



AGENDA REPORT

TO: Jestin D. Johnson
City Administrator

FROM: Mary Hao
HRM Director

SUBJECT: Informational Report On The Results
Of The Salary Survey For City Job
Classifications Earning Less Than
Twenty-Five Dollars Per Hour

DATE: February 23, 2026

City Administrator Approval


Jestin Johnson (Mar 5, 2026 14:16:01 PST)

Date: Mar 5, 2026

RECOMMENDATION

Staff Recommends That The City Council Receive An Informational Report On The Results Of The Salary Survey For City Job Classifications Earning Less Than Twenty-Five Dollars Per Hour.

EXECUTIVE SUMMARY

At the December 9, 2025, meeting of the Finance and Management Committee, Chair Ramachandran and Councilmember Brown requested that staff conduct a survey of City job classifications earning less than twenty-five dollars (\$25) per hour. In response, the Human Resources Management Department reviewed City classification and employee data to identify positions below that threshold. Staff then surveyed 13 external comparator agencies within the City's labor market. This report presents the findings for Council's information.

BACKGROUND / LEGISLATIVE HISTORY

At the December 9, 2025, Finance and Management Committee meeting of the Oakland City Council, Human Resources Management staff presented a salary ordinance amendment that included an adjustment to the Senior Aide, PT classification to ensure compliance with the City's Minimum Wage Ordinance, effective January 1, 2026.

During that meeting, Chair Ramachandran and Councilmember Brown asked staff to identify City classifications with hourly pay rates below \$25 and to conduct a salary survey for those classifications. Councilmember Brown subsequently brought the item forward to the Rules and Legislation Committee on January 8, 2026, requesting that staff return with an informational report to the Finance and Management Committee at its March 24, 2026 meeting.

Finance & Management Committee
March 24, 2026

ANALYSIS AND POLICY ALTERNATIVES

This is an informational report presenting the results of the survey for City job classifications earning less than \$25 per hour. While salary surveys generally focus on the maximum that the employees in a classification can earn, this report includes information for all classifications whose rate of pay is less than \$25 per hour at the minimum and/or maximum salary rate.

This report supports the City's priority of being a **responsive, trustworthy government** by providing transparent information about classifications earning a minimum of \$25 per hour, supporting informed discussions and public understanding.

HRM reviewed internal classification and budgeted vacancies to identify classifications for study. This initial screening was conducted at the classification level and did not evaluate individual employee pay, which is addressed later in this report. It is important to note that a classification minimum rate below \$25 does not indicate that the classification's maximum rate is also below that threshold. In most cases, the salary range extends above \$25 per hour. This review identified 55 classifications meeting the minimum rate criterion. Of these, 14 classifications have no active employees and are not authorized in the current adopted budget. The remaining 41 classifications are either filled and/or budgeted and are therefore relevant to this review.

Two categories, Exempt Limited Duration Employee (ELDE) and Temporary Contract Services Employee (TCSE), were excluded from the study, as they function as temporary employment designations rather than standalone job classifications. Removing these categories resulted in 39 classifications for evaluation.

Attachment A lists the 39 classifications with one or more salary steps below \$25 per hour, including union representation, appointment type (e.g., full-time equivalent (FTE), permanent part-time (PPT), or temporary part-time (TPT)), minimum salary rate of classification, maximum salary rate of classification, whether positions are currently filled, and whether positions are authorized in the FY 2025-26 adopted budget. Some classifications pay a flat rate (only one salary step), which applies to the Fire Fighter Paramedic Trainee, Fire Fighter Trainee, and Senior Aide, PT classifications. However, the majority of classifications have five steps per salary range.

HRM evaluated incumbent data within the 39 active classifications. There are 898 employees currently occupying positions in the 39 classifications; of these, 42 hold full-time equivalent positions, two hold permanent part-time positions, and 854 hold temporary part-time positions. Of the filled classifications, three are unrepresented, and the remainder are represented by Service Employees International Union (SEIU), Local 1021 (**Attachment B Classifications with a Minimum Salary under Twenty-Five Dollars Per Hour and Current Incumbent Salary Data**).

While not normally a feature of a salary survey, we have also added information about the average hourly rate our current employees are earning in their respective classifications. However, you will note from Attachment A, that of the 39 classifications reviewed, 28 have salary maximums that are equal to or exceed \$25 per hour.

The City has several classifications based on appointment designations (e.g., Van Driver full-time, Van Driver, PPT (permanent part-time), and/or Van Driver, PT (temporary part-time)) but each of these separate classifications generally shares the same salary range. In HRM's survey, we focused only on the classification title rather than the appointment type to avoid any duplication when surveying other jurisdictions. After consolidating these variants, the study examined 24 unique titles:

- City Council PSE 14
- Courier
- Crossing Guard
- Fire Fighter Paramedic Trainee
- Fire Fighter Trainee
- Food Program Driver
- Food Program Monitor
- Head Start/EHS Assistant Instructor
- Head Start/EHS Associate Instructor
- Library Aide
- Lifeguard
- Mayor's PSE 14
- Office Assistant I
- Park Attendant
- Pool Technician
- Recreation Aide
- Recreation Attendant I
- Recreation Attendant II
- Recreation Leader I
- Recreation Leader II
- Recreation Specialist I
- Senior Aide
- Student Trainee
- Van Driver

HRM surveyed our 13 typical comparator agencies by reviewing their publicly available classification specifications. Where equivalent classifications were not available, supplemental outreach was conducted to special agencies/districts to support reasonable comparison. The agencies below were surveyed.

- Alameda County
- Contra Costa County
- City of Berkeley
- City of Concord
- City of Fremont
- City of Hayward
 - Hayward Area Recreation and Park District
 - Hayward Unified School District
- City of Richmond
- City and County of San Francisco
- City of San Jose
- San Mateo County
 - San Mateo Consolidated Fire

- Santa Clara County
 - Santa Clara County Fire Department
- City of Santa Rosa
- City of Vallejo

In addition, to review job duties and rates of pay, we also sent these agencies a survey to better understand how the role is utilized. Nine of our comparator agencies responded. For the agencies that did not respond, HRM relied on publicly available classification and compensation information to establish comparison points.

As part of the survey review, HRM also examined how comparator agencies utilize various employment types, including trainee, temporary, seasonal, and part-time roles. While job titles and appointment frameworks vary among agencies, classifications generally serve comparable functional purposes. Differences in employment designation and staffing models were considered to ensure classification matches were reasonable and contextually appropriate.

The survey results indicate variation among comparator agencies in both the number of matched classifications and the reported salary levels. A summary of these matches, including the average and median minimum salary rates identified for corresponding classifications, is provided in **Attachment C: Comparator Matches and Differences**. For a detailed breakdown by agency and classification, please refer to **Attachment D**.

Of the 24 classifications included in the survey, 14 did not produce sufficient comparator matches for analysis. For a salary study, there is no strict legal minimum for comparator matches; however, best practices generally recommend identifying a minimum of five comparator agencies to support meaningful market comparisons. While a smaller sample may be acceptable if the agencies are very similar in size, services, and geography, a larger, carefully selected group helps identify market anomalies. Adequate data were obtained for the remaining 10 classifications and form the basis of the findings presented in this report (highlighted in **Attachment C**).

FISCAL IMPACT

There are no fiscal impacts associated with this informational report. This report only provides information on classifications earning less than \$25 per hour.

PUBLIC OUTREACH / INTEREST

No public outreach was deemed necessary other than the required posting on the City's website.

COORDINATION

Human Resources Management coordinated the preparation of this report with the City Attorney's Office and the Finance Department Budget Bureau.

SUSTAINABLE OPPORTUNITIES

Economic: There are no economic opportunities associated with this report.

Environmental: There are no environmental opportunities associated with this report.

Race & Equity: There are no social equity opportunities associated with this report. However, if further research or action is taken, a Racial Equity Impact Analysis study will need to be conducted.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Receive An Informational Report On The Results Of The Salary Survey For City Job Classifications Earning Less Than Twenty-Five Dollars Per Hour.

For questions regarding this report, please contact Mary Hao, Director of Human Resources Management, at (510) 238-6450.

Respectfully submitted,


Mary Hao (Mar 4, 2026 10:07:50 PST)

MARY HAO
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Attachments (4):

- A: Classifications with a Minimum Salary under Twenty-Five Dollars Per Hour
- B: Classifications with a Minimum Salary under Twenty-Five Dollars Per Hour and Current Incumbent Salary Data
- C: Comparator Matches and Variances
- D: Breakdown of Comparator Matches and Differences by Agency and Classification