

MICHIGAN 2018-2019 NARRATIVE REPORT

Workforce Innovation and Opportunity Act (WIOA) Title II Adult Education and Family Literacy Act (AEFLA)

1. State Leadership Funds (AEFLA Section 223)

- a) Describe how the State has used funds made available under Section 223 (State Leadership Activities) for each of the following required activities:
- Alignment of adult education and literacy activities with other one-stop required partners to implement the strategies in the Unified or Combined State Plan as described in Section 223(1)(a).

The State of Michigan has uniquely positioned itself to more closely align all of the core partners under the WIOA with the creation of the Michigan Department of Labor and Economic Opportunity. Governor Whitmer formed the new department to bring labor, economic development, workforce and housing functions of state government together to expand opportunity and prosperity. Workforce Development is one of 16 sub-agencies within the department, along with Michigan Rehabilitation Services (MRS) and Bureau of Services for Blind Persons (BSBP). Labor and Economic Opportunity – Workforce Development (LEO-WD) provides oversight and administration of the WIOA Titles I, II and III, while MRS and BSBP administer vocational rehabilitation services (Title IV) in Michigan. All WIOA core programs are now housed in the same department, with the same strategic plan, vision and mission, as well as leadership support for strong collaboration.

LEO-WD has continued to work diligently to increase collaboration at both the state and local levels among core program partners. LEO-WD underwent an internal restructuring in July 2019 that created a new division in LEO-WD for Talent Development and reorganized state staff by programs. The former Adult Services staff, that oversaw the WIOA Title I Adult Program; the Wagner-Peyser Act Program, as amended by the WIOA Title III; the WIOA Title II AEFLA and State School Aid Section 107 Adult Education Programs; and High School Equivalency credentialing and testing, split into two units – Adult Education and WIOA Titles I and III. Adult Education staff have oversight responsibility for Section 107, AEFLA, and High School Equivalency, while the WIOA Title I and III staff have oversight responsibility for the WIOA Title I Adult, Dislocated Worker, and Youth programs as well as the Wagner Peyser program. Both the Adult Education and WIOA Title I and III sections are within the Talent Development division along with the Trade Adjustment Assistance / Rapid Response section and Compliance and Monitoring section. This new structure allows Adult Education staff to focus solely on adult education while also continually and strategically working with our workforce colleagues and partners. Furthermore, the knowledge and experience that Adult Education staff gained over the previous two years working on WIOA Titles I and III provided a deeper understanding of both entities and the programs they operate, which is immensely valuable. While the sections have been specialized around program areas, the connection within the division provides a strong foundation to identify and quickly address challenges that arise, such as those related to infrastructure funding agreements (IFAs), memorandums of understanding (MOUs), assessments, and performance reporting.

In many areas of the state, adult education providers have built and maintain strong partnerships with their Michigan Works! Agency (MWA) and they work very well together. Unfortunately, this is not consistently true across the entire state yet and there is a lack of true understanding of the array of services being offered by all the core program partners so LEO-WD continues to provide training and technical assistance when and wherever possible. LEO-WD engaged in conversations with the Michigan Works! Association and collaboratively offered an Adult Education strand of workshops at the Fall 2018 Michigan Works! Annual Conference. The workshops

showcased meaningful collaborations between adult education providers and MWAs from across the state, with the goal of further promoting partnerships between the two entities. State Leadership funds were used to support the attendance of adult education providers at this traditionally MWA focused conference in September 2018.

In November 2018, LEO-WD offered **Integrated Education and Training: Partnering to Prepare Clients for Workforce Success**. This workshop was offered in partnership between LEO-WD and the Michigan Works! Association and targeted both adult education providers and MWA staff, and provided an overview of integrated education and training (IET), how the IET model should be used in career pathway strategies, and ways to leverage local resources. The workshop also provided an opportunity for regional partners to discuss challenges to and opportunities for IET development. The workshops were offered in two locations – Novi (Southeast Michigan) and Mount Pleasant (Central Michigan) and received positive feedback.

On an ongoing basis, Adult Education staff attend regional and/or local meetings that bring adult education providers and MWAs together to discuss ways to improve service provision and/or additional opportunities for collaboration. These meetings are convened by the locals and the role of the Adult Education staff is to provide relevant information, as appropriate, to assist with the discussions. As a result of being present for these discussions, Adult Education staff are able to share promising practices and/or innovative solutions with other areas of the state facing similar challenges.

- Establishment or operation of high-quality professional development programs as described in Section 223(1)(b).

State Leadership funds were used to provide several professional development opportunities for adult education providers statewide, to ensure compliance with grant requirements and to provide professional development to English as a Second Language (ESL) teachers. These professional development opportunities included:

2018 Fall ESL Conference - On October 12, 2018, the Fall Michigan ESL Professional Advisory Committee Conference “Integrated Workforce Preparation in the ESL Classroom” was held. Break-out selections included: Integrated English Literacy and Civics Education Resources, United States Customs and Immigration Services Updates, Workforce Readiness Content in the ESL Classroom, Michigan International Talent Solutions, and Integrating the College and Career Readiness Standards.

2018 Fall MACAE Conference - On October 17, 2018, Adult Education staff updated attendees on a wide range of topics, including assessment policy changes, State School Aid Section 107, MOUs and IFAs, high school equivalency testing, and 2017-2018 performance. Adult Education staff answered questions and facilitated discussion, especially around newer topics, such as MOUs and IFAs, to ensure transparency as LEO-WD continues to promote collaboration between adult education providers and the MWAs. The Michigan Adult Education Reporting System (MAERS) team also offered a MAERS Drop-In session that afforded local program staff the opportunity to ask program-specific questions and discuss system-related issues one-on-one with state staff. This has been a popular session and highly requested by the Michigan Association of Community and Adult Education (MACAE).

2019 Spring ESL Conference - On March 15, 2019, the Spring Michigan ESL Professional Advisory Committee Conference “Creating Classroom Culture-the Diversity of our Michigan Adult Education Students” was held. Expert ESL practitioners from across the state presented on using data to improve instruction, trauma in ESL populations, new Americans and support services for immigrants, and building diverse classroom communities.

2019 Michigan Adult Education and Training Conference (MAETC) – On May 1-2, 2019, LEO-WD hosted the 2019 MAETC at the Ann Arbor Marriott Ypsilanti at Eagle Crest. The conference was attended by nearly 300 adult educators and workforce professionals from across the state and had 13 exhibitors and vendors. The conference was kicked off with A View From the Top by LEO-WD Director Stephanie Beckhorn by sharing the vital role adult education plays in Michigan’s talent development system and economy. There were 42 breakout sessions offered on topics including assessments, contextualized instruction, strengthening math and language arts classroom instruction, high school equivalency testing, vocational training, and integrated education and training. There were a number of sessions offered by WIOA core partners to facilitate a better understanding of the core programs and services under the WIOA, including An Introduction to VR under WIOA, MWA Refugee and Immigrant Navigators, Adult Education and Workforce Development: Collaborating to Create Job Ready Candidates, and Leveraging Labor Market Information for Successful Career Outcomes.

- Provision of technical assistance to funded eligible providers as described in Section 223(1)(c).

The MAERS team attended six regional meetings to provide MAERS training, per the request of the regions. There were not significant changes made to MAERS during the program year, so the training focused on how to use MAERS reports to improve performance.

In February 2019, Adult Education staff brought together the thirteen Integrated English Literacy and Civics Education (IELCE) providers for a technical assistance meeting in Lansing. The meeting was spent discussing the status of each program and the IET component(s) currently offered, reviewing IELCE guidance from the United States Department of Education’s Office of Career, Technical, and Adult Education (OCTAE), and discussing funding levels. The programs were reminded there were additional funds available to expand current offerings, add additional locations, or serve more participants. Recipients were also encouraged to develop their IELCE budget based on the full costs of the program, as many had applied for the funds as a supplement for the program and were also supporting the IELCE program with General Instruction (Section 231) funds. The LEO-WD staff also reviewed the IELCE data in MAERS and reviewed data entry requirements to ensure the data reported in the system is accurate and complete.

The LEO-WD Adult Education staff are organized by region and there is a Regional Coordinator assigned to each of the 10 prosperity regions of the state. The regional coordinators provide on-going technical assistance to each region by responding to emails and phone calls regularly. The regional coordinators also attend regional meetings to better understand the current challenges and activities locally, and address any questions raised by the providers at those meetings.

- Monitoring and evaluation of the quality and improvement of adult education activities as described in Section 223(1)(d).

Michigan uses a multi-faceted, team approach to its monitoring and evaluation activities. Topics covered include, but are not limited to, grant activities, allowable costs, data collection, data reporting, and data quality. Michigan monitors 100% of its grantees via a desk review. Onsite monitoring and evaluation visits complement the desk reviews and also provide an opportunity for state staff to provide targeted technical assistance.

On a regular basis, the Fiscal Analyst runs reports that track budgetary activities in the Michigan Electronic Grant System (MEGS) and cash and reimbursement draw-downs from the Cash Management System (CMS) to ensure grantees are complying with federal and state fiscal regulations and policies. Concerns or instances of non-compliance are discussed with program staff and follow-up action is taken to address any concerns or non-compliance with providers.

In addition, MAERS reports containing provider enrollment and performance information are also run on a regular basis and reviewed by the MAERS team and Adult Education staff. Any concerns or instances of non-compliance are discussed internally and follow-up action is taken, as necessary and appropriate, to address concerns or non-compliance with providers.

Adult Education staff also review grantee narratives, modification requests, and final narrative reports to ensure grantee compliance with federal laws, regulations, and guidance, and state policy. Again, any concerns or instances of non-compliance are addressed with providers.

One targeted onsite monitoring and evaluation visit was conducted during program year 2018-2019. Kinexus was monitored on November 28, 2018. This provider was chosen due to their probationary status as the result of prior performance issues. Two findings and five areas of concern were identified during this review, primarily around tracking attendance hours and administration of assessment tests. All findings have since been resolved and will be followed up on during future monitoring and evaluation visits to this provider. Additional onsite monitoring and evaluation visits are expected to be undertaken during program year 2019-2020 once updated monitoring and evaluation tools have been finalized.

b) As applicable, describe how the State has used funds for additional permissible activities described in Section 223(a)(2).

In the Spring of 2019, LEO-WD launched the *Learn More, Earn More* outreach campaign to raise general awareness of the adult education programs and services available and increase enrollment statewide. The initial phase resulted in the development of *Learn More, Earn More* posters and three fact sheets – a general adult education, an ESL, and a high school equivalency fact sheet. The posters and fact sheets are also available in Spanish and Arabic, the two primary languages spoken by immigrants and refugees in Michigan. The materials were distributed to every adult education provider and Michigan Works! Agency, and are available on the Office of Adult Education website to print additional copies as needed. In the summer, LEO-WD partnered with the Michigan Association of Broadcasters to develop radio ads that were made available to every radio station in the state to air during the “back to school” months (August thru November). LEO-WD will evaluate the impact of the *Learn More, Earn More* efforts by reviewing the frequency the radio ads were aired in each market, the number of website clicks during the corresponding months, and any data from adult education providers on the number of participants that reported during intake that they learned of the program from one of the ads or posters.

2. Performance Data Analysis

Describe how the adult education program performed in the overall assessment of core programs based on the core indicators of performance. Discuss how the assessment was used to improve quality and effectiveness of the funded eligible providers and any plans to further increase performance in future reporting years.

After a review of the National Reporting System (NRS) Tables, the LEO-WD was encouraged to see improvement over the year in a number of areas, including number of secondary credentials earned (2,678 up from 2,640), employment in the second quarter after exit (43.85% up from 42.54%), and median earnings (\$4,500 up from \$4,030). Enrollment did continue to decline as has been the trend in recent years and the rate of decline over the year was 4%. The LEO-WD will continue efforts to try and reverse that trend of declining enrollment.

Local providers have reported declines in enrollment in their adult education programs the last few years because of the improvement in the economy and the availability of work in most areas. Michigan also continues

to see school districts across the state choosing to close their adult education programs. In most cases, surrounding districts try to fill the gap in services, but a program closing generally still results in fewer individuals served in that region due to transportation challenges related to having to attend a program that is farther away from where the students live. Another contributing factor was the 23+ High School Diploma Program that was passed by the state legislature to offer an alternative pathway to a secondary diploma and workforce credential. The 23+ High School Diploma Program was expanded to include other providers beyond just Graduation Alliance in 2018-19 via a competitive bid process and as a result, multiple federally funded adult education providers participated in that program. In an effort to evaluate the impact of that program, the adult education providers could not dually enroll participants in adult education and the 23+ High School Diploma Program, so the enrollment numbers in adult education for providers that received funding under the 23+ High School Diploma Program were negatively impacted.

There was a 6% decline in Adult Basic Education (ABE)/Adult Secondary Education (ASE) learners in 2018-2019, a drop of 1,000 participants. There was an increase in the number of ABE learners at Level 1 but all other levels reported a decline of between 3% (Level 2) and 22% (Level 6). The largest numeric decline was 477 participants in Level 3. Two-thirds of the statewide decline can be attributed to the Michigan Department of Corrections which reported a decrease of 668 inmates served in corrections education. The number of English language learners statewide remained steady and reported a decline of less than 1%.

The target measurable skill gain (MSG) rate for 2018-2019 was 47 percent and the State of Michigan significantly exceeded that target by achieving a 50 percent MSG rate. Michigan exceeded the MSG target almost across the board for both males and females, all age groups, and each race and ethnicity, except for Black / African Americans which had a 45% MSG rate. There also was a significant increase in the number of participants served in many of the employment barrier categories, including displaced homemakers, exhausting Temporary Assistance for Needy Families within 2 years, ex-offenders, and migrant and season farmworkers. However, there was a decline in those that self-reported to be low income, single parents, and individuals with disabilities. State staff have made every effort to emphasize the importance of accurately reporting on the employment barriers and believe those numbers will continue to increase in future years as local providers better understand each of the barriers and implement updated data collection procedures accordingly.

The new NRS Table 4A breaks out the educational gains by subject area and confirms the anecdotal information shared by local directors and teachers. Almost 84% of participants made an educational gain in reading and/or language arts, whereas only 28% of participants made an educational gain in mathematics. Of the 2,824 participants that made a gain in mathematics, two-thirds were at ABE Level 2 or ABE Level 3. The gains in mathematics were overwhelmingly made by low-level learners as only 3% of participants at ASE Levels 5 and 6 reported gains. The MAERS Team will be reviewing NRS Table 4A for comparison in future years to better understand the impact of the new assessment tests, specifically TABE 11/12 and CASAS GOALS, on educational gains.

As shown on NRS Tables 9 and 11, the participants in IET and IELCE significantly outperformed the statewide average MSG rate. Over 60% of participants in IET and/or IELCE made a measurable skill gain compared to the 51% statewide average for all participants. The higher retention and completion rates are due to participants seeing the relevance and application of the academic instruction when basic skills are integrated with occupational training.

The MAERS team will continue to review enrollment and performance data throughout the year to identify areas of concern or weakness so they can be addressed in real-time, rather than after the program year has ended. This has been an effective strategy to increase overall performance outcomes.

3. Integration with One-Stop Partners

Describe how the State eligible agency, as the entity responsible for meeting one-stop requirements under 34 CFR Part 463, Subpart J, carries out or delegates its required one-stop roles to eligible providers. Describe the applicable career services that are provided in the one-stop system. Describe how infrastructure costs are supported through State and local options.

The LEO-WD has chosen to delegate its responsibility for meeting the one-stop requirements under 34 CFR Part 463, Subpart J to eligible providers via the competitive grant process. Information outlining the responsibilities was included in the Requests for Proposals (RFPs) issued by the LEO-WD in early 2017. The career services outlined at 34 CFR 463.425 and 34 CFR 463.430 are provided through Michigan's one-stop system via the required and optional one-stop partners, as appropriate. All adult education participants in the state received the following career services from the delegated AEFLA providers – intake, orientation, and assessment of skill levels. Adult education providers were encouraged to partner with the local MWA to offer supportive services or referrals to the appropriate agency for these services if needed. Some providers have existing partnerships within the community to offer these services directly to participants. Many adult education providers have partnered with the local MWA to provide an overview during the adult education orientation of the MWA and services available, and individuals are co-enrolled in the core programs under the WIOA if and when appropriate.

Some adult education providers have developed IET opportunities, while other providers are working to develop such opportunities. All providers are being encouraged to develop these opportunities in partnership with their local MWA. The LEO-WD received technical assistance from the national level that was instrumental in helping to develop policy guidance around IET. Final joint policy guidance was issued to adult education providers and MWAs regarding IET on December 7, 2018. Furthermore, on December 14, 2018 the LEO-WD awarded \$1 million of WIOA Title I discretionary funding to support the training component of IET and to incentivize collaboration amongst the adult education providers and MWAs. To date, this funding has allowed five MWAs to support IET opportunities in collaboration with local adult education providers.

Infrastructure cost contributions to support the one-stop system for program year 2018-2019 were all determined via the local funding option by the federally prescribed deadline. This option used a consistent methodology across the state. The agreed upon contributions are outlined in the executed IFAs and associated documents submitted to the State.

4. Integrated English Literacy and Civics Education (IELCE) Program (AEFLA Section 243)

Describe how the State is using funds under Section 243 to support the following activities under the IELCE program:

- Describe when your State held a competition [the last competition] for IELCE program funds and the number of grants awarded by your State to support IELCE programs.

Michigan held a competition for IELCE program funds in early 2017 (the first such competition under the WIOA). A total of 13 grants were awarded, which represents a significant decrease in providers statewide (Michigan previously had 42 providers under the Workforce Investment Act). In 2018-2019, there were nine IELCE providers as one program closed after the 2017-2018 program year and three recipients did not offer an IELCE program in

2018-2019 for varying reasons. Whitehall District Schools reported that the ESL population in the area was functioning at too low of a level for enrollment in the training program to be a realistic option, the employer that offered the training for Hamtramck School District relocated and they were unable to find another provider during the program year, and two recipients chose not to run an IELCE program.

As shown on NRS Table 3, there was a corresponding substantial decrease in IELCE participants in 2018-2019 from 2017-2018, primarily because of the decrease in providers statewide. However, while the number of participants in IELCE dropped from 1,689 to 1,162, the number of IELCE participants in IET increased from 95 to 174, over 83%.

While the number of providers offering IELCE programs has declined, those that offer IELCE are adding to the training options available and expanding their programs. The LEO-WD awarded additional IELCE funds to multiple providers to support their expansion efforts.

The LEO-WD will be running a new competition in early 2020 for a four-year grant cycle that will begin in program year 2020-2021, and we are confident that there will be more IELCE recipients in the next grant cycle. Over the last two years, the LEO-WD provided technical assistance and professional development on the IELCE program requirements because it was evident in the last competition that many applicants did not fully understand the requirements.

- Describe your State efforts in meeting the requirement to provide IELCE services in combination with integrated education and training activities.

The LEO-WD requires all IELCE recipients to complete the IET Plan of Operation annually for each IET program offered. The IET Plan of Operation is based on OCTAE's IET Checklist and is required to ensure that all of the program requirements are being met. The information collected via the plans is extremely helpful to understand how the program is being offered and informs Adult Education staff about the areas where additional guidance is needed, including the single set of learning objectives.

The LEO-WD convened the 13 IELCE providers for an in-person meeting February 21, 2019. The meeting provided an opportunity for the recipients to network and learn from each other. LEO-WD shared the IET programs offered by each IELCE recipient in an effort to foster sharing of ideas and lessons learned, which can vary by industry. For example, one program that offers training in construction trades shared that they adjusted their program schedule to end by early March instead of early April because most of the construction companies in their region are done hiring by spring. When the program completed in April, their graduates would likely miss that hiring window.

Overall, the IELCE recipients have made significant progress in developing and expanding IET programs for their English language learners and it has been very encouraging to see the expansion of IET into new and emerging industries and occupations. In 2018-2019, Literacy Center of West Michigan added a Contractor Licensing IET program which was created as a result of intensive partnerships across many different organizations throughout West Michigan. The Grand Rapids Chamber of Commerce has reported that there are 27 second-stage minority-owned businesses in West Michigan and this IET was an opportunity to reinforce the pipeline of minority-owned businesses in the region. The class recruited 13 learners, with 11 learners not only completing the 80-hour IET but completing it with almost perfect attendance.

- Describe how the State is progressing towards program goals of preparing and placing IELCE program participants in unsubsidized employment in in-demand industries and occupations that lead to economic

self-sufficiency as described in Section 243(c)(1) and discuss any performance results, challenges, and lessons learned from implementing those program goals.

The IELCE providers in Michigan are dedicated to preparing English language learners for in-demand job opportunities. Training programs were offered in a wide variety of occupations or industries in 2018-2019, including certified nursing assistant (CNA), industrial sewing, certified production technician, CompTIA A+, pharmacy technician, forklift training, child development associate, culinary, medical billing, certified electronic health records specialist, and a migrant program for agriculture programs.

The expansion into new industries and occupations was the result of discussions with Michigan Works! and/or local employers. The partnership with local employers has been a priority by LEO-WD because of the declining enrollment in adult education. Many adults with low basic skills are currently working because jobs are plentiful, so partnering with local employers to offer services on-site at the workplace provides an opportunity to reach those individuals. While this has been beneficial overall, it can also be a challenge if the priorities of the adult education provider do not align with the corporation's priorities. As one IELCE provider experienced, the lack of understanding of the time needed to make a gain or attain a credential on the part of the employer can be a real barrier, especially if the time available for class is limited to two days a week.

As shown on NRS Table 11, the employment outcomes for IELCE participants were significantly higher across the board than the statewide average for all participants. The percentages of those employment in the second quarter after exit and the fourth quarter after exit were over 10% higher for IELCE participants. The median earnings for IELCE participants was \$4,799, compared to the statewide average of \$4,546.

While the implementation of IELCE has had its challenges, the programs that have emerged are quality programs that have had a tremendous impact.

- Describe how the State is progressing towards program goals of ensuring that IELCE program activities are integrated with the local workforce development system and its functions as described in Section 243(c)(2) and discuss any performance results, challenges, and lessons learned from implementing those program goals.

Initially, there were challenges in a few areas when partnering with Michigan Works! to serve English language learners, but that has improved as a result of the WIOA Title I discretionary funds that were awarded. However, access to the Michigan Works! in some of the rural counties continues to be a challenge if the adult education provider is not co-located in the one-stop center.

In Southeast Michigan, Southgate Community Schools found they needed to have a clear understanding of the specific services Michigan Works! offers that would benefit their participants because it was overwhelming for participants when the MWA would share all that was available. They are trying to improve their partnership by focusing on targeted services.

The Literacy Center of West Michigan reported that one of their biggest challenges is the duplication of services in West Michigan combined with the lack of coordination among some of the adult education providers. The Michigan Works! was an effective mediator in their regional discussions.

In general, many adult education providers reported that their partnership with Michigan Works! has strengthened over the last program year, and this was especially true for most of the IELCE providers. The partnership has been valuable in identifying the training options and in-demand occupations for IET opportunities, as well as assisting with recruitment of students. Plainwell Schools shared that they interact with

West Michigan Works! more than ever before and have monthly meetings with the adult education providers, MRS, community college, and the MWA.

5. Adult Education Standards

If your State has adopted new challenging K-12 standards under Title I of the Elementary and Secondary Education Act of 1965, as amended, describe how your Adult Education content standards are aligned with those K-12 standards. Optional: Describe implementation efforts, challenges, and any lessons learned.

The State of Michigan adopted the Michigan Merit Curriculum (MMC) which is crafted around the philosophical belief that all students will need post-secondary learning opportunities beyond high school. It is not a curriculum in the traditional sense in that it doesn't describe instructional materials and approaches. Instead it specifies that all students who earn a diploma, at a minimum, have demonstrated proficiency with the content outlined by the state academic standards or guidelines. Since districts are responsible for awarding diplomas so too are they responsible for providing all students the opportunity to learn the content outlined by the standards. As the learning skills for college and the workplace have merged, the MMC, if properly implemented, will prepare students with the skills and knowledge needed to be successful in our global economy and an emerging workforce. The MMC supports the need for personalization, acceleration, and innovation in an atmosphere of high expectations and high support for students earning a diploma in Michigan. Districts must ensure that any student who entered 8th Grade in 2006 and wishes to receive a high school diploma from a public school must meet the requirements of the MMC, including alternative and adult education students.

Michigan also adopted the College and Career Readiness Standards (CCRC) and has continued to roll out the standards via various training and technical assistance opportunities.

6. Programs for Corrections Education and the Education of Other Institutionalized Individuals (AEFLA Section 225)

What was the relative rate of recidivism for criminal offenders served? Please describe the methods and factors used in calculating the rate for this reporting period.

In program year 2018-2019, there were 26 local providers in Michigan that received Institutional funding under the AEFLA, Section 225, including the Michigan Department of Corrections (MDOC), one federal prison - Milan Area Schools, and 24 school districts that provide services in county jails across the state. The data that is collected and available at the institutions varies widely, as does the relationship between the school districts and each of the county jails. A review of the recidivism rate responses from the local providers has shown a clear need for a common statewide definition. The Adult Education staff continues to work with grant recipients to determine what data is available and work towards a common definition and measurement going forward.

Of the 26 recipients, 17 reported not having any data related to recidivism currently available and three of those have said they are working to collect data on recidivism in the future. The majority of programs reported not having data, a data system, or method to determine whether an individual was housed at another facility. Other challenges shared were that the jail houses inmates from other areas of the state that are overcrowded, so it is difficult to track those individuals after their release, and areas of the state that border other states do not have a way to share data across states.

Eight of the grant recipients estimated recidivism rates based on prior students that returned to the jail program from current or prior years. The rates reported varied from 1% - 51%.

The Michigan Department of Corrections (MDOC), which served over 83% of the institutional participants in program year 2018-2019 (6,332 of the total 7,602) reported that their recidivism rate has remained steady at 28%. This is a historically low rate for the MDOC. This rate captures the percentage of men and women that return to prison within three years of being released and it represents the percentage of all inmates released.

Adult Education staff did not calculate a statewide average based on the responses provided because of the stark differences in how the rates were calculated. For example, some programs reported recidivism based on those that returned to that jail program, whereas others were calculating it based on those that returned to any correctional facility. Also, most county jail programs were looking at 1-year recidivism rates while MDOC calculates a 3-year rate. Milan, which is housed in a federal prison and is the only high school diploma program in any federal corrections institution in the country, reported that there is not a way to determine the recidivism rate for their specific program. However, offenders without a high school diploma have the highest recidivism rates in the Federal Bureau of Prisons.

The State of Michigan will continue to work to develop a consistent measurement for recidivism based on the data that is possible to collect and evaluate. We welcome any suggestions or recommendations based on best practices in other states.