
SENATE COMMITTEE ON EDUCATION

Senator Benjamin Allen, Chair

2017 - 2018 Regular

Bill No: AB 1018 **Hearing Date:** July 5, 2017
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Urgency: No **Fiscal:** Yes
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Subject: Community colleges: student equity plans

SUMMARY

This bill requires the governing board of a California Community College (CCC) district to add homeless, lesbian, gay, bisexual, and transgender students to the categories of students required to be addressed in their student equity plan.

BACKGROUND

Existing law:

- 1) Establishes in federal law the McKinney-Vento Homeless Education Assistance Improvements Act of 2001 to ensure educational rights and protections for youth experiencing homelessness (42 United States Code (U.S.C.) 11431, et seq.).
- 2) Defines in federal law "homeless children and youth" to mean individuals who lack a fixed, regular and adequate nighttime residence, as specified, including children and youth who are:
 - a. Sharing the housing of other persons due to loss of housing, economic hardship, or similar reason;
 - b. Living in motels, hotels, trailer parks, or camping grounds due to the lack of alternative adequate accommodations;
 - c. Living in emergency or transitional shelters;
 - d. Abandoned in hospitals;
 - e. Awaiting foster care placement;
 - f. Inhabiting a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation, as specified;
 - g. Living in cars, parks, public spaces, abandoned buildings, substandard housing, bus or train stations, or similar settings; and,
 - h. Migratory, as defined, and who otherwise qualify as homeless per this definition (42 U.S.C. 11434(a)(2)).

- 3) Establishes the Student Success and Support Program (SSSP) in order to provide a variety of programs intended to ensure the success of California Community College (CCC) students, including, but not limited to: a) student assessment before course registration; b) counseling and other education planning services; c) advising; and, d) development of an education plan leading to a course of study. Specifies funding for the SSSP be targeted to fully implement orientation, assessment, counseling and advising, and other education planning services needed to assist a student in making an informed decision about his or her educational goal and course of study and in the development of an education plan. (Education Code (EC) § 78212).
- 4) Requires that all CCC districts, with the assistance of the CCC Chancellor, establish and maintain institutional research to evaluate the effectiveness of the SSSP, as specified, and of any other programs or services designed to facilitate students' completion of their educational goals and course of study.
- 5) Requires the metrics for such research to include, but be not limited to the following: a) prior educational experience, including transcripts when appropriate, as determined by the chancellor; b) educational goals and courses of study; c) criteria for exemption from orientation, assessment, or required counseling or advisement, if applicable; d) need for financial assistance; e) disaggregated data by ethnicity, gender, disability, age, and socioeconomic status, to the extent this information is available; f) academic performance, such as the completion of specified unit thresholds, success in basic skills courses, grade point average, course completion outcomes, transfer readiness, and degree and certificate completion; and, g) any additional information that the chancellor finds appropriate (EC § 78214).
- 6) As a condition for receiving SSSP funding, and in order to ensure equal educational opportunities and to promote student success for all students, regardless of race, gender, age, disability, or economic circumstances, the governing board of each CCC district is required to maintain a student equity plan that includes, but is not limited to, the following for each CCC:
 - a) Campus-based research as to the extent of student equity by gender and specified underrepresented groups.
 - b) Goals for access to, and completion of, basic skills, career technical education and workforce training, and transfer courses for the overall student population and for each population group of high-need or disadvantaged students, and a determination of what activities are most likely to effectively meet those goals.
 - c) Where significant underrepresentation is found to exist, measures for addressing the disparities in those areas, implementation activities designed to attain the specified goals, including, but not limited to, the adoption of evidence-based models of remediation; and, d) a schedule and process for evaluation. The plan shall be adopted by the governing board of the CCC district and submitted to the CCC Chancellor, as specified (EC § 78820).

- 7) Requires the California Community College (CCC) Chancellor to allocate funds provided for purposes of successfully implementing the activities and goals specified in the student equity plans, consistent with all of the following:
 - a) Submission of a student equity plan that is consistent, as specified in (EC § 78220).
 - b) CCC districts serving greater populations of students who are high-need or disadvantaged receive greater resources to provide services to students, consistent with the goals and activities specified in their student equity plans.
 - c) Criteria established by the Chancellor for calculating the number of high-need and disadvantaged students in a CCC district.
 - d) The list established by the Chancellor of eligible and ineligible expenditures and activities to ensure that funding is used to support the implementation of student equity plan goals and the coordination of services for the targeted student populations. (EC § 78221).
- 8) Requires a report by the Chancellor provided to the Department of Finance, the Legislative Analyst, and the appropriate policy and fiscal committees of the Legislature, on the expenditure of student equity funds. (EC § 78221).

ANALYSIS

This bill:

- 1) Requires the governing board of a CCC district to add homeless, lesbian, gay, bisexual, and transgender students to the categories of students required to be addressed in their student equity plan.
- 2) Adds any additional categories of students determined by the governing board of the community college.
- 3) Requires the Office of the Chancellor of the CCCs to make data available regarding campus-based research conducted for the specified categories of students to community college districts for determining student equity and disproportionate impact, as specified.
- 4) Requires the Chancellor to *provide guidance to community college districts regarding* expenditures and activities to ensure that funding is used to support the implementation of student equity plan goals and the coordination of services for the targeted student populations, in lieu of requiring the Chancellor *establishing a list of eligible and ineligible expenditures* to ensure that Student Success and Support Program funding is used to support the specified purposes.

STAFF COMMENTS

- 1) ***Need for the bill.*** Under current law in order to receive student success funding, the governing board of each community college is mandated to develop and maintain a student equity plan for a diverse array of students including foster youth, students with disabilities, low-income students, veterans and students in a variety of ethnic and racial categories. According to the author, this list excludes the segments growing homeless youth population and lesbian, gay, bisexual, and transgender students.

This bill requires community college districts add homeless students to the categories of students required to be addressed in their student equity plans.

- 2) ***Homeless youth attending Community College.*** A recent study by the Community College Equity Assessment Lab of just over 3,600 students at seven California community colleges (CCCs) found about one-third of students were housing insecure or homeless. According to information provided by the author's office, this homelessness can take many forms including; "couch surfing", living out of one's vehicle, to a complete lack of shelter. A survey by The California Homeless Youth Project found that 93 percent of Community College faculty and staff agreed or strongly agreed that their students were experiencing homelessness, but only 15 percent reported that their campuses were adequately prepared to support their students experiencing housing insecurity.
- 3) ***Services for homeless students.*** Aside from the tuition waiver and supplement aid programs offered to CCC students who may not have the ability to cover the cost of college attendance, current law requires CCC campuses to grant access to shower facilities for enrolled homeless youth. Additionally, some campuses of established emergency aid programs funded from external sources, such as district foundations and other fundraising efforts.
- 4) ***LGBT students.*** According to the author there is limited data on Lesbian, Gay, Bisexual, and Transgender (LGBT) students in the California Community Colleges. Staff notes, it's unclear whether Community Colleges have programs or services dedicated to addressing the needs of this group of students.
- 5) ***Student Equity program.*** Pursuant to Senate Bill 1143 (Liu, Chapter 409, Statutes of 2010), the Board of Governors of the CCCs created the Student Success Task Force. The Task Force published recommendations in early 2012, many of which became part of Student Success Act of 2012 the effort to improve student success established by SB 1456 (Lowenthal, Chapter 624, Statutes of 2012). Among many important changes in the Act, it reaffirmed the importance of focusing on student equity in the effort to improve student success. In 2013, the Chancellor's Office convened a Student Equity Workgroup to review and update the student equity planning process, ensuring that each college identifies strategies to address and monitor equity issues as well as to mitigate the disproportionate impact on student access and achievement.

The state provided dedicated funding through the 2014 Budget Act to support the creation of student equity plans. Student equity planning focuses on increasing access, course completion, and English as Second Language and basic skills completion, degrees, certificates and transfer for the overall student population

and for each population group of high-need or disadvantaged students. Each college develops specific goals/outcomes and actions to address disparities that are discovered, disaggregating data for indicators by student demographics. Student equity plans are prepared with three-to-five year time frames in terms of planned activities and improvements, to align with the Student Success and Support Program plan.

As a component of the student equity plan requirement, community college districts must include for each community college, campus-based research as to the extent of equity for each of the following categories of students:

- Current or former foster youth.
- Students with disabilities.
- Low-income students.
- Veterans.
- American Indian or Alaska Native.
- Asian.
- Black or African American.
- Hispanic or Latino.
- Native Hawaiian or other Pacific Islander.
- White.
- Some other race.
- More than one race.

This bill adds homeless students, lesbian, gay, bisexual, or transgender student to this list and further authorizes community college districts to determine any additional category of students.

6) ***Related legislation.***

SB 307 (Nguyen, 2017) requests the University of California (UC) to convene a task force, consisting of three representatives from the UC, California State University (CSU) and California Community Colleges (CCC), for the purpose of conducting a study to determine the extent, causes, and effects of housing insecurity and homelessness of current and future students. SB 307 was approved by this committee by a vote of 7 to 0 and is pending hearing in the Assembly Higher Education hearing.

AB 504 (Medina, 2017) modifies the current criteria for the development of student equity plans of which community college governing boards are required to maintain for each CCC in order to receive Student Success and Support Program funding under existing law by requiring the CCC Chancellor to establish a standard methodology for measurement of student equity. AB 504 approved by this committee by a vote of 7 to 0 and is pending on the Senate Floor.

AB 1076 (Medina, 2017) would require the Legislative Analyst's Office, in consultation with the CCC, the CSU, and the UC, to conduct a study relative to current and former homeless youth by January 1, 2020. AB 1076 was held in Assembly Appropriations Committee.

SUPPORT

California Federation of Teachers (CFT)
Faculty Association of California Community Colleges (FACCC)
San José Evergreen Community College District

OPPOSITION

None received

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