



Board considerations for orientation to apprenticeship

Note: This is one in a series of CSBA Construction Management Task Force documents regarding orientation to apprenticeship. Please refer to “orientation to apprenticeship and apprenticeship programs fact sheet” and “Board considerations for orientation to apprenticeship.”

Introduction

Orientation to apprenticeship programs provide basic, introductory training on a particular subject area or offer an overview of several related trades such as construction, health or business. Governing boards and superintendents considering expanding access to orientation to apprenticeship should be aware of the general governance models or approaches to delivering these programs.

The purpose in describing these considerations is to provide district leaders with a better context for understanding how local districts can play a meaningful role in the planning and provision of quality orientation to apprenticeships. Building on this context, boards and superintendents should consider which approach or combination of approaches meet their local needs. From a school district perspective, current service models include:

Implementing quality orientation to apprenticeships: Key issues and considerations

Depending on which general model or combination of models a district utilizes – and depending on the level of local need and collaboration – a number of issues and strategies should be considered relative to areas such as funding, articulation, curriculum, facilities, workforce and oversight, in order to ensure that programs effectively implement the components that contribute to positive for students.

1. Funding

A lack of funding is what most often gives school boards pause about pursuing orientation to apprenticeships and career technical education courses in support of enhancing K-12 student achievement and job readiness. Navigating the current funding systems can seem

daunting at first, and even by mixing or blending funding sources, securing the necessary money to provide quality programs is a challenge. Fortunately, it can be done – and done very effectively – as many school districts, county offices of education, ROCPs and local communities have demonstrated. These local governing boards understand the various sources of funding available and the various requirements for each, and they have sought to be creative and collaborative in order to maximize every available dollar.

At the local level, the cost of providing orientation to apprenticeships and the funding mechanisms used to finance them depend in large part on program design, the qualifications of staff and the participants served (high school students, adults or both). Funding issues are complicated further because state and federal programs, like the Perkins Act or Title I, may only serve certain eligible students. Therefore, money from those programs can only be used to expand access to students whose families meet the eligibility requirements. Clearly, additional funding must be found by local districts and the state legislature to serve larger groups of students.

What is the Perkins Act?

The Carl D. Perkins Career and Technical Improvement Act (formerly the Carl D. Perkins Vocational and Technical Education Act of 1998) was reauthorized in 2006. Through the distribution of grants to state education agencies, federal funds are made available to help provide career-technical education programs and services to youth and adults. Local education agencies and postsecondary institutions are eligible recipients for subgrants. Funds may be used for, but are not limited to, occupationally-relevant equipment, vocational curriculum materials, materials for learning labs, curriculum development or modification, staff development and career counseling and guidance activities. In 2006 \$1.6 billion was allocated for all 50 states and California received just over \$140 million.



Potential local and statewide funding options

- Foundation grants
- Quality Education Investment Act (QEIA)
- California Partnership Academies

Those districts and county offices of education that have already embarked on efforts to expand access to orientation to apprenticeships recommend a number of important steps relative to funding, including:

- Understanding each of the various funding sources that may be available and the rules for their use
- Combining resources and collaborating with partners wherever possible to maximize those resources
- Pursuing grants and charitable contributions
- Determining what support can come from the district's general fund, categorical and/or participant fees
- Setting priorities for resources as they become available that support achieving long-term goals
- Advocating for new funding sources and greater flexibility with existing programs – and being positioned to apply for these funds

2. Articulation/Transitions

Whether or not the high school students enrolled in district orientation to apprenticeships continue to community college, quality programs help ensure that students are ready for further training. A vital element of any high-quality orientation to apprenticeship involves strong communication between high school staff and ROCP staff, as well as community college staff and local businesses, about the expectations for participants when they enter the workforce and apprenticeship programs. Strategy also involves making certain there is a consistency in the curriculum and types of instruction that all participants receive. Districts must consider what strategies can be put in place to encourage communication and partnerships between these groups from school districts, higher education, local business, etc.

The need for school district staff to reach out to ROCPs, community colleges and local businesses and conduct research and share information is significant. The district can identify local employers who are hiring students with pre-apprenticeship experience and invite representatives to identify ways to partner. Partnerships may include developing a shared expectation for what participants should know and be able to do upon entry into the job and allowing pre-apprenticeship program participants to visit or shadow workers in related industries.

3. Curriculum

A quality pre-apprenticeship program experience can open doors for students and adult participants who might otherwise enter the workforce lacking the necessary skills to succeed in a particular vocation. An integral component of that experience depends on the curriculum being utilized. The State Board of Education adopted the Career Technical Education Standards in 2005 and the curriculum frameworks in 2006. These new standards emphasize both academic and technical skills. Open communication, ongoing dialogue and training that involves high school staff, ROCP staff and community college instructors can help build understanding about the best curriculum for a district program to consider.

Some important things to consider relative to curriculum include:

- What type of curriculum will meet the academic, technical and developmental needs of high school and/or adult students?
- What strategies can be put in place to ensure pre-apprenticeship programs provide culturally and linguistically appropriate services?
- What services and support should be provided to meet the needs of English language learners?

4. Facilities

If a district intends to provide orientation to apprenticeships on its high school or adult education campuses, it is required to have appropriate facilities. The district should conduct a facilities needs assessment [[link to CSBA Construction Management Policy Brief "Facility Master Planning"](#)] to determine whether adequate and appropriate facilities space is available on existing school sites or on the sites of ROCPs or community colleges. If additional facilities are necessary, the district can explore possible financing options to build new classrooms.

The district should develop a facilities master plan [[link](#)] that identifies short- and long-term strategies to meet the district's facilities needs. These needs may include determinations about program locations and how the district will determine which sites are the highest priority to receive services.

Some strategies districts have pursued to find facilities space for orientation to apprenticeships include:

- Utilizing unused space on existing public school sites. In most cases this entails renovating existing classrooms so they can accommodate orientation to apprenticeship coursework, as some school districts in declining enrollment have done.



- Utilizing existing classrooms after regular hours such as in the evenings when they may not otherwise be used.
- Applying for state and local grants to build new facilities.
- Including orientation to apprenticeship facilities in a local school bond measure.
- Advocating for provisions for orientation to apprenticeship facilities in future statewide school bonds.

Some school districts may lack available classroom space entirely, or they may have available space but lack other aspects of the infrastructure needed to implement a quality orientation to apprenticeship. In those cases, a formal partnership where the district can offer courses with ROCPs and community colleges and use their facilities should be considered.

5. Workforce

Effective teachers, paraprofessionals and administrators are essential to delivering high-quality orientation to apprenticeships. The state currently has Education Code requirements for the qualifications of high school staff and the student-to-teacher ratio in each classroom. Local school boards may set additional criteria for the qualifications of orientation to apprenticeships staff. For instance, some California school districts now require their teachers in orientation to apprenticeships to have several years of job-related experience.

Recruiting and retaining highly qualified instructors and staff pose one of the biggest challenges for school districts wishing to expand access. The need for bilingual instructors and staff is especially critical in many parts of the state. Even so, across California there are examples of school districts that have developed partnerships to support orientation to apprenticeships staff recruitment and retention, as well as professional development. Reaching out to higher education, neighboring school districts, the county office of education and local businesses to develop partnerships relative to orientation to apprenticeships can be a useful strategy in supporting workforce development. Many administrators also reach out to contacts in related industries to find new staff.

6. Quality measurement and oversight

Measuring the performance of orientation to apprenticeships is vital to ongoing improvement and accountability. In developing any plan, school boards need to consider how orientation to apprenticeships should be monitored and evaluated. Who should be responsible for monitoring and evaluating orientation to apprenticeship? What indicators will be used to determine if a program is successful? In most cases, the governing board will provide direction setting and oversight for the district staff.

It is especially important for districts that formally partner with other agencies to have a clear, agreed upon process for monitoring and evaluation, as well as clear contracts, written agreements and understandings.

School Board and District Leadership

There is a full continuum of activities school boards and district staff can pursue to support efforts to expand access to high-quality orientation to apprenticeship. School boards are elected to govern the community's schools and fulfill their important responsibility by:

- setting the vision and direction for the district;
- establishing and maintaining an organizational structure that supports the district's vision;
- providing support to the superintendent and staff as they carry out the direction of the board;
- ensuring accountability to the public for the performance of the community's schools; and
- providing community leadership as advocates for children, the school district and public schools.

Through its governance role, the board has the ability to encourage and support efforts to expand access to high-quality orientation to apprenticeship. There are a variety of strategies the school board can pursue that will help to highlight the value of orientation to apprenticeship throughout the district, and to make these programs a vital component of overall school reform efforts. For example, the school board, working closely with the superintendent as a governance team, can:

Set direction for student achievement

Setting the direction for the district is one of the most important actions elected school board members take. The vision is a tool school boards use to record what the public wants its schools to achieve for all its children and to ensure the district moves in that direction. Many districts also develop long- and short-term goals in strategic areas to measure whether or not the district is making progress toward achieving the vision.

In the district's vision statement or long- and short-term goals, a board can emphasize its priority that all students be ready to enter the workforce or college. More and more school districts are viewing high school as a critical component in their overall plans to raise student achievement. In many districts, implementing high-quality orientation to apprenticeship and/or working in collaboration with other entities is one strategy being used to meet the district's overall vision and goals for student achievement.

Be an advocate for all students and community members

As the only local officials elected solely to represent the interests of children, school board members have a profound responsibility to speak out on behalf of children and schools. And although adults are not enrolled in the public schools, many are eager learners who are already part of the community. School boards have the ability to raise awareness about the needs of participants in orientation to apprenticeships, communicate the value of high-quality programs and get involved in local and statewide activities to improve the quality of orientation to apprenticeships. Boards should seek opportunities to influence legislative and regulatory bodies on this issue.

Adopt policy

School boards adopt policies to communicate expectations and to provide a written guide for action in the district. The board can review the district's policy manual to look for opportunities to promote, support and create high-quality orientation to apprenticeship within the district. Policies can be developed that support stronger communication and collaboration with ROCPs, businesses, colleges and universities within the community. Policies can also be developed to guide the implementation and ongoing monitoring of district-administered orientation to apprenticeship.

Adopt and monitor the district budget

The school board adopts and monitors the district budget, and in doing so, must ensure that the budget reflects the goals and priorities in the district's vision. Orientation to apprenticeships need adequate funding to provide high-quality services and must be supported with resources. In addition to adopting and monitoring the budget, the board can ask staff for periodic updates on the district's strategies to finance orientation to apprenticeship operations and facilities.

Set parameters for the district facility master plan [link]

The school board works with the superintendent to develop a long-range facilities master plan that supports the school district's vision and enhances the educational program of the district. If the district provides or partners to provide orientation to apprenticeship, it is important that the governance team establish a short- and long-term strategy to provide facilities for these programs.

Ensure program accountability

It is the ongoing responsibility of the school board to ensure that the district is making progress toward accomplishing its vision and goals. The board monitors program outcomes and holds the superintendent accountable. The board may want to request periodic information on the district's orientation to apprenticeship and its partners.

Resources

Carl D. Perkins Vocational and Technical Education Act of 1998.
An overview of the federal act can be found at <http://www.ed.gov/offices/OVAE/CTE/legis.html>.

“The Evolution of Career and Technical Education in California.”
This July 2005 Ed Source study outlines the history of career and technical education and current funding opportunities. The brief may be found at <http://www.edsource.org/pdf/ca-reertech05.pdf>.

“Governance Matters: The School Board Guide to Reinvigorating High Schools” produced by CSBA’s High School Task Force and the Policy Analysis Department, addresses areas around reform for school board members and superintendents with a focus on effective governance and student achievement. See http://www.csba.org/pa/hs_reform_o6.pdf

“Link Students’ Out-of-School Learning Experiences to Classroom Learning” from Vishner’s 1999 “Key High School Reform Strategies” is a collection of examples of out-of-school learning with corresponding research.

“Orientation to Apprenticeship: A Guide for Educators.” The California Apprenticeship Council and California Division of Apprenticeship Standards collaborated in January 2001 to produce this guide to introduce educators to career opportunities for students in apprenticeable occupations. See <http://www.dir.ca.gov/DAS/apprenticeship.pdf>

“We Build’ Local Worker Program” an overview of the Los Angeles Unified School District’s program that offers local residents training in construction fields. A complete program overview can be found at <http://www.laschools.org>.

CSBA would like to thank Richard Dahl and Rick Mejia, consultants, California Department of Education for their guidance and information.

The California School Boards Association’s Construction Management Task Force provides districts with policy briefs and fact sheets on construction related issues. District staff and Governing Boards should use this information as a resource when making local decisions. These documents are provided for informational purposes only and are not a substitute for legal advice from school districts legal counsel. Districts should obtain independent legal advice and review when necessary.

If you have any questions, please contact CSBA Policy Services at (800) 266-3382 or via e-mail policy@csba.org

Construction Management Task Force

Kerry Clegg, Chair

NSBA Director, Sulphur Springs Union ESD

Mark Cooper, Vice Chair

CSBA Director, Region 1, Lake COE

Jeanette Amavisca

CSBA Delegate, Region 6, Elk Grove USD

Andy Berg

Director, Local Government Affairs, NECA

Paul Cohen

*Director, Public & Governmental Relations,
Northern California Carpenters Regional Council*

John Collins

Deputy Superintendent, Poway USD

Juan Garza

Superintendent, Kings Canyon Joint USD

Keith Giles

CSBA Director, Region 22, Lancaster ESD

Roy Grimes

CSBA Delegate, Region 6, Sacramento City USD

Tom Mattis

Field Representative, Carpenters Local #180

Charles Ramsey

CSBA Delegate, Region 7, West Contra Costa USD

Anne Renshaw

CSBA Delegate, Region 17, Fallbrook Union ESD

Susan Silver

Superintendent, Scotts Valley USD

Steve Sturgeon

CSBA Delegate, Region 22, William S. Hart Union HSD

Shelly Yarbrough

CSBA Director-at-Large, American Indian, Val Verde USD