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To: All Providers

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Subject: Measurable Skill Gains

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## Purpose

This issuance aims to provide clear instructions to Workforce Solutions staff regarding the documentation and reporting of Measurable Skill Gains (MSGs) achieved by participants enrolled in WIOA core programs and the Trade Adjustment Assistance (TAA) program. It outlines the procedures for recording MSGs in WorkInTexas.com and emphasizes the importance of accurate documentation in case notes and files.

## Background

The Workforce Innovation and Opportunity Act (WIOA) establishes performance accountability indicators and reporting requirements to evaluate the effectiveness of the Gulf Coast Workforce Board and Workforce Solutions in achieving positive outcomes for individuals served by the workforce development system's six core programs. These indicators, known as MSGs, measure the outcomes of participants in education or training programs leading to recognized postsecondary credentials or employment, including those pursuing secondary diplomas or equivalents. Specifically, MSGs gauge the interim progress of participants enrolled in education or training services during a program year.

## Policy

Workforce Solutions staff must follow the procedures below and ensure all participants in education or training programs leading to recognized postsecondary credentials or employment are accounted for in the denominator for the appropriate program year, unless the participant qualifies for an exclusion. This includes participants who exit during a program year as well as

those who continue to receive services. The following participants are included in the denominator for this measure:

- **Title I Adult and Dislocated Worker**—All participants in Title I Adult or Dislocated Worker-funded training, including work-based training and training leading to secondary school equivalency. Individuals who are enrolled in an education program at the Date of Participation or during participation but who have no other training or are not being funded by the program for the education or for services to support the education are not included in this category.
- **Title I Youth**—All in-school youth. Out-of-school youth are included only if one of the following applies during participation in the Youth program:
  - Occupational-skills training program element
  - Secondary education
  - Postsecondary education
  - Title II–funded adult education concurrent with the Youth program
  - YouthBuild program participation concurrent with the Youth program
  - Job Corps program participation concurrent with the Youth program
- **Title II Adult Education and Family Literacy Act**—All participants
- **Title IV Vocational Rehabilitation**—All participants enrolled in education programs or training that leads to secondary or recognized postsecondary credentials or employment, identified by their Individualized Employment Plan.
- **Trade Adjustment Assistance**—All individuals who received benefits under TAA (including Trade Readjustment Allowances benefits) and who, during a year while receiving such benefits, are in an education or training program that leads to a recognized postsecondary credential or employment.

## Procedures

1. Workforce Solutions staff must record all MSGs achieved by participants in WorkInTexas.com during a program year, including those attained after the end of education or training, and ensure appropriate documentation in case notes and electronic case files.
2. Participants are included in the MSG numerator for any program year if they were in education or training and achieved an MSG during that year. If an MSG is achieved after exit but within the same program year, the participant is still included in the MSG numerator.
3. Workforce Solutions staff must ensure that MSGs earned by participants co-enrolled in Title I WIOA programs and Title II Adult Education and Literacy activities are recorded in both WorkInTexas.com and Texas Educating Adults Management System (TEAMS).

4. Workforce Solutions staff must be aware of the following:
  - An MSG serves as a measure of documented progress (academic, technical, occupational, or other) made by a participant in a training or education program towards obtaining a recognized postsecondary credential, secondary diploma or equivalent, or achieving employment-related performance indicators.
  - Unlike other WIOA measures, an MSG measures interim progress rather than being exit-based. This means that each unique period of participation (POP) triggers the inclusion of the MSG in the performance calculation. Participants who continue to receive services or who have exited during the reporting period are both included in the measure.
  - An MSG can be counted as soon as it is earned at any point during a program year. Since MSGs reflect progress, once earned, they cannot be unearned by further performance during the program year. Although only the most recent MSG is used for performance outcomes, it's crucial for Workforce Solutions staff to record all MSGs achieved during a program year to ensure a comprehensive reporting of gains to DOL, Congress, and other stakeholders.
5. Workforce Solutions staff must identify and document in the individual employment plan (IEP) the appropriate method of demonstrating an MSG for each participant using one of five categories:
  - Educational Functioning Level (EFL) gain, which includes the following:
    - Formal assessments showing grade level equivalent increase
    - Enrollment in postsecondary training following completion of secondary-level education
  - Attainment of secondary school diploma or its recognized equivalent
  - Report card or transcript showing satisfactory progress
  - Training milestones as demonstrated by a satisfactory or better progress report
  - Skills progression as demonstrated by successful passage of an exam
6. Workforce Solutions staff must document TAA and WIOA participants' MSG achievements in WorkInTexas.com including pre-test and post-test results for EFL gains and all other MSG-related data in the Measurable Skills Gain ribbon.
7. When pre-testing and post-testing are used to demonstrate EFL gains, Workforce Solutions staff must use the National Reporting System (NRS)–approved tests that have also been approved by TWC's AEL program. NRS-approved tests and scoring systems are included in [test benchmarks for NRS EFLs](#).
8. Adult Education staff must adhere to MSG requirements outlined in AEL program documentation, including the [Gulf Coast AEL Consortium Standards, Guidelines, and Procedure Guide](#). AEL service providers must adhere to all AEL policy and guidance for the AEL program when reporting performance for the AEL program.

For additional information on NRS-approved tests, including test publishers, staff may use the Texas Adult Education and Literacy Testing Guide Program Year 2023–2024.

9. Workforce Solutions staff must follow detailed procedures outlined in [Documenting Measurable Skill Gains Desk Aid](#), ensuring correct MSG types, documentation, and WorkInTexas.com data entry.

## Actions

1. All staff must read and apply the guidance from this issuance and the Documenting Measurable Skill Gains Desk Aid.
2. Service provider management must ensure that they train and equip staff on the required documentation requirements for the reporting of Measurable Skill Gains (MSGs) achieved by participants enrolled in WIOA core programs and the Trade Adjustment Assistance (TAA) program.
3. Service provider senior management are responsible for actively monitoring and ensuring staff document MSG's appropriately in the case management system.

## References

1. Workforce Innovation and Opportunity Act of 2014, §116, Performance Accountability System
2. Adult Education and Family Literacy Act 20 CFR Part 677 (and reprinted in 34 CFR Parts 361 and 463) US Department of Labor Employment and Training Administration, Training and Employment Guidance Letter No. 23-19, Change 2, issued May 12, 2023, and titled “Revisions to Training and Employment Guidance Letter (TEGL) 23-19, Change 1, Guidance for Validating Required Performance Data Submitted by Grant Recipients of U.S. Department of Labor (DOL) Workforce Programs”
3. US Department of Labor Employment and Training Administration, Training and Employment Guidance Letter No. 10-16, Change 2, issued September 15, 2022, and titled “Performance Accountability Guidance for Workforce Innovation and Opportunity Act (WIOA) Title I, Title II, Title III, and Title IV Core Programs”
4. TWIST Release 6.3—WIOA Implementation Changes to Performance Outcomes
5. [Gulf Coast AEL Consortium Standards, Guidelines, and Procedure Guide](#)
6. [Texas Adult Education and Literacy Guide](#)
7. [Texas Adult Education and Literacy Testing Guide Program Year 2023–2024](#)
8. [Texas Adult Education and Literacy Performance Guide](#)
9. [AEL Letter 01-18, Change 1](#), issued September 7, 2018, and titled “Educational Outcomes for Adult Education and Literacy—Update”
10. WorkforceGPS Measurable Skill Gains Training Modules:
  - [Measurable Skill Gains - Types of Measurable Skill Gains](#)
  - [Measurable Skill Gains - Overview](#)

## Attachments

1. [Documenting Measurable Skill Gains](#)
2. [Measurable Skills Gained \(MSG\): Progress Milestone Course Evaluation](#)

## Questions

Staff should first ask questions of their managers or supervisors. Direct questions to the Board staff through [workforcepolicy@wrksolutions.net](mailto:workforcepolicy@wrksolutions.net).