

CONCURRENCE IN SENATE AMENDMENTS

AB 2178 (Quirk-Silva and Pacheco)

As Amended June 8, 2026

Majority vote

SUMMARY

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.

Senate Amendments

- 1) Removes 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".
- 2) Replaces a CCD's "geographic area" with "service area".
- 3) Removes the definition for "non-home community college district" because a "home community college district" is already defined.
- 4) Requires 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.

COMMENTS

CCC education offered to inmates. SB 1391 (Hancock), Chapter 695, Statutes of 2014, expanded access to face-to-face community college courses for incarcerated students through collaboration between the CCCs and the California Department of Corrections and Rehabilitation (CDCR). Under the initial policy and funding framework of SB 1391, four pilot colleges were selected to offer instruction inside prisons. Subsequently, other colleges were able to leverage resources to provide courses inside state prisons in their local areas. In total, 19 colleges piloted credit-bearing, face-to-face, degree-building education programs at 34 of the 35 CDCR state prisons. Over 5,000 students are enrolled each semester in these courses. The 2018 Budget Act provided new resources (\$5 million one-time) to the CCC to support the creation and expansion of reentry programs for formerly incarcerated persons.

Program growth across higher education. A January 2020 report published jointly by Correction to College and Stanford Law School Criminal Justice Center, *Striving for Success: The Academic Achievements of Incarcerated and Formerly Incarcerated Students in California Community Colleges*, documented the growth and efficacy of California's programs for incarcerated students. It notes that higher education participation among justice-involved student in California has grown exponentially over the past five years, from one private program to 19 community colleges offering face-to-face degree granting courses in nearly all of the state's 35 prisons, serving almost 6,000 students.

Success programs and student clubs for justice involved students on campus have also expanded from fewer than 10 to more than 50, serving over 1,000 students in 2019 at University of California (UC) and California State University (CSU) campuses and CCCs throughout the state. Additionally, UC Irvine recently launched UC's first bachelor's degree program in prison. The program is a partnership with Southwestern Community College and serves as a model for UC-community college collaboration. Within the CSU system, at least two campuses, Cal State Los Angeles and Sacramento State, offer face-to-face baccalaureate programs in the state prisons (Lancaster, Mule Creek and Folsom), with other CSU programs in development including at a women's prison in Chino. This bill only impacts community colleges.

AB 417 (McCarty), Chapter 558, Statutes of 2021, authorized the CCC Chancellor's Office to establish a grant program within community colleges called the Rising Scholar Network to provide additional funds for services in support of postsecondary education for formerly and currently incarcerated students.

The CCCCCO reports in *2025 Rising Scholars Network Biennial* that their Rising Scholar Network the enrollment growth across student populations signals sustained student demand for higher education pathways. Formerly incarcerated students enrolled in CCC grew 64%, from 6,401 to 10,481, and currently incarcerated students grew 16.7%, from 18,302 to 21,354.

Students are converting enrollment into credentials at increasing rates. Between 2020 and 2024, the number of formerly incarcerated students earning degrees and certificates grew 75.7%, from 1,142 to 2,007, and the number of currently incarcerated students earning degrees and certificates grew 47.7%, from 1,529 to 2,258. Colleges funded through the network grew from 45 in 2020 to 102 today, while justice facilities served increased from 38 to 144, positioning California as the national leader in higher education access for justice impacted populations. Students in the Rising Scholars Network choose from multiple educational pathways. Students pursuing Associate Degrees for Transfer (ADT) complete their ADT and transfer to CSU and UC campuses alongside partner institutions including Historically Black Colleges and Universities. Students pursuing career technical education credentials complete programs in high-demand fields that lead directly to employment.

The state invests \$35 million annually in the Rising Scholars Network. \$21 million is allocated to 45 colleges serving youth across 60 juvenile justice facilities. \$14 million is allocated to 95 colleges serving currently incarcerated adults in 31 state prisons, nine federal prisons, and 44 county jails. 88 college campuses operate dedicated Rising Scholars programs where formerly incarcerated students access wrap-around student support services that strengthen their pathway to completion. An additional \$3 million provides textbooks and digital course content for incarcerated students enrolled in community college programs.

According to the Author

According to the author, "California has become a national leader in providing second chances through higher education. Still a critical gap remains for our most vulnerable students who are in juvenile justice facilities. Currently juvenile facilities rely exclusively on their home community college districts to provide academic and career services. The needs of justice-involved youth vary widely across the state, and a single home community college district does not always have the capacity or the specialized programs requested by a juvenile facility. Limiting the services that could be available to wards denying them the best chance at successful reentry and higher education. AB 2178 fixes this gap by giving home community college districts 90 days within a

written request to provide the county probation facility academic and vocational courses. In the case that a home community college district can not meet this request within 90 days a facility administer is allowed to enter an instructional services agreement with a non-home district that is willing to serve those students."

Arguments in Support

The Chief Probation Officers of California (CPOC) wrote in support, noting that probation "...recognizes the important role that education plays in rehabilitative programming for youth and young adults in the juvenile justice system. The delivery of educational services within county juvenile justice systems is a critical partnership between higher education entities and probation departments. County juvenile facilities typically rely on the home community college district for requested educational services. However, there are instances when the home community college district cannot meet the educational needs of youth in juvenile justice facilities because of limited course offerings, or long waitlists. These barriers can impede opportunities for education and workforce training during a youth's time in detention or require additional approaches for courts to consider in order to facilitate a youth's educational goals.

CPOC continues, noting that "under this proposal, if a home community college district is unable, unwilling, or fails to provide requested academic or career technical education courses within 90 days of a written request from a juvenile justice facility administrator, a non-home community college district or an eligible partner institution would be authorized to enter into an instructional services agreement with the facility. This framework maintains existing partnerships, while allowing greater collaboration between community college districts and probation departments to address the collegiate educational needs of youth and young adults in secure juvenile settings."

Arguments in Opposition

None on file.

FISCAL COMMENTS

According to the Senate Committee on Appropriations, the bill's authorization for community college districts 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 community college districts are able to claim.

VOTES:**ASM HIGHER EDUCATION: 10-0-0**

YES: Fong, DeMaio, Boerner, Macedo, Jackson, Muratsuchi, Patel, Ramos, Sharp-Collins, Tangipa

ASSEMBLY FLOOR: 73-0-7

YES: 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

ABS, ABST OR NV: Arambula, Bennett, Caloza, Chen, Flora, Wallis, Wilson

SENATE FLOOR: 39-0-1

YES: Allen, Alvarado-Gil, Archuleta, Arreguín, Ashby, Becker, Blakespear, Cabaldon, Caballero, Cervantes, Choi, Cortese, Dahle, Durazo, Gonzalez, Grayson, Grove, Hurtado, Jones, Laird, Limón, McGuire, McNerney, Menjivar, Niello, Ochoa Bogh, Padilla, Pérez, Richardson, Rubio, Seyarto, Smallwood-Cuevas, Stern, Strickland, Umberg, Valladares, Wahab, Weber Pierson, Wiener

ABS, ABST OR NV: Reyes

UPDATED

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