

Date of Hearing: April 5, 2022

ASSEMBLY COMMITTEE ON HIGHER EDUCATION

Jose Medina, Chair

AB 2617 (Holden) – As Amended March 21, 2022

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

SUBJECT: Pupil instruction: dual enrollment programs: competitive grants: College and Career Access Pathways partnerships: best practices: communication and marketing strategy

SUMMARY: Establishes a grant program administered by the Superintendent of Public Instruction (SPI) for the purpose of increasing participation in dual enrollment programs at designated local education agencies (LEAs). Specifically, **this bill:**

- 1) Requires, once funding is provided through the annual budget act or other statute, the California Department of Education (department) to administer a competitive grant program in consultation with the Chancellor's Office of the California Community Colleges (CCCCO) beginning on or before July 1, 2023. The grant program will do the following:
 - a) Enable more LEAs to establish either middle or early college high schools;
 - b) Provide incentives for LEAs to establish California College and Career Access (CCAP) pathways partnerships; and,
 - c) Enable LEAs to provide pupil advising and success supports for dual enrollment programs and to establish outreach campaigns to encourage pupils to enroll in dual enrollment programs.
- 2) Requires, once funding is provided to support the grant program established in (1) the SPI to provide approved applicants with any or all of the following:
 - a) A one-time grant of up to \$250,000 to establish a middle or early college high school program, as defined. Of the funding provided by the annual budget act or subsequent act, 27.5% will be dispersed to applicants of this grant;
 - b) A one-time grant of up to \$100,000 to establish a CCAP pathway partnership and offer dual enrollment pathways to students. Of the funding provided by the annual budget act or subsequent act, 12.5% will be dispersed to applicants of this grant; and,
 - c) A one-time grant of up to \$500,000 to support local education agencies for up to five years to provide pupil advising and success supports for dual enrollment programs. Of the funding provided by the annual budget act or subsequent act, 60% will be dispersed to applicants of this grant.
- 3) Clarifies a local education agency may request and be approved for all three grants established in (2) and that a local education agency may request the grant established in (2) (c) for each school site which intends to offer dual enrollment or accelerated college credit opportunities.

- 4) Permits an LEA to submit an application at any time, in any manner, and with the appropriate information the SPI deems important, in order to be considered for the grants established in (2).
- 5) Clarifies that the SPI will prioritize the dispersal of the grant funds to LEAs who have the following characteristics:
 - a) 50% or more of enrolled students at the LEA are English learners, eligible for free or reduced-price meals, or are foster youth;
 - b) The LEA has a higher than state average dropout rate;
 - c) The LEA has a higher than state average rate of suspension and a higher than state average rate of expulsion;
 - d) The LEA has a higher than state average rate of child homelessness, foster youth, or justice-involved youth; and/or,
 - e) The LEA has a lower than state average of students who complete all of the A-G requirements for admission to the California State University or the University of California.
- 6) Requires the SPI to disperse the funds to approved applications for the established grants in (2) on or before December 1, 2023.
- 7) Requires the department on or before June 30, 2024, and on or before June 30, 2027, to prepare a summary of how the funds for the grants established in (2) were distributed and how the grants were used to further the goals established in (1). The summary is to be submitted to the Senate Committee on Education, the Assembly Committee on Higher Education, and the Assembly Committee on Education. The summary is to include the following information:
 - a) The number of grants awarded disaggregated by LEA;
 - b) How the funds were used by the LEA to accomplish the goals listed in (1);
 - c) The total number of high school pupils by school site enrolled in dual enrollment programs disaggregated by the type of dual enrollment program, as defined;
 - d) The total number of college courses successfully completed by students disaggregated by the dual enrollment program, as defined; and,
 - e) The program outcomes for pupils who were enrolled in dual enrollment programs disaggregated by grade level, gender, socioeconomic status, and race and ethnicity.
- 8) Defines “local education agencies” as a school district, charter school, or county office of education.
- 9) Requires the department and the CCCCO to consult with experts in CCAP partnerships to identify best practices for CCAP partnerships and appropriate financial incentives to encourage participation in CCAP partnerships. The goal of the best practices and the

financial incentives is to encourage more districts and community college district to participate in CCAP partnerships and thereby increase the number of students participating in dual enrollment programs.

- 10) Requires by September 1, 2024, for the department and the CCCCO to distribute the identified best practices and financial incentives established in (9) to school districts and community college districts. Requires by October 1, 2024, for the department and the CCCCO to report their findings from (9) to the Senate Committee on Education, the Assembly Committee on Higher Education, and the Assembly Committee on Education.
- 11) Requires by September 1, 2024, for the department and the CCCCO to develop in consultation with experts in the field of CCAP and other key stakeholders, a statewide pupil and parent-centered communication and marketing strategy for the purpose of raising awareness of the availability of CCAP programs throughout the state. The communication and marketing strategy will include the following:
 - a) Outreach to high schools that already participate in CCAP partnerships to increase participation and outreach to school districts within the service area of community college districts that currently do not participate in a CCAP partnership;
 - b) Information on the availability of CCAP pathways courses and the requirements for participation;
 - c) Information on how participation in CCAP pathways leads to career technical certificates, associate degrees, or associate degrees for transfer; and,
 - d) Targeted outreach to students who may not already be college bound or who are underrepresented in higher education.
- 12) Allocates \$500 million from the general fund to the department for purposes of the grant program established in (1), permits the funding to be available until June 30, 2027, and establishes that the funds provided are to be part of the annual allocation provided to school districts and community college districts under Proposition 98.
- 13) Declares the following as intentions of the Legislature pertaining to the grant program established in (1):
 - a) Courses offered to high school students who participate in a CCAP pathways as established in Education Code Section 76004 are to be part of a structured, well-sequenced pathways and are to consist of transfer-level courses unless one of the following occurs:
 - i) A student decides to participate in a degree or certificate pathways that is not met with transfer-level courses; or,
 - ii) A student did not meet their grade level standard in mathematics or English or both in grades 10 or 11, as determined by their LEA and therefore, the student may be placed into an innovative remediation course during their first year in a CCAP program in order to ensure the student is prepared for transfer-level coursework upon graduation from high school.

- b) Once the Cradle to Career Database is implemented future data and outcome reporting on dual enrollment programs will be included in the California Cradle to Career Data System.

EXISTING LAW:

- 1) Authorizes, until January 1, 2027, for a community college district to enter into a CCAP partnership agreement, with a governing board of a school 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 the CCCCO, 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 (Education Code (EDC) Section 76004).
- 2) Requires the California Community Colleges (CCC) and the State Department of Education 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-promise 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 (EDC Section 11300 and 11301).
- 3) 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, or the University of California 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).

FISCAL EFFECT: The bill proposes the allocation of \$500 million from the general fund for purposes established in (1)-(7) of the “what this bill does section of the analysis”, the remaining cost of provisions established in this bill are unknown.

COMMENTS: *Need for the measure.* According to the author, “dual enrollment programs such as the College and Career Access Pathways (CCAP) are key tools to turning the tide on successful college graduation because it gives students a chance to see for themselves what their college experience could be, and before they know it, they have a few semesters of college credit under their belt. Of course, it does not end with just providing an opportunity; we need to communicate to students and parents that the opportunity is available and once they take up the opportunity, students need to know they have the academic and non-academic support needed on their journey to college graduation.”

Dual enrollment programs in California. Dual enrollment or concurrent enrollment is defined by the National Center for Education Statistics as a course which offers high school students both

high school and college credit. Ample research has demonstrated enabling high school students to take college level courses is a proven mechanism for improving educational attainment. Students receive early exposure to college experiences and accrue credits which reduce time to degree. In addition to the academic benefits, K-12 and community colleges also benefit from dual enrollment, as community colleges are able to strengthen relationships with their future student population; and high schools are able to increase the availability of advanced academic courses without additional fiscal constraint. Recent research from the UC Davis Wheelhouse in collaboration with the California Education Lab, and PACE, 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 2018-2019.

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. However there are three other dual enrollment programs available to high school students including, the CCAP, a Middle College High School (MCHS), and an Early College High School (ECHS).

A MCHS is a public high school located on a community college campus and 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 grades 11 and 12 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 California State University (CSU), or the University of California 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 California Department of Education there are 20 ECHS located throughout the state.

In 2015, the CCAP partnerships were established as a strategic tool to increase college attendance of under-achieving students by providing them access to college courses while in high school. AB 288 (Holden) Chapter 618, Statutes of 2015, represented an unprecedented policy shift by allowing students, who were under performing, access to remediation courses and other college courses taught by community college faculty on a high school campus. CCAP partnerships represent a streamlined pathway for students to engage with college courses while providing greater flexibility for the participating districts; who in exchange meet a litany of requirements relative to facilities, instructors, reporting and funding restrictions. CCAP are unique agreements from other dual enrollment programs in that the college courses can be offered on a high school campus, participating students are not charged fees, and students can be provided priority enrollment in up to 15 units per semester. According to the Public Policy Institute of California report on “*Dual Enrollment in California*” from October 2021, there are 83 community colleges participating in CCAP agreements.

According to the CCCCCO Management Information Systems Data Mart, in the fall semester (2014) prior to the implementation of CCAP partnerships, 33,945 high school students enrolled in college credit courses at the CCC. Since the implementation of CCAP partnerships, the number of high school students earning college credit has dramatically increased, more than

doubling by fall 2020 with 69,771 high school students receiving credit. While California does not currently have a data system which can directly link the increase in dual enrollment to CCAP partnerships, one can safely assume a correlation between the streamlined pathways and the increase in high school students engaging in dual enrollment.

Governor's budget proposal. In 2022-2023 K-12 Education Governor's Budget Summary from January, the Governor proposed \$500 million in one-time Proposition 98 General Funds to be provided over the course of four years for the purpose of strengthening and expanding access and participation in dual enrollment programs that include the use of student advising and support services. Contained within the K-12 omnibus trailer bill language proposed by the Department of Finance (DOF) is language almost identical to the language provided in AB 2617. The differences between the two pieces of language are as follows:

- In detailing how the grants will be used by LEAs, AB 2617 establishes the grants may also be used to conduct outreach campaigns to encourage enrollment in dual enrollment programs. The language from DOF does not provide any funding for outreach.
- AB 2617 ensures the SPI will begin dispersing the funds to applicants in a timely manner by December 1, 2023; however the language from DOF does not have a timeframe to begin the dispersal of funds.
- AB 2617 contains a reporting requirement which requires the department by June 30, 2024 and by June 20, 2027 to report on how the funds were dispersed and used by LEAs to increase participation in dual enrollment programs. The language from DOF does not have any reporting language.
- AB 2617 contains language requiring the CCCCCO and the department to create and disperse best practices for CCAP partnerships, create and implement an outreach campaign and determine financial incentives to encourage the creation of CCAP programs. The language from DOF does not contain these requirements.
- AB 2617 stipulates it is the intent of the Legislature that dual enrollment data be included in the Cradle to Career data system and the language from DOF does not contain this language.
- AB 2617 clarifies the intent of the Legislature with regards to CCAP programs is to encourage students to enroll in courses on designated pathways leading to degree or certificate attainment and that the majority of courses should be transfer – level unless the student has elected to participate in a program that does not contain transfer-level courses or has not met the academic standards to be placed into transfer-level courses. The DOF language stipulates it is the intention of Legislature that CCAP programs predominately consist of transfer-level courses.

The last distinction of note is the language proposed by DOF goes directly against the main purpose of CCAP programs which includes the participation of students into career technical (CTE) courses at the CCC. Since the implementation of AB 705 (Irwin), Chapter 745, Statutes of 2017, enrollment in remedial English and mathematics courses has decreased at the CCC; however, some have mistakenly seen AB 705 as a requirement that all programs at the CCC must have transfer-level English and mathematics courses. Currently, some associate degrees and some CTE courses or programs do not offer transfer-level courses and instead offer college

credit courses. While the Committee agrees with the Governor that the CCC should begin to examine pathways towards stackable credentials which could eventually lead to the conferral of a bachelor's degree, the CCCCO, CCC Academic Senate, and Labor argue CTE courses should fulfill the needs of the industry and additional "transfer-level" requirements should not be forced onto students who seek academic achievements other than a bachelor's degree. Therefore, the unforeseen consequence of the language from DOF would be to effectively shut out high school students from participating in CTE courses or any program at the CCC that does not include courses that transfer to a four-year university.

Currently in Education Code Section 76004, the innovative remediation course established by the CCAP partnerships is to be provided to students who "do not meet their grade level standard in math, English, or both on an interim assessment in grade 10 or 11". Furthermore, the remediation course is supposed to be created as a collaborative effort between high school and community college faculty to provide intervention in the pupil's junior or senior year to ensure the pupil is prepared for college-level work upon graduation. With this in mind, the remediation course offered by the CCAP partnership is not the same remedial courses offered at a community college for college students and therefore is not subject to the AB 705 (Irwin) requirements as the remediation course established in EDC Section 76004 is intended for high school students only.

Arguments in support. The Education Trust - West identifies the need for AB 2617 as "research clearly shows that students not on the college pathway are the ones who see the biggest gains when accessing dual enrollment. As we emerge from the impact of COVID-19, dual enrollment can support students' educational recovery by reengaging students to recover credits for on-time high school graduation. It can also help them perceive college as realistic by letting them access college courses, and increase the likelihood that they will enroll after graduation. AB 2617 (Holden) will enable and incentivize more local education agencies to establish dual enrollment opportunities for students, couple those opportunities with student support services and outreach campaigns, and ensure dual enrollment outcomes are studied for future program improvements."

Recommended amendments. AB 2617 establishes a grant program by which LEAs are able to apply to access funding to start a dual enrollment program on their school site. Embedded within the grant program is the ability to conduct an outreach campaign to encourage enrollment into existing dual enrollment programs. After consulting with stakeholders and the Education Committee the goal of the language around remedial education is to align the intentions of the bill with the reform efforts around AB 705 (Irwin) and not to create a loophole where a plethora of high school students would be relegated to taking remedial education or pre-transfer level courses due to their lack of a high school diploma.

To address drafting errors, and to resolve the aforementioned concerns brought forward by stakeholders, the Committee has offered and the author's office has agreed to the following amendments:

Strikes Sec. 2 Education Code Section 76005 from the bill.

Amends Sec. 1 Education Code Section 41585 (b) (A) to as follows, underlined:

(A) A one-time grant of up to five hundred thousand dollars (\$500,000) to support a local educational agency's costs, over a five-year period, to establish outreach campaigns to encourage pupils to enroll in dual enrollment programs and to couple robust pupil

advising and success supports with available dual enrollment and accelerated college credit opportunities.

Amends Sec. 1 Education Code Section 41585 (e) (2) (B) as follows:

(e) (2) (B) ~~The pupil did not meet their grade level standard in mathematics, English, or both, on an interim assessment in grade 10 or 11 as determined by the partnering school district or county office of education. The pupil may be placed into an innovative remediation course during their first year of participating in the College and Career Access Pathways partnership agreement as an intervention taken to ensure the pupil is prepared for transfer level coursework upon graduation. The pupil has failing grades in mathematics, English or both in grades 10 or 11 as determined by the partnering school district, county office of education, or charter school. The pupil may be placed into an innovative remediation course during their first year of participating in the College and Career Access Pathways partnership agreement as an intervention taken to ensure the pupil is on track to satisfactorily complete state and any local graduation requirements as determined by the school district, county office of education, or charter school and is prepared for transfer-level coursework at a community college upon graduation.~~

REGISTERED SUPPORT / OPPOSITION:

Support

California Chamber of Commerce
 California Charter Schools Association
 California Coalition of Early & Middle Colleges (CCEMC)
 Career Ladders Project
 Central Valley Higher Education Consortium
 Future Leaders of America
 Inland Empire Community Foundation
 Parent Institute for Quality Education
 Stanislaus Community Foundation
 The Education Trust - West

Opposition

None on file.

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