

ALABAMA WORKFORCE INVESTMENT SYSTEM

Alabama Department of Economic and Community Affairs
Workforce Development Division
401 Adams Avenue
Post Office Box 5690
Montgomery, Alabama 36103-5690

December 5, 2012

GOVERNOR'S WORKFORCE DEVELOPMENT DIRECTIVE NO. PY 2012 – 05

SUBJECT: Training and Employment Notice (TEN)

1. **Purpose.** This transmits the following TEN:

<u>Number</u>	<u>Date</u>	<u>Subject</u>
13-12	11/30/12	Defining a Quality Pre-Apprenticeship Program and Related Tools and Resources

2. **Discussion.** The purpose of TEN No.13-12 is to inform the public workforce system about the pre-apprenticeship program definition and quality framework, as well as promote tools and materials to improve the consistency and quality of pre-apprenticeship programs.

Registered Apprenticeship is an effective “earn and learn” model with a long history of providing career ladders and pathways to the middle class, particularly for the building and construction industry but increasingly in other industries as well. Quality pre-apprenticeship programs can play a valuable role in preparing qualified entry-level workers for Registered Apprenticeship careers while contributing to the development of a diverse and skilled workforce. Through a variety of unique program designs and approaches, pre-apprenticeship programs can be adapted to meet the needs of diverse populations being trained, the various employers and sponsors they serve, and specific opportunities within the local labor market. However, the standards for pre-apprenticeship programs have varied with no common definition or consistent program elements.

After public input from key stakeholders in the apprenticeship and workforce communities, the general public, and the Secretary’s Advisory Committee on Apprenticeship (ACA) recommendations, the U.S. Department of Labor Employment and Training Administration (ETA) has accepted these recommendations and the Training and Employment Notice (TEN) No. 13-12 (attached) formally announces the definition and quality framework for pre-apprenticeship.

Pre-apprenticeship Definition and Quality Framework: Pre-apprenticeship is defined here as a program or set of strategies designed to prepare individuals to enter and succeed in a Registered Apprenticeship program and

has a documented partnership with at least one, if not more, Registered Apprenticeship program(s). A quality pre-apprenticeship program is one that incorporates the following elements:

- **Approved Training and Curriculum**
- **Strategies for Long-Term Success**
- **Access to Appropriate Support Services**
- **Promotes Greater Use of Registered Apprenticeship to Increase Future Opportunities.**
- **Meaningful Hands-on Training that does not Displace Paid Employees**
- **Facilitated Entry and/or Articulation**

In addition to the quality framework above, ETA supports expanded partnership efforts in model pre-apprenticeship training that are a collaboration among:

- Registered Apprenticeship sponsors;
- Workforce development agencies;
- Economic development agencies;
- Business and industry partners;
- Labor management organizations;
- Community colleges and other education partners;
- Community and faith-based organizations; and,
- Advocacy organizations that represent underserved populations.

ETA offers youth programs in YouthBuild and Job Corps that often serve as pathways to Registered Apprenticeship programs and have a track record of successful apprenticeship placements because these programs have the attributes of a quality pre-apprenticeship program described in the attached TEN. In addition, many WIA youth providers work with local Registered Apprenticeship programs to improve the success of students in applying for placement. Finally, as articulated throughout the attached TEN, pre-apprenticeship is not just a youth program strategy but may also be an effective strategy for participants in the WIA adult programs.

ETA does not currently, nor is it planning to, register or certify pre-apprenticeship programs or individuals participating in a pre-apprenticeship program. ETA intends for the attached TEN to serve as a catalyst for pre-apprenticeship providers to make contact with Registered Apprenticeship program sponsors. In issuing this notice and technical assistance, ETA seeks to improve the consistency and quality of pre-apprenticeship programs.

Workforce System Partnerships with Quality Pre-Apprenticeship and Registered Apprenticeship Programs: ETA encourages the American Job Center network to familiarize itself with this definition and framework, as well as to use the technical assistance materials to support expanded partnerships between quality pre-apprenticeship programs and Registered Apprenticeship programs. WIA funding can be used to support pre-apprenticeship programs. The potential benefits of collaboration include:

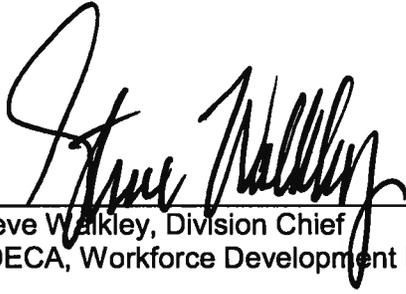
- *Boosting training* - WIA participants in pre-apprenticeship programs are counted as receiving training services;
- *Promoting diversity* - Pre-apprenticeship and Registered Apprenticeship programs offer career pathways for the various adult and youth populations served by the WIA programs;
- *Enhancing job placement* - WIA participants that complete the pre-apprenticeship program and enter a Registered Apprenticeship program are counted as positive placements into employment; and
- *Improving other important workforce indicators* - Placing pre-apprenticeship participants into Registered Apprenticeship may result in improved outcomes in other key areas, such as:
 - employment retention rates and average earnings;
 - degree or certificate attainment; and,
 - gains in literacy and numeracy skills for youth.

Technical Assistance and Resource Materials: ETA continues to create resource materials and to provide technical assistance resources to aid the American Job Center network to support expanded partnerships with quality pre-apprenticeship programs and Registered Apprenticeship programs. These materials include:

- *Pathways to Registered Apprenticeship: Partnering for Success*, a soon to be released pre-apprenticeship toolkit which will provide outreach materials to explain the benefits of pre-apprenticeship training and Registered Apprenticeship programs for a variety of potential partners, such as community colleges, students, parents, the American Job Center network, and industry. The toolkit will include fliers, Frequently Asked Questions, and brochures targeted at particular audiences. The toolkit will be made available on-line on the 21st Century Registered Apprenticeship Community of Practice (CoP): <http://21stcenturyapprenticeship.workforce3one.org/>
- *Pathways to Success*: A searchable database of pre-apprenticeship programs to help potential partners identify pre-apprenticeship programs in their region or local area. Programs that want to have their information included in the database should send their request to OA.Administrator@dol.gov. The database can be found on the Apprenticeship CoP as described above.
- Training and Employment Guidance Letter No. 02-07, *Leveraging Registered Apprenticeship as a Workforce Development Strategy for the Workforce Investment System* (attached).
- TEN No. 44-11, *Encouraging Enhanced Partnerships and Collaboration between the Workforce Investment System and Registered Apprenticeship Programs* (attached).

For more information regarding these resources and to find additional Registered Apprenticeship information, please visit <http://www.doleta.gov/oa> and the Apprenticeship CoP Web site.

3. **Action.** This GWDD should be distributed accordingly to local areas and workforce development partners to build broader understanding of pre-apprenticeship programs and this critical connection to Registered Apprenticeship programs.
4. **Contact.** Questions regarding this TEN should be directed to Sara Calhoun, Workforce Development Division at Sara.Calhoun@ADECA.Alabama.gov or via phone at 334.353.1632.



Steve Warkley, Division Chief
ADECA, Workforce Development Division

Attachments:
TEN 13-12
TEGL 02-07
TEN 44-11

TRAINING AND EMPLOYMENT NOTICE	NO. 13-12
	DATE November 30, 2012

TO: STATE WORKFORCE AGENCIES
STATE WORKFORCE LIAISONS
STATE APPRENTICESHIP AGENCY DIRECTORS
STATE WORKFORCE INVESTMENT BOARDS AND STAFF
LOCAL WORKFORCE INVESTMENT BOARDS AND STAFF
OFFICE OF APPRENTICESHIP FIELD STAFF
OFFICE OF APPRENTICESHIP STATE AND REGIONAL DIRECTORS

FROM: JANE OATES /s/
Assistant Secretary

SUBJECT: Defining a Quality Pre-Apprenticeship Program and Related Tools and Resources

1. Purpose. To inform the public workforce system about the pre-apprenticeship program definition and quality framework, as well as promote tools and materials to improve the consistency and quality of pre-apprenticeship programs.

2. Background. Registered Apprenticeship is an effective “earn and learn” model with a long history of providing career ladders and pathways to the middle class, particularly for the building and construction industry but increasingly in other industries as well. In Fiscal Year 2011, the average starting wage for an apprentice was \$16.01/hour (\$33,301/year), with wages upon completion of a three to four year apprenticeship at \$26.36/hour (\$54,829/year).¹ These results demonstrate the advantages an apprenticeship offers in providing both a significant wage gain and clear career path for entry-level workers. Quality pre-apprenticeship programs can play a valuable role in preparing qualified entry-level workers for Registered Apprenticeship careers while contributing to the development of a diverse and skilled workforce. Through a variety of unique program designs and approaches, pre-apprenticeship programs can be adapted to meet the needs of diverse populations being trained, the various employers and sponsors they serve, and specific opportunities within the local labor market. However, the standards for pre-apprenticeship programs have varied with no common definition or consistent program elements.

To develop a definition and quality framework for pre-apprenticeship, the U.S. Department of Labor’s Employment and Training Administration (ETA) sought public input by hosting three listening sessions with key stakeholders in the apprenticeship and workforce communities and an online listening session (webinar) with the general public. In addition, ETA engaged the Secretary’s Advisory Committee on Apprenticeship (ACA) in the development of recommendations which the ACA approved for submission to the Department at its May 2011 meeting. The Department has accepted these recommendations and this Training and

¹ Source: U.S. Department of Labor, Registered Apprenticeship Partners Information Data System (RAPIDS), 2011.

Employment Notice (TEN) formally announces the definition and quality framework for pre-apprenticeship.

3. Pre-apprenticeship Definition and Quality Framework. Pre-apprenticeship is defined here as a program or set of strategies designed to prepare individuals to enter and succeed in a Registered Apprenticeship program and has a documented partnership with at least one, if not more, Registered Apprenticeship program(s). A quality pre-apprenticeship program is one that incorporates the following elements:

- **Approved Training and Curriculum.** Training and curriculum based on industry standards² and approved by the documented Registered Apprenticeship partner(s) that will prepare individuals with the skills and competencies needed to enter one or more Registered Apprenticeship program(s);
- **Strategies for Long-Term Success.** Strategies that increase Registered Apprenticeship opportunities for under-represented³, disadvantaged or low-skilled individuals, such that, upon completion, they will meet the entry requirements, gain consideration, and are prepared for success in one or more Registered Apprenticeship program(s) including the following:
 - Strong recruitment strategies focused on outreach to populations under-represented³ in local, state, and national Registered Apprenticeship programs;
 - Educational and pre-vocational services that prepare individuals to meet the entry requisites of one or more Registered Apprenticeship programs (e.g. specific career and industry awareness workshops, job readiness courses, English for speakers of other languages, Adult Basic Education, financial literacy seminars, math tutoring, etc.); and
 - Assists in exposing participants to local, state and national Registered Apprenticeship programs and provides direct assistance to participants applying to those programs;

² **INDUSTRY STANDARDS**

Industry Standards in this context refers to the generally accepted practices of an industry, in terms of the knowledge, skills and aptitudes that are demonstrated by members of the industry. Generally accepted practices are represented by the performance of, or instruction in, specific occupational tasks relevant to that industry by employers, journey worker(s), educators, and other subject matter experts. By using the term Industry Standards in this manner, the intent of the definition is to ensure that training and/or curricula used by the pre-apprenticeship program align with the needs of the Registered Apprenticeship partner(s), while still allowing flexibility in pre-apprenticeship program design.

³ **UNDER-REPRESENTED**

In the context of this definition, the term under-represented is intentionally broad. Generally, the term “under-represented” means a population that does not represent the majority, or a proportional share as indicated by appropriate data, of current participants in Registered Apprenticeship. For example, veterans may be an under-represented population in Registered Apprenticeship. Broadly, the intent of this term is to encourage pre-apprenticeship programs to be inclusive of all populations that may benefit from Registered Apprenticeship, including those that do not, proportionally participate in Registered Apprenticeship regardless of the reason.

- **Access to Appropriate Support Services.** Facilitates access to appropriate support services⁴ during the pre-apprenticeship program and a significant portion of the Registered Apprenticeship program;
- **Promotes Greater Use of Registered Apprenticeship to Increase Future Opportunities.** To support the ongoing sustainability of the partnership between pre-apprenticeship providers and Registered Apprenticeship sponsors, these efforts should collaboratively promote the use of Registered Apprenticeship as a preferred means for employers to develop a skilled workforce and to create career opportunities for individuals;
- **Meaningful Hands-on Training that does not Displace Paid Employees.** Provides hands-on training to individuals in a simulated lab experience or through volunteer opportunities, when possible, neither of which supplants a paid employee but accurately simulates the industry and occupational conditions of the partnering Registered Apprenticeship sponsor(s) while observing proper supervision and safety protocols; and
- **Facilitated Entry and/or Articulation.** When possible, formalized agreements⁵ exist with Registered Apprenticeship sponsors that enable individuals who have successfully completed the pre-apprenticeship program to enter directly into a Registered Apprenticeship program and/or include articulation agreements for earning advanced credit/placement for skills and competencies already acquired.

Additional Information. In addition to the quality framework above, ETA supports expanded partnership efforts in model pre-apprenticeship training that are a collaboration among:

- Registered Apprenticeship sponsors;
- Workforce development agencies;
- Economic development agencies;
- Business and industry partners;
- Labor management organizations;
- Community colleges and other education partners;

⁴ SUPPORT SERVICES

Support services may refer to any service that assists participants to qualify for and maintain participation in a pre-apprenticeship and/or Registered Apprenticeship program. Broadly, support services are those intended to assist individual participants with an assessed or expressed need in order to ensure participants' success in completing the pre-apprenticeship program, gaining employment, acquiring necessary skills, or addressing any other identified barriers (*footnote continued on page three*).

Pre-apprenticeship organizations may directly provide support services or facilitate the provision of support services through referrals. The intent of this term is to ensure support services are available and emphasize the importance of such services being integrated into pre-apprenticeship programs. ETA has determined that YouthBuild programs that receive funding from the U.S. Department of Labor meet the requirements of this definition of pre-apprenticeship.

⁵ FORMALIZED AGREEMENTS

In the context of this definition, a "formalized agreement" between the Registered Apprenticeship sponsor(s) and the pre-apprenticeship organization can be any form of documentation that clearly defines the obligations and expectations of each of the parties to the agreement.

- Community and faith-based organizations; and,
- Advocacy organizations that represent underserved populations.

ETA offers youth programs in YouthBuild and Job Corps that often serve as pathways to Registered Apprenticeship programs and have a track record of successful apprenticeship placements because these programs have the attributes of a quality pre-apprenticeship program described in this TEN. In addition, many WIA youth providers work with local Registered Apprenticeship programs to improve the success of students in applying for placement. Finally, as articulated throughout this TEN, pre-apprenticeship is not just a youth program strategy but may also be an effective strategy for participants in the WIA adult programs.

ETA does not currently, nor is it planning to, register or certify pre-apprenticeship programs or individuals participating in a pre-apprenticeship program. ETA intends for this TEN to serve as a catalyst for pre-apprenticeship providers to make contact with Registered Apprenticeship program sponsors. In issuing this notice and technical assistance, ETA seeks to improve the consistency and quality of pre-apprenticeship programs.

4. Workforce System Partnerships with Quality Pre-Apprenticeship and Registered Apprenticeship Programs. ETA encourages the American Job Center network to familiarize itself with this definition and framework, as well as to use the technical assistance materials to support expanded partnerships between quality pre-apprenticeship programs and Registered Apprenticeship programs. WIA funding can be used to support pre-apprenticeship programs. The potential benefits of collaboration include:

- *Boosting training* - WIA participants in pre-apprenticeship programs are counted as receiving training services;
- *Promoting diversity* - Pre-apprenticeship and Registered Apprenticeship programs offer career pathways for the various adult and youth populations served by the WIA programs;
- *Enhancing job placement* - WIA participants that complete the pre-apprenticeship program and enter a Registered Apprenticeship program are counted as positive placements into employment; and
- *Improving other important workforce indicators* – Placing pre-apprenticeship participants into Registered Apprenticeship may result in improved outcomes in other key areas, such as:
 - employment retention rates and average earnings;
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 - gains in literacy and numeracy skills for youth.

5. Technical Assistance and Resource Materials. ETA continues to create resource materials and to provide technical assistance resources to aid the American Job Center network to support expanded partnerships with quality pre-apprenticeship programs and Registered Apprenticeship programs. These materials include:

- *Pathways to Registered Apprenticeship: Partnering for Success*, a soon to be released pre-apprenticeship toolkit which will provide outreach materials to explain the benefits of

pre-apprenticeship training and Registered Apprenticeship programs for a variety of potential partners, such as community colleges, students, parents, the American Job Center network, and industry. This resource will also aid the American Job Center network and other partners in identifying quality pre-apprenticeship programs and effectively building partnerships with such programs. The toolkit will include fliers, Frequently Asked Questions, and brochures targeted at particular audiences. The toolkit will be made available on-line on the 21st Century Registered Apprenticeship Community of Practice (CoP): <http://21stcenturyapprenticeship.workforce3one.org/>.

- *Pathways to Success*: A searchable database of pre-apprenticeship programs to help potential partners identify pre-apprenticeship programs in their region or local area. The database does not provide qualitative information about the program but describes the services and training the programs provide to prepare participants for entry into Registered Apprenticeship. Programs that want to have their information included in the database should send their request to OA.Administrator@dol.gov. The database can be found on the Apprenticeship CoP as described above.
- Training and Employment Guidance Letter No. 02-07, *Leveraging Registered Apprenticeship as a Workforce Development Strategy for the Workforce Investment System*.
- TEN No. 44-11, *Encouraging Enhanced Partnerships and Collaboration between the Workforce Investment System and Registered Apprenticeship Programs*.

For more information regarding these resources and to find additional Registered Apprenticeship information, please visit www.doleta.gov/oa and the Apprenticeship CoP Web site. For first-time users of the CoP, this resource is easy to use and registration is free. Go to the homepage, <http://21stcenturyapprenticeship.workforce3one.org/>, and click on the “sign up” button in the top right corner of the screen to acquire a username and password. This resource provides a wealth of information about innovations in Registered Apprenticeship, successful partnerships with workforce, education, and Registered Apprenticeship programs.

6. Next Steps. ETA will continue to develop and disseminate information to promote partnerships of the American Job Center network with quality pre-apprenticeship and Registered Apprenticeship programs.

7. Action Requested. States are requested to disseminate this information broadly to local areas to build broader understanding of pre-apprenticeship programs and this critical connection to Registered Apprenticeship programs.

8. Inquiries. Questions about this TEN should be directed to Ms. Franchella Kendall of the Office of Apprenticeship at (202) 693-3798 or kendall.franchella@dol.gov.

EMPLOYMENT AND TRAINING ADMINISTRATION ADVISORY SYSTEM U.S. DEPARTMENT OF LABOR Washington, D.C. 20210	CLASSIFICATION Registered Apprenticeship/ Workforce Investment System
	CORRESPONDENCE SYMBOL OA/OWI
	DATE July 12, 2007

TRAINING AND EMPLOYMENT GUIDANCE LETTER NO. 2-07

TO: ALL STATE WORKFORCE AGENCIES
 ALL STATE WORKFORCE LIAISONS
 ALL STATE WORKFORCE INVESTMENT BOARDS AND STAFF
 ALL LOCAL WORKFORCE INVESTMENT BOARDS AND STAFF
 ALL BUSINESS RELATIONS GROUP STATE LIAISONS
 ALL STATE RAPID RESPONSE COORDINATORS
 OFFICE OF APPRENTICESHIP FIELD TECHNICIANS
 OFFICE OF APPRENTICESHIP STATE AND REGIONAL
 DIRECTORS
 STATE APPRENTICESHIP DIRECTORS

FROM: EMILY STOVER DeROCCO /s/
 Assistant Secretary

SUBJECT: Leveraging Registered Apprenticeship as a Workforce Development Strategy for the Workforce Investment System

1. Purpose. The purpose of this Training and Employment Guidance Letter (TEGL) is to provide information and resources to support the use of Registered Apprenticeship by the workforce investment system as an effective approach to building a skilled and competitive workforce in regional economies.

The 21st century economy demands a workforce with postsecondary education credentials, and the adaptability to respond immediately to changing economic and business needs. The public workforce system is playing a leadership role in meeting these demands by catalyzing the implementation of innovative talent development and lifelong learning strategies that will enable American workers to advance their skills and remain competitive in the global economy. Registered Apprenticeship, a critical postsecondary education, training, and employment option available in every state in the country, is an important component of these talent development strategies. Registered Apprenticeship is business- and industry-driven, with more than 29,000 programs impacting 250,000 employers and almost 450,000 apprentices – predominantly in high-growth industries that face critical skilled worker shortages now and in the foreseeable future. Full collaboration between the publicly funded workforce

RESCISSIONS None	EXPIRATION DATE Continuing
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investment system and Registered Apprenticeship leverages each system's strengths to maximize the benefits in the context of regional talent development strategies.

This TEGL provides information, examples, and policy guidance to support the full integration of Registered Apprenticeship into workforce system activities. The document is one of a number of products that the Employment and Training Administration (ETA) is releasing to assist regions in developing Workforce Investment Act and apprenticeship efforts that are mutually supportive.

2. References. The Workforce Investment Act, Title I (P.L. 105-220 – August 7, 1998); 20 CFR parts 663, 665, and 666; National Apprenticeship Act (P.L. 75-308); The Wagner-Peyser Act (29 USC 49 et seq.); Training and Employment Guidance Letter No. 17-05, "Common Measures Policy for the Employment and Training Administration's Performance Accountability System and Related Performance Issues;" Training and Employment Guidance Letter No. 18-05, "Using Workforce Investment Act Funds to Serve Incumbent Workers and Employed Workers;" Training and Employment Guidance Letter No. 13-06, "Instructions for Workforce Investment Act and Wagner-Peyser Act State Planning and Waiver Requests for Years Three and Four of the Strategic Five-Year State Plan (Program Years 2007 and 2008);" Training and Employment Notice No. 17-06, "Vision for 21st Century Apprenticeship;" Training and Employment Guidance Letter No. 28-05: The Employment and Training Administration's (ETA's) New Strategic Vision for the Delivery of Youth Services Under the Workforce Investment Act (WIA): "Expanding ETA's Vision for the Delivery of Youth Services under WIA to include Indian and Native American Youth and Youth with Disabilities;" and Training and Employment Guidance Letter No. 3-04: "The Employment and Training Administration's (ETA's) New Strategic Vision for the Delivery of Youth Services Under the Workforce Investment Act (WIA)."

3. Overview of the National Registered Apprenticeship System. Registered Apprenticeship is a national training system that combines paid learning on-the-job and related technical and theoretical instruction in a skilled occupation. The purpose of a Registered Apprenticeship program is to enable employers to develop and apply industry standards to training programs that can increase productivity and improve the quality of the workforce. In the United States today, 250,000 separate employers offer Registered Apprenticeship employment and training to almost 450,000 apprentices in such industries as construction, manufacturing, transportation, telecommunications, information technology, biotechnology, retail, health care, the military, utilities, security, and the public sector. By providing on-the-job learning, related classroom instruction, and guaranteed wage structures, employers who sponsor apprentices provide incentives to attract and retain more highly qualified employees and improve productivity and services. Regions that adopt robust Registered Apprenticeship programs in the context of economic development strategies create seamless pipelines

of skilled workers and flexible career pathways to meet current and future workforce demands.

Principal Partners. The National Registered Apprenticeship system is a partnership among DOL, State agencies, industry leaders, employers, employer associations, labor-management organizations (primarily consisting of labor organizations and employers), and educational institutions. Industries, in partnership with state and federal apprenticeship offices, develop and operate apprenticeship programs based on the skills and knowledge that business and industry needs from its employees, ensuring that apprentices develop up-to-date and relevant skills. Program sponsors, which include employers, employer associations, and labor-management organizations, voluntarily operate and cover most or all costs of the program. The programs are registered with DOL or a federally recognized State Apprenticeship Agency (SAA). Through a formal apprenticeship agreement, program sponsors and apprentices agree to the requirements of the registered program.

The National Apprenticeship Act (NAA) (also known as the Fitzgerald Act), enacted in 1937, authorizes the Federal government, in cooperation with the states, to oversee the nation's apprenticeship system. DOL's Office of Apprenticeship (OA), in conjunction with SAAs, is responsible for registering apprenticeship programs that meet Federal and State standards, issuing Certificates of Completion to apprentices, encouraging the development of new programs through outreach and technical assistance, protecting the safety and welfare of apprentices, and assuring that all programs provide high quality training to their apprentices. DOL/OA staff in 24 states and SAA staff in 26 states, the District of Columbia, and three territories share these responsibilities.

Apprenticeship Program Structure. Registered Apprenticeship programs offer employment and a combination of on-the-job learning and related technical and theoretical instruction through a training provider. Apprentices are employed at the start of their apprenticeship and work through a series of defined curricula until the completion of their apprenticeship programs.

The duration of training, and the skills and competencies required for mastery, are driven by industry. Traditional apprenticeship programs require a specific number of hours of on-the-job training. Increasingly, industries are requiring competency-based training programs that reflect mastery of key skills and allow motivated workers to progress at their own pace. Currently, the Registered Apprenticeship system approves time-based, competency-based, and a hybrid of time- and competency-based programs, and helps industries transition to competency-based apprenticeship programs for enhanced effectiveness.

Certifications earned through Registered Apprenticeship programs are recognized nationwide as portable industry credentials. The primary apprentice certification is a

Certificate of Completion, which is awarded at the end of the apprenticeship. Many apprenticeship programs – particularly in high-growth industries such as health care, advanced manufacturing and transportation – also offer interim credentials and training certificates based on a competency model that leads to a Certificate of Completion. There may be beginning, intermediate, advanced, and specialty certification levels. Registered Apprenticeship programs also allow credit for previous apprenticeship-related experience.

4. Pre-Apprenticeship Strategies. For workers who may not have the fundamental skills to succeed in a Registered Apprenticeship program and youth who are exploring career options, pre-apprenticeship training programs act as a bridge. These training programs, which are operated by education, community- or faith-based organizations, can help apprenticeship candidates decide on an occupational track, develop foundational skills, and improve productivity once employed. Pre-apprenticeship programs operate an approved plan under which candidates participate in a short, intensified training period in a school or training center, with the intent to place them into Registered Apprenticeships upon completion or soon after completion of the program. Pre-apprenticeship can be used as a means of selecting apprentices under a particular program sponsor's approved program standards. DOL recognizes pre-apprenticeship programs, but does not formally register them. Many pre-apprenticeship programs also operate in partnership with the workforce investment system.

5. Benefits of the Registered Apprenticeship Training Model. Registered Apprenticeship is a key component to the nation's talent development strategies in many high demand industry sectors. This unique, industry-driven training is a proven, effective method with many benefits.

For employers, benefits include:

- Skilled workers trained to industry/employer specifications to produce quality results.
- Increased productivity and knowledge transfer due to well-developed on-the-job learning.
- Enhanced retention. In FY 2006, 82 percent of registered apprentices were still employed nine months after registration as apprentices.
- A stable pipeline of new skilled workers. Apprenticeship programs offer a predictable pipeline of program completers, while established pre-apprenticeship programs provide access to the next generation of workers.
- An emphasis on safety training that may reduce worker compensation costs.

For apprentices, benefits include:

- Immediate employment in jobs that usually pay higher wages and offer career growth opportunities. In FY 2006, the average starting wage for an apprentice was \$12.16.
- Higher quality of life and skills versatility.
- Portable credentials recognized nationally and often globally.
- Formal articulation agreements between apprenticeship training programs and 2- and 4-year colleges that create increased opportunities for college credit and future degrees.

6. Registered Apprenticeship Aligns with Workforce System Priorities. Registered Apprenticeship is a highly versatile training strategy that aligns with and advances the goals of key workforce investment system initiatives. Features of Registered Apprenticeship, including its customized format, the extensive industry knowledge of state and federal apprenticeship staff, and its significant employment, retention, and wage outcomes, make the program an effective means of meeting workforce system goals. By coordinating and collaborating with the knowledgeable professionals that make up the Registered Apprenticeship system, the workforce system can increase the quality of its services to both its employer and worker customers and enhance activities in support of current workforce system priorities. Apprenticeship is an important addition to the suite of potential education and training services the workforce system provides to its customers. Below are goals of the workforce system that can be met by incorporating apprenticeship as a workforce strategy.

Increasing access to workforce education and training. Adult learners with families and financial obligations frequently are unable to stop working while they gain additional education or workforce skills. Young adults may not be able to go to school full time without benefit of a job. Registered Apprenticeships are “earn and learn” opportunities and provide access to education and training that may not otherwise be accessible to many adults.

Designing innovative programs that fuel regional economic competitiveness and create employment opportunities for career seeker customers. Registered Apprenticeship training can be a valuable tool in the broader suite of talent development approaches that support competitive regional economies and flexible talent that can adapt as jobs grow and/or change. As an employer-driven model for competency development and skill mastery, Registered Apprenticeship can support the development and advancement of worker pipelines for both emerging and established employers and regional industry sectors. Because apprenticeship programs include immediate employment for apprentices, they are an excellent option for dislocated workers and others who are transitioning from declining industries. Registered Apprenticeship programs can also be an important part of industry growth strategies in regions where significant reskilling of the workforce needs to take place. Implementing apprenticeship and pre-

apprenticeship models that are aligned with growth strategies for regionally-critical industry sectors and clusters creates opportunities for workers at all levels of the career ladder to up-skill and advance to meet evolving skill needs, and provides employers with the talented human capital needed for economic prosperity.

Meeting the needs of at-risk youth. Apprenticeship is an important talent development option for youth as they seek postsecondary education and training that will lead to career opportunities in demand-driven occupations. Registered Apprenticeship and pre-apprenticeship programs provide many benefits that allow the workforce investment system to respond to the call of DOL's Youth Vision. In addition to the industry-driven nature of apprenticeship training, apprenticeship involves high school, community colleges, and technical or alternative schools in the delivery of job-related classroom instruction. Apprenticeship also provides youth with the opportunity to earn while they learn, offers professional development and employability skills training curricula, such as that available from SkillsUSA, and incorporates instruction that leads to the completion of a high school diploma or GED.

7. Call to Integrate Apprenticeship throughout the Workforce Investment System. In a demand-driven environment, the public workforce system, at the federal, state, and local levels, works collaboratively with business and industry, economic development, education, training providers, and other key partners on talent development strategies and workforce solutions to provide workers with the skills businesses need. Registered Apprenticeship is a potential workforce solution that contributes to the development of industry-defined competencies, and also serves as a proven industry-driven workforce education and preparation strategy for workers.

The Registered Apprenticeship system is administered by ETA and represents a significant investment of knowledge, systems, and resources in our nation's talent development strategies. Registered Apprenticeship opportunities can and should be integrated throughout the workforce investment system as a means of leveraging resources across systems to better serve regional needs. In order to ensure that apprenticeship is consistently integrated into service delivery strategies for businesses and the workforce, it is critical to support collaboration between the apprenticeship infrastructure, the workforce investment system, and the continuum of education at all levels. Strategies for collaboration and integration are discussed below. Specific examples of state and local collaborative efforts are provided in more detail in Attachments A and B. Attachment C provides contact information for specific models. Attachment D provides informational tools and resources to support development of new registered apprenticeship opportunities and models.

WIA State and Local Strategic Planning. State and local Workforce Investment Boards (WIBs) have an opportunity to support integration of Registered Apprenticeship

through their regular strategic planning processes for WIA and the Wagner-Peyser Act. One highly effective strategy is to include apprenticeship training as a workforce strategy in the WIA state and local plans as a workforce solution for growing skills in targeted industry sectors.

Business Engagement Strategies. WIBs and/or One-Stop Career Centers can integrate apprenticeship into business engagement strategies by encouraging the development of new apprenticeship programs as a solution to meet business customer needs. WIBs and One-Stops can leverage business relationships and engage businesses jointly with apprenticeship staff. WIBs can further enhance strategic regional partnerships by integrating apprenticeship programming into their strategies for talent development and linking apprenticeship programs to other economic development entities and school district administrations, alternative education programs, adult basic education programs, prisons, and city, county, and state governments. An important asset that can be marketed to employers is the ability of apprenticeship staff to develop competency models which break the skills needed for any particular task into learning objects that then become the foundation for classroom curricula and training. This ensures that apprentices achieve the right skills to meet industry needs.

Expanding Available Eligible Training Providers for ITAs. The WIA statute and regulations explicitly provide for flexibility in determining registered apprenticeship training programs as initially eligible providers of ITA-funded training services. This enables expanding the available training options to ITA recipients. Specifically, the WIA regulations at 20 CFR 663.505(b)(2)(ii) identify entities that carry out programs under the National Apprenticeship Act (NAA) as potential eligible providers of training services, and the WIA regulations at 20 CFR 663.515(b) empower local WIBs to determine the eligible training provider application procedures for apprenticeship programs registered under the NAA. As such, apprenticeship programs may benefit from streamlined processes for becoming initially approved as eligible providers of training to ITA recipients, without having to undergo the standard State agency review process (20 CFR 663.515(d)).

One-Stop Career Center Operations. At the One-Stop Career Center level, a range of programmatic and operational activities can support closely integrated and coordinated functions.

- *Career Guidance Strategies.* Referral to apprenticeship and pre-apprenticeship programs can be routinely integrated into the career guidance and career exploration services offered through the One-Stop Career Center system, both virtually and as part of staff-assisted services.
- *Service Delivery Design.* Co-locating apprenticeship staff in One-Stop Career Centers allows them to work collaboratively with WIA case managers and veterans' representatives to place career seekers with apprenticeship sponsors

and to market and establish programs. Even when programs are not co-located, One-Stop Career Center and Registered Apprenticeship staff can be encouraged to work together to market apprenticeship and refer appropriate candidates.

- **Coordinated Education and Career Outreach.** One-Stop Career Centers can co-sponsor career fairs and other outreach activities related to education and career opportunities with local representatives of the Registered Apprenticeship system, and can market apprenticeship opportunities to both employers and workers.
- **Coordination for Pre-Apprenticeship.** One-Stop Career Center staff can coordinate the development of pre-apprenticeship or training venues between participating Registered Apprenticeship programs and community-based organizations committed to provide related work experience to prepare candidates for Registered Apprenticeship.

Policy Development and Funding Strategies. Collaboration with apprenticeship can be further enhanced through the development of policies that facilitate and encourage partnership. For instance, states may issue policy to provide guidance around the operation of such partnerships, and to highlight models of successful collaboration. States and local areas may organize regular roundtables or other policy forums in which workforce system, apprenticeship system, education, and employer stakeholders are brought together to discuss policy issues and explore collaborative opportunities. State and local workforce system leaders may explore opportunities for leveraging existing workforce system funding with other funding sources to support and advance apprenticeship models. A more detailed discussion of opportunities to leverage funding follows.

8. Funding Sources to Support Registered Apprenticeship. Historically, employers, industry associations, and labor-management organizations have been instrumental in developing and funding Registered Apprenticeship programs. The public workforce system has an important role to play in leveraging and advancing these investments. This can be accomplished both through workforce system funding strategies, and through the system's unique position as the convener and catalyst of a broad array of workforce and economic development partners, all of whom have a stake in the acceleration of competency-based education and training models that enable workers to meet the evolving skill needs of the 21st century work environment. Workforce system leaders, with their education and employer partners, can play the critical role of identifying and aligning funding that may support both theoretical and practical education, advancing skills upgrading models, and supporting workers' career advancement based on increasing mastery of the skills required in current and emerging workplaces. In today's economy, states and economic regions must continuously identify new approaches to ensuring that the education levels of the current and projected workforce align with the anticipated skill and competency needs

of both established and emerging industries. The workforce system can support these efforts by ensuring that the full complement of education, employer, and economic development partners, including new or “non-traditional” partners, are at the table and involved in discussions related to the alignment and commitment of resources to support innovative training and advancement models.

Leveraging Workforce Investment Act Funding. Ensuring that apprenticeship is included as part of the full complement of education and training resources provided to job seekers and employers presents multiple opportunities for the public workforce system to leverage WIA funds in innovative and creative ways. The Workforce Investment Act provides the workforce system with significant flexibility to implement responsive training and education solutions, and state and local workforce system leaders are urged to consider ways in which their existing WIA training resources may be invested strategically to support apprentices and apprenticeship sponsors. For example, while most Registered Apprenticeship programs are funded by program sponsors, the workforce system can help to expand apprenticeship programs regionally by strategically deploying WIA funds to temporarily offset training costs for employers who might need to understand the potential returns on their investment before undertaking significant training costs. See Attachment B for specific examples of how states are using WIA funds to offset training costs.

Individual Training Accounts (ITAs)

ITAs, described at 20 CFR 663.400 – 663.440, are training and education financing accounts established on behalf of eligible adults and dislocated workers that enable these individuals to purchase training for in-demand occupations and careers from eligible providers of their own choosing. Both employed and unemployed adults and dislocated workers may be eligible to receive ITAs, though employed individuals must be determined to be in need of training services to obtain or retain employment that leads to self-sufficiency in order to receive ITAs (see 20 CFR 663.220 (b), 20 CFR 663.230, and 20 CFR 663.310, as well as the Preamble to the Final Rule for WIA, 65 Fed. Reg. 49294, 49326, Aug. 11, 2000). As the primary method of training service purchase and delivery in the public workforce system, ITAs can provide eligible apprentices with financial support for the related instruction portion of their apprenticeships. In addition, ITAs may be used to provide eligible individuals with access to pre-apprenticeship training in preparation for formal apprenticeships.

The use of ITAs to support the related instruction (e.g., classroom and distance learning) portion of apprenticeship training or pre-apprenticeship training may be advantageous for a number of reasons. ITAs support customer choice in selecting training providers, empowering apprentices and pre-apprentices to make informed education and career decisions. WIA funded training must be directly linked to employment opportunities in the local area (20 CFR 663.310(c)). This can be a useful

tool to support Registered Apprenticeships' focus upon employer-driven training design and delivery.

When WIBS and One-Stop Career Centers use ITAs as a mechanism to support apprenticeships, it is important to remember the eligibility requirements associated with the WIA Adult and Dislocated Worker programs. Another consideration to keep in mind is that ITAs are only available to eligible individuals who are unable to obtain grant assistance from other sources to pay for education and training (such as State-funded training funds, Pell Grants, and Trade Adjustment Assistance), or who require assistance beyond that which is available from other grant sources in order to pay for the costs of training (see 20 CFR 663.310(d) and 20 CFR 663.320(a)(2)). The intent of these limitations is to ensure that complementary education and training resources are leveraged to the greatest extent possible, and to reduce duplication in service provision. Thus, in designing education, apprenticeship program sponsors and local WIBs should jointly identify the full complement of education and training funding available in the area.

Customized Training Models

When working with employers on training and workforce solutions, WIBs and One-Stop Career Centers may find it valuable to utilize customized training to subsidize the classroom training portion of an apprenticeship model. For example, a local WIB could offer a particular course of training for apprenticeship sponsors in a targeted sector, such as advanced manufacturing, across a region whose economic base revolves around this sector.

Local WIBs could also offer "linked" courses of training across connected industry sectors, such as construction and transportation, to more broadly support the economic clusters driving job growth in that particular region. This approach provides the ability to leverage employer investments with WIA funding to increase the skilled labor pool in a regional economy.

Customized training is typically based upon a contractual agreement between a local WIB and an employer (or group of employers) to provide specialized training to employees. Under WIA, both potential new hires and incumbent employees may participate in customized training, though incumbent employees must be determined by the local WIB to not be earning self-sufficient wages in order to participate (20 CFR 663.720(a)), and their training must be related to the introduction of new technologies in the workplace, skills upgrading for new jobs, or other related purposes (20 CFR 663.720(c)).

Customized training arrangements entail the commitment by the employer to hire trainees after successful training completion, or to continue to employ incumbent

employees after successful training completion (20 CFR 663.715(b)). In addition, employers that enter into customized training agreements under WIA typically pay for at least 50 percent of the cost of the training (20 CFR 663.715(c)), though ETA has granted waivers of this matching requirement to allow for employer match on a sliding scale, based upon business size. Under the waiver, the following scale is permitted in two targeted categories of business with 100 or fewer employees:

- No less than 10 percent match for employers with 50 or fewer employees, and
- No less than 25 percent match for employers with 51 – 100 employees.

WIA-funded customized training models offer several operational advantages that facilitate their use in the Registered Apprenticeship context. Customized training may be designed and delivered for multiple employers, such as in an industry sector, or for groups of targeted employees of a single employer, creating the opportunity to develop economies of scale that truly maximize and leverage the contribution of the workforce system and participating employers. In addition, while providers of customized training must meet the performance requirements outlined at 20 CFR 663.595, they are not subject to the other requirements for eligible training providers outlined in 20 CFR 663, Subpart E, or in WIA Section 122. These streamlined requirements for eligible providers of customized training may facilitate the ability of apprenticeship sponsors to collaborate with the public workforce system in the design and delivery of programs of customized training. Finally, in states that have obtained waivers to permit small- and medium-sized employers to fund customized training on a sliding scale below the mandated 50 percent, customized training provides a flexible model for assisting these smaller businesses in expanding their talent pool and upgrading the skill levels of current employees.

On-the-Job Training (OJT)

Defined at WIA Section 101(31), OJT can be a useful training methodology for employers wishing to upgrade the skills of new hires and incumbent workers and keep workplaces current with the evolving skill and technology demands of the 21st century economy. Under traditional OJT partnerships, employers fund and deliver skills upgrade training at the workplace to participating employees, and the public workforce system leverages employers' training investments by contributing up to 50 percent of the OJT participants' wages, in recognition of the costs associated with providing the training (20 CFR 663.710). Like customized training models, OJT may provide apprenticeship sponsors with a talent development strategy that supports apprentices' increasing mastery of technical skills. Furthermore, because the content of OJT is largely designed by employers, the workforce system may find that this training model is an attractive tool for increasing and expanding its partnership with Registered Apprenticeship programs.

Similar to WIA-funded customized training models, OJT also offers several operational advantages that may facilitate workforce system and Registered Apprenticeship collaboration. Like providers of customized training, providers of OJT may take advantage of the streamlined eligible training provider requirements outlined at 20 CFR 663.595. In addition, ETA has granted waivers to states to increase their capacity to offer OJT as a talent development strategy for small- and medium-sized businesses. Under this waiver, approved states may match employers' training contributions up to 75 percent for businesses with 100 or fewer employees, which may provide an attractive incentive for smaller apprenticeship sponsors to partner with the public workforce system in the design and delivery of the OJT component of Registered Apprenticeship.

WIA State-wide Reserve and Other State Funding Sources

Governor's statewide 15 percent funds, reserved under WIA Section 128(a) for statewide activities, provide the most flexible WIA funds available to states. Up to 15 percent of funds allotted to states for adult, dislocated worker, and youth activities may be reserved by the Governor for statewide workforce investment activities and may be combined and used for any of the activities authorized in WIA Sections 129(b), 134(a)(2)(B), or 134(a)(3)(A) (which are further described in 20 CFR 665.200 and 665.210) regardless of originating funding streams. The Act and the regulations identify required statewide activities and other optional activities; these lists, however, are not all-inclusive. States have considerable flexibility to develop and implement these and other activities, including apprenticeship and pre-apprenticeship models, using reserve funds, as long as these activities are consistent with the purpose of WIA. Because individuals served with Governor's 15 percent reserve funds are not subject to the eligibility requirements of the respective funding streams from which the reserve is drawn, these funds offer a particularly flexible way to develop and grow training and education partnerships for pre-apprentices and apprentices.

Local activities funded with WIA Adult and Dislocated Worker program formula funds must conform with the eligibility requirements associated with these funding streams. States may want to seek waiver authority to allow greater flexibility in using funds to support apprenticeships. ETA has granted waivers to states to enable local areas to use up to 50% of their Adult and Dislocated Worker funds as though it were state set-aside funding, which makes the funding much more flexible and eliminates the need to determine eligibility.

In addition, incentive funds received by states under WIA Title V – General Provisions, Sections 503(a) and 503(b) and described at 20 CFR 666.200 and 666.210 are also highly flexible, and provide an opportunity for states to implement creative programs in partnership with apprenticeship sponsors. States may use these funds to carry out innovative programs under WIA Titles I and II and the Carl D. Perkins Vocational and Technical Education Act, regardless of which Act is the source of the incentive funds.

Should states wish to modify their approved incentive grant plans and corresponding grant documents to incorporate models for leveraging incentive funding for pre-apprenticeship and/or Registered Apprenticeship, the Department will work with states to make any necessary and allowable modifications.

State workforce system leaders and apprenticeship stakeholders are strongly encouraged to consider other state funding sources to support and advance innovative pre-apprenticeship and Registered Apprenticeship. Other potential sources of funding for apprenticeship programs include state general revenue funds as well as other funds appropriated by state legislatures, such as state education monies targeted for career and technical education.

9. WIA Performance Measures and Apprenticeship. Apprenticeship strategies offer the opportunity for states and local WIBs to enhance their performance under the Workforce Investment Act. Apprenticeship is a proven model for effectively educating and training workers, promoting retention, and advancing the apprentice's career and earnings. Below is information related to performance measurement that may be useful to consider when integrating apprenticeship as an employment or training opportunity provided under WIA and/or Wagner-Peyser.

Registered Apprenticeship as Employment. WIA and Wagner-Peyser clients who receive core and intensive services resulting in their entry into a Registered Apprenticeship program become employees of the Registered Apprenticeship sponsor and can be tracked against Common Measures associated with employment.

Registered Apprenticeship as Training. Apprentices who receive WIA services after enrollment in Registered Apprenticeship to support classroom or on-the-job training, or to provide other services, should be treated as incumbent workers. Retention and earnings outcomes should be tracked in this case, but not the placement outcome.

Identifying the Point of Exit. For the purposes of tracking and common measures, WIA and Wagner-Peyser clients associated with apprenticeship programs should be exited from the workforce system after the completion of WIA/Wagner-Peyser associated activities. It is not necessary to track apprentices through to the completion of their apprenticeship program unless they are supported by workforce system resources for the entire duration. Thus, an apprentice who receives workforce system resources to support specific portions of classroom training may be exited from the program upon completion of that training, even if they continue in the apprenticeship program for a longer period of time.

Tracking Earned Credentials. The workforce system should track only those credentials that are earned by an apprentice while they are enrolled in WIA or Wagner-Peyser.

Where tracking of earned credentials is required, the workforce system should track the interim credential earned by the apprentice while co-enrolled. For example, apprentices in competency-based programs may receive a Certificate of Training upon completion of each level working towards a Certificate of Completion. Additionally, many apprenticeship sponsors have negotiated articulation agreements with community and technical colleges that give college credit for the related instruction component of the program. All of these interim credentials may be recorded as appropriate credentials for the purposes of reporting under the Common Measures.

Please note that the DOL Office of Apprenticeship (OA) tracks cohorts of apprentices throughout their participation in the Registered Apprenticeship system for the purpose of reporting outcomes and drawing conclusions about program effectiveness. The Common Measures are also used for this purpose.

10. Action Required. Registered Apprenticeship is a critical component of talent development strategies across the country. With the combination of on-the-job learning, related instruction, and mentoring, the apprenticeship model is a powerful tool for addressing the skill shortages that many industries face. It also provides the grounded expertise and knowledge individuals need to do their jobs well and advance in their careers. The model offers an efficient, flexible training strategy, responsive to new technology that will keep workers up-to-date on skills they need to do their jobs.

In the current environment of global economic competition, it is critical that the workforce investment system integrate the resources of the Registered Apprenticeship system into its talent development strategies. ETA urges state and local leaders to consider the benefits of Registered Apprenticeship while developing their workforce investment systems plans and programs and to fully utilize apprenticeship as a unique model that incorporates employment, postsecondary education, and training. Some next steps to consider include.

- Mapping existing Registered Apprenticeship programs in your region.
- Strengthening collaborative relationships between WIBs and apprenticeship staff to explore opportunities to leverage Registered Apprenticeship as a significant workforce development strategy.
- Educating One-Stops Career Centers and WIBs about Registered Apprenticeship, including how to collaborate with apprenticeship staff, how to use WIA funding in support of Registered Apprenticeship, and how Registered Apprenticeship applies to performance outcomes under the Common Measures.

- 15 -

- Discussing apprenticeship as a workforce tool with leaders focused on workforce issues, such as legislators, governor, mayors, county executives, council members, and department heads, and sharing with them the concepts addressed in this TEGL.
- Adopting policies and procedures to better integrate Registered Apprenticeship training as an option offered by the workforce investment system using, but not limited to, the examples found in this TEGL.
- Encouraging Registered Apprenticeship sponsors to contact their local WIBs to inform them about their training programs, inquire about becoming eligible training providers, and discuss opportunities for collaboration and partnership.

11. Inquiries. Questions should be directed to the appropriate ETA Regional Office, Office of Apprenticeship Regional Director, or State Director. Contact information can be found in Attachment D.

Attachment A

Promising Practices in Integrating Registered Apprenticeship and Public Workforce System Activities

Several states have integrated the Registered Apprenticeship model at various levels of state government as a tool to help employers meet their workforce needs and for individuals – from high school to adult learners – to enhance their career paths. Although no state is yet using the model to its maximum capacity, several states are creatively applying Registered Apprenticeship as an important workforce and career solution. The following are examples of some states that have used the Registered Apprenticeship model in innovative ways to address many economic development and workforce challenges of its business community.

Washington State

Leaders in Washington State have integrated Registered Apprenticeship into workforce strategies in a broad way. They not only use WIA funding to support training programs, but Registered Apprenticeship is included in the state strategic plan as a workforce tool. They also bring together support from other public sources, most notably the state legislature which has appropriated general funds for a variety of Registered Apprenticeship programs including outreach and awareness to schools and businesses and supporting related instruction and on-the-job training. WIA discretionary dollars have been used for programs; the WIBs and One-Stops have provided funding and support.

State Plan

The Washington State strategic workforce plan incorporates language calling for the expansion of Registered Apprenticeship training in emerging fields and expansion of preparation programs for apprenticeship in high-demand clusters. Additionally, they include language to develop new programs and to increase student enrollments and apprenticeship retention and completion.

As a result of the state's workforce policies on Registered Apprenticeship, Washington has –

- Advanced development of Registered Apprenticeship programs in health care, information technology, maritime/transportation, energy, public utilities, and advanced manufacturing among the high-growth industries.
- Prepared individuals to enter Registered Apprenticeship programs or gain employment in supportive roles in industries that use the apprenticeship model.

- Supported projects to provide training to more than 500 pre-apprentices and apprentices in food processing, biotechnology, communications, health care, construction and manufacturing.

WIA Funding

WIA state-wide reserve funds have been used for Registered Apprenticeship programs through competitive solicitations.

Local WIBs and One-Stops

The Pierce County WIB funded an innovative program, *Get Electrified*, an Electrical School to Apprenticeship program, offered to high school juniors in the Tacoma School District. It is a pre-apprenticeship program that prepares students to meet the rigorous application requirements of an electrical apprenticeship. During the nine-week summer program, students attend work and class and earn a wage for work done. Upon completion of high school, the graduate can enter a Registered Apprenticeship program in electrical work.

Apprenticeship Integration into K-12, and Post-secondary Education Systems

The state has embraced Registered Apprenticeship as a career path in and of itself as well as a path in conjunction with community college and a four-year degree, as many of the training programs require an advanced degree. Now state leaders see the importance of career and educational guidance starting in middle school and are incorporating information about apprenticeship into that effort.

The state legislature has recently funded an initiative by the Department of Labor and Industry to enhance an Educational Guidance model for 6th through 12th graders, *Navigation 101*, which shows students various careers and what classes and activities they need to pursue for the job. The model includes a lively, student-friendly website, curriculum, and other material. Information on Registered Apprenticeship is prominently featured.

The legislation also:

- Authorized existing Community Colleges' Centers of Excellence to compile and provide information related to grants, scholarships, job openings, and growth industries;
- Required the Washington State Apprenticeship and Training Council (WSATC) to lead an educational outreach program about apprenticeships for students and educators; and
- Required the Washington State Apprenticeship Training Council to manage direct-entry programs, including awarding ten incentive grants for school districts to negotiate and implement agreements with local apprenticeships.

Inter-agency collaborations

The legislature passed a law to allow the Washington State Department of Transportation to implement an apprenticeship program for Washington State Department of Transportation construction. This apprenticeship utilization requirement started with local municipalities and private contractors 12 years ago and has grown over the years to include school districts, counties, other state agencies and private work also to encourage the development of more opportunities for young people.

The Washington State Apprenticeship Program Manager is an active participant and member of the Washington State Workforce Education and Training Coordinating Board Interagency Committee and attends their regularly scheduled meetings. At these meetings, the program manager is able to talk with other state agencies' representatives about how apprenticeship can be better integrated with other State workforce investment system partners. Apprenticeship in Washington State aligns with the Governor's economic plan called "Next Washington" and the Workforce Board's "Washington Works" report that reviews the workforce development system.

Next steps

Washington State would like to develop structured training on Registered Apprenticeship for all One-Stop Career Center staff to be more effective in educating the business community about the benefits of Registered Apprenticeship.

Kansas

Kansas State leaders have recognized the value of Registered Apprenticeship as a tool to help employers meet their workforce needs and the overall necessity to link workforce development to economic development.

State Organization of Registered Apprenticeship in Workforce Development

The state has looked at how structurally it can best organize government functions to meet their goals. To this end, state government was reorganized with many workforce functions placed in the Commerce Department including Registered Apprenticeship, Veterans Affairs, and WIA functions. These programs had previously been in the State Department of Labor. Among some of the other structural shifts, several Registered Apprenticeship staff members are housed in One-Stops across the state so they can work with employers seeking assistance.

Internal Staff Development

To better train its own staff, and to address the newly established roles and responsibilities under Public Law 107-288 and the requirements to develop a certification program, the Department of Commerce established a Registered

Apprenticeship program for Career Development Technician for the Disabled Veterans Outreach Program and Local Veterans Employment Representative staff.

WIA Funding

The state uses some of its 15 percent state set-aside funds to support Registered Apprenticeship staff.

Local WIBS and One-Stops

Several local WIBs fund components of Registered Apprenticeship programs including the cost of related instruction, uniforms and tools for apprentices. WIA Incumbent Worker monies are used to help Registered Apprenticeship programs in manufacturing, construction, and health care in four of the five workforce investment regions in the state. Additionally, the Department of Social and Rehabilitation Services funds the Early Childhood Associate Apprenticeship program through a grant.

**Additional Examples of Apprenticeship Integration
 in the Workforce System**

Action	State
Include apprenticeship in the WIA state plan	AK
	MO
	WA
Apprenticeship and WIA functions located in same department	HI
	KS
State Apprenticeship Council member sits on the state WIB	NC
Co-locate apprenticeship staff in One-Stop Career Centers	KS
	VT
One-Stop and Apprenticeship staff jointly market apprenticeship even when not co-located	NC
	OH
	OR
Use Registered Apprenticeship for staff development	KS
Link apprenticeship programs to other public entities such as school districts, prisons, and city, county and state governments.	PA
	NC
	OR
	WA
Integrate the apprenticeship electronic database with the state job-matching system	OH
	OR
	VT

Attachment B

Use of Workforce Investment Act Funds to Support Registered Apprenticeship

Activity				
Encourage entities to sponsor and register new programs and occupational training, including the cost of OJT and related instruction	Guam in partnership with the Guam Shipyard and Guam Power Authority. Since inception, nearly \$1.4 million in WIA funding has been invested in salaries, benefits, and educational assistance.	The Durham, North Carolina WIB recently issued a RFP for a health care initiative using the DOL Health Career Lattice model, which integrates apprenticeship for the Certified Nursing Assistant level. The Winston-Salem WIB granted \$15,000 to a tool & die trade program.	Pennsylvania's Job Ready program, which is a combination of WIA and private funds, supports apprenticeship training programs. The local WIBs also regularly support apprenticeship training.	The West Virginia State WIB has funded apprenticeship programs in aerospace and wastewater treatment.
Provide related instruction or other education that satisfies specific apprenticeship requirements.	Kansas WIBS pay the cost of related instruction and purchase uniforms and tools for apprentices.	The Winston-Salem, North Carolina WIB provided \$37,000 to a sponsor to pay for related instruction for the Senior Maintenance Tech trade.	South Dakota provides \$50,000 to 10 sponsors to help pay for related instruction from the Governor's WIA Discretionary Fund.	
Supplement Apprentices' wages	Idaho and Boise State University will fund a pilot project in Advanced Manufacturing. The state will use \$50,000 from WIA set-a-side funds to pay half the apprentices' wages for the first three months. The university will fund the costs of related instruction for the first year.			
Provide on-the-job training/learning	Alaska's local workforce centers agree to pay up to 50 percent of the employers wage costs for the first 1,000 hours of apprenticeship. In this way, employers evaluate the trainee's soft skills and can make a reasonable assessment of the individual's capacity to complete the training.	Maryland used its WIA discretionary dollars to provide matching funds for customized training. In 2006, it granted a 50-50 match for an incumbent health care worker apprenticeship program.		

<p>Disseminate information about apprenticeship programs</p>	<p>Many states routinely co-sponsor career expos with the state apprenticeship office and the federal Office of Apprenticeship.</p>	<p>Maryland's state WIB has provided \$50,000 of its performance measures incentive funding to the State Apprenticeship Agency to market apprenticeship in the state.</p>		
<p>Pre-apprenticeship or preparatory training designed to provide related work experience to prepare candidates for Registered Apprenticeship</p>	<p>California's Greater Long Beach WIB sponsors a Construction Jobs Initiative which provides pre-apprenticeship training and builds connections between the One-Stop Centers and Registered Apprenticeship programs.</p>	<p>Pennsylvania's Lancaster County WIB has partnered with the Keystone Chapter of the Association of Builders and Contractors to conduct pre-employment training; the Wilkes-Barre WIB is partnering with the Building and Construction Labor-Management Council and local school districts to prepare at-risk youth to enter into apprenticeship programs.</p>	<p>Washington State supports pre-apprenticeship programs for 500 individuals in food processing, biotechnology, communications, health care, construction and manufacturing from the Governor's WIA Discretionary Fund.</p>	

Attachment B Other Funding Sources for Apprenticeship Program

Activity			
Encourage entities to sponsor and register new programs and occupational training including the cost of OJT and related instruction	Alaska's Denali Fund uses state Department of Labor funds to support tuition, instructor's wages, books, tools, required clothing, incidental stipends, lodging, transportation, and administration.	Guam signed into law the Guam Registered Apprentice Program (GRAP) to invest in skilled training in the form of tax incentives	Vermont's Workforce Education and Training Fund, a state program funded by the state legislature to help employers with workforce development issues, has regularly funded apprenticeship proposals.
To provide related instruction or other education that satisfied specific apprenticeship requirements.	Seventy percent of Guam's Manpower Development Fund goes to the Apprenticeship Training Program at the Guam Community College. The revenue source is registration fees on non-immigrant temporary workers.	Washington State Legislature awarded 10 incentive grants from the General Fund for school districts to negotiate and implement agreements with local apprenticeship programs.	The Texas Workforce Commission supports the apprenticeship program with \$1.6 million per year from General Revenue funds under Chapter 133 of the Texas Education Code. The program helps support the cost of classroom instruction.
To provide on-the-job training/learning	Alaska has a state training and employment program (STEP) which is funded by UI Trust fund contributions. Funds have been used for individuals who don't qualify for WIA support. STEP funds have been used for construction apprenticeships.		
To disseminate information about apprenticeship programs:	Washington State legislature provided funds to the Apprenticeship and Training Council to promote apprenticeship to high school students and educators in 2006.		
To develop and provide pre-apprenticeship or preparatory training designed to provide related work experience to prepare candidates for Registered Apprenticeship.	The District of Columbia provides \$1.2 million to support pre-apprenticeship programs with General Revenue funds to apprenticeship sponsors. Upon completion, sponsors have agreed to take students who complete the program.		

Attachment C

Contact Information for Cited Programs

Alaska: John Hakala (federal), State Apprenticeship Director, 907/271-5035, Hakala.john@dol.gov; Mike Shiffer, Assistant Director, Division of Business Partnerships, Alaska Department of Labor and Workforce Development, 907/269-3729, mike_shiffer@labor.state.ak.us

California: Long Beach WIB: Patty Garcia (federal), Acting State Apprenticeship Director, 415/975-4007, Garcia.patricia@dol.gov; Glen Forman, Division of Apprenticeship Standards
Department of Industrial Relations, GForman@dir.ca.gov, 415/703-4920; George Fernandez
Program Coordinator, Center for Working Families, Long Beach CA 90806, 562/570-3728, george_fernandez@longbeach.gov

District of Columbia: Lewis Brown, Director, D.C. Apprenticeship Council, 202/698-5099, lewis.brown@dc.gov; Daryl Hardy, Administrative Officer, Department of Employment Services, 202/698-5146, darylg.hardy@dc.gov

Guam: Alfred Valles (federal) State Apprenticeship Director, 808/541-2519, valles.alfred@dol.gov; Maria Connelley, Director of Labor, 671/565-2237, connent@ite.net

Hawaii: Alfred Valles (federal) State Apprenticeship Director, 808/541-2519, valles.alfred@dol.gov; Elaine Young, Administrator, Workforce Development Division, Department of Labor and Industrial Relations, 808/586-8837, eyoung@dilir.state.hi.us

Kansas: Loretta Shelly, Director, Apprenticeship Program, Kansas Department of Commerce, 785/296-4161, lshelley@kansascommerce.com; Armand Coprology, WIA Program Manager, Kansas Department of Commerce, 785-296-7876, acorpologo@kansascommerce.com

Maryland: Robert Laudeman (federal) State Apprenticeship Director, 410/962-2676, Laudeman.robert@dol.gov; David Ghee, (state) Maryland Apprenticeship & Training Program
Division of Workforce Development, 410/767-2246, www.dllr.state.md.us

Missouri: Neil Perry (federal), Apprenticeship Director, 314/539-2522, perry.neil@dol.gov; Janeen Osborne, Workforce Development Specialist, Division of Workforce Development 573/526-8260, janeen.osborne@ded.mo.gov

Pennsylvania: Thomas Bydlon (federal), Apprenticeship Director, 717/221-3496, Bydlon.thomas@dol.gov; A. Robert Rascality, (state) Director Bureau of Labor Law Compliance,
PA Department of Labor and Industry, 800/932-0665, arisaliti@state.pa.us

-24-

Ohio: Mary Ann Dayspring (federal) Apprenticeship Director, 614/469-7375, Dayspring.MaryAnn@dol.gov; Jean Sickles (state) Director, Ohio State Apprenticeship Council, 614/644-2242, SICKLJ@odjfs.state.oh.us; Julie McKay, program specialist, Ohio Department of Job & Family Services, 614/466-9692, MCKAYJ@odjfs.state.oh.us

Oregon: Anne Wetmore (federal), Apprenticeship Director, 206/553-0076, Wetmore.anne@dol.gov; Stephen Simms, Director, Apprenticeship and Training Division, Oregon State Bureau of Labor and Industries, 503/731-4891, steve.simms@state.or.us; match Skills: David Allen, 503/526-2774, david.k.allen@state.or.us

South Dakota: Don Reese (federal), Apprenticeship Director, 605/330-2566, Reese.Donald@dol.gov;

Texas: Dennis Goodson (federal) Apprenticeship Director, 512/916-5435, Goodson.Dennis@dol.gov; Desiree Holmes, 512/936-3059, Desi.Holmes@twc.state.tx.us

West Virginia: Kenneth Milnes (federal), Apprenticeship Director, 304/347-5794, milnes.kenneth@dol.gov

Washington State: Anne Wetmore (federal), Apprenticeship Director, 206/553-0076, Wetmore.anne@dol.gov; Elizabeth Smith, Apprenticeship Program Manager, Department of Labor and Industries, 360/902-5320, smel235@lni.wa.gov; Jamie Krause, WA State Workforce Training Coordinating Board, 360-753-5660, jkrause@wtb.wa.gov

Attachment D

Informational Tools & Resources to Support Development of New Registered Apprenticeship Opportunities and Models

Informational Materials available through Office of Apprenticeship Web site
http://www.doleta.gov/OA/eta_default.cfm

General Information Brochures

- For Employers - Registered Apprenticeship – Building a Skilled Workforce in the 21st Century
(http://www.doleta.gov/oa/brochure/building_skilled_workforce.pdf)
- For General population: High Wage, High Skill – Career Opportunities in the 21st Century
(http://www.doleta.gov/oa/brochure/high_wage_high_skill_careers.pdf)

Industry Facts Sheets provide explanations of Registered Apprenticeship in various industries (<http://www.doleta.gov/oa/e-tools2.cfm#factsheets>)

Setting Up an Apprenticeship Program presents information about how to start a program and provides a link to local apprenticeship staff who can offer free technical assistance. (<http://www.doleta.gov/OA/setprgm.cfm>)

Bulletins/Circulars of High Growth Occupations – Announcements and information about new apprenticeship programs and apprenticeable occupations (<http://www.doleta.gov/oa/whatsnew.cfm>)

Demand-Driven Case Studies - “Registered Apprenticeship Trends in Six Industries” (<http://www.doleta.gov/oa/e-tools.cfm#brochures>)

- Advanced Manufacturing
- Geospatial Technology
- Health Care
- Information Technology
- Maritime
- Military

Contact Information

- Office of Apprenticeship, State Offices
(<http://www.doleta.gov/oa/stateoffices.cfm>)
- State Apprenticeship Agencies
(<http://www.doleta.gov/oa/stateagencies.cfm>)
- Office of Apprenticeship Regional Offices
(<http://www.doleta.gov/oa/regdirlist.cfm>)
- Office of Apprenticeship, National Office
(<http://www.doleta.gov/oa/national.cfm>)

Related Information

WIRED Web site - The WIRED Web site is a comprehensive online resource for the WIRED initiative. The Web site houses information about the initiative, a fact sheet, and a description of the Road to WIRED. The WIRED resource library provides resources to communicate the concepts and ideas of economic transformation and the WIRED Initiative and offers a suggested reading list. The “WIRED Regions” page shows the map of WIRED Regions, a one-page description of the regional projects, and each region’s working implementation plan. This tool is available on-line at:
<http://www.doleta.gov/wired/>

Careervoyages.gov - This joint Departments of Labor and Education Web site focused particularly on young people and career changers includes useful apprenticeship information by industry (<http://www.careervoyages.gov/apprenticeship-main.cfm>). Contact information for Registered Apprenticeship program sponsors can be found through a search locator on each industry’s web page.

InDemand Magazine - This resource from the Employment and Training Administration is for students, guidance counselors, and parents to provide information on careers in high-growth industries, including those in science, technology, engineering, and math. This magazine is available at:
www.careervoyages.gov/indemandmagazine-stem.cfm

YouthBuild Guide to Expanding Opportunities with Trade Unions - This manual developed by YouthBuild U.S.A provides information for local interactions between YouthBuild programs and skilled trades labor management organizations. The manual is available on-line at:
<http://www.youthbuild.org/site/c.htIRI3PIKoG/b.1360529/apps/s/content.asp?ct=1974993>

TRAINING AND EMPLOYMENT NOTICE	NO. 44-11
	DATE May 10, 2012

TO: ALL STATE WORKFORCE AGENCIES
ALL STATE WORKFORCE LIAISONS
OFFICE OF APPRENTICESHIP STATE AND REGIONAL DIRECTORS
ALL STATE APPRENTICESHIP COUNCILS
ALL STATE APPRENTICESHIP DIRECTORS
OFFICE OF APPRENTICESHIP FIELD STAFF

FROM: JANE OATES /s/
Assistant Secretary

SUBJECT: Encouraging Enhanced Partnerships and Collaboration between the
Workforce Investment System and Registered Apprenticeship Programs

1. Purpose. To encourage workforce investment system leaders to develop and enhance partnerships and resource-leveraging efforts with Registered Apprenticeship programs in order to increase job seekers' access to career pathways utilizing Registered Apprenticeship. Although state and local workforce system budgets continue to be constrained and high growth employment opportunities are very scarce in this economy, partnering with Registered Apprenticeship is a proven way to improve placements for job seekers looking for a sustainable career, as well as to engage with employers in communities seeking to improve the skills of their workforce.

2. Background. Like stand-alone On-the-Job Training (OJT), Registered Apprenticeship is an important component of education and training services that the workforce system can provide to its customers, and should be used as a strategy to train and employ job seekers. The model pairs paid on-the-job learning with related technical classroom instruction in a career field, and is ideally suited to many of the unemployed and dislocated workers served by the workforce system. Registered Apprenticeship offers job seekers immediate employment opportunities that usually pay higher wages and offer continued career growth. Last year, despite a challenging economy, approximately 50,000 apprentices found employment through Registered Apprenticeship. In Fiscal Year 2011, the average starting wage for an apprentice was \$16.01/hour (\$33,301/year), with wages upon completion of a three to four year apprenticeship at \$26.36/hour (\$54,829/year).¹ This is a significant wage gain for entry-level workers that provides a middle-class salary at the end of the apprenticeship. Additionally, apprentices learn highly-sought after life skill sets; earn portable credentials that are nationally and often globally recognized; and, gain the opportunity to apply their apprenticeship training to two- and four-year college programs.

¹ Source: U.S. Department of Labor, Registered Apprenticeship Partners Information Data System (RAPIDS), 2011

Registered Apprenticeship programs are offered by tens of thousands of employers, employer associations and labor-management organizations that provide employers with access to a pipeline of highly-skilled workers trained to meet current industry specifications, ensure workplace safety, and increase productivity. Apprenticeship crosses a wide sector of industries that includes construction, energy, manufacturing, healthcare, transportation, hospitality, telecommunications, and information technology. Registered Apprenticeship is a highly versatile training strategy that aligns with and advances the goals of key workforce investment system initiatives. By coordinating and collaborating with the knowledgeable professionals that make up the Registered Apprenticeship system, the workforce system can increase the quality of its services to both its employer and worker customers and enhance activities in support of current workforce system priorities.

In July 2007, the Employment and Training Administration (ETA) published [Training and Employment Guidance Letter \(TEGL\) No. 02-07, Leveraging Registered Apprenticeship as a Workforce Development Strategy for the Workforce Investment System](#). This TEGL provided policy guidance, information, and examples designed to encourage and support the full integration of Registered Apprenticeship as a proven workforce development strategy into state and local workforce system activities. To facilitate adoption of the policies and practices discussed in TEGL 02-07, ETA's Office of Apprenticeship (OA) pursued a number of activities nationwide, including outreach and education efforts and the hosting of a series of partnership-focused regional Action Clinics between 2008 and 2011. As a result of these efforts, many workforce investment system leaders have successfully enhanced the integration of Registered Apprenticeship programs with their state and local workforce strategies and activities, and have increased their customers' access to Registered Apprenticeship programs and opportunities by leveraging Workforce Investment Act (WIA) and other resources in support of Registered Apprenticeship. However, in many areas across the country, state workforce agencies, Local Workforce Investment Boards (LWIBs), and One-Stop Career Centers continue to face challenges in incorporating Registered Apprenticeship as an integral component within the full suite of workforce solutions. These challenges appear to be most prominent in the following areas:

- ❖ Approving Registered Apprenticeship programs as training providers on WIA Eligible Training Provider Lists (ETPLs);
- ❖ Using WIA and other workforce funding to support services and activities for Registered Apprenticeship participants and Registered Apprenticeship program sponsors, such as Individual Training Accounts (ITAs), customized training, OJT, state set-aside funding and direct grants from the U.S. Department of Labor (the Department); and
- ❖ Understanding how credit for referrals and services provided to Registered Apprenticeship participants are to be counted towards Common Measures performance goals under WIA including when a participant is exited and when they can count in performance outcomes.

The Secretary of Labor's Advisory Committee on Apprenticeship (ACA), which includes employer, labor, and public members, has identified enhancing partnerships and alignment between the workforce investment system and Registered Apprenticeship programs as one of its major priorities for action. Accordingly, it commissioned the attached white paper, "Partnering

for Success: Recommendations to Facilitate Greater Collaboration between the Registered Apprenticeship and Public Workforce Systems.”

The paper explores the barriers, both real and perceived, that inhibit better partnership and resource alignment between the workforce investment and Registered Apprenticeship systems, and provides concrete examples from three states – Alaska, Kansas, and South Carolina – which have overcome the common challenges discussed above. The ACA also commissioned the development of the attached quick reference guide to clarify how credit for referrals and services provided to Registered Apprenticeship participants are to be counted towards Common Measures performance goals under WIA.

This Training and Employment Notice (TEN) seeks to re-focus attention on the policy guidance and practical examples originally provided in TEGP No. 02-07, and to disseminate the new resources provided here as attachments, with the goal of supporting continued and enhanced development of partnerships between the state and local workforce investment system and the Registered Apprenticeship system.

3. Registered Apprenticeship and WIA Eligible Training Provider Lists. The WIA statute and regulations explicitly provide flexibility in determining Registered Apprenticeship training programs as initially eligible providers of ITA-funded training. Specifically, the WIA regulations at 20 CFR 663.505(b)(2)(ii) identify entities that carry out programs under the National Apprenticeship Act (NAA) as potential eligible providers of training services, and the WIA regulations at 20 CFR 663.515(b) empower LWIBs to determine the eligible training provider application procedures for Registered Apprenticeship programs. As such, Registered Apprenticeship programs, which are registered nationally with the Department following vetting by either ETA’s OA or by State Apprenticeship Agencies (SAAs), may benefit from streamlined processes for becoming approved as eligible providers of training to ITA recipients, without having to undergo the standard state agency review process (20 CFR 663.515(d)).

Despite this inherent flexibility, however, Registered Apprenticeship sponsors frequently report that the process for getting approved on the ETPL varies widely from state to state, and from LWIB to LWIB within a state, and that it can be time-consuming and cumbersome. Because Registered Apprenticeship programs are already reviewed and vetted, then registered by the Department or by SAAs, sponsors often find it burdensome to go through an additional tier of review in order to be placed on the ETPL. In response, several states (including Alaska, as discussed in the attached white paper) have begun to revisit their ETPL policies and procedures in order to streamline the process for Registered Apprenticeship sponsors to become eligible training providers.

States and LWIBs are similarly encouraged to examine their own ETPL policies and procedures to ensure that they are taking full advantage of the flexibility provided to them under the WIA statute and regulations to approve Registered Apprenticeship sponsors as eligible training providers in the least cumbersome and most efficient manner possible.

4. Leveraging WIA Funding and Department Grant Funds to Support Registered Apprenticeship.

Historically, employers, industry associations, and labor-management organizations have been instrumental in developing and funding Registered Apprenticeship programs. However, the workforce investment system has necessary and important roles to play in leveraging and advancing these investments. TEGL No. 02-07 contains extensive discussion on how state and local workforce system leaders can use WIA funding to support Registered Apprenticeship participants and Registered Apprenticeship program sponsors. Similarly, the attached white paper discusses how Alaska, Kansas, and South Carolina have invested state funding as well as local funding to support Registered Apprenticeship participants and sponsors. Additionally, Department grants such as National Emergency Grants, H-1B, and Trade Adjustment Assistance Community College and Career Training Grants can be used to support Registered Apprenticeship. Non-WIA grants administered by the LWIBs can also be used to support Registered Apprenticeship in accordance with the rules outlined in those grants.

ETA encourages the workforce system to use WIA funding and direct grants from the Department to support Registered Apprenticeship.

- **Individual Training Accounts:** ITAs may be used by WIA-eligible Registered Apprentices to support the related instruction portion (e.g., classroom-based or online learning) of their Registered Apprenticeship training. Many states and local areas note that the most effective model for connecting Registered Apprentices to ITAs is to first develop relationships with recruiting Registered Apprenticeship sponsors, then identify WIA customers that are eligible for ITAs, and then prepare those customers for entry into sponsors' Registered Apprenticeship programs.
- **Customized Training and On-the-Job Training:** TEGL No. 02-07 provides several examples of how WIA funds may be used to support customized training and OJT models, in partnership with Registered Apprenticeship sponsors. Supporting Registered Apprenticeship sponsors and their program participants through customized and OJT agreements can be an important component of states' and LWIBs' industry sector and industry cluster development strategies, and can also be an effective means of advancing growth and competitiveness for individual small businesses or groups of related businesses.
- **National Emergency Grants (NEGs):** NEGs are available to eligible state and local workforce investment agencies/entities to address major economic dislocation events by providing dislocated workers training opportunities that enable them to obtain the skills that will lead to reemployment. OJT is one type of training allowable in NEGs and grantees should engage employers who participate in Registered Apprenticeship programs as part of their workforce development strategy. Pairing dislocated workers with Registered Apprenticeship sponsors/employers provides a benefit to both the worker and the employer/Registered Apprenticeship sponsor. The worker will receive paid hands-on training, and the employer will receive a staff resource that, once the training period is completed, could result in a permanent staff resource. Participating employers will receive partial reimbursement to offset the cost of training workers.

- Trade Adjustment Assistance (TAA): Registered Apprenticeship is an allowable type of training that may be approved for trade-affected workers. TEGL 22-08, *Operating Instructions for Implementing the Amendments to the Trade Act of 1974 Enacted by the Trade and Globalization Adjustment Assistance Act of 2009*, provides discussion of how Registered Apprenticeship and TAA may be combined. To receive training paid for by this program, the following six criteria must be met: (1) no suitable employment is available; (2) the individual would benefit from appropriate training; (3) there is a reasonable expectation of employment following completion of training; (4) training is reasonably available; (5) the individual is qualified to undertake and complete such training; and (6) training is available at a reasonable cost.
- Other WIA State Funding Sources: While resources are lean at this time, other state funds can be tapped to enhance workforce investment system partnerships with Registered Apprenticeship programs. This strategy is discussed in TEGL No. 02-07 and in the attached white paper, and includes WIA statewide reserve funding, WIA incentive funding, state general funds, and other state-level resources. Alaska, Kansas, and South Carolina have all used various kinds of flexible, state-level funding to support and advance Registered Apprenticeship as a workforce development strategy. South Carolina in particular has prioritized the workforce system's focus on Registered Apprenticeship by tying local eligibility for WIA incentive funding to development of plans for expanding Registered Apprenticeship, and by offering statewide reserve-funded competitive grants to expand Registered Apprenticeship in high-growth, high-wage industries.
- Discretionary Grants from ETA: During this recent labor-surplus economy, On-the-Job Training (OJT) has been among the key training options for training and employing job seekers and incentivizing the hiring process for businesses. Due to its higher cost, some recent Solicitation for Grant Applications (SGAs) infused additional funds to encourage greater utilization of OJT. Registered Apprenticeship is included within the definition of OJT. The following are the most recent solicitations with an OJT component which can be applied to Registered Apprenticeship.
 - **H-1B Grants**: Funds that are designated for the OJT component of H-1B grants can be used to support Registered Apprenticeship. Funds *cannot* be used for incumbent worker training. As described in the SGA, OJT is a component of each participant's training strategy, and is distinguished from other types of workplace training by several factors: (1) participants are hired (or employed) and earn wages from employers during training; (2) it is based on an individualized training plan that reflects the results of an individual skills assessment and an analysis of job requirements; (3) training is conducted in the work setting under the direction of one or more of the employer's supervisory personnel; and (4) the employer is paid a reimbursement to cover the extraordinary costs of the training.
 - **Trade Adjustment Assistance Community College and Career Training Grants**: These grants fund workforce training and education initiatives that prepare program participants for employment in high-wage, high-skill

occupations. Funds support partnerships between community colleges and employers to develop training that provides pathways to good jobs; integrates industry-driven competencies, and offers credit for both academic and occupational training. The \$500 million initiative has four funding priorities, one of which is building programs that meet industry needs, including developing career pathways. Under this funding priority, one recommended strategy is the implementation of “earn and learn” education models, such as Registered Apprenticeship.

5. Measuring and Counting Registered Apprenticeship Outcomes for WIA Performance under the Common Measures.

One of the reasons often given by the workforce investment system for not referring or supporting Registered Apprenticeship programs is a lack of knowledge regarding how credit for performance in Registered Apprenticeship programs can be counted towards WIA and Employment Services performance goals. Placement in a Registered Apprenticeship program will result in positive outcomes under some Common Measures such as entered employment, retention and average earnings. The attached quick reference guide provides clarification on how to track and measure Registered Apprenticeship participants and capitalize on the opportunity to utilize apprenticeship strategies to augment performance under Common Measures.

6. Action Requested. ETA strongly encourages state and local workforce investment system leaders to share this TEN and its attachments, as well as previously-published TEGL No. 02-07, with all appropriate staff in an effort to establish and/or further develop partnerships with Registered Apprenticeship stakeholders.

7. Inquiries. Please direct inquiries to the appropriate ETA Regional Office, Office of Apprenticeship Regional Director, or State Director. Contact information may be found at <http://www.doleta.gov/oa/contactus.cfm>.

8. Attachment(s).

Attachment A - White Paper: Partnering for Success: Recommendations to Facilitate Greater Collaboration between the Registered Apprenticeship and Public Workforce Systems

Attachment B - Quick Reference Guide: Registered Apprenticeship Performance and Measurement

**Partnering for Success:
Recommendations to Facilitate Greater Collaboration
between the Registered Apprenticeship and Public
Workforce Systems**

May, 2011



A White Paper commissioned by:

**Advisory Committee on Apprenticeship
Education and Workforce Partnership Workgroup
Office of Apprenticeship
U.S. Department of Labor
Employment and Training Administration**

I. Introduction

In recent years, the U.S. Department of Labor (USDOL), Employment and Training Administration (ETA), Office of Apprenticeship (OA) has been engaged in an aggressive effort to make Registered Apprenticeship (RA) a stronger, more flexible talent development strategy. One of the primary goals of this effort is to encourage the workforce investment system to leverage and work with RA. While considerable progress has been made, the Partnership Workgroup of the Advisory Committee on Apprenticeship (ACA) recently noted that barriers still exist that frustrate efforts to collaborate and align resources. Specifically, the workgroup discussed challenges faced by RA programs in becoming approved providers on states' Eligible Training Provider Lists (ETPLs) and in obtaining financial support for pre-apprenticeship training and/or related instruction utilizing Individual Training Accounts (ITAs) funded by the workforce system under the Workforce Investment Act (WIA).

This white paper, written at the request of the ACA Partnership workgroup, explores barriers to RA sponsors' access to the ETPL/ITAs and other issues, and makes recommendations to improve the system.

II. Executive Summary

Registered Apprenticeship is an important component of the suite of potential education and training services the workforce system can provide to its customers, and should be used more often as a strategy to train and employ job seekers. The model pairs paid on-the-job learning with related technical/theoretical training in a career field and is ideally suited to many of the unemployed and dislocated workers served by the workforce system. RA offers job seekers immediate employment opportunities that usually pay higher wages and offer career growth; highly-sought after life skill sets; portable credentials that are nationally and often globally recognized; and the opportunity to apply their apprenticeship training to two- and four-year college programs. RA provides employers with access to a pipeline of highly-skilled workers trained to meet current industry specifications, ensure workplace safety, and increase productivity. Apprenticeship crosses a wide range of industries that includes construction, retail, healthcare, telecommunications, and information technology.

Despite ETA's efforts to encourage the public workforce system to partner with and leverage Registered Apprenticeship, including the 2007 publication of ETA [Training and Employment Guidance Letter \(TEGL\) No. 02-07](#), apprenticeship remains far from fully aligned with the public workforce system. Many in state leadership, particularly those states that have attended an OA-sponsored regional action clinic, "Collaborate for Success: Partnering with Registered Apprenticeship," understand the value of including Registered Apprenticeship in their workforce strategies and have made significant gains toward alignment. However, the disconnect seems to be most evident at the local level, particularly where local Workforce Investment Boards (WIBs) and One-Stop Career Center staff are unfamiliar with Registered Apprenticeship and don't know how to make it fit with the programs they traditionally administer. Aligning the apprenticeship model to WIA ETPL and ITA frameworks appears to pose the most significant challenges at the local level.

This paper provides (1) an overview of the key barriers that inhibit partnership, particularly related to ETPL access and ITA funding issues; (2) examples of promising practices in three states that demonstrate how to support RA with WIA and other state funding; (3) specific examples of how WIA programs can report performance for RA under the Common Measures, i.e., performance measures created by ETA to gauge attainment of WIA goals; and (4) recommendations for continuing efforts to support enhanced partnerships of RA throughout the public workforce system.

A. Eligible Training Provider Lists and Individual Training Accounts: Summary of Challenges and Issues

RA sponsors, RA local and regional staff, and state and local workforce system staff surveyed for this paper reported the following common challenges related to aligning RA with ETPL and ITA frameworks under WIA. These challenges are discussed in further detail in Section IV.

1. The process for being added as a training provider to the ETPL is complex, cumbersome and varies among WIBs within the same state, and from state to state.
2. There is a lack of understanding between the RA and workforce system regarding each others programs.

3. Some WIBs are not interested in working with RA due to a lack of understanding, limited funding, local service priorities, or other reasons.
4. RA programs may not always be interested in the ETPL/ITA process because it can be cumbersome and is perceived as not worth the effort and paperwork required.

B. Best Practices in Three States: Alaska, South Carolina, and Kansas

Despite these challenges, some areas in the country have successfully managed to add RA programs to their ETPL and have funded ITAs for apprentices. Others have utilized more flexible funding sources, such as WIA Reserve Funds and state general funds, to support RA. Section V provides detailed examples of effective and creative approaches taken from case studies of RA in Alaska, South Carolina, and South Central Kansas.

C. Measurement and Performance

One challenge to leveraging WIA and other workforce system funding to support RA is a lack of knowledge regarding how credit for performance can be captured in RA programs' information systems and counted toward WIA performance goals. Detailed examples of how performance can be credited under the WIA Common Measure are provided in Section VI.

D. Recommendations

Efforts to incorporate Registered Apprenticeship throughout the workforce investment system have not yet fully produced the intended results to use the model as an integral part of its workforce development strategies. While challenges and barriers to collaboration exist, and while RA is not a mandated WIA partner, progress has been made. As noted above, several states and local areas have found creative ways to work within the existing system to support RA as an important talent development strategy. Full recommendations for replicating and expanding these models of partnership and alignment are discussed in detail in Section VII on page 16.

III. The Value of Registered Apprenticeship to the Workforce Investment System

Registered Apprenticeship is an important addition to the suite of potential education and training services the workforce system provides to its customers and should be used more often as strategy to train and employ job seekers. Registered Apprenticeship is highly versatile and aligns with and advances the goals of key workforce investment system initiatives. As a business/industry driven model, RA programs focus on high-wage/high-growth industries, especially those that face shortages of skilled workers. The RA program provides a platform for employers to develop and apply industry standards to their training programs that not only improve the quality of the workforce, but also offer a model that can increase productivity and services. Employers have access to a pipeline of highly-skilled workers trained to meet and exceed certification and licensing requirements. Apprenticeship crosses a wide range of industries that include construction, manufacturing, healthcare, telecommunications, information technology, and many others. As such, it can serve as an important talent development strategy and an economic development strategy for state and local Workforce Investment Boards and local One-Stop Career Centers.

The RA model pairs paid on-the-job learning with related technical/theoretical training in a career field. This earn-while-you-learn model is ideally suited to many of the dislocated and unemployed workers served by the public workforce system. Job seekers have immediate employment opportunities that usually pay higher wages and offer career growth, highly-sought after life skill sets, portable credentials that are nationally and often globally recognized, and the opportunity to apply their apprenticeship training to two- and four-year college programs.

Features of Registered Apprenticeship, including its customized format, the extensive industry knowledge of state and federal apprenticeship staff, and its significant employment, retention, and wage outcomes, make the program an effective means of meeting workforce system goals. By coordinating and collaborating with the knowledgeable professionals that make up the Registered Apprenticeship system, the workforce system can increase the quality of its services to both its employer and worker customers and enhance activities in support of current workforce system priorities. Furthermore, performance goals and metrics under Registered Apprenticeship align with those of the workforce system for WIA programs, and apprentices' performance can be captured under the system of WIA Common Measures used to

gauge the effectiveness of workforce system strategies. In these times of scarce resources, public workforce development and Registered Apprenticeship systems and programs should work with one another to offer better and more comprehensive services to employers and job seekers.

Despite efforts by the Employment and Training Administration since 2007, when [Training and Employment Guidance Letter No. 02-07](#) was issued to encourage the public workforce system to partner with and leverage Registered Apprenticeship, the system is far from fully integrated. Many in state leadership, particularly those states that have attended an OA-sponsored regional action clinic, “Collaborate for Success: Partnering with Registered Apprenticeship,” understand the value of including Registered Apprenticeship in their workforce strategies and have made significant gains toward alignment. The disconnect seems to be most evident at the local level, particularly where local WIBs and One-Stop Career Center staff are unfamiliar with Registered Apprenticeship and don’t know how it fits with the programs they traditionally operate. Becoming approved on states’ Eligible Training Provider Lists and obtaining Individual Training Account funding for apprenticeship program participants appear to be the most significant barriers for Registered Apprenticeship programs. The following section discusses the challenges and issues surrounding the alignment of the Registered Apprenticeship model with ETPLs and ITAs under WIA.

IV. Eligible Training Provider Lists and Individual Training Accounts: Challenges and Issues

One of the greatest challenges for RA sponsors working with the workforce system has been access to the Eligible Training Provider List and Individual Training Accounts for apprentices. Sponsors who have attempted to qualify as training providers on the ETPL have found that there are variations from state to state, and from local WIB to local WIB within a given state, as to how the WIA system is operated and what needs to be accomplished in order to be approved and placed on the ETPL. Both WIB representatives and RA sponsors surveyed often expressed the opinion that the ETPL is not ideally suited for RA because it is geared to tuition-based classroom training.

The application process for RA sponsors to get on the ETPL is perceived by many as time-consuming and cumbersome. Local boards may require additional information from local providers to maintain subsequent eligibility. The paperwork and record-keeping required are

often a deterrent for RA programs. RA is not one of the mandated WIA partners, and many sponsors report that local WIBs are simply not interested. This may have to do with a misunderstanding of RA or past biases (e.g., the notion that RA is just for the building trades and/or unions, or that RA has its own funding, etc.).

At the same time, many RA sponsors are not interested in pursuing ITA funding through the One-Stop Career Centers because they feel it is not worth the expended effort. This is especially true for small apprenticeship programs. In those instances where RA programs have been successful in getting on the ETPL and taking advantage of ITA funding, it has typically been in small amounts for supportive services or a small portion of related instruction. Local boards set policy with regard to the maximum cap on ITA funding, and the amounts can vary widely within and across states. Eligibility is an ongoing issue; once apprentices start earning money, their continued eligibility is limited. Before WIA dollars are spent on training, participants must be determined financially eligible, and other available sources of funding, such as Pell grants, must be exhausted. Furthermore, WIA funds cannot supplant other training funds.

Many RA sponsors and staff attribute some of the difficulty to misconceptions and to a lack of connection between RA programs and the workforce development system in the states. Responsibility for this lies with both RA and the workforce system. Where strong relationships exist between the two systems, there is evidence of successful collaboration and ITA funding for RA. This underscores the need for cross-education at all levels of staffing.

RA staff also report that high turnover rates among One-Stop staff have impacted the partnership efforts of RA and WIA. It takes time to educate staff on how RA can be supported with WIA funding. Often, by the time staff members have developed an understanding of the value of RA as a workforce solution, they are no longer working for the One-Stop or have been reassigned. This has been particularly true during the recent recession. On the other hand, the small number of RA staff makes it difficult for RA to develop and sustain relationships with the WIBs and One-Stops. Due to the size of many of the states and the large number of local WIBs that operate autonomously, RA staff cannot meet with all of the WIBs on a regular basis, so they cannot market the value of using RA in the workforce system and maintain the communication necessary to lead to greater collaboration.

Although the focus here is on problems RA sponsors have experienced with getting access to the ETPL and to ITAs, TEGL No. 2-07 identifies numerous other ways that WIA funding can be leveraged in support of RA. These include Customized Training, On-the-Job-Training (OJT), WIA State Reserve Funds, and WIA Incentive Funds, with WIA State Reserve and Incentive Funds being the most flexible. In addition, other non-WIA state funding sources can be tapped to support TA.

The following section highlights some replicable examples of how three states have found ways to effectively work within the requirements of WIA to support Registered Apprenticeships, as well as how they have used WIA Reserve Funds and other state funding to support RA.

V. Promising Practices in Three States

Some areas in the country have successfully managed to add RA programs to their ETPLs and have subsequently funded ITAs for apprentices. Most others utilize more flexible sources of funding such as WIA State Reserve Funds and state general funds to support RA. The three states that are highlighted—Alaska, South Carolina, and Kansas—are often cited for their effective practices in a number of workforce areas. This section is organized first by state and then by strategy, with descriptions of how the states put their strategies into practice.

A. Alaska

Utilization of the ETPL and ITAs

Alaska's position is that the ETPL does not lend itself to Registered Apprenticeship programs because the ETPL is geared to support the costs of tuition-based classroom training. RA is not structured as classroom-based or fee-based training and, therefore, has not had much success getting on the ETPL. The state has decided to rewrite the ETPL procedures to make them friendlier to RA. This is anticipated to take place in 2011.

Despite this, Alaska has served RA participants on a limited scale with ITA funds. Of all the individuals that the state system served in apprenticeship, approximately 21 percent used WIA funds, and approximately 77 percent of these were provided ITA funds.

Alaska has found that ITAs work best for non-union (open shop) “mom and pop” shops that register with RA. ITA funds can be used for related instruction for WIA-eligible participants with a community college or provider already on the ETPL. While participants are in training, they are registered in WIA as training participants. When classes end, the WIA program takes placement credit for the individual, who is already working at that point, and follow-up retention tracking begins.

For non-union programs, WIA funds have been used to pay for online or webinar-based courses. The state prefers not to use correspondence courses because they are self-paced, provide little control over how the student is progressing, and make it difficult to follow up on people doing the work. Online training or webinars require participants to be at a certain place at a designated time and allow for mentoring, etc. Some of the “mom and pops” are not skilled as trainers or mentors, so this allows for an option. Typically, for union (joint) programs benefitting from ITA funds, unions pay the cost of related instruction, and WIA funds are used for supportive services such as tools.

One of the issues Alaska hopes to address in revising the ETPL procedures is funding for interim steps that do not lead to employment and, therefore, do not currently qualify for the ETPL. For example, anyone interested in becoming a commercial bush pilot in Alaska cannot take advantage of WIA funds to get their private pilot license’s instrument rating because that alone does not lead to employment. There are several distinct courses that must be taken. Adjustments need to be made to allow for funding; for example, these courses could be packaged so that they are components of one training course.

Support for Registered Apprenticeship Program Infrastructure

Due to Alaska’s size and issues related to travel and limited staff, the state has developed a model to allow local One-Stop Centers to assist in the process of making application for an apprenticeship sponsor. The state Office of Apprenticeship has only two staff to cover the entire state, which created a problem. To solve it, they trained One-Stop Center staff to prepare the paperwork, do an analysis of the curriculum, and prepare the packet for transmittal to one of the two RA staff for review. Once approved, the state RA staff sign off on the program, and the paperwork is returned to the sponsor in order for the apprenticeship program to begin.

Use of WIA State Reserve and Other Funding Sources

In Alaska, class-size Registered Apprenticeship programs are typically funded through multiple sources. For example, transportation in Alaska is an issue. The unions have sponsored some classes for which they pay the cost of related instruction, while the state picks up the cost for transportation and lodging. Training is in such areas as Commercial Drivers License (CDL) and welding. This is packaged as customized training and funded through State Training and Employment Funds (UI Diversion) with WIA-eligible participants co-enrolled. WIA funds can be used to support eligible participants in customized training; however, typically, few participants are WIA-eligible. In the latest class of 16, there were only three WIA-eligible participants, all who came from remote, rural areas. The participants remain enrolled in training until site placement, at which time WIA takes placement credit. WIA eligibility usually does not last beyond the first year because a participant's earnings become too great to qualify.

Alaska has also used WIA incumbent worker funds to support slots in a non-union Pharmacy Tech apprenticeship with Safeway. Additionally, the state has used other non-WIA funds to support a driver's license training program which is a prerequisite for Registered Apprenticeship participation.

B. South Carolina

Utilization of the ETPL and ITAs

South Carolina's Department of Employment and Workforce acknowledges that funding Registered Apprenticeship through ITAs may not be the best mechanism due to the constraints of the ETPL process and WIA funding. For example, it is difficult to put a small business on the ETPL that does not have a fee-based tuition structure or trainee outcome and retention information. Furthermore, most RA programs are small (five to eight participants) and accept only a few individuals at a time with intervals of four to five years in between. If such a program were to be placed on the ETPL, it would be unavailable for the most part to One-Stop Center clients looking for active opportunities on the ETPL.

Local WIBs within the state have struggled to find the best way to support RA with ITA funding and, for the most part, the local areas have not managed to make it work within WIA's

funding constraints and service priorities. However, because of its strong belief in the viability of the RA training model, South Carolina, with strong support from the Governor and State Chamber of Commerce, utilized state general funds and WIA state set-aside funds to promote apprenticeship, as described below.

Use of WIA State Reserve and Other Funding Sources

In May 2002, the South Carolina Chamber of Commerce issued a white paper entitled, “Apprenticeship: An Important Avenue for Building a Skilled Workforce in South Carolina.” The paper focused on apprenticeship training as an underutilized potential work-based learning opportunity for increasing the skills of the South Carolina workforce. As a result of the white paper, South Carolina formed a Registered Apprenticeship Task Force in 2005, and in 2006, the Task Force advocated for state funding for the South Carolina Technical College System to support RA.

In 2007, \$1 million in recurring funding was allocated to the South Carolina Technical College System for the development of Apprenticeship Carolina. A director and four regional representatives were hired under this initiative to educate and assist South Carolina businesses interested in developing Registered Apprenticeship opportunities.

In conjunction with the South Carolina Technical College System, Apprenticeship Carolina established a tax credit program that promotes RA. Eligible businesses can receive a tax credit of \$1,000 for each registered apprentice they employ for at least seven months during each year of the apprentice’s program. The employer can claim this credit for up to four years. In addition to the tax credit, some of the costs associated with the program, including instruction, training, and wages, may be covered if the apprentices meet WIA eligibility requirements.

In 2007, the South Carolina State WIB further underscored the establishment of RA as a priority by offering \$1 million from state WIA Reserve Funds in competitive grants to support RA. Training had to be for high-wage/high-growth occupations. In 2009, an additional \$500,000 in WIA Reserve Funds was added for competitive grants.

Additionally, in Program Year 2007, in order for local workforce areas to be eligible for WIA incentive money, each local WIB had to develop a plan for Registered Apprenticeship, in

addition to meeting its performance goals. In order to receive incentive money in the following program year, local areas had to demonstrate a 14 percent increase in Registered Apprenticeship programs.

As a result, in Program Year 2007, Apprenticeship Carolina reported a 30 percent increase in RA programs and a 25 percent increase in the number of apprentices. Between June 2007 and August 2011, the number of RA programs grew from 90 to 293, and the number of apprentices grew from 777 to 3,068.

C. Kansas

Utilization of the ETPL and ITAs

The South Central Kansas Workforce Investment Board (also known as the Workforce Alliance) views the ETPL process as an administrative procedure, and certified Registered Apprenticeship programs are not required to be vetted again in order to be placed on the ETPL. RA program sponsors are placed on the ETPL by request. Overview committee approval is automatic, and the RA programs are not required to submit placement information.

WIA ITA funds provide for supportive services, such as books, work clothes, and other items needed by program participants, as long as individuals remain eligible for WIA. These costs must normally be the responsibility of the apprentice and required of everyone to pay. Displacement by federal funds is not allowed. When the state's WIA data system receives wages for the apprentice, placement credit is taken for that individual. This is an automated system that credits the placement when wages are reported by the sponsor. For Program Year 2009, the Workforce Alliance served 29 individuals in Registered Apprenticeship.

To date, the South Central Kansas WIB has not used WIA funds to pay for apprentices' related instruction. However, the Board indicated that nothing would preclude this, provided that the need was identified.

Participants must complete core services at the One-Stop Center, which include activities such as eligibility determination and assessment. Eligibility for WIA typically extends only until after the first few paychecks have been received. Sometimes referrals for eligibility

determination are made by Registered Apprenticeship programs. In other cases, eligible referrals are made to the RA program by the One-Stop based on the identified interest of WIA participants.

Support for Registered Apprenticeship Program Infrastructure

The South Central Kansas WIB functions as both the local Board and the service provider. The One-Stop's business services team works with Registered Apprenticeship sponsors just as it works with any other employer. The state RA staff is located in the same cabinet-level agency as the WIA staff, and the state Registered Apprenticeship Director is supportive of having the state's Regional RA staff housed in the One-Stop Center. The State of Kansas also provides WIA Reserve Funds to support the state RA staff.

The One-Stop Center offers all job seekers a full range of opportunities, including Registered Apprenticeship, which is supported through recruitment and application assistance. The One-Stop keeps information on file about the RA programs, including brochures, applications, and other informational materials. All of the integrated Center staff have been trained by the state apprenticeship staff and can provide a full range of information about the sponsors' programs to individuals coming into the One-Stop.

The One-Stop Center also maintains a list of RA sponsors and the start dates for their next training cycles. If there is a long period of time between the start date of a program and the date the individual makes application, they assist participants with additional services, such as barrier resolution, academic remediation, and stop-gap employment while they are waiting for program acceptance or enrollment.

Use of WIA State Reserve and Other Funding Sources

In South Central Kansas, because unions are struggling in the depressed economy and the community college reduced its support of related instruction for Registered Apprenticeship, the state provided \$50,000 in state WIA Reserve Funds to Registered Apprenticeship this year to offset these costs. As noted above, the state also provides WIA Reserve Funds to support state RA staff.

VI. Measurement and Performance

One of the reasons given by the workforce investment system for not funding Registered Apprenticeship programs is a lack of knowledge regarding how credit for performance can be captured in RA programs' information systems and counted toward WIA performance goals. This section is provided as further guidance to the workforce system on how to track and measure Registered Apprenticeship participants and capitalize on the opportunity to utilize RA strategies to enhance performance under ETA's Adult Common Measures. These measures include entered employment, employment retention, and average earnings data for adults enrolled in workforce programs.

A. Is Registered Apprenticeship Employment or Training?

RA participants are employed by a sponsor while at the same time enrolled in educational classes, referred to as "related instruction." This sometimes causes confusion on the part of the local WIBs regarding how to track participants against the Common Measures. WIA and Wagner-Peyser clients who receive core and intensive services resulting in their entry into a Registered Apprenticeship program become employees of the RA sponsor. These participants can be tracked under the measures related to employment, employment retention, and average earnings. Apprentices who receive WIA services after enrollment in RA are employed and should be treated as incumbent workers. In this case, retention and earnings outcomes should be tracked, but the local WIB cannot take placement credit.

B. Identifying the Point of Exit

For the purposes of tracking and Common Measures, it is important to identify the point of exit for each participant. As noted in TEGL 2-07, WIA and Wagner-Peyser clients associated with Registered Apprenticeship programs should be exited from the system after completion of the WIA/Wagner-Peyser-associated activities. RA participants do not need to be tracked through completion of their RA program unless they are supported by workforce system resources throughout that period. An apprentice who receives workforce system resources in support of specific portions of classroom training should be exited from the workforce program upon completion of the WIA training or services provided, even if he/she continues in the RA program for a longer period of time.

C. Two Basic Scenarios for Capturing Registered Apprenticeship Performance: Adult Common Measures

There are two basic scenarios for capturing RA performance under the Adult Common Measures: participants are either (1) not in a Registered Apprenticeship program and then receive services, or (2) are an apprentice and receive services to further their progress. The following are scenarios for the adult entered employment rate, adult employment retention rate, and adult average earnings.

Adult Entered Employment Rate

This Common Measure includes an adult not employed at the time of participation; a positive outcome occurs if the individual is employed in the first quarter after he/she exits.

1. WIA and Wagner-Peyser participants are not employed and then receive services resulting in their entry into RA—participants are treated as any other participants who were not employed at the time of participation in WIA or Wagner-Peyser.

Example Based on Scenario #1: An individual not employed at the time of participation receives WIA and/or Wagner-Peyser-funded services and subsequently enters a RA program. *When he/she exits* WIA and Wagner-Peyser-funded services, as long as the individual remains in the RA program in the first quarter after exit, *that is considered Employment*. In other words, if the individual exited anytime between April 1, 2011 and June 30, 2011 (i.e., the second calendar quarter), as long as he/she is employed between July and September 2011 (which is the first quarter after exit), that is a *positive outcome for Employment*.

2. Registered apprentices receive WIA and/or Wagner-Peyser services to further support their progress in the RA program—participants were employed at the time of participation in WIA or Wagner-Peyser and are, therefore, considered incumbent workers.

Example Based on Scenario #2: An individual enrolled in a Registered Apprenticeship program begins WIA and/or Wagner-Peyser participation. Because the individual is employed at participation (apprenticeship =

employment), he/she is not included in the Entered Employment Rate. (This individual would be considered an incumbent worker; incumbent workers are not included in the Entered Employment Rate calculations because the measure only includes those individuals *not employed* at the time of participation.)

Adult Employment Retention Rate

This Common Measure includes those adults who were employed in the first quarter after exit (regardless of whether or not they were employed at participation); a positive outcome occurs if the individual is employed in *both* the second and third quarters after exit. Employment does not have to be with the same employer, nor must it be for a specified period of time.

Example Based on Scenario #1: The individual was not employed at the time of participation in WIA and/or Wagner-Peyser and subsequently enrolled in a Registered Apprenticeship program; he/she exited WIA and/or Wagner-Peyser and was employed (as an apprentice) in the first quarter after exit. Because the individual was employed in the first quarter after exit, he/she will be included in this measure. *If the individual is employed in the second and third quarters after exit, that is a positive outcome for Retention.* In other words, if the individual exited anytime between April and June 2011 and was subsequently employed anytime between July and September 2011, he/she will be included in the Retention measure. As long as the individual is employed (e.g., in an apprenticeship) anytime between October and December, 2011 *and* he/she is employed (e.g., in an apprenticeship) anytime between January and March, 2012, that is a *positive outcome for Retention.*

Example Based on Scenario #2: The individual was already enrolled in a Registered Apprenticeship program when he/she began receiving WIA and/or Wagner-Peyser-funded services; he/she exits WIA/Wagner-Peyser services and, although the individual is “employed” in the first quarter after exit, he/she is not included in the Entered Employment measure because he/she was employed at participation. However, because the individual was employed in the first quarter after exit, he/she will be included in the Retention measure. In other words, if this

individual exited anytime between April and June 2011 and was employed anytime between July and September 2011, then the program would be held accountable for retention based on employment anytime during October through December, 2011 *and* January through March, 2012.

Adult Average Earnings

This Common Measure looks at the average gross earnings of all those individuals employed in the first, second, and third quarters after exit. These individuals have their earnings *from the second and third quarters after exit* included in the calculations. Thus, this measure looks at average gross earnings over a six-month period.

Example: As long as the individual is employed in the first, second, and third quarters after exit, he/she is included in the Average Earnings Common Measure. Assume there are five (5) individuals who were employed in the first, second, and third quarters after exit. Combined, they had \$75,000 gross earnings in the second and third quarters after exit. Average earnings are determined as follows: $\$75,000/5$ resulting in average earnings of \$15,000. The average earnings across these particular exiters (those employed in the first, second, and third quarters after exit) is \$15,000.

VII. Recommendations

Efforts to incorporate Registered Apprenticeship throughout the workforce investment system have not yet fully produced the intended results—that the public workforce system sees Registered Apprenticeship as a valued partner and uses it as an integral part of its workforce development strategies. While challenges and barriers to collaboration exist, and while RA is not a mandated WIA partner, progress has been made. As discussed earlier in this paper, several states and local areas have found creative ways to work within the existing system to support RA as an important talent development strategy. The following are recommendations for replicating and expanding these models to encourage greater collaboration and alignment:

1. The Secretary of Labor and the Assistant Secretary of the Employment and Training Administration should use their positions to communicate the value of Registered

Apprenticeship and the importance of collaboration to the workforce system. In this era of funding cuts to workforce programs and career education, it is important that systems partner and leverage all possible workforce resources and strategies, including Registered Apprenticeship.

2. When WIA is reauthorized, Registered Apprenticeship should be given special status in regards to the Eligible Training Provider List process so that sponsors—who are already vetted through the Federal Office of Apprenticeship or the State Apprenticeship Agency—do not have to go through multiple evaluations by local WIBs.
3. There should be better alignment of performance measures for Registered Apprenticeship and the workforce system to encourage the workforce system to utilize and promote the Registered Apprenticeship model. The workforce system would be able to capitalize on the Registered Apprenticeship strategy and enhance their performance outcomes.
4. Additional guidance to the workforce system on how it can effectively partner with Registered Apprenticeship is needed. This is needed on the policy and implementation levels. Reinforcement must continue to show and support specific examples of how RA and WIA/Wagner-Peyser programs can work together to better serve job seekers and employers. Models should be provided to show how collaborative efforts can be funded and performance credited under the Common Measures. On the policy level, this could take the form of a new TEGGL that builds on TEGGL No. 2-07 and provides incentives to state and local WIBs and One-Stop Centers to develop the partnership. It could also take the form of concise, easy-to-read briefs or videos that focus on singular topics and provide step-by-step guidance on replication. On the implementation level, the current “Collaborate for Success: Partnering with Registered Apprenticeship” effort needs to continue for a stronger mutual education between Registered Apprenticeship and the workforce system. A special focus should be at the local WIB and One-Stop Career Center levels, which seem to be the most problematic.
5. Include Registered Apprenticeship in all ETA grant activities. Grant funds should also be made available to promote the goal of better collaboration between Registered Apprenticeship and the workforce system.

Attachment B

Quick Reference Guide

Registered Apprenticeship Performance and Measurement

One of the reasons often given by the workforce investment system for not referring or supporting Registered Apprenticeship programs is a lack of knowledge regarding how credit for performance captured in Registered Apprenticeship programs can be counted towards the Workforce Investment Act (WIA) and Employment Services (ES) performance goals. This attachment provides a quick reference guide on how to track and measure Registered Apprenticeship participants and capitalize on the opportunity to utilize apprenticeship strategies to augment performance under Common Measures.

(1) Referral of WIA and ES Participants to Registered Apprenticeship Programs

WIA and ES participants that are not employed at the time of participation and then receive a referral resulting in their entry into a Registered Apprenticeship program are to be counted in the Common Measures. Registered Apprenticeships are an “earn as you learn” on-the-job training approach, resulting in these participants to be counted as employed for the purpose of the purpose of the Entered Employment Rate. Enrollment in an apprenticeship results in a positive employment outcome at the time of exit.

Because most apprenticeships average four years in length, there is a positive impact on the Employment Retention Rate, which is normally calculated within 18 months of exit. Although apprentices earn more upon completion, the progressive wage schedule does have a positive impact on Average Earning calculations because apprenticeships tend to be in higher earning skilled occupations.

Since all Registered Apprenticeship participants are employed, wage records can be used to calculate their Common Measure results. There is no need for any additional or cumbersome data tracking.

Example

An adult participant that is not employed at the time of participation and receives WIA funded services and is subsequently referred to and participates in a registered apprenticeship program. When this participant exits WIA funded services, he/she is to be counted as employed in the Entered Employment Rate as long as this participant remains an apprentice (i.e., employed).

(2) Registered Apprenticeship Participants that Receive WIA Funded Support Services

Apprentices that receive WIA funded services that support their participation in their Registered Apprenticeship program are to be considered employed at the time of participation. These participants are considered incumbent workers for the purpose of Common Measure calculations are excluded from the Entered Employment Rate, but are included in the Employment Retention

and Average Earnings calculations. As stated above, Registered Apprenticeship participants have positive impacts on these calculations.

Incumbent worker intensive and training services are authorized statewide activities under WIA §134(a)(3)(A)(iv)(I) utilizing funds drawn from the state's reserve of adult, youth, and dislocated worker funds. With regard to eligibility for incumbent worker projects funded as statewide activities, ETA has previously stated that "these individuals do not necessarily have to meet the eligibility criteria for dislocated workers contained at §101(9) of the Act nor do they have to meet the criteria for employed adults and dislocated workers under §134(d)(4)(A)." WIA provides that statewide reserve dollars may be used for "implementation of innovative incumbent worker training programs." The Workforce Investment Board is empowered to define the term "incumbent worker" for these projects. The definition of incumbent worker may include any employed worker, including newly hired apprentices.

Example

An individual that is enrolled in a Registered Apprenticeship program and subsequently receives WIA funded support services is considered employed at the time of participation is excluded from the Entered Employment Rate calculation. However, this individual is to be included in the Employment Retention Rate and Average Earnings calculations.