
SENATE COMMITTEE ON EDUCATION

Senator Connie Leyva, Chair

2019 - 2020 Regular

Bill No: SB 586 **Hearing Date:** April 3, 2019
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Urgency: No **Fiscal:** No
Consultant: Ian Johnson

Subject: College and Career Access Pathways partnerships.

SUMMARY

This bill requires the governing board of a school and community college district, as part of a career technical education College and Career Access Pathways (CCAP) partnership, to consult with the appropriate local workforce development board to align the pathways with the state's current and future employment needs.

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 for the purpose of offering or expanding dual enrollment opportunities for pupils 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.
- 5) Requires the governing board of a community college district, prior to establishing a new vocational or occupational training program, to conduct a job market study of the labor market area, and determine whether or not the results justify the proposed vocational education program.
- 6) Requires the governing board of a community college district to review its vocational or occupational training programs every two years to ensure they meet labor market demands.

ANALYSIS

This bill requires the governing board of a school and community college district, as part of a career technical education College and Career Access Pathways (CCAP) partnership, to consult with the appropriate local workforce development board to align the pathways with the state's current and future employment needs.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, "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 is Dual Enrollment. Dual enrollment provides students with the opportunity to take community college courses along with their regular high school classes. Once enrolled, students that take even one college-level course significantly increase the likelihood that they will graduate and seek additional post-secondary education.

AB 288 (Holden) established the CCAP authority to make it easier for students, who may not be college bound or who are underrepresented in higher education, to take advantage of dual enrollment. Through this process a governing board of the community college district can voluntarily work with the governing agency of a school district to enter in to a CCAP. However, there is no current requirement for any industry input when developing a CCAP program. Testimony received at the 2018 Select Committee on Career Technology and the New Economy informational hearing, reinforced the need to ensure that career tech offerings are reflective of labor job trends."

- 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, College and Career Access Pathways (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 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 an 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) **Statewide workforce development system.** The California Workforce Development Board was established in 1998, as outlined in the federal Workforce Investment Act. In 2014, WIA was replaced by the Workforce Innovation and Opportunity Act, outlining the vision and structure through which state workforce training and education programs are funded and administered regionally and locally. The California Workforce Development Board is responsible for the oversight and continuous improvement of the workforce system in California, including policy development, workforce support and innovation, and performance assessment, measurement, and reporting.

In addition to the California Workforce Development Board, the statewide system is comprised of 45 local workforce development areas, each with its own local board. These local boards work with their locally-elected officials to oversee the delivery of workforce services relevant to their local residents and businesses. Each local board has its own charter, organization, and context, but commonly they each oversee the Workforce Investment Act program, coordinate services among various workforce programs, and provide community leadership around workforce issues.

- 6) **Should local workforce development boards be consulted before pathways are created?** The author states that one of the most effective strategies for increasing the number of students graduating college is dual-enrollment, and College and Career Access Pathways (CCAP) agreements are aimed at making that process easier for students. Establishing successful CCAPs requires school and community college districts to dedicate funding and personnel to ensure that students seeking employment skills benefit. Generally, the first element of a successful CCAP is ensuring that the focus is on an industry with in-demand jobs, engaging employers based on occupational targets, and one that produces skills that are portable.

While existing law already requires community college districts to review their vocational or occupational programs every two years to ensure their offerings meet labor market demands, not all of these programs are of equal demand both regionally and statewide. Moreover, because the CCAP program does not provide additional funding to do this work, districts are generally limited to choosing the CCAP that would be most beneficial to students. By requiring school and community college districts to consult with their local workforce development boards prior to establishing an agreement, districts will have more information about various program offerings before selecting where to focus their efforts.

- 7) **Technical amendments.** As currently drafted, this bill would create a new section of law outside of the existing CCAP statute, which could create ambiguity about when the local workforce development board consultation must take place. Given that this bill is intended to help school and community college districts decide which pathways to establish under a CCAP agreement, the bill should be amended to embed the consultation requirement within the existing CCAP statute and make it clear that the consultation must be completed before adopting a CCAP agreement. Specifically, **staff recommends** that the bill be

amended to strike Education Code Section 76005 as proposed and instead amend subdivision (b) of ECS 76004 as follows:

“(b) A participating community college district may enter into a CCAP partnership with a school district partner that is governed by a CCAP partnership agreement approved by the governing boards of both districts. As a condition of, and before adopting, a CCAP partnership agreement, the governing board of each district, ~~at an open public meeting of that board,~~ shall:

(1) For career technical education pathways, consult with the appropriate local workforce development board to determine the extent to which the pathway is aligned with regional or statewide employment needs.

(2) Present the dual enrollment partnership agreement as an informational item at an open public meeting of that board. The governing board of each district, at a subsequent open public meeting of that board, shall take comments from the public and approve or disapprove the proposed agreement.”

SUPPORT

None received

OPPOSITION

None received

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