



**Harvard Law School
Trade Union Program**

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OCCASIONAL PAPERS

The Training Trilogy:
One Union, Three Experiments in Sustainability

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Enclosed are three innovative approaches that offer jointly-managed training trust funds ideas on how to adjust to a seemingly unpredictable future. For too long, union-affiliated training programs—especially, in the construction trades—have been accused of marginalizing select populations, not devising progressive recruitment strategies, and/or reacting to the effects of the global marketplace. The following three case studies move beyond the stereotypical apprenticeship training model by examining:

- 1) The power of relationships between labor, management, and the community;
- 2) The importance of holding stakeholders accountable; and
- 3) The significance of leading change in one's industry sector.

As you read these cases, keep an open-mind and avoid the urge to pass judgment before you have an opportunity to read each and every account. It would behoove joint apprenticeship committee members and their training staff members (i.e., directors, coordinators, and instructors) to discuss these concepts as groups: first apart and then together. If jointly-managed training trust funds are to survive in the 21st Century...they will NOT do so emulating those models designed and developed 50-plus years ago. To be sure, these three cases studies can serve as catalysts for change!

**Program Evaluation:
Identifying the Role Joint Labor-Management Training Programs
Serve as Agents of Accountability in the Community**

Introduction:

The Carpenters Joint Apprenticeship Program¹ (CJAP) in Affton, Missouri is one of the many U.S. Department of Labor's Office of Apprenticeship's (OA) federally-approved apprenticeship programs operating in the USA. In fact, the CJAP is the largest program of its type in the State of Missouri. Standards for registered apprenticeship programs can be found under 29CFR29 (also referred to as the Fitzgerald Act of 1937²). In 2007, there were nearly 2600 apprentices enrolled in the CJAP's four-year apprenticeship. The CJAP requires that all of its apprentices attend school from 7:00am to 3:30pm Monday through Friday two weeks every six months during the course of the four year program. When apprentices are not attending school they are expected to be gainfully employed by their respective signatory contractors. There are eight terms of apprenticeship. Apprentices advance through the system to journey-worker status by means of related-subjects successfully completed in school and hours worked on the job. The CJAP is overseen by a jointly managed committee of 12 industry representatives: six from labor and six from management.

The CJAP's six labor representatives are affiliated with the Carpenters' District Council of Greater St. Louis & Vicinity (CDC). The CDC maintains geographical jurisdiction covering 77 counties: 44 in the eastern half of the State of Missouri and 33 in the lower third of Illinois. Work-related jurisdiction for the CDC involves floor laying, residential carpentry, commercial concrete, commercial interior systems, millwright, and cabinet-millwork/displays. The CDC serves 22,000 members: 15,000 journey-workers, 3,000 apprentices, and the remainder are retirees. Although the average age of an apprentice is 28 years old, the average age of the CDC's

active membership is 46 years old. More specifically, nearly 91 percent of the members are male and approximately 86 percent are Caucasian. To this end, the CJAP is constantly striving to reach the ethnicity and gender goals established by the US-DOL as per the Equal Employment Opportunity (i.e., good faith effort) portion of the 29CFR29 standards. Prior to the effort described below, the CJAP mainly focused its outreach efforts on participating in secondary and post-secondary career days and job fairs...to the tune of more than 160 per year.

Background:

In the summer of 1999, a minority activist group—serving the construction industry—called MOKAN³ closed I-70 in north St. Louis by means of a sit-down. The purpose of the sit-down was to raise the community's awareness to the lack of minorities on highway construction projects. The Missouri Department of Transportation⁴ (MoDOT) soon thereafter held a series of meetings inviting industry stakeholders (i.e., contractors, labor unions, CBOs, FBOs, etc.) to dialogue in an attempt to overcome the perceptions and realities of the issue brought forth by MOKAN. One result of these meetings was MoDOT's funding of the Construction Prep Center (CPC) in Wellston, MO. The CPC would serve as a post-secondary pre-apprenticeship feeder program to the 15 building trades in the St. Louis region. MoDOT has provided MOKAN with \$200k per year to fund the CPC from 1999 to present.

In late 2005, Metropolitan Congregations United⁵ (MCU), a regional ecumenical council, partnered with the Gamaliel Foundation in an attempt to raise awareness for an upcoming major highway project impacting the St. Louis region. The I-64 renovation was slated to span 12 miles from the City of St. Louis to St. Louis County with a price tag in excess of \$500 million.

Faith/community-based organizations (F/CBO), like those mentioned above, became concerned

once again that a highway might be shutdown if issues were not addressed by MoDOT before the project was slated to start in early 2007. By now, astute F/CBOs were aware of a provision within federal highway contracts known as SAFETLU. This provision allows state departments of transportation to utilize ½ of one percent of the total contract cost for training entry-level workers. More specifically, SAFETLU funds construction-related pre-apprenticeship training for non-traditional workers (i.e., minorities, women, and economically-disadvantaged). Eventually, the mix of F/CBOs mentioned above approached MoDOT and demanded that MoDOT invoke the SAFETLU provision. In fact, once MoDOT's Commissioner (Mr. Peter Rahn) was convinced that this group was not going to back down, he indicated, "It was a new day at MoDOT."

Over the course of the next several months, MoDOT held a series of Town Hall-type meetings to gather input from as many stakeholders as possible. Upon the conclusion of the third meeting, MoDOT appointed an Industry Advisory Committee (IAC) representing the diversity of the groups attending the various Town Hall meetings mentioned above. The charter members were: Rev. Tommie Pierson, Chair (MCU); Dr. John Gaal, Vice-Chair (labor); Tom Jones (SLATE); Len Toenjes (AGC); Eddie Hassen (MOKAN); Kevin Triggs (EWGCC); and Valerie Patton (Minority Business Council). IAC meetings were attended by regional and local MoDOT managers, engineers, compliance officers, etc. as well.

Opportunity:

One of the first orders of business for this IAC was to establish guidelines for a training program and a Request for Proposal (RFP) format for means of objectively scoring submittals by interested third-party training providers. Early on, discussions focused on the proper length of

pre-apprenticeship training and an appropriate cost for such an endeavor. The group came to a consensus that an eight-week program would suffice. It then proceeded to discuss the dollar value of an eight-week course of this nature and settled on \$4000 per student. At this time, John insisted the IAC recommend a framework that would require training providers to adhere to an outcomes-based pay-for-performance model. After much heated debate, the IAC agreed that in keeping with the slogan used by the CBOs, training providers should also be concerned with the “new day at MoDOT” philosophy.

As plans developed, MoDOT would discuss the progress made with representatives from the Federal Highway Administration (FHA). Along with MoDOT, the FHA devised a two-fold strategy for the SAFETLU funds totaling \$2.5 million. One aspect of the funding would be utilized to subsidize pay for minorities, women, and the economically disadvantaged on the physical job site. Approximately, \$1.0 million would be available for workers who logged 500 or more hours on the I-64 project site. To this end, MoDOT would reimburse contractors \$3.50 per hour for every hour worked by the non-traditional individuals mentioned above...this was referred to as OJT (on-the-job training). The second piece of the funding—\$1.5 million—was to be utilized by the third-party training providers awarded contracts per the RFP. It was anticipated that 20-25 training providers would submit proposals.

Solution:

The first pay-for-performance model designed by the IAC was disqualified by the FHA because it comingled funds from the two streams mentioned above. FHA was adamant that payments in the related aspect of training not be contingent upon results in the OJT portion. Consequently,

the IAC had to re-draft a pay-for-performance model that stood alone. The program eventually adopted by all parties was as follows:

First draw—

Training provider can submit a request for pay to MoDOT based on Day One attendance

(This was adopted since all IAC members felt the training programs had fixed costs.)

30 percent x \$4000 x # of students in attendance

Second draw—

Training provider can submit a request for pay based on number of graduates

(This was adopted since all IAC members knew this number would be less than Day One.)

30 percent x \$4000 x # of students graduated

Third draw—

Training provider can submit a request for pay based on number of graduates indentured

(This was adopted since all IAC members knew this number would be less than number of graduates.)

40 percent x \$4000 x # of graduates placed in a registered apprenticeship program

To be sure, this was the first outcomes-based pay-for-performance pre-apprenticeship training model designed and implemented on a SAFETLU project within the 50 states. Accordingly, this model served as a catalyst for change in others ways as well. It took several IAC meetings for industry representatives familiar with apprenticeship training to convince the MoDOT and FHA representatives that the final draw mentioned above could not be reserved for placements only on MoDOT projects. If, in fact, MoDOT was concerned about improving opportunities for non-traditionals, it would need to identify all job placements as success for the entire industry. The main reason for this stance was the nature of serving a career in construction as a tradesperson.

Rarely, does an individual work a 30-year career with the same construction company...much less within the same industry sector (i.e., residential, commercial, etc.). In other words, construction workers tend to migrate from area to area as well as sector to sector.

Findings / Results:

Once the parameters of the RFP were in place, MoDOT’s legal team made some minor changes and then published the RFP in August of 2006. Upon the RFP closing in October of 2006, only two programs had submitted proposals to MoDOT for the pre-apprenticeship training project.

The first proposal was submitted by the PRIDE Pre-Apprenticeship Training group (PPAT) and the second was from CPC. In order to maintain an appearance of neutrality, MoDOT appointed a three-person panel to judge the proposals and make recommendations. The recommendation from the panel of judges was to grant the award to the PPAT based on their overall score of 160 of 200 (80 percent) points versus CPC’s score of 98 of 200 (49 percent) points. Upon review, MoDOT decided to make two awards: one to PPAT and one to CPC in January of 2007. Both awardees began their training programs approximately March of 2007.

The following chart provides a brief overview of these programs’ outcomes (as of June 2009):

	<u>PPAT*</u>	<u>CPC</u>	<u>Total</u>
Enrolled	458	199	657
Graduated	292	138	430
<i>% of Graduated to Enrolled</i>	<i>64</i>	<i>69</i>	<i>65</i>
Placed on MoDOT job**	16	5	21
Placed non-MoDOT jobs**	76	50	126
<i>% of Placed to Graduated</i>	<i>32</i>	<i>40</i>	<i>34</i>

* Aggregated totals from two vendors serving secondary and post-secondary populations

**Includes placements with all trades

To date, the CJAP has indentured 70 new “non-traditional” apprentices as a result of the effort described above. Equally important, as of May 2009, nearly three-quarters of the way towards project completion, five tradespeople representing the three targeted non-traditional groups attained journey-worker status on MoDOT’s New I-64 Project (two carpenters, two laborers, and one cement mason). To be sure, this project sent a clear message to the stakeholder community that when feeder programs are held accountable for their outcomes the union trades are more than willing to embrace women, minorities, and the economically disadvantaged as future members. Although this model has been successful, the current economic downturn is sure to reduce the job placements in almost any effort going forward due to the slump in the housing sector. It is therefore incumbent upon the CJAP to seek other community-based partnering opportunities (i.e., Green, etc.).

For more information:

¹ <http://www.cjtf.org/CJAP/carpenters.htm>

² <http://www.doleta.gov/OA/fitzact.cfm>

³ <http://www.mokanccac.org/cpc.cfm>

⁴ http://www.thenewi64.org/new6_workforcedevelopment.jsp

⁵ <http://www.mcustl.org/>

Building Relationships: Establishing Connections between Secondary Education and Joint Labor-Management Training Programs

Introduction:

The Floor Layers Joint Apprenticeship Program (FLJAP) in Affton, Missouri is one of the many U.S. Department of Labor's Office of Apprenticeship's (OA) federally-approved apprenticeship programs operating in the USA. In 2008, there were nearly 400 apprentices enrolled in the FLJAP's four-year apprenticeship. The FLJAP requires that all of its apprentices attend school from 7:00am to 3:30pm Monday through Friday one week every quarter during the course of the four year program. When apprentices are not attending school they are expected to be gainfully employed by their respective signatory contractors. There are eight terms of apprenticeship. Apprentices advance through the system to journey-worker status by means of related-subjects successfully completed in school and hours worked on the job. The FLJAP is overseen by a jointly managed committee of eight industry representatives: four from labor and four from management.

The FLJAP's four labor representatives are affiliated with the Carpenters' District Council of Greater St. Louis & Vicinity (CDC). *Issues related to the CDC's demographics and geographical jurisdiction can be found in the previous case.* Work-related jurisdiction for the CDC Floor Layers includes installing hardwood, ceramic, vinyl, and carpet flooring.

Background:

In October of 2002, the FLJAP moved from its 6000 square feet former location of nearly 20 years to a multi-trade complex of nearly 165,000 square feet in Affton, Missouri. In so doing, Dr.

Gay Tompkins, the superintendent of the Affton School District (ASD), approached Dr. John Gaal, Director of Training and Workforce Development for the CDC. Knowing that John serves on a number of local, state, regional, and national workforce boards, Gay saw an opportunity to make a career connection for many of her non-college bound high school graduates. As the two discussed a number of issues, both John and Gay realized they could be of assistance with each other's needs. To this end, Gay was recently made aware that her welding shop no longer met OSHA or EPA requirements. Concurrently, John was about to make a \$100,000 investment in a computer lab. Interestingly, Gay was in the process of installing a new computer lab just three blocks away from the FLJAP's facility while John was installing a state-of-the-art welding lab in the FLJAP's new multi-trade complex. Both agreed to trade shops and services for the betterment of their respective student bodies. This was the start of a relationship that blossomed.

Within four years, Gay announced her retirement from the ASD. However, before leaving her post, she insisted that John meet another superintendent just as creative and innovative as her. Dr. Peter Kackris, Gay, and John eventually went to lunch to discuss possibilities. Peter represents the Special School District of St. Louis County (SSD). This school district services the 23 county school districts adjacent to the City of St. Louis for students requiring special education and students seeking career and technical education (CTE). Peter revealed his uncertainty regarding the current hub-and-spoke delivery model utilized by SSD for CTE. In fact, Peter suggested piloting placing single-focus programs in the 23 academic high schools. Within a month, Peter contacted John to further discuss his pilot concept. Meanwhile, Peter identified a school district adjacent to ASD that was in need of assistance: Bayless School District (BSD). Soon enough, Peter brought Dr. Maureen Clancy-May, BSD's superintendent, to meet and discuss options with John.

Opportunity:

BSD serves a blue-collar constituency. In fact, Bayless, Missouri was a relocation center for many Bosnian refugees from the mid-1990s. Maureen explained to Peter and John that the drop-out rate for Bosnian high school students continued to climb in BSD over the past three years. While brainstorming ideas to stem the tide of additional drop-outs, Peter and Maureen identified an opportunity to utilize a recently abandoned wood shop and classroom in Bayless High School (BHS). John suggested that BHS and SSD consider something different than a traditional Building Trades (Carpentry) program. This suggestion was made based on the following issues: 1) in order to obtain real-life work experience during the junior/senior summer, students would need to be at least 18 years old to avoid child labor violations¹; 2) a non-traditional program had a better chance of garnering nationwide recognition and, thusly, sustainability; and 3) many of the Bosnian students' parents had construction-related backgrounds (i.e., engineering degrees or journey-level trade certifications from the "old" country).

Solution:

Prior to leaving for the meeting with Peter and Maureen, John was exposed to recent research funded by the Gates Foundation. The newsletter explained a best practice implemented in Texas known as the Middle College Experience². Wherein, a rural Texas high school was experiencing an increase in drop-outs that resulted in forcing them to develop a creative solution involving other community partners. The end result was a partnership between the high school and the community college for the benefit of the students and community. After much work, courses were aligned between the high school and community college in such a way that allowed

graduating high school students the opportunity to earn an Associate's degree at the time of their high school diploma ceremony.

John jumped at the chance of Peter and Maureen's offer to utilize a defunct shop and classroom at BHS. Once John ascertained the number of contact hours during a high school student's junior and senior years, the rest of the plan fell into place. Maureen indicated that CTE students in a comprehensive high school will have over 800 hours of total contact. Since most four-year apprenticeship programs have between 600-800 hours of contact, this was an important factor if John's plan was to work without making special arrangements with the US-DOL. Knowing that the Bosnian students' parents often worked in the trowel trades (i.e., stone mason, etc.) and keeping in mind the child labor issues mentioned above, the choice for a non-traditional program became the Floor Layers. In fact, BHS has the only secondary CTE program dedicated to floor laying in the USA! Interestingly, the FLJAP is the only program of the five that John oversees that has a minimum entry age of 17. (Not to mention, the US-DOL three months prior placed the FLJAP on notice for not reaching ethnic and gender goals this project would fulfill the "good faith effort" portion of the 29CFR29 standards. Accordingly, the active members of the entire CDC are made-up of nearly 91 percent male and approximately 86 percent Caucasian.)

Peter, Maureen, and John agreed to design and implement a pilot project based on the Middle College Experience. It would be called the Bayless Floor Layers Middle Apprenticeship Project (MAP)³. Students selected for the MAP were at-risk and could eventually be recruited from neighboring school districts as well. Students who completed the MAP would enter the FLJAP with advanced standing. Students completing their junior year are eligible to work for a signatory contractor during their junior/senior summer⁴. Graduates of the MAP would be required to work

6000 on-the-job (OJT) hours to complete the working portion of their apprenticeships.

Concurrently, MAP apprentices would be required to enroll and complete 15 college credit hours from Ivy Tech College in Indiana during their OJT experience. This fulfilled the US-DOL's requirement that apprenticeship is an earn while you learn program. Therefore, when MAP graduates complete the FLJAP they will be issued a US-DOL journey-worker certification and an Associate's degree.

Findings / Results:

In order to assess the impact of the MAP, administrators assisted in collecting and analyzing data based on a randomly-selected comparison group of like students at BHS.

First graduating class: MAP students fared better in the following academic measures—

Grade Point Average:

	<u>End of 2006 (Sophomore)</u>	<u>End of 2008 (Senior)</u>	<u>Percent Change</u>
MAP	1.70	3.13	84
Control	1.90	2.37	25

Absenteeism:

	<u>End of 2006 (Sophomore)</u>	<u>End of 2008 (Senior)</u>	<u>Percent Change</u>
MAP	6.00	5.57	(7)
Control	6.56	8.00	22

The instructor chosen for the position is a FLJAP graduate who was willing to work towards a college degree. Eric Kastner left the field to teach for the MAP. Peter was instrumental in securing Eric's assistance with this project. Peter understood the importance of paying Eric a wage and benefit package similar to the one he left in the field which meant working outside the boundaries of the traditional rates established in the SSD/NEA contract. One of Eric's major challenges in the first year of operation was the ability to serve three masters. Over time, Eric was able to navigate the needs of each party. BSD and SSD now sit as industry partners on the

FLJAP. As of fall 2009, the Bayless MAP began its fourth year of operation with 18 students being served in the 11th and 12th grades. Interestingly, union flooring contractors have made it a tradition each spring to visit BHS and observe the students...often making offers for summer employment on the spot. To be sure, effects of this partnership go beyond the classroom and/or jobsite. To this end, in the spring of 2008, BSD sought the support of both the CDC and FLJAP prior to floating a \$4 million bond issue for building repairs and updates...it passed!

For more information on—

¹ FLSA and Child Labor: <http://www.opm.gov/flsa/law.asp#SubpartF>

² Middle College Experience: <http://www.greatschools.net/cgi-bin/showarticle/965>

³ Bayless MAP video: <http://www.youtube.com/watch?v=CEKQCQ8nWS0>

⁴ A three-way contract was created to avoid luring students away from school into the workplace without completing high school. After all, this was a drop-out prevention program in an at-risk area. Student, parents, and contractor sign an agreement that allows the student to work from mid-June to mid-August during their junior/senior summer. This allows these OJT hours to be counted towards their apprenticeship upon high school graduation (See Appendix A).

Appendix A

Bayless MAP Letter to Parents

Dear _____:

Parent/guardian

We have been pleased to have your child/guardian _____ as a participant in our Floor Layers Middle Apprenticeship Program (MAP) this year at Bayless High School (BHS). This year's program has been a great success. As you know the program is co-sponsored by both the Flooring Industry Council (FIC) and the Floor Layers Joint Apprenticeship Program (FLJAP) and offers participants a first step in undertaking an exiting and profitable career in the growing flooring industry while concurrently earning a community college degree at little or no cost. Based on your child's successful completion of all of his/her academic work this, his/her junior year s/he is eligible for enrollment in the joint industry/union apprenticeship program and summer employment with a union contractor this summer. This will not only provide an opportunity to gain on-the-job experience in the industry but to make a union wage during the summer months.

In order for your child/guardian to qualify for employment this summer you must agree to his/her participation and meet all of our requirements concerning his/her employment. This requires your agreement to support our policy and that of our participating employers to insure that your child will return to school in the fall, complete his/her senior year at BHS and graduate. His/her failure to return to BHS in the fall will result in his/her not being able to continue his/her participation in the FLJAP or obtain employment in the industry from members of the FIC. Please review the attached Parental Agreement carefully, sign it, and return it to me at the School no later than April xx, 20xx. If you should have any questions on our program, this agreement or the summer work program I would welcome hearing from you. I can be reached at _____ - _____ between _____ and _____.

On behalf of all of us involved in the program we want to thank you for your cooperation and support. We welcome the opportunity to work with you in building a bright future for you and your child.

Sincerely,

Eric Kastner
Teacher/Instructor

Parental Agreement
Floor Layers Middle Apprenticeship Program
Bayless High School

This agreement is entered into on or about May xx, 20xx with the St. Louis Floor Layers Joint Apprenticeship Program (FLJAP).

I _____, attest that I am the legal parent or guardian of _____ whose school identification number is _____, a student enrolled at Bayless High School (BHS) and participating in the FLJAP – a jointly sponsored industry training program approved by the U.S. Department of Labor, Office of Apprenticeship.

I understand that the BHS and FLJAP are providing a cooperative educational program that combines academic instruction, skill training and on-the-job experience at BHS designed to prepare graduates for employment in the in the union floor laying industry.

Further, I understand that this program offers participating students the opportunity for summer employment in the floor laying industry between the conclusion of their junior year and the beginning of their senior year.

As the parent or guardian of _____, a student enrolled at BHS and participating in the BHS Middle Apprenticeship Program (MAP), I understand and agree to the following terms and conditions defining my child's participation in the summer employment component of the program:

- That the FLJAP will work with area industry employers to identify and refer eligible students who have successfully completed their junior year of academic and floor layer training for summer employment as a First Term Apprentice.
- I understand that based on his/her employment that FLJAP will indenture and enroll him/her in the FLJAP and that all hours worked during the summer of 20xx will count toward his/her Apprenticeship OJE (on-the job experience).
- That as the parent/guardian I agree to work with my child, BHS and the FLJAP to make the best of this opportunity during the period beginning no earlier than June __, 20xx and ending no latter than August __, 20xx.
- Further, as his/her parent or guardian I understand that his/her employer during the summer of 20xx has agreed that they will not provide continued employment after August __, 20xx in order to insure that each participating student will return to school and complete his/her senior year at BHS and graduate with their class in the spring of 20xx.
- As his/her parent or guardian I will fully support the intent and purpose of this program by working with BHS and the FLJAP and their representative to ensure that my student participant returns to School in the fall of 20xx and completes his/her requirements for graduation and all training offered through the Bayless MAP. I understand that if he/she fails to return to the program they will be suspended from the St. Louis FLJAP.

**Memorandum of Understanding
Flooring Industry Council
Floor Layers Middle Apprentice Program
Bayless High School**

This three party agreement is entered into on or about April xx, 20xx by and between Bayless High School (BHS), the St. Louis Floor Layers Joint Apprenticeship Program (FLJAP) and _____, a member of the Flooring Industry Council (FIC).

_____ employer

WHEREAS: BHS and FLJAP have entered into a cooperative agreement to support the training of BHS students as apprentice floor layers that complements their academic preparation by providing them with classroom instruction consistent with US –DOL apprenticeship training offered through the FLJAP that is designed to prepare them for permanent employment in the union floor laying industry **AND**

WHEREAS, employer members of the FIC have agreed to provide summer employment to participants between the conclusion of their junior year and the beginning of their senior year at BHS at prevailing entry level wages and benefits.

NOW THEREFORE BE IT RESOLVED that BHS, the FLJAP and _____ agree as follows: _____ employer

- BHS and the FLJAP agree to identify and refer eligible students who have successfully completed their junior year of academic and floor layer training to _____ for _____ employer consideration and employment as first term apprentices during the summer of 20xx.
- Based on their employment, the FLJAP will indenture and enroll the student in the FLJAP.
- _____ employer agrees to provide employment and on-the-job experience to the BHS student only for the period beginning no earlier than June __, 20xx and ending no latter than August __, 20xx. This will insure that the student will return to school and be able to complete their senior year at BHS and graduate with their class in the spring of 20xx.
- All hours worked by First Term Apprentices participating in this program during the summer of 20xx will count toward their Apprenticeship on the job experience.

Any violation of the terms and conditions of this agreement by the FIC participating employer will prohibit their future participation in this program.

The Employer and Bayless/Floor Layers do hereby hold the other party harmless from any claim whatsoever that may be lodged by or against any party to this agreement.

No party to this contract may assign any portion thereof to any other party without mutual consent of both signatories.

All parties do presently attest that no conflict of interest has or does arise in reaching or fulfilling the terms and conditions of this agreement.

This constitutes the entire agreement between the parties as of the date of contract execution.

IN WITNESS WHEREOF, the parties hereto have caused this agreement to be executed as of the day and year first above written.

For the St. Louis Floor Layers Joint
Apprenticeship Program:

Date: _____

its: _____

Signature: _____

For _____
Participating Employer

its: _____

For the Bayless School District:

Date: _____

its: _____

Signature: _____

Date: _____

Signature: _____

(These documents were created by Thomas Rhodenbaugh of Connecting Communities in 2007.)

**Leveraging Connections:
Utilizing Affiliations Established on Various Boards to Answer
the Needs of a Changing Environment—ARRA and the Green Construction Corps**

Introduction:

Please refer to the introduction in the first of these three cases in order to grasp an understanding of St. Louis Carpenters Joint Apprenticeship Program's (CJAP) contextual background before proceeding.

Due to the economic malaise—known as the Great Recession—caused by what many attribute to a failed sub-prime mortgage scheme impacting the residential construction sector, 800 apprentices were enrolled in the CJAP's four-year apprenticeship in 2010 versus 2600 apprentices three years ago—nearly a 70 percent decrease. Accordingly, with this economic downturn, the CDC is scrambling to reinvent itself for purposes of creating work for its dwindling membership. To this end, the CJAP sought to “Green” its curriculum as per the updated 29CFR29 standards approved by the US-DOL in November of 2008.

Background:

The US-DOL's OA consults with a diverse body of 30 members (10 businesses, 10 unions, and 10 general public representatives from across the USA) known as the Advisory Committee on Apprenticeship¹ (ACA). For several years, Mr. Fred Humphreys from the National Association of Home Builders' Home Builders Institute² (HBI) served as an appointed representative for business as did Dr. John Gaal from the CDC as an appointed union representative and consultant to the CJAP. Soon after the release of the updated 29CFR29 standards mentioned above, the US-DOL's OA solicited grant proposals from existing Registered Apprenticeship programs in an

attempt to transform traditional programs into 21st Century apprenticeship programs. To this end, the HBI contacted the CJAP in January of 2009 to discuss the possibility of collaborating on a grant submission. The HBI and CJAP were both in a position to “Green” their current curricula and moved forward with a grant submission that other Registered Apprenticeship programs could model. By June of 2009, the HBI—as the lead grant writer—was informed that its joint proposal was accepted by the US-DOL and would be funded.

With less than two months in office, President Obama, reeling from the bank bailouts connected to a previous administration, announced a \$787 billion economic stimulus package known as the American Recovery and Rehabilitation Act³ (ARRA). State governments responded by providing an array of jobs programs. More specifically, Missouri’s Governor Jay Nixon put strong emphasis on a summer youth employment program⁴ and placed oversight with local workforce investment boards. Ms. Brenda Wrench, Chief Operating Officer, with the Urban League of Metropolitan St. Louis⁵ reached out to Dr. John Gaal with CDC to see if the carpenters might be interested in partnering on a training and employment opportunity that involved providing weatherization improvements to St. Louis City’s low-income housing sector. As Brenda and John both serve on the Missouri Workforce Investment Board, the push for Greening construction while providing potential construction career opportunities to non-traditional and at-risk populations (i.e., youth, minorities, and women) served by the Urban League made for a deal hard to resist from both organizations’ perspectives.

Opportunity:

With nearly \$130 million to be spent on low-income housing weatherization in Missouri alone, the CJAP was certain that their relationship with the HBI could only be enhanced. Therefore, Dr.

John Gaal contacted Mr. Fred Humphreys in an effort to pursue the design, development, and implementation of an industry-driven, nationally recognized, portable credential in the area of weatherization installer technician. By mid-June of 2009, Fred convened a multiple-day meeting at the HBI headquarters in Washington, DC with Green subject matter experts from across the nation. The CJAP sent two representatives: Mr. Ron Tierney, Lead Instructor and Mr. Mike Mueller, LEED AP / GBP, Instructor, to participate in this meeting. Work on this credential was completed by December of 2009.

In the meantime, additional funding opportunities arose through other aspects of the ARRA funds (i.e., Pathways Out of Poverty—POoP—grants⁶, etc.). Wherein, among others, a number of Community Action Agencies (CAA) worked to collaborate with the CJAP to support their grant proposals. Services offered by the CJAP would involve training and certifying workers utilizing the weatherization curriculum jointly developed with the HBI. Interestingly enough, it was not just the St. Louis CJAP that would be approached for this type of assistance but also the Southern Illinois CJAP and Southeast Missouri CJAP—both are smaller programs under the CDC’s umbrella. In light of the falling revenues due to the economic downturn, all three of the CJAPs viewed these grant opportunities not only as a way to disseminate their new Green curriculum efforts but also as means of stabilizing their weakened financial positions. In fact, some CAAs still sought the training and certifications services offered by these CJAPs despite not being awarded POoP grants in their local areas.

Solution:

With the Urban League serving as the CAA for St. Louis City’s low-income weatherization housing work and vendor for the St. Louis County Workforce Investment Board’s allocation of

summer youth employment funds (ages 16-24), Ms. Brenda Wrench saw a need to ensure that a quality product was delivered by connecting entry-level construction jobs to the skilled trades. Accordingly, with her input, the CJAP designed, developed, and implemented the following program: The Green Construction Corps (GCC). Wherein, the Urban League would recruit potential candidates for a nine-week (for pay) training and employment program (due to safety issues the program was made available to 18-24 year olds only). The first week would cover the soft skills (i.e., waking up, showing up to work as scheduled, etc.) and be delivered by the Urban League. The second and third weeks would cover basic construction skills (40 hours) and Green/weatherization theory /techniques (40 hours) and be delivered by the CJAP. The remaining six weeks would involve placing students on-the-job under the direction of the St. Louis Chapter of Habitat for Humanity⁷—the largest Green builder of residential structures in Missouri. Herein, students would be given an opportunity to perform construction work utilizing Green practices where necessary. The goal was to expose students to a variety of jobs on a construction site so as to enhance their chances for employment. In fact, graduates of the nine-week program would earn several industry-based credentials: OSHA-10, Missouri Career Readiness Certificate, and HBI's PACT certificate in Green and Weatherization. In addition, for interested graduates, college credit was made available by another Missouri Workforce Investment Board member, Mr. Gil Kennon, of Mineral Area College⁸.

Findings / Results:

Without a doubt, the first round of training served as a learning experience for all parties involved. At the beginning of Round 1, drug testing eliminated nearly 25 percent of those applicants expressing an interest in the GCC. In addition, attitude towards “hard” work became a major factor towards ensuring program completion, as evidenced by the 133 percent increase of

graduates to enrollees from Round 1 to Round 2, as noted in the chart below. To this end, much can be attributed to including Habitat for Humanity’s Assistant Construction Manager, William McHugh, during the interview process for Round 2. In addition, for the duration of Round 2, both the CJAP and Habitat requested daily visits by the Urban League staffers in an attempt to resolve students’ issues unrelated to their areas of expertise. Unfortunately, the demise of construction sector has played a key role in the poor results of graduates to placements overall. More specifically, Round 2 was completed in December—a notorious month for construction downturn in any economy! Nevertheless, one commercial contractor has expanded its portfolio by transforming its operations to focus on the Greening of residential structures. Legacy Building Group⁹, a minority-owned enterprise, has employed a GCC graduate and plans to hire more as his weatherization workload increases. Ultimately, by leveraging connections, the CJAP is transforming lives one Green graduate at a time!

The following chart provides a brief overview of this program’s outcomes (as of December 2009):

	<u>Round 1</u>	<u>Round 2*</u>	<u>Total</u>
Enrolled	20	14	34
Graduated	3	7	10
<i>% of Graduated to Enrolled</i>	<i>15%</i>	<i>50%</i>	<i>29%</i>
Placed on job**	2	0	2
<i>% of Placed to Graduated</i>	<i>67%</i>	<i>n/a</i>	<i>20%</i>

* Adjustments to the program were made after the first round

**Refers to students indentured to the CJAP after GCC graduation

NOTE: A special thanks to Mr. Tim Krejci, Lead Instructor with the Operation Excel YouthBuild¹⁰ program in North St. Louis, for his assistance with integrating the HBI's PACT curriculum into the GCC program. And, Mr. Tom Rhodenbaugh, Principal of Connecting Communities, is deserving of the CJAP's gratitude for his guidance in navigating the potential political landmines among and within several of the organizations mentioned throughout this document.

For more information:

¹ <http://www.doleta.gov/oa/aca.cfm>

² <http://www.hbi.org/>

³ <http://www.recovery.gov/Pages/home.aspx>

⁴ <http://transform.mo.gov/summerjobs/>

⁵ <http://www.ulstl.org/default.aspx>

⁶ <http://www07.grants.gov/search/search.do?oppId=48073&flag2006=false&mode=VIEW>

⁷ <http://www.habitatstl.org/>

⁸ <http://www.mineralarea.edu/>

⁹ <http://www.legacybg.com/home.html>

¹⁰ <http://operationexcelinc.com/>