



Technology and Digital Learning for California Adult Education Program Year 2024-2025

Matthias Sturm, Adult Education Researcher and Consultant
in collaboration with OTAN and CASAS staff



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OTAN
P.O. Box 269003
Sacramento, CA 95826-9003
UPS/FedEx: 10150 Missile Way, Mather, CA 95655
(916) 228-2580



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Introduction

In the spring of 2025, soon after the inauguration of Donald Trump to the US presidency for the second time, there were signs that business might not proceed as usual. Throughout the spring, people began hearing about the potential closing of the US Department of Education (USDOE) which has been around for over 45 years, which would seemingly impact the work that we do in adult education. Then on July 1, educators discovered that Congressionally authorized federal education funds meant to be automatically disbursed to states and territories for the 2025–2026 program year were impounded for review by the USDOE. All of a sudden, budgets and plans for the coming school year were thrown into chaos. At the same time, we began to see a ramp up in the activity of the US Immigration and Customs Enforcement (ICE) agency which impacted communities all over the country. There were anecdotal stories of students not coming to adult school classes for fear of being caught up in ICE raids; some adult schools began reporting drops in enrollment as students chose not to come to in-person classes out of fear for their own safety.

Throughout 2025 and into 2026 as this report was being prepared, we were constantly reminded of the value of offering teaching and learning in different digital learning modalities in addition to or instead of 100% in-person instruction. Doing so accommodates adult education students in circumstances that we've come to expect will impact schools—for example, severe weather events or health emergencies, as well as governmental policy changes and shifts in the political winds. One of the benefits of adult education to learners is that adult education agencies can pivot and decide to organize and administer distance education programs as well as online, blended, and HyFlex classes in different program areas, while the same options may be limited or non-existent at other levels of the education system.

One other item of note: during 2025 and into 2026, OTAN revised its *California Adult Education Digital Learning Guidance* (DLG), which was first published in the fall of 2022. With the updated *Digital Learning Guidance*, we plan to continue asking questions that we began addressing in last year's report to gather data to support the study of topics explored in the DLG, and we will build on these further in the coming years - for example, the use of artificial intelligence (AI) and how it is expanding into and being implemented in a variety of adult education learning environments. We also will look for opportunities to consider topics for which no data has yet been collected - emerging tech like AR, VR, and XR or new green technologies might be some of those items that receive more attention in the future.

For many years, OTAN has analyzed and reported on adult learner participation in online and distance learning programs in California adult education agencies in the hopes of better understanding the state of digital learning from year-to-year and determining shifts and trends in the delivery of digital learning, no matter how momentous of a year it has been. This report provides a broad overview of the state of digital learning in Workforce Innovation and Opportunity Act (WIOA), Title II Adult Education and Family Literacy Act (AEFLA) funded adult schools and community colleges in California in Program Year 2024–2025 with recommendations for continued support for teachers and programs, as well as issues for further research to continuously improve adult education services for Californians. Building on the reports of previous years, we continue working on making connections between the data and recommendations, articulating evidence-based strategies.

The Background of This Report

As a result of California state legislation in the early 1990s, distance learning was first seen as an “innovation program” that adult education agencies could create by spending up to five percent of their apportionment on non-traditional educational approaches. Distance learning reports initially included information from the Innovation Program applications that agencies submitted annually, adult school program data reports, and data collected from local adult education agencies that submitted data to the National Reporting System (NRS). In Program Year 2009–10, flex funding was legislated for California school districts, allowing funds allocated for adult education to be used for any purpose local school boards of education deemed necessary. School districts were no longer bound by the California Education Code to serve adult learners, and state reporting requirements were no longer required. In subsequent years until 2013–14, only the NRS data was reported on in distance learning reports.

Simultaneously, starting in 2001, adult education agencies submitted what in time after a few revisions became an annual Technology and Distance Learning Plan (TDLP) that was meant to capture an agency’s ongoing and proposed technology integration goals as well as data from a self-assessment of teacher technology skills and a learner survey on technology access and usage. Aggregated information from the TDLP has been included in OTAN’s annual reports. In the 2016–17 OTAN annual report, the first comprehensive distance learning report was included that took a deeper dive into both the TDLP and NRS data. In subsequent OTAN annual reports, TDLP and NRS data continued to be included and reviewed with more in-depth analysis and—in the last few years – recommendations for continued support, policy considerations, and further research. Even though the TDLP was incorporated into a reporting deliverable known as the Continuous Improvement Plan (CIP), agency technology goals and the teacher and learner survey data gathered for the CIP continue to remain key elements of distance (now digital) learning reports.

In spring 2022, OTAN, in partnership with advisory group members, draft reviewers, and partner organizations, produced the *California Adult Education Digital Learning Guidance* (DLG). The purpose of the DLG is to enable adult educators in California to design and implement effective digital learning experiences. The DLG informs the practice of all California educators, support staff, and school leadership who work with adult learners. In the fall of 2023, new supplemental materials were added, including Reader’s Guides, a Facilitator’s Guide with PowerPoint slide decks for each DLG chapter, and an eight-week online course. These additional resources make the insights presented in the DLG more accessible and actionable for implementation.

The revised version of the DLG released in early 2026 has seven core chapters (up from six originally):

- ➡ Ensuring equity and access
- ➡ Foundations of adult education and digital learning
- ➡ Selecting digital tools
- ➡ Adopting models that work
- ➡ Data-driven instruction and digital assessments

- ➡ Fostering healthy, equitable, and inclusive digital communities
- ➡ Generative AI (artificial intelligence)

For this report, we continued to identify gaps in annually collected data that could further inform topics and support strategies and recommendations. It includes initial findings about digital equity strategies and strategies to help adults develop digital skills. OTAN continues to explore where data collected by OTAN and CASAS (Comprehensive Adult Student Assessment System) and would help to inform topics and strategies, and how the DLG could potentially provide a framework for future digital learning reports, reorganizing the data and its analysis to better inform the broad topics listed in the document. For more information, please visit the [Digital Learning Guidance](#)  section of the OTAN website.

The Content of This Report

Changes were made to this report in program year 2020–2021, namely in the scope of the report and a desire to add to the quantitative analysis some qualitative evaluation of the ways in which California adult education agencies are serving adult learners. This report builds on these changes and in numerous places references data from prior years, provides comparisons, and offers insights into delivery models such as blended and HyFlex options. In previous reports, we have used the term **blended distance learning** as a working definition to provide some context for the use of technology in distance learning and to underline the fact that most distance learning is blended unless there is no in-person element at all and unless it is provided exclusively by remote instruction. In this report, we align the definitions we use to present our findings with those used in the DLG. Similar to the way we viewed blended distance learning as a term with the potential of serving as a working definition that is crafted in a local context, responding to demographic circumstances and curricular needs of the students at adult education agencies, we view **digital learning** as a term for change. In the DLG, it reads:

[...] digital learning is defined as learning experiences that utilize digital tools for teaching and learning. Digital learning can happen in any learning environment [...] to benefit and support adult educators in all learning environments, whether in-person or online. To better prepare adult learners for living, working, and thriving in an increasingly digital world, it is vital for adult education providers to help learners to develop digital literacy and digital resilience.¹

The reports of previous years included a recommendation to better define blended distance learning program delivery modalities with the goal of enabling more detailed and consistent reporting of blended distance learning programming at adult schools. For last year's report, we included more detailed definitions based on the DLG to provide guidance to agencies for their digital learning delivery and reporting. For the Program Year 2024–25 data presented in this year's report, hybrid learning was added as another definition for further clarification and we

1 OTAN (2026). The California Adult Education Distance Learning Guidance, p. 14.

asked agencies to keep these definitions in mind when providing feedback to the WIOA Title II: Technology and Digital (previously Distance) Learning California Update Survey in early 2026.

- **Distance education:** Learning experiences where the educator and learner are physically separated; educators and learners use digital tools and two-way communication; and there are opportunities for social interaction.
- **Blended learning:** Learning experiences that utilize digital or online learning tools that are connected to face-to-face instruction.
- **Hybrid learning:** Learning experiences that utilize digital or online learning tools, but digital learning and face-to-face instruction are not connected.
- **HyFlex model:** Learning occurs simultaneously in physical and virtual spaces; learners choose whether to attend class face-to-face or online, synchronously or asynchronously.

Moving forward, by adopting and using the definitions of distance learning, blended and hybrid learning, and HyFlex learning in this and next year's 2025–26 report, we will continue our efforts to support common definitions ² needed to collect data consistently across different contexts and locations to provide insight into each of these different modalities. In the meantime, this year's report still refers to program offerings with an online element of more than 50% as digital learning programs, as findings in this report are based on data collected by OTAN and CASAS using the 50% demarcation with respect to students reported in regular classroom or distance learning settings. Agencies need continued guidance with detailed and consistent definitions and practices for reporting data to accurately reflect their service delivery that meets a variety of student needs.

This report represents an effort to not only look at the statistics, but to also provide data to inform meaningful conversations with agencies offering distance and blended programs for learners during the past year and for the future. In the report three years ago in the wake of the COVID-19 pandemic, we asked, "What will our 'new normal' look like?" Findings since have shown that digital learning has been not only beneficial to teachers and students, but it has also presented alternative program delivery options that are scalable and demonstrated that agencies could be flexible to respond to changes in students' needs, teachers' expertise, program capacities, and client demographics.

In 2021–22, we saw instructors and learners returning to in-person instruction, and, in 2022–23, we were able to see even more what our "new normal" looked like after close to 100% online instruction during the pandemic. Some agencies have returned to the way their programs were delivered before, while others have adopted various digital learning and teaching approaches that respond to the needs of differentiated student demographics. Although there has been a wealth of data collected annually already, our additional surveying

2 Cherewka, Hart, Vanek, Yamashita (2024). Distance and Digital Education Definitions and Reporting Practices: What We Have and What We Need. World Education.

continues to show that there is more to tell about the efforts of California adult education programs to make different options all work. We daresay, however, that digital learning is here to stay.

Such use of technology has the potential to extend learning and be more inclusive. It leverages the opportunities to integrate and expand the learning process inside and outside of the classroom, serving a growing demographic that flows in and out of learning due to the precariousness of employment or other changes in the lives of our learners that require the flexibility of a multitude of learning models they can choose from. Virtual teaching and learning are viable alternatives and extensions of face-to-face ABE/ASE and ESL program delivery, chiefly because of their flexibility, scalability, and responsiveness. This versatility of digital learning has the potential to translate into higher quality, greater satisfaction, more extensive reach, and increased return on investment. Its potential for increased inclusiveness provides educational opportunities and contributes to more equitable adult education in California.

More research, program development, instructional support, and communities of practice should focus on digital learning program delivery and the effective and equitable use of technology, locally driven by agencies and consortia, with support provided by the state via organizations such as OTAN, CASAS, the California Adult Literacy Professional Development Project (CALPRO), and the California Adult Education Program (CAEP).

Methodology

This report presents findings drawing from data with quantitative and qualitative properties. It draws from data for program years 2024–2025 provided by OTAN and CASAS, including the NRS Federal Reporting Table 4 (n=300,119) and Table 4C (n=61,757), the Student Technology Intake Survey (n=57,039) and Teacher Self-Assessment (n=2,839) representing individual students and teachers, as well as the WIOA Title II AEFLA Program Implementation Survey (n=224) and the WIOA Title II: Technology and Digital (previously Distance) Learning California Update Survey (n=130) providing agency-level feedback. The data collection tools referred to in this report can be found in Appendix B.

The Student Technology Intake Survey was first developed in the fall of 2020 and was last revised for Program Year 2023–24. It was reviewed and updated in both the spring of 2023 and spring of 2024 by the same development team and was released in its current form July 1, 2024. Revisions at the time incorporated more questions to deepen the sector’s knowledge about equitable access and learner use of technology for learning in the future. Some language was clarified and additional answer options were provided for some questions.

In 2024, for instance, the question “Do you have data limits at home or on your phone that would keep you from learning?” was revised to “Do you have reliable and affordable internet at home?” changing the focus of the question from connectivity for the purpose of the respondent’s learning to connectivity at home without any specifications with respect to user and purpose. This change can be interpreted as a shift from a focus on digital equity to a focus on digital access alone and may warrant adding additional questions to better understand students’ connectivity and its use for the benefit of learning. For example, students were asked to identify if they used cell phones, laptops, and tablets, if they owned or shared them, and if they used them for online learning.

Students should be completing the survey annually at intake; however, we received feedback that agencies may appreciate more flexibility, allowing for when and how often to ask students to complete the survey. The Student Technology Intake Survey is now housed on the [CAEP website](#)  and a link to it also can be found on the [California Adult Education Online Application and Reporting \(CA-OAR\)](#)  site.

For the last four years, OTAN conducted the Technology and Digital Learning California Update Survey as an additional survey with the goal of deepening understanding of experiences with digital learning at WIOA Title II funded agencies and their adult schools. Further explored were agencies' experiences with respect to student persistence, waitlists or program availability, blended and distance program delivery including HyFlex options, program strategies to respond to the limitations of in-person program delivery due to the pandemic, professional development supports, "future proofing" for responsive and resilient program delivery, and Social and Emotional Learning (SEL) and digital citizenship.

The survey was initially designed based on the focus groups conducted as part of the data generation and reporting in the 2020–21 program year and has allowed for casting a much wider net by leveraging survey methodology with the opportunity to ask open-ended questions. The survey has produced deeper insights and consistent findings over the last years. Last year, we added more questions about digital citizenship and digital equity and eliminated a few questions that had produced consistent findings in the previous years.

For the report two years ago, we began to experiment with artificial intelligence (AI) applications to leverage their ability to summarize larger quantities of qualitative data while maintaining essential human elements needed in data analysis. We have continued to explore the use of AI this year, using Notebook LM to look deeper at issues within a "walled garden" containing qualitative data gathered for this report.

Finally, in an effort to enhance the quality of the data and consistency in reporting, the survey now makes reference to definitions of digital learning and teaching modalities as noted above.

This Report

The California Department of Education Adult Education Office, Career and College Transition Division (CCTD) contracted with and funded OTAN via Contract CN240137 from July 1, 2024 through June 30, 2026. The source of the funding is the Workforce Innovation and Opportunity Act (WIOA), Title II: Adult Education and Family Literacy Act grant. Signed into law on July 22, 2014, WIOA reauthorizes the Workforce Investment Act (Federal P.L. 105-220, the Workforce Investment Act of 1998, Title II, Adult Education and Family Literacy, Section 223).

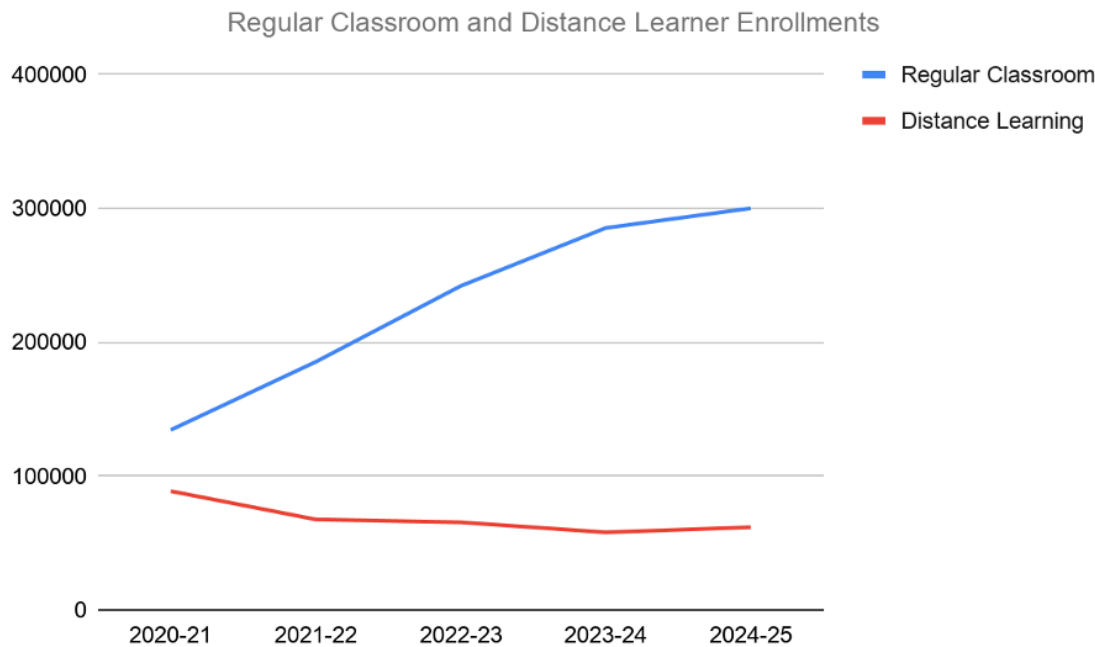
The Sacramento County Office of Education, the fiscal agent for Contract CN240137, respectfully submits this report to the CDE Adult Education Office on California adult education technology and digital learning during the 2024–25 contract year. Building on the reports of previous years, this report continues to provide a multi-year lens including data from the last five program years when available and feasible.

Findings

Before the start of the pandemic, at WIOA-funded agencies in program year 2018–19, there were 299,720 students in regular classrooms and 10,754 distance learning students reported. During the three program years between 2018 and 2021, regular classroom enrollments decreased by more than half, a result of suspending most in-person instruction at the start of the COVID-19 pandemic in March 2020, which then rebounded in program year 2021–22. At the same time, distance learning enrollments increased by more than eight times, demonstrating the responsiveness and innovation of adult schools by providing remote instruction at a rate many times the distance learning offerings before the pandemic.

In the program year 2021–22, the number of distance learning students began to decline while the number of students in regular classrooms increased compared to the previous program year, but not to the extent of pre-pandemic levels. Given an end to limitations with respect to in-person program delivery due to the pandemic, an increase in regular classroom enrollments and decrease in distance learning enrollments was not surprising.

Nevertheless, even as agencies continue to explore and adapt digital learning program delivery options that best serve adult education students, the trend of increased enrollment of students in regular classrooms and decreased enrollment of students in distance learning since program year 2021–22 has continued. We will explore digital learning options further in the Program Implementation and Digital Learning section (for example, Figure 11 in the section on Online Learning provides findings about distance education, blended learning, hybrid learning, and HyFlex modalities for the program years 2023–24 and 2024–25). Figure 1 below shows the enrolments in regular classrooms and distance learning (online element of more than 50%) for the program years 2020–21 to 2024–25.



REGULAR CLASSROOM AND DISTANCE LEARNER ENROLLMENTS - DATA TABLE	PY 2020-21	PY 2021-22	PY 2022-23	PY 2023-24	PY 2024-25
Regular Classroom	134,492	185,371	242,068	285,394	300,119
Distance Learning	88,749	67,588	65,466	57,976	61,757
Total	223,241	252,959	307,534	343,370	361,876

Figure 1. WIOA, Title II Adult Education Enrollments for program years 2020–21 to 2024–25 for Regular Classroom vs. Distance Learner Enrollments Qualifying for NRS Tables 4 and 4C. (Source: CASAS 2021–2025)

The Figure 1 chart and table display the combined adult student enrollments for regular classroom and distance learning students for the program years from 2020–21 to 2024–25. In the most recent program year, there were 300,119 learners enrolled in regular classrooms, slightly exceeding the 2018–19 total (299,720) pre-pandemic, but still a bit less than the total of the 2017–18 program year (307,478).

There were 61,757 students enrolled in distance learning in the last program year, compared to 57,976 students in program year 2023–24, slightly rebounding from its decline from a high of 88,749 during the pandemic when regular classroom enrollments were their lowest. While the number of students enrolled in distance learning has been declining overall, it still represents 17.1% of the overall student enrollment (up from 16.9% in the previous year but still down from 21% the year before that and 27% in 2021–22). During the program year 2020–21 at its height, distance learning enrollments were almost 40% of the total, nearly doubling the 21% in 2019–20, all of which far exceeds pre-pandemic levels.

Student enrollment in regular classrooms and distance learning combined decreased by 2,940 students overall between the 2018–19 and 2022–23 program years, but it has increased to 51,402 more students this program year compared to the 2018–19 pre-pandemic total. Although the total number of students enrolled has grown, more data and analysis about modalities of digital learning program delivery is needed to understand if their availability and use open the door to more flexible, inclusive, and equitable programs and services that cater to more varied student needs at adult schools.

Putting the yearly aggregated student enrollments in regular classrooms and distance learning into the larger context of all publicly funded (either federal WIOA and/or state CAEP funded) adult education programs in California combined, the number of “Adults Served” who had one or more hours of instruction or positive attendance in an adult education program, and/or who received services in a K12 adult school or noncredit services at a community college, was: 626,211 (328,684 WIOA-funded) in the 2019–20 program year when school closures during the COVID-19 pandemic started in March; 439,536 (223,241 WIOA-funded) in the 2020–21 program year during the pandemic; 491,152 (252,959 WIOA-funded) in the 2021–22 program year when many schools returned to in-person instruction; and 599,002 (307,534 WIOA-funded) in 2022–23, the program year reviewed in the report two years ago.³ In the 2023–24 program year, there were 679,246 (343,370 WIOA-funded) student enrollments and 706,174 (361,876 WIOA-funded) in the 2024–25 program year.⁴

In the report two years ago, we also shared feedback from TDLS 2024 session participants wondering how programs, districts, and/or counties were defining blended distance learning as well as the varied program modalities, and how the data collected reflects the realities at programs. Participants wondered if programs had fully considered the pros and cons of blended distance learning models or if they were used to focusing on smaller changes to the program. At the TDLS 2025 session, we shared selected findings again ahead of the release of this report and asked for feedback on blended distance learning modalities, highlighting the importance of selecting the most suitable approach for adult education providers based on their specific circumstances and extending to considerations about challenges in HyFlex implementation and the potential role of AI in analyzing topics such as delivery model effectiveness. Participants wondered if fewer agencies are offering HyFlex options because of a lack of equipment, a lack of training, and/or a lack of interest from teaching staff; if there was

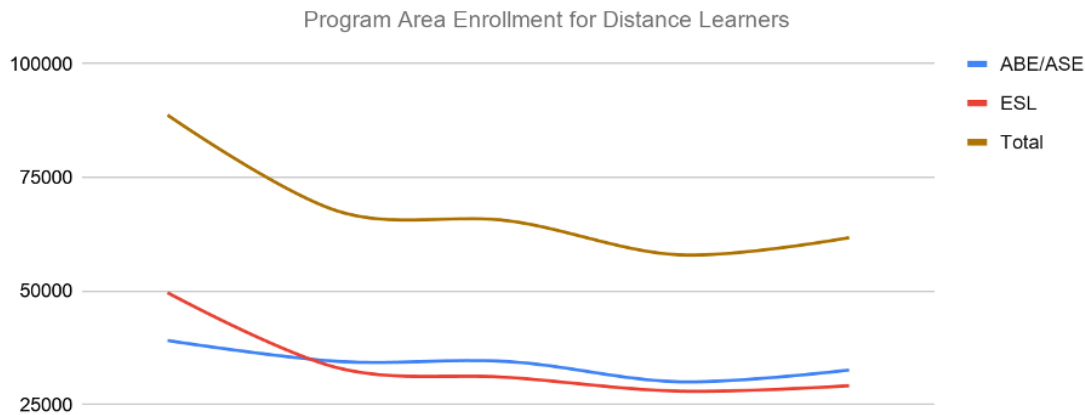
3 The report two years ago included totals from the Adult Education Pipeline: AEP Score Card for Adults Served in Program Years 2018–19 to 2021–22; however, updated information for the dashboards available on LaunchBoard was moved to the new California Community Colleges Chancellor's Office DataVista. Some differences in extracting, loading, and transforming data files, as well as adjustments to the agency crosswalk and data resubmissions by some districts resulted in slightly different totals reflected in this year's report.

4 See California Adult Education Program Scorecard: CAEP Time Trend: Reportable Individuals All Programs Statewide Overall for Program Years 2019–20 to 2024–25. https://datavista.cccco.edu/data_views/reports_and_insights 

enough support as teaching in HyFlex mode is hard; and if it would be better to treat HyFlex as distance learning to get a better picture for decision making purposes. One participant expressed the hope that HyFlex would be adopted more because student needs should always come first, providing flexible options to attend classes remotely. At TDLS 2026, we were not able to discuss these issues further with the symposium participants, but we look forward to next year's TDLS to better understand the state of digital learning in California adult education with firsthand insights from conference participants.

Distance Learning Enrollments

Due to federal requirements through first WIA II and then WIOA II funding, provider agencies have been required to report program information to the federal government following the National Reporting System (NRS) guidelines. In program years reported on in previous Technology and Distance Learning Plan (TDLP) Updates, the diminishing enrollment of distance learning students through program year 2018–19 was attributed to a possible lack of complete reporting of distance learning students. The Figure 2 chart and table show the enrollment of distance learning students for Adult Basic Education (ABE)/Adult Secondary Education (ASE) and English as a Second Language (ESL) in each program year since program year 2020–21. After a steep increase to 70,483 distance learners in 2019–20 and 88,749 in 2020–21, there was a notable decrease to 67,588 distance learners in 2021–22 just below the enrollment level of 2019–20 when the COVID-19 pandemic began, but still six times the enrollment of pre-pandemic years. The downward trend in distance learner enrollment continued in the two program years before the 2024–25 program year. In 2022–23, 34,476 students were enrolled in ABE/ASE classes and 30,990 students in ESL for a total of 65,466 distance learning students. In 2023–24, there were 30,019 students in ABE/ASE classes and 27,957 students in ESL for a total of 57,976 enrolled distance learning students. In 2024–25, total enrollments rebounded slightly with 32,607 students enrolled in ABE/ASE classes and 29,150 students in ESL for a total of 61,757 distance learning students.



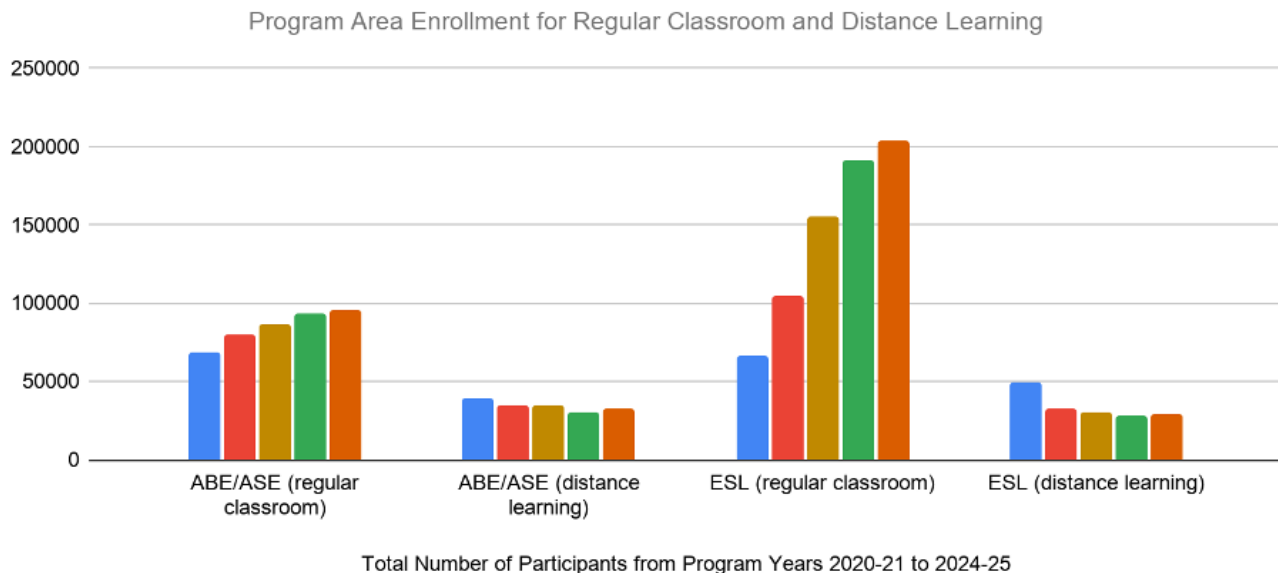
PROGRAM AREA ENROLLMENT FOR DISTANCE LEARNERS - DATA TABLE	2020-21	2021-22	2022-23	2023-24	2024-25
ABE/ASE	39,109	34,510	34,476	30,019	32,607
ESL	49,640	33,078	30,990	27,957	29,150
Total	88,749	67,588	65,466	57,976	61,757

Figure 2. WIOA, Title II Adult Education Enrollments in ABE/ASE and ESL for program years 2020–21 to 2024–25 for Distance Learner Enrollments Qualifying for NRS Table 4C. (Source: CASAS 2021–2025)

Comparing ABE/ASE and ESL distance learners enrollment with regular classroom enrollment during the same periods, the Figure 3 chart and table below illustrate the rebounding numbers in ESL attendance in regular classrooms: 66,201 in 2020–21, 105,109 in 2021–22, 155,440 in 2022–23, and 191,585 in 2023–24. Last program year, there were 203,927 students enrolled in ESL regular classrooms, surpassing the total of 194,516 students in 2018–19 before the pandemic. Regular classroom enrollment in ABE/ASE classes has also declined and rebounded during the same period following a similar trend; last program year, there were 96,192 learners, still somewhat under the 2018–19 figure of 105,204. The decline in both program areas through 2020–21 was certainly due to the restrictions to in-person programming, and when these restrictions were lifted and many provider agencies returned to in-person instruction, regular classroom enrollments increased again.

Distance learning student enrollments in ABE/ASE and ESL tell a slightly different story. While there were enrollment increases in both through program year 2020–21, distance learning student enrollment in ABE/ASE decreased less than in ESL in 2021–22 and held steady in 2022–23, while distance learning student enrollment in ESL continued to decrease. In the program year 2023–24, distance learning student enrollment in both decreased: ABE/ASE by 12.9% (to 30,019 learners) and ESL by 9.8% (to 27,957 learners) compared with the previous year. In 2024–25, distance learning student enrollment in both slightly increased again: ABE/

ASE by 8.6% (to 32,607 learners) and ESL by 4.3% (to 29,150 learners), but totals remained below the 2022–23 program year.



PROGRAM AREA ENROLLMENT FOR REGULAR CLASSROOM AND DISTANCE LEARNING - DATA TABLE	2020-21	2021-22	2022-23	2023-24	2024-25
ABE/ASE (regular classroom)	68,291	80,262	86,628	93,809	96,192
ABE/ASE (distance learning)	39,109	34,510	34,476	30,019	32,607
ESL (regular classroom)	66,201	105,109	155,440	191,585	203,927
ESL (distance learning)	49,640	33,078	30,990	27,957	29,150
Total	223,241	252,959	307,534	343,370	361,876

Figure 3. WIOA, Title II Adult Education Enrollments in ABE/ASE and ESL for program years 2020–21 to 2024–25 for Regular Classroom and Distance Learner Enrollments Qualifying for NRS Tables 4 and 4C. (Source: CASAS 2021–2025)

In previous Technology and Distance Learning Plan (TDLP) Updates, provider agencies reporting enrollment of distance learning students were few. For the program year 2018–19, only five agencies reported more than 700 distance learning students and 15 agencies reported between 100 and 700 distance learning students.⁵ The number of agencies reporting

⁵ See Appendix F: WIOA Title II: Technology and Distance Learning Plan Update for Program Year 2018–2019 and 2019–2020 in Annual Report (July 1, 2019 to June 30, 2020) at <https://otan.us/about-us/reports/> 

more distance learning students in both categories, as well as agencies with 100 or fewer distance learning students, has grown since then.

Figure 4 shows the categories within which the agencies identifying distance learning enrollments in their adult schools fall. See Appendix A for a detailed list of all adult schools with more than 700 distance learning students and between 100 and 700 distance learning students for the program years from 2020–21 through 2024–25.

ADULT SCHOOLS IDENTIFYING DL ENROLLMENTS	% 24-25	N 24-25	% 23-24	N 23-24	% 22-23	N 22-23	% 21-22	N 21-22	% 20-21	N 20-21
Adult Schools >700 DL Learners	62.9%	38,821	60.8%	35,247	65.2%	42,631	58.8%	39,735	64.9%	57,595
Adult Schools with >100 and <700	33.2%	20,482	34.4%	19,927	30.8%	20,095	37.7%	25,501	32.7%	29,020
Adult Schools with < 100 learners	4.0%	2,454	4.8%	2,802	4.0%	2,633	3.5%	2,352	2.4%	2,134
Total of Identified DL Enrollments	100%	61,757	100%	57,976	100%	65,466	100%	67,588	100%	88,749

Figure 4. Overview of enrollment at adult schools with > 700, 100-700, and < 100 distance learning students for the years 2020–21 to 2024–25. Federal NRS Report. (Source: CASAS 2021–2025)

In 2024–25, 62.9% of distance learner enrollments were at adult schools with more than 700 distance learning students, the highest percentage and a 2.1% increase from 60.8% in the previous year, compared with a 4.4% decrease from 65.2% in 2022–23. For reference, the percentage of distance learner enrollments at adult schools with more that 700 distance learner enrollments was 48.3% in 2018–19 before the start of the pandemic, so there has been an increase of 14.6% percentage points over the years in this category.

Adult schools with between 100 and 700 distance learning students reduced their share slightly by 1.2% to 33.2% in 2024–25 after having increased their share by 3.6% to 34.4% in 2023–24 compared to 30.8% in the previous year. In previous years, 37.7% of schools were in the medium category in 2021–22, 32.7% in 2020–21, and, for reference, 30.8% in 2019–20, and 39.3% in the 2018–19 program year before the pandemic. Many of these adult schools have increased their enrollment numbers of distance learning students over this period and are now in the category of adult schools with more than 700 distance learning students; however, some have also dropped out of their previous categories.

Some adult schools with less than 100 distance learning students (12.4% of enrolled learners were in this category in 2018–19) are now in the medium category. In 2024–25, 4.0% of enrollments fell into this category, compared with 4.8% in 2023–24, 4% in 2022–23, 3.5% in 2021–22, and 2.4% in the 2020–21 program year.

Overall, there are more distance learning students reported for the 2024–25 program year than the year before when fewer distance learning students were reported than the previous

year. The total distance learning student enrollment was 61,757 for the 2024–25 program year, compared to 57,976 for 2023–24, 65,466 for 2022–23, 67,588 for 2021–22, and 88,749 in the 2020–21 program year. For reference, in the program year 2018–19 before the pandemic, 10,754 was the total of Identified DL Enrollments (5.7 times less than the total in 2024–25).

Students and Technology for Digital Learning

For the 2024–25 program year, statewide results from the Student Technology Intake Survey were available for the fourth time for an entire program year, which allows for an even fuller comparison with previous years than in previous reports. The survey is required to be completed annually by all students at the point of enrollment or soon after. The survey was launched in the Fall of 2020 as a new instrument⁶ that can support agencies in gathering and sharing learner data on technology ownership and usage; in the spring of 2023 and again in 2024, the survey was reviewed and revised as described earlier in the Introduction. The findings presented in this section take these changes into account. The purpose of the survey is to gather data related to student access and digital learning barriers. Trend data is provided for state and local analysis, but student-level information is shared only with their agency. The data allows agencies to identify gaps in access to technology and to understand how learners use technology in their day-to-day lives. This aggregated learner data can also be shared with legislators, Local Workforce Development Boards (LWDBs), and other adult education partners.⁷

Previous surveys asked students about how they heard about their adult schools. This question was dropped from the survey for the 2024–25 program year; however, Figure 5 is included in this year’s report for reference purposes to previous years. The majority option remained word of mouth over the years; in the program year 2023–24, six out of ten (61.3%) students participating in the survey were told about their adult school by a family member or a friend. As noted in previous surveys, however, many agencies’ outreach and promotion activities took advantage of technology to reach prospective students. Two out of ten (22.4%) found information on a website and a newly added category for the 2023–24 program year showed outreach and promotion by email (2.9%). Advertising (6.8%) and Catalogs (4.8%) were smaller outreach and promotion strategies in 2023–2024. Including questions about the role of social media with respect to outreach and promotion purposes on the one hand and for ongoing communication and follow-up with students on the other may be a useful addition to the Student Technology Intake Survey to better understand the potential impact of technology.

6 For online access to the survey visit <https://caladulthood.org/StudentTechnologyIntakeSurvey> 

7 California Department of Education Adult Education Office. Continuous Improvement Plan. Program Year: 2024–25, p. 6

HOW DID YOU HEAR ABOUT OUR SCHOOL?		TOTAL (N=60,064)	%	TOTAL (N=40,647)	%	TOTAL (N=27,658)	%
		23-24	23-24	22-23	22-23	21-22	21-22
Family or Friend	Yes	36,835	61.3%	26,733	65.8%	18,644	67.4%
	No	23,229	38.7%	13,922	34.2%	9,014	32.6%
Website	Yes	13,476	22.4%	10,555	26.0%	7,657	27.7%
	No	46,585	77.6%	30,100	74.0%	20,001	72.3%
Advertisement	Yes	4,076	6.8%	3,264	8.0%	2,017	7.3%
	No	55,988	93.2%	37,391	92.0%	25,641	92.7%
Catalog	Yes	2,861	4.8%	1,991	4.9%	1,238	4.5%
	No	57,203	95.2%	38,664	95.1%	26,420	95.5%
Email	Yes	1,736	2.9%	n/a	n/a	n/a	n/a
	No	58,328	97.1%	n/a	n/a	n/a	n/a

Figure 5. Promotion and outreach of adult school programs. Student Technology Intake Survey Results for program years 2023–24 (n=60,064), 2022–23 (n=40,647), and 2021–22 (n=27,658) (Source: OTAN 2022–2024)

Digital Devices and Connectivity

As adult education agencies encourage adults to participate in their programs, the 2026 revised version of the *Digital Learning Guidance* notes in Chapter 2 that “digital equity means creating the conditions that enable everyone to access and use technology in ways that support full participation in a connected world [and that] elements of digital equity include: devices (up-to-date laptops, tablets, or smartphones), connectivity (reliable internet access at home or in community spaces), [and] digital literacy (skills to use technology effectively).”⁸ The *Digital Learning Guidance* also suggests ways to gather information from learners to better understand their needs related to access, including surveys and assessments, goal-setting discussions, reviewing program participation data, and other relationship building activities. Taken together, this data can provide insight into what devices, connectivity, and digital skills students have or don’t and where an adult education agency can work to ensure digital equity and access for all learners.

Some of the key questions of the Student Technology Intake Survey ask about devices and Internet connectivity in the context of digital learning. We know from research done by other organizations like the Pew Research Center that nine in ten (91%) U.S. adults own a

8 Outreach and Technical Assistance Network (OTAN). California Adult Education Digital Learning Guidance, p. 18. <https://otan.us/Resources/DigitalLearningGuidance> 

smartphone, compared to 81% six years ago⁹ during the 2018–19 program year before the start of the pandemic. In the Student Technology Intake Survey Results for program year 2022–23, roughly the same number (93.9%) as in the two previous program years (95% and 95.7% respectively) said that their cell phone was a smartphone. This question was dropped from the survey for the 2023–24 program year, perhaps assuming that most cell phones are now smartphones, but it is included one more time in this report for reference (see Figure 6). Looking further into the type of smartphones to determine, for example, if smartphones have up-to-date operating systems, apps, and security protocols, may further contribute to a better understanding of the value of smartphones for learning and daily life.

IS YOUR CELL PHONE A SMARTPHONE?		TOTAL (N=60,064)	%	TOTAL (N=40,647)	%	TOTAL (N=27,658)	%
		23-24	23-24	22-23	22-23	21-22	21-22
	Yes	n/a	n/a	38,170	93.9%	26,272	95.0%
	No	n/a	n/a	2,485	6.1%	1,386	5.0%

Figure 6. *Students’ access to smartphones. Student Technology Intake Survey Results for program years 2022–23 (n=40,647) and 2021–22 (n=27,658) (Source: OTAN 2022–2023)*

When students were asked how they connected to the internet, a declining number of students (68.7%) used a connection at home in 2024–25, compared to 70.6% in 2023–24 and 72.8% in 2022–23. Figure 7 also illustrates that, this year, an increasing number of students (62.9%) used their phone to get online, compared to 46.6% and 38.1% in the two previous program years. More used a personal hotspot (11%) in 2024–25 and more used WiFi in the community (6.6%) than in years before. Additionally this year, respondents could also choose WiFi at school as an answer option and 12.3% indicated that they connected to the internet that way. Almost the same percentage of respondents as the previous year chose Other (3.1%) this year, although there was no way to specify what other means might be.

9 Pew Research Center. Mobile Fact Sheet. Mobile phone ownership over time. <https://www.pewresearch.org/internet/fact-sheet/mobile/> 

HOW DO YOU CONNECT TO THE INTERNET?		TOTAL (N=57,039)	%	TOTAL (N=60,064)	%	TOTAL (N=40,647)	%
		24-25	24-25	23-24	23-24	22-23	22-23
WiFi/Internet connection in my home	Yes	39,195	68.7%	42,396	70.6%	29,600	72.8%
	No	17,844	31.3%	17,668	29.4%	11,055	27.2%
Through my phone	Yes	35,882	62.9%	27,995	46.6%	15,472	38.1%
	No	21,157	37.1%	32,069	53.4%	25,183	61.9%
WiFi at school	Yes	7,038	12.3%	n/a	n/a	n/a	n/a
	No	50,001	87.7%	n/a	n/a	n/a	n/a
Personal Hotspot	Yes	6,252	11.0%	4,146	6.9%	2,361	5.8%
	No	50,787	89.0%	55,915	93.1%	38,294	94.2%
WiFi in the community	Yes	3,783	6.6%	2,891	4.8%	2,446	6.0%
	No	53,256	93.4%	57,173	95.2%	38,209	94.0%
Other	Yes	1,779	3.1%	1,788	3.0%	n/a	n/a
	No	55,260	96.9%	58,276	97.0%	n/a	n/a

Figure 7. *Students' ways to connect to the internet. Student Technology Intake Survey Results for program years 2024–25 (n=57,039), 2023–24 (n=60,064), and 2022–23 (n=40,647)*
(Source: OTAN 2023–2025)

As Figure 8a shows, four in five students (82.5%) who took the Student Technology Intake Survey in the program year 2024–25 reported having reliable and affordable internet at home. Around one in ten students said that it was too expensive (10.0%), and 7.5% said that it was either too slow to use or usually not working, identifying the lack of reliable and affordable internet access as potential barriers to successful online learning.

DO YOU HAVE RELIABLE AND AFFORDABLE INTERNET AT HOME?	TOTAL (N=57,039)	%	TOTAL (N=60,064)	%	TOTAL (N=27,658)	%
	24-25	24-25	23-24	23-24	22-23	22-23
Yes	47,041	82.5%	48,148	80.2%	n/a	n/a
No, it is too expensive right now	5,729	10.0%	6,519	10.9%	n/a	n/a
No, it usually doesn't work	1,329	2.3%	1,561	2.6%	n/a	n/a
No, it is too slow to use	2,940	5.2%	3,835	6.4%	n/a	n/a

Figure 8a. Students' reliable and affordable internet at home. Student Technology Intake Survey Results for program years 2024–25 (n=57,039), 2023–24 (n=60,064), and 2022–23 (n=40,647) (Source: OTAN 2023–2025)

Until two years ago, students were also asked about data limits at home or on the phone that prevented them from learning (Figure 8b). Every fifth student (20.2% in 2022–23, 19.4% in 2021–22, and 20.8% in 2020–21) reported barriers to learning because of data limits, a trend which may well persist. Reliable, affordable, and unlimited connectivity to the internet supports access to opportunities and equity. We included this figure one more time in this year's report to underline the need for unlimited data given the lack of affordable alternatives to connect to the internet as well as the growing trend of using phones as a primary device.

DO YOU HAVE DATA LIMITS AT HOME OR ON YOUR PHONE THAT WOULD KEEP YOU FROM LEARNING?	TOTAL (N=40,657)	%	TOTAL (N=27,658)	%	TOTAL (N=23,026)	%
	22-23	22-23	21-22	21-22	20-21	20-21
Yes	8,203	20.2%	5,377	19.4%	4,781	20.8%
No	22,100	54.4%	15,286	55.3%	13,185	57.3%
I don't know	10,352	25.5%	6,995	25.3%	5,060	22.0%

Figure 8b. Students' data limits as barriers to online learning. Student Technology Intake Survey Results for program years 2022–23 (n=40,647), 2021–22 (n=27,658), and 2020–21 (n=23,026) (Source: OTAN 2021–2023)

Although the majority of students have access to reliable and affordable internet access, these findings suggest that there is an increasing lack of access to the internet from home for some students and an increasing reliance on mobile devices as the main source of connection. They continue to underline the importance of mobile devices for access and a need to design for mobile learning. Bring-Your-Own-Device (BYOD) policies at adult schools and free public wifi in the communities they serve would provide more seamless opportunities of connection.

Online Learning

Through digital learning, agencies can provide more flexible program options with online learning. When students were asked in the 2024–25 program year if they had ever taken an online (remote) class before, a slightly increasing number of them (42.6%) said that they had, compared to the previous years (40.1% in 2023–24 but 46.3% in 2022–23) when they were asked about taking online classes before (Figure 9). For reference, 54.8% did in the 2021–22 program year and 71% in 2020–21 during the pandemic.

HAVE YOU EVER TAKEN AN ONLINE (REMOTE) CLASS?	TOTAL (N=57,039)	%	TOTAL (N=60,064)	%	TOTAL (N=40,657)	%
	24-25	24-25	23-24	23-24	22-23	22-23
Yes	24,294	42.6%	24,089	40.1%	18,809	46.3%
No	32,745	57.4%	35,975	59.9%	21,846	53.7%

Figure 9. *Students having taken online classes before. Student Technology Intake Survey Results for program years 2024–25 (n=57,039), 2023–24 (n=60,064), and 2022–23 (n=40,647) (Source: OTAN 2023–2025)*

When students were asked if they preferred to learn online (remote), in-person, or both (hybrid), more than half (53.6%) said that they preferred in-person while almost a third (32.2%) would opt for hybrid learning (Figure 10a). It is interesting to note the interest in either online or hybrid learning (46.5%, from Figure 10a) compared with the percentage of students actually identified as distance learners (17.1%, from Figure 1) in the overall adult learner population and whether there is an unmet enrollment need that adult education agencies can try to meet by offering more digital learning options.

DO YOU PREFER TO LEARN ONLINE (REMOTE), IN-PERSON, OR BOTH (HYBRID)?	TOTAL (N=60,064)	%	TOTAL (N=60,064)	%	TOTAL (N=40,657)	%
	24-25	24-25	23-24	23-24	22-23	22-23
Online (remote)	8,129	14.3%	10,291	17.3%	n/a	n/a
In-person	30,556	53.6%	31,037	52.1%	n/a	n/a
Both (hybrid)	18,354	32.2%	18,196	30.6%	n/a	n/a

Figure 10a. Students' preferences about online learning. *Student Technology Intake Survey Results for program years 2024–25 (n=57,039), 2023–24 (n=60,064), and 2022–23 (n=40,647) (Source: OTAN 2023–2025)*

In 2022–23, 55.4% had expressed a willingness to continue learning online, compared to 63.1% and 93.9% in the previous years (Figure 10b). We included this figure one more time in this year's report for reference purposes. In the future, it may be worth investigating why students prefer to learn online, hybrid, or in-person and the benefits they are hoping to gain depending on their preference.

WHAT IS YOUR FEELING ABOUT LEARNING ONLINE?	TOTAL (N=40,657)	%	TOTAL (N=27,658)	%	TOTAL (N=23,026)	%
	22-23	22-23	21-22	21-22	20-21	20-21
I will continue to learn online.	22,539	55.4%	17,449	63.1%	21,618	93.9%
I don't think I can learn online right now.	18,116	44.6%	10,209	36.9%	1,408	6.1%

Figure 10b. Students' feelings about online learning. *Student Technology Intake Survey Results for program years 2022–23 (n=40,647), 2021–22 (n=27,658), and 2020–21 (n=23,026) (Source: OTAN 2021–2023)*

In our effort to better understand the ways agencies deliver programs, we included a question about what hybrid or blended distance learning formats agencies had been using in the WIOA Title II: Technology and Digital (previously Distance) Learning California Update Survey for program year 2023–24. For this year's survey, we aligned categories with definitions in the DLG, separated hybrid learning and HyFlex, and added an Other answer option. In 2024–25, in adult schools with more than 700 distance learners enrolled, 90% (and more than the two thirds (67.7%) last year) reported that they provided programs via distance education methods, but slightly fewer (70.0%) than the almost eight out of ten (77.8%) last year said they used blended learning modalities, a similar difference with HyFlex (40.0% compared to 44.4% in 2023–24). (Figure 11)

Keeping the definitions of digital learning program delivery presented earlier in this report (i.e., hybrid learning refers to learning experiences that utilize digital or online learning tools, but digital learning and face-to-face instruction are not connected), 50.0% of adult schools with more than 700 distance learners, 49.1% with medium enrollment, and 32.7% of schools with less than 100 distance learning students reported hybrid learning as a program delivery modality in the 2024–25 program year.

In adult schools with between 100 and 700 distance learners, almost eight out of ten students (79.2%), similar to the year before (77.3%), had distance education courses, and almost half (49.1%) compared to more than two thirds (70.5%) employed blended learning modalities, including a decreasing share of HyFlex (34.0% compared to 43.2%). In adult schools with a distance learner enrollment of less than 100, HyFlex continued to play a smaller role (17.3% compared to 29.8%). The needed investment in reliable technology, maintenance, and training to sustain programs offered in HyFlex modes most likely contributes to a smaller adoption in schools with fewer distance learner enrollments.

WHAT DIGITAL LEARNING FORMATS HAS YOUR AGENCY BEEN USING?	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
	24-25	23-24	24-25	23-24	24-25	23-24
2024-25 (n=130) and 2023-24 (n=108)						
Distance education	90.0%	67.7%	79.2%	77.3%	55.8%	63.8%
Blended learning	70.0%	77.8%	49.1%	70.5%	51.9%	70.2%
Hybrid learning	50.0%	n/a	49.1%	n/a	32.7%	n/a
HyFlex	40.0%	44.4%	34.0%	43.2%	17.3%	29.8%
Other	0.0%	n/a	7.5%	n/a	11.5%	n/a

Figure 11. *Digital learning formats used at agencies. WIOA Title II: Technology and Digital (previously Distance) Learning California Update Survey Results for program year 2024–25 (n=130) and 2023–24 (n=108) (Source: OTAN 2025–2026)*

Digital Devices for Online Learning and Related Challenges

In the program year 2024–25, the answer options of the questions that provided data for two separate tables in last year’s report were combined, including issues of device ownership and device sharing. We have included Figure 12 and 13 from last year’s report as Figures 12a and 12b in this year’s report for reference purposes. The new Figure 13 presents data generated by the question with combined answer choices in the current Student Technology Intake Survey. Future reports will build on the data presented in the new Figure 13 to present data for comparison.

In the previous report from the program year 2023–24, cell phones remained the most common choice of devices used for online learning (64.5% compared to 64.4% in 2022–23 and 64.1% in 2021–22). Laptops and computers (and Chromebooks in this category as of 2023–24) were used by 53.6% in 2023–24, compared to 59.7% in 2021–22 and 64.3% in 2021–22, for online learning (Figure 12a).

WHICH DEVICE(S) DO YOU OR CAN YOU USE FOR ONLINE LEARNING? (CHECK ALL THAT APPLY)		TOTAL (N=60,064)	%	TOTAL (N=40,657)	%	TOTAL (N=27,658)	%
		23-24	23-24	22-23	22-23	21-22	21-22
Cell phone	Yes	38,759	64.5%	26,199	64.4%	17,732	64.1%
	No	21,305	35.5%	14,456	35.6%	9,926	35.9%
Laptop or computer or chromebook (or chromebook added in 2023-24)	Yes	32,221	53.6%	24,265	59.7%	17,788	64.3%
	No	27,843	46.4%	16,390	40.3%	9,870	35.7%
Tablet	Yes	10,228	17.0%	7,555	18.6%	5,450	19.7%
	No	49,836	83.0%	33,100	81.4%	22,208	80.3%
Not sure	Yes	2,613	4.4%	n/a	n/a	n/a	n/a
	No	57,451	95.6%	n/a	n/a	n/a	n/a
None (I don't have a device)	Yes	4,421	7.4%	2,404	5.9%	1,201	4.3%
	No	55,643	92.6%	38,251	94.1%	26,457	95.7%

Figure 12a. Students' use of devices for online learning. *Student Technology Intake Survey Results for program years 2023–24 (n=60,064), 2022–23 (n=40,647), and 2021–22 (n=27,658) (Source: OTAN 2022–2024)*

For reference, 76% had reported using cell phones in the program year 2020–21 during the pandemic when the revised Student Technology Intake Survey was implemented, but it was administered to only a select number of students. This figure also showed that there was an increasing number of students who reported that they did not have a device. While only 1% of those participating in the survey had no device in 2020–21, 4.3% did not have one in 2021–22 and 5.9% in 2022–23. In 2023–24, 7.4% reported that they did not have a device for online learning; the increase in students without reliable access to devices for learning is a troubling trend.

As we learned during the pandemic and the switch to online learning, adult education students not only need a set of digital skills but also optimal conditions to be successful online learners. One common challenge is that a significant amount of students have to share the device they use for learning online, likely with another member of their household. Figure 12b shows that 26.2% of survey respondents reported that they had to share their device in 2023–24, a lesser number of students than in the previous years (32.8% in 2022–23 and 33.7% in 2021–22), but still a concern. For reference, in 2020–21 during the pandemic, 39.4% reported that they had to share their device.

DO YOU SHARE THIS COMPUTER, LAPTOP, OR OTHER DEVICE WITH OTHERS AT HOME?	TOTAL (N=60,064)	%	TOTAL (N=40,657)	%	TOTAL (N=27,658)	%
	23-24	23-24	22-23	22-23	21-22	21-22
Yes	15,763	26.2%	13,354	32.8%	9,311	33.7%
No	44,301	73.8%	27,301	67.2%	18,347	66.3%

Figure 12b. Students having to share devices for online learning. *Student Technology Intake Survey Results for program years 2023–24 (n=60,064), 2022–23 (n=40,647), and 2021–22 (n=27,658) (Source: OTAN 2022–2024)*

Even though the overall percentage was declining, a quarter of students who responded to the survey still may not have been able to choose when they could learn online and likely could not participate in synchronous online offerings that required them to be present online at a specific time. For some students, having to rely on asynchronous independent study may mean decreased persistence and learning progress, due to a lack of opportunity to connect and socialize with other students in their classes and receive peer support.

In the last program year 2024–25, nine out of ten (90.3%) students responding to the survey reported that they owned a cell phone, 4.5 out of 10 (44.5%) a laptop or computer or chromebook, and three out of ten (28.7%) a tablet. A significant enough number of students had to share a cell phone (4.8%), a laptop or computer or chromebook (10.1%), and a tablet (5.9%). Almost a quarter also indicated that they used a cell phone (24.3%), a laptop or computer or chromebook (22.0%), and a tablet (12.1%) for learning online. As noted earlier, data collected in the coming years are expected to provide points of comparison of the issue of device ownership for digital learning.

WHICH DEVICE(S) DO YOU OR CAN YOU USE FOR ONLINE LEARNING? (CHECK ALL THAT APPLY)		TOTAL (N=57,039)	%	TOTAL (N=60,064)	%	TOTAL (N=40,657)	%
		24-25	24-25	23-24	23-24	22-23	22-23
Do you own a cell phone?	Yes	51,517	90.3%	n/a	n/a	n/a	n/a
	No	5,522	9.7%	n/a	n/a	n/a	n/a
Do you share a cell phone?	Yes	2,725	4.8%	n/a	n/a	n/a	n/a
	No	54,314	95.2%	n/a	n/a	n/a	n/a
Do you use a cell phone for online learning?	Yes	13,853	24.3%	n/a	n/a	n/a	n/a
	No	43,186	75.7%	n/a	n/a	n/a	n/a
Do you own a laptop or computer or Chromebook?	Yes	25,385	44.5%	n/a	n/a	n/a	n/a
	No	31,654	55.5%	n/a	n/a	n/a	n/a
Do you share a laptop or computer or Chromebook?	Yes	5,766	10.1%	n/a	n/a	n/a	n/a
	No	51,273	89.9%	n/a	n/a	n/a	n/a
Do you use a laptop or computer or Chromebook for online learning?	Yes	12,556	22.0%	n/a	n/a	n/a	n/a
	No	44,483	78.0%	n/a	n/a	n/a	n/a
Do you own a tablet?	Yes	16,393	28.7%	n/a	n/a	n/a	n/a
	No	40,646	71.3%	n/a	n/a	n/a	n/a
Do you share a tablet?	Yes	3,340	5.9%	n/a	n/a	n/a	n/a
	No	53,699	94.1%	n/a	n/a	n/a	n/a
Do you use a tablet for online learning?	Yes	6,927	12.1%	n/a	n/a	n/a	n/a
	No	50,112	87.9%	n/a	n/a	n/a	n/a

Figure 13. Students' use of owned and shared devices for online learning. Student Technology Intake Survey Results for program years 2024–25 (n=57,039), 2023–24 (n=60,064), and 2022–23 (n=40,647) (Source: OTAN 2023–2025)

Similarly, another common challenge is having a quiet place to study at home. Figure 14 shows that a significant number of students have been impacted in recent years. The current version of the Student Technology Intake Survey no longer includes this question; however, the figure from last year's report is included for reference purposes as a quiet place to study may still be an important issue, given continued findings about the challenges of reliable and affordable internet connections. In 2023–24, 14.6% did not have a quiet place to study, compared to 17.1% in 2022–23, and 15.7% in 2021–22. This finding also remains particularly significant in light of the return to in-person instruction, which should have alleviated stresses on households brought on by the pandemic, such as school age children being forced to study at home rather than at their school locations.

DO YOU HAVE A QUIET PLACE TO STUDY AT HOME?	TOTAL (N=60,064)	%	TOTAL (N=40,657)	%	TOTAL (N=27,658)	%
	23-24	23-24	22-23	22-23	21-22	21-22
Yes	51,283	85.4%	33,719	82.9%	23,306	84.3%
No	8,781	14.6%	6,936	17.1%	4,352	15.7%

Figure 14. Students' study space for online learning. Student Technology Intake Survey Results for program years 2023–24 (n=60,064), 2022–23 (n=40,647), and 2021–22 (n=27,658) (Source: OTAN 2022–2024)

Email usage is commonly used as one indicator of a person's digital access and ability. When looking specifically at students' use of email, Figure 15 shows that 9.5 out of 10 students (94.5%) used email during the 2024–25 program year. In the previous year, nine of ten students (90.8%) reported to use email. In the year before that, two-thirds of students had reported using email at home or at school (65.7%). Although the percentage of students using email has significantly increased, we cannot differentiate if some students did not have access to email or if they lacked the ability to use it. The question assumes that the ability to use email is present or is simply concerned with using email as an outcome of students' access and ability to use it.

DO YOU USE EMAIL?	TOTAL (N=57,039)	%	TOTAL (N=60,064)	%	TOTAL (N=40,657)	%
	24-25	24-25	23-24	23-24	22-23	22-23
Yes	53,115	94.5%	54,523	90.8%	26,721	65.7%
No	3,924	5.5%	5,541	9.2%	13,934	34.3%

Figure 15. Students' use of email. Student Technology Intake Survey Results for program years 2024-25 (n=57,039), 2023-24 (n=60,064), and 2022-23 (n=40,647) (Source: OTAN 2023-2025)

Online Learning Supports

When students were asked again during the 2024–25 program year about what would help them to study online, a similar number (44.2%) as the year before (44.0%) selected flexible study times, and similar to the year before that (40.7% in 2022–23). This helps to make the argument that students would benefit from multiple digital learning options at their adult school. Even more students (43.9%) than last year (40.8%) and the year before (28.7%) said they needed a device to study online, and 17.4% (compared to 16.8% and 14.6% previously) said that a mobile hotspot to get on the Internet would be helpful. Newly added to the Student Technology Intake Survey for the 2023–24 program year, 17.4% said that they would benefit from a basic computer and keyboarding class, but 100% of respondents reported this year that they did not due to a programming error in the collection of survey results. One percent more this year (17.2% compared to 16.2%) reported that tech support for online classes and resources would help them. (Previously, in 2022–23, 25.6% said they needed assistance with getting into online textbooks or classes and 14.7% said they needed help with technical troubleshooting.) Additionally in 2024–25, 21.8% reported that they did not need additional help.

PLEASE MARK THE ITEMS BELOW THAT WOULD HELP YOU TO STUDY ONLINE. (CHECK ALL THAT APPLY)		TOTAL (N=57,039)	%	TOTAL (N=60,064)	%	TOTAL (N=40,657)	%
		24-25	24-25	23-24	23-24	22-23	22-23
Flexible study times	Yes	25,209	44.2%	26,418	44.0%	16,544	40.7%
	No	31,830	55.8%	33,646	56.0%	24,111	59.3%
A device to help me study online	Yes	25,063	43.9%	24,485	40.8%	11,660	28.7%
	No	31,976	56.1%	35,579	59.2%	28,995	71.3%
Help to get on the Internet like a mobile hotspot	Yes	9,953	17.4%	10,113	16.8%	5,924	14.6%
	No	47,086	82.6%	49,951	83.2%	34,731	85.4%
A basic computer and keyboarding class	Yes	0	0.0%	10,479	17.4%	n/a	n/a
	No	57,039	100%	49,585	82.6%	n/a	n/a
Tech support for online classes and resources	Yes	9,786	17.2%	9,723	16.2%	n/a	n/a
	No	47,253	82.8%	50,341	83.8%	n/a	n/a
Help getting into my online textbooks and/or classes	Yes	n/a	n/a	n/a	n/a	10,409	25.6%
	No	n/a	n/a	n/a	n/a	30,246	74.4%
Technical help fixing or using online stuff	Yes	n/a	n/a	n/a	n/a	5,965	14.7%
	No	n/a	n/a	n/a	n/a	34,690	85.3%
I do not need additional help	Yes	12,417	21.8%	n/a	n/a	n/a	n/a
	No	44,622	78.2%	n/a	n/a	n/a	n/a

Figure 16. Students' online learning needs. Student Technology Intake Survey Results for program years 2024-25 (n=57,039), 2023-24 (n=60,064), and 2022-23 (n=40,647) (Source: OTAN 2023-2025)

Starting with the 2023–24 program year, this question has also provided students with the opportunity to add other items that would help them to study online. In 2024–25, many students took this opportunity to express a strong, explicit preference for in-person or face-to-face learning, frequently stating that they could not concentrate, did not learn well, or simply had no interest in online classes. For those willing or needing to study online, the most critical barriers were a severe lack of technology and digital literacy; many students did not own a computer, shared a slow device with family, or struggled to read coursework on a cell phone. Beyond needing hardware like laptops, tablets, and mobile hotspots for reliable internet, students heavily emphasized the need for basic computer literacy training to navigate educational software, alongside essential structural supports such as flexible schedules around work, affordable childcare, transportation assistance, housing support, and direct access to teachers or tutors for real-time help and pronunciation practice.

Teachers and Technology for Digital Learning

Chapter 4 of the *Digital Learning Guidance* addresses the design of meaningful digital learning experiences and states that “effective instruction in digital learning follows the same core principles as instruction in any setting.”¹⁰ In designing lessons and classroom instruction for flexible learning experiences, a number of factors must be considered, including using a technology integration model or framework to guide the use of technology in the classroom, selecting the right digital tools depending on purposes, learning goals, and outcomes, and ways to evaluate digital content, resources, and tools for pedagogical and technical usability.

Measuring teacher confidence, opinions, and competencies in the classroom allows agencies to understand instructors' strengths and identify where they need additional support. The purpose of the Teacher Self-Assessment is to understand the technology skills, knowledge, and needs of teachers with respect to the general technology use in education, specific technology uses in the classroom, opinions and attitudes on technology integration, and areas of technical needs and improvement. The Teacher Self-Assessment must be completed by at least 25% of teachers in each agency as part of the annual CIP.¹¹ [Note: In 2022–23, agencies were not held to this requirement by the CDE as many agencies focused on completing their applications for the 2023–27 WIOA II RFA (Request for Applications), hence the smaller number of submissions that year versus 2023–24 and 2024–25.]

Chapter 3 of the *Digital Learning Guidance* also notes, “Implementing digital learning models requires that educators and staff are continuously learning as well. Both instructors and support staff can use professional development (PD) to build digital competencies and to keep up with evolving best practices.” As an agency develops its CIP, OTAN provides training

10 Outreach and Technical Assistance Network (OTAN). *California Adult Education Digital Learning Guidance*, p. 59. <https://otan.us/Resources/DigitalLearningGuidance> 

11 California Department of Education Adult Education Office. *Continuous Improvement Plan*. Program Year: 2024–25, p. 6

to support the application and integration of technology into the classroom and program development in digital learning practices.¹² For example, agencies can apply to participate in OTAN's two-year Digital Leadership Academy (DLAC), take training through online webinars, face-to-face workshops, and online courses, and receive referrals to specific resources that would most benefit program goals.¹³

12 Outreach and Technical Assistance Network (OTAN). California Adult Education Digital Learning Guidance, p. 54. <https://otan.us/Resources/DigitalLearningGuidance> 

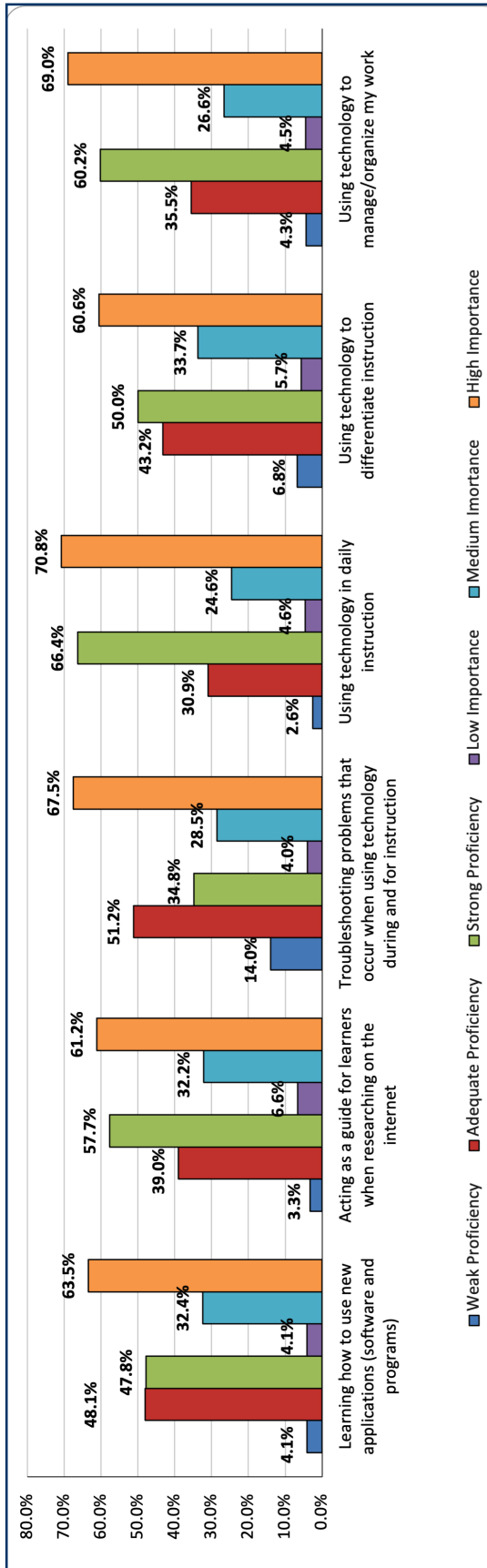
13 California Department of Education Adult Education Office. Continuous Improvement Plan. Program Year: 2024–25, p. 15

General Technology Use in Education

In the Technology and Distance Learning Updates prior to program year 2020–21, OTAN reported on teacher self-assessments of their technology skills and their perceived value for instruction based on the ISTE Standards for Teachers to help improve future professional development opportunities through local agencies as well as for services available through the three state leadership projects (OTAN, CASAS, CALPRO). The section on General technology use in education in the Teacher Self-Assessment employs a similar approach, asking teachers to rate their skills and the importance they place on various tasks. The ratings available to self-assess skills were weak, adequate, and strong proficiency. The ratings available to describe a value of importance with regards to these skills were low, medium, and high.

In the last few reports, we have highlighted the percentage of teachers who rated their proficiency either weak or adequate combined with a value of high importance. We did this to acknowledge that a self-assessment of adequateness is inconclusive with respect to whether teachers truly feel confident enough to adopt and integrate technologies. We also want to point out that while teachers place a high importance on certain uses of technology with learners, they may or may not have enough proficiency in those areas to be effective. These might be issues that adult schools consider when planning what professional development to offer during the school year.

When asked about the importance placed on tasks, teachers rated Integrating technology into daily instruction (70.8%), Using technology to manage/organize my work (69.0%), and Troubleshooting problems that occur when using technology during and for instruction (67.5%) highest. More than 90% though considered each area of high or medium importance combined, with more respondents selecting high over medium in each case (see chart and table in Figure 17).



GENERAL TECHNOLOGY USE IN EDUCATION - DATA TABLE 2024-25 (N=2,839)	PROFICIENCY			IMPORTANCE		
	Weak	Adequate	Strong	Low	Medium	High
Learning how to use new applications (software and programs)	4.1%	48.1%	47.8%	4.1%	32.4%	63.5%
Acting as a guide for learners when researching on the internet	3.3%	39.0%	57.7%	6.6%	32.2%	61.2%
Troubleshooting problems that occur when using technology during and for instruction	14.0%	51.2%	34.8%	4.0%	28.5%	67.5%
Integrating technology into daily instruction	2.6%	30.9%	66.4%	4.6%	24.6%	70.8%
Using technology to differentiate instruction	6.8%	43.2%	50.0%	5.7%	33.7%	60.6%
Using technology to manage/organize my work	4.3%	35.5%	60.2%	4.5%	26.6%	69.0%

Figure 17. General Technology Use in Education. CIP Teacher Assessment Survey Results for program year 2024-25 (n=2,839) (Source: OTAN 2024-2025)

As noted before, in reports for the 2021–22 program year and before, we compared results of weak proficiency with high importance to determine areas where professional development activities may have the most impact and assist agencies in the planning of training activities. Since the 2022–23 program year report, we combined the weak and adequate proficiency results and displayed them side-by-side with the high importance results to get a better sense of areas where professional development would be needed to continue to support teachers to become more tech-savvy with training that targets their proficiency levels as shown in Figure 18. For future surveying, it may be more useful to employ a four-point scale so that respondents can choose between four more differentiated answer choices (e.g. not proficient, less proficient, more proficient, very proficient).

AREAS OF WEAK AND ADEQUATE PROFICIENCY AND HIGH IMPORTANCE TO TEACHING 2023–24 (N=3,216) AND 2024–25 (N=2,839)	WEAK AND ADEQUATE PROFICIENCY	WEAK AND ADEQUATE PROFICIENCY	HIGH IMPORTANCE	HIGH IMPORTANCE
	2024–25	2023–24	2024–25	2023–24
Troubleshooting problems that occur when using technology during and for instruction	65.2%	66.4%	67.5%	66.0%
Learning how to use new applications (software and programs)	52.2%	52.6%	63.5%	64.6%
Using technology to differentiate instruction	50.0%	50.7%	60.6%	60.5%
Acting as a guide for learners when researching on the internet	42.3%	43.9%	61.2%	59.2%
Using technology to manage/organize my work	39.8%	40.3%	69.0%	68.6%
Integrating technology into daily instruction	33.5%	35.6%	70.8%	69.6%

Figure 18. *Areas of Weak and Adequate Proficiency and High Importance to Teaching. General Technology Use in Education. CIP Teacher Assessment Survey Results for program years 2023–24 (n=3,216) and 2024–25 (n=2,839) (Source: OTAN 2024–2025)*

In 2024–25, Troubleshooting problems that occur when using technology during and for instruction (65.2% weak or adequate proficiency and 67.5% high importance) again topped the list as in previous program years. Learning how to use new applications (software and programs) was also considered an area of weak and adequate proficiency by 52.2% of teachers completing the survey in 2024–25 and 52.6% in 2023–24 while they regarded it to be an area of high importance (63.5% in 2024–25 and 64.6% in 2023–24). In the area of Using technology to differentiate instruction, 50.0% rated themselves having weak or adequate proficiency and 60.6% considered the area highly important (compared to 50.7% and 60.5% respectively the year before). These items in particular might be considered areas of future professional development, given the gaps.

Four out of ten respondents (42.3% in 2024–25 and 43.9% in 2023–24) rated their proficiency as weak and adequate with respect to Acting as a guide for learners when researching on the internet and a slightly higher percentage (61.2%) in 2024–25 regarded it as an area of high importance for their professional development than in 2023–24 (59.2%). A similar number of respondents (39.8% compared to 40.3% before) rated themselves having weak or adequate proficiency in the area of Using technology to manage/organize my work and seven out of ten (69.0% in 2024–25 and 68.6% in 2023–24) considered it an area of high importance. Integrating technology into daily instruction was also an area of weak and adequate proficiency for a third of respondents (33.5% in 2024–25 and 35.6% in 2023–24) and it was highly important to seven out of ten respondents (70.8% in 2024–25 and 69.6% in 2023–24).

Specific Technology Use in the Classroom

The use of specific technologies for teaching and learning may vary greatly by the frequency with which they are used. Teachers were asked to rate descriptions of technology uses based on the amount of time they spent working with them.

In the program year 2024–25, more than half of teachers responding to the survey (52.7%) and almost the same percentage as in previous program years reported that they used Internet resources (websites, extensions, search tools like Google, Bing) for developing lesson plans / ideas on a daily basis. For reference, 57.3% selected this category in 2020–21 during the pandemic. (Figure 19)

Similarly, 72.4% responded that Computers in all environments (classroom, remote teaching) were used daily; 84% selected this category in the 2020–21 program year during the pandemic. A lesser number of teachers in 2024–25 (47.0%) but also similar to the last three years said they used mobile devices (primarily smartphones or feature phones) on a daily basis. For reference, 57.6% selected the same category in 2020–21 during the pandemic.

Like last program year, it is notable that a considerable number of teachers responding to the survey report that they never used Assistive Technology hardware (puff sticks, special mouse, large key keyboards, communication boards) (65.9%) and Assistive Technology Tools (screen readers, magnifiers, JAWS, Immersive Reader, NVDA) (54.5%) during the 2024–25 program year (Figure 19). Informally, over the years, OTAN has found the adoption of accessibility tools and practices to be slow-going within adult education agencies.

SPECIFIC TECHNOLOGY USE IN THE CLASSROOM 2024-25 (N=2,839)	DAILY	WEEKLY	MONTHLY	YEARLY	NEVER
Applications and Internet	%	%	%	%	%
Internet resources for developing lesson plans / ideas (websites, extensions, search tools like Google, Bing)	52.7%	30.8%	10.3%	3.5%	2.9%
Virtual Classroom Design (Website, Learning Management System / LMS, Blogs, etc.)	31.2%	18.6%	12.2%	9.6%	28.4%
Apps for tablets / mobile devices	29.9%	27.2%	16.9%	8.4%	17.5%
Management programs for student data (e.g., Tops Enterprise Reports, Student Information System, and Launchboard)	28.4%	22.1%	19.3%	8.6%	21.7%
Assessment (formative, summative, check for understanding, EL Civics Assessments)	22.5%	30.2%	28.4%	8.0%	10.9%
Test Preparation (e.g., HSE, Certifications, etc.)	14.9%	19.1%	23.0%	14.1%	28.9%
Assistive Technology Tools (screen readers, magnifiers, JAWS, Immersive Reader, NVDA)	8.5%	11.5%	13.3%	12.3%	54.5%
Hardware	%	%	%	%	%
Computer in all environments (classroom, remote teaching)	72.2%	16.1%	4.3%	2.3%	4.9%
Mobile devices (primarily smartphones or feature phones)	47.0%	24.1%	10.2%	3.7%	15.0%
Active Board (e.g., White Board, SMART board, smart/touch TV's)	44.8%	14.4%	7.0%	3.7%	30.1%
Digital video cameras (digital display, projectors, presentation devices, and document cameras)	43.5%	17.7%	9.9%	6.0%	22.9%
Tablets (e.g., iPads, Microsoft Surface)	19.8%	14.8%	11.8%	6.4%	47.2%
Assistive Technology hardware (sip-and-puff switch, special mouse, large key keyboards, communication boards)	12.1%	6.2%	6.9%	8.9%	65.9%

Figure 19. Specific Technology Use in the Classroom. CIP Teacher Assessment Survey Results for program year 2024–25 (n=2,839) (Source: OTAN 2025)

Recently, applications and platforms that use Generative Artificial Intelligence (GenAI) have emerged in the adult education sector in various ways and have begun to affect the practices of teachers and managers. One of the revisions to the *California Adult Education Digital Learning Guidance* includes a new chapter on GenAI. For future reporting, we are considering adding questions about the use of GenAI to next year's WIOA Title II: Technology and Digital Learning California Update Survey.

Opinions and Attitudes on Technology Integration

Technology integration is the use of technology tools in education content areas to allow students to apply computer and technology skills to learning and problem-solving.¹⁴ The role of technology integration in education continues to be a topic of debate, not only because of the recent example of the COVID-19 pandemic when many adult schools, teachers, and students were thrust into remote teaching and learning. The Teacher Self-Assessment emphasizes a recognition that lessons and the curriculum and not technology by itself drive the use of technology. The opinions and attitudes of teachers on technology integration are important factors when creating and employing curriculum.

There was relatively little change when comparing the findings in most categories shown in Figure 20 below with previous program years. In 2024–25, 85.9% (84.7% in 2023–24, 86.1% in 2022–23, 87.8% in 2021–22, and 84.9% in 2020–21) agreed or strongly agreed that learners create products that showed higher levels of learning when using the internet.

When asked in 2024–25 if they thought technology had changed their teaching, 91.9% (compared to 92.5%, 92.1%, 92.2%, and 94.3% in previous years) agreed or strongly agreed that it had and 76.3 % (compared to 76.7%, 77.1%, 76.2%, and 76.1% in previous years) thought that most technology would improve their ability to teach. In addition, 94.9% of respondents in 2024–25 (94.0% in 2023–24, 94.1% in 2022–23, 93.6% in 2021–22 and 93.3% in 2020–21) agreed or strongly agreed that they thought technology was a good tool for collaboration with other teachers.

OPINIONS AND ATTITUDES ON TECHNOLOGY INTEGRATION 2024-25 (N=2,839)	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE
When using the internet...	%	%	%	%
Learners are more motivated	30.0%	57.2%	11.8%	3.5%
Learners create products that show higher levels of learning	28.8%	57.1%	11.5%	2.1%
Plagiarism is a problem	21.6%	40.3%	32.0%	5.2%
Learners are often distracted when online (ads, personal emails, and social media)	19.0%	44.6%	27.3%	3.9%
There is more learner collaboration	16.9%	38.2%	32.9%	9.4%
There are too many unreliable sources	17.9%	47.1%	31.1%	3.9%
I think...	%	%	%	%
Technology has changed the way that I teach	39.6%	52.3%	7.0%	1.1%
Technology is a good tool for collaboration with other teachers	33.5%	61.4%	4.4%	0.7%
Most technology would improve my ability to teach	22.5%	53.8%	21.9%	1.8%
Electronic media will replace printed text within five years	18.4%	47.8%	30.3%	3.5%
We are expected to learn new technologies without formal training	11.5%	34.2%	45.3%	9.0%
There is too much technological change coming too fast without enough support for teachers	11.5%	36.5%	44.4%	7.6%
Learners are more knowledgeable than I am when it comes to technology	6.5%	22.8%	54.4%	16.3%
Technology is unreliable	3.3%	20.7%	60.5%	15.5%

Figure 20. *Opinion and Attitudes on Technology Integration. CIP Teacher Assessment Survey Results for program year 2024–25 (n=2,839) (Source: OTAN 2025)*

In the last program year, 70.7% (71.3%, 70.5%, 71.9%, and 74.4% in previous years) disagreed or strongly disagreed that they thought learners were more knowledgeable than they were when it came to technology and 76.0% (compared to 75.6%, 73.8%, 74.9%, and 72.7% in previous years) did not think that technology was unreliable.

But a declining percentage (45.7%) of teachers over the last three years (49.9% and 58.3% in the years before) strongly agreed or agreed that they were expected to learn new technologies without formal training; notably, the year before that, more teachers had agreed or strongly agreed to this statement (55.8%). Also, fewer teachers (48.0%) than the two years before (50.4% and 53.1%) agreed or strongly agreed that there was too much technological change coming too fast without enough support for teachers; before that, more teachers (58%) thought the same.

Finally, almost nine out of ten teachers responding to the survey (87.2% in 2024–25, compared to 86.4% in 2023–24, 87.5% in 2022–23, 86.2% in 2021–22, and 81.6% in 2020–21) agreed

or strongly agreed that learners were more motivated when using the Internet. These findings may indicate an acceptance of the use of technologies and a continuing need for formal training to use technologies to meet teaching expectations.

Areas of Technical Needs and Improvement

Every program year, teachers are asked about the technology support they received in instructional settings to assist with setting priorities for professional development, resources, and infrastructure to support technology integration. They are also asked about additional support they may need. In the report two years ago, the results on this latter point were inconclusive and could not be reported; after revisions to the CIP Teacher Self-Assessment Survey, this and last year's report again have included information about the additional supports teachers need to use technology in ways that improve teaching and learning.

In the 2024–25 program year, 77.0% (compared to 75.7% in 2023–24) reported that they received help aligning the integration of technology with the implementation of standards, for instance, College and Career Readiness and/or English Language Proficiency Standards (compared to 64.4% in 2022–23, 48.6% in 2021–22, and 56% in 2020–21). Also, more teachers (71.8% in 2024–25, compared to 67.9%, 61.1%, 57.3%, and 66.3% the previous years) reported that they received many opportunities to collaborate with colleagues on how to use technology. (Figure 21a)

An increasing number of teachers (83.6%) as compared to previous years (81.3%, 72.9%, 66.8%, and 69.4% respectively) said they had sufficient access to technology tools and resources to integrate into instruction, such as software, paid subscriptions for tools like Quizlet and Kahoot, and learning management systems. An increasing percentage of respondents (86.1%, compared to 84.0%, 75.1%, 67.6%, and 69.9% in previous years) reported in 2024–25 that they had enough time to integrate technology into their curriculum.

AREAS OF TECHNICAL NEEDS AND IMPROVEMENT - TEACHER SUPPORTS	2024-25 (N=2,839)	2023-24 (N=3,216)	2022-23 (N=1,881)
1a. I have received or taken technology training when offered by my agency	89.2%	89.3%	90.3%
2a. I have enough time to integrate technology into my curriculum	86.1%	84.0%	75.1%
3a. I receive enough technical support from my administration to keep computers and applications running (assigned technical support from district, school, volunteers etc.)	90.4%	87.3%	81.2%
4a. I receive sufficient access to hardware technology tools to integrate into my instruction (computers, document cameras, smart boards, etc.)	87.8%	86.5%	81.1%
5a. I receive sufficient access to technology tools/resources to integrate into my instruction (software: paid subscriptions for tools like Quizlet, Kahoot, a learning management system / LMS, etc.)	83.6%	81.3%	72.9%
6a. I have fast internet, or access to fast internet	89.1%	88.1%	83.6%
7a. I receive many opportunities to collaborate with colleagues on how to use technology	71.8%	67.9%	61.1%
8a. I receive many options for professional development in the areas of technology	73.7%	71.3%	66.1%
9a I receive help aligning the integration of technology with the implementation of standards (e.g., college and career readiness and/or English language proficiency state standards)	77.0%	75.7%	64.4%

Figure 21a. Areas of Technical Needs and Improvement - Teacher Supports. CIP Teacher Assessment Survey Results for program years 2024–25 (n=2,839), 2023–24 (n=3,216), and 2022–23 (n=1,881) (Source: OTAN 2023–2025)

When asked if they received or took technology training when offered by their agency, a similar number of teachers (89.2%, compared to 89.3% in 2023–24) said that they did in 2024–25 compared to 90.3% in 2022–23, 90.4% in 2021–22, and 92.7% in 2020–21. An increasing number of teachers (89.1%, compared to 88.1%, 83.6%, 82.3%, and 84.2%) report having fast internet or access to it; an even higher percentage (90.4% in 2024–25, compared to 87.3%, 81.2%, 78.4%, and 81.8% the years before) said that they had received enough technical support from their administration to keep computers and applications running with assigned technical support from the district, school, or volunteers.

Teachers who reported having technical needs were also asked in which areas they needed more improvements (Figure 21b). Overall, more teachers indicated that they needed more time, access, or support than three years ago when results were available for the 2021–22 program year.

AREAS OF TECHNICAL NEEDS AND IMPROVEMENT - TEACHER NEEDS (N=2,839)	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	N/A
1b I need more time to learn to use applications	2.1%	4.4%	2.9%	1.4%	89.2%
2b I need more time to integrate technology into my curriculum (ABE, ASE, ESL, math, GED, diploma, etc.)	5.4%	8.0%	0.5%	0.0%	86.1%
3b I need more technical support to keep computers and applications running (assigned technical support from district, school, volunteers etc.)	3.8%	4.9%	0.7%	0.2%	90.4%
4b I need more access to hardware technology tools to integrate into my instruction (computers, document cameras, smart boards, etc.)	5.3%	5.7%	0.7%	0.5%	87.8%
5b I need more access to technology tools / resources to integrate into my instruction (software: paid subscriptions for Quizlet, Kahoot, a Learning management system / LMS, etc.)	6.7%	8.4%	1.0%	0.4%	83.6%
6b I need faster access to the internet or access to fast internet	7.0%	3.4%	0.4%	0.1%	89.1%
7b I need more opportunities to collaborate with colleagues on how to use technology	9.0%	14.7%	3.3%	1.2%	71.8%
8b I need more options for professional development in the areas of technology	7.8%	14.1%	3.3%	1.1%	73.1%
9b I need more help aligning the integration of technology with the implementation of standards (e.g., college and career readiness and/or English language proficiency state standards)	5.3%	12.1%	3.9%	1.7%	77.0%

Figure 21b. Areas of Technical Needs and Improvement - Teacher Needs. CIP Teacher Assessment Survey Results for program year 2024–25 (n=2,839) (Source: OTAN 2025)

In the 2024–25 program year, teachers who had indicated having technical needs agreed or strongly agreed that they needed more opportunities to collaborate with colleagues on how to use technology (23.7%). More collaboration with their colleagues was also a need for teachers responding to the survey last year (26.6%); three years ago, a similar number of teachers (26.2% in 2021–22) said they wanted to collaborate more, and the previous year there were even more teachers who said so (32.7% in 2020–21).

More than one out of five respondents (21.9%) agreed or strongly agreed in 2024–25 that they needed more options for professional development in the areas of technology. More teachers last year (23.8%) said that they needed more options for professional development in the areas of technology; three years ago (28.4% in 2021–22) and the year before that (36.2% in 2020–21), even more teachers said they agreed or strongly agreed with the same statement.

Professional Development Priorities

The AEFLA Program Implementation Survey also collects information about professional development (PD) needed by administrators and coordinators as well as instructors. Agencies are asked to indicate whether they have no need (do not need or want any professional development now), a basic need (need or want some professional development, but not of the highest priority), or an advanced need (need professional development in this area, and need to receive it soon) for each of the priorities in the current program year. Although there are many options in which a respondent can indicate a need, the reports of the last two years have only presented the technology and equity-related areas of professional development needs. All agencies continue to report an advanced or basic need for administrators and coordinators in the following technology-related areas in the 2024–25 program year.

In 2024–25, adult schools with more than 700 distance learning students reported an advanced need for professional development for administrators of coordinators in the area of transitioning to remote online learning of 13%, compared to 0% in 2023–24, 10% in 2022–23, and 8% in 2021–22; those with between 100 and 700 learners reported an advanced need of 4%, compared to 3%, 6%, and 6% in previous years; and schools with less than 100 learners reported an advanced need of 12%, compared to 5%, 5%, and 9% previously. (Figure 22)

Advanced need for professional development for administrators and coordinators in the area of transitioning to remote testing has increased in 2024–25: 20% of schools with more than 700 distance learning students, 8% of schools with between 100 and 700 learners, and 15% of schools with less than 100 learners (compared to 11%, 7%, and 7% in 2023–24, 14%, 4%, and 7% in 2022–23, and 8%, 12%, and 17% in 2021–22).

Also noteworthy is that fewer respondents from schools with high and medium distance learner enrollments saw an advanced need for professional development with respect to Equity in adult education in 2024–25: 0% and 8% compared to 11% and 9% in 2023–24 (and 19% and 14% in 2022–23, and 17% and 17% in 2021–22). For schools with less than 100 distance learner enrollments, 12% (compared to 7%, 8%, and 15% previously) presents a renewed interest in equity issues. While equity is an issue not only related to technology, it is included in these findings with its application to access and use of technologies in mind. Again, this Figure included items not related to technology and equity in reports of previous years; these have been removed to focus on technology and equity-related issues.

ADVANCED NEED FOR PD FOR ADMINISTRATORS AND COORDINATORS (RE: TECHNOLOGY AND EQUITY)	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
	2024-25	2023-24	2024-25	2023-24	2024-25	2023-24
2024-25 (n=224) and 2023-24 (n=225)						
Transitioning to remote online learning	13%	0%	4%	3%	12%	5%
Transitioning to remote testing	20%	11%	8%	7%	15%	7%
Equity in adult education	0%	11%	8%	9%	12%	7%

Figure 22. Professional Development Priorities for Administrators and Coordinators (re: Technology and Equity). California WIOA, Title II: AEFLA Program Implementation Survey Results for program years 2024–25 (n=224) and 2023–24 (n=225) (Source: CASAS 2024–2025)

Additionally, Figure 23 below provides details about the professional development needs for instructors that correspond to the advanced needs for administrators and coordinators in Figure 22 above. Note that this Figure also included items not related to technology and equity in reports of previous years; these have been removed to focus on technology and equity-related issues.

Integration of technology was an advanced professional development need for instructors again but of declining significance in 2024–25: 27% in schools with high distance learner enrollment compared to 40% in 2023–24, 33% in 2022–23, and 46% in 2021–22; 25% in schools with medium enrollment compared to 27%, 23%, and 29% in previous years; and 17% in schools with low enrollment compared to 17%, 11%, and 22%.

Notable is that more teachers from agencies with high and low distance learner enrollment but fewer teachers from agencies with medium said that they had an advanced need for professional development in Computer-based instructional strategies/curriculum. In 2024–25, 27% and 20% of high and low distance learning enrollment schools respectively reported an advanced need, compared to 28% and 11% in 2023–24, 10% and 22% in 2022–23, and 20% and 24% in 2021–22. However, schools with medium enrolment reported close to the same advanced need in the three last years (18% in 2024–25, 18% in 2023–24, and 20% in 2022–23) but more (28%) did so in 2021–22.

Transitioning to remote online learning was an advanced professional development need for adult schools with more than 700 distance learning students (7% in 2024–25, compared to 11% in 2023–24, 19% in 2022–23 and 17% in 2021–22), for those with between 100 and 700 learners (10%, 9%, 7%, and 7% respectively), and for schools with less than 100 learners (12%, 7%, 5%, and 13% respectively).

Transitioning to remote testing was also an advanced need for adult schools with more than 700 distance learning students (20% in 2024–25, compared to 11% in 2023–24, 11% in 2022–23 and 3% in 2021–22), for those with between 100 and 700 learners (6%, 7%, 8%, and 9% respectively), and for schools with less than 100 learners (9%, 7%, 7%, and 8% respectively).

An advanced need for professional development related to Equity in adult education was not reported by any instructors in schools with high distance learner enrollment in the

2024–25 program year (0% compared to 17% in 2023–24, 14% in 2022–23 and 17% in 2021–22) but still in schools with medium (8%, compared to 19% and 17% respectively) and low (7% compared to 10%, 12% and 19%) enrollment.

ADVANCED NEED FOR PD FOR INSTRUCTORS (RE: TECHNOLOGY AND EQUITY)	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
	2024–25	2023–24	2024–25	2023–24	2024–25	2023–24
2024–25 (n=224) and 2023–24 (n=225)						
Integration of technology	27%	40%	25%	27%	17%	17%
Computer-based instructional strategies/ curriculum	27%	28%	18%	18%	20%	11%
Transitioning to remote online learning	7%	11%	10%	9%	12%	7%
Transitioning to remote testing	20%	11%	6%	7%	9%	7%
Equity in adult education	0%	17%	8%	9%	7%	10%

Figure 23. *Professional Development Priorities for Instructors (re: Technology and Equity). California WIOA, Title II: AEFLA Program Implementation Survey Results for program years 2024–25 (n=224) and 2023–24 (n=225) (Source: CASAS 2024–2025)*

Chapter 3 of the *Digital Learning Guidance* lists qualities that should be taken into consideration when planning and implementing effective professional development; for example, it is long-term and ongoing, it is collaborative, it is personalized, it provides opportunities for coaching and peer learning, and it is enabled by quality technology.¹⁵ These are important whether professional development happens in-person, online, or in a blended arrangement and would seem to align with some informal supports for digital learning that all adult schools implemented to some degree as shown in Figure 24. Note that the answer option labels were revised to be more descriptive and two additional answer options were added compared to last year’s survey.

Informal supports like communities of practice or professional learning communities, after an increase last year, have stayed the same or become less commonplace for instructors in all agencies in 2024–25 —90% in schools with high enrollment, 62% in schools with medium enrollment, and 44% in schools with low distance learner enrollment (compared to 89%, 91%, and 78% in 2023–24; 48%, 48%, and 43% in 2022–23, and 50%, 35%, and 26% in 2021–22).

Implementation supports were reported to be slightly higher (80%) in adult schools with more than 700 distance learners in 2024–25 than in the last year but less than the high of three years ago (78% in 2023–24, 67% in 2022–23 and 86% in 2021–22). This trend looks better in the responses from those in schools with between 100 and 700 distance learner enrollments (79% compared to 73%, 78% and 51%); in agencies with less than 100 distance learner enrollments, there was an ascending trend as well (58% compared to 51%, 48% and 44%).

15 Outreach and Technical Assistance Network (OTAN). California Adult Education Digital Learning Guidance, p. 54-55. <https://otan.us/Resources/DigitalLearningGuidance> 

Help lines and tech support increased in adult schools with high distance learner enrollment in 2024–25 (80% compared to 67% in 2023–24, 38% in 2022–23, and 64% in 2021–22). Instructors at schools with medium distance learner enrollment received less support through help lines and tech support in 2024–25 (57% compared to 75% in 2023–24, 74% in 2022–23, and 48% in 2021–22). Instructors at schools with small distance learner enrollment received a similar level of support this year compared to last year but there was the most support two years ago in the 2022–23 program year (62% compared to 49%, 70%, and 39%).

OTHER INFORMAL SUPPORTS FOR TEACHERS	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
	2024-25	2023-24	2024-25	2023-24	2024-25	2023-24
2024-25 (n=130) and 2023-24 (n=108)						
Administrative supports (e.g., regular meetings, class observation, lead teachers)	100%	n/a	85%	n/a	87%	n/a
Community of practice or Professional learning community (e.g., peer mentoring)	90%	89%	62%	91%	44%	78%
Professional learning (e.g., webinars, conferences, summer institutes, training)	90%	n/a	85%	n/a	85%	n/a
Implementation strategies (e.g., technology integration, curriculum supports)	80%	78%	79%	73%	58%	51%
Help lines and tech support (e.g. access to in-house IT support, digital navigator)	80%	67%	57%	75%	62%	49%
Other	20%	56%	4%	25%	2%	11%

Figure 24. Digital Learning Informal Supports. *WIOA Title II: Technology and Digital (previously Distance) Learning California Update Survey Results for program years 2024–25 (n=130) and 2023–24 (n=108) (Source: OTAN 2025–2026)*

Other informal supports for teachers also included Administrative supports and Professional learning in the 2024–25 program year for the first time. 100% in schools with high enrollment, 85% in schools with medium enrollment, and 87% in schools with low distance learner enrollment reported that they had administrative support like regular meetings, class observation, and lead teachers. 90% in schools with high enrollment, 85% in schools with medium enrollment, and 85% in schools with low distance learner enrollment reported that they participated in professional learning like webinars, conferences, summer institutes, and training.

An answer option added for the 2023–24 program year, respondents were able to choose Other again and 20% of schools with more than 700 distance learners, 4% with 100–700 learners, and 2% with less than 100 learners did so (compared to 56%, 25%, and 11%). Many respondents had elaborated on the type of supports reported on in last year’s report, which prompted adding the additional two answer options this year reported on, thereby decreasing the Other figures.

Program Implementation and Digital Learning

This section reviews results related to digital learning from the California WIOA, Title II Adult Education and Family Literacy Act (AEFLA) Program Implementation Survey for the program year 2024–25 in the following areas: distance learning classes, online tools and resources, distance learning barriers, student persistence, waiting lists, Social Emotional Learning and digital citizenship, and successful strategies for digital learning.

The AEFLA Program Implementation Survey collects information pertaining to program management, student transitions to post-secondary education, training, employment, budget issues, coordination, planning for professional development, distance learning, and English Literacy & Civics Section 231 and 243 programs. Over the last few years, some of the Survey questions have been modified to reflect the impact of COVID-19 on the WIOA, Title II: AEFLA program as well as post-pandemic developments.¹⁶

This section also includes results from the WIOA Title II: Technology and Digital Learning California Update for Program Year 2024–25 Survey conducted by OTAN with agencies in early 2026 to provide more details about the aforementioned areas as well as additional topics such as Social Emotional Learning (SEL) and digital citizenship included in the *California Adult Education Digital Learning Guidance*.

Digital Learning Classes

The AEFLA Program Implementation Survey results for the 2024–25 program year showed that a significant percentage of adult schools with more than 700 distance learning students provided ASE (93%) and ESL (93%) programs in a remote or hybrid/HyFlex learning format (compared to 89% and 94% in 2023–24). A similar percentage of schools with 100–700 distance learners (90% in 2024–25 compared to 89% in 2023–24) had ASE remote or hybrid/HyFlex formats, and 67% of these agencies had ESL programs with remote or hybrid/HyFlex formats (compared to 68% the year before). These modalities remained the same or also decreased in both ASE (65% compared to 65%) and ESL (49% compared to 54%) in schools with less than 100 distance learners over the last two years. (Figure 25)

ABE programs in remote or hybrid/HyFlex modes (73% in 2024–25 compared to 83% in 2023–24) were again offered more in schools with the highest distance learner enrollment. There was a slight increase in this category in schools with medium distance learning enrollment (53% compared to 51%), but a decrease in those with the smallest enrollment numbers (22% compared to 33%).

¹⁶ For more info on the California WIOA, Title II Adult Education and Family Literacy Act (AEFLA) Program Implementation Survey visit: <https://www.casas.org/training-and-support/california-adult-education-accountability-and-assessment/ca-wioa-survey> 

The use of remote or hybrid/HyFlex learning formats reported for IELCE/IET (Integrated EL Civics/Integrated Education and Training) programs for schools with more than 700 distance learning students remained the same after an increase in years before (60% in 2024–25, compared to 61% in 2023–24, 48% in 2022–23, and 54% in 2021–22). IELCE/IET classes were provided close to the same in 2024–25 as in the previous program year for schools with high and low distance learner enrollment (60% compared to 61%, and 15% compared to 16%), but more in schools with medium enrolment (34% compared to 25% the year before).

CTE programs provided in remote or hybrid/HyFlex learning formats were reported by a smaller percentage in adult schools with high distance learner enrollment in 2024–25 (60% compared to 67%). CTE learners in half of the schools with a medium enrollment were also offered courses in remote or hybrid/HyFlex learning formats in 2024–25 (55% compared to 51%) and a quarter of schools with smaller enrollment offered remote or hybrid/HyFlex learning formats in CTE in 2024–25 (23% compared to 25% the year before).

WHAT PROGRAMS DO YOU PROVIDE NOW IN A REMOTE OR HYBRID/HYFLEX LEARNING FORMAT? (SELECT ALL THAT APPLY)	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
	2024-25	2023-24	2024-25	2023-24	2024-25	2023-24
2024-25 (n=224) and 2023-24 (n=225)						
ASE	93%	89%	90%	89%	65%	65%
ESL	93%	94%	67%	68%	49%	54%
ABE	73%	83%	53%	51%	22%	33%
IELCE/IET	60%	61%	34%	25%	15%	16%
CTE	60%	67%	55%	51%	23%	25%
None	0%	0%	3%	4%	16%	15%
Other	7%	6%	11%	6%	5%	7%

Figure 25. Programs with remote or hybrid/Hyflex Classes. California WIOA, Title II: AEFLA Program Implementation Survey Results for program years 2024–25 (n=224) and 2023–24 (n=225) (Source: CASAS 2024–2025)

Figure 26 shows that among classes offered in online or hybrid formats in 2024–25, 70% and 53% (compared to 65% and 60% in 2023–24) of ASE classes were offered in remote or hybrid/HyFlex formats in adult schools with more than 700 distance learners and those with between 100 and 700 learners respectively while adult schools with less than 100 learners offered ASE classes less this year (40% compared to 42%). More schools with the highest number of distance learners reported ESL classes offered remotely or in a hybrid/HyFlex way after a significant decrease was reported last year compared to previous years (47% in 2024–25 compared to 40% in 2023–24). The same amount of ESL classes was offered in schools with medium enrolment (22% in both years) and fewer ESL classes were reported by schools with low enrollment (18% compared to 21%).

There were fewer ABE classes offered in a remote or hybrid/HyFlex format in all school categories in 2024–25 (43% compared to 59% in schools with high DL enrolment, 28% compared to 34% in schools with medium enrollment, and 16% compared to 26% in schools with low enrollment). IELCE/IET classes were offered more in 2024–25 in schools with medium enrollment (18% compared to 13%), but less in the schools with high enrollment (25% compared to 31%) and less in adult schools with less than 100 distance learning students (12% compared to 9%). CTE classes were offered at similar levels as in the previous year in these schools (10% compared to 11%) and in the schools with medium DL enrollment (25% in both years), but more in schools with high enrollment (32% compared to 26%).

IF YOU ARE USING ONLINE OR HYBRID FORMATS, WHAT PERCENTAGE OF YOUR CLASSES ARE OFFERED IN A REMOTE OR HYBRID/HYFLEX FORMAT?	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
2024-25 (n=224) and 2023-24 (n=225)	2024-25	2023-24	2024-25	2023-24	2024-25	2023-24
ASE	70%	65%	53%	60%	40%	42%
ESL	47%	40%	22%	22%	18%	21%
ABE	43%	59%	28%	34%	16%	26%
IELCE/IET	25%	31%	18%	13%	12%	9%
CTE	32%	26%	25%	25%	10%	11%
Other	9%	14%	5%	7%	2%	1%

Figure 26. Hybrid/Hyflex Classes. California WIOA, Title II: AEFLA Program Implementation Survey Results for program years 2024–25 (n=224) and 2023–24 (n=225) (Source: CASAS 2024–2025)

In this year's WIOA Title II: Technology and Digital Learning California Update for Program Year 2024–25 Survey, agencies were asked again if their use of digital learning was due to administrative support and/or if teachers were the driving force. Overall, in adult schools with more than 700 and between 100 and 700 distance learners, administrative support and teacher-led initiative increased in 2024–25 (90% and 83%, compared to 78% and 82% in 2023–24, and for reference, 57% and 76% in 2022–23 and 67% and 84% in 2021–22). About the same as the previous year were able to rely on both the administration and teachers as driving forces of digital learning in adult schools with less than 100 distance learning students (70% in 2024–25, compared to 70% in 2023–24, and for reference, 81% in 2022–23 and 70% in 2021–22).

WAS DIGITAL LEARNING SUPPORTED BY ADMINISTRATION AND/OR TEACHER-LED?	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
	2024-25	2023-24	2024-25	2023-24	2024-25	2023-24
2024-25 (n=130) and 2023-24 (n=108)						
Admin supported	10%	22%	15%	11%	21%	19%
Teacher-led	0%	0%	11%	2%	14%	4%
Both	90%	78%	83%	82%	70%	70%

Figure 27. *Digital Learning Admin Support and/or Teacher-led. WIOA Title II: Technology and Digital (previously Distance) Learning California Update Survey Results for program years 2024–25 (n=130) and 2023–24 (n=108) (Source: OTAN 2025–2026)*

When asked if students and teachers were interested in digital learning, the majority of agencies indicated that they were but adult schools with the most distance learning students reported less interest in 2024–25. The schools with high enrollment reported 90% compared to 100% in 2023–24, and 80% in 2022–23; those with between 100 and 700 distance learning students were at 89% compared to 71%, and 91% previously; and those with less than 100 distance learning students were at 86% compared to 66% and 83% previously (Figure 28).

WERE THE STUDENTS AND TEACHERS INTERESTED IN DIGITAL LEARNING?	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
	2024-25	2024-24	2024-25	2023-24	2024-25	2023-24
2024-25 (n=130) and 2023-24 (n=108)						
Yes	90%	100%	89%	71%	86%	66%
No	10%	0%	4%	27%	14%	34%

Figure 28. *Digital Learning Student and Teacher Interest. WIOA Title II: Technology and Digital (previously Distance) Learning California Update Survey Results for program years 2024–25 (n=130) and 2023–24 (n=108) (Source: OTAN 2025–2026)*

Online Tools and Resources

Provider agencies were also asked to identify online tools and resources that had been most helpful for remote and hybrid/HyFlex learning in the 2024–25 program year. These open-ended responses were filtered by adult schools with more than 700 distance learners, between 100 and 700 distance learners, and less than 100 distance learners and analyzed. The following breakdown represents the frequency of specific mentions across the responses with approximately 300 total mentions of online tools and resources that had been most helpful for remote and hybrid/HyFlex learning. Figure 29 compares the frequency of specific tool and resource mentions as a percentage of the total pool of resources. Mentions of Zoom, Canvas, and Burlington English remained high across all schools, while specialized curriculum like Edgenuity and cost-effective Learning Management Systems like Google Classroom showed higher relative importance in schools with fewer distance learner enrollments. Device and Hardware Access, an equity-related issue, includes mentions of Chromebook/laptop loaner programs, hotspots, and MiFis mentioned as essential resources for student participation.

ONLINE TOOLS AND RESOURCES MOST HELPFUL FOR REMOTE AND HYBRID/HYFLEX LEARNING (N=224) - 2024-25	Adult Schools >700 DL Learners	Adult Schools >100 and <700	Adult Schools <100 DL Learners
Zoom	14.8%	14.1%	15.6%
Canvas/Schoology	13.0%	11.2%	9.4%
Burlington English	11.1%	11.8%	10.0%
Edgenuity	5.6%	7.1%	10.0%
Aztec	5.6%	7.6%	7.5%
Google Classroom	3.7%	8.8%	8.8%
Device and hardware access	5.6%	7.1%	6.9%
Google Meet	1.9%	3.5%	5.6%
Ellii (formerly ESL Library)	1.9%	5.3%	3.8%
Microsoft Teams	3.7%	2.4%	2.5%

Figure 29. *Online tools and resources most helpful for remote and hybrid/HyFlex learning. California WIOA, Title II: AEFLA Program Implementation Survey Results for program year 2024–25 (n=224) (Source: CASAS 2025)*

In the 2024–25 program year, adult schools with >700 DL learners focused heavily on infrastructure to manage high DL student numbers. Canvas and Schoology were the most cited LMS platforms. Zoom and Microsoft Teams are the standard for synchronous sessions. These schools are more likely to use a broad suite of integrated platforms simultaneously, including Burlington English, Aztec, and Edgenuity to cover all program areas.

Adult schools with 100–700 DL learners demonstrated the highest diversity in tool and resources usage, often piloting niche applications alongside standard platforms. They relied heavily on Canvas, Zoom, and Burlington English. Respondents mentioned hardware for hybrid learning and HyFlex modalities more than any other, specifically Owl cameras, interactive whiteboards, and document cameras to bridge the gap between in-person and remote students. They also highlighted the importance of laptop loaner programs and hotspots as essential resources to ensure tool accessibility.

Adult Schools with <100 DL learners often reported using Google Classroom as a cost-effective or district-mandated alternative to Canvas and focus on targeted curriculum software. Zoom and Google Classroom were the most frequently cited supports for remote interaction. There was a specific reliance on APEX Learning, GED Academy, and Essential Education for high school equivalency and diploma programs. These schools were the most likely to cite a lack of one-to-one devices as a barrier, making Chromebook lending programs and MiFis their most pivotal resources.

Selecting digital learning tools is a crucial part of designing flexible learning experiences. Chapter 4 of the *Digital Learning Guidance* provides insight into selecting tools that address learning goals and outcomes as well as the various purposes of using tools—for example, for communication, collaboration, critical thinking, and creativity. There is also information on evaluating digital learning tools for both pedagogical and technical usability.

Digital Learning Barriers

In the three program years before the start of the pandemic, the results showed that barriers related to the availability of technology to students at home, staffing, costs, and lack of demand had decreased.¹⁷ Beginning with the 2020–21 program year, trends have been less consistent when comparing adult schools with large, medium, and small distance learner enrollment.

As Figure 30 illustrates, a main barrier in offering remote or hybrid/HyFlex learning for adult schools remains the availability of technology to students at home in 2024–25. The number of students affected decreased in schools with more than 700 distance learner enrollment (67% compared to 72% in 2023–24, and for reference, 57% in 2022–23 and 75% in 2021–22), but increased in schools with between 100 and 700 and schools with less than 100 at 59% and 61% respectively (compared to 47% and 42% in 2023–24, and for reference, 67% and 60% in 2022–23, and 69% and 57% in 2021–22).

For these two school categories, Tracking attendance/recordkeeping was reported as a less significant barrier (18% and 29% respectively, compared to 57% and 42% in 2023–24, and for reference, 16% for both school categories in 2022–23 and 19% and 21% in 2021–22 respectively). For schools with high enrollment, Difficulty in pre and post-testing students was a significant barrier that increased to 80%, compared to 67% the year before, which was the same (67%) as the year before that and slightly less (75%) in the 2021–22 program year.

Difficulties in implementing was still a barrier in 2024–25 for all schools: 13% at schools with high distance learner enrollment, 25% at schools with medium enrollment, and 24% in schools with low enrollment (compared to 28%, 15%, and 11% in 2023–24, and for reference, 24%, 20%, and 20% in 2022–23 and 25%, 19%, and 25% in 2021–22).

Difficulties in maintaining remained a notable barrier for remote or hybrid/HyFlex learning for around one in five schools in 2024–25 (27%, 27%, and 17%, compared to 22%, 17%, and 16% in 2023–24, and for reference, 24%, 17%, and 15% in 2022–23, and 13%, 14%, and 22% in 2021–22).

Staffing was still a notable barrier to agencies with high distance learner enrollment, but for schools with medium and low enrollment it was a barrier that was not reported as one last year (40%, 55%, and 39% in 2024–25, compared to 44%, 0%, and 0% in 2023–24, and for reference, 52%, 45%, and 37% in 2022–23, and 54%, 40%, and 42% in 2021–22). In the same way, Cost in offering digital learning (47%, 23%, and 20% in 2024–25, compared to 33%, 0%, and 0% in 2023–24, and for reference, 29%, 19%, and 20% in 2022–23, and 25%, 21%, and 25% in 2021–22) became an issue again for schools with medium and low enrollment in the last program year.

Availability of technology at the agency was selected as a barrier by fewer schools across the three school categories this year (20%, 19%, and 15% in 2024–25, compared to 33%, 22%, and 23% in 2023–24, and for reference, 24%, 15%, and 11% in 2022–23, and 13%, 11%, and 11% in 2021–22).

17 Ibid.

A decreasing percentage of schools with medium and low distance learner enrollment reported a lack of student demand as a barrier in offering remote or hybrid/HyFlex learning (23% and 35% in 2024–25, compared to 50% and 39% in 2023–24, and for reference, 17% and 19% in 2022–23, and 13% and 22% in 2021–22), while it increased in schools with high enrollment (27% in 2024–25, compared to 11% in 2023–24, and 10% and 8% in previous years). This finding may explain why Staffing and Cost was not a barrier for schools with medium and low enrollment in the 2023–24 program year.

Lack of information about online learning programs remained an issue for schools with high DL student enrolment, but it was reported less of a barrier by schools with medium and low enrolment than last year (13%, 3%, and 4% in 2024–25, compared to 11%, 18%, and 17% in 2023–24, and for reference, 10%, 3%, and 3% in 2022–23, and 8%, 7%, and 6% in 2021–22).

BARRIERS TO AGENCIES IN OFFERING REMOTE OR HYBRID/HYFLEX LEARNING	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
	2024-25	2023-24	2024-25	2023-24	2024-25	2023-24
2024-25 (n=224) and 2023-24 (n=225)						
Difficulty in pre- and post-testing students	80%	67%	55%	29%	49%	21%
Availability of technology to students at home	67%	72%	59%	47%	61%	42%
Cost	47%	33%	23%	0%	20%	0%
Staffing	40%	44%	55%	0%	39%	0%
Tracking attendance/recordkeeping	33%	17%	18%	57%	29%	42%
Difficulty in maintaining	27%	22%	27%	17%	17%	16%
Lack of student demand	27%	11%	23%	50%	35%	39%
Availability of technology at agency	20%	33%	19%	22%	15%	23%
Difficulty in implementing	13%	28%	25%	15%	24%	11%
Lack of information about online learning programs	13%	11%	3%	18%	4%	17%
Other	20%	33%	16%	7%	9%	7%

Figure 30. Distance Learning Barriers. California WIOA, Title II: AEFLA Program Implementation Survey Results for program years 2024–25 (n=224) and 2023–24 (n=225)
(Source: CASAS 2024–2025)

Chapter 5 of the *Digital Learning Guidance* mentions some of these challenges to implementation—for example, access to devices and staffing-related issues such as professional development, digital skills training, and instructional concerns. It recommends deliberate and thoughtful steps to plan and implement the creation of a strong infrastructure that addresses funding, professional development, technical support, time, and learner support, a collaborative approach to curriculum development and implementation, and a

balance of short- and long-term perspectives to implement, maintain, and grow distance learning.¹⁸

Digital learning program delivery strategies allow adult schools to build capacity for remote, online, hybrid, and blended program offerings and respond to changing circumstances while minimizing the negative effects on staff and clients. (The devastating Los Angeles fires and the changeover from the Biden to Trump administrations, both in January 2025, are two situations that come to mind in this regard.) When agencies were asked in early 2026 like in previous years if their delivery approach in the 2024–25 program year was flexible enough to respond to changing circumstances by offering digital learning modalities, 100% (compared to 100% in 2023–24, 91% in 2022–23, and 100% in 2021–22) of respondents from adult schools with more than 700 distance learning students said that it was, while only 83% (compared to 93%, 94%, and 98% previously) from schools with medium distance learning student enrollment but 85% (compared to 83%, 100% and 83% previously) from schools with less than 100 distance learners did (Figure 31).

IS YOUR AGENCY'S CURRENT DELIVERY APPROACH FLEXIBLE ENOUGH TO RESPOND TO CHANGING CIRCUMSTANCES BY OFFERING DIGITAL LEARNING MODALITIES?	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners		
	2024-25 (n=130) and 2023-24 (n=108)	2024-25	2023-24	2024-25	2023-24	2024-25	2023-24
Yes		100%	100%	83%	93%	85%	83%
No		0%	0%	6%	7%	12%	15%

Figure 31. *Flexibility and Responsiveness of Delivery Approach. WIOA Title II: Technology and Digital (previously Distance) Learning California Update Survey Results for program years 2024–25 (n=130) and 2023–24 (n=108) (Source: OTAN 2025–2026)*

Digital learning program delivery strategies built into contingency plans and risk management may contribute to “future-proofing” efforts of agencies as they adapt to unexpected changing circumstances and navigate crisis challenges. When asked if their agency’s risk strategy and contingency plan included digital learning, 100% of adult schools with more than 700 distance learning students (compared to 78% in 2023–24, 52% in 2022–23, and 79% in 2021–22), about seven out of ten schools with 100–700 distance learners (68% in 2024–25, compared to 66%, 89%, and 88% previously) and a bit more than 70% of schools with less than 100 distance learners (71% in 2024–25 compared to 60%, 82%, and 85% previously) said that

18 Outreach and Technical Assistance Network (OTAN). California Adult Education Digital Learning Guidance, p. 92–93. <https://otan.us/Resources/DigitalLearningGuidance> 

their agency did (Figure 32). Agencies with medium and low distance learner enrollment may see fewer reasons to engage in processes to develop risk strategies and contingency plans that include digital learning options; perhaps the investment for a smaller number of learners is too costly and the financial risks outweigh the crisis benefits, or these schools do not have the capacity to include more learners to justify the investment, or they might focus more on learners who need or prefer in-person programming.

ARE DIGITAL LEARNING MODALITIES CONSIDERED IN YOUR AGENCY'S RISK STRATEGY AND CONTINGENCY PLAN?	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
	2024-25	2023-24	2024-25	2023-24	2024-25	2023-24
2024-25 (n=130) and 2023-24 (n=108)						
Yes	100%	78%	68%	66%	71%	60%
No	0%	22%	19%	27%	23%	40%

Figure 32. *Digital Learning as Risk Strategies and Contingency Plans. WIOA Title II: Technology and Digital (previously Distance) Learning California Update Survey Results for program years 2024–25 (n=130) and 2023–24 (n=108) (Source: OTAN 2025–2026)*

Student Persistence

Persistence is a critical factor in the success and goal attainment of adult learners.¹⁹ The AEFLA Program Implementation Survey asked WIOA, Title II funded agencies about the strategies they used to promote and sustain student persistence again in the 2024–25 program year.

Figure 33 shows that fewer (80%) adult schools with more than 700 distance learning students in 2024–25 (compared to 94% in 2023–24, and for reference, 91% in 2022–23 and 92% in 2021–22) indicated that their student persistence strategies included Remote learning, blended online learning, or hybrid/HyFlex. The same as the year before in adult schools with 100–700 distance learning students (73% compared to 76%, 80%, and 81%) and in adult schools with less than 100 distance learning students (59% compared to 58%, 62%, and 69% before) said the same.

Additionally, reported uses of Other persistence strategies to support remote student learning (e.g., flexible modalities of class offerings and access to technology) showed again a decreasing trend this year for the top school category (33% compared to 44%, 76%, and 67% before). Schools with medium and low DL student enrolment reported increased uses: 36% (compared to 28%, 37%, and 50%) and 40% (compared to 28%, 26% and 44% before) respectively (Figure 33). Note that Figure 33 included items not related to technology in reports of previous years; these have been removed to focus on technology-related issues.

¹⁹ California WIOA, Title II Adult Education and Family Literacy Act (AEFLA) Program Implementation Survey for the 2024–25 program year, p. 5

WHAT STRATEGIES ARE YOU USING TO PROMOTE AND SUSTAIN STUDENT PERSISTENCE? (RE: TECHNOLOGY)	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
	2024-25	2023-24	2024-25	2023-24	2024-25	2023-24
2024-25 (n=224) and 2023-24 (n=225)						
Remote learning, blended online learning, hybrid/HyFlex	80%	94%	73%	76%	59%	58%
Other persistence strategies to support remote student learning. (e.g., flexible modalities of class offerings and access to technology)	33%	44%	36%	28%	40%	28%

Figure 33. *Student persistence (re: Technology). California WIOA, Title II: AEFLA Program Implementation Survey Results for program years 2024–25 (n=224) and 2023–24 (n=225) (Source: CASAS 2024–2025)*

In our effort to better understand the findings on Remote learning, blended online learning, hybrid/HyFlex in the previous figure, the WIOA Title II: Technology and Digital Learning California Update Survey Results for program year 2024–25 again asked responding agencies to identify which strategies were used to promote and sustain student persistence in digital learning. However, the survey question included a brand new set of answer choices seen below in Figure 34b. Figure 34a is included from the previous report for comparison.

In the program year 2023–24, almost eight out of ten (78%) schools with high distance learner enrollment, seven out ten (71%) schools with medium enrollment, and almost six out of ten (57%) schools with low enrollment used digital learning modalities for their program delivery. Between half and two thirds of schools offered programs in a blended learning environment to increase student persistence (56% for high enrollment schools, 68% for medium enrollment schools, and 60% for low enrollment schools). HyFlex simultaneous in-person and remote classrooms were offered by a third of schools with high distance learner enrollment, almost half the schools with medium enrollment, and a quarter of schools with low enrollment. Notably, the adult schools with the highest enrollment of distance learner students do not always offer the most accessible learning options (Figure 34a).

WHAT STRATEGIES ARE USED TO PROMOTE AND SUSTAIN STUDENT PERSISTENCE IN DIGITAL LEARNING?	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
2023-24 (n=108) and 2022-23 (n=92)	2023-24	2022-23	2023-24	2022-23	2023-24	2022-23
Distance education	78%	n/a	71%	n/a	57%	n/a
Blended learning	56%	n/a	68%	n/a	60%	n/a
HyFlex	33%	n/a	46%	n/a	26%	n/a
Other	22%	n/a	9%	n/a	15%	n/a

Figure 34a. Strategies to promote and sustain student persistence in digital learning. WIOA Title II: Technology and Digital (previously Distance) Learning California Update Survey Results for program year 2023–24 (n=108) (Source: OTAN 2025)

This program year, 100% of adult schools with more than 700 DL students reported that they employed strategies relating to Curriculum & technology access (e.g., relevant online content, open labs, Chromebook/device loaners), 100% engaged in Student monitoring & communication (e.g., regular check-ins, support staff involvement), and also 100% used Direct instructional support & training (e.g., one-on-one support, digital literacy classes), while only 30% offered Incentives for online students (e.g., attendance, persistence, individual student contracts). (Figure 34b)

In schools with less than 700 but more than 100 DL student enrolment, 83% selected Curriculum & technology access, 81% Student monitoring & communication, 74% Direct instructional support & training, and 43% Incentives for online students. In schools with less than 100 DL student enrolment, 85% chose Curriculum & technology access, 85% Student monitoring & communication, 75% used Direct instructional support & training, and 33% Incentives for online students.

WHAT STRATEGIES HAVE YOU USED TO PROMOTE AND SUSTAIN STUDENT PERSISTENCE IN DIGITAL LEARNING MODALITIES?	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
2024-25 (n=130) and 2023-24 (n=108)	2024-25	2023-24	2024-25	2023-24	2024-25	2023-24
Curriculum & technology access (e.g., relevant online content, open labs, Chromebook/device loaners)	100%	n/a	83%	n/a	85%	n/a
Student monitoring & communication (e.g., regular check-ins, support staff involvement)	100%	n/a	81%	n/a	85%	n/a
Direct instructional support & training (e.g., one-on-one support, digital literacy classes)	100%	n/a	74%	n/a	75%	n/a
Incentives for online students (e.g., attendance, persistence, individual student contracts)	30%	n/a	43%	n/a	33%	n/a
Other	40%	n/a	8%	n/a	14%	n/a

Figure 34b. Strategies to promote and sustain student persistence in digital learning modalities. WIOA Title II: Technology and Digital (previously Distance) Learning California Update Survey Results for program years 2024–25 (n=130) and 2023–24 (n=108) (Source: OTAN 2026)

In this year's WIOA Title II: Technology and Digital Learning California Update Survey, responding agencies again reported that they employed a multifaceted approach to support student persistence, focusing on technical preparation, proactive outreach, and removing barriers to access. Key strategies identified included:

- **Comprehensive Onboarding and Training:** Many agencies require new students to participate in digital literacy orientations or specific onboarding classes to master basic technology skills, such as managing logins and email, before starting regular coursework.
- **Proactive Outreach and Monitoring:** Staff conduct targeted outreach to absent students, often utilizing customer relationship management (CRM) tools like Slate to manage communication. Faculty also maintain a consistent presence through Learning Management Systems, providing regular reminders and monitoring engagement.
- **Enhanced Technology Access:** To bridge the digital divide, agencies offer Chromebook loan programs and prioritize mobile-first strategies, optimizing curriculum for smartphone accessibility to ensure students stay connected outside of class.
- **Continuous Technical Support:** Support systems include 24/7 technical help desks (e.g., BlackBeltHelp) and individualized assistance from technology trainers and counselors to ensure technical issues do not lead to student withdrawal.
- **Flexible Learning Options:** Agencies offer flexible attendance policies, such as two-day-a-week class options for students with busy schedules, and utilize digital options for students on waiting lists for in-person classes.
- **Student Incentives and Recognition:** Agencies foster motivation through digital badges for milestones, attendance incentives, and celebratory completion ceremonies at the end of the school year.
- **Addressing Holistic Barriers:** Academic counselors and staff connect students with community resources to address non-academic barriers, such as transportation, childcare, and financial challenges.

Waiting Lists

At agencies where waiting lists exist, students may or may not be offered an alternative educational opportunity for various reasons. In 2020–21, the Technology and Distance (now Digital) Learning Plan Update began exploring questions about the role of waitlists to capture students otherwise not served as well as encourage agencies to offer more flexible alternatives to students waiting for a class of any delivery modality: Are students on waiting lists for in-person program options offered digital learning options? Do they retain their spots on the waiting list while participating in digital learning? Can waitlisted students decide to stay in digital learning classes or decide to return to in-person instruction when a spot in an on-site class is available?

The AEFLA Program Implementation Survey does not provide details about students on waiting lists. Identifying potential digital learning students on waitlists is not possible at this time and having moved away from collecting student-level data to class-level data does not allow for tracking individual student choices of different program delivery modalities.

However, the WIOA Title II: Technology and Digital Learning California Update Survey for the 2024–25 program year continued to explore opportunities for digital learning related to waitlisted students in more detail.

AEFLA Program Implementation Survey results for 2024–25 show in Figure 35 that more adult schools with more than 700 distance learning students (67% compared to 61% in 2023–24, and for reference, 57% in 2022–23 and 63% in 2021–22) maintained a waiting list. The same percentage of schools with between 100 and 700 distance learning students when compared to the previous program year (51% in 2024–25 compared to 51% in 2023–24, and 64% in 2022–23, and 51% in 2021–22) maintained a waiting list. Also, fewer schools with less than 100 distance learning students reported maintaining a waiting list (40% compared to 45%, and for reference, 43% and 26% before). (Note that percentages do not add up to 100% in some figures in this section; the results reflect data as reported.)

ARE YOU MAINTAINING A WAITING LIST?	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
	2024-25	2023-24	2024-25	2023-24	2024-25	2023-24
2024-25 (n=224) and 2023-24 (n=225)						
Yes	67%	61%	51%	51%	40%	45%
No	27%	33%	47%	48%	55%	51%

Figure 35. *Waiting Lists. California WIOA, Title II: AEFLA Program Implementation Survey Results for program years 2024–25 (n=224) and 2023–24 (n=225) (Source: CASAS 2024–2025)*

In 2024–25, the highest cumulative number of students on the waiting list increased for ABE/ASE students in adults schools with more than 700 distance learner enrollment (53 compared to 40 in 2023–24) and decreased in the other two school categories (306 compared to 321 in 2023–24, in schools with medium enrollment, and 226 compared to 321 the year before in schools with low enrollment). For ESL, there was a much larger difference in the highest cumulative number of students on waiting lists in schools with high distance learner enrollment compared to the year before (1,002 compared to 2,616) and a much smaller difference in schools with low enrollment (679 compared to 335); in schools with medium enrollment, students on waiting lists for ESL courses increased the most (2,615 compared to 335 in 2023–24) (Figure 36).

IF YES, HOW MANY STUDENTS ARE CURRENTLY ON THE LIST? (HIGHEST CUMULATIVE)	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
	2024-25	2023-24	2024-25	2023-24	2024-25	2023-24
2024-25 (n=224) and 2023-24 (n=225)						
ABE/ASE	53	40	306	321	226	321
ESL	1,002	2,616	2,615	335	679	335

Figure 36. *Students on Waiting Lists. California WIOA, Title II: AEFLA Program Implementation Survey Results for program years 2024–25 (n=224) and 2023–24 (n=225) (Source: CASAS 2024–2025)*

More students on waiting lists for ABE/ASE classes were not able to take a class in the fall term of the 2024–25 program year: Twelve (compared to none last year) at adult schools with high distance learner enrollment, 671 compared to 4 students in schools with medium enrollment, and 36 compared to 15 in schools with low enrollment.

For ESL classes, many more students were never able to take a class in schools with more than 700 distance learner enrollment (1,448 compared to 135) and in schools with 100-700 learners (667 compared to 20) but in schools with less than 100 learners, fewer students were never able to take a class than in the previous year (300 in 2024–25 and 495 in 2023–24) (Figure 37).

HOW MANY STUDENTS WERE NEVER ABLE TO TAKE A CLASS IN THE FALL TERM? (AVERAGE)	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
	2024-25	2023-24	2024-25	2023-24	2024-25	2023-24
2024-25 (n=224) and 2023-24 (n=225)						
ABE/ASE	12	0	671	4	36	15
ESL	1,448	135	667	20	300	495

Figure 37. *Students on Waiting Lists Not Taking a Class. California WIOA, Title II: AEFLA Program Implementation Survey Results for program years 2024–25 (n=224) and 2023–24 (n=225) (Source: CASAS 2024–2025)*

Agencies were also asked again if they worked with adult education schools in their region to accommodate students. Similar percentages of schools with more than 700 distance learners (40% compared to 44%), adult schools with 100-700 distance learners (56% compared to 47%) and schools with less than 100 distance learners (38% compared to 39%) worked with other adult schools in their region in 2024–25 as in 2023–24 (Figure 38). (Note that percentages do not add up to 100% in some figures in this section; the results reflect data as reported.)

DO YOU WORK WITH ADULT EDUCATION SCHOOLS IN YOUR REGION TO ACCOMMODATE STUDENTS?	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
	2024-25	2023-24	2024-25	2023-24	2024-25	2023-24
2024-25 (n=224) and 2023-24 (n=225)						
Yes	40%	44%	56%	47%	38%	39%
No	33%	22%	12%	17%	26%	24%

Figure 38. *Collaboration with Other Schools to Accommodate Students on Waiting Lists. California WIOA, Title II: AEFLA Program Implementation Survey Results for program years 2024–25 (n=224) and 2023–24 (n=225) (Source: CASAS 2024–2025)*

Figure 39 shows that waitlisted students at fewer adult schools with high distance learning student enrollment offered distance blended learning options to students on waitlists in 2024–25 than in 2023–24 (50% compared to 78%), about the same number of schools with medium

enrollment (53% compared to 52%), and fewer schools with low enrollment (29% compared to 36%) did so.

ARE STUDENTS ON THE WAITING LIST OFFERED DIGITAL LEARNING OPTIONS?	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
	2024-25	2023-24	2024-25	2023-24	2024-25	2023-24
2024-25 (n=130) and 2023-24 (n=108)						
Yes	50%	78%	53%	52%	29%	36%
No	50%	22%	36%	48%	69%	62%

Figure 39. *Digital Learning Options for Students on Waiting Lists. WIOA Title II: Technology and Digital (previously Distance) Learning California Update Survey Results for program years 2024–25 (n=130) and 2023–24 (n=108) (Source: OTAN 2025–2026)*

In this year’s WIOA Title II: Technology and Digital Learning California Update Survey, agencies were also asked again if they partnered with other agencies in their consortium to offer online options. Just over a third (36% compared to 41%) of schools with 100-700 distance learners almost half (44% compared to 34%) of schools with less than 100 distance learners said that they did, about seven out of ten (70% compared to 22%) of schools with more than 700 distance learner enrollment said that they did this year (Figure 40a).

DOES YOUR AGENCY PARTNER WITH OTHER AGENCIES IN YOUR CONSORTIUM TO OFFER DIGITAL LEARNING OPTIONS	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
	2024-25	2023-24	2024-25	2023-24	2024-25	2023-24
2024-25 (n=130) and 2023-24 (n=108)						
Yes	70%	22%	36%	41%	44%	34%
No	30%	79%	53%	59%	54%	66%

Figure 40a. *Collaboration with Other Partners to Offer Digital Learning Options to Students on Waiting Lists. WIOA Title II: Technology and Digital (previously Distance) Learning California Update Survey Results for program years 2024–25 (n=130) and 2023–24 (n=108) (Source: OTAN 2025–2026)*

Figure 40b is still included for comparison to previous years, when provider agencies were asked if they worked with adult education schools in their region to accommodate students. More schools with less than 100 distance learners and more schools with 100-700 distance learners did in 2022–23 than in 2021–22, but adult schools with more than 700 distance learners worked less with other adult schools in their region. (Note that percentages do not add up to 100% in some figures in this section; the results reflect data as reported.)

DO YOU WORK WITH ADULT EDUCATION SCHOOLS IN YOUR REGION TO ACCOMMODATE STUDENTS?	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
	2022-23	2021-22	2022-23	2021-22	2022-23	2021-22
2022-23 (n=209) and 2021-22 (n=218)						
Yes	29%	38%	54%	33%	37%	26%
No	43%	62%	17%	67%	22%	74%

Figure 40b. *Collaboration with Other Schools to Accommodate Students on Waiting Lists. California WIOA, Title II: AEFLA Program Implementation Survey Results for program years 2022–23 (n=209) and 2021–22 (n=218) (Source: CASAS 2022–2023)*

When asked if students retained their spot on the waiting list for in-person instruction, 80% of adults schools with more than 700 distance learning students said that they did in the 2024–25 program year (compared to 78% in 2023–24), 55% of schools with a medium distance learning enrollment did (compared to 52%), and 52% of schools with less than 100 distance learning students said that they did (compared to 40%) (Figure 41). (Note that percentages do not add up to 100% in some figures in this section; the results reflect data as reported.)

DO STUDENTS OPTING FOR DIGITAL LEARNING OPTIONS RETAIN THEIR SPOT ON THE WAITING LIST FOR IN-PERSON INSTRUCTION?	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
	2024-25	2023-24	2024-25	2023-24	2024-25	2023-24
2024-25 (n=130) and 2023-24 (n=108)						
Yes	80%	78%	55%	52%	52%	40%
No	20%	22%	32%	39%	12%	53%

Figure 41. *Digital Learning In-person Options for Waitlisted Students. WIOA Title II: Technology and Digital (previously Distance) Learning California Update Survey Results for program years 2024–25 (n=130) and 2023–24 (n=108) (Source: OTAN 2025–2026)*

Social Emotional Learning (SEL) and Digital Citizenship

A safe and supportive learning environment is crucial for adult learners. Teachers can foster such an environment by being culturally aware, encouraging, and setting high but achievable expectations. Also, distance learning is more likely to be viewed as independent learning, but teacher presence is an important factor in students' success when learning online.²⁰ Involving learners in goal-setting and creating opportunities for peer connection are also important strategies.

Learning as a Social Experience

Chapter 7 of the *Digital Learning Guidance* mentions learning as a social experience. Social and emotional learning skills are foundational to successful participation in learning, life, and work. Social and Emotional Learning (SEL) includes the ability to set and achieve positive goals, feel and show empathy for others, establish and maintain positive relationships, make responsible decisions, and understand and manage emotions.²¹ SEL skills for successful learning and life are articulated by five core competencies defined by the Collaborative for Academic, Social, and Emotional Learning (CASEL): self-awareness, self-management, social awareness, relationship skills, and responsible decision-making.²²

In early 2026, agency representatives were asked about the use of SEL in the WIOA Title II: Technology and Digital Learning California Update Survey for the third time. For 2024–25, about eight out of ten (80%) of adult schools with more than 700 distance learners reported that they supported SEL (compared to 89% in 2023–24, and for reference 55% in 2022–23). Almost seven out of ten (68%, compared to 73% and 71% in previous years) in schools with 100–700 distance learners reported that they supported SEL, and almost six out of ten (58% compared to 55% and 77%) of schools with less than 100 distance learners did (Figure 42).

20 Lowenthal, P.R. (2009). The evolution and influence of social presence theory on online learning. Online education and adult learning: New frontiers for teaching practices. <https://patricklowenthal.com/the-evolution-and-influence-of-social-presence-theory-on-online-learning/> 

21 See Social and Emotional Learning. Guidance and resources for supporting social and emotional learning. California Department of Education. <https://www.cde.ca.gov/ci/se/index.asp> 

22 See California Transformative SEL Competencies. California Department of Education. <https://www.cde.ca.gov/ci/se/tsselcompetencies.asp> 

HAS SOCIAL AND EMOTIONAL LEARNING (SEL) BEEN SUPPORTED AT YOUR AGENCY THROUGH INSTRUCTION, TRAINING, OR OTHER MEANS OF DELIVERY?	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
2024-25 (n=130) and 2023-24 (n=108)	2024-25	2023-24	2024-25	2023-24	2024-25	2023-24
Yes	80%	89%	68%	73%	58%	55%
No	20%	11%	19%	25%	33%	43%

Figure 42. *Social and Emotional Learning (SEL). WIOA Title II: Technology and Digital (previously Distance) Learning California Update Survey Results for program years 2024–25 (n=130) and 2023–24 (n=108) (Source: OTAN 2025–2026)*

Preparing for Digital Citizenship

When classrooms provide safe, supportive environments, they are also good places for a student to develop as a positive digital citizen and model for others. Chapter 7 of the *Digital Learning Guidance* also raises awareness about what it means to be a citizen in a digital world. The concept of digital citizenship can help educators and learners to take a proactive approach to interacting with others in digital spaces. Two frameworks for digital citizenship are highlighted:

- The ISTE SkillRise Initiative²³ defines a digital citizen as someone who promotes inclusion, equity, and cultural awareness. It emphasizes using technology ethically and responsibly to challenge bias and promote equity.
- The ISTE DigCitCommit Competencies²⁴ focus on a proactive approach to digital citizenship. It highlights being inclusive, informed, engaged, balanced, and alert while using technology. Both frameworks aim to help learners become positive digital citizens who contribute to a safe and inclusive online environment.

Figure 43 shows the results from the WIOA Title II: Technology and Digital Learning California Update Survey for the last two program years about if digital citizenship had been supported through instruction, training, or other means of delivery. In 2024–25, about seven out of ten adult schools with more than 700 distance learners (70% compared to 100% in 2023–24, and for reference, 58% in 2022–23) said that it had been, which is 30% percentage points less than the year before. Also slightly fewer than in previous years (77% compared to 80% and 81%) reported that digital citizenship had been supported in schools with 100–700 distance learners and 65% (compared to 77% and 82%) of schools with less than 100 distance learners reported that it had been as well.

23 See Profile of a LifeLong Learner. SkillRise. ISTE. <https://skillrise.org/profile> 

24 See Digital Citizenship in Education. ISTE. <https://iste.org/digital-citizenship/> 

HAS DIGITAL CITIZENSHIP (WHAT IT MEANS TO BE A CITIZEN IN A DIGITAL WORLD) BEEN SUPPORTED AT YOUR AGENCY THROUGH INSTRUCTION, TRAINING, OR OTHER MEANS OF DELIVERY?	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
2024-25 (n=130) and 2023-24 (n=108)	2024-25	2023-24	2024-25	2023-24	2024-25	2023-24
Yes	70%	100%	77%	80%	65%	77%
No	30%	0%	11%	18%	27%	19%

Figure 43. Digital Citizenship. WIOA Title II: Technology and Digital (previously Distance) Learning California Update Survey Results for program years 2024–25 (n=130) and 2023–24 (n=108) (Source: OTAN 2025–2026)

Successful Strategies for Digital Learning

Ways that Agencies are Addressing Program Delivery Issues

In the California WIOA, Title II Adult Education and Family Literacy Act (AEFLA) Program Implementation Survey for the 2024–25 program year, agencies were asked about the successful strategies they employed to deliver remote learning effectively, primarily focusing on proactive communication, comprehensive staff development, and bridging the digital divide.

- ➡ **Proactive Communication and Outreach:** Consistent outreach was identified as a critical factor for student success. Teachers utilized text messaging, email, and apps like Remind, WhatsApp, and Google Voice to maintain regular contact and provide personalized encouragement. Some agencies have implemented specialized roles, such as navigators or bilingual intervention specialists, who track attendance and perform follow-up calls to re-engage students who have dropped off. Additionally, providing students with direct cell phone numbers for instructors has been effective for quick interventions regarding reminders and testing.
- ➡ **Professional Development and Staff Training:** Continuous professional development (PD) ensured that instructors are well-prepared to use digital tools effectively. Agencies utilized Professional Learning Communities (PLCs) to share best practices and technical strategies. Many programs required formal online teaching certifications, with some instructors completing between 80 and 120 hours of specialized training to ensure high-quality course design and instructional delivery. Providing paid time for teachers to train and prepare has also been a key strategy in building staff capacity.
- ➡ **Technology Infrastructure and Student Access:** To ensure equitable access, agencies have established device loaner programs, providing students with Chromebooks, iPads, hotspots, and even calculators. Inside the classroom, hardware like Owl 360 cameras, Smartboards, and Promethean boards are used to facilitate interactive HyFlex environments where remote students can see and hear their in-person peers clearly. Some agencies have also expanded community-wide Wi-Fi access or created open computer labs where students can use campus resources for their remote classes.

- ➔ Comprehensive Onboarding and Digital Literacy: Successful remote delivery often began with an in-person orientation or Tech Boot camp to familiarize students with Learning Management Systems (LMS) like Canvas or Google Classroom. Agencies provided digital literacy classes and instructional how-to videos in multiple languages to support students with low technical skills. Some programs required students to start their courses in person to build comfort with the technology before transitioning to a fully remote or HyFlex model.
- ➔ Instructional Flexibility and Integrated Tools: Flexibility was a cornerstone of effective remote delivery, with agencies offering blended, asynchronous, and HyFlex models to accommodate work schedules and childcare needs. Web-based curricula such as Burlington English, Edgenuity, and Aztec allowed students to access coursework 24/7 at their own pace. To maintain academic integrity while staying flexible, some agencies allow for remote instruction but require on-site assessments. Recording live sessions for later review was also noted as a successful way to support students with busy lives.

Ways that Agencies are Addressing Digital Equity and Access Issues

As a new addition to the WIOA Title II: Technology and Digital Learning California Update Survey for the 2023–24 program year, we asked again this year if agencies had a digital equity strategy, such as a device loaner program, a device purchase assistance program, or refurbished device donation program. For the 2024–25 program year survey, we provided more detailed answer options and also added more, such as digital device and access needs assessment, funding and acquisition mechanisms, and partnership and referral systems (Figure 44). Of note, device ownership has recently become more directly linked with meaningful use of digital access. It is not only more strongly associated with beneficial uses of the internet than having in-home internet, but members from households with computers and no home internet connection are more likely to use the internet outside of the home in beneficial ways, especially when their devices work well.²⁵

In the 2024–25 program year, many adult schools reported that they engaged students in a Digital device and access needs assessment for the first time: 90% of schools with high distance learning student enrollment, almost four out of ten (38%) adult schools with medium enrollment, and five out of ten (50%) schools with low enrollment. Fewer adult schools with high distance learner enrollment reported that they had a device loaner program than the year before (90% compared to 100%), and fewer schools with medium enrollment (62% compared to 68%) and fewer schools with low enrollment (60% compared to 85%) also reported the same trend.

Also for the first time in this year's survey, agencies were also asked to report on the use of Funding and acquisition mechanisms to address digital equity issues and 40% of schools with high DL student enrollment, 15% of schools with medium enrollment, and 21% of schools with low enrollment said they did. When they were asked to indicate if they had Partnership and

25 Gonzales, A. L., & Zhang, C. (Xinyi) (2025). First-level fundamentals: Computer ownership is more important for internet benefits than in-home internet service. *Journal of Computer-Mediated Communication*, 30(3), <https://doi.org/10.1093/jcmc/zmaf007> 

referral system in place, between a third and 40% of adult schools indicated that they did (40% in schools with high DL student enrollment, 34% in schools with medium enrollment, and 33% in schools with low enrollment).

Compared to the year before, fewer schools reported that they leveraged refurbished device donations to support students without access to technologies (10% compared to 11% in 2023–24 for high, 4% compared to 9% for medium, and 9% compared to 11% for low distance learner enrollment schools) and almost no schools reported that they offered device purchase assistance (0% compared to 11% in 2023–24 for high, 2% compared to 2% for medium, and 4% compared to 9% for low distance learner enrollment schools) during the 2024–25 program year.

DOES YOUR AGENCY HAVE A DIGITAL EQUITY STRATEGY, SUCH AS A DEVICE LOANER PROGRAM, A DEVICE PURCHASE ASSISTANCE PROGRAM, OR REFURBISHED DEVICE DONATION PROGRAM?	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
	2024-25 (n=130) and 2023-24 (n=108)	2024-25	2023-24	2024-25	2023-24	2024-25
Digital device and access needs assessment		90%	n/a	38%	n/a	50%
Device loaner program		90%	100%	62%	68%	60%
Funding and acquisition mechanisms		40%	n/a	15%	n/a	21%
Partnership and referral systems		40%	n/a	34%	n/a	33%
Refurbished device donation program		10%	11%	4%	9%	8%
Device purchase assistance program		0%	11%	2%	2%	4%
Other		10%	22%	6%	32%	8%

Figure 44. Digital Equity Strategy. WIOA Title II: Technology and Digital Learning California Update Survey Results for program years 2024–25 (n=130) and 2023–24 (n=108) (Source: OTAN 2025–2026)

- ➡ The adult schools responding to the WIOA Title II: Technology and Digital Learning California Update Survey Results for program year 2024–25 also employed several other key digital equity strategies to ensure students have the necessary tools and skills for successful participation in digital learning. These strategies focused on expanding access to hardware and connectivity, providing ongoing technical support, and utilizing data-driven planning. Additionally:
- ➡ Access to Hardware and Internet: Some schools have partnered with county IT departments or community colleges to distribute laptops or Chromebooks as an incentive to students who successfully complete digital literacy classes. To address the digital divide, agencies provide hotspots and refer students to local community organizations that offer free Wi-Fi or low-cost internet services.

- ➡ **Instructional Design and Technical Support:** Some agencies reported that they embedded Accessibility and Universal Design for Learning (UDL) directly into their course design expectations to ensure materials are usable by all students. To support students with limited time or varied work schedules, other agencies have implemented round-the-clock technical help desks (such as BlackBeltHelp) to reduce equity gaps caused by a lack of local tech support.
- ➡ **Data-Driven Planning and Resource Sharing:** Some schools use data from technology surveys to identify specific gaps in access and guide targeted support for the students with the greatest needs. Other agencies maintain partnerships with community-based technology resources to provide students with a broader network of connectivity and support.

Also for the second time, survey respondents were asked again what kind of strategies their agency has been using to help adult learners develop digital skills during the 2024–25 program year. Answer options were also expanded based on the open-ended responses in last year's survey. The same number of adult schools with more than 700 distance learners reported that they offered Integrating digital skills training into program/content courses (100% compared to 100%), but fewer on Basic digital literacy courses like Introduction to Computers and Computer Basics (90% compared to 100%), and Training on productivity apps like Microsoft Office or Google Suite (80% compared to 100%). In adult schools with 100-700 distance learners, these strategies are used by fewer schools this year as well (70% compared to 86%, 72% compared to 89%, and 60% compared to 82%). The same applies to adult schools with less than 100 distance learners that reported employing these strategies (58% compared to 66%, 65% compared to 75%, and 54% compared to 60%). (Figure 45).

WHAT KIND OF STRATEGIES IS YOUR AGENCY USING TO HELP ADULT LEARNERS DEVELOP DIGITAL SKILLS?	Adult Schools >700 DL Learners		Adult Schools >100 and <700		Adult Schools <100 DL Learners	
	2024-25	2023-24	2024-25	2023-24	2024-25	2023-24
2024-25 (n=130) and 2023-24 (n=108)						
Integrating digital skills training into program/content courses	100%	100%	70%	86%	58%	66%
Basic digital literacy courses (e.g., Introduction to Computers, Computer Basics)	90%	100%	72%	89%	65%	75%
Training on productivity apps like Microsoft Office or Google Suite	80%	100%	60%	82%	54%	60%
Specific online platforms and software for instruction, practice, and standardized testing	80%	n/a	72%	n/a	69%	n/a
Facilities, hardware, and software available to students for practicing and utilizing digital skills	80%	n/a	66%	n/a	56%	n/a
Evaluating for gaps, funding challenges, and plans for growth in digital skills offerings	80%	n/a	34%	n/a	25%	n/a
Digital skills support provided specifically to help with educational and professional transitions	50%	n/a	45%	n/a	44%	n/a
Use of Digital Navigators or other in-person/virtual support	40%	44%	17%	9%	15%	28%
Access to digital skills programs like Northstar Digital Literacy	30%	33%	36%	41%	29%	26%
Other	0%	22%	2%	5%	8%	9%

Figure 45. Digital Skills Development Strategy. WIOA Title II: Technology and Digital (previously Distance) Learning California Update Survey Results for program years 2024–25 (n=130) and 2023–24 (n=108) (Source: OTAN 2025–2026)

Additionally, adult schools with high distance learning student enrolment reported that they used strategies like Specific online platforms and software for instruction, practice, and standardized testing (80%); Facilities, hardware, and software available to students for practicing and utilizing digital skills (80%); Evaluating for gaps, funding challenges, and plans for growth in digital skills offerings (80%); and Digital skills support provided specifically to help with educational and professional transitions (50%). Schools with medium enrolment reported employing the same strategies 72%, 66%, 34%, and 45% of the time. Schools with low enrolment reported 69%, 56%, 25%, and 44% of the time.

Access to digital skills programs like Northstar Digital Literacy also remained a strategy less employed in the 2024–25 program year: 30% compared to 33% in adult schools with high distance learning student enrollment, 36% compared to 41% in schools with medium DL student enrolment, but 29% compared to 26% in low DL student enrolment adult schools. The strategy Use of Digital Navigators or other in-person/virtual support was selected by 40% (compared to 44% in 2023–24) of adult schools with high distance learning student enrollment, 17% (compared to 9%) of schools with medium enrollment, and 15% (compared to 28%) of schools with low student enrollment.

Adult schools with medium and low distance learning student enrolment also reported using a comprehensive set of strategies to build digital literacy. At some schools, digital skills were intentionally embedded into core content areas, where students must use platforms like Canvas, Zoom, and Burlington English for daily assignments and assessments. Training was also integrated into specific career pathways, such as Integrated Education and Training (IET) CNA classes. Learning is reinforced through digital engagement tools like Kahoot, Quizizz, and Quizlet. Some agencies strengthened instruction by building faculty capacity through 12-week Online Teaching and Design (OTD) cohorts and ensuring courses follow rubric-aligned design expectations. Some schools regularly evaluated their offerings through student surveys, data collection, and program reviews to identify gaps in access and plan for future technology needs.

Ways That OTAN Can Support Agencies

Respondents to the Program Implementation Survey were also asked again this year to list any additional support services such as workshops, technical assistance, instructional materials, or other support that they would like to see OTAN implement.

Agencies have requested a wide range of additional support services from OTAN, primarily focusing on emerging technologies, administrative guidance, and more flexible training formats. The requested activities can be categorized into Workshops and Professional Development, Technical Assistance, Instructional Materials, and Format and Operational Support.

Workshops and Professional Development

- Artificial Intelligence (AI): There is significant interest in workshops focused on AI integration, ethical implications, and the use of AI detection resources for high school diploma teachers.
- Specialized Pedagogy: Agencies requested training on trauma-informed teaching, racial equity, immigrant integration, and strategies for working with adult learners with learning challenges.
- Digital Literacy: Requests include advanced digital literacy for students, internet safety, and tech boot camps for instructors to improve basic troubleshooting skills.
- Subject-Specific Training: Teachers would like more resources and workshops tailored specifically to ABE/ASE learners, workforce ESL, and Project-Based Learning.

Technical Assistance

- Administrative and Compliance Support: New administrators requested targeted orientations on compliance elements, reporting requirements, and WASC preparation. There is also a call for earlier CIP (Continuous Improvement Plan) webinars and more personalized support for CIP submissions.
- Platform-Specific Help: Agencies requested technical assistance with the TOPSPro Portal, as well as Canvas training tailored to the specific needs of individual sites.

- Correctional Education: One agency suggested OTAN partner with companies to provide secure internet access for inmates, establishing a statewide standard for correctional facilities.

Instructional Materials

- Standardized Resources: Requests include comprehensive lesson plans, course outlines, and syllabi that are aligned with standards and articulated with community colleges to ease student transitions.
- Video Repositories: Agencies suggested a section on the OTAN website for videos of teachers demonstrating best practices in technology integration, as well as short how-to orientation videos for staff.
- OER Training: There is interest in training on creating and sharing Open Educational Resources (OER) specifically tailored to ESL learners.

Format and Operational Support

- Flexible Scheduling: To accommodate part-time staff, agencies requested more evening facilitated training sessions and self-paced, on-demand web-based modules.
- Segmented Learning: Some participants preferred bite-sized training increments (e.g., 15-minute segments) or multi-session series that build over several weeks.
- Networking: There is a desire for more in-person workshops and Professional Learning Communities (PLCs) for online instructors to share best practices regarding tools like Zoom and Canvas.

Recommendations

This report provides information on the current state of digital learning in California WIOA Title II funded adult education, based on data annually collected by CASAS and OTAN. The following recommendations are based on findings from the Technology and Digital (previously Distance) Learning for California Adult Education reports over the last five program years, during and after the COVID-19 pandemic. These are recommendations for our adult education colleagues to consider, whether they work in state leadership roles or roles in adult education agencies. This year, we also organized our recommendations with the *Digital Learning Guidance* in mind, referring to parts of the DLG that speak to these considerations.

Develop Guidelines for Better Digital Learning Reporting

(See DLG Chapter 5 - Adopting Models that Work)

- Better define distance education, blended learning, hybrid learning, and HyFlex learning and how California adult education agencies deliver instruction in these modalities.
- Review arbitrary criteria (e.g., 50% = distance; independent study vs distance) and provide more reporting options on various digital learning program delivery modalities that allow adult schools more flexibility and accuracy in reporting.
- Provide guidance with consistent definitions and practices which must go hand-in-hand with reporting so criteria are better reflected in CASAS data.

- ➔ Partner with leadership organizations and adult education agencies in these efforts, especially as they relate to data collection and reporting. This issue could be addressed through continued work with state leadership partners and the US Office of Career, Technical, and Adult Education (OCTAE).

Use Data to Support Digital Learning Adoption

(See DLG Chapters 2 - Ensuring Equity and Access - and 5 in particular)

- ➔ Continue to improve current data collection tools and methods that can generate data related to topics and strategies in the *Digital Learning Guidance* (e.g., equitable access to technology for learning, device and connectivity issues, teacher development of digital skills, implementation of digital learning modalities, integration of Social Emotional Learning (SEL) and digital citizenship).
- ➔ Continue to identify gaps in annually collected data that could further inform topics and support strategies and recommendations in the *Digital Learning Guidance*.

Provide Professional Development and On-demand Support

(See DLG Chapter 3 - Foundations of Adult Education and Digital Learning)

- ➔ Provide teacher training and support on digital learning topics, specifically with respect to distance education and blended, hybrid, and HyFlex modalities as defined by the *Digital Learning Guidance*.
- ➔ Explore and introduce the field to new and emerging technologies in concert with the revised *Digital Learning Guidance* (e.g., generative AI) that provide added value for adult schools.
- ➔ Continue to offer short- and long-term professional development opportunities (e.g., DLAC) that have an impact directly on the technology integration efforts of adult schools.
- ➔ Offer more presentations at the Technology and Digital Learning Symposium (TDLS) and throughout the year, especially those with a connection to distance education and blended, hybrid, and HyFlex modalities as well as data generated from adult schools in these areas.
- ➔ Provide future-proofing training to help agencies anticipate future events and develop methods to plan for and minimize the potential impacts - for example, quickly converting from in-person to online teaching and learning.
- ➔ Continue to be responsive to the field (i.e., LMS support, technology integration) and flexible enough to offer professional development and support whenever and wherever needed.

Support Research to Better Report on Digital Learning

(See DLG - Literature Review)

- ➔ Measure long term impact of professional development on teaching practice and program delivery, using professional development evaluation frameworks for educational settings.²⁶
- ➔ Explore student access to digital devices, Internet connectivity, and digital skills training, and the way students are able to leverage online engagement, study, and activities into tangible outcomes.
- ➔ Investigate why students may prefer to learn online, hybrid, or in-person and the benefits they are hoping to gain in a qualitative study carried out at selected adult schools, using multiple case study analysis²⁷ (Stake, 2005), including semi-structured interviews with students.
- ➔ Focus additional data collection via the WIOA Title II: Technology and Digital Learning California Update Survey on issues in the current program year, acknowledging that issues shift from year-to-year.

26 For example, see Guskey, T. R. (2000). *Evaluating Professional Development*. Corwin Press.

27 Stake, R. E. (2005). *Multiple Case Study Analysis*. Guilford Press.

Appendices

Appendix A: Adult schools identifying DL enrollments

Figure 46 lists all adult schools in the categories of more than 700 distance students and between 100 and 700 distance learning students for the program years 2024–25, 2023–24, 2022–23, 2021–22, and 2020–21, the program year following the beginning of the COVID-19 pandemic in March 2020 when schools were forced to close for in-person delivery of services and many remained closed for an extended period until the end of the 2020–21 program year.

This figure uses the same color coding as several other figures in this report to delineate this categorization across program years. Agencies that have participated in OTAN's Digital Leadership Academy (DLAC) starting in 2016 through the current two-year (2024–2026) cohort are also color coded. The table is sorted by the most recent program year; color coding illustrates which categories adult schools fell into in the previous program years.

LEGEND:
Adult Schools with more than 700 learners
Adult Schools with 100-700 learners
Adult Schools with less than 100 learners
Former agencies that have participated in OTAN's DLAC between 2016 and 2026

ADULT SCHOOLS IDENTIFYING DL ENROLLMENTS	% 24-25	N 24-25	% 23-24	N 23-24	% 22-23	N 22-23	% 21-22	N 21-22	% 20-21	N 20-21
Adult Schools >700 DL Learners	62.9%	38,821	60.8%	35,247	65.2%	42,631	58.8%	39,735	64.9%	57,595
Los Angeles Unified School District		14,586		9,476		14,785		9,804		19,488
Los Angeles Community College District		3,930		3,257		2,673		2,798		2,725
Five Keys School and Programs		3,277		2,925		3,079		3,055		1,677
Glendale Community College District		2,335		2,255		n/a		n/a		452
Five Keys School and Programs (Jail Program)		2,114		2,081		2,078		1,321		235
Stockton Unified School District		2,111		1,647		2,034		1,768		1,270

ADULT SCHOOLS IDENTIFYING DL ENROLLMENTS	% 24-25	N 24-25	% 23-24	N 23-24	% 22-23	N 22-23	% 21-22	N 21-22	% 20-21	N 20-21
Mt. San Antonio Community College District		1,996		2,173		2,029		2,043		1,597
Antelope Valley Union High School District		1,486		1,620		1,491		1,564		n/a
Coachella Valley Unified School District		1,342		1,037		801		873		1,389
San Bernardino City Unified School District		1,127		1,577		1,634		1,566		1,356
MiraCosta Community College District		1,056		1,208		1,510		1,160		1,531
Visalia Unified School District		994		1,005		931		797		690
Kern Union High School District		960		887		792		883		n/a
Grossmont Union High School District		777		848		1,083		1,497		1,830
Fremont Unified School District		730		666		404		663		595

ADULT SCHOOLS IDENTIFYING DL ENROLLMENTS	% 24-25	N 24-25	% 23-24	N 23-24	% 22-23	N 22-23	% 21-22	N 21-22	% 20-21	N 20-21
Adult Schools >100 & <700 DL Learners	33.2%	20,482	34.4%	19,927	30.8%	20,095	37.7%	25,501	32.7%	29,020
Lake Elsinore Unified School District		665		774		1,062		750		821
Hacienda La Puente Unified School District		652		509		257		404		847
Pasadena Area Community College District		646		712		730		709		554
El Monte Union High School District		613		955		908		1,321		273
Chaffey Joint Union High School District		598		416		536		804		1,218

ADULT SCHOOLS IDENTIFYING DL ENROLLMENTS	% 24-25	N 24-25	% 23-24	N 23-24	% 22-23	N 22-23	% 21-22	N 21-22	% 20-21	N 20-21
Mount San Jacinto Community College District		586		672		632		668		966
Oxnard Union High School District		553		663		734		952		1,408
Val Verde Unified School District		470		516		463		438		199
Torrance Unified School District		454		427		544		1,021		921
Cerritos Community College District		452		810		710		543		544
Clovis Unified School District		438		475		541		665		1,134
South Orange County Community College District		438		634		726		783		678
Simi Valley Unified School District		418		524		371		214		263
Oroville Union High School District		417		109		432		309		320
Pasadena Unified School District		413		335		n/a		n/a		n/a
Santa Rosa Junior College		410		542		520		665		345
Corona-Norco Unified School District		379		563		1,419		772		782
Sweetwater Union High School District		379		473		405		410		1,285
Sutter County Office of Education		372		365		451		386		397
Lompoc Unified School District		366		304		386		197		222
North Orange County Community College District		360		296		387		393		921
Vallejo City Unified School District		333		366		378		575		n/a

ADULT SCHOOLS IDENTIFYING DL ENROLLMENTS	% 24-25	N 24-25	% 23-24	N 23-24	% 22-23	N 22-23	% 21-22	N 21-22	% 20-21	N 20-21
Tamalpais Union High School District		329		n/a		291		307		274
Elk Grove Unified School District		327		356		502		757		755
Madera Unified School District		324		300		277		274		236
Twin Rivers Unified School District		317		269		443		402		427
Fairfield-Suisun Unified School District		307		272		201		174		457
Conejo Valley Unified School District		294		n/a		n/a		n/a		n/a
Moreno Valley Unified School District		282		275		175		275		387
San Leandro Unified School District		273		280		417		455		564
Merced Union High School District		265		188		180		238		n/a
Escondido Union High School District		261		297		358		612		n/a
Fresno Unified School District		256		227		411		843		933
Porterville Unified School District		251		205		188		197		376
El Rancho Unified School District		250		168		206		232		196
Napa Valley Unified School District		250		248		156		264		511
Campbell Union High School District		244		263		290		724		778
ABC Unified School District		237		179		185		194		n/a
Mount Diablo Unified School District		232		338		246		382		853
Berkeley Unified School District		226		311		345		446		571

ADULT SCHOOLS IDENTIFYING DL ENROLLMENTS	% 24-25	N 24-25	% 23-24	N 23-24	% 22-23	N 22-23	% 21-22	N 21-22	% 20-21	N 20-21
Norwalk-La Mirada Unified School District		218		222		228		253		n/a
Petaluma Joint Union High School District		210		257		228		297		434
Jurupa Unified School District		208		204		181		178		314
Tustin Unified School District		205		224		355		289		n/a
Turlock Unified School District		201		109		107		308		367
Monterey County Office of Education (Jail Program)		200		n/a		n/a		n/a		n/a
Merced Union High School District		188		180		238		n/a		n/a
Salinas Union High School District		198		170		121		232		910
Chino Valley Unified School District		198		221		311		293		914
Ventura Unified School District		195		238		216		300		766
Snowline Joint Unified School District		192		150		119		n/a		n/a
Elk Grove Unified School District (Jail Program)		181		127		104		121		203
Redlands Unified School District		180		141		139		n/a		n/a
Pars Equality Center, Los Angeles		178		283		n/a		138		255
Riverside Unified School District		171		349		480		583		791
Placer Union High School District		162		310		266		227		126
Oakland Unified School District		156		n/a		n/a		180		n/a
Burbank Unified School District		145		165		153		147		631

ADULT SCHOOLS IDENTIFYING DL ENROLLMENTS	% 24-25	N 24-25	% 23-24	N 23-24	% 22-23	N 22-23	% 21-22	N 21-22	% 20-21	N 20-21
Pacific Grove Unified School District		144		171		110		n/a		n/a
William S. Hart High School District		143		141		134		186		n/a
Covina-Valley Unified School District		138		185		231		370		556
Jefferson Union High School District		137		n/a		n/a		206		298
Gonzales Unified School District		129		n/a		190		164		104
Castro Valley Unified School District		128		180		175		262		n/a
Liberty Union High School District		127		170		121		166		314
Acalanes Union High School District		125		246		319		276		166
Pajaro Valley Unified School District		123		n/a		n/a		195		715
Beaumont Unified School District		117		166		143		167		172
Monrovia Unified School District		116		105		n/a		n/a		197
Contra Costa County Office of Education (Jail Program)		111		105		109		n/a		n/a
San Juan Unified School District		105		126		572		665		574
Colton Joint Unified School District		103		n/a		n/a		n/a		n/a
Inglewood Unified School District		101		152		113		172		205
Montebello Unified School District		100		247		712		1,170		1,362

ADULT SCHOOLS IDENTIFYING DL ENROLLMENTS	% 24-25	N 24-25	% 23-24	N 23-24	% 22-23	N 23-23	% 21-22	N 21-22	% 20-21	N 20-21
Adult Schools < 100 DL Learners	4.0%	2,454	4.8%	2,802	4.0%	2,633	3.5%	2,352	2.4%	2,134
Total of Identified DL Enrollments	100%	61,757	100%	57,976	100%	65,466	100%	67,588	100%	88,749

Figure 46. List of adult schools with enrollment of distance students of > 700, 100-700 and < 100 for the program years 2024–25, 2023–24, 2022–23, 2021–22, and 2020–21. Federal NRS Report. (Source: CASAS 2021–2025)

Appendix B: Survey tools

Student Technology Intake Survey

File attachment: [Student Technology Intake Survey](#) 

Continuous Improvement Plan Teacher Assessment

File attachment: [Teacher Self-Assessment Survey](#) 

AEFLA Program Implementation Survey

File attachment: [Program Implementation Survey](#) 

WIOA Title II: Technology and Digital Learning California Update Survey

[Technology and Digital Learning Update Survey](#) 