



**2022 REPORT**

# Examining CAEP Student Experiences Through Data: An analysis of the California Adult Education Program

California Community Colleges Chancellor's Office | Eloy Ortiz Oakley, Chancellor

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## Executive Summary

The California Adult Education Program (CAEP) offers educational programs tailored for adults through 71 regional consortia and about 400 members including K-12 and community college districts. The consortia utilize nearly \$600 million in annual funds from the state for programs such as adult basic and secondary education, English as a second language courses, career and technical education courses and pre-apprenticeship training activities. CAEP is a critical engine to drive student success and equity in California Community Colleges as called for by the system's north star, the *Vision for Success*, in alignment with the goals of the state legislature and the Governor's Council for Post-Secondary Education. The California Community Colleges Chancellor's Office (Chancellor's Office) joins these entities and the California Department of Education in desiring to ensure that CAEP programs help improve students' employability and career mobility and strengthen the state's economy.

This brief summarizes findings from two recent evaluations of CAEP. First, Workforce Enterprise Solutions (WES) produced two reports at the request of CAEP leadership, analyzing data from CAEP members in 2017-2018, 2018-2019 and 2019-2020, including hours of instruction and expenditures disaggregated by the system (K-12 and community colleges) and compared across provider types for a three-year period. Second, the Chancellor's Office sought to better understand whether the expenditures and hours of instruction in CAEP are increasing racial equity and ensuring that students access high-quality programs, persist, complete their educational goals and find jobs with living wages. The Chancellor's Office cannot make definitive causal connections, but it sought to understand where there might be challenges and opportunities to improve by examining outcomes across 16 student success measures in the areas of progress, transition, completion and employment.

The WES analysis produced findings on inputs and outputs of CAEP, such as:

- Hours of instruction increased by 20.1 percent between 2018 and 2020. Nearly all the reported increase in hours was in the community colleges, whose share of instructional hours increased by 11 percentage points from 2019 to 2020.
- Total expenditures increased only slightly by 1.2 percent between 2018 and 2020. Nearly three-fourths (73.8 percent) of total spending was in K-12 school districts, and about one-fourth (26 percent) was in community colleges and community college districts.
- Most CAEP programs saw significant increases in instructional hours (the exception was pre-apprenticeship, which saw a 20.2 percent decrease).
- 87.7 percent of the instructional hours in CAEP during program year 2020 were expended in the following program areas, a pattern similar to that seen in prior years: English as a Second Language/ English Language Civics (ESL/EL Civics),

Short-Term Career and Technical Education (CTE) and Adult Basic Education/Adult Secondary Education (ABE/ASE).

The Chancellor's Office evaluation produced hundreds of findings for disaggregated groups of students across 16 metrics. This brief provides a few examples to demonstrate the types of data available to the Chancellor's Office and the inquiries they might prompt. Some examples include:

- **Examining equity gaps within regions:** 30.3 percent of all students in the Bay Area completed one or more educational foundation levels or demonstrated a skills gain in 2020. Black and African American students achieved this metric at a rate 9.8 percentage points lower than all students in the Bay Area that same year. Asian students are meeting this metric at a rate 10.2 percentage points higher than their regional peers. These disparate outcomes should prompt greater inquiry into policies and practices that may privilege one group over another in a given region.
- **Examining equity gaps across regions:** Across four progress metrics in aggregate, Black and African American students in the San Diego-Imperial (SD-I) region are achieving at a rate of 5.3 percentage points higher than all students in that region. This is a much higher outcome than any other region, which may prompt the Chancellor's Office to explore the policies and practices in SD-I that may be leading to this achievement, with an ultimate goal to scale promising practices to other regions.
- **Examining outcomes by program provider (K-12 or community college):** In all regions, K-12 institutions transitioned more students from English as a Second Language and Adult Basic Education to Adult Secondary Education than did higher education institutions in 2019, the most recent year for which data was available. However, higher education institutions moved more students into post-secondary education from those same programs in almost every region. This may reflect a bias due to the proximity of those programs to the institutions, but it should prompt further inquiry.
- **Examining outcomes across the educational journey:** Across regions, first-time students in CAEP programs are transitioning well (moving between CAEP programs or into post-secondary opportunities), but more can be done to help them progress, complete, and find employment. First-time students in the Los Angeles-Orange County (LA-OC) region appear to be transitioning at a higher rate than their regional counterparts, which may prompt the Chancellor's Office to examine the region's practices to help other regions support first-time students in transition.
- **Examining relationships between funding and outcomes:** For the metric "Participants who Completed One or More Educational Foundation Levels or Demonstrated a Skills Gain," about 37 percent of the variability in outcome is explained by total allocation, illustrating a moderate relationship. Weak relationships exist with most transition measures and some completion measures,

with little to no relationship between allocations and outcomes for employment metrics. The implications of these results are somewhat unclear at this time and will require additional analysis, perhaps through more in-depth qualitative analysis, as well as improving data collection to ensure that analyses accurately reflect activities and outcomes.

These valuable data will inform a closer look at policies, practices, and programs at the Chancellor’s Office, within consortia, and at colleges—in line with the *Vision for Success*—to maximize resources and ensure that California’s Adult Education Program continues to equitably prepare students for employment and life success and contributes to economic growth in the state.

## Introduction

California Assembly Bill 104 established the Adult Education Block Grant (2015, Committee on Budget, Education finance: education omnibus trailer bill). The bill required the Chancellor of California Community Colleges and California's Superintendent of Public Instruction, with the advice of the Executive Director of the State Board of Education, to divide the state into adult education regions and approve one adult education consortium in each region. As a result of this mandate, today Californians can access educational programs tailored for adults through 71 regional consortia and about 400 members of the consortia, including K-12 and community college districts. Adult education programs are guided by three-year plans developed by each consortium which enable them to access apportionment. While the source of funding is still commonly known as the Adult Education Block Grant, the collaborative infrastructure of consortia and providers is now known as the California Adult Education Program (CAEP).

### Figure 1. Description of California Adult Education Program

The California Adult Education Program (CAEP) utilizes roughly \$500 million in annual funds to address the educational needs of California's adult population. The programs include:

- **Adult Basic Education and Adult Secondary Education:** Programs in elementary and secondary basic skills, including programs leading to a high school diploma or high school equivalency certificate.
- **English as a Second Language and Immigrant Services:** Programs for immigrants eligible for educational services in citizenship, English as a second language, and workforce preparation.
- **Workforce Preparation:** Programs for adults, including, but not limited to, older adults, that are primarily related to entry or reentry into the workforce.
- **K12 Success:** Programs for adults, including, but not limited to, older adults, that are primarily designed to develop knowledge and skills to assist elementary and secondary school children to succeed academically in school.
- **Adults with Disabilities:** Programs for adults with disabilities.
- **Career and Technical Education:** Programs in career technical education that are short term in nature and have high employment potential.
- **Pre-Apprenticeship:** Programs offering pre-apprenticeship training activities conducted in coordination with one or more apprenticeship programs approved by the Division of Apprenticeship Standards for the occupation and geographic area.

Since 2015, the state of California has allocated more than \$500 million each year to CAEP. The legislature’s intent is that CAEP programs, through regional consortia that include K-12 and community college districts, better serve adults through multiple programs, including Adult Basic Education (ABE), English as a Second Language (ESL), Adult Secondary Education (ASE), Career and Technical Education (CTE), Education for Adults with Disabilities (AWD) and Education for Adults Supporting their Child’s K-12 Success (Child School Success) (see Figure 1). The programs, located in nearly every community throughout the state, served approximately 615,000 learners in 2019-2020 from all walks of life, the vast majority of whom are people of color, including undocumented learners seeking to improve their English, hopeful workers seeking to earn the equivalent of a high school diploma, and working learners seeking to upskill or reskill.<sup>1</sup>

The outcomes that the legislature seeks for CAEP are directly aligned with the goals and core commitments of the *Vision for Success* – the strategic north star of California Community Colleges (Figure 2). CAEP programs are an important strategy to provide opportunities to all who seek them and break down systemic inequities that block too many students from attaining the career and life they want. The programs are a soft entry point for learners – an opportunity to test their aptitude as a student after a long absence from formal education or to build skills that will help them gain employment or continue their education in post-secondary programs. Importantly, CAEP is an entry point for learners seeking to upskill and reskill to keep pace with changing workforce needs – to provide them support and training to get a job with family-supporting wages and contribute meaningfully to the state economy. Through CAEP, colleges are designing with students in mind and leading the work of partnering across systems. The framework of goals and core commitments provided by the *Vision for Success* is critical to ensuring that colleges meet the intent of the legislature and evaluating outcomes for CAEP students.

The *Vision for Success* also ensures that colleges’ CAEP activities align with and activate recommendations in the report of the California Governor’s Council for Post-Secondary Education, “Recovering with Equity: A roadmap for higher education after the pandemic.” For example, the backbone of CAEP is regional consortia comprising K-12 and community college districts and community-based organizations. These collectives exemplify the partnerships called for in the report that is cross-system, learner-centered and equity-focused and forms the “blueprint for regional and statewide coherence.”

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<sup>1</sup> California Community Colleges LaunchBoard, Adult Education Pipeline.  
<https://www.calpassplus.org/LaunchBoard/Adult-Education-Pipeline.aspx>



## Figure 2. California Community Colleges *Vision for Success*

### **Vision for Success Goals**

1. Increase credential obtainment by 20%
2. Increase transfer access by 35% to UC and CSU
3. Decrease unit obtainment for a degree
4. Increase employment for CTE students
5. Reduce and erase equity gaps
6. Reduce regional gaps

### **Core Commitments**

1. Focus on students' end goals
2. Design and decide with the student in mind
3. Pair high expectations with high support
4. Evidence-based decisions
5. Own student performance
6. Enable innovation and action

Recognizing the significant investment made by many partners, the Chancellor's Office has been working with its partner in CAEP, the California Department of Education, to better understand the inputs and outputs across both systems as well as outcomes for students. This is aligned with many other efforts to better utilize data to track outcomes, establish processes for continuous improvement across all programs and design with the student in mind, as called for by the *Vision for Success* core commitments. In examining CAEP data, the Chancellor's Office can analyze how current structures contribute to successful student outcomes and transitions to continued educational attainment. This report summarizes the results of analyses conducted recently. Findings from the following studies are incorporated into this report:

- Two analyses of expenditures and hours of instruction in the CAEP program by K-12 and community college programs. The reports, one each for the 2018-2019 and 2019-2020 program years, are attached here as Appendices A and B, respectively.
- A longitudinal analysis of student outcomes for CAEP students, disaggregated by region and student demographic characteristics. The analysis covers the years 2016-2017 to 2019-2020 and, where possible, outcomes were disaggregated by implementing entity (K-12 and community colleges) for comparison.

The Chancellor's Office has reviewed these findings with its ultimate goal in mind: to provide instructional programs that strengthen employability and career mobility. The following sections outline some of the findings, outline opportunities for improvement within CAEP and conclude with actions the California Community Colleges will take. These actions will ensure that every Californian can attain the career and life they want through

higher education, no matter their age, socioeconomic background or where they begin their educational journey.

## CAEP REPORT FINDINGS

### BACKGROUND

The 2018-2019 CAEP budget bill language included a new data collection requirement focused on improving the information about the return on investment for each of the seven program areas established by AB 104 in 2015. This bill required “...information from adult schools on the total hours of instruction provided to students and total expenditures in 2017-18, disaggregated by programs.” CAEP program leaders contracted with Workforce Enterprise Services, Inc. (WES) to analyze data from 2017-2018, 2018-2019, and 2019-2020 to report hours of instruction and expenditures disaggregated by the system (K-12 and community colleges) and compare across provider types for a three-year period. This analysis resulted in two reports attached as Appendices A and B, respectively dated April 2020 and May 2021. In late 2021, as the second stage of research, the Chancellor’s Office staff undertook an analysis of longitudinal data for academic years 2016-2017 through 2019-2020 to better understand student outcomes resulting from the expenditures and hours presented in the WES reports. The goals of the Chancellor’s Office analysis, in alignment with the *Vision for Success*, are to deliberately center students by examining the impact of this work on student outcomes, highlight promising practices—especially those that enhance regional equity—and identify opportunities for improvement. A brief listing of the purpose of the three reports and the data included is provided in Table 1.

**Table 1. Description of analyses conducted recently on the California Adult Education Program**

Report Title/Author	Purpose	Focus of Analysis	Disaggregation available	Data Sources
<p>Workforce Enterprise Services Inc. (WES) reports:</p> <ul style="list-style-type: none"> <li>Report on 2018-2019 Expenditures and Hours of Instruction</li> <li>Report on 2019-2020 Expenditures and Hours of Instruction</li> </ul> <p>Researcher: Workforce Enterprise Services, Inc.</p>	<p>Meet the requirements of the 2018-2019 CAEP budget bill language</p> <p>Evaluate new data collection process and quality of data submitted</p> <p>Identify potential associations between expenditures and hours of instruction</p>	<p>Inputs: 2017-2018, 2018-2019, and 2019-2020 expenditures and instructional hours</p>	<p>Implementing entity (e.g., K-12 or community college)</p> <p>CAEP program (e.g., Adult Basic Education or CTE)</p>	<p>Annual reports by consortia to CAEP program leadership</p>
<p>Chancellor’s Office Evaluation of CAEP data</p> <p>Researcher: California Community Colleges Chancellor’s Office, Division of Workforce and Economic Development</p>	<p>Evaluate equity in the achievement of student outcomes by region, consortia, and implementing entity</p> <p>Identify potential associations between allocations and student success</p>	<p>Inputs: Allocations and number of students served</p> <p>Outputs: Adult education progress, outcome, and employment metrics</p>	<p>Demographic characteristics</p> <p>Region</p> <p>Implementing entity (e.g., K-12 or community colleges)</p>	<p>Chancellor’s Office Management Information System (MIS) data, US Census and California Employment Development Department data (compiled by WestEd and Ed Results Partnership)</p>

## REPORTS OUTLINE EXPENDITURES AND INSTRUCTIONAL HOURS: HOW AND WHERE FUNDING IS BEING SPENT AND BY WHOM

The WES reports highlight important findings relative to the California Adult Education Program. In general, hours of instruction in CAEP increased by 20.1 percent between 2018 and 2020. A majority of the more than 78 million hours of instruction in 2020 (57 percent)

were provided by K-12 school districts while 43 percent were provided by community colleges and districts. Almost all of the reported increase in hours was from the community colleges, whose share of instructional hours increased by 11 percentage points from 2019 to 2020. This reflects changes in enrollment that the Chancellor’s Office identified: K-12’s share of CAEP enrollment decreased from 51 percent in 2017 to 43 percent in 2020, while the community colleges’ share increased from 49 percent in 2017 to 57 percent in 2020.<sup>2</sup>

As total hours of instruction increased by 20 percent, total expenditures increased only slightly by 1.2 percent between 2018 and 2020. Nearly three-fourths (73.8 percent) of total spending was done by K-12 school districts, and about one-fourth (26 percent) was spent by community colleges and community college districts (Harmon, 2021).

**Table 2. 2020 Hours of Instruction by Program and Provider Type**

<b>Program</b>	<b>Community College</b>	<b>K-12 School District</b>	<b>Other</b>	<b>Grand Total</b>	<b>Row Percent</b>
ABE/ASE	4,462,931	12,985,625	357	17,448,913	22.35%
AWD	3,906,101	1,151,096	160	5,057,357	6.48%
ESL/EL Civics	19,298,633	17,012,534	100	36,311,267	46.51%
K-12 Success	440,249	1,190,110	0	1,630,359	2.09%
Pre-Apprenticeship	21,701	211,839	0	233,540	0.30%
Short Term CTE	5,159,293	9,588,823	15,440	14,763,556	18.91%
Workforce Preparation	540,637	2,074,468	16,289	2,631,394	3.37%
<b>Grand Total</b>	<b>33,829,545</b>	<b>44,214,495</b>	<b>32,346</b>	<b>78,076,386</b>	<b>100%</b>
<b>Column Percent</b>	<b>43.33%</b>	<b>56.63%</b>	<b>0.04%</b>	<b>100.00%</b>	<b>N/A</b>

Source: Harmon, Tim. (2021). Report on 2019-20 Hours of Instruction and Expenditures. Workforce Enterprise Solutions.

<sup>2</sup> The numbers from the two WES reports are not identical to those in the CO report because the WES reports use hours of instruction as the measure of services provided while the CO report uses enrollment (a count of individual students, each of whom likely received multiple instructional hours).

The WES reports shed light on how hours of instruction and expenditures were split among various CAEP programs (see Figure 1 for program information). While most CAEP programs saw significant increases in instructional hours (the exception was pre-apprenticeship, which saw a 20.2 percent decrease), most of the instructional hours in CAEP were expended in the following program areas; “English as a Second Language/ English Language Civics (ESL/EL Civics), Short-Term Career and Technical Education (CTE) and Adult Basic Education/Adult Secondary Education (ABE/ASE) account for 87.7 percent of all instructional hours during PY 2020, a pattern similar to that seen in prior years” (Harmon 2021). These same three programs accounted for 90.6 percent of all CAEP expenditures as well. However, there were large increases in expenditures for Child School Success, ABE/ASE and AWD and additional decreases in expenditures for Workforce Preparation and Pre-Apprenticeship in this same period. The decreases may reflect the impact of the pandemic at the end of 2019-20, as workforce preparation and pre-apprenticeships may not have been able to shift to online formats, but further in-depth analysis would be needed to confirm this assumption.

Finally, the WES reports addressed the question of whether expenditures were related to costs per hour of instruction. Using correlation analysis, WES demonstrated a small, negative relationship between expenditures and costs per hour in both K-12 and community colleges. This suggests two findings: 1) an effect of economies of scale was not found (for example, programs with larger participant volume are not showing significantly lower unit costs than programs with smaller participant volume); and 2) true unit costs are not being reflected due to expenditures or hours not being accurately reported (evidence of this can be found in the number of extreme values for the cost per hour amount calculated for several members). The WES reports concluded that additional improvement in data collection is needed to ensure CAEP collects the highest quality data.

The WES reports provided CAEP and its stakeholders with critical baseline information about how and where funding is being spent and by whom. However, they shed little light on the return on investment in CAEP or the overall investment impact or benefit for Californians. With the *Vision for Success* as the driver, Chancellor’s Office leaders conducted a supplemental analysis to further understand the opportunities for adaptation and improvements.

## **REPORT EXAMINES EQUITY IN STUDENT OUTCOMES BY REGION TO IDENTIFY CHALLENGES AND OPPORTUNITIES**

With the call of the *Vision for Success* to be more equity-focused and student-centered, the Chancellor’s Office undertook a next-level analysis to understand whether the expenditures and hours of instruction in CAEP are increasing racial equity and ensuring that students access high-quality programs, persist and complete their educational goals and find jobs with living wages. The Chancellor’s Office cannot make definitive causal

connections, but it sought to understand where there might be challenges and opportunities to improve. Optimizing California community college programs for adult learners is a critical strategy to achieve the goals of the *Vision for Success*—namely, to close equity gaps and regional achievement gaps, and to increase the completion of high-quality certificates and degrees. As such, the analysis sought to find promising practices to potentially scale and identify areas where increased focus on students and equity will yield stronger outcomes.

The Chancellor’s Office evaluation, completed in late 2021, contains detailed data on a total of 16 student outcomes metrics disaggregated by region as well as student race/ethnicity, gender and first-time enrollment status. Summarizing all the findings is far beyond the scope of this brief. However, in the sections below, we generally describe what the student outcomes metrics tell us about student journeys in CAEP programs. We focus on a few examples of the types of data the Chancellor’s Office will use to improve policies, processes and practices in California community colleges.

## FINDINGS TELL STORIES ABOUT STUDENT JOURNEYS

The Chancellor’s Office evaluation looked at data for academic years 2016-2017 through 2019-2020 in the following categories:

**Progress** measures the steps and milestones that students are completing on their way to achieving a goal or program status.

- Participants who Completed One or More Educational Foundation Levels or Demonstrated a Skills Gain (“Education Levels”)
- Participants who Attained a Workforce Preparation Milestone (“WP Milestone”)
- Participants who Attained an Occupational Skills Gain (“Skills Gain”)
- Participants who Completed an Immigration Integration Milestone (“Immigration Milestone”)

**Transition** measures students who move between programs or into other adult education or postsecondary opportunities.

- ESL or ABE Participants who Transitioned to ASE (“ESL, ABE to ASE”)
- ESL, ABE and ASE Participants who Transition to Post-secondary (“ESL, ABE, ASE to PostSec”)
- ESL, ABE and ASE Participants who Transition to CTE (“ESL, ABE, ASE to CTE”)
- ESL, ABE and ASE Participants who Transition to Non-developmental College Credit Course (“ESL, ABE, ASE to Non-Dev”)

**Completion** measures students earning certificates, degrees or other credentials.

- Participants who Earned a Post-secondary Non-credit CTE Certificate (“Non-credit Completion”)
- Participants who Completed a Post-secondary Credential (“Credential”)
- Participants who Earned a Diploma, GED or High School Equivalency (“Diploma”)
- Participants who Earned a High Unit Certificate (“High Unit”)
- Participants who Earned a Low Unit Certificate (“Low Unit”)

**Employment** measures the employment success that students achieve after completing their studies.

- Employment 2 Quarters After Exit (“Employment 2Q”)
- Employment 4 Quarters After Exit (“Employment 4Q”)
- Median Annual Earnings (“Earnings”)
- Annual Earnings Compared to the Living Wage (“Living Wage”)

In the Chancellor’s Office evaluation, these data are disaggregated by region to show outcomes for the seven regions funded by the Adult Education Block Grant and disaggregated by student demographics including race/ethnicity, gender and first-time student status. Each region has its own bright spots and areas for improvement depending on the metric or student group; we have chosen to present only a small number of findings in this brief to illustrate how this information can be used to improve the CAEP programs and better help consortia serve students.

Table 3 provides the findings of an analysis of a progress metric: the percentage of participants who completed one or more educational foundation levels or demonstrated a skills gain. The findings are presented as a “gap analysis” showing the gap in figures for the state overall, the region, and the disaggregated student group. For example, 30.3 percent of all students in the Bay Area achieved this metric in 2020. Black and African American students achieved this metric at a rate of 9.8 percentage points lower than all students in the Bay Area that same year. These data indicate that Black and African American, White, Hispanic, Male and First-Time students are not doing as well as their regional peers in 2020. Asian students are meeting this metric at a rate 10.2 percentage points higher than their regional peers.

**Table 3. Completion gaps between groups of students, by race/ethnicity, gender, and first-time status, and all students in the Bay Area on the progress metric “Completed one or more educational foundation level or demonstrated a skills gain.”**

Category	2017	2018	2019	2020
Overall (Bay Area)	29.4%	36.7%	36.9%	30.3%
Asian	8.8%	6.8%	9.6%	10.2%
Black/Afr. Amer.	-9.3%	-6.6%	-9.2%	-9.8%
Hispanic	-1.9%	-0.5%	-1.2%	-1.3%
White	-4.4%	-5.8%	-7.0%	-6.3%
Female	2.2%	2.7%	3.1%	2.3%
Male	-3.1%	-3.8%	-4.3%	-3.1%
1st Time	-0.4%	-5.5%	-6.3%	-7.2%

Table 4 compares achievement gaps for Black and African American students across regions on progress metrics in aggregate.

**Table 4. Completion gaps between Black and African American students and all students on aggregated progress metrics, by region.**

Progress	2017	2018	2019	2020
Bay Area	-1.3%	-0.8%	0.9%	-3.2%
CV-ML	0.1%	0.1%	-0.3%	-2.1%
IE	-1.6%	-0.6%	-2.4%	-5.4%
LA-OC	-3.3%	-3.1%	-1.3%	-2.8%
N-FN	-1.8%	0.0%	4.0%	-2.3%
SD-I	3.9%	4.8%	3.1%	5.3%
SSC	0.6%	3.3%	-0.9%	-3.7%

According to these data, Black and African American students in the Inland Empire (IE) in 2020 succeeded on the aggregate of all progress metrics at a rate of 5.4 percentage points lower than all IE students. At the same time, in San Diego-Imperial (SD-I), Black and



African American students are doing better than all students in SD-I on these aggregated progress measures. Based on findings such as this in the evaluation study, the Chancellor’s Office will follow up to explore the policies and practices in SD-I that may be leading to this achievement, with an ultimate goal to scale promising practices. The vast majority of the seven regions could use help identifying the best way to support Black and African American students in their progression through their adult education experience. Additionally, resources and efforts should be put here to improve equity in this area.

Another example below demonstrates how the evaluation report also disaggregates outcomes by implementing entities (K-12 or community colleges). Tables 5 and 6 are examples of two “transition” metrics, demonstrating whether students are moving from a lower level of adult education to a higher one (Table 5), or even to post-secondary study (Table 6).<sup>3</sup>

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<sup>3</sup> Data from 2020 was not available for these two metrics.

**Table 5. Percentage of students transitioning from English as a Second Language or Adult Basic Education to Adult Secondary Education, by region and implementing entity.**

Region	Entity Type	2017	2018	2019	2020
California	K-12	15%	14%	17%	n/a
California	Higher Ed.	12%	10%	11%	n/a
Bay Area	K-12	13%	12%	16%	n/a
Bay Area	Higher Ed.	7%	8%	4%	n/a
Central Valley/Mother Lode	K-12	22%	19%	20%	n/a
Central Valley/Mother Lode	Higher Ed.	8%	8%	9%	n/a
Inland Empire	K-12	22%	21%	22%	n/a
Inland Empire	Higher Ed.	12%	14%	19%	n/a
Los Angeles/Orange County	K-12	14%	12%	17%	n/a
Los Angeles/Orange County	Higher Ed.	16%	11%	12%	n/a
North/Far North	K-12	34%	54%	44%	n/a
North/Far North	Higher Ed.	9%	7%	8%	n/a
San Diego/Imperial	K-12	9%	13%	13%	n/a
San Diego/Imperial	Higher Ed.	4%	6%	9%	n/a
South Central Coast	K-12	18%	13%	16%	n/a
South Central Coast	Higher Ed.	12%	12%	12%	n/a

Table 5 illustrates that, in all regions, K-12 institutions transitioned more students from English as a Second Language and Adult Basic Education to Adult Secondary Education than did higher education institutions in 2019, the most recent year for which data was available. However, in Table 6, with the exception of the Inland Empire (IE), higher education institutions moved more students into post-secondary education from those same programs.

**Table 6. Percentage of students transitioning from English as a Second Language or Adult Basic Education to Post-secondary study, by region and implementing entity.**

Region	Entity Type	2017	2018	2019	2020
California	K-12	14%	17%	19%	n/a
California	Higher Ed.	28%	24%	25%	n/a
Bay Area	K-12	12%	14%	12%	n/a
Bay Area	Higher Ed.	32%	26%	26%	n/a
Central Valley/Mother Lode	K-12	13%	18%	20%	n/a
Central Valley/Mother Lode	Higher Ed.	25%	31%	25%	n/a
Inland Empire	K-12	9%	14%	16%	n/a
Inland Empire	Higher Ed.	11%	15%	14%	n/a
Los Angeles/Orange County	K-12	16%	21%	24%	n/a
Los Angeles/Orange County	Higher Ed.	26%	26%	27%	n/a
North/Far North	K-12	11%	13%	15%	n/a
North/Far North	Higher Ed.	24%	16%	19%	n/a
San Diego/Imperial	K-12	15%	20%	18%	n/a
San Diego/Imperial	Higher Ed.	36%	17%	19%	n/a
South Central Coast	K-12	9%	9%	13%	n/a
South Central Coast	Higher Ed.	29%	23%	29%	n/a

Given K-12’s expertise in and proximity to secondary instructional settings and community colleges’ expertise in and proximity to post-secondary instructional settings, these transition outcomes may make sense when viewing them by an implementing entity. However, the data disaggregated by region reveal important places for deeper analysis, such as why some regions may be far below the statewide figure, or why some regions are achieving unexpected outcomes. In another example, Table 7 summarizes achievement gaps across all metrics in aggregate (e.g., progress, transition, completion and employment) by region. This provides insight into which consortia appear to be serving first-time students better and in which stage of their education to employment journey. These data show that, across regions, first-time students in CAEP programs are transitioning well, but more can be done to help them progress, complete and find employment. First-time students in the Los Angeles-Orange County (LA-OC) region appear to be transitioning at a higher rate than their regional counterparts.

**Table 7. Achievement gaps between first-time CAEP students and all students on aggregated progress, transition, completion and employment metrics, by region.**

		2017	2018	2019	2020
Progress	Bay Area	-0.5%	-1.8%	-2.6%	-2.4%
Progress	CV-ML	-0.8%	-1.6%	-1.3%	-2.2%
Progress	IE	-0.1%	-1.3%	-1.3%	-2.4%
Progress	LA-OC	-1.2%	-2.8%	-3.1%	-4.5%
Progress	N-FN	-0.7%	-1.0%	-1.7%	-1.5%
Progress	SD-I	-1.4%	-2.9%	-3.9%	-3.9%
Progress	SSC	-2.0%	-1.9%	-3.0%	-2.3%
Transition	Bay Area	0.1%	1.4%	2.1%	n/a
Transition	CV-ML	0.2%	1.5%	2.9%	n/a
Transition	IE	0.3%	0.7%	1.9%	n/a
Transition	LA-OC	-0.3%	1.8%	3.0%	n/a
Transition	N-FN	0.1%	0.5%	2.1%	n/a
Transition	SD-I	1.1%	1.7%	2.9%	n/a
Transition	SSC	-0.4%	1.5%	2.3%	n/a
Completion	Bay Area	0.0%	-0.1%	-0.2%	-0.5%

		2017	2018	2019	2020
Completion	CV-ML	-0.1%	-0.1%	0.0%	-0.3%
Completion	IE	0.0%	0.1%	0.1%	0.0%
Completion	LA-OC	-0.1%	-0.4%	-0.5%	-0.8%
Completion	N-FN	0.2%	0.3%	0.1%	0.3%
Completion	SD-I	-0.3%	-0.5%	0.3%	0.1%
Completion	SSC	0.6%	0.5%	0.3%	-1.1%
Employment	Bay Area	0.7%	1.3%	0.6%	n/a
Employment	CV-ML	0.2%	0.2%	-0.7%	n/a
Employment	IE	1.1%	-0.6%	-1.0%	n/a
Employment	LA-OC	-0.7%	-0.7%	-2.5%	n/a
Employment	N-FN	5.7%	3.4%	2.8%	n/a
Employment	SD-I	-0.7%	0.9%	0.9%	n/a
Employment	SSC	-0.4%	-1.2%	-0.9%	n/a

**Table 8. Amount of Variability in Number of Students Achieving an Adult Education Outcome Explained by Total Consortia Allocation**

Type of Metric	Metric	Percent of Variability Explained
Progress	Education Level Complete	37
Progress	Workforce Preparation	3
Progress	Immigration Milestone	0*
Transition	ESL/ABE to ASE	8
Transition	ESL/ABE to Post-secondary	12
Transition	ESL/ABE/ASE to CTE	18
Transition	ESL/ABE/ASE to Non-developmental Education	12
Completion	Noncredit	17
Completion	Credential	5
Completion	Diploma/GED/Equivalent	15
Completion	High Unit Certificate	2*
Completion	Low Unit Certificate	13
Employment	2 quarters after exit	1
Employment	4 quarters after exit	0
Employment	Living wage	1

*\*These weak relationships are likely due to a small number of consortia with the related program (for immigration) or completions (high unit certificate).*

Finally, in an initial examination of the relationship between funding and outcomes, the Chancellor’s Office evaluation attempted to determine whether there is a relationship between total allocations to consortia and the number of students achieving specific student outcomes.

As seen in Table 8, for the metric “Participants Who Completed One or More Educational Foundation Levels or Demonstrated a Skills Gain,” about 37 percent of the variability in outcome is explained by total allocation, illustrating a moderate relationship. Weak relationships exist with most transition measures and some completion measures, with little to no relationship between allocations and outcomes for employment metrics. The

implications of these results are somewhat unclear and require further analysis if they are to inform next steps for the statewide CAEP program. For example, regional allocations are provided to consortia based on specific population characteristics related to that region's need for adult education,<sup>4</sup> so we should expect to see a stronger relationship between higher allocations and the number of student achievements since there are more individuals eligible for CAEP services. Instead, the results here could suggest that some consortia are specializing in specific outcomes (e.g., focusing on the transition to Adult Secondary Education or Post-secondary Education instead of both); or, that there are some high-impact/low-cost practices that are being implemented by some consortia. Getting to these answers will require additional analysis, perhaps through more in-depth qualitative analysis, as well as improving data collection to ensure that analyses accurately reflect activities and outcomes.

## Next Steps

Between the WES findings and the evaluation, the Chancellor's Office has a great deal of data to better understand how CAEP is contributing to state and system goals. Indeed, more can be done to examine analyses within and across reports to find opportunities to better activate the *Vision for Success* core commitments and close equity gaps. This will require tough questions and critical examination of programs, policies, and processes at the Chancellor's Office, within consortia and at colleges. For example, stakeholders across those entities might use the data and ask questions such as:

- Which regions are spending the most or least per pupil? Are there links between expenditure and success? Are there regions with high achievement and low expenditure that can serve as potential models of effective, yet efficient, programming?
- Which regions are successful in transitioning students to post-secondary? How are they breaching organizational and funding siloes between Adult Education and credit programs?
- Are there ways we can better collaborate with K-12 to improve transitions to Adult Secondary Education in community college programs?
- Which regions need more support in collecting and reporting data?

These and other lines of inquiry will reveal areas where the Chancellor's Office needs to invest focus and support in collaboration with its partners, the California Department of Education and 71 regional consortia. For example, based on the findings illustrated in the

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<sup>4</sup> The variables are equally weighted in the formula and include: Educational Attainment (No High School Diploma), Employment (Unemployed Adults), Adult Population - 18 years and older, Poverty (Household), Adult Literacy (7th Grade Education Level) and ESL (the ability to speak English).

tables and discussions above, the Chancellor’s Office will be looking more closely at practices in the San Diego-Imperial Valley region to understand and share how they are supporting Black and African American students. At the same time, leaders will delve into further understanding the relationship between funding and outcomes, with an aim toward maximizing resources and efficiently helping students achieve their educational goals.

## **Conclusion**

CAEP leadership commissioned an analysis of expenditures and hours of instruction in all CAEP programs. Two reports, attached in the appendices, tell stakeholders how (by instructional hour) and where (by CAEP programs and implementing entity) funds are expended. The Chancellor’s Office sought to better center an analysis of CAEP on students by understanding how these inputs and outputs relate to student achievement on 16 outcomes metrics aligned with the system’s north star, the *Vision for Success*. These valuable data will inform a closer look at policies, practices, and programs by the Chancellor’s Office, with an eye toward continuous improvement, maximizing resources and ensuring that California’s Adult Education Program continues to equitably prepare students for employment and life success and contributes to economic growth in the state.



**California Adult Education Program**

**Report on 2018-2019 Expenditures  
and Hours of Instruction**

**California Community College  
Chancellor's Office**

**April 27, 2020**

**Tim Harmon  
Workforce Enterprise Services, Inc.**

# CAEP 2018-2019 Hours and Expenditures Report

## Acknowledgements

This report is prepared in partial fulfillment of a contract agreement between the Chabot Los Positas Community College District (“Fiscal Agent”), acting on behalf of the California Community Colleges Chancellor’s Office, and Workforce Enterprise Services, Inc.

The author thanks the staff of CCCCCO for their assistance with technical support and guidance in the development of this report. Any errors or omissions are the responsibility of the author, and this report does not represent the official position of the CCCCCO or its staff.

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# CAEP 2018-2019 Hours and Expenditures Report

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# CAEP 2018-2019 Hours and Expenditures Report

## Introduction

**Recap of round one data collection on CAEP hours and expenditures.** The 2018-2019 CAEP budget bill language included a new data collection requirement focused on improving the information about the return on investment for each of the seven program areas that had been established by AB 104 in 2015, which include ABE/ASE, ESL/EL Civics, AWD, K-12 Success, Pre-Apprenticeship, Short-Term CTE, and Workforce Preparation. This bill required “...information from adult schools on the total hours of instruction provided to students and total expenditures in 2017-18, disaggregated by programs.”

For the 2017-2018 program year, the State CAEP Office (Calif. Adult Education Program Office) implemented a new data collection process through NOVA to collect the required information, and to allow each CAEP consortium to review and approve program expenditure and hours of instruction reports prior to submission to the State CAEP Office. All adult education providers, regardless of type, were required to report. The hours that members provided for supportive services were also to be reported in addition to the instructional hours. Finally, expenditures for each of the seven program areas were to be allocated across the sixteen available funding sources, or ‘fund types.’

CAEP contracted with the Center for Law and Social Policy (CLASP) to analyze the quantitative results of the new reporting and provide a qualitative assessment of the data and reporting process.<sup>1</sup> The report observed several issues with the data collection process and data quality, and made recommendations intended to address these concerns.

**Changes for round two of the hours and expenditures data collection.** The CLASP recommendations, along with State CAEP Office consultation with CAEP consortia members, led to the following changes to the reporting requirements for the 2018-2019 program year:

- The reporting requirements for hourly instruction were clarified to avoid any duplication of hour reporting between CTE and Workforce Reentry (now called Workforce Prep).
- ‘Instructional hour’ and ‘contact hour’ were defined to conform with federal requirements.
- The request for reporting of services hours was eliminated.
- For K12 and COE, guidance was provided regarding tracking hours of instruction for integrated courses (ESL/CTE, ASE/CTE, ABE, CTE, etc.).
- The fund source expenditure allocation reporting requirement was separated into required fund sources and optional fund sources. The required fund sources are CAEP, WIOA II, Noncredit Apportionment, CalWORKs, Perkins, LCFF, & Jail Ed Funds, Fees, and In-Kind. The optional fund sources are Contracted Services, Comm. College Supportive Services, Donations, WIOA I / ITAs, Other Federal Grants, Other State Grants, and Strong Workforce.
- The definitions of ‘in-kind’ expenditures and ‘fees’ or program income were aligned with the applicable WIOA Title II definitions and reporting requirements.

These changes were communicated with consortia members in writing in August 2019,<sup>2</sup> via webinars and presentations at the CAEP Summit in October 2019.

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<sup>1</sup> [CAEP Hours and Expenditures Report](#), CLASP, August 2019.

<sup>2</sup> [CAEP Program Areas – 18-19 Data Request](#), August 14, 2019, CAEP.

## CAEP 2018-2019 Hours and Expenditures Report

The reports for Program Year 2018-2019 were gathered in two phases:

- Estimated hour and expenditure data was requested by September 1, 2019.
- Final (certified) hour and expenditure data was requested by December 1, 2019.

On December 10, 2019 the final 2018-2019 data collection closed with 66 of 71 consortia submitting certified reports, representing 392 CAEP member organizations.<sup>3</sup>

**Analyzing the data.** The State CAEP Office contracted with Workforce Enterprise Services, Inc. (WES) to analyze the quantitative data set and provide an assessment of the results, which is the focus of this report. The analysis of the data has five goals:

1. Characterize hours of instruction by program area;
2. Characterize expenditures by program area and fund type;
3. Compare (1) and (2) across provider types (K-12, Community College, and Other);
4. Compare (1), (2) and (3) across PY 2017-2018 and PY 2018-2019; and
5. Examine data quality issues.

In order to conduct the analysis, WES prepared a SPSS dataset from the raw transaction data. The dataset was organized so that there is one record for each member for which certified entries were submitted. This record was matched with and added to the dataset for the original PY 2018 reports that were submitted in March of 2019. This was done because the State CAEP Office wanted to be able to compare results between PY 2018 and PY 2019 at the member level to examine the consistency of reporting between the two years. It was felt that comparing the March 2019 (PY 2018) data with the December 2019 (PY 2019) data was the most appropriate comparison to make, since these both represent the initial certified reports for the respective periods. WES examined this new dataset to complete the goals outlined above. The results of the analysis are discussed below, first for hours of instruction, then expenditures, and finally for data quality.

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<sup>3</sup> Consortia and members were only considered to have submitted reports if the reports were in a 'certified' report state and a 'certified' certification state.

# CAEP 2018-2019 Hours and Expenditures Report

## Results of the Data Analysis

**Hours of instruction.** The analysis of hours of instruction addresses: 1) what programs have the greatest number of hours, 2) how is this different across different types of providers (K-12 Schools vs Community Colleges and Others), and 3) how do the PY 2019 results compare to the PY 2018 results?

Figure 1 shows the percentage distributions of hours of instruction by program area. Taken together, ESL/EL Civics, Short-Term CTE, and ABE/ASE account for 91.4 percent of all instructional hours during PY 2019.

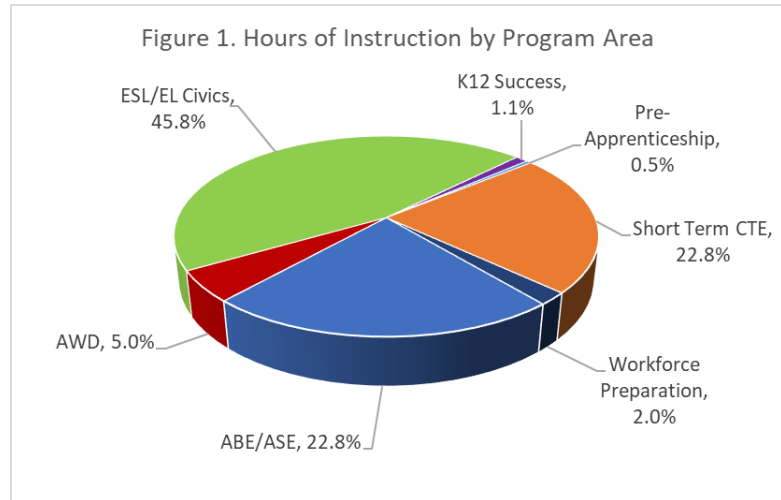


Table 1 shows the totals and percentages of hours of instruction by program area and provider type. For the 2018-2019 Program Year, nearly 65 million hours of instruction were provided by CAEP members.

About two-thirds (67.5 percent) of the hours of instruction were provided by K-12 school districts, which include elementary school districts, high school districts, unified school districts, County Offices of Education, charter schools, Joint Powers Associations, and Regional Occupational Programs. About a third (32.4 percent) of the hours of instruction were provided by community colleges and community college districts. Other providers, which includes workforce development boards, libraries, community-based organizations and others, provided 0.04 percent of total hours.

Table 1. 2019 Hours of Instruction by Program and Provider Type					
Program	Provider Type			Grand Total	Row Percent
	Community College	K12 School District	Other		
ABE/ASE	4,641,463	10,174,617	390	14,816,470	22.8%
AWD	1,258,464	1,985,151	0	3,243,615	5.0%
ESL/EL Civics	11,343,505	18,438,786	0	29,782,291	45.8%
K12 Success	255,517	467,486	0	723,003	1.1%
Pre-Apprenticeship	36,781	258,042	0	294,823	0.5%
Short Term CTE	2,917,046	11,910,870	12,135	14,840,051	22.8%
Workforce Preparation	625,972	654,935	13,313	1,294,220	2.0%
<b>Grand Total</b>	<b>21,078,748</b>	<b>43,889,887</b>	<b>25,838</b>	<b>64,994,473</b>	<b>100.0%</b>
<b>Column Percent</b>	<b>32.43%</b>	<b>67.53%</b>	<b>0.04%</b>	<b>100.00%</b>	

Table 2 compares the hours of instruction by program area across the two program years, PY 2018 and PY 2019. There was a substantial increase in the number of instructional hours for ABE/ASE, and substantial decreases in hours for K-12 Success and Workforce Preparation. However, overall hours were about the same across the two years.

## CAEP 2018-2019 Hours and Expenditures Report

Table 2. Comparison of PY 2018 and PY 2019 Hours of Instruction by Program				
Programs:	2018 Total	2019 Total	Difference	Percentage Change
ABE/ASE	12,604,120	14,816,470	2,212,350	17.6%
AWD	3,172,486	3,243,615	71,129	2.2%
ESL/EL Civics	30,316,245	29,782,291	(533,954)	-1.8%
K12 Success	1,048,035	723,003	(325,032)	-31.0%
Pre-Apprenticeship	292,565	294,823	2,258	0.8%
Short Term CTE	15,337,968	14,840,051	(497,917)	-3.2%
Workforce Preparation	1,655,941	1,294,220	(361,721)	-21.8%
<b>Total Hours of Instruction</b>	<b>64,427,360</b>	<b>64,994,473</b>	<b>567,113</b>	<b>0.9%</b>

**Expenditures.** The analysis of expenditures addresses: 1) what programs have the highest expenditures, 2) what fund sources have the highest expenditures, 3) how do expenditures vary across the different types of providers (K-12 Schools vs Community Colleges and Others), and 4) how do the PY 2019 results compare to the PY 2018 results?

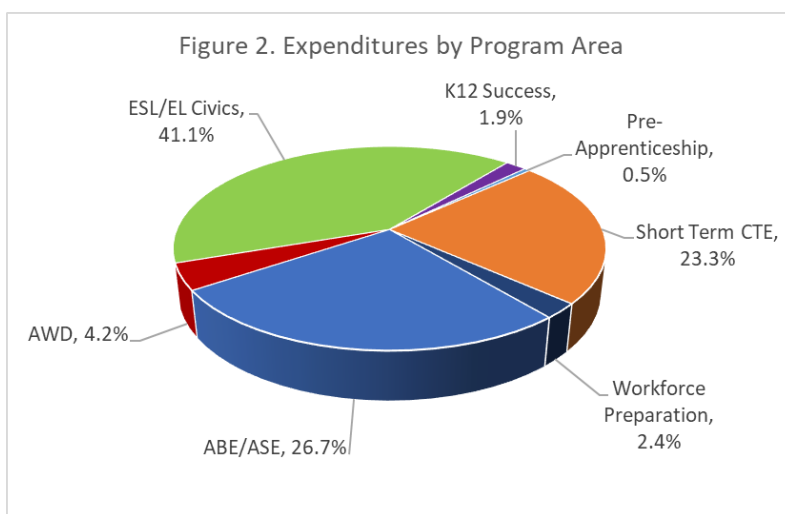
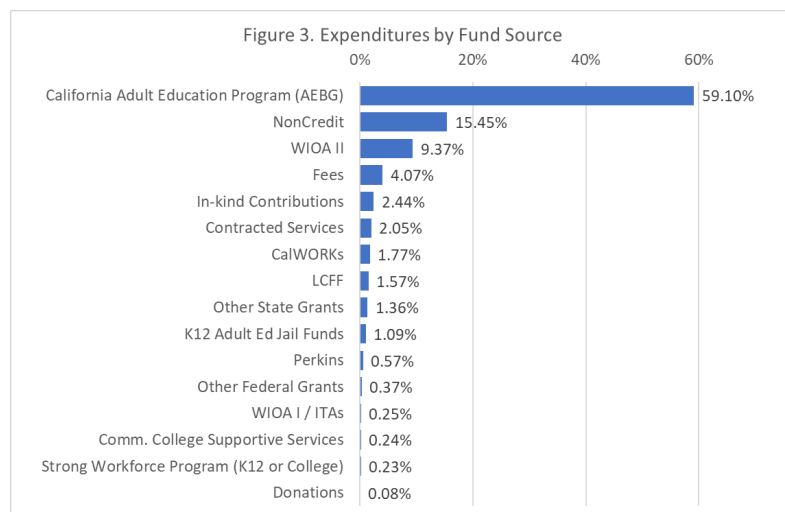


Figure 2 shows the percentage distribution of expenditures by program area. As was the case for hours of instruction, almost all the expenditures also fall into one of three categories: ESL/EL Civics, Short-Term CTE, and ABE/ASE. The distribution of expenditures across program categories is very similar to the distribution for hours of instruction.

In addition, to reporting expenditures by program area, the State CAEP Office reporting policy requires consortia to allocate expenditures for each program area across the various funds that contributed to these program expenditures, so that CAEP can have a more complete picture of how locally-available fund sources are being leveraged to support the operation of CAEP programs. Figure 3 shows the percentage distribution of expenditures by fund source type. Nearly 84 percent of all expenditures fall into one of three fund types: California Adult Education Program (formerly AEBG),



## CAEP 2018-2019 Hours and Expenditures Report

Noncredit apportionment, and WIOA Title II AEFL funds. Reporting of expenditures associated with each of these fund types is required, as is reporting for Fees, In-Kind Contributions, CalWORKs, LCFF, K-12 Adult Ed Jail Funds, and Perkins funds. Reporting of expenses for the other fund type categories is optional under the revised reporting policy for PY 2019.

Table 3 shows the totals and percentages of expenditures by program area and provider type. For the 2018-2019 Program Year, over 812 million dollars were expended by CAEP providers. Nearly three-fourths (74.2 percent) of total spending was done by K-12 school districts, and about one-fourth (25.7 percent) was spent by community colleges and community college districts.

<b>Table 3. 2019 Expenditures by Program and Provider Type</b>					
Program	Provider Type			Grand Total	Row Percent
	Community College	K12 School District	Other		
ABE/ASE	39,922,982	177,227,012	15,797	217,165,791	26.7%
AWD	10,131,501	23,439,984	319,106	33,890,591	4.2%
ESL/EL Civics	113,837,030	219,656,587	263,962	333,757,579	41.1%
K12 Success	3,220,491	11,880,100	0	15,100,591	1.9%
Pre-Apprenticeship	956,574	3,222,403	0	4,178,977	0.5%
Short Term CTE	30,737,892	158,083,963	65,237	188,887,092	23.3%
Workforce Preparation	9,716,651	9,134,908	505,652	19,357,211	2.4%
<b>Grand Total</b>	<b>208,523,121</b>	<b>602,644,957</b>	<b>1,169,754</b>	<b>812,337,832</b>	<b>100.0%</b>
<b>Column Percent</b>	<b>25.67%</b>	<b>74.19%</b>	<b>0.14%</b>	<b>100.00%</b>	

Table 4 compares the expenditures by program across the two program years, PY 2018 and PY 2019. There were substantial increases in expenditures for K-12 Success (19 percent), ABE/ASE (10.4 percent) and AWD (6.3 percent). There were substantial decreases in expenditures for Workforce Preparation (-37.2 percent), Pre-Apprenticeship (-13.8 percent) and Short-Term CTE (-7.5 percent). Overall expenditures were down just 0.5 percent.

<b>Table 4. Comparison of PY 2018 and PY 2019 Expenditures by Program</b>				
Programs:	2018 Total	2019 Total	Difference	Percentage Change
ABE/ASE	196,622,267	217,165,791	20,543,524	10.4%
AWD	31,881,317	33,890,591	2,009,274	6.3%
ESL/EL Civics	335,311,449	333,757,579	(1,553,870)	-0.5%
K12 Success	12,694,610	15,100,591	2,405,981	19.0%
Pre-Apprenticeship	4,849,266	4,178,977	(670,289)	-13.8%
Short Term CTE	204,203,746	188,887,092	(15,316,654)	-7.5%
Workforce Preparation	30,829,781	19,357,211	(11,472,570)	-37.2%
<b>Total Expenditures</b>	<b>816,392,436</b>	<b>812,337,832</b>	<b>(4,054,604)</b>	<b>-0.5%</b>

The State CAEP Office should review these shifts in spending and hours of instruction among the program categories between 2018 and 2019 to assess if these changes seem reasonable given the changes in reporting definitions and guidance summarized on page one of this report.



## CAEP 2018-2019 Hours and Expenditures Report

The [Appendix](#) includes three additional tables that provide a more detailed view of the expenditure reporting results. [Table 9](#) provides expenditures for all members. [Table 10](#) provides expenditure data for K-12 members, and [Table 11](#) provides expenditure data for community colleges.

**Data quality.** This component of the analysis addresses the following: 1) How compliant were consortia with the reporting requirement? 2) How internally consistent was the response? 3) How many apparent extreme values were present in the reporting? 4) How consistent is the reporting from year to year for a given member? 5) Has the quality of the data improved over that of the first round of reports? Answers to these questions are needed to determine the extent to which the data can be used to do things like compute a cost per hour result for each of the program areas, or for other resource allocation discussions and member effectiveness discussions.

Compliance with reporting requirement: To what extent did members and consortia comply with the reporting requirement? Table 5 shows the number and percent of CAEP members who either did not submit a report or submitted a report with zero total expenditures or zero total hours of instruction. This is shown for each of the two years, and for those not reporting in both years. Over eleven percent of members failed to report hours of instruction in one of the two years, and six percent did not report hours in either year. About eight percent (in 2018) and nine percent (in 2019) failed to report expenditures, and 3.6 percent did not report expenditures in either year. Compliance with the instructional hour reporting is slightly less than for expenditure reporting. Closer examination of the individual member totals may help to determine if this is a product of some members having a non-instructional mission, and thus reporting expenses but not hours.

<b>Table 5. Members Reporting Zeros or Not Submitting a Report<sup>4</sup></b>						
	PY 2018		PY 2019		Both Years	
	Number	Percent	Number	Percent	Number	Percent
Total Expenditures	33	7.9%	38	9.1%	15	3.6%
Total Hours of Instruction	49	11.8%	46	11.1%	26	6.3%
Neither Category	31	7.5%	36	8.7%		

There appears to be some decline in compliance with the reporting requirement for expenditures, with non-compliance increasing from 7.9 percent to 9.1 percent of all members from 2018 to 2019.

Beyond overall compliance with the reporting requirement, to what extent did members provide information for each of the major report data elements? [Table 6](#) shows the percent of members providing a non-zero response to each of the major report elements, including each of the hour of instruction program categories, each of the program expenditure totals, and each of the fund type totals. Non-response to any of these report elements does not necessarily indicate non-compliance with the reporting requirement, since individual members may not be providing particular programs or leveraging particular types of fund sources. However, it is notable that aside from CAEP and WIOA Title II, most members are not showing any use of the other leveraged fund sources.

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<sup>4</sup> The percent calculations in this table are based on a total member count of 416, which includes all unique member names found in either PY 2018 or PY 2019.

## CAEP 2018-2019 Hours and Expenditures Report

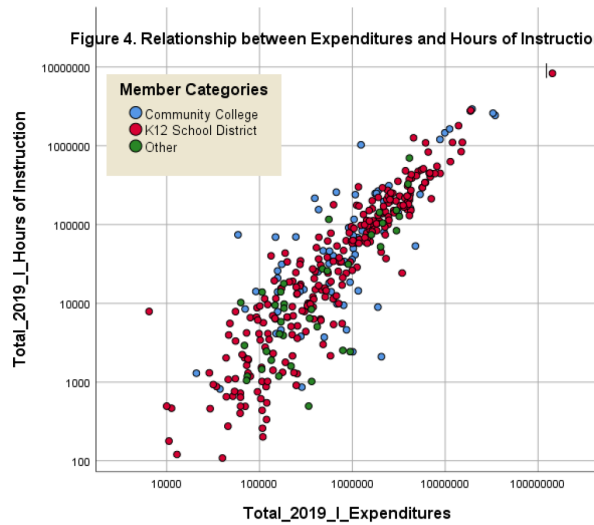
<b>Table 6. Members submitting non-zero report values by major data element</b>		
<b>Data Element</b>	<b>Members Reporting</b>	<b>Percent of Members<sup>5</sup></b>
<i>Hours of Instruction:</i>		
ABE/ASE	323	82.4%
AWD	81	20.7%
ESL/EL Civics	285	72.7%
K12 Success	82	20.9%
Pre-Apprenticeship	29	7.4%
Short-Term CTE	256	65.3%
Workforce Preparation	98	25.0%
Total Hours of Instruction (non-zero in any of above)	371	94.6%
<i>Expenditures by Program Category:</i>		
ABE/ASE	323	82.4%
AWD	83	21.2%
ESL/EL Civics	287	73.2%
K12 Success	77	19.6%
Pre-Apprenticeship	22	5.6%
Short-Term CTE	258	65.8%
Workforce Preparation	98	25.0%
Total Expenditures (non-zero in any of above)	378	96.4%
<i>Expenditures by Fund Category: (*=required if used)</i>		
Total Adult Ed Jail Funds*	20	5.1%
Total CAEP (AEBG)*	363	92.6%
Total CalWORKs*	114	29.1%
Total Community College Support Services	10	2.6%
Total Contractual Services	52	13.3%
Total Donated	12	3.1%
Total Fees*	99	25.3%
Total In-Kind*	94	24.0%
Total LCFF*	77	19.6%
Total Non-Credit*	51	13.0%
Total Other Federal Grants	17	4.3%
Total Other State Grants	24	6.1%
Total Perkins*	46	11.7%
Total Strong Workforce	12	3.1%
Total WIOA Title I ITAs	10	2.6%
Total WIOA Title II*	165	42.1%

<sup>5</sup> Percentages in this table based on 392 members submitting a certified PY 2019 report, including zero value reports.

# CAEP 2018-2019 Hours and Expenditures Report

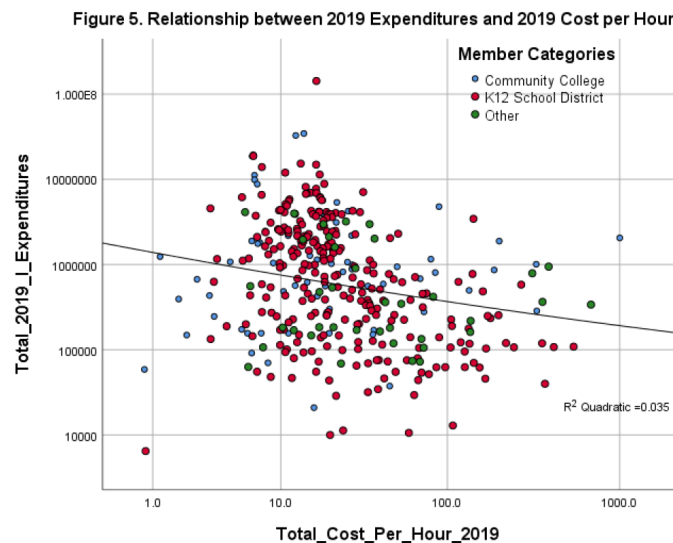
## Consistency within reports for members:

Are the underlying values that would be used to create a cost per value (hours of instruction and expenditures) related to each other in a predictable manner? In other words, do members with high reported hours of instruction also have high reported expenditures, and do those with low reported hours have low expenditures? [Figure 4](#) plots total hours of instruction and total expenditures for each member on a log scale.<sup>6</sup> This plot suggests that the relationship between expenditures and hours of instruction is closer for K-12, than it is for Community Colleges. This is a pattern in the expenditure and hours data that was also observed with the initial PY 2018 data. [Figures 4A and 4B](#) in the Appendix provide separate scatterplots of the relationship between total expenditures and hours of instruction for PY 2019 for community colleges and K-12 providers, respectively



If cost per values as calculated from the reported data reflect actual differences in unit costs among members, we might expect to see evidence in the data of economies of scale; i.e., larger members with much higher participant volume would show lower unit costs than smaller members with low participant volume. If the cost per values are not well-related to actual costs, we might expect to see a more random pattern.

[Figure 5](#) shows this relationship between total expenditures and the total cost per hour for PY 2019. Overall, there is low correlation between unit costs and total expenditures. There may be many reasons why such a correlation is not seen. To the extent that either expenditures or hours of instruction are not being accurately reported, the cost per value that has been computed from these data would of course not reflect the true unit costs. It is also possible that overall economies of scale are not present (or barely present) but this seems unlikely. As data quality issues continue to be addressed, and as



members update their PY 2019 values and otherwise improve the accuracy of their reporting, we should expect to see these cost per values begin to behave more like we would expect them to. [Figures 5A and](#)

<sup>6</sup> All scatterplots in this report exclude cases with zero values on either axis.

## CAEP 2018-2019 Hours and Expenditures Report

5B in the Appendix provide separate scatterplots of the relationship between total expenditures and cost per hour in PY 2019 for community colleges and K-12 providers, respectively.

Extreme values: It is possible that members responded to the report request (i.e., they reported a non-zero value for one or more reporting categories) but their reports reflect inordinately low values. This under-reporting would affect the data quality and could depress (in the case of expenditures) or inflate (in the case of hours) any unit cost data calculated from the reports. We reviewed the entries for very low values. The results are displayed in Table 7.

<b>Table 7. Members Reporting Low Values in PY 2019<sup>7</sup></b>		
	Number	Percent of members
Reported total expenditures less than \$50,000	22	5.6
Reported totals hours of less than 1,000	31	7.9
Both extreme values	13	3.3

Twenty-two members reported total expenditures of less than \$50,000. Another 31 members reported fewer than 1,000 hours of instruction, and thirteen members reported these low values for both categories.

Year to year member consistency: If members are accurately reporting their hours and expenditures, then we would not expect to see many large differences in total expenditures or hours of instruction from 2018 to 2019, since there have not been large changes in available funding. We might still see expect to see large differences in particular programs or fund source categories, given changes to reporting policy and definitions, however. In order to examine this, variation percentages were computed for each member who had reported expenditures or hours of instruction in both years. The results of this are shown in Table 8. A substantial portion of the members had variation in reported expenditures or hours of instruction from one year to the next that was greater than 25 percent.

<b>Table 8. Members with Substantial Variation between 2018 and 2019<sup>8</sup></b>							
	Greater than 25 Percent		Greater than 50 Percent		Greater than 100 Percent		Total members reporting in both years
	Number	Percent	Number	Percent	Number	Percent	
Total Expenditures	81	22.5%	43	11.9%	26	7.2%	360
Total Hours of Instruction	120	34.5%	94	27.0%	55	15.8%	348

The Appendix includes two additional tables that provide a more detailed comparison of the results between PY 2018 and PY 2019. Table 12 provides a comparison of PY 2018 and PY 2019 expenditures and hours of instruction by program category, and Table 13 provides a comparison of PY 2018 and PY 2019 expenditures by fund type.

<sup>7</sup> The percent calculations in this table are based on a total member count of 392, which includes all members submitting a certified report for PY 2019, including zero reports.

<sup>8</sup> The percent calculations in this table are computed based on those members with reported hours or expenditures in both years.

## CAEP 2018-2019 Hours and Expenditures Report

### Recommendations

1. The State CAEP Office should continue to investigate and where feasible, implement technical improvements to the NOVA reporting system in order to improve data quality. Suggested changes include:
  - a) Standardize member names across reports. Matching the data from PY 2018 to PY 2019 at the member level required manually matching member names, since these names were spelled differently in the two report submissions.
  - b) Prohibit report certification with zero entries. Twenty-one members submitted certified reports with zero entries for hours of instruction, and 14 members submitted certified reports with zero expenditures.
  - c) Require consistency between hour and expenditure entries at the program level. It should not be possible to certify a report with hours of instruction in a program category but no expenditures, or expenditures but no hours of instruction.
  - d) Link report requirements to records of fund availability at the member level and require reports to provide hours and expenditure data for funded programs in order to be certified.
2. The State CAEP Office should continue to support consortia and members with training and technical assistance on the reporting policy and procedure, including best practices for allocating costs to leveraged fund sources.
3. The State CAEP Office should continue to work with consortia and members to gather input to make further improvements in policy and procedure in relation to the reporting process and use of the data.
4. The State CAEP Office should provide feedback to members on their reporting results, including unit cost estimates, prior to member submission of revised reports for PY 2019.
5. The State CAEP Office should consider options in addition to technical assistance to improve compliance with the reporting requirement, once the other recommendations have been implemented. This should include the addition of a review of the hour and expenditures report submission as part of periodic monitoring of members.

## CAEP 2018-2019 Hours and Expenditures Report

### Appendix: Additional Detailed 2019 Tables and Figures

The following tables present the results of the expenditure reporting for 2019 summarized by fund type and program category. [Table 9](#) provides expenditures for all members. [Table 10](#) provides expenditure data for K-12 members, and [Table 11](#) provides expenditure data for community colleges. The sum of [Tables 10 and 11](#) do not equal the [Table 9](#) values, because there are member types (County Offices of Education, Joint Powers Associations/Authorities, Regional Occupational Centers/Programs, and Others) included in the [Table 9](#) values but not included in either [Table 10](#) or [11](#). [Table 12](#) provides a comparison of PY 2018 and PY 2019 expenditures and hours of instruction by program category, and [Table 13](#) provides a comparison of PY 2018 and PY 2019 expenditures by fund type.

[Figures 4A and 4B](#) provide separate scatterplots of the relationship between total expenditures and hours of instruction for PY 2019 for community colleges and K-12 providers, respectively. [Figures 5A and 5B](#) provide separate scatterplots of the relationship between total expenditures and cost per hour in PY 2019 for community colleges and K-12 providers, respectively.

## CAEP 2018-2019 Hours and Expenditures Report

Table 9. 2019 Expenditures by Fund Type and Program Category: All Members								
Fund Types (Required):	Program Areas:							Grand Total
	ABE/ASE	AWD	ESL/EI Civics	K12 Success	Pre-Apprenticeship	Short Term CTE	Workforce Preparation	
California Adult Education Program	139,759,495	18,870,032	185,768,218	8,428,426	2,166,338	115,546,135	9,577,638	480,116,282
CalWORKs	3,449,357	220,431	5,015,509	55,400	277,984	3,314,795	2,035,052	14,368,528
Comm. College Supportive Services	355,496	48,551	907,650	0	57,010	354,094	251,701	1,974,502
Contracted Services	2,182,301	5,276,885	1,945,208	384,384	55,000	5,663,726	1,182,933	16,690,437
Donations	34,509	68,571	31,681	330,613	3,438	190,411	0	659,223
Fees	2,838,055	507,596	4,361,552	1,308,578	137,452	23,668,992	204,035	33,026,260
In-kind Contributions	6,054,663	652,901	7,638,687	449,234	160,578	4,323,753	510,441	19,790,257
K12 Adult Ed Jail Funds	5,843,004	182,339	157,263	217,906	6,290	2,363,432	68,796	8,839,030
LCFF	5,602,007	200,052	2,877,101	1,700,288	155,417	2,075,193	150,134	12,760,192
Non-Credit	20,813,006	6,999,501	74,187,836	1,969,432	737	18,458,690	3,077,302	125,506,504
Other Federal Grants	674,361	5,000	485,821	80,000	0	1,041,462	683,343	2,969,987
Other State Grants	1,614,597	219,955	3,714,387	40,148	593,569	4,731,611	133,146	11,047,413
Perkins	154,004	0	20,879	0	0	4,244,721	196,822	4,616,426
Strong Workforce Program (K12 or College)	43,478	1,200	83,845	0	85,493	1,594,367	50,874	1,859,257
WIOA I / ITAs	165,968	34,500	33,000	0	37,000	735,868	986,617	1,992,953
WIOA II	27,581,490	603,077	46,528,942	136,182	442,671	579,842	248,377	76,120,581
<b>Grand Total</b>	<b>217,165,791</b>	<b>33,890,591</b>	<b>333,757,579</b>	<b>15,100,591</b>	<b>4,178,977</b>	<b>188,887,092</b>	<b>19,357,211</b>	<b>812,337,832</b>

## CAEP 2018-2019 Hours and Expenditures Report

Table 10. 2019 Expenditures by Fund Type and Program Category: K-12 Members								
Fund Types (Required):	Program Areas:							Grand Total
	ABE/ASE	AWD	ESL/EI Civics	K12 Success	Pre-Apprenticeship	Short Term CTE	Workforce Preparation	
California Adult Education Program	126,323,817	15,926,969	163,082,261	7,467,743	1,636,696	107,973,158	5,562,298	427,972,942
CalWORKs	3,054,726	83,297	3,807,386	55,400	276,379	3,115,261	188,038	10,580,487
Comm. College Supportive Services	20,280							20,280
Contracted Services	2,137,301	5,245,885	312,022	384,384	55,000	5,517,156	1,172,933	14,824,681
Donations	34,509	68,571	31,681	40,237	3,438	140,411	0	318,847
Fees	2,760,423	414,766	4,003,827	1,308,578	137,452	23,644,415	198,280	32,467,741
In-kind Contributions	5,563,235	499,367	5,795,724	449,234	61,764	3,746,620	326,425	16,442,369
K12 Adult Ed Jail Funds	5,838,004	182,339	157,263	217,906	6,290	2,360,172	63,796	8,825,770
LCFF	5,536,171	200,052	2,446,042	1,700,288	155,417	1,994,788	150,134	12,182,892
Non-Credit	0	0	55,188	0	0	140,165	33,863	229,216
Other Federal Grants	38,028	0	477,802	80,000	0	1,039,966	683,343	2,319,139
Other State Grants	1,603,429	216,405	3,596,856	40,148	365,551	4,383,545	46,375	10,252,309
Perkins	111,331	0	0	0	0	3,041,180	51,879	3,204,390
Strong Workforce Program (K12 or College)					85,493			85,493
WIOA I / ITAs	0	0	0	0	0	457,166	501,261	958,427
WIOA II	24,205,758	602,333	35,890,535	136,182	438,923	529,960	156,283	61,959,974
<b>Grand Total</b>	<b>177,227,012</b>	<b>23,439,984</b>	<b>219,656,587</b>	<b>11,880,100</b>	<b>3,222,403</b>	<b>158,083,963</b>	<b>9,134,908</b>	<b>602,644,957</b>



## CAEP 2018-2019 Hours and Expenditures Report

Table 11. 2019 Expenditures by Fund Type and Program Category: Community Colleges								
Fund Types (Required):	Program Areas:							
	ABE/ASE	AWD	ESL/EI Civics	K12 Success	Pre-Apprenticeship	Short Term CTE	Workforce Preparation	Grand Total
California Adult Education Program	13,434,689	2,656,771	22,434,565	960,683	529,642	7,542,219	3,981,596	51,540,165
CalWORKs	394,631	137,134	1,208,123	0	1,605	199,534	1,847,014	3,788,041
Comm. College Supportive Services	335,216	48,551	907,650	0	57,010	354,094	251,701	1,954,222
Contracted Services	45,000	31,000	1,633,186	0	0	146,570	10,000	1,865,756
Donations	0	0	0	290,376	0	50,000	0	340,376
Fees	77,632	92,830	357,725	0	0	24,577	5,755	558,519
In-kind Contributions	476,620	139,220	1,830,393	0	98,814	577,133	149,464	3,271,644
K12 Adult Ed Jail Funds	5,000	0	0	0	0	3,260	5,000	13,260
LCFF	65,836	0	431,059	0	0	80,405	0	577,300
Non-Credit	20,813,006	6,999,501	74,132,648	1,969,432	737	18,318,525	3,043,439	125,277,288
Other Federal Grants	636,333	5,000	8,019	0	0	1,496	0	650,848
Other State Grants	11,168	3,550	117,531	0	228,018	348,066	86,771	795,104
Perkins	42,673	0	20,879	0	0	1,203,541	144,943	1,412,036
Strong Workforce Program (K12 or College)	43,478	1,200	83,845	0	0	1,594,367	50,874	1,773,764
WIOA I / ITAs	165,968	16,000	33,000	0	37,000	244,223	48,000	544,191
WIOA II	3,375,732	744	10,638,407	0	3,748	49,882	92,094	14,160,607
<b>Grand Total</b>	<b>39,922,982</b>	<b>10,131,501</b>	<b>113,837,030</b>	<b>3,220,491</b>	<b>956,574</b>	<b>30,737,892</b>	<b>9,716,651</b>	<b>208,523,121</b>

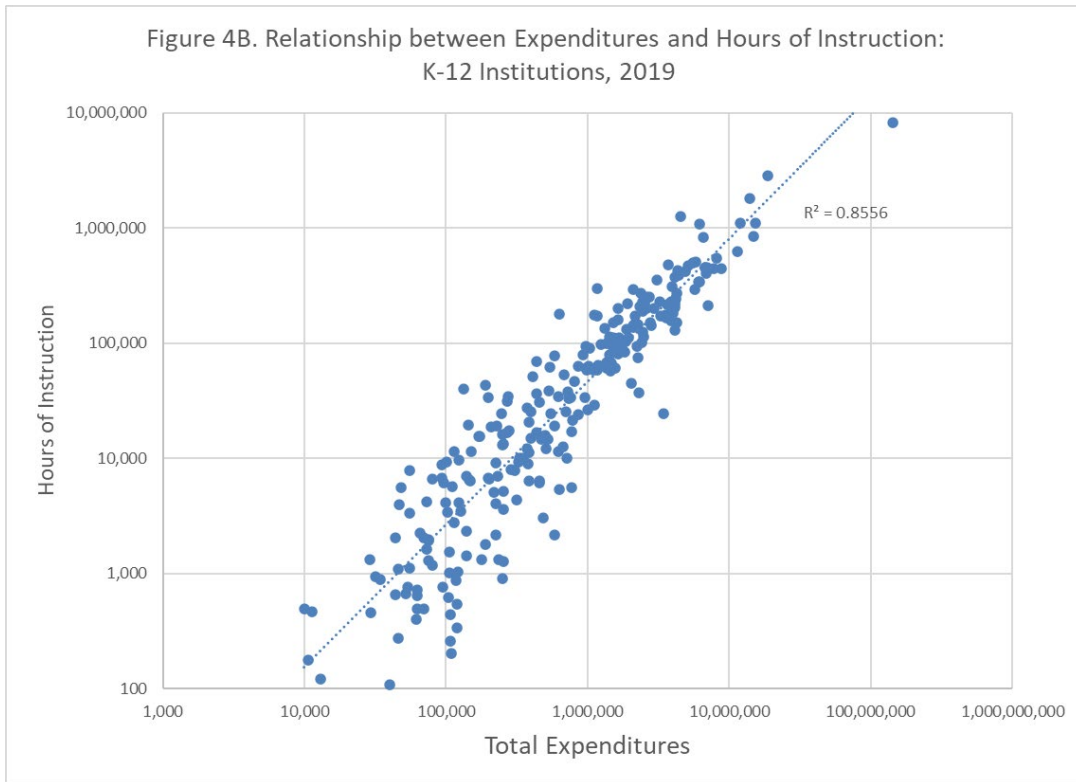
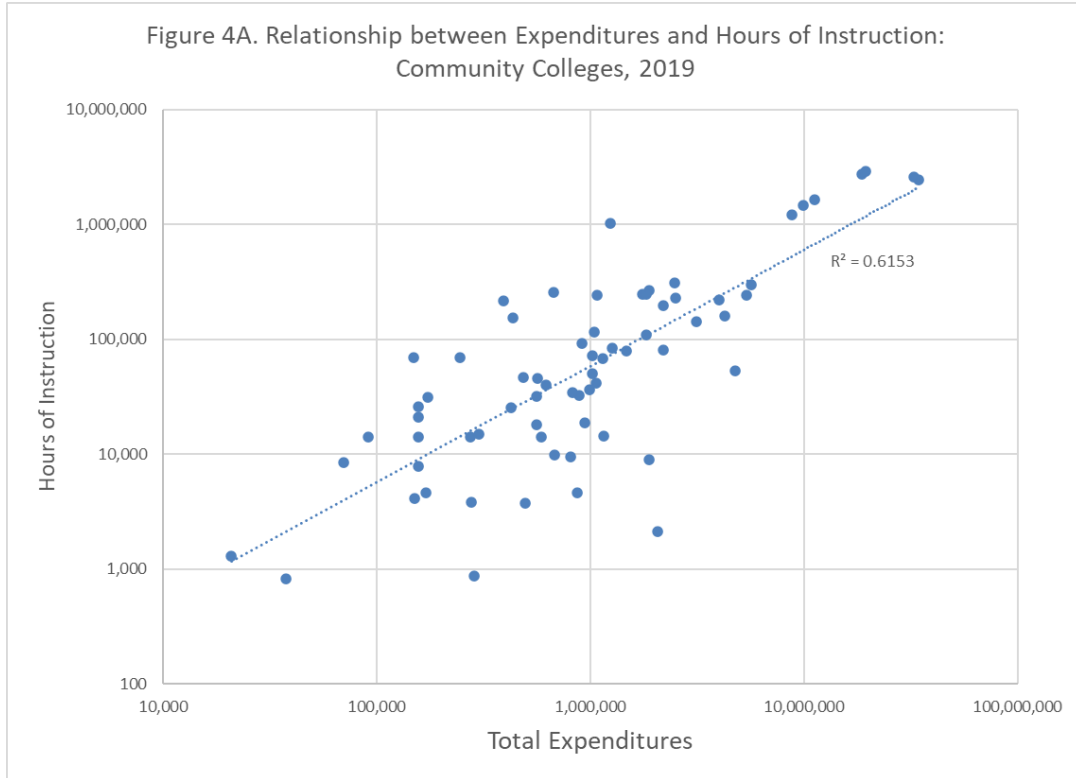
## CAEP 2018-2019 Hours and Expenditures Report

<b>Table 12. Comparison of 2018 and 2019 Expenditures and Hours by Program</b>			
<b>Programs:</b>	<b>2018 Total</b>	<b>2019 Total</b>	<b>Difference</b>
<b>Expenditures:</b>			
ABE/ASE	196,622,267	217,165,791	20,543,524
AWD	31,881,317	33,890,591	2,009,274
ESL/EL Civics	335,311,449	333,757,579	(1,553,870)
K12 Success	12,694,610	15,100,591	2,405,981
Pre-Apprenticeship	4,849,266	4,178,977	(670,289)
Short Term CTE	204,203,746	188,887,092	(15,316,654)
Workforce Reentry	30,829,781	19,357,211	(11,472,570)
<b>Total Expenditures</b>	<b>816,392,436</b>	<b>812,337,832</b>	<b>(4,054,604)</b>
<b>Hours of Instruction:</b>			
ABE/ASE	12,604,120	14,816,470	2,212,350
AWD	3,172,486	3,243,615	71,129
ESL/EL Civics	30,316,245	29,782,291	(533,954)
K12 Success	1,048,035	723,003	(325,032)
Pre-Apprenticeship	292,565	294,823	2,258
Short Term CTE	15,337,968	14,840,051	(497,917)
Workforce Reentry	1,655,941	1,294,220	(361,721)
<b>Total Hours of Instruction</b>	<b>64,427,360</b>	<b>64,994,473</b>	<b>567,113</b>

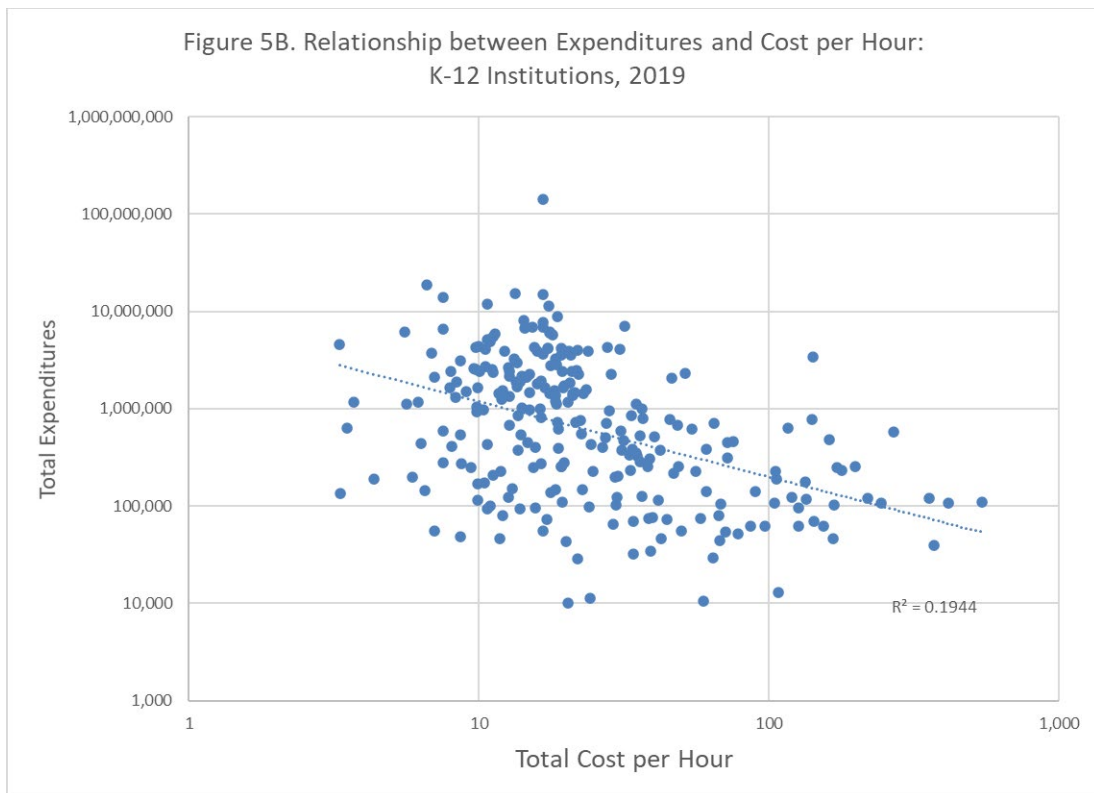
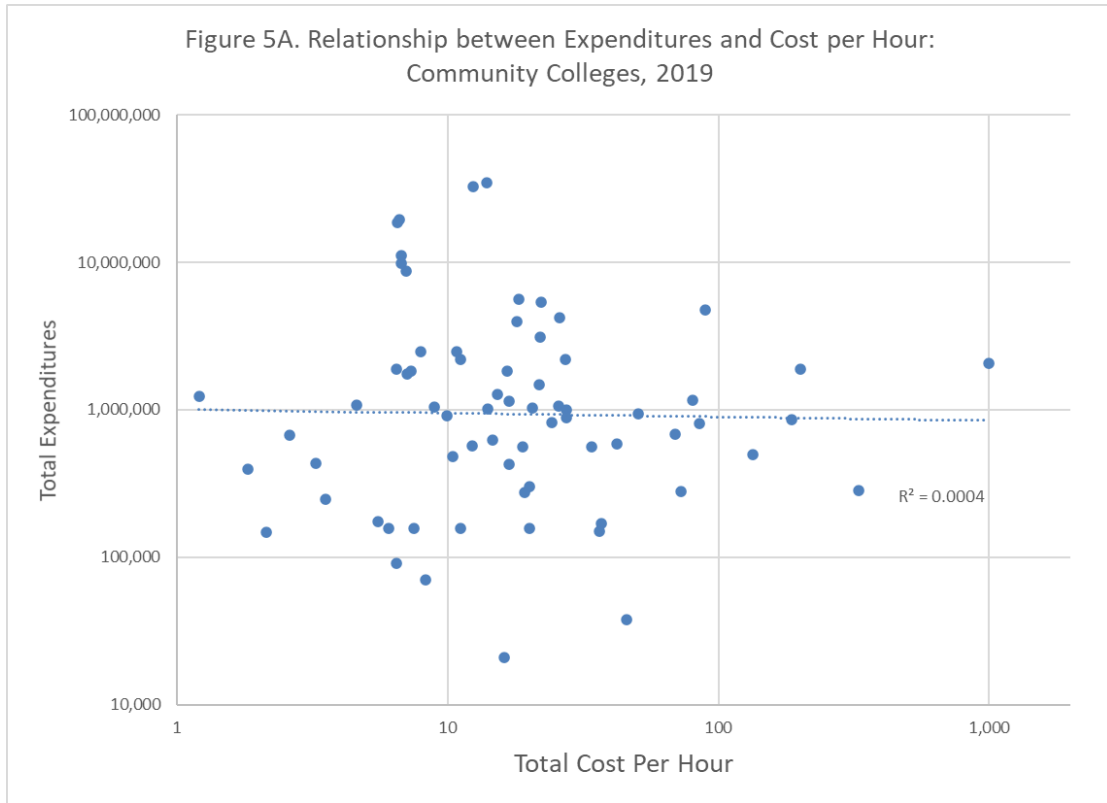
## CAEP 2018-2019 Hours and Expenditures Report

<b>Table 13. Comparison of 2018 and 2019 Expenditures by Fund Type</b>			
<b>Fund Types (Required):</b>	<b>2018 Total</b>	<b>2019 Total</b>	<b>Difference</b>
California Adult Education Program	490,483,754	480,116,282	(10,367,472)
CalWORKs	10,645,475	14,368,528	3,723,053
Comm. College Supportive Services	4,770,841	1,974,502	(2,796,339)
Contracted Services	18,939,376	16,690,437	(2,248,939)
Donations	1,062,638	659,223	(403,415)
Fees	34,027,249	33,026,260	(1,000,989)
In-kind Contributions	35,936,109	19,790,257	(16,145,852)
K12 Adult Ed Jail Funds	6,957,647	8,839,030	1,881,383
LCFF	16,528,812	12,760,192	(3,768,620)
Non-Credit	97,994,693	125,506,504	27,511,811
Other Federal Grants	5,461,808	2,969,987	(2,491,821)
Other State Grants	14,728,600	11,047,413	(3,681,187)
Perkins	5,517,648	4,616,426	(901,222)
Strong Workforce Program (K12 or College)	1,099,916	1,859,257	759,341
WIOA I / ITAs	2,351,976	1,992,953	(359,023)
WIOA II	69,885,894	76,120,581	6,234,687
<b>Grand Total</b>	<b>816,392,436</b>	<b>812,337,832</b>	<b>(4,054,604)</b>

# CAEP 2018-2019 Hours and Expenditures Report



# CAEP 2018-2019 Hours and Expenditures Report





**California Adult Education Program**

**Report on 2019-2020 Expenditures  
and Hours of Instruction**

**California Community College  
Chancellor's Office**

**California Department of Education**

**May 17, 2021**

**Tim Harmon  
Workforce Enterprise Services, Inc.**

# CAEP 2019-2020 Hours and Expenditures Report



## Acknowledgements

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# CAEP 2019-2020 Hours and Expenditures Report

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# CAEP 2019-2020 Hours and Expenditures Report

## Summary Results

This report provides the results of our analysis of the third iteration of reports to the California Adult Education Program (CAEP) Office on the expenditures and hours of instruction for CAEP members. These reports are required by statute. The report includes data on PY 2019-2020 hours and expenditures by program area and includes comparisons with prior years' reports.

Several overall observations are highlighted:

1. For the 2019-2020 Program Year, over 78 million hours of instruction were provided by CAEP members. About 57 percent of the hours of instruction were provided by K-12 school districts, and about 43 percent of the hours of instruction were provided by community colleges and community college districts.
2. Total reported hours of instruction increased substantially (20.1 percent) from the prior year; an increase much greater than the increase in expenditures (1.2 percent). Almost all of this reported increase in hours was from the community colleges. In fact, the total share of all hours of instruction reported to the state by community colleges increased from 32 percent in the prior year to 43 percent for PY 2019-2020.
3. With respect to the seven program areas for which hours and expenditures were collected, English as a Second Language/ English Language Civics (ESL/EL Civics), Short-Term Career and Technical Education (CTE), and Adult Basic Education/Adult Secondary Education (ABE/ASE) account for 87.7 percent of all instructional hours during PY 2020, a pattern similar to that seen in prior years. The composition of the reported expenditures was also similar, with these three program categories accounting for 90.6 percent of all expenditures.
4. There has been a substantial increase in the reported number of instructional hours for most program categories from 2018 to 2020, especially for Adults with Disabilities (AWD) (59.4 percent), K-12 Success (55.6 percent), and Workforce Preparation (58.9 percent). There has been a substantial decrease only in Pre-Apprenticeship (-20.2 percent). For expenditures, there were substantial increases for K-12 Success (30.5 percent), ABE/ASE (11.5 percent) and AWD (13 percent). There were substantial decreases in expenditures for Workforce Preparation (-31 percent) and Pre-Apprenticeship (-29.4 percent) during this period.
5. There has been an overall improvement in compliance with the reporting requirement. All seventy-one consortia submitted reports, representing 408 member organizations, compared to 66 consortia and 392 members in the prior year. In addition, the number of members submitting reports with zero hours of instruction or zero expenditures (not permitted under CAEP policy) declined from ten percent in the prior year to seven percent. However, there was a slight increase in the number of members reporting extremely low values (less than 1,000 hours or less than \$50,000 expended).
6. The overall relationship between reported costs and reported hours remained strong (R-Square of .73), with somewhat stronger relationship for K-12 than for community colleges, a pattern that continues from prior reports. The relationship between the computed cost per hour of instruction and total reported expenditures remains very weak, however. This is at least in part due to the effect of members with very low or high unit costs as computed from their reported data. In PY 2019-2020, there were 53 members with a cost/hour of instruction of less than \$10, and 21 members with a cost/hour of instruction of greater than \$200.

The report includes recommendations to CAEP for continued improvement in data quality, particularly as further consideration is given to how these data may be used for resource allocation purposes.

# CAEP 2019-2020 Hours and Expenditures Report

## Introduction

**Summary of prior data collection efforts for CAEP hours and expenditures.** The 2018-2019 CAEP budget bill language included a new data collection requirement focused on improving the information about the return on investment for each of the seven program areas that had been established by AB 104 in 2015, which include ABE/ASE, ESL/EL Civics, AWD, K-12 Success, Pre-Apprenticeship, Short-Term CTE, and Workforce Preparation. This bill required "...information from adult schools on the total hours of instruction provided to students and total expenditures in 2017-18, disaggregated by programs."

The CAEP Office implemented the new data collection requirement for the 2017-2018 program year. It issued a new reporting policy and procedures and made changes to the NOVA reporting system to support reporting of instructional hours and expenditures by CAEP members and consortia for each of the mandated program categories. Three reporting cycles have now been completed, and the reporting requirements and procedures have evolved during this time. [Table 1](#) provides a summary of the main components of the reporting policy for PY 2017-2018, along with changes made for each of the subsequent reporting cycles.

<b>Table 1. Summary of CAEP Hours and Expenditure Reporting Requirements and Changes</b>	
PY 2017-2018	<ul style="list-style-type: none"> <li>▪ CAEP Office implemented a new data collection process for hours and expenditures through the NOVA reporting system.</li> <li>▪ Each CAEP consortium is required to review and approve program expenditure and hours of instruction reports prior to submission to the State CAEP Office.</li> <li>▪ All adult education providers, regardless of type, were required to report.</li> <li>▪ Both instructional hours and supportive services hours were reported.</li> <li>▪ Expenditures for each of the seven program areas were to be allocated across the sixteen available funding sources, or 'fund types.'</li> </ul>
PY 2018-2019	<ul style="list-style-type: none"> <li>▪ Clarified instructions to avoid any duplication of hour reporting between CTE and Workforce Reentry (now called Workforce Prep).</li> <li>▪ Adopted federal definitions of 'Instructional hour' and 'contact hour.'</li> <li>▪ Eliminated requirement to report services hours.</li> <li>▪ For K12 and COE, guidance was provided regarding tracking hours of instruction for integrated courses (ESL/CTE, ASE/CTE, ABE, CTE, etc.).</li> <li>▪ The fund source expenditure allocation reporting requirement was separated into <u>required</u> fund sources and <u>optional</u> fund sources:               <ul style="list-style-type: none"> <li>○ Required: CAEP, Workforce Innovation and Opportunity Act (WIOA) Title II, Noncredit Apportionment, CalWORKs, Perkins, Local Control Funding Formula (LCFF), &amp; Jail Ed Funds, Fees, and In-Kind.</li> <li>○ Optional: Contracted Services, Comm. College Supportive Services, Donations, WIOA Title I / Individual Training Accounts (ITAs), Other Federal Grants, Other State Grants, and Strong Workforce.</li> </ul> </li> <li>▪ The definitions of 'in-kind' expenditures and 'fees' or program income were aligned with the applicable WIOA Title II definitions and reporting requirements.</li> </ul>
PY 2019-2020	<ul style="list-style-type: none"> <li>▪ Clarified that members with expenses but no hours of instruction (or hours of instruction but no expenses) are excluded from the reporting requirement.</li> <li>▪ Prohibited zero entries for hours or expenditures by program category.</li> </ul>

The latest guidance on the reporting requirement was issued to CAEP consortium directors and members on August 27, 2020, and a webinar for consortia and members was conducted on November

## CAEP 2019-2020 Hours and Expenditures Report

19, 2020.<sup>1</sup> The reports for Program Year 2019-2020 were gathered in two phases. Estimated hour and expenditure data was requested by September 1, 2020, and final (certified) hour and expenditure data was requested by December 1, 2020. The data received for this report include transactions entered through January 7, 2021.<sup>2</sup> About 27 percent of the final report transactions were certified one week or more after the December 1 due date, and 16 percent were certified two weeks or more after the due date. Each of the state's 71 consortia submitted certified reports, representing 408 CAEP member organizations.<sup>3</sup>

For the initial reporting year, CAEP contracted with the Center for Law and Social Policy (CLASP) to analyze the quantitative results of the new reporting and provide a qualitative assessment of the data and reporting process.<sup>4</sup> For subsequent years, CAEP has contracted with Workforce Enterprise Services, Inc. (WES) to compile the data and produce a report of the results.<sup>5</sup>

**Analyzing the data.** The analysis of the PY 2019-2020 data has five goals:

1. Characterize hours of instruction by program area;
2. Characterize expenditures by program area and fund type;
3. Compare (1) and (2) across provider types (K-12, Community College, and Other);
4. Compare (1), (2) and (3) across PY 2017-2018, PY 2018-2019, and PY 2019-2020; and
5. Examine data quality issues.

To conduct the analysis, WES prepared a dataset from the raw transaction data, which included the entire history of transactions from PY 2017-2018 forward. From this raw data, the PY 2019-2020 transactions were isolated, and a pivot table was created from these transactions to support the analysis. This was done to facilitate comparison of the 'final' data from each of the prior two reporting cycles, since these both represent the initial certified reports for the respective periods. WES examined this new dataset to complete the analysis outlined above. The results are presented below.

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<sup>1</sup> [CAEP Program Areas – 19-20 Data Request](#), Guidance Memo dated August 27, 2020. This memo includes program area definitions, fund source definitions and detailed instructions for reporting.

<sup>2</sup> This is based on examination of the raw transaction dates.

<sup>3</sup> Consortia and members were only considered to have submitted reports if the reports were in a 'certified' report state and a 'certified' certification state.

<sup>4</sup> [CAEP Hours and Expenditures Report](#), CLASP, August 2019.

<sup>5</sup> [Report on 2018-2019 Expenditures and Hours of Instruction](#), Workforce Enterprise Services, Inc., April 2020.

# CAEP 2019-2020 Hours and Expenditures Report

## Results of the Data Analysis

**Hours of instruction.** The analysis of hours of instruction addresses: 1) what programs have the greatest number of hours, 2) how is this different across different types of providers (K-12 Schools vs Community Colleges and Others), and 3) how do the PY 2020 results compare to the results for prior years?

Figure 1 shows the percentage distributions of hours of instruction by program area. Taken together, ESL/EL Civics, Short-Term CTE, and ABE/ASE account for 87.7 percent of all instructional hours during PY 2020.

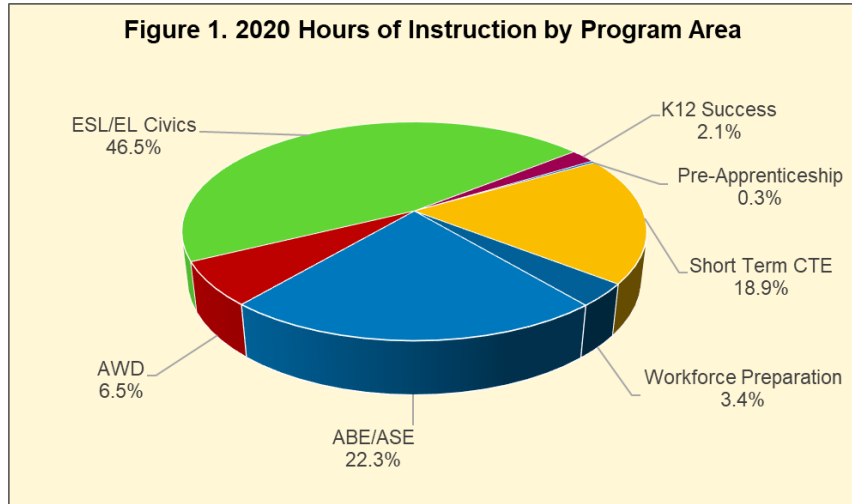


Table 2 shows the totals and percentages of hours of instruction by program area and provider type. For the 2019-2020 Program Year, over 78 million hours of instruction

were provided by CAEP members. About 57 percent of the hours of instruction were provided by K-12 school districts, which include elementary school districts, high school districts, unified school districts, County Offices of Education, charter schools, Joint Powers Associations, and Regional Occupational Programs. About 43 percent of the hours of instruction were provided by community colleges and community college districts. Other providers, which includes workforce development boards, libraries, community-based organizations and others, provided 0.04 percent of total hours.

Program	Provider Type			Grand Total	Row Percent
	Community College	K12 School District	Other		
ABE/ASE	4,462,931	12,985,625	357	17,448,913	22.35%
AWD	3,906,101	1,151,096	160	5,057,357	6.48%
ESL/EL Civics	19,298,633	17,012,534	100	36,311,267	46.51%
K12 Success	440,249	1,190,110	0	1,630,359	2.09%
Pre-Apprenticeship	21,701	211,839	0	233,540	0.30%
Short Term CTE	5,159,293	9,588,823	15,440	14,763,556	18.91%
Workforce Preparation	540,637	2,074,468	16,289	2,631,394	3.37%
<b>Grand Total</b>	<b>33,829,545</b>	<b>44,214,495</b>	<b>32,346</b>	<b>78,076,386</b>	<b>100.00%</b>
<b>Column Percent</b>	<b>43.33%</b>	<b>56.63%</b>	<b>0.04%</b>	<b>100.00%</b>	

Table 3 compares the hours of instruction by program area across the three program years, PY 2018 to PY 2020. There was a substantial increase in the reported number of instructional hours for most program categories from 2019 to 2020, and especially for Adults with Disabilities, K-12 Success, and

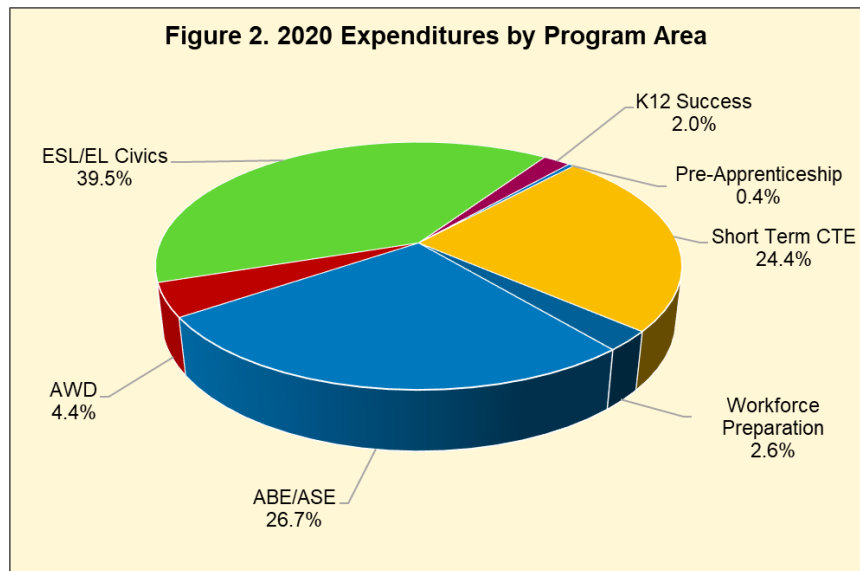
## CAEP 2019-2020 Hours and Expenditures Report

Workforce Preparation. These was a substantial decrease only in Pre-Apprenticeship. Overall hours increased substantially from PY 2019 to PY 2020.

Table 3. Comparison of PY 2018, PY 2019 and PY 2020 Hours of Instruction by Program					
Programs:	2018	2019	2020	Percentage Change 2019-2020	Percentage Change 2018-2020
ABE/ASE	12,604,120	14,816,470	17,448,913	17.8%	38.4%
AWD	3,172,486	3,243,615	5,057,357	55.9%	59.4%
ESL/EL Civics	30,316,245	29,782,291	36,311,267	21.9%	19.8%
K12 Success	1,048,035	723,003	1,630,359	125.5%	55.6%
Pre-Apprenticeship	292,565	294,823	233,540	-20.8%	-20.2%
Short Term CTE	15,337,968	14,840,051	14,763,556	-0.5%	-3.7%
Workforce Preparation	1,655,941	1,294,220	2,631,394	103.3%	58.9%
<b>Total Hours of Instruction</b>	<b>64,427,360</b>	<b>64,994,473</b>	<b>78,076,386</b>	<b>20.1%</b>	<b>21.2%</b>

**Expenditures.** The analysis of expenditures addresses: 1) what programs have the highest expenditures, 2) what fund sources have the highest expenditures, 3) how do expenditures vary across the different types of providers (K-12 Schools vs Community Colleges and Others), and 4) how do the PY 2020 results compare to the results for prior years?

Figure 2 shows the percentage distribution of expenditures by program area. As was the case for hours of instruction, almost all the expenditures (90.6 percent) also fall into one of three categories: ESL/EL Civics, Short-Term CTE, and ABE/ASE. The distribution of expenditures across program categories is similar to the distribution for hours of instruction, but with somewhat higher expenditure percentages for ABE/ASE and Short Term CTE, and a somewhat lower percent for ESL/EL Civics.



In addition to reporting expenditures by program area, the State CAEP Office reporting policy requires consortia to allocate expenditures for each program area across the various funds that contributed to these program expenditures, so that CAEP can have a more complete picture of how locally available fund sources are being leveraged to support the operation of CAEP programs. Figure 3 shows the percentage distribution of expenditures by fund source type. Over 84 percent of all expenditures fall into one of three fund types: California Adult Education Program (formerly AEBG), Noncredit apportionment, and WIOA Title II Adult Education and Family Literacy (AEFL) funds. Reporting of

## CAEP 2019-2020 Hours and Expenditures Report

expenditures associated with each of these fund types is required, as is reporting for Fees, In-Kind Contributions, CalWORKs, LCFF, K-12 Adult Ed Jail Funds, and Perkins funds. Reporting of expenses for the other fund type categories is optional under the revised reporting policy for PY 2020.

Table 4 shows the totals and percentages of expenditures by program area and provider type. For the 2019-2020 Program Year, nearly 822 million dollars were expended by CAEP providers. Nearly

three-fourths (73.8 percent) of total spending was done by K-12 school districts, and about one-fourth (26 percent) was spent by community colleges and community college districts.

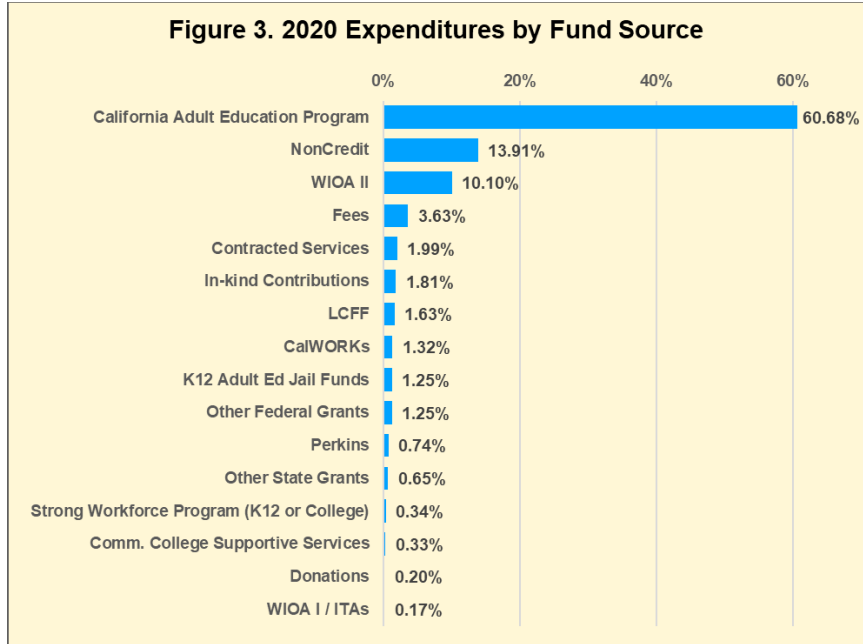


Table 4. 2020 Expenditures by Program and Provider Type					
Program	Provider Type			Grand Total	Row Percent
	Community College	K12 School District	Other		
ABE/ASE	\$ 38,514,067	\$ 180,650,847	\$ 788	\$ 219,165,702	26.66%
AWD	\$ 10,846,366	\$ 24,956,159	\$ 231,511	\$ 36,034,036	4.38%
ESL/EL Civics	\$ 108,275,604	\$ 216,437,466	\$ 342,629	\$ 325,055,699	39.55%
K12 Success	\$ 4,429,506	\$ 12,139,159	\$ -	\$ 16,568,665	2.02%
Pre-Apprenticeship	\$ 1,270,365	\$ 2,154,459	\$ -	\$ 3,424,824	0.42%
Short Term CTE	\$ 44,354,243	\$ 155,995,071	\$ 101,818	\$ 200,451,132	24.39%
Workforce Preparation	\$ 6,399,071	\$ 14,816,709	\$ 69,013	\$ 21,284,793	2.59%
<b>Grand Total</b>	<b>\$ 214,089,222</b>	<b>\$ 607,149,870</b>	<b>\$ 745,759</b>	<b>\$ 821,984,851</b>	<b>100.00%</b>
<b>Column Percent</b>	<b>26.05%</b>	<b>73.86%</b>	<b>0.09%</b>	<b>100.00%</b>	

Table 5 compares the expenditures by program across the three program years, PY 2018 to PY 2020. Over this period, there were substantial increases in expenditures for K-12 Success (30.5 percent), ABE/ASE (11.5 percent) and AWD (13 percent). There were substantial decreases in expenditures for Workforce Preparation (-31 percent) and Pre-Apprenticeship (-29.4 percent). Overall expenditures were up by just 0.7 percent.

The Appendix includes three additional tables that provide a more detailed view of the expenditure reporting results. Table 10 provides expenditures for all members. Table 11 provides expenditure data for K-12 members, and Table 12 provides expenditure data for community colleges.

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**Table 5. Comparison of PY 2018, PY 2019 and PY 2020 Expenditures**

Programs:	2018	2019	2020	Percentage Change 2019-2020	Percentage Change 2018-2020
ABE/ASE	\$ 196,622,267	\$ 217,165,791	\$ 219,165,702	0.9%	11.5%
AWD	\$ 31,881,317	\$ 33,890,591	\$ 36,034,036	6.3%	13.0%
ESL/EL Civics	\$ 335,311,449	\$ 333,757,579	\$ 325,055,699	-2.6%	-3.1%
K12 Success	\$ 12,694,610	\$ 15,100,591	\$ 16,568,665	9.7%	30.5%
Pre-Apprenticeship	\$ 4,849,266	\$ 4,178,977	\$ 3,424,824	-18.0%	-29.4%
Short Term CTE	\$ 204,203,746	\$ 188,887,092	\$ 200,451,132	6.1%	-1.8%
Workforce Preparation	\$ 30,829,781	\$ 19,357,211	\$ 21,284,793	10.0%	-31.0%
<b>Total Expenditures</b>	<b>\$ 816,392,436</b>	<b>\$ 812,337,832</b>	<b>\$ 821,984,851</b>	<b>1.2%</b>	<b>0.7%</b>

**Data quality.** This component of the analysis addresses the following: 1) How compliant were consortia and members with the reporting requirement? 2) How internally consistent was the response? 3) How many apparent extreme values were present in the reporting? 4) How consistent is the reporting from year to year for a given member? 5) Has the quality of the data improved over prior rounds of reports? Answers to these questions are needed to determine the extent to which the data can be used to do things like compute a cost per hour result for each of the program areas, or for other resource allocation discussions and member effectiveness discussions.

Compliance with reporting requirement: To what extent did members and consortia comply with the reporting requirement? Table 6 shows the number and percent of CAEP members who either did not submit a report or submitted a report with zero total expenditures or zero total hours of instruction. This is shown for each of the three years. The number of members failing to submit a report was lower in PY 2020 than for either of the previous years. This might be due to a change to the reporting instructions clarifying that members without expenses or hours should not submit a report. However, notwithstanding this guidance, about seven percent of members still submitted reports with zero hours of instruction, zero expenditures, or both. This was apparently possible because the NOVA reporting system doesn't prevent it. Closer examination of these individual member totals may help to determine if this is a product of some members misunderstanding the guidance, or if it reflects actual errors in the submission process.

**Table 6. Members Reporting Zeros or Not Submitting a Report<sup>6</sup>**

	PY 2018		PY 2019		PY 2020	
	Number	Percent	Number	Percent	Number	Percent
Total Expenditures	33	7.90%	38	9.10%	29	7.11%
Total Hours of Instruction	49	11.80%	46	11.10%	28	6.86%
Neither Category	31	7.50%	36	8.70%	27	6.62%

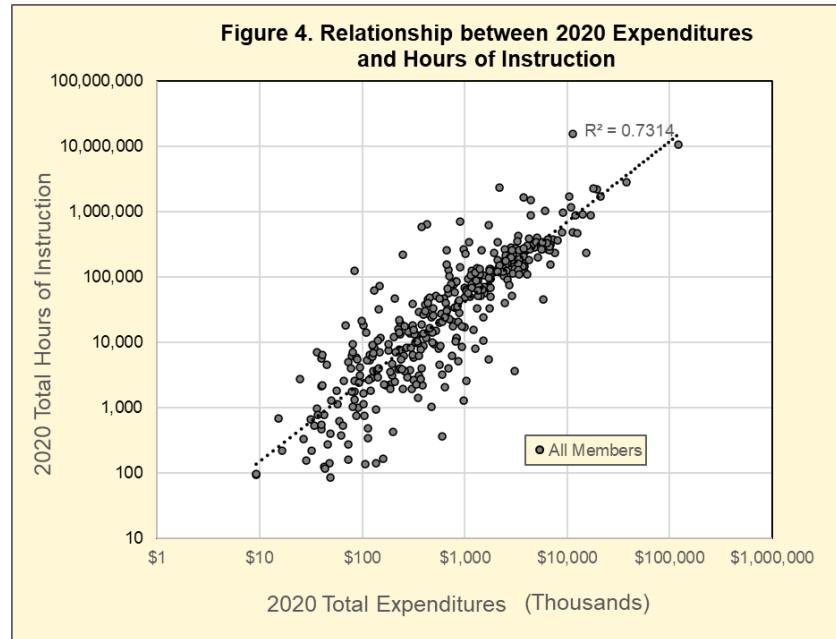
Beyond overall compliance with the reporting requirement, to what extent did members provide information for each of the major report data elements? Table 7 shows the percent of members providing a non-zero response to each of the major report elements, including each of the hour of

<sup>6</sup> The percent calculations in this table are based on a total member counts of 416, which includes all unique member names found in PY 2018 or PY 2019, and 408 members required to report in PY 2020.

## CAEP 2019-2020 Hours and Expenditures Report

instruction program categories, each of the program expenditure totals, and each of the fund type totals. Non-response to any of these report elements does not necessarily indicate non-compliance with the reporting requirement, since individual members may not be providing particular programs or leveraging particular types of fund sources. However, it is notable that aside from CAEP and WIOA Title II, most members are not showing any use of the other leveraged fund sources. These results for PY 2020 are quite consistent with prior years' results.

Consistency within reports for members: Are the underlying values that would be used to create a cost per value (hours of instruction and expenditures) related to each other in a predictable manner? In other words, do members with high reported hours of instruction also have high reported expenditures, and do those with low reported hours have low expenditures? Figure 4 plots total hours of instruction and total expenditures for each member on a log scale.<sup>7</sup> This plot suggests that there was a strong overall correlation between hours of instruction and expenditures during PY 2020. A similar pattern in the expenditure and hours relationship was also observed in the PY 2019 data.



Figures 4A and 4B in the Appendix provide separate scatterplots of the relationship between total expenditures and hours of instruction for PY 2020 for community colleges and K-12 providers, respectively. These plots suggest that the relationship between expenditures and hours of instruction is closer for K-12, than it is for Community Colleges.

<sup>7</sup> All scatterplots in this report exclude cases with zero values on either axis.



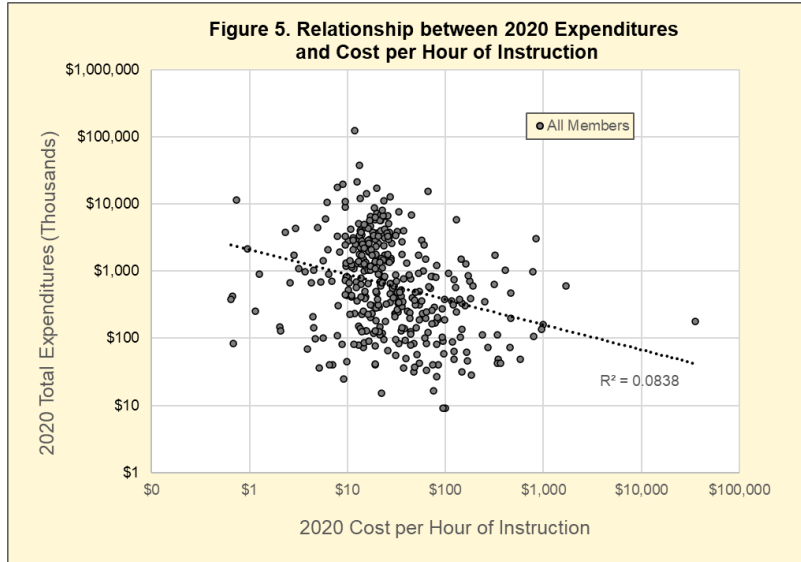
## CAEP 2019-2020 Hours and Expenditures Report

<b>Table 7. Members submitting non-zero report values by major data element, 2019-2020</b>				
<b>Data Element</b>	<b>2019 Members Reporting</b>	<b>Percent of Members</b>	<b>2020 Members Reporting</b>	<b>Percent of Members</b>
<i>Hours of Instruction:</i>				
ABE/ASE	323	82.40%	328	80.39%
AWD	81	20.70%	83	20.34%
ESL/EL Civics	285	72.70%	302	74.02%
K12 Success	82	20.90%	78	19.12%
Pre-Apprenticeship	29	7.40%	36	8.82%
Short-Term CTE	256	65.30%	265	64.95%
Workforce Preparation	98	25.00%	132	32.35%
Total Hours of Instruction (non-zero in any of above)	371	94.60%	380	93.14%
<i>Expenditures by Program Category:</i>				
ABE/ASE	323	82.40%	326	79.90%
AWD	83	21.20%	86	21.08%
ESL/EL Civics	287	73.20%	301	73.77%
K12 Success	77	19.60%	81	19.85%
Pre-Apprenticeship	22	5.60%	36	8.82%
Short-Term CTE	258	65.80%	260	63.73%
Workforce Preparation	98	25.00%	117	28.68%
Total Expenditures (non-zero in any of above)	378	96.40%	379	92.89%
<i>Expenditures by Fund Category: (*=required if used)</i>				
Total Adult Ed Jail Funds*	20	5.10%	19	4.66%
Total CAEP (AEBG)*	363	92.60%	369	90.44%
Total CalWORKS*	114	29.10%	125	30.64%
Total Community College Support Services	10	2.60%	9	2.21%
Total Contractual Services	52	13.30%	50	12.25%
Total Donated	12	3.10%	16	3.92%
Total Fees*	99	25.30%	97	23.77%
Total In-Kind*	94	24.00%	71	17.40%
Total LCFF*	77	19.60%	66	16.18%
Total Non-Credit*	51	13.00%	57	13.97%
Total Other Federal Grants	17	4.30%	14	3.43%
Total Other State Grants	24	6.10%	19	4.66%
Total Perkins*	46	11.70%	56	13.73%
Total Strong Workforce	12	3.10%	15	3.68%
Total WIOA Title I ITAs	10	2.60%	9	2.21%
Total WIOA Title II*	165	42.10%	178	43.63%

# CAEP 2019-2020 Hours and Expenditures Report

If cost per values as calculated from the reported data reflect actual differences in unit costs among members, we might expect to see evidence in the data of economies of scale, i.e., larger members with much higher participant volume would show lower unit costs than smaller members with low participant volume. If the cost per values are not well-related to actual costs, we might expect to see a more random pattern.

Figure 5 shows this relationship between total expenditures and the total cost per hour for PY 2020. Overall, there is low correlation between unit costs and total expenditures. There may be many reasons why such a correlation is not seen. To the extent that either expenditures or hours of instruction are not being accurately reported, the cost per value that has been computed from these data would of course not reflect the true unit costs. Evidence of this possibility can be found in the number of extreme values for the



cost per hour amount as calculated from the reported hours and expenditures. Twenty-one (or five percent) of the members had an overall cost per hour of instruction greater than \$200, and 54 members (or 13 percent) had an overall cost per hour of instruction less than \$10. As data quality issues continue to be addressed, and as members update their PY 2020 values and otherwise improve the accuracy of their reporting, we should expect to see these cost per values begin to behave more like we would expect them to. Figures 5A and 5B in the Appendix provide separate scatterplots of the relationship between total expenditures and cost per hour in PY 2020 for community colleges and K-12 providers, respectively.

**Extreme values:** It is possible that members responded to the report request (i.e., they reported a non-zero value for one or more reporting categories) but their reports reflect inordinately low values. This under-reporting would affect the data quality and could depress (in the case of expenditures) or inflate

Table 8. Members Reporting Low Values in PY 2019 and 2020 <sup>8</sup>				
	PY 2019		PY 2020	
	Number	Percent of members	Number	Percent of members
Reported total expenditures less than \$50,000	22	5.6	28	6.9%
Reported totals hours of less than 1,000	31	7.9	38	9.3%
Both extreme values	13	3.3	20	4.9%

<sup>8</sup> The percent calculations in this table are based on a total member count which includes all members submitting a certified report, including zero reports. This corresponds to 416 members for PY 2019 and 408 members for PY 2020.

## CAEP 2019-2020 Hours and Expenditures Report

(in the case of hours) any unit cost data calculated from the reports. We reviewed the entries for extremely low values. The results are displayed in Table 8.

Twenty-eight members reported total expenditures of less than \$50,000. Another 38 members reported fewer than 1,000 hours of instruction, and twenty members reported these low values for both categories. This represents an increase in the number of extreme low values from PY 2019.

Year to year member consistency: If members are accurately reporting their hours and expenditures, then we would not expect to see many large differences in total expenditures or hours of instruction from 2019 to 2020, since there have not been large changes in available funding. We might still expect to see large differences in particular programs or fund source categories, given changes to reporting policy and definitions, however. In order to examine this, variation percentages were computed for each member who had reported expenditures or hours of instruction in both years. The results of this are shown in Table 9. Over half of the members had variation in hours of instruction from 2019 to 2020 that was greater than 25 percent, up from about a third in 2018 to 2019 for this category.

<b>Table 9. Members with Substantial Variation, PY 2018-2019 and PY 2019 and 2020<sup>9</sup></b>							
	Greater than 25 Percent		Greater than 50 Percent		Greater than 100 Percent		Total members reporting in both years
	Number	Percent	Number	Percent	Number	Percent	
<b>PY 2019 – 2020:</b>							
Total Expenditures	136	36.8%	66	17.8%	31	8.4%	370
Total Hours of Instruction	196	54.4%	111	30.8%	40	11.1%	360
<b>PY 2018 – 2019:</b>							
Total Expenditures	81	22.5%	43	11.9%	26	7.2%	360
Total Hours of Instruction	120	34.5%	94	27.0%	55	15.8%	348

The Appendix includes two additional tables that provide a more detailed comparison of the results for PY 2018 - PY 2020. Table 13 provides a comparison of PY 2018, PY 2019 and PY 2020 expenditures and hours of instruction by program category, and Table 14 provides a comparison of PY 2018, PY 2019 and PY 2020 expenditures by fund type.

<sup>9</sup> The percent calculations in this table are computed based on those members with reported hours or expenditures in both years.

# CAEP 2019-2020 Hours and Expenditures Report

## Recommendations

Many of the recommendations that were included in last year's report are still appropriate, with some amendment. As the state moves closer to making operational use of these data in managing CAEP, including and especially for resource allocation purposes, it is of critical importance that every reasonable step be taken to improve and maintain the quality of these data.

1. The State CAEP Office should continue to investigate and where feasible, implement technical improvements to the NOVA reporting system in order to improve data quality. Suggested changes include:
  - a) Prohibit report certification with zero entries. *This is now prohibited under the reporting instructions, but it is not prevented in the reporting system.* Twenty-eight members submitted certified reports with zero entries for hours of instruction, and 29 members submitted certified reports with zero expenditures.
  - b) Require consistency between hour and expenditure entries at the program level. It should not be possible to certify a report with hours of instruction in a program category but no expenditures, or expenditures but no hours of instruction. *Again, this is prohibited by policy, but not by the reporting system.* There has been improvement in this area, in that members were much more consistent for this reporting cycle. All but one of the 29 members that submitted zero expenditure reports also submitted zero hour reports.
  - c) Link report requirements to records of fund availability at the member level and require reports to provide hours and expenditure data for funded programs in order to be certified. The State CAEP Office provided technical assistance to consortia regarding funding allocations by fund source, but if this change was implemented at the reporting level, it would improve data quality.
2. The State CAEP Office should continue to support consortia and members with training and technical assistance on the reporting policy and procedure, including best practices for allocating costs to leveraged fund sources. In addition, the State CAEP Office should continue to work with consortia and members to gather input to make further improvements in policy and procedure in relation to the reporting process and use of the data.
3. The State CAEP Office should provide feedback to members on their reporting results, including unit cost estimates, prior to member submission of reports for PY 2020-2021. This could include monitoring report entries for problems and notifying consortia of any issues prior to finalization of the reports in December. The State CAEP Office should augment its current staff capacity as needed to provide this assistance to members.
4. The State CAEP Office should consider options in addition to technical assistance to improve compliance with the reporting requirement once the other recommendations have been implemented. This should include the addition of a review of the hour and expenditures report submission as part of periodic monitoring of members. Here as well, the State CAEP Office should augment its current staff capacity as needed to conduct this monitoring function.

## CAEP 2019-2020 Hours and Expenditures Report

### Appendix: Additional Detailed 2020 Tables and Figures

The following tables present the results of the expenditure reporting for 2020 summarized by fund type and program category. [Table 10](#) provides expenditures for all members. [Table 11](#) provides expenditure data for K-12 members, and [Table 12](#) provides expenditure data for community colleges. The sum of [Tables 11 and 12](#) do not equal the [Table 10](#) values, because there are member types (e.g., Regional Occupational Centers/Programs, and Others) included in the [Table 10](#) values but not included in either [Table 11](#) or [12](#). [Table 13](#) provides a comparison of PY 2018, 2019 and PY 2020 expenditures and hours of instruction by program category, and [Table 14](#) provides a comparison of PY 2018, 2019 and PY 2020 expenditures by fund type.

[Figures 4A and 4B](#) provide separate scatterplots of the relationship between total expenditures and hours of instruction for PY 2020 for community colleges and K-12 providers, respectively. [Figures 5A and 5B](#) provide separate scatterplots of the relationship between total expenditures and cost per hour in PY 2020 for community colleges and K-12 providers, respectively.

## CAEP 2019-2020 Hours and Expenditures Report

**Table 10. 2020 Expenditures by Fund Type and Program Category: All Members (dollars)**

Fund Types (Required):	Program Areas:							Grand Total
	ABE/ASE	AWD	ESL/EL Civics	K12 Success	Pre-Apprenticeship	Short Term CTE	Workforce Preparation	
California Adult Education Program	143,249,155	20,042,214	193,408,319	9,255,989	1,858,082	118,288,114	12,692,355	498,794,228
CalWORKs	2,997,138	295,111	4,389,313	154,545	9,324	2,447,809	586,854	10,880,094
Comm. College Supportive Services	580,913	168,179	1,197,415	0	237,710	289,346	207,047	2,680,610
Contracted Services	3,261,327	6,207,811	1,578,663	182,226	0	3,406,651	1,744,988	16,381,666
Donations	33,014	53,098	17,763	309,904	30	1,163,837	54,133	1,631,779
Fees	1,316,801	272,372	1,827,142	1,224,546	100,859	23,970,129	1,102,363	29,814,212
In-kind Contributions	4,501,795	706,708	5,023,376	177,580	92,343	4,000,809	400,606	14,903,217
K12 Adult Ed Jail Funds	6,731,865	153,674	144,829	235,204	0	2,869,577	120,688	10,255,837
LCFF	6,374,272	0	2,779,611	1,075,151	310,726	2,733,674	148,477	13,421,911
Non-Credit	20,129,015	7,416,057	59,966,422	3,551,316	204,377	20,879,529	2,213,062	114,359,778
Other Federal Grants	1,017,502	0	596,358	80,000	0	7,863,043	679,574	10,236,477
Other State Grants	715,911	266,193	1,828,293	6,832	84,600	2,001,713	425,866	5,329,408
Perkins	139,655	149	36,829	89,000	0	5,686,497	130,466	6,082,596
Strong Workforce Program (K12 or College)	33,025	12,218	192,884	0	141,089	2,314,827	80,138	2,774,181
WIOA I / ITAs	131,758	39,483	26,365	0	334,866	255,600	637,043	1,425,115
WIOA II	27,952,556	400,769	52,042,117	226,372	50,818	2,279,977	61,133	83,013,742
<b>Grand Total</b>	<b>219,165,702</b>	<b>36,034,036</b>	<b>325,055,699</b>	<b>16,568,665</b>	<b>3,424,824</b>	<b>200,451,132</b>	<b>21,284,793</b>	<b>821,984,851</b>

## CAEP 2019-2020 Hours and Expenditures Report

**Table 11. 2020 Expenditures by Fund Type and Program Category: K-12 Members (dollars)**

Fund Types (Required):	Program Areas:							Grand Total
	ABE/ASE	AWD	ESL/EL Civics	K12 Success	Pre-Apprentice-ship	Short Term CTE	Workforce Preparation	
California Adult Education Program	131,791,953	17,509,970	168,851,638	8,700,034	1,198,521	110,441,725	9,470,803	447,964,644
CalWORKs	2,599,787	221,585	2,009,722	154,545	9,324	2,262,639	570,404	7,828,006
Comm. College Supportive Services	5,000		51,125			500	0	56,625
Contracted Services	3,228,418	6,073,896	375,304	182,226	0	3,390,877	1,420,988	14,671,709
Donations	19,057	53,098	3,806	24,269	30	163,837	40,176	304,273
Fees	1,304,664	271,441	1,760,950	1,224,546	100,859	23,956,658	1,099,420	29,718,538
In-kind Contributions	3,341,253	370,850	3,638,310	176,980	60,344	3,425,125	329,560	11,342,422
K12 Adult Ed Jail Funds	6,731,865	153,674	144,829	235,204	0	2,869,577	120,688	10,255,837
LCFF	6,374,272	0	2,779,611	1,075,151	310,726	2,733,674	148,477	13,421,911
Non-Credit	0	0	35,978	20,000	0	2,685	36,800	95,463
Other Federal Grants	0	0	590,968	80,000	0	741,015	679,574	2,091,557
Other State Grants	36,632	23,296	256,305	6,832	21,870	679,100	156,516	1,180,551
Perkins	86,970	0	0	33,000	0	4,700,854	106,466	4,927,290
Strong Workforce Program (K12 or College)					77,019	75,000	25,000	177,019
WIOA I / ITAs	0	0	0	0	327,066	0	555,921	882,987
WIOA II	25,130,976	278,349	35,938,920	226,372	48,700	551,805	55,916	62,231,038
<b>Grand Total</b>	<b>180,650,847</b>	<b>24,956,159</b>	<b>216,437,466</b>	<b>12,139,159</b>	<b>2,154,459</b>	<b>155,995,071</b>	<b>14,816,709</b>	<b>607,149,870</b>

## CAEP 2019-2020 Hours and Expenditures Report

**Table 12. 2020 Expenditures by Fund Type and Program Category: Community Colleges (dollars)**

Fund Types (Required):	Program Areas:							Grand Total
	ABE/ASE	AWD	ESL/EL Civics	K12 Success	Pre-Apprenticeship	Short Term CTE	Workforce Preparation	
California Adult Education Program	11,456,471	2,311,296	24,276,629	555,955	659,561	7,795,976	3,188,205	50,244,093
CalWORKs	397,351	73,526	2,379,591	0	0	185,170	16,450	3,052,088
Comm. College Supportive Services	575,913	168,179	1,146,290	0	237,710	288,846	207,047	2,623,985
Contracted Services	32,909	133,915	1,203,359	0	0	15,774	324,000	1,709,957
Donations	13,957	0	13,957	285,635	0	1,000,000	13,957	1,327,506
Fees	12,137	931	66,192	0	0	13,471	2,943	95,674
In-kind Contributions	1,160,485	325,295	1,347,199	600	31,999	564,518	68,502	3,498,598
K12 Adult Ed Jail Funds	0	0	0	0	0	0	0	0
LCFF	0	0	0	0	0	0	0	0
Non-Credit	20,129,015	7,416,057	59,930,444	3,531,316	204,377	20,876,844	2,176,262	114,264,315
Other Federal Grants	1,017,502	0	5,390	0	0	7,122,028	0	8,144,920
Other State Grants	679,279	242,897	1,571,988	0	62,730	1,322,613	269,350	4,148,857
Perkins	52,685	149	36,829	56,000	0	985,643	24,000	1,155,306
Strong Workforce Program (K12 or College)	33,025	12,218	192,884	0	64,070	2,239,827	55,138	2,597,162
WIOA I / ITAs	131,758	39,483	1,655	0	7,800	215,361	48,000	444,057
WIOA II	2,821,580	122,420	16,103,197	0	2,118	1,728,172	5,217	20,782,704
<b>Grand Total</b>	<b>38,514,067</b>	<b>10,846,366</b>	<b>108,275,604</b>	<b>4,429,506</b>	<b>1,270,365</b>	<b>44,354,243</b>	<b>6,399,071</b>	<b>214,089,222</b>



## CAEP 2019-2020 Hours and Expenditures Report

**Table 13. Comparison of 2018, 2019 and 2020 Expenditures and Hours by Program**

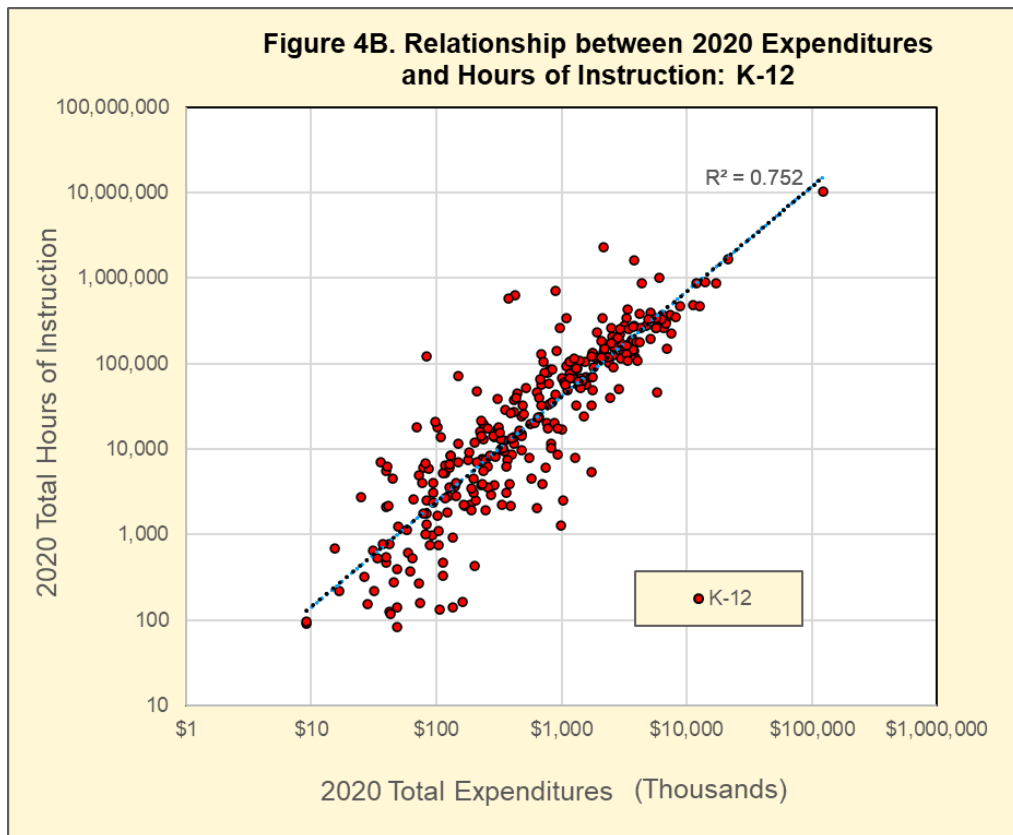
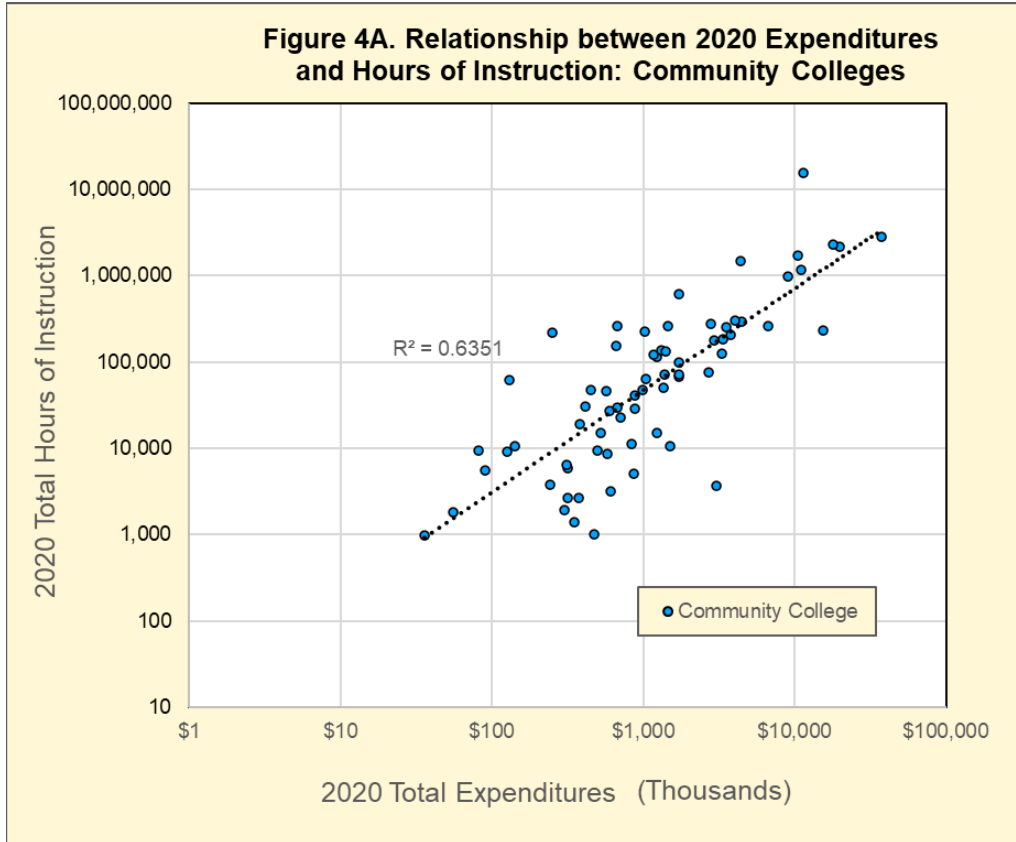
Programs:	2018 Total	2019 Total	2020 Total	2019 - 2020 Difference	2018 - 2020 Difference
<b>Expenditures:</b>					
ABE/ASE	\$ 196,622,267	\$ 217,165,791	\$ 219,165,702	\$ 1,999,911	\$ 22,543,435
AWD	\$ 31,881,317	\$ 33,890,591	\$ 36,034,036	\$ 2,143,445	\$ 4,152,719
ESL/EL Civics	\$ 335,311,449	\$ 333,757,579	\$ 325,055,699	\$ (8,701,880)	\$ (10,255,750)
K12 Success	\$ 12,694,610	\$ 15,100,591	\$ 16,568,665	\$ 1,468,074	\$ 3,874,055
Pre-Apprenticeship	\$ 4,849,266	\$ 4,178,977	\$ 3,424,824	\$ (754,153)	\$ (1,424,442)
Short Term CTE	\$ 204,203,746	\$ 188,887,092	\$ 200,451,132	\$ 11,564,040	\$ (3,752,614)
Workforce Prep	\$ 30,829,781	\$ 19,357,211	\$ 21,284,793	\$ 1,927,582	\$ (9,544,988)
<b>Total Expenditures</b>	<b>\$ 816,392,436</b>	<b>\$ 812,337,832</b>	<b>\$ 821,984,851</b>	<b>\$ 9,647,019</b>	<b>\$ 5,592,415</b>
<b>Hours of Instruction:</b>					
ABE/ASE	12,604,120	14,816,470	17,448,913	2,632,443	4,844,793
AWD	3,172,486	3,243,615	5,057,357	1,813,742	1,884,871
ESL/EL Civics	30,316,245	29,782,291	36,311,267	6,528,976	5,995,022
K12 Success	1,048,035	723,003	1,630,359	907,356	582,324
Pre-Apprenticeship	292,565	294,823	233,540	(61,283)	(59,025)
Short Term CTE	15,337,968	14,840,051	14,763,556	(76,495)	(574,412)
Workforce Prep	1,655,941	1,294,220	2,631,394	1,337,174	975,453
<b>Total Hours of Instruction</b>	<b>64,427,360</b>	<b>64,994,473</b>	<b>78,076,386</b>	<b>13,081,913</b>	<b>13,649,026</b>

## CAEP 2019-2020 Hours and Expenditures Report

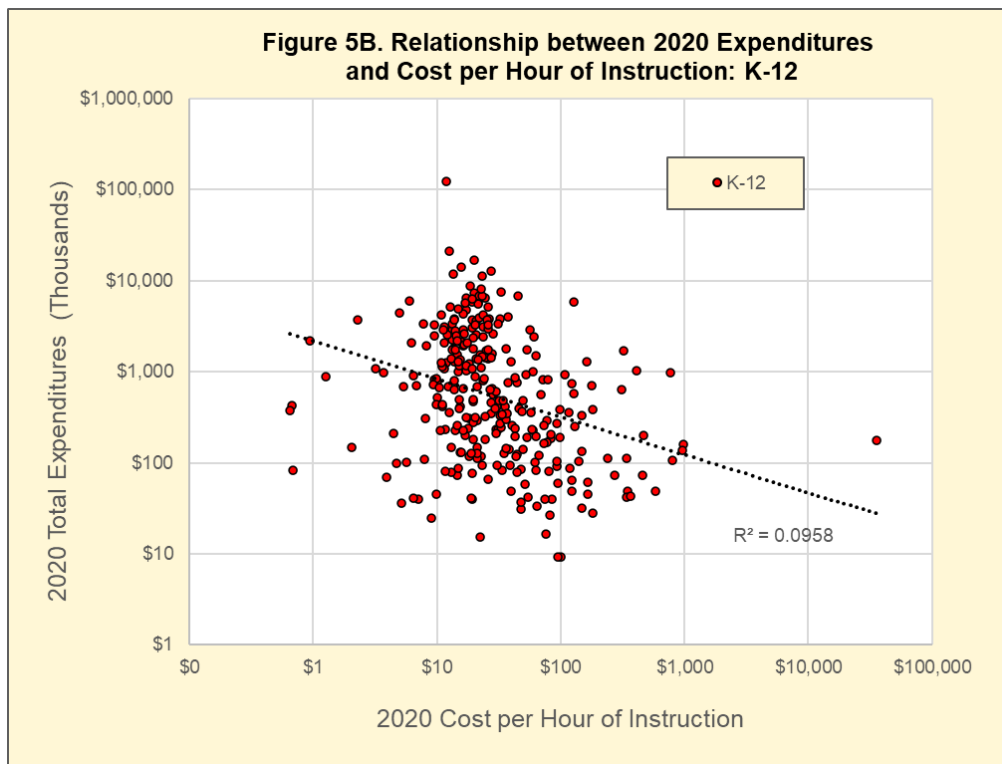
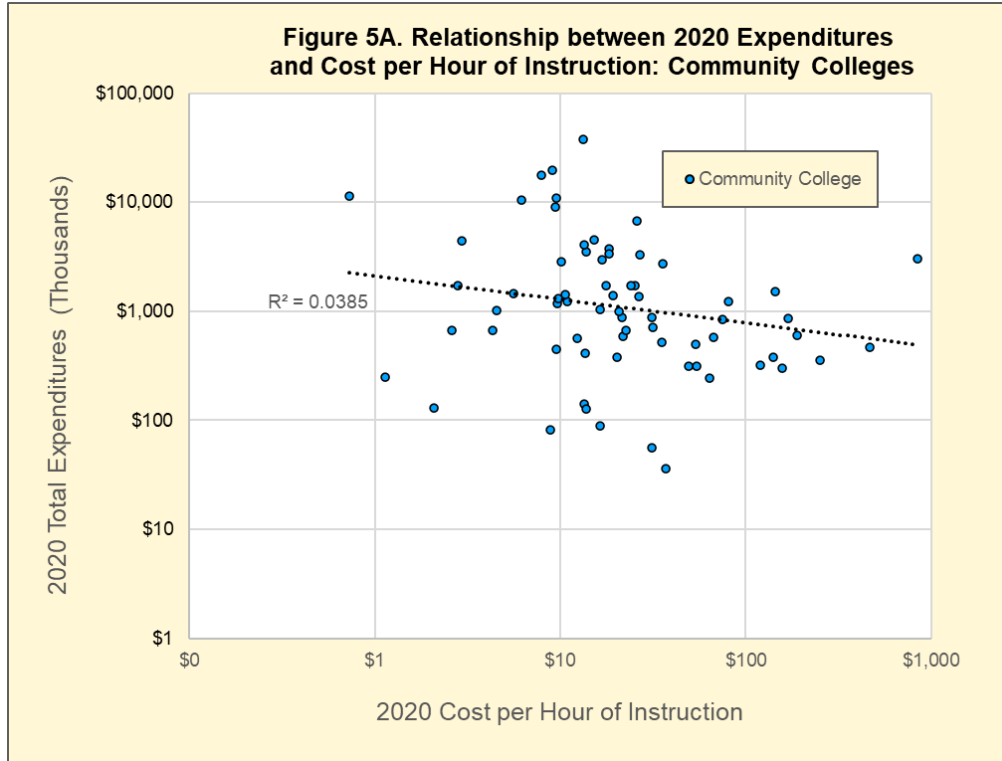
**Table 14. Comparison of 2018, 2019 and 2020 Expenditures by Fund Type (dollars)**

<b>Fund Types (Required):</b>	<b>2018 Total</b>	<b>2019 Total</b>	<b>2020 Total</b>	<b>2019 - 2020 Difference</b>	<b>2018 - 2020 Difference</b>
California Adult Education Program	490,483,754	480,116,282	498,794,228	18,677,946	8,310,474
CalWORKs	10,645,475	14,368,528	10,880,094	(3,488,434)	234,619
Comm. College Supportive Services	4,770,841	1,974,502	2,680,610	706,108	(2,090,231)
Contracted Services	18,939,376	16,690,437	16,381,666	(308,771)	(2,557,710)
Donations	1,062,638	659,223	1,631,779	972,556	569,141
Fees	34,027,249	33,026,260	29,814,212	(3,212,048)	(4,213,037)
In-kind Contributions	35,936,109	19,790,257	14,903,217	(4,887,040)	(21,032,892)
K12 Adult Ed Jail Funds	6,957,647	8,839,030	10,255,837	1,416,807	3,298,190
LCFF	16,528,812	12,760,192	13,421,911	661,719	(3,106,901)
Non-Credit	97,994,693	125,506,504	114,359,778	(11,146,726)	16,365,085
Other Federal Grants	5,461,808	2,969,987	10,236,477	7,266,490	4,774,669
Other State Grants	14,728,600	11,047,413	5,329,408	(5,718,005)	(9,399,192)
Perkins	5,517,648	4,616,426	6,082,596	1,466,170	564,948
Strong Workforce Program (K12 or College)	1,099,916	1,859,257	2,774,181	914,924	1,674,265
WIOA I / ITAs	2,351,976	1,992,953	1,425,115	(567,838)	(926,861)
WIOA II	69,885,894	76,120,581	83,013,742	6,893,161	13,127,848
<b>Grand Total</b>	<b>816,392,436</b>	<b>812,337,832</b>	<b>821,984,851</b>	<b>9,647,019</b>	<b>5,592,415</b>

# CAEP 2019-2020 Hours and Expenditures Report



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