

California State Assembly



Agenda

Assembly Budget Subcommittee No. 3 on Education Finance

Assemblymember David Alvarez, Chair

Tuesday, April 21, 2026

9:00 A.M. – State Capitol, Rm 447

ITEMS TO BE HEARD		
Item	Description	Page
6870	California Community Colleges	2
Issues	<ol style="list-style-type: none">1. CCC Enrollment Update and Funding Proposals2. Common Course Numbering3. CalBright4. Common Cloud Platform5. Title IX Update6. Student Support Block Grant7. Facilities	<ol style="list-style-type: none">2162026303537

Public Comment will be taken in person before or after the completion of all panels and any discussion from the Members of the committees, at the discretion of the chair.

Items To Be Heard

Issue 1: CCC Enrollment Update and Funding Proposals

The Subcommittee will discuss the California Community Colleges budget proposal and enrollment.

Panel

- Phillip Osborn, Department of Finance
- Lisa Qing, Legislative Analyst's Office
- Chris Ferguson, California Community Colleges Chancellor's Office

Background

This background section is derived from the LAO's excellent analysis of the Governor's budget and lays out key issues relating to the CCC budget for 2026.

Total CCC Funding Is \$20 Billion in 2026-27 Under Governor's Budget. This reflects a 7.1 percent increase over the revised 2025-26 level. As Figure 1 shows, \$14 billion (71 percent) of CCC support in 2026-27 would come from Proposition 98 funds. Under Proposition 98, the state calculates an annual "minimum guarantee" for school and community college funding based on certain inputs, including General Fund revenues. This funding covers community colleges' main operations. An additional \$803 million in non-Proposition 98 General Fund would cover other costs, including debt service on certain state facilities bonds, a portion of faculty retirement costs, and Chancellor's Office operations.

Figure 1

Total CCC Funding Increases Under Governor’s Budget

(Dollars in Millions Except Funding Per Student)

	2024-25 Revised	2025-26 Revised	2026-27 Proposed	Change From 2025-26	
				Amount	Percent
Proposition 98					
General Fund	\$9,794	\$8,441	\$9,371 ^a	\$930	11.0%
Local property tax	4,335	4,558	4,785	227	5.0
Subtotals	(\$14,129)	(\$12,999)	(\$14,156)	(\$1,157)	(8.9%)
Other State					
Other General Fund	\$625	\$670	\$803	\$133	19.8%
Lottery	300	308	308	—	—
Special funds ^b	53	106	93	-13	-12.1
Subtotals	(\$979)	(\$1,084)	(\$1,205)	(\$120)	(11.1%)
Other Local					
Enrollment fees ^c	\$440	\$440	\$441	\$1	0.3%
Other local revenue ^d	3,485	3,513	3,540	28	0.8
Subtotals	(\$3,925)	(\$3,953)	(\$3,982)	(\$29)	(0.7%)
Federal	\$457	\$457	\$457	—	—
Totals	\$19,489	\$18,493	\$19,799	\$1,306	7.1%
FTE students ^e	1,096,150	1,090,231	1,094,809	4,578	0.4%
Funding per student ^f	\$12,889	\$11,923	\$12,930	\$1,007	8.4

^aIncludes \$44 million in withdrawals from the Proposition 98 Reserve.

^bIncludes reimbursements.

^cThe most recent data available is for 2024-25. Under the administration’s estimates, these amounts are held flat for 2025-26. For the budget year, the administration grew the current-year amount mainly to reflect proposed enrollment growth under the Governor’s budget.

^dPrimarily consists of revenue from student fees (other than enrollment fees), sales and services, and grants and contracts, as well as local debt-service payments.

^eReflects the administration’s estimates of budgeted FTE students. Estimates for 2025-26 and 2026-27 reflect proposed enrollment growth of 1.57 percent and 0.5 percent respectively, as well as other enrollment adjustments.

^fReflects Proposition 98 funding, including reserve withdrawals, per budgeted FTE student.

FTE = full-time equivalent.

Beyond State Funds, CCC Receives Support From Various Other Sources. Much of CCC’s remaining funding comes from enrollment fees, other student fees, and various local sources (such as revenue from facility rentals and community service programs). The Governor proposes no increase to enrollment fees for 2026-27. Since summer 2012, CCC enrollment fees have been \$46 per unit, or \$1,380 for a full-time student taking 30 semester units per year. Community college fees in California remain the lowest of any state and significantly below the average at other community colleges nationally (about \$5,300 in 2024-25).

Proposition 98 Per-Student Funding Grows Under Governor’s Budget. Under the Governor’s budget, Proposition 98 funding per student at CCC would be \$12,930 in 2026-27—an increase of \$1,007 (8.4 percent) over the revised 2025-26 level. Per-student funding would reach an all-time high in unadjusted dollars. Adjusting for inflation, however, the 2026-27 level would be below the 2024-25 peak by about \$800 per student.

Governor’s CCC Budget Plan Includes Proposition 98 Reserve Funding. The Proposition 98 Reserve is an account designated for school and community college programs. Under the Governor’s budget, a mandatory withdrawal from this reserve covers \$44 million in community college apportionments costs (and \$363 million in school district costs) in 2026-27.

In addition to this mandatory withdrawal, the Governor's budget also includes mandatory deposits into the reserve in 2024-25 and 2025-26 due to higher estimated capital gains revenue, as well as a discretionary deposit in 2025-26. After all of these actions, the reserve would have a balance of \$4.1 billion at the end of 2026-27.

Governor's Budget Creates Proposition 98 Settle-Up Obligation. LAO notes that the Governor's budget appropriates \$5.6 billion less for schools and community colleges in 2025-26 than the estimated minimum guarantee in that year. If revenues meet the Governor's estimates in 2025-26, this would create a \$5.6 billion settle-up obligation to schools and community colleges that the state would need to pay in the future. State law does not specify what share of these funds would go to community colleges. If the Legislature were to allocate the funds in proportion to the current split of Proposition 98 spending between the two segments, an estimated \$608 million would go to community colleges.

Governor Has Several Proposition 98 Spending Proposals for CCC. As Figure 2 shows, the Governor proposes a total of \$1.2 billion in new Proposition 98 spending for CCC across the budget window (2024-25 through 2026-27). Of this amount, \$363 million is for ongoing augmentations and \$857 million is for one-time purposes. The largest ongoing proposal is a 2.41 percent COLA for apportionments. Notably, the Governor also proposes ongoing funding to support 0.5 percent systemwide enrollment growth in 2026-27, on top of an additional 1 percent enrollment growth above the enacted level in 2025-26. The largest one-time proposal is to repay a deferral adopted in last year's budget.

Figure 2

Governor Proposes New CCC Ongoing and One-Time Spending

2024-25 Through 2026-27 (In Millions)

Ongoing Spending	
COLA for apportionments (2.41 percent)	\$241
Calbright College	38
Enrollment growth (0.5 percent)	32
COLA for select categorical programs (2.41 percent) ^a	31
Healthy School Food Pathways program	14
Common Cloud Data Platform	5
Credit for prior learning	2
Subtotal	(\$363)
One-Time Spending	
2025-26 deferral repayment	\$408
Deferred maintenance	121
Student support block grant	100
Higher 2025-26 apportionments costs	89
Additional 2025-26 enrollment growth (1.0 percent) ^b	55
Common Cloud Data Platform	36
Credit for prior learning	35
Higher apprenticeship costs ^c	13
Subtotal	(\$857)
Total Changes	\$1,220

^aApplies to the Adult Education Program, apprenticeship programs, CalWORKs student services, campus child care support, Disabled Students Programs and Services, Extended Opportunity Programs and Services, and mandates block grant.

^bIncreases budgeted growth from the enacted 2025-26 level of 0.57 percent to 1.57 percent. The associated ongoing cost is built into apportionments in 2026-27.

^cRelated and supplemental instruction costs for apprenticeship programs in 2024-25 and 2025-26 are higher than budgeted.

COLA = cost-of-living adjustment.

Community Colleges Rely Heavily on Funding From Apportionments. All 72 locally governed community college districts receive funding from apportionments. Apportionments account for about 70 percent of total Proposition 98 CCC funding. Based on February 2026 estimates from the Chancellor's Office, districts are collectively generating \$10.1 billion in apportionment funding in 2025-26.

State Has Formula to Determine Districts' Apportionment Funding. Historically, districts received apportionment funding based almost entirely on student enrollment. In 2018-19, the state adopted a new formula—SCFF. This formula is intended to create stronger incentives for colleges to enroll lower-income students and improve outcomes for them and students overall. Under SCFF, districts receive apportionment funding for regular credit courses based on three components: (1) a base allocation linked to enrollment, (2) a supplemental allocation linked to low-income student counts, and (3) a student success allocation linked to specified student outcomes. These three components account for about 70 percent, 20 percent, and 10 percent of apportionment funding, respectively. Districts continue to receive apportionment funding for noncredit courses, as well as credit courses for dual enrollment students and incarcerated students, based entirely on enrollment.

Some Districts Receive Additional Funding Through Certain Funding Protections. Each year, a district's apportionment funding is based on the highest of three amounts: (1) the amount calculated under SCFF, (2) the amount calculated under a funding protection called "stability," and (3) the amount calculated under another funding protection called "hold harmless." A district's stability amount is its SCFF-calculated amount in the previous year, adjusted for any COLA provided by the state. Beginning in 2025-26, a district's hold harmless amount is its total apportionment funding in 2024-25, with no COLA adjustment. Based on February 2026 estimates from the Chancellor's Office, 34 districts are receiving their SCFF-calculated amounts in 2025-26, 25 districts are on stability (receiving a combined \$76 million in apportionment funding above their SCFF-calculated amounts), and 13 districts are on hold harmless (receiving a combined \$86 million above their SCFF-calculated amounts). On average, apportionment funding per student is higher across districts on hold harmless (\$9,491) and districts on stability (\$9,189), compared to districts receiving their SCFF-calculated amounts (\$8,882). This is largely because these funding protections provide districts with more apportionment funding than they would generate based on their enrollment and other factors.

Governor Proposes to Cover Higher Apportionments Costs in 2025-26. The Governor's budget increases current-year apportionment funding by \$89 million Proposition 98 General Fund, reflecting that apportionments costs are coming in higher than projected at budget enactment. Under SCFF, apportionment costs can come in higher than projected for a number of reasons, including higher low-income student counts, better student outcomes, or enrollment adjustments other than growth. (The \$89 million excludes costs associated with the Governor's proposal to increase the current-year growth target, which we discuss in a later section.) Whether or not this proposal is approved, the current-year revisions carry forward into ongoing apportionment costs in 2026-27.

Governor Proposes COLA for Apportionments in 2026-27. The Governor's budget includes \$241 million ongoing Proposition 98 General Fund to cover a 2.41 percent COLA for apportionments. This is the same COLA rate the Governor proposes for the Local Control Funding Formula (LCFF) for school districts.

State Funds Many CCC Categorical Programs. Whereas most CCC Proposition 98 funding is for general purpose apportionments, about 30 percent is for categorical programs designated for specific purposes. In 2025-26, the state is providing a total of \$3.8 billion ongoing Proposition 98 General Fund for nearly 50 CCC categorical programs. The largest of these programs provide funding for certain types of instruction (such as adult education or career technical education), student support, and financial aid. The remaining programs serve various purposes ranging from faculty support to information technology.

Underlying Costs Tend to Grow Over Time. As with apportionments, statute does not require the state to provide a COLA for any CCC categorical program. Nonetheless, categorical programs tend to experience cost increases over time. The key cost drivers for some categorical programs are employee-related, with costs rising as compensation increases. Some categorical programs also have enrollment-related cost drivers, with costs rising as the number of students eligible for the program increases.

Governor Proposes to Provide a COLA for Seven Categorical Programs. The Governor's budget includes a total of \$31 million ongoing Proposition 98 General Fund to provide seven CCC categorical programs with a 2.41 percent COLA. (These are the same seven programs that have received a COLA in almost every year since 2019-20. Figure 6 lists these programs and the cost of the associated COLA. More than half of the cost is for the California Adult Education Program, which supports precollegiate instruction at both community colleges and adult schools operated by school districts.

Figure 6

Governor’s Budget Includes Increases for Select Categorical Programs

Reflects Funding for 2.41 Percent COLA (In Millions)

Program	Cost
Adult Education Program	\$16.1
Extended Opportunity Programs and Services	5.4
Disabled Student Programs and Services	4.3
Apprenticeship programs	2.4
CalWORKs student services	1.4
Mandates Block Grant	1.0
Campus child care support	0.1
Total	\$30.6

COLA = cost-of-living adjustment.

State Has Provided Increases for Select Categorical Programs. Historically, the Legislature’s COLA decisions have been driven by the availability of Proposition 98 funding and its budget priorities. As Figure 5 shows, the state has consistently provided a COLA for seven specific categorical programs in almost every year since 2019-20. (In 2020-21, the state did not provide a COLA for any CCC programs because it anticipated a significant budget shortfall due to the pandemic.) The state has also provided a COLA for certain other categorical programs in one or two of these years. Separate from providing a COLA, the state sometimes provides other funding increases to expand categorical programs. For example, the state increased funding for the Student Equity and Achievement Program by \$24 million (5 percent) in 2021-22 and another \$25 million (5 percent) in 2022-23.

Figure 5

Certain Categorical Programs Have Received a COLA in Recent Years

	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26
Academic Senate				✓			
Adult Education Program	✓		✓	✓	✓	✓	✓
Apprenticeship programs	✓		✓	✓	✓	✓	✓
CalWORKs student services	✓		✓	✓	✓	✓	✓
Campus child care support	✓		✓	✓	✓	✓	✓
Disabled Student Programs and Services	✓		✓	✓	✓	✓	✓
Extended Opportunity Programs and Services	✓		✓	✓	✓	✓	✓
Mandates Block Grant	✓		✓	✓	✓	✓	✓
MESA program	✓				✓		
Middle College High School	✓						
NextUp foster youth program					✓		
Part-time faculty compensation				✓			
Part-time faculty office hours				✓			
Puente Project	✓				✓		
Rapid rehousing					✓		
Student basic needs centers					✓		
Student mental health services					✓		
Umoja program	✓				✓		
Veteran resource centers					✓		

COLA = cost-of-living adjustment and MESA = Mathematics, Engineering, Science Achievement.

State Sets Enrollment Growth Targets for CCC. The state decides how much systemwide enrollment growth to fund in a given year through the budget process. Historically, the state has considered several factors in making this decision, including changes in the adult population, the unemployment rate, recent enrollment trends, and the availability of Proposition 98 funding. To meet the state’s growth targets, districts may use various enrollment management strategies. For example, districts may expand outreach and program offerings in response to a higher target, or they may reduce course sections in response to a lower target. In last year’s budget, the state set a systemwide enrollment growth target of 0.57 percent for 2025-26. In a departure from historical practice, the state also revised the systemwide enrollment growth target for 2024-25 from 0.5 percent to 2.28 percent.

State Funds Enrollment Growth at a Per-Student Rate. The state provides funding for enrollment growth at a per-student rate that varies by enrollment type. In 2025-26, the base rate for regular credit enrollment is \$5,416 per FTE student, with districts generating additional funding on top of this rate for enrolling students who are low income or for attaining specified student outcomes. Beyond regular credit enrollment, community colleges also enroll dual enrollment students, incarcerated students, and noncredit students. In most cases, the base rate for these other enrollment types is higher (\$7,595 per FTE student), as districts do not earn additional funding based on these students’ income level or outcomes.

State Has Certain Rules for Allocating Enrollment Growth Funds Across Districts. State law directs the Chancellor's Office to allocate enrollment growth funding across districts using a formula that accounts for several local factors. These factors include the number of individuals within the district's service area who do not have a college degree, are unemployed, or are in poverty. If a district does not fully use its enrollment growth funding, then the remaining funding is redistributed to other districts that are growing beyond their initial growth target. State law caps the total amount of enrollment growth funded at any given district at 10 percent annually. Separate from this growth funding, some districts receive funding for enrollment increases through a provision called "restoration," as the nearby box describes.

Enrollment Restoration

State Funds Certain Enrollment Increases Through "Restoration." When a district begins recovering from a recent enrollment decline, it first generates restoration funding. Under the restoration provision, a district may receive funding for adding back as many full-time equivalent (FTE) students as it has lost funding for over the past three years. Based on February 2026 estimates from the Chancellor's Office, 17 districts (most of which are located in the South Central Coast, Los Angeles/Orange County, and Bay Area regions) are receiving funding to add back a combined 15,700 FTE students in 2025-26. The associated funding is included in these districts' baseline apportionments costs. It is in addition to the funding the state provides for enrollment growth.

Enrollment Growth Funds Are Added on Top of Other Base Funding. Under SCFF, a district's growth target is one component in determining its funded enrollment level. The method for calculating a district's total funded enrollment level varies by enrollment type. For regular credit students, the state first takes a three-year average of the district's FTE student count in a given year and the two previous years, prior to applying any new growth. Then, the state adds the district's growth target on top of that three-year average. For other enrollment types, the state does not take a three-year average and simply adds the growth target to the FTE student count in that year. In 2025-26, the funded enrollment level across all enrollment types is estimated to be 1,076,238 FTE students systemwide.

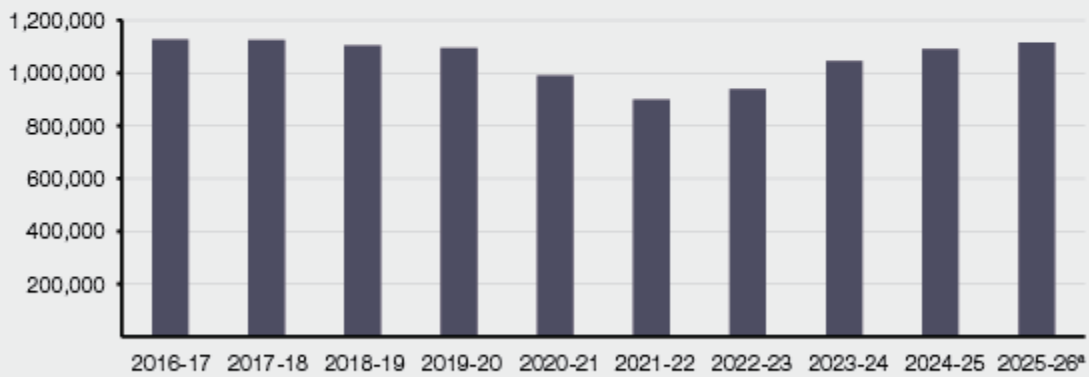
Trends

CCC Enrollment Has Recovered From Pandemic Declines. As Figure 7 shows, CCC enrollment dropped notably during the pandemic, declining by about 204,000 FTE students (18 percent) from 2018-19 to 2021-22. These declines likely reflect a number of factors related to the public health emergency, including the abrupt shift to online instruction and increased child care responsibilities for student parents. Enrollment has rebounded over the past four years. Based on February 2026 estimates from the Chancellor's Office, enrollment increased by about 215,500 FTE students (24 percent) from 2021-22 to 2025-26. With these recent increases, just over half of districts are estimated to be back at or above their pre-pandemic enrollment levels in 2025-26.

Figure 7

After Several Years of Declines, CCC Enrollment Is Recovering

Resident Full-Time Equivalent Students



* Reflects Chancellor's Office estimates as of February 2026.

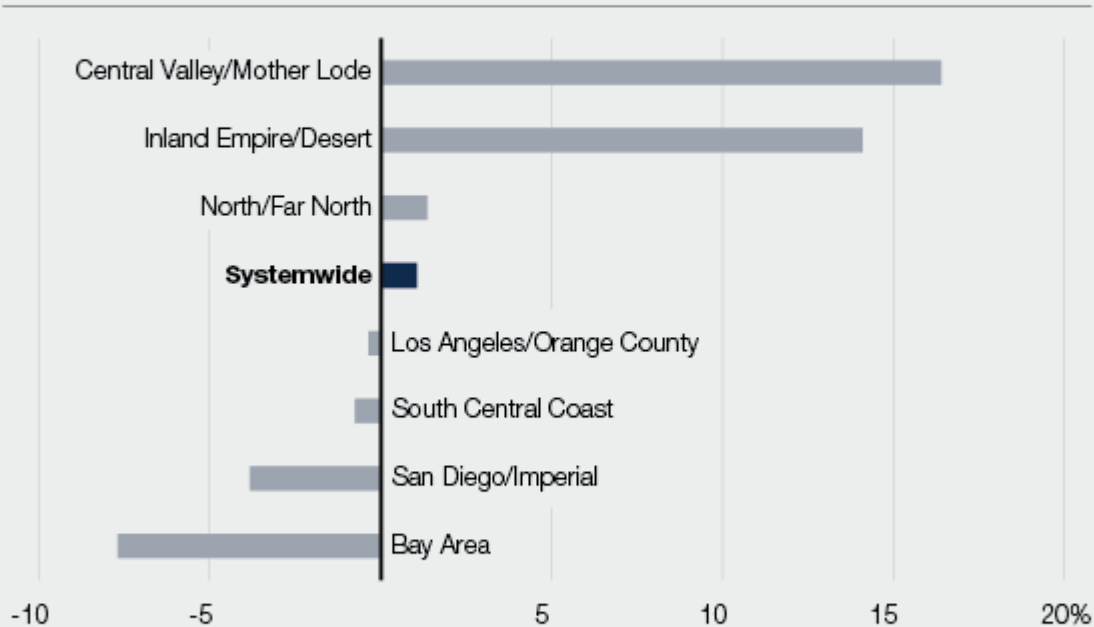


Enrollment Trends Vary Notably by Region. As Figure 8 shows, CCC enrollment in 2025-26 is estimated to be higher than pre-pandemic levels in three regions: the Central Valley, the Inland Empire, and the North/Far North. Estimated CCC enrollment remains below pre-pandemic levels in other regions, with the largest decrease in the Bay Area. These enrollment trends generally align with broader demographic trends, with the regions seeing the most enrollment growth also seeing the most population increases. Within each region, enrollment trends vary among districts. In every region experiencing declining enrollment, one or more community college districts are growing despite the regional trend.

Figure 8

CCC Enrollment Is Up in Certain Regions

Percent Change in FTE Students, 2025-26 Compared to 2018-19^a



^a Districts are grouped according to the regions used to administer various CCC programs, including career technical education. 2025-26 enrollment levels reflect Chancellor's Office estimates as of February 2026.

FTE = full-time equivalent.



Several Factors Are Likely Contributing to Recent Enrollment Increases. In addition to regional demographic growth, several other factors are likely contributing to the recent rebound in community college enrollment. One key factor is the state's unemployment rate, which has generally increased over the past three years, from 3.8 percent in August 2022 to 5.5 percent as of December 2025. Historically, increases in unemployment have generally been accompanied by increases in community college enrollment, with more individuals returning to school while the labor market is weak. Beyond this, districts are also pursuing a variety of growth strategies. These strategies include expanding high school partnerships, reengaging students who recently dropped out of college, and offering courses on more flexible schedules.

Mix of Enrollment Types Is Shifting. Though the overall enrollment level is recovering, the mix of enrollment has changed compared to before the pandemic. In 2025-26, regular credit enrollment is estimated to be 30,440 FTE students (3 percent) lower than in 2018-19, as Figure 9 shows. This decrease was more than offset by increases in other enrollment types,

most notably dual enrollment for high school students. Dual enrollment at CCC has increased from 37,370 FTE students in 2018-19 to an estimated 65,620 FTE students in 2025-26—a 76 percent increase in just six years. During this time frame, enrollment also increased among noncredit students and incarcerated students, though at slower rates (19 percent and 4 percent, respectively).

Figure 9

Dual Enrollment Is Growing Much Faster Than Other Types of Enrollment

Full-Time Equivalent Students

Enrollment Type	Description	2018-19	2025-26 ^a	Change	
				Number	Percent
Regular Credit	Students generally enrolled in lower-division academic or CTE courses.	990,925	960,485	-30,440	-3%
Noncredit	Adult students enrolled primarily in precollegiate basic skills, ESL, or CTE courses.	70,300	83,795	13,495	19
Dual Enrollment	High school students enrolled in credit-bearing community college courses.	37,370	65,620	28,250	76
Incarcerated Students	Students currently incarcerated enrolled in credit-bearing community college courses.	4,697	4,863	166	4
Totals		1,103,292	1,114,763	11,471	1%

^aReflects reflect Chancellor’s Office estimates as of February 2026.

CTE = career technical education and ESL = English as a second language.

Half of Districts Have Grown Beyond Their Enrollment Targets. In 2025-26, CCC is estimated to be fully using the \$40 million in enrollment growth funding provided in the enacted budget to support the systemwide growth target of 0.57 percent. Moreover, of the 72 local districts, 36 districts spanning all regions of the state are on track to exceed their current-year growth target. These districts are estimated to be exceeding their targets by a combined 27,051 FTE students. Of those students, an estimated 25,488 FTE students are within the 10 percent cap on growth funded at any given district. The Chancellor’s Office estimates it would cost the state an additional \$144 million to cover enrollment costs for all students within that cap.

LAO Recommendations

Recommend Prioritizing Apportionments Cost-of-Living Adjustment (COLA). The Governor’s largest ongoing CCC proposal is \$241 million to support a 2.41 percent COLA for apportionments. This general purpose funding would help districts cover core operating costs while also providing flexibility to address local conditions. The Legislature will receive an updated COLA rate in the spring. We recommend prioritizing this proposal for available Proposition 98 funding at that time.

Recommend Funding Enrollment Growth Beginning in 2026-27. The Governor’s budget provides \$55 million for additional systemwide enrollment growth in 2025-26, increasing the current-year target from the enacted level of 0.57 percent to 1.57 percent. The Governor also

proposes \$32 million ongoing for further growth of 0.5 percent in 2026-27. We recommend prioritizing funding enrollment growth, as about half of districts are exceeding their current targets and districts could continue to see enrollment pressure from factors including regional population growth, elevated unemployment rates, and dual enrollment expansion efforts. Depending on available resources, the Legislature could consider supporting a higher or lower amount of growth than the Governor proposes. Regardless, we recommend funding growth beginning in 2026-27, without revising the 2025-26 growth target. The state sets growth targets based in part on the amount of enrollment it has deemed it can afford, and covering the higher costs when districts exceed those targets could incentivize districts to disregard the state's budget constraints.

Recommend Rejecting Three Smaller Proposals. The Governor proposes \$14 million ongoing for Healthy School Food Pathways, a set of training programs for K-12 school food service staff operated by a nonprofit organization. We recommend rejecting this proposal because the programs have unusually high state costs, mixed student outcomes, and a large amount of unspent funds. In addition, the Governor proposes another round of funding for two CCC initiatives supported in last year's budget—the Common Cloud Data Platform (\$36 million one-time and \$5 million ongoing) and credit for prior learning (\$35 million one time and \$2 million ongoing). We think both of these proposals are premature, as last year's funding remains available to support activities over the next couple of years and the outcomes of those activities are not yet known.

Staff Comments

The rapid bounce back in enrollment has been good news for the system overall, but the Subcommittee has received feedback that current funding formulas are slow to recognize and pay for this growth at the district level. Similar to discussions the Subcommittee held around school and CSU enrollment, the State is seeing the impacts of demographic changes reducing traditional college students reducing potential enrollment interacting with increased non-traditional enrollment. Prioritizing growth and having a nimbler funding formula positions the State to encourage districts to seek and grow enrollment. One suggestion is to consider moving the formulas to a to the greater of the 3-year average or current year for FTES and lifting the 10 percent cap to encourage districts to grow. This would eliminate the lag in state funding that forces growing districts to serve new students without new funding for several years before receiving the full amount for enrollment.

The 2026 budget also continues the \$524 million allocation for the Student Equity Achievement program, a categorical program that has not received a COLA but has growing costs and increased needs across the system. In 2018, the Student Equity and Achievement (SEA) Program was established and merged funding for three initiatives: the Student Success and Support Program; the Basic Skills Initiative; and Student Equity. Integrating these efforts into a

single program advances our goal of demolishing once and for all the achievement gaps for students from traditionally underrepresented populations.

The SEA Program requires colleges to implement the Guided Pathways framework offering a clear path to a stated goal, to provide all students with an education plan based on that goal, and to toss aside outdated and inaccurate placement policies that are keeping far too many from completing their goals in a timely manner. Colleges must also maintain a student equity plan.

Equity plans are focused on boosting achievement as measured by specific “success indicators” (access; course completion; ESL and basic skills completion; degrees and certificates awarded; and transfer rates) and require each college to develop detailed goals and measures addressing disparities that are discovered.

Suggested Questions:

1. What factors are accounting for enrollment growth? Should these factors change the way we view the enrollment target for next year?
2. How has dual-enrollment changed CCC? What outcomes are we seeing from the expansion of dual enrollment overall?
3. Some stakeholders say the current SCFF does not encourage districts to grow enrollment, how would you respond to that critique?
4. How did the administration determine which categorical programs received a COLA in the proposed budget?
5. Why did the Student Equity Achievement program not receive a COLA adjustment in the proposed budget?

Staff Recommendation: Hold Open.

Issue 2: Common Course Numbering

The Subcommittee will discuss Common Course Numbering.

Panel

- Phillip Osborn, Department of Finance
- Lisa Qing, Legislative Analyst's Office
- Chris Ferguson, California Community Colleges Chancellor's Office
- Dr. James Todd, California Community Colleges Chancellor's Office

Background

Education Code Sections 66725-66725.5 [Assembly Bill No. 1111 (Berman)] require implementation of a student-facing common course numbering (CCN) system across the California Community Colleges on or before July 1, 2027. The CCN system creates comparable courses and then assigns them the same course number across all California community colleges in order to “streamline transfer from two- to four-year postsecondary educational institutions and reduce excess credit accumulation.”

The Budget Act of 2021 allocated \$10,000,000 to the Chancellor of the California Community Colleges to establish a workgroup to support the development of that system. The CCC workgroup recommended the development of a common course numbering template for transferable general education courses that represent common but not identical courses with the goal of having the courses universally accepted across the community college, UC and CSU systems.

CCN implementation relies on faculty expertise and decision-making, as this work is primarily curricular in nature and articulation policies are within faculty purview. The CSU Academic Senate is an active participant in this work alongside the senates of the community colleges and the University of California Academic Senate.

According to the Community Colleges, the roll out of Common Course Numbering will be two stages.

2023	2024	2025	2026	2027	2027+
Task Force Report completed	Strategic and Operational Plans aligned	CCN Council Assessment of Progress and Impact	Council Assessment of Progress and Impact	Council Assessment of Progress and Impact	Council Assessment of Progress, Impact and Future Organization
CCN Council and Work Group Rosters Under Design	All Vendors - Resources Fully Operational CCN Council and Work Groups Fully Operational CCN Descriptor Phase I CCN Course Development Completed Intersegmental Collaboration aligned with Phase II Development Communication Strategies Engaging Stakeholders Phase II Descriptor Implementation in Progress	Student enrollment in CCN-aligned Phase I courses Phases II-III Descriptor- Course Implementation in Progress CCN Repository Completed and Implementation at Local Level In-Progress Course Submission and Verification Tools Completed Sustainable Operations Model and Timeline Developed	Phase II(A) Courses Enrollment Ready Phase III Descriptor- Course Implementation in Progress Refinement of Technology Solutions Intersegmental Decision Making Body Policy Work Completed	Phase II(B) Courses Enrollment Ready	Transition to CCN Courses Continuous Improvement and Sustainability Plan

The following courses were included in the two phases of the Common Course Numbering initiative:

Phase 1

- Academic Reading and Writing
- American Government and Politics
- Critical Thinking and Writing
- Introduction to Psychology
- Introduction to Public Speaking
- Introduction to Statistics

Phase 2 (A)

- Survey of Art from Prehistory to Medieval Era
- Survey of Art from Renaissance to Contemporary
- Principles of Microeconomics
- Principles of Macroeconomics
- Introduction to Literature
- Critical Thinking and Writing Through Literature

- United States History to 1877
- United States History since 1865

Phase 2 (B)

- Introductions to Biological Anthropology
- Introductions to Biological Anthropology, with Lab
- Introduction to Astronomy
- Introduction to Astronomy, with Lab
- Introduction to Biology
- Introduction to Biology, with lab
- Introduction to Biology Lab
- Introduction to Child Growth and Development
- Interpersonal Communications
- Calculus I: Early Transcendentals
- Calculus I: Late Transcendentals
- Calculus II: Early Transcendentals
- Calculus II: Late Transcendentals
- Introduction to Sociology

According to the LAO, of the \$10 million provided in 2021-22, the Chancellor's Office has spent \$8.2 million to date on the CCN work group, including associated technology and project management costs. Of the additional \$105 million provided in 2022-23, the Chancellor's Office has allocated the full amount for local implementation, providing about \$913,000 per college. Colleges received these funds in 2024-25 and are expected to spend them over the next few years. As of June 30, 2025, colleges reported having spent a total of \$5.7 million on purposes such as aligning existing course curricula to CCN, updating course catalogs, and supporting associated faculty costs.

Staff Comments

After years of discussion, Common Course Numbering is now moving forward across the three California higher education systems. While the bulk of the work and all of the funding were provided to the Community College system, the CSU system plays a critical role as a partner for this initiative to succeed.

Both the UC and CSU systems have discussed their role in the Common Course Numbering effort in prior hearings, given the Assembly's strong interest in completing the effort. At those hearings, the Subcommittee members raised questions related to implementation timelines for implementation that we can now revisit with the Community Colleges. There continues to be concern that the effort will not be implemented as proposed and the entire project could languish

unfinished without Legislative oversight and intervention. Outside of the budget process, AB 2236 (Berman) would require that if the Academic Senates of the UC, CSU and CCC do not establish an agreement for Common Course Numbering by July 1, 2027, that the three systems would need to do so at the administrative level.

Suggested Questions:

1. How has Phase 1 implementation gone for the CCC and students?
2. Please provide an update on Phase 2 implementation.
3. How were the courses chosen for Phase 1 and 2? How many subjects and courses were not included in both phases and is there plans to add more in the future?
4. Given the current status of Common Course Numbering, where will the effort be on July 1 of next year?

Staff Recommendation: Hold Open

Issue 3: Calbright

The Subcommittee will consider a proposal for ongoing Calbright college funding.

Panel

- Phillip Osborn, Department of Finance
- Lisa Qing, Legislative Analyst's Office
- Chris Ferguson, California Community Colleges Chancellor's Office

Background

In the 2018-19 budget package, the state established the Calbright college, to provide flexible online programs that lead to industry-valued credentials, particularly for working adults not currently accessing higher education. Statute also directs Calbright to use competency-based education, a model in which students progress through programs at their own pace according to how quickly they master the content. Statute expresses legislative intent that Calbright “create unique content and deliver it in a manner that is not duplicative of programs offered at other local community colleges.” As the box nearby describes, all other community colleges offer flexible online programs, but only a few are currently offering competency-based education.

Statute established various milestones for Calbright to meet during this startup period, which was scheduled to last from 2018-19 through 2024-25. Most notably, these milestones included enrolling students by the last quarter of 2019; designing and validating at least 16 programs by July 1, 2023; and receiving accreditation by April 1, 2025. Calbright is required to report by August 1 annually on its progress toward these milestones. In addition, statute directs the Board of Governors to submit an independent evaluation of the college by January 1, 2026, shortly after the completion of the start-up period. The Chancellor's Office overlooked this deadline and is currently working to get a contract in place for the evaluation to begin.

The 2018-19 budget provided \$100 million one-time Proposition 98 General Fund for Calbright's startup activities, as well as \$20 million ongoing Proposition 98 General Fund for its operations. In 2020-21, in response to a projected decrease in state revenues at the start of the pandemic, the state reduced funding for Calbright. Specifically, it lowered Calbright's ongoing funding level to \$15 million, while also sweeping \$40 million in unspent funds previously allocated to the college.

Generally, statute indicates that SCFF is to apply to Calbright in the same way it applies to all other districts (with funding linked to enrollment, low-income student counts, and student outcomes). One key exception is that statute expresses intent to appropriate enrollment growth funding for Calbright separately from enrollment growth funding for other districts. To date,

Calbright has not received apportionments, presumably because it is still spending its startup funds. The Chancellor’s Office indicates there have also been various implementation barriers to transitioning Calbright onto SCFF, including the lack of an FTE student count for Calbright based on established attendance accounting methods.

In July 2023, Calbright received accreditation from the Distance Education Accrediting Commission (DEAC), an organization that specializes in accrediting primarily online institutions. DEAC accredits 18 other institutions in California, all of which are private for-profit or nonprofit institutions. (The other community colleges are accredited by the Accrediting Commission for Community and Junior Colleges.)

Calbright Currently Offers Ten Noncredit Certificate Programs, primarily in the information technology (IT) and business sectors. The programs are designed to be short term. For each program, Calbright provides an estimated time to completion that generally ranges from between 8 weeks to 34 weeks, assuming ten hours per week of study. Students, however, may set their own pace, as long as they complete within a maximum of three years. Upon completion, students receive a noncredit certificate. Although statute does not limit Calbright to noncredit programs, all of the programs it currently offers are noncredit. In addition to the ten current programs, Calbright indicates it has designed and validated eight other programs that it plans to launch over the next couple of years.

Most of Calbright’s Programs Are in IT and Business

Noncredit Certificate Programs Designed to Date

Current Programs	Planned Programs
Community Health Worker	3D Animation and Game Design
Customer Relationship Management	Entrepreneurship
Data Analysis	Generative AI
Defensive Cybersecurity	Medical Billing
HR Learning and Development	Nonprofit Management
HR Talent Acquisition	Offensive Cybersecurity I
IT Support	Offensive Cybersecurity II
Medical Coding	User Interface/User Experience
Network Technology	
Project Management	

Enrollment Has Increased Notably Over Past Few Years. Calbright enrolled its first students in October 2019. As Figure 11 shows, Calbright got off to a somewhat slow start, but student headcount has ramped up in recent years. On June 30, 2025, Calbright enrolled 7,660 students—an increase of 67 percent over the previous year. Currently, the state does not have reliable data on the number of FTE students at Calbright. While other districts report their

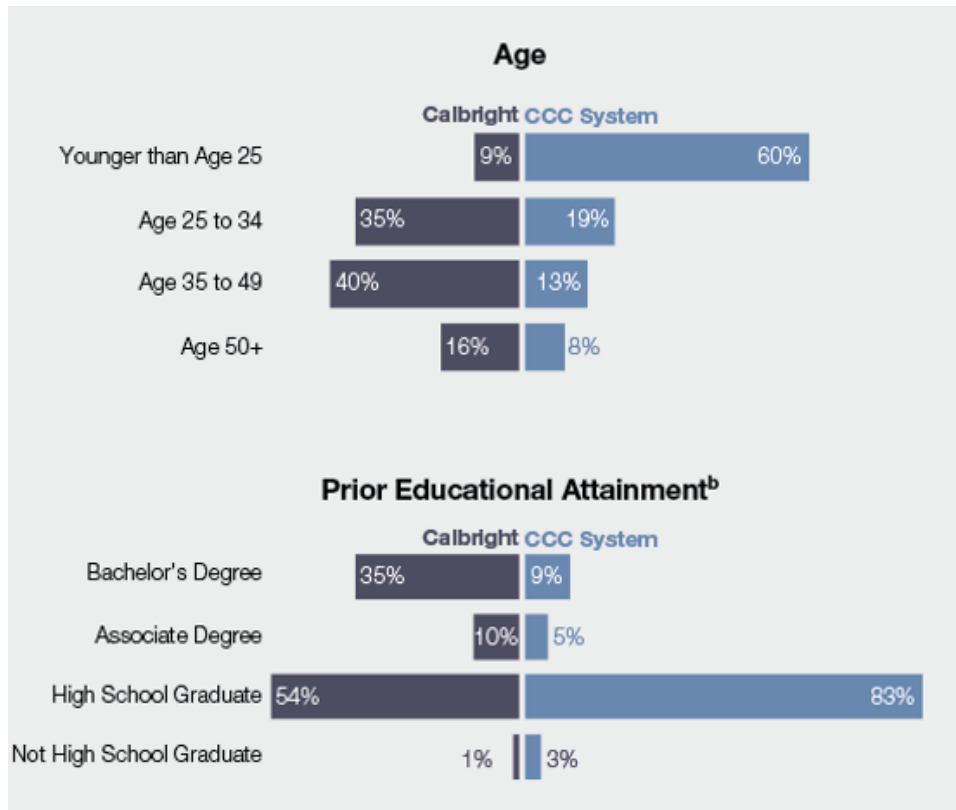
FTE student counts based on established attendance accounting methods used for budgetary purposes, Calbright does not submit such data. (Although the Chancellor’s Office’s DataMart platform includes estimated FTE student counts for all districts, including Calbright, those reflect only estimates. These estimates are based on a different methodology that might yield different results from established attendance accounting methods, particularly for noncredit asynchronous online programs.)

The number of certificates awarded by Calbright has increased annually. In calendar year 2025, Calbright awarded 1,019 certificates—a 59 percent increase over the previous year. When reporting its completion rate, Calbright uses a DEAC measure that reflects the percentage of students who complete within 150 percent of the median completion time for their program. Using this measure, Calbright’s completion rate was 13.6 percent in 2024. Because this measure is calculated differently from the completion measures that other community colleges report, we do not have a comparable figure for the rest of the CCC system.

Calbright’s Enrollment and Completions Ramped During Startup Period

	2020	2021	2022	2023	2024	2025
Student headcount ^a	545	487	1,076	2,875	4,582	7,660
Award completions ^b	33	43	109	248	639	1,019

Calbright’s Student Body Differs From Broader CCC Student Body. First, a much higher share of students are age 25 and older at Calbright, compared to the broader CCC system. Second, Calbright students are more likely than other CCC students to already have a college degree. In fall 2024, 35 percent of Calbright students already had a bachelor’s degree, and another 10 percent already had an associate degree. Third, the racial/ethnic distribution of students is different. Compared to the broader CCC system, Calbright has a lower share of students who are Hispanic and higher shares of students who are Asian or African American.



Calbright Collects Data on Students’ Employment Outcomes in Various Ways. Calbright recently began tracking the labor market outcomes of its completers through a partnership with CredLens, a nonprofit organization that matches student records with employment and earnings data. Based on this data, 86 percent of Calbright’s program completers in 2024 were employed 12 months after completion. (Data was not available on the share of these students who were employed before enrolling or the share of program completers at other community colleges who were employed after completion.) In addition, Calbright collects earnings data through surveys. In a recent survey of completers, respondents reported median annual earnings of about \$53,400 after program exit—up from \$41,600 before program entry. This survey had a response rate of approximately 20 percent, and we do not know whether respondents were representative of completers more broadly. Furthermore, the earnings data available for Calbright is not comparable to what is available for other community colleges. Although the Chancellor’s Office has a data sharing agreement with the Employment Development Department (EDD) to track earnings data for former CCC students, that data set excludes most Calbright students. Calbright indicates this is because CCC’s systemwide application for noncredit programs does not collect sufficient data to match student records with EDD wage records.

LAO Recommendations

Recommend Transitioning Calbright to SCFF. Now that Calbright's startup period has ended, we recommend beginning to fund the college through SCFF, as statute originally envisioned. Such an approach links funding with enrollment, provides a known funding rate per student, and treats Calbright consistently with other districts. While this approach would lead to a different funding level than the Governor proposes, we cannot provide a reliable estimate without better data on Calbright's FTE student count. To give the Chancellor's Office time to work through this attendance accounting issue and other implementation barriers, the Legislature could adopt trailer bill language specifying that Calbright shall be funded under SCFF beginning in 2027-28. In the meantime, if the Legislature wishes to maintain Calbright's current service level in 2026-27, it could consider providing one-time funding for this purpose. Sustaining Calbright's current-year spending level for another year would require \$28 million in one-time funding, on top of existing ongoing funding. This is somewhat less than the \$38 million ongoing increase the Governor proposes.

Consider Revisiting Noncredit Funding Approach Under SCFF. Unlike funding for credit courses, funding for noncredit courses is based entirely on enrollment under SCFF. Given that all of Calbright's programs are currently noncredit, funding Calbright through SCFF still would not create any incentives for the college to improve student outcomes. In the future, the Legislature may wish to consider revisiting this broader approach to noncredit funding. In particular, we encourage the Legislature to link a portion of noncredit funding to performance, as we discuss in [Redesigning California's Adult Education Funding Model](#). Doing so would improve incentives for all colleges, including Calbright, to improve student outcomes in noncredit programs.

Continue to Monitor Calbright. Though Calbright met key statutory milestones during its startup period, the Legislature likely will want to continue closely monitoring the college's enrollment, program offerings, spending, and outcomes over the next few years. Whether the Legislature chooses to fund Calbright through SCFF or through other means, it will have an opportunity to review the college annually as part of the regular budget process. In particular, statute indicates the Legislature is to make Calbright enrollment growth decisions as part of the annual budget process. The Legislature also will be better positioned to assess the college's cost-effectiveness once a consistent methodology is applied to its attendance accounting. In addition, the Legislature likely will have better information on the college's student outcomes and overall performance once the statutorily required independent evaluation of Calbright has been completed. Continued monitoring will help determine whether Calbright is providing cost-effective service to its target population.

Staff Comments

This Subcommittee has consistently been skeptical of the need for Calbright, especially after the COVID-19 pandemic forced all districts to utilize online and asynchronous courses to reach students. The episodic and online approach to instruction used to be a main differentiating element of the Calbright model but is no longer unique or hard to find. However, the recent enrollment and completion data suggests the college may finally have found its footing. This year, Calbright has real progress and momentum to point to in budget discussions.

But Calbright is still not fully formed and has yet to convincingly demonstrate that recent improvements to achieving milestones will continue and be sustained. However, the budget proposal creates a scenario where Calbright is placed in a forever-protected walled garden of funding, while all other colleges are subject to consequences of enrollment to their revenue. It is hard to point to progress that justifies providing this level of funding certainty to this effort. The Subcommittee should consider the LAO options for how to continue to oversight of Calbright and to treat Calbright like all other colleges.

It is still hard to articulate how this separate college complements, rather than competes with the regular offerings in the 73 districts. Until that occurs, it is likely the Subcommittee will continue to question the need for this expensive but small initiative.

Suggested Questions:

1. What has led to the recent increase in Calbright enrollment and course completions? Do you anticipate those numbers to continue to increase in 2026?
2. Why do Calbright students cost more than for a normal community college student? Since Calbright lacks the costs associated with running a physical campus, what accounts for the higher costs for Calbright instruction?
3. Why is Calbright different from a normal community college? Why should the state invest in growing Calbright as opposed to investing in existing growth in local district college enrollment?
4. What are Calbright's goals in the future? What levels of enrollment and completion do you expect if you received the requested level of funding?
5. When will the Legislature receive the required evaluation of the Calbright program?

Staff Recommendation: Hold Open

Issue 4: Common Cloud Platform

The Subcommittee will consider a proposal to expand the Common Cloud project.

Panel

- Phillip Osborn, Department of Finance
- Lisa Qing, Legislative Analyst's Office
- Chris Ferguson, California Community Colleges Chancellor's Office

Background

Community colleges collect many types of student data, including data on enrollment and academic outcomes. Each district stores this data in its own IT platforms. The Chancellor's Office does not have direct access to this data. Instead, it requires districts to report certain data periodically during the course of the year. It in turn uses this data for various systemwide purposes, including determining apportionment funding and complying with state reporting requirements.

In October 2023, the Chancellor's Office launched a project called the "Common Cloud Data Platform." The goal of the project is to develop a platform through which the Chancellor's Office and participating districts could share student data on a "near real-time" basis. By making the sharing of student data easier, the project is intended to streamline systemwide reporting processes. In addition, by providing access to data that is more timely and more complete (spanning multiple districts), the Chancellor's Office suggests the project could improve decision-making and student support.

The Chancellor's Office launched the Common Cloud Data Platform using \$10 million Proposition 98 General Fund set aside from the Student Equity and Achievement Program. (Statute authorizes the Chancellor's Office to designate up to 5 percent of funding for that program for systemwide activities each year.) This first round of funding is supporting a demonstration project to develop the initial infrastructure for the platform and deploy it across a subset of districts. The Chancellor's Office began this work with an initial cohort of six districts, and it has since added a second cohort of seven more districts. These districts—which volunteered to participate in the project—vary in terms of size, region, and current IT platforms. The demonstration project is scheduled for completion by June 2026.

The 2025-26 budget provided an additional \$12 million one-time Proposition 98 General Fund for the Common Cloud Data Platform. The Chancellor's Office plans to use these funds to deploy the initial infrastructure for the platform systemwide, as well as to continue implementing certain reporting functionalities that it is now testing with the first two cohorts of districts. It also plans to

use the funds to integrate the platform with districts' other technology tools (such as academic planning tools and learning management systems) to enable more data analytics. It intends to begin these activities in 2025-26 and continue them through 2027-28.

The California Department of Technology (CDT) oversees the planning and implementation of IT projects at most state agencies. The Chancellor's Office, however, is considered an independent agency outside of CDT's authority. To ensure that the Common Cloud Data Platform receives adequate oversight, the state created certain reporting requirements in the 2025-26 budget. These requirements direct the Chancellor's Office to submit a report containing an implementation update on the platform and a plan for its further development and expansion by January 15, 2026. They further direct CDT and the Department of Finance to review that report and submit associated recommendations to the Legislature by March 31, 2026.

Governor Proposes a Third Round of Funding in 2026-27. The Governor's budget provides an additional \$36 million one-time Proposition 98 General Fund, together with \$5 million ongoing Proposition 98 General Fund, for the Common Cloud Data Platform. This would be the first ongoing funding for the platform. The Chancellor's Office indicates these funds would support the completion of the project and the ongoing maintenance of the platform. The administration proposes trailer bill language codifying the project. Under this language, the project's objectives are to "support community college student success initiatives, improve community college districts' stewardship of resources and ability to use data-driven decision making, and streamline community college administrative processes." The language would also require the Chancellor's Office to submit an interim report on the project by March 31, 2027 and a final report on January 31, 2029.

LAO Recommendation

Reject Proposal at This Time and Strengthen Reporting Requirements. Given the concerns above, it would be premature to provide a third round of funding for the Common Cloud Data Platform at this time, particularly if it contains ongoing funding. The second round of funding provided in last year's budget could support the project through 2027-28, at which point more information will be available on the project's outcomes to date and the additional costs of completing it. Based on that information, the Legislature could consider a future funding request for 2028-29. To inform this decision, we recommend extending the reporting requirements from last year's budget for two more years while the second round of funding is being spent. Under this approach, the Chancellor's Office would submit implementation updates by January 15, 2027 and January 15, 2028, and CDT and the Department of Finance would submit their associated recommendations by March 31 of both years. Compared to the reporting requirements in the proposed trailer bill, this approach would provide the Legislature with more frequent and timely updates on the project as well as the benefits of external oversight.

Staff Comments

Staff agree that the Chancellor's Office is trying to tackle a legitimate policy problem: the state needs consistent and transferable student records and information. However, staff are concerned with the proposed cloud solution. The project appears to lean on expensive technology consultants to build a tool that may not work unless governance and system change needs of the users are first addressed. This is a high-risk project, the Chancellor's Office must align the business processes of 73 different governmental jurisdictions to allow for standardized reporting but it harder—thousands of people across California will need re-learn their jobs, and districts may have to give up systems, reports, and interfaces they value in exchange for whatever standard product this effort produces

The State has struggled with IT projects that involve the compliance and cooperation of other jurisdictions. For example, the \$530 million court centralized management system and the \$96 million BrEze system at Consumer Affairs both failed because of inadequate governance and system change planning. In both cases, the centralized administrating entity sought to use an IT project to impose a standard business process on their partner jurisdictions. And, both times, some partners would not comply; some county courts would not agree to adopt the IT solution, some consumer boards would not use BrEze. Without widespread adoption, the systems were partially implemented and then floundered into expensive project failures.

It is still possible for this cloud project to be successful, but the Chancellor's office needs a thoughtful assessment of how this effort scales across the system. Currently, the effort focuses and rewards early adopter districts that are volunteering to participate. But the cloud system will only bring value if it is adopted across all districts, including districts that may view the new system as a burden or a unhelpful or unreliable product that doesn't fit their business needs. The project needs a thorough assessment of how it will surmount these implementation challenges, ensure data standardization, provide training and support and motivate compliance in reluctant districts. Staff recommend that the state defer any ongoing allocation for this system at this time and engage the Chancellor's office in an ongoing conversation that includes local districts to create a plan that avoids the perils of past efforts.

Suggested Questions:

1. Please provide an update on how the pilot project has faired with the 13 districts you are current working with on the project?
2. How have you engaged districts that are not part of the pilot for feedback and input into the project's next stages? For example, are districts that are not part of the pilot being engaged in decisions about data governance adopted in the pilot?

3. Will the Cloud system require districts to use specific vendors for their data storage, security, applications, and learning management software, or will the districts still have the ability to choose different vendors or platforms for their campuses?
4. Does the Chancellor's office expect to request statutory authority from the Legislature to compel districts to use the new system when it is implemented?

Staff Recommendation: Hold Open

Issue 5: Title IX Update

The Subcommittee will hear an update on Title IX issues and activities from the Chancellor's Office.

Panel

- David O'Brien, California Community Colleges Chancellor's Office

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.

The prevention of discrimination is more than simply having a policy on how to address complaints. Prevention is creating a campus culture that addresses the root cause of discrimination before it becomes a complaint. The prevention of discrimination includes training where bystanders are empowered to intervene, a campus where students, faculty, and staff are encouraged to report incidents, and a culture, where those reports are met with support for all parties involved.

In 2024, the Assembly Higher Education Committee published a report containing a synopsis of the information gleaned from the briefings and a compilation of legislative proposals for how the State can partner with higher education institutions to prevent and address sex discrimination in all its forms on campuses throughout California. The report contained the following findings:

California Community Colleges (CCC)	California State University	University of California
<p>No systemwide policy that all 116 campuses and 72 districts follow.</p> <p>Title IX coordinators not on campus and very few have designated Title IX offices/coordinators.</p> <p>Additional appeals for faculty/staff.</p> <p>No mandated training on for students (forthcoming).</p> <p>No systemwide coordinator or office.</p> <p>Reports are requirement by regulations, but the Chancellor’s office said due to lack of guidance the reports are not up to date</p>	<p>Each campus has a Title IX office and coordinator.</p> <p>One major policy with five grievance procedures – depending on the respondent.</p> <p>Additional appeals for faculty/staff based on collective bargaining and California Education Code.</p> <p>Decision maker differs depending upon whether the respondent is a student or employee.</p> <p>Offers in-person and online training for students and employees.</p> <p>Each campus has a confidential advocate who has additional responsibilities beyond helping complainants access supportive measures.</p> <p>Campus-level data collected on sexual harassment trends but not provided at the systemwide level.</p>	<p>Each campus has a Title IX office and coordinator.</p> <p>One major policy with nine grievance procedures – depending on the respondent.</p> <p>Additional appeals for faculty and staff.</p> <p>Chancellor of the campus is the decision maker in all cases.</p> <p>Stand-alone confidential advocate office and respondent coordinators</p> <p>UC tracks campus and systemwide data to ascertain and address patterns of sex discrimination.</p>

The primary finding from the report was a lack of transparency as to how colleges and universities were responding to acts of discrimination. The report provided 18 recommendations of which 12 were signed into law through the accompanying bill package. The bills ranged from reporting requirements on sexual harassment incidents on campus to codifying the creation of Civil Rights offices at the CSU and UC. Among the bills was AB 2326 (Alvarez), which included

a requirement that the leadership of all three public higher education institutions present to the legislative budget subcommittees their efforts in addressing and preventing discrimination on campus.

CCC Title IX Update

The CCC created an AB 2048 Workgroup in response to the findings that made a number of recommendations reported at the February 17th hearings. The workgroup recommends a coordinated, system-level approach:

- Establish baseline systemwide policy standards to improve clarity and consistency
- Strengthen campus Title IX infrastructure, including minimum staffing and training support
- Create a statewide External Resolution Authority (ERA) to provide consistent, timely investigation and resolution services
- Expand system-level leadership and training coordination within the Chancellor's Office
- Align and streamline state requirements to reduce conflicting mandates
- Invest in prevention and campus climate efforts

Budget Considerations

Implementation requires ongoing state investment, particularly for staffing, systemwide training, prevention infrastructure, and the proposed External Resolution Authority (ERA).

ERA is central to the Workgroup's structural reform strategy. The ERA would establish a centralized, professionally staffed entity to provide investigation, hearing, and case management services for colleges statewide. This model is designed to improve consistency, ensure due process, reduce delays, and address capacity constraints that many colleges—particularly smaller and resource-limited districts—face today.

Currently, colleges often rely on fragmented and inconsistent local or contracted investigation services, which can increase costs, prolong case timelines, and expose institutions to compliance risk. A statewide ERA would allow colleges to pool resources, standardize practices, and access specialized expertise that is difficult to sustain locally. It would also enable campus Title IX personnel to shift more focus toward prevention, training, and student support.

While the ERA requires upfront and ongoing investment, the Workgroup anticipates long-term value through improved efficiency, reduced duplication, stronger compliance, and lower institutional liability risk. The pending budget proposal reflects a phased implementation approach to ensure careful rollout, fiscal accountability, and measurable outcomes.

Closing Message from the Chancellor:

California Community Colleges are committed to safe and equitable learning environments. The AB 2048 Workgroup provides a clear framework to strengthen implementation, improve consistency, and rebuild trust. We look forward to working with the Legislature on implementation and resource alignment.

Staff Comments

Unlike UC and CSU, the Chancellor's office has less financial control and ability to direct Community College Districts to address the concerns identified by Title IX report. The Subcommittee may wish to consider using the budget as a tool to achieve compliance across the system.

In response to the report published by the Assembly Committee on Higher Education and pursuant to AB 2048 (Fong), Chapter 694, Statutes of 2024, the Chancellor of the CCC published a report which sought to provide recommendations on how the system could improve their efforts to address and prevent sexual harassment on college campuses. The "Gender Equity Report" was published on December 1, 2025 and contained six core recommendations for how the system could improve their ability to address allegations of misconduct and harassment. The report suggested the California State Legislature should establish an external resolution authority to address complaints. The external resolution authority would act as a clearinghouse for all complaints of discrimination filed by students and employees at CCC campuses and would allow existing Title IX coordinators the ability to focus on prevention education and supportive measures. This model of having an external agency address complaints of discrimination on campus is employed by California's K-12 system with the creation of the Office for Civil Rights in 2025.

The funding requested would help California join other states who have devoted ongoing funding for compliance and oversight to protect students, faculty, and staff on campus from discrimination. It is important that we create spaces where all members of the campus community feel welcomed and protected regardless of age, race, sex, or nationality. The request to provide ongoing funding in the sum of \$100 million CCC would create a funding stream to allow the California Community Colleges the ability to contract with nationally recognized risk management firm to adjudicate complaints and restore equity; while, also establishing oversight capacity at both the systemwide and state level to assist in full compliance with state and federal law.

The Subcommittee considered this item last year and the report from UC represents the latest update from the system on Title IX compliance.

Suggested Questions:

1. How has Title IX compliance at CCC changed in response to recent state legislation?
2. Do you have suggestions on how the Assembly can help support and monitor your important work?
3. Does the CCC or DOF have comments on the proposed external risk management proposal detailed in the staff comments?

Staff Recommendation: Hold Open

Issue 6: Student Support Block Grant

The Subcommittee will discuss poverty, hunger, and homelessness trends amongst CCC students.

Panel

- Phillip Osborn, Department of Finance
- Lisa Qing, Legislative Analyst's Office
- Chris Ferguson, California Community Colleges Chancellor's Office

Background

The January Budget proposal includes \$100 million one-time Proposition 98 funds for the Student Support Block Grant

The Student Support Block Grant funds may be expended for any of the following purposes:

- Assistance to students with food, housing, transportation, and other basic needs
- Childcare subsidies or other assistance for student parents
- Financial aid advising or academic counseling
- Legal and other support services
- Mental health services
- Job placement, work-based learning, or reemployment support

The 2025 budget included \$60 million for a Student Support Block Grant. The budget directed the Chancellor's Office to allocate these funds to districts by first providing a base amount of \$150,000 per college, then distributing the remaining funds based on student headcount and the number of students receiving need-based fee waivers or nonresident tuition exemptions.

Staff Comment

The Subcommittee has previously discussed how new federal and state cuts and work requirements for CalFresh and Medi-Cal are expected to impact student populations. Even when individuals qualify for exemptions from new work rules, it is anticipated that the disruption and paperwork needed to continue eligibility will be difficult to navigate.

With expected increase in basic needs services given federal cuts and economic uncertainty, the Subcommittee may wish to bolster the Student Support Block Grant again in 2026. However, the Subcommittee should explore if providing this broad-based funding is effective or if the uses should be narrowed.

Suggested Questions:

1. How have districts used the Student Support Block Grant?
2. How are districts planning for potential impacts to students from federal cuts to assistance and increase costs of living?
3. How much of the funding provided to districts are for direct assistance to students for basic needs rather than to support district administrative costs like financial aid and academic counseling?

Staff Recommendation: Hold Open

Issue 7: California Community Colleges Facilities

The Subcommittee will consider the Governor's Budget proposals for Community College Facilities.

Panel

- Ali Wildman, Department of Finance
- Lisa Qing, Legislative Analyst's Office
- Chris Ferguson, California Community Colleges Chancellor's Office

Background

The Governor's budget proposes providing Proposition 2 bond funding for ten new capital outlay projects at the California Community Colleges (CCC) in 2026-27 and to continue funding for all 29 capital outlay projects initiated in 2025-26.

Under the Governor's budget, the state would be committing nearly \$1.3 billion (83 percent) of total Proposition 2 bond funding through 2026-27, leaving \$249 million (17 percent) available for future years.

The two following charts, prepared by LAO outline the use of the bond funds, with the first table showing the continued use of Prop 2 for projects:

Figure 3

Governor’s Budget Funds Continuing CCC Capital Outlay Projects

Proposition 2 Bond Funds (In Thousands)

College	Project	Phase	2026-27	All Years	
			State Cost	State Cost	Total Cost ^a
Life Safety					
American River	Davies Hall replacement	C	\$55,655	\$59,984	\$79,749
El Camino	Hydronic line replacement	C	8,530	9,343	12,457
Los Angeles Pierce	Sewer utility infrastructure replacement	C	6,576	7,268	9,692
Skyline	Boiler plant replacement	C	5,519	5,973	7,925
Los Angeles Valley	Sewer utility infrastructure replacement	C	5,203	5,794	7,726
Subtotals			(\$81,483)	(\$88,362)	(\$117,549)
Modernization					
Los Angeles Trade-Tech	Advanced transportation and manufacturing building replacement	C	\$83,567	\$89,614	\$215,809
Citrus	Career technical education building replacement	C	43,784	47,010	114,887
Golden West	Physical education gym replacement	C	26,907	28,909	56,801
Bakersfield	Center for Student Success replacement	C	26,363	28,297	55,336
Merritt	Gymnasium and locker room replacement	C	20,769	22,445	53,877
De Anza	Physical education complex renovation	C	36,999	40,385	53,487
Long Beach (Liberal Arts Campus)	Building B replacement	DB	24,400	24,782	51,639
Merced	Music Art Theater Complex renovation	C	22,604	24,073	47,206
Antelope Valley	Gymnasium replacement	C	22,562	24,184	45,927
Rio Hondo	Business and art building replacement	C	21,133	22,727	45,016
Los Angeles City	Kinesiology South building replacement	C	16,008	17,302	41,270
Hartnell	Gymnasium renovation	C	17,501	19,265	37,648
Reedley	Agriculture instruction complex renovation	C	15,204	16,499	31,825
Orange Coast	Skills lab replacement	C	12,086	13,196	25,998
Imperial Valley	Gymnasium renovation	C	11,736	12,775	25,373
Shasta	Life sciences building renovation	C	7,757	8,437	16,560
Subtotals			(\$409,380)	(\$439,900)	(\$918,659)
Growth^b					
Mt. San Antonio	Library replacement	C	\$53,066	\$56,962	\$157,509
Moreno Valley	New Library Learning Resource Center	C	40,665	43,662	104,628
Norco	Library Learning Resource Center and student services center replacement	C	31,247	33,759	81,389
Fullerton	STEM vocational center replacement	C	25,092	27,014	55,471
Riverside	Cosmetology building replacement	C	18,240	19,857	47,989
Clovis	New kinesiology and wellness center	C	22,251	23,933	47,752
Ben Clark Training Center ^c	New Education Center Building 2, Phase 1	C	14,634	15,969	38,844
Willits Center ^d	Willits Center expansion, Phase 2	C	13,022	14,365	28,181
Subtotals			(\$218,217)	(\$235,521)	(\$561,763)
Totals			\$709,080	\$763,783	\$1,597,971

^aCommunity college districts issue local general obligation bonds to pay for a share of project costs.

^bReplacement buildings listed in this category involve adding space.

^cCenter operated by Riverside Community College District.

^dCenter operated by Mendocino-Lake Community College District.

C = construction; DB = design build; and STEM = science, technology, engineering, and math.

The budget also includes 10 new construction proposals, as detailed below:

Figure 2

Governor’s Budget Funds New CCC Capital Outlay Projects

Proposition 2 Bond Funds (In Thousands)

College	Project	Phase	2026-27		Total Cost ^a
			State Cost	All Years State Cost	
Modernization					
El Camino	Interdisciplinary science center replacement	P, W	\$4,259	\$64,089	\$146,927
Los Angeles City	Communications cinema building replacement	P, W	2,441	36,570	81,231
Bakersfield	Fine arts building replacement	P, W	1,861	40,278	52,925
Reedley	Vocational-technical complex renovation	P, W	2,647	34,106	51,316
Merced	Gym complex replacement	P, W	2,461	35,626	50,571
Golden West	Performing arts building replacement	P, W	1,542	21,782	42,824
Chaffey	Theater renovation	P, W	1,489	17,848	25,041
Subtotals			(\$16,700)	(\$250,299)	(\$450,835)
Growth^b					
Riverside	Advanced technology building replacement	P, W	\$4,677	\$71,925	\$178,825
Hanford Center ^c	New science building	P, W	4,182	51,137	67,082
Porterville	Career technology building replacement	P, W	2,250	26,067	50,944
Subtotals			(\$11,109)	(\$149,129)	(\$296,851)
Totals			\$27,809	\$399,428	\$747,686

^aCommunity college districts issue local general obligation bonds to pay for a share of project costs.

^bReplacement buildings listed in this category involve adding space.

^cCenter operated by Sequoias Community College District.

P = preliminary plans and W = working drawings.

LAO Recommendation

While this budget proposal is a reasonable starting point, the Legislature could choose to allocate a different amount by adjusting the new project proposals for 2026-27. In deciding how much funding to allocate, the Legislature faces a basic trade-off. On the one hand, allocating more funding now would allow more projects to begin in 2026-27, avoiding the construction cost escalation associated with waiting until a future year. On the other hand, allocating less funding now would leave more available for high-priority projects (including life safety projects) that could emerge over the next year or two.

Consider Directing Chancellor’s Office to Adjust Scoring System. The Chancellor’s Office’s scoring system has significant implications for which projects receive state funding. While we think this scoring system is generally reasonable, we have also identified a few potential issues with it. If any of the issues above raise notable concerns for the Legislature, it could direct the

Chancellor’s Office to adjust its scoring system. For example, this might mean allocating a larger share of funding toward modernization projects, limiting each campus to one Proposition 2 project across all years, or capping the share of funding going toward “complete campus concept” projects. The Legislature could direct the Chancellor’s Office to make any changes to its scoring system in the spring and work with the administration to propose a new set of projects at the May Revision. Though we understand community college districts submitted their project proposals assuming the current scoring system, we think it may be worth addressing any notable concerns with that system now—while Proposition 2 funding remains available. If the Legislature waits to implement changes until some future year, Proposition 2 funding likely will already have been exhausted.

Staff Comments

Staff notes that facility issues were a consistent area of concern raised by stakeholders this year. In addition to the bond funding, the budget proposes \$102 million in one-time Proposition 98 funding for deferred maintenance.

Suggested Questions:

1. What factors did the Chancellor’s Office use in scoring the projects for the bond?
2. How many total projects did the Chancellor’s Office review? Are there still considerable unmet facilities across campuses?

Staff Recommendation: Hold Open

This agenda and other publications are available on the Assembly Budget Committee’s website at: [Sub 3 Hearing Agendas | California State Assembly](#). You may contact the Committee at (916) 319-2099. This agenda was prepared by Christian Griffith.