

# HOUSE BILL REPORT

## E2SSB 5764

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### As Passed House - Amended:

March 3, 2022

**Title:** An act relating to apprenticeships and higher education.

**Brief Description:** Concerning apprenticeships and higher education.

**Sponsors:** Senate Committee on Ways & Means (originally sponsored by Senators Randall, Sheldon, Conway, Das, Hasegawa, Keiser, Kuderer, Lias, Nguyen, Nobles, Saldaña, Wellman, Wilson, C. and Wilson, J.).

### Brief History:

#### Committee Activity:

College & Workforce Development: 2/17/22, 2/23/22 [DP];

Appropriations: 2/25/22, 2/28/22 [DPA].

#### Floor Activity:

Passed House: 3/3/22, 94-2.

### Brief Summary of Engrossed Second Substitute Bill (As Amended by House)

- Aligns the Washington College Grant (WCG) award for apprentices to match the maximum award amount received by students attending community and technical colleges.
- Requires the Washington Student Achievement Council (WSAC) to verify access to the WCG for registered apprentices not receiving related supplemental instruction at a community or technical college.
- Requires the State Board for Community and Technical Colleges and the WSAC to establish a student information technology interface to simplify the WCG apprenticeship application, verification, and award process.
- Requires the William D. Ruckelshaus Center to evaluate, examine,

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*This analysis was prepared by non-partisan legislative staff for the use of legislative members in their deliberations. This analysis is not part of the legislation nor does it constitute a statement of legislative intent.*

consult with stakeholders, and report on options for further developing opportunities for apprentices to receive credit towards degrees.

- Requires public higher education institutions to establish policies for awarding credits for related supplemental instruction received by apprentices in registered apprenticeship programs by the 2028-29 school year.

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## HOUSE COMMITTEE ON COLLEGE & WORKFORCE DEVELOPMENT

**Majority Report:** Do pass. Signed by 9 members: Representatives Slatter, Chair; Entenman, Vice Chair; Leavitt, Vice Chair; Chambers, Ranking Minority Member; Jacobsen, Assistant Ranking Minority Member; Hansen, Paul, Pollet and Sells.

**Minority Report:** Do not pass. Signed by 1 member: Representative Chandler.

**Minority Report:** Without recommendation. Signed by 2 members: Representatives Hoff and Kraft.

**Staff:** Megan Mulvihill (786-7304).

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## HOUSE COMMITTEE ON APPROPRIATIONS

**Majority Report:** Do pass as amended. Signed by 31 members: Representatives Ormsby, Chair; Bergquist, Vice Chair; Gregerson, Vice Chair; Macri, Vice Chair; Stokesbary, Ranking Minority Member; Chambers, Assistant Ranking Minority Member; Corry, Assistant Ranking Minority Member; MacEwen, Assistant Ranking Minority Member; Boehnke, Caldier, Chandler, Chopp, Cody, Dolan, Dye, Fitzgibbon, Frame, Hansen, Harris, Jacobsen, Johnson, J., Lekanoff, Pollet, Rude, Ryu, Senn, Springer, Steele, Stonier, Sullivan and Tharinger.

**Minority Report:** Without recommendation. Signed by 2 members: Representatives Hoff and Schmick.

**Staff:** Kate Henry (786-7349).

### **Background:**

#### Registered Apprenticeships.

Apprenticeship programs enable individuals to learn trades and occupations through on-the-job training and related supplemental instruction (RSI). Journey-level craft persons or trade professionals generally supervise on-the-job training. Employer- or union-sponsored schools or community or technical colleges offer the technical instruction. Registered

apprenticeship programs must have the following elements:

- a minimum of 2,000 hours of on-the-job training; and
- at least 144 hours of classroom instruction per 2,000 hours of on-the-job training per year.

Most registered apprenticeship programs take around two to five years to complete, and apprentices earn wages while learning their trade or occupation. Upon completing apprenticeship programs, apprentices receive completion certificates and are recognized nationwide as qualified journey-level workers. The certificates are issued by the Washington State Apprenticeship and Training Council, which is the entity that establishes standards and registers apprenticeship programs.

Many registered apprenticeship programs contract with a local community or technical college to provide the RSI. The nature of these contracts vary. Some registered apprenticeship programs will hire their own instructors, but use college facilities. Others will rely on the college to provide instruction, facilities, administration, and record-keeping. Apprentices who receive their RSI at a community or technical college may also receive college credit to be applied towards an associate's degree. There are 22 colleges with 179 active apprenticeship programs in the state. One degree offered by several institutions is the Multi-Occupational Trades associate degree, which is currently available through South Seattle College, Spokane Community College, Renton Technical College, Skagit Valley College, Everett Community College, Wenatchee Valley College, and Columbia Basin College.

#### Washington College Grant Apprenticeship Award.

In 2019 the Washington College Grant (WCG) program was established to replace the State Need Grant, and one of the changes to the need-based financial aid program was the addition of approved, registered apprenticeship programs. Apprentices enrolled in approved, registered apprenticeship programs are eligible to receive a WCG award for tuition and fees, in addition to required program supplies and equipment if they meet the other WCG eligibility requirements. The Washington Student Achievement Council (WSAC) has set the current maximum award for a full-time registered apprentice at \$3,000. The maximum WCG award for students attending community and technical colleges is \$4,333. Registered apprenticeship programs that would like to participate in the WCG need to be approved by the WSAC by demonstrating that they have the administrative capability to do so.

#### **Summary of Amended Bill:**

##### Washington College Grant Apprenticeship Awards.

Beginning in the 2022-23 academic year, the WCG apprenticeship award amount is changed to the same amount as the community and technical college rate to be used for tuition and fees, supplies and equipment, and other costs that facilitate educational endeavors.

A goal is specified that students enrolled in registered apprenticeship programs who are receiving their RSI at a community or technical college should be able to access the WCG through the college's financial aid office. The State Board for Community and Technical Colleges (SBCTC) is required to fully implement this goal by the 2025-26 academic year. The WSAC must verify access to the WCG for those students in registered apprenticeship programs who are not receiving their RSI at a college. The SBCTC must collaborate with the WSAC to create a student information technology interface to simplify the WCG apprenticeship application, verification, eligibility, and award process. The SBCTC and the WSAC must enter into data-sharing agreements with other state agencies to verify student data.

#### The William D. Ruckelshaus Center Evaluation.

The WSAC is required to contract with the William D. Ruckelshaus Center (Ruckelshaus) to:

- evaluate paths to credentials for apprentices, including recommendations on requirements and benefits of expanding the Multi-Occupational Trades degree;
- examine best practices in delivery and award of educational credentials for apprentices, including an assessment of the governance structures and operational models for apprenticeship delivery;
- research apprentices' demand for degrees;
- review the current funding model for apprentices within the community and technical college system with consideration on the use of state funds for apprenticeships and national funding structures;
- consult with agencies and stakeholders with interest and expertise in apprenticeship training and higher education mobility; and
- identify and remove barriers for apprentices to access the WCG and other student supports and programs.

The WSAC is required to report annually by December 1, 2023, on the Ruckelshaus' progress, findings, and recommendations. The annual report in 2026 must provide viable policy options for degree pathways for individuals who complete registered apprenticeship programs. The Washington State Apprenticeship and Training Council, in consultation with the SBCTC, the WSAC, an organization representing the presidents of the public four-year institutions of higher education, and any other relevant or impacted parties must explore whether the state should establish an institution, or centralized program, for apprentices to receive RSI for credit towards a degree. A report on the findings and recommendations must be included in the December 1, 2023, report by the WSAC. The requirements associated with the Ruckelshaus evaluation expire July 1, 2028.

#### Credits for Related Supplemental Instruction.

By the 2028-29 school year, public institutions of higher education must establish a policy for granting as many credits as possible and appropriate for RSI in active registered apprenticeship programs registered during or before July 1, 2022. For state registered

apprenticeship programs approved after July 1, 2022, institutions of higher education must establish a policy for granting credits for RSI within six years of the program's registration. While establishing credits, faculty representatives must be consulted. Credits established are not intended to impact the possible revision of previously approved RSI in a registered apprenticeship program.

**Appropriation:** None.

**Fiscal Note:** Available.

**Effective Date:** The bill takes effect 90 days after adjournment of the session in which the bill is passed. However, the bill is null and void unless funded in the budget.

**Staff Summary of Public Testimony (College & Workforce Development):**

(In support) Apprenticeship programs are a critical and important pathway for people and another educational modality. This proposal aims to strengthen apprenticeship programs and pathways by removing as many barriers to financial aid as possible and working to ensure every apprentice has access to an associate's degree. The WCG was expanded to include an award for students in registered apprenticeship programs, but access to this requires the apprenticeship program to act as a financial aid office. This has not materialized. Even though the WCG has been expanded to include apprentices, only a few apprentices have benefited. If the apprenticeship program has a relationship with a community and technical college, the college should be the doorway to financial aid.

This proposal looks to create permeable pathways by ensuring that apprentices get credit for RSI. Providing credit for RSI helps people continuously upskill so there are no closed doors as they progress in their careers. If an apprentice's body or the market tells them that they have to go back to school to find a different career, they should not have to start at the beginning. This is not asking colleges to give English credits for welding, but rather granting the most appropriate and relevant credit. It is imperative, though, that the college credit be full and transferable as not all college credits are equal. Many apprenticeship completers have to return to college to take a math credit even though they have already learned significant math in their apprenticeship program. Providing credit towards advanced degrees can also help support industries with higher licensing and career requirements. New healthcare apprenticeship programs were created two years ago, and the need is staggering. There are more occupations to build apprenticeships for, but it is critical to have the college credit attached to these new apprenticeship programs. The ability to provide credit or course equivalencies for apprenticeship programs is a monumental endeavor for the four-year institutions of higher education to complete, but the institutions are up to the task in order to support valuable pathways to degrees.

The proposal asks for some work at the outset, but looks to do more work through the Ruckelshaus study. The review of the state funding model is helpful, as the contracts with

colleges vary significantly. Each college makes local decisions. The colleges are behind growing apprenticeship programs, but the funding structures and models make this difficult, and the lack of adequate instructional resources need to be addressed. Colleges currently lose money on each apprentice that is enrolled. A review of the national perspective on governance structure, funding models, credit articulation, and degree alignment is welcomed.

Washington businesses are finding it hard to hire a skilled and trained workforce. A recent survey indicated that 91 percent of contractors are having trouble filling positions. The apprenticeship model is one that businesses support. Washington businesses rely heavily on the community and technical colleges to meet workforce needs. The funding source for this bill is not clear though, and 608 and 609 funds should not be used to fund this.

(Opposed) None.

**Staff Summary of Public Testimony (Appropriations):**

(In support) This proposal will enhance equitable opportunity in our state's apprenticeship pathways. The study proposed aims to understand the barriers of apprenticeships to obtain credentials. The results of the study can strengthen apprenticeship-to-degree pathways and provide a shared understanding to collaborate on future enhancements. The Washington College Grant components will expand equitable access.

(Opposed) None.

**Persons Testifying (College & Workforce Development):** Senator Emily Randall, prime sponsor; Amy Anderson, Association of Washington Business; Genevieve Howard, State Board for Community and Technical Colleges; Kevin McCarthy, Renton Technical College; Ruben Flores, Council of Presidents; Michele Willms, Associated General Contractors; Shana Peschek, Machinists Institute; Laura Hopkins, Health Care Apprenticeship Consortium; Matt Zuvich, Washington Federation of State Employees; and Erin Frasier, Washington State Building and Construction Trades Council.

**Persons Testifying (Appropriations):** Erin Frasier, Washington State Building and Construction Trades Council.

**Persons Signed In To Testify But Not Testifying (College & Workforce Development):** None.

**Persons Signed In To Testify But Not Testifying (Appropriations):** None.