



June 30, 2023

The Honorable Guy Guzzone Chairman, Senate Budget and Taxation Committee 3 W Miller Senate Office Building Annapolis, MD 21401

The Honorable Ben Barnes Chairman, House Appropriations Committee House Office Building, Room 121 Annapolis, MD 21401

RE: Final Report on Apprenticeships in Public Safety Workgroup - 2022 JCR

Dear Chairmen Guzzone and Barnes,

The Maryland Department of Labor (Labor) is pleased to transmit the enclosed final report on apprenticeships in public safety. Pursuant to committee narrative included in the 2022 Joint Chairmen's Report, Labor has worked in close collaboration with the Department of Public Safety and Correctional Services, Maryland State Police, county and local law enforcement and correctional agencies, and dozens of stakeholders from the workforce system to assess and better understand the role of apprenticeship in public safety.

This final report summarizes the workgroup process, ongoing efforts to establish or grow apprenticeships in public safety, and cursory recommendations that can help Maryland build a world class public safety workforce through apprenticeship. We hope that this report can be a catalyst for continued collaboration and innovative thinking as we consider how to best support the vital workers in our public safety sector.

Sincerely,

Portia Wu

Secretary

Enclosure

cc: Members, Senate Budget and Taxation Committee

Members, House Appropriations Committee

Secretary Carolyn J. Scruggs, Maryland Department of Public Safety and Correctional Services Colonel Roland L. Butler, Jr., Maryland State Police

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Report Background

During the 2022 session of the Maryland General Assembly, the Chairmen of the Senate Budget and Taxation Committee and House Appropriations Committee authored the Report on the Fiscal 2023 State Operating Budget (SB 290) and the State Capital Budget (SB 291) and Related Recommendations. The committee narrative on "Apprenticeship Workgroups for Targeted Occupations," outlined the Committees' concern with workforce shortages among government employees in the public safety, health, and transportation sectors. The narrative directed the Maryland Department of Labor to convene workgroups to study and report on the short-term and long-term needs in each respective sector, as well as efforts to:

- identify the extent of vacancies at the State and local level within each sector, specifically including, but not limited to, police officers, correctional officers, parole and probation agents, direct care and public health workers, bus operators, and vehicle maintenance personnel;
- review existing apprenticeships in the United States and elsewhere specifically for occupations in these identified sectors;
- design apprenticeships in the occupations within the identified sectors that have the greatest recruitment challenges and training deficiencies, including estimated costs and potential funding opportunities;
- identify opportunities to start apprenticeships at the high school level consistent with the Blueprint for Maryland's Future;
- identify opportunities, in coordination with the University System of Maryland (USM), the Maryland Association of Community Colleges (MACC), University of Maryland Global Campus (UMGC), the Maryland Career and Technical Education (CTE) Committee, and the Maryland State Department of Education (MSDE), to create degree apprenticeship programs and other ways to incorporate associate and bachelor's degrees in apprenticeships; and
- identify potential apprenticeship sponsors in each occupation.

By request of the Chairmen, the Maryland Department of Labor has authored this final report to provide updates on the continued activities and final recommendations of the Maryland Apprenticeship in Public Safety Workgroup.

The Workgroup's interim report, which was transmitted to the Chairmen in December of 2022, focused on responding to the Committee's request for information on vacancies in public safety occupations in Maryland and models for apprenticeships in the sector. This final report will focus on providing updates on the progress being made to develop Registered Apprenticeship programs in public safety in Maryland and in-depth analysis of several questions which the Workgroup feels can inform future public safety workforce initiatives:

- 1. What factors did the workgroup identify as constraints on the public safety workforce, specifically: police officers, correctional officers, and community supervision agents?
- 2. Can Registered Apprenticeship, Youth Apprenticeship, and School to Apprenticeship (STA) programs address workforce constraints in public safety? and
- 3. What recommendations can be made to develop or expand apprenticeships in public safety in Maryland?

The State of Apprenticeship Programs in Public Safety and Workgroup Progress

As discussed at length in the Workgroup's Interim Report, apprenticeship has a well-established connection to public safety occupations in Maryland, across the country, and internationally. Despite the especially strong connection to police and correctional occupations, public safety occupations can still be considered "non-traditional" occupations for Registered Apprenticeship in Maryland. While long running programs like the Baltimore County Police Department Police Officer Registered Apprenticeship Program have registered and completed large numbers of Apprentices, most public safety workers in Maryland are not trained through apprenticeship.

Summary Statistics for the Baltimore County Police Officer Registered Apprenticeship Program (1987-2022)

Total Apprentices Registered since 1987 2,827	Completed Apprentices since 1987 2,140	
Apprentices Active at Year End (2022) 251	Completed Apprentices still Employed with the Department 1,231	
Average Time a Completed Apprentice remained employed with the Department 16.9 Years		

Since the end of the 2022 interim Workgroup session, the Maryland Department of Labor's (MD Labor) Division of Workforce Development and Adult Learning (DWDAL), Maryland's State Apprenticeship Agency, has worked to support public safety employers and Local Workforce Development Boards in developing new Registered Apprenticeship programs for several of the high-vacancy occupations identified in the Workgroup's Interim Report.

Police Registered Apprenticeship Programs

Building on the best practices informed by the Baltimore County Police Department program and leveraging the State's apprenticeship investments such as the Law Enforcement Cadet Apprenticeship Program, MD Labor Apprenticeship Navigators, program staff, and Local Workforce Boards have worked throughout 2022 and 2023 to create, support, and expand police officer and cadet Registered Apprenticeships in Maryland.

In Prince George's County, Employ Prince George's (EPG) – one of Maryland's 13 Local Workforce Development Boards – has worked directly with in-county police and law enforcement departments to examine a multiple-employer approach to police Registered Apprenticeships. The potential program will build on a previously active police Registered Apprenticeship program in the county and will consider the workforce needs and challenges of diverse departments serving the County government, municipalities, and other public agencies. The program also has the potential to create a pathway for youth and students to enter the sector by leveraging existing cadet programs and career and technical education resources to develop an apprenticeship model consistent with the education goals set out in the Blueprint for Maryland's Future.

While program development is ongoing and Standards of Apprenticeship have not yet been drafted at the time of this report, the effort represents an early and promising implementation of some of this Workgroup's key findings and recommendations.

Registered Apprenticeships for State Agencies

In parallel with the advancement of county and local police Registered Apprenticeships, MD Labor has partnered closely with the Maryland Department of Budget and Management (DBM) and the Department of Public Safety and Correctional Services (DPSCS) to develop opportunities for Registered Apprenticeships in State public safety agencies. As discussed in the Interim Report, DPSCS is Maryland's largest single public safety employer and is directly affected by the vacancy and retention issues that have become prevalent across the sector. DBM is the control agency responsible for fiscal and personnel management across most of Maryland's executive agencies and relatedly has made significant commitments to addressing vacancies, including leveraging Registered Apprenticeship programs as a workforce training tool.

In early 2023, DBM, MD Labor, and staff from DPSCS' Division of Parole & Probation began meeting to discuss opportunities for Registered Apprenticeship in community supervision occupations. In particular, a training and employment pathway for the Parole and Probation Agent series. DBM staff were able to comprehensively review the classification's job requirements and make recommendations for classification and progression schemes consistent with the requirements of Registered Apprenticeship. Further, DBM staff were able to suggest a structured apprenticeship pathway that would include Related Instruction resulting in an associate's degree.

As of this report, meetings between DBM, MD Labor, and DPSCS are ongoing and no changes to the Parole and Probation Agent series have been implemented. However, this partnership represents one of the first coordinated efforts between a coalition of State agencies to implement Registered Apprenticeship as a workforce strategy. It is also a significant step forward in the design of degree-bearing Registered Apprenticeship programs in the public safety sector.

Union Representation and Collective Bargaining

In the case of both the Prince George's County police initiative and the DBM-DPSCS examination of Parole and Probation, a crucial next step for program development is engagement and inclusion of the union(s) who represent the bargaining unit for each respective position. Registered Apprenticeship regulations require employers to engage with unions whenever an apprenticeship program is proposed for workers otherwise covered by a collective bargaining agreement or other labor agreement. While unions may waive their right to participate in the development of Standards of Apprenticeship, union consent is a requisite component of Registered Apprenticeship.

MD Labor offers support to employers, Registered Apprenticeship sponsors, and labor organizations and encourages early engagement and close collaboration during the process of program development.

Factors Constraining the Public Safety Workforce in Maryland

As with any sector, there are numerous interconnected factors that impact the number of workers who are interested, qualified, and available to work in a given occupation. This section examines several of the factors that were identified through Workgroup sessions as having a constraining effect on the overall supply of workers in public safety occupations in Maryland. For the purposes of this report, they have been organized as "structural factors" – factors stemming from policies, institutions, and economic forces, and "cultural factors" – factors rooted in public perception, industry norms, or other social issues.

While all the factors identified in this section place possible limitations on the overall supply of public safety workers in Maryland, it is important to note that many are associated with screening processes and regulatory protections that are designed to ensure high personnel standards and worker health and safety. The identification of factors in this section is solely for workforce analysis and does not reflect a recommendation for changes to policy or process without further consideration.

Structural Factors

1. Occupational Entrance Requirements and Processes

Age limits: Across the public safety sector there are various statutory and employer-determined age limits that dictate the occupations and training available in the industry. In many cases this limits when workers can enter the workforce, potentially deterring applicants - particularly, students, youth, and young adults.

Police Officers: Sworn officers in the State of Maryland must be 21 years old. Police cadet programs often accept recruits as young as 18 years old.

Correctional Officers: Correctional officers in DPSCS facilities must be 21 years old, correctional officers in county departments of corrections may be as young as 18 in most jurisdictions.

Screening Processes & Onboarding: Public safety occupations demand a high degree of moral integrity and applicants are generally subject to pre-employment drug screening, aptitude examination, physical fitness examination, polygraph testing, background screens and many other pre-employment screening processes. For many occupations, the time from initial application to an applicant beginning a job can be several months up to nearly one year. While strict onboarding standards are essential, the long timelines of public safety hiring may deter applicants who cannot afford to forgo income or other career opportunities.

Degree Requirements: The DPSCS Parole and Probation Agent job series requires applicants to possess a bachelor's degree with at least 30 credits in the social, behavioral, or correctional sciences. While the degree requirement ensures that Agents enter the field with relevant coursework and a strong foundation in human behavior and criminal justice, it also narrows the total pool of applicants.

No other entry-level public safety series, outside of healthcare and behavioral health services associated with public safety, requires a bachelor's degree as a minimum qualification.

Academy Capacity: Most public safety occupations will require candidates to receive training in an approved "academy." While some departments may offer their own academy programs in-house, others send candidates away to programs across the state based on "seat" availability. Additionally, an applicant's starting date may not always align with an open academy class in an accessible jurisdiction, leading to cases where candidates must wait for an open academy seat.

While public safety departments in Maryland are relatively efficient at sharing academy seats and accommodating candidates across jurisdictions, academy availability remains a practical limitation and essential component in public safety onboarding.

2. Workforce Competition & Attrition

Wages: As in many industries, one of the biggest drivers of employee turnover and churn between employers is wages. Public safety credentials are very portable across Maryland,

creating an incentive for employees to move between departments when it results in a wage increase or bonus. Simultaneously, workers considering a career in public safety can be deterred by low-entry level wages, causing them to seek employment outside the sector.

Career Advancement: When workers do not perceive that their employer can offer opportunities for career advancement and progressive wage increases, it can be a driving force for workforce churn. While the paramilitary structure of many law enforcement agencies presents a clearer career progression than most industries, the advancement structure may not be clear to prospective job seekers, particularly youth and students.

Overlapping Labor Markets: As mentioned above, public safety credentials are incredibly portable, and workers can often easily move between departments and jurisdictions. Lateral hiring strategies are common in public safety and while they may help departments quickly recruit qualified officers, the practice negatively impacts nearby departments, particularly those in smaller jurisdictions with fewer resources. Additionally, corrections, policing, community supervision, emergency services, and military recruiters are often vying for the same pool of qualified candidates that can meet high integrity and physical fitness standards.

Cultural Factors

1. Perception

Community Relationships with Law Enforcement: Perhaps one of the biggest factors limiting the supply of potential workers in the public safety sector is the broader public's relationship with and perception of law enforcement. National media attention has been recurrently drawn to high profile cases of misconduct and abuse in law enforcement and policing. New jobseekers, particularly youth and students, have been notably affected by increasingly negative perceptions of law enforcement, both through media and lived experience.

Workplace Culture: Similar to the community relationships with policing, national and local media have drawn public attention to recurrent issues of workplace harassment, exclusion, and corruption within law enforcement departments. Women and people from communities of color in particular may have negative perceptions of the field that discourage them from careers in public safety. Additionally, law enforcement professionals often work long, irregular, and inflexible hours in difficult or uncomfortable settings.

Occupational Hazards and Risk: Public safety carries inherent safety risks for workers, including serious injury and death. When compared against other career opportunities and absent better insight into the worker safety protections in place, jobseekers may choose not to pursue careers in what is perceived to be a dangerous industry.

Can Apprenticeship Address Workforce Issues for Public Safety Employers?

While there are numerous well understood workforce benefits to Registered Apprenticeship, Youth Apprenticeship, and School to Apprenticeship programs, there are practical limitations of what the strategies can change about a sector's culture or larger economic and institutional forces. The following chart builds on some of public safety's constraining workforce factors and examines where apprenticeship may be beneficial and where it may face limitations.

	Potential Application for Apprenticeship	Limitations of Apprenticeship
Age limits	Restructuring cadet and explorer programs as apprenticeships can provide a means to develop high-quality training programs that connect youth and young adults to careers in public safety sooner, while also helping younger workers earn wages. Maryland has made significant commitments to apprenticeship through the Blueprint for Maryland's Future, creating opportunities for public safety employers to recruit and train more directly in partnership with local school districts. A State-funded grant program exists to support cadet apprenticeships in Maryland.	Apprenticeship cannot alter an occupation's minimum qualification processes or standards including statutory or policy-based age limits. Cadets and youth apprentices may not be eligible for union membership and the bargaining unit protections associated with membership.
Screening Processes & Onboarding	If a candidate can be onboarded as an apprentice, departments may be able to incorporate some aspects of training, certification, and screening processes into the apprenticeship program, offsetting the opportunity cost of the onboarding period by connecting apprentices to wages sooner.	Apprenticeship cannot alter an occupation's minimum qualification processes or standards including preemployment and onboarding requirements

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Requirements	of apprenticeship allows employers	degree requirements from an
	to build coursework into employee	occupation.
	training.	
		Apprenticeship itself does not pay
	Apprentices can earn a wage and	the costs of tuition and fees
	make meaningful connections to	associated with education, employers
	employment while making progress	must still invest in their apprentices'
	towards a degree.	education or identify resources to
		minimize the cost to the apprentice.
	Degree-bearing apprenticeships	
	generally offer apprentices a low-	
	cost and debt-free means to earn a	
	degree.	
	Developing programs in connection	
	with Youth Apprenticeship, School	
	to Apprenticeship, and dual	
	enrollment can allow apprentices to	
	earn degree credit, a high school	
	diploma, and complete training	
	competencies concurrently.	
Academy	Apprenticeships in other industries	Apprenticeships cannot supplant
	are often sponsored by training	completion of a certified academy
Capacity	providers such as community	
	*	program if it is required for employment.
	colleges or joint sponsors that operate their own training centers; a	emproyment.
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	for law enforcement academies.	
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Career Advancement	In unionized occupations and workplaces, Registered Apprenticeship requires the involvement of unions and bargaining agents. Progressive wage increases better communicate career progression and advancement opportunities. Apprenticeships can be developed at	Apprenticeship does not guarantee an apprentice higher paid positions or better assignments.
	all career stages to create ladders of progression that help workers advance, access training, and remain in the field.	
Overlapping Labor Markets	Many apprenticeships are jointly sponsored by groups of employers, intermediary institutions, labor unions, and other third-party entities that can connect apprentices to multiple employers. Apprenticeships create an opportunity to design programs that address common recruitment, training, and retention challenges across multiple employers in a single industry.	Different jurisdictions and departments may be organized under different unions, apprenticeship standards must be consistent with collective bargaining agreements. The extent to which joint apprenticeship programs can accommodate multi-employer arrangements across regions or jurisdictions may be limited by the occupations involved and pre-existing collective bargaining.
Community Relationships with Law Enforcement	To the extent that apprenticeships may be able to provide younger workers with entry points to public safety careers, apprenticeship may help create greater exposure and positive interactions with law enforcement professions. Registered Apprenticeship requires a 1:1 mentorship component that helps	Apprenticeship cannot solely change public perception and community relations with law enforcement.
	foster direct professional relationships. Apprenticeship programs in public safety and law enforcement have had demonstrable positive impacts on	

	increasing participation for women and minority communities.	
Workplace Culture	Mentorship provides professional relationships that can help apprentices overcome cultural barriers in the workplace Apprenticeship training programs are generally longer term than traditional training, providing apprentices with a longer period of acclimation and orientation to the workplace and industry culture. Apprenticeship programs in public safety and law enforcement have had demonstrable positive impacts on increasing the participation of women and minority communities. Registered Apprenticeship programs afford apprentices all the worker protections established under State and federal law.	Apprenticeship cannot independently change workplace culture.
Occupational Hazards and Risk	Direct 1:1 mentorship and supervision help ensure that apprentices are safely trained and fully prepared with the knowledge and skills needed to carry out the occupation safely and professionally. Apprenticeship programs in public safety are typically longer and more intensive than traditional training programs. Registered Apprenticeship programs afford apprentices all of the worker protections established under State and federal law.	Apprenticeship cannot mitigate the inherent dangers associated with careers in public safety.

Recommendations for Apprenticeships in Public Safety in Maryland

1. Encourage Government Agencies to Partner with MD Labor, DBM, LWDBs and Bargaining Units to Assess Workforce Needs and Explore Apprenticeship Options

Apprenticeship programs are highly customizable and flexible, making them responsive to the needs of individual employers and industries. However, there are policies, regulations, and laws that may interact with how employers hire and train apprentices. Additionally employers may not understand or feel prepared to take on the investment of developing, launching, and administering an apprenticeship program.

MD Labor's staff of Apprenticeship Navigators help connect employers to the Maryland Apprenticeship and Training Program (MATP) and provide vital services that facilitate the development of apprenticeship programs; including development of Standards of Apprenticeship, assistance with navigating regulatory hurdles, and referrals to funding, resources, and other workforce tools.

For State agencies considering Apprenticeship, DBM is an important partner which can provide crucial workforce analysis, classification and reclassification assistance, and training and cost planning. DBM also manages State agencies' collective bargaining units and MOUs, and can assist agencies in initiating essential conversations with employee unions.

Maryland's 13 Local Workforce Development Boards (LWDBs) play an essential role serving job seekers and employers in every jurisdiction across the state. LWDBs are well connected with Maryland's public workforce system, including Registered Apprenticeship, and often have staff and resources available to support localized apprenticeship programs.

2. Promote Group, Regional, and Jurisdictional Apprenticeship Programs for Local Public Safety Agencies

While apprenticeship has many benefits to workers and employers alike, apprenticeship programs are not without some costs. Both developing and maintaining apprenticeship programs require certain levels of staff buy-in, financial investment, and resource commitment. For small or resource-constrained employers, this can make programs vulnerable to periods of inactivity or even cancellation.

A best practice from Registered Apprenticeship's largest and longest running programs is the joint apprenticeship and training committee (JATC) model, in which a third party entity is established out of a partnership between a labor union and an employer or group of employers. JATCs and other group sponsorship models for apprenticeship create sustainability by sharing costs and benefits between employers, workers, and apprentices.

By establishing a joint model that includes multiple employers it also promotes consistency within specific industries or across geographic regions.

While group and joint models for program sponsorship may not always be possible in public sector, agencies where union representation and collective bargaining can be complex, public safety employers and unions should examine how their workforces and training needs overlap and consider whether there are opportunities for joint and group structures that can increase connectivity and sharing of workforce costs and benefits.

Some regional academies exist in Maryland which serve dozens of local and county law enforcement agencies by providing academy classes and certifications for many different occupations. Regional public safety academies could be seen as a potential connection point, given that they function similarly to shared training facilities in jointly sponsored skilled trade Registered Apprenticeships.

3. Assess and Reform Policies, Processes, and Hiring Requirements that may be Limiting the Success of Workers, Employers, and Apprentices

Where possible, employers, unions, and agencies should examine their hiring practices, regulatory frameworks, employment requirements, and resources to understand where limitations may exist that are unnecessarily restricting entry to an occupation. Similarly, MD Labor and Maryland's public workforce system must examine existing workforce programs and services to ensure that public sector employers can benefit.

As an example, tax credits are a common tool used to incentivize workforce programs like Registered Apprenticeship. In general, public agencies cannot benefit from these kinds of incentives and there may be additional limitations on public agencies' ability to leverage grant funds or offer reimbursements. Many agencies are also unaware of workforce services, which are generally marketed directly to private employers and job seekers.

State and Federal Resources and Initiatives to Support the Expansion of Apprenticeship Programs

As Apprenticeship grows as a means of training diverse pools of workers for the modern workforce, local, state, and federal entities have invested significant resources to expand apprenticeship programs. The following new resources or initiatives are expected to begin in 2023 and should be considered as tools for implementing strategies identified in this report:

State Apprenticeship Expansion Formula Grant Funds (US Department of Labor) In the spring of 2023, the US Department of Labor (USDOL) Employment and Training Administration released an invitation to apply for federal funds to support the expansion of state apprenticeship programs. This included a portion of formula funds to support operations and modernization and a competitive fund to support innovative ideas for expansion. MD Labor

submitted an application on behalf of the State of Maryland seeking funds for a range of State apprenticeship activities.

MD Labor sought \$3 million from this opportunity to establish a *Public Sector Registered Apprenticeship Innovation Fund*. The Fund would provide apprentice Related Instruction reimbursements, on the job learning assistance funds, and apprentice supportive service alliances for public sector employers, including public safety agencies. USDOL is expected to make an award announcement in June 2023.

Blueprint for Maryland's Future Investments in College and Career Readiness

The Blueprint, Maryland's sweeping education reform legislation, sets new standards and goals for nearly all dimensions of education in Maryland. One of the Blueprint's College and Career Readiness goals specifies that 45 percent of Maryland high school graduates will complete the high school equivalent of Registered Apprenticeship or another industry recognized credential by the end of the 2030-2031 school year. This ambitious goal has created a mandate for Maryland's Local Education Agencies to invest in and partner with apprenticeship programs.

Another significant component of the Blueprint reforms affecting the public workforce system is the career counseling services arrangement with Local Workforce Development Boards. This new program will allocate formula based funding to Local Workforce Development Boards to cover the cost of career counseling services for students from Local Education Agencies (school districts). As discussed elsewhere in this report, LWDBs are crucial connection points for employers, job seekers, training providers, and Registered Apprenticeship sponsors. The counseling program, paired with other Blueprint investments, could be a significant tool for advancing Youth Apprenticeship and School to Apprenticeship programs.

The Apprenticeship 2030 Commission (Senate Bill 104)

On April 24, 2023, Governor Wes Moore signed SB104 into law, providing for the establishment of the Apprenticeship 2030 Commission. According to statute, the purpose of the Commission is to examine and make recommendations to reduce skill shortages in high-demand occupations and provide affordable training for career pathways for young people by expanding Registered Apprenticeships in industry sectors with skill shortages, growing the number of Registered Apprenticeships to at least 60,000 by 2030, and reaching the Blueprint goal for 45% of high school graduates completing the high school level of a Registered Apprenticeship.

The Commission, which is expected to begin meeting in July 2023, will play an important role in helping Maryland's policy makers and workforce system stakeholders understand the opportunities associated with apprenticeship programs, particularly in regard to the Blueprint for Maryland's Future and the State's youth employment goals. The Commission is positioned to play a significant role in advancing the recommendations and findings of this workgroup for apprenticeships in public safety.