

Senate Budget and Fiscal Review—Scott D. Wiener, Chair

SUBCOMMITTEE NO. 1

Agenda

Senator John Laird, Chair
Senator Rosilicie Ochoa Bogh
Senator Sasha Renée Pérez



Thursday, March 27, 2025
Upon Call of the Chair
1021 O Street, Room 2100

Consultants: Yong Salas and Diego Emilio J. Lopez

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Public Comment

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6100 DEPARTMENT OF EDUCATION**Issue 1: Oversight: Golden State Pathways Program****Panel.**

- Liz Mai, Department of Finance
- Mary Nicely, Department of Education
- Blaine Torpey, Eden Area Regional Occupational Program

Background.

The 2022 Budget Act appropriated \$500 million Proposition 98 General Fund to establish the Golden State Pathways Program. These dollars were intended to support the planning and implementation of pathway programs focused on technology, health care, education, and climate-related fields. Local educational agencies that are eligible for funding includes school districts, charter schools, county offices of education, or regional occupational centers or programs; community colleges were also eligible to receive funding if they partnered with a local educational agency.

Ten percent of the funding (up to \$50 million) was intended for consortium development and planning grants. At least 85 percent of the funding (at least \$425 million) was intended for implementation grants, and five percent (up to \$25 million) was intended for up to ten local educational agencies to provide technical assistance to local educational agencies, applicants, and grant recipients, of which one would serve as a lead technical assistance center to work with the department and provide leadership and direction for the other technical assistance center grantees.

While funding became available with the enactment of the 2022 Budget, the request for application for the lead and regional technical assistance centers was released the following fiscal year on August 22, 2023, and the selected technical assistance centers were notified of their selection in October 2023. However, there were significant delays with the execution of the contracts with each technical assistance center. According to the Department of Education, the contract for the Lead Technical Assistance Center was executed in December 2024. As of February 21, 2025, six of the eight contracts were complete but not yet fully executed, with the remaining two contracts in review with other state departments, and also not fully executed. The timeline which work was expected to begin is January 2, 2024 and could extend up to June 30, 2029.

The request for applications for consortia grants, planning grants, and implementation grants was ultimately released on February 1, 2024. Grants were originally expected to be announced on April 9, 2024, with the grant period beginning on April 2, 2024 until June 30, 2028. However, due to the volume of applications, the Department of Education issued its first errata on April 23, 2024 to revise the grant announcement dates from April 9, 2024 to a range of April to May 2024. In a press release dated May 31, 2024, the Governor and State Superintendent announced the awarding of \$470 million to 302 local educational agencies.

However, the awards were rescinded and updated several times since the initial announcement, which resulted in uncertainty and delays for these programs. On July 16, 2024, the Department of Education issued its second errata to rescind the grants that were announced on May 31, 2024. Revised awards were posted on September 20, 2024, and were rescinded again on October 1, 2024. The Department of Education issued its third errata for the Golden State Pathways Grant Program and posted re-revised awards on October 11, 2024. The total final award amounts were \$425,136,070 for consortia, planning, and implementation grants, with up to \$25 million for the technical assistance centers - remaining funds are set aside for future implementation grants.

Grant award notification letters were delivered to 544 local educational agencies on December 19, 2024. According to the Department of Education, Golden State Pathways grantees received funds in January and February 2025, more than two and a half years after the funds were first appropriated. While some grantees began their work in the current school year (2024-25) before receiving the funds, the expectation was that grantees would begin their work when their funds were received, which for most fall in the later half of the school year.

Currently, planning grantees will have until June 30, 2026; implementation and consortia grantees will have until June 30, 2029, and the technical assistance center contracts will also have until June 30, 2029 to execute their grants. The funds are available for encumbrance until June 30, 2029.

Suggested Questions.

- What can Golden State Pathways planning grantees expect as it relates to potential implementation grants that the Department of Education will administer in the future?
- What types of internal controls has the Department of Education implemented since the Golden State Pathways Program rollout that would (1) ensure that the continued implementation and rollout of Golden State Pathways Program is without delay or confusion and (2) prevent future delays in calculating and allocating funds for other programs?
- From the local perspective, what would be helpful for effective implementation of future career education-related grants administration?

Staff Recommendation. This is an oversight item for discussion.

0559 LABOR AND WORKFORCE DEVELOPMENT AGENCY**Issue 2: Regional Coordination for Career Education****Panel.**

- Abby Snay, Labor and Workforce Development Agency
- Grace Henry, Department of Finance
- Lisa Qing, Legislative Analyst's Office

Background. In August 2023, Governor Newsom signed Executive Order N-11-23 launching a new career education effort intended to prepare students and adults for the workforce of tomorrow. The Executive Order directs the state to align and integrate the implementation of programs to prepare students and workers for high-paying careers.

The Executive Order directed state leaders in education, workforce development, and economic development to work collaboratively with leaders of the state's public education systems and employers — along with legislative partners and stakeholders representing diverse students, parents, education professionals, labor, business, and community groups — to develop the Plan.

According to the Administration, the Master Plan for Career Education (Plan) will guide the state in its efforts to strengthen career pathways, prioritize hands-on learning and real-life skills, and advance universal access and affordability for all Californians through streamlined collaboration and partnership across government and the private sector.

The Plan calls for a coordinated, universal design approach with six primary areas of action that include: Create a State Planning and Coordinating Body; Strengthen Regional Coordination; Support Skills-Based Hiring Through a Career Passport; Develop Career Pathways for High School and College Students; Strengthen Workforce Training for Young People and Adults; and Increase Access to and Affordability of Education and Workforce Training.

Governor's Budget. The Governor's budget includes \$4 million General Fund in 2025-26 to evaluate, in collaboration with the Executive Director of the State Board of Education, how regional coordination models can be expanded to create sustainable forums where educators, workforce training providers and employers work together to align programs with employer needs.

According to the Administration, the second action area of the Plan is to strengthen regional coordination. The Plan calls for the evaluation of how successful regional coordination models can be expanded to create sustainable forums in which educators, workforce training providers, and employers work together to align programs with employer needs. The first step, according to the Administration, in determining how best to leverage existing regional structures for more comprehensive coordination is to assess each region's assets and challenges related to regional collaboration. By documenting processes for shared decision-making, this information would support action planning to strengthen collaborative processes and structures in partnership with regional interest holders.

The requested funding would authorize the Labor Agency to contract for the evaluation of successful regional coordination models. The contractor would assess current regional coordinating structures and their mandates, goals, target outcomes, planning processes, and funding structures to identify interventions that could streamline outcomes.

Legislative Analyst's Office.

Workforce and Career Education Efforts Encompass Many Education and Labor Services. The goal of workforce development is to connect individuals with jobs. As part of these efforts, the state funds schools and universities that facilitate skill development; provides grants, scholarships, or loan repayment to organizations and individuals; and conducts outreach and engagement efforts to both individuals and employers. These efforts serve a variety of populations and therefore the programs and services offered vary widely based on individuals' interests and goals.

Programs Are Administered by Education Systems and Many Agencies. The higher education system, K-12 schools, the Labor and Workforce Development Agency (LWDA), and the local workforce development boards as well as other agencies with overlapping, but often differing, priorities run workforce development programs. California's workforce efforts involve many agencies and programs in part because people in the various populations served tend to be looking for somewhat different outcomes.

Regional Coordination Has Potential... Given the breadth of programs and services provided by the state, there is significant overlap in efforts. Alignment between regional workforce development boards, community colleges, and workforce training programs has the potential to improve service delivery for individuals and to make existing programs more effective and efficient. For example, local workforce development boards can identify occupations with strong employment opportunities, identify or help develop education and training programs whose graduates can fill these jobs, and share resources across schools and training programs to offer programs more efficiently.

...But Previous State-Led Efforts Have Faced Resistance. While identifying and scaling effective regional coordination models could improve service delivery, evaluations of previous state initiatives report pushback from local workforce development boards. For example, the March 2022 evaluation of the California Workforce Development Board's "Regional Plan Implementation 3.0" documented that less than half of the local workforce regions "appeared to be willing to engage" on the board's requirement that regions identify ways to quantify the benefits of their regional work—a key component of the board's vision. The evaluation quotes the director of one local workforce board as saying, "The state sometimes seems to think it gets to decide what the goals are, and we just carry them out."

Recent Initiatives Have Required Collaboration. Despite this pushback, major workforce development programs funded in recent budgets require some regional coordination. For example, CA Jobs First (formerly the Community Economic Resilience Fund), which will provide grants for regional workforce partnerships, recently undertook broad planning efforts to identify high-need areas and populations as well as target sectors within their respective regions. The Strong Workforce Program and California Adult Education Program also require regional collaboration

between community colleges and employers. These efforts are ongoing but have demonstrated some degree of regional collaboration—e.g., between community colleges who have shared resources to create new programs.

Governor Proposes Study of Coordination Efforts. Under the Governor’s proposal, an external evaluator would study existing practices and provide recommendations for developing effective regional coordination models. The evaluator—who would receive \$4 million one-time General Fund—would be selected by LWDA and the State Board of Education through a competitive procurement process. The findings could inform LWDA and regional partners in future initiatives and may provide guidance to the legislature on how to prioritize future resources.

Recommend Focus on Achievable Goals. For the proposed evaluation to lead to improved programs and services, lessons must be adopted by stakeholders. If the legislature would like to prioritize studying regional coordination models, we recommend that the legislature ask the department to identify specific ways that state policy can incentivize or require specific regional collaboration models. Then, we recommend that the legislature include language that requires the proposed evaluation to focus on the effects of specific choices made by local stakeholders that the state can incentivize or require in future initiatives.

Staff Recommendation. Hold Open.

6100 DEPARTMENT OF EDUCATION
6350 SCHOOL FACILITIES AID PROGRAM
6870 COMMUNITY COLLEGES OF CALIFORNIA

Issue 3: Career Technical Education Overview and Streamlining Proposal

Panel.

- Alaina Powell, Department of Finance
- Michael Alferes, Legislative Analyst’s Office
- Mary Nicely, Department of Education
- Chris Ferguson, California Community Colleges Chancellor’s Office

Background.

“Career technical education,” “pathways,” “career education,” “workforce development” – these are among several terms, with nuances to each, that are used to describe programs that combine academic coursework with technical training to prepare students for the workforce. Differences between each term may infer varying lengths of the program, the degree of workforce preparedness that programs impart, or the administration of such a program. For example, a pathways program may include a local educational agency-run program that certifies individuals upon completion of the program; this may also be considered to be the career education umbrella. A workforce development program may include an apprenticeship program that is administered by a trades union and may also lead to certifications that allow the individual to work after completion of the program. Both of these examples may also be considered workforce development programs. Regardless of the terminology, the ultimate outcomes of these programs are that individuals can enter, or be better prepared to enter, the workforce with the necessary technical skills upon program completion.

Career Education Financing. Prior to the shift in education financing to the Local Control Funding Formula, regional occupational centers and programs were the state’s largest high school career technical education program.¹ According to the Legislative Analyst’s Office,² the local control funding formula included an adjustment for grades 9 through 12 that increases the base rate by 2.6 percent, with the intent to account for the additional cost of providing career technical education to high school students; however, this funding is provided for discretionary purposes and is not required to be exclusively used for career technical education.

College and Career Preparation Accountability. The California School Dashboard, a component of California’s school accountability system and an online tool that displays performance measures for local educational agencies across the state, includes a state-level college and career readiness indicator as part of the state priority area of student achievement. This state

¹ Legislative Analyst’s Office. 11 April 2019. *High School Career Technical Education*. Presented to the Senate Budget and Fiscal Review Committee, Subcommittee No. 1 on Education.

² Legislative Analyst’s Office. January 2023. *The Local Control Funding Formula for School Districts and Charter Schools*. <https://lao.ca.gov/reports/2023/4661/LCFF-010923.pdf>

indicator looks at how well local educational agencies prepare high school graduates for college and/or career using specified criteria, including the completion of career technical education courses. The state minimum high school graduation requirements include at least one course in visual or performing arts, world language, or career technical education. To satisfy A-G requirements for college admissions, career technical education courses are not explicitly required; however, career technical education courses may be completed to satisfy some of the coursework.

Current Funding. Ongoing funding for career technical education programs are currently provided in various streams, including: (1) Career Technical Education Incentive Program, (2) K12 Strong Workforce Program, (3) Career Technical Education Initiative, (4) California Partnership Academies, (5) Clean Technology Partnerships, (6) Agricultural Career Technical Education Incentive Grants, and (7) Specialized Secondary Programs.

Despite segregated funding streams, local educational agencies often braid these funds to support their career education programs. For some programs, the state administration of longstanding pots of funding conformed to the demands of the field. For example, while budget language directs the \$14.4 million under Career Technical Education Initiative program be allocated based on law authorizing the Career Technical Education Initiative program as it read on January 1, 2017, about half of the funds are allocated annually to California Partnership Academies, which have its own separate stream. The other half of funds originally reserved for the Career Technical Education Initiative program is allocated at the discretion of the California Department of Education, and historically has been used to provide additional support for California Partnership Academies or for other pathways, such as Arts, Media, and Entertainment Hip Hop Education Equity and Initiative, California Labor Federation Partnership Projects, and Middle School Foundation Academy Grants.

Program overviews of ongoing, categorical funding for career technical education/career education/pathways programs in California are below:

Program	Who is Eligible?	Purpose
Career Technical Education Incentive Program (CTEIG)	Awarded to school districts, county offices of education, charter schools, and regional occupational centers serving grades 7-12.	The California Career Technical Education Incentive Grant (CTEIG) is a state education, economic, and workforce development initiative with the goal of providing pupils in kindergarten through grades twelve, inclusive, with the knowledge and skills necessary to transition to employment and postsecondary education.
K12 Strong Workforce	Awarded to consortia comprised of school districts, county offices of education, charter schools, and/or regional occupational centers serving grades 7-12.	Supports K-12 local educational agencies in creating, improving, and expanding career technical education courses, course sequences, programs of study, and pathways for students transitioning from secondary education to postsecondary education to living-wage employment.
Career Technical Education Initiative	Statutorily, intended to be awarded to regional development centers and consortia, community colleges, middle schools, high schools, and regional occupational centers and programs.	Funding provided in the Budget Act is intended to be administered based on law as it read on January 1, 2017. More than half the funds are used to augment California Partnership Academies, and rest are split among various grant programs. More detail is in the table below.
California Partnership Academies	Awarded to school districts serving high schools (grades 9-12).	Provides funding for the implementation, maintenance, and operation of California Partnership Academies, which are small learning communities that integrate rigorous academics and career technical education within a career focus, require a committed team of teachers, and active business and post-secondary partnerships.
Clean Technology Partnerships	Awarded to partnership academies (school districts with high schools) that focus on green technology.	Clean Technology Academies are California Partnership Academies across the state that are focused on green technology and environmental sustainability.
Agricultural Career Technical Education Incentive Grant	Awarded to school districts that operate an agricultural career technical education program, with a partnership with Future Farmers of America.	Supports agricultural career technical education programs, and is used to upgrade agricultural equipment.
Specialized Secondary Programs	Awarded to local educational agencies serving grades 9-12, including public high schools, county offices of education, consortia of local educational agencies, and direct-funded charters.	The Specialized Secondary Programs (SSP) provides start-up funds for the establishment of a new specialized program or school, to provide advanced instruction and training in high technology fields and in the performing arts. Funding is available for planning and implementing new programs.

Source: Department of Education

Additionally, while local educational agencies braid funds that require multiple application processes to support programs, the timelines for applications and the timing of when local educational agencies receive the funding are not aligned. Details on funding and application and award announcements are in the below table; the deadlines for the 2024-25 applications for the various funding streams range from September to May, with award announcements also varying widely.

Program	Administering Agency	Funding	Timing of Funds (for 2024-25)
Career Technical Education Incentive Program (CTEIG)	Administered by California Department of Education (CDE).	\$300 million	Funding is allocated in two rounds; Round A applications are due September 20, 2024, and Round B applications are due January 27, 2025. Awards have to be approved by the State Board of Education; Round A awards were approved at its January 2025 meeting, and Round B awards were approved at its March 2025 meeting.
K12 Strong Workforce	Administered by California Community Colleges (CCC).	\$163.5 million, of which \$13.5 million is provided to support 8 K–14 Technical Assistance Providers and 72 Workforce Pathway Coordinators for both CTEIG and K–12 SWP initiatives.	Applications due October 11, 2024. Funding awards were announced January 29, 2025.
Career Technical Education Initiative	Statutorily required to be jointly administered by CDE and CCC, administered by CDE.	\$15.36 million, of which \$8.3 million is used to support California Partnership Academies. The remaining funds have been used for various career technical education programs, and are allocated at the discretion of the Superintendent of Public Instruction.	Letters of Intent for California Partnership Academies due to CDE by April 15, 2024.
California Partnership Academies	Administered by CDE.	\$18.8 million	Letters of Intent were due to CDE by April 19, 2024. Awards were announced in August 2024.
Clean Technology Partnerships	Administered on a non-competitive basis by CDE.	\$2.6 million	Letters of Intent were due to CDE by June 30, 2024, with budgets due September 30, 2024. Awards were announced in July 2024.
Agricultural Career Technical Education Incentive Grant	Administered by CDE.	\$6.1 million	Applications are due to CDE by July 15, 2024, and awards were announced on December 1, 2024.
Specialized Secondary Programs	Administered by CDE.	\$4.9 million, of which \$1.5 million is set-aside for specialized secondary programs established prior to the 1991-92 fiscal year that operate in conjunction with the California State University. The set-aside provides \$750,000 for two schools: Los Angeles County Office of Education High School for the Arts, and Long	Applications are due to CDE by May 29, 2024, and the apportionments for the \$1.5 million set-aside were issued in November 2024.

		Beach Unified School District’s California Academy of Mathematics and Sciences.	
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Depending on the fiscal year, the timing of the award announcements may also vary. For example, according to the Department of Education, the grant cycles of the Career Technical Education Incentive Grants have varied over the years, as seen below:

CTEIG Application Timeline			
FY	App Posted	Apps Due	SBE Approved
2018–19	December 2018	1/25/2019	March 2019
2019–20	September 2019	11/15/2019	January 2020
2020–21	August 2020	9/17/2020	November 2020
2021–22 (Round 7A)	April 2021	6/2/2021	September 2021
2021–22 (Round 7B)	January 2022	2/25/2022	May 2022
2022–23 (Round 8A)	August 2022	9/30/2022	January 2023
2022–23 (Round 8B)	December 2022	1/13/2023	March 2023
2023–24 (Round 9A)	August 2022	9/29/2023	January 2024
2023–24 (Round 9B)	November 2023	1/12/024	March 2025
2024–25 (Round 10A)	August 2024	9/20/2024	January 2025
2024–25 (Round 10B)	January 2025	1/24/2025	March 2025

Source: Department of Education

Lastly, the past few budgets have provided significant, one-time investments for career education:

One-Time Program	Authority	Description	Eligibility
Regional K-16 Collaborative	Budget Act of 2021 \$250 million Non-98 General Fund Administered by Office of Public School Construction	The new California Regional K-16 Education Collaboratives Grant Program aims to help California's economy recover from the COVID-19 pandemic while addressing long-standing social and economic inequities in higher education and workforce participation. The collaboratives include at least one K-12 district, one University of California campus, one California State University campus, and one California Community Colleges campus.	Funding was allocated to institutions of higher education and TK-12 local educational agencies.
Dual Enrollment	Budget Act of 2022 \$200 million Prop 98 General Fund Administered by California Department of Education	Strengthen and expand student access and participation in dual enrollment opportunities. Dual enrollment allows high school students to take classes that both count towards high school graduation and earning college credit, with some students able to graduate high school with an associate's degree.	Funding was split into two programs, Middle College and Early College Grants, and College and Career Access Program grants, and allocated to school districts, charter schools, county offices of education and regional occupational centers and programs.
Golden State Pathways Grant	Budget Act of 2022 \$500 million Prop 98 General Fund Administered by California Department of Education	Support the development of pathway programs focused on technology (including computer science, green technology, and engineering), health care, education (including early education), and climate-related fields.	See Issue 1 of this agenda.

Governor's Budget.

The Governor's Budget proposes trailer bill language that requires the Superintendent of Public Instruction to determine the feasibility of streamlining specified career technical education grant processes and awards into a single universal application. The language focuses on state-funded historical career technical education programs, and includes the Specialized Secondary Programs, the Career Technical Education Initiative, and the California Partnership Academies.

Suggested Questions.

- What kind of collaboration occurs between the California Community Colleges' chancellor's office and the Department of Education to align application deadlines and award announcements for the various career education grants?
- For the grants administered by the Department of Education, does the Department anticipate any challenges with aligning the various grants to be on a consolidated application?
- Will a consolidation of career education grant programs result in local educational agencies seeing a reduced grant amount?
- If consolidation of career education programs occurs, what could accountability for the funding look like?

Staff Recommendation. Hold open.

6350 SCHOOL FACILITIES AID PROGRAM**Issue 4: School Facility Program****Panel.**

- Alex Anaya Velazquez, Department of Finance
- Edgar Cabral, Legislative Analyst's Office
- Rebecca Kirk, Office of Public School Construction

Background.

The Kindergarten Through Grade 12 Schools and Local Community College Public Education Facilities Modernization, Repair, and Safety Bond Act of 2024 was passed by voters in the November 2024 elections, and authorized a total of \$10 billion in state general obligation funds – of which \$8.5 billion would be for TK-12 schools. This funding is available for the following purposes:

- \$3 billion for new construction of school facilities of applicant school districts. Of the amount allocated, up to 10 percent is available to small school districts.
- \$4 billion for the modernization of school facilities. Of the amount allocated, up to 10 percent is available to small school districts and \$115 million for lead in water testing and remediation.
- \$600 million is available for school facilities to charter schools;
- \$600 million is available for facilities for career technical education programs; and

The proposition also requires school districts applying for either a new construction or modernization grant to have a five-year facilities master plan approved by the governing board of the school district and to update the plan as appropriate, and provide facility inventory information to the state. It increases state funding for certain districts on a sliding scale. Under the sliding scale system, lower wealth school districts will receive a higher state funding share for projects. The state grant amount for new construction would increase from 50 percent to 55 percent, and for modernization from 60 percent to 65 percent, based on the district's ability to generate local funds, the percentages of low-income, foster care, and English learner students, whether the district has fewer than 200 students, and whether the district's project has a project labor agreement.

The proposition also authorizes a grant for new construction or modernization to be used for the upgrading of electrical systems or the wiring or cabling of classrooms in order to accommodate educational technology, including schoolsite-based infrastructure necessary to provide access to broadband internet within the schoolsite. Authorizes a grant for new construction to be used for seismic mitigation purposes and for related design, study, and testing costs.

It additionally authorizes separate funding within the modernization program to be used to remediate any water outlet used for drinking or preparing food with lead levels in excess of 15 parts per billion (ppb), and the control, management, or abatement of lead.

A school district may apply for a supplemental modernization grant for a school kitchen, gymnasium, multipurpose room, or library, if either an existing facility is insufficient or the school does not have one of those facilities, or for transitional kindergarten facilities if either an existing facility is insufficient or the school does not have existing facilities.

The recently passed proposition notably allows the State Allocation Board to provide assistance for purposes of procuring interim housing, including, but not limited to, the leasing or acquisition of portable classrooms and any work associated with placing them on a site, to school districts and county offices of education impacted by a natural disaster for which the Governor has declared a state of emergency.

History of the School Facilities Program. The construction and rehabilitation of public K-12 facilities are funded by a combination of state and local general obligation (GO) bonds, developer's fees and local assessments such as Mello-Roos community facilities districts.

State bond funds are allocated pursuant to the School Facility Program and administered by the Office of Public School Construction (OPSC) under the direction of the State Allocation Board, a ten member body comprised of the Department of Finance, the Director of the Department of General Services (DGS), the Superintendent of Public Instruction (SPI), three Senators, three Assemblymembers, and a Governor's appointee. Under the School Facility Program, the New Construction program requires a 50 percent match from local educational agencies (LEAs), unless the LEA qualifies for financial hardship, which pays up to 100 percent of project costs. Modernization funds are awarded at 60 percent with a 40 percent match.

Governor's Budget.

The Governor's Budget authorizes up to \$1.5 billion from Proposition 2 bond funds for the 2025-26 fiscal year, and requests \$59.5 million bond funds over five years starting in 2025-26 for 16 permanent positions.

The budget also proposes trailer bill language that makes technical changes to correctly reference a local five-year facilities master plan and align it to programmatic changes made in Proposition 2.

Staff Recommendation. Hold open.

6870 CALIFORNIA COMMUNITY COLLEGES**Issue 5: Credit for Prior Learning & Career Passports****Panel.**

- Chris Ferguson, California Community Colleges
- Justin Hurst, Department of Finance
- Lisa Qing, Legislative Analyst's Office

Background.**Credit for Prior Learning.**

Credit for prior learning generally refers to the awarding of college credit for skills learned outside the classroom, such as through work experience or military service. Students may earn credit for these experiences in various ways, including by passing an exam, submitting a portfolio of their work for faculty review, or demonstrating they have earned an industry credential that faculty have deemed equivalent to certain courses. (Some definitions of credit for prior learning also include credit earned through standardized exams, such as Advanced Placement exams.) Nationally, one of the most well-established forms of credit for prior learning applies to active-duty military and veteran students. These students typically receive “joint services transcripts” from their branch of service documenting their military training and experiences. The American Council on Education, in turn, has developed recommendations for converting certain types of military training and experiences into certain types and amounts of college credit. Colleges may consider these recommendations when deciding how much credit to grant. For example, a college might decide to grant three introductory health sciences credits and two physical education credits for completing basic training.

In 2020, the CCC Chancellor's Office adopted regulations requiring all community college districts to have credit for prior learning policies. These locally developed policies are to include procedures for students to earn credit for prior learning through joint services transcripts, examinations, student-created portfolios, and industry-recognized credentials. The Chancellor's Office reports that all 115 credit-granting colleges in the system now offer some form of credit for prior learning, though the practice has not been implemented at scale at most colleges. Systemwide data on the current state of credit for prior learning is incomplete. Based on the best available data, the Chancellor's Office estimates that at least 4,100 veteran students earned a total of about 23,000 credits for prior learning in 2023-24. These students earned an average of about six credits each (the equivalent of two typical college courses). The Chancellor's Office further estimates that at least 36,000 other students earned credit for prior learning in 2023-24, though the number of credits earned by these other students is not well-documented. (This count may also include students earning credit through standardized exams, such as Advanced Placement exams.)

Credit for Prior Learning Initiative in the 2024 Budget Act. The 2024-25 Budget Act provided \$6 million one-time Proposition 98 General Fund for a credit for prior learning initiative at CCC. The Chancellor's Office indicates these funds are supporting the Mapping Articulated Pathways

(MAP) Initiative, which it administers jointly with the Riverside Community College District. (This initiative previously received \$2 million one-time Proposition 98 General Fund in 2021-22, as well as part of a \$2 million one-time Proposition 98 General Fund allocation for veterans' services in 2017-18.) The MAP Initiative provides technology, training, and support to colleges in implementing credit for prior learning. With the 2024-25 appropriation, the Chancellor's Office reports the MAP Initiative is now available to all colleges across the system. While the spending plan for the \$6 million is still being finalized, the Chancellor's Office currently anticipates spending \$1.7 million in 2024-25 and the remaining \$4.3 million in 2025-26. The Chancellor's Office indicates these funds will cover staffing costs, consulting services, and the development and maintenance of a systemwide technology platform to support credit for prior learning activities. The Chancellor's Office indicates that roughly \$1 million of these funds could go toward facilitating 40 faculty work groups. These work groups would have the goal of developing 1,000 systemwide credit recommendations mapping certain forms of prior learning (such as specific industry credentials) to equivalent college courses. Such recommendations could make it easier for colleges to implement credit for prior learning and yield greater consistency in its application across colleges.

Governor's Budget. The Governor's budget provides \$7 million ongoing Proposition 98 General Fund and \$43 million one-time Proposition 98 General Fund for the Chancellor's Office to establish a systemwide credit for prior learning initiative that builds upon prior initiatives, including the MAP Initiative.

The ongoing funds are for systemwide purposes, including coordination, technology infrastructure, and faculty work groups. The one-time funds are to support local implementation of credit for prior learning. The proposed trailer bill language directs the Chancellor's Office to allocate the one-time funds to colleges based on metrics related to their use of credit for prior learning to increase access, increase completion, and advance career attainment. The language specifies that colleges must demonstrate they are doing those things prior to receiving any funding. The Governor presents this proposal as part of a Master Plan for Career Education.

Legislative Analyst's Office.

Assessment

Credit for Prior Learning Could Have State Benefits. Based on the available research, credit for prior learning could lead to improved student outcomes, including higher completion rates. The potential to reduce time to degree is also noteworthy, as this could lead not only to savings for students but also greater efficiency for the state. If students are able to complete their degrees through fewer courses (while still demonstrating the same skills and competencies), this could free up capacity for colleges to serve additional students or, alternatively, reduce unneeded course sections.

Previous Funding for Related Activities Remains Available. Of the \$6 million provided for credit for prior learning in last year's budget, the Chancellor's Office indicates \$4.3 million would be available for MAP Initiative activities in 2025-26. The planned expenditures for these existing funds are similar to the proposed expenditures under the Governor's new initiative. For example,

both the existing and the new initiatives are intended to support development and management of a credit for prior learning technology platform. In addition, both initiatives are intended to support faculty work groups that would develop systemwide credit recommendations. Given that the previous appropriation remains available, additional funding for these systemwide activities might not be needed in 2025-26.

Colleges Have Existing Incentives and Funding to Implement Credit for Prior Learning. Under SCFF, colleges receive more funding for increasing enrollment and improving student outcomes. If credit for prior learning increases persistence and completion, colleges already have a financial incentive to grant it. While implementing credit for prior learning could involve some start-up costs, colleges have existing funding that could help with these costs. Most notably, the Strong Workforce Program provides funding to regional consortia and colleges to support career technical education. The statutory language for this program explicitly encourages colleges to use the funds to develop workforce training programs that grant credit for prior learning. The Governor’s budget includes \$290 million ongoing for this program, of which \$219 million is available for spending on regional and local priorities in 2025-26. (The remaining amount is designated for a nursing initiative, as well as systemwide activities.) In addition, the Student Equity and Achievement Program provides funding to districts for various student support services, which could include counseling on credit for prior learning. The Governor’s budget includes \$524 million ongoing for this program in 2025-26. Given these existing fund sources, combined with the fiscal incentives under SCFF, it is unclear whether (or how much) additional funding is needed to support local implementation of credit for prior learning.

Recommendation

Reject Funding at This Time and Require Reporting on Existing Initiative. Although we see potential state benefits in expanding credit for prior learning, we think it would be premature to provide additional funding for this purpose without better information about the outcomes of existing credit for prior learning efforts. We recommend requiring the Chancellor’s Office to report on how it used the \$6 million provided in the 2024-25 Budget Act for this purpose, the outcomes of those efforts, the remaining barriers to expanding credit for prior learning, and any associated costs that cannot be addressed using existing CCC funding streams. The Legislature could require the Chancellor’s Office to report on these items by October 30, 2026. If the report documents state benefits and identifies unaddressed costs, the Legislature could consider supporting those costs in a future budget.

Career Passports. The Governor’s budget includes \$50 million one-time Proposition 98 General Fund to CCC to develop this new tool. The proposed trailer bill language describes a career passport as “a secure digital tool that displays individuals’ preparation for employment, their academic records, and credit for prior learning, including but not limited to military service.” Under the proposed language, the funds could be used to support the infrastructure needed to develop career passports, data security measures, and other technology features. The funds could also be used to support outreach activities to promote the use of career passports. The language directs the Chancellor’s Office, in collaboration with the Office of Cradle-to-Career Data and the Labor and Workforce Development Agency, to develop a time line for key deliverables by March 1, 2026. The funds would be available for expenditure until June 30, 2030.

Legislative Analyst's Office.**Assessment**

Proposal Does Not Address a Clearly Defined Problem. Although career passports are intended to help job seekers communicate with prospective employers, the administration has not identified specific existing barriers to communication that career passports would address. Moreover, the administration has not explained how career passports would improve upon existing tools for this purpose, including resumes and professional networking platforms (such as LinkedIn). These existing tools provide job seekers various ways to convey their education, skills, industry credentials, work experiences, and other related experiences. Employers in both the public and private sectors are familiar with these tools. Beyond these tools, employers can develop their own ways to assess prospective job candidates, such as by creating specialized skills assessments tailored to the requirements of specific job positions or conducting interviews that provide candidates an opportunity to convey their full array of skills and experiences.

Proposed Approach Is Largely Unproven. Although the administration has pointed to some early pilot projects related to career passports, we are not aware of any projects resembling the Governor's proposal that have demonstrated outcomes, such as decreases in the length of a job search or improvements in the quality of a job match. This makes it difficult to assess the likelihood that career passports will have positive impacts for job seekers, employers, and the state. Moreover, given that the concept is new and unfamiliar, there is a risk that employers will not value the tool. Although the trailer bill language identifies the California Department of Human Resources as a potential early adopter, a tool developed for the state's unique hiring process might not be useful to a broader set of employers, including in the private sector.

Project Schedule and Total Costs Are Unknown. Whereas the state typically expects projects to have a clear scope, schedule, and cost before funds are appropriated, these details are still under development for career passports. Under the proposed trailer bill language, the Legislature would not receive a time line of key deliverables until March 1, 2026—eight months after the funds would have been appropriated. Moreover, it is difficult to assess whether the proposed funding level is reasonable for the proposal, as the administration has not explained how it arrived at the \$50 million cost estimate. The Chancellor's Office indicates the amount probably would be enough to develop the tool, yet it also suggests that ongoing funding may be needed to keep the tool available to users at no or low cost. This could lead to ongoing cost pressures within the Proposition 98 budget for CCC.

Recommendation

Reject Proposal. Given the concerns above, we recommend rejecting the proposed funding for career passports. The Legislature could redirect the funds toward other one-time CCC activities or make a discretionary deposit into the Proposition 98 Reserve.

Staff Recommendation. Hold Open.

6440 UNIVERSITY OF CALIFORNIA
6610 CALIFORNIA STATE UNIVERSITY
6870 COMMUNITY COLLEGES OF CALIFORNIA

Issue 6: Title IX Updates

Panel.

- Isabel Alvarado, University of California
- Peter Lim, California State University
- David O'Brien, California Community Colleges

Background. In 1964, the United States passed the Civil Rights Act of 1964, which prohibited discrimination based on race, color, religion, sex in employment, public accommodations, and federally funded programs. Title VI of the Civil Rights Act prohibits discrimination based on color, race, or national origin in programs or activities that receive federal financial assistance, this would include most colleges and universities in the state of California. In 1972, an additional law was put forward to prevent sex discrimination on collegiate campuses throughout the United States, Title IX of the Education Amendments of 1972 (Title IX). Both Title VI and Title IX go beyond ensuring students have access to sports and academic majors; it requires all higher education institutions to provide educational programs free from all forms of discrimination.

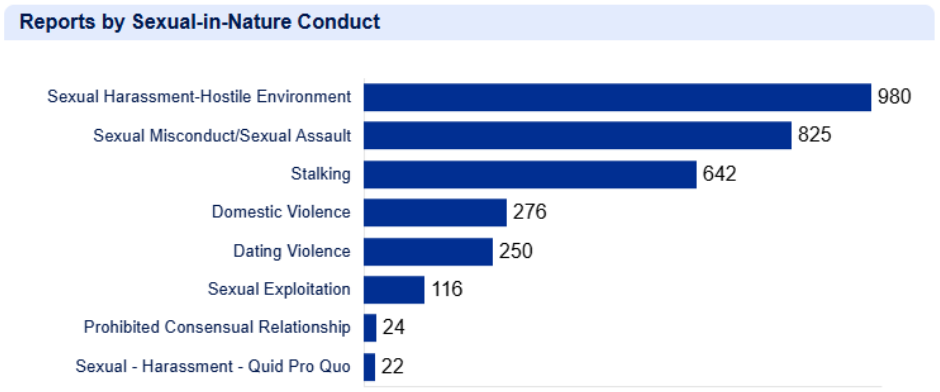
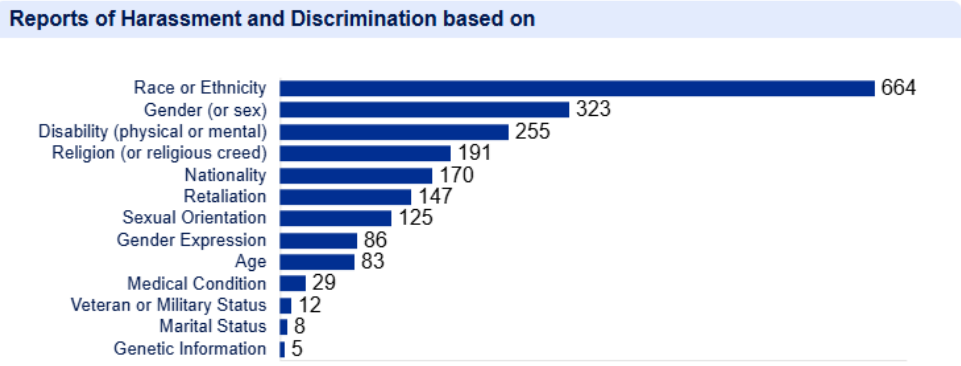
California Community Colleges. With 116 colleges and 73 districts, the decentralized community college system does not collect systemwide data on discriminatory activity nor prevention efforts on campus. However, each community college district is required to maintain a case management system for complaints of sexual harassment and are required to report specific data elements to the CCC Chancellor's Office each year. The system is not required to report the data elements to the Legislature until September 1, 2026. Therefore the only data available regarding incidents of discrimination on campus is what has been reported pursuant to the Jeanne Clery Act.

Since 1990, due to the Jeanne Clery Disclosure of Campus Security Policy and Campus Crime Statistics Act or Clery Act, all colleges and universities who receive any federal funding must submit a report once a year disclosing information about certain crimes, including: the prevalence of stalking, intimidation, dating violence, domestic violence, sexual assault and hate crimes that occur on or around the campus. The data provided by these reports is available to the public disaggregated by campus on the U.S. Department of Education website under the Campus and Security database. The following were the total crimes reported by all 116 community colleges in 2022 (the latest available data from the U.S. Department of Education):

- 17 cases of rape;
- 35 cases of fondling;
- 38 cases of aggravated assault;

- 46 cases of hate crimes on campus;
- 140 cases of domestic violence, dating violence, or stalking incidents on or near the college campus.

California State University. SB 808 (Dodd), Chapter 417, Statutes of 2023 created a compliance requirement for the CSU to report each year to the Legislature on the outcomes of sexual harassment complaints that occur on campus. Since the enactment of SB 808, the CSU has published two reports and has annually presented the report to the Board of Trustees. In 2024, the CSU launched a database website which included all reports of discrimination that occur on college campus and the outcomes of the complaints. The below grants show the data points regarding complaints for the 2023-2024 academic year:



Resolved Complaints - Sanctions/Discipline



Source: California State University, 2023 - 2024 Annual Civil Rights Survey

University of California. The UC has a systemwide Office of Civil Rights which houses the Systemwide Title IX Office. In the last year due to a requirement in the annual budget act, the UCOP published an Equity in Higher Education Report.³ The report contained an array of policies for how the UC is addressing behavior which constitutes a hostile environment on campus, including discriminatory behaviors. The report did not contain data on how discriminatory complaints on campus are being handled. Technically, the UC is not requested to provide a report to the Legislature on the outcomes of campus-based sexual harassment complaints.

Each year the UC publishes the results of the University of California Undergraduate Experience Survey. The survey includes a section on campus climate for diversity and inclusiveness. Of the students surveyed in 2024:

³ https://www.ucop.edu/operating-budget/_files/legreports/2024-25/uc_equity_in_higher_ed_legrpt.pdf#Equity%20in%20Higher%20Education

<i>Please select your level of agreement with the following statements.</i>	Strongly disagree	Disagree	Somewhat disagree	Somewhat agree	Agree	Strongly agree	Total
Overall, I feel comfortable with the campus climate for diversity and inclusion in my major	1,312 3%	1,728 4%	3,863 9%	10,828 24%	18,946 42%	8,568 19%	45,245 100%
Overall, I feel comfortable with the climate for diversity and inclusion in my classes	1,151 2%	1,537 3%	3,650 7%	12,959 25%	23,026 45%	8,901 17%	51,224 100%
Overall, I feel comfortable with the climate for diversity and inclusiveness at this university	1,542 3%	1,939 4%	4,387 9%	12,954 25%	22,025 43%	8,462 16%	51,309 100%
UC [CAMPUS] is a welcoming campus	1,014 2%	1,494 3%	3,567 7%	14,458 28%	22,438 44%	8,357 16%	51,328 100%
Students of my gender are respected on this campus	576 1%	1,006 2%	2,879 6%	11,078 21%	25,207 49%	10,890 21%	51,636 100%
Students of my political beliefs are respected on this campus	1,771 4%	1,816 4%	2,969 7%	7,688 17%	19,969 44%	11,054 24%	45,267 100%
Students of my race/ethnicity are respected on this campus	1,199 2%	1,634 3%	3,669 7%	11,691 23%	23,009 45%	10,489 20%	51,691 100%
Students of my religious beliefs are respected on this campus	1,239 3%	1,288 3%	2,369 6%	7,299 19%	17,680 45%	9,087 23%	38,962 100%
Students of my sexual orientation are respected on this campus	466 1%	696 1%	2,012 4%	8,644 17%	26,157 51%	13,606 26%	51,581 100%
Students of my socio-economic status are respected on this campus	1,142 2%	1,639 3%	3,764 7%	10,975 21%	23,578 46%	10,467 20%	51,565 100%

The research organization: Survivors + Allies has conducted community-engaged, student-, and survivor-led research in the field of sex discrimination prevention. Survivors + Allies' research is housed within the UCLA Streisand Center. The Survivors + Allies 2021 Survey of the UC community yielded the following data points:

1. *Students lack an overall awareness of the resources available to them on campus, despite the in-depth educational program on UC campuses.*
 - a. 68% of surveyed students had heard of CARE;
 - b. 32% of students did not know international students were covered by Title IX;
 - c. 38% did not know undocumented students were covered by Title IX; and,
 - d. 36% of students thought reporting to the Title IX office was confidential, meaning that the coordinator was not required to act upon the information provided.
2. *Students are not comfortable reporting to the UC Police Department.*
 - a. 70% of students who self-identified as LGBTQ+ felt uncomfortable reporting an incident to the UC Police Department; and,
 - b. 52% of students who identify as heterosexual were uncomfortable reporting an incident to the UC Police Department.
3. *Survivors reported negative experiences with Title IX.*
 - a. Survivors reported they found the process lengthy, confusing, and inequitable; and,
 - b. Only 30% of students surveyed indicated they felt safe interacting with Title IX staff compared to 80% who felt safe interacting with CARE staff.

Staff Recommendation. Informational Item Only.