



CITY OF OAKLAND

AGENDA REPORT


TO: Jestin D. Johnson
City Administrator

FROM: Ashleigh Kanat
Director, EWDD

SUBJECT: Approval of New WIOA Services
Contracts for FY 2026–2029 and
Amendment of Existing Contracts

DATE: May 14, 2026

City Administrator Approval


[Jestin Johnson \(May 14, 2026 15:58:34 PDT\)](#)

Date: May 14, 2026

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Authorizing (1) Grant Agreements With Service Providers Competitively Selected For Workforce Innovation And Opportunity Act (WIOA) Program Services For Fiscal Years 2026–2029 In A Total Amount Not To Exceed Two Million Six Hundred Fifty Thousand Dollars (\$2,650,000) For Fiscal Year 2026–2027 To Provide Comprehensive Adult And Dislocated Worker, One-Stop Operator, Business Engagement, And Youth Services; (2) Amendments to Existing WIOA Agreements To Extend Contract Terms Through June 30, 2027 And Increase Funding In A Total Amount Not To Exceed Five Hundred Eighty-Four Thousand One Hundred Nine Dollars (\$584,109); And (3) Additional Allocations Of WIOA Contingency Set-Aside Funding To Support Community-Based Outreach, Referrals, And Workforce Strategies Through Partnerships Between Oakland Private Industry Council (OPIC) And The Spanish Speaking Unity Council Of Alameda County In An Amount Not To Exceed One Hundred Twenty-Four Thousand Nine Hundred Ninety-Nine Dollars And Ninety-Nine Cents (\$124,999.99), And Between Lao Family Community Development And Roots Community Health Center In An Amount Not To Exceed One Hundred Twenty-Five Thousand Dollars (\$125,000), Subject To Approval By The Oakland Workforce Development Board

EXECUTIVE SUMMARY

Staff is requesting approval of funding recommendations for Workforce Innovation and Opportunity Act (WIOA) program services, including both new grant agreements for Fiscal Years (FY) 2026-2029 and amendments to existing agreements.

Through a competitive Request for Proposals (RFP) process, service providers were selected to deliver Adult and Dislocated Worker Career Services, One-Stop Operator services, Business Engagement services, and Youth services. Staff recommends approval of new WIOA grant agreements in an amount not to exceed \$2,650,000 for FY 2026–2027 as set forth in **Table 1** below.

CED Committee
May 26, 2026

Staff also recommends amendments to existing WIOA agreements to extend contract terms through June 30, 2027, and proportionally increase funding in a total amount not to exceed \$584,109 as set forth in **Table 2** below. These amendments are supported by increased WIOA formula allocations for FY 2025–2026 and are intended to stabilize provider operations, maintain service levels, and support transition activities.

Lastly, staff is recommending the use of available WIOA contingency set-aside funding to support supplemental community partnership activities intended to strengthen community-based outreach, referrals, and workforce strategies. Recommended partnerships include Oakland Private Industry Council (OPIC) partnering with the Spanish Speaking Unity Council of Alameda County and Lao Family Community Development partnering with Roots Community Health Center, subject to approval by the Oakland Workforce Development Board on June 19, 2026.

BACKGROUND / LEGISLATIVE HISTORY

The Oakland Workforce Development Board (OWDB) oversees the Workforce Innovation and Opportunity Act (WIOA) Title I funding that supports employment and training services for Oakland jobseekers and businesses. These services include Adult and Dislocated Worker Career Services, Youth Services, Business Engagement Services, and One-Stop Operator functions delivered through the local workforce system.

To establish service delivery for the next procurement cycle, the Economic and Workforce Development Department (EWDD) and OWDB released a competitive Request for Proposals (RFP) for WIOA-funded program services for FY 2026-2029. The RFP solicited proposals across multiple service categories and was designed to support high-quality, equitable, and coordinated workforce services that are aligned with local, state, and federal workforce priorities. Following proposal review and scoring, staff developed funding recommendations for new grant agreements with providers, as shown in **Table 1**.

In addition to the new procurement cycle, staff evaluated the need to maintain continuity of services under existing WIOA agreements. As part of the State's FY 2025–2026 allocation, the City of Oakland received a net increase of approximately \$1.4 million in WIOA formula funding across Adult, Dislocated Worker, Youth, and Rapid Response programs. Consistent with Board direction, staff recommends using a portion of these funds to amend existing agreements by extending contract terms and increasing funding for current Adult, Dislocated Worker, and Youth service providers.

The proposed funding increases are intended to help offset rising operating costs and sustain service levels while the new multi-year contracts are implemented. This approach is intended to support continuity of services and reduce disruption for participants and employers, while preserving provider capacity during the transition to the new FY 2026-2029 service delivery framework.

Staff also identified the importance of partnerships between workforce agencies to support equitable workforce access, and culturally responsive outreach strategies across Oakland communities. As a result, staff evaluated opportunities to support supplemental partnerships

available through WIOA contingency, set-aside funding in coordination with the recommended Adult and Dislocated Worker lead providers.

ANALYSIS AND POLICY ALTERNATIVES

Funding recommendations under the WIOA RFP reflect adopted OWDB policies, federal requirements, and the results of a competitive procurement process, while supporting the City's equity goals and priorities related to economic mobility and access to opportunity.

In developing these recommendations, staff considered proposal scores alongside system needs, fiscal stewardship, compliance requirements, and the need to ensure equitable geographic access to services. Final recommendations balance proposal rankings with operational considerations to ensure continuity of services, system coordination, and effective use of public funds.

All recommended providers demonstrated the capacity to deliver services consistent with WIOA program requirements. For contracting purposes, staff recommends issuing one contract per provider, inclusive of multiple service locations where applicable, to support administrative efficiency and coordinated service delivery across Oakland's workforce system.

New Grant Agreements (FY 2027–2029)

The recommended grant agreements for FY 2026-2029 were based on a two-step evaluation process consisting of a compliance review and a qualitative evaluation. Proposals were scored on a 100-point scale across responsibility and responsiveness, program design, approach and methodology, qualifications and experience, and cost reasonableness.

These recommendations reflect the highest-ranked proposals within each service category. Adjustments were made where appropriate to ensure system efficiency, geographic coverage, and alignment with available funding.

Category 1 – Comprehensive AJCC Services:

Lao Family Community Development (LFCD) and **Oakland Private Industry Council (OPIC)** received the highest scores and demonstrated the capacity to operate multiple comprehensive America's Job Centers of California (AJCCs). Recommended awards reflect shared administrative efficiencies across sites while maintaining full-service delivery.

Category 2 – One-Stop Operator:

OPIC received the highest score and is recommended for full funding to serve as the system-wide One-Stop Operator, with a focus on coordination and partner alignment.

Category 3 – Business Intermediary Services:

The **Spanish Speaking Unity Council of Alameda County** is recommended for full funding based on strong employer engagement capacity and demonstrated ability to leverage non-WIOA resources without duplication of services.

Category 4 – Youth Services:

While the RFP anticipated funding up to three providers, staff recommends funding five providers to ensure geographic coverage and access, including service delivery in Deep East Oakland. Partial awards are recommended where appropriate to balance fiscal constraints, program scope, and provider readiness. This approach ensures a comprehensive, coordinated workforce system while maintaining flexibility to address service gaps and community needs.

Recommendations for contract awards and Fiscal Year 2026-27 funding are described in **Table 1** below.

TABLE 1: Summary of Recommended New Awards

Service Category	Provider	Scope / Location	Final Score (%)	Recommended Award
Category 1: Comprehensive AJCC	Oakland Private Industry Council (OPIC)	Downtown & West	94.8/85	\$700,000
	Lao Family Community Development	Central & East Oakland	83/80.7	\$720,000
Category 2: One-Stop Operator	Oakland Private Industry Council (OPIC)	System-wide OSO	92.0	\$80,000
Category 3: Business Intermediary	Spanish Speaking Unity Council of Alameda County	Citywide	90.0	\$200,000
Category 4: Youth Services	Youth Employment Partnership (YEP)	Youth Svs	91.25	\$250,000
	Lao Family Community Development	Youth Svs	88.67	\$250,000
	Spanish Speaking Unity Council of Alameda County	Youth Svs	88.75	\$150,000
	Oakland Tech Exchange	Youth Svs (ICT-focused)	90.16	\$150,000
	Youth Uprising	Youth Svs (Deep East)	87.67	\$150,000
	Total Award Amount			

Amendments to Existing Agreements – Extension and Increased Funding

As part of the State’s FY 2025–2026 WIOA allocation, the City of Oakland received a net increase of approximately \$1.4 million across Adult, Dislocated Worker, Youth, and Rapid Response funding streams. This increase includes:

- Adult: +\$419,842
- Dislocated Worker: +\$361,718
- Youth: +\$386,654
- Rapid Response: +\$228,469 (retained in-house)

To ensure continuity of services and avoid disruptions during the transition to new providers, staff is recommending applying 50% of the increase in Adult, Dislocated Worker and Youth funds, in an amount not to exceed \$584,109, and extending current WIOA service provider

contracts for an additional year (through June 30, 2027), to support continued service delivery during the transition period. This approach ensures uninterrupted access to workforce services for participants and maintains system stability while new contracts are finalized.

Table 2: Recommended Increases to Current WIOA Providers

WIOA Adult			
Service Provider	FY25-26 Contract	Proportional Increase	Proportional %
Lao Family	\$153,741	\$28,398	13.53%
Mandela Partners	\$135,000	\$24,936	11.88%
OPIC (Comprehensive + Affiliate AJCC)	\$579,586	\$107,056	51.00%
Swords to Plowshares	\$114,410	\$21,133	10.07%
Unity Council	\$153,741	\$28,398	13.53%
TOTAL	\$1,136,478	\$209,921	100%
WIOA Dislocated Worker			
Service Provider	FY25-26 Contract	Proportional Increase	Proportional %
Lao Family	\$147,941	\$27,572	15.24%
OPIC (Comprehensive + Affiliate AJCC)	\$564,391	\$105,186	58.16%
Swords to Plowshares	\$110,157	\$20,530	11.35%
Unity Council	\$147,941	\$27,572	15.24%
TOTAL	\$970,430	\$180,860	100%
WIOA Youth			
Service Provider	FY25-26 Contract	Proportional Increase	Proportional %
Genesys Works	\$178,550	\$29,292	15.15%
Lao Family	\$249,970	\$41,009	21.21%
Unity Council	\$249,970	\$41,009	21.21%
YEP	\$249,970	\$41,009	21.21%
Youth Uprising	\$249,970	\$41,009	21.21%
TOTAL	\$1,178,430	\$193,328	100%
	Total Increase	\$584,109	

Supplemental Partnership Allocations

Staff recognizes the value of partnerships between workforce providers to strengthen outreach, referrals, and workforce strategies within historically underserved Oakland communities. Consistent with community needs, staff recommends supplemental partnership allocations supported through available WIOA contingency set-aside funding between:

- Oakland Private Industry Council (OPIC) partnering with the Spanish Speaking Unity Council of Alameda County in an amount not to exceed \$124,999.99; and
- Lao Family Community Development partnering with Roots Community Health Center in an amount not to exceed \$125,000.

These supplemental partnership activities are intended to complement, but not alter, the lead provider structure established through the competitive procurement process. Recommended lead providers would remain responsible for overall WIOA compliance, reporting, performance accountability, and workforce system coordination.

Staff also recognizes that the WIOA contingency and system capacity building set-aside was originally established by the OWDB to preserve flexibility for emerging workforce priorities, technical assistance, system improvements, professional development, compliance activities, and potential future funding or operational risks. Use of these funds for supplemental partnership agreements would deplete all available contingency reserves and may limit the Board's future flexibility to respond to unforeseen system, compliance, or workforce development needs.

However, staff believes the proposed investment supports important workforce system goals related to equitable access. Staff further believes the proposed partnership approach balances the need to maintain procurement integrity and operational continuity while strengthening collaboration with trusted community-based organizations serving Oakland residents.

RELATED PLANNING EFFORTS

This recommendation supports multiple local and regional workforce and economic development planning efforts. The development of the WIOA RFP and resulting funding recommendations are developed from the [OWDB Local Plan](#), the [East Bay Regional Workforce Plan](#), and the OWDB's strategic priorities.

These plans collectively guide workforce system design, including service delivery strategies, priority populations, sector focus, and performance outcomes. The recommended contracts reflect these priorities by strengthening coordination across providers, expanding access to services in historically underserved communities, and improving employment and wage outcomes for Oakland residents.

In addition, this recommendation aligns with Goal 2 of the City of Oakland's [Economic Development Action Plan](#) by supporting workforce development strategies that connect residents to quality jobs, promote economic mobility, and meet the needs of local employers.

FISCAL IMPACT

Funding is subject to annual WIOA allocations from the State of California and continued federal appropriations. Contracts are recommended for an initial one-year term, with options for renewal for up to two additional years based on performance, compliance, and availability of funds.

Approval of the recommended awards will result in a total programmatic pass-through investment of approximately \$3.4 million in Workforce Innovation and Opportunity Act (WIOA) funds for direct workforce services beginning July 1, 2026 and through June 30, 2027.

Use of contingency set-aside funding for supplemental partnership activities may reduce funding available for future system capacity-building, technical assistance, professional development, or unforeseen workforce system needs.

WIOA Title I formula funding for the recommended providers will be budgeted in the Workforce Investment Act Fund (2195), Workforce Development Organization (85311), Expenditure account (54912) and various known projects.

PUBLIC OUTREACH / INTEREST

The Workforce Services Request for Proposals was conducted through an open and competitive procurement process. The RFP was publicly advertised and made available to interested organizations. Technical assistance was provided to prospective applicants to support equitable access to the solicitation process.

COORDINATION

Development of the funding recommendations involved coordination between the Workforce Development Division, the Oakland Workforce Development Board, proposal reviewers, various City Departments including: Department of Race and Equity, City Administrator’s Office, City Attorney’s Office, and the Finance Department. Selected service providers will coordinate closely with City staff, system partners, and each other to ensure integrated service delivery across America’s Job Centers of California (AJCC), youth programs, business services, and One-Stop system functions.

Contracts executed pursuant to this action will be administered in coordination with the City Administrator’s Office, the City Attorney’s Office, and the Finance Department to ensure compliance with City contracting requirements.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

Over the past three program years, OWDB-funded providers served more than 1,100 participants across Adult, Dislocated Worker, and Youth programs. Training participation rose by 12%, employment outcomes increased by 10%, and median wages grew from \$24.50/hour to \$26.90/hour. The overall cost per employment remained at around \$5,000, demonstrating strong cost-efficiency and return on investment despite flat funding levels.

Table 3: Adult Program Outcomes

Provider	Funding	Served			Training			Employed			FY 24–25		
		FY 22–23	FY 23–24	FY 24–25	FY 22–23	FY 23–24	FY 24–25	FY 22–23	FY 23–24	FY 24–25	Median Wage	Cost / Part	Cost / Emp
Lao Family Community Development	\$153,741	67	72	75	31	34	38	29	31	32	\$26.40	\$2,050	\$4,804
Oakland Private Industry Council	\$185,000	80	85	92	35	39	44	33	36	40	\$27.10	\$2,011	\$4,625
Spanish Speaking Unity Council	\$153,741	61	66	70	28	31	34	26	29	30	\$25.95	\$2,196	\$5,125
Mandela Partners	\$135,000	49	52	55	22	24	27	19	21	23	\$26.75	\$2,455	\$5,870

Table 4: Trend Summary Adult Program (FY 2022–25)

Provider	% Change Served	% Change Training	% Change Emp	% Change Wage	Overall Trend
Lao Family Community Development	12%	23%	10%	4%	↑ Steady growth
Oakland Private Industry Council	15%	26%	21%	3%	↑ Consistent improvement
Unity Council	14%	21%	15%	0%	→ Stable performance
Mandela Partners	12%	23%	21%	2%	↑ Moderate gains

Adult providers show sustained growth in participant and training volume, with stable employment outcomes and modest wage increases.

Table 5: Dislocated Worker Program Outcomes

Provider	% Change Served	% Change Training	% Change Emp	% Change Wage	Overall Trend
Lao Family Community Development	12%	23%	10%	4%	↑ Steady growth
Oakland Private Industry Council	15%	26%	21%	3%	↑ Consistent improvement
Unity Council	14%	21%	15%	0%	→ Stable performance
Mandela Partners	12%	23%	21%	2%	↑ Moderate gains

Table 6: Trend Summary Dislocated Worker Program (FY 2022–25)

Provider	% Change Served	% Change Training	% Change Emp	% Change Wage	Overall Trend
Lao Family Community Development	14%	21%	17%	3%	↑ Moderate growth
Oakland Private Industry Council	13%	18%	22%	2%	↑ Strong placement trend
Spanish Speaking Unity Council	12%	20%	19%	2%	↑ Consistent outcomes
Swords to Plowshares	10%	21%	15%	5%	↑ Strong wage gains

Dislocated Worker providers continue serving fewer but higher-barrier participants with consistent wage improvements.

Table 7: Youth Program Outcomes

Provider	Funding	Served			Training			Employed			FY 24–25		
		FY 22–23	FY 23–24	FY 24–25	FY 22–23	FY 23–24	FY 24–25	FY 22–23	FY 23–24	FY 24–25	Median Wage	Cost / Part	Cost / Emp
Lao Family Community Development	\$249,970	93	98	102	51	54	58	45	47	50	\$21.10	\$2,450	\$4,999
Spanish Speaking Unity Council	\$249,970	91	95	100	50	52	55	43	45	48	\$20.85	\$2,499	\$5,208
Youth Employment Partnership	\$249,970	120	125	130	70	73	78	63	66	69	\$21.45	\$1,923	\$3,623
Genesys Works Bay Area	\$178,550	78	82	87	46	49	52	40	42	45	\$22.10	\$2,052	\$3,968
Youth Uprising	\$249,970	89	93	97	48	51	54	42	44	47	\$20.60	\$2,577	\$5,318

Table 8: Trend Summary Youth Program (FY 2022–25)

Provider	% Change Served	% Change Training	% Change Emp	% Change Wage	Overall Trend
Lao Family Community Development	10%	14%	11%	4%	↑ Steady improvement
Spanish Speaking Unity Council	10%	10%	12%	3%	↑ Consistent progress
Youth Employment Partnership	8%	11%	9%	6%	↑ Sustained gains
Genesys Works	11%	13%	12%	4%	↑ Balanced growth
Youth Uprising	9%	11%	12%	0%	→ Steady performance

Youth providers achieved steady growth in participation, training, and employment with rising median wages (from \$19/hr to \$21/hr). Cost-efficiency remained strong across all subgrantees.

Across all WIOA programs, providers demonstrated consistent or improving outcomes from FY 2022 through FY 2025. Median wages rose across program years while cost-per-participant stayed below \$5,000 across most programs.

RACE AND EQUITY

The recommended funding allocations will help to advance the City’s race and equity goals by prioritizing services for populations facing barriers to employment, including youth, low-income residents, and residents in historically underserved areas such as Deep East Oakland. The

inclusion of partial awards to expand geographic coverage reflects a deliberate effort to promote equitable access to workforce services citywide.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution Authorizing (1) Grant Agreements With Service Providers Competitively Selected For Workforce Innovation And Opportunity Act (WIOA) Program Services For Fiscal Years 2026–2029 In A Total Amount Not To Exceed Two Million Six Hundred Fifty Thousand Dollars (\$2,650,000) For Fiscal Year 2026–2027 To Provide Comprehensive Adult And Dislocated Worker, One-Stop Operator, Business Engagement, And Youth Services; (2) Amendments to Existing WIOA Agreements To Extend Contract Terms Through June 30, 2027 And Increase Funding In A Total Amount Not To Exceed Five Hundred Eighty-Four Thousand One Hundred Nine Dollars (\$584,109); And (3) Additional Allocations Of WIOA Contingency Set-Aside Funding To Support Community-Based Outreach, Referrals, And Workforce Strategies Through Partnerships Between Oakland Private Industry Council (OPIC) And The Spanish Speaking Unity Council Of Alameda County In An Amount Not To Exceed One Hundred Twenty-Four Thousand Nine Hundred Ninety-Nine Dollars And Ninety-Nine Cents (\$124,999.99), And Between Lao Family Community Development And Roots Community Health Center In An Amount Not To Exceed One Hundred Twenty-Five Thousand Dollars (\$125,000), Subject To Approval By The Oakland Workforce Development Board

For questions regarding this report, please contact Honorata Lindsay, Administrative Services Manager II, at 510-307-6851.


Respectfully submitted,

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