Young adults who are not in school and who do not have a college degree face significant hurdles to sustainable employment. CBOs can use their expertise to connect these individuals to apprenticeship programs, leading to improved career prospects.
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Despite a low overall unemployment rate and tightening labor market, the United States faces an employment crisis for young adults, with dire consequences for the economy and young adults themselves. Approximately 40 percent of all 18- to 24-year-olds are not in school and do not have a college degree, placing them at risk of unemployment or underemployment at a critical time in their lives and at a time when employers are in desperate need of skilled workers. Even those with some college experience are not likely to have attained a postsecondary credential with value in the labor market.

Many young people—in particular, those who are low-income with limited education or basic skills—face significant hurdles to sustainable employment: poor access to quality education, few opportunities for work experience and on-the-job training that connect to well-paying jobs, and lack of critical social supports.

Apprenticeship programs that combine paid work and related academic instruction, as well as pre-apprenticeships that prepare and connect individuals to those training programs, afford exactly the opportunities needed to support sustainable employment, particularly for low-income young people.

These programs have a time-honored history in Europe and have worked well in the United States for the past 100 years, especially in the building trades. Recently, U.S. apprenticeship
Apprenticeship isn’t just becoming more popular for adults. Employers, school districts, and community colleges have a growing interest in developing high-quality apprenticeships and pre-apprenticeships for high school-aged youth, often connected to career and technical education. Apprenticeship is increasingly establishing itself as a way to strengthen educational and career pathways for in-school youth.

Despite the growing popularity of apprenticeships, pre-apprenticeships, and in-school youth apprenticeships in the United States, young adults who lack the credentials and connections to seamlessly enter postsecondary pathways remain overlooked. The average age of a new apprentice in the United States is 28, and the youth apprenticeship movement targeting in-school youth starts with 16-18-year-olds. Young adults ages 18 to 24 who do not have connections to school or...
employment also have no clear pathway into the opportunities apprenticeships provide. This disconnect may have several root causes, including:

- Many employers do not consider recruiting this population as part of their existing talent pipelines.
- Apprenticeship stakeholders do not see a consistent institution—such as a school system—to engage at scale.
- Nationally, too few apprenticeship and pre-apprenticeship programs are designed specifically for this population.
- Many young-adult-serving agencies are unfamiliar with this specialized area of workforce development and may not be aware of the value they bring to the apprenticeship system—in particular, their capacity to reach and support new, underserved populations.

Young-adult-serving agencies and community-based organizations (CBOs) are underutilized key actors in this employer-driven approach to worker development. While many aspects of apprenticeship, particularly pre-apprenticeship, are already in a CBO's wheelhouse, this work represents new responsibilities for most agencies and young adult employment providers with respect to actual skills training, employer relations, partnering, and compliance.

In this brief, we explore:

- How CBOs serving young adults can connect constituents who are not in school or employed in high-demand careers through apprenticeships.
- How the CBOs can operate within a broader landscape, particularly with employers, workforce intermediaries, and other apprenticeship partners.

This brief is organized in three sections:

- **Section 1** defines apprenticeship—particularly Registered Apprenticeship—within the workforce development system and highlights why the model can be particularly valuable for young adults lacking on-ramps to skilled jobs.
- **Section 2** considers how CBOs that serve young adults can learn from other CBOs that have successfully connected underrepresented populations to Registered Apprenticeships. It outlines a range of roles and activities that leverage the mission and capacity of CBOs, and offers keys to success.
- **Section 3** brings together the first two sections with summary recommendations for CBOs as well as considerations for other key stakeholders, such as employers, workforce boards, city and other public and private partners, and policymakers.
Young adults who are not on a path to skilled jobs need support in reorienting to career pathways that can offer them long-term success. On-ramps such as academic, technical, and employability skills development; career exploration; and related supports are a critical first step in preparing these individuals for training and employment. After that, coupling well-designed assistance and supports with employer-informed training and career-track employment in in-demand occupations can reduce their turnover in new employment and position them for growth.

Pre-apprenticeship and apprenticeship are effective models that bring together these stages of occupational training and employment. Yet more than a third of young adults surveyed by Young Invincibles in 2016 have not heard of apprenticeships, and those who have frequently do not understand them, believing they are unpaid, cannot be tied to college pathways, or are not available locally. This section helps dispel those misconceptions by addressing three questions about apprenticeship for young-adult-serving CBOs:

1. What is apprenticeship, and how does it support young adult needs for sustainable employment?
2. Who else is part of delivering a Registered Apprenticeship?
3. How can a CBO get connected to Registered Apprenticeship programs in its area?

1. What is apprenticeship, and how does it support young adult needs for sustainable employment?

Apprenticeship is a workforce training model that combines paid on-the-job learning and formal classroom instruction to help workers master the knowledge and skills needed for career success. It is a business-driven model that provides an effective way for employers to recruit, train, and retain skilled workers. Apprenticeship programs operate within the labor market, structuring the relationship between learners and employers for the mutual benefit of both.

While apprenticeships vary in duration, quality, and program requirements and do not require third-party approval, a Registered Apprenticeship program is
approved by either the U.S. Department of Labor’s Office of Apprenticeship or an SAA and must meet several quality requirements. The programs last from one to six years and are sponsored by employers, labor management organizations, or other intermediary organizations. RA programs share characteristics that create a legitimate, guided pathway for young adults to a sustainable living wage. Those include:

Direct employer involvement
Preparation is based on a specific job, and placement is linked to an opening with an identified employer. An employer must be directly involved by employing the apprentice and providing on-the-job learning, and it should have input on other aspects of program design. This is critical to young adults seeking skilled jobs because it directly connects them to employment as part of their training.

Extensive structured on-the-job learning and mentorship
RAs require a minimum of approximately 2,000 hours of supervised on-the-job learning. This is a measurably longer period of apprentices’ engagement in the workplace than many other occupational training programs, which translates into significant skill gains for young adults lacking a skilled employment history. A mentor provides guidance throughout the experience, easing the transition for a young adult new to the workplace or not used to navigating employment challenges.

In-depth related training and instruction
RAs pair workplace experiences with approximately 144 hours of related academic instruction per year. This contextualized approach integrates practice and theory and makes learning more accessible to young adults who have been out of school. In some cases, the instruction is provided by a community college for academic credit or even an associate’s degree. This design can reconnect young adults to postsecondary education.

Rewards for skills gains
Registered Apprentices earn progressively increasing wages as they acquire more skills. This gets young adults past an entry-level, potentially dead-end job and into a higher-wage career, while providing much-needed compensation. RA programs that last between one and one-and-a-half years have a median journey-level wage of more than $17 per hour, which increases to $25 per hour for programs of at least four years.

Industry-recognized credential
Apprentices who complete their RA earn a journey-level certificate recognized by the U.S. Department of Labor as a national occupational credential. Many RA programs also incorporate industry-recognized credentials, such as the MSSC Certified
Production Technician, along the way. These industry-recognized credentials provide market value to young adults lacking a postsecondary degree.

While RA programs offer great value to apprentices, many young adults do not know about apprenticeships or how to find one in their target industry or location, or do not have the skills to qualify for and succeed in an apprenticeship. Pre-apprenticeships can help with all of these barriers. These programs prepare students and adult workers for entry into high-quality apprenticeship programs.

While pre-apprenticeship programs are not federally vetted, high-quality pre-apprenticeships have a strong relationship with at least one apprenticeship program, provide training and curriculum that align with that program, and include a wide range of support services designed specifically to ensure students’ success. A pre-apprenticeship is not a standalone program that terminates once completed. Rather, it is a stepping-stone for entry into an existing high-quality apprenticeship program, registered or not. The pre-apprenticeship also serves as an introduction to an industry, and, if they choose, pre-apprenticeship graduates are qualified to enter employment directly without becoming an apprentice. (See sections below for more information on getting involved with a pre-apprenticeship program.)

2. Who else is part of delivering a Registered Apprenticeship?

Apprenticeships are typically delivered by more than one organization from multiple systems. A partnership model leverages the strengths of each system. CBOs can contribute to apprenticeship and pre-apprenticeship delivery by understanding these other partners as well as the value they bring to the table.

For the different roles partners can play, see A Quick-Start Toolkit: Building Registered Apprenticeship Programs from the U.S. Department of Labor’s Office of Apprenticeship, pages 6-7.

Every RA program must be led by a sponsor—a business or business consortium, an industry association, a joint labor management organization, a community college, or even the CBO itself. The sponsor is responsible for the overall operation of the program, working in collaboration with program partners. Sponsors carefully monitor the apprenticeship for compliance based on preapproved standards that help ensure high-quality worker preparation, training, and workplace success.
If the sponsor is not an employer, then an **employer** is another required partner. The employer hires or selects incumbent workers to serve as apprentices. For RA delivery, the employer hosts the on-the-job learning and provides a mentor to guide apprentices. Even if another organization develops the RA, the employer must help define the skills, competencies, and knowledge gained in the program.

While employers can provide the related instruction, this is often created and taught by an **educational institution**. Community colleges have long served as related instruction providers through both their credit and noncredit divisions. Increasingly, community colleges are also taking on additional roles to serve as intermediaries, recruit employers and sometimes apprentices, and design and sponsor programs. Career and technical education institutions, four-year colleges, and high schools are also increasingly serving in these roles.

Several other partners sometimes serve as **intermediaries** to lead RA development, coordinate employers and partners, and administer the program. Unions and joint labor management organizations, industry associations, and CBOs all serve in this role. Workforce development boards and job centers can help identify participating employers, match potential apprentices to RA openings, and contribute Workforce Innovation and Opportunity Act and other funding to RA implementation.

State and federal agencies can partner to finance RA delivery with additional resources from the GI Bill, vocational rehabilitation agencies, the Federal Highway Administration, state-legislated incentives and tuition waivers, and other sources.

Many of these apprenticeship partners are similar for pre-apprenticeship programs. The U.S. Department of Labor identifies RA program sponsors as the only required partners for a high-quality pre-apprenticeship program.

For more on the involvement of community colleges in apprenticeship programs, see JFF’s **Supporting Community College Delivery of Apprenticeships**.

Visit Tool


**Read Report**

For information on using funds, read ApprenticeshipUSA’s **Making ApprenticeshipUSA Work for the Public System: Using Workforce Funds to Support Apprenticeship**.

Visit Tool

This is because a pre-apprenticeship should be providing a bridge to an RA program, including through alignment of program design and, ideally, formal recognition or direct-entry agreements for graduates into an RA program. As with RA partners, employers and unions can provide critical competency and curriculum input, community colleges can develop or deliver instruction, intermediaries can help lead design or broker partnerships, and workforce boards can provide support for pre-apprentices and contribute program funding.

3. How can a CBO get connected to Registered Apprenticeship programs in its area?

1. CONDUCT BACKGROUND RESEARCH
Young-adult-serving CBOs that deliver or partner with strong pre-apprenticeships or RA programs began by researching apprenticeships and getting to know local RA programs. Partners within the RA system can provide guidance on the opportunities and requirements of these programs. A critical first step is identifying whether the federal Office of Apprenticeship (OA) or the SAA oversees apprenticeship in the CBO’s state, which will determine where to learn more about local programs.

To understand RA, begin by understanding local RA programs:
- The apprenticeship director (either for the OA or SAA) is an important early connection and can serve as a useful gateway to other contacts as well as provide guidance on any relevant state policy.
- The U.S. Department of Labor provides a database of the sponsors that administer federal RA programs, and many SAA states provide sponsor information online as well.
• While not all RA programs are unionized, national unions provide centralized information about local chapters, whose apprenticeship coordinator or training director can provide information about affiliated RAs.

Other stakeholders that might be able to broker connections to RA programs include workforce development boards, reputable workforce intermediaries, and community colleges.

Research pre-apprenticeships in the CBO’s state to understand the structure of programs and opportunities to engage. More and more states—including Massachusetts, North Carolina, Oregon, Washington, and Wisconsin—formally recognize pre-apprenticeships and can help identify quality programs.

2. MAKE CONNECTIONS
Once connections to existing apprenticeship programs in the community have been made, get to know them. Gain a firm background and clear understanding of RA entry requirements. This includes visiting apprenticeship programs in action and meeting with lead staff, supervisors, trainers, and mentors to build relationships across organizations. Additionally, this connection can help identify high-quality pre-apprenticeships that feed into the apprenticeship program. The U.S. Department of Labor found that one of the major barriers to RA partnerships with CBOs is a lack of awareness of each other’s organizations and lack of communication. Conversely, outreach and building deep relationships is critical to success.\(^5\)
For decades, the roles of CBOs in RAs have centered on supporting adult populations with higher barriers to entry, often due to a combination of factors including a lack of knowledge about RAs, discrimination, lack of connections to employers or unions, and limited skills and other employability challenges. The CBOs help individuals overcome these barriers to both enter and complete apprenticeship programs. Best practices and lessons from CBOs serving a range of adult populations—including women, people of color, and veterans—can offer a roadmap for young-adult-serving organizations, which can also supplement those roles with additional preparatory program designs and services that address the unique needs of the young adults they serve.

For more information, see WorkforceGPS’s resource library on expanding apprenticeship to underrepresented populations:

https://apprenticeshipusa.workforcegps.org/resources/2017/02/28/12/33/Expanding-Apprenticeship-to-Under-Represented-Populations
Philadelphia’s District 1199C Training and Upgrading Fund has found the relatively new approach of apprenticeships in the health and human services sector to be an effective way for employers to grow their own internal talent pipeline or find new populations—especially those out of school—to replace the baby boomers who are aging out of the workforce. The Training Fund operates a 12-week pre-apprenticeship program in the behavioral health field for out-of-school youth, many of whom have experienced trauma or mental health and drug and alcohol issues themselves or in their community, and can be expected to relate to clients. To introduce out-of-school youth to behavioral health careers, the Training Fund’s pre-apprenticeship program enables them to learn about the field, do job shadowing, participate in job readiness, and improve their academic skills.

For more information on 1199C’s programming, see:

- **Making Apprenticeship Work for Opportunity Youth**

- **Designing a Healthcare Work-based Learning Continuum for Philadelphia’s Out-of-School, Out-of-Work Young Adults**

The Urban Technology Project provides another RA option for young adults in Philadelphia:

- **“Building Blocks of Registered Apprenticeship: A Deep Dive into RA Implementation”**
CBOs that have had success implementing or supporting apprenticeship programming have adopted the following strategies

1. ENSURE YOUNG ADULTS CAN ENTER INTO APPRENTICESHIP PATHWAYS

Join with other providers to offer coordinated, flexible on- and off-ramps as part of a broader career pathway strategy. Workers, particularly youth who are not in school or employed, do not travel along a straight, upward employment path. With limited workforce exposure, they often are not sure what industry, occupation, job, or employer is a right fit. They need multiple experiences and exposures, time to reflect and process, and opportunities to stay connected to the workforce until an apprenticeship opening becomes available. In practice, this has led CBOs to focus on pre-apprenticeship delivery and support services provisioning, including case management.

Provide academic and career readiness so youth are prepared to enter a pre-apprenticeship program. Some youth who are not in school and not employed may need this level of preparation and support to succeed in the first stage of the apprenticeship continuum. This is particularly important for RAs, because

RA entrance qualifications and standards are high and typically require a high school diploma as well as high basic skills.

Collaborate with other CBOs and workforce partners in the community to expand the talent pool at the top of the recruitment funnel through new and creative attraction, intake, and assessment strategies. CBOs can market apprenticeships explicitly to young people and create messaging that helps dispel myths and misunderstandings young people may have about apprenticeships, including that the programs do not exist in their communities, that they are unpaid internships, or that participating in an apprenticeship program prevents them from getting a college credential. The recent Young Invincibles report offers a number of strategies for marketing explicitly to millennials to widen the funnel of opportunity and suggests clear roles for CBOs.

For more on marketing apprenticeships to millennials, read Young Invincibles’ From Medieval to Millennial: Building & Marketing Modern, Youth-Oriented Apprenticeship Programs.

Read Report

Provide training to RA providers on how to serve the target population, with topics spanning mentorship development, cultural competency, and sexual harassment. CBOs can be valuable partners to RA providers on what it takes to succeed with a young adult population. CBOs might conduct a training on working with young adults, or meet regularly with RA staff to help them troubleshoot recruitment, pedagogy that is effective with young adults, or necessary support services to ensure a young population succeeds.

2. OPERATE PRE-APPRENTICESHIP PROGRAMS

Run cohort-based pre-apprenticeship programs that articulate directly with an RA program in that CBO’s field of expertise. This includes:

As part of delivering a pre-apprenticeship, offer related training or initiate relationships with postsecondary partners that provide related training instruction and credit-bearing opportunities. Look to a local or regional intermediary organization that can broker relationships with key partners, support training, and serve as a clearinghouse for information and other necessary services, including compliance, monitoring, training, research, and funding. Pre-apprenticeship and RA programs that offer postsecondary credit can support young adults in reentering a college pathway in addition to career advancement.

Develop referral systems or even agreements that make consideration or direct entry possible. High-quality pre-apprenticeship programs have relationships with at least one RA program. These programs are more effective when that partnership is clearly articulated and formalized. This could be as simple as an RA program recognizing the value and relevance of the pre-apprenticeship, or it could be that the RA guarantees an interview or some other form of preference to all program graduates. After programs have proved effective

For an example of how to add a new lens to a program, see JFF’s “Adding a Gender Lens to Nontraditional Jobs Training Programs”


See how cohort-based pre-apprenticeship programs work with the Multi-Craft Core Curriculum pre-apprenticeship developed by North America’s Building Trades Unions and delivered with YouthBuild

https://youthbuildworkforcegps.org/resources/2017/06/08/13/06/Implementing-Building-Trades-Multi-Craft-Core-Curriculum
and have established trusted relationships with their RA partners, they may be able to strengthen the pipeline into RA through a direct-entry agreement that puts pre-apprenticeship graduates at the top of the list for acceptance into the RA. Or, RA programs might award advance standing so that graduates can skip some of the program.

3. PROVIDE SUPPORT SERVICES

Provide wraparound support services to pre-apprentices and apprentices. The journey from pre-apprenticeship through apprenticeship is long and requires persistence. Young adults—in particular, those who are not in school or employed—can have personal needs that can interfere with retention and completion, such as child care, transportation, stable housing, emotional safety, and physical well-being. CBOs can provide consistent and timely supports that can be sustained over the longer pathway to completion.

4. USE CBO’S CORE EXPERTISE

Help with specific requirements for acceptance into RA. For example, when unions require an employer sponsor letter, CBOs with employer partners can help navigate and secure that support.⁶

Provide specific components of apprenticeship or pre-apprenticeship programming core to the expertise of the CBO as a provider partner. This can include first-stage work experience, contextualized academics, or financial literacy, all of which are necessary in the apprenticeship program continuum. These roles are often squarely within the expertise of young-adult-serving CBOs and critical components to their success.

CBOs may need to take a couple of steps internally to prepare for these roles. Start by assessing program and board capacity, and build capacity as needed. To get buy-in from key stakeholders, including board and senior staff, be sure to articulate the organization’s purpose or role in this work. Ensure staff understand and are prepared to perform the necessary and specific roles required.

For CBOs new to many of these activities, start with a manageable pilot—a small cohort of “most ready” candidates, using experienced staff and well-known partners—before expanding in size and scope. Use the pilot period to determine feasibility, establish program norms, draft curriculum, solidify partnerships, and articulate program outcomes, policies, procedures, and benchmarks. As CBOs gain experience with RA, these successful pilots can then be used as the basis for more broad-based impact.
Apprenticeship programs are a unique, growing, and essential part of the employment landscape in a city or region’s economic landscape. They are equally valuable in helping young adults gain a firm economic foothold in today’s rapidly changing workforce. CBOs are a necessary and often untapped part of the formula for success. This brief has highlighted potential roles, key levers of success and associated challenges, and a few promising practices of CBOs that have proved successful in building and carrying out effective apprenticeship programming for young adults.

Making apprenticeship programs an integral part of a broader, coordinated system and ensuring the programs are not one-off efforts, siloed, or uncoupled from a city’s broader workforce development strategy requires collaboration, coordination, and capacity building.

The following are a few high-level summary recommendations for program operators, funders, and local workforce intermediaries to further advance this area of workforce programming on behalf of young adults:

1. Create favorable policies and programming under which young adults can participate, including short-term options such as pre-apprenticeships and ways to earn credit for prior learning. Include broad-based and continuous supports that help ease barriers to participation and ensure retention and completion.

2. Provide flexible on- and off-ramps, as workers, particularly young adults, do not travel along a straight, upward employment path. With limited workforce exposure, they often are not sure what industry, occupation, job, or employer is a right fit. They need multiple experiences and exposures, and time to reflect and process, along with opportunities to prepare for their next new experience.
3. Within a local apprenticeship program or ecosystem, establish a clear set of roles and responsibilities for CBOs, and identify the gaps in program delivery. Build local knowledge of young-adult-serving CBO assets that can be leveraged so that more young adults benefit from an increased number of apprenticeship and career pathway opportunities.

4. Demonstrate to employers that they are missing talent by overlooking young adults and highlight their potential to become a long-term, loyal workforce—even in high-demand, high-turnover industries.

5. As CBOs build out their RA capacity, explore how they can partner with, or serve as, intermediaries to translate small programmatic successes into larger-scale impact for young adults.

For information on the different roles intermediaries can play, read “Seven Ways Intermediaries Help Develop Apprenticeship Programs” at https://www.jff.org/points-of-view/seven-ways-intermediaries-help-develop-apprenticeship-programs/
ENDNOTES


6. Ibid.

7. Ibid.

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ABOUT JFF

JFF is a national nonprofit that works to accelerate the alignment and transformation of the American workforce and education systems to ensure access to economic advancement for all.

Apprenticeship and work-based learning are proven methods for connecting people to good careers while providing employers with skilled workers. JFF’s Center for Apprenticeship & Work-Based Learning consolidates JFF’s broad skills and expertise on these approaches into a unique offering. We partner with employers, government, educators, industry associations, and others to build and scale effective, high-quality programs. Visit https://center4apprenticeship.jff.org.