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ABSTRACT

Intended to encourage CETA (Comprehensive Employment and Training Act) prime sponsors and apprenticeship program sponsors to integrate their activities, this technical assistance guide demonstrates many ways the two can unite at the local level to train and place people for employment. A general description of CETA is provided explaining the shift in program emphasis from subsidized public employment to employment in the private sector. Following a general description of apprenticeship and the role of the Bureau of Apprentices and Training (BAT), two special emphasis areas are discussed in which BAT has developed programs: new trades or industries which have not previously used apprenticeships, and women in apprenticeship. The second section of this guide shows the relation of the CETA provisions to apprenticeship programs and how the two can coordinate their activities. Program funding is also discussed. In section III, models of specific programs that link the two together are provided as suggestions of the types of programs possible. They include women's building trades, concentrated employment training, building trades, multi-trades, preparatory diesel mechanic, and orientation to nontraditional careers for women. For each, details are listed, such as number of people served, length of training, funding source, and elements of the project design.

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Apprenticeship and CETA Technical Assistance Guide



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I. BACKGROUND

A. Purpose of TAG

This Technical Assistance Guide (TAG) has been prepared to encourage CETA prime sponsors and apprenticeship program sponsors to integrate activities in an effective way to meet mutual objectives. Apprenticeship has long been recognized as an efficient and cost effective training method for meeting the need for highly skilled workers. Modern apprenticeship programs combine on-the-job training and related classroom instruction to teach the apprentice the arts and skills required for their chosen trade. Prime sponsors under the Comprehensive Employment and Training Act (CETA) administer a wide range of activities and services that lend themselves to linking with those activities normally offered by apprenticeship program sponsors. There are many ways the two programs can unite at the local level to produce solid mechanisms to put people to work in meaningful occupations.

Since both apprenticeship programs and CETA programs provide training and jobs for people, it makes sense to combine resources through coordination and cooperative arrangements that can benefit employers and job seekers alike while at the same time serve to strengthen each program by producing effective training at reduced cost.

A general description of CETA is included in this Guide explaining the shift in program emphasis from employment in subsidized public sector jobs to employment in the private sector. The Guide also contains a discussion on apprenticeship and an explanation of the apprenticeship system in terms that will make it understandable to CETA sponsors. In addition, the framework within which CETA sponsors must operate (CETA law and regulations) has been examined to point out what prime sponsors are obligated to do and to make suggestions on what prime sponsors may do in relation to apprenticeship.

These suggestions are intended to provide useful insights on how to implement the legal provisions in a way that will be of mutual benefit to both CETA and local apprenticeship programs.

For the past two years, the Bureau of Apprenticeship and Training (BAT) has been actively seeking to create apprenticeship programs in newly apprenticeable occupations and promote apprenticeship programs in industries which have not previously used apprenticeship concepts. BAT is also looking to increase the participation of women in apprenticeship programs. These two objectives and the work being done to attain them are fully discussed in the Special Emphasis Areas section of this publication.

A brief discussion of the parameters within which local CETA funding takes place is also included and an important section has been dedicated to describing specific program linkage models that have been put into actual operation and which should be helpful to prime sponsors and apprenticeship programs in developing suitable local program designs.

B. Description of CETA

A purpose of CETA is to provide training and employment opportunities to unemployed or underemployed persons who are economically disadvantaged and to increase the earned income of these individuals and enhance their self-sufficiency. To do this, prime sponsors are to coordinate their CETA programs with related economic and community development activities and self-employment training programs.

The reenactment of CETA in October 1978, amended the original legislation to provide a balanced economic tool to counter both structural and cyclical unemployment, but clearly the program is aimed at training and employing those persons who are jobless for lack of marketable skills.

Unlike cyclical unemployment, which usually tends to be temporary and short term, structural unemployment is far more persistent, long term, and harder to correct. Accordingly, a principal focus of the new CETA is to actively involve business and industry in developing and implementing programs designed to provide training and jobs for hard to employ persons. The emphasis in CETA has shifted from federally-subsidized public service employment to unsubsidized jobs in the private sector.

Following is a brief description of each Title contained in the reauthorization legislation:

Title I provides the administrative and general provisions which apply to all sections of the law.

Title II of CETA provides for comprehensive employment services to enable qualified low income persons to secure jobs at their maximum capacity. Prime sponsors are given substantial flexibility in planning and may include such activities as outreach, counseling, orientation, on-the-job training, work experience, classroom training and supportive services in their program designs. Part b of Title II provides transitional public service jobs and related training to the economically disadvantaged. All of these activities may be coordinated with apprenticeship programs.

Title III provides for special Federal responsibilities toward identified targeted groups to be met, and identifies research and evaluation objectives.

Title IV provides for programs directed toward youth which can also be examined closely to determine where ties with apprenticeship programs may be effectuated. The program models presented later in Chapter III may provide you with some insights for planning local arrangements. This Title also continues the Job Corps.

Title V authorizes the National Commission for Employment Policy which advises the President and Congress on national employment and training issues.

Title VI provides cyclical public service employment and related training to unemployed and low income individuals.

Title VII is a major initiative of the law, the establishment of the Private Sector Initiative Program (PSIP), which is intended to create a partnership between prime sponsors and private business organizations. CETA sponsors will appoint a Private Industry Council (PIC) to assist in meeting the goals established for the private sector program.

Title VIII provides for the creation of the Young Adult Conservation Corps which offers employment to youth in conservation work on public lands.

C. Description of Apprenticeship

Apprenticeship is a process through which individuals learn to be skilled craft workers. Apprenticeship is paid employment which combines on-the-job training supervised by skilled journey workers with theory taught through job-related courses, such as drafting, blue-print reading, mathematics, and science. This instruction is usually given at vocational and trade schools, junior and community colleges, industrial training facilities, or through correspondence courses.

The apprenticeship program is designed to teach the apprentice all the aspects of the trade, ensuring highly skilled workers for employers and unions, and increasing the individual's employability by providing a broad range of training. Those who have learned their trade through apprenticeship, being knowledgeable and expert in the total range of tasks which make up the job, have greater job retention and are more likely to advance to supervisory and management positions.

The length of a full apprenticeship program varies from 1 to 5 years, depending on the trade or occupation, with the majority of programs lasting from 3 to 4 years. Apprentice wages usually start at 50 percent of the journey worker wage, with increases about every six months if progress is satisfactory. An apprentice near the end of the training period is performing the work of a journey worker and is receiving about 95 percent of the journey worker wage.

Apprenticeship programs are operated by employers working with unions when the workers are organized, or by employers alone when there is no union. Training of apprentices is always a joint effort requiring close cooperation of skilled journey workers who do the actual on-the-job training and management which is responsible for the efficient operation of the program.

There are four types of programs in operation. Individual nonjoint programs in small shops without a union constitute the majority of all registered apprenticeship programs. An individual joint program is an individual employer with a union, such as may occur in a manufacturing or other firm. Group joint involves two or more employers with a union, as in the construction and general contracting trades, and a group nonjoint program is a group of employers without a union, such as the Dental Technicians Association or the Auto Dealers Association among others have.

In the service, manufacturing, transportation, and printing industries, there may be one or more management-union/ employee committee operating in each company or plant. The committee(s) operates the apprenticeship program, determines the number of apprentices, recruits applicants, administers tests, and accepts apprentices into the program.

In the construction industry, each trade has its own separate joint apprenticeship committee (JAC) which consists of representatives from the union and employers who hire workers in that trade. The joint apprenticeship committee interviews, tests, and accepts applicants for apprenticeship openings in the trade. Accepted applicants are placed on the JAC's waiting or hiring list in the order of their merit based on their qualifications and test scores, and employers select new apprentices from the list. The JAC's also supervise and evaluate apprentices' work experience, and certify them as journey workers when the training is successfully completed.

Apprenticeship involves the cooperation of employers, unions, vocational education and other schools and government. The Bureau of Apprenticeship and Training (BAT) is an agency of the Employment and Training Administration, U. S. Department of Labor. With 10 regional offices and field representatives in every state, BAT carries out

the provisions of the National Apprenticeship Act which was passed in 1937 to promote the furtherance of labor standards of apprenticeship. State Apprenticeship Agencies recognized by the U.S. Department of Labor have been established in 29 States, the District of Columbia, the Virgin Islands, and Puerto Rico. Each of these State agencies obtains policy guidance from apprenticeship councils composed of employer, labor, and public representatives. Their work is carried on as an integral part of the national apprenticeship system in cooperation with the Bureau of Apprenticeship and Training.

Apprenticeship programs which meet the standards of the Department of Labor may be registered with the recognized State Apprenticeship Agency or the Federal Bureau of Apprenticeship and Training. These apprenticeship standards specified in 29 CFR 29 include items such as the ratio of apprentices to journey workers, the length of the apprenticeship training, the outline of the work processes in which the apprentice will be trained, the wage scale progression, the credit which the apprentice receives for participating in the program, and equality of access to and opportunity in the apprenticeship program for all groups, including minorities and women. In addition to registering apprenticeship programs, BAT or a recognized State Apprenticeship Agency encourages private enterprise to establish systematic training in skilled occupations, and provide advisory services in developing, installing, and administering apprenticeship and allied training programs.

In summary, BAT works primarily in the private sector to develop employment opportunities and training for individuals. The skills developed and techniques used in promoting apprenticeship will be useful to CETA prime sponsors in developing other types of training in private business.

D. Special Emphasis Areas in Apprenticeship

In addition to improving coordination with CETA prime sponsors, the Bureau of Apprenticeship and Training is in the process of expanding its approach in other major directions.

1. Apprenticeship Standards in New Trades

The Department of Labor and State Apprenticeship Agencies recognize certain occupations as apprenticeable. Most of these are in the construction, manufacturing and service industries. Nearly 60 percent of all apprentices in registered apprenticeship programs, however, are employed in the construction trades.

In the past two years the Bureau of Apprenticeship and Training has been taking action to create apprenticeship programs in industries which have not previously used apprenticeship concepts. The Bureau has funded several experimental projects to promote this effort. BAT has contracted with unions, employer associations, local governments and private nonprofit organizations to test new ways of creating apprenticeship programs. Such pilot projects include new apprenticeship programs in a variety of growth industries, the development of local mechanisms to assist in administering small apprenticeship programs, and the development of relationships with school systems to ease the transition of high school students into apprenticeship programs.

The Bureau is also attempting to expand the number of apprenticeable occupations by registering apprenticeship programs in new fields. Some of the occupations which have recently been approved are:

- Floral Designer .
- Greenskeeper II
- Legal Secretary
- Miner (Hard Rock Track)
- Vending Machine Mechanic
- Nursing Assistant/
Nurse Aide
- Logger

Dental Assistant
Welding and Plasma Arc
Machining Operator
Physical Therapy Technician
Production Coordinator
Control Room Technician
Transmission Mechanic
Sailmaker
Television-Cable Installer
Fire Medic
Automotive Parts Counter
Clerk
Computer Programmer
Automatic Equipment Technician
Telephone Worker
Maintenance Repairer (Building)
Law Enforcement Officer
Correction Officer
Data Processing Technician

2. Women in Apprenticeship

In 1977, of the 12 million skilled, blue-collar workers, only 5 percent were women. Nearly one-third of these women were in lower paid skilled jobs that are closely related to homemaking skills, such as upholsterers, bakers, tailors, decorators, and window dressers. Among higher paid skilled workers, such as carpenters, plumbers, electricians, and painters, the proportion of women ranged from less than one percent to about three percent. Echoing their low level of participation in craft work, women have comprised only a small portion of all registered apprentices. Though small that proportion has increased from .7 percent in December 1973 to 2.6 percent in June 1978.

In order to develop quality job opportunities for women and to take full advantage of the potential resources which their employment provides, the Department of Labor has been addressing these problems through the programs it funds and regulates. A major concern of the Bureau has been to inform

apprenticeship program sponsors of the potential for using the work of women to meet their production needs, to assist them in meeting their responsibilities to make the system accessible to women, and to educate women about the opportunities in the skilled trades. BAT is moving to bring the benefits of formalized training in highly skilled crafts to women on two tracks:

(1) by spreading these training concepts to areas of the job market in which women are already prepared to compete; and

(2) by advertising apprenticeship, increasing the demand of women for apprenticeship opportunities.

II. APPRENTICESHIP-CETA PARTNERSHIP

A. The Framework

This section will explain the provisions of the CETA regulations as they relate to apprenticeship and how they can be implemented to benefit the apprenticeship as well as the CETA systems. The CETA regulatory provisions which specifically mention or imply apprenticeship make up a pattern of cooperation, information, and coordination. This pattern is reflective of the intent of Congress to redirect CETA toward more private sector involvement at the local program level.

1. Planning the CETA Program

The CETA regulations contain requirements for prime sponsors in planning their programs. These provisions cover the planning process, establishing and utilizing planning councils, and review and comment procedures to be followed before the plan is submitted for approval by the Department.

The references to apprenticeship programs in the regulations call for apprenticeship involvement in the planning of local CETA programs. One way to insure this involvement is for representatives of BAT, SAC, or the local apprenticeship community to serve on the planning councils. Such representation can provide prime sponsors.

- cooperative relationship with union supported training programs;
- relevant, up-to-date information on job opportunities in the skilled trades;
- information on industry approved curriculum and training resources;
- information on and access to other employment and training resources in the community, such as Targeted Outreach Programs and Apprenticeship Information Centers.

Being represented on the planning councils provides apprenticeship staff:

- information and a voice in the intent, goals and objectives of the local CETA program;
- a direct influence on the program design and selection of deliverers;
- means to avoid funding of programs which are duplicative or competitive with going programs;
- a way to steer CETA resources and funding, toward the promotion of apprenticeship.

With the recent increased emphasis on private sector jobs, a council member representing the apprenticeship community could provide valuable input to CETA planning and would complement the required council representation of business and organized labor.

Another way to assure apprenticeship input is to consult with local apprenticeship programs as part of the planning process. These programs are to be notified when the plan is available for review and their comments and suggestions for improvement should be actively sought.

2. Working with Apprenticeship Agencies

The regulations provide that CETA-funded training in apprenticeable occupations be designed in conjunction with an appropriate registered apprenticeship program. This can be accomplished through consultation with an apprenticeship agency, either BAT or SAC, or by working directly with local apprenticeship programs, whichever is most feasible. The CETA training can be designed to provide participants with skills and background education which will enable them to qualify for

apprenticeship programs; or it can be designed, in conjunction, with applicable apprenticeship entrance requirements, to provide credit toward the completion of the apprenticeship for the CETA training received.

The advantages of designing CETA training one of these ways accrue primarily to the CETA participant. By tying the CETA-funded training to a registered apprenticeship program the participant receives documented credit for the training received, and, if he or she goes on to complete the apprenticeship, the skills learned and credentials verifying them are transferrable nationwide to other employers. The advantage to the apprenticeship system is that it provides a supply of pre-screened, oriented, and job ready recruits, many of whom are minorities and women, for entrance into apprenticeship programs.

Prime sponsors are to afford each participant an opportunity to participate in the full range of program activities and services available. They are to plan for the utilization of all available CETA and community resources including area apprenticeship opportunities. The local BAT or SAG representative can be a useful resource in providing information on local apprenticeship programs and in arranging for CETA clients to make application to local apprenticeship programs. Intake workers and counselors in the CETA program need to be provided with all necessary information to effectively refer participants for apprenticeship training.

Prime sponsors are to work with the appropriate apprenticeship agency in promoting the use of veterans benefits for apprenticeship or on-the-job training. CETA program operators should be aware that eligible veterans receive benefits by participating in approved apprenticeship and other on-the-job training programs. These benefits include the payment of a substantial training assistance allowance. Many CETA applicants qualify for these programs and should be given every opportunity to participate. Staff of the

Bureau of Apprenticeship and Training or State Apprenticeship Council can assist the prime sponsor in establishing such programs and assuring they are approved by the Veterans Administration recognized State approving agency.

Also BAT or SAC staff can provide services on a consultant basis directly to prime sponsor staff. Such assistance can include:

- review of on-the-job training proposals to insure they provide adequate training and continuation of the employment;
- orientation and training on apprenticeship and the private sector;
- assistance in designing public service training so that it relates to private sector jobs;
- assistance in arranging for conferences or seminars on apprenticeship or related topics such as women in nontraditional jobs.

3. Special Grants to Governors

One of the purposes for which funds are allocated to the Governors under CETA is coordination of all employment and training related services within the State. The Governor's grant should address coordination with apprenticeship programs in their roles as institutions providing training as well as programs approved by the Secretary of Labor. Additionally, programs which have already been developed between an apprenticeship program and CETA sponsor as jointly delivered programs can be expanded, services enhanced and assisted by funding from the Governor's grant. The portion of the Governor's grant devoted to vocational education activities can be used to develop linkage between CETA-funded vocational education programs and the private sector. One effective means of developing this linkage is for vocational education services to be designed to provide the related instruction for apprenticeship programs in the private sector. Thus, the Governor's grant can be used to provide a State level overview and assistance to Apprenticeship-CETA efforts.

The benefits of the State level of the Bureau of Apprenticeship and Training or the State Apprenticeship Council working with the State Employment and Training Council are:

- to access discretionary type funding to an issue that warrants flexible, creative approaches, and
- to promote uniform policies at the State level toward industrial training.

4. Public Service Employment

CETA sponsors are encouraged to utilize Public Service Employment Funds under Title II-D and Title VI, to develop apprenticeship programs in the public sector and to provide work experiences in the public sector which may be applicable to apprenticeship programs in the private sector.

Experience with a demonstration project in a city government has shown apprenticeship programs can be developed in the public sector giving the employees all the advantages they would gain from an apprenticeship in the private sector. The occupations for which apprenticeship programs were registered during the first year of this city program included welding, EDP computer operator, drafting technician, maintenance plumber, and stationary engineer.

Training received and documented through this public sector apprenticeship program is transferrable to jobs in the private sector and undoubtedly enhances the employees' employment potential. Such apprenticeship programs benefit the public employer by providing a structured training program to support the jobs.

5. Private Sector Initiative Program

The Private Sector Initiative Program provides an arena for experimentation by prime sponsors to develop ways for CETA programs to access unsubsidized employment in the private sector. CETA sponsors may choose from a wide array of activities to carry out the program. Program designs may include arrangements to enable individuals to work for a private employer while attending an education or training program. Sponsors may use funds to develop apprenticeship programs for workers and are urged to coordinate their activities with other job development, placement, and employment and training activities carried out by private organizations.

Prime sponsors are encouraged to work with the Bureau of Apprenticeship and Training in securing apprenticeship opportunities for the hard to employ who are disadvantaged economically, to analyze employment-related training opportunities in the community, such as apprenticeship, and to develop apprenticeship programs in new occupational areas. CETA staff could be taught effective techniques for dealing with the private sector that would be most useful in the PSIP program. BAT and CETA prime sponsors working together should use apprenticeship programs under PSIP to assure high quality skill training for the participants and training arrangements familiar to the private sector.

The Private Industry Council (PIC) is to play a major role in the planning, operating and decisionmaking concerning activities aimed at employment with business and industry. The regulations provide that the apprenticeship community be consulted in forming the PIC and in selecting its labor member(s). BAT or State Apprenticeship Agency staff can serve on the PIC to provide information on existing apprenticeship opportunities and industries with potential for the creation of new opportunities.

B. Funding Arrangements

CETA funds are primarily controlled by State and local governments with input from business, labor, the community, educational institutions and others. Though the use of CETA funds is generally planned on a fiscal year basis, periodically additional sums of money are added to the CETA sponsors allocation which are then dispensed at varying times of the year. One such source of funds is the Private Sector Initiative Program which will be available to CETA sponsors sometime during Fiscal Year 1979.

There are advantages in using CETA funds to pay for apprenticeship activities. In a well run CETA program, all the training resources in the locality are coordinated to produce optimum outputs. Also, services such as recruitment and screening of employees, job counseling, and day care assistance are available to help the employee succeed in the training on the job.

The rules for running training programs funded by CETA are contained in the CETA regulations. The specific requirement of a local program are determined by the CETA Title which is used, specific program under that Title, and any additional direction which the CETA sponsor requires. The types of rules which will apply to programs funded under CETA include:

- Participant eligibility requirements. Programs under CETA are by law targeted toward specific types of people. Participants must generally meet low income and unemployment criteria.
- Time limitations. Funding of an individual's participation in activities such as classroom or on-the-job training is limited to a maximum period of time.
- Payments to participants. Generally participants in classroom or institutional training receive allowances through the CETA sponsor's

allowance payment system, while those in employment settings, such as on-the-job training, receive wages from the employer. CETA funds may not be used to pay the wages of enrollees working for a private-for-profit employer.

Allowable costs. CETA funds can be used to pay for services received by CETA eligible participants, such as:

- rental of classroom space used for training;
- instructors salaries;
- rental or purchase of training materials and equipment;
- payment to for-profit employers for the extra cost of providing on-the-job training to participants. Such payments can be made based on a percentage of the employees salary;
- administrative cost of the training program;
- workmen's compensation type insurance for participants.

III. APPRENTICESHIP-CETA MODELS

Through local initiative, selected CETA programs have been using apprenticeship concepts and funding a variety of apprenticeship activities. Though the following models portray a range of activity, they do not exhaust the variety of possibilities. Considering the reorientation of CETA toward the private sector and emphasis on higher skilled training, the potential for such projects is increasing. These models are not meant to represent the best apprenticeship-CETA projects, but simply to give an indication of what is possible and to stimulate local apprenticeship and CETA staff to develop even more creative and effective projects. Therefore, names of the prime sponsors and contractors have not been provided.

The details which are included in these models, such as number of people served, length of training, funding source, are specified for information purposes only. In implementing additional projects based on these designs, the specifics would be modified to reflect the needs and resources of the locality. However, any project developed with CETA funds should provide for the placement of the participant into appropriate apprenticeship training during or on completion of the CETA training and the provision of credit toward the completion of the term of apprenticeship, to the extent appropriate.

WOMEN'S BUILDING TRADES EXPLORATION PROGRAM

Statement of Purpose:

The Women's Building Trades Exploration Program provides services to women to enable them to meet the entrance requirements for apprenticeship in the building trades.

Type of Operating Agency:

State Women's Commission

Participant Eligibility:

All participants are women who are CETA eligible.

Duration:

28 weeks.

Number of Participants: 2

15 Females.

Occupations:

The trades covered include: carpenter, plumber, sheet-metal worker, electrician, bricklayer. - The optimum number of participants is 3 per craft.

Elements of Project Design: The Project is designed to achieve the following goals:

- To provide in-depth exploration of five building trades skilled occupations.
- To provide preparation for written, oral, and practical apprenticeship entry requirements.
- To provide psycho-social readiness (attitudinal and assertiveness training) for successful nontraditional employment.
- To provide placement in apprenticeship or skilled trade unsubsidized jobs.

A key to the success of moving women into skilled trades is the orientation process. This component provides outreach in the community to educate as many women as possible that skilled occupations are a viable choice for women. Presentations are made by the project coordinator to groups of 20 at community referral agencies.

After the orientation sessions, those applicants who are willing to make a commitment to skilled occupations are given an intake interview and an indepth assessment. An oversight committee reviews the list of top-ranking candidates and makes final determinations for enrollment to the program. A maximum of fifteen (15) participants are enrolled for 40 hours per week until placed in a building craft apprenticeship or unsubsidized nontraditional skilled employment.

The training provided is for 20 weeks, 8 hours per day divided as follows:

- 4 hours of on-site training which provides exposure to the tools and working conditions;
- 1 hour of academic skills related to building trades;
- 1 hour of occupational fitness, exercise and simulated physical requirements of construction;
- 2 hours of resources for women through individual and group counseling and discussion.

Allowances approximating the minimum wage are paid to all candidates during training. Job development is continuous with placement before or on completion of training. The minimum training required before placement is eight weeks. The job developer will contact employers, unions, and others in the apprenticeship network to promote the philosophy and goals of the project and develop relationships to ensure that program participants are given priority for apprenticeship selection and job placement.

Upon completion or when apprenticeship openings are advertised, candidates are referred with complete documentation on training received. Appropriate referrals are made only after the job developer has worked with each participant on a one-to-one basis to gain a complete knowledge of the participant's past work history, any possible personal conflicts in job situations, and assurances that the applicant is both

interested and qualified for a particular position. Where possible, the participant will gain pre-entry job exposure before placement. This familiarization process promotes an accurate trade choice, as well as personal identification between contractor and candidate. During the 8-week period after the training is completed and the participants are placed, followup of their progress and retention is conducted.

An oversight committee is to be responsible for advising the Project Director on the philosophy, objectives and evaluation of the entire program. Specifically, the committee is charged with assessing the status of and making recommendations on the program design, content, and curriculum, approving participant selection and monitoring the success of program in achieving goals and objectives. The oversight committee consists of representatives of the Governor's Women's Committee, Bureau of Apprenticeship and Training, State Department of Labor, Associated General Contractors, State Building Trades Council, and the community college.

The community college is the site of training sessions. A Project Director serves as the executive program administrator and as the direct liaison with the community college. A Project Coordinator serves as the program operations administrator and as direct liaison with participants, staff, and community agencies. In addition, staffing includes the following:

- Job developer/counselor working fulltime for 10-weeks;
- 2 Instructors working part-time, 1 hour per day for 20 weeks;
- 5 Journey worker instructors, one for each of the craft areas. Each will work fulltime for 4 weeks;
- 1 CETA intake worker working part-time, 4 hours per day for 24 weeks;
- 1 Project Secretary working part-time, 4 hours per day for 20 weeks.

Cost: Cost primarily cover administration, participant allowances and salaries for staff, including time instructors spend on the project. In kind facilities may be provided by the community college. Transportation expenses for transporting trainees to on-site training may be paid by CETA funds.

Source of funds for the current project is the Governor's Grant under Title II through a contract with the State Women's Commission.

CONCENTRATED EMPLOYMENT TRAINING PROGRAM

Statement of Purpose:

The Concentrated Employment and Training Program provides for entrance into apprenticeship in a variety of trades in a rural setting.

Types of Operating Agencies: Employment Service
Community Action Agency
Prime Sponsor

Participant Eligibility:

All participants must be CETA eligible with emphasis on minorities and females.

Duration:

This type of project has no fixed time period and is run on an ongoing basis.

Number of Participants:

An existing project has served 20 participants on an individual referral basis.

Occupations:

The trades covered have been those typical to apprenticeship, such as metal manufacturing trades, skilled maintenance occupations, printing, and those employed by small construction contractors.

Elements of the Project Design: Basically, the project utilizes the ongoing on-the-job training (OJT) individual referral mechanism of three consortium prime sponsors in a rural part of the State. The OJT subcontracts are developed through a grant from the prime sponsors to either the community action agency or the employment service in two of the prime sponsor areas, with the prime sponsor developing the subcontracts directly in the third area.

BAT staff, in close cooperation with the CETA prime sponsor job developers, review potential sponsor facilities and qualifications to train in apprentice-able occupations. When it is ascertained that the employer's facility and personnel are qualified to give apprenticeship training, a CETA participant who has been previously screened, tested, counseled, by the project operator and expressed an interest in the occupation is referred to the employer and hired under an OJT contract. Approximately 30 days subsequent to employment of the participant, the Bureau of Apprenticeship and Training field representative develops and installs the apprenticeship standards and completes the indenture papers.

The employer receives reimbursement for the extraordinary cost of employing the participant during the first year which equals 50% of the apprentice's wages. In addition, CETA monies are used to pay the first year costs for tuition and books. Other agencies involved are the State Employment Service, community action agency and the prime sponsor. The appropriate academic institution is also involved for related instruction purposes.

A basic systems change is that the first year of apprenticeship is subsidized. Benefits are increased apprenticeship opportunities, therefore, a proportionate increase in the skilled workforce in the area.

Supervision of participants is substantial because in most instances the apprenticeship slots are in businesses with 1 or 2 apprentices. The employer gives close supervision to the apprentice's progress in related instruction as well as on-the-job.

Followup is based on regular BAT service to an existing account and CETA job developers' periodic check of apprentices' OJT progress.

Costs: The costs of administering this project are absorbed by ongoing programs. Job developers are already paid members of CETA or community action agency staff. BAT staff perform the review of the training as part of their established functions. Costs charged to this project include payment to employers for extraordinary cost of providing OJT, tuition, and books for related instruction.

Sources of funds may include Governor's CETA discretionary grant, Title LI or Title VII.

BUILDING TRADES CETA PROJECT

Statement of Purpose:

The Building Trades CETA Project provides employment opportunities for disadvantaged youth in building trades apprenticeship programs, other industry apprenticeship, and on-the-job training (OJT) in lesser skilled occupations.

Type of Operating Agency:

Building Trades Council

Participant Eligibility:

Participants are youth who are eligible under the Youth Employment and Training Program (CETA, Title IV) with an emphasis on female and minorities.

Duration:

The contract length is 1 year with the length of training dependent upon job development and individual needs.

Number of Participants:

An existing project provides for a total of 190 participants, 100 of which receive training with the other 90 direct placements into OJT positions.

Occupations:

The occupations covered are divided as follows:

- . 40 training slots are reserved for building trades such as roofers, electricians, plumbers, bricklayers;
- . 60 training slots serve other nonconstruction apprenticeable occupations,

such as welder, nurse aides, tool and die design, auto mechanic;

- 90 slots are direct placements into lower skill level OJT slots, such as, maintenance, cleaning services, salvage, counter clerks.

Elements of the Project Design: Effort on the part of the local BAT representative resulted in four prime sponsors collectively funding this project using the Building Trades Council as a subgrantee. The jurisdiction of the respective Building Trades Council and the individual prime sponsors were not identical; therefore, it was necessary to combine the resources of the prime sponsors and establish a subgrantee that would be responsible for pre-job training of CETA participants and that would serve in a multi-county area.

A closed public school building was located that needed renovation, but was physically suitable as a training site. Because of the commitment of 40 slots to the Building Trades Council the building renovation needs were ideal for pre-job training and trade exposure for CETA participants seeking entry into construction apprenticeships. Additionally, all candidates selected for vestibule-type training at the site receive academic upgrading and counseling in the development of good work habits.

The job developers, working under the direct supervision of the BAT representative, develop job openings in all industries in the area. When building trade slots are developed, the instructors at the vestibule site refer selected candidates for a 30 day on-the-job period with a construction contractor. Candidates successfully completing the 30-day OJT and the apprenticeship entrance process are indentured into the apprenticeship or trainee program. Unsuccessful candidates are recycled or they drop out.

Other candidates who are job ready are sent to employers when job slots are developed. These jobs may be apprenticeable. If so, the participants are indentured after a short trial period with the employer. The group receiving vestibule training, and not referred to the building trades, are in skilled jobs beyond the entry level. Entry level type jobs are filled by direct placement without benefit of any preliminary training.

Supervision of candidates at the training site is the responsibility of the instructors. There are also job developers, clerical staff, a project director, and an assistant project director at the site. Higher retention rates result because of the direct tie-in with the local BAT representative, who reviews all OJT work processes, placement in the building trades, and in other skilled areas that may be apprenticeable.

Costs: Shared funding is a unique characteristic of this project with participation by several prime sponsors who selected the Building Trade Council as a subgrantee. Costs of administration include the staffing as mentioned earlier. Trainees at the vestibule site are paid minimum wages. The time spent at the site varies from 3 weeks to 6 months, dependent upon job development and participant ability. The multi-county service area creates a need for transportation of CETA participants to the training site. Therefore, a central "pickup" point for candidates is selected with a CETA furnished bus for transportation to the training site.

The source of funds is CETA Title II.

MULTI-TRADE PROGRAMS

Statement of Purpose:

Multi-trade programs are designed to create a mechanism to provide administrative assistance to small apprenticeship programs in a defined geographic area.

Types of Operating Agencies: Chamber of Commerce
Community college
Local governments
Incorporated committee

Participant Eligibility:

All participants must meet the CETA entry or upgrading eligibility requirements with specific emphasis being given to serving women, minorities, and veterans.

Duration:

Projects can be operated one year at a time.

Number of Participants:

Current nationally funded projects have served from 75 to 200 apprentices in 30 to 75 programs per year.

Occupations:

The emphasis is placed on occupations not previously apprenticeable. Examples of such occupations developed through the nationally funded multi-trade programs include:

Dental assistant
Sailmaker
Fire fighter
Floral designer
Optical technician

Elements of the Project Design: The multi-trade programs were initiated as a part of the Department of Labor's efforts to expand the influences and advantages of the apprenticeship system into new areas.

The project staff works with various segments of the economy to promote, expand, and develop apprenticeship programs. The project staff develops or reactivates specific small apprenticeship programs which are then registered by the appropriate Federal or State apprenticeship agency. The project serves small apprenticeship programs by assisting in maintaining records for the sponsors and apprentices, developing work processes, apprenticeship standards and training materials, and assisting in the recruitment, testing and selecting of apprentices, as necessary. The project also advertises equal employment opportunity for and assists employers develop skilled training for previously excluded groups. The project publicizes and educates the entire community on the existence of the program and its available services.

The project must have an advisory committee consisting of representatives of management, labor, government, education agencies, minority and womens organizations, the public, and the industries in which programs are being developed.

The more successful multi-trade projects have developed a well-formulated promotional strategy, and pursued it with staff experienced in the apprenticeship field. Some elements of the "strategy of the more effective projects include:

- sponsor committee members were actively involved in the promotion efforts;
- industry representatives were directly involved in developing the apprenticeship programs, including standards, work processes, and related instruction;
- employers who already had apprenticeship programs were drawn on for support and assistance;

- endorsement and assistance was also obtained from Trade Associations and Chambers of Commerce;
- an advisory committee was established for each targeted industry;
- related instruction was provided through an educational institution such as a vocational school or community college; and
- staff assistance and followup to employers was emphasized in establishing apprenticeship programs, developing curricula, and setting up related instruction.

The project works with all of these groups to develop a more direct relationship between the services each provides in developing a skilled work force. The project thus provides services to small employers and the community in addition to those available from BAT. The benefits to the community are economic development, and relating the services of public institutions to the employment needs of the public sector.

The type of followup or evaluation which can be conducted involves assessing the adequacy of the services provided through an employer opinion survey, or assessing the cost effectiveness of the project through comparing increases in rates of apprentice accessions in communities with multi-trade programs to those in communities without.

Costs: In order to operate a project like this, the following types of costs are necessary:

- . Staff salaries and fringe benefits for:
 - Project director
 - Clerical
 - Staff travel
- . Administrative costs;

• Materials and supplies including promotional literature.

Such projects can be funded from Title II or VII, or the staff salaries could be paid as public service employment positions.

The source of funds is CBTA discretionary funds.

APPRENTICESHIP-SCHOOL LINKAGE

Statement of Purpose:

The Apprenticeship-School Linkage projects create a means to move high school youth into apprenticeship opportunities.

Types of Operating Agency:

Public school system;
Community or junior college;
Private nonprofit organization incorporated for the purpose of running the project.

Participant Eligibility or Target Group:

All participants must be CETA or youth program eligibles who are high school students.

Duration:

A two-year funding cycle is preferable as it permits introduction of students in their junior year to the benefits and responsibilities of apprenticeship, selection, and proper scheduling of classes so the youth can, during their senior year, attend classes half-time and work as apprentices half time.

Number of Participants:

An effective number varies according to the size of the jurisdiction and industrial or labor market conditions. However, experience with nationally funded projects indicates less than 300 students per year can be accommodated in a medium sized city.

Occupations:

Any apprenticeable trade is possible; however, most activity has occurred with smaller non-union apprenticeship programs. Nationally funded projects have included trades such as:

Automotive machinists
Tool-maker
Lay-out worker
Automobile-mechanic
Baker
Cabinetmaker
Medical secretary
Legal secretary
Computer-programmer
Cook
Printer
Maintenance mechanic

Elements of the Project Design: Several Apprenticeship School Linkage projects were initially developed as part of the Department of Labor's efforts to expand the influence and advantages of the apprenticeship system into new areas. Planning and contacting employers during the summer months, the project should be ready to serve youth during the entire school year.

The project develops and provides information to high school students in the early grades on the options available through formal apprenticeship, the qualifications for entry, continuity of work, the job requirements, job outlook, and other necessary factors for their use in pursuing career selection. Eleventh grade students, after meeting industry requirements, receive "hands-on" training in a classroom shop situation. Twelfth grade students, 16 years or older, are employed half-time as registered apprentices while continuing their formal education, including trade theory, during the remainder of the day. The project must develop the half-time apprenticeship openings which are registered by the appropriate State or Federal apprenticeship agency, subcontract with the employers for the on-the-job (OJT) training provided, arrange for selection of appropriate students, counsel students.

A committee is established consisting of a representative of management, labor, government, education, minority organizations, the public and the CETA prime sponsor's planning council to advise each project. Representatives from those industries in which student-apprentices are employed serve on the committee. The Committee works with the school system to assure continuity between the training received in the classroom, shop, and work. The committee advises the school regarding industry work force needs. The size, number, and type of classes must relate to industry needs for workers to assure the opportunity to move from education/training to continuing employment and training. The project is useful in making the designers of the school's academic and vocational curricular more sensitive to the needs of employers in the jurisdiction.

Through the promotion of apprenticeship with employers and provision of information to job seeking youth, the project staff supplements the work of the local apprenticeship registering agency.

The project benefits the community by lessening the incidents of unemployment among high school youth while providing employers with prescreened, highly motivated youth who can realistically view their part-time job as a step toward a career goal.

The skills provided the youth on the job are entry level, similar to those provided during the first year of an apprenticeship program. Ideally, the formal schooling supplements this learning process.

Supervision of the students must meet apprenticeship standards. The employer must make a commitment to continue the apprentice as long as he or she is progressing for the full term of the apprenticeship, if economic conditions permit.

The primary followup is a tracking of participating youth after their graduation from high school to see if they have continued their apprenticeship. Comparative analyses can be made to see if the cost of introducing a youth to apprenticeship is less than through the conventional routes.

Costs: In order to operate such a project the following types of costs are necessary:

- . Staff salaries for:
 - Project Director
 - Coordinators
 - Clerical
- . Staff fringe benefits
- . Staff travel
- . Administrative costs such as rent, utilities
- . Materials and supplies, including promotion literature
- . Payment to employers for the extraordinary cost of providing OJT.

The source of funding is CETA and Office of Youth Programs discretionary funding.

Alternative funding sources may include provision of in-kind costs, such as space, equipment, materials, by the operating agency, and use of public service enrollees to staff the project.

PREPARATORY DIESEL MECHANIC

Statement of Purpose:

The Preparatory Diesel Mechanic program provides existing job market openings with candidates for apprenticeship entry.

Type of Operating Agency:

Community college

Participant Eligibility:

All participants are CETA eligible.

Duration:

The existing program has provided 2 classes which lasted 48 weeks each.

Number of Participants:

Present enrollment in a project of this type is a total of 30 trainees.

Occupation:

Diesel Mechanic.

Elements of Project Design: The project resulted from a Skill Training Improvement Program (STIP) grant to a CETA consortium. Straight institutional training was initially proposed. However, BAT involvement resulted in the inclusion of the apprenticeship linkage. Both classes are designed to progress from the theoretical to the practical aspects of the trade using institutional, on-site training, and then apprenticeship. For laboratory or on-site purposes, a site was rented, classroom facilities at the community college used, and on-the-job training (OJT) given at committed apprenticeship sponsor's places of business.

The first 18 weeks consists of vestibule training and academic training related to the mechanical trades. The second phase, 30 weeks, serves as an internship for candidates who will continue to receive vestibule training related to diesel mechanics for 30 hours per week, coupled with 10 hours per week of on-the-job training at an employer's place of business. During the training period, participants receive CETA allowances at a rate which approximates the Federal minimum wage.

Upon satisfactory completion of the 48-week training period (earlier if job opportunities are available and trainees qualify and meet the apprenticeship selection requirements), the trainee will enter a registered apprenticeship program as an employee in unsubsidized employment. Credit for related instruction required in the apprenticeship program will be granted for 158 hours completed. OJT credit is granted up to 300 hours.

Placement of candidates is emphasized in, though not limited to, facilities represented by the State Trucking Association and the appropriate bargaining agent.

Costs: Existing agencies such as the Human Resources Development Institute (HRDI) of the AFL-CIO, the community college, Teamsters Union, State Trucking Association and referral agencies such as the Employment service and a nationally funded outreach program contributed costs "in-kind."

Staffing costs paid by the prime sponsor include a project director, coordinator, 2 instructors, 2 teacher aides and a job developer. Except for personnel devoting full time to the effort, salaries are paid only for the part-time spent working on the project.

The prime sponsor is also responsible for the payment of training allowances for the participants.

The source of funds is the Skills Training Improvement Program (STIP) under Title III of CETA.

ORIENTATION ON NONTRADITIONAL CAREERS FOR WOMEN

Statement of Purpose:

The purpose of the project is to introduce the idea of working in nontraditional careers to young women.

Type of Operating Agency:

Community-based organization.

Participant Eligibility:

Females age 18-21 who are CETA eligible may participate.

Duration:

The existing project lasts for one year, covering three phases.

Number of Participants:

Phase I served 1,000 participants, with phases II and III serving 100.

Occupations:

Occupations having job potential in which women are underrepresented are addressed.

Elements of Project Design: The project was initiated as a statewide effort to educate women to employment opportunities in nontraditional occupations. The publication of Federal regulations on women in construction, women in apprenticeship, and the current lack of women in the skilled trades emphasized the need for such information.

The project works in three phases. Phase I involves ten four hour general orientation sessions throughout the State open to all women 18-21 years old in the area who are interested in learning about employment in those skilled trades which have been predominantly male. For these general sessions, women are referred by the local welfare department in each city, local city governments, the Employment Security Agency, the community action agencies, the YWCA's and CETA contractors in each jurisdiction. One hundred attendees are expected for each orientation session.

Each orientation session includes viewing of films such as "Why not a Women" and "The Apprentice" which provide information and a positive picture of women in the skilled trades; presentations on the effect of the Federal regulations on opportunities for women, the entrance procedures for apprenticeship, information resources on apprenticeship, training, and education programs, professional education in nontraditional areas, how individuals can prepare themselves for nontraditional employment, and what the job prospects are in the various fields. Speakers include representatives from the Women's Bureau or local women's organizations, the Bureau of Apprenticeship and Training, local or State University or community college, major employers, the Employment Service, an apprenticeship outreach contractor, and unions.

The day preceeding each orientation session, BAT presents a seminar on the new Federal regulations concerning women in apprenticeship in order to attract the interest of contractors, unions, and post-secondary educational institutions to the project. At the close of the general orientation session, a variety of apprenticeship sponsors are invited to talk with attendees interested in their particular programs.

Following the phase I orientation, a direct mailing is made to all attendees; and those interested who meet CETA eligibility requirements are invited to participate in one of ten two-day workshops in the same locations. CETA eligibility is verified by the project contractor using information supplied and telephone checks on the registration forms. It is expected each workshop will serve ten women.

The two-day workshops address topics such as:

- . a workshop on the expectations of newly hired employees verses the expectations of the employer;
- . a session identifying arithmetic skills;
- . a session to prepare women to deal with hard language;
- . hands on exposure to tools of the trade;

- . a presentation on successfully handling the apprenticeship application process;
- . a presentation on preparing for entrance tests and getting needed information;
- . counseling to identify personal goals, and steps to their achievement;
- . a group discussion session to share information and discuss needs.

The two-day workshops emphasizes individual attention, counseling and support. As CETA participants, phase II participants can receive allowances for attending the two-day workshop.

After the phase II workshop, an individual followup on each participant is conducted as part of phase III by mail or telephone to determine if they have entered training, entered employment, or pursued apprenticeship and what successes or obstacles they have encountered. One-to-one support and counseling is provided by telephone to those who need it.

Operation of such a project involves the cooperation of the Employment Service, schools, unions, Office of Federal Contract Compliance Programs, BAT, and other interested State agencies.

The benefits of the project is that it informs a large number of women at relatively low cost of employment opportunities with which they were not previously familiar. It also brings a variety of job-related agencies together in a cooperative effort which has a ripple effect; and it demonstrates that young women are interested in pursuing other employment options.

Since placement into jobs or training is self initiated, the purpose of the followup is to determine if such an approach works or if more intensive intervention is needed.

Costs: To operate such a project the following types of cost are necessary:

Staff salaries for part-time work of:

Conference moderator
Publicity person
Researcher
Workshop leader
Clerical support

Conference rooms rental

Conference materials

Staff travel

Consultant services for materials development

Allowances for participants in phase II

Administrative cost such as postage and telephone

Some of these services, such as clerical support or space may be donated without charge by cooperating agencies.

The source of funds being used for the current project is the Governor's special funds under the Youth Employment and Training Program, currently Title IV of CETA.

SUMMARY

In October 1978, Congress reauthorized the CETA program for an additional four years and in so doing clearly manifested its intention of maximizing the involvement of the private sector as a partner in federally-funded employment and training programs. Paramount in this philosophy is the newly created Private Sector Initiatives Program in CETA. The regulations written pursuant to the new legislation are replete with references to coordinative relationships between CETA and apprenticeship.

The Bureau of Apprenticeship and Training is seeking to create new apprenticeable occupations and expand apprenticeship programs to industries that have not used these programs in the past. The Bureau is also committed to increasing and upgrading the participation of women and minorities in apprenticeship programs.

A careful examination of the activities of the two programs reveal that they may be combined in ways that will result in effective mechanisms for training and employment acceptable for CETA and apprenticeship. While CETA looks to train and place people in jobs in business and industry, apprenticeship looks to ensure a highly skilled work force for employers and unions. The two objectives are compatible. The time seems right for joint ventures as both CETA and apprenticeship are exploring new areas leading in the same direction.