

# ADVANCING EQUITY THROUGH WORKFORCE INTERMEDIARY PARTNERSHIPS: BEST PRACTICES IN MANUFACTURING, SERVICE AND TRANSPORTATION INDUSTRIES

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OCTOBER 2017

AFL-CIO  
**WORKING FOR AMERICA**  
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# INTRODUCTION TO WORKFORCE INTERMEDIARY PARTNERSHIPS

Over the past several decades, a declining number of good jobs have been available to Americans without postsecondary credentials or certifications. These are jobs that pay family-sustaining wages, include health care and retirement benefits, and offer opportunities for advancement. The gap in wages between college and high school graduates—57% in 2016—has grown steadily since 2000.<sup>1</sup> Race and ethnicity exacerbates this inequality. While the average college graduate earns \$1,227 per week, Latino workers earn on average \$610 per week with only a high school degree while black workers average \$579 per week.<sup>2</sup> In the national cohort of students who entered college in fall 2008, only 55% completed their studies and obtained a degree by 2014.<sup>3</sup>

The combined impact of the Great Recession, automated technology, the outsourcing and offshoring of jobs, the corporate attack on unions, and the conversion of production to a service-sector economy contributed to the narrowing paths of those without some postsecondary education. College costs are spiraling upward while student debt for college grads has reached record levels. Access to multiple career pathways and alternative education and training positions are critical to addressing inequality and building a more diverse workforce.

At the same time that many working people struggle to find secure employment, employers report difficulty recruiting workers with the specialized skills increasingly required in manufacturing, health care, transportation, construction and a range of other sectors. The retirement of massive numbers of baby boomers further complicates the workforce situation. Though more firms appear to be interested in apprenticeship, many companies continue to underinvest in the training needed by their employees. As employers increasingly subcontract and outsource a range of functions previously performed in-house, there are fewer options for people to move up within the same firm. The U.S. economy could see a labor shortage of 20 million workers by 2020, with two-thirds of the expected shortage in the most skilled jobs.<sup>4</sup>

Despite these huge obstacles, a growing number of workforce intermediary partnerships are spreading across the country to meet the dual needs of employers and working people. Workforce intermediary partnerships:

- Bring together unions and employers to assess the training needs of firms in a given sector or region;
- Help to customize the training, apprenticeship and educational services required;
- Cultivate the partners needed to produce the training;
- Recruit oftentimes from disadvantaged communities; and
- Ensure that those individuals who invest in their employment security will be rewarded with meaningful advancement along a career ladder.

Progress is evident in a number of industries in diverse localities. Hotel restaurant employees in Boston and Los Angeles, for example, are accessing free classes to move into more highly skilled, higher-paying positions. Kaiser Permanente is working with its employees' unions to meet their evolving training needs and keep them competitive in the health care sector. Women are being actively recruited for training programs in transportation maintenance and other occupations where they are underrepresented, while young people are given opportunities to enter aerospace apprenticeships right out of high school.

This report details these and other examples of the breakthroughs that workforce intermediary partnerships are making to ensure employers have the skilled workforce needed for today's economy and workers are well-positioned on pathways to family-sustaining careers.

The profiles in this report reflect a sample of workforce intermediary partnerships in selected industries—including partnerships that have worked in recent years with the AFL-CIO Working for America Institute and the U.S. Department of Labor to expand registered apprenticeship to employers who are not familiar with this model of training and education. Many other such partnerships exist across the country. Links to their websites are available online at [www.workingforamerica.org](http://www.workingforamerica.org).

# SUMMARY OF PROFILED PARTNERSHIPS

| Workforce Intermediary Partnership                              | Industry                                 | Training and Education   | Role of Registered Apprenticeships   | People Served   | Region                             |
|---|--|--|--|---|------------------------------------|
| Aerospace Joint Apprenticeship Committee (AJAC)                 | Manufacturing                            | <ul style="list-style-type: none"> <li>• Job/skill upgrade</li> <li>• Entry level</li> </ul>   | Coordinates apprenticeship and pre-apprenticeship programs in aerospace            | <ul style="list-style-type: none"> <li>• Incumbent workers</li> <li>• Youth</li> <li>• Returning citizens</li> </ul>  | Washington State                   |
| Ben Hudnall Memorial Trust (BHMT) at Kaiser Permanente          | Health care                              | <ul style="list-style-type: none"> <li>• Job/skill upgrade</li> <li>• Tuition reimbursement and academic counseling</li> <li>• Basic skills</li> </ul> | Exploring apprenticeship   | <ul style="list-style-type: none"> <li>• Incumbent workers, including people of color in underrepresented occupations</li> </ul>                                      | National                           |
| Boston Education, Skills & Training (BEST) Hospitality Training | Hospitality                              | <ul style="list-style-type: none"> <li>• Job/skill upgrade</li> <li>• Entry level</li> <li>• Basic skills</li> </ul>                                   | Offers apprenticeship and pre-apprenticeship programs for room attendants          | <ul style="list-style-type: none"> <li>• Incumbent workers</li> <li>• U.S.-born African Americans</li> </ul>  | Metropolitan Boston                |
| Healthcare Career Advancement Program (H-CAP)                   | Health care                              | <ul style="list-style-type: none"> <li>• Best practices developed for a range of training and education programs</li> </ul>                            | Supports the creation of apprenticeship programs for 12 health care occupations    | <ul style="list-style-type: none"> <li>• Incumbent workers, including people of color in underrepresented occupations</li> </ul>                                      | National                           |
| Hospitality Training Academy (HTA)                              | Hospitality                              | <ul style="list-style-type: none"> <li>• Job/skill upgrade</li> <li>• Entry level</li> </ul>   | Offers apprenticeship programs for room attendants and chef de partie (line cooks) | <ul style="list-style-type: none"> <li>• Incumbent workers</li> <li>• Black workers</li> <li>• Asian workers</li> <li>• Transgender workers</li> </ul>                | Metropolitan Los Angeles           |
| Institute for Career Development (ICD)                          | Manufacturing                            | <ul style="list-style-type: none"> <li>• Job/skill upgrade</li> <li>• Tuition reimbursement</li> <li>• Basic skills</li> </ul>                         | Pre-apprenticeship courses   | <ul style="list-style-type: none"> <li>• Incumbent workers</li> </ul>   | National                           |
| Keystone Development Partnership (KDP)                          | Transportation, utilities, manufacturing | <ul style="list-style-type: none"> <li>• Job/skill upgrade</li> <li>• Entry level</li> </ul>   | Developed pre-apprenticeship and apprenticeship programs for several industries    | <ul style="list-style-type: none"> <li>• Incumbent workers</li> <li>• Youth</li> <li>• Returning citizens</li> <li>• Women in underrepresented occupations</li> </ul> | Pennsylvania, Midwest and national |
| Transportation Learning Center                                  | Transportation                           | <ul style="list-style-type: none"> <li>• Job/skill upgrade</li> <li>• Entry level</li> </ul>   | Developed pre-apprenticeship and apprenticeship programs in transportation         | <ul style="list-style-type: none"> <li>• Incumbent workers</li> <li>• Youth</li> <li>• Women in underrepresented occupations</li> <li>• Veterans</li> </ul>           | National                           |

# PROFILES OF WORKFORCE INTERMEDIARY PARTNERSHIPS

## Aerospace Joint Apprenticeship Committee<sup>5</sup>

### Location

Washington State

### Background

Union and nonunion aerospace companies and the International Association of Machinists and Aerospace Workers (IAMAW) District 751 approached the Washington State Legislature in 2008 with deep concerns about trends that could render the state's aerospace industry less competitive. A combination of global competition, a wave of retirements, technological advances and increasing skill shortages required an additional public investment to meet the needs of the state's 1,350 aerospace employers. Legislators agreed, and with a \$3 million appropriation for aerospace apprenticeships, the nonprofit Aerospace Joint Apprenticeship Committee (AJAC) was created to implement this vision. The nonprofit, run jointly by representatives from IAMAW District 751 and aerospace employers, oversees a range of apprenticeship, training and support programs to open opportunities for family-supporting careers and ensure the state's industry remains competitive.

### Program Highlights

AJAC develops apprenticeship programs by first assessing the needs of a number of employers in the sector. Many of these are small to medium-sized businesses that supply products to large companies such as Boeing. While these suppliers may have training needs, they do not necessarily have a training budget. AJAC develops occupational curricula that address the requirements of a range of employers. AJAC then recruits instructors from the ranks of current industry employees—those most familiar with technological and process advancements—to instruct apprentices. Community college partners provide credit for the courses at 50% reduced tuition for the apprentices. After four years, many apprentices have accrued enough credits that by either taking or transferring in three to four general education courses, they can earn a two-year degree, thus advancing on both career and educational tracks.

AJAC also develops pre-apprenticeship programs to serve as entry points into the aerospace industry for people without prior experience. Once graduates of the

pre-apprenticeship program establish themselves in their new jobs, they are ready to move into one of AJAC's eight advanced apprenticeship programs. Additionally, AJAC plans to roll out the Industrial Manufacturing Technician (IMT) apprenticeship, developed by the Wisconsin Regional Training Partnership and the AFL-CIO Working for America Institute, to train entry-level employees and often prepare them for apprenticeships in occupations that require higher skill levels.

### Key Partners

- Aerospace employers (union and nonunion)
- IAMAW District 751
- State and local workforce development boards
- Community colleges
- Community-based organizations
- Correctional facilities
- School districts (K-12)
- AFL-CIO Working for America Institute's Multiple Industry Intermediary (MII) Project

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*"Apprenticeship is a proven model of workforce development, and the implementation of youth apprenticeship and the Industrial Manufacturing Technician programs are going to be great for apprenticeship expansion. The challenge is sustainable funding, and we're currently working with the governor's office, the K-12 community, labor and industries, and our local community and technical college system to find a way to have sustainable funding. The ultimate goal is for apprenticeship expansion across the state for other industries such as culinary, health care, finance and insurance so individuals can gain access to career and educational pathways leading to family-wage careers."*

—Demetria "Lynn" Strickland, executive director,  
Aerospace Joint Apprenticeship Committee

### Equity Goals

Because the aerospace industry has a predominantly white, male workforce, AJAC has struggled to maintain a diverse group of apprentices. In an effort to diversify its pre-apprentices, AJAC partners with a number of local

workforce boards and community-based organizations for assistance with recruitment. In 2017, it created a cohort of currently and formerly incarcerated individuals, partnering with a state correctional facility and a community-based nonprofit that works with that population. AJAC hopes to create an apprenticeship program inside the facility to ensure that people have marketable skills when they get out of prison.

## Outcomes

- Between 2014 and 2017, AJAC served 717 apprentices, including 418 new apprentices enrolled in registered apprenticeship (RA) programs.
- In early 2017, AJAC launched the state's first apprenticeship program for youth to enter the industry directly out of high school. The cohort includes 18 apprentices placed with 12 employers.
- The average hourly wage of first-year apprentices is \$17.40, growing to an average wage of \$22.76 for fourth-year apprentices.

- AJAC has recruited a range of partners: 210 employers, 10 community/technical colleges and seven high schools/skill centers.
- Between 2011 and 2015, there were 311 pre-apprentice graduates, an 85% completion rate. Of the graduates, 20% were women, 53% were minorities and 30% were veterans. Eighty percent of graduates qualified for AJAC apprenticeship programs, and 76% were placed in jobs.

*“AJAC represents the type of educational and institutional partnership we need with unions and employers—tripartite partnerships—to build the skills we need in industry today. Whether it’s in the service sector, manufacturing or other sectors, we need those partnerships with employers that recognize the need for skills. AJAC has taken a major step in making that happen in Washington State.”*

—James Reid, safety and health director, IAMAW



From left: James Reid (IAMAW), Jesse Cote (AJAC) and Lynn Strickland (AJAC) speak at the Manufacturing Apprenticeship Accelerator meeting in June 2017.

# Ben Hudnall Memorial Trust (BHMT) at Kaiser Permanente<sup>6</sup>

## Location

National

## Background

During the 2005 contract negotiations between Kaiser Permanente (KP) and the Coalition of Kaiser Permanente Unions (CKPU), there was a high vacancy rate for a number of clinical positions. At the same time, KP was about to establish an electronic medical records system, eliminating the need for a significant number of record-keeping positions. In keeping with a prior agreement between KP and CKPU in which the company committed to avoiding layoffs due to efficiencies in return for union cooperation in improving processes, negotiators sought to ensure that record-keeping employees had training opportunities to move into open positions. Thus the contract established two joint labor-management training and education funds: the Ben Hudnall Memorial Trust (BHMT) and the SEIU UHW-West & Joint Employer Education Fund (of which KP is one of several health care employers). These trusts created the infrastructure for members to obtain skills training and support for new careers or upgrades, as well as to adapt to technological change and ensure alignment with the training needs of KP.

## Program Highlights

BHMT is paying attention to the trend of “degree creep,” whereby many health care occupations increasingly require degrees. CKPU negotiated a \$3,000 tuition assistance benefit with KP, yet only a small percentage of members were using it. Given that 50% of the trust’s eligible participants have less than a bachelor’s degree, BHMT created a portfolio of programs to encourage degree completion by addressing a variety of barriers: eliminating upfront tuition payments (Ben U Academic, tuition assistance, degree completion/certification programs), providing computer access for online classes (Chromebook lending library) and granting paid time off to study (Individual Stipend Program). A registered nurse (RN) to Bachelor of Science in Nursing (BSN) program allows nurses to choose time off, tuition assistance or a combination of the two.

The Southern California Jobs of the Future Committee, a labor and management committee at KP, recently issued a report forecasting changes in health care occupations. While the report identified new occupations and increased

demand for existing occupations, it also referenced four critical skills identified by KP’s National Workforce Planning and Development (NWFPD) that are relevant to all positions within KP: digital fluency, customer service, collaboration and process improvement. BHMT works closely with NWFPD and Jobs of the Future committees throughout KP to incorporate these types of initiatives and emerging industry trends into their existing training programs.

## Key Partners

- Kaiser Permanente (including workforce development staff and front-line supervisors)
- Coalition of Kaiser Permanente Unions
- Colleges and universities

## Equity Goals

One of the core missions of BHMT is to expand access to higher-paying jobs for the disproportionate percentage of people of color that populate lower-paying positions. As of 2017, 80% of BHMT participants were women, while 27% were Asian, 18% Latino and 17% black. Additionally, by creating an internal pipeline of diverse employees to fill clinical positions, BHMT is increasing KP’s ability to provide culturally competent patient care.

## Outcomes

- 32% of participants who access the Ben U Academic program move on into longer-term degree completion programs. BHMT makes both career counseling and academic success coaching services integral parts of all of its degree completion programming.
- Ben U Academic had an 80% successful completion rate between 2011 and 2014. Most participants are younger, making them an ideal population to advance into clinical careers.
- Since the beginning of the trust, there has been an 86% completion rate for members who advance their degree from RN to BSN.

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*“Our trust is looking at the skills needed for the future. Colleges aren’t currently training folks on jobs of the future because we don’t know what they are yet. Employers will need to rely on their existing workforce to take on those new skills and roles.”*

—Jessica Butz, national coordinator for Workforce Planning and Development, Coalition of Kaiser Permanente Unions

# Boston Education, Skills & Training (BEST) Hospitality Training<sup>7</sup>

## Location

Metropolitan Boston

## Background

In 1988, the joint labor-management partnership of the Greater Boston Hotel Employees Local 26 (GBHE Local 26) established an education fund to provide English classes for its growing immigrant workforce. In 2004, the employers and the union negotiated to increase funding for a broader range of workforce development services to better meet increasing industry demands. This partnership has consistently focused on providing quality jobs. In 2006, the employers and the union launched BEST Corp. as an independent nonprofit with a mission to provide hospitality workers with the skills needed to excel in their professional and personal lives. BEST contracts with the UNITE HERE Local 26 education fund to develop and administer workforce development programs for Local 26 hospitality members working at participating hotels. In 2007, BEST began to access city, state and private funding sources to provide pathways to the unemployed and those stuck in low-wage occupations to advance into family-sustaining careers in hospitality.

## Program Highlights

BEST Hospitality Training provides a range of training and education programs, including citizenship classes, technology workshops, ergonomics training, and skills training for culinary, housekeeping, food server and other entry-level positions. BEST also manages both a pre-apprenticeship and apprenticeship program for those seeking positions within the housekeeping classification. After completing 150 hours of classroom instruction on a range of topics—including advanced customer service, bloodborne pathogens, chemical safety and proper body mechanics—graduates are hired and placed into apprenticeship positions. These positions have a starting hourly wage of \$18.50 and include an employer-sponsored comprehensive benefits package. The AFL-CIO Working for America Institute has supported the expansion of BEST apprenticeship programs through its Multiple Industry Intermediary (MII) Project contract with the U.S. Department of Labor.

To complete the apprenticeship program and receive a Department of Labor certification requires an additional 1,000 hours of on-the-job training. BEST apprenticeship graduates are eligible for between 9 and 12 college credits at Bunker Hill Community College.

## Key Partners

- More than 40 hospitality employers
- UNITE HERE Local 26
- Joint labor and management training fund
- State and city workforce development boards and executive offices
- Local foundations
- Community-based organizations

## Equity Goals

In fall 2016, BEST opened a job-seeker training site in the Boston neighborhood of Roxbury, an area with a high concentration of poverty and a large population of U.S.-born African Americans. In the last round of labor-management contract negotiations, this population was identified as underrepresented in the Boston hotel sector. The new training site allows BEST to recruit from the neighborhood for its pre-apprenticeship program for positions within the housekeeping classification. This will allow access and inclusion for low-income African Americans and others seeking a path to high quality jobs in a growing industry that does not require a higher degree.

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*“These positions are often thought of as low-skilled jobs. When a job is called low-skill, it usually pays low wages. The labor-management partnership we work within had made these positions well-paying career jobs. There is acknowledgement that a professional housekeeper is a skilled position. Time management, proper body mechanics, safe handling of chemicals, understanding diversity and handling customer complaints effectively and efficiently takes skill. If these jobs were ever low-skill, most hotel managers would now agree they’re not anymore.”*

—Marie Downey, executive director, BEST Corp.

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## Outcomes

In 2016, the first housekeeping pre-apprenticeship program graduated 100% of the 17 students who enrolled. All 17 graduates were offered positions at partner hotels with starting wages exceeding \$18 per hour. In 2017, the full rate for housekeepers at BEST's partner hotels is \$21.45 per hour with employers paying an additional \$9.69 per hour into a comprehensive benefits plan.

An analysis of the 186 individuals who participated in the Room Attendant Training Program between 2011 and 2016 found a graduate placement rate of 90%, with 86% of those placed still working at a partner hotel.<sup>8</sup> The program already has produced an estimated \$5.3 million in total benefits to society, measured by additional tax revenue generated and government savings from social services avoided due to the higher wages received by program participants upon graduation. This represents a 678% return on investment, given operating costs. That return will only increase as graduates continue to work for these socially responsible employers.

## TRANSFORMING SERVICE-SECTOR JOBS INTO CAREERS

Kevin Hollins keeps his recipe for vegetable tacos a closely guarded secret. All he will share is that two key ingredients of the dish—developed as the winning entry for his culinary class cook-off—are cream cheese and sun-dried tomatoes. The course was offered through STEP, a joint labor-management training program sponsored by UNITE HERE Local 23 and hospitality employers in the Washington, D.C., region. Not only did Kevin walk away with an original recipe idea, but he improved his cooking skills:

“Once I learned the professional way of cooking, it made it easier for me to cook at a higher level—to have consistency. It has enhanced my cooking speed. Instead of taking me 30 minutes to prepare nine ingredients, it’s taking me five. And I’m able to make sure that everything looks the same.”<sup>9</sup>

Though he is a driver now for Sodexo, a food service company at Howard University, he’s been filling in as an occasional cook. After seeing what he’s learned through the culinary courses, the kitchen managers are encouraging him to move into line cook or sous chef positions. Long term, Kevin aims to become a chef. On top of the professional development he’s gained through STEP, Kevin is bringing his culinary skills home and teaching his 12-year-old son how to cook. He’s been encouraging his co-workers to join him in the program. “It’s great to have these free classes that allow me to move up,” he says. “Why wouldn’t I take advantage of it?”

The STEP program, launched in 2016, enables members of the union to upgrade their skills through courses in culinary arts, English for speakers of other languages (ESOL) and digital literacy. By partnering with community-based organizations and locating the new facility in a place accessible to the D.C. area’s burgeoning population of immigrant workers, STEP Executive Director Amelia Kalant also is crafting the program to serve the broader community.<sup>10</sup> She intends to weave ESOL into STEP’s culinary training to create pathways for these workers to enter and advance in hospitality careers. STEP is one of

several joint labor-management training programs formed by UNITE HERE local unions across the country, including Boston, Los Angeles, Las Vegas, Miami and San Francisco. These programs provide an expansive vision for how service-sector jobs, which typically offer few possibilities for training and advancement, can be transformed into lifelong careers.



Kevin Hollins proudly wears his cooking apron at the STEP training facility in Silver Spring, Maryland. Photo credit: Hilary Woodward.

# Healthcare Career Advancement Program (H-CAP)<sup>11</sup>

## Location

National

## Background

The Healthcare Career Advancement Program (H-CAP) was formed in 2002 to coordinate the response to the nursing shortage by several Service Employees International Union (SEIU) locals and employer partners. In the years that followed, these partners—and their affiliated joint labor-management training funds—began to see a broader need to leverage their collective expertise and innovations to respond to challenges in the health care sector. H-CAP and the affiliated H-CAP Education Association (EA) now include 16 joint labor and management-run training funds that cover 960 employers and 625,000 employees represented in 15 states plus the District of Columbia. A number of labor-management partnerships also participate. H-CAP and the H-CAP EA function as an intermediary for these labor-management partnerships and funds, identifying common interests and initiatives to pursue in the sector.

## Program Highlights

H-CAP coordinates two national conferences per year, where labor-management partnerships, the training funds and other partners gather to share best practices and tackle challenges on a variety of topics related to health care workforce and training. Through these learning spaces and partnerships with entities such as the Center on Wisconsin Strategy, H-CAP develops research and position papers to provide labor and management partners with a stronger voice in health care workforce policy making.

H-CAP is also leading an initiative to develop registered apprenticeship programs that respond to the changing landscape of health care, where community-centered and patient-driven care is on the rise. The program is working with both SEIU- and AFSCME-represented training funds to support apprenticeship programs for 12 new and growing occupations, including community health workers, medical coders and home care workers.

## Key Partners

- Training funds
- Community colleges and universities
- Think tanks
- Workforce intermediary networks
- Foundations

## Equity Goals

A core principle of H-CAP is to increase opportunities for career advancement among people of color, who tend to be clustered in lower-paid occupations within the health care sector. Through the training funds, people of color are advancing in nursing and other technical professions through programs that allow them to earn while they learn, without amassing excessive student debt. H-CAP has an initiative to identify and share effective models for diversifying the health care workforce, as well as improving the cultural competency of the workforce in delivering patient care to diverse communities.

## Outcomes

- Contributed to the launch of 12 registered apprenticeship programs in health care, identifying resources and cultivating connections with a number of federal agencies.
- Supported the development of the SEIU/AFSCME National Center for Healthcare Apprenticeships.
- Developed and disseminated models for increasing career pathways for incumbent health care workers.
- Raised over \$4 million from foundations and other sources to expand the work of the partnering training funds.

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*“When you think about what’s occurring in health care and policy changes, there are clear implications for the workforce, and there’s a great deal of uncertainty right now...The labor-management partnerships have built strong models. Now more than ever, there is a real need for unity...to work together to fend off disastrous policies that will impact employer bottom lines and the workforce.”*

—Daniel Bustillo, director,  
Healthcare Career Advancement Program

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## APPRENTICESHIP PUTS REFUGEE REPORTER BACK INTO ACTION

Grace Rutha is a survivor who knows when to seize a good opportunity. As a reporter in Kenya, she covered the serious crimes that occurred around the 2007 presidential election, making her a target of the oppressive regime.<sup>12</sup> She was forced to go into hiding for several years through a witness protection program following investigations by the International Criminal Court that identified her as a potential witness. By 2013, after receiving threats on her life and seeing colleagues disappear, she sought a better life in Philadelphia. Yet she soon found herself unemployed and forced to live in a homeless shelter. To treat her HIV, she connected with Philadelphia FIGHT, a community-based organization that provides AIDS and HIV treatment for low-income people. After volunteering with Philadelphia FIGHT and developing a passion for its community-based approach to health delivery, she eagerly accepted a slot the agency offered her in an apprenticeship program to work as a community health worker while receiving classroom and on-the-job training.

The Community Health Worker (CHW) apprenticeship program was launched in 2012 through a partnership between Temple University Health System (TUHS), the Temple University Center for Social Policy and Community Development (CSPCD) and the District 1199C Training & Upgrading Fund (a joint union-employer training fund that serves both union members and low-income communities).<sup>13</sup> The program was born out of recognition that health care delivery would be more effective and efficient if laypeople could be trained to

improve communication, outreach and coordination of care between health providers and recipients. The three partners developed a curriculum to train CHWs in a range of skills, including service coordination, patient advocacy, cultural competency, and communication and interpersonal skills so that the CHW becomes a strong “bridge” between care providers and patients. The program specifically targets individuals from disadvantaged communities in Philadelphia to fill the apprenticeship slots.

After only a few months on the job, Grace could see the value of the skills she was developing through the apprenticeship. She was assigned to work with a woman living with HIV who had limited English proficiency and a distrust of the medical system. Upon visiting her at home, Grace realized the woman was taking excessive amounts of HIV medication and required a visit to the emergency room. Over the course of more visits and conversations with her, Grace was finally able to gain the woman’s trust and set her on a healthy path, whereby she now is a strong advocate for Philadelphia FIGHT. According to Grace, the CHW role is “saving the government money by preventing people from going to ER. Clients go to ER because they are depressed and have no one to talk to. Once you establish trust with them, we save the government that expense. We tell them if they are using drugs or are depressed, we can get them resources.”

Not only is Grace doing valuable work that benefits her new community in Philadelphia, but she is earning enough money to live in her own apartment. At the start of the yearlong apprenticeship, she acquired medical benefits, paid leave and an \$11 hourly wage working twice a week and attending classes the other three days. After three months, she began earning \$12 per hour, then jumped to \$15 per hour upon completing the program. Later she was promoted to work as a patient care concierge for Philadelphia FIGHT, where she improved the experience for patients in the clinic. She recently received her third promotion as a program assistant in TEACH, a Philadelphia FIGHT program, where she will provide emotional support through the seven TEACH programs and act as co-instructor for their HIV and AIDS curricula.

Grace Rutha shares her inspiring story at the Apprenticeship Forward conference, held in May 2017 in Washington, D.C.



## Hospitality Training Academy (HTA)<sup>14</sup>

### Location

Metropolitan Los Angeles

### Background

In 2006, labor, industry and community groups concerned with advancing career opportunities for black workers in Los Angeles formed the Hospitality Diversity Task Force. The task force observed that LA's tourism boom, even during the Great Recession, spawned the need for a robust hospitality training program. The Hospitality Training Academy (HTA) began as both a nonprofit institution and a joint labor-management training fund for UNITE HERE Local 11 and hospitality employers.

With a significant investment from the LA Workforce Investment Board, the HTA leveraged the resources and expertise of a range of community, governmental, education and industry partners to create an infrastructure for black workers and other targeted communities to obtain the skills needed to move into family-sustaining hospitality careers. Additionally, Taft-Hartley Trust Fund dollars allow the HTA to continually offer programs to its union members at contributing union employers, such as ServSafe food certification and TIPS safe alcohol service training.

### Program Highlights

When new hotels are built in the LA area, union and community partners often are able to negotiate community benefits agreements to ensure that the hotels hire locally. The HTA then recruits from targeted communities and trains recruits for the new positions. Through case management, the HTA seeks to advance them into higher-paying positions with high-end employers that require more experienced workers. The HTA also creates career pathways into hospitality through apprenticeship programs for room attendants, line cooks and other occupations.

In order to reach low-income job seekers, the HTA works with state, county and local funding sources, as well as the federal workforce system that distributes resources from the Workforce Innovation and Opportunity Act (WIOA). The HTA provides outreach, canvassing, job training and employment services for the City of Santa Monica, for example, to connect residents to hospitality sector jobs, "local hire" opportunities, affordable housing

and government benefits. The California Employment Training Panel (ETP) has funded the HTA to provide the unemployed with Room Attendant and Server/Barista/Fast Food Attendant Training, to be placed in union hotels and airport concessions.

The HTA has developed close working relationships with the workforce development boards (WDBs) established by the WIOA. The Los Angeles WDB, for example, funded the HTA to upskill 164 union employees of the Concourse Hotel at Los Angeles International Airport. Formerly a two-star Radisson, the hotel underwent a \$75 million renovation to become a four-star flagship Hyatt Regency. Both the Los Angeles County and City WDBs have selected the HTA to act as their hospitality sector intermediary to analyze current trends in the hospitality industry, identify training needs and propose workforce solutions. Additionally, the HTA received a grant to develop strategies that improve the career prospects of room attendants by developing and implementing a roll-call system, creating career pathway on-ramps for low-skilled immigrants by teaching customized and vocational English as a second language (ESL), and providing increased support for the recruitment, hiring and training needs of new and expanding hospitality businesses.

The HTA has secured funding from the University of Southern California (USC) to train and place local disadvantaged residents within 3-5 miles of USC into permanent jobs either at the USC Village development or in UNITE HERE Local 11 jobs. This grant builds upon the joint effort of the university and the City of Los Angeles to increase the pipeline of job training and placement resources for local residents.

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*"An apprenticeship program gives employers a well-trained employee. The question remains whether there will be funding to allow for this kind of training. The HTA's culinary training is a front-loaded, 150 hours of related training instruction. It's a big investment, but you get someone who's perfect for the job. We are so lucky our employers have reviewed our curriculum and have hired directly out of our program."*

—Adine Forman, executive director,  
Hospitality Training Academy

## Key Partners

- 160 union employers, which include hotels, airport concession companies, large event/sports venues, private universities, theme parks, restaurants, food service companies, corporate cafeterias, convention centers and casinos
- UNITE HERE Local 11 and eligible union members who are employees or potential employees of contributing employers
- State and local workforce development boards
- Community-based organizations and faith-based organizations
- AFL-CIO Working for America Institute MII Project
- ResCare Workforce Services
- Clergy & Laity United for Economic Justice
- TransLatin@ Coalition

## Equity Goals

Given the HTA's roots as an organization formed to lift up opportunities for black workers in LA, equity is at the heart of the organization's programs. The HTA has a range of programs for African American men under President Barack Obama's My Brother's Keeper initiative, for example. Underserved populations, such as African Americans, Asian Americans and transgender individuals,

receive employment services, training and placement services from the HTA to help them obtain positions in the hospitality sector. Because LA has a large population of immigrants with limited proficiency in English, the HTA is launching a customized ESL course to allow them to interview with an employer in English and develop vocational ESL communication skills tied to open positions such as room attendant, dishwasher and busser.

## Outcomes

- The HTA converted its Room Attendant/Housekeeper program from a time-based apprenticeship to a competency-based program with updated curriculum featuring the latest trends in the industry.
- The HTA created a Chef de Partie/Line Cook apprenticeship program registered with the U.S. Department of Labor's Office of Apprenticeship. The HTA concluded the first six-week Chef de Partie related instruction course in August 2017.
- Of the 17 participants who graduated from the Chef de Partie class, 35% were African American, 24% were Latino and 41% were female. Fifteen of those graduates (88%) have obtained employment as a cook with a union-affiliated partner.



Chef de Partie apprentices with Chef Mitchell Frieder (back row).

# Institute for Career Development (ICD)<sup>15</sup>

## Location

National

## Background

The Institute for Career Development (ICD), a labor-management training program, was launched by the United Steelworkers (USW) and steel industry companies during the massive layoffs in the industry in the 1980s. When the losses hit, thousands of steelworkers earning family-supporting wages found themselves unemployed, many with high school degrees and limited marketable skills to take advantage of the more technical jobs opening up.<sup>16</sup> Union and industry leaders decided to be proactive and encourage current members to access training and education opportunities while they were still working, in order to prepare themselves for future downturns in the industry. This vision remains today, whereby ICD encourages USW members to upgrade their skills to advance on the job as well as to support their own personal development through lifelong learning. Training is developed and managed locally in order to be responsive to needs of employees and employers.

## Program Highlights

The ICD includes 60 worksite training programs across the country, all led jointly by labor-management committees in a bottom-up approach to developing and administering training.<sup>17</sup> ICD is led by national union and industry leaders, and employs staff to support the local programs. All USW members (including those laid off within the last two years) have access to collectively negotiated training funds that they can use toward either classes provided through ICD or discounted courses offered by community colleges and universities. One pathway for a member to enhance their skills and earn more money is through the training programs sponsored by several USW-represented manufacturers. These programs train production workers to become electricians or millwrights, and several ICDs offer courses that prepare members to pass entrance exams for these apprenticeships.

## Key Partners

- United Steelworkers local unions
- USW-represented employers

## Equity Goals

ICD tracks the demographic information of program participants to ensure a diversity of participation.

## Outcomes

In 2016, 6,000 USW members participated in the training program, either by taking an ICD-customized class or using a tuition voucher to take a college class—a participation rate of approximately 15%.<sup>18</sup> Of those participants, approximately one-third engaged in training activities more than once a year. When surveyed, ICD training participants noted several positive outcomes as a result of their participation, including being able to use computers at work (38%), completing a certificate or degree program (18%), passing a test for a desired job (11%) and increased earnings (11%). Respondents also noted that ICD courses increased their ability to perform their job (65%), prepared them for job opportunities in case of a layoff (70%), helped them think of better ways to do their job (63%) and improved their ability to work with others (81%).

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*“Over the last 10 years, people who have those skilled manufacturing jobs have been retiring. Younger workers in plants want to move from the production side to millwright side...ICD provides a pathway for everyone to enter those training programs.”*

—Sean Hayden, assistant director,  
Institute for Career Development

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# Keystone Development Partnership (KDP)<sup>19</sup>

## Location

Pennsylvania, Midwest and national

## Background

The Keystone Development Partnership (KDP) was founded in 2005 by the Pennsylvania AFL-CIO. The vision and principles behind KDP were born out of labor-management principles for taking the high road. This started in the Philadelphia-area transit system, known as SEPTA, after a 40-day strike in 1998. The strike left bitterness between labor and management and revealed that the agency was in dire need of more trained workers. Stuart Bass, the founding director of KDP, was a welder and union representative at SEPTA. He worked with other unionists and management advocates to turn around the dynamic created by the strike. Through a partnership with management, the union began to tackle the skills gap. Together, they created a state-funded transit training program to upgrade the skills of entry-level transit workers. The success of this industry-based, labor-management partnership model led to the expansion of transit training programs throughout the state and eventually into other sectors such as utilities and manufacturing. KDP then was created as a 501(c)(3) nonprofit to launch and sustain these labor-management training programs.

## Program Highlights

A core role of KDP, as a workforce intermediary partnership, is to provide technical assistance to labor and management partners starting apprenticeship programs, as well as community-based organizations starting apprenticeship-readiness programs. This includes tapping support from the myriad public and private workforce development funding sources. They also facilitate processes whereby labor and management partners can develop training curricula by accessing the knowledge of the front-line workforce.

In response to the expansion of advanced manufacturing, KDP became the Pennsylvania project manager to promote the Industrial Manufacturing Technician (IMT) apprenticeship program, which started in Wisconsin. This project, led by Jobs for the Future and the AFL-CIO Working for America Institute, is active in eight states, where workforce intermediaries promote the IMT apprenticeship to upgrade the skills of front-line

production workers. The 18-month program includes training in operating equipment, improving manufacturing processes to meet customer demands and efficiently managing raw materials. The program is customized to meet the needs of a wide range of production facilities. Upon completion of the on-the-job training program, apprentices earn nationally recognized manufacturing journey worker credentials.

KDP also works as the prime subcontractor on the advanced manufacturing segment of the MII Project. In this capacity, KDP has worked with numerous employers and unions in Pennsylvania, Ohio, New York, Washington, California, Colorado and other locations.

## Key Partners

- State and local workforce boards
- Industry associations and local chambers of commerce
- Unions
- Large employers
- Community-based organizations
- Community colleges
- AFL-CIO Working for America Institute MII Project (advanced manufacturing)

## Equity Goals

KDP has long sought to recruit women for nontraditional jobs, working in partnership with Wider Opportunities for Women over the years. It is currently developing apprenticeship-readiness programs in manufacturing that will recruit youth of color from low-income communities. KDP also works with an apprenticeship program for utility line workers that targets returning citizens.

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*“In manufacturing, public transit, utilities, the company still ‘owns’ the training, and that’s usually the first thing cut. Coming out of the recession, training programs were deeply cut, giving unions the chance to step up. When a union gets involved, they bring credibility to the program. The best mechanics are recruited to design the program. That right there adds integrity to the program and engages members who have their respect on the shop floor. They are brought in as subject matter experts, then mentors, then instructors.”*

—Stuart Bass, executive director,  
Keystone Development Partnership

## Outcomes

KDP's Keystone Utilities Partnership has served 18 employers and 23 unions in the electric, gas and water sectors in Pennsylvania. Over 4,000 utility sector workers have attended the training since its inception. In a survey of stakeholders, 90% said the partnership led to cost savings for training, 70% said it led to improved labor-management relations, and 50% said it led to increased productivity.

Between 2001 and 2010, more than 12,000 transit workers received training as part of the Keystone Transit Career Ladder Partnership, a program of 33 public transit agencies and 23 unions in Pennsylvania. Though the partnership is not currently in operation, labor-management steering committees throughout the state continue to address industry workforce challenges and advance the curricula the partnership developed.

## CTE PROGRAMS ADDRESS SKILLS SHORTAGE AND OPEN DOORS FOR YOUTH<sup>20</sup>

Nicholas Singh is 18 years old and has his career path mapped out. On the cusp of graduating from Transit Tech CTE High School in Brooklyn, he hopes to be accepted into an apprenticeship program to learn how to repair New York City subway trains. After working for the Metropolitan Transportation Authority (MTA) for a few years, he'd like to attend college, earn an electrical engineering degree and work in construction management, a career he became interested in through a recent internship at New York University.

Singh's ambition and clarity is not rare among the 7.5 million high school students who participate in career and technical education (CTE) programs such as the one at Transit Tech.<sup>21</sup> According to the Association for Career and Technical Education, the average high school graduation rate for CTE program participants is 93%, compared with 80% for high school freshmen overall. This is not surprising, as CTE offers students hands-on learning that is directly tied to the skills they will need in the workforce.

For New York's MTA, CTE programs produce a critical pipeline of workers needed to maintain the world-class subway system. Patrick Smith, senior director of planning and administration at MTA, views the Transit Tech program as "part of the MTA family." He is concerned about the high percentage of MTA's workforce that is on the cusp of retirement and sees the importance of CTE programs in readying students for careers in transportation. He'd like to see other New York City agencies come together to expand their apprenticeship programs to develop the next generation of tradespeople needed to maintain the city's fleet of vehicles.

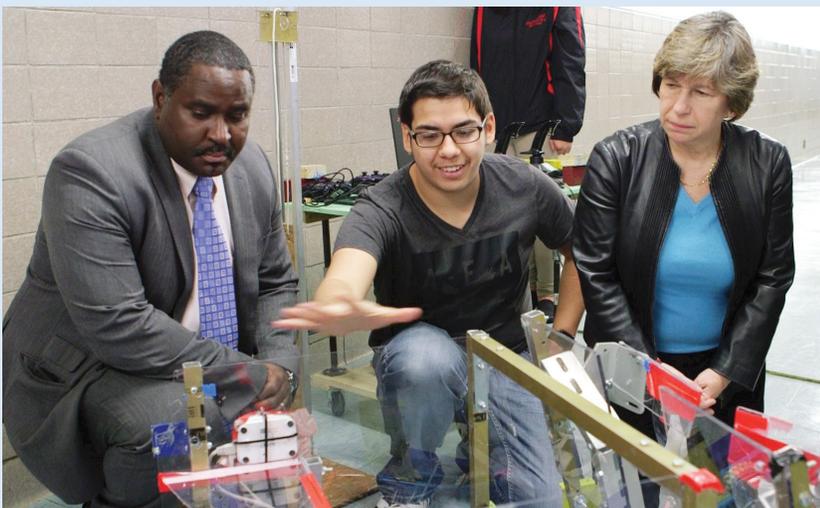
In addition to strong partnerships with potential employers, CTE programs are successful in large part due to their teachers, who continually update their skills needed for today's jobs. New York City's Department of Education (DOE) partners with the city's teachers union, the United Federation of Teachers, to manage the Success Via Apprenticeship Program, which trains people to become CTE teachers. Meagan Ramsawak is enrolled in the five-year program and upon graduation hopes to teach at Transit Tech, where she immensely enjoyed her experience as a student teacher. She'll come out of the program with a bachelor's degree, no student debt and the skills required to teach computer technology. She is one of 29 women in the 44-person program, many of whom, like her, are pursuing nontraditional career tracks.

While Transit Tech prepares students to graduate and work in computer technology and electrical engineering careers upon graduation, it also prepares students who wish to pursue postsecondary education. "This is real school choice," says Randi Weingarten, president of the American Federation of Teachers (AFT) and a former CTE teacher herself. CTE programs offer students a wider range of options upon graduation than those available at typical high schools.

In addition to more resources for CTE programs, Weingarten feels a culture change is necessary to advance a more robust CTE system in U.S. high schools. For instance, one myth she is trying to debunk is the idea that students must choose between a CTE track or a college-prep track, and she highlights the fact that more than three-quarters of students who concentrate on CTE programs

pursue secondary education soon after graduating.<sup>22</sup> The AFT and the building and construction trades unions will collaborate to get the word out to parents and students about the opportunities that CTE and apprenticeships provide young people to gain the skills they need to qualify for high-paying jobs.

Students such as Joshua Batista exemplify the value that CTE programs contribute to students' career and educational futures, as well as to employers, who gain ambitious, skilled and motivated employees right out of high school. Batista is pictured here with Transit Tech CTE High School Principal Marlon Bynum and AFT President Randi Weingarten. Photo courtesy of AFT.



# Transportation Learning Center<sup>23</sup>

## Location

National

## Background

The Transportation Learning Center (the Center) was formed in 2001. One of its first major successful projects took root in Philadelphia. Labor and management at SEPTA, the Philadelphia-area transit system, realized they needed to upskill existing employees in order to improve system maintenance. As one manager long known for battling the union said of the challenge of hiring skilled technicians, “we have to grow our own.” The Center worked with both sides to define needed skills and to develop the Keystone Transit Career Ladder Partnership. This local work translated into statewide and then national efforts to develop training standards through a labor-management partnership where front-line transportation employees, through their unions, work together with management to define in great detail the skills needed to be a capable bus mechanic or signals technician. In a few occupational areas, these committees developing standards for skills training transitioned into full-scale consortium efforts to develop curriculum and courseware for transit elevator-escalator, signals and rail car technicians.

## Program Highlights

The Center launched the National Rail Car Training Consortium in early 2016, following the model used for developing curriculum and training materials for elevator and escalator maintenance and signals maintenance occupations. The consortium already has begun developing national standards-based courseware for rail car technician training, producing 25 modules and 10 instructional videos through four national meetings of front-line workers and management from 16 transit locations. Thirteen of those modules were piloted through 39 training opportunities. Train-the-trainer sessions also have been held to expand training capacity. The consortium model enables transit agencies to pool resources and administer training for their employees without investing in individual efforts to develop training materials. Taking on the task of developing new training on their own, agencies would bear the full cost of designing instruction. Through the consortium effort, they get better training material (reflecting the expertise of dozens of subject matter experts across the country) and pay approximately 3% of the total cost of developing the training.

The Center recently launched a registered apprenticeship program for transit coach operators. The model program

is focused not on driving but on the customer relations aspect of the job, which is an important part of not only improving the experience of riders but in maintaining a safe and well-managed space on the road. The Center also is developing a registered apprenticeship program for bus maintenance workers.

## Key Partners

- Transportation agency managers
- Unions representing front-line transportation workers
- Federal and state labor and transportation agencies
- Transportation industry associations

## Equity Goals

The Center is working with the industry to develop programs to encourage populations of disadvantaged youth to enter into transit careers right out of high school. Their work includes creating curriculum for potential and incoming workers, summer internships and mentoring. Following the success of building trades unions to improve diversity in construction, the Center developed an apprenticeship-readiness curriculum to create accessible pathways into skilled transit careers. It also uses a toolkit produced by Chicago Women in Trades to encourage women to pursue skilled transit occupations where they are underrepresented. The Signals Training Consortium also oversaw the development of a skills crosswalk for veterans interested in entering careers as signals technicians.

## Outcomes

- Supported local and statewide training partnerships in 12 states, providing more than 27,000 training opportunities for transit mechanics.
- Developed national training standards for six front-line transportation maintenance and operations occupations.
- Created national frameworks for apprenticeship with mentoring and train-the-trainer for bus, rail vehicle and elevator-escalator technicians.
- Established an industrywide consortium for developing training materials for elevator-escalator technicians.

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*“Technological advances in transportation can work if we raise the skill level of the people doing the work. It can enhance the work itself. But front-line workers must have the voice and power to shape that work.”*

—Jack Clark, executive director,  
Transportation Learning Center

## DIVERSIFYING CONSTRUCTION THROUGH APPRENTICESHIP READINESS

Leaders of North America's Building Trades Unions (NABTU) determined several years ago that in order to expand career opportunities in construction for women, people of color and transitioning veterans, they needed to mitigate barriers into apprenticeship programs as well as to ensure the success of those entrants. NABTU developed the nationally recognized Multi-Craft Core Curriculum (MC3), which was awarded the Department of Labor's 2012 Registered Apprenticeship Innovator and Trailblazer Award. Through apprenticeship-readiness programs, the MC3 is taught to provide people with the necessary skills to pass entrance exams for apprenticeship programs, as well as the soft and hard skills necessary to succeed in apprenticeships. There are now 125 apprenticeship-readiness programs across the country that feature the MC3. In 2015 and 2016, 1,800 people graduated from NABTU-sponsored apprenticeship-

readiness programs; 80% of the graduates were people of color and 25% were women.<sup>24</sup>

In rural Georgia, for example, Southern Co. and union leaders are committed to diversity in building the Plant Vogtle nuclear power plant. The company tapped NABTU to create an apprenticeship-readiness program to increase hiring of local residents. In partnership with the Augusta Building and Construction Trades Council and the Atlanta chapter of the Urban League, the program successfully recruited a significant majority of minority workers, including a significant number of black women. With the success of the Plant Vogtle program, NABTU is partnering with groups such as the Urban League to create similar programs in Birmingham, Alabama, and Fort Wayne, Indiana.

# THE VITAL ROLE OF WORKFORCE INTERMEDIARY PARTNERSHIPS IN THE ECONOMY

According to the National Network of Sector Partners, there are an estimated 243 workforce intermediaries in the U.S., representing approximately 10% of the workforce development field.<sup>25</sup> According to Robert Giloth, there are five key attributes of workforce intermediaries: They serve the dual needs of both employers and workers (incumbent or job-seeking); they execute more than just job-matching programs; they integrate public and private streams of funding; they consider the broader needs of the community; and they are not single-purpose organizations.<sup>26</sup> We term the programs profiled in this report workforce intermediary partnerships, however, because they connect unions and employers in developing the training. These partnerships share the characteristics of workforce intermediaries, yet the involvement of unions adds another layer to their effectiveness. The following are key ways in which these partnerships are helping to address major challenges in the economy today:

## **1. Develop cost-efficient training programs that respond to industry needs.**

There are employer trends that contribute to a shortage of skilled workers in some sectors of the economy: an aging workforce, cutbacks in company-specific training programs, entry-level jobs that are outsourced with no internal job ladders and a lack of accommodation for a more diverse workforce.<sup>27</sup> One way that workforce intermediary partnerships address these broader challenges is by aggregating the needs and resources of multiple employers, enabling them to develop programs that are cost efficient and designed with a broader view of the industry, including technological advances and market- or policy-driven opportunities and challenges. Because the HTA designs trainings for a number of hospitality employers in LA, it was able to develop a roll-call program for room attendants that not only benefits employees (enabling them to patch together full-time work), but also enables hotels to access a pool of trained workers when occupancy is high. Similarly, many of the employers that AJAC serves are small companies that do not have the resources to develop apprenticeships on their own.

A deep understanding of a given industry is one of the defining characteristics of effective workforce intermediaries.<sup>28</sup> The partnerships profiled in this report all advance their programs through the lens of a single industry. Through its focus on trends in the U.S. health care system, the Ben Hudnall Memorial Trust is able to work with Kaiser Permanente to ensure that the skills of the future are integrated into its training and education programs. And by focusing on just one sector, the Transportation Learning Center is able to stay on top of technological, workforce and policy trends affecting the transportation industry and develop programs for a prioritized set of occupations. Because the Center's training programs impart skills that are applicable to multiple transit systems, they are also cost effective.

## **2. Create career opportunities for disadvantaged communities.**

A critical role of workforce intermediaries is to develop a range of strategies for ensuring access to good jobs by people in disadvantaged communities.<sup>29</sup> The fragmented, uncoordinated character of the workforce development field leads to many people “falling through the cracks”—failing to acquire the required skills and knowledge about job opportunities to obtain steady work at family-sustaining wages. The federal government has established a series of workforce development programs that target low-income people, workers dislocated due to plant closings and mass layoffs, youth and other categories of disadvantaged people.<sup>30</sup> Since being introduced in the early 1960s, these programs have become highly decentralized, with the bulk of policy and administrative authority residing in state and local governments. Many of the partnerships profiled in this report have been effective at accessing that funding and guiding it in a way that ensures disadvantaged workers land in good careers, not just jobs. Some of the programs seek to advance people into careers where they are underrepresented, such as people of color into clinical jobs and women into manufacturing. Other programs focus on moving targeted populations—such as youth, black workers, immigrants and returning citizens—out of poverty and onto career paths.

### 3. Focus on careers and retention, not job placement.

The presence of a union ensures that an employee's investment in training and education is rewarded with real advancement. The Machinists union negotiates wage increases for training, so aerospace workers know that after spending 18 months in AJAC's IMT apprenticeship, they will move from entry-level wages of \$12 to \$13 per hour to \$17.50 per hour. They then have the option of moving into one of the advanced apprenticeships, which include wage increases after every 1,000 hours (typically every six months). Participants in BEST's Room Attendant Training Program averaged a wage increase of \$7.08 per hour, or more than \$14,000 per year.

Unions also give people the ability to shape the training programs and chart their own career paths. Through the consortium model advanced by the Transportation Learning Center and Keystone Development Partnership, transit union members play a role in designing the training. This model recognizes the expertise that front-line workers bring to designing training that is applicable and stays abreast of technological and process changes. Workers are often more candid when co-designing training with

managers given the presence of a union, thus making their contributions valuable.<sup>31</sup> When unions institutionalize workplace learning through collective bargaining agreements, members are empowered to direct their own career progress.<sup>32</sup> United Steelworkers members, through their role jointly running local ICD programs, have developed a wide variety of courses—from job-related training to lifelong learning opportunities.

### 4. Mobilize resources

Another critical role that workforce intermediary partnerships play is organizing resources. Public funding for workforce development is fragmented and managed by multiple government agencies.<sup>33</sup> By accessing state workforce development money, the Keystone Development Partnership jump-started major training programs that likely could not have started with employer funding only. BEST and the HTA weave together funding from joint labor-management trusts with foundation and public funding to expand their reach in the community beyond incumbent workers. Through its annual conferences, H-CAP has been able to cultivate connections and move resources from a variety of federal agencies to support the work of the joint training funds.

# CONCLUSION

The workforce development field operates within a tumultuous set of economic trends: rising economic inequality, a notable shortage of skilled workers and continued poverty plaguing communities of color, among others. These challenges require that workforce development organizations intervene and not simply sit on the sidelines. The value of workforce intermediary partnerships is that by addressing the needs of multiple stakeholders, and maintaining a strong vision for healthy, equitable communities, they build robust and resilient organizations capable of improving the industries they reside in.

These partnerships do not accept that hospitality jobs should be low-wage and considered low-skill, that people of color should be relegated to nonclinical jobs or that

there is no role for the state in ensuring its residents are trained for a key industry. They are actively working to change labor markets and the behavior of key public and private sector actors.

The programs profiled here also demonstrate the added value that unions bring to the workforce intermediary model. While companies can invest in training programs that benefit themselves and their industry, unions ensure that those benefits extend to workers and their communities. Thus workforce intermediary partnerships are able to address a range of challenges, including the shortage of skilled workers, rising inequality, narrowing career paths for those with limited formal education, and a decline in company investment in training and career ladders.

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# APPENDIX: BEST PRACTICES IN WORKFORCE DIVERSITY

The workforce intermediary partnerships profiled in this report are paying close attention to the ways in which they are creating more entry points into skilled, family-sustaining careers for targeted populations, such as women, people of color, returning citizens and youth. In 2016, Jobs With Justice Education Fund and the Tradeswomen Committee of the North America's Building Trades Unions released a report that provides a road map for advocates and policymakers who seek to achieve more diversity and open more career opportunities in construction to women and people of color.<sup>34</sup> The research examines how the University of Massachusetts Boston campus and Minnesota Vikings stadium project met and exceeded targeted workforce goals for hiring women and people of color. Below are some best practices identified. The Chicago Women in Trades website (<http://womensequitycenter.org>) also has resources for best practices for diversity in construction and other sectors.

## Meeting and exceeding goals for minority and female participation

- **Commit key actors to the goals, in writing.** Secure commitment through project labor agreements, extensive meetings and explicit language on workforce goals and enforcement.
- **Hire watchdogs and grant them authority.** Employ equity directors and compliance staff who have resources, authority and deep knowledge of the hiring and recruitment procedures that may lead to success in compliance.
- **Ensure general contractors enforce compliance of their subcontractors.** Integrate compliance staff into the management structure of the companies, and give them authority and resources to advance their goals. Plan for compliance during the bidding process, track workforce numbers of subcontractors on a weekly or even daily basis and bring subcontractors into meetings with unions when goals aren't met, to avoid one party blaming the other.
- **Maintain accountability through regular meetings of all stakeholders.** Meet regularly and engage in honest conversations to allow for productive troubleshooting when progress slips.
- **Push for consistent public pressure from community groups.** Community activists can successfully demand greater diversity by attending open-door meetings, engaging in public protests, and working behind the scenes with contractors and unions.

## Building a pipeline to meet increased demand

- **Utilize apprenticeship-readiness programs to expand entry points into the trades.** The programs teach math and other skills that can pose a barrier to entering an apprenticeship program for many prospective tradespeople. They also place graduates in apprenticeship programs upon completion.
- **Adapt apprenticeship programs to increase diversity.** Utilize a practice of job placement assistance and reserving slots in their entering classes for women and people of color, as well as for graduates of apprenticeship-readiness programs.
- **Target recruitment where low-income residents live.** Consider recruitment through public housing projects, homeless shelters and public assistance offices.
- **Start early with outreach to schools.** Running job fairs and summer jobs programs with schools demonstrate the value of various trades and starts the pipeline.
- **Advertise apprenticeships.** Ads, including on television, with targeted appeals such as “actively seeking women and people of color” lead to successful recruitment.
- **Track “walk-ons.”** Maintain call lists and conduct regular outreach to hire women and people of color on-site.

## Creating careers, not jobs

- **Address a hostile work climate for women and people of color.** Suggestions include orienting all new hires about the equity goals of the project and maintaining bathrooms that are comfortable for women to use.
- **Develop support structures within and across unions.** Union affinity groups and minority caucuses create safe, encouraging spaces for aspiring tradespeople.

- **Combat “checkerboarding.”** Actively work to stop contractors from bouncing women and people of color between jobs to fulfill equity goals, as this prevents them from acquiring advanced training to move into a career as a journey person.
- **Ensure diverse “core crews.”** Appoint women and people of color to the crew of advanced journey-level workers traveling with contractors so that projects start with a diverse workforce.
- **Combat discrimination in job access.** Public or private audits can uncover whether there are disparities in annual wages and hours earned by gender, race and ethnicity.
- **Encourage personal outreach by company leaders.** Construction firm leaders should directly welcome and encourage women and people of color in the industry.
- **Amend hiring hall practices.** Unions can reform hiring practices based on seniority to make it easier for women and people of color to have access to available work.

## ENDNOTES

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