SB 1 Workforce Guidelines

HIGH ROAD
CONSTRUCTION CAREERS

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CALIFORNIA
Workforce Development Board

Introduction

The Road Repair and Accountability Act of 2017 (Senate Bill 1, or SB 1) represents a massive and sustained investment in California's transportation infrastructure – from streets, highways, and bridges to rail, public transit, and active transportation that received historic levels of funding and are critical to meeting the state's environmental mandates and public health goals. Most of the jobs building this infrastructure will be in the construction industry, with the majority of those in the skilled building and construction trades. Importantly, the massive investment is occurring when the construction industry – like many others – is facing a retirement wave of experienced journey- and master-level tradespeople. To address the immediate and long-term need for a skilled workforce capable of building and maintaining the state's transportation infrastructure, SB 1 authorizes the California Workforce Development Board (CWDB, or State Board) to establish guidelines for agencies "to participate in, invest in, or partner with, new or existing pre-apprenticeship training programs."[1]

The guidelines set forth here apply to pre-apprenticeship, or apprenticeship readiness training, specifically, as per statute. Apprenticeship itself is a highly-structured, longstanding, and extremely effective set of career ladders providing pathways to the middle class in the building and construction trades. As a form of both training and employment (often referred to as "earn-while-you-learn"), apprenticeship typically lasts two to four years with clearly defined wage and benefit increases based on skill attainment. Entrance is competitive. Pre-apprenticeship increases access to these high-quality careers in the trades for populations that face barriers to employment and/or remain under-represented in the industry (e.g., low-income, foster youth, women, people of color, and the formerly incarcerated).

Quality pre-apprenticeship is marked by active and diverse training partnerships that adopt a systems approach to recruit and serve target populations, address retention needs and plan for career placement, and deliver a multi-craft curriculum as the foundation for a career in the building and construction trades. Pre-apprenticeship is the best system known to help disadvantaged populations effectively compete for new

[1] [1] Road Repair and Accountability Act of 2017, Chapter 5, Section 2038.

apprenticeship slots and advance into middle class careers. But completing a pre-apprenticeship program does not guarantee placement into apprenticeship. As with any form of employment, new apprentices are needed and hired only when there is sufficient demand for their work. Therefore, it takes thoughtful and strategic partnerships to design pre-apprenticeship in ways that value the quality of people's experience more than the quantity of people served.

The guidelines discuss the quality and effectiveness of pre-apprenticeship in serving the statute's target populations, beginning with applicable rules and requirements in the California Unemployment Insurance Code Section 14230(e) referenced in SB 1.

Scope of Guidelines

As per statute, these guidelines apply to municipal, county, regional, and state agencies receiving funds from the Road Maintenance and Rehabilitation Account (RMRA). Programs supported by RMRA funds, and that directly involve construction work in their implementation, include:

- **State Highway Operation & Protection Program (SHOPP):** maintenance and rehabilitation of, and safety improvements to, the state highway system.
- **Local Streets and Roads Program (LSRP):** maintenance and rehabilitation of, and safety improvements to, local streets and roads; also investment in Complete Streets projects.
- **Active Transportation Program (ATP):** construction or conversion of more bike paths, crosswalks, and sidewalks to increase walking, bicycling, and other active transportation modes.
- **State Bridges and Culverts:** fixes to and replacement of deficient bridges, and repairs to culverts and drainage systems.
- **Self Help Incentive:** matching funds to local entities making their own extra investment in local transportation infrastructure and services.

Many other SB 1 initiatives funded by different accounts also involve a significant amount of construction work, such as the Trade Corridor Enhancement, State Transportation Improvement, Transit & Intercity Rail Capital, and Solutions for Congested Corridors Programs. As such, public agencies administering those programs will find these guidelines relevant and may choose to adopt them in meeting their workforce development needs and opportunities. Equity-oriented workforce development strategies similar to those endorsed in these guidelines are in use for transportation-sector occupations outside of construction, including State Board-supported training partnerships in public transit operations and maintenance (see Appendix).

This document sets forth fundamental standards for pre-apprenticeship, and are for transportation agencies — defined broadly as those public entities receiving RMRA funds — to use in determining existing training partnerships to participate in, invest in, or with which to partner. While the State Board encourages transportation agencies to support or engage with existing

partnerships to the greatest extent feasible, these standards may also be used to build new training partnerships when necessary. Details of training program structure and practice can be found in the forthcoming Prop 39 Best Practices report, based on the State Board's twelve pilot partnerships for construction pre-apprenticeship.

Pre-Apprenticeship Mandates in Code and Regulation

These guidelines adhere to the terms and conditions of pre-apprenticeship training programs stipulated in the California Unemployment Insurance Code[2] as required by SB 1, and include:

- Ensuring pre-apprenticeship training is conducted "in coordination with one or more apprenticeship programs" approved by the California Division of Apprenticeship Standards (DAS) to the greatest extent feasible;
- Utilizing the Multi-Craft Core Curriculum (MC3) in pre-apprenticeship in the building and construction trades; and
- Developing a formal outreach and retention plan to increase the representation of women, specifically in the building and construction trades.

The stipulations in the state code are aligned with standards for pre-apprenticeship the State Board upholds in supporting high-quality workforce development in California's construction industry, and are explained further below. Not every pre-apprenticeship program delivers high-quality training in terms of the curriculum used, level of attention paid to job placement, and commitment of resources to serve and support a variety of target populations. Accordingly, these guidelines identify and explain key standards of pre-apprenticeship to ensure that RMRA-funded agencies invest and participate in the most effective training partnerships in California.

[2] California Unemployment Insurance Code, Section 14230, Subdivision (e).

Standards for Construction Pre-Apprenticeship

Programs

1. Build on successful training programs.
Leverage expertise. Transportation agencies should work with existing training programs before launching new ones.

This encourages more efficient use of resources by enabling transportation agencies to focus on their unique roles (e.g., designing transportation projects), while leveraging complex work already underway to design and deliver quality pre-apprenticeship. It also prevents over-saturation of markets with training programs, promising better job placement rates by calibrating the supply of pre-apprentices with the demand for new workers in a given region.

Delivering quality training is complex, requiring coordination of multiple strategies, activities, and partner organizations involved in one or more stages of pre-apprenticeship, including: outreach, recruitment, screening, training, assessment, and placement, and the provision of wrap-around services to support disadvantaged workers throughout their training. Training partnerships must include people and institutions with extensive knowledge and experience related to the construction industry and its workforce, the web of social services and their providers, the particular challenges and needs of disadvantaged workers and communities, as well as fundraising, communications, data collection, participant tracking, and other key aspects of program and partnership management. Because of this, agencies should engage where possible with existing training partnerships rather than attempting to launch new ones.

Placement in a state-certified apprenticeship program is neither guaranteed nor instantaneous. Rather, partnerships include local apprenticeship coordinators (and other key decision-makers such as local Building Trades Councils, or BTCs) in order to assess the regional labor market and roughly match the timing and scale of demand for new apprentices with the supply of pre-apprentices. Supporting existing partnerships will result in higher placement rates for pre-apprenticeship graduates compared to forming new initiatives that would need time to demonstrate their success in order to gain

familiarity with, and earn the trust of local apprenticeship coordinators. More important, a new partnership in places where they exist already could lead to an over-supply of workers for the limited number of apprenticeship openings in that region, leaving many pre-apprenticeship graduates without any actual employment prospects.

Transportation agencies should support existing pre-apprenticeship training partnerships before looking to establish new ones in order to avoid duplication of effort and oversaturation of local labor markets. Through SB 1 workforce investments, the CA Workforce Development Board is supporting the standardization and expansion of a statewide network of construction pre-apprenticeship partnerships piloted under the California Clean Energy Jobs Act (Prop. 39). The State Board encourages transportation agencies to work with existing, Prop 39-funded partnerships to move new cohorts of disadvantaged Californians into middle class construction careers, while also joining the State Board in building a large statewide network of pre-apprenticeship training partnerships using SB 1 funds.

Labor Market

2. Know your labor market.

Understand demand. Apprenticeships are jobs, not infinitely expandable training programs.

Labor markets are best understood at a regional scale, and workforce interventions should be directed at that level. Training partnerships should "start with the jobs" rather than a set of workers they hope to serve. The goal is to train people for jobs that actually exist. This kind of regional, demand-driven approach to workforce development improves the ability of partnerships to meet industry needs and increases the likelihood that training results in employment. Forecasts of employment opportunities on construction projects are often imprecise, which can lead to disillusionment among communities who imagine that dozens or even hundreds of new jobs will be readily available to local residents. Setting unrealistic job expectations is a disservice to community partners, particularly those working with the poor and the unemployed. Calibrating labor supply to labor demand ensures a regional construction industry has adequate workers without oversaturating the market with trained and expectant workers, and establishes reasonable pathways for new entrants.

In the construction sector, assessing regional demand requires having fairly detailed information about major projects in order to identify workforce needs beyond total employment, such as the type of trades or crafts needed, the skill and experience level

required, and the sequence of work to be performed. This determines the specific demand for types and levels of apprentices on a given project, which in turn informs potential demand for the pre-apprenticeship pipeline. This is how state-certified apprenticeship programs across nearly two dozen different building and construction trades determine when and how many new apprentices to admit – again, because apprenticeship is a form of employment as well as training.

While labor market data can support this kind of assessment, the local knowledge shared among partners is particularly meaningful in the art of forecasting. This is how transportation agencies can play a vital role in these partnerships — by providing the kinds of information that enable training capacity to be designed, timed, and scaled up appropriately. An even more reliable way to understand regional demand is through Project Labor Agreements (PLAs) or Community Workforce Agreements (CWAs) in which workforce needs and opportunities are formally established via negotiation on a covered project.

Job Quality

3. Address job quality.

Connect participants to good jobs with clear routes to advancement.

High quality jobs provide family-supporting wages, employer-supported benefits (e.g., health insurance, sick leave, and pension), and career advancement opportunities. Job quality is critical to supporting economic mobility and shared prosperity, and should be a key consideration in any state-funded training program. It is by definition an equity strategy, in that California cannot begin to address income inequality – which runs along multiple axes (e.g., race and ethnicity, gender, and ability) – without intentionally connecting pre-apprenticeship graduates to quality employment.

State-certified apprenticeships in the building and construction trades deliver job quality. Apprentices earn good wages and benefits from the first day of work toward completing thousands of on-the-job training (OJT) hours. Wages and benefits increase as apprentices pass clearly-defined milestones that indicate the acquisition of more advanced skills and knowledge. Pre-apprenticeship programs place participants onto this pathway, connecting them not just to a short-term position on a particular SB1 project, but to a long-term middle-class career.

Project Labor Agreements and Community Workforce Agreements are trusted and effective tools to advance job quality and social equity in the construction industry —

things that do not materialize automatically in the labor market. PLAs establish the wages, benefits, and investments in joint training funds by contractors and other employers that are signatory parties on a PLA. PLAs also set the ratio of more experienced, journey-level workers to apprentices, which helps determine demand for construction workers. CWAs focus on ensuring that disadvantaged communities realize the economic benefits of construction work in their neighborhood or locale by setting targeted hire goals for certain populations, and may also stipulate quality training programs through which new apprentices are hired. The ability to align demand and supply while addressing job quality and equity makes PLAs and CWAs a powerful tool for transportation agencies to use in the contracting for, and construction of, transportation infrastructure.

Multiple Crafts

4. Train for multiple crafts.

Maximize opportunity. Open the door to many possible construction careers with one common credential, and then navigate the complicated terrain beyond.

There are nearly two dozen skilled trades and crafts in the construction industry, each with its own apprenticeship program and similar, but not the same, prerequisites, selection process (including exams and interviews), and schedule of when and how many new apprentices to admit; these can even differ within the same trade or craft by region. It is critical that job-seekers are oriented to the diversity of apprenticeship opportunities and their associated skills, culture and requirements. To help participants make informed choices about which trades to pursue, pre-apprenticeship partnerships must introduce them to the full range of construction crafts, sorting out both entrance strategy and vocational compatibility.

This kind of comprehensive approach is the singular advantage of the Multi-Craft Core Curriculum (MC3), the nationally-approved curriculum for pre-apprenticeship in the construction industry[3]. MC3 represents a major breakthrough in developing a national, standardized pre-apprenticeship curriculum that identifies and addresses a common set of prerequisites for all of the trades. This involved negotiation and agreement between the various building trades and crafts to determine a common set of skills required of anyone applying to apprenticeship in the construction sector. This kind of curriculum

[3] The Multi-Craft Core Curriculum (MC3) was developed and approved by the Building Trades National Apprenticeship and Training Committee.

standardization benefits job-seekers by broadening the opportunities available to them and increasing their chances of placement into apprenticeship. In addition, MC3 is the mandated curriculum for state- and federally-funded pre-apprenticeship under California law (see statutory guidance above), and is specified in SB 1.

Pre-apprenticeship programs must use the MC3 curriculum, introduce participants to multiple career options in the trades, and help pre-apprentices navigate the range of entrance requirements. (Details on MC3 can be found in the State Board's forthcoming Prop 39 Best Practices report).

Credentials

5. Deliver industry-recognized credentials.

Train to a credential that has meaning in the labor market.

As an indicator of knowledge, skills and abilities, industry-recognized credentials help employers identify skilled workers, and assure project developers about the quality of work to be performed. Credentials allow participants to effectively signal their skills and abilities across trades and regions.

That is why industry-recognized credentials are the critical levers of workforce development. The MC3 certificate earned by pre-apprentices is an excellent example, and is required in SB 1 training partnerships.

Upon completion of training, pre-apprentices should earn an industry-recognized credential, which is marked by four key features: 1) standardization; 2) portability; 3) transparency; and 4) meaning in the labor market.[4] Standardization means they reflect common measures of competence, signaling to any employer the relevant skills of the bearer. Portability is important for workers' mobility, meaning that the credential is recognizable and holds the same meaning across employers and geography. Transparency exists when it is clear to job-seekers how they can earn the credential. And finally, industry-recognized credentials have tangible value in the labor market, influencing, for example, hiring, promotion, retention, or wages.

Determining value in the labor market is an ongoing challenge for pre-apprenticeship training partnerships. While recognized by each of the affiliated building trades, the MC3 credential is not a guarantee of entry or advance; the function of the credential is

[4] See the CWDB Credentialing Framework: https://cwdb.ca.gov/wp-content/uploads/sites/43/2016/08/CredentialingFrameworkCWDBFinalJune2016.pdf

negotiated by trade — whether, for example, the accepted certification of prerequisites leads in addition to a guaranteed interview or priority in hiring. Pre-apprenticeship partnerships sort out these issues locally and regionally.

Placement

6. Plan for job placement.

Build strategic partnerships and pathways for employment. A credential is not enough.

Pre-apprenticeship training does not guarantee placement into state-certified apprenticeship. Just applying to apprenticeship in the construction industry can be confusing, given the myriad trades and crafts with their own prerequisites and schedules. Quality training programs plan for job placement in order to increase the likelihood that investments in skills development lead to gainful employment. This is especially important for populations with barriers to employment, because training alone is insufficient to counter a history of community disadvantage or labor market discrimination. Job placement planning also benefits apprenticeship programs by making it easier for them to identify committed and prepared candidates and retain more first-year apprentices, which is significant considering the tens of thousands of dollars invested in new apprentices.

The key to effective job placement planning is active involvement of Joint Apprenticeship Training Committees (JATCs) in training partnerships, because of their unique knowledge and decision-making power. JATC coordinators have a keen sense of when and how many applicants their programs need to recruit, test, interview, and ultimately hire based on regional labor market demand; they are also in the best position to explain the qualities and characteristics of successful candidates. This information, in turn, enables training partnerships to calibrate the timing and scale of their pre-apprenticeship cohorts and better coach their participants on apprenticeship opportunities. Because labor market demand is highly variable – fluctuating over time and across trades – the ongoing participation of JATC coordinators in training partnerships is critical to having real-time, actionable data for job placement planning. JATC coordinators are well-positioned to negotiate a streamlined application process, including, for example, exam waivers or interview guarantees, for MC3 certificate-holders.

Community Workforce Agreements (CWAs) provide a more direct form of placement into apprenticeship by designating targeted hire goals, establishing ratios of apprentices to journey-level workers on a construction project, and even stipulating the share of first-year apprentices on a covered project that must be hired from designated pre-

apprenticeship programs. This kind of targeted hire mandate creates a much-needed "pull" in the labor market for pre-apprenticeship graduates. Securing placement pathways and CWAs requires a strong relationship between training programs, community-based organizations (CBOs) and local Building and Construction Trades Councils (BTCs), which represent multiple trade union locals and are often responsible for negotiating PLAs or CWAs with project developers.

Training partnerships must include both JATCs and local BTCs to effectively plan for job placement into state-certified apprenticeship programs. While local BTCs represent the diversity of the trades and crafts in a region, training partnerships must build relationships with as many different apprenticeship coordinators as possible, because each program has a distinct application process. Building and maintaining partnerships takes significant time and effort, and it is only once JATCs and local BTCs become familiar with and trust the quality of a pre-apprenticeship program that advanced placement strategies for pre-apprentices can be negotiated.

Timing

7. Pay attention to timing.

Close the gap between graduation and employment. Placement into apprenticeship does not occur instantaneously upon completion of pre-apprenticeship; earning an MC3 certificate doesn't guarantee a slot.

This is because an apprenticeship is a job, and the timing and scale of openings varies according to local labor market demand, as with any form of employment. The availability of apprenticeship slots further varies by construction trade or craft, based on the range of projects in a region and the corresponding demand for different types of skilled workers. Even the timing of entrance exams varies.

Retention is a major issue that training partnerships must consider and plan for throughout pre-apprenticeship and the time period between graduation and placement into a state-certified apprenticeship program. It can take several months from the time cohorts have graduated from pre-apprenticeship to finding a suitable apprenticeship slot or other positive step in an employment or education pathway. Training partnerships must develop strategies to retain pre-apprenticeship graduates in the construction industry while they seek an apprenticeship slot. One approach is placing people into construction helper positions, a classification below a first-year apprentice that still provides valuable on-the-job experience and compensation for hours worked; most, but not all crafts have

designated helper positions. Another strategy involves training partnerships hiring their own graduates to recruit new pre-apprentices.

Construction work and employment in the industry is heavily influenced by time. The industry goes through cycles of boom-and-bust that dovetail with periods of growth and recession in the broader economy. Even in a strong economy, the work is often seasonal and may be short-term. Construction workers do not remain on the same project indefinitely; they will invariably work on multiple projects during the course of their apprenticeship.

Access

8. Create access to middle-class careers.

Build a broad, well-lit highway to construction careers. Use pre-apprenticeship to lift up the on-ramps for people who have been excluded from opportunity.

When counting jobs and outcomes, remember that the goal of construction sector pre-apprenticeship is to connect individuals to long-term careers in the trades rather than short-term employment on a particular SB 1 construction project.

Construction apprenticeship provides a reliable pathway to a long-term, middle-class career for people without college degrees. Pre -apprenticeship broadens access to these pathways, while providing more — and more diverse — talent to the trades. The training and support provided to disadvantaged or under-represented individuals are instrumental to their success, increasing critical skills, knowledge and abilities that make them competitive applicants for apprenticeship slots. Construction apprenticeships have a high bar to entry, with rigorous personal and academic prerequisites and a lengthy application process that includes exams and in-person interviews. The point is not to lower the bar for well-paid, highly skilled occupations, but to shine a spotlight on the steep path, and to help folks up and over.

Pre-apprenticeship can work to counteract sexism and stereotypes about female roles in the economy that limit opportunities for women in the building and construction trades. Pre-apprenticeship training programs, by statute, must address recruitment and retention of women in the construction trades. Similarly, communities of color remain under-represented in construction-sector apprenticeships, although the situation has improved markedly for Latinx workers. Pre-apprenticeship training programs should be designed to improve opportunity in apprenticeship for these and other under-served

populations. Recruitment, while only part of the answer, is a critical element in changing the face of California construction.

Services

9. Provide services in addition to curriculum.

Identify barriers to graduation and employment, and work to remove them. Training by itself is rarely enough; school didn't work for many folks the first time around.

Pre-apprenticeship assists disadvantaged populations gain the skills and competencies necessary to compete effectively for coveted new apprentice slots. Coordinating and providing access to a range of supportive services is essential to this equity strategy. Indeed, these supports may be as important to a pre-apprentice's success as the curriculum and classroom instruction. Successful partnerships connect pre-apprentices to critical resources — some with monetary value (e.g., stipends and housing vouchers) and some without (e.g., mentorship and counseling). This is a vital participant retention strategy in a field notable for low completion rates. Services have three purposes: to help participants complete the training and earn the MC3 certificate (e.g., stipends, counseling, peer support, transportation); to prepare participants for apprenticeship requirements (e.g., driver license, drug test, algebra); and to deliver employability skills and support systems for the long haul (e.g., anger management, financial literacy, child care).

Pre-apprentices need a variety of supportive services, and training partnerships conduct individual assessments to determine which ones are required or would be most valuable. Some services are directly tied to entrance requirements for apprenticeship in the building and construction trades, including counseling and addiction treatment in order to pass a drug test; coursework necessary to earn a GED; math in general and algebra in particular in order to pass a particular entrance exam. Another category of services address a person's fundamental ability to work in the construction industry. Fitness programs can prepare apprentices for physically grueling occupations. Assistance with obtaining a driver license and establishing ticket amnesty or payment plans for fines is essential in an industry that requires reliable transportation. Numerous other supportive services are required to assist disadvantaged workers reduce or eliminate barriers to employment regardless of career pursued, but with particular significance in the construction industry. These include, for example, financial literacy, benefits coordination (e.g., childcare and housing subsidies), case management, mentorship, peer support, and expungement of criminal records.

Partnership is essential to coordinate, finance, and deliver a vast range of supportive services for successful pre-apprenticeship. Different organizations offer unique capacities and contributions, even when it comes to the same type of resource, such as funding (e.g., some entities could pay for construction tools while others can cover unpaid traffic violations). These kinds of partnerships may change over time, as pre-apprentices' needs vary and as participants provide feedback about the quality and effectiveness of available services. Ongoing assessment can identify service limitations or challenges, and their resolution might entail forming a new set of partnerships.

Partnerships

10. Forge partnerships, not just programs.

Find partners. Rally and rely on them. Successful pre-apprenticeship entails more than curricula and skills training, and, done right, integrates more systems than any one organization can reasonably sustain.

It is a whole system of policy and practice aimed at recruiting, training, retaining, and placing disadvantaged Californians in state-certified apprenticeship, as the first critical step to an achievable, long-term, middle-class career. No single entity could be expected to address all the related issues in designing pre-apprenticeship, or deliver the myriad activities and services involved. Organizations should build training partnerships instead of training programs, engaging the range of entities required to implement robust and effective pre-apprenticeship.

The State Board encourages transportation agencies to participate in, invest in, or partner with existing partnerships where possible, because of the significant and varied knowledge and resources required to deliver quality preparation for state-certified construction apprenticeships. Pre-apprenticeship training partnerships must plan, coordinate, and implement a range of critical, interrelated activities: participant outreach, recruitment, and screening; coaching, counseling, and curriculum delivery; event organizing (e.g., tours of apprenticeship centers) and partnership development; case management and assessment to gauge progress throughout pre-apprenticeship; placement coordination for apprenticeship, interim employment, or post-secondary-education; data tracking, reporting, and sustainability planning. Training partnerships assist pre-apprentices in meeting a variety of apprenticeship prerequisites, some of which vary by building trade or target population. Examples include obtaining a GED, testing out of high school algebra, passing a drug test, securing a valid driver's license, and expunging records (for justice-involved individuals). In addition to ongoing case

management, mentoring, and peer support, pre-apprenticeship partnerships may train for financial literacy (including in preparation for the cyclical and temporary nature of construction work) and coordinate public benefits (e.g., child care and housing subsidies).

Certain partners are essential to construction sector pre-apprenticeships that follow the Multi-Craft Core Curriculum (MC3). Chief among these is the local Building and Construction Trades Council (BCTC), which grants approval for use of the MC3. Joint Apprenticeship Training Committees (JATCs) are related, but separate entities that play a unique role in orienting pre-apprentices to the different construction crafts and the hiring of new apprentices. Community-based organizations (CBOs) are particularly suited to recruitment and retention activities because of the familiarity and trusted relationships they maintain with disadvantaged workers and communities; in many cases they are the service providers these populations need access to or interact with already. Community colleges and adult schools often contribute educational resources, from facilities for instruction and hands-on training to instructors and placement opportunities. Local Workforce Development Boards (WDBs) are equally important partners in pre-apprenticeship implementation, by providing funding for training and related equipment (e.g., construction tools), case management and job placement assistance (non-apprenticeship employment specifically), as well as referrals to other public agencies and social services.

These organizations are key to successful pre-apprenticeship training partnerships in the construction sector. The individual contributions described, however, are meant only to illustrate the kind of functions and capabilities necessary in pre-apprenticeship rather than prescribing definitive roles of each organization involved in a training partnership. Pre-apprenticeship partnerships, like any kind of relationship, are dynamic: roles and resources may differ by training partnership and could change over time as pre-apprentices' needs vary and as participants provide feedback about the quality and effectiveness of services provided. Ongoing assessment can also help identify limitations or challenges with supportive services, and their resolution might entail forming a new set of partnerships.

Appendix 1

Public Transit: high road workforce development in transit-sector operations and maintenance

Senate Bill 1 set aside a historic level of investment in California's public transit systems, which is critical to increasing physical and economic mobility while limiting air and climate pollution from the transportation sector. This dedicated investment of about $750 million annually is also imperative given the many years in which insufficient funding was available to maintain and repair the state's transit systems. Investments in California's public transit systems are diverse, and cover funding for operational and capital expenses; maintenance and repair of existing transit infrastructure and for establishing new services; as well as both local and intercity transit routes.

High road workforce development strategies have been deployed in some key areas of the public transit sector, including the manufacturing of transit vehicles and equipment, the construction of transit facilities, and the operations and maintenance of transit vehicles and equipment. The SB 1 workforce guidelines do not establish standards for apprenticeship pathways and high-road workforce development in transit, as SB 1 supports these activities through a separate account than the RMRA-funded construction projects to which these Guidelines pertain.

It is worth noting, however, that the California Workforce Development Board has invested in similar training partnerships for non-construction industries, including a model High Road Training Partnership (HRTP) for transit operations and maintenance. This demonstration project models a set of standards for statewide transit workforce development. The effort is led by California Transit Works (CTW), a growing consortium of transit agencies, transit unions, and community colleges that is training a new generation of workers to operate and maintain clean, advanced technology transit vehicles. Based on equity and job quality principles similar to the standards for High Road Construction Careers (HRCC) outlined here, the State Board sees CTW as a model for transit apprenticeship development across the state. Organized around an innovative apprenticeship lattice in transit operations and maintenance, and an ethos of frontline worker expertise, CTW offers an effective labor-management workforce model that can nimbly address critical state- and industry-wide issues of climate and technological change. For further information, see www.CaliforniaTransitWorks.org.