

Adult Education

August 20, 2019 | Public Education Appropriations Subcommittee

Background

The Adult Education Program contains two budgetary programs. The Adult Education program in the Related to Basic School Program provides the programmatic funding for school districts to implement programs that assist adults and students who are 16+ to gain a secondary school diploma, basic life skills, GED, or English language skills. A portion of the funding is specifically identified for educational programs in corrections facilities. There is a corresponding administrative program for Adult Education in the State Board of Education – MSP Categorical Program Administration line item which provides for associated state administration and programming.

Additional detail on each of these programs and USBE's implementation of these programs can be found at the following links:

[Minimum School Program – Adult Education](#)

[MSP Administration – Adult Education](#)

[USBE Adult Education](#)

Budget Issues

Student Accounting & Funding Distribution

During the 2018 General Session, the Legislature eliminated the Education Contracts line item and moved funding for Corrections Education into the Adult Education program. The Legislature also specified that the State Board of Education (Board) spend at least 15 percent of program funding on corrections education programs. Statute places the responsibility for adult high school completion and adult basic skills for state prisoners without a high school diploma jointly with the State Board of Education and the Department of Corrections.

The earmarked funding provides funding for the Board to contract with local education agencies (LEAs) to provide educational services for state prisoners in state correctional facilities and county jails.

School districts that contract with the Board to provide educational services for state prisoners, especially those near the state correctional facilities, will receive more funding than those that do not. In an operational sense, the 15 percent and the 85 percent function as two separate components of an Adult Education program.

Recommendation

With the close of the first year of the combined program, we recommend that the Public Education Appropriations Subcommittee further study the following:

1. Verify that the LEAs are not co-mingling student counts and performance data between the two programs and, as a result, skewing the distribution of funding. For example, LEAs should not count the completion metrics for students in a state correctional facility with the completion metrics for other students served in their traditional Adult Education program.
2. Request that the Board report during the Public Education Appropriations Subcommittee in October differentiated student counts between the two program components, the FY 2020 distribution of funding by LEA based on these counts, and procedures they have implemented to ensure LEAs operate according to Board procedures.

Adult Education – Budget, Performance, and Other Details

Budget Detail Tables

State Appropriated Budgets

The Adult Education program received over \$14 million in funding for FY 2020. Figure 1 provides a 7-year history of appropriations to the program. This categorical program in the Minimum School Program is distributed to school districts based on a) the number of people in the school district listed in the latest official census who are over 18 years of age and who do not have a high school diploma and b) prior year participation in the programs or as approved by state board rule. [Statute](#) identifies that 15% of the annual appropriation must be allocated by the state board and Department of Corrections for programs assisting individuals in the custody of the Department of Corrections. Funding is passed through to school districts to fulfill the state requirements for the programs.

Minimum School Program - Adult Education Program							
State Budget (COBI)							
	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020
<i>Sources of Revenue</i>	MSP	MSP	MSP	MSP	MSP	MSP	MSP
Education Fund	\$9,382,000	\$9,780,000	\$10,303,400	\$10,563,900	\$11,159,000	\$13,492,100	\$14,175,400
Education Fund, One-time	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Transfers	\$0	\$0	\$0	(\$37,400)	\$0	\$0	\$0
Beginning Nonlapsing	\$298,100	\$780,700	\$905,500	\$741,200	\$522,000	\$522,100	\$321,200
Closing Nonlapsing	(\$689,700)	(\$905,500)	(\$741,200)	(\$522,100)	(\$321,200)	(\$522,100)	(\$321,200)
Total	\$8,990,400	\$9,655,200	\$10,467,700	\$10,745,600	\$11,359,800	\$13,492,100	\$14,175,400
<i>Categories of Expenditure</i>							
Personnel Services	\$0	\$0	\$0	\$0	\$0	\$0	\$0
In-State Travel	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Out-of-State Travel	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Current Expense	\$0	\$0	\$0	\$0	\$0	\$0	\$0
DP Current Expense	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Other/Pass Through	\$8,990,400	\$9,655,200	\$10,467,700	\$10,745,600	\$11,359,800	\$13,492,100	\$14,175,400
Total	\$8,990,400	\$9,655,200	\$10,467,700	\$10,745,600	\$11,359,800	\$13,492,100	\$14,175,400

Figure 1

During the 2016 General Session, the Legislature separated the state administrative cost functions for the Adult Education program and appropriated the funding directly to the State Board of Education. This action increased the transparency of administrative costs and ensured that all funds appropriated in the Adult Education program would be distributed to school districts.

Adult Education – Budget, Performance, and Other Details

Figure 2 provides a 4-year history of funding for the administrative portion of the Adult Education programs budget, with \$279,200 appropriated for FY 2020. The Board expends most of this funding on personnel that support the Adult Education programs.

Adult Education Programs State Budget (COBI)				
<i>Sources of Revenue</i>	FY 2017 Admin.	FY 2018 Admin.	FY 2019 Admin.	FY 2020 Admin.
Education Fund	\$206,100	\$211,000	\$287,500	\$294,800
Education Fund, One-time	\$0	\$100	\$2,900	\$700
Transfers	(\$9,900)	(\$16,300)	\$0	(\$16,300)
Beginning Nonlapsing	\$0	\$155,900	\$512,000	\$512,000
Closing Nonlapsing	(\$155,900)	(\$277,000)	(\$512,000)	(\$512,000)
Total	\$40,300	\$73,700	\$290,400	\$279,200
<i>Categories of Expenditure</i>				
Personnel Services	\$38,800	\$68,700	\$251,700	\$240,500
In-State Travel	\$0	\$500	\$0	\$0
Out-of-State Travel	\$0	\$4,500	\$0	\$0
Current Expense	\$1,300	\$0	\$38,700	\$38,700
DP Current Expense	\$200	\$0	\$0	\$0
Other/Pass Through	\$0	\$0	\$0	\$0
Total	\$40,300	\$73,700	\$290,400	\$279,200

Figure 2

Local Education Agencies – Reported Revenues and Expenditures

School districts report the revenue sources and categories of expenditure for their Adult Education programs annually to the State Board of Education. Figure 3 provides a 5-year history of revenues and expenditures for LEA programs. In FY 2018, LEAs report expending \$14.2 million to support Adult Education programs. This amount is higher than the \$11.4 million appropriated by the Legislature, indicating that some local property tax revenue or unrestricted state revenue may have been used to support the programs. LEAs use most of the funding to pay salaries and benefits for personnel supporting the program.

Adult Education Programs LEA Budgets (Annual Program Report)					
<i>Sources of Revenue</i>	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018
Beginning Balance	\$145,500	\$50,000	\$129,500	\$103,300	\$142,400
Local	\$644,000	\$732,600	\$527,900	\$547,400	\$795,200
State	\$9,372,900	\$9,717,300	\$10,466,900	\$10,841,900	\$11,696,400
Federal	\$1,585,400	\$1,594,600	\$1,533,500	\$1,659,600	\$1,595,600
Total	\$11,747,800	\$12,094,500	\$12,657,800	\$13,152,200	\$14,229,600
<i>Categories of Expenditure</i>					
Salaries	\$6,928,500	\$7,242,000	\$6,713,600	\$7,635,800	\$8,304,500
Benefits	\$2,280,100	\$2,452,300	\$3,136,000	\$2,824,600	\$2,747,300
Purchased Services	\$612,400	\$605,500	\$772,300	\$681,100	\$659,500
Supplies	\$1,038,500	\$709,300	\$820,100	\$909,900	\$1,205,500
Property	\$211,600	\$158,800	\$200,400	\$127,400	\$37,800
Other	\$717,600	\$786,700	\$923,300	\$830,400	\$1,077,000
Total	\$11,788,700	\$11,954,600	\$12,565,700	\$13,009,200	\$14,031,600

Figure 3

Adult Education – Budget, Performance, and Other Details

Performance Metrics

The State Board of Education collects information on the number of students who had contact with an adult education program, the type of program they interacted with, and what type of credential/progress the student made. Figures 4-6 summarize these performance metrics across the state. During the 2017-2018 school year, 20,396 students had contact with an adult education program. 24% of those students saw a functional level change (measured by pre- and post-tests), 13% received a GED/High School Diploma-equivalent, and 39% were matched into a job (according to data matching from the Department of Workforce Services).

Number of Students with Adult Education Contact					
	2014	2015	2016	2017	2018
Basic Education (ABE)/ Secondary Education (ASE)	19,224	18,036	14,571	15,070	14,664
English Language Acquisition	6,713	6,677	6,822	6,095	5,732
Total	25,937	24,713	21,393	21,165	20,396

Figure 4

Number of Students Who Earned Credentials					
	2014	2015	2016	2017	2018
Level Gains	5,777	4,321	6,909	6,410	4,930
Graduated with GED/HS Diploma	3,412	2,839	2,967	2,759	2,624
DWS Match For Employment	--	10,470	9,715	8,439	7,917

Figure 5

Percentage of Students Who Earned Credentials					
	2014	2015	2016	2017	2018
Level Gains	22%	17%	32%	30%	24%
Graduated with GED/HS Diploma	13%	11%	14%	13%	13%
DWS Match For Employment	--	42%	45%	40%	39%

Figure 6