

BULLETIN 95 -02

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U.S. Department of Labor Employment and Training Administration Office of Apprenticeship Training, Employer and Labor Services (OATELS) Washington, D.C. 20210	<u>Distribution:</u> A-541 Headquarters A-546 All Field Tech A-547 SD+RD+SAC+ Lab. Com	<u>Subject:</u> The National Apprenticeship System. <u>Code:</u> 501
Symbols: TWA : MMW		<u>Action:</u>

PURPOSE: To inform Office of Apprenticeship Training, Employer and Labor Services (OATELS), Bureau of Apprenticeship and Training (BAT) Staff of the revised overview and vision document identified as "The National Apprenticeship System September 1994."

BACKGROUND: The attached document has been updated to reflect the current status of the Federal Committee on Apprenticeship (FCA) and the Role of Registered Apprenticeship in creating the New American Workforce.

Attachment

THE NATIONAL
APPRENTICESHIP SYSTEM

ADMINISTERED BY:

**The Bureau of Apprenticeship and Training
U.S. Department of Labor**

And

State Apprenticeship Agencies

September 1994

**National
Apprenticeship**

The National Apprenticeship System is authorized by The National Apprenticeship (Fitzgerald) Act of 1937. Apprenticeship, a voluntary, industry-driven program, is sponsored by joint employer and labor groups, employers and/or employer associations.

An apprentice, as an employee, receives supervised, structured on-the-job training combined with related technical instruction (usually classroom study, often at community colleges and other public post-secondary schools) in a specific occupation.

The on-the-job training outline, related classroom instruction curriculum and the apprenticeship program operating procedures are included in a set of **Apprenticeship Standards**. These Standards are registered by the apprenticeship sponsor with a Federal or State Apprenticeship Agency/Council as meeting the Department of Labor's (DOL) Standards of Apprenticeship.

After completing a 1 to 6 year apprenticeship, the worker receives an Apprenticeship Completion

Certificate and is recognized as a qualified journeyworker nationwide. This Certificate is one of the oldest, most basic, and most highly portable industry credentials in use today. Apprenticeship programs are sponsored and paid for by industry, in many cases through collective bargaining agreements. Public investment is modest; DOL funds provide only the salaries and expenses of the Federal staff that assist in establishing, servicing and improving the quality of programs, conducting Equal Employment Opportunity (EEO) compliance reviews, and monitoring their progress. State Apprenticeship Councils (SACs) in 27 States, the District of Columbia, the Virgin Islands and Puerto Rico have been delegated authority by the Department to register apprenticeship and training programs for Federal purposes. Federal and State vocational education resources may pay a portion of the related technical instruction.

**Paid For By
Industry**

**800
Apprenticeable
Occupations**

Apprenticeship in most occupations is open to anyone age 16 or older. However, individuals must usually be age 18 to be an apprentice in hazardous occupations. About 14 percent of newly registered apprentices are age 21 or younger. Traditionally associated with the skilled trades, apprenticeship is now available in hundreds of other occupations. More than 300,000 apprentices are currently receiving training, including 45,000 apprentices in the armed services.

Bureau of Apprenticeship and Training (BAT) field staff, located in 130 offices across the country provide technical assistance to potential and existing program sponsors and apprentices. For industry sponsors and potential sponsors, this technical assistance can include: 1) analyzing training needs and developing apprenticeship standards, 2) assisting in the development of worker recruitment procedures to meet EEO and affirmative action requirements, 3) developing administrative procedures, 4) locating or developing related technical instruction curricula, 5) conducting program evaluations, quality assessment audits and EEO compliance reviews, 6) compiling

**Technical
Assistance**

and disseminating labor market information on apprenticeship and national and local industry training needs, 7) registering sponsors' programs, 8) registering, canceling, and completing apprentices, 9) issuing completion certificates, 10) issuing Davis-Bacon job certifications on federally financed construction projects, and 11) providing veterans' assistance. The field staff provides all of these services and ensures that the contractual obligations of the Apprenticeship Agreement are met and the training, safety and welfare of the apprentice are ensured.

Field staff serves as coordinators and conduits of apprenticeship services with other Federal employment and training programs (JTPA, Job Corps) and the State and local education systems and sponsors supplemental agreements relating to school-to-apprenticeship recruitment into their programs. Operational programs often involve one or more of these service deliverers' sometimes all of them. In their effort to promote apprenticeship and training, field staff prepares promotional material for potential sponsors and community based organizations, make presentations to industry, labor, education groups, and other public/private organizations.

**Coordination
Promotion**

**Current Goals
And Objectives**

These include the **expansion of apprenticeship and other work-based learning systems**, along with:

Targeting growth industries and occupations using local labor market information; providing information and technical assistance to potential and current sponsors for developing and improving the quality of their apprenticeship programs and journey-level retraining programs, or other work-based learning programs; and developing and disseminating general and technical information to stimulate industry interest in apprenticeship and other work-based learning programs.

**Target Growth
Industries and
Occupations**

**Equal
Employment
Opportunity**

Ensuring equal employment opportunities in apprenticeship and other training programs by: 1) reviewing programs for compliance with the EEO requirements of Title 29 CFR 30; 2) targeting women, minorities, youth, dislocated workers, and public assistance recipients for apprenticeship; and 3) leveraging local, State, regional and national public/private

sectors in using the target population in apprenticeship and other work-based learning programs.

Ensuring the quality of all new and existing training and apprenticeship programs by: 1) reviewing programs in accordance with the standards and procedures at 29 CFR Parts 29 and 30 and industry occupational standards where applicable and 2) providing technical assistance to achieve high quality in all apprenticeship and other work-based learning programs.

**High Quality
Programs**

The Federal Committee on Apprenticeship (FCA) was created by the Secretary of Labor in August 1934. The FCA advises the Secretary on Apprenticeship issues. Seven FCA members represent labor, seven represent employers, and seven represent the public. Four ex-officio members include: the current Presidents of the National Association of State and Territorial Apprenticeship Directors and the National Association of Governmental Labor Officials, a representative of the U.S. Department of Education, and the Assistant Secretary of Labor for Employment and Training.

**Federal
Committee on
Apprenticeship**

The Committee's agenda includes advising the Secretary on: expanding apprenticeship and journeyworker training programs in all sectors of the economy and workforce; formulating and promoting labor standards needed to safeguard the welfare of apprentices; identifying research and demonstration needs regarding apprenticeship; establishing cooperative relationships with other Federal programs and State agencies concerned with apprenticeship and workforce training; expanding the participation of all sectors of the American workforce by eliminating artificial barriers to apprenticeship and related training; and reviewing the role of apprenticeship in meeting future skilled worker training needs.

**For More
Information**

For more information about apprenticeship, contact the following BAT regional offices or your local BAT/SAC Apprenticeship and Training Representative to be found in the Federal or State listings in your telephone directory.

REGION I

11th Floor
One Congress Street
Boston, MA 02114

617-565-2288

REGION II

Room 602, Federal Bldg.
201 Varick St.
New York, NY 10014

212-337-2313

REGION III

Room 13240
3535 Market St.
Philadelphia, PA
19104

215-596-6417

REGION IV

Room 200

1371 Peachtree St., NE
Atlanta, GA 30367
404-347-4405

REGION V

Room 758
Bldg.
230 S. Dearborn St.
Chicago, IL 60604
312-353-7205

REGION VI

Room 628 Federal

525 Griffin St.
Dallas, TX 75202
214-767-4993

REGION VII

Room 1100

911 Walnut St.
Kansas City, MO 64106

816-426-3856

REGION VIII

Room 465, U.S. Custom House

721 - 19th St.
Denver, CO 80202

303-844-4791

REGION IX

Federal Bldg., Room
715
71 Stevenson St.
San Francisco, CA
94105

415-744-6580

REGION X

Room 925
1111 Third Ave.
Seattle, WA 98101
206-553-5286

NATIONAL OFFICE

Room N4649
200 Constitution Ave., NW
Washington, DC 20210
202-219-6345

CREATING THE NEW AMERICAN WORKFORCE: THE ROLE OF REGISTERED APPRENTICESHIP

Introduction: A little more than a decade ago, in June 1981, NBC televised a white paper, "America Works When America Works." The program contended that while America's work is changing, its work force is not keeping up; this gap will have serious economic implications for the next decade. Deteriorating quality and increasing skill obsolescence were vividly portrayed. The NBC program argued that we have no national approach to correct the problem. As highlighted in the program, government policies have focused on the more acute problem areas of the workforce, allocating resources and attention to hard-to-serve groups, at-risk youth, dislocated workers, and those at the end of the labor queue. At the same time, the American workplace underwent revolutionary changes.

Today, most jobs demand better communicating, reasoning, reading, and writing skills, often coupled with critical manipulative skills. Business success depends more and more upon its investment in human resources and training. Worker success depends more upon literacy, comprehension, adaptability, and proficiency in one or more families of job skills with that skill level credentialed and its currency up-to-date. In a catalog of education and training approaches, apprenticeship specifically addresses these workers and industry needs.

The Apprenticeship Model: In the United States, apprenticeship is a voluntary training system, a unique partnership of business and labor as the primary operators of programs, with government playing a support role. Apprenticeship is learning by doing in a structured instruction program under supervision with the apprentice as an employed worker. On-the-Job training is supplemented by theoretical study and instruction related to the occupation. In this country, apprentice training programs are sponsored and conducted by joint employer and labor groups, employers and/or employer associations often through collective bargaining agreements.

Apprenticeship in most occupations is open to anyone age 16 or older; however, individuals must usually be age 18 to apprentice in hazardous occupations. About 14 percent of newly registered apprentices are age 21 or younger. Traditionally associated with the skilled trades, apprenticeship is now available in hundreds of other occupations. Apprenticeship's basic features have broad applicability as effective means of training and retraining workers. These features include:

- . Structured on-the-job training combined with related theoretical instruction;
- . Formal certification and recognition of programs and award of journeyworker-level credentials upon completion;
- . Private sponsorship, tailored to industry yet flexible for the employer, with limited financial support from government and education;
- . Transfer of skills on the job through a mentor, supervisor, or skilled coworkers; and
- . An agreement between the training sponsor and the apprentices on the performance expectations, processes, and outcomes of training.

Government's Role in Apprenticeship: National apprenticeship policy is expressed in the National Apprenticeship Act of 1937. The Act directed the Secretary of Labor to establish labor standards to guard the welfare of apprentices and to engage in the promotion and adoption of those standards by industry in apprenticeship programs. These standards are administered by the Labor Department's Bureau of Apprenticeship and Training (BAT) and recognized State Apprenticeship Councils/Agencies which prescribe the requirements for "registration" --the recognition of apprenticeship programs and apprentices. Credentialing through registration is particularly important to the individual who may thereby demonstrate completion of a bona-fide apprenticeship and attainment of recognized skilled or journeyworker status. Government does not conduct the training for others; however, it operates apprenticeship programs as an employer in a number of civilian agencies and the military.

Public investment is modest; BAT staff, located in 130 offices nationwide, working with State Apprenticeship Councils in 27 States, the District of Columbia, Puerto Rico, the Virgin Islands, and State Labor Commissioners, assist in establishing, servicing, and monitoring these programs. Federal and State vocational education funds pay for a portion of the related technical instruction. The Federal Committee on Apprenticeship (FCA), composed of employer, labor, and public representatives advises the Secretary on apprenticeship and training matters.

Apprenticeship's Role In Training The Workforce: The view of investment that shaped public and private decisions in past decades is seriously at odds with the new realities of a global economy. We are accustomed to think of "investment" as devoting American savings to build up American plant and equipment. In the past --when the United States was the world's financial center and when we dominated the world in developing and applying technology --this way of thinking made sense. But today, money flashes around the globe at literally the speed of an electronic impulse to wherever in the world promises the best return. Information flows freely through global data networks. Patents and trademarks become less and less relevant as technical change accelerates. Increasingly, offices and factories throughout the world have access to the same machines.

This means that the only productive resources that are unique to the American economy are American workers. The investments that will pay off most directly for our future prosperity are investments in the workforce --investments in the capacity of all Americans to learn effectively from the start, investments in the development of skills and continuously higher skills, and investments in improving our capacity to work together effectively.

Secretary of Labor Robert Reich proposes three broad components to this fundamental mission of investment capital. First, we must prepare our young people for their first jobs. Second, we must equip those of us threatened by economic change to secure new jobs. Third, we must restore the American promise of steadily better jobs over time for all our working people.¹

Registered apprenticeship, a time-tested, effective training program, can productively serve as a model in all three components through its basic program and proposed efforts in career path programs and the development and implementation of national skill standards.

¹ Statement on April 27, 1993 before the Subcommittee on Labor, HHS, and Education; Committee on Appropriations; U.S. House of Representatives

Career Path Programs: Career path programs leading to mainstream apprenticeship opportunities link pre-apprenticeship programs and school-to-apprenticeship programs directly with apprenticeship and other employment opportunities ("first" and "new" jobs). The career path model also facilitates skill upgrade training ("better" jobs). The objective of each of the programs would be to: 1) provide entrance into an apprenticeship program or 2) assist the individual to become work-ready, if a specific occupation does not lend itself to apprenticeship.

School-to-apprenticeship programs assist youth planning to enter the work force directly after high school. The programs are created and implemented locally by partnerships among educators, business and labor representatives, community members, parents and students. The goals of these programs are to: motivate youth to stay in school, promote higher academic performance levels, link classroom curricula to worksite learning and work experience, enhance the participants' prospects for immediate full-time employment after leaving school on paths that provide significant opportunity for continued education and career development, and promote employer participation in the education of youth to insure development of a skilled, flexible, entry-level work force. The programs, offered to all students beginning in the 11th and 12th grades, are particularly suited to highly skilled technical and emerging technological occupations. The program allows students to complement experience with technologies that may only exist at the worksite with theoretical instruction at the post-secondary level.

This integration of hands-on training and related academic instruction is a basic feature of registered apprenticeship programs. The Bureau and SACs with their unique State and local structure are playing a key role in many areas of the country by bringing together the academic and business communities for this type of program. A current example is the State/Federal New Jersey partnership agreement for which BAT will be the lead agency.

Second Chance Programs. The apprenticeship community has experience with a number of career path projects which may be models for helping disadvantaged and dislocated persons to reach skilled worker status. Three examples are:

The Job Corps pre-apprenticeship programs operated by skilled-trades organizations have led to the direct entry of many thousands of disadvantaged young people over the past 25 years in registered apprenticeships.

The Step-Up program (a joint effort by BAT and the Department of Housing and Urban Development) offers public housing residents and low income persons a year of basic skills training while employed in apprenticeships working on local construction and housing rehabilitation projects.

Apprenticeship Outreach programs operated by Community Based Organizations assist industry in increasing the participation of minorities and women in registered apprenticeships.

Career Opportunity Centers: For a number of years, the Bureau provided apprenticeship information as part of the services offered through "one-stop centers." Coordinating these efforts through "Local Employment and Training Centers" as proposed in the "America's Choice" report would revitalize this concept and offer the opportunity to provide occupational counseling, career development information, and placement services to young people in the school-to-work transition, as well as to aid dislocated workers and disadvantaged persons in finding work through a nationally-linked computerized network of employment opportunities.

National Skill Standards: Implementation of a national system of voluntary, industry-based skill standards and certification is one element of America's long-range plan for enhanced competitiveness of its current and future workforce. The need is recognized for the Federal government to take the lead in fostering the necessary partnerships for such a framework. Long experience with apprenticeship programs, both here and abroad, shows that skill standards must be responsive to rapid workplace changes; benchmarked to world class standards; free from bias; simply structured; tied to measurable competency-based outcomes; cooperatively developed and nationally based; comparable across industries, similar occupations, geographic regions and States; applicable to a wide variety of education and training providers, both work- and school-based; and useful for qualifying new hires and for continuously upgrading the skills of employees.

The FCA recently noted that skill standards in apprenticeable occupations are only part of a larger set of registered training standards which also include curricula content (including core safety training standards), quality review criteria, certifications, and instructor qualifications.

Conclusion: Apprenticeship shows how industry, labor, government, and education can work together to further the interests of the worker and the workplace. At a time when there is much interest in cooperation between public and private sectors and ensuring opportunity for everyone in a diverse workforce, the National Apprenticeship System clearly provides an effective model.