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Report Background

As required by Revised Code of Washington (RCW) 47.01.435 *Highway Construction Workforce Development – Reports*, and ESHB 1160, Section 217 (1), the Washington State Department of Transportation (WSDOT), in coordination with the Washington State Department of Labor and Industries (L&I), is required to submit an annual report to the Legislature. This report outlines progress related to highway transportation workforce development and the grant program funded through the Connecting Washington Program (Pre-Apprenticeship & Support Services). These statutes further Washington State’s commitment to the On-the-Job Training Support Services (OJT/SS) Program and require WSDOT to expend federal funds received under 23 USC Section 140(b) to increase diversity in the highway construction workforce. WSDOT and L&I partner to provide services that prepare individuals interested in entering the highway construction workforce, including pre-apprenticeship training, pre-employment counseling, basic skills improvement classes, career counseling, remedial training, entry barrier removal, transportation assistance, child care, mentoring, retention services, safety equipment, and occupation-specific tools. WSDOT is required to report on the status of grants that have been disbursed to organizations that are providing On-the-Job Training and Support Services.

Impacts of COVID-19

This year, the state of Washington has been impacted by the COVID-19 pandemic, which has created challenges to our PASS providers' training schedules and goals across the state. Some of these challenges include loss of training time, outreach events, and supportive services opportunities during the Governor’s “Stay Home, Stay Healthy” orders, and by restrictions and guidance from counties and cities. PASS Program providers have worked tirelessly to overcome the difficulties of the pandemic with their students' health and safety and staff as their priority. They are continually finding ways to resume training, outreach, and support services safely. These strategies have included training a smaller number in each cohort for social distancing purposes, and splitting those cohorts further, with one participating in classroom learning while the other half works on hands-on skills, then switching in the afternoon. Measures like these highlight the dedication of our PASS providers across the state of their commitment to ensuring women, minorities, and other disadvantaged individuals have safe and healthy opportunities to access the training needed to become a successful apprentice in one of the highway construction trades.
The Washington State Apprenticeship & Training Council’s (WSATC) list of recognized Apprenticeship Preparation programs continues to grow, reaching 34 programs. The majority of programs prepare individuals for construction trade apprenticeships with additional programs servicing manufacturing and information technology occupations. A new development over the past year is very encouraging as Registered Apprenticeship (RA) Sponsors are stepping forward to offer their own, trade-specific, direct entry programs. The Ironworkers were the first trade to offer this direct entry pathway, with the Laborers, Cement Masons, and Carpenters following soon after. These programs take individuals, many of whom have completed other Apprenticeship Preparation programs, into intensive, trade-specific preparation with a job and a RA opportunity at completion.

As the administrative arm of the WSATC, the Apprenticeship Section, in the Fraud Prevention & Labor Standards Division at Labor & Industries, has hired an Apprenticeship Consultant to oversee preparatory programs and work with entities seeking recognition or continued recognition for their preparatory program. In addition to new staffing resources, the Apprenticeship Section launched a Preparatory Program tracking feature within the newly redesigned Apprentice Registration and Tracking System (ARTS) for the state. Washington is among the country's first states to offer a statewide registration and tracking system for students in formally recognized Apprenticeship Preparation programs. This new data feature will allow the WSATC and program funders to assess the preparatory program's efficacy over time. The WSATC further intends to use this information as a resource for RA program sponsors who are having difficulty diversifying their applicant pools.

All the preparatory programs recognized by the WSATC have articulated pathways into RA programs. Recognized preparatory programs focus on ensuring a diverse, qualified applicant pool for their RA sponsors. Washington’s Registered Apprenticeship system is the gold standard in Workforce Education and Training for our state, where wage outcomes for those who complete it now exceed $85,000.00 annually.

Information on all Washington State Apprenticeship and Training Council (WSATC) recognized apprenticeship preparation programs can be found on the L&I website at the following link:
lni.wa.gov/licensing-permits/apprenticeship/apprenticeship-preparation
**WSDOT Office of Equal Opportunity – On-the-Job Training Program Pre-Apprenticeship & Supportive Services Grant 2019-2021 Award Information**

**SERVICE LEVEL I (Outreach, Support Services, Employment and Pre-Apprenticeship Training Preparation, and Placement into Pre-Apprenticeship Training)**

**Urban League of Metropolitan Seattle, $110,000.15**

The Urban League of Metropolitan Seattle prepares women, men, and youth with employment barriers to be successful contributors in the workplace and society through pre-employment assessments, training, and training placement assistance.  
Counties Served: King, Pierce, Snohomish

**SERVICE LEVEL II (Outreach, Support Services, and Multi-Trades Pre-Apprenticeship Training)**

**JM Perry Tech, $263,280.66**

Perry Technical Institute provides outreach, recruitment, support services, and training for individuals interested in the highway construction trades through three training programs: Agriculture Equipment Technician, Construction, and Electrical. The Agriculture Equipment Technician program will prepare students interested in becoming technicians focused on heavy equipment repair, including the mechanical skills identified as “in-demand” for highway construction trades.  
Counties Served: Yakima and surrounding counties

**Spokane Community College (SCC), $105,834.00**

SCC's Skills Trade Preparation Program will be supplemented with support services and training funds to provide equipment, transportation assistance, childcare, and training to individuals enrolled in Spokane Community Colleges’ Skills Trade Preparation Program.  
Counties Served: Spokane and surrounding counties

**Tulalip Tribes TERO Vocational Training (TVTC), $263,280.66**

TVTC Construction training is a free intensive program offered to all Native Americans, their spouses, and parents. Students earn a certificate from Renton Technical College or South Seattle Community College upon successful completion. Many TVTC students have successfully launched construction careers earning a livable wage. This program consists of in-shop training and “try-a-trade” days at various construction training programs. TVTC students also have the opportunity to engage in outreach programs, all while learning and fostering the spirit of the community.  
Counties Served: Snohomish, and open to any Native American in Washington State
Apprenticeship and Non-Traditional Employment for Women (ANEW), $263,280.66

ANEW’s pre-apprenticeship programs provide outreach, training, support services, job placement, and retention to women, minorities, and other disadvantaged individuals in pursuing non-traditional highway construction careers that provide livable wages. ANEW recently acquired PACE (Pre-Apprenticeship Construction Education), which will increase both programs’ capacity to serve more individuals. ANEW’s central location is in Renton, with training sites in Kent and Seattle.

Counties Served: King, Pierce, Snohomish

SERVICE LEVEL III (Outreach, Support Services, and Direct Entry Pre-Apprenticeship Trade Specific Training)

The Pacific Northwest Ironworkers (PNWI), $192,704.80

The PNWI four-week direct entry pre-apprenticeship training program will continue their outstanding work to offer support services and prepare participants to work as an Ironworker and provide employment opportunities upon completing the program. Under the Program, the Ironworkers will continue to expand participation in Southwest and Eastern Washington areas, connecting with existing Ironworker training programs in those regions.

Counties Served: King, Pierce, Clark and surrounding counties, and Spokane and surrounding counties

Northwest Carpenters Institute (NWCI), $339,020.00

The NWCI’s three-week program offers a safe environment where students are given the opportunity to learn the trade skills and tasks, with the emphasis always on learning the practical skills of an entry-level carpenter apprentice. The Pre-Apprenticeship program prepares the student for the rigors and realities of the construction site. The NWCI will provide outreach, support services, direct-entry pre-apprenticeship training, and placement into the Carpenter’s Union with the goal of placing apprentices onto WSDOT jobs.

Counties Served: King, Pierce, Snohomish, Whatcom, Island, San Juan, Skagit, Clallam, Jefferson, Kitsap, Thurston, Mason, Spokane, Grant

Cement Masons and Plasters, $172,600.00

Cement Masons’ Direct Entry Pre-Apprenticeship program is designed to get the basic skills needed for men and women who do not come from families with traditional construction experiences. They focus outreach and training into historically
underrepresented communities and for those coming out of incarceration of juvenile rehabilitation.

Counties Served: Spokane and surrounding counties, King and surrounding counties

YOUTH DIRECT: (Outreach, Wrap-a-round Support Services, and Direct Entry Pre Apprenticeship Trade Specific Training)

Pacific Northwest Ironworkers, R3 Services $250,000.00

This program will assist up to twenty individuals from the Juvenile Rehabilitation community or those who have left Foster Care, aged 18-26, to enter WSDOT’s highway construction workforce. This is done by conducting outreach, individual assessments, and providing pre-employment assistance, which will include support services, barrier removal, financial assistance for first month, last month, and deposit to secure stable housing. Individuals in this program will be provided Direct Entry Pre-Apprenticeship Training with placement into Apprenticeship after successful completion.
PASS Grant 2020 Progress Report

Since its inception, over 1,150 students have participated in the PASS Program.

The following data is representative of the total number of PASS Program participants.

- Program pre-apprenticeship graduation rate of 90 percent

![PASS Program Graduation Rates]

- Most reported participant barrier – seventeen percent reported being formerly incarcerated

![PASS Participants Formerly Incarcerated]

- Five percent Veteran participation

![PASS Participants Veteran Status]
• Support Services data – twenty-eight percent of PASS participants (327) received Supportive funds averaging $320.00.

• Program participants registered in L&I Apprenticeship Registration & Tracking (ARTS) 69 percent.
  o L&I reported wages and benefits for ARTS participants: $2,941,317.12 (data limited to Public Works contracts)

• Program participation by race:
  o Caucasian 34 percent
  o Hispanic 25 percent
  o African American 14 percent
  o Did not disclose 8 percent
  o Native American 7 percent
  o Various other groups at less than 5 percent

• Overall: Participation by gender:
  o Male 72 percent
  o Female 27 percent
  o Non-binary/Other/Did not report 1 percent
- Participation by education level:
  - High School Diploma 55 percent
  - GED 21 percent
  - Post High School degree 11 percent
  - Some college 7 percent
  - Did not graduate/no GED 6 percent

- Program participants with current L&I apprentice registration:
  - Caucasian 41 percent
  - African American 20 percent
  - Hispanic 15 percent
  - Pacific Islander 8 percent
  - Other 7 percent
  - Native American 5 percent
  - Asian American 4 percent
The PASS Program is reaching the underrepresented populations in Washington State. The above data shows that PASS dollars are reaching women, people of color, the formerly incarcerated population, and individuals receiving GED certificates. Program data and graphics have been extracted from PASS Program individual intake data forms.

PASS Program Summaries State Fiscal Year 2020

ANEW-PACE, King County
ANEW traditional offerings represent seven 11-week classes. During State Fiscal Years (FY) 17-19, this program served a total of 169 individuals. Due to COVID-19 safety constraints, FY19-21 program enrollment, participation, and training schedules have faced significant barriers. In FY19 this program served 73 individuals. Upon successfully implementing all safety protocols, this provider anticipates a significant increase in participation during the second half of the biennium.

Program participation by:
- Race:
  - Caucasian 54 percent
  - African American 18 percent
  - Hispanic 15 percent
  - Various other groups at less than 4 percent
- Gender:
  - Male 53 percent
  - Female 47 percent

JM Perry Technical Institute, Yakima
During FY17-19 JM Perry Technical Institute served a total of 102 individuals. Due to COVID-19 safety constraints, FY19-21 program enrollment, participation, and training schedules have faced significant barriers. In FY19 this program served 101 individuals. Upon successful implementation of all safety protocols, this provider anticipates a significant increase in participation during the second half of the biennium.

Program participation by:
- Race:
  - Hispanic 71 percent
  - Caucasian 19 percent
  - Various other groups at less than 3 percent
- Gender:
  - Male 97 percent
  - Female 3 percent

Due to the structure of their academic year, most students are still enrolled in their programs, though some have been placed in construction internships. The Construction Technology and Agricultural Equipment Technician programs are one year, and the Electrical Technology program is two years.
Spokane Community College (SCC), Spokane
SCC offered three 11-week pre-apprenticeship courses, and during FY17-19 they served a total of 114 individuals. Due to COVID-19 safety constraints, FY19-21 program enrollment, participation, and training schedules have faced significant barriers. In FY19 this program served 52 individuals. Upon successfully implementing all safety protocols, this provider anticipates a significant increase in participation during the second half of the biennium.
Program participation by:

- Race:
  - Caucasian 81 percent
  - African American 10 percent
  - Hispanic 5 percent
  - Various other groups at less than 4 percent
- Gender:
  - Male 56 percent
  - Female 44 percent

These classes run concurrently with the academic calendar, and run Fall, Winter, and Spring quarters.

Pacific Northwest Ironworkers
The Pacific Northwest Ironworkers traditionally offer four one-week pre-apprenticeship classes multiple times a year. During FY17-19 they served a total of 77 participants. Due to COVID-19 safety constraints, FY19-21 program enrollment, participation, and training schedules have faced significant barriers. In FY19 this program was unable to serve any individuals. Upon successful implementation of all safety protocols, this provider anticipates a robust start to training during the second half of the biennium.

Cement Masons and Plasterers Training Center of Washington
Due to COVID-19 safety constraints, FY19-21 program enrollment, participation, and training schedules have faced significant barriers. In FY19 this program served 11 individuals. Upon successful implementation of all safety protocols, this provider anticipates a significant increase in participation during the second half of the biennium.
Program participation by:

- Race:
  - Hispanic 30 percent
  - Caucasian 26 percent
  - African American 26 percent
  - Various other groups at less than 5 percent
- Gender:
  - Male 91 percent
  - Female 9 percent
Northwest Carpenters Institute of Washington
Due to COVID-19 safety constraints, FY19-21 program enrollment, participation, and training schedules have faced significant barriers. In FY19 this program served 24 individuals. Upon successful implementation of all safety protocols, this provider anticipates a significant increase in participation during the second half of the biennium.
Program participation by:
  • Race:
    o Caucasian 59 percent
    o African American 20 percent
    o Hispanic 12 percent
    o Native American 9 percent
  • Gender:
    o Male 71 percent
    o Female 29 percent

Tulalip Tribes of Washington
Due to COVID-19 safety constraints, FY19-21 program enrollment, participation, and training schedules have faced significant barriers. In FY19 this program served 26 individuals. Upon successful implementation of all safety protocols, this provider anticipates a significant increase in participation during the second half of the biennium.
Program participation by:
  • Race:
    o Native American 73 percent
    o Caucasian 9 percent
    o African American 9 percent
    o Hispanic 4 percent
    o Various other groups at less than 5 percent
  • Gender:
    o Male 85 percent
    o Female 15 percent

Urban League of Metropolitan Seattle
Due to COVID-19 safety constraints, FY19-21 program enrollment, participation and training schedules have faced significant barriers. In FY19 this program served 28 individuals. Upon successful implementation of all safety protocols, this provider anticipates a significant increase in participation during the second half of the biennium.
Program participation by:
  • Race:
    o Caucasian 46 percent
    o African American 20 percent
    o Hispanic 11 percent
    o Native American 11 percent
    o Other Race 10 percent
Various other groups at less than 2 percent

- Gender:
  - Male 75 percent
  - Female 25 percent

**Youth Direct: Pacific Northwest Ironworkers**
The Pacific Northwest Ironworkers traditionally offer four 1-week pre-apprenticeship classes multiple times a year. This program was implemented April 2020. Due to COVID-19 safety constraints, FY19-21 program enrollment, participation, and training schedules have faced significant barriers. In FY19 this program was unable to serve any individuals. Upon successful implementation of all safety protocols, this provider anticipates a significant increase in participation during the second half of the biennium.

**PASS Program Funds also went to support the following efforts:**
- Youth Employment Summit in Vancouver, March 19, was held virtually due to COVID-19, and attendance was down this year over previous events
- ANEW’s Virtual Diversity in the Trades Conference, April 1, 2020

**Paving the Way with Pre-Apprenticeship Support Services: Success Stories**

**Spokane Community College Skilled Trades Preparation**
The goal of the Skilled Trades Program (STP) is to promote diversity in the construction trades by providing a qualified pool of female and minority applicants to SCC Apprenticeship Partners. Receiving PASS grant funds has allowed SCC to reduce barriers for students in STP. PASS funds have provided gas cards, Personal Protection Equipment, helped pay for minor car repair, work clothing and boots, childcare assistance, and rental assistance. The support has made a difference in many lives and helped students begin rewarding careers. The two STP graduates shown in the photo were supported in their training with PASS funds, and Michelle (left) and Lisa (right), are both Ironworkers with PNW Ironworkers Local 14, well on their way to achieving their Journeyperson rank.
For Federal Fiscal Year (FFY) 2019, WSDOT received funds from the Federal Highway Administration (FHWA) for the On-the-Job Training Support Services (OJT/SS) program in the amount of $150,733.00

**Program Summary**

**Purpose Statement**

The primary purpose of the WSDOT OJT/SS Program is to prepare women, minorities, and other disadvantaged individuals for entry into the heavy highway construction trades and highway construction-related careers, and create a pipeline of individuals ready to work on highway construction projects statewide. OJT/SS will be made available statewide in support of individuals seeking training that will enable them to enter union apprenticeship or qualify for non-Union “trainee” highway construction jobs.

WSDOT is committed to providing the leadership, opportunities, and foundation to assist in the engagement of women and minorities in Washington State’s heavy highway construction trades, to create a pipeline of individuals ready to work on projects statewide and to retain them in their craft of choice. Continued support will entail offering direct scholarships to qualified individuals and assisting these pre-apprentices in gaining construction-related skills and maximizing those skills in a long-term career. The OJT/SS Program will also continue to support training programs and Construction Career Days in all areas of the state and support the development of programs in areas of Washington State where none currently exist.

**Statement of Problem**

The construction industry and public agencies (e.g., King County, City of Seattle, City of Tacoma, Port of Seattle, WSDOT) project a shortage in the heavy highway construction labor force. Recent studies have shown a glaring statewide shortage in the number of women and minorities represented in the trades, which does not mirror the demographics of Washington State.

Continued support for apprentices once they are working continues to be an issue, as retention data is low. Approximately 50 percent of all apprentices (minority, female and white male) are canceling out of apprenticeship programs before reaching the Journeyperson status.

Progress of the performance period of 2019 includes an increased regional and statewide collaborative effort and partnerships in the region to improve the quality of training, support services, and job placement efforts.
Program Goals

In 2017, WSDOT and Regional Public Owners (e.g. King County, City of Seattle, Port of Seattle, City of Tacoma, etc.) commissioned a study to examine how this labor shortage is affecting the current demographic makeup of today’s workforce. The study looked at current and forecasted road construction needs, labor supply/demand as well as the demographic makeup of the labor force. The data reveals apprentice shortages in all construction crafts. Examination of the demographic makeup of apprentices revealed very low contribution rates of female and minority apprentices. Conclusions drawn from the study include:

- For 2019-2022, the road construction industry can expect an average annual region-wide labor shortage of 9.7 percent for occupations it will need to execute construction projects. Out of 3,360 active construction apprentices within King, Snohomish, and Pierce counties in 2017, only 6.8 percent are female.
- Construction projects from Regional Public Owner members will support an estimated 6,700 full-time equivalent (FTE) positions per year through 2022. The top three occupations by demand will be carpenters (1,180 FTEs), heavy and tractor-trailer truck drivers (860 FTEs), and construction laborers (850 FTEs).
- Hourly apprentice participation rates (2015-16) are trending downward for minority male (-7.5%) and Caucasian women (-1%) while Caucasian male’s hours are trending upward (+8.2%).
- Data also showed that female construction apprentices took longer to complete their respective apprenticeship programs than their male counterparts.

WSDOT’s OJT/SS Program seeks to address both the statewide shortage in apprentices and the lack of female and minority participation in apprenticeship programs through targeted direct scholarships. The scholarship program will allow statewide access to current pre-apprenticeship and academic training programs, including (but not limited to) CDL programs, Electrician training, Diesel Tech training, and Heavy Equipment Operators training by use of a stringent vetting process and directing approved funds directly to the training program.

WSDOT developed a plan to achieve the following goals:

Goals & Objectives

Goal One

The OJT/SS Program will fund up to 65 qualified individuals with direct scholarships to provide tuition and assistance to those interested in attending a preparation program in the identified highway construction or pre-apprenticeship training programs in the areas OJT supports.
Narrative

WSDOT continues to develop the scholarship program established in the 2016 Statement of Work. The scholarships will continue to support minority and female applicants that are seeking training in the heavy highway construction areas that the WSDOT OJT/SS program supports. Some individuals seeking training in heavy highway construction trades may not be able to attend traditional pre-apprenticeship programs due to location and being unable to travel, but may have access to a specialized program that will provide training in a specific field, such as Heavy Equipment Operator, Truck Driver, or Electrician. WSDOT will pursue partnerships with state colleges, commercial driving schools, and other established in-state training programs including the Urban League, Tribal Employment Rights Office Vocational Training Center (TERO TVTC), and Department of Corrections Trades Related Apprenticeship Coaching (TRAC). Existing partnerships include Apprenticeship and Non-Traditional Employment for Women (ANEW), Pre-Apprenticeship and Construction Education (PACE), Perry Technical College, Spokane Community College, and the Ironworkers.

www.lni.wa.gov/TradesLicensing/Apprenticeship/About/IntroProg/

Individuals participating in eligible pre-apprenticeship programs that are in need of additional financial assistance are also eligible for this scholarship opportunity.

Objectives

a) Applicants will be screened through an application process that will include gathering information regarding personal references, brief essay, aptitude, and desire to be successful in the heavy highway construction field.

b) Priority may be given to previous scholarship recipients that demonstrated success in their program under their first scholarship to continue to support their move into a highway-related career.

c) Scholarship availability will be advertised on a rolling basis on WSDOT’s webpage and in targeted email blasts in the Fall, Winter, and Spring, with a deadline for applications posted. Applications will be reviewed and awarded based on the information presented in the application. Applications will be considered on a first-come, first-served basis.

d) Tracking participant completion and job placement with at least 50 percent of those ready for job placement being placed into highway construction trades, Federal-aid projects, and other related careers.

The scholarship program allows for more detailed tracking of recipients that complete training. A web-based survey will be used as follow-up to assess program accomplishments and locate any additional barriers that may preclude success on the job.

Scholarship recipients will be tracked as they complete the training program and enter the workforce. As a condition of contract award, recipients must agree to provide information
regarding program training and attendance, completion, job placement, and follow-up to provide statistical information regarding program outcomes. A follow-up interview will occur to obtain additional information about their experience, needs and success.

Accomplishments

Federal Supportive Services funds were received in March 2019, and again in January 2020. Until impacted by COVID-19, we experienced a marked increase in scholarship applications coming in from individuals across the state. The WSDOT OJT/SS scholarship program has been promoted vigorously with OJT/SS Program staff sending out regular email blasts and presenting at numerous virtual events, as well as actively partnering with other public agencies to share the information through their email distribution systems. To date, 76 scholarships have been allocated to students enrolled in Highway Construction related training programs, averaging slightly over $2700.00 per award. OJT/SS Program staff continue to make this opportunity a priority in discussions and virtual events.

Paving the Way with On-the-Job Training Support Services: Success Stories

The OJT/SS Scholarship Program has been widely appreciated by individuals statewide applying for assistance with highway construction training costs and tuition. Scholarship awards have been distributed to men and women, some who have been previously incarcerated, others who have left the foster care system, and many first-generation American citizens living in Washington. Funds have been awarded to individuals receiving training as Electricians, Operating Engineers, Carpenters, Truck Drivers, and Diesel Mechanics, Cement Masons, and Ironworkers. We anticipate that as more individuals go back to school or into apprenticeships after layoffs due to the COVID-19 pandemic, that these scholarships will continue to be gratefully received.

Goal Two

Support statewide Construction Career Days by attending and supporting at least three events across the state. Attend other career and conference events where bringing OJT/SS Program information will be beneficial to the target audience. Build strategic and beneficial partnerships across the state with others interested in building the state’s construction workforce.

Narrative

The OJT/SS Program understands the benefit of attending and supporting Construction Career Days and other events across the state. WSDOT’s attendance and support at these events will help to inform interested individuals about career pathways into the construction industry. Additionally, OJT/SS Program staff will host tables at career/fair venues statewide.
The OJT/SS Program staff will continue to build and strengthen strategic partnerships with other states, regional and community-based agencies, and organizations to continue to promote the OJT/SS program.

Objectives

a. Attend and/or co-sponsor at least three Construction Career Day type events, and attend appropriate career fairs, conferences, and other events.

b. Attend strategically beneficial events and outreach opportunities that lead to partnerships across agencies, Regional Owner Groups, Pre-Apprenticeship training providers, allies, schools, and others. Attend trade shows relevant to OJT/SS recruiting efforts (both contractors and potential apprentices).

Accomplishments

Due to the COVID-19 pandemic, Construction Career Days were not held in any location statewide to ensure the health and safety of students, staff, and tradespersons in attendance would not be compromised or put at risk. Because of this, monies that would have been applied to CCDs were rolled back into the Scholarship Awards.