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# SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

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<b>Bill No:</b>	AB 2236	<b>Hearing Date:</b>	June 24, 2026
<b>Author:</b>	Berman		
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<b>Urgency:</b>	No	<b>Fiscal:</b>	Yes
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**Subject:** Postsecondary education: articulation agreements.

## SUMMARY

This bill requires the Intersegmental Committee of the Academic Senates (ICAS) of the University of California (UC), the California State University (CSU), and the California Community Colleges (CCCs), by July 1, 2027, to establish an agreement for implementing streamlined system-level articulation by using the common course numbering (CCN) templates, rather than individual course review, for determining credit mobility between the CCCs, the CSU, and the UC, so all CCC courses subject to the specified CCN system articulate the same way across all CCCs, CSU, and UC campuses.

## BACKGROUND

Existing law:

- 1) Establishes the 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 community college districts. (Education Code (EC) § 70900)
- 2) Requires the CCCs, by July 1, 2027, to adopt a CCN system for all general education requirement courses and transfer pathway courses, and requires each CCC campus, by July 1, 2027, to incorporate common course numbers from the adopted system into its course catalog. (EC § 66725.5)
- 3) Requires the specified CCN system to be student facing, based on the work of the workgroup established in the 2021 Budget Act, and ensure that comparable courses across all CCCs have the same course number. (EC § 66725.5)
- 4) Requires the specified workgroup, to support the development and implementation of a CCN system for the CCC system, to consider starting with courses included in the Course Identification Numbering System (C-ID) and expanding to general education requirements and transfer pathway courses, as specified. (EC § 66725.5)

## ANALYSIS

This bill:

- 1) Requires ICAS of the UC, the CSU, and the CCCs, by July 1, 2027, to establish an agreement for implementing streamlined system-level articulation by using the CCN templates, rather than individual course review, for determining credit mobility between the CCCs, the CSU, and the UC, so all CCC courses subject to the specified CCN system articulate the same way across all CCCs, CSU, and UC campuses.
- 2) Requires the respective administrative bodies of the UC, CSU, and CCCs—if ICAS of the UC, CSU, and CCCs has not established the specified agreement before July 1, 2027—by December 31, 2027, to establish an agreement for implementing streamlined system-level articulation by using the CCN templates, rather than individual course review, for determining credit mobility between the CCCs, the CSU, and the UC, so all CCC courses subject to the specified CCN system articulate the same way across all CCCs, the CSU, and the UC.
- 3) Requires the specified streamlined system-level articulation agreement, commencing with the fall term of the 2028-29 academic year, be the only articulation agreement used for community college courses subject to the specified CCN system.
- 4) Requires the specified streamlined system-level articulation agreement include student protections to ensure students do not lose credits, have any removal of credits, or repeat courses already completed to meet academic requirements with a passing grade.
- 5) Requires the specified streamlined system-level articulation agreement to not invalidate any systemwide or local articulation approvals already granted before July 1, 2028.
- 6) Requires the specified streamlined system-level articulation agreement to not require the redesign, replacement, or restart of the CCN template development and review process, and specifies this to not be construed to prevent future updates to CCN templates.
- 7) Requires, consistent with national best practices, the streamlined system-level articulation agreement require no more than 70% content alignment in order to establish equivalency.
- 8) Requires the respective administrative bodies of the CCCs and CSU, and requests of the respective administrative body of the UC, by June 1 of each year, publicly post on their respective internet websites a report on all of the following for the previous academic year:
  - a) How many CCN templates were submitted for review for articulation.
  - b) How many CCN templates were reviewed for articulation.
  - c) How many CCN templates were approved or denied for articulation.

- d) The rationale for any denials of CCN templates for articulation, including which standards were not met.
  - e) The resubmission timeline for any CCN templates denied articulation, including whether a resubmission for the full review process is required to correct issues identified in the denial.
- 9) Requires the California Community Colleges Chancellor's Office (CCCCO), in consultation with the administrative bodies of the CSU and the UC, identify a limited-term funding plan that would provide funding to the CSU and the UC to support the intersegmental implementation of the specified CCN system, with the funding plan identifying limited-term costs supported by a clear justification demonstrating consistency with prior workload and implementation cost estimates.
- 10) Requires the specified funding plan identify existing, previously allocated funding from one-time funding sources, including, but not limited to, the 2022 Budget Act appropriation for CCCs' implementation of CCN, to support implementation strategies, which may include any of the following:
- a) Faculty and staff workload associated with curriculum alignment, review, and approval processes.
  - b) Intersegmental coordination and governance activities.
  - c) Technology and data system upgrades to support CCN alignment and articulation.
- 11) Requires that the funding identified for the specified funding plan be reallocated from previously allocated funding for the CCN system or related funding and not include any new Proposition 98 General Fund.
- 12) Defines "common course numbering template" as a template developed pursuant to the systemwide implementation plan recommended by the CCN workgroup funded in the 2021 Budget Act.
- 13) Requires each campus of the CCCs and the CSU, and requests of each campus of the UC, by June 1 of each year, publicly post, in a clearly visible and easily accessible manner, on the ASSIST.org website, or its successor, the name and contact information of the articulation lead or individual responsible for managing the course articulation process at the campus.

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, "Many students take courses at multiple community colleges within a district or even across districts. As a result, differences in course numbers can unintentionally set students back and has been a barrier to timely transfer. Without a student-facing common course numbering (CCN) system – meaning comparable courses have the same course number at all community colleges – students struggle to transfer credits between institutions and to plan out a coherent roadmap to earning their degree."

The author continues, “In response, my previous legislation, AB 1111, which was signed into law in 2021, requires the California Community Colleges to adopt a student-facing CCN system for general education requirement courses and transfer pathway courses. CCN at all community colleges will reduce unnecessary confusion, ease advising, streamline transfer, and reduce excess credit accumulation. ... As community college students take CCN courses, articulation of these courses at the CSU and UC is critical. Course articulation is a vital function for transfer students and dual enrollment students, who earn college credits at a community college and need those courses to count toward their bachelor’s degree.”

The author concludes, “To protect students and ensure implementation of CCN, AB 2236 would set a target date for the Intersegmental Committee of Academic Senates to establish an agreement for implementing streamlined system-level articulation of community college common course numbering courses. This would ensure that students receive credit for these courses and would not be required to take them again after they transfer. AB 2236 is a necessary step to fulfill the promise of CCN – saving students both time and money.”

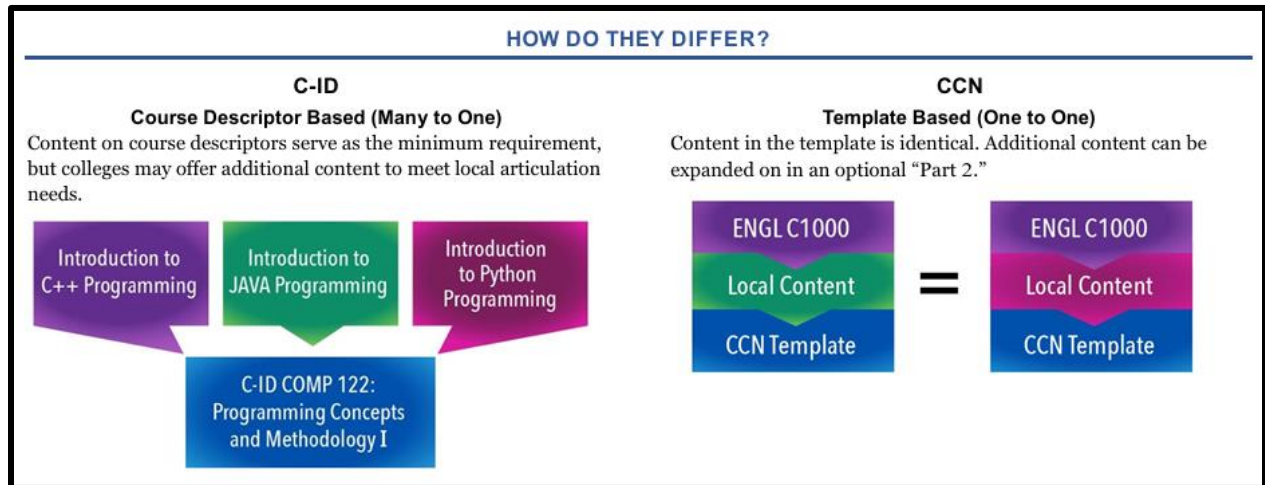
- 2) ***Decades of CCN efforts led to AB 1111 (Berman, Chapter 568, Statutes of 2021).*** Efforts to create a CCN system go back decades, with legislation requiring CCN beginning in 1983. At the core of CCN is 1) the numbering of comparable courses the same across the CCC system and 2) ensuring that these comparable courses articulate consistently across the CCC system and to transfer institutions. Articulation is the process of developing a formal, written agreement that identifies courses (or sequences of courses) on a “sending” campus that are comparable to, or acceptable in lieu of, specific course requirements at a “receiving” campus. In the ideal framework of CCN, courses that have the same course number and content would articulate to a “receiving” institution in the same way. Several recent efforts to create and promote CCN systems are described below:

- C-ID Initiative. SB 1415 (Brulte, Chapter 737, Statutes of 2004) established the existing requirement for the CCC and CSU to establish and utilize a CCN system.

The requirements of SB 1415 are carried out within the C-ID initiative, which is a faculty-driven initiative that helps streamline transfer pathways by evaluating course outlines to ensure they are comparable to similar college courses across the state. This is intended to improve seamless articulation for students both intersegmentally (CCC to CSU) and intrasegmentally (among CCCs).

Approved courses receive a C-ID designation, signaling their comparability to similarly designated courses at other institutions. This process supports the development of Associate Degrees for Transfer (ADT), which guarantee admission to a CSU campus for community college students who meet specified criteria. As of 2025, there are currently 491 active C-ID descriptors, with nearly 30,000 CCC courses with approved alignment.

*What's the difference between C-ID and CCN?* In contrast to C-ID, CCN as required by AB 1111 is a student-focused initiative to create a unified course numbering across the CCCs. The Academic Senate for California Community Colleges (ASCCC) presents a visual representation of the differences between C-ID and CCN, which, for C-ID, shows that many courses can be equivalent to one course and, for CCN, shows that the intent is for a one-to-one course equivalency:



- CCN Task Force/workgroup. The 2021 Budget Act appropriated \$10 million on a one-time basis to establish a workgroup that supports the development and implementation of a CCN system for the CCC system, for the purpose of easing student course selection, promoting timely program completion, and streamlining the transfer process. The provisional language further states that, to the extent feasible, the workgroup is required to align the proposed CCN system with course numbering systems at the CSU and UC.
- AB 1111. A few months after the 2021 Budget Act created a CCN workgroup, the Governor signed AB 1111, which required that the CCN system would be based on the work produced by the workgroup, and the workgroup required by the 2021 Budget Act became the AB 1111 CCN Task Force. Subsequently, the 2022 Budget Act provided an appropriation of \$105 million one-time for the implementation of AB 1111.

AB 1111 required the CCCs to adopt a CCN system for all general education requirement courses and transfer pathway courses. Though the focus is on the CCC system and assigning the same course number to comparable courses across all CCCs, the goal of CCN to “streamline transfer from two- to four-year postsecondary educational institutions” implies that there would need to be intersegmental collaboration for this effort to meet its full potential.

- 3) **Implementation update on CCN efforts.** Prior to the enactment of AB 1111, it was widely recognized that similar courses at different CCCs have different articulation agreements with transfer institutions, and that could lead to courses from different CCCs counting differently at the same transfer institution. These

courses typically had different numbers and titles at different colleges, so there was no implicit expectation that they would articulate in the same way to a transfer institution given the differences. In working to implement AB 1111, practitioners realized that commonly numbered courses with identically numbered and titled courses that articulate differently could create even more confusion and harm. To ensure more predictability for articulation, the CCN Task Force developed a structure of system-level articulation from the CCCs to the universities by using CCN course templates, with the ASCCC tasked with leading the development of the CCN course templates.

For each commonly numbered course, CCN course templates are being developed by faculty from all three segments that are intended to serve as the basis for system-to-system articulation agreements. The templates would be used by CCCs to develop local course outlines of record (CORs) that are consistent with the templates, and the templates include elements from the COR that must be identical to facilitate articulation decisions. The templates also note elements that could include possible additions by local CCCs and that do not need to be identical across the system.

The intersegmental development of CCN course templates is rolling out in phases, with increasing numbers of templates in every subsequent phase:

Phase	Implementation Date	No. of CCN Templates
I	Fall 2025	6
IIA	Fall 2026	8
IIB	Fall 2027	16
III	Fall 2027	50 (estimated)

For Phase I, six well-established courses with high enrollments were selected, and according to the CCCCO, there were over 1 million students enrolled in the Phase I courses listed below in the 2022-23 academic year:

- Academic Reading and Writing – ENGL C1000
- American Government and Politics – POLS C1000
- Critical Thinking and Writing – ENGL C1001
- Introduction to Psychology – PSYC C1000
- Introduction to Public Speaking – COMM C1000
- Introduction to Statistics – STAT C1000

To address concerns that AB 2236 could inadvertently reset progress on CCN required by AB 1111, this bill includes provisions that require that the streamlined system-level articulation agreement does not invalidate any systemwide or local articulation approvals granted before July 1, 2028, nor does it require the redesign, replacement, or restart of the CCN template development and review process.

- 4) ***This bill seeks a systemwide articulation agreement between the CCCs and CSU and UC.*** This bill requires ICAS, by July 1, 2027, to establish an agreement for implementing streamlined system-level articulation by using the CCN

templates—rather than individual course review—for determining credit mobility between the CCCs, the CSU, and the UC, with the intent that all CCC courses subject to the specified CCN system articulate the same way across all CCCs, CSU, and UC campuses. AB 1111 established that a goal of CCN is to streamline transfer two- to four-year postsecondary educational institutions, implicitly referencing the articulation of CCC courses to the UC and CSU, and AB 2236 makes that link to articulation explicit. This bill also asserts that a system-level articulation agreement should be how articulation is determined, rather than individual course review, and codifies the use of CCN templates for purposes of determining articulation.

In the event that ICAS does not establish a system-level articulation agreement by July 1, 2027, this bill requires the respective administrative bodies of the segments, by December 31, 2027, to establish an agreement for implementing streamlined system-level articulation.

If an agreement is established for implementing streamlined system-level articulation, this bill requires the administrative bodies of the CCCs and CSU, and requests of the administrative body of the UC, to report on June 1 of each year to provide status updates on the following:

- How many CCN templates were submitted for review for articulation.
  - How many CCN templates were reviewed for articulation.
  - How many CCN templates were approved or denied for articulation.
  - The rationale for any denials of CCN templates for articulation, including which standards were not met.
  - The resubmission timeline for any CCN templates denied articulation, including whether a resubmission for a full review process is required to correct the issues identified in the denial.
- 5) **Concerns about 70% content alignment to establish equivalency.** This bill requires, consistent with national best practices, the streamlined system-level articulation agreement require no more than 70% content alignment to establish equivalency between courses. This 70% threshold comes from a report from the American Association of Collegiate Registrars and Admissions Officers called “A Guide to Best Practices: Awarding Transfer and Prior Learning Credit”, which recommends “using 70% matching of content to determine equivalency, unless otherwise needed for specific accreditation, discipline content, or other written requirement.” The UC Academic Senate and the CSU Academic Senate have raised concerns about this provision and indicate that the actual percentage alignment that is appropriate for course equivalency could range from 50% to 95%. Concerns raised to committee staff indicate that math and STEM courses may generally require higher content alignment than an English literature course, for example.
- 6) **Questions about providing Proposition 98 funding to the CSU and UC.** In committee amendments taken by the Assembly Appropriations Committee, this bill requires the CCCCCO, in consultation with the CSU Chancellor’s Office and the UC Office of the President, identify a limited-term funding plan that would provide funding to the CSU and the UC to support the intersegmental implementation of

the specified CCN system, and it requires the identification of existing, previously allocated funding from one-time funding sources, including a 2022 Budget Act appropriation for CCCs' implementation of AB 1111.

In effect, this would give the CCCCCO the authority to divert Proposition 98 funding—from their 2022 Budget Act appropriation for the implementation of AB 1111—to the UC and CSU to support the intersegmental implementation of CCN. Allowable uses may include faculty and staff workload associated with curriculum alignment, review, and approval processes; intersegmental coordination and governance activities; and technology and data system upgrades to support CCN alignment and articulation. For this bill, any Proposition 98 funding provided to UC and CSU would be approved by the CCCCCO, if clear justification is provided for the planned implementation costs.

Proposition 98, which was approved by voters in 1988, established a minimum funding requirement for K-14 schools and CCCs, and these funds are generally meant for K-14 instructional programs. Historically, the UC and CSU have received funding in the state budget in the form of non-Proposition 98 General Fund. Typically, Proposition 98 funds appropriated for CCCs are not allocated to other entities, but there are limited exceptions, so long as the funds are initially allocated to a community college district. For example, the annual budget appropriates ongoing funding for immigration legal services, and that funding is first allocated to a CCD and then that CCD contracts with the California Department of Social Services, which has contracts with various providers to provide legal services on immigration issues on CCC campuses.

- 7) **Arguments in support.** According to the Campaign for College Opportunity, “Students presume that when they take a college-level course at a community college that leads to them successfully transferring to a university, that the credit from that course will count toward their degree. Unfortunately, that is not the case and students then have to retake courses that they have already successfully completed at a community college. This costs students time that they don’t have to waste. In addition to time, it is costly for both the student and the state when courses don’t articulate properly for students.”

The letter continues to state, “AB 2236 will ensure implementation of common course numbering and provide clarity in articulation by: 1) *Creating a streamlined articulation process for the common course numbering system* for any students transferring to the CSU and UC. This process will be created by the Intersegmental Committee of Academic Senates (ICAS), allowing faculty to determine the best way to make this process better for students and the system in a timeframe that will maximize protections for students that have already started to take commonly numbered courses. 2) *Improve transparency in articulation* by requiring reporting and publicly listing articulation leads. Communication on articulation decisions are inconsistent and happen directly between campuses after a community college has already established a course. By requiring annual reporting on articulation for the common course numbering templates decisions and their reasoning will be clearly communicated between the systems and adjustments to the course templates can be made prior to the course being created on a campus and students enrolling in it.”

8) **Arguments in opposition.** According to the California Faculty Association in comments on this bill, “We appreciate your commitment to streamlining transfer pathways and reducing excess credits for California community college transfer students. CFA shares these goals but respectfully requests that you accept the proposed amendments submitted by the Academic Senates of the University of California and the California State University. The amendments would ensure that the bill’s implementation reflects sound academic governance, faculty expertise, and the integrity of intersegmental curriculum review. The amendments address four principal concerns:

- 1) The need to preserve faculty-led curriculum review processes in determining course equivalency.
- 2) Clarification of the timeline and sequencing for implementation.
- 3) Modification of the content alignment threshold to better reflect discipline-specific standards.
- 4) Strengthening of student protections against credit loss.”

9) **Committee amendments.** Recent author’s amendments require that the streamlined system-level articulation agreement include student protections, including ensuring that students not lose credits, not have any removal of credits, or not repeat courses already completed to meet academic requirements with a passing grade. To clarify the language on the student protections, *committee staff recommends, and the author accepts, the following amendment:*

- *(c)(3) The streamlined system-level articulation agreement established pursuant to paragraph (1) shall include student protections to ensure students do not lose credits, do not have any removal of credits, or do not repeat courses already completed to meet academic requirements with a passing grade.*

10) **Related and Prior Legislation.**

AB 1728 (Alanis, 2026) requires the CCN system for the CCCs, by July 1, 2030, to include specified firefighting courses, law enforcement education courses, and courses for the modern policing degree program.

AB 3290 (Committee on Higher Education, Chapter 440, Statutes of 2024) extends the implementation deadline by which the CCCs are required to a) adopt a CCN system and b) incorporate common course numbers from the adopted CCN system into its course catalog by three years, from July 1, 2024, to July 1, 2027.

AB 1111 (Berman, Chapter 568, Statutes of 2021) requires, by July 1, 2024, the CCCs adopt a CCN system and requires the CCN system to be student-facing and ensure that comparable courses across all CCCs have the same course number.

AB 128 (Committee on Budget, Chapter 21, Statutes of 2021) appropriated \$10 million on a one-time basis to establish a workgroup that supports the development and implementation of a CCN system for the community college system, and

required the workgroup, to the extent feasible, to align the proposed common course number system with course numbering systems at the CSU and UC.

SB 1415 (Brulte, Chapter 737, Statutes of 2004) requires the CCCs and the CSU, and authorizes the UC and the private postsecondary institutions, by June 1, 2006, to adopt a CCN system for their 20 highest-demand majors.

**SUPPORT**

Lieutenant Governor Eleni Kounalakis (co-sponsor)  
Campaign for College Opportunity (co-sponsor)  
Student Senate for California Community Colleges (co-sponsor)  
Academic Senate for the Los Angeles Community College District  
Cal State Student Association  
California Community Colleges Chancellor's Office  
California Competes  
Citrus College  
EdTrust-West  
John Burton Advocates for Youth  
The Institute for College Access & Success  
University of California Student Association

**OPPOSITION**

None received

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