



Measurable Skill Gains (MSG) Guidance for Integrated Education & Training (IET) and Workplace Literacy

Effective Date: July 1, 2021

Section 1: Overview

With the February 2021 renewal of the information collection for the [National Reporting System \(NRS\)](#), there are now additional ways to measure and report measurable skill gains (MSG) in Table 4 of the NRS. Beginning in Fiscal Year (FY) 2022, Adult Education programs in Georgia may report additional MSG types for participants enrolled in integrated education and training (IET) programs and workplace literacy education.

MSG is a key indicator in the NRS and provides a measure of a participant's interim progress towards a credential or employment. Adult Education participants may earn the following MSGs:

1. **Educational Functioning Level (EFL) Gain:** Documented achievement of at least one EFL of a participant who is receiving instruction below the postsecondary education level; Programs may measure EFL gain in one of three ways:
 - a. **Pre- and post-testing:** Compares the participant's initial EFL, as measured by a pre-test, with the participant's EFL, as measured by a post-test;
 - b. **Awarding of credits or Carnegie Units:** Career Plus HSE participants may measure and report an EFL gain through the awarding of high school credits from the Technical College System of Georgia to obtain the required nine high school credits for the program; or
 - c. **Entry into a postsecondary education or training program:** Reports an EFL gain for participants who exit a program below the postsecondary level and enroll in postsecondary education and training during the program year. A program below the postsecondary level applies to participants enrolled in a basic education program.
2. Documented **attainment of a secondary school diploma or its recognized equivalent**, such as a GED, *HiSET*, or Career Plus HSE credential.

Exclusively for participants in an IET or workplace literacy programs, an MSG may be completed using these additional measures beginning in FY22:

3. **Secondary or postsecondary transcript¹:** For students who complete a minimum of 12 postsecondary credit hours per semester, or for part-time students a total of at least 12 credit hours over the course of two completed consecutive semesters during the program year, report an MSG for a postsecondary education transcript or report card that shows a participant is meeting the State unit's academic standards.

¹ Per Office of Career, Technical, and Adult Education (OCTAE) [Program Memorandum 17-2](#), secondary transcript under MSG type 3 is specific to youth attending high school.



4. **Progress toward milestones:** Satisfactory or better progress report toward established milestones from an employer or training provider who is providing training; or
5. **Passing technical/occupational knowledge-based exam:** Successfully passing an exam that is required for a particular occupation or progress in attaining technical or occupational skills, as evidenced by trade-related benchmarks such as knowledge-based exams.

States may report MSG types 1 and 2 for all adult education participants and any of the five MSG types for participants in workplace literacy and IET programs to the NRS.

Workplace literacy activities include adult education and literacy activities offered by an eligible provider in collaboration with an employer or employee organization at a workplace or an off-site location designed to improve the productivity of the workforce.

IET is a service approach that provides adult education and literacy activities concurrently and contextually with workforce preparation activities and workforce training for a specific occupation or occupational cluster for the purpose of educational and career advancement.

This document provides the Office of Adult Education's (OAE) guidance for establishing approved workplace literacy programs and collecting data to report MSG types 3, 4, and 5 for workplace literacy and IET participants. See Appendix A for definitions from the NRS Technical Assistance Guide.

Section 2: Establishing Workplace Literacy Classes

Workplace literacy activities include adult education and literacy activities offered by an eligible provider in collaboration with an employer or employee organization at a workplace or an off-site location designed to improve the productivity of the workforce.

Any Adult Education program in Georgia seeking to establish a workplace literacy class must receive approval from OAE before the workplace literacy class can be entered into Georgia Adult Learners Information System (GALIS) and begin. Programs must complete a **Workplace Literacy Class Form** and submit it to oaereporting@tcsge.edu for OAE approval. In addition to the Workplace Literacy Class Form, programs must also submit a copy of the Memorandum of Understanding (MOU) between the Adult Education program and the employer establishing the workplace literacy partnership. OAE will only review workplace literacy classes that have a completed Workplace Literacy Class Form and a signed MOU with the partnering employer. OAE will notify programs whether the workplace literacy class is approved or needs revisions within five business days.

The **Workplace Literacy Class Form** consists of two sections: General Class Information and Employer Information.

General Class Information

Follow the same guidelines for entering any class into GALIS. Required elements include:

- ❖ **Class Title**
- ❖ **Class Site**
 - Note: If the Adult Education program is establishing a new site as part of the workplace literacy class, the program must submit a project amendment to OAE.
- ❖ **Instructor**
- ❖ **Delivery**
 - Although this is not a data entry field in GALIS, this information will assist OAE in monitoring workplace literacy program delivery models. Indicate whether the workplace literacy class is delivered through face-to-face instruction, distance education, or hybrid (combination of face-to-face instruction and distance education).
- ❖ **Program**
 - GALIS will have a checkbox for the program to indicate the class is a workplace literacy class. In addition to the workplace literacy designation, programs should select the primary program that best describes the workplace literacy class student population.
 - Consider the following notes when selecting the primary program:
 - **ABE/ASE** – students' entry educational functioning levels are ABE.

- **Correctional Facility** – includes prisons, jails, reformatories, work farms, detention centers, halfway houses, rehabilitation centers, or any other institution designed to rehabilitate criminal offenders.
 - **Community Corrections** – includes probation, parole, or a specialized court program, such as an accountability court.
 - **Institutional Setting** – examples include facilities operated by a state mental health agency or individuals in civil confinement institutions.
 - **ELA/ESL** – students' entry educational functioning levels are ESL and class is not funded through IELCE (Section 243).
 - **Family Literacy** – family literacy programs were approved and funded during the FY22-FY25 Request for Applications competition. Refer to the [Policy and Procedure manual](#) for additional information.
 - **IELCE** – class is funded through IELCE (Section 243) funds. If the workplace literacy class is funded through IELCE (Section 243) funds, the program code must be IELCE.
 - **Contract** – class is funded through another grant outside of WIOA and student population are not also IELCE or corrections. If students are IELCE or corrections, select either IELCE or corrections as the primary program code.
 - If the class is a Workplace Literacy class and an IET class, the program must submit both the Workplace Literacy Class Form and the IET Class Form to OAE for approval. If approved, the program would check both the Workplace Literacy and IET checkbox in GALIS.
- ❖ **Start Date**
- ❖ **End Date**

Employer Information

The Employer Information section should be completed by the partnering employer for the workplace literacy class. Required elements include:

- ❖ **Employer Name**
- ❖ **Primary Employer Contact Name**
 - List the first and last name of the primary point of contact for the partnering employer.
- ❖ **Email**
 - Provide the email address for the primary point of contact for the partnering employer.
- ❖ **Phone**
 - Provide the phone number for the primary point of contact for the partnering employer.
- ❖ **What are the objectives of the workplace literacy class? How will the class be structured?**

- List the learning objectives of the workplace literacy class. Describe how the class will be structured, including instructional delivery, course curriculum and materials, class length, and other pertinent information OAE will need to understand the scope and sequence of the workplace literacy class.
- ❖ **How will the workplace literacy class improve the productivity of your workforce?**
 - The employer should describe how the workplace literacy class will improve the productivity of their workforce. The description should include how the workplace literacy services are customized to the employer's needs and will lead to substantive skill development for participating employees.

The employer will then list any desired milestones for employees participating in the workplace literacy program. The Adult Education program should collaborate with the employer to determine progress milestones for employees when establishing the workplace literacy program. Again, the progress milestones should be customized to the employer's needs and lead to substantive skill development for participating employees.

On the Workplace Literacy Class Form, the employer will list all of the established milestones. Employers can submit up to ten milestones for a workplace literacy class. Milestones should be measurable and reflect the job requirements for career advancement opportunities at the employer. Therefore, for each milestone, the employer should indicate how milestone progress will be evaluated. During the approval process, OAE will assess each submitted milestone for rigor and reasonableness, and individual milestones may be approved or denied. If the workplace literacy program is approved, the employer and Adult Education program will utilize OAE's Milestone Progress Report template to document the completion of OAE-approved milestones.

Milestone Examples

	Milestone	Method of Evaluation
<i>Example One</i>	Increase in pay from newly acquired skills or increased performance	Employer documentation of employee's pay increase
<i>Example Two</i>	Earn GeorgiaBEST certificate	Instructor assesses student throughout the program and awards certificate upon successful completion
<i>Example Three</i>	Improved English proficiency using job-related vocabulary and oral communication	Successful passage of employer-approved or employer-designed assessment of job-specific English proficiency (e.g., safety test)



	Milestone	Method of Evaluation
<i>Example Four</i>	Successfully pass Northstar Digital Literacy assessments	Score reports demonstrating passing score on all employer-required Northstar assessments

Representatives from both the employer and the Adult Education program must sign the Workplace Literacy Class Form.

Section 3: Documentation for MSG Type 3 (Secondary or Postsecondary Transcript)²

For IET or workplace literacy students who complete a minimum of 12 postsecondary credit hours per semester (or for part-time students a total of at least 12 postsecondary credit hours over the course of two completed consecutive semesters during the program year), Adult Education programs may report an MSG for a postsecondary education transcript or report card that shows an IET or workplace literacy participant is meeting the State unit's academic standards.

Per NRS guidance, the transcript type of MSG is applicable only to postsecondary transcripts for participants enrolled in an IET program provided in partnership with a postsecondary institution. The postsecondary institution would be providing the training component of the IET, and a transcript may be provided as documentation that the participant is meeting the state's academic standards for progress in the training course. A full-time participant must also complete a minimum of 12 postsecondary credit hours per semester; part-time participants must complete a total of at least 12 postsecondary credit hours over the course of two consecutive semesters during the program year.

Note: Students participating in programs offered by Continuing Education or Economic Development departments do not qualify for MSG Type 3 because they are not earning postsecondary credit. Additionally, under MSG Type 3, secondary transcript is specific to youth attending high school and does not apply to Adult Education participants.

Example

Carlos participated in an IET program at a technical college for certified, licensed automotive technicians. The IET program uses a co-teaching model that integrated basic skills and workplace preparation into the college's technical course for automotive technicians. The program is a 12-credit-hour semester program and includes basic reading and math skills related to the occupation; it is co-taught by instructors from the Adult Education program and technical college. Upon completion of the course, the Adult Education program obtained Carlos's transcript, which shows satisfactory completion of the postsecondary course. This would count as an MSG under Type 3 because the technical college maintains a postsecondary transcript for the automotive technician course. The transcript shows that Carlos attended a sufficient number of credit hours and demonstrated satisfactory progress.

² Per OCTAE [Program Memorandum 17-2](#), secondary transcript under MSG type 3 is specific to youth attending high school.

Section 4: Documentation for MSG Type 4 (Progress Toward Milestones)

IET or workplace literacy participants who have a satisfactory or better progress report toward established milestones from an employer or training provider who is providing training can earn a MSG through progress toward milestones (type 4). Progress milestones must be set in collaboration with a training provider for an IET program, or an employer for a workplace literacy program, and be approved by OAE. The milestones must be customized to the training provider's or employer's needs and lead to substantive skill development for IET or workplace literacy participants.

Establishing Milestones

OAE has approved three options for progress milestones for IET participants:

- Completion of an externship
- Completion of an internship
- Completion of a pre-apprenticeship program

To establish progress milestones for workplace literacy participants, refer to Section 2, page 5 of this guidance document.

Documenting Milestone Progress

Adult Education programs will enter milestone progress information for IET or workplace literacy students using the Student Training Reporting module in GALIS. Programs will enter milestone information for each IET or workplace literacy student individually. Only OAE-approved milestones will be available to report in GALIS. For example, programs will only be able to report completion of an externship, internship, or pre-apprenticeship as milestones for IET students.

The completion of established milestones will be documented using OAE's **Milestone Progress Report** template for IET and workplace literacy students. Each student will have his or her own Milestone Progress Report. Programs will document progress for all of a student's milestones in the same report.

The Milestone Progress Report consists of general information followed by milestone documentation. General information includes the following elements:

- ❖ Fiscal Year
- ❖ Adult Education Program
- ❖ Course Number (CRN)
- ❖ Student Name
- ❖ GALIS ID
- ❖ Program Type: IET or Workplace Literacy



For milestone documentation, programs will list each OAE-approved milestone applicable to the IET or workplace literacy student. For each milestone, programs will indicate the method of evaluation used for each milestone (i.e., employer or training provider attestation, documented wage increase, assessment score report, certificate, etc.). When an IET or workplace literacy student successfully completes a milestone, the employer or training provider must sign acknowledging successful completion of each milestone and indicate the date of completion.

Programs can add additional rows to the Milestones Progress Report as needed. Additionally, programs should include copies of additional supporting documentation for each completed milestone as additional pages in the Milestones Progress Report template. For example, if a student successfully passed an approved group of Northstar Digital Literacy assessments, a copy of the score reports should be included as additional pages of the Milestones Progress Report.

Programs will upload the Milestones Progress Report to GALIS as documentation for milestones that have been achieved and indicate the milestone completion date. Successful completion of a milestone with supporting documentation uploaded to GALIS will count as an MSG for a student.

Example

An Adult Education program partnered with a local chicken processing plant to offer a workplace literacy program. The plant manager informed the director that her plant is suffering from high employee turnover and that she would like to improve retention by offering employees opportunities to continue their education, thus leading to career advancement opportunities with higher wages. The plant manager specifically wanted to improve the English proficiency of the plant's production line employees.

After receiving OAE approval, the Adult Education program began to offer customized English language acquisition courses and training at the chicken processing plant after collaborating with plant management to develop flexible, adaptable milestones that are measurable and that reflect the job requirements for career advancement opportunities in the plant. Established milestones included the following: (1) improved English proficiency using job-related vocabulary and oral communication, and (2) the ability to read all plant safety protocols and communicate their meaning to plant management in the event of an emergency. Milestone 1 would be measured using the company's workplace safety test the plant manager uses with all employees. Milestone 2 would be measured using an employer attestation upon successful oral interviews between plant management and workplace literacy participants.

Plant management and Adult Education instructors used the Milestone Progress Report to monitor and determine whether each student made sufficient progress toward the established milestones. Upon successful completion of milestones for students, the plant manager signed the applicable milestones in each progress report and provided the



date of completion. The plant manager and Adult Education instructors also included the company's workplace safety test score report and oral interview attestations from plant management as additional pages in the Milestone Progress Report. Adult Education staff uploaded the Milestone Progress Report to GALIS to document successful milestone completion for MSG Type 4.

Section 5: Documentation for MSG Type 5 (Passing Technical/Occupational Exam)

MSG Type 5 awards an MSG for successfully passing an exam that is required for a particular occupation or progress in attaining technical or occupational skills, as evidenced by trade-related benchmarks such as knowledge-based exams. According to the NRS, because this type of MSG measures demonstrated occupational progress, it is appropriate only for participants in IET programs, given that IET is the only service under the Adult Education and Family Literacy Act that allows occupational training.

Participants may demonstrate an MSG under this type of gain in one of two ways: passing an exam or demonstrating progress in gaining technical or occupational skills, as evidenced by trade-related benchmarks. The critical requirements for this type of MSG are that the exam must be required for a specific occupation and that the skills must reflect industry benchmarks. Exams must measure skills for a specific industry or occupation that are necessary to obtain employment or to advance within the industry or occupation, and that have been developed or endorsed by employers or industry associations.

However, general skills related to an industry or occupation, even if such general skills are broadly required to qualify for entry-level employment or advancement in employment, are not recognized for determining MSG type 5. For example, work readiness exams or certificates are not acceptable for documenting this type of MSG gain because they are not recognized industrywide and do not document the measurable technical, industry, or occupational skills necessary to gain employment or advance within a specific occupation. The exam can be an employer-required, knowledge-based exam or other test necessary to obtain a credential. Satisfactory attainment of an industry-recognized credential through an IET program can be used to demonstrate progress under MSG Type 5.

Programs should follow the instructions for uploading industry-recognized credentials to GALIS in the [IET and Student Training Reporting Guidance document](#). For additional support, program staff can complete the IET Reporting training course in Blackboard.

Example

An Adult Education program has established a customer service IET to meet the growing needs of the nearby hospitality industry. Through the IET, students have the opportunity to take the American Hotel and Lodging Educational Institute (AHLEI) certification exam for Front Desk Representative. IET students are certified if they successfully pass the exam. Earning the AHLEI Front Desk Representative certificate demonstrates the progress required for MSG Type 5.



Additional Resources

- ❖ [National Reporting System Resources for Reporting MSG Types 3, 4, and 5](#)
- ❖ [IET and Student Training Reporting Guidance](#)
- ❖ [National Reporting System Technical Assistance Guide](#)
- ❖ [Office of Career, Technical, and Adult Education Program Memorandum 17-2](#)

Appendix A: NRS Technical Assistance Guide Definitions

Measurable Skill Gain (MSG) is a key indicator in the National Reporting System (NRS) and provides a measure of a participant's interim progress towards a credential or employment. Documented progress for all adult education participants is defined as one of the following:

1. **Educational Functioning Level (EFL) Gain:** Documented achievement of at least one EFL of a participant who is receiving instruction below the postsecondary education level; Programs may measure EFL gain in one of three ways:
 - a. **Pre- and post-testing:** States may compare the participant's initial EFL, as measured by a pre-test, with the participant's EFL, as measured by a post-test;
 - b. **Awarding of credits or Carnegie Units:** States that offer a credit-bearing secondary education program sanctioned by State law, code, or regulation that leads to a secondary school diploma or its recognized equivalent may measure and report EFL gain through the awarding of credits or Carnegie units; or
 - c. **Entry into a postsecondary education or training program:** States may report an EFL gain for participants who exit a program below the postsecondary level and enroll in postsecondary education and training during the program year. A program below the postsecondary level applies to participants enrolled in a basic education program.
2. Documented **attainment of a secondary school diploma or its recognized equivalent;**

Exclusively for participants in an IET or workplace literacy programs, an MSG may be completed using these additional measures beginning in FY22:

3. **Secondary or postsecondary transcript³:** For students who complete a minimum of 12 hours per semester, or for part-time students a total of at least 12 credit hours over the course of two completed consecutive semesters during the program year, report an MSG for a postsecondary education transcript or report card that shows a participant is meeting the State unit's academic standards.
4. **Progress toward milestones:** Satisfactory or better progress report toward established milestones, such as completion of on-the-job training or completion of 1 year of an apprenticeship program or similar milestones, from an employer or training provider who is providing training; or
5. **Passing technical/occupational knowledge-based exam:** Successfully passing an exam that is required for a particular occupation or progress in attaining technical or occupational skills, as evidenced by trade-related benchmarks such as knowledge-based exams.

³ Per Office of Career, Technical, and Adult Education (OCTAE) [Program Memorandum 17-2](#), secondary transcript under MSG type 3 is specific to youth attending high school.



States may report MSG types 1 and 2 for all adult education participants and any of the five MSG types for participants in workplace literacy and IET programs to the NRS.

Workplace literacy activities include adult education and literacy activities offered by an eligible provider in collaboration with an employer or employee organization at a workplace or an off-site location designed to improve the productivity of the workforce.

IET is a service approach that provides adult education and literacy activities concurrently and contextually with workforce preparation activities and workforce training for a specific occupation or occupational cluster for the purpose of educational and career advancement.

For additional information, refer to the [National Reporting System Technical Assistance Guide](#).