



**OAKLAND  
WORKFORCE DEVELOPMENT BOARD  
SPECIAL MEETING**

**Wednesday, June 24, 2020**

9:00 a.m. – 11:00 a.m.

Teleconference

Please see the agenda to participate in the  
meeting



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## OAKLAND WORKFORCE DEVELOPMENT BOARD (OWDB)

### SPECIAL BOARD MEETING NOTICE

Teleconference  
Wednesday June 24, 2020  
9:00 a.m. – 11:00 a.m.

Pursuant to the Governor's Executive Order N-29-20, all members of the Oakland Workforce Development Board and City Staff will join the meeting via phone/video conference and no teleconference locations are required.

#### **PUBLIC PARTICIPATION**

The public may observe and/or participate in this meeting many ways.

#### **OBSERVE:**

**To observe the meeting by video conference**, please click on this link:

<https://zoom.us/j/95061281064> at the noticed meeting time.

Instructions on how to join a meeting by video conference is available at: <https://support.zoom.us/hc/en-us/articles/201362193-joining-a-Meeting>

**To listen to the meeting by phone**, please call the numbers below at the noticed meeting time: Dial (for higher quality, dial a number based on your current location US: +1 669 900 9128 or +1 253 215 8782 or +1 346 248 7799 or +1 646 558 8656 or +1 301 715 8592 or +1 312 626 6799

Webinar ID: 862 8547 7596. If asked for a participant ID or code, press #.

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#### **COMMENT:**

**To comment by Zoom video conference**, click the “Raise Your Hand” button to request to speak when Public Comment is being taken on the eligible Agenda item. You will then be unmuted, during your turn, and allowed to make public comments. After the allotted time, you will then be re-muted.

Instructions on how to “Raise Your Hand” is available at: <https://support.zoom.us/hc/en-us/articles/205566129-Raise-Hand-In-Webinar>.

**To comment by phone**, please call on one of the above listed phone numbers. You will be prompted to “Raise Your Hand” by pressing “\*9” to request to speak when Public Comment is being taken on the eligible Agenda Item. You will then be unmuted, during your turn, and allowed to make public comments. After the allotted time, you will then be re-muted.

Instructions of how to raise your hand by phone are available at: <https://support.zoom.us/hc/en-us/articles/201362663-Joining-a-meeting-by-phone>.

If you have any questions, please email Lazandra Dial at [Ldial@oaklandca.gov](mailto:Ldial@oaklandca.gov).

**OAKLAND WORKFORCE DEVELOPMENT BOARD (OWDB)**

**SPECIAL BOARD MEETING NOTICE**

**June 24, 2020**

**9:00am-11:00am**

Teleconference

**AGENDA**

*Members of the public who wish to address the Board on published issues should do so at the time the agenda item is being discussed. Raise your hand if you are viewing by video or hit \*9 if you are joining by phone. You will have 2-minutes to speak on the item.*

*Issues that the public wishes to address that are not published on the agenda will be heard during the Public Forum section. Raise your hand if you are viewing by video or hit \*9 if you are joining by phone. You will have 2-minutes to speak on the item.*

**I. PROCEDURAL ITEMS**

- a. Call to Order and Roll Call
- b. Chair Remarks
- c. Adoption of the Agenda
- d. Approval of Minutes (Action) from

**II. ACTION ITEMS**

- a. 2020/2021 Workforce Budget

**III. DISCUSSION ITEM**

- a. Race & Equity

**IV. PUBLIC FORUM**

(For items that members of the public wish to address that are NOT on the agenda)

**V. STAFF REPORTS**

**VI. ANNOUNCEMENTS**

**VII. CLOSING REMARKS & ADJOURN**

**NEXT SCHEDULED REGULAR BOARD MEETING  
THURSDAY, AUGUST 6, 2020 – 8:30AM-11:00 AM**

*These WIOA Title I financially assisted programs or activities are “Equal Opportunity Employers/Programs”. Auxiliary aids and services are available upon request to individuals with disabilities.*

**Oakland Workforce Development Board  
2020 Meeting Calendar  
1 Frank Ogawa Plaza, Hearing Room 4 – 8:30am-11:00am**

<b>Thursday - February 6, 2020</b>	<b>Regular Meeting</b>
<b>Friday - March 20, 2020</b>	<b>Executive Committee Meeting</b>
<b>Thursday - May 7, 2020</b>	<b>Regular Meeting</b>
<b>Friday - June 19, 2020</b>	<b>Executive Committee Meeting</b>
<b>Thursday - August 6, 2020</b>	<b>Regular Meeting</b>
<b>Friday - September 18, 2020</b>	<b>Executive Committee Meeting</b>
<b>Thursday - November 5, 2020</b>	<b>Regular Meeting</b>
<b>Friday - December 18, 2020</b>	<b>Executive Committee Meeting</b>

**Dates and time subject to change**

## ITEM I.d. APPROVAL OF MINUTES

Thursday, May 15, 2020

Chair Gutierrez called the meeting to order at 9:05 a.m.

**Roll Call:** John Brauer, Jason Gumataotao, Zeydi Gutierrez, Polly Guy, Derreck Johnson, Lee McMurtray, Doreen Moreno, Kalpana Oberoi, Gilbert Pete, Raminder Somal, and Lynn Vera were present. Omar Sabeh arrived at 10:05 am.

**Absent:** Brian Salem

Chair Gutierrez reviewed the process of how the meeting would proceed under the Zoom meeting. She noted that as of May 18<sup>th</sup>, Lazandra would be the Interim Workforce Development Board Executive Director.

### Approval of Minutes

Chair Gutierrez stated the minutes from the February 6, 2020 meeting were presented for approval.

*Board Member Johnson moved, seconded by Board Member Pete to approve the minutes of the February 6, 2020 meeting as presented.*

*Board polled as follows: Brauer, Gumataotao, Gutierrez, Guy, Johnson, McMurtray, Moreno, Oberoi, Pete, Sabeh, Somal, and Vera voted "aye." Rodriguez abstained.*

### BUSINESS Action Items

#### II a. Proxy and Alternative Designee

Chair Gutierrez read staff's recommendation regarding the proxy and alternative designee.

*Interim Workforce Development Board Executive Director Dial* noted staff was recommending a change to the bylaws that would not allow for a proxy or alternative designee if a board member could not attend a meeting.

Discussion held regarding how it was not common for boards to allow proxy's or alternative designees.

Discussion held pertaining to how it would be difficult to maintain consistency.

*Board Member Brauer moved, seconded by Board Member Pete to approve staff's recommendation to not allow a proxy or alternative designee. Board polled: All ayes.*

#### III b. 2020 Youth Summer Employment and Service Provider Allocations

Chair Gutierrez read what staff's request regarding modifications to the 2020 Youth Summer Employment and Service Provider Allocations.

*Interim Workforce Development Board Executive Director Dial* advised she would be presenting. She reviewed the background of the program and how the program generally was run. She noted with the remote working, staff was looking to modify the program to reflect the current changes in work. She reviewed the funding sources and noted the money would be allocated to six nonprofit youth services providers to administer the summer youth employment program. It is hoped that it would provide 290 Oakland youth with subsidized summer employment opportunities (including job readiness training and other supportive services).

Discussion held pertaining to whether the agencies had established the social distancing guidelines.

*Interim Workforce Development Board Executive Director Dial* mentioned that they were not open, but it was something that they State was looking at implementing. She also mentioned that Christina would no longer be working in Workforce Development as she had transferred to another department within the city.

Discussion held pertaining to how the youth would be monitored under the current shelter in place order.

*Interim Workforce Development Board Executive Director Dial* advised that she would look into it and report back.

*Staff Member Walker* stated staff was looking to do hybrid model of Metrix. She stated she had spoken with another City career exploration, digital literacy and financial literacy. She noted that when a student completed each module, there was pay attached to it. She stated staff was looking at using stipends and not pay in relation to using such a program.

***Board Member Brauer moved, seconded by Board Member Pete to move forward with staff's recommendations to modify the 2020 Youth Summer Employment and Service Provider Allocations. Board polled: All ayes.***

## **II c. Cannabis Workforce Grant Funding**

Chair Gutierrez stated the city would like to accept \$350,000 from Bureau of Cannabis Control for workforce development opportunities in the cannabis industry, development procurement and professional services contracts with workforce development providers and authorize staff to add a grant funded Cannabis Equity Analyst position.

*Interim Workforce Development Board Executive Director Dial* mentioned that in 2017 the Oakland City Council had established the nation's first cannabis equity program after a race and equity analysis. The City's actions led to the passage of Senate Bill 1294, California Cannabis Equity Act of 2018, and the Budget Act of 2019, Item 1111-490-Reappropriation, which together set aside \$10 million to support local jurisdictions with cannabis equity programs via a local equity grant program administered by the Bureau of Cannabis Control (BCC). October 9, 2019 the BCC approved for the City to receive over \$1.6 million in local equity grant program funding. Some of

the money will advance workforce development opportunities in the cannabis industry for Oakland residents. The funding will also assist with funding a Cannabis Equity Program Analyst position in the Workforce Development Board. She noted staff had spoken with Oakland based cannabis supply chain business owners to discuss needs. Staff was looking to invite meeting of the Oakland Workforce Collaborative as well as Peralta Community College staff.

Ebele Ifedigbo, Co-Founder and Co-Executive Director with Hood Incubator, they are a national cannabis headquartered in Oakland. There was a need for the money to come into the area for the specific industry. She said they had worked closely with black owned businesses and assisted other states with getting legislation passed like Oakland had. She stated by 2025 there would be a million jobs in the industry at all levels.

Lynese Martin, Oakland Cannabis Regulatory Commission and Vice Chair Cannabis Commission. She noted they were working on a tool to determine what is happening with the cannabis industry. She noted the industry was considered essential during this time. She noted she had questions regarding policy and procedures during the shelter in place. She questioned if there was a hiring freeze and if so, how that would affect hiring the grant funded position.

*Interim Workforce Development Board Executive Director Dial* noted the position would not be affected as it was grant funded. She stated they were in the process of getting the position posted. She also mentioned there might be a special board meeting in June to discuss the budget.

Jae Maldonado, Unity Council, representing youth workforce program, noted youth of color were still criminalized. Hoped during the procurement process youth of color are not left out.

Discussion held pertaining to how there would be oversight of equity and quality during the procurement of services.

Discussion held regarding the cannabis sector partnership meeting held.

Board Member Vera questioned if the City would not be awarded federal money if the City was involved.

Greg Minor, City Administrator's Office, stated there was a great need for government to support the workforce needs. He noted there would be additional opportunities created. He stated the funds were from California and would directly assist the war on drugs.

*Staff Member Walker* stated there were 4 state approved apprenticeships in the State of California. She noted a pharmacy technician was one of those types of apprenticeships.

Discussion held concerning how staff had identified the sectors that cannabis apprenticeships were available.

Gregory Minor provided a brief oversight of the types of jobs available. He stated the additional program analyst would assist greatly with obtaining and providing information.

***Chair Gutierrez moved, seconded by Board Member Pete to move forward with staff's recommendations for the Cannabis Workforce Grant Funding. Board polled: All ayes.***

### **III D. Dislocated Worker Emergency Assistance Funding**

Chair Gutierrez noted staff was seeking to accept \$528,000 from the California Employment Development Department and approve funding to the following providers: Lao Family Community Development, Oakland Private Industry Council, and The Unity Council. She reviewed the COVID-19 Dislocated Worker Project. She explained how the City would be working with the Alameda Labor Council (ALC) to outreach members in SEIU, IATSE, HERE and Teamsters. She ad

*Interim Workforce Development Board Executive Director Dial* reviewed the COVID-19 Dislocated Worker Project. She explained how the City would be working with the Alameda Labor Council (ALC) to outreach members in SEIU, IATSE, HERE and Teamsters. She advised staff had also applied for funding to support a healthcare sector project. She advised that each of the providers would receive \$145,000 and the remaining \$93,000 would be allocated to health care sector focused project and administrative costs. She noted the money would be mainly for the underserved and impacted individuals.

Board Member Pete questioned how many people would be served and would the funding be allocated based on the need for each of community-based program.

*Interim Workforce Development Board Executive Director Dial* advised the dislocated worker program was to serve 52 individuals. She stated the money was evenly distributed as they all had similar needs.

Board Member Sabeh stated he represented some of the workers involved who would receive the funding and questioned if he should be involved.

*Interim Workforce Development Board Executive Director Dial* stated it would be a matter of whether he needed to recuse himself. She recommended he recuse himself, so there was no question of conflict.

***Board Member Oberoi moved, seconded by Board Member Guy to move forward with staff's recommendations for the Cannabis Workforce Grant Funding. Board polled: Brauer, Gumataotao, Gutierrez, Guy, Johnson, McMurtray, Moreno, Oberoi, Pete, Somal, and Vera voted "aye". Sabeh recused himself. Eleven "ayes", one recused. Motion passed.***

### **PUBLIC FORUM**

No speakers.

### **STAFF REPORTS**

Board Member Guy inquired if anyone knew the status on the Building Department and if the department was open or how the city was handling that.

*Interim Workforce Development Board Executive Director Dial* advised the City was still working remotely with no expected return date at this time. She noted there were some workers who are reporting to work. She noted the City was working on a return to work plan. She stated the Business Center web page had information for employees and businesses. She noted the City has set up a website and was trying to update as often as possible. She reviewed funding that was received for businesses during the pandemic. She stated the state EDD has submitted a \$150 million-dollar proposal for the national dislocated worker program, but they did not receive the full amount. She mentioned how the City had submitted for \$2.7 million but most likely would not receive that amount.

*Staff Member Walker* stated 3,300 had been laid off. She noted the Oakland A's/Aramark from Coliseum were a large part of those. She said there was probably the number was closer to 5,000 for the whole City and that most of them were hospitality related jobs. She noted the City had been receiving WARN notices from companies that had to lay off workers.

#### **Adjournment**

There being no further business, the meeting was adjourned at 11:04 AM

#### **Date and Time of Next Meeting**

The next meeting will be held on Thursday, August 6, 2020 at 9:00 am.



## ITEM II.a.- ACTION



**To: Oakland Workforce Development Board**  
**From: OWDB Staff**  
**Date: June 24, 2020**  
**Re: Approve FY 2020-2021 OWDB Budget**

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### **RECOMMENDATION:**

That the Oakland Workforce Development Board (OWDB):

- 1) Accept \$800,000 from the State of California, Office of the Governor, “Go Biz,” Equity Acts Grant Funds and authorize staff to develop a procurement and professional services contracts with workforce development service providers for said funds;
- 2) Authorize the carryover of unspent FY 2019-20 funds to contracted service providers in FY 2020-21;
- 3) Approve the proposed budget and funding amounts to service providers for FY 2020-21 budget; and
- 4) Direct staff to finalize the report and forward to the Oakland City Council for approval.

### **BACKGROUND**

The City of Oakland and the OWDB operate on a fiscal year calendar that runs from July 1 through June 30 of the following year. Federal law requires that the OWDB adopt its own budget, while the Oakland City Charter stipulates that this budget must also be approved by the City Council. Both the City Council and OWDB must adopt a budget on or before June 30. To this end, there are additional points of intersect between these two processes that are worth further examination.

#### City of Oakland’s Biennial Budget

The City of Oakland operates on a two-year budget cycle; the budget cycle is based upon a fiscal year calendar that runs from July 1 through June 30 of the following year. While the City’s budget is adopted for a two-year period, appropriations are divided into two one-year spending plans. Currently, the City is approaching the end of the first year of the two-year cycle. During the second year, the Mayor and City Council conduct a midcycle budget review to address variances in estimated revenues and expenditures, and other changes to the City’s financial condition. The city’s midcycle budget process incorporates departmental adjustments and/or requests (March-April 2020), then release of a proposal from the City of Oakland Administration (May 2020), and the adoption of the budget by City Council in June 2020.

#### OWDB Annual Budget

The OWDB is a mandated policy body appointed by the Mayor and charged with approving the use of federal Workforce Innovation and Opportunity Act (WIOA) funds that are allocated annually to through the State of California Employment Development Department (EDD), as well as other workforce development funds under the city’s purview. The OWDB must develop a

budget that is subject to approval by the Chief Elected Official of an area receiving WIOA funds (which in Oakland’s case is the Mayor). Additionally, because WIOA does not supersede local governance, the Oakland City Charter mandates that the Oakland City Council must also approve the allocation of WIOA funds. Within the City’s budget, the OWDB’s funds are received and distributed in various designated accounts, including Fund 2195 (WIOA) Fund 1010 (General Fund), Fund 1030 (Measure HH), Fund 5671 (Oakland Army Base), and Fund 7999 (Miscellaneous/Other).

**CURRENT SITUATION**

On May 22, 2020, the City released the proposed mid-cycle budget for FY 2020-21 and can be viewed online at <https://www.oaklandca.gov/documents/fy-2020-21-propose-midcycle-budget-staff-report-resolution>.

Along with other state and local agencies across the country, the City is facing extraordinary budget challenges due to the recent public health emergency related to the coronavirus outbreak. The FY 2020-21 baseline budget shows a significant shortfall in the General Purpose Fund and many other funds. Departments were provided balancing measure targets, by fund to address the budget shortfall.

**Revenues**

*WIOA Revenues*

The California Employment Development Department (EDD) released its planning budget estimates for the Adult, Dislocated Worker and Youth programs on May 14, 2020 in the amount of \$3,394,761. This is a slight increase of \$62,271, over last year’s allocation in the amount of \$3,289,042, for the three funding streams. Currently, EDD has not yet released Rapid Response allocations. For planning purposes, staff is estimating Rapid Response allocations flat to last year.

WIOA Program	FY 2019-20	FY 2020-21	Change (+/-)	
			\$	%
Adult	1,090,102	1,151,078	60,976	6%
Dislocated Worker	902,747	843,832	(58,915)	-7%
Youth	1,087,625	1,147,835	60,210	6%
Rapid Response (estimate)	208,568	208,568	0	0%

EDD FY 2020-21 planning estimates can be viewed at: [https://www.edd.ca.gov/jobs\\_and\\_training/pubs/wsin19-45.pdf](https://www.edd.ca.gov/jobs_and_training/pubs/wsin19-45.pdf)

Additionally, the OWDB recently accepted over 1.3 million from EDD in Covid-19 related emergency assistance and job support.

*City General Fund Revenues*

Departments across the City were asked to reduce general fund in mid-cycle to meet balancing measure targets. The Midcycle temporarily reduces unallocated funding for workforce and vocational training (Fund 1010) in the amount of \$150,000. As the funds have not been programmed, there is minimal impact to existing services.

While there was a reduction to unallocated funding, there is one-time general fund support for

1. Cypress Mandela in the amount of \$250,000; and
2. An increase of \$25,000 to the Day Laborer program for a total grant amount of \$220,000.

### **Other Revenues**

The OWDB has several other revenue sources under its purview, many of which are for specific projects and/or services (such as funds for summer jobs, and Army Base related revenue that directly supports the West Oakland Job Resource Center).

#### *Cannabis Workforce Grant*

On May 15, 2020, the Oakland Workforce Development Board accepted \$350,000 from the Bureau of Cannabis Control (BCC) to support to local cannabis equity programs that are either in operation or in development. In coordination with the Special Activity Permits Division, we will utilize available BCC funds, leveraged with existing workforce development funds to engage Oakland cannabis businesses on employment needs and develop workforce opportunities for equity applicants and licensees. BCC funding will also fund a Cannabis Equity Program Analyst position in the Workforce Development Board.

#### *State of California “Go Biz” Equity Acts Grant*

On June 18, 2020 the City Council approved state funding to facilitate grants and loans to equity operators to support businesses’ start-up and ongoing costs, loans to purchase properties that support multiple equity operators, and workforce development programs within the cannabis industry. \$800,000 was awarded directly to workforce programs. Go-Biz funds can assist with advancing workforce development opportunities in the cannabis industry for Oakland residents disproportionately impacted by the war on drugs. The cannabis industry offers a variety of employment options and growth opportunities that need to be further engaged and supported.

In coordination with the Department of Economic and Workforce Development, the Special Activity Permits Division will utilize available Go-Biz funds leveraged with existing workforce development funds to engage Oakland cannabis businesses on employment needs and develop cannabis-specific workforce opportunities for equity applicants and licensees. These cannabis workforce pilot projects can then serve as the basis for additional state grant applications to maintain or expand successful cannabis workforce programs. The OWDB will develop a procurement to identify service providers to deliver workforce activities in the cannabis industry.

#### *Measure HH and Private Grant Funds*

As part of the City Council’s adopted FY 2017-2019 biennial budget, the OWDB was granted \$400,00 in one-time funding from Measure HH (sugar-sweetened beverage tax). The allocation for Summer was reduced to \$377,279. To offset this reduction, the OWDB has secured a \$25,000 grant from Bank of America and a \$35,000 grant from Kaiser. Additionally, \$155,607 was awarded from JP Morgan Chase for additional summer job opportunities. Approximately, \$62,721 in carry forward funds will be utilized to support the 2020 program.

#### *West Oakland Job Resource Center (WOJRC)*

The City Council authorized the use of Army Base billboard revenue to support the WOJRC and the budget appropriates \$346,347 to support the ongoing operations of the center. This is down \$8,990 from last year. The WOJRC supports job creation, hiring targets and workforce

development polices of the City of Oakland Local Hire Ordinance and assists Oakland Army Base employers in fulfilling their local hiring goals.

Estimated Funds Remaining from FY 2019-2020

At this time, staff is recommending any FY 2019-20 contracted funds not fully spent by service providers by June 30, 2020 be authorized to carry over into FY 2020-21 to provide greater flexibility and responsiveness to meet emerging and rapidly changing needs and circumstances due to Covid-19 and related impacts. Staff will return to the OWDB with a report of any additional carryover funds as soon as these amounts are known, most likely in the Fall.

**Expenditures**

The FY 2020-2021 workforce development budget, attachment IIa.1. reflects the revenues and expenditures outlined above. With a net two percent WIOA increase, staff is recommending that service provider funding recommendations remain flat to last year with an adjustment to training allocations to ensure that the City meet the training expenditure requirements.

The FY 2020-21 OWDB budget and contract recommendations will be forwarded for consideration by the Community and Economic Development Committee (CED) of the Oakland City Council.

The FY 2020-21 service provider recommended allocations include the following:

AGENCY	Fund Category	Total Approved:
<b>Adult Service Provider Contracts</b>		
<b>Cypress Mandela</b> <i>General Fund Grant</i>	General Fund	\$250,000
	<b>Cypress Mandela Total</b>	<b>\$250,000</b>
<b>Program Operations</b>		
	Adult	\$237,047
	Dislocated Worker	\$209,948
	Emergency Addtl Assistance	\$103,000
	National DW Grant	\$150,170
	<i>Program Operation Subtotal</i>	<i>\$700,165</i>
<b>Direct Client Support</b>		
<b>Lao Family Community Development</b> <i>America's Job Center of CA (AJCC)</i> <i>Career Services Provider</i> East Oakland	Adult Training	\$130,666
	DW Training	\$78,931
	National DW Training	\$72,000
	Adult Support Services	\$20,000
	DW Support Services	\$18,000
	National DW Support Svs	\$7,167
	Covid Impacted Support Svs	\$42,000
	<i>Direct Client Support Subtotal</i>	<i>\$368,764</i>
	<b>Lao AJCC East Total</b>	<b>\$1,068,929</b>
<b>Program Operations</b>		
	Adult	\$188,047
	Dislocated Worker	\$166,948
	Emergency Addtl Assistance	\$103,000
	National DW Grant	\$150,170
	<i>Program Operation Subtotal</i>	<i>\$608,165</i>
<b>Direct Client Support</b>		
<b>Oakland Private Industry Council</b> <i>America's Job Center of CA (AJCC)</i> <i>Comprehensive Career Services Provider</i> West Oakland	Adult Training	\$102,538
	DW Training	\$39,214
	National DW Training	\$72,000

	Adult Support Services	\$16,000
	DW Support Services	\$14,000
	National DW Support	\$7,167
	Covid Impacted Support Svcs	\$42,000
	<i>Direct Client Support Subtotal</i>	<i>\$292,919</i>
	<b>OPIC AJCC West Total</b>	<b>\$901,084</b>
<b>Oakland Private Industry Council</b> <i>One-Stop Operator</i>	<b>Program Operations</b>	
	Adult	\$31,797
	Dislocated Worker	\$28,198
	<b>OPIC Comp/Operator Total</b>	<b>\$59,995</b>
<b>The Unity Council</b> <i>America's Job Center of CA (AJCC)</i> <i>Career Services Provider</i> Fruitvale - Central Oakland	<b>Program Operations</b>	
	Adult	\$139,048
	Dislocated Worker	\$123,948
	Emergency Addt'l Assistance	\$108,000
	National DW Grant	\$150,170
	<i>Program Operation Subtotal</i>	<i>\$521,166</i>
	<b>Direct Client Support</b>	
	Adult Training	\$77,537
	DW Training	\$50,621
	Emergency Addt'l Assist Trng	\$45,000
National DW Training	\$72,000	
Adult Support Services	\$12,000	
DW Support Services	\$10,000	
National DW Support	\$7,167	
Covid Impacted Support Svcs	\$42,000	
<i>Direct Client Support Subtotal</i>	<i>\$316,325</i>	
	<b>UC AJCC Central Total</b>	<b>\$837,491</b>
<b>Day Labor Center (DLC)</b>	General Fund	\$220,000
	<b>DLC Total</b>	<b>\$220,000</b>
<b>West Oakland Job Resource Center (WOJRC)</b>	Billboard	\$346,647
	<b>WOJRC Total</b>	<b>\$346,647</b>
<b>Youth Services Contracts</b>		
<b>Civicorps</b> <i>Youth Services Provider</i> West Oakland	Youth	\$154,243
	<b>Civicorps Youth Total</b>	<b>\$154,243</b>
<b>Lao Family Community Development</b> <i>Youth Services Provider</i> East Oakland	Youth	\$276,648
	<b>Lao Youth Total</b>	<b>\$276,648</b>
<b>The Unity Council</b> <i>Youth Services Provider</i> Fruitvale - Central Oakland	Youth	\$262,541
	<b>UC Youth Total</b>	<b>\$262,541</b>
<b>Youth Employment Partnership</b> <i>Youth Services Provider</i> Fruitvale - Central Oakland	Youth	\$184,174
	<b>YEP Youth Total</b>	<b>\$184,174</b>
<b>Professional Services Contracts</b>		
<b>Oakland Private Industry Council</b> <i>Eastbay WORKS (EBW)</i>	<b>Program Operations</b>	
	Adult	\$5,733
	Dislocated Worker	\$5,733
	Rapid Response	\$5,733
	Youth	\$5,733
	<b>OPIC EBW Total</b>	<b>\$22,932</b>
<b>Total Service Provider Allocation \$4,584,684</b>		

FY 2020-2021 OWDB Budget

A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	
1		Fund 2195									Fund 1010	Fund 1030	Fund 5671	Fund 2159			Fund 7999			
2		Workforce Innovation and Opportunity Act (WIOA)																		
3		Adult	Dislocated Worker	Rapid Response	Youth	Covid Impacted	Add'l Assist	Nat'l DW Grant	WIOA Subtotal	General Fund	Measure HH	Billboard	Cannabis Workforce	Go Biz	P2E Direct Services	P2E Support Services	Misc Donations	Other Revenue Subtotal	GRAND TOTAL	
4	<b>ESTIMATED REVENUES</b>																			
35	Carryover Revenue					126,000	402,000	800,000	1,328,000				350,000		200,000	364,462	62,721	977,183	2,305,183	
36	FY 2019-2020 Revenue	1,151,078	843,832	208,568	1,147,835				3,351,313	954,209	377,279	491,867		800,000			210,000	2,833,355	6,184,668	
7	<b>TOTAL REVENUE</b>	<b>1,151,078</b>	<b>843,832</b>	<b>208,568</b>	<b>1,147,835</b>	<b>126,000</b>	<b>402,000</b>	<b>800,000</b>	<b>4,679,313</b>	<b>954,209</b>	<b>377,279</b>	<b>491,867</b>	<b>350,000</b>	<b>800,000</b>	<b>200,000</b>	<b>364,462</b>	<b>272,721</b>	<b>3,810,538</b>	<b>8,489,851</b>	
8	<b>EXPENDITURES</b>																			
9	<b>SERVICE PROVIDER CONTRACTS</b>																			
10	<b>Youth Services</b>																			
11	Civicorps (West Oakland)				154,243				154,243									0	154,243	
12	Lao Family (East Oakland)				276,648				276,648									0	276,648	
13	Unity Council (Fruitvale-Central Oakland)				262,541				262,541									0	262,541	
14	YEP (Fruitvale-Central Oakland)				184,174				184,174									0	184,174	
15	Youth Summer Employment Program								0		377,279						272,721	650,000	650,000	
16	<b>Adult Services</b>																			
17	Building Opportunities for Self-Sufficiency (P2E)								0						200,000			200,000	200,000	
18	Construction Trades Workforce Initiative (WAF 7.0)								0									0	0	
19	Lao Family (East Oakland)	237,047	209,948				103,000	150,170	700,165									0	700,165	
20	Lao Family (P2E)								0							200,000		200,000	200,000	
21	Oakland PIC (West Oakland/Comprehensive)	188,047	166,948				103,000	150,170	608,165									0	608,165	
22	OPIC One-Stop Operator	31,797	28,198						59,995									0	59,995	
23	Unity Council (Fruitvale-Central Oakland)	139,048	123,948				108,000	150,170	521,166									0	521,166	
24	West Oakland Job Resource Center								0		346,647							346,647	346,647	
25	Workforce Development Services								0			200,000	800,000					1,000,000	1,000,000	
26	Day Laborers Program								0	220,000								220,000	220,000	
27	Cypress Mandela								0	250,000								250,000	250,000	
28	<b>Service Provider Subtotal</b>	<b>595,939</b>	<b>529,042</b>	<b>0</b>	<b>877,606</b>	<b>0</b>	<b>314,000</b>	<b>450,510</b>	<b>2,767,097</b>	<b>470,000</b>	<b>377,279</b>	<b>346,647</b>	<b>200,000</b>	<b>800,000</b>	<b>200,000</b>	<b>200,000</b>	<b>272,721</b>	<b>2,866,647</b>	<b>5,633,744</b>	
29	<b>DIRECT CLIENT SUPPORT</b>																			
30	Lao Training Services	130,666	78,931					72,000	281,597									0	281,597	
31	Lao Support Services	20,000	18,000			42,000		7,167	87,167									0	87,167	
32	Oakland PIC Training Services	102,538	39,214					72,000	213,752									0	213,752	
33	Oakland PIC Support Services	16,000	14,000			42,000		7,167	79,167									0	79,167	
34	Unity Training Services	77,537	50,621				45,000	72,000	245,158									0	245,158	
35	Unity Support Services	12,000	10,000			42,000		7,167	71,167									0	71,167	
36	<b>Direct Client Support Subtotal</b>	<b>358,741</b>	<b>210,766</b>	<b>0</b>	<b>0</b>	<b>126,000</b>	<b>45,000</b>	<b>237,501</b>	<b>978,008</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>978,008</b>	
37	<b>Professional Services</b>																			
38	EASTBAY Works	5,733	5,733	5,733	5,733				22,932									0	22,932	
39	<b>Professional Services Subtotal</b>	<b>5,733</b>	<b>5,733</b>	<b>5,733</b>	<b>5,733</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>22,932</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>22,932</b>	
40	<b>CITY OPERATIONS</b>																			
41	EWD Admin/Finance	55,029	55,465		60,502				170,996									0	170,996	
42	Internal Service Fees								0	140,392								140,392	140,392	
43	Program Staff	122,636	30,826	202,835	198,994		43,000	76,989	675,280	343,817		145,220	150,000			164,462		803,499	1,478,779	
44	O&M	13,000	12,000		5,000				65,000									0	65,000	
45	<b>City Operations Subtotal</b>	<b>190,665</b>	<b>98,291</b>	<b>202,835</b>	<b>264,496</b>	<b>0</b>	<b>43,000</b>	<b>111,989</b>	<b>911,276</b>	<b>484,209</b>	<b>0</b>	<b>145,220</b>	<b>150,000</b>	<b>0</b>	<b>0</b>	<b>164,462</b>	<b>0</b>	<b>943,891</b>	<b>1,855,167</b>	
46	<b>TOTAL EXPENDITURES</b>	<b>1,151,078</b>	<b>843,832</b>	<b>208,568</b>	<b>1,147,835</b>	<b>126,000</b>	<b>402,000</b>	<b>800,000</b>	<b>4,679,313</b>	<b>954,209</b>	<b>377,279</b>	<b>491,867</b>	<b>350,000</b>	<b>800,000</b>	<b>200,000</b>	<b>364,462</b>	<b>272,721</b>	<b>3,810,538</b>	<b>8,489,851</b>	
47	<b>Fund Balance</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	



## ITEM III.a - DISCUSSION



**To: Oakland Workforce Development Board**  
**From: OWDB Staff**  
**Date: June 24, 2020**  
**Re: Race and Equity Analysis**

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### **BACKGROUND**

The OWDB adopted all Oaklanders have economic security and equitable access to workforce development services as its desired equitable outcome at the February 6<sup>th</sup> meeting. Since that time the Country has been face to face with multiple pandemics. COVID-19 has brought to light health disparities that exist and are built on systemic racism. Additionally, police brutality has brought to the forefront injustices that exist for black people in America.

What role does the workforce development board play in dismantling systemic racism?

The City has the Department of Race and Equity (DRE). DRE was created by City Ordinance in 2015. The creation of the Department reflects the city's recognition and acknowledgment that troubling racial disparities exist and that it is time to provide focus and support for their elimination. The Department supports all City departments and decision makers to address systemic causes of inequities and remove barriers that restrict access to fair service from city government.

The vision of DRE is a city where our diversity is maintained, racial disparities have been eliminated and racial equity has been achieved.

The DRE in the City of Oakland will intentionally integrate, on a citywide basis, the principle of "fair and just" in all the City does to achieve equitable opportunities for all people and communities.

In Oakland's not so distant past, housing, policing, employment policies, and community disinvestment, like elsewhere in the U.S., were explicitly racist. The impacts of these past institutional policies and practices are apparent in the current conditions in marginalized communities and can be found imbedded in public policies that contribute, often inadvertently, to ongoing race-based disparities. Based on the 2018 Equity Indicators report, the data makes it clear that one's identity, certainly one's race, can still absolutely predict life outcomes for Oakland residents. All departments and levels of the City government have a role to play; examining the outcomes of their policies, practices and procedures on marginalized

communities, and to identify actions to advance racial equity through how they structure and implement their lines of business. The Department of Race and Equity provides the messaging, analysis approach, tools and technical support for that activity.

With the support of the DRE departments across the City of Oakland developed Race and Equity Teams. The Economic and Workforce Development (EWD) team supports the mission of the City of Oakland efforts to transform practices in City government to promote inclusion and full participation by a broad representation of residents, and to end racial inequity in the community and in the workplace. The Team works to implement the race and equity mission within EWD by supporting capacity building, the development of the department's annual race and equity outcomes, identification of subjects for application of a racial equity framework and tools across the department's activities.

Each of the Divisions of the EWD were tasked with conducting a Racial Equity Impact Analysis. The OWDB worked with the DRE to create the Workforce Development Race and Equity Analysis to be applied toward emerging and revisions of existing policies, practices and procedures to advance equity.

### Workforce Development Race and Equity Analysis

#### Disparities:

The communities of East Oakland, Fruitvale and West Oakland, where a high number of Black and Latinx residents live, are unemployed at higher rates than the general population. Access to workforce services and improving the employment outcomes for residents in zip codes (94621, 94603, 94605, 94601, 94607) with the highest unemployment rates is imperative.

#### Identified Action Steps:

- Ensure workforce funding is distributed to these neighborhoods
- Offer Capacity Building Workshops to organizations in these neighborhoods
- Determine assets in these neighborhoods
- Explore partnerships with organizations in these neighborhoods to increase access points
- Engage residents in these neighborhoods around needs and wants (focus groups)
- Address community concerns
- Streamline contracting processes

#### Completed Tasks:

- In September 2018, the Oakland Workforce Development Board (OWDB) issued a Request for Quotation (RFQ) for a Consultant to develop Request for Proposals (RFP) for Adult and Youth workforce services. The RFQ required Bidders to use the Oakland Equity Indicators Report to frame and guide their approach to the work. Additionally, the Bidder was required to have a track record working effectively on addressing race and equity issues with people from impacted communities.

- Also, in September 2018 the OWDB held a Retreat for its Board Members. The Retreat was a public meeting. Led by the Director of Race and Equity, Darlene Flynn, the Members identified the conditions of well-being they wanted to see in Oakland. Economic security, safe and healthy communities, opportunities for all, equitable conditions, dignity and growth were some of the responses. Members were also asked what these conditions would look like if achieved, what measure might we use to track progress toward the outcomes and finally how might they be involved going forward.
- The OWDB used the Equity Indicators Report to engage stakeholders in the development of modifications to its 2017-2020 Local Plan. Also, a stakeholder input session was held in December 2018 to help design the 2019-2022 Adult and Youth RFPs. Participants were asked to consider specific populations and neighborhood context to effectively design workforce program and services.
- The Consultant hired as a result of the RFQ developed the RFPs for Adult and Youth Workforce Innovation and Opportunity Act funds for the years 2019-2022. The RFPs were issued January 2019. Geographical areas identified in the OWDB Race and Equity Analysis as neighborhoods with high unemployment were priorities. Bidders were required to identify the neighborhood they would provide workforce services. The RFP highlighted Racial Equity as a City of Oakland goal and included links to the Indicators Report to highlight measures relevant to workforce development. It also served to point out the strategic priorities of the OWDB.
- The estimated funding availability was based on the areas (East, West, Central/Fruitvale) and specific zip codes with the greatest need and highest unemployment. Furthermore, Bidders were asked to describe the outreach, marketing, and engagement plans within the neighborhood. The ability to serve the identified geographical area was taken into consideration in the funding recommendations. The recommendations were approved by the OWDB in May 2019 and City Council in June 2019. Contracts were developed with equity language and service providers are required to track equity outcomes.

Further Action Steps:

- Present equity outcome and analysis to the OWDB for adoption.
- Department of Race and Equity lead workshop(s) with service providers
- Refine tracking tool to report outcomes
- Meet with services providers on how to track and report equity outcomes

**ATTACHMENTS:**

III.a.1. EWD Race & Equity Charter

III a.2. City of Oakland Racial Equity Impact Analysis

III a.3. Re-Imaging A Bay Area Workforce System Grounded in Racial and Gender Equity

## Economic and Workforce Development Department Race and Equity Team Charter

Our Race and Equity Team supports the mission of the City of Oakland efforts to transform practices in City government in order to promote inclusion and full participation by a broad representation of residents, and to end racial inequity in the community and in the workplace. The Team works to implement the race and equity mission within EWDD by supporting capacity building, the development of the department's annual race and equity outcomes, identification of subjects for application of a racial equity framework and tools across the department's activities.

**I. Role of the Race and Equity Team** *(Note: preparation training and technical support will be provided by the Race and Equity Core Team and Department of Race and Equity)*

- Model commitment to developing race and equity competency by engaging in capacity building/training opportunities
- Communicate and facilitate activities and dialogue to build support and understanding of the racial equity framework and tools across the Department
- Work with Department leaders and staff to identify opportunities to improve equity outcomes by applying an equity framework and tools to department activities
- Provide support to workgroups and individuals in the Department on equity activities

**II. Responsibilities**

**Individual / Group**

**Responsibilities**

**Department Director**

1. *Work with Team to finalize its Race and Equity Team Charter.*
2. *Support identification of department activities and any associated budget and activities to be analyzed for racial equity impacts.*
3. *Track results to monitor progress for report out to department and City Leadership.*
4. *Support Team Leads and continuity in team leadership.*
5. *Attend quarterly Race & Equity Team meetings and provide intermittent email feedback.*
6. *Incorporate race and equity performance objectives into work plans, job descriptions and job*

**Individual / Group**

**Responsibilities**

*announcements, and hold managers accountable for implementation of Race and Equity processes.*

- 7. Ensure that all staff complete Race & Equity training by 2020 or within 1 year of starting position, prioritizing management and public-facing staff.*
- 8. Prioritize Race and Equity competency in hiring.*
- 9. Establish expectations that managers build race and equity work into Team members' annual scope of work and support their success, including providing specific work load adjustments to accommodate race and equity activity as needed.*
- 10. Achieve race and equity leadership competencies, use racial equity tools and set same expectation for other department leadership.*

**Managers/supervisors**  
(add box as needed for other key leadership roles, such as Executive Sponsor, if applicable)

- 1. Complete Race & Equity Training.*
- 2. Strategize to support workload adjustments for Team members to support performing duties as needed to support success.*
- 3. Model use of racial equity tools and encourage staff to participate in race and equity trainings.*
- 4. Achieve racial equity leadership competencies and set expectation that staff will achieve basic race and equity competencies.*

**Race and Equity Team Co-leads**

- 1. Convene and facilitate Team meetings.*
- 2. Track Team progress.*
- 3. Make reports to department director and management.*
- 4. Assess and support team members' leadership skill development.*
- 5. Participate in race and equity training to build skill and capacity.*
- 6. Hold staggered rotating terms.*

**All Race and Equity Team Members**

- 1. Support department staff in their development and implementation of racial equity, and in their skill in applying racial equity tools.*
- 2. Attend team/committee standing meetings, caucuses and trainings and take leadership on at least one Race and Equity Team action area.*

Individual / Group

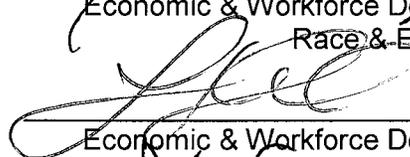
Responsibilities

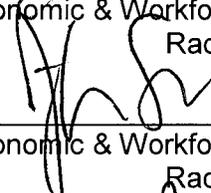
3. *Recruit and mentor new Team members, ensuring continued representation from each EWDD Division in rotating terms.*
4. *Achieve race and equity leadership competencies.*
5. *Assist with the identification of department activities and any associated budget and activities to be analyzed for racial equity impacts.*

Signed by:

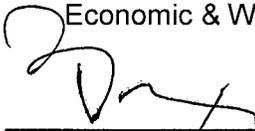
  
\_\_\_\_\_  
Department Director  
9/26/19  
\_\_\_\_\_  
Date

  
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Economic & Workforce Development  
Race & Equity Team

  
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Economic & Workforce Development  
Race & Equity Team



## City of Oakland Racial Equity Impact Analysis

### Introduction

The establishment of the Department of Race and Equity the City of Oakland kicked off an effort to explicitly imbed racial equity in its decisions and policies. Unlike the blatantly discriminatory policies of the past, most policies today are not designed to intentionally exclude or to create additional barriers for people of color. But unfortunately, many policies still have real consequences that adversely affect how people of color experience and are impacted by systems. These policies seemed to be “face neutral” or “race silent” but their repeated application lead to outcomes that, over time, cause disparities that are predictable by race.

For this conditions to change, City staff and policymakers must grow the capacity to assess and design explicitly for racial equity. **Racial Equity Impact Analysis** is a template to guide this process of change. By applying an equity focus and analysis to key deliberations, City government can work with community to create conditions where everyone has access to the opportunities necessary to meet their essential needs, advance their well-being and achieve their full potential.

This work is building on ongoing efforts. Communities of color have advocated for generations for the City of Oakland to meet its obligations regarding equity. Community studies and recommendations like the [“Roadmap Toward Equity: Housing Solutions for Oakland, California by Policy Link](#), and [Race, Inequality, and the Desegregation of the Bay Area, Urban Habitat, 2016](#), and others, document the case for a City of Oakland response to racial inequity.

The City of Oakland’s commitment to taking intentional steps to further racial equity is essential to building and maintaining meaningful relationships with underserved communities. We can work with community to create a city where everyone has access to the opportunities necessary to meet their essential needs, advance their well-being, and achieve their full potential.

### Race and Equity Working Assumptions

- Race matters - almost every indicator of well-being shows troubling disparities in outcomes by race
- Disparities are often created and maintained inadvertently through policies and practices that contain barriers to opportunity
- It’s possible - and only possible, to close equity gaps by using strategies determined through an intentional focus on race
- If opportunities in all key areas of well-being are equitable, then equitable results will follow
- Given the right message, analysis, and tools, people will work toward racial equity

*(Credit to the RACE MATTERS Toolkit and the Annie E. Casey Foundation for researching and crafting this assumptions language)*

## Racial Equity Focused Results

This approach has the built-in advantage of driving concrete, data driven, outcome oriented problem solving actions. It educates about racial disparities, informs about root causes, engages impacted community and ultimately provides a set of specific recommendations to work with and a framework to evaluate impacts of decisions on equity.

The Department of Race and Equity has led the work to adapt a result based racial equity analysis approach to be applied to emerging and revisions of existing policies, practices and procedures to advance equity. While this does not serve as an immediate cure-all, embracing an explicit equity approach will help Oakland move toward the vision of equity and away from practices that are likely to perpetuate the status quo or worsen inequities to:

- Explicitly **address issues of social and economic injustice, and structural racism**
- Use data to identify groups impacted by racial disparities and racial equity outcomes
- Disrupt racial bias and assumptions embedded in policies, procedures and systems
- Build in decision-making prompts that evoke consideration of equity and inclusion of community
- Foster focused engagement of underserved stakeholders
- Systemically analyze potential impacts of City action or inaction on groups impacted by disparities
- Increase institution's capacity for, and commitment to results based accountability

## Who should use it?

A **Racial Equity Impact Analysis** can be used at all and multiple levels of the organization and policy process, and in fact, doing so, will increase effectiveness.

**City staff:** The routine use of a racial equity impact analysis by staff provides the opportunity to integrate racial equity across the breadth, (meaning all governmental functions), and depth, (meaning across hierarchy) of the City. It serves to elevate equity to the same status as project feasibility and budget supported by well-developed analysis.

**Elected officials/City Leadership:** Decision makers can use a racial equity focus to set priorities and bring greater consistency between values and practice. When leadership integrates racial equity into their work, it will be reflected in the priorities of the City budget, in direction provided to management, and in the questions asked of staff. Leadership can arrive at more equitable solutions by asking racial equity impact analysis questions from the worksheet when issues are being presented for consideration.

**Community advisory bodies:** Community advisory bodies can use a **Racial Equity Impact Analysis** to drive towards a more equitable membership composition and better work products. They could also use the worksheet questions to frame conversations with the City and encourage greater accountability.

## Racial Equity Analysis Worksheet

Department and Lead:

Title and Description of plan, policy initiative, program, budget issue:

**1. Set Equitable Results and Outcome(s)** – Be specific about what are the desired racial equity conditions your department wants to see for Oakland residents.

**2. Gather the right information/data about impacts** (most information will need to be informed by engaging community)

**What does the data tell us?**

***Identify known racial inequities that could be impacted by this effort***

- What are the root causes of these inequities?
- What racial/ethnic groups are most impacted by disparities?
- Will the proposal have impacts in the specific geographic areas (neighborhoods, areas or regions)? What are the racial demographics of those living in that area?
- What are the needs or opportunities to address these inequities?

***Define the most important racially equitable indicator(s) for your Department***

- What are the most important areas impacted by this effort?
- What Indicators would you use to measure the desired result?

**3. Identify and engage your stake holders** (*gather demographic data to identify racial/ethnic groups living, working and or socializing in the area impacted by the policy /proposal- see Inclusive Engagement Guide as a resource*)

- Who are the stake holders who may be affected by this policy? How can we best reach them and engage them?
- How can we maximize engagement and impact of underserved stakeholders?
- Who is missing and how can we engage them?
- How will we meaningfully consider the perspectives of underserved stakeholders during final decision making?

**4. Identify Equity Gaps**

- What is the history of the racial/ethnic group(s) in Oakland? How has past public policy impacted disparities in their current conditions? How might those disparities factor into their ability to benefit from this proposal?
- What adverse impacts or unintended consequences could result from this policy if enacted as envisioned/written?
- How would different racial /Ethnic groups in Oakland would be impacted if this policy if were enacted as envisioned/written?
- What additional barriers might prevent individuals in certain racial/ethnic groups from benefitting fully if this policy were implemented as written?

**5. Fill in Equity Gaps**

- What steps could be taken to prevent or minimize adverse impacts or unintended consequences?
- What steps could we take to address historical harm or other barriers that could prevent various racial/ethnic groups from accessing the policy fully?

- What partnerships will be necessary for this effort?
- Are there further ways to maximize racial equitable outcomes?

**6. Implementation**

- Based on this analysis, what are the recommendations for the most equitable policy option(s)?
- Does the policy and any equity-enhancing measures related to this policy have adequate funding? If not, how might this be addressed?
- Are mechanisms in place ensuring successful implementation and enforcement?
- Are there provisions to ensure ongoing collection of data disaggregated by race/ethnicity?
- If no, on any of the above questions, what are the barriers to the steps needed to move forward?

**7. Evaluation and Accountability**

- What are the measures determining underserved groups are better off?
- What are the mechanism we will utilize to measure for racial equitable outcomes? (*Note: all measurement data needs to be disaggregated by race and any other relevant demographic to track impact on equity*)

How much did we do?	How well did we do it?
# clients/people served	% common measures
# Activities (by type of activity)	% Activity- specific measures
<p style="text-align: center;"><b><u>Is anyone better off?</u></b></p> <p style="text-align: center;"># or % Skills/knowledge</p> <p style="text-align: center;"># or %Attitude/opinion</p> <p style="text-align: center;"># or % Behavior</p> <p style="text-align: center;"># or % Circumstance</p>	

- What is the mechanism for course correction if racial equity outcomes are not achieved?
- How will the community be informed of progress toward achieving racial equitable outcomes?



Re-Imagining

a Bay Area Workforce

System Grounded

in Racial and

Gender Equity



By: Aisa Villarosa and Jhumpa Bhattacharya



## INTRODUCTION

Although the San Francisco Bay Area is often praised for its economic prosperity, **nearly 1 in 3 households are unable to afford basic needs** like childcare, transportation, and housing – despite many struggling households working multiple jobs, in sectors considered high-demand.<sup>1</sup> Due to historic and continuing discriminatory laws and policies limiting access to educational, professional, and economic opportunities by race, ethnicity, immigration status, and gender, households of color are much more likely to be struggling to make ends meet despite the fact that they are working. Bay Area Black and Latinx households are twice as likely as white households to live paycheck-to-paycheck, and residents of color are often the first to be displaced when living costs skyrocket.<sup>2</sup> Women, and especially women of color, are often saddled with a family member's criminal justice debt and caregiving across generations, on top of maintaining one or more jobs.<sup>3</sup>

Across the workforce, education, housing, and criminal justice systems, deep-rooted and persistent racism, sexism, and xenophobia created today's racial and gender inequities – including racial and gender wage inequities that continue to grow, despite recent surges in employment rates in the Bay Area. The median income discrepancy between white people and people of color has increased to nearly \$30,000,<sup>4</sup> and women in some Bay Area counties are paid 60 to 70 cents for every dollar paid to a man.<sup>5</sup> Especially in regions like the Bay where costs grossly outpace income, unemployment rates alone – even historically low ones – do little to show the true economic picture of our region. Until all people can access opportunities for high-quality jobs and wages, more and more working

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1 Insight, 2019 Family Needs Calculator Data.

2 Veklerov, Kimberly. "Bay Area Housing Prices Push Low-Income Minorities Further Out, Study Finds." *San Francisco Chronicle*, February 7, 2019, available at <https://www.sfchronicle.com/bayarea/article/Bay-Area-housing-prices-push-low-income-13596075.php>

3 Who Pays? Report. Ella Baker Center. "In 63% of cases, family members on the outside were primarily responsible for court-related costs associated with conviction. Of the family members primarily responsible for these costs, 83% were women." <https://ellabakercenter.org/sites/default/files/downloads/who-pays.pdf>

4 Regionally, the income gap between white people and people of color increased by over \$2,500 between 2016 and 2017, resulting in a nearly \$30,000 median income differential. Metro Monitor 2019, Brookings. Updated October 2019. <https://www.brookings.edu/research/metro-monitor-2019-inclusion-remains-elusive-amid-widespread-metro-growth-and-rising-prosperity/>

5 ACS 2017 data, median wages for employed workers.

households, and especially women, people of color, and immigrants, will grapple with keeping the lights on and providing for themselves and loved ones.

California's Workforce Board, the Governor, and the Departments of Education, Employment, and Rehabilitation lead the coordination and implementation of the state's public workforce system.<sup>6</sup> Established over two decades ago, today's public workforce system is largely localized – a trend that deepened during the Great Recession to encourage responsiveness, and at the same time, has increased disconnect, fragmentation, and a lack of collaboration among local and regional boards.

In the Bay Area, workforce stakeholders are united in the broad goal to connect people with jobs and job training; however, systemic barriers persist, particularly for people of color and women who are just as or more qualified than their white male peers, and yet, are foreclosed from opportunities to work and build wealth. Although regional and local workforce plans and programs attempt to reach these communities, at least to the extent required or recommended by state or federal policy, **servicing is not the same as centering**.

Eliminating racial and gender workforce inequity requires a bold, collaborative approach that centers working people of color, women, and immigrants – period. Truly centering those facing the greatest barriers to work and wealth requires deliberate, inclusive collaboration and planning grounded in a racial and gender equity lens. Only by first addressing and understanding the impact of past and present racism, sexism, and xenophobia can we build an agenda for real opportunities and accessible pathways to economic security for all, rather than piecemeal, short-term “wins.”

**Racial equity** “[applies] tools and practices needed to recognize people of color’s experiences with unequal power differentials and access to resources and opportunity, while considering historical and current lived realities, including structural racism.” (Andrews, Parekh, Peckoo, 2019).

The **Re-Imagining a Bay Area Workforce System Grounded in Racial and Gender Equity** is a project to ultimately help systems leaders and other workforce system stakeholders re-imagine a workforce development system embedded with a racial equity lens to ultimately better meet the needs of people of color, immigrants, and women. The purpose of this project was to **examine the ways in which workforce institutions in the Bay Area may be perpetuating racial and gender bias and inequities** by:

- Analyzing the impact of key federal, state and local policies and practices on working people of color and women in the Bay,
- Uncovering dominant narratives in the public workforce system in the Bay Area that drive investments, policies and practice, and examining the extent to which workforce organizations reinforce harmful narratives about people of color, women and work,
- Incorporating the voices of systems leaders, practitioners and working people to uncover both the true barriers to work and promising approaches to addressing racial inequities, and
- Conducting a robust policy review and landscape analysis of federal, state and local workforce policies focusing on those that have a disparate impact on people of color and women.

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<sup>6</sup> Established in 1998 through the federal Workforce Investment Act (WIA), California's Workforce Development Board (CWDB) oversees statewide workforce training and education programs. In 2014, the Workforce Innovation and Opportunity Act (WIOA) replaced WIA, creating the foundation of today's workforce system.



## METHODOLOGY

Over the past year, the Insight Center for Community Economic Development (“Insight”) conducted a robust policy review and landscape analysis of federal, state, and local workforce policies, focusing on those that have a disparate impact on people of color and women in the Bay Area. Additionally, Insight conducted structured interviews and focus groups with workforce leaders, practitioners, and marginalized working people to inform our learnings and recommendations for this project. Insight also conducted quantitative labor market research to produce data revealing income and work disparities by race, ethnicity, and gender.

Insight met with workforce development board (WDB) leaders in the East Bay (Contra Costa, Oakland, Alameda, Richmond), South Bay (NovaWorks), and North Bay (Solano) for: 1) an initial call and 2) a longer, more in-depth conversation on stakeholders’ respective workforce systems.<sup>7</sup>

We also spoke with over a dozen community-based organizations and advocates about their insights and recommendations for building racial and gender workforce equity, including several with first-hand experience navigating the workforce system and programs in the face of incarceration, homelessness, and poverty. These conversations included meetings with stakeholders from Center for Employment Opportunities (CEO), Rise Together, Urban Strategies, Ella Baker Center for Human Rights, Safe Return, and Building Opportunities for Self Sufficiency (BOSS).

Insight also examined dominant narratives within the current workforce system that perpetuate occupational segregation along race and gender lines, informing notions of who deserves help from systems and who does not, and preventing workforce stakeholders from enacting transformative change.

Lastly, we conducted three focus groups with formerly incarcerated people looking to find work upon their release as a way to bring in impacted community voices into the project. We interviewed 46 people in these focus groups.

The one-page summary used to describe the project to potential interviewees and interview protocols for workforce board interviews and re-entry focus groups can be found in the Appendix.

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<sup>7</sup> Workforce stakeholder interviews included the following: Patience Ofodu, Maureen Nelson, Charles Brown III, Jeffrey Shoji, Donte Blue (Contra Costa); Heather Henry, Bryan Hooker, Sheryl Cutler (Solano); Patti Castro, Latoya Reed (Alameda); Kris Stadelman (Novaworks); Lazandra Dial, Stephen Baiter (Oakland); Sal Vaca (Richmond).

# OVERARCHING THEMES FROM STAKEHOLDER INTERVIEWS, POLICY LANDSCAPE ANALYSIS, QUANTITATIVE RESEARCH, AND NARRATIVE ANALYSIS

- In the Bay Area and beyond, centuries of discriminatory policies and practices have led to entrenched racial and gender workforce inequity – from restrictive U.S. immigration laws that segregated Latinx and Asians by occupation and living area, to criminal justice policies that have kept Black and Brown people from finding work and economic stability.
- Occupational segregation among women, Black, and Latinx communities is a direct result of discriminatory policies from our past and present, as well as deeply embedded narratives around who deserves and is suited for what jobs.
- Although Workforce Development Boards (WDB) across the Bay serve the re-entry population, they are woefully ill-equipped to meet the needs of this population. The current workforce landscape encourages a “stay in your lane” structure that relies heavily on service partnerships but does not challenge WDB staff to tackle equity issues across systems like housing and criminal justice. Yet, as our interviewees acknowledged, taking a broader, intersectional approach would help a tremendous number of people who could benefit from WDB services.
- Overall, our work revealed a lack of holistic and innovative initiatives working to address pervasive racial and gender biases. Promising practices exist, but their impact is often lessened by limited funding, narrow scope, or the absence of deliberate focus on race and gender.

## QUANTITATIVE RESEARCH

Insight performed quantitative data analysis of the Bay Area labor market to help understand how current groups are situated in terms of workforce participation and income.

The table below shows **Median Household Income by Race in the Nine County Bay Area**. This data provides a look into racial income inequity across the nine counties.

County	Median Income	White Households	Asian Households	Black Households	Latinx Households
Alameda	\$79,831	\$95,331	\$101,544	\$42,642	\$60,819
Contra Costa	\$82,881	\$96,220	\$102,276	\$52,917	\$61,038
Marin	\$100,310	\$109,205	\$92,136	\$57,626	\$53,106
Napa	\$74,609	\$80,840	\$105,168	\$71,701	\$58,849
San Francisco	\$87,701	\$111,704	\$75,013	\$28,603	\$62,153
San Mateo	\$98,546	\$112,359	\$112,148	\$54,964	\$64,707
Santa Clara	\$101,173	\$111,307	\$121,383	\$66,429	\$64,434
Solano	\$69,227	\$75,478	\$85,712	\$53,465	\$58,273
Sonoma	\$73,929	\$71,542	\$72,651	\$58,364	\$52,781

Source: Insight Analysis of 2016 American Community Survey, U.S. Census Bureau

**MAIN TAKEAWAYS:**

<p><b>In San Francisco County, white household income (\$111,000) is about \$24,000 more than the median – that difference is basically the median income for Black households in San Francisco (\$28,000). The difference between white and Black median income is approximately \$83,000.</b></p>	<p><b>In Alameda County, Black households make about \$59,000 less than the highest median income group (Asian households). That’s more than Black households’ actual median income (\$42,000).</b></p>	<p><b>Latinx households are really struggling in North Bay counties like Sonoma (roughly \$52,000 median income) and Marin (about \$53,000).</b></p>
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The table below shows the **Ten Most Common Jobs in the San Francisco Metro Area.\***

Occupation	Number of Positions	Median Hourly Wage	Median Annual Wage
Personal Care Aides	69,430	\$11.68	\$27,120
Retail Salespersons	53,780	\$13.34	\$32,530
Cashiers	47,890	\$12.55	\$28,540
Combined Food Preparation and Serving Workers, Including Fast Food	47,650	\$12.63	\$27,440
Waiters and Waitresses	41,540	\$13.93	\$35,410
General and Operations Managers	41,010	\$63.94	\$157,510
Software Developers, Applications	40,910	\$64.13	\$141,630
Office Clerks, General	38,970	\$19.11	\$41,400
Janitors and Cleaners, Except Maids and Housekeeping Cleaners	37,730	\$14.94	\$35,000
Registered Nurses	35,480	\$62.15	\$124,970

\*Source: Insight Analysis of 2017 Occupational Employment Statistics, Bureau of Labor Statistics. Bay Metro Area includes: Alameda County, Contra Costa County, San Francisco County, San Mateo County, Marin County.

**MAIN TAKEAWAYS:**

<p><b>The most common job in the San Francisco Metropolitan Area is a personal care aide, with a median wage of \$11.68.</b></p>	<p><b>The five most common jobs (personal care aides, retail salespersons, cashiers, food prep, waiters) pay at least \$90,000 a year less than the three highest paying jobs on the list. These jobs make up more than 54 percent of the ten most common jobs in the Bay Area.</b></p>	<p><b>Over 80 percent of the state’s personal care aides are women, and the majority are women of color. (Insight, 2019).</b></p>
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## POLICY REVIEW AND LANDSCAPE ANALYSIS

To complement and add context to the quantitative research above, Insight authored a supplemental policy review and landscape analysis of the Bay Area. Insight compiled and analyzed secondary local, state, and federal data to: 1) examine historic policies, laws, and narratives, from the Gold Rush to the present, that helped create and widen racial and gender workforce inequities; 2) summarize and analyze current rising jobs and sectors in the Bay Area workforce; 3) unpack barriers that people of color, women, and immigrants and refugees encounter in accessing workforce and work opportunities; and 4) identify promising practices, strategies, and change agents within and beyond the workforce system.

The accompanying policy landscape and analysis helped inform **Steps & Stops**, a timeline capturing, by race, over 200 years of “steps” (policies providing or facilitating economic opportunities) and “stops” (policies excluding groups from economic opportunities). Insight created these deliverables to help stakeholders forge a shared history, complete with hard truths such as structural racism and the discriminatory policies enabling it, in order to move forward with a racial equity framework and acknowledge the lasting impact of – and the constant need to challenge – structural racism and gender inequity.

Throughout history, a “step” for one group (most often white men or households) served as a “stop” for others – particularly, people of color and women. One such example is the GI Bill, the application of which allowed white male veterans to access credit, education, and housing after World War II, but systemically denied these same economic “steps” to Black people and veterans of color. The Policy Landscape and Steps & Stops can be reviewed together, with the Landscape adding greater richness and detail to the Steps & Stops covered briefly in the timeline. Moving forward, Insight aims to build out an online interactive home for Steps & Stops, making it an accessible resource for stakeholders, and allowing the user to explore the timeline in greater detail (e.g., with photos, related events, and infographics).

Please see the Appendix for the Steps & Stops Documents.



## NARRATIVE ANALYSIS

Narratives – our cultural understandings, frames of reference, or mental models – play a significant role in how policy makers create and implement policies, and how people on the ground react to them. More than just stories, narratives contribute to our sense of our environments and help us create order in a fairly chaotic world. Specific stories inform the narratives that we hold near and dear in our hearts and minds, and narratives in turn become an endless story that we build upon and continuously shape. We bounce new ideas and concepts up against our deep-seated narratives.

What is tremendously important to understand for those of us fighting for racial and economic justice is this: **In America, the narratives we hold are based on a hyper focus on the individual versus systems, and are rooted in racism, xenophobia, and sexism.** This lethal combination makes it extremely difficult to pass the policies we need to make comprehensive, transformative structural change toward economic, racial, and gender justice.

Insight’s narrative research and stakeholder interviews surfaced three quintessential harmful narrative buckets that we must name and address while pushing for policy change: **1) notions of personal responsibility; 2) personhood being tied to traditional ideas of work and having a paid job; and 3) pervasive anti-blackness/racial resentment.** All three of these buckets hold major ramifications on who we see as deserving and who we don’t, and we build our social and economic policies off of these ideas.

These narratives also showed up in the work we did for this project:

- **Personal Responsibility/Toxic Individualism:** In almost all of the conversations we had with workforce stakeholders, there were iterations of personal responsibility and toxic individualism (repeated citing of a “skills gap” or a lack of “soft skills” as core issues facing women, people of color, and immigrants and refugees; stakeholders sharing that if only “certain people” had better behavior, or with more “upskilling” of folks looking for work, all would be well). This is evident in the widely held “bootstraps narrative” – a centuries-old belief that anyone can work hard and “pick themselves up by their bootstraps” to make it in America. Among interviewees, there was a

lack of widespread understanding that there are larger systemic issues at play that prevent people from attaining the skills they need to match job market needs. This hyper focus on individual behavior prevents workforce stakeholders from taking a systemic, holistic approach to their work.

- **Personhood and Traditional Notions of Work:** Our country was founded on the Puritanical notion that hard work and sacrifice are necessities in life and, as a result, Americans deeply prioritize and value work. Often, we are so consumed with work and the concept of “being on the clock” that we have come to define full personhood and deservedness on the basis of having full-time, paid work. On the other hand, we see people who are not working as juvenile, undisciplined, less deserving, and morally inferior. Society and the law then reflect these biases. It is no wonder, for instance, that the workforce system is having such a hard time adequately supporting the formerly incarcerated, who face huge barriers to finding steady employment. An implicit bias can be triggered – often unintentionally – which challenges workforce stakeholders to see the formerly incarcerated as fully deserving, since they have not been working at a traditional job for some time. There is an “othering” that happens, where people distance themselves from those with a record, creating a barrier to supporting this population fully. During several workforce meetings, Insight observed workforce stakeholders referring to people with a criminal record as “those people” or “ex-felons.” Other stakeholders shared that during workforce trainings with members of the reentry community, workforce staff were advised to “watch their purses” and be wary of attendees. Frustratingly, these challenges are far from uncommon, and numerous studies confirm that employers and workforce stakeholders frequently grapple with deeply rooted biases and assumptions toward job applicants and workers with a criminal record.<sup>8</sup> These biases can result in tangible harms and inequitable treatment in the form of job offer or interview denials, stagnant wages, and diminished opportunities for advancement.<sup>9</sup>
- **Anti-Blackness/Racial Resentment:** As a society, we have built an economy on the backs of Black labor. Beyond failing to acknowledge this, we have created systems, rules, and policies that actively harm Black people. This founding notion that Black people are less human than white people – that they are liars, cheats, and morally bankrupt – negatively impacts all people of color, and low-income white people, as well. It also leads to shockingly terrible economic outcomes for Black and Brown communities in the Bay Area. In the Bay Area’s most diverse counties, Alameda and San Francisco, white households make \$16,000 and \$24,000 more, respectively, than the median income (Insight, 2018). In 7 out of 9 Bay Area counties, Black households’ median income is anywhere from \$30,000 to \$45,000 below the county median. In every single Bay Area county, Latinx household income lags behind by double digit percentages. The workforce system often contributes to this phenomenon by unintentionally buying into the narrative that women and/or people of color are more suited for certain jobs than others. This is partially why we see that, nationally, women make up close to 70 percent of our lowest paid workers who make less than \$11/hour, with Black and Brown women making up a disproportionate percentage.<sup>10</sup> It is hard to disengage from the conditioning we are subjected to by trends in the workforce.

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8 Prison Policy Initiative. July 2018. “Out of Prison and Out of Work: Unemployment Among Formerly Incarcerated People.” <https://www.prisonpolicy.org/reports/outofwork.html>

9 Pager, Devah. 2006. *The Mark of a Criminal Record*.

10 “Women in Low-Wage Jobs May Not Be Who You Expect.” National Women’s Law Center, August 2017. <https://nwlc.org/resources/women-in-low-wage-jobs-may-not-be-who-you-expect/>



## KEY FINDINGS FROM STAKEHOLDER INTERVIEWS

### COLLABORATION AND PARTNERSHIPS EXIST BUT ARE NOT FULLY EFFECTIVE IN PRACTICE

Much of today's Bay Area workforce system was shaped by the Great Recession, which increased regional collaboration. These collaborations are critical, particularly given limited resources. However, interviewees reported mixed feedback on the effectiveness of these partnerships. Interviewees noted difficulties in maintaining partnerships and effective collaboration, in addition to not having the capacity or time to ensure partnerships reach their full potential.

Local boards aim for a "person-centered approach," and staff, from front line to management, wear many hats. While this can be positive in individual interactions, it means that long-term success in partnerships and collaboration is heavily, and problematically, dependent on interpersonal relationships. This can be especially difficult when staff leave or change roles, because "keys" to these cross-department collaborations sometimes reside within one person or team. In Contra Costa, for example, the workforce board frequently relies on personal relationships with other departments to get needed employment and labor data that should be more accessible across departments.

### BRIGHT SPOT

Despite the difficulty in maintaining partnerships and sustaining collaboration, Insight noted several promising practices undertaken by the boards we met with. Solano, a county often left out of Bay Area regional workforce discussions due to its larger rural population and geographic distance, has made strides to increase collaboration with Sonoma and Contra Costa stakeholders in the last few years. This is especially encouraging given the emergence of rising costs, housing shortages, the impact of fires plaguing the North Bay, and other exigencies that will likely keep occurring, or may worsen, in the future. In the past year, Solano workforce stakeholders have increasingly taken a

leading role in the System Impacted Solano Network (SISN), a “reentry plus” local coalition that aims to connect individuals and families impacted by the criminal justice system with educational, legal, professional, health, and housing resources.

## A HOLISTIC PORTRAIT OF THE STRENGTHS, NEEDS, AND CHALLENGES OF THE COMMUNITIES BEING SERVED IS NEEDED

Federal law does, to some extent, call on local and regional boards to serve people who have barriers (including those with a disability, the formerly incarcerated, and Limited English Proficiency speakers) and/or low-income households (receiving public benefits qualifies one for WIOA). However, the Bay Area’s high cost of living, prevalence of low-wage jobs, and the inadequacy of accurate poverty calculators can mean that many who struggle with poverty still would not meet WIOA enrollment qualifications. Beyond these “flat” categories, a more holistic, complete picture of individual and community strengths and challenges by race, gender, and immigration status, as well as a deeper understanding of structural racism, are needed to establish a better understanding and measuring of economic need.

## THE SOLE FOCUS ON UNEMPLOYMENT ALLOWS WORKFORCE PROGRAMS TO IGNORE ISSUES OF UNDEREMPLOYMENT AND DIGNITY AT WORK

Many working people are underemployed and not counted in WIOA unemployment data (e.g., those working two or three jobs to make ends meet but still struggling) – thus creating and furthering a hugely inaccurate depiction of workforce needs. WIOA funding is partly determined by unemployment data, so the Bay Area’s perceived prosperity hurts these underemployed workers and those facing barriers to good jobs. Underemployed workers are further invisibilized through harmful narratives, such as the “bootstraps” narrative discussed before, or the idea that any job is a good job, without looking at job quality and dignity at work.

### BRIGHT SPOT

Insight’s Family Needs Calculator (FNC) could be utilized by local boards as an additional indicator of economic needs, particularly for families and individuals above the federal poverty line but below the FNC. Solano’s board has expressed interest in using the FNC to support their reporting requirements and deliverables. Heather Henry, chair of the Solano board, has also presented the FNC to her board.

## PROGRAMS LACK A GENDER EQUITY FRAME

Although many of the WDBs shared that the majority of people who walk through the job center doors are women, there is a lack of specialized programs focusing on women or increasing gender equity specifically. For example, in the Bay Area, boards strive to connect workforce participants to jobs with a pathway to advancement and \$15 minimum wage. In Contra Costa County, these industries are advanced manufacturing, healthcare, energy, biomedical, and construction. **However, WDB data collection does not capture how women are accessing and progressing through these industries, or what gender-related equity issues may exist across sectors and industries.** Thus, it is unclear how women in traditionally male-dominated, in-demand industries (construction, tech) fare in jobs due to the limited nature of data collection. Per WIOA requirements, WDBs only track participants up to one year after program completion, and they generally do not disaggregate by gender or race.

## BRIGHT SPOT

As described by interviewee Sal Vaca, Richmond WDB has sought to increase its capacity to serve female-identifying working people. The board is aware of the need to ensure that women have access to the same in-demand industries *and* high-paying jobs that men have. Results in these shifts appear promising: While local construction sectors can be as low as 1 percent female-identifying in many areas, Richmond's Clean Energy Center Construction Program averages 15 percent female grads.

## OUTREACH, REPORTING REQUIREMENTS, AND COLLECTED DATA ARE OFTEN INEFFICIENT IN SERVING PEOPLE OF COLOR, IMMIGRANTS, AND WOMEN

Federal WIOA requirements can be rigid, insufficient, or otherwise problematic. Specifically, data collection is limited and can lack timeliness. WIOA reporting requirements do not mandate long-term monitoring of changes in pay, job title/position, and more comprehensive indicators of job mobility. Moreover, boards identified the difficulty in sharing and receiving uniform, timely data as a major barrier to progress in determining how well they are serving people of color, immigrants, and women.

Outreach to both employers and individual participants can be difficult and is often not specifically customized for people of color, women, or immigrants and refugees. One stakeholder shared that collaboration across city and county lines can lack depth and consistency, especially given "historic annual defunding of the public system over the last twenty years" and cuts to funding for outreach.

## BRIGHT SPOT

The Contra Costa WDB drives the planning and execution of semi-annual county-wide resource fairs. In fall 2019, the board's most recent event, "Hidden Untapped Talent," brought together about 200 workforce officials, employers, advocates, and potential applicants. In addition to providing a networking space and job fair, these events feature a substantial educational component, including a breakdown of fair chance hiring law changes, as well as a panel of workers sharing their experiences navigating the job market with a disability, criminal record, or other system involvement.

## STIGMA AROUND SERVING THE FORMERLY INCARCERATED PREVENTS A "FAIR CHANCE"

Formerly incarcerated workers face added barriers both before exiting incarceration (insufficient access to core supports and meaningful training opportunities) and entering the job market (lack of awareness of employer incentives, employer stigma). Despite some recent progress, like the statewide Ban the Box initiative and greater workforce system emphasis on serving the reentry community, more is needed to improve job outcomes for justice-impacted working people.

The reentry population is hugely undercounted, which makes it difficult for boards to measure progress and success, or get adequate funding for reentry work. In Solano, the workforce board's service 2018 data only captured 17 reentering people served over the past two years in the entire county, when the actual number is likely far greater: There are over 20,000 individuals of working age with a felony record in Solano County alone (Insight, 2018).<sup>11</sup>

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11 "Opportunity for Every Worker: Toward a Fair Chance Workforce in the Bay Area." Rise Together, May 2019. <https://insightcced.org/wp-content/uploads/2019/05/OpportunityForEveryWorker.pdf>

The difficulty of reaching out to and serving the reentry community is largely due to fear and stigma: People generally do not want to share if they have a criminal record when they become program participants due to concern for very real and prevalent discrimination and stigma in the workforce and hiring. As stated by Donte Blue, Deputy Director of Contra Costa's Office of Reentry and Justice, who collaborates with the Contra Costa WDB: "If you're doing training in our jail, you're not doing any training for employment. There's no pipeline programs. There's some computer training, you could get a certificate in MS Word. That's not really training. It's a pipeline that has to lead to another pipeline."

There is also a lack of mental health supports and systemic acknowledgment of the trauma incarceration brings on the individual, family, and community – even long after release and as the individual tries to enter the workforce. This shortage of supports especially harms people and families of color, who are disproportionately targeted and incarcerated by the criminal justice system in the Bay Area and beyond.

Although California passed its statewide Ban the Box law in 2018, challenges to the workforce development application process remain for justice-impacted individuals. For instance, the current application for workforce services, which is crafted at the federal level and used by local workforce programs, asks if an individual is an "offender." Given the pervasive discrimination against applicants and workers with a criminal record, such a term can be triggering and harmful, deterring potential workforce participants from applying for job services and supports. Bay Area counties, including Solano, are seeking to address this issue and ensure that more justice-impacted applicants access services without encountering harmful and unnecessary stigma. "A better term for gaining that information from clients at intake needs to be asked," shares Heather Henry. "We are looking at how we can change our paper applications so we can get a more accurate count of our justice-impacted folks."

## THERE IS NARROW CAPACITY AND VISION TO EFFECTIVELY IDENTIFY AND SERVE IMMIGRANT AND REFUGEE PARTICIPANTS

Federal law requires counties with 15 percent or more Limited English Proficient (LEP) speakers to "adequately describe, assess the needs of and plan for serving the LEP population in their jurisdictions."<sup>12</sup> Nonetheless, even if the LEP community is recognized as an important population in need of support, WDBs lack the ability and resources to fully identify and serve it.

WDB reporting does not robustly capture the challenges and successes of serving immigrant communities, including refugees and recent immigrants from Yemen, Iran, Afghanistan, and Iraq, largely due to lack of disaggregated data collection. Relatedly, reporting requirements do not mandate comparing or contrasting workforce services for immigrants with advanced degrees with the experiences and opportunities of immigrants with lower educational attainment. The latter group is less likely to be served by WDBs and, instead, must rely on their own communities (if any) for resources and support.

While outreach and service to immigrant and refugee communities remain a challenge, numerous workforce stakeholders discussed promising local partnerships with organizations like Upwardly Global, a California-based nonprofit helping immigrants and refugees find promising educational and professional opportunities. Many of the workforce clients served through Upwardly Global are immigrants and refugees with a college or advanced degree but, as NovaWorks' Kris Stadelman describes, "are underemployed and not where they should be based on their strong qualifications and skill set." At NovaWorks, a substantial portion of workforce clients who have a four-year

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12 California Workforce State Plan, 15. This includes Alameda, San Mateo, Santa Clara, Napa, and likely in the future, Contra Costa (14.43% "less than very well" English). Additional 2018 requirements were created to support more immigrants to find and retain livable wage jobs and careers. Similar requirements exist for counties with substantial Migrant Seasonal Farmworker populations.

degree or higher (over 80 percent of NovaWorks' current customers) are immigrants or refugees. With an array of high-paying tech and engineering jobs in the Bay Area and Silicon Valley, collaboration with Upwardly Global can yield opportunities matching workers' educational backgrounds. Without these critical partnerships, many more new and recent immigrants would be forced into temporary and low-paying positions, in addition to grappling with the isolation of adapting to a new home.

Despite some successes in serving immigrants and refugees with advanced degrees, our conversations with stakeholders suggest that more should be done to identify and serve those with lower educational attainment, such as migrant workers and the justice-impacted, both of which are disproportionately Black or Latinx. NovaWorks does not specifically perform outreach to these communities. Instead, it relies on its partners (CBOs, rehabilitation centers, schools, etc.) to inform the public of its services.

Furthermore, WIOA eligibility documents still ask for citizenship status, which is a big disincentive and barrier to program participation for many immigrants. As noted by one staff member from the Contra Costa WDB: "It's hard to cut through fear of systems, particularly for the undocumented community. For federal WIOA forms, the 'citizenship box' increases reluctance to come through the doors and apply for and receive services."

As a result of the barriers summarized above, communities of color often do not have trust or confidence in WDB services. As noted by one WDB member, "White people tend to be more comfortable coming to [the] job center." The member recalled a big plant closure where Chinese workers (primarily Mandarin speakers) did not seek out rapid response services and did not engage with WDB, regardless of whether they had found job opportunities following the plant closure. "These communities are already so isolated, and they – perhaps rightfully so – may feel that we can't connect them to what they need."

There is also limited ability to serve rural immigrant communities. Solano, for example, has a substantial South Asian population employed in agriculture and farming, particularly within its Punjabi community. But without more specialized services, as well as cultural and language capacity, WDBs lack ability to help these workers transition into higher paying, non-seasonal work.



## RECOMMENDATIONS AND LESSONS LEARNED

In order to re-imagine a workforce system that truly embeds racial and gender equity, philanthropic investment in narrative change efforts must be made on a large scale. At the same time, commitment to de-siloing the workforce field can foster needed interactions with criminal justice reform advocates and organizations dedicated to building worker power. It will be virtually impossible to expect transformational change within the current workforce structures without making connections to larger efforts around worker power and progressive narrative shift.

Workforce stakeholders need to acknowledge and identify the harmful narratives they operate under that perpetuate deep racial and gender inequities. This process includes equipping stakeholders with the information and education to name, explore, and assess how narratives shape workforce policy and practice.

Workforce leaders and programs must explicitly center the needs of people of color, immigrants, and women. Doing so calls for increased, nuanced attention on the needs of different communities of color. Maintaining a “one tide will lift all boats” type of thinking in our current workforce structures will only prevent us from gaining greater racial and gender justice in these systems. In the few instances where we saw initiatives aimed at specific populations – Women Building the Bay, for example, which aims to increase the number of female-identifying workers in construction – there is marked improvement toward greater gender equity within an industry. These types of programs should serve as evidence that targeted programming works.

The workforce system must also be held accountable to communities of color and women by tracking and keeping disaggregated data by race, gender, immigration status, and incarceration. Right now, very few programs document their work along these lines, making it easy to not be held accountable for how they are improving workforce participation of these groups. Moreover, even if a county has the ability to pull data by specific demographics, boards report a lack of capacity to do so effectively, and federal guidelines often do not require local boards to disaggregate by race, gender, immigration status, or criminal record status.

Additionally, we need to be looking at job quality statistics – not just placement. How long did the person keep the job? What was the work environment like for the participant? What kind of benefits did they receive? What kind of wage did the worker receive, including raises or promotions? These are the types of data points the field needs to move toward in order to track their progress toward racial and gender equity.

Finally, in order to be proactive in creating a more equitable workforce system in the future, we need to ensure that emerging work trends do not negatively impact working people of color, immigrants, and women – all of whom are already at a great disadvantage within our economy. More research and advocacy needs to be done to understand how the different future of work trends – gig economy, algorithmic scheduling, increased workplace surveillance, and advanced technology, to name a few – will impact women, people of color, and immigrants. We can design a better future for these workers if we proactively prepare the workforce system to work with these populations, ensuring they can have thriving futures.

# APPENDIX

## RE-IMAGINING A BAY AREA WORKFORCE SYSTEM GROUNDED IN EQUITY PROJECT SUMMARY

Despite laws that prohibit intentional discrimination, the labor market is neither race nor gender neutral, nor color blind. Working people are concentrated by race, ethnicity, and gender among industries and occupations, work arrangements and positions, and pay levels. Research finds that education and skills play a role but do not fully explain differences between gender and race/ethnicity regarding earnings, labor force participation, training and promotion opportunities, and choice of occupation. Structural and institutional barriers based on race and gender need to be identified, examined, and addressed to get to the root cause of labor market stratification.

Typically, traditional employment and training programs fail to consider the structural and personal impacts of race and gender on jobs and job seekers to ensure fair outcomes for all working people. Hence, this project will help people re-imagine how to structure workforce programs with a gender and racial equity lens to meet the needs of women, people of color, and immigrants throughout the Bay Area.

The purpose of this project is to examine the ways in which workforce institutions in the Bay Area may be perpetuating racial and gender bias and inequities by:

- Analyzing the impact of key federal, state, and local policies and practices on working people of color and women in the Bay;
- Uncovering dominant narratives in the public workforce system in the Bay Area that drive investments policies and practice, and examining the extent to which workforce organizations reinforce harmful narratives about people of color, women, and work; and
- Incorporating the voices of systems leaders, practitioners, and working people to uncover both the true barriers to work and promising approaches to addressing racial inequities.

## RE-IMAGINING A BAY AREA WORKFORCE SYSTEM GROUNDED IN EQUITY WORKFORCE STAKEHOLDER INTERVIEW QUESTIONS

### I. Introductions

- II. Overview of Workforce Equity Project: The overall goal of this project is to help systems leaders and other workforce system stakeholders re-imagine a workforce development system embedded with a racial equity lens to ultimately better meet the needs of people of color, immigrants, and women. We are talking to you to learn about how your programs serve women, people of color, and immigrants/refugees seeking employment in your county. We would like to find out what works and what does not work, your analysis on barriers they face to employment, and how employers, workforce development systems, and communities can leverage existing best practices and improve services for these populations.

### III. Questions:

1. Let's start by you sharing with us the goals of your WDB. What are you trying to accomplish with your work?
2. What are you and relevant partners doing specifically to **reach** women, people of color, and/or immigrants/refugees? How were these outreach activities or strategies developed?
  - a. What major partners are involved in serving these particular populations (women, people of color, and immigrants/refugees)?
  - b. What is/are their role(s)?
3. What are some barriers that women, people of color, and immigrants/refugees face to finding steady employment?
4. What are your most **innovative** programs, and how are they funded? Do you have any that are specific to serving women, people of color, and/or immigrants/refugees seeking employment? What are your most successful programs for these populations? Why do they succeed?
  - a. Do you track race/gender or related data points (e.g., criminal record status, citizenship status) in general programming?
  - b. If yes, could you share these outcomes or data points with us?
5. What have the biggest **challenges** been in serving women, people of color, and/or immigrants/refugees?
  - a. Are there any that you feel are specific to this county?
  - b. To this region?
6. What **strategies** have worked best for you in getting employers to hire women, people of color, and/or immigrants/refugees in the public workforce system? **Why** have they been successful?
  - a. Which **industries** are you working most closely with to provide employment pathways?
  - b. How are these pathways accessible for and/or tailored to women, people of color, and/or immigrants/refugees?
7. We are interested in **outcomes** – e.g., number of individuals who find and sustain work (that pays a livable wage with pathway(s) to upward mobility) – not only outputs (number of individuals who completed a training or class).
  - a. How do you measure success (program completion, duration of employment after program, etc.)?
  - b. Are you tracking any outcomes besides those federally mandated by WIOA? If so, which ones and how are you tracking them?
  - c. What outcomes or data points do you wish that you knew or had access to? What is stopping you from being able to access this information?
  - d. Do you have any outcomes data on serving women, people of color, and/or immigrants/refugees that we have not discussed yet? If so, can you share them?

### IV. Conclusion

1. Is there anything else you'd like to share? Do you have any questions for us?
2. Lay out next steps for the project.

## RE-ENTRY FOCUS GROUP QUESTIONS

### 1. Background on employment and income:

- a. Tell us about your first or early experience(s) working (paid or unpaid) – specifically, please tell us about your work experience(s) before incarceration. What was that like for you?
- b. Have you ever been out of work? If yes, for how long? Please talk about your experience(s). How did it make you feel?
- c. Let's talk about the present. How do you go about earning money?
- d. How many people do you need to support with your income? How do you support them, and what does it cost?

### 2. Experience with finding work with a criminal record

- a. What have some challenges to finding work been? What has helped or could help you overcome those challenges?
- b. How have you been treated at your current or recent job(s)? What were/are some positive aspects about your experience(s)? Any negative aspects?
- c. Did you recently, or do you currently, participate in any of the following: an apprenticeship; a one stop center; or any other skill building, licensing, or job training programs? If so, what has your experience been?
- d. What would your ideal work situation look like? (Probe for work hours, schedule, wages, environment.) What sort of supports or opportunities could help you achieve this?

**Is there anything else you want to share that we haven't talked about yet?**

## ABOUT INSIGHT CENTER FOR COMMUNITY ECONOMIC DEVELOPMENT

Founded in 1969, the Insight Center is a national research and advocacy economic justice organization, working to ensure that all people become and remain economically secure. We examine hidden truths to unearth and address the root causes of economic exclusion and racial inequity. We are working to shift inequitable power structures, so that everyone can fully participate in the economy and has the freedom to bring their full selves to our diverse nation regardless of zip code, race, immigration status, or gender.

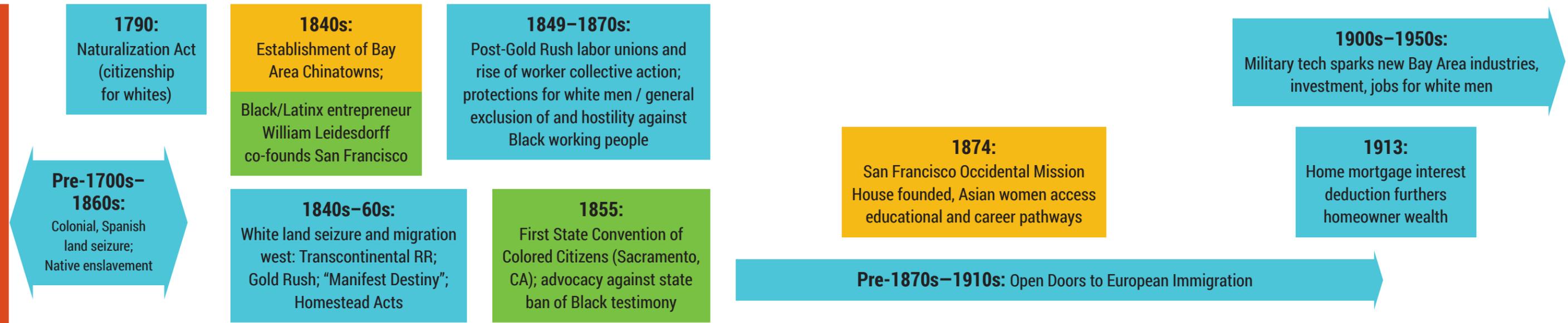
We address these issues at the root level through innovative, multidimensional initiatives and partnerships that leverage our core capacities in research, ideation, narrative change, and leadership to foster systemic, transformational change.

While we work across the nation, we are headquartered in Oakland, California, our lab for progressive policy innovation and thought leadership.

# STEPS AND STOPS TO BUILDING WEALTH BY RACE IN THE BAY AREA, 1700–1918

KEY: **BLACK** **WHITE** **NATIVE** **ASIAN** **LATINX** **POC**

STEPS



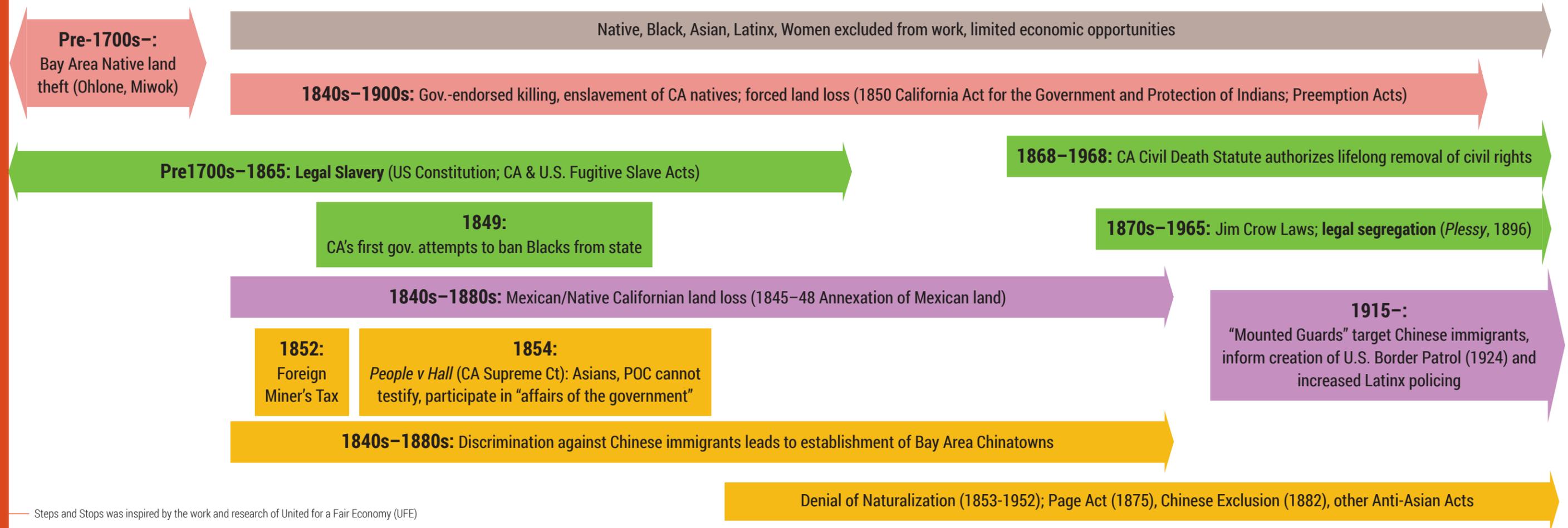
**1776:**  
U.S. INDEPENDENCE

**1848–1855:**  
GOLD RUSH

**1861–1877:**  
CIVIL WAR & RECONSTRUCTION

**1914–1918:**  
WORLD WAR I

STOPS



# STEPS AND STOPS TO BUILDING WEALTH BY RACE IN THE BAY AREA, 1918 – PRESENT

KEY:

BLACK

WHITE

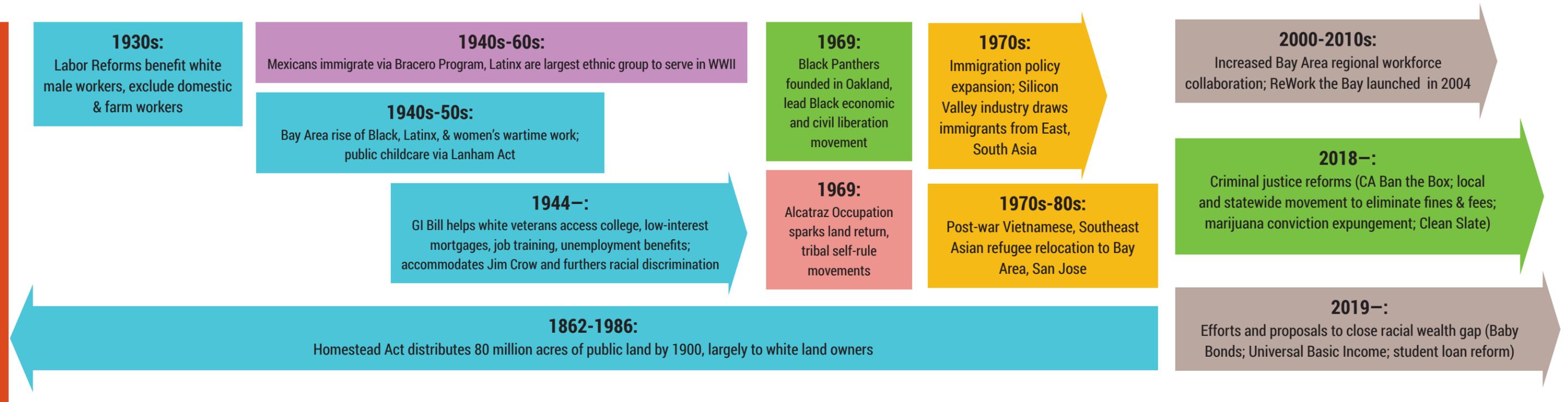
NATIVE

ASIAN

LATINX

POC

STEPS



**1932-1939:**  
GREAT DEPRESSION

**1940s- 1950s:**  
WORLD WAR II

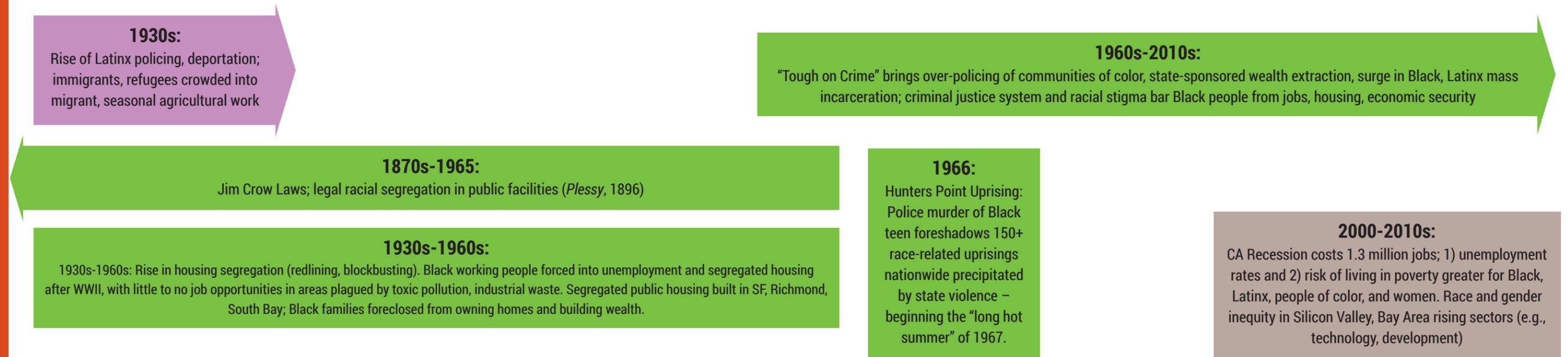
**1950s-1960s:**  
CIVIL RIGHTS ERA

**2000s-2010s:**  
RECESSION

Native, Black, Asian, Latinx, Women excluded from work, limited economic opportunities

Native land theft

STOPS



Steps and Stops was inspired by the work and research of United for a Fair Economy (UFE)

