

**EXECUTIVE SUMMARY ANALYSIS:  
2025-2028 CALIFORNIA ADULT EDUCATION PROGRAM  
(CAEP) CONSORTIA THREE-YEAR PLAN REVIEW**

Prepared for California Community Colleges Chancellor's Office

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# TABLE OF CONTENTS

Introduction .....	3
Executive Summary .....	3
<b>SECTION I: EXECUTIVE SUMMARIES .....</b>	<b>7</b>
Regional Themes .....	7
<b>SECTION ii: ASSESSMENT .....</b>	<b>8</b>
Overview, Preparation, and Contribution of Entities .....	8
<i>Figure 2.1 - Assessment Planning Board Members.....</i>	<i>8</i>
<i>Figure 2.2 - Assessment Process .....</i>	<i>9</i>
Regional Alignment and Priorities .....	10
Alignment with Other Education and Workforce Plans .....	10
Evaluating the Educational Needs of Adults .....	11
<i>Figure 2.3 - Reported Population Attributes (Student Barriers Metric Set) .....</i>	<i>11</i>
<i>Figure 2.4 - Regional-level Program Challenges .....</i>	<i>12</i>
<i>Figure 2.5 - Potential Adult Learners by Region .....</i>	<i>13</i>
Regional Service Providers .....	15
<i>Figure 2.6 - Reported Number of Adults Served by Program Area Across Consortia .....</i>	<i>15</i>
<i>Figure 2.7 - Adults Served across Consortia .....</i>	<i>15</i>
<i>Figure 2.8 - Most Common Industry Orientation by Region .....</i>	<i>16</i>
<i>Figure 2.9 - Adult Education and Workforce Services Programs .....</i>	<i>16</i>
Evaluating Levels and Types of Education and Workforce Services .....	17
<b>SECTION III: BARRIERS AND METRICS .....</b>	<b>19</b>
CAEP Barriers and Metrics.....	19
Region and Consortium Level Metrics .....	19
<i>Figure 3.1 - Target Number of Adults Served by Region; 2025-2026 .....</i>	<i>19</i>
<i>Figure 3.2 - Target Number of English Language Learners by Region; 2025-2026 .....</i>	<i>20</i>
Member Level Metrics and Spending Targets.....	20
<b>SECTION IV: OBJECTIVES.....</b>	<b>21</b>
.....	21
OBJECTIVE I: Address Educational Needs.....	22
<i>Figure 4.1 - Strategies Applied to Address Educational Needs.....</i>	<i>22</i>
OBJECTIVE II: Improve Integration of Services and Transitions .....	23
OBJECTIVE III: Improve Effectiveness of Services .....	24
<b>SECTION V: ACTIVITIES AND OUTCOMES .....</b>	<b>25</b>
<i>Figure 5.1 - Common Themes in Activities.....</i>	<i>25</i>
<i>Figure 5.2 - Differences in Goal Setting by Timeline.....</i>	<i>26</i>
<b>SECTION VI: FUNDS EVALUATION .....</b>	<b>27</b>
<i>Figure 6.1 - Common Funding Themes Mentioned Across Consortia.....</i>	<i>27</i>
<b>APPENDIX .....</b>	<b>28</b>
Methodology.....	28

## INTRODUCTION

The California Adult Education Program (CAEP) three-year planning process allows CAEP consortia to collectively, across consortium members, assess the impact of services provided over the previous period. The plan encourages consortia to identify educational and workforce needs related to adult education in the region and define strategies to meet these needs over the coming three years. Consortia can use their Three-Year Plan as a tool to facilitate member engagement, accountability, and on-going improvement throughout the time frame.

In this report, Hanover Research analyzes the 2025-2028 Three-Year Plans from California adult education consortia members. This document is structured around central themes present in the Three-Year Plans such as assessments, programs, development areas, and consumer populations based on the consortium planning guidance document.

## EXECUTIVE SUMMARY

### ASSESSMENT

To discover needs and set priorities, consortia's Three-Year Plans triangulate labor insights, working group findings, and respondent-level feedback. All consortia utilize employer and labor-market input; most consortia use workshops/meetings/working groups and surveys; and external research/consultants are also significantly utilized.

Consortia track foundational skills, which can be used to identify needs across prioritized populations. The data points to a sustained need for English as a Second Language (ESL), Adult Basic Education (ABE), Adult Secondary Education (ASE), and financial barrier supports that should be reflected in program mix and service design.

### METRICS AND BARRIERS

There are defined barriers and metrics CAEP consortia are required to track as well as those that are optional. This mix favors barrier identification and intermediate learning measures, with fewer plans following through to labor-market endpoints.

- Scale varies widely: adults served range from 0 to 172,868, with a median of 5,755 and mean of 10,240 per consortium. This dispersion likely reflects differences in geography, provider networks, and intake practices, and should inform peer grouping in benchmarking.
- Transition measures, about 50 percent adoption for transitions to Career and Technical Education (CTE) and to non-developmental credit, provide a practical bridge from learning gains to program advancement. By expanding use of such transition measures, consortia can connect classroom progress to pathway mobility. When comparing themes across sections of the plans, there is demonstrated need for additional outcomes tracking of transition supports to ensure maximum impact.
- Just under forty percent of consortia (38.9%) track Employment and Earnings measures, representing a gap in end-state outcomes; adding these measures would support fuller accountability from access to employment.

## OBJECTIVES

Consortia are asked to define strategies to meet the three core objectives defined in California educational code: (1) Address Educational Needs, (2) Improve Integration of Services and Transitions, and (3) Improve Effectiveness of Services.

### *Objective #1: Address Educational Needs*

Programmatic strategy emphasizes the development of program curriculum, teaching capacity, and staff capability building; this is in alignment to the prevalent needs of English language learners and those with low literacy rates.

### *Objective #2: Improve Integration of Services and Transitions*

Examples of operational strategy includes “Increase Staff Training and Development” and “Better Use of Data and Analytics to Evaluate Services” as areas of focus. This indicates a need for ongoing evaluation, with the implementation of insights or feedback, to address gaps in consortia integration of services and transitions. The theme of increased staff training and development suggests a need for engagement across all members of consortia to ensure effective (and consistent) approach to this objective.

### *Objective #3: Improve Effectiveness of Services*

Additional examples observed include “Quarterly reviews of student data,” “Training in technology and student tracking,” and “Comprehensive SMART goals,” which specify cadence, tooling, and goal-setting conventions for monitoring.

## ACTIVITIES AND OUTCOMES

After outlining strategies to meet each objective, consortia are asked to define the activities to execute them and intended short-term, intermediate, and long-term outcomes.

### *Objective #1: Address Educational Needs*

This objective is operationalized through activities such as ongoing data meetings to understand current outcomes for the purpose of improving student gains, the development of formal student retention plans, and efforts to expand transitions into the workforce.

- Short-term outcomes typically include targeted outreach with follow-up (i.e., direct communications to students close to milestones). Intermediate outcomes include community events, classroom presentations, and student support labs to strengthen persistence. Long-term outcomes focus on expanded access to curriculum and higher completion rates. K12 members (e.g., district superintendents, principals, administrators) are often responsible for tracking these outcomes over the given time frame, with milestones scheduled across 2026-2028.

### *Objective #2: Improve Integration of Services and Transitions*

Activities for the second objective are observably centered on cross-agency transition data reviews and planning meetings, comprehensive education planning, and development of community resource directories to enable seamless transitions.

- Short-term outcomes document establishment of quarterly cross-stakeholder meetings and student workshops on career pathway planning. Intermediate outcomes call for measurable increases in transition rates with monitoring at Professional Learning

Communities (PLCs) and/or leadership meetings. Long-term outcomes point to growth in dual-enrollment participation and sustained pathway movement and set completion windows primarily in 2027–2028.

### Objective #3: *Improve Effectiveness of Services*

Consortia list activities for the final objectives that include adoption of Personal Learning Plans (PLPs) to improve persistence, retention initiatives tied to early alerts and case management, and infrastructural development (i.e., planning/expanding a workforce development center).

- Short-term outcomes often set PLP completion and milestone targets (e.g., finalizing plans, permits, or staffing). Intermediate outcomes cite increases in persistence and progress measures and securing additional funding. Long-term outcomes aim for higher program completion rates and new or expanded facilities aligned to local economic development priorities; the same core activity metrics and ownership conventions apply, with dates staged across 2026–2028.
- Measurement choices at the activity level favor scale and equity-relevant monitoring, as “Participants,” “Reportable Individuals,” and the ELL barrier are the most frequently used fields. As tracking employment and earnings is less prevalent elsewhere in the plans, consortia may wish to implement activity indicators (e.g., scheduled referrals to partner workforce services, work-based learning placements, or post-program follow-up counts) to strengthen the link between in-program activities and labor-market impact.

## FUNDS EVALUATION

Funding narratives consistently describe how consortia intend to use CAEP dollars during the 2025–2028 period, with many explicitly addressing carryover and how it will apply to priority work. Roughly 70 percent of consortia reference carryover practices, and over 62 percent discuss braiding or leveraging other sources, including grants and non-CAEP funds (about 54.2 percent). This indicates that most plans combine base CAEP allocations with supplementary revenues to stabilize delivery and underwrite targeted initiatives; additional findings are outlined below.

- Program-area language inside funding narratives most commonly cites ESL and CTE, followed by ABE, ASE, and K-12 Success. Funds are sometimes positioned to support the high-demand areas emphasized in the plan (e.g., ESL and transitional CTE), but narratives often stop short of a clear, line-by-line allocation by program.
- Spending categories most frequently mentioned include instructional delivery, student support services, technology/information systems, facilities/capital or learning spaces, and professional development for staff. Representative examples in the narratives include stabilizing class sections, software and technology upgrades, advising/case-management capacity, and facility improvements tied to service expansion. A smaller set mention administrative/overhead (about 11.1 percent). Items like transportation assistance (about 5.6 percent) and childcare (about 1.4 percent) appear infrequently, suggesting limited dedicated funding for two common access barriers.
- Consortia make decisions on how to utilize funds based on performance, outcomes, or data/evidence; the timing for the process varies. About one-third of consortia mention

annual reviews and about one-eighth note quarterly reviews; very few reference dashboards or SMART-goal conventions. This suggests that while most consortia describe what funds will do, fewer specify how they will revisit allocation choices against measurable results during the plan period.

- Equity and priority-population framing appear in roughly one-quarter of funding narratives and is less often tied to resource lines. Together with the few mentions of transportation and childcare funding, this pattern points to an opportunity to more explicitly resource equity strategies that remove practical barriers to participation.
- Alignment between funds and stated outcomes is present but uneven across narratives: many consortia connect spending to instructional capacity, student support, or technology needed to reach short- and intermediate-term outcomes (e.g., persistence, transitions, or gains), while fewer lay out a clear line from dollars to end-state outcomes such as completions or employment/earnings.
- Across plans, the most common operational pattern is to braid CAEP allocations with grants or other revenues to fund instruction, student services, and enabling infrastructure (technology/facilities), then revisit the mix at least annually; however, relatively few narratives detail the thresholds, targets, or triggers that would shift funding across strategies at mid-cycle. Given the presence of carryover in most narratives and the emphasis on ESL/CTE, consortia are positioned to protect core access and progress functions, with room to sharpen linkages to outcomes and equity by specifying conditions under which dollars move toward evidence-positive activities over the plan period.

## SECTION I: EXECUTIVE SUMMARIES

Each Three-Year Plan begins with an executive summary to provide background on the planning process, including an overview of needs, metrics, objectives, activities, and outcomes. Summaries for the 2025-28 position CAEP consortium members as experts in local context and therefore most suited to addressing these needs and implement plans to address specific barriers.

Most summaries describe large ELL and basic-skills populations, a need to improve transition rates, and the importance of case management/navigation in this section; further challenged by common barriers such as transportation, childcare, and technology gaps. Certain areas of commonality vary across regions, as outlined in the remainder of the section.

Where differences emerge, they map to local context: Orange County summaries rarely reference rural/remote barriers, while rural regions like the North/Far North plan objectives and activities around distance, transit, and facility limitations, with outcomes tied to improved persistence, transitions, and capacity growth.

### REGIONAL THEMES

- **Bay Area:** Executive summaries most often emphasize ESL and foundational skills alongside CTE/workforce transitions, supported by student navigation/case management and data/technology upgrades, with equity and persistence as through-lines.
- **Central Valley Mother Lode:** The most common themes are high ELL/basic skills need coupled with rural access barriers (transportation/distance), facility/capacity constraints, and an emphasis on case management to improve transitions into CTE and credit.
- **Inland Empire:** Recurring needs center on foundational skills and ESL, transportation and distance barriers, technology and facility gaps, and activities aimed at raising transition rates through cross-agency planning and advising.
- **Los Angeles:** Summaries commonly highlight scale in ESL and ABE/ASE, strong focus on transitions to CTE/credit, robust student support (advising/case management), and data/evaluation systems.
- **North Far North Region:** The dominant themes are rural access and transportation challenges, staffing/capacity constraints, technology upgrades for instruction and tracking, and foundational skills/ESL paired with partnerships to strengthen pathway connections.
- **Orange County:** Most frequent themes are ESL and foundational skills, transitions (including dual enrollment), student support and data/evaluation practices, and technology modernization, with minimal mention of rural or transportation barriers.
- **San Diego/Imperial:** Common threads include ESL and basic-skills demand, CTE/workforce pathway development, navigation/case management to drive persistence, and technology/infrastructure investments with an explicit equity lens.
- **South Central Coast:** The most cited themes are instructional effectiveness and foundational skills/ESL, increased transitions and persistence, and data/technology improvements to monitor progress, with transportation and childcare noted less often than in peer regions.

## SECTION II: ASSESSMENT

### OVERVIEW, PREPARATION, AND CONTRIBUTION OF ENTITIES

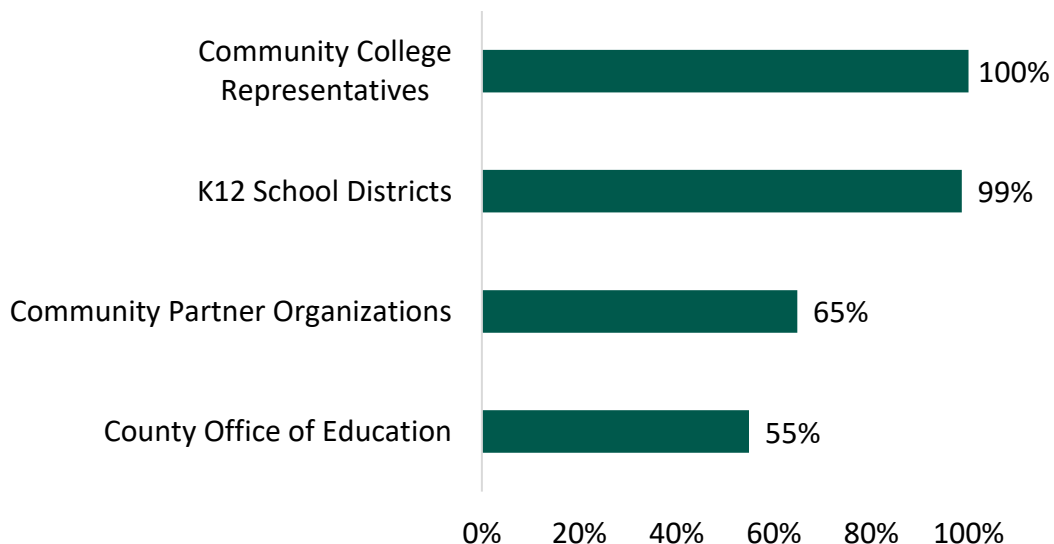
In the Assessment section of the Three-Year Plan, each consortium was tasked with gathering data needed to describe existing adult education services, barriers, and needs; evaluating both the needs for and the current levels and types of education and workforce services in the region; and identifying gaps in current services.

There is wide variation across consortia in the number of participants by program type; the number of adults served ranges from 0 to 172,868 with a median of 5,755 across consortia.<sup>1</sup> Common statewide themes in needs and barriers are clear: English language learners and low literacy populations are most frequently cited, followed by low-income populations. The profile of needs points to ongoing demand for ESL and foundational skills support, with enabling services (navigation, case management, technology access) implied by the challenges mentioned.

Regional differences largely track local context; for example, rural regions (e.g., North/Far North, Inland Empire/Desert) reference distance, transportation, and facility constraints more often than denser regions. These regions (e.g., Los Angeles, Orange County) emphasize scale in ESL/basic skills and transitions without rural/remote access issues. Other regions, such as the Bay Area, San Diego/Imperial, South Central Coast, and Central Valley/Mother Lode regions, reflect the full statewide pattern but differ in emphasis based on capacity and infrastructure needs.

Figure 2.1 displays the entities that participated in the creation of the plans (or Planning Board Members) while Figure 2.2 examines the data sources that were referenced and that contributed to the consortium’s understanding of needs, alignment, and current levels and types of services.

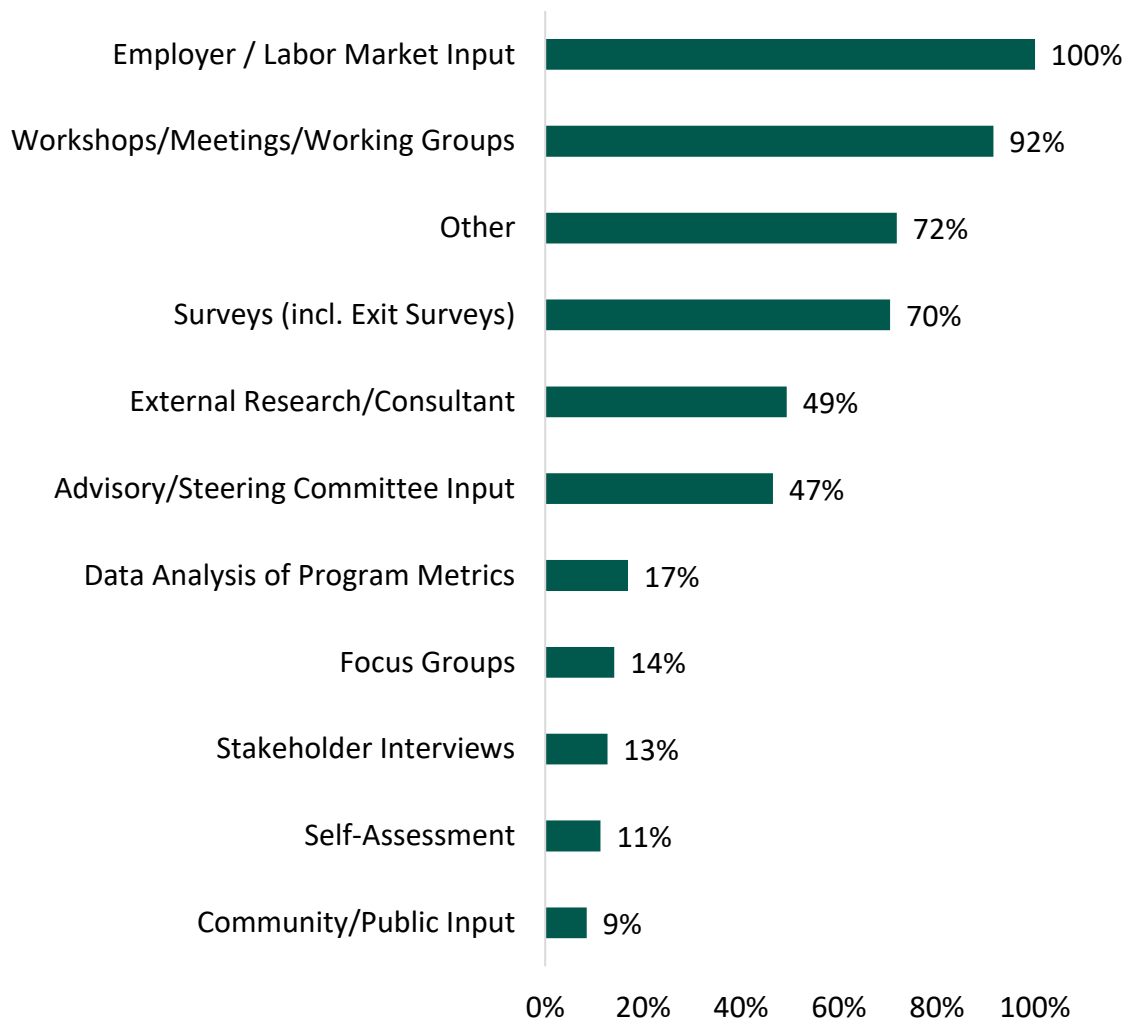
*Figure 2.1 – Assessment Planning Board Members*



<sup>1</sup> Consortia provide the number of participants by program area as reported by each consortium member service provider for ABE, ASE, AWD, CSS, CTE, ESL, Pre-Apprenticeship, Short-term CTE, and Workforce Re-entry programs in the “Regional Service Providers” section of the CAEP Three-Year Plan (2025-28).

Figure 2.1 shows near-universal participation from core education stakeholders: community college representatives are present on every board or committee, with K-12 school districts present in most as well. Representation drops sharply for community partner organizations and county offices of education, indicating a 34–45-point gap between institutional members and the broader ecosystem. This pattern suggests that while governance is strongly anchored in the education system, cross-sector voices that enable wraparound services, employer linkages, and county-level coordination are not yet systematic. Therefore, established recruitment targets and formalized MOUs designed to align CBOs and/or County Offices with K-12/CC participation may bolster consortia efforts to improve access, navigation, and service alignment.

Figure 2.2 – Assessment Process



Employer and/or labor-market input is a universal inclusion across consortia, making it the backbone of the assessment process statewide. Most rely on structured engagement (e.g., workshops, meetings, working groups) and surveys, while about half of consortia augment this with external consultants and advisory/steering committee input. Analytic practices are much less common; only 17 percent cite data analysis of program metrics and fewer than 15 percent of consortia report using primary research (e.g., focus groups, stakeholder interviews) or public

input. The pattern suggests strong emphasis on real-time employer signals and facilitated stakeholder convenings, with comparatively limited use of formal evaluation methods and broad community voice, an opportunity to deepen evidence and equity input in future cycles.

## REGIONAL ALIGNMENT AND PRIORITIES

The CAEP Three-Year Plan must include<sup>2</sup> “a description of the alignment of adult education services supported by this program with those described in other education and workforce plans guiding services in the region, including plans pertaining to the building of career pathways and the employment of workforce sector strategies and those required pursuant to the federal Workforce Innovation and Opportunity Act<sup>3</sup>.”

When addressing regional alignment and priorities, consortia select the name and type of partners from a number of options; the plan template also allows for open ended responses which, for the purposes of this analysis, were grouped into several themes related to process and challenges. Overall, the analysis reveals a pattern suggesting metropolitan regions vary most in county-level coordination (especially Los Angeles), while rural or mixed geographies tend to formalize County Office of Education roles more consistently. The most comprehensive local ecosystems include participation from community partners.

The Inland Empire stands out for the strongest community partner organization presence, followed by Central Valley/Mother Lode, and Los Angeles, while South Central Coast is notably low.

### Community Partners



County Office of Education participation is bifurcated: it's ubiquitous in North/Far North and Orange County, and notably absent in Los Angeles, with other regions falling closer to the statewide average.

### County Office of Education



The most cited regional needs categories map directly to what regions say they intend to deliver: data-informed instruction and progress monitoring, access and persistence support (e.g., navigation, case management), and transitions from CTE credit to academic credit. This alignment is methodically reinforced through input from employers/the labor market (100 percent of consortia), widespread use of workshops or working groups (92 percent), and feedback from surveys (70 percent). The emphasis on these services suggests that consortia see the labor market and direct engagement via workshops as strategies most relevant to addressing CAEP assessment priorities.

## ALIGNMENT WITH OTHER EDUCATION AND WORKFORCE PLANS

The most common alignments directly connect CAEP services to regional workforce priorities, along with governance composition, ensuring plans are anchored in more than one body of the educational system. The priorities recurring across Three-Year Plans are also emphasized in annual CAEP plans and proposed activities further reflect this alignment.

<sup>2</sup> As required by §84906 of California Education Code.

<sup>3</sup> From Public Law 113-128

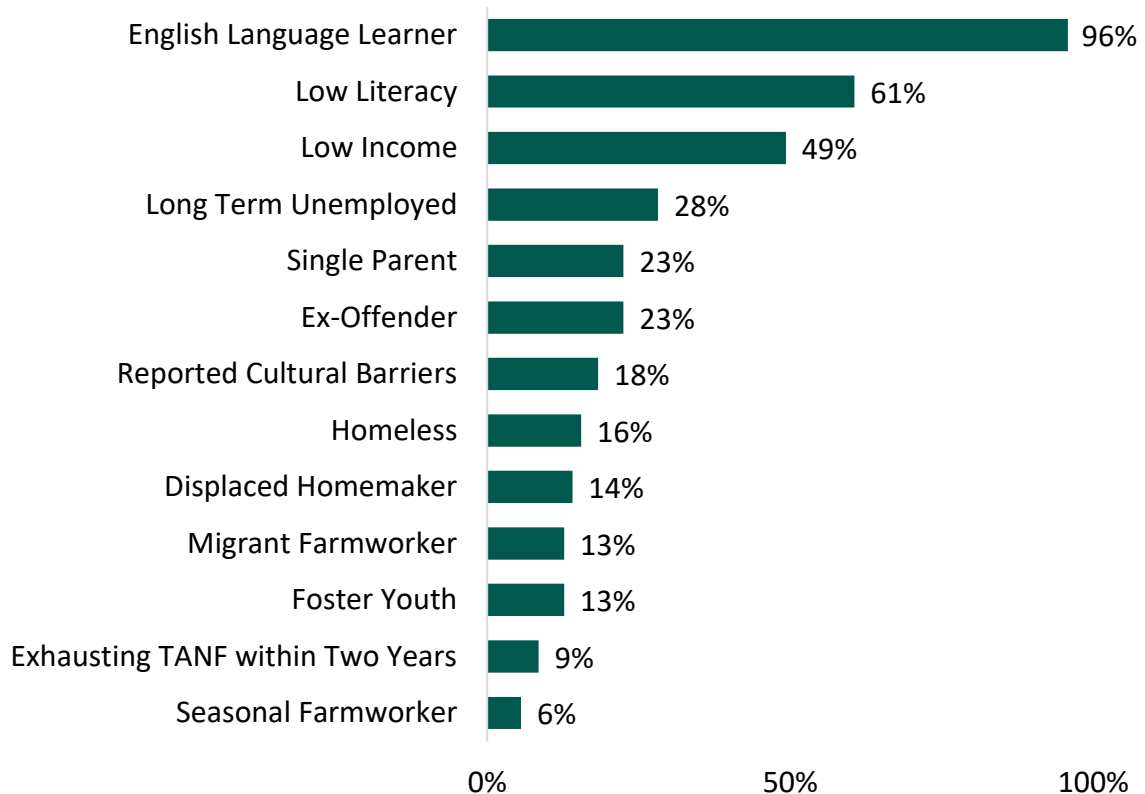
These alignments track closely with regional priorities, but the data also surfaces gaps where CAEP services and additional plans have not yet synchronized. End-state labor outcomes are under-measured relative to learning and transition indicators, with employment and earnings tracked by only 38.9 percent of consortia. Formal evaluation inputs are used less often, with data analysis of program metrics at 17 percent and focus groups, stakeholder interviews, and community or public input at less than 15 percent each. This lack of formal evaluation limits the feedback loops emphasized in many regional plans and could be an area for future improvement.

Partner participation varies by region, for example County Offices of Education participation is 0 percent in Los Angeles but universal in North/Far North and Orange County, and Community Partner Organizations range from 88.9 percent in Inland Empire to 16.7 percent in South Central Coast. Finally, regional priorities are not segmented by population attributes (e.g., low income populations, low literacy populations) which constrain equity-focused alignment between CAEP services and broader regional plans.

### EVALUATING THE EDUCATIONAL NEEDS OF ADULTS

Also included in the assessment section of the Three-Year Plan is an evaluation of the educational needs of adults in the region. This includes an examination of the populations served, as seen in Figure 2.3, which illustrates the percentage of consortia who report each attribute, or metric, in their student barrier metric set.

Figure 2.3 – Reported Population Attributes (Student Barriers Metric Set)



English language learners are the most prominent population, with 96 percent of consortia reporting this as a student barrier metric. This is followed by those with low literacy (61%) and low-income participants (49%). A second tier of needs includes those who are facing long-term unemployment (28%), single parents and ex-offenders (23% each), and those facing cultural barriers (18%). The least frequently cited populations are those exhausting TANF within two years at 9 percent and seasonal farmworkers at 6 percent, which may reflect lower visibility in current intake processes or limited local prevalence. Together, this data signals that while language acquisition and foundational skills remain the primary demand drivers, regions also face substantial need for navigation, case management, and re-entry supports.

Consortia were asked to select from a number of possible challenges, those which they are experiencing. Figure 2.4 features the challenges selected by consortia at the regional level. Based upon their selections, it’s clear that the most pervasive challenges for consortia are around data and evaluation, access and equity, and providing services tailored to working adults. A close second tier includes workforce development at 42 percent and technology and infrastructure at 41 percent, pointing to simultaneous demand for stronger labor-market alignment and modernization of systems that enable service delivery. When this Three-Year Plan data is cross-referenced with the data from another data source, the CAEP Fact Sheets, about potential adult learners by region, a clearer picture emerges about the needs of each region and their populations.

*Figure 2.4 – Regional-level Program Challenges*

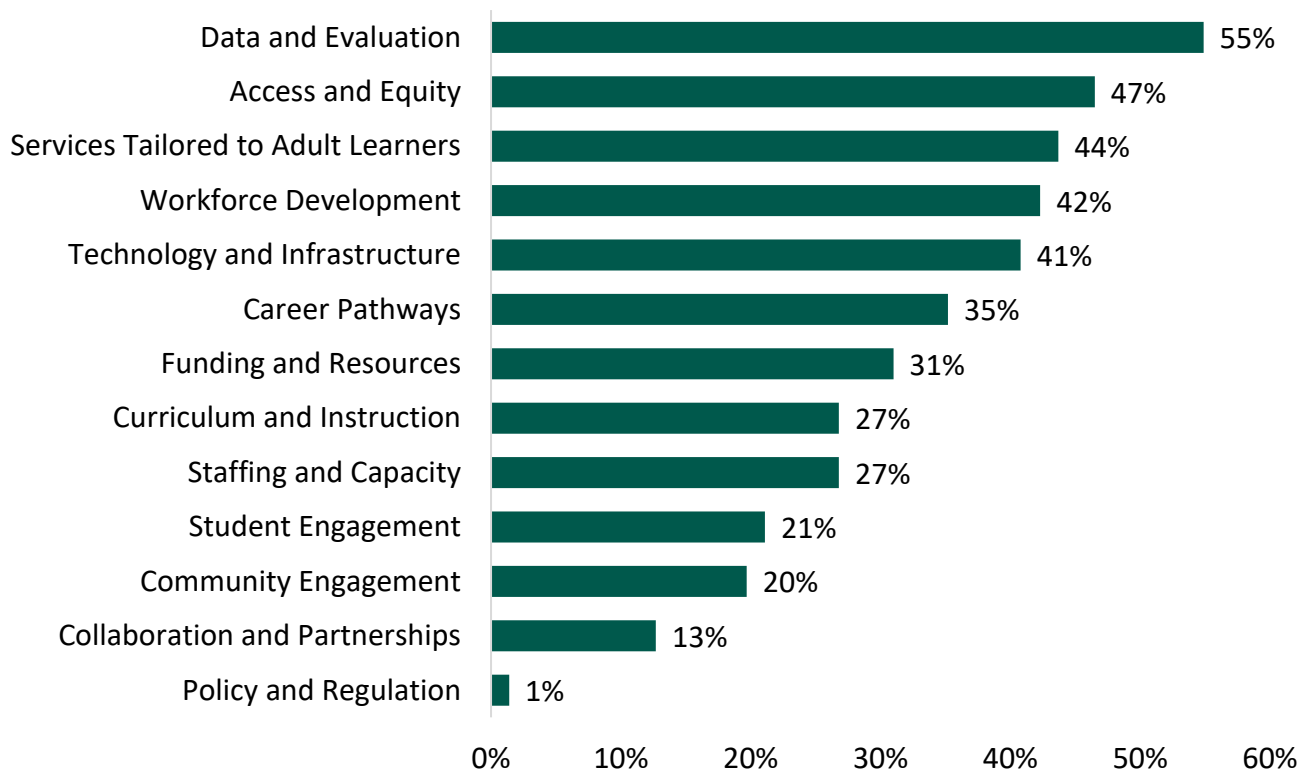
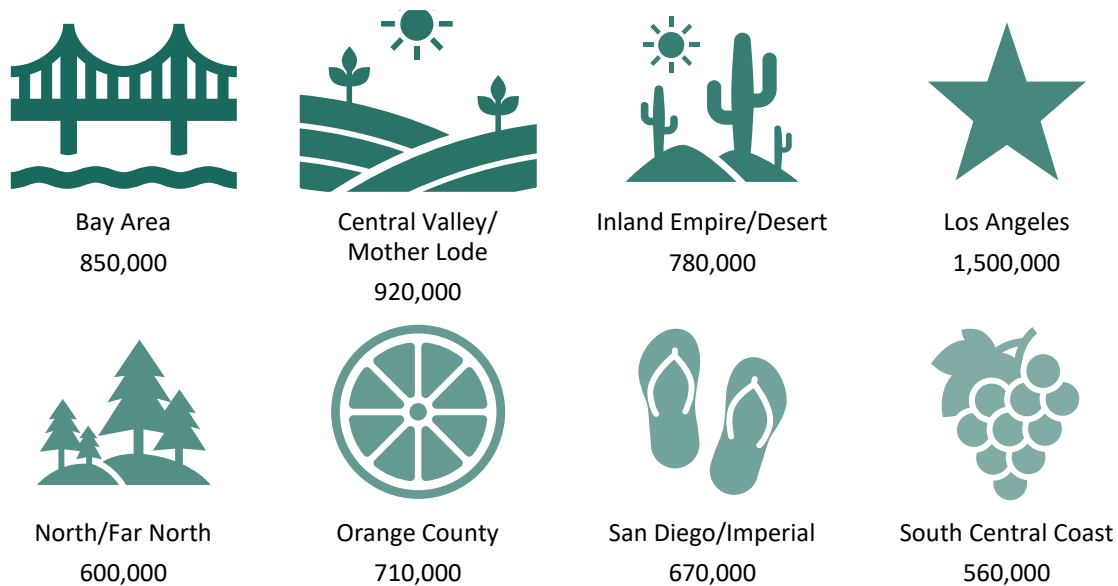


Figure 2.5 presents the estimated potential adult education population across eight California regions, highlighting significant variation in learner needs.<sup>4</sup> Los Angeles leads with 1.5 million potential adult learners, followed by Central Valley/Mother Lode and the Bay Area, while South Central Coast shows the smallest population at 560,000.

Figure 2.5 – Potential Adult Learners by Region<sup>5</sup>



Several emergent themes were observed across regions on evaluating the educational needs of adult learners. These themes included:

- **Bay Area:** Educational needs cluster around English language acquisition and foundational literacy, with strong emphasis on navigation and data-informed supports to drive persistence and transitions; unlike rural regions, transportation and distance barriers are less dominant, so priorities tilt toward technology-enabled tracking and coordinated advising across dense provider networks.
- **Central Valley Mother Lode:** Needs are defined by high demand for ESL and basic skills alongside rural access constraints, distance and transportation, and facility capacity limits; plans lean into case management and flexible delivery to overcome geography and to convert learning gains into CTE or credit transitions.

<sup>4</sup> From the U.S. Census Bureau and gathered from [CAEP Fact Sheets](#), as reported in the Consortia Demographic Data by Key Subgroup dashboard. Demographic population data is sourced from the 2019-2023 American Community Survey (ACS) 5-year Public Use Microdata Sample. At the time of access, the CAEP Fact Sheet dashboard was last updated February 27, 2025.

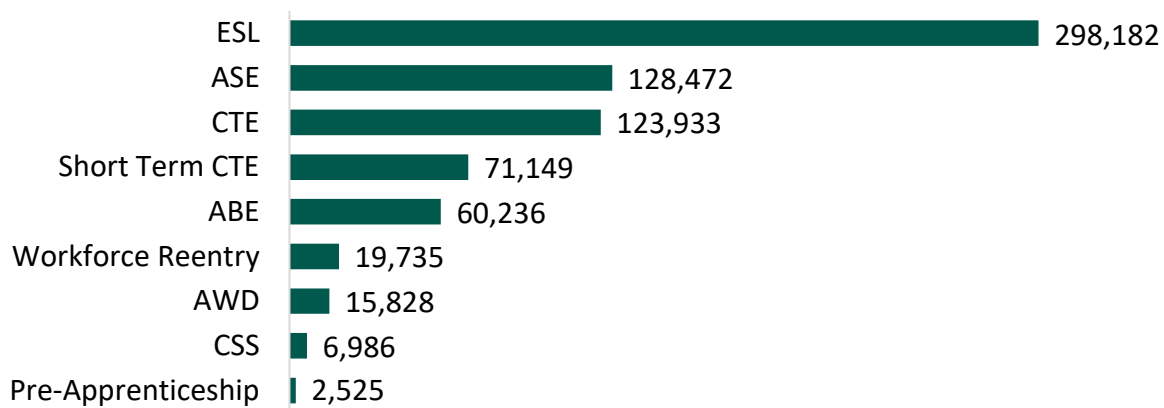
<sup>5</sup> Ibid.

- **Inland Empire:** Foundational skills and ESL remain central, but the stand-out needs are wraparound supports and infrastructure to mitigate long travel distances and dispersed service areas; regions here prioritize cross-agency planning, technology upgrades, and strong community-based partnerships to lift transition rates.
- **Los Angeles:** The defining need is scale in ESL and ABE or ASE, paired with intensive transition management to move large numbers into CTE and credit; rural access issues are minimal, so plans concentrate on persistence support, data and evaluation practices, and coordination across many providers.
- **North/Far North Region:** Educational needs include ESL and basic skills, but the differentiators are rurality, transportation, staffing, and space constraints; priorities call for county-level coordination, mobile or community-based access points, and technology investments to reduce distance and bandwidth barriers.
- **Orange County:** Needs profile emphasizes ESL and foundational skills with strong attention to dual-enrollment and transition planning; limited rural barriers allow focus on data systems, instructional quality, and coordinated pathways anchored by universal county office engagement.
- **San Diego or Imperial:** ESL and literacy demand is high, and priorities highlight workforce pathway development, navigation or case management to sustain persistence, and technology or facility improvements; plans also stress equity framing to close gaps across varied communities.
- **South Central Coast:** Needs center on instructional effectiveness and foundational skills, with attention to persistence and progress monitoring; comparatively lower community-partner engagement means plans emphasize internal capacity building and clearer handoffs to external services to ensure comprehensive support.

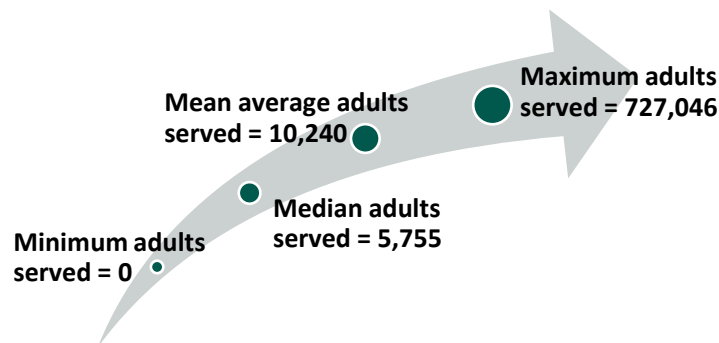
## REGIONAL SERVICE PROVIDERS

In this section, consortia provide the number of particular programs offered and the number of participants as reported by each partnering member. Across all consortia, ESL programs serve the largest number of students at 298,182 participants, followed by CTE at 128,472 and ASE at 123,933. Short-Term CTE, Adults with Disabilities (AWD), Child School Success (CSS), and Pre-Apprenticeship collectively account for far fewer learners, led by Short-Term CTE at 19,735 and Pre-Apprenticeship at 2,525. In total, the number of adults served across all program areas came to 727,343 participants with 7,316 total program offerings recorded, indicating a highly skewed distribution in which ESL alone constitutes well over one-third of all enrollments and the bottom four areas together represent a small fraction of the statewide footprint. However, this aligns with the needs profile documented in the preceding *Assessment* section, which may explain the strong emphasis on transitions into CTE and credit as the primary “next step” for many learners. Figure 2.6 represents a snapshot of the adults served across the consortia, as self-reported<sup>6</sup> by each member providing a service in one of the CAEP program areas, while 2.7 provides a snapshot of participation rates across all regions and consortia.

*Figure 2.6 – Reported Number of Adults Served by Program Area Across Consortia*



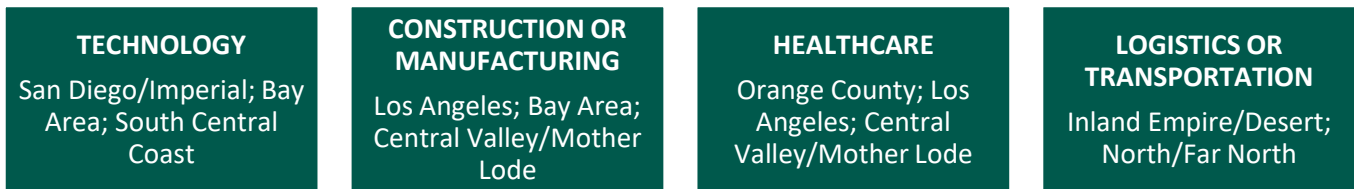
*Figure 2.7 – Adults Served across Consortia*



<sup>6</sup> All data referenced for number of programs and number of participants are self-reported by consortia and have not been independently or systemically validated; These figures are approximations for planning purposes.

Industry orientation<sup>7</sup> is most frequently tied to education, technology, construction, healthcare, and logistics or transportation. There is notable variation by region, as illustrated in Figure 2.8. Underrepresented industries across plans include energy and utilities, manufacturing, agriculture, hospitality and food services, business, and public safety. This does not exclude local offerings, but it suggests fewer planned initiatives that explicitly target those sectors in the current plan narratives.

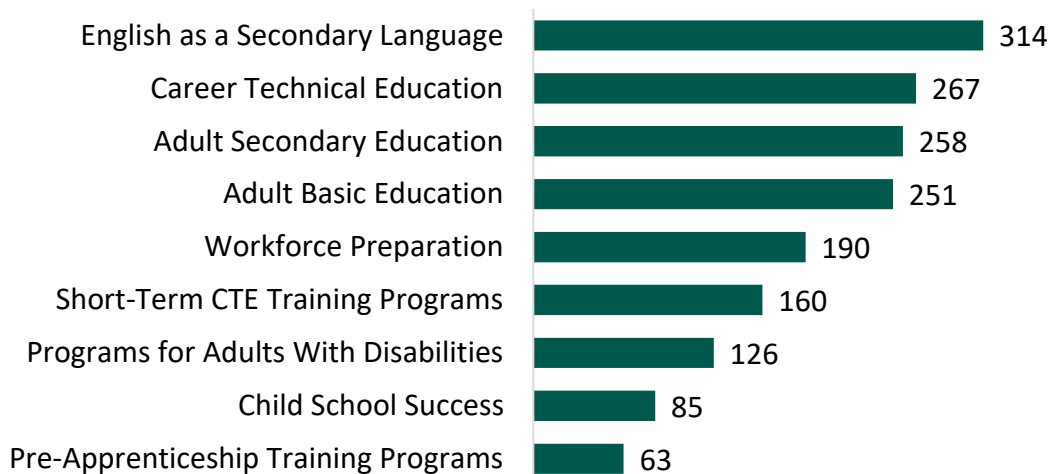
Figure 2.8 – Most Common Industry Orientation by Region



When describing the context for proposed activities, consortia provide clues on why their selected industries are served. For example, regions with large incumbent education ecosystems, strong K–12 or college partnerships, or major employers in tech and construction tend to emphasize pathways and short courses in those fields, while regions with rural or mixed geographies weigh access logistics and facility capacity more heavily, potentially limiting industry diversification. Overall, the program-area pattern is consistent statewide, with ESL as the point of entry and CTE or credit transitions as the north star; regional differences show up by prioritized sectors for work-based learning, stackable credentials, or dual-enrollment bridges.

As shown in Figure 2.9, ESL accounts for the largest share of program availability, followed by CTE, ASE, and ABE, signaling that foundational skills and workforce-oriented pathways anchor the portfolio. At the other end of the distribution, Pre-Apprenticeship training and CSS, along with programs for AWD, appear less common, suggesting opportunities to expand targeted pipelines and support services where local demand and partnerships exist.

Figure 2.9 – Adult Education and Workforce Services Programs



<sup>7</sup> Some results based on open-ended responses by consortia selecting “Other” for “What industries do you currently serve/plan to serve in the future?”

Figure 2.10 shows that Los Angeles has the largest student volumes across nearly every program area, while the Bay Area is also a high-volume region. Orange County presents an atypical mix: high ESL and Short-Term CTE participation with very low general CTE (307); the region reports no CSS participants. Together, this suggests a portfolio directed toward short-cycle workforce preparation rather than longer CTE sequences. Pre-Apprenticeship participation is thin statewide, with the Bay Area and South Central Coast regions as outliers, while several regions post only dozens of participants, indicating room to grow structured earn-and-learn on-ramps where industry partners can sustain them.

Figure 2.10 – Adults Served by Program by Region<sup>8</sup>

	ABE	ASE	AWD	CSS	CTE	ESL	PA	Short-term CTE	WR
<b>BAY AREA</b>	5,665	18,602	5,331	2,822	13,375	58,549	1,187	7,530	3,381
<b>CENTRAL VALLEY/MOTHER LODE</b>	7,506	12,660	886	547	15,641	21,857	43	2,025	464
<b>INLAND EMPIRE</b>	6,101	13,409	288	63	7,377	21,459	25	1,751	912
<b>LOS ANGELES</b>	27,349	50,079	3,687	2,326	63,845	110,307	490	33,054	7,753
<b>NORTH/FAR NORTH</b>	2,406	4,396	794	54	2,901	8,338	178	1,740	1,258
<b>ORANGE COUNTY</b>	2,788	8,679	1,969	0	307	28,694	27	8,547	750
<b>SAN DIEGO/IMPERIAL</b>	6,695	10,043	1,246	723	13,807	37,022	68	8,135	2,486
<b>SOUTH CENTRAL COAST</b>	1,726	10,604	1,627	451	6,680	11,956	507	8,367	2,731

### EVALUATING LEVELS AND TYPES OF EDUCATION AND WORKFORCE SERVICES

Consortia are asked to describe and evaluate existing education and workforce services for adults among their partnering members. Across regions, ESL programs are typically those with the highest enrollment, and while some consortia indicate that they are meeting the needs of this population, there is a common need for additional and/or more accessible programming. Insights across the regions include:

- **Bay Area:** Services are available with high ESL and ASE participation and strong CTE, plus notable reach in Adults with Disabilities and Child School Success; the region also stands out for comparatively high pre-apprenticeship and short-term CTE activity. Gaps are modest and tend to be program-specific rather than systemic, with success tied to dense provider networks and coordinated advising that support persistence and transitions.
- **Central Valley/Mother Lode:** ESL and CTE are delivered at scale, with solid ASE and ABE, but Adults with Disabilities, Child School Success, short-term CTE, Workforce Reentry, and especially pre-apprenticeship are comparatively thin. Rural distance and facility constraints drive inefficiencies, pointing to needs for flexible delivery, transportation solutions, and employer-backed earn-and-learn on-ramps.

<sup>8</sup> All data referenced for number of programs and number of participants are self-reported by consortia and have not been independently or systemically validated; These figures are approximations for planning purposes.

- **Inland Empire:** Foundational programs are present (ESL, ASE, ABE), but service levels are low in Adults with Disabilities and Child School Success, and pre-apprenticeship and short-term CTE remain small. Large geographies and travel times depress access, so investment in community-based sites, technology-enabled delivery, and cross-agency navigation is pivotal.
- **Los Angeles:** The region carries the heaviest load across most program areas, with dominant volumes in ESL, CTE, ASE, short-term CTE, and Workforce Reentry. Despite scale, Adults with Disabilities and Child School Success lag relative to other areas, suggesting coordination and targeting are the levers to reduce bottlenecks rather than basic availability.
- **North/Far North:** All core programs are present but at lower volumes, reflecting smaller populations and long travel distances; Workforce Reentry shows and pre-apprenticeship show traction. The main gaps are overall capacity and access, which justifies mobile delivery, county-level coordination, and facility upgrades.
- **Orange County:** The portfolio tilts toward ESL and short-term CTE, with Adults with Disabilities also visible; by contrast, year-long CTE participation is unusually low, and Child School Success shows no reported participants. This pattern suggests a focus on rapid upskilling and short cycles, with gaps in longer CTE sequences and early-learning family supports that could be addressed through K–12 and employer partnerships.
- **San Diego/Imperial:** A balanced mix spans program areas, with steady Workforce Reentry activity; Adults with Disabilities and pre-apprenticeship are smaller but present. Equity-minded planning and ongoing technology or facility improvements seemingly support breadth, while industry partnerships could expand the earn-and-learn pipeline.
- **South Central Coast:** Short-term CTE and pre-apprenticeship are comparatively strong alongside solid ESL and ASE, but ABE is low, and Child School Success remains limited. Lower community-partner engagement has constrained wraparound capacity, pointing to a need for deeper CBO involvement to improve navigation, persistence, and family-support services.

## SECTION III: BARRIERS AND METRICS

### CAEP BARRIERS AND METRICS

Consortia were asked to identify the student barriers they intend to address, and to select the metrics they will use to monitor progress and outcomes. The most common metric sets selected are *Student Barriers* at 98.6 percent, *Success* at 73.6 percent, and *Progress* at 72.2 percent, while *Employment and Earnings* are selected far less often at 38.9 percent. At the metric detail level, the most frequently tracked items are *ELL* at 94.4 percent, *Educational Functioning Level* gain at 72.2 percent, *Diploma or GED or HSE* at 72.2 percent, and *ESL* at 62.5 percent. Selections look similar at the consortium and member level, with broad convergence on barrier and learning progress measures, and much lower uptake of employment and earnings indicators.

The most common student populations with barriers to adult education, outside of the aforementioned leads of English language learners and low literacy, are those navigating income or long-term unemployment, ex-offenders, single parents, those facing cultural barriers, and those facing homelessness. These align closely with the metric selections: language acquisition, basic skills, credentials, and transitions, and less often in employment outcomes.

### REGION AND CONSORTIUM LEVEL METRICS

At the consortium level, each plan includes metrics relative to the target number of adults served as well as the target number of students served for one or more of four identified student barriers (English Language Learner, Low Income, Long-term Unemployed, Low Literacy). The target numbers reported by consortia for FY 25-26 are forward looking estimations as they are asked to self-report the targeted count of adults projected to participate.

Statewide, consortia target serving 727,046 adults in 2025–2026, with the Los Angeles region’s target number occupying about 41 percent of the total (Figure 3.1). At the other end of the range, South Central Coast targets 44,649, indicating a steep gradient in planned service levels that tracks regional population and provider capacity.

*Figure 3.1 – Target Number of Adults Served by Region; 2025-2026*

<b>Bay Area</b>	116,442
<b>Orange County</b>	51,761
<b>Central Valley Mother Lode</b>	61,629
<b>Inland Empire</b>	51,385
<b>Los Angeles</b>	298,890
<b>South Central Coast</b>	44,649
<b>San Diego/Imperial</b>	80,225
<b>North Far North</b>	22,065

Of the four identified student barriers, English Language Learners is by far the most prevalent and is included in 96 percent of populations served. As seen in Figure 3.2, across regions, consortia target serving 298,182 English Language Learners in 2025–2026. Los Angeles sets the largest target at 110,307, about 37 percent of the total, followed by the Bay Area at 58,549, about 20 percent, and San Diego/Imperial at 37,022, about 12 percent. The South Central Coast and North/Far North regions plan smaller shares of this population at about four percent with 11,956 and three percent with 8,338.

*Figure 3.2 – Target Number of English Language Learners by Region; 2025-2026*

<b>Orange County</b>	28,694
<b>Los Angeles</b>	110,307
<b>Bay Area</b>	58,549
<b>San Diego/Imperial</b>	37,022
<b>North/Far North</b>	8,338
<b>Inland Empire</b>	21,459
<b>South Central Coast</b>	11,956
<b>Central Valley Mother Lode</b>	21,857

## **MEMBER LEVEL METRICS AND SPENDING TARGETS**

Members consistently chose the same core metric seen at the consortium level, with Student Barriers selected by 98.6 percent of consortia, while Employment and Earnings is used much less often at 38.9 percent, indicating that the tracking of this metric is uncommon even at the member level. In short, member selections mirror consortium priorities, emphasizing language acquisition, foundational skill gains, credentials and transitions, and placing comparatively less emphasis on employment outcomes.

Mentions of overall and member-specific spending and allocations are inconsistent in the reviewed funding narratives; only about 15.3 percent of consortia use the word “target,” thereby limiting clean comparisons of target levels across members. When funding narratives do specify how dollars are used, they appear to line up with the strategies and activities in subsequent sections of the plan. For example, funds have been used for professional development tied to instructional quality, technology and data investments tied to evaluation, and added capacity for advising/case management to improve persistence and transitions. The main alignment gap is on end-state labor outcomes, where fewer members select Employment and Earnings metrics, demonstrating the challenge to connect consortium spending and activity choices to employment impact, even when transition and progress measures are in place.

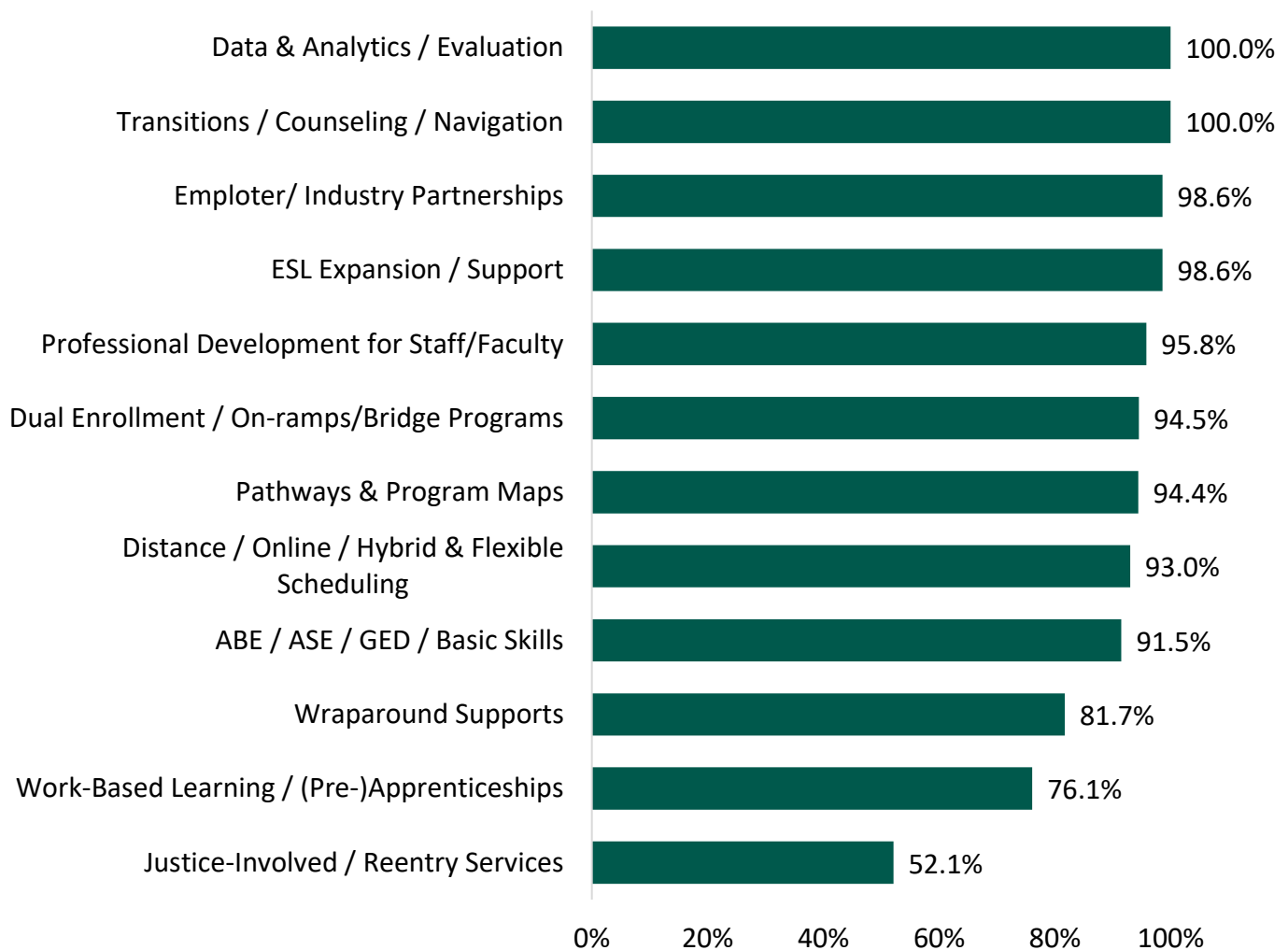


### OBJECTIVE I: ADDRESS EDUCATIONAL NEEDS

Members coalesced around a common playbook to address educational needs (Figure 4.1), with every consortium citing data analytics/evaluation and transitions/counseling/navigation. Additionally, nearly all plans name partnerships with employers/CBOs or industry and ESL expansion/support. Capacity builders (e.g., professional development, on-ramps/bridge, pathways, online/hybrid delivery, and ABE/ASE round out the core set; supportive strategies appear less frequently, including wraparound supports (e.g., childcare, transportation, housing), work-based learning, and re-entry services.

These themes are consistent across regions, although urban areas tend to emphasize dual enrollment, industry partnerships, and data systems to manage scale, while rural or mixed geographies seemingly place more weight on flexible delivery and wraparound supports to overcome distance and access constraints.

*Figure 4.1 – Strategies Applied to Address Educational Needs*

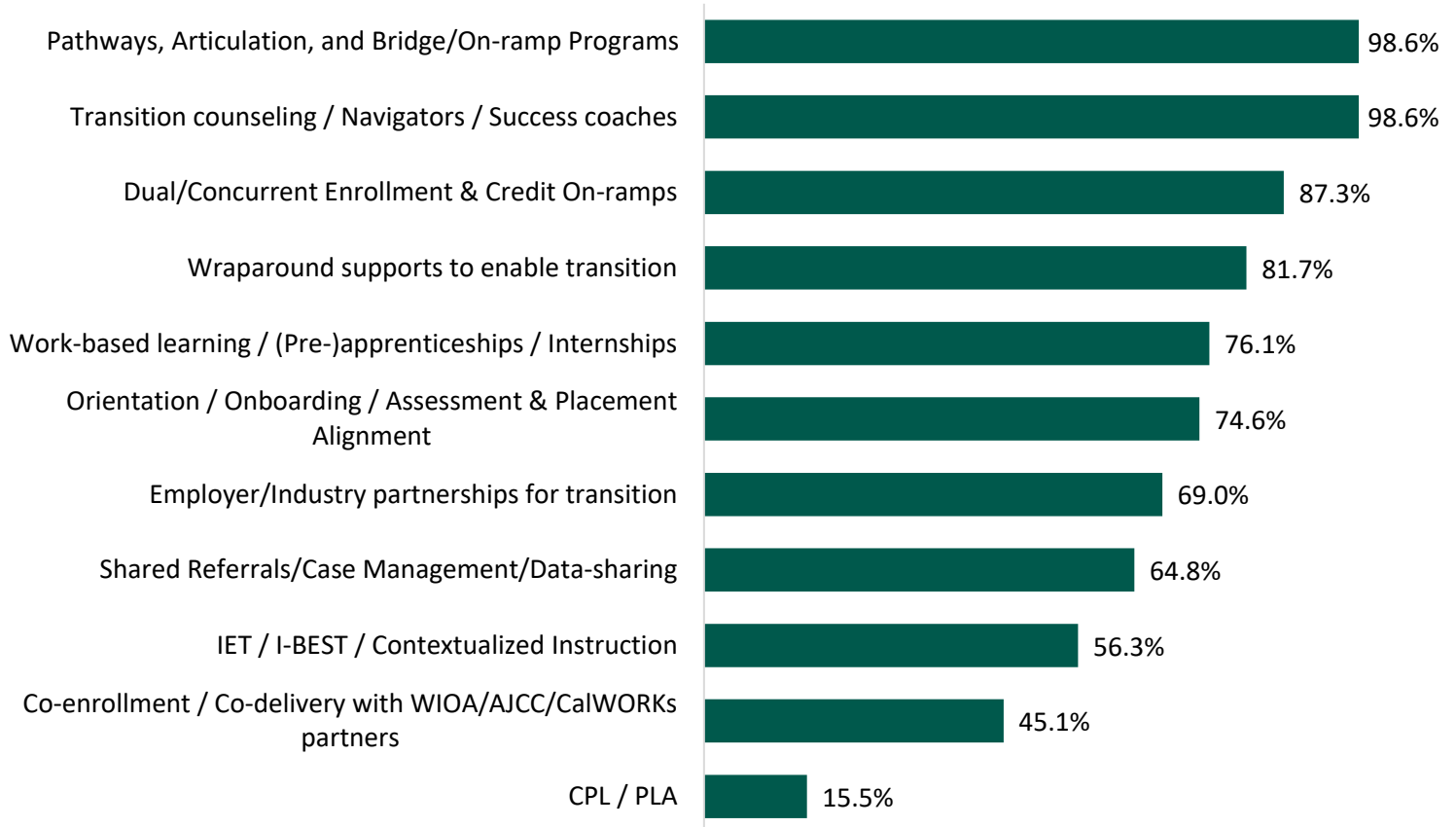


## OBJECTIVE II: IMPROVE INTEGRATION OF SERVICES AND TRANSITIONS

A common set of integration and transition strategies are observed across members, with pathways or bridge programs and transition advisors or success coaches each appearing in 98.6 percent of plans (Figure 4.2). Themes are consistent across regions, with most portfolios building guided on-ramps into credit, funding navigation as the connective tissue, and pairing instruction with supports that remove practical barriers to persistence. Urban regions tend to lean more on dual enrollment, employer partnerships, and data systems to manage scale, while rural or mixed geographies stress flexible supports and shared referral infrastructure to overcome distance and access constraints.

Several strategies appear under-utilized, relative to their potential impact. Integrated Education and Training (IET) or I-BEST or contextualized instruction sits mid-pack, and Credit for prior learning (CPL) or prior learning assessment (PLA) are rarely reported strategies. Co-enrollment or co-delivery with Workforce Innovation and Opportunity Act (WIOA) or AJCC or CalWORKs partners is mentioned in just under half of the plans, despite the frequency of the braiding of funds with these partners (see page 27). These lower adoption rates reflect operational hurdles, for example the need for formal agreements and data-sharing for co-enrollment or faculty governance and transcript workflows for CPL or PLA. Together, the data suggest broad agreement on the pathway and navigation backbone, with opportunity to expand co-enrollment, IET, and CPL to accelerate time to credential and improve labor-market outcomes.

4.2 – Strategies to Improve Integration of Services and Transitions

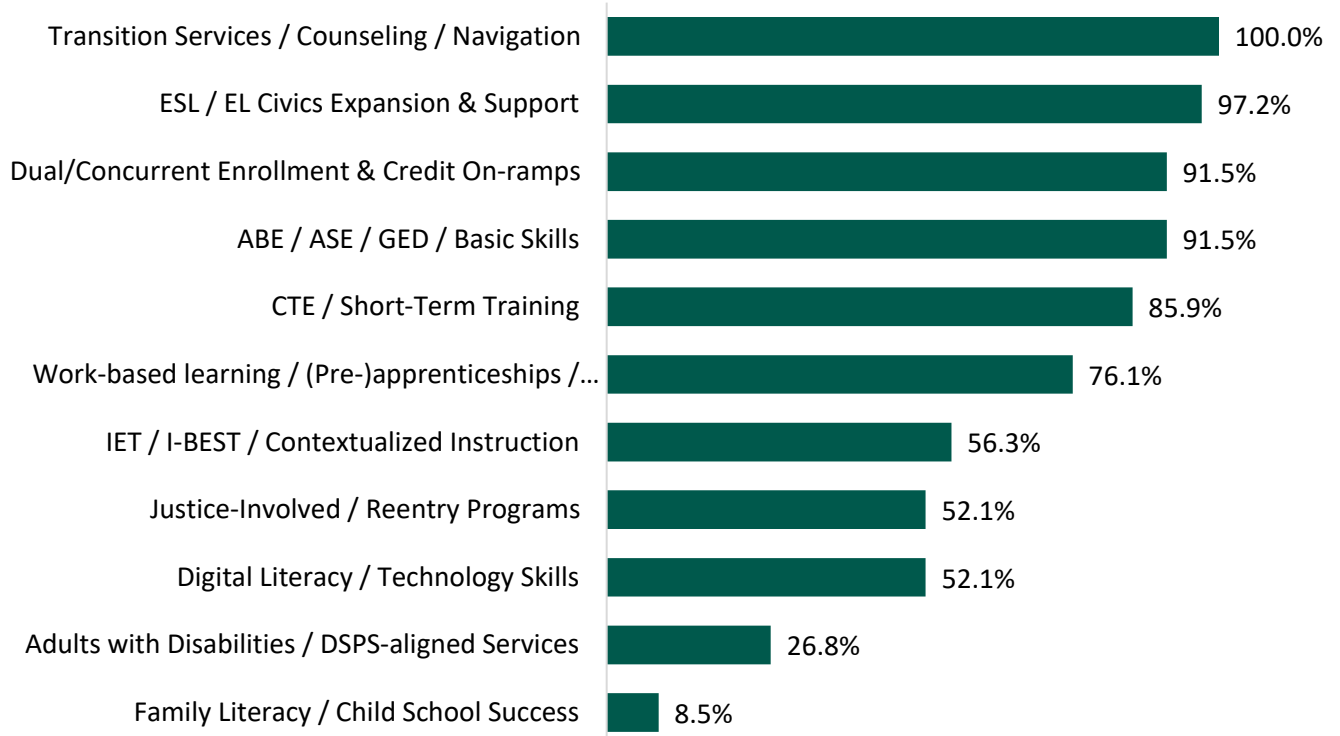


### OBJECTIVE III: IMPROVE EFFECTIVENESS OF SERVICES

Consortia converge on a clear programmatic mix to improve effectiveness (Figure 4.3). The most common strategies are transition services or counseling or navigation at 100 percent, ESL or EL Civics expansion and support at 97.2 percent, and two on-ramp accelerators, dual or concurrent enrollment and ABE or ASE or GED or basic skills, each at 91.5 percent. CTE or short-term training is also widely implemented at 85.9 percent, with work-based learning or pre-apprenticeships or internships present in 76.1 percent of plans. Mid-adoption strategies include Integrated Education and Training or I-BEST at 56.3 percent and justice-involved or reentry programs and digital-literacy instruction at 52.1 percent apiece, while adults-with-disabilities services at 26.8 percent and family literacy or child school success at 8.5 percent appear under-utilized. Taken together, regions emphasize a pathway, language and foundational skill building, and practical on-ramps into credit and careers.

Operationally, the same playbook shows up across regions, reinforcing these program choices. This consistency with previously selected strategies indicates a stable theory of change, namely use data to target support, equip instructors, and widen access with flexible modalities while guiding students through navigation and structured on-ramps. Where differences emerge, they tend to reflect local constraints or opportunities. Urban regions lean more heavily on dual enrollment, employer partnerships, and work-based learning to manage scale and industry proximity, while rural or mixed geographies weight flexible delivery and navigation to overcome distance. Under-adoption of adults-with-disabilities services and family literacy suggests capacity or partnership gaps, pointing to opportunities to deepen DSPS-aligned offerings, embed accessible technology, and link adult-ed to early-learning or family-support ecosystems.

*Figure 4.3 – Programmatic Strategies Used to Improve Effectiveness of Services*

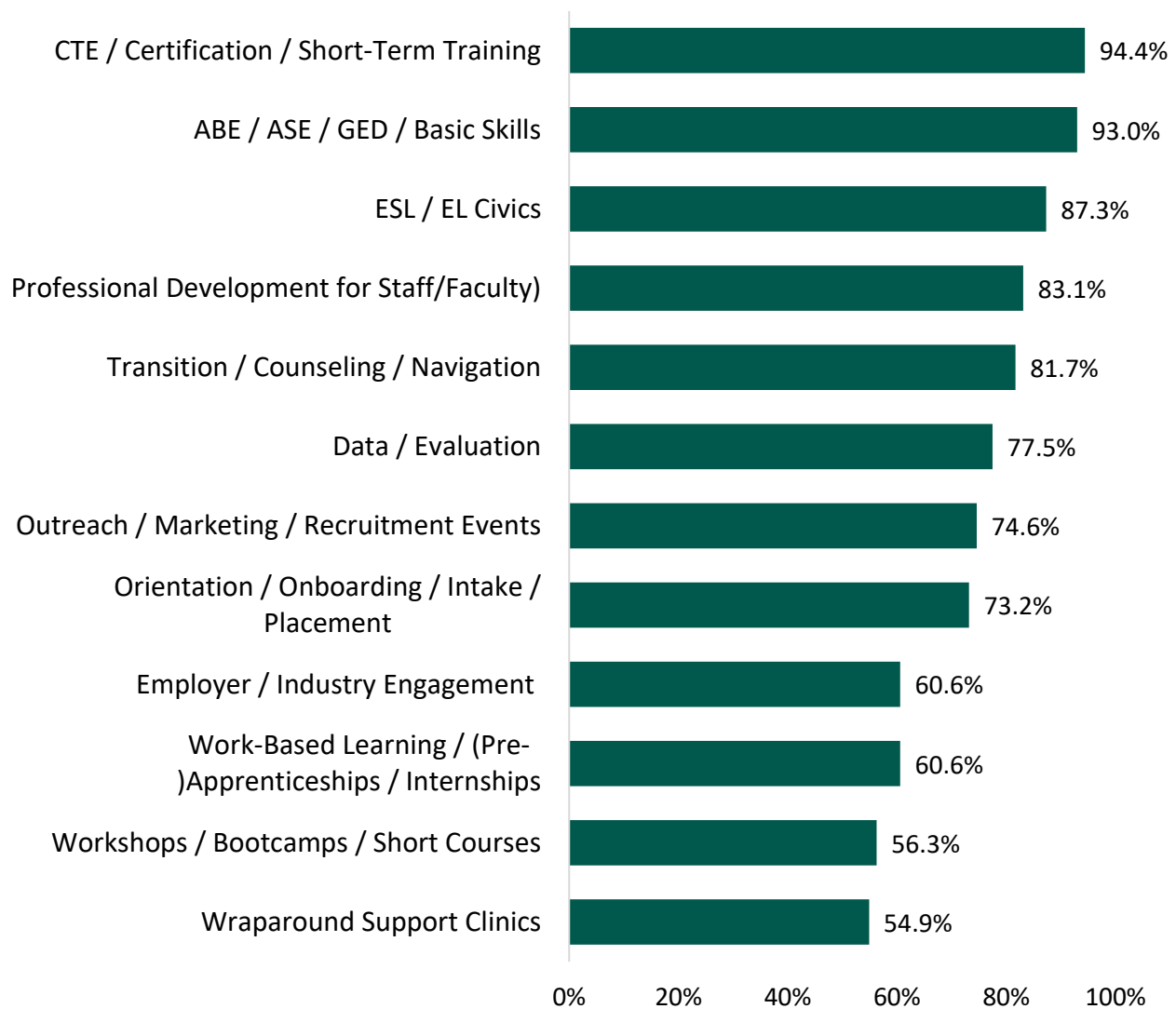


## SECTION V: ACTIVITIES AND OUTCOMES

The activity mix is led by direct instruction and accelerated pathways into credentials, with CTE, certification, or short-term training present in 94.4 percent of plans; ABE, ASE, GED, or basic skills in 93.0 percent; and ESL or EL Civics in 87.3 percent (Figure 5.1). Activities enabling further capacity sit just behind core coursework: professional development for staff or faculty, transition advising or navigation, data evaluation, outreach/recruitment, and orientation/intake placement. Together, the data illustrates portfolios that prioritize instruction and student-support with fewer plans building employer-integrated activities at scale.

The distribution in Figure 5.1, with high adoption of instruction and student-process activities and lower uptake of employer-integrated strategies, suggests many consortia are sequencing work from short-term capacity building to intermediate transition gains, and will need continued expansion of employer partnerships and work-based learning to achieve long-term outcomes.

*Figure 5.1 – Common Themes in Activities*



Short-term goals tied to these activities most often focus on standing up and filling offerings, for example launching CTE or ESL sections, completing staff training, running outreach and orientation cycles, and establishing surveys or dashboards. Intermediate goals then track movement and persistence, for example Educational Functioning Level gains, term-to-term retention, transitions to CTE or non-developmental credit, and initial work-based learning placements that result from employer engagement. Long-term goals concentrate on end results, for example diplomas or GEDs or industry certifications, program completion, sustained transitions along mapped pathways, and where measured, employment or wage gains.

In Figure 5.2, variances are observed in the timing of goals for outcomes in the short-, intermediate-, and long-term. The percentage of plan strategies for a theme often increases over the given time frames, signaling a shifted focus to improved persistence and labor outcomes. In contrast, themes with active strategies diminishing over time indicate underdeveloped long-term commitments to specific outcomes (e.g., apprenticeships, ESL) and the tracked use of support.

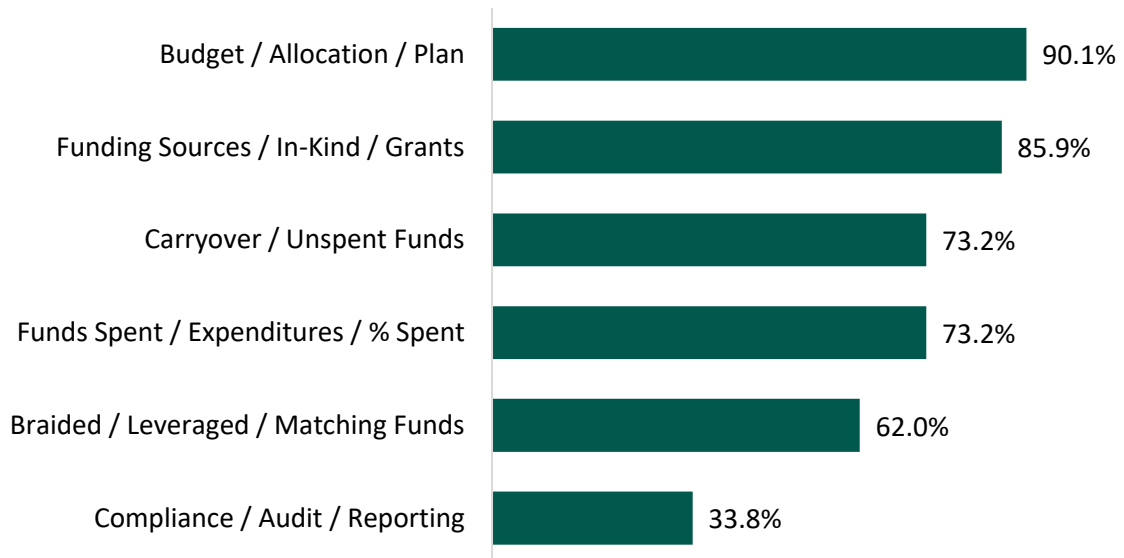
*Figure 5.2 – Differences in Goal Setting by Timeline*

Outcome Theme	Short-term %	Intermediate %	Long-term %
Increase Completion/Attainment (HSE/GED/Certificates/Degrees)	71.8%	80.3%	81.7%
Increase Access/Enrollment	85.9%	88.7%	76.1%
Data and Evaluation Targets (dashboards, KPIs)	81.7%	71.8%	74.6%
Employment/Placement/Wage Gains	54.9%	62.0%	64.8%
Partnerships/Integration Targets (co-enroll, referrals)	70.4%	63.4%	53.5%
Improve Retention/Persistence	33.8%	53.5%	47.9%
Transitions to Postsecondary/Workforce	14.1%	18.3%	16.9%
Work-Based Learning / Apprenticeship Participation	22.5%	15.5%	9.9%
ESL Gains / EL Civics Outcomes	23.9%	11.3%	7.0%
Student Support Utilization (basic needs, childcare, etc.)	5.6%	2.8%	1.4%

## SECTION VI: FUNDS EVALUATION

Budget planning across consortia is generally structured, iterative, and aligned to the overall Three-Year Plan, with annual budgets reportedly developed through member input. These budgets are then reviewed and approved via consortium governance bodies and formalized through the Consortium Fiscal Administrative Declaration (CFAD) and NOVA system. Plans consistently describe how money will flow and from where: budgeting or allocation plans appear in 90.1 percent of narratives, funding sources such as in-kind or grants are named in 85.9 percent, and explicit references to carryover or unspent funds show up in 73.2 percent (Figure 6.1). Common themes across regions include the use of formal budget and spend-down plans, intentional mapping of external resources, and the role of carryover funds as a stabilizer or bridge for implementation. Comparatively fewer plans emphasize compliance or audit mechanics, suggesting that the focus is on operationalizing strategy rather than documenting procedures.

*Figure 6.1 – Common Funding Themes Mentioned Across Consortia*



CAEP dollars are commonly positioned to be braided with external funds such as WIOA Titles I and II, Perkins V, Strong Workforce, community college apportionment, district funds, CalWORKs, and targeted pathway grants. These braided funds are used to underwrite instruction, student support services, technology enhancements, and short-term training tied to stated outcomes.

The ongoing monitoring of consortia budgets typically occurs through recurring fiscal reviews, with spending and carryover tracked against approved plans and adjusted as needed through reallocation, spend-down plans, or technical assistance. Taken together, the data indicate that carryover funds will be used to sustain or expand planned activities, often supporting one-time or short-term needs such as facilities and infrastructure improvements, technology and data upgrades, curriculum development, or temporary staffing to address capacity constraints. These uses are frequently aligned with activities anticipated through grants and in-kind support.

# APPENDIX

## METHODOLOGY

- **Coding:** Each section of the plan was analyzed for themes and assigned to categories that best approximated the response because of variability in how consortium members adhered to the planning guidance.
- **Presentation:** The charts included present the coded responses by the percentage of consortia (n=71) that recorded a response related to that category. For consistency throughout the analysis, Hanover always presents the data as a percentage of the total number of consortia, not as a percentage of the responses.