

# PRE-APPRENTICESHIP ADVANCING EQUITY & ACCESS TO GOOD CAREERS

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# ABOUT NELP

NELP fights for policies to create good jobs, expand access to work, and strengthen protections and support for underpaid workers and unemployed workers.

We publish research that illuminates workers' issues; promote policies that improve workers' lives; lend deep legal and policy expertise to important cases and campaigns; and partner with allies to advance crucial reforms.

# ABOUT THIS REPORT

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# EXECUTIVE SUMMARY

*As we advocate for policymakers to legislate for a just and inclusive recovery, we recognize that it is only possible if workers with records and their families are included in this vision and action — especially since the pandemic has exacerbated the barriers these workers already faced.*

*The human dignity and rights of people with records must be respected everywhere, including in the labor market and the labor movement; this means fighting for a quality floor with living wages, just conditions, and excellent benefits but also creating and supporting pathways like pre-apprenticeships that advance equity and prepare people with records to thrive in apprenticeships and careers. We offer this report in deep solidarity with the movement of incarcerated and formerly incarcerated people and their allies working toward racial, gender, and economic justice.*

Systemic racism over generations has resulted in economic inequities including racial and gender wealth gaps and a lack of policies and investments for the wellbeing of communities of color; while there have been massive investments in a legal system that criminalizes and incarcerates people of color. When people return to their communities with a record, they are faced with added barriers and few pathways that provide access to good careers.

Every year, more than 620,000 people are released from prison in the United States—of those, only about 55 percent report any earnings at all and only [20 percent](#) report income equivalent to a full-time minimum wage job.<sup>1</sup> And given that formerly incarcerated individuals are ten times more likely to be homeless than the general population, those who become justice-involved are not only impacted during their sentence, but often for their entire lives—and in many cases their families are impacted as well.<sup>2,3</sup>

Pre-apprenticeship programs provide a path to promising careers during a time when thousands of people are being released from prison and key industries need well-trained employees. They offer people with arrest and conviction records, improved opportunities for good quality jobs by preparing them to participate in industry apprenticeship programs. Pre-apprenticeship programs can facilitate individual success in apprenticeship programs by providing support services, career training, and access to mentors and exposure to different careers apprenticeships offer.

While apprenticeships can advance opportunity, they can also perpetuate and compound severe inequities and discrimination against women and people of color. Well designed and holistic pre-apprenticeship programs offer tremendous potential to change this by promoting equity and developing a more diverse workforce. The body of research about the value and role of pre-apprenticeship is small. This report strives to add to this body of research which is critical to NELP's mission of advancing worker rights by promoting opportunity and economic security through work.<sup>4</sup>

California has invested significantly in pre-apprenticeships to promote equity while supporting industry needs for trained workers. California policies recognize that good jobs reduce reincarceration, and support workers and industry.

As described in this report, California's experience can inform efforts around the country to lift and build out pre-apprenticeships for people with records to access and thrive in promising careers. Here are some of the highlights:

- California has invested millions in pre-apprenticeship programs across a broad array of demand industries, including





healthcare, information technology, advanced manufacturing, advanced transportation and logistics and construction.

- Community-based organizations and unions have teamed up to develop curriculum, training and jobs in the construction industry targeting people with records.
- The best pre-apprenticeship programs partner with unions, offer industry relevant curriculum, exposure to professionals in the field and support services, and when done well, connect the worker directly to an apprenticeship program and to work on a higher wage career path.
- While relatively small-scale, the California pilot programs have a strong track record, and are taking on the hard-structural issues (e.g., race and gender discrimination, and lack of income support) that have created barriers to employment for people with records in apprenticeship programs.

The California corrections and prison industry programs have embraced apprenticeships approved by the state and federal government, while still facing serious challenges in making “prison

to employment” a reality. The report concludes with a summary of promising practices and recommendations for program and policy reforms. To assure the success of pre-apprenticeship programs and their participants, the report recommends that government and organizations offering pre-apprenticeship programs:

- **Assure adequate funding** of programs offered inside and outside prison including using novel funding mechanisms from state infrastructure projects.
- **Promote equitable access** to pre-apprenticeship and then apprenticeship programs in legislation and labor contracts.
- **Promote collaboration** between organizations offering pre-apprenticeship programs and employers, unions, and industry associations.
- **Remove barriers** where possible that prevent people with records from qualifying for related jobs.
- **Continue to study** how pre-apprenticeship programs can support people with records in securing good jobs once they leave prison.

## REPORT METHODOLOGY

**This report considers how pre-apprenticeship programs can promote equitable access to apprenticeship programs and high road careers for people with arrest and conviction records.**

The information and analysis in this report follows conversations with workforce development and corrections officials, program experts, union representatives, and program participants. NELP led two focus groups with formerly incarcerated pre-apprentices. NELP collected and assessed data on pre-apprenticeship programs and reviewed dozens of studies.

The report is informed by current thinking on advancing equity in the field such as the Center on Wisconsin Strategy’s “Principles for Advancing Equity in Apprenticeship,” the California Workforce Development Board’s, “Building a Statewide System of High Road-Pre-Apprenticeship in California,” and more.

We analyzed current policies that address criminal justice reform, labor market practices, and pre-apprenticeship training. Much of our research focuses on California’s experience because of the state’s recent criminal justice reform and its significant funding of pre-apprenticeship and apprenticeship training for “disadvantaged job seekers” to support infrastructure investments.

We looked at what we could learn from California and how it could be applied nationally to reach more states.

We also developed two fact sheets 1) Apprenticeship Program Fact Sheet, describing the benefits of partnering with pre-apprenticeship programs and 2) Pre-Apprenticeship Candidate Fact Sheet, created for people with records who are looking for a career opportunity.

# INTRODUCTION

Each year, hundreds of thousands of people in the United States are released from prison. Many have a hard time finding well-paid work to support themselves and their families. This can prevent successful reentry and economic security. At the same time, demand in the United States for well-trained workers is increasing with economic growth and the large number of retirements in major industries expected in the coming years.

Apprenticeship programs offer training in the construction trades and other growth sectors, and many are open to workers with arrest and conviction records. However, complex entry requirements and a lack of accessible information make apprenticeship programs especially difficult to navigate for people who have faced structural barriers to quality education and training well before they served time in prison.

Pre-apprenticeship programs can support people from prison by giving them improved access to apprenticeship programs and good careers. Pre-apprenticeship programs promote equitable access to careers that have historically been inaccessible to people with arrest and conviction records, especially; Black and Brown people including immigrants who have been disproportionately affected by structural racism, government policies, and laws, that have resulted in mass incarceration.

Pre-apprenticeship programs support individuals as well as the broader community. This report reviews California's experience with pre-apprenticeship programs and how its policies and programs have successfully created a pathway to apprenticeship programs for those returning from prison back to their communities. This report highlights ways pre-apprenticeship programs can be designed to address

the particular challenges of people with prison records. Finally, we will make recommendations on how to further support pre-apprenticeships as a strategy in creating equitable access to apprenticeship programs and high growth careers in California and across the states.

The report applies PolicyLink's definition of equity, specifically, "just and fair inclusion into a society in which all can participate, prosper, and reach their full potential. [It is about] unlocking the promise of the nation by unleashing the promise in us all."<sup>5</sup> Equity from this perspective is an essential value, and one that is core to NELP's mission as an organization committed to workers' rights, racial justice and equity. Equity is foundational in creating access to well-paying work in apprenticeship for everyone, without focusing on equitable access, these careers would remain largely inaccessible to people with records.

## PRE-APPRENTICESHIP PROGRAMS PROVIDE ACCESS TO APPRENTICESHIP

Pre-apprenticeship programs provide training and support services to prepare participants for apprenticeship programs. They are usually offered without charge to participants by nonprofit organizations, community colleges, in prison programs or unions. Participants get information about navigating various apprenticeship programs that may interest them, and exposure to professionals in their chosen fields. The most successful pre-apprenticeship programs collaborate with industry and unions to design curricula according to industry needs. This partnership can facilitate a strong transition for participants into apprenticeship and careers.

Most pre-apprenticeship programs offer participants critical support services in addition to technical training. Many people

**“We provide opportunities for people to get into the skilled trades, with good wages and a pathway out of poverty.”**

**–Marlin Jeffreys  
Graduate  
& Program  
Manager of  
Rising Sun's Pre-  
Apprenticeship  
Program**

with records face particular challenges in their lives, including inadequate education, housing, substance abuse, trauma, difficulties obtaining drivers' licenses and government services and benefits, such as affordable day care. Pre-apprenticeship programs can address these barriers and provide the needed support through case management that can help mitigate the barriers upfront.

Pre-apprenticeship programs also prepare participants for employment by offering opportunities to work as part of a team, introducing experience with conflict resolution and mutual support . This can build a sense of community, self-confidence, and hope while increasing the prospects of enrollment in an apprenticeship program and subsequent employment.<sup>6</sup>

## Pathway to ... Pre-Apprenticeship → Apprenticeship

- Exposure to different apprenticeships
  - Industry approved training curriculum
  - Professional skills development
  - Technical, hands-on training
  - Assistance applying to apprenticeship
  - Support services
  - Typically less than 1 year
- “Earn while you learn”
  - On-the-job training and job-related instruction
  - Progressive increases in an apprentice’s skills and wages
  - Nationally-recognized credentials
  - Union “Joint” or Non-Union “unilateral”
  - Anywhere from 1-6 years



# APPRENTICESHIP

## APPRENTICESHIPS OFFER A PATH TO PROMISING CAREERS

Apprenticeship prepares workers for jobs while meeting the needs of industry for a trained and skilled workforce in a variety of employment sectors. Apprenticeship is an “earn-while-you-learn” employment and job training model that lasts between one to six years. In an apprenticeship program, a program participant will:

- Receive paid hands-on training at the job-site
- Get additional technical and academic training to help advance on the job
- Earn pay increases for skills gained and hours worked
- Obtain a nationally recognized credential

Apprenticeships can also offer opportunities to people with arrest, incarceration, or probation records, who have difficulty finding employment that pays a living wage. Sixty to 75 percent of formerly incarcerated people are not employed within one year of their release and those who are able to find employment often end up in underpaid jobs. People with prison records make 20 percent less than their counterparts who have not been in prison.<sup>7</sup>

Apprenticeship has a long history in the building trades, but apprenticeship programs are expanding to many other industries such as healthcare, service sectors, information technology, energy, and transportation. Currently, more than 850 occupations use apprenticeship programs in the United States. Of those, more than 200 are active in California. Apprenticeships are considered a form of “high road” economic development, one that represents an investment in long term skills development rather than short term cost savings, supporting regional growth strategies in key sectors of the economy.<sup>8</sup>

Most apprenticeship programs operate with union involvement and support, particularly in the construction industry. “Joint” apprenticeship programs are partnerships between unions and employers, usually according to collective bargaining contracts. “Unilateral” apprenticeship programs are those offered by employers in non-union workplaces. In recent years, 89 percent of apprentices graduated from joint programs, and 11 percent from unilateral programs.<sup>9</sup> On average nationally, due to the demanding nature of apprenticeship and other factors, only about one-third of people enrolled in apprenticeships complete the program.<sup>10</sup> Workers who are members of a union make an average of 30 percent more than non-union workers. Ninety-two percent of union workers have job-related health coverage compared to 68 percent of non-union workers. Union workers are more likely than non-union workers to have guaranteed pensions.<sup>11</sup> Union contracts help protect employees from unlawful treatment on the job or unfair dismissal.

Unions benefit employers as well. Compared to their non-union counterparts, unionized workplaces generally have higher productivity, and lower employee turnover, better safety practices and well-trained workers. For these reasons, this report highlights pre-apprenticeship programs that provide pathways to union apprenticeship and seeks to address the racial and gender inequities that plague both entry into and the industry itself.

## APPRENTICESHIP PROGRAMS ARE INCREASINGLY POPULAR WITH INDUSTRY AND POLICY MAKERS

In California and across the United States, apprenticeships have expanded in recent years, both in number and in scope. While most apprenticeship programs are funded

**“The only job I could get was washing cars.”**

**–Pedro, Program Graduate**



independently, federal and state agencies have invested significant resources to expand apprenticeship programs. For example, in 2016, the U.S. Department of Labor issued more than \$145 million in grants to expand and diversify the nation's Registered Apprenticeship programs, to meet the needs of both workers and employers, focusing on people who are new to the workforce and in new industries.<sup>12</sup>

- The number of apprentices is likely to continue growing in the coming years as states across the country recognize the value of investments in related programs. According to the U.S. Department of Labor, the number of active registered apprentices increased by 56 percent, from 375,000 in 2013 to more than 585,000 in 2018.<sup>13</sup> State and local leaders have embraced apprenticeships as a strategy to satisfy the demand for skilled workers in high-growth sectors of the economy. The Biden Administration's American Jobs Plan proposal identifies pre-apprenticeships and apprenticeships expansion as critical workforce development investments, if passed, the growth in these programs can put individuals, families, and communities on a path to greater stability.<sup>14</sup>
- California set a goal to train 160,000 apprentices by 2027, an increase from approximately about 80,000 in 2018, and invested \$50 million in an initiative that funded 64 innovative programs (including 20 pre-apprenticeship programs).<sup>15</sup>
- The Governor of New Jersey stated an intent to create a state-wide apprenticeship network and proposed

\$10 million to support it in its FY2019 budget and has continued this investment in 2020.<sup>16</sup>

- In 2017, the Mayor of Washington, D.C., stated an intent to create more apprenticeship programs in high-growth industries, including health care and information technology and in March 2020, the Department of Employment Services released a grant for pre-apprenticeship programs for youth.<sup>17</sup>
- In 2013, the City of Chicago expanded an apprenticeship training to prepare formerly incarcerated individuals for careers in the transportation industry and in 2019 the Mayor in partnership with foundations launched Apprenticeship 2020 to facilitate the enrollment of 350 apprentices over two years.<sup>18</sup>

Apprenticeship programs can serve the growing demand for skilled workers in a broad range of industries. For example, the California Apprenticeship Initiative funded new innovative programs organized into four major growth sectors, including 1) manufacturing, logistics and aerospace, 2) health and life sciences, 3) hospitality, food safety and early childcare, and 4) petrochemical, cyber and creative services. The Associated General Contractors of America and the software company Sage released a study finding that contractors are optimistic about the demand for construction in 2020, but troubled that anticipated labor shortages could compromise operations, training, safety, and profits.<sup>19</sup> The Manufacturing Institute estimates that 2.4 million positions will be unfilled between 2018 and 2028. One of the strategies identified to address this labor and skills gap is to bolster apprenticeship programs.<sup>20</sup>

**“Pre-Apprenticeship gives you hope, keeps you connected, helping each other out.”**

**–Pedro, Program Graduate**

# PRE-APPRENTICESHIP

## PRE-APPRENTICESHIP CREATES EQUITABLE ACCESS TO GOOD CAREERS

Many people with records face barriers to gainful employment, partly because of stigma and discrimination among employers. Multiple studies have found that a criminal record lowers the likelihood of a job callback by over 50 percent; this is even more pronounced for Black people, who experience compounding impacts of discrimination related to their record, race, gender, and sexual orientation.<sup>21</sup>

According to one estimate, the unemployment rate in 2008 of formerly incarcerated people was nearly five times higher than the general unemployment rate, and higher than the general population during the worst years of the Great Depression.<sup>22</sup> In light of this snapshot of the last major economic downturn, we must consider investments in pre-apprenticeships programs as crucial components of a just and equitable recovery that includes people with records.

Even in non-downturn times, for those who can find work, many are able to find only low-paying or temporary jobs. On average, formerly incarcerated men can expect to work nine fewer weeks per year and earn 40 percent less annually than their counterparts without prison records.<sup>23</sup>

People with records who participate in pre-apprenticeship programs report that the programs help them address these kinds of problems by easing the transition to employment, advocating on behalf of the participant with an employer, providing a supportive training environment where they learn transferable skills, and removing additional barriers, that may add to the stigma. Most organizations offering pre-apprenticeship training are sensitive to the kinds of issues facing people who have recently been incarcerated.

While apprenticeship programs offer opportunities to well-paying jobs, they can be difficult to access. Information about program requirements, testing and interview dates can be hard to find, and in some cases, especially in the construction trades, they have a history of race and gender discrimination. Well-designed pre-apprenticeship programs can break down these barriers and serve public policy goals by promoting diversity and equity in workforce development.

To serve these objectives, pre-apprenticeship programs should be designed to attract and serve workers who have been shut out of quality education and training, for example, in the ways they recruit, select and train participants. Women and workers of color are underrepresented in apprenticeships, and overrepresented in the lowest paid occupations.<sup>24</sup> Pre-apprenticeship programs—especially those affiliated with unions—can help to address issues of access and equity, by creating a diverse group of prospective apprentices, especially for people with records. California’s state supported pre-apprenticeship programs are an example of this and will be analyzed in greater detail later in this report.

Pre-apprenticeships prepare workers for the rigors of an apprenticeship program by orienting participants to training content and work habits. Pre-apprenticeships have more relaxed entry requirements than apprenticeships, typically requiring only a government ID and evidence of high school education. Participants are exposed to the higher skilled, higher paying industries that are harder to access, such as the mechanical trades.

Unions typically collaborate with pre-apprenticeship program providers, assisting in program development and job placement. For example, the union-developed Multi-Craft Core Curriculum

**“I applied to over 100 places, but none took me in because of my record.”**

**—Gabriel, Program Graduate**

“MC3”) is generally regarded as the best of the pre-apprenticeship programs in the trades. The MC3 certification, developed by the Building Trades National Apprenticeship and Training Committee in 2008, provides a foundation for jobs in the construction trades and includes instruction on topics such as blueprint reading, green construction, and financial literacy. Local Building Trades Councils must endorse a pre-apprenticeship providing the MC3 certification to ensure program credibility and quality.

Pre-apprenticeship programs often provide participants a community that supports the growing numbers of people recently released from prison. Many programs hire staff who were formerly incarcerated and understand the transitions from incarceration to community. They can be role models and mentors. Some programs bring past graduates back to speak and mentor the new cohort. This kind of mutual support and encouragement can make the difference to a participant’s ability to stay with the program through graduation. These intangibles are difficult to measure but have the greatest impact in a person’s success. Pre-apprenticeship programs can provide this unique opportunity for people with records.

## PRE-APPRENTICESHIP PROGRAMS IMPROVE THE SUCCESS OF APPRENTICESHIP PROGRAMS

Less than half of people who enter registered apprenticeship programs in the United States complete their training.<sup>25</sup> The reasons for this appear to be various. The curriculum can be difficult, but participants also face logistical problems, such as lack of adequate income during the training period, inadequate transportation, the cost of materials, and a loss of confidence. Pre-apprenticeship programs can mitigate some of the challenges of apprenticeship and thereby increase retention and completion of apprenticeship.<sup>26</sup>

Pre-apprenticeships can also address the discrimination and harassment people of color and women have historically faced in the trades, which have discouraged participation in and completion of apprenticeship programs. Many pre-apprenticeship programs address discrimination and harassment by educating participants about their legal rights and how to handle discrimination and harassment on the job site. They also discuss what they may experience, who their allies are as well as provide them with mentors for support. Most critically, unions that work with pre-apprenticeship programs are more likely to support a more diverse union workforce. All of this increases the likelihood of underrepresented people completing their subsequent apprenticeship training and finding the support they need to navigate difficult situations. In these ways, pre-apprenticeship can support a more inclusive and diverse workforce.

Pre-apprenticeship programs can help participants complete apprenticeship programs because they model apprenticeship programs, provide exposure to prospective employers and the future work environment, and help participants understand the long-term benefits of apprenticeship training and its value to them.

## THE BENEFITS OF PRE-APPRENTICESHIP TO THE COMMUNITY

When people including those with records, have living wage jobs, they have more stability which translates to stronger families and safer communities. People with records that have good jobs are more likely to feel a sense of dignity and community.

Comments from California focus groups, survey respondents and program providers suggest pre-apprenticeship program graduates were regarded as role models in

their communities. Other participants said that when people see their success, they want to join the program too.

The focus groups illuminated that most participants refer people to the program and felt pride in representing the program and their success. One of the signs of a successful pre-apprenticeship program is the number of family and friend referrals it receives from past graduates. The success of a family member often motivates parents, children, siblings, and cousins all to attend the same program. Many people currently incarcerated, hear about these programs from past participants and sign up once they have been released.

Because of decades of over-policing and mass incarceration, record numbers of people have been impacted by the criminal legal system, disproportionately targeting communities of color. Currently, more than 70 million people in the United States, or nearly 1 in 3 adults, have an arrest or conviction record. Without a serious investment in resources like housing, mental health services, healthcare and living-wages jobs, the likelihood of re-criminalization is high. Re-arrest rates for formerly incarcerated people remains in excess of 50 percent, partly because people return to over-policed communities and also due to the often-preventable challenges people face after they leave prison.<sup>27</sup> Pre-apprenticeship programs can reduce reincarceration by helping people access living-wage jobs and get support services.

While research about pre-apprenticeship and reincarceration rates are limited,

research about prison education programs, including apprenticeships and other vocational programs suggest that they are successful in reducing reincarceration and improving labor market outcomes post-release.<sup>28</sup>

According to a 2013 study, people who participated in prison education programs were 43 percent less likely to return to prison than those who did not participate. Furthermore, those who participated in vocational training programs were almost 30 percent more likely to be employed after release than those who did not receive training.<sup>29</sup>

Since the initiation of the California Prison Industry Authority's (CALPIA) Career Technical Education programs in 2006, which pre-apprenticeship programs in prison fall under, the CALPIA reported an overall reincarceration rate<sup>30</sup> of 7.13%.<sup>31</sup> Job training programs can reduce reincarceration. When people have jobs, people prosper, and communities are safer.

The states and the U.S. Department of Labor also offers grants to employers, governments, intermediaries, and community-based organizations to support pre-apprenticeship and apprenticeship programs, many with an explicit preference for those that serve youth, women, the formerly incarcerated, and other targeted groups. Bipartisan support for such programs has resulted in their continuity from one administration to the next.<sup>32</sup>

**“I came from mostly gang members, now I can be a role model to my nephews and cousins. I am now in a position to own a home and take my daughter to the World Series.”**

**–Victor, Program Graduate**

**“I was the troublemaker in the family, which brought my mother down, now she puts pictures on Facebook, and shows me off.”**

**–David, Program Graduate**



# CALIFORNIA'S ENCOURAGING POLICIES AND PROGRAMS

## OVERVIEW

California has the largest and fastest growing apprenticeship system in the country. Before the pandemic, it was estimated that by the end of 2020, apprenticeship programs in the state would have trained 100,000 apprentices, most by the unions serving the building trades.

California's Department of Apprenticeship Standards (DAS) oversees state-registered programs to ensure compliance with standards related to wages, hours, and working conditions.<sup>33</sup> Eighty-nine percent of participants in state-registered programs come through joint programs, which bring union advantages.<sup>34</sup> California policy acknowledges that union apprenticeships have not been sufficiently accessible to women, people of color or people with records. For example, the City of Oakland reports that African American workers obtained less than 10 percent of total apprenticeship hours on city-funded projects, even though Black residents represent nearly 30 percent of Oakland's population. The City attributes the discrepancy to workplace discrimination, program requirements, and the lack of information.

As a result of criminal justice reforms in California, thousands of incarcerated individuals are becoming eligible for early release and will be seeking employment. That is why the full embrace of pre-apprenticeship programs across multiple union industries as a way to create a stronger and more diverse worker pipeline is so significant. Partly in recognition of this, the state's budget has included funding for pre-apprenticeship and apprenticeship programs as part of infrastructure development strategies, including SB1, which funds transportation projects and Prop 39, which funds energy efficiency improvements in schools. Both initiatives explicitly address equitable access to good

jobs. Both require all pre-apprenticeship construction trades programs receiving state funding to use the Multi-Craft Core Curriculum (MC3), which was developed by the building trades to cover the core educational components as the gateway into a union apprenticeship. Both initiatives also specifically require outreach to and recruitment of several underrepresented groups, including women, people of color, youth, and formerly incarcerated individuals.<sup>35</sup>

The Governor's 2018 budget included the Prison to Employment Initiative, which is a three-year \$37 million grant to fund reentry services for people leaving prison who need training and jobs. The goal was to improve labor market outcomes by creating a partnership between rehabilitative programs within the California Department of Correction Rehabilitation (CDCR) and the state workforce system, which includes funding for pre-apprenticeship programs.<sup>36</sup>

In 2016, California also launched the California Apprenticeship Initiative (CAI), a \$15 million annual – a total of \$75 million to date – grant opportunity, offered by the California Community Colleges Chancellor's Office (CCCCO) to support the creation of new apprenticeship and pre-apprenticeship training programs.<sup>37</sup> CAI focuses on non-traditional sectors such as transportation and logistics, health and life sciences, hospitality, early care, advanced manufacturing, cyber security and information technology, and more. It also emphasizes recruiting underserved/underrepresented populations. Between 2016-17, the program served 2,447 pre-apprenticeship participants.<sup>38</sup>

As a result of SB1, the California Workforce Development Board (CWDB) is investing \$25 million over five years in its High Road Construction Careers (HRCC) initiative, which supports regional



training partnerships that deliver multi-craft pre-apprenticeship (using the MC3) and provide a wide range of supportive services. Services include placement assistance so that MC3-certified graduates can find gainful employment—ideally, through a state-registered apprenticeship program in the construction trades—or go on to postsecondary education.<sup>39</sup>

CWDB has announced awards for the first \$14 million of funding available under SB1, and issued required guidelines to help create a coherent singular statewide model for increasing access to middle-class careers in the construction trades for individuals with barriers to employment and populations that are under-represented in the construction industry.<sup>40</sup> The HRCC initiative, which focuses on serving disadvantaged Californians, is a prime example of advancing economic equity through workforce development—an essential element of the CWDB’s Equity, Climate and Jobs agenda.<sup>41</sup>

The 2019-20 budget continues this commitment to building an inclusive carbon-neutral economy by investing over \$165 million over five years for both High Road Construction Careers and High Road Training Partnerships, which is subject to change depending on yearly appropriations from the Greenhouse Gas Reduction Fund (GGRF) by the California Legislature. Fifty million is targeted to the HRCC initiative.<sup>42</sup> The state’s commitment to funding pre-apprenticeship programs through various departments in the budget will greatly benefit people with records needing training and work. As documented in a comprehensive new report developed

for the California Workforce Development Board by the UC Berkeley Labor Center, pre-apprenticeship targeting people with records are a proven strategy that is critical to the success of the state’s long-term climate justice and high-road jobs agenda.<sup>43</sup>

A new, first of its kind in the nation law, Assembly Bill 235, was established to the California Labor Code,<sup>44</sup> officially developing a process to register and certify pre-apprenticeship programs through a Department of Apprenticeship Standards approval process. Certification requires that pre-apprenticeship programs partner with one or more apprenticeship programs, adhere to curriculum that conforms to industry standards, and serve underrepresented populations, among other things.<sup>45</sup>

Such government standards make pre-apprenticeship programs more credible to industry and provides the political will to ensure funding to support these programs. Political support for workforce development and rehabilitation programs provides an opportunity for successful programs with proven results to scale across California and be a national example of what is possible; helping to diversify the workforce and support more formerly incarcerated people access gainful employment and promising careers.

Another important role that governments can use, especially at the local level, to expand the use of pre-apprenticeship and apprenticeship programs are negotiated agreements concerning public construction projects called project labor agreements (PLAs), or community

**“If you grew up in poverty, went to jail, pre-apprenticeship opens the door for people like us to get more jobs, which helps reduce poverty.”**

**–Rashad, Program Graduate**

workforce agreements (CWAs). They are legally binding pre-hire agreements between a contractor and local labor organizations that set standards for pay and benefits, and criteria for local hiring that incorporate community interests.

Targeted hire initiatives in particular, which set goals on the hiring of particular groups for the project, “create formal institutional mechanisms to increase the participation of socially *and economically disadvantaged workers and businesses in public construction projects based*

*on work availability.”*<sup>46</sup> While highly variable, if leveraged effectively these agreements can be powerful vehicles to ensure that new construction work in the area addresses community needs, hires locally, incentivize employers to hire underrepresented candidates and advances equity. Many local jurisdictions, including the Port of Oakland, the City and County of Los Angeles, Richmond, and Sacramento, are working with their local Building and Construction Trade Councils, to pursue these agreements on major construction projects.<sup>47</sup>

## Targeted Hire: Port of Oakland Case Study

The Port of Oakland stands as a national model for leveraging its position to increase apprenticeship opportunities for local residents, specifically including targeted workers with barriers to employment.

The Port has been party to three major agreements in the last two decades: the Maritime and Aviation Project Labor Agreement for Modernization of the Port of Oakland (MAPLA), which began in 2001 and has covered over a billion dollars of large infrastructure projects; The Oakland Army Base Project Labor Agreement, which covered the first phase of an \$800 million public-private venture to transform the Army base into an international trade and logistics center at the Port of Oakland; and a 2016 five year renewal and update to the original MAPLA.

The 2016 MAPLA renewal required that 25 percent of apprentice workers on the project were either people with convictions, veterans, people living in underserved neighborhoods, former foster care recipients, people who are currently homeless, or people receiving public assistance. Just as significant, the Port’s PLA also recognized that to hire historically disadvantaged workers, investments must be made in pre-apprenticeship programs. Additionally, relying on local community groups was essential to these targeted hire categories were met and that people in the community were aware of these opportunities. The MAPLA renewal required that 30 cents of every trade hour wage worked goes to a dedicated social justice fund, which makes grants to support both recruitment and training infrastructure, such as pre-apprenticeship programs.

## CALIFORNIA PRE-APPRENTICESHIP PROGRAMS

To better understand pre-apprenticeship programs in California, NELP conducted two focus groups with pre-apprenticeship graduates from leading programs as well as conducted extensive interviews with career training programs operating inside prison—including places like San Quentin

and Folsom State Prison—and pre-apprenticeship programs outside of prison aiming to facilitate successful reentry for formerly incarcerated people. The focus groups and interviews illuminated the benefits and challenges of pre-apprenticeship, but overwhelmingly the programs positively impacted a person with a record’s life. This next section will share our findings for programs outside of prison and then, programs in prison.

## Pre-Apprenticeship Program Focus Groups: Ten Takeaways

### (Flintridge Center & Anti-Recidivism Coalition)

1. Helped people enter into high paying trades: Electrical, Carpenter, Iron Workers, Plumbers, etc.
2. Participants applied to change their lives and get higher paying work
3. Found out about program through referrals, in-prison, parole office, other non-profits, government assistance agencies
4. Received critical support services: Transportation, Mental Health, Addiction Recovery, Record Expungement, Car & License Support, and eased Parole
5. Learned about unions, improved math skills, physical fitness, and professional skills
6. Program was a struggle, needed physical, mental, and emotional perseverance
7. Many worked part time while in the program
8. Many had trouble finding good paying work prior to program because of their record
9. Felt a huge sense of pride in self and from family members
10. Expressed gratitude for the program experience and support

## 1. PROGRAMS FOR PEOPLE WHO WERE PREVIOUSLY INCARCERATED

### Proposition 39 Pre-Apprenticeships:

Between 2014 and 2017, more than 1,400 people participated in Prop 39 pre-apprenticeship programs in construction and “green job” skills. Of those, more than 1,000 found good jobs or enrolled in higher education. More than 400 entered a state-

certified apprenticeship program. Four Prop 39 pre-apprenticeship programs specifically targeted people with records and other groups that have experienced barriers to employment. As indicated below, they have produced impressive results with high completion and placement rates:

**Table 1: Prop 39 Program Performance Statistics from CWDB (As of 12/31/18)<sup>48</sup>**

Project	Enrollment (% of Target)	Completion (% of Enrolled)	Placement (% of Trained)
Flintridge Center (Pasadena, CA)	90%	73%	77%
L.A. Trade Technical College/Anti-Recidivism Coalition (LA, CA)	96%	66%	51%
RichmondBUILD (Richmond, CA)	100%	100%	73%
Rising Sun Center (Oakland, CA)	102%	85%	96%



Each aim to provide a combination of rigorous training—based on the MC3 curriculum—along with support services designed to keep participants in the program through completion and to facilitate successful transition to apprenticeship, full time employment and/or higher education.

**Flintridge Center (FC), Pasadena, California:** FC serves people from high-risk, high-need circumstances throughout Los Angeles County. One of FC’s most successful programs is its Apprenticeship Preparation Program. Its purpose is to prepare and assist previously incarcerated and gang-affiliated community members for careers in the construction trades. Most program instructors are formerly

incarcerated, which fosters trust and understanding while building participant confidence. The program also offers life skills training, including physical fitness and conflict resolution. The program emphasizes collaboration between pre-apprentices and community members, which fosters trust and reduces stigma. For example, a representative of a local credit union leads a session on financial literacy, opens an account for each student, and makes an initial deposit of \$5 dollars. This program has served formerly incarcerated individuals for over 10 years.

**Rising Sun Center for Opportunity (Rising Sun), Oakland, California:** Rising Sun is a 501(c)(3) nonprofit organization with funding from the State of California and

## Dannie Guzman’s Graduation Speech Rising SUN

“My name is Dannie Guzman. Before coming to Rising Sun, I had just served six years on a 15 years-to-life sentence. At 17 years old, I was involved in a situation that shattered entire communities and forever marked the lives of all of those affected directly and indirectly.

I had been released from prison six days when I went to my PAC meeting at the parole office and met Ester Sandoval from Tradeswomen, Inc. I had picked up several trades in prison, such as painting, glazing, and electrical work. Ester suggested I look into applying to Rising Sun’s all-women cohort. At this point, I hadn’t even met my parole officer and the anxiety of being out was overwhelming. In the blink of an eye, I went from potentially spending the rest of my life in prison, to being free, and now with career opportunities. These last nine weeks in Rising Sun’s pre-apprenticeship program have changed my life in a way that I cannot put into words.

Rising Sun has seen me through the dark days. This journey, like many others, was not easy. There were times when I felt like my Program Manager was hardest on me. Then I remember he has walked a mile in my shoes—or better yet, my prison sandals—and I understand his zero tolerance for the nonsense attitude. I am not a product of my circumstances; I am a product of my decisions, and today, at 25 years old, I decide to live for this second chance at life—one I believed would never come. I know now through Rising Sun I can reach my highest goals and become an Electrician as a Hispanic female in a field dominated by men, and even then, my journey will not stop there.



foundations for its pre-apprenticeship program, Opportunity Build. Unlike most pre-apprenticeship programs, Rising Sun focuses on training women for careers in the building trades, many who are formerly incarcerated or have a record. Rising Sun's goal is to assure that at least half of its participants are women, and at least 50 percent of those women have records. Rising Sun is the only pre-apprenticeship program that runs an all women cohort annually called, Women Building the Bay. Rising Sun also provides training in harassment and discrimination against women in the trades with community partners, like Tradeswomen, Inc. Male participants are encouraged to be allies and to help change the culture in the trades to be more inclusive. Rising Sun also has formerly incarcerated staff members. Rising Sun provides a range of support services, including a stipend to cover meals and transportation (\$65/week; \$500 total), assistance in obtaining driver's licenses, and case managers who support participants during training and for the year after graduation. Rising Sun also offers a nights and weekends cohort to accommodate people in low-wage jobs.

**RichmondBUILD (RB), Richmond, California.** RB is an agency of the City of Richmond with many years of experience in training disadvantaged residents. RB operates a pre-apprenticeship program that fits into a broader policy structure to deliver—and sustain—results for workers. The City of Richmond has a strong [Ban-the-Box ordinance that prevents employers from asking about criminal convictions in the job application](#). It also has [living wage](#) and [local hire](#) policies. Under the local hire ordinance, contractors working on public projects “shall employ in its regular workforce Richmond residents who are enrolled and participating in an apprenticeship program,” which “must have graduated apprentices annually for at least the past five years and must have an established history of partnering with the City and community based organizations in establishing and

operating pre-apprenticeship programs.”<sup>49</sup> RB has expanded its curriculum, beyond MC3, to provide additional trainings and certifications that are sought after in the local labor market. Taken together, these features improve the employment prospects of the 80 participants. RB expects that 45 will enter apprenticeship programs.

**Anti-Recidivism Coalition (ARC), Los Angeles, CA:** In 2016, ARC partnered with Los Angeles Trade Technical College (LATTC) to provide a high quality MC3 pre-apprenticeship training program for formerly incarcerated workers. As a pre-requisite to enter into the pre-apprenticeship participants take a two-week life skills workshop at ARC and then move to MC3 program at LATTC. ARC continues to provide case management for the 12 – week pre-apprenticeship training. Each participant has exceptional access to a union apprenticeship through the Los Angeles County Federation of Labor, AFL-CIO, and the Los Angeles/Orange Counties Building and Construction Trades Council, AFL-CIO. Through the partnership with the unions, participants are introduced to union organizers and contractors. ARC also works with participants on getting the required documentation for work such as, social security card, expungement services, and IDs. ARC also pays their participants \$900 every two weeks to help support their engagement in the program, as well as providing travel vouchers.

## PROGRAM ANALYSIS

Overall, the number of people served in these pre-apprenticeship programs is relatively small, but the programs are delivering results. This may be attributed to the quality of training and a commitment to acknowledge and serve each participant's needs, whether in the area of mental health, professional skills development, or technical training. Although the programs recognize participant success will depend on a comprehensive approach, none are able to provide participants anything approaching a living wage during the

training period. Of those programs studied, only the Anti-Recidivism Coalition, pays participants more than a small stipend, about \$900 every two weeks. Another remaining challenge is that some pre-apprentices must report to parole or probation officers. Without careful management and intentional relationship building by program administrators, reporting requirements can interfere with training and work assignments (e.g., random drug testing at the work site). Finally, those programs with the strongest connections to the local unions, including the construction trades, where strong Project Labor Agreements and community benefit agreements have been negotiated in their communities, were most likely to move their participants into union apprenticeship positions.

**Pre-Apprenticeships/Apprenticeships Outside the Construction Trades:** While the construction trades have been a leader in developing pre-apprenticeship programs, the value of pre-apprenticeships has taken off across multiple industries where there is high demand of skills workers. As described above, the California Apprenticeship Initiative funded 37 projects in 20 industries including: Advanced Manufacturing, Advanced

Transportation, Life Sciences/Biotech, Retail/Hospitality/Tourism, Health and more. For this report, we interviewed two strong programs relying increasingly on apprenticeship in the key industries of firefighting and healthcare.

California has been using apprenticeships for its firefighters since 1982. Recently, it has focused some of its efforts on pre-apprenticeship training as well. In 2018, the California Firefighter Joint Apprenticeship Committee (Cal-JAC) launched its first pre-apprenticeship program in Sacramento. This 5-month program accepted a diverse group of participants and incorporated some of the most promising practices developed in existing pre-apprenticeship programs. For example, the Cal-JAC program provides support services like transportation reimbursements and stipends to help pay for childcare. It schedules trainings in the evenings and on weekends to attract participants who must work during the day. According to Cal-JAC, all graduates will automatically appear on a “pre-qualified” list, from which they can be hired by fire departments across the state. This career pathway, however, is not yet viable in the State of California for people with certain kinds of records, given the legal barriers surrounding EMT licensure.

**Table 2: Cal-JAC Pre-Apprenticeship Program Performance Data**

Program	# Accepted Cadets	# Graduating Cadets (Projected)	Gender Diversity	Ethnic Diversity
Inaugural Pre-Apprenticeship Class (2018)	54	20-24	29% Female 71% Male	<ul style="list-style-type: none"> <li>• 58% White</li> <li>• 17% Hispanic</li> <li>• 17% African American</li> <li>• 8% Asian American</li> </ul>

In the healthcare sector, the Work Education and Resource Center (WERC) in Los Angeles, is a labor-management partnership between the County of Los Angeles and the Service Employees International Union, Local 721. WERC has been a leader in training healthcare workers and creating a pipeline of workers from the community to meet the significant demand for county-funded jobs. In 2016, WERC and the LATTC launched the “Care Navigator Apprenticeship.” The program’s apprentices act as healthcare educators and advocates, serving patients with special needs. WERC’s

program pairs classroom training and on-the-job learning in a health clinic, where each apprentice manages a caseload of 25 patients. Program participants, like the communities they serve, are diverse. In the inaugural cohort of 10 apprentices, most previously were low-income or were unemployed half had a college degree, and 80 percent were aged 35 or younger. Moreover, the first cohort was 70 percent Latinx and 30 percent Black. Wages for program participants began at \$13 an hour and increased to \$15 an hour upon completion of the training.

## 2. PROGRAMS FOR PEOPLE IN PRISON

Three California agencies operate the state’s major prison occupational training and employment programs: the California Department of Corrections and Rehabilitation (CDCR), the California Prison Industry Authority (CALPIA), and the “Inmate/Ward Labor” (I/WL) program. Each entity has a slightly different orientation, with CDCR’s programs more focused on career technical education and classroom training, which is unpaid, while the CALPIA and IWL programs emphasize on-the-job work experience, which is often paid a sub-minimum wage.

**CDCR** operates 35 accredited educational programs in all the state’s prisons, in addition to 20 Career Technical Education (CTE) programs that provide credentialed training in the construction trades and crafts with a capacity to serve 10,500 individuals daily. CDCR is shifting its CTE programs to a pre-apprenticeship/apprenticeship-ready model that can lead to placement with an apprenticeship once a person is released. Participation in these programs and certifications received create “milestone completion credits” which, according to Prop 56, can support a prisoner’s early release.<sup>50</sup> Individuals are not provided a wage or stipend to participate in CDCR’s CTE programs.

Instruction is provided by journey-level people in construction and non-construction trades (e.g., auto mechanics, auto body, computer and related

technologies) who also possess teaching credentials to provide the occupational and classroom training. The construction trades programs have adopted the MC3 curriculum, which is fully recognized by the unions. Programs that have adopted the MC3 curriculum have higher completion and placement rates than the non-union apprenticeship programs that employ the National Center for Construction Education and Research (NCCER) curriculum.

All 20 CTE trades and crafts programs require five days a week of classroom training (six hours each day) in a simulated work environment, which helps develop critical soft skills, like working teams, and results in the award of internationally-recognized industry certifications. Upon release, unions and employers applying their hiring and apprenticeship standards may recognize the industry credentials awarded by the CTE programs, including the MC3 curriculum, in making their placement decisions.



**Table 3: Recidivism Rates, FY 2007-08 through 2010-2011, by CTE Program**

Program	Graduates	Graduates Released from Prison	Recidivism Rate
Carpentry	405	329	7.60%
Labor	59	41	4.88%
Ironwork	51	35	5.71%

**CALPIA** operates two types of programs: Career Technical Education (CTE) programs, including several union pre-apprenticeship programs, and Correctional Industry programs, including several apprenticeship programs. CTE pre-apprenticeship programs are designed and operated in partnerships with four different unions -- the Laborers, the Ironworkers, the Roofers, and the Carpenters. The Laborers, Roofers and Ironworkers use the MC3 curriculum, while the Carpenters have adopted a curriculum developed specifically for the carpentry trade. The CTE programs, which pay a sub-minimum wage, provide accredited certifications and training opportunities in 9 prisons which, like the CDCR programs, allow the participants to received milestone credits toward their early release.<sup>51</sup>

According to data provided by CALPIA, from FY 2018-19 to FY 2019-20, 637 people graduated from CTE pre-apprenticeship programs. CTE programs are supervised by union journey people. The unions credit the pre-apprenticeship hours earned while in prison. Union instructors participate in “exit interviews” before the individual leaves prison to give the participant experience in the job application process and make connections, where possible, with unions to help place the individual in a job or an apprenticeship program. CALPIA pays for the initial enrollment fees, plus one year of union dues and provides construction tools to its graduates. CALPIA has also put in place the “Industry Employment

Program,” which helps connect people with employers when they return to their communities and provides helpful records, such as accredited certifications and work experience documents.

The CALPIA programs are considered high quality and replicable. CALPIA has reported the recidivism rates for people who participated in selected CTE programs, as indicated in Table 3. CALPIA is collaborating with the University of California at Irvine on a follow-up study, which is anticipated to be released by June of 2021.

**CALPIA Correctional Industry Programs:** CALPIA operates more than 100 manufacturing, service, and consumable enterprises in 35 CDCR institutions, which generated over \$260 million in total revenue in FY 2018-19, with nearly 7,500 people working in the programs. In 2018, CALPIA announced the first graduates of its state and federally-registered apprenticeship programs, recognizing 53 people as journey-level apprentices at Folsom State Prison who completed the necessary on-the-job training and accredited certifications in CALPIA’s metal fabrication, machine operation, and healthcare facilities maintenance programs.<sup>52</sup>

CALPIA reports that in FY 2018-19, 389 people were issued apprenticeship completion certificates, and in FY 2019-20, the number rose to 570. In total, 1035 people completed the apprenticeship program in California's prisons. The program has expanded to 35 prisons, and as of FY 2019-20, there were 2,510 people active in the state apprenticeship program with CALPIA. Starting in 2018 and through to September 2020, the Department of Apprenticeship standards reports that over 4,500 people have participated in state-approved apprenticeship programs situated in over 40 state prisons and jails.

**“Inmate/Ward Labor” (I/WL):** CDCR's I/WL works as the in-house contractor to employ people in prison who work primarily on construction projects maintaining or expanding CDCR facilities. At any given time, the I/WL program employs 1,200 to 1,800 incarcerated people who are paid a sub-minimum wage. For several years, the I/WL has partnered with the California Building and Construction Trades Council and local unions to provide pre-apprenticeship training, which covers the MC3 curriculum, LEED classes, safety training, and training in specific crafts, such as plumbing, required for specific construction projects.<sup>53</sup> As of 2020, almost 400 people had been enrolled in MC3 pre-apprenticeship program, and 298 had completed the program, which are in place in multiple prisons around the state.

**Ventura Training Center Firefighting and Certification Program:** In addition to the three main programs described above, in October 2018 California opened a new program called the Ventura Training Center (VTC) for youth and parolees to receive firefighter training and certification. The initiative is a partnership between the California Department of Forestry and Fire Protection (CAL FIRE), the California Conservation Corps (CCC), and the CDCR, which contracts with the Anti-Recidivism Coalition to provide on-site support services and reentry planning.<sup>54</sup> The trainees include parolees who were recently released from prison and

who were part of a trained firefighting workforce housed in the 47 CAL FIRE/ CDCR Conservation Camps (“fire camps”) or 27 institutional firehouses operated by CAL FIRE and CDCR. The program provides three months of basic training, three months of industry-standard firefighter training, and 12 months of a fire crew assignment and training.

The VTC houses up to 80 participants, who take part in the 18-month training and certification program (20 new enrollees begin the program every three months). Participants received a stipend of \$1,905 for each month they are enrolled in the program, plus additional pay when assigned to work more than eight hours a day. The program provides the training and certifications necessary to be employed by CAL FIRE, the U.S. Forest Services, the National Parks Service, the Bureau of Indian Affairs, the Bureau of Land Management and the private sector.

Despite the significant demand for qualified firefighters in California, state law severely restricts the ability of people with a broad range of conviction records from qualifying to be an Emergency Medical Technician (EMT), which is a prerequisite to be employed as a firefighter in many cases. Comprehensive legislation has been introduced for several years that would impose less restrictive limits on the ability of people with a record to be licensed as an EMT. On September 11, 2020, Governor Newsom signed AB 2147 into law, which will allow people who have successfully participated in any of the state's fire camps or firehouses to have their records expunged for the purposes of applying for an EMT and other licenses, thus allowing them to compete for available firefighter positions.

## PROGRAM ANALYSIS

The CDCR, CALPIA, and I/WL pre-apprenticeship and apprenticeship programs apply different program approaches, but they each have had positive results. However, hard data documenting the impact on employment, recidivism and other measures of success are lacking. CALPIA—particularly in its CTE programs— and the I/WL pre-apprenticeship program emphasize relationships with prospective apprenticeship programs and employers. Union journeymen provide the training and offer access to connections that trainees can use to find work on the outside. Working with union members helps reduce the stigma associated with past incarceration: people trust people they have gotten to know. At Folsom State Prison, several CTE union journey people described “making calls to the right people” to help a formerly incarcerated trainee find a job.

Generally, CDCR programs cannot promote this kind of relationship building, partly because state policy prevents “familiarity” between staff and inmates and only CDCR employees are permitted to lead the training. It is unclear how much of a problem that is when and where there is a strong demand for qualified workers with appropriate training. CDCR’s program does not emphasize relationship-building, which may not serve participants when trying to enter apprenticeship.

Significantly, nearly all the CDCR, CALPIA and I/WL pre-apprenticeship programs now all employ the MC3 curriculum,<sup>55</sup> which is critical to obtaining acceptance in union apprenticeships in the building trades. However, acceptance into certain programs is based on inconsistent criteria across programs: in some cases, it is based on when an individual is expected to become eligible for parole, while in other cases the determination is more rooted in the skills someone already has, or even the nature of the offense they committed. For example, some CALPIA CTE programs are only open to people

who committed low-level offenses, which may contribute to their low recidivism rate.

To maximize the value of the in-prison training for those who are leaving prison, there needs to be more robust and successful coordination across CDCR, CALPIA, I/WL, the Parole Boards, and the Workforce Development Boards to ensure that training is documented, recognized, and connected to relevant employment opportunities. As described above, the Prison to Employment (P2E) initiative launched in 2018 by the CDCR and California Workforce Development Board, seeks to provide local funding to workforce boards to coordinate with local parole offices and expand employment services to the growing number of people being released from the state’s prisons. More data from the forthcoming evaluation of the P2E initiative will be helpful to document the results of the initiative and additional efforts to connect people with employment before they are released from prison.

Finally, while this report does not directly address the issue of the wage rates and other employment protections for work performed in California prisons, it is an issue that is critically important to explore in more detail. While some occupational training programs, like the CDCR CTE programs provide more classroom-based training, others like the I/WL and CALPIA programs also produce goods and services of significant value to California and private contractors. There are a number of state laws and policies that regulate the pay and employment rights for work performed in the state’s prisons,<sup>56</sup> and the members of legislature has taken an interest in the issue.<sup>57</sup> We support these efforts to ensure that the work performed in California’s prisons is fully valued and that incarcerated workers are adequately protected consistent with the labor and employment rights afforded other workers.



# PROMISING PRACTICES

Based on the research, interviews, and focus groups conducted for this report, we have identified several program practices that are important, even essential, to assure participants can access, complete and benefit from pre-apprenticeships.<sup>58</sup>

## PARTNERSHIP AND POLICIES

Partnerships with organizations that offer, or support apprenticeships are critical to the success of pre-apprenticeship programs:

- **Coordination between prisons, parole and probation officers and pre-apprenticeship programs:** Critical to a person's successful reentry is having a clear pathway to a pre-apprenticeship or apprenticeship program. In order to make this seamless for an individual, coordination between these parties is key. It requires much stronger systems and information exchange between corrections, parole, probation, and community partners, but it is critical to the individual's success.
- **Partnerships between pre-apprenticeships, apprenticeships, and employers:** Successful pre-apprenticeships engage organizations that manage apprenticeships and employers from the beginning, in program design, curriculum development, site visits, mock interviews, workshops and industry councils. MOUs can be developed to ensure that program graduates get priority for interviews and/or employment. Relationships with industry can strongly influence a pre-apprenticeship program's ability to support graduates' employment objectives.
- **Labor-Community Agreements:** Project Labor Agreements and Community Workforce Agreements and union partnerships help meet local community needs, by specifying participation by

people with conviction records, under-represented women, youth, and other targeted groups. Successful agreements can include funding for pre-apprenticeships.

- **Government Support:** Collaboration with local, state, and federal agencies can promote policies and program parameters that support workers while supporting labor market needs. People with conviction records, under-represented women, youth, and other targeted groups are likely to need government support.

## SUPPORT SERVICES

Support services recognize that participants are likely to have very limited financial resources and may also have special mental health needs while they transition out of prison.

- **Child Care Assistance:** A childcare subsidy makes it possible for participants to attend training and work regularly, especially for single parents, who are more often women.
- **Transportation:** Many pre-apprenticeship and apprenticeship programs require that participants have access to a vehicle, which is a barrier to participation for some. Providing transportation assistance would increase the labor pool as well as provide access to training and apprenticeship
- **Mental Health Services and Substance Abuse counseling:** These treatment services can address underlying issues and boost job performance both in the pre-apprenticeship program and in future employment. Apprenticeship programs may require drug testing and prohibit drug use. The best programs are those that are sensitive to the issues program participants face in their lives.



**Peer Mentorship:** Peer learning communities can promote understanding and provide support for participants working through similar challenges.

**Harassment and Discrimination Training:** Training in harassment and discrimination against women and people of color in the workplace is critical in equipping participants with the tools and resources to deal with these situations when they arise.

**Case Management:** Case managers can help participants access support services.

## TRAINING

A pre-apprenticeship program can only be deemed successful if a participant can leave with a toolkit of transferable skills that can be used in future employment.

- **Industry-Validated Training:** To ensure training will adequately prepare participants for full-time employment in the desired field, successful programs offer a mix of hands-on training and classroom instruction from experienced instructors.
- **Transferable Credential & Certifications:** Programs in which participants earn an industry-recognized credential such as MC3, OSHA 10, First Aid and CPR, HAZMAT, increase the likelihood of acceptance into an apprenticeship program.
- **Professional Skills:** Participants learn work skills that promote professionalism and teamwork, and assist in the job search, for example, interview skills and resume writing.
- **GED Prep:** Many programs offer study materials that enable participants to pass the GED, an accomplishment that increases their employability.
- **College Credit:** Some programs offer college credits to improve employability and earning potential.
- **Staff and Instructors:** One way to build confidence and trust is by having instructors and staff that

are representative of the training participants: formerly incarcerated, people of color and/or women; especially in non-traditional trades.

- **Flexible Training Hours:** Some organizations run programs on evening and weekends, which enables low-wage and/or part time workers to participate in the training without giving up income as well as provides people who have family demands during the week an opportunity to participate in the training.

## TRANSITION ASSISTANCE

Pre-apprenticeship programs succeed to the extent graduates enter apprenticeship programs or related full-time employment. Several program components can support program success.

- **Pipeline to Registered Apprenticeship Program:** Pre-apprenticeship programs that have formal relationships with apprenticeship programs are most likely to succeed in supporting a graduates' transition into apprenticeship.
- **Union Partnership:** An affiliation with a union creates a pipeline to full-time employment with training, good pay, and upward mobility.
- **Career Placement Counseling:** Career counseling can help participants understand their options and which would be most suitable for them, as well as providing information about designing a resume, job search resources, and interview skills.
- **Record Expungement:** Expunging job-seekers' criminal records improves opportunities for good-paying jobs by removing the stigma and opening doors to other occupations.
- **Tattoo Removal:** Some people leaving prison may have tattoos that identify them as gang members which may be perceived as threatening to potential employers. Tattoo removal can improve a participant's ability to find employment.

- **Graduation Ceremony:** This low-cost investment allows participants to celebrate successes and reflect on the skills they learned over the course of the training and build confidence.
- **Long-Term Follow Up:** In order to ensure that a program has long-lasting impacts, an effort should be made to track graduates and provide continued linkages to employment.

## FINANCIAL SUPPORT

Most people leaving incarceration need a steady income to support themselves and their families. To ensure participants are financially able to complete a pre-apprenticeship program, the training must be treated as a full-time or part-time job with financial support (some programs offer programs on nights or weekends to not impact employment, however this may put an additional strain on a family).

- **Wages or Stipends for Time Spent in the Classroom and the Field:** Successful programs offer participants an hourly wage or stipend for participation in the training. For example, ARC offers its participants a bi-weekly stipend of \$900 to support engagement in the program that serves as a best practice.
- **Transportation Support:** Many programs reimburse participants for the cost of transportation during training and their first month of apprenticeship.
- **Union Dues & Tools:** Participants often cannot afford to pay for tools, appropriate clothing, and the first months of union dues required for participation in apprenticeship programs. The best pre-apprenticeship programs provide support for these significant costs.
- **Support Service Budget:** Pre-apprenticeship programs should have discretionary budgets to assist participants with other costs, such as the cost of a social security card or driver's license and other expenses.

**“I now make \$1000 every 3 days. I got married and I am expecting a son. I have insurance now for my family too. When I journey out, I will get 100 percent PPO. These are the advantages of the union.”**

–Israel, Program Graduate

# SYSTEMIC BARRIERS

Many people with records find it difficult to participate in pre-apprenticeship programs due to systemic barriers. Addressing these barriers through policy, resources, and systems thinking would result in a functional system that fully supports the range of issues people with records face as well as support labor market needs and worker rights.

- **Overcoming Discrimination:** Although unlawful, discrimination based on race and gender still plague many apprenticeship programs and can impact a participant's ability to get into an apprenticeship program. For example, there are few women in the building trades, and some still perceive women to be unable to perform physical work. Once hired, they still face sexism and discrimination on the job. Stereotypes also apply to people with records. There are still apprenticeships that will not take people with records, which must be corrected.
- **Consistent, Adequate Funding:** The lack of consistent and adequate funding for pre-apprenticeship programs makes it difficult to run comprehensive programs that provide support services. Often funding is based on one-year contracts, which makes it difficult for a program to plan and expand its services. Funding support services is critical to effectively serving people with records and can make the difference in a person's completion of a pre-apprenticeship and job retention. Currently, programs struggle to provide support services,

stipends or wages, initial union dues and tools due to lack of funding.

- **Industry Engagement:** Pre-apprenticeship programs are more likely to succeed if they work in partnership with local employers and unions to provide access to jobs and inform curriculum. Getting industry to buy-in and see the value of pre-apprenticeship can be challenging when industries are stretched and there is lack of incentive to engage. Also, it can take time for a new certification or credential to be viewed as valuable at the local level. For example, the MC3 has taken 10 years to be seen as a valuable certification and one that has weight. Apprenticeship programs at the local level had to be educated on its value and how it can help them fill their slots and bring better ready and trained candidates through the door. This took time.
- **Coordination Across Agencies:** Improving coordination between prison, parole, pre-apprenticeship, and apprenticeship programs will promote program effectiveness and accessibility for potential participants. Coordination between agencies inside and outside prison should focus on information to participants and prospective participants about program prerequisites, opportunities, and expectations.

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## CALIFORNIA: LEADER IN PRE-APPRENTICESHIPS FOR PEOPLE WITH RECORDS

- More than 850 occupations in the U.S. use apprenticeship programs
- More than 200 apprenticeship programs are active in California
- California's goal: train 160,000 apprentices by 2027 up from about 80,000 in 2018
- Currently in CA: 100,000 apprentices, most trained by building trades unions

California's funding of pre-apprenticeship programs, through its budget and across departments and agencies, sets the example for other states to follow and must continue and grow.

### Structure of CA Pre-Apprenticeship Investments

While the construction trades have been a leader in developing pre-apprenticeship programs, the California Apprenticeship Initiative funded 37 projects in 20 industries including: Advanced Manufacturing, Advanced Transportation, Life Sciences/Biotech, Retail/Hospitality/Tourism, Health and more. A new, first of its kind in the nation law, Assembly Bill 235, was established to the California Labor Code, officially developing a process to register and certify pre-apprenticeship programs through a Department of Apprenticeship Standards approval process.

### CA budget funding for pre-apprenticeship and apprenticeship programs as part of infrastructure development strategies:

- \$50 million in an initiative that funded 64

innovative programs including 20 pre-apprenticeship programs.

- SB1 funds transportation projects: California Workforce Development Board (CWDB) is investing \$25 million over five years in its High Road Construction Careers (HRCC) initiative, which supports regional training partnerships that deliver multi-craft pre-apprenticeship (using the MC3) and provide a wide range of supportive services.
- Prop 39, which funds energy efficiency improvements in schools.
- 2016 California Apprenticeship Initiative (CAI), a \$15 million annual – a total of \$75 million to date – grant opportunity, offered by the California Community Colleges Chancellor's Office (CCCCO) to support the creation of new apprenticeship and pre-apprenticeship training programs. Between 2016-17, the program served 2,447 pre-apprenticeship participants.
- 2018 budget included the Prison to Employment Initiative, which is a three-year \$37 million grant to fund reentry services for people leaving prison who need training and jobs.
- 2019-20 budget: over \$165 million over five years for both High Road Construction Careers and High Road Training Partnerships. subject to change depending on yearly appropriations from the Greenhouse Gas Reduction Fund (GGRF) by the California Legislature. \$50 million is targeted to the HRCC initiative.

**This structural investment is a first step that can be thought of as reparative justice in many ways: for decades California has led the country in mass incarceration, it is only right that the state continue investing in good jobs and structural equity measures to welcome people home. In building a just recovery from COVID-19, it is even more important for states to include Black, Latinx, and people of color workers with records, especially women in just recovery efforts.**

**COMMUNITY BENEFIT: Pre-apprenticeship programs—especially those affiliated with unions—can help to address issues of access and equity, by creating a diverse group of prospective apprentices, especially for people with records.**



# RECOMMENDATIONS

In California and across the U.S., pre-apprenticeship programs would be more accessible, sustainable, focused on equity and responsive to industry labor requirements if policymakers and program providers took action, specifically:

- **Increase Funding to be Consistent and Adequate to Support Public Policy Objectives.**

In general, pre-apprenticeship programs are not funded at levels to support the needs of people with records and the labor markets that the programs serve. Most existing programs have not had funding that is adequate and consistent to provide the kinds of services participants need. The following program components should be funded:

- Training, equipment and career transition services
- Support Services: mental health, childcare assistance, transportation, record expungement, driver's license, case management, etc.
- Robust stipends and/or fair hourly wages for any real work done inside prison or on a pre-apprenticeship work site
- Pay initial union dues and tools and/or any other cost associated with getting into an apprenticeship
- Provide funding for three years of career support services to support a person when having difficulty and in need of additional services on and off the work site as well as track outcomes and evaluate a program's success.

- **Promote Equitable Access to Pre-apprenticeship and Apprenticeship Programs.**

Pre-apprenticeship and apprenticeship programs can promote equity and overcome discrimination:

- Remove occupational licensing barriers wherever practical for those with records
- Prioritize funding for pre-apprenticeships,

specifically for people of color, women and those with records and focus on training them in high-growth, high paying industries to mitigate occupational segregation in low-paying jobs

- Prioritize programs that recognize and address the challenges people with records face accessing and completing training programs
- Prioritize recruitment of people with records inside and outside prison
- Run programs on evening and weekends to enable participants to work during the week or provide wages
- Provide pre-apprentices with information about a variety of industries and skills so they can choose their occupation
- Invest more in skills building, especially math skills, so that even competitive apprenticeship programs are attainable.

- **Remove Legal Barriers that Prevent People with Records from Participating in Certain Programs and Professions.**

Some programs do not permit people with conviction records to participate and can be a major barrier to attaining well-paying work, therefore remove occupational barriers wherever possible for people with records. In California, for example, individuals with certain types of records cannot become firefighters because of EMT licensing laws, and therefore cannot participate in CAL-JAC's pre-apprenticeship program. Similar legal barriers should be eliminated with respect to occupations in health care and civil service jobs.

- End blanket bans on people with certain records: people who participate in a pre-apprenticeship, complete the required training, and are endorsed by the program should get individualized consideration for their suitability

- Require that participants only get excluded for convictions directly related to the practice of the occupation they are intending
  - Get rid of broad and outdated terms in hiring practices
  - Remove policies that discriminate against people with records and support policies such as Ban-the-Box reforms.
- **Center Equity in Public Investments.** Initiatives like Prop 39 and SB 1 in California are examples of how public investments can be used to promote equity in workforce development. SB 1, for example, provides that applicants for pre-apprenticeship program funding shall “[i]nclude a plan for outreach to individuals in the local labor market area and to formerly incarcerated individuals to provide pathways to employment and training.” Specific equity objectives and guidelines can be included in various types of public investments at all levels of government. To assure public policy objectives are met, funded programs should be required to track specific recruitment and program metrics and evaluate program effectiveness.
- **Enact Policies That Build Demand for Apprentices.** Community Workforce Agreements require contractors to follow certain guidelines with respect to the workers they hire for taxpayer-funded projects. Thus, CWAs can promote local hiring and target disadvantaged groups in the labor market, including—for example—the formerly incarcerated. CWAs are already in place in some cities, including New York, Chicago, Los Angeles, and over 30 jurisdictions in California. When paired with other policies like Ban-the-Box reforms, the impact can be even greater. In addition, state and local governments can use their purchasing power and investments in government infrastructure to create demand for diverse apprentices.
- **Develop Policies That Register and Certify Pre-Apprenticeship.** Registering and certifying pre-apprenticeship can ensure credible, quality, industry driven programs that serve underrepresented populations. As in California, for a pre-apprenticeship program to receive certification it needs to partner with one or more apprenticeship programs, adhere to curriculum that conforms to industry standards, and serve underrepresented populations. California’s Assembly Bill 235’s process of registering and certifying pre-apprenticeship programs through the Department of Apprenticeship Standards can serve as a model for other states and the nation.
- **Improve Data Collection & Reporting.** Program operators, and their partners in government and industry should gather more and better kinds of data to understand the performance of pre-apprenticeship programs. Long-term data should be gathered and tracked to see the efficacy of pre-apprenticeship programs in supporting people with records get, retain and advance in an occupation. Here are some examples of metrics to track: participant employment impacts, program effects on salaries and wages, graduation rate from pre-apprenticeship, retention in an apprenticeship or job, additional or higher education, etc.
- **Connect In-Prison Training with Success on The Outside.** CDCR and CALPIA should offer pre-apprenticeship programs to all people in prison regardless of their conviction. Parole officers and employers should have access to certifications and program graduates should have access to assistance developing a plan for obtaining work after release from prison, for example: getting all required documentation to work together prior to release, direct entry into a pre-apprenticeship or apprenticeship program, etc.



- **Promote Union-Affiliated Programs.**

Union apprenticeships have higher completion rates than non-union programs. To strengthen union programs, states could require that state-funded pre-apprenticeship programs in the building trades use the MC3 curriculum. States may also standardize pre-apprenticeship programs in a way that addresses the needs of workers, just as state-registered apprenticeship must meet certain benchmarks around safety and wages.

- **Conduct a Study to Better Understand What is Needed to Assure Successful Programs.** Information about what makes pre-apprenticeship programs successful is lacking and there is

very little research about them. The leadership and knowledge of directly impacted pre-apprenticeship and apprenticeship program participants is critical to shaping important research questions that assess program design and efficacy. Program designers and policymakers would benefit from a study that evaluates how pre-apprenticeship programs support people with records in entering apprenticeship programs and obtaining employment as well as longer-term retention. Policy makers also need more information about how much funding is needed to promote program development in key labor markets and industries and to truly support the needs of people with records.

# APPENDICES

## Appendix A: List of Interviews and Key Meetings

### California Workforce Development Board Interviews (CWDB)

- Tim Rainey, CWDB Executive Director – Nov 9, 2017
- Daniel Rounds, Legislative Policy, Research Director – Nov 9, 2017
- Sarah White, Deputy Director Equity, Climate and Jobs – Nov 17, 2017
- Shrayas Jatkar, Policy Specialist – August 28, 2020

### In-Prison Programs

- California Department of Corrections and rehabilitation (CDCR) – April 3, 2018
  - Brant Choate, Director of Rehabilitation Programs
  - Michael Valdez, Career Technical Education Leadership Support Team
  - Ronald Bates, Career Technical Education Leadership Support Team
- California Department of Corrections and Rehabilitation (CDCR) – September 1, 2020
  - Michael Valdez, Associate Principal, Career Technical Education, Office of Correctional Education
  - Joseph Piazza, State Supervisor of Career Technical Education Programs, Office of Correctional Education

### California Prison Industry Authority (CALPIA) – April 3, 2018

- Milo Fitch, Chief, Workforce Development Branch
- Inmate/ Ward Labor Program (IWL) – May 16, 2018
  - Forrest Barton, Construction Supervisor, IWL
  - Paul Scott, Director, IWL
  - Art Louie, Chief, IWL
- CALPIA Folsom Prison Visit – April 25, 2018
  - Kevin Cole, CALPIA Career Technical Education Program

- CDCR San Quentin Prison Visit – April 27, 2018
  - Michael Valdez, Career Technical Education Leadership Support Team
  - Dante Callegari, Modern Construction Technology Instructor
  - Ron
  - Mike
  - Miko, Microsoft Digital Literacy Program Instructor
  - Wade, Electronic Systems Technology Program Instructor
  - Zach, Plumbing Program Instructor
- CDCR/CWDB Prison to Employment Initiative Meeting – June 6, 2018
  - Raphael Aguilera, CWDB
  - Bill Muniz, Warden CDCR
  - Curtis Notsinneh, Corrections Workforce Project Manager, CWDB

### Labor Interviews

- California Labor Federation & State Building & Construction Trades Council (BCTC) Meeting– March 6, 2018
  - John Brauer, Executive Director, Workforce and Economic Development Program, California Labor Federation
  - Debra Chaplan, Director of Special Programs, California BCTC
  - Casey Gallagher, Project Coordinator, Workforce and Economic Development Program California Labor Federation
  - Nica Tanaka, Project Coordinator, Workforce and Economic Development Program California Labor Federation
- Los Angeles/Orange Counties, Building and Construction Trades Council (BCTC) – April 19, 2018
  - Chris Hannan, Council Representative, Los Angeles/Orange Counties BCTC



- Worker Education Resource Center (WERC) – April 19, 2018
  - Diane Factor, Director, WERC
  - Steven Simon, Program Analyst, WERC
- Electrical Training Institute – IBEW Local 11 – April 18, 2018
  - Diana Limon, Training Director, Electrical Training Institute,
  - John Harriel, IBEW Local 11/Second Call
- California State Building and Trades Council – April 3, 2018
  - Robbie Hunter, President
  - Cesar Diaz, Legislative and Political Director
- California Firefighter Joint Apprenticeship Committee – May 23, 2018
  - Yvonne de la Peña, Executive Director
- AC Transit Meeting – October 22, 2018
  - Mike Hursh, AC Transit, General Manager

### Proposition 39 Programs

- Rising Sun Center for Opportunity – April 4, 2018
  - Julia Hatton, Former Program Director, Now CEO
  - Melvin Parham, Former Program Associate Director
  - Marlin Jeffreys, Current Program Manager – Additional interview October 22, 2018
- RichmondBuild – April 11, 2018
  - Sal Vaca, Director
- Flintridge – April 18, 2018
  - Jaylene Moseley, President
  - Daniel Torres, Reintegration Specialist Training Instructor
  - Josh McCurry, Others Co-Executive Director
- Anti-Recidivism Coalition (ARC) – April 19, 2018
  - Isaac Lopez, Life Coach/Pre-Apprenticeship Coordinator, ARC

### Other

- California Department of General Services, DGS Meeting – February 15, 2019
  - Doyle Radford, Laborers Local
  - Jacques Roberts, Senior Advisor, Dept. of General Services
- California Department of Apprenticeship Standards – February 15, 2019
  - Eric Elberg, Department of Apprenticeship Standards
  - Eric Rood, Department of Apprenticeship Standards

## Appendix B: Focus Group Information

A key component of this research was hearing directly from people who have served time in prison and participated in pre-apprenticeship programs. We conducted two focus groups to learn about a participant’s experience firsthand. Their experience and feedback on the strengths and limitations of these programs and the broader challenges of navigating the workforce with a record were invaluable.

### Focus Group Goals

1. Understand participants’ experiences and perspectives on the following key junctures:

- Seeking to learn a trade in prison and establishing connections to training and job opportunities;

- Accessing pre-apprenticeship and then apprenticeship opportunities;
- Participating in and succeeding in these programs; and
- Navigating working in union job.

2. Learn about the impact of their work opportunities on their families, and the challenges and discrimination they may have faced in the trades and the workplace.

3. Solicit a sense of the priorities that the group has identified from our draft list of recommendations for policy reforms (time permitting).

**Flintridge Center** – November 13, 2018  
Number of Participants: 8

**Anti-Recidivism Coalition** – November 13, 2018

Number of Participants: 10

Focus Group Description:

In total, 18 pre-apprenticeship participants participated in our focus groups.

Participants ranged between 24-46 years old; 95% men and 5% women; and all had been previously incarcerated. Of those participants who had completed

their pre-apprenticeship training, 85% had secured an apprenticeship position with a local union. Those participants that had completed their pre-apprenticeship training but had not secured an apprenticeship or employment reflected that challenges with their record and background checks had been the primary obstacle.

## Appendix C: California Relevant Legislation

### **Prop 39: The California Clean Energy Jobs Act**

Awarded over \$1.7 Billion over five years to schools to plan and install energy efficiency upgrades and other clean energy measures. The CWDB received \$3M a year to support workforce training groups that prepare disadvantaged groups for jobs in clean energy fields, primarily pre-apprenticeships.

<https://www.energy.ca.gov/programs-and-topics/programs/california-clean-energy-jobs-act-proposition-39-k-12-program>

### **SB1: Road, Repair and Accountability Act**

This legislation will increase state revenues for California's transportation system by an average of \$5.2 billion annually over 10 years. Workforce dollars: five fiscal years, starting Jan 2019 Includes \$25M (\$5 million annually) to the CWDB to assist local agencies with pre-apprenticeship programs for disadvantaged job seekers.

[https://cwdb.ca.gov/wp-content/uploads/sites/43/2019/09/SB1-Guidelines\\_UPDATED-BRANDING\\_ACCESSIBLE.pdf](https://cwdb.ca.gov/wp-content/uploads/sites/43/2019/09/SB1-Guidelines_UPDATED-BRANDING_ACCESSIBLE.pdf)

### **Prison to Employment (P2E)**

The P2E, Corrections Workforce Partnership Agreement, is designed to strengthen linkages between the state workforce and corrections systems in order to streamline the process for formerly incarcerated individuals' reentry into society and the workforce. The Prison to Employment Initiative was a grant program

included in the Governor's 2018 Budget proposal. It included \$37 million over a three-year budget period. The goal is to improve labor market outcomes through a partnership between rehabilitative programs within California Department of Corrections and Rehabilitation (CDCR) and the state workforce system by bringing CDCR under the policy umbrella of the [State Workforce Plan](#).

<https://cwdb.ca.gov/partnerships/workforce-corrections-partnership/>

### **AB 2060 ForwardFocus: Supervised Population Workforce Training Grant**

AB 2060 's goal is to prepare ex-offenders (probation, parole, mandatory supervision, or post-release community supervision) for employment in industry sectors that are driving regional employment and high demand occupations. Collaborative partnerships between local workforce boards, community-based organizations, and probation/correction entities will be awarded funding to meet this end. The aim of these projects is to promote education and careers for formerly incarcerated that will result in reduced recidivism rates, improved public safety, and return of economic benefits to individuals, families, and communities.

<https://cwdb.ca.gov/initiatives/ab-2060/>

### **SB 825: State Prisons: Pre-Apprenticeship Programs**

This Bill requires the Department of Corrections and Rehabilitation to develop

guidelines for the participation of incarcerated people in pre-apprenticeship programs and to improve pathways to employment for participants upon release.

[http://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill\\_id=201720180SB825](http://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201720180SB825)

**AB 2420: Workforce Development: Soft Skills Training**

Existing law dictates that contracts awarded by the Employment Training Panel include job-related and literacy training. This bill proposes an extension of this required training to include soft skills.

[https://leginfo.legislature.ca.gov/faces/billVotesClient.xhtml?bill\\_id=201720180AB2420](https://leginfo.legislature.ca.gov/faces/billVotesClient.xhtml?bill_id=201720180AB2420)

**AB 1904: Income Taxes: credits: apprenticeships**

This law provides a tax credit to companies equal to \$1 for each hour a registered apprentice works in the taxable year, up to \$1,000 each for up to 10 registered apprentices.

[http://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill\\_id=201720180AB1904](http://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=201720180AB1904)

**SB 1354: Community colleges: California Apprenticeship Initiative (CAI) New and Innovative Grant Program**

This law establishes a grant program under the California Apprenticeship Initiative to create new and innovative apprenticeship opportunities in priority and emerging industry sectors.

[http://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill\\_id=201720180AB1904](http://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=201720180AB1904)

**AB 398 California Global Warming Solution Act of 2006**

Regulation for the California Cap on Greenhouse Gas Emissions and Market-Based Compliance Mechanisms. \$1B

proposed for programs to reduce GHGs, including \$27 M for programs that benefit Disadvantaged Communities and supports training and apprenticeships necessary to transition to state's workforce to a low carbon economy.

- Pre-Apprenticeship Construction Partnerships – \$10M annually for 5 years to place disadvantaged workers in apprenticeships for a career in the trades
- Training Partnerships – \$10M annually for 5 years to place disadvantaged workers into entry-level jobs and develop climate-related skills through expansion of existing partnerships
- Worker Transition Fund – \$5M annually for income replacement for retraining displaced workers
- Technical Assistance & Program Administration – \$2M for 11 positions and contract resources at the CAWDB to help them support programs

<https://ww2.arb.ca.gov/our-work/programs/california-climate-investments>

[https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill\\_id=201720180AB398](https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201720180AB398)

**AB 235: CA Pre-apprenticeship Bill Excerpt Article 4**

Assembly Bill 235, was established to the California Labor Code, officially developing a process to register and certify pre-apprenticeship programs through a Department of Apprenticeship Standards approval process. Certification requires that pre-apprenticeship programs partner with one or more apprenticeship programs, adhere to curriculum that conforms to industry standards, and serve underrepresented populations, among other things.

[http://www.leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill\\_id=201720180AB235](http://www.leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201720180AB235)

## Appendix D: Proposition 39 Partnerships

### FIRST ROUND GRANTEE PARTNERS

#### **Fresno Regional Workforce Development Board** -San Joaquin Valley

*Building & Construction Trades Councils:* Fresno, Madera, Tulare, Kings BCTC; Stanislaus, Merced, Mariposa, Tuolumne BCTC; Kern, Inyo, Mono BCTC; San Joaquin, Calaveras, Alpine BCTC

*Workforce Development Boards:* Fresno; Kern, Inyo, & Mono; Kings; Madera; Merced; Mother Lode Job Training; San Joaquin; Stanislaus; Tulare

#### **Los Angeles Trade Technical College (LATTC)** – Los Angeles Basin

*Building & Construction Trades Councils:* Los Angeles/Orange BCTC Workforce Development Boards Los Angeles City

*Additional Partners:* L.A. County Federation of Labor; L.A. Conservation Corps; LATTC Vernon Central WorkSource Center; Anti Recidivism Coalition; L.A. Metro

#### **RichmondBUILD** -East Bay

*Building & Construction Trades Councils:* Alameda BCTC; Contra Costa BCTC Workforce Development Boards: Richmond; Alameda; Contra Costa

*Additional Partners:* RichmondBUILD; RichmondWORKS; Future Build; Cypress Mandala

#### **Sacramento Employment Training Agency (SETA)** -Capital

*Building & Construction Trades Councils:* Sacramento – Sierra BCTC Workforce Development Boards: Sacramento; Golden Sierra

*Additional Partners:* Northern California Construction Training; American River College; Cosumnes River College, Sierra College; CA Conservation Corps, Sacramento Regional Conservation Corps, People Working Together

#### **San Francisco Conservation Corps (SFCC)** -Bay Peninsula

*Building & Construction Trades Councils:* San Francisco BCTC Workforce Development Boards: San Francisco

*Additional Partners:* Laborers Community Training Fund; SF Conservation Corps; SF City College; Skyline Community College; CA Conservation Corps; OEWD/CityBuild

#### **Santa Clara TOP & San Mateo TIP** -Bay Peninsula

*Building & Construction Trades Councils:* Santa Clara, San Benito BCTC Workforce Development Boards: Work2Future; NoVa

*Additional Partners:* Bay Area & South Bay Apprenticeship Coordinators Association; San Mateo Community College District; San Jose City College; San Mateo County Union Community Alliance; Working Partnerships USA

### SECOND ROUND GRANTEE PARTNERS

#### **Flintridge Center** – Los Angeles Basin

*Building & Construction Trades Councils:* Los Angeles/Orange BCTC Workforce Development Boards: Foothill; South Bay

*Additional Partners:* Pasadena Unified School District, Police Dept., Public Health Dept., Chamber of Commerce, Parole, & Prosecutor's Office; LA County Probation Dept.; LA Metro; PCL Construction; 2nd Call; Union Homeless Services

#### **Monterey County Workforce Development Board** – Coastal

*Building & Construction Trades Councils:* Monterey/Santa Cruz BCTC Workforce Development Boards: Monterey; Santa Cruz; San Benito

*Additional Partners:* Monterey Bay Center CA Conservation; Central Coast Energy Services; Pacific Grove Adult School

#### **North Bay TIP** – North Bay

*Building & Construction Trades Councils:* Marin BCTC; Sonoma, Mendocino, Lake



BCTC; Napa, Solano BCTC Workforce Development Board; Workforce Alliance of the North Bay; Solano; Sonoma

*Additional Partners:* Community Colleges of Marin, Mendocino, Napa Valley, Santa Rosa, & Solano; Vallejo Regional Education Center; Marin Adult ED Consortium; North Bay Employment Connection

**North Central Counties Consortium (NCCC) – Capital**

*Building & Construction Trades Councils:* Mid Valley, Yuba, Sutter, Glenn, Plumas, Butte, Colusa BCTC Workforce Development Boards: NCCC

*Additional Partners:* Colusa, Glenn, Sutter, & Yuba County One Stops; Glenn County Community Action Agency; Sutter County Superintendent of Schools; Yuba County Office of Education

**Rising Sun Center for Opportunity – East Bay**  
*Building & Construction Trades Councils:* Alameda BTC Workforce Development Boards: Alameda; Contra Costa; Oakland

*Additional Partners:* Bay Area Apprenticeship Coordinators Association; Tradeswomen, Inc.; A Squared Ventures; West Oakland Job Resource Center; City of Berkeley; Port of Oakland; Bay Area Rapid Transit; AC Transit; Oakland Housing Authority

**Urban Corps of San Diego County – Southern Border**

*Building & Construction Trades Councils:* San Diego BCTC Workforce Development Boards: San Diego Workforce Partnership

*Additional Partners:* Family Health Centers of San Diego; U.S. Green Building Council; San Diego Community College District; Building Principles Institute; American Red Cross

**Appendix F: California State Funds**

The following departments receive and distribute funding for initiatives that focus on workforce development activities in California:

CA Department of Corrections and Rehabilitation (CDCR)	The CDCR operates the state prison and parole systems. It funds the Office of Correctional Education, which provides 22 Career Technical Education programs
CA Department of Industrial Relations (DIR)	The DIR protects and improves the health, safety, and economic well-being of California workers and helps employers comply with state labor laws. The Division of Apprenticeship Standards lives within the DIR.
CA Workforce Development Board (CWDB)	The CWDB assists the Governor with setting and guiding workforce policy and is also responsible for implementing the duties dictated by the Workforce Innovation and Opportunity Act (WIOA). The Board administers a series of competitive grants that target innovative programs serving individuals with barriers to employment.
Board of Governors of the CA Community Colleges (CCC)	The Board of Governors receives funding to provide apprenticeship training and instruction through the California Apprenticeship Initiative. Funding is distributed through Related and Supplemental Instruction (RSI) reimbursements to employers, also known as Montoya Funds, as well as through an innovative grant program.
CA Employment Development Department (EDD)	The EDD operates with the goal of connecting workers and employers. The Department oversees the Employment Training Panel (ETP) which funds training for workers with the objective of retaining and creating high-skilled, high-paying jobs throughout the state, as well as federal WIOA dollars.

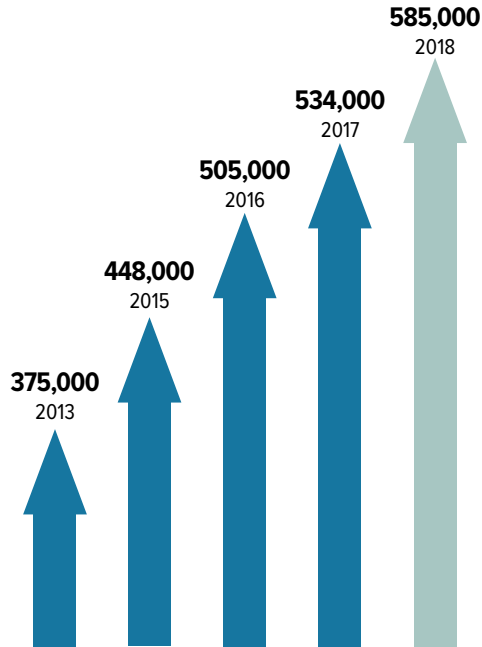
1. APPRENTICESHIP GROWTH 2013-2018

**Our Apprenticeship Numbers Continue to Show Strong Growth in FY 2018**

**56%**  
GROWTH SINCE 2013

**Key Facts**

- Over 282,000 participants graduated in the last five years.
- Over 10,800 new programs were created in the last five years.



An individual employer, group of employers, labor organization, education institution or an industry association can sponsor an apprenticeship program. Sponsors make significant investments to design and execute apprenticeship programs, provide jobs to apprentices, oversee training development, and provide hands-on learning and technical instruction for apprentices. The programs operate on a voluntary basis and they often receive support by collaborating with community-based organizations, educational institutions, the workforce system, and other stakeholders.

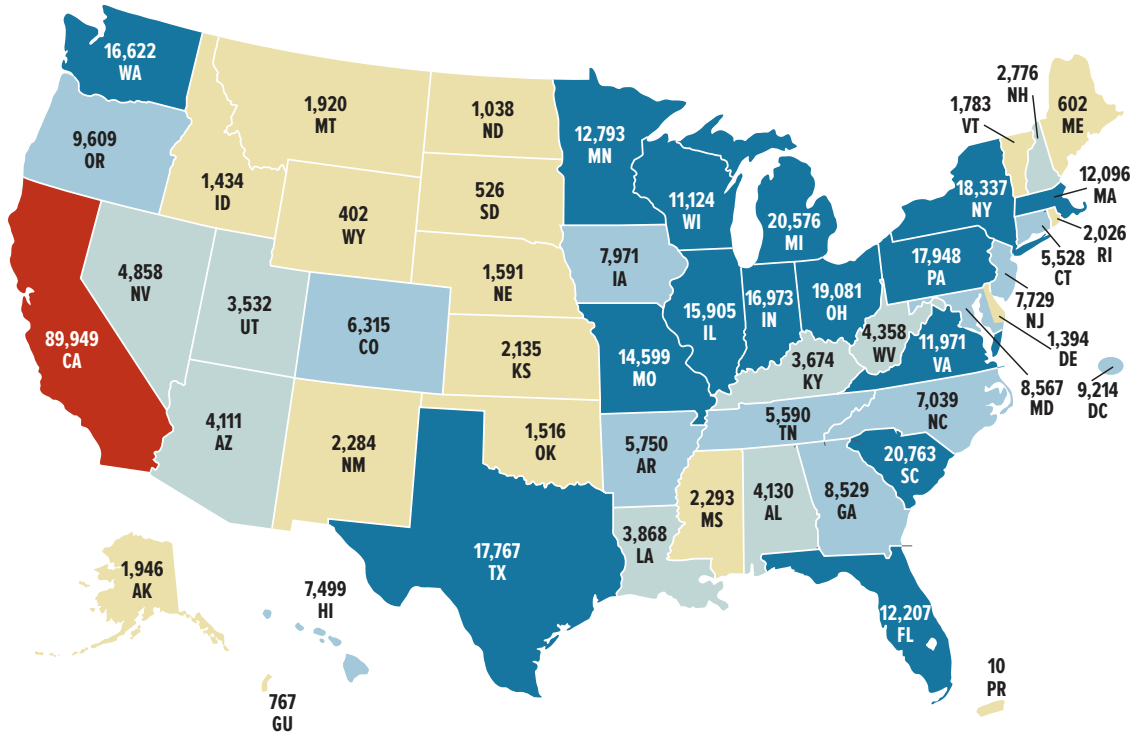
Sponsors can choose to register their program standards and apprentices with the Office of Apprenticeship (OA), or a State Apprenticeship Agency (SAA)

recognized by the Department. Registered Apprenticeship Program require a set of structured standards that include requirements for related (classroom) instruction and paid on-the-job learning experiences. Through apprenticeship agreements, sponsors and apprentices agree to the requirements of the program. At the successful completion of the on-the-job and instructional learning, apprentices in a Registered Apprenticeship Program receive an industry-issued, nationally recognized portable certificate of completion.

**“Apprenticeship Data and Statistics.”**  
**United States Department of Labor**  
**Education and Training Administration.**  
**Updated September 3, 2019.** [https://doleta.gov/oa/data\\_statistics.cfm](https://doleta.gov/oa/data_statistics.cfm)

## 2. NUMBER OF APPRENTICES BY STATE

### Active Apprentices



“Apprenticeship Data and Statistics.” United States Department of Labor Education and Training Administration. Updated September 3, 2019. [https://doleta.gov/oa/data\\_statistics.cfm](https://doleta.gov/oa/data_statistics.cfm)

## ENDNOTES

1. Adam Looney and Nicholas Turner. "Work and opportunity before and after incarceration." The Brookings, March 14, 2018, <https://www.brookings.edu/research/work-and-opportunity-before-and-after-incarceration/>
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