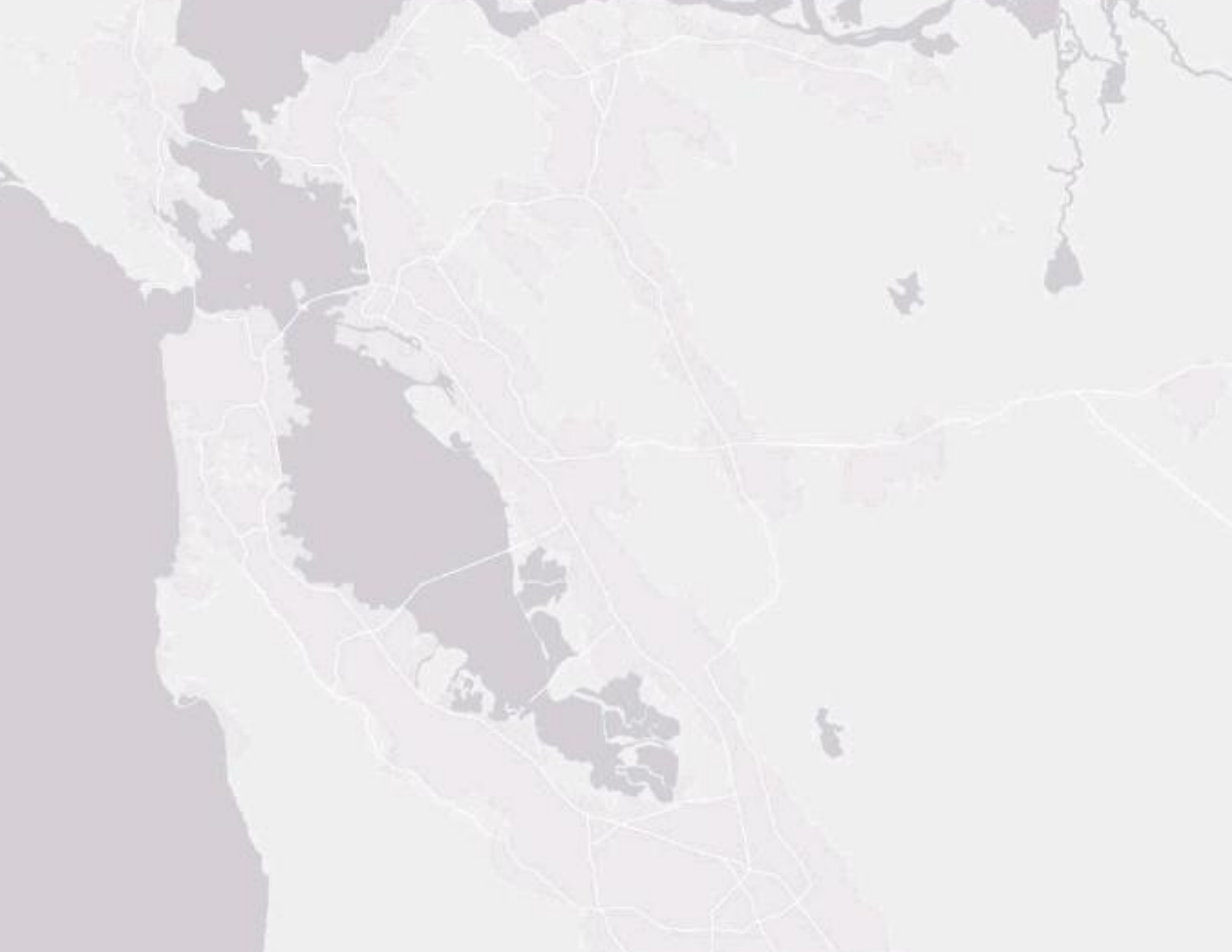


Alameda County Environmental Scan and Asset Mapping Final Report

June 18, 2013





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I. Executive Summary

The Alameda County Asset Mapping and Environmental Scan project represents an important step in the regional workforce development service delivery strategy. Jointly sponsored by the Alameda County Workforce Investment Board (ACWIB), the Alameda County Social Services Agency (SSA), and the Oakland Workforce Investment Board (OWIB), the collaborative project will drive ongoing strategic planning efforts by identifying what regional assets exist countywide, potential gaps in service delivery structures and strategies, and opportunities to better align workforce assets to increase system throughput and performance. Specifically, the data and analysis contained in this report and the related *Microsoft Access Database Inventory of Workforce Services in Alameda County* will inform strategies to:

- Make more focused and strategic employment service and training investments to maximize system performance and return on investment;
- Explore opportunities to braid funding streams that provide similar services to common customers and target populations, such as the federal TANF and WIA funding streams administered by the Alameda County SSA and both county Workforce Investment Boards, respectively;
- Drive organic alignment and efforts to increase alignment and system capacity at the provider level;
- Increase the broader system's alignment with the local employer base and local economic development strategies, such as the sector strategies identified by the Alameda County WIB.
- Provide additional evidence that the ACWIB and OWIB use data and intelligence to drive strategy and achieving one of the key criteria for high performance Workforce Investment Boards in the State of California as defined by Senate Bill 698.

This report explores the geographic location, service mix, and target population of over 500 assets that make up the broader workforce development system in Alameda County. Through this data collection and analysis, we have identified the following key findings regional stakeholders and funding entities should consider when planning the next generation of the Alameda County workforce development service delivery system:

- Countywide, the regional employment service assets are frontloaded. That is, a large volume of organizations provide intake, assessment, case management, and skill building services, but relatively few organizations offer proactive placement services for the region's job seekers and employers.
- While the distribution of workforce assets is aligned and often geographically located in places accessible to job seekers with significant barriers to employment, the distribution of assets is not strategically present in locations that would increase alignment and relevance with economic development strategies, growth employers, or in areas to engage high skilled and highly educated job seekers.
- To continue developing Alameda County's placed-based service delivery model while remaining relevant to the region's employer community, the broader workforce system must invest in the capacity of CBO's to diversify its customer pool and employ separate strategies that delineate client facing services and business facing services, bifurcating its workforce development system.

II. Project Methodology

PCG used primary source interviews and selected data from Eden Information and Referral (Eden I & R) to document and map the broader workforce development system in Alameda County.

Through chain-referral sampling, or “snowball sampling,” PCG conducted quantitative and qualitative interviews, either face-to-face or over the phone, with high-level representatives of over 75 workforce development service sites. Each interviewee was asked a series of quantitative questions regarding the target populations, services provided, contact information, and language capacity of each service site, among other data points. Many interviewees were also asked a series of open-ended qualitative questions regarding their organization’s mission, role, and strategic partners and initiatives as they relate to the broader workforce development system. This dual approach provided our team with the quantitative data needed to develop a thorough inventory of the workforce services, while the qualitative responses informed our understanding of the broader system, identified opportunities to drive alignment initiatives, identified potential service gaps, and helped formulate our recommendations. At the end of each interview, respondents provided a list of their partners in the workforce development space, which served as leads for our next round of interviews with service providers across the county. By beginning this snowball sampling methodology with the foundation of the publicly-funded workforce development system – One-Stop centers, the CalWORKs program administrators, Youth Providers, and the Community Colleges – we were able to document the network of alignment and partnerships currently in place across Alameda County.

Supplementing these primary interviews was data from Eden I & R, the organization that maintains the 2-1-1 repository of countywide services, programs, and organizations. PCG cross-walked the service and program codes used by Eden I & R into four categories that make up the broader workforce development system, defined as:

The Broader Workforce Development System is the collection of employment services, vocational education and training assets, supportive service providers, and other assets that all work towards the common goal of investing in human capital development.

In all, over 500 service sites were documented in an MS ACCESS inventory and analyzed using Geographic Information Systems (GIS) mapping technology. PCG grouped service sites¹ into four categories: 1) Employment Services, 2) Vocational Education and Training, 3) Supportive Services, 4) Other Assets.

¹ Because this is a mapping project with the goal of visually displaying the region’s broader workforce development system, the point of reference for each data point is the service site, as opposed to service providers, agencies, or organizations.

Figure 1: The Four Categories in the Broader Workforce Development System



1. **Employment Services:** This category is composed of service providers that form the foundation of the workforce development service delivery system. Service sites that fall into this category include:

- Navigator services (assistance accessing public benefits, referrals, etc.)
- Individual assessment (services that evaluate, then tailor and/or suggest services based on an individual's current employment situation, skills, and barriers.)
- Case management (one-on-one services; coaching and counseling customers)
- Soft skills building (workshops, seminars, or other services that address soft skills such as oral communication, networking, conflict resolution, etc.)
- Job readiness training (resume assistance, interview preparation, etc.)
- Job placement (services designed to actively develop job opportunities for job seekers with local employers)
- Entrepreneurial/small business development services (entrepreneurial coaching, small business assistance, business plan technical assistance, etc.)

2. **Vocational Education and Training:** This category is composed of organizations that provide basic workforce-oriented education and training, entities that provide subsidies for individuals seeking

vocational education and training, and organizations that support education and training activities in Alameda County. This section does not include the Alameda County public education system, as that is beyond the scope of this project. Sites that provide the following services fall into this category:

- Basic skills training (remediation, GED, literacy classes)
- Adult programs that fund training that leads to credential/certificate/degree
- Youth programs that fund training that leads to credential/certificate/degree
- Vocational education programs/institutions
- Formerly incarcerated diversion programs (youth and adult)
- Educational supports (financial aid, guidance counseling, tutoring, etc.)
- Financial literacy, credit repair, and tax assistance

3. **Supportive Services**: This category is defined as sites that provide support for individuals to achieve and retain meaningful employment are found in this category. This includes:

- Child care providers
- Child care subsidies
- Housing assistance
- Emergency housing
- Transportation assistance
- Income maintenance

4. **Other Assets**: For the purposes of this project, this category captures the other workforce assets that the broader workforce development system in Alameda County is currently aligning with and/or has an opportunity to leverage more strategically, such as:

- Community centers and facilities
- Community action and social advocacy groups
- Charities and funding entities
- Chambers of commerce and economic development entities

Service sites identified through primary interviews and/or Eden I & R data that fit into one or more of the four categories listed above were included in the Alameda County Inventory of Workforce Development Services MS Access Database. Please note that these categories are not mutually exclusive; that is, service sites that provide services under more than one category are included in each category they fit into. This database was then used as the foundation of a series of GIS maps that overlay the region's service sites with respect to the County's public transportation opportunities, economic development strategies, and poverty pockets as defined by the 2010 US Census. ***Thus, the strategic recommendations and analysis in this report can be further explored and readily implemented through the usage of the inventory and corresponding reports found in the MS Access Database.*** Figure 2 below lays out each data source, the description of the data, and the data's purpose in the Environmental Scan and Asset Mapping project.

Figure 2: Data Sources, Descriptions, and Purpose

SOURCE	DESCRIPTION	PURPOSE
PCG Asset Mapping Project Interviews	Quantitative/qualitative	1) To populate the inventory of services and GIS maps of the service providers that make up the broader workforce development system 2) To provide qualitative information to help PCG better understand the linkages, roles, and opportunities that currently exist in Alameda County's workforce development system
Eden I & R Data	Quantitative	PCG analyzed and coded service provider data from Eden I & R to match specific workforce development assets categories.
EDA Workforce Special Report (BW Research)	Economic Development Strategy Report	To align and overlay workforce asset mapping project with economic development strategy
Alameda County Geospatial Files ²	GIS shape files	Used to geographically display the region, subregions, and transportation opportunities in GIS mapping format
EMSI Analyst*	Reference data	Demographics, completions, and the geographic distribution of growth employers
2010 Census Data	Reference data	To map poverty areas by census tract in Alameda County

*EMSI uses over 90 Federal, State, and Private data sources. This project primarily accessed U.S. Census Bureau data (ACS), Bureau of Labor Statistics (CPS/CES/OES), and Equifax business level data.

While our team thoroughly documented the broader workforce development system in Alameda County, some data collection challenges existed. Despite multiple phone calls and voicemails, we were not able to reach a small handful of service providers identified through our chain-referral sampling methodology for primary quantitative and qualitative interviews. In those instances, we used Eden I & R data, supplemented and validated via the organization's website, to ensure these organizations were appropriately represented in our inventory.

Workforce Subregions in Alameda County

Much of the analysis in this report is done with respect to the five WIA subregions contained by Alameda County. These five subregions, which are used to allocate WIA funds and implement subregional strategies, are as follows:

Administered by the Alameda County Workforce Investment Board (ACWIB):

- **North Cities** (Alameda, Albany, Berkeley, Piedmont)
- **Eden** (Hayward, San Leandro, Ashland, Castro Valley, Cherryland, Fairview, San Lorenzo)
- **Tri-Valley** (Dublin, Livermore, Pleasanton, Sunol)

² The Alameda County clearinghouse where data was accessed can be found at: <http://www.acgov.org/government/geospatial.htm>

- **Tri-Cities** (Fremont, Newark, Union City)

Administered by the Oakland Workforce Investment Board (OWIB):

- **City of Oakland**

Figure 3 maps these subregions, while Figure 4 shows the population distribution in Alameda County with respect to each subregion. Much of our analysis in this report is based on the relative density of workforce assets that provide specific services and/or target specific populations with respect to the number of people living in the North Cities, Eden, Tri-Valley, Tri-Cities, and City of Oakland areas.

Figure 3: WIA Subregions in Alameda County

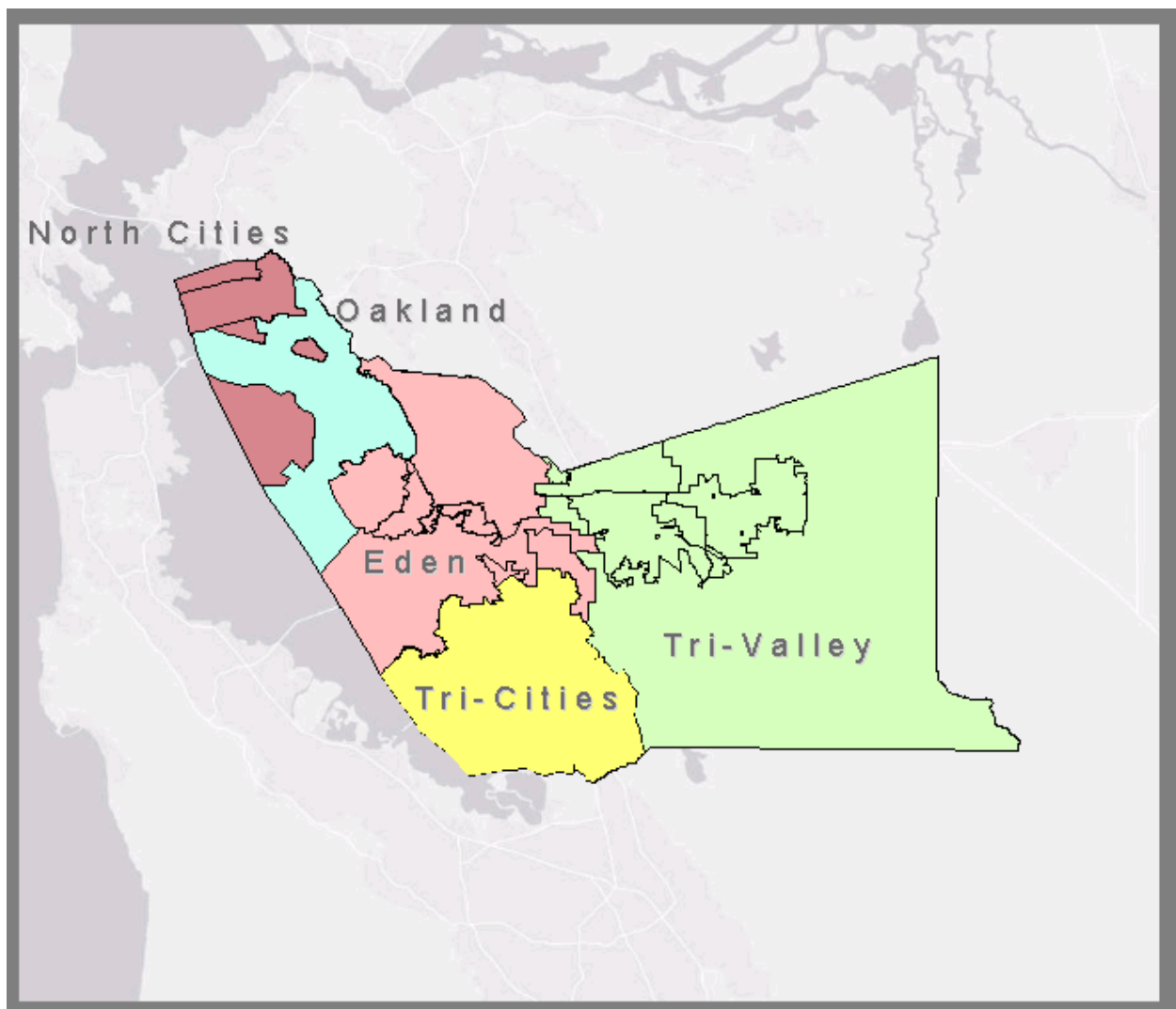
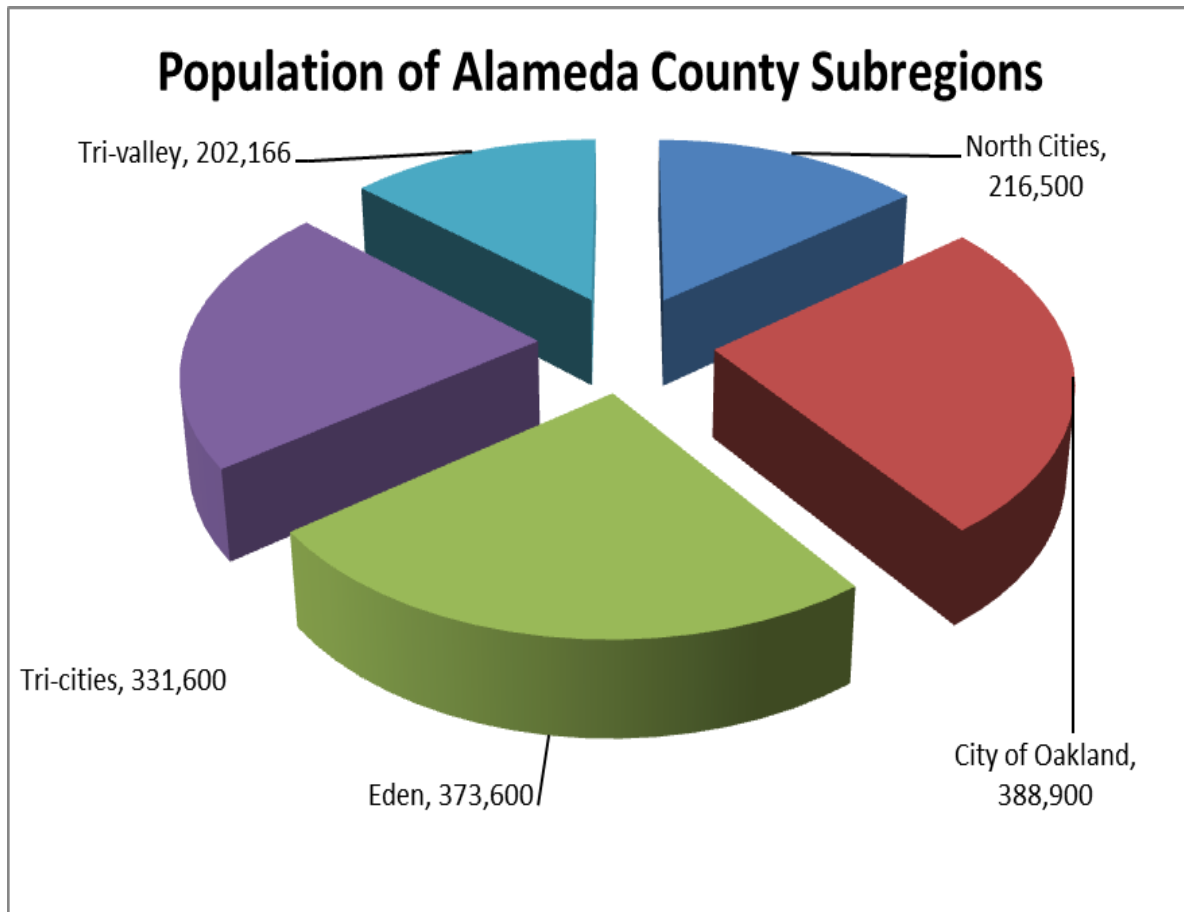


Figure 4: Population of Alameda County Subregions³



³ Source: EMSI Analyst, Alameda County

III. Mapping and Analysis of Regional Workforce Development Assets

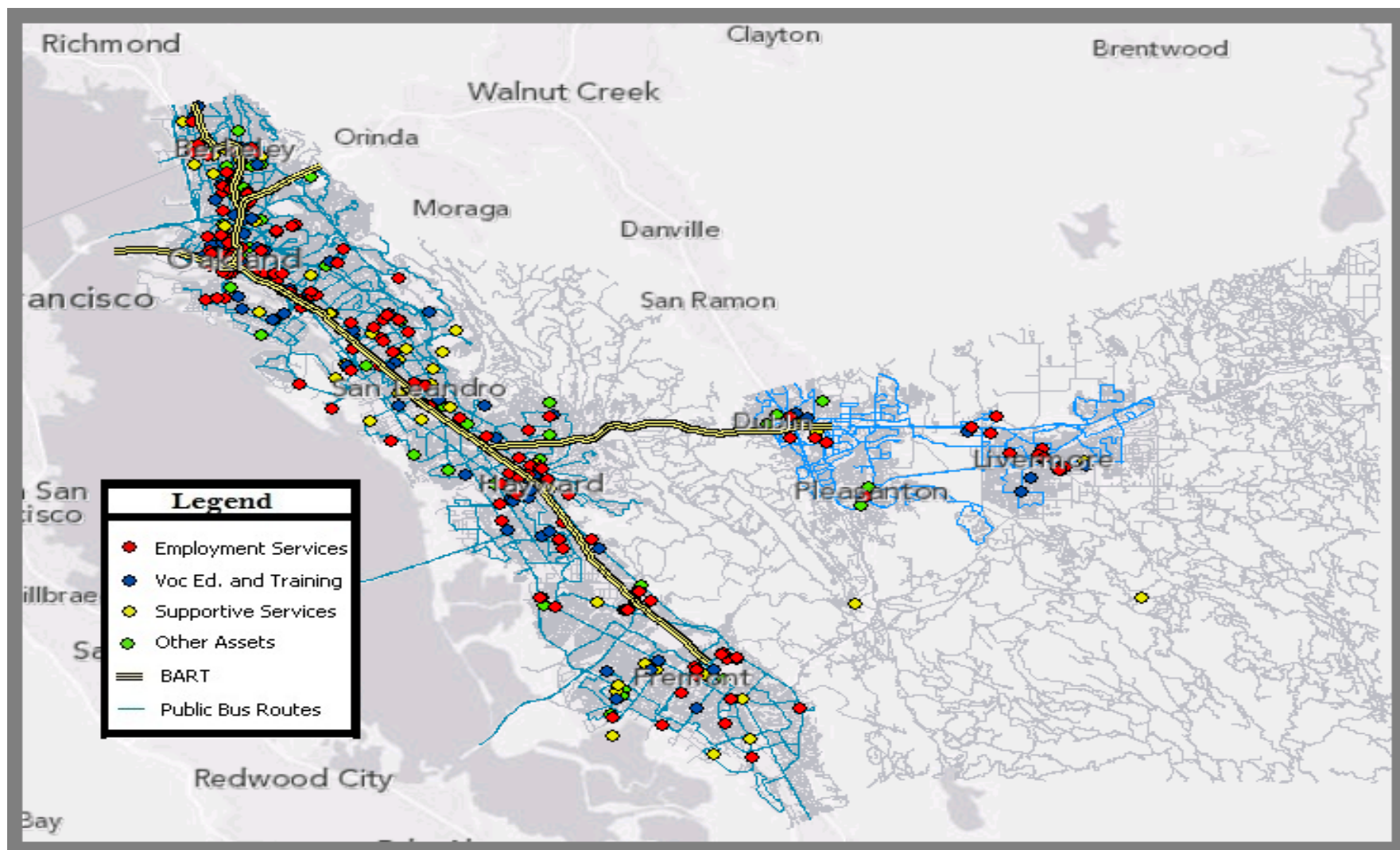
A region's workforce development system is composed of service providers and organizations, both publicly and privately funded, that work together to engage, train, and support individuals in multiple stages of their career development. The Alameda County One-Stop Career Centers, the WIA funded Youth providers, and the SSA Self-Sufficiency Centers that provide CalWORKs employment services are the backbone of the County's publicly funded workforce service delivery system. But this traditional structure is facing increasing demands, caused by a growing skills gap for 21st century jobs, stubbornly high unemployment rates, higher performance requirements, public sector austerity, and decreased funding. Service providers across the county are being asked to do more with less. To meet this challenge, the entities that make employment service investment decisions in Alameda County, such as the ACWIB, Alameda County SSA, and the OPIC, must think strategically about how they can garner the maximum Return on Investment (ROI) for each public dollar spent. This section provides an analysis of the workforce assets in Alameda County, both in aggregate and by WIA subregion, identifying specific opportunities to leverage and align assets and strategies to garner greater community impact.

a. All of Alameda County

One of the challenges facing the region's service delivery system is the broad scope of customers it serves. The same system that serves job seekers in inner-city Oakland, home to some of the most distressed neighborhoods in the nation, must also remain relevant to rural communities in the Tri-Valley subregion. Large populations of formerly incarcerated individuals, veterans, immigrant workers, refugees, and other target populations all have unique needs and barriers to employment. For instance, the system's health care employer customers in North Cities have very different needs from the transportation employers in the Eden subregion, which both vary greatly from the needs of the upper Silicon Valley employers in the Tri-Cities area. The County of Alameda and its 1.5 million residents are diverse in a multitude of ways. What is the volume and distribution of assets and service sites currently serving this diverse population in different areas of the County?

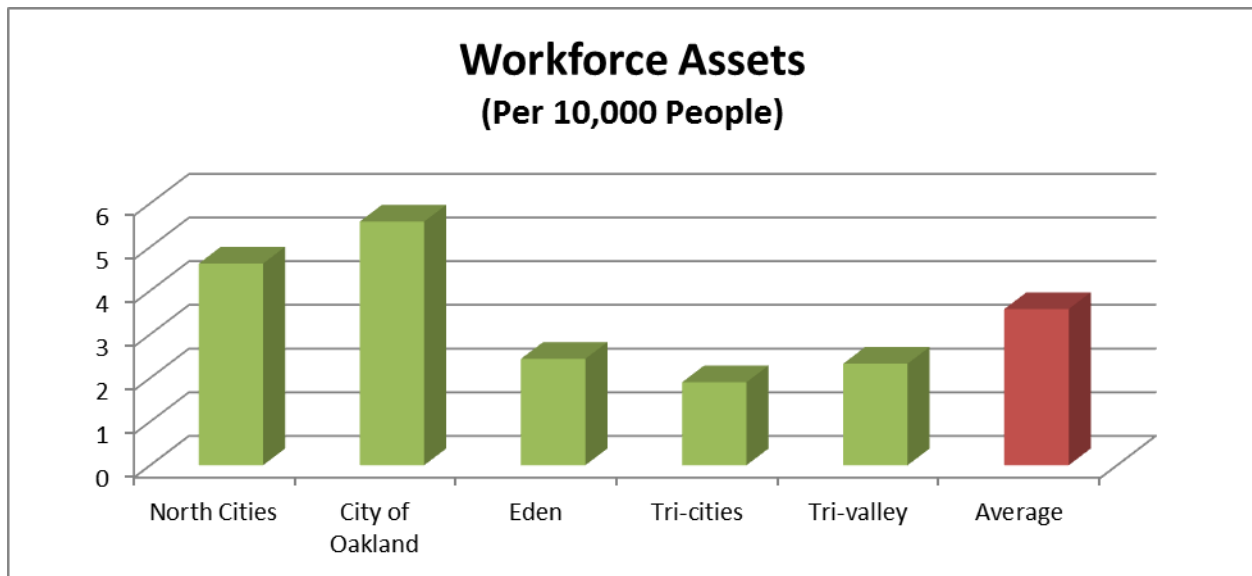
The countywide map shown in Figure 5 on the following page shows this distribution by workforce asset category. This map shows a higher density in the North Cities and City of Oakland subregions, with a large concentration of services in the downtown area of Oakland and the university area in the City of Berkeley. The overlay of BART and public bus routes also show the Northern Cities and the City of Oakland to be more interconnected through public transportation opportunities. As one travels South on the I-880 corridor from the North Cities and City of Oakland, the concentration of services begins to thin. While public transport opportunities does connect the vast majority of assets to major population centers, the wider geographic distribution of assets in the Eden, Tri-Valley, and Tri-Cities areas make comprehensive service delivery, leveraging resources, and targeted place-based service delivery more challenging.

Figure 5: Map of Countywide Service Mix



Diving deeper into this countywide distribution of services, Figure 6 shows the total number of workforce assets, per WIA subregion, with respect to the population of each subregion. This measures the volume of service sites with respect to the “universal customer,” or general public eligible for low-intensity, core employment services.

Figure 6: Workforce Assets and Universal Access Customer (Population), Alameda County



Sources: EMSI Analyst, Alameda County; PCG Asset Mapping Project/Eden I & R Data

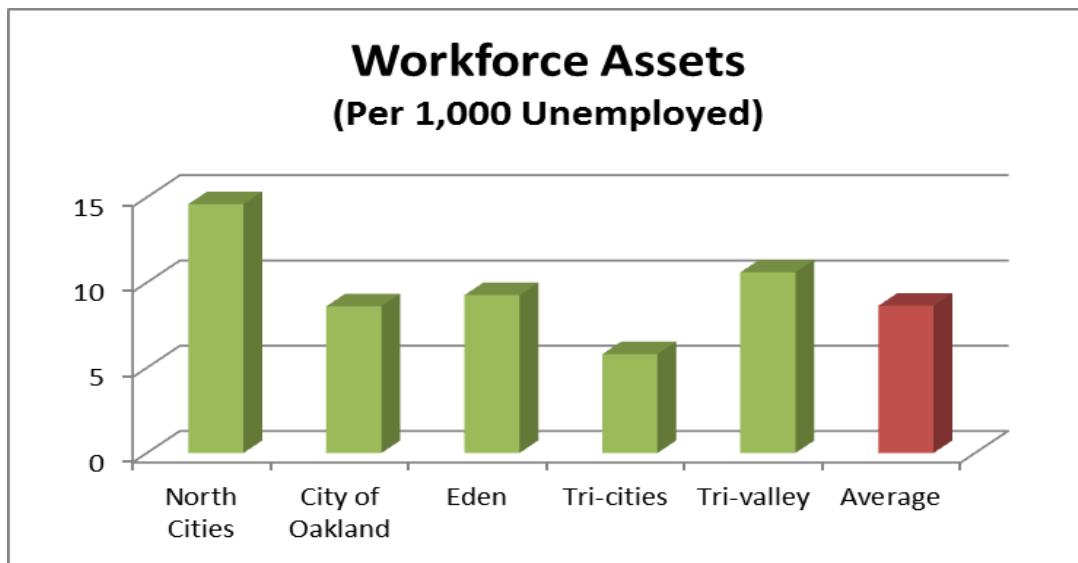
We identified 541 workforce assets serving the 1.5 million Alameda County residents, which is roughly 3.5 assets per 10,000 people. Northern Alameda County (North Cities and the City of Oakland WIA subregions) have a significantly higher density of workforce assets per person than the other three subregions, even after controlling for subregional population differences. This finding presents two opportunities to target investment strategies:

1. The North Cities and City of Oakland Regions have a higher volume of workforce assets and service sites in a smaller geographic area, creating an opportunity for funding entities to strategically convene, align, and leverage these assets to serve common customers.
2. The lower density of workforce assets in the Eden, Tri-Cities, and Tri-Valley subregions suggests that funding entities may garner the most ROI by building the capacity of existing local organizations to serve more people more effectively over a larger geographic area.

In addition to provider core services for any Alameda County resident who enters a local One-Stop Career Center or partner access point, the system is also required to provide more intensive services for individuals that meet specific eligibility requirements, such as low-income, and/or unemployed. These needs-based requirements serve to focus service investments towards individuals, communities, and subregions that need them most. Figure 7 shows the dispersement of workforce assets based on

subregional need in Alameda County, with the number of unemployed persons serving as a proxy for the demand of intensive workforce services.

Figure 7: Workforce Assets and Mandatory Service (Unemployment), Alameda County



Sources: EMSI Analyst, Alameda County; PCG Asset Mapping Project/Eden I & R Data

When analyzing the volume of workforce assets by need, the North Cities subregion ranks highest with 14.6 workforce assets per 1,000 unemployed persons, followed by the Tri-Valley and Eden subregions with 10.6 and 9.25, respectively. The City of Oakland, which ranked highest in the number of assets with respect to population (Figure 6, above), has the second lowest number of assets with respect to need (8.61), reflecting the high unemployment rate (approximately 12 percent). The Tri-Cities area has far fewer assets per number of unemployed people (5.80) than all other subregions. When analyzing the volume of workforce assets with respect to community need, by further refining our understanding of the broader workforce development system, we find that:

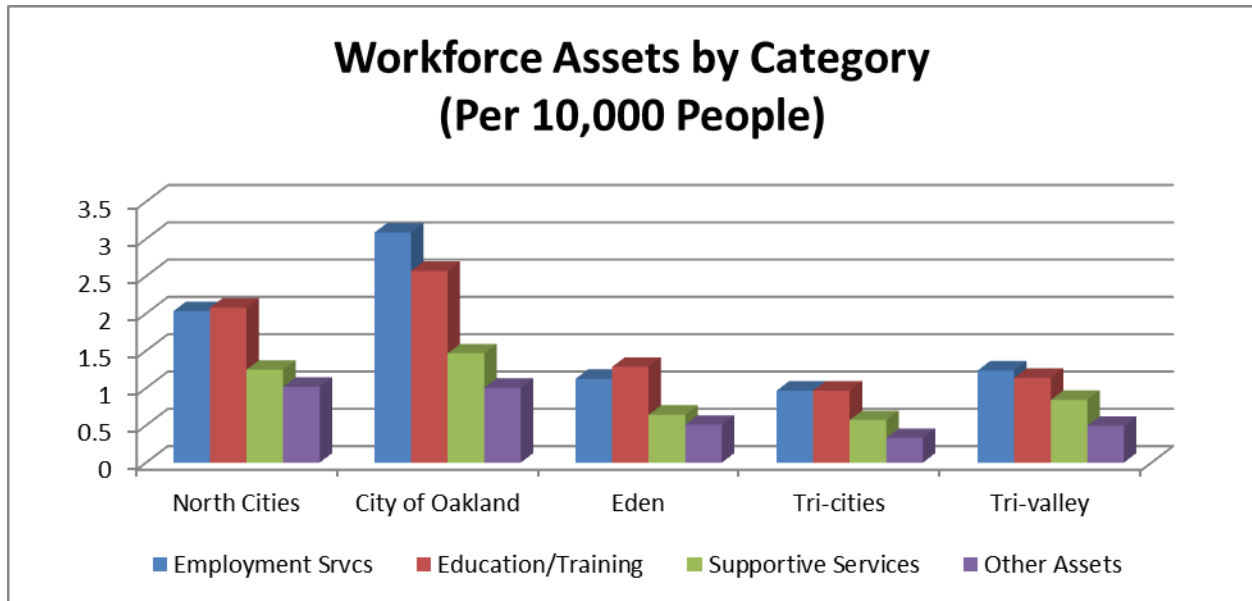
1. The North Cities subregion has the highest density of workforce assets with respect to community need, presenting a strong opportunity to drive alignment strategies to increase the subregion's throughput.
2. The Tri-Cities subregion has the fewest number of workforce assets, per universal customer and per unemployed person. Funding entities should consider building the capacity of these assets to serve more customers and/or provide incentives for organizations to locate satellite sites in this subregions.

Workforce Assets by Category and Subregion

While the volume and density of workforce assets in each subregion helps inform high-level investment strategies and areas of focus for funding entities, a deeper analysis into the types of assets and service

sites in the region helps determine potential overlapping services, gaps, and opportunities to align like-services that serve common target populations. As defined in Section II. Project Methodology, our team assigned categories to each asset based upon the service(s) the organization provides. Figure 8 below shows the breakdown of categorical service providers in each subregion, once again controlling for population.

Figure 8: Workforce Assets by Category and Subregion, Alameda County



All five subregions have a higher relative density of employment services and vocational education/training service providers, with fewer entities providing supportive services such as child care subsidies, transportation, and other work supports. Interestingly, North Cities and Eden are the only two regions with more identified vocational training and education assets than employment service assets. The presence of the region's two largest universities (the University of California Berkeley and California State University, East Bay) in North Cities and Eden may play a role, creating a more dynamic education and training ecosystem than in other regions.

The broader workforce development system may be able to leverage the County's two large universities and the related training and vocational education programs that feed them to create a more intentional talent development pipeline.

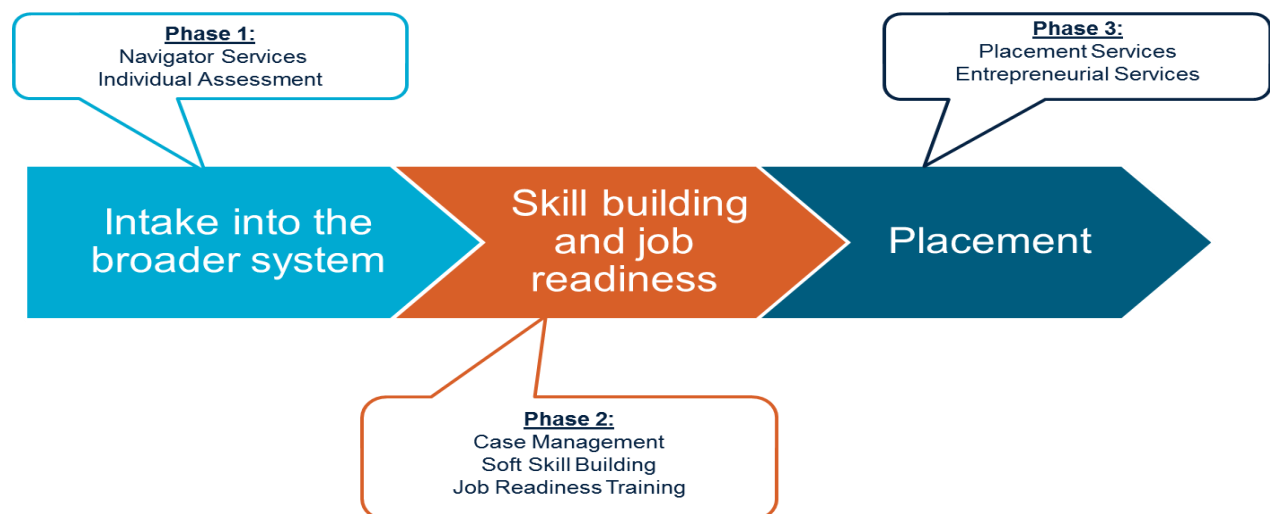
Starting with North Cities and Eden, funding entities such as the ACWIB and Alameda County SSA could align the education and training ecosystems in the region with its investment in employment service assets to systemically educate, train, and place more individuals. A high-volume of vocational training and education assets already exist in these two regions, meaning a heavier investment on employment services may better align services and increase the system's impact.

The Employer Service Continuum, Assets, and Potential Gaps in Alameda County

The map cataloguing the county's service mix (Figure 5) shows a large number of workforce assets dispersed across the county, with a higher volume of entities located in or around county population centers such as Oakland, Berkeley, Hayward, and the middle of the Tri-Cities subregion. Because the dollars within the purview of the ACWIB, Alameda County SSA, and the Oakland WIB are primarily focused on providing employment services to the citizens of Alameda County, this section takes a closer look at the employment service mix countywide, identifying potential service delivery gaps and like-services that can be more intentionally aligned to increase system bandwidth.

First, we examine the employment service mix in all of Alameda County through the lens of the employment service continuum. This continuum, which is broken down into the three phases shown in Figure 9 below, represents the participant flow through the Alameda County's broader workforce development system.

Figure 9: The Employment Service Continuum



Phase one begins with intake into the broader system through a local access point. This access point can be any service site plugged into the broader system that can help the participant navigate the system to find the appropriate programs and/or services. Part of this first phase is assessing a participant's current career development situation, barriers to employment, needs, strengths, and aspirations. Phase two is comprised of services that actively case manage participants with the goal of building skills (both hard and soft) and coaching the participant towards job readiness. While case management is typically done on a one-on-one basis, many phase two activities are done in group settings, such as group trainings and workshops that many service providers offer. ***The third and final phase of the employment service continuum is where the workforce system actually garners a return on its investments made in phases one and two.*** Placement and entrepreneurial services directly lead to the most important success measure of the system: meaningful employment and livable wages. Nationally, this is where publicly funded

workforce systems can often struggle to reap the returns of efforts in the first two phases of the continuum.

Figure 10: Employment Service Mix in Alameda County, Total Service Sites

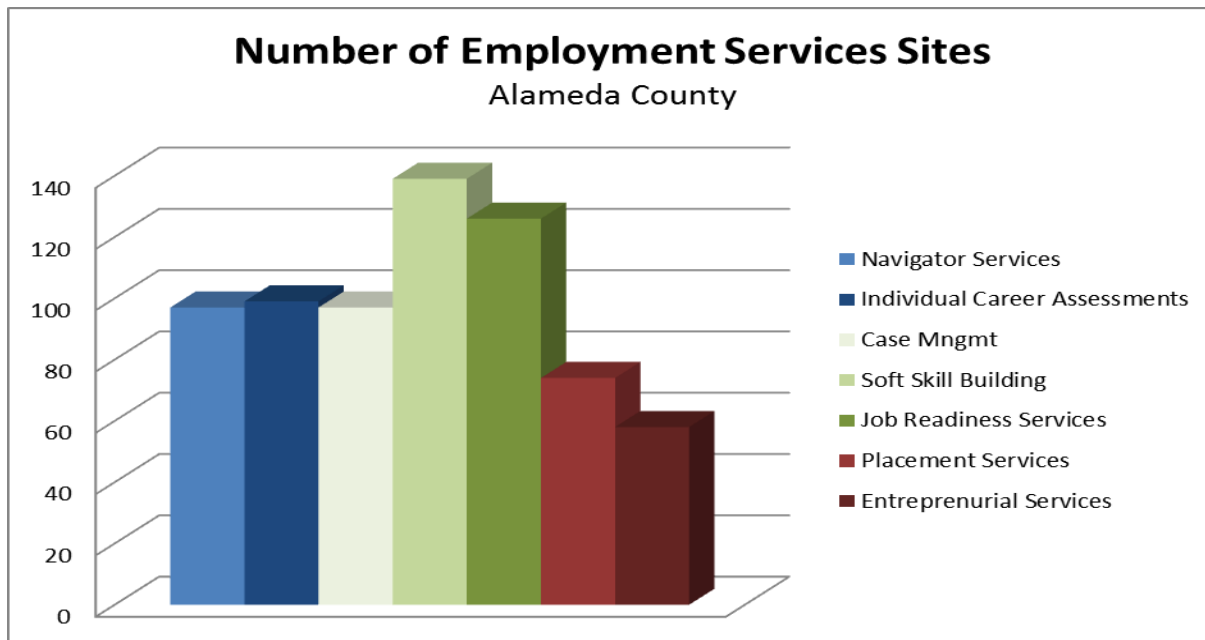
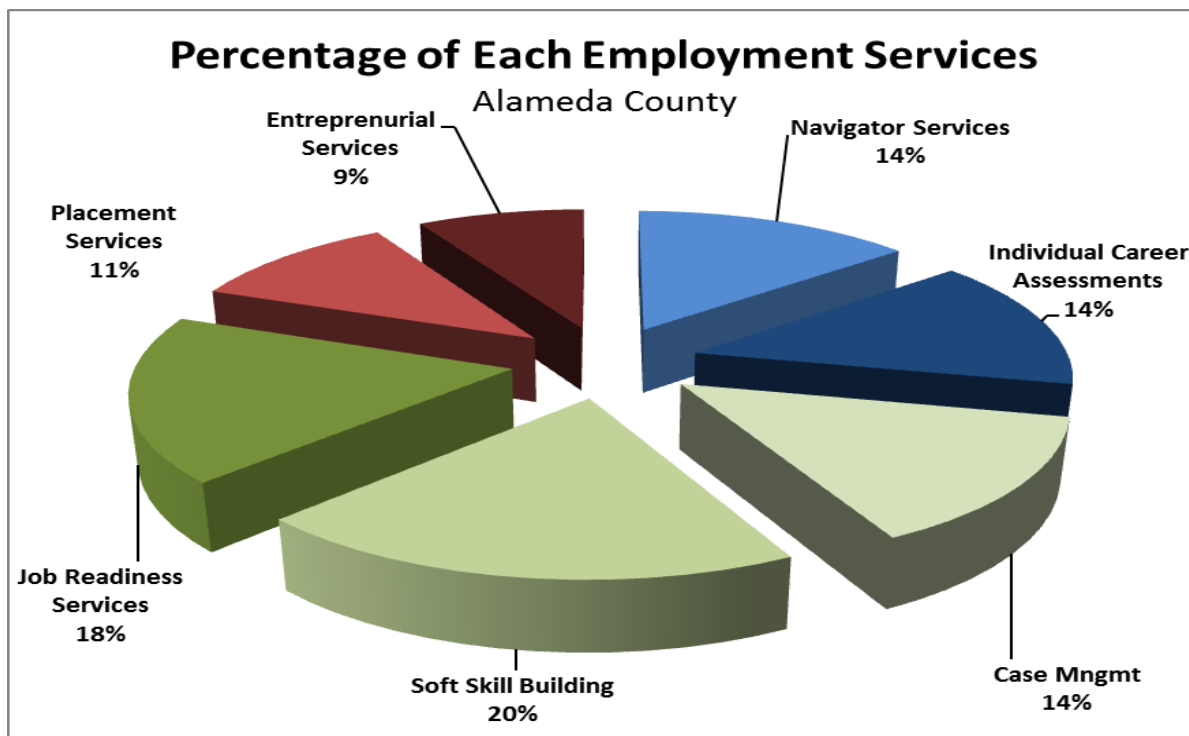


Figure 11: Employment Service Mix in Alameda County, Percentage of Service Sites



The most apparent finding from analyzing the region's service mix through the lens of the employment service continuum is the shortage of assets on back end of the system. Collectively, organizations that provide placement and/or entrepreneurial services only account for 20 percent of the employment service assets countywide. This means that the vast majority of service providers (80 percent) are providing intake and assessment services and/or skill building and job readiness services without actively developing job opportunities for the system's customers.

Thus, the system's capacity is frontloaded, as the majority of service sites are equipped to intake and assess customers (phase 1) and/or help sharpen their soft and hard skills (phase 2), but fewer are equipped to proactively move the customer through the system and into gainful employment (phase 3).

Several qualitative interviews, as well as Alameda County board member feedback validate this gap in the phase three services, most notably in the placement services. Many interviewees alluded to the conflicting nature of job seeker services with proactively engaging businesses. Just as an attorney cannot represent both the prosecution and the defense in a court of law, several service providers pointed to a lack of organizational capacity to effectively serve job seekers and employers. Businesses are looking to screen people out of their candidate pool, while many of the region's assets are client facing, and thus looking to screen candidates into the candidate pool, creating a disconnect between labor market supply and demand in the local system. Many service sites follow some version of priority of service in which customers most in need with the highest barriers to employment receive the majority of staff and financial resources. As operating budgets remain tight, this poses significant challenges in being relevant to the system's employer customers who are looking to hire qualified, competent, job-ready candidates.

Another challenge, noted an ACWIB board member, is the difficulty in finding and retaining effective job development staff. The local labor market will pay well for an individual with the sales, presentation, and communication competencies required to be an effective job developer, making it difficult for public and non-profit agencies to retain this talent.

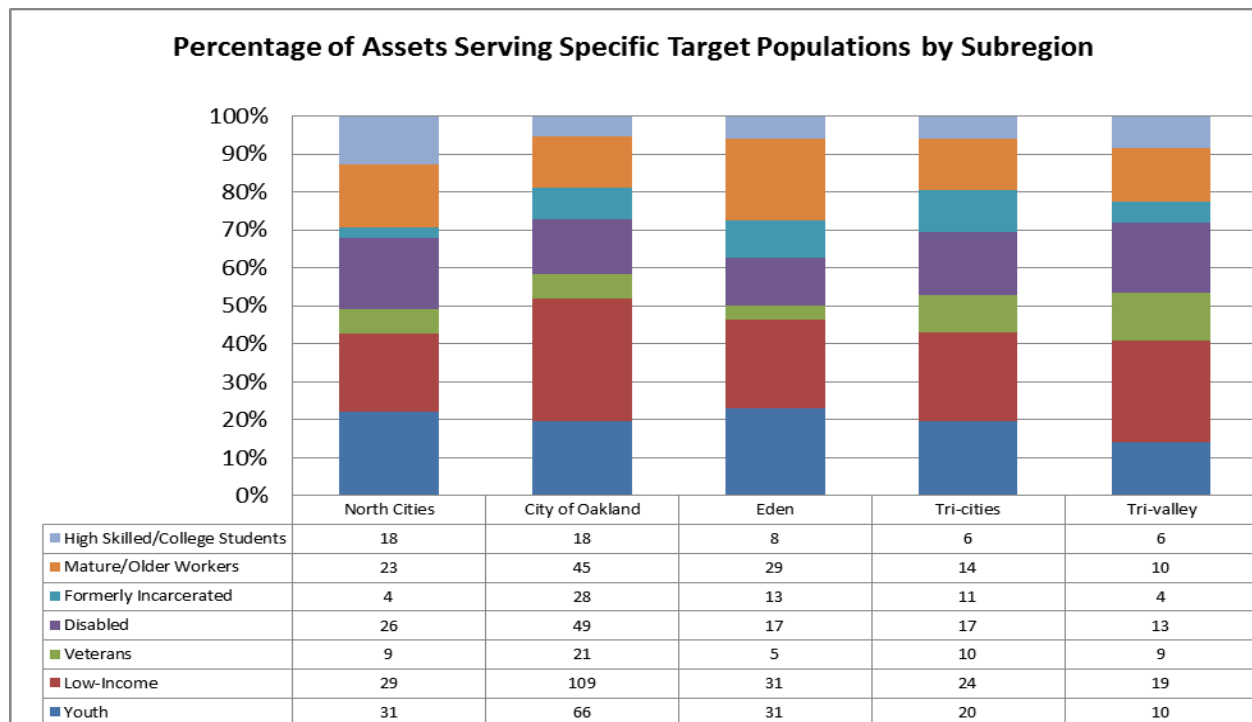
Analysis of Workforce Asset Target Populations

In addition to collecting information on specific types of service providers, we asked interviewees and used text analysis with the Eden I & R dataset to identify specific populations that each workforce asset targeted. For the purposes of this project, workforce assets were considered to serve a specific population if they have specific programs and/or services tailored to a specific group. For example, if a service site holds workshops for veterans that help translate skills and work experience gained in the military to the civilian workplace, veterans would be a target population for that site. It's important to note a workforce asset may serve a particular population without specifically targeting that population. While a One-Stop Career Center might serve high-skilled/college students if they walk through its doors, we would not consider the One-Stop as specifically targeting high-skilled/college students unless they had recruitment strategies and/or tailored services specific to the population. Target populations documented, analyzed, and catalogued in the comprehensive inventory include:

- ✓ Youth (14-19)
- ✓ Unemployed
- ✓ Low income
- ✓ Veterans
- ✓ Women
- ✓ Formerly incarcerated individuals
- ✓ Homeless
- ✓ Refugees/Asylees
- ✓ Mature workers
- ✓ Persons with disabilities
- ✓ High skilled workers
- ✓ College students
- ✓ Low skilled/low educated
- ✓ English language learners
- ✓ Entrepreneurs/small business
- ✓ Individuals with mental or developmental health barriers

These categories are not mutually exclusive, meaning one asset might have multiple target populations. While the *Target Population Mix Report*, accessible through the MS Access Inventory, allows users to analyze the density of assets that serve each of these target populations in a specific region, this section highlights a few of the interesting findings with respect to selected target populations. Figure 12 on the subsequent page shows both the percentage (bar graphs) and number of assets (matrix) that target Youth (14-19), low-income, veterans, persons with disabilities, formerly incarcerated individuals, mature workers (55+), and high skilled/college students across the five WIA subregions in Alameda County.

Figure 12: Workforce Assets by Target Population and Subregion, Alameda County



Overall, the majority of service providers target those with significant barriers to employment, such as low-income (red) and persons with disabilities (purple). This makes sense, as organizations and resources should help those that require the most assistance to achieve self-sufficiency and meaningful employment. In the City of Oakland, over 30% of the workforce assets that work with the selected target population serve low-income individuals in some capacity. This high density is appropriately matched with need, as several census tracts in East and West Oakland have poverty rates over 35 percent⁴. The largest proportion of assets in the other four regions also target low-income residents; at least 20 percent of the service sites in North Cities, Eden, the Tri-Cities, and the Tri-Valley all target low income residents. A large share of service sites have specific programs and services dedicated to disabled individuals, ranging from a low of 13% in the Eden area to a high of 19% in North Cities.

The Eden subregion, the second most densely populated subregion in the County, may have a potential gap in service provision to the veteran population.⁵ The subregion is home to approximately 373,000 residents in a County with over 50,000 veterans, but our team only identified five service sites that specifically target veterans. For comparison, the City of Oakland, home to approximately 15,000 more residents (388,900) has over four times the number of assets (21) targeting veterans than Eden.

⁴ U.S. Census Bureau, State and County Quick Facts, City of Oakland (<http://quickfacts.census.gov/qfd/states/06000.html>)

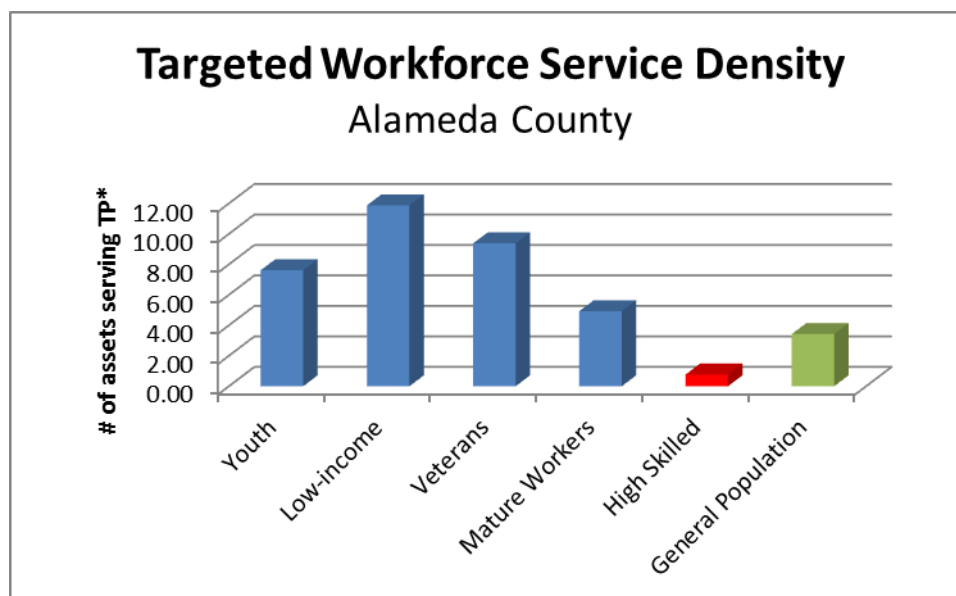
⁵ We cannot definitely say the gap in Veteran services exist by subregion because subregional Veteran population is not available.

We identified relatively few service sites that provide specific reentry employment services to formerly incarcerated individuals in the North Cities (4) and Tri-Valley (4) subregions. This capacity challenge for this target population may be less prevalent in the North Cities area, which is geographically close and well-linked through public transit opportunities to the City of Oakland, which is home to 28 assets that provide programs and services specific to the needs of the formerly incarcerated population. Formerly incarcerated individuals may have more challenges accessing the services they need in the Tri-Valley subregion, which is more isolated from the services sites of other subregions due to distance and fewer public transit options.

High-skilled and College Student Service Options

High-skilled (defined as having Bachelor's degree or above) and college students in Alameda County have relatively few services tailored to them in the current workforce development system. From a public program perspective, this is appropriate, as public resources should, and are often, required to be allocated to those most in need. However, from a broader regional talent development perspective, the system must offer value to job seekers at multiple tiers of skillsets, education levels, and experience in order to effectively serve the region's business customers. Figure 13 on the following page shows the ratio of assets that focus on selected target populations to the number of Alameda County residents in each target population divided by 10,000. A higher ratio here means a higher supply of services for that target population with respect to demand. For example, there are slightly more than ten (10) assets that target veterans per 10,000 veterans in Alameda County. We used data from EMSI, the US Census Bureau, and the U.S. Veteran's Affairs Agency to determine the number of individuals in each target group.

Figure 13: Target Population Coverage by Alameda County Workforce Assets⁶



⁶ EMSI Analyst, Alameda County North Cities, US Census Bureau State and County Quick Facts (2012), US Department of Veteran's Affairs, National Center for Veterans Analysis and Statistics, Counties (http://www.va.gov/vetdata/veteran_population.asp)

*Number of assets serving the specific target population per 10,000 individuals in each target population that live in Alameda County per the following sources

There is a huge drop in service sites that tailor programs and services to the high-skilled, college educated population. When viewed from a broader system performance and community impact perspective, this finding presents a large opportunity for the ACWIB, Alameda County SSA, OWIB, and other funding entities in the region. While highly skilled and educated, this population has not been immune to the labor market challenges of the *Great Recession* and its ensuing slow recovery. Nearly half of the 5.4 million Americans who have not worked in at least six months have previously held white collar jobs according to a recent study by Challenger, Gray & Christmas (2010). White Collar Workers often possess the technical skills and professional experience that employers seek; serving these individuals effectively is critical to effectively serving businesses within Alameda County. College students could also find value in a systemic approach to workforce development and placement services. In a national survey conducted in 2011 by Knowledge Networks for the John J. Heldrich Center for Workforce Development at Rutgers, researchers found the median starting salary for 2009-2010 graduates was \$27,000, \$3,000 less than respondents who graduated in 2006-2008.

As highly trained, college graduates have had difficulty finding the jobs they want, regional strategies should consider this gap as a large opportunity to increase the system's performance, and relevancy to employer customers.

The Service Mix and Target Populations at the Subregional Level

Using service provider data collected and coded for this project, we can also analyze this employment service continuum at the subregional level. From the urban, densely populated areas of the North Cities and Oakland areas to the more geographically dispersed Tri-Valley area, different subregions have varying workforce service needs and demands. This section explores the service delivery mix, with a focus on employment services, at the subregional level.

North Cities

Home to about 217,000 residents, the North Cities subregion is made up of the cities of Berkeley, Alameda, Albany, and Piedmont. The subregion is also home to the University of California Berkeley, a top-tier university that is the centerpiece of a regional training and education ecosystem that serves other the entire county and beyond.⁷ This ecosystem generated 12,900 education and training completions in 2011, more than twice the amount of any other subregion in the County.⁸ This subregion has served as a major training and education location for the San Francisco Bay area. The capacity to train this many people is reflected in the data. As mentioned and shown in Figure 8 above, we identified 45 vocational training and education assets in the subregion, making ***North Cities one of two subregions to have more education and training assets than employment service assets.***

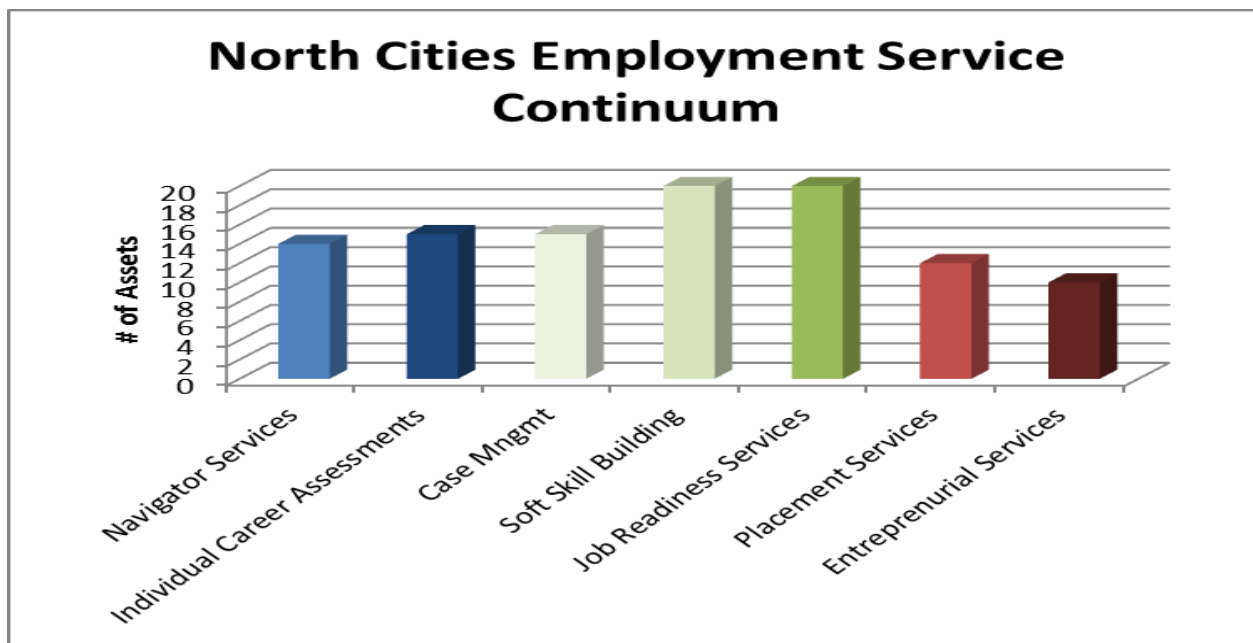
So how do funding entities leverage and align this proven capacity to train and educate the region's workforce in order to drive system performance and greater community impact?

To answer this question, we take a look at the distribution of employment service types in the North Cities area. Like the distribution countywide, the North Cities employment service delivery system exhibits fewer assets in the third and final stage of the employment service continuum, suggesting a gap in the back end of the system. This is considered “phase 3” of the system, where participants receive either placement or entrepreneurial services to directly connect them with meaningful employment, including self-employment.

⁷EMSI Analyst, Alameda County, North Cities

⁸Ibid

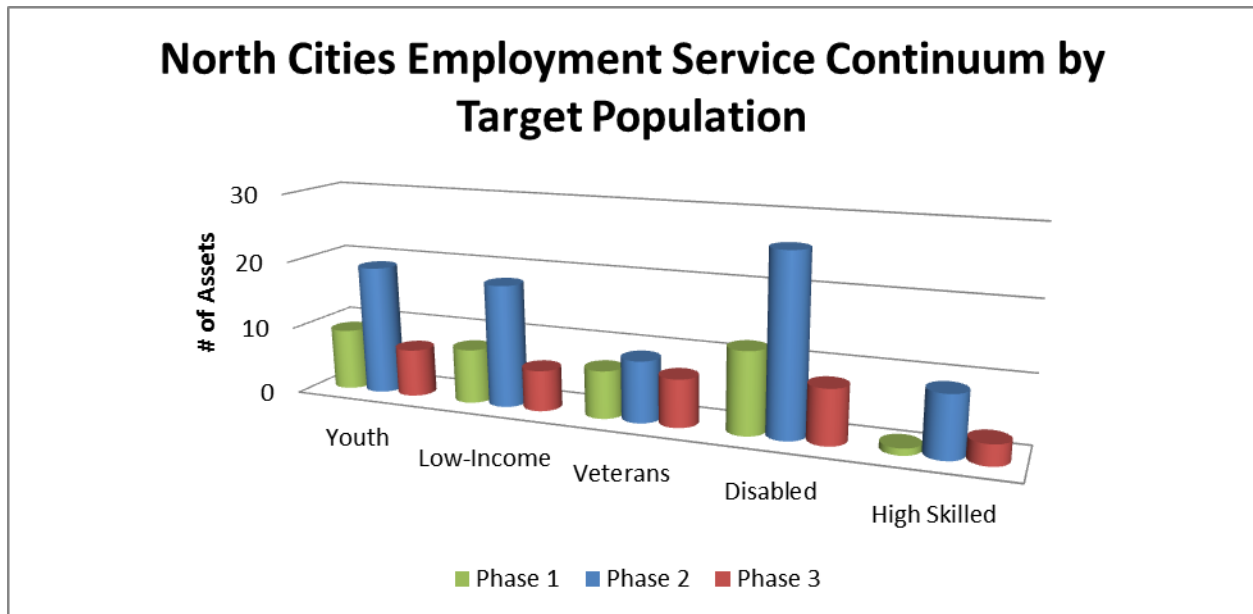
Figure 14: North Cities Employment Service Continuum



What stands out in the figure above is a concentration of services in phase two, especially in the soft skill building and job readiness service categories. Close to 20 service sites offer soft skills training and/or job readiness workshops, helping customers sharpen interview skills, manage conflicts, improve their resume writing, and build other non-technical skill building competencies. This is an abundance of services compared to only 12 service sites actively working to place these same participants into employment. There is an opportunity to align these phase 2 workshops and group exercises in phase 3 to increase the capacity of organizations in the subregion to place workers in gainful employment. This opportunity is multiplied in the North Cities for two reasons:

1. First, the presence of a robust vocational training and education ecosystem, with a proven capacity to output more training and education completions than any other subregion in the County (discussed above).
2. Second, many of the service sites providing phase 2 assets are actually targeting the same clients, leading to common customers and making the collaboration of recruitment, curriculum development, and phase 2 service delivery easier and more effective. Figure 15 below shows the number of assets targeting the same target population in each phase of the employment service delivery continuum:

Figure 15: North Cities Employment Service Delivery Continuum by Target Population

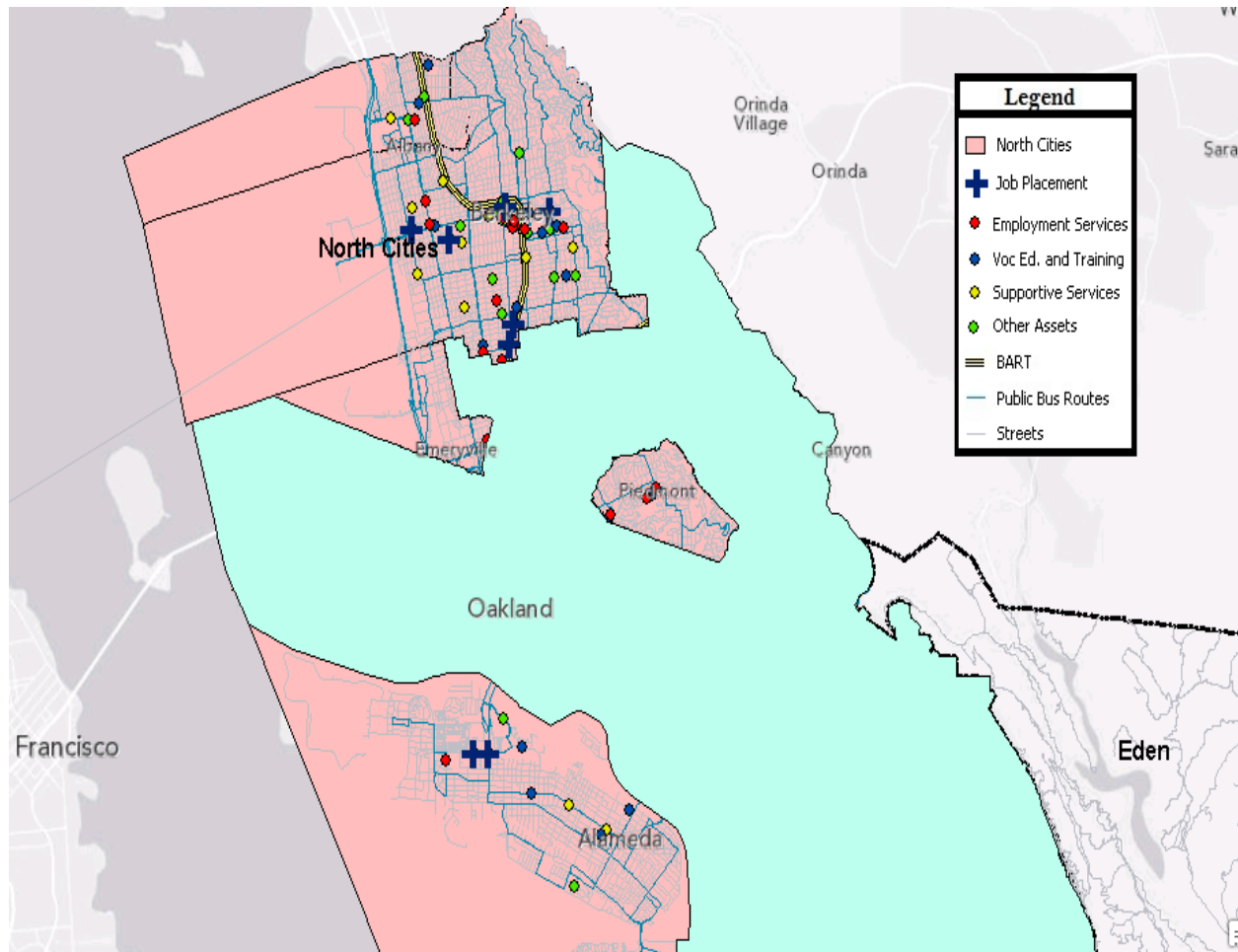


As shown above, the North Cities subregion has a large number of phase 2 service sites that serve common customers. The subregion is home to 19 phase 2 service sites targeting Youth, 18 sites targeting low-income individuals, 9 targeting veterans, 26 targeting individuals with disabilities, and 9 targeting high skilled workers. This density of services for similar target populations is not necessarily negative or duplicative, as the need for soft skill training and job readiness preparation for target populations with significant barriers to employment often outweigh the supply. But these data suggest that many organizations outside of the publicly funded system are doing this work in the community for similar target populations that the One-Stop system, Youth providers, and CalWORKs program is tasked with serving. With this in mind, the largest opportunity to increase the throughput and performance of the broader workforce development system in the North Cities area is to invest in the capacity of these organizations to place these same customers into employment.

18 service sites offer the same phase 2 services (case management, soft skill building, and job readiness) for low-income individuals in the North Cities, but only 6 sites proactively provide the same target population with job placement services.

Currently, a high volume of organizations provide case management, soft skill building, and job readiness training for the same customers that utilize the services of the One-Stops, WIA Youth providers, and the CalWORKs Program. The strong educational and training assets, led by UC Berkeley and the education and training ecosystem it supports, provides the subregion with additional opportunities to further imbed job readiness and soft skills into training curriculum, increasing the work-readiness of the high volume of education and training completions coming from North Cities' training and education providers.

Figure 16: North Cities Workforce Asset Mix



The map above shows the distribution of the four categorical workforce assets in the North Cities subregion, with the large navy blue crosses representing employment service assets that provide proactive placement services. The largest concentration of workforce assets, in the City of Berkeley, with a few assets in central Albany, a few scattered across the City of Alameda, and a handful in Piedmont. Assets providing job placement services are concentrated around the College of Alameda, the border between Oakland and Berkeley, and the UC Berkeley College area. While residents not living in those areas of the subregion can access job placement services through public transportation lines, it may be inconvenient and very time consuming. Thus, system administrators should consider strategies to build the capacity of organizations providing employment services (red dots above) that do not currently provide active job placement. This may help increase accessibility to potential high skilled and recently dislocated workers living in Albany, North Berkeley, Southern Alameda, and Piedmont. While these are not high-need areas, this can increase the system's ability to diversify its customer pool and be more relevant to employers at higher levels of the job seeker ladder. Because workforce assets already exist in these areas, investing in

capacity and/or the development of additional job placement access points does not pose as significant of a cost as do other strategies to reach these populations.

North Cities Summary

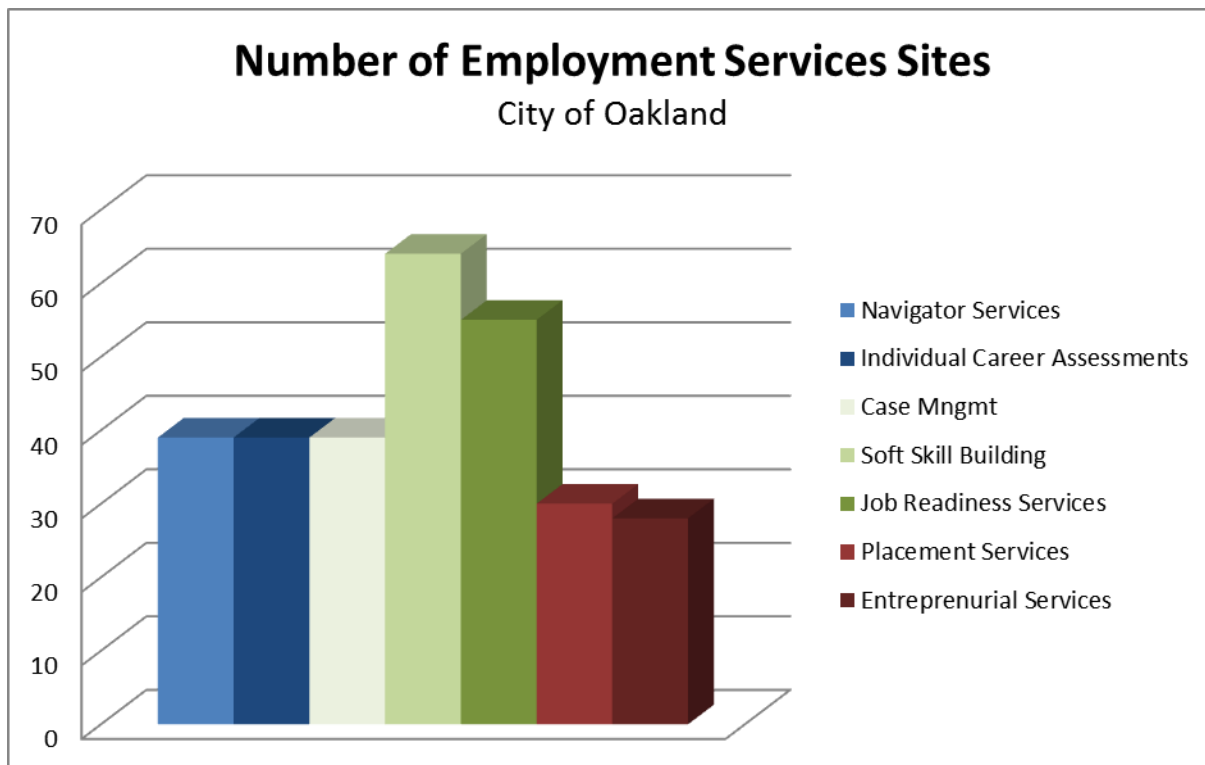
Funding entities could take the lead in informing North Cities service sites of the opportunity to align phase 2 services, convene organizations offering similar services to common customers to discuss alignment, and target investment in subregional CBO's and current providers to increase capacity in job development and placement services.

By using these additional assets to move customers through phase 2 of the employment service continuum, more dollars and other resources can be used to place these same customers in employment, the ultimate goal of the North Cities broader talent development system.

City of Oakland

The City of Oakland is a unique subregion in Alameda County for several reasons. Oakland's public workforce system is administered by the Oakland Workforce Investment Board (as opposed to the Alameda County WIB that administers WIA dollars for the rest of the County). Home to approximately 400,000 residents⁹, Oakland is the most populated of the five regions along with the highest unemployment rate (11.8 percent in March, 2013) and one of the highest poverty rates in California (19.6 percent¹⁰). Oakland is also home to more jobs 189,100¹¹ than any other subregion. In the context of the broader workforce development system, all of these factors compiled represent the subregion with the largest need for workforce service delivery to upskill the local workforce and promote place-based economic growth as a means to reduce poverty and increase self-sufficiency.

Figure 17: City of Oakland Employment Service Continuum



Like Alameda County, the workforce assets providing employment services in the City of Oakland show a high density of phase 2 service assets, offering job seekers case management, soft skill building, and job readiness services. Much fewer service sites provide phase 3 placement and entrepreneurial services. Again, as in North Cities and throughout the county, this presents an opportunity for the City of Oakland

⁹EMSI Analyst, Alameda County, City of Oakland

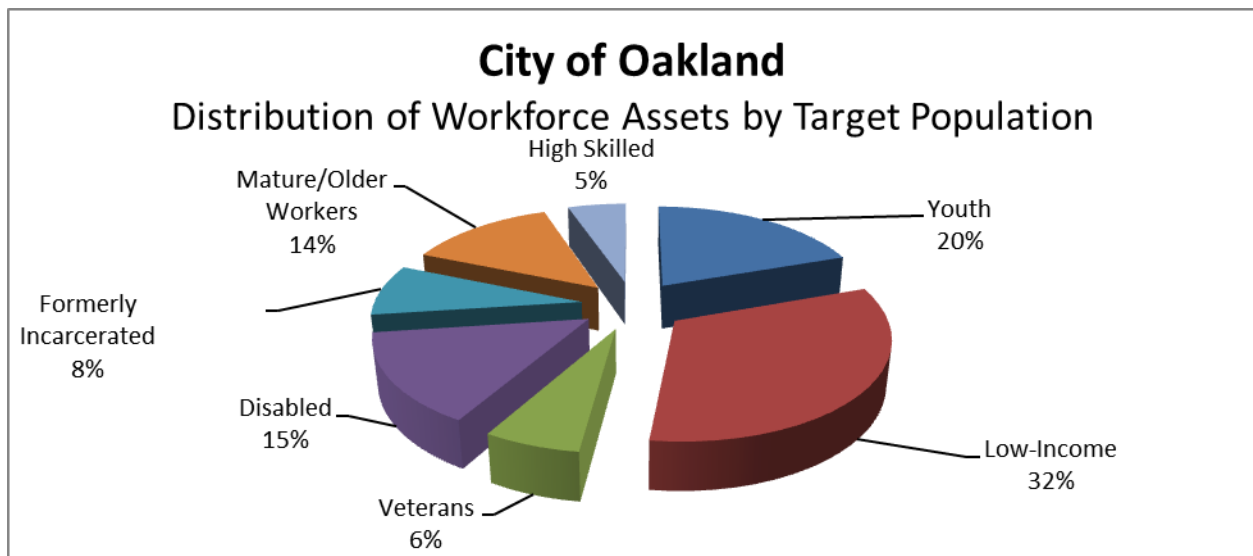
¹⁰Ibid

¹¹Ibid

to invest in the capacity in the high number of CBO's already conducting employment services to provide placement services.

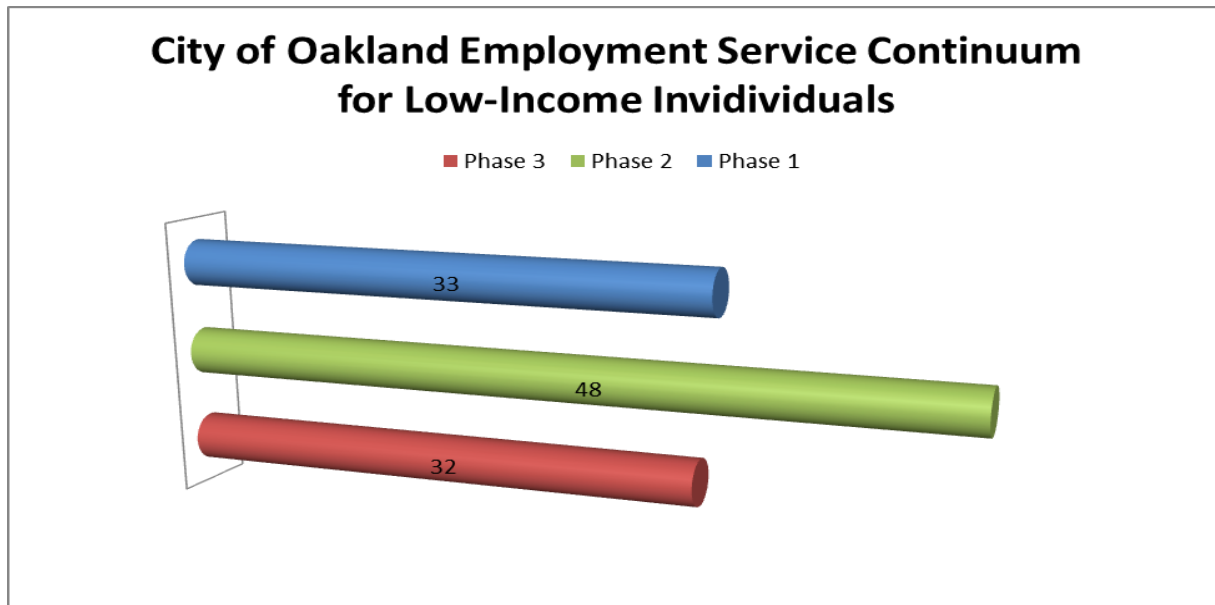
One of the challenges faced by City of Oakland service providers is the low-skill of the target population many Oakland service providers work with. During qualitative interviews, several service providers mentioned many Oakland residents and youth, especially in the distressed neighborhoods of East and West Oakland, are simply trying to “stay alive” presenting challenges to providing interventions that place clients on long-term paths of skill-building, education, and/or placement. A closer analysis of the population that the workforce assets primarily serve supports this anecdotal information while shedding light on an opportunity to serve common customers. The graph on the following page shows the distribution of workforce assets by target population in the Oakland subregion.

Figure 18: Distribution of Workforce Assets by Target Population



A higher percentage of service providers (32 percent) in the City of Oakland target low-income individuals than any other subregion in Alameda County. This makes sense considering the high poverty rates and qualitative responses of service providers discussed above. Because a large volume of service sites focus services on low-income individuals, an opportunity to coordinate services targeting low-income customers exists. A closer look at the types of employment services these assets are providing further defines where the opportunity to align employment service delivery exists in the City of Oakland.

Figure 19: City of Oakland Employment Service Continuum for Low-Income Individuals



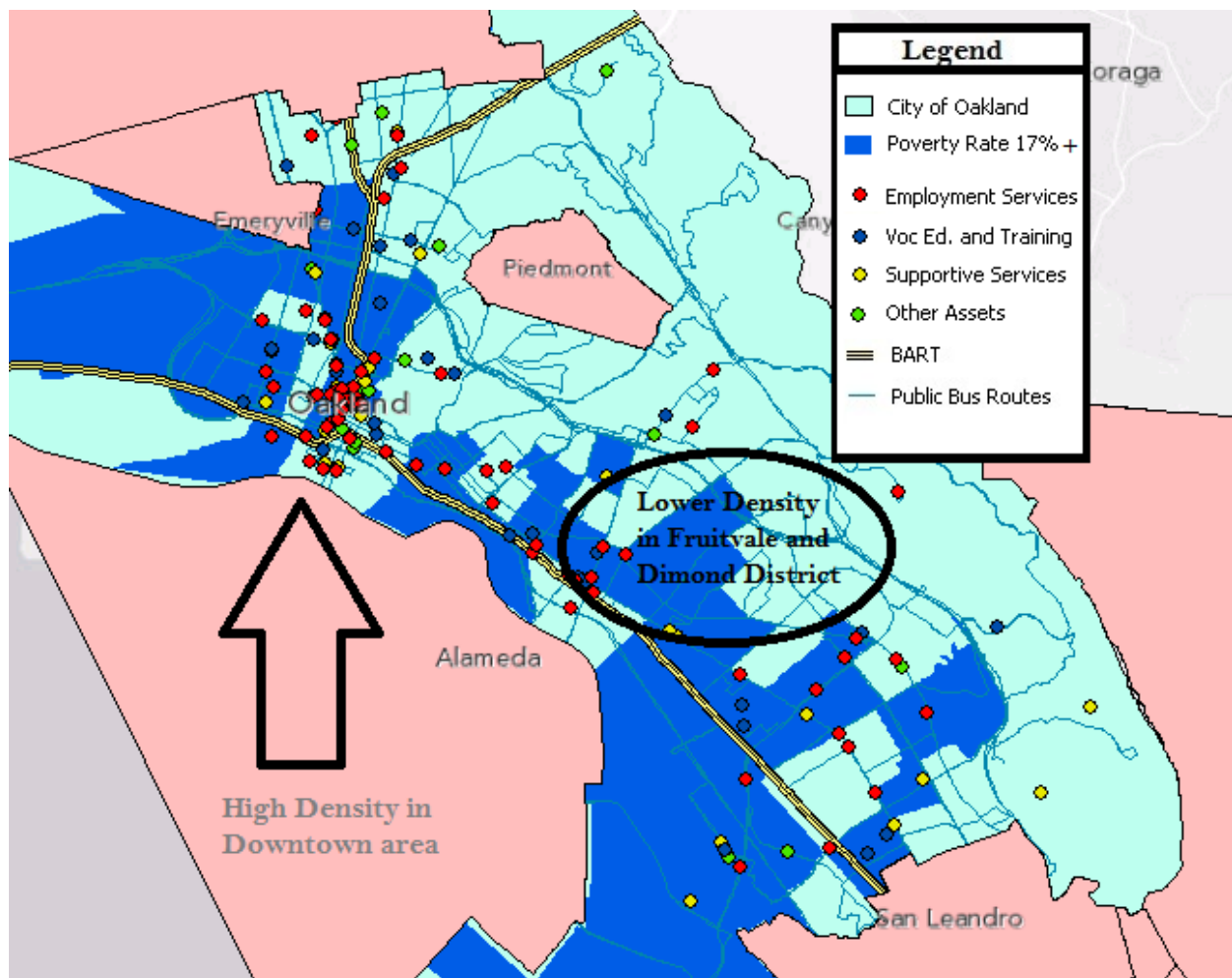
As shown on the preceding page, the number of providers offering phase 1, phase 2, and phase 3 services to low-income individuals in the City of Oakland is 33, 48, and 32 respectively. Because of this high-density across the board, a significant opportunity exists to share resources and further coordinate efforts to provide deeper and broader services to the low-income communities of Oakland. Practically, this might mean a strategy to share phase 2 workshop curriculum, such as job readiness and soft skill workshops. It could also mean convening the 32 providers of phase 3 services (job placement and entrepreneurship/small business services) around a strategy with a shared outreach tracking documentation and history so the broader system can help source for job orders one organization may not be able to fill. It is this level of collaboration that could help impact more lives of low-income individuals in Oakland. A robust infrastructure to serve this population is already in place and serving this population. The OWIB and Alameda County SSA agency should continue investing time and resources in convening, aligning, and building the capacity of these resources around a shared strategy to impact the low-income neighborhoods of Oakland. A tangible next step in this process is working with the organizations that serve these common customers with the goal of delineating roles and areas of expertise for different organizations based on organizational capacity and funding requirements, ensuring low-income individuals have access to the full continuum of employer services as they move through each interaction with the broader workforce development system.

The City of Oakland is home to more workforce development assets than the four other regions combined. This is due to a high level of funding from public and private sources. Because of the high poverty rate, high violent-crime rates (especially among youth), and significant barriers to employment of a large number of the population, Oakland receives more federal, state and local grant, and discretionary money than all other subregions, while several organizations reported receiving funding from corporate sponsors (such as Chevron and Wells Fargo) and private foundations (such as the San Francisco Foundation, Bay Area Workforce Funders Collaborative). Over the years, this has led to the development of a well-funded infrastructure of CBO's and other service providers working to combat the challenges

faced by Oakland's residents and job seekers. While the need still far outweighs the available funding for workforce and related services, it is critical that this network of established CBO's are aligned and led in the same direction to increase system throughput and increased targeted community impact.

But despite this density in the City of Oakland in aggregate, our data suggest some areas of Oakland are still underserved, while other areas have significant opportunity to increase alignment due to geographic proximity. Figure 20 shows the distribution of workforce assets with respect to poverty rates in the City of Oakland.

Figure 20: City of Oakland Workforce Asset Locations with Respect to Poverty Rates



As shown, our data suggests a high density of service providers and workforce assets concentrated in the downtown area. This vast majority of service sites are located close to each other, making better opportunities to leverage resources and better coordinate service delivery in this area. As there are a high number of assets providing employment services (red dots) in the downtown area, intentional strategies to strengthen referral processes, coordinate like-workshop offerings, coordinate business service activities,

and collaboratively serve common customers are in reach. The downtown area is accessible through public transit, notably the BART lines and public bus routes shown in the map, making the downtown area the centerpiece of the workforce development system for the entire city.

While the large concentration of workforce assets in downtown Oakland presents significant opportunity to align, collaborate, and increase system capacity, other areas of Oakland appear underserved. Most notably, the high-poverty neighborhoods of Fruitvale and the Dimond District (circled in the map above) have very few service sites. Several service providers in Oakland's high-needs neighborhoods validated this finding, voicing concern that their service site represented the only safe place in a desert of poverty, violence, and lack of opportunity. ***In line with Alameda County's placed-based service delivery strategy, high-poverty neighborhoods across Oakland could continue to be invested in, as the propensity of funding, resources, and assets appear to be funneled in the downtown area.***

City of Oakland Summary

The City of Oakland has a more robust infrastructure of CBO's, both publicly and privately funded, working in the workforce development space than any other subregion, presenting a significant opportunity to invest in the strategic convening and alignment of current efforts.

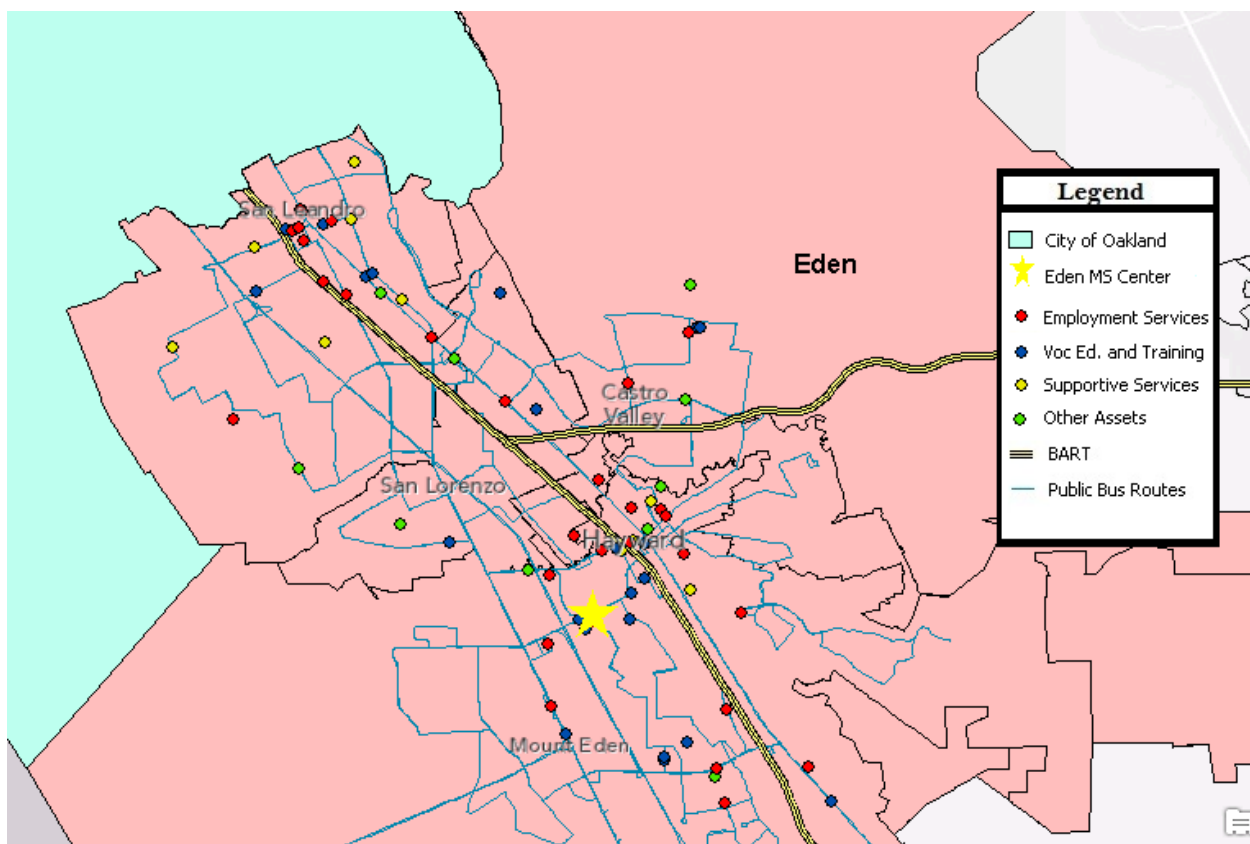
The largest proportion of assets in the City of Oakland target low-income individuals, presenting opportunities to leverage across phase 1, phase 2, and phase 3 employment services to increase capacity and community impact with this target population.

While Oakland has more workforce assets than the other four regions combined, the majority of these assets are concentrated in the downtown area, leaving distressed neighborhoods such as the Dimond District and Fruitvale underserved.

Eden

The Eden subregion, made up of Hayward, San Leandro and the unincorporated areas of Ashland, Castro Valley, Cherryland, Fairview, and San Lorenzo. Home to approximately 375,000 residents, Eden is the second most densely populated subregion in Alameda County, behind Oakland. The presence of Cal State University East Bay (CSUEB) has translated to a high number of training and education completions (6,100 in 2011¹²). Eden educates and trains a significant proportion of the Bay Area workforce where the subregional labor market is relatively weaker than its neighborhoods. The average earnings in 2013 for Eden employees was \$67,800¹³ lower than any other subregion, while the number of jobs in Eden is estimated to be 127,000, significantly lower than Oakland (189,000) and below the less populated Tri-Cities area (135,100). With this high-level overview of the Eden area's local labor market, we examine the subregion's workforce assets. First, we look at the distribution of workforce assets by the employment service, vocational education and training, supportive services, and other assets defined in **Section II: Project Methodology**.

Figure 21: Eden Workforce Asset Distribution



¹² EMSI Analyst, Alameda County, Eden

¹³ Ibid

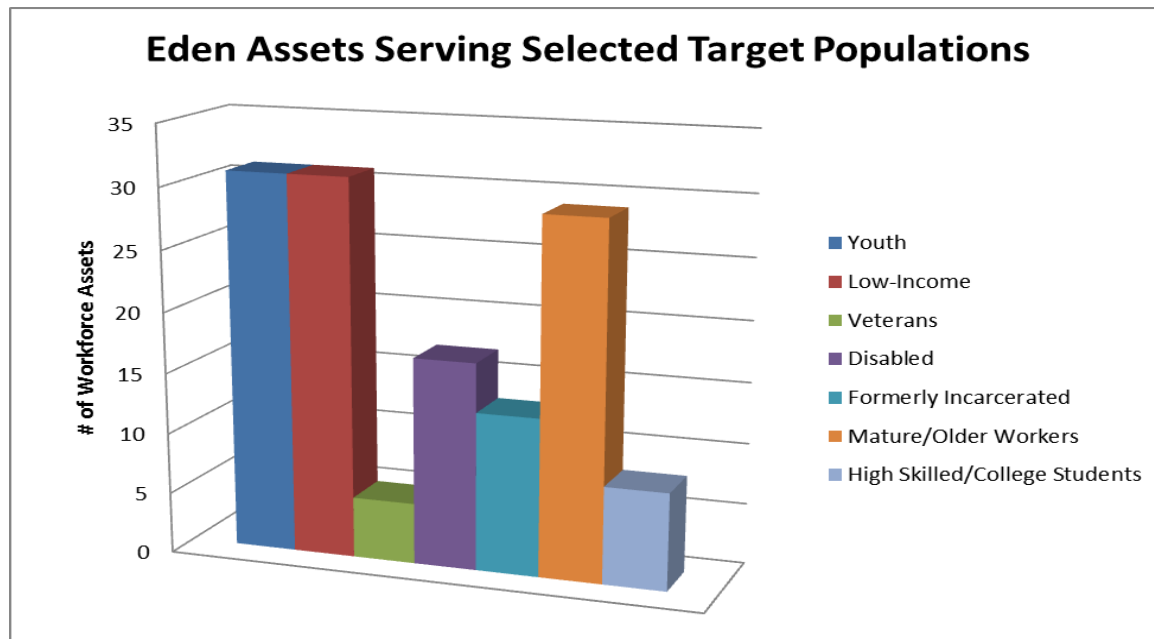
The unique characteristic of the Eden area asset map is that the preponderance of investment in adult workforce service delivery from the Alameda County Workforce Investment Board and the Alameda County SSA is in one service location. This service location, the Eden Area Multi-Service center is modeled after the true One-Stop service delivery model articulated in WIA legislation in which multiple agencies provide comprehensive services all under one roof. The Eden Area Multi-Service Center is home to, among others, the subregion's CalWORKs employment service operation, the One-Stop Career Center, and the Employment Development Department (EDD) Employment Services programs. In each of the other subregions, this service investment is distributed to at least two or more locations, providing additional access points into the publicly funded workforce development system. In an effort to increase the system's capacity to reach both employer and job seeker customers in a wider geographic area in the Eden area, funding entities should consider opportunities to invest in satellite sites at some of the identified service sites currently providing similar services in this subregion.

Analyzing Eden's assets with respect to the target populations they serve identifies two potential gaps in the subregion. First, only five assets were identified that provide programs and services specifically targeting the veteran population (Figure 22). Considering over 57,000 veterans live in Alameda County, and Eden is home to roughly 25% of the County's population, one can estimate approximately 15,000 veterans live in the Eden subregion.¹⁴ Five assets specifically targeting this population is simply not enough, especially considering the often unique needs veterans have as they transition from military to civilian employment. Addressing this shortage may be especially urgent considering the current troop drawdown in Afghanistan, resulting in an even higher influx of the veteran population in the region.¹⁵

¹⁴ US Department of Veteran's Affairs, National Center for Veterans Analysis and Statistics, Counties (http://www.va.gov/vetdata/veteran_population.asp)

¹⁵ Estimation for subregion was estimated by taking the total number of Veterans living in the County and multiplying that by the percentage of the population living in the Eden area (25%). This assumes veterans are evenly distributed in each subregion of the County.

Figure 22: Eden Service Assets Targeting Selected Target Populations



Putting strategy into practice

Recognizing a need to more intentionally target highly-skilled/highly educated workers, the Contra Costa County WIB invested in a training program with Cal State University East Bay (CSUEB) extension program to offer Project Management PMP certification courses. An interview with a CSUEB extension administrator revealed that the college has the capacity to expand this program with other funding entities looking to leverage and align community assets.

The other shortage of workforce services and assets for groups with specific needs is with highly skilled, highly educated individuals living in the Eden subregion. As mentioned before, Eden has a relatively high number of completions because of the presence of CSUEB in Hayward. The broader workforce system in the Eden subregion should work to offer employment services relevant to this population as part of a local talent retention strategy. Qualitative interviews with service providers suggested that many people come to the Eden area to receive training and education, and then leave in search of employment upon completion. Compounding this local “brain drain” may be a shortage in employment and workforce assets that specifically target the highly skilled and/or college educated workforce (Figure 22). Part of this shortage may in fact be that the vast majority of employment service investment in the region is funneled to the Eden Area Multi-Service center (Figure 21), which, according to responses with interviewees, is viewed primarily as a place for social service programs targeting the hardest to serve and offering little value to individuals with higher skills and educational attainment. A strategy to combat dynamic, real or

perceived, is for a diversification of employment, training, and educational investments using subregional assets. A practical application of this strategy using Eden area assets is shown in the call-out box above.

Eden Summary

The preponderance of public workforce resources is currently invested in the Eden Area Multi-Service center. While this model offers advantages to job seekers, it provides access challenges to some job seekers and relevancy challenges to the subregion's employer base.

Potential service gaps include services specifically tailored to veterans and highly skilled/highly educated individuals. One strategy to combat this is to diversify service investments in subregional assets that have the capacity to expand service offerings to these populations, such as the CSUEB example.

Tri-Valley

The Tri-Valley is the largest geographic subregion but has the smallest population, making it the most rural of the five subregions analyzed in this report. The majority of the approximately 202,000 residents of the Tri-Valley live in the cities of Dublin, Livermore, and Pleasanton. The unincorporated area of Sunol is also included in the Tri-Valley subregion. Average earning in the Tri-Valley is \$82,900¹⁶, over \$5,000 above the average countywide, reflecting the large amount of high-paying jobs in the region. In fact, the Tri-Valley has the highest ratio of jobs to population than any other subregion, suggesting relatively robust economic activity.¹⁷ This activity offers a significant opportunity to engage employers looking for strong local talent to meet their workforce needs. In light of this opportunity, data from this project suggests a significant opportunity to increase job placement activity to penetrate the employer community in the Tri-Valley region to the benefit of local job seekers.

The broader workforce system in the Tri-Valley has a significant opportunity to flex up job placement services to identify and develop job opportunities for local residents. Figure 23 shows the Tri-Valley region has the fewest number of job placement assets and the highest ratio of jobs per asset, by far, than the other four subregions in Alameda County.

Figure 23: Number of Placement Assets, Jobs, and Jobs per Placement Asset in each Subregion¹⁸

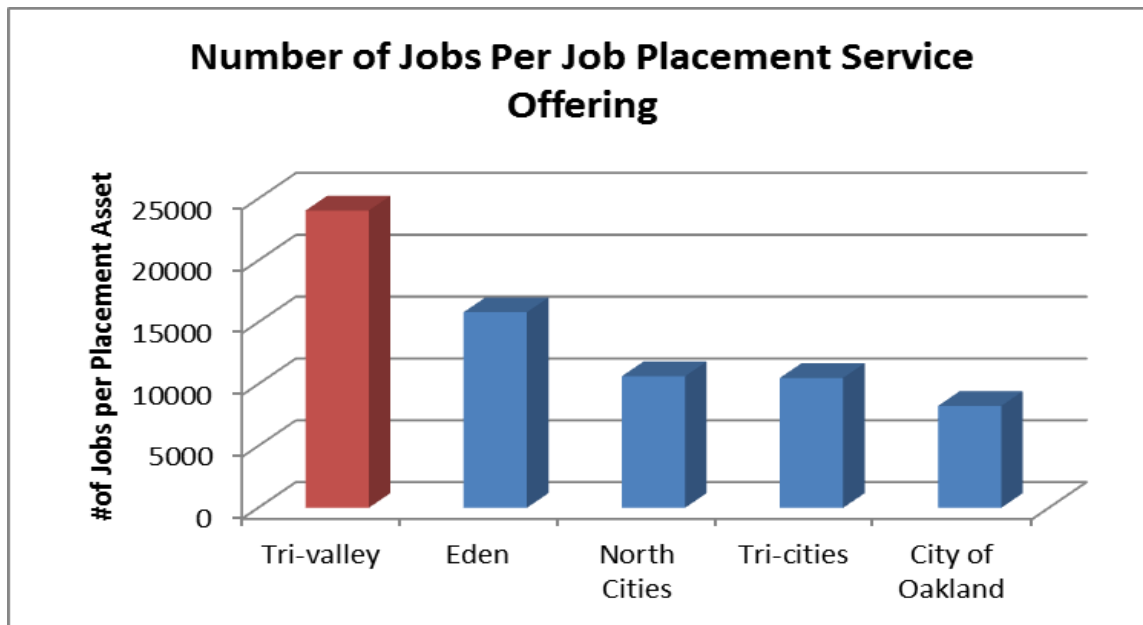
Subregion	# of Placement Assets	Number of Jobs (2012)	# of Jobs Per Asset
Tri-Valley	6	144,315	24,052
Eden	10	158,200	15,820
North Cities	12	127,700	10,641
Tri-Cities	16	168,200	10,512
City of Oakland	30	247,300	8,243

¹⁶ EMSI Analyst, Alameda County, Tri-Valley

¹⁷ EMSI Analyst, Alameda County, Tri-Valley

¹⁸ EMSI Analyst, Alameda County, Tri-Valley, PCG Asset Mapping Project/Eden I & R Data

Figure 24: Subregional Comparison of Jobs per Job Placement Service Offering



Figures 23 and 24 quantify the extent of the job placement asset shortage in the Tri-Valley area. There are close to 25,000 jobs per placement service in the subregion; which typically means that one service site (and often one job developer) is tasked with penetrating a much larger share of the employer community than job developers in other subregions. The higher this ratio, the more daunting the task becomes for the job development staff, resulting for reduced chances of job seekers in the subregion finding work through the workforce development system. Considering the Tri-Valley is generating a relatively large proportion of jobs, this shortage of job placement assets strongly suggests the broader workforce development system is missing a large opportunity to garner placements, build employer relationships, and develop opportunities for the individuals in the Tri-Valley customer pool. Figure 25 shows the job placement assets mapped with respect to public transit opportunities and other workforce assets in the Tri-Valley.

In general, service sites in Tri-Valley are few and far between. Concentrated in downtown Pleasanton, Livermore, and Dublin, large population centers are completely void of any workforce assets. In addition to a shortage of job placement service sites at the subregional level, the City of Pleasanton does not have service sites identified as providing proactive employer engagement and job development services. Funding strategies in the Tri-Valley should be aimed at dispersing the system's footprint across the region, offering additional access and service points through satellite sights, remote services, and/or new strategic partnerships that help the Tri-Valley local workforce system gain a greater capacity to offer meaningful services to the local employer base.

Figure 25: Map of Employment Service Mix in Tri-Valley

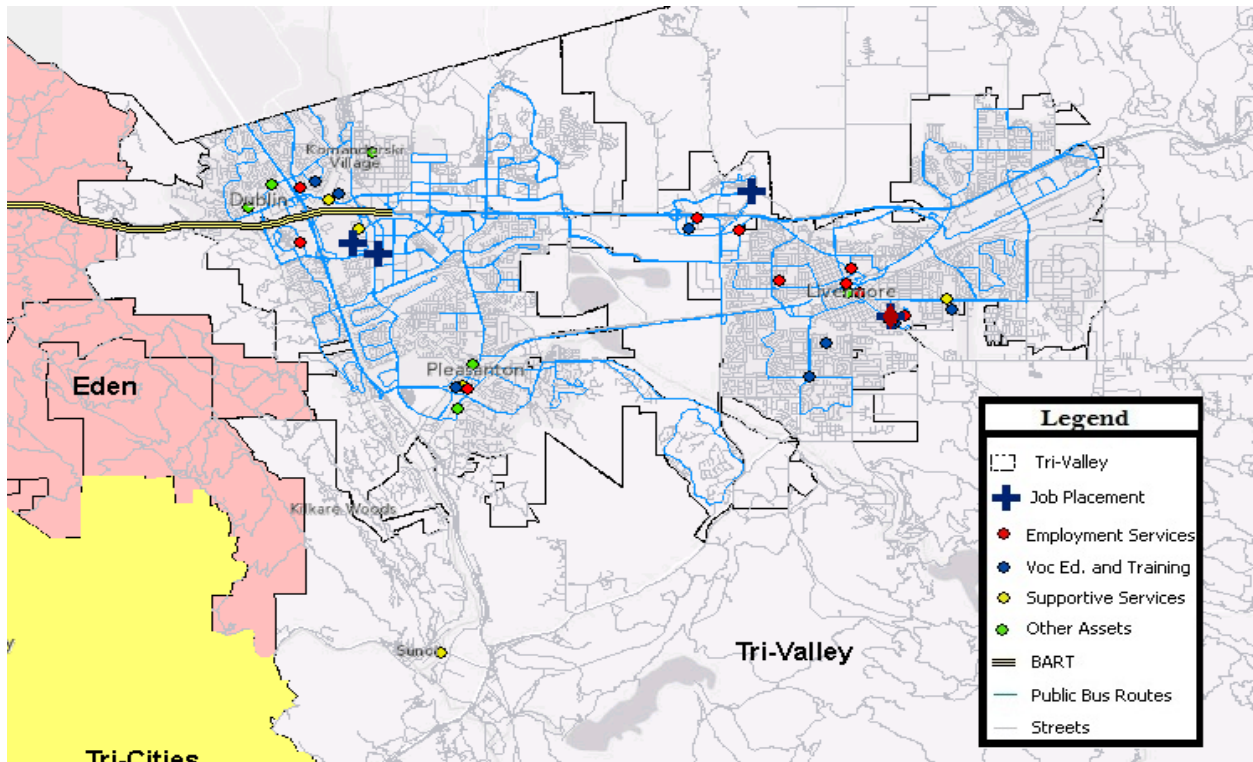
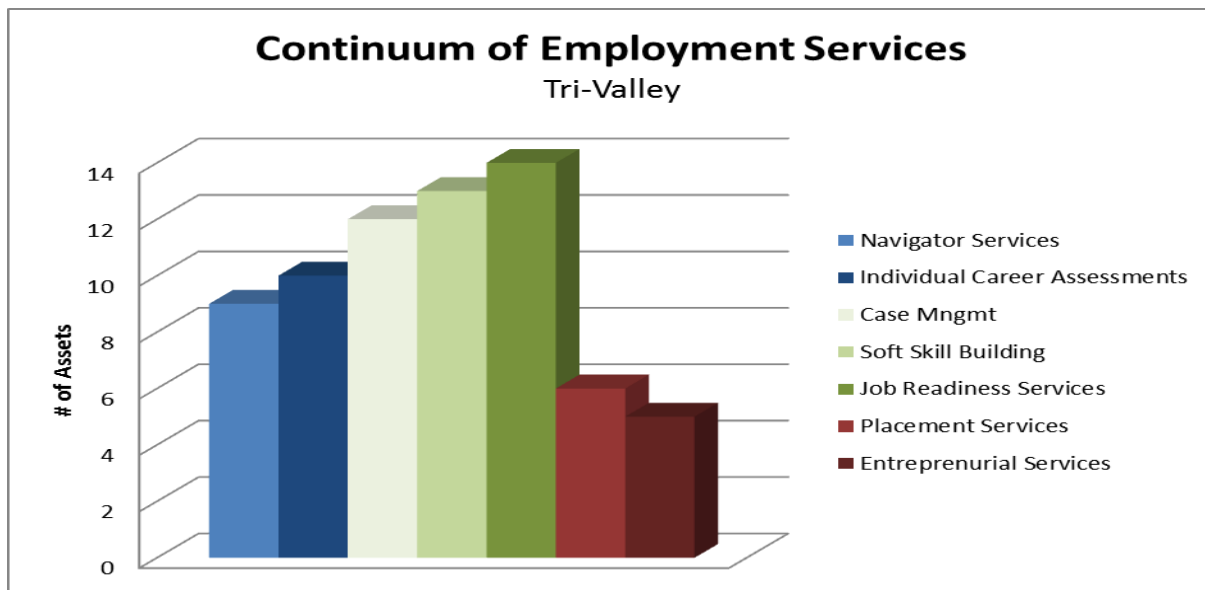


Figure 26: Employment Service Continuum in the Tri-Valley



The primary opportunity to align increase the system’s capacity is to align the high volume of phase two services in the Tri-Valley. For example, there are fourteen employment service sites offering job readiness services. This typically comes in the form of group training formats, such as resume workshops and career readiness boot camps. Very practically, two organizations that currently provide this service in Livermore, for example, could coordinate workshop calendars, split the responsibility for providing the workshop, and use the additional staff time to provide placement services to the individuals successfully completing the workshops. This takes some coordination and messaging to clients, but if done correctly, can lead to a delineation of roles across organizations providing similar services that would build a bigger pipeline of employment services able to serve and ultimately place in employment. The Livermore Amador Valley Transit Authority (LAVTA) administers the Wheels bus routes that currently connect all employment service sites in the Livermore area, making it possible for customer without a car that have attended a workshop in one location also capable of attending the same workshop in another location. This example is aimed at reducing empty seats, aligning service tactics, and increasing the subregional capacity to place the customers sitting in phase one and phase two activities into gainful employment.

Tri-Valley Summary

The Tri-Valley subregion has the fewest workforce assets per population and need (Figures 23 and 24). The Tri-Valley has by far the fewest job placement assets per job opening, suggesting the local system has a gap in business services, employer engagement, and job placement, leaving potential opportunities to increase system performance and community impact untapped.

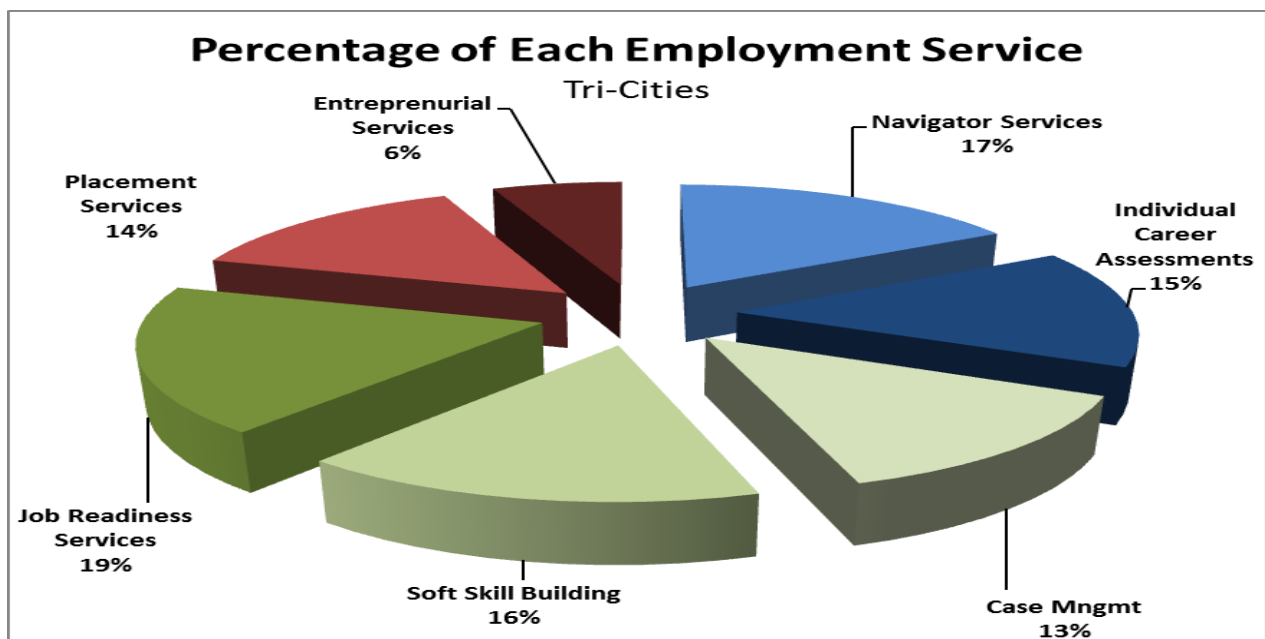
A “quick win” in mitigating this gap may be to coordinate the high number of job readiness service sites, then use additional capacity to provide additional subregional job placement services

A shortage in workforce assets targeting Youth ages 14-19 identified in Figure 12 is further explored below in conjunction with Youth serving assets located in the Tri-Cities area.

Tri-Cities

The Tri-Cities subregion is made up of Union City, Fremont, and Newark in the southern part of Alameda County. Home to 331,000¹⁹ residents, third highest in the subregion behind the City of Oakland and Eden. Considered by some to be part of northern Silicon Valley, the Tri-Cities area has the highest average income of all subregions at \$83,000.²⁰ What stands out about the Tri-Cities relative to the other subregions its high capacity in phase three services, especially job placement. The figure below shows the Tri-Cities employment service continuum.

Figure 27: The Employment Service Continuum in Tri-Cities

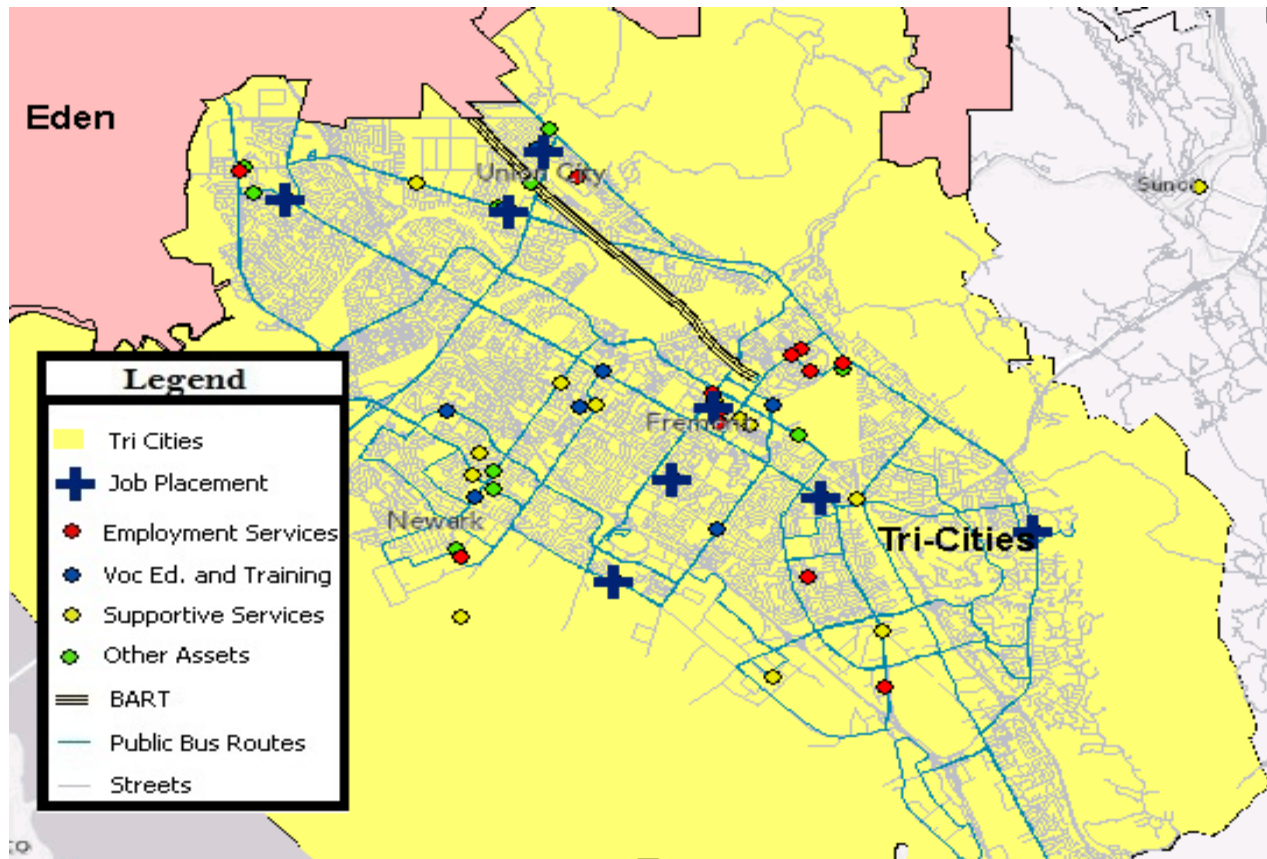


Interestingly, the Tri-Cities area has the highest percentage of placement service assets than any other subregion. As the pie chart in Figure 27 shows, the relative distribution across the employment service continuum is relatively even. With the exception of entrepreneurial services, the percentage of assets providing employment service is all between 13 percent and 19 percent of the total number of employment service assets in the region. This suggests a better balance of the employment service mix in the Tri-Cities than in other subregions. The larger proportion of placement assets, distributed fairly evenly across the subregion (Figure 27) results in a lower likelihood of bottlenecks in the employment service continuum. Subregions with proportionally fewer placement services, such as the Tri-Valley, are more vulnerable to system bottlenecks as the subregion's capacity to intake, case manage, and build soft skills far outweighs its capacity to move individuals out of the system and into employment.

¹⁹ EMSI Analyst, Alameda County, Tri-Cities

²⁰ Ibid

Figure 28: Job Placement Service Sites in the Tri-Cities



While a larger relative density of job placement services exists, the aggregate number of workforce assets in the Tri-Cities per 10,000 residents is lower than any other subregion at 1.93 (Figure 6). This shortage shows up in Figure 28 above as areas such as Southwest Union City and Southern Fremont. These are densely population areas completely void of workforce assets. While these regions may not be characterized by as great of need as other areas of the subregion and county more broadly, these geographic gaps highlight the lower concentration of service sites across the subregion. To increase the broader system's relevancy to more residents and employers of the Tri-Cities subregion, the system's leaders must consider some non-traditional partners in the areas of service gaps to expand the network of assets working toward a common goal of regional talent development and economic growth.

Tri-Cities Summary

The coverage of job placement services across the Tri-Cities is relatively strong, offering potential to create collaborative job placement and business service activity. Common tracking and follow up tools, industries of expertise, and sector placement focus (discussed further below), all represent opportunities to increase system performance through greater alignment of job placements in Tri-Cities.

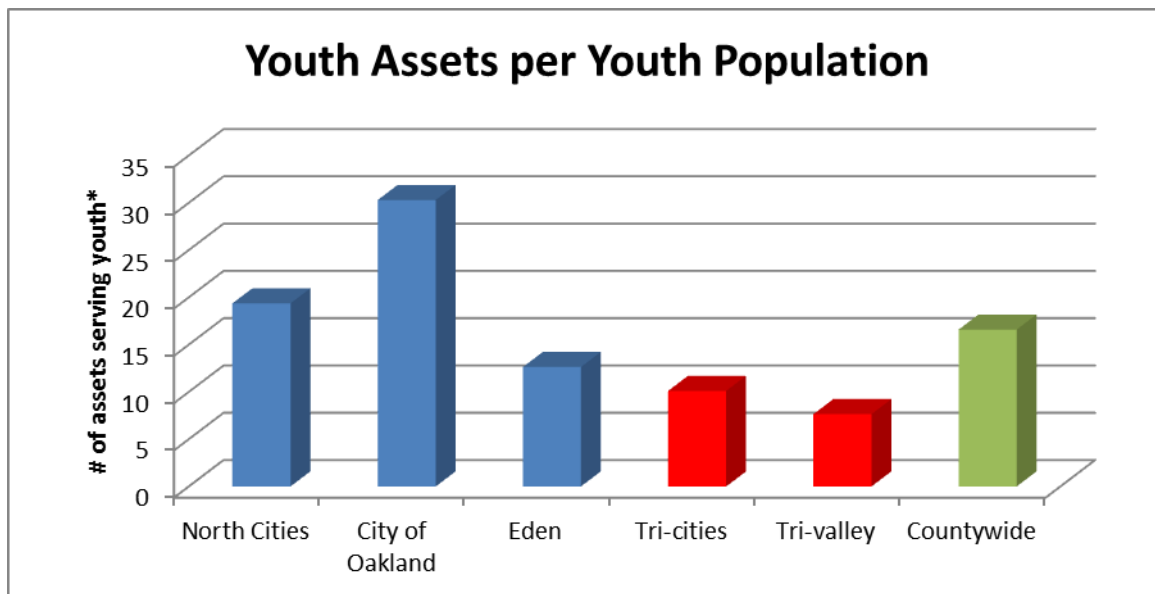
The Tri-Cities has fewer workforce assets per resident than any other subregion, with substantial population centers completely void of workforce assets. To increase relevancy with the large employer base and a more diverse customer pull at multiple rungs of the job seeker ladder, the system's leaders should seek out non-traditional partnerships in this region to increase its footprint. These partnerships might include working with staffing firms and industry group.

A shortage in workforce assets targeting Youth ages 14-19 identified in Figure 12 is further explored below in conjunction with Youth serving assets located in the Tri-Valley area.

Youth Service Providers in the Tri-Valley and Tri-Cities Subregions

As shown in Figure 12, we found a shortage of Youth-serving assets, defined as organization that target workforce services or supports to individuals aged 14-19, in Southern Alameda County. Figure 29 below shows the distribution of youth services by the number of youth in each subregion.

Figure 29: Youth Workforce Assets per Youth Population by Subregion²¹

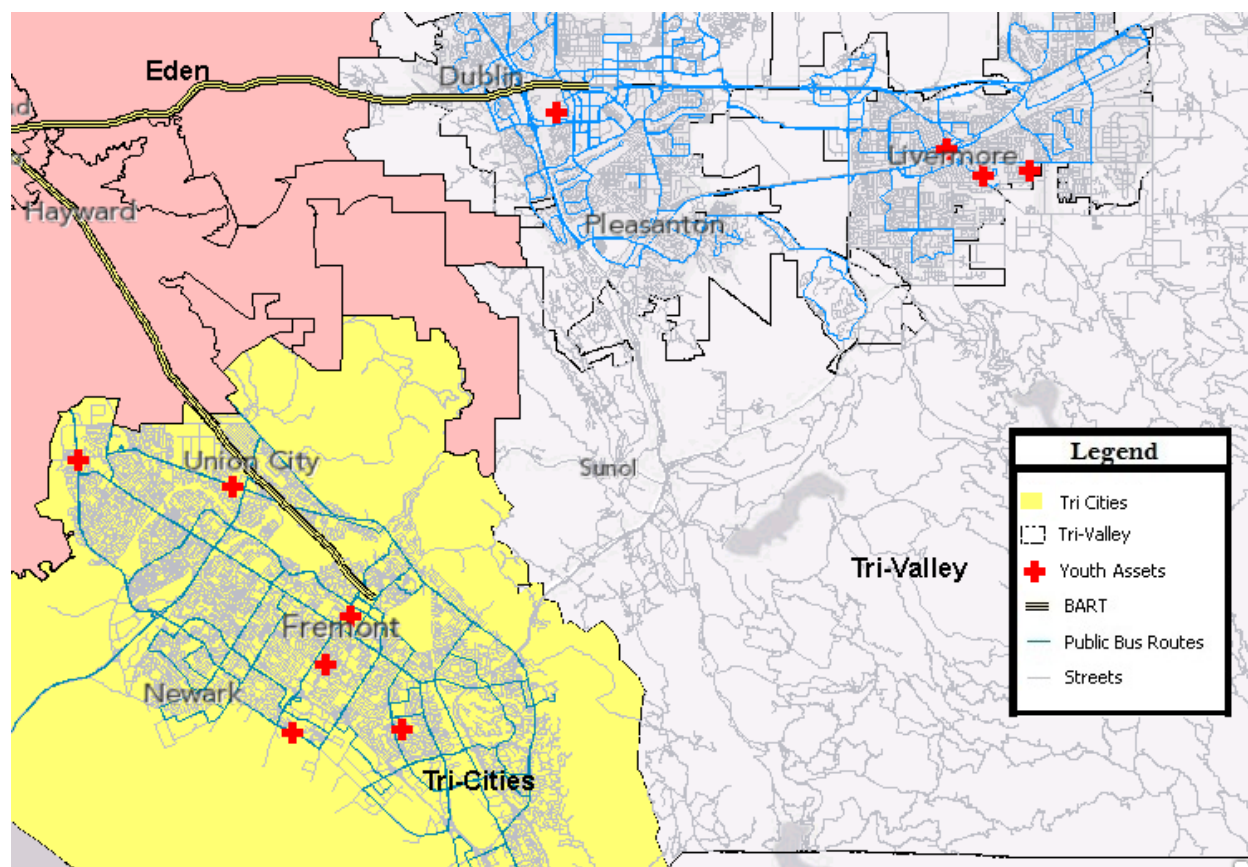


*Number of assets serving the specific target population per 10,000 individuals in each target population that live in Alameda County per the following sources

As shown, Tri-Valley and Tri-Cities subregions have a significantly smaller proportion of youth service providers per youth residents than each of the other three subregions, and much lower than the ratio countywide. Tri-Cities is home to just over ten assets per 10,000 youth living in the area. Tri-Valley has an even larger shortage; we identified just 10 youth-focused workforce assets (7.64 per 10,000 youth living in the region). Compared to 16.5 youth-focused assets per 10,000 youth countywide, 19.4 in North Cities, and 30.29 in the City of Oakland, the shortage becomes more apparent. While recognizing the need is greater, especially for disadvantaged youth, in the City of Oakland, the challenges for youth in accessing the services they need in the Tri-Valley and Tri-Cities subregions remains. When considering the Tri-Valley region is larger and more isolated geographically, this accessibility challenge is compounded. Figure 30 shows a map with all youth-focused assets in Southern Alameda County, overlaid with public transit opportunities. Please note that multiple youth service assets may be collocated and will only show up as one point on the map, but would have been counted as multiple assets with respect to Figure 29 and related analysis.

²¹ EMSI Analyst, Alameda County, Tri-Valley and Tri-Cities

Figure 30: Youth Providers in the Tri-Valley and Tri-Cities Subregion

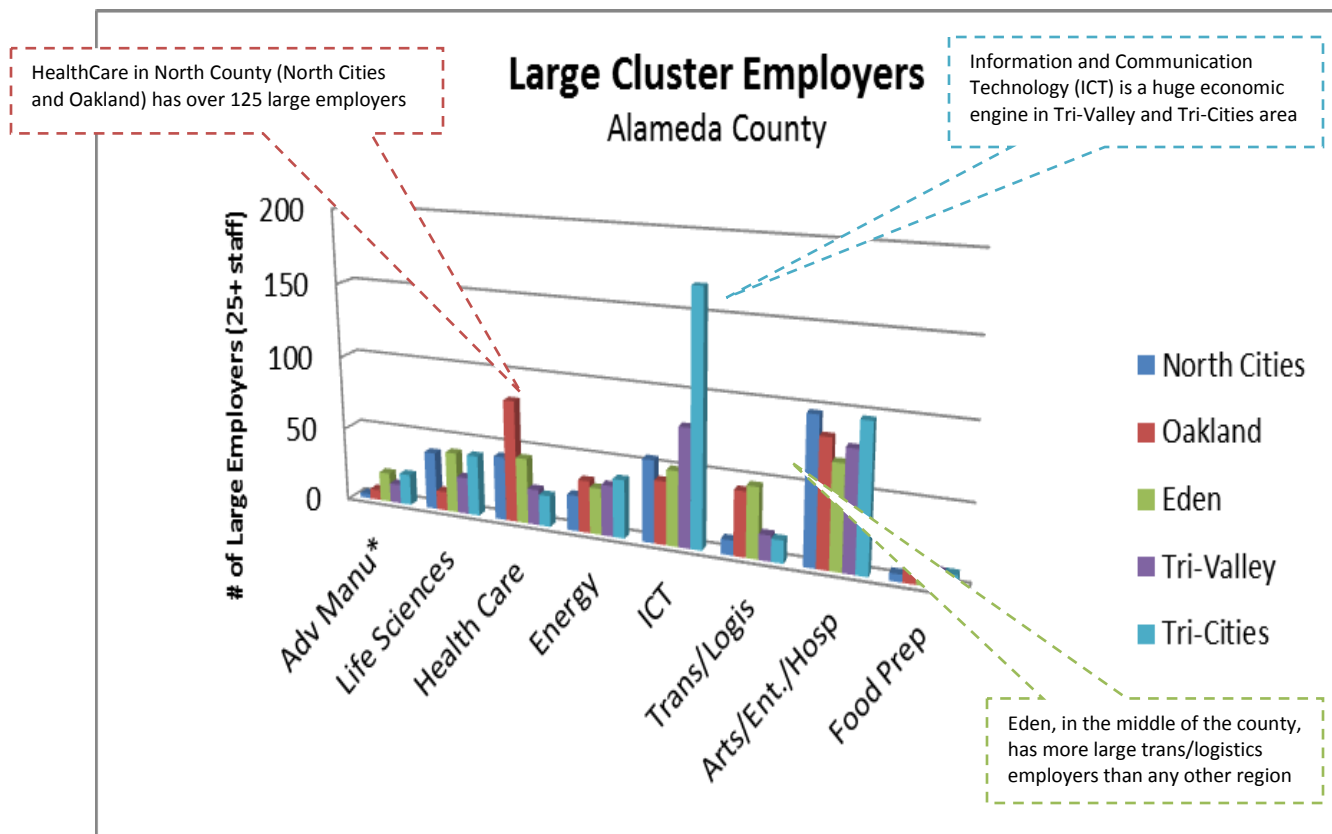


Investment in organizations that currently provide employment services, education and training, and supportive services to adults to help them gain capacity to serve more youth would be very beneficial to the region. Both subregions would significantly benefit from strategies to engage non-traditional workforce partners into the system, with an emphasis on those that may be able to contribute to the youth-specific workforce development challenges. Deeper engagement with the K-12 system, for example, to develop career tracks for non-college bound graduates would benefit the region by bringing additional entities, with additional resources and infrastructure, into the workforce development system.

IV. Aligning Workforce Assets, Public Transportation, Economic Development Strategies

To maximize the community impact of the broader workforce development system, regional assets and investment strategies should be aligned with the local public transportation system and the region's economic development strategy. This systemic alignment helps support the creation of a dynamic talent development system that a wide-range of public and private efforts can support and help advance. This section explores how the service site investments in each subregion relate to public transportation and economic development considerations. This section draws heavily on data and findings from the East Bay Assets Special Report, completed by BW Research for the Economic Development Alliance (EDA) and the ACWIB in the spring of 2013.²² Figure 31 shows the density of large employers in the identified sectors of opportunity across Alameda County.

Figure 31: Large Cluster Employers by Subregion, Alameda County²³



*Excludes adv. manufacturing employers in other clusters

²² East Bay Assets, Special Workforce Report

²³ EMSI Analyst, Alameda County

We have identified potential subregional cluster strategies and considerations the ACWIB, the Alameda County SSA, and the OWIB should consider as all three entities strive to create stronger, more intentional linkages to the business community. These considerations are summarized in Figure 32.

In this section, we use analysis cluster growth trends with respect to the service mix and transportation opportunities in each subregion to recommend specific clusters each area of the county could focus on the further align with regional economic development planning. But before we present recommendations, we first define what we mean by cluster or sector specific service delivery strategies. Sector or cluster specific subregions of Alameda County would mean that a specific subregion or subregions would be assigned a cluster of opportunity to target and prioritize service delivery offerings, training investments, and business service efforts for example. Diligently researching and implementing sector strategies and clusters of opportunity has been identified as a national best practice public workforce service delivery because of its ability to gain broad support and backing from the public, private, and non-profit sector by giving a clear focus and direction for workforce activities in given area. For each of the subregional sector and/or cluster recommendations identified in Figure 32, the ACWIB, Alameda County SSA, and the OWIB should consider implementing one or more of the following tactics to help set an intentional alignment with countywide economic policy:

- Prioritize ITA and other training investments in training programs within the selected sector. Project sponsors could consider having a higher cap for training dollars for participants considering training programs that fall within a specific sector strategy, incentivizing participants to gain the skills, experience, and competencies for the given sector.
- Target business service efforts within the identified sector for each subregion. As the findings of this project suggest, a countywide shortage of job placement and small business/entrepreneurial services exists. Business service representatives cannot reach every employer, but they can have a significant impact working in a given sector, leading to job opportunities for participants at multiple levels of the sector's occupational tiers.
- Establish the broader workforce system as a true asset to that sector by working with the sector's industry leaders and industry groups in long-term talent development strategies and pipelines. These sectors have been selected because of their long-term growth prospect and will have long-term talent acquisition challenges as a constraint to the sector's growth. Project sponsors and stakeholders must play a convening role to help bring the public and private assets together to solve these long-term challenges. WIA training products such as Customized Training (CT) and Contract Education would be of substantial value to these efforts when presented and applied within the framework of a long-term talent development system.
- Service providers in each subregion should also participate and perceive themselves as an asset to the sector's growth by joining and attending the local Chambers of Commerce, industry groups, and other meetings and efforts that are working to advance the sectors growth prospects. While

time and resources are limited and service providers cannot be actively engaged in every effort, they can prioritize community engagement using the defined subregional sector strategy.

- Using Unemployment Insurance (UI) profiling, with the help of the Employment Development Department (EDD) assets to identify, recruit, and enroll individuals with recent work experience in a given sector strategy into the WIA participant pool. This serves to diversify each subregion's customer pool with participants that possess the in-demand skills of each sector, leading to greater system performance and an increased ability to meet the needs of the system's employer customer
- Tailor program offerings, such as workshops and soft skill offerings, to meet the skill and competency demands defined by the identified sector in each subregion.

These strategies can all be employed to move the subregional workforce development system together and in-tune with economic development strategies. Building off the work around sectors done by the Economic Development Alliance, the Alameda County WIB, and BW Research Partnership, Figure 32 summarizes our recommendations for sector focused subregions across Alameda County.

Figure 32: Summary of Subregional Cluster Strategy Considerations

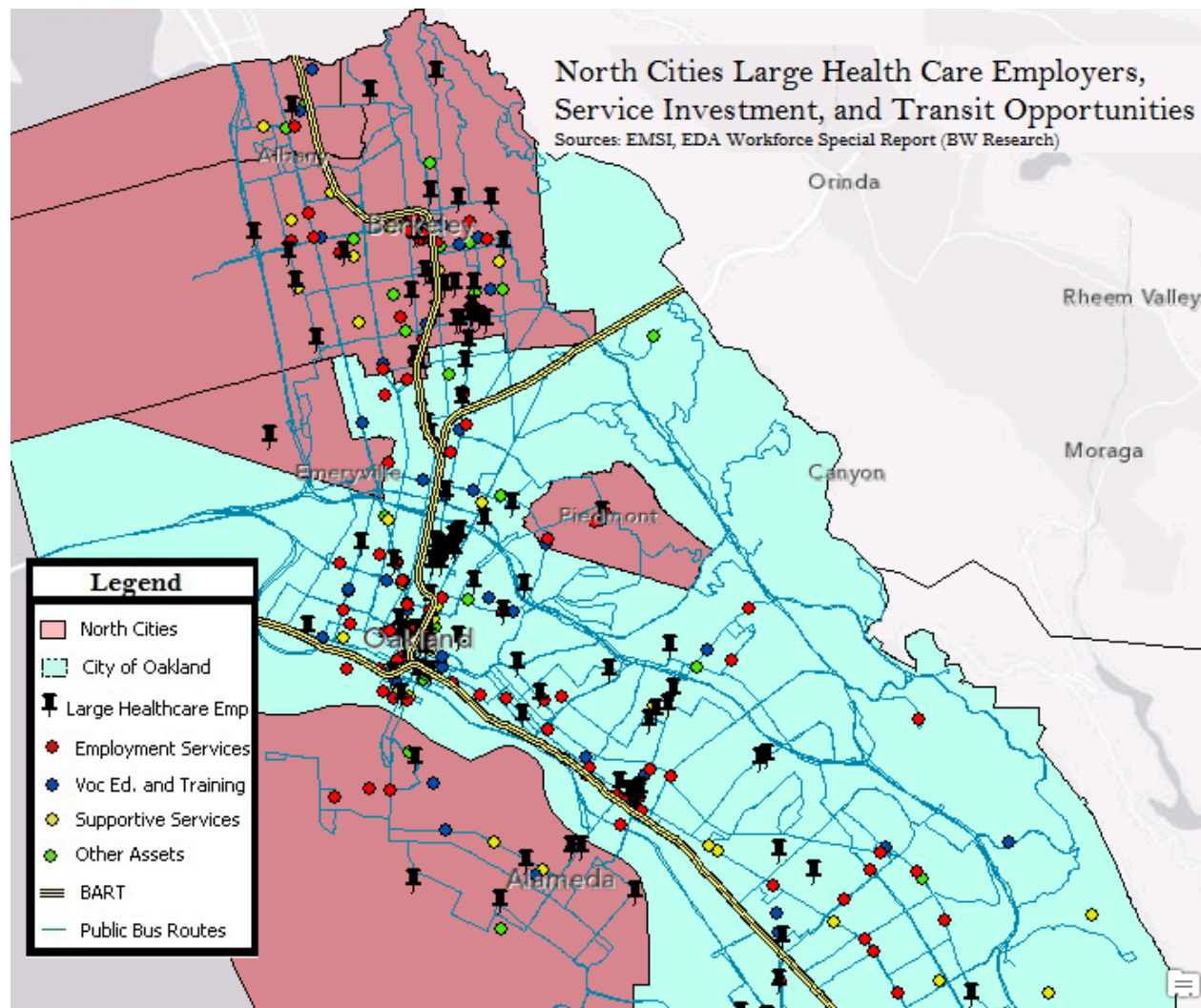
Subregion(s)	Cluster Strategy	Considerations
North Cities and Oakland	Health Care	1. All large employers and service investments are connected by robust transit opportunities in the North Cities area. 2. North Cities and Oakland have over 125 large health care employers.
Tri-valley and Tri-Cities	Information and Communications Technology (ICT)	ICT is major economic engine in both subregions. Transit considerations must be considered
Eden	Transportation and Logistics	The western part of the Eden subregion has more large transportation and logistics employers than any other region.

Recommended North Cities and City of Oakland Sector Focus

A map of the North Cities and Oakland subregions show the large healthcare employers, overlaid with categorical workforce assets and public transit opportunities. As shown, nearly all of the largest employers in the Healthcare sector are connected to each One-Stop Career Center and CalWORKs operation through public transit. Thus, all the customers that access workforce services in the subregion can also use public transit to travel to their worksite if employed by one of the subregion's largest

healthcare employers. This presents a huge opportunity to coordinate workforce service delivery to cater to the in-demand occupations generated by the growing healthcare industry.

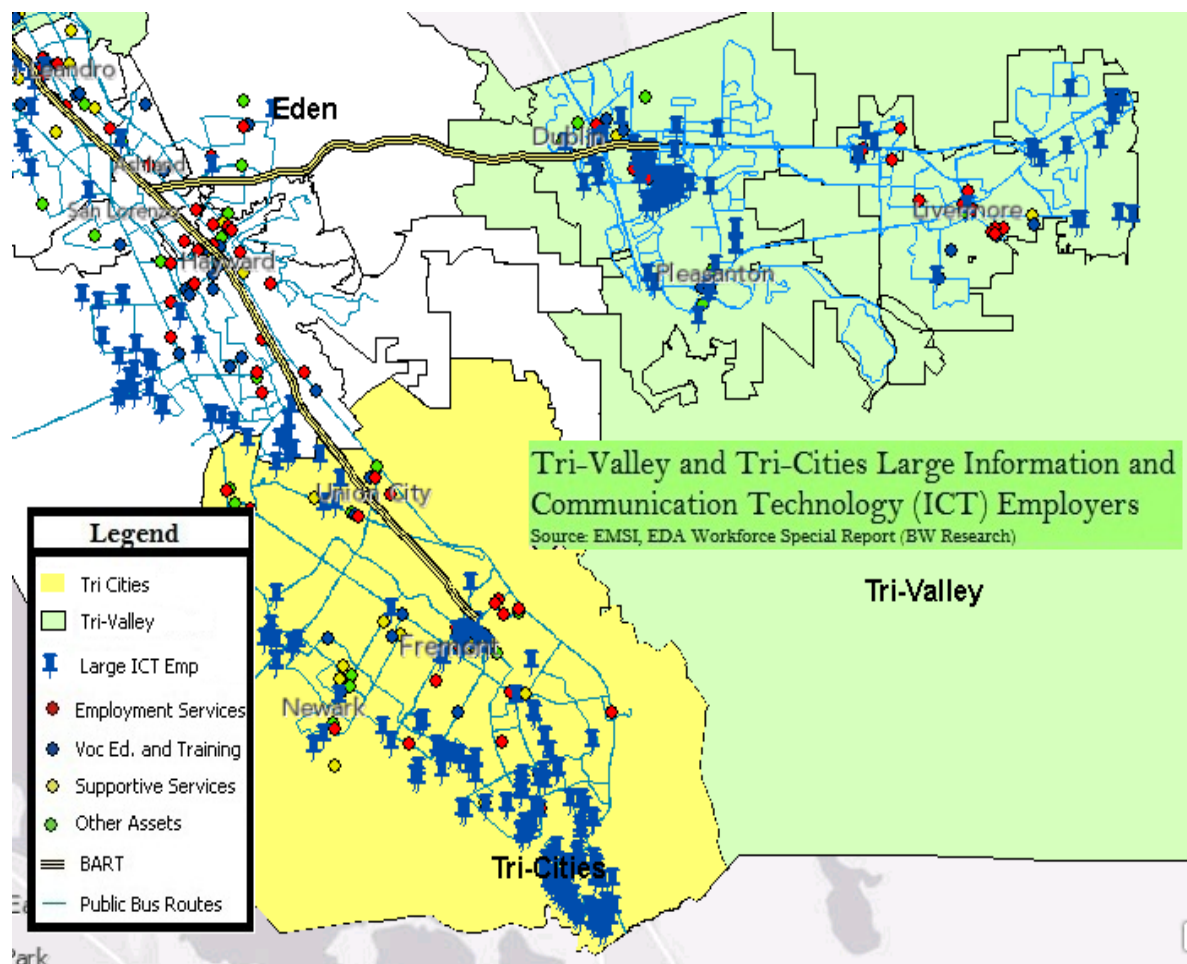
Figure 33: North Cities and Oakland Large Health Care Employers, Service Investment, and Transportation Opportunities



Recommended Tri-Cities and Tri-Valley Sector Focus

The density of Information and Communication Technology (ICT) large employers in the Tri-Cities and Tri-Valley subregions provide an opportunity to develop and foster ICT sector focused service sites. A density of ICT large employers in Pleasanton, Fremont, and other clusters across the subregion represent a significant opportunity for the workforce development system to work with the ICT industry group to create a long-term talent development pipeline for the industry. By far the largest economic driver in these two subregions, a key distinction between ICT employers and their competitors is talent acquisition.²⁴ If the broader workforce system can help these ICT employers think through and plan their talent acquisition strategies using the publicly and privately funded system mapped in Figure 34 below, the system will become a true partner of the industry, leading to long term system performance and regional economic growth.

Figure 34: Tri-Cities and Tri-Valley, Service Investment, Large ICT Employers, and Transportation Opportunities



²⁴ From qualitative interview with large ICT employer based in another subregion but does business in Alameda County.

One challenge that must be taken into account when exploring an ICT sector strategy in the Tri-Valley and the Tri-Cities region is a gap in workforce assets in and near the largest concentration of ICT employer, located near the county border in Southern Fremont. To help bridge this gap in workforce assets close to the largest ICT employer base, the ACWIB and SSA would need to consider:

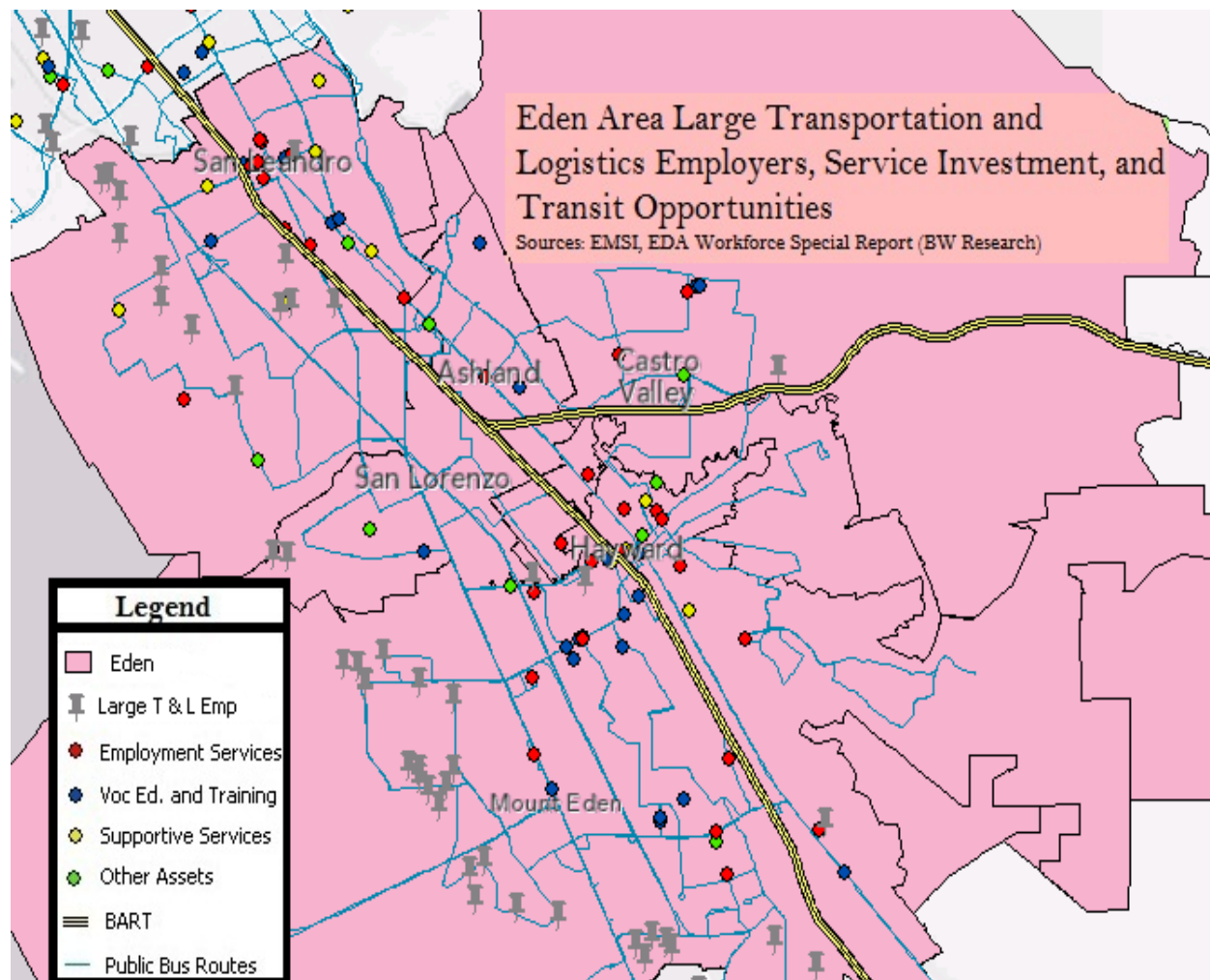
- Earmarking a larger proportion of funds in the Tri-Cities and Tri-Valley subregions for supportive services, specifically transportation subsidies;
- Strategic partnerships should be fostered with industry groups, private staffing firms, and other organizations working with the ICT sector and/or in the Southern Fremont region.

Taken together, these two strategies would help the workforce network mapped above penetrate and provide talent from across the region to the ICT employers.

Recommended Eden Area Sector Focus

Eden area employers in the transportation and logistics cluster are concentrated on the West side of the subregion, while the majority of workforce assets are located in and around Central Hayward. Especially since the Eden Area Multi-Service center represents the preponderance of service investment in the area, strategies should consider investing in sector-specific service sites with the capacity to engage employers in this sector to better understand talent needs, creating more intentional linkages between the subregion's employer base and service delivery structure.

Figure 35: Eden Area Large Transportation and Logistics Employers, Service Investment, and Transportation Opportunities

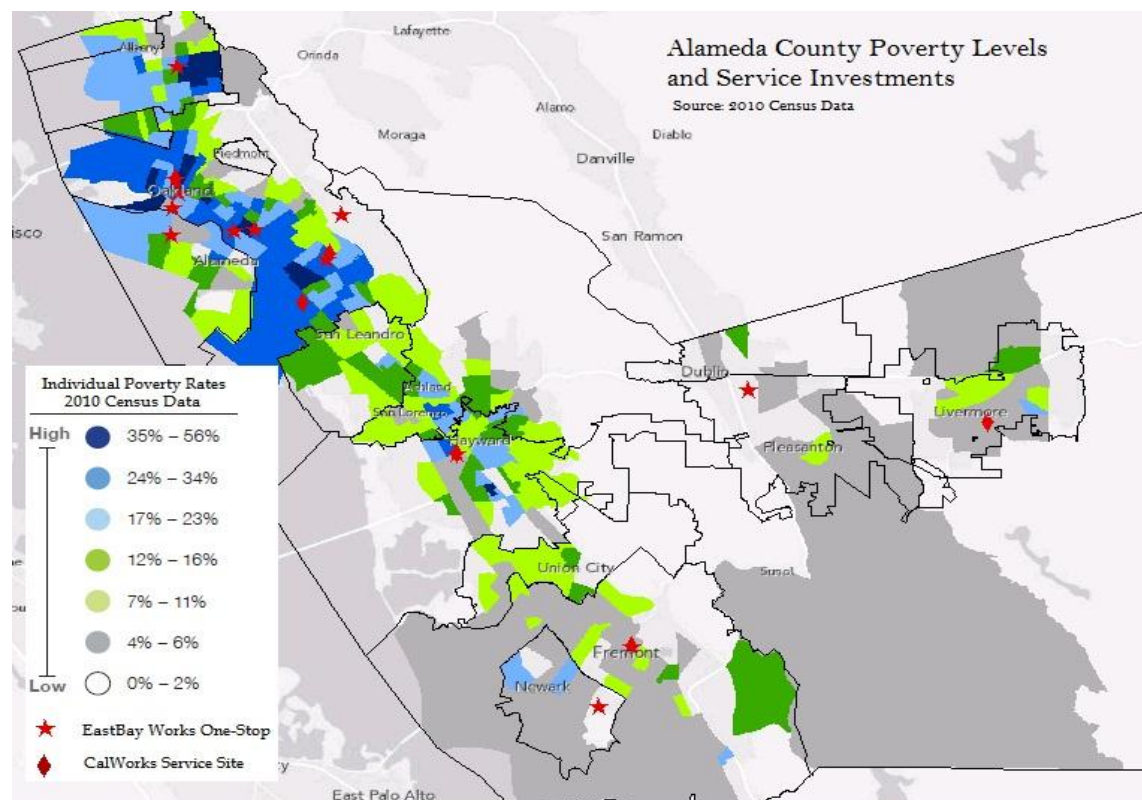


V. Summary, Recommendations, and System Integration

Faced with increasing demand for employment and training services, increased scrutiny and performance expectations, and stagnant or reducing funding for public workforce development programs, system administrators across the nation are searching for innovative ways to meet the workforce needs of job seekers and employers in their communities. One such strategy is braided funding streams and integration across like programs in an effort to gain efficiency in serving common customers, reduce duplication, and garner greater community impact for every public dollar spent on employment and training programs and services. This section provides strategic considerations the Alameda County Workforce Investment Board, the Alameda County Social Services Agency, and the Oakland Workforce Investment Board should think about as they move toward closer alignment and integration of federally funded WIA and TANF programs.

These three funding entities must first understand its strategic footprint across Alameda County with respect to the participants the programs are mandated to serve. Figure 36 shows this footprint, overlaid with poverty lines by census tract in Alameda County.

Figure 36: County Poverty Levels and WIA and TANF Adult and Dislocated Service Investment

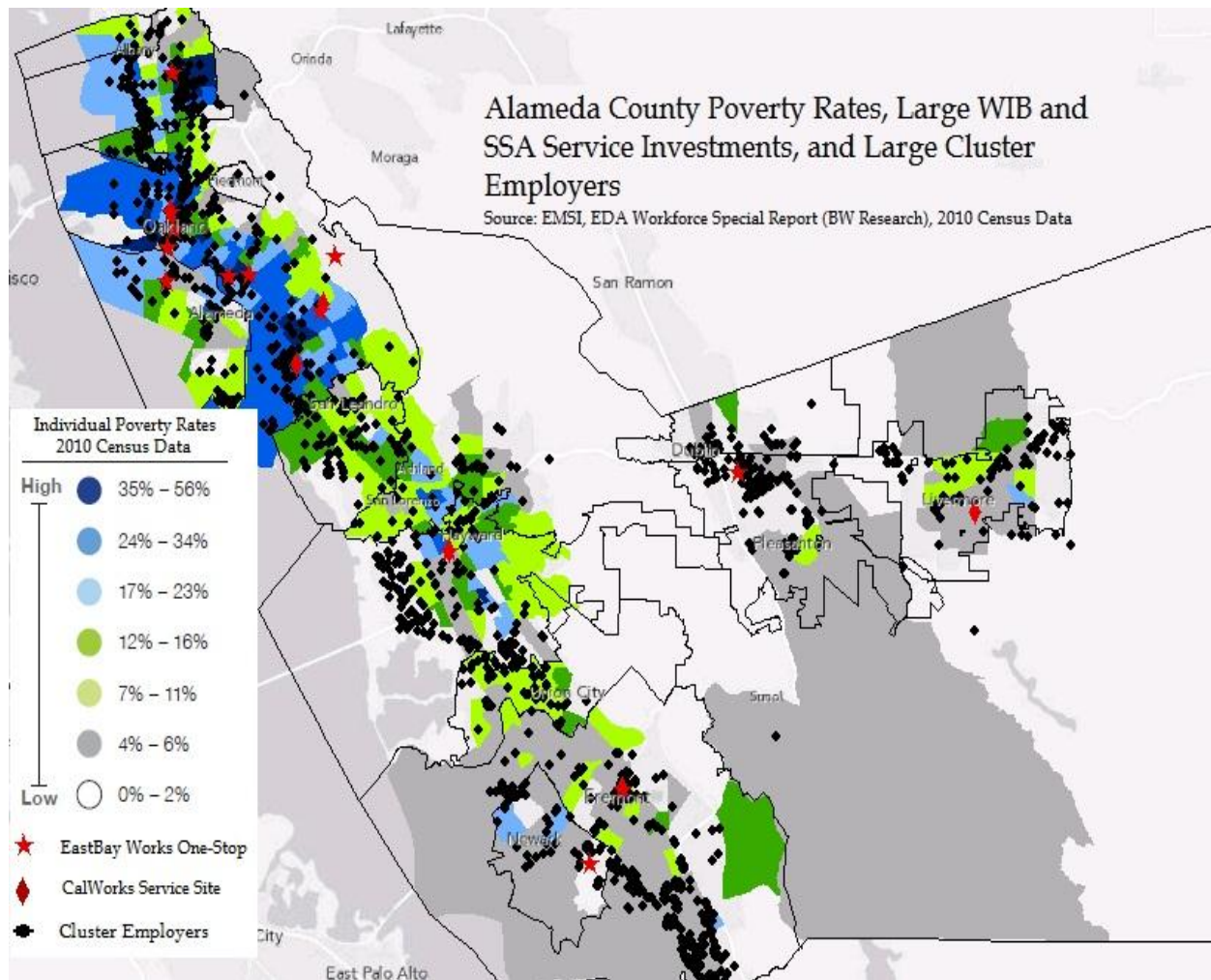


The first consideration is that both the Temporary Assistance for Needy Families (TANF) funded CalWORKs employment service program and the WIA-funded One-Stop Career Center system is tasked with serving the hardest-to-serve populations. While all CalWORKs participants are low-income per federal eligibility requirements, a priority of service for those most in need is also written into federal WIA legislation. Thus, alignment can be garnered across systems because both common customers that are typically low-income and often possess significant barriers to employment. As the Figure 36 shows, the majority of service sites are located in areas marked by moderate or severe poverty rates, in alignment with placed-based service delivery strategies developed and adopted by the Alameda County SSA. That being said, some areas of the county are further ahead in investing in service delivery access points where the need is. In the City of Oakland, for example, WIA and TANF dollars have been invested in local Community-Based Organization, such as the *Lao Family Community Development, Inc., The English Center, and the Unity Council Multi-Cultural One-Stop Center*. By investing in organizations that are already present in their communities doing this work, the system is building the capacity of providers and partners to serve those most in need in distressed neighborhood. Still, the system is limited in capacity to reach all the areas of need. The Eden subregion, for example, allocated the vast majority of its services investment to the Eden Area Multi-Service center. While this investment and co-location with several large employment service partners is in the spirit of the One-Stop model described in WIA legislation, it does not align well with the placed-based service delivery strategy driving investment decision across the county.

Consideration 1: How does the current strategy and footprint of WIB service investments align with the current strategy and footprint of SSA service delivery investments? How will the current footprint shown in figure 36 change under an integrated service delivery model in the short term (1-3 years), medium term (3-5 years), and long term (5+ years)?

The second consideration is around the conflict between true business services, which the WIA program is tasked with providing to employer customers, with the TANF eligibility requirements which require serving the hardest to serve populations. While the CalWORKs program is providing services using the job seeker lens, One-Stop Career Centers must also cater to the needs of the employer. In many cases, the region's employers distinction from its competitors is talent acquisition and retention; businesses need competent manpower to stay afloat and drive economic growth. Thus, the hardest to serve individuals on the CalWORKs caseload and in the One-Stop Career Center participant pool are not the individuals they are looking for, making it difficult for the public workforce system to serve those most in need while remaining a valuable asset to the local employer community. Relevancy is an issue the public workforce system across struggles with across the country on its own. Just as a lawyer in the court of law cannot represent both the prosecution and defense, it is near impossible to effectively advocate for the job seeker and the employer. Integrating the TANF and WIA funding streams in Alameda can compound this challenge if not done thoughtfully and strategically. Figure 37 illustrates this challenge by overlaying the poverty levels and major service investments with the large employers in the identified sectors of opportunity.

Figure 37: County Poverty Levels, Service Investment, and Large Cluster Employers

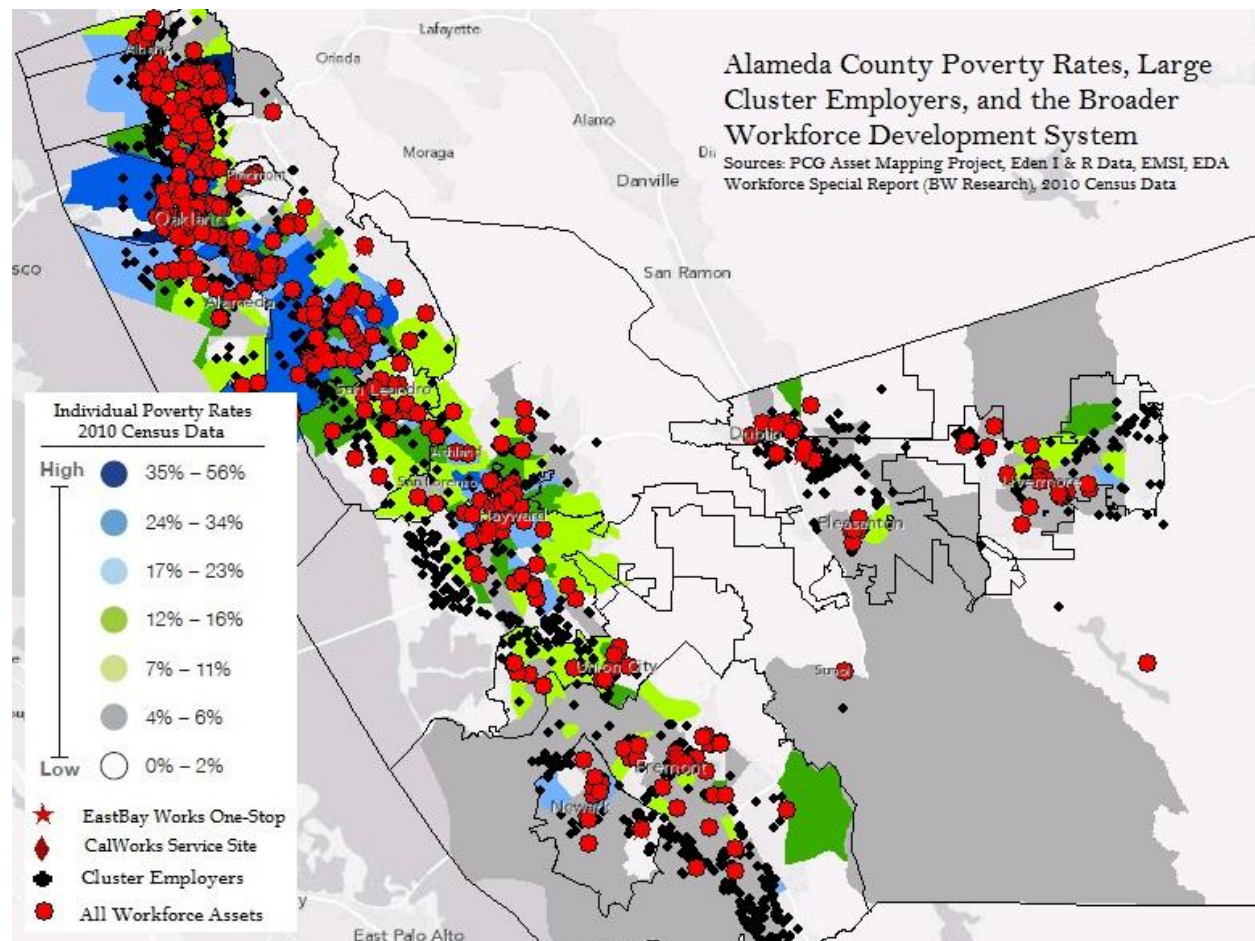


As if the task of placed-based service delivery coverage in distressed neighborhoods and areas is not enough, growing in alignment with economic development strategy pulls the collective system in the opposite direction. The employer base in places like west Berkeley, west San Leandro and Hayward, Pleasanton, and south Fremont are clustered in areas of little or no poverty. This challenge is compounded considering our finding of a current shortage of job development workforce assets that dedicate staff to penetrate the employer community.

Consideration 2: In a TANF and WIA integrated environment, how do maintain the integrity of our programmatic mission to serve those most in need while remaining relevant and valuable to our employer customers?

After considering what the collective footprint of an integrated service delivery system would look like (consideration 1) and recognizing true business services is, by definition, in direct opposition with TANF requirements and WIA priority of service mandates (consideration 2), *how can the broader system move toward integration, increased efficiency, greater throughput, and more community impact?* With an overlay of Figure 37 with all of the workforce assets identified throughout the course of the asset mapping project, Figure 38 illustrates how it can be achieved.

Figure 38: County Poverty Levels, Service Investment, Large Cluster Employers, and the Broader Workforce Development System



Throughout the course of the project, PCG identified and unearthed over 500 workforce assets that were contributing to Alameda County's talent development system in some capacity. Some were large, others were small; some had millions of dollars in funding, others made due with hundreds. If led as one system, this collection of publicly and privately funded assets can have placed-based coverage in distressed neighborhoods while penetrating the local employer community. Many of these organizations are already doing this work and expressed intense interest in expanding their reach and growing in capacity so they can meet the needs of their community. While gaps exist, the infrastructure is in place. To drive the

coordination, alignment, and strategic direction of all of these assets in a way that serves both the regions job seekers and employers in a meaningful way, we recommend the following:

High Level Recommendations

- 1. Reduce the system's investment in "brick and mortar" service delivery structures while increasing investment in the capacity of place-based, Community Based Organizations (CBOs) to have a larger role in intake, upskilling, and placing jobseekers in meaningful employment.**
- 2. As funding entities in a region with a large number of workforce assets, use regional leadership to strategically convene and incentivize coordination and leverage across organizations and funding streams countywide.**
- 3. In response to the finding of a frontloaded employment service delivery system, ACWIB, Alameda SSA, and the OWIB should drive closer coordination with employer service sites that provide phase 1 (navigation and assessment services) and phase 2 (case management, soft skill building, and job readiness) to common customers. Then, use additional capacity to mitigate gaps in phase 3 services (job placement and entrepreneurial and small business development services) to reduce service bottlenecks and increase bandwidth to place participants in meaningful employment.**
- 4. In response to a gap in youth-focused service providers in the Tri-Valley and Tri-Cities subregions, sponsors should attract more Youth-focused providers into locating service in the subregions while investing in the capacity of non-Youth providers to begin serving Youth.**
- 5. Diversify the integrated participant pool by recruiting and attracting job seekers on multiple levels of the job seeker ladder. This diversification will help the system to meet the talent and manpower needs of business on multiple levels, adding value to the employer community.**
- 6. Adopt subregional sector strategies as outlined in Section IV to more intentionally align workforce development service delivery with economic development strategy.**
- 7. Delineate service strategies for client facing services versus business services. While recognizing the population an integrated system serves (both by requirement and by current target populations of local assets), employ separate strategies that make the system more relevant to businesses at higher levels. By leveraging the capacity of CBO's and other assets to continue to serve job seekers with significant barriers to employment, initiate and invest in partnerships that attract the higher level talent local employers demand to drive regional economic growth.**

The broader workforce development system in Alameda County is made up of a wide-diversity of organizations working collectively to engage, upskill, and place local talent in local employment opportunities. The service investments made by funding entities, both public and private, have developed a strong infrastructure of assets and organizational capacity with community-based organizations, non-profits, and other service providers countywide. The data and analysis conducted during this project will not only inform the development of Alameda County's next generation of workforce service delivery, but it will also enhance the project sponsors ability to garner support behind regional and collaborative efforts to continuously improve the local workforce development system. By jointly sponsoring this project, the Alameda County WIB, the Alameda County SSA, and the Oakland WIB have set an example of how leveraging resources to advance common goals benefits a broader base of stakeholders than operating in silos. The aggregated resources and efforts of the broader workforce development system can make a greater collective impact when moving in the same direction. In light of these regional assets, project sponsors will garner a much greater return on investment for services if the broader system is considered when crafting regional workforce development strategy.

