

**Department of Legislative Services**  
Maryland General Assembly  
2017 Session

**FISCAL AND POLICY NOTE**  
**First Reader**

House Bill 1384  
Ways and Means

(Delegate Rosenberg)

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**Task Force to Study Implementing the German Academic-Apprenticeship Model  
for Adults Without a High School Education**

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This bill establishes a Task Force to Study Implementing the German Academic-Apprenticeship Model for Adults Without a High School Education, staffed by the Maryland State Department of Education (MSDE). The task force must (1) study Germany's dual system model of teaching academic courses and providing job-specific training at work sites; (2) study and identify curriculum content and apprenticeship requirements needed to implement the German academic-apprenticeship model; and (3) identify ways the State can invest in technical and vocational education and training to meet the State's workforce needs. The task force must make recommendations regarding enabling legislation and regulations for the implementation of the German academic-apprenticeship model in specified areas of the State. The task force must report its findings and recommendations to the Governor and the General Assembly by December 1, 2018.

The bill takes effect July 1, 2017, and terminates June 30, 2019.

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**Fiscal Summary**

**State Effect:** MSDE can provide staff support to the task force with existing budgeted resources, although MSDE advises that oversight of the State's apprenticeship programs rests with the Department of Labor, Licensing, and Regulation (DLLR)'s Division of Workforce Development and Adult Learning. Any expense reimbursements for task force members are presumed to be minimal and absorbable within existing budgeted resources. No effect on revenues.

**Local Effect:** None.

**Small Business Effect:** Minimal. A small private employer must be on the task force.

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## Analysis

### Current Law:

#### *Adult Education*

Adult Education and Literacy Services was transferred from MSDE to DLLR by Chapter 134 of 2008. Its mission is to provide leadership for the establishment of adult education goals, oversight for implementation of the federal Adult Education State Plan, and administration of the statewide general equivalency development. DLLR is responsible for the development of components of the State plan required to be submitted under federal law to carry out adult education and literacy services.

The purpose of adult education and literacy services is to:

- assist adults to become literate and obtain the knowledge and skills necessary for employment and self-sufficiency;
- assist adults who are parents or family members to obtain the education and skills necessary to become full partners in their children's educational development and to lead to sustainable improvements in the economic opportunities for their family;
- assist adults in attaining a secondary school diploma and in the transition to postsecondary education and training, including through career pathways; and
- assist immigrants and others who are English language learners by improving their English language proficiency in reading, writing, speaking, and comprehension skills, improving their math skills, and acquiring an understanding of the American system of government, individual freedom, and the responsibilities of citizenship.

The Adult Education and Literacy Services Office in DLLR must distribute competitive grants for adult education and literacy services in accordance with the State plan for services required under the federal law for adult education and literacy services. These grants may be used for adult education and literacy services including (1) basic skills instruction; (2) preparation and instruction for obtaining a high school diploma by examination; (3) the National External Diploma Program; (4) Workplace Literacy Services and workforce preparation activities; (5) English for speakers of other languages and integrated English literacy and civics education; (6) family literacy; (7) literacy instruction; and (8) integrated education and training. DLLR must compile a list of these grant recipients by county for adult education and literacy services offered to the public.

DLLR and the State Board of Education must award high school diplomas to individuals meeting the requirements of the National External Diploma Program.

### *Apprenticeship Maryland*

Chapter 140 of 2015 established an apprenticeship pilot program, Apprenticeship Maryland, to prepare students to enter the workforce by providing on-site employment training and related classroom instruction needed to obtain a license or certification for a skilled occupation. The program began in August 2016 and ends in June 2018. Chapter 140 required MSDE, in consultation with DLLR and the Public School Superintendents' Association of Maryland, to develop criteria for selecting two local school systems to participate in the program. MSDE selected Frederick County Public Schools and Washington County Public Schools as the two pilot sites. It also received a \$10,000 grant from the Longview Foundation that was used for kickoff events in both counties and for soft skills training for participating students. Participating employers must pay an eligible student at least the applicable minimum wage, subject to any lawful exemptions.

Each county superintendent from a participating school system may select up to 60 students to participate in the program. During 2016, 8 students were placed, earning an average of \$9.00 per hour. A student selected to participate in the program:

- may start the program in the summer or fall of the student's junior or senior year in high school;
- must complete at least 450 hours of supervised work-based training;
- must receive at least one year of classroom instruction relating to the student's eligible career track in the manufacturing industry or the science, technology, engineering, and math industries;
- must receive credit toward a high school diploma or a postsecondary credential, or both, for the work-based training and classroom instruction completed under the program; and
- must complete the program before August 31 following the student's graduation from high school.

DLLR must issue a skills certificate to each eligible student who completes the program. DLLR and MSDE must work together to explore options for increasing the availability of and access to youth apprenticeship programs based on other states' and countries' experiences, as well as the results of the program.

**Background:** Generally, apprenticeship is a voluntary, industry-sponsored system that prepares individuals for occupations typically requiring high-level skills and related

technical knowledge. Apprenticeships are sponsored by one or more employers and may be administered solely by the employer or jointly by management and labor groups. An apprentice receives supervised, structured, on-the-job training under the direction of a skilled journeyman and related technical instruction in a specific occupation. Apprenticeships are designed to meet the workforce needs of the program sponsor. Many industry sponsors use apprenticeship as a method to train employees in the knowledge necessary to become a skilled worker. This also means the number of apprenticeships available is dependent on the current workforce needs of the industry.

Apprenticeships are available to individuals age 16 and older; an employer, however, may set a higher entry age. By law, individuals must be age 18 to apprentice in hazardous occupations. Apprenticeships last from one to six years, although most are three to four years, and involve a minimum of 144 hours of classroom instruction per year and at least 2,000 hours per year of on-the-job training. A national apprenticeship and training program was established in federal law in 1937 with the passage of the National Apprenticeship Act, also known as the Fitzgerald Act. The purpose of the Act was to promote national standards of apprenticeship and to safeguard the welfare of apprentice workers.

Along with 24 other states, Maryland has chosen to operate its own apprenticeship programs. In 1962, Maryland created the 12-member Maryland Apprenticeship and Training Council (MATC). Within the framework established in federal law, the State's apprenticeship and training law also established the guidelines, responsibilities, and obligations for training providers and created certain guarantees for workers who become apprenticed.

MATC, along with the Division of Labor and Industry, serves in a regulatory and advisory capacity by providing guidance and oversight to the Maryland Apprenticeship and Training Program, which is responsible for the daily oversight of State apprenticeship programs. More specifically, MATC and the Division of Labor and Industry approve new apprenticeship programs and changes to current programs. The approval process involves assessing the appropriateness of an apprenticeship program in a proposed industry, the education that will be provided to the apprentice, the current staffing level of the entity proposing the program to determine whether adequate supervision can be provided, recruitment and retention efforts, and the overall operations of the entity. MATC also serves in an advisory role for legislation and regulations, recommending changes to update apprenticeship laws.

DLLR's apprenticeship unit oversees 9,400 active apprentices and 3,500 participating employers. There are approximately 230 registered occupations and 417 registered apprenticeship programs statewide.

Chapter 243 and 244 of 2016 established a Task Force to Study the Adult High School Concept, staffed by DLLR and MSDE. The task force must study and identify best practices relating to eligibility requirements, financial stability, capacity standards, accreditation, reporting requirements, data collection, matriculation requirements, curriculum content and requirements, funding requirements and options, and any other issues relevant to the development of the adult high school concept. The task force must make recommendations regarding enabling legislation and regulations for the establishment and regulation of adult high schools. The task force submitted its findings and recommendations in an [interim report](#) to the General Assembly and specified committees on December 15, 2016. The task force must submit a final report on its findings and recommendations to the General Assembly and specified committees by June 30, 2017.

**Additional Comments:** Chapter 344 of 2016 renamed the Governor’s Workforce Investment Board to be the Governor’s Workforce Development Board.

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### **Additional Information**

**Prior Introductions:** None.

**Cross File:** None.

**Information Source(s):** Maryland State Department of Education; Department of Labor, Licensing, and Regulation; Department of Legislative Services

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