



# AGENDA REPORT

**TO:** Jestin D. Johnson  
City Administrator

**FROM:** Ashleigh Kanat  
Director,  
Economic & Workforce  
Development Department

**SUBJECT:** FY 2025-26 OWDB Budget and  
Contracts

**DATE:** May 28, 2025

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City Administrator Approval

  
Jestin Johnson (May 29, 2025 14:50 PDT)

Date: May 29, 2025

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## **RECOMMENDATION**

Staff Recommends That The City Council Adopt A Resolution Authorizing The Following Actions For Fiscal Year 2025-2026:

1. Adopting The Workforce Development Budget;
2. Accepting And Appropriating Workforce Innovation And Opportunity (WIOA) Title I Formula Funds For Adult, Dislocated Worker, Youth And Rapid Response Services In The Estimated Amount Of Four Million Two Hundred Nineteen Thousand Eight Hundred Fifteen Dollars (\$4,219,815), Including A Carryover of Unspent Fiscal Year 2024-25 WIOA Funds; And
3. Accepting And Appropriating Four Million Thirty-Two Thousand Six Hundred Twenty-Five Dollars (\$4,032,625) From California Volunteers And Other Funds For Workforce Development;
4. Executing A Three-Year Agreement With California Department Of Corrections And Rehabilitation And Accepting And Appropriating A Total of Approximately Twelve Million Four Hundred Seventy-Eight Thousand Eight Hundred Dollars (\$12,478,800) To Implement Golden State Works Transitional Employment And Job Placement Services For Oakland Residents On Parole And Executing A Three-Year Grant Agreement With Center For Employment Opportunities, Inc. (CEO), In A Total Amount Not To Exceed Eleven Million Seven Hundred Fifty-Two Thousand Eight Hundred Dollars (\$11,752,800) To Provide Such Services;
5. Executing Grant Agreements With Service Providers Competitively Selected To Provide Comprehensive Career Services, Adult Career Services, And Youth Services From WIOA Title I Formula Funds And Other Funds; And

CED Committee  
June 10, 2025

6. Authorizing The City Administrator To Apply For, Accept, And Appropriate Grants And Contributions For Workforce Development Services Beyond The WIOA Title I Formula Funding And Other Budgeted Funding Sources Up To Two Hundred Fifty Thousand Dollars (\$250,000) Per Instance With The Approval Of The Oakland Workforce Development Board

## **EXECUTIVE SUMMARY**

The proposed resolution would adopt the Fiscal Year (FY) 2025-26 Workforce Development Budget, totaling approximately **\$20,731,240**, which includes funding from various sources as described in **Attachment A**. These funds collectively support Oakland's initiatives in providing job training, employment services, and resources for individuals impacted by economic dislocation and barriers to employment. Specifically, the budget accepts and appropriates for FY 2025-26:

- **\$4,219,815** from the Workforce Innovation and Opportunity Act (WIOA) Title I for Adult, Dislocated Worker, Youth, and Rapid Response Services, which includes a carryover of \$769,119 unspent FY 2024-25 funds;
- **\$2,478,114** from California Volunteers to expand youth employment opportunities and career pathways in public service;
- **\$12,478,800** from the California Department of Corrections and Rehabilitation (CDCR) to implement Golden State Works Transitional Employment and Job Placement Services for residents on parole;
- **\$97,101** from Contra Costa County Workforce Development Board for the Laney College Electronics Certification Program;
- **\$1,457,410** from City of Oakland and philanthropic contributions to further workforce development efforts.

The proposed resolution maintains existing funding levels and extends current service provider contracts to ensure continuity of critical workforce services, while the City of Oakland (City) develops a comprehensive, multi-year procurement strategy. Additionally, it would allow the Oakland Workforce Development Board (OWDB or Board) to swiftly and proactively pursue emerging grant opportunities by authorizing the City Administrator to apply for, accept, and appropriate additional grants and contributions of up to \$250,000 per instance, subject to OWDB approval. Collectively, these actions reflect a cohesive strategy aligned with Oakland's goals for economic growth, equity, and sustainability.

## **BACKGROUND / LEGISLATIVE HISTORY**

The OWDB plays a central role in equitably advancing the City's economic development goals, as the Board works to "Build Oakland's Workforce." The OWDB is the federally designated local workforce board under the [Workforce Innovation and Opportunity Act \(WIOA\) \[Public Law 113-128\]](#) and is responsible for oversight of the local workforce system, pursuant to WIOA Section 107. The OWDB is appointed by the Mayor and includes representatives from local government, business, labor, education, and community-based organizations who develop strategies to align workforce investments with the needs of both job seekers and employers.

The Board's mission is to support Oakland residents—particularly those facing systemic barriers to employment—in gaining the skills, credentials, and services necessary to access quality jobs and build sustainable careers. Through a coordinated network of service providers and strategic partners, the OWDB delivers employment services, occupational training, business engagement, and career pathway development across high-demand industries.

In addition to administering WIOA Title I formula funds, the OWDB stewards a portfolio of federal, state, and local funding streams that collectively support a more inclusive and responsive workforce system. The Board is also authorized by WIOA Section 134 to direct funds for sector-based strategies and targeted populations. These resources enable the City to deliver specialized programs for youth, dislocated workers, reentry populations, and workers impacted by economic transitions.

The FY 2025–26 budget continues core investments in employment and training services, extends service provider contracts, and prepares for a new multi-year procurement process aligned with the OWDB's strategic goals. This approach ensures continuity while maintaining compliance with WIOA mandates and local policies and positions the City to maximize future funding and partnership opportunities.

## **ANALYSIS AND POLICY ALTERNATIVES**

Adoption of the proposed resolution would reinforce the Citywide priority of **housing, cultural and economic security** by continuing the essential work of the OWDB and its partners. The OWDB's strategy prioritizes continuity of services while laying the groundwork for a redesigned procurement process that will guide the next multi-year funding cycle. By sustaining funding for service providers, the Board can provide uninterrupted delivery of workforce programming, while the extension of contracts and carryforward of unspent funds ensures Oakland residents continue to access critical training, reentry support, youth employment, and business services.

As described below, the FY 2025–26 budget strategically allocates workforce funds from multiple sources to support targeted services that meet the evolving needs of Oakland residents and employers. For each funding source, the purpose and amount are noted.

**WIOA Title I Formula Funds (\$4,219,815)** — Supports core services for adults, dislocated workers, and youth, including job training, career counseling, employment placement, and Rapid Response services, which includes a carryover of \$769,119 unspent FY 2024-25 funds.

As of this writing, the State of California Employment Development Department (EDD) has not yet released its planning budget estimates for the FY 2025-26 WIOA Title I programs. Therefore, for planning purposes, the FY 2024-25 allocations are used as baseline. Funding will be budgeted in the Workforce Investment Act Fund (2195), Workforce Development Organization (85311), in a Project to be determined (TBD).

**California Volunteers (\$2,478,114)** — Funds year-round employment and training for youth and young adults focused on public service and climate resilience career pathways. Funds for this program will be budgeted in State of California Other Fund (2159), Workforce Development Organization (85311), Oakland Forward Project (1006529).

**CDCR – Golden State Works (\$12,478,800)** — Provides transitional employment and reentry services for residents on parole, delivered in partnership with the Center for Employment Opportunities (CEO). Funds for this program will be budgeted in State of California Other Fund (2159), Workforce Development Organization (85311), in a Project to be determined (TBD).

**Contra Costa County – Laney College (\$97,101)** — Supports electronics certification training at Laney College, delivered in partnership with Oakland Private Industry Council. Funds for this program will be budgeted in State of California Other Fund (2159), Workforce Development Organization (85311), in a Project to be determined (TBD).

**City General Fund (\$256,783)** — Covers a portion of OWDB staff costs and internal City charges. Funds will be budgeted in General Purpose Fund (1010), Workforce Development Organization (85311), in a Project to be determined (TBD).

**Measure HH – Summer Youth Employment (\$584,868)** — Provides subsidized work experience and wraparound support for Oakland youth ages 16–24. Funds will be budgeted in Measure HH (SSBDT) Fund (1030), Workforce Development Organization (85311), Measure HH Healthy Kids Program Project (1003817).

**Army Base Billboard Revenue (\$540,759)** — Supports operations and staffing for the West Oakland Job Resource Center (WOJRC), with an emphasis on construction careers and local hire. Funds will be budgeted in OBRA Leasing & Utility Fund (5671), Workforce Development Organization (85311), West Oakland Resource Center Project (1000036).

**Miscellaneous Donations (\$75,000)** — Expands summer youth employment by supplementing program capacity. Funds will be budgeted in Miscellaneous Trust Fund (7999), Workforce Development Org (85311), Mayor Summer Youth Project (1000500).

The FY 2025–26 budget is expected to support service delivery to more than 2,000 adult and youth participants across all funding streams. Based on historical performance and projected trends, the OWDB anticipates placing at least 1,200 individuals into employment or post-secondary training, and engaging more than 150 employers through business services, sector partnerships, and reentry-focused initiatives. These estimates reflect a planned investment of over \$20 million in federal, state, and local funding for workforce development services.

To ensure continuity of services during this transitional period, staff recommends extending existing contracts with service providers for an additional year. This extension will enable experienced providers to deliver uninterrupted employment and training programs while the OWDB finalizes its comprehensive, multi-year procurement strategy.

Despite efforts to increase fiscal capacity, the FY 2025–26 budget reflects a significant reduction in General Fund support, decreasing from \$794,721 in FY 2024–25 to \$256,783 in FY 2025–26. This reduction has resulted in the elimination of funding for the Day Laborer Program and the expansion of sector-specific partnerships, which may create service gaps for vulnerable worker populations.

To continue efforts to build capacity and diversify the City's workforce funding, staff recommends that the OWDB be authorized to apply for and accept additional grants of up to

\$250,000 per instance without returning to City Council for each approval. This authority is [consistent with prior years' authorizations](#) and will enable the OWDB to respond swiftly to time-sensitive funding opportunities that support Oakland's evolving workforce needs. Staff will continue to monitor and evaluate the long-term sustainability of new funding sources, including the CDCR Golden State Works and California Volunteers grants and will explore options for additional support.

Summary Performance for FY 2024-25

**Table 1- Recommended Service Provider Goals**

Category	Subcategory	Provider Name	Recommended Enrollment Goals	Council District	Location	Geographical Service Areas
WIOA Adult & Dislocated Worker Services	Affiliate/Specialized	Lao Family Community Development	40	D5/D6/D3	E. Oakland/Central Oakland/West Oakland	E. Oakland
		Mandela Partners	25	D5	Fruitvale	W. Oakland and E. Oakland
		Oakland Private Industry Council	40	D3/D6	W. Oakland/E. Oakland	Oakland-Special focus on priority zip codes
		Swords to Plowshares	30	D2/D3	San Antonio/W. Oakland	94607, 94621, 94601, 94603, 94605, 94606
		The Spanish Speaking Unity Council	40	D5	Fruitvale	94607, 94621, 94601, 94603, 94605
		<b>Total</b>	<b>175</b>			
	Comprehensive	Oakland Private Industry Council	100	D3/D6	Central East/W. Oakland	Oakland-Special focus on priority zip codes
Youth Services	Oakland Forward	Civicorps	100	D3	W. Oakland	94601, 94602, 94603, 94605, 94606, 94607, 94608, 94609, 94611, 94612, 94619, 94621
		Lao Family Community Development	40	D5/D6/D3	Central East/Fruitvale/E. Oakland	Oakland-Special focus on priority zip codes
		Rising Sun	8	D3	W. Oakland	W. Oakland/E. Oakland/Fruitvale
		Safe Passages	50	D3	W. Oakland	94621, 94603, 94607, 94606, 94605, 94601
		The Spanish Speaking Unity Council Inc	100	D5	Fruitvale	94607, 94621, 94601, 94603, 94605
		Youth Employment Partnership	65	D5/D2	Fruitvale/San Antonio	Central/Fruitvale, W. and E. Oakland
		<b>Total</b>	<b>363</b>			
	WIOA Youth	Black Cultural Zone	10	D6	East Oakland	W. Oakland/North Oakland, 94621, 94603, 94605, 94601, 94607
		Genesys Works Bay Area	25	D2	North Oakland	W. Oakland, Hoover-Foster, Uptown Corridor, Coliseum to Eastmont Hills
		Lao Family Community Development	35	D5/D6/D3	Central East/Fruitvale/W. Oakland	Fruitvale/E. Oakland/W. Oakland-priority zip codes
		The Spanish Speaking Unity Council Inc	35	D5	Fruitvale	94607, 94621, 94601, 94603, 94605
		Youth Employment Partnership	35	D5/D2	Fruitvale/San Antonio	Central/Fruitvale, W. and E. Oakland
		Youth Uprising	35	D7	E. Oakland	E. Oakland

In FY 2024–25 the City supported over 1800 participants across all funding streams, including:

- WIOA Title I Programs: Served 603 adults, dislocated workers, and youth, resulting in an average of 62% employment placement and post-secondary enrollment after exit.
- Youth Employment (California Volunteers & Measure HH): Placed over 1000 young people in internships or service-oriented roles, with 89% reporting increased career readiness.
- Reentry Services: Delivered by CEO and other partners, supported 252 returning residents, resulting in 27% placed in permanent jobs.
- Employer Engagement: OWDB staff and partners engaged over 100 employers, providing hiring support, sector partnerships, and on-the-job training.

### **FISCAL IMPACT**

There is no fiscal impact to the City’s General Purpose Fund in the proposed FY 2025–26 Workforce Development Budget. All recommended actions are supported by external grant sources, special revenue funds, and WIOA carryforward balances.

However, the FY 2025–26 budget reflects a substantial reduction in General Fund support—decreasing from \$794,721 in FY 2024-25 to \$256,783 in FY 2025-26. This reduction has resulted in the elimination of funding for key General Fund-supported activities, including the Day Laborer Program, sector-specific workforce development contracts, and expanded summer youth employment initiatives. These services have historically supported Oakland’s hardest-to-reach and underserved workers, and their absence may result in service gaps or reduced access to job readiness support in specific populations.

The total recommended FY 2025–26 budget is \$20,731,240, representing a \$12.2 million increase over FY 2024–25. This increase is primarily driven by a new multi-year grant from the California Department of Corrections and Rehabilitation (CDCR) and carryforward funds from unspent prior-year allocations. The carryforward funds are largely attributed to staff vacancies from prior years, which resulted in unspent WIOA funds.

A comparative breakdown of workforce development funding by source is summarized in **Table 2** below:

**Table 2 – Year-over-Year Comparison**

<b>Funding Source</b>	<b>FY 2024–25 Amount</b>	<b>FY 2025–26 Amount</b>	<b>Difference</b>	<b>Notes</b>
<b>WIOA Title I Formula Funds</b>	\$3,669,951	\$3,450,696	▼ \$219,255	Slight reduction across Adult, Dislocated Worker, and Youth streams
<b>California Volunteers</b>	\$2,327,430	\$2,478,114	▲ \$150,684	Increase supports youth climate and public service jobs
<b>CDCR (Golden State Works)</b>	—	\$12,478,800	▲ New	New 3-year award to expand transitional jobs for parolees

Funding Source	FY 2024–25 Amount	FY 2025–26 Amount	Difference	Notes
<b>General Fund Only</b>	\$794,721	\$256,783	▼ \$537,938	Loss of funding for Day Laborer and sector strategy contracts
<b>Contra Costa County (Laney College)</b>	—	\$97,101	▲ New	One-time support for electronics certification
<b>Measure HH (SYEP)</b>	\$577,162	\$584,868	▲ \$7,706	Slight increase to support more youth job placements
<b>Army Base Billboard (WOJRC)</b>	\$537,403	\$540,759	▲ \$3,356	Small increase to maintain programming/staffing
<b>Miscellaneous Donations</b>	\$75,000	\$75,000	—	No change
<b>WIOA Carryforward from Prior Year</b>	\$533,475	\$769,119	▲ \$235,644	More unspent funds carried forward
<b>Total Estimated Budget</b>	<b>\$8,514,142</b>	<b>\$20,731,240</b>	<b>▲ \$12,217,098</b>	Largely driven by CDCR and greater carryforward

### **PUBLIC OUTREACH / INTEREST**

OWDB meetings are publicly noticed and there is active public participation in both committees and full OWDB meetings. Prior to issuing Requests for Proposals (RFPs) for the current contracts, the OWDB staff met with community stakeholders to inform the policy principles and conceptual frameworks for service models. Contracted service providers were competitively procured through the FY 2022-25 RFP process, described in [File #: 22-0516](#) and approved by Resolution No.89309 C.M.S adopted on July 5, 2022.

### **COORDINATION**

The Economic and Workforce Development Department has coordinated this agenda item with the City Administrator’s Office, the Office of the City Attorney, and the Budget Bureau.

### **SUSTAINABLE OPPORTUNITIES**

**Economic:** Oakland’s Workforce Development system provides qualified workers, including youth, for Oakland businesses and prepares Oakland residents for gainful employment and career paths leading to family-sustaining jobs.

**Environmental:** This report does not directly address environmental sustainability.

**Race & Equity:** Oakland’s Workforce Development system prioritizes services to historically disadvantaged communities and geographic areas of Oakland (East and West) that have the

highest numbers of residents who face disproportionately high levels of unemployment. Per the OakDOT Geographic Equity Toolbox, the Workforce Development division will prioritize services to Highest and High neighborhoods.



**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That The City Council Adopt A Resolution Authorizing The Following Actions For Fiscal Year 2025-2026:

1. Adopting The Workforce Development Budget;
2. Accepting And Appropriating Workforce Innovation And Opportunity (WIOA) Title I Formula Funds For Adult, Dislocated Worker, Youth And Rapid Response Services In The Estimated Amount Of Four Million Two Hundred Nineteen Thousand Eight Hundred Fifteen Dollars (\$4,219,815), Including A Carryover of Unspent Fiscal Year 2024-25 WIOA Funds; And
3. Accepting And Appropriating Four Million Thirty-Two Thousand Six Hundred Twenty-Five Dollars (\$4,032,625) From California Volunteers To Increase Youth And Young Adult Employment And Develop Pathways Into Careers In Public Service And Other Funds For Workforce Development;
4. Executing A Three-Year Agreement With California Department Of Corrections And Rehabilitation (CDCR) And Accepting And Appropriating A Total of Approximately Twelve Million Four Hundred Seventy-Eight Thousand Eight Hundred Dollars (\$12,478,800) To Implement Golden State Works Transitional Employment And Job Placement Services For Oakland Residents On Parole And Executing A Three-Year Grant Agreement With Center For Employment Opportunities, Inc. (CEO), In A Total Amount Not To Exceed Eleven Million Seven Hundred Fifty-Two Thousand Eight Hundred Dollars (\$11,752,800) To Provide Such Services;
5. Executing Grant Agreements With Service Providers Competitively Selected To Provide Comprehensive Career Services, Adult Career Services, And Youth Services From WIOA Title I Formula Funds And Other Funds; And
6. Authorizing The City Administrator To Apply For, Accept, And Appropriate Grants And Contributions For Workforce Development Services Beyond The WIOA Title I Formula Funding And Other Budgeted Funding Sources Up To Two Hundred Fifty Thousand Dollars (\$250,000) Per Instance With The Approval Of The Oakland Workforce Development Board

For questions regarding this report, please contact Sofia Navarro, Executive Director of the Oakland Workforce Development Board at (510)238-3474.

Respectfully submitted,



Ashleigh Kanat (May 28, 2025 17:04 PDT)

ASHLEIGH KANAT  
Director, Economic & Workforce Development

Reviewed by: Sofia Navarro, Executive  
Director, Oakland Workforce Development  
Board  
Economic & Workforce Development

Prepared by:  
Honorata Lindsay, Administrative Services  
Manager II  
Economic & Workforce Development

Attachment A: FY 2025-26 OWDB Budget

Attachment A – FY 2025-26 OWDB Budget and Contracts

A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P
1		WORKFORCE INNOVATION AND OPPORTUNITY ACT (WIOA)								K	L	M	N	O	P
2		Fund 2195					Fund 2159			Fund 1010	Fund 1030	Fund 5671	Fund 7999		
3															
4		Adult	Dislocated Worker	Rapid Response	Youth	WIOA Subtotal	CA Volunteers	CA Dept of Corrections	CA Workforce Dev Board	General Fund	Measure HH	Billboard	Misc Donations	Other Revenue Subtotal	GRAND TOTAL
5	ESTIMATED REVENUES														
6	Estimated Carryover Revenue for Reallocation	219,105	221,458		328,556	769,119								0	769,119
7	Estimated FY 2025-26 Revenue (Baseline)	1,143,021	1,010,837	202,243	1,094,595	3,450,696	2,478,114	12,478,800	97,101	256,783	584,868	540,759	75,000	16,511,425	19,962,121
8	TOTAL REVENUE	1,362,126	1,232,295	202,243	1,423,151	4,219,815	2,478,114	12,478,800	97,101	256,783	584,868	540,759	75,000	16,511,425	20,731,240
9	EXPENDITURES														
10	SERVICE PROVIDER CONTRACTS														
11	Center for Employment Opportunities					0		11,752,800						11,752,800	11,752,800
12	Civicorps					0	246,344							246,344	246,344
13	Genesys Works				178,550	178,550								0	178,550
14	Lao Family Community Development, Inc.	153,741	147,941		249,970	551,652	250,000				125,000			375,000	926,652
15	Mandela Partners	135,000				135,000								0	135,000
16	Oakland Private Industry Council, Inc.	579,586	564,391			1,143,977			97,101					97,101	1,241,078
17	Oakland Public Works					0	284,000							284,000	284,000
18	Rising Sun Center for Opportunity					0	34,940							34,940	34,940
19	Safe Passages					0	223,539							223,539	223,539
20	Swords to Plowshares: Veterans Rights Org	114,410	110,157			224,567								0	224,567
21	Spanish Speaking Unity Council of Alameda Co, Inc.	153,741	147,941		249,970	551,652	250,000							250,000	801,652
22	Trybe Inc.										12,572			12,572	12,572
23	The Youth Employment Partnership Inc.				249,970	249,970	250,000				125,000			375,000	624,970
24	Youth Uprising				249,970	249,970								0	249,970
25	West Oakland Job Resource Center					0						345,615		345,615	345,615
26	EASTBAY Works (OPIC)	7,830	7,827		7,823	23,480								0	23,480
27	Professional Service Agreements					0	50,000							50,000	50,000
28	Service Provider Subtotal	1,144,308	978,257	0	1,186,253	3,308,818	1,588,822	11,752,800	97,101	0	262,572	345,615	0	14,046,910	17,355,728
29	CITY OPERATIONS														
30	EWD Admin/Finance	20,398	36,599		25,101	82,098								0	82,098
31	Internal Service Fees					0				178,353	8,150			186,503	186,503
32	Program Staff	197,420	217,439	202,243	211,797	828,899	488,193	726,000		78,430	176,718	195,144		1,664,485	2,493,384
33	O&M					0	50,000							50,000	50,000
34	City Operations Subtotal	217,818	254,038	202,243	236,898	910,997	538,193	726,000	0	256,783	184,868	195,144	0	1,900,988	2,811,985
35	TOTAL EXPENDITURES	1,362,126	1,232,295	202,243	1,423,151	4,219,815	2,127,015	12,478,800	97,101	256,783	447,440	540,759	0	15,947,898	20,167,713
36	Available Balance	0	0	0	0	0	351,099	0	0	0	137,428	0	75,000	563,527	563,527

