

SB 203 – Workforce Creation and Adult Education Adult and Correctional Education Program Transfer Accountability Plan

Overview

With implementation of SB 203, there is a critical need to ensure a smooth transfer, successful program alignment and sustained visibility of adult learning within DLLR. This white paper outlines a comprehensive plan for both internal and external accountability. The various complementary components include changes to DLLR's internal organizational structure, immediate oversight through the Governor's StateStat system, transformation of two external councils to track adult and correctional education programming over the long-term and GWIB monitoring during the transition phase.

A Comprehensive Accountability Plan

1) Internal Accountability – Changes to DLLR's Organizational Structure

- **Rename the Division of Workforce Development to the “Division of Workforce Development and Adult Learning”**

Renaming DLLR's Division of Workforce Development to embrace the new adult learning component, in both the correctional and non-correctional contexts, is essential to ensure that these new programs have visibility within the department and parity with the existing workforce development programs.

- **Create two additional Deputy Assistant Secretary positions within the new Division of Workforce Development and Adult Learning**

Currently, DLLR has six separate divisions, representing a diverse range of substantive responsibility and authority. Four of these divisions, Labor and Industry, Unemployment Insurance (UI), Workforce Development and the Governor's Workforce Investment Board, comprise DLLR's workforce cluster. The remaining divisions include Financial Regulation, Occupational and Professional Licensing (O&P), and the Racing Commission. Each division has its own unique internal governing structure. Financial Regulation, O&P and Labor and Industry have Commissioners at the helm. Assistant Secretaries lead the UI and Workforce Development Divisions. Each division has at least one deputy who reports directly to the head of the Division. The current Division of Workforce Development has one deputy assistant secretary for

workforce programs. The Governor's Workforce Investment Board (GWIB) is the state's workforce policy board mandated by federal law.

Under this proposal, the new Division of Workforce Development and Adult Learning would have three deputy assistant secretaries serving as program directors for workforce programs, adult education and literacy and correctional education. This proposed organizational structure ensures that adult and correctional education have parity with workforce development as well as needed expertise and management. This structure mirrors the current organizational structure where the Director of Adult Education and Literacy Services and the Director of Correctional Education both report to the Assistant Superintendent for Career Technology and Adult Learning Division of MSDE.

- **Add Responsibility for Adult Learning to the Job Duties of the Assistant Secretary**

In order to ensure long-term accountability for adult learning, including correctional education, the MS-22 for the Assistant Secretary for Workforce Development and Adult Learning must be revised to include these added responsibilities.

2) Accountability and Performance Measures

The success of the transfer, proper alignment and program performance will be monitored by several internal and external accountability systems. First, the adult education and literacy program, funded with substantial federal dollars, will continue to be monitored by federal grant administrators at the U.S. Department of Education. At the state level, DBM's Managing for Results (MFR) process will add the new programs to DLLR's roster of MFR measures. Most immediately, the Governor's StateStat process will begin tracking aspects of the program transfer and transition beginning this month. In January, StateStat oversight will ramp-up through DLLR's monthly StateStat session with plans to develop program performance metrics, designed to be in place come July when DLLR's assumes full program responsibility. In addition, DLLR's StateStat process also includes an internal accountability system, known as DLLRStat, through which the DLLR Deputy Secretary and DLLR Director of Audits and Compliance monitor the actions and activities of each division on a bi-weekly basis to supplement the Governor's StateStat process. The SB 203 implementation, the adult learning programs themselves, and their new administrators, will be subject to all of these accountability and performance measurement systems beginning immediately.

3) External Stakeholder Oversight

There are two existing external entities with accountability and oversight responsibility for these programs:

- Education and Workforce Training Coordinating Council for Correctional Institutions [EWTCCCI) – In the correctional education context, MSDE currently has administrative responsibility for the ECCCI, an oversight body with regulatory and policy authority over correctional educational.

SB 203 altered the membership and leadership of the Council and renamed it the Education and Workforce Training Coordinating Council for Correctional Institutions (EWTCCCI). The Transition Council has adopted recommendations to expand and further empower the EWTCCCI to ensure an active role in the oversight of correctional education.

- The STAC is the existing entity charged with advising MSDE on adult education and literacy matters. The current membership includes representatives from program providers, professional organizations, higher education, advocacy organizations, business, correctional education, and other state agencies. The Transition Council has adopted recommendations to revamp the STAC and create a State Advisory Council on Adult Learning with an expanded membership and advisory relationship to DLLR.

Both of these entities are well-positioned to serve as oversight bodies within their respective areas of expertise to advise DLLR and, in the case of the EWTCCCI, exercise policy and regulatory authority for correctional education. However, given that both entities are in transition, and subject to recommended change, it is critical that a more stable entity, representing external stakeholders, such as the Governor's Workforce Investment Board (GWIB) monitor the transformation of the EWTCCCI and the State Advisory Council on Adult Learning in the interim. This will ensure that these two entities are ready to assume the appropriate and necessary roles as soon as possible in 2009.

4) GWIB Oversight – January 2009- July 2010

The Governor's Workforce Investment Board (GWIB) will be tasked with monitoring the smooth transition of the adult and correctional education programs to DLLR and overseeing the successful restructuring and start-up of both the ECCI and the new State Advisory Council on Adult Learning

The GWIB will appoint an ad hoc committee of GWIB members and five other stakeholders, led by the GWIB's Executive Committee. The Committee will ensure the continuity of programs and services based on the intent of SB 203 and the recommendations of the Workforce Creation and Adult Education Transition Council.

- **GWIB's Role within its Mission**

As an established and objective workforce policy advisory board, this monitoring role is in keeping with the GWIB's mission to ensure that workforce and education programs are well aligned to meet the needs of employers and workers.

The Governor's Workforce Investment Board, mandated by the Federal Workforce Investment Act of 1998, is the state's chief strategy and policy-making body on workforce development mandated by the Federal Workforce Investment Act of 1998. GWIB's primary role is to coordinate business, education and government activities in creating strategies and solutions

to ensure that businesses have highly qualified, highly skilled workers both now and in the future.

The GWIB membership is defined by federal Workforce Investment Act requirements. With 48 members, the Board includes all the relevant and interested parties on the topic. The Board's membership includes representative of Maryland businesses along with Agency secretaries (DBED, DHR, MSDE, MHEC, DJS, MDoA, and DLLR), representation from the General Assembly, higher education (including community colleges), community based organizations, youth, and labor.

Adult education has been aligned with the GWIB Vision and Mission since its inception and this new charge is a natural expansion of GWIB's role:

GWIB's Mission: *To guide a nationally recognized workforce development system that is aligned with the economic and educational goals of the State of Maryland and that will result in a qualified workforce available to employers across the state.*

GWIB's Vision: *A Maryland where every person maximizes his or her career potential and employers have access to the human resources they need to be successful.* The vision includes:

- Alignment of the business, workforce system, and economic development interests in Maryland.
- Well-integrated, coordinated, collaborative systems across agencies, institutions, and business.
- Preservation and expansion of Maryland's highly-educated workforce.
- Creation of opportunities for all Maryland residents to participate and succeed in the workforce.

- **A GWIB Adult Learning Oversight Committee**

The Governor would charge the Governor's Workforce Investment Board with the creation of an Adult Learning Oversight Committee. The Committee will be established for a period of eighteen months – from January 1, 2009 until June 30, 2010.

Committee membership shall include:

- Two GWIB members
- Secretary of the Department of Labor, Licensing and Regulation
- State Superintendent of Schools
- Two adult education experts
- Two correctional education experts
- Executive Director of the MACC

The Charge: GWIB would be charged by the Governor with the creation of an ad hoc committee (to be referred to as ("*the GWIB Adult Learning Committee*") of the Board to review programs, performance and coordination and to recommend policy changes related to these issues. This *GWIB Committee* would:

- Be an executive level committee of the Board comprised of select members of the GWIB
- Convene quarterly
- Oversee the initial implementation of SB203
- Ensure coordination among the partner agencies (DLLR, MSDE, DPSCS, MHEC)

- Review performance measures, outcomes and accountability
- Oversee the restructuring of the ECCCI and State Advisory Council on Adult Learning
- Make policy recommendations to the Secretary of DLLR

Conclusion

Taken together, the measures outlined above will support the transfer of these programs to DLLR and ensure the successful alignment of adult and correctional education under DLLR's leadership.