
THIRD READING

Bill No: AB 2178
Author: Quirk-Silva (D) and Pacheco (D)
Amended: 6/8/26 in Senate
Vote: 21

SENATE EDUCATION COMMITTEE: 7-0, 6/3/26

AYES: Pérez, Ochoa Bogh, Cabaldon, Choi, Cortese, Gonzalez, Reyes

SENATE APPROPRIATIONS COMMITTEE: 7-0, 8/13/26

AYES: Cervantes, Seyarto, Cabaldon, Dahle, Grayson, Richardson, Wahab

ASSEMBLY FLOOR: 73-0, 5/4/26 (Consent) - See last page for vote

SUBJECT: Community colleges: county probation departments: instructional service agreements

SOURCE: Author

DIGEST: This bill permits a county probation department and a community college district (CCD) outside of the home CCD to enter into an instructional services agreement (ISA) if the home CCD has declined a request from the county probation department, or has failed to take action within 60 calendar days of a request by the county probation department.

ANALYSIS:

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 CCCCCO for review. Requires the CCCCCO, 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)

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 a home CCD, or a college that is part of the home CCD, to enter into an ISA with a county probation department.
- 3) Permits a county probation department and a CCD outside of the home CCD, or a college that is part of the CCD outside of the home CCD, to enter into an ISA if the home CCD has declined a request from the county probation department, or has failed to take action within 60 calendar days of a request by the county probation department, to either:
 - a) Enter into an ISA to provide the requested instructional services, courses, or programs.

- b) Approve the CCD outside of the home CCD, or a college that is part of the CCD outside of the home CCD, to enter into an ISA to provide those instructional services, courses, or programs.
- 4) Requires, upon occurrence of the conditions described in 3) above, that the home CCD or a college that is part of the home CCD not prohibit, block, or otherwise interfere with the ability of the CCD outside the home CCD, or a college that is part of the CCD outside the 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 a college that is part of the CCD, from continuing to offer its own courses.
 - b) Grant exclusive instructional rights to a CCD outside of the home CCD or a college that is part of that CCD outside of the 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) “Home community college district” means the CCD assigned to serve the service area in which the juvenile justice facility is located.
 - b) “Instructional services agreement” means an agreement to provide academic or career technical education courses to a juvenile justice facility.
 - c) “Juvenile justice facility” means a juvenile hall, youth correctional center, or camp operated by a county probation department.

Comments

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.”

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 CCCCCO on the Rising Scholars Network, 45 CCCs serve youth across 60 juvenile justice facilities. The CCCCCO 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.

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 CCCCCO 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 CCCCCO 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 CCCCCO 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.

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.

Related/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.

FISCAL EFFECT: Appropriation: No Fiscal Com.: No Local: No

According to the Senate Appropriations Committee:

The bill's authorization for CCDs to enter into ISAs with county probation departments could lead to additional, unknown Proposition 98 General Fund costs. Districts would be able to claim apportionments for the additional full-time equivalent students (FTES) being served in these settings. CCDs that claim eligible FTES are paid at credit rate for incarcerated students which was \$7,424 for the 2024-25 fiscal year. The bill's exact costs would depend on the extent of the apportionments that CCDs are able to claim.

SUPPORT: (Verified 8/14/26)

California League of United Latin American Citizens
Chief Probation Officers of California
Los Angeles County Probation Officers Union, AFSCME Local 685
Supervising Deputy Probation Officers Union, Teamsters Local 986

OPPOSITION: (Verified 8/14/26)

None received

ASSEMBLY FLOOR: 73-0, 5/4/26

AYES: Addis, Aguiar-Curry, Ahrens, Alanis, Alvarez, Ávila Farías, Bains, Bauer-Kahan, Berman, Boerner, Bonta, Bryan, Calderon, Carrillo, Castillo, Connolly, Davies, DeMaio, Dixon, Elhawary, Ellis, Fong, Gabriel, Gallagher, Garcia, Gipson, Jeff Gonzalez, Mark González, Hadwick, Haney, Harabedian, Hart, Hoover, Irwin, Jackson, Johnson, Kalra, Krell, Lackey, Lee, Lowenthal, Macedo, McKinnor, Muratsuchi, Nguyen, Ortega, Pacheco, Papan, Patel,

Patterson, Pellerin, Petrie-Norris, Quirk-Silva, Ramos, Ransom, Celeste
Rodriguez, Michelle Rodriguez, Rogers, Blanca Rubio, Sanchez, Schiavo,
Schultz, Sharp-Collins, Solache, Soria, Stefani, Ta, Tangipa, Valencia, Ward,
Wicks, Zbur, Rivas

NO VOTE RECORDED: Arambula, Bennett, Caloza, Chen, Flora, Wallis, Wilson

Prepared by: Michelle Nguyen / ED. / (916) 651-4105
8/15/26 9:05:40

****** END ******