

2024

BUDGET RIDER 51 REPORT SUMMARY

**CROSS-AGENCY
COORDINATION ON
APPRENTICESHIP AND
WORK-BASED LEARNING
FUNDING IN TEXAS**

TEXAS²⁰₃₆

This report was funded by
**JPMORGAN
CHASE & CO.**

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Executive Summary

In 2023, the Texas Legislature adopted what is known as “Budget Rider 51” as part of its biennial statewide budget, directing the Tri-Agency to identify funds that may be streamlined and coordinated to increase the availability of work-based learning (WBL) and apprenticeship programs.¹ As part of Budget Rider 51 the Texas Workforce Commission (TWC), in coordination with the Texas Education Agency (TEA) and the Texas Higher Education Coordinating Board (THECB), was required to produce a report on apprenticeship and WBL programs in Texas, funding sources for these programs, and grant-making policies and practices related to these programs.

The report identified 18 apprenticeship and WBL programs available in fiscal years 2022 and 2023 comprising six program types: Apprenticeship and Pre-Apprenticeship, Career Exploration, Career Preparation, Internship, Work-Study, and Upskilling.² These programs were attended by 41,104 participants in Fiscal Year 2023, a 20% increase over the prior period, and are supported by a total of 14 funding sources—four state and ten federal.

The report concludes with four recommendations to enhance collaboration in grant-making for WBL programs including maintaining an inventory of WBL grant opportunities available on the Tri-Agency website; creating a cross-agency checklist to assess whether a given initiative is a candidate for shared funding; publishing graphics to illustrate how different funding sources can be combined to support WBL programs; and creating a shared website for collaboration and management of grant-related documents and timelines.



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¹TWC Riders 51 and 52 in HBI CCR PP783-784

²Texas Workforce Commission. Cross Agency Coordination on Apprenticeship and WorkBased Learning Funding, General Appropriations Act, Article VII, TWC, Rider 51. <https://www.twc.texas.gov/sites/default/files/ogc/mto24/commission-meeting-material-081324-item15-report-cross-agency-coordination-wbl-prog-twc.pdf>

Apprenticeship and WBL Programs in Texas

The Tri-Agency partners used the WBL Continuum established in the Tri-Agency WBL Strategic Framework to identify programs and their funding sources.³



Source: Rider 51 Report⁴

Examples of WBL at each of these stages include:

- + **Career Exploration:** Job shadowing and informational interviews.
- + **Career Preparation:** Internships and pre-apprenticeships.
- + **Career Training:** Apprenticeships and on-the-job training.

There were 14 apprenticeship and WBL programs available in Texas in Fiscal Year 2022, and 16 programs available in Fiscal Year 2023. Two programs available in Fiscal Year 2022 had no participants in Fiscal Year 2023: GEER Work Based Learning Grants Emergency Funding for Community Colleges during the pandemic and the Skills Training to Employment Project (STEP). Four programs were new in fiscal year 2023: Child Care Registered Apprenticeships, Critical Skills Apprenticeship, Healthcare Apprenticeship, and Pre-Apprenticeship Bridge.

34,267 individuals participated in Texas' apprenticeship and WBL programs in FY 2022, and 41,104 individuals participated in FY 2023, an increase of 20%.

³ <https://www.twc.texas.gov/sites/default/files/wf/docs/tri-agency-strategic-framework-for-work-based-learning-one-pager-twc.pdf>

⁴ Texas Workforce Commission. Cross Agency Coordination on Apprenticeship and WorkBased Learning Funding, General Appropriations Act, Article VII, TWC, Rider 51. <https://www.twc.texas.gov/sites/default/files/ogc/mtg24/commission-meeting-material-081324-item15-report-t-cross-agency-coordination-wbl-prog-twc.pdf>

Individual programs that saw an increase in participation were:

62%

DOL Expansion Grants

5%

TEC Chapter 133, Related Instruction

15%

Workforce Readiness Outreach: Virtual Reality Career Exploration Experiences

17%

Summer Earn & Learn (SEAL)

173%

TXWORKS

70%

High Demand Job Training

7%

Skills Development Fund

1,348%

Texas Industry Partnership Program

Five programs experienced a decline in participation between Fiscal Year 2022 and Fiscal Year 2023:

-8%

Explore Apprenticeship 2.0

-39%

Building and Construction Trades

-3%

Project Search

-12%

Work-Study Student Mentorship Program

100%

Skills Training to Employment Project

Funding Sources

Texas' apprenticeship and WBL programs are supported by a total of 14 funding sources—four state and ten federal (see: Appendix II). Eleven programs are supported by multiple funding sources:

- + Critical Skills Apprenticeship
- + Explore Apprenticeship 2.0
- + Healthcare Apprenticeship
- + TEC Chapter 133, Related Instruction
- + Pathways in Technology Early College High School (P-TECH)
- + Work Experience
- + Project SEARCH
- + Skills Training to Employment Project (STEP) | Paid Work Experience and Vocational Adjustment Training
- + Summer Earn & Learn (SEAL)
- + Texas Internship Challenge
- + Texas Interns Unite!



Grant-Making Policies and Practices

Because the grant-making policies and practices used by each of the Tri-Agency partners involve complex statute- and rule-driven processes, the report notes that “it is challenging to envision a process in which the three agencies combine funding, make awards, and manage grants through one system.” The report also indicates barriers to collaboration due to inadequate IT systems.

These challenges notwithstanding, the report recognizes six areas where the Tri-Agency partners have identified solutions:

- + Identifying areas in which WBL can be promoted and supported through grants
- + Drafting of Requests for Applications (RFAs)
- + Sharing information on grant opportunities and application timelines across multiple stakeholders
- + Reviewing and scoring of applications
- + Receiving updates on grant performance
- + Receiving information on grant outcomes

The report also makes four recommendations to further enhance collaboration in grant-making for apprenticeship and WBL programs:

- 1 Maintaining an inventory**
of WBL grant opportunities published on the Tri-Agency website.
- 2 Creating a cross-agency checklist**
to assess whether a given initiative is a candidate for shared funding.
- 3 Publishing funding graphics**
to provide information on how different funding sources can be combined to support WBL.
- 4 Creating a shared website**
for collaboration and management of grant-related documents and timelines.

Apprenticeship and WBL Program Participation

Program	2022 Participation	2023 Participation	Change
Apprenticeship and Pre-Apprenticeship			
Child Care Registered Apprenticeships	-	100	-
Critical Skills Apprenticeship	-	43	-
DOL Expansion Grants	1,313	2,132	↑ 62%
Explore Apprenticeship 2.0	25	23	↓ 8%
Healthcare Apprenticeship	-	284	-
Pre-Apprenticeship Bridge	-	44	-
TEC Chapter 133, Related Instruction	7,187	7,559	↑ 5%
Career Exploration			
Workforce Readiness Outreach: Virtual Reality Career Exploration Experiences	12,374	14,258	↑ 15%
Career Preparation			
Building and Construction Trades	228	140	↓ 39%
Internship			
GEER Work Based Learning Grants Emergency Funding for Community Colleges during the pandemic	20	-	↓ 100%
Project SEARCH	197	191	↓ 3%
Skills Training to Employment Project (STEP)	105	-	↓ 100%
Summer Earn & Learn (SEAL)	2,516	2,952	↑ 17%
TXWORKS	11	30	↑ 173%
Work-Study			
Work-Study Student Mentorship Program	57	50	↓ 12%
Upskilling			
High Demand Job Training	1,657	2,815	↑ 70%
Skills Development Fund	8,477	9,035	↑ 7%
Texas Industry Partnership Program	100	1,448	↑ 1,348%
Total Participation	34,267	41,104	↑ 20%

Conclusion

While acknowledging the complexities of grant-making policies, the Rider 51 report highlighted some areas of successful Tri-Agency collaboration and provided recommendations to enhance coordination. These recommendations include maintaining an online inventory of grant opportunities, developing a cross-agency funding checklist and establishing a collaborative website to manage the grant process and documents. By implementing these recommendations, the Tri-Agency can better position itself to streamline funding and expand access to WBL and apprenticeship opportunities for Texans.

The report also highlights the limitations of our state's current workforce governance structures, which often feature silos that can compel workarounds that may be difficult for potential beneficiaries to navigate. While the report may provide lawmakers with a more comprehensive inventory of programs and their funding sources, it does not provide a direct or actionable roadmap for end users to improve their engagements. With improved governance, transparency, and accountability structures, these programs can be streamlined to more efficiently improve access to meaningful workforce training opportunities for Texas residents.



Available Funding Sources

Funding Source	Federal or State	Notes
Adult Education and Family Literacy Act (AEFLA)	Federal	<ul style="list-style-type: none"> + To help adults get the basic skills they need, including reading, writing, math, English language proficiency, and problem solving, to be productive workers, family members, and citizens + State Grants AEFLA (ed.gov) + Adult Education & Literacy Program – Texas Workforce Commission
Catalog of Federal Domestic Assistance (CFDA) 84.126	Federal	<ul style="list-style-type: none"> + To serve individuals determined eligible for the VR program + State Vocational Rehabilitation Services Program Rehabilitation Services Administration (ed.gov) + Vocational Rehabilitation Program - Texas Workforce Commission
Child Care and Development Fund (CCDF)	Federal	<ul style="list-style-type: none"> + To provide financial assistance to low-income families to access child care and to improve the quality of child care programs + Child Care and Development Fund (CCDF) Resource Guide The Administration for Children and Families (hhs.gov) + Child Care & Early Learning Program – Texas Workforce Commission
DOL Apprenticeship Expansion Grant	Federal	<ul style="list-style-type: none"> + To create or expand registered apprenticeship programs + Active Grants and Contracts Apprenticeship.gov + Apprenticeship Program - Texas Workforce Commission
Employment and Training Administration (ETA) Grant	Federal	<ul style="list-style-type: none"> + To address critical workforce needs and, in some cases, economic downturns + Grants U.S. Department of Labor (dol.gov)

Funding Source	Federal or State	Notes
Every Student Succeeds Act (ESSA)	Federal	<ul style="list-style-type: none"> + To provide quality education and equal opportunities for all K-12 students + Every Student Succeeds Act (ESSA) U.S. Department of Education + Every Student Succeeds Act Texas Education Agency
Federal Social Security Administration/Vocational Rehabilitation (SSA/VR)	Federal	<ul style="list-style-type: none"> + To assist individuals with disabilities to go to work + Vocational Rehabilitation Cost Reimbursement Program The Work Site SSA + Vocational Rehabilitation Program – Texas Workforce Commission
General Revenue (GR)	State	<ul style="list-style-type: none"> + To carry out activities and meet objectives specified in legislative acts + Appropriated Funds/General Revenue Accounts Texas Comptroller Manual of Accounts Fiscal 2024 (state.tx.us)
Jobs and Education for Texans (JET) Grant Program	State	<ul style="list-style-type: none"> + To purchase and install equipment necessary for the development of career and technical education courses or programs that lead to a license, certificate, certification, or post-secondary degree in high-demand occupations + Jobs & Education for Texans (JET) Grant Program - Texas Workforce Commission
Self-Sufficiency Fund Program	State	<ul style="list-style-type: none"> + To help individuals obtain industry recognized credentials + Self Sufficiency Fund Program - Texas Workforce Commission
Skills Development Fund	State	<ul style="list-style-type: none"> + To train new workers or upgrade the skills of existing workers + Skills Development Fund - Texas Workforce Commission

Funding Source	Federal or State	Notes
<p>Strengthening Career and Technical Education for the 21st Century Act (Perkins V)</p>	<p>Federal</p>	<ul style="list-style-type: none"> + To develop more fully the academic knowledge and technical and employment skills of secondary and postsecondary students enrolled in CTE programs and programs of study + Perkins V (ed.gov) + Perkins V Texas Education Agency + Carl D. Perkins Career & Technical Education - Texas Higher Education Coordinating Board
<p>Temporary Assistance for Needy Families (TANF)</p>	<p>Federal</p>	<ul style="list-style-type: none"> + To help low-income families with children achieve economic self-sufficiency + Temporary Assistance for Needy Families (TANF) The Administration for Children and Families (hhs.gov) + Choices Program - Texas Workforce Commission
<p>Workforce Innovation and Opportunity Act (WIOA)</p>	<p>Federal</p>	<ul style="list-style-type: none"> + To provide career and training services to job seekers, including job search assistance, workforce preparation, and career development services, and to help businesses find the skilled workers they need + WIOA includes five titles: <ul style="list-style-type: none"> • Title I – Workforce Development Activities • Title II – AEL Services • Title III – Wagner-Peyser Act Employment Services • Title IV – Vocational Rehabilitation Services • Title V – General Provisions + Workforce Innovation and Opportunity Act U.S. Department of Labor (dol.gov) + Workforce Innovation & Opportunity Act (WIOA) Program - Texas Workforce Commission

Opportunities and Funding Sources

Learning about Work

Career Exploration: Job Shadowing, Simulations, Informational Interviews with Employers

Type of Work-Based Learning	Initiative	Agency	Target Populations	Funding Source
Career Exploration	WBL Framework	TEA	K-12 students	FSP and Perkins V
Career Exploration	Workforce Readiness Outreach: Virtual Reality Career Exploration Experiences	TWC	K-12 and postsecondary students	TANF

Learning through Work

Career Preparation: Internships, Pre-Apprenticeships, Cooperative Education, Service Learning

Type of Work-Based Learning	Initiative	Agency	Target Populations	Funding Source
Career Preparation	Building and Construction Trades	TWC	Job seekers pursuing certification and employment in building and construction careers	WIOA
Career Preparation	Dual Credit	TEA	High school students	FSP
Career Preparation	Secondary WBL Courses (College and Career Readiness)	TEA	Secondary students	FSP and Perkins V
Career Preparation	Texas Reskilling and Upskilling for Education (TRUE) Grant Program	THECB	Students in short-term workforce training programs	GR
Pre-Apprenticeship	Explore Apprenticeship 2.0	TWC	Students with disabilities ages 14-22	Federal Grant CFDA 84.126, SSA/VR, and GR
Pre-Apprenticeship	Pre-Apprenticeship Bridge	TWC	AEL students	WIOA Title II, State Leadership §223
Pre-Apprenticeship	TEC Chapter 133 Pre-Apprenticeship	TWC	Job seekers, including high school students	GR

Learning at Work

Career Training: Apprenticeships, On-the-Job Training, Transitional Jobs

Type of Work-Based Learning	Initiative	Agency	Target Populations	Funding Source
Apprenticeship (DOL-Registered Programs)	<ul style="list-style-type: none"> + Child Care Registered Apprenticeships + Critical Skills Apprenticeships + DOL Expansion Grants to Boards and Public Colleges + Healthcare Apprenticeships + TEC Chapter 133, Related Instruction 	TWC	<ul style="list-style-type: none"> + Employers + Job seekers + Underrepresented populations + Individuals with more than a high school diploma but less than a degree 	+ Various funding sources, including CCDF, DOL, Expansion Grants, GR, TANF, and WIOA
Apprenticeship	<ul style="list-style-type: none"> + Building and Construction Trades 	TWC	<ul style="list-style-type: none"> + Young workers between ages 16-24 not currently engaged in school or the workforce 	+ WIOA
Apprenticeship	<ul style="list-style-type: none"> + Texas Industry-Recognized Apprenticeships 	TWC	<ul style="list-style-type: none"> + Employers 	+ GR
Apprenticeship and Internship	<ul style="list-style-type: none"> + GEER Work-Based Learning Opportunity Grants – Apprenticeship 	THECB	<ul style="list-style-type: none"> + Postsecondary students 	+ Governor's Emergency Education Relief (GEER) Fund; GEER dollars, in turn, originated from the U.S. Department of Education's administration of the Education Stabilization Fund in the Coronavirus Aid, Relief and Economic Security (CARES) Act of 2020.
Apprenticeship and Internship	<ul style="list-style-type: none"> + Lone Star Workforce of the Future 	TWC	<ul style="list-style-type: none"> + Workers in entry-to mid-level jobs in high demand occupations 	+ GR
Apprenticeship and Internship	<ul style="list-style-type: none"> + P-TECH 	TEA and TWC	<ul style="list-style-type: none"> + Historically underserved, at-risk, and economically disadvantaged students 	+ FSP and GR + WIOA

Appendix III

Type of Work-Based Learning	Initiative	Agency	Target Populations	Funding Source
Apprenticeship and Internship	+ Texas Regional Pathways Network	TEA	+ Local Education Agencies + Institutions of Higher Education + Workforce Boards + Employers + Regional Conveners	+ Perkins V
Apprenticeship and Internship	+ Work Experience	TWC	+ Any VR customer	+ Federal Grant CFDA 84.126, SSA/VR, and GR
Externship	+ Externships for Teachers	TWC	+ Middle school and high school teachers	+ WIOA
Internship	+ Project SEARCH	TWC	+ Students with disabilities ages 14-22	+ Federal Grant CFDA 84.126, SSA/VR, and GR
Internship	+ Skills Training to Employment Project (STEP) Paid Work Experience and Vocational Adjustment Training	TWC	+ VR customers of any age ready to be employed after training or students with disabilities ages 14-22	+ Federal Grant CFDA 84.126, SSA/VR, and GR
Internship	+ Summer Earn & Learn (SEAL)	TWC	+ Students with disabilities ages 14-22	+ Federal Grant CFDA 84.126, SSA/VR, and GR
Internship	+ Texas Internship Challenge	TEA, THECB, and TWC	+ Eligible high school and postsecondary students + Employers	+ WIOA and GR (TXWORKS Postsecondary)
Internship	+ Texas Interns Unite!	THECB in partnership with TWC	+ Eligible high school and postsecondary students + Employers	+ WIOA and GR (TXWORKS Postsecondary)
Internship	+ TXWORKS	THECB	+ Postsecondary students	+ GR + TEC, Chapter 56, Subchapter E-1, §§56.0851 – 56.0857

Appendix III

Type of Work-Based Learning	Initiative	Agency	Target Populations	Funding Source
Upskilling	+ High Demand Job Training	TWC	+ Existing workers + New employees + Students - adult and youth	+ WIOA and Local Sales Taxes
Upskilling	+ Skills Development Fund	TWC	+ New or existing workers	+ GR
Upskilling	+ Texas Industry Partnership Program	TWC	+ Existing workers + New employees + Students - adult and youth, including displaced services	+ WIOA and Industry Partner Funds
Upskilling	+ Texas Reskilling Support Fund Grant Program	THECB	+ Students of any age, in any credit bearing or convertible high value credential program, re-enrolling after postsecondary stop-out, within 12 months or 25% or less of total credit required postsecondary stop-out, within 12 months or 25% or less of total credit required.	+ Governor's Emergency Education Relief (GEER) Fund; GEER dollars, in turn, originated from the U.S. Department of Education's administration of the Education Stabilization Fund in the Coronavirus Aid, Relief and Economic Security (CARES) Act of 2020.
Work-Study	+ Work-Study Student Mentorship Program	THECB	+ Postsecondary students	+ GR + TEC Chapter 56, Subchapter E, §56.079

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