



Task Force on Apprenticeship Expansion

Minutes from the Fourth Meeting

April 10, 2018

Secretary of Labor, R. Alexander Acosta, Chair of the Task Force on Apprenticeship Expansion (Task Force), convened the fourth meeting of the Task Force virtually on April 10, 2018, at 1:00 p.m. Eastern time.

Welcome and Introductions

Secretary Acosta welcomed the Task Force members, designees, and members of the public joining through WebEx. Secretary Acosta noted that the Task Force was using technology to reduce costs to taxpayers and ensure that the public has full access to the meeting regardless of location. Secretary Acosta introduced Rosemary Lahasky, Deputy Assistant Secretary of the Employment and Training Administration, and Task Force Designated Federal Official.

Ms. Lahasky noted that the Task Force was hosting the meeting via phone and WebEx. She then went over logistical details regarding participation in the meeting. She encouraged members of the Task Force, designees, and staff to comment at any time, and informed listeners from the public that comments are welcome through the Task Force email address (apprenticeshiptaskforce@dol.gov).

Ms. Lahasky then conducted a roll call. The following individuals participated in the meeting:

- **Chair** – Secretary R. Alexander Acosta, U.S. Department of Labor
- **Vice-Chair** – Secretary Betsy DeVos, U.S. Department of Education
- **Vice-Chair** – Secretary Wilbur Ross, U.S. Department of Commerce

Task Force Members and Designees

- Michael Bellaman, President and CEO, Associated Builders and Contractors
- Joshua Bolten, President and CEO, Business Roundtable
- Wesley Bush, Chairman, CEO and President, Northrop Grumman
- Cari Dominguez, Director, Manpower Inc.
- Montez King, Executive Director, National Institute for Metalworking Skills
- Sean McGarvey, President, North America's Building Trades Unions
- John Ratzenberger, Workforce Training Advocate
- Mark B. Rosenberg, Board of Directors, Association of Public and Land-Grant Universities
- Joseph Sellers, Jr., General President, International Association of Sheet Metal, Air, Rail and Transportation Workers
- Dawn Sweeney, President and CEO, National Restaurant Association
- *Stephanie Groen, representing the Honorable Kim Reynolds, Governor, Iowa
- *Ronald Marlow, representing Marc H. Morial, CEO, National Urban League
- *Cheryl Oldham, representing Thomas J. Donohue, President and CEO, U.S. Chamber of Commerce
- *Shelly Weir, representing Katherine Lugar, President and CEO, American Hotel and Lodging Association

- *Jennifer Worth, representing Walter Bumphus, President and CEO, American Association of Community Colleges

*Task Force Member's Designee

Task Force Designee and Plus One

- Brenezza DaParre Garcia, for Mark B. Rosenberg
- Robert Gifford, for Dawn Sweeney
- Thomas Kriger, for Sean McGarvey
- Dane Linn, for Joshua Bolten
- Denise Peppard, for Wesley Bush
- Joseph Powell, for Joseph Sellers, Jr.
- Catherine Ross, for Montez King
- Greg Sizemore, for Michael Bellaman
- Richard Wahlquist, for Cari Dominguez

Government Officials and Federal Staff

- Rosemary Lahasky, Deputy Assistant Secretary, Employment and Training Administration, Task Force Designated Federal Official, U.S. Department of Labor
- Laurie Rowe, Senior Policy Advisor to the Secretary, U.S. Department of Labor
- Nina Roque, Special Assistant, Office of the Secretary, U.S. Department of Labor
- John Ladd, Administrator, Office of Apprenticeship, Employment and Training Administration, U.S. Department of Labor
- Joseph Plick, Counsel, Division of Management and Administrative Legal Services, Office of the Solicitor, U.S. Department of Labor
- David Langdon, Economist (Team Lead), Office of the Chief Economist, Economics & Statistics Administration, U.S. Department of Commerce

Opening Remarks

R. Alexander Acosta, Secretary of Labor

Secretary Acosta thanked Task Force members and designees for their good work under tight timeframes. He recognized the importance of bringing together companies, labor unions, trade and industry groups, nonprofit organizations, educational institutions, and public officials to discuss various perspectives on creating high quality Industry-Recognized Apprenticeship programs appropriate to each industry. He noted that this meeting brings the Task Force one step closer to its final report, and that, ultimately, apprenticeship expansion will bring more opportunities for Americans to develop skills that lead to good, family-sustaining jobs. He recapped the Task Force's work to date, highlighting that the group has heard reports from all four subcommittees over the course of two previous meetings, held in February and March. The Secretary stated that the purpose of the meeting was to consider final recommendations and determine content for the final report.

He then recognized his Vice-Chairs, Secretary of Education Betsy DeVos and Secretary of Commerce Wilbur Ross.

Betsy DeVos, Secretary of Education

Secretary DeVos thanked Secretary Acosta and Secretary Ross, the other Task Force members, and the members' designees who served on the subcommittees. She emphasized that everyone has learned a great

deal from discussions of the subcommittees' recommendations in previous meetings. She also stated that today's meeting continued the important process of evaluating recommendations to determine which will be included in the final report.

Secretary DeVos acknowledged that while the Task Force's primary focus is on Americans pursuing post-secondary options, apprenticeships provide alternative pathways to career success, beginning with a relevant K-12 education, which includes earn-and-learn opportunities in secondary schools. She encouraged the members to include recommendations that prepare K-12 students for the workforce, especially now as America is gaining a new appreciation for the value of apprenticeship as an alternative pathway to college. She described a recent visit to Birdville Independent School District in Haltom City, Texas, that offers a career and technology education program. The program fosters a culture of career readiness through internships that provide exposure to real-world workplace experiences and opportunities for students to earn industry-recognized certifications and licenses. Over 2,200 certifications and licenses were granted in the last year alone.

Secretary DeVos said America must do better to prepare all students for success in today's economy. She ended her opening remarks by saying she is confident that the Task Force's work answers the President's call to invest in students and expand educational pathways to successful careers and fulfilling lives.

Wilbur Ross, Secretary of Commerce

Secretary Ross thanked Secretary Acosta for his leadership and Secretary DeVos for her partnership as Vice-Chair. He commended the U.S. Department of Labor and U.S. Department of Education for hard work and long hours spent preparing for these discussions. Secretary Ross thanked Task Force members and their staff, who are working with stakeholders to build support for apprenticeship programs in the private sector. Together, he said, we are increasing access for Americans seeking new skills that match the demands of the American labor market. Secretary Ross expressed appreciation for the subcommittees' thoughtful advice on the need for regulatory and administrative reforms to integrate apprenticeship programs into the education and credentialing systems. He stressed the importance of today's agenda, a thorough discussion of the recommendations to ensure full understanding, followed by development of a timeline and clearly-defined responsibilities. Secretary Ross stated that the U.S. Department of Commerce stands ready to implement the recommendations through its deep network in the business community.

Task Force Updates and Meeting Agenda

Secretary Acosta thanked Secretary Ross for his offer to help within the business community. He stated that Task Force members and designees participated in weekly subcommittee conference calls that provided opportunities to review each of the subcommittees' white papers and seek clarification on subcommittee recommendations.

Secretary Acosta acknowledged that some subcommittees made recommendations to streamline the Registered Apprenticeship system. He encouraged the Task Force members to stay focused on their original mission to look for ways to expand apprenticeship broadly with a focus on Industry-Recognized Apprenticeships. He said that all feedback will be considered and that the U.S. Department of Labor's Office of Apprenticeship will continue its efforts to modernize Registered Apprenticeship programs.

Secretary Acosta thanked all the subcommittee members once again for the considerable time invested in the work of the Task Force. He invited Task Force members to ask questions as needed for clarification, and for designees to feel free to respond, since they participated in the weekly subcommittee calls and could offer details of the discussions that went into each recommendation.

Secretary Acosta then described the next steps for the meeting. He would entertain motions from subcommittee chairs to accept each subcommittee’s recommendations *en bloc* (as a group), by unanimous consent. Secretary Acosta would ask anyone with an objection to state the number of the relevant recommendation, stating it would be tabled for discussion at the end of the meeting. Finally, the Task Force would accept the remaining recommendations *en bloc* by unanimous consent. He explained that this would allow the group to move as expeditiously as possible through the recommendations, while allowing time at the end of the meeting to discuss any objections.

Secretary Acosta then turned the meeting over to Mark B. Rosenberg, Board of Directors of the Association of Public and Land-Grant Universities, to review the recommendations from the Subcommittee on Education and Credentialing. Mr. Rosenberg presented on behalf of subcommittee chair, Emily Stover DeRocco, Founder and CEO of E3 Engage Educate Employ, who could not be present.

Proposed Recommendations from the Subcommittee on Education and Credentialing

Mr. Rosenberg thanked Secretary Acosta and then shared the following list of six proposed subcommittee recommendations:

- 1. Referencing the Work-and-Learn Model Continuum, the Industry-Recognized Apprenticeship Program should expand more traditional work-and-learn models to incorporate the criteria of modern apprenticeship, and to ensure better outcomes for workers and employers.**

Mr. Rosenberg noted that many employers and industry sectors are using competency-based work-and-learn models that link success to the mastery of established skill sets, rather than course completion or time-based training. He said industry supports apprenticeship programs because they are a vehicle to move work-and-learn initiatives to higher levels of employer engagement and better outcomes for workers and employers.

- 2. Industry-Recognized Apprenticeships must include work-based learning and performance assessment to ensure that the individual can apply knowledge, skills, and abilities related to the job, as well as obtain the credentials (educational or industry-recognized) needed to advance on the job and in his/her career.**

Certifiers of Industry-Recognized Apprenticeships should help ensure those apprenticeships incorporate the core components of the most successful work-and-learn models, namely:

- Blended Learning**
- Credit for Prior Knowledge and Experience**
- Industry-Recognized Skill Standards and Credentials**
- Structured Mentorship**
- Paid Work Experience and Advancement Opportunities**
- Portable, Industry-Recognized Credentials, Program Completion Certificates, and/or Degrees with Demonstrable Labor Market Value**

3. **Where there are standards-based, nationally portable, industry-recognized credentials in the field of new Industry-Recognized Apprenticeships, the Industry-Recognized Apprenticeship Program should ensure integration of the opportunity to earn those credentials, and evidence that related technical instruction is aligned to both the theory- and performance-based learning outcomes required for the credentials.**

Mr. Rosenberg added that these credentials will better connect employers and learning providers.

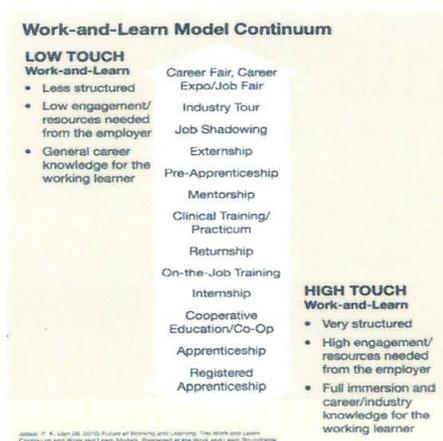
4. **To rely on standards-based, nationally portable, industry-recognized credentials as a key element of Industry-Recognized Apprenticeship programs' quality assurance and accountability, the public-private sector partners implementing these programs should articulate the requirements for standards-based, nationally portable, industry-recognized credentials.**
5. **As Industry-Recognized Apprenticeship programs' federal partners, the U.S. Departments of Labor and Education should implement and/or support strategies for making technical instruction more affordable for both apprentices and employers, by:**
 - **Partnering with virtual learning providers to expand the reach and reduce costs of technical instruction;**
 - **Identifying or producing foundational, core curriculum in each sector and "open sourcing" it for learning providers; and**
 - **Where duplications are evident, cease federally funding the development of duplicative curriculum or assets.**

Mr. Rosenberg emphasized that the subcommittee is very concerned about duplication as the Task Force strives for greater efficiency and impact.

6. **The subcommittee also recommended federal action to:**
 - **Identify and make available capacity-building resources for the Industry-Recognized Apprenticeship Program certifying organizations to ensure they are equipped to provide quality services in support of Industry-Recognized Apprenticeships;**
 - **Identify and make available capacity-building resources for institutions of higher education, other service providers, and employers to partner in planning for, and building, needed capacity; and**
 - **Reform Registered Apprenticeship to modernize the system and encourage greater employer and industry sector involvement.**

The subcommittee developed a recommended glossary of terms, as follows:

7. The Work-and-Learn Model Continuum



8. **Apprenticeship:** An arrangement that includes a paid-work component and an educational or instructional component, wherein an individual obtains workplace-relevant knowledge and skills.
9. **Industry-Recognized Apprenticeship:** A high-quality apprenticeship program that includes a paid-work component and an educational or instructional component, wherein an individual obtains workplace-relevant knowledge and skills. Programs will be developed by third parties and may include trade and industry groups, companies, non-profit organizations, unions, and joint labor-management organizations. Developed programs are those that can be certified as high-quality programs by a third-party certifier that has received a favorable determination from the U.S. Department of Labor.
10. **Job Training Programs:** A federal program designed to promote skills development, or workplace readiness, and increase the earnings or employability of workers, but does not include federal student aid or student loan programs.
11. **Blended Learning:** Multiple learning modes are available to engage an individual, including theory-based classroom instruction, simulations and online or distance learning, and other innovative learning modes. This is coupled with, and supplemented by, performance-based or “hands-on” learning in the work environment.
12. **Credit for Prior Knowledge and Experience:** Individuals who have developed knowledge and skills through prior educational and work experience can receive credit for their demonstrated abilities.
13. **Industry Skill Standards and Credentials:** Curriculum/training is based on industry skill standards, while third-party assessments (including industry credentials) measure and acknowledge individual proficiency.
14. **Mentorship:** Employer mentors support an individual during his/her work-based learning experience, providing guidance on company culture, specific position functions, and workplace policies and procedures. In many cases, mentors help develop learning objectives for a mentee, and mentors assist in measuring the mentee’s progress and proficiency.
15. **Paid-Work Experience and Advancement Opportunity:** An individual will earn a wage during the work-based learning portion of the program. Work, full-time or part-time, is usually paid and tied to an academic credit from a secondary or post-secondary school partner. Wages/workplace responsibilities will often increase at defined milestones as determined by an employer based on the individual’s advancement.
16. **Program Completion Certificates:** Individuals who complete the program receive nationally portable, industry-recognized credentials, program certificates, and/or degrees that have demonstrable consumer and labor market value.

Open Discussion and Vote on the Recommendations of the Subcommittee on Education and Credentialing

After Mr. Rosenberg shared the subcommittee recommendations, Secretary Acosta opened the floor for questions and discussion.

Robert Gifford, Executive Vice President of Philanthropic Initiatives at the National Restaurant Association, and guest of Dawn Sweeney, President and CEO of the National Restaurant Association, commended the subcommittee for creating a glossary of terms, and he suggested that it be expanded to include any other terms contained in other subcommittee reports that might benefit from definitions. Secretary Acosta agreed and directed that a full glossary be compiled and circulated based on the work of all four subcommittees.

As there were no other comments, Secretary Acosta took the subcommittee's recommendations as a motion, and a second, and called for a vote on the subcommittee's recommendations (1-16) *en bloc*. Responses were all in the affirmative, with no nays or abstentions, so the motion carried. Secretary Acosta thanked Mr. Rosenberg for his work and the work of the subcommittee.

Proposed Recommendations from the Subcommittee on Attracting Business to Apprenticeship

Secretary Acosta shifted to a presentation from the Subcommittee on Attracting Business to Apprenticeship by introducing the subcommittee co-chair Shelly Weir, Senior Vice President of Career Development at the American Hotel and Lodging Association, representing Katherine Lugar, President and CEO of the American Hotel and Lodging Association. Ms. Weir thanked everyone who served on the subcommittee for their hard work, and she then reviewed the subcommittee's three recommendations.

17. Improved Risk-Sharing Tools and Streamlined Processes to Manage Them

- **Update federal funding criteria to:**
 - **Ensure Registered Apprenticeship programs and Industry-Recognized Apprenticeship programs are treated equally;**
 - **Encourage the development of apprenticeship programs for new hires as well as incumbent workers; and**
 - **Encourage the reallocation of state resources to apprenticeship.**

Ms. Weir shared that subcommittee members had significant discussion around the topic of incumbent workers, recognizing that apprenticeship is a solution-based tool for attracting new employees, as well as helping incumbent workers get to the next level on their career path.

- **Streamline state grant access by creating a single application to reduce the tremendous burden on multi-state firms that are new to apprenticeship.**

Ms. Weir stated that the subcommittee's employer members believe it is a significant challenge to manage paperwork and application processes that vary across states, and efforts to streamline the variation would help to scale apprenticeship more broadly.

- Explore sector-led financial options to help scale Industry-Recognized Apprenticeship and Registered Apprenticeship programs. Examples include new models of public/private partnership, income sharing agreement models with private sector capital, and others that can be developed across sectors.
- Evaluate all Federal Government workforce development programs according to a robust set of criteria, and realign funding for underperforming programs to Industry-Recognized Apprenticeship programs as a strategy to kick start the adoption of the model across industry sectors.

18. A Robust Needs Analysis to Narrow the Areas of Most Acute Skills Shortage

- Via the U.S. Department of Labor apprenticeship website (<https://www.dol.gov/apprenticeship/>), the Department should include a needs analysis adaptable to businesses of all sizes and catered to priority Industry-Recognized Apprenticeship Program sectors, as cited in the Executive Order and the President's 2019 budget.

Ms. Weir emphasized the importance of employers recognizing their skill needs and the ways in which apprenticeship can address those needs. To help, the subcommittee recommended the development of a needs analysis that can be adapted to all industries and businesses of all sizes, but specifically targets sectors with the greatest skills shortages.

- The Bureau of Labor Statistics and the U.S. Census Bureau should develop a joint project to measure businesses' skills shortages and training investments through existing surveys, administrative, and third-party data. The Bureau of Labor Statistics should develop a supplement to the Job Openings and Labor Turnover Survey, and the U.S. Census Bureau should develop a module to the new Annual Business Survey as potential new survey vehicles.
- The U.S. Department of Labor Office of Apprenticeship should establish a partnership with the U.S. Census Bureau to research and publish metrics on the long-term employment outcomes, and retention of apprentices, relative to other workers. This project could build upon an existing joint project between the U.S. Census Bureau, the National Association of Manufacturers, and the National Skills Clearinghouse.
- Industry associations should be encouraged to play a critical role in gathering data from sector employers. As a means of evaluating effectiveness and broadening awareness, associations could produce sector-wide case studies to help companies quantify the return on investment for both apprenticeship programs and other training programs where employer dollars are being spent. As companies and trade associations gather this return on investment data, the Federal Government should enable the dissemination of this information, as well as other aspects of a well-rounded return on investment, including incentives, recognitions by the Department and the applicability of Registered Apprenticeship and Industry-Recognized Apprenticeship programs to college credit and matriculation.

- To allow widespread adoption of apprenticeship, certifiers of Industry-Recognized Apprenticeship programs should keep consistent data and metrics as established by the U.S. Department of Labor to indicate their program success as well as showcase proof of concept to enable industry expansion.

19. Centralized Apprenticeship Resources including:

- The Apprenticeship Playbook
- The Benefits and Costs of Apprenticeship: A Business Perspective
- Industry-developed occupational competencies
- Industry-developed, competency-based apprenticeship standards
- Curricula that align with those standards (made available through a central provider or a network of providers)
- Instruction and resource guides for trainers/educators
- Instruction and resource guides for mentors
- Resources on how to develop online learning programs that can be used to complement or replace traditional classroom training, when appropriate
- National certification for Industry-Recognized Apprenticeship and Registered Apprenticeship programs
- Research that assesses the effectiveness of various models of work-based learning
- Detailed company case studies spanning industries targeted for apprenticeship expansion, such as manufacturing, health care, and cybersecurity

Ms. Weir noted that subcommittee members believe centralized resources are critical, especially to assist new industries or new businesses to scale up more quickly and efficiently.

Open Discussion and Vote on Recommendations of the Subcommittee on Attracting Business to Apprenticeship

Secretary Acosta thanked Ms. Weir and opened the floor for discussion.

Sean McGarvey, President of North America’s Building Trades Unions, stated that he was not objecting but wanted clarification on the funding proposal for Industry-Recognized Apprenticeship programs. He noted that many of the subcommittee recommendations redirect federal or state funding for the proposed Industry-Recognized Apprenticeships, and these apprenticeships have appeared in U.S. Department of Labor grant solicitations, though he understood that there would be no federal funding for the Industry-Recognized Apprenticeship Program.

Mr. McGarvey stated that businesses are reporting record profits and benefiting from new tax cuts, so he believes they are in a great position to fund their own training programs. He expressed concern, however, that pressure to show quarterly profits could discourage training investments, to the detriment of long-term growth. Drawing from the building trades’ 100 years of experience with apprenticeship, he believes that Industry-Recognized Apprenticeship programs can only be sustained with private sector investment. Therefore, he recommends that any taxpayer investment in Industry-Recognized Apprenticeship programs use a model similar to the President’s infrastructure model, where limited federal investments leverage much larger private sector, employer-driven investments.

Secretary Acosta thanked Mr. McGarvey for his question and input. He clarified that the Omnibus Appropriations language provides \$145 million to expand apprenticeships registered under the National Apprenticeship Act, not Industry-Recognized Apprenticeship programs. Industry-Recognized Apprenticeship programs and Registered Apprenticeship programs are parallel structures, where Industry-Recognized Apprenticeships do not have the regulatory overlay of the National Apprenticeship Act nor access to funding available under the National Apprenticeship Act.

Mr. Rosenberg agreed with the need for data to measure outcomes and impact. He shared that in his recent work on the quality of STEM education in the United States, he found that outcome data is lacking. He suggested there may be an opportunity at the federal level to address a convergence of data needs. Secretary Ross replied that the U.S. Census Bureau is currently looking to see what it can do to provide the data requested by the Task Force.

Joshua Bolten, President and CEO of the Business Roundtable, also expressed support for data gathering and a willingness to assist. He said he believes that demonstrated success is the key to widespread propagation of apprenticeship, and he urged the collection of outcome data like retention rates for both Industry-Recognized and Registered Apprenticeship programs.

Dawn Sweeney, President and CEO of the National Restaurant Association, expressed particular support for the subcommittee's recommendations related to exploration of funding models to kick start adoption in new industries and reallocation of federal and state resources to support apprenticeship, calling them "vitally important" to long-term success.

With no further comments, Secretary Acosta took the subcommittee's recommendations as a motion, and a second, and called for a vote on the subcommittee's recommendations (17-19) *en bloc*. The recommendations were accepted unanimously. Secretary Acosta thanked Ms. Weir and her colleagues on the subcommittee for their hard work.

Proposed Recommendations from the Subcommittee on Access, Equity, and Career Awareness

Secretary Acosta turned the meeting over to Ronald Marlow, Vice President for Workforce Development at the National Urban League, representing Marc H. Morial, CEO of the National Urban League, to review the recommendations of the Subcommittee on Access, Equity, and Career Awareness. Mr. Marlow thanked the Secretary and laid out the subcommittee's four recommendations.

- 20. Awareness: The subcommittee believes that building brand awareness of apprenticeship through a multi-faceted campaign will promote faster, more respected, and more diverse pathways to employment.**
 - **Financial support of online campaigns that use high impact digital and social media vehicles that speak to multiple generations;**
 - **Promotion of apprenticeship as a positive earn-and-learn pathway that can benefit new and existing employees seeking to move up career ladders through the utilization of all federal funding mechanisms to ensure both the traditional trades, as well as non-traditional industry sectors, are engaged through apprenticeship; and**
 - **Funding the research and promotion of the findings of the monetary return on investment of employing and training American apprentices through the Registered Apprenticeship, Industry-Recognized Apprenticeship Program, and other industry-based programs.**

- 21. Access:** The subcommittee believes that the Federal Government has acknowledged the necessity of apprenticeship programs as a model that can expand pathways of opportunity and incentivize the utilization of an earn-and-learn model for both the employer and apprentice.
- Use federal investments to specifically expand and support pre-apprenticeship activities in middle and secondary schools for career and technical education and/or other educational certificates;
 - Examine and reduce barriers that exist around reciprocity;
 - Promote the use of technology for all learners to access information about Industry-Recognized Apprenticeship programs early on in their education;
 - Streamline credit for prior learning and/or work experiences to accelerate the time to full employment; and
 - Develop linkages for digital platforms and/or social media channels where employers and potential apprentices can more easily connect.

Mr. Marlow stated that apprenticeship is a “tried and true” method of getting individuals into the workforce and onto successful career paths, and apprenticeship expansion will help achieve a full employment economy.

- 22. Equity:** The subcommittee believes that equal access to employment opportunities will be a defining element of Industry-Recognized Apprenticeship programs. Equity is about ensuring that each American has equal access and opportunity to the benefits of apprenticeship and employment. In some cases, the subcommittee has recognized that regulatory benchmarks are important, but can prevent industries from participating due to burdensome compliance or overly bureaucratic or inconsistent processes.
- The U.S. Department of Labor should implement clear guidelines that reinforce the principles of equity and define certifier, sponsor, and Office of Apprenticeship responsibilities;
 - Certifiers and sponsors should develop comprehensive outreach strategies to reach diverse populations; and
 - The U.S. Department of Labor should continue funding community-based organization efforts to expand access to populations who have historically suffered from unequal access and under-utilization to Registered Apprenticeship programs and expand funding to Industry-Recognized Apprenticeship programs.

Mr. Marlow emphasized that everyone has a stake in the success of Industry-Recognized Apprenticeships, and success requires the opportunity for all Americans to participate.

- 23. Additional Recommendation:** Recommend that identified and agreed upon improvements to the Registered Apprenticeship system be pursued and implemented.

Mr. Marlow urged that Registered Apprenticeship not become a legacy system that gets left behind, but modernized so that industries and employers can choose what works best for them.

Open Discussion and Vote on the Recommendations of the Subcommittee on Access, Equity, and Career Awareness

Secretary Acosta thanked Mr. Marlow and opened the floor to discussion.

Wesley Bush, Chairman, CEO and President of Northrop Grumman, expressed support for promoting awareness of apprenticeship opportunities to help ensure equity among job seekers. He suggested that the Task Force expand steps to promote equity to also include equity of awareness and opportunity among large and small companies.

Cari Dominguez, Director of Manpower Inc., also expressed support for equity measures and the recommendation that the U.S. Department of Labor develop guidelines to reinforce the principles of equity. She recommended mechanisms to file complaints, monitor compliance, and support companies in their equity efforts, particularly small companies that may lack the resources and experience of larger companies.

Secretary Acosta thanked the commenters. He took the subcommittee's recommendations as a motion, and a second, and called for a vote on the subcommittee's recommendations (20-23) *en bloc*. They were adopted by unanimous consent. The Secretary expressed appreciation to Mr. Marlow, Mr. Morial, and all of the subcommittee members for their work.

Proposed Recommendations from the Subcommittee on Administrative and Regulatory Strategies to Expand Apprenticeship

Secretary Acosta turned to the final subcommittee, the Subcommittee on Administrative and Regulatory Strategies to Expand Apprenticeship, introducing Thomas Kriger, Director of Research and Education for the North America's Building Trades Unions, representing Mr. McGarvey. Mr. Kriger said that the subcommittee offers five recommendations and a series of related questions that it believes must be addressed.

Industry-Recognized Apprenticeship Program Recommendations

- 24. Begin Industry-Recognized Apprenticeship Program implementation with a pilot project in an industry without well-established Registered Apprenticeship programs to test the process for reviewing certifiers, and to better understand how to support industry groups working to develop standards and materials for industry-recognized apprenticeship programs.**
- 25. Industry-Recognized Apprenticeship programs should focus on mastery and competency, not just seat time or training hours. Sectors should set standards based on industry needs and establish different requirements in technical versus professional occupations within sectors.**
- 26. Fundamental to the success of apprenticeship is a well-designed and highly structured work experience. This is where most learning takes place. Industry-Recognized Apprenticeship Program standards and quality guidelines must support this structured learning experience, as well as ensure the safety of apprentices and their coworkers.**
- 27. Industry-Recognized Apprenticeship Program participants cannot be considered as apprentices for the purpose of meeting the Davis-Bacon Act wage requirements (specific to the construction industry).**

- 28. Industry-Recognized Apprenticeship programs are not required to follow specific wage progression rules, but must make clear to apprentices what wages they will be paid, under what circumstances wages will increase, and that there are opportunities for advancement within the program.**

Mr. Kriger said that the subcommittee members have concerns that simultaneous reform of Registered Apprenticeship programs and launch of Industry-Recognized Apprenticeship programs could create uncertainties for companies, trade and industry groups, educational institutions, labor unions, and other key stakeholders which could slow the needed expansion of apprenticeship in the United States. They identified a set of questions, which they believe will minimize uncertainties and speed up expansion of the Industry-Recognized Apprenticeship Program. Where the subcommittee members agreed on answers, these answers were offered as recommendations.

The subcommittee also identified a set of recommendations to improve the Registered Apprenticeship Program. Taken together, subcommittee members believe these questions and recommendations will enhance expansion in these parallel and complementary systems.

Industry-Recognized Apprenticeship Program Questions and Recommendations

Question 1: What will the U.S. Department of Labor do if there are multiple trade or business associations within an industry sector and conflicting or inconsistent industry standards are developed? What safeguards will be put in place to prevent conflicts of interest on the part of certifiers that are also membership organizations?

- 29. The U.S. Department of Labor should solicit proposals for governing or oversight bodies that include multiple trade or business associations within an industry sector. This governing body should be required to reach agreement on certification standards as a criterion for the Department's approval. Leadership of this governing body should rotate on an annual basis between members to ensure a balanced perspective over time.**

Question 2: How will trade associations and industry groups who do not have expertise in developing curriculum negotiate college credit on behalf of their members? Colleges control prior learning assessment and transfer of credit issues, and while certifiers could encourage partnerships between employers and colleges, they could not enforce these partnerships or prior learning credit agreements.

- 30. Industry-based governing bodies, in consultation with the U.S. Department of Labor, should be responsible for developing the Industry-Recognized Apprenticeship Program credential standards, as well as confirming that these standards are achieved through work-based learning and related technical instruction requirements. Industry-based governing bodies should be able to influence or negotiate with employers and colleges to partner on transfer or credit agreements before verification of the credentialing standard.**

Question 3: How will State Apprenticeship Agencies interact with the Industry-Recognized Apprenticeship Program? Will states distribute federally-funded, state administered grant funds to sponsors or participants in the Industry-Recognized Apprenticeship Program?

- 31. The U.S. Department of Labor should clarify whether training funds are available for the Industry-Recognized Apprenticeship Program. If training funds are available, how training dollars will be distributed to credentialing bodies should also be clarified. Given that the new Industry-Recognized Apprenticeship Program should require consistency in credentialing standards within industry sectors and uniform reporting requirements at the**

state and federal levels, states should be able to distribute federally-funded, state-administered grant funds, in accordance with funding guidance.

Question 4: What systems will the U.S. Department of Labor put in place to collect and verify outcomes data for Industry-Recognized Apprenticeship programs?

- 32. The new Industry-Recognized Apprenticeship Program should have a single reporting platform that is utilized at both the state and federal levels. Funding may need to be available for state efforts to align to the Department-designed reporting platform.**

Question 5: How will the U.S. Department of Labor identify quality certifiers, especially since no potential certifiers will have prior experience administering an Industry-Recognized Apprenticeship program?

Question 6: How often will certifiers be reviewed and under what conditions would the Department recommendation be removed?

Question 7: What does it mean for a certifier to be “recommended” by the Department?

Question 8: How will the Department differentiate between high value and low value credentials?

Question 9: What constitutes “sufficient support and input from sector participants” for potential Industry-Recognized Apprenticeship Program certifiers?

Registered Apprenticeship Program Recommendations

- 33. The Workforce Innovation and Opportunity Act (WIOA) should include waivers/set-asides to make it easier for sponsors to receive WIOA funding and allow sponsors to serve incumbent workers moving up the career ladder.**
- 34. WIOA outcome measures must take into account that apprentices are employed from the start of programs, so pre- and post-program earnings may appear to be smaller than for other programs designed to serve those unemployed until their program is over.**
- 35. WIOA outcome measures must recognize that apprenticeships take longer to complete, and persistence in an apprenticeship program, earning credentials, and moving through wage progression schedules should serve as positive interim outcomes.**
- 36. Reform wage and hour rules to allow apprentices under 18 to work on the manufacturing floor, use hoists and lifts in healthcare settings, use power tools and equipment, etc. when properly supervised – only in non-high-risk occupations. Since apprentices are paid a wage, they are prohibited from participating in these activities.**

Open Discussion and Vote on Recommendations of the Subcommittee on Administrative and Regulatory Strategies to Expand Apprenticeship

Secretary Acosta thanked Mr. Kriger and opened the floor for comments.

Mr. Rosenberg requested clarification on the differentiation between technical and professional occupations that appears in recommendation 25. Denise Peppard, Chief Human Resources Officer, and Corporate Vice President for Northrop Grumman, and guest of Mr. Bush, stated that this is intended to recognize that competencies differ between professional and technical occupations, so the classroom instruction and mentoring would differ based on the type of work.

Secretary Ross posed a question related to recommendation 36. If people under age 18 should be allowed to act as apprentices and participate in expanded work activities, how much under age 18 should be allowed? Mr. Kriger responded that some apprenticeship programs accept people as young as age 16, though it is rare in the construction industry. He noted the caveat in the recommendation that high-risk occupations be excluded. Secretary Acosta said that he would follow up on this issue, and he asked if there were any additional comments.

Michael Bellaman, President and CEO of Associated Builders and Contractors, sought a clarification regarding the question and answer section (29-32) of the subcommittee's recommendations. Mr. Kriger and Ms. Peppard confirmed that the subcommittee recommends all questions be answered, and the answers, where provided in 29-32, are part of the subcommittee's recommendations. Mr. Bellaman said he believes that all of the questions identified by the subcommittee are legitimate; however, he believes the recommended answers will limit company participation in Industry-Recognized Apprenticeships. He urged adoption of broader, less limiting, responses.

Mr. Bellaman also added a comment related to recommendation 24 regarding a pilot. While pilots in industries unfamiliar with apprenticeship make sense, he urged caution that the pilot process does not limit or discourage participation of companies in industries that already have industry-recognized programs.

Mr. Bellaman added a comment referencing recommendation 27. Participants in Industry-Recognized Apprenticeship programs should not be considered apprentices for purposes of meeting Davis Bacon Act wage requirements as it will be a significant disincentive to companies considering Industry-Recognized Apprenticeships. He said companies have a strong interest in return on investment. They could be discouraged by disincentives like this and other potential challenges like reporting requirements.

Secretary Acosta thanked Mr. Bellaman for these comments. There were no other comments, so Secretary Acosta took the subcommittee's recommendations as a motion, and a second, and called a vote on the subcommittee's recommendations (24-36) *en bloc*. The ayes carried, with one abstention from Mr. Bellaman. Secretary Acosta noted the abstention, and he thanked Mr. Kriger and his colleagues on the subcommittee for the significant time they spent on these issues.

Closing Remarks and Next Steps

Secretary Acosta outlined the process going forward. He again explained the U.S. Department of Labor contracted with a third party to draft the final report. He noted that the contractor has had full access to all meeting minutes, subcommittee white papers, and phone calls, and the contractor clearly understands the full context of the discussions. Recognizing that it is an ambitious timeframe, he nonetheless hopes to have the draft report in time for the group to consider at the final in-person meeting on May 10. Secretary Acosta thanked the Task Force members, designees, and staff and turned the meeting over to Secretary DeVos, and Secretary Ross, for final remarks.

Secretary DeVos thanked Secretary Acosta and all the members of the Task Force for their good and thoughtful work. She said this is an important time in history because we are changing the model for young people to pursue career success – from an emphasis on one path and one direction to choices that prepare all students for success along multiple pathways. This is an opportunity to make a difference for business and industries, as well as young students and lifelong learners to ensure they are prepared for the jobs of today and tomorrow. Nimble schools support a nimble workforce, she said, and a nimble workforce supports a nimble economy.

Secretary Ross also expressed his thanks to the Task Force members for their achievement of identifying a set of recommendations that people broadly support. He said he looks forward to working together to make this dialogue a reality.

Secretary Acosta complimented the Task Force members and designees for their time commitment, their hard work that went into meeting ambitious deadlines, and the passionate, yet respectful, way everyone was able to discuss issues. He praised the group for finding common ground as seen in these thoughtful recommendations that he believes will inform the design of Industry-Recognized Apprenticeship programs and improvements to the Registered Apprenticeship Program.

With unanimous consent to adjourn the meeting, Secretary Acosta thanked everyone once again, expressed his hope to see everyone at the final meeting on May 10, 2018, and adjourned the Task Force at 2:01 p.m. Eastern time.

CERTIFICATION

As the Chairperson of the Task Force on Apprenticeship Expansion, I hereby certify the accuracy of the April 2018 Summary Meeting Minutes.



R. ALEXANDER ACOSTA
Secretary of Labor
Task Force Chairperson

JUL - 6 2018

DATE