

Competency-Based

Youth

Equity

Certificate

Industry

Wage

Employer

College

K12

Experience

Intermediary

Skills

Access

DAS

Talent

Education

DOL

Competencies

Earn-and-Learn

Learning

Apprenticeship

Credit

Program

Innovative

Job

Training

Career

Grant

**C**oalition of  
**A**pprenticeships  
**A**ligned with  
**C**areer  
**E**ducation

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# INTRODUCTION

The **Coalition of Apprenticeships Aligned with Career Education (CAACE)** is created to enhance apprenticeship opportunities within California by leveraging the robust infrastructure of our state's education system. As the apprenticeship initiative has developed over the past decade, **CAACE** acknowledges that the broad strategy of introducing an overabundance of competitive pilot projects has hindered standardization and long-term progress within publicly funded institutions and we believe California can do better. To help the initiative evolve, **CAACE** envisions a high-capacity apprenticeship intermediary network that coordinates services with local institutions at a statewide level, promoting economies of scale and standardized practices, and integrates a model of apprenticeship with our state's K-12 and higher education system. **CAACE** collaborates with organizations experienced in developing apprenticeship programs linked with public institutions, aiming to support dual-education systems that benefit both students and workers, and that support economic growth. **CAACE does not seek to be a one-size-fits-all solution** but aims to foster innovation and collaboration to build a strong foundation for organizations in agreement with this larger vision of California's apprenticeship system. Working together, we believe that public education institutions, supported by knowledgeable and vision-aligned intermediaries, can set up a new and scalable model of apprenticeship that is accessible to communities and effective in supporting economic growth for California's diverse regions.

**CAACE** asserts that this new apprenticeship model requires cooperation between state and local agencies, a commitment to systems development, and a long-term strategy for scale and sustainability. For this reason, we propose that entities that have worked on projects and programs, have participated in and led the formation of best practice sharing, and have come to agree on large themes within the apprenticeship initiative, should take this moment to coalesce on a strategic plan and partnership. We believe that organizations with the expertise in developing and implementing this model of apprenticeship can provide public agencies and institutions with a uniform and effective set of services, capacity, and technical assistance, which provides tools for setting up comprehensive apprenticeship pathways for residents and communities they serve. Concurrently, we believe that public agencies at the state and local level must carry out the mandate to form multi-institutional, multi-regional, and multi-sectoral frameworks, which should be viewed as a non-negotiable component of any statewide strategy. This requires cooperation and collaboration between state and local agencies. **CAACE** argues that while there may be many applications and models of apprenticeship programs that can exist, to achieve the scale and comprehensive level of apprenticeships we have identified as a state, basic frameworks, such as the role of individual education institutions in apprenticeship programs, must be agreed upon, and standardized to some degree so that public institutions can build capacity around those functions.

Our goal with this document is to provide evidence that educators and workforce organizations must undertake a critical reframing of the apprenticeship effort if we are to succeed at scaling apprenticeship access for California's diverse communities. In addition, we will outline the need for, and principles behind, the creation of a new foundation for apprenticeship programs administered by public education agencies supported by intermediary organizations. Finally, we will introduce the founding organizations of the **CAACE** and invite organizations with a shared vision and commitment to partner.



# EXECUTIVE SUMMARY



## 1. FOSTERING COLLABORATION AMONG INTERMEDIARIES & INSTITUTIONS

The **Coalition of Apprenticeships Aligned with Career Education (CAACE)** is a collaborative effort aiming to expand apprenticeship opportunities in California through accessible programs delivered via public education institutions.

- **CAACE** recognizes the unhealthy competition among service providers resulting from a competition-based strategy, which lacks standardization and efficiency.
- **CAACE** envisions a high-capacity intermediary network that offers economies of scale, standardized practices, and access to expertise, aligned with California's broader goal of integrating apprenticeships into education.
- **CAACE's** role is to support organizations with a track record of developing apprenticeship programs integrated with public institutions, emphasizing community and local stakeholders. It advocates for a collaborative approach to foster innovation and create a strong foundation for apprenticeships.



## 2. THE CRITICAL NEED FOR A NEW FOUNDATION

Recent proposed regulations by the **Department of Labor** and Governor Newsom's Executive Order emphasize the need for alignment and integration across public agencies involved in workforce development and education, and each highlights the need for a **new foundation**.

- **CAACE** agrees with the need for change, recognizing that the traditional approach to registering new apprenticeship programs is often isolating and lacks broad accessibility that the traditional approach to registering new apprenticeship programs is often isolating and lacks broad accessibility.
- The apprenticeship landscape in California has received increased funding and policy changes, but challenges persist due to fragmented initiatives across state agencies.
- Traditional apprenticeship program models, rooted in public works construction, may not suit apprenticeship needs in other sectors, particularly for younger individuals and those entering new professions. As we attempt to expand apprenticeship through large publicly funded initiatives, access barriers persist, and high costs have led to apprenticeships primarily serving experienced workers rather than entry-level candidates.
- **CAACE** agrees that alternatives like **Registered CTE Apprenticeship Programs** are proposed to address this issue, and this requires education institutions to play an expanded role in programming and for apprenticeship agencies to integrate industry-skills frameworks in addition to occupational-skills frameworks.





# EXECUTIVE SUMMARY

## (CONTINUED)

### 3. ADVANCING THE FOUNDATION

#### APPRENTICE-CENTERED REGIONAL COLLABORATIVE HUBS

Through the formation and establishment of **regional Hubs**, public education institutions can play an active role in partnership development, program administration, recruitment, academic credit for work-based competencies, and more., and more.

- **Hubs** are partnerships between organizations that offer comprehensive services to individuals pursuing apprenticeships as a career path. Unlike traditional apprenticeship programs, which tend to operate independently and focus solely on occupational aspects, Hubs consider the entire journey of apprentices, aiming to create pathways that guide them through different stages of their apprenticeship experience.
- **Hubs** should have delegated authority to make responsive decisions about program resources, approval of program elements, and mediation of local organizational disputes, aiming to ensure that apprenticeship programs are responsive to local needs and interests while maintaining strong industry-education partnerships.

#### APPRENTICESHIP IS A PUBLIC INSTITUTION THAT MUST EMPHASIZE COMMUNITY ACCESS AND ACCOUNTABILITY

Regional coordination, public funding, and long-term commitment to the apprenticeship system have supported apprenticeship programs throughout the past eight decades, and we can draw important lessons from the building trades apprenticeships that have scaled and sustained since the **1940s**.

- The resilience and stability of building trades programs, even during economic fluctuations, demonstrates the importance of sustained public funding in apprenticeship programs.
- Employer associations and unions represent California's institutional framework of stewarding public funds for the benefit of construction apprentices and the industry at large.
- **CAACE** argues that the state needs to establish an institutional framework for an education-based apprenticeship model that is additive to the comprehensive state apprenticeship system.



# EXECUTIVE SUMMARY

## (CONTINUED)



### 3. ADVANCING THE FOUNDATION (CONTINUED)

IT'S TIME TO STOP PLACING BETS  
AND START MAKING INVESTMENTS

CAACE suggests that state agencies should shift their approach from merely funding numerous start-up apprenticeship programs with a high risk of failure to implementing a more sustainable plan. While seed-funding new programs is important for innovation, CAACE calls for intelligent sustainability planning, regionally driven allocation models, and long-term commitment to projects funded by the state.

- Data shows us a discrepancy between the stated intent of public funding and the outcomes generated by that funding. CAACE advocates for investing in publicly accessible institutions like high schools and community colleges to build apprenticeship programs that align with the communities these institutions serve.
- CAACE works to establish apprenticeship entry points within schools themselves, emphasizing that this approach requires long-term commitment and significant capacity building within educational institutions.



### 4. A CALL TO PARTNERSHIP AND ACTION

The CAACE aims to support organizations implementing education-based apprenticeship programs, expand access to registered apprenticeships through public education institutions, and provide resources, services, and forums for organizations to inform state and federal agencies about the challenges and opportunities facing these programs.

- 2024 is dedicated to coalition building. CAACE will present the principles and strategic vision for a Career Education Aligned apprenticeship model and seek partnerships with organizations willing and able to contribute to the development of programs committed to this model.
- Beginning in 2025, CAACE will outline an asset map that demonstrates the capabilities of the coalition and provides businesses, job seekers, and students with the means to enter and begin participating in apprenticeship programs.
- Beginning immediately and ongoing, Apprentice-Centered Regional Collaborative Hubs (Hubs) will be identified by CAACE and prioritized for program development and support.
- CAACE intends to draft a statewide standardized plan in 2024 to guide regions interested in establishing Hubs, ensuring consistent program development and coordination processes and effective governance structures for streamlining public resources to serve local communities.



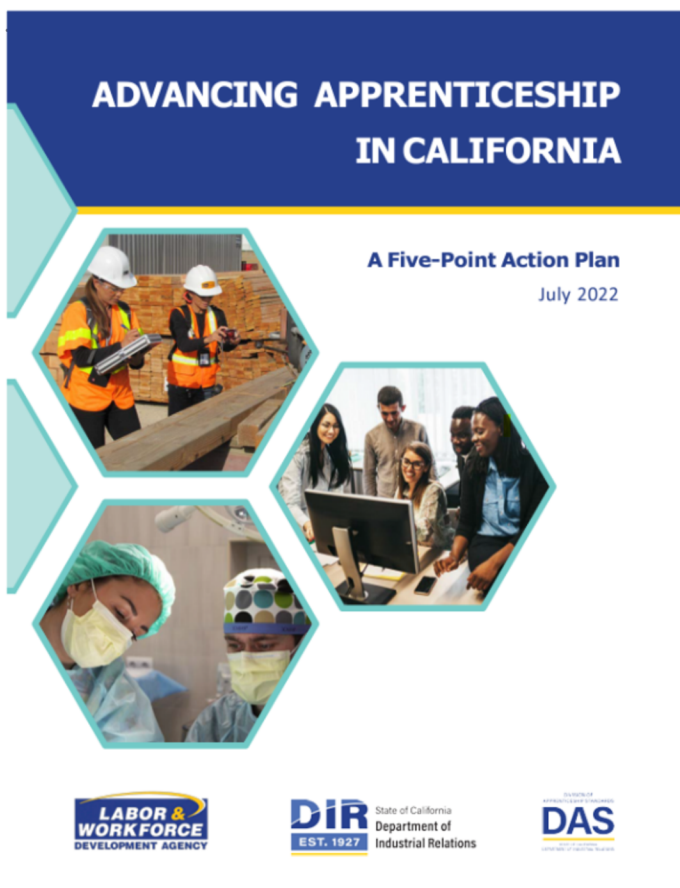


# 1. FOSTERING COLLABORATION AMONG INTERMEDIARIES & INSTITUTIONS

CAACE represents a collaborative effort between independent apprenticeship intermediaries, educational institutions, and workforce development organizations. Our shared objective is to expand apprenticeship opportunities across California by developing and promoting accessible programs delivered through public education institutions. These kinds of cooperative learning pathways are built on strong partnerships with local employers and labor organizations, but they uniquely leverage the education services, community accessibility, and administrative infrastructure of our education system. CAACE's aim is to enhance residents' access to earn-and-learn opportunities within publicly-funded institutions, thereby offering a wide array of career and academic pathways for work-based learners throughout the state.

CAACE's mission is to establish a high-capacity intermediary structure at a statewide level that brings together the expertise and local networks necessary to serve California's distinct economic regions. It also aims to bolster the state's efforts to scale and sustain apprenticeship programs in professions that traditionally haven't utilized registered apprenticeships for talent development.

While apprenticeship intermediaries are relatively new within the workforce system, California has embraced its role in its strategic plan.



*“An intermediary is an organization that is the convening force for an apprenticeship program. They aggregate the needs of multiple employers, design the program in collaboration with educators, launch and register the program with the state, and most importantly, support the apprentice through their journey.”*

[Read Five-Point-Action-Plan Here](#)





# 1. FOSTERING COLLABORATION AMONG INTERMEDIARIES & INSTITUTIONS

(Continued)

As part of its implementation of this strategy, funding support for organizations that serve as liaisons between businesses, education, and workforce entities has been established. Although this approach has garnered broad support for intermediaries, it has also led to an environment of surprisingly unhealthy competition among service providers. While it may seem intuitive to “let the market decide,” this competition-based strategy fails in terms of systems-building, which provokes a lack of standardization and hinders long-term improvements in apprenticeship pathways within publicly funded institutions. While the intent may be to foster innovation, this strategy also generates inefficiencies in program development, rivalries among public institutions, and reduced economies of scale. In the absence of long-term investment strategies, we are offering fewer choices today to would-be apprentices and businesses. Instead of designing programs around communities and residents, organizations are often driven by agency-centric grant programs, many of which are short-term, deterring sustained system development.

The [CAACE](#) envisions a high-capacity apprenticeship intermediary network that can coordinate services and program components at a statewide level. This intermediary network will offer local programs the benefits of economies of scale, standardized practices, and access to expertise. Intermediary partners in this network agree with the tenets of the [CAACE](#)'s program design principles:



**1.** Support Regional and Sectoral Apprenticeship Intermediaries



**2.** Expand New and Innovative Apprenticeships



**3.** Grow and Expand Access to Traditional Construction Apprenticeships



**4.** Support Youth Apprenticeship for In-School and Out-of-School Youth



**5.** Expand State and Local Public Sector Apprenticeships





# 1.

# FOSTERING COLLABORATION AMONG INTERMEDIARIES & INSTITUTIONS

(Continued)

Leveraging the existing infrastructure of the state's public education system, apprenticeship programs supported by this [CAACE](#) can scale effectively while remaining accountable to local residents. This approach aligns with Governor Newsom's strategy and the state's legislative actions, emphasizing the role of education institutions in apprenticeships. The primary challenge lies in transitioning from grant-focused initiatives and pilot programs to an institutionalized apprenticeship system integrated into secondary and post-secondary education. We believe this [CAACE](#) can create a bridge for programs leading this transition.

For this reason, organizations leading program development must collaborate and adopt a structure that incentivizes mutual growth and success. The [CAACE](#) aims to provide this partnership structure for organizations with a proven track record of developing apprenticeship programs integrated with public institutions such as high schools, community colleges, and public universities. These organizations should also have a long-term vision for supporting dual-education systems, where students and workers benefit from apprenticeship employment as part of their education.

Apprenticeships thrive when communities are recognized as the ultimate stakeholders, with industry, labor, education, and workforce organizations collaborating and continually improving apprenticeship programs. Consequently, [CAACE](#) is not intended to be a one-size-fits-all solution for apprenticeships, nor does it suggest that California should designate it as a clearinghouse for program standards and sponsorship. We will ask policymakers to acknowledge Governor Newsom's intent to "nurture regional and cluster-based collaborations partnering industry, our academic institutions and communities to innovate new ideas and spur economic growth throughout the state."

In addition, we would echo the Governor's executive order, which calls for a "[new foundation](#)" and an integrated system that serves both regional and statewide needs.

EXECUTIVE DEPARTMENT  
STATE OF CALIFORNIA

EXECUTIVE ORDER N-11-23

**WHEREAS** the State of California, as the home of the world's leading educational institutions and as the global epicenter for talent, has historically modeled policies and programs that enable Californians to build real-life skills and career opportunities, resulting in generations of Californians who achieved success and fulfillment through public education and workforce development, and in unprecedented innovation and prosperity for the past century; and

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## Here's How We Grow California's Economy for Everyone

Fighting income inequality isn't an option, it's an imperative



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# 1. FOSTERING COLLABORATION AMONG INTERMEDIARIES & INSTITUTIONS

(Continued)

We applaud every effort at innovation made by our state and federal agency partners, but we also believe the most relevant innovations happen through implementation, trials, and collaboration among local partners. Not every idea works the first time, and organizations need time to grow the quality and size of their programs. We would ask policymakers not to pick and choose winners and losers but to see these newly organized collaboratives as critical stakeholders. In that spirit, the [CAACE](#)'s purpose is to support program development within public education and workforce agencies, emphasizing capacity building and enhanced apprenticeship access for local regions and communities. We intend to provide an amplified voice to the many programs building the “[new foundation](#)” so desperately needed in our workforce and education system. Through partnerships, organizations within the [CAACE](#) will enhance state and local agencies' service capacity, leveraging their unique expertise, networks, geographic reach, program infrastructure, and experiences.



# 2. THE CRITICAL NEED FOR A NEW FOUNDATION

In *Governor Newsom's Executive Order*, he uses the phrase “[new foundation](#)” several times when emphasizing the need for alignment and integration across public agencies involved in workforce development and education, establishing regional responsiveness, and setting up systems for engagement between public agencies, businesses, and labor. Beyond deriving some inspiration from the phrase, [CAACE](#) agrees with the very practical message this implies: Simply doing the same things will not lead to different outcomes...even if we throw millions of dollars at it. The challenge for us all working on apprenticeship programs is that often organizations are left isolated and alone to create a new program and lead a systems-change initiative all at the same time. Creating a new apprenticeship program can feel like planting a tree in a non-indigenous climate. It simply becomes a battle against nature, and there is a reason for this. We should not expect new apprenticeship programs to look exactly like building trades programs because they simply should not. Both sets of programs need to reflect their environment and be adaptive to different needs. A “[new foundation](#)” is exactly what many new programs need to succeed, and this does not mean they are less worthy, of less quality, and definitely not of less importance than traditional programs. In fact, it's the traditional programs that have shown us why there is a need for a firm and relevant foundation to begin with.







## 2. THE CRITICAL NEED FOR A NEW FOUNDATION

(Continued)

TRADITIONAL APPRENTICESHIP HAS RELIED ON A FOUNDATION OF PUBLIC WORKS CONSTRUCTION. NON-TRADITIONAL APPRENTICESHIP CANNOT DO THE SAME, AND MUST HAVE A NEW FOUNDATION.

California's current apprenticeship initiative began under *Governor Brown*'s administration and gained momentum under *Governor Newsom*'s ambitious plan to establish **500,000 apprenticeships**. In this administration, legislators increased funding for the *California Apprenticeship Initiative (CAI)* and introduced two substantial funding packages: the *Apprenticeship Innovation Funding (AIF)* and the *California Youth Apprenticeship Grant (CYAG)* program. Policy changes, such as **AB1809** and **AB235**, streamlined apprentices' access to community college instruction and introduced new frameworks for apprenticeship programs. Education and workforce leaders can see these specific efforts as leveraged alongside a myriad list of career-aligned education and workforce investments made recently by the state including, but not limited to:

- \$500 million for Golden State Pathways
- \$200 million for dual enrollment programs
- \$2.9 billion for education workforce pipelines and \$1.7 billion for healthcare workforce pipelines
- \$600 million for the California Economic Resilience Fund and
- \$250 million for regional K-16 Collaboratives, which support the alignment of career pathways to future regional demand, with partnerships with local employers and a focus on industry sectors prioritized by the High Road Transition Collaboratives, which represent California's 13 distinct regional economies and bring together diverse community, labor, industry, and business interests; and with local employers and a focus on industry sectors prioritized by the High Road Transition Collaboratives, which represent California's 13 distinct regional economies and bring together diverse community, labor, industry, and business interests; and
- \$42 million to retrain displaced oil and gas workers; and
- \$500 million for Learning-Aligned Employment
- \$78 million in new annual funding for the Youth Jobs Corps, in addition to \$237.3 million already provided for the College Corps, Climate Action Corps, and Creative Corps





## 2. THE CRITICAL NEED FOR A NEW FOUNDATION

(Continued)

Newsom's recent executive order made the point that these funds are spent across over a dozen state agencies, which can lead to siloed initiatives and programs. In addition, if you consider these funds as only supplemental within the \$21.8 billion dollar budget for higher education, and \$127 billion dollar budget for K-12 education, one can understand why the apprenticeship initiative is in danger of collapsing if it fails to align with the implementation of education funding more broadly.

For example, for decades, the building and construction trades apprenticeship programs have recognized the need to embed their programs within a system and have largely based their program structures in alignment with public works construction. This works (notwithstanding having its own caveats). Historically, apprenticeship programs have been administered primarily by employer associations and labor unions that operate within specific prevailing wage and labor laws exclusive to public works construction. This model provides building trades programs with hundreds of millions of dollars annually and creates a uniform system across individual programs, businesses, and occupations. It's notable that within this system education institutions play a more passive role in terms of program development and coordination, and instead, they focus on overseeing related instruction funding for apprentices. In 2017, the Academic Senate for the California Community Colleges published a primer on apprenticeship programs and stated the following::

Traditionally, each district enters into a contract with a labor organization. Districts keep approximately 15% of the RSI money, and the rest is given to the trade union to provide instructional services. Curriculum must be approved through the regular college processes either as credit or noncredit instruction and the program must be approved by the state. Students can earn certificates and degrees from the college through apprenticeship programs. The curriculum committees are asked to place the course in either credit apprenticeship or noncredit apprenticeship. However, instruction usually takes place off-campus at a union office with instructors selected and paid by labor organizations using the other 85% of the RSI money.

In practice, the relationship between the college and industry seems tenuous. Local curriculum committees have expressed concerns that the curriculum submitted for some apprenticeship programs does not meet their local college standards or that the assignment of an appropriate discipline is not based on the best preparation of potential faculty to teach the depth expressed by the curriculum and the breadth of knowledge required to be college level. Faculty leaders have also reported difficulty in maintaining appropriate engagement between apprenticeship programs and college processes, including program review elements such as student equity evaluation, certificate and degree completion rates, and institutional planning.

AB86 (2013 – 14) and subsequent Adult Education Block Grant legislation granted fiscal authority for apprenticeship programs to California community colleges. This situation has added to the distrust between labor unions and the community colleges as the Chancellor's Office works to understand the fiscal responsibility and expenditure plans of the labor unions that receive most of the money associated with apprenticeship."



APPRENTICESHIP PROGRAMS IN THE CALIFORNIA COMMUNITY COLLEGES: A PRIMER FEBRUARY 2017



## 2. THE CRITICAL NEED FOR A NEW FOUNDATION

(Continued)

The foundation provided by public works construction laws and funding gives the apprenticeship system a way to tolerate the tenuous relationships; however, this relationship dynamic would be detrimental to newly developing programs that rely on significant institutional support from community colleges and high school districts. In these new programs, faculty, administration, and industry cannot afford to be adversarial, and apprenticeship program development needs to align with institutional strategic planning. In turn, institutional planning needs to align with local labor market and economic development planning. In the view of this [CAACE](#), fostering and sustaining agency-recognized regional collaboratives is not just an optional enhancement to the initiative – it remains the key component for long-term sustainability and quality of apprenticeship programs.

TRADITIONAL APPRENTICESHIP IS NOT WELL SUITED TO YOUNG PERSONS  
AND LACKS THE FLEXIBILITY TO ACCOMMODATE DIVERSE CAREER  
BEGINNINGS WITH THE POTENTIAL FOR MULTIPLE PROFESSIONAL OPTIONS

It is useful to observe that our historical apprenticeship model, while effective for standardized occupations within prevailing wage labor markets, is failing to provide accessible entry points for apprentice candidates in modern apprenticeship programs and lacks scalability across less regulated labor markets. Because the historical model approaches program design strictly through designated occupational skills frameworks as opposed to industry-wide skills frameworks, conventional apprenticeship frameworks (i.e., rigid outlines composed of [On-the-Job Training Hours](#) in narrow work processes and limited related instructional components) are less adept at serving individuals entering an industry for the first time that need broader foundational industry experience and training as they refine specific skills and attain specific qualifications that support long-term advancement.

While the term “[apprentice](#)” connotes the idea of an entry-level inexperienced trainee, the data show us [apprentices are typically older and more established within their industry at the time of starting their apprenticeship](#). For example, the state registration dashboard demonstrates that carpentry represents the largest designation for apprentices in California. When we review the demographics of apprentices in this classification, we see that [the overwhelming majority of apprentices are between the ages of 25 and 54](#). Before assuming these apprentices are making later-stage career transitions, it is important to understand the prevailing wage system and barriers to entering registered apprenticeship programs in carpentry. The fact is that [employers tend to hire experienced workers as apprentices](#) because the cost of employing registered apprentices in California is extraordinarily high compared to labor market averages of the same occupation.

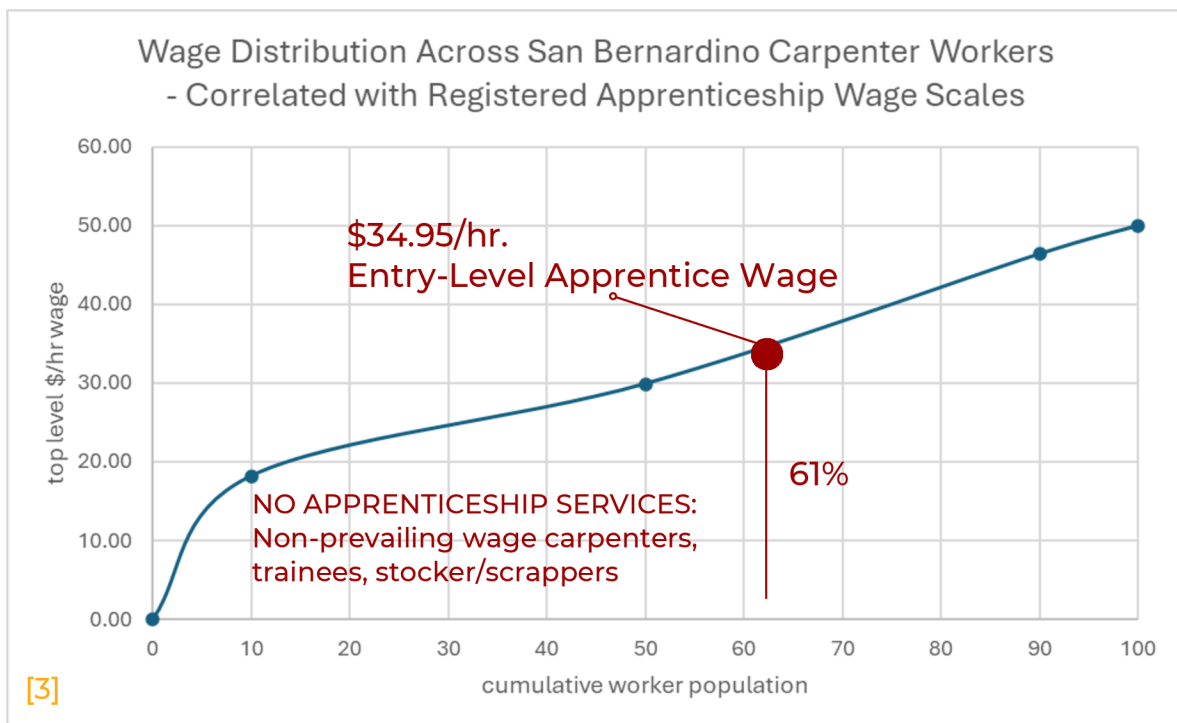


## 2. THE CRITICAL NEED FOR A NEW FOUNDATION

(Continued)

For example, in San Bernardino County, the *Department of Industrial Relations* sets the entry wage for carpenter apprentices at an hourly rate of **\$34.95**.<sup>[1]</sup> For a full-time worker, that translates to roughly **\$70,000 per year**. At the same time, however, the Bureau of Labor Statistics reports that the average hourly rate for carpenters across the labor market in the same county is **\$29.91**; roughly **\$60,000 per year**. While the *Department of Industrial Relations* laws do not make it illegal for employers to hire inexperienced workers, it produces a tremendous financial disincentive to do so. Employers must hire the most qualified apprentices if they are going to succeed as a business. The carpenter union works with its signatory employers and members on this and has created and bargained for trainee positions such as “pre-apprentice workers for non-prevailing wage projects” and “stocker/scrappers,” which are paid positions for entry-level workers that can lead to apprenticeship employment. <sup>[2]</sup>

### In Riverside-San Bernardino-Ontario, CA:



[1] Apprentice Prevailing Wage Rates are paid only to apprentices registered with the State of California, Division of Apprenticeship Standards, for work the registered apprentice performs in his/her specific craft or trade. The wage cited here was issued by the Department of Industrial Relations August 22, 2023. Wages for apprentices are posted here: <https://www.dir.ca.gov/OPRL/pwappwage/PWAppWageStart.asp>

[2] <https://wwcca.org/wp-content/uploads/2022/06/Drywall-Allocation-Letter-Wage-Sheets-07.01.22-SD.pdf>

[3] Wage data was found using O\*Net Online: <https://wwcca.org/wp-content/uploads/2022/06/Drywall-Allocation-Letter-Wage-Sheets-07.01.22-SD.pdf>.



## 2. THE CRITICAL NEED FOR A NEW FOUNDATION

(Continued)

It is important to understand what the traditional apprenticeship system is currently systemically designed to accomplish. The wage and age data shows us that the majority of registered apprentices in California are not entering a new occupation and developing entry-level foundational skills for the first time. Instead, apprentices are predominantly experienced workers (sometimes extensively experienced) who are entering programs that will establish their status within the industry as the most trained and qualified workers in their field, and workers completing these programs will command the highest wages paid to professionals within their occupation. Perhaps this is as it should be. These workers build our schools, hospitals, and roadways, they maintain our power grid, etc., and our residents rely on them to do this well and efficiently. Higher standards and higher pay in these programs make perfect sense when you consider the importance of the work professionals in this field complete. However, with that being said, the data tells us these programs are not designed with broad accessibility as a primary concern, and they effectively act as much as a filter as they do a training program. According to the state completion dashboard, **only 1 out of every 3 carpenter apprentices registered will complete the program**, and this ratio is satisfactory according to the Minimum Industry Training Criteria agreed upon by the apprenticeship programs within the industry.[4]

CAACE is not alone in pointing this out. In their recent proposed rule, the *Department of Labor's Employment and Training Administration* demonstrated that the **traditional apprenticeship system, as it stands, does not broadly serve younger students and individuals in the early stages of their careers**. The Department has now proposed a need for a new classification of registered apprenticeship programs that it would refer to as **registered CTE Apprenticeship Programs**. In the Department's opinion, this classification of programs would better suit workers at the beginning of their careers by incorporating program design elements that are based on industry skill frameworks as opposed to occupation skill frameworks and providing for increased educational attainment as part of the apprenticeship.[5]

[4] <https://www.dir.ca.gov/das/MITC/MITC/Carpenter/Carpenterindustry.pdf>

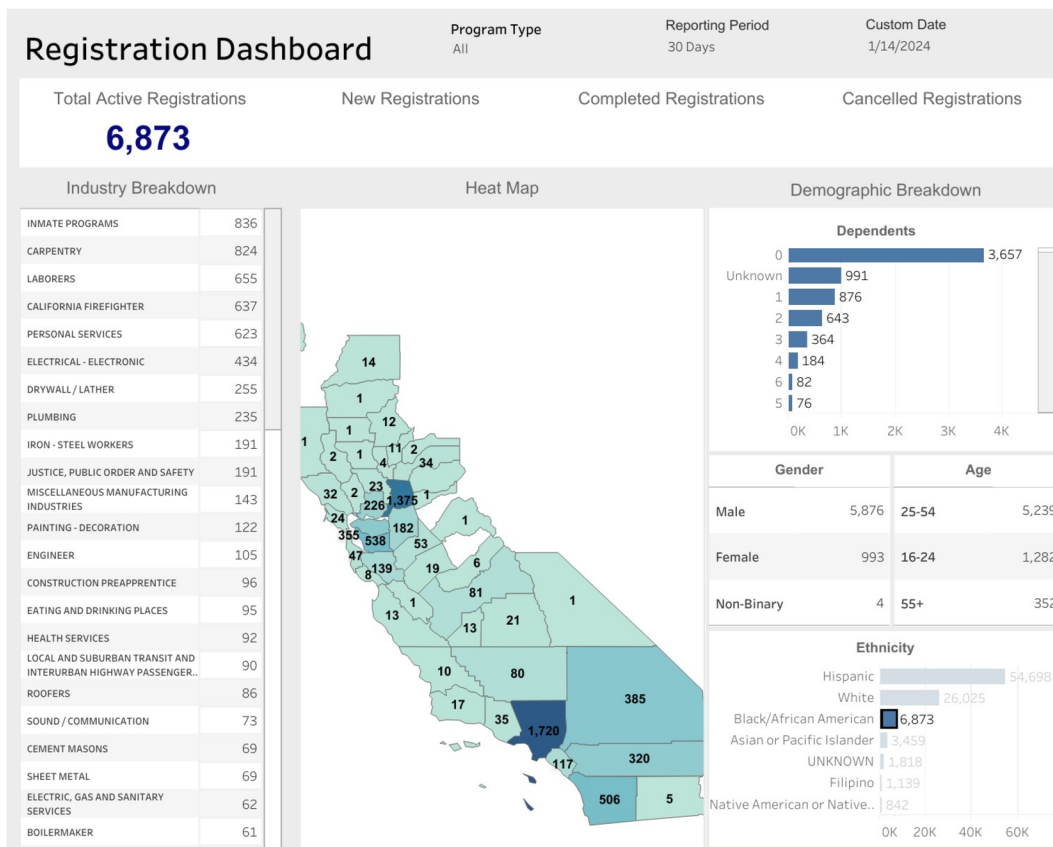
[5] <https://www.dol.gov/newsroom/releases/eta/eta20231214-0>



## 2. THE CRITICAL NEED FOR A NEW FOUNDATION

(Continued)

While the *Department of Labor* cites that youth and entry-level candidates face uphill battles in entering programs in traditional apprenticeship areas like the building trades, our observation is that access issues persist in programs the state would classify as new and/or non-traditional programs, as well. For example, while press releases highlight the development of programs in information technology, healthcare, and education, the data on program registrations and completions shows that most apprentices in non-traditional programs are in highly specific employment environments. For example, in **2022 roughly half of the apprentices completing apprenticeship programs statewide under this non-traditional classification did so as a prison guard, a prison inmate, or enlisted in the military**. We point out sadly that more Black/African American apprentices are served in inmate programs than in any other program area.<sup>[6]</sup> For general career pathways and the general public, apprenticeship does not represent a realistic career entry-point option yet, and all of this should raise the question of why we have succeeded in building apprenticeship programs in prisons but not in high schools and community colleges. If the data tells educators anything, it should be that it no longer suffices for education agencies to consider their role as solely approving and funding **144 hours** of instruction for apprentices in California.



"More Black/African American apprentices are served in inmate programs than in any other program area."

[6] Registration and completion information is viewable here: <https://public.tableau.com/app/profile/california.apprenticeship/vizzes>





## 2. THE CRITICAL NEED FOR A NEW FOUNDATION

(Continued)

IN CALIFORNIA, GOVERNANCE OF NON-TRADITIONAL, MODERN APPRENTICESHIP PROGRAMS INAPPROPRIATELY RETAIN VESTIGES OF A SYSTEM WITH ENTIRELY DIFFERENT OBJECTIVES

There is no evident lack of intent or effort from our agencies, but an examination of the results of these efforts is revealing. Data provided to regional community college consortia by the *Division of Apprenticeship Standards* in August 2023 indicated that the state registered **442 new non-traditional apprenticeship programs since 2018**. However, the data showed that two-thirds of these programs were inactive at the time of the report, **half had never registered an apprentice**, and **fewer than 10% registered 10 apprentices** or more. In addition, despite the registration of these new programs, California reported **4,065 non-traditional apprenticeship completers in 2018** compared to **3,845 in 2022**. With all the investment of time, energy, and resources, we should ask why the number of completers declined from previous years.

Both education and workforce agencies have effectively raised funding and resources that promote new program development. However, the **CAACE** asserts that in addition to substantial funding efforts by state and federal agencies, we must rethink and modernize the apprenticeship system's foundations and frameworks. We agree with the *Department of Labor* that **a new model is needed**.

The traditional definitions of apprenticeship (i.e., programs including **2,000 hours** of on-the-job training and **144 hours** of related instruction), while effective for some sectors, cannot meet the diverse learning needs and professional pathways of California's workforce. As a state, we need to consider registering apprenticeship programs that feature more adaptive pathways that education, industry, and workforce organizations regionally administer and oversee in the context of a statewide framework.

**The old model has not worked because it fails to make the apprentices – and those seeking entry-level apprenticeship employment – the primary focus of the initiative and program design.** Concurrently, rather than allowing communities to set up programs built by their local industry and education institutions, and with their residents in mind, state and federal agents decide what programs and organizations will be registered and who will receive funding and may operate in disregard of regional planning and strategies. While **effective apprenticeship is undeniably industry-led**, this does not mean that employers are the only stakeholders, nor are they the only organizations called to lead. As **the number of discontinued apprenticeship programs shows, employers (especially small and mid-sized businesses) are not served by running highly customized and highly isolated programs**. Rather, they are served by partnering within their regional education and workforce ecosystem. Programs, in this sense, need adaptive entry points, portable credentialing pathways, and options that are still responsive to local needs while serving as a broadly recognized industry and education credentialing tool for apprentices and employers. **The education-based apprenticeship model, where educational institutions serve as a primary lead in program development and coordination, offers a promising option for this approach.**





# 3.

## ADVANCING THE FOUNDATION

The idea of education-sponsored apprenticeship programs is no longer experimental.

Beginning in 2016, the *Department of Labor* expanded the kinds of entities that could serve as program sponsors and highlighted education institutions particularly.[7] Since these institutions provide education services, they often offer occupation education pathways, and they are embedded physically throughout the country, there is a degree to which their playing a role as a program sponsor seems undeniably intuitive. However, critics have cited that funding has already been awarded to institutions and we are not seeing the results one would expect.[8] There is some validity to this criticism since the initiative has run for several years, education agencies have received millions in grant awards, and the overall number of registered apprentices has only increased slightly. However, the fact that funding and efforts outside of education institutions have also struggled to gain traction, tells us the issue is more nuanced.

CAACE will argue that simply funding different kinds of entities to “run apprenticeship” without the context of a foundation and structure represents a waste of public funds and endangers the initiative from losing the bi-partisan support and community goodwill it has received. This section discusses the components needed in a new foundation for education-aligned apprenticeship programs.

Firstly, we will address the need to formalize Apprentice-Centered Regional Collaborative Hubs (referred to as “Hubs”) within the context of apprenticeship programs in California. These Hubs are partnerships between organizations that offer comprehensive services to individuals pursuing apprenticeships as a career path. Unlike traditional apprenticeship programs, which tend to work independently and focus solely on occupational aspects, Hubs consider the entire journey of apprentices, aiming to create pathways that guide them through distinct stages of their apprenticeship experience.

In the Hub model, public education institutions play an active role in partnership development, program administration, recruitment, academic credit for work-based competencies, and more. These education-based regional collaboratives prioritize community interests, academic credentials, and the integration of pre-employment preparation, work-based learning, degree completion, and transferability. Here, CAACE emphasizes the importance of regional coordination and argues for the formal designation and codification of Hubs as an infrastructure component for recognized apprenticeship programs. This designation would grant Hubs the authority to make responsive decisions about program resources, approval of program elements, and mediation of local organizational disputes, aiming to ensure that apprenticeship programs are responsive to local needs and interests while maintaining strong industry-education partnerships. This lays a foundation for the state to invest funding into Hubs, while Hubs invest those funds into specific programs and beneficial infrastructure developments such as business engagement, outreach, and supportive services to apprentices and candidates within a geographic service area.

[7] U.S. Department of Labor Employment and Training Administration Office of Apprenticeship (OA). Bulletin 2016-26: Guidance on Organizations that can serve as Registered Apprenticeship Sponsors  
[8] <https://www.forbes.com/sites/ryancraig/2022/09/16/if-were-serious-about-apprenticeship-we-should-start-funding-it/?sh=72d82f8d2d77>



# 3.

## ADVANCING THE FOUNDATION

(Continued)

Secondly, **this section will highlight how regional coordination, public funding, and long-term commitment to the apprenticeship system have supported apprenticeship programs throughout the past eight decades**, drawing lessons from the building trades apprenticeships. CAACE calls for a shift from venture capital-style funding to sustainable, regionally driven allocation models in apprenticeship investments. The focus is on building apprenticeship programs in collaboration with schools and community colleges to ensure that they are accessible and closely aligned with the communities they serve, as opposed to programs that individuals might enter after leaving school.

CAACE does not argue against the benefits of those programs, but **we insist that without investing in school-based apprenticeship programs as a fixed solution for residents needing earn-and-learn forms of education, we will not succeed at creating a robust and inclusive apprenticeship system in California.**

### ADVANCING THE FOUNDATION: APPRENTICE-CENTERED REGIONAL COLLABORATIVE HUBS

The CAACE distinguishes **Apprentice-Centered Regional Collaborative Hubs** as partner organizations that provide comprehensive services for individuals choosing apprenticeship as a career entry point and education pathway – referred to as **Hubs** for short. Whereas “traditional apprenticeship programs” typically operate independently from other surrounding apprenticeship programs and approach program design solely through an occupation lens by deriving an on-the-job learning and related education plan based on a one-size-fits-all model, Hubs consider all stages of the apprentice’s individual journey and work to create throughlines for apprentices advancing from one organization within the hub to the other(s). In other words, **the Hubs develop pathways supported by multiple organizations that lead apprentices from learning about apprenticeship opportunities** through effective local program navigators and career/education counselors to receiving help in reviewing entry requirements and needed qualifications, to completing pre-employment training and preparation, receiving employment procurement services, support and mentorship through challenging and meaningful work-based learning, completing theoretical and/or advanced supplemental coursework, and attaining applicable credentials. In addition to the comprehensive nature of this programming, as apprenticeship evolves to include such features as degree-track apprenticeships, stackable programming, dual-enrollment, articulation agreements, transfers, and employment mobility, these collaborative **Hubs represent the future if the state is going to succeed at building an effective apprenticeship system that works for all Californians.**





# 3.

## ADVANCING THE FOUNDATION

(Continued)

Within **Hubs**, public education institutions take an active role in partnership development, program administration, recruitment, placement, on-the-job training oversight, and academic credit for work-based competencies. Many of the programs within a **Hub** are directly sponsored by the education institutions or feature intermediary sponsors that run programs in concentrated cooperation with the **Hub's** institutions. These education-based regional collaboratives prioritize community interests, align with academic credentials, and integrate pre-employment preparation, credit for work-based learning, degree completion, and transferability. While not all apprenticeship programs need to start fully aligned with academic credentials, **Hubs** are committed to progressing along this integration spectrum because it adds value to the apprentices' experiences and helps ensure credentials earned remain portable outside of the Hubs region.

The **CAACE** cites the *California Department of Education's California State Plan for Career Technical Education (CTE)* and its guidance on “*Essential Elements of a High-Quality College and Career Pathway*” as an endorsement of this hub approach. Among the elements, which include student-centered delivery of services, equity, access, and high-quality curriculum and instruction, there is an emphasis on cross-system alignment, strong regional alliances, and sustained partnerships among regional industry, economic development, and workforce organizations.<sup>[9]</sup> This represents exactly what a **Hub** accomplishes for local apprenticeship opportunities.

**Apprenticeship leaders and agencies have endorsed regional coordination as a best practice**, but we build on that endorsement to argue that the regional **Hubs should be established systematically**, with a focus on efficient management of apprenticeship program functions and a mind toward effective collaboration among hubs. In other words, regional coordination is not an option to aspire to but needs to be asserted as a critical feature of the initiative. **Otherwise, statewide infrastructure will not be achieved**. What we are calling for is a **formal designation and codification of Hubs as an infrastructure component for programs recognized under the Interagency Advisory Committee on Apprenticeship**.

**Hubs** need a degree of authorization to make responsive decisions about resourcing local programs, rejecting and approving specific program elements, such as related instruction, updating competencies requirements for programs in alignment with statewide frameworks, and mediating local organizational disputes. For example, if local industrial employers would like the local education institutions to emphasize the use of schematics in related instruction curricula over the use of diagrams, there is no long-term benefit in those organizations breaking partnerships and creating two separate competing programs. This represents a local organizational dispute. Those local partners should mediate the difference, discuss different options, communicate timelines and requirements for change, and agree to the best plan moving forward. None of this will be enhanced by distant regulatory interference and, in the long run, that **community is best served by the continuation of the industry-education partnership**.

<sup>[9]</sup> [Draft CTE State Plan - General Information \(CA Dept of Education\)](#).



# 3.

## ADVANCING THE FOUNDATION

(Continued)

Regional **Hubs** do not diminish the roles of individual organizations, and **CAACE** argues that industry and labor's contribution is critical in any governance structure of regional **Hubs**. In addition, we believe there will be many opportunities for privately run apprenticeship programs to integrate, partner, and participate with regional **Hubs**. However, a lesson we can learn from traditional apprenticeship programs is that individual private organizations will grow, shrink, disappear, change focuses, move in, and move away, but the sustained public investments in designated localized systems and institutions have represented the lifeblood of the apprenticeship system. Essentially, the most scaled version of apprenticeship we can observe (the building trades) is publicly funded, governed, and is meant to be responsive to the public interest.

### ADVANCING THE FOUNDATION: APPRENTICESHIP IS A PUBLIC INSTITUTION THAT MUST EMPHASIZE PUBLIC-ACCESS AND ACCOUNTABILITY

Historically, the number of registered apprentices in the building trades has broadly followed labor market trends, and the programs have represented a stable recession-proof component of the industry since the time they began registering after the first *National Apprenticeship Act* in 1937. In fact, **more than a third of building construction programs** overseen by the *California Apprenticeship Council (CAC)* today **were registered before 1950**, and nearly **9 out of every 10** programs active today **were registered prior to the 2000s**. As these programs have faced years of growth and years of decline, they have persisted, and that has shaped the apprenticeship system we are familiar with today.

To an outside viewer, the building trades apprenticeship system looks like a large network of independent training trusts set up by unions, operating in agreement with employer associations, and receiving funding through training contributions made by those employers. On the one hand, this is an accurate statement if one also adds that there is a smaller but consistent number of non-union apprentices in the building trades. On the other hand, this brief description does not explain how or why these organizations would choose to operate privately funded training programs under a publicly regulated system or where the money for these "training contributions" actually derives.

The *National Apprenticeship Act* and the correlating state legislation (the *1939 Shelly-Maloney Apprentice Labor Standards Act*) established a publicly registered system of apprenticeship for California. By themselves, these state and federal legislative acts established an administration and governance structure for regulating apprenticeship program standards, and they also ensured that while prevailing wage laws in publicly funded construction projects took effect, registered apprentices would be protected while also offered the opportunity to work on those projects.



# 3.

## ADVANCING THE FOUNDATION

(Continued)

While the legislative acts do not preclude apprenticeship programs in any particular industry, they did focus on setting up a system for making rules about how programs would run. For an apprenticeship governance council to remain open to and focused on many different industry sectors, representatives from different sectors should have been included in the governance. However, at that time, the focus remained on prevailing wage construction projects, and the council that was created was, and has remained, largely composed of individuals with interests in the construction industry, which explains why many of the rules, regulations, and language in registered apprenticeship leans towards that industry. If your organization has completed and registered “[Program Standards](#),” you are familiar with some of the kinds of rules established under these structures. [The administrator and governance of apprenticeships dictate specific items like apprenticeships containing 144 hours of related instruction per year of apprenticeship, and they also adopt language and terminology. For example, your industry sector may not use the term “journeyman,” but the registered apprenticeship system does.](#)

One notes that these legislative acts do not outlay specific funding for the apprenticeship programs operating under these regulations, and that explains why after programs are registered nothing magical happens; they are still responsible for procuring operational funds. Many potential businesses intuitively ask, “[Why jump through the hoop of registration, then?](#)” For building trades programs and contractors, this answer becomes easily apparent when you examine the legislation and regulations of our public works construction system in combination with apprenticeship program registration. In addition to requiring prevailing wage rates (cited earlier), construction laws also require that all contractors (large, small, generals, subcontractors, union, non-union, etc.) employ registered apprentices on construction projects paid for with public funds: schools, roads, sewers, public buildings, etc. Every time you slow down for workers on the freeway, you are likely passing by registered apprentices at work. In addition to their employment, California construction laws also require contractors to make “training contributions” either to the [California Apprenticeship Council](#) or directly to trust funds operating apprenticeship programs registered under the system, and the state requires a minimum fixed rate based on the employment hours of workers on the construction projects. Contractors report hundreds of millions of hours worked annually by construction workers on public works projects, and every hour is accounted for through our state’s certified payroll processes. Contractors failing to make these payments are charged substantial fines and can even face prison time if the failures are repetitive, severe enough, or tangential to other infringements. The reason one does not hear contractors raising a major complaint, however, is that training funds are tax-deductible and laws require every contractor to make the same minimum payments, so contractors simply include the training contributions in the cost of the project and do not lose on public works construction bids because all competitors must do the same. In other words, training contributions are ultimately charged to the taxpayers funding the work. For example, the next time you are at the ballot box voting “Yes” for a school district construction bond, consider that training contributions are included as a percentage of the overall bond and you are contributing to the training of registered construction apprentices in your region.<sup>[10]</sup>

<sup>[10]</sup> <https://www.legis.iowa.gov/docs/publications/SD/7239.pdf> - Primer on Training Contributions. Also, you can view the summary of contractor responsibilities for apprenticeship at the Department of Industrial Relations website: <https://www.dir.ca.gov/das/publicworks.html>





# 3. ADVANCING THE FOUNDATION

(Continued)

In addition to the public funding component, our laws also provide an elaborate, regionally controlled, and distributed system for sustaining (some would argue limiting) specific training trusts that operate within the construction trades and compete in defined geographic areas. The statute requires the *Division of Apprenticeship Standards* to conduct a needs assessment before approving any new apprenticeship program if a similar program already exists within the same region. In other words, **new programs in the building trades cannot be registered simply because they meet the basic requirements of an apprenticeship program**; there must also be a demonstration that the existing program is failing to supply the needed apprentices of that region. The *California Apprenticeship Council* – a group of Governor-appointed commissioners that are often composed of representatives of the very same existing programs – reviews the application of new programs and decides whether the needs assessment is met. Critics of this statute argue the needs assessment establishes a system that restricts the creation of needed programs, while advocates argue it ensures programs remain stable, are held to high standards, and the apprentices are protected. Historically, the creation of new building trades programs appears to fluctuate based on the political leanings of the state. For example, there was a wave of new programs approved during the 90s, during the Wilson administration, and somewhat into the early 2000s, but new program approvals under the *California Apprenticeship Council* steadily declined under the Brown administration and have nearly slowed to a halt under the Newsom administration.

The needs assessment is a fixture within California's apprenticeship system, and it's a commitment we have made despite criticism and even cost. In 2007, the *Department of Labor completed derecognition proceedings* for the *California Apprenticeship Council (CAC)*, citing that the **"needs test"** was inconsistent with the Office of Apprenticeship's own regulations.<sup>[11]</sup> This is the reason programs in California can register with the *Department of Labor* or the *Division of Apprenticeship Standards*, or both, and **must go through separate processes to do so**. As strong as the criticisms of the **"needs test"** may be, though, California has undeniably led the country in terms of apprenticeship training so one can easily argue that the commitment has also paid off. Logically, if used effectively and fairly, the **"needs test"** should provide checks and balances on how organizations prioritize the use of training contributions to serve all geographic areas of the state. For example, if an existing program declines services within a particular region, residents of that community would have a grievance with the *CAC* for failing to approve new programs to support their local apprentices. Here, it must be remembered that two arguments can also be true at the same time. The **"needs test"** establishes a framework for maintaining high-quality standards for apprenticeship programs in California, which requires community engagement and accountability to the public interest. The **"needs test"** is very technical and complicated, which makes it very challenging for community residents to remain engaged and for special interests to prevail.

[11] <https://www.federalregister.gov/documents/2007/03/02/E7-3616/derecognition-of-california-department-of-industrial-relations-and-california-apprenticeship-council>



# 3.

## ADVANCING THE FOUNDATION

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The fact that the fight exists should tell all of us that there is something worth fighting for. Our observation is that the public funding provided through the public construction system, the legal requirements for employment of apprentices registered with programs recognized by the *California Apprenticeship Council*, represents the primary substructure for all programs within the building trades, and the *Division of Apprenticeship Standards*' administrative handling of new programs demonstrates the *California Apprenticeship Council*'s basic temperament to exclude new programs from public works eligibility. As of the time of this report, the *Division of Apprenticeship Standards* requires new programs to declare as part of their program summary during standards development that they have no intention to dispatch apprentices to public works projects – or projects subject to building trades apprenticeship regulations. Assuming the proposed program does not overlap with existing building trades programs, this declaration swiftly moves the application process out of the *CAC*'s jurisdiction. As referenced earlier, since 2018, the *Division of Apprenticeship Standards* has approved roughly 450. Only 2 of these were approved by the *CAC*.

Our point is neither to criticize nor endorse the “needs test” regulations or the restriction of new program development within the building trades. Rather, *CAACE* emphasizes the unyielding disposition of the traditional apprenticeship community to demonstrate that our apprenticeship system represents a publicly funded and publicly stewarded arrangement that leans on unions and employer associations as the institutional framework and public works as the foundation. In other words, apprenticeship has always represented a public institution. This was true prior to the establishment of Related Supplemental Instruction in the 1970s and is further expanded in regulations like Skilled and Trained Workforce laws. Our argument remains that an institutional framework and foundation is precisely what is needed in an effort to expand apprenticeship into new sectors and new communities. While multiple frameworks could be needed as apprenticeship expands, a lack of framework is detrimental to apprenticeships in nearly every industry.

*CAACE* also argues that, even in areas of controversy, the traditional apprenticeship system teaches us a lesson about long-term commitment and planning in apprenticeship systems. The reasons for how and why their programs have sustained and scaled are at the heart of *CAACE*'s argument for reframing how policymakers and agencies can approach investing public funds in apprenticeships as we attempt to build programs serving new communities and new industries. Similar to how the building trades apprenticeships rooted their scale and success in the public works construction system, new apprenticeships can – and perhaps must – also root and scale in larger ecosystems. Analogous to the building trades use of unions and employer associations for a framework, *CAACE* sees the state's public education system as a potential institutional framework for hundreds of thousands of apprentices if we invest in long-term capacity development and strategic planning.



# 3. ADVANCING THE FOUNDATION

(Continued)

## ADVANCING THE FOUNDATION: IT'S TIME TO STOP PLACING BETS AND START MAKING INVESTMENTS

CAACE believes state agencies must pivot from functioning like venture capitalists – funding countless start-ups with a significant risk of failure in the hope that one or two fortunate programs become massive successes. While seed-funding new programs to offset the significant costs of start-up will remain critical, and it undeniably helps to fund innovation and advancement, CAACE calls for the state to **have an intelligent sustainability plan, regionally driven allocation models, and a commitment to projects once invested in**. In addition, since these are public investments, the priorities ought to reflect the interests of our communities and the programs ought to be accountable to the communities they serve. Creating funding opportunities for apprenticeships is a positive first step, but we also need to realistically measure the effectiveness of these funds in producing the intended outcomes.

The evidence driving our argument lies in the results of our state's efforts so far. For example, as part of the press release, representatives of the *Department of Industrial Relations* stated *Apprenticeship Innovation Funding* (California's largest public investment in non-traditional apprenticeship programs) would **"support new programs that are pioneering apprenticeship in their industry"** and would serve as a **"catalyst for creating a more equitable and accessible onramp into a career, and a better-prepared workforce to fuel a thriving California economy."** [12] To be clear, CAACE fully stands behind the stated intent of the agency, and we also believe they stated it genuinely. However, the press release contains **a list of awardees that also demonstrates that the outcomes contradict the intent and the statements made**. We did a review of the awardees and found that **of the \$17 million awarded, \$13.7 million went to programs that were registered by 1985 or even earlier.** [13] The largest awardees, by far, represented public agencies: the Commission on *Correctional Peace Officers Standards and Training (CPOST – Registered 1985)* and *Pacific Gas and Electric (PGE – Registered 1975)*. Regarding equity, when we review the state's registration dashboard for apprentices registered in these industry sectors, we can correlate *CPOST* with the **Justice, Public Order, and Safety category** and note that the apprentices served by these programs are **82% male** and **81% concentrated in Sacramento**. While the **utility apprenticeships** (correlated with *PGE*) appear to be more dispersed geographically, apprentices registered in these programs are over **97% male**. Finally, in each area, the demographics of the apprentices tend to lean towards older, more experienced apprentices. For example, in the **utilities sector**, over **80%** of the apprentices are shown to be **between the ages of 25-54**. For youth, young adults, and students, these programs simply appear out of reach.

[12] <https://www.dir.ca.gov/DIRNews/2023/2023-90.html>

[13] <https://www.dir.ca.gov/DAS/Grants/AIF-2022-2023-Awardee-Listweb.pdf> - Registration dates of programs was contained in a list of active program information provided by the Division of Apprenticeship Standards in August 2023.





### 3. ADVANCING THE FOUNDATION

(Continued)

#### ADVANCING THE FOUNDATION: IT'S TIME TO STOP PLACING BETS AND START MAKING INVESTMENTS

CAACE observes that when state funding goes straight from Sacramento to programs, the winners tend to be substantially large and politically invested organizations. Our argument is that investing in publicly accessible institutions, such as high schools and community colleges, allows our state to build programs with the communities those institutions serve by design and would ensure that funding finds its way to residents and small to mid-size businesses while still supporting talent development for larger organizations. Rather than creating programs that students will hopefully one day enter sometime after leaving school, **we believe the entry point for apprenticeship programs can be established in the schools themselves.** In addition, small and mid-size businesses rely on local government agencies to play an intermediary role in accessing the benefits of public workforce and education services.

Establishing **a school-based apprenticeship model would effectively push apprenticeship funding to local communities and economies.** However, this first requires us to adopt a new model of apprenticeship that is a school-based and likely school-coordinated endeavor and will also require significant capacity building within our institutions that are learning how to develop, maintain, and grow successful apprenticeships for their communities. For that reason, **this is not a short-term pilot project** and provides an explanation for the criticisms that state schools have already received apprenticeship funding and have not accomplished enough growth for the system. In short, they received a lot of responsibility for expanding a new apprenticeship system, with almost no authorization to do so. Similar to the building trades, apprenticeship programs in other sectors require a public decision and commitment to programs. Concurrent with the *Department of Labor's* proposed regulations, we do believe **the Career Technical Education system already possesses much of the needed infrastructure, and we would highlight California's \$100+ billion budget for education.** If done effectively, our education system would make for an impressive root system of what could be the world's leading apprenticeship system.

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**"Establishing a school-based apprenticeship model would effectively push apprenticeship funding to local communities and economies."**

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## 4. A CALL TO PARTNER AND ACTION

The **CAACE** aims to support organizations implementing education-based apprenticeship programs, expand access to registered apprenticeships through public education institutions, and provide resources, services, and forums for organizations to inform state and federal agencies about the challenges and opportunities facing these programs.

In the first year, the **CAACE** will work to identify organizations aligned with its vision and purpose. Partnering organizations will include founding members who will work to develop a formal charter for the **CAACE**, **Program Sponsor Members**, **Technical Assistance Providers**, **Colleges and Universities**, **High School Districts**, **County Offices of Education**, and more. **CAACE's intent is to formalize partnerships across these organizations by the end of 2024** that will outline roles, geographic areas of responsibility, and enable asset mapping across the partnership.

In addition, during the first year and as an ongoing process, **CAACE** will begin identifying **Apprentice-Centered Regional Collaborative Hubs (Hubs)**. Our goal in this initial phase will be to formulate helpful structures for **Hubs** and to pinpoint specific services and resources **Hubs** would leverage from a statewide coalition. This may include services such as support with business engagement and partnerships, identifying local economic priorities, facilitating CBO engagement to reach communities, technical resources for program management and operations, and more. The broad idea is that **CAACE** should help organize the voice of local organizations driving innovation and improvements in our system while also providing access to economies of scale for all partners.

To facilitate multi-regional collaboration and a consistent statewide framework, some standardization of **Hubs** will be necessary. For example, if high schools and colleges are playing expanded roles in program development and coordination, they need to build long-term capacity to do so. If **Hubs** have too much variance in basic program development and coordination processes, it will negatively impact the organizations' ability to develop expert capacity for program delivery.

**CAACE's goal in 2024 will be to draft a plan for regions wishing to form a Hub that will outline processes for engaging appropriate stakeholders and establishing helpful governance structures that streamline public resources to serve residents within the communities those Hubs serve.**



# 4.

## A CALL TO PARTNER AND ACTION

(Continued)

### FOUNDING MEMBERS OF THE COALITON

The following organizations represent local, regional, statewide, and national entities that have supported the development of career education-aligned apprenticeship programs.



Coalition of Apprenticeships Aligned with Career Education by LAUNCH Apprenticeship Network, Department of Labor (DOL) – Apprenticeship Building America (ABA) Grant, FoundationCCC is licensed under CC BY 4.0.

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