

Adult Education and Literacy Outcomes Report to the Texas Legislature for Fiscal Year 2024

Background

Texas Labor Code §315.002 requires the Texas Workforce Commission (TWC) to report the Adult Education and Literacy (AEL) program's educational and employment outcomes to the Texas Legislature by December 1 of every even-numbered year. Additionally, [Rider 44 of the General Appropriations Act](#) (GAA), passed by the 88th Texas Legislature, Regular Session (2023), requires TWC to report to the legislature on adult literacy activities and performance measures. Rider 44 further requires that the report "...identify the types of literacy programs conducted by providers and the measurable outcomes on literacy performed by the program." This report fulfills both legislative requirements and includes the following appendices that provide additional details on AEL programs:

- [Appendix A: AEL Performance Measures for Fiscal Year 2024](#) contains tables that provide AEL enrollment, employment, and educational outcomes of AEL participants in addition to educational functioning level (EFL) gains data.
- [Appendix B: List of AEL Core Grant Recipients FYs 2018–2024](#) provides a list of the current AEL grant recipients (through June 30, 2024) to whom TWC has awarded AEL grant funds for providing AEL services.
- [Appendix C: National Reporting System–Approved Tests for Use in AEL Programs](#) provides the list of AEL tests that grant recipients may use to identify an AEL participant's EFL.

AEL Grant Recipients

On July 1, 2018, TWC awarded AEL providers with multiyear grants funded by the federal Adult Education and Family Literacy Act (AEFLA), as authorized under Title II of the Workforce Innovation and Opportunity Act (WIOA). The five-year grant cycle ended June 30, 2024. The data points used in this report are from the 33 grant recipients that provided AEL

services during the outlined reporting periods. These grants were composed of sole and consortium entities, which included 16 colleges, five education service centers (ESCs), five independent school districts (ISDs), four Local Workforce Development Boards (Boards), and three nonprofit organizations. Appendix B provides a list of the 33 AEL core grant recipients.

Eligibility for AEL Services

TWC's eligibility requirements for individuals enrolling in AEL services mirror those outlined in WIOA. To be eligible to receive AEL services, an individual must:

- be at least age 16;
- not be enrolled in or required by Texas law to be enrolled in secondary school;
- be basic skills deficient;
- not have a secondary school diploma or its recognized equivalent and has not achieved an equivalent level of education; or
- be an English Language Learner.

Each of these eligibility criteria indicates that the individual needs academic supports—whether to increase numeracy or literacy skills or improve English fluency—to attain an educational or employment goal. Therefore, AEL grant recipients provide all AEL participants basic skills instruction in math, reading, writing, and/or English.

Requirement for Literacy Skills Advancement in All AEL Programs

AEL grant recipients are required to perform a comprehensive assessment of each individual entering into the AEL program. The assessment includes the administration of an Office of Career Training and Adult Education (OCTAE)-approved test to determine the individual's EFL or a comparable test approved by the state, known as an Alternative Placement test.

After fully assessing an individual, AEL grant recipients enroll the participant in the appropriate AEL services based on the participant's educational and employment goals and their EFL. AEL grant recipients must track and report on the outcomes of each participant.

In June 2024, the US Department of Education (ED) expanded the ways that participants' progress in reaching educational and employment outcomes is measured and reported. Previously, AEL programs were limited to measuring participant progress mostly through the use of specific tests.

Participants may now achieve Measurable Skill Gains (MSGs) by using any of the following seven options:

1. Pre- and post-testing using the National Reporting System (NRS)-approved tests—All participants who are pre-tested with an NRS approved test, who make a level gain on a post-test of the same type
2. Successful transition to postsecondary education enrollment after participating in AEL services in the same program year
3. Passing of any state-approved high school equivalency (HSE) sub-test/content area (Example: GED® subtest [Math, Reasoning Through Language Arts, Science, or Social Studies])
4. Achievement of a Texas Certificate of High School Equivalency (TxCHSE)
5. Transcript or report card showing satisfactory progress in workforce training or Apprenticeship program
6. Progress in reaching established milestones set by an employer or workforce training provider
7. Passage of an occupational exam or attainment of occupational skills

Of all participants in Program Year 2024 (PY 2024) who were pre- and post-tested using an NRS-approved test, 70.57 percent made an EFL gain in at least one of the following competencies:

- Reading
- Writing
- Math
- Speaking (ESL)
- Listening (ESL)

Appendix B provides a list of TWC-approved tests used to measure a participant's success in completing an EFL gain.

AEL Content Standards

All AEL-funded providers must align curriculum with the TWC AEL Content Standards. First developed in 2016, the Content Standards increased the rigor of the AEL program as well as the relevance of adult education in general by aligning the standards with established assessments and other standards, such as the following:

- The Texas College and Career Readiness Standards (TCCRS)
- The End-of-Course Exams for the State of Texas Assessments of Academic Readiness (STAAR)
- The Texas Essential Knowledge and Skills (TEKS)
- The Texas Certificate of High School Equivalency (TxCHSE)
- The Texas Success Initiative Assessment (TSIA)

Approximately every two years, the Content Standards are reviewed, and since inception there have been multiple revisions to ensure that Texas is responsive to the changing educational needs of adult learners seeking employment and postsecondary education options. Revisions are as follows:

- 2016: Texas AEL Content Standards (new academic standards)

- 2019: Texas AEL Content Standards v.2, Alignment to Industry Clusters: Advanced Manufacturing; Construction and Extraction; Healthcare Sciences; and Transportation, Distribution, and Logistics
- 2021: Texas AEL Content Standards v.3, Standards for Family Literacy and Civics
- 2023: [Texas AEL Content Standards v.4, Standards for Digital Literacy](#)

Appendix A—AEL Performance Measures for Fiscal Year 2024

The Legislative Budget Board (LBB) defines the AEL program’s state performance accountability measures, as published in the GAA, and federal measures set by ED are negotiated each year.

Texas met all federal performance measures for the AEL program in PY 2023, which runs July 1, 2023, through June 30, 2024.

State targets are both enrollment- and performance outcome-based. Federal measures are performance outcome-based; there are no federal enrollment measures.

During each AEL program year—July 1 to June 30—AEL grant recipients are assigned enrollment and performance measures to assist the state in meeting both state and federal accountability measures.

Enrollment targets, which are TWC-assigned contracted measures, are linked to types of AEL services. Each AEL grant recipient is assigned enrollment targets in the following categories:

- **Intensive AEL Services:** This service model includes workplace literacy programs, services for internationally trained professionals, and transition to reentry and post-release services for incarcerated individuals.
- **Integrated Education and Training (IET) Services:** This service model provides basic skills instruction in reading, writing, and math, which is contextualized to support workforce training. (For example, a participant receives instruction in reading and writing skills specific to the health care field while training to be a phlebotomist.)
- **Overall Participant Enrollment:** Each AEL grant recipient is assigned an overall enrollment target. This target is composed of participants in Intensive and IET services, as well as individuals receiving services for TxCHSE preparation, bridge programs to postsecondary education and training, and English as a Second Language programs.

Table 1: Participants Enrolled

Participants Served (September 2023–August 2024)	Number
<p>Number of AEL Participants Served</p> <p>“Participants” are defined as individuals who complete at least 12 instructional hours.</p>	71,638
<p>Number of AEL Participants in Career Pathways Courses</p> <p>See table with Career Pathways by year for more details.</p>	14,465
<p>Integrated Education and Training</p> <p>IET includes basic skills instruction in reading, writing, and math contextualized to support workforce training.</p>	8,189
<p>Work-Based Services</p> <p>Services are provided in collaboration with an employer or employee organization at a workplace or off-site location and are designed to improve the productivity of the workforce.</p>	938
<p>ESL Professionals</p> <p>Services are provided to professionals with degrees or credentials from their native countries.</p>	4,677
<p>Reentry Corrections</p> <p>Services are provided to promote successful adjustment to the community and prevent recidivism.</p>	1,109
<p>Number of Distance Learners (any AEL students with more than zero proxy hours)</p> <p>“Distance Learner” is defined as any student who receives asynchronous instructional learning.</p>	33,260

Table 2: Employment Outcomes

Outcomes (Employment)	Numerator	Denominator	Rate
<p>AEL Participants Employed and/or Enrolled in the 2nd Quarter after Program Exit (exiters July 2022–June 2023)</p> <p>Denominator: All participants who exited the program during the reporting period</p> <p>Numerator: The number of participants who are either employed or enrolled in a postsecondary education or training program in the 2nd quarter after exiting the AEL program</p>	22,207	54,621	40.66%
<p>AEL Participants Employed and/or Enrolled in the 2nd–4th Quarters after Program Exit (exiters January 2022–December 2022)</p> <p>Denominator: The number of participants who were employed or enrolled in postsecondary education during the 2nd quarter after exit</p> <p>Numerator: The number of participants who exited and were employed or enrolled in postsecondary education in the 3rd and 4th quarters after exit</p>	17,831	20,790	85.77%

Table 3: Educational Outcomes (Credential Rate)

Note: Deadline for exiters to obtain the HSE was August 31, 2024.

Outcomes (Credential Rate)	Numerator	Denominator	Rate
<p>Percent of High School Diplomas or HSEs Issued to Adults as a Result of Program (exiters June 2023–May 2024)</p> <p>Denominator: AEL exiters who were enrolled in an HSE program (took all components of the HSE test)</p> <p>Numerator: AEL exiters who received a TxCHSE</p>	2,902	4,019	72.21%
<p>Credential Attainment Rate for IETs (exiters January 2022–December 2022)</p> <p>Denominator: AEL exiters who were enrolled in an IET program</p> <p>Numerator: AEL exiters who received a credential within a year of exit</p> <p>Note: This measure aligns with the federal methodology for credential attainment rate.</p>	2,870	6,247	45.94%
<p>Credential Attainment Rate for Non-IETs (exiters January 2022–December 2022)</p>	1,601	4,057	39.46%

Outcomes (Credential Rate)	Numerator	Denominator	Rate
Note: This measure aligns with the federal methodology for credential attainment rate.			

Table 4: Outcomes (EFL Gains)

Outcomes (EFL Gains) This performance supports a federal performance measure.	Numerator	Denominator	Rate
<p>Percent of AEL Participants Who Completed the Level in which They Are Enrolled (participants September 2023–August 2024)</p> <p>Denominator: All AEL participants</p> <p>Numerator: AEL participants who made an MSG through only pre-/post-testing method within the reporting period</p>	22,737	71,638	31.74%

Table 5: Career Pathways Enrollments

Fiscal Year	AEL Participants in Career Pathways Courses
FY 2021 September 20–August 21	9,785
FY 2022 September 21–August 22	11,786
FY 2023 September 22–August 23	14,668
FY 2024 September 23–August 24	14,465
Unduplicated Total for FY 2021–2024	42,131
FY 2025 September 24–August 25 (projected–Avg of FY 2021-2024)	12,676
FY 2026 September 25–August 26 (projected–Avg of FY 2021–2024)	12,676
Projected Total FY 2021–2026 Note: The FY 2025 and 2026 totals were added to the unduplicated total for FY 2021–2024 to get the projected total for FY 2021–2026	67,483

Appendix B—List of AEL Core Grant Recipients FY 2018–2024

- Abilene Independent School District
- Amarillo College
- Angelina County Junior College
- Austin Community College
- Brazos Valley Council of Governments
- Brownsville Independent School District
- Central Texas College
- Community Action, Inc., of Central Texas
- Dallas County Local Workforce Development Board
- Denton Independent School District
- Grayson College
- Houston–Galveston Area Council
- Howard College
- Laredo Community College
- Literacy Council of Tyler
- McLennan Community College
- Midland College
- Navarro College
- Odessa College

- Paris Junior College
- Region 1 Education Service Center
- Region 2 Education Service Center
- Region 5 Education Service Center
- Region 9 Education Service Center
- Region 17 Education Service Center
- Restore Education
- Southwest Texas Junior College
- Temple College
- Texarkana College
- Victoria College
- Weatherford Independent School District
- Workforce Solutions Tarrant County
- Ysleta Independent School District

Appendix C—National Reporting System–Approved Tests for Use in AEL Programs

OCTAE [determines which tests](#) AEL programs may use to report performance through the NRS. Each December, TWC must submit to OCTAE the names of the tests that will be used in the AEL program for the following program year. OCTAE must approve this policy each year.

Test Name	Type of Test	Content Domains Tested	Approved by TWC for Use in Texas?
Tests of Adult Basic Education 11&12 (TABE 11&12)	Adult Basic Education	Literacy/English, Language Arts, and Mathematics	Yes
Comprehensive Adult Student Assessment System (CASAS) Reading GOALS	Adult Basic Education	Literacy/English, Language Arts	Yes
Massachusetts Adult Proficiency Test— College and Career Readiness (MAPT-CCR) for Reading	Adult Basic Education	Reading	No
Massachusetts Adult Proficiency Test— College and Career Readiness (MAPT-CCR) for Mathematics	Adult Basic Education	Mathematics	No

Test Name	Type of Test	Content Domains Tested	Approved by TWC for Use in Texas?
Comprehensive Adult Student Assessment System (CASAS) Math GOALS Series	Adult Basic Education	Mathematics	Yes
Basic English Skills Test (BEST) Literacy	English as a Second Language	Reading and Writing	Yes
Basic English Skills Test (BEST) Plus 2.0	English as a Second Language	Speaking and Listening	Yes
Comprehensive Adult Student Assessment Systems (CASAS) Life and Work Listening Assessments (LW Listening)	English as a Second Language	Listening	Yes
Comprehensive Adult Student Assessment Systems (CASAS) Reading Assessments (Life and Work, Life Skills, Reading for Citizenship, Reading for	English as a Second Language	Reading	Yes

Test Name	Type of Test	Content Domains Tested	Approved by TWC for Use in Texas?
Language Arts— Secondary Level)			
Tests of Adult Basic Education Complete Language Assessment System English (TABE CLAS–E).	English as a Second Language	Reading and Writing, Listening, and Speaking	Yes
