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SAN DIEGO ASSOCIATED BUILDERS AND CONTRACTORS, GOLDEN GATE ASSOCIATED BUILDERS AND CONTRACTORS, SOUTHERN CALIFORNIA ASSOCIATED BUILDERS AND CONTRACTORS, AND LOS ANGELES - VENTURA ASSOCIATED BUILDERS AND CONTRACTORS

#### IN THE PROCEEDING BEFORE THE

#### OFFICE OF ADMINISTRATIVE LAW JUDGES

#### UNITED STATES DEPARTMENT OF LABOR

DEPARTMENT OF LABOR, OFFICE OF	) Case Nos. 2002-CCP-1,
APPRENTICESHIP TRAINING,	) 2003-CCP-1
EMPLOYER AND LABOR SERVICES,	
	) AMICUS BRIEF IN SUPPORT OF OATELS
Prosecuting Party,	) MOTION FOR SUMMARY JUDGMENT
v.	Administrative Law Judge:  The Honorable John M. Vittone
CALIFORNIA DEPARTMENT OF	) The Honorabic John W. Vittone
INDUSTRIAL RELATIONS,	)
,	)
Respondent	)
	)
and	)
CALIFORNIA APPRENTICESHIP COUNCIL,	
Respondent.	
respondent.	

### I. INTRODUCTION

The San Diego Associated Builders and Contractors, Golden Gate Associated Builders and Contractors, Southern California Associated Builders and Contractors, and Los Angeles - Ventura Associated Builders and Contractors file this brief as *amicus curiae* in support of the Office of Apprenticeship Training, Employer and Labor Services' ("OATELS") motion for summary judgment to have the California Department of Industrial Relations ("CDIR") and the California Apprenticeship Council ("CAC") derecognized for state apprenticeship purposes.

Derecognition is appropriate for the following reasons:

- 1. The CDIR and CAC violated the Fitzgerald Act by failing to obtain prior approval from OATELS for the revisions of California Labor Code section 3075 which instituted the so-called "needs test."
- 2. The needs test violates the Fitzgerald Act because it limits, rather than promotes, apprenticeship opportunities, and the purpose of the "needs" test has been to preserve union programs' monopolies in various areas of the State.
- 3. The conduct of California over the last several years has clearly indicated an agenda and purpose through the CDIR/CAC to favor prospective union programs over non-union programs. This is in addition to the two items listed below.

#### II. BACKGROUND FACTS

Within California, ABC is represented by four separate chapters who sponsor registered apprenticeship programs. These chapters are the San Diego Associated Builders and Contractors, Golden Gate Associated Builders and Contractors, Southern California Associated Builders and Contractors, and Los Angeles - Ventura Associated Builders and Contractors (the "California ABC Chapters"). Approximately 80 percent of all construction workers are employed by merit shop companies in California.

In total, the California ABC Chapters and their Programs represent literally hundreds of contractors and over one thousand apprentices. One of ABC's primary functions is to implement and oversee nonunion apprenticeship training programs. Each of the California ABC Chapters sponsors a nonunion apprenticeship training program (the "ABC Programs"). The Programs are each registered and approved by the State of California.

Robert Balgenorth, President of the California State Building and Construction

Trades Council ("SBCTC"), has filed a declaration in this proceeding. It provides in part:

- "(4). The *vast majority of the apprentices* registered in *state-approved* apprenticeship programs in California are union members represented by the SBCTC and its affiliates. These apprentices are enrolled in programs jointly sponsored by building trades unions and union signatory contractors.
- (5). There are approximately 62,500 apprentices registered in state-approved apprenticeship programs in the building and construction trades in California. Of those 62,500 apprentices, approximately 57,000 are registered in joint apprenticeship programs set up pursuant to collective bargaining agreements between building trades unions and union contractors. Apprentices represented by building trades unions thus make up about 90 percent of the individuals who would be affected by the derecognition of the California Department of Industrial

Relations ("DIR") by the Office of Apprenticeship Training, Employer and Labor Services ("OATELS")." (Italics added). (See Exhibit 1).

Mr. Balgenorth has been Chairman of the California Apprenticeship Council which has, for years, been made up of primarily union affiliated representatives. The above-referenced declaration of Mr. Balgenorth helps substantiate and explain the discrimination against non-union apprenticeship programs and proposed programs by the CDIR. The union controlled CAC has absolutely no economic incentive to allow competitive non-union apprenticeship programs to be become registered. According to Mr. Balgenorth's own sworn statement, the SBCTC has a virtual monopoly relative to apprenticeship programs in California. Those holding the monopoly control the governmental entity, the CAC, which enables the SBCTC to thwart approvals of non-union programs through unreasonable delays in approving competitive, non-union programs.

In October 1999, California's Assembly Bill ("AB") 921 was signed into law.

Among other things, AB 921 amended section 3075 of the state labor code to read as follows:

- (b) For purposes of this section, the apprentice training needs in the building and construction trades shall be deemed to justify the approval of a new apprenticeship program only if any of the following conditions are met:
- (1) There is **no existing apprenticeship program** approved under this chapter serving the same craft or trade and geographic area.
- (2) Existing apprenticeship programs approved under this chapter that serve the same craft or trade and geographic area do not have the capacity, or neglect or refuse, to dispatch sufficient apprentices to qualified employers at a public works site who are willing to abide by the applicable apprenticeship standards.

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(3) Existing apprenticeship programs approved under this chapter that serve the same trade and geographic area have been identified by the California Apprenticeship Council as deficient in meeting their obligations under this chapter.

Cal. Lab. Code § 3075(b).

California Labor Code section 3075(b) has been dubbed "the needs test." It is undisputed that prior to implementing the needs test, neither CDIR nor CAC requested OATELS' approval. In fact, they were warned repeatedly by OATELS of the problems with the needs test but these warnings were ignored.

Since the enactment of the needs test, the Programs have substantially been unable to receive approval from the CDIR or CAC for any new or expanded apprenticeship programs. During this five year period, only four new or expanded unilateral programs (as opposed to union based programs) were approved by California.

Based on the obvious disparity of treatment between union based programs and non-union programs, the Programs filed a complaint with the Department of Labor. The ensuing investigation led to this proceeding. As a further result, OATELS began concurrently registering local apprenticeship programs in California as of August 2003. Since that time, OATELS has promptly approved 17 new or expanded unilateral construction programs. This also demonstrates how California's delays in giving approvals have been unnecessary.

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## THE NEEDS TEST VIOLATES THE FITZGERALD ACT BECAUSE IT LIMITS, RATHER THAN PROMOTES, APPRENTICESHIP OPPORTUNITIES

The needs test is discriminatory because it limits the opportunities of apprentices, specifically, apprentices of non-union unilateral programs. The Fitzgerald Act does not provide for or allow that type of discrimination. Moreover, the needs test sends a clear message to non-union programs that they have a long, uphill battle obtaining approval which discourages even going to the trouble to apply and persevere. The message is also that there are two classes of programs: Those that are "in" the club and those that have the heavy burden of justifying why they should be let in the club. Existing club members under the statute have preference under the needs test.

The Fitzgerald Act specifically provides for equal treatment of union and nonunion programs. Associated Builders and Contractors, Inc. v. Reich, 963 F. Supp. 35, 38 (D.D.C. 1997); 29 C.F.R. § 29.3(i); Legislative History, Request for Judicial Notice ("RJN") Ex. A at 20, 26, 56-57, 95.

In Southern Cal. Chapter of Associated Builders and Contractors, Inc. v.

California Apprenticeship Council 4 Cal.4<sup>th</sup> 422 (1992), nonunion contractors sought state
approval of an apprenticeship program that would be operated in the same geographical areas as
union affiliated programs. Id. at 427. The CAC refused, citing to a state regulation (the earlier
"needs test") prohibiting programs that would adversely affect the prevailing conditions in the
area. Id. The contractors challenged the decision on the grounds that this regulation, different
from and in addition to the Fitzgerald Act, was preempted by ERISA. Id. at 427-28.

The California Supreme Court agreed. The apprenticeship programs were employee welfare benefit plans. Id. at 436-40. The Court concluded that state laws governing approval of apprenticeship programs have a "connection with" those programs. Id. at 441. Moreover, the state law expressly refers to the programs, bringing it within the federal law's preemptive reach. Id. The law was not saved from preemption by the savings clause. "Neither the fact that federal law envisions additional state regulation nor the fact that the state regulation is consistent with the purpose of the federal law resolves the issue of preemption. Under ERISA's savings clause as interpreted by the Supreme Court, the pertinent question remains whether the preemption of the state law would modify, impair or hinder the federal law" (i.e., the Fitzgerald Act). Id. at 451 (emphasis added). Preemption of this additional state requirement for approval of apprenticeship programs would not affect the purpose or the operation of the Fitzgerald Act or its regulations. Id. at 452. To the extent a state law sets forth a requirement for approval of apprenticeship programs that is completely independent of those set forth by federal laws and regulations, the law does not fall within the scope of ERISA's general savings clause. Id. at 453. (See also Associated General Contractors v. Smith, 74 3d 1166 (9th Cir. 1996) and Electrical Joint Apprenticeship Committee v. MacDonald, 949 F.2d 270 (9th Cir. 1996). i.e. The Fitzgerald Act does not authorize a needs test.

# IV. CDIR'S AND CAC'S FAILURE TO OBTAIN OATELS' PRIOR APPROVAL FOR THE NEEDS TEST MERITS DERECOGNITION

Section 50 of the Fitzgerald Act authorizes the Secretary of Labor to formulate and promote the furtherance of labor standards necessary to "safeguard the welfare of apprentices" and "to extend the application of such standards by encouraging the inclusion

thereof in contracts of apprenticeship." 29 U.S.C. § 50. Pursuant to this express authority, the Secretary of Labor has promulgated regulations regarding the registration of apprenticeship programs.

The regulations provide detailed requirements which apprenticeship programs must meet in order to be approved. See 29 C.F.R. § 29.5. These regulations also set forth guidelines for the recognition of a State Apprenticeship Agency or Council ("SAC") such as CAC. See 29 C.F.R. § 29.12. Prior to obtaining approval from the Secretary of Labor, an SAC must comply with a number of requirements including providing a "description of policies and operating procedures which depart from or impose requirements in addition to those prescribed in this part." 29 C.F.R. § 29.12(a)(5) (emphasis added).

The reason for this regulation is obvious: If the SAC is changing the basis upon which it was given Federal authority, it must first obtain Federal approval. Here, it is undisputed that neither CDIR nor CAC sought prior approval from OATELS for the needs test created by the amendments to California Labor Code section 3075. This failure is in contradiction of 29 C.F.R. § 29.12(a)(5). Moreover, even after being warned several times by OATELS, the state refused to obtain approval.

A SAC may be derecognized for "failure to fulfill, or operate in conformity with, the requirements of this part." 29 C.F.R. § 29.13. For California to take the position that a SAC can unilaterally change the basis upon which it received Federal approval is certainly not in conformity with this regulation.

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## THE DISCRIMINATION BY THE STATE OF CALIFORNIA AGAINST NON-UNION PROGRAMS JUSTIFIES DERECOGNITION

Until approximately 1993, California utilized a prior "needs" test to impede and preclude the approval of many non-union apprenticeship programs. After this earlier needs test was found to be illegal by the California Supreme Court as a violation of the Fitzgerald Act, various non-union apprenticeship programs were approved. Then, with the election of Gray Davis and a new regime in California, non-union programs again faced major stumbling blocks. New "needs" legislation was enacted, new union affiliated appointments were made to the CAC, and the discriminatory delay tactics began.

A classic example of the delay tactics involved the San Diego ABC

Apprenticeship Program's long delay in obtaining approval of its low voltage EST apprenticeship program, even though the local IBEW Program received prompt approval for virtually an identical program.

On October 21, 2002, San Diego ABC's program submitted its Standards to the DAS. ABC was advised that as of November 1, 2002, the program was officially listed on the DAS "received" log book. There it sat despite numerous letters, telephone calls and emails. DAS did not even review the program submittal until July of 2003. Over twelve months later, on November 6, 2003, ABC finally received its approval (Judicial Notice is hereby requested of Exhibits 2 and 3 attached hereto from DAS' records). This occurred only after derecognition proceedings had been filed by OATELS.

In contrast, on February 28, 2001, the IBEW submitted its application to the DAS for a low voltage Sound Technician program which was **virtually identical** to the aforementioned ABC program. **Less than two months later**, on April 11, 2001, the chief of the DAS approved the program! This was inexplicable, inexcusable and a classic example of discrimination. Why did it take less than two months to approve the union's low voltage program and over six times longer to approve the non-union program? (Judicial Notice is hereby requested of Exhibit 4 attached hereto from DAS' files).

#### VI. CONCLUSION

California has obstinately taken the position that it can enact and implement a State statute, the "needs test," as a condition for program approvals. This is a "test" designed to limit the approvals of new programs if they might compete with existing union programs which the SBCTC proudly asserts have monopolies. A discriminatory system could not be more blatant.

The discriminatory needs test and the substantial delays by California in approving new programs are vehicles to inhibit apprenticeship program growth, not expand it. Moreover, elimination of competition encourages inefficiency in the existing programs, it does not improve it. If union programs have no competition, they have no incentive to improve.

Finally, a state as recalcitrant as California, in light of OATELS warnings and Federal case law directly on point, can simply not be allowed to operate as a renegade. The only solution, brought on by California's refusal to abide by Federal law, is derecognition.

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Respectfully/submitted,

Richard M. Freeman

for SHEPPARD, MULLIN, RICHTER & HAMPTON  ${\tt LLP}$ 

## **EXHIBIT 1**

SAN FRANCISCO, CALIFORNIA 941

EILEEN B. GOLDSMITH (#218029) 2 ALTSHULER, BERZON, NUSSBAUM, **RUBIN & DEMAIN** 3 177 Post Street, Suite 300 San Francisco, CA 94108 4 Telephone: (415) 421-7151 5 Attorneys for Proposed Amicus Curiae 6 State Building and Construction Trades Council of California, AFL-CIO 7 IN PROCEEDINGS BEFORE THE 8 9 UNITED STATES DEPARTMENT OF LABOR 10 In the Matter of: No. 2002-CCP-1 11 DEPARTMENT OF LABOR, OFFICE OF DECLARATION OF ROBERT L. 12 BALGENORTH IN SUPPORT OF APPRENTICESHIP TRAINING, EMPLOYER AND LABOR SERVICES, STATE BUILDING AND 13 **CONSTRUCTION TRADES** Prosecuting Party, COUNCIL'S REQUEST TO 14 PARTICIPATE AS AMICUS CURIAE 15 ٧. (29 C.F.R. § 18.12) 16 CALIFORNIA DEPARTMENT OF INDUSTRIAL RELATIONS, 17 Administrative Law Judge The Honorable Jo Respondent. 18 19 CALIFORNIA APPRENTICESHIP 20 COORDINATORS ASSOCIATION, 21 Amicus Curiae or Intervenor. 22 23 24 I, Robert L. Balgenorth, do hereby declare: 25 1. I am President of the State Building and Construction Trades Council of 26 California, AFL-CIO ("SBCTC"). 27 28

DECL. OF BALGENORTH IN SUPP. SBCTC'S REQUEST TO PARTICIPATE AS AMICUS CURIAE, No. 2002-CCP-1

SCOTT A. KRONLAND (#171693)

SAN FRANCISCO, CALIFORNIA 94108

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- SBCTC is a federation of labor organizations composed of about 200 local 2. unions and 20 district councils, which together represent about 375,000 construction workers in California, including journeypersons and apprentices.
- SBCTC was founded in 1901, and its primary mission is to represent the interests 3. of its affiliates and their members, and to improve the health, jobs, safety and economic conditions of all working men, women and minors in the construction industry.
- The vast majority of the apprentices registered in state-approved apprenticeship 4. programs in California are union members represented by the SBCTC and its affiliates. These apprentices are enrolled in programs jointly sponsored by building trades unions and unionsignatory contractors.
- There are approximately 62,500 apprentices registered in state-approved 5. apprenticeship programs in the building and construction trades in California. Of those 62,500 apprentices, approximately 57,000 are registered in joint apprenticeship programs set up pursuant to collective bargaining agreements between building trades unions and union contractors. Apprentices represented by building trades unions thus make up about 90 percent of the individuals who would be affected by the derecognition of the California Department of Industrial Relations ("DIR") by the Office of Apprenticeship Training, Employer and Labor Services ("OATELS").

I declare under penalty of perjury under the laws of the United States and the State of California that the foregoing is true and correct.

Executed in Sacramento, California, on this  $\frac{26}{100}$  day of August, 2002.

# **EXHIBIT 2**

NOV 0 6 2003

STATE OF CALIFORNIA

GRAY DAVIS, Governor

DEPARTMENT OF INDUSTRIAL RELATIONS
DIVISION OF APPRENTICESHIP STANDARDS
455 GOLDEN GATE AVENUE, 8<sup>TH</sup> FLOOR
SAN FRANCISCO, CA 94102
(415) 703-4920

(415) 703-4920 FAX: (415) 703-5477 www.dir.ca.gov

ADDRESS REPLY TO: Div. of Apprenticeship Standards P. O. Box 420603 San Francisco, CA 94142-0603

iego, Inc.

Associated Builders and Contractors of San Diego, Inc. Electronic Systems Technician (Sound Technician) UATC

4499 Ruffin Road, Suite 300 San Diego, CA 92123

Date: October 31, 2003 DAS File No.: 05041 District No.: 16

Attention: Sherry Yarbrough

Senior Training Director

Dear Ms. Yarbrough,

I have reviewed the enclosed Apprenticeship Program Standards for the occupation of Electronic Systems Technician (Sound Technician) and found your Standards to be in compliance with applicable federal and state law and meet all the requirements of the California Code of Regulations (C.C.R.) Article 4, Section 212. "Content of Program Standards."

Pursuant to C.C.R. Section 212.2 "Eligibility and Procedure for DAS Approval of an Apprenticeship Program, your program is hereby granted approval to operate in accordance with your Apprenticeship Program Standards, which I have signed and enclosed. Congratulations!

Sincerely,

Henry F. Thurs III
Chief, DAS

Cc: Minnie Poindexter - Senior Consultant

Joseph Sais

File



State of California - Department of Industrial Relations

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Associated Builders							
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San Diego and I	mperial Co	ounties					
3. Committee Address - Str	eet Address, City	& Zip Code				Telepho	ne No.
4499 Ruffin Roa	d, Suite 3	300, San Diego	CA 92123			619-492-9	300
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12. E.: A minimum of \$0.60 for training should be paid to ABC Training Trust. \$2.20 for health and welfare will be paid to ABC Health & Welfare Trust. The remainder of the dollar cost amount for fringe or portions thereof, shall be paid either as wages in lieu of benefits, or shall be irrevocably paid to third-party providers for benefits, including but not limited to health & welfare, pension, vacation, holiday or training. The payments for each period: 1st. \$0.86, 2nd. \$0.97, 3rd. \$1.07, 4th. \$1.17, 5th. \$1.38, 6th. \$1.48, 7th. \$1.68, 8th. \$1.79 PROGRAM SPONSOR: A.B.C. OF SAN DIEGO, INC.

A qualified employer may employ one apprentice when Ratio: at least one journeyperson is regularly employed and one additional apprentice for each one additional

not be permitted when related instruction classes are scheduled.

George Hawkins Executive Vice President

Das Hendquarters Usa Date 2-02 10-2 Date Processed Date

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# EXHIBIT 4

## State of California Repartment of Industrial Relations DIVISION OF APPR

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Distr	ict No.:	16 tandards								
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X	VA									

1.	Name of Committee San Diego Sound Tech	nnician Joint App	renticeshi	p and Traini	ng Cor	nmittee				
2.	Area Covered by Standa San Diego and Imperia	ards Il Counties			•					
3.	Committee Address S 4675-D Viewridge Ave	treet Address, Ci nue, San Diego,	ty & Zip Co CA 9212	od <b>e</b> 3			•		Telephone N ) 569-6322,	
4.	Occupation(s)								DOT Numbe	
	Sound Technician								829.281.02	• •
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AF	proved Chief, Division	Apprenticeship	Standard	9/1	. —			Date Approv	ed	

DOL v. DIR and California Apprenticeship Case Nos. 2002-CCP-1, 2003-CCP-1 PROOF OF SERVICE 1 2 STATE OF CALIFORNIA, COUNTY OF SAN DIEGO 3 I am employed in the County of San Diego; I am over the age of eighteen years and not a party to the within entitled action; my business address is 12544 High Bluff Drive, Suite 300, San Diego, California 92130-3051. 4 5 On September 20, 2004, I served the following document(s) described as AMICUS BRIEF IN SUPPORT OF OATELS' MOTION FOR SUMMARY 6 **JUDGMENT** 7 on the interested party(ies) in this action by placing true copies thereof enclosed in sealed 8 envelopes and/or packages addressed as follows: 9 SEE ATTACHED SERVICE LIST 10 X BY MAIL: I am "readily familiar" with the firm's practice of collection and processing correspondence for mailing. Under that practice it would be deposited 11 with the U.S. postal service on that same day with postage thereon fully prepaid at San Diego, California in the ordinary course of business. I am aware that on motion 12 of the party served, service is presumed invalid if postal cancellation date or postage meter date is more than one day after date of deposit for mailing in affidavit. 13 BY OVERNIGHT DELIVERY: I served such envelope or package to be 14 delivered on the same day to an authorized courier or driver authorized by the overnight service carrier to receive documents, in an envelope or package designated by the overnight service carrier. 15 16 **BY FACSIMILE:** I served said document(s) to be transmitted by facsimile pursuant to Rule 2008 of the California Rules of Court. The telephone number of 17 the sending facsimile machine was 858-509-3691. The name(s) and facsimile machine telephone number(s) of the person(s) served are set forth in the service list. The sending facsimile machine (or the machine used to forward the facsimile) 18 issued a transmission report confirming that the transmission was complete and without error. Pursuant to Rule 2008(e), a copy of that report is attached to this 19 declaration. 20 BY HAND DELIVERY: I caused such envelope(s) to be delivered by hand to the office of the addressee(s). 21 22 × **STATE:** I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct. FEDERAL: I declare that I am employed in the office of a member of the bar of 24

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this Court at whose direction the service was made. I declare under penalty of perjury under the laws of the United States of America that the foregoing is true and correct.

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W02-SD:6DLH1\51347389.1 -1-PROOF OF SERVICE Executed on September 20, 2004, at San Diego, California.

Doris Herrera

#### **SERVICE LIST**

1	SERVI	CE LIST
2 3	Counsel for Litigation U.S. Department of Labor, Division of Employment and Training Legal Services	Office of Administrative Law Judges U.S. Department of Labor 50 Fremont Street
4	Room N-2101, FPB 200 Constitution Ave., N.W. Washington, DC 20210	Suite 2100 San Francisco, CA 94105
5	VIA ELECTRONIC & U.S. MAIL	
6 7	Jackson & Associates 2300 Bethards Drive	Anthony Swoope Administrator
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