
SENATE COMMITTEE ON EDUCATION

Senator Connie Leyva, Chair

2019 - 2020 Regular

Bill No: AB 720 **Hearing Date:** June 19, 2019
Author: Muratsuchi and Smith
Version: April 11, 2019
Urgency: No **Fiscal:** Yes
Consultant: Ian Johnson

Subject: Community colleges: funding: instructional service agreements with public safety agencies.

SUMMARY

This bill would fund community college courses offered through an instructional service agreement with a public safety agency at a specified apportionment rate rather than according to the new Student Success Funding Formula.

BACKGROUND

Existing law:

- 1) Establishes the California Community College (CCC) Student Success Funding Formula for general purpose apportionments for credit instruction providing additional funding for colleges serving low-income students and rewarding college progress on improving student success.
- 2) Prior to the CCC Student Success Funding Formula, provided general purpose apportionments for credit instruction based on an annual allocation on the number of colleges and off-campus centers in a community college district and, principally, on a per-student rate for enrollment in credit courses. The rate, which was adjusted annually for changes in the cost of living, was \$5,151 per student in 2017-18.
- 3) Provides that career development and college preparation courses shall be funded at the rate established prior to the CCC Student Success Funding Formula.
- 4) Defines career development and college preparation courses, for purposes of funding determination, to be courses and classes for which no credit is given, are offered in a sequence leading to a certificate of completion, lead to improved job placement opportunities or a certificate of competency in a recognized career field, and meet funding criteria established by the CCC Board of Governors.
- 5) Funds the following noncredit instruction at an established per-student rate (currently \$3,347) adjusted for the change in the cost of living:
 - a) Parenting, including parent cooperative preschools, classes in child growth and development and parent-child relationships;

- b) Elementary and secondary basic skills and other courses and classes such as remedial academic courses or classes in reading, mathematics, and language arts.
 - c) English as a second language;
 - d) Classes and courses for immigrants 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, decision making and problem solving skills, and other classes required for preparation to participate in job-specific technical training;
 - e) Education programs for persons with substantial disabilities;
 - f) Short-term vocational programs with high employment potential;
 - g) Education programs for older adults;
 - h) Education programs for home economics; and
 - i) Health and safety education.
- 6) Establishes the California Community College Student Success Funding Formula Oversight Committee to continuously evaluate and review the implementation of the funding formula. A priority of the committee shall be to review and make recommendations to the Legislature and the Department of Finance, by June 30, 2021 as to whether noncredit instruction and instructional service agreements should be incorporated into the base and supplemental allocations of the formula.
- 7) Specifies that, for purposes of computing a community college district's enrollment, attendance includes students participating in in-service training courses in the areas of police, fire, corrections, and other criminal justice system occupations that conform to all apportionment attendance and course of study requirements otherwise imposed by law, if the courses are fully open to the enrollment and participation of the public.
- 8) Specifies that, in the event in-service training courses are restricted to employees of police, fire, corrections, and other criminal justice agencies, attendance for the restricted courses shall not be reported for purposes of state apportionments. A community college district which restricts enrollment in-service training courses may contract with any public agency to provide compensation for the cost of conducting such courses.

ANALYSIS

This bill would fund community college courses offered through an instructional service agreement with a public safety agency at a specified apportionment rate rather than according to the new Student Success Funding Formula.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “Police and fire personnel in California have mandated, ongoing training required through their respective agencies. Many community colleges collaborate with local police and fire departments to offer this training under the California Community College’s apportionment funding model. Nearly a third of California’s community colleges maintain such partnerships built on revenue sharing agreements called Instructional Services Agreements.”

“In the past, 100 percent of the funds received from the state for these training programs came from full time equivalent student (FTES) apportionment. However, under the new student-centered funding formula approved in last year’s budget, over the next three years, colleges will receive 60 percent of the funding based on apportionment. The remaining 40 percent is based on serving students of need and student outcomes—criteria that do not apply to the ISA scenario.”

“The impact of the change in FTES funding will limit the ability of community colleges to serve this important role in our state and may jeopardize public safety training in our communities”

- 2) ***Student Centered Funding Formula overview.*** Prior to 2018-19, the state based community college general purpose apportionment funding for both credit and noncredit instruction almost entirely on full time equivalent (FTE) enrollment. Last year, the state changed the credit-based apportionment formula, now known as the Student Centered Funding Formula (SCFF), to include the following three main allocations:
- a) ***Base Allocation.*** As with the prior apportionment formula, the base allocation gives each district certain amounts for each of its colleges and state-approved centers. It also gives each district funding for each credit FTE student (\$3,727 in 2018-19).
 - b) ***Supplemental Allocation.*** The SCFF provides an additional \$919 for every student who receives a Pell Grant, receives a need-based fee waiver, or is undocumented and qualifies for resident tuition. Student counts are “duplicated,” such that districts receive twice as much supplemental funding (\$1,838) for a student who is included in two of these categories.
 - c) ***Student Success Allocation.*** The formula also provides additional funding for each student achieving specified outcomes—obtaining various degrees and certificates, completing transfer-level math and English within the student’s first year, and obtaining a regional living wage within a year of completing community college. Each of the specified outcomes have different funding amounts.

The new formula does not apply to credit enrollment generated from incarcerated students, high school students, or to any noncredit enrollment. Apportionments for these students remain based entirely on enrollment.

- 3) ***New formula protects districts from funding losses.*** The new formula includes several hold harmless provisions for community college districts that would have received more funding under the former apportionment formula than the new formula. For 2018-19, 2019-20, and 2020-21, these community college districts receive their total apportionment in 2017-18, adjusted for cost-of-living increases for each year of the period. Beginning in 2020-21, districts are to receive no less than the per-student rate they generated in 2017-18 under the former apportionment formula multiplied by their current full time equivalent (FTE) student count. To help districts with declining enrollment, the state also retained its longstanding one-year hold harmless provision that allows districts to receive the greater of their calculated current-or prior-year allotments.
- 4) ***Funding formula oversight committee.*** AB 1840 (Committee on Budget), Chapter 426, Statutes of 2018, established the Student Centered Funding Formula (SCFF) Oversight Committee, which is charged to continuously evaluate and review the implementation of the funding formula. The 12 members of the committee are appointed equally by the Administration, Senate and Assembly. The committee is charged to make recommendations by January 1, 2020, regarding the inclusion of first-generation college students, whether the definition of low-income students should be adjusted to regions of the state, and incoming students' level of academic proficiency. By June 30, 2021, the committee must provide recommendations on whether the formula should include noncredit instruction and instructional service agreements and how districts allocations would be adjusted in a recession.
- 5) ***Should we wait for the oversight committee?*** This measure is contrary to the deal made last year between the Administration and the Legislature to establish an oversight committee charged with evaluating, among other things, the funding level of all instructional service agreement courses. Moreover, this bill would only affect courses provided under an instructional service agreement with a public safety agency. While it may be that these courses and their students are unique, those factors need to be considered within the broader context of the state budget and the intent of the new funding formula.

The Chancellor's Office has not taken a formal position on this bill, but cautions that it would be premature to address this issue in legislation prior to the oversight committee concluding its evaluation and making recommendations.

SUPPORT

California Fire Chiefs Association
 California Police Chiefs Association
 California Professional Firefighters
 Chabot College Accredited Regional Fire Training Program
 City of El Segundo
 City of Laguna Beach
 City of Torrance
 Clovis Fire Department
 College of the Canyons
 Costa Mesa Fire & Rescue Department

Dunnigan Fire Protection District
East Los Angeles College
El Camino Community College District
Fire Districts Association of California
Fresno City College
Fresno Fire Department
Kern Community College District
Lake Tahoe Community College District
Los Angeles Area Fire Chiefs Association
Los Angeles County Fire Department
Mid-Coast Fire Brigade
Monterey Peninsula College
Monterey Police Department
Mt. San Antonio College
Newport Beach Fire Department
OC Lifeguards
Ohlone College
Orange City Fire Department
Orange County Fire Authority
Orange County Fire Chiefs Association
Sacramento Fire Department
San Bernardino Community College District
San Bernardino Valley College
Santa Clarita Community College District
Santa Rosa Junior College Public Safety Training Center
Seaside Fire Department
Sierra College
University of California Davis Fire Department
Victor Valley Community College District
West Valley Regional Fire Training Consortium
Woodland Fire Department

OPPOSITION

None received

-- END --