

Discussion, Consideration and Possible Action Regarding Program Year 2020 Adult Education & Literacy Grantee Performance Measures & Targets

1 **Introduction** –The Texas Workforce Commission (TWC) has historically contracted three sets
2 of measures its AEL Grantees and staff developed or negotiated targets for PY20:

- 3 1) Participants Served (negotiated with each grantee);
- 4 2) Measurable Skill Gains (aligned with TWC’s targets negotiated with U.S. Department of
5 Education (ED));
- 6 3) WIOA Exit-based Outcome Measures (based on the performance projections included in
7 TWC’s Legislative Appropriations Request (LAR) approved by the Commission in
8 October 2020).

9 **PY20 Measures and Targets** – Staff has developed the following recommendations for PY20
10 AEL Grantee targets as outlined below:

- 11 • **Participants Served** – TWC’s 2020-2021 LAR projected 70,509 Participants being
12 served for this year which assumed a mix of three tiers of service with different cost
13 assumptions:
 - 14 ○ Tier I Basic AEL (assumed to cost \$840 per Participant);
 - 15 ○ Tier II Intensive AEL (Work-based, International Professional, and Transition to
16 Reentry & Post Release Services) at (assumed to cost \$250 more per Participant
17 than Basic AEL); and
 - 18 ○ Tier III Integrated Education & Training (IET) AEL (assumed to cost \$900 more
19 per Participant than Basic AEL).

20 While the LAR assumed that we would serve 4,500 in Intensive and 6,250 in IET, those
21 numbers are not part of our formal set of targets. This gives us flexibility in both the
22 program/casemix and the distribution of targets. However, in initiating negotiations
23 with the grantees, we started with these LAR assumptions and then offered them the
24 opportunity to propose altering the ratio of the Tier I, II, and III targets to suit their
25 local needs and capacity.

26 All but seven grantees opted to take advantage of this flexibility to propose their own
27 casemixes/targets. Of the 30 that proposed their own targets, 15 submitted proposals
28 that were within the parameters we laid out and were easily supported by Workforce
29 and Operational Insight staff. Workforce staff in the Adult Education and Literacy
30 Department reviewed the justifications on the remaining 15 proposals and found that
31 the grantees had reasonable explanations for their proposals and that all of them
32 should be approved. Since some grantees were basically shifting targets among the
33 three tiers, and some wanted to go up and others down, the net result is that the
34 negotiated targets aggregate 4,096 in Intensive AEL, 6,537 in IET (between EL Civics
35 and regular AEL), and 70,285 overall is within .32% of our LAR projection.

36 Under normal circumstances, when grantees fail to serve the expected number of
37 Participants (or a reasonable number when accounting for changes in tier mix
38 compared to what was planned), TWC would impose what are referred to as “carry
39 forward” targets. However this year, staff is recommending to not do that as COVID-
40 19 resulted in grantees having to redesign their programs from nearly entirely “in
41 person” classes to nearly entirely “distance learning” at the end of the year and they
42 had additional expenses associated with those efforts.

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1 Distance learning isn't as simple as teaching like you do in person but into a camera.
 2 This was an adjustment both for the grantees (and their subgrantees) and for the
 3 students. Not all students had the technology to participate (whether computer,
 4 broadband, or both). In addition, many providers had to purchase technology to loan
 5 students to allow them to participate.

6 In recognition of these circumstances, staff recommends suspending Carryforward
 7 Targets from PY19 to PY20 for this one year.

8 The negotiated PY20 Participant Served Targets are shown on page 4.

- 9 • **Measurable Skill Gains** – Earlier this year, TWC negotiated both PY20 and PY21
 10 targets with the ED Office of Career, Technical, and Adult Education (OCTAE) by setting
 11 separate targets for each of the 12 different Educational Functioning Levels (EFL) that
 12 AEL uses for reporting: six relate to Adult Basic Education (ABE) and six to English as a
 13 Second Language (ESL).

14 While TWC and the Grantees are each held to a single Measurable Skill Gains target,
 15 the reality is that the final target is based on the casemix across the EFL cohorts.
 16 Meaning, we use a weighted average that accounts for the actual proportion of the
 17 students in each of the 12 EFLs. There are 12 subtargets that blend together based on
 18 casemix to set the final target for each grantee. If a grantee meets all 12 individually,
 19 they meet their final target. If they are low on one of the 12 and high on one of the
 20 other 11, it is possible that the grantee will meet performance expectations (if the
 21 performance difference and casemix proportion differences balance out).

22 In past years, TWC has used a double blended target system where we set two
 23 subtargets for each of the 12 EFLs. We would set higher targets for the early part of
 24 the year (when there was more time to achieve a gain) and lower targets for the last
 25 quarter of the year. Our original motivation behind this approach was to try to account
 26 for the reduced likelihood of a gain for people enrolling later in the year but the system
 27 seemed to cause confusion. As such, staff recommends simplifying this system and
 28 simply using the 12 subtargets negotiated with OCTAE for TWC's grantees as follows:

EFL Level	SubTarget
ABE1	39.0%
ABE2	38.0%
ABE3	38.0%
ABE4	40.0%
ABE5	43.0%
ABE6	34.0%
ESL1	45.0%
ESL2	49.0%
ESL3	53.0%
ESL4	54.0%
ESL5	42.0%
ESL6	43.0%

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Each Grantee’s individual Measurable Skills Gain target will be based on the blended average of the above subtargets, customized to their individual enrollment pattern in PY20.

- **WIOA Exit-based Outcome Measures** –TWC has 3 WIOA Exit-based AEL outcome measures that we report to the Legislature and Governor’s Office through the Legislative Budget Board. Staff recommends we set PY20 targets at the levels in the 2022-2023 LAR:
 - Employed/Enrolled in Q2 Post-Exit at 34%;
 - Employed/Enrolled in Q2-4 Post-Exit at 79.7%; and
 - Credential Rate at 39%.

Request for Commission Actions – Staff requests the Commission approve staff recommendations for PY20 AEL Grantee Performance Measures and the outlined target methodologies which staff will apply to AEL Grantee performance evaluation for PY20.

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PY20 Participants Served Targets

AEL Grantee	ID	EL Civics	EL Civics IET	Intensive	IET	Total
Abilene ISD	501	99	7	25	116	837
Amarillo College	502	141	35	77	130	1,137
Angelina College	503	91	10	70	87	1,081
Austin Comm College	504	324	60	100	125	2,672
Brazos Valley COG	505	102	11	53	63	830
Brownsville ISD	506	65	60	87	118	1,453
Community Action Inc	508	176	55	60	240	1,942
Dallas County LWDB	509	671	118	394	575	7,272
Region 20 ESC	512	366	39	372	478	5,819
Grayson College - Texoma	514	92	3	38	48	578
Houston-Galveston Area Council	515	2,000	300	960	1295	16,611
Howard College - Concho Valley	516	80	9	31	35	481
Howard College - Permian Basin	517	3	2	32	2	165
Laredo Comm College	518	129	34	68	60	1,051
Literacy Council of Tyler	519	123	13	100	185	2,126
McLennan Comm College	520	118	25	57	64	958
Paris Jr College	523	57	8	34	33	469
Region 1 ESC	524	234	112	283	150	3,253
Region 17 ESC - Permian Basin	525	10	2	6	7	78
Region 17 ESC - South Plains	526	81	25	90	83	1,119
Region 5 ESC	527	101	11	66	81	1,022
Region 9 ESC	528	81	9	20	30	647
Southwest Texas Jr College	530	103	11	47	54	725
Victoria Co Jr College	532	84	9	50	39	593
Weatherford ISD	533	12	4	20	24	495
Central Texas College	534	15	2	18	13	323
Temple College	535	90	10	25	71	913
Tarrant County	538	439	46	298	368	4,665
Midland College	539	57	6	32	38	492
Navarro College	540	40	9	30	78	928
Paris Jr College - North Central	541	6	1	13	18	202
Region 2 ESC	542	109	12	108	139	1,689
Texarkana ISD	543	24	8	19	23	316
Ysleta ISD	544	607	45	125	155	2,851
Odessa College	545	66	7	42	52	657
Denton ISD (excludes Collin County)	546	184	20	133	165	2,075
Grayson College - North Central	547	400	35	113	122	1,760
Total	NA	7,380	1,173	4,096	5,364	70,285

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