



**2021 REPORT**

# College and Career Access Pathways Legislative Report

California Community Colleges Chancellor's Office | Eloy Ortiz Oakley, Chancellor





California  
Community  
Colleges

**ELOY ORTIZ OAKLEY**  
Chancellor

April 21, 2021

The Honorable Gavin Newsom  
Governor of California  
State Capitol  
Sacramento, CA 95814

**RE: College and Career Access Pathways Legislative Report**

Dear Governor Newsom:

On behalf of the Board of Governors for the California Community Colleges, I am pleased to present to you the California Community Colleges report on College and Career Access Pathways. This report is submitted by the California Community Colleges Chancellor's Office to satisfy the requirements of Assembly Bill 288 (AB 288) and Assembly Bill 30 (AB 30). It includes an evaluation of College and Career Access Pathways (CCAP) partnerships, an assessment of trends in the growth of special admits, and recommendations for program improvements.

Dual enrollment has grown significantly in the last five years, driven by rapid increases in CCAP dual enrollment. Fewer than half of community colleges participate in CCAP dual enrollment, which represents 4.15% of systemwide full-time equivalent students in 2019-20. Equity gaps in access to dual enrollment (including CCAP) remain, although Black and Latinx students are represented at a higher rate in CCAP dual enrollment than non-CCAP dual enrollment. Better alignment of the legislative intent, program goals, reporting requirements and data collection policies will be necessary to evaluate the extent to which CCAP dual enrollment is effective (e.g., serving its target population, raising high school graduation rates, developing seamless pathways and improving college and career readiness).

Vice Chancellor for Educational Services and Support Aisha Lowe may be contacted for questions and comments. She can be reached at 916.322.4285 or [alowe@cccco.edu](mailto:alowe@cccco.edu).

Thank you for your interest in these programs and the students they serve.

Sincerely,

A handwritten signature in black ink, appearing to read 'Eloy Ortiz Oakley'.

Eloy Ortiz Oakley, Chancellor

Enclosure: Report

**Chancellor's Office**

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# COLLEGE AND CAREER ACCESS PATHWAYS

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Prepared By

**California Community Colleges Chancellor's Office**



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## INTRODUCTION

Dual enrollment refers to college course-taking by students who are simultaneously enrolled in K-12 schools. In some cases, the college courses also confer credits that meet high school graduation requirements.

A robust body of evidence demonstrates that participating in dual enrollment improves student success in high school and in college. National research demonstrates that, compared to similar peers, dual enrollees have:<sup>1</sup>

- Higher rates of high school graduation (7% increase on average)
- Higher rates of college enrollment (15% increase on average)
- Higher rates of subsequently completing a college degree (25% increase on average)

The positive effects of dual enrollment on college degree attainment may be even more pronounced for low-income students than for their more affluent peers.<sup>2</sup> Dual enrollment has the potential to yield public savings by reducing the time it takes to earn a college degree and improving the efficiency and effectiveness of higher education.<sup>3</sup>

For the California Community Colleges, dual enrollment has the potential to advance the Chancellor's Office's [Vision for Success](#), which centers on eliminating equity gaps, improving transfer rates, decreasing unit accumulation, and increasing the achievement of degrees, credentials, and certificates. Despite efforts to describe dual enrollment between K-12 schools and community colleges, to date, there has been no comprehensive research or evaluation on the effectiveness of dual enrollment implementation in the California Community Colleges in terms of access or success prior to or after earning a high school diploma. Similarly, there is no evaluation on whether such dual enrollment (including College and Career Access Pathways) efforts have been equitable for low-income and other historically marginalized or underrepresented student populations.

Seeking to better understand the current state of dual enrollment in the California Community Colleges and improve alignment with the *Vision for Success*, leaders across the Educational Services and Support Division of the California Community Colleges Chancellor's Office (Chancellor's Office) engaged in a series of strategy sessions. As a result of these sessions, the Chancellor's Office developed the following Goal Statement for dual enrollment:

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Aligned to the *Vision for Success*, dual enrollment enables students from groups historically underrepresented in higher education to access and succeed in college coursework for credit. Dual enrollment is a powerful lever for closing equity gaps, extending pathways, and accelerating the completion of degrees and credentials.

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The above goal statement undergirds this report to the legislature, which is presented to satisfy the reporting requirements of AB 288 and AB 30 by examining the implementation and impact of College and Career Access Pathways (CCAP) partnerships on dual enrollment in California (Education Code 76004.2):

*The chancellor shall 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 pursuant to this section, 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.*

We consider that the purpose of AB 288 is to improve postsecondary outcomes for “students who may not already be college bound or who are underrepresented in higher education.” While this is not defined in the legislation, the target population for CCAP dual enrollment is often understood by practitioners to include students who are socioeconomically disadvantaged, students who are a member of a racial/ethnic group underrepresented in higher education (e.g., Black and Latinx students), and those who are first generation. The Chancellor’s Office acknowledges that there are other ways to determine students who may not already be college bound or who are underrepresented in higher education, but a more comprehensive study of these factors was beyond the scope of this report.

In the report that follows, we investigate the extent to which CCAP partnerships are supporting the goals of AB 288 and those of the Chancellor’s Office. We seek to understand: Have CCAP partnerships proven effective in improving postsecondary outcomes for underserved populations?

## LEGISLATIVE CONTEXT

Education Code 76001 authorizes dual enrollment at California Community Colleges, with dual enrollment students technically termed “special admits.” Dual enrollment students as those who are enrolled in both community college and secondary school coursework—including adult education students pursuing high school diplomas or equivalency certificates.

Prior to the enactment of AB 288 in 2016, colleges provided dual enrollment courses to high school students through a variety of mechanisms:<sup>4</sup>

1. Qualified students could enroll in a college course on their own accord and initiative.
2. Colleges and college districts could enter into formal agreements with K-12 school districts or county offices of education to develop defined cohort programs such as early college, middle college, and Gateway to College that incorporate dual enrollment.
3. Colleges could provide open access courses at partnering high schools through memorandums of understanding (MOUs) or instructional service agreements (ISAs).

While participating individuals and schools can benefit under these mechanisms, many stakeholders argue that these options are not ideal for providing dual enrollment equitably at scale. Individual student enrollment is thought to favor high achieving students with the social capital and support needed to navigate the complex enrollment process independently. Formally defined cohort programs are small by nature which limits widespread access. Additionally, MOU/ISA agreements can be unattractive to institutional leaders due to a lack of clear legal guidelines and restrictions on receiving state apportionment funding for closed courses offered on high school campuses.

AB 288 (Holden), the College and Career Access Pathways Partnerships (CCAP) Act, was enacted on January 1, 2016 to expand dual enrollment on a large scale for underrepresented student populations. The legislation does not specifically define the target population, but as noted previously, it is widely understood to include students who are Black, Latinx, socioeconomically disadvantaged or first generation. For these students, CCAP dual enrollment is meant to provide “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.” Though this was possible under previous implementation, it was not required. The bill seeks to accomplish this by providing incentives and a clear legal framework for developing partnerships between community college districts and K-12 districts.

The below chart outlines the primary differences between non-CCAP and CCAP dual enrollment.

Non-CCAP Dual Enrollment (MOU/ISA)	CCAP Dual Enrollment
No apportionment can be claimed for courses offered on high school campuses closed to the public	Colleges can claim apportionment for courses offered on high school campuses closed to the public
11 units per semester maximum	15 unit per semester maximum
---	Course materials and textbooks must be free to the students and college fees waived
---	Agreement must clarify partner responsibilities and certify that there is no displacement of students or instructors in either system
---	Agreement must be presented to both district boards for approval
---	Annual reports on student participation and success must be submitted to the Chancellor's Office

AB288 provides two clear incentives to form CCAP partnerships:

1. **To colleges:** Colleges may receive apportionment for providing courses on high school campus specifically for high school students and otherwise closed to the public.
2. **To students:** Students may take up to 15 units per semester. In non-CCAP dual enrollment, the maximum remains at 11 units per semester.

To form CCAP partnerships, college and K-12 districts are required to draft CCAP agreements that clarify the responsibilities of each partner, submit agreements to their respective governing boards for approval, and send finalized agreements to the Chancellor's Office. College districts are further required to submit annual reports to the Chancellor's Office regarding demographics, enrollment, full-time equivalent students (FTES), course types, and course completion.

AB 288 also specifies that dual enrollment students may not exceed 10% of all full-time equivalent students (FTES) statewide. This cap on dual enrollment FTES is intended to avoid the displacement of non-dual enrollment students, who will be referred to as adult learners throughout this report.

AB 30 (Holden) was enacted on January 1, 2020 as an update of AB 288. In addition to extending the sunset date of AB 288 from 2022 to 2027, the bill responds to feedback from the field to make several amendments to CCAP regulations. These changes were meant to increase access, incentivize participation, streamline processes and align pathways to local labor markets.

As summarized by the Career Ladders Project, the changes include:<sup>5</sup>

- *Simplified application and enrollment processes.* Students now submit a parental consent form, principal recommendation, and application only once for the duration

of their CCAP participation, instead of completing documents each semester.

- *Priority registration.* Units earned in a CCAP program now count toward eligibility for priority registration and enrollment at community colleges.
- *Simplified CCAP agreement adoption.* Districts may now adopt a CCAP agreement at the first public meeting when it is discussed.
- *Broadened access to community college.* Continuation high school students are now named specifically among students able to participate in CCAP programs.
- *Workforce Investment Board input.* CCAP partnerships must now consult their local WIB about aligning their career technical education pathways with labor markets.

## **DATA SOURCES AND METHODOLOGY**

To inform this report on implementation of CCAP dual enrollment partnerships, data from multiple sources were examined.

### **CCAP ANNUAL REPORTS.**

As required by the legislature, colleges complete reports to the CO annually on demographics, unduplicated counts, FTES and course information for students participating in CCAP dual enrollment.

The annual reports also include college administrator responses to narrative questions around CCAP program strategy and opportunities for improvement. Analyzing their responses for novel and consensus perspectives forms the basis of our qualitative analysis.

### **CHANCELLOR’S OFFICE MANAGEMENT INFORMATION SYSTEM (COMIS).**

COMIS is the official system used by the Chancellor’s Office for data collection on student enrollment across all community colleges. With regard to dual enrollment, the system provides demographics, unduplicated counts, and FTES for overall dual enrollment participation, including both CCAP and non-CCAP students.<sup>6</sup>

### **THE WHEELHOUSE CENTER FOR COMMUNITY COLLEGE LEADERSHIP AND RESEARCH ANALYSIS.**

Recently published research, “A Rising Tide”, provides a look at overall dual enrollment participation by special student subgroups.<sup>7</sup> The report matches high school and community college datasets to determine the percentage of high school graduates who take community college courses at some point during their four years in high school.

### **INTERVIEWS WITH COLLEGE DUAL ENROLLMENT ADMINISTRATORS.**

To expand on and investigate trends in the CCAP annual report responses, we spoke with dual enrollment administrators at five colleges implementing CCAP dual enrollment. These interviews helped us better understand and contextualize the field’s CCAP feedback.

### **A NOTE ON THE LIMITATIONS OF CURRENT DATA AND RESEARCH**

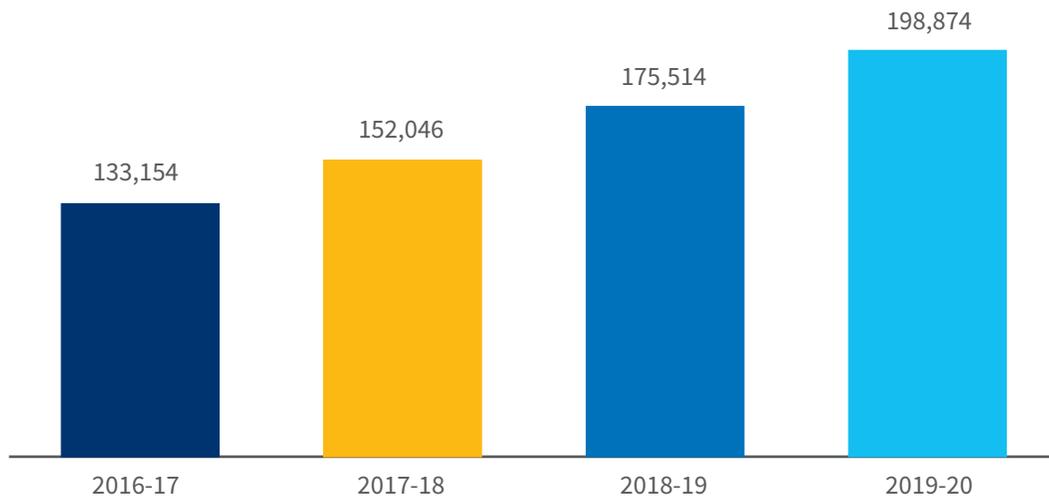
There are at least three limitations of the data sources used. First, data in the annual CCAP reports are at times incomplete. Second, COMIS data includes a data tag for CCAP dual enrollment. However, this particular data source is not being fully utilized by the colleges at this time. Third, the absence of verifiable longitudinal data prevents direct assessment of the extent to which CCAP partnerships are meeting the legislative intent. The data sources described above allow us to provide an overview of dual enrollment participation, disaggregated by student subgroups, but we are not able to examine longer-term outcomes (e.g., completion of Student Success Metrics or Guided Pathways Key Performance Indicators) without additional student-level research.

## FINDINGS

### DUAL ENROLLMENT IS GROWING OVERALL AND IN TERMS OF STUDENT PARTICIPATION; HOWEVER, THE NUMBER OF COMMUNITY COLLEGES PARTICIPATING IN CCAP REMAINS LIMITED

According to COMIS, there are 199,874 high school students participating in dual enrollment. Dual enrollment has grown rapidly across the California Community Colleges since the enactment of AB 288. From 2016-17 to 2019-20, the systemwide special admit count for all high school dual enrollment grew by 67%.

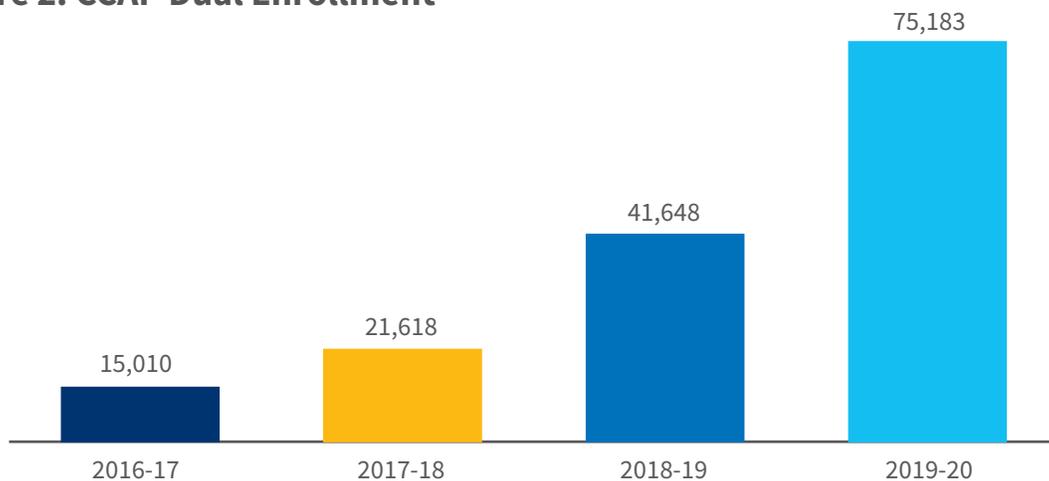
**Figure 1: Aggregate High School Dual Enrollment, Non-CCAP and CCAP**



Source: COMIS

This steady expansion appears to be driven by the increases in CCAP dual enrollment, which is growing significantly every year. In 2018-19 and 2019-20, the increases in overall dual enrollment seen in the COMIS data track closely with the changes in CCAP dual enrollment recorded in CCAP annual reports.

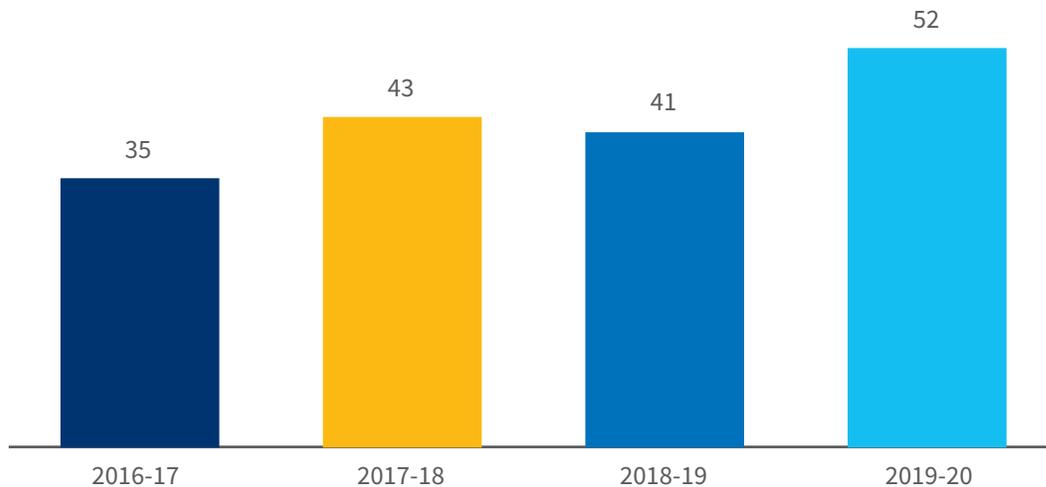
**Figure 2: CCAP Dual Enrollment**



Source: CCAP Annual Reports

As CCAP dual enrollment grows, it has become an increasingly large proportion of all dual enrollment. If we compare COMIS data on special admits with data from CCAP annual reports for 2019-20, we can estimate that 37.5% of all special admits were in CCAP partnerships.

**Figure 3: Colleges Submitting CCAP Annual Reports**



*Source: CCAP Annual Reports*

Whereas only 35 colleges had CCAP partnerships in 2016-17, the number of colleges submitting CCAP annual reports increased to 52 in 2019-2020. Overall, fewer than half of California’s community colleges participate in CCAP dual enrollment. However, 2019-20 annual reporting may not reflect the number of colleges participating in CCAP agreements due to underreporting. For example, one college interviewed for this report did not submit an annual report in 2019-20 despite having done so the previous year. Such omission may be due to the global pandemic and the transition from paper to electronic reporting.

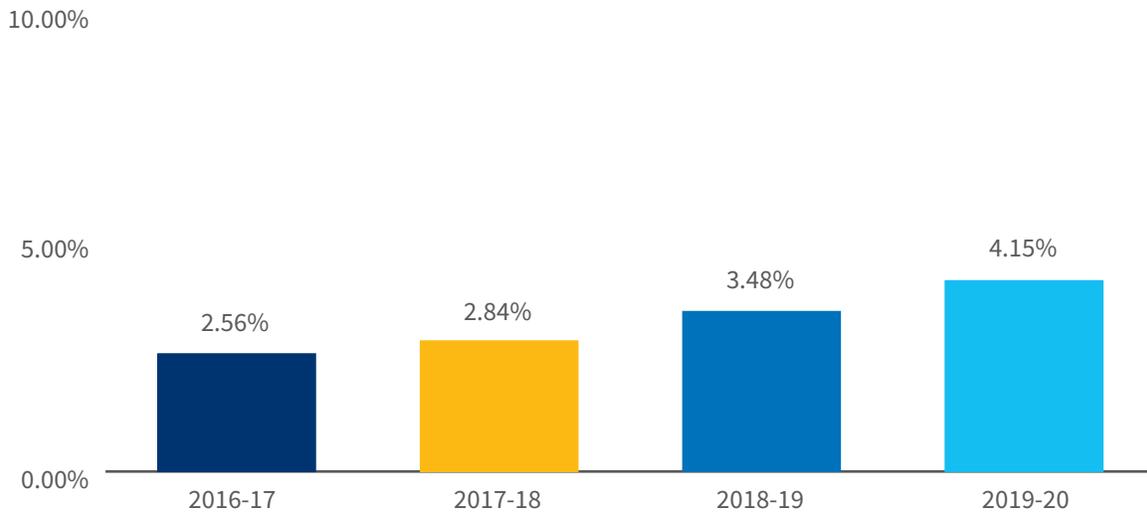
It should be noted that some colleges have multiple CCAP agreements with different K-12 districts. For this reason, Figure 3 focuses on the number of colleges using CCAP, rather than the number of CCAP *agreements*.

The annual reports and interviews surfaced a possible growth driver for CCAP participation:

- *A clear legal framework appears to give confidence to some staff at colleges and high schools.* Many annual report respondents appreciated the clarity and structure that the legislation provides for partnerships and thought that the existence of the model provided a useful scaffolding. One interviewee believed that some colleges were actually looking to CCAP as a best practice model for partnership development; previously there had not been any “official” model for dual enrollment agreements that were not early college high school or middle college high school. For some, the creation of the CCAP framework represents a clear path to partnership where they had previously felt uncertainty around legal issues.

## DUAL ENROLLMENT LEVELS REMAIN BELOW 50% OF THE SYSTEMWIDE CAP, WITH NO EVIDENCE AVAILABLE TO CONFIRM OR DENY DISPLACEMENT OF ADULT LEARNERS

**Figure 4: Systemwide Special Admit %**



Source: COMIS

Figure 4 shows course-taking by all special admits as an overall percentage of systemwide FTES, with the red line representing the 10% systemwide cap on special admits specified by AB 288. While the percentage of special admit FTES is rising steadily, it is still far below the 10% limit. However, if growth continues in terms of student enrollment and the number of colleges participating systemwide, the 10% cap may be reached within the next decade.

Annual report respondents were evenly divided on whether the FTES cap was effective or needed to avoid the displacement of adult learners. When asked for their opinion on the 2018-19 annual report, 21 out of 43 respondents said the cap was reasonable and 22 said it was unnecessary or should be raised. Arguments in favor of eliminating or increasing the cap included: it is not an issue where courses are not impacted; more faculty can always be hired; and student groups should not be put in competition with each other. Respondents in favor of keeping the cap did not elaborate on their position. Regardless of their position on the issue, respondents did not discuss any instances of adult learners being displaced by CCAP dual enrollment, currently or in the future.

Available data prevent any assessment as to whether dual enrollment has led to the displacement of adult learners. Such a determination would require an examination of participating colleges' resource allocations and enrollment management systems.

## ACCESS TO DUAL ENROLLMENT, INCLUDING CCAP, REMAINS INEQUITABLE

### Underrepresentation of Black Students Compared to the Overall Population

Figure 5 examines the racial/ethnic composition of dual enrollment alongside statewide reference points. Dual enrollment demographics are similar in many ways to the system’s overall composition, but Black students are notably underrepresented.

**Figure 5: Representation of Racial/Ethnic Groups in Dual Enrollment, 2019-2020**

Enrollment Type	All Students (#)	American Indian	Asian	Black	Filipino	Latinx	Pacific Islander	White	Two or More	Unknown
Grade 12	498,650	0.5%	9.3%	5.3%	2.4%	54.9%	0.4%	22.4%	3.9%	0.9%
California Community Colleges	2,324,865	0.4%	11.4%	5.6%	2.8%	46.0%	0.4%	23.6%	3.8%	6.1%
All Dual Enrollment	199,874	0.4%	12.9%	3.7%	2.5%	48.4%	0.3%	20.7%	4.3%	6.7%
CCAP Dual Enrollment	75,183	0.5%	10.7%	4.7%	1.5%	53.3%	0.5%	18.3%	4.3%	4.1%

Sources: CDE DataQuest, COMIS, CCAP Annual Reports

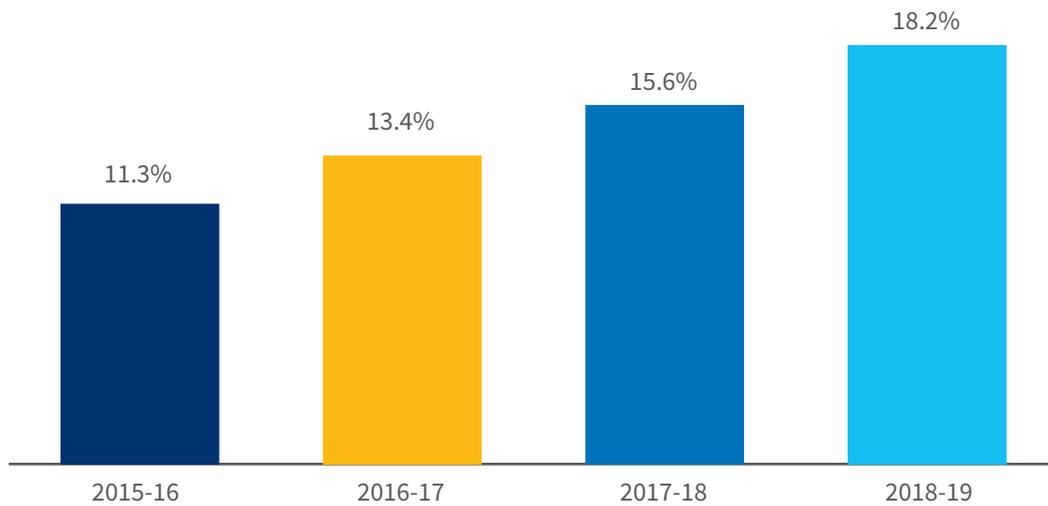
CCAP dual enrollment has higher Black and Latinx participation than non-CCAP dual enrollment, but Black students remain underrepresented compared to their share of the population in both K-12 and the California Community Colleges systems.

Although AB 288 was enacted with the goal of expanding dual enrollment specifically for student populations historically underrepresented in higher education, the available data suggests this goal is not being met with regards to racial/ethnic participation. The data raise important questions about the factors leading to the underrepresentation of Black students in dual enrollment.

### Unequal Participation Rates Across Student Subgroups

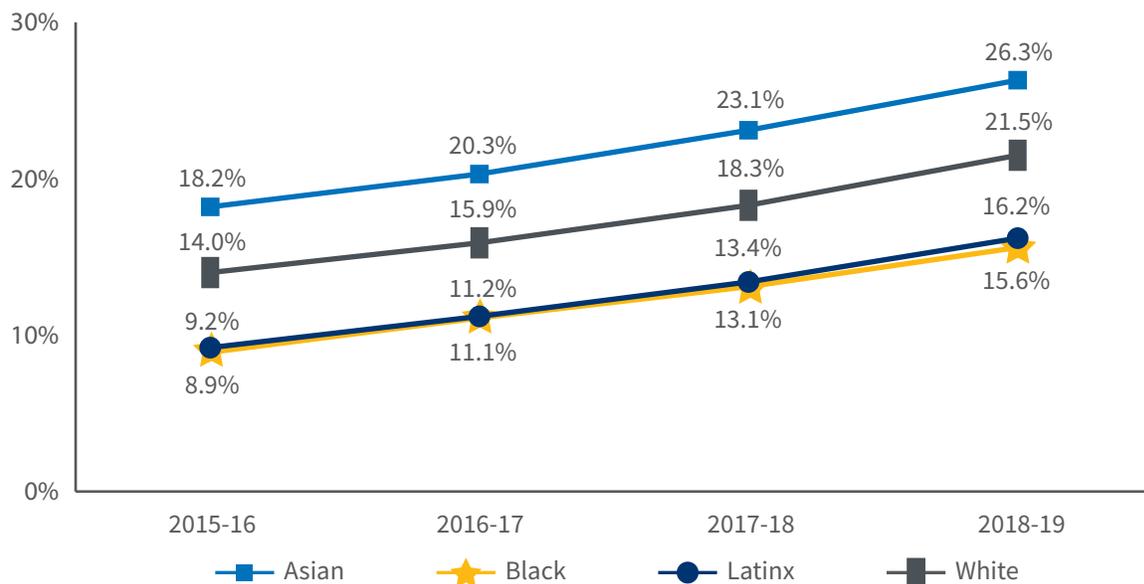
To understand socioeconomic and other equity in dual enrollment participation, we can examine recent data published by the Wheelhouse Center at UC Davis. Their research examines the percentage of high school graduates who took at least one community college course during high school, and does not distinguish between CCAP and non-CCAP dual enrollment. These figures are higher than previously shared COMIS data, as they reflect a cumulative assessment of dual enrollment participation across all four years of high school. Figures 6, 7, and 8 present participation rates in aggregate, by race/ethnicity and by special population group.

**Figure 6: Percentage of high school graduating cohorts who participated in dual enrollment**



Source: The Wheelhouse Center (matched CDE and COMIS datasets)

**Figure 7: Percentage of high school graduating cohorts who participated in dual enrollment: Racial/ethnic subgroups**



Source: The Wheelhouse Center (matched CDE and COMIS datasets)

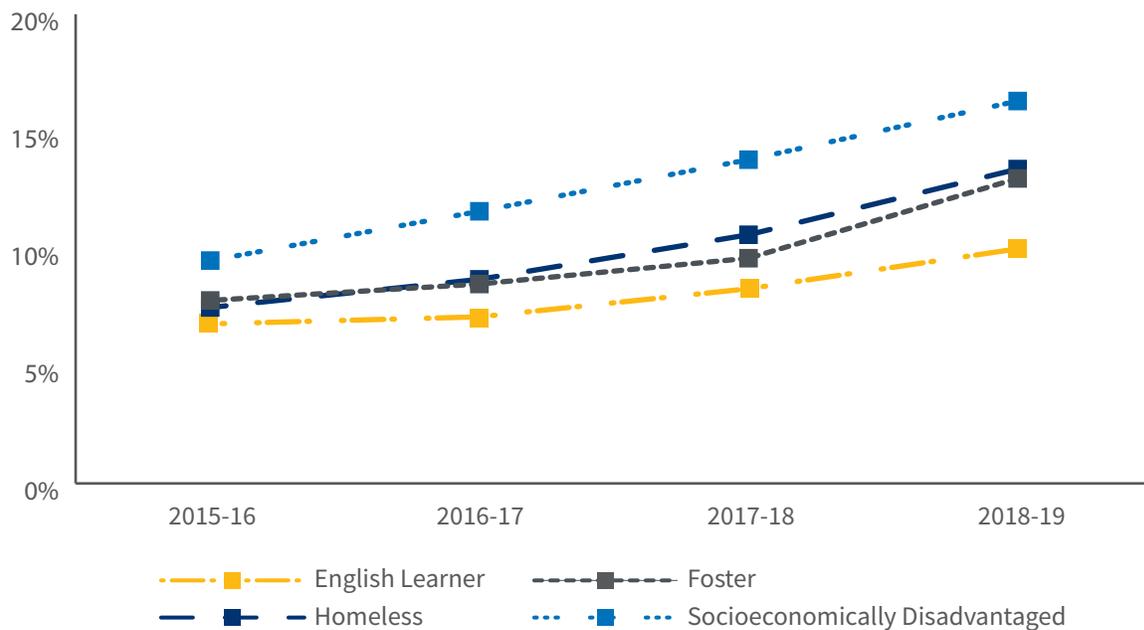
Racial/Ethnic Subgroup	2015-16 Participation	2016-17 Participation	2017-18 Participation	2018-19 Participation
Asian	18.2%	20.3%	23.1%	26.3%
Black	8.9%	11.1%	13.1%	15.6%
Latinx	9.2%	11.2%	13.4%	16.2%
White	14.0%	15.9%	18.3%	21.5%

Wheelhouse researchers contextualize figures 6 and 7 with the below statement:

*“Participation in dual enrollment is increasing for all student subgroups, but inequity persists. Over a four-year period, participation in dual enrollment grew steadily for all students by seven percentage points. Yet, gaps in participation rates between students from different racial/ethnic subgroups have not changed. Even with the near doubling of participation by Black and Latinx students, their rates still lag their Asian peers by 10 percentage points.”*

Figure 8 shows that students from subgroups facing educational barriers are less likely to participate in dual enrollment.

**Figure 8: Percentage of high school graduating cohorts who participated in dual enrollment: Special populations**



Special Population Type	2015-16 Participation	2016-17 Participation	2017-18 Participation	2018-19 Participation
English Learner	6.8%	7.1%	8.3%	10.0%
Homeless	7.5%	8.7%	10.6%	13.4%
Foster	7.8%	8.5%	9.6%	13.0%
Socioeconomically Disadvantaged	9.5%	11.6%	13.8%	16.3%

Source: The Wheelhouse Center (matched CDE and COMIS datasets)

For dual enrollment in the aggregate, the data highlights complexities. On the one hand, several student subgroups most historically underrepresented in higher education are proportionately underrepresented in dual enrollment. On the other hand, data also reveals that the majority of all seniors in 2019 with dual enrollment experience were socioeconomically disadvantaged.

The above data reflect all dual enrollment course-taking. Existing data systems and collection protocols prevent analysis of participation among socioeconomically disadvantaged students, English Learners, foster youth or homeless students in CCAP dual enrollment. Such analysis would require more aligned, comprehensive data collection, data sharing and reporting policies.

## **ADMINISTRATIVE BARRIERS PRESENT CHALLENGES FOR STUDENTS AND STAFF**

The student enrollment process was cited most by CCAP participating colleges as a barrier in the 2019-2020 annual reports. Both the special admit release form (which authorizes a high school student's participation in college courses and requires signatures from parents and high school administrators) and CCCApply (the web-based application portal for the California Community Colleges) are described as confusing. CCCApply was not designed for high school students making navigation and completion more difficult, oftentimes requiring significant staff support to complete. Although AB 30 directs colleges to eliminate annual re-enrollment and implement a one-time enrollment process (using the special admit release form), three of the five CCAP partnerships interviewed indicated that they still required students to complete forms each year or semester as of 2019-20; more may be doing the same. These combined challenges and inconsistencies may impede equitable access. The Chancellor's Office is responsible for CCCApply and general requirements for the enrollment process; however, individual colleges have local authority over the creation and administration of special admit release forms.

The annual data reporting process can be a challenge. Chancellor's Office staff have been consistently working to align reporting requirements with reporting mechanisms to ease the burden on colleges. For example, staff transitioned from paper to electronic forms in 2018-2019, and have iterated on the question format annually. Despite those efforts, colleges continue to submit incomplete reports or none at all. These changes have resulted in a process for data collection and reporting that fails to maximize use of the COMIS, which includes verifiable data, and other reporting tools.

There is a redundancy in the data collection process, in that there is already a "CCAP Dual Enrollment" data marker for special admits in the COMIS data system; however, the data system is inconsistently utilized by the colleges. For example, in the 2019-2020 year, COMIS reported 48,452 CCAP special admits while the CCAP annual reports submitted by colleges detailed 75,183 CCAP special admits. To rectify this discrepancy, the Chancellor's Office will pull all data required in the annual report that should be reported in COMIS directly from the MIS system. This will incentivize colleges to enter the full and complete data into COMIS.

## **ADDITIONAL STAFF ARE DESIRED FOR STUDENT SUPPORT**

Most annual report respondents indicated that local programs would be improved by adding dedicated counselors and/or tutors. On the 2018-19 annual report, 37 out of 50 respondents wrote this as their top recommendation for additional academic resources. Counselors can promote dual enrollment, support the enrollment process, coordinate with partnering high schools, and guide struggling students. Tutors, whether available online or onsite at partnering high schools, can provide students with academic support in newly challenging content. AB 288 and AB 30 did not provide additional funding for counselors or tutors.

## **MANY LOCAL IMPLEMENTERS WANT CLARITY IN POLICY, BEST PRACTICES, AND VISION**

Establishing a clear vision and purpose was the most common recommendation given for improving local CCAP programs in the 2018-2019 annual reports. To do so, respondents state that partner institutions should collaborate in building articulated pathways mapped to labor market needs, invest time in marketing and recruitment, work to schedule dual enrollment courses in advance, and locate additional resources for implementation.

## **RESTRICTIONS ON CCAP COURSE ENROLLMENT HAVE MIXED IMPLICATIONS**

High school students participating in CCAP partnerships are allowed to enroll in up to 15 college units per term—as opposed to a maximum of 11 units for non-CCAP dual enrollment. The increase in allowable units students participating in a CCAP partnership can enroll in has increased perceptions of flexibility for students by staff. Annual report respondents agreed that the increase in the maximum number of college units a high school student can earn has been beneficial for the cases where a high school student is capable of taking more than 11 college units on top of a high school course load. Respondents further indicated that very few high school students, if any, will choose to take more than fifteen units of college credit per term. To date, there is no evidence that many students approach the maximum unit threshold, likely due to students enrolling in only one college course at a time.

Legislation prohibits CCAP agreements for college courses that are currently oversubscribed or have a waiting list. Two interviewees noted that this requirement deters some institutions from entering into CCAP agreements due to their common transfer-level courses being heavily impacted on their main campuses. For instance, one leading dual enrollment institution uses MOUs and qualified high school teachers to provide introductory level college courses rather than CCAPs. Effectively, they still offer access to dual enrollment; however, because these courses are technically impacted on their campus, they are unable to take advantage of AB 288 (including apportionment).

## **EVALUATION AND RECOMMENDATIONS**

### **EVALUATION OF CCAP PROGRAM IMPACT**

**It is not clear whether CCAP partnerships are meeting the intent of legislation due to the limitations of current data and research.**

AB 288 and AB 30 set a 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.” Available data only allows for analyzing CCAP dual enrollment participation rates by racial/ethnic and cannot determine whether existing efforts have resulted in the development of seamless pathways or participation by socioeconomic status. Such an assessment would require a comprehensive evaluation of course-taking patterns and unit accumulation across grades 9 through 14 for both students who participated in CCAP agreements as well as those who did not. Such data would allow for an analysis on the desired effects (e.g., increased high school graduation, college matriculation, and credential receipt).

## **Dual enrollment has grown significantly across the system in the last five years, driven by steady increases in CCAP dual enrollment.**

From 2016-17 to 2019-20, the systemwide special admit count grew by 67%. In the 2019-20 school year, there were 199,874 dual enrollment students, including 75,183 participating through CCAP partnerships. In that same year, dual enrollment students made up 4% of all full-time equivalent students in the system. It is reasonable to conclude that AB 288 and AB 30 have driven this increase in California's dual enrollment.

## **Students from historically underrepresented groups remain underrepresented in dual enrollment overall but their participation is steadily rising.**

Data shows the statewide participation rates of all racial/ethnic groups is increasing, and data suggest similar trends for students who are socioeconomically disadvantaged, English Learners, foster youth, or experiencing homelessness. The target population for CCAPs is described in AB 288 and AB 30 as “students who may not already be college bound or who are underrepresented in higher education,” but this group remains undefined by legislation. Black and Latinx students make up a higher share of students in CCAP dual enrollment compared with non-CCAP dual enrollment, but Black students remain notably underrepresented. If colleges were prioritizing Black and Latinx students, we would expect to see significantly higher proportions of both Black and Latinx students participating in CCAP dual enrollment.

## **Additional strategy and support in program implementation may be needed to fully realize CCAP goals.**

There is not a strategy for how “seamless pathways from high school to community college” should be built, nor on how to develop partnerships particularly for underrepresented students. College staff administering CCAP partnerships further report a desire for an improved enrollment process, streamlined reporting, policy guidance, and models for best practices.

## **Local partnerships may benefit from increased support staff.**

The legislation asks for recommendations around additional student assistance or academic resources, and college dual enrollment administrators believe their programs would best be improved by increased support from counselors and tutors. Counselors and tutors may prove impactful in helping dual enrollment students navigate new systems, set goals, develop study habits, and master new content as they transition to college coursework.

## **There is no evidence to suggest that adult students are being displaced by dual enrollment.**

The CCAP annual reports or interviews conducted with colleges, CO staff, and researchers do not indicate issues of adult displacement. While annual report respondents were split on whether the 10% FTES cap was reasonable to prevent future displacement, no respondents cited any issues or reasons for concern. It appears that colleges are increasing dual enrollment where they have the interest and capacity to do so.

## **The statewide cap on special admits is far from being reached but may still be problematic.**

The systemwide special admit FTES total has nearly doubled since the passage of AB 288 in 2016 and has potential to reach 10% within the decade. Limiting further growth in dual enrollment past that point may run counter to system goals and values. If dual enrollment is considered an equity strategy to boost completion, a cap may constitute a limit on equitable achievement. Since dual enrollment students are college students, limiting the number of students that can participate may also constitute an inequitable barrier to access.

\* \* \*

In summary, evidence suggests that CCAP dual enrollment has played a role in increasing college course-taking for California high school students, and it is a popular option for K-12 districts and community colleges. Though causality cannot be clearly determined, Black and Latinx students participate at a higher rate in CCAP dual enrollment than non-CCAP dual enrollment. Additional strategic direction and analysis are needed to ensure that implementation is aligned with the California Community College's *Vision for Success* and that dual enrollment (CCAP and non) achieves its potential as a lever for equity. The Chancellor's Office has already launched a system-level review of dual enrollment strategic priorities, key performance indicators, and internal action steps across its core function areas. These actions, in combination with the policy recommendations in the following section, will enhance the capacity to promote equity-driven implementation and evaluate impact.

## **RECOMMENDATIONS**

### **Require K-12 and California Community Colleges systems to regularly share data through effective data infrastructure and support the capacity for analysis.**

Regular data sharing between K-12 and California Community Colleges partners is necessary to conduct a comprehensive evaluation of CCAP dual enrollment. The state has existing data infrastructure that can be leveraged for the purpose of reporting to the legislature on CCAP student characteristics, longitudinal outcomes, and the effects of various course pathways. All participating K-12 districts should be required to utilize data-sharing systems for recording CCAP data as specified by the Chancellor's Office. The Chancellor's Office will also need additional research staff capacity to conduct comprehensive, ongoing analyses of the effectiveness of CCAP and its strategic alignment with legislative priorities as well as the system's *Vision for Success*.

### **Consider raising or eliminating the 10% cap on special admit FTES.**

As dual enrollment grows in popularity, it may shift a portion of college course-taking into the high school years. Many students who would not have accessed college previously or who would have completed all of their credits as adults may begin completing a substantial number of credits before becoming traditional college-age students. If dual enrollment effectively serves the target population, this would be a significant positive development and

should be further encouraged. A cap may limit the potential effectiveness of dual enrollment as an equity strategy.

### **Eliminate the school site reporting requirement from CCAP annual reports.**

Education Code 76004(t)(1) currently requires CCAP reporting by individual school site, but this requirement necessitates a separate reporting process which creates inefficiencies and poses administrative burdens. With this requirement lifted, colleges will be able to seamlessly report CCAP student course-taking through the California Community College's standard data system, COMIS.

### **Examine how certain requirements in Education Code might create barriers to dual enrollment that perpetuate inequalities in access and participation.**

For example, Education Code 48800(a) requires students receive the recommendation of their high school principal to participate in dual enrollment, but implicit bias and social capital imbalances may result in students of color and low-income students being overlooked or denied access. Legislators have the opportunity to review and revise this requirement, as well as other aspects of statute that may have disproportionate impacts on students from underrepresented groups.

### **Eliminate the sunset date for AB 288/AB 30.**

While continued evaluation is necessary to understand its full impacts, colleges and high schools are finding CCAPs to be a useful collaboration framework for providing access to college courses, and are serving a higher proportion of Black and Latinx students than non-CCAP dual enrollment. Eliminating the sunset date will allow CCAP programs to continue and mature, as well as remove a worry that new partnerships will have to start from scratch in a few years.

## APPENDIX A: CCAP ANNUAL REPORTS

This report utilized annual CCAP reports submitted by colleges for both quantitative participation data and qualitative feedback. There is no standardized staffing structure for administering dual enrollment at the college, meaning that annual report respondents held a variety of positions. Some respondents held dual enrollment specific titles (Director of Dual Enrollment, Dual Enrollment Manager, Dual Enrollment Program Administrator), others were tied to CTE (Dean of CTE, Career Education Project Manager, Dean of Workforce and Economic Development), and still others were focused on academics, student services, or general administration (Vice President of Academic Affairs, Vice President of Student Services, Analyst).

The same questions for quantitative and descriptive reporting were asked each year regarding student demographics, FTES, partnering high schools, and course information. Many of the CCAP annual reports received from colleges were incomplete or had suspected errors. We have elected to err on the side of caution in making conservative estimates where headcounts were unclear. Accordingly, CCAP participation totals may be slightly higher than listed in the report.

Qualitative feedback questions were added in the 2018-2019 and 2019-2020 school years. We drew on participant responses to these questions to inform our findings, evaluation, and recommendations. The questions used are listed below:

### 2018-2019

- Within your CCAP partnership, what have you developed as an “innovative remediation” course to be used as an intervention to ensure students are prepared for college-level work upon graduation?
- What recommendations would you make to improve your local CCAP program?
- What recommendations would you make to improve the state-level management of the CCAP program?
- Do you believe the 10% FTES cap on special admits (includes both CCAP and non-CCAP special admit students) is reasonable to ensure adults are not displaced?
- What recommendations would you make for your local CCAP program concerning the need for additional CCAP program-related student assistance?
- What recommendations would you make for your local CCAP program concerning the need for additional CCAP program-related academic resources?
- Is there any additional input you would like to provide?

### 2019-2020

- Within your CCAP partnership, have the students participating or yourself experienced any barriers and if so, please summarize those barriers below as well as any recommendations to improve upon those barriers.

## ENDNOTES

<sup>1</sup>Data represent the combined results of five studies of dual enrollment that met the highly rigorous design standards of the Institute for Education Science’s What Works Clearinghouse. Institute for Education Sciences, WWC Intervention Report: Transition to College, Dual Enrollment Programs (Washington, DC: 2017).

<sup>2</sup>Brian P. An, “The Impact of Dual Enrollment on College Performance and Attainment” (Doctoral dissertation, University of Wisconsin—Madison, 2009)

<sup>3</sup>Richard Earl Haskell, “The Effects of Dual-Credit Enrollment on Underrepresented Students: The Utah Case,” *International Journal of Economics and Finance*, 8(1) (2015): 144. Joel Vargas, “The Economic Payoff for Closing College-Readiness and Completion Gaps: Why States Should Invest in Accelerating Low-Income Youth to and Through Postsecondary Credentials” (Boston: Jobs for the Future, 2013).

<sup>4</sup>Thuy Thi Nguyen, “Dual Enrollment and Assembly Bill 288 (CCAP), Legal Opinion 16-02” (California Community Colleges Chancellor’s Office, March 2016) [https://www.cccco.edu/-/media/CCCCO-Website/Files/General-Counsel/x\\_legal-opinion-1602-dual-enrollment-and-ab-288-ccapada.pdf?la=en&hash=9EB06DC8D3150FD95CAF184A4E5B73B04B6E8987](https://www.cccco.edu/-/media/CCCCO-Website/Files/General-Counsel/x_legal-opinion-1602-dual-enrollment-and-ab-288-ccapada.pdf?la=en&hash=9EB06DC8D3150FD95CAF184A4E5B73B04B6E8987)

<sup>5</sup>“New Law Expands Access to Dual Enrollment” (Career Ladders Project, November 2019) <https://www.careerladdersproject.org/new-law-expands-access-to-dual-enrollment/>

<sup>6</sup>This data includes some adult dual enrollment students.

<sup>7</sup>“A Rising Tide: A Data Update on California Dual Enrollment” (Wheelhouse: the Center for Community College Leadership and Research, December 2020) [https://education.ucdavis.edu/sites/main/files/wheelhouse\\_infographic\\_dual\\_enrollment\\_1-page.pdf](https://education.ucdavis.edu/sites/main/files/wheelhouse_infographic_dual_enrollment_1-page.pdf)



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