) The number of postsecondary education credits earned in each type of college readiness program in a high school setting; and,
  - c) The average number of courses taken and successfully completed by each pupil in each college readiness program.
- 2) Requires the study created by (1) of this analysis to include the following data points, to the extent the data is already available:
  - a) The number of pupils participating in each type of college readiness program that earned a baccalaureate degree within four years of graduating high school or an associate degree within two years of graduating high school; and,
  - b) The percentage of successfully completed courses completed as part of a college readiness program for which pupils were not awarded college credit at the postsecondary education institution disaggregated by each type of college acceleration program.
- 3) Permits CDE, in order to reduce duplication, to coordinate data collection efforts with the Chancellor's Office of the California Community Colleges (CCC), the California State University (CSU), the University of California (UC), and the California Cradle to Career Data System (C2C).
- 4) Requires the study authorized by (1) of this analysis to be completed by April 1, 2028, and again on April 1, 2029, and requires the study to be published and distributed to the appropriate budget and policy committees of the Legislature and the Department of Finance by April 30 in those years.

- 5) Declares the section establishing the study to be inoperative on April 30, 2029 and repeals the section on January 1, 2030.

**EXISTING LAW:**

- 1) Establishes the UC as a public trust to be administered by the Regents and grants the Regents full powers of organization and governance subject only to legislative control as necessary to ensure the security of funds, compliance with terms of its endowments, and the statutory requirements around competitive bidding and contracts, sales of property, and the purchase of materials, goods, and services (Article IX, Section (9) (a) of the California Constitution).
- 2) Establishes the Donahoe Higher Education Act and assigns the mission of the UC, the CSU, and the CCC (Education Code (EDC) Section 66010 et. seq.).
- 3) Establishes the CCC under the administration of the Board of Governors of the CCC, as one of the segments of public postsecondary education in this state. The CCC shall be comprised of community college districts (EDC Section 70900).
- 4) Establishes the CSU system, comprised of 23 campuses, and bestows upon the CSU Trustees, through the BOT, the power, duties, and functions with respect to the management, administration, and control of the CSU system (EDC Sections 66606 and 89000 et. seq.).
- 5) Stipulates no provision of the Donahoe Higher Education Act shall apply to the UC unless the UC Regents adopts the provision (EDC Section 67400).
- 6) Requires the governing boards of the CCC, CSU, and UC along with their respective academic senates to develop, maintain, and disseminate an intersegmental common core curriculum in general education for the purpose of transfer. The common core is known as the International General Education Transfer curriculum (IGETC). Any student who completes the IGETC course pattern will be able to transfer to the CSU or the UC and have their courses count towards a bachelor's degree. Upon the development of the IGETC will be distributed to each public school in the state that instructs grades 7 to 12 for the purpose of informing students of the academic requirements for preparation for higher education (EDC 66720 and 66721).
- 7) Establishes the C2C for the purpose of connecting individuals and organizations with data from various state agencies and higher education institutions. The data system be a source of actionable data on student progress through education, workforce training, employment, health, and social services. The data system will allow the public to interact with state-level disaggregated deidentified data through operational tools and analytical tools and will be overseen by a managing entity and a governing board as described (EDC 10860-10874).
- 8) Sets forth the criteria required of dually enrolled high school student in order for a CCC to count the high school student for purposes of apportionment or funding from the state. Requires the Chancellor's Office of the CCC to prepare and submit a report to the Department of Finance and the Legislature each year on March 1, the amount of high school students claimed by each community college district for purpose of apportionment, as special part-time and special full-time. The report will include the following those enrolled in noncredit, nondegree-applicable, degree applicable (excluding physical education), and

degree applicable (including physical education). The report will also include the number of students who received a passing grade in summer session courses (EDC Section 76002).

- 9) Authorizes, a community college district to enter into a College and Career Access Pathways (CCAP) partnership agreement, with a local education agency or charter school district and outlines specific requirements for participation in the CCAP partnership agreements by the CCC and the local school or charter school district. The purpose of the partnership is to offer or expand dual enrollment opportunities for pupil who may not be college bound or who are underrepresented in higher education. Permits special part-time students participating in the CCAP partnership to receive priority enrollment, enroll in up to 15 course, and receive fee waivers for specified fees. The goal of the partnership is to offer courses which develop seamless pathways from high school to community college for career technical education or the preparation for transfer, improve high school graduation rates, and/or help pupils achieve college and career readiness. Requires Chancellor of the CCC to annually collect specified data from the CCC and school districts participating in a CCAP partnership and submit the data in a report to the Legislature, Department of Finance, and the Superintendent of Public Instruction by May 1 of each year. The data shall include:
- i) The total number of high school pupils by school site enrolled in each CCAP partnership, aggregated by gender and ethnicity; and,
  - ii) The total number of CCC courses taken by CCAP partnership participants disaggregated by category and type and by school site; and,
  - iii) The total number and percentage of courses successfully completed by CCAP partnership participants disaggregated by course category, type, and by school site; and,
  - iv) The total number of full-time equivalent students generated by the CCAP partnership community college district participants; and,
  - v) The total number of full-time equivalent students served online by the CCAP partnership college district participants (EDC Section 76004).

**FISCAL EFFECT:** Unknown

**COMMENTS:** *This bill was double referred to the Assembly Education Committee, which passed the bill on March 20, 2024 with a vote count of 7 - 0. Please see the committee analysis for a full discussion of this bill as it pertains to the jurisdiction of the Assembly Education Committee.*

*Need for the measure.* As portrayed by the author, “AB 2588 is an important measure designed to give us the most complete information in an area where it is lacking. Good policy is crafted with good data, this bill helps provide just that. This measure establishes an annual report on the number of students participating in readiness programs, disaggregated by group. These results allow the state to track the progress of state investments in dual enrollment programs in California and allows stakeholders and policymakers alike to make fully informed decisions.”

In March 2021, the Institute for Higher Education Policy, published a report on the importance of data entitled, “Developing a Data-Informed Campus Culture: Opportunities and Guidance for

Institutional Data Use,” which contained recommendations for how higher education institutions could effectively use high-quality data to ensure student success. One of the recommendations was to develop partnerships to streamline data collection and to invest in data collection. As poignantly illustrated by the Assembly Education Committee’s analysis from March 18, 2024, a conglomerate of data points exist on student outcomes for college readiness, but a researcher would have to piece-meal the data to understand student outcomes. AB 2588 (Chen) seeks to rectify the lack of congruency by streamline the data collection process on the outcomes of students who participate in college readiness programs into a single report published by the CDE in partnership with various entities.

*College readiness programs for K-12 students.* AB 2588 (Chen) defines “college readiness programs” to include international baccalaureate programs (IB), advance placement (AP), dual and concurrent enrollment, early and middle college high schools, and career technical education.

- 1) **IB programs** – The CDE defines IB as a two-year comprehensive and rigorous pre-university curriculum culminating in the conferral of an IB diploma. Successful graduates are granted advance placement credit at the finest universities and colleges in the United States. The student undertakes a curriculum framework that ends in a course exam for students. Participate in an IB course or program may add extra points to a student’s grade point average, depending upon the local K-12 district policies.
- 2) **AP program** – Originating over 40 years, AP was originally established as an alternative pathway to graduating early for accelerated high school students. The AP Program has forty different courses. Students elect to take a course that ideally prepares them for the exam offered by the College Board in the spring of each academic year. Participation in an AP course may add extra points to a student’s grade point average, depending upon the local K-12 district policies. Students are provided test scores which may provide them college credit depending upon the higher education institutions’ admission policy.
- 3) **Dual and concurrent enrollment** – Dual enrollment or concurrent enrollment is defined by the National Center for Education Statistics as a course that offers both high school and college credit. Historically, dual enrollment targeted higher-achieving students; however, within the last decade, policymakers and educators have utilized dual enrollment as a strategy to help a broader range of students procure college credit and ease the transition to college. . In California there are two types of dual enrollment programs authorized by the Education Code: traditional dual enrollment pathways and college and career access pathways (CCAP). A traditional dual enrollment pathways is established by EDC Section 48800 – 48802 and authorizes 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 is permitted to take up to 11 units per term. How students divide their time and the structure of the programs vary by school district and the CCC. For example, a CCC might enter a formal partnership with a school or a student may take a college-level course independently.

CCAP partnerships were established by AB 288 (Holden), Chapter 618, Statute of 2015. CCAP partnerships are meant to improve collaboration between K-12 and community college districts in the provision of dual enrollment courses with the goal of increasing college access and equity. K-12 districts partner with their local community college to do the following:

- 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.

EDC Section 76004 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.

- 4) **Early and middle college high schools** – A middle college high school (MCHS), created by EDC section 11300-11301, are standalone high schools located on a CCC campus. These alternative high schools are designed for at-risk youth who “are performing below their academic potential” to earn a high school diploma and an associate degree. MCHS provide effective support services, small class sizes, and the opportunity for a student to concurrently take college classes at minor cost to students.

An early college high schools (ECHS), created by EDC Section 11302, are partnerships between a secondary high school and either a CCC, a CSU, or a UC. The partnership enables high school students to earn a high school diploma and up to two years of college credit in four years. ECHS are either standalone high schools (like the middle college high schools) or are a “school within a school” or an autonomous program offered on a secondary high school campus. Students who are enrolled in ECHS, are on track to earn their high school diploma and either an associate’s degree or the Intersegmental General Education Transfer Curriculum transfer certificate.

- 5) **Career technical education** – CDE defines career technical education as a sequence of courses taken by high school students over the course of several years that combines core academic knowledge with technical and occupational knowledge to provide students a pathway to postsecondary education and careers. CDE has the following industry sectors as part of the career technical education framework: agriculture and natural resources; arts, media, and entertainment; building and construction trades; business and finance; education, child development, and family services; energy environment, and utilities; engineering and architecture; fashion and interior design; health science and medical technology; hospitality, tourism, and recreation; information and communications technologies; manufacturing and product development; marketing sales and services; public services; and transportation.

In August 2023, Governor Newsom signed Executive Order N-11-23 which called for the creation of a new Master Plan for Career Education. The purpose of the plan is to increase access to living wage jobs by building and reinforcing education and training pathways for students from K-12 to degree or certificate attainment. In addition to the edict for a new master plan, Governor Newsom established the Council for Career Education to empower all Californians with the “freedom to succeed.” The Master Plan is scheduled to be finalized by October 1, 2024.

*College credit for coursework completed in high school at the CCC, CSU, and UC. With the exception of career technical education (which does not provide additional grade point average points nor college credit), the appeal of college readiness courses is the dual credit. If a student is*

successful in an IB, AP, or a dual enrollment course, the student has the “potential” to earn college credit and high school credit as each require more than simply passing the course to qualify for college credit. To qualify for college credit at the CCC, CSU, and UC the student must accomplish the below, disaggregated by institution and college readiness program:

College Readiness Program	CCC	CSU	UC
International Baccalaureate	<p>For courses in Biology, Chemistry, Economics, Geography, History, Physics, and Psychology – Score a 5</p> <p>For courses in English, Mathematics, and Theatre – Score a 4</p>	<p>For courses in Biology, Chemistry, Economics, Geography, History, Physics, and Psychology – Score a 5</p> <p>For courses in English, Mathematics, and Theatre – Score a 4</p>	<p>Students who complete the IB diploma with a score of 30 or above with 6 quarter units toward their UC degree.</p> <p>Students who receive IB certificates with scores of 5, 6 or 7 on Higher Level exams will receive 8 quarter units per exam.</p>
Advance Placement	AP Exam score of 3 or more	AP Exam score of 3 or more	AP Exam score of 3 or more
Dual Enrollment	Most dual enrollment courses are CCC courses.	Must be a transfer-level course that is approved by either the IGETC pathway or as part of an Associate Degree for Transfer or is part of the CSU General Education Requirements.	Must be a transfer-level course that is approved by either the IGETC pathway or as part of an Associate Degree for Transfer or as part of the UC Transfer Admission Guarantee.

According to CDE Data Quest, in 2018-2019 (the latest data update), there were 877,341 students who took AP or IB courses throughout the state (includes students who took more than one AP or IB course). While CDE tracks statewide enrollment, student outcomes and college credit attainment are not tracked through DataQuest nor by any of the higher education institutions, who handle college credit conferral on a case by case basis.

On November 6, 2023 the Assembly Higher Education Committee hosted an oversight hearing on the “Landscape of Dual Enrollment in California.” During one of the panels, it was conveyed by each expert witness the need for “better data.” Specifically, during the UC Davis Wheelhouse and California Education Lab presentation, additional data points are needed to accurately measure participation and assess equity gaps at both the statewide and local level. Additionally, during the Public Policy Institute of California presentation, a request was made for data to assess the role of dual enrollment in college outcomes. AB 2588 (Chen) would fulfill the data gaps currently at the state level by aggregating various data points into one collective report for review by both the public and state policymakers.

*Cradle-to-Career Data System (C2C)*. Despite being home of technology innovation, California was one of the last states to implement a statewide data system. Beginning in 2019 the Governor and Legislature partnered with stakeholders, data experts, and researchers to methodically and strategically craft what would become the blueprint for the C2C. After several years of input culminating in multiple reports, Governor Newsom in collaboration with the Legislature, passed AB 132 (Committee on Budget), Chapter 144, Statutes of 2021, and established the C2C. The C2C is a state entity managed by an executive director who answers to a governing board comprised of appointed members and data providers.

The C2C was built due to the decentralized nature of data despite the overlap of services and the need for continuity of data in early education, K-12 schools, colleges, social services, and employment. Agencies who interacted students at various points were unable to share data due to the inability for agency data systems to exchange and recognize the new data from the sharing entity. The goal of the C2C is multipronged as it is designed to:

- 1) Streamline college and financial aid applications;
- 2) Help students and families explore, plan, and apply for college;
- 3) Help educators interact with statewide and local data to provide targeted interventions; and,
- 4) Provide linked data from multiple sources to help shape policy by enabling decision makers to make data-informed decision.

In May 2022, the C2C achieved an early milestone on its path to an operational database with the signing of the data sharing agreements with the data providers which include the CDE, CCC, CSU, and UC. The data points required by the data sharing agreement include AP scores, college course completion while in high school, and completed career and technical education course. The data points do not account for whether the student was awarded college credit or the impact the course had on the student's postsecondary education outcomes. Because the ultimate goal of the C2C database is to link data across multiple agencies, it would be theoretically possible to see if a student successfully completed a college readiness course and earned a bachelor's degree or an associate's degree. However, whether the student was awarded college credit for the college readiness course may not be available by either C2C or the data providers (CCC, CSU, and UC).

*Committee Staff note that the C2C acts as a repository for data and if the source (data providers) do not collect the data component, the C2C is not endowed with the statutory authority to compel nor force them to provide the data element.*

C2C is still in the developmental phase. The first data files from data providers were provided in the Fall of 2023 and it is anticipated the first database for public perusal will be available sometime in 2024.

*Arguments in support.* As described by the CollegeBoard, "AB 2588 would provide the public with much needed information on the number of students participating in all college acceleration programs, not just AP. This will allow stakeholders to gather essential information on the value of these programs – such as the number of students earning college credit and students' ability to earn postsecondary degrees within four years. Similarly, the public reporting will also highlight

where progress needs to be made ensuring that students receive postsecondary credit for their success in these programs.”

**REGISTERED SUPPORT / OPPOSITION:**

**Support**

CollegeBoard

**Opposition**

None on file.

**Analysis Prepared by:** Ellen Cesaretti-Monroy / HIGHER ED. / (916) 319-3960