



TEACHER REGISTERED APPRENTICESHIPS

SEA SELF-ASSESSMENT TOOL

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THE COUNCIL OF CHIEF STATE SCHOOL OFFICERS

The Council of Chief State School Officers (CCSSO) is a nonpartisan, nationwide, nonprofit organization of public officials who head departments of elementary and secondary education in the states, the District of Columbia, the Department of Defense Education Activity, Bureau of Indian Education, and five U.S. extra-state jurisdictions. CCSSO provides leadership, advocacy, and technical assistance on major educational issues. The Council seeks member consensus on major educational issues and expresses their views to civic and professional organizations, federal agencies, Congress, and the public.

COUNCIL OF CHIEF STATE SCHOOL OFFICERS

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INTRODUCTION

Several states have launched registered apprenticeship programs (RAPs) to train K-12 teachers, and many state education agencies (SEAs) are considering whether this is a viable option for their own state. The overall RAP model and structure is incredibly flexible and customizable by design; there are many different options for how to structure a RAP to best meet the needs of the employer. This flexibility means that there are many decisions that must be made regarding the structure of a RAP, and these decisions must be made in collaboration with all partners.

PURPOSE OF THE SELF-ASSESSMENT TOOL

While there is no single model to follow for a teacher RAP, this self-assessment tool provides a set of key questions a SEA can think through to determine whether a teacher RAP would make a good addition to the state's teacher training programs, whether to pilot a teacher RAP with a subset of the teacher workforce and whether it makes sense for the SEA to serve as the sponsor of the teacher RAP. There are several different entities that could serve as the RAP sponsor, if it does not make sense for the SEA to serve as the sponsor; other options include a local education agency (LEA), a higher education institution, the state postsecondary education system or a labor union.

States that have already launched RAPs for K-12 teachers can be examples or starting points for other states to consider. After thoughtful analysis of a state's needs and review of existing teacher RAP models, it may make sense for leaders to incorporate some of another state's teacher RAP model in their own state if it aligns with their state's needs and context. Overall, states should be prepared that development of a RAP for teachers will be an extensive process that requires many decisions to be made through strong partnership and collaboration with many local, state and federal actors.



HOW TO USE THE SELF-ASSESSMENT TOOL

The self-assessment tool includes questions designed to prompt discussion between the SEA and other key partners that would need to be involved in development of a RAP for teachers (see chart on [page 5](#)). The self-assessment tool should ideally be completed collaboratively by chiefs and their leadership teams, leaders of educator preparation programs or the state postsecondary education system, leaders of the state department of labor/employment and representatives from the State Apprenticeship Agency or U.S. Department of Labor Office of Apprenticeship (OA) Field Office in the state. Involvement of leaders from several key LEAs also may be helpful in these conversations. Each SEA may vary in how it determines key LEAs; LEAs to consider may include those that have a strong partnership with educator preparation providers, those with significant educator shortages and/or those that have demonstrated a willingness and dedication to pursue a registered teacher apprenticeship program. Other organizations may offer valuable perspectives during the self-assessment discussions; these organizations may include teachers' unions, the entity that oversees teacher licensure or certification (if different from the SEA) and representatives of key elected officials, such as the governor, state board of education and state legislature. Depending on the state and local context, this also may include other policymakers, such as local school board officials, city councils or mayors. If the SEA does not have governance over early childhood programs, the SEA should consider involving that agency in completion of the self-assessment tool.

One section of the self-assessment relates to data on the teacher pipeline. Prior to completion of the self-assessment tool, the SEA should gather and analyze data on the current and future teacher pipeline (looking ahead 5-10 years), as well as projected demand for teachers over the same period. This data will be a useful reference point during completion of the self-assessment tool. Data on early childhood education should be included in this analysis; if the SEA does not have governance over early childhood programs, the SEA should consider collaborating with the agency that does to gather and analyze this data.



INTRODUCTION TO REGISTERED APPRENTICESHIPS

REQUIRED COMPONENTS OF A REGISTERED APPRENTICESHIP

Any RAP, regardless of the occupation for which apprentices train, must include **five** key components.

1 Paid Job

A RAP is an earn-and-learn opportunity. Apprentices earn a competitive wage from their employer during training, with guaranteed wage increases as they increase their knowledge and skills.

- Apprentice wages are proportional to the wage paid to someone skilled in the occupation. An entry-level wage for an apprentice is typically about 40-50% of the skilled worker's wage, and an intermediate apprentice wage is about 50-80% of the skilled worker's wage.¹ Apprentice wages also take into account the level of responsibility an apprentice assumes.
- Apprentice wages for teachers should also consider comparisons with paraprofessional or other education support professional roles, allow for a transition into a first-year teacher salary and exceed compensation for full-time substitute teachers.

2 Classroom Learning

Apprentices receive job-related classroom instruction on critical aspects of their careers; this "related instruction" can be delivered in person or [virtually](#).

3 Work-Based Learning

Apprentices participate in structured on-the-job learning that allows them to practice what they learn in the classroom, preparing them to be successful in their desired career.

4 Mentorship

Apprentices' on-the-job learning is conducted under the instruction of an experienced mentor.

5 Credential

Upon completion of the RAP, apprentices earn a portable, industry-recognized credential for their career.

BENEFITS OF THE RAP MODEL

Across industries, employers that offer RAPs realize numerous benefits from using this model as a talent development strategy. RAPs help employers recruit and develop a workforce of individuals who possess the specific skills and competencies they need to be successful in an occupation. In addition, employers that offer RAPs experience reduced turnover costs because apprentices have high retention rates in the jobs for which they prepare.

In the field of education, recruitment and turnover costs can be significant costs for LEAs. Recent research indicates that for new teachers who complete preparation programs that feature robust clinical placements and training alongside experienced mentor teachers, the retention rates average between mid-70% to low-90% after three or more years.² Implementing new educator preparation models such as RAPs that include these high-quality components can improve educator retention and reduce turnover, thereby generating a positive impact on LEAs' budgets.

¹Matthew Eldridge and Zach Boren. "Setting Wages in Your Registered Apprenticeship Program." Urban Institute. https://www.urban.org/sites/default/files/publication/104473/setting-wages-in-your-registered-apprenticeship-program_0.pdf

²Dennis, H., & DeMoss, K. (2021). The residency revolution: Funding high-quality teacher preparation. *Prepared To Teach*, Bank Street College of Education. <https://educate.bankstreet.edu/cgi/viewcontent.cgi?article=1012&context=pt>



INTRODUCTION TO REGISTERED APPRENTICESHIPS

APPRENTICESHIP SYSTEM

There is an apprenticeship office in each state responsible for registering and overseeing RAPs within that state. This entity provides technical assistance and support to organizations that are interested in developing a RAP, answers questions about the RAP model, guides organizations through the process of developing a RAP and advises partners on available funding sources to support RAPs.

There are two types of entities that serve as the apprenticeship office; both play the same function and provide the same type of support to RAPs, but there are some differences between them.

1 U.S. Department of Labor Office of Apprenticeship (OA) Field Office

- Registers RAPs following standard U.S. DOL requirements, paperwork and documentation.
- Uses the Registered Apprenticeship Partners Information Database System (RAPIDS) for registration, oversight and tracking of apprentice progress and apprenticeship compliance.
- Staff members are U.S. DOL employees who work in the field office.

2 State Apprenticeship Agency (SAA)

- Recognized by OA to act on its behalf to register and oversee programs in that state.
- May use U.S. DOL RAP documents and processes or may use documents and processes specific to that state.
- May use the same RAPIDS system as OA or may use a separate data system unique to that state.
- The SAA is typically part of the state's department of labor/employment; in a few states, the SAA is part of the education system or is a stand-alone agency.
- Staff members are state employees.

The U.S. Department of Labor has created a map of the [U.S. registered apprenticeship system](#) that identifies which states are OA states and which are SAA states and includes links to SAA websites.

DEFINITION OF RAP SPONSOR

The sponsor of a RAP is the organization that operates the program; the sponsor assumes full responsibility for the program's administration and oversight, including funding. The sponsor designs and implements the RAP, recruits apprentices for the program, places apprentices in jobs and oversees apprentices' classroom training, hands-on learning and mentorship. The sponsor collaborates with other partners to design and implement the RAP; the next section identifies partners that should be involved in RAP development and implementation.

The RAP sponsor can be the organization that employs apprentices, but other organizations can serve as the sponsor. A sponsor can also be an educational institution, a labor-management organization or a community-based organization. If the sponsor is not the employer of apprentices, there will be a formal agreement between the sponsor and the employer in which the employer commits to accept apprentices from the sponsor.



INTRODUCTION TO REGISTERED APPRENTICESHIPS

REQUIRED & OPTIONAL PARTNERS FOR A REGISTERED APPRENTICESHIP PROGRAM

The chart below identifies the organizations that play a role in development of any registered apprenticeship program, regardless of the occupation. Most of the partners listed below are required by the U.S. Department of Labor or the state apprenticeship agency, but some are optional. The chart identifies each partner involved in a generic RAP and summarizes the role that organization or partner plays in development and implementation of any RAP; the chart then identifies the analogous organizations that should be involved in a teacher RAP.

RAP PARTNER <i>*indicates required</i>	ROLE IN RAP DEVELOPMENT & IMPLEMENTATION	TEACHER RAP PARTNER
Employer*	- Identify content knowledge and skills apprentices must learn to be proficient in the occupation. - Hire new workers (or current employees) to be apprentices. - Provide on-the-job training and mentorship to apprentices.	LEAs that will employ apprentice teachers during their training.
Related Instruction Provider*	- Develop curriculum for classroom training (related instruction) component of the RAP. - Deliver classroom-based training to apprentices, in-person or virtually. - Can provide college credit for courses successfully completed.	- Teacher prep program. - State postsecondary education system. - LEA prep programs.
Workforce System*	- Share information about RAPs with employers and other potential sponsors; assist with apprentice recruitment. - Contribute funding for apprentices' on-the-job training and/or related instruction. - Provide support services to apprentices.	- State department of labor/employment. - State one-stops/ American Job Centers. - State and/or local workforce boards.
State Apprenticeship Office*	- Answer questions about the RAP model. - Provide technical assistance and support to RAP sponsors. - Guide sponsor and partners through steps to develop and register a RAP. - Advise partners on sources of funding to support RAPs.	- State Apprenticeship Agency or DOL OA Field Office, depending on the state (link). - Some states are in the process of shifting from OA to SAA.
Organized Labor	- Ensure that components of the RAP are aligned to collective bargaining agreements and other labor standards. - Provide industry and/or workforce specific expertise to support employers.	Teachers' union (state NEA/AFT chapters).
Intermediary Organization	Provide industry and/or workforce specific expertise to support employers.	State or local organization focused on: - Teacher recruitment/ retention. - Education advocacy. - Teacher quality.
Licensure/ Certification Entity	Ensure that licensure or certification requirements are included in the RAP.	SEA or other entity that oversees teacher licensure or certification.
State Elected Officials	- Support aligned vision and messaging across partners in support of RAP as a solution to training for a high-priority occupation. - Commit funding to support development and implementation of a RAP in a high-priority occupation.	- Governor's office. - State legislators, including leadership and key committee members.



SELF-ASSESSMENT TOOL

OVERALL TEACHER RECRUITMENT & RETENTION EFFORTS

A registered apprenticeship program for teachers should ideally be one component of a state's overall approach to addressing current teacher vacancies and anticipated future needs across grade levels, subject areas and specializations through supporting a long-term strategic vision for teacher recruitment and retention. This section encourages the SEA to analyze its existing efforts around teacher recruitment and retention and begin to identify how a teacher RAP could fit within this overall strategic effort.

What is the state's strategic vision and approach related to teacher recruitment and retention? How does the state incorporate efforts to address current teacher vacancies and anticipated future needs as part of this overall strategic approach?

Do key leaders in the state have a shared commitment to teacher recruitment/retention and addressing current teacher vacancies and anticipated future needs? A shared vision and commitment can lead to quicker progress and aligned actions.

- Consider the organizations that would play a role in developing a teacher RAP, which are identified in the previous section. Identify the extent to which the leaders of those organizations have a shared vision and commitment to addressing the teacher shortage and are open to considering new approaches and models for teacher training.
- In addition, consider the perspective of the governor and state legislature, their commitment to addressing the teacher shortage and their openness to new approaches and models. The governor and state legislature can assist by committing funding to support development and implementation of a teacher RAP.



SELF-ASSESSMENT TOOL

OVERALL TEACHER RECRUITMENT & RETENTION EFFORTS

What programs are in place at the state and local levels related to teacher recruitment? For example, what programs are currently being implemented under the auspices of an educator preparation provider or local education agency?

- A state could build on an existing teacher recruitment program to develop a teacher RAP or turn an existing teacher recruitment program into a teacher RAP.

What programs are in place at the state and local levels related to teacher induction/retention?

- Mentorship is a critical component of a RAP; a state could leverage existing teacher induction programs to provide mentorship that is required for a RAP.



SELF-ASSESSMENT TOOL

OVERALL TEACHER RECRUITMENT & RETENTION EFFORTS

Does the state have specific priorities for existing teacher recruitment efforts? A state could choose to pilot development of a teacher RAP to address one of these teacher recruitment priorities. For example: diversity of teachers or recruitment of teachers in specific geographic areas, content areas, grade levels and/or specializations.

Does the state have efforts under way to increase teacher pay and make initial entry into the profession more attractive?

- Again, a teacher RAP should ideally be one component of a state's overall strategic approach to teacher recruitment and retention, in combination with other efforts to attract individuals to enter and stay in the teaching profession.



SELF-ASSESSMENT TOOL

EXISTING ALTERNATIVE PATHWAYS INTO THE EDUCATION PROFESSION

Many states have existing programs that provide alternative pathways into the education profession, and these programs often include components that are similar to registered apprenticeship programs. States could choose to turn an existing alternative pathway into a teacher RAP. This section encourages the SEA to identify existing alternative pathways into the education profession that could be potential opportunities to accelerate development of a teacher RAP.

Does the state have existing Grow Your Own programs for teachers? Who operates these programs? What are required components? Is there strong enrollment in these programs?

- There are many different types/structures for Grow Your Own models, and some include similar components to registered apprenticeships. They may require some modifications to align with requirements of a RAP.

Does the state have existing teacher residency programs? Who operates these programs? What are required components? Is there strong enrollment in these programs?

- Some teacher residency programs have a similar structure to a registered apprenticeship model, and some use the term “apprenticeship,” but often these programs are not formally registered with the state’s apprenticeship office. They may also require some modifications to align with requirements of a RAP.



SELF-ASSESSMENT TOOL

EXISTING ALTERNATIVE PATHWAYS INTO THE EDUCATION PROFESSION

Does the state have existing registered apprenticeships for early childhood educators?

- While the education and training required for early childhood educators may be different from that required for K-12 teachers, a registered apprenticeship program for early childhood educators could provide a model or sample for a K-12 teacher registered apprenticeship. Alternatively, a state could connect an early childhood RAP to a K-12 teacher RAP.
- If the SEA does not have governance over early childhood programs, the SEA should collaborate with the agency that does to understand training programs for early childhood educators.



SELF-ASSESSMENT TOOL

TEACHER PIPELINE DATA

The SEA should gather and analyze data on the current and future teacher pipeline (looking ahead 5-10 years), as well as projected demand for teachers over the same period. This will enable the SEA to make a data-informed decision on whether to pursue a teacher RAP, whether to begin a pilot effort focused on a particular subset of the teacher workforce and whether a teacher RAP should intentionally address specific points in the teacher recruitment and retention pipeline. As a reminder, data on early childhood education should be included in this analysis; if the SEA does not have governance over early childhood programs, the SEA should collaborate with the agency that does to gather and analyze this data.

What is the state's projected teacher shortage in five years, in 10 years?

What are the particular areas of concern in subsets of the teacher workforce? Consider the state's Teacher Shortage Areas as reported annually to the U.S. Department of Education. For example: special education, English learners, early childhood education, specific subject areas.



SELF-ASSESSMENT TOOL

TEACHER PIPELINE DATA

When analyzing the state's current pipeline of teachers, are there specific points where the pipeline is "leaky" (individuals are falling out of the pipeline)? A teacher RAP could place a stronger emphasis on these points to reduce leakage from the pipeline. For example: not enough initial entrants into teacher prep programs, losing candidates between initial interest and final placement in teaching job, teachers leaving after a certain number of years.

Does the state have any qualitative data about barriers individuals face to entering and staying in the teaching profession?

- A teacher RAP could intentionally address these barriers to address recruitment and retention efforts.



SELF-ASSESSMENT TOOL

FUNDING SOURCES

Recognizing that developing and implementing any RAP requires a significant time commitment from numerous partner organizations, states should consider the funding sources that are available to support a RAP for teachers. It is also important to consider the sustainability of potential funding sources. In addition, it is important to consider funding sources that can cover costs for apprentices; the cost of the classroom training in a RAP is typically covered by the employer or sponsor, which makes a RAP an appealing training option for apprentices.

Some potential funding sources are listed below; availability of specific funds will vary by state. The U.S. Department of Labor’s [“Federal Resources Playbook for Registered Apprenticeship”](#) provides information on how various federal funding streams can be leveraged to support RAPs. Additional information is provided in the [Dear Colleague letter](#) issued by the White House in support of RAPs for teachers.

- Federal COVID relief funds (ESSER, GEER).
- Workforce Innovation and Opportunity Act (WIOA) formula and/or discretionary funds: WIOA may be used to pay for training apprentices through Incumbent Worker Training, Customized Training, On-the-Job Training contracts and Individual Training Accounts. The governor’s discretionary fund may also be used to support expansion of RAPs, depending on the state.
- Perkins V funds: Perkins V includes a formal definition of “work-based learning,” and a RAP is one type of work-based learning. States can allocate Perkins V funds to support increased access to work-based learning programs.
- Grants to states from the U.S. Department of Labor to expand registered apprenticeship.
- State tax credits to employers for hiring apprentices.
- State general fund.
- Cost sharing between the SEA and LEA.

What funds can be used to cover costs related to initial development of a teacher RAP, for all partner organizations that need to be at the table?



SELF-ASSESSMENT TOOL

FUNDING SOURCES

What funding source(s) can be used to pay for the sponsor's ongoing costs to oversee and manage the teacher RAP once it has been launched?

What funds can be used to cover tuition costs for the classroom training (related instruction) component of the RAP?

What funds can be used to pay for apprentices' on-the-job training and progressive wage increases?



SELF-ASSESSMENT TOOL

FUNDING SOURCES

What funds can be used to train and compensate mentors for their time supporting apprentices, if additional funding is required?

What funding sources can cover individual apprentices' costs, including tuition, child care, and other costs? Some options include: Pell Grants, GI Bill, WIOA funding to individuals and state-specific grants. Other funding sources might be available.



SELF-ASSESSMENT TOOL

STAFF CAPACITY & RAP SPONSOR

As discussed above, development of any registered apprenticeship program is an extensive process that requires many decisions to be made through strong partnership and collaboration with a number of different local, state and federal actors. This section encourages the SEA to think through staff capacity at each partner and identify which institution makes the most sense to serve as the sponsor of a teacher RAP.

Does the state have sufficient staff capacity over several years to support development of teacher RAPs, including at leadership and programmatic levels?

- Does the SEA have sufficient staff capacity?
- Is there sufficient staff capacity among all partners required to develop a teacher RAP? Required partners include: LEAs, teacher prep programs, workforce system, governor's office, labor unions and applied technology centers that oversee registered apprenticeship programs.

Is the state ready to take on development of a teacher RAP at this time, considering whether any leadership transitions may take place in key roles (governor, chief state school officer, state legislature)?

- Might potential leadership transitions affect which entity is best positioned to serve as the lead in developing a teacher RAP?
- Might crucial partnerships be maintained or strengthened as personnel and leadership change within the various partners in the RAP?



SELF-ASSESSMENT TOOL

STAFF CAPACITY & RAP SPONSOR

Does the SEA make sense as the entity to play the lead role in owning this initiative and guiding collaboration across all partners — to serve as the teacher RAP sponsor (the entity that oversees/manages the RAP)?

- Does this strategy align with the chief's vision for the agency?
- Which individual within the SEA will serve as the point person?
- Who else within the SEA will provide support to the point person?

If the SEA does not make sense to serve as the teacher RAP sponsor right now, there are a number of alternatives for program sponsorship. Chiefs should continue talking and collaborating with peers in these institutions to determine if another institution is best positioned to serve as the sponsor, or if it makes more sense for the state to revisit development of a teacher RAP at a later date. Consider the following options if needed:

- An LEA could serve as the sponsor; this would be a program limited in geographic scope to that community.
- A higher education institution could serve as the sponsor; this type of approach would take a more regional approach.
- The state postsecondary education system could serve as the sponsor.
- A labor union that operates within the state could also serve as the sponsor.



NEXT STEPS

If the SEA or another entity within the state determines that it would like to become the sponsor of a teacher RAP, the next step in the process should be for that organization to follow up with the state apprenticeship office. The staff in the apprenticeship office will share more information about the process to develop and ultimately register the program, as well as forms that will need to be completed.

The RAP sponsor, in collaboration with other partners, will need to make a number of decisions regarding the structure of the teacher RAP and the specific roles that various partners will play in the RAP itself. The apprenticeship office will help the sponsor and its partners identify these questions. In addition, CCSSO plans to develop a resource to assist with this process.



RESOURCES

U.S. Department of Labor's Office of Apprenticeship:
<https://www.dol.gov/agencies/eta/apprenticeship>

Apprenticeship.gov – the one-stop source for registered apprenticeship resources:
<https://www.apprenticeship.gov/>

Overview of U.S. apprenticeship system, with map of SAA and OA states:
<https://www.apprenticeship.gov/about-us/apprenticeship-system>

U.S. Department of Labor, *The Federal Resources Playbook for Registered Apprenticeship*:
<https://www.apprenticeship.gov/sites/default/files/playbook.pdf>

U.S. Department of Labor Bulletin 2022-18 - New Apprenticeable Occupation: K-12 teacher:
https://www.apprenticeship.gov/sites/default/files/bulletins/Bulletin-2022-18_0.docx
(the Word document includes a link to the Work Process Schedule for K-12 Teacher)

Dear Colleague letter issued by the departments of Education and Labor in support of RAPs for teachers:
<https://www2.ed.gov/policy/gen/guid/secletter/220831.html>