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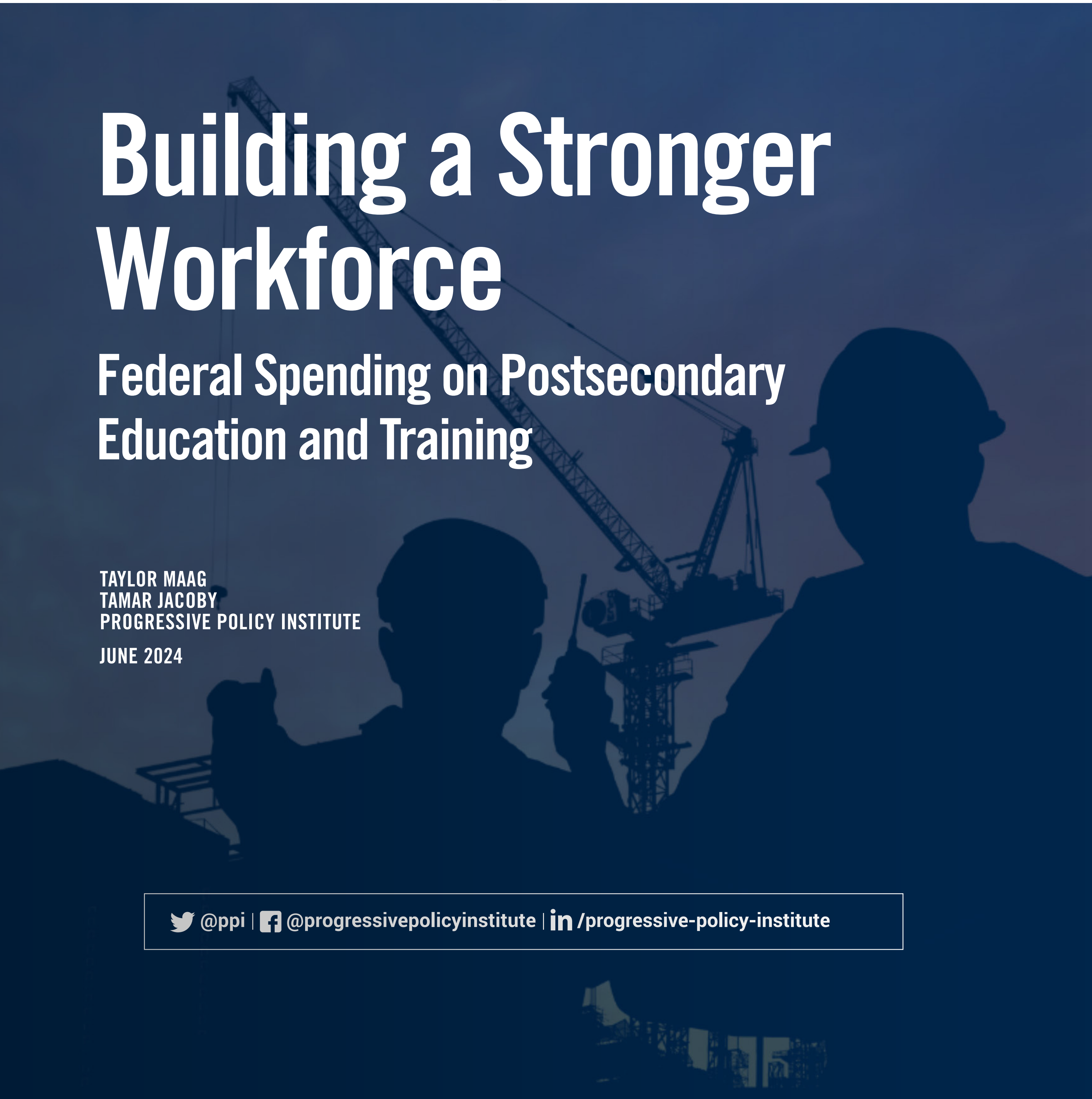

Building a Stronger Workforce

Federal Spending on Postsecondary Education and Training

TAYLOR MAAG
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PROGRESSIVE POLICY INSTITUTE

JUNE 2024

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Executive Summary

America's labor market presents a paradox. Although the unemployment rate is just 3.9%, there are more jobs open than people who can fill them. Nationwide, there are roughly 68 workers for every 100 open jobs. Many factors contribute to this workforce shortage, but one of the most significant is a growing skills gap — millions of workers across the economy are unprepared for in-demand employment opportunities.

In construction and other industries, employers are hurting, desperate for talent, and looking for innovative ways to attract people to open positions. Recent data from the Bureau of Labor Statistics (BLS) show that the construction industry currently has 407,000 job openings. This shortage is expected to grow, with a projected need for 723,000 workers annually due to economic expansion, worker retirements, and the changing skill needs driven by energy transitions and technological advancements. Some 88% of construction firms report having a hard time finding workers to hire.

To address this challenge, employers in construction and other industries are investing in workforce development — working to ensure current and future workers have the skills needed to succeed in high-demand careers. But employers can't do it alone. And although federal funding is available to support skill development, it is not nearly enough. Just $28.2 billion out of a total $139.5 billion allocated annually for postsecondary education and training is spent on workforce development.

This policy brief estimates current federal spending on postsecondary workforce education and training and compares these funding levels to funding for traditional academic programs. This brief explores how investment in workforce education today compares to in investment in recent decades. Finally, it offers examples of how four states are investing in workforce education and offers policy recommendations for stakeholders and policymakers to consider for the future.

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INTRODUCTION

America's labor market presents a paradox. Although unemployment is just 3.9%, there are more jobs open than people who can fill them. Nationwide, there are roughly 68 workers for every 100 open jobs.[1]

Many factors contribute to this workforce shortage, including a lagging labor force participation rate, with 2 million workers missing from the labor market compared to February 2020.[2] Another important reason is a growing skills gap — workers are unprepared for in-demand employment opportunities.

Much of the skills gap is attributed to rapid economic transitions that workers are having difficulty keeping pace with. These transitions are due to the rise of automation and the use of technology, shifting the skills needed for jobs across the board. McKinsey research found that during the pandemic, the U.S. labor market saw 8.6 million occupational shifts, 50% more than in the previous three-year period, and estimates an additional 12 million occupational shifts may be needed by 2030.[3]

In addition to these changes, over the past two years, the Biden administration has made large national investments in landmark legislation such as the Infrastructure Investment and Jobs Act (IIJA), the Inflation Reduction Act (IRA), and the CHIPS and Science Act (CHIPS). These initiatives address multifaceted aspects of national recovery and security while also carrying profound implications for our nation's workforce, creating even more highly skilled jobs without people to fill them.

Industries across the board are hurting, desperate for talent, and looking for innovative ways to attract people to their open positions. The construction industry will play a critical role in implementing the administration's new investments, whether replacing a railroad bridge in Lexington, Kentucky, building a "smart building" in New York City, or constructing a new semiconductor manufacturing "fab" in Phoenix, Arizona. But like America's labor market at large, the construction sector is struggling to keep pace with customers' changing demand.

Recent data from the Bureau of Labor Statistics (BLS) shows that currently the construction industry has 407,000 job openings.[4] This shortage is expected to grow, with a projected need for 723,000 workers annually due to economic expansion, worker retirements, and the changing skill needs due to energy transitions and technological advancements.[5] As a result, some 88% of construction firms report having a hard time finding workers to hire.[6]

To address this challenge, employers in construction and other industries are investing in workforce development — working to ensure current and future workers have the skills needed to succeed in these high-demand careers. And to get the human capital they need, quickly, employers are looking for more rapid ways to train new workers or reskill existing ones.

Federal funding is available to support innovative approaches to skills development and ensure workers keep pace with the needs of the industry — but it's not nearly enough.

This policy brief aims to help employers in the construction industry and other sectors better understand available public funding for talent development. It offers new research — estimating current federal spending on postsecondary workforce education and training — and compares these funding levels to funding for traditional academic programs. Finally, the brief examines how four states are investing in workforce education and offers policy recommendations for stakeholders and policymakers.

SHIFTS IN POSTSECONDARY EDUCATION& TRAINING

If the U.S. does not act now to ensure the nation's workforce is prepared for open job opportunities, more Americans will be unqualified for work and employers will continue to struggle to find talent and remain competitive. But debate remains over the best way to prepare workers for the careers of today and tomorrow.

Today, many policymakers continue to believe we can solve our nation's labor market conundrum with "college for all." As a result, federal and state policies remain strongly biased in favor of subsidies to Americans who attend college, especially those who seek a four-year degree. But most Americans don't earn degrees. Today, 62% of American adults have no bachelor's degree, and that number rises to 72% for Black adults and 79% for Hispanic adults.[7] Additionally, 39 million Americans have some college but no degree. Many spend time and resources with little to show for it except onerous student debt.[8]

While traditional higher education may not be the ideal option in preparing workers for in-demand jobs, overall educational attainment and worker skills need to be improved. In days past, Americans could get good jobs that paid a family-sustaining wage with just a high school diploma. In today's increasingly tech-enabled and data-driven economy, most jobs require at least some postsecondary education.

To meet this need, postsecondary education is rapidly changing. A survey from The U.S. Department of Education showed that the attainment of sub-baccalaureate certificates, and nondegree credentials grew by one-third between 2006 and 2017.[9] Additionally, even shorter-term boot camps have taken the postsecondary system by storm. In 2020, the coding bootcamp market grew by 39% to an estimated 25,000 graduates, up from roughly 18,000 in 2019.[10] These programs tend to be shorter, more affordable, are increasingly online, and tied to an immediate industry need, providing people with flexible options that earn them the skills needed to land a job quickly.

Employers and workers seem enthusiastic about these shifts. While early in the 2000s, many employers began using the degree as a proxy for job preparedness — for example, in 2015, 67% of production supervisor job postings asked for a four-year college degree, even though just 16% of employed production supervisors had graduated from college — today, degree inflation is starting to reverse.[11] In a recent survey, 81% of employers said they are looking at skills rather than degrees as they struggle to fill open positions.[12] Instead employers want proof of technical skill sets or a relevant credential to ensure an individual can succeed immediately on the job.[13]

The public also wants more career-driven options. For example, in a recent PPI survey, which polled roughly 1,000 workers without a four-year degree, 74% stated the need for increased public investment in apprenticeships and career pathways to help workers acquire better skills.[14] Additionally, when asked what they believe would help most toward a good job and career, roughly 50% said affordable, short-term training programs that combine work and learning.[15]

The bottom line: individuals need something after high school, but traditional degree programs aren't ideal. Yet public resources for workforce-oriented postsecondary options have become much more stringent. The public workforce system presents a strong example of this declining investment.

Beginning in 1979, the Comprehensive Employment and Training Act (CETA), provided job training and employment assistance to low-income individuals. At its peak, the program was funded at $17 billion, which would be about $60 billion today.[16] The legislation establishing CETA has gone through three major reauthorizations since then — the Job Training Partnership Act (JTPA), the Workforce Investment Act (WIA), and, in 2014, the Workforce Innovation and Opportunity Act (WIOA). Today, WIOA core programs — the formula funding streams for adult, displaced worker, and youth services plus adult basic education — receive just $4 billion in federal funding per year. This is more than $10 billion less than 50 years ago.[17] What's more, of the $4 billion in WIOA Titles I and II, only about $0.5 billion is spent on training. The rest goes toward other activities, primarily related to career services (i.e., resume building, skills assessments, and career navigation) as well as costs for staff and rent for one-stop service facilities.

WIOA is not the only money Washington spends on workforce preparation. Today there are 43 federal employment and training programs, according to the General Accounting Office. Across all these programs, annual obligations are less than 0.1% of GDP. In contrast, most other industrialized countries spend up to 0.5% of GDP on such efforts.[18]

NEW PPI RESEARCH ON FEDERAL EDUCATION INVESTMENT

Even as the world changes, new research by PPI shows that federal spending continues to skew sharply in favor of traditional higher education at the expense of programs designed to prepare learners for the workplace. Just $28.2 billion out of a total $139.5 billion is spent on workforce development, preparing workers for all U.S. industries that rely on skilled technical labor — construction, but also manufacturing, IT, allied health, and others.

Programs

Aiming for as close as possible a comparison between federal spending on academic learning and workforce education, this policy brief focuses on a subset of the 43 workforce programs identified by the GAO. Most federal spending on academic education flows through individual scholarships — money payable to learners rather than institutions or employers. In workforce education, the largest and most widely used programs also allocate money to individuals, usually through some form of scholarship or vouchers, making these programs directly comparable to federal student aid for academic learning.

Of the 43 workforce programs identified by GAO, this research also includes a number of smaller spending streams dedicated primarily to increasing knowledge and improving skills. The rest of the 43 programs, those not included here, are small and designated for special populations that may pose challenges to employers.

Also, for the sake of comparability, this research looks exclusively at postsecondary investments, excluding state and local spending for high school programs and federal funding for youth-focused initiatives. Below is a list of programs we investigated, what they do, and who they serve:

- **Student Loans:** Student loans are money borrowed from the federal government or a private organization to pay for college expenses, which an individual must repay later with interest. While the student loan model would suggest this investment is eventually repaid, the Biden Administration's Student Loan Forgiveness policy changes how much and if individuals will repay their loans. According to a January 2023 estimate by the Urban Institute, 89% of certificate and associate degree recipients will not fully repay their loans before the loans are forgiven, which is generally between 10 and 20 years from the date they were issued.[19]
- **Pell Grants:** Federal Pell Grants are awarded to undergraduate students who display exceptional financial need and have not earned a bachelor's, graduate, or professional degree. Grants do not need to be paid back and can be used to pay for school-related expenses at eligible two-year community colleges, career schools, trade schools, online schools, and four-year colleges and universities. Currently, Pell Grants can be used only for programs that are at least 16 weeks or 600 clock hours.[20]
- **Perkins V/Career and Technical Education:** The Strengthening Career and Technical Education for the 21st Century Act (also known as Perkins V) was passed in 2018, supporting career and technical education (CTE) programs for youth and adults. Perkins funds both secondary and postsecondary CTE programs, and it is up to each state to determine which system receives what percent of these dollars. As a result, funding varies for postsecondary CTE programs depending on the state and region. Current funding that does exist goes toward a variety of programs that lead to industry-recognized credentials, certificates, and two-year degrees offered through community and technical colleges and other eligible institutions.
- **Workforce Innovation and Opportunity Act (WIOA):** WIOA is legislation overseeing the nation's public workforce system with the dual intent of helping Americans get jobs and helping employers hire and retain skilled workers. While WIOA has five titles, the main activities of the system are covered by Title I, which serves adults, youth, and dislocated workers. A smaller funding stream within Title I of WIOA covers training for previously incarcerated people reentering the workforce. Allowable activities across these programs include training and other career services — helping to connect job seekers to in-demand employment in their regions.
- **Apprenticeship:** Apprenticeship, a training model that is also a job, allows people to

work and earn while they are learning the critical skills necessary for good jobs and careers. The curriculum must align with industry standards and enable apprentices to earn a portable, nationally recognized credential. Although there is no federal program to support apprenticeship, there are available federal funds that support ad hoc grant programs. These programs are run by the U.S. Department of Labor (DOL), Office of Apprenticeship. Funds primarily go towards supporting existing apprenticeship programs and investing in new programs to expand these opportunities to more workers and more industries.

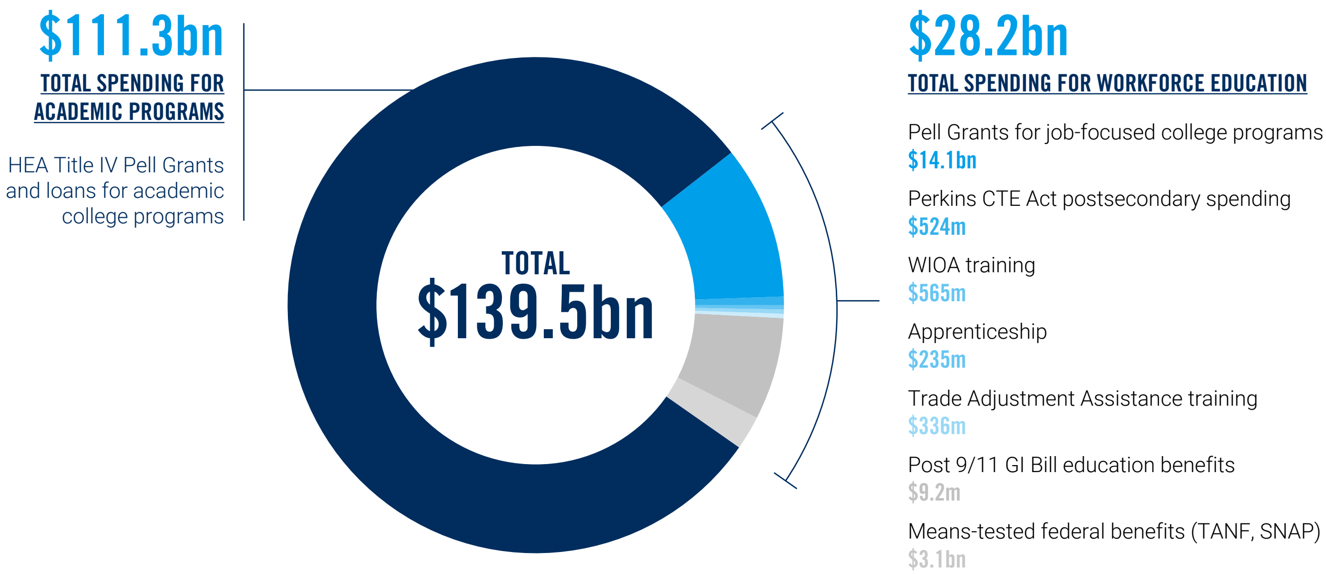
- **Trade Adjustment Assistance Act (TAA):** The goal of TAA, discontinued in July 2022, was to provide holistic supports for workers displaced by trade competition or job shifts abroad. The program offered training and other activities to support workers in transitioning to new jobs. Since July 2022, no new worker groups may be certified, but workers who were receiving benefits prior to the termination date may continue to receive benefits.
- **Post-9/11 GI Bill Education Benefits:** The Post-9/11 GI Bill is for those who have served in active duty after September 10, 2001 — helping to pay for additional education or job training. As of January 1, 2013, veterans had 15 years after their last 90-day active-duty period to use this benefit. Additionally, the Post-9/11 GI Bill is the first version of the historic GI Bill to provide an opportunity for eligible service members to transfer all or a portion of their GI Bill benefits to their spouse or dependent children.
- **Temporary Assistance for Needy Families (TANF):** TANF provides cash assistance for eligible individuals from low-income backgrounds, seeking to facilitate their path to success. The federal TANF block grant and state "maintenance of effort" (MOE) contributions are the primary sources of funding for state TANF programs. Federal funding for the TANF block grant has been set at $16.5 billion each year since 1996. Through this investment, TANF provides work-related supports, including education and training services. Only 8.1% of TANF dollars are used for these activities.[21]
- **Supplemental Nutrition Assistance Program (SNAP):** People participating in SNAP receive monthly benefits through Electronic Benefits Transfer (EBT) cards, which they can use like debit cards to purchase food and groceries. SNAP has a small Education and Training component (SNAP E&T) that helps SNAP participants gain skills, find work, and receive the necessary support services that help them enter or move up in the workforce.

Findings

The total spending across these programs for fiscal year 2022 was $139.5 billion. Of this total, $28.2 billion was spent on postsecondary workforce programs, and just over $111.3 billion was spent on traditional academic programs, including student loans and Pell Grants — demonstrating the disparity in federal investment for academic versus career-oriented postsecondary opportunities.*

** These estimates are rounded to the nearest hundred million.*

FIGURE 1: ESTIMATED FEDERAL SPENDING ON POSTSECONDARY EDUCATION AND TRAINING FOR FISCAL YEAR 2022



Note: Numbers may not sum due to rounding.

In 2020, Opportunity America analyzed federal spending for postsecondary education and training and found an imbalance in favor of traditional academic education rather than job training: just $26.7 billion out of a total $131.3 billion was devoted to workforce preparation.

PPI compared fiscal year 2022 spending to fiscal year 2020 spending to see if anything had changed. During this two-year time frame, PPI found that workforce education increased overall, yet so did spending for traditional academic college programs. From 2020 to 2022, the share of total postsecondary spending on workforce education remained at roughly 20%.

While there was some variation from fiscal year 2022, the overall picture remained the same. Noticeable changes included the rise in Pell Grants being used for job-focused programs, increases in career and technical education at the postsecondary level, and general declines across every other program that was researched. Some of these declines were due to programs phasing out or ending completely, like the Trade Adjustment Assistance Act and the Health Profession Opportunity Grants (HPOG).

FIGURE 2: COMPARISON BETWEEN FISCAL YEAR 2020 AND FISCAL YEAR 2022 SPENDING

PROGRAM	FY22 FUNDING (MILLIONS)	FY20 FUNDING (MILLIONS)
HEA LOANS & PELL GRANTS FOR TRADITIONAL ACADEMIC PROGRAMS (48% OF PELL)	$111,256	$104,900
PELL FOR JOB-FOCUSED PROGRAMS (52% OF PELL)	$14,144	$10,100
PERKINS POSTSECONDARY CTE	$524	$378
WIOA TRAINING	$565	$629
APPRENTICESHIP	$235	$274
TRADE ADJUSTMENT ASSISTANCE TRAINING	$336	$409
POST-9/11 GI BILL EDUCATION BENEFITS	$9,264	$10,100
MEANS-TESTED PROGRAMS (TANF, SNAP)	$3,132	$4,500
TOTAL WORKFORCE SPENDING	**$28,200**	**$26,390**
TOTAL SPENDING FOR POSTSECONDARY EDUCATION & TRAINING	**$139,457**	**$131,300**

Methodology

To ensure the research in this report represented final spending and not just expected or projected amounts, PPI used data from fiscal year 2022 and the 2022-23 academic year — ensuring programs had reported final spending and this reporting was publicly available.

Additionally, some programs researched do not specify whether program dollars are spent on academic or workforce-oriented programs. For example, Pell Grant reporting does not offer a simple breakdown of how much of the total Pell is spent on certain postsecondary programs versus others.

To get a more accurate depiction of funding levels for postsecondary workforce education, PPI relied on Opportunity America's estimated percentage of how much of Pell annually goes toward workforce-oriented programs — which is 52%.[22] We then multiplied that percentage by the total Pell to find $14.1 billion of Pell Grants were spent on postsecondary workforce-oriented programs in the 2022-23 academic year. More detailed explanations of our methodology across programs can be found in Appendix I.

STATE CASE STUDIES

While federal funding remains biased in favor of traditional academic coursework, states are investing in a broader range of postsecondary options. Over the past decade, to take just one example, more than half the states have created new funding streams for short postsecondary programs that prepare learners to earn workforce credentials, including industry certifications. According to a 2023 report from HCM Strategies, some 28 states now spend roughly $3.81 billion on targeted programs of this kind.[23]

This investment is not partisan. Red and blue states alike are investing in innovative workforce initiatives to prepare workers for in-demand jobs.

Below are case studies from states across the political spectrum — two established programs and two new initiatives that appear particularly promising for employers.

VIRGINIA'S NEW ECONOMY WORKFORCE CREDENTIAL GRANT (WCG)

WCG uses a pay-for-performance model to fund workforce training that leads to credentials in high-demand fields. Income-eligible individuals can draw down state grant dollars for short-term credential programs.[24] Also known as FastForward, the program is run by Virginia's Community Colleges, where all programs are codeveloped and signed off on by employers across the state. An eligible individual can use the grant money to enroll in a program, receive training at a local community college, and then go on to earn an industry-recognized credential.

Since participating colleges are drawing down state financial aid, institutions are required to submit student-level data to the state to better understand student demographics and their programmatic outcomes. The WCG program primarily serves nontraditional students, with a median age of 32. Prior to enrolling in the WCG programs, the median annual wage of these students was $24,877. Twelve months after completing the program, the median wage increases to $30,274, representing a $5,397 or 22% increase compared to pre-program wages.[25] This demonstrates the impact these types of postsecondary opportunities can have on today's job-focused students.

INDIANA'S EMPLOYER TRAINING GRANT

More than one million jobs must be filled in Indiana over the next 10 years. To help Hoosier companies meet this need, in 2018, Indiana established the Employer Training Grant, which reimburses employers who train, hire, and retain new or incumbent workers to fill in-demand positions within recognized job fields. The Employer Training Grant is available for eligible occupations in six priority sectors, including building and construction, advanced manufacturing, agriculture, health and life sciences, IT and business services, and transportation and logistics. The grant reimburses employers up to $5,000 per employee who is trained, hired, and retained for six months, up to $50,000 per employer.

To date, nearly 30,000 Indiana workers have been trained for better jobs through the Employer Training Grant. But as is often the case with workforce funding designed to flow through business, uptake is not as robust as some policymakers had hoped and is not evenly distributed across industries.[26]

PENNSYLVANIA'S COMMONWEALTH WORKFORCE TRANSFORMATION PROGRAM

In the summer of 2023, Governor Josh Shapiro signed an executive order to create the Commonwealth Workforce Transformation Program.[27] The program invests up to $400 million, leveraging federal funding from recovery and recent packages to support on-the-job workforce training over the next five years. The program is designed to support companies, contractors, and unions working on projects funded by IIJA or the IRA to reimburse costs related to on-the-job training for new workers, including pre-apprenticeships, apprenticeships, and other types of models. If employers commit to training these workers and keeping them on the job for at least six months, the Commonwealth will reimburse the employer for the cost of training for up to $40,000 per worker.

COLORADO'S PLAN TO BOOST WORKFORCE IN THE STATE

For every unemployed Coloradan, there are two job openings. In March of this year, Governor Jared Polis and a group of state lawmakers announced nine bills to help expand and grow Colorado's workforce and address this challenge.[28]

As part of this effort, Governor Polis proposes $30 million in refundable tax credits available to employers of all sizes to create new apprenticeship programs. The tax credits are meant to help defray the costs of apprenticeships by providing an as-of-yet-undecided flat amount per apprentice.

Additionally, Governor Polis is asking for another $2.5 million to be set aside to grow the ecosystem of qualified intermediaries. Such intermediaries can include economic development organizations, industry or trade associations, nonprofit groups such as chambers of commerce, and entities that represent a group of business partners. Lastly, the governor also asks the Colorado legislature to set aside $20 million in tax credits for employer-led public-private partnerships that develop skills-training programs specifically in the construction and manufacturing sectors.[29]

POLICY RECOMMENDATIONS

While state efforts to address workforce shortages are promising, it's clear more must be done at the national level to transform our postsecondary systems and address current funding constraints to meet worker and employer needs. This section offers policy recommendations on how to address these challenges and ideas to guide future federal and state action.

- **Increase public investment in workforce development:** Current funding levels are not sufficient to provide jobseekers or underemployed workers with the training they need to progress into careers that offer family-sustaining wages. Policymakers should increase resources to postsecondary workforce programs and ensure less disparity between these programs and traditional academic pathways.

To do this, funding should be increased across the board. One place to start would be doubling the amount of federal investment for Perkins or other career and technical education programs. While this would be a significant influx of funding to the system, it still wouldn't be enough to meet the workforce needs of today. Other supplemental action could include expanding Pell Grants for shorter-term workforce-oriented postsecondary programs,[30] fully funding the workforce system through WIOA and, with the outcomes and economic impact of apprenticeship, ensuring a more fully-funded national apprenticeship system.[31]

- **Invest in what works:** While more money is welcome, greater investment isn't the only solution to fixing our college-focused postsecondary system. Policy should also enable individuals to pursue more flexible and affordable ways to acquire higher skills and higher-wage jobs. This includes continuing to support earn-and-learn models[32] but also testing new models that have the potential to prepare people more rapidly for good jobs. The FastForward program in Virginia, among others, demonstrates how public dollars can go to short-term programs while ensuring strong outcomes through innovative financing models like pay for performance.
- **Ensure employers are in the driver's seat:** To ensure investments lead to strong outcomes, training programs must be heavily informed by employers. Policymakers can better do this by supporting public-private partnerships and incentivizing employer participation in public programs, like the Employer Training Grant in Indiana and newer incentive programs established in Pennsylvania and Colorado. Another strong example at the federal level is the Department of Commerce's Good Jobs Challenge, which was started as part of the American Rescue Plan Act (ARPA). This grant program is supporting 32 sites in developing sector-led training programs, nine of which are focused on construction.[33] These efforts are working to enable a group of employers, regardless of their size, to work together to inform talent development strategies in a region, partnering with the public sector to offer the training and ensure job placement upon completion of the program. However, to date, these programs are done through small grant programs and are not widely adopted or scaled.

  Also problematic, many funding streams designed to support employer-driven training remain underused. Opportunities aren't well advertised; employers concerned about red tape hesitate to apply for government grants. And funding, including money provided by several WIOA programs, fails to have its intended impact. This is a challenge for policymakers and employers alike — how to ensure that funding for employer-driven training is spread evenly across sectors and used to the greatest effect.
- **Focus on employer-centered partnerships:** Employer-centered partnerships are critical to ensure employer participation, involvement, and national scale. These can include partnerships between individual groups of employers, trade associations, training providers, and local economic development agencies, among others. Partners can help to stand up and sustain successful workforce development programs through convening necessary partners, handling processes, and providing training. These actions can help

remove barriers related to time and cost for individual businesses and instead move toward a more collective industry strategy. Policymakers should begin by exploring the value of these partnerships and then commit to supporting them.

CONCLUSION

The U.S. economy is facing a time of extreme transition. The changing nature of work and the creation of new jobs in infrastructure, energy, and semiconductor fields is exacerbating the workforce shortages plaguing industries across the country. Industries like construction are grappling with this challenge and looking for innovative ways to attract people to open jobs.

Yet policymakers, especially at the federal level, continue to undervalue the importance of workforce development and more flexible, affordable, and industry-responsive postsecondary programs and instead prioritize investments in degree programs — expensive, exclusive programs that often aren't needed to get a good job in today's labor market.

To ensure workers are prepared for the jobs of today and tomorrow and that employers have the talent they need for regions across the U.S. to thrive, policymakers must more equitably invest in postsecondary workforce education and training, make sure investments flow to what works and ensure employers are part of the solution. This action is urgent not only to enhance individual opportunity but also boost the competitiveness and resilience of the American economy.

ABOUT THE AUTHORS

Taylor Maag is the Director of Workforce Development Policy at PPI and leads PPI's New Skills for a New Economy project. In this role, Taylor focuses on developing policy solutions that strengthen our nation's workforce, ensuring employers have the talent they need to remain competitive and people have the skills and critical supports necessary to succeed in today's and tomorrow's economy.

Tamar Jacoby is a Project Lead at PPI and is the former president at Opportunity America.

Appendix

APPENDIX I: METHODOLOGY FOR PPI CALCULATIONS

PERKINS	Calculations of Perkins spending are based on the Perkins Collaborative Resource Network's 2022 estimate that 38% of that year's Perkins formula funding was used for postsecondary career and technical education.[34] PPI found 38% of total Perkins spending to find the total amount of $524 million.
PELL FOR JOB-ORIENTED PROGRAMS	The 2021 OA Community College Survey estimates that 52% of Title IV-eligible learners are enrolled in job-focused programs.[35] Total Pell spending for the 2022-23 academic year is allocated accordingly: 48% for academic education and 52% for job-related programs – totaling roughly $14.1 billion.
WORKFORCE INNOVATION OPPORTUNITY ACT (WIOA) TRAINING	Calculations of the share of WIOA spending devoted to training are based on US Department of Labor WIOA performance reports for FY 2022. The total includes the training dollars spent on the Title I Adult program, Title I Dislocated Worker program and the Title I National program — the Reentry Employment Opportunities (REO) Program totaling $565 million.[36]
STUDENT LOANS	According to a January 2023 estimate by the Urban Institute, 89% of certificate and associate degree recipients will not fully repay their loans before the loans are forgiven, which is generally between 10 and 20 years from the date they were issued.[37] Considering this uncertain return rate, this report's one-year snapshot of federal spending treats loans as an expenditure.

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