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Position: FAV



MARYLAND STATE & D.C. AFL-CIO

Affiliated with the National AFL-CIO

Donna S. Edwards
President

Samuel Epps, IV
Secretary-Treasurer

📞 410.280.2233

📠 410.280.2956

📍 7 School Street
Annapolis, MD 21401-2096

HB 1165 - State Procurement - Apprenticeship Program Accountability and Completion

Senate Budget and Taxation Committee

April 1, 2026

SUPPORT

Donna S. Edwards

Maryland State & DC AFL-CIO

Chairman and members of the Committee, thank you for the opportunity to submit testimony in support of HB 1165. On behalf of our 700 affiliated unions, I offer the following comments.

A strong workforce relies on highly skilled workers. Apprenticeships have consistently proven to be an effective way for individuals to gain hands-on experience and technical education, ensuring they develop the necessary expertise needed for their careers while providing employers with a competent and capable workforce.

In 2025, the General Assembly passed HB 500 - the Procurement Reform Act, mandating that bidders and contractors either participate in a certified apprenticeship training program or make payments into the State Apprenticeship Training Fund. HB 1165 builds on this work by adding a simple yet impactful requirement that any apprenticeship program used to meet State procurement or public works obligations must meet a minimum completion rate of 25%.

Completion rates are a significant indicator of whether an apprenticeship program delivers on its promise: providing real training, mentorship, and advancement. When the State invests public dollars in procurement and construction, it should be supporting programs that prepare workers for long-term careers. This legislation helps ensure that workers have a pathway to completion.

When apprentices complete their training, they strengthen the entire workforce, raising standards, improving project quality, and ensuring Maryland has a stable pipeline of skilled workers ready to meet the State's needs. HB 1165 strengthens this expectation by supporting apprentices not just through their recruitment but also through to completion.

For these reasons, we urge a favorable vote on HB 1165.



unions@mddclabor.org



www.mddclabor.org



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HB1165_ Crossover Hearing_MD Labor_FAV.pdf

Uploaded by: Jenna Bachman

Position: FAV



LEGISLATIVE OFFICE
45 Calvert Street
Annapolis, Maryland 21401
443-401-5129

MARYLAND DEPARTMENT OF LABOR TESTIMONY ON HOUSE BILL 1165

TO: Budget & Taxation Committee Members
FROM: Maryland Department of Labor (MD Labor)
DATE: April 1, 2026
BILL: State Procurement - Apprenticeship Program Accountability and Completion

MD LABOR POSITION: FAVORABLE

HB1165 would amend the definition of “Registered Apprenticeship program” to stipulate that programs must have a completion rate of 25%, as verified by the Maryland Department of Labor (MD Labor), to access certain State procurement contracts.

The Division of Workforce Development and Adult Learning (DWDAL) within MD Labor operates as Maryland’s State Apprenticeship Agency. Registered Apprenticeship offers job seekers immediate employment opportunities that provide sustainable wages and advancement along a career pathway. Graduates of Registered Apprenticeship programs receive nationally recognized, portable credentials, and their training may be applied towards further post-secondary education.

The Department is in support of HB1165 as amended by the House.

MD Labor has worked diligently with the bill sponsors and appreciates their collaboration on this legislation to strengthen Registered Apprenticeship programs in our State.

MD Labor respectfully requests that the Committee issue a favorable report on HB1165.

For questions, please contact Andrew Fulginiti at Andrew.Fulginiti@maryland.gov.

HB 1165 - Apprenticeship Bill - SUPP as amended -

Uploaded by: John Woolums

Position: FAV



Wes Moore, Governor | Aruna Miller, Lt. Governor | Atif Chaudhry, Secretary

HB 1165 - State Procurement - Apprenticeship Program Accountability and Completion

Position: Letter of Support

Committee: Senate Budget and Taxation Committee

Date: April 1, 2026

From: John R. Woolums, Esq.

The Maryland Department of General Services (DGS) is providing this Letter of Support on HB 1165, as amended.

HB 1165 would amend the definition of “Registered Apprenticeship program” to stipulate that programs must have a completion rate of 25%, as determined by the Maryland Department of Labor, to access certain State procurement contracts. DGS supports the intent of this legislation to ensure that more Marylanders benefit from the employment and career-building opportunities provided by registered apprenticeship programs. The Procurement Reform Act (PRA) of 2025 meaningfully expanded the role of apprenticeship programs in state procurement. However, additional provisions have been identified as necessary to facilitate the State’s successful implementation of apprenticeship programs.

Specifically, the Maryland Department of Labor and DGS requested the following amendments to HB 1165:

- Inclusion of definitions for “apprenticeship cohort,” “completion rate,” and the different types of Registered Apprenticeship programs, such as “group joint apprenticeship program” and “individual non-joint apprenticeship program,” to provide increased clarity to practitioners;
- Updating language to clarify that new Registered Apprenticeship programs are still eligible for procurement contracts by stating the completion percentage requirement only applies to programs that have graduated at least one cohort;
- Technical change to say that the Department verifies, rather than “determines,” completion rates; and
- Technical change to the statute established by the 2025 Procurement Reform Act to clarify that covered procurements of \$1,000,000 or more shall utilize a Registered Apprenticeship program or an eligible internship program.

DGS respectfully requests a favorable report on HB 1165, as amended.

Contact: John R. Woolums, Esq., Director of Government and Legislative Affairs
(410) 260-2908 (O), (667) 434-0008 (M), john.woolums@maryland.gov

[FINAL] Senate DNW HB 1165 Testimony.docx.pdf

Uploaded by: Nicole Williams

Position: FAV

NICOLE A. WILLIAMS, ESQ.
Legislative District 22
Prince George's County

Judiciary Committee

Chair, Public Safety Subcommittee

Chair, Prince George's
County House Delegation



Annapolis Office
The Maryland House of Delegates
6 Bladen Street, Room 207
Annapolis, Maryland 21401
410-841-3058
800-492-7122 Ext. 3058
Nicole.Williams@house.maryland.gov

THE MARYLAND HOUSE OF DELEGATES
ANNAPOLIS, MARYLAND 21401

April 1, 2025

The Honorable Guy Guzzone
Senate Budget and Taxation Committee
3 West Miller Senate Office Building
Annapolis, Maryland 21401

House Bill 1165

Good afternoon Chair Guzzone, Vice Chair Rosapepe, and members of the Senate Budget and Taxation Committee. I am Delegate Nicole Williams, and I will be testifying in favor of House Bill 1165, also known as **State Procurement - Apprenticeship Program Accountability and Completion**. This bill requires certain apprenticeship programs utilized in certain State procurements to have at least a 25 percent completion rate, as determined by the Maryland Department of Labor.

The State of Maryland invests heavily in prevailing wage construction for important projects such as schools, transportation, and infrastructure. Unfortunately, too many apprenticeship programs fail to graduate their participants, with completion rates in some programs falling below 10 percent. Such poor completion rates often indicate poor instruction, inadequate supervision, or a program that is created solely to reduce labor costs.

This bill ensures that Maryland's apprenticeship system adheres to a higher standard in delivering on its promise of meaningful training and bright careers. By ensuring that apprenticeship programs meet a minimum completion rate of 25 percent before assigning apprentices to publicly funded projects, the State guarantees that taxpayer dollars are supporting legitimate workforce development and the next generation of skilled Maryland workers. This legislation incentivizes workforce performance and creates accountability where none currently exists. For these reasons, I urge the committee to give a favorable report on House Bill 1165.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Nicole Williams', with a long horizontal flourish extending to the right.

Delegate Nicole A. Williams, Esq.

Baltimore's Promise_ Position on HB1165 .pdf

Uploaded by: Kerra Dukes

Position: FWA



**HB1165- State Procurement - Apprenticeship Program Accountability and Completion
Hearing in the Budget and Taxation Committee, April 1, 2026
Position: Favorable with Amendments**

Dear Chairman Guzzone, Vice Chair Rosapepe, and members of the Senate Budget and Taxation Committee:

My name is Julia Baez, and I serve as the Chief Executive Officer of Baltimore's Promise. We respectfully offer a favorable position with amendments on House Bill 1165, State Procurement – Apprenticeship Program Accountability and Completion.

Baltimore's Promise strongly aligns with the intent of this legislation. We believe that public investments in apprenticeship programs should lead to meaningful, measurable outcomes, specifically completion, credential attainment, and long-term economic mobility. HB1165 reflects an important and necessary shift toward outcomes-based accountability, and we commend the State for advancing this conversation.

This bill connects directly to our work through CareerBound, a citywide workforce initiative that connects young people ages 14 to 26 to high-demand career pathways. These pathways include registered apprenticeships, occupational skills training, industry-recognized credentials, and comprehensive wraparound supports. Our model is designed not just to connect young people to opportunities, but to ensure they are able to persist, complete, and successfully transition into high-growth, high-wage careers.

As Maryland continues its broader push to strengthen apprenticeship quality and accountability, HB1165 reinforces something we see every day in our work: apprenticeship growth cannot be measured by access alone. Rather, it must also be measured by whether programs are structured in a way that allows participants—especially young people—to stay engaged and complete. This means strong employer partnerships, high-quality related instruction, effective supervision, and the wraparound supports necessary for long-term success.

The bill is also clearly situated within Maryland's larger workforce and education agenda. The State has set an ambitious goal of reaching 60,000 registered apprentices by 2030, alongside the Blueprint goal that 45% of public high school graduates complete the high school level of a registered apprenticeship or another industry-recognized credential by graduation. HB1165 is essential to achieving that goal, not just in scale, but in ensuring those apprenticeships lead to completion, credentials, and long-term economic mobility.

CareerBound is operating within, and helping to bring to life this exact policy vision at the local level. In that sense, HB1165 is not an isolated policy change; it is part of a broader shift toward building a more coordinated, accountable, and outcomes-driven apprenticeship ecosystem.

From our perspective, several implications stand out.

To begin with, quality and completion will matter even more. As the State places greater emphasis on completion rates, our focus on youth supports, including case management, school alignment, employer mentorship, and structured training, becomes even more critical.



Completion is not accidental; it is the result of intentional design and sustained support for both students and employers.

In addition, intermediary support becomes increasingly important. Baltimore's Promise serves as the backbone infrastructure aligning public systems, employers, and providers, and tracking outcomes across programs, to ensure this work delivers results at scale. The State's growing investment in intermediary structures, including the Registered Apprenticeship Qualified Intermediary Program, reflects the value of this role in ensuring programs operate as part of a coordinated, results-driven system.

At the same time, this bill reinforces opportunities in nontraditional sectors. The State's focus on expanding apprenticeships in areas like healthcare aligns directly with our work to build pathways in high-growth industries, demonstrating that these efforts are part of a broader statewide strategy.

Equally important, there is a clear advocacy opportunity. As completion becomes a more visible policy priority, CareerBound can help demonstrate what actually drives success for youth apprentices: consistent advising, employer readiness, paid work-based learning, aligned school schedules, and access to wraparound support.

While we support the direction of the bill, we believe several amendments are necessary to ensure it achieves its intended impact without creating unintended consequences.

Most importantly, we recommend differentiating by population served. A single 25% completion threshold, while well-intentioned, may unintentionally disadvantage programs serving opportunity youth and those facing systemic barriers. Programs working with higher-need populations often require additional time and resources to achieve strong outcomes. For this reason, we recommend adopting tiered or contextual benchmarks that reflect the population served, as well as program type and maturity.

Beyond that, accountability must be paired with the supports required for completion. Our data and experience make clear that completion is directly tied to access to transportation, childcare, mental health services, career coaching, housing, and other resources. Without these supports, even well-designed programs will struggle to meet performance thresholds. Accordingly, we recommend incentivizing or requiring wraparound support within apprenticeship models tied to state funding.

Just as critical, the State should prioritize continuous improvement over disqualification. Rigid thresholds will exclude programs serving the young people this policy is intended to reach. Instead, the bill should allow for improvement plans, time-bound performance benchmarks, and access to technical assistance to help programs strengthen over time.

Finally, we recommend strengthening data infrastructure and measurement. Accurate and meaningful accountability depends on the ability to track outcomes across systems. This requires cross-agency data sharing, longitudinal tracking, and investment in systems that support data integration and continuous improvement. Aligning with existing statewide data systems, such as the Maryland Longitudinal Data System, as well as local efforts like the Baltimore City Youth Data Hub, will be critical to ensuring the success of this policy.

BALTIMORE'S PROMISE

Every Child. Infinite Possibilities.



P: 443.873.6000 | F: 667.309.6631
P.O. Box 65120
Baltimore, MD 21209
baltimorespromise.org

As a backbone organization and intermediary, Baltimore's Promise is uniquely positioned to partner with the State in this work. We can help operationalize accountability frameworks, support providers in improving outcomes, and ensure that young people, particularly those facing the greatest barriers, have equitable access to high-quality career pathways.

HB1165 moves Maryland in the right direction, but its impact will depend on whether it works for the young people who need it most. With the right amendments, this bill can ensure apprenticeship is not just expanded, but that it delivers real outcomes, for Baltimore's youth and for the State as a whole.

This is fully aligned with CareerBound's work. Maryland is raising expectations not just for access, but for quality, completion, and accountability, exactly what is needed to make apprenticeship a credible, scalable pathway to economic mobility.

Thank you for your time and consideration. We respectfully urge a favorable report with amendments.

Sincerely,

Julia Baez
Chief Executive Officer
Baltimore's Promise