

Date of Hearing: April 8, 2025

ASSEMBLY COMMITTEE ON HIGHER EDUCATION  
Mike Fong, Chair  
AB 988 (Fong) – As Introduced February 20, 2025

**[Note: This bill is double referred to the Assembly Committee on Education, where the Committee will hear it as it relates to issues under its jurisdiction.]**

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

**SUMMARY:** Creates a Dual Enrollment Framework Task force (task force) tasked 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) Creates the Dual Enrollment Framework Task force under the jurisdiction of the Superintendent of Public Instruction (SPI) and the Chancellor of the California Community Colleges (CCC). The task force is tasked 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.
- 2) Authorizes the task force to include members from postsecondary education, elementary, and secondary education stakeholders. Members of the task force will serve without compensation except for travel expenses and per diem as provided pursuant to the annual Budget Act. A majority of the task force will constitute a quorum and any official action taken by the task force shall require a majority of those present and voting.
- 3) Authorizes the SPI to call for an organizing meeting of the task force by August 1, 2026. The task force will elect a chairperson and any other members necessary for completion of the tasks assigned to the task force.
- 4) Requires the State Department of Education (CDE) and the Chancellor's Office of the CCC to provide staff support to the task force.
- 5) Requires the task force, in order to craft recommendations for the statewide dual enrollment framework, to do the following:
  - a) Review existing laws, polices, 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) Seek to streamline all dual enrollment efforts of the CDE, public postsecondary educational institutions, and all local education agencies into a single dual enrollment pathway;

- d) Identify strategic funding needs, funding sources, course content requirements, necessary instructor qualifications, relating to dual enrollment;
- e) Identify a process to accomplish all of the following;
  - i) A guarantee that dual enrollment courses are accepted by public postsecondary education institutions;
  - ii) A requirement for dual enrollment courses and course grades to be recorded on a student's permanent high school and postsecondary academic transcript;
  - iii) A requirement for dual credit (collegiate and high school credit) to be offered for each successfully completed course;
  - iv) A requirement for evaluations on the effectiveness of the statewide dual enrollment framework and dual enrollment courses;
  - v) A method to expand and diversify the qualified dual enrollment teacher pool; and,
  - vi) A method to identify and reward schools and postsecondary education institutions for successful dual enrollment programs, as defined.
- 6) Requires the Chancellor of the CCC and the SPI to submit a written report on the task force's recommendations, within one year of the task force's first meeting, to the Assembly Committee on Higher Education, the Assembly Committee on Education, and the Senate Committee on Education. Stipulates the manner in which the report will be provided to the Legislature and repeals the report requirement on January 1, 2032.

**EXISTING LAW:**

- 1) Requires the CCC and the CDE to collaborate with each other and their respective local community colleges and local school district to create and maintain middle college high schools; whose purpose is to select at-risk high school pupils who are performing below their academic potential and place them in an alternative high school located on a community college campus in order to reduce the likelihood that they will drop out of school prior graduation (Education Code (EDC) Section 11300 and 11301).
- 2) Establishes the early college high school as small, autonomous high schools that blends high school and college into a coherent educational program through partnerships with either a local CCC, the California State University (CSU), or the University of California (UC) whose purpose is to allow pupils to earn a high school diploma and up to two years of college credit in four years or less (EDC Section 11302).
- 3) Permits the enrollment of special-part time and special full-time students at the community college (also known as dual enrollment students). If a CCC district declines the enrollment of a special part-time or full-time student, the district governing board must provide a reason for the denial in writing within 60 days. The attendance of a student at a community college as a special part-time and full-time student is authorized attendance that the CCC may collect appointment for as defined. Permits special-part time student to enroll in up to 11 units per semester. The CCC district that enrolls a special part-time or full-time student will assign low

registration priority to the students unless the student is a middle college high school student (EDC Section 76001).

- 4) Authorizes a community college district to enter into a CCAP partnership agreement, with a governing board of a school or charter school district or a county office of education 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 (EDC Section 76004).
- 5) Authorizes an exemption to the average daily attendance requirements for early college high schools and middle college high school students. The exemption reduces the average daily attendance from 240 minutes to 180 minutes for 11<sup>th</sup> and 12<sup>th</sup> grade students who meet one of the following requirements:
  - a) The student is enrolled part-time in courses for academic credit through either the CSU or the UC; or,
  - b) The student is enrolled as a special part-time student at a California Community College. California (EDC Section 46146.5).

**FISCAL EFFECT:** Unknown.

**COMMENTS:** *Author's Intent.* As stated by 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."

*Dual Enrollment.* Every year more than one million high school students enroll in dual enrollment courses.<sup>1</sup> Also known as, concurrent enrollment, dual enrollment is any partnership between a college or university and a high school that results in the offering of college courses to high school students. The modality used to teach the course and whether the courses will transfer (count as college credit) are included in the terms and conditions of the partnerships. Dual enrollment participation has greatly expanded since the 1990s and now nearly 82% of high school students nationwide attend a school that offers some form of dual enrollment.<sup>2</sup>

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<sup>1</sup> <https://ccrc.tc.columbia.edu/wp-content/uploads/2024/01/states-systems-practitioner-efforts-dual-enrollment.pdf>

<sup>2</sup> <https://ccrc.tc.columbia.edu/publications/understanding-dual-enrollment.html>

The purpose of dual enrollment is two-fold: (1) to expand access to higher education by providing high school students a unique opportunity to engage in college coursework; and (2) to shorten time to degree. While still an emerging program, dual enrollment students have stronger postsecondary education outcomes when compared to non-dual enrollment students.<sup>3</sup> According to the Columbia University Community College Research Center, a higher percentage of dual enrollment students graduated with a bachelor's degree when compared with non-dual enrollment students.<sup>2</sup>

Neither national nor state law requires the offering of dual enrollment; and yet, nearly every state has its own method for offering dual enrollment to high school students.

*Dual enrollment programs in California.* In academic year 2022-2023, there were 255,635 high school student enrolled in dual enrollment programs in California.<sup>4</sup> The high school graduating class of 2023 took an average of three dual enrollment courses and earned over 2,400 college credentials.<sup>5</sup> Dual enrollment has existed as a college-credit program in California since the 1970s; however, it has only been in the last two decades that dual enrollment has expanded in both course offerings and participation.

In California, there are four types of dual enrollment programs authorized by the Education Code: traditional dual enrollment pathways, early college high schools, middle college high schools, and college and career access pathways (CCAP).

*Committee staff acknowledge a fifth type of dual enrollment, a high school student who elects to take college courses on their own. However, this type of dual enrollment would not count towards dual credit (high school and college credit for the course).*

A traditional dual enrollment, outlined in EDC Section 48800 – 48802, 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 that enrolls in 240 minutes of high school coursework, while colleges can claim apportionment funding. How students divides 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.

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 enroll in college classes at a minor cost to students. Courses offered, as part of an MCHS, must be either be (1) degree-applicable and transferable or (2) career education (CTE) courses that are applicable to a certificate. MCHS operated by K-12 districts must offer 180 days of instruction per year, with 64,800 instructional minutes each day,

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<sup>3</sup> <https://ccrc.tc.columbia.edu/dual-enrollment.html>

<sup>4</sup> <https://ccrc.tc.columbia.edu/easyblog/how-many-students-are-taking-dual-enrollment-courses-in-high-school-national-state-and-college-level-data.html>

<sup>5</sup> <https://www.ppic.org/publication/fact-sheet-dual-enrollment-in-california/>

and must be scheduled for at least a minimum of 180 minutes each day if the student is a special part-time community college student. Community colleges may claim full-time equivalent funding for the same student. The CDE has 29 different high schools listed as a MCHS.<sup>6</sup> *Committee staff acknowledge middle college programs have begun to manifest on high school campuses as an autonomous program for high school students.*

An early college high school (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 a standalone high schools (like the middle college high schools), or are an autonomous program offered on a high school campus. ECHS operated by K-12 districts must offer 180 days of instruction per year, with 64,800 instructional minutes each day, and must be scheduled for at least a minimum of 180 minutes each day if the student is a special part-time community college student or is an 11 or 12 grade student who is enrolled in part-time classes at a CSU or UC campus. Students, enrolled in an ECHS, are on track to earn their high school diploma and either: (1) an associate's degree or (2) the Intersegmental General Education Transfer Curriculum transfer certificate. The partnering college or university can also claim full-time equivalent funding for the student. The CDE has 26 schools listed as having an ECHS.<sup>7</sup>

AB 288 (Holden), Chapter 618, Statutes of 2015, established CCAP partnerships. The purpose of CCAP partnerships is 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 CCC to do the following:

- 1) Provide students with a seamless educational pathway from high school to the CCC for a student to complete either the certification or degree they began through dual enrollment;
- 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. EDC Section 76004 provides guidelines for what CCAP agreements between K-12 and CCC districts should contain; however, the day-to-day specifics for the program and the type of courses offered are details left to the negotiations between the high school and CCC districts. Unlike the early and middle college high schools, CCAP partnerships are not eligible for reduced average daily attendance. Students must be enrolled in 240 minutes a day for in order for the high school to receive "full funding" through the average daily attendance calculations. According to the latest report from the CCC Chancellor's Office, in 2021-2022 academic year, there were 74 CCAP partnerships with 67,914 high school students enrolled in college courses.

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<https://www.cde.ca.gov/SchoolDirectory/districtschool?allsearch=middle%20college&simplesearch=Y&page=1&tab=1>

7

<https://www.cde.ca.gov/SchoolDirectory/districtschool?allSearch=early+college&multif=&simpleSearch=Y&sax=true>

While California has a robust and diverse offering of dual enrollment programs, overall participation in dual enrollment continues to be less than other states nationwide.

*Dual enrollment nationwide.* Despite being the state with the most students enrolled in dual enrollment courses, California’s high school student population participation is 8%. California ranks in terms of population participation in the bottom tier when compared to other states nationwide.<sup>8</sup> With a diversity of programs and a focus on equity and inclusion, practitioners have questioned why California’s participation continues to stall where other states have expanded participation up 27%.<sup>8</sup>

In January 2024, researchers at the Community College Research Center at Columbia University published a report that examined dual enrollment across all 50 states and provided research-based recommendations for states to strengthen dual enrollment offerings.<sup>9</sup> These findings may provide answers as to why dual enrollment participation is not expanding in California:

Recommendation	California’s Policy
Set statewide goals and measure progress.	<p>Governor’s 2022 compact with the CCC requires the community college to increase dual enrollment participation by 15%.</p> <p>In the 2024 State of the System, the Chancellor of the CCC reported, “dual enrollment is up over 24%.”<sup>10</sup></p> <p>California has reporting requirements for CCAP agreements; however, without an aligned system for reporting from K-12 and higher education institutions, California has no meaningful way to measure the progress of students who utilize dual enrollment.</p>
Rethink eligibility requirements.	<p>With the creation of CCAP and MCHS, California has provided opportunities for students to access dual enrollment, who are not “academically advanced.”</p> <p>Barriers continue to exist in access to CCAP, as a student must procure a principal recommendation in order to participate.</p>
Reduce or eliminate tuition costs.	According to the Public Policy Institute of California, 97% of CCC offer dual enrollment at little to no cost to students. <sup>11</sup>

<sup>8</sup> <https://ccrc.tc.columbia.edu/easyblog/how-many-students-are-taking-dual-enrollment-courses-in-high-school-new-national-state-and-college-level-data.html>

<sup>9</sup> <https://ccrc.tc.columbia.edu/publications/states-systems-practitioner-efforts-dual-enrollment.html>

<sup>10</sup> <https://www.cccco.edu/-/media/CCCCO-Website/docs/report/2024-fall-interim-state-of-the-system-report.pdf>

<p>Align and promote credit transfer.</p>	<p>Due to the lack of alignment with A-G admission requirements and transfer agreements between the CCC and the CSU/UC, it is unknown if CCAP courses count towards degree attainment.</p> <p>MCHS and ECHS require the courses to count towards a degree or certificate.</p>
<p>Prioritize advising and navigational supports.</p>	<p>According to School Services of California Dual Enrollment Workshop, CCAP, ECHS, and MCHS are to offer academic and counseling services to students. However, this is not a codified requirement of the programs.</p>
<p>Promote Free Application for Federal Student Aid (FASFA) completion before graduation.</p>	<p>AB 469 (Reyes), Chapter 560, Statutes of 2021 stipulated all high school seniors must complete the FASFA or the California Dream Act application. Students may opt out of the application requirement.</p>
<p>Diversity, expand, and support the instructor pool.</p>	<p>During the 2023 Oversight Hearing by the Assembly Higher Education Committee on dual enrollment, the lack of qualified teachers and practitioners is a known barrier to expanding dual enrollment opportunities.</p>
<p>Align college and K-12 to promote dual enrollment access and success.</p>	<p>Currently, California is one of a handful of states that does not have a coordinating body to oversee higher education. To the knowledge of Committee staff, there has never been a task force or coordinated effort to establish statewide guidance for dual enrollment.</p>
<p>Maximize K-12 college partnership potential through relationship and communities of practice.</p>	<p>The 2021-2022 budget package provided funding to support regional collaborative for the purpose of creating intersegmental pathways for specific occupational areas, it is unclear if the grant funds to the 13 collaborative have yielded the “relationships and pathways.”<sup>12</sup></p>

Source: “How States and Systems can Support Practitioner Efforts to Strengthen Dual Enrollment”<sup>9</sup>

<sup>11</sup> <https://www.ppic.org/publication/fact-sheet-dual-enrollment-in-california/>

<sup>12</sup> <https://lao.ca.gov/Publications/Report/5021>

The report published included best practices from other states, including Louisiana, Illinois, Kentucky, Montana, and Ohio. Each of those states has a participation rate higher than California and each has adopted some type of framework that address all of the above recommendations. To establish minimum standards for dual enrollment, Louisiana established a task force to provide ongoing recommendations for how to expand and strengthen dual enrollment in the state. Modeled after the Louisiana dual enrollment taskforce, AB 988 (M. Fong) establishes a California taskforce to provide a plan to expand highly efficient and effective dual enrollment programs to achieve universal access for high school students.

*Arguments in support.* According to the Los Angeles Unified School District, “the Dual Enrollment Framework Task Force established by this bill would seek to improve the availability and effectiveness of dual enrollment by streamlining dual enrollment efforts into a single dual enrollment pathway. The bill would also charge the task force with developing a process to expand the qualified instructor pool, as well as identifying strategic funding needs, funding sources, and content course requirements, among other important provisions.”

Additionally, the Education Trust-West states the need for the measure, as “in our recent brief, “Jumpstarting California towards Universal Dual Enrollment, we outline systemic barriers that are impeding access to dual enrollment - including the lack of coordination across systems, instructor shortages, and inconsistent granting of high school credit - and also call on California policy makers to establish universal access to dual enrollment. AB 988 (Fong) is a critical step in initiating statewide coordination towards the goal of ensuring all California students can access the benefits of dual enrollment programs.”

*Committee comments.* California is unique in having an array of diverse dual enrollment modalities for high school students. However, perhaps the effusion of choice has led to the proliferation of dual enrollment programs without oversight and accountability as to whether these programs are meeting the intended goal of reducing time to degree. As stated by the Chancellor of the CCC, “the eight years between 9th grade and baccalaureate degree attainment are critical to student’s future success.” Therefore, 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 hodge-podge of dual enrollment programs will continue to exist without accountability or data to ensure their efficacy.

AB 988 (M. Fong) requires 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.

To ensure active the appropriate stakeholders participate in the discussions to improve dual enrollment programs, Committee has offered and the Chair has accepted the following amendments:

1) Removes existing bill language in its entirety and replaces with the following language:

*SECTION 1. Section 76005.5 is added to the Education Code, to read:*

*76005.5. (a) It is the intent of the Legislature to increase participation in dual enrollment programs for all high school pupils with the goal of all pupils graduating with at least 12 units of college credit coursework by the 2029–30 academic year. It is the intent of the Legislature*



*that for purposes of this section, dual enrollment is defined as a college course taken by a high school pupil for which the pupil is provided college credit upon completion of that coursework.*

*(b) The Superintendent shall, in collaboration with the dual enrollment advisory board established pursuant to subdivision (c), 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:*

*(1) Developing seamless pathways from high school to public postsecondary educational institutions.*

*(2) Helping high school pupils achieve college and career readiness.*

*(3) Providing universal access to dual enrollment courses to all public high school pupils.*

*(c) There is hereby established the dual enrollment advisory board to provide input and feedback to the Superintendent. The advisory board membership shall be composed of all the following:*

*(1) Three K–12 credentialed teachers, selected through an application process by the Superintendent, who have taught dual enrollment courses through any of the following:*

*(A) A College and Career Access Pathways partnership, as described in Section 76004.*

*(B) An early college high school, as described in Section 11302.*

*(C) A middle college high school, as described in Section 11300.*

*(2) One K–12 administrator.*

*(3) One high school counselor.*

*(4) One representative from, and selected by, the California College Guidance Initiative.*

*(5) 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 partnership.*

*(6) One representative from, and selected by, the Academic Senate for California Community Colleges.*

*(7) One representative from, and selected by, the Academic Senate of the California State University.*

*(8) One community college administrator selected by the association representing community college districts.*

*(9) The Chancellor of the California Community Colleges, or the chancellor's designee.*

*(10) The Chancellor of the California State University, or the chancellor's designee.*

(11) *The President of the University of California, or the president's designee.*

(12) *Four members of the public appointed by the Legislature as follows:*

(A) *Two public members who have expertise in dual enrollment in California appointed by the Speaker of the Assembly.*

(B) *Two public members who have expertise in dual enrollment in California appointed by the President Pro Tempore of the Senate.*

(d) *In developing the statewide dual enrollment framework pursuant to subdivision (b), the Superintendent and the dual enrollment advisory board shall do all of the following:*

(1) *Review existing laws, policies, and efforts in California and other states on dual enrollment, course choice, pupil remediation, articulation and transfer, and transition courses.*

(2) *Consider any dual enrollment recommendations from recent research reports on dual enrollment in California.*

(3) *Consult with K–12 regional consortia, school districts, community colleges, and postsecondary educational institutions that have successful dual enrollment programs.*

(4) *Seek to simplify the dual enrollment programs that school districts, county offices of education, and charter schools offer by providing a guide of best practices that College and Career Access Pathways partnerships, as described in Section 76004, early college high schools, as described in Section 11302, and middle college high schools, as described in Section 11300, should follow in California. The guide of best practices shall address all of the following:*

(A) *Funding needs, including addressing the issue of funding the local educational agency and the partnering public postsecondary educational institution.*

(B) *Funding sources.*

(C) *Course content requirements.*

(D) *The number and type of courses and course sequences that should be offered to high school pupils.*

(E) *Instructor qualifications to provide quality dual enrollment courses.*

(F) *A method for evaluating the effectiveness of dual enrollment programs, including how to define effectiveness.*

(G) *A determination of how dual enrollment instructors are hired and paid by the participating local educational agency or public postsecondary educational institution.*

(H) *A method for diversifying, expanding, and supporting the qualified instructor pool.*

(I) *A process to accomplish all of the following for dual enrollment courses:*

*(i) Courses are certified as meeting the A-G admissions requirements of the University of California and the California State University.*

*(ii) Courses and course grades are recorded on a student's permanent high school and postsecondary academic transcripts.*

*(iii) (I) Dual credit is offered for all successfully completed courses.*

*(II) For purposes of subclause (I), "dual credit" means high school credit earned toward graduation and transferable college credit.*

*(e) The department and the office of the Chancellor of the California Community Colleges shall provide staff support to the advisory board.*

*(f) (1) By January 1, 2027, the Superintendent shall submit the dual enrollment framework to the Assembly Committee on Higher Education, the Assembly Committee on Education, and the Senate Committee on Education.*

*(2) The implementation of the framework submitted pursuant to paragraph (1) is contingent upon the enactment of another statute for those purposes.*

*(g) For purposes of this section, the following definitions apply:*

*(1) "Local educational agency" means a school district, county office of education, or charter school.*

*(2) "Public postsecondary educational institutions" means the University of California, the California State University, and the California Community Colleges.*

*(h) This section shall remain in effect only until January 1, 2030, and as of that date is repealed.*

**REGISTERED SUPPORT / OPPOSITION:**

**Support**

California Chamber of Commerce  
EdVoice  
Los Angeles Unified School District  
The Education Trust – West

**Opposition**

None on file.

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