

Texas Workforce Investment Council • 2010 -

**A PRIMER ON ADULT EDUCATION IN TEXAS**



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**Texas Workforce Investment Council  
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## Introduction

The Texas workforce system is comprised of a number of programs, services and initiatives administered by eight state agencies and 28 local workforce development boards, as well as independent school districts, community and technical colleges and local adult education providers. System partners are responsible for the delivery of over 20 workforce education and training programs and related services, as well as education programs that support career preparation and advancement.

One of these programs, adult education, plays a critical role in the development of a well-educated, highly skilled workforce by offering basic education and English as a second language services to Texans who have low levels of education, do not speak English, or both. The service delivery system for adult education in Texas is complex, consisting of numerous types of organizations operating at the state, regional and community levels. Some receive state and federal funding and report their program outcomes to the state. Others do not receive public dollars and do not report their numbers served and program outcomes to the state or to any other single coordinating entity. Therefore, it is difficult to capture the total number of Texans receiving assistance through publicly funded programs, non-profits, and faith-based organizations. Even so, the challenge to this program, as well as to the larger system and ultimately to the State, is that there are far more Texans in need of these services than there is the capacity to serve them.

## Scope of Report and Future Research

Over the next 12 months, the Texas Workforce Investment Council (Council) will review aspects of adult education and the programs and services offered by three system partner agencies: the Texas Education Agency (TEA), the Texas Workforce Commission (TWC), and the Texas Higher Education Coordinating Board (THECB). This initial report focuses largely on TEA's adult education programs funded by Title II of the Workforce Investment Act of 1998 (Public Law 105-220). Recent legislation has encouraged collaboration between the three agencies and increased the roles of TWC and THECB in the Texas adult education system. However, the scope of this report is focused on the primary programs responsible for the ongoing provision of adult education services while recognizing the importance of adult education initiatives designed to supplement or complement other training programs. The adult education initiatives of the TWC and the THECB are discussed in Appendix A.

This report lays the groundwork for further research by providing policymakers, workforce system partners, and adult education stakeholders with current information about adult education legislation, funding, the service delivery system, current and future populations in need of adult education services, and program reporting and accountability. Future briefs will go into more detail in one or more of these areas and will focus on specific issues. Recommendations for policy and program administration will be offered in these future companion publications.

## The Texas Workforce Investment Council

The Council was created in 1993 by the 73<sup>rd</sup> Texas Legislature. As an advisory body to the Governor and the Legislature, the Council assists with strategic planning for and evaluation of Texas' workforce development system. The Council promotes the development of a well-educated, highly skilled

workforce for Texas and advocates a workforce system that provides quality workforce education and training opportunities. The 19-member Council includes representatives from business, labor, education, community-based organizations and the Council's five member state agencies.

### *Statutory Directive*

Under Title 10 Texas Government Code (TGC) Section 2308.1016, the Council is responsible for facilitating the efficient delivery of integrated adult education and literacy services in Texas. The Council is charged with evaluating the adult education programs administered by TEA and TWC and identifying duplication of planning, lack of adequate client information sharing, and any other problems that adversely affect the delivery of adult education and literacy programs.

### *The Council's Early Work on Adult Education*

As directed by Senate Bill (SB) 280 (2003), later codified as 10 Texas Government Code Section 2308.1016, the Council published *A First Look at Critical Issues Surrounding Adult Education and Literacy in Texas* in December 2003. That report was written as a broad, initial evaluation to serve as a foundation for further research and strategy development. The report describes the state of adult education and literacy in Texas, the delivery structure of service providers, program performance and accountability data, coordination and cooperation among programs, and the projected future need for adult education in Texas. In order to address the gaps and barriers in service that were identified in the report, the Council presented two recommendations with six associated strategies, respectively:

- **Recommendation 1:** Develop a shared adult education identity and establish priorities through the formalization and implementation of cross-agency planning, administrative and contracting processes, reporting and evaluation, and data collection to support that identity.
- **Recommendation 2:** Increase the capacity of the adult education and literacy programs and services in Texas to meet current and future needs of Texans through: increased levels of funding, alternative program delivery models and greater access.

During 2004, the Council and its adult education partners – TEA/Texas LEARNS, TWC, and THECB – worked to identify issues and develop a plan that outlined long term strategies for improvement. The Council facilitated a planning group comprised of agency representatives that met multiple times during the spring and summer of 2004. Their efforts resulted in the creation of a concise, outcome-focused tri-agency plan: *Adult Basic Education in Texas – An Architecture for System Enhancement*. This plan was a first step in addressing the concerns identified in the Council's report.

The Council reconvened the planning group in November 2004 to add specific actions and timelines to the strategies in the tri-agency plan. The group added major milestones, assigned tasks to each agency, and developed additional strategies to address the recommendations regarding collaborative planning efforts in the Council's 2003 report. In December 2004, the Council approved this adult education strategic action plan to be included in the 2005 update to *Destination 2010: FY2004-2009 Strategic Plan for the Texas Workforce System*.

Over the next several years, the Council, through its System Integration Technical Advisory Committee, continued to facilitate implementation of the adult education strategic action plan. Agency partners implemented system enhancements to improve adult education outcomes, further integrate local

service delivery, and ensure ongoing collaboration at the state and local levels. For example, the Industry-Specific Curriculum Development project established by the 79<sup>th</sup> Texas Legislature in Education Rider 82 of HB 1 (2005) required TEA to develop demand-driven workplace literacy and basic skills curriculum. The project targets adults learning English as a second language (ESL). Curricula, teacher and administrator resources were developed for the industry sectors of healthcare, sales and service, and construction and manufacturing trades. After completion of a 'soft launch' in 2006, teacher training and pilot implementation continued in 2007.

In FY2008, TWC published a field guide and funded training sessions to assist local boards, workforce center staff, and education and training professionals with the delivery of services to participants who are not proficient in English. Also in FY2008, Adult Technology Training grants were issued for projects that integrate occupational training, vocational ESL, technology application training and General Educational Development (GED) test preparation (if required for employment or training).

In September 2008, THECB published *Adult Basic Education: Aligning Adult Basic Education and Postsecondary Education*, detailing their coordinated efforts with TEA in the development of action plans to align ABE and postsecondary education. The progress made by partner agencies on the adult education strategic action plan and the associated key outcomes are detailed in *Evaluation 2009: Accomplishments and Outcomes of the Texas Workforce Development System and Final Report on Destination 2010* (Texas Workforce Investment Council, 2009).

### *Texas Workforce Investment Council's Continuing Focus on Adult Education*

The Council's focus on adult education is directed by state statute as previously described in the Statutory Directive section. Adult education programs provide the basic instruction in reading, writing, math and English literacy required for adults to transition successfully into the labor market and to pursue further education and training. Additionally, the role of adult education is increasingly critical when considering recent research indicating that future jobs will require training above a high school level (Holzer & Lerman, 2007), a large portion of the "baby-boom" labor force will soon be eligible for retirement (U.S. Department of Labor, 2001), and increasing numbers of workers lack high school diplomas and English literacy skills (National Commission on Adult Literacy, 2008). This is particularly important to Texas, since 20.4% of Texas adults over age 25 did not have a high school diploma or GED in 2008.

## Defining Adult Education

*Adult education* is a term that is often applied as a broad reference for numerous and distinct types of adult learning activities. At its most inclusive, adult education can comprise almost any educational program designed to teach adults literacy, developmental education, English as a second language, workforce education, job skills, life skills, and so on. However, overgeneralization of the term can cause confusion for policy makers and program administrators because it does not define the parameters necessary for effective program management and oversight, nor does it recognize the important differences between distinct types of educational programs.

Both the Council's state statutes and the federal law narrow the term by defining eligible participants and key activities. The scope of this report is, therefore, based on those statutory definitions. At the federal level, Title II of the 1998 Workforce Investment Act (WIA), the Adult Education and Family

Literacy Act, defines adult education as the instruction and services below postsecondary level provided for individuals:

- Who are 16 years old and older,
- Not enrolled or required to be enrolled in secondary school under state law,
- and who:
  - Lack basic educational skills to function effectively in society,
  - Do not have a secondary diploma or equivalent, or
  - Are unable to speak, read, or write English.

At the state level, 19 Texas Administrative Code (TAC) Section 89.21 defines adult education as basic and secondary instruction and services for adults. Basic services (adult basic education) are defined as instruction in reading, writing, English, and math, including functional context, designed for adults who: have minimal competencies; are not competent to speak, read, or write English; or are not competent to meet the requirements of adult life. Secondary services (adult secondary education) include instruction in reading, writing, literature, math, science, and social studies below the college credit level for adults who do not have a high school diploma or its equivalent.

The working definition of adult education used in this report is derived from the definitions outlined in Title II of the Workforce Investment Act and 19 TAC Section 89.21. In this report, adult education includes:

- Adult Basic Education (ABE): instruction in basic skills for adults beyond compulsory education who have competencies below the high school level in reading, writing, and math. ABE can include functional context such as workplace literacy and family literacy.
- Adult Secondary Education (ASE): instruction for adults beyond compulsory education with competencies at or below the high school level but who do not have a high school diploma or equivalent. ASE can be context-specific, but usually prepares adults for high school completion or the General Educational Development (GED) test.
- English as a Second Language (ESL) Literacy: instruction for adults beyond compulsory education who lack competence and proficiency in English. ESL may be taught concurrently with civics education.

Adult education services are focused on individuals in Texas who are 16 years old and older, not enrolled in school, and who do not have a high school diploma or equivalency. Examples of adult education programs include federal and state funded ABE, ASE, ESL, and GED programs; adult education programs sponsored by community organizations; family literacy programs; employee basic skills and work readiness programs; and adult education programs in correctional facilities. These programs generally emphasize basic skills in reading, writing, math, and English language competency to prepare adults for jobs or further academic instruction. This definition, though somewhat narrowed by statutory parameters, provides a starting point for understanding the role of adult education in workforce development.

## Governing and Relevant Legislation

Adult education in Texas is governed by both federal and state law. These laws define adult education in Texas by detailing the services provided, establishing the eligibility criteria for these services, and identifying the state agencies responsible for overseeing these services. Legislation is inextricably linked to program funding since the laws authorize the budgets and designate the agencies that will administer the funds. However, funding will be discussed in a separate section.

TEA is the state agency with primary responsibility for adult education. A review of relevant state legislation also identifies additional agencies in the state's adult education system and illustrates the interdependencies between these agencies. Texas law directs TWC and TEA to collaborate on the implementation of adult education services and designates the Council to evaluate the adult education administered by TEA and TWC. Bills from the 80<sup>th</sup> (2007) and 81<sup>st</sup> (2009) Texas Legislatures promote a tri-agency partnership between TEA, TWC, and THECB and direct THECB to work with TEA to develop coordinated action plans to align adult education and postsecondary education. Another bill from the 81<sup>st</sup> Texas Legislature, HB 4328, requires TWC to create an interagency literacy council, with representatives from TEA and THECB, to study and promote literacy in Texas.

Several bills from the 81<sup>st</sup> Texas Legislature also provide funding and establish grant programs to support adult education in Texas. Education Rider 46 in Senate Bill 1 (2009) directs TEA to make changes in the distribution of adult education funding. Additionally, funds are allocated to THECB so that competitive grants can be awarded to community colleges and public technical institutions for increased adult education participation. Following is a more detailed description of the legislation relevant to adult education in Texas.

### Federal Legislation

#### *Title II of WIA: The Adult Education and Family Literacy Act of 1998*

Title II of the Workforce Investment Act (WIA), the Adult Education and Family Literacy Act (AEFLA), supports states' efforts to improve the educational opportunities of individuals who lack basic skills, a high school diploma or equivalent, or proficiency in English (U.S. Department of Education Office of Vocational and Adult Education, 2005). Title II of WIA Section 202 states that the purpose of the title is to create a partnership among the federal government, states, and localities to provide, on a voluntary basis, adult education and literacy services, in order to assist adults:

- To become literate and obtain the knowledge and skills necessary for employment and self-sufficiency;
- Who are parents to obtain the educational skills necessary to become full partners in the educational development of their children; and
- In the completion of a secondary school education.

Specific programs provide basic literacy skills, English language proficiency skills, literacy skills to increase employability, and preparation for the General Educational Development certificate (GED). In Texas, TEA administers Title II of WIA and the matching state funds used to finance the education programs. While retaining all discretionary functions, TEA contracts with Texas LEARNS, housed at the

Harris County Department of Education, to provide nondiscretionary grant management, program assistance, and other support services to Texas adult education and family literacy providers.

## State Legislation

### *Title 2 Texas Education Code Sections 29.251 through 29.257*

Subchapter H Sections 29.251 through 29.257 of Title 2 Texas Education Code (TEC) detail the state's role in adult and community education. TEA is designated to administer all state and federal funds for adult education and related skills training in Texas, except when another entity is authorized under law. TEA is also directed to collaborate with TWC to improve the coordination and implementation of adult education and literacy services. Subchapter H also states that adult education programs will be provided by public school districts, public junior colleges, public universities, public nonprofit agencies, and approved community based organizations.

### *Title 10 Texas Government Code, Section 2308.1016*

Senate Bill 280 (2003), later codified as 10 TGC Section 2308.1016, mandates that the Council will facilitate the efficient delivery of integrated adult education and literacy services in Texas. The Council is directed to evaluate the adult education and literacy programs administered by TEA and TWC in order to identify duplication of planning and lack of adequate client information sharing between agencies. The Council is also directed to develop and implement long-range strategies to address any identified problems.

### *THECB Rider 50 in House Bill 1 (General Appropriations Act), 80th Texas Legislature (2007)*

House Bill (HB) 1 includes THECB Rider 50 that promotes a tri-agency partnership between THECB, TEA, and TWC. The intent of the rider is to promote collaboration between the three agencies so that new and existing programs and resources can be used to maximize literacy training, basic skills training, and targeted workforce training. With assistance from TWC, the rider directs THECB to coordinate with TEA to develop and implement long-range coordinated action plans that align adult education with postsecondary education in order to increase the number of students transitioning into postsecondary education and training.

### *THECB Rider 45 in Senate Bill 1, 81<sup>st</sup> Texas Legislature (2009)*

THECB Rider 45 continues the directive of THECB Rider 50. THECB Rider 45 requires THECB and TEA to develop and implement an action plan to align adult basic education and postsecondary education in order to increase the number of students transitioning into postsecondary education and training. THECB Rider 45 also directs THECB in coordination with TEA to calculate annual performance measures to assess the effectiveness of the action plan and to prepare a report for the Legislature by January 31, 2010.

### *TEA Rider 46 in Senate Bill 1, 81<sup>st</sup> Texas Legislature (2009)*

TEA Rider 46 requires distribution of adult education and family literacy funds based on need for persons 18 years or older who have not received a high school diploma. Current service providers are entitled to the same funding level for the next two years. Funds available for counties with no service provider are to be distributed proportionally to other areas. TEA Rider 46 also states the importance of providing appropriate adult education training for TANF recipients. Each fiscal year (FY), at least

\$2,000,000 in general revenue funds will be allocated to TEA's adult cooperatives to provide education and training services to TANF recipients. Additionally, \$3,800,000 of federal TANF funds in FY2010 and \$3,800,000 in FY2011 will also be allocated for services to TANF recipients. Rider 46 also provides for \$10 million dollars for each year of the biennium that will be evenly divided between TEA and THECB for adult education.

*THECB Rider 56 in Senate Bill 1, 81<sup>st</sup> Texas Legislature (2009)*

THECB Rider 56 specifies that \$5,000,000 of general revenue funds in FY2010 and \$5,000,000 million in FY2011 will be used to award competitive grants to community colleges and public technical institutions to increase adult basic education participation.

*House Bill 4328, 81<sup>st</sup> Texas Legislature (2009)*

HB 4328 requires TWC to create an interagency literacy council to study, promote, and enhance literacy in Texas. The council is chaired by a TWC representative and includes representatives from both TEA and THECB. Additionally, the executive director of TWC is required to appoint six public members who are leaders of the business or nonprofit community and are engaged in literacy efforts. This nine member council is charged with:

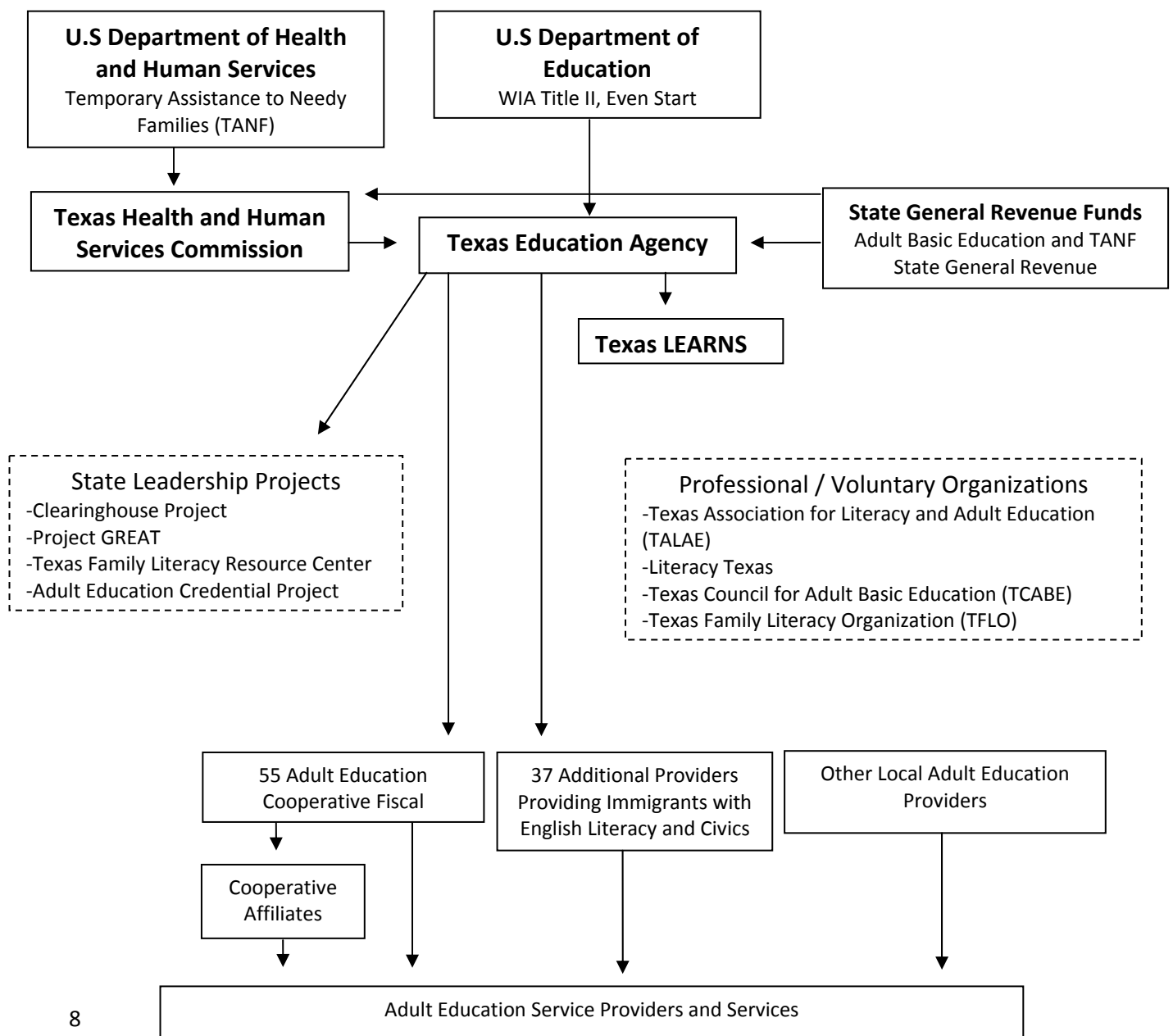
- Studying current research to assess the adult literacy needs in Texas
- Consulting with stakeholders to identify best practices for improving literacy and barriers to improving literacy
- Coordinating the efforts and aligning the services of the programs administered by each agency on the council
- Building existing funding streams, and
- Raising literacy awareness.

The council must also develop a comprehensive statewide action plan for improving literacy in Texas and submit a biennial report by November 1 of each even-numbered year to the Council, the Governor, and the Legislature, with the first report due in 2012.

## Funding

Adult education programs in Texas are funded from federal, state, and local sources. The U.S. Department of Education provides the majority of funding for adult education, which is administered by TEA. THECB oversees the 50 community college districts in the state, many of whom are providers of adult education services, but does not receive direct federal funding for adult education. TWC does not receive federal funds for adult education, but uses its existing funding streams to participate in joint adult education projects with TEA and THECB. Figure 1 illustrates the flow of adult education funding in Texas.

**Figure 1: Flow of Title II WIA (AEFLA), TANF, Even Start, and State Literacy Funds in Texas**





## Texas Education Agency

TEA directly receives federal adult education funds from the U.S. Department of Education. The U.S. Department of Education allocates funds from Title II of WIA and Even Start. Texas is required to provide matching funds for the federal Title II WIA allocation from non-federal sources. TEA also receives Temporary Assistance for Needy Families (TANF) funding from the U.S. Department of Health and Human Services through the Texas Health and Human Services Commission.

### *Title II of WIA Funding*

Title II of WIA funds are distributed to states by formula allotment. A state's total allocation is comprised of a basic allotment that is equal for all states and a proportional allotment based on the number of qualifying adults in the state. "Qualifying adults" are at least 16 years old, beyond the age of compulsory school attendance, not enrolled in school, and lack a high school diploma or equivalent. Prior to FY2009, the numbers of qualifying adults in each state were obtained from Census decennial data. Qualifying adults are now determined with the annual American Community Survey (ACS) (U.S. Department of Education Office of Vocational and Adult Education, 2009).

In order to receive the Title II WIA federal funds, TEA must submit a five year statewide plan for adult education services and provide 25% in matching funds and/or in-kind services. Title II of WIA dictates that states cannot direct less than 82.5% of the funds to service provision and must ensure that no more than 10% (of the 82.5%) will be used for programs focused on institutionalized individuals and prisoners. No more than 12.5% can be used for state leadership activities such as establishing professional development programs or providing technical assistance and no more than 5% or \$65,000, whichever is greater, can be used for administrative expenses.

TEA allocates the Title II WIA funds in accordance with the State Board of Education (SBOE) approved formula detailed in 19 Texas Administrative Code Section 89.29. These rules state that after federal funds are set aside for state administration, special projects, and leadership activities, state and federal fund allocations are developed annually for each county and school district geographic area. Of the available funds, 75% is allocated based on student contact hours reported by each school district geographic area and for the most recent complete fiscal year reporting period. The remaining 25% of available funds is allocated based on the number of eligible adults in each county and school district geographic area within each county.

Eligible recipients apply directly to TEA for adult education funding. Under Title 2 Texas Education Code Section 29.253, public school districts, public junior colleges, public universities, public non-profit agencies, and approved community-based organizations are eligible to apply for adult education funding. These eligible providers apply to TEA for funds to provide services to a school district region, multiple school district regions, a county, a portion of a county, or multiple counties. Grants to service providers are awarded through a competitive process on a multi-year basis.

Starting in 2009, TEA will allocate adult education funds differently. TEA Rider 46 in SB 1 (2009) directs TEA to allocate federal and state adult education funds to counties based on need for persons 18 years

and older who have not received a high school diploma. Specifically, TEA is directed to enact rules to establish that adult education service providers will be paid on a student contact hour and student performance basis based on the student's level of performance on a designated literacy or basic skills test. TEA will change the adult education funding formula through the SBOE rulemaking process. The agency is gathering stakeholder input and plans to submit the proposed rule for first reading at the March 2010 SBOE meeting.

### *Even Start Funding*

The Even Start Family Literacy Program, Title I, Part B, Subpart 3 of the Elementary and Secondary Education Act of 1965 (Public Law 89-10), was first authorized in 1988 and then reauthorized by the Literacy Involves Families Together Act of 2000 and the No Child Left Behind Act of 2001. Even Start offers grants to support local family literacy projects that integrate early childhood education, adult literacy, parenting education, and interactive parent and child literacy activities for low-income families with parents who are eligible for services under Title II of WIA and their children from birth through age seven. Teen parents and their children from birth through age seven also are eligible. All participating families must be those most in need of program services.

### *Temporary Assistance for Needy Families (TANF) Funding*

TEA receives TANF funding from the U.S. Department of Health and Human Services through the Texas Health and Human Services Commission. TANF funds support the provision of adult education services to TANF recipients who are required to participate in adult education and job training programs as a condition for eligibility. TANF-funded adult education services include ABE, ASE, and ESL.

Table 1 shows the total state allotment and cost per person or family for all of TEA's adult education funding sources from 2004 to 2008. Title II WIA funding decreased by approximately \$1.5 million and the numbers of enrolled individuals decreased by 40,000 between 2004 and 2008. TANF funding remained the same and the number of individuals enrolled in the program increased. Even Start funding decreased by more than \$14 million and the number of enrolled individuals decreased by over 4,000 between 2004 and 2008. For both WIA and TANF funding, Table 1 presents information for participants regardless of the 12-hour rule. The 12-hour rule is a federal requirement that states students must have at least 12-contact hours to be included in a report. If results accounted for the 12-hour rule, the number of individuals enrolled in the programs would decrease whereas the cost per participant would increase.

**Table 1: TEA Adult Education Funding 2004-2008**

Funding Program		2004-2005	2005-2006	2006-2007	2007-2008	2008-2009
TITLE II WIA (Without 12- Hour Rule)	Number Enrolled <sup>1</sup>	132,213	122,542	115,788	102,382	92,258
	Total State Allocation <sup>2</sup>	\$53,870,025	\$53,515,475	\$53,300,964	\$53,387,174	\$52,332,469
	Cost per Participant	\$407.45	\$436.71	\$460.33	\$521.45	\$567.24
TANF (TANF Reporting Year, Without 12-Hour Rule)	Number Enrolled	8,325	7,900	11,129	10,591	10,085
	Total State Allocation	\$5,800,000	\$5,800,000	\$5,800,000	\$5,800,000	\$5,800,000
	Cost per Participant	\$696.70	\$734.18	\$521.16	\$547.63	\$575.11
Even Start	Number Enrolled	6,241	5,421	3,301	2,451	2,046
	Total State Allocation	\$20,015,324	\$18,591,560	\$8,385,881	\$6,880,156	\$5,761,581
	Cost per Family	\$3,207.07	\$3,429.54	\$2,540.41	\$2,807.08	\$2,816.02

Table Notes: <sup>1</sup> Reported for School Year, <sup>2</sup> Reported for Program Year  
Source: TEA information request.

## Texas Workforce Commission

The Texas Workforce Commission does not receive direct funding for adult education but uses its existing funds to support specific adult education projects aimed at building capacity in the workforce system to serve English language learners and integrating adult education with occupational skills training. TWC actively coordinates and collaborates with other state agencies. TWC's adult education initiatives are discussed in Appendix A.

## Texas Higher Education Coordinating Board

The THECB does not receive funding directly from the federal government specifically for adult education. FY2010 was the first year that THECB received state appropriations for adult education programs. State legislation is gradually increasing THECB's role in adult education. THECB Rider 50 in HB 1 (2007) formed a TEA, TWC, and THECB tri-agency partnership and THECB Rider 45 in SB 1 (2009) directed THECB to coordinate with TEA to align adult education and postsecondary education. THECB Rider 56 in SB 1 (2009) establishes THECB as a funding source for adult education by specifying that \$10,000,000 of general revenue funds (\$5,000,000 in FY2010 and \$5,000,000 in FY2011) will be used to award competitive grants to community colleges and public technical institutions to increase adult education participation. THECB's adult education initiatives are discussed further in Appendix A.

## Current Delivery System

The adult education delivery system in Texas is a broad network of numerous loosely interrelated organizations operating at the state, regional and community levels. This section describes the service providers and the adult education programs in the state and illustrates the interrelationships in this complex system. Finally, the characteristics and numbers of adult learners enrolled in adult education programs are discussed.

Adult education services in Texas are the responsibility of TEA's Department of State Initiatives. TEA has a comprehensive state plan as required by Title II of WIA to guide implementation of the program. TEA has contracted with Texas LEARNS, the state office of Adult Education and Family Literacy at the Harris County Department of Education, to provide nondiscretionary grant management, program assistance, and other support services to Texas' adult education providers. In addition to coordinating program delivery, using state leadership funds, TEA established several projects to support local adult education programs: the Adult Literacy Clearinghouse Project, Project GREAT (Getting Results Educating Adults in Texas), the Texas Family Literacy Resource Center, and the Adult Education Credential Project to assist the local providers in delivering adult education services.

The Adult Literacy Clearinghouse Project is hosted by the Texas Center for the Advancement of Literacy and Learning (TCALL). TCALL is a center in the College of Education and Human Development at Texas A&M University and serves as the official state literacy resource center. Project GREAT established eight regional professional development centers to improve the quality of adult education instruction. The Texas Family Literacy Resource Center at Texas State University-San Marcos serves as the statewide center for professional development and technical assistance for family literacy projects. Finally, the Adult Education Credential Project, at the Education Institute (Texas State University-San Marcos), was established to provide adult education administrators and teachers the knowledge and skills necessary to build strong and successful programs.

Several important volunteer and professional associations also operate in Texas. The Texas Association for Literacy and Adult Education and Literacy Texas hold annual conferences and provide professional development opportunities for adult education teachers and administrators. The Texas Council for Adult Basic Education and the Texas Family Literacy Organization are advocacy groups for adult education.

## Providers

At the local level, a myriad of organizations are direct providers of adult education services. TEA provides funding to 55 fiscal agents for adult education cooperatives that offer an array of adult education services, and also funds 37 additional providers who serve immigrants with English Literacy and Civics Education. Additional organizations provide services as affiliates of one of the 55 cooperatives. In the cooperative-affiliate relationship, the cooperative serves as the fiscal agent and funds the affiliated providers. Additionally, numerous other volunteer and non-profit organizations also

provide adult education services while receiving no funding from TEA. Many of these relationships are illustrated in Figure 1.

As noted previously, adult education services in Texas are provided by adult education cooperatives, providers affiliated with the cooperatives, community colleges, and volunteer/non-profit organizations. The Texas Center for Adult Literacy and Learning (TCALL) maintains a statewide directory of adult education providers. As of October 2009, the directory listed 433 providers with their contact information, addresses, cooperative affiliations, and the services offered by each organization. Since inclusion in the directory is not mandatory, organizations not receiving federal funds and for-profit providers are less likely to be listed. Even though the directory is updated regularly, it may not include all volunteer providers from faith-based and community-based organizations. Still, the directory is the best source of information on adult education providers in Texas. The directory offers an opportunity for a general analysis of provider characteristics at the state level.

The TCALL statewide directory contains listings for the 55 adult education fiscal agents for the cooperatives and 60 adult cooperative affiliates. The two cooperatives with the largest number of affiliates are Community Action, Inc. in San Marcos with 17 and Houston Community College System with 11. Faith-based literacy providers account for 143 providers and 48 providers are local literacy councils: nonprofit community-based organizations usually part of Literacy Texas. Additionally, the TCALL directory lists the city in which providers are located. Table 2 lists the 10 cities with the most providers. Houston has the most providers of all Texas cities with 52. The directory also lists the counties in which the providers are located. Of the 254 counties in Texas, 57 counties have two or more providers physically located within their boundaries whereas 51 counties have one provider. Every county is served by at least one provider even though a provider may not be physically located within each county.

**Table 2: Ten Texas Cities with the Most Adult Education Providers**

City	Number of Providers
Houston	52
Dallas	25
Fort Worth	21
Austin	20
San Antonio	16
El Paso	10
Waco	10
Arlington	9
Irving	8
Plano	7

Source: TCALL statewide directory of providers.

TCALL also documents the services offered by each provider. Many of the providers offer more than one service. Table 3 indicates that ESL is offered by 315 providers and 187 providers offer adult basic

education. GED test preparation is offered by 185 providers and Family literacy (including Even Start) is offered by 112 providers.

**Table 3: Services Offered by Providers**

Service	Number of Providers Offering
English as a Second Language	315
Adult Basic Education	187
GED Preparation	185
Family Literacy NOT Even Start	86
English Literacy and Civics	57
Corrections Education	33
Even Start Family Literacy	26
Workforce Preparation	25
Adult High School Diploma	13
TANF	3

Source: TCALL statewide directory of providers.

### *Cooperatives*

A statewide system of adult education cooperatives was established by 19 TAC Section 89.27 in order to ensure efficient and effective delivery of federal and state supported adult education services. An adult education cooperative (co-op) is defined as a community or area partnership of educational, workforce development, human service entities, and other agencies that agree to collaborate for the provision of adult education and literacy services. Fifty-five adult education co-ops operate in Texas. Fiscal agents for the cooperatives are located in 24 community colleges, 29 local education agencies, and two community-based organizations. One member of each co-op is designated as the fiscal agent by the participating organizations in order to minimize administrative costs and better leverage related services. Adult education cooperatives hold classes in schools, colleges, churches, workforce centers, community buildings, businesses, libraries, and other public and/or private facilities. Although the co-ops are the primary providers of Title II WIA funded adult education for their areas, other organizations also offer adult education and family literacy.

### *Community and Technical Colleges*

Community colleges, in one form or another, have existed in Texas for over 110 years. The first publicly supported junior colleges were established in Gainesville and Wichita Falls by 1922, although the earliest junior college, Decatur Baptist College, was established in the 1890s (Tuttle, 2008). Many publicly supported community colleges began as extensions of the local high school and, to this day, are largely products of their local communities, reflecting local needs and priorities. As of 2009, Texas has 50 community college districts with over 70 campuses. The 2009 fall preliminary enrollment at Texas public community colleges exceeded 700,000 students (Brown, 2009).

Community and technical colleges are under the authority of the Texas Higher Education Coordinating Board. In addition to offering courses leading to certifications and associate degrees, community colleges are mandated by 3 Texas Education Code Sections 130.0011 and 130.003(e) to have open-admission policies and to provide remedial education, adult literacy, and other basic skills programs for adults. Community colleges offer developmental courses that focus on basic skills including classes in reading, writing, mathematics, and study skills. Additionally, literacy courses focusing on oral communication, reading, and writing skills are offered to speakers of languages other than English. Community and technical colleges are not provided with state or federal allocations for adult education in their normal budgets. However, 24 community colleges receive funding from TEA as adult education cooperative fiscal agents in Texas and are the primary providers of Title II WIA funded adult education and literacy for their areas.

### *Volunteer and Non-Profit Organizations*

Volunteer and non-profit organizations include local literacy councils and other small volunteer groups across the state. Many of these classes meet in libraries, schools, churches, and similar settings. Some are members of Literacy Texas, the statewide literacy coalition that offers resources, training, networking opportunities and advocacy for literacy programs. Trainer fees and travel reimbursements to volunteers who work with Literacy Texas are available from TCALL through WIA leadership funds. TCALL made approximately 282 reimbursements to volunteers in 2008 to attend professional development and training in Texas and out of state.

The least amount of information is known about the volunteer and non-profit organizations that provide adult education. If these organizations do not receive federal funds, they do not have an obligation to report how many students they serve, completion rates, funding information, or any other outcomes. Even though some non-profit organizations are listed in the TCALL statewide directory, there is currently no way of knowing how many more organizations are providing services or how many adult students are being served by these groups.

### *Teachers*

Adult education teacher qualifications vary between specific programs. According to 19 TAC Section 89.25, adult education teachers hired by TEA-funded programs must have at least a bachelor's degree and a teaching certificate or have a bachelor's degree and attend an additional 12 hours of in-service professional development annually until they have completed either six hours of adult education college credit or attained two years of adult education experience. Teachers in volunteer programs not funded with state and federal funds do not have to meet these requirements.

Recruiting and retaining teachers is often difficult. Very few full-time employment opportunities exist for adult education teachers because of a lack of funds. In many areas of the state it is hard to find teachers who are qualified. Additionally, teaching adult education may not be attractive to a teacher desiring continuous employment because adult education programs often follow the K-12 and college schedules with classes ceasing for up to a month in December and three months during the summer. The numbers of adult education classes are also reduced when facilities are not available. As a result,

many adult education teachers work on a part time basis to supplement their regular income. Table 4 indicates that for school years 2005 through 2007, over 2,000 local teachers worked part time whereas only about 200 were employed full time.

**Table 4: Adult Education Personnel by Function and Job Status for School Years 2005 to 2007**

Personnel	2005-2006			2006-2007			2007-2008		
	Part Time	Full Time	Unpaid Volunteers	Part Time	Full Time	Unpaid Volunteers	Part Time	Full Time	Unpaid Volunteers
State-Level Administrative / Supervisory / Ancillary Service	0	14	0	0	13	0	0	14	0
Local-Level Administrative / Supervisory / Ancillary Service	629	400	32	470	348	29	452	344	32
Local Teachers	2,480	193	32	2,235	188	29	2,185	237	23
Local Counselors	48	6	0	18	3	0	17	4	0
Local Paraprofessionals	888	108	29	637	108	20	502	118	15

Source: TEA (2009).



## Adult Education Programs

Providers offer numerous adult education programs for individuals who are at least 16 years old and beyond compulsory education. These programs improve basic education skills, develop language fluency, and assist in preparing individuals to take the GED exam. TEA provided data for this report on the number of participants in all adult education programs from 2003 to 2008.

Results are reported for adult basic education, English as a second language, and adult secondary education by education level in Table 5 for participants regardless of the amount of time spent in the program. Over 100,000 Texans were served by adult education programs in 2008-2009. Most of the ABE participants were in the low intermediate (grades 4-6.9) education level. Most Adult Secondary Education participants were at the low educational level (grades 9-10.9). Additionally, most ESL participants were at the beginning level, indicating that they had very little or no literacy in English.

**Table 5: Numbers of Participants Served by Adult Education Programs for School Years 2003 to 2008**

Level	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009
Beginning Literacy ABE (Gr 0-1.9)	5,620	5,614	4,887	4,607	4,129	3,476
Beginning ABE (Gr 2.-3.9)	14,589	14,826	13,833	13,006	12,379	11,325
Low Intermediate ABE (Gr 4-6.9)	19,718	19,676	18,097	16,483	15,441	14,404
High Intermediate ABE (Gr 7-8.9)	21,098	20,223	17,121	14,797	13,767	12,305
Beginning Literacy ESL	27,218	26,923	26,771	34,292	32,148	28,164
Beginning Basic ESL	27,012	27,319	24,099	*	*	*
Low Beginning ESL	*	*	*	7,294	5,188	9,645
High Beginning ESL	*	*	*	7,851	6,368	7,934
Low Intermediate ESL	8,403	8,623	8,221	7,293	6,719	3,981
High Intermediate ESL	7,578	7,447	7,329	6,452	6,798	3,841
Low Advanced ESL	2,576	2,334	2,127	*	*	*
High Advanced ESL	2,171	161	1,424	*	*	*
Advanced ESL	*	*	*	6,001	1,852	707
Low ASE (Gr 9-10.9)	4,728	4,481	4,131	3,834	3,438	2,741
High ASE (Gr 11-12.9)	3,632	2,869	2,609	2,387	2,039	1,870
<b>Total</b>	<b>144,343</b>	<b>140,496</b>	<b>130,649</b>	<b>124,297</b>	<b>110,266</b>	<b>100,393</b>

Table Notes: Counts include all funding sources, including local and other sources, regardless of the 12-hour rule. ESL level definitions changed between 2005 and 2006: Beginning Basic ESL was separated into Low Beginning and High Beginning. Low Advanced ESL and High Advanced ESL were combined into Advanced ESL. Asterisks are used as placeholders in the table.

Source: Information request from TEA.

Participants can also be analyzed by race and ethnicity. Table 6 indicates that in 2008-2009, over 75% of program participants were Hispanic. Most of the Hispanic participants (66%) are served by ESL programs.

**Table 6: Numbers of Participants Served by Adult Education Programs in School Year 2008-2009 by Race/Ethnicity**

Level	White	Black	Hispanic	Other	Total
ABE Beginning Literacy	516	829	1,990	141	3,476
ABE Beginning Basic Education	1,825	2,459	6,664	377	11,325
ABE Intermediate Low	2,957	2,892	8,209	346	14,404
ABE Intermediate High	3,413	1,952	6,686	254	12,305
ESL Beginning Literacy	249	277	26,128	1,510	28,164
ESL Beginning Low	153	134	8,807	551	9,645
ESL Beginning High	106	65	7,282	481	7,934
ESL Intermediate Low	72	34	3,584	291	3,981
ESL Intermediate High	75	36	3,403	327	3,841
Advanced ESL	9	7	625	66	707
ASE Low	1,010	335	1,330	66	2,741
ASE High	913	185	735	37	1,870
<b>Total</b>	<b>11,298</b>	<b>9,205</b>	<b>75,443</b>	<b>4,447</b>	<b>100,393</b>

Table Notes: Counts include all funding sources, including local and other sources, regardless of 12-hour rule.

Source: Information request from TEA.

Adult education programs are largely categorized by either the level of instruction offered or by their funding source. At least five different types of adult education programs can be identified: adult basic education, adult secondary education, English as a second language, English literacy and civics, and family literacy (Even Start). Furthermore, data for two specific programs are reported separately by TEA because they serve targeted populations and have dedicated funding streams: Temporary Assistance for Needy Families (TANF) programs and corrections and institutionalization programs. Each program is described and data from TEA (2009) is used to illustrate the characteristics of the participants. Unlike the data used for Tables 5 and 6, the tables that follow contain only individuals who have completed at least 12 hours of class time and were funded with Title II WIA funding. These tables conform to the federal requirement stating that students must complete at least 12 hours of class time to be counted in any report.

### *Adult Basic Education*

Adult basic education (ABE) programs provide basic instruction in reading, writing, and math to out-of-school youth and adults functioning at less than a secondary education completion level. Adult education is funded by the TEA as authorized under Title II of the Workforce Investment Act of 1998. Because of TEA funding requirements, providers must offer classes that are easily accessible and convenient to attend for adult students. ABE classes are conducted in schools, churches, community-based organizations, workforce development centers, libraries, and in community colleges.

Table 7 illustrates that 31,564 students participated in regular adult basic education in 2007-2008. The greatest numbers of ABE participants were Hispanic. Additionally, more females participated in ABE than males in each of the racial/ethnic categories.

### *Adult Secondary Education*

As defined in 19 TAC Section 89.21, adult secondary education (ASE) includes instruction below the college credit level in reading, writing, literature, mathematics, science, and social studies for adults who do not have a high school diploma or its equivalent. ASE can be context-specific, but often prepares adults for high school completion or the GED test. Table 7 indicates that 3,657 students participated in regular Adult Secondary Education in 2007-2008. Again, more females participated in every racial/ethnic category and Hispanics had the greatest number of participants.

**Table 7: Regular Adult Education Participants by Race/Ethnicity and Gender, School Year 2007-2008**

	White		Black		Hispanic		Other		Total
	M	F	M	F	M	F	M	F	
ABE Total	2,729	3,692	2,557	3,053	7,337	11,285	320	591	31,564
ESL Total	132	321	182	229	12,557	27,684	760	1,802	43,667
ASE Total	685	852	159	191	719	951	41	59	3,657
ABE, ESL, and ASE Total	3,546	4,865	2,898	3,473	20,613	39,920	1,121	2,452	78,888

Table Notes: Participants completed at least 12 hours of class time.

Source: TEA (2009).

### *English as a Second Language*

English as a second language (ESL) instruction is for adults who are beyond compulsory education and lack competence and proficiency in English. ESL programs provide intensive instruction in listening, speaking, reading, writing, and comprehending English.

### *English Literacy and Civics*

English Literacy and Civics is an integrated program that provides both English literacy instruction and civics education such as the rights and responsibilities of citizenship, the importance of civic participation, the procedures for naturalization, the principles of the U.S. Constitution, and the history of the United States. Title II WIA funds English Literacy and Civics. This program is noted separately for the purposes of this report since it represents a subset of total ESL funding and participants. Table 8 indicates that 10,705 adults participated in English Literacy and Civics Education in 2007-2008. More females than males participated and a majority of students were Hispanic. Most students had a beginning literacy level indicating that they had very little or no literacy in English.

**Table 8: English Literacy and Civics Education Participants by Race/Ethnicity and Gender, School Year 2007-2008**

Educational Functioning Level at Start of the FY	White		Black		Hispanic		Other		Total
	M	F	M	F	M	F	M	F	
ESL Beginning Literacy	25	57	39	52	1,482	4,019	54	133	5,861
ESL Beginning Low	10	10	1	10	318	700	16	38	1,103
ESL Beginning High	8	12	2	3	295	753	10	49	1,132
ESL Intermediate Low	9	21	2	2	303	786	18	46	1,187
ESL Intermediate High	7	16	0	5	284	738	13	48	1,111
Advanced ESL	3	6	5	2	89	182	2	22	311
ESL Total	62	122	49	74	2,771	7,178	113	336	10,705

Table Notes: Participants completed at least 12 hours of class time.  
Source: TEA (2009).

### *Family Literacy (Even Start)*

Even Start was developed to enhance the educational opportunities of low-income families. The Even Start program utilizes a family-centered education model to improve both the literacy skills of parents and the academic achievement of their young children. Even Start combines four core components of family literacy: adult literacy, parenting education, early childhood education, and interactive literacy activities between parents and children. Even Start funds generally serve children whereas parents are served with Title II of WIA as a cost share. Table 9 illustrates that since 2004, the numbers of families enrolled in Even Start has declined along with the total state allocation and the cost per family due to the decline in federal funding for this program.

**Table 9: Even Start Families Enrolled and Cost per Family from 2004 to 2009**

School Year	Number Enrolled	Cost per Family
2004-2005	6,241	\$3,207.07
2005-2006	5,421	\$3,429.54
2006-2007	3,301	\$2,540.41
2007-2008	2,451	\$2,807.08
2008-2009	2,046	\$2,816.02

Table Notes: Participants completed at least 12 hours of class time.  
Source: TEA information request.

### *Temporary Assistance for Needy Families (TANF)*

TANF-funded adult education services provide instruction to individuals who are required to participate in adult education and job training programs as a condition for eligibility. TANF-funded adult education services include ABE, ASE, and ESL. Data is not available for TANF participation in 2007-2008. Table 10

illustrates that 11,129 individuals participated in TANF-funded adult education programs in 2006-2007. Hispanic females accounted for the largest number of participants.

**Table 10: TANF Education Participants by Race/Ethnicity and Gender, School Year 2006-2007**

	White		Black		Hispanic		Other		Total
	M	F	M	F	M	F	M	F	
ABE	235	925	300	1,144	670	2,655	29	79	6,037
ESL	26	53	24	18	470	3,607	80	196	4,474
ASE	49	163	26	72	63	237	1	7	618
<b>ABE, ESL, and ASE Total</b>	<b>310</b>	<b>1,141</b>	<b>350</b>	<b>1,234</b>	<b>1,203</b>	<b>6,499</b>	<b>110</b>	<b>282</b>	<b>11,129</b>

Table Notes: Participants completed at least 12 hours of class time.  
Source: TEA (2009).

### *Corrections and Institutionalized Adult Education*

The Corrections and Institutionalized Education Program provides English language proficiency for limited English proficient adults, basic academic and functional context skills, and secondary level proficiencies for the incarcerated. These services are required by Title II WIA, Section 225 and are offered in a correctional institution for adults who function at less than a secondary completion level. A correctional institution can include a prison, reformatory, detention center, or halfway house. The Corrections and Institutionalized Education Program provides basic skills education; special education programs; reading, writing, speaking and math programs; and secondary school credit, diploma programs, or their recognized equivalent.

Table 11 indicates that 6,646 individuals participated in corrections education in 2007-2008. The greatest number participated in the ABE program. Most of the participants were Hispanic and more males participated than females.

**Table 11: Corrections and Institutionalized Education Participants by Race/Ethnicity and Gender, School Year 2007-2008**

	White		Black		Hispanic		Other		Total
	M	F	M	F	M	F	M	F	
ABE	835	441	1,152	363	1,601	379	76	14	4,861
ESL	1	0	6	0	1,095	18	5	1	1,126
ASE	183	94	115	40	180	34	10	3	659
<b>ABE, ESL, and ASE Total</b>	<b>1,019</b>	<b>535</b>	<b>1,273</b>	<b>403</b>	<b>2,876</b>	<b>431</b>	<b>91</b>	<b>18</b>	<b>6,646</b>

Table Notes: Participants completed at least 12 hours of class time.  
Source: TEA (2009).

## An Integrated Approach

Previously, adult students were required to complete GED preparation before they could start the career training needed for learning job skills. This sequential service delivery model made it difficult for participants with limited time to complete education and enter occupational training and discouraged some from completing their GED or from pursuing further training. In recent years there has been an increased focus on programs that combine adult education instruction and skills training in a concurrent rather than sequential format. At the national level, the U.S. Department of Labor’s Job Corps program combines basic education with job skills. Additionally, Washington State’s Integrated Basic Education and Skills Training (I-BEST) program is also a good example of an integrated program. I-BEST is similar to a regular apprenticeship program in which students spend time on the job and in the classroom. However, the classroom curriculum combines technical education with ESL. I-BEST students concurrently receive workforce and literacy education. Texas has designed and implemented similar models that feature the integration of basic education and job skills. Module 3 of the *Limited English Proficiency Guide for Workforce Professionals* (Green, 2007) provides examples of these models including Vocational English as a Second Language courses, Spanish GED preparation, work readiness skill training, bridge models, and concurrent bilingual models. Furthermore, Appendix A details the integrated models funded by TWC through adult technology training grants.

Integrated adult education and skills training is attracting greater interest with the growing demand that the system serve more individuals and provide more timely employment and better educational outcomes. The U.S. Department of Education has developed the Adult Basic Education Career Connections project to promote career pathways as a framework for helping adult education students to transition to postsecondary programs and begin careers in high-demand fields. An example of integrated adult education in Texas is the Texas Industry Specific Development project established by the 79<sup>th</sup> Texas Legislature in 2005, which required TEA to work with TWC and THECB to develop demand-driven workplace literacy and basic skills curriculum. According to Texas LEARNS (2009), the project, now referred to as Texas Industry Specific English as a Second Language (TISESL), is a comprehensive set of instructional resources designed to introduce beginning and intermediate ESL adult students to vocabulary in three industry sectors: healthcare, sales and service, and manufacturing – as well as to employability skills in general. TISESL was designed to respond to the needs of adult English language learners and to meet the needs of three industry sectors in which many adults seek entry level employment. TISESL curricula are modular and “bundle” skills together in a thematic context that includes English language learning, related math, technology, and employability.

## The Present and Future Populations in Need of Adult Education Services

Understanding the current and projected need for adult education services is critical to policy makers and practitioners as they evaluate program effectiveness, design services, develop strategies, and make policy recommendations. This section describes the current and projected population in Texas using the eligibility definition in Title II of WIA and population data from the 2007 American Community Survey (ACS) administered by the U.S. Census. Results indicate that 23.1% of the Texas population over the age of 16 (3,943,024 individuals) met the federal definition of individuals who qualify to receive adult education services in 2007. As detailed below, the need for adult education services varies between racial and ethnic groups. Finally, the significance of adult education in *Advancing Texas: FY2010-FY2015 Strategic Plan for the Texas Workforce System* is discussed.

### Current Population in Need of Adult Education Services

#### *Defining Need*

Title II of the 1998 Workforce Investment Act, sets the criteria for individuals who are eligible for adult education services. Section 203(1) states that eligible individuals must:

- Be at least 16 years old,
- Not be enrolled or required to be enrolled in secondary school under state law,
- And must:
  - Lack basic educational skills to function effectively in society,
  - Not have a secondary diploma or equivalent, or
  - Be unable to speak, read, or write English.

The components of this federal definition can be divided into variables and measured. Basically, individuals who are not enrolled in secondary school and who are at least 16 years old are eligible for adult education services if they have not earned a high school diploma (or GED) or are unable to speak, read, or write English. Therefore, calculating the numbers of the individuals in Texas that meet these qualifications provides an idea of the need for adult education services in the state. The only aspect of the federal definition that cannot be clearly conceptualized and measured is the part stating that eligible individuals lack sufficient mastery of basic educational skills to function effectively in society. However, since earning a diploma or GED is generally associated with a mastery of basic educational skills, it can be argued that individuals who have not earned a secondary school diploma or GED are also likely to lack a mastery of basic educational skills.

#### *Description of the Population*

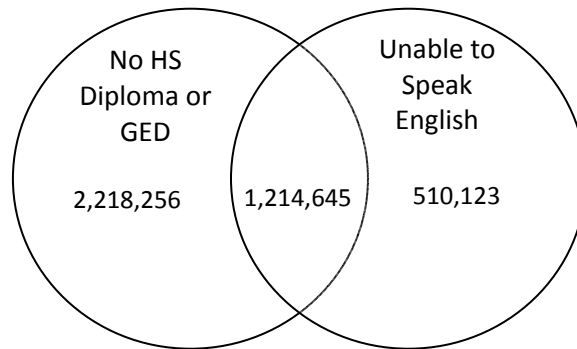
In order to determine the need for adult education services in Texas, the number of individuals who qualify for adult education was calculated by analyzing 2007 American Community Survey (ACS) data. The ACS is a nationwide survey conducted by the Census Bureau since 2000. The ACS provides yearly demographic and socioeconomic data such as educational attainment, ability to speak English, and citizenship status and will replace the decennial census long form in 2010 (U.S. Census Bureau, 2001). Additionally, survey results are statistically weighted to approximate the population of the state in 2007.

In Texas, there were 18,019,967 individuals who were at least 16 years old in 2007. Of these individuals, 17,053,252 were not secondary students in 2007. Of that number, 23.1% or 3,943,024 qualified for adult education services because they were unable to speak English well and/or did not have a high school diploma or GED. Figure 2 provides further illustration:

- 2,218,256 individuals were not enrolled in secondary school and did not have a high school diploma or GED.
- 510,123 individuals were not enrolled in secondary school and were unable to speak English.
- 1,214,645 individuals did not have a high school diploma and were unable to speak English, as indicated by the area between the two circles in Figure 1.

Since the three categories represented in Figure 1 are mutually exclusive, they sum to equal the total number of individuals who qualified for adult education in 2007 (3,943,024).

**Figure 2: Numbers of Individuals Eligible for Adult Education Services in Texas (2007)**



The population in need of adult education services can be described in more detail by analyzing data on race and ethnicity. Table 12 illustrates the numbers and percentages of individuals by race and ethnicity in each of the three categories of eligibility represented in Figure 2. Hispanics account for the largest percentages of individuals who qualify for services in all three categories. Whites account for the second largest percentage of individuals with no high school diploma or GED.

**Table 12: Numbers of Individuals Eligible for Adult Education Services in Texas by Race and Ethnicity (2007)**

	No HS Diploma or GED	No Diploma and Unable to Speak English	Unable to Speak English
White	786,922 35.5%	9,553 0.8%	22,793 4.5%
Black	292,572 13.2%	3,717 0.3%	5,119 1.0%
Hispanic	1,080,771 48.7%	1,157,741 95.3%	417,820 81.9%
Other	57,991 2.6%	43,634 3.6%	64,391 12.6%
Total	2,218,256	1,214,645	510,123

Table Notes: Percentages represent individuals in each column. For example, 35.5% of individuals who do not have a HS diploma or GED are white.

English fluency is a major component of adult education in Texas. Approximately 44% of Texans eligible for adult education services in 2007 were unable to speak English. These individuals in need of English



literacy skills do not necessarily lack basic educational skills, though it is often the case. Figure 2 illustrates that 510,123 individuals were unable to speak English, but had an education at or above the high school graduate level. Whereas these individuals need literacy skills, they may not require basic educational skills.

This large percentage of adult ESL learners can be better understood by considering their nativity status, or where they were born. For example, an immigrant may have a college degree from his or her home country but not be able to speak English. This individual is therefore literate and educated in his or her native language. The adult education services required by this individual would be very different compared to the services required by a native or foreign born individual who did not graduate high school and is unable to speak English. Table 13 illustrates the numbers of individuals who are eligible for adult education services in Texas by their ability to speak English. Approximately 28% of foreign born individuals who were unable to speak English in 2007 had a least a high school diploma. Providing English language skills to these individuals could unlock their human capital by providing them with the fluency necessary to find a job in which they can utilize their education.

**Table 13: Numbers of Individuals Eligible for Adult Education Services in Texas by Educational Attainment and English Fluency (2007)**

Educational Attainment	English Fluent Who Qualify for Adult Ed.		Unable to Speak English Native Born		Unable to Speak English Foreign Born	
	Column %	Column %	Column %	Column %	Column %	Column %
0 to 4th Grade	196,278	9%	46,550	27%	274,306	18%
5th to 8th Grade	544,516	25%	37,605	22%	527,821	34%
9th to 12th Grade (No Diploma)	1,477,462	67%	22,548	13%	307,589	20%
High School Graduate	*		32,656	19%	294,563	19%
Some College to 2 Year Degree	*		21,727	13%	82,637	5%
Bachelors Degree and Higher	*		9,938	6%	66,828	4%
<b>Total</b>	<b>2,218,256</b>		<b>171,024</b>		<b>1,553,744</b>	

Table Notes: Individuals are considered unable to speak English if they report that they speak English “not well” or “not at all.” Asterisks are used as placeholders in the table.

This description of the current population in need of adult education services produces somber results. Utilizing the definition of need established by Title II of WIA and 2007 ACS data, 3,943,024 Texans qualify for adult education services. However, Table 5 in the previous chapter presented the actual numbers of participants served by adult education programs: 110,266. Therefore, based on this data, 2.8% of the 2007 population in need received services.

### The Future Population in Need of Adult Education Services

Describing the future need for adult education services in Texas requires an analysis of projected demographic and economic trends. Between 2008 and 2040, the population of Texas is projected to grow by 47%. Changes in the racial/ethnic composition of the state will also occur between 2008 and 2040 with the Hispanic population growing rapidly. Additionally, new technology, changes in the composition of the population, and large-scale business trends will influence the growth of specific

occupations and employment opportunities. More jobs will be added in the health, service, and high-tech fields and many will require one to three years of postsecondary education. These demographic projections and economic trends indicate that the percentage of individuals in Texas who are at least 16 years old and eligible for adult education services will be 30% in 2040 compared to 23.1% in 2007.

### *Texas Population Growth and Trends*

Texas has a dynamic and diverse population, a significant competitive advantage in an increasingly global and diverse economy. A comparison of the 2000 Census with the 2006-2008 ACS data indicates population growth and numerous changes in the composition of the state's population (U.S. Census Bureau, 2009). As the state's population changes, the number of individuals who qualify for adult education services will also change. Current and projected population trends indicate that more Texans will be eligible for adult education services.

Texas is the second most populous and the third fastest-growing state in the U.S. From 2000 to 2008, the population of Texas grew by 16.7% whereas the population of the U.S. increased by 8%. By 2008, Texas' population was 24,326,974 and projections indicate that the population will be 35,761,165 in 2040. Texas also has the fourth highest total fertility rate in the U.S. and a younger population than the national average. The median age in Texas was 32.3 in 2000 whereas the national median age was 35.3. The population of Texas is aging, however. ACS data indicate that the median age in Texas rose to 33.1 during 2005-2007.

Texas' population also has a greater percentage of foreign-born individuals than the U.S. population. In 2000, foreign-born individuals accounted for 13.9% of Texas' population and 11.1% of the U.S. population. The percentage of foreign-born individuals in Texas rose to 15.8% in 2005-2007. Texas also has higher percentages of people speaking a language other than English at home. In 2000, 31.2% of the Texas population reported speaking a language other than English at home whereas the U.S. percentage was 17.9%. By 2005-2007, the percentage of Texans speaking a language other than English at home increased to 33.5%.

A third population trend that is relevant to adult education is the number of individuals who graduate high school. The percentages of Texans graduating high school or earning a GED have increased between 2000 and 2008. However, the Texas population has a smaller percentage of high school graduates when compared to the U.S. In 2000, 75.7% of Texans over the age of 25 had graduated high school whereas the percentage for the U.S. was 80.4%. In 2006-2008, 79.2% of Texans over the age of 25 had graduated high school whereas the national average was 84.5%.

### *Changes in the Racial/Ethnic Composition in Texas*

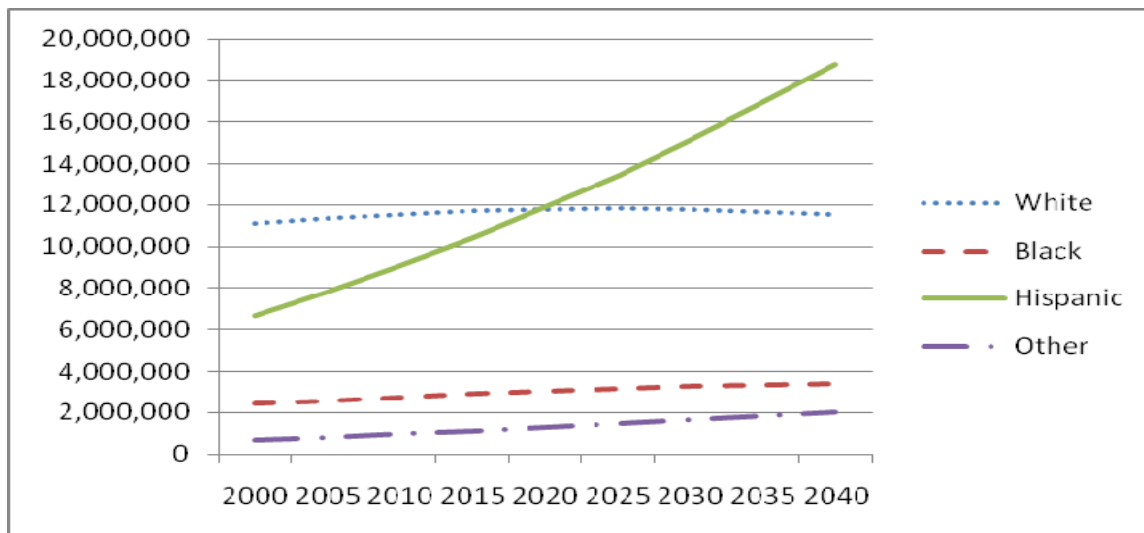
The racial and ethnic composition of the Texas population is also changing rapidly. The number of whites is growing at a slower rate and each year accounts for a smaller percentage of the Texas population. However, the Hispanic population is growing rapidly. Projections from the Texas State Data Center indicate that from 2000 to 2040, the Hispanic population in Texas will increase by approximately 182%. Table 14 illustrates the projected growth in the Texas population by ethnicity. The same information is graphed in Figure 3.

**Table 14: Projected Population Growth in Texas by Race/Ethnicity, 2000-2040**

Year	White	Black	Hispanic	Other
2000	11,074,716	2,421,653	6,669,666	685,785
2005	11,327,873	2,588,605	7,820,842	818,726
2010	11,533,976	2,754,751	9,080,459	961,460
2015	11,694,520	2,913,062	10,436,546	1,112,595
2020	11,796,448	3,052,417	11,882,980	1,273,895
2025	11,830,578	3,170,964	13,448,459	1,447,409
2030	11,789,274	3,268,623	15,140,100	1,632,578
2035	11,682,022	3,345,687	16,934,464	1,827,524
2040	11,525,089	3,403,163	18,804,311	2,028,602

Table Notes: Projections assume net migration rates equal to one-half of those of the 1990s (0.5 scenario).

**Figure 3: Projected Population Growth in Texas by Race/Ethnicity, 2000-2040**



Different racial and ethnic growth rates in Texas will also change the composition of the population. Figure 4 illustrates the Texas populations in 2000 and 2040. Even with relatively conservative migration estimates, the proportions of whites and Hispanics in Texas will invert by the year 2040.

**Figure 4: Composition of Texas Population in 2000 and 2040**

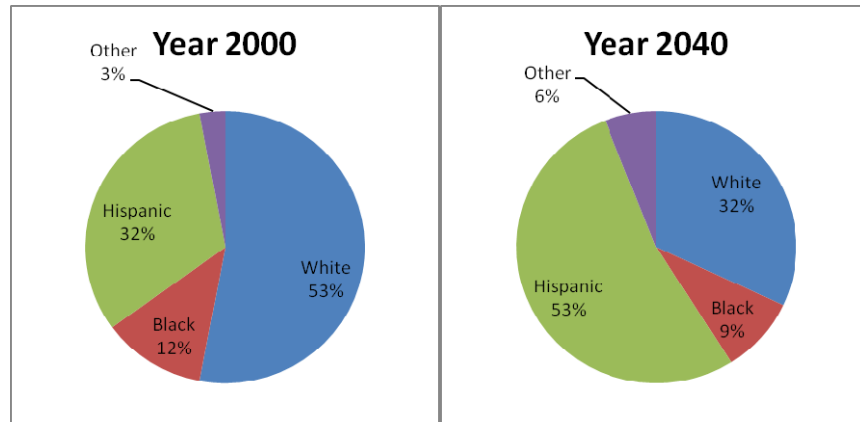


Figure Notes: Projections assume net migration rates equal to one-half of those of the 1990s (0.5 scenario).

### *Projected Need for Adult Education*

An accurate determination of the future need for adult education depends on anticipating the most important relevant variables and correctly projecting their effects over time. For example, employment projections indicate that 80% of the top 20 growth occupations in Texas will require education above the high school level (see Appendix B). Since the numbers of jobs that require postsecondary training are expected to increase, a greater need for adult education can also be anticipated since basic education and language skills are a prerequisite for postsecondary training such as on-the-job training, certificate programs, apprenticeships, and associate’s degrees.

Although economic variables could realistically influence the future need for adult education in Texas, the need for services will ultimately be determined by the number of individuals in the population who qualify for adult education services under the federal definition. Therefore, the future need for adult education services must be calculated using the projected number of individuals who are at least 16 years old, not enrolled in secondary school and who have not earned a high school diploma (or GED) or are unable to speak, read, or write English. However, in order to assess the future need for adult education accurately, the racial and ethnic variations in the need for services must also be considered along with the rapidly changing racial and ethnic composition of the Texas population.

A preliminary idea of the future need for adult education can be approximated by applying the 2007 race-specific rates of need to the projected number of individuals in each racial and ethnic category who are over 16 years old and not enrolled in secondary school. The following is a general, initial analysis. The Council is working with the state demographer to develop a more rigorous methodology and will present the final analyses in an upcoming companion report. Table 15 illustrates the projected number of individuals who will be eligible for services in 2040. If the 2007 current rates of need remain the same for each racial and ethnic group, 6,508,739 Hispanics in Texas will be eligible for adult education services in 2040. This is a 145% increase in the number of eligible Hispanics compared to the 2,656,332 who were eligible for services in 2007. The overall percentage of individuals in Texas eligible for services in 2040 will be 30% compared to 23.1% in 2007. This is because the Hispanic population in Texas has the highest rates of adult education eligibility and is projected to make up a larger percentage of the overall state population in 2040.

**Table 15: Projected Numbers of Individuals Eligible for Adult Education Services in Texas by Race and Ethnicity (2040)**

	2040 Population (16+)	2007 % of Pop. over 16 not enrolled in Sec. School	2040 Projected Pop. Not in Sec. School	2007 Adult Ed. Eligibility Rate	2040 Population Eligible for Adult Ed. Services
White	9,779,432	95.86%	9,374,564	9.26%	867,895
Black	2,805,212	93.1%	2,611,652	16.00%	417,890
Hispanic	14,424,779	93.22%	13,446,779	48.40%	6,508,739
Other	1,752,922	94.75%	1,660,894	19.95%	331,261

Table Notes: Population projections were calculated by the Texas State Data Center. Projections assume rates of net migration that are half of those observed in the 1990s, as recommended by the Texas State Demographer for long range projections.

## Adult Education in Advancing Texas: FY2010-FY2015 Strategic Plan for the Texas Workforce System

The Texas Workforce Investment Council (Council) is charged in state and federal law with the responsibility to assist the Governor and Legislature with strategic planning for and evaluation of the Texas Workforce System. The Council has a strategic perspective and neutral position that allows for the effective facilitation of planning and evaluation across eight agencies with multiple programs. One of the Council's chief responsibilities is the development of an integrated strategic plan for the workforce system. This strategic plan focuses on issues that affect multiple parts of the workforce system and intersect various agencies and programs.

*Advancing Texas: FY2010-FY2015 Strategic Plan for the Texas Workforce System (Advancing Texas)* is the fourth strategic plan developed by the Council and its system partners. *Advancing Texas* utilizes the same systems approach to workforce planning that was first incorporated into *Destination 2010: FY2004-FY2009 Strategic Plan for the Texas Workforce Development System*. This systems approach assists in understanding complex organizations and relationships between sub-components. Analyzing the Texas workforce system as a whole, the Council identified eight priority issues that will be addressed by system partners during the six year plan period. In turn, each issue serves as the basis for the long term objectives in the plan.

The Council has identified adult education as one of the eight priority issues. Because the Texas economy has been rapidly growing, employers need access to every available skilled worker. The Texas Workforce System must ensure that all potential workforce populations have the necessary education and skills to be successful in the Texas economy. Two specific groups identified as target populations are ESL and individuals with low literacy levels. Two long term objectives in *Advancing Texas* correspond to adult education:

- By 2013, design and implement integrated adult education and workforce skills training programs to increase employment outcomes for the ESL population.
- By 2013, design and implement integrated adult education and workforce skills training programs to increase employment outcomes for populations requiring workplace literacy skills.

To more effectively meet the needs of these target populations and of employers, system partners agree that funds must be leveraged to offer programs combining adult literacy with skills based training such as Adult Technology Education and Industry Specific Curriculum Development. Additionally, action plans for both ESL and individuals with low literacy levels have been developed in *Advancing Texas* to accomplish the two long term objectives. Both plans call for describing the characteristics of the target populations, identifying current programs that serve the target populations, developing measures of program effectiveness, and establishing interagency workgroups to develop models of program outreach and delivery.

## Current Program Accountability and Outcomes

This section focuses on the statewide outcome measures of adult education programs receiving Title II WIA funding. As stated previously, only a partial picture of the adult education system is afforded by the data since only some providers are required to report. With this important caveat in mind, reporting relationships, accountability measures, and data quality will be discussed.

### Administrative Structure and Reporting Relationships

Providers receiving Title II WIA funding are required to report their program outcomes to TEA. Providers enter their data using the Texas Educating Adults Management System (TEAMS), an internet-based management information system. TEA and Texas LEARNS report all outcome measures to the U.S. Department of Education (ED) through the National Reporting System (NRS), a secure federal database system. TEA also reports adult education outcome data to the Legislative Budget Board (LBB) and to the Council.

### Accountability Measures and Data Quality

The Department of Education implemented the NRS as the adult student outcome accountability system for Title II of WIA. The NRS has five outcome measures: educational gain, entered employment, retained employment, receipt of a secondary credential, and entered postsecondary education. States set performance standards for these measures with the Office of Vocational and Adult Education (OVAE), and program effectiveness is judged in part by whether these standards are met. States must use the NRS to report their progress to ED annually.

NRS reporting required that every local program have an individual student record system in a relational database. Additionally, states were required to have software that allows aggregation of data from all local programs into a single state database for reporting. To fulfill these NRS requirements, the 75<sup>th</sup> Texas Legislature enacted HB 1640 in 1997, mandating that TEA create a management information system to link student data and assessment results. In 1998, TEA released the Adult and Community Education System (ACES).

In 2004, ACES was replaced by a real time internet-based management information system called TEAMS. TEA houses and operates TEAMS in collaboration with Texas LEARNS. The adult education providers (or cooperatives) who receive funding from TEA are assigned a log-in to TEAMS through the Texas Education Agency Secure Environment (TEASE). Data is entered and validated annually by the provider. Additionally, providers also offer success stories in TEAMS. Quarterly electronic data sign-off ensures that the provider has the back-up documentation to validate the data. The providers are required to keep attendance data, assessment data including the original test forms, and all supporting documentation on file for review by Texas LEARNS, TEA, and the Office of Vocational and Adult Education.

Both TEA and Texas LEARNS retrieve the data from TEAMS and collaboratively enter the information into the NRS. Texas LEARNS writes the required 10-page narrative that is submitted to OVAE summarizing the highlights of the anecdotal success stories submitted by the local providers. Texas

LEARNS annually visits 20% of the programs to review their data and to examine back-up documentation. TEA is notified if problems exist with a program's data or documentation. TEA then performs their own review of the program and sends an audit team, if necessary.

As previously noted, five federal performance measures exist for adult education programs. States must report on educational gain, entered employment, retained employment, receipt of a secondary credential, and entered postsecondary education through the NRS. Each of these measures is explained below in greater detail.

- **Educational Gain** measures the improvement of the participants' basic skills. The NRS determines educational gain by defining a set of educational functioning levels at which students are initially placed based on their abilities to perform literacy-related tasks in specific content areas. After a set time period or a number of instructional hours determined by the state, students are assessed again to determine their skill levels. A gain is made if a student completes or advances one or more educational functioning levels from the starting level measured at the time of entry into the program.

The NRS defines six levels of educational functioning for both adult education and ESL. Each adult education level is described by the basic reading, writing, numeracy, and functional workplace skills that can be expected from a person functioning at that level. The levels for adult education are:

1. Beginning literacy,
2. Beginning basic education,
3. Low intermediate basic education,
4. High intermediate basic education,
5. Low high adult secondary education, and
6. High adult secondary education.

Each ESL level has a description of the speaking, listening, reading, writing, and functional workplace skills that can be expected from a person functioning at that level. The six ESL levels are:

1. Beginning literacy,
2. Low beginning ESL,
3. High beginning ESL,
4. Low intermediate ESL,
5. High intermediate ESL, and
6. Advanced ESL.

- **Entered Employment** measures how many students enter employment by the end of the first quarter after the program exit quarter. Employment is defined as working in a paid, unsubsidized job or working 15 hours or more per week in an unpaid job on a farm or business operated by a family member or the student. The exit quarter is defined as the quarter that instruction ends, or when the learner has not received instruction for 90 days or terminates, and is not scheduled for further instruction.



- **Retained Employment** measures the number of students remaining employed in the third quarter after the exit quarter.
- **Receipt of a Secondary School Diploma or GED** measures how many students obtain a diploma, state-recognized equivalent, or achieve passing scores on the GED test.
- **Entered Postsecondary Education or Training** measures the number of students who enroll in a postsecondary educational or occupational skills training program. The training program must not duplicate other previous services or training received by the student, regardless of whether the student actually completed the prior training.

Tables 16 and 17 illustrate Texas' performance on the five federal measures from 2001 to 2009. Even though 2006 and 2007 were notable exceptions, Texas' actual performance more often exceeds the target measures. Also of note, the proposed targets for 2009-2010 are at least double those of 2001-2002.

**Table 16: NRS Target and Actual Outcome Measures for 2001-2005**

Level	2001-2002		2002-2003		2003-2004		2004-2005	
	Target	Actual	Target	Actual	Target	Actual	Target	Actual
Beginning Literacy ABE (Gr 0-1.9)	14%	28%	18%	37%	25%	42%	43%	50%
Beginning ABE (Gr 2.-3.9)	19%	29%	23%	35%	29%	39%	40%	42%
Low Intermediate ABE (Gr 4-6.9)	22%	31%	24%	36%	28%	39%	38%	43%
High Intermediate ABE (Gr 7-8.9)	22%	24%	22%	27%	25%	31%	30%	33%
Beginning Literacy ESL	21%	33%	23%	41%	28%	44%	44%	48%
Beginning Basic ESL	21%	33%	25%	37%	28%	40%	51%	43%
Low Beginning ESL	*	*	*	*	*	*	*	*
High Beginning ESL	*	*	*	*	*	*	*	*
Low Intermediate ESL	22%	44%	28%	48%	34%	51%	51%	54%
High Intermediate ESL	22%	33%	28%	37%	34%	40%	41%	39%
Low Advanced ESL	23%	36%	27%	41%	33%	45%	42%	40%
High Advanced ESL	23%	7%	17%	10%	33%	11%	11%	19%
Advanced ESL	*	*	*	*	*	*	*	*
Low ASE (Gr 9-10.9)	26%	44%	27%	45%	30%	51%	50%	52%
Entered Employment	15%	69%	23%	64%	25%	21%	20%	29%
Retained Employment	16%	20%	20%	59%	26%	38%	61%	54%
High School/GED Completion	26%	38%	11%	64%	25%	50%	66%	57%
Postsecondary & Training	16%	14%	12%	24%	25%	8%	26%	19%

Table Notes: Asterisks are used as placeholders in the table.

Source: TEA information request.

**Table 17: NRS Target and Actual Outcome Measures for 2005-2010**

Level	2005-2006		2006-2007		2007-2008		2008-2009		2009-2010
	Target	Actual	Target	Actual	Target	Actual	Target	Actual	Proposed Target
Beginning Literacy ABE (Gr 0-1.9)	44%	47%	51%	45%	52%	45%	48%	60%	53%
Beginning ABE (Gr 2.-3.9)	41%	42%	43%	38%	44%	39%	42%	49%	45%
Low Intermediate ABE (Gr 4-6.9)	39%	41%	44%	39%	45%	40%	41%	51%	46%
High Intermediate ABE (Gr 7-8.9)	32%	33%	34%	32%	35%	33%	34%	42%	36%
Beginning Literacy ESL	45%	46%	49%	37%	50%	36%	46%	52%	51%
Beginning Basic ESL	45%	43%	*	*	*	*	*	*	*
Low Beginning ESL	*	*	50%	52%	51%	52%	54%	60%	55%
High Beginning ESL	*	*	50%	50%	51%	52%	52%	63%	53%
Low Intermediate ESL	53%	54%	55%	51%	56%	52%	55%	66%	57%
High Intermediate ESL	42%	41%	42%	43%	42%	45%	44%	51%	46%
Low Advanced ESL	45%	47%	*	*	*	*	*	*	*
High Advanced ESL	15%	31%	*	*	*	*	*	*	*
Advanced ESL	*	*	41%	38%	47%	48%	40%	59%	49%
Low ASE (Gr 9-10.9)	52%	53%	53%	55%	54%	57%	56%	51%	58%
Entered Employment	21%	55%	30%	66%	54%	66%	68%	pend- ing	69%
Retained Employment	45%	55%	55%	69%	56%	68%	70%	pend- ing	71%
High School/GED Completion	55%	88%	58%	85%	89%	89%	88%	pend- ing	90%
Postsecondary & Training	20%	29%	20%	23%	30%	31%	25%	pend- ing	32%

Table Notes: Asterisks are used as placeholders in the table.

Source: TEA information request.

## Next Steps

Adult education is a critical tool for the development of a well-educated, highly-skilled workforce. The increasing importance of adult education for workforce development is highlighted by current and projected trends such as the increasing numbers of workers lacking high school diplomas and English literacy skills (National Commission on Adult Literacy, 2008), the impending retirement of a large portion of the “baby-boom” labor force (U.S. Department of Labor, 2001), and the large numbers of future jobs that will require training above a high school level (Holzer & Lerman, 2007). A strong and competitive workforce requires that workers have the necessary skills to be successful in their occupations. However, individuals first need basic levels of education and literacy or language skills in order to learn the workforce skills necessary for a good job, to participate successfully in higher education, and to advance in their chosen careers. These outcomes result in greater economic success for both the individual and for Texas.

This report establishes a preliminary foundation upon which future research will expand to include more detailed analyses of identified issue areas. For example, a more comprehensive determination of the current and future populations in need of adult education services would better assist policy makers and program administrators to evaluate policy and service delivery strategies. The Council has requested assistance from the State Demographer to conduct further analyses of the population, including the geographic dispersion of the need for adult education in Texas and a more detailed estimate of the future need based on projections for the Texas population.

Additionally, the broader landscape of adult education providers in Texas is comprised of numerous different types of organizations: those who receive public funding and report their program outcomes and those who do not. With data available only from the programs that are required to report, difficulty is encountered in assessing the current system’s true capacity to serve individuals in need and the degree to which programs funded by state and federal dollars differ in their delivery strategies compared to programs operated by providers who do not receive public funding. Future research may include a more detailed and comprehensive assessment of current providers and their methods of delivery to identify effective practices from all types of programs and to evaluate the effectiveness of the adult education system in Texas, as a whole. Additional research in these areas and other topics will continue in 2010 and be published in conjunction with the Council’s quarterly meetings.

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## Appendix A

This appendix addresses the relatively recent adult education initiatives of TWC and THECB. Both TWC and THECB actively collaborate with each other and TEA on issues related to adult education, but the full extent of services provided by TWC and THECB are beyond the scope of this report. The adult education initiatives of both agencies since FY2004 are discussed in the following sections.

### Texas Workforce Commission

TWC does not receive direct funding for adult education but uses its existing funds to support specific adult education projects aimed at building capacity in the workforce system to serve English language learners and integrating adult education with occupational skills training. TWC actively collaborates with other state agencies regarding adult education and has been involved in five major initiatives since FY2004.

#### *Limited English Proficiency Guide*

Because of the increased numbers of individuals in Texas who do not speak English, TWC contracted with Genesis 21, a private consulting firm, to obtain baseline data and feedback from the Local Workforce Boards about their preparedness to serve the ESL population. In 2008, Genesis 21 found that 62% of the Workforce Development Boards throughout the state reported an increase in the number of the ESL population accessing services and that 57% of the 28 workforce areas did not have local training providers that offer ESL accessible occupational training programs, Spanish language, or bilingual training programs. TWC developed the *Limited English Proficiency (LEP) Guide for Workforce Professionals* (Green, 2007) to support local boards' efforts in ensuring the ESL population has access to workforce services. The guide provides practical guidance about program implementation, recommends research-based program design models, and includes planning and assessment tools. Genesis 21 provided training on the LEP Guide for all 28 local Workforce Development Boards and staff in 2007-2008. The training included four modules: effective intake and case management, nontraditional occupations and entrepreneurial opportunities, scorecards for evaluating training services for ESL, and comprehensive assessment for ESL. A total of 113 sessions were held in 27 cities with over 1,700 participants.

#### *Adult Technology Training Grants for English as a Second Language*

In 2007 and 2008, TWC awarded \$699,989 in grants through a competitive procurement process for four innovative projects supporting the increasing need of businesses to recruit and employ job candidates from Texas' growing ESL workforce. Projects matched critical skill shortages with customized, work-based English language training in high demand occupations. The contractors, projects, and grant amounts are presented in Table 18. The following sections discuss each project in more detail.

**Table 18: Adult Technology Training Grant Recipients and Amounts (2007-2008)**

Contractor	Project	Grant Amount
Alamo Community College District (ACCD)	Bilingual Dietetic Food Service Supervisor and Certified Nurse's Aide (CNA) program training.	\$268,400
Capital Area Workforce Board (CAWB)	Medical Administrative Assistant and Dental Assistant training.	\$143,014
Harris County Dept. of Education (HCDE)	Training for employment in the petrochemical construction industry.	\$144,575
San Jacinto Community College District (SJCCD)	Training for bilingual customer service representatives.	\$144,000

Source: TWC information request.

### Alamo Community College District (ACCD)

The Westside Education and Training Center (WETC), an ACCD workforce specialty center, implemented a bilingual dietetic food service supervisor program and certified nurse aide (CNA) program designed to bridge the gap between the growing ESL workforce and employer demand for well trained workers. Both programs used a work-based English model that integrated bilingual technical training with occupation-specific Vocational English as a Second Language (VESL) classes during daily instruction. The intensive program provided six hours of training for four days during the week. For half of the day, students developed pronunciation, reading, writing, grammar and technology skills, with special emphasis on employment related English and the development of industry specific vocabulary. During the other half, bilingual instructors provided occupation-specific technical training. Coordination among teachers ensured instructional alignment.

WETC utilized specialized outreach strategies such as a bilingual intake, screening, and application process. The program reached a diverse student base including degreed professionals from Latin America, tenured food service workers in San Antonio school districts, and young adults looking for an opportunity to begin a career. WETC's goal was to develop replicable model programs that could assist the Alamo Community Colleges in broadening the training options available to San Antonio's diverse workforce. ACCD's performance measures are provided in Table 19.

### Capital Area Workforce Board (CAWB)

The Capital Area and Rural Capital workforce boards partnered with the Seton Family of Hospitals, St. David's Healthcare, the Austin Capital Area Dental Society, and Austin Community College (ACC) to create a VESL project. The partnership selected two high-demand occupations, administrative assistant and dental assistance, to offer concurrent job skills and ESL instruction. The programs addressed local employer needs for a bilingual staff in high-growth regional occupations.

The workforce boards and ACC marketed the programs and ACC screened students using grant guidelines and academic requirements for admission into the programs. ACC also coordinated the curriculum alignment between the vocational and language acquisition areas and provided instruction

to the students in the integrated format. The workforce boards provided work-readiness preparation through specialized resume writing and interviewing classes tailored to the needs of the students. Seton and St. David's provided recruiters from their human resources departments to speak to the students about the job search process for administrative assistants whereas the Capital Area Dental Society helped place dental assistant students in internships.

The Capital Area Workforce Board's performance measures are provided in Table 19. Eight administrative assistant students obtained jobs and six retained the jobs that they had at the start of the training. Six dental assistance students obtained jobs as dental assistants, three obtained jobs outside the dental field, and six retained the jobs that they had upon enrollment.

### Harris County Department of Education (HCDE)

In response to a shortage of construction crafts employees, the Harris County Department of Education (HCDE) implemented a bilingual occupational training program that provided ESL with employment opportunities in the petrochemical construction industry. Business partners included Shell Oil, Lyondell-Citgo Refining, Becon Construction Company, Ref Chem, Zachary Construction, and Marek Brothers Systems. Additionally, specific program implementation components were provided by numerous business associations and education providers including the Houston Business Roundtable, National Center for Construction Education and Research (NCCER), Associated Builders and Contractors, the Houston Area Safety Council, Literacy Advance of Houston, and San Jacinto College-Central Campus.

The 80 hour curriculum was based on the Integrated Basic English Skills Training (I-BEST) model: a nationally-recognized best practice. I-BEST pairs basic skills or ESL instruction with vocational instruction designed for practical on-the-job application. The program covered eight modules including basic safety, introduction to construction math, introduction to hand tools, introduction to power tools, introduction to blueprints and basic rigging, communication skills and employability skills. Upon completion of the curriculum, participants received the nationally recognized certificate required before certification can be obtained in the content areas. Additionally, students attended a construction careers expo and received firsthand experience with brick-laying, concrete finishing, carpentry, electrical wiring, power tools, computer aided drafting (CAD), drywall finishing, painting, and operating heavy equipment. This experience assisted participants in making informed decisions and setting future goals for employment.

The core curriculum and ESL classes were held at three locations in Harris County. HCDE serves almost 10,000 adults each year in academic skills (ABE/ASE) and ESL. Almost 3,000 participants were registered in the ABE/ASE and ESL classes that were targeted for this grant. HCDE's performance measures are provided in Table 19. HCDE screened a total of 483 potential participants of which 248 met the criteria for the grant. Of the 248 students, 144 (58%) completed the program and 136 (94%) progressed at least one level on the Basic English Literacy Test. A total of 75 participants completed the National Center for Construction Education and Research (NCCER) Core curriculum and received a national certification.



## San Jacinto Community College District (SJCCD)

The San Jacinto Community College District (SJCCD) partnered with Etech Incorporated, a global business process outsourcer, to train bilingual customer service representatives at the company's Pasadena site. The project targeted individuals already proficient in written and spoken Spanish but who required the English language skills necessary to navigate data entry systems and provide customer service in English. The customized Customer Service Specialist (CSS) bilingual training program consisted of five instructional areas (sessions) totaling 120 contact hours: 18 hours of technical computer training, 60 contact hours of language training (bilingual – Spanish/English – ESL/VESL), 12 hours of customer service, 24 hours of job readiness training, and a six hour internship. SJCCD's performance measures are provided in Table 19.

**Table 19: Adult Technology Training Grant Recipient Performance Measures**

Performance Measures	ACCD		CAWB		HCDE		SJCCD	
	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual
Number of participants identified and recruited for training	150	391	50	350	300	483	80	87
Number of participants screened and pre-assessed	150	192	50	50	216	248	80	85
Number of participants post-assessed	95	95	30	38	199	144	72	63
Number of participants that increased an educational functional level as a result of VESL or training	66	66	30	40	110	136	72	55
Number of participants enrolled in training	111	158	40	39	216	230	80	78
Number of participants that completing training	70	147	30	38	199	144	72	68
Number of participants receiving a GED	15	15	0	Not Included in Contract	108	0	0	Not Included in Contract
Number of participants that obtained jobs as a result of training or VESL	81	131	24	17	62	43	64	46*
Number of participants that obtained a certificate as result of training	60	114	24	49	144	75	72	67

Table Notes: 25 SJCCD students did not respond to repeated efforts to track their employment status.

Source: TWC information request.

### *Texoma Workforce Development Board Incentive Grant for Regional Cooperation and Local Coordination*

The Texoma Workforce Development Board partnered with the Grayson Literacy Team, the Boys and Girls Club of Sherman, the Boys and Girls Club of Denison, United Way of Grayson County, the Fannin Literacy Council, the Bonham Housing Authority, Four Rivers Outreach (a local faith-based drug and alcohol dependency program), and North Central Texas College to coordinate literacy initiatives to meet the needs of adult learners. The project partners used a computer-aided adult learning model, the Aztec Learning System, to allow adult learners to work at their own pace and to reduce the number of required instructors. Aztec is a conceptual learning system based on real-life and work scenarios. The system provides instruction from a 2.6 grade reading level through community college level in subject areas such as language arts, mathematics, critical thinking, geography, biology, and vocational topics. A total of 573 participants enrolled in the adult literacy initiatives offered by the Texoma Workforce Development Board's partnering institutions. Of these, 373 successfully achieved positive outcomes such as learning job-related tasks that required reading, writing, and communicating; acquiring social/communication skills needed in the workplace; and developing critical thinking skills.

### *Actions in Support of a Tri-Agency Partnership*

THECB Rider 50 in HB 1 (2007) promotes a tri-agency partnership between THECB, TEA, and TWC so that programs and resources can be used to maximize literacy, basic skills, and targeted workforce training. TWC is preparing three Requests for Proposals (RFPs) to fund services that integrate basic literacy and workforce skills training. TWC recently approved release of the first RFP for the provision of workforce literacy services. A total of \$500,000 will be awarded under this RFP. As of December 2009, the other two RFPs are still in the planning phase.

### *Implementation of HB 4328 (2009): The Interagency Literacy Council*

Recent legislation is increasing TWC's role in the adult education system. HB 4328 authorizes the Texas Workforce Commission to establish the Interagency Literacy Council for the study, promotion, and enhancement of literacy in the state. TWC is in the beginning stages of the implementation of HB 4328. The Interagency Literacy Council was convened for an organizational meeting on December 14, 2009.

## **Texas Higher Education Coordinating Board**

As previously stated, FY2010 was the first year that THECB received appropriations specifically for adult education programs. Therefore, THECB's direct involvement with ABE has not been as extensive as the other agencies. However, THECB has been involved with the Intensive Summer Program, the implementation of Rider 56 (2009) which awards grants to community colleges for increased adult education participation, and has provided funding for the Adult Education Transition Research Project.

### *Intensive Summer Program*

In the summer of 2009, THECB allocated approximately \$350,000 for the Intensive Summer Program (ISP) in which ten adult education providers (eight colleges and two school districts) delivered a college

preparatory model designed to promote the successful transition of recent GED graduates into college. The programs provided a minimum of 80 hours of instruction in English language arts or math with the Texas College and Career Readiness Standards (CCRS) incorporated into the curriculum. Additionally, the programs included study skills, self-management skills, an orientation to college culture, and other college success strategies. In FY2010 the Coordinating Board is expanding the Intensive Summer Program. The program has been renamed the Intensive College Readiness Program for Adult Students. The FY2010 program significantly expands the amount of funding available for grants. The new program allows nonprofit, charitable 501(c)(3) organizations to apply directly to THECB. THECB expects to award approximately \$1,500,000 in grants for FY2010-2011. The average grant award will be \$125,000.

### *Implementation of Rider 56 (2009): Competitive Grants to Increase Adult Education Participation*

THECB is preparing to provide grants to community colleges and public technical institutions to increase adult education participation using the \$10,000,000 appropriated by Rider 56 of HB 1 (2009). The release of a Request for Applications (RFA) was approved at the THECB October 2009 quarterly meeting. The RFA is scheduled to be issued in February 2010. This program provides opportunities for lower level adult education students to receive support and assistance while pursuing post-secondary training programs with an emphasis on vocational level one certificates and continuing education programs. The applicant eligibility for this program is limited to community colleges and technical institutions. Applicants will be required to partner with their Local Workforce Development Board and local community-based adult literacy providers. Competitive preference points will be given to community and technical colleges that secure two or more partnerships and agree to work with non-AEFLA funded adult literacy programs. As of November 2009, the performance measures for the grant have not been finalized; however, an information request from THECB indicates that performance measures will be aligned with those used by TEA to assess their adult education programs. Additionally, THECB and TEA are actively collaborating on professional development for adult education practitioners tied to the RFA for Rider 56. The agencies decided to share the expenses of the STAR reading program to develop a core cadre of adult education instructors.

### *The Adult Education Transition Research Project*

THECB has provided \$600,000 to fund phases 1 and 2 of the Adult Education Transition Research Project at Texas State University-San Marcos. Phase 1 of the project focuses on determining the promising and emerging best practices for adult education transition to post-secondary training programs. Phase 2 expands the scope of the project to include non-AEFLA funded adult literacy providers and volunteer literacy organizations. THECB held a statewide summit in Round Rock, Texas in May 2009. AEFLA funded project directors discussed the future direction of adult education transition and shared their perspectives on the most effective strategies to transition adult students to post-secondary training programs. A report from Phase 1 of the data collection will be released in February 2010. Future activities for the transition research project include a four site pilot of promising practices identified from the Phase 1 research.

## Appendix B

### *Texas Employment Projections*

Texas is the 11<sup>th</sup> largest economy in the world and, as of August 2009, has a civilian labor force of 12,025,600 individuals (Bureau of Labor Statistics, 2009a). Even though the Texas economy continues to be affected by the 2009 recession, Texas performs better than the national average on a variety of economic indicators and maintains a pro-business environment that continues to attract new employers. Texas Workforce Commission (2009) job growth projections estimate a 21.5% growth rate between 2006 and 2016 with Texas adding 2,389,300 jobs.

The specific industries and occupations that will grow in the future are influenced by new technology, population changes, and large-scale business trends. Advances in technology have generated a need for workers to fill jobs that previously did not exist such as database manager, global positioning system technician, genetic counselor, wind energy technician, and nanotechnologist. Changes affecting the composition of a population can also influence the demand for specific goods and services such as a greater demand for health-related services by an older population. This increased demand, in turn, can lead to the hiring of more employees to provide services. Additionally, business and industrial trends, such as the shift from a goods-producing to a service-providing economy, can determine employment opportunities by eliminating available jobs in one sector while creating jobs in another (Bureau of Labor Statistics, 2009b). A thorough understanding of the full significance of employment projections for Texas requires a consideration of the technological, demographic, and economic factors driving the future growth of specific industries and occupations.

Table 20 illustrates the top 20 projected growth industries in Texas from 2006-2016. Industries are ordered by the number of new jobs that are projected to be added between 2006 and 2016. The growth rate is important to consider; however, an industry with a smaller amount of jobs in 2006 can have a very high growth rate by adding relatively fewer new jobs. Table 20 illustrates that Texas' health-care and education sectors are projected to grow. Elementary and Secondary Schools will add the most jobs: 272,750. However, Home Healthcare Services has the highest growth rate, 52.5%. Additional healthcare-related industries that are projected to grow rapidly are General Medical and Surgical Hospitals, Offices of Physicians, and Nursing Care Facilities. The need for medical services by an older population is reflected by the growing healthcare industries. Similarly, the shift from a goods-producing to a service-providing economy is illustrated by the projected growth of restaurants and general merchandise stores.

**Table 20: Top 20 Growth Industries in Texas (2006-2016)**

Industry Title	Number Change	Growth Rate
Elementary & Secondary Schools, Public/Private	272,750	35.8%
Full-Service Restaurants	115,000	34.4%
Limited-Service Eating Places	96,650	28.4%
Home Health Care Services	94,300	52.5%
Employment Services	90,400	34.6%
General Medical & Surgical Hospitals, Public/Private	87,550	29.3%
Local Government, Ex. Education & Hospitals	70,200	20.0%
Offices of Physicians	68,000	42.4%
Colleges, Universities, & Professional Schools, Public/Private	62,700	27.3%
Child Day Care Services	41,850	37.1%
Support Activities for Mining	33,600	34.0%
Management, Scientific, and Technical Consulting Services	32,850	48.7%
Building Equipment Contractors	32,700	21.9%
Other General Merchandise Stores	31,150	21.7%
Computer Systems Design and Related Services	30,000	38.6%
Architectural, Engineering, and Related Services	29,700	23.5%
Services to Buildings and Dwellings	29,150	23.9%
Nursing Care Facilities	24,300	25.9%
Depository Credit Intermediation	23,750	17.1%
Religious Organizations	22,950	16.7%

Source: TWC (2009), Employment projections by industry.

Table 21 lists the fastest growing occupations in Texas ranked by the number of new jobs that are projected to be added. As with the fastest growing industries, the fastest growing occupations are generally service and health-related jobs. The occupational categories expected to add the greatest number of jobs between 2006 and 2016 are Food Preparation and Serving Workers, Retail Salespersons, and Home Care Aides. Education-related jobs are also well represented with Elementary/Middle/Secondary School Teachers and Teacher Assistants.

**Table 21: Top 20 Growth Occupations in Texas by Number of New Jobs Created (2006-2016)**

SOC Code	Occupation Title	Number Change	Growth Rate
35-3021	Combined Food Preparation and Serving Workers, Including Fast Food	88,500	32.7%
41-2031	Retail Salespersons	78,600	23.6%
39-9021	Personal and Home Care Aides	74,800	56.2%
43-4051	Customer Service Representatives	65,600	30.6%
25-2021	Elementary School Teachers, Except Special Education	62,250	42.8%
29-1111	Registered Nurses	59,600	37.8%
35-3031	Waiters and Waitresses	53,650	30.8%
39-9011	Child Care Workers	44,250	30.4%
43-9061	Office Clerks, General	42,050	21.6%
37-2011	Janitors and Cleaners, Except Maids and Housekeeping Cleaners	39,450	25.2%
43-6011	Executive Secretaries and Administrative Assistants	32,900	22.0%
47-2061	Construction Laborers	32,250	24.5%
25-2031	Secondary School Teachers, Except Special and Vocational Education	31,000	32.9%
43-3031	Bookkeeping, Accounting, and Auditing Clerks	30,100	20.8%
25-2022	Middle School Teachers, Except Special and Vocational Education	29,700	39.9%
53-3032	Truck Drivers, Heavy and Tractor-Trailer	29,400	20.1%
31-1012	Nursing Aides, Orderlies, and Attendants	29,100	31.1%
25-9041	Teacher Assistants	28,250	31.7%
13-2011	Accountants and Auditors	23,400	25.4%
35-2014	Cooks, Restaurant	23,050	34.4%

Source: TWC (2009), Employment projections by occupation.

Many of the occupations projected to add the greatest numbers of jobs are in the service and health-related fields. However, a slightly different picture emerges when occupations are ranked by projected growth rates in Table 22. Several of the occupations with high growth rates are in high-technology fields. These high-technology occupations include Network Systems and Data Communications Analysts, Computer Software Engineers, Surgical Technologists, and Cardiovascular Technologists. Of course, occupations related to the medical and educational fields are also well-represented among occupations with the highest growth rates.

**Table 22: Top 20 Growth Occupations in Texas by Growth Rate (2006-2016)**

SOC Code	Occupation Title	Number Change	Growth Rate
39-9021	Personal and Home Care Aides	74,800	56.2%
15-1081	Network Systems and Data Communications Analysts	9,850	55.5%
31-9092	Medical Assistants	18,700	53.7%
25-2041	Special Ed. Teachers, Preschool, Kindergarten, and El. School	6,800	49.5%
25-2042	Special Education Teachers, Middle School	2,900	46.4%
15-1031	Computer Software Engineers, Applications	14,300	46.3%
29-1071	Physician Assistants	1,750	46.1%
31-2021	Physical Therapist Assistants	1,750	46.1%
25-2012	Kindergarten Teachers, Except Special Education	5,850	45.5%
29-2052	Pharmacy Technicians	10,650	43.6%
25-9031	Instructional Coordinators	4,900	43.4%
25-2021	Elementary School Teachers, Except Special Education	62,250	42.8%
31-1011	Home Health Aides	22,200	42.7%
29-2055	Surgical Technologists	2,700	41.9%
29-2031	Cardiovascular Technologists and Technicians	1,150	41.8%
29-2056	Veterinary Technologists and Technicians	2,700	40.3%
25-2022	Middle School Teachers, Except Special and Vocational Education	29,700	39.9%
31-2022	Physical Therapist Aides	1,500	39.5%
29-1123	Physical Therapists	4,050	38.9%
29-2021	Dental Hygienists	3,550	38.6%

Source: TWC (2009), Employment projections by occupation.

New technology, changes affecting the composition of the population, and large-scale business trends will influence the overall numbers and types of jobs that are available in the future. In short, projections indicate more occupations in the health, service, and high-tech fields. But just as the types of jobs that will be available in the future are changing, the average educational requirements for these growth occupations are also changing. Of the 685 occupations projected to grow at all between 2006 and 2016, 34% will require a bachelor's degree or higher. Of the top 20 growth occupations in Texas, ranked by the number of new jobs projected to be added between 2006 and 2016, only 20% will require a bachelor's degree or higher.





# Texas Workforce Investment Council

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*Economic Development and Tourism  
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Texas Education Agency  
Texas Health and Human Services Commission*

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Texas Veterans Commission  
Texas Workforce Commission  
Texas Youth Commission*

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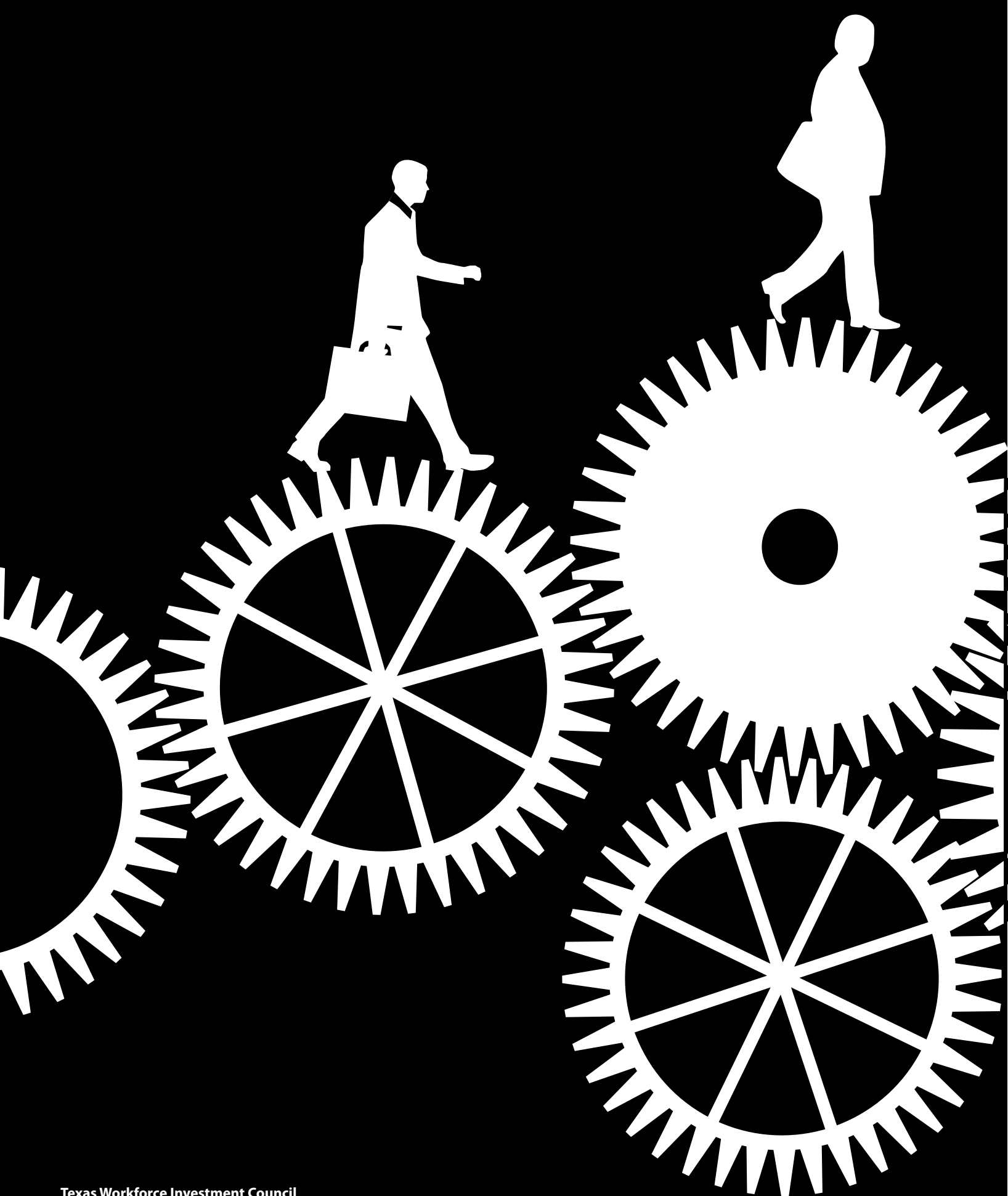
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Sharla Hotchkiss, Consultant and Trainer (Vice Chair)

## The Mission of Texas Workforce Investment Council

*Assisting the Governor and the Legislature with strategic planning for  
and evaluation of the Texas workforce development system to promote  
the development of a well-educated, highly skilled workforce for Texas.*



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