

LACCD Legislative & Public Affairs Committee

Trustee David Vela, Chair

Background Information Worksheet - FEDERAL Please submit your policy ideas by September 17, 2018

Contact Name:	Holland & Knight
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1. Need for Legislation: Increase Federal Aid for Pell Grant and Work Study Program

- **What problem is this legislation seeking to address?**

LACCD is the largest community college district in the United States, consisting of nine colleges enrolling more than 200,000 students. The majority of our students are low-income, first generation, non-traditional students, who are federal Pell Grant recipients. These students face significant financial challenges to college enrollment and completion. Increased federal aid is needed for both the Pell Grant and the Work Study program to ensure that community college is affordable for our students.

- **What do we hope to accomplish through this legislation?**

Authorization

We ask Congress to include in the Higher Education Act reauthorization bill language that would index the maximum **Pell Grant** to the consumer price index to ensure the program is on good financial footing for years to come.

Currently, two-year colleges receive only 11% of the federal **Work-Study** allocation. The majority of the funds are going to four-year state universities and private four-year colleges, many of which have multi-million dollar endowments. This formula is unfair and woefully outdated. We ask Congress, through HEA reauthorization, to update the formula to meet the needs of the today's non-traditional student.

Appropriations

We ask Congress to support increased funding in FY 2020 for **Pell**, including Year-round Pell. The current \$6095 maximum Pell award is barely sufficient to meet the needs of today's student.

The close to \$1 billion allocation for **Work Study** programs barely meets the considerable need for student employment opportunities. We ask Congress to significantly increase funding for Work Study in the FY 2020 Labor/HHS/Education legislation.

- **What opportunities are there for this legislation in the next session of Congress?**

HEA Reauthorization and FY 2020 Appropriations.

- **Why should this be a priority for LACCD?**

The **Pell Grant** is a federally funded grants provided to low-income students for the assist in financing postsecondary education. The program help about 5.4 million full-time and part-time college and vocational school students nationally, including LACCD. As a vast majority of our students receive Pell, the grant is a critical financial resource for our nine campuses.

The federal **Work Study** program provides funds to qualifying students to supplement their education expenses through part-time work, both on-campus and in the community. Currently, the close to \$1 billion allocation for Work Study programs barely meets the considerable need for student employment opportunities.

2. Please attach copies of any background material in explanation of this bill, or state where such material is available for reference.
3. **Please list likely support and opposition, and the arguments promoting both positions.**

There is broad bipartisan support for increased and stable funding for the **Pell grant**, both within the higher education community and Congress. The only opposition there may be for increased funding for Pell are fiscal conservatives in Congress and the Trump Administration.

There is robust support for increased funding for **Work Study** in both the higher education community and with Congressional Democrats. The higher education community will be split on the change in the allocation formula for the program. Specifically, four year state and private colleges are not going to support a proposal that would steer federal aid away from their campuses. Both Democrats and Republicans in Congress could be open to a formula change. Effectively advocating for this shift would require a significant national coalition building effort.

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1. Need for Legislation: College Promise

- **What problem is this legislation seeking to address?**

The Los Angeles College Promise provides one year of free enrollment at LACCD campuses to all full-time students graduating from LAUSD and charter high schools. Included in this program are priority enrollment, placement in math and English courses required to succeed in college and career support and counseling. The program's goal is to increase the number of community college graduates, university transfers, and workforce-ready students in the LA region. The program also appears to have helped improve enrollment at LACCD colleges.

The LA College Promise Program is currently funded through philanthropic donation and fundraising by the Office of Mayor Garcetti and the LACCD Foundation. Federal funding for this effort could help expand the program to a second year of free enrollment and could help supplement the District's philanthropic efforts.

- **What do we hope to accomplish through this legislation?**

Our goal is to create additional funding and support for the Los Angeles College Promise program. As part of its 2018-2023 Strategic Plan, one of LACCD's key goals is to increase college access and fully implement LA College Promise. Additional federal support will help the District towards meeting this objective.

- **What opportunities are there for this legislation in the next session of Congress?**

The Higher Education Act (HEA) reauthorization would be the most likely legislative vehicle for College Promise legislation. The Higher Education Act reauthorization bill offered by House Republicans, known as The Prosper Act, was so controversial, Education and Workforce Chair Virginia Foxx (R-NC) could not gain enough votes from her own party to bring this bill to the floor. In July, House Education and Workforce Democrats, led by Ranking Member Bobby Scott (D-VA) released the #AIM Higher bill. Should Democrats gain control of the House, #AIM Higher will be the blueprint for HEA legislation in 2019. The proposal creates a a Federal-State partnership that would provide states grant aid to implement reforms to make college and university tuition more affordable, including requiring states to make two-years of college tuition free for all students.

Further, many potential 2020 Democratic presidential candidates have expressed their strong support for College Promise legislation as a way to address college affordability making it likely that College Promise legislation will continue to be a focal point at the federal level during the 116th Congress.

- **Why should this be a priority for LACCD?**

LACCD is viewed as a national leader on this issue, having implemented one of the largest College Promise programs in the country. Preliminary results show that the program has helped LACCD enrollment and students have benefitted from the program. Federal support could help LACCD expand the program for a second year and bolster the program's financial stability.

2. Please attach copies of any background material in explanation of this bill, or state where such material is available for reference.

Several bills were introduced this session of Congress to support College Promise, including:

- *S. 2483 America's College Promise Act* (Sen. Baldwin & 13 co-sponsors, incl. Sen. Harris) - Creates a new partnership between the federal government and states and Indian tribes to help them waive resident tuition in two years of community and technical college programs for eligible students, while promoting key reforms to accelerate student success; provides a federal match of \$3 for every \$1 invested by the state to waive community college tuition and fees for eligible students before other financial aid is applied. *House Companion is HR 3709, which was introduced by Ranking Member Bobby Scott (includes 9 co-sponsors).*
- *H.R. 6543 Aim Higher Act* (led by Ranking Member Bobby Scott & 63 co-sponsors) – The Democrats Higher Education Act Reauthorization proposal, which includes a federal-state partnership to incentivize states to spend more on higher education. The provision would require states to make public two-year college free for every student. In exchange for federal funding, states would have to promise to invest more in higher education — and maintain those investments.
- *S.2598 The Debt-Free College Act* (led by Sen. Schatz & 9 co-sponsors, incl. Sen. Harris) - Provides states incentives through matching grants to increase investments in public higher education and provide students with debt-free college. Establishes a state-federal partnership that provides a dollar-for-dollar federal match to state higher education appropriations in exchange for a commitment to help students pay for the full cost of attendance without having to take on debt. *House Companion is HR 5384 Debt-Free College Act, which was introduced by Rep. Mark Pocan (D-WI) and 27 co-sponsors, incl. Rep. Judy Chu and Jimmy Gomez).*

- *S.806 The College For All Act* (led by Sen. Sanders & 7 co-sponsors) -Aims to eliminate tuition and fees at public four-year colleges and universities for students from families that make up to \$125,000 per year. The bill would make community college tuition-free for all income levels.

3. Please list likely support and opposition, and the arguments promoting both positions.

Republicans continue to oppose College Promise legislation on fiscal grounds. They believe that waiving community college tuition is simply too expensive. Some moderate Democrats have expressed similar concerns given federal budget constraints. Progressive Democrats, led by Sen. Sanders, Warren, and others, are supportive of the concept, viewing it as a critical tool to stem rising college costs and student debt.

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1. Need for Legislation: Affordable Student Housing and Homelessness

- **What problem is this legislation seeking to address?**

Last year, the District released a far-reaching report that shows more than 60% of student respondents experience food insecurity and more than 18% of students experienced homelessness in the past year. With the recent launch of its *CEO Affordability, Food and Housing Task Force*, LACCD has an opportunity to take a significant leadership role on an issue that challenges community college districts and cities across the country.

- **What do we hope to accomplish through this legislation?**

While mayors and governors across the country have identified addressing affordable housing/homelessness as their top priority, the federal government has been slow to come to the table to partner with local governments. However, there is growing awareness in Congress that this issue must be addressed and an appetite for creative solutions at the federal level.

LACCD has an opportunity to lead on a critical issue that has major implications for the nation's future workforce and could galvanize support from districts across the country.

- **What opportunities are there for this legislation in the next session of Congress?**

The Democrats HEA Reauthorization proposal, The AIM Higher Act, specifically addresses the needs of homeless students. It creates a new grant program, authorized at \$150 million per year, to help states, tribes, and territories establish or expand initiatives that help foster and homeless youth successfully transition to college. The grant program would also require states to award funding to institutions wanting to improve financial aid and wrap around services once these students enroll in college. The bill would also require colleges and universities to provide housing options between terms, designate a single point of contact to assist foster and homeless youth, and work with the Department of Education, when necessary, to streamline the financial aid process. The Aim Higher Act would also encourage states to grant in-state tuition rates for foster and homeless students who have not had stable residency. This proposal will be the blueprint for HEA Reauthorization if Democrats regain control of the House.

In addition to legislation, however, this issue provides an opportunity for the District to raise its profile at the national level. Many groups in DC—ranging from the Urban Institute, Center for American Progress, and National League of Cities to the Bipartisan Policy Center—are increasingly focused on housing/homelessness. In addition, there are many private sector partners that are focusing resources in this area—as Jeff Bezos recently announced a \$2 billion philanthropic initiative in this area and Kaiser Permanente announced a \$200 million investment in affordable housing initiatives. There will be many opportunities to highlight the District’s work in this area, while broadening relationships and creating new partnership opportunities.

▪ **Why should this be a priority for LACCD?**

Leadership on the issue of affordable housing/homelessness puts LACCD at the forefront of an issue that is poised to receive increased attention in Congress. By providing a unique perspective—the impact on students and the nation’s future workforce—LACCD has an opportunity to help increase resources for affordable housing/homelessness for one of its most vulnerable populations. With nearly 1 in 5 LACCD students experiencing homelessness, this is a critical issue for the District to address.

2. Please attach copies of any background material in explanation of this bill, or state where such material is available for reference.

S. 1795 Higher Education Access and Success for Homeless and Foster Youth Act (Ranking Member Patty Murray & 3 bipartisan cosponsors, incl. Sen. Feinstein) - Bill would streamline the verification process to determine that a student is independent and remove requirements that they must have that status re-determined every year they are in school. It would also require that homeless and foster students be charged in-state tuition rates. And the bill would direct colleges and universities to publicize financial aid and resources available for those students and to set up a single point of contact on campus to help them find and obtain assistance.

3. Please list likely support and opposition, and the arguments promoting both positions.

There is significant competition for scarce housing dollars. Republicans are reluctant to increase resources and will cite the growing the deficit. Democrats are inclined to be more supportive—but it will be important to build relationships with and to partner with key housing stakeholders, the private sector, cities, and other community college districts in our advocacy efforts.

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1. Need for Legislation: Apprenticeship Programs

- **What problem is this legislation seeking to address?**

There is growing bipartisan support for apprenticeship programs. Our goal is to increase funding and support for these critical programs to ensure that LACCD can expand its cutting edge apprenticeship and pre-apprenticeship programs. The LACCD is at the forefront of career and technical learning, linking training to specific technical and STEM-related professions. Given its long and successful track record covering a wide range of apprenticeship focused curriculum and job experience, it is essential that the District is viewed by Congress and the Administration/Department of Labor as a key participant in the expansion of apprenticeship programs.

Congress and Administration have recently taken action through appropriations to expand apprenticeship programs broadly to meet the demands for technical and career training, including STEM related fields and cybersecurity employment. While the Department of Labor will play the pivotal role on apprenticeships, it will also be coordinating with the Departments of Education, Defense, Justice, Commerce and Energy. (Other agencies of importance with their own specific efforts include Department of Health and Human Services; and the National Science Foundation where the focus is more directly on academic STEM-related learning.)

- **What do we hope to accomplish through this legislation?**

Recently, Reps. Brett Guthrie (R_KY), chair of the Higher Education and Workforce Development Subcommittee, and Susan Davis (D-CA), ranking member of the Subcommittee in the House Education and the Workforce Committee introduced H.R. 6425, The APPRENTICE Act. This bill would authorize an additional \$50 million annually to further expand apprenticeship programs through the Department of Labor. The current FY 2018 level of support is \$145 million, increasing to \$160 million in FY 2019. This bill would seek to add more grant funding to the apprenticeship opportunities while also improving the flow, timeliness and award of competitive grant applications.

While H.R. 6425 focuses on navigability and coordination between Labor and Education apprenticeships (together with other involved agencies such as Defense, Commerce, and Justice), it is particularly focused on “aligning” apprenticeship curricula with local Career and Technical Education programs and taking these programs “to scale”. The District’s experience with how to effectively “align” workplace

curricula to CTE would be an invaluable resource since both members are not only Committee leaders on workforce development and apprenticeships but also are founders and co-chairs of the newly formed bipartisan Apprenticeship Caucus.

Working with both these Committee leaders and establishing ongoing relationships with new senior employment training officials at Dept. of Labor and with post-secondary officials at Dept. of Education would position the District more aggressively to pursue expanded apprenticeship funds.

- **What opportunities are there for this legislation in the next session of Congress?**

H.R. 6425 has an excellent opportunity to be considered in the new Congress. In addition, there are several House and Senate bills designed to further expand funding options for apprenticeships. It is expected that the new Congress will see the re-introduction of these bills with several gaining the support of the House Apprenticeship Caucus as well as the American Association of Community Colleges.

- **Why should this be a priority for LACCD?**

The issue of pre-apprenticeship and apprenticeships play to the unique strength of what the LACCD does well in preparing students for in-demand career technical employment. LACCD has a track record of excellence in curricula development, engaging labor and business, and aligning workforce development to CTE. This expertise dovetails with the momentum we are now seeing in Congress and the Administration focused on expanding apprenticeship opportunities through bipartisan legislation and appropriations. In addition to the introduction of bipartisan bills, both House and Senate have held and will continue to hold hearings on the future direction and funding of apprenticeship programs. While Democrats favor the federally registered, more labor-driven programs and Republicans, more locally and state-defined industry-driven apprenticeships, both sides are working together to find bipartisan solutions in moving forward. In addition, the Administration has been proactive on this issue as well through Executive Order "Expanding Apprenticeships in America" and its recent 40-page Task Force on Apprenticeship Expansion report. Of importance to community colleges is the Administration's directive to the Secretary of Labor to expand access and participation in apprenticeships with community colleges. Lastly, there is broad outside support from post-secondary institutions, labor, business, manufacturers, and professional organizations.

2. Please attach copies of any background material in explanation of this bill, or state where such material is available for reference.

There are several bipartisan bills in the House and Senate including:

S 862, American Apprenticeship Act, introduced by Sens. Amy Klobucher (D-Minn) and Susan Collins (R-ME) and referred to Senate HELP Committee, for Dept. of Labor to make competitive grants to states to

defray the cost of instruction associated with apprenticeships, paying up to 50% of the cost of instruction. Estimated at \$15 million annually.

HR 6099, Apprenticeship Hubs Across America Act, introduced by Reps. Donald Norcross (D-NJ) and David McKinley (R-WVA) and referred to House Education and the Workforce Committee; and its Senate companion bill, S 3061, introduced by Sens. Chris Coons (D-DE) and Todd Young (R-IN) and referred to Senate HELP Committee, to further appropriate \$25 million annually to give grants to workplace hubs that will match employers to apprentices.

HR 3492, providing apprenticeship assistance for veterans, introduced by Reps. Daniel Lipinski (D-IL), Walter Jones (R-NC) and Gwen Moore (D-WI) (along with 12 other co-sponsors), and referred to the House Veterans Affairs Committee, to authorize a pilot program in the Dept. of Veterans Affairs that would subsidize tuition for veterans enrolled in Dept. of Labor-recognized apprenticeship programs.

HR 4078, Expanding America's Workforce Act, co-authored by Rep. Alcee Hastings (D-FL) (with California Republican sponsors Reps. Mimi Walters and Duncan Hunter) and referred to House Education and the Workforce Committee, to implement comprehensive apprenticeship programs through short term workforce Pell Grants and ensures the transfer of credit from apprenticeships to universities through apprenticeship articulation agreements.

Several bipartisan bills deal seeks to enact a business-related tax credit on an individual employee post-apprenticeship period from a Dept. of Labor or state agency-recognized program. On the Senate side, the apprenticeship tax credit bills include S 393, Leveraging and Energizing America's Apprenticeship Program Act, introduced by Sens. Tim Scott (R-SC) and Cory Booker (D-NJ) (along with six other senators); and S 1352, Apprenticeship and Jobs Training Act, introduced by Sens. Susan Collins (R-ME) and Amy Klobucher (D-MN) (along with four other senators). Senate tax credit bills fall within the jurisdiction of the Finance Committee.

On the House side, apprenticeship tax credit bills include HR 3707, Apprenticeship and Jobs Training Act, introduced by Reps. Linda Sanchez (D-CA) and Brian Fitzpatrick (R-PA); HR 2399, Leveraging and Energizing America's Apprenticeship Program Act, introduced by Reps. Daniel Lipinski (D-IL) and Rodney Davis (R-IL); and HR 1190, Workforce Development Tax Credit Act, introduced by Terri Sewell (D-AL) and Byrne Bradley (R-AL) (along with 10 other members). House tax credit bills fall within jurisdiction of Ways and Means Committee.

3. Please list likely support and opposition, and the arguments promoting both positions.

As mentioned in #3, there is broad support for expanding apprenticeships through both legislation and appropriations and solidifying interagency collaboration and participation through various workforce programs at these agencies, as cited above. If there is an issue is how much can be allocated of the discretionary programs, both defense and non-defense in FY 2020 when Congress and the Administration must again wrestle with fashioning another budget agreement that is inclusive of both

defense and non-defense program interests. We will also have to see what change if any the mid-term elections may bring in terms of control of House and Senate chambers and the willingness of both Congress and the Administration to reach a budget agreement.

It will be important as part of LACCD's strategic outreach to continue our ongoing efforts to building working relationships and engagement with key leaders in apprenticeships and CTE outside of our LA County and California delegations. We will also continue to position ourselves with both senior Labor and Education officials. We will work in coordination with the community college advocacy organizations on the broad legislative and funding goals but provide our expertise and recommendations directly to the bipartisan authors on key apprenticeship legislation, beginning with the Guthrie-Davis legislation.

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1. Need for Legislation: DACA

- **What problem is this legislation seeking to address?**

The Trump Administration's Executive Order to end DACA disproportionately affects students studying at LACCD colleges. With nearly 11,000 LACCD DACA students, the legal uncertainty surrounding the order has created chaos, fear and uncertainty for LACCD students and their families. LACCD and the Board of Trustees has taken strong leadership positions to support this vulnerable population. While the court cases challenging the President's DACA Executive Order are likely to make it to the Supreme Court, it is likely that the issue will not be resolved unless Congress takes action.

- **What do we hope to accomplish through this legislation?**

Pass the Dream Act and/or other legislative action to provide legal status and a pathway to citizenship for DACA recipients.

- **What opportunities are there for this legislation in the next session of Congress?**

If Democrats take control of the House, it is likely that passing the Dream Act (or a similar version) will be among their first legislative actions.

- **Why should this be a priority for LACCD?**

Given the large number of DACA students we serve and the impact that the program's legal uncertainty has had on enrollment, this is a critical issue for the District.

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1. Need for Legislation: Veterans Stop Gap Pay

- **What problem is this legislation seeking to address?**

Beginning August 2011, break or interval pay stopped being payable under any VA education benefit program. For student veterans, this means that during vacation periods and for those students unable to take summer session, no benefits are available.

Many veteran students rely on their benefits to make ends meet while they are pursuing an education. However, when classes are not in session, veterans are not able to access their benefits—putting them in a financially precarious position. For many students, this creates a substantial hardship that leaves them scrambling to pay bills, which can result in increased debt and even homelessness. For others, their only option is to find full-time employment, difficult during the holiday season, and subsequently drop out of school.

- **What do we hope to accomplish through this legislation?**

Our goal would be to enact legislation to allow veteran students access to their benefits, even when school is not in session. This would mean, for example, that students would have the option of taking smaller payments for 12 months of the year instead of larger payments for only nine months.

- **What opportunities are there for this legislation in the next session of Congress?**

One potential vehicle for this policy shift would be through report language in the FY 20 appropriations bill. We could also work to have this proposal introduced as stand-alone legislation.

- **Why should this be a priority for LACCD?**

Making it easier for our veteran students to access benefits may help in attracting and retaining veteran students to our campuses. Furthermore, this legislation would help reduce housing and food insecurity among veteran students.

- 2. Please attach copies of any background material in explanation of this bill, or state where such material is available for reference.**

N/A

- 3. Please list likely support and opposition, and the arguments promoting both positions.**

We will want to work with a broad range of stakeholders on this provision. Groups like the National Association of Student Financial Aid Administrators, Student Veterans of America, and other national stakeholders will be important for this effort's success.

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1. Need for Legislation: NSF/STEM Funding

- **What problem is this legislation seeking to address?**

In the 2007, 2010, and 2017 **America COMPETES Act**, Congress authorized the National Science Foundation (NSF) to establish an **Hispanic-Serving Institutions (HSI) Grant Program** to “enhance the quality of undergraduate science, mathematics, engineering and technology and to increase retention and graduation rates of students pursuing associate or baccalaureate degrees in science, mathematics, engineering, or technology.” This proposal provides the funds necessary to carry out the intent of authorizers of the **America COMPETES Act**.

The **HSI Grant Program** seeks to increase the retention and graduation rates of students pursuing associate or baccalaureate degrees in STEM; and is aligned with NSF’s commitment to increase access for underrepresented groups in STEM fields.

The HSI Program supports grants that will:

- Develop and test models for retention of students advancing from lower-division courses to upper-division STEM coursework, including transferring from a two to four-year institutions.
- Create evidence-based approaches that increase graduation rates of students pursuing STEM associate or baccalaureate degrees at HSIs.
- Enhance research that improves understanding of how to build faculty capacity and student opportunities to conduct STEM related research at HSIs through partnerships with other HSIs (e.g., federal labs, research centers, industrial or business organizations, nonprofit entities).
- Increase knowledge about evidence-based approaches to engage student learning and how to broaden the participation of undergrad students majoring in STEM disciplines at HSIs.

Recognizing, important role in increasing the recruitment, retention and graduation rates of Hispanic students pursuing STEM degrees, the House Commerce, Justice, Science (CJS) Subcommittee on Appropriations funded the HSI program at \$50,000,000 investment in the FY 2018 CJS Appropriations bill. This was the first time this authorized program received appropriations funding.

This year, the FY 19 House Appropriations bill allocates \$50 million, while the Senate provides a smaller allocation.

▪ **What do we hope to accomplish through this legislation?**

Our goal is to continue funding for the NSF HSI program in FY 20 and increase its allocation if possible. This year, the District has been especially successful in securing NSF STEM grants. Continued funding from the National Science Foundation would allow LACCD campuses to provide their students the education and skills they need to obtain an advanced degree in STEM fields.

▪ **What opportunities are there for this legislation in the next session of Congress?**

Appropriations

We ask Congress to provide increased funding for the NSF HSI Grant Program in the FY 2020 Commerce, Justice, and Science Appropriations bill.

Authorization

The American Competes Act is set for reauthorization in 2019, giving HSI's a prime opportunity to ask for increased authorization levels for the NSF **HSI Grant Program** and advocate for stronger authorization language to support the program. LACCD representatives should meet with Senate Commerce, Science and Transportation and House Science Committees to discuss HSI STEM scope and direction in the District and reaching "underrepresented" student populations in accord with reauthorization. LACCD should also continue to collaborate with the Hispanic Association of Colleges and Universities on the advocacy for the NSF **HSI Grant Program**.

▪ **Why should this be a priority for LACCD?**

The majority of LACCD students are low-income, first generation, minority students and eight of our campuses are designated as Hispanic Serving Institutions by the U.S. Department of Education. NSF funding is an important resource for community colleges. Additional resources for NSF STEM education initiatives will enable our campuses to provide a more comprehensive STEM curriculum that will allow our graduates to succeed in STEM careers.

LACCD needs to continue to work closely with NSF to share our successful track record working to advance STEM student learning and workforce development and to continue to gain intelligence on how to competitively position the District's programs for NSF HSI funding.

- 2. Please attach copies of any background material in explanation of this bill, or state where such material is available for reference.**

See above

- 3. Please list likely support and opposition, and the arguments promoting both positions.**

Republicans may try to argue against the program's fiscal impact—but there is bipartisan support for continued funding.