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The High Road to Economic Prosperity: An Assessment of the California Workforce Development Board's High Road Training Partnership Initiative

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# THE HIGH ROAD TO ECONOMIC PROSPERITY

An Assessment of the California Workforce  
Development Board's High Road Training  
Partnership Initiative

*May 2021*

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# About the UCLA Labor Center

The UCLA Labor Center, a unit of the Institute for Research on Labor and Employment, brings together workers, students, faculty, and policymakers to address the most critical issues facing working people today. The Labor Center's research, education, and policy work lifts industry standards, creates jobs that are good for communities, and strengthens immigrant rights, especially for students and youth.

## Acknowledgments

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*Editing by: Rebecca Frazier*

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*Photo courtesy of H RTP grantee*

# Table of Contents

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<b>Executive Summary</b>	<b>4</b>
<b>Key Terms</b>	<b>8</b>
<b>Introduction</b>	<b>9</b>
<b>The H RTP Framework</b>	<b>13</b>
<b>The H RTP Model</b>	<b>17</b>
<b>A Snapshot of the Demonstration Projects</b>	<b>20</b>
<b>Evaluation Results</b>	<b>25</b>
<b>COVID-19 Pandemic Response</b>	<b>38</b>
<b>Recommendations</b>	<b>39</b>

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# Executive Summary

In June of 2017, the California Workforce Development Board (CWDB) launched the High Road Training Partnership (H RTP) initiative demonstration project. It was designed to establish a workforce development framework in which partnerships of industry leaders—employers, workers, and representatives from unions—work together to ensure that, in a state as economically prosperous as California, employers have a skilled workforce and increased market competitiveness and the workforce has ample opportunities for economic mobility.

Through an initial eighteen-month, \$10 million investment from the CWDB, an H RTP—an industry-based, worker-centered training partnership—was formed, refined, or expanded in each of eight sectors: healthcare, hospitality, transit, freight, water and wastewater, building operations, public sector, and transportation, distribution, and logistics.

The H RTPs provided an infrastructure of support in which industry leaders work collaboratively to address industry and workforce needs in real time. Each H RTP was tasked with developing and achieving goals in three areas:

- **Equity:** building economic opportunity and mobility for those who have been marginalized, disadvantaged, and/or denied opportunity and mobility.
- **Climate resilience:** mitigating and supporting adaptation to climate change; increasing environmental sustainability; building community and economic resilience.
- **Job quality:** engaging with high road employers and workers to design skills-based solutions and pathways to quality jobs that answer their shared needs.<sup>1</sup>

The UCLA Labor Center conducted a process evaluation that provides a macroanalysis of the successes and challenges that the eight H RTPs experienced during the initial eighteen-month period as they worked to develop partnerships and programming that address urgent questions of income inequality, economic competitiveness, and climate change through regional skills strategies designed to support economically and environmentally resilient communities across the state.

## Key Findings

### **H RTPs offer a more inclusive definition of industry leadership**

The true value of the H RTP lies in its collective structure and the collaborative role of its participants. In a space that is usually reserved for employers, workers share their expertise and articulate goals for themselves and their industries, setting new parameters for industry management. The difficult questions that firms face are answered with interventions that address the needs of the workforce as well as management. Employers gain highly skilled and loyal workers, which contributes to the firm's competitive advantage and simultaneously improves social prosperity. Having all decision makers at the table secures win-win results that are good for everyone.

## **HRTPs build collective power**

HRTPs reallocate power so that all parties—employers, workers, labor representatives, and community members as well—benefit. This increases the collective expertise and capacity of the partnership and secures long-term commitment to win-win solutions. When frontline workers share their on-the-ground knowledge, for example, solutions are developed that not only meet industry demands but also make practical and operational sense for workers. When employers share their knowledge of their industry and labor market trends, the interventions that are designed will meet current and future needs, allowing a firm to improve its foothold in the market.

## **HRTPs place systemic issues like racial inequality at the forefront**

Public workforce development programs—programs funded by state government—have been slow to adapt to an increasingly diverse population. A consideration of race is usually incorporated into public programs as a diversity requirement or goal, but merely having a diverse pool of training participants does not address the problems that keep historically marginalized populations from accessing and successfully participating in these programs: hiring biases based on race/ethnicity, immigration status, and language barriers, for example. HRTPs start by identifying inequalities, such as misalignment between local demographics and the race/ethnicity of training program participants and employees in low-wage jobs. The workforce development interventions that are designed to address the misalignments include policies and practices that will sustain workers in the long term. These solutions can be extended to unions, firms, and industries across the state.

## **HRTPs offer an innovative model for workforce development that is responsive to change**

HRTPs are continuously experimenting, learning, and refining their interventions. Because decision makers from each sector are at the table, HRTPs enable firms to respond quickly to urgent problems like economic downturn and the impact of climate change. HRTPs meet regularly to identify industry needs, allowing firms to shift quickly to new priorities with the reassurance that the solutions they develop will meet the needs of employers, workers, and the communities in which they live.

## **The HRTP framework advances a shift in workforce development assessment**

The traditional metrics used to evaluate workforce development are often quantitative, which means success is usually determined by counting the number of job placements. Such assessments may not take the quality of the job into account, for example. Qualitative measures are less often used, but they are better suited for evaluating success that is associated with the enactment of policies that improve workers' economic stability and wealth, the elevation of the worker's voice in decision making, and the promotion of worker-focused systems change within the firm.

# Recommendations

## Strengthen the H RTP model

- To improve outcomes in workforce development programs, promote the H RTP model as a regional skills-building approach that should be implemented statewide.
- To promote and expand the use of the H RTP model and to provide support to new H RTPs, position existing H RTP demonstration project partners as H RTP experts.
- To reach communities that are typically underserved by the workforce development system, increase engagement with community-based organizations, such as worker centers, that already work successfully within these communities.
- To extend the benefits of the H RTP, partner with communities of practice (groups of people who share common concerns and come together to fulfill individual and/or group goals) in under-resourced areas that are interested in adapting the H RTP framework and that can provide a space to foster connections, lift up best practices, identify region-specific resources, and share knowledge in developing comprehensive solutions.
- To determine how best to measure the impact of H RTPs, continue to conduct implementation assessments of labor and management partnerships and training programs. A robust evaluation framework should include quantitative and qualitative measures that capture the value of working in partnership while documenting challenges and successes in increasing job quality, racial equity, and wealth building.

## Increase H RTP adoption and implementation

- To help prospective partnerships better understand how to adopt the H RTP framework, adjust the grant application to match the framework components—partnership formation and equity, climate resilience, and job quality goals—and create an onboarding plan that helps H RTPs refine their project goals and identify short-term objectives that will make long-term goals attainable.
- To help H RTPs navigate the process of forming the partnership and building capacity to make progress toward their goals, provide ongoing technical support.

## Assure H RTP sustainability

- To promote the H RTP framework across the public workforce system, prioritize H RTPs by realigning workforce development funds.
- To support H RTP goals, prioritize support to employers that are improving their capacity to invest in high road workforce development policies and practices, especially those in low-wage industries.
- To increase H RTP funding, create a network of philanthropists to support pilot programs that in the short term can meet the needs of individuals who experience high barriers to program participation while planning for eventual long-term systems change in the workplace.



## Promote workforce system alignment

- To secure equity and positive outcomes for underserved workers and communities, create alignment between the H RTP initiative and the workforce development system by reaching out to local workforce boards, American Job Centers of California (AJCC), and other organizations that share H RTP goals.
- To create better alignment between the community college system and training programs that meet employer and disadvantaged community needs, partner with the California Community Colleges Chancellor's Office.
- To advance the high road framework, develop a relationship with local workforce development agencies and create a template agreement that can be adapted to local efforts like infrastructure projects. This would be similar to a Project Labor Agreement, but it would incorporate provisions for climate change, equity and job quality standards, and other indicators linked to the high road framework.
- To incentivize adoption of the H RTP model by small businesses, minority-owned businesses, and worker cooperatives, identify partnership pilots and other discretionary programs that can be leveraged.



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# Key Terms

**Climate resilience:** Developing economically and environmentally resilient communities by prioritizing the reduction of greenhouse gas emissions, improving conditions for climate-impacted communities, and creating connections between climate-change reduction strategies and high road workforce practices.<sup>2</sup>

**Environmental sustainability:** The efficient use, maintenance, and restoration of the environmental services needed to support human life.

**Equity:** The condition in which all workers have access to quality jobs, wealth-generating opportunities, and safe and healthy workplaces, regardless of race, ethnicity, gender, sexual orientation, religious beliefs, or ability, and in which the benefits of productivity gains are widely distributed to workers.<sup>3</sup>

**High road:** Guided by policies that jointly uphold and advance the social values of shared prosperity, environmental sustainability, and shared decision making.

**High road employers:** Firms whose strategies to increase market share focus on offering high-quality products and services and incorporate policies that stress innovation and investment in human capital, thus generating family-supporting jobs in which workers have agency and voice.<sup>4</sup>

**High Road Training Partnerships (HRTPs):** Industry-based, worker-focused training partnerships of employers, workers, and worker representatives that build workers' skills and loyalty for California's high road employers.<sup>5</sup>

**Industry driven:** Guided by current industry need and future demand.

**Industry leaders:** Employers, workers, and labor representatives who make up the H RTP partnerships. Each contributes specialized knowledge and expertise that inform industry solutions.

**Job quality:** A commitment to jobs that provide a family-sustaining wage, health benefits, a pension, worker advancement opportunities, a safety net, and collective worker input; these jobs are stable, with predictable schedules, and safe.<sup>6</sup>

**Partnership:** A collective of industry leaders—including employers, workers, and labor representatives, along with representatives from dedicated convening organizations—who are committed to sustained involvement in collaborative problem-solving.

**Shared prosperity:** A state in which all humans participate in and benefit from activities that produce improvements in their well-being, including those related to economic opportunities, environmental sustainability, and shared decision making.<sup>7</sup>

**Systems change:** Change that addresses the root causes of social problems through an intentional process designed to fundamentally alter the policies, practices, and structures that cause the system to behave in a certain way.<sup>8</sup>

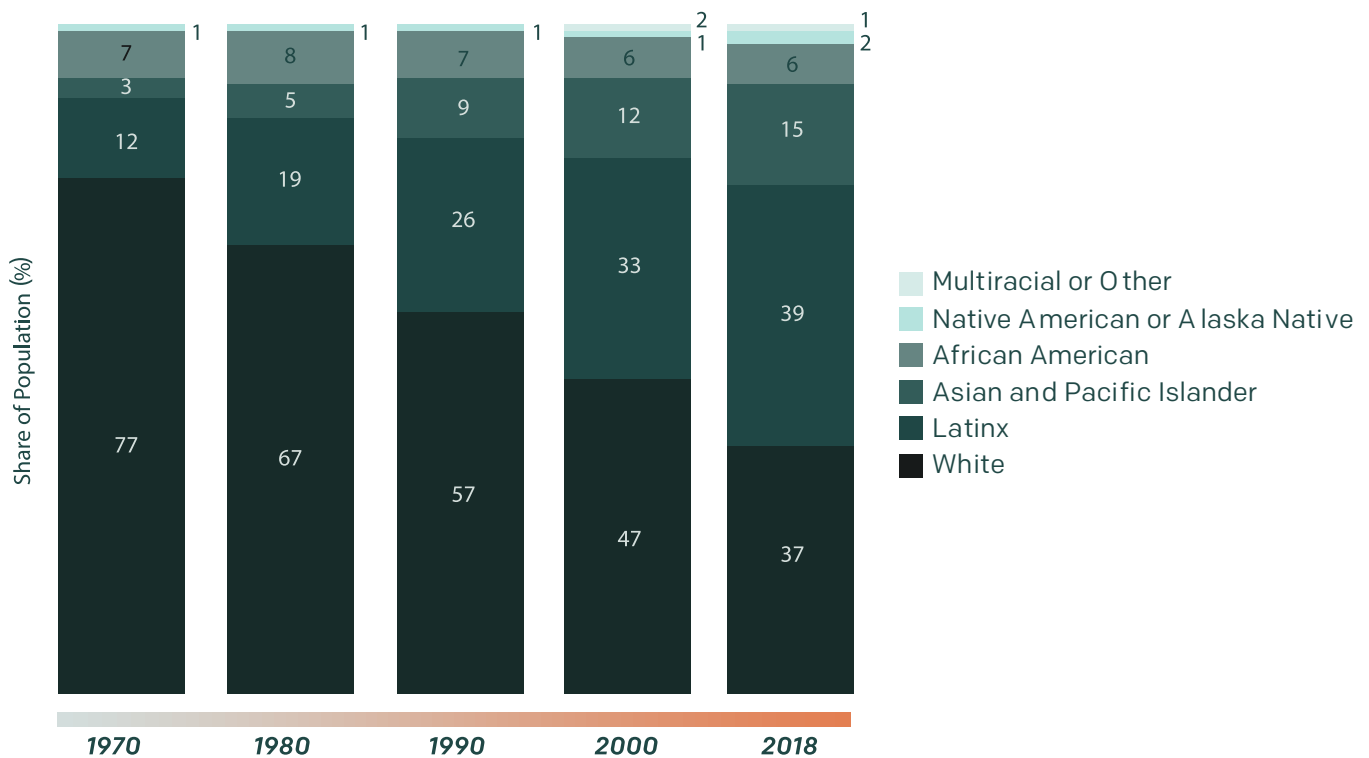
**Worker centered:** Guided by workers' expertise and voice and dedicated to actively strengthening worker power.

# Introduction

California boasts one of the world’s largest economies and is regarded as one of the most diverse and progressive states in the United States. Nevertheless, prosperity is not universal across the state or among its workforce, and opportunity is not equal, whether assessed by geographic region, population, or gender. Systemic barriers, such as geographic segregation, discrimination, and hiring and advancement biases, limit opportunities for Californians, especially people of color, to achieve economic prosperity.<sup>9</sup>

California is now a minority-majority state in which the Latinx population is surpassing the white population, accounting for nearly 40 percent of all Californians in 2018, as shown in figure 1.<sup>10</sup> California is also home to more than ten million immigrants, second only to New York.<sup>11</sup>

Figure 1. California’s population is increasingly diverse



Source: Public Policy Institute of California, 2010.

As diversity continues to increase in California, so do income inequality and the overrepresentation of people of color and immigrants in low-wage, dead-end jobs.<sup>12</sup> Among low-wage workers, 76 percent were workers of color in 2017 (fig. 2). In 2017, the median wage for low-wage workers was \$11.05 per hour, and one in three California workers earned less than \$15.00 per hour.<sup>13</sup> As the low-wage sector grows, so does the share of workers who work full-time but cannot make ends meet. The lack of wealth-generating opportunities exacerbates income inequalities, preventing workers—especially people of color and those who have been historically marginalized—from thriving and achieving economic prosperity.

Figure 2. A snapshot of low-wage workers in California



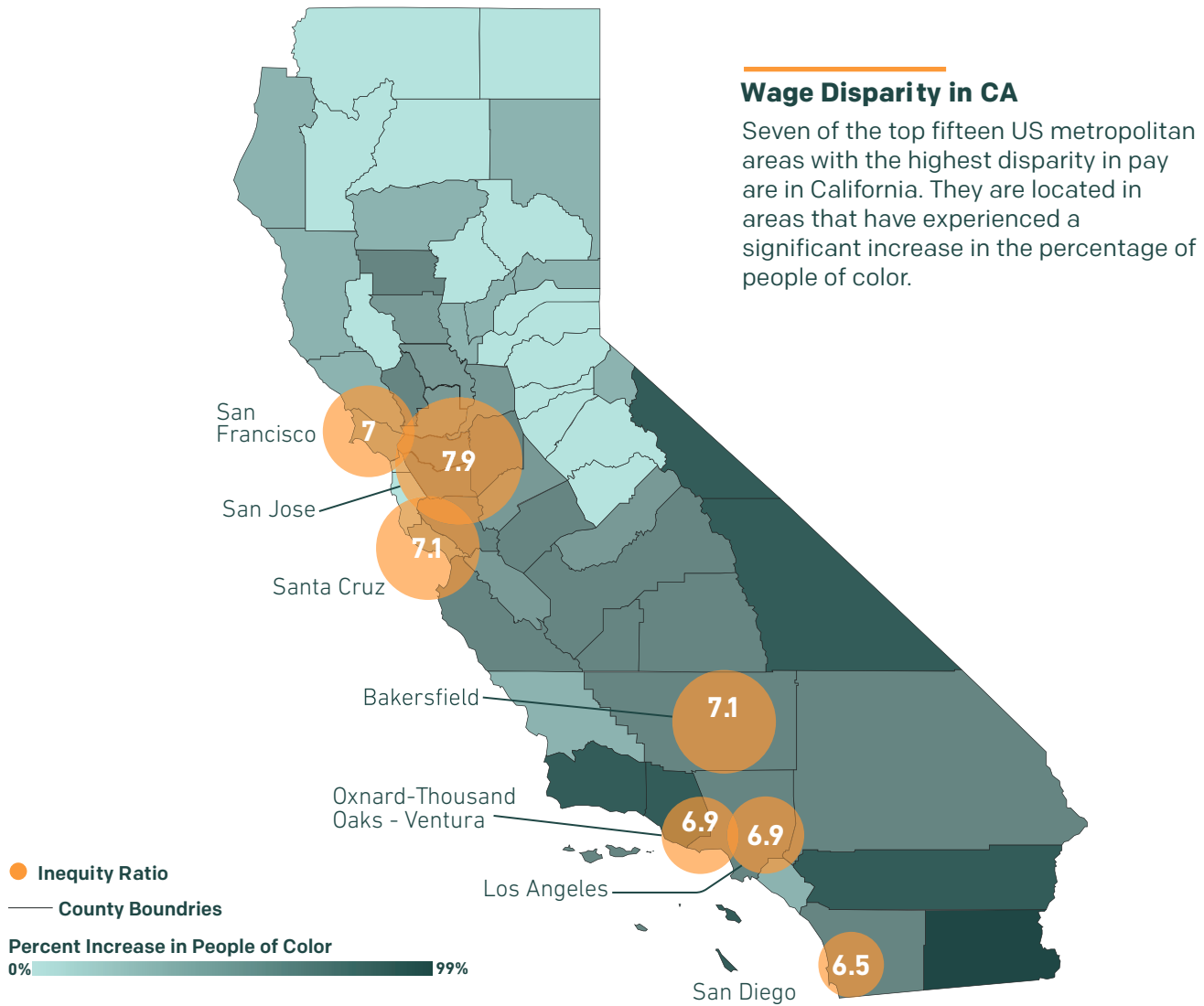
Source: UC Berkeley's Labor Center Low Wage Worker Explorer.

Moreover, although California's economy outperforms that of the United States, income inequality in California exceeds that of all but five states, and the income gap between the rich and poor has grown substantially over the past four decades.<sup>14</sup> In 2018, families at the top of the income distribution in California had 12.3 times the income of families at the bottom. Those in the ninetieth income percentile earned about \$262,000, while those in the tenth percentile earned about \$21,000.<sup>15</sup> This economic disparity can be observed statewide, but as figure 3 shows, it is especially pronounced in metropolitan areas that have high concentrations of people of color.

In 2017, the California Workforce Development Board (CWDB) launched the High Road Training Partnership (H RTP) initiative, an eighteen-month program designed to establish a workforce development framework in which partnerships of industry leaders—employers, workers, and labor representatives (both union representatives and those from worker organizations)—work together to achieve a dual goal: creating opportunities for economic prosperity for high road employers, and achieving equity for their workers.

The high road framework generates quality jobs that can support a family. The model targets individuals who have barriers to employment, those who are underemployed, and/or those who have historically earned the lowest wages. The initiative places equity, climate resilience, and job quality at the center of the state's workforce development system by leveraging labor and management partnerships to ensure that, in a state as economically prosperous as California, employers have a skilled workforce and the workforce has ample opportunities for economic mobility.

Figure 3. California's metro areas with the highest inequality



**Note:** The Inequity Ratio is derived by dividing the wages of the top 90% of earners in each city by the wages of the bottom 10% of earners. The higher the number, the more unequal pay.

**Sources:** Jaison R. Abel and Richard Deitz, "Why Are Some Places So Much More Unequal Than Others?," *Economic Policy Review*, 25, no. 1, December 2019; National Equity Atlas- Population by race/ethnicity, mapped: United States; Race/ethnicity: People of color; Year: 2017.

Through a \$10 million investment from the CWDB, an H RTP—a skills-focused, industry-based training partnership—was developed in each of eight sectors: healthcare, hospitality, transit, freight, water and wastewater, building operations, public sector, and transportation, distribution and logistics. The grant that each convening organization received was used to form, refine, and expand the partnerships.

The H RTP initiative was supported by the Innovation and Implementation Network, an advisory and working group that included COWS, the California Labor Federation, the UCLA Labor Center, the UCB Labor Center, and a team of technical assistance consultants from other organizations. The network was charged with documenting the H RTP’s essential elements and promising practices; creating a community of practice; conducting an evaluation to document the H RTP model and to determine the successes and lessons that can inform further adoption of the high road framework; and providing technical assistance.

The UCLA Labor Center was responsible for the assessment of this initial demonstration phase of the initiative. A process evaluation was chosen to document the experiences of the eight HRTPs. This report offers a macro analysis of the partnership experience. The report defines the H RTP model and evaluates the successes and challenges of the projects in adopting the high road approach, including recommendations on how to strengthen the H RTP framework and model as the initiative expands.



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# The H RTP Framework

The high road concept has evolved over the last few decades as academics and industry professionals have modified it.<sup>16</sup> The development of CWDB's H RTP framework drew on the experiences of high road partnerships in California, Washington, Wisconsin, Pennsylvania, Michigan, New York, and Massachusetts.<sup>17</sup> In partnership with COWS, a research center at the University of Wisconsin, Madison, and a national leader in high road policy and practice, the CWDB conceptualized a high road approach to workforce development specifically for California. The resulting framework is the first of its kind: a high road workforce development strategy whose development and implementation is supported by state government.

*High Road Training Partnerships: Industry-based, worker-focused training partnerships of employers, workers, and worker representatives that build workers' skills and loyalty for California's high road employers.<sup>18</sup>*

H RTPs focus on the supply (workers) and demand (employers) of the labor market. On the supply side, the partnerships aim to increase access to quality jobs and economic mobility for underserved, marginalized, and underrepresented populations. On the demand side, the partnerships are designed to generate skills-based solutions to industry needs. Together, workers and employers develop high road solutions that remove the barriers that impede the advancement of economic and racial equity.

The H RTP framework recognizes that to advance equity, California's industries must offer quality jobs at the local level for all who want them, but especially for those in California's most disadvantaged communities. The model also acknowledges that California's communities cannot build economic resilience without addressing environmental concerns. This can be accomplished by prioritizing equity and job quality in alignment with the implementation of strategies for transitioning to a carbon-neutral economy.

H RTPs create an ecosystem in which prosperity is equally shared. Employers gain a high-performing and reliable workforce, which will improve productivity and the quality of their goods and services—and improve their competitive advantage. New and incumbent workers gain access to job preparation programs, and workers in low-wage jobs gain access to training programs, on-the-job mentoring, and career pathways. Unions gain new members and can provide professional development opportunities for current members. Communities become environmentally and economically resilient by working alongside employers, workers, and labor organizations to develop recruitment pipelines, equitable employment opportunities, climate mitigation strategies, and other worker-centered projects that can empower communities.<sup>19</sup>

# Partnership Core Components

## Industry Leaders

*Employers, workers, and labor representatives who make up the partnership. Each contributes specialized knowledge and expertise that help inform industry solutions.<sup>20</sup>*

The core component of an H RTP is a partnership that is dedicated to finding interventions that are based on high road principles. This is the mainstay for ongoing collaboration and support among the industry leaders who make up the H RTP. The H RTP framework allows this set of unlikely partners to work together in a formal and sustained way. The convening organization, or intermediary, brings the partnership together and facilitates collaboration.<sup>21</sup> This is a durable infrastructure that ensures that the H RTP can respond quickly and efficiently to problems and opportunities.

## Industry Driven

*Guided by current industry need and future demand.*

The H RTP approach explicitly recognizes that industry expertise is held not only by employers but also by the workers whose knowledge comes directly from their daily labor in the workplace and by the worker organizations that improve labor standards. This acknowledgment refines the concept of the industry-driven partnership and the work that it does.

To better understand their industries, H RTPs engage in analyses and assessments that may entail the following:

- Compiling basic demographic and economic information about the region's industry base—size of individual firms, current wage levels and labor market makeup, levels of contingent work, local poverty rates, worker skills and assets—and information about community organizations.
- Analyzing how employers compete within industries and within geographic areas.
- Gathering industry information that will inform firm strategies—ownership, production process changes, use of new technology, skill and job classification changes—and determining how these factors compare with those in other sectors and geographic areas.
- Developing an understanding of workplace issues: emerging technologies, skill requirements, changes in production processes and work structure, and opportunities for labor participation in creating jobs.<sup>22</sup>

After they are equipped with a more complete understanding of their industry, H RTPs focus on jobs. Put simply, they identify jobs that need to be filled and design training that will prepare workers for and connect them to those jobs. While traditional workforce development approaches focus primarily on worker training and job placement, H RTPs change organizational structures and alter workplace policies with the goal of establishing a high road employment pathway and adopting problem-solving strategies to address workforce demands that are unique to each industry.

Problem solving is customized for current workforce needs and anticipated industry demand. In California, that often means addressing high baby boomer retirement rates, upskilling and reskilling



workers in workplaces that are making technological improvements, and helping industries address statewide priorities, including a shift to a low-carbon economy.

## Worker Centered

*Guided by workers' expertise and voice and dedicated to actively strengthening worker power.*

Workers and worker representatives are involved as co-leaders in the full spectrum of H RTP activities. These include program design, participant recruitment, outcome tracking, and career exploration and also the development of pre-apprenticeships, apprenticeships, and certification programs and revamping training curricula and training facilities. These interventions can fill in-demand jobs and overcome the barriers that can prevent hiring to meet labor shortages.

Encouraging the engagement of workers and worker representatives can be accomplished in several ways. Worker surveys, interviews, and focus groups are commonly used by H RTPs to solicit worker input, but more effective is workers' formal participation as partners of the H RTP and members of specialized committees. This provides a direct way to tap into worker expertise and to foster leadership growth. When rank and file union members are actively engaged in an H RTP, they become more engaged in the workplace and in union activities. Peer mentor programs can help build leadership skills and are a powerful way to advance equity. Tenured workers can help onboard new hires and provide support as new hires learn the job, building camaraderie and improving the work environment.

## Equity, Climate Resilience, and Job Quality

H RTPs are deeply grounded in the principles of equity, climate resilience, and job quality. Putting these principles into practice necessitates a robust approach to workforce development and a long-term commitment to the H RTP framework. Focusing on training and placement is not enough. A high road workforce development strategy addresses barriers to employment like transportation and childcare and strives to dismantle the root causes of inequity, including biases in workplace standards. Training is designed to meet industry demand and simultaneously create an ecosystem that normalizes high road outcomes like wage differentials, upward mobility, a safety net, modernized labor standards, and healthier work environments. Transitioning to a low-carbon economy requires individuals and firms to take ownership of climate adaptation and mitigation strategies and to prioritize reducing greenhouse gasses in a manner that also reduces co-pollutants and fossil fuel consumption. This approach will benefit the communities most impacted by climate change.

<i>Equity</i>	<i>Building economic opportunity and mobility for those who have been marginalized, disadvantaged, and/or denied opportunity and mobility.</i>
<i>Climate resilience</i>	<i>Mitigating and supporting adaptation to climate change; increasing environmental sustainability; building community and economic resilience.</i>
<i>Job quality</i>	<i>Engaging with high road employers and workers to design skills-based solutions and pathways to quality jobs that answer their shared needs.<sup>23</sup></i>

## Equity

HRTPs create pathways to economic prosperity and wealth-generating opportunities for those who have historically been hardest hit by discrimination, economic exclusion, and exploitation, including those who are Black, undocumented, formerly incarcerated, and housing insecure, as well as women, immigrants, foster youth, and other populations that experience economic and social inequities in California. The H RTP equity approach:

- Focuses on changing the underlying systems that perpetuate inequities rather than an individual's deficiencies.
- Reevaluates existing practices and re-creates those that do not serve the most disenfranchised workers and their communities.
- Recognizes that diversity does not equal equity and that achieving equity is an ongoing process.

## Climate Resilience

HRTPs prioritize transitioning to a low-carbon economy by aligning workforce development agendas with strategies for climate resilience. The H RTP climate approach:

- Recognizes that strategies to reduce climate impact will require changes to industry operations and workforce practices.
- Requires each firm to determine its contribution to carbon emissions and make changes to significantly decrease or eliminate them.
- Develops regional strategies to institutionalize sustainable practices that reduce the energy consumption, operational costs, and environmental footprint of their industries and that improve public health, quality of life, and economic opportunity in California's most vulnerable communities.<sup>24</sup>
- Recognizes that the unequal impact of climate change—the "climate gap"—has profound consequences for health and economic outcomes, especially for the most vulnerable and disadvantaged populations.

## Job Quality

HRTPs transform workers' lives and make firms more competitive by improving job quality. The H RTP job quality approach:

- Sets standards that raise the industry's wage floor, creates quality jobs, and develops workforce practices and systems that will sustain high road industries.
- Develops a skilled workforce that is customized to meet specific industry demands.
- Focuses on creating local career pathways to high road employment for the most economically vulnerable communities.
- Recognizes that low road employers who compete by disadvantaging their workers will no longer thrive in a high road economy.



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# The H RTP Model

The H RTP model specifies how H RTPs operationalize the H RTP framework to achieve H RTP goals. The initial formation of the partnership is usually facilitated by a convening organization, and this organization is essential for the smooth functioning of the H RTP. The industry leaders who make up the H RTP gather regularly—all together or with the convener—to proactively identify emerging problems and determine strategic solutions. Industry leaders may have competing interests, but they choose to come together to maximize their expertise, which produces a comprehensive understanding of the issues and leads to sound decision making—and solutions that will benefit everyone.

## Convening Organizations

Convening organizations play a key role in moving the work of the H RTP forward. They are recognized by industry leaders as trusted sources that offer program development and industry specialization. Conveners bring industry leaders together, facilitate a collaborative working relationship among them, and execute the solutions identified by the H RTP with workforce development service providers. They can fill the role of an intermediary and as a training provider.

Examples of activities the convener may engage in:

- Function as a neutral party in H RTP interactions to preserve positive partnership relationships.
- Identify experts to create industry-driven, worker-centered training programs.
- Coordinate logistics, curricula, wage replacement, and case management for training programs.
- Test new ways of solving critical workforce needs.
- Execute efficient rollouts of industry solutions.
- Develop culturally appropriate curricula for workers.
- Track data and evaluate programs.

## Employers and Labor Representatives

Employers and labor representatives (from unions or worker organizations) contribute specialized knowledge to H RTPs that informs workforce development strategies. Employers and labor representatives respond to industry demands by identifying shared needs and challenges and developing goals that are industry driven and worker centered.

Types of activities industry leaders may engage in:

- Evaluate and determine industry and workforce needs.

- Collaboratively develop industry solutions.
- Determine skills and training needed to adapt to a changing industry.
- Identify opportunities for upskilling and upward mobility.
- Identify methods for training workers for specialized occupations.
- Identify skills gaps.
- Identify pathways that provide equitable access to quality jobs.
- Support worker adjustment to the job environment.
- Negotiate the terms of training participation.

## Workforce Development Providers

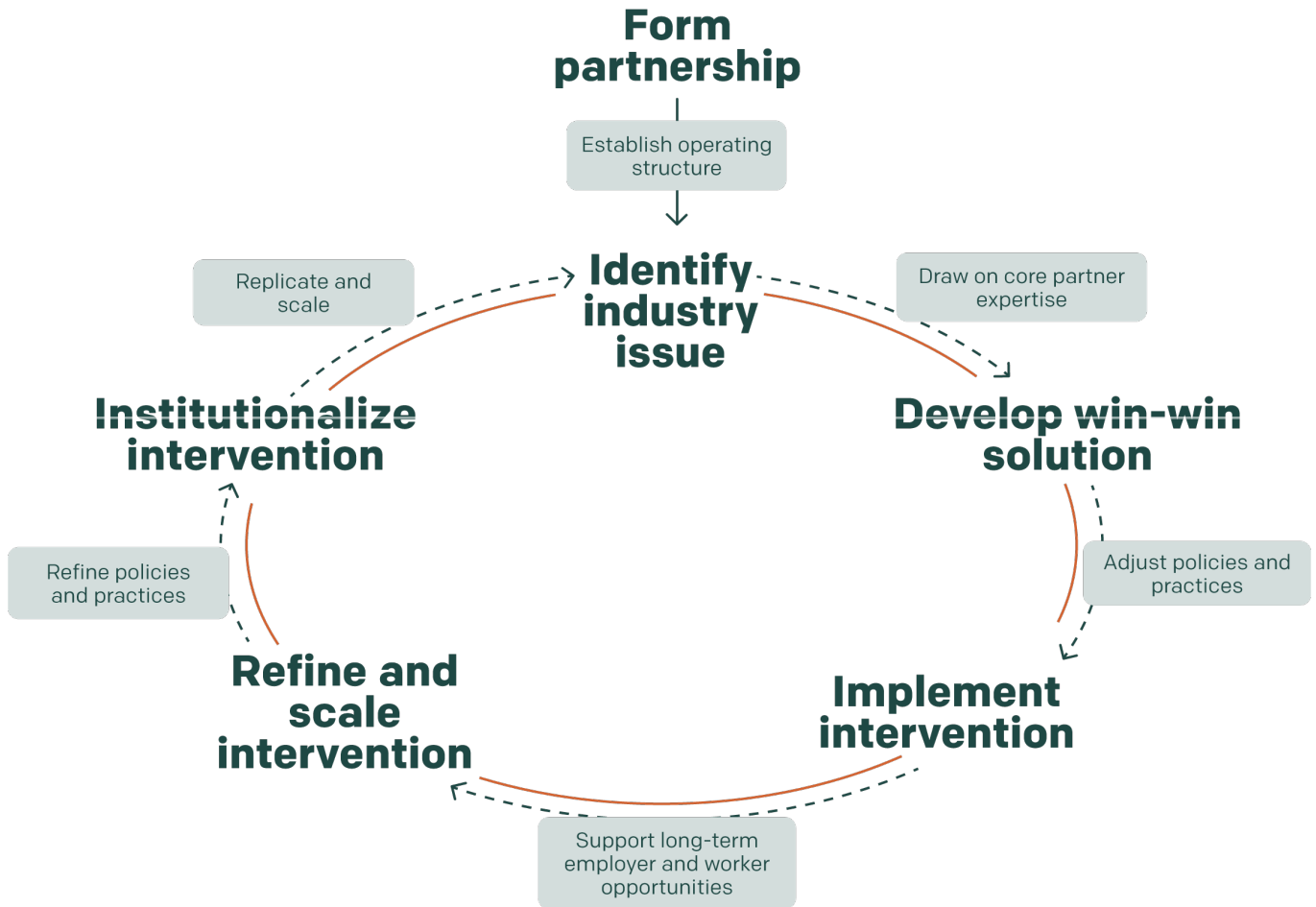
Community-based workforce development providers, such as local workforce boards, community colleges, adult schools, job centers, and social service agencies, connect with the convener during the H RTP’s implementation phase to assess existing training options and identify the best delivery method for industry-driven, worker-centered training solutions.

Types of activities workforce development providers may engage in:

- Provide wraparound services, such as assistance with food and childcare, and case management to ensure worker success.
- Formalize and professionalize training courses to meet industry needs.
- Assist in the recruitment of job seekers who experience high barriers to employment.
- Advise on the development of certification standards as a component of career pathways.
- Align pre-apprenticeship program standards to apprenticeship qualifications.
- Help prepare workers for the rigorous academic environment of training programs.
- Provide training space and instruction.

Together, this set of actors designs and enacts industry solutions in the form of concrete interventions. Whether it is a new or a long-standing partnership, each H RTP engages in a cyclical process of activities that allows it to achieve its goals, creating interventions at the local level, like training programs and peer support, and regional strategies that can produce industry-wide solutions. Figure 4 shows the activity cycle that H RTPs typically follow. What the figure does not show is the disruptions that may occur at any point—staff and partnership turnover, contract negotiations, or unexpected industry change, for example—forcing partnerships back to earlier steps in the solution development process. The power in having high road partners at the table is that when disruptions occur, H RTPs adjust and keep going.

Figure 4. The H RTP Model





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# A Snapshot of the Demonstration Projects

The H RTP initiative funded eight skills-focused, industry-based labor-management partnerships operating mainly in Los Angeles and in the Bay Area and predominantly serving new and incumbent workers from low-income communities. The majority of the grantees have either nonprofit status or a Taft-Hartley trust fund, structures that provide funds for educational programming.<sup>25</sup> In addition, the demonstration projects included several seasoned partnerships that were already employing the high road approach, and through the initiative they were able to further institutionalize high road policies and practices. An overview of the demonstration projects is provided in table 1. For each grantee the table gives a description of the organization’s work, its organizational structure, the industry in which it operates, and the industry leaders that make up its H RTP.

Each partnership has a unique approach to workforce development, one tailored to its industry and regional needs. The demonstration projects started by refining and expanding partnerships and training programs—often beginning within one occupation alone—and solidifying the policies and practices that support success. Table 2 provides a description of grantee goals for the eighteen-month grant period.

All H RTPs are making significant investments in industries that were projected to grow at the time the initiative was launched (see appendix table B1).<sup>26</sup> Workers of color are notably overrepresented in the occupations H RTPs engage in (see appendix table C1). Some H RTPs operate within predominantly low-wage industries that undervalue worker skills. When H RTPs achieve industry-wide adoption, they will have the potential to significantly improve workplace standards for over 677,000 workers and to make significant strides in addressing equity in the workforce, especially for families of color.

Table 1. Overview of partnerships in the California Workforce Development Board's High Road Training Partnership Initiative

Grantee: Building Skills Partnership (BSP)			
<b>Description</b> <ul style="list-style-type: none"> <li>• Founded in 2007</li> <li>• Born from the Justice for Janitors movement</li> <li>• Creates workplace training that includes model vocational English language and green janitor education programs</li> <li>• Offers programs that address the barriers to social, civic, and economic integration faced by immigrant janitors and their families</li> <li>• Has expanded to seven major cities in California</li> </ul>	<b>Structure</b> Nonprofit	<b>Employer Leaders</b> Janitorial Contractors, Building Owners and Managers Association of Greater Los Angeles (BOMA-GLA)	<b>Worker Leaders</b> SEIU-USWW, green property service workers (certified janitors)
	<b>Industry</b> Janitorial Services		
Grantee: California Transit Works! (CTW)			
<b>Description</b> <ul style="list-style-type: none"> <li>• Founded in 2017</li> <li>• Statewide consortium of transit agencies, labor unions, and community colleges with over fifteen years of experience with labor-management partnerships</li> <li>• Addresses training issues related to skill development and technological change</li> <li>• Promotes ongoing health and wellness strategies for workers in a high-stress industry</li> </ul>	<b>Structure</b> Consortium of transit HRTPs and supporting organizations	<b>Employer Leaders</b> Santa Clara Valley Transportation Authority Alameda Transit District Golden Gate Transit District San Joaquin Regional Transit District	<b>Worker Leaders</b> Members of ATU Locals 192, 265, 1575, 256
	<b>Industry</b> Public transit		
Grantee: Hospitality Training Academy (HTA)			
<b>Description</b> <ul style="list-style-type: none"> <li>• Founded in 2006</li> <li>• Provides training and career services for marginalized individuals, including registered apprenticeships and ESL and vocational ESL classes</li> <li>• Offers wraparound support from HTA and community partners</li> <li>• Maintains a pipeline of qualified candidates for the hospitality industry in Los Angeles and Orange Counties</li> </ul>	<b>Structure</b> Nonprofit, Taft-Hartley	<b>Employer Leaders</b> More than 170 companies, including: JW Marriott Los Angeles L.A. LIVE Ritz-Carlton Los Angeles Sheraton Grand Los Angeles Courtyard by Marriott Los Angeles L.A. LIVE Residence Inn by Marriott Los Angeles L.A. LIVE Concession companies at LAX	<b>Worker Leaders</b> Members of UNITE HERE Local 11
	<b>Industry</b> Hospitality, food service, tourism, leisure, entertainment		
Grantee: Jewish Vocational Services (JVS)			
<b>Description</b> <ul style="list-style-type: none"> <li>• Founded in 1973</li> <li>• Offers "Career Pathway" programs in partnership with Bay Area employers</li> <li>• Provides programs that focus on industries that are hiring and can offer jobs with a career path</li> <li>• Focuses on in-demand skills, paid work experience, and robust job search skills</li> </ul>	<b>Structure</b> Nonprofit	<b>Employer Leaders</b> Baywork	<b>Worker Leaders</b> Members of IAM Local 1414 and AFSCME
	<b>Industry</b> Water and wastewater		
Grantee: Port of Los Angeles			
<b>Description</b> <ul style="list-style-type: none"> <li>• Founded in 2017</li> <li>• Key generator of family-supporting jobs in Southern California</li> <li>• Leads workforce development efforts through its Labor Relations and Workforce Development Department</li> <li>• Aims to maintain its role as an economic engine within the rapidly changing maritime shipping industry while addressing its environmental impact</li> </ul>	<b>Structure</b> Labor-management committee	<b>Employer Leaders</b> Pacific Maritime Association	<b>Worker Leaders</b> Members of ILWU Locals 13, 63, and 94
	<b>Industry</b> Janitorial Services		

## Grantee: Shirley Ware Education Center (SWEC)

### Description

- Founded in 1988
- In 2004 established the SEIU UHW-West and Joint Employer Education Fund to provide education and training opportunities
- The education fund provides funding for career pathways, COVID-19 emergency support, and new registered apprenticeships
- Benefits approximately 74,000 healthcare workers at thirty participating employers

### Structure

Nonprofit, Taft-Hartley

### Industry

Healthcare

### Employer Leaders

Kaiser Permanente  
Dignity Health  
Alameda Health System

### Worker Leaders

Members of SEIU-UHW,  
SEIU Local 1021

## Grantee: Worker Education and Resource Center (WERC)

### Description

- Founded in 2001
- Labor-management partnership with the SEIU Local 721
- Offers high road programs that address equity, excellent public service, and career paths to stable permanent employment in Los Angeles County
- Conducts research and planning, develops curricula, and provides training programs and intensive case management

### Structure

Nonprofit

### Industry

Public sector

### Employer Leaders

Los Angeles County Chief Executive Office  
Los Angeles County Department of Health Services  
Los Angeles County Department of Parks and Recreation  
Los Angeles County Department of Public Works  
Los Angeles County Department of Beaches and Harbor  
Los Angeles County Fire Department  
Los Angeles County Internal Services Department  
Ambulance and transport companies

### Worker Leaders

Members of SEIU Local 721  
Los Angeles/Orange County Building and Construction Trades Council

## Grantee: West Oakland Job Resource Center (WOJRC)

### Description

- Established in 2012
- Born from the city of Oakland's Local Hire Ordinance
- Operates a staffing agency to assist job seekers in securing employment and advancing in the construction and TDL industries
- Offers employment training and financial coaching services to help build long-term financial security for low- and moderate-income job seekers

### Structure

Nonprofit

### Industry

Transportation, distribution, and logistics

### Employer Leaders

Employers who will be located at the Global Logistics Complex

### Worker Leaders

Members of Northern California Teamsters  
Apprentice Training and Education Trust Fund  
Teamsters Local 70  
Teamsters business agents

**Source:** H RTP project overviews, available on the California Workforce Development Board website, <https://cwdb.ca.gov/initiatives/high-road-training-partnerships/>; see under "H RTP Projects."



Table 2. Overview of H RTP Goals

**Grantee: Building Skills Partnership (BSP)**

**Overall goal**

Support workforce practices that create opportunities for immigrant property service workers by convening industry leaders and providing contextualized training.

*Pathway to achievement*

1. Promote a partnership model throughout California.
2. Expand the Green Janitor Education Program.
3. Create opportunities for professional mobility for janitors.

**Equity goal**

Provide professional development training and leadership opportunities to address industry needs.

**Climate goal**

Improve building efficiency, a critical step in mitigating climate change by elevating the role of property service workers.

**Job quality goal**

Train workforce and professionalize occupation to help commercial real estate buildings reach sustainability goals

**Grantee: California Transit Works! (CTW)**

**Overall goal**

Create opportunities for frontline transit workers by helping form new regional high road transit partnerships.

*Pathway to achievement*

1. Create a consortium of transit partnerships across California.
2. Document successful workforce development practices.
3. Develop online resources for high road transit partnerships.

**Equity goal**

Create job opportunities, skills training, leadership positions, and promotional opportunities to workers without postsecondary degrees.

**Climate goal**

Teach employees skills critical to the success of public transit and its transition to zero-emission vehicles

**Job quality goal**

Meet the industry's need for additional skilled workers, adapt to rapid changes in technology, and provide higher levels of customer service to transit riders.

**Grantee: Hospitality Training Academy (HTA)**

**Overall goal**

Address occupational shortages, improve equity, create employment opportunities for underserved populations, and upskill incumbent workers.

*Pathway to achievement*

1. Create a web-based roll call system to address income insecurity.
2. Design an English skills curriculum for new hospitality workers.
3. Place workers in family-sustaining jobs.

**Equity goal**

Implement strategies to improve job candidates' English-language skills and create community outreach programs to provide access to employment for, specifically, immigrants, the LGBTQ community, and African Americans.

**Climate goal**

Provide environmental health and safety training for workers and support employers' creation of environmentally sound workplaces.

**Job quality goal**

Develop a web-based roll call system to stabilize income for incumbent workers and provide upskilling opportunities.

**Grantee: Jewish Vocational Service (JVS)**

**Overall goal**

Create opportunities for underrepresented populations in the water and wastewater sector by convening industry leaders and providing access to job training.

*Pathway to achievement*

1. Build a high road training partnership in the water industry.
2. Create a regional training model for utility workers.
3. Educate youth about careers in water and wastewater management utilities.

**Equity goal**

Increase career awareness and create training opportunities for low-income job seekers with barriers to employment.

**Climate goal**

Ensure water and wastewater utilities have trained staff to maintain operations that are vital to protecting human and environmental health and improving communities' quality of life.

**Job quality goal**

Design and implement internships, bridge programs, and pre-apprenticeships that address the skills needs of water and wastewater utilities and place workers in public sector jobs.

## Grantee: Port of Los Angeles (POLA)

### Overall goal

Create training programs and equipment to reskill and upskill workers and to build a safe and innovative training center.

#### Pathway to achievement

1. Incorporate workforce development into its core operations.
2. Create a lashing program for incumbent workers.

### Equity goal

Introduce new workers to the industry and provide opportunities for incumbent workers to upskill and reskill for transition to zero-emission and near-zero-emission operations.

### Climate goal

Introduce workers to zero- and near-zero-emission freight equipment and implement new sustainability standards.

### Job quality goal

Provide innovative training in a safe and controlled environment.

## Grantee: Shirley Ware Education Center (SWEC)

### Overall goal

Address healthcare workforce needs and help employers reduce their carbon footprint while accelerating career advancement for workers.

#### Pathway to achievement

1. Establish career pathways for EVS and food service workers.
2. Professionalize entry-level jobs through green-skills credentials.
3. Ensuring worker success.
4. Promoting leadership development opportunities.

### Equity goal

Provide access for underrepresented populations and opportunities for upward mobility for entry-level nonclinical staff

### Climate goal

Educate frontline workers on the consequences of climate change and the waste, water, and energy efficiencies needed to achieve hospitals' sustainability goals.

### Job quality goal

Professionalize EVS and food service occupations through green skills training and create career pathways for underserved nonclinical incumbent workers to access higher-paying clinical jobs.

## Grantee: Worker Education and Resource Center (WERC)

### Overall goal

Address occupational vacancies, improve equity and cultural competency, and create opportunities within Los Angeles County departments for workers facing the greatest barriers to employment.

#### Pathway to achievement

1. Create training to build a culturally representative frontline public service workforce.
2. Design a pilot program to make Los Angeles County jobs more equitable.
3. Create career pathways informed by comprehensive labor and equity analysis.

### Equity goal

Train and prepare workers for cultural competence using a health and wellness approach, which includes intense psychosocial counseling, and professional development aligned with employer demand.

### Climate goal

Develop curricula that address green environmental practices and align with educational systems to provide recognized certification, skill credentialing, and college credit.

### Job quality goal

Identify occupational demand within Los Angeles County departments and provide comprehensive services for underserved populations to increase their access to public-sector jobs.

## Grantee: West Oakland Job Resource Center (WOJRC)

### Overall goal

Create opportunities for West Oakland residents by convening industry leaders to identify skill needs, creating training programs with career pathways, and ensuring that Good Jobs Policy requirements are met.

#### Pathway to achievement

1. Establish a labor-management committee to create TDL industry solutions.
2. Advance high road employment in the TDL sector.

### Equity goal

Create career pathways to Global Logistics Complex and port jobs for West Oakland residents with barriers to employment.

### Climate goal

Integrate environmental sustainability into pre-apprenticeship and apprenticeship programs and adopt industry standards aligned with California's 2030 greenhouse gas reduction targets.

### Job quality goal

Develop an alternative staffing organization to recruit, train, and place workers in union jobs in the TDL sector.

Source: H RTP project overviews, available on the California Workforce Development Board website, <https://cwdb.ca.gov/initiatives/high-road-training-partnerships/>; see under "H RTP Projects."



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# Evaluation Results

During the initial phase of the CWDB initiative, the HRTPs laid the foundation for building, advancing, and strengthening a high road framework within their industries. Their aim was to create the infrastructure necessary for the kind of workforce development that can connect low-wage workers to quality, career-ladder jobs. Their goals were to increase equity and address industry practices that mitigate and adapt to climate change while ensuring that their industries remain competitive. By the end of the grant period, HRTPs were making clear progress toward those objectives. Through the work of H RTP leaders and champions of high road principles, the partnerships promise to have industry-wide and regional impact.

The evaluation of the initiative conducted by the UCLA Labor Center used a qualitative and inductive approach that yielded a general understanding of how the partnerships work. This report does not evaluate the eight grantees individually; rather, it shares a macroanalysis of their collective experiences during the eighteen-month grant period.<sup>27</sup> Data was collected through interviews, focus groups, convenings, H RTP meetings, and written reports. Given the central role of the convening organizations, which brought the partnerships together and strengthened their effectiveness, most of the findings reflect their perspective. The conclusions generated by the study will help shape the expansion of the H RTP approach and guide emerging HRTPs.

## Key Findings

### **HRTPs offer a more inclusive definition of industry leadership**

The true value of the H RTP lies in its collective structure and the collaborative role of its participants. In a space that is usually reserved for employers, workers share their expertise and articulate goals for themselves and their industries, setting new parameters for industry management. The difficult questions that firms face are answered with interventions that address the needs of the workforce as well as management. Employers gain highly skilled and loyal workers, which contributes to the firm's competitive advantage and simultaneously improves social prosperity. Having all decision makers at the table secures win-win results that are good for everyone.

### **HRTPs build collective power**

HRTPs reallocate power so that all parties—employers, workers, labor representatives, and community members as well—benefit. This increases the collective expertise and capacity of the partnership and secures long-term commitment to win-win solutions. When frontline workers share their on-the-ground knowledge, for example, solutions are developed that not only meet industry demands but also make practical and operational sense for workers. When employers share their knowledge of their industry and labor market trends, the interventions that are designed will meet current and future needs, allowing a firm to improve its foothold in the market.

## **HRTPs place systemic issues like racial inequality at the forefront**

Public workforce development programs—programs funded by state government—have been slow to adapt to an increasingly diverse population. A consideration of race is usually incorporated into public programs as a diversity requirement or goal, but merely having a diverse pool of training participants does not address the problems that keep historically marginalized populations from accessing and successfully participating in these programs: hiring biases based on race/ethnicity, immigration status, and language barriers, for example. HRTPs start by identifying inequalities, such as misalignment between local demographics and the race/ethnicity of training program participants and employees in low-wage jobs. The workforce development interventions that are designed to address the misalignments include policies and practices that will sustain workers in the long term. These solutions can be extended to unions, firms, and industries across the state.

## **HRTPs offer an innovative model for workforce development that is responsive to change**

HRTPs are continuously experimenting, learning, and refining their interventions. Because decision makers from each sector are at the table, HRTPs enable firms to respond quickly to urgent problems like economic downturn and the impact of climate change. HRTPs meet regularly to identify industry needs, allowing firms to shift quickly to new priorities with the reassurance that the solutions they develop will meet the needs of employers, workers, and the communities in which they live.

## **The H RTP framework advances a shift in workforce development assessment**

The traditional metrics used to evaluate workforce development are often quantitative, which means success is usually determined by counting the number of job placements. Such assessments may not take the quality of the job into account, for example. Qualitative measures are less often used, but they are better suited for evaluating success that is associated with the enactment of policies that improve workers' economic stability and wealth, the elevation of the worker's voice in decision making, and the promotion of worker-focused systems change within the firm.

## *Becoming an H RTP*

The first set of findings focus on forming a partnership, ensuring that the partnership was worker centered as well as industry driven, and creating training programs.

### Forming Partnerships

#### **Engaged in “the work” to build trust and buy-in and to solidify partnerships**

Some demonstration projects began with a long-term working relationship between the employer and labor representatives, such as a labor-management partnership established through a collective bargaining agreement. Demonstration projects that did not start with an established partnership were often frustrated by the inevitable need to continuously secure commitments and active engagement from the partners. Collective bargaining agreement negotiations, staff turnover, and other transitions often changed the leadership of the H RTP, requiring the convening organization to bring in new leaders and re-establish trust and alignment with the other partners. The work HRTPs produce—the interventions they design to solve industry issues—helps strengthen the partnerships

because they increase trust and buy-in in the process, which solidifies relationships among the partners, even if partnership formation is slow.

### **Success Factor in Action—Shirley Ware Education Center**

*To commemorate the completion of the High Road to Healthcare Careers pre-apprenticeship program by its environmental service workers (EVS) and food service workers, SWEC held a graduation ceremony and invited workers' families, union leaders, and management to the event. Worker graduations are important events that can increase the meaningful engagement of partners.*

*These types of events give employees the opportunity to hear testimonials about the value of professional development opportunities. Testimonials often evidence the benefits that development opportunities offer, not only for on-the-job skills but also for a worker's quality of life. For workers, interaction with high-level management and union leaders is rare; therefore, their presence at the SWEC celebration demonstrated that workers' success is valued, and it reinforced an alignment of values based on equity and job quality among all parties. For employers, interacting with workers allowed them to get to know frontline workers on a more personal level and to witness the impact a program can have on a workers' self-esteem and confidence.*

*Through this kind of celebration, workers and management alike see the positive outcomes of the program, which can help solidify the commitment that both have to the partnership. As a result, they become ambassadors who spread the word about the value of the partnership to others within the firm and the union.*

### **Institutionalized policies and practices by leveraging the infrastructure of labor organizations**

Unions have established systems and the means to continuously engage with employers, offering a structure for launching the demonstration projects. Collective bargaining agreements, for example, formally establish a working relationship between labor and employers that can be used to adopt practices that prioritize equity, job quality, and maintaining industry standards in the long term. In most cases, participating unions had pre-established education arms that provide workforce development programs, including training and retention support for workers. For example, Building Skills Partnership (BSP) had formed a labor-management committee a year before the initiative started, and when the initiative began, it had been meeting on a monthly basis to discuss industry and workforce needs and to negotiate the terms of training programs.

### **Worked with neutral third-party consultants to identify alignment between industry leaders**

Trust is essential for an active and effective partnership. Gathering together industry leaders to improve their industry under terms that are favorable for all sides is unconventional, and developing the relationship takes time, especially when partnerships are new. One demonstration project used a third-party consultant—an independent and neutral party—to interview workers and employers in order to identify issues that were of concern to both groups. Thirty shared issues were identified, establishing common ground for all parties when they came to the table to start working in partnership.

## Centered quality-of-life improvement for workers in industry solutions

Foregrounding the quality of life during meetings of the H RTP enabled partnerships to analyze jobs and industry solutions from the worker’s point of view. Structural barriers that keep workers from progressing became apparent, providing the partners with the opportunity to reimagine the workplace and define what economic prosperity means for employers and workers alike.

### Success Factor in Action—California Transit Works!

*The Art of Training program provides transit workers with the opportunity to become instructors and potentially earn college credit, opening a pathway to higher education. After an intensive organizational development process with the Santa Clara Valley Transportation Authority (VTA) and Amalgamated Transit Union (ATU) Local 265 to address the need for trainers with industry-specific skills to teach apprentices, CTW created a “train the trainer” program in partnership with senior VTA apprenticeship instructors. The Art of Training program at Mission College draws on the rich experiences of current transit instructors (coach operators, service mechanics, track workers, and overhead line workers). When participants complete the program, they will meet the California Community Colleges requirement for continuing education classes and instructor certification. The Art of Training program is under review by the Mission College curriculum review committee, and once it is approved it will serve as a key resource for transit instructors throughout California.*

## Created an infrastructure of practices and systems for genuine worker engagement

Every industry solution requires a workforce to help execute it, but solution creation often does not incorporate worker input. H RTPs recognize that workers’ “on-the-ground” knowledge of operations is central to maintaining comprehensive industry expertise, so workers are involved in program development, design, and implementation. Examples of the worker-centered practices that H RTPs implemented during the grant period include:

- Creating training that is customized to worker needs.
- Providing mentoring programs that improve retention and service quality.
- Offering leadership development opportunities in which workers can become program trainers or program leads.
- Reserving a space at the table for workers in committees of experts.

These and similar practices promoted worker engagement, autonomy, and agency. When they are positioned as industry leaders, workers are able to apply their expertise beyond a single task.

## Success Factor in Action—California Transit Works!

*In 2018, with the assistance of Balance.point Strategic Services (a third-party consultant and CTW consortium member), Joint Workforce Investment (JWI, a partnership between the Santa Clara Valley Transportation Authority and Amalgamated Transit Union Local 265) piloted a union-led peer mentoring program for ATU Local 265 that values worker wisdom. The program grew out of worker focus groups that identified a need for on-the-job support for new operators.*

*The nature of transit jobs is often isolated and stressful: coach operators are expected to meet tight schedules while providing good customer service to passengers with a wide range of needs and personalities. Workers adapted the “Vegas rule” (“what’s said in Vegas stays in Vegas”), allowing mentors and mentees (new operators) to share their experiences without fear of retribution. The policy built trust and solidarity between labor and management, which had a significant positive effect on the culture of discipline at work and workers’ relationship with management. The result is improved worker competency, a management style anchored in leadership rather than discipline, increased solidarity among union workers, a shared sense of responsibility and community, a better day-to-day work experience, and a higher quality of service for the riding public. CTW is now sharing this as an effective practice with other transit labor-management partnerships throughout the state.*

## Industry Driven

### Started with in-demand jobs

Focusing on current and projected industry workforce needs directly links H RTP interventions to employment needs. Through training, participants can secure quality jobs and employers can fill vacancies. H RTPs used tools like industry analyses to develop informed solutions by analyzing industry ebbs and flows and how they may influence operational changes that require skills and workforce adjustments. For instance, SWEC convened employers, workers, and union leaders to discuss results from a comprehensive industry needs assessment. The group identified which skills were necessary for high-demand occupations and where skills gaps were present. The assessment informed the development of pre-apprenticeships and training curricula to ensure that both met learner and employer needs.

### Implemented regional approaches to advance collective industry solutions

The collaborative nature of the H RTP creates a space in which to envision and explore collective and resourceful alternatives like regional approaches to upskilling and staff turnover. For instance, creating and financially sustaining robust workforce training programs may be out of the question for employers, especially for smaller firms. However, working within a consortium of firms, big or small, can lessen the burden of costs for all employers while raising skills standards across the region. For employers, improving industry-wide conditions set high road standards for the quality and value of products and services, making it hard for low road employers to thrive. JVS, for instance, worked with Baywork, a consortium of thirty-eight Bay Area water and wastewater agencies, to form a committee dedicated to designing a regional training infrastructure to aggregate employer demand and ensure that all public utilities agencies, including small employers with limited training capacity, have a skilled and trained workforce.

### **Success Factor in Action—Hospitality Training Academy**

*HTA's roll call system, HTA Connect, is a groundbreaking and innovative tool that employs a web-based mobile phone application to shift from a competitive relationship among hotels to a collaborative relationship that consolidates the workforce and raises regional standards for service and labor.*

*HTA Connect was designed at the request of unionized hotels in Los Angeles to address retention issues and to provide full-time employment for incumbent union room attendants. The app allows hotel employers to post job openings and gives underemployed workers the opportunity to boost their hours. Unionized room attendants who have not been able to earn enough hours to attain seniority are placed on a list for shifts at participating union hotels, allowing them to work at more than one location to accumulate full-time work hours. Workers gain access to the HTA Connect roster after participating in training courses on environmental health and safety, customer service, and hotel logistics. The courses are designed to standardize hospitality skills at a level preferred by high-end hotels, ensuring that workers are well prepared for employment and helping employers maintain safe workplaces and high-quality service for their customers.*

*HTA Connect addresses the need to reduce scheduling instability for unionized room attendants and promotes income stability through regular full-time work. Employers are able to keep hotels fully staffed with skilled workers, especially during peak season.*

## Training

### **Leveraged training program implementation for systems change**

For some HRTPs, training programs provided an opportunity to make systemic changes and institutionalize good employment practices. Training programs were short-term interventions that met employer and worker interests and set a point of departure for long-term H RTP work of creating a workforce development infrastructure for quality jobs. Enhancements to training programs included new pre-apprenticeships, apprenticeships, and certification programs, and revamped curricula for established classes. Policies that had a positive impact on participation in training programs included paid time off, rescheduling, and backfilling systems. The enhanced training practices and supporting policies that were piloted through the training programs were then adopted by H RTP partners. Most HRTPs started working toward expanding that high road workforce development approach to a larger scale.



## Success Factor in Action—West Oakland Job Resource Center

*The WOJRC H RTP created the Transportation, Distribution, and Logistics (TDL) Pre-Apprenticeship Program and the Teamsters Apprenticeship Program to connect local disadvantaged job seekers to careers in the warehouse and commercial truck driving industry. The Teamsters Apprenticeship Program supports all forty-six counties in Northern California. It is designed to address labor shortage needs in the TDL industry and to align with communities that have agreements that require the hiring of local and disadvantaged individuals.*

*In preparation for the launch of the program, the union established a Joint Apprenticeship Training Committee (JATC), which includes one representative from WOJRC. The JATC established a unique policy that outlines, among other things, a point system for enrollment in the Teamsters Apprenticeship Program. WOJRC was successful in getting the JATC to adapt the language of the policy so that it specifies that the program will honor local hiring agreements; provide twenty out of fifty points to disadvantaged and local residents; allow other nonprofits within the forty-six Northern California counties to provide TDL pre-apprenticeship programs; provide thirty points to pre-apprenticeship graduates toward enrollment in the Teamsters Apprenticeship Program; and allow employers who have hiring agreements to “name call” candidates to meet their hiring goals.*

### Utilized a training approach that considers a person’s well-being

Typically, training programs focus on building the skills necessary for meeting an employer’s production needs. H RTPs understand that training programs are not accessible to everyone and that the programs alone can’t guarantee success after placement, especially for workers in underresourced communities. Some H RTPs created training programs that include support services that meet a participant’s basic needs and help ensure full engagement. These services provide help with food, housing, transportation, childcare, coaching, and mental health counseling. Case management was sometimes included to support job retention and career advancement during training and after hiring. For example, WERC’s Emergency Medical Technicians (EMT) program included academic preparation, life skills training, mentoring, tutoring sessions, wellness sessions, intensive case management, and meals, plus other types of support, including help with transportation and housing, as needed. This approach ensures that employers have a trained workforce with low turnover and that workers have a pathway to achieve economic prosperity.

### Prioritized building worker confidence

H RTPs focus on expanding economic opportunities for historically underserved workers who have limited experience in formal education and navigating career pathways. Building worker confidence in learning, participating in an educational setting, test taking, completing a job application, interviewing, and networking was key to achieving training program success for H RTPs. Workers acquired confidence not only through training programs but also through mentoring and leadership opportunities that reinforced the value of their voices as well as skills proficiency, contextualized their role within the industry, and humanized them as contributing members of society rather than just job performers. The result was skilled and informed workers who have the confidence to implement what they learn in the workplace and beyond. A worker-centered high road approach goes beyond teaching something new or upskilling a worker; it reaffirms a worker’s ability to work in the safest and most efficient ways and to learn, adapt, contribute, and teach others.

## Success Factor in Action—Building Skills Partnership

*Through the Green Janitor Education Program (GJEP), BSP is creating workforce development infrastructure for immigrant workers who are adjusting to a new country and facing obstacles to their career advancement. The GJEP creates pathways to quality jobs and helps workers see themselves as change agents within the environmental sustainability movement.*

*BSP understands that their members face multiple barriers to training. They have limited experience with formal educational settings, testing procedures, and language, and they require support with basic needs like transportation, childcare, and scheduling in order to fully participate in training. BSP provides courses—vetted by property service workers—at worksites during paid work time. Instruction and certification testing is offered in Spanish and is targeted to learners within a wide range of educational levels. Many of these practices are exceptions to the rule, yet they are possible because of the labor-management partnership. Training focuses on building worker expertise rather than teaching the skills that workers already specialize in. For example, through the GJEP workers prepare for green property service worker certification through training on climate change mitigation, which they can then apply to their cleaning practices.*

*After the program, workers see themselves as individuals with the capacity to combat climate issues in their own communities. Because they understand their roles not only in the janitorial industry but also in society, they understand the value of integrating green cleaning practices to reduce greenhouse gas emissions in commercial buildings and the importance of using these practices at home as well. Workers gain a sense of agency that can lead to opportunities in future BSP programs or the chance to share their expertise externally. One example is a task force that came out of conversations among workers and union leaders at an SEIU environmental justice convening.*

## Advancing Equity, Climate Resilience, and Job Quality

In this section, we share what H RTPs did to move the needle on equity, climate resilience, and job quality in the workplace and in the community.

### Equity

*The condition in which all workers have access to quality jobs, wealth-generating opportunities, and safe and healthy workplaces, regardless of race, ethnicity, gender, sexual orientation, religious beliefs, or ability, and in which the benefits of productivity gains are widely distributed to workers.<sup>28</sup>*

### Identified workplace solutions that help address systemic barriers

For H RTPs it was important from the start to identify the systemic barriers that have prevented communities of color and other marginalized groups from thriving in the workplace. Identifying inequities in the workplace and learning about the most vulnerable local communities helped H RTPs identify those systemic barriers. Some H RTPs compared community demographics to workplace and industry demographics to identify racial disparities in industries with higher-paying jobs. Other ways of identifying inequities included analyzing census data to locate disadvantaged areas that should be prioritized in training recruitment efforts. Looking at issues through an equity lens helped H RTPs make informed decisions on workplace solutions that help uplift the community.

### **Success Factor in Action—Worker Education and Resource Center**

*In 2017, WERC undertook a labor market analysis and equity audit that began with a detailed assessment of home ZIP code, gender, race, and retirement projections for employees across all occupations in Los Angeles County. The data allowed WERC to identify occupational shortages and opportunities for improving equity, cultural competency, and service delivery. WERC sought answers to the following questions: 1) Are people from disadvantaged ZIP codes underrepresented in this classification? 2) Is there gender disparity? 3) Is racial disparity in hiring at an extreme level? 4) Is a higher-than-average rate of retirement projected in the next five years? After identifying key classifications based on these questions, WERC had detailed conversations about its findings with county departments, which helped WERC understand departmental priorities and opportunities that were not reflected in the quantitative data. Through this research, WERC identified high-demand skills and job classifications based on the future needs of county departments and evolving county priorities.*

*WERC reviewed the labor market analysis and equity audit to determine where workers who had barriers to employment could be directly connected to entry-level county jobs. To make these connections, WERC identified five classification groups to serve as the basis for a workforce development pilot project: high retirement projections, high vacancies and hiring demand, minimal work experience requirements and educational barriers, equity in hiring issues, and priority status with department leadership.*

### **Centered community expertise to create equitable systems and practices**

HRTPs that are led by the community are better informed for making adjustments to systems and practices that promote inequities. For example, BSP worked with the Los Angeles chapter of USGBC (a national nonprofit organization that promotes sustainability in building design, construction, and operation) to modify certification testing requirements so that immigrant workers were not limited by English language barriers when demonstrating their expertise in commercial building sustainability standards.<sup>29</sup> Similarly, WERC worked with employers to add relationship-building opportunities to the application process. As a result, program participants and employers were able to meet prior to the application process, allowing situational context to be incorporated into the application process. For example, an arrest for stealing pizza could be evaluated within the personal circumstances of dire need.

### **Centered climate-impacted communities**

The communities most impacted by the pollution emitted by industries often experience multiple vulnerabilities that can include poverty and job insecurity. As HRTPs explored the intersections between climate resilience and other high road principles, climate-impacted communities emerged as populations that are often overlooked. Discussions within communities of practice about climate impacts identified climate-impacted communities as a marginalized group that should be prioritized.

*Developing economically and environmentally resilient communities by prioritizing the reduction of greenhouse gas emissions, improving conditions for climate-impacted communities, and creating connections between climate-change reduction strategies and high road workforce practices.<sup>30</sup>*

### **Customized training to align climate awareness with industry needs**

One of the most tangible steps that partnerships took was to design or adapt training curricula to include components that address environmental sustainability. This allowed HRTPs to realize success at a local level and in a direct way. Training participants learned how larger climate issues impact the industry they work in and the communities they live in, and they were able to think strategically about how their roles as employees and as individuals can help reduce climate impact. These training components focused primarily on increasing education on environmental sustainability rather than teaching participants how to do their job in a new “green” way. This distinction was lifted up as a meaningful approach that encouraged worker expertise in shaping an industry response, and it was received openly. For example, a green property service worker shared that she implemented the environmental sustainability practices that she learned through the GJEP program at her church: the restrooms were remodeled to replace leaking faucets and install eco-friendly toilets.

### **Included worker expertise to achieve green standards**

Sustainability improvements tend to focus on shifting to the use of technology, equipment, and products that are less harmful to the environment. Workers have an important role in achieving this goal because their expertise can inform and improve effective environmentally sustainable practices, training, and implementation. BSP’s partnership with USGBC-LA resulted in a holistic approach to green standards that rewards commercial buildings for employing certified green property service workers—an important local shift with the potential to scale nationally. The shift to include labor expertise in green standards also helped to professionalize the janitorial occupation and to reward workers for green specializations, and this is helping shape career pathways that may provide opportunities for economic mobility for janitorial workers.

### **Created formal agreements to align climate issues with equity and environmental sustainability goals**

Working toward climate resilience goals can often mean addressing tensions that come with change. When new technology is introduced, for example, questions about job loss arise. HRTPs have the opportunity to bring to light job quality and equity issues such as proper training to handle new equipment, the manufacturing of the equipment, worker opportunities to upskill and upgrade, and opportunities to fill new positions with local disadvantaged populations. Local and statewide policies can help center solutions on the core principles of the H RTP framework, including job quality and equity goals. Project labor agreements and community-based agreements, for example, can include provisions for hiring workers from local targeted communities, creating mechanisms for disadvantaged groups to gain access to quality jobs.<sup>31</sup> In short, these agreements incorporate the interests of the community and promote good relationships between workers and firms.

### **Success Factor in Action—West Oakland Job Resource Center**

*Formation of the WOJRC was prompted by the job policy instated by the city of Oakland for the development of the Global Logistics Complex, formerly known as the Oakland Army Base (OAB). The policy includes a goal of hiring 50 percent local and 25 percent disadvantaged individuals, and it designates the WOJRC as the community resource center through which local and disadvantaged residents will be placed in jobs being created at the Global Logistics Complex.*

*This was particularly important because the West Oakland neighborhood was identified as a historically depressed area. In 2012, following the closure of the OAB, the unemployment rate was 44 percent. The goals of Oakland's job policy were to prevent the displacement of local residents and to economically revitalize the neighborhood.*

*Complementing the goals of the job policy is a master development agreement for the Global Logistics Complex. It includes a land-lease disposition development agreement that mandates tenant employers to comply with the hiring goals; a project labor agreement that honors collective bargaining agreements; and a cooperation agreement that defines how tenant employers are to work with WOJRC's hiring and referral system.*

## Job Quality

*A commitment to jobs that provide a family-sustaining wage, health benefits, a pension, worker advancement opportunities, a safety net, and collective worker input; these jobs are stable, with predictable schedules, and safe.*

### **Included strategies to raise the industry floor**

H RTPs recognize that low-wage industries operate in ways that encourage poor job creation, and they believe that employers should not compete at the expense of workers and the broader community. As H RTPs designed interventions for workforce development, they did so by considering how industries can create quality jobs. For instance, WERC's industry analysis of Los Angeles County employment data identified jobs that were once hired in-house and are now sub-contracted, low-wage jobs. The analysis is a step toward making sure that all jobs funded by Los Angeles County are quality jobs.

### **Promoted the health and safety of workers, workplaces, and community**

Health and safety are often overlooked as factors that define a good job. H RTPs consider the health and safety of individuals, whether in their workplaces or in their communities, an important aspect of job quality and an important intersection with climate resilience goals. Proper training to execute work duties in safe ways, including the adequate use of personal protective equipment and products used on the job, can benefit employers by reducing the risk of injuries, which will prevent fatalities and improving efficiency. It also benefits workers and the community by lessening the impacts of poor health conditions and environmental harm.

### **Success Factor in Action—Port of Los Angeles**

*The Port Workforce Training Partnership (the Port) identified worker safety as a priority to improve job quality. In 2016 the Los Angeles/Long Beach Joint Accident Prevention Committee, made up of members of the International Longshore and Warehouse Union (ILWU) Locals 13, 63, and 94, and the Pacific Maritime Association (PMA)—a port employer association—wrote a white paper on improving safety and training for lashers (workers who affix a container to the containership).*

*Lashing had been taught either through a short workshop that prepared an individual for an industry-approved test or through informal knowledge sharing. Lashing became a priority because of the high risk of injury and death associated with the task. The weight of the lashing bars, the height at which the work is done, and the narrow confines of a containership's deck make the task physically challenging and dangerous. The Port, ILWU Locals 13, 63, and 94, and the PMA developed a curriculum with support from curriculum development experts and created a training program to teach entry-level lashers using a simulator that prepared them for conditions that they would experience on a containership.*

*The pilot lashing program is the first of its kind. It provides a comprehensive two-day training program, taught by experienced longshore workers. It combines classroom instruction with real-life examples and hands-on training on the simulator, using real lashing equipment to replicate conditions on board, but in a controlled and safe environment. The eventual goal is to build a port workforce training center that will provide a permanent controlled environment for all training programs, where worker safety will not be compromised.*

## Challenges

In this section, we share key takeaways from the challenges that demonstration projects experienced as the pioneers of the H RTP initiative.

### **Changing workforce development norms, behaviors, and practices**

The H RTP framework proposes a worker-centered approach and a more inclusive definition of industry leadership that encourages changing work norms, behaviors, and practices. H RTPs are tasked with prioritizing and continuously revisiting the framework components as they encourage all participants to accept, embrace, and implement change. That work requires time, transparency, and often reimagining the distribution of power and institutional policies and practices. For example, an H RTP introduced a new pathway for local job seekers from disadvantaged zip codes into jobs that required the human resources department to make adjustments to its hiring process. The H RTP did not get full buy-in from the hiring staff until the staff saw that the process successfully recruited adequately skilled job seekers. H RTPs also experienced tensions related to willingness to participate as H RTP partners, negotiating terms of training participation, and adopting customized training models.

### **Solidifying commitments to form the partnership**

Convening organizations were eager to solidify commitments from partners early on, but staff turnover, contact negotiations, partner disengagement, disagreements on a process for working and making decisions together, along with other factors, presented ongoing obstacles to partnership formation. Some H RTPs noted that it was difficult to develop trusting relationships and to persuade

partners to make the leap from committing to the H RTP to actually getting things done, even when they were highly committed and excited about the partnership. For example, an H RTP found it had to seek buy-in from hiring managers and frontline supervisors to advance the partnership's vision and goals and to carry out implementation plans. Preoccupation with forming partnerships led to delays in advancing H RTP goals.

### **Navigating educational systems and meeting industry needs**

H RTPs prioritize building the particular skill sets needed to meet in-demand jobs and identifying when new training programs are needed. Educational institutions are important workforce development providers that help design and implement these training programs, but H RTPs found it difficult to navigate educational systems. Each of these providers worked within a bureaucracy and often operated in isolation within their institutions. For some H RTPs, aligning academic requirements with industry needs as they developed a pre-apprenticeship or apprenticeship became difficult, and it often required more time than anticipated. Community colleges, in particular, have rigorous academic requirements and other regulations that may not coincide with the pace at which H RTPs are able to design training curricula, conduct member outreach, and find an instructor.

### **Meeting the true value and cost of participant training needs**

Customizing training programs and aligning support services to meet workers' needs are key to achieving positive worker outcomes. H RTPs shared that these often comprehensive approaches required a level of staffing and resources that the training providers were not prepared to meet. For example, stipends help reduce participant working hours to allow for program participation, and they are also critical to resolving challenges in gaining employment, such as transportation, child care, food insecurity, and reinstatement of driver's licenses, but funding was often too limited to provide supportive resources. Another issue arose when it took too long to identify barriers to participation, which made it difficult to adequately resource and respond to workers' needs. For instance, workers' self-perception of their inability to participate in a training program was an unforeseen obstacle. Workers couldn't see themselves in high road jobs, because those types of opportunities were typically not available to them. This meant that a trainer had to be qualified to teach the curriculum tailored to a cohort's needs, had to align teaching with support services, and had to try to build worker confidence. Finding and securing trainers with this set of skills was difficult.

### **Identifying alignment between workforce development and climate resilience**

Some H RTPs work in industries that prioritize climate resilience goals because they are directly impacted by external pressures. For example, statewide mandates will make drastic changes to the vehicles that workers operate.<sup>32</sup> For other H RTPs, the alignment between workforce development and climate resilience wasn't always clear. Creating a common understanding of how workforce development and climate resilience goals align is an ongoing process for these H RTPs. Climate issues do not naturally come up as a primary industry issue, so these H RTPs need to educate all partners about how their industry contributes to climate change.



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# COVID-19 Pandemic Response

The economic turmoil that industries experienced during the COVID-19 pandemic created a perfect storm that tested the effectiveness of the H RTP framework. The pandemic devastated industries like hospitality, and it changed demand and how work was performed for others, like the janitorial industry. In response, H RTPs were able to pivot in record time. Following massive layoffs in hospitality, HTA helped cooks regain employment by repurposing their skills to address new demand for prepared and packaged meals for low-income seniors. Other H RTPs piloted programs on worker health and safety guidelines, created their own sanitizers, and secured personal protective equipment for workers. By working in partnership, H RTPs were able to respond to the pandemic crisis with real-time solutions that preserved the health and safety of essential workers and connected dislocated workers to the new jobs that emerged.

## Success Factor in Action

- *BSP's labor-management committee partnered with employers across the state and subject matter experts at the UCLA Labor Occupational Safety and Health Program, the UC Berkeley Labor Occupational Health Program, and the Ashkin Group and developed an Infectious Disease Certification Program, a twelve-hour training program that taught new cleaning processes and offered guidelines to protect workers and public health. BSP implemented an extensive outreach campaign to offer workers information on COVID-19 and various community resources. Additionally, BSP created workshops to support digital learning and videos and infographics on topics such as financial capability and distance learning strategies for parents and children, and it provided direct financial assistance to families in need.<sup>33</sup>*
- *HTA, UNITE HERE Local 11, and employer partners launched the Serving Our Community initiative to get union members in the hospitality industry back to work. Dozens of cooks at the University of Southern California returned to work to prepare and package meals for low-income seniors; in just one week, more than 7,600 meals for 700 seniors were prepared.*
- *The Port of Los Angeles worked with the ILWU to develop cleaning guidelines and to facilitate changes to shift schedules to allow more time for cleaning. The H RTP addressed issues that could have created conflict, like lack of PPE, with innovative solutions, such as producing its own sanitizer.*
- *SWEC and the Joint Employer Education Fund worked with Futuro Health and other organizations to develop modules on COVID 19 readiness, testing technologies, deep nasal swabs, and managing stress and self-care.*





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# Recommendations

## Strengthen the H RTP model

- To improve outcomes in workforce development programs, promote the H RTP model as a regional skills-building approach that should be implemented statewide.
- To promote and expand the use of the H RTP model and to provide support to new H RTPs, position existing H RTP demonstration project partners as H RTP experts.
- To reach communities that are typically underserved by the workforce development system, increase engagement with community-based organizations, such as worker centers, that already work successfully within these communities.
- To extend the benefits of the H RTP, partner with communities of practice (groups of people who share common concerns and come together to fulfill individual and/or group goals) in under-resourced areas that are interested in adapting the H RTP framework and that can provide a space to foster connections, lift up best practices, identify region-specific resources, and share knowledge in developing comprehensive solutions.
- To determine how best to measure the impact of H RTPs, continue to conduct implementation assessments of labor and management partnerships and training programs. A robust evaluation framework should include quantitative and qualitative measures that capture the value of working in partnership while documenting challenges and successes in increasing job quality, racial equity, and wealth building.

## Increase H RTP adoption and implementation

- To help prospective partnerships better understand how to adopt the H RTP framework, adjust the grant application to match the framework components—partnership formation and equity, climate resilience, and job quality goals—and create an onboarding plan that helps H RTPs refine their project goals and identify short-term objectives that will make long-term goals attainable.
- To help H RTPs navigate the process of forming the partnership and building capacity to make progress toward their goals, provide ongoing technical support.

## Assure H RTP sustainability

- To promote the H RTP framework across the public workforce system, prioritize H RTPs by realigning workforce development funds.
- To support H RTP goals, prioritize support to employers that are improving their capacity to invest in high road workforce development policies and practices, especially those in low-wage industries.

- To increase HRTP funding, create a network of philanthropists to support pilot programs that in the short term can meet the needs of individuals who experience high barriers to program participation while planning for eventual long-term systems change in the workplace.

### **Promote workforce system alignment**

- To secure equity and positive outcomes for underserved workers and communities, create alignment between the HRTP initiative and the workforce development system by reaching out to local workforce boards, American Job Centers of California (AJCC), and other organizations that share HRTP goals.
- To create better alignment between the community college system and training programs that meet employer and disadvantaged community needs, partner with the California Community Colleges Chancellor's Office.
- To advance the high road framework, develop a relationship with local workforce development agencies and create a template agreement that can be adapted to local efforts like infrastructure projects. This would be similar to a Project Labor Agreement, but it would incorporate provisions for climate change, equity and job quality standards, and other indicators linked to the high road framework.
- To incentivize adoption of the HRTP model by small businesses, minority-owned businesses, and worker cooperatives, identify partnership pilots and other discretionary programs that can be leveraged.

# Appendix A. Methodology

Our role as evaluators was to work with each partnership to document its evolution. As we compiled our findings, we focused on highlighting the innovative work each partnership employed to meet the H RTP’s goal of advancing equity, climate resilience, and job quality within its industry.

We used a “theory of change” framework to inform our evaluation, which enabled us to gain a deeper understanding of the process associated with the initiative. A theory of change approach considers how and why a desired change is expected to happen in a particular context. We developed a theory of change outcome map, a visual diagram in which we depicted the relationships between initiative strategies and intended results. The results include both short- and longer-term outcomes and reflect changes at individual, organization, and system levels.

We interviewed the team of technical assistance consultants to obtain feedback on project protocols; to confer on dates and times for interviews, focus groups, and possible site visits; and to finalize a contact list of all H RTP partners and focus participants. We also interviewed the executive director or project manager of each H RTP to gain a better understanding of the organizational structure of the partnership and its operations; to discuss capacity building activities and coalition building efforts; to discuss challenges and milestones; and to verify the contact information of each partner (for scheduling focus groups). Focus groups were used to develop benchmarks and metrics for the evaluation.

Closeout interviews were used to define H RTP success; to identify partnership development efforts and challenges in implementing the H RTP framework; and to understand sustainability and partnership goals.

In total we conducted twenty-two in-person interviews, six focus groups, and eight informational interviews with the technical assistance team; attended four community-of-practice convenings; and attended meetings and events that demonstration projects invited us to. All interviews were transcribed and coded using Dedoose, a mixed-methods program, to identify and analyze themes. Extensive team meetings and cross-checking procedures were incorporated to preserve accuracy across coders.

# Appendix B. H RTP Occupational Data

H RTP Industry & Occupations		Size of Workforce <sup>a</sup>	Median Annual Earnings <sup>a</sup>	Projected Occupational Growth <sup>b</sup>	
Services to Buildings and Dwellings	Janitors and Cleaners, Except Maids and Housekeeping Cleaners	98,630	\$29,840	+	10%
	Maintenance and Repair Workers, General	2,110	\$39,620	+	13%
Transit and Ground Passenger Transportation	Bus Drivers, Transit and Intercity	10,510	\$39,560	+	5%
	Subway and streetcar operations	N/A	\$65,420	+	3%
	Bus and Truck Mechanics and Diesel Engine Specialist	1,300	\$53,700	+	13%
	Rail Car Repairers	210	\$70,770	o	0%
Hospitality	Cooks, Institution and Cafeteria	13,450	\$34,570	+	13%
	Counter Attendants, Cafeteria, Food Concession, and Coffee Shop	310	\$28,380	+	12%
	Bartenders	5,400	\$29,680	+	10%
	Maids and Housekeeping Cleaners	54,660	\$29,210	+	13%
Port	Crane and Tower Operators	230	\$108,160	o	0%
Healthcare	Medical Assistants	91,660	\$37,650	+	17%
	Medical Records and Health Information Technicians	34,750	\$46,750	+	6%
	Building Cleaning Workers	130	\$25,110	o	N/A
	Counter Attendants, Cafeteria, Food Concession, and Coffee Shop	3,010	\$28,970	o	N/A
	Janitors and Cleaners, Except Maids and Housekeeping Cleaners	11,960	\$29,170	+	5%
	Social and Human Service Assistants	36,790	\$39,070	o	0%
Public Sector	Helpers, Construction Trades, All Other	90	\$55,200	+	4%
	Landscaping and Groundskeeping Workers	7,790	\$47,410	+	5%
	Janitors and Cleaners, Except Maids and Housekeeping Cleaners	10,590	\$49,510	+	5%
	Office Clerks, General	33,640	\$44,980	-	-5%
	Firefighter	28,170	\$84,560	+	5%
	Emergency Medical Technicians and Paramedics	1,540	\$64,960	+	13%

H RTP Industry & Occupations		Size of Workforce <sup>a</sup>	Median Annual Earnings <sup>a</sup>	Projected Occupational Growth <sup>b</sup>
Distribution & Logistics	Industrial Truck and Tractor Operators	26,060	\$38,640	+ 48%
	Refuse and Recyclable Material Collectors	2,010	\$31,090	o N/A
	Laborers and Freight, Stock, and Material Movers, Hand	106,040	\$32,180	+ 64%
	Heavy and Tractor-Trailer Truck Drivers	92,430	\$46,220	+ 16%
Water & Wastewater	Electrician	750	\$114,310	+ 33%
	Water & Wastewater Treatment Plant & System Operators	240	\$73,710	o 0%
	Control & Valve Installers & Repairs, Except Mechanical door	1,810	\$81,770	+ 20%
	Maintenance and Repair Workers, General	710	\$46,980	+ 13%
	Electrical and Electronics Repairers, Commercial and Industrial Equipment	80	\$103,450	o 0%

Note: N/A denotes data was not available.

a. Bureau of Labor Statistics, Department of Labor, Occupational Employment Statistics (OES) Survey Estimates for 2019.

b. State of California Employment Development Department, Industry and Occupation Employment Projections for 2016–26.

# Appendix C. H RTP Occupations by Race/Ethnicity

Occupations	Size of Workforce	Race/Ethnicity				
		LATINX	BLACK	ASIAN	OTHER	WHITE
Bartenders	40,825	25%	3%	5%	4%	63%
Bus and Truck Mechanics and Diesel Engine Specialist	26,990	41%	5%	6%	3%	46%
Bus Drivers, Transit and Intercity	52,810	34%	24%	8%	3%	31%
Control & Valve Installers & Repairs, Except Mechanical door	2,040	42%	6%	3%	4%	45%
Cooks, Institution and Cafeteria	244,390	68%	4%	11%	2%	16%
Counter Attendants, Cafeteria, Food Concession, and Coffee Shop	24,725	36%	6%	10%	5%	43%
Crane and Tower Operators	4,620	35%	6%	1%	4%	54%
Electrical and Electronics Repairers, Commercial and Industrial Equipment	1,130	17%	2%	11%	3%	67%
Electrician	83,110	37%	4%	6%	3%	51%
Emergency Medical Technicians and Paramedics	16,820	22%	4%	5%	2%	67%
Firefighter	34,110	20%	4%	4%	4%	67%
Heavy and Tractor-Trailer Truck Drivers	366,720	53%	6%	6%	3%	33%
Helpers, Construction Trades, All Other	8,475	73%	4%	3%	2%	19%
Industrial Truck and Tractor Operators	70,595	73%	6%	4%	3%	14%
Janitors and Cleaners, Except Maids and Housekeeping Cleaners	278,260	62%	7%	8%	2%	22%
Laborers and Freight, Stock, and Material Movers, Hand	243,160	54%	8%	7%	3%	28%
Landscaping and Grounds keeping Workers	217,980	76%	2%	3%	2%	17%
Maids and Housekeeping Cleaners	227,710	80%	3%	6%	2%	10%
Maintenance and Repair Workers, General	49,965	43%	6%	8%	3%	41%
Medical Assistants	58,760	54%	5%	11%	3%	27%
Medical Records and Health Information Technicians	12,280	32%	10%	21%	3%	35%
Office Clerks, General	191,690	32%	9%	15%	3%	41%
Rail Car Repairers	N/A	N/A	N/A	N/A	N/A	N/A

Occupations	Size of Workforce	Race/Ethnicity				
		LATINX	BLACK	ASIAN	OTHER	WHITE
Refuse and Recyclable Material Collectors	10,875	65%	10%	3%	2%	20%
Social and Human Service Assistants	18,600	40%	15%	10%	0%	36%
Subway and streetcar operations	1,150	26%	25%	6%	9%	34%
Water & Wastewater Treatment Plant & System Operators	7,220	22%	7%	6%	5%	60%

**Note:** Occupational data is not industry-specific. "Other" category includes Asian Pacific Islander and non-Hispanic individuals who reported multiple races or reported Some Other Race alone.

N/A denotes estimates were not available.

**Source:** U.S. Census Bureau, 2006–10 American Community Survey.

# Appendix D. H RTP Grantee Outcomes

## Building Skills Partnership (BSP)

- Established a labor-management committee in Northern California to identify skill gaps in the property service industry and the training needs of the workers. BSP NorCal has implemented nine GJEP classes at seven different companies in the tech industry and in state buildings.
- Implemented the Green Janitor Education Program at twenty-nine worksites across Southern California and impacted 445 workers throughout the region.
- Piloted a floor care technician program to create opportunities for upward mobility for female janitors.
- Piloted a blended Green Janitor Education Program in Northern California that combined basic digital literacy skills with sustainability practices. Through this hybrid model, twelve participants learned the basic functions of a tablet and/or smartphone, including using apps for learning.
- Identified potential apprenticeships to form career pathways from property service jobs to higher-paying positions like engineering.
- Developed a working model for employers and SEIU by uplifting the importance of investing in property service workers, who are largely Spanish-speaking immigrants and historically viewed as low skilled. Provided the workforce with opportunities for upskilling and career advancement within the industry.

## California Transit Works! (CTW)

- Formed a new regional transit H RTP consortium to educate, advocate for, and advise transit agencies and unions in building worker-centered training partnerships as a key strategy in meeting industry demand for qualified workers that provide reliable and effective clean energy transit services for our communities.
- Trained new H RTP worker leaders to create labor-management partnerships. CTW helped create the San Joaquin Regional Transit District (SJRTD) and the Amalgamated Transit Union Local 276 (ATU) H RTP based in Stockton. CTW helped SJRTD and ATU 276's sustained effort to overcome past adversarial relationships and to move forward to explore new ways of working together.
- Established an important partnership with Mission College, Santa Clara. CTW documented learning lessons from the college's experiences to create a new transit department, awarding multiple certificates of achievement. CTW has begun outreach to other community colleges to promote transit H RTP-college partnerships.
- Created a library of materials to produce future resources for H RTPs and supported a robust learning community of regional transit H RTPs that summarizes lessons learned from mentoring experiences and shares them with new H RTPs to enhance their training.
- Created the flagship model for US public transit, the Public Transit Leadership certificate program at Mission College. The certificate program curriculum is based on the experiences and lessons of veteran coach operator mentors. Apprentices are able to earn college credits as part of their employment, which has become a powerful recruitment and retention tool for new hires at VTA and in an industry with an urgent need for new workers. Both apprentices and veteran workers are eager to take college credit classes and advance their careers through this new pathway.
- Assisted transit agencies and unions with both pre-apprenticeship and apprenticeship models. The pre-apprenticeship models currently focus on two areas: 1) starting new coach operator peer-mentor programs; and 2) starting new mechanic helper programs with peer mentors to move people up the career ladder into transit mechanic positions. CTW assisted Golden Gate Transit, AC Transit, and San Joaquin RTD with new coach operator pre-apprenticeship programs; Golden Gate Transit and AC Transit with coach operator apprenticeship applications; and AC Transit with their mechanic helper program start-up. CTW advised San Joaquin RTD on their mechanic helper and transit mechanic apprenticeships.
- Worked with master instructors to create the Art of Training, a new certificate program for current and future transit apprenticeship instructors. The program meets California Community Colleges apprenticeship program requirements and will be a key resource for transit instructors throughout California.



## Hospitality Training Academy (HTA)

- Formed a partnership with the Los Angeles Unified School District (LAUSD), Division of Adult and Career Education (DACE) to create a pipeline of eligible candidates for HTA intensive English skills training. Employment opportunities with career pathways were created for new workers and access was expanded to self-sufficient wages, with union workers earning an additional \$6.50/hour in benefits (e.g., healthcare, retirement). All twenty-five HTA H RTP intensive English skills training participants were placed in union jobs. Hotel worker wages ranged from \$14.29/hour to \$19.15/hour, plus additional benefits at luxury hotels. Those placed in union food service jobs earned between \$13.67/hour and \$14.25/hour, plus additional benefits at LAX concessions.
- Created HTA Connect, an app-based roll-call system that allows UNITE HERE Local 11 members with low seniority to take shifts that match their skills and qualifications in five-star Los Angeles hotels. The system was beta tested, and HTA prepared to expand its reach and benefits, pending collective bargaining agreement negotiations.
- Served as a hospitality industry intermediary for the city of Los Angeles. HTA partnered with the city's WDB and nine of its AJCCs to develop a client referral protocol to review vacancies and to vet candidates. HTA's intermediary provided guidance to twenty-one of the region's AJCCs regarding a web-based portal and referral of qualified candidates between the AJCCs and 160 participating union hospitality employers. Partnerships with eighteen community-based organizations for potential referrals of job candidates were also developed. HTA received 140 client referrals; HTA referred sixty qualified candidates to hospitality employers for interviews; thirty candidates received interviews for jobs; and sixteen candidates were hired.
- Provided AJCCs information about all HTA services including the DOL HTA apprenticeships. Nine AJCC participants completed the frontloaded classroom training for the DOL-registered culinary/line cook and are currently completing more than 1,000 apprenticeship hours with union employers. The nine individuals earn wages ranging from \$13.82/hour to \$15.75/hour, with an additional earnings equivalent to \$6.50/hour in benefits (health, retirement).

## Jewish Vocational Service (JVS)

- Built three models of training and career readiness programs. 1) Internships in public utilities for students enrolled in college-based trades training programs: three students were matched with internships earning up to \$18.00/hour. 2) Utilities Civil Service Test prep class: two EBMUD trainees, three students were referred to or placed in preparation courses, one student was placed in a training related temporary job. 3) Auto mechanic pre-apprenticeship training: three cohorts; thirty pre-apprentices completed classroom and OJT training; fourteen pre-apprentices are now in training. Almost all pre-apprentices represent communities that are underserved in the trades: thirteen women, twenty-two transition-age youth, at least three who are re-entering the workforce after incarceration, and others who are homeless or housing insecure or lack a high school diploma or GED. Pre-apprentices from the first two cohorts earned \$18.00/hour to \$21.00/hour. Ten students from cohorts 1 and 2 secured training-related placements with wages up to \$34.00/hour.
- Increased the capacity of the Baywork consortium by hiring a manager.
- Engaged in broad dissemination efforts by sharing key learnings and challenges at three statewide and national convenings, through a quarterly Baywork newsletter, and at career fairs, parent presentations, and internships at youth-serving organizations and educational institutions.
- Conducted a teacher externship program targeting Bay Area teachers in partnership with five water agencies to increase awareness of the industry and trades among students through a curriculum contextualized to the water industry.
- Conducted teacher and counselor Workshop on Wheels (WOW) tours to increase teacher knowledge of key water sector occupations, steps to securing these jobs, and why these positions are strong employment opportunities for their students.
- Leveraged existing relationships and built new partnerships with community-based organizations (CBOs), resulting in 600 total applicants for the three cohorts of training pilots.
- Established working committees of Baywork employers to design a regional training model, establish metrics and evaluation, increase membership by engaging North Bay agencies, and implement revised consortium's bylaws. Baywork agencies approved a 2019-20 budget that included substantial fee increases and seven new agencies (including the city of Napa and Novato Sanitary), adding \$55,290 to Baywork's annual budget, a 50 percent increase over the 2018-19 budget.

## Port of Los Angeles (POLA)

- Created a pilot training program, where none previously existed, to train entry level and/or pre-admitted longshore workers on how to safely lash containers. The program provided a comprehensive two-day training course taught by experienced longshore workers with decades of lashing experience. The program included a classroom component and a hands-on component in which instructors taught participants how to lash on actual shipping containers using real lashing equipment. To provide a realistic environment, a simulator was fabricated to replicate the conditions on a containership.

## Shirley Ware Education Center (SWEC)

- Developed the High Road to Healthcare Careers program, a 128-hour core curriculum based off of the Fundamentals of Healthcare Competency Model, which can be adapted for continued use with a broader set of target participants. Delivered the core curriculum to twenty-two participants and will be making modifications for more effective implementation for the second iteration of the program.
- Five participants enrolled in postsecondary education concurrently with their full-time employment. The impact was life changing.
- Conducted three steering committee meetings that were composed of representatives from union partners (UHW), Kaiser Permanente, Dignity Health, and Alameda Health System. These meetings provided oversight and guidance on program structure, participant recruitment, curriculum development, and career pathway development for each High Road to Healthcare Careers participant.
- Established strong partnerships with key stakeholders and planned to scale the program.

## Worker Education and Resource Center (WERC)

- Registered three non-traditional apprenticeship programs with the US DOL Office of Apprenticeship for community health workers, emergency medical technicians, and assistant case managers. The community health worker program was also registered with the California Division of Apprenticeship Standards. A total of fifty apprentices were registered, sixteen completed and were hired, and twenty-three were still in the on-the-job portion of the program during the grant period. Started the assistant case manager program in June 2019, with sixteen new registered apprentices.
- Enlisted two trauma-informed practice (TIP) expert consultants (licensed clinical social workers) who conducted research and developed an approach based on the principles of TIP, which was integrated into the job-specific curricula for the six high road programs during the grant period. The expert conducted specific TIP workshops with apprentices, care navigators and emergency medical technicians, and WERC staff. WERC integrated this TIP approach in four additional programs with specific lesson plans and TIP intensive case management. A total of 114 participants benefited from WERC's TIP approach, attaining employment, resolving personal problems, and gaining confidence. WERC is currently reevaluating and making improvements to the practice.
- Inserted lesson plans into WERC's job preparation courses that covered relevant topics. Topics included the impact of climate events (drought, fire, automobile pollution, green space, carbon emissions) and remedies (water conservation and recycling, dry landscaping, thoughtful development and preservation of green space, public transportation, and zero emission vehicles). In grounds maintenance worker and laborer programs, lesson plans included modules on safety and health aspects of climate change on Los Angeles's parks and beaches and flood control.
- Implemented an intensive case management model. Case managers stay in contact with on-the-job mentors and supervisors, working with individuals who need extra support and coaching.

## West Oakland Job Resource Center (WOJRC)

Designed the TDL workforce pipeline to ensure disadvantaged clients have direct access to career path training and employment opportunities in the TDL industry. To achieve this goal, the WOJRC:

- Launched TDL pre-apprenticeship training to prepare students for Class A and Class B permits. Twenty participants started the program and eleven graduated; four were hired with a starting wage of \$16.00/hour, one was hired with a starting wage of \$18.00/hour; four were interviewing for jobs, and of those, one obtained a Class B permit, two obtained a Class A permit, and two are studying for their Class A permit exam.
- Developed and registered a Teamsters Apprenticeship Program with the California Division of Apprenticeship Standards (DAS) to train students for Class A and Class B driver's licenses. The program addresses labor shortages in the TDL industry and can be aligned to support local and disadvantaged hiring goals in forty-six Northern California counties.
- Teamsters established a Joint Apprenticeship Committee (JAC). WOJRC is the community representative. The JAC is adopting Teamsters Apprenticeship Program Policy, a point system to enroll clients in the apprenticeship program. The point system prioritizes disadvantaged and local residents and those who participated in WOJRC TDL pre-apprenticeship training. In addition, the policy allows port and OAB employers to "name call" candidates who meet the hiring requirement for local or disadvantaged individuals.
- Developed a High Road Staffing Agency (HRSA), a signatory staffing agency that offers better wages, possible fringe benefits, and on-going training for skills upgrading and serves as a transitional employment system for disadvantaged job seekers.
- Piloted a web-based time clock and dispatched software to trainees.
- Secured verbal commitments from two employers, Good Eggs and The Produce Company, to utilize the WOJRC staffing agency.
- Created IT infrastructure to track apprentices' training records and data. Apprentices' work hours and classroom hours were tracked so that apprentices would receive step increases. The JAC agreed to provide two step increases: from 85 percent to 90 percent on completion of 1,000 work and classroom hours, and from 90 percent to 100 percent on completion of 2,000 work and classroom hours.

**Note:** Self-reported data obtained from grantee High Road Training Partnerships Close Out Reports, May 1, 2017 – March 31, 2019.

# Notes

1. California Workforce Development Board, *High Road Overview* (Sacramento: California Workforce Development Board, [2018]), [https://cwdb.ca.gov/wp-content/uploads/sites/43/2019/09/High-Road-ECJ-Brief\\_UPDATED-BRANDING.pdf](https://cwdb.ca.gov/wp-content/uploads/sites/43/2019/09/High-Road-ECJ-Brief_UPDATED-BRANDING.pdf).
2. UCLA Labor Center, *The California High Road: A Road Map to Climate Resilience* (Sacramento: California Workforce Development Board, [2020]), [https://cwdb.ca.gov/wp-content/uploads/sites/43/2020/08/OneSheet\\_Climate\\_ACCESSIBLE.pdf](https://cwdb.ca.gov/wp-content/uploads/sites/43/2020/08/OneSheet_Climate_ACCESSIBLE.pdf).
3. UCLA Labor Center, *The California High Road: A Road Map to Equity* (Sacramento: California Workforce Development Board, [2020]), 2020, [https://cwdb.ca.gov/wp-content/uploads/sites/43/2020/08/OneSheet\\_Equity\\_ACCESSIBLE.pdf](https://cwdb.ca.gov/wp-content/uploads/sites/43/2020/08/OneSheet_Equity_ACCESSIBLE.pdf).
4. UCLA Labor Center, *High Road in Workforce Development*.
5. Ibid.
6. UCLA Labor Center, *The California High Road: A Road Map to Job Quality* (Sacramento: California Workforce Development Board, [2020]), [https://cwdb.ca.gov/wp-content/uploads/sites/43/2020/08/OneSheet\\_Job-Quality\\_ACCESSIBLE.pdf](https://cwdb.ca.gov/wp-content/uploads/sites/43/2020/08/OneSheet_Job-Quality_ACCESSIBLE.pdf).
7. Joel Rogers, "What Does 'High Road' Mean?," COWs website, 1990, <https://cows.org/wp-content/uploads/sites/1368/2020/05/1990-What-does-22high-road22-mean.pdf>.
8. Rachel Wharton and Alice Evans, "Systems Change: What It Is and How to Do It," London Funders website, <https://londonfunders.org.uk/systems-change-what-it-and-how-do-it>.
9. Elizabeth J. Kennedy, "Desert in the Deluge: Using Data to Drive Racial Equity," *Catholic University Law Review* 69, no. 1 (2020), <https://scholarship.law.edu/lawreview/vol69/iss1/7>.
10. Hans Johnson, Eric McGhee, and Marisol Cuellar Mejia, *California's Population* (San Francisco: Public Policy Institute of California, 2021), [https://www.ppic.org/wp-content/uploads/JTF\\_PopulationJTF.pdf](https://www.ppic.org/wp-content/uploads/JTF_PopulationJTF.pdf).
11. Ibid.
12. A low-wage job pays less than two-thirds of the median full-time wage in California. For 2017, any job that paid less than \$14.35 per hour is considered a low-wage job. A low-wage industry pays its workers this or less.
13. UC Berkeley Labor Center, *Low-Wage Work in California: Data Explorer* (website), <https://laborcenter.berkeley.edu/low-wage-work-in-california/#>.
14. Sarah Bohn and Tess Thorman, *Income Inequality in California* (San Francisco: Public Policy Institute of California, 2020), <https://www.ppic.org/wp-content/uploads/income-inequality-in-california.pdf>.
15. Bohn and Thorman, *Income Inequality in California*.
16. California Workforce Development Board, *High Road Overview*.
17. Working for American Institute, *High Road Partnerships Report: Innovations in Building Good Jobs and Strong Communities* (Washington, DC: American Federation of Labor and Congress of Industrial Organizations, 2000), <https://files.eric.ed.gov/fulltext/ED458355.pdf>.
18. California Workforce Development Board, *High Road Overview*.
19. UCLA Labor Center, *High Road in Workforce Development*.
20. Ibid.
21. The HRTPs utilized different approaches to gather their partners. All partners did not always gather at the same time.
22. Working for American Institute, *High Road Partnerships Report*.
23. California Workforce Development Board, *High Road Overview*.
24. UCLA Labor Center, *Road Map to Climate Resilience*.
25. A nonprofit organization, or a 501(c)(3) (in reference to the federal tax code that governs it), has tax-exempt status. Nonprofit employment and training organizations help workers connect to job opportunities and/or build their skills and careers. Workers served, services offered, employer engagement, and funding varies across nonprofits. A "Taft-Hartley" trust fund is a fund that receives contributions from a group of employers, usually within a specific industry, that is managed jointly by the contributing employers and the employees' union. Taft-Hartley trust funds often provide worker benefits (health care and retirement), but some are structured to finance training programs, grants, scholarships, and other types of education programs for unionized workers.
26. The pandemic has had a devastating impact on all sectors across the globe, but some sectors, like hospitality, have been the hardest hit. The projected occupational growth rates reported in appendix B are provided for setting the context. We understand that we will see both subtle and substantial industry shifts in the post-pandemic era. See Vik Krishnan, Ryan Mann, Nathan Seitzman, and Nina Wittkamp, "Hospitality and COVID-19: How Long Until 'No Vacancy' for US Hotels?," McKinsey & Company website, June 10, 2020, <https://www.mckinsey.com/industries/travel-logistics-and-transport-infrastructure/our-insights/hospitality-and-covid-19-how-long-until-no-vacancy-for-us-hotels>.
27. For more information on individual grantee outcomes see appendix D for a summary of self-reported outcomes.
28. UCLA Labor Center, *Road Map to Equity*.
29. Website of the U.S. Green Building Council, <https://www.usgbc.org/about/brand>.
30. UCLA Labor Center, *Road Map to Climate Resilience*.

31. David Madland and Terry Meginniss, *Five Ways State and Local Governments Can Make Climate Jobs Good Jobs* (Washington, DC: Center for American Progress, 2020), <https://cdn.americanprogress.org/content/uploads/2020/10/08074357/Climate-Jobs-Brief.pdf>.

32. Some industries are responding to external pressures—like statewide climate goals and training needs for workforce skills—that are making drastic changes to their operations. For instance, the 2018 California Air Resources Board (CARB) Innovative Clean Transit (ICT) requires all buses operated by public transit be replaced with zero emission vehicles by the year 2040. As a result, all public-agency mechanics, bus operators, and field service personnel will have to be trained on the operation, maintenance, and safety of zero emission buses. This makes updating statewide training an urgent need—and a clear strategic opportunity for alignment between climate and workforce development priorities. For more information see “California Transitioning to All-Electric Public Bus Fleet by 2040,” California Air Resource Board website, December 14, 2018, <https://ww2.arb.ca.gov/news/california-transitioning-all-electric-public-bus-fleet-2040>.

33. “Infectious Disease Certification Program,” Building Skills Partnership website, November 19, 2020, [https://static1.squarespace.com/static/5d715ee68b94f0001e206a8/t/5fb8349c523b0e37354dcad7/1605907616731/BSP\\_IDC+White+Paper.pdf](https://static1.squarespace.com/static/5d715ee68b94f0001e206a8/t/5fb8349c523b0e37354dcad7/1605907616731/BSP_IDC+White+Paper.pdf)

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