



Secretary's Advisory Committee on Apprenticeship (ACA)

ADVISORY COMMITTEE ON APPRENTICESHIP (ACA)

Meeting Minutes

Location: Emeryville, California ([Webex Recording](#))

Date: March 30, 2023

Time: 9:00 a.m. – 5:00 p.m. PDT

9:00 a.m. – 9:45 a.m.

CALL TO ORDER

Dr. Pam Eddinger, ACA Chairperson, opened with a call to order and thanked the YMCA for hosting the meeting. She then acknowledged Noel Ginsburg and Bernadette Oliveira-Rivera for their fabulous work. She then conducted the roll call.

MEMBER ROLL CALL

Employer Representatives:

- Noel Ginsburg, Employer Co-Chair, CareerWise Colorado (present)
- Amy Kardel, Senior Vice President, Strategic Workforce Relationships, The Computing Technology Industry Association (CompTIA) (present)
 - Delegate: Rich Braden (present)
- Carolyn Holmes Lee, Executive Director, The Manufacturing Institute (absent)
 - Delegate: Pooja Tripathi (virtual)
- T. David Long, CEO, National Electrical Contractors Association (absent)
 - Delegate: Jared Karbowsky (virtual)
- Obed D. Louissaint, Senior Vice President and Chief People Officer, Aptiv (virtual)
- Karmela Malone, Senior Vice President of Claims, The Hartford (absent)
 - Delegate: Mark Wagner (present)
- Timothy Oberg, Assistant Director, Independent Electrical Contractors (present)
- Valerie S. Richardson, Director, Talent & Workforce Development, Prisma Health (present)

Labor Representatives:

- Raymond W. Boyd, Assistant Director of Education and Training, United Association of Journeymen and Apprentices of the Plumbing and Pipe Fitting Industry of the United States and Canada (virtual)



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- Daniel Bustillo, Deputy Executive Director, 1199SEIU Training and Employment Funds, Service Employees International Union (present)
- John A. Costa, International President, Amalgamated Transit Union AFL-CIO/CLC (absent)
 - Delegate: Jamaine Gibson (present)
- Stephanie Harris-Kuiper, Executive Director, Training & Development Fund District 1199J, American Federation of State, County & Municipal Employees (present)
- William K. Irwin Jr., Retired Executive Director, Carpenters International Training Fund (present)
- Michael C. Oathout, Director of Safety & Health, Apprenticeships and Scholarships, International Association of Machinists & Aerospace Workers (virtual)
- Vicki L. O'Leary, General Organizer and Director of Diversity, Ironworkers International (virtual)
- Bernadette Oliveira-Rivera, Labor Co-Chair, Laborers' International Union of North America (present)
- Anton P. Ruesing, Executive Director, International Finishing Trades Institute, International Union of Painters and Allied Trades (present)
- Todd W. Stafford, Executive Director, Electrical Training ALLIANCE (absent)
 - Delegate: Marty Riesberg (virtual)

Public Representatives:

- Todd Berch, President, National Association of State and Territorial Apprenticeship Directors (NASTAD) (absent)
 - Delegate: Josh Laney (present)
- Walter Bumphus, PhD, President and CEO, American Association of Community Colleges (absent)
 - Delegate: Jen Worth (present)
- Erin E. Johansson, Research Director, Jobs with Justice (present)
- Donna Lenhoff, Principal, Donna Lenhoff Associates representing Chicago Women in Trades (present)
- Robbie Melton, PhD, Associate Vice President, Tennessee State University, Smart Global Technology Innovation Center (virtual)
- Traci R. Scott, Vice President of Workforce Development, National Urban League (present)
- Orrian Willis, Senior Workforce Development Specialist, San Francisco Office of Economic & Workforce Development (present)
- Randi Wolfe, PhD, Executive Director, Early Care & Education Pathways to Success (present)



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Ex Officio Representatives:

- Kevin Gallagher, Senior Advisor, Upskilling and Broadband, U.S. Department of Commerce (present)
- Amy Loyd, Assistant Secretary, Office of Career, Technical, and Adult Education (OCTAE), U.S. Department of Education (present)
- Amy Peterson, Senior Advisor, Industry Relations, U.S. Department of Energy (virtual)
- Johnathan J. Gardener, Director, Human Capital Programs, and Chief Learning Officer, Department of Health and Human Services (present)
- Diane Shelley, Regional Administrator, U.S. Department of Housing and Urban Development (HUD) (present)
 - Delegate: Lacia Sommars (virtual)
- Paige Shevlin, Strategic Advisor, U.S. Department of Transportation (present)

AGENDA OVERVIEW

Eddinger: John, do you want to do an agenda review?

John Ladd (Administrator, Office of Apprenticeship, U.S. Department of Labor): Sure, that would be great. Good morning, everybody, welcome. It is so exciting to have you all here in California. A wonderful series of visits yesterday that sets the context for what we will discuss later today. Appreciate everyone being here today and looking forward to the discussion. You should have a packet with the agenda in front of you. I'll highlight a few things and walk you through the flow of the day.

The first morning session we're going to hear from our host, going to hear from our great state partners on apprenticeship in California. We're going to hear from our Acting Assistant Secretary, Brent Parton, and that will really kind of set important messages and themes for the day. We're then going to take a quick break. We want to get a picture of everybody together. We're going to try to get all of our committee and our wonderful speakers this morning together for a picture, and then we'll also take a picture with just the ACA and the delegates. So, we'll have a little bit of a break, we're going to go outside, is that right? Kenya will take a picture outside on the steps given that we're a big group. If we can do this as quickly as possible, so we can get back in here and then continue the discussion. Really building off of yesterday's site visits, we are going to have an in-depth conversation around one particular emerging industry in apprenticeship, namely the early childhood education sector; so that's an important discussion we want to have this morning but we'll have other industries represented as well as part of that discussion, so that's where we really want to get your feedback and get your reflection on what you've heard and seen for the past day and a half. We'll then take a break, come back, and we'll



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do as we've been accustomed to do in these meetings, hear from the apprentices, hear their experiences, and those have been really powerful testimonies that we've heard directly from those apprentices.

After that we really start to get into the business of today's meeting; we'll start with subcommittee report outs, and we really have two important objectives in those report outs. Today we are looking to finalize and get approval for your strategic framework statements that will be part of the final report that's submitted. The second part of the business is to introduce your issue papers. The drafts are in the folder you all have in front of you. This is the moment to get broader feedback from the full committee on those issue briefs and then use that feedback to ultimately finalize those issue papers in our upcoming May meeting. So, we'll split up and do two of those report outs before lunch and then two after lunch. You'll see the lunch options and Venmo information for Randi. Then we're going to do two other pieces of business after the report outs. We know there's been a lot of conversation around the issue of living wages and how that plays out in the context of apprenticeship, so we're going to have an hour-long discussion on that topic. We really want to hear from you all, what are the range of views, what are the various opinions on this, but also get your input and thoughts on who else you want to hear from on this issue. If we want to set up some additional conversation in our third meeting, are there subject-matter experts that you think would be helpful to bring in for a discussion? Then last, but not least, our senior policy advisor at ETA, Manny Lamarre, is going to lead a discussion, a listening session. As everyone knows the department has announced its intent to revise our core regulation, 29 CFR part 29, standards of apprenticeship. You all have given us such rich information and feedback already into that process, but we thought it was important to have one additional conversation with you to raise up any other things that we should be thinking about as we move down that process. Then we'll wrap up and set the stage for our meeting. Any questions about today? All right, I'll turn it back to you, Pam.

9:45 am - 10:30 am

WELCOME FROM THE CALIFORNIA HOSTS

Eddinger: We're going to eat here for lunch, folks. Turning the meeting over to Orrian and to Randi, so you'll have the next chunk of time.

Willis: Thank you, John, Brent, chair Eddinger, co-chairs Oliveira-Rivera and Ginsburg, and the rest of the ACA for joining us today. Randi volunteered us to host a few months ago and I was extremely nervous because Noel and Brian and the Denver team set the bar really high. You know, I did kind of humble myself and suck it up, but you know we're really proud of all the



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apprenticeship programs that we've started to build to scale here in the Bay Area. Proud of what we showed you yesterday and proud of what we will show you today. California has a lot of new and emerging apprenticeship programs that Adele is going to kind of show you a glimpse of some of that data in a few moments here. This trip's about new and emerging apprenticeships, and while registered apprenticeships have played a critical role in building our country, a country of infrastructure and middle class, we know that by continuing its legacy in new and emerging apprenticeships, we will continue to grow our middle class and our country's infrastructure in the future. So, we understand our assignment, and part of the assignment is to create options for our current and future workers where they can gain access to RAPs that move them into dignified professions all across our economy. I want to thank Jim and Cierra and Harrison for keeping us on the rails for the past 18 months. I want to thank the rest of the Industry Engagement in New and Emerging Sectors Subcommittee, and I want to thank Kenya for doing more coordinating than I would think is humanly possible. Lastly, I would like to thank Randi for being brave for inviting everyone here, for being my friend and partner in advancing apprenticeships.

Wolfe: Welcome, everybody. For those of you who haven't figured it out, this was an elementary school and then they closed it, I don't know the history of that part. Then for a while they loaned it to the Head Start program at a dollar a year. Now the rent is \$50,000, so much for the partnership. Anyhow, that's where you are, this is a Head Start program, a large Head Start program, and you'll hear more about that in a minute. So, Orrian made the official welcome, and he knows how to do that. I'm not really good at that kind of thing you should notice, but I want to say my introductory remarks as a representative of Early Care & Education Pathways to Success; because I sit on this committee as a representative of the early care and education industry, and to my knowledge, that's a first. That speaks to the commitment of the Department of Labor and ETA and the Office of Apprenticeship to this notion of expanding into new and emerging sectors. So, what I want to make sure folks understand who are in the workforce world, but not in the world of education or early care, is that at the highest levels of the national level, everyone is paying attention to the fact that this apprenticeship thing is happening. The National Head Start Office is very committed. They have a whole paper that they published last summer on workforce development and the solutions to the childcare workforce crisis in this country, and apprenticeship was a big piece of that paper. The Administration for Children and Families just announced in February, the first ever national early care in education workforce center, and the issue of wages and workforce development is part of that. The Department of Education is sort of waking up to this, a little late to the game, but they're like why wait at the notion of where this could fit in to the bigger picture of workforce development. Everybody is watching this with great enthusiasm because of the history of apprenticeship. It is such an accepted, well-established approach to professional development that everyone wants in on it. They underestimate the effort that's involved, but that's okay. That's alright. I wanted you to understand that this isn't just me,



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and it's not just Sam, and it's not just Head Start, it's everybody. What I want you to also understand though is that we know, everybody in this field knows, that there is serious work to be done to address fair pay as sustainable funding from early childhood education and everything that's within that. I wanted to assure you those battles are being fought. There are enormous efforts and some successes. You know, the Biden administration has demonstrated over and over again their commitment and the battles that are in the way. The state legislatures, New Mexico, it's now in their constitution. It's something like it's in their constitution that early childhood or childcare is in their constitution. Washington, D.C. gave every early childhood worker a \$15,000 bonus. So, these efforts are going on all around the country and my hope is there is going to come a tipping point where there's enough work that's going on at the state level, the local level, and the county level that we go, okay, this has to go national. My point is to say that nobody in this field is saying we like it the way it is. I wonder what it was like when people fought the public schools to be publicly funded, because that's kind of where we are. So, the last thing I want to say is to be part of this entity and to be recognized by the Department of Labor and ETA is a huge step forward, because it breaks the isolation that has kept us from being part of the economic and workforce conversations and sort of only talking about what's good for the children. It is good for the children, but it's also good for the workers. It needs to be good for the workers. So, it's with that and that spirit and I want to sincerely thank and appreciate your being here and this opportunity to share with you who we are and what we do. Thank you.

REFLECTIONS: LOCAL APPRENTICESHIP STAKEHOLDERS

Eddinger: I think, John, if I'm reading my agenda correctly that we're going to move on to reflections from our local partnership stakeholders.

Ladd: Yeah.

Eddinger: And that would be Adele Burnes and Tim Rainey and John Courtney. Adele Burnes is the Deputy Chief of the California Division of Apprenticeship Standards. Tim Rainey is the Executive Director of the California Workforce Development Board. John Courtney is the President and Business Agent for the Amalgamated Transit Union, Local 265. So, I would ask you to begin.

Burnes: Honor to be here and representing the California Division of Apprenticeship Standards. My goal at the California Division of Apprenticeship Standards is really to be focused on the policy and strategy around how we expand apprenticeship into all sectors of our economy. Appreciate Orrian and Randi as amazing partners and learned a lot from them. Thrilled they're our California representatives. High-quality equitable apprenticeships are a big goal for



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California. In 2019, the Governor put forth a pretty big goal to serve 500,000 apprentices by 2029. In this most recent budget cycle, we have seen some pretty big investments into that goal, that I'm excited to tell you about today. One is the Interagency Advisory Committee on Apprenticeships developed by the California government. Shorthand for that is IACA. Overall, about 90,000 apprentices in California, 80% are building trade apprentices, 20% are in other fields. At the end of 2022, IACA had new registrations go down by about 8% but the number of active apprentices went down by about 4%. That was because of a bunch of graduations. What we see is that it is a relatively steady system, which you would expect from a mature industry. On the IACA side, 36% growth in new registrations from 2021 to 2022. That's about 8,000 new apprentices we've registered here in California just last year, which means 26% of new apprentices in California are on the IACA side. We expect to see that trend really accelerating, and when looking at apprenticeship expansion we're looking at how we flip that 80/20. By the time we get to the 500,000 goal, we expect IACA apprenticeships to be representing the lion's share. That's a focus area for how we're expanding apprenticeships. Early care and education, transportation, and public sector apprenticeships are the largest areas of growth for apprenticeships in California. I echo Randi's sentiment about how important early childcare and education is. Formula funding can affect regional and sectoral apprenticeships. Helping entities create sustainable scalable models – hopeful our investment will make progress in this. On the road to 500,000 apprentices, we are about 127,000 participants into that journey, and we have a strategic plan to keep going in that direction. Excited to be here today and hear from all of you and learn from all of you. Thank you.

Rainey: Adele is amazing. Ms. Burnes has helped a lot with the goal of coming closer to 500,000 apprentices in California. Hard to lead with apprenticeship because it's a tool that's a workforce intervention that structures pathways into good jobs. It's really effective if you come in with an apprenticeship when you build a coalition that's sector based. A lot of apprenticeships where we see growth are situated in those hybrid training partnerships. Janitorial services, early care education, public sector work, public transit, wastewater, and others are examples of hybrid training that have been growth areas for apprenticeship in California. Six years ago, we had eight projects that the state was supporting, in eight different industry sectors. We're now at 70 partnerships in almost all of the critical sectors in California, and we're going to expand it to probably over 150. We've been fortunate that California has had a budget surplus that the governor has invested into a California for all, which means a big part of that is pathways into good jobs for people who have been historically locked out of good quality jobs. I'll stop there.

Courtney: Appreciate all of the work you've done, Tim, and appreciate the opportunity to be here in front of everyone and speak in front of this group. Want to thank my International President, John Costa, and his big picture vision of apprenticeships. This is my 29th year in



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public transit, I spent 18 years in Philadelphia. Most of the work in the future will need to have a buy-in and trust from employers and agencies to grow apprenticeship. Challenges are immense for next generation coming up. Unions see value in apprenticeship. Management and upper-level folks need to understand we're not trying to do one over you, we're just trying to improve our jobs and industries and exist. Real value in taking apprenticeships off the table when it comes to bargaining. I'm really encouraged being in this room today. Thank you all.

DEPARTMENTAL REMARKS AND UPDATES

Eddinger: Thank you for your leadership in leading the rest of the country in your direction. I'm going to turn the microphone over to Brent Parton, the Acting Assistant Secretary for ETA. He has been a wonderful source of support for us. He has been at every meeting and every meeting in between. Thank you for your support.

Parton: Thank you all and thank you, chair Eddinger, for your leadership on this. I'm going to try to keep this short because I know, and Kenya knows, we need to take photos. Thank you to all the ACA members for traveling in person for the meeting. It completely changes the way we engage together as a subcommittee. We can have a little bit of fun seeing things, but at the same time, it really grounds our conversations in a shared set of experiences. I always want to start off by thanking the team of the Office of Apprenticeship, and Kenya in particular. I want to thank you all as you're incredibly busy people. I'm on the teams for the subcommittee meetings, you might not know that. The amount of depth of conversation, the frequency of conversation in these subcommittees is, for lack of a better word, heroic and puts us in a very strong place. Thanks to our hosts as well, Orrian Willis, Randi Wolfe, and the City of San Francisco. Pamm, thank you for hosting us here. This is the Secretary's Advisory Committee on Apprenticeship. Secretary Walsh put this together to get this committee back up and running after being dormant for almost half a decade. To charge it to do important work is critical. The current Acting Secretary and nominee Julie Su is just as committed and passionate about this work and about the work you are doing every day in the committee. When Julie Su is passionate about something, it's getting results and getting it done. She would be here if she could. I promise when the time is right, I'm hoping it's sooner rather than later, you'll have the opportunity to hear from confirmed Secretary Julie Su on this front. My earliest conversations have been about what's the policy, what's the investment, and what's the strategy that's going to make it real. That's her orientation and that's the orientation of this committee. I know there's hard issues we're going to continue to talk about, I've been very in the loop on that, around things like wages, around how we want to engage with potential regs, which is what this is all about, making this real. Apprenticeship is at the top of the list for the administration and White House.



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The president mentioned in the State of the Union that it matters. You'll see more and more about apprenticeship being positioned as a mainstream path to middle-class jobs. Hope apprenticeship can bring a coalition of partners together that can really do it and do it right.

Today we're talking about these new emerging industries and what it means to build a registered apprenticeship system that is much more expanded but is also delivering guarantees of what registered apprenticeship is. I could not be more excited about the conversation today. This is our sixth meeting, there will be another one in May in Chicago. There is incredibly innovative, bold work happening in the building in skill trades around how we develop pathways, how we expand access to those opportunities, and more importantly how we kind of use them to build the next generation of skilled trades workers in the United States. So, Chicago will have a strong focus on that and on that ecosystem. People are coming to this meeting taking that hat off, coming to this as people, you are on the ACA as people, and I could not be more thankful for that.

Recommendations for the ACA are not for nothing, we're going to make use of the recommendations. The regs is a big part of it, but we've seen bipartisan support for registered apprenticeship and it is getting funding. Money and policy are explanations, but they're not excuses for inaction, and there's a lot we can do with what we already have on the books in terms of really kind of building the apprenticeship system we want and really delivering work on what the country needs. With that, thank you all so much. I'm looking forward to another exciting day, it's apprenticeship day again, I'm excited to be here.

Eddinger: Well, it's not for nothing. Thank you so much. Great, on that note, we will orderly file out of this room to get a photograph taken in like 3 minutes.

GROUP PHOTO

10:30 am – 11:15 am

30-MINUTE MODERATED DISCUSSION AND DIALOGUE: SYSTEMIC CHALLENGES TO SUCCESS IN NEW AND EMERGING INDUSTRIES

Eddinger: Grab your seat, we're going to get started again. Before we get started, I want to be able to do an adjustment to our agenda. The next item was supposed to start at 9:45 originally, but we lost about 20 minutes. As you can see, we're supposed to go on break at 10:30 to 10:45. I'm going to make an executive decision here and eliminate the break. If you need to get up, grab a bite, grab some water, feel free, but we're going to go ahead and proceed because we do have a really packed agenda. So, my apologies. I am going to welcome now the moderator for the next part of our agenda; Dr. Wolfe is going to moderate our next part. We have presenters who are



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ready. We have Pamm Shaw, the Director of Strategic Funding and Partnerships for the YMCA of the East Bay. We have an intermediary representative, Corrine Eldridge, from the Center for Caregiver Advancement. From the labor union, John Courtney, who had been with us before; he is the President and Business Agent of the Amalgamated Transit Union Local 265.

Wolfe: Also Dr. Seher Awan, who is the President of Mission College.

Eddinger: President of Mission College, my colleague president in the community college realm. Welcome and thank you for being here. I think that is everyone?

Wolfe: Yes.

Eddinger: Okay, Randi it is your show.

Wolfe: Yes. So out of knowing the time crunch, the executives know exactly how many minutes or how many seconds they have to present. So, we will hopefully stay on track. The name of this panel is Systemic Challenges to Success in New and Emerging Industries. The appropriateness of this panel has only gotten better as it's been formulated. So now, what you're going to be able to hear is an employer in ECE, an intermediary in sort of other aspects of the care economy, particularly the CNA to LPN to RN apprenticeship that she operates. Then labor, from John, and then higher ed, specifically the community college system. As luck would have it, Seher not only represents community colleges, she's a community college president, but her college has both a transit apprenticeship and an ECE apprenticeship. This is exactly who we needed to be able to tackle this question of systemic challenges to success in new and emerging industries. Seher will graciously adapt the questions to her perspective, she has a different perspective, but the questions are still relevant. Panelists introduce yourself with part 1, your name, title, and organization, and part 2, an overview of the industry or let's say perspective that you represent in terms of the demographics of the apprentices that you work with, the funding system or systems that you tap into, the industry credentials that your folks earn, and how you approach wages and wage increases within the framework of who you work with. Then somehow within there, 15 seconds on what led you to get involved in the registered apprenticeship system and why is registered apprenticeship particularly well suited as a workforce development strategy for the industry that you work with. With that, let me ask Pamm to start.

Shaw: I speak quickly so this shouldn't be a problem. I'm Pamm Shaw, the Director of Strategic Funding and Partnerships for the YMCA of the East Bay. This is an early care and education apprenticeship. We started this apprenticeship 8 years ago because we desperately needed teachers. It kept on getting harder and harder to find qualified staff as we were competing against everyone. We also have a captive audience of parents that come to our program every day that want to find jobs, we thought what a perfect match, let's match parents who want to work with



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kids with jobs and give them opportunities. You'll hear from some of them today. We are 99% women and 100% women of color and/or immigrants. So, if you check the white box, probably English is not your first language. In terms of children that we're serving, we're about 40% African American, 40% Latinx, and 20% Asian and multiple races. We want teachers to look like our kids and speak the same languages as well. We have about 140 people that take classes at local community colleges every semester. We served over 500 apprentices working on entry level, which is an additional 12 units in the community college from an AA degree to a BA degree in early childhood. We follow the highest of the regulations in which we're funded to serve kids and families. About 70% of our apprentices who come in entry level continue towards their AA degrees, and of those we've had 31 people finish BAs in the last few years. We're going to do a new BA cohort starting in the fall, with a new college that's opened specifically for early childhood. The BA degree is the carrot that drives this, people don't come in just wanting to get the entry level in units. We start at \$18.12 an hour, which is above minimum wage, but California minimum wage is kind of a joke, and if you live in the Bay Area, you see how much things cost here. The \$18.12 an hour is better than nothing but it's hard, you can't live on that and pay benefits and pay for anything else you may need to pay for. Once somebody finishes their first 12 units, they go up to \$21 an hour. Once they finish their next 12 units, they'll go up another level once they get a teacher permit. Every point in time where they get a permit, or a credential, or a degree, they're going to receive a salary increase as long as they're eligible and qualified for the positions. A starting teacher with a BA degree is around \$29 or \$30 an hour. That will be going up at least 5% starting July 1st. Our staff are represented by SEIU. All money is grant driven. It's not me who can get up and talk to a group that gives the money, it's our apprentices who we parade out and they tell their life stories, and they tell the difference that this program has made in their lives. A lot of our apprentices are those that didn't traditionally do well in school. Success coordinators make sure that apprentices pass their classes, that tuition is paid, fees are paid, that they get transportation that they need, that they get mental health consultation that they need, that they have food on the table, that they have places to study, that they have internet connection, and they know how to access the internet to get those classes online. Our program continued through COVID, which was a miracle. Apprentices kept going through COVID and they succeeded and are passing their classes. So, I think I've covered everything that you said we should cover.

Wolfe: Whatever you didn't we'll get to next time. I'm going to go next to Corinne. Corinne, if you could explain better than I did, who you are and what you do, and then jump into the question.

Eldridge: Good morning, everybody, it's a pleasure to be with you all here today. My name is Corinne Eldridge, and I am the President and CEO of the Center for Caregiver Advancement.



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We are a non-profit as well as a labor management training partnership with SEIU Local 2015 and we're the largest provider of free quality training for unionized homecare and nursing home workers in California. We have trained 20,000 workers. When we think about the industry, the skilled nursing workforce is 81% female, and 83% black, Hispanic, Latina, or from the Asian population. The median earnings in 2019 were around \$23,000. That's really a dramatic underpayment for full-time work. For CNAs, over 53% are people of color, with one third of those identifying as black, whereas 75% of LDNs and RNs are white. The skilled nursing facility workers who've been through or are current apprentices are predominantly women of color and immigrants. Our apprenticeship program is funded by a \$14 million grant from the California Workforce Development Board High Road Training Partnership Resilient Workforce Fund. CNA apprentices are paid \$18 an hour upon hire. Upon receiving a CNA license, the hourly wage rate increases. There is clear occupational segregation in the nursing workforce. Access to funding is key; through our CNA apprenticeship program, we have been able to remove some of the barriers that underserved and under-resourced communities face. We also do mentorship, which is really key, and those mentors are experienced CNAs who can support the apprentices on their journey as a trusted resource.

Wolfe: In the next round, I'm going to make people be more specific about systemic barriers, but not right now.

Courtney: My name is John Courtney, President and Business Agent of the Amalgamated Transit Union Local 265. As far as our demographics of apprenticeships, it is very diverse but not diverse enough in terms of having enough females in the industry. People of color are coming up through and working in the industry, but there's opportunity for us to open it up and expand to women and people of color. Staying healthy for apprentices is a big challenge. We've incorporated health and wellness into our apprenticeship program. The retention rate at the agency has skyrocketed. We make a decent rate as operators in transportation but still never enough. We were able to take our apprenticeship program and I was able to negotiate with the company to make a reduction in the amount of time it takes an apprenticeship or a worker to get the top wages because it was 4 years and a couple of months, and nobody wanted to come through the door; we were able to reduce it by a whole year. We also took a year of that and made it part of a merit program, where if you showed up on time and you showed a desire to be here, you could knock a year out and get the top rate a year ahead of your partners who started at the same time. We had a tragedy where we lost folks that were an important part of the infrastructure for the overhead linemen substation folks. Because of the apprenticeship program we already had, we were able to fill some of those spots respectfully and bring our rail back online. Utilizing resources we have is where our apprenticeship program shined. Wide range of



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demographics in regard to people making career changes and coming into our industry, which is very encouraging. Thank you.

Wolfe: Seher.

Awan: I am Dr. Seher Awan, President of Mission College. I've been in higher ed for 17 years. We do currently have an ECE and BTA apprenticeship program. We're located in Santa Clara County and support Santa Clara, San Jose, Sunnyvale, and the surrounding areas. We're serving about 12,000 students per year. We're increasing in enrollment, we're up 11% this spring from last year. We serve 55% females and 75% students of color. We are an American Asian, Native American, and Pacific Islander designated college as well as a Hispanic-serving institution and our black and African American population is also growing significantly every year. Fifty percent of our students are considered low income and receiving financial aid. We work with our partners to develop the curriculum and make sure that they're receiving college credit as they come to us and they complete their apprenticeship programs, and that they're also gaining college credit. This can also lead to stackable certificates and then degrees. Again, they may come in as entry level, and then move up to get their master's and their doctorate, and that starts with helping them get prepared in the transfer. The individuals who go through these programs are able to receive our benefits as a college, so that's food and housing support, transportation support, and childcare support. We use our partners as subject-matter experts that often hire their employees as our faculty, so again there's that shared responsibility. We do look for apprenticeship funds, we also have WIOA dollars, workforce development dollars, strong workforce dollars, and we're able to try to expand and be creative and innovative with our sources of funding. The value of bringing union jobs to those individuals who don't necessarily know that that's an option for them is incredibly important. Again, the power of working with community colleges. I'm hoping to expand those opportunities, and definitely be a player at the table to meet these really ambitious goals, but we're excited to be a part of that work.

Wolfe: In the interest of time, and because I know we want to have some time for interaction with the committee, you're going to have one more turn. It's going to be an either/or for question three or four and I'm only going to give you 2 minutes apiece. So, I'm going to put a timer on. So here are the questions: What systemic challenges have you encountered in the registered apprenticeship system that pose challenges to the success of your apprenticeship and/or your apprentices? What would you like ETA to understand about the opportunities that are being created because of expanding registered apprenticeship to include more new and emerging "non-traditional" sectors? You can answer both or you can answer one or the other, but you've got 2 minutes. We'll go in the same order.



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Shaw: I'm going to merge the two questions, because they're kind of the same for us if you look at what our systemic challenges are which I need your help in. Unless we get your help, hand-in-hand support from the Department of Labor, acknowledging that women's work is everybody's work and that you would say, you know, you raise the whole family when you support women, and in a program that's 99% women driven, women of color, women who are immigrants, women who do not have traditional educational opportunities and were getting these opportunities now, we need your help in supporting that. When you call it stackable credentials or stops along the way, the ultimate goal is to get people as educated as they want to be to do the work that they want to do, and that it's okay for women to work with children, they don't have to drive buses even though I know you'd like more women in the field, but not everybody wants to drive a bus, not everybody's comfortable driving a bus. The reality is this is a critical issue for us. Childcare was raised during the pandemic because all of a sudden you didn't have it, but it's adversely impacted women more than men, and I won't put anybody on the spot here, but if you have kids of your own, I'd venture to guess it's not an equal partnership in terms of who does the child bearing and the child caring and the child raising. The other thing about early childhood is that it's a career pathway. We want people to come in and they look to themselves as being teachers, as being professionals. Good childcare can make a difference in people's lives that is immeasurable. Thank you.

Eldridge: I'm going to merge mine too and there's a lot of echoing in terms of what Pamm said. As I mentioned earlier, occupational segregation is real. The reality is that female-dominated occupations earn considerably less than male-dominated occupations. There is a need for well-trained workers who make up critical parts of the workforce such as caring for elders. By investing in this workforce, we can help shift the narrative on the value that a well-trained CNA brings to our broader healthcare system as well as open up opportunity for advancement from a very diverse workforce. There's a nationwide shortage of CNAs. Apprenticeship can help solve that problem by making an impact on an industry that takes care of vulnerable populations. Skilled nursing facilities will be in a highly trained, highly skilled workforce. Turnover costs will be reduced. There'll be increased employee retention. The quality of care will improve. There's currently around 1,100 skilled nursing facilities in California employing around 58,000 CNAs. The need for CNAs is only going to increase in the coming years where California is expected to see a 40% increase in the senior demand for nursing home care compared to 10 years ago in 2014. So, while our existing funding will bring in 500 CNA apprentices over the next 3 years, that's nowhere near enough to support what is required across the industry. So, maintaining access to funding and expanding that really is important. Thank you.

Courtney: I wanted to talk about some of the accomplishments and what our apprenticeship program has been able to do. When I talk about retention, I know that there's some nonunion



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managers in here. I've definitely left my hat at the door, but there isn't a huge difference between union labor and nonunion labor, and I will point out a couple specifics. Our operators, the agency realized how much money they were wasting and constantly having a training effort that went into training people and paying money for people who would not stay. What's the point of that? That's money you're throwing out the window and it happens all the time in our industry. In both of our programs, our retention rate went up, and a lot of times these agencies use that opportunity as an on-the-job training kind of learn-as-you-earn kind of deal. At the end of the day, you don't get a good product, you get a product, and I'm talking about an individual here, but a product that doesn't have any interest because the company really had no interest in them. So, you have very little buy-in from the employees and I think that's critical. When we're at top wages, we're almost at \$42 an hour right now for bus operators. We're at \$52 an hour for our mechanics. Our overhead linemen, a very specialized profession, make almost \$62 an hour. To cap it off, we don't pay anything for our healthcare.

Wolfe: Thank you, John.

Awan: From an education perspective I think there are three things. The first is, because this is a federal sort of platform, the politicization of education as a whole and the perception that education is no longer valuable. So that has impacted enrollment, that has impacted the individuals who can change their lives through education, especially those again who were mostly ignored and underrepresented. That's also impacted policy changes and funding changes in defunding education as a public good. So, again, that impacts directly those individuals and those most at-risk populations. The second is the lack of awareness from our business partners that we can create customized curriculum to meet business needs and economic workforce development needs and we can do it for free for everyone. So, I think there's just a lack of knowledge that we are that partner, and if you have gaps that you want to meet, come to us. We build it with you at the table to make sure it meets your business needs and that we can do it for free. Then the third is just the lack of awareness around the basic needs of individuals living in a very capitalistic society who have families to raise and, you know, have to make their money and pay their bills, and we're also asking them to go to school full time, and that's expensive and they have lives and families to take care of. So, there's definitely a need for more paid apprenticeships, paid internships, paid pre-apprenticeship programs, and investment from many different sectors into those areas to make sure that those individuals who need access to these opportunities the most have access.

Wolfe: Thank you and thank you to the whole panel. Questions for the panel?

Kardel: In the Bay Area, being in tech, and then hearing from you all, there must be such a tension between the tech sector and childcare, for example, when you think about the disparity,



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right? There's no place in the world where it's clearer the disparity. How do you address those tensions?

Awan: One of the things people have said is, you know, tech is good, but my heart is with like kids and families. So, they get to a place where making money is not enough. This isn't everybody and it isn't enough, but I mean, that's just off the top of my head.

Courtney: What I think is a real shame is the support for tech workers to get work to the cafeterias, those folks are making minimum wage. What are we doing in this country? What are we doing here? Are we looking past them folks and calling ourselves tech workers? And if that makes you feel good at the end of the day, I don't know what to say. I think that's a very complicated question that you ask, totally complicated when you look at the layers and beyond. I appreciate that question.

Awan: The other thing, Amy, that I would throw in is that the industries are so segregated.

Wolfe: Yeah, Daniel?

Bustillo: Appreciate meeting you all. One of the common threads across many of the presentations was funding and the cobbling together of funding sources. I know that you talked about the innovation fund here in California, just thinking about the sustainability of that as well, in terms of how long that would be a sustainable process. So, do you have any thoughts related to how we embed this, as opposed to sort of continually having these cobbled-together external forms of profit?

Awan: If we mean to actually make an impact, we need to invest and put our money where our mouth is. That's just the reality of it. So, you can ask us, we're all going to ask for more money because we have a need for more money, and the money is going to those individuals for the impact that everyone wants to see. We can lobby as much as we want. We can share at panels like this. You know, I don't have control over receiving more money, although I'm fine, I'm applying for the opportunities that exist, but if the opportunities don't exist and we don't prioritize them at a federal level, that's outside all of our scope. That's my two cents.

Shaw: I'll just say WIOA is the most complicated thing I've ever tried to do. It's not worse in some levels. It's like, if you're going to pay half a salary but I have to give you a stack of sheets this big every month you're turning to get reimbursed for money we've already laid out and we don't get the money back until like 3 months later; this is not a good funding source. You all have control over that. So, if you can figure out how to simplify some of the strings that are attached to getting some of the money that exists there to allow us to spend it on people who are qualified, that is an opportunity to raise salary by blending these different funds together.



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Awan: I would just say to add to that and evaluate the processes and really see what we are trying to accomplish. Are we trying to keep people out or are we trying to let people in?

Courtney: From labor to labor I feel what you're saying. The opportunity is there, the money is there. The Biden administration is a believer in apprenticeships. We as unions don't have that capacity, so we need to figure out how we can develop a pre-grant application process that simplifies it for working men and women.

Eddinger: I want to thank our panelists. We have sort of eliminated the break so please, as you need, you know, get another coffee or get water. We are going to move onto our next panel and Daryl Bright from the YMCA is going to help us have a conversation with our apprentices. You want to go ahead and take the reins.

30-MINUTE FACILITATED APPRENTICE PANEL

Bright: Good morning, everyone, I am Daryl Bright, the success manager for the YMCA, and I manage the apprenticeship program for the YMCA across the board. We have several apprentices here with us. So, we'll start off, we can allow them to introduce themselves and tell us a little bit about where they're from and why they joined apprenticeship.

Sheena Biggers: I am a preschool teacher at the YMCA. I am a mother of two former Head Start children. I had been going to school for nearly 10 years before I got my AA degree. I've been accepted to East Bay.

Yessica Calderon Gonzalez: I joined the YMCA apprenticeship program when I was a pregnant mom at 21 years old.

Sharde Harvey: I joined the apprenticeship because I hadn't found work until the year before and then I wanted to do something that I was enjoying. I have two children.

Aleiarose Vaupel: I am a coach operator for Golden Gate Transit as well as a mentor and a new workforce development coordinator with Amalgamated Transit Union. I was going to school full time and doing private sector transportation and it just became too much. I wanted to take the next step and I fell in love with transportation, I love driving, I love people. Golden Gate Transit offered that opportunity to have a well-paying job with really good benefits and a pension, so it was a no-brainer. I have really grown my skills with them, have great coworkers, and have become a mentor.

Eliseo Acosta: I am working with A Team International as a workforce development coordinator along with California Transit Works. The apprenticeship saved me from leaving the company. I



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started back in the 1990s way back when. In May of 1999 I fell into the job, I loved the job but became stagnant before apprenticeship and then wasn't after. I am the youngest of nine from immigrant parents, so college wasn't being pushed in my realm, so I had to get to work. I tried doing automotive class in high school, but the teacher never showed, so I took Spanish. With this program, I became a mechanic and worked my way up through the ranks of being a mechanic.

Bright: That raises a good point. We started our program as a way to bring people in but we're seeing now it's a very good way to keep people in.

Gonzalez: I have immigrant parents. I enjoyed the program when I could speak my native language and receive instructions in my native language.

Bright: Thanks so much. Aleiarose, you said you had some college before you got into the apprenticeship, what are some of the benefits of the apprenticeship versus what you experienced before you joined it?

Vaupel: The biggest thing for me was that I couldn't afford to go to college without working. Being able to join an apprenticeship program where you're getting paid as well as getting the training and getting the skills was a great solution. I can now go to college after the apprenticeship program.

Bright: Sheena, what are some of the differences from your first experience with college and then with the apprenticeship?

Biggers: Traditional schooling was very hard for me. I became a teen mom. I started taking community college classes on my own and then would drop them consistently. I got to the apprenticeship 10 years in. The classes were in a comfortable place, meaning you're on site. It was an amazing experience; the success coordinators helped a lot. Being in a supportive situation meant the world to me. Thank you.

Bright: Sharde, could you just give us anything that you could see in ways that we can improve our program and improve what we're doing to help you out.

Harvey: I'll just explain the program. When you're pretty much paying us to elevate ourselves to be better, instead of us kind of like stressing about like wanting to get to the top but we have all these obstacles, it's helpful for moms that have busy schedules.

Bright: How has this impacted you in your parenting?

Harvey: It has improved it. It helps me focus on the bigger picture.



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Bright: Are there any other ways that being part of this apprenticeship has impacted or changed your life?

Acosta: It changed my life, my family's life, and my coworkers' lives. I'm able to train my coworkers and give them a path. It's improved my life financially. I was in a position that I wasn't happy with, and with the apprenticeship I was able to turn a job into a career.

Bright: Aleiarose, do you have any recommendations for improving the apprenticeship program?

Vaupel: Mentoring is super important. Pre-apprenticeship is very important as well as it gives you a window of what someone is going to get into before actually getting into it. Peer mentoring support in pre-apprenticeship is key.

Bright: We have two mentors here; could you talk about how being a mentor has shaped the way you look at apprenticeship?

Gonzalez: You are the superwoman or superman. The more people that come in and join us the more we can support and improve their lives for the future. We try to work together in a mentor and mentee situation. We are a team. We are a team every day.

Bright: Thank you. Sharde, how has it been working with your mentor?

Harvey: She allows me to do what I do.

Bright: Did you think that this is helping you understand what the vision is for you?

Harvey: Yes, everyone there tells me things. Sometimes I'll do something, and they'll see it and let me know I shouldn't do it.

15-MINUTE OPEN DISCUSSION

Eddinger: I think the committee members are really eager to engage our apprentices. What if we spend the next 5 or 8 minutes fielding questions. So why don't we open it up and if we miss anything wrap us up at the end.

Bright: Sounds good.

Eddinger: So, members? Noel?

Ginsburg: How long does the apprenticeship program last to get skills?

Acosta: So, the initial apprenticeship program, for the first 12 months we would go to school to learn theory for 1 week, and then we would be on the floor for 3 weeks applying what we learned



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in class along with the mentor or journeyman mechanic or both. After 12 months, you were put on a change of class list, meaning that you were qualified for the position, and when the position was available, you'd apply for it. As a service mechanic, you have to work there for 4 years before you can take the journeyman test, if you will. It's a 4-year service mechanic to a transit mechanic. Once you're a transit mechanic, you're able to lateral over to be a repair mechanic, which is where I'm currently at. That's heavy repair in rebuilding of components and installing engines. Five years to answer your question, to do the program, and 4 years as a service mechanic.

Ginsburg: Thanks.

Acosta: Sure.

Oliveira-Rivera: First I want to just take a moment to commend all of you for your work and getting to the point that you are at. What made you decide to join the apprenticeship?

Harvey: I was just taking my daughter to school and heard about it there. I thought I'd give it a try, and I ended up actually liking it way more than I thought. I was tired of working at Panda Express or something.

Gonzalez: For me, the apprenticeship program helped with classes and other things. Having weekends with kids now was very positive and important for me. It helps with success in the future for you and your family.

Vaupel: For myself, it was having that support through an apprenticeship program. This is my next step from going from private sector transportation into learning a lot of what I didn't know. It was really making me feel comfortable and giving you those hard skills when you're out there, and having mentors was a really positive and useful experience.

Eddinger: Huge thanks to all our apprentices. We wish you good luck, you touched my heart, so thank you for being here with us today.

11:15 a.m. – 12:15 p.m.

SUBCOMMITTEE REPORT OUTS: PROPOSED STRATEGIC FRAMEWORK STATEMENTS AND ISSUE PAPER TOPICS

Eddinger: What we have coming up are the subcommittee reports. I want to be clear that we want to spend as much time as possible with the subcommittees to deliver their information. The



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next subcommittees to present will be the Apprenticeship Pathways folks and the Apprenticeship Modernization folks.

Here's the format. You should spend about 15 minutes going through your strategic framework statements because we are going to be voting on those. Then spend time on your draft issue papers. Lead us through the main points to guide us. Then we will leave 15 minutes for exchanges with the committee. Who is going to be doing the Apprenticeship Pathways presentation?

Apprenticeship Pathways subcommittee

Irwin: There will be three of us, and I'm leading it off. I'd just like to name the subcommittee first: Noel Ginsburg, Jared Karbowski, Tim Oberg, Stephanie Harris-Kuiper, Anton Ruesing, Todd Berch, and Walter Bumphus. And by the way, the Department's people, who took care of us, they were the ones who did the major leg work. We've had some great conversations. To start us off, what we're talking about is successful pathways into apprenticeship, which require integration into secondary and postsecondary education systems. Recognition is having equal validity for the methods of skill attainment and career advancement. Widespread stakeholder support and linkages to high-quality, fulfilling, safe jobs in workplaces that embrace diversity and promote equity, inclusion, and accessibility. Apprenticeship pathways are a smart investment for employers that yield a competitive advantage and return on investment. For participants, they are an options multiplier and a postsecondary education option. They also provide a direct on-ramp to registered apprenticeship, a proven workforce development strategy. Just as a sidenote, we focused on pre-apprenticeship in year 1 and youth apprenticeship in year 2, with these statements representing that work as a whole.

Harris-Kuiper: Good morning, everyone, it's a pleasure to be here and an honor to represent the Apprenticeship Pathways subcommittee. Our work, as Bill alluded to, initially focused on youth apprenticeship programs, pre-apprenticeship programs, and then registered apprenticeship programs. It was no easy task; it was very daunting. As someone that's been boots on the ground, or heels on the ground, I learned a great deal in terms of looking at youth apprenticeship programs as they are different from pre-apprenticeship programs, as well as registered apprenticeship programs. What we came up with, in trying to separate them, we found several things we need to look at. This time, we focused heavily on youth apprenticeship programs specifically.

The points that we came up with were that youth enrollment in registered apprenticeship programs is small, creating missed opportunities—I want to focus on that word, “missed opportunities”—for youth and employers to benefit from key workforce development pipelines. That's our economy—that's America. There's a common belief that the path to prosperity must



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include a 4-year college degree, which creates structural barriers for young people, particularly for students of color, and the rest of our economy. Thirdly, we're looking at youth apprenticeship can bring equal dignity, building a bridge between high school and high-paying careers. A young person can start with an apprenticeship and end up with a PhD. I am proud professional advocate that I've seen a PTA—and yes, our program was the first in the nation to put that in the database—6 years ago came to us, as a very excited high schooler, and is now a Doctor of Physical Therapy. Apprenticeship programs are truly an option multiplier in outcomes. Youth, especially minors under 18, have unique programmatic needs, and may require additional support and flexibility. This is something we can do, but if we as a nation look into what our subcommittee has drilled down on can increase youth apprenticeships in the United States. We need better data and clearer definitions to help us to really look at youth apprenticeship and expand our apprenticeship base.

Ruesing: I am honored to represent this portion of our report out. Before I read through my slides, being on the committee is awesome. As Brent was talking about earlier, people take their hats off when they walk into the room, if you participate in some of our subcommittee conversations, you can't tell who is a labor representative, who is an employer representative, or who is a public representative. We chop stuff up; we don't always agree but we find common ground. I'll read the recommendations and give a bit of background, but I'll be brief to give time for conversation.

The first point is overcoming bias towards college and classroom learning to the exclusion of work-based and experiential learning. We've talked ad nauseum about everyone being pushed to college for the longest time and apprenticeship programs have fallen by the wayside. There's the expectation that everybody will get a 4-year degree and that's the measure of success; we need to change that metric. We need to support apprenticeship as a postsecondary opportunity; it's just another pathway. We recognize that DOL should work with other federal government agencies, for example, the Department of Commerce, and other intermediaries to develop strategies to award high school or college credit for students who participate in registered apprenticeship programs. We also urge employers to shift their hiring practices to recognize the values and skills that are developed and the competencies that are obtained through that type of experiential learning, in addition to classroom learning. So that's point number one. Point number two, we recommend that barriers to registration are removed to help improve programs' access to the apprenticeship system while maintaining quality. So, youth apprenticeship is an options multiplier, but in order to access that, programs need to be flexible but need to continue to uphold high standards, and we need to make sure that programs are comprehensive and high quality, but we need to remove barriers to entry. Third, we need to identify and address special considerations for youth participants in apprenticeship, like a greater need for support services



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and wraparound services. And we need to define the difference between in-school and out-of-school apprenticeships, because they are distinct populations, they operate differently, they have different needs that we need to identify, and we need to provide adequate support services for the specific needs of each group. Out-of-school youth face different challenges from in-school youth, like access to the internet, might be a potential issue for remote learning. There are considerations around transportation, childcare, mentoring; those are all things that need to be taken into consideration as we try to remove barriers, create more opportunities, and provide a system that gives access to everybody. We have an Appendix A where we list all the things we recommend, so peruse that if you have the chance.

Eddinger: If I may ask a clarifying question before we open it up to the group. In my pre-reading, I had four documents from this group. One is on your year 2 issue, Youth Apprenticeship, one on Marketing Apprenticeship... So, the document we're going to focus on is the Youth Apprenticeship one? If it's okay, we're going to open it up for questions, at the end of the 15 minutes we'll wrap around. We also have to go through and vote on the statement.

Ladd: We'll go over the strategic framework statements at the end as a group.

Eddinger: So, you have 5 more minutes if you want to use them.

Ruesing: Okay. We need to retool reporting to see a more accurate picture of youth apprenticeship. Our data needs to be aggregated and disaggregated. Right now, if you want to see what youth apprenticeship looks like, you have to go into individual record registrations for each individual apprentice. If we could aggregate that data so that we could pull out youth apprenticeship and then disaggregate that data, we should be able to see outcomes, make better decisions, make better recommendations, and better serve those communities. We recommend that the Office of Apprenticeship make investments and policy and programmatic efforts to automate the collection of wage data from registered apprenticeship partners. Industry, education, training providers, intermediaries, and grantees shouldn't have to manually track and enter that information. There's also duplication of information across various programs sponsors that could be addressed. We also recommend that the Office of Apprenticeship invest in coordinated efforts to align reporting systems and reporting requirements to reduce duplicative efforts. Next, we recommend clearly defining youth apprenticeship to help support expansion and clarifying requirements, so we recommend DOL provide definitions for youth apprenticeship generally and in-school youth apprenticeship specifically; differentiate between in-school and out-of-school youths. Under these definitions, youth apprenticeship programs should meet all existing registered apprenticeship requirements, require a high school diploma or equivalent for completion, and also use OJL or OJT to satisfy hours for pre-apprenticeship for programs that may offer full- or part-time schedules, so there are accommodations that would need to be made



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for in-school programs versus out-of-school programs. Finally, recognize DOL as an accreditation agency to save apprenticeship programs time and money, and open up access to Title IV funding. Already, DOL does a lot a lot of the things that ED does when they're recognizing those accreditation agencies, so duplicating those efforts through the Council on Occupational Education is expensive in time and resources; allowing DOL to recognize apprenticeship programs to meet that criteria through the Department of Education, and then under that, recognize State Apprenticeship Agencies that DOL already has oversight over, to recognize them as well, and open up that Title IV access, which will open up a lot of opportunities for apprenticeship as a true postsecondary educational opportunity.

Eddinger: Thank you so much. I did look at Appendix A; it's really good. Thank you for giving us that very tight summary. Questions?

Lenhoff: I'm not sure if this is for you, Anton, or someone else on the subcommittee. This is really just a clarification question about what your recommendation is. You talk about in-school, or school-based, youth apprenticeship and other youth apprenticeships and how the current 29 CFR part 29 doesn't really fit. You've explained several ways in which the school-based youth apprenticeship programs don't fit within that and you talk about exceptions or changes to that. Is that also true for out-of-school youth apprenticeship programs, or is the existing framework essentially a good fit for out-of-school youth?

Ruesing: I think that there's a distinct population when you just recently get out of school, that population is distinct from somebody that's been in the workforce or been out of school for a while. Most of the registered apprenticeship framework I think does fit that model, but there are some tweaks that probably need to be made, because again it is a distinct population.

Lenhoff: So, there would be three types?

Irwin: One of the biggest problems when we talk about youth apprenticeship, a youth is described as someone 16 to 24 years old. Youth apprenticeship is in schools. Mainly, we want to get it into high schools, so you're getting into youth apprenticeship or pre-apprenticeship, and you still have different iterations of what we did with that, but one of the big parts that we did, especially with pre-apprenticeship, which is basically outside of the secondary school system, is that it has to be aligned with a registered apprenticeship program, so that there's a means and there's an end, because there are a lot of pre-apprenticeship programs in the world today that are just taking money and not graduating anybody or nobody's moving on. So that's one of the things we put in there, was that it had to be aligned with a registered apprenticeship program. The youth apprenticeship was really a tough one for us as far as the definition.



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Ginsburg: As it relates to out-of-school youth, it is a distinct population, typically more challenging and in need of wraparound services, so if they are out of secondary school, they're not moving on to their career. If there are wraparound services provided specifically, different than what you would see in a school-based apprenticeship, there needs to be attention and investment in that, and it is, frankly, much more expensive. Part of the advantage of in-school apprenticeship is it bridges into a career as opposed to falling off that cliff, and then being left to try to figure it out on your own.

Scott: Mine is a comment and a question for the subcommittee. So this is a comment for the Department of Labor and committee itself, so homeless youth—I'm very grateful that you did mention that in your report—as it relates to housing, I would just recommend considering what are we doing to buttress this with law, you may want to consider McKinney-Vento, that's the law that governs the connection of youth who are housing insecure. The second question is one of the hardest things about youth who have completely dropped out of school but who we call "out-of-school" is that sometimes they become disconnected from every institution. So, my recommendation, or my question here is, has the subcommittee given thought to how it might change its recruiting process to include those youth who are sitting at home, with their parents, in a basement, and are completely burned out at this point?

Eddinger: Allow me to piggyback on that because one of the initiatives that the city of Boston has been working on is the Opportunity Youth Agenda, for those youth who are not in school and do not work, who are not engaged in any of it, and also youth who have been criminal justice system involved, so I think there's a piece in here for sort of community non-profits, community-based organizations, that might deserve attention as partners to secondary institutions or postsecondary institutions as part of that bridge that you're talking about, folks like ROCA, who has been operating in Boston and now in New York. I don't think I saw mentions of community-based organizations in the text.

Irwin: We did talk about community-based organizations. That was one of the key issues, key parts of pre-apprenticeship. We talk about the wraparound services, different services that are needed there, which include everything that we're talking about. Again, community-based organizations can run a pre-apprenticeship program and feed into a registered apprenticeship program; the important piece of that is the connection. So, it's not a dead end... There are so many youths who dropped out of school and need ESL services, they didn't graduate from high school and a lot of the apprenticeship programs required a graduation or a GED or something like that. And there are so many other different issues with all of that, that you have to get those in order to get them to qualify. In Boston, they did the Big Dig, we actually ran a whole pre-apprenticeship program that brought in youth who were just like what we're talking about and was very successful too.



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Eddinger: I want to bring some hope in from the community college sector, in that all the things that you were mentioning are already pieces of the puzzle in the community. I don't think that's something you mentioned here. I think there's an assemblage, where that kind of work goes on.

Ginsburg: It's like a tapestry that has to be linked together. And I want to add one thing. My background is in manufacturing, and we have the saying that goes back a long time, "fix it down in the warehouse." What we mean by that is, when you make a part and it's bad, it's by the side of the machine. If you make a million of them, it's in the warehouse. And part of the focus on youth apprenticeship is, we don't have a bridge to what's next for any of our young people. Part of the focus and opportunity with youth apprenticeship is that it's in school, and it opens young people's eyes to the opportunities which exist in the world that they didn't have any vision for because they're not exposed to it, and I think the opportunity, by investing in that will ultimately reduce, what I would call breakage, but it's human lives that we're breaking. And if we don't articulate early on in the young person's education that there is this whole world of opportunity, that's what youth apprenticeship does, and the importance of it is that it ensures quality. I am fearful that there is a lot of interest in apprenticeship, and they're calling anything an apprenticeship. The guidelines of a registered apprenticeship need to ensure that quality there, and hopefully someday we can look back at our work and say, you know what? That opportunity gap in our society has shrunk dramatically.

Oliveira-Rivera: I wanted to take a moment just to commend this subcommittee on the work that you've done, because you've clearly given this a huge amount of thought and really considered different ways in which we can support youth and youth apprenticeship in particular. I wanted to say how much I appreciate the thought that was given to a couple of things. One, ensuring that apprenticeship is valued as what it is, a postsecondary career path, equal to any other, and ensuring that there is a funding mechanism that is available to support it. Just like any other postsecondary pathway that's there. I did want to clarify a couple of things, and if it was somewhere in the brief and I missed it, I'm sorry. The area that I'm wondering about, as you're saying, there needs to be different considerations for in-school youth versus opportunity youth, or youth that are not in the K-12 system. Are you anticipating that there would be different apprenticeship requirements? Obviously, you set the bar, it's 16 to 24, and you set the bar that it's also starting with the current requirements of any registered apprenticeship, that there would need to be some adjustments made for both in-school youth and then opportunity youth. Is that in terms of program structure or is that in terms of something else? How are you differentiating those things?

Worth: The committee spent considerable time thinking about those two different audiences and, for example, a 23-year-old who's been in the world of work might have different types of credit requirements or learning expectations that we would want to incorporate to authenticate some of



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their experiences so that they can move through the program quicker and, therefore, enter the world of work. We're thinking about the 16-year-old, or the 17-year-old, who is just hearing about this and doing a pre-apprenticeship, it's a non-starter, they haven't been working for 5 years. So, it's more about articulating more students in more efficiently. That was the intention between the two audiences, and I think we took a lot of thoughtful time and some disagreements around, where could we be flexible, and where do we need to maintain integrity? And I think we came down on the line of, the clock hours is its thing, no one wants to change that, but we should be inclusive and more accommodating in the competency-based space so that we get new partners, new students, and new industries. It took a lot of time to get here, and I think we could clarify the guardrails. But yes, we also saw in those two different audiences, different kinds of support systems they would also need. The food insecurity and the housing insecurity pieces are going to be a lot more relevant for a 23-year-old than they will be for a younger person still in school.

Harris-Kuiper: If I could just add exactly what Jen is saying, there's different issues when we're talking about in-school youth that we really need to look at, in terms of the support that our in-school youth need as opposed to the out-of-school youth need, and we're talking about opportunity youth, who are students that have so many more severe psychosocial issues that have to be addressed, and we're going to look at having programs designed, our in-school youth are here, we have the education to support them and we have the services in school, but when we lose them out of school, what happens to them? Where are they? What do they need? How can we keep them not just in the program, but to actually have the completion of the program? That's what we need to do.

Eddinger: I believe Amy is next.

Kardel: Thank you so much for that detailed work. Noel, I hope you're right, I hope we look back and say, we can count it and we can see a difference. I think that's an important piece that you brought up too, Anton, if we don't measure it, we can't manage it, and there's some data that we really need. So, I think that was something that came up in our subcommittee too, so amen to that. So, as we look at those issues, the other question I have is, has anyone on that subcommittee looked at WIOA and if it has a better opportunity to support this work and have any specifics on that? I know that's something to think about for reauthorization.

Ginsburg: Speaking for myself, I didn't have enough content knowledge around WIOA, but it certainly has a place, it's part of the dots we can connect.

Wolfe: I thought WIOA wasn't available for this?

Eddinger: I have an expert here to my right. Brent?



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Parton: It is available to you, and there's a whole formula for it. Technically, there's a ratio of out-of-school youth, about 85% is used by local out-of-school versus in-school. There are many states that have waivers on that and the balance of in-school and out-of-school, but I think there's roles for WIOA in this. But first of all, I'll just join in the choir in thanking the committee for the incredible thoughtfulness they've put into this. Because what I hear—and I think this ties into WIOA—I think how you framed it as the support ecosystem really does vary; anyone that knows workforce development knows that's just the world we live in, is that you serve certain populations that are dealing with certain structural issues or circumstances, and there are challenges that need to be overcome, and so the support system and the role that we can be playing—and again, I'm always thinking this through the lens of, what do we need to do to handle the regulations? What do we need to do to investment? And what do we need to do in terms of strategy and engaging the field? And defining the support system for these various populations that we know wants more apprentices in, to me is something, with WIOA, particularly with some of these populations, shouldn't be part of that support system. There should be a focus on registered apprenticeship as a priority for placement and support and success amongst the workforce system. And I think reauthorization discussions that started a couple of years ago have moved in that direction towards registered apprenticeship, which has made some really important gains in WIOA when it was passed. I think it's time to take another look at that, and that is an area where the committee actually could weigh in to go to the next generation of that. Because ideally that support system for WIOA-eligible populations makes sense.

The other thing I want to recognize, though, is what you said on the flexibility question, because that's not something I'm saying the committee needs to parse out, but I look across these support systems and just say, proactively, how do you get more investment, more structure, and more partnership to get people what they need? And then there's the considerations around what registered apprenticeship is, based on what certain populations are, so whether you're coming into it as a 22- or 24-year-old that has more prior learning, how does that fit in? Is that more of a program strategy issue? Is that an hours consideration? Versus an in-school youth balancing with a full course load in a degree-bearing program. What does that mean? So, I think it's really helpful as we think through these, I challenge us to think through that too. Not everything has to be defined, and I say that meaning, we should be creating more definition, like we've done here, but some of the things are just about, what do we want to recommend in this committee? Is part of that definition what is the support ecosystem that population needs? Versus where we need to look at, in the Department, where is the field at, where is flexibility needed? Those types of things. So, I just want to commend everybody again, because this covers a broad range of different opportunities on both of those fronts.



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Eddinger: Last question for this particular segment?

Laney: Just a comment. Those interactions between those other support mechanisms for the out-of-school youth will obviously be different than the ones for the in-school youth. I was glad to see the memo clarifying that Perkins can be used to support in-school youth, we treated it like it could anyway, but it's good to have that clarified. But it's also important to note that it's different in different states, but in our state, the Perkins money, just like WIOA money, is spent before it gets in the door. So even though we can name some supports that exist, if I said, I'm going to have all the available money that's there for WIOA in-school youth or out-of-school youth, all the money that's there from Perkins, I would have just added zero dollars to the pot to support the youth apprenticeship initiatives. We heard Pamm say earlier this morning that even in her support systems, that she provided all this support for her apprentices, she said that it's too complicated and isn't worth the amount of money you get out of it. I hear that from employers too. We have to recognize that we can consider a list, we have WIOA, we can do wraparound, there's Perkins, etc., but there's a barrier to using that, because there's really no money there, or there's a barrier to using it because the system is so complicated to access, either way. Another thing I wanted to add is there are also considerations as we build, particularly in-school youth apprenticeships—we're working on those in Alabama, trying to expand those, like a lot of my peers from around the country in NASTAD—we have to also clarify, like that memo just said, "use Perkins for apprenticeship." That's great. But we run into things now, like, what about FERPA? What data can I share from a K-12 student, what rights does an employer who's participating in a registered apprenticeship have. We've got to have other clarifying memos, and those won't necessarily come from us, or even from DOL, they may come from ED or somebody else.

Parton: So, I would just say, that's really important. And I don't think it's the view of folks on the committee that WIOA or Perkins is going to come to the rescue. I think the thing we should always be thinking about is that we're at a disadvantage if those systems aren't aligned. And second, having the results of what apprenticeship offers could build a strong case for more investments that are dedicated in the system that has delivery mechanisms, from Federal to the States to the locals, that we can all benefit from. So, I really want the committee to think along those lines; where there are systemic barriers, but there are vehicles to move dollars, that is much different than running a brand-new competitive grant. I think this is not about unlocking what's there today, it's about imagining where we can get more out of places.

Ginsburg: One thing I would add is, where you're talking about using credit systems, it is not intuitive for business to know how to interface with that, or to integrate within the postsecondary system for the related training. Intermediaries play an important role in that process, and it can be community college, it could be an independent organization, but if you don't have the connective



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tissue, which intermediaries provide, I feel this becomes just a good idea that begins to run in place. Intermediaries ultimately should be activating and training the system, so it is operating independently, but we're far from that.

Eddinger: Anyone else?

Oliveira-Rivera: I just want to make one quick point to piggyback on what you said, Noel, because I think it is critically important and something that we as a whole talked about, not as a recommendation but something helpful to think about. That is the importance of defining what an intermediary is and having some parameters around the work that these organizations could be performing as part of the broader ecosystem.

Eddinger: I second that, that is really important. Okay, thank you very much to the Pathways group for your work here. We're going to move on to the Modernization group, and if I'm correct there are three documents associated with the Modernization group. And it's Erin and Chris, right?

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Johansson: It's just me. Tim maybe will jump in. I don't think Chris is in the room today, he's not here today. We discussed as a subcommittee that we want to have a real substantive conversation here while we're in person, so I'll limit my presentation. First, I would echo what Anton was saying, it's really been a great experience working with Tim, Obed, Marty, Michael, Chris, and the other members, and with great support from Andy and Matthew, from OA, on this work. We've had some really great conversations. I've learned a lot. So, I'll just run through the strategic framework briefly, and then Tim you should jump in on your piece, and then we really want to have a substantive conversation about all of these. So, the first element of our two-part strategic framework is ensuring the quality of the programs. OA should work to promote the linkage of high-quality programs to federal procurement vehicles. I'll get more into that in a minute. The second piece is messaging and communication, explaining the value of apprenticeship in marketing. The recommendation is that OA should take steps to build partnerships, technological enhancements, and data to bring information about and awareness of the power of apprenticeship to job seekers, employers, students, and parents and lots of different stakeholders. Did you want to say anything, Tim?

Oberg: Yeah, it's just doing the work to push and hit all of our audiences: future apprentices, high school counselors that can set up apprenticeships, and employers that can set up apprenticeships. We're really trying to create more pathways into apprenticeship, and also provide more apprentices into the program.



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Johansson: Tim and Michael did a great job putting together that issue paper if you've had the chance to review that, and then Obed and Marty put together a really great issue brief bringing concrete recommendations around ease of on-ramps for employers and other stakeholders who are starting registered apprenticeship programs. The recommendation is that OA should simplify and digitize the administrative process for starting a new RAP and recruiting, hiring, and onboarding new apprentices. Additionally, insurance data is collected with ease, and that insights are also provided in collaboration with the Bureau of Labor Statistics that help employers more easily scale the registered apprenticeship concept within their organization or district group. So, that's our framework in a nutshell.

On the following piece, this is where we would really love to hear from all of you and get your feedback on this. So, let me describe what we are imagining here and recommending for OA, and then I'll let Pam facilitate the conversation. So, the idea is that, as Brent mentioned earlier, this \$4 trillion out there, federal money that's just starting to flow into our communities from the Bipartisan Infrastructure Law, from the Inflation Reduction Act, and the CHIPS and Science Act. So, lots and lots of taxpayer money out there that the Federal Government and States could really be leveraging to ensure that there's an expansion of apprenticeship and that the expansion is in real high-quality programs. And this is also a way to marry the leveraging of this money with the Department of Labor's Good Jobs initiative, which identifies what quality jobs and careers look like.

So, our recommendation is for OA to initially issue a training and employment notice, a TEN, that outlines a set of quality measures, and I'll walk you through those. What we've identified so far is what would be a high-quality registered apprenticeship program, and then from there, OA and the various State programs, SAAs, would develop out a process by which registered apprenticeship programs that meet those quality requirements laid out in the TEN could then apply to ultimately get this quality seal of approval or whatever you want to call it. Once that program is in operation and on a list of high-quality registered apprenticeship, the idea would then be the various Federal agencies that are overseeing this money, as well as the State agencies that oversee his money, are finding ways to connect those quality programs with the money that's being spent out there. So, to give you a couple of examples of what this could look like, thinking about the money that's coming in from the Infrastructure Law and in transit, we know that all of Jamaine's programs are high quality, that's why he's out there doing this work and flying all over the country. So if the Department of Transportation is to include language, and its code already has utilization language, but imagine language that's encouraging applicants to work with programs that are part of the seal of approval list, then that incentivizes the local transit authorities that are going after this money to work with programs. And this is how, as Tim mentioned earlier, the power of these sector-based coalitions with this work, that's how I think



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you could really facilitate those kinds of coalitions. The other way to think about this is on the direct grant side. There's a lot of direct apprenticeship money that goes out in grants. So, if you're on the quality seal of approval list, you would have a preference in receiving those grants. So, there's a lot of ways that you can think about using the levers of procurement and grant-making that are available at the Federal and State level as well.

So, you got this program up and running, what we imagine are some key principles that really speak to quality, valuable outcomes being a big one, and some of the outcomes that we imagine are high completion rates, graduation rates. We did talk a lot in our committee about interim credentials, so, especially for the longer apprenticeships, the 4- and 5-year ones, that people are coming away with certifications and other internal credentials, is going to be a hallmark of a quality program. We'll get into a conversation later this afternoon about family-sustaining wages and benefits, that's of course an important piece that we see in this, that you journey out and these are going to be good-paying jobs that you can support your family on.

Another element of quality is transparency for apprentices, even before they start, like when they're applying, that they are very clear on what the wage progression is, what the length of time of the program is, and the skills and abilities that are needed to advance along the way. So, we have some recommendations around what that could look like, really enhanced transparency. We have the diversity of participants, and to me this is really important. With the DEIA work, there's the 29 CFR part 30 requirements around making a best effort, but you can't require the outcomes. But the outcomes could be part of his quality seal of approval program. So, if your apprentices are reflecting the diversity of your communities—racially, ethnically, by gender—then that's a high-quality program, or even if you're not there yet, but you can demonstrate progress towards those goals, then that would be a way to really incentivize programs to improve on the DEIA front.

Other aspects of quality include worker voice; a lot of the conversations earlier today highlighted to me that the value of that, I think it was Aleiarose who talked about the value of peer mentoring and the fact that she's in a process where she can share what she wants to see. If you don't have a union, then the programs should at least identify what are mechanisms by which workers have a voice in these programs. John said it, they're the experts on this, and so how are we listening to them? Not just apprentices, but journeyworkers as well.

And then, Chris is the ratio guy, not me, but he has an understanding of what this looks like. We've included that as a quality piece as well, both for in hazardous occupations and in non-hazardous occupations. So, I will stop there. I think the questions that we're interested in—what we'd love feedback on is, one, what do you think about this kind of program? If you think that OA should be creating it, what would be some considerations that you'd want them to be



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thinking about? And then, did we get the pieces right on the actual quality measures? Or is there something that's missing or is there something you think that we don't quite have right?

Worth: Thank you. This is wonderful, I'm so impressed. I was wondering, did the committee give any consideration to—when you talked about marketing, page two—messaging for employers, specifically to HR managers? I mean, groups like Society for Human Resource Management, when they start changing the job descriptions to say, “previous experience with military welcome” or “previous apprenticeship welcome,” that demystifies and elevates the value. Was there any consideration given to not just talking to employers and the CEO, but actually the HR people writing the job description so that they see talent differently?

Tim: We would totally consider adding HR managers into that model. Our process was more on the development of apprenticeships by targeting new employers, to recruit the employers, but that makes sense.

Wolfe: So, first, I just wanted to say this is an amazing amount of work, and it's really significant, and I don't think the term “modernization” even begins to capture what you've done. I don't know what the right word is, but I just want to commend you. I want to just raise one really small thing. On your other slide, with the three points, one was program quality, and one was the ease of starting up. The other thing that came up before was the role of intermediaries is going to be critical, both in terms of assuring quality, because presumably the intermediary has a picture of what that would look like and it could be the gatekeeper or something, and also the person or the entity that supports getting to there, but employers ask, where do we start?

The thing I want to point out though is, and I don't know exactly Jamaine's work and I don't know exactly Noel's work, but I suspect there's a common thread, just as an example. The demand, all of a sudden, because this avalanche of interest and funding is coming, the demand on intermediaries, the ability to increase capacity, it goes beyond funding. It is absolutely about funding, let me make sure that I'm clear, but I keep telling people it's not like I have to go out and hire 14 more bank tellers for each 2nd grade teacher. The people we need to do this work don't exist; I mean, they exist in this room. So, I don't know how we tackle that, I'm just hoping to say that it's a real thing, it's a barrier that we have to really think about. Or we say the answer is intermediaries, and the intermediaries go, “I'm sorry, we are growing as fast as we can, and we don't know how to grow any better.” Just something that we have to acknowledge.

Johansson: Yeah, I appreciate that, Randi. I mean, I think this goes back to the idea of, how can we facilitate these sector-based coalitions so that you have the right people around the table? And then the money coming through these various bills is what kind of simulates that. But, ultimately, that basically leads to the Federal Government or the State transit agency saying,



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“you need to work together, then we will fund you all.” But let’s figure this stuff out, this is a good program, we need to work with them, they need resources.

Ladd: I wonder if that’s something that could be considered for the criteria, right? Something around that sector-based approach addressed here?

Parton: That’s one question. I think the idea of recognition, of what good looks like, is really interesting. You can do that through a program lens, you could do that through a sponsor lens. To what you were saying earlier about the need for definition and intermediaries, could that be accomplished through the structure of the coalition? Or is there a group of strong coalitions that have come together to support apprenticeship that could also be recognized? What’s the right fit given what we know baseline recognition requires to be a registered apprenticeship, what’s the right thing based on where we want to go, to use that recognition?

Laney: The quality factors that you listed there are the things that we look for in every registered apprenticeship that we’re building now, and I’m just trying to get a clarification; is the recommendation being made that there be a separate kind of list, or I think I heard you say seal? So then if we have registered apprenticeship programs that do not meet those quality indicators, why do we allow them to continue to exist?

Johansson: It’s about incentivizing them. Some things we can’t require, like DEIA outcomes. But we can incentivize them.

Laney: I just fear creating a bifurcated system there where you wind up with—I completed a registered apprenticeship program, well does yours have a gold stamp on it because the program you completed was a high-quality registered apprenticeship program, or now there are various levels of quality. And I get what you’re saying, some of the things, according to the rules as they exist today, we couldn’t go in there and say, “you must demonstrate the outcomes,” or whatever. But that doesn’t mean that that can’t be the rules, or that can’t be, like you said, incentivized. I’m just leery of having two different levels of apprenticeship. Like right now, if somebody walks into my State with a journeyworker certificate from wherever they came from, a registered apprenticeship program, I’m confident in the quality of the training that person got because I believe in the whole system.

Johansson: Ideally, they’re all on your list, on your quality list, that there’s enough incentive that all the programs can get there. That would be the goal, that you don’t have that bifurcated system, but it would be an important kind of consideration if you were to create one. So, what is the impact on apprentices who maybe aren’t in the high-quality programs? And is there a way that we’re not dinging them when they’re out in the work world, that maybe it’s more on the



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procurement side that you're seeing this seal of approval rather than a more public-facing thing? But it's an important consideration.

Bustillo: Two really quick things. Erin and the subcommittee, thank you for all the work you've done here. It's an interesting conversation. I do think that certainly one of the things that's occurred, is that the term high quality has been utilized quite frequently over the past couple years; we were having a little bit of conversation about this when I asked, what do you mean here in California when you say high quality and equitable apprenticeship system? But I think there's some definitional components that I think are really valuable, particularly "expansion." Just following up on what John and Brent said around "sector-based," I think that's critical, and certainly aligns with ETA's strategy as well. I would definitely incorporate that here.

Lenhoff: I just wanted to join the chorus of thanking the subcommittee for all this work, and essentially crafting a TEN for you. I'm very supportive of this idea. Listening to today, I would be interested to hear from the people who are working on new and emerging apprenticeships, because it seems to me to require an apprenticeship that has been established for quite a while to meet higher standards, that makes sense to me. If it's a relatively new apprenticeship—and maybe this applies in the traditional construction industry as well when you've got a new apprenticeship—maybe they can't, it's just not reasonable. So, I have no opinion, I'm really just curious to hear your response to that, Erin or anybody else.

Johansson: I don't think we were imagining that just more mature apprenticeship programs would meet these. Jamaine and I talked about his crazy travel schedule; he's not going out there, creating new programs that are going to be poor quality from the get-go. And in some ways, it's almost a little easier when you're just starting off a program, I think, to be able to set it up in a way that already meets these. So, we weren't imagining that that would be a differentiation, really, that a new program couldn't meet these requirements. There might be other ways that we can support programs to get there.

Harris-Kuiper: I want to thank the Modernization subcommittee for all the work you did. I do want to really commend you for having thought about what I'll call the honor program. We certainly can look at schools, and we have the International Baccalaureate programs, etc. But in terms of what hits me, professionally, is the fact that—if we're just going to be very transparent about it—there's a lot of money in apprenticeship programs right now. And in Newark, New Jersey, where I reside, with my work, organizations are coming out in droves for funding. I get it. We need money. Absolutely. However, we're talking about registered apprenticeship programs with integrity, with diversity, equity, inclusion, and accessibility, and if we don't garner that, and protect it, in such a way that you're recommending. When I'm at home, it's like "here we come, give us money." What are you doing for registered apprenticeship programs? Where are your



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standards? Are you looking at what the program design is? Is it meeting the needs of the communities we're supposed to serve? There are so many variables we can look at when we're talking about funding, which must be looked at and maybe not, because if not, it's a thing, and if not, we'll never get the outcomes that we need and must have in registered apprenticeship. So, I applaud you. I know my program would get high honors. So, thank you for your work.

Parton: I appreciate you tying it to the investment question. I know I'm sounding like a broken record on this, on subregulatory guidance opportunities, but not every registered apprenticeship program gets money. Public money involves expanding apprenticeship. It means we're trying to advance priorities for those investments. I totally get what you're saying about the two-tier system. I don't hear that as the intent here. And I can see how that could feel like oh, this is a gold star partnership program versus that. But if we think about it through the lens of how you drive investments and partnerships and prioritize certain things, it's not a distant idea. Like how we are trying to invest in apprenticeship overall; just because you have a registered apprenticeship doesn't mean you're going to get a grant, right? You're doing something else to do that. So, I hear this, it's about being transparent and clear and more consistent around what are those other things, in some respects, is another way to kind of think about communities; it's not a two-tier thing.

Eddinger: I have some thoughts from the perspective of what colleges and universities guarantee that kind of quality over time. So, colleges, depending on the city or the country you're in, are accredited for 6 or 7 years, and then there's an interim report and all of the standards that you refer to, there's an equivalent, there are like 10 standards of accreditation. Just because a particular registered apprenticeship is at this level of quality at this point in time, doesn't mean that it's static. So, maybe it is really a more flexible review program, which would allow for continuous improvement, but that also means that you are going to have to have a team who is looking at that review, right? But I would love to see the quality stamp of approval be less of a one-time thing than setting up a sort of a mental model for continuous improvement.

Wolfe: So, I want to piggyback on what you just said, because, to me, the idea that it's a registered apprenticeship, that's like what you get at the beginning. But how do we know that's maintained? So, my frame of reference is Head Start, which is federally funded. You get seriously audited every year, which Pamm was great at explaining, and if you don't pass it, you lose your contract. The County Office of Education for Los Angeles was the largest or second largest Head Start contact in the country and it lost it. You can imagine, right, because they have to maintain that quality for their 3- and 4-year-olds. And so, I agree, there has to be some way to say that when you're a registered apprenticeship program, it means something, and it can really be proven. And I think DEIA does have to be embedded—I don't know how—but I don't think there's even the beginning of the infrastructure. We talked about wanting to build a national



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apprenticeship movement bigger than it is, we've talked about quality frameworks like other countries have—the infrastructure that will take to be able to take it seriously, not that I wanted to be audited every year. Open it up, it's a really important idea, but we can't be naive about what it would take to build an infrastructure to make this a reality across all sectors, across all levels of development, traditional or non-traditional.

Worth: So, I actually wanted to build on what Dr. Eddinger was saying. The living RAP, in some ways, is something that is nimble and will actually be regularly accessible for others to reach in and find partners to build off of or for people to role model after, I think that does need to exist and it doesn't exist right now. We ran one of the larger initiatives; we have 160 colleges seeing every observational cluster for many years. We have data every month. That was a wonderful example of when you would pull a system together across lots of different partners. But this document, Modernization, page 3, under quality standards, gave me pause on parts 1.C.i and ii, because those statements are really specific. If a group doesn't participate in this quality assessment, we are as a collective recommending defunding them. And I do believe that, firstly, there are entities out there that will run high-caliber registered apprenticeship programs, but they never received Federal funding or may be able to do it with their industry partners and not need to get that gold star. So, I don't know how we as a collective can advance that statement to defund them if they are not going to want to participate. Toyota can do great work and it smells like an apprenticeship, they just might not register. And I don't want to call out the company for trying to stay in that space. I do think there's talent pipelines that we need more workers, so these are relevant things. I'd just take issue with that one line.

Johansson: 1.C.i, about if a state declines to participate?

Worth: “If a state declines to participate they should not be included in Federal funding for RAPs.” Then 75% of apprenticeships—these are great metrics, but if somebody hits them before, are we happy? We're supposed to create bold statements, and I like that, I'm just wondering if we validate this and say “approved,” are we closing more doors than we are opening?

Oliveira-Rivera: I did want to echo what's been said, amazing work by the committee, and I'm appreciative of the opportunity to talk through it because I agree that conceptually, we need to have a system in place that ensures the integrity of what a registered apprenticeship is. Building on what I think I heard Brent say, and this is more to clarify to make sure that I am understanding it correctly, we acknowledge the fact that having these standards is important, and I 100 percent support that, and that it should be tied to funding decisions. And so perhaps, rather than an actual seal of approval, or having this be a designation that an apprenticeship program would get outside of being just a registered program, this would be the criteria that the Department would look at for prioritizing funding, anytime any kind of funding award is being



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made. Not to say that it would defund someone necessarily, but programs that have these criteria are automatically bumped up by whatever percentage. 50 percent? 20 percent? I don't know, but there would be a clear advantage.

Johansson: Let me just say that the limits to that, Bernadette, is it doesn't capture the procurement side. The Department of Transportation is not looking at actual registered apprenticeship programs, but they could reference the seal of approval, they would prioritize applications for transit money or bridges money through local transit authorities that partner with groups on the seal of approval, then that's the way that you're really leveraging a bigger pot of money, not the smaller pot of actual direct apprenticeship grant money.

Oliveira-Rivera: But could you do this thing, which we've done, apprenticeship utilization, so that it's an agreed-upon standard that every agency has the buy-in to?

Johansson: Yeah, exactly. That's how I was imagining it; it would be like a secondary to apprenticeship utilization.

Eddinger: Lunch is waiting for you, so I think we can wrap it up. I'm going to request that folks come back and be in your seats by 1:20 pm.

12:30 p.m. – 1:20 p.m. – Lunch Break

1:20 p.m. – 2:30 p.m.

SUBCOMMITTEE REPORT OUTS: PROPOSED STRATEGIC FRAMEWORK STATEMENTS AND ISSUE PAPER TOPICS, CONT'D

Industry Engagement in New and Emerging Sectors (IENES) subcommittee

Eddinger: Okay, so, let's get started. I wanted to do a bit of an agenda adjustment. Under 1:15-2:30 pm in your current agenda, I would like to ask you to eliminate the update on the federal ex officio work group. They will do it next time we meet.

Ladd: Or if we have ex officio members on the line and they have some agency updates, which would be great.

Eddinger: Yeah, and if they don't, then we will keep going. The next two groups up are the Industry Engagement in New and Emerging Sectors group, and then the Increasing Diversity, Equity, Inclusion, and Accessibility in Registered Apprenticeship group, so we will go from 1:20 pm to about 1:50 pm for this group. So who is going to speak?



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Kardel: Hi, I'm Amy Kardel from CompTIA, on Industry Engagement in New and Emerging Sectors as the spokesperson, but I really want to recognize the others on the committee, and then I'll be turning it over to our co-spokesperson today, Orrian Willis. Of course, we have Daniel Bustillo, Orrian, Carolyn Lee, John Costa, Randi Wolfe, Jamaine Gibson, and Bernadette Oliveira-Rivera. Thank you so much for being such a great subcommittee. And we were staffed by Cierra Mitchell and Jim Foti, with other supporters as well. So, thank you to everyone. And thank you, especially, to our committee members and the audience who are online today; I know how hard that is to participate that way and sometimes necessary. So, thank you.

So, I'm going to step through the Industry Engagement in New and Emerging Sectors Subcommittee final strategic framework statements, and I'm going to read those to you exactly as we said them. Given the wide and diverse range of new emerging sectors, and the distinguishing and unique characteristics among them, it is essential that the registered apprenticeship system accommodate their differences without compromising the rigor and quality of the existing system. So, recognizing that is important. And, to make registered apprenticeship accessible to and inclusive of new and emerging sectors toward ensuring a more equitable future for the country, DOL will need to address four areas: branding and perception; incentives; standards and systems building; and sector specific differences.

Of course, we were also tasked with an issue paper, and the title of our issue paper is Registered Apprenticeship Career Pathways in New and Emerging Industries. And the background to that is, how do we use registered apprenticeship to create career pathways for apprentices in these new and emerging sectors that result in good jobs and occupations that provide family-sustaining wages without compromising the quality and rigor of the registered apprenticeship system? And ensuring and enabling awareness and access for historically marginalized populations.

So, we also want to leave a lot of time for discussion after Orrian speaks, so I'll just hit the highlights of the strategic importance of these priority areas. Many new and emerging sectors are disproportionately filled with workers from historically marginalized populations. This is especially true for the occupations in the industries that pay the lowest wages. And due to historic, systemic segregation, underrepresented populations have often lacked access to advanced education and job training and the supportive services necessary to succeed. The coexistence of many unfilled positions and a large number of unemployed individuals, particularly of historically marginalized workers, suggests that better information must be made available regarding career pathways and what it takes to gain access and to flourish in those pathways. So that said, I'd like to turn it over to Orrian for recommendations.

Willis: Thank you, Amy. So, first off, we recommend DOL invest in the research of apprenticeship pathways that lead to family-sustaining wages, with an emphasis on upward



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mobility for historically marginalized populations. We recommend that DOL invest in the creation of an Apprenticeship Pathway Tool that supports inter- and intra-sectoral pathways. And the last bullet on this one is around marketing; creating high-quality apprenticeships is only the start. Providing access to them starts with information sharing. So, we recommend DOL increase its marketing investments.

So, as a supplement to the Apprenticeship Pathways Tool, we recommend that DOL investigate the potential of creating a U.S. national qualifications framework. This is a system or framework that is used in more than 100 other countries. Recently there has been an effort from a non-profit to engage in this work and we really support DOL looking to engage them and look into the potential of America creating its own national qualifications framework system.

And lastly, to advance best practices, and all this work, we recommend that DOL establish consensus on the definitions of many of the key terms that are cross-cutting throughout the ACA issue briefs. So, we're going to leave it at that. You all have our issue paper in your hands, and we really want to create some dialogue.

Eddinger: So, questions for the group? Somebody start?

Oberg: Having drafted the Modernization marketing piece as well, I would be interested to hear what some of the things are that would be relevant to new and emerging sectors that DOL could better market. How do we send the message, and what message do we want to send?

Willis: I can take a stab at it and then see if the other subcommittee members can fill in the gaps. I think we don't do a good job standing up those examples of people who have used apprenticeship, particularly in new and emerging sectors, like those who started in a low-wage occupation, made it to the journey level in something, but then continued to train along the pathway and made it to the top. I think yesterday, when we met Allie at city hall, and she talked about how apprenticeship mattered for her, and now she is the director of San Francisco gardening. We talked about this earlier, in another meeting, but we've put a lot of eggs in one basket. We go all in on National Apprenticeship Week, and there's all of this excitement across the country, and then it's just kind of crickets, and so we start planning the next one. So, I think that's another opportunity.

Oliveira-Rivera: I would say that some of the conversations that we had around the topic of promoting apprenticeship has to do with tailoring the message to the audience. And perhaps understanding that messaging that has worked or currently works in more mature industries, where apprenticeship is well known and it's a recognized workforce development tool, it might not have the same impact or resonate in the same way with an emerging industry. It's really thinking about who all the stakeholders are, and how to create messages that can effectively



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reach them and help them understand the value of apprenticeship—everything from the worker, or potential apprentice, all the way up to the employers that are going to benefit.

Richardson: Can I add to that? I think some of the work that needs to happen around engaging the employer is having a framework, and having what a good apprenticeship looks like, so they know what the quality standard is. Employers are extremely busy; they might not have huge staff to do the work, so that they know the endpoint of what a quality apprenticeship should look like and the supportive services that are available. So, the exciting part about having a framework is when given the map, they will rise to the occasion. So, I'll use our hospital association as an example. We often engage in what everyone in this room might call sectors partnerships, because we all have the same goal, we all need quality healthcare workers. How can we be innovative? But first of all, we always want to look for best practices and build upon those. So, having that framework package, the quality standards that need to be met so that they know about how to, then you provide the environment for them to say, "I will participate."

Ginsburg: So, what I'm struggling a bit with is that many of the new and emerging sectors that I interface with are in occupations like banking, finance, insurance, and tech. These are occupations that are not filled with people from underrepresented communities but are they high paying. So, this seems very narrow. I'm seeing the opposite of your bullet point, that "many new and emerging sectors are disproportionately filled with workers from historically marginalized populations." In that, many of these occupations are high paying, but these people don't have access to them and we should give them access. And so actually, I think for some of the larger companies that I worked with, they look at this as an equity driver specifically. They attract a lot of great talent; they don't need to do this. So that's what I'm struggling with. Not that this statement isn't true as well.

Wolfe: Right. Somewhere in here, Orrian said at one point something like, "also, making those same people aware of other kinds of opportunities." I can't remember what happened with that phrase.

Laney: You said it in a sub-bullet under that; it says, "we also need strategies to create opportunities for historically marginalized populations in higher-paid industries through registered apprenticeship."

Wolfe: You're saying embellish that? Give it more weight?

Ginsburg: I almost think like, if we're going to focus, we should focus on those occupations that we know are not diverse and that do have high wages.

Wolfe: Right. It seems to me, you're talking about adding one bullet, right? It's one bullet that talks about this set of industries, and another bullet that talks about that set of industries.



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Ginsburg: Yeah. “New and emerging” just makes it look like they’re all low paid.

Willis: It’s too bad that Adele isn’t here because I think she does have data around who is in those high-paid, new and emerging occupations.

Wolfe: I want to just address Tim’s question. Tim, what I would say to answer your question, the stuff you were saying is already acquired speech. When I think of marketing, I think of, why is there a whole marketing campaign for the army? Maybe not so much now, but it used to be, you’d see commercials, “the army wants you.” I’m not saying we’re recruiting for the army, but if we’re talking like that, at that scale—because to me, whether I’m talking to my relatives over Thanksgiving dinner, or with my Uber driver or my realtor just in the past couple weeks, they ask, what do you do for living, and I try and explain—they have never heard of the idea that there would be an apprenticeship in something like early childhood. So, I want to see some incredible campaign, like “Flo” from Progressive Insurance. I want something that clever, that compelling. If people begin to see it, they’ll go, “wow, did you know you could do this?” And it becomes part of the vernacular. When I think about marketing, let’s take ourselves seriously. Let’s get out there when people go, “what’s going on, this apprenticeship thing seems to be hot.” And then we’ve got to be prepared for the interest that will come with it.

Willis: And I really appreciated the comment earlier on advanced standing and being able to market apprenticeships to people who maybe have started a college pathway and dropped out, and saying, “hey, you’re already a quarter of the way there.”

Ladd: Can you talk a little bit more about what you envision the Pathways Tool would do, and what is the scope of the tool you’re thinking about. What are the pathways into registered apprenticeship and what are the pathways beyond registered apprenticeship? That’s one question. And then I’d love to hear more about the qualifications scheme you’re proposing here as well. Are we talking about a qualifications scheme just for registered apprenticeship? Most qualifications schemes are inclusive of all educating and training across the national landscape.

Oliveira-Rivera: So, the idea behind the tool is really to provide information that makes apprenticeship accessible to all stakeholders and to educate the public. But it would be hopefully a virtual interactive tool that would enable a job seeker or an employer, or anyone with a vested interest, to go on and see: what all the apprenticeable occupations currently are; what are the entry requirements to each apprenticeship program; what are the ending wages for someone who completes a particular apprenticeship program, by sponsor, because it’s going to be different; and then what are the potential connections that that person can make based on completion of an apprenticeship program. So, kind of thinking about Jamaine’s model and where one might come in as a coach operator, they complete that apprenticeship program, maybe 5-6 years down the line they’re interested in doing something else, they can log onto that tool and see, “oh, I can do



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this other apprenticeship program, or I can go into this postsecondary education degree, and what I've done here translates into X amount of credits, so getting that degree is going to be a lot quicker and simpler." It's just something that would be built over time because we recognize getting something like that up and running would take some doing, but this all-encompassing place where someone could go and map out their advancement and see how they can leverage prior learning or gaining access into apprenticeship and getting credit for it, or if you're a military person, what does that look like. So, taking all of that input and building it into this career pathway map.

Parton: That sounds amazing. What would folks think about if you tried that by piloting it in a sector? Would that make sense?

Oliveira-Rivera: That makes sense. That would be a good way to explore what that could look like and work out some kinks.

Eddinger: So, I think we already have some infrastructure, maybe through WIOA, where you have one-stop career centers. Individuals now who go into those one-stop centers are looking for new jobs, trying to change careers, or trying to get training. So, the community colleges have been feeding them these maps of where you can go. I can imagine this tool being a package of being that navigational tool. So, you have a place for distribution already; you don't have to start a whole new center to send this tool out to various folks. So, the development of the tool, I think that's where the work is.

Gibson: This is something that we're already doing in transportation as you heard from Eliseo and Aleiarose earlier. The way our programs are designed is that you come in as an operator, and then there's several career paths inside of transit that you can choose to go onto or stay where you are. One of the things that we do from a union standpoint is we protect those opportunities to move to those next-level apprenticeships for those who have already started the path. We do open it up to people from the outside as well. But the opportunity definitely goes to someone that has already started it. So, being able to do that now, trying to take that very model from VTA, what's interesting is that their program actually got kicked off from AAI, and it's gone from one program, to now they have eight apprenticeship programs. So, when someone comes in as an operator, they have several different pathways they can choose to go down. So, it's definitely something we're trying to take from there. And we're now doing it here in Oakland, and we heard a little bit from Aleiarose about what we're doing here and in other places across the country.

Oliveira-Rivera: Most sponsors will know who they've articulated with credit for the postsecondary degrees. That might be an opportunity to make connections if it's of interest in the sector or occupation.



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Wagner: We're doing a project that connects with Maricopa County community colleges and it's taking the sector view. I want to go into the sector you're interested in, look at it, get some real live information from looking at the roles, and then move towards that. We just started a new apprenticeship like that.

Eddinger: I would imagine that as you develop the IT tool, you would also need to build capacity in the coaching co-op system, so that when students choose, they're connected with it. I keep thinking about some of our apprentices sitting there today. It's that group that's going to build the capacity to use the map to help people. I was so impressed, looking at their mentors on the map and that's what made the difference. We can set up all the systems we want once they're able to handle it.

Ginsburg: I think the success of a tool like that is always dependent on the ability to keep the data live. I've seen something where people are like, "I'll try this," and it's good for like 6 months, unless the data is live.

Oliveira-Rivera: We could definitely add some additional detail around the importance of maintaining the tool over time.

Gibson: Again, I know we're talking about the tool, but I think another piece, and I don't know how you capture it in the tool, but we also have to keep those mentors engaged as well. Because it's one thing to have data and numbers; it's a whole other thing to have people who are going to actually be out there, making this work in live time. So, one of the things that we're seeing is the more you can keep mentors engaged, and somehow capture that engagement to the outcomes of those programs, I think that's a huge piece of it.

Eddinger: There are models for this in the education sector, within education non-profits, for example, Single Stop was one of those organizations where they developed an electronic tool on resources and how students are navigating the social security system or the financial aid system. Once they took the Single Stop concept and they put it into a college—or you can put it anywhere—the college's infrastructure helped to support that piece. So, I think a good idea would be to leverage as much of the existing infrastructure as you can, both the technical relationships and to have that tool be supported in an institution or a group of institutions.

Richardson: I agree with you, because a lot of the time, the students that are in dual enrollment, and they're youth apprentices, those technical colleges or community colleges might already have on their website information on how to move from one step to the next step, so it's clear for the young person to see. But what I'd also add is that for the adult apprentice, who really needs to see how they're going to get there from here, how a person can transfer those skills from CNA to the next role, they need to see that clearly before they can make a decision, that they are going



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to progress and apprenticeship is their option to pay their bills and get the services that they need to keep moving forward. Because we don't want you to ignore the people that are working for you. Those are folks that are already invested in your organization; your young people are the new blood that's coming in that needs a clear view of where they can end up. And for those folks that are already working for you, it's, "how do I move to the next step?" An adult will have less time than anyone to go to the college and meet with someone in the career center, go back and meet with someone in financial aid, go back and meet with someone about scheduling classes. So, making it easy for our current team members to seek their career path from where they are, that's important as well.

Laney: I would just add one thing to go along with this. Some of this work is already done; some of you might be aware of it, but the Atlanta branch of the Federal Reserve Bank did a tremendous amount of work. We worked with them to develop a tool called the Data Tools Dashboard, for analyzing and visualizing income determinations. But to your point about adults who need to be able to see how they move from here to here to here, what's that look like? It demonstrates clearly—you're currently getting these types of supports, you've got housing assistance, insurance, whatever else, and you're making \$11 an hour, and if you go to \$12.50, uh oh, you just ran into the benefits cliff, because now you make enough that you don't qualify for that, so actually your take-home pay is this. It's not the same tool as what you're talking about, but it does have a lot of that capability, and needs to be used with people that are trying to advise those career one-stop folks and all those people who are trying to advise, especially adults or out-of-school opportunity youth, folks that are trying to figure out what would this pathway look like. I'll be glad to share the link. It takes a little work, you kind of have to go through a little training to know how to use it because it's not meant for John or Jane Public to sit down and do it themselves, it's meant to be used with an advisor to help them plan their career path. But if we're building a tool like this to talk about, well, "here's what apprenticeship can do for you and here's how that career path looks," sometimes getting somebody a raise of \$2 an hour is the worst thing you can do to them, unless you've got a plan to get them over that cliff. So just wanted to throw that out there; it's a very, very powerful tool.

Eddinger: I would love to see the link and I'd be happy to disseminate it.

Willis: On the qualification framework, the way we are thinking of this is how other countries do it, which is that you codify a set of skills or a taxonomy that transcends education, workforce development, apprenticeship systems, etc. I think, to Val's point, a lot of people don't know how to articulate the skills they are already bringing to the table, and they don't know how to look at a pathway and say, "that is something I can achieve and that's something I'm interested in." So, it serves people on both ends of trying to enter or progress.



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Ladd: It's a big task.

Willis: Yes, it's a big task.

Eddinger: Great! Last question?

Oliveira-Rivera: We were having a little check in with one another on the comments that were being made around the potential loss of benefits when an apprentice joins a program. That's a big deterrent for some individuals who may be receiving public assistance, because as they start an apprenticeship, they may lose what they see to be their safety net, right? Understanding that it may not be within DOL's ability, necessarily, to influence this, or to which degree you may be able to do that, maybe something we should consider is that, if there is an individual who is going through a registered apprenticeship program, and I know we're going to be talking about wages in a little while, but while they are an apprentice, if at any point in time, their wage gets to a certain point where they might lose their benefit, is there a way to avoid that?

Eddinger: There was a bit for SNAP, related to what was going on with Covid, where there was literally a waiver, and you don't lose anything.

Willis: That's a great idea. I worked a lot around this, and people will tell you that, "unless I get a job that's paying \$60,000 off the bat, it's kind of pointless because all my wages are going to be garnished." This could be a consideration for registered apprenticeship.

Oliveira-Rivera: It might be more relevant even for pre-apprenticeship; it's something to think about.

Bright: We partner with the Department of Social Services and CalWork to see the benefits, and what we've done is leverage our relationship with social services to give waivers to those individuals who are in our program, so that they can receive those and continue to have their benefits for a certain amount of time until they're able to follow up for benefits and everything through a full-time job. It took a while to get it figured out, but we were able to work with social services to get waivers for specific individuals who are part of the registered apprenticeship program.

Eddinger: Thank you. So, I'm going to ask that we go ahead and wrap up this portion. If you have additional comments, please send them, so folks will have them available. So, the next group up is our DEIA group.

Diversity, Equity, Inclusion, and Accessibility (DEIA) subcommittee

Scott: I am our group's main presenter, but I'm also joined by my colleagues Stephanie and Val and a guest appearance by Vicki O'Leary. So, we represent the DEIA subcommittee, which



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stands for diversity, equity, inclusion, and accessibility, and our framework that we've presented is on page 2. So, one point is that DEIA is not an ancillary, it's not an elective, it's not a set-aside into practices and between the practices and policies of registered apprenticeship, but that they have to be included in every single facet, both on regulations and also how we prove what is a registered apprenticeship. When you do that, or if you don't do that, we have our second point, which is on occupational segregation. Individuals do not see that they belong if they don't feel they're going to be safe. What ends up happening is that folks gravitate to those job opportunities that traditionally feel safe. And what we overwhelmingly see, and we'll get to it at some point, is that a lot of individuals who have been discriminated against gravitate to those job opportunities and registered apprenticeships that don't always pay at a family-sustaining wage. And so, we're making those two as part of our framework. Next slide please.

So, it's really great that we can talk about our framework. But a framework is just a frame and I think I could use a billion different analogies and I think we all get it. We've all either have seen Field of Dreams or have heard of it—"if you build it, they will come." But we really don't ask the deeper questions, the secondary and tertiary questions of, you can build it, but if people don't feel like they are safe when they walk through the door, they're not going to come back. If they don't feel safe, they're not going to articulate that they don't feel safe. And the other part, too, is to belong; if people do not feel that they can speak up and be heard, you'll see, they're going to walk out the door and that actually has very real consequences, life and death consequences, as we'll hear in a minute. And so, for us, in our issue paper, we bring it forward that we must have leading indicators, not reactive or lagging indicators, that there is a particular scheme that is created through us and the Department of Labor on being able to identify when a worksite or a registered apprenticeship may become a hostile or dangerous place for folks that we want to have participate more in registered apprenticeships. So, just to give you 8 trillion reasons why investing in diversity, equity, and inclusion is important, I'll turn this over to Stephanie.

Harris-Kuiper: Thank you, Traci. So, I love the title of this slide, "8 Trillion Reasons for Increasing Equity." If economic opportunities had been equitably distributed over the last 30 years, the U.S. economy would have doubled. Over the next 25 years, if economic opportunities prevail, we could grow our economy by \$8 trillion. That's mind boggling. So currently, income inequality is, surprisingly maybe, increasing and driven by declines at the bottom by those who can least afford it. And we have the figures here and we have the numbers here, and you can see at the top—and these are head of household, Caucasian—I'm not going to read all the numbers, you can see them, but I'll say the first—\$77,999. Moving to the middle, looking at women again at head of household, median is \$51,168. However, when you look at African Americans, the median is \$48,297, and when we're looking at our Asian Americans, our Native Hawaiian and Pacific Islanders—these are disaggregated averages—it is \$44,000. Next slide please.



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Now, when we're looking at what I just showed you, in terms of income, we're looking at what's more in terms of our economy and business. The next slide really talks about systemic changes, and that's people; that's us, that's who we are. Registered apprenticeship is a proven—we've heard repeatedly throughout the day—it's a proven workforce solution. But despite improvements, it continues to reflect the inequalities, occupational segregation, and discrimination of the larger community. So, thank you, Brent, for saying that we come with our hats off, because I'd like to add this in with a different spin. Importantly, as we look at these data points, historically, the numbers have not significantly changed for the groups at the bottom. So, I could probably use fancy words to try to address what these issues are. However, here's the deal. We, as ACA members, do know the major root causes of the inequities and disparities reflected within the listed groups that reside at the bottom. We do know the root causes rest heavily both on structural and systemic racism, sexism, discrimination, as well as other "isms." As ACA members, you may not be able to individually change existing terms within the structural and system of racism; what we can do, collectively as members of the ACA, is to work with DOL, the Office of Apprenticeship. Extremely importantly, those of us in positions to make decisions pertaining to grant funding criteria for grant submissions as the applications must address the needs and services for the underserved and underrepresented. Importantly, we must work against the barriers, which continue to keep groups on the bottom from rising; to receive diversity, equity, inclusion, and accessibility within registered apprenticeship programs, which can and do lead to family-sustaining living wages. It's a real opportunity to lift up and change the lives of those at the bottom.

Scott: Thank you, Stephanie. So, the next slide is really focusing on leading not lagging indicators. And as I just mentioned in the opening, if we continue to go on the roadmap we currently are on, it has dire consequences, which begs us to actually stand up and change. Vicki, if you're online, if you can retell us the story of Outi Hicks, because not everyone was here when we met in Denver, and I think it certainly grabs what we're talking about.

O'Leary: Thank you, Traci. So, I want to talk about Outi Hicks for a moment. Back on February 14th, Valentine's Day, 2017, Outi Hicks was working in Fresno, California. She was working with a man that was a day laborer, not a union laborer. He was working for a scaffolding company, and she was working with him. And she complained about this guy a few times leading up to this deadly altercation. We really don't know what happened to where this guy just snapped and picked up a pipe and bludgeoned her to death. And that night, on social media, it blew up. Tradeswomen were all talking—we're all in our private trade-specific groups and then on our other ones that are private—talking about how this could even happen on a job. And then I asked the ironworker women, "have you ever been afraid on the job by something other than the work that we actually do?" And it was a resounding "yes." And it was crazy to think that all



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of these women had been afraid on the job, other than the actual work we do. And think about the work that ironworkers do; we work in high places, we work in small spaces. It's unconscionable to me that these women are having to worry about their personal safety, and not the work that they're doing. And every day that goes by, I think about Outi Hicks. This is going to be my life's work, trying to change the culture on construction sites. But also, looking at leading indicators, rather than lagging indicators, because those can be deadly. We do have some recommendations for those leading indicators that would help in recognizing when a situation is beyond what it should be. So, with that, Traci, I'm going to hand it back to you.

Scott: Thanks a lot, Vicki. Clearly, that story has hit us all. And I think it's important, as you said, making it your life's work; I think it should be a modality for all of us as a reminder. So now we turn it over to recommendations and ideas from the DEIA group. To present it, I'll turn it over to Val.

Richardson: Thanks so much, everyone. Next slide, please. What I want to ask you to consider is, isn't the apprentice the customer? Currently the data that we receive, we receive it from employers about their program, right? But right now, we're not asking the apprentice in a way that is anonymous so that they can give us honest feedback about what they're experiencing right now. We heard from the young women earlier today what their apprenticeship program meant to them. Thank the Lord they were in nurturing environments, where they had the support system wrapped around them, but I would guess that that's not what happens everywhere, especially in male-dominated professions. So, if we aren't asking them, how do we know what's happening to them, from their point of view? And if we are using an anonymous way to ask them, at least quarterly—so that we can collect some data in real time, so that we can respond in real time, or watch for trends, based on industry or regions or geography—how can we help when they're in the apprenticeship?

So, I would challenge us to think about ways that we can do what employers do, like engagement surveys. We've always done surveys when someone has left, but what about the person that decided not to engage in the apprenticeship, and they feel uncomfortable when they were doing the application process? If they exited early, did we miss a resource that we could've connected them to, to help them to persist and complete? We're not asking. So, we can consider that as number one, that gives that apprentice a voice that we've been talking about today, and then we'll see more of those apprentices being able to. Next slide, please.

So, what we're talking about are leading indicators, so that we can be proactive, we can identify it, we can help remove the barriers. And the other group that we may not ask a whole lot about are the completers, the alumni. Today, we asked those young women while they were here, "what could we have done better?" But I'm sure that there are some things that may be



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applicable to an industry like construction, or like being an electrician, that we just don't know about. Maybe it's that young woman who's trying to be a fireman, and she can't even get the equipment that will fit her. Those kinds of things we aren't asking. Could we have a systematic way of asking and comparing by region, industry, and education and how do we help them to keep progressing? Because we are addressing the barriers, in real time. Next slide, please.

As we move forward, we could consider some of the outcomes. My world is healthcare, so I'm working with a lot of women that are single women in entry-level work. I've learned so much from them. These are those women that if it weren't for an apprenticeship program, they would not be able to progress. These are those women that are maybe a non-certified CNA, or they just get to the CNA level, but they're not there yet, and they're trying to get to a living wage so that they can keep moving forward. One of the young women that comes to mind is a mother of six. She's at one of our technical colleges; she's pursuing the dream of becoming a nurse. And like one of the other young ladies said, they tried the old way, and they didn't have the wraparound services to be able to get there but we provided that for her. How many other young women are there, where their rent is \$1,000, and they're making less than \$15 an hour, and you can't afford it. Or the classes are not offered on the bus lines, so they can't get there. Or they get to work because they ride with someone else, because they can't afford a car. Or are making just enough, but not so much to lose the benefits that they have. Having their voice is going to be important. And from that study, this was the Health Occupations Professionals Grant that has been studied, so the statistics are singular. So, if you had those that pursued short-term, what we found is 24 percent of those that were African American or minority, they didn't move forward to the ones that were 9 months or 12 months. Oftentimes, of the 20,000 people that were reviewed, they stay in that 0-4 months, which is usually not that CNA, right? And so, what's stopping them from getting there? And usually, it's some of those wraparound services that could have been helpful. What they found is 56 percent of the white participants were able to move forward. So, we're talking about, if we can help them for five semesters, we can move them to \$65,000 per year. And we can make sure that they have everything they need. So that's one of the studies that we listed in our appendix on page 6 if you would like to take a deeper dive into it. So, it is possible that apprenticeships can do everything that they were created to do, but we have to make sure that we give them the resources that they need to move the needle, by removing the barriers, in real time. Thanks so much.

Scott: Thank you. So, we'll open it up to any questions.

Wolfe: Wow, that was just amazing, from every vantage point. I have one little comment and one question. The little comment is, I think you're right when you say the difference is the support services. Because, I think what Pamm said this morning was 70 percent of their folks go on to get their AA, which is an incredible number. So, there is a way to do it. That's number one.



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Now, I'm going to ask a question. I know I'm naïve, but I'm going to ask it anyway. If we have rules and regulations that are trying to get us to do the right thing or to do it fairly and equitably and all that and all the stuff we were talking about in the beginning, if our goal is to take seriously equity goals—the talk about access is all a second thing—anyway, here's what I'm trying to ask. Noel, with all due respect, and I sincerely mean that, if the apprenticeships you're offering are in well-paying jobs, and there is no standard that you have to meet when it comes to equity, and therefore—and I'm not trying to pick on you, I apologize, I just don't know where to start the conversation—if we're serious, why isn't there something within the RA system that says—it could be the employer, the sponsor, or the intermediary, I'm not sure—that if you can't show, let's say, year by year a 10% growth, something like that, then you don't get funding, you don't meet the DEIA standards we've accepted and we've adopted. And there's a price to pay. Why is DEIA just an idea that we talk about, and we don't legislate?

Ginsburg: What I would say, and I know with the work we do, we measure that equity within the program, as it relates to the reflection of apprentices to the community from which they come and then carry that through to the occupation. We see it as a market difference when you measure it. If you don't measure it, you can't manage it.

Wolfe: Wait, I don't understand, say it again?

Ginsburg: What I'm saying is, what we're seeing in our data, is that over indexes, we over represent minority communities in our program. That's why we think it has such power as an equity strategy. The question really is, if you legislate it, not all sectors are the same, and as we've already seen, some people don't see themselves in the sector where in fact it may be a wonderful sector. Tech is a great one, where actually it's male-dominated, but females tend to be better, but they don't see it for them. So, if you legislate it and the demand from the apprentices, or the people, regardless of age are not choosing into it, then does that in turn penalize the employer because people don't want to access the opportunity? See what I'm saying? So, it's a complex issue.

Wolfe: It's complex.

Lenhoff: Thank you to Traci, Val, Vicki, and Stephanie for that amazing distillation of all the work that we did. But one of the leading indicators would be an equity index where you would be able to look at the percentage of people who are available for and entering an apprenticeship program. In other words, have high school or GED and are in that area, whatever other requirements there are, and look at that. And maybe one of the things you would find is that in the construction industry in the Northeast that it's way low, but in the construction industry in the West, the equity index shows parity, shows where it ought to be. So, then you know, let's concentrate the investments, let's concentrate the technical assistance in the Northeast in



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construction. You look at other industries, and because it depends on what the specifics are of the available workforce, it takes into account the different occupations. One other thing I'll say is that we do legislate this; that is, the existing regulations at 29 CFR part 30 do require each registered apprenticeship program to do essentially an equity index of its own and make good-faith efforts to get there. They're not penalized for not getting there, but the Office of Apprenticeship and SAAs do, or should, be looking at that; they do, but not enough. That's what I would say, they do look and help and say, "well, wait a minute, did you try this, did you try that?" And if they didn't try that—there's some things specifically in the regulations that are required if you're not at your equity index. So, we have some of that. This would suggest doing it on a broader scale, so that you're looking at trends and can begin to figure out where you need to go.

Ladd: We're getting very close to being able to do exactly the kinds of things Donna just spoke about. But I think it is important to clarify—I think where you were going, Randi—we can't specifically tie a numerical outcome with funding attached to it. We've tried to go very far down that path, and I'm not a civil rights lawyer, but one could probably explain this better in that you can't do anything approximating a quota. So, it does come down to this good-faith effort, it does come down to setting targets, but it does require not doing the same thing over and over again and getting the same results and saying that's a good-faith effort. So, there's absolutely more that could be done in this area, but it's not, "we're only going to fund you if you hit this target," and drive equity that way. It might be more effective, but it would not be legal.

Eddinger: So, we have Erin, and then we have Bernadette, and then we have Jen.

Johansson: So, I'm really excited about the survey idea. A lot of schools are no longer requiring SATs and they're looking at the stats of the graduating students to see that actually the ones that didn't take it still did well. Thinking about that from the apprenticeship lens and capturing data on what apprentices ended up succeeding well, what do we know about them and are there barriers to current programs that don't need to exist? Like, do you actually need this particular test, say, to get into a carpentry apprenticeship, or when this carpentry apprenticeship that doesn't have that test and their apprentices are doing very well in journeying out? Are there ways that we can identify current barriers that don't need to exist in apprenticeship programs?

Scott: That sounds like a wonderful idea, Erin, but it also feels like that is a lot more than what we're recommending. The first bit is just to get a sense of what's occurring right now. Our slide was focusing on people first, then programs. That's one step. I think the second step is what you're talking about and gets to technical assistance. And I think that's a broader and very separate conversation.



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Wagner: I just wanted to make a pitch for this leading indicators idea. We talked about workers' voice and quality programs. You really have to set your sights on people in the same way with the indicator. It felt funny being in the insurance industry, where all we care about are leading indicators, and on the people side, we didn't really carry through with that until just recently. So, Randi, I did my last annual survey for employees that's done. I do quarterly pulse surveys and it's all about my action, very little about what it told me in history. And I love hearing all these success stories, but we can probably fill these seats with people that have opted out, and those are the ones we have to work on.

Richardson: Mark is right. I think that in our world—and my background is human resources—over and over and over again, it tells that retention is driven by, number one, the relationship with their leader, which can be a mentor, or their program, and the opportunity for development. And apprenticeships can be a key opportunity for development for those that cannot see their way to a 4-year degree. It is the on-ramp. So, if you have an industry that's not using apprenticeship, how can we make it easy for them to do so? And how can we explain it well, so that the potential candidate will know going in that my needs are going to be addressed or I have a clear path in there? So, all of our collective work together, it's just going to make that better. And for that family that has six children, this is the way to get those students an on-ramp. And that woman that I talked about, because her children saw her take the leap of faith and that technical college wrapped services around her, her oldest daughter has applied to college, and she has been accepted to a 4-year college, because she's academically ready to move forward. But had the mother not seen that apprenticeship was the option for her, that might have been a different outcome for her daughter. So, business case: when we support the woman, it raises economic ability for everybody in that household.

Eddinger: Thank you. I think we're going to go to Bernadette, and then Jamaine, you have the last word.

Oliveira-Rivera: So just as we've been saying about the other groups, clearly DEIA spent a lot of time and put an incredible amount of thought behind these issues to come up with some great recommendations. I was particularly struck by the idea of the survey, because I think that it could be a really powerful tool. I have questions about who would collect that data, how would it be looked at and how would responses then be deployed? Because surveying, to me, is probably the easiest part to make the tool available and get that feedback. But what happens to it? And how do we prepare the appropriate engagements? And maybe we don't have all the answers and that's okay, but I'm just wondering if that came up and if you guys have any ideas.

Willis: And how do you ensure that you have a representative sample? So, I was thinking that maybe you want to incentivize it.



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Gibson: My thought was about the survey and one of the locals I've worked with, Local 5 plumbers union in DC, I was talking to someone there about how they removed the barrier of the test that was required to enter into their apprenticeship program because they realized that people were being left out because of the socioeconomic backgrounds they came up in; they didn't have the math skills, because it wasn't taught in those areas. And so, what they do now is they have removed that and replaced it with some kind of assessment to show that someone can be taught, and then they teach them the math internally. So, when looking at union programs, this is one of those areas where we can do these types of surveys, because they had some kind of survey going to where this is the data that they collect, and so now that's going to be adopted as their national model. And another piece, I know we always talk about apprenticeship and 4-year degrees as if you have to choose one or the other, and I'll point again to what we're doing with apprenticeship programs here. Our apprentices receive college credits. So, we have them work with the community college to put them into a track to where they decide that they want to get an AA degree; the apprenticeship is helping them toward that. They can stay with the apprenticeship program and that's as far as they go, or they could say, "hey, I have these college credits," and try to use it in this kind of way.

ACA Members Final Deliberation and Committee Vote

Eddinger: Thank you so much. The next item we have on our agenda is the voting on the final strategic framework statements. And let me preface it with this: There are presentations today from each one of the subcommittees; you have essentially gone through and reviewed every single one of these statements. I know that there has been a lot of input and a lot of exchanges. And some of it might shift a little bit one way or the other, but from where I'm sitting, I would say we are 95 percent there with the things that we're comfortable with. So, let me make a proposal, that when we vote today, we do a provisional vote that would allow the acceptance of these statements with the opportunity of tweaking somewhere down the road, as we reached that final document that we're going to turn in as our final product, and that if things do change, then whatever subcommittee it is that's responsible for their piece are obligated to report back to us in Chicago on what changed. So, we have transparency, we have the closed loop, but we put a punctuation mark on it today so folks can move forward. Would that be okay? I will entertain a motion, then?

Oliveira-Rivera: Second.

Eddinger: Bernadette seconds. Discussions further than that? Is the process okay—that we vote provisionally today, change as you need to, as you talk some more, and report back at the Chicago meeting, and therefore we move forward?



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Lenhoff: I have a question about that process. Don't we have to have something final going into the May meeting? Then, if the changes have not been loaded before the meeting...

Ladd: It's the same as the issue papers. Our plan will be to get everything to you significantly in advance of the final May meeting, and then it'll be like the Interim Report; when you come to the May meeting, really there should be no surprises, everybody's seen everything.

Oliveira-Rivera: So, there was one statement where I was just concerned with how it was framed; I'm understanding that the language will be modified. I had an opportunity to check in with my group here. We're all set, but I did want to note that it will be modified.

Eddinger: And that was the reason for the provisional vote, so that you have the opportunity to make those adjustments and then come back, so everybody knows where we are. We have a motion and a second on a provisional vote on the acceptance of these framework statements with the understanding that there is opportunity for minor changes, and that those changes would be reported back at the Chicago meeting. But at this point in time, a "yes" vote on this will put a punctuation mark on finishing this portion of our work so that we can move on. So that's the vote; I had a motion on the table, and it was seconded.

Laney: So just a clarification. We're only putting that punctuation on these statements, not the rest of the presentations.

Eddinger: That is correct. So at least we put something to bed. So, if I have no other questions, those in favor? Those opposed? Any abstentions?

(All committee members voted in favor)

Eddinger: Okay, thank you very much, ladies and gentlemen, I do believe we have some statements!

Irwin: And every group and all the staff deserve a round of applause.

Eddinger: "It takes a village" is an understatement on this committee. Thank you for your good work.

* * *

Ladd: Before we go into the wage discussion, I think we have our federal partner Amy Peterson on the line, I wanted to give her an opportunity if she has any updates to share with the committee. I know I'm putting you on the spot, but you've been good soldiers being on this video call all day, so I do want to open the floor.



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Peterson: Hi, I appreciate the opportunity. I haven't been able to be part of the whole day, but I have to say, listening to those apprentices just makes you understand and realize why we're in this work and why we're doing what we're doing. So, I'm grateful for the work that you're doing. The Department of Energy is continuing to get its money out the door and is really working on the structure that we put in place, which is the Community Benefits Plans, and making sure that the people who are getting funding throughout the Department of Energy, including the office that I'm in, which is the Loan Programs Office, but also all of the funding opportunities that are going out, are really focused on creating quality jobs, the diversity of who gets those jobs, leaning into union jobs and organizing, and all of the things that make union jobs such strong careers for workers, and really focusing on apprenticeship and apprenticeship readiness programs. And we've also really been highlighting during Women's History Month an equal pay day, how we make sure that women have the opportunities to do that. So, we're continuing that work in all of our funding and really focused on it across the agency. I say this all the time, for somebody who's worked in government a lot, to work in an administration that's so focused on good jobs. I'm hiring people from the communities. I'm partnering with community colleges and unions and apprenticeship programs. It's great. So, I think the work that you're all doing is really good.

Just one anecdote. In the Loan Programs Office, we work with a lot of private developers across the country who are doing good work and we can't really talk about them until we get to a certain point where we announce them all publicly, but I was speaking to someone about their Community Benefits Plan just last week and they actually have created an apprenticeship program for manufacturing and clean energy. So, it was exciting to think about the fact that this is happening, as we speak, on the ground. So, thanks for giving me the opportunity to speak and participate. I need to go to one of these in person so I can see all you guys.

Eddinger: We look forward to seeing you, Amy.

Ladd: And thank you for your partnership. Are there any other federal partners on the line?

Melton: Hi, I'm not a partner, but I'm part of the committee, just want to say, Robbie Melton, on behalf of the HBCUs, historically black colleges and universities, and I have enjoyed the conversations and the discussion.

Eddinger: Thank you for being with us. We welcome your feedback and I hope that you'll be with us again the next time we meet. Thank you to those who are participating virtually.

2:30 p.m. – 3:30 p.m.



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1-HOUR OPEN DISCUSSION AND PLANNING SESSION ON CROSS-CUTTING TOPIC OF LIVING WAGES

Eddinger: Miraculously we're back on schedule. So, our next piece of discussion is about wages, and all of you have been talking about wages all through this convening and the last convening, and I'm sure in between. I know that my name is listed on here with John and Brent as discussion leads, but our goal is to listen to you and hear the nuance on the conversation about wages. So, I'm going to look at our Acting Assistant Secretary to my right and see if he has any comments at this point.

Parton: This type of issue is what the ACA is for. I've heard a little bit about some of the discussion that's happened across the work group and so, not to overburden us with thanks, but thanks, I know it's been a lot, and I know this is one people are passionate about. I think we're all passionate about it because we're here for the same reason, we're seeking the same results, which is real good paths and opportunities and good jobs for people, and apprenticeship that means something.

What I would love to open up here for discussion is the work of some various subcommittees. I think this is the right meeting to do it too. I'd like to say, we were geniuses for saying that this discussion would be the main thing today, when we're also featuring the non-traditional or expansion of apprenticeship to other sectors—I promise you, it wasn't planned that way—but it's worked out well to create some completeness to this. Not to say that any one sector, one area, or one set of jobs is the place where this should happen. I'll put it this way: Our values around apprenticeship, at least from an administration standpoint, are pretty clear. It's about good jobs. It's about equity. And it's about doing the right things to deliver those results. The last thing we want are those things to be in conflict with one another. And I think we want a registered apprenticeship system that can hold up all those things at once. A registered apprenticeship system that values all workers.

It's important we recognize, as we think about the expansion of apprenticeship, not counting out entire swaths of workers or swaths of fields. I think there's a lot of nuances around what the partnerships, the job structure, and the employment structure looks like within those fields, but to outright not see swaths of workers as potentially part of the registered apprenticeship system—I don't think anyone on this committee has that view or that position. I just want to state it from the outset. At the same time, I think we have to recognize that as apprenticeship expands into other sectors, apprenticeship can't just meet a job where it's at. And what I mean by that is, it means that we have to be more nuanced and think about the pathways in programs. That's not just a nice thing, to say that's an excuse for why we want to do an apprenticeship in that field. It has to be actually authentic to be part of it. So, I think all of us who live in career pathways work



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know, sometimes it's a nice idea that doesn't always get fulfilled. And so, if we did go in that direction, how do you make that deal?

So, I think we're all here for the right reason. And I know it's a question around wages, which is one element of job quality, but I would argue is a pretty important one. But I think we have the right folks around the table. And again, this is not an exercise where we make a decision today. This is an advisory committee. This is something that I think is really important that we bring out into the public and feel that we engage broad stakeholders. So, that's what I wanted to share on the front end. If you were looking for some sort of decision from me, you're probably disappointed. I want to hear from you. I want to hear where things are at. I haven't been able to be a part of all the discussions, and it's not just me, we at the Department of Labor and our leadership, and all of the important stakeholders. So, with that, I'd like to go to John.

Ladd: I'll just add that I think Brent set the stage perfectly here. It would also be helpful to hear if there are subject-matter experts or other people that you think would be beneficial to hear from? We can help try to arrange for our next meeting. Like Brent said, we're probably not going to solve this issue here in 1 hour, but let's start that conversation. And then, let's think also about, are there additional voices, additional experts and practitioners that would be good to hear from on this issue.

Eddinger: So, why don't I start with this. I would entertain the stating in a very succinct way of the research question. What question are we trying to answer around this table today that has been top of mind for you having to do with wages?

Laney: Yes, ma'am. In Alabama we've dealt with this right out of the gate. We had the advantage of being a new State Apprenticeship Agency. So, unlike a lot of my peers who have been doing this a long time, we didn't have things we had to undo. So, we got to start pretty much with a blank slate, and our initial question was related to wanting to expand the number of people using apprenticeship, and we wanted to expand the types of apprenticeships available, so that we could expand the diversity of Alabamians taking advantage of the apprenticeship process. But in doing that, we had to wrestle with the question of, do we want to, like you said, meet the jobs where they are, just create an apprenticeship for the job like it is, or do we want to only build an apprenticeship program that's going to lead to a living wage or a family-sustaining wage?

Our State went through a very in-depth process to determine what is an in-demand occupation, and part of that is that it has to be making at least 70% of the median wage for the region that it's in. It has to have some type of postsecondary credential. It looks at Good Jobs characteristics. The question was, are we willing to build training programs that may not lead to a family-sustaining wage or a living wage, so that we can diversify more quickly the people who are



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participating in apprenticeship, or are we going to take more restrictive view—which, spoiler alert, that's what we did—that we're only going to register apprenticeship programs that result in a family-sustaining wage. That, to me, would be the framing of the question. Is it more important to expand the vehicle of registered apprenticeship to as many jobs as possible, or is it more important to be more selective, when we know that's going to result in the elevation of that citizen. For us, everything is in soundbites, so we just wound up with, “we will not train people into poverty.”

Eddinger: So, that particular framing is now on the table. I would entertain a second framing. I'm not asking for answers, I'm only asking for questions. I would entertain a second framing that gets us some of those answers perhaps, but maybe with a slightly different angle, because I think the framing that I'm hearing is that you have a job that pays family-sustaining wages, you have an apprenticeship path that gets you there—so, you start here, you end here. That's how you determine what an apprenticeship is. My question is that in iterating apprenticeships, is that the framework that we want to stay with or there are other ways to look at this framework of the beginning and the end? Or could there be milestones between—like when I talked about credentials? That might be part of that pathway. Randi?

Wolfe: I wanted two points of clarification. I wanted to know, one, how you define family-sustaining wages, and I wanted, two, to hear examples of the industries you had to leave out because you took the narrow view. Can we get answers to that before I move on?

Laney: We're housed inside of the Department of Commerce, and our Department did a study across all of the industry sectors that we are expanding, so state-wide, came up with a dollar amount basically that was the living wage—I kept saying family-sustaining wage, as if those terms are interchangeable, but I saw one of the previous things saying that we need to find these things that are not necessarily the same—but it was a decision by our Department of Commerce that we won't spend State dollars to support development of programs that don't result in the living wage. So, right now, that's \$15 an hour. So, if it's not that to start with, the Department of Commerce won't do it.

Wolfe: So basically minimum wage then?

Laney: That's not our minimum wage. That's significantly above our minimum wage. That's the living wage for a single adult with no children in almost the entire state. There are some pockets where it's a little higher, some pockets that's lower for cost of living. So that was the dollar amount we came to. And to your point about starting here and getting to that, our interpretation of that wage threshold was, you may not be making that on day one, but at the conclusion of 1 year of training, you have to be making at least that. You might have walked in the door with



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zero skills, but you may get something you can survive on until we have you up to a minimally skilled threshold.

Wolfe: So, what were some of the industries that couldn't cut that? Because I know you have early childhood.

Laney: We do. I was a high school principal, so when we write ourselves rules, we leave ourselves lots of leeway. So, for example, early childhood by itself, the initial level for us, child development associate, it was nowhere near—it's atrocious, it was a downright national shame what we were paying these people—but, what we decided to do, rather than say, no, we will support that, was we built a three-tiered approach, so that you get that entry-level job and no, it doesn't meet it, but the second tier is the associate's degree and the third tier is a bachelor's degree. And there's articulated coursework all the way through so, you don't just go through it, and, for example, when you're moving from the associate's to the bachelor's, you get course credit, 9 hours of course credit, articulated for the work you did on the job in the previous level. So that's moving people through faster.

Ladd: That's one program?

Laney: Yes, that's what one program with three tiers. I think we had to put it in RAPIDS some particular way. But when an employer signs onto it, they have to commit that they're willing to do the whole thing.

Ladd: But there's off-ramps.

Parton: To get the funding?

Laney: To get in at all. Because there may not even be funding.

Wolfe: But it's registered as three different apprenticeships and the employer signs onto all three?

Laney: It's one, and there's three tiers.

Ladd: With interim credentials.

Laney: It's listed as three occupations so that you can move in to the next one, get your intermediate credentials, you get your certificate. But in terms of what we had to leave out, we had to leave out CNAs.

Irwin: I have one question. How long is that apprenticeship, how long does it take to get from each level?



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Laney: One year from CDA to associate's. You start your associate's, and then depending on how many credits you already have, it could be as much as 2 years. The time is just how long it takes to complete your coursework. And then you go to the third level, with as many as 2 more years to finish.

Irwin: So, it could be 4 years before you're making a living wage?

Laney: No, not before you're making a living wage. In our case, you graduate with a bachelor's degree and are a fully certified teacher for third grade, making \$50,000 a year.

Irwin: Okay so you're talking about early childcare. Okay. Are they certified in Alabama?

Laney: Yes, you have to go through the Department of Early Childhood Education.

Irwin: Thank you.

Eddinger: So, the second half was that you were going to give some perspective, so then we're going to go move on.

Wolfe: So, I want to start with a philosophical premise, that every person who puts in an honest day's work deserves a family-sustaining wage. That should be the aspirational goal—if you work a good job and you do a good job at it, you should be able to support a family. That, in itself, is a revolution, I recognize that, but if we don't start there, we won't aim there, and then we start to accept compromises from the beginning. I just want to frame it that way. Within that, I would also put a subcategory, which is, if we as a broad economic coalition don't ensure that essential services are met, by making sure there are healthy, well-supported, well-compensated workforces, we are cutting off our nose to spite our face, to say the least. That's not just early childhood, that is nursing, that is mail carriers—we learned in the pandemic what those are, essential workers. So, with that as the framework, my question would be, how do we ensure that the registered apprenticeship system can include essential services and the range of industries that, because of historical segregation and economic inequities and sexism and racism, don't pay what they should? How do we take a stab at addressing that within the parameters that we have?

Eddinger: It sounds like you're looking for the apprenticeship system to help address that. Thank you for that. Traci?

Scott: The reason I'm being quiet is that it's really hard to frame all of the influences of this decision in one research statement. But if I were to pick one—and feel free for other folks to add semicolons to it—it's how to improve or how to remove barriers for those currently in an apprenticeship. So just retention. Because that's a bit of it. If somebody's not making enough money when they enroll in the program, if it's below even a standard living wage or whatever



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the minimum state wage is, I can tell you that from a running program, if we offer somebody \$12 an hour in training, but they can go to Target at \$15 an hour, they're not going to stay in your registered apprenticeship. And it gets to the data point, that 41 percent of people leave a registered apprenticeship. We're not asking that question of, "why?" And I think you can't not look at wages as a participating element in that. The other bit I will add too, when we talk about retention, is that we haven't really talked about racial and gender inequities in pay within apprenticeships themselves. And that, once you do look at that, the barriers do then change for that as well. We know that it's not just African Americans. It's African American women that are the lowest paid of registered apprentices. And that definitely has both occupational segregation included in it and systemic racism, whether it's overt or subconscious. That happens too. So, it depends on how you want to look at where you want to impact this. Do you want to impact this because we actually, truly want to make registered apprenticeship be one of the important vehicles to lift all boats within the harbor itself? Or are we going to try and find a safer path, and try to figure out an easy question to answer? This is messy in its own way. And I think that is where there's restraint and passion in that love because we all have the same thing. But I think asking it in a succinct question, I don't think does the whole issue justice in its own way.

Eddinger: That's why I'm asking for everybody's input. So, we have some comments on that side of the table on whether something is apprenticeable, right? That was the initial question. And now we have comments on this side of the table, beginning with Randi, about the social justice of it; is this an equity driver and to what degree can you actually drive it?

Irwin: I apologize ahead of time, I don't want to tell you where this happened, but 5 years ago, my organization was looking to go into an area that really needed apprenticeship. The problem was that the current journeyworker rate was \$8-10. How do you do a 3- to 4-year apprenticeship program for something like that? It's impossible. And we looked at all sorts of different things, and we could not do it. That's one of the things you're looking at, a wage that's not a living wage, how do you attach an apprenticeship program to that, where you're paying less than prevailing wages? You won't attract anyone, and it just will not work. And it's not right. It's just not right to have people get to a living wage, but also have fairly good wages as they're working their way up. It's not right.

Bustillo: So, I will follow up with a couple of statements and take us onto a different track. For me, it's no surprise; we have a lot of passion on our particular subcommittee, we've had a lot of conversation around this particular issue as well. I come out of the healthcare sector where certainly we have huge issues as it relates to occupational segregation and job quality. But we do have a wider band of occupations as well. Once again, I will thank the Department here because the Department has put out the Good Jobs Principles. So, Randi, I agree with you, we can talk about being aspirational; I think we have a responsibility here to be aspirational. So, if we are not



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talking about family-sustaining wages, even if it's aspirational in some sense, in some sectors, I feel we have a responsibility to clearly take a stand on that and do the work around that. I think it is really important that we do so. The Department has the Good Jobs Principles that talk about family-sustaining benefits and stable and predictable living wages. If we are saying that registered apprenticeship is typically the gold standard for training, and we're not using that language as well, then what are we doing? That's the question I have.

Oliveira-Rivera: This has been definitely an issue that we've had some spirited discussions around and there's a lot of passion. Being at this table has reinforced the idea that we definitely want to make sure we have an apprenticeship system that is inclusive and creates opportunity. That said, as I think about what that means, my views have not changed. That wages and having an apprenticeship that ends in a living wage is critical for the integrity of the system, and to lift all those boats in the harbor. I'm thinking about the female apprentices that we saw here this morning and where they are and how important it is to make sure that we are not supporting the occupational segregation that we keep talking about, and that we're not continuing it in some of the choices that we're making as it relates to how the system operates. I also believe that there are ways in which we can support everyone along their path to getting to where they need to be, that doesn't just ignore lots of people. And there are on-ramps—pre-apprenticeship is a fantastic onboarding to family-sustaining wage occupations that are apprenticeable under the quality guidelines and frameworks that we've talked about. I'm really heartened to hear that Alabama, as a State, was strong enough to make that choice, because they recognized that that's best for the people of their State, and to support the industry within it. So, I feel as though the conversation is a difficult one to have. But we all want the same thing, we want registered apprenticeship to end in a family-sustaining wage, not "lead to," not "down the line, sometime, maybe you might have a family-sustaining wage." You're investing your time and effort and at the end of this, you're going to be earning enough to support yourself. But that doesn't mean that there isn't a whole other set of thinking that doesn't go into, how do we make this happen for everyone? And what other kinds of systems of support need to be there to actually make that a reality?

Oberg: So, I feel like we've already laid out our destination, the family-sustaining wage for all those who took part in apprenticeship. So, then our question really is, how do we allow for an apprenticeship to include and serve those who are low-wage workers, put them into a program where they're going to complete and make that family-sustaining wage? How would we accomplish that? I think Alabama accomplished that by determining that it's not just this 2-year program, it's a 6-year program with a 2-year off-ramp. You weren't currently able to serve CNAs, but if the CNA program had a pathway to get to an LPN or an RN, that would be a family-sustaining wage. So now we're just lengthening this apprenticeship. But we have off-ramps that are at smaller credentials, smaller career choices. We currently have the capability to



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set that up. The biggest thing I think we would need to change is that we currently limit apprenticeship, when you're allocating hours received, on-the-job learning has to be done in the same occupation. If we were to change your terminology to an "essentially similar" occupation, this would allow more of those off-ramps and on-ramps. Someone could re-enter apprenticeship and not be at square one, they're at a higher level because of their experience in a substantially similar occupation. Someone who into a painter's apprenticeship, then 1 year in decided that job wasn't right for them, and maybe wanted to move over to pipefitters. It's an extremely different long-term job, but the first year, the essentials of how that works, it's substantially similar. Anything within the IT sector, you want to move from cybersecurity to some other work—this is outside my wheelhouse—a lot of that is going to be similar, dealing with computer languages and basic operating systems. Your first 6 months are substantially similar, regardless of the endpoint.

Eddinger: Thank you. I think, Noel, you're next.

Ginsburg: I'm trying to think through this, because it's obviously complicated. There seems to be two sides of the coin. One side, which I think is essential, is that registered apprenticeship has to lead to a family-sustaining wage. On the flip side, we saw the apprentices today—and I don't know what they make, but I don't think it is a family-sustaining wage—and the question is, is it essential? It is really a societal question; do we believe that investing in early childcare is essential? I think everybody in this room believes that. And yet, we don't vote for that, so we don't invest in it. So, how do we address that issue? Because I'm not sure that we can force that issue, because we're not the voter. And the reality of it is, whether it's a teacher, and the fact that some teachers in California are not paid a family-sustaining wage is a tragedy for our society. So, the other side of this coin is, how do we address that within the registered system? And is this the right place to do it, in the sense that, can we actually have an impact? Because the question is answered; we need to invest in it. So, I don't think you can have a registered program if it doesn't pay a living wage at its conclusion. And I think some of the occupations that are critical to our young people; they need to pay that, but they don't. But is this the way to make it happen?

Lenhoff: Mark, then Todd, Donna, and Bernadette.

Wagner: All I can tell you is what happened with my company when we went from pre-Covid to post-Covid. In the insurance industry, we got hit by the Great Resignation pretty hard; people were remote and could change positions very easily. So, the positions where we'd normally put the apprentices got hit the hardest, so they did a market survey to say, are we paying that position accurately? Of course, I had one of my people go into the meetings and I told them to make sure that they pay attention to the apprentice wage. And what came out of that was a wage of \$22 an hour, plus bonuses. And I asked, what do they give at the apprenticeship level? And he said,



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“why should we pay them any differently?” And the outcome was that they just did away with the apprenticeship program. So, if you're coming in traditionally into that starting point, the apprentices come in at the exact same starting point. The only difference now is the development plan. We're saying that the apprentice development plan is exactly what it always was, a targeted position, where the off-ramps are there for anybody else. So, there's kind of serendipity, but I think it was the right decision.

Eddinger: Anton?

Ruesing: So, thinking through some of the questions that Noel asked, and some of the things that Bill was talking about. We can't fix all of society's problems here, but we can protect apprenticeship here. And that's what I think we need to focus on. I can't imagine a world where an apprentice goes through a program and ends up with a wage that can't support their family. And then if you back up from that, their entry point is lower than that. So, if the ultimate result is a non-family-sustaining wage and you start less than that—I made a note the other day, but September 10th, 1935, the first ACA report back to President Roosevelt said it was evident from the beginning that apprentice training needs to not be used as a method of securing cheap labor. And that's what we're doing if we allow low wages to creep into apprenticeship.

The comment that Bill made about looking at whatever industry that that was, a journeyman painter only makes \$13 an hour, and you can make more money going to McDonald's. And, no disrespect, but the painters down there are not the highest quality painters because we can't bring people into the apprenticeship program. They're not interested when they can go to work at McDonald's and make more money than they can make putting on a blast hood and getting abrasive all over and making a mess of themselves and destroying their body. They're not going to do it, so we have a very hard time recruiting down there because of that. You go to New York, where the wages are considerably higher and you have some of the most skilled painters in the industry, because the wage drives people to perform and be successful. Take all that with a grain of salt because of some of the DEIA issues and some of the historic segregation. But we have to open those doors to those high wages.

So, I think we need to focus on protecting apprenticeship, protecting high wages and registered apprenticeship, and we set it apart, and if you go back to 1775 and you have Adam Smith talking about how the wages are based on who can hold out the longest, well right now we have a labor shortage. You have a shortage of workers and wages are low, and people start flocking to other occupations, and you're going to start to see those wages go up. And if registered apprenticeship says that you can start somebody at a lower wage and you can elevate them to a position where they're not going to be able to support their family, they won't be going into those occupations. But if we set the bar high enough that they can support a family, they will tend to go there.



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Eddinger: Thanks. We'll go to Donna and Bernadette, and then we'll come back around this way.

Lenhoff: I have three comments that I'm going to try to keep short. First question; Randi asked at the beginning of this discussion about how do you know what is a living wage? It varies according to location, because obviously Alabama and California are very different places in terms of cost of living. There are well-respected calculators that can be used to determine that. MIT has probably the best known one; Traci will talk about it, because she's played with it and she's a fan. So, that would actually answer your question, John. That could be how you do this and answer the question of how you construct that scale. They do it by county and they update it every year, so it's pretty good, I think. I would like to hear others' thoughts on that.

Second, there are always two ways—and this is also true for racial equity questions, the pay gap between women and men, between blacks and whites, Hispanics and non-Hispanics—there's always two different paths for that. These people are concentrated more in the lower paying occupations. So, one way you deal with it is you get the people who are in the lower paying occupations to apply to and get into the higher paying occupations, so that you're reducing the occupational segregation. That's what we talk about when we talked about DEIA in the traditional construction trades where women had long been not so present and also there's been a lot of racism and other issues, many of which are better, but we still have nooses on the job, in 2023 there have been some already—there were nooses put up in the Obama library that was being built in Chicago just last year. So, you want to deal with it at that level. But the other way to deal with the pay gap is to raise the pay of the occupations where the lower paid people—often black, brown, and female people—tend to be located. And so, this is a “both/and.” We can do both without diluting the registered apprenticeship quality requirements to provide a sustaining wage.

My third point is that I want to argue that doing it by saying, “oh, well, the people will be in registered apprenticeship and that will somehow raise the wage,” that's not the answer. The answer is external to registered apprenticeship, and it has to do with society and what we're willing to pay for and Build Back Better, if you remember, was going to deal with. And as Noel said, we don't have people quite voting for that, but we have some other ways to approach that even in this room. But one thing is the question of investments, which you mentioned, and that might be something, if OA wants to invest in this new childcare program, for example, or healthcare. You can help out as people get a program going, so that it can ultimately pay a living wage.

Eddinger: Thank you. Bernadette?



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Oliveira-Rivera: Some of the points I wanted to make have been made already, both by Anton and Donna, acknowledging that the registered apprenticeship system is one way by which we can address some of society's bigger issues, but it is not the only way nor necessarily going to effectively address all of the things that we're talking about in terms of whether it's occupational segregation, racism, or wage gaps. But that's why it is so critical to be protective of it. Because, for me, when I think about how the Department promotes registered apprenticeship and talks about registered apprenticeship, it is always that this is the vehicle for individuals to have a lifelong career, to attain middle-class status, that it provides opportunity. And wages are a critical part of that. And I feel as though unless we remain true to those principles of ensuring that we are investing in apprentices and that by the time they're done putting forward all of that effort, that they are going to be able to support their family, then we're not doing our job as ACA members. That's why we're here. We want to create opportunity. We want to make sure that supports are there. We want to make sure that everyone has the equal kind of support that they need to succeed. And I believe that this group has the ability to come up with the appropriate way in which to do that without ignoring or leaving out any one occupation or sector.

Willis: In San Francisco, where I operate, a family-sustaining wage, depending on what equation or calculator you use, can be very different. A single adult is \$55,000 a year. An adult with two children is \$150,000 a year. So, I don't know if I can point to an apprenticeship program that journeys out at \$150,000 a year. One of the expressions that Randi likes is, "we don't want to throw out the baby with the bathwater." And so, until we have consensus on what is the definition that we're going to use in registered apprenticeship for "family-sustaining wage," it's really hard to make a concrete decision on these issues. And then, in terms of what makes a quality job, it's not just wages, it's benefits, it's does this job or pathway allow you to persist in education? What does the retention data look like? So, if you look at the programs that Josh and Tim talked about, maybe at that first endpoint or off-ramp in the 3- to 5-year pathway is a living wage, which maybe is not family-sustaining, but by the end of that program it is. And so, I just think it's really tough to even have this debate without us all sticking a line in the sand on what a family-sustaining wage is. So, bringing in the experts from MIT would be very valuable.

Eddinger: Thanks. Those of you who have not spoken, I really invite you to speak up. This seems to touch all the work of all the committees. And even if you want to just recap what you've heard, you're welcome to do that as well.

Oliveira-Rivera: Since this is something that has touched the work of all subcommittees, I'd be curious to hear from the subcommittee members here in terms of who addressed the issue of family-sustaining wages in your subcommittee? And what thoughts emerged around that?



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Scott: From a DEIA perspective, as you notice in our second framework statement, we do pose it there. From our perspective, one, just looking at the data as it is; wages continually decentralize and there's a lot of reasons for it, but we find that women and individuals of color are overwhelmingly at the bottom end of that. So, we know that women in apprenticeships make about \$10 less than white men. Fifty percent of households are led by women, married or otherwise, 60 percent of African American households are led by black women. If we want to talk about how apprenticeships can be a vehicle for middle income wages when, in general, women make the least amount of money, that doesn't equal out. Then, two, what's interesting is if you take the data and you disaggregate it based on what are the top apprenticeships that are openly available and the wages, and you disaggregate across different sectors, you see again a racial element in certain apprenticeships in certain regions, because we haven't really talked about regions either. African Americans overwhelmingly fall at the bottom end. In some other regions and markets, it might be natives who fall at the bottom end. It can be new Americans or immigrants that fall at the bottom end. So, the DEIA subcommittee saw the equalizing element as helping those that are most vulnerable in our society, to help strengthen their ability to economically participate in our economy. We do know this from history—one of the little-known factors of the Great Depression is that because those who had the least amount actually went further into poverty, that collapsed the economy. So, it's not just a matter of an individual; we have to look at it as a broader economic conversation. So, we have historical knowledge that if we don't address it, it will spell doom for all of us.

Johansson: We've been talking about this very first conversation the Modernization subcommittee had, that apprenticeship should result in living and family-sustaining wages. And I'd just echo what Daniel said, if we don't agree, what are we doing here? That's what we're aiming for. I don't think we need to bring in an expert. We're the advisory committee. I don't think we need to be so specific about it, if we mean an adult with one child; let the people setting this up figure that out. But I feel, as an advisor, we need to take a stand on this. I think we can do that today.

Eddinger: It's funny, I'm looking at Jen and I'm thinking there's an equivalent of this that's going on at the community colleges.

Worth: Yeah, from a youth perspective, people are smart, they are choosing where they want to go. I think that we talked about wages in our subcommittee. I think there's a value proposition that's going on now in higher education, and people are starting to decide whether or not they want to go towards these long pathways. But, while we all believe these things are important, people are making choices about what they want to do tomorrow. These are the decisions that we are up against. And as we put a value proposition like a 2-year program in front of their face, they don't want it, and employers don't want it either. You say, "you don't need a PhD, you



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don't need a master's, you don't even need a community college degree, it should be faster than that." So, whatever we propose to those young people, it has to be of value, not just financially, but also in the pride and the dignity of what that occupation is. So, is early childhood education the right thing for everybody? No. Half the community college presidents will say, "we're not going to do that, it doesn't provide family-sustaining wages, so why should we do that and train our students in that path." Other community college presidents will say, "heck yeah, we're going to do early childhood education because that is a foothold into a variety of other services that individuals would not otherwise have access to." So, these are tricky conversations, but I think that's too much narrative for a 22-year-old who's making a choice to go into apprenticeship X or job Y. And so, I'm worried that the wage discussion will come down to other things.

Eddinger: Let's spend another 10 minutes for a second round. I have a couple of notes here and I'll try to help recap what I've heard, and you guys could add to it so that we'll have a set of notes that comes out of this session.

Richardson: I don't want to leave out the market for the role. So, here in the geographical area, there is a market for the CNA, there's a market for the LPN role, and there's all kinds of surveys of whatever that say who's paying the most for a nurse or an LPN. So, when we say living wage or family-sustaining wage, which we love, we can't dictate how many children people have. But we certainly need to make sure that those apprentices come out with the skills and the credentials for the market for the role. As an individual organization, we make the decision that we would pay a living wage for our geographical area. But what we have to be very clear about is, when you reach this credential, this is what gets you to the next level. And so, I don't know that I want a nurse that was only in school for 4 weeks. I want them to be there for all 5 semesters. We're not trying to get them up quicker than that, because they need to know what they're doing. So, some of the conversation just needs to give some credence to when we talk about family-sustaining wages, that we also include the geography. I like the MIT model; I think it's really, really good and it keeps everything in perspective, but they don't market by role.

Eddinger: So, this is an interesting point, because we do the same kind of work at the college. We have the occupation, so we have the careers. And then we do the research, and we say to people, "when you come out with this credential, this is about how much you will make." I don't say to them, "this is not a family-sustaining wage, or this is a family-sustaining wage." But we tell them what the wage is. I sometimes worry about the way that we talk about apprentices as though they cannot really make a decision of whether it's enough for their family.

Kardel: Speaking for tech in San Jose, workers aren't stupid. But they only know what they know. So, I think that we need to be sharing that information. And coming from tech, being the sexy darling of investment, we have some very good wages. So, I have been really quiet. We



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definitely have some entry-level jobs, like help desk. And I think something to think about in this wage world is, you can start at help desk, but can you move to network tech to cybersecurity? Because you probably don't want to stay there once you have a second kid. So, the two points are, people aren't stupid, but they only know what they know. And we also need to think about this progression possibility; no dead ends, please. The second thing I'll say is just today, we had that female apprentice sign on, she's completing her apprenticeship for an employer out of state, in Louisiana, who's working remotely. That woman hit the jackpot, I bet, when you look at what she would've gotten at her back door to where she's now working remotely. I need to look at that specific case. I think this remote wage pressure we've seen, in tech, for example, has been a tremendous leveler for jobs that can be done remotely. So that's another layer of the complexity of this issue. Obviously, some jobs can't be done remotely. But for the ones that do, wages have gone up in some places and down in others. So, it is complicated.

Eddinger: Thank you. Bernadette, Anton, and then Randi.

Oliveira-Rivera: So, I want to echo what Amy said, in terms of workers being capable. Everyone can certainly look at numbers and opportunities and pathways and make informed choices on what's best for them. But that's not what this is about. Our role here is to share information about what apprenticeable occupations exist to support employers that are interested in registering apprenticeship programs, to do that successfully and to ensure the welfare and long-term employability of those apprentices that come through this registered apprenticeship system. Part of that includes, how do you look at onboarding ramps for individuals to gain access into apprenticeable occupations? A majority of the comments that we've heard today clearly lean towards this requirement of ending in a family-sustaining wage, and not the idea that you complete one registered apprenticeship program that does not pay you a family-sustaining wage, and then you have an opportunity to maybe do a second or a third one to get to that point. Because, what if I completed that first apprenticeship program and my personal circumstance has changed, or that employer decides well, I've invested in this worker and they're doing a great job here, I have no opportunity to put them into that next level. And I think that all of these are very real and valid points that need to be thought through.

But I want to echo also what Erin said, which is that we don't necessarily need to hear from an expert at this point. That, aspirationally, it should be the role of the committee to have a position on whether or not an apprenticeship program should end in a family-sustaining wage and then put that recommendation forward to the Department to work with whomever we need to get aligned to determine how best to calculate that family-sustaining wage in a way that does take into account geographical differences and other types of necessary considerations. And recognizing that we have issues briefs that we need to have finalized at the May meeting, that doesn't provide us with the opportunity to leave here today without a resolution on the issue of



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family-sustaining wages. I know that the labor caucus has come together to have many conversations around the issue of wages outside of just the work that we're doing in our subcommittees.

So, with that, I would like to take that opportunity to put forward a resolution for the committee to consider around the issue of family-sustaining wages. And what we would like to recommend is that in the reauthorization of 29 CFR part 29, that the Department make it a requirement that in order for an occupation to be apprenticeable, and for an apprenticeship program to register, that they must provide a family-sustaining wage, and determine how it will be calculated, by the last year of that apprenticeship program or prior to that apprentice being able to journey out, if it is a competency-based program. So that is the motion I would like to put forward, and I appreciate everyone's input.

Ruesing: Second the motion.

Eddinger: We will entertain the last two comments.

Irwin: But there's a motion on the floor, and it's been seconded.

Eddinger: So, what I will do at this point then is to open the floor for discussion.

Irwin: Thank you.

Eddinger: Then we can take the two comments. Why don't we go to Anton, Randi, and then the virtual comment, then we'll come back to take care of the rest of the motion on the floor.

Ruesing: I'll be brief, and it's on recruitment and the conversation you were having about potential apprentices. I have some colleagues who went to a school in Boston that had a pre-apprenticeship program for career exploration, and I've listened to all my colleagues talk about all the things at this high level that we talked about in groups like this, and every person in that room was zoned out. These 16- and 17-year-olds could not care less. I told them that my daughter, as a first-year apprentice, has \$12,000 in the bank, she has a car that she paid for, insurance she pays for, gas she pays for, and all of them lit up, and they're like, "how do I do that, how can I get involved in that?" We don't need to tell them about family-sustaining wages, but if you tell them, we want to put you in an apprenticeship program that's going to end at a poverty-level wage, they know that; you tell them they're going to make \$8 or \$9 an hour after going to school for a couple of years or going through apprenticeship for a couple of years, they know what that means. They also know what it's like when you tell them they can make \$17 or \$18 an hour to start, have money in the bank, have a vehicle, have a life, and be able to support yourself. So, I don't necessarily think it's important that we define whether it's living wage or family-sustaining wage or anything like that, but it needs to be that, especially for recruitment.



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Eddinger: Randi?

Wolfe: I will limit myself to two points. One is, I want to call out that there is a bias in the whole conversation. Because there are people, myself included, for whom earning a livable wage was not the thing that led me to my career. The same goes for my husband, who was a social worker. There are young people who chose to pursue an ECE apprenticeship because they want to work with young children. I'm not saying anyone should be starving, but the idea that people automatically will choose the best paying option—forget ECE, teachers have never been paid what they're worth in this country—so we cannot keep saying that the wage is the driver, because you will leave out so many critical, impactful, societal sectors that we depend on. So, I just wanted to call that out, because if you've never worked in a non-profit, if you were never a person at 14 who wanted to work in a summer camp, you may not actually have ever had that experience. And that's okay. But we have to be inclusive of all the experiences we're going to consider. So, that's number one.

To Bernadette's motion, what I'm hearing now—and it's a subtle shift, but it's okay with me—if we're saying that we can create apprenticeships, whereby at the end of what might be 5 or 6 years, they are not only earning a family-sustaining wage, but they have a BA—and there's plenty of research to show what that's worth in the long term, something like a \$1 or \$2 million difference—and along that pathway, there can be jump-off points, with other industry-recognized credentials, and that counts as a completion, as opposed to what I think of as “stackable,” to me, it's “tomato tomahto.” I don't care, I am willing to say “tomahto” the rest of my life if that's what it means, because to me, functionally, that's not going to make a difference in the way we run our programs. It's an administrative tweak that we are happy to make. So, if that's what's embedded in what you're proposing, I can easily vote for that. If it's not, that's a problem.

Eddinger: Thank you. There are two people online who want to speak. And I'm going to try to make a proposal. We were thinking that we could take a break at 3:30 p.m.; because of the urgency of this discussion, I'm going to wipe out the break, we're just going to keep going.

Ladd: I think we have to take a break for technology reasons.

Eddinger: Okay, we'll break for 5 minutes and come back to the discussion, after the people online speak. Pooja first, then Vicki.

Tripathi: Thank you, and thank you all for such a lively discussion today. So, I was on Bernadette and Randi's subcommittee, and we had several discussions about family-sustaining wages, and I even went back to the Manufacturing Institute and had this discussion. And we think it's not feasible to really recommend or require that apprenticeships should provide a



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family-sustaining wage by a certain point without truly knowing what the definition of “family-sustaining wage” is, and additional data to even see what percentage of current apprenticeships actually lead to those wages, when we define it. And so, we feel like this could actually lead to the opposite of what DOL is trying to accomplish, which is more industries and companies actually getting involved and engaged in registering apprenticeships. So, I just wanted to put that out there.

Eddinger: Thank you. Vicki?

O’Leary: I just wanted to say that I am a product of the registered apprenticeship system. I am a journeyman iron worker. I did my apprenticeship from 1985 to 1988. I was young. I was 25 years old when I bought my first home. At that time, it said on my papers that I signed for my house, “Vicki Ridgely, a spinster.” Yes, I was considered a “spinster” in 1988 for buying my own home, but I knew what my wages were going to be from the moment I started my apprenticeship, and every 6 months I knew that I was getting a wage of up to 10% more, and then I also knew that every year that I was getting collectively bargained for more money. So, I knew what the bottom was, and I knew what the top was, and that made it to where I could buy my own home, and I have been financially independent since the time I was 20 years old. So, I really believe that family-sustaining wages are so important. They especially are so important for a woman.

Eddinger: All right, thank you to both of you, thank you for being online with us.

Melton: Before you all leave, Robbie Melton is still here and I just want to echo what she just said, so as you break, just remember you still have people who are right here online, but just as adamant about some of the comments.

3:30 p.m. – 3:45 p.m. – Break

3:45 p.m. – 4:30 p.m.

1-HOUR OPEN DISCUSSION AND PLANNING SESSION ON CROSS-CUTTING TOPIC OF LIVING WAGES, CONT’D

Eddinger: We’re all here? Do we still have folks with us on virtual?

Melton: Yes, I’m still here.

O’Leary: I’m still here too.

Karbowsky: I’m still here.



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Eddinger: Thank you for your patience here. We have everybody back in the room and we're eager to hear your remarks.

Melton: Thank you, everyone. Again, I'm Robbie Melton from Tennessee State University, but proud to be a member of the committee, and again, I come to you representing the historically black colleges and universities, your HBCUs, but coming as an advocate for apprenticeship for women and underserved populations.

Eddinger: Thank you. And do you have a comment specifically on the wage issue?

Melton: Yes, I will ditto Donna. Donna, I see you in the audience. Basically, on behalf of the committee, again, I don't want to duplicate, but I'm just here to say Donna and I and others have had conversations. So, I'm going to let her speak up, because my mic goes in and out, but again, I'm supporting along with the committee.

Eddinger: That's terrific; we all ditto Donna. At this point, I wanted to turn to Noel, he's had his hand up for a while.

Ginsburg: So, I was thinking from a comment Bernadette made earlier, that apprenticeship can't be the solution to everything, and realistically, I believe that. But as this conversation has developed, I actually do think that apprenticeship can change the way in which we train and provide opportunity in this country in a very meaningful way. As an employer, I worry that if we don't take into consideration and make the case for why this makes sense for employers to do, then we could ultimately run ourselves in in the opposite direction. So, what do I mean by that? I firmly believe—and I wish we could bring in research, whether it's MIT or some other university that's looked at this—that our education and workforce system implies a training tax on all of us in business and all of us as citizens. By having a system where employees are not prepared to move into the working world with the skills they need to be productive members, to ensure that, in fact, the businesses, regardless of type, they're providing better services—in ECE, in terms of how they train young people; how they prepare nurses to fill their roles; and in manufacturing, we have people that can come into our business and be productive and help us compete with China and the global economy—then we lose. And apprenticeship does provide that path. If we take on the responsibility of saying, “and this is why it should pay more,” without explaining what you're already paying for, I think the cost to our economy is in the tens of billions of dollars, probably. There was a slide earlier that said, if we were training, it's like \$3 trillion more in our economy. I don't think that's fiction; I think it's true. But we don't know how to connect the dots.

So, I do think we can do the work that we do and expanding apprenticeship, what's at stake here is our democracy. In fact, I was with Randi Weingarten just a couple of weeks ago because of the



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youth apprenticeship event that we had, and she said “this democracy is at risk, still,” and it’s because people in middle America don’t see that there is hope for them, they hear us in our ivory towers talking about what’s good for them, but it doesn’t resonate. And she said, “I think your apprenticeship does.” And when I asked if apprenticeship should begin in high school, she said “I’ll give you three answers: yes, yes, and yes.” So, before we look just at what a living or family-sustaining wage is, and what we will say is a registered apprenticeship, let’s make the case as well for why that cost is not a cost, it’s an investment in your business, in your people, and why it then provides a better return. I’ve lived it in my own company, Intertech Plastics. I saw our company’s talent buyer to go out over the 5 years that we have had an effective apprenticeship program, and it became the most profitable period in the history of our company, and I’m convinced it was because of the training model that we deployed. So, I think we need to be very deliberate and thoughtful about what policies we’re recommending and asking of the business community, because without a business, you do not have an apprenticeship—whether it’s a for-profit or a non-profit—to make sure that we can begin to stairstep into the kind of earnings potential that we know people deserve. And as a business owner, I can tell you, I know it’s in the best interest of our business. But that’s not widely known. And if we get too far ahead on our steed, we will fall, and at risk then is not just whether we have trained employees for our companies and citizens for our country, but potentially our democracy.

Irwin: Thank you, but all due respect, talking about \$1 trillion doesn’t do this conversation any good at all, I don’t know where that number comes from.

Ginsburg: I was just reading what was on the slide.

Irwin: Okay, well, we can say it’s \$1 trillion from apprenticeship training, by having more productive people, if you want me to say that. But then you talk about the step by step by step, but that’s what apprenticeship is. I’m missing something here.

Ginsburg: I guess what I’m saying is if we set a standard that business is going to turn away from, then...

Irwin: I understand what you’re saying, and I don’t think it’s our place—we’re not going to be the ones setting any wage rates or anything like that. I think there needs to be a formula that does that for each area that’s out there.

Eddinger: Anybody else on that? We’ll go Orrian then Donna.

Willis: So, I’d just like to say, if you listen to what Pooja said, it was that, she represents an industry association, she’s saying that by setting this precedent that a family-sustaining wage is a criteria for what is apprenticeable or not, they might not be able to participate in registered apprenticeship anymore. Until we really have that definition of what a family-sustaining wage is,



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it's a question for them. I also want to point out that Adele was here earlier, and in California, what the Innovation Fund is using to determine where they're making investments around reimbursing apprenticeship programs, on wages, the employer has a training wage, it's a lot different. And there's already this divide between DAS and DOL, which is very confusing to businesses, and I just feel like this could drive a wedge further. And DOL is making historic investments and pulling in new industries, pulling in people who have been left out of apprenticeship. And Pooja said it, this could really deter us from that end goal.

Ladd: Let's spend 5 more minutes and then we need to wrap this up.

Lenhoff: I actually also wanted to point out something that Pooja said, at least I think it was her. She said this would go against what the Department is trying to accomplish by engaging more industries in apprenticeship. And I was really struck by that, because that does not seem to me to be the first thing that the Department should be accomplishing. The Fitzgerald Act says the role of the Office of Apprenticeship is to protect apprentices, it is not to diversify apprenticeship or get more apprenticeships. The core goal is making sure that the apprentices end up with the training that gives them the ability to command a living wage at the point at which they journey out. That's what apprenticeship is. I feel like we've gotten the idea of spreading apprenticeship, which I totally agree with, but it should not come first. Yes, it's an important goal, but it's not the most important goal.

The other thing I would add is that I don't know whether the mechanism of being apprenticeable is the right way to do this—I think there might be other ways in which that could be done. And we have a mechanism for that; you're going to issue a notice of proposed rulemaking. I think this recommendation is to include a requirement of a living wage in the proposal. And then you will get comments, including the research information—we can get MIT to comment or whomever—during the notice and comment period. You can even have meetings with people as long as you don't say what's in it. So, I think the process is right here before us.

Oliveira-Rivera: Ditto that. I want to come back to something that Noel said. I think it's an important distinction to make, because we're not talking about focusing on wages and excluding the need to educate industry about the value of registered apprenticeship programs. So, one doesn't negate the other; those two things have to be there, but it doesn't take away the need for wages. I also want to point out that this committee has done a tremendous amount of work leading up to this discussion that has nothing to do with wages. So, to enter into this conversation and have the statement made that we're overfocusing on wages or that wages are the only consideration that is being brought up, to me, seems to devalue the effort that we've put forward. It is one aspect of the overall breadth and scope of recommendations that have been put forward. But it is one that we cannot ignore and should not ignore.



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And so now I'll go on my little soapbox for a moment. I'm a first-generation immigrant. I came to the United States at the age of 19. My parents are not college graduates; I'm the first in my family to have that opportunity. And the only reason that that was possible was because my father was a tradesperson, and he earned a living wage. I was also a single mom for a really long time, raising two children on my own. And I earned a family-sustaining wage, because I was fortunate enough to be a part of a union that provided that kind of protection and security for my family. And when I heard those women this morning, and particularly when I saw Sheena's reaction when she heard what the wages and benefits packages were for being a coach driver versus what she's currently making, that was striking; it was a physical reaction. And I want her to be able to work in the profession that she loves and have that same protection and earning capacity.

And if we don't take a bold step to put that recommendation forward, that apprenticeship has a family-sustaining wage as a requirement, that's not going to happen. I'm not saying it's the only vehicle and I'm not suggesting that registered apprenticeship can address all of society's issues, but we're certainly trying to tackle all these other societal issues through the registered apprenticeship system. This is just one more thing that I feel we have an opportunity and a responsibility to do. Because I'm not comfortable that all this investment that's being put into registered apprenticeship—these are public dollars that we are the stewards of—and so how can we have all of this investment for expansion with no expectation of financial and economic security for the individuals who go through the process that we are incentivizing here.

Ginsburg: It seems to me that there is broad agreement to what you just said. And so, I think exactly what you just said is what we think. The only thing that I would add is, take this guidance back to the subcommittees to discuss what it means, what the implications are for how we think about it—whether it's in Pathways, whether it's in DEIA—to give it the attention and justice it needs. Because I think that there's broad agreement that apprenticeship should lead to a family-sustaining wage...

Oliveira-Rivera: Should end in a family-sustaining wage.

Ginsburg: Sorry, should end in a family-sustaining wage.

Eddinger: I think "end" is better than "lead;" it gives us more room to work.

Ruesing: So, on that, I like the idea of the committees chopping up the language, but I agree with Bernadette that we need to make that statement. I think this body needs to say, "this is what apprenticeship is and what apprenticeship isn't, and what it results in and what it doesn't." So, is there a way, similar to what we did this morning, where you take that statement and then chop up that language in the committees?



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Ladd: So, we use that statement, that apprenticeship should end in a family-sustaining wage? And then devolve the mechanisms—apprenticeability and program standards—and carry that conversation forward?

Eddinger: Into the subcommittees. Because I think one of the things that we wanted was to have the subcommittees have some understanding of where we want this to be, so that their work can be guided. So, how you would actually go in and construct something that would have multiple layers underneath it if it needs to, or it might just have one. So, we are building that flexibility with a ceiling.

Oliveira-Rivera: So, there's a motion on the table right now. Currently, the motion says that the committee would recommend that in the reauthorization of 29 CFR part 29, the Department make it a requirement that in order for a program to register, it must end in a family-sustaining wage. That's the motion that was put forward.

Wolfe: And you said something earlier about a definition, about defining it.

Eddinger: It may be cleaner without defining it.

Ladd: It would be simpler.

Eddinger: If you could state it one more time, so everybody's on the same page. And then I think if it's tied to the reauthorization, we can take a vote. And then maybe there can be sort of a trailer recommendation for the subcommittees to take this particular guidance and filter for all of the work that's going to come out of the committee as recommendations, like how to construct these spaces. Because I can imagine that there will be regulatory trip-ups.

Parton: I will say for us, I think that is helpful to have the subcommittees work on it, given the way they're structured. For us to have it be a part of a proposed rule, I think getting the subcommittees to reflect—that sounds like it is the direction the committee wants to go—for us to operationalize something like that through the rule, it would be helpful to also then have the subcommittees work through pieces of it.

Eddinger: So, the original motion, which Bernadette will help me by restating it again, let's vote on that since there's a motion on the table and it's been seconded, and we've had discussion. And if you would kindly make a second motion on the direction of this guidance into the subcommittees, so we can have some clear recording of what we're doing. Would that be okay? Say it again, Bernadette.

Oliveira-Rivera: Alright, I shall read a proposed resolution. To address the occupational segregation in apprenticeship that has relegated underrepresented and historically marginalized



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populations to low-paying, dead-end apprenticeships, or has denied them access to apprenticeship altogether; and to ensure that underrepresented and historically marginalized populations do not continue to be trapped into low-paying, dead-end jobs through apprenticeship; and further to ensure that all apprentices have the skills needed to get a job that commands a living wage when they finish their apprenticeship; to make it worthwhile for individuals to invest their time and often money in apprenticeship and to avoid compromising the quality and rigor of the registered apprenticeship system; the Office of Apprenticeship should, in its upcoming notice of proposed rulemaking to revise 29 CFR part 29, amend the definition of apprenticeable occupation, in 29 CFR part 29.4, to require that for an occupation to be apprenticeable, apprentices at the last stage of their programs must have a job that pays a family-sustaining wage based on local living standards and the employer's share of an employer-sponsored healthcare insurance plan—so, it's wages and benefits; to define family-sustaining wage based on local living standards as sufficient wages to give a worker, who works full-time and is the single parent of two children, economic self-sufficiency in the location in which they live; the family-sustaining wage also must be determinable through a living wage calculator that takes into account both geographic and family composition such as, for example, the MIT living wage calculator. So just to clarify, we're not saying that a family-sustaining wage is automatically one person with two children; it takes into account the individual composition of each family. So, if you are a single individual, a living wage is not necessarily the same. And to allow a phase-in period for apprenticeship programs that are currently registered and do not meet the standard required in the subsection described above.

So, I'll stop there. And I will restate that as how I said it before. We are asking the Office of Apprenticeship that when you reauthorize 29 CFR part 29, that you amend it such a way that one of the criteria for defining whether an occupation is apprenticeable is that it will end in a family-sustaining wage. And we are saying that, in order to do that, a tool, for example, the MIT calculator, would be used to determine what a family-sustaining wage is and that it must account for geographical differences in cost of living and the makeup of a particular family.

Ladd: It feels like in that definition, we're mixing up apprenticeability with the requirements for standards. We wouldn't necessarily look at how wages are different across the region in the apprenticeability determination. You would use it as you approve individual standards.

Laney: Based on the individual characteristics of the apprentice, as I understand you're saying? So, as a state apprenticeship director, when a company or whoever brings me a program and I'm trying to determine if this occupation is apprenticeable on the front end, I'm not going to know individual characteristics of an apprentice, if we're still trying to decide if the occupation is apprenticeable or not.



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Eddinger: Let me see if I can help by making it a little simpler at this stage, because after the reauthorization, you're going to have rulemaking, you're going to have a lot of regulations underneath that, but we know that there's broad agreement today that an apprenticeship, by definition, should and must end in a living wage? That's a statement in itself that I don't think anybody would disagree with, based on what I've heard.

Laney: I just want to say, again, that first of all, we should also consider long training programs, after the first year of training, we can't expect an apprentice to starve for the next 4 years.

Eddinger: Okay, so, there may be some disagreement.

Oliveira-Rivera: I'm happy to support that.

Laney: That's fine. I'm just saying that right now, no matter what you put on the table, I'm going to abstain, because I'm here to represent NASTAD, and this has not been floated through our 31 State directors. So, I'm giving you Josh's opinion from Alabama.

Eddinger: That's why I really worry about the whole bunch of mechanics that came after the general agreement because it's a lot to work through. What do you think about the idea of us walking away from the table today agreeing in a resolution on the single concept that an apprenticeship should end in a living wage?

Ladd: And it could happen earlier.

Eddinger: And the calculation of what is a livable wage is really a regulatory one that belongs to the Office of Apprenticeship. We can give guidance after, or the subcommittees can give guidance as to how we can get there, but because of how long and how deep this conversation should be, I would like to come away from the table with at least one agreement that we can walk away with and do more work; that would, again, put a punctuation mark on it. Bernadette, you spent a lot of time on this recommendation. So, it's not to say that the other parts couldn't come up later in another meeting, but it would be really good for folks to have a conclusion, to understand that's one thing we do agree to.

Wolfe: I have one question. But it's something that when you read that whole thing, it caught my ear. In there, you said a couple times: "dead end." Josh taught me something during the break. I kept saying, I don't understand what people are afraid about. And so, Josh said, he won't fund hospitality apprenticeships that are just for hotel maids because it is a dead end; there is no pathway. And so they'd go through this training, and then at the end, you're still where you were at the beginning, because there's no pathway. That to me is a world of difference to what I keep fighting for, which is probably why Daniel keeps saying, "Randi, we're not talking about you." But, when I heard that was in your proposal, it's almost like there are two issues, it sounds like.



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One is, are they making a decent living? And the other is, are they in a dead-end job where they've never going to get to it? And breaking it down makes the difference to me, because this whole discussion of what should the apprenticeship system represent, I don't think we should be representing dead-end jobs. I just haven't heard, concretely, what it is you're talking about. So, when Josh said that, it's like, okay, now I understand the issue. And so, it's important to me, because if it's only a discussion that they have sustaining wages, it's much muddier.

Eddinger: The more nuanced conversation in the last phase of this discussion is about the progression—how to establish a high enough endpoint so that you could have progressions of credentials toward that endpoint. Which fits then the definition of what an apprenticeship should be, that it has a living wage at its endpoint, but also allows for the ins and outs and on-ramps and off-ramps that folks are so concerned about being able to step into it. And it's one of the reasons why I'm hoping that there would be a friendly amendment to your resolution, Bernadette, that could get us into that first piece, to say there should be an endpoint that is a sustainable wage. And then maybe once the subcommittees do more work on how to get there, those become the mechanisms for John to work out policies and incentives, to work out other mechanical pieces that would make this pathway idea become much more specific and workable.

Oliveira-Rivera: So, I want to make sure that I'm understanding what the amendment is, and that I'm understanding the point that was raised about pathways. If the amendment being suggested is that we agree to the recommendation that a registered apprenticeship program must end in a family-sustaining wage, and then figure out the mechanics of how that's going to happen at the subcommittee level and come back with proposals on how to make it work at the next meeting in May, I'm comfortable with that. I think I want to clarify something when we're talking about pathways, on-ramps, off-ramps, and all of this progression. Yes, it is important to figure out how you can build on-ramps into registered apprenticeship programs, the programs themselves have to end in that family-sustaining wage and if it's something that's happening outside of a registered apprenticeship program, that's not a registered apprenticeship program; that can be a worker training program, an internship, there's many different avenues. So, I don't want to give the impression that if we take this amendment now, and we go back to subcommittees, that we're going to be talking about how to stack apprenticeships to get to that family-sustaining wage, or how you build the pathway to a family-sustaining wage that occurs outside of the registered apprenticeship. So, if it's the first, I say let's do it.

Ginsburg: So, we've been using the terms "living wage" and "family-sustaining wage." You defined "family-sustaining wage" as a single parent with two children. I think it's important, because they're very different, and understanding the implications with the different definitions is critical to this as we move forward. So, which one are we talking about?



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Parton: It is abundantly clear to me that this group is feeling the need for consensus on a strong values-based statement on apprenticeship ending in a family-sustaining wage. Daniel reminded me that this is something of course that we as an administration have talked about. So, I don't want to belabor that point. Below that has been discussions around program standards, apprenticeability of occupations, and just some technical matters that I would really need help with. If this is about apprenticeability of occupations, there are janitor occupations and gardener occupations that pay family-sustaining wages through apprenticeships, and plenty that don't. That's different from the question of how a program structure—who's at the table, how's it financed, versus is the occupation worthy of apprenticeship. And I think that's something that would be helpful to tease out. Not because I don't get it, but if we're going to put something out there, we need a read on that.

And as far as the pathway part goes, I think what you said was really important, we can't shape a pathway to apprenticeship with non-apprenticeship activities. You were talking about the work you did in Alabama, when I think about healthcare and childcare, these are industries dominated by women, who have been splintered, broken apart into pieces, who are overly credentialed, with credential and education requirements all borne on the back of those workers. And I'm not saying it's apprenticeship's job to fix it, but apprenticeship can help it. But it does mean, though, that you're dealing with some fields where occupations have been defined by credentials or licensure outside the apprenticeship system, that means we have to work through that when we talk about what's apprenticeable and whether it meets a living wage standard. I think the idea that we can come away from today, with all these incredible young people around us that we're building this future for, with a strong statement about something that you wouldn't be at this table if you didn't believe—that is what I firmly believe—then have some discussion about how to make it work, I would say, given the passion, but more importantly, the intelligent perspective of every person in this group, we'd be missing an opportunity to not do that. That's my view. And that would be incredibly helpful to John's team and everyone who's putting pen to paper on this.

Gibson: I just have a quick question. I'm good with exactly what you're saying, but how do we do that when we're in so many different groups? Are we to go back into each of these four different subgroups and have these conversations and then run into this in Chicago? Or is there something that we can do in the in between time to get something ironed out with all of us?

Eddinger: That's what I suspect would happen. I would imagine that there will be activities between now and Chicago. And it was one of the reasons why I'm eager for us to have that value validated. Because if you're going to run DEIA and programming mechanics, you would want this piece to be the value in front of it. In the Pathways group, I would imagine that this is going to be critical to the way that you guide the way pathways are identified, and so on.



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Lamarre: A quick way to possibly operationalize it would be for each of the four subgroups to come to consensus, have one person, and have a fifth group where all the leads of each of those four groups engage. So, each of the four groups have a lead, and then have a fifth group of all the leads. Because I suspect we couldn't have a whole meeting with every single person before May.

Eddinger: I'm going to actually lean on John and his team to help us organize.

Ladd: We've done that for other cross-cutting issues.

Wolfe: But the spokesperson emerges from the group's agreement?

Ladd: There are existing spokespeople.

Willis: The worry is that there won't be a consensus, it could be a split decision.

Gibson: Could we have two people from each group, that way we have fair representation? Hopefully, that group can come to agreement then.

Ladd: And it could be an options paper.

Eddinger: I'm really hoping that the clarification, with this vote, will actually make consensus easier because you have something that's unifying, and then we take away some of the noise that surrounds it.

Wolfe: I'm beginning to think a vote isn't what we need. We have a spoken agreement about certain things here. But I don't understand why voting on it is going to move the dial.

Eddinger: Because there's a motion on the table.

Parton: I think it's important if we're going to put subgroups to work on something technical, that there's a very clear statement about what they're working technically towards. Otherwise, there will be a lot more spinning of wheels.

Wolfe: And so, the statement that we're voting on is only that one sentence? Is that correct?

Ladd: The amended resolution.

Irwin: It's going to be the friendly amendment, from myself or Bernadette, as far as I know.

Ginsburg: Can you read the friendly amendment again?

Oliveira-Rivera: I believe that where we are right now, that the proposal is that the group vote that we recommend to OA that a registered apprenticeship must end in a family-sustaining wage, and that following this meeting, the subcommittees will work to come up with additional detail



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and recommendations that we would put forward in terms of how to operationalize that as it relates to registered apprenticeship.

Eddinger: Beautifully put! I would like to call the question then.

Ginsburg: Second.

Eddinger: We have a second. Are there any more discussions? Okay, hearing none, all in favor?

(Majority of members raised their hands)

Eddinger: And all opposed?

(Oberg)

Eddinger: Abstentions?

(Wolfe, Willis, Tripathi, Laney, and Wagner)

Eddinger: I count one “no” and four abstentions, correct? Five abstentions? Let’s stop for a second. We have the staff recording votes online, and what we have is one “no” and five abstentions. Four abstentions in the room and one online. I am trying not to do a roll call... We have a majority, so the vote passes.

4:30 p.m. – 5:00 p.m.

ACA LISTENING SESSION: APPRENTICESHIP REGULATIONS, FACILITATED BY MANNY LAMARRE

Eddinger: Okay, we have unfortunately done a huge disservice to Manny. Manny, you are now the thing between us and the door.

Lamarre: Exactly. Given that it’s 7:36 p.m. eastern time, we’ll go quickly. Quite frankly, it’s up to the committee to decide the time you all take, but before we start, I just want to underscore that we’ve been listening to your consensus-based recommendations from the start of the ACA, and engaging in a dialogue, we’ve been taking the input and recommendations as we’ve been engaged in the regulations. So, I just want to say that off the top. Second, as it relates to what we’ll be doing now, this is a listening session. We know that there’s interest in listening sessions, so this particular listening session does not require consensus. We will be in listening mode—when I say we, the Department of Labor will be in listening mode. Next slide.



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We'll have a series of discussion topics with dedicated time for input. So, after a brief opening, we'll present each topic and allow some time to discuss. So, it says 15 minutes, but if you have more to give, if you have less, that's fine. And as I mentioned, we are in listening mode to receive your input, this session does not require consensus among members, but rather is an opportunity for individuals to provide their input and ideas. And of course, the session is being recorded. Next slide.

On January 4th, 2023, OMB, the Office of Management Budget, published in its regulatory agenda a notice of rulemaking around National Apprenticeship System Enhancement. The intended regulatory action may be summarized as follows. The Department plans to revise the regulations of 29 CFR part 29, which were last updated in 2008. The Department plans to strengthen, expand, modernize, and diversify the National Apprenticeship System. These revisions seek key things: one, to enhance worker protections and equity; two, improve the quality of registered apprenticeships; three, more clearly establish official pipelines to registered apprenticeships, such as youth and pre-apprenticeships, so that the National Apprenticeship System is more responsive to current worker and employer needs; and four, revise the state governance provisions.

So, as I mentioned, we will have four discussion topic areas. Next slide. The first one is modernizing and navigating the apprenticeship system. Please share your thoughts and experiences navigating the National Apprenticeship System, including any barriers or challenges you encountered. So, there's two specific sub-questions in this topic area. One, how can DOL best support industry and partners within the registered apprenticeship system and their efforts to work together? And then two, how can DOL best ensure the success of registered apprenticeship programs? I'll pause to open up to the floor for inputs on any of those two questions.

Ladd: It's clear that a lot of these questions are very similar to the things that we've already discussed. But any new thoughts?

Scott: I think there's an element of RAPIDS, in that it's not an open system. Having data, whether you're running an apprenticeship or not, representing the workforce community here—I don't know what types of interventions might be needed for my constituents without having the broad data that the Department of Labor has. As an informed person in the workforce ecosystem who wants to be a good partner, I can't be fighting with one hand tied behind my back. That is a really good tool to help guide and be strategic in overcoming issues.

Eddinger: Donna?

Lenhoff: I have two suggestions here. One would be to increase the frequency of the apprenticeship program reviews, so that OA and SAAs can provide ongoing technical assistance



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on a more regular basis than every 5 years, which I believe is what is in 29 CFR part 29 now. So, I think we would suggest making that every 2 years, so that there's regular opportunities for continuous improvement. And the second thing, which I guess fits here, is to add new authorities to the Office of Apprenticeship and the SAAs so that it's not just deregistration or not, but: adding suspension of payments of OA funding, if there is OA funding pending a program coming into compliance; suspension of authority to enroll new apprentices pending coming into compliance, and that's already in CFR 29 part 30 as you know, so, extending it to the 29 CFR part 29 regulations would be good; authority to essentially require registered apprenticeship programs that are not in compliance to start doing x, if the program is refusing; and even providing full relief for apprentices, so that if there's an apprentice who, for various reasons, maybe because of their race or sex, maybe because they are disliked, but they're not being allowed to complete, unfairly and wrongly and in violation of their standards, that that person could be made whole. You could require the program to pay them the money that they would have made had they completed. And there are legal standards for figuring out make whole relief. We would like fines, compensatory and punitive damages, and I think really important is authority to remove an individual who was alleged to have been engaged in bullying or harassment or hazing or other harmful conduct, or threatens harm to an apprentice—remove them from that position pending the investigation, and if necessary as part of the resolution of the complaint, and do that in a manner that both protects the other apprentices from danger and gives fair process to the individual who was accused. Which is tricky, but anybody can do it.

Lamarre: Bernadette?

Oliveira-Rivera: I wanted to address what was on the screen as well, building on some of the conversation so far. I wanted to reemphasize the need to clearly define the apprenticeship ecosystem and the different organizations that make it up. Because it's very difficult to have meaningful partnerships and understand how to engage when we don't know who all the stakeholders are and the potential roles that they can play. So, I would encourage the Office of Apprenticeship to really think about the related training providers, who've done the related instruction, and who are intermediaries and what does that actually mean. Pre-apprenticeship providers, what does that look like and who are they? So that all of these different stakeholders and partners can actually engage deeply. And then, provide forums in which individuals can connect and come together, if that is the aim, in terms of being able to work productively. And then, how can we ensure the success of registered apprenticeship? First and foremost, the focus has to remain on the apprentice themselves and ensuring their success throughout the process. I also feel like we need to continue to engage in marketing. So, I want to go back to what Randi said earlier about the "Flo" of registered apprenticeship, and just having a more targeted and widespread and ongoing campaign around the value of registered apprenticeship, because I think



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that will help address some of the things that Noel brought up around industry not seeing value or not understanding the value proposition of a registered apprenticeship program. But it also addresses some of the issues around access and equity and making sure everyone is informed.

Lamarre: Thank you. Randi?

Wolfe: Well, this is a really simple thing, and I don't think it's possible, but you're asking. How can DOL ensure the success of registered apprenticeship programs? Provide funding for staffing registered apprenticeship programs, like what we call our success coordinators. To me, that's where the "success" rubber hits the road. If the apprentice has what they need, which includes people, they will succeed. That's the key. Everything else goes from there.

Lamarre: Thank you. So, this first one was on modernizing. The second, next slide, is on defining high-quality apprenticeship programs. So please share your ideas on the characteristics of high-quality apprenticeship programs. It seems like everyone is on board with skipping this one, since we've discussed it at such length today already. Next slide.

This next section is on equitable access to participate in the apprenticeship system, and the final one is around the expansion and diversification to meet the needs of new and emerging industries. So, the third slide here is around equitable access, so it's really around sharing your ideas of how programs can be used to support equitable practices in the workforce. So, for example, a specific question, which regulations have been beneficial for the expansion of inclusion and increased access in registered apprenticeship for historically underrepresented populations and youth. Again, echoing the previous point, I know that there's been key things that have been mentioned throughout the report, but anything additional?

Laney: Which regulations have been beneficial? Any regulation that permits the State agency or the OA office in that State flexibility in the design of the program to meet the local needs of that program. So, there was a discussion earlier today about youth apprenticeship, and maybe the work doesn't need to be full-time. Or when we talk about competency-based apprenticeships, those can be as long or not as short, I don't want a 6-month apprenticeship program, but they still can be flexed in ways, like it's okay for me to set up a program where a person goes to school for a semester, and then works full-time for a semester, and back and forth. There's not a lot of clarity; I can ask ten different DOL field staff and I get eight different answers on what kind of flexibility is available when you're trying to make those decisions. So, I'd just say, it's not a particular one, but any policy or regulation that permits the folks in the field that are developing apprenticeship programs the flexibility to make those programs fit the needs on the ground for that employer and for that apprentice, that's good.

Lamarre: Anton?



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Ruesing: Some of my colleagues might kill me for this one: 29 CFR part 30 would be effective if it was enforced. I think more enforcement for audits, handling what Donna was saying. Go into these programs and take a look at what they're doing to make sure they're doing the right thing. I don't think it's happening enough; I don't think it's happening very often. I spent the last couple of years running around the country telling all of our programs to get aligned because the audits are coming, and when they don't come, everyone's like, "okay, whatever."

Oliveira-Rivera: Yeah, I just want to echo what Anton's saying. I think the compliance piece goes a long way. And I will add on to what Donna was saying as well, that there should be a mechanism to support programs that aren't meeting those targets. I know a lot of what you were saying, Donna, might feel punitive in a way, and that is one aspect of ensuring that compliance happens; providing support is another. And so, if there's any way to allocate resources within the Department both for the auditing side, but also for support that happens afterwards.

Lenhoff: I would add to that: auditing the SAAs more frequently so that they are lined up, and if they're not lined up, don't fund them.

Laney: There's no funding now. To your point, though, that wouldn't necessarily be a very effective enforcement activity—you said, if you don't get in line, we're not going to fund you—there's no funding now to take away.

Ladd: There is State formula funding...

Laney: In the near future, there will be some small amount of money, at some stage. I put some effort into the formula funding thing, but not every State is going to take that. I'm all for enforcement but tying it to funding may not be the way to go.

Oberg: This is more adjacent in that it's not necessarily the regulations that have been beneficial but regulations that could be beneficial. One of the limits for diversity, equity, and inclusion in apprenticeship is honestly hiring practices that are not in and of themselves meant to be racist but are inadvertently so. For example, in the hiring process, the employer is looking at a \$30,000 cost if that person doesn't work out, and it's more if someone is supposedly skilled. So, they're going to take the hiring very seriously and the things that they look at—access to transportation, prior access to tools in a construction field, and, honestly, does this person have an idea of what this job is going to look like and are they going to be a good fit for it. So, finding ways we can support apprentices as they come into a program and provide things like transportation, childcare, and hand tools or computers, or whatever might be the necessary equipment in order for them to be an apprentice, is going to increase diversity, equity, and inclusion. Because then, we have an apples-to-apples comparison. It's not, "I'm hiring this guy because he has a car." They both have reliable transportation and we're removing the excuse of "I only hired the guy



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with the car.” Because now they both have transportation. So, trying to find a way to provide those wraparound services that we’ve talked about time and time again, trying to find a way to provide that community support that we talked about, but being able to work that into the State funding, not just going directly to an apprentice, but maybe going to intermediaries that provide those.

Lamarre: Thank you. Next slide. So, the final section is expansion and diversification to meet the needs of new and emerging industries. So, please share your ideas to make apprenticeships adaptable to new and emerging industry needs while preserving quality. So, under that, there’s two specific questions you can respond to. One, how can DOL build a national apprenticeship system that is responsive to the diverse needs of industry, while leveraging the flexibility of the model to benefit both business and workers? And, two, how can DOL incentivize youth apprenticeships or support sponsors and participating employers in engaging with youth apprenticeship?

Wolfe: On the second point, I don’t know if DOL can do this, but somebody has to influence the Department of Education in such a way that they can influence high schools in such a way to make youth apprenticeship possible on a wider scale. In the other countries, students can go to school 2 days a week, and then work 3 days a week, if they can have flexible schedules. These are structural barriers. I don’t even know if the Department of Education has that power to influence, since every locality has their own school board. But to me, that’s the biggest obstacle. It’s like trying to demand a 40-hour work week in a country that accepts a 60-hour work week. You talk about youth apprenticeship at high schools, and they’re like, “we’re not doing it.” They’re doing pre-apprenticeship, but in order to really do apprenticeship, we don’t have the structures. I don’t know what power DOL has, but to me, that’s the biggest thing.

Lamarre: Tim and then Noel.

Oberg: Also on the second point, not only looking at the schools but also looking at employers. Many employers are willing to hire a youth, but they’re concerned about the OSHA requirements and the insurance requirements. A lot of times, those aren’t things to be concerned about, but they don’t even look into their insurance if they’re going to be allowed to have youth on a job site or in a career center. So, trying to provide a pathway and clarity that that is allowed and that is doable would be very beneficial.

Lamarre: Noel.

Ginsburg: What I think they already are doing, but it is important to continue to build out the infrastructure within business to understand the value of this, is the support system to enable that to happen, do we have the intermediaries to support that? For it to work, in addition to what you



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said, Randi, it's also necessary to make those connections, and we have the ability to connect the employer and student and related training that's going to be required. All of that is incredibly complex; there is training required for supervisors, coaches, all of those things. It's really the front end of the funnel and really important for investment to build that infrastructure to enable growth.

Oliveira-Rivera: I'd like to put in a plug for the Pathways Tool, because it's very difficult to have those conversations when the linkages aren't there. So, if we're trying to work with youth in particular, helping them understand what all the different opportunities are. Because sometimes a young person may believe they are interested in a particular occupation, they complete this apprenticeship, but it's helpful for them to know that if that's not what they want to do when they're 30, that they have the pathways. And I also think defining youth apprenticeship is going to be an important piece. But going back to that first bullet, the way it's phrased assumes that the existing registered apprenticeship system is not responsive to the needs of emerging sectors, and it would be interesting to find out, is it responsive, and if it is not, what it is about the current registered apprenticeship system that is actually not responsive? And then determine, what does that mean in terms of the standards that people are being held to versus process? Until those things can be discussed, having a conversation about how we could be more flexible, or how we can support emerging sectors, feels premature, because we're starting from the position that what we have can't meet the needs of new and emerging sectors, and the existing system is, in fact, quite flexible as it exists. So, I would like to know more about what about the current process and requirements doesn't meet the needs of emerging sectors before we could have this conversation.

Lamarre: Thank you. Any other thoughts?

Richardson: On the youth apprenticeship side, that's another place where the technical colleges have been helpful with us, with recruiting. Because it's that high school career specialist or the director that ensures that students are on track to graduate in the first place, and they verify students meet their requirements for dual enrollment so that they can be in school, and they know they can accomplish both those things. And I think in the healthcare sector, the other piece that needs to be looked at is how can they also meet the requirements to be a completer? So, the student starts by taking their foundational courses, then what courses can we line up to make sure that they can complete? Because they want to earn that. So that's another place where the technical college has been very helpful. We've also been working with their district or their school career specialists, in order to make sure that the students are, first, on track to graduate, and, second, that they have academic ability to meet the requirements for dual enrollment, so that no one's surprised, and that we accept students that have the ability to be successful.



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Lamarre: Traci? And if there's anybody online who wants to speak, let me know.

Scott: Thanks. So, a vignette and a recommendation. My boss was talking to an auto company that opened up a plant in western Tennessee, and it was at least 45 to 60 miles away from an urban center. They approached the National Urban League and asked, how can we help diversify? Well, one of the problems is that it's so far away from where black people are. You can't support service your way out of where people are right now. There are not enough bus passes that we can give out to get people to jobs that are so far away. So, my recommendation is that I think this conversation that we're having in workforce is missing economic development and regional development itself, because there needs to be a comprehensive conversation. If you want to diversify and connect people to jobs, you have to consider where they are. Because there's a real reason why folks are opening up their manufacturing sites outside of cities. That makes sense. But there's a gap, and we're not talking about it. So that's my recommendation.

Lamarre: Donna?

Lenhoff: I just wanted to get on the record that CWIT prepared a preliminary list of suggested changes for us to submit today, so I just wanted to have this on the record of the listening session before it goes to them.

Lamarre: Thank you. Before I turn it over to John, the only other thing is that, of course, we'll publish an NPRM and there'll be an additional open comment period where you will have the opportunity to provide additional comments once the notice of proposed rulemaking is published. With that, thank you. That was a very efficient last session of the day. John?

4:50 – 5:00 p.m.

MEETING WRAP UP

Ladd: Sure, next slide. Just so everyone will know, we are on track, we're exactly where we should be, so thank you all for the incredible hard work that you put into this process, but we're there in that March timeframe, we're moving to the May meeting where we will finalize the final report. But just to make you aware of those couple of other committee business milestones, we will be putting out a call for nominations shortly. So, again, if you're interested in continuing on the ACA, please submit your nomination. That'll be coming up soon. We're also going through the charter process and all of that has to happen post-May so the committee can be reconstituted. Last slide. Just remember our next meeting is in Chicago on May 9th and 10th; we're going to focus on pre-apprenticeship and traditional or mature apprenticeships again. We're really looking forward to that next meeting. The bar has been set really high. Before we close, I really want to



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thank my team, Kenya, and all of the OA leads that have been so helpful to you guys in your subcommittee work, they've done an incredible job, so thank you to the team here.

Irwin: Just to make it legal, were there any public commenters?

Ladd: Oh, right. We have no public comments.

Eddinger: Now, I will entertain a motion to adjourn.



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CERTIFICATION

As the Chairperson of the Advisory Committee on Apprenticeship, I hereby certify the accuracy of the March 30, 2023, ACA Meeting Minutes.

A handwritten signature in black ink, reading "Pam Eddinger", is written over a horizontal line.

Dr. Pam Eddinger
ACA Chairperson