

1 **TEXAS WORKFORCE COMMISSION**
2 **Adult Education and Literacy Letter**

ID/No:	AEL 01-20, Change 1
Date:	May 5, 2020
Keyword:	AEL; WIOA
Effective:	Immediately

3 **To:** Adult Education and Literacy Grant Recipients
4 Adult Education and Literacy Special Project Grantees
5 Local Workforce Development Board Executive Directors
6 Commission Executive Offices
7 Integrated Service Area Managers

8 

9 **From:** Courtney Arbour, Director, Workforce Development Division

10 **Subject:** **Program Year 2019–2020 AEL Enrollment and Performance Targets—**
11 **Update**
12

13 **PURPOSE:**

14 The purpose of this AEL Letter is to provide Adult Education and Literacy (AEL)
15 grantees¹ with updated information and guidance on Program Year 2019–2020 (PY’19–
16 ’20) enrollment and performance targets based on the target renegotiations conducted
17 with AEL grantees in February 2020. The objective of the target renegotiations was to be
18 responsive to local needs based on enrollment trends during summer and fall 2020.

19 TWC understands that the efforts to slow the spread of COVID-19 will greatly impact
20 performance on many measures. AEL performance results will be impacted by
21 disruptions in service delivery due to COVID-19, which will impact enrollments and all
22 WIOA measures resulting from reduced access and demand for services, as well as
23 challenges with data entry. It is too early to know what the full impact of COVID-19 will
24 be, and TWC is monitoring the situation to determine the appropriate recommendations
25 to our providers related to performance. These recommendations will be informed by
26 what the data actually show, and no grantee will fail performance solely as a result of
27 COVID-19 and the related efforts to slow its spread.

28 Attachment 1 lists revised enrollment targets and includes carryforward targets from
29 PY’18–’19. Attachment 2 outlines the original and updated targets for grantees who
30 elected to renegotiate. Attachment 3 outlines the unchanged performance targets for
31 grantees. Attachment 4 is a desk aid that will help grantees enter data correctly into the

¹ For the purposes of this AEL Letter, AEL grantees are entities that receive AEL funds through the Texas Workforce Commission (TWC).

1 Texas Workforce Commission’s (TWC) statewide data system, Texas Educating Adults
2 Management System (TEAMS).

3 **RESCISSIONS:**

4 None

5 **BACKGROUND:**

6 In AEL PY’18–’19, TWC contracted three sets of targets to AEL grantees, as awarded
7 under Request for Proposals 320-18-01, for statewide AEL service delivery. These
8 targets included participant enrollment targets, Measurable Skill Gains (MSGs), and
9 employment and credential-based exit-based outcomes. On July 1, 2019, Year 2 contracts
10 for these AEL statewide grants began, and in July and August 2019, TWC worked with
11 grantees to negotiate the participant enrollment targets for PY’19–’20 using a negotiation
12 tool.

13 **Initial Program Year 2019–2020 Targets**

14 On August 27, 2019, TWC’s three-member Commission (Commission) approved the
15 PY’19–’20 AEL Participants Served targets, which include carryforward targets from
16 PY’18–’19, MSG targets, and exit-based outcomes. The Commission also approved the
17 renegotiation of enrollment targets during the program year, as appropriate, to account for
18 shifts in demand and program development.

19 **Renegotiated Program Year 2019–2020 Mid-Year Target**

20 In February 2020, TWC offered grantees the opportunity to renegotiate PY’19–’20
21 Participants Served targets conducted in coordination with the grantees. This was a new
22 model for AEL performance management, which was designed to be responsive to local
23 needs based on enrollment trends during summer and fall 2020.

24 To facilitate the renegotiation, staff developed a tool that allowed grantees to look at their
25 original targets and progress toward those goals. The renegotiations used the same
26 service delivery tiers and cost-per assumptions as in the 2021 Legislative Appropriations
27 Request, which was used to determine the original targets. Those tiers and cost
28 assumptions include:

- 29 • Tier I Basic AEL services at \$606 cost-per participant;
- 30 • Tier II Intensive AEL services, such as Workplace Literacy, Internationally Trained
31 Professionals, Transition to Reentry, and Post Release Services at \$1,106 cost-per
32 participant; and
- 33 • Tier III Integrated Education and Training (IET) services, which include EL Civics
34 IET (also called Integrated EL Civics), at \$2,406 cost-per participant.

35 **Federal MSG Targets**

36 Although the Commission approved renegotiated grantee Participants Served targets,
37 MSG targets remain the same as those approved on August 27, 2019, for PY’19–’20.

38 In 2018, TWC negotiated MSG targets with the Office of Career, Technical, and Adult
39 Education (OCTAE), setting separate targets for each of the twelve Educational

1 Functioning Levels (EFLs). The MSG measure, which includes all participants served
2 during a program year, requires participants to achieve an MSG by the end of the
3 program year, or June 30th.

4 To ensure that AEL meets these statewide federal MSG targets, TWC staff proposed
5 applying subtargets for each of the EFLs based on different cohorts of participants.
6 Historically, TWC has found that individuals who become participants in the last quarter
7 of the AEL program year have lower outcomes, or are less likely to achieve an MSG,
8 than those who become participants earlier in the year. For this reason, staff proposed
9 setting MSG subtargets to grantees for participants in Quarters 1 through 3 of the
10 program year and another for participants in Quarter 4 of the program year, with a higher
11 MSG subtarget assigned to Q1–Q3 participants. Each AEL grantee’s individual MSG
12 target, often referred to as the “blended target,” is based on the blended average of these
13 subtargets, which are customized to the PY’19–’20 enrollment pattern.

14 Attachment 3 of this AEL Letter outlines the unchanged MSG targets.

15 **State Exit-Based Outcome Targets**

16 The General Appropriations Act (GAA), passed during the 86th Texas Legislature,
17 Regular Session (2019), outlines three Workforce Innovation and Opportunity Act
18 (WIOA) exit-based outcome measures for TWC’s AEL program. Like the MSG targets,
19 AEL exit-based outcomes remain the same as those approved on August 27, 2019 for
20 PY’19–20.

21 Attachment 3 of this AEL Letter outlines the unchanged exit-based measure targets.

22 **PROCEDURES:**

23 **No Local Flexibility (NLF)**: This rating indicates that AEL entities must comply with
24 the federal and state laws, rules, policies, and required procedures set forth in this AEL
25 Letter and have no local flexibility in determining whether and/or how to comply. All
26 information with an NLF rating is indicated by “must” or “shall.”

27 **Local Flexibility (LF)**: This rating indicates that AEL entities have local flexibility in
28 determining whether and/or how to implement guidance or recommended practices set
29 forth in this AEL Letter. All information with an LF rating is indicated by “may” or
30 “recommend.”

31 **Enrollment Targets**

32 **NLF**: AEL grantees must deliver services to meet the renegotiated PY’19–’20 Participants
33 Served targets described in Attachment 1 of this AEL Letter in the following categories:

- 34 • EL Civics
- 35 • Integrated EL Civics
- 36 • Intensive Services
- 37 • IET
- 38 • Total Enrollment (Total Participants Served)

1 **NLF**: AEL grantees must be aware that Participants Served targets outlined in Attachment 1 of
2 this AEL Letter include carryforward targets from PY’18–’19.

3 **NLF**: AEL grantees must be aware that a participant is an individual who has taken a pretest
4 that establishes basic education eligibility and attains 12 direct contact hours. To receive
5 credit toward participant enrollment targets, grantees must correctly code participants in
6 TEAMS using the funding codes found in Attachment 4 of this AEL Letter. Participants
7 must have at least one direct contact hour of service in the enrollment target category for
8 EL Civics, Integrated EL Civics, Intensive Services, or IET to be counted toward that
9 target.

10 **Cost-Per Calculation and Local Distribution**

11 **NLF**: AEL grantees must be aware that a participant may count toward more than one
12 enrollment target category, such as EL Civics, Integrated EL Civics, Intensive Services,
13 or IET, but he or she will only count once toward the overall Participants Served target.
14 Participants who receive different types of Intensive Services, such as Workplace
15 Literacy or Internationally Trained Professionals services, will only count toward the
16 Intensive Services target category one time for the program year.

17 **NLF**: AEL grantees must be aware that enrollment targets in each service delivery tier are
18 calculated at a certain cost-per that reflects an estimated expected expenditure for service
19 delivery in that tier to meet the enrollment target; and costs, on average, may be higher or
20 lower than the planned amount if the average cost is maintained.

21 **NLF**: AEL grantees that are consortia must include, where applicable to the service, enrollment
22 targets in each service delivery tier in subrecipient contracts and include corresponding
23 cost-pers to support the level of service delivery quality that TWC expects and the full
24 expenditure of grant funds to meet the demand for year-round service delivery.

25 **MSG and Exit-Based Performance Targets**

26 **NLF**: AEL grantees must meet MSG, employment, and credential targets outlined in
27 Attachment 2 of this AEL Letter, using the MSG and credential options described in AEL
28 Letter 01-18, Change 1, issued September 7, 2018, and titled “Educational Outcomes for
29 Adult Education and Literacy—*Update*,” and subsequent issuances.

30 **NLF**: AEL grantees must be aware of the Q1–Q3 and Q4 MSG subtargets in Attachment 3.
31 Each grantee’s individual MSG target will be based on the blended weighted average of
32 those targets customized to the grantees’ individual enrollment pattern in PY’19. AEL
33 grantees are held accountable for these blended MSG subtargets so that AEL meets its
34 federal MSG target, as negotiated with OCTAE.

35 **NLF**: AEL grantees must be aware of the following exit-based outcome targets in Attachment
36 2, which are applicable to exiters in the denominators outlined in AEL 01-18, Change 1,
37 and subsequent issuances:

- 38 • Employed/Enrolled in Q2 Post-Exit: 34 percent
- 39 • Employed/Enrolled in Q2–Q4 Post-Exit: 83 percent
- 40 • Credential Attainment: 34.5 percent

1 **NLF:** AEL grantees must be aware that TWC holds them accountable for exit-based outcomes
2 so that AEL meets its state targets, as outlined in the GAA.

3 **INQUIRIES:**

4 Send inquiries regarding this AEL Letter to AELpolicy.clarifications@twc.state.tx.us.

5 **ATTACHMENTS:**

6 Attachment 1: Updated Program Year 2019–2020 Adult Education and Literacy
7 Enrollment Targets

8 Attachment 2: Target Renegotiation Comparison Program Year 2019 Original Participant
9 Served Targets

10 Attachment 3: Program Year 2019 Adult Education and Literacy Performance Targets

11 Attachment 4: Texas Educating Adults Management System Funding Codes and
12 Applicable Target Categories

13 Attachment 5: Revisions to AEL Letter 01-20 Shown in Track Changes

14 **REFERENCES:**

15 Workforce Innovation and Opportunity Act

16 Adult Education and Family Literacy Act

17 General Appropriations Act for the 2020–2021 Biennium, 86th Texas Legislature,
18 Regular Session (2019)

19 Legislative Appropriations Request for Fiscal Years 2020 and 2021

20 [https://www.twc.texas.gov/sites/default/files/finance/docs/fy2020-2021-legislative-](https://www.twc.texas.gov/sites/default/files/finance/docs/fy2020-2021-legislative-appropriations-requests-twc.pdf)
21 [appropriations-requests-twc.pdf](https://www.twc.texas.gov/sites/default/files/finance/docs/fy2020-2021-legislative-appropriations-requests-twc.pdf)

22 Texas Workforce Commission Chapter 800 General Administration Rule §800.68

23 AEL Letter 03-19, issued August 16, 2019, and titled “Fiscal Year 2020/Program Year
24 2019—Adult Education and Literacy Allocations”

25 AEL Letter 01-18, Change 1, issued September 7, 2018, and titled “Educational

26 Outcomes for Adult Education and Literacy—*Update*,” and subsequent issuances

27 Texas Workforce Commission Request for Proposals No. 320-18-01