
SENATE COMMITTEE ON EDUCATION

Senator Benjamin Allen, Chair

2017 - 2018 Regular

Bill No: AB 1533 **Hearing Date:** June 14, 2017
Author: O'Donnell
Version: April 20, 2017
Urgency: Yes **Fiscal:** Yes
Consultant: Olgalilia Ramirez

Subject: Pupil instruction: College Promise Partnership Act

SUMMARY

This bill, an urgency measure, deletes the June 30, 2017, operative date and the January 1, 2018, sunset date of the Long Beach College Promise Partnership Act, thereby extending the operation of the program indefinitely.

BACKGROUND

Existing law:

- 1) Authorizes the Long Beach Community College District (LBCCD) and the Long Beach Unified School District (LBUSD), until June 30, 2017, to enter into a partnership regarding concurrent enrollment (also referred to as dual enrollment), to provide participating students with an aligned sequence of high school and college coursework leading to "capstone college courses"—either (a) lower-division for credit courses transferable to the California State University (CSU) or University of California, or (b) college-level, occupational courses that are a part of a sequence of career technical education (CTE) courses leading to a degree or certificate.
- 2) States that the purpose of the partnership is to provide a seamless bridge to college for pupils not already college bound and to reduce the time needed for advanced students to complete programs.
- 3) Requires the LBCCD to annually report to the California Community College (CCC) Chancellor's Office regarding moneys used for the partnership and to provide an independent evaluation of the partnership to the Chancellor's Office and the Legislature by December 30, 2016.
- 4) Authorizes the LBCCD to admit any student participating in the partnership, and authorizes, for purposes of receiving state apportionments, the LBCCD to include high school pupils who attend a community college within the district and participate in the partnership, provided that no school district has received reimbursement for the same instructional activity.
- 5) Authorizes LBCCD to assign priority for enrollment and course registration to any of the following:

- a) Students pursuing and making satisfactory academic progress toward a degree, certificate, transfer, or basic skills objective.
- b) Students pursuing and making satisfactory academic progress, pursuant to an approved individual education plan, toward a career development objective.
- c) Students participating in the partnership. (Education Code § 48814 and 76003 et al.)

ANALYSIS

This bill:

- 1) Deletes the June 30, 2017 operative date and the January 1, 2018 sunset date of the Long Beach College Promise Partnership Act, thereby extending the operation of the program indefinitely.
- 2) Specifies that a student who elects to participate in the partnership is required complete the grade 11 achievement test pursuant to current state law or its equivalent.
- 3) Makes the bill an urgency measure in order to ensure student enrollment in the 2017-18 academic year.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, making the Long Beach College Promise program permanent will allow the partnership to continue serving the students of the greater Long Beach community. This bill seeks to ensure that the authority granted to Long Beach Community College District (LBCCD) and Long Beach Unified School District (LBUSD) continues for purposes of offering dual enrollment opportunities and granting priority registration to program participants.
- 2) ***College Promise programs.*** Promise programs are innovative partnerships that connect local K-12, community college and four-year university segments to provide clear pathways for students to follow and achieve their degree. The districts involved in the program also work together to ensure that the curriculum is aligned and that a student will graduate high school having completed all of the requirements to enter college. Successful programs such as Long Beach College Promise also engage city entities, local non-profits and businesses to establish fully-rounded partnerships to invest in student success.
- 3) ***Long Beach Promise Program.*** The Long Beach Promise Program was established in 2008 as a collaborative partnership between the LBUSD, the LBCCD and the California State University at Long Beach with the general goals of increasing college preparation, college access, and ultimately college success. In 2011, SB 650 (Lowenthal, Chapter 633, Statutes of 2011) statutorily authorized the partnership and granted greater flexibility in the program's

implementation than normally allowed for dual enrollment programs as well as authorizing the crediting of FTES for these students.

Reportedly, the partnership agreement between the K-12 and community college district ensures access for all students of the K-12 district that choose to participate. According to Long Beach Community College District (LBCCD) staff, the program experienced a dip in enrollment attributed to a lack of student interest, student readiness and staff turnover. These issues were addressed by hiring dedicated staff and adjusting how students were assessed for college-level courses. For the summer 2017 cohort program staff anticipates enrollment of 100 students. Previous cohorts have consisted of approximately 50-80 students.

4) **Related report.** SB 650 (Lowenthal, Chapter 633, Statutes of 2011) required an independent evaluation at the end of the five-year implementation period. According to LBCCD, to remedy the situation a dedicated staff person was brought on board and is no longer an issue. The evaluation examined program outcomes and offered the following recommendations:

- a) *Continue to allow Long Beach Community College and Long Beach Unified School District to operate under the rules of SB 650.* Findings from the quantitative analyses are optimistic. The partnership, under SB 650, has demonstrated a commitment to pushing the boundaries of the intersegmental model within the constraints of current law.
- b) *Continue to assess the impact of revised structures, policies, and programs on students.* The various structures, policies, and programs implemented to support the efforts related to dual enrollment and student success came in response to identified obstacles and roadblocks. The impact of these modifications should continue to be monitored in Long Beach and amount other intersegmental partnerships around California.
- c) *Further research could improve student success outcomes.* Program participants generally outperform their non-program participant peers, there are a number of findings that would benefit from further analyses. For example disaggregating results by student subpopulations (e.g., gender, ethnicity, English learner status, free and reduced lunch eligibility, academic achievement) could assist in improving participation rates among underrepresented groups to ensure all eligible students understand how to take advantage of dual enrollment opportunities.
- d) *Work to improve communications about dual enrollment in a variety of ways including orientation.*
- e) *Give high schools, districts and colleges time to develop and implement intersegmental student success programs as it requires considerable changes to structures, policies and programs.* Interview respondents noted that the dual enrollment program did not get underway fully until the most recent academic year, at which time there was a considerable rise in the number of student participants.

- f) *Use the Long Beach experience to help other intersegmental student success partnerships identify likely barriers and address them.*
- g) *Use lessons learned from the Long Beach College Partnership Act (SB 60) to revisit the College and Career Pathways Access Act. AB 288 should be reviewed to determine if there are legislative requirements that further or add to the obstacles identified, and successfully addressed in Long Beach.*
- 5) **Other College Promise activity.** The success of the Long Beach Promise has prompted legislative efforts to duplicate similar partnerships throughout the state. These include the following:

- *The Budget Act of 2016* (SB 826, Leno, Chapter 23, Statutes of 2016) provides \$15 million for the K-12 partnerships program and also stipulates that these funds are to be allocated and spent pursuant to pending legislation. AB 1741 (Rodriguez, Chapter 434, Statutes of 2016) provided the statutory authority and programmatic structure for this funding allocation. Specifically, AB 1741 established the California College Promise Innovation Grant Program until January 1, 2021, to be administered by the Chancellor's Office of the California Community Colleges (CCC). Grants are to be distributed to support the colleges in establishing or expanding regional programs to address college preparedness, attendance, and graduation, as specified, in partnership with school districts and public postsecondary universities in California. AB 1741 was inspired by the success of Long Beach College Promise and other similar programs
- *College and Career Access Pathways Act.* In an effort to expand the availability of dual enrollment programs to a broader range of students, AB 288 (Holden, Chapter 618, Statutes of 2015) created another category of special part-time options, the College and Career Access Pathways Act. The intent of this new pathway was to serve lower achieving students in an effort to decrease time to degree, and stimulate interest in higher education among high school students for students who may not be college bound or who are underrepresented in higher education. The program was structure to authorize a model more like the Long Beach Promise that offers dual enrollment as a pathway, rather than a series of disconnected individual courses, and provide greater flexibility in the delivery of courses at the high school campus.

Unlike other concurrent enrollment options, AB 288 authorized community colleges to offer course that are closed to the general public if offered on a high school campus, to grant special admit students higher priority than currently possible, and to exceed the current 11 unit cap per semester if the student is receiving both a high school diploma and associate's degree. In exchange for the great flexibility, College and Career Access Pathways (CCAP) program districts must meet a variety of requirements relative to instructors, job placement, preserving access for adult students, and allowances and apportionments.

6) ***Is there a need for continued authorization?*** Given that the elements of the CCAP were based upon the Long Beach Promise Program, it may appear that the Promise Program could continue to operate as a CCAP program once its statutory authorization sunsets if it so chooses. However, according to the Long Beach Community College reauthorization is needed to continuing to afford incoming LBCC students with priority registration an authority not granted under AB 288. The committee may wish to consider whether the provisions of this bill should be extended to all college promise partnerships.

7) ***Technical amendment.*** Staff recommends and the author agrees to the following technical and clarifying amendment:

48811.(b) A pupil who elects to participate in the partnership authorized by Section 48810.5 shall complete the grade 11 achievement test provided for in Section 60640, or ~~its equivalent~~ ***any successor test approved by the state board***, to determine readiness for college-level coursework, and shall enroll in coursework during grade 12 to remedy any deficiencies diagnosed by the ~~augmented~~ ***achievement*** test. The consent of a parent or guardian of a pupil shall be required prior to a pupil's participation in the partnership.

SUPPORT

Long Beach Unified School District
 City of Long Beach
 California School Boards Association
 Long Beach Community College District

OPPOSITION

None received

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