

Date of Hearing: June 24, 2025

ASSEMBLY COMMITTEE ON HIGHER EDUCATION

Mike Fong, Chair

SB 670 (Cervantes) – As Amended April 10, 2025

**[Note: This bill is double referred to the Assembly Committee on education, where the Committee will hear it as it relates to issues under the Committee’s jurisdiction.]**

**SENATE VOTE:** 37-0

**SUBJECT:** Adult Education Program: immigrant integration

**SUMMARY:** Updates the definition of immigrant integration for purposes of Adult Education Programs in California. Specifically, **this bill**:

- 1) Amends the definition located within an article of Education Code pertaining to Adult Education Programs in the State of California to read as follows:
  - a) “Immigrant integration” means a two-way process in which immigrants and the receiving society work together to build secure, thriving, cohesive, and inclusive communities. In the process, immigrants are embraced and welcomed by the receiving society with effective, culturally relevant, and linguistically accessible programs and services that facilitate their linguistic, economic, civic, and social integration and provide upward social and economic mobility, increased civic participation, and multigenerational integration, and service providers encourage immigrants to maximize their contribution to the economic and civic life of their communities.

**EXISTING LAW:**

- 1) Establishes the Adult Education Program under the administration of the Chancellor of the California Community Colleges (Chancellor) and the Superintendent of Public Instruction (SPI) (Education Code (EDC) Section 84900).
- 2) Authorizes the Chancellor and the SPI, with advice from the executive director of the State Board of Education to divide the state into adult education regions based on specified factors and approve one adult consortium for each adult education region (EDC Section 84902 and 84904).
- 3) Authorizes the Chancellor and the SPI, with advice from the executive director to approve the rules and procedures for each consortium regarding membership, funding and use of funds, governing structure, and decision making procedures, as defined. Permits any community college district, school district, county office of education, or any combination residing in the adult education region to be a member of the adult education consortium (EDC Section 84905).
- 4) Requires the Chancellor and the Superintendent, when determining the need for adult education, to consider measures related to adult population, employment, educational attainment, and adult literacy (EDC Section 84911).

- 5) Stipulates funds provided to Adult Education Programs are to be used to support the following:
  - a) Programs in elementary and secondary basic skills, including the procurement of a high school diploma or a high school equivalency certificate (GED);
  - b) Programs for immigrants eligible for educational services in citizenship, English as a second language (ESL), and workforce preparation;
  - c) Programs for adults that are related to entry or reentry to the workforce;
  - d) Programs for adults with disabilities;
  - e) Programs in career technical education that are short term and have high employment potential;
  - f) Programs offering pre-apprenticeship training activities; which, are offered in coordination with one or more approved apprenticeship programs, as defined;
  - g) Indirect cost related to Adult Education Programs, as defined (EDC Section 84913, subdivision (a)).
- 6) Requires the Chancellor and the SPI to report to the Department of Finance, the Statewide Director of Immigrant Integration, the California State Board of Education, and the Legislature about the use of funds by Adult Education Programs and the educational outcomes for adults with each region of the state. The report shall include the following:
  - a) A summary of the adult education plan operative for each consortium;
  - b) The fiscal 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; and,
  - e) Any recommendations related to the delivery of education, immigration integration, and workforce services for adults, including recommendations related to improvement alignment of state programs (EDC Section 84917, subdivision (a)).
- 7) Requires Chancellor and SPI, in consultation with the Statewide Director of Immigrant Integration and adult education providers, to identify common measures for meeting the needs of immigrant and refugee adults seeking integration. Stipulates at a minimum the Chancellors, SPI and the Statewide Director of Immigrant Immigration:
  - a) Define the specific data each consortium may collect; and,

- b) Establish a menu of common assessment and policies to be used by adult education programs for the placement of adult seeking immigrant integration into adult education (EDC Section 84920, subdivision (a and b)).
- 8) Requires by July 1, 2019, for the Chancellors, SPI, and Statewide Director of Immigrant Integration to identify measurements for evaluating the effectiveness of a consortia in providing services to adults. The data will include:
- a) How many adult are served by members of the consortium;
  - b) How many adults improved their literacy skills;
  - c) How many adults received immigration integration in the areas consistent with English literacy and civils, as defined;
  - d) How many adults received high school diplomas or earned a GED;
  - e) How many adults completed postsecondary education certificates, degrees, or training programs;
  - f) How many adults were placed into jobs; and,
  - g) How many adults saw their wages improve as a result of the Adult Education Program (EDC Section 84920 subdivision (e)).

**FISCAL EFFECT:** The Senate Committee on Appropriations determined the cost associated with the measure was minor and absorbable pursuant to Senate Rule 28.8.

**COMMENTS:** *Need for the measure.* As explained by the Author, “California is home to a vibrant and diverse population of over 10.6 million immigrants, representing 22% of the nation’s foreign-born residents. Despite their significant presence, many immigrant adults encounter a range of complex and interrelated challenges that hinder their economic advancement and integration into the fabric of our state and country. These challenges often include limited proficiency in English, which can restrict job opportunities and social interactions. Many find themselves trapped in low-wage employment, struggling to make ends meet, while others lack permanent legal status, leaving them vulnerable and without access to certain benefits and protections. Additionally, low levels of formal education can further impede their ability to secure higher-paying jobs, and a lack of familiarity with American culture, societal norms, and institutions can create barriers to navigating everyday life. To combat these issues, adult education programs operating within workforce development and adult education systems strive to provide essential services aimed at reducing these barriers and facilitating integration. However, the policies and program designs that underpin these initiatives frequently fail to recognize the distinct needs and characteristics of immigrant populations compared to their U.S.-born counterparts. This oversight can lead to a mismatch between available resources and the actual needs of immigrant adults, resulting in programming that is neither effective nor equitable in helping them achieve their goals.”

The Author contends the need for SB 670 as the measure “seeks to establish a clear definition of immigrant integration in order to enhance both the effectiveness and equity of adult education programs. The legislation recognizes that successful integration depends not only on English proficiency but also on civic participation and economic inclusion. These elements are vital for the success of immigrants, their families, and the communities they choose to call home. By focusing on creating more responsive and integration-centered programming, SB 670 aims to offer support that helps via its integrated definition the ability to navigate the complex landscape of services available to them. This includes providing accessible pathways that enable them to engage with other important resources, such as education, job training, and community services. Given that immigrants often constitute a significant demographic within adult skills systems—frequently making up a large minority or even the majority of individuals enrolled in programs, especially those lacking a high school diploma or its equivalent—this initiative is especially important. Enhancing these programs to better cater to the needs and experiences of immigrants will ultimately strengthen the fabric of our communities and promote a more inclusive society.”

*Adult Education in California.* Adult education is a public education program, which offers free to low-cost classes to those considered to be adults, ages 18 or older. In California, adult education courses are offered by the California Community Colleges (CCC), libraries, community-based organizations, and adult schools operated by local education agencies. These providers address the evolving need of adults with pre-collegiate skills and knowledge necessary to be productive citizens, workers, and family members.

In 2013, the Legislature in partnership with Governor Brown passed AB 86 (Committee on Budget), Chapter 48, Statutes of 2013 which restructured California’s adult education system by creating the adult education regional consortia. The intention was to address longstanding concerns from providers about the lack of coordination by requiring each provider to become a member of a consortia and work collaboratively with other providers to create an adult education plan to meet the civic and basic skill needs of adults in a specific region. Consortia membership is limited to local education agencies, community college districts, county offices of education, and joint powers agencies.

Currently, there are 71 adult education regional consortiums throughout the state, who in 2023-2024 provided educational services to 690,858 adults.<sup>1</sup> The 71 regional consortia consist of 72 community college districts and close to 300 school districts who work together to provide educational services to adults across the state. Each consortium is self-governed by a board made of members of the consortium who collectively create an education plan and disburse funding for the provision of adult education courses. Consortium members are authorized and receive state funding for the following courses or programs: courses in parenting, courses in elementary and secondary basic skills, courses required for a high school diploma, courses in English as a second language, courses to assist immigrants in obtaining citizenship, courses for adults with disabilities, courses for short-term career education, courses for senior citizens, courses in home economics, courses in health and safety education, and pre-apprenticeship programs.

Each year the Chancellor and the SPI are statutorily required to produce a report on the outcomes of adult learners who participated in adult education programs. The last available report contains

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<sup>1</sup> [https://datavista.cccco.edu/data\\_views/caep\\_score\\_card](https://datavista.cccco.edu/data_views/caep_score_card)

enrollment, skill gains, and outcome data from academic year 2020-2021. Of the 429,203 adult learners served:

- 340,587 completed 12 or more hours of instruction;
- 12,354 obtained a high school diploma or a GED;
- 41,968 completed a postsecondary education credential;
- 60,418 transitioned to postsecondary education;
- 26,475 English as a second language learners transitioned to non-developmental credit college course; and
- 65,774 English as a second language learners transitioned to career technical education programs.<sup>2</sup>

*Immigrant integration.* Adult Education Programs provide educational services that would enable adults to achieve competency in the English language and acquire the skills necessary to function effectively as parents, workers, and citizens in the United States. Despite this duty, adult education programs have not always provided progress data on the achievements of adult learners who also identify as immigrants and refugees. To address the missing metric, AB 2098 (McCarty and Thurmond), Chapter 751, Statutes of 2018, required the Chancellor and the SPI to create a method for assessing the effectiveness of adult education programs in providing immigrant integration for immigrants and refugee adults seeking services. AB 2098 (McCarty and Thurmond) required the SPI and Chancellor to work in concert with the Statewide Director of Immigrant Integration and adult education providers.

To achieve the requirements delineated by AB 2098 (McCarty and Thurmond), a workgroup was formed to complete a report with recommendations for how adult education consortiums could collect data to improve the outcomes of immigrant integration. The workgroup included the California Department of Education, the Chancellor's Office of the CCC, the Governor's Office and 10 additional members representing K-12 adult schools, community colleges, the California State Labor and Workforce Agency, California Department of Social Services, California Immigrant Policy Center, and Chinese for Affirmative Action.<sup>2</sup> The workgroup concluded its work in 2019 and published a report with five recommendations with specific action steps for how each recommendation could be fulfilled.<sup>3</sup>

At the time of the publication of this analysis, Committee staff were unable to ascertain if all recommendations from the AB 2098 Workgroup Report were implemented by adult education programs. A research brief from the Higher Roads Alliance suggests the recommendations from the AB 2098 Workgroup Report were assimilated into a Ten-Element Immigrant Integration

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<sup>2</sup> <https://www.cccco.edu/-/media/CCCCO-Website/docs/report/2020-21-california-adult-education-program-all1y.pdf?la=en&hash=C7DD4247F8239F45CDE8D3E080885D0087A922FE>

<sup>3</sup> <https://caladulthood.org/DownloadFile/925>

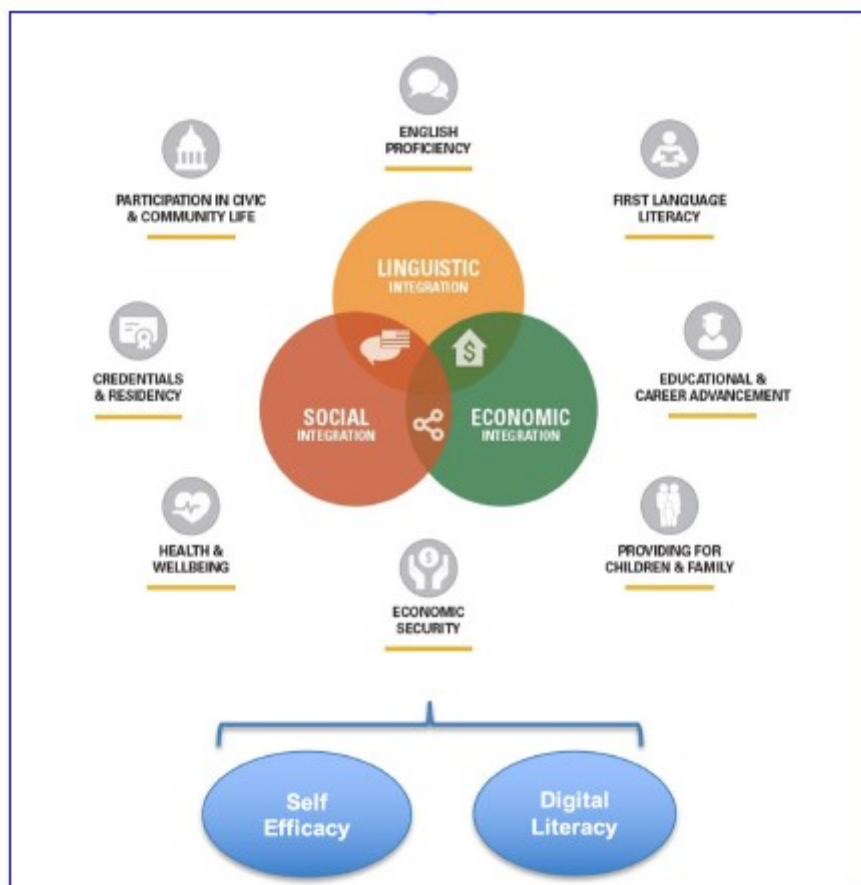


Figure 1. California's Ten-Element Immigrant Integration Framework (IIF)

Framework (see graphic below) and each adult education consortium addresses the elements through a range of services.<sup>4</sup>

The Chancellor's Office 2020-2021 Adult Education Program report, confirms:

“The California Adult Education Program office developed short-term and long-term goals aligned to the recommendations in the report, including identifying metrics that would help capture COAPPS and other immigrant integration measures, such as Civics course enrollment. A new metric was created—Participants Who Completed an Immigrant Integration Milestone—and integrated into the Adult Education Pipeline Dashboard.”<sup>2</sup>

The Adult Education Pipeline Dashboard identifies “Participants Who Completed an Immigrant Integration Milestone” as participations who have completed an El Civics Course or a Civic Objective and Additional Assessment Plan milestone.<sup>5</sup> In 2021-2022, the dashboard identified 57,733 students as completing an Immigrant Integration Milestone.<sup>6</sup>

<sup>4</sup> <https://caladulthood.org/DownloadFile/1120>

<sup>5</sup> [https://www.calpassplus.org/LaunchBoard/Adult-Education-Pipeline-MDD?metric=400#\\_Toc120795680](https://www.calpassplus.org/LaunchBoard/Adult-Education-Pipeline-MDD?metric=400#_Toc120795680)

<sup>6</sup> <https://www.calpassplus.org/LaunchBoard/Adult-Education-Pipeline.aspx>

AB 670 (Cervantes) would statutorily adopt a recommendation from the AB 2098 workgroup by adopting a definition of immigrant integration into the Education Code sections pertaining to adult education programs.

*Arguments in support.* As stated by the sponsors of the measure, California Council for Adult Education (CCAЕ ) and the California Adult Education Administrators Association (CAЕAA), “SB 670 rightly defines immigrant integration as a two-way process that not only describes the role of the receiving community (embracing and welcoming immigrants) but also solidifies the importance of active engagement, contributions, expectations and responsibilities of immigrants. Literature emphasizes the importance of collaboration and co-creation of cohesive communities by both immigrants and the established community as a dynamic process. Further, the inclusion of multigenerational integration is of great value given its alignment with the California Adult Education program area of 'parents supporting K-12 success.’”

**REGISTERED SUPPORT / OPPOSITION:****Support**

Association of California School Administrators  
Association of Community and Continuing Education  
California Adult Education Administrators Association  
California Charter Schools Association  
California Council for Adult Education

**Opposition**

None on file.

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