

The California Youth Apprenticeship Model

Report of the California Youth
Apprenticeship Committee

June 2024

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I. Table of Contents

I.	Table of Contents	2
II.	Executive Summary	3
III.	Introduction	5
IV.	Context.....	7
A.	Systemic Challenges.....	9
B.	Review of Approaches and Promising Practices.....	11
V.	The California Youth Apprenticeship Model.....	12
A.	Program Description.....	12
1.	Systems Alignment.....	13
2.	Interconnected Approach to Youth Apprenticeship.....	13
3.	Definitions and Descriptions.....	14
4.	In-School Implementation Model:.....	17
B.	Connecting Opportunity Youth and Out-of-School Youth to Youth Apprenticeship	18
C.	Pathway and Program Approval Process.....	20
D.	The Role of Intermediaries	22
E.	Data and Outcomes	25
1.	Data Collection	26
2.	Outcomes	26
F.	Governance.....	28
1.	Department and Agency Staffing	29
2.	Needed Policy Alignment	29
3.	Legislative Recommendations	29
G.	Funding of Youth Apprenticeship in CA	30
1.	Core Funding for Apprenticeship.....	30
2.	California Opportunity Youth Apprenticeship (COYA) Grant.....	31
H.	Technical Assistance, Innovation, and Marketing	32
VI.	Appendices	34
A.	Table of Recommendations	35
B.	Abbreviations.....	35
C.	Glossary	36

II. Executive Summary

The California Youth Apprenticeship Committee (CYAC) was convened as called for by SB 191 to develop recommendations for the Division of Apprenticeship Standards (DAS) on how to implement youth apprenticeships for in-school and out-of-school youth in California. This report provides a roadmap that aligns systems, illustrates on ramps and off ramps to career progression, identifies resources and support for quality paid work-based learning opportunities available for youth, and connects those youth to economic opportunity.

Key recommendations include:

- Implement a connected approach with multi-systems supports for youth apprentices which considers both in-school and out-of-school youth.
- In-school youth will be served through the creation of a new **Career Apprenticeship Bridge (CAB)** Program which integrates existing Career and Technical Education (CTE) into the robust apprenticeship system being setup across many industries in CA and includes programs that are college connected.
- Out-of-school youth will be specifically supported by the creation of paid training opportunities through Pre-Apprenticeships and supportive services provided to boost the success of apprentices across many sectors, which are both funded through the newly created CA Opportunity Youth Apprenticeship (COYA) Grant Program and will benefit from the approach and structure of the CAB partnerships with education and industry.
- Establish a joint program and pathway approval process for the proposed CAB pathways.
- Implement youth apprenticeships with the support of county, regional, and statewide sector intermediary frameworks as determined by modeling. Partner with the Jobs First Initiative and regions.
- Establish a streamlined youth apprenticeship data system to promote data-driven decision-making.
- Review and align administrative workforce and educational policies and programs to effectively implement youth apprenticeship programs.
- Provide reliable formula funding and secure sustainable financing for local education agencies (LEAs), intermediaries, and expansion efforts.
- Prepare a set of resources to support Youth Apprenticeship, conduct market research to identify priority youth occupations, and launch peer-to-peer and public messaging campaigns to promote youth apprenticeship.

By implementing these recommendations, California can craft a model of youth apprenticeship to be demonstrated and scaled, providing equitable access to high-quality career pathways for all youth while meeting the talent needs of employers and fostering regional economic growth. We can also expect positive trends along the following indicators:

1. Increased accessibility and participation in youth apprenticeship programs for both in-school and out-of-school youth across California.
2. Increased awareness of apprenticeship pathways among youth.
3. Improved youth outcomes, including better employment opportunities, higher wages, and long-term career success through participation in youth apprenticeship programs.
4. Economic growth and workforce development in California's regions, as businesses gain access to a larger pool of skilled talent, leading to increased productivity and innovation, and the ability to create youth talent pipelines for staffing forecasts.

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III. Introduction

This report summarizes the recommendations of the California Youth Apprenticeship Committee (CYAC). The CYAC was convened as required by SB 191 to develop three sets of recommendations for the DAS: (1) possible new definitions of youth apprenticeship (2) advisory on the most effective deployment of the California Opportunity Youth Grant (COYA) program and (3) how to best organize as a state to implement youth apprenticeships for in-school as well as out-of-school youth in California.

The recommendations included in this report are designed to address an important component of [Governor Newsom’s “Freedom to Succeed” Executive Order](#) and also support the education and workforce development goals of the [Governor’s Jobs First Initiative](#).

The Executive Order charged key state education and workforce leaders to develop a Master Plan on Career Education to guide the state’s efforts to strengthen career pathways, prioritize hands-on learning and real-life skills, and advance universal access and affordability for all Californians through streamlined collaboration and partnership across government and the private sector.

Furthermore, the Jobs First Initiative has supported the creation of Jobs First Collaboratives in each of the state’s 13 economic regions, with representation from a wide variety of community partners including labor, business, local government, education, environmental justice, community organizations and more. These Collaboratives are in the process of developing roadmaps, including a strategy and recommended series of investments, for their respective regions.

This report provides recommendations for system alignments and resources to make work-based learning opportunities widely available for in-school and out-of-school youth and to connect them with economic and workforce development initiatives in each of the 13 Jobs First regions.

It is designed to streamline access to employment for youth and their families while connecting employers to the talent that they are desperate to recruit.

The California Youth Apprenticeship Committee (CYAC) includes representatives from youth, youth serving organizations, labor, employers of youth, K–12 schools, community colleges, and the public workforce system.

California Youth Apprenticeship Committee Members

- **Alison Frenzel**, High School Innovations and Initiatives Office, CA Department of Education
- **Anne Stanton**, Linked Learning Alliance
- **Gary Adams**, Division of Workforce and Economic Development, CA Community College Chancellor’s Office

- **Sandra Sanchez**, Division of Workforce and Economic Development, CA Community College Chancellor's Office
- **Bill Kelly**, Climate Action Pathways for Schools
- **Chris Cagle**, South Bay Workforce Investment Board
- **Bina Lefkovitz**, Sacramento County Board of Education
- **Denise Tugade**, SEIU United Healthcare Workers-West
- **Bob Lanter**, California Workforce Association
- **Eric Morrison-Smith**, Alliance for Boys and Men of Color (ABMoC)
- **Elisa Nieblas**, InTech Center, Chaffey College
- **Jeffery Wallace**, LeadersUp
- **Jonathon Vargas**, Youth Apprentice
- **Korena Downing Hazen**, CA Department of Social Services
- **Joseph Williams**, Inland Empire Community Foundation
- **Kristin Heidelbach**, UFCW
- **Pam Knapp**, San Joaquin County Office of Education
- **Steven Rodriguez**, San Joaquin County Office of Education-COSP
- **Rosalinda Rivas**, Moreno Valley College

CYAC crafted the following Charter for the network which guided this overall report, including deliverables around:

- Definitions and guiding principles for youth and high school apprenticeship that are designed to make high-quality career- and college-connected work-based learning available for every student who would like to pursue it.
- A description of the roles of the governance structure and partners in the California Youth Apprenticeship System, including but not limited to:
 - Employers
 - Education (K-12, Colleges, and specialized training centers)
 - Sector and Regional Apprenticeship Intermediaries
 - Agencies of Government
 - Workforce Development Boards
 - Labor Organizations, Unions
- An analysis of any legislative changes and/or enabling legislation to ensure a smooth implementation of youth apprenticeship.
 - Identify roadblocks to employers accessing Youth Apprenticeship
- An implementation plan to launch Youth Apprenticeship in California.
 - Change in the narrative – public campaign to change the understanding of apprenticeship
 - Considering the practical scaling of youth apprenticeship among employers
- Guiding principles for the CA Opportunity Youth Apprenticeship (COYA) Grant Program.
 - Consider the investment that employers are making into youth apprenticeship, including the concept of an employer levy.
- Importance of permeability and
 - Portable skills and credentials
 - Options multiplier of apprenticeship
 - Ensure transferability of courses from CC to UC and CSU

In the course of this work, the group decided to form two working groups, In School Youth and Out of School Youth. Both working groups worked to ensure that youth of California will have multiple pathways toward economic self-sufficiency and fulfillment, strengthened by a comprehensive state-wide system for career connected learning. Both working groups also considered how systemic racism has held students back, and proposed steps to build an anti-racist system for career connected learning for all California youth.

In School Youth: This working group is focused on developing apprenticeship pathways that start in High-School. The goal is to align career technical education programs in high school in a way that combines meaningful, supervised, paid, on-the job experience with aligned academic instruction. Where relevant, programs connect directly with or incorporate classes through community colleges or equivalent post-secondary career technical institutions. Youth apprentices earn an industry-recognized and/or postsecondary credential and are competitive candidates for employment as well as advanced academic or professional education.

Out of School Youth: The focus of this working group is on youth (16-24) who have been disconnected from education and have historically been furthest from opportunity, including students of color, Indigenous students, low-income students, English language learners, and students with disabilities. The goal is to provide on-ramps for opportunity youth to meaningful, supervised, paid, on-the-job training experiences that are aligned with academic instruction through community colleges or equivalent post-secondary career technical institutions. Opportunity youth – depending on their age and the status of their disconnection from education - may either connect to traditional apprenticeship programs that are open to apprentices of any age, or to HS-based youth apprenticeship programs.

This committee was convened and staffed by members of both the Division of Apprenticeship Standards team, along with representatives of the California Workforce Association in a collaboration to convene these key stakeholders around the objective of laying the foundation for a CA Youth Apprenticeship System.

IV. Context

Students in California have been told for decades that only a straight path to college will set them up for success. The wage premium for those with a college degree seems to convey the same message. And yet, fewer than half of California's 9th graders make it to college within 6 years and even fewer graduate with a degree of any kind.¹ Clearly the college-for-all strategy is not working for all, but instead has exacerbated existing equity gaps and left many young Californians behind, especially those from socioeconomically disadvantaged communities and

¹ Ed100 analysis of available California and national data, 2021, by Sam Hiken and Jeff Camp. Rates of high school graduation, college enrollment, and college completion have risen significantly over time.

special populations. A straight path to success is more a journey with many turns and includes on and off ramps.

When young people can alternate between the workplace and the classroom, the future becomes the present—the uncertainty of prediction disappears. This is the essence of youth apprenticeship, a talent development strategy that can solve the modern paradox of the mismatch between educational pathways and workplace needs. Solving this paradox can also help reduce California’s societal inequities by nurturing talent everywhere—an especially promising prospect for young people in California.

Modern youth apprenticeship addresses several additional concerns:

For Society:

- Lower unemployment rates among youth, especially opportunity youth.
- Economic stimulation of having more early earners, which injects hundreds of billions of dollars into an economy the size of California’s.
- Local and regional talent pipelines, facilitating homegrown talent for local communities.
- Global competitiveness for an innovation economy whose lifeblood is talent.

For Youth:

- A multitude of debt-free pathways to skilled employment.
- A positive return for apprentices who out-earn their peers by more than \$300,000 over the course of their careers.²
- A shortened training-to-career time.³
- Educational equity for a wider range of learning styles.

For Employers:

- A flexible approach as useful in small businesses as in a multinational corporation.
- Opportunity to provide input into curriculum and ensure learning is career-relevant and current.
- A positive return on investment⁴.
- An opportunity to help produce rather than just consume (and compete for the same) talent.

2 Debbie Reed et al., An Effectiveness Assessment and Cost-Benefit Analysis of Registered Apprenticeship in 10 States (Oakland: Mathematica Policy Research, 2012), <https://bit.ly/2A1vg6b>; Graduates of Registered Apprenticeship programs earn an estimated \$301,533 more than their peers over their careers, including wages and benefits.

3 Thomas Bolli, Maria Esther Egg, and Ladina Rageth, Meet the need—The role of vocational education and training for the youth labour market (Zurich: KOF Swiss Economic Institute, 2017), https://www.dcdualvet.org/wp-content/uploads/2017_ETH_KOF_meet-the-need-the-role-of-VET-for-youth-labour-market.pdf.

4 Samuel Muehleemann and Stefan C. Wolter, “Return on investment of apprenticeship systems for enterprises: Evidence from cost-benefit analyses,” IZA Journal of Labor Policy 3, no. 25 (November 2014), <https://bit.ly/2PMF2Dt>.

For Educators:

- Highly permeable connections between apprenticeship and academic paths, preserving options for further education.
- More motivated learners, fewer dropouts, and a more contextualized learning environment for everyone.⁵
- More focused instructional time for educators without the burden of re-creating the world of work inside the classroom.

California, with less than half of one percent of its workforce in apprenticeships, lags behind global apprenticeship systems. The majority of youth in California encounter an obstacle course in their path from school to work, a pattern that reinforces racial and generational wealth gaps. And, many high-quality jobs remain unfilled, which is a natural drag on productivity, innovation, and regional prosperity.

If California successfully scales youth apprenticeship, estimates suggest that the California economy could absorb at least 650,000 apprentices, or eight times the number that are currently being trained.⁵ The resulting \$300,000 increase in lifetime earnings per apprentice amounts to an injection of \$195 billion into the state's economy.

A. Systemic Challenges

Apprenticeship is a powerful equity engine – and should be spreading exponentially. To spread and scale apprenticeship there will need to be an integrated approach to youth apprenticeship in California that ties education and workforce development together to make it a seamless system that educators, youth and their parents, and employers understand. Apprenticeship is not the other choice to college; it is a “both and” decision. Apprenticeship can map to a degree for a career. Its a thoughtful choice to learning and earning.

CYAC identified numerous regulatory and structural impediments to seamless introduction of youth apprenticeship in the State:

- There are artificial distinctions between college and career which reinforce stereotypes about who belongs in specific education and career pathways.
- Education and training programs with similar goals are funded through numerous agencies, base funding, and specialized grant programs.
- Career education curriculum standards lack timely industry input and are not aligned to work based learning pathways.

⁵ Joseph B. Fuller and Matthew Sigelman, Room to Grow: Identifying New Frontiers for Apprenticeships (Boston: Harvard Business School; Boston: Burning Glass Technologies, 2017), <https://www.hbs.edu/managing-the-future-of-work/Documents/room-to-grow.pdf>.

- Students and workers don't always know which career opportunities support economic mobility and how to train for those positions.
- Liability and coordination concerns can impede employers from engaging in work-based learning.
- Short-term, topical funding streams incentivize pilot programs and need additional elements to impact structural change.
- Education and training offerings may get misaligned with the changing labor market and need intervening course correction.
- With disconnected data systems, information is not readily available on the outcomes of many education and training programs, or how those outcomes vary for different populations.

Access to meaningful career opportunities for California's out-of-school youth and opportunity youth⁶ is even more restricted. Opportunity youth often experience barriers such as poverty, lack of educational attainment, limited access to job opportunities, and systemic inequalities, which can contribute to their disconnection from mainstream education and employment systems.

In preparation for the launch of the SB 191 funded California Opportunity Youth Apprenticeship Program (COYA) CYAC and DAS collected input from stakeholders throughout California on the specific challenges and needs of opportunity youth in California. Opportunity youth are further marginalized through inadequate youth engagement and outreach efforts, and fragmented policy and advocacy initiatives. These gaps reflect barriers to accessing meaningful pathways for education, employment, and socio-economic stability, highlighting the need for comprehensive solutions that address systemic barriers, enhance access to resources, and prioritize the needs of this marginalized population across various domains.

CYAC identified the following challenges specific to opportunity youth:

- Difficulty in accessing pathways to family sustaining careers.
- Significant service gaps for out of school youth.
- Limited access to high quality education and training.
- Challenges in identifying and recruiting opportunity youth into programs that are designed to address their socio-economic needs.
- Costs associated with necessary education and training.
- Difficulty navigating employment opportunities.

Respondents also made specific recommendations on the type of systemic and programmatic issues that needed to be addressed to implement youth apprenticeship programs for out-of-school youth and opportunity youth in ways that provide tailored support, skill development, and opportunities for meaningful employment.

⁶ Tuutwzsnr%tzym' wjkjw%t ~tzsl ujtugjgjjy| jjs ymj fljx tk6; fsi 79% mt fwj%styjslflji n% jizhfyt sljr%uq ~r%jsyitwywfrsl3%

Specific recommendations included the following:

a. Program Design and Implementation:

- Inclusive, culturally responsive programming.
- Participatory grant-making processes, involving youth and community-based organizations.
- Prioritizing organizations with established community relationships.
- Sustainable support, including mentorship, life skills, and socio-emotional development, beyond job placement.

b. Equity and Accessibility:

- Focus on equitable access and diverse representation in decision-making.
- Removing systemic barriers and fostering inclusivity.
- Broadening the target demographic to include all youth in vulnerable areas.

c. Focus Areas and Strategies:

- Emphasizing foundational employment skills.
- Effective equity outcome measurement tools.
- Collaborations among educational institutions, nonprofits, and businesses.

d. Youth Advocacy and Support:

- Cultivating youth advocacy skills and strengths-based programming.
- Targeted outreach to marginalized communities.
- Ongoing support for candidates and availability of apprenticeship programs.

e. Grant Mechanics and Effectiveness:

- Improving grant implementation effectiveness.
- Reducing administrative burdens and focusing on relationship-building.
- Flexible success measures focusing on outcomes.

f. Additional Considerations:

- Importance of communication and community coordination.
- Developing more BIPOC-led intermediaries and culturally competent approaches.
- Accessibility in apprenticeship programs, including for undocumented youth.
- Emphasis on supporting development of cultural and linguistic competence.
- Importance of equity outcomes with a focus on comprehensive planning and addressing systemic barriers.

These recommendations were incorporated into the design of the [COYA grant program](#) which launched its first set of grants in March of 2024. They also inspired the design of multiple onramps in the design of the California Youth Apprenticeship system described in this report.

B. Review of Approaches and Promising Practices

Committee members, during the second half of 2023, took a virtual tour around the world and to several US States that had implemented youth apprenticeship over the past decade, such as WA, CO, IN, MD, or - in the case of WI in the 1990s. They learned about their approach,

success, and challenges in developing statewide systems. Some important takeaways, and not surprisingly, included:

- A need for cohesion among state agencies, LEAs, CBOs, and workforce boards - opportunity youth fall through the cracks.
- The importance of sector and regional pathway intermediaries supporting youth apprenticeships.
- The need to support employers invested in building the skills and social capital for opportunity youth.
- The need for data infrastructure to track outcomes across systems (within and out of school)
- The importance of providing industry-aligned curricular guidance and professional development for CTE/CE programs and educators.
- The need to align education and workforce systems so youth can easily navigate transitional periods between school and work.
- The importance of investing in programs and businesses serving youth in disinvested communities.
- The importance of support from governors through cabinet level initiatives that convene the key stakeholders around an education and jobs agenda.
- The importance of buy-in from the business community and from public sector employers through sectoral outreach.
- The necessity of collecting accurate and comprehensive data on ISY and OY outcomes.

This report is an attempt to address the systemic challenges that have been raised by study after study and apply the promising practices that have been deployed in other US states and again most recently by Governor Newsom's call for a Master Plan for Career Education.

V. The California Youth Apprenticeship Model

A. Program Description

Paid work-based learning provides real-life career preparation that equips students with essential skills and competencies necessary for success in their future careers. Additionally, it promotes financial independence by allowing students to earn income while completing their education, supporting them in covering educational expenses and contributing to their financial well-being. By enhancing the current technical education model, we can ensure equity and access to work-based learning opportunities, and address disparities in access to career opportunities among youth from diverse backgrounds, leveling the playing field and promoting social mobility.

1. Systems Alignment

The alignment of career education and workforce systems is essential to the success of youth apprenticeship in CA, yet they often exist independently. For example, the California Department of Education's (CDE) Career Technical Education (CTE) system does not directly align with the Chancellor's Office for Community College (CCCO) Career Education (CE) system, making it difficult for CTE/CE programs to map to apprenticeship across K-14.

The CYAC emphasizes the need to align language and learning expectations across education and workforce systems and to develop skills-based guidance that can serve dual purposes: support an industry-informed educational model for CTE/CE and serve as an industry skills framework for youth apprenticeship. High school and community college systems should offer a continuum of CTE/CE learning by using a shared vocabulary, shared course outlines, and shared assessments, and by creating more opportunities for early college credit through articulation, dual enrollment, and/or concurrent enrollment.

Furthermore, CYAC members explored a possible model to align the California CTE Model Curriculum Standards (MCS) and the California Community Colleges Curriculum Inventory (CCCCI) to Industry Skills Frameworks to ensure maximum permeability, to expand apprenticeship connected learning, and to improve college transfer rates. **Mapping CTE MCS to Occupations:** The 2012 CTE MCS is a guidance document intended to outline the knowledge and skills taught in high school career pathways. These standards should be reviewed and updated at least every five years (or more frequently) to ensure relevance and industry skills alignment.

2. Interconnected Approach to Youth Apprenticeship

Youth apprenticeship can be a game changer in getting California high school and community college students career ready. While high school-based youth apprenticeship is already possible in California, the CYAC pointed out significant barriers to implementation ranging from graduation requirements to the burden placed on employers to adhere to school district specific insurance and/or fingerprinting requirements.

To make it widely available to California youth, both in and out of school, the CYAC recommends the introduction of an interconnected approach to youth apprenticeship that covers in-school and out-of-school youth populations as described below.

Unanimously, the CYAC was in favor of **maintaining the standing definition of registered apprenticeship**. Youth apprenticeship should follow the existing apprenticeship definition and not be "watered down" or lessened in rigor or minimum requirements. However, it is valuable to benchmark both the average age of apprentices in CA along with the number and percent of apprentices between the age of 16-24. There is a recognition that in maintaining the current definition of apprenticeship, it is possible to have an apprenticeship that starts in high school; however, it would be logistically impossible for that apprentice to complete the apprenticeship during high school. **An apprenticeship program that started in high school would require at**

least an additional year after high school graduation in order for the apprentice to complete.

Furthermore, the CYAC was interested in designing a program model that begins and ends in high school, but that incorporates the key elements of apprenticeship with paid work-based learning and aligned classroom instruction. Such a program would also need to be clearly linked to registered apprenticeships to create an easy pathway from high school into apprenticeship opportunities.

3. Definitions and Descriptions

CYAC proposes the following definition of youth apprenticeship for both in school and out of school youth:

A California **Youth Apprenticeship Program** is registered with the Division of Apprenticeship Standards and:

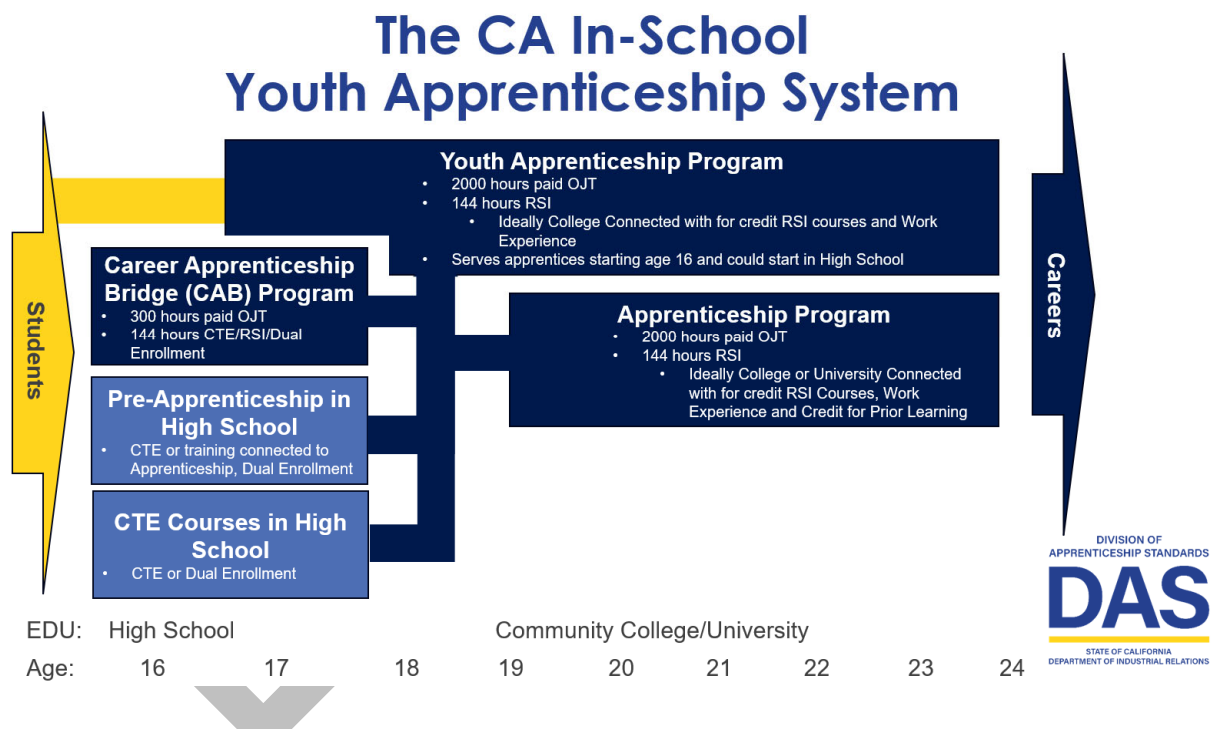
- 63%Fulfills all existing registered apprenticeship requirements.
- 73%Serves youth ages 16-24 at the time of enrollment but would not be limited to only that age group.
- 83%Offers Related and Supplemental Instruction (RSI) through advanced CTE courses, dual enrollment courses, or equivalent.
- 93%Complies with labor laws for minors and offers flexible work hours to allow for students to begin on the job training (OJT) while in high school.
- : 3%Program duration would likely be at least 3 years.

This description of Youth Apprenticeship would not require any statutory or labor code changes but would rather be a data label upon the Registered Apprenticeship Programs that meet the above criteria. While there are a few early adopters of youth apprenticeship programs, which meet all the requirements of apprenticeship, but starting in high school – this model has been challenging to scale and has low completion rates. A strong contributing factor to both of these challenges is that with the current definition of apprenticeship requiring at least 1000 hours of OJT, it is not possible to complete these hour requirements in the confines of high school and therefore the program must be 3-4 years long, spanning the final 2 years of high school along with 1 to 2 years post high school. In the early pilots, some apprentices have dropped out of the apprenticeship in favor of attending college full time. While this is certainly a good outcome, it is testament to one of the challenges for high school apprenticeships with the current definition of apprenticeship. In addition, it is increasingly complex to map and administer a program across the K-12 and college systems.

To be successful, the in-school implementation of youth apprenticeship cannot be a stand-alone effort. Instead, the CYAC recommends that it be an integral part of a work-based learning continuum for K-12 education that spans a range of experiences that integrate classroom learning with real-world work experiences, gradually increasing in complexity and depth as students progress through different grade levels.

At the elementary level, students might engage in career awareness activities, such as career fairs or guest speakers, to explore various professions and develop an understanding of the world of work. In middle school, students may participate in career research, career-based field trips and career exploration programs to gain exposure to different industries and occupations. As students transition to high school, they may have opportunities for short term exploratory internships that align with their chosen career pathway. Throughout the continuum, students receive guidance, mentorship, and support to develop essential workplace skills, explore career pathways, and make informed decisions about their future education and career options. This continuum aims to foster career readiness and prepare students for success in the workforce, higher education, and beyond.

In High School, as a culmination of this work-based learning continuum, students should have broad access to CTE Courses, Pre-Apprenticeships, Youth Apprenticeships, and the possibility of paid work-based learning experience aligned with their career interests and academic goals through a newly created Career Apprenticeship Bridge (CAB) Program.



Career Apprenticeship Bridge (CAB) Program: would be an apprenticeship-connected CTE program, registered with the Division of Apprenticeship Standards, that:

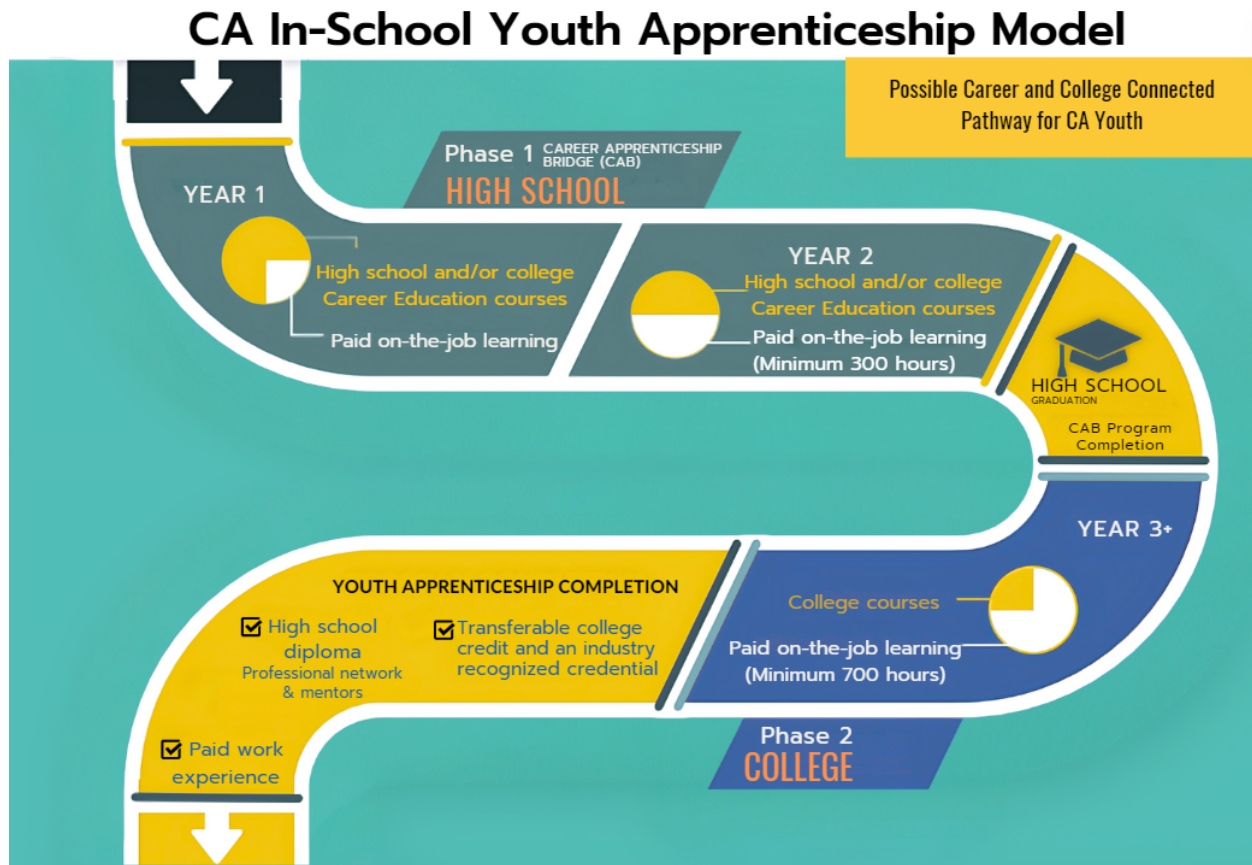
1. Has been approved through the Career Apprenticeship Bridge approval process.
2. Work based learning must include a minimum of **300 hours paid OJT** hours where students earn at least a minimum wage.
3. Offers at least **144 hours** of occupation-specific apprenticeship related and supplemental instruction as part of a CTE pathway or equivalent,

4. When possible, offers a minimum of one dual enrollment course (or equivalent) so students can earn early college credits.
4. Establishes an agreement with a regional or statewide Registered Apprenticeship Program that allows program completers to receive advance standing for the 300 hours of paid OJT and/or 144 hours of related instructional hours that were accrued during the CAB.

By comparison a **Pre-Apprenticeship program** is also linked to a Registered Apprenticeship Program through a Memorandum of understanding, but is primarily a training program and does not typically have any paid on the job training. Pre-Apprenticeships have hands-on training to individuals in a simulated lab experience or through volunteer opportunities that accurately simulate industry and occupational conditions while observing proper supervision and safety protocols, however by Labor Code 3100, that experience *cannot supplant or reduce the compensable work of paid employees*. Therefore, Pre-Apprenticeship are not able to offer paid work based learning. However, there is an opportunity for Pre-Apprenticeships to be setup within High School and in many situations, be setup with CTE courses and ideally dual registration in order to prepare a young person to enter into an apprenticeship after graduation, while also building their educational portfolio with career connected early college credit.

Once they graduate from High School, they would have a choice to complete their apprenticeship by continuing to a college connected Registered Apprenticeship Program or by continuing their apprenticeship pathway in the same occupation with any Registered Apprenticeship Program. The California Apprenticeship Initiative grant program has established a postsecondary career-connected apprenticeship network across California. The interconnected approach will bridge CAB programs to this existing network and allow students to complete their youth apprenticeships while in certificate or degree programs whenever possible. In addition, the objective would be for CAB Programs to be forming articulation agreements with apprenticeship programs to provide the CAB completers with advance standing for the OJT and RSI already completed through the CAB, making the path to full registered apprenticeship completion shorter.

4. In-School Implementation Model:



Adapted from: <https://www.newamerica.org/education-policy/edcentral/infographic-visualizing-youth-apprentices-journey/>

The graphic above describes a possible career and college connected pathways which would start while in High School but have 2 Phases; the High School CAB phase, followed by the College Connected Registered Apprenticeship Program Phase. This model puts forth an interconnected system which embraces a continuum of learning that embeds work experience and training in the public education system. It creates more opportunity for youth to jumpstart their careers and elevates both higher education and on the job training as equally beneficial to a student's future.

a) Phase 1: High School Career Apprenticeship Bridge (CAB)

The CAB program is a way for students to gain paid work experience and early college credit while still in high school. It provides learners with an enhanced educational experience that embeds the apprenticeship model and allows them to start and complete a phase of their professional journey prior to high school graduation. A CAB graduate will earn a recognition from the California Department of Education for their accomplishment and have more options upon high school graduation. Through the experiential learning that happens in OJT environments, CAB graduates will have multiple options, they can either:

- continue with the apprenticeship pathway and be both continuing to work through the OJT with their apprenticeship while also being enrolled in college courses, also associated with the RSI for their apprenticeship, OR
- continue onto college on a full time basis and be better suited to select a college major that connects to their career trajectory and therefore more successfully enter the workforce with practical experience.

b) Phase 2: College Connected Youth Apprenticeship

As of 2023, 51 of California's Community Colleges already have one or more apprenticeship programs being run in association with their college and with the growth of apprenticeship across many sectors, and the California Apprenticeship Initiative grant program, there is a strong and growing postsecondary career-connected apprenticeship network across California. The CAB programs would be developed in collaboration with this growing system of Registered Apprenticeships, establishing articulation agreements to provide CAB completers with advance standing for the OJT and RSI already completed through the CAB. Therefore, phase 2 of this pathway would include the option to matriculate into a College Connected Registered Apprenticeship Program

College Connected Registered Apprenticeship Program (CC-RAP): is an apprenticeship program that is connected to college and registered with the Division of Apprenticeship Standards, and may also:

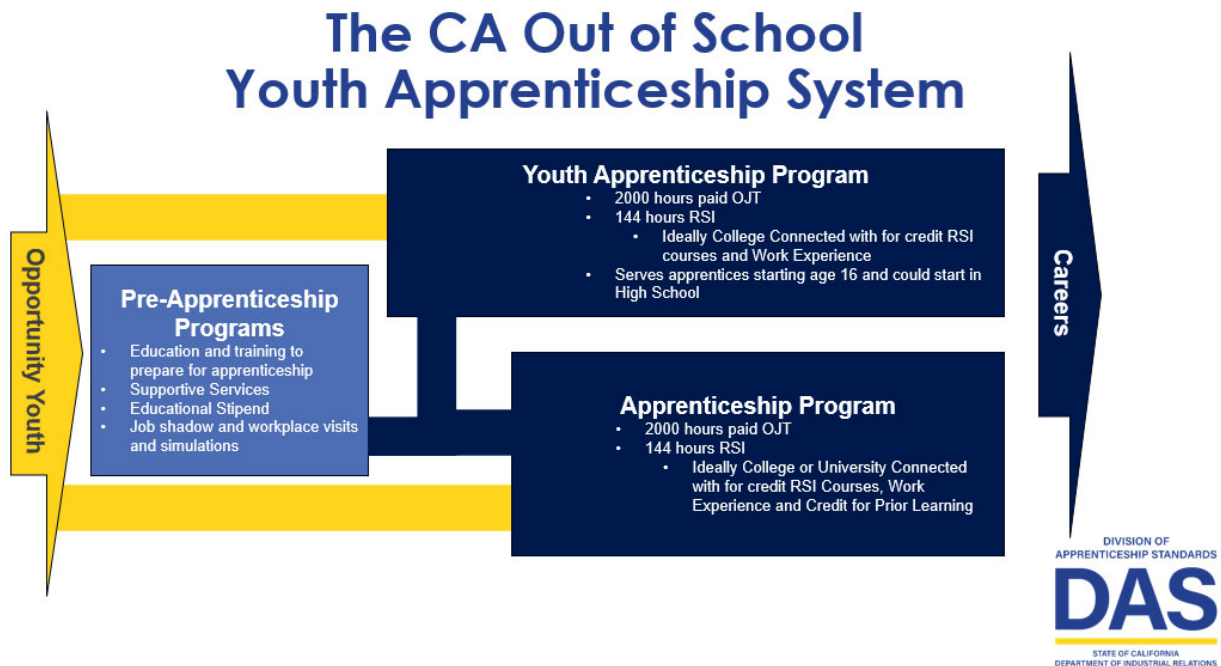
- Allow CAB program graduates to have advanced standing in college-connected apprenticeship programs;
- Allow CAB program graduates to complete apprenticeship programs while in college;
- Offer remaining paid OJT hours where students are earning while also gaining Work Experience Education credit or equivalent;
- Support apprentices in obtaining a career-specific degree, transfer requirements and/or CTE Certificate in alignment with their RSI.

The related instruction component of CC-RAP may be provided by participating California Community Colleges, or, depending on the occupational pathway, other institutions of higher learning, such as California State Universities.

B. Connecting Opportunity Youth and Out-of-School Youth to Youth Apprenticeship

The California Youth Apprenticeship Committee (CYAC) was also tasked with providing recommendations to DAS on the implementation of an SB 191 funded Apprenticeship Program for Opportunity Youth, with an emphasis on out-of-school youth age 16-24. The program is supposed to address the structural barriers faced by opportunity youth which have limited their access to education and employment opportunities, particularly in areas with limited job prospects and other economic challenges. To address these challenges, comprehensive

strategies are needed, including education and skills training, removing barriers to employment, increasing access to support services, and promoting inclusive economic development initiatives aimed at creating well-paid job opportunities for all youth, including those classified as opportunity youth.



To that end, DAS, in collaboration with the CYAC collected input from committee members and from the public on programmatic design considerations for a program that provides onramps for opportunity youth into youth apprenticeship programs.

The [COYA grant program](#) will be used to pilot such onramps and develop a support mechanism and the necessary policy changes to maximize program and participant success.

Based on public input, the COYA implementation will specifically contain the following features to address their unique needs and circumstances:

- 63% **Outreach and Engagement:** Targeted outreach efforts to reach out-of-school youth through community organizations, foster youth and other youth-serving agencies, juvenile justice programs, and alternative education programs.
- 73% **Flexible Program Structures:** Flexible structures to accommodate the diverse needs and schedules of out-of-school youth, including part-time, evening, weekend, or alternative scheduling options to allow youth to participate in work-based learning while balancing other commitments such as employment, caregiving responsibilities, or personal obligations.
- 83% **Wraparound Support Services:** Comprehensive wraparound support services to address the barriers that may prevent out-of-school youth from participating in work-

based learning programs to include transportation assistance, childcare support, mental health services, academic tutoring, and case management.

- 93% **Alternative Education Pathways:** Alternative education programs, adult education providers, and workforce development agencies to create alternative education pathways that integrate work-based learning opportunities that include credit-bearing or credentialing options to incentivize participation and provide tangible outcomes for youth who may be seeking to earn a high school diploma, GED, or industry-recognized certification.
- :3% **Trauma-Informed Approaches:** to support the mental health and well-being of out-of-school youth who may have experienced trauma or adversity that creates a supportive and inclusive learning environment that prioritizes safety, trust, and empowerment.
- ;3% **Youth Voice and Leadership:** Empower participants to actively participate in the design, implementation, and evaluation of work-based learning programs. Incorporate youth voice and leadership opportunities into program activities, decision-making processes, and advisory boards to ensure that programs are responsive to the needs and preferences of the youth they serve.

The COYA program was launched on February 5th with the release of an RFP soliciting program proposals. Under the grant, services are expected to be delivered principally through collaborative, mission-driven, community-based organizations with experience in providing services to opportunity youth and with connection with education and workforce system partners in order to leverage resources and build bridges to further career and educational opportunities. Project starts are expected for July 2024.

Recommendations

1. **Implement a multi-tiered approach to youth apprenticeship, covering in-school and out-of-school youth populations.**
2. **Establish a new Career Apprenticeship Bridge (CAB) Program**
3. **Establish a joint program and pathway approval process for CAB pathways.**
4. **Align with a California work-based learning continuum for K-14 education, integrating CAB and youth apprenticeship as a culminating experience.**

C. Pathway and Program Approval Process

The California Youth Apprenticeship Committee supports a joint program and pathway approval process for youth apprenticeship. Oversight is jointly managed by CDE and DIR.

To make apprenticeship pathways accessible to most high schools in California, existing approval processes are not sustainable. For example, if CABs were to be sponsored at the school district level, we would expect more than a thousand applications for registration for each occupation which would lead to hundreds of thousands of applications for registrations of nearly identical programs. Such an implementation would also likely further exacerbate regional inequities with school districts in wealthier communities being able to support the development of more pathways more quickly than those in poorer communities.

Therefore, to ensure quality and improve equitable access to career pathway opportunities, CYAC proposes an approval process that includes the following five elements:

1. **CAB programs** must be jointly approved by DAS and CDE. Those two entities shall develop an approval process to ensure that CAB programs are connected to a DAS approved registered apprenticeship program and meet career education benchmarks. Components of such an approval process could include: LEAs submitting a copy of DAS approved standards with an occupation-specific curricular framework (course outlines), on-the-job training plan, and employer verification letters. Apprenticeship programs and apprentices are registered with DAS, and CDE will approve LEA-based programs and issue CAB certificates for program completers.
2. **Occupational Frameworks for Work-based Learning:** In order to work towards more alignment of K-14 CTE/CE systems and the apprenticeship system, cross-agency industry sector advisories could be convened to develop Occupational Frameworks for Work-based Learning⁷ to be adopted and/or developed for priority industry sectors and occupations as determined by the Interagency Advisory Committee on Apprenticeship (IACA). Occupational frameworks could contain a general introduction to the occupation, including alternative job titles and any apprenticeship prerequisites as well as a work process schedule that outlines the major job functions, competencies, and hours an apprentice completes in a registered apprenticeship program.
3. **Industry Skills Frameworks that support K-14 alignment:** To ensure educational institutions stay current with industry, Occupational Frameworks for Work-based Learning should be accompanied by an Industry Skills Framework. Work-based and skills-based instructional guidance will support educators in course and curriculum development for CAB Programs, Pre-Apprenticeship Programs and apprenticeship-connected classroom-based learning.
4. **Regional and Sectoral Apprenticeship Intermediaries/Sponsors:** Expansion of youth apprenticeship also needs economies of scale in program implementation. DAS should encourage the development of regional and sectoral apprenticeship intermediaries that can serve as county, regional or sectoral hubs to act as intermediaries between employers, educators, and the state. Their role is further defined in section 7 of this report. DAS and CDE should work together to make publicly available lists of such intermediaries to ease access and scaling.

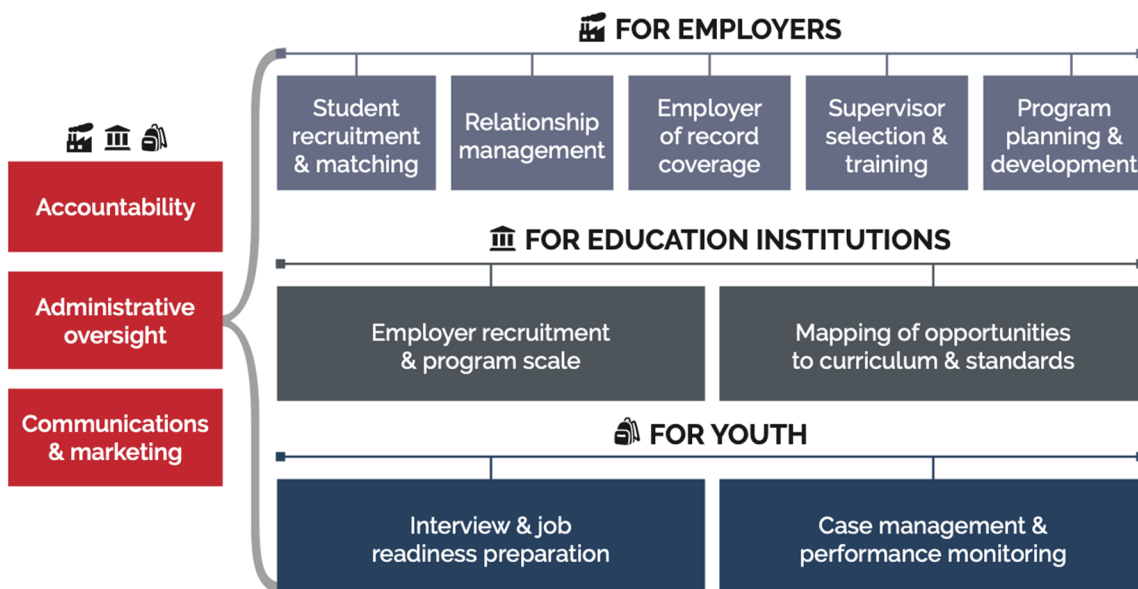
⁷ Such frameworks may be based on the [National Occupations Frameworks](#) commissioned by the USDOL from the Urban Institute.

D. The Role of Intermediaries

Expansion of youth apprenticeship needs economies of scale in program implementation. In any given labor market, it can be challenging for employers to establish partnerships and interact with every single school district or community college to recruit apprentices or coordinate RSI. The CYAC therefore supports a model of **Regional and Sectoral Apprenticeship Intermediaries** that support local youth apprenticeship program operators and act as high-touch intermediaries between employers, educators, and the state.

These intermediaries will support a network of 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, county and regional hubs consider the entire journey of apprentices, aiming to create pathways that guide them through different stages of their apprenticeship experience.

Functions of Regional and Sectoral Intermediaries



From: [The Critical Role of Intermediary Organizations in Expanding Youth Apprenticeship](#), Education Strategy Group for PAYA, November 2019.

For employers, they offer comprehensive services to support their participation in apprenticeship programs. They assist employers in recruiting and selecting apprentices, develop training plans and curriculum tailored to industry needs, and provide technical assistance on program administration and compliance. Intermediaries and their partners also facilitate mentorship programs, offering guidance and support to employers in mentoring apprentices effectively. Additionally, they foster networking opportunities among participating

employers, promote the benefits of apprenticeship programs, and recognize employers' contributions to workforce development.

For educators, intermediaries provide support with industry-aligned curricula and training materials, provide professional development opportunities to enhance instructional practices, and assist with program coordination and logistics. They also offer student support services, including mentorship and academic assistance, to ensure students' success both in the classroom and the workplace. By facilitating partnerships with industry stakeholders and providing technical assistance on program administration, intermediaries help educators integrate apprenticeship opportunities into their curriculum effectively. Additionally, they promote apprenticeship programs, raise awareness about work-based learning benefits, and provide resources to support educators in maximizing apprenticeship opportunities for their students.

For youth, they offer a comprehensive array of services to support youth participants in apprenticeship programs. They may guide youth through career exploration, helping them identify interests and understand the skills needed for various occupations. Hubs will ensure that youth are matched with pre-apprenticeship and apprenticeship opportunities that align with their interests and goals, providing support services to address any barriers to participation. Throughout the apprenticeship, hubs and their partners may offer mentorship, coaching, and peer support to help youth navigate challenges and develop essential workplace skills. They also facilitate academic and career advancement, offering opportunities for earning academic credits or industry certifications. Post-apprenticeship, the hubs assist youth in transitioning to further education or employment, providing resources and guidance to support their continued success.

In addition, the intermediaries will:

- Create diverse outreach strategies that are culturally and gender competent; and
- Implement systems improvements to track and measure progress concerning diversity and equity.
- Enable systems to effectively track and provide case management to apprentices; and
- Ease employers' tracking and reporting processes.

To the extent possible, intermediaries can be aligned with California Jobs First and support the “\$600 million [Regional Investment Initiative](#) (formerly the Community Economic Resilience Fund, or CERF) to create high-quality, accessible jobs and help build resilience to the effects of climate change and other global disruptions impacting the state’s diverse regional economies. This investment has supported the creation of Jobs First Collaboratives in each of the state’s 13 economic regions, with representation from a wide variety of community partners including labor, business, local government, education, environmental justice, community organizations and more. These Collaboratives are in the process of developing roadmaps, including a strategy and recommended series of investments, for their respective regions.”

<https://www.gov.ca.gov/2024/03/08/california-jobs-first-state-launches-first-of-its-kind-council-to-create-thousands-of-more-jobs-across-all-regions/>

Statewide industry intermediaries act as facilitators, coordinators, experts, and advocates within specific sectors. They engage with employers and stakeholders to promote apprenticeship, develop tailored programs, and address workforce needs. Through research, they identify skill gaps and plan accordingly, while also providing outreach to recruit diverse participants. Technical assistance ensures compliance and program quality, with ongoing evaluation for improvement. Advocacy efforts at the state level support policies and funding, while partnerships strengthen the overall ecosystem.

Apprenticeship intermediaries can serve many of the following functions in the youth apprenticeship system:

- 63% **Employer Engagement:** They convene industry to serve as employers for youth apprenticeship across the state.
- 73% **Program Advisement:** They advise state agencies to ensure frameworks are aligned with industry needs and updated regularly.
- 83% **Workforce Planning:** They conduct research and analysis to identify workforce needs and skill gaps within their industries and regions. This information helps inform the development of apprenticeship programs that address current and future labor market demands.
- 93% **Outreach and Recruitment:** They actively recruit individuals, including underrepresented populations, into apprenticeship programs by providing information, outreach, and support services. This includes efforts to reach out to schools, community organizations, and other stakeholders to promote apprenticeship opportunities.
- :3% **Technical Assistance:** They provide technical assistance and support to employers, training providers, and apprenticeship sponsors in navigating the apprenticeship system, understanding regulations, and accessing resources.
- ;3% **Quality Assurance:** They ensure the quality and integrity of apprenticeship programs by monitoring compliance with standards, evaluating program outcomes, and providing feedback for continuous improvement.
- <3% **Promotion:** They engage with employers and industry stakeholders to promote the benefits of apprenticeship programs, encouraging them to participate and invest in apprenticeship training.
- =3% **Policy Advocacy:** They advocate for policies and funding mechanisms that support the expansion and sustainability of apprenticeship programs at the state level. This includes advocating for supportive legislation, funding appropriations, and incentives for employers to participate in apprenticeship.
- >3% **Partnership Building:** They establish partnerships and collaborations with government agencies, educational institutions, labor organizations, and other stakeholders to strengthen the apprenticeship ecosystem and leverage resources.

1. **Allow for tracking of youth apprenticeship participants and out-of-school youth through the DAS CA Apprenticeship System.**
2. **Allow for tracking of CAB Program Data by CDE through California Longitudinal Pupil Achievement Data System (CALPADS) by adding CAB as a measure on the Career and College Indicator.**
3. **Convene education and workforce stakeholders to facilitate consistent industry, occupation, demographic and other data structure alignment to ease data sharing.**

E. Data and Outcomes

As CA develops a system of Youth Apprenticeship, it is important to work towards alignment of data collected and where possible encourage data sharing agreements and integrations to allow for the most effective tracking of young people through the education and workforce system. Youth Apprentices and program operators may interact with three or even four different data systems, through their high school, the community college, the Division of Apprenticeship Standards, and their hosting employer. These systems should work towards alignment and data sharing.

To address these challenges, the CYAC recommends conducting a **comprehensive youth apprenticeship data assessment** to identify data collection and integration needs. Among the topics to be explored are the following:

- 63% **Standardization of Data Collection:** Consider updating and standardizing DAS data collection methods, metrics, and reporting protocols to ensure consistency and ease of use.
- 73% **Establish a Youth Apprenticeship Data Dashboard:** Identify how to integrate data systems across agencies to transparently share youth apprenticeship pathway opportunities and progress in expansion and representation.
- 83% **Privacy and Data Security Measures:** Implement robust privacy and data security measures to protect the confidentiality of apprentices' information while complying with relevant regulations. This includes adopting data anonymization techniques, obtaining informed consent from apprentices, and establishing data governance policies to ensure responsible data handling practices.
- 63% **Data Quality Assurance Mechanisms:** Implement program monitoring and/or quality assurance mechanisms to ensure the accuracy, reliability, and validity of apprenticeship data. This includes conducting data audits, validation checks, and data verification processes to identify and address data discrepancies or errors.

1. Data Collection

Part of the **youth apprenticeship data assessment** would include an inventory of systems and their functions that are currently in use at the five key stakeholder groups in the system.

- Educational Agencies
- State Agencies
- Regional and Sectoral Apprenticeship Intermediaries
- Employers
- Workforce Boards

A few starting points for tracking the data could include:

1. Allow for tracking of CAB participants and out-of-school youth through the DAS CA Apprenticeship System (CAS).
2. Allow for tracking of CAB program data by CDE through CALPAD by adding CAB as a work-based learning metric or additional measure on the College and Career Indicator. This would allow seamless data collection around student participation, CTE pathway linkage, and demographics. CAB graduates would receive a seal on their diploma, similar to the Seal of Biliteracy and the Seal of Civic Engagement.
3. Establish a Youth Apprenticeship Dashboard that shares data insights from both DAS and CDE regarding enrollment/registration, completion data by geography, demographic and by occupational pathway.
4. Incorporate California Youth Apprenticeship data elements into the statewide Cradle to Career (C2C) Data System to allow for longitudinal tracking of outcomes and for cross-system benchmarks.

The two-tier system will allow for benchmark data to be collected at various stages of youth apprenticeship and allow visibility into program efficacy and attrition. In cases where CAB alumni do not opt to complete their full apprenticeship, the state will still be able to collect data on their college and career progression. By “opting-out” of phase two, participants will still be recorded as CAB completers rather than apprenticeship dropouts. This will establish key performance indicators to better assess program outcomes over the course of the youth’s school to career journey.

2. Outcomes

CYAC recommends that outcome tracking of youth apprenticeship in California adheres to several key principles: we should take a holistic approach by considering various domains of outcomes, align tracking efforts with program goals, maintain high standards of data quality and integrity, incorporate equity and inclusion principles, engage stakeholders throughout the process, implement longitudinal tracking mechanisms, promote transparency and accountability, and use data for continuous improvement. We recommend drawing from the following outcome measures:

1. **Completion Rates:** Monitor the percentage of apprentices who successfully complete the program. This can provide insight into the program's overall effectiveness and retention rates.
2. **Retention Rates:** Track the percentage of apprentices who remain with the company or organization after completing the program. High retention rates indicate that the program is effectively preparing apprentices for long-term employment.
3. **Skill Acquisition:** Evaluate the skills gained by apprentices during the program. This could include technical skills specific to the industry as well as soft skills such as communication, teamwork, and problem-solving.
4. **Job Placement Rates:** Measure the percentage of apprentices who secure employment within the industry upon completing the program. This metric demonstrates the program's ability to facilitate successful transitions into the workforce.
5. **Employer Satisfaction:** Gather feedback from employers who have hired apprentices from your program. Assess their satisfaction with the skills and preparedness of apprentices, as well as their overall satisfaction with the program.
6. **Apprentice Satisfaction:** Survey apprentices to gauge their satisfaction with various aspects of the program, including the quality of training, mentorship, and opportunities for advancement.
7. **Wage Growth:** Track the extent to which apprentices' wages increase as a result of completing the program. This can help determine the economic impact of the program on participants.
8. **Diversity and Inclusion Metrics:** Assess the demographics of participants in the CAB and apprenticeship programs. This could include metrics such as gender, race, ethnicity, and socioeconomic background.
9. **Cost-Effectiveness:** Evaluate the cost-effectiveness of the program by comparing the investment in training and support with the outcomes achieved, such as increased productivity, reduced turnover, and improved employee satisfaction.

Recommendations

1. **Conduct a youth apprenticeship data assessment to help clarify data collection and integration needs.**
2. **Identify data collection methods, metrics, and reporting protocols to ensure consistency across various apprenticeship program operators and systems.**
3. **Implement robust privacy and data security measures to protect the confidentiality of apprentices' information while complying with relevant regulations.**
4. **Implement quality assurance mechanisms to ensure the accuracy, reliability, and validity of apprenticeship data, including conducting data audits, validation checks, and data verification processes.**
5. **Develop a set of common outcome measures and key performance indicators to track the success and impact of youth apprenticeship programs, including completion rates, skill acquisition, employment outcomes, and return on investment.**
6. **Establish data-sharing agreements and protocols among participating agencies and organizations to facilitate the exchange and use of apprenticeship data for program improvement and decision-making.**

F. Governance

In the short term, the proposed implementation of Youth Apprenticeship in California calls for a cross-agency governance structure that allows the stakeholder agencies to integrate the components of youth apprenticeship that falls under their jurisdiction into their existing programming. Especially for local education agencies, this approach allows for an introduction of new programs with the least disruption to existing programs.

Such a system would therefore be jointly managed by CDE, CCCCO and DIR.

The committee proposes that state agencies establish a cross-agency workgroup to oversee implementation of youth apprenticeship.

The following Table shows who governs or shares in the governance of each major system element.

Shared Governance of Apprenticeship Elements				
Element Governed or Authorized by	CDE	DAS	CCCO	LEA

CAB Pathway Approval	✓	✓		
CAB Certificate of Completion	✓			
Occupational Framework		✓		
Industry Skills Framework	✓		✓	
Intermediaries		✓		
RSI Approval and Delivery				✓
Credit Award				✓
Diploma and Degree Award				✓

1. Department and Agency Staffing

Evaluate the needs of each relevant agency and ensure proper staffing.

2. Needed Policy Alignment

Some administrative workforce and educational policies may need to be realigned to effectively implement youth apprenticeship programs because existing policies around scheduling, curriculum, credit recognition, instructor qualifications, funding, partnerships, and accountability measures are tailored to traditional classroom-based learning models. What follows is an incomplete list of programs and policies that should be reviewed for alignment, inclusion of youth apprenticeship, and possible consolidation:

- Executive Order on Career Education (GO Biz)
- CA Jobs First (GO Biz)
- K-12 Strong Workforce program (CCCO)
- California Apprenticeship Initiative (CCCO)
- Strong Workforce (CCCO)
- California Opportunity Youth Apprenticeship Grant (DAS)
- CTE Incentive Grant (CDE)
- *CTE/CE Sector alignment (CDE/CCCO)
- *CTE Model Curriculum Standards update (following sector alignment) (CDE)
- Regional K-16 Workforce Collaborative (DGS)
- Golden State Pathways Program (CDE)

3. Legislative Recommendations

Some needed policy alignments will require legislative action. The following represent an incomplete list of programs and policies that should be reviewed for alignment and possible update:

- Formal creation of the Career Apprenticeship Bridge Program in Labor and Education Code
- Authorize and fund development of Occupation and Industry Skills Frameworks
- Authorize and fund CTE/CE alignment and MCS update.
- Fund Positions at DAS, CCCO and CDE to implement Youth Apprenticeship
- Codify and create CDE pilot grant program specific to CAB, using CTEI or SWP funding.
- Funding for employer engagement in the form of credits or other incentives for employers who employ youth registered apprentices
- Funding for intermediaries

Recommendations

- 1. Establish a cross-agency governance structure to oversee implementation of youth apprenticeship.**
- 2. Adequately staff administrative entities.**
- 3. Review and align administrative workforce and educational policies and programs to effectively implement youth apprenticeship programs.**
- 4. Draft legislation or administrative policy as necessary to address recommendations and conduct periodic policy review to determine need for updates.**
- 5. Establish a permanent Youth Apprenticeship Subcommittee of IACA with representation from key stakeholder groups to provide guidance.**
- 6. Develop a system for monitoring and reporting on the progress and outcomes of youth apprenticeship programs.**
- 7. Conduct regular evaluations and assessments of the youth apprenticeship system to identify areas for improvement and inform policy and practice.**

G. Funding of Youth Apprenticeship in CA

The state of California has invested hundreds of millions of dollars towards bolstering apprenticeships and workforce initiatives, with over \$221 million earmarked in the 2023-2024 state budget alone.ⁱⁱⁱ

1. Core Funding for Apprenticeship

Four of the major funding sources making dedicated funding available for adult and youth apprenticeship programs in California.

These investments have been directed towards numerous initiatives, including:

- **California Apprenticeship Initiative (CAI)**: Launched by the California Community College Chancellor’s Office in 2016, this grant program supports the development of apprenticeships in nontraditional sectors such as healthcare, education, and technology to name a few sectors, and boosts diversity, equity, and inclusion in apprenticeship. For the 2024-2025 budget year, the program has \$30 million available in grant funds to support apprenticeship planning, implementation, and expansion for secondary institutions and community colleges.
- **Apprenticeship Innovation Funding (AIF)**: Introduced in 2022 under the Interagency Advisory Committee on Apprenticeship (IACA) to develop new and innovative apprenticeship opportunities, this fund earmarks \$135 million over a three-year period. Organizations and firms can apply for support or training categories based on their specific needs. While the funding does not fully cover apprentice expenses, it does offer reimbursements for apprentice enrollment and successful completion.
- **Related and Supplemental Instruction Reimbursement Program (RSI)**: For the 2023-2024 budget year, this program had \$93 million in funding for community colleges to reimburse apprenticeship programs for the hours of instruction they provide to apprentices.^{iv}
- The **California Opportunity Youth Apprenticeship Grant (COYA)**, was established under the 2023’s **California Senate Bill 191** and is dedicated exclusively to serve opportunity youth. The program earmarked \$40 million for pre-apprenticeship and apprenticeship grants to serve youth who are disconnected from the education, employment, and housing systems. The first grant awards are expected in the summer of 2024. The grant program is described in greater detail below.

2. California Opportunity Youth Apprenticeship (COYA) Grant

By far the biggest dedicated funding source supporting the establishment or expansion of pre-apprenticeship and apprenticeship programs for youth came with the establishment of the California Opportunity Youth Apprenticeship (COYA) Grant through **Senate Bill 191**. COYA was set up for the purposes of providing funding for existing apprenticeship and pre-apprenticeship programs or to develop new apprenticeship and pre-apprenticeship programs to serve opportunity youth who are disconnected or are at risk of disconnection from systems such as education, employment, housing and more. The COYA Grant Program received \$20 million in FY 2022-2023 and another \$20 million in FY 2023-2024.

The COYA Grant aligns with Governor Newsom’s “Freedom to Succeed” Executive Order, which tasks key state education and workforce leaders to develop a Master Plan on Career Education to guide the state’s efforts to strengthen career pathways, prioritize hands-on learning and real-life skills, and advance universal access and affordability for all Californians through streamlined collaboration and partnership across government and the private sector. This COYA Grant is a key mechanism to achieve this outcome, specifically with a focus on opportunity youth and connecting them with supported pre-apprenticeships and apprenticeship programs.

The grant program seeks to improve access to training and employment opportunities for opportunity youth throughout the state. There are a variety of ways that this grant will allow this to happen, through both pre-apprenticeship and apprenticeship programs and also through new program creation and establishing strong partnerships with existing programs. This grant aims to connect opportunity youth with earn and learn opportunities to propel them into a family sustaining career pathway.

Recommendations

- 1. Provide ongoing formula funding through the Apprenticeship Innovation Fund (AIF)**
- 2. Sustain and expand COYA grants for expansion, development, and demonstration purposes.**
- 3. Sustain and expand CAI grants for K-14**
- 4. Establish a CDE CAB grant program.**
- 5. Provide incentives and technical assistance to employers to offset the costs of hosting apprentices.**
- 6. Leverage existing workforce development and education funding streams to support youth apprenticeship programs.**
- 7. Encourage philanthropic and private sector investment in youth apprenticeship programs.**
- 8. Develop a long-term funding sustainability plan for youth apprenticeship programs.**

H. Technical Assistance, Innovation, and Marketing

CYAC recommends that the State develop a set of resources to support the expansion of youth apprenticeship across the state.

CYAC also proposes that the lead state agencies work with partners, such as California Community College Association for Occupational Education, the California Education Diversity and Growth in the Economy (EDGE) Coalition, Association for Career Technical Education, as well as industry groups, such as the Northern and Southern California Apprenticeship Network (NCAN/SCAN) to promote awareness of career options and youth apprenticeship pathways to youth, their parents, educators, employers organized labor, career counselors through annual regional and state summits on Career Connected Learning and Youth Apprenticeship pathways to youth, their parents, educators, employers, organized labor, career counselors through annual regional and state summits on Career Connected Learning and Youth Apprenticeship.

In addition, CYAC propose that the state conduct a market research study with potential apprentices, their parents, and employers to test messaging and branding strategies and launch a peer-to-peer campaign among public and private sector employers as well as a public campaign targeting youth and their parents.

Using findings, prepare an outreach, awareness, communications, and public engagement plan to counteract misperceptions about apprenticeship; inform potential participants and their parents about currently available opportunities and how they can be leveraged to make informed career and education choices. Prepare branded presentations, and collateral. Promote and incent apprenticeship intermediaries such as colleges, workforce boards, industry associations, community-based organizations, unions, and others who can work with employers and other stakeholders to expand the use of apprenticeships.

Recommendations

- 1. Prepare a Youth Apprenticeship Resource Set**
- 2. Provide technical assistance and support to LEAs and community colleges in developing and implementing high-quality youth apprenticeship programs.**
- 3. Conduct market research with potential apprentices, their parents, and employers to test messaging and branding strategies. and launch a peer-to-peer campaign among public and private sector employers as well as a public campaign targeting youth and their parents.**
- 4. Develop a comprehensive outreach and communications plan to raise awareness and engage diverse stakeholders in youth apprenticeship programs.**
- 5. Establish a statewide youth apprenticeship web portal and online community of practice to facilitate information-sharing and collaboration.**

VI. Appendices

- a. Table of Recommendations
- b. Abbreviations
- c. Glossary

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A. Table of Recommendations

(To be updated once the report is complete)

B. Abbreviations

AIF: Apprenticeship Innovation Funding

ALEX: Apprenticeship Labor Exchange

CAB: Career Apprenticeship Bridge

CAI: California Apprenticeship Initiative

CALPADS: California Longitudinal Pupil Achievement Data System

CCC: California Community College

CCCO: California Community College Chancellor's Office

CTE: Career Technical Education

CYAC: California Youth Apprenticeship Committee

DAS: Division of Apprenticeship Standards

FTE: Full-Time Equivalent

ISY: In-School Youth

LEA: Local Educational Agency

NCAN: Northern California Apprenticeship Network

OY: Opportunity Youth

RSI: Related and Supplemental Instruction

SCAN: Southern California Apprenticeship Network

WBL: Work-Based Learning

C. Glossary

- AIF (Apprenticeship Innovation Funding):** A fund aimed at developing new and innovative apprenticeship opportunities, providing financial support for program development and apprentices' completion.
- ALEX (Apprenticeship Labor Exchange):** A proposed system for employers to post jobs for apprenticeships, making it easier for employers to find and onboard apprentices.
- Apprenticeship Certificate:** A recognized credential issued upon the successful completion of an apprenticeship program, demonstrating the attainment of specific skills and competencies.
- Apprenticeship Certificate and Degree Award:** Credentials awarded to apprentices who successfully complete their apprenticeship program, reflecting their acquired skills and competencies.
- CAB (Career Apprenticeship Bridge):** A program that connects career technical education with apprenticeship opportunities for high school students.
- CALPADS (California Longitudinal Pupil Achievement Data System):** A data system used by the California Department of Education to collect information about students, schools, and districts.
- CAI (California Apprenticeship Initiative):** A grant program that supports the development of non-traditional apprenticeships and aims to boost diversity, equity, and inclusion in apprenticeship programs.
- Career-Connected Learning:** An educational approach that combines classroom instruction with real-world experiences to prepare students for various career paths.
- COYA (California Opportunity Youth Apprenticeship Grant):** A grant program aimed at providing funding to establish or expand pre-apprenticeship and apprenticeship programs for opportunity youth in California.
- Competency-Based Education:** An educational approach where learners progress based on their ability to demonstrate mastery of skills or knowledge, rather than time spent in a program.
- Comprehensive Career Plan:** A strategic plan that guides students through various stages of career exploration, education, and employment to achieve career goals.
- County and Regional Hubs:** Organizations designed to support local intermediaries and program operators in the implementation of youth apprenticeship programs by acting as intermediaries between employers, educators, and the state.
- CYAC (California Youth Apprenticeship Committee):** A committee established to develop recommendations for the Division of Apprenticeship Standards (DAS) on how to implement youth apprenticeship programs in California.
- DAS (Division of Apprenticeship Standards):** The division responsible for overseeing apprenticeship programs and establishing standards in California.
- Educational Equity:** The principle of providing all students with fair opportunities for educational success, regardless of their background or circumstances.
- Golden State Pathways Program:** A California initiative that aims to align educational systems with career pathways, providing students with a seamless transition from education to employment.

Industry Skills Framework: A structure that aligns career education standards with industry needs, ensuring educational institutions can keep curriculum current and relevant.

ISY (In-School Youth): Young people currently enrolled in a high school or secondary education program.

Jobs First Initiative: An initiative that supports the creation of Jobs First Collaboratives in California's 13 economic regions, focusing on creating high-quality jobs and regional resilience.

LEA (Local Educational Agency): A public institution that provides education services, typically referring to school districts or county education offices.

Mentorship: A structured relationship where experienced professionals guide and support apprentices, providing advice and coaching to enhance learning and development.

Occupational Frameworks for Work-based Learning: Guidelines that outline the competencies and hours required for apprenticeships in specific industries, providing standardization across programs.

Opportunity Youth: Young people, typically aged 16-24, who are disconnected from education, employment, or housing systems.

Pre-apprenticeship Programs: Training programs that prepare individuals for apprenticeships, often providing foundational skills, career exploration, and hands-on experience.

Program Sponsors: Organizations or entities responsible for administering and overseeing apprenticeship programs, ensuring that they meet industry standards and regulations.

Return on Investment (ROI): A measure used to evaluate the financial benefit derived from an investment, such as apprenticeship programs, compared to the cost of the investment.

RSI (Related and Supplemental Instruction): Instruction that provides apprentices with technical and theoretical knowledge related to their trade or occupation.

RSI FTE (Related and Supplemental Instruction Full-Time Equivalent): A funding model for reimbursing educational institutions that provide related instruction to apprentices.

Sector Industry Intermediaries: Organizations that lead industry engagement, develop apprenticeship programs, and align them with workforce needs within specific sectors.

Work Experience Education Program: Programs that provide students with real-world work experiences, integrating learning with practical job skills.

Work-Based Learning (WBL): A learning approach that integrates classroom instruction with real-world work experiences to prepare students for their future careers.

Wraparound Support Services: Comprehensive services designed to address barriers that individuals face, including transportation assistance, childcare, and mental health services.

Youth Apprenticeship Network: A proposed network of industry intermediaries and other stakeholders to support youth apprenticeship expansion and align programs with industry needs.