Apprenticeship Drivers – STEM Careers

Key considerations for Leadership in an initiative to increase the participation of young people with disabilities in apprenticeships in STEM careers include:

- What is the representation of key drivers in leadership and relevant stakeholders? (Who is leading the initiative?)
- What is the level of Investment in the leadership process for the driver representatives? (Are they leading, leveraged or a consideration at all?)
- At what level are their interests and activity in system activity?
  - Isolated
  - Communicating
  - Coordinating
  - Collaborating
  - Integrating

This overview provides you with a description of Apprenticeship Drivers as a starting point. As your community establishes leadership reflecting the investment of these critical drivers, it is important to also consider the leadership potential of key stakeholder representation as they also exist in your community in leadership roles.

A review of the workforce combined and unified plans in all U.S. states and territories reinforces a recognition of key drivers in apprenticeship:

- **Business / Intermediaries (Driver) –**

Representing the business interest in employment and apprenticeship activity. They will speak to the needs of the businesses in the use of the strategy. This role will be fulfilled by businesses, groups of businesses, and/or intermediaries implementing apprenticeship strategies with businesses.

- **Education / Training Providers (Driver) –**

Entities that provide the RTI (related technical instruction) designed to provide apprentices with the skills required to meet competency standards required by businesses for the job. This group includes secondary and postsecondary institutions, trade programs and other training programs developed for this purpose.

- **Apprenticeship Offices / Advisory Boards (Driver) -**

Whether through the Federal Office of Apprenticeship (OA) or a State Apprenticeship Agency (SAA), these entities have the responsibility for support and registration of apprenticeship programs. State Advisory Boards on apprenticeship often have key roles in policy and apprenticeship activity in states.

- **Workforce System (Driver) –**

The public workforce system is characterized by state and local public boards and the core and required programs identified in Title I of WIOA that make up the public workforce system. As a system, the workforce is responsible for career pathway models to meet the needs of businesses through the skills in the available labor pool.

- **Stakeholder Organizations (Driver) –**

Stakeholder Organizations represent the interests and welfare of specific sections of the population. They may be grassroots organizations comprised of and led by members of that population, or they may be organizations whose purpose or mission is to advance the well-being of that population. Quite often, these organizations may serve as a ‘gatekeeper’, through which access to a population may be enhanced.

From a draft toolkit developed for the Department of Labor’s Apprenticeship System Alignment and Strategic Partnership Center of Excellence, these four drivers are further described:

I. Businesses and Intermediaries as Apprenticeship Drivers

The business or business sector is a primary focus for workforce development activity. Businesses are in communities for strategic market and resource reasons. Businesses, as the ultimate “consumer” for talent, often assume a leadership role in growing the skills and expertise available to them. Whether on their own individually, with other businesses, or through the engagement of an “intermediary” organization, businesses can assume a “driver” role in the development of apprenticeship activity that effectively meets their skill requirements.

Businesses – Business Group

A business, business sector collaboration, work group or affiliation assembled to strengthen a specific industry may serve as an apprenticeship driver in an expansion or acceleration initiative. Types of activities they engage in related to apprenticeship include:

- Identify knowledge, skills and abilities
- Hire new workers or select current employees
- Provide on-the-job training (OJT)
- Identify mentors
- Pay wages
- Provide related training instruction (RTI)
- May register the apprenticeship program

A business may operate as an apprenticeship sponsor, registering the apprenticeship with the Office of Apprenticeship (OA) or the State Apprenticeship Agency (SAA), based on how registration is handled in a particular state, or engage an intermediary organization to represent the business in sponsoring the apprenticeship.

Workforce Intermediary

Workforce intermediaries help businesses successfully create, implement, and expand apprenticeship programs. Intermediaries are organizations with the capacity, expertise, and network to support businesses in implementing apprenticeship strategies to meet their skill needs.

Activity they might initiate or engage in related to apprenticeship include:

- Assist employers in establishing registered apprenticeship programs
- Serve as apprenticeship sponsors and register apprenticeship programs
- Organize training
- Develop occupational standards
- Engage business, labor and other key organizations to support successful implementation

ETA Bulletin 2016-26 (3/21/16) [*BULLETIN 2011-xx (dol.gov)*]

A workforce intermediary is an organization that can help broker local, regional, and national workforce solutions by, among other things, helping job seekers find jobs and employers find workers; convening employers and community partners to determine workforce trends; and assisting in blending customized services and seed funding to grow the demand for new apprenticeship programs. Examples of workforce intermediaries include industry associations, Institutions of Higher Education, CBOs, and community service organizations. Industry Workforce Intermediaries usually specialize in a specific sector, but some may possess expertise that cuts across more than one market.

A workforce intermediary may serve as a Sponsor of a Registered Apprenticeship program if they provide appropriate evidence of partnering with employers…. The following are examples of workforce intermediaries that could serve as Sponsors:

- *Institutions of Higher Education, such as Community Colleges and 4-year Colleges (refer to Section 101 and 102 of the Higher Education Act for a full definition);*
- *CBOs; and*
- *Community Service Organizations*

Apprenticeship Sponsors

An apprenticeship sponsor can be a business or an intermediary, which can include an **employer association, or partnership between employers and labor unions**. Sponsorship is an apprenticeship role, assumed by the business, or their intermediary. Apprenticeship sponsor role includes:

- Registering apprenticeship programs
- Developing a plan establishing the terms and conditions for employment, safety, well-being, training and supervision of apprentices
- Operation of the program
- Establishing agreements with apprentices

ETA Bulletin 2016-26 (3/21/16) [BULLETIN 2011-xx (dol.gov)]

The revised rule defines an apprenticeship Sponsor as "any person, association, committee, or organization operating an apprenticeship program and in whose name the program is (or is to be) registered or approved." Sponsorship requires that the program comply with the applicable provisions of Title 29 CFR §§ 29 and 30, which may be achieved through partnerships between Sponsors and employers who are actively training apprentices.

Entities such as employers, industry associations, and joint labor-management organizations have traditionally served as apprenticeship Sponsors; however, there is additional flexibility under the regulations for a wider range of organizations to serve as Sponsors. For example, workforce intermediaries such as Institutions of Higher Education as defined in Sections 101 and 102 of the Higher Education Act (Institutions of Higher Education) (e.g., Community Colleges and 4-year Colleges), community-based organizations (CBOs), and community service organizations could also serve as apprenticeship Sponsors.

II. Education/Training Providers

For the purposes of service alignment, we look at the education and training providers as those entities that provide Related Training Instruction (RTI) to individuals as a part of their apprenticeship, which complements their on-the-job training. It is possible that these entities may also function as a workforce intermediary or sponsor placing them in a business driver role as well. In the role as an education or training provider, these entities will develop and provide RTI and may serve as registered apprenticeship program coordinators and assist employers with assessments.

Training Programs Established by Trade Groups, Unions

Organized labor and trade organizations have worked with business sectors and training providers in partnership to establish apprenticeship programs in many communities throughout the country. These unions and organizations have established the RTI through contracts negotiated by a trade group or bargaining unit. The RTI is completed as apprentices are completing on-the-job training. While the pay scales increase over time, first year wages are generally 40 to 50% of a journeyman's wages.

Two-Year Postsecondary Institutions – Community Colleges

Community colleges or junior colleges often provide RTI for many industries and have certification programs connected directly to high growth industries. These programs are developed according to industry standards, and they work directly with the business groups providing placement and concurrent on-the-job training experience that completes the apprenticeship activity. These entities often also operate as intermediaries or sponsors as well. Additional information can be found at APPRENTICESHIPUSA.

Secondary Education

Secondary education programs are increasing opportunities to connect students to apprenticeship programs, in recognition of the increasing value for the combined RTI and work experience for students. High school apprenticeship programs mix technical education in the classroom with on-the-job learning. Students can graduate with a high school diploma, earn college credits, industry credentials and get a head start on a chosen career path. There are also numerous initiatives nationally where secondary programs are working in alignment with businesses and other entities to establish quality pre-apprenticeship programs that are helpful in connecting students to established registered apprenticeship programs.

Career and Technical Education (CTE)

CTE is designed to prepare individuals for employment in current or emerging occupations. CTE is offered in both secondary and postsecondary institutions with a focus on combined industry and education credentials. The emphasis on education and training covers a wide range of industries and occupations. With this focus, CTE programs can be engaged in the RTI activity with apprenticeship programs.

Four Year Postsecondary Institutions

Though less common than two-year postsecondary institutions, four-year colleges and universities may become involved in the RTI in apprenticeship programs.

III. Apprenticeship Offices/Advisory Councils

Apprenticeship Office (AO)

The Department of Labor's Apprenticeship Office is responsible for the national implementation of apprenticeship strategies through regulations established in Title 29, CFR Part 29. This includes registration of apprenticeship programs, monitoring the programs for compliance and promotion of the strategy to businesses and stakeholders.

State Apprenticeship Agency (SAA)

Many states have established a state level office to register apprenticeship programs. States that establish their own SAA have the flexibility to determine which department within their own structure to house this office, but these offices remain responsible to the AO regarding compliance with the regulations in Title 29, CFR Part 29. To find a state's structure, you can go to Apprenticeship System | Apprenticeship.gov

State Advisory Council (SAC)

Where State Apprenticeship Agencies operate, they are required to establish a State Advisory Council (SAC), which serves in either a "regulatory" or "advisory" capacity. In reference to DOL Bulletin 2011-03, these Councils must:

- Operate under the direction of the SAA
- Be composed of persons familiar with apprenticeable occupations, and
- Include an equal number of representatives of employer and of employee organizations and include public members who shall not number in excess of the number named to represent either employer or employee organizations.

An advisory SAC provides advice and guidance to the SAA regarding operation of the apprenticeship system. A regulatory SAC may promulgate law at the direction of the SAA, in addition to providing advice and guidance. Only SAAs are eligible for recognition as a Registration Agency, and the OA will hold the SAA accountable for state activity.

IV. The Workforce Development System and Programs

Workforce Boards

State Workforce Development Boards (SWDBs)

State Workforce Development Boards (may be known by other names within different states) are governor appointed boards established through the Workforce Innovation and Opportunity Act (WIOA). These boards are business-led, but include appointments that represent key stakeholders, including the six core workforce programs (described below). This board advises the Governor on policy and implementation of WIOA. A key function of the SWDB is the provision of guidance and support to LWDBs in their role in WIOA and customer service to businesses and job seekers.

Local Workforce Development Boards (LWDBs)

Except in states in which there is one identified workforce area, LWDBs are established to oversee WIOA implementation in specified geographic areas defined by state policy. These boards are also business led. In addition to business representatives, the LWDBs include stakeholders and service programs identified in WIOA, consistent with state policy and appointed by local county and city officials, or "Chief Elected Officials". These boards, with state guidance, engage key business sectors and develop career pathway models to meet their skill needs. The following core and required programs must make their services available to businesses and job seekers through "one-stop" centers or, otherwise known as, American Job Centers (AJCs).

Core Programs

Core Programs are required to make their services available through AJCs and have a leadership role to support the governor's state workforce development boards and local workforce development boards in WIOA implementation.

Title I Programs

The WIOA Title I **Adult Program** addresses the employment and training needs of adult job seekers, based on eligibility requirements established at state and local levels. Services focus on career and training services, as well as case management. Providers of these services are identified locally by local workforce development boards.

The Title I **Dislocated Worker Program** addresses the employment and training needs of job seekers that have recently lost their position for many reasons. Services focus on career and training services, as well as case management. Providers of these services are identified locally by local workforce development boards.

The Title I **Youth Program** addresses career pathway supports, employment, and training needs of youth, with an emphasis on out-of-school youth. Services focus on education, career and training services, as well as case management. Providers of these services are identified locally by local workforce investment boards.

Title II Program
WIOA Title II, the **Adult Education and Family Literacy Act (AEFLA)**, provides states with funding for a variety of services to help adults increase their capacity to grow in their skills and careers and become more self-sufficient. These services include:

- Increasing basic skills (examples include reading, writing, math, English language proficiency)
- Transition to postsecondary education and training
- Workforce preparation
- Employment engagement
- Digital literacy

The program serves adults who are at least 16 years of age and not currently enrolled, or required to be enrolled, in high school.

Title III Program
WIOA Title III Services are also called the **Wagner-Peyser Act Program**. These services are operated from the state level and include the management of the state's Labor Market Information and the services to business sectors that generate the "job order" information that is a basis for labor exchange. The Wagner-Peyser Act Employment Service provides universal access to all workers, job seekers, and businesses. The program focuses on providing a variety of employment-related services, including but not limited to:

- Job search assistance
- Job referral
- Placement assistance for job seekers
- Re-employment services to unemployment insurance claimants
- Recruitment services to employers with job openings

Services are provided in one of three modes of delivery approaches: self and information-only service, basic career service, and individualized career service.

Title IV Program
WIOA Title IV is known as the Amendments to the Rehabilitation Act of 1973 and includes Vocational Rehabilitation (VR) Services. All states have a VR agency that addresses career and training services for individuals with disabilities. Many states have two VR agencies, a general agency and a VR agency that focuses on career and training support for individuals who are blind. In states where there are two VR agencies, both function as Core State Partners.

Required Programs
Required Programs are required to make their services available through the AJCs and contribute to workforce system operation in WIOA implementation.

Section V of the Older Americans Act
The **Senior Community Service Employment Program (SCSEP)**, designed to respond to the needs of older jobseekers with barriers to employment, offers training for low-income, unemployed seniors 55 years and older. Authorized by the Older Americans Act, SCSEP provides them with part-time jobs working in local nonprofit, government, and faith-based agencies providing services in the community.

Carl D. Perkins Act Programs (postsecondary)
The **Carl D. Perkins Career and Technical Education Act of 2006** (Perkins IV) is a source of federal funding to states and discretionary grantees for the improvement of secondary and postsecondary career and technical education programs across the nation. The Act's purpose is to develop the academic, career, and technical skills of secondary and postsecondary students in career and technical education programs.

Trade Act
The **Trade Adjustment Assistance (TAA)** program is a federal entitlement program authorized by the Trade Adjustment Assistance Reauthorization Act of 2015. The TAA Program aids workers who lose their jobs or whose hours of work and wages are reduced due to foreign trade. Petitions for TAA are filed with the U.S. Department of Labor.

Community Services Block Grant
The **Community Services Block Grant (CSBG)** provides funds to alleviate the causes and conditions of poverty in communities. Discretionary grants are available at the statewide or local level, or for associations with demonstrated expertise in addressing the needs of low- income families.

Housing and Urban Development
The **U.S. Department of Housing and Urban Development (HUD)** offers the Job Plus program, which provides services to public housing residents to support employment including job placement, career counseling and educational services. Federal funds are allocated through a competitive grant process.

Unemployment Insurance

Unemployment Insurance (UI) is a program jointly financed through federal and state employer payroll taxes. The Federal Unemployment Tax is used to fund state workforce agencies. The state unemployment tax is used for the payment of benefits to eligible unemployed workers. To continue to receive UI payments, participants must participate in programs that assist them with finding a job.

Jobs for Veterans State Grants

The **Jobs for Veterans State Grants (JVSG)** program provides federal funding through a formula grant to 54 state workforce agencies to hire dedicated staff to provide individualized career and training-related services to veterans and eligible persons with significant barriers to employment and assist employers with filling their workforce needs with job-seeking veterans.

Second Chance Act (Corrections)

Programs offered under the **Second Chance Act of 2007** are intended to break the cycle of criminal recidivism and to help those formerly incarcerated to return to their communities. Re- entry programs provide employment and training services to individuals who have been released from jail or prison or who are preparing to be released. Funding for this program is provided through a competitive grant program to nonprofit organizations periodically.

Temporary Assistance to Needy Families (TANF)

The **Temporary Assistance for Needy Families (TANF)** program provides block grant funds to states to provide families with financial assistance and support a range of services to improve employment opportunities. Federal funds are allocated based on historical funding levels. Note: a governor can exclude the TANF program from operating as a required partner.

Other Title I Programs

The **Job Corps** program was reauthorized by WIOA and is a comprehensive, residential education and job-training program for at-risk youth, ages 16-24. Private companies, state agencies, federal agencies and unions recruit young people to participate in Job Corps, where they can train for and be placed in jobs.

Job Corps centers are operated for the U.S. Department of Labor by private companies through competitive contracting processes, and by other federal agencies through interagency agreements.

The **Migrant and Seasonal Farmworker Program** assists migrant and seasonal farmworkers and their dependents by providing employment and training services. Formula grants are awarded to local organizations based on the state's share of farmworkers who are eligible for enrollment.

The **Indian and Native American Program** provides employment and training services to qualifying American Indians, Alaska Natives and Native Hawaiians. Federal funds are allocated on a formula basis to Indian and Native Americans (INA) grantees based on the share of Native American persons in the designated INA area living in poverty and the share of unemployed Native Americans in the designated INA service area.

The **YouthBuild** program is a community-based alternative education program that provides job training and educational opportunities for at-risk youth ages 16-24. Youth learn construction skills while building or rehabilitating affordable housing and earn their GED or high school diploma. The YouthBuild program is funded via competitive grants.

Other Programs
Local boards have the flexibility to include additional partners in one-stop centers. This can be any agency that a workforce board would like to include in its workforce delivery system.

The following includes entities that might support LWDBs in meeting plan objectives through inclusion in the local workforce center system.

Employment Networks under Ticket to Work
WIOA refers to employment and training programs administered by the Social Security Administration, including the **Ticket to Work and Self-Sufficiency Program**. In the Ticket to Work Program, entities operate as Employment Networks and will receive reimbursement as disability beneficiaries move off benefits. Many AJCs (groups of entities) operate as an Employment Network in this way. Sometimes, other community organizations that operate as an Employment Network will become a part of the workforce system.

Programs carried out by the Small Business Administration
These include employment and training programs that operate as a part of, or with support of, the **Small Business Administration (SBA)**.

Supplemental Nutrition Assistance Program
The **Supplemental Nutrition Assistance Program (SNAP)** is the program formerly known as food stamps. It is a federal nutrition program overseen by the U.S. Department of Agriculture.

Community Rehabilitation Provider Agencies
Community Rehabilitation Providers are agencies or individuals approved to provide employment support to individuals with disabilities served by the Bureau of Rehabilitation Services, Department of Health and Human Services Office, and/or Medicaid.

Community Service Programs
The **National and Community Service Act of 1990** includes many community service programs. Some of the more familiar programs include **VISTA** and **AmeriCorps**. Some of these programs may have a community focus that positions them in a way that can strengthen a community's workforce system.

In addition, some Workforce Systems have included the following:

Transportation Agencies
Some workforce systems have established a relationship with **transportation services** in which there is a recognized mutual benefit with the alignment of those services. In these situations, access to transportation services is available in the AJC, as a wrap-around strategy.

Community-Based Organizations Not Otherwise Identified
In visits with American Job Centers, the team has observed **community organizations** that have been identified by local leadership to either address identified gaps, or to enhance the inclusion and success of a very diverse customer base. Additional services include support in accessing health insurance, the advisement and planning of Social Security benefits, and support in developing financial capability.

Medicaid Waiver Services
Within broad Federal guidelines, States can develop **home and community-based services waivers** (HCBS Waivers) to meet the needs of people who prefer to get long-term care services and supports in their home or community, rather than in an institutional setting.

Developmental Disability Services
Developmental disabilities are an umbrella term that can include intellectual disability and/or other disabilities that are apparent during childhood.

Mental Health Agencies

Mental Health Services can include professional assessment, diagnosis, treatment or counseling to assist an individual or group in alleviating mental or emotional illness, symptoms, conditions or disorders. This may also include job training and placement and independent living skills.

Centers for Independent Living

The Rehabilitation Act describes a **center for independent living** as a consumer-controlled, community-based, cross-disability, nonresidential private nonprofit agency that is designed and operated within a local community by individuals with disabilities and provides an array of independent living services.

K-12 School Districts

A **local educational agency (LEA)** is a public board of education or other public authority within a state to direct a public elementary school or secondary school in a city, county, township, school district or for a combination of school districts or counties that is recognized as an administrative agency for its public schools.

V. Stakeholders

All planning teams should include Stakeholders in a leadership Role as they determine whose voice and perspective is needed in guiding the success of an initiative. In aligning purpose with the community of focus there are always additional organizations, associations or even key individuals with knowledge, interest and passion for your project's objectives. The engagement of these parties are a gift that should be embraced, while not including them may ultimately result in a roadblock to your success.

Depending on the focus of the initiative, these 'stakeholders' come in many forms – which is why 'resource mapping' is recommended in the earliest stages of project development. They can include local government entities, advocacy organizations, faith-based organizations, grass-roots organizations, community-based organizations, individual community leaders and philanthropic organizations. Communities are unique in their constitution. It is critical to look at each one with a fresh lens to identify from where the energy, spirit and strength of a community reside.

Stakeholder leadership is most important where the objectives of an initiative are specific to the inclusion of a particular segment of a community in the activity of the project. We consider stakeholder connection on multiple levels:

1. Service – organizations that focus on the provision of services or supports that empower or address the needs of a specific population.
2. Advocacy – organizations that advocate for policy, awareness and services on behalf of a specific population.
3. Grass roots – organizations that are made up of members of a specific population for purposes of affiliation and the advancement of the welfare of that population.
4. Community-based – some organizations may be focused on the overall welfare of the full community that may include important emphasis on a specific population.
5. Local Government Offices/Agencies – It is not unusual that a local government office or agency may have an established community or work group addressing the welfare of a specific population.

Often organizations will fall into multiple categories as listed above, but we must all recognize potential conflict when standing in the service and advocacy arenas at the same time.

Disability Stakeholders

While this approach is important when an initiative seeks to advance the inclusion and welfare of any specific population, this toolkit is designed to support the inclusion of people with disabilities – in particular, young people with disabilities. In your resource mapping activity, it is important to identify disability connected stakeholders and consider how they might be engaged in project leadership. This inclusion is important for the following reasons:

1. Disability specific knowledge – this is important in shaping activity designed to include people with disabilities. The expertise of a government funding agency or community-based service is not complete without alignment with 'lived' disability experience framed by agencies that advocate for their interests.
2. Access to the community – engaging those organizations where people with disabilities get the information they trust is important to
    a. Address awareness and understanding of opportunity and supports available
    b. Having an opportunity to speak directly to the disability population of a community.

As you complete your resource map to identify key stakeholders in your community, there is a list of potential stakeholder organizations that may exist. Please know that it is likely that there are organizations that have developed only in your community or exist as one of the organizations in the list below but operate under a different name. Also, do not shy away from individuals that stand out as stakeholders that may not be identified with an organization.

- Service (examples include)
  - Easter Seals
  - Goodwill
  - APSE
  - Locally established community service or community rehabilitation provider organization
- Advocacy/Grass Roots (examples include)
  - Centers for Independent Living (CILs) / National Council on Independent
  - Autism Society
  - ARC
  - Mental Health America (MHA) affiliates
  - Brain Injury Alliance / Brain Injury Associations (state chapters)
  - Youth MOVE National & state/local youth chapters
  - Self-Advocates Becoming Empowered (SABE) and youth self-advocacy orgs
  - Best Buddies International (school/community programs)
  - Special Olympics & Unified Champion Schools programs
- Community-Based (examples include)
  - United Way
  - Salvation Army
- Local Government Offices/Agencies (examples include)
  - An established office or work group on people with disabilities
- Other
  - Developmental Disabilities Councils (DD Councils)
  - University Centers for Excellence in Developmental Disabilities (UCEDDs)
  - Parent Training and Information Centers (PTIs) or Parent to Parent Chapters
  - National Federation of the Blind (NFB) & American Council of the Blind (ACB)
  - National Down Syndrome Society (NDSS) & National Down Syndrome Congress
  - Disability Rights Organizations