
Report of the Governor's Workforce Investment Board Adult Learning Oversight Committee

The Transition of Maryland's Adult and Correctional Education Programs to the Department of Labor, Licensing and Regulation: Progress Report and Goals for the Future

September 15, 2010



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William G. "Bill" Robertson, Chair
Governor's Workforce Investment Board
1100 N. Eutaw Street, Room 108
Baltimore, MD

Dear Mr. Robertson:

The Adult Learning Oversight Committee is pleased to share this report, "The Transition of Maryland's Adult and Correctional Education Programs to the Department of Labor, Licensing and Regulation: Progress Report and Goals for the Future," with the Governor's Workforce Investment Board. In this final report, the committee has assembled an update on the Adult and Correctional Education programs within the new Division of Workforce Development and Adult Learning at the Department of Labor, Licensing and Regulation (DLLR). The report focuses on highlights from the transition and future program goals.

The Adult Learning Oversight Committee was tasked with:

- Ensuring coordination among the partner agencies;
- Reviewing and strengthening performance measures, outcomes and accountability;
- Overseeing the restructuring of the Educational Coordinating Council for Correctional Institutions (ECCCI) and State Advisory Council on Adult Learning; and,
- Making policy recommendations to the Secretary of DLLR, as necessary.

For the past eighteen months, the committee has been meeting quarterly to ensure coordination and the continuity of programs and services as the programs transferred to DLLR. After thorough review, our assessment is that this has been an extremely successful transition. We hope that you will find the information in this report useful.

I would like to take this opportunity to thank all of the members of the Adult Learning Oversight Committee for their hard work and dedication and to thank the DLLR staff for their cooperation and informative presentations.

Thank you,



Fred D. Mason, Jr., Chair
Adult Learning Oversight Committee

Background

As part of a bold vision for workforce creation, Governor O'Malley introduced legislation in 2008 to consolidate adult and correctional education within Maryland's workforce system. Senate Bill 203, passed by the General Assembly in 2008, was part of a national trend in adult learning that integrates educational, occupational and workforce services programs.

The legislation transferred the state's adult and correctional education programs to the Division of Workforce Development at the Maryland Department of Labor, Licensing and Regulation (DLLR), in an effort to better align education, skills training and job opportunities for all Maryland adults.

The new law took effect on July 1, 2008, but delayed the program transfer until July 1, 2009, to allow for a collaborative transition planning process. Specifically, the new law created the Workforce Creation and Adult Education Transition Council, charged with convening all relevant stakeholders to devise a blueprint for ensuring an effective transition and creating a foundation for future progress.

To ensure continued oversight of the programs' transition and integration into DLLR, the Council tasked the Governor's Workforce Investment Board with creating an Adult Learning Oversight Committee to serve for a period of eighteen months - from January 1, 2009 until June 30, 2010 - through the first year of the program transfer.

The Committee, comprised of select members of the GWIB, was charged with convening quarterly to:

- Oversee the initial implementation of SB 203 and the Transition Plan submitted by the Workforce Creation and Adult Learning Transition Council;
- Ensure coordination among the partner agencies (DLLR, MSDE, DPSCS, MHEC);
- Review and strengthen performance measures, outcomes and accountability;
- Oversee the restructuring of the Educational Coordinating Council for Correctional Institutions and State Advisory Council on Adult Learning; and
- Make policy recommendations to the Secretary of DLLR as necessary.

Committee members included:

- Committee Chair: Fred Mason, Jr., President of the Maryland State and DC AFL-CIO;
- Francina Carter, Correctional Program Specialist, National Institute for Corrections, Offender Workforce Development;
- Rachel Glass, Executive Director, Montgomery Coalition for Adult English Literacy;
- Dr. Nancy Grasmick, State Superintendent of Schools, Maryland State Department of Education;
- Dr. Murray "Ray" Hoy, Esq., President, Wor-Wic Community College ;
- Susan Krebs, State Delegate, Maryland General Assembly ;
- Dr. James Lyons, Secretary of the Maryland Higher Education Commission;
- Jason Perkins-Cohen, Executive Director, Job Opportunities Taskforce; and
- Philip Pie, Executive Deputy Director, Division of Parole and Probation, Department of Public Safety and Correctional Services

The report that follows is the Committee's assessment of the transition of the adult and correctional education programs and services to DLLR.

Division of Workforce Development and Adult Learning (DWDAL)

On July 1, 2009, the programs transferred to DLLR in a seamless and successful move. This included 184.5 PINs and 37 contractual staff – including correctional education teachers and GED examiners. There was no disruption in service to students, test-takers, grantees or the general public. Existing partnerships and program coordination continued. This report provides additional details about the program transfer, highlights continued progress and outlines goals for the future.

Budget

Budgetary Impact – Overall

With the assistance of the Department of Budget and Management (DBM) and the Maryland State Department of Education (MSDE), the 2010 budget for the Adult and Correctional Education programs was lifted from MSDE and placed into DLLR's Division of Workforce Development – now known as the Division of Workforce Development and Adult Learning (DWDAL). This covered funding for most program functions. There were several key positions, identified by MSDE, with dual adult and juvenile functions in the Correctional Education program. These positions and funding remained at MSDE. DBM was able to add new positions for DLLR to the State Supplemental Budget. The funding for these positions has proved somewhat problematic. In the State Supplemental Budget all of the positions were to be funded through indirect costs. That funding stream is sufficient for the administrative support positions but not the front line director and coordinator positions. The director and coordinator positions must be funded with general funds for several reasons because of their supervisory role over both federally-funded and general fund programs.

There are several grant-funded positions that did not transfer directly to DLLR. The funding streams for these positions are part of an allocation of larger grant funds at MSDE. DLLR has executed a memoranda of understanding (MOU) to secure consistent funding for these positions, since MSDE will continue to be the primary grantee. These funding streams include:

- Title I Funds to serve neglected and delinquent children (Elementary and Secondary Education Act) in Correctional Education - \$439,278;
- Individuals with Disabilities in Education Act (IDEA), Part B Sec. 611 pass-through funds to supplement special education in the Correctional Education program - \$56,547, ARRA Part I - \$31,953 and ARRA Part II - \$31,953 ;
- Perkins Act funds for occupational education in the Correctional Education program - \$113,125;
- Incarcerated Individuals Program (IIP) funding for post-secondary education was allocated in FY10 in the amount of \$256,784 and must be spent by September 30, 2011;
- Adult Education Literacy Services (AELS) grant for 2011 is \$457,706; and
- WIA Statewide Funds - Prior to the transfer from MSDE, Correctional Education transferred \$100,000 to the Baltimore City Mayor's Office of Employment Development to support career development services for offenders who participated in correctional education and are returning to the city. DLLR altered the funding and awards the amount from WIA Statewide funds as a grant saving \$100,000 to be used to support instructional programming.

DLLR took the necessary steps to align programmatic services with the workforce system and funded two outreach positions, which were previously unfunded, with Wagner-Peyser funds totaling \$256,708.

DLLR continues to maximize the instruction and support services as part of the \$2.2 million reimbursable funds transferred from DPSCS to DLLR. DLLR updated instructional contracts in place with the community colleges to expedite the recruitment process for vacant contractual instructional and support positions to ensure these funds are fully allocated each fiscal year.

Unfortunately, there was approximately \$50,000 that was awarded to the Correctional Education (CE) program from a Library Services and Technology Act grant that will not be available this year due to MSDE's cost containment actions. DLLR has executed a budget amendment to facilitate the transfer of the funds. This agreement will be renewed each fiscal year so long as the federal acts continue in force and federal funds are

awarded to the State.

DLLR has also executed MOU agreements with the Department of Public Safety and Correctional Services (DPSCS). These MOUs will cover funding for numerous teaching positions and for other administrative positions that support the Correctional Education program.

In implementing the transition, DLLR learned that many of the support functions, such as communication and information technology, were not budgeted within a traditional administrative cost allocation framework. Instead, these costs were funded through indirect cost allocations to federal and/or state funding streams that could not transfer to DLLR. This practice, while offering a creative method to pay for program necessities, created a funding gap that DLLR will have to close.

Moving costs, including the costs of replicating critical information technology systems and of building out office space for the transitioning programs (Adult Education, Correctional Education, GED Testing, and Library Services) totaled approximately \$500,000. DLLR was successful in working with DBM to obtain the necessary funding for these moving costs.

Budgetary Impact – IT related

When Adult Education (AE) transferred to DLLR, the software licenses on the desktop computers could not be transferred because they were purchased under a special MSDE licensing agreement that was not transferable. The cost of licensing the desktop software at DLLR (Microsoft, Adobe) was \$6,778.78.

The two primary systems that support Adult Education are the Maryland GED Testing Service (MGETS), an e-business system for all scheduling and scoring data and the Literacy Works Information System (LWIS), an online system for collecting and reporting data from the adult instructional grants as required by the National Reporting System (NRS). Both of these systems provide essential tools for evaluating performance of the respective programs. These systems ran on servers at MSDE that were not transferred to DLLR. The cost of the hardware to run these systems, including electrical upgrading of the DLLR computer room, was \$59,647.22. The operating system software to run these systems costs \$10,928.35.

The old GED system was being replaced by the MGETS system and had been under development for approximately one year at MSDE before moving to DLLR. DLLR paid \$128,000.00 for a custom written specific application necessitated by the need to replace an obsolete system, and \$2,499.00 for installation assistance of MGETS on DLLR servers.

Other IT costs associated with the move include \$1,398 for Blackberry licenses, \$1,000 for the setup of a T1 communication line to Hagerstown with \$9,000 annual recurring costs (Correctional Education), and \$8,084.52 for Microsoft Sharepoint licenses to replace the document system that had been used at MSDE.

Budgetary Impact - Correctional Education

CE is one of the few general fund programs in DLLR and vulnerable to statewide cost containment measures. During FY 10, three rounds of cost containment forced CE to absorb the loss of hundreds of thousands of dollars and 17 filled and vacant PINs. This resulted in redistributing associated duties and responsibilities among the existing staff:

- Two coordinator positions absorbed the duties of a third and continue to provide leadership, management, and oversight to 37 programs.
- The academic program coordinator assumed the responsibilities of the post-secondary (college programs and grants) coordinator position.

Table: Full List of 17 Abolished PINs

Position	Date Vacated
Adult Basic Education Teacher	4/23/08
Special Education Teacher	9/4/08
Occupational Instructor – Electrical Wiring	11/30/08
Lead Teacher	12/31/08
Teacher Supervisor/School Psychologist	1/27/09
Coordinator, Post Secondary	4/30/09
Coordinator, Information Technology	4/30/09
Teacher	7/1/09
Coordinator, Occupational Programs	10/1/09
7 Teachers and 1 Principal	12/31/09

Budgetary Impact – Adult Education

GED Testing

- Prior to the transfer to DLLR, the GED Testing Office staff included: supervision by the State Director of Adult Education, one full-time permanent administrator, three full time permanent staff specialists, three full-time permanent administrative support positions, one part-time contractual administrative support positions, one part-time contractual professional assistant position.
- At DLLR, the staff was significantly reduced due to the retirement of the administrator, one staff specialist, and two part-time contractual positions. A staff specialist was promoted to the GED administrator position in September 2009, and one staff specialist was hired in January 2010 and a contractual field examiner was brought in on a part-time basis.
- The GED Office oversees contractual test examiners in the field to proctor each of the monthly test sessions. Before transfer to DLLR, there were 106 contractual positions within the budget. DLLR has authorized the current budget to fund 85 of these contractual positions.

Adult Instructional Services (AIS)

- The Consolidated Adult Education and Family Literacy Services program brings together federal funding authorized by Title II of the Workforce Investment Act and the required state matching instructional funds.

Table: Funding by Source and Year

Fiscal Year	Federal Funding	State Funding	Total
2009	\$8,897,563	\$7,433,622	\$16,331,185
2010	\$8,779,184	\$6,933,622	\$15,712,806
2011	\$9,220,042	\$6,933,622	\$16,153,644

- Funds are utilized primarily to support the statewide Consolidated Adult Education and Family Literacy Services grant program and secondarily to support the leadership activities of the AIS section.
- Before the transfer to DLLR, the AIS section was under supervision by the State Director of Adult Education, and staffed with one section chief, seven education program specialists (specialty areas: High School Diploma Options, English for Speakers of Other Languages [ESOL], Transitions, Special Populations, Family Literacy, Accountability, Professional Development), and two clerical support staff positions. The Family Literacy specialist position was vacant at the time of the transfer.
- Upon transfer to DLLR, another vacancy was created by the promotion of the AIS section chief to the position of Deputy Assistant Secretary for Adult Learning, who also serves as the State Director of Adult Education, and the subsequent promotion of a specialist (Special Populations) to the section chief role. A third vacancy has recently been created by the resignation of the specialist for professional development.

Correctional Education

The mission of DLLR's Correctional Education program is to provide a continuum of structured education, workforce training, and transition services to incarcerated students that will broaden and establish career pathways preparing them to enter Maryland's workforce and become responsible members of their communities.

Over 9,000 offenders receive some type of academic programming each year, including adult literacy, adult basic education, GED, advanced academic, life skills, occupational skills, or transitional programming. CE provides about 100 courses each year with over 80 staff positions dedicated to offender instruction or educational support. Studies have shown that academic instruction for offenders is one of the most effective tools in reducing rates of recidivism.

In FY 09:

- 1,849 graduated from one of our adult educational program instructional courses.
- 678 received a GED.
- 2,855 participated in a transitional services program.
- Over 1,000 received an occupational certificate – 246 in a certified building trade program.
- 12 full-time and 10 satellite libraries across the Department of Public Safety and Correctional Services (DPSCS) Division of Corrections (DOC) facilities served approximately 900 inmates on a daily basis.

Operations

- Despite early budgetary and staffing deficiencies, DLLR has been able to react quickly to ensure that CE services did not diminish. Overall, the CE program has performed remarkably well, strengthening all educational services provided to adult incarcerated students.

Performance Measures

- Under DLLR, CE has developed an overarching data tracking system to comply with the requirements of StateStat, Governor O'Malley's performance management and accountability system. Currently, CE is tracking enrollment, capacity, open seats, eligibility, student removals, as well as students tested, test-levels completed, and the percentage of completions. These data are now available on a monthly basis so that CE can monitor program and student performance allowing them to take the necessary action to support any areas in decline.
 - The completions for each level of the academic program are demonstrated by the number of certificates earned in order for a student to promote to the next level of class or to earn a high school diploma.
 - Basic (Grade Levels 0 – 3.9);
 - Low Intermediate (Grade levels 4.0 – 5.9);
 - High Intermediate (Grade levels 6.0 – 8.9); and
 - Secondary (Grade levels 9.0 – 12.0).
- The transitional and occupational programs measure the number of completions for each program.
- New to the performance measure process for FY10 is the collection of data that shows the percentage of promotions/completions for each level (i.e., the number of students earning a certificate divided by the number tested).
- Additional actions taken by DLLR to support the overall performance of the program include:
 - Streamlining operations through collaborations with DPSCS and Adult Education.
 - Using U.S. Department of Labor (USDOL) funding streams for two CE transition coordinators to facilitate the link between offenders, the workforce, and the business community.
 - Hiring a new deputy assistant secretary to facilitate the alignment of both Correctional and Adult Education programs with the workforce system.
 - Directing \$100,000.00 to support a contractual arrangement with the Baltimore City Mayor's Office of Employment Development (MOED), which will provide vital re-entry services to offenders returning to the Baltimore-Metropolitan area. This move will allow CE to redirect general funds to support instruction and transition services for students.

- Inserting new data requirements in the community college contracts to further strengthen academic instruction. The new contracts require that vacancies are filled within thirty days and that billing is performed within quarterly billing cycles.

Academics

- Academic instruction includes Basic Literacy, Intermediate Education, Advanced Education (GED) and Post-Secondary. There are currently 90 instructors who provide services to approximately 6,504 students annually throughout the DPSCS.
- Despite funding challenges and the loss of instructors, CE was able to provide the same level of service to students and maintain a high level of course completions.
- CE has infused career/workplace contextual lessons into the academic curriculum to better prepare students for employment upon release.
- CE has collaborated with a non-profit group to provide college programming at the Maryland Correctional Institution for Women.

Occupational/Apprenticeship

Collaboration and program innovation in this area have also expanded:

- Currently, CE offers state-recognized occupational certificates in 17 programs taught by 33 instructors in nine institutions. In addition, students can earn national certification in eight of those careers.
- In FY 2009, 1,029 students graduated with an occupational certificate.
- CE is working with DLLR's Division of Labor and Industry to match CE with state apprenticeship programs and continues to invest in pre-apprenticeship opportunities behind the fence.
- CE has established an on-the-job training program in culinary arts at two DPSCS institutions. These programs, within existing staff and budgetary resources, will provide the culinary instruction necessary for 60 students annually to attain the nationally recognized ServSafe credential.

Table: Correctional Education Occupational and Apprenticeship Program Disciplines

Program	Facilities	National Certification
Automotive Body Repair	1	ASE ¹
Automotive Technology	5	ASE
Desk Top Publishing	2	
Drafting	1	
HVAC	2	NCCER ²
Masonry	3	NCCER
Office Technology	6	
Business Management I & II	1	
Residential Plumbing	1	NCCER
Printing and Graphics	2	PrintED ³
Residential Carpentry	3	NCCER
Residential Electrical	1	NCCER
Roofing	1	
Sheet Metal Fabrication	1	
Furniture Upholstery	1	
Vocational Trades Internships	1	
Warehouse / Distribution		

¹ASE - Automotive Service Excellence Program offers certifications in 8 automotive repair and 5 automotive body repair categories.

²NCCER - National Center for Construction and Educational Research offers dozens of construction and maintenance programs.

³PrintED – National Association of Printing and Graphics Industries offers certification in approximately 10 areas of printing and graphic communication.

Transitional Services

- Through two community college contracts, CE employs 20 contractual instructors who teach 3,577 students annually.
- CE has invested in transitional program curriculum that will provide offenders re-entering the community with the skills necessary to gain employment and become productive citizens. These include:
 - Life skills;
 - Parenting;
 - Health and nutrition;
 - Computer literacy; and
 - Employment readiness.
- CE has developed a relationship with the Maryland CASH (Creating Assets, Savings, and Hope) Campaign to enhance the level of financial literacy services offered to offenders returning to the community. The Maryland CASH Campaign is a statewide network of organizations that promote financial stability for working families.
- Two CE Coordinators were trained as Offender Workforce Development Specialist (OWDS) practitioners this winter in St. Louis. The training costs were sponsored by the National Institute of Corrections, and they were certified as OWDS instructors in May.
- DLLR and DPSCS coordinated an Offender Employment Specialist (OES) training in May 2010 that included members of CE, the One-Stop career centers, the DOC, and the Division of Parole and Probation case management employees.
- CE will continue to investigate discretionary funding opportunities through USDOL to enhance the level of transitional services offered to students entering the workforce.
- CE will investigate the establishment of a One-Stop Career Center model behind the fence to serve offenders within 12 months of release. DPSCS has agreed to allow Internet access to students, and CE is currently working out the details for site location and staffing needs.
- DPSCS has recently agreed to allow CE to develop behind the fence One-Stop services allowing monitored access of specific employment internet resources to students. CE staff will assist pre-release offenders, who have completed the ERW program, to access current employment data and better prepare for jobs upon release.

Library Services

- Currently CE employs 12 librarians throughout the DOC, providing library and legal access services to almost 1,000 offenders through 12 full-time and 10 satellite libraries across DOC.
- The CE library program will continue to serve as a resource providing information to offenders related to employment.

Special Education

- There are currently 12 special education instructors and five school psychologists on staff who are required to provide comprehensive instruction and academic services to incarcerated youths below the age of 21 with identified disabilities in accordance with the Individuals with Disabilities Act of 2004.

Collaboration: Expanded Partnerships

- CE staff currently serves on the DPSCS Reentry Committee, a collaborative body designed to enhance the transition of offenders from incarceration to the community. Under the Division of Workforce Development and Adult Learning (DWDAL), CE has taken on the workforce component of this group. The relationship with the DPSCS has never been stronger, ensuring that all offenders leaving the system have the following:
 - Proper identifications (Birth Certificate, Social Security Card, Maryland Identification Card);
 - A transitional/home plan which details housing and community resource information;
 - A copy of their academic records; and
 - Contact information within the community for employment support.
- CE is currently working with DOC to establish a front-end assessment protocol at two institutions serving both the male and female population. This assessment will determine the appropriate academic level of students to better plan their academic career during incarceration. It is estimated that these services will

reach 2,500 students annually.

- CE will establish an internal workgroup consisting of key members of DWDAL, including the Office of Field Operations (connected to the One-Stop system), the Office of Workforce Investment and Performance (data driven workforce information), the Governor's Workforce Investment Board, and the Division of Labor and Industry. This group will assist CE in coordinating occupational and academic programs that are linked to employment opportunities.
- CE was recently added to a contract with the University of Baltimore's Jacob France Institute to provide wage records for released students. The data will demonstrate the effectiveness of educational programming and the link to employment.

Adult Education and Literacy Services

The Adult Education and Literacy Services (AELS) program is charged with ensuring that all Maryland adults have access to adult learning and basic skills instruction, by providing resources to support adult instructional services and GED testing throughout Maryland. This supports the overarching mission of ensuring that Maryland's adult learners can become part of Maryland's upwardly mobile workforce.

AELS includes two separate units: The GED Testing Office and the Adult Instructional Services (AIS) section, which are under the supervision of the Deputy Assistant Secretary for Adult Learning.

- Maryland's GED Testing Program is centralized within the GED Testing Office at DLLR, all testing in the state is managed through this office. Testing occurs on a monthly basis in public centers in every jurisdiction, as well as private centers including correctional facilities and Job Corps centers.
- The Adult Instructional Services (AIS) section manages the Consolidated Adult Education and Family Literacy grant program, which provides instruction below the postsecondary level for adults in every jurisdiction of Maryland.

FY09 Highlights

- Each year, AELS is responsible for administering the Consolidated Adult Education and Family Literacy Services Grant, which is comprised of state and federal dollars and requires grantees to enter into a voluntary partnership with AELS to carry out the instructions of the Workforce Investment Act, Title II. Eligible grantees provide the following:
 - Adult education and literacy services, including workplace literacy services;
 - Family literacy services; and
 - English literacy programs.
- Last year, AELS disseminated approximately \$14.1 million of instructional funding to 32 grantees throughout the State for Adult Basic Skills, Adult Secondary Education, English for Speakers of Other Languages, External Diploma Services, Family Literacy, and adult instructional services in state and local correctional facilities.
- This program served 41,693 individuals.
- 6,056 Maryland High School Diplomas were awarded to individuals who either passed the GED tests or completed the National External Diploma Program.

GED Testing

Operations

- Prior to the transfer to DLLR, the GED Testing Office operations included the following checklist:
 - Process test applications;
 - Schedule all tests;
 - Manage all data;
 - Scan all documents for scoring by the scoring contractor, Oklahoma Scoring Services (OSS); and
 - Provide all documentation of testing for testers.
- Because of the reduction in staffing, a backlog in operations occurred and the Office had to implement a new e-business system to manage all testing data.
- The dedicated GED staff members were able to reduce the time associated with result notification from 65

days to 19 days.

- Overall, however, the GED Testing operation that transitioned to DLLR had structural flaws that resulted in processing delays, including scheduling, test scoring and test result returns. DLLR's Office of Information Technology has undertaken a comprehensive evaluation of the GED Testing Office and will make recommendations to improve customer service and operational efficiencies in the coming months.
- In the short term, DLLR has undertaken the following actions to immediately improve existing operations:
 - Engaged the GED scoring contractor to increase their level of support. (The GED Testing Office was only using a small portion of the contractor's capacity to score the test results). This change has dramatically cut processing time since the contractor has capacity and efficiencies that the State does not possess.
 - Added two field examiners (employed on a contractual basis) to provide administrative assistance in the GED Testing Office for approximately six hours per week.
 - Additionally, DLLR's Office of the Secretary has assigned an executive assistant to the GED Testing Office for 14 hours per week.

Adult Instructional Services (AIS)

Operations

Performance Measures

- In order to gauge progress of these programs, DWDAL has adopted numerous performance measures. By analyzing this information, the division is able to make data-driven decisions on how to improve efficiency and efficacy of program management and implementation. These data are reviewed monthly both internally and through the Governor's StateStat program.
- The following information is tracked per grantee:
 - The number of learners who advanced a literacy level, broken out by their level of educational functioning: Adult Basic Education, Adult Secondary Education and English Language Learners;
 - The rate of high school diplomas awarded;
 - The rate of entering post-secondary education or training;
 - The rate of entering employment;
 - The rate of retaining employment;
 - The number of total enrollments;
 - The number of enrollees receiving greater than 12 hours of instruction;
 - The total instructional contact hours; and
 - Demographic data including: gender, race, level of education previously attained, age and employment status at entry.

Grant Administration

- The statewide Consolidated Adult Education and Family Literacy Services grant program transferred to DLLR intact and remained unchanged through FY 2010, as stipulated in the legislation transferring the program to DLLR.
- Thirty-two instructional grants in place in FY 2009 were continued through FY 2010, along with the related monitoring and evaluation activity conducted by the AIS section staff.
- Even with the transition to DLLR, programming continued to function, with an increase of over 10% in enrollments in FY 2009. Preliminary data for FY 2010 indicates that there will be at least a 2.5% increase over 2009:
 - 2009 – 41,693 enrolled
 - 2010 – over 42,797 (preliminary data)

FY 2011 Competitive Grant Process

- Pursuant to SB 203, DLLR was precluded from putting out a request for proposals (RFP) until FY 2011. As such, the RFP was released in the spring of 2010, proposals were received and evaluated, and instructional grants have been issued for FY 2011.
- New requirements under the FY 2011 RFP included:
 - **Transitions:** Provide technical assistance for the development of local workforce integration plans as needed and ongoing professional development to assist with the implementation of high quality transitional

programming.

- **Professional Development:** Utilize online teacher training and social media for professional development; expand “Learning to Achieve,” a national model of training for teachers to address learning difficulties in adult students.
- **High School Diploma Options:** Continue to implement new standards for the National External Diploma Program and ensure the highest quality of training for inter-rater reliability of advisor/assessors.
- **English for Speakers of Other Languages:** Continue to provide technical assistance for the One-Stops to assist with overcoming cultural and language barriers for participants and develop partnership with Maryland’s Welcome Back Center.
- **Accountability:** Develop enhanced reporting capacities to capture data on adult learner employment and education transitions and monitor local grantee data collection and reporting.
- Proposals to deliver local services were reviewed by an independent panel of experts, who rated the proposals based on criteria specified in the federal authorizing legislation and DLLR’s plan for alignment of Adult Education and Workforce programming. Thirty-one instructional programs are funded for FY 2011.
- Funding was allocated to jurisdictions based on census data indicators of need and historical enrollment data. Eligible recipients are prescribed by statute and include community colleges, local public school agencies, community based organizations and public libraries.
- Innovations driven by the request for proposals (RFP) for adult education providers included a significantly heightened focus on the transitions of the enrolled students to higher education/career training or employment upon completion of the adult education program. The RFP included a plan for integration of the proposed adult education programming with the local workforce development activities, to be jointly developed by the adult education administrator and the director of the local workforce investment board.
- During FY 2010, Maryland was awarded a special performance-based funding technical assistance grant, via a competitive application process conducted by the Office of Vocational and Adult Education (OVAE), of the U.S. Department of Education. Through the grant award, the AIS section is working with professional experts from MPR, Inc. and a state task force of experts in adult education, workforce development and related projects, to develop a funding formula that will consider performance in establishing grant award levels for FY 2012.

Innovation through Collaboration

- The primary enhancement to the Adult Education program since the transfer is an innovative policy change enabling Maryland Business Works (MBW) to pay for adult education and ESOL programs. Traditionally, MBW and similar programs across the country only cover occupationally specific skills training. This change recognizes that educational coursework is a necessary component of workforce training, and is of particular assistance to those with limited English proficiency. This DLLR policy shift will be instrumental in linking incumbent workers to adult education programming.
- In addition, local workforce investment boards (LWIBs) are now conducting outreach to adult education providers and including them in workforce activities.

Vision for the Future

Correctional Education

Goals for the Upcoming Fiscal Year

Correctional Education will begin implementing some of the innovations under consideration since the transfer. Below are the specific goals that will be measured in FY 2011:

- Raise the total number of graduates in academic programs by 5% over the next five years.
- Invest in additional instructors and class resources, which will directly influence the number of students receiving services.
- Develop a stronger mechanism to link adult learners with academic opportunities in the community upon release.
- Construct a career plan before a student's release and work directly with the One-Stop system to better facilitate communication and student referrals.

Innovation through Partnership and Collaboration

- As part of the Maryland's Skills2Compete initiative, CE will expand the number of occupational graduates and identify additional programs tied to a nationally recognized career credential.
- Students participating in academic instruction will be asked to sign a waiver allowing CE to release their academic scores to community adult instruction partners. For those students who do not have the opportunity to complete their academic instruction, or are released before receiving a Maryland High School Diploma, a referral process will be established to a community adult education grantee (these are funded through the adult education program under DWDAL) within each region.
- Testing information on transferring students will be forwarded to the community provider to establish a foundation for academic instruction.
- The Education and Workforce Training Coordinating Council for Correctional Institutions (EWTCCCI) is planning to host its inaugural meeting in Fall 2010. The Council consists of prominent members of government, business, and the academic community.
- CE will collaborate with DLLR's apprenticeship programs to work directly with Maryland Correctional Enterprises (MCE), Maryland's prison industry program. In a recent survey conducted by the Association of State Correctional Administrators (ASCA), eight states reported having some type of apprenticeship program with the trades through their prison industry program. Currently MCE operates one apprenticeship program, meat cutting, and has operated eight others in the past. Through the apprenticeship navigator, CE will investigate the relationship and instructional offerings within these states and analyze the potential for additional offerings within Maryland's prison industry program.

Adult Education

Goals for the Upcoming Fiscal Year

Adult Education will begin implementing some of the innovations under review over the past two years. Below are the specific goals that will be measured in FY 2011:

- Enhancements to the contract with the GED scoring company.
- Expand the ability of the GED Office to automate testing registration and score notification.
- Implement recommendations to enhance the level of service offered by the GED Testing Office.
- Streamline web postings to provide the most up-to-date information available in a manner that is accessible to prospective adult education enrollees.
- Use performance-based standards for reauthorization of federal funding.
- Convene an adult education advisory board to serve in an advisory capacity to AELS leadership.
- Develop a better method of communicating information to adult learners by establishing clear contact information and a more organized web page on the DLLR website.
- Improve links to each of the One-Stop partners, the Maryland Workforce Exchange and other community-based partners for adult learners seeking employment or workforce services.
- Investigate opportunities to host tests within community college facilities and develop methods to provide information about continued academic instruction.

Innovation through Partnerships and Collaboration

- AE will designate an adult education navigator to serve as the link between the grantees and the LWIBs and ensure that educational plans align with DWDAL's workforce goals.
- AE plans to work with CE to share student data with community providers, to ensure that ex-offenders receive continuing academic instruction and student support services in the community.

Conclusion

The Governor's Workforce Investment Board's Adult Learning Oversight Committee closely monitored the transition of adult and correctional education programs and their integration with DLLR's Division of Workforce Development. The Committee was satisfied that the transition of the services went smoothly, that services were not disrupted, and that DLLR's newly formed division of Workforce Development and Adult Learning was functioning as intended. The Committee saw evidence of increased accountability through the StateStat process and increased collaboration between the adult learning and workforce systems. The Committee was also pleased to see the establishment of two new advisory boards – the Advisory Council on Adult Learning and the Education and Workforce Training Coordinating Council for Correctional Institutions. Based upon the Committee's experience over the past 18 months, we strongly believe the adult learning and workforce systems are better integrated and aligned and that the residents of Maryland will be better served by this new system of providing adult learning and workforce services.

Maryland is now at the forefront of aligning adult and correctional education with our state workforce system. Federal policy-makers are taking note, and the U.S. Department of Labor and U.S. Department of Education are looking to Maryland as a model of innovation and lessons learned.

With a seamless program transfer, the first year at DLLR has been one of great gains. Partnerships and collaboration have increased between CE and DPSCS/DOC. In a few short months, the two agencies have established regular channels of communication among senior staff, allowing the leadership of these two divisions to work together to make sound decisions in the interest of the "entire" student. Addressing inmates' educational and occupational needs as a team and creating clear pathways to achieving the ultimate goal – getting these students to enter the workforce with the tools necessary for success – are imperative for providing quality services and programming.

This transition has also driven innovation at the local level between the AE grantees and LWIBs. The new grant process requires local WIBs and local education providers to work closely to integrate and deliver both adult education and workforce services. This collaboration is important to the overall success of adult learners in Maryland to ensure that the classroom instruction and workforce activities align with the educational and workforce needs of the community.

With a successful launch, the new DLLR Division of Workforce Development and Adult Learning is well on its way to improving programs and services to all of Maryland's adult learners.



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The Governor's Workforce Investment Board is the Governor's chief policy-making body for workforce development.

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