

U.S. Department of Labor Employment and Training Administration Office of Apprenticeship (OA) Washington, D.C. 20210	<b>Distribution:</b> A-541 Headquarters A-544 All Field Tech A-547 SD+RD+SAA+ Lab.Com	<b>Subject:</b> Program Guidance <b>Memorandum:</b> Goals For Fiscal Year (FY) 2014  <b>Code:</b> 943
<b>Symbols:</b> DPAMS/AV		<b>Action:</b> Immediate

**PURPOSE:** To provide guidance to field, regional, and national office staff on the Fiscal Year (FY) 2014 strategies, activities, measures, and outcomes the Office of Apprenticeship (OA) is responsible for and to inform OA staff of the requirements for developing this fiscal year's annual plans.

**BACKGROUND:** The purpose of the program guidance memorandum (PGM) is to provide guidance to field, regional and national office staff on the strategies, output measures, and outcomes for the OA. The areas outlined in the PGM are consistent with the intent of the National Apprenticeship Act and its implementing regulations, Title 29 CFR part 29 (labor standards for apprenticeship programs) and Title 29 CFR part 30 (equal employment opportunity in apprenticeship programs). Organizing annual work plans and performance standards to align with the PGM ensures OA staff members are performing work consistent with DOL regulations, and that OA is in alignment with Departmental goals.

The document is intended to serve as the template for the planning purposes for the field, state, regional, and national office's activities. Growth, quality, and modernization of Registered Apprenticeship remain the top goals for the office. This year's featured strategies will include developing a Sectors of Excellence in Apprenticeship (SEA) initiative in each of ETA's six regions, the continued roll-out of the Registered Apprenticeship College Consortium, a focus on veterans' opportunities in apprenticeship, and a greater emphasis on ensuring quality programs. These efforts will enable OA to engage new partners and growing industries, and ensure Registered Apprenticeship remains a top workforce solution for more industries and workers.

**ACTION:** OA staff are expected to become familiar with the goals in the PGM, follow the guidance contained in this bulletin to plan, undertake activities, and report results for FY 2014. Regional Offices should refer to the attached PGM for the required elements and reporting format. State Directors are to share this document with their respective State Apprenticeship Agency contact and/or Labor Commissioner.

**REPORTING:** It is important that all regional offices report in a timely, consistent, and accurate manner. The regional plans and reports should be results oriented. Regional Annual Plans should be sent via electronic mail to the National Office to Mike Qualter by January 22, 2014.

The regions will be informed the submittal dates for the mid-year and end-of-year reports.

Use the RAPIDS to enter data no later than the 5<sup>th</sup> day after the end of each quarter. If you have questions, please contact Anna Velez at (202) 693-2986 or Greg Wilson at (202) 693-2954.

**NOTE:** This bulletin is being sent via electronic mail.

**2014 Office of Apprenticeship Program Guidance Memorandum  
October 1, 2013 – September 30, 2014**

The purpose of the program guidance memorandum (PGM) is to provide guidance to field, regional, and national office staff on the strategies, output measures, and outcomes for the OA. The areas outlined in the PGM are consistent with the intent of the National Apprenticeship Act and its implementing regulations, Title 29 CFR part 29 (labor standards for apprenticeship programs) and Title 29 CFR part 30 (equal employment opportunity in apprenticeship programs). Organizing annual work plans and performance standards to align with the PGM ensures OA that staff members perform work consistent with DOL regulations, and that OA is in alignment with Departmental goals.

This document is intended to serve as the template for the development of field, state, regional, and national office work plans. Regional Directors, State Directors, and technical staff<sup>1</sup> will lift those pieces of the overall OA operating plan that relate directly to the work within their sphere of responsibility. Each individual plan will not necessarily include every milestone or measure outlined in the PGM. For example, there are a number of milestones that the national office is responsible for implementing – these include activities such as the oversight of Advisory Committee on Apprenticeship and enhancements to RAPIDS. The PGM should have the effect of providing the big picture which individual, state, and regional plans can easily attach. As of Fiscal Year 2013, the PGM was streamlined to some degree with a greater emphasis on attempting to create better alignment between individual and office work plans. There should be a continuous improved connection of how individual plans support state plans, which support regional plans, which then become the foundation of office-wide operations.

As context for determining appropriate national targets, the national office considered inputs and resources including:

- National, regional, and field office staff (120 FTEs as of December 2013)
- Travel and supply allocations
- IT funding to maintain, update, and improve the program's case management system (Registered Apprenticeship Partners Information Data System – RAPIDS)

The organization of the PGM includes the Secretary's goal followed by OA's strategies and activities to support the goal as well as related measures/milestones to ensure accountability.

**Instructions**

**1) Executive Summary:** This section should provide the overall context for the plan, key drivers (for example, state licensing) and an assessment of the state/status of Registered Apprenticeship in the specific geographic area. It also allows the affected ATR, SD, or RD an opportunity to include a more analytical assessment of challenges and opportunities; the status of current programs; and the potential for program promotion in traditional and non-traditional areas.

**2) Activities:** To the extent that the region will engage in specialized activities not mentioned in the current list of activities, please add these to your plan in blue font.

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<sup>1</sup> Technical staff, in discussions with supervisors and in relation to regional and state targets, should include components of the PGM that are relevant to their work. Because OA is primarily a field organization with regional and national office support, it is imperative that technical staff develop an individual comprehensive annual work plan that supports the overall OA Operating Plan and their individual performance standards, especially in the cases where technical staff work autonomously in the field.

**3) Targets:** Please fill in ATR, SD, or region specific targets in the PGM table; these efforts, when executed collectively, will allow OA to accomplish the national targets as stated in the US DOL operating plan. Tables containing the national targets have been provided for additional context.

**4) Remarks:** After each strategy, space has been allocated to provide brief remarks which may focus on:

- A.) Innovative programs, special efforts, best practices, and specific industry areas that the regional office plans to show progression at the mid-year and end-of-year reports, and;
- B.) Expectations, challenges, or opportunities unique to a particular strategy. Where appropriate, your remarks should be industry and/or state focused.

### *Strategy OA-I: Increase apprenticeship opportunities for under-represented populations*

In support of the Department's Goal of helping workers who are in low-wage jobs or out of the labor market, OA will ensure apprenticeship opportunities for under-represented populations are increased by:

- Promoting quality Pre-Apprenticeship strategies
- Fostering continued collaboration between the workforce, education and the Registered Apprenticeship system
- Exploring strategies to expand Registered Apprenticeship opportunities for Veterans
- Building stronger connections between Registered Apprenticeship and ETA's Youth and Job Corps offices
- Increasing partnerships between community-based organizations (CBOs) with Registered Apprenticeship program sponsors
- Pursuing strategies to strengthen EEO, including the publishing of a Notice of Proposed Rulemaking (NPRM) to revise Registered Apprenticeship's EEO Regulations (Title 29 CFR part 30) or alternatively issuing updated guidance on current regulatory framework.

#### ACTIVITIES:

- Continue to provide technical assistance and distribute information on best practices on the Pre-Apprenticeship framework, conduct at least one webinar and release a Pre-Apprenticeship toolkit to the public (Q1-Q4)
- Develop a directory of existing Pre-Apprenticeship programs that can serve as a clearinghouse of CBOs with pre-apprenticeship programs as a means of encouraging meaningful partnerships and collaboration between CBOs and the sponsors of Registered Apprenticeship programs (Q4)
- Coordinate with ETA's Youth and Job Corps Offices to foster model partnerships with YouthBuild, Job Corps, and sponsors of Registered Apprenticeship programs (Q4)
- Field staff will facilitate a minimum of one meeting with program sponsors and CBOs serving underserved populations to encourage partnership (Q4)

- If the NPRM revising EEO regulation is published, the subsequent quarterly activities are as follows:
  - Receive public comments until the comment period ends
  - Conduct analysis of comments
  - Draft Final Rule
- In addition or in lieu of advancement of the anticipated regulatory changes to Title 29 CFR Part 30, develop guidance and provide training related to EEO regulations and procedures including the identification of proven recruitment, selection, and retention methodologies

**Measures/Milestones (ETA Operating Plan & National Targets):**

Measure	Q1 Target	Q2 Target	Q3 Target	Q4 Target	Annual Target
Number of Registered Apprenticeship programs that provide direct entry for Pre-Apprenticeship programs, such as Job Corps, YouthBuild, and those serving Veterans	1	1	2	2	6

**Measures/Milestones for Region (PGM):**

Measure	Q1 Target	Q2 Target	Q3 Target	Q4 Target	Annual Target
Number of Registered Apprenticeship programs that provide direct entry for Pre-Apprenticeship programs, such as Job Corps, YouthBuild, and those serving Veterans					

**Measures/Milestones (ETA Operating Plan & National Targets)/Measures for National Office:**

Milestone	Q1 Completion Date	Q2 Completion Date	Q3 Completion Date	Q4 Completion Date
Release a Pre-Apprenticeship toolkit to the public		March 31, 2014		
Complete a Paperwork Reduction Act (PRA) package to obtain approval to collect information on Pre-Apprenticeship sponsors for the Pre-Apprenticeship directory		March 31, 2014		
Upon receiving PRA approval of the collection, launch the Pre-Apprenticeship directory online				September 30, 2014

Provide brief remarks which may focus on:

- A.) Innovative programs, special efforts, best practices, and specific industry areas that the regional office plans to show progression at the mid-year and end-of-year reports, and;
- B.) Expectations, challenges, or opportunities unique to a particular strategy. Where appropriate, your remarks should be industry and/or state focused.

**Strategy OA-II: Build strategic partnerships with the workforce and education systems as well as other federal partners to support ongoing innovations in Registered Apprenticeship and increase its visibility as a vital post-secondary education pathway into middle-class jobs**

**ACTIVITIES:**

- Hold an ACA meeting with a focus on either education, healthcare, or advanced manufacturing (Q4)
- Launch the Registered Apprenticeship-College Consortium (RACC) website (Q2)
- In partnership with the Department of Education, OA/ETA will issue a Memorandum of Understanding outlining roles and responsibilities of the RACC and to promote the consortium to facilitate credit from RA to college credit, and raise awareness of Registered Apprenticeship as a post-secondary pathway (Q3)
- National Office will recruit 30 sponsors and one 2- or 4-year college with an articulation agreement to join the RACC (Q1-Q4)

**Measures/Milestones (ETA Operating Plan & National Targets):**

Milestone	Q1 Completion Date	Q2 Completion Date	Q3 Completion Date	Q4 Completion Date
In partnership with the Department of Education, OA/ETA will issue a Memorandum of Understanding outlining roles and responsibilities of the RACC and to promote the consortium to facilitate credit from RA to college credit, and raise awareness of Registered Apprenticeship as a post-secondary pathway			June 30, 2014	

Provide brief remarks which may focus on:

- A.) Innovative programs, special efforts, best practices, and specific industry areas that the regional office plans to show progression at the mid-year and end-of-year reports, and;
- B.) Expectations, challenges, or opportunities unique to a particular strategy. Where appropriate, your remarks should be industry and/or state focused.

***Strategy OA-III: Promote the expansion of quality Registered Apprenticeship opportunities in growing industry sectors like advance manufacturing, healthcare, information technology, and energy***

**ACTIVITIES:**

- Support an upsurge of RA in the U.S., reversing the 5 year downward trend and resulting in an increase in the number of registered apprentices (leading to the goal of doubling the number of apprentices by FY 2018 and one million apprentices by FY 2020).
- Provide technical assistance to existing Registered Apprenticeship program sponsors and promote the apprenticeship model to potential new sponsors (Q1-Q4)
- Pilot sectors of excellence (SEAs) in apprenticeship strategies in each of ETA's six regions. The SEAs are designed to promote the expansion of apprenticeship opportunities in targeted industries by partnering with industry associations, education providers, and relevant organizations (Q4)
- Implement a customer-focused, sector-specific consultative RA marketing campaign, assisting employers in assessing their HRD/training needs
- Engage in collaboration with the Department of Education (DOE), Department of Health and Human Services (HHS), and other Federal partners on strategies to expand the utilization of Registered Apprenticeship (Q4)
- Identify opportunities to expand apprenticeship in manufacturing in coordination with ongoing national initiatives, such as the German Skills Initiative(Q1-Q4)
- Implement action plans resulting from the June 2013 ACA meeting at the Pentagon/DOL to expand access to Registered Apprenticeship for Veterans and separating service members (Q2)

**Measures/Milestones (ETA Operating Plan & National Targets):**

Measure	Q1 Target	Q2 Target	Q3 Target	Q4 Target	Annual Target
Number of new or significantly revised Registered Apprenticeship programs	175	200	200	225	800
Number of new or significantly revised Registered Apprenticeship programs in growing, non-traditional industries, such as Healthcare, Information Technology, Energy, and Transportation	60	70	70	100	300

**Measures/Milestones for Region (PGM):**

Measure	Q1 Target	Q2 Target	Q3 Target	Q4 Target	Annual Target
Number of new or significantly revised Registered Apprenticeship programs					
Number of new or significantly revised Registered Apprenticeship programs in growing, non-traditional industries, such as Healthcare, Information Technology, Energy, and Transportation					

**Measures/Milestones (ETA Operating Plan & National Targets):**

Number of new or significantly revised Registered Apprenticeship programs in growing, non-traditional industries, such as Healthcare, Information Technology, Energy, and Transportation	60	70	70	100	300
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**Measures/Milestones for Region (PGM):**

Number of new or significantly revised Registered Apprenticeship programs in growing, non-traditional industries, such as Healthcare, Information Technology, Energy, and Transportation					
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Provide rationale and describe industry focus related to Sectors of Excellence (SEAs) in Apprenticeship. Also outline engagement strategies.

**Strategy OA-IV: Improve the oversight, performance and quality of the National Registered Apprenticeship system by enhancing OA’s core functions**

In support of breaking down barriers to fair and diverse workplaces and for better and more effective management, OA will conduct and enhance its core functions for registering apprenticeship programs and apprentices; collecting, analyzing and reporting information; and providing high levels of technical assistance and customer service to potential and existing program sponsors by:

- Conducting program reviews, EEO compliance reviews, and quality assurance assessments
- Conducting training for OA staff in consultative marketing, customer relationship management, use of web tools, and other advanced concepts as designed by OA training team
- Monitoring and overseeing State Apprenticeship Agencies
- Increasing completion and certification rates – In FY 2014, OA will focus on timely completions to have a direct impact on the National completion rate. This rate is defined as the percentage of an apprenticeship cohort who receives a certificate of completion within one year of the expected completion date. Therefore, OA will work to improve timely completion of apprentices through enhanced technical assistance to program sponsors.

**ACTIVITIES:**

- As part of quality assessment and/or EEO compliance reviews, and ongoing technical assistance, field staff will ensure that program information is current and will validate the integrity of data in the program’s case management system (RAPIDS) necessary for the calculation and determination of completion dates and rates are correct (Q1-Q4)
- Ensure that no more than 15 percent of the active apprentices in RAPIDS are in overdue status (Q1-Q4)
- Programs with a completion rate significantly below the national average should be identified and given priority to receive technical assistance (Q1-Q4)

**Measures/Milestones (ETA Operating Plan & National Targets):**

Measure	Q1 Target	Q2 Target	Q3 Target	Q4 Target	Annual Target
Number of EEO compliance reviews of programs employing five or more apprentices conducted by apprenticeship staff	155	194	194	232	775

<b>Measure</b>	<b>Q1 Target</b>	<b>Q2 Target</b>	<b>Q3 Target</b>	<b>Q4 Target</b>	<b>Annual Target</b>
Number of quality assurance assessments of existing programs conducted by apprenticeship staff	250	312	312	376	1,250
Number of quality reviews for new programs one year after provisional registration conducted by apprenticeship staff	140	175	175	210	700
National Completion Rate	45%	45%	46%	46%	46%

**Measures/Milestones for Region (PGM):**

<b>Measure</b>	<b>Q1 Target</b>	<b>Q2 Target</b>	<b>Q3 Target</b>	<b>Q4 Target</b>	<b>Annual Target</b>
Number of EEO compliance reviews of programs employing five or more apprentices conducted by apprenticeship staff					
Number of quality assurance assessments of existing programs conducted by apprenticeship staff					
Number of quality reviews for new programs one year after provisional registration conducted by apprenticeship staff					
Regional Completion Rate					

**NATIONAL OFFICE GUIDANCE:**

Conduct planned assessments on-site and through use of the remote assessment tool per instruction in the National Office circular #2013-01.

Provide brief remarks which may focus on:

- A.) Innovative programs, special efforts, best practices, and specific industry areas that the regional office plans to show progression at the mid-year and end-of-year reports, and;
- B.) Expectations, challenges, or opportunities unique to a particular strategy. Where appropriate, your remarks should be industry and/or state focused.

### *OA Staff Performance Accountability*

- Field staff, under the guidance of the Regional Offices, will have specific goals for promoting the Pre-Apprenticeship framework and encouraging program sponsors to work with Pre-Apprenticeship programs
- National and Regional Office staff will have specific goals for promoting CBO partnerships and providing technical assistance
- Field staff, under the guidance of the Regional Offices, will have specific goals for promoting partnerships with the local workforce system
- Field staff, under the guidance of the Regional Offices, will have specific goals for promoting new programs with an emphasis placed on non-traditional industry sectors
- FY 2014 OA Regional Plans will include the strategies each state is using to expand the program in particular industry sectors based on that state's needs and industrial base
- Field staff, under the guidance of the Regional Offices, will have specific goals for conducting EEO compliance and quality reviews.
- Field staff, under the guidance of the Regional Offices, will have specific goals for improving timely completion in the system by providing technical assistance to program sponsor

### **Resources**

- For Regions that would like their SDs to provide a general economic outlook for their state, a good source for thumbnail sketches of a state's economic outlook can be found on the Joint Economic Committee of the US Congress website:  
<http://www.jec.senate.gov/public/index.cfm?p=StateByStateReport> (Most Recent State by State Report, Understanding the Economy : State-By-State Snapshots, November 2013 (based on October 2013 Data). The website gives a simple synopsis of which industries are hiring (growing) and which are not (shrinking) on a state-by-state basis.

Example:

State	Industries with Greatest Job Loss	Industries with Greatest Job Growth	Economic Outlook	Names of Key Industry Groups to Contact	Potential for New Occupations in Existing Programs
Alaska	Construction, Manufacturing, Information Services	Mining, Education and Health Services, ,and Construction	Largest gains through 2020 are expected in the healthcare and social assistance, professional and business services, and retail trade sectors	Alaska Retail Association, Health Care Professional Groups, Alaska Mining Industry Association	Mining, Health Services, Construction

Provide brief remarks which may focus on:

- A.) Innovative programs, special efforts, best practices, and specific industry areas that the regional office plans to show progression at the mid-year and end-of-year reports, and;
- B.) Expectations, challenges, or opportunities unique to a particular strategy. Where appropriate, your remarks should be industry and/or state focused.