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## SENATE COMMITTEE ON EDUCATION

Senator Connie Leyva, Chair

2019 - 2020 Regular

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**Bill No:** SB 563 **Hearing Date:** April 3, 2019  
**Author:** Roth  
**Version:** February 22, 2019  
**Urgency:** No **Fiscal:** Yes  
**Consultant:** Ian Johnson

**Subject:** Community colleges: College and Career Access Pathways Pilot Program.

### SUMMARY

This bill would establish a College and Career Access Pathways (CCAP) Pilot Program, administered by the Chancellor of the California Community Colleges, with the goal of improving the existing CCAP program, as specified.

### BACKGROUND

Existing law:

- 1) Establishes CCAP, allowing the governing boards of a school district or charter school and a community college district to establish a partnership offering or expanding dual enrollment 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.
- 2) Requires CCAP partnership agreements between school and community college district governing boards to be presented at a public meeting and include:
  - a) The total number of high school students to be served.
  - b) The total number of Full-Time Equivalent Student projected to be claimed by the community college district.
  - c) The scope, nature, time, location and listing of community college courses to be offered.
  - d) The criteria to assess the ability of pupils to benefit from courses offered pursuant to an AB 288 CCAP Partnership Agreement.
  - e) The protocols for information sharing, in compliance with all applicable state and federal privacy laws, joint facilities use, and parental consent for high school pupils to enroll in community college courses.
  - f) The point of contact for the participating community college district and school district partner.

- g) Specification of which participating district will be the employer of record for purposes of assignment monitoring and reporting to the county office of education.
  - h) Specification of which participating district will assume reporting responsibilities pursuant to applicable federal teacher quality mandates.
- 3) Requires College and Career Access Pathways (CCAP) participating school and community college districts to report annually to the office of the Chancellor of the California Community Colleges (chancellor) all of the following:
- a) The total number of high school pupils by schoolsite enrolled in each CCAP partnership, aggregated by gender and ethnicity.
  - b) The total number of community college courses by category and type and by schoolsite enrolled in by CCAP partnership participants.
  - c) The total number and percentage of successful course completions, by category and type and by schoolsite, of CCAP partnership participants.
  - d) The total number of full-time equivalent students generated by CCAP partnership community college district participants.
  - e) The total number of full-time equivalent students served online generated by CCAP partnership community college district participants.
- 4) Requires the chancellor, on or before January 1, 2021, to prepare a summary report that includes an evaluation of the CCAP partnerships, an assessment of trends in the growth of special admits systemwide and by campus, and, based upon the data collected, recommendations for program improvements, including, but not necessarily limited to, both of the following:
- a) Any recommended changes to the statewide cap on special admit full-time equivalent students to ensure that adults are not being displaced.
  - b) Any recommendation concerning the need for additional student assistance or academic resources to ensure the overall success of the CCAP partnerships.

## ANALYSIS

This bill:

- 1) Establishes a CCAP Pilot Program, administered by the Chancellor of the California Community Colleges with the goal of accomplishing all of the following:
  - a) Develop solutions to reduce paper-based registrations and permissions for pupils participating in a CCAP partnership program pursuant to Section 76004.

- b) Develop solutions for better tracking and monitoring of pupils participating in a College and Career Access Pathways (CCAP) partnership program pursuant to Section 76004.
  - c) Develop solutions for allowing community colleges to receive funding for pupils participating in a CCAP partnership program pursuant to Section 76004.
  - d) Further develop and enhance wrap-around services as part of a CCAP partnership program pursuant to Section 76004, including assistance in admissions, educational planning, disability resource services, counseling, faculty training, and outreach to pupils and parents provided at the high school.
  - e) Further develop and disseminate best practices for CCAP partnerships pursuant to Section 76004.
  - f) Provide community college faculty professional development on how to teach pupils that are used to a high school environment.
- 2) Requires, by July 1, 2020, the chancellor's office to competitively select 3 community colleges, located in northern, southern, and central California, and up to a total of 15 high schools located within the service area of the selected community colleges, with at least 3 and no more than 5 selected high schools located in each selected community college service area, to participate in the pilot program.
  - 3) Specifies that selected community colleges and high schools shall have, at the time of their application, entered into CCAP partnerships.
  - 4) Specifies that if Norco College elects to participate, they shall be the community college selected to represent Southern California.
  - 5) Requires the chancellor's office to allocate to each selected community college an award of \$300,000 and to each selected high school an award of \$200,000 for each of the 2020–21 to 2022–23 fiscal years, inclusive, to be used for any of the pilot goals described above.
  - 6) Requires, by July 1, 2024, as a condition of participation in the pilot program, each selected community college and high school to report to the chancellor's office, the Legislature, and the appropriate Senate and Assembly select committees relating to career technical education, specified information required under the existing CCAP program.
  - 7) Remains in effect until January 1, 2025, and as of that date is repealed.
  - 8) Becomes operative only if Assembly Bill 30 of the 2019–20 Regular Session is enacted and becomes effective.

**STAFF COMMENTS**

- 1) ***Need for the bill.*** According to the author, “Dual Enrollment is one of the most effective strategies to increase the number of students from underrepresented and low-socioeconomic backgrounds who receive either a BA or AA degree. Dual enrollment provides students with the opportunity to take community college courses along with their regular high school classes.”

“While AB 288 (Holden) 2015, streamlined the process in which high schools and community colleges can partner with the establishment of a College and Career Access Pathways (CCAP) agreement, the California Community College Chancellor’s Office reports that to date there are only 76 such agreements. While the number of partnerships between high schools and community colleges have increased, the volume of participation in dual enrollment state-wide has not reached the levels needed for substantial improvement in college going rates. Recent data shows that California's dual enrollment and completion rates are still lagging behind other states.

Without bills like SB 563, eligible students may participate, but schools and districts may not be inclined to promote dual/concurrent enrollment for students.”

- 2) ***Concurrent enrollment.*** Concurrent enrollment provides pupils the opportunity to enroll in college courses and earn college credit while still enrolled in high school. Generally, a pupil is allowed to concurrently enroll in a community college as a "special-admit" while still attending high school, if the pupil's school district determines that the pupil would benefit from "advanced scholastic or vocational work." Special-admit students have typically been advanced pupils wanting to take more challenging coursework or pupils who come from high schools where Advanced Placement or honors courses are not widely available. Additionally, programs such as middle college high schools and early college high schools use concurrent enrollment to offer instructional programs for at-risk pupils that focus on college preparatory curricula. These programs are developed through partnerships between a school district and a community college.
- 3) ***College Access and Career Pathways (CCAP) program.*** The CCAP program allows for partnerships between school and community college districts such that high school students dual-enroll in up to 15 community college units per term; students may enroll in no more than four courses per term. The goals of CCAP are to develop seamless pathways from high school to community college for career technical or general education transfer, improve high school graduation rates, or help high school students achieve college and career readiness. Courses must be part of an academic program defined in a CCAP agreement and meet criteria for both a high school diploma and an Associate of Arts or other credentials.

Unlike other concurrent enrollment options, CCAP offers dual enrollment as a pathway, rather than a series of disconnected individual courses, and provides greater flexibility in the delivery of courses at the high school campus.

- 4) ***Other concurrent enrollment options.*** Beyond the College and Career Access Pathways (CCAP), community college districts have several statutorily authorized means by which apportionments can be claimed for minors enrolled by the district. These include:
- a) *Special part-time full-time students.* School district governing boards can recommend students who would benefit from advanced scholastic or vocational work for attendance at a community college upon recommendation of the principal. The number of students who can be recommended for summer session enrollments is capped at five percent of the students in each grade. Community colleges can claim state funding for these students only if the course is open and advertised to the general public. Under this authority, students are limited to enrolling in a maximum of 11 units per semester, and must be assigned low enrollment priority by the college to avoid displacement of adults.
  - b) *Early College High Schools (ECHS) and Middle College High Schools (MCHS).* ECHS are designed for young people who are underrepresented in postsecondary education, including students who have not had access to the academic preparation needed to meet college readiness standards, students for whom the cost of college is prohibitive, students of color, first generation college-goers, and English language learners. MCHS is a collaborative program that enables high-potential, "at-risk" students to obtain a high school education while concurrently receiving direct access to college courses and services. High school students attend classes at a community college and earn credit toward a high school diploma while having the opportunity to concurrently take college courses and to receive more intensive counseling and administrative attention. These programs are subject to the same conditions that exist for special admit students, with the exception that MCHS students are exempt from the low enrollment priority provisions for classes necessary for completion of their programs.
  - c) *College Promise Partnership Act.* SB 650 (Lowenthal, Chapter 633, Statutes of 2011) authorized a partnership between the Long Beach community college and school district to provide a seamless bridge to college for students who were not already college bound and to reduce the time needed for advanced students to complete programs. These students are exempted from the requirements applicable to special admit students that they must be recommended by the school principal. The community college is eligible to receive state funding for these students but is prohibited from receiving apportionment for instructional activity for which the school district received apportionment. Formerly set to sunset on January 1, 2018, this partnership was extended indefinitely by AB 1533 (O'Donnell, Chapter 762, Statutes of 2017).
- 5) ***Concerns with creating a small-scale dual enrollment pilot before the existing large-scale pilot has been evaluated.*** The existing CCAP program is a six-year statewide dual-enrollment pilot expiring on January 1, 2022, with the chancellor required to prepare a program evaluation, including recommended

improvements, by January 1, 2021. As currently drafted, this bill would create a new five-year College and Career Access Pathways (CCAP) pilot from January 1, 2020 to January 1, 2025, awarding grants to three CCAP partnerships.

Supporters of this measure argue that, because some shortcomings of the existing CCAP program have already been identified, a new CCAP pilot program should be authorized immediately to begin developing solutions. However, this approach ignores the likelihood of the chancellor's pending report: (1) identifying additional CCAP program shortcomings, and (2) offering solutions that could be incorporated into a future CCAP program extension statewide.

- 6) **Concerns with the funding mechanism.** As currently drafted, this bill would charge the chancellor's office with competitively selecting 3 community colleges, with one located in northern, southern, and central California, and up to a total of 15 high schools to participate in the pilot program. Norco College would be given first right of refusal for the community college representing southern California and all grant recipients would be encouraged to allocate their spending on each of the pilot goals equally. Given that the ultimate goal of this bill is to demonstrate effective models of fully-funded CCAP agreements—those showing promise in developing solutions to administrative hurdles, effective tracking of student outcomes, availability of wrap-around services for students, the ability to disseminate best practices through the state, and providing educator professional development—the allocation of grant funding should be targeted to high-performing local educational agencies. Moreover, it is unclear why Norco College should be given first right of refusal for grant funding among southern California community colleges.
- 7) **Amendments.** To address the concerns mentioned above, **staff recommends** amending the bill as follows:
  - a) Require the chancellor's office, as part of the CCAP summary report, to consult with CCAP participants.
  - b) Add the following to the program improvement recommendations that must be addressed in the summary report:
    - i) How to reduce paper-based registrations and permissions for pupils participating in a CCAP partnership.
    - ii) Improved tracking and monitoring of pupils participating in a CCAP partnership.
    - iii) Allowing community colleges to receive funding for pupils participating in a CCAP partnership.
    - iv) Developing and enhancing wrap-around services as part of a CCAP partnership program, including assistance in admissions, educational planning, disability resource services, counseling, faculty training, and outreach to pupils and parents provided at the high school.

- v) Developing and disseminating best practices for successful College and Career Access Pathways (CCAP) partnerships.
- vi) Professional development for community college faculty on how to teach pupils that are used to a high school environment.
- vii) Ensure dual enrollment program completers are counted for all statewide metrics, dashboards, and funding formulas.
- c) Extend the CCAP program by five years, until January 1, 2027.
- d) Create a CCAP Grant Program, administered by the chancellor on a competitive basis with the goal of demonstrating effective models of fully-funded CCAP programs.
- e) Specify that eligible grant recipients include a community college district with at least one school district or charter school that, at the time of their application, have entered into a CCAP partnership.
- f) Establish the following conditions of receipt of a grant under the program:
  - i) Grant recipients shall not use the funds to supplant other funding that would otherwise be used for this purpose.
  - ii) Grant recipients shall identify and set aside funding within their own budgets to support the ongoing costs of the CCAP partnership.
  - iii) Grant recipients shall ensure that the activities supported by this program are in alignment with the priorities and activities of their local control and accountability plans, if applicable.
  - iv) Grant recipients shall ensure that the activities supported by this program are in alignment with the elements of the plan required for federal Perkins funding.
- g) Require the chancellor to consult with the Superintendent of Public Instruction in developing grant applications and considering applicants.
- h) Allow the chancellor, in administering the program, to establish a structure for awarding grants on a regional basis such that three community college districts, with one located in northern, southern, and central California, and their partnering school districts or charter schools, are selected.
- i) Allow the chancellor to distribute funding on a multi-year schedule, and establish a process for monitoring the use of the funding.
- j) Require the chancellor to prioritize grants to eligible applicants that best demonstrate the following for pupils:

- i) Consistency with the purpose of the College and Career Access Pathways (CCAP) program.
- ii) Solutions to reducing paper-based registrations and permissions.
- iii) Effective tracking and monitoring of student outcomes.
- iv) Previous demonstrated success accelerating dual enrollment and expanding CCAP agreements to multiple sites.
- v) The availability of wrap-around services, including assistance in admissions, educational planning, disability resource services, counseling, faculty training, and outreach to pupils and parents provided at high schools.
- vi) The ability to disseminate best practices throughout the state.
- vii) Providing educator professional development on how to teach pupils that are used to a high school environment.
- k) Require the chancellor, by July 1, 2020, to select grant recipients and allocate to each selected community college district \$300,000 and to each selected school district or charter school \$200,000, respectively, for each of the 2020-21 to 2022-23 fiscal years.
- l) Delete the provision stating that the bill shall become operative only if Assembly Bill 30 of the 2019-20 session is enacted.

8) ***Related legislation.***

AB 30 (Holden, 2019) would change the conditions of how CCAP partnership agreements may be adopted, authorize high school pupils to complete only one community college application for the duration of their attendance, change the due date for the California Community Colleges Chancellor to submit the CCAP partnership summary report, and delete the sunset of the CCAP partnership. This bill is currently pending before the Assembly Education Committee.

**SUPPORT**

California EDGE Coalition  
 Jurupa Unified School District  
 Norco College  
 San Jose Evergreen Community College District

**OPPOSITION**

None received