

Date of Hearing: August 30, 2018

ASSEMBLY COMMITTEE ON HIGHER EDUCATION

Jose Medina, Chair

AB 2098 (McCarty and Thurmond) – As Amended August 17, 2018

SUBJECT: Adult Education Block Grant Program: immigration integration.

SUMMARY: Requires the California Community Colleges (CCC) Chancellor and the Superintendent of Public Instruction (SPI), with input from the Statewide Director of Immigration Integration and adult education program providers, to identify common measures for meeting the needs of immigrant and refugee adults seeking integration, and to identify, by July 1, 2019, measures for assessing the effectiveness of adult education consortia providing immigrant integration. Specifically, **this bill:**

- 1) Requires the CCC Chancellor and the SPI, with input from 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.
- 2) Specifies that the common measures be consistent with, but not limited to, the English literacy and civics (EL Civics) education program's Civic Objectives and Additional Assessment Plans under Title II of the federal Workforce Innovation and Opportunity Act (WIOA).
- 3) Requires, at a minimum, the CCC Chancellor and the SPI to:
 - a) Define the specific data each consortium may collect; and,
 - 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 the providers in assessing those needs.
- 4) Extends the deadline to July 1, 2019, for the CCC Chancellor and the SPI to identify the measures for assessing the effectiveness of consortia that will be used in the required report.
- 5) Requires the measures in (4) above, to include immigrant integration in areas, consistent with but not limited to, those already identified for English literacy and civics under Title II of the federal WIOA, including increased participation in civic and community life.
- 6) Makes technical and clarifying changes.

EXISTING LAW:

- 1) Authorizes both the CCC and K-12 systems to offer and receive state funding for adult education courses (Education Code (EC) Sections 41976 and 84757).
- 2) Charges the CCC Chancellor's Office (CCCCO) and the California Department of Education (CDE) to jointly implement an adult education planning process; authorizes the CCCCCO and the CDE to distribute \$25 million to regional consortia to develop plans with the shared goal

of better serving the educational needs of California's adult learners; and, specifies that the following five areas are to be addressed in the plans:

- a) Elementary and secondary basic skills, including classes required for a high school diploma;
 - b) Classes and courses for immigrants in English as a second language, citizenship, and workforce preparations;
 - c) Education programs for adults with disabilities;
 - d) Short-term career technical education programs with high employment potential; and,
 - e) Programs for pre-apprenticeship training activities (EC Section 84830).
- 3) Establishes the Adult Education Block Grant (AEBG) Program under the administration of the CCC Chancellor and the SPI to support the effective provision of services that address the education needs of adults in all regions of the state. The CCC Chancellor and SPI were required to divide the state into adult education regions (regional consortia) for this purpose. Existing law provides for the use and apportionment of funds based upon plans developed by the regional consortia. Existing law 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 (EC Sections 84900-84913).
- 4) Requires the CCC Chancellor and the SPI, in order to 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 CCC 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 Section 84917).

- 5) 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; and,
 - 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) Reporting 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) Developing an online clearinghouse of immigrant services, resources, and programs by January 10, 2017; and,
 - d) Monitoring the implementation of statewide laws and regulations that serve immigrants. (Government Code Section 65050).

FISCAL EFFECT: According to the Senate Appropriations Committee:

- 1) The Chancellor's Office estimates General Fund (GF) costs of up to \$100,000 for various administrative activities to comply with this measure, including the cost to align current EI Civics assessments and applications with the new immigrant integration measures. The CDE may also incur additional GF costs, likely to be minor, to provide technical assistance and provide data for reporting.
- 2) While the Adult Education Block Grant has received over \$500 million in ongoing Proposition 98 funding each year since it was created in 2015 (\$526.6 million for 2018-19), this bill could create pressure to expand services for this target population which could then lead to additional pressure for the state to increase funding for the block grant.

COMMENTS: *Assembly Rule 77.2.* This measure was referred to this Committee and the Assembly Committee on Education, pursuant to Assembly Rule 77.2.

AB 86 regional consortia. The Governor, in January 2013, proposed in his 2013-2014 budget, shifting the coordination and administration of all adult education programs to the CCC. The K-12 adult education program would be eliminated, but CCC could contract with school districts to provide instruction. Due to concerns about the timing and structure of the proposal, the Governor's May 2013 revision of the budget withdrew the proposal and instead maintained the current system for two years while allocating \$30 million for planning grants awarded to regional consortia comprised of CCC and K-12 districts for the purpose of creating plans to integrate

existing programs and determine how best to serve adult students within regions throughout the state. The budget adopted by the Legislature reduced the planning grants to \$25 million and adopted trailer bill language in AB 86 (Chapter 48, Statutes of 2013).

AB 86 specified that the plans developed by the regional consortia shall only include the provision of the following programs:

- 1) Elementary and secondary basic skills (GED);
- 2) Classes and courses for immigrants (citizenship, English as a second language);
- 3) Education programs for adults with disabilities;
- 4) Short-term career technical education programs; and,
- 5) Programs for apprentices.

AB 104 (Chapter 13, Statutes of 2015) Adult Education Block Grant (AEBG). The 2015-2016 budget allocated \$500 million and created the AEBG program to provide adult education services through regional consortia. The CCC Chancellor and the SPI jointly approve consortia, including governance structures and funding allocations, with the advice of the Executive Director of the State Board of Education.

The 71 AEBG consortia are distributing funds to enhance consortium-wide outcomes.

Need for the measure. According to the author, "The Adult Education Program framework fails to account for the needs and outcomes of immigrant and refugee students who may not yet measure up against the Program's current academic literacy and career progress metrics".

The author contends that, "Unfortunately, the statute and overall Adult Education Program framework does not explicitly provide for these types of immigrant integration metrics relative to demonstrating outcomes and accountability for student success".

This measure adds new immigrant integration measures into the reporting requirements for the evaluation of adult education consortia programs. The measures are required to be consistent with, but not limited to, the EL Civics education program's Civic Objectives and Additional Assessment plans under WIOA.

To note, according to U.S. Department of Education, the aforementioned plans include "education services provided to English language learners who are adults, including professionals with degrees and credentials in their native countries, that enables such adults to achieve competency in the English language and acquire the basic and more advanced skills needed to function effectively as parents, workers, and citizens in the United States. Such services shall include instruction in literacy and English language acquisition and instruction on the rights and responsibilities of citizenship and civic participation, and may include workforce training."

Immigration integration. According to the Alliance for Language Learners' Integration, Education and Success (ALLIES), immigration integration consists of a two-way dynamic

process, whereby immigrants and the societies they join, work collectively to establish vibrant and cohesive communities. Immigration integration allows people to succeed through progress in three overall areas: linguistic integration, economic integration, and social integration.

To note, Governor Brown appointed a Director of Immigrant Integration, within the Governor's Office, to coordinate a wide range of state initiatives for immigrant integration on March 11, 2016.

REGISTERED SUPPORT / OPPOSITION:

Support

Alliance for Language Learners' Integration, Education and Success
Association of Community and Continuing Education
California Council for Adult Education
California Adult Education Administrators Association
San José Evergreen Community College

Opposition

None on file.

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