

ALASKA STATE LEGISLATURE
SENATE EDUCATION STANDING COMMITTEE

April 11, 2022

9:06 a.m.

MEMBERS PRESENT

Senator Roger Holland, Chair
Senator Gary Stevens, Vice Chair
Senator Shelley Hughes
Senator Peter Micciche

MEMBERS ABSENT

Senator Tom Begich

COMMITTEE CALENDAR

COMMITTEE SUBSTITUTE FOR HOUSE BILL NO. 132 (FIN)

"An Act relating to technical education and registered apprenticeships."

- HEARD & HELD

PREVIOUS COMMITTEE ACTION

BILL: HB 132

SHORT TITLE: SCHOOL APPRENTICESHIP PROGS; TAX CREDITS

SPONSOR(S): LABOR & COMMERCE

03/10/21	(H)	READ THE FIRST TIME - REFERRALS
03/10/21	(H)	L&C, EDC, FIN
03/15/21	(H)	L&C AT 6:30 PM BARNES 124
03/15/21	(H)	Heard & Held
03/15/21	(H)	MINUTE(L&C)
03/22/21	(H)	L&C AT 3:15 PM DAVIS 106
03/22/21	(H)	Moved CSHB 132(L&C) Out of Committee
03/22/21	(H)	MINUTE(L&C)
03/22/21	(H)	L&C AT 6:30 PM DAVIS 106
03/22/21	(H)	-- Public Testimony --
03/25/21	(H)	L&C RPT CS(L&C) NEW TITLE 5DP 1AM
03/25/21	(H)	DP: SNYDER, SCHRAGE, MCCARTY, SPOHNHOLZ, FIELDS
03/25/21	(H)	AM: NELSON
04/09/21	(H)	EDC AT 8:00 AM DAVIS 106

04/09/21	(H)	Heard & Held
04/09/21	(H)	MINUTE(EDC)
04/19/21	(H)	EDC AT 8:00 AM DAVIS 106
04/19/21	(H)	Heard & Held
04/19/21	(H)	MINUTE(EDC)
04/23/21	(H)	EDC AT 8:00 AM DAVIS 106
04/23/21	(H)	Moved CSHB 132(EDC) Out of Committee
04/23/21	(H)	MINUTE(EDC)
04/28/21	(H)	EDC RPT CS(EDC) NEW TITLE 3DP 3NR
04/28/21	(H)	DP: ZULKOSKY, DRUMMOND, STORY
04/28/21	(H)	NR: CRONK, GILLHAM, HOPKINS
05/06/21	(H)	FIN AT 9:00 AM ADAMS 519
05/06/21	(H)	Heard & Held
05/06/21	(H)	MINUTE(FIN)
05/07/21	(H)	FIN AT 1:30 PM ADAMS 519
05/07/21	(H)	Heard & Held
05/07/21	(H)	MINUTE(FIN)
05/14/21	(H)	FIN AT 1:30 PM ADAMS 519
05/14/21	(H)	Moved CSHB 132(FIN) Out of Committee
05/14/21	(H)	MINUTE(FIN)
05/18/21	(H)	FIN RPT CS(FIN) NEW TITLE 7DP 1DNP 2NR
05/18/21	(H)	DP: ORTIZ, EDGMON, LEBON, THOMPSON, WOOL, MERRICK, FOSTER
05/18/21	(H)	DNP: CARPENTER
05/18/21	(H)	NR: JOHNSON, JOSEPHSON
05/19/21	(H)	LIMIT ALL DEBATE TO 2 MIN EACH Y23 N16 E1
05/19/21	(H)	TRANSMITTED TO (S)
05/19/21	(H)	VERSION: CSHB 132(FIN)
01/18/22	(S)	READ THE FIRST TIME - REFERRALS
01/18/22	(S)	EDC, L&C, FIN
03/11/22	(S)	EDC AT 9:00 AM BUTROVICH 205
03/11/22	(S)	Heard & Held
03/11/22	(S)	MINUTE(EDC)
04/11/22	(S)	EDC AT 9:00 AM BUTROVICH 205

WITNESS REGISTER

ED KING, Staff

Senator Roger Holland

Alaska State Legislature

POSITION STATEMENT: Presented the explanation of changes in HB 132 from Version N to Version R.

REPRESENTATIVE ZACH FIELDS

Alaska State Legislature

Juneau, Alaska

POSITION STATEMENT: Sponsor of HB 132.

REPRESENTATIVE KEN MCCARTY
Alaska State Legislature
Juneau, Alaska

POSITION STATEMENT: Testified by invitation on HB 132.

CHRIS DIMOND, Regional Manager
Carpenters Union - Alaska
Anchorage, Alaska

POSITION STATEMENT: Testified by invitation on HB 132.

DON ETHERIDGE, Lobbyist
American Federation of Labor and Congress of Industrial
Organizations (AFL-CIO)
Juneau, Alaska

POSITION STATEMENT: Testified by invitation on HB 132.

BRAD BILLINGS, Career and Technical Education Administrator
Innovation and Education Excellence
Department of Education and Early Development
Juneau, Alaska

POSITION STATEMENT: Answered questions on HB 132.

ACTION NARRATIVE

[9:06:40 AM](#)

CHAIR ROGER HOLLAND called the Senate Education Standing Committee meeting to order at 9:06 a.m. Present at the call to order were Senators Hughes, Micciche, and Chair Holland. Senator Stevens arrived thereafter.

HB 132-SCHOOL APPRENTICESHIP PROGS; TAX CREDITS

[9:07:44 AM](#)

CHAIR HOLLAND announced the consideration of CS FOR HOUSE BILL NO. 132(FIN) "An Act relating to technical education and registered apprenticeships."

[CSHB 132(FIN) was previously heard on 3/11/2022.]

[9:08:03 AM](#)

SENATOR MICCICHE moved to adopt the proposed Senate committee substitute (SCS) for HB 132, work order 32-LS0476\R, as the working document.

[9:08:17 AM](#)

CHAIR HOLLAND objected for purposes of discussion.

[9:08:28 AM](#)

ED KING, Staff, Senator Roger Holland, Alaska State Legislature, stated that the Senate committee substitute (SCS) for HB 132 was significantly different than the bill that was referred to the committee. He paraphrased the prepared summary of changes from Version N to Version R:

[Original punctuation provided.]

Section 1: No change.

Section 2: Amended the duties of the department of education for clarity and conformity to changes made in section 4.

Section 3: New section, which creates a report to the legislature that parallels the middle college reporting requirement in SB 32.

Section 4: New section, mostly reinserted from version B. This section allows a school district to contract with agencies for dual credit CTE programs – Which will be available to high school students. These programs include vocational education, pre-apprenticeship, apprenticeship, work-based learning, and on-the-job experience programs.

Section 5: No change from section 3 of version N.

Section 6: New section to make clear that both the departments of education and the department of labor have a duty to support school districts offering concurrent CTE programs.

Section 7: No change from section 6 of version B.

Section 8: No change from section 7 of version B.

Section 9: No change from section 8 of version B.

Section 10: Added an effective date of July 1, 2022.

Deletion: Section 4 of version N was deleted.

[9:10:25 AM](#)

REPRESENTATIVE ZACH FIELDS, Alaska State Legislature, Juneau, Alaska, sponsor of HB 132, via teleconference, stated that it made sense to combine this bill with HB 108. He offered his support for the committee substitute. He highlighted that the outstanding question was the relative importance of tax credits to help expand apprenticeships. The current bill removes the tax credits. He offered his view that the tax credits work well to scale up apprenticeships in South Carolina. He deferred to the committee to determine whether to include the tax credits. He offered his belief that HB 132 was a strong bill either way.

[9:11:54 AM](#)

CHAIR HOLLAND removed his objection; he found no further objection, and SCS CSHB 132, work order 32-LS0476\R, was adopted.

[9:12:04 AM](#)

CHAIR HOLLAND turned to invited testimony.

[9:12:27 AM](#)

REPRESENTATIVE KEN MCCARTY, Alaska State Legislature, Juneau, Alaska, sponsor of HB 108, stated that students could consider the type of career that interested them. These students could enroll in college classes. However, HB 132 emphasizes concurrent enrollment for trade and strengthens that process. He related that the tax credits represented a means to get the workforce invested in helping students in secondary education. He noted that the workforce currently was desperate for workers, so it wasn't necessary to provide any additional incentive. He highlighted the need for a long-term workforce in Alaska.

[9:13:57 AM](#)

SENATOR HUGHES asked what provisions from his bill were added to HB 132.

[9:14:23 AM](#)

REPRESENTATIVE MCCARTY highlighted that the key provision in HB 108 was to provide neutrality so every student would have an opportunity to join the workforce. Some apprenticeship programs might accept three of 100 students interested in their programs. His bill would allow every secondary school student to earn industry certification by an industry-standard person certified to teach by the Department of Education and Early Development. He related that the instructor would come to the school, or the student would attend a trade center for training. This would allow students to obtain certification earlier by participating

in concurrent vocational education, training, and on-the-job trade experience.

[9:15:54 AM](#)

SENATOR HUGHES related her understanding that an earlier version of HB 132 provided training within the trade unions. Still, this bill would allow students to obtain the same training outside the trade union.

[9:16:19 AM](#)

REPRESENTATIVE MCCARTY agreed. He said that certification in the trades involves a lot of pieces. Under his bill, students 14 years and older could begin the textbook portion of their training because OSHA rules limit hands-on work that younger teens can perform. He related that his bill reduced the age from 17 to 16 to allow teens an opportunity to obtain lab experience. Another provision expanded the opportunities for teens to work for their families, not limiting them to work for their parents but also in businesses owned or operated by an adult sibling, grandparent, aunt, or uncle. Another component would expand the hours the teens could work from 9 pm to 10 pm because Alaska has so many daylight hours.

CHAIR HOLLAND related his understanding that the students could work the additional hour from 9 pm to 10 pm daily.

REPRESENTATIVE MCCARTY responded that it would add the additional hour per day, with a maximum of 23 hours per week outside school hours.

[9:18:43 AM](#)

CHRIS DIMOND, Regional Manager, Carpenters Union - Alaska, Anchorage, Alaska, provided invited testimony supporting HB 132. He stated that HB 132 would expand work opportunities for Alaska students. He emphasized that the bill would allow students to create real-life work experiences while in high school and decide if the job was the career path they wanted to take.

MR. DIMOND stated that construction could be a demanding job, and apprentices often enter the program after high school without any prior job experience. Some realize a year into the apprenticeship program that they don't know what the job truly entails, so they drop out of the program. It would allow them to assess the job's culture and physical demands. He emphasized that Alaska has a workforce shortage. He anticipated that the Carpenters Union would need 200 - 300 jobs this season before the Infrastructure Investment and Jobs Act was implemented. He

encouraged the legislature to work with school districts to incentivize further career pathways by providing more career and technical education (CTE), perhaps including mandatory electives to familiarize students with the types of jobs available to them besides college.

[9:20:47 AM](#)

MR. DIMOND stated that first-year apprentices with 2,000 hours of work could earn \$93,000, including retirement and health care. He noted that a journeyman could earn \$140,000 with full benefits. He said students go through the programs and incur no debt. He highlighted that the Carpenters Union had created a Career Connections program used by the Juneau School District. The coursework was designed by carpenters and could be taught by any teacher. For instance, a substitute teacher could teach a class without disrupting student training.

MR. DIMOND commented that the program was half the cost of the current National Center for Construction Education and Research (NCCER) program used in most Alaska schools. He characterized the Carpenters Union program as more interactive. He highlighted that once students graduate, they would have an advantage during the interview process to join the apprenticeship program over someone with no experience. He acknowledged that 16 and 17-year-old apprentices on the job site would need careful supervision while using power tools, but the program provides real-life experience.

[9:23:39 AM](#)

SENATOR HUGHES wondered if HB 132 was more urban-focused and not geared toward rural areas. She asked how this bill might open students in remote areas.

[9:24:13 AM](#)

MR. DIAMOND answered that he saw the need to open up opportunities to rural students. He noted several bills before the legislature and funding for workforce development that could allow training outside Anchorage, Fairbanks, and Juneau. In conjunction with the training programs, work opportunities must also exist. He said some rural students would go through the program and return home. He said they did not want to travel for work, which was understandable, but creating more work opportunities in rural communities would go hand-in-hand with HB 132.

[9:25:20 AM](#)

REPRESENTATIVE FIELDS offered his belief that HB 132 would open doors by bringing apprenticeship and other CTE instruction to rural schools. He acknowledged the logistical challenges. He recalled that the first step was to leverage the regional training centers including, Yuut Eltnaurviat in Bethel and Northwestern Alaska Career and Technical Center (NACTEC) in Nome. He highlighted that NACTEC was managed in partnership with the Bering Strait School District. He predicted that if HB 232 were to pass, it would immediately provide more opportunities in Nome and Bethel. He related one goal was to consider how to work with the Denali Commission and other stakeholders to bring more training opportunities to rural Alaska. As Mr. Dimond stated, it would require a project, perhaps a multi-year rural one that was large enough for rural students to complete most of their apprenticeship program.

SENATOR HUGHES remarked that it was good news to know that rural teens would have some opportunities in their area.

[9:27:02 AM](#)

DON ETHERIDGE, Lobbyist, American Federation of Labor and Congress of Industrial Organizations (AFL-CIO) - Alaska, Juneau, Alaska, provided invited testimony in support of HB 132. He stated that he was speaking on behalf of the AFL-CIO Alaska and Alaska Works Partnership Program. He stated that AFL-CIO had worked to expand training to rural districts and contractors for many years. He offered AFL-CIO's full support of HB 132. He offered his belief that it would provide younger people an opportunity to learn before entering an apprenticeship program. He related that one student struggled in high school math, but during his apprenticeship program, he learned trigonometry and could estimate the board feet of lumber a tree would produce. He related that he served on a board that helped at-risk youth work programs, giving them a chance to get a GED while earning money. He characterized the program in HB 132 as similar, one that could keep kids off the streets.

[9:29:52 AM](#)

CHAIR HOLLAND acknowledged that this program would give kids a chance to work with their hands and get an idea of how the real-world workforce works.

MR. ETHERIDGE stated that he graduated from high school after taking some shop classes. He noted that the program was not strictly designed for the union trades but for any apprenticeship program that was federally registered.

[9:31:23 AM](#)

At ease

[9:31:45 AM](#)

CHAIR HOLLAND reconvened the meeting and asked Mr. King to review the changes in HB 132 after incorporating HB 108 into the bill.

[9:31:57 AM](#)

MR. KING suggested it might be beneficial for members to review Article 2. Concurrent Career and Technical Education Programs in Section 4 on page 5, beginning on line 2. He read:

Sec. 14.35.100. State policy.

It is the policy of this state to provide public secondary school students who are at least 14 years of age the opportunity to participate in concurrent career and technical education programs, including vocational education, pre-apprenticeship, apprenticeship, work-based learning, and on the-job experience programs.

MR. KING stated that this would simultaneously allow students to obtain high school credit and career advancement.

[9:32:58 AM](#)

MR. KING referred to Sec. 14.35.105, Program contracts on page 5, beginning on line 12. He emphasized that this language provides an optional program that school districts may elect to participate in, and this provision outlines how school districts would participate in the program. He summarized that the school districts would negotiate contracts with outside agencies to provide the training for students.

MR. KING referred to subsection (b) that indicates what the contract must include, which he reviewed:

- (1) a description of the program, including the program curriculum;
- (2) the number of eligible students who may participate in the program each year;
- (3) the tuition paid by the school district for each student for program participation, including whether the agency will provide scholarships and fee waivers

to reduce the cost for a participating school district;

(4) a requirement that agency instructors comply with AS 14.35.125;

[9:33:38 AM](#)

MR. KING suggested that it may be beneficial for the department to clarify how paragraph (4) would work.

[9:33:52 AM](#)

MR. KING suggested that paragraph (5) was a direct reference to the existing AS 14.20.025, type M certificates, which would only be issued if a school district sponsored the instructor. This language would and a situation where a school district engages with an agency but subsequently does not request the certificate, thereby preventing the agency from fulfilling its requirements.

(5) a statement from the school district that it will request issuance of a certificate for eligible agency instructors;

[9:34:29 AM](#)

MR. KING indicated that paragraph (6) showed how the program would provide high school credit and credit towards the advancements of a professional certificate or professional license.

(6) if applicable, a statement that all instruction provided in the program meets industry standards for credit toward certification based on agency accredited national, regional, or programmatic instruction standards, or toward a requirement for a professional license issued by the Department of Commerce, Community, and Economic Development;

[9:34:36 AM](#)

MR. KING reviewed paragraph (7).

(7) the method by which the program will credit a student for coursework in the program and how that credit will satisfy the credit requirements for students concurrently in a public secondary school;

[9:34:45 AM](#)

MR. KING stated that the rest of the paragraphs were basic contract terms.

[9:35:00 AM](#)

MR. KING referred to page 6, beginning on line 16, to Sec. 14.35.110. He stated that Sec. 14.35.110 provides a program list.

Sec. 14.35.110. Program list. A school district shall annually compile and publish on the school district's Internet website a list of concurrent vocational education, pre-apprenticeship, apprenticeship, work-based learning, and on-the-job experience programs that the school district contracts with to provide concurrent career and technical education.

[9:35:12 AM](#)

MR. KING reviewed Sec 14.35.115.

Sec. 14.35.115. Student enrollment. (a) A student is eligible to participate in a concurrent career and technical education program if the student (1) is enrolled in a public school in the state; (2) has completed eighth grade; (3) is at least 14 years of age; (4) has not received a high school diploma; and (5) complies with the program requirements.

MR. KING explained that the language requiring a student be at least 14 years of age and not have received a high school diploma was to avoid a situation where a precocious student under 14 is in high school or someone over 14 years of age has not yet entered high school.

MR. KING related that Sec. 14.35.120 relates to program information, ensuring that students know the program exists so they can participate.

[9:36:15 AM](#)

MR. KING stated that Sec. 14.13.125 provides instructor certification.

Sec. 14.35.125. Instructor certification. A person may not instruct students in a concurrent vocational education, pre-apprenticeship, apprenticeship, work-based learning, or on-the-job experience program unless the person possesses a valid teaching certificate issued under AS 14.20.010 - 14.20.040 and,

if providing vocational education, holds industry standard master skill certification or the equivalent in the area of instruction.

[9:35:53 AM](#)

SENATOR STEVENS joined the committee.

[9:36:42 AM](#)

SENATOR HUGHES related her understanding that this was intended for high school. She referred to page 7, which discusses making information available to parents and students in grades 8 - 12. She asked whether middle school students would participate or if it begins in high school, and this language would inform 8th graders of the opportunities as they enter high school.

MR. KING responded that the concurrent high school and professional certification credit can't start until high school. The information goes to the 8th grade, so the students know about the program. He stated that the 14-year-old requirement was more directed towards a worker's permit and the ability for one of these students to get on-the-job training and to comply with the Department of Labor & Workforce Development standards for working.

[9:37:57 AM](#)

SENATOR HUGHES recalled discussing whether 8th graders could begin earning high school credit. She asked whether any districts offered it.

MR. KING deferred to Mr. Billings.

[9:38:47 AM](#)

BRAD BILLINGS, Career and Technical Education Administrator, Innovation and Education Excellence, Department of Education and Early Development, Juneau, Alaska, responded that the department reviewed the Carl D. Perkins Career and Technical Education Act of 20015 (Perkins VI) that serve students. The department extended the use of the Perkins VI funds to include grades 7-12. He stated that whether credit could be awarded for a 7th or 8th grade student would be up to the local school board.

[9:39:58 AM](#)

SENATOR HUGHES asked whether any districts allowed high school credit for 7th and 8th grade students, particularly 8th grade students who were 14 years old.

[9:40:08 AM](#)

MR. BILLINGS offered to research the matter and report back to the committee.

[9:40:18 AM](#)

SENATOR MICCICHE stated that HB 132 was written for public secondary students. He wondered if students attending a private school could participate in a similar program.

SENATOR HOLLAND asked whether he was referring to including private homeschooled students.

SENATOR MICCICHE clarified that homeschooled students are public school students. He said his question relates to private school students.

SENATOR HUGHES stated that there are also private homeschools. She stated that she had just attended a convention, so she was also curious about it.

[9:41:27 AM](#)

SENATOR MICCICHE offered his belief that the legislature tends to divide schools and students in an unhealthy way. He pointed out that some students may choose CTE early on, but people tend to push students toward a college path.

[9:42:21 AM](#)

REPRESENTATIVE FIELDS stated that some pre-apprenticeship programs, such as the Alaska Primary Care Association's pre-apprenticeship programs in health care or Alaska Works Partnership, do not limit their programs to public school students. He suggested that a private school student in a community where APCA offered a pre-apprenticeship program would be available to all students.

[9:42:58 AM](#)

SENATOR MICCICHE asked whether the word "public" should be removed on page 5, line 4.

REPRESENTATIVE FIELDS responded that the underlying HB 132 language was trying to support DEED, DOLWD, and the University of Alaska to collaborate. He stated that in the sense that the legislature was telling school systems that it values CTE, the public school makes sense because the state does not appropriate money for private schools.

[9:44:32 AM](#)

SENATOR HUGHES agreed with Senator Micciche. She noted one topic that the private homeschool convention mentioned earlier was some parents were taking their children out of the public school system because the traditional academic book learning doesn't work for their students. She highlighted that if the bill applied to private students, they could fill the need Mr. Dimond said the 200-300 carpenters currently needed, .

[9:45:54 AM](#)

MR. KING pointed out that the bill was focused on the direction of using public funds and the purpose of those funds. He stated that private schools control their curriculum. He indicated that if the private school wanted to provide high school credit for that program, it would be a matter for the private school. The legislature would not need to direct that since there was no regulation or oversight for private schools.

MR. BILLINGS deferred to the bill sponsor. He noted that the federal funds would pass through the school district. The federal government requires a school district receiving the Perkins VI funding would offer that a private school within their boundaries would be able to participate in the Perkins VI-funded activities.

[9:47:33 AM](#)

SENATOR STEVENS stated that the legislature was concerned about all students, public and private, so he did not see an issue with removing the term "public."

[9:47:58 AM](#)

SENATOR HUGHES offered her belief that private and public homeschools can participate in some music and sports programs, so that might be a way this bill can work for those students. She wondered if each district determined that as an option.

[9:49:08 AM](#)

MR. BILLINGS stated that he was aware of two federally-funded programs, Title I and Perkins VI that require states to offer those opportunities to private school students. He highlighted that it would be a local school district's decision regarding how to structure it and what they offer. The difference here was that the bill refers to state funds and not the federal funds that have that requirement attached.

[9:50:05 AM](#)

SENATOR MICCICHE offered to discuss a parallel path for those students offline. He stated that at some point, kids start

making their own decisions. The parents may decide whether they will attend private school or public school. One decision these students might make could be CTE. The legislature has been discussing creating a workforce and not sorting kids. He highlighted that some of the best professionals he had hired were CTE mechanical engineers that started in a hands-on mechanic program before attending college. He offered his view that each path a student takes is the right path.

[9:53:31 AM](#)

REPRESENTATIVE MCCARTY thanked the committee for hearing the bill. He offered his view that members were interested in all students. He explained that what inspired him to introduce the bill was a freshman in Kodiak who went fishing with his parents, made a lot of money, and bought a truck. The teacher was telling the class that they needed to go to college. The student pointed to the new truck and asked why he needed to attend college because he had a promising fishing career. He said that the program was available to all students.

[9:55:14 AM](#)

REPRESENTATIVE FIELDS stated that the apprenticeship programs are open to everyone, whether in public, private, or homeschool. He emphasized that this bill ensured that the departments were working hard to make those opportunities available to as many students as possible.

[9:55:57 AM](#)

CHAIR HOLLAND held HB 132 in committee.

[9:56:07 AM](#)

There being no further business to come before the committee, Chair Holland adjourned the Senate Education Standing Committee meeting at 9:56 a.m.