

## ADVISORY COMMITTEE ON APPRENTICESHIP (ACA)

# U.S. Department of Labor MEETING MINUTES

Location: Washington, D.C. Date: June 4-5, 2024

June 4th, 2024

# OFFICIAL CALL TO ORDER AND WELCOME

1:15 p.m. – 2:00 p.m. EST

• Robert L. Cherry, CEO, Partner4Work and ACA Chairperson opened and officially called the meeting to order.

# Introduction of ETA Leadership

• John Ladd, Administrator, Office of Apprenticeship (OA), U.S. Department of Labor (DOL or the Department), and ACA Designated Federal Official (DFO) stated that he appreciated Mr. Cherry's leadership and thanked all the members for their contributions. He noted that members had materials available to them including an agenda, member biographies, and a comprehensive report (Advisory Committee on Apprenticeship's Biennial Report to the Secretary of Labor) from ACA predecessors in the previous term. Mr. Ladd introduced Assistant Secretary Rodriguez who provided agency remarks.

#### ETA Remarks

- José Javier Rodríguez, Assistant Secretary, Employment and Training Administration (ETA), DOL shared that the ACA has been a key part of delivering the President's agenda on strengthening and expanding registered apprenticeship. He thanked outgoing, continuing, and new members of the ACA, stating that their insight and policy recommendations benefit the work of the Department in a number of ways including:
  - Improving and streamlining development and registration of apprenticeship programs;
  - o Expanding pathways for youth and young adults; and
  - Implementing the tremendously successful Youth Apprenticeship Week, made possible by many contributors.
- Mr. Rodríguez noted key continuing goals for apprenticeship and the Department, including:
  - Increasing access for underserved communities;
  - o Recognizing pathways in new and traditional areas and sectors; and
  - o Erasing invisible barriers.
- *Mr. Rodríguez* commented that he is committed to working with the ACA to ensure it is a robust place to gain insight and experience that informs the Department's work.

## Trailblazer or Apprentice Testimonials

- Jose Florian Gudiel, Maintenance Mechanic, Metropolitan Washington Airport Authority discussed his path to become a mechanic through apprenticeship. He was a student at Edison Academy studying small engine repair. His key experiences during his apprenticeship included:
  - o Taking classes that established his career path;
  - o Being encouraged throughout apprenticeship to learn more than just mechanics;
  - o Never feeling lost and having many mentors; and
  - Being given the opportunity to work, thus having no need to pay for training and greater financial flexibility.
- *Mr. Gudiel* stated that his experience shows that many trades outside college can provide many opportunities. He said he had always felt limited to the idea that college was the only path, particularly as a Dreamer and Deferred Action for Childhood Arrivals (DACA) recipient. During his apprenticeship he received two associate degrees, one in automotive repair and another as an emission specialist. Mr. Gudiel concluded with the advice that apprentices should never limit themselves, should surprise themselves, and act with commitment and consistency.
- Alexa Dominguez, Industrial Engineering Technician, Lockheed Martin Corporation spoke about her engineering apprenticeship with Lockheed Martin, which has over 45 programs and over 3,000 apprentices. She said she is a graduate of Osborn Park High School and is currently pursuing an associate degree at a community college. She stated she plans to transfer to Liberty University to complete her bachelor's degree in information systems. She said that she was involved in many high school science, technology, engineering and mathematics (STEM) activities and one of her counselors recommended a women's engineering event. Through that event she visited Lockheed Martin, where she saw the work of a cohesive team and felt welcomed. She was then introduced to the Training Aspiring Locals to Engineer a New Tomorrow (TALENT) engineering apprenticeship program. Ms. Dominguez said hearing an apprentice speak about their experience inspired her.
- *Ms. Dominguez* discussed her apprenticeship pathway, including:
  - o Experiencing a hands-on learning environment;
  - o Learning by living concepts and applying them in classroom;
  - o Clarifying her career pathway through practical skills and mentorship; and
  - o Changing her path for the future.

# Departmental Welcome

Ms. Dominguez introduced the Acting Secretary.

• Julie A. Su, Acting Secretary of Labor, DOL welcomed the new committee, both new and returning members, stating that the work of the committee is important work. She reinforced the importance of working together to create opportunity for everyone and stated that apprentices are "the reason why we are all here." She expressed that it was an honor to recommit to the charter of the ACA and that it is an exciting time for apprenticeship work. She said that within the infrastructure of the workforce system, there are roads and bridges that connect people to the jobs and employers they need while apprenticeships are the superhighways that help people achieve their goals and help their communities.

She stated that the Biden administration is all-in to expand this workforce model and help those that have been left out in the past. Further, she said apprenticeships are key and that this committee's work will contribute to the administration's goal.

## Group Photo

ACA members and the Acting Secretary took a group photo.

## OFFICIAL MEMBER ROLL CALL AND INTRODUCTIONS

2:00 p.m. – 3:00 p.m. EST

• *Mr. Cherry* conducted the roll call.

# **Employer Representatives:**

- *Noel D. Ginsburg, CEO, CareerWise USA* stated that he has a background in advanced manufacturing and business. He said he founded and operated InterTech Plastics for over 40 years and then sold it two years ago.
- Melissa (Missy) Henriksen, Executive Director, Center for Energy Workforce Development spoke in support of the development of a skilled energy workforce and noted that this is an exciting time for apprenticeship.
- Amy Kardel, Senior Vice President of Strategic Workforce Relationships, The Computing Technology Industry Association (CompTIA) said that her company represents cyber and IT jobs around the world.
- Mario Kratsch, Vice President, German American Chamber of Commerce of the Midwest, Inc. said that the Chamber is the official representative of German trade in the United States. He stated that the Chamber runs their own apprenticeship programs aligned to German standards but are embedded within the U.S. workforce ecosystem.
- *Karmela K. Malone, Senior Vice President, The Hartford* said she works at a financial services company that handles property and casualty group benefits and mutual funds.
- Michael (Mike) Russo, President and CEO, National Institute for Innovation and Technology said he represents an organization that is the nation's leader in semiconductor talent pipeline strategies and the national intermediary for the strategic supply of semiconductor and nanotechnology.
- *Kelly M. Schulz, CEO, Maryland Tech Council* introduced herself as the former Secretary of the Maryland Department of Labor and the former Commerce Secretary of Maryland and current CEO of a premier organization for life science and technology companies in Maryland.
- David (Dave) Scott, Construction Industry Advocate, Encore Electric, Inc. spoke as an industry

advocate and as the representative of an electrical firm started in Colorado that now employs 1100 employees across four different states. The firm employs many electricians that train through independent electrical contractors.

- Daniel (Dan) Serota, Vice President of Government and Public Affairs, Aon introduced himself as the lead of governmental affairs and the creator of the apprenticeship program at Aon. He also stated he is the founder of the Chicago Apprentice Network, as well as the Chair of Apprenticeship Illinois for the state.
- Randi Beth Wolfe, PhD, Executive Director, Early Care & Education Pathways to Success introduced herself as the Executive Director of a statewide sector intermediary and a sponsor of five different apprenticeships. She said her organization has 500 apprentices in many fields, works with projects in 14 different states, and held a national conference in May. Dr. Wolfe described the organization as a national voice and a convener of apprenticeship topics.

# <u>Labor Representatives:</u>

- Raymond (Ray) W. Boyd, Training Director, United Association thanked the committee for a second term and described his organization as including 375,000 members around the U.S. and Canada with 58,000 apprentices. He stated that "apprenticeship is what we do well" and that after 135 years they have the model down pat. Mr. Boyd stated that he is looking forward to collaborating with everyone through the labor perspective.
- Daniel Bustillo, Deputy Executive Director, 1199 SEIU Training and Employment Funds said his organization is the largest healthcare labor management training partnership in the country that administers programs for employers across five states.
- Jamaine L. Gibson, Director of Apprenticeships and Workforce Development, Amalgamated Transit Union, AFL-CIO/CLC introduced himself as the representative of the largest transit union in North America that runs over 100 programs across the country. He stated that he is excited for a second term.
- Stephanie Harris-Kuiper, PhD, Executive Director of the Training & Development Fund District 1199J, American Federation of State County and Municipal Employees (virtual) said that she was honored to be with the committee for a second term. She said that her northern New Jersey organization is the only physical therapy aide pre-apprenticeship program in the country. She spoke about partnering with Newark Opportunity Youth Network to provide a sustainable career path to underserved northern New Jersey youth.
- Janis (Jan) Hochadel, Vice President, American Federation of Teachers, and Connecticut State Senator (virtual) commented that she went to a technical high school, became an engineer, taught in the technical high school system, and became president of the teacher's union in Connecticut. She stated that she is currently a State Senator.
- Shannon McCann, Executive Committee Member, National Education Association expressed appreciation for the field trip, saying that as a teacher she appreciates a good field trip. She introduced

herself as a middle school special education teacher and is one of the elected members to her association. Ms. McCann stated that apprenticeship bundles all the values of her association into one package.

- Bernadette (Bernie) Oliveira-Rivera, Assistant Executive Director, LIUNA Training and Education Fund said her organization is the national training fund of the laborers' union, representing over 500,000 construction workers and workers across other sectors including the military. She stated her organization has been involved with registered apprenticeships for over 30 years and is eager to learn and share best practices on how to provide good career pathways for all.
- Anton Peter Ruesing V, Executive Director LMC/FTI, International Union of Painters and Allied Trades introduced himself as a former apprentice and a father of apprentices. He stated that his union has been operating training programs across the U.S. and Canada for 15,000 apprentices annually for over 100 years since the inception of registered apprenticeships.
- Todd W. Stafford, Executive Director, Electrical Training ALLIANCE stated that there are 700,000 union members in his organization with 80,000 participants in training this year. He commented that about a tenth of participants are pre-apprentices and their goal is to expand apprenticeship and make it more accessible.
- Liz Weiss, Deputy Director, AFL-CIO Working for America Institute said her organization is a national workforce development intermediary focused on expanding apprenticeship and preapprenticeship in manufacturing.

# Public Representatives:

- Cristina (Tina) Barillas-McEntee, Director, National Center Tradeswomen Building Infrastructure said her organization is associated with Chicago Women in Trades that is a 40+-year organization teaching women construction skills and introducing them to the field. She described herself as a proud plumber who served as an apprentice through a wonderful apprenticeship program.
- Todd G. Berch, President, National Association of State and Territorial Apprenticeship Directors (NASTAD) expressed apologies for virtual attendance and introduced himself as representing 32 territories and states. He stated that he is serving a second term and described himself as a third-generation apprentice who completed four apprenticeships, is a member of the United Association as a steamfitter, and the director of Connecticut's state apprenticeship programs. He stated that Connecticut is the home of the National Apprenticeship Act established by Congressman Fitzgerald.
- *Karen Dove, Executive Director, ANEW* said her organization is a nonprofit in Seattle providing career services for women and people of color interested in apprenticeable trades, primarily in construction and transportation. She stated that her organization is the first to provide financial assistance to apprentices as they progress through programs.
- *Kate Kreamer, Executive Director, Advance CTE* said her organization is the national membership and advocacy organization that represents state leaders overseeing career technical education throughout the

country. She described their goal as ensuring every student is able to find the career of their choice.

- Lee D. Lambert, Chancellor, Foothill-De Anza Community College District said he represents the largest community college district in the San Francisco Bay area and one of the largest apprenticeship programs in California within the community college system. He said he previously served as the chancellor of the Pima community college district in Tucson where it became the first registered apprenticeship sponsor in Arizona. He said he also served in the Army and completed an on-the-job training (OJT) program.
- Shana Peschek, Executive Director, Machinists Institute said her organization is a nonprofit in Washington State that supports a variety of registered apprenticeship programs, including in the maritime, advanced manufacturing, aerospace, and supply chain industries. The organization also aids professional development in California and Oregon and is creating a non-standard-hours childcare center to address barriers in this work environment.
- Traci R. Scott, Vice President of Workforce Development, National Urban League thanked the committee for a second term. She described the Urban League as an early civil rights organization that also provides workforce development generally and for specific underserved populations. She also noted their urban energy jobs program.
- Taylor C. White, Director, Partnership to Advance Youth Apprenticeship & Postsecondary Pathways for Youth, New America described her organization as thinking differently to connect education and work while also ensuring economic opportunity and job quality. She stated that they use partnerships to advance youth apprenticeship, including a 70-member network of youth apprenticeship practitioners across 14 industries, 20+ occupations, and many states.
- Orrian Elijah Willis, Senior Workforce Development Specialist, City and County of San Francisco said that he is honored to return for a second term on the committee. He said he manages technology training initiatives increasingly using the apprenticeship model to bridge workers to careers. He recently launched a northern California apprenticeship network.

## Ex Officio Representatives:

- Betony Jones, Labor Advisor to Secretary Granholm Office of Energy Jobs, U.S. Department of Energy was not present.
- Amy Loyd (primary), Assistant Secretary, Office of Career, Technical, and Adult Education (OCTAE), U.S. Department of Education expressed pleasure to see the group and noted her Federal agency's work with multiple policy areas including community and technical colleges, correctional and adult education, and family policy.
- David S. Langdon, Deputy Director, Office of the Secretary/Policy and Strategic Planning, U.S. Department of Commerce stated that it was an honor to serve on the committee with the group.
- Latonia Page, Deputy Associate Director for Talent Acquisition, Classification, Veterans Programs,

*U.S. Office of Personnel Management* thanked the group and spoke representing the "human capital arm" of Federal government, implementing the Presidential Executive Order on apprenticeship.

- Kimberly A. Steide, DPA (primary), Associate Deputy Assistant Secretary Human Capital and Johnathan J. Gardner (secondary), Chief Learning Officer, U.S. Department of Health and Human Services (HHS) spoke in favor of bridging gaps across career fields.
- Diane M. Shelley, Regional Administrator for Region 5, U.S. Department of Housing and Urban Development was not present.
- Paige Shevlin, Strategic Advisor for Infrastructure Workforce Development, U.S. Department of Transportation (DOT) was not present.

#### Agenda Overview

- *Mr. Ladd* reviewed the agenda and described the objectives for the meeting, including:
  - o Providing opportunities, particularly for new members, to get an overview and learn more about the registered apprenticeship system;
  - Taking advantage of the resources available in D.C., particularly with federal and international partners;
  - Noting at this time, in the middle of rulemaking and following a comprehensive report from the
    previous term, the ACA will explore and look at the apprenticeship system as a whole, rather
    than developing new recommendations;
  - O Planning for the second meeting of 2024, with a plan for a site visit to understand how organizations are creating cohesive systems; and
  - Providing plans for registered apprenticeship in the future, noting that President Biden recently signed an Executive Order on expanding the use of registered apprenticeship, which has been a desired goal for many years.
- Mr. Ladd asked speakers to use their microphones and thanked the team at DOL.
- *Dr. Wolfe* asked a question regarding the role of the Co-Chairs.
  - o *Mr. Ladd* responded that the Co-Chairs focus on the field associated with their caucus groups and assist the Chairperson with developing meeting agendas.

## **UPDATE ON THE NATIONAL APPRENTICESHIP SYSTEM IN 2024**

3:00 p.m. − 3:45 p.m. EST

# Key Goals for Expanding, Diversifying, and Modernizing Registered Apprenticeship

Mr. Ladd spoke about the key goals for expanding, diversifying, and modernizing the national
apprenticeship system, noting that these goals are shared by funding partners and shown in the <u>notice of proposed rulemaking (NPRM)</u>. He reviewed the slides and provided additional commentary on key goals including:

#### • Expanding apprenticeship system capacity and infrastructure:

- Continuing goal to serve more apprentices in the future, with a specific goal of serving one million apprentices annually by 2026.
- Clarifying expansion goals and how to achieve them:
  - Providing annual funding to states to increase capacity at state level; and
  - Apprenticeship Building America Grant is key to expansion, hope to announce by end of June.
  - The apprenticeship system essentially doubled over the past 10 years, with a 102% increase in active apprentices over the past decade.

# o Diversification and equity within apprenticeship system:

- Registered apprenticeship should reflect the communities in which it operates; and
- Equity should be embedded within every strategy.
- Key activities OA is working on include:
  - Diversity, Equity, Inclusion, and Accessibility (DEIA) technical assistance center provides assistance to any stakeholder in apprenticeship system looking for support with outreach or recruitment;
  - Partnership with TradesFutures will expand pre-apprenticeships, particularly in construction; and
  - Equity in pre-apprenticeships in Build Apprenticeship America Grant.
- Data dashboard allows anyone to compare a labor market with apprentice involvement in underrepresented populations.
- OA is making incremental progress towards achieving stronger equity outcomes in areas where OA is investing directly, which was a focus from the prior ACA term.

#### Industry penetration within apprenticeship:

- Working to understand the best means of measurement.
- Consider how many new apprentices are now working in non-traditional areas, especially outside construction.
- Key activities OA is working on, include:
  - National industry intermediaries, working across a range of industries;
  - Apprenticeship Building America uses apprenticeship hubs with a regional focus; and
  - Sector sprints are very effective in quickly bringing partners together to grow apprenticeship programs in industries with a critical need.
- Expansion in both traditional and non-traditional industries, including:
  - Continued growth in construction, 77% since 2014; and
  - Aggregating of all other industries, in 2022 the number of apprentices in all non-traditional fields became equal to the number in construction and are now making up a bigger share of active apprentices.

## Quality of apprenticeship experience:

• Should not be sacrificed during expansion and growth:

- Key measures include completion rates, employment rates, wages, and return on investment (ROI) for employers.
- Activities launched include registered apprenticeship academy, data dashboards, technical assistance, and oversight.
- Registered apprenticeship has a proven track record of strong outcomes for job seekers and employers considering 90% retention rates, \$300K+ lifetime earnings advantages, and \$1.44 ROI for every dollar industries invest.
- The weakest areas are completion rates which is nationally 46%, with wide variance across industries and occupations, and the goal is to improve that statistic over time.

# o Modernization and innovation within apprenticeship system:

- Should be responsive to industry needs, technology changes, and economic conditions. all of which are difficult to measure.
- Key measures include emergence of new models, improved processes, upgraded systems, electronic tools and resources.
- Key activities include regulatory enhancements, electronic tools and resources, and Registered Apprenticeship Partners Information Database System (RAPIDS) upgrades.

# Critical Role of State Apprenticeship Agencies (SAAs)

- *Mr. Berch* described his organization, NASTAD, as a state registration agency for apprenticeships on behalf of OA DOL. He said that NASTAD is a group of apprenticeship directors that provide outreach, technical assistance, and partnership development to employers.
- *Mr. Berch* described benefits of SAAs as:
  - Vital to connecting with employers at the state and local level, including access to workforce investment boards and community organizations;
  - o Direct pipelines on behalf of governors, the administration, and the local workforce;
  - O Having access to state apprenticeship councils that act as intermediaries and stakeholders for non-traditional apprenticeships; and
  - System aligned with federal grants and state initiatives, integrated with state occupational licensures, access to state tax incentives, a recommended partner with Workforce Innovation and Opportunity Act (WIOA), and technical assistance with the Eligible Training Provider List (ETPL).
- *Mr. Berch* described challenges of SAAs including:
  - Differences between states' priorities, requirements and policies, funding levels, infrastructure, and collaboration;
  - O Difficulties with accessing and managing federal funding;
  - o Inconsistent use of apprenticeship and registered apprenticeship terms creating confusion;
  - Needing to diversify pre-apprenticeships especially in STEM programs with no occupational focus; and
  - Needing to change certificate programs so they qualify for Pell Grants.

• *Mr. Ladd* added that OA serves as the registration agency providing the infrastructure and services to apprenticeship programs when an SAA is not present in a particular state.

# 15-Minute ACA Member Feedback and Open Dialogue

- *Mr. Ladd* opened the floor for discussion.
- *Ms. Scott* asked if the information presented in the population data dashboard would be used to address occupational desegregation and DEIA.
  - o *Mr. Ladd* responded affirmatively that it is OA's goal to track this data, but that it has been difficult to collect census data at that level of detail.
- *Ms. Henriksen* addressed the goal of serving one million apprentices annually and asked whether there was a sweet spot number for employers and if there are any objections to this goal.
  - Mr. Ladd responded by saying there are misconceptions around apprenticeship investment that OA is trying to address with intermediaries and technical assistance. He continued saying it is less about the sweet spot and more about how to best use multiemployer programs, hubs, partners, and central sponsors to enable more employers of different sizes to participate in apprenticeship programs to reach the goal.
  - o *Mr. Berch* responded that there is no sweet spot because a program will get the same support no matter the size of employer. He said that employers may be apprehensive about the up-front investment, but they will get a return on investment and employer loyalty from the apprentices.
- *Mr. Ginsburg* said that many apprenticeships have the same name but are not registered which waters down the value of the apprenticeship system and asked how DOL and the SAAs would address this concern.
  - Mr. Ladd responded that in outreach to employers we find that they are already doing other
    workplace learning and a registered apprenticeship is formalizing what employers are already
    doing.
- *Mr. Lambert* asked to what extent are there partnerships with community colleges to increase DEIA and industry engagement in emerging sectors and how to improve to reach that sweet spot.
  - Mr. Ladd responded that community colleges are increasingly the spot for expanding registered apprenticeship and more can be done.
- Ms. White asked if the 46% completion rate figure was broken down by demographic groups.
  - o *Mr. Ladd* responded by acknowledging disparities and expressing hope that more information could be put on the dashboard soon, including data on pre-apprenticeships.
  - o *Ms. White* asked if the 102% growth patterns are different in OA vs. SAA states.
  - o *Mr. Ladd* responded that the data is not broken up that way but there is variance within OA states and SAA states.
- *Ms. Schulz* queried how certification programs might play into qualifying for Pell Grants, describing that some apprenticeships might not fit into a particular education model but are still successful. She

noted that in those instances apprenticeship programs could use the Pell program without disrupting a system that had been in place for decades and that this approach might have different types of advantages.

- Ms. Loyd responded that if an apprenticeship is tied to a program of study, it can be Pell Grant eligible, and the Department of Education is very committed to advancing apprenticeship and considering different approaches.
- *Dr. Wolfe* expressed concern over the gap in statistics about women showed on the charts presented by Mr. Ladd. She said there are typically two options to address this gap, including: moving women out of traditional jobs with insufficient pay into jobs that pay well; or making sure traditional jobs have family sustaining wages and supportive services so women can pursue their desired profession without sacrificing their family's income security. She further stated that if women were moved out of the healthcare, teaching, or childcare industries into high-paying jobs in cybersecurity and advanced manufacturing, the entire economy would be crippled. She urged consideration of addressing this issue differently.
- *Ms. Steide* asked if anything was being done to demystify how to apply for apprenticeship programs because it is a barrier to access.
  - o *Mr. Ladd* replied in the affirmative and described apprentices using social media to communicate with their peers. He expressed a desire to work further with partners on promotion and outreach.
- *Mr. Scott* commented that he dislikes the words "traditional" and "alternative," as they have typically meant inferior. He expressed a desire to think differently, stating that apprenticeships in this country has a marketing problem. He stated that the numbers on apprenticeships are great, the money is available, and should be framed as allowing people to choose their own adventures.
- Ms. Barillas-McEntee asked whether the dashboard lists recommendations and their statuses.
  - o *Mr. Ladd* responded in the affirmative but that the dashboard does not currently list the status.
  - o *Ms. Barillas-McEntee* commented that perhaps the dashboard could be updated for the next meeting.
  - o Mr. Ladd stated that he would get back to her.
- *Mr. Gibson* raised a point regarding the role of unions, stating that it could be a way for employers to access the employment pipeline and commented on developing apprenticeships outside of the building trades.
- *Ms. Kardel* thanked Mr. Gudiel and Ms. Dominguez for their earlier testimony about their apprenticeship experiences and commented that apprenticeship stories such as theirs should be amplified and heard.
- *Ms. Scott* referred to Mr. Scott's statements about how apprenticeship is marketed in the United States, stating that the same issue was raised during the previous term of the ACA, and suggested that the committee consider further ideas to market apprenticeships. She noted that in the previous term site

visits were used as educational opportunities, and said that perhaps in this term, there could be an educational experience centered around marketing to better inform the ACA's recommendations.

- *Ms. Peschek* commented that the permeability of the European models of apprenticeship is valuable because it also addresses parents' concerns regarding the fight between apprenticeship pathways and college pathways. She discussed the ways in which her state works to provide college degrees to apprentices who successfully completed their apprenticeship by requiring only four additional general education courses for a 2-year degree. She noted that in the U.S., human resources (HR) departments "screen for degrees" so it is important to make that option available for apprentices.
- *Mr. Ginsburg* spoke about working with over 100 programs providing youth apprenticeships in high schools. He stated that the training apprentices receive in career and technical education (CTE) schools is not preparing them at the pace of change you would expect and see in Germany. He questioned whether there was a way through the Labor, Commerce, or Education Departments to build real structures to connect apprentices to industries and asked what strategy would create this alignment.
  - Ms. Loyd responded that the Department of Education is working alongside the Department of Labor to combine the worlds of CTE apprenticeship, pre-apprenticeship, and registered apprenticeship programs. She said that non-regulatory guidance issued in 2023, cross-mapped what is in CTE apprenticeship with the elements of registered apprenticeship. She commented that there are differences in language between registered apprenticeship and CTE, for example real-time instruction (RTI) is not called RTI in the CTE space. Ms. Loyd said that the Department of Education is trying to encourage the education community to lean into the space of apprenticeship. She noted that every two years CTE programs must complete a comprehensive assessment to ensure that their offerings are responsive to their communities. Ms. Loyd further said that there is often a disconnect between what students learn and what employers demand and asked the members for ideas on how to better engage with states, since education is within the state's purview.
  - Mr. Ginsburg stated that a challenge he has observed is that councils working with the schools are not consistently implemented, it's episodic. He added that, in Germany, the chambers play the role of consistently sharing information and communicating with schools as workforce institutions, whereas in the U.S., the chambers take on more of a lobbying role. He expressed that the U.S. has to invest in programs that will strengthen the connections between work and education.
  - O Ms. Loyd said that workforce intermediaries take on different forms, noting that in some regions chambers play the intermediary role. Ms. Loyd spoke about the importance of considering variability across rural and urban environments to ensure equitable access for all. She further stated that the Department of Labor is in the process of rulemaking on apprenticeship and said she would be happy to further discuss the pieces of the proposed rule regarding CTE connection with apprenticeship.
- *Mr. Cherry* called for a 15-minute break.

# LANDSCAPE OF INTERNATIONAL APPRENTICESHIP PARTNERSHIPS

4:00 p.m. - 4:45 p.m. EST



- Wood Powell, Program Analyst, OA, DOL introduced himself, co-moderator, and panelists for the next session. He said that the site visit with the German embassy illustrated the power of collaboration and that it was an honor to be in D.C. hearing from all the panelists and international partners, which he noted was a benefit of being present in D.C.
- Margaret Scotti, Europe and South Asia Area Advisor, Bureau of International Labor Affairs
  (ILAB, DOL) introduced herself and stated that she was glad to be present with international
  counterparts.
- *Ms. Scotti* noted that our societies are undergoing various transformations with artificial intelligence (AI), digitalization, energy transitions, and aging populations. She asked how are those transformations impacting apprenticeships in your country and how is the apprenticeship system adapting to those changes?
  - of Germany said that 10 years ago there was the prognosis that AI would replace workers, which did not ultimately come to pass. Ms. Hilpert said this is because the dual education system in Germany sets a very high base level of education and society has accepted that a highly educated population means job stability and futureproofing. Ms. Hilpert further discussed Germany's strong tradition of bringing all stakeholders in workforce development to the table, emphasizing the importance of social partnerships. Ms. Hilpert discussed a shortage of skilled labor in Germany, stating that Germany pushed intellectual fields over blue collar workers for too long. Ms. Hilpert also noted that in Germany, baby boomers are retiring, and the population over 65 years of age will increase and those under 65 will decrease, so Germany is focusing on economic and immigration policy and family support programs to increase the worker population.
  - o Matthew Keller, Senior Advisor, Government Relations and Public Diplomacy, Liechtenstein **Embassy** said that Lichtenstein just signed an apprenticeship memorandum of understanding (MOU) with the U.S. in March, noting that the economy in Lichtenstein is 45% manufacturing, with the majority of the products produced being niche products that become a part of the greater U.S. market and require significant skill to produce. For this reason, Mr. Keller said that apprenticeships are critical to ensuring they can maintain the level of products produced, particularly since Lichtenstein is an export-dependent county. Mr. Keller said that Lichtenstein adapts to new technologies by developing the K-12 education system to ensure that every child is competent with technologies. Mr. Keller said that students learn to use technology like Chat GPT on tablets in schools, noting that Lichtenstein focuses on how those technological tools can be useful to kids while teaching them the skills that AI is unable to master such as creativity, manual dexterity, and critical thinking. Mr. Keller also said that, rather than compartmentalizing subjects like math and reading, Lichtenstein schools teach students to "pitch your business" which would incorporate writing skills with bookkeeping skills and other facets of education in one project. Mr. Keller also said that all students attend PepperMINT, which is a technology lab in connection with companies that all students visit a few times a year to be exposed to coding and new technologies. Mr. Keller said that Lichtenstein incorporates AI into the structure of apprenticeships by facilitating regular meetings with

stakeholders to discuss how to adapt apprenticeships to the changing times.

- Olivia Gachoud, Head of Section and Science and Technology Office, Embassy of Switzerland said that in Switzerland, the private sector is instrumental in informing the government about impending skill gaps before they happen. For example, Ms. Gachoud said that Swiss Energy urged the creation of a new apprenticeship program for solar installers during a boom in solar panel demand.
- Georg-Christian Lack, Economic and Trade Counselor and Head of Department, Austrian Embassy said that Austria is continuously updating the occupational profiles and curricula of vocational schools, adding that the process is completely driven by companies informing the ministry if they are not preparing apprentices well enough and needs updating.
- *Ms. Scotti* asked the panelists what benefits they have seen or expect to see from their country's collaboration and cooperation with the U.S.?
  - o Ms. Gachoud said that Switzerland focuses on building apprenticeships with the knowledge shared by the U.S., while considering the needs and feedback of companies. Ms. Gachoud stated that their goal is to accelerate the sharing of knowledge and facilitate mobility and noted a working agreement wherein apprentices and trainers visit the U.S. to learn.
  - o Mr. Lack discussed an MOU signed with Austria two years ago which allows for a wide range of bilateral activities, including knowledge exchange and events to raise interest. Mr. Lack gave several examples including: former Secretary of Labor, Marty Walsh, visited Austria last year, which led to the development of a new program; and another MOU with the U.S. that allows apprentices to participate in exchange programs. Mr. Lack noted that collaboration is important when building a workforce.
  - O Mr. Keller said that he was very optimistic about Lichtenstein's collaboration with the U.S., noting Lichtenstein's companies are eager to expand their reach in the U.S. and to work on securing supply chains and the transatlantic commercial relationship. Mr. Keller said that a lot of Lichtenstein companies want to consider the U.S. as a manufacturing hub and expressed hope that partnership with the U.S. will help Lichtenstein develop a skilled labor force to address worker gaps.
  - o *Ms. Hilpert* said that she agreed with much of what the other panelists said and noted that because Germany and the U.S. are facing similar issues, the two countries can learn a lot from each other.
- *Mr. Powell* discussed Select Talent USA, which is an initiative in which the Departments of Commerce, Labor, and Education offer technical assistance to companies in Lichtenstein, Switzerland, Austria, and Germany that are looking to kickstart apprenticeship in the U.S. He provided an opportunity for the panelists to speak to the ACA members, asking them to share any comments they would like the members to consider as they embark on two new years of service in the ACA.

- Mr. Lack said that raising awareness of other apprenticeships is key, and that marketing is important because many students may not be aware of available opportunities. Mr. Lack said that introducing national standards would be valuable, because employers need to know what skillsets to expect for certifications, so that a plumber from Alabama can do the same work as a plumber from Alaska. Mr. Lack also said that parents obsess over sending their kids to college and that the narrative needs to change where apprenticeships are not considered a dead-end street, because apprentices can reach the ceiling. Mr. Lack said that foreign exchange programs are valuable because it makes apprenticeships more attractive, and it raises the value for companies. He said that apprenticeship needs better public relations (PR) to reduce the stigmatization of dirty jobs. He suggested that the members develop creative ways to make apprenticeship more attractive and offered the world skills competition (Olympics of apprenticeships) as a potential example, particularly for the U.S. with such an emphasis on sports and competitions.
- o *Ms. Gachoud* emphasized changing the narrative around apprenticeship by pushing for new and emerging jobs.
- o Mr. Keller agreed that overcoming the stigma and making apprenticeships more attractive are key. Mr. Keller said that the stigma attached to apprenticeship is a big hurdle, because most see apprenticeships as assembly line, covered in coal sorts of jobs. He emphasized that apprenticeships can be in engineering or financial services and shared that companies in Lichtenstein have CEOs that began as apprentices. Mr. Keller said that the biggest attraction for students in America is that they can have a career in their mid-20's without the burden of student debt.
- Ms. Hilpert said that expanding apprenticeship requires a global perspective and that governments need to rethink competitiveness globally. She suggested that stackable skill programs could allow countries that cannot compete against China on wages, to instead outskill them. She further stated that in the U.S. there are discrepancies of skills and noted that every industry does not need to be a technology hub.
- *Mr. Powell* thanked the panel for their contributions and expressed that he hoped to continue the discussion at the Swiss Embassy's event for the ACA members.

# MR. CHERRY ADJOURNED THE MEETING AT 4:44 P.M.

June 5<sup>th</sup>, 2024

# OFFICIAL CALL TO ORDER AND WELCOME

9:00 a.m. – 9:15 a.m. EST

Mr. Cherry called the meeting to order and thanked the German and Swiss embassies for their hospitality on June 4th and to the Department of the Labor for their logistical efforts with the meeting.

# Agenda Overview

Mr. Ladd reviewed the agenda for the day and acknowledged that ACA members would like more time for open dialogue and discussion.

# FACILITATED DISCUSSION 9:15 a.m. – 10:15 a.m. EST

- Mr. Cherry began the discussion by asking members to reflect on whether and how the United States may implement parts of the international apprenticeship systems discussed at the previous day's meeting.
- Ms. Kardel said that while the U.S. could learn a lot from apprenticeship systems of other countries, they may be smaller and more homogenous than the United States. She said that a piece of a system is not a system, but rather a program, and urged the committee to develop the apprenticeship system for the United States while learning from how other countries work through the challenges their apprenticeship systems face.
- Mr. Berch said that apprenticeship is embraced and more readily accepted in other countries, as compared to the United States. He said that there must be a shift in the way society in the U.S. views apprenticeship and young people need to be encouraged to continue to do the jobs that helped to build the country.
- Mr. Scott discussed interactions he has had with recent community college graduates and said that the education system needs to expand its messaging from "college for all" to "post-secondary education for all."
- Ms. Oliveira-Rivera noted that, in the international panel discussion, there was a big emphasis on social partnerships and the role of organized labor in creating a successful apprenticeship system. She expressed hope that the committee would have the opportunity to consider how those elements could fit into the U.S. apprenticeship system.
- Ms. Scott referenced Amy Kardel's comment relating to pieces of a system and agreed that systems in

place in Europe may not be such that replicating them in the U.S. would be fruitful. Instead, Ms. Scott equated the European system to a pipeline focused on labor and trades, which she said would not be perfectly applicable to the U.S. where the focus is on emerging opportunities and considerations of low-wage transition for adults. Ms. Scott said therefore the U.S. should consider different pathways and tailor them to create a responsive system, rather than attempting to "play catch up" with other international systems.

- *Ms. Peschek* said that language matters and noted that a central theme in all of the discussion thus far has been culture. She said that the U.S. needs to start discussing apprenticeship as an educational modality, and not as an opportunity for those who otherwise could not succeed in college. Ms. Peschek also said that the building trades need to stop self-deprecating and find ways to market themselves as an educational modality with various opportunities.
- *Mr. Kratsch* said that the system in place in Germany is used for reskilling and upskilling, as well as youth apprenticeships. He said that apprenticeship should not be an acceptable solution, but a desirable one for both employers and apprentices.
- *Mr. Ginsburg* was impressed by many of the systems shared in the international panel discussions. He stated that, in order to create a successful and scalable system in the U.S., there needs to be a clear ROI for employers and measurable government support, which Mr. Ginsburg said is present in other countries with successful systems. He highlighted different ways that government could support apprenticeship, such as requiring that apprenticeship be a part of government contracts. Mr. Ginsburg said that the U.S. needs to harmonize its apprenticeship system so that if an employer is doing business in all 50 States, they do not have to engage with apprenticeship in 50 different ways such that it would be impractical for them to do so.
- *Ms. Weiss* said that workers should be involved in the planning and implementation of apprenticeship programs, because they can bring the expertise and passion necessary to build high quality programs. She noted that the trades have some existing models for national programs and discussed the importance of building a scalable national system with national standards.
- *Ms. Malone* said that in apprenticeship systems abroad, apprenticeship is integrated very early into the system such that youth are regularly exposed to apprenticeships as a viable and rewarding pathway. She said that parents in the U.S. would be the best way to ensure that youth have the opportunity to consider apprenticeship and suggested that the committee think about how to better inform and involve parents in recommending apprenticeship. Ms. Malone said that the international panel centered around apprenticeship being a solution to a skills gap and asked how the U.S. can do that in emerging sectors with ROI being key. She questioned how AI could be involved in helping further advance the apprenticeship system.

- *Ms. White* discussed the international panel and said that the way in which the education system includes apprenticeship is such that they are horizontal systems and not distinct hierarchical systems. She said that currently, the U.S. system is hierarchical and vertically integrated such that people must choose either education or apprenticeship. Ms. White also mentioned Mr. Kratsch's comments about making apprenticeship desirable and said that parents would be more comfortable recommending and exploring apprenticeship if the programs resulted in a certificate or credential that would carry weight in the labor market. She also said that it would be interesting to hear from international apprenticeship systems that are not yet well-established, that way they could learn from shifts in policies used to grow those systems.
- *Ms. Henriksen* said that she would love to learn more about how safety-first industries in Germany and Switzerland engage people from young ages. She also emphasized the importance of social constructs in developing the apprenticeship system and said that the type of societal change necessary to "move the needle" must start with the Departments of Labor and Education.
- *Mr. Bustillo* said that the U.S. needs to facilitate collaboration to build upon the system that already exists and noted that international systems can help teach the U.S. how to create registered apprenticeship opportunities out of occupations that already exist. He pointed to Ms. White's comments about the involvement of the educational system and said that it is also important to understand the sectorial differences that exist between certain occupations.
- Ms. McCann shared stories from one of the CTE programs she is involved in, where apprentices felt comfortable and empowered to change between apprenticeship programs, for example from teaching to plumbing, or between apprenticeship programs and college. She underscored the importance of permeability in CTE apprenticeship and of making sure that students know of apprenticeship opportunities. Ms. McCann also discussed the societal view of apprenticeship, stating the new generation isn't aware of a bad connotation associated with apprenticeship, but rather that through apprenticeship, one can obtain a thriving-wage job with medical and retirement benefits. Speaking specifically about occupations like teaching where teachers are expected to pay for supplies and are subject to disruptive regulation and oversight, Ms. McCann said that respect and collaboration are crucial to developing a permeable apprenticeship system. She also noted the importance of ensuring that people with disabilities, particularly those with intellectual disabilities, are not underemployed in the workforce.
- *Mr. Ruesing* agreed with Ms. White's point that the U.S. views apprenticeship and education as different systems. He further discussed the competing priorities among employers and apprentices alike, noting that many programs are competing for the same pool of applicants. He asserted that workforce development should be embraced holistically and was impressed by the German method for addressing

skills shortages by trying to increase the birth rate and widen immigration. Mr. Ruesing acknowledged the competing wants and needs of individuals involved in apprenticeship, stating that funding for programs, the portability of credentials, and credits awarded between colleges and apprenticeship programs are all competing considerations that workforce development needs to address. Mr. Ruesing said that workforce development should begin in elementary school and that the education system should be viewed as preparation for future career development.

- *Ms. Kreamer* emphasized the importance of seamless transitions in the apprenticeship system, noting that the education sector has figured out how to provide seamless transitions between two-year colleges and four-year universities. She acknowledged the challenge of marketing apprenticeships and said that the ACA should be thinking about barriers to entering apprenticeship and looking at plug-and-play models that would help demystify the system and allow for more employers to be involved.
- Dr. Wolfe began her comments by stating that the discussion during the meeting was great and acknowledged that she would like to see more open dialogue opportunities for the members. She also said that the presence of teacher unions among the membership in this term of the ACA will help to ground the committee in "a certain reality." Dr. Wolfe discussed the importance of building an apprenticeship system that will work in the U.S. To that point, Dr. Wolfe asserted that, although the international panel was interesting, the countries represented in the panel are largely homogenous, without the ethnic and economic diversity present in the U.S. Dr. Wolfe also said that the difference between SAAs and OA may have some implications for how a national apprenticeship system in the U.S. should be structured, stating that SAA states are often more independent, innovative, and flexible. Dr. Wolfe also said that there are some sectors that will not willingly walk away from formal college pathways or certifications but expressed that working within the system that exists while trying to rebuild requires balancing and understanding that people need to be able to make the best choices for themselves. Dr. Wolfe spoke from her own experience where employers in early childhood education worry that their apprentices will move to K-12 education to make more money after they have been trained. Dr. Wolfe said that we cannot expect those apprentices to make less money while the system is rebuilt. Dr. Wolfe also said that the community college system is difficult to work with. She expressed frustration with the inconsistency between community colleges in terms of policies, or how and whether they adhere to policies they should be bound by. She further discussed the importance of support services for people with disabilities, English language learners, first generation college students, and other people from historically marginalized communities. She emphasized that providing support services to level the playing field and ensure that apprenticeship is equitable is critical to making sure that folks can succeed.
- *Ms. Barillas-McEntee* echoed Dr. Wolfe's point about the importance of support services, noting that in the trades, of which she has been a part, women and underrepresented groups can be successfully recruited but not retained. She said that apprenticeship can provide a pathway for people to return to the

apprenticeship system and change their economic situations. Ms. Barillas-McEntee also stated that some trade apprenticeships result in an associate degree, while some offer additional continued education to obtain bachelor's and master's degrees for free through the unions as well. She stated that these are positive aspects of existing trade apprenticeships that could be adapted to other forms of apprenticeships, such as those in the tech industry.

- *Mr. Gibson* emphasized the importance of discussing education as not separate from apprenticeship, because different apprenticeship programs require different education levels and K-12 students should not be left without options if they are unaware of the education requirements they would need for college and for apprenticeship. He also echoed Ms. Weiss' earlier point about amplifying worker voices, stating that it's important when apprenticeship programs are created to engage the industry to learn what they need and what they anticipate apprentices will need as they enter the program. Mr. Gibson also discussed funding for apprenticeship, stating that his own organization has been seeking grant funding to support apprenticeship programs, but that a lot of resources are spent on recruitment, rather than putting apprentices through the program. Finally, he expressed frustration with preapprenticeships that do not feed into apprenticeship programs that lead to sustainable wages.
- Mr. Ginsburg expressed his appreciation for the opportunity to have thoughtful conversations. He said that he was particularly concerned about the notion that the United States has a "hire and fire" mentality, as noted by one of the international panelists. He said that the U.S. cannot consider employees to be pawns and that the ACA should seek to elevate those employers that make forward investments in their employees. He discussed experiences in Switzerland where, during times of financial crisis, rather than laying off employees, they brought in more apprentices and invested in training their employees. Mr. Ginsburg also discussed integrating degrees and apprenticeship such that apprentices can receive credits and degrees for time spent in the workplace. He said that universities and employers that are allowing for this integration should be elevated and exemplified for their competition to see their best practices.
- Dr. Harris-Kuiper said that, during a time when there is so much dissention and mindful discourse is
  not particularly common, she felt uplifted to experience the robust and focused discussion of the
  members in this meeting.
- *Mr. Ladd* thanked the ACA members for a rich conversation. He said that the organizing question for the ACA is the idea of how to build a system. Mr. Ladd noted that the members discussed variations and levels to building a system, like considering whether to create standalone systems or integrated systems, and how to make systems navigable and equitable. He expressed that the discussion has been particularly helpful in terms of planning the next ACA meeting.

## PANEL: EXPANDING PUBLIC SECTOR APPRENTICESHIPS

## 10:15 a.m. – 11:00 a.m. EST

- *Manny Lamarre, Deputy Assistant Secretary, ETA* welcomed the panelists and expressed three different questions that stood out to him as important for the ACA, including:
  - o How do we model what is being discussed at the meeting;
  - o How do we leverage the existing systems; and
  - o How do we provide very concrete examples?
- *Mr. Lamarre* pointed to the President's executive order on apprenticeship as providing opportunities for scalability at the federal, state, and local levels. He outlined the various federal civilian apprenticeship opportunities as examples of how the federal government can "practice what they preach." Mr. Lamarre then asked the panelists to introduce themselves.
- Kyle deCant, Director of Labor Policy, National Economic Council discussed President Biden's deep commitment to worker's rights and creating labor opportunities. While citing the rise in registered apprenticeships over the last decade, he said that the President's executive order on apprenticeship would expand registered apprenticeship within the federal government through four goals, including:
  - Establishing an interagency working group;
  - Facilitating interagency review of procurement procedures and grants to encourage registered apprenticeship;
  - o Expanding the use of registered apprenticeships across federal agencies; and
  - o Implementing labor management forums to encourage pre-dispute cooperation between agencies and the unions representing them.
- *Ms. Page* discussed the federal pathways program and the Presidential Management Fellow Program, which serve as onramps to federal employment for recent graduates. She said that eligibility has recently been expanded to allow individuals who have completed a registered apprenticeship program to be considered for federal internships through the pathways program. Ms. Page also discussed other initiatives to make federal employment a more competitive option, including raising the starting salary for programs, and expanding the diversity footprint.
- Melora McVicker, Director, Credentialing, Office of the Assistant Secretary of Defense (OASD) Readiness (Force Education and Training), The Pentagon outlined various apprenticeship programs within the Department of Defense that facilitate the transition of active service members into civilian life, including the United Services Military Apprenticeship Program (US MAP). She emphasized the importance of US MAP, because it allows service members to grow within their occupation while obtaining civilian certifications. Ms. McVicker also discussed procurement in apprenticeships, and how the interagency working group facilitates review of onboarding practices and contract development. She further said that apprenticeship is critical for upskilling the workforce, particularly for national security, because as technology develops, the cybersecurity workforce needs to match that development.
- *Karen Miller, HR Specialist, NASA Langley Research Center* discussed the apprenticeship programs at Langley Research Center, including their use of the federal pathways program. Noting that 70% of NASA's current employees are eligible for retirement, she said that apprenticeship allows NASA to

prepare long-term solutions for the changing workforce needs. Ms. Miller shared how NASA competes with other industries for the same pool of apprenticeship talent by forming bonds with community colleges and visiting campuses to share information about apprenticeship opportunities. She noted, however, that recruitment is not enough, apprenticeships must also focus on retention, and shared how she was able to obtain a grant to provide childcare subsidies to female apprentices in her program. Additionally, Ms. Miller noted that the USAjobs website is often a cumbersome and confusing barrier for individuals entering the workforce and shared that she provides support services for individuals attempting to enter NASA's apprenticeship program through the USAjobs website.

# 15-Minute ACA Members Feedback and Open Dialogue

- *Mr. Lamarre* asked the ACA members what issues they would like to see the Interagency Working Group tackle in their final report to President Biden and opened it up for questions and dialogue.
- *Mr. Berch* said that the transfer of skills and skills-based hiring are aspects of apprenticeship that states can assist federal agencies with facilitating. He further discussed the importance of partnerships between state, local and federal agencies to further develop apprenticeships.
- Ms. Schulz emphasized the issue of loss of talent in government jobs and shared that in Maryland, they
  performed a complete reassessment of all HR requirements for every job category. She suggested that,
  under the Executive Order, the opportunity to reevaluate and reassess the educational needs for each
  position would improve skills-based hiring in apprenticeship.
- *Ms. Page* referenced Ms. Schulz's proposed reassessment plan and said that the Federal Workforce Competency Initiative allowed federal agencies to look at the educational requirements listed for government occupations and noted that 70% of government jobs do not require a degree.
- *Ms. Kardel* emphasized the importance of streamlining and speeding up the onboarding process to ensure that federal agencies can fill talent gaps in specific emerging sectors like cybersecurity.
- *Ms. Oliviera-Rivera* discussed the idea of making registered apprenticeships a developmental program because of the positive impact it could have on wages and worker-progression. She encouraged considering whether the Executive Order on apprenticeship could create such opportunities. She further said that a centralized and cohesive place to house information about apprenticeship in federal agencies could help those agencies new to apprenticeship and those in the system but who want to understand how to plug in to new areas, to more easily access important information.
- Mr. Lamarre thanked the panelists and dismissed the members for a 15-minute break.

## FACILITATED FEDERAL AGENCY PANEL

11:15 a.m. – 12:00 p.m. EST

• Mr. Ladd stated that this federal agency panel would be focused on how federal agencies can leverage

their grants and procurement to utilize apprenticeship. He emphasized the importance of partnerships, noting that a lot of the funding and support for workforce development does not flow through the Department of Labor, but rather flows through other federal agencies. Mr. Ladd introduced the panel.

- *Mr. Langdon* discussed the role of the Department of Commerce in workforce development as having three big components, including:
  - o Investment programs:
    - Including the development of buildings, trainer equipment, economic planning, and program development.
    - Mr. Langdon said that many of the programs are either funding aspects of registered apprenticeships or preparing people to enter into registered apprenticeships and complete them.
    - Mr. Langdon also discussed the development of long-term systems to support emerging sectors, noting that the Department of Commerce has identified \$190 million to support workforce training programs in the construction industry and the skilled technical workforce.
  - o Business engagement:
    - Mr. Langdon referred to business engagement as the traditional role of the Department of Commerce, noting that they represent the voice of business in federal policymaking.
    - This also includes developing best practices guidelines for businesses. Mr. Langdon specifically referenced a set of good jobs principles developed in coordination with the Department of Labor to outline eight different components of what makes a good job, including recruitment, pay, culture, and advancement. He further emphasized the ways in which registered apprenticeships are highlighted in that guidance.
    - Further, Mr. Langdon highlighted the importance of building a diverse workforce, and discussed initiatives focused on recruiting and retaining women in the construction industry.
  - Data
    - Mr. Langdon highlighted work done by the Census Bureau with regard to analyzing data to examine the success of the Department's programs and merging RAPIDS data with wage data to see how apprentices are doing.
- *Ms. Loyd* shared that the President and Secretary Cardona have emphasized the intersection of education and workforce as the "north star" for reimagining the U.S. education system.
  - She laid out three pillars for improving the U.S. education system, including:
    - Academic excellence;
    - Improving learning conditions; and
    - Creating pathways to global engagement and competitiveness.
  - She also discussed the importance of ensuring that CTE education and apprenticeship are

connected. Further, she talked about adult education and family literacy programs as workforce development programs, stating that for adult learners, apprenticeship is an incredibly powerful tool. Ms. Loyd also detailed successful apprenticeship programs in correction facilities and noted that she would love to scale apprenticeship and pre-apprenticeship for those individuals who have been incarcerated.

- Ross Templeton, Labor Policy Advisor, Department of Transportation said that the most urgent engagement
  that the Department of Transportation has with registered apprenticeship involves the implementation
  of the Bipartisan Infrastructure Law, noting that his agency is responsible for the largest portion of bill
  funding.
  - o Mr. Templeton said that, because infrastructure development has steadily increased and will continue to do so, skilling the workforce and ensuring there are enough workers to complete infrastructure projects are paramount. To that end, Mr. Templeton discussed DOT's partnership with states to expand and fund apprenticeship programs and workforce development programs that train workers to work on highway projects.
  - Mr. Templeton also stated that a large portion of infrastructure dollars are discretionary and therefore DOT disperses those funds to states, counties, cities and tribal governments that are building out the infrastructure. Because those dollars are limited, the applications are highly competitive, and Mr. Templeton stated that projects that are tied to registered apprenticeship have a significant advantage over those that are not.
- *Ms. Page* detailed how the Office of Personnel Management (OPM) was able to expedite the hiring process to facilitate the onboarding of over 7,000 individuals in support of the Bipartisan Infrastructure Law. She further discussed the Workforce of the Future Playbook, which was published by OPM to help agencies consider new and emerging occupations and the skills that those occupations require. Ms. Page also mentioned the importance of real skills assessments to help agencies determine if an individual is able to do the job they are setting out to do.
- *Ms. Jones* said that registered apprenticeship is critically important to meeting the goals of the Department of Energy, particularly because the President set a goal of 100% clean electricity by 2035, and a carbon neutral economy by 2050. She emphasized the breadth of investment that needs to happen in workforce development, education and training, reskilling, and other areas that registered apprenticeship is primed to help with.
  - Ms. Jones discussed how the Bipartisan Infrastructure Law, the Creating Helpful Incentives to Produce Semiconductors (CHIPS) Act, and the Inflation Reduction Act (IRA) are requiring massive investments in clean energy infrastructure and onshoring domestic supply chains, which means that there is a significant need for workers. She said that registered apprenticeship and earn as you learn opportunities, are crucial for building the workforce while implementing new investments. Ms. Jones also said that the Department of Energy is investing in the capacity

- to provide onramps for individuals into newly created jobs, including the Readiness Accelerator for Major Projects (RAMP) initiative, which is a workforce readiness accelerator in major investment communities.
- In terms of engagement, Ms. Jones said that the Department of Energy convenes industry leaders to determine skilling needs in order to develop new registered apprenticeships in the manufacturing industry.
- *Ms. Steide* discussed HHS's focus on developing pipelines for early career talent, specifically in light of investments from the Bipartisan Infrastructure Law and the IRA.
  - Mr. Gardner discussed HHS's historical workforce development perspectives and said that a
    newly established corporate recruitment office will coordinate national recruitment to better
    leverage apprenticeship programs.

# 15-Minute ACA Members Feedback and Open Dialogue

- *Ms. Peschek* expressed support for providing incentives to employers and apprenticeship utilization requirements, but said that in the manufacturing sector, those initiatives typically cease after construction of the manufacturing plants and do not carry over into operations, which is a missed opportunity.
- *Ms. Oliviera-Rivera* stated that she was encouraged by the level of interagency collaboration around registered apprenticeship. She discussed the difficulty in navigating separate systems between each state and each individual school, and suggested that aligning the systems, eliminating bureaucracy, and focusing on reducing the hesitancy to develop new ways of doing things would make it easier to expand registered apprenticeship.
- *Ms. Loyd* emphasized the goal of the Department of Education to assist in expanding apprenticeship and said that more often than not the funds they provide are not prohibited in the way that funding recipients think they are. Outside of explicit prohibitions, Ms. Loyd encouraged creativity and collaboration to use funding in imaginative ways. She further pointed to the non-regulatory guidance being released by the Department of Education to better inform the reimagination.
- *Mr. Gibson* said that the U.S. is far behind training individuals on battery electric vehicles and questioned whether the committee and federal agency partners, recognizing that hydrogen fuel cells will be a large part of the future, can work together to develop training programs so that individuals are ready and able to work on the technology prior to its widespread use.
  - o *Mr. Templeton* said that portions of funding for new lower carbon emission technologies are earmarked for training purposes and particular attention is paid to ensuring those funds are effectively utilized. He further said that DOT wants to partner with unions, transit agencies, and other stakeholders to ensure that transition. Mr. Templeton further said that the challenge of CTE programs teaching emerging technologies like hydrogen, is that it is difficult to attract the talent to teach young people. To counteract this, Mr. Templeton said that DOT has been collecting examples of how educational institutions partner with business and industry to bring

- expertise into the classroom and welcomed more examples from the committee.
- Ms. Loyd emphasized that the Department of Education cannot mandate specific curricula, but rather they can disseminate best practices and uplift exemplars of partnerships and curriculum development.
- *Ms. White* said that she was excited about the cooperation and collaboration on display at the meeting. She asked for more clear guidance around the risks of benefit cliffs for people in apprenticeships, particularly because some states have passed income disregards that exclude registered apprenticeship, which has made individuals wary of pursuing or completing apprenticeships, and made benefits administrators fearful to suggest them since they do not understand whether they would be pushing folks out of their public benefits. Ms. White also pointed to the challenges young people face in obtaining transportation due to the associated costs. She also asked for more data, which she said would make it easier to make the case for apprenticeship to different constituencies, particularly with robust ROI data.
- *Ms. Jones* discussed the importance of ensuring that apprentices are not training on specific tasks that neglect to consider broader occupational training, stating that it could be dangerous to work on specific aspects of new and emerging technologies without a base of occupational training.
- *Ms. Steide* asked Ms. Page how OPM is looking at the qualification standards as it relates to apprenticeship programs, and whether OPM will be providing additional resources to the HR community to understand how those who have completed apprenticeship programs qualify for positions in the federal government.
  - o *Ms. Page* said that the OPM is focused on expanding registered apprenticeships generally across the federal government and added that the qualification standards for those in registered apprenticeships should be the same, or mostly the same as the qualifications of anybody who would be doing the job. She noted that OPM is developing guidance documents.
- *Mr. Berch* discussed the systemic relationship between OA and the states, stating noting that reciprocity agreements allow for individuals exiting incarceration in facilities with registered apprenticeship programs, to continue that apprenticeship in any of the reciprocal states. He also discussed new and emerging technologies as augmentations of existing industries, rather than standalone green technologies.
- *Mr. Ladd* dismissed the members for lunch after thanking the panelists and requested that everyone return at 1:30 p.m. to be taken to sector caucus breakout rooms.

# **BREAK FOR LUNCH**

12:00 p.m. - 1:30 p.m. EST

# **SECTOR CAUCUS BREAK OUT**

1:30 p.m. – 2:30 p.m. EST

The members were provided designated spaces and technical support for breakout sessions based on sector caucus representatives (employer, labor, and public) which were not recorded or open to the public

but did allow for virtual attendance for members.

# MEETING RECAP AND WRAP UP

2:30 p.m. – 3:30 p.m. EST

• *Mr. Cherry* called the meeting back to order and stated that the sector caucus breakouts had concluded.

# Co-Chair Elections Report Out

- *Mr. Ginsburg* stated that he had been reelected as the Chairperson of the employer representatives caucus for a second term.
- *Ms. Oliviera-Rivera* stated that she had been reappointed as the Chairperson for the labor representatives caucus and she was looking forward to continuing to serve.
- *Mr. Cherry* stated that as the Chairperson he was also the Chairperson of the public representatives caucus. He said that the group did not have to elect a chairperson but they had a great meeting, he understood the charge from the caucus perspective, and is ready to work with the other chairpersons.

#### Updates on the Recommendations from the Previous ACA Term

- Mr. Ladd provided general updates on the progress of implementing the recommendations from the prior committee. He encouraged the new members to review the Advisory Committee on Apprenticeship's Biennial Report to the Secretary of Labor and stated that the returning members were deeply involved in its development. He noted that there were over 100 individual recommendations that came out of that work and that it was very broad and comprehensive. He said that the Department is trying to decide the best way to organize and decide a mechanism to move forward on implementation.
- *Mr. Ladd* said that the Department organized the recommendations and that the vast majority of the recommendations fell into one of several categories, including:
  - Technical assistance efforts and system building comprising approximately 13% of recommendations:
  - Regulatory and policy guidance requirements comprising approximately 20% of recommendations;
  - Building stronger partnerships and doing more promotion of apprenticeship constituted around 30% of recommendations. He said this category included some smaller number of recommendations were overarching and focused on organizational capacity of OA to conduct enforcement and outreach activities;
  - o Investment in grants and the states comprising about 14% of recommendations;
  - o Enforcement comprised about 3% of recommendations; and
  - Data technology and process improvement for modernization comprised about 20% of recommendations.
- Mr. Ladd stated that some of the recommendations covered multiple areas but that the Department was

trying to classify them regarding their primary means of potential implementation. He commented that a version of the next slide had been shared at the previous ACA meeting and stated that 89% of the recommendations overall have been accepted by the Department and is now moving forward with them. Mr. Ladd stated that 3% of the recommendations are not accepted, because the Department lacked the authority or primary agency to implement those recommendations. He said that 8% of the recommendations had been deferred because the Department is not quite ready to make a decision. Mr. Ladd stated that of the approximately 90% accepted recommendations about 50% are in process. He said that many of these recommendations will be long-term, as they are not things that the Department can immediately act on. He stated that about 36% are complete or ongoing, a total that comes up to about 40%. He said that some of the items have very specific deliverables with start and end dates and others will be part of ongoing activities. He said that the Department feels they are making good progress on the recommendations and as they move forward through this year they will be able to increase the numbers and will provide further updates.

- Mr. Ladd commented on examples of projects that are part of this effort, including:
  - Much of the NPRM was rooted in the recommendations.
  - The Executive Order on apprenticeship is something the previous committee and previous versions of the ACA have been requesting.
  - There will be upcoming announcements of additional funding through the State Apprenticeship Expansion Grants and another round of Apprenticeship Building America Grants. A lot of the specific recommendations were translated into allowable activities, emphasis, or priorities through these grants coming out in the next few weeks.
  - The Apprenticeship Trailblazer Initiative was launched this year, along with the first Youth Apprenticeship Week, which was a recommendation from this group.
  - The Department issued a Pre-Apprenticeship Training and Employment Notice (TEN) earlier this year to provide more guidance, which was a recommendation.
  - The Department created the Registered Apprenticeship Academy this year as a technical resource for the entire apprenticeship ecosystem to increase awareness and knowledge generally and of specific issues.
  - The Department recently issued a new populations dashboard on apprenticeship.gov as a response to calls in the committee's report for more data and transparency.
  - Through support from leadership, ETA and DOL continues to try to increase staff numbers of critical importance for promotion and enforcement for program reviews and oversight to SAAs.

# ACA Members Feedback and Open Discussion

- *Mr. Ladd* asked if there were any questions.
- *Mr. Willis* asked whether the charge of the ACA has anything to do with the deferred recommendations.
  - o *Mr. Ladd* responded that in the next year there are challenges with determining the right scope and focus of the ACA moving forward in the midst of a rulemaking while also addressing a significant number of recommendations from the previous term that will take time and capacity to implement. He stated that anything done in this term has to be rooted in the charter of the

ACA and grounded in subcommittee work begun during the last term. He spoke about the ideas of modernization of the system, expansion into new and non-traditional industries, how to establish pathways that are inclusive of pre- and post-apprenticeships, and the equity agenda. Mr. Ladd continued and spoke about operating on multiple tracks for the next few months to implement the recommendations from the previous ACA and also take time to do some system exploration and identify key issues for the current ACA to address. Mr. Ladd commented that historically the focus of the ACA has not been to produce reports covering apprenticeship comprehensively but instead more targeted to specific issues. He said that the ACA has looked at equity in apprenticeship, pre-apprenticeship, and ratios within apprenticeship. He stated that there is flexibility for the current ACA to identify goals and scope of work but that it is not the intent of OA for this year to convene subcommittees, that the advice of the solicitor's office has been that it would be challenging to do such detailed work while doing rulemaking. He said that OA would like to use the format used in today's meeting to look at the system broadly and consider the issues and needs around furthering the expansion of the national apprenticeship system. Mr. Ladd commented that between today's meeting and the second meeting, OA hopes to accomplish these goals, get members' thoughts on specific issues, and then would likely use 2025 to develop specific recommendations. He stated that as OA is implementing a final rule and much of its success will depend upon input from all stakeholders in the apprenticeship system. He commented that the final rule is at a high level and there would need to be additional policy guidance. Mr. Ladd noted that the charter has been changed so there is no final report due and no "sprint" mentality that arose previously with both an interim and a final report. He stated that instead the committee has discretion for what issues to address, within the confines of the charter and the desired timeline.

- *Dr. Wolfe* asked whether there would be general guidance of an approach, questions, or suggestions from the Department to help develop goals during the period between the first two meetings.
  - Mr. Ladd responded that the members could choose to work in the sector breakouts or they
    could look into forming new subcommittees for the new term. He said that the two approaches
    are not mutually exclusive.
  - Or. Wolfe stated that she did not want to upset the solicitor and asked a second question of whether anything would preclude the committee from establishing smaller affinity groups before the next meeting. She said that beginning conversations now might benefit the September meeting and the goal of being better informed. She mentioned pulling together the teacher's unions and ESOPs (Employee Stock Ownership Plan) and New America and others who might have common ground.
  - o Mr. Ladd responded that his answer had less to do with the regulation and more to do with the operation of the Federal Advisory Committee Act (FACA). He said he did not know if the affinity groups would have to be sanctioned by the committee as a whole and whether DOL support would be needed for those groups or they would be meeting on their own. He stated that in general he was not opposed to the idea but that there might be some challenges.
  - Ms. Huckaby responded that whenever a significant number of members are pulled together it constitutes a meeting and needs to be published in the Federal Register. She said that generally smaller subsets of meetings are fine. She referred to Mr. Ladd's comment about whether DOL would be needed to convene the group, arrange for scheduling and contractor support for notetakers, etc. She asked Dr. Wolfe or anyone else on the committee to send in any meeting

ideas to be quickly vetted and given a yes or no. She commented that groups of four or five might not be significant but that groups of 15 or more might be problematic.

- *Ms. Barillas-McEntee* asked whether there would be any report provided to the members of the status updates given at the meeting.
  - o *Mr. Ladd* responded that the recommendations varied from very specific to very broad and it could be a challenge to classify them, but he would look into it by the next meeting.
  - o Ms. Barillas-McEntee asked if there was a timeline for the rulemaking.
  - o *Mr. Ladd* deferred to the Deputy Assistant Secretary.
  - o Ms. Huckaby responded that they would get back to Ms. Barillas-McEntee soon.
- *Ms. Scott* commented that there was no expectation of a deliverable and thus no report and that she did not agree with that. She stated that because all the members were brought to the meeting and it was a public forum there should be a deliverable, something official and agreed upon to enter into record.
  - o *Mr. Ladd* responded that there is always an expectation that the committee produce recommendations but that there was no specific report due per the charter as there was in the last ACA and that it was all at the discretion of the committee regarding the timetable.
- *Ms. Scott* asked whether there should be a motion on the floor to be brought in the next meeting on the question of a report.
  - o *Mr. Ladd* commented that there could be but recommended that the committee develop issues and recommendations first.
  - o Ms. Scott stated that she felt this approach was a little like putting the cart before the horse.
- *Mr. Ginsburg* commented that he agreed regarding the final report and the deadline and recognized that the committee would have less time due to the rulemaking and that he also supported ensuring that real work is accomplished by the committee. He asked who defined the charter and if it can be changed and if not the reasons why.
  - Mr. Ladd responded that the charter is flexible enough and can be changed and stated that if committee members want to decide at the next meeting to have a motion to say that by the end of the term the committee will develop a paper or papers on these topics the members are free to do that.
  - o *Mr. Ginsburg* responded in support.
- *Ms. Oliveria-Rivera* commented that she wanted to understand correctly and stated that the full committee is being tasked to identify important issues to address over the next two years and a mechanism by which to offer feedback and recommendations to DOL, to essentially come up with their own structure and own deliverable. She said that a deliverable is always expected, but the form of the deliverable is up to the committee, and however they get there is up to the committee, whether they make a motion or come up with some other mechanism. She asked if her understanding was correct.
  - o *Mr. Ladd* affirmed that this statement was basically correct with some limitations, that the committee is working at the direction of the Department. He stated that there should be some agreement between the Department and the committee regarding which areas to focus on.
- Ms. Henriksen spoke in support of having work functions, referring to discussion in the employer

caucus about the benefits of their collective voices and wisdom. She said that the group is eager to support the Departments in their objectives and wherever thinking partnerships might be needed. She suggested that the committee leadership team established at the meeting consider and support the concept of embracing apprenticeships as a social constant, stating that it would deliver a lot of value.

- *Ms. Schulz* remarked that she had, over the last two years, researched the three recent large bipartisan legislative acts (CHIPS, Infrastructure, IRA). She asked for a recommendation, perhaps from the National Governors Association (NGA) or the National Association of State Workforce Agencies (NASWA), of a good comprehensive resource outlining the workforce development components of the three big recent funding acts.
  - o *Mr. Lamarre* responded that the Department has some research that already exists within the different Departments and that they can work with the team to put some resources together.
  - o *Ms. Schulz* responded with thanks and said that it would be useful to see what the overall spending would be on workforce aspects.
  - o *Mr. Lamarre* responded that the figures were more fleshed out in the Bi-Partisan Infrastructure Law because the Regulatory Impact Analysis (RIA) was in the final rulemaking.
- *Mr. Ladd* commented that the first meeting was about looking at resources and best practices that could inform system building. He said that the focus of the day was around international best practices, federal resources, activities with partners that the Department highlighted, and conversations around state's leadership role and innovation. The Department is considering going out into the field to see instances where apprenticeship, education, and the workforce are working closely together. He stated that a number of workforce hubs have been identified by the White House and questioned how to integrate federal resources that are becoming available, which he said is happening at the state and local level. He said that the Department is looking at taking the ideas expressed in the meeting and seeing them in action at a site visit at a regional location, which would likely be the focus for the next meeting. He expressed the goal of moving through the rulemaking process to consider big topic areas and a timeline for developing recommendations.
- *Mr. Berch* commented that the members were convening as the experts of the U.S. on this topic and he looked forward to the systemic partnership with OA. He supported touting the validity, rigor, and merit of registered apprenticeship as a workforce development solution for all industries, inclusive for all people, and fulfilling the needs of employers. He stated that state directors assist hubs and intermediaries in partnership and he looked forward to the roles going forward, including having more advertisement to employers, those looking to become apprentices, and employers looking to diversify their workforce, using workforce development boards to access the people they serve. He said that he was in his second term with the committee, stated that the conversations of the committee were unquestionably the work of the committee, and thanked his peers.
- *Mr. Ladd* stated that in consideration of the next meeting the Department would work closely with the Chairperson and Co-Chairs to develop an agenda. He also requested a few minutes of feedback from the members on the meeting of the past two days, including what they would like to see for the next meeting.
- Ms. McCann expressed support for a shared interest in advertising apprenticeship, particularly with

those just learning about apprenticeship, and asked if it were part of the project or what it would look like to have social media content or strategy supporting apprenticeship or the ACA.

- Ms. Huckaby expressed appreciation for the comment and asked whether the recommendation was for case studies or whether there was an offer to be an ambassador.
- Ms. McCann responded that it could be as simple as memes or pictures on social media of apprentices and pre-apprentices.
- *Ms. Loyd* asked if anyone in the employer caucus had a communications or marketing person on staff and suggested to the chair of the employer caucus that that group work to put digital ads together to share.
  - o *Mr. Ginsburg* expressed support for the idea and asked whether there were any lines that should not be crossed in such activities.
  - Mr. Ladd responded that it depended on whether apprenticeship or the work of the committee
    was being promoted. He stated that OA does not manage its own social media account and it
    was a challenge.
- *Ms. Scott* expressed a desire to ensure that members were not doing marketing communications from their own level of expertise, as none of them were marketing or communications professionals. She commented that the Department markets to the general public but doesn't reach some communities for which it lacks cultural competence, particularly African American communities and other groups that have not been considered. She suggested an approach similar to marketing training for committee members, led by a subject matter expert, to assist members in forming a complete marketing campaign.
- *Ms. Kardel* expressed thanks to the Chairperson and the Co-Chairs and stated that the committee was off to a great start. She spoke as a returning member and stated that it really helped to meet in person. She stated that she was looking forward to the next meeting and that the international panelists provided interesting insights. She recommended other countries beyond the "DAX cluster" would be interesting to consider, including Canada, Mexico, and other countries in Asia or the Pacific.
- *Ms. Barrilas-McEntee* thanked the Chairperson and Mr. Ladd and gave positive feedback on the meeting. She recommended more conversation with the mixed group to broaden the conversation and vision going forward.
- *Mr. Stafford* thanked the Chairperson and Mr. Ladd and said that the committee was off to a good start and he looked forward to the guidelines of where the committee would go from here.
- *Ms. McCann* thanked the Chairperson for leading a great meeting and expressed appreciation for the shared partnerships and for a conversation she had with a special education teacher at the embassy dinner. She also expressed agreement for the recommendation to look to other nations beyond those already considered and further recommended having unions, potentially through a state or national representative "at the table."
- *Dr. Wolfe* commented that she felt she already knew the other members of the committee better than she knew the members of the previous committee after two and a half years and that this would make

the committee open and honest. She expressed an official welcome and appreciation to the Chairperson for his upcoming role. She recommended that for future meetings there be an attempt to balance active and passive learning, stating that she felt this meeting had insufficient time for a fuller conversation, perhaps a more structured panel or another change, during which unstructured time was available between site visits and panels.

- Mr. Ladd responded that it is always difficult to find a balance and it is incumbent on the
  members to engage during unstructured time. He expressed appreciation for seeing that the
  members were ready to have those conversations.
- *Mr. Ladd* asked if there were any other comments.
- *Ms. Peschek* asked if it would be helpful to establish a shared understanding of the foundational pieces of registered apprenticeship as they differ across the different industries, particularly as the Department addresses questions of systems integration and modernization. She commented that these differences are what make apprenticeship complex and hard to market and that she enjoyed the meeting.
- *Mr. Ladd* stated that there were no requests for public comment, the official business was concluded, and he turned the meeting over to the Chairperson.
- *Mr. Cherry* expressed excitement about the next meeting and gratitude for everyone in the committee giving their time. He reinforced appreciation to the Department of Labor for putting on the event. He remarked that communications would be coming around in between the meetings settling some of the topics raised in the meeting.
- *Mr. Ladd* stated that materials from the day's meeting would be available on the ACA website and a follow-up email would be sent.

## MR. CHERRY ADJOURNED THE MEETING AT 3:35 P.M.

## **CERTIFICATION**

As the Chairperson of the Advisory Committee on Apprenticeship, I hereby certify the accuracy of the June 4-5, 2024, ACA Meeting Minutes.

Robert Cherry Jr. ACA Chairperson