
SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	AB 2178	Hearing Date:	June 3, 2026
Author:	Quirk-Silva		
Version:	February 19, 2026		
Urgency:	No	Fiscal:	No
Consultant:	Michelle Nguyen		

Subject: Community colleges: county probation departments: instructional service agreements.

NOTE: This bill has been referred to the Committees on Education and *Appropriations*. A “do pass” motion should include referral to the Committee on *Appropriations*.

SUMMARY

This bill authorizes a home community college district (CCD), as defined, or an eligible institution associated with a home CCD, to enter into an instructional services agreement (ISA) with a county probation department to provide academic or career technical education courses at a juvenile justice facility operated by the county probation department.

BACKGROUND

Existing law:

- 1) Establishes the California Community Colleges (CCCs), a postsecondary education system in this state, under the administration of the Board of Governors (BOG), and specifies that the CCC system consists of CCDs. (Education Code (EC) § 70900)
- 2) Authorizes the governing board of a CCD to enter into a College and Career Access Pathways (CCAP) partnership with the governing board of a school district, a county office of education, or the governing body of a charter school, for the purpose of offering or expanding dual enrollment opportunities for pupils who may not already be college bound or who are underrepresented in higher education. (EC § 76004)
- 3) Authorizes the California Community Colleges Chancellor’s Office (CCCCO) to establish the Rising Scholars Network and to enter into agreements with CCCs to provide additional funds for services in support of postsecondary education for justice-involved students, who are defined as a person who is currently or formerly incarcerated in a California correctional facility, or currently or formerly detained in a juvenile facility. (EC § 78070 - 78076)
- 4) Permits CCDs with an ISA with a public safety agency as specified, commencing January 1, 2024, to annually submit data to the CCCCCO on course offerings, student enrollment and full-time equivalent students (FTES), and course

completion, and permits CCDs with an ISA with a public safety agency as specified to annually submit a copy of its most up-to-date ISA to the CCCCO for review. Requires the CCCCO, upon review and analysis of CCD agreements and program data, to issue a recommendation to the Department of Finance and the Legislature on the apportionment that CCDs are eligible to claim through FTES generated through ISAs. (EC § 84750.4)

ANALYSIS

This bill:

- 1) Specifies that the provisions of this bill shall be known, and may be cited, as the Juvenile Justice Education Access and Equity Act.
- 2) Authorizes, notwithstanding any other law, a home CCD, or an eligible institution associated with the home CCD, to enter into an ISA with a county probation department.
- 3) Authorizes, notwithstanding any other law, a non-home CCD, or an eligible institution associated with the non-home CCD, to enter into an ISA with a county probation department if the home CCD and all eligible institutions associated with the home CCD are unable, unwilling, or fail to provide requested academic or career technical education courses at a juvenile justice facility within 90 days of a written request from the administrator of the juvenile justice facility.
- 4) Requires, upon occurrence of the conditions described in #3 above, that the home CCD and an eligible institution associated with the home CCD not prohibit, block, or otherwise interfere with the ability of the non-home CCD, or an eligible institution associated with the non-home CCD, to provide instruction at the juvenile justice facility.
- 5) Specifies that the provisions of this bill not be interpreted to:
 - a) Prevent the home CCD, or an eligible institution associated with the home CCD, from continuing to offer its own courses.
 - b) Grant exclusive instructional rights to a non-home CCD or an eligible institution associated with the non-home CCD.
 - c) Eliminate requirements to comply with applicable ISA, apportionment, academic, or reporting requirements.
- 6) Specifies that these provisions of this bill only be interpreted to expand access to postsecondary education for justice-involved youth when existing delivery mechanisms fail to meet documented needs and that the provisions of this bill not be construed to restructure community college governance, modify CCD service areas, or alter statewide apportionment policy.
- 7) Defines the following:

- a) “Eligible institution” as an accredited community college authorized to enter into ISAs under state law.
- b) “Home community college district” means the CCD assigned to serve the geographic area in which the juvenile justice facility is located.
- c) “Instructional services agreement” means an agreement to provide academic or career technical education courses to a juvenile justice facility.
- d) “Juvenile justice facility” means a juvenile hall, youth correctional center, or camp operated by a county probation department.
- e) “Non-home community college district” means a CCD not assigned to serve the geographic area in which the juvenile justice facility is located.

STAFF COMMENTS

- 1) ***Need for this bill.*** According to the author, “Juvenile justice facilities typically rely on the home community college district for requested educational services. However, the needs of youth in county probation systems vary widely across the state. In some cases, a single community college district cannot provide the full range of academic or career technical education programs requested by a juvenile facility. When the home community college district cannot meet those requests, youth in juvenile justice facilities may face limited course offerings, reduced access to educational programs, or long waitlists. These barriers can reduce opportunities for education, workforce training, and successful reentry. ... AB 2178 expands access to educational programs for youth in juvenile justice facilities by allowing greater collaboration between community college districts. ... The bill does not limit the role of the home community college district. Instead, it ensures that other community college districts can step in when needed to provide services.”
- 2) ***Postsecondary education sometimes offered at juvenile justice facilities.*** With regard to the juvenile justice system, following arrest, youths are generally turned over to county probation departments and may be held for a short period of time in a county juvenile facility, before determining whether to refer youths to juvenile courts in cases where they are accused of committing a crime that occurred before they turned 18 years old. Juvenile courts place most youths with their families where they are supervised by county probation departments, but some are placed in county juvenile facilities, such as juvenile halls, camps, and ranches.

Youths in county juvenile facilities are provided public education by the county office of education in the county in which the facility is located, which are called juvenile court schools, and these youths are required to attend school under the state’s compulsory education requirements. Some juvenile court schools—through the county office of education operating the school—partner with CCCs to provide postsecondary instruction and/or related support services. According to an April 2026 report prepared by the CCCCO on the Rising Scholars Network, 45 CCCs serve youth across 60 juvenile justice facilities. The CCCCO also indicated that

there are 10 additional CCCs that provide services for youths in juvenile justice facilities without grant funding from the Rising Scholars Network.

- 3) ***Rising Scholars Network provides additional support for currently and formerly incarcerated students, including in juvenile justice facilities.*** The Rising Scholars Network was established in 2014 to expand the number of justice-involved students participating and succeeding in the CCC system, and it is the CCC system's statewide program serving currently and formerly incarcerated students. AB 417 (McCarty, Chapter 558, Statutes of 2021) codified the Rising Scholars Network and authorized the CCCCO to enter into agreements with CCCs to provide additional funds for services in support of postsecondary education for justice-involved students.

The program began with a \$10 million appropriation in 2020-21, and program funding has grown to \$35 million in ongoing funding as of 2025-26. The CCCCO administers the Rising Scholars Network by providing funding for adult programs and for juvenile programs. According to a March 2025 report on the program, the CCCCO allocated \$21 million of the \$35 million program total for serving youth in juvenile justice facilities—specifically 45 CCCs across 60 juvenile justice facilities. These funds may be used for, but are not limited to, the following: a) supporting in-person instruction at juvenile facilities, community, and alternative schools; b) assisting students with transitional support and services to support enrollment and persistence in higher education upon release; and c) assisting with accessing community resources such as record clearance, housing assistance, mental health support, and social services.

- 4) ***ISAs within the CCC system.*** ISAs are not currently defined in statute or in regulations. However, the CCC system widely understands them to be a formal agreement between a CCC and another entity to provide specific services and training. These entities are usually public safety agencies, but they can sometimes be private entities. Through an ISA, a CCC may hire individuals with specific expertise to teach courses approved by the college's curriculum approval process.

Districts may be able to claim FTES for state apportionment for ISA-based courses if they meet specific requirements set forth in the California Education Code and Title 5 regulations. Districts claiming FTES for these students are paid at credit rate for incarcerated students, which is \$7,424 in 2024-25.

This bill attempts to create clarity for CCDs and county probation departments seeking to enter into an ISA to provide instruction at a juvenile justice facility.

- 5) ***Committee amendments to provide additional clarity.*** To provide clarity to processes introduced by this bill and to use language that is more consistent with language used in the Education Code, ***committee staff recommends, and the author's office has accepted, amendments as follows:***
- a) *Remove the definition for "eligible institution" and replace the use of that phrase in this bill by instead referencing "colleges that are part of a community college district".*

- b) *Replace a CCD's "geographic area" with "service area".*
- c) *Remove the definition for "non-home community college district" because a "home community college district" is already defined.*
- d) *For the provision specifying when a CCD may enter into an ISA with a county probation department outside its service area, use language that mirrors recent amendments to dual enrollment statute by SB 1244 (Newman, Chapter 789, Statutes of 2024).*

Specifically, require that for a CCD entering into an ISA with a county probation department outside its service area, the home CCD must have declined a written request from the administrator of the juvenile justice facility to provide requested instruction, or that the home CCD must have failed to take action within 60 calendar days of a request by the administrator of the juvenile justice facility to provide requested instruction.

6) ***Related and Prior Legislation.***

AB 1942 (Muratsuchi, Chapter 930, Statutes of 2022) permits CCDs with an ISA with a public safety agency as specified, commencing January 1, 2024, to annually submit data to the CCCCCO on course offerings, student enrollment and FTES, and course completion, and permits CCDs with an ISA with a public safety agency as specified to annually submit a copy of its most up-to-date ISA to the CCCCCO for review.

AB 417 (McCarty, Chapter 558, Statutes of 2021) authorizes the CCCCCO to establish the Rising Scholars Network and to enter into agreements with CCCs to provide additional funds for services in support of postsecondary education for formerly and currently incarcerated students.

SB 1391 (Hancock, Chapter 695, Statutes of 2014) authorized CCDs to claim apportionments for classes the CCD provides to inmates of specified local and state facilities.

SUPPORT

Chief Probation Officers of California

OPPOSITION

None received

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