

UTAH STATE BOARD OF EDUCATION

Registered Apprenticeship Programs for Teachers (including Pre-Apprenticeship & Youth)

Purpose Statement:

Provides funding for youth, pre-apprentice, and apprenticeship programs in teaching. The Registered Apprenticeship Program for Teachers will allow candidates without a bachelor's degree to work in a Utah public school while demonstrating the professional license competencies. Upon completion of the apprenticeship, candidates will have an earned degree and Professional Educator License through demonstrated competency.

Current Funding for FY 2025:

FY 2025 Ongoing Funding = \$0

FY 2025 One-Time Funding = \$275,000

Projected Results:

Utah will have a greater number of fully prepared teachers to address the critical workforce shortage while providing opportunities for workers to improve their working conditions while increasing wages.

- Utah will establish a registered apprenticeship program, pre-apprenticeship program, and youth apprenticeship for teaching and enroll at least 150 apprentices in FY26.

Rationale:

- Reduce barriers for individuals to become teachers through “earn while you learn” models and high-quality preparation
- Recruit, retain, and support a diverse teacher workforce

If not funded/approved:

This will maintain current teacher preparation pathways with current barriers to higher education for some candidates.

USBE Lead Point(s) of Contact:

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POLICY REQUEST

1. **Section(s) of State Code to be addressed (if none, insert “N/A”):**

N/A

2. **Summarize the request, the specific problem it will solve, and how it will solve the problem.**

Per 2024 HB 208, the USBE must create a strategy to expand the traditional and alternative teacher preparation programs in Utah. The apprenticeship program will be a part of that strategy. The expanded teacher training pathway will allow candidates who do not have bachelor's degrees access to becoming a licensed teacher in Utah. In turn, this will expand the supply of teachers desperately needed to fill teacher vacancies.

3. **Describe the history of the issues or concerns including relevant context and timelines:**

Utah has had a teacher shortage for more than a decade. For SY24, there were 5,204 teachers that were not fully qualified for their teaching positions. While teacher preparation program enrollment is increasing, there are many who demonstrate a desire to enter the profession but find the barrier of higher education to be too great.

4. **What are the suggested legislative solutions? Include code references and suggested language where possible:**

The only policy request needed would be the funding mechanism for the program. The teacher apprenticeship program itself would be defined in Board rule. The Registered Apprenticeship Program for Teachers would need to meet state law around apprenticeships and work-based learning.

5. **Provide details, sources, research, and analysis to which forms evidence-basis for this request or the associated program (e.g, cost benefit analysis, program evaluation, results from pilot program, etc). Include whether this data is currently collected and available or whether new data will be collected:**

Over the last four years, the number of active registered apprenticeship

programs in Utah has increased by adding 94 new programs in a three-year period. In the same time frame, the number of registered apprentices has increased by 7,345 new apprentices. Nationwide, there is a 90% retention rate of employees who complete an apprenticeship program. Utah teachers have a five-year retention rate that is much less, just over 50%. While Utah used its federal Apprenticeship State Expansion (including current FY25 funding) grant to begin to modernize and expand registered apprenticeship capacity, which resulted in achieving the above outcomes there is more work to be done. Apprenticeship data and recommendations made in the State Fiscal Year 2023 Annual Apprenticeship Report reflect the benefit apprenticeship programs can have on both the public education landscape and Utah economy at large. The Educator Registered Apprenticeship Intermediary technical assistance provider outlines the benefits a teacher registered apprenticeship can provide to public education systems and educators.

FUNDING REQUEST

Board Action for Request:

June 6, 2024 full Board meeting

MOTION: That the Board approve staff to create the following funding and policy requests to facilitate the preparation and presentation of budget proposals by USBE staff.

1. Summarize the request, the specific problem it will solve, and how it will solve the problem.

Per 2024 HB 208, the USBE must create a strategy to expand the traditional and alternative teacher preparation programs in Utah. The apprenticeship program will be a part of that strategy. The expanded teacher training pathway will allow candidates who do not have bachelor's degrees access to becoming a licensed teacher in Utah. In turn, this will expand the supply of teachers desperately needed to fill teacher vacancies. The funds would be used to supplement education related costs, such as tuition/books/fees, and on-the-job learning for apprentices where they can "earn and learn."

2. Amount Requested:

Funding Source	Amount (\$)
FY 2026 one-time funding	\$
FY 2026 ongoing funding	\$8,600,000
TOTAL funding requested	\$8,600,000

3. Provide an itemized budget, including revenue and expenditure sources, for how the funding will be utilized.

Each apprentice will receive up to \$10,000 per year for education related expenses. Each pre-apprentice will receive up to \$4,000 per year for education related expenses. LEAs will receive payroll reimbursement for apprentices (up to \$24/hr), pre-apprentices (up to \$20/hr), and youth apprentices (up to \$14/hr).

Funding Source(s):

SAEF Competitive Grant Funding for a Registered Apprenticeship Program for Teachers. Total one-time funding: \$1,765,750 with \$275,000 for FY25, pending IAA with Utah DWS.

Cost Category	FY 2025 (Current fiscal year)	FY 2026
<u>Personnel Services</u>	\$	\$
Travel/In State	\$	\$
Travel/Out State	\$	\$
Current Expenses	\$	\$
Data Processing Current Expenses	\$	\$
Data Processing Capital Outlay	\$	\$
Capital Outlay	\$	\$
Other Charges/Pass Through	\$ 275,000 pending IAA with Utah DWS	\$8,600,000
Transfers	\$	\$
Other	\$	\$
Total	\$275,000	\$8,600,000

USBE FTEs	FY 2025 <i>(Current fiscal year)</i>	FY 2026 NEW USBE FTEs being requested as part of the funding request
<u>NEW USBE FTEs</u>	0	0

4. To what extent is this request scalable? Articulate the impacts if lower funding amounts were provided for this request.

Lower funding would result in fewer number of apprentices, pre-apprentices, and youth apprentices within the Registered Apprenticeship Program (RAP). It would create a greater fiscal burden for LEAs who want to hire and train apprentices, pre-apprentices, and youth apprentices.

5. What has been done or considered to address this problem with existing resources, instead of requesting additional state funding?

In collaboration with the Utah Department of Workforce Services, the USBE secured a one-time \$1,768,750 grant for three years to start an apprenticeship program for teachers. This limits our enrollment to only 50 apprentices per year. In addition to the apprenticeship pathway, LEAs have started alternative APPEL programs to try and fill teacher vacancies. However, many eager candidates do not meet the minimum requirements to be admitted to the APPEL program. The APPEL program is an unfunded initiative.

6. Summarize the current budget for the project or program that is being funded. If this is a new project or program, summarize resources that are available for like-objectives within USBE.

The Grow Your Own Educator grant program was funded with one-time funds (\$8.2 million) for a two year period. While the program was hugely popular, it was not funded in this last legislative session. It also does not

have the same supportive teacher preparation program that an apprenticeship would afford these candidates.

7. Does this request create any future funding obligations (operations and maintenance, multi-year scale up, etc)?

If the RAP for Teachers is funded at \$8,600,000 ongoing, there is not any future increase anticipated.

8. Describe how the funding case supports the goals and metrics of the USBE Strategic Plan.

The RAP for Teachers directly supports Goal Four, Effective Educators & Leaders. The apprenticeship would create more prepared teachers for Utah students.

9. What value will additional resources create for Utah? What performance measures for that value will be reported or are already reported?

These resources will create more qualified teachers that will have a higher teacher retention rate.

Annual Teacher Shortage and Teacher Retention data are reported to the board and the US Department of Labor. The apprenticeship would decrease the number of unqualified teachers in Utah by expanding teacher preparation programs and yielding higher teacher retention.

10. Provide details, sources, research, and analysis to which forms evidence-basis for this request or the associated program (e.g, cost benefit analysis, program evaluation, results from pilot program, etc).

The Utah Alternate Pathway to Professional Educator License (APPEL) program is an LEA-based teacher preparation program with more than 2000 educators enrolled, more than 25% of all Utah teacher preparation programs. Candidates who complete their APPEL program in a Utah LEA have a retention rate nearly twice that of all other programs. APPEL completers are retained at 86% over three years while all other programs have a retention rate of only 44% (based on the 2021 cohort of teacher

preparation program completers).

Apprenticeship data and recommendations made in the State Fiscal Year 2023 Annual Apprenticeship Report reflect the benefit apprenticeship programs can have on both the public education landscape and Utah economy at large. The Educator Registered Apprenticeship Intermediary technical assistance provider outlines the benefits a teacher registered apprenticeship can provide to public education systems and educators. Resources provided by ERA show the benefits, including pilot data, cost benefit analysis, etc.

See the following reports for additional research and cost/benefit analyses:

Melnick, H., 2024. How State Can Support Teacher Apprenticeship: The Case of Tennessee. Learning Policy Institute.
<https://learningpolicyinstitute.org/product/tennessees-teacher-apprenticeship-program-brief>

Reed, D., et. al., 2012. An Effectiveness Assessment and Cost-Benefit Analysis of Registered Apprenticeship in 10 States. Mathematica Policy Research
https://wdr.doleta.gov/research/FullText_Documents/ETAOP_2012_10.pdf

Lerman, Robert, Jessica Shakesprere, Daniel Kuehn, and Batia Katz. 2022. What Are the Costs of Generating Apprenticeship? Findings from the American Apprenticeship Initiative Evaluation. Brief prepared for U.S. Department of Labor, Employment and Training Administration. Rockville, MD: Abt Associates; and Washington, DC: Urban Institute
https://www.dol.gov/sites/dolgov/files/ETA/publications/ETAOP2022-42_AAI_Brief-Costs-Grantees_Final_508_9-2022.pdf

- 11. Which populations or geographic areas will benefit most from this request? What safeguards will be implemented to prevent inequities or other unintended distributional consequences as it relates to this request?**

There are state laws that prevent these kinds of unintended negative consequences within a registered apprenticeship. Additionally, the program would benefit LEAs that are not in physical proximity to a university teacher preparation program. Rural schools and charter schools may find the flexibility and access to teacher preparation within a Registered Apprenticeship to be a huge benefit for their unique communities.

12. Which stakeholders have you engaged and coordinated with during the development of this request?

The educator licensing team has engaged with a large number of stakeholders including, human resources directors, Utah educator preparation programs, Utah Council of Education Deans, Regional Education Service Agencies, Utah legislators, Utah Board Members, Utah Education Association, US Department of Labor, Utah Department of Workforce Services, Utah Futures, and USBE staff.