

CONCURRENCE IN SENATE AMENDMENTS

AB 1871 (Fong)

As Amended August 28, 2026

Majority vote

SUMMARY

Amends provision pertaining to the College and Career Access Pathways (CCAP) partnerships to remove barriers in access for high school students and to align reporting requirements with statewide goals.

Senate Amendments

- 1) Incorporates changes in "existing law" to Education Code 76004 as adopted in AB 126 (Committee on Budget), Chapter 65, Statutes of 2026.

COMMENTS

Purpose of the measure. In February 2021, the California Governor's Council for Postsecondary Education (Council) published a report which ascribed a roadmap for how the State could recover from the COVID -19 pandemic with equity by instituting large scale higher education reform efforts. One of the recommendations included supporting and expanding college preparation and early credit attainment among high school students through dual enrollment programs. The report specifically highlighted CCAP as a successful modality for increasing early college credit attainment.

The recommendations from the report laid the foundation for the 2022 budgetary "compacts" between the Governor and the public postsecondary education segments. The compacts are a list of benchmarks the California Community Colleges (CCC), the California State University (CSU), and the University of California (UC) will meet over five fiscal years (2022-2027) in exchange for increased funding in the annual Budget Act. Contained within the CCC compact (CCC roadmap) is the agreement to: (1) increase the number of high school students who graduate with 12 or more college units by 15%, (2) close participation equity gaps in dual enrollment, and (3) establish dual enrollment pathways in high-need fields of education, healthcare, technology, and climate action. Since 2023, the Chancellor of the CCC has provided an update on the CCC progress in meeting the assigned "roadmap" benchmarks. In 2024-2025 academic year, the CCC enrolled 145,090 students in CCAP coursework at 59 community colleges throughout the state. According to the Governor's Budget Summary for 2026-2027, the Governor reported that dual enrollment at the community college has increased to roughly 285,000 participants across all programs, an increase of 55% since 2018-2019.

In the current budget proposal, the Governor is recommending \$100 million in one-time Proposition 98 funds to expand access to dual enrollment. In the Department of Finances TK-12 Omnibus Trailer Bill, the Governor is also proposing to amend CCAP agreements to permit regional occupational centers the ability to enter into a CCAP agreement to allow their students to participate in dual enrollment courses.

The measure seeks to partner with the Governor's vision to maximize dual enrollment participation by seeking to remove barriers in the existing CCAP partnership program that may dissuade students from participating in dual enrollment.

College and Career Access Pathways (CCAP) partnerships. CCAP partnerships were created in 2015, with the enactment of AB 288 (Holden), Chapter 618, Statutes of 2015. According to the Assembly Committee on Higher Education's analyses for the AB 288 (Holden), " (the) measure creates an unprecedented policy shift; allowing high school pupils whose grade 10 or 11 formative assessment show that they are not college proficient, to take remediation courses while in high school, as taught by community college faculty on a high school campus, and receive credit." The goals of CCAP partnerships were to:

- 1) Provide students with a seamless educational pathway from high school to community college for either career technical education or degree transfer;
- 2) Improve high school graduation rates; and,
- 3) Help high school students achieve college and career readiness skills.
- 4) Unlike other dual enrollments authorized by the State, CCAP partnerships can enroll students in up to 15 units of college coursework per semester.

Students qualify to participate in a CCAP partnership if their high school principal recommends them for participation and if the student obtains parental consent to participate. The student can enroll in community college courses offered as articulated by the CCAP partnership. The CCAP partnerships agreement is required to include the specified courses offered to students, the nature, time, and location of the courses, protocols for information sharing and the use of joint facilities, and the employment of the dual enrollment teachers.

The outcome of the agreement is a streamlined process by which the CCC and high school partner to provide college courses to students with the purpose of encouraging college attendance and to reduce time to degree for the students. Every year, the Chancellor of CCC is required to provide a report on the number of enrolled students and the academic outcomes of those who elect to participate in CCAP partnerships. The last published report contained data from the 2023-2024 academic year and reported 77,573 students participated in dual enrollment courses across 72 CCAP partnerships; and, those students successfully completed 79,759 courses.

Assembly Committee on Higher Education (AHED): November 2023 Oversight Hearing. For several years, Committee Staff have heard from K-12 high school districts, community college districts, and educational stakeholders of the need to improve CCAP partnerships. While various iterations of amendments have occurred to the CCAP Education Code Section over the years, fundamental changes to increase access to dual enrollment have not occurred. The state continues to have a myriad of avenues by which dual enrollment can be provided to students, with most of the options being available to those pupils who are scholastically advanced. To learn more about dual enrollment and the changes stakeholders would like to see, the AHED committee held an oversight hearing on November 06, 2023, to understand the benefits and hindrances of dual enrollment programs. During the hearing, the AHED Committee heard from researchers, practitioners, and from both the California Department of Education and the CCC Chancellor's Office as to how the state could assist in expanding dual enrollment opportunities for high school students throughout the state.

During the hearing, there were many suggested changes to the CCAP program that would encourage equitable access across the State. This measure would codify some of the recommendations from the November 2023 oversight hearing and would establish CCAP

partnerships as the premier and primary dual enrollment program in the State; which would help unify and streamline college coursework attainment for K-12 students regardless of the location of the high school.

Please see the policy committee analysis for a full discussion of the recommended changes to the CCAP program and the justifications as provided during the oversight hearing.

According to the Author

As stated by the author, "the College and Career Access Pathways (CCAP) program was established to enable high school students to take college courses at their school sites, easing logistical barriers. CCAP is an invaluable resource for high school students, setting students up for success in both their academic and professional lives. Despite the benefits of dual enrollment programs, dual enrollment participation has not been equitable for all students. According to the California Community College Chancellor's Office, participation rates were measured at 13.9% among white students, 10.9% among Latino students, and 10.8% among the socioeconomically disadvantaged."

The author further contends, "AB 1871 will ensure more equitable access to dual enrollment opportunities for all students by streamlining the application process so that a student completes only one application for the duration of their attendance at a community college as a unique part-time student participating in a CCAP agreement. This will avoid confusion of the application process and removes an unnecessary hurdle that limits access to dual enrollment opportunities. To address potential bias in application approvals, this bill will also remove the requirement that the school principal approves a student's CCAP application. Applicants from certain racial or ethnic backgrounds may be unfairly favored or discriminated against, which has led to biased outcomes in approving applications. Furthermore, this bill will eliminate the four community college courses per term limit to give students flexibility in meeting the current 15-unit cap on dual enrollment courses. By removing this restriction, students can accumulate more college credits while still in high school, easing the transition to college and reducing future tuition costs. Lastly, AB 1871 will streamline the CCAP reporting requirements so that more outcome-driven data is collected to evaluate the program effectively."

Arguments in Support

As stated by the Hispanas Organized for Political Equality (HOPE), "research from the Public Policy Institute of California finds that Latino students participate in CCAP at rates representative of their share of the high school population, comprising 58% of participants, while female students represent 57% of enrollment. Despite this progress, implementation barriers continue to limit student access and program effectiveness. These include burdensome application requirements, limited access to actionable participation data, and course cap restrictions that prevent students from maximizing available dual enrollment opportunities. Addressing these barriers is critical to expanding participation, improving college completion, and closing persistent equity gaps. AB 1871 is critical to that work and aligns strongly with HOPE's mission of ensuring equitable access to education for Latinas and other marginalized students in the state. AB 1871 removes student-level barriers to ensure that all students can equitably access, benefit, and participate in CCAP dual enrollment programs. Among other things, AB 1871 streamlines the current application process, removes the existing requirement that the school principal approve the dual enrollment application, and provides flexibility in how students meet the 15-unit course cap. It also builds on AB 368 (Holden, 2022), which HOPE co-sponsored, by reframing existing reporting requirements for dual enrollment programs so that

they are outcome-driven and are leveraged to assess how dual enrollment participation is translating into certificates, transfers and success for students. Together, these reforms will not only expand access but also improve program clarity for districts, reduce administrative burden, and strengthen the state's ability to evaluate long-term student outcomes."

Arguments in Opposition

None on file.

FISCAL COMMENTS

According to the Senate Committee on Appropriations:

This bill could result in annual Proposition 98 General Fund costs, potentially in the hundreds of thousands of dollars, for additional state apportionments due to increased CCAP enrollment and program participation. However, the bill's exact costs would depend on the number of new students that participate and the number of courses being taken.

VOTES:

ASM HIGHER EDUCATION: 10-0-0

YES: Fong, DeMaio, Boerner, Jeff Gonzalez, Jackson, Kalra, Muratsuchi, Patel, Sharp-Collins, Tangipa

ASM EDUCATION: 9-0-0

YES: Patel, Hoover, Alvarez, Bonta, Alanis, Garcia, Lowenthal, Pellerin, Zbur

ASM APPROPRIATIONS: 15-0-0

YES: Wicks, Hoover, Aguiar-Curry, Calderon, Caloza, Dixon, Fong, Mark González, Krell, Pacheco, Pellerin, Sharp-Collins, Solache, Ta, Tangipa

ASSEMBLY FLOOR: 74-0-6

YES: Addis, Aguiar-Curry, Ahrens, Alanis, Alvarez, Ávila Farías, Bains, Bauer-Kahan, Bennett, Berman, Boerner, Bonta, Bryan, Calderon, Caloza, Carrillo, Castillo, Connolly, Davies, DeMaio, Dixon, Elhawary, Ellis, Flora, Fong, Gabriel, Gallagher, Gipson, Jeff Gonzalez, Mark González, Hadwick, Haney, Harabedian, Hart, Hoover, Irwin, Jackson, Johnson, Kalra, Krell, Lee, Lowenthal, Macedo, McKinnor, Muratsuchi, Nguyen, Ortega, Pacheco, Papan, Patel, Patterson, Pellerin, Petrie-Norris, Quirk-Silva, Ransom, Michelle Rodriguez, Rogers, Blanca Rubio, Sanchez, Schiavo, Schultz, Sharp-Collins, Solache, Soria, Stefani, Ta, Tangipa, Valencia, Wallis, Ward, Wicks, Wilson, Zbur, Rivas

ABS, ABST OR NV: Arambula, Chen, Garcia, Lackey, Ramos, Celeste Rodriguez

UPDATED

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