



2021–22 | Final Report on the

CALIFORNIA ADULT EDUCATION PROGRAM

California Department of Education
Tony Thurmond, State Superintendent of Public Instruction

California Community Colleges Chancellor's Office
Sonya Christian, Chancellor



California Department of
EDUCATION

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January 23, 2026

The Honorable Gavin Newsom
Governor of California
State Capitol
Sacramento, CA 95814

Office of the Legislative Counsel
Joe Stephenshaw, Department of Finance
Erika Contreras, Secretary of the Senate
Brooks Allen, State Board of Education
Sue Parker, Chief Clerk of the Assembly
Gina DaSilva, Senior Policy Advisor for Immigration

Dear Governor Newsom:

Subject: California Adult Education Program Final Report

The Chancellor of the California Community Colleges and the State Superintendent of Public Instruction are pleased to present the California Adult Education Program final report. The report is provided in accordance with requirements outlined in Section 9795 of California *Government Code*.

California *Education Code* Section 84917 tasks the two entities with providing a preliminary report on or before October 30 following each fiscal year for which funds are appropriated for the program and a final report on or before February 1 of the following year.

This report includes final 2021–22 state-level data on student enrollment, outcomes, skills gains, and other information using adult education data and accountability metrics.

If you have any questions regarding this report, please contact Gary W. Adams, Dean of the California Adult Education Program, Division of Workforce and Economic Development, California Community Colleges Chancellor's Office, at 916-322-7079 or gadams@cccco.edu, or Carolyn Zachry, Education Administrator, Adult Education Office, California Department of Education, at 916-323-5402 or czachry@cde.ca.gov.

Thank you for your continued support of and commitment to California's adult learners.

Sincerely,



Tony Thurmond
State Superintendent of Public Instruction
California Department of Education



Sonya Christian
Chancellor
California Community Colleges

TT/SC:cz

cc: Nichole Murillo, Deputy Legislative Secretary, Office of the Governor
Chris Ferguson, Program Budget Manager, Department of Finance
Gabriel Petek, Legislative Analyst, Legislative Analyst's Office
Edgar Cabral, Deputy Legislative Analyst, Education, Legislative
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Bill Riddle, Senior Librarian, Government Publications, California State
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2021–22 Final Report on the California Adult Education Program

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Executive Summary

The California State Legislature implemented the California Adult Education Program (CAEP), which created a regional delivery system to provide education and workforce services to adult learners. The legislation requires that the Chancellor of the California Community Colleges and the State Superintendent of Public Instruction submit to the Legislature, as provided in Section 9795 of the *Government Code*, two reports: a preliminary report on or before October 30, following each fiscal year for which funds are appropriated for the program, and a final report on or before February 1 of the following year. The reports are based on data available at the time of their submission and should include, at a minimum, the following information:

- 1) A summary of the adult education plan operative for each consortium.
- 2) The distribution schedule for each consortium.
- 3) The types and levels of services provided by each consortium.
- 4) The effectiveness of each consortium in meeting the educational needs of adults in its respective region.
- 5) Any recommendations related to the delivery of education, immigrant integration, and workforce services for adults, including recommendations related to improved alignment of state programs.

The final legislative report for 2021–22 includes the types and levels of services provided by the consortium; consortium effectiveness; statewide outcomes, trends, and immigrant integration metrics; and a recommendation. The preliminary report for 2021–22 contains the summary of the adult education plan for each consortium and the consortium distribution schedule.

If you have any questions regarding this report, please contact Gary W. Adams, Dean, Division of Workforce and Economic Development, California Community Colleges Chancellor's Office, at 916-322-7079 or gadams@cccco.edu, or Carolyn Zachry, Education Administrator, Adult Education Office, California Department of Education, at 916-323-5402 or czachry@cde.ca.gov.

Types and Levels of Services Provided by Each Consortium

The 2021–22 CAEP student dataset, which demonstrates types and levels of services provided by each consortium, is complete and available on the California Community Colleges LaunchBoard’s Adult Education Pipeline web page at <https://www.calpassplus.org/Launchboard/Adult-Education-Pipeline.aspx>. All metrics are current. However, employment, earnings, and transition metrics require an additional year to measure student outcomes. The 2021–22 CAEP employment, earnings, and transition data are currently not available, and the CAEP Office anticipates these data to be in the Adult Education Pipeline in late 2024.

The table below provides an overview of program enrollment for kindergarten through grade twelve (K–12) adult schools, Workforce Innovation and Opportunity Act II-funded community colleges, and non-Workforce Innovation and Opportunity Act II-funded community colleges offering adult education programming.

CAEP Program Areas	2021–22 Enrollees
Participants in English as a Second Language (ESL)	178,082
Participants in Adult Basic Education (ABE)	51,653
Participants in Adult Secondary Education (ASE)	114,222
Participants in Career Technical Education (CTE)	119,829
CTE Subprogram: Participants in Workforce Preparation	27,227
CTE Subprogram: Participants in Pre-apprenticeship Training Programs	1,287
CTE Subprogram: Participants in Short-term CTE Training Programs	94,131
Participants in Programs for Adults with Disabilities	13,343
Participants Training to Support Child School Success	6,849
Total Participants	483,978
Total Unduplicated Participants¹	388,517

¹ Total vs. Unduplicated Counts: The Total Participants figure includes duplicated enrollments as many students enroll in more than one program area during the program year. For example, a student may be enrolled in ESL and ABE in the same program year. The Total Unduplicated Participants count reflects the unique number of individuals who enrolled in any CAEP program area in the program year.

Coding Exception: A coding exception has been applied to noncredit community college enrollments for spring 2020 and all terms in 2020–21 and 2021–22 to account for the continued challenges that noncredit community college institutions have faced in reporting student attendance hours for noncredit distance education courses. The coding logic removes the one-hour threshold for the Reportable Individuals metric and the twelve-hour threshold for the Participants metric. An enrollment record in a CAEP program area is used as a proxy for the hour threshold components of these metrics during the timeframe. This should be noted when viewing these metrics in statewide and consortia reporting.

Effectiveness of Consortia

The Adult Education Pipeline uses multiple data sets for the calculation of final outcomes data for CAEP. These include Comprehensive Adult Student Assessment System TOPSpro Enterprise (CASAS TE) data, the Chancellor's Office Management Information System (COMIS) data, and the Employment Development Department's (EDD's) Unemployment Insurance Wage File.

The data for consortia effectiveness are based on enrollment, progress, transition, success, and employment measures for program year 2021–22. Notably, only students who have exited postsecondary institutions and K–12 adult schools are included in employment and earnings outcomes. It takes a subsequent year to measure exit from the education system. Additionally, transition metrics allow learners to meet the transition outcome in the selected or subsequent year. Therefore, the 2021–22 outcomes data for employment, earnings, and transition metrics will not be complete until the 2022–23 dataset becomes available. Because of these timing complexities, this report relies on the prior year's data to evaluate the effectiveness of consortia for these lagging metrics.

The following tables provide key metrics and data that are presented in a variety of formats (e.g., charts, graphs, numerical) on the Adult Education Pipeline web page at <https://www.calpassplus.org/Launchboard/Adult-Education-Pipeline.aspx>.

The first table includes metrics with outcomes available through the 2021–22 program year. The second table includes lagging metrics with outcomes available through the 2020–21 program year. The impacts of the coronavirus disease of 2019 (COVID-19) pandemic should be considered when interpreting these data.

CAEP Statewide Outcomes Tables

CAEP Metrics	2020–21	2021–22	Change	Percent Change
Reportable Individuals	430,886	481,200	50,314	12%
Students With 12-plus Instructional Contact Hours (Participants)	341,973	388,517	46,544	14%
Participants Who Completed an Educational Functioning Level (EFL) Gain and Course Progression	51,375	80,632	29,257	57%
Participants Who Attained a Workforce Preparation Milestone	41,130	43,047	1,917	5%
Participants Who Completed an Immigrant Integration Milestone	32,822	57,733	24,911	76%
Participants Who Earned a Diploma, General Education Development (GED), or High School Equivalency	14,603	14,302	-301	-2%
Participants Who Completed a Postsecondary Credential ²	58,882	49,900	-8,982	-15%

CAEP Metrics ³	2019–20	2020–21	Change	Percent Change
Participants in ESL, ABE, and ASE Who Transitioned to Postsecondary	60,526	36,245	-24,281	-40%
Employment Two Quarters After Exit	67,372	66,080	-1,292	-2%
Employment Four Quarters After Exit	69,252	66,782	-2,470	-4%
Median Change in Earnings	25%	23%	-2%	-
Median Annual Earnings	\$32,866	\$34,920	\$2,054	6%

² This metric's definition allows students to meet the outcome in the selected year or **any** subsequent year. Because students in earlier years have a longer time to earn a credential compared to more recent years, declines in year-over-year calculations should be expected.

³ Transition to postsecondary, employment, and wage gains are calculated for attainment in the subsequent program year. These measures will be available for the 2021–22 program year in the March 2024 release of the Adult Education Pipeline and report to the Legislature. A hyphen ("-") appears for metrics that do not have an applicable percent.

Identified Trends

- 1) The COVID-19 pandemic significantly affected adult education enrollment. Between 2019–20 and 2020–21, the number of CAEP Participants declined by approximately 30 percent. However, data from 2021–22 suggest that adult education enrollments are rebounding. The number of Reportable Individuals and Participants increased between 2020–21 and 2021–22 by 12 percent and 14 percent respectively.
- 2) All race/ethnicity groups experienced increases in Participants between 2020–21 and 2021–22. However, Pacific Islander or Hawaiian Native (21 percent), Asian (19 percent), and White (15 percent) students—as well as students who are Two or More Races (15 percent)—experienced larger increases compared to Hispanic (13 percent), American Indian/Alaska Native (11 percent), Black or African American (9 percent), and Filipino (2 percent) students.
- 3) As of 2021–22, the ESL program has the largest number of Participants among all CAEP program areas. Approximately 46 percent of CAEP Participants enrolled in ESL in 2021–22. Additionally, nearly one in three (31 percent) CAEP Participants enrolled in CTE in 2021–22, which may indicate a strong interest in workforce training among adult learners. This compares to about 29 percent of CAEP Participants who enrolled in ASE, 13 percent in ABE, 3 percent in Programs for Adults with Disabilities, and 2 percent in Training to Support Child School Success.
- 4) Some CAEP program areas appear to be rebounding from pandemic-level enrollments more substantially than others. For example, the number of Participants in ESL increased by approximately 31 percent between 2020–21 and 2021–22. Additionally, Participants in CTE increased by 8 percent, and Participants in Programs for Adults with Disabilities increased by approximately 9 percent during the same timeframe. Comparatively, the number of Participants in ABE increased by about 3 percent, and Participants in ASE and Participants in Programs Training for Child School Success increased by less than 1 percent.
- 5) The number of learners who completed key outcomes increased between 2020–21 and 2021–22:
 - a) The number of Participants who Completed an EFL Gain increased by 57 percent.
 - b) The number of Participants who Attained a Workforce Preparation Milestone increased by 5 percent.
 - c) The number of Participants who Completed an Immigrant Integration Milestone increased by 76 percent.
- 6) The number of Participants who Earned a Diploma, GED, or High School Equivalency experienced a slight decline (-2 percent between 2020–21 and

2021–22). Additionally, the number of Participants in ESL, ABE, and ASE who Transitioned to Postsecondary declined by 40 percent between 2019–20 and 2020–21.

- 7) While the number of Participants Employed Two Quarters After Exit and Four Quarters After Exit declined slightly, the proportion of Participants Employed Two Quarters After Exit and Four Quarters After Exit increased between 2019–20 and 2020–21 (29 percent to 38 percent and 30 percent to 38 percent respectively).

To explore more data for consortia effectiveness based on enrollment and outcome measures from program year 2021–22, including disaggregation of outcomes by program year or demographics (e.g., race/ethnicity, gender, age group), please visit the Adult Education Pipeline web page at <https://www.calpassplus.org/Launchboard/Adult-Education-Pipeline.aspx>.

The Adult Education Pipeline relies on many data sources and consists of derived metrics to document student outcomes. The dashboard continues to evolve over time as new data elements or metrics are added and calculations are improved. Please note that values may change as new releases are published based on refinements to calculations or the addition of new metrics.

Immigrant Integration Metrics

In 2018, Assembly Bill 2098 (Immigrant Integration) was passed and added to California *Education Code* Section 84917. This legislation requires annual reporting of immigrant student progress. A cross-agency workgroup established Immigrant Integration Indicators (I-3) to meet the requirement. These data are collected in CASAS TE as well as COMIS. However, the workgroup identified specific Civic Objectives Additional Assessment Plans (COAAPs), and these data are only collected in CASAS TE. The table below outlines the specific Immigrant Integration goal areas and the individual COAAP within each of those goal areas. The table shows the number of students who attempted the COAAP, the number passed and, ultimately, the percentage passed. In total, 113,404 COAAPs were attempted with a passage rate of 89.51 percent.

Immigrant Integration Goal Areas	Attempted	Passed	Percentage
Economic Security			
3 - Develop a business plan	15	11	73.33%
2 - Access agencies to resolve consumer complaints	105	103	98.10%
6 - Identify housing issues/tenant rights	88	81	92.05%
4 - Describe methods to obtain housing	1,117	1,078	96.51%
1 - Identify, evaluate, and compare financial services	1,151	1,023	88.88%

Credentials and Residency			
973/4 - Passed the Citizenship Interview Test	2,251	1,781	79.12%
44 - Identify, access, and complete applications for identification cards and other services	342	328	95.91%
965/6 - Passed the Government and History Test	5,070	4,313	85.07%
42 - Identify people/events in local/state/federal history	5	5	100.00%
40 - Respond to questions about U.S. history/government for the purpose of naturalization	2,223	2,080	93.57%
Health and Well-being			
16 - Follow procedures and access assistance in case of emergency	4,368	3,913	89.58%
28 - Access the health care system/providers	6,414	5,988	93.36%
30 - Demonstrate how to use pharmacies/medicines	2,874	2,671	92.94%
17 - Access assistance to prevent or solve family/community problems	345	309	89.57%
15 - Identify emergency services/legal assistance agencies	21	21	100.00%
26 - Identify and access low-cost health services	4,356	4,013	92.13%
27 - Demonstrate knowledge of health/safety precautions	4,013	3,464	86.32%
46 - Access resources for nutrition education and information on healthy foods	7,760	7,151	92.13%
Education and Career			
70 - Demonstrate language/literacy skills necessary for early childhood education training/work	80	78	97.50%
33 - Identify and access resources needed to obtain/keep a job	17,656	15,267	86.47%
71 - Demonstrate language/literacy skills necessary for personal care aide training/work	422	412	97.63%
13 - Interact with educational institutions for children/adults	5,288	4,788	90.54%
14 - Identify educational opportunities to achieve a career goal	3,289	2,943	89.48%
75 - Demonstrate language/literacy skills necessary for business/finance training/work	51	36	70.59%
72 - Demonstrate language/literacy skills necessary for building/construction trades training/work	11	8	72.73%
50 - Identify and demonstrate study/self-management skills	1,645	1,454	88.39%

52 - Research, identify, and utilize employability/soft skills	1,793	1,534	85.55%
37 - Identify and demonstrate qualities of an effective employee in the American workplace	6,062	5,617	92.66%
53 - Research, identify, and utilize skills to navigate work/school environment/rights	27	25	92.59%
35 - Identify procedures for protecting employment rights and accessing support resources	30	25	83.33%
32 - Locate and describe job requirements, licenses, etc., and identify resources to access job information	835	664	79.52%
49 - Access and use information to transition to post-secondary education/training/work	55	46	83.64%
36 - Identify work-related safety regulations/standards/procedures	2,158	1,996	92.49%
74 - Demonstrate language/literacy skills necessary for manufacturing/product development training/work	7	7	100.00%
51 - Research, identify, and utilize resources/services to transition to post-secondary education/training/work	36	34	94.44%
Children and Family			
7 - Identify ways to safeguard families/homes	263	263	100.00%
21 - Recognize good parenting skills and access parental assistance resources	130	122	93.85%
22 - Access leisure-time/cultural/recreational resources	245	229	93.47%
9 - Locate and analyze childcare services	43	26	60.47%
Civic and Community Participation			
11 - Research and describe cultural backgrounds/barriers	6,920	6,454	93.27%
19 - Identify immigrant rights and access rights assistance agencies	723	622	86.03%
23 - Access and use community service/government agency information	1,921	1,760	91.62%
24 - Access resources to prevent or report accidents/crimes	267	257	96.25%
43 - Identify environmental problems and access organizations/agencies to resolve them	100	81	81.00%
25 - Identify volunteer opportunities	117	92	78.63%
12 - Access Department of Motor Vehicles (DMV) services and identify DMV regulations	4,244	4,006	94.39%
10 - Identify and locate important places/services in the community/state/country	1,210	1,127	93.14%

8 - Identify and address community needs/complaints	614	561	91.37%
Digital Literacy			
47 - Identify strategies and resources for safe internet use	1,445	1,328	91.90%
73 - Demonstrate language/literacy skills necessary for information/communication technologies training/work	1,515	1,342	88.58%
48 - Use online tools to learn/communicate/collaborate	11,684	9,974	85.36%
Total	113,404	101,511	89.51%

Recommendations

The California Department of Education and the California Community Colleges Chancellor's Office recommend revising the reports' dates so that the preliminary report is due in March and the final report is due in October. Currently, a preliminary report is due on or before October 30 following each Fiscal Year for which funds are appropriated and a final report is due on or before February 1 of the following year.

Rationale: The data for consortia effectiveness are based on enrollment progress, transition, and outcome measures one Program Year prior to submission in March. The calculations needed to provide the final outcome data for the final report are from multiple data sets. These include CASAS TE enrollment data, the California Community Colleges Chancellor's Office Management Information System, and the EDD Unemployment Insurance Wage File. The full Management Information System data files and the EDD Wage File do not become available until late January. These files must then be matched against the CASAS TE enrollment data to populate the final outcome and metrics.

The progress, transition, completion, and employment metrics are all validated against actual student enrollment records. Because of these data timing and build issues, this report will rely on the prior year's data to evaluate the effectiveness of consortia. Flipping the reports will better align with data release dates and allow the most current data to be incorporated into the report for timely report submission.