

TEXAS WORKFORCE COMMISSION
Adult Education and Literacy Letter

ID/No:	AEL 08-18, Change 1
Date:	March 4, 2019
Keyword:	AEL
Effective:	Immediately

To: Adult Education and Literacy Grant Recipients
Adult Education and Literacy Special Project Grantees
Local Workforce Development Board Executive Directors
Commission Executive Offices
Integrated Service Area Managers



From: Courtney Arbour, Director, Workforce Development Division

Subject: **AEL Enrollment and Performance Targets—Update**

PURPOSE:

This AEL Letter provides Adult Education and Literacy (AEL) grantees¹ with updated information and guidance on Program Year 2018–2019 (PY’18–’19) enrollment and performance targets, in addition to the supplemental allocation of recaptured AEL funds available to grantees. Attachment 1, Targets for Program Year 2018 AEL Participants Served—Updated with Final Targets, shows final targets for PY’18–’19, as compared to original targets.

RESCISSIONS:

AEL Letter 08-18

BACKGROUND:

On June 30, 2018, AEL multiyear statewide grants that spanned PY’14–’17 closed with unspent Adult Education and Family Literacy Act (AEFLA) and AEFLA EL/Civics funds totaling \$6,075,729.

On July 1, 2018, TWC awarded new grants for statewide AEL core service delivery. Included in these grants are performance targets for the number of participants to be enrolled in AEL activities. Additionally, earlier in 2018, TWC negotiated both PY’18–’19 and PY’19 and PY’20 targets with the US Department of Education’s Office of Career, Technical, and Adult Education (OCTAE), setting separate targets for each of the 12 different educational functioning levels, as well as employment and credential targets.

On August 10, 2018, TWC submitted the legislative appropriations request (LAR) for Fiscal Years 2020 and 2021 to the Office of the Governor’s Division of Budget and Policy and the Legislative Budget Board (LBB). The LAR includes a projected number

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

of AEL participants to be served in 2020 and 2021, which showed an increase from the total number of participants served budgeted for 2019, based on more recent cost trends and service/program mix goals to continue expansion of enrollment in Intensive and Integrated Education and Training programs.

Enrollment Targets

On September 25, 2018, TWC's three-member Commission (Commission) initially approved the method applied to assign enrollment targets to AEL grantees across the following three service delivery tiers:

- Tier I: Basic Education Services at \$707.25 per participant
- Tier II: Intensive AEL (Workplace AEL, Services to Internationally Trained English Language Learner (ELL) Professionals, and Transition to Reentry & Post Release Services) at \$1,207.25 per participant
- Tier III: Integrated Education & Training (IET), including Integrated English Literacy and Civics Education (Integrated EL Civics) at \$2,507.25 per participant

TWC staff arrived at this method by proposing to AEL grantees two different sets of targets based on different casemixes and the various service delivery options. The first target set was based on the assumptions used in the posted grant solicitation from spring 2017. The second target set was based on 2018 actual performance for the Texas AEL system, which supported a larger number of students being served in more IET programs and fewer served in Intensive AEL and Basic Education programs.

AEL grantees were given these two options to consider and were allowed to propose their own casemixes and targets. In late summer 2018, staff worked with AEL grantees to negotiate targets. All but seven AEL grantees opted to take advantage of this flexibility to propose their own casemixes and targets.

After negotiations with AEL grantees were completed for the enrollment targets, the Commission approved final enrollment and the Measurable Skill Gains (MSG) targets on September 25, 2018, for implementation in PY'18-'19. At that time, TWC staff anticipated that additional targets would be distributed to AEL grantees based on the expected recaptured PY'14-'17 funds that would be redistributed to the grantees, and that these amounts would be more than sufficient to meet participants-served targets outlined in the 2020 and 2021 LARs.

On January 29, 2019, the Commission approved the reallocation to grantees of recaptured PY'14-'17 funds in the amount of \$6,075,729 based on the allocation method outlined in TWC Chapter 800 General Administration rule §800.68. The Commission approved \$4,641,508 of the recaptured funds to be distributed to AEL grantees with enrollment targets following the same method approved by the Commission on September 25, 2018, to meet the participants-served projection submitted to the LBB in the 2020 and 2021 LARs. This action required approximately 6.3 percent more participants to be served by AEL grantees for 2019 than the levels originally contracted.

Measurable Skill Gains, Employment, and Credential Targets

After reviewing data trends over the last few years, TWC has found that individuals who become participants in the last quarter of the year (April to June), on average, have lower

MSG outcomes than those who participate earlier in the year. Therefore, MSG measures established for AEL grantees include two sets of targets: a target that is lower than the federal target for each level for individuals who first become participants in the fourth quarter and a target higher than the federal target for those who participate earlier in the year.

This method recognizes the challenge that those enrolled late in the program year face in achieving an MSG by the end of the year and ensures that the performance measure target does not create a perverse incentive to reduce or cease enrollment of participants late in the year, actions that conflict with grant requirements for year-round service delivery.

In addition to the MSG measures, AEL has three Workforce Innovation and Opportunity Act (WIOA)–based AEL outcome measures established with PY’ 18 targets set at the levels in the General Appropriations Act:

- Employed/Enrolled in Q2 Post-Exit;
- Employed/Enrolled in Q2–Q4, Post-Exit; and
- Credential Rate, which includes a combination of high school equivalency and postsecondary education or training credentials.

Targets for these measures remain the same as those approved by the Commission on January 29, 2019. **PROCEDURES:**

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

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

Definition

NLF: AEL grantees must be aware that a participant is an individual who has taken a pretest and attains 12 direct contact hours.

Enrollment Targets

NLF: AEL grantees must deliver services to meet the enrollment targets described in Attachment 1 of this AEL Letter in the following categories:

- EL Civics
- Integrated EL Civics
- Intensive Services
- IET
- Total enrollment (total participants served)

NLF: AEL grantees must be aware that enrollment targets outlined in Attachment 1 of this AEL Letter include additional supplemental targets assigned from the reallocation of recaptured PY'17 funds approved by the Commission on January 29, 2019.

NLF: AEL grantees must be aware that to receive credit toward participant enrollment targets, they must correctly code participants in TWC's Texas Educating Adults Management System (TEAMS), using the funding codes found in Attachment 2 of this AEL Letter; participants must have at least 12 direct contact hours total to count toward the Total Participants Served target, with at least one direct contact hour of service in the enrollment target category for EL Civics, Integrated EL Civics, Intensive Services, or IET to be counted toward that target.

NLF: AEL grantees must be aware that enrollment targets in each service delivery tier are calculated at a certain cost-per that reflects an estimated expected expenditure for service delivery in that tier to meet the enrollment target, and costs may, on average, be higher or lower than the planned amount if the average cost is maintained. AEL grantees that are consortia must ensure that subrecipient contracts include these different cost-pers to support the level of service delivery quality that TWC expects and to support full expenditure of grant funds to meet the demand for year-round service delivery.

Measurable Skill Gains, Employment, and Credential Targets

NLF: AEL grantees must meet MSG, employment, and credential targets using the MSG and Credential options described in AEL Letter 01-18, Change 1, "Educational Outcomes for Adult Education and Literacy—*Update*," and subsequent issuances.

NLF: AEL grantees must be aware of the Q1–Q3 and Q4 MSG subtargets in Attachment 3. Each grantee's individual MSG target will be based on the blended, weighted average of those targets customized to their individual enrollment pattern in PY'18.

NLF: AEL grantees must be aware of the following outcome targets, which are applicable to exiters in the denominators outlined in AEL 01-18, Change 1:

- Employed/Enrolled in Q2 Post-Exit: 34 percent
- Employed/Enrolled in Q2–Q4 Post-Exit: 83 percent
- Credential Attainment: 35 percent

INQUIRIES:

Send inquiries regarding this AEL Letter to AELpolicy.clarifications@twc.texas.gov.

ATTACHMENTS:

Attachment 1: Targets for Program Year 2018 AEL Participants Served—Updated with Final Targets

Attachment 2: TEAMS Funding Sources and Applicable Target Categories

Attachment 3: Statewide Q1–Q3 and Q4 Measurable Skill Gains Targets and Subtargets

Attachment 4: Revisions to AEL Letter 08-18 Shown in Track Changes

REFERENCES:

Adult Education and Family Literacy Act

General Appropriations Act for the 2018–2019 Biennium, 85th Texas Legislature
(Regular Session) 2017
AEL Letter 01-18, Change 1, Educational Outcomes for Adult Education and Literacy—
Update, and subsequent issuances
TWC Chapter 800 General Administration rule §800.68
Legislative Appropriations Request for Fiscal Years 2020 and 2021
<https://www.twc.texas.gov/data-reports/agency-reports>