

Adult Education and Literacy
Contracted Measures and Performance-Based Criteria for Program Year 2022–2023
Discussion Paper

Background

On May 31, 2022, the Texas Workforce Commission’s (TWC) three-member Commission (Commission) approved the [Fiscal Year 2023/Adult Education and Literacy \(AEL\) Program Year 2022–2023 \(PY’22–’23\) allocations](#), which correspond to the scheduled final year of contracts awarded under Request for Proposals 320-18-01 for AEL statewide grant awards that began July 1, 2018. PY’22 allocations are composed of a 2 percent performance-based funding (PBF) holdback, as authorized in TWC Chapter 800 General Administration rule §800.68. In order to access this holdback of funds, AEL grant recipients must meet PBF criteria, as approved by the Commission each program year, when they consider the requirements of Texas Labor Code §315.007.

AEL grants outline the annual performance measures, also known as contracted measures, that AEL grant recipients are required to meet each program year. Historically, the Commission has approved the following AEL contracted measures:

- Participant enrollment targets in the following areas:
 - Intensive Services
 - Integrated Education and Training (IET)
 - Overall Participants Served
- Measurable Skill Gains (MSG), as negotiated with the US Department of Education’s Office of Career, Technical, and Adult Education (OCTAE)
- WIOA exit-based outcomes, as outlined in the General Appropriations Act (GAA) and as passed by the Texas Legislature, as follows:
 - Employed/Enrolled Q2 Post-exit
 - Employed/Enrolled Q2–Q4 Post-exit
 - Credential Rate

On August 23, 2022, the Commission approved the [Legislative Appropriations Request \(LAR\) for Fiscal Years 2024 and 2025](#), which includes updated estimates for PY’23 that assume both a higher average cost per participant and an increased Intensive Services and IET casemix than in previous years.

In early September 2022, TWC and AEL grant recipients negotiated the PY’22–’23 enrollment targets, which include carryforward balances from PY’21–’22. As part of the negotiation process with grant recipients, TWC considers the AEL contracted measures in the GAA. Within the GAA targets, TWC has flexibility in negotiating the casemix of Intensive Services and IET enrollment targets and may also use the average cost per participant as a guide when developing the assigned enrollment targets.

Issue: PY'22–'23 Contracted Measures

Staff has developed the following recommendations for PY'22 AEL grant recipient contracted measures for participant enrollment targets, MSGs, and exit-based outcomes.

AEL Enrollment Targets

LAR estimated that the AEL program is serving 58,551 participants in PY'23. This estimate assumes a mix of three tiers of services with different cost assumptions, which were higher than in prior years. The higher assumptions were used in the negotiations for the AEL enrollment targets. The following provides a description of the cost per participant assumptions for the three types of service models:

- Popular AEL Services—assumed to cost \$1,117.15 per participant
- Intensive AEL Services—assumed to cost \$1,376.33 per participant (includes Workplace Literacy, Internationally Trained Professional, and Transition to Reentry and Post-Release Services)
- IET Services—assumed to cost \$2,037.68 per participant

Table 1 outlines the negotiated AEL enrollment targets for PY'22–'23, which include the PY'21–'22 carryforward balances.

Table 1: PY'22–'23 AEL Enrollment Targets

AEL Grant Recipient	Intensive Services	IET Services	Overall Participants Served (Intensive Services, IET, and Popular AEL Services)
Abilene ISD	56	94	800
Amarillo College	30	250	888
Angelina College	67	112	980
Austin Community College	175	235	2,262
Brazos Valley COG	52	87	691
Brownsville ISD	93	156	1,356
Community Action Inc.	130	329	1,800
Dallas County LWDB	307	695	6,272
Region 20 ESC	650	775	5,582
Grayson College–Texoma	60	61	628
Houston-Galveston Area Council	1097	1833	16,018
Howard College–Concho Valley	95	60	532
Howard College–Permian Basin	25	10	169
Laredo Community College	85	108	1,053
Literacy Council of Tyler	136	227	1,767
McLennan Community College	61	101	1,018
Paris Jr. College	31	51	472
Region 1 ESC	205	343	3,192
Region 17 ESC–Permian Basin	5	9	68
Region 17 ESC–South Plains	70	118	1,358

AEL Grant Recipient	Intensive Services	IET Services	Overall Participants Served (Intensive Services, IET, and Popular AEL Services)
Region 5 ESC	63	105	877
Region 9 ESC	30	50	521
Southwest Texas Jr. College	43	72	616
Victoria County Jr. College	40	58	678
Weatherford ISD	34	30	540
Central Texas College	22	37	336
Temple College	52	87	964
Tarrant County	295	493	4603
Midland College	30	50	405
Navarro College	39	118	1423
Paris Jr College–North Central	15	15	364
Region 2 ESC	100	152	1752
Texarkana ISD	19	32	315
Ysleta ISD	281	238	2229
Odessa College	42	70	654
Denton ISD	159	230	2137
Grayson College–North Central	119	198	2283
Statewide Enrollment Targets	4,813	7,689	67,603

Measurable Skill Gains

In early 2022, TWC negotiated both PY'22 and PY'23 MSG targets with OCTAE. The negotiated MSG target for PY'22–'23 is 43 percent, to which TWC is held accountable for federal performance reporting. Within this MSG target, TWC assigns AEL grant recipients subtargets, which correspond to each of the 12 Educational Functioning Levels (EFLs) that AEL uses for federal performance reporting. Six EFLs relate to Adult Basic Education (ABE) and six relate to English as a Second Language (ESL). The 12 subtargets blend together based on the casemix to set the final MSG target for each grant recipient. If a grant recipient meets all 12 subtargets individually, they meet their final target. If the grant recipient is low on one individual subtarget and high on one of the other 11 subtargets, it is possible that the grant recipient will still meet performance expectations if the performance difference and casemix proportion differences balance out.

Each grant recipient's MSG target will be based on the blended average of the above subtargets and customized to their individual enrollment pattern in PY'22–'23. Table 2 shows the 12 subtargets by EFL.

Table 2: PY'22–'23 MSG Subtargets by EFL

EFL	Subtarget
ABE1	41%
ABE2	41%
ABE3	41.5%
ABE4	42%
ABE5	42%

ABE6	41%
ESL1	45%
ESL2	47%
ESL3	46%
ESL4	46%
ESL5	41%
ESL6	41%

Exit-Based Measures

TWC has three WIOA exit-based AEL outcome measures that are reported to the Texas legislature and the Office of the Texas Governor through the Legislative Budget Board. Staff recommends that the exit-based measures match the levels in the GAA, as follows:

Table 3: PY'22-'23 Exit-Based Measures

Exit-Based Measure	Target
Employed/Enrolled in Q2 Post-exit	46%
Employed/Enrolled in Q2-Q4 Post-exit	82.4%
Credential Rate	39%

Issue: Performance-Based Criteria for PY'22-'23

The PY'22 AEL allocations include a 2 percent PBF holdback. To access the PBF funds, AEL grant recipients are required to meet the criteria, which the Commission approves each program year. Section 315.007 requires TWC to set PBF criteria related to high school equivalency (HSE) enrollment and attainment after exiting the AEL program.

On September 28, 2021, the Commission approved the PBF criteria for PY'21-'22, and grant recipients that met the HSE enrollment and attainment criteria were able to access 33.33 percent of the PY'22-'23 PBF holdback, which will be released in October 2022 (due to the exit measure requirement of this criteria).

Staff recommends the following PBF criteria for PY'22-'23 in order to allow grant recipients to access the remaining PBF holdback funds from the PY'22-'23 allocation:

- **Rapid Enrollment** to access 33.33 percent of the remaining PY'22 PBF holdback
 - **Description of Criteria:** Grant recipients are awarded approximately 33.33 percent of their PBF allocation if they have met 60 percent of their enrollment target for participants with a period of participation by the second quarter of the program year.
 - **Denominator:** The unduplicated enrollment target for total participants served in PY'22-'23
 - **Numerator:** The number of individuals who have a period of participation in between July 1, 2022, and December 31, 2022
 - **Release of Funds:** Funds for achievement of this measure will be released after the second quarter of PY'22, which ends December 31, 2022.
- **Accelerated MSG** to access 33.33 percent of PY'22 PBF holdback
 - **Description of Criteria:** Grant recipients will be awarded approximately 33.33 percent of their PY'22 PBF holdback if by March 31, 2023, participants enrolled in the first two quarters of the program year meet the grant recipient's MSG targets for

PY'22-'23. The MSG target for this measure is available in both the December 2022 Contracted MSG Report and the Monthly Performance Report.

- **Denominator:** The unduplicated number of AEL participants served between July 1, 2022, and December 31, 2022

- **Numerator:** The number of participants in the denominator who achieve an approved MSG by March 31, 2023

- **Release of Funds:** Funds for achievement of this measure will be released after the third quarter of PY'22-'23, which ends March 31, 2023.

The PBF criteria in §315.007 requires that 25 percent of an AEL grant recipient's participants be enrolled in a HSE or Ability-to-Benefit program, and that 70 percent of the participants who exit earn a Texas Certificate of High School Equivalency (TxCHSE) or postsecondary credential during the program year or by the end of the first quarter of the following program year. As current AEL grant awards are scheduled to end June 30, 2023, and new grant awards are scheduled to be awarded July 1, 2023, TWC is unable to measure the exit-based criteria for the program year. However, staff will ensure that PBF criteria under the new grant awards will address some of the contracted measures starting with the first year of new grant awards.

Decision Point

Staff seeks direction on approving AEL PY'22-'23:

- contracted measures as reflected in Tables 1, 2, and 3; and
- PBF criteria, noting that future grant awards that are effective July 1, 2023, will address criteria outlined in §315.007 unless otherwise modified.