

Date of Hearing: June 25, 2019

ASSEMBLY COMMITTEE ON HIGHER EDUCATION

Jose Medina, Chair

SB 554 (Roth) – As Amended April 10, 2019

**SENATE VOTE:** 38-0

**SUBJECT:** Public schools: adult school students: Advanced Scholastic and Vocational Training Program.

**SUMMARY:** Authorizes a community college district to allow an adult student pursuing a high school diploma or a high school equivalency certificate to attend a California Community College (CCC) as a special part-time or full-time student. Specifically, **this bill:**

- 1) Authorizes the governing board of a school district overseeing an adult education program or the governing board of a community college district overseeing a noncredit program to authorize an adult student pursuing a high school diploma or a high school equivalency certificate, upon recommendation of the administrator of the student's adult school or noncredit program of attendance, to attend a community college during any session or term as a special part-time student.
- 2) Specifies that the community college district (pursuant to (1) above) shall be credited or reimbursed, provided that no school district has received reimbursement for the same instructional activity.
- 3) Specifies that a community college shall be credited with additional units of average daily attendance attributable to the attendance of adult learners at the community college as special part-time students.
- 4) Specifies that the intent of this measure is to facilitate streamlined enrollment in collocated credit courses on adult education and noncredit program sites and to help ensure a smoother transition from secondary education to college for adult high school equivalency students by providing them with greater exposure to the collegiate atmosphere.
- 5) Makes technical and clarifying changes to existing law.

**EXISTING LAW:**

- 1) Authorizes both the CCC and K-12 systems to offer and receive state funding for adult education courses (Education Code (EC) Sections 41976 and 84757).
- 2) Authorizes the following classes and courses to be offered by the school districts and county superintendent of schools for apportionment purposes from the adult education fund and prohibits state apportionment to be made for any course or class not specified in law: a) adult programs in parenting, including parent cooperative preschools, and classes in child growth and development, parent-child relationships, and parenting; b) adult programs in elementary and secondary basic skills and other courses and classes required for the high school diploma; c) adult education programs in English as a second language; d) adult education programs for immigrant eligible for educational services in citizenship, English as a second

language, and workforce preparation classes in the basic skills of speaking, listening, reading, writing, mathematics, decisionmaking and problem solving skills, and other classes required for preparation to participate in job specific technical training; e) adult education programs for adults with disabilities; f) adult short-term career technical education programs with high employment potential; g) adult programs for older adults; h) programs offering pre-apprenticeship training activities conducted in coordination with one or more apprenticeship programs approved by the Division of Apprenticeship Standards for the occupation and geographic area; i) adult programs in home economics; and, j) adult programs in health and safety education (EC Section 41976).

- 3) Authorizes the governing board of a school district, upon recommendation of the principal of a student's school of attendance, and with parental consent, to authorize a student who would benefit from advanced scholastic or vocational work to attend a community college as a special part-time or full-time student. Additionally, current law prohibits a principal from recommending, for community college summer session attendance, more than five percent of the total number of students in the same grade level and exempted from the five percent cap a student recommended by his or her principal for enrollment in a college-level summer session course if the course in which the pupil was enrolled met specified criteria. These exemptions were repealed on January 1, 2014 (EC Section 48800, et seq.).
- 4) Prohibits a pupil enrolled in a public school from being required to pay a pupil fee for participation in an educational activity; and, specifies that all of the following requirements apply to the prohibition: a) all supplies, materials, and equipment needed to participate in educational activities shall be provided to pupils free of charge; b) a fee waiver policy shall not make a pupil fee permissible; c) school districts and schools shall not establish a two-tier educational system by requiring a minimal educational standard and also offering a second, higher educational standard that pupils may only obtain via payment of a fee or purchase of additional supplies that the school district does not provide; and, d) a school district or school shall not offer course credit or privileges related to educational activities in exchange for money or donations of goods or services from a pupil or a pupil's parents or guardians, and a school district or school shall not remove course credit or privileges related to educational activities, or otherwise discriminate against a pupil, because the pupil or the pupil's parents or guardians did not or will not provide money or donations of goods or services to the school district or school (EC Section 49011).
- 5) Authorizes a school district governing board to require a fee of an adult enrolled in a class for adults and prohibits the total of the fees required and revenues derived from average daily attendance from exceeding the estimated cost of maintaining such classes. Current law also prohibits the imposition of a charge of any kind for a class in English and citizenship or a class in an elementary subject, nor for any class which is designated as granting high school credit when the class is taken by a person who does not hold a high school diploma. To note: for a class in English and citizenship, a fee may be charged only until July 1, 2015 (EC Section 52612).
- 6) Requires the CCC Chancellor's Office (CCCCO) to report to the Department of Finance and the 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 Sections 76001 and 76002).

- 7) Authorizes the governing board of a community college district to enter into a College and Career Access Pathways (CCAP) partnership with the governing board of a school district for the purpose of offering or expanding dual enrollment opportunities for students who may not already be college bound or who are underrepresented in higher education, with the goal of developing seamless pathways from high school to community college for career technical education or preparation for transfer, improving high school graduation rates, or helping high school pupils achieve college and career readiness; and authorizes the governing board of a community college district participating in a CCAP partnership agreement to exempt special part-time students, as specified, from various fee requirements, as specified (EC Section 76004).
- 8) Prohibits the local governing board of a community college district maintaining a noncredit course from requiring an adult enrolled in such a course to pay nonresident tuition or any fee or charge of any kind for a class in English and citizenship for foreigners, a class in an elementary subject, a class designated as granting high school credit to an individual without a high school diploma or other adult basic education programs and courses, as specified (EC Section 76380).
- 9) Charges CCCCCO and the California Department of Education (CDE) to jointly implement an adult education planning process; authorizes the CCCCCO and the CDE to distribute \$25 million to regional consortia to develop plans with the shared goal of better serving the educational needs of California's adult learners; and, specifies that the following five areas are to be addressed in the plans: a) elementary and secondary basic skills, including classes required for a high school diploma; b) classes and courses for immigrants in English as a second language, citizenship, and workforce preparations; c) education programs for adults with disabilities; d) short-term career technical education programs with high employment potential; and, e) programs for pre-apprenticeship training activities (EC Section 84830).
- 10) Establishes the Adult Education Block Grant (AEBG) Program under the administration of the CCC Chancellor and the State Superintendent of Public Instruction (SPI) and delineates the responsibilities of the CCC Chancellor and SPI in overseeing the Program. Tasks the CCC Chancellor and the SPI, with the advice of the Executive Director of the State Board of Education (SBE) to divide the state into regions that will best address the educational needs of adults in all regions of the state, specifying that there shall be only one adult education consortium in each region. Requires the CCC Chancellor and the SPI to approve, with the advice of the Executive Director of the SBE, for each consortium, rules and procedures, as specified (EC Section 84900, et seq.).
- 11) Requires the CCC Chancellor and the SPI, by September 30, following any fiscal year for which funds are appropriated for the AEBG Program, to report about the use of the funds to the Director of Finance, the SBE, and the Legislature. Specifies that the report shall include, among others, a summary of the adult education plan operative for each consortium, the

distribution schedule for each consortium, and the effectiveness of each consortium in meeting the educational needs of adults in its respective region (EC Section 84917).

**FISCAL EFFECT:** According to the Senate Appropriations Committee, the CCCCO indicates that to the extent that community college districts would be able to claim apportionment funding for an increased number of special-admit students, there will be additional Proposition 98 General Fund costs. The exact amount is unknown, but assuming the equivalent of 50 additional special FTES statewide at the current funding rate of \$5,457 for special admit students per FTES, it would be approximately \$273,000.

**COMMENTS:** *Double referral.* This bill was passed by the Assembly Committee on Education on June 19, 2019, with a vote of 7 - 0.

*Adult education and funding.* Adult schools are public schools offering free to low-cost classes for adults age 18 and older. Adult education instruction is offered primarily at adult schools and community colleges. Some programs are also offered at community based organizations, libraries, correctional facilities, and the California Conservation Corps. The primary purpose of adult education is to provide adults with the pre-collegiate knowledge and skills they need to participate in civic life and the workforce.

Due to longstanding concerns with a lack of coordination among providers, the state budget created the AEGB in 2015-16, later renamed the Adult Education Program as part the 2018-19 Budget. The program is currently appropriated \$526 million supporting consortia in various adult education regions.

To note, as a condition of apportionment under the Adult Education Program, consortia must develop and annually update a three year plan containing, in part, an evaluation of the educational needs of adults in the region, the funding available among all of the entities within the consortia, and actions to be taken to better integrate services offered and transitions into postsecondary education and the workforce.

*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.

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.

*Purpose of the measure.* According to the author, research shows that dual or concurrent enrollment is a great strategy for increasing college success and affordability for low-income students, including underperforming students and students from underserved communities. The author contends that current law does not allow adult learners enrolled in high school equivalency programs to concurrently enroll in a community college course.

This measure extends to adult learners (i.e. those enrolled in high school equivalency programs) the opportunity, like current high school pupils, to concurrently enroll in community colleges course as special part-time students. Additionally, the measure specifies that the community colleges admitting the adult learners as special part-time students, have the ability to waive the tuition and fees for said students (just like the current practice for special part-time high school students).

*What prohibits adult learners from dual enrollment now?* Existing law requires, as noted in the *existing law* section of this analysis, community college districts to admit California residents possessing a high school diploma or the equivalent and allows community college districts to admit any other person who would likely benefit from community college instruction. Therefore, a person attending any type of adult school can already also enroll in community college courses as well. However, such adult students, would not be assigned the “special-admit” designation because they are over 18 years of age.

This measure allows adult school attendees to obtain the special-admit designation only if they are pursuing their high school diploma or the equivalent and the governing board of the school district in which they attend adult school determines that community college courses would be beneficial.

*Does the special admit status assist adult learners?* While it is true that adult learners can participate in dual enrollment absent a “special admit” status, Committee Staff understands that the adult learners’ ability to obtain the “special admit” designation is beneficial in assisting this unique population of students to achieve academic success because relative to traditional community college students, special-admit students, in part, (a) automatically have their tuition and fees waived without having to submit additional paperwork; and, (b) are not required to pay for books, if they are dually-enrolled in a CCAP partnership agreement.

*How many?* According to information provided by the author, in the 2016-17 high school equivalency program year, 148,663 California students were enrolled in these programs. To note, Committee Staff was not able to obtain a statewide estimate of how many adult learners in this category would pursue dual enrollment. However, according to Chaffey Community College (who presently, under an existing pilot, allow adult learners in their consortia to dual enroll as special part-time students), 105 of their adult learners, to date, have participated in their dual enrollment pilot program.

**REGISTERED SUPPORT / OPPOSITION:**

**Support**

Association of Community and Continuing Education  
California Competes  
California EDGE Coalition (Sponsor)  
California Federation of Teachers  
Campaign for College Opportunity  
Career Ladders Project  
Chaffey College  
JFF  
Los Angeles County Office of Education  
Los Angeles Unified School District  
Mt. San Antonio College  
North Orange County Community College District  
The Education Trust - West

**Opposition**

None on file.

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