
SENATE COMMITTEE ON EDUCATION

Senator Benjamin Allen, Chair

2017 - 2018 Regular

Bill No: AB 2098 **Hearing Date:** June 27, 2018
Author: McCarty
Version: June 18, 2018
Urgency: No **Fiscal:** Yes
Consultant: Brandon Darnell

Subject: Adult Education Block Grant Program: immigration integration.

NOTE: This bill has been amended to replace its contents and this is the first time the bill is being heard in its current form.

SUMMARY

This bill requires the Chancellor of the California Community Colleges and the Superintendent of Public Instruction (SPI), in conjunction with the Statewide Director of Immigration Integration to identify common measures for meeting the needs of immigrant and refugee adults seeking integration, and to identify, by March 1, 2019, common measures for assessing the effectiveness of adult education consortia providing immigrant integration.

BACKGROUND

Existing law:

- 1) Existing law establishes the Adult Education Block Grant Program (AEBGP) under the administration of the Chancellor of the Community Colleges and the to support the effective provision of services that address the education needs of adults in all regions of the state. The Chancellor and SPI were required to divide the state into adult education regions (regional consortia) for this purpose. Existing law also provides for the use and apportionment of funds based upon plans developed by the regional consortia. Existing law also requires, as a condition of funding, approval of an adult education plan that includes specified information for that fiscal year. This information includes an evaluation of adult education needs in the region, a list of entities that provide these services, an evaluation of current levels and types of service, and an evaluation of all funds available to consortium members and other entities, among other things. (Education Code §§ 84900-84913)
- 2) Requires the chancellor and the SPI, in order inform actions taken by the Governor and the Legislature related to adult education, to report to the Director of Finance, the State Board of Education, and the Legislature about the use of the funds and outcomes for adults statewide and in each adult education region. The chancellor and the SPI are required to provide preliminary reports on or before October 30 following each fiscal year for which funds are appropriated for the program and final reports on or before February 1 of the following year. Each report is required to be based on all data available at the time of its submission and to include at least all of the following:

- a) A summary of the adult education plan operative for each consortium.
 - b) The distribution schedule for each consortium.
 - c) The types and levels of services provided by each consortium.
 - d) The effectiveness of each consortium in meeting the educational needs of adults in its respective region.
 - e) Any recommendations related to delivery of education and workforce services for adults, including recommendations related to improved alignment of state programs. (EC § 84917)
- 3) Requires the duties of the Statewide Director of Immigrant Integration to include, but not be limited to, all of the following:
- a) Developing comprehensive statewide report on programs and services that serve immigrants, including immigrants regardless of legal presence. The report is required to include all of the following:
 - i) Federal and state laws, regulations, and policies that create programs or authorize the access or participation of immigrants, including immigrants without legal presence.
 - ii) Programs and services currently managed by a state agency or department to support California immigrants, such as naturalization services and other immigrant assistance programs, and the agency or department responsible for administering the funding or implementing the program.
 - b) Report to the Governor and the Legislature, by January 10, 2017, on the programs and services described above and a statewide plan for better implementation and coordination of immigrant assistance policies and programs.
 - c) Develop an online clearinghouse of immigrant services, resources, and programs by January 10, 2017.
 - d) Monitor the implementation of statewide laws and regulations that serve immigrants.

ANALYSIS

This bill requires the Chancellor of the California Community Colleges and the Superintendent of Public Instruction, in conjunction with the Statewide Director of Immigration Integration to identify common measures for meeting the needs of immigrant and refugee adults seeking integration, and to identify, by March 1, 2019, common measures for assessing the effectiveness of adult education consortia providing immigrant integration. Specifically, this bill:

- 1) Adds Statewide Director of Immigrant Integration to list of recipients for the chancellor and Superintendent of Public Instruction (SPI) report on the use of funds and outcomes for adults statewide and in each adult education region.
- 2) Adds recommendations related to the delivery of immigrant integration to that report.
- 3) Requires the Chancellor of the California Community Colleges (the chancellor) and the SPI, in conjunction with the Statewide Director of Immigrant Integration, for purposes of the report, to identify common measures for meeting the needs of immigrant and refugee adults seeking integration in eight specific goal areas.
- 4) Requires the chancellor, the SPI, and the Statewide Director of Immigrant Integration to at least accomplish both of the following:
 - a) Define the specific data each consortium shall collect.
 - b) Establish a menu of common assessments and policies regarding placement of adults seeking immigrant integration into adult education programs to be used by each consortium to measure educational needs of adults and the effectiveness of providers in addressing those needs.
- 5) Requires the chancellor and the SPI, in conjunction with the Statewide Director of Immigrant Integration, as applicable, to identify, by March 1, 2019, the measures for assessing the effectiveness of consortia for purposes of the report that include immigrant integration in the following eight goal areas, as applicable:
 - a) Increased economic security.
 - b) Improved English proficiency.
 - c) Increased credentials and residency.
 - d) Increased health and well-being.
 - e) Increased educational and career advancement.
 - f) Increased first language literacy.
 - g) Improved provision for children and family.
 - h) Increased participation in civic and community life.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “Currently, the Adult Education Block Grant framework only accounts for metrics that evaluate outcomes in academic literacy and joining the workforce. Additional metrics for immigrant and refugee students who may not yet have the skills to demonstrate these outcomes are

critical. Ensuring these students are not left behind is vital as adult education programs seek to focus on programming for which clear outcomes and progress can be measured.”

- 2) **History.** In a December 2012 report, *Restructuring California's Adult Education System*, the Legislative Analyst's Office identified several weaknesses with the existing adult education system, a bifurcated system in which both K-12 and community colleges offered courses subject to distinctly different policies. In 2013 the Governor proposed, and the Legislature approved, AB 86 (Budget Committee, Chapter 48, Statutes of 2013) which charged the SPI and the California Community Colleges Chancellor's Office with jointly implementing an adult education planning process. AB 86 also appropriated \$25 million to distribute to regional consortia, composed of at least one K-12 Adult and one community college district, to develop joint plans for serving adult education students in their region. Across the state, 70 consortia were formed, representing all 72 community colleges and 320 K-12 school districts. In September 2014, the Legislature also passed SB 173 (Liu, Chapter, Statutes of 2014) which required the California Department of Education and Chancellor's Office to develop joint recommendations for assessment and placement practices, accountability, and fees.

Among other things, consortia were asked to develop plans to address the five program areas specified in AB 86 (elementary and basic skills, English as a second language, citizenship and workforce preparation for immigrants, programs for adults with disabilities, short-term Career Technical Education (CTE) programs with high employment potential, and programs for apprentices). Each consortium was also required to identify current adult education services and service gaps and to develop a joint plan to address them.

- 3) **Adult Education needs.** According to the 2015 Adult Education Regional Planning Report required by AB 86 and SB 173, there is a significant and growing demand for adult education in California. The report notes that about 15.3 million adults are in the population groups targeted by the five AB 86 adult education program areas. These include:
- a) 5.2 million adults without a high school diploma or GED.
 - b) 8 6.2 million adults with limited English proficiency.
 - c) 1.1 million adults eligible for citizenship courses.
 - d) 1.9 million adults with disabilities.
 - e) About 500,000 unemployed adults lacking a high school diploma, and over 500,000 young adults (age 20-24) who are unemployed.

The report notes that other factors driving demand for adult education include layoffs related to the 2008 recession and immigration reform at the national level. Immigration reform is projected to add 5.2 million to those seeking adult education nationally, with 1.5 million of these individuals in California.

4) **Adult Education Block Grant.** Chapter 13 of 2015 (AB 104, Committee on Budget), created the Adult Education Block Grant (AEBG). The 2015-16 Budget Act provides approximately \$500 million in ongoing Proposition 98 funding for the block grant. The state provided this funding to further a restructuring of adult education services begun in 2013. Under the restructuring, adult education providers formed regional consortia to improve coordination and better serve the needs of adult learners within each region. According to the Legislative Analyst, adult education providers have formed 71 regional consortia with boundaries that coincide with community college district service areas. Formal membership in consortia is limited to school and community college districts, county offices of education (COEs), and joint powers agencies (JPAs). Each formal member is represented by a designee of its governing board. With input from other adult education and workforce service providers (such as local libraries, community organizations, and workforce investment boards), the consortia have developed regional plans to coordinate and deliver adult education in their regions. Only formal consortia members may receive AEBG funding directly. A formal member, however, may pass through AEBG funding to other adult education providers if called for in the regional plan. State law authorizes consortia to use block grant funds for programs in seven adult education instructional areas:

- Elementary and secondary reading, writing, and mathematics (basic skills).
- English as a second language and other programs for immigrants.
- Workforce preparation for adults (including senior citizens) entering or re-entering the workforce.
- Short-term career technical education with high employment potential.
- Pre-apprenticeship training activities coordinated with approved apprenticeship programs.
- Programs for adults with disabilities.
- Programs designed to develop knowledge and skills that enable adults (including senior citizens) to help children to succeed in school.

5) **Immigrant integration measures.** This bill adds new immigrant integration measures into the reporting requirements for the evaluation of adult education consortia programs. These measures are based on metrics developed by the Alliance for Language Learners' Integration, Education and Success (ALLIES), which was launched by the Silicon Valley Community Foundation in 2010, to offer an innovative way to identify and measure the critical factors for successful immigrant integration. A 2016 ALLIES white paper, *Immigrant Integration Framework: From English Learning to Full Participation*, outlines the immigrant integration framework. According to the white paper, ALLIES and the South Bay Consortium for Adult Education (SBCAE) convened a multi-stakeholder design group in 2016 to further the development of an immigrant integration pathway. The multi-stakeholder design group included representatives from Mission

college, Campbell Adult and Community Education, Sacred Heart Community Services, Catholic Charities of Santa Clara County, City of San Jose Office of Immigrant Affairs, Santa Clara County Office of Immigrant Relations, ALLIES and the South Bay Consortium for Adult Education. The draft Goal Maps and metrics were presented in a symposium in July 2016, where representatives of over twenty community-based organizations conducted a close review of Goal Maps, metrics and possible uses for the framework.

- 6) **Author's amendment.** In order to recognize the diversity of adult education consortia programming, the author would like to amend the bill to clarify the not all consortia need to collect immigrant integration data. Accordingly, the author would like to amend Section 84921(b)(1), as follows: "Define the specific data each consortium shall may collect." Staff recommends that the bill be amended to reflect the author's intent. **Staff recommends that the bill be amended to reflect the author's intent.** *The author may also wish to consider revising the March 1, 2019 deadline for identifying the measures for assessing the effectiveness of consortia, as it relates to immigrant integration, in order to allow sufficient time.*

SUPPORT

Alliance for Language Learners' Integration, Education and Success (ALLIES)
California Adult Education Administrators Association
California Council for Adult Education
California Immigrant Policy Center
Chinese for Affirmative Action

OPPOSITION

None received

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