

MAKING THE *right* INVESTMENTS

Ensuring Workforce Development
Programs *Work* for All Californians

February 2019

INTRODUCTION

If you stand on a bustling street corner or in the middle of a strawberry field, look up at a California skyscraper or march with allies to the halls of Sacramento, it is impossible to ignore a very simple fact: immigrants are the heart of our state's economic and social fabric. For generations, California has been able to succeed because of the participation, dedication, and struggle of working class immigrants, refugees, and people of color.

California has been the country's leader in passing bold initiatives to protect immigrant communities.¹ But as the world's fifth largest economy grapples with growing economic inequality, we need to do more. A critical test of the state's leadership will be the extent to which we invest in all workers, including immigrants, to participate and thrive in our economy.

This discussion comes as California faces a crossroads. In many ways the economy is strong, with record low unemployment and significant budget reserves. Yet, wages have not recovered from the Great Recession.² Meanwhile, employers have a record number of open jobs to be filled, particularly jobs that require education beyond a high school degree.³ Employers, policymakers, labor advocates and workers alike are urgently searching for effective solutions to increase training for jobs and build a stronger workforce. This is the primary charge of California's workforce development system, the public system of job-training and career services, providers, and partnerships. The state spends over \$6.5 billion dollars annually on workforce development, and newly elected Governor Newsom has vowed to make workforce development a top priority.⁴

Unfortunately, California's immigrant and refugee populations have been largely left out of the workforce development equation, particularly the state's undocumented immigrants, who are currently ineligible for the majority of workforce services. Unsurprisingly, they are left with no choice but to work in precarious jobs where they are valued more for their labor than for their shared humanity.

This policy brief illustrates the paradox between immigrant contributions to our workforce and the structural barriers that shut out thousands of Californians from workforce development opportunities and contribute to increasing inequality. The brief aims to punctuate the importance of investing in workforce development for all Californians, regardless of immigration status, and calls for policies that ensure workforce development works to support upward economic mobility for every Californian.



David Bacon

Immigrant Communities' Role in the Workforce and Contribution to California's Economy

Immigrants, regardless of status, contribute significantly to California's robust and growing economy. Immigrants comprise over one third of California's workforce and undocumented immigrants represent one in ten of California's workers.⁵ The majority of the immigrant population 16 years or older works and pays taxes.⁶ Often unrecognized, immigrant workers contribute about 32 percent of California's GDP.⁷ Undocumented immigrants in California alone contribute approximately \$3.1 billion in state and local taxes.⁸ And on average, immigrants pay a higher portion of their income in taxes than the wealthiest one percent.⁹

The state has also benefited from immigrant entrepreneurship. From 2007 to 2011, in the years following the Great Recession, immigrants in the state founded approximately 45 percent of all new businesses, while 36.6 percent of the state's business owners in 2011 were immigrants.¹⁰

Immigrants make up the majority of workers in California's major industries, such as construction, food and retail services, healthcare, and transportation. Undocumented immigrants, in particular, comprise a large share of workers in construction and food services.¹¹ The following table gives a few examples of occupations where a large share of workers are immigrants and where employment is expected to grow in the double digits by 2026 (Table 1). For example, half of all Personal Care Aides are immigrants, and almost a quarter are undocumented.¹² California is expected to need 35.8 percent more workers in these occupations in the coming years.¹³ As demand for labor increases, investments in preparing workers for these occupations, while strengthening the dignity and quality of these occupations overall, will be key to the state's economic growth.

Table 1. Immigrant Share of California's Workforce by Occupation and Projected Statewide Change in Employment 2016-2026, Selected Examples

Industry	Occupation ¹	Percent of Workers in Occupation Who Are Immigrants ²	Percent of Workers in Occupation Who Are Noncitizen Immigrants ³	Projected Statewide Change in Employment, 2016-2026 ⁴
Food and Retail	Cooks, Restaurant	65%	58%	36.9%
	Combined Food Preparation and Serving Workers, Including Fast Food	58%	43%	31.3%
	Retail Salespersons	32%	14%	8%
Construction	Roofers	70.2%	55.8%	48.8%
	Construction Laborers	61%	47%	26.3%
Healthcare	Medical and Clinical Laboratory Technologists	53.9%	21.6%	19.4%
	Medical Records and Health Information Technicians	31%	9%	19.6%
	Personal Care Aides	50%	24%	35.8%
Transportation	Industrial Truck and Tractor Operators	53%	37%	15.8%
	Laborers and Freight, Stock, and Material Movers	46%	30%	16%

1 Burning Glass Technologies data according to SOC Codes (ONET-6). Occupations refer to the Occupational Information Network (O*NET) Standard Occupational Classification (SOC) based system, the United States government system of classifying occupations.

2 Phillip Reese, Most California dentists are immigrants. Where else do immigrants work? (2017) based on tabulations of 2011-2015 American Communities Survey data from the Integrated Public Use Microdata Series (IPUMS). Integrated Public Use Microdata Series: Version 6.0 [Machine-readable database]. Minneapolis: University of Minnesota, 2015.

3 Ibid.

4 Burning Glass Technologies

Despite these contributions, California's economy is missing out by not acknowledging, valuing, and investing in the full potential of the immigrant community. Immigrants are particularly vulnerable to forces barring them from economic opportunity. Less than half of California's immigrants and only a quarter of undocumented immigrants between the ages of 25 and 64¹⁴ have education beyond a high school degree.¹⁵ Foreign-born residents are about as likely as US-born residents to live in poverty (17 percent and 16 percent, respectively), yet the majority of undocumented immigrants, or 64 percent, live below 200 percent of the federal poverty level. Immigrant workers earn on average 26 percent less than US-born workers. Despite California's progressive worker and immigrant protection laws, the onslaught of hateful rhetoric and policies from Washington, D.C. have meant that

IMMIGRANT WORKERS



EARN 26% LESS THAN US-BORN WORKERS

LESS THAN 50% OF IMMIGRANTS



AND 25% OF UNDOCUMENTED IMMIGRANTS AGED 25-64 IN CALIFORNIA HAVE EDUCATION BEYOND A HIGH SCHOOL DEGREE

64% OF UNDOCUMENTED IMMIGRANTS

LIVE 200% BELOW OF THE FEDERAL POVERTY LEVEL



LIVE 200% BELOW OF THE FEDERAL POVERTY LEVEL

immigrants increasingly face harassment and discrimination in the workplace and a fear of accessing public resources, including work-force and education services.¹⁶

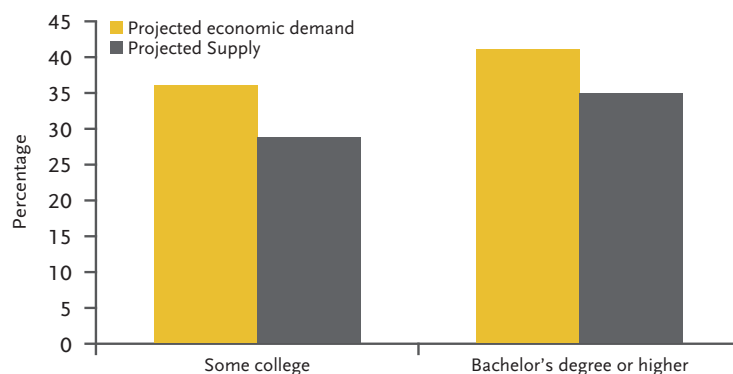
California's Changing Economy and the Risks for Workers, Immigrants, and the State

California's economy, by some measures, is thriving. The state has officially recovered the 1.3 million jobs it lost during the Great Recession and is currently enjoying sustained economic growth, both in terms of GDP and jobs.¹⁷ Despite these gains, California still faces weak wage growth, high rates of poverty, and increased inequality, which significantly impact immigrant communities.¹⁸ As this brief illustrates, rising demand for workers with post-secondary education and technological advancements will change what kind of jobs are available, how many, and for whom. California's response will determine whether these changes exacerbate poverty and inequality and hinder economic mobility, or whether they create meaningful opportunities for California's current and future workforce.

Skilled Labor Shortage

California faces record low unemployment, yet the demand for workers continues to grow, particularly for jobs that require education beyond a high school degree. However, as shown in the figure below, the percentage of working-age individuals with "some college" by 2025 (29 percent) is projected to be less than the percentage of jobs that will require workers with those skills (36 percent, Figure 1). In fact, by 2025 California is projected to face a shortage of as many as 1.5 million workers who have some post-secondary education.¹⁹

Figure 1. California is projected to need more workers with education beyond a high school degree than those who will have access to it



Source: Public Policy Institute of California. Sarah Bohn, California's Need for Skilled Workers (2014), <https://www.ppic.org/publication/californiasneed-for-skilled-workers/#fn-1> (last visited Feb 6, 2019)

Even if California were to increase investments to ensure non-immigrants pursue and complete their post-secondary education, it still would not be enough to solve the shortage. In fact, one study found that college participation and completion would need to increase approximately 50 percent immediately (from 18 percent) to meet the projected gap between supply and demand of college-educated workers.²⁰

This shortage will have profound implications for the state's economic growth, as California will be limited in its ability to compete with other regions for business if it cannot meet employers' demand for workers. More important, it is likely to exacerbate economic inequality in the state, as demand for workers with post-secondary education will lead to an increase in opportunities and wages for those who have it, and a decline for those without. Wage gaps between workers with different education levels will continue to widen – a trend that California cannot afford given that the state already has one of the highest levels of inequality in the country.²¹ To stem this tide, California will need to focus on expanding the population it trains for jobs requiring education beyond a high school degree, while exploring options to raise wages for workers in jobs with lower levels of education requirements.

Technological Advancements

California, like the rest of the country, is facing the advent of automation and technological changes that are having, and will continue to have, a profound impact on the state's economy and its workers, particularly immigrant and low wage workers. While immigrants tend to work in California's fastest growing industries, as noted above, they also tend to work in industries that are the most susceptible to technological shifts that could take over many of their responsibilities, reduce their hours and wages, or worse, replace them.²² For example, many jobs in California's fastest growing industries, such as construction, food and retail, health, and transportation are all significantly represented by immigrant workers and have a high risk of automation within the next 20 years. This means that there is at least an 85 percent risk of the job's main responsibilities will be computerized or automated given technology available today.²³

What could automation mean for immigrant workers? And how could California's fastest growing industries also be at the highest risk for automation? It is important to note that automation may not exacerbate job elimination, but job stratification and displacement. To illustrate: there are some jobs for which automation and technological advancements will improve productivity, but will still require humans to manage the work, such as data analysis, computer systems design, or advanced manufacturing. These jobs tend to be high paying and demand highly skilled workers, which is a boon for those who are able to spend the significant time and resources investing in their education, and a bust for those who cannot afford it. Additionally, there are some jobs for which tasks can become almost entirely automated, such as customer service representatives and clerks, that may be eliminated altogether. In many industries these jobs tend to be mid- to high-wage, provide benefits, and do not require an advanced degree. Finally, jobs that still primarily require human-controlled tasks could grow significantly, pushing more low-income, low-educated workers into them (refer again to Table 1). These jobs currently provide lower pay, fewer benefits, and longer periods of unpaid "waiting-to-be-scheduled" work, otherwise known as "contingent work."²⁴

One study of the transportation and trucking industry from UC Berkeley and Working Partnerships USA gives an illustrative prognosis of this shift. In this case, automation (in the form of autonomous trucks) could eliminate the need for almost 300,000 high- and mid-wage long-distance driving jobs that do not require as many specialized tasks or equipment. These jobs tend to be higher paid, provide greater benefits, and

WORKFORCE DEVELOPMENT GENERAL TERMS

Workforce Innovation and Opportunity Act (2014)

Federal legislation governing the workforce development system.

Key changes included requiring job training programs to align with labor market demand, consistent performance metrics primarily based on wage and employment outcomes, and workforce boards to be business led.

Workforce Development Boards

State and local boards represented by appointed business, labor, and education stakeholders. Boards are responsible for developing workforce development strategies, overseeing investments, and monitoring performance.

Core WIOA services

Services outlined in WIOA include career assessments, job training, mentoring and counseling, and limited supportive services. Most services are distributed to adults, dislocated workers, and youth who have work authorization, although basic information services are available to everyone.

Adult Education

Adult education includes English language courses, civics education, and some vocational training. Adult education is funded through both federal WIOA legislation and state investments. Funding is distributed to adult education consortia that include community colleges, school districts, and some community based organizations.

Adult education is silent on immigration status, meaning that anyone can participate, regardless of work authorization.

have unionized workers, but do not require advanced degrees. Meanwhile, jobs with human-controlled tasks, such as loading and unloading goods and local delivery, will continue to grow, but these types of jobs currently have much lower pay. As demand for high-quality jobs decreases and demand for low-quality jobs increases, immigrant workers may be left with limited choice but to compete for some of the worst jobs available, making them more susceptible to poverty as a result of the changing economy.²⁵

New jobs created through automation and technological advancement may also create more room for independent contractor misclassification, where an employer incorrectly classifies a worker as an “independent contractor” as opposed to an “employee” who is entitled to basic worker protections and benefits. These benefits include employer-provided health insurance, federal and state wage and hour protections, redress from discrimination, and the ability to organize and potentially unionize. Increases in independent contractor misclassification may therefore further weaken workers’ ability to organize for higher wages and better working conditions.²⁶ To be sure, there are many potential factors that may lead to independent contractor misclassification, and more research is needed in this area.²⁷ But without increased worker protections, particularly with respect to worker classification standards and organizing, immigrant workers will be at a greater risk of exploitation.

These projected shifts in the economy are likely to affect all workers, regardless of where they were born. Yet, the negative impacts of these shifts are not inevitable. California has an opportunity to prepare for these changes by instituting policies and programs that will integrate technology into current operations, support quality job growth, and help train and support workers through the transition. By investing in career pathways and training programs, as well as policy innovations to promote workers’ rights and collective voice, California can ensure that technological progress can support, rather than hinder, the state’s workforce and economy.

The Need for California’s Workforce Development System to Improve Training and Jobs for Immigrant Workers

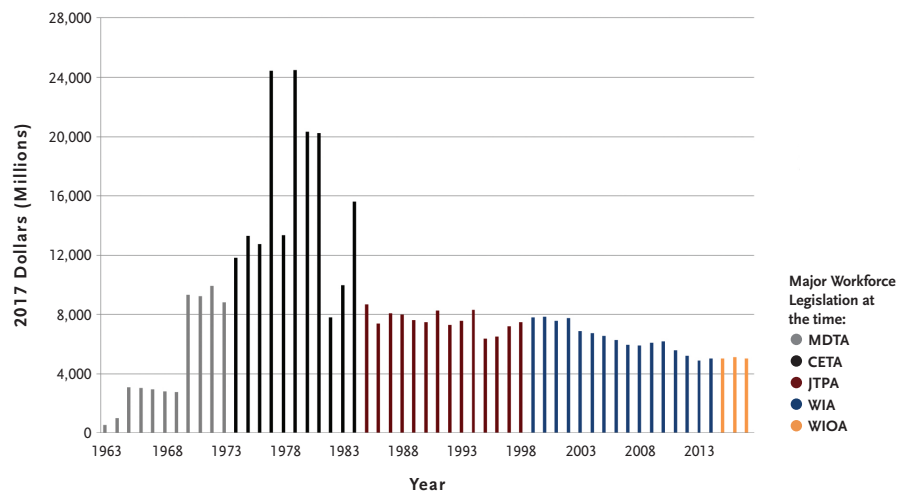
While there are many factors that influence workers’ ability to provide for themselves and their families, California’s workforce development system is the primary system charged with promoting economic mobility by training and placing workers in in-demand jobs. Yet, despite progress, it continues to face myriad challenges in fulfilling its goal. A decline in funding, a complex local governance structure, lack of community representation, and other structural barriers mean that California’s current workforce development system misses out on opportunities to strengthen and serve a significant portion of its labor force.

To illustrate, California's workforce system is primarily governed by the Workforce Innovation and Opportunity Act of 2014 (WIOA), which provides federal funding to state programs. From July 2016 to March 2017, core WIOA services reached about 923,000 workers through various programs, yet only 8.6 percent of adults received actual training through those services.²⁸ With its current structure, California's workforce system is only meeting a small fraction of workforce training needs.

There are many reasons for the current workforce system's limitations. To start, federal funding for workforce development has significantly declined over the past several decades, from almost \$24 billion in the late 1970s to just over \$4.5 billion in 2017 (Figure 3).²⁹ In response, California has worked to fill this gap by investing over \$6.5 billion dollars in combined federal and state funding for workforce development in recent years, primarily through California's community colleges and K-12 system (Appendix).

Figure 2. Federal Funding 1963-2017

Federal Employment and Training Services Funding, 1963–2017



Source: Anna Cielinski, Federal Investment in Employment and Job Training Services Has Declined Over the Last 40 Years (2018), <https://www.clasp.org/publications/fact-sheet/federal-investment-employment-and-job-training-services-has-declined-over> (last visited Nov 14, 2018).

Additionally, California's workforce system is comprised of 45 Local Areas³⁰, each with its own Local Workforce Development Board (WDB) that is tasked with managing the local workforce budget, selecting service providers, and setting goals and priorities for programs and services. As a result, the quantity, quality, and accessibility of services significantly varies from region to region, depending on the capacity and priorities of each WDB. WIOA law also requires that WDB membership is business-led, with over 50 percent business and employer representation. There is no requirement that community-based organizations or community members are represented, and there are few accountability measures in place to ensure that community needs are aligned with employer needs.³¹ Workers therefore have limited collective power to determine where and how workforce investments are made, and whether or not services are indeed benefiting workers.³²

Furthermore, the way workforce development performance is measured creates incentives for serving program participants who are most likely to succeed in the labor market, rather than those most in need of services and support. This is because the success of workforce development programs is primarily measured by the extent to which program completion leads to employment, credential attainment, and wage gains. While most



David Bacon

state funded programs evaluate services according to these goals, this structure creates incentives for “creaming”—the practice of serving a selective group of participants in order to make a program appear highly effective.³³ Accordingly, individuals who may have barriers to program participation, completion, and employment are seen as the problem when performance goals are not met, rather than the standards themselves.

Most important, however, is the fact that the current workforce system is not responsive to the demographics of our current workforce. Even though immigrants represent over one third of California’s workforce, only 3.7 percent of those exiting core WIOA services in 2014 were identified as English Language Learners (ELLs).³⁴ Language access issues, lack of childcare and transportation services, lack of culturally competent staff, and the cost and time required for training are all significant barriers for immigrant workers to pursue workforce development services.

For example, local WDBs are required to provide training and materials in non-English languages. Yet translation services are often insufficient for full participation in training or are sometimes not provided at all. America’s Job Centers of California (AJCCs), the one-stop centers where workforce services are primarily provided, are not always located in predominantly immigrant or low-income neighborhoods, or are not accessible via public transportation. And for low-income immigrant workers who are already working to make ends meet for their families, finding childcare or forgoing work opportunities to pursue training is not always a possibility.

For undocumented immigrants, access is virtually impossible due to federal WIOA rules requiring work authorization for most workforce development and job training services, even though one in ten of California’s workers is undocumented. While California has provided guidance to local WDBs interpreting the federal legislation to specify when verification of work authorization is necessary and when it is not, and has determined that all Californians, regardless of status, are eligible for some training and career services as long as they are not directly tied to an employer (such as on-the-job training), there is still much confusion, uncertainty, and fear around pursuing workforce development.³⁵

THROUGH PARTICIPATORY RESEARCH WITH INDIVIDUALS AND ORGANIZATIONS ACROSS CALIFORNIA, CIPC IDENTIFIED COMMON CHALLENGES FOR IMMIGRANTS AND REFUGEES TO ACCESSING WORKFORCE DEVELOPMENT SERVICES

Time and Scheduling

- Work and family obligations
- Transportation
- Length of time to complete programs

Cost

- Cost of and access to education, especially when missing work
- Cost of transportation, housing, and childcare
- Lack of funding for sufficient programs, resources, slots

Cultural and Language Barriers

- Lack of language access
- Lack of culturally competent staff, educators, employers, etc.

Complicated and Inefficient Systems

- Difficulty of navigating systems, eligibility, and government bureaucracy
- Difficulty of getting credit for prior learning
- Inadequate performance measures that prioritize those most likely to succeed

Emotional and Support Barriers

- Fear, bias and discrimination
- Trauma, emotional barriers, with lack of access to mental health services or supportive services
- Lack of funding for CBOs that could provide support

Source: Based on conversations with over 40 community-based immigrant rights, immigrant serving, and/or workforce development organizations in Long Beach, Los Angeles, the Bay Area, the Inland Empire, and the Central Valley. Members of organizations were interviewed between April and September 2018 through individual conversations and local convenings. A list of organizations interviewed are included in the Appendix.

David Bacon

California can do better. The next section demonstrates how expanding investments and improving workforce development for California's immigrants is a win-win for the state's economy and its residents.

The Promise of Investing in Immigrant Access to Training, and Jobs: Creating a Win-Win for California's Residents and Economy

It is widely recognized that the federal government has failed to create a workable, humane immigration process. But over the next several years, efforts to win inclusive, compassionate legalization at the federal level will continue, and California will play a key role in this debate. California can be a leader for the rest of the country by instituting the best possible model for inclusive policies that recognize the rights and dignity of our nation's immigrant communities. By combining workforce development and adult education services with civics education, English language instruction, and access to legal services, California can both support its residents to become naturalized citizens and fully integrate into society, while ensuring that they are ready and able to work in in-demand jobs.

Notably, when more immigrants become legally authorized to work, there will be greater opportunities for working people, if they have the required skills for jobs in demand. Some immigrants will already have the skills necessary for the work, having used them in the more informal economy or as entrepreneurs. However, California can make sure that all of its residents will have access to new jobs that may become available, by investing in entrepreneurship or skills training that can be applied to jobs both in the informal and formal economy. This would help to ensure that should a future path to citizenship be realized, all of California's residents will be prepared to participate in the workforce.





David Bacon

The most recent evaluation of California's Adult Education Program (AEP) shows that immigrants are willing and eager to pursue training opportunities despite the barriers.³⁶ Even though 58 percent of immigrants have less than a high school education and 54 percent speak English "not well" or "not at all", immigrant adults are the biggest enrollers by far in adult education programs to improve their skills.³⁷ In fact, 68 percent of adult education participants have a first language other than English, and programs with the highest levels of enrollment are ESL and EL Civics, which are designed to support English language learning and immigrant integration.³⁸

Additionally, when undocumented immigrants are able to receive education and training, they use their education to build skills and create a financial gain for the state. For example, AB 540 (2001), Assembly Bills 130 and 131, known as the California Dream Act (2011), and SB 68 (2017), all expanded access to education and training by allowing many nonresident Californians to pay the same tuition as residents and apply for state-funded financial aid. These initiatives have resulted in positive secondary and postsecondary outcomes, such as increased high school GPA, college enrollment, and completion.³⁹

Furthermore, the successful outcomes of programs like DACA, which allows some individuals brought to the US as children to stay in the country and become eligible for a work permit, show that allowing immigrants to pursue education and employment creates benefits for the economy overall. A 2016 survey of DACA recipients found that six percent of respondents started their own business after receiving DACA, which is almost twice the rate of the American public as a whole, at three percent.⁴⁰ Additionally, the average hourly wage of respondents increased by 69 percent, rising from \$10.29 per hour to

\$17.46 per hour. This data indicates that similar programs could support recipients, families, and the state economy overall, as higher wages translate into higher tax revenue and economic growth.⁴¹

As these findings suggest, investing in workforce development for all Californians will help California's immigrant communities build necessary skills, enter and contribute to the formalized economy, and create benefits for themselves and the state's economy.

Workforce Development as the Next Step in California's Commitment to Immigrant Inclusion

Workforce development for all Californians will create benefits for the state's economy, and would be in line with California's promise of inclusive policies that recognize the rights of everyone who lives here to participate and thrive.

In the past, when federal rules have excluded individuals from critical programs and services because of their immigration status, California has included them by creating innovative programming and dedicated resources. The California Food Assistance Program (1997), the California DREAM Act (2011), and Health4All Kids (2015), are all examples of the state investing in immigrants who have been excluded from federal programs to access basic nutrition, education, and health care, respectively, in an effort to address larger issues of poverty and inequality in the state. Workforce development presents itself as another opportunity in a long line of efforts from California to include all of its residents in the state's commitment to economic mobility.

Additionally, California already has some examples of directing its own funds toward workforce development programs that are open to everyone regardless of status:

- *California's Strong Workforce Program* was designed to expand and improve career education throughout the state with the California Community Colleges' system. The program has laid the foundation for new career education program development and strengthened regional collaboration between community colleges, local education agencies, workforce development boards, and employer partners.
- *ForwardFocus* funds partnerships between WDBs, county probation offices, adult schools and community colleges, and community-based organizations to align services that support the training and employment of re-entry individuals. The program targets the re-entry population but has implications for replicating similar models for immigrant communities as well.
- AB 1111 (2017) created the *Breaking Barriers to Employment Initiative*, which is designed to encourage partnerships between WDBs and community-based organizations to support populations with barriers to employment, including immigrants. By establishing grant partnerships, the initiative provides an opportunity to direct funding for regions with significant immigrant populations and leverage the expertise of community-based organizations with demonstrated success serving them.

Most of these programs are relatively new and their full impact and success will be evaluated over time. Nonetheless, they provide promising models for state innovation that, if successful, could be expanded and scaled to support the workforce development of immigrants across the state, regardless of status.

Recommendations: How to Support Workforce Development for All Californians, Including Immigrants and Refugees

To be effective in meeting the needs of California's diverse population and changing economy, the state must expand and improve investments in workforce development to support all Californians. The following recommendations are based on conversations with community-based immigrant rights, immigrant serving, and/or workforce development organizations across the state. The recommendations are not exhaustive, but are meant as a starting point to ensure that the state equitably invests in all Californians to be able to fully participate in our state's economic growth

1. Create and expand state funded workforce development programming that is open to everyone, regardless of status

- Expand access to training, internships, apprenticeships, and upskilling programs, through state-specific investments in local workforce systems that are open to everyone.
- Allow for greater flexibility in workforce development models to accommodate the needs of different populations, and upscale several different models to allow for diverse service provision.
- Dedicate workforce development resources to worker centers and community-based organizations that already work with immigrant worker populations outside the traditional workforce development and adult education systems.⁴² Many of these organizations provide job training and career services, as well as employer engagement and employment rights training to immigrant workers.⁴³

2. Expand wrap-around services to promote equitable access to training

- Increase funding for stipends and wages, transportation, and child care for individuals participating in training programs to help lower barriers to participation. Research on the challenges that immigrants face in pursuing education and training cite high housing costs, financial pressures, and a lack of transportation and child care as some of the most common barriers.

3. Include immigrants and their communities in workforce development strategies and decision-making

- Reinststate a requirement to include community-based organizations and increased worker-led representation on state and local boards, and provide greater resources and opportunities for community members to participate and make decisions in workforce development and adult education planning, development, policy making and implementation. When workers and community members have less of a voice in what, how much, when, and how they receive training, they face less security and greater difficulty in accessing the training and jobs they need.⁴⁴

4. Use performance metrics for workforce development and adult education that are tied to immigrant and refugee needs

- Design state funded workforce investments to include performance metrics that target demographics (to ensure that investments are serving populations in need,

such as immigrants), take barriers into account, and include more expansive outcomes that are responsive to the needs of immigrant workers, such as outcomes related to immigrant integration. Currently, WIOA performance metrics are strictly focused on wage and employment outcomes, which severely undercut the value that access to workforce development programs, supportive services to participate in training, and general adult education can provide to immigrant workers.

5. Make it easier for immigrants to start, own, and operate their own businesses while increasing the enactment and enforcement of labor standards for all workers

- Invest in entrepreneurship training and access. AB 2184 (2018), which allowed individuals to apply for business licenses without a Social Security number, was an important step in the right direction of supporting undocumented immigrants to be able to work and support their families. California can do more to ensure that all immigrant workers are able to start, own, and operate their own businesses.
- Promote equity and inclusion in hiring practices, by incentivizing and prioritizing partnerships between high-road employers, workforce development providers, and community based organizations.
- Increase investments in labor standards enforcement, particularly around issues such as wages, scheduling, misclassification, harassment and retaliation, to ensure that all workers, no matter their immigrant status or employment status, have access to basic protections and rights.



Appendix

California Immigrant Policy Center would like to thank the following individuals and organizations for devoting their time to speaking with CIPC about their experience with workforce development and adult education in California

- | | |
|---|--|
| 1 African Advocacy Network | 25 Miguel Contreras Foundation |
| 2 ALLIES | 26 Migration Policy Institute |
| 3 Building Skills Partnership | 27 Mixteco Indigena Community Organizing Project (MICOP) |
| 4 California Food Policy Advocates | 28 Monument Impact |
| 5 Central American Resource Center (CARECEN) | 29 Multicultural Institute |
| 6 Central Coast Alliance United for a Sustainable Economy (CAUSE) | 30 National Skills Coalition |
| 7 Centro CHA | 31 North Bay Jobs with Justice |
| 8 Central Valley Community Foundation | 32 Orange County Asian and Pacific Islander Community Alliance (Ocapica) |
| 9 Chinese for Affirmative Action (CAASF) | 33 Partnership for the Advancement of New Americans (PANA) |
| 10 East Bay Refugee Forum | 34 PolicyLink |
| 11 Education and Leadership Foundation | 35 Pomona Economic Opportunity Center |
| 12 Filipino Migrant Center | 36 Proteus |
| 13 Foundation for Economic Development | 37 Services, Immigrant Rights, and Education Network (SIREN) |
| 14 Greenlining Institute | 38 Street Level Health Project |
| 15 Immigrants Rising | 39 TODEC Legal Center |
| 16 International Rescue Committee | 40 UCLA Labor Center |
| 17 Instituto de Educación Popular del Sur de California (IDEPSCA) | 41 UC Berkeley Labor Center |
| 18 Jewish Vocational Services – Bay Area | 42 UFW Foundation |
| 19 Khmer Girls in Action | 43 United Cambodian Community (UCC) |
| 20 Koreatown Immigrant Workers Alliance (KIWA) | 44 Upwardly Global |
| 21 Long Beach Community Action Partnership (LBCAP) | 45 Warehouse Worker Resource Center |
| 22 Long Beach Immigrant Rights Coalition (LBIRC) | 46 Working Partnerships USA |
| 23 Long Beach Forward | 47 Worksafe |
| 24 Los Angeles Alliance for a New Economy (LAANE) | 48 World Relief |

California Funding for Major Workforce Education and Training Programs in California 2017-2018⁴⁵

Program	Agency	State General Fund	Other Fund Sources (Primarily Federal Funding)	Total Funding
Apportionments for workforce education and training	California Community Colleges (CCC)	\$ 2,285b	—	\$2,285
Adult Education Block Grant	CCC and California Dept of Education (CDE)	500	—	500
Programs through California Department of Corrections and Rehabilitation	CDCR	461	410	871
Services for CalWORKs and CalFresh recipients	Dept of Social Services (DSS) and CCC	318	\$984	1,302
CCC Strong Workforce Program & Economic and Workforce Development Program	CCC	271	—	271
Career Technical Education Incentive Grants and CTE Pathways Program	CDE	215c	—	215
Special CDE Programs	CDE	85	—	85
Apprenticeships	CDE/CCC	55	—	55
Core Training Program	California Conservation Corps	44	54	98
Nursing program support	CCC	13	—	13
Library Literacy and English Acquisition Program	California State Library	5	—	5
Supervised Population Workforce Training Grant Program	Employment Development Dept (EDD)	2	—	2
Adult, Youth, and Dislocated Worker Services (WIOA Title I)	EDD	—	390	390
Wagner-Peyser Employment Services (WIOA Title III)	EDD	—	128	128
Carl D. Perkins Career and Technical Education Act	CDE/CCC	—	122	122

Program	Agency	State General Fund	Other Fund Sources (Primarily Federal Funding)	Total Funding
Adult Education and Family Literacy Program (WIOA Title II)	CDE/CCC	—	95	95
Employment Training Panel	EDD	—	78	78
Jobs for Veterans State Grant	EDD	—	20	20
CDE Student Services for CalWORKs Recipients	CDE	—	10	10
Road Repair and Accountability Act pre-apprenticeships	CWDB	—	5	5
Proposition 39 pre-apprenticeships	CA Workforce Development Board (CWDB)	—	3	3
Offender Development programs	California Prison Industrial Authority (CalPIA)	2	2e	4
Totals		\$4,257	\$2,299	\$6,556

a Largely federal funds with some special funds.

b Extrapolated from best available data. Assumes community colleges spend one-third of apportionment funding on core adult education areas.

c Reflects third-year funding for three-year, \$900 million grant program. Grantees are matching with \$1.3 billion in local funds over the same period.

d Reflects funding for wraparound services, which include workforce education and training.

e Funded through sale of CalPIA goods. Assumes program will sell the same value of goods as in 2015-16.

CCC California Community Colleges
CDE California Department of Education
CDCR California Department of Corrections and Rehabilitation
CDR California Department of Rehabilitation
CSL California State Library
CalPIA California Prison Industrial Authority

Corps California Conservation Corps
DSS California Department of Social Services
EDD California Employment Development Department
Energy California Energy Commission
WIOA Workforce Innovation and Opportunity Act

Endnotes

- 1 See e.g. SB 54 (2017), AB 450 (2017), AB 103 (2017), and AB 2792 (2016)
- 2 Luke Reidenbach, Where is the Wage Growth? Wage Stagnation in California's Economy California Budget and Policy Center (2014), https://calbudgetcenter.org/wp-content/uploads/140508_Wage_Stagnation_EB.pdf (last visited Feb 6, 2019).
- 3 David Lanier, A Labor Day Briefing for California (2018). Employment Development Department www.edd.ca.gov/jobs_and_Training/Labor-Day-2018/2018LaborDayBriefing.pdf (last visited Nov 11, 2018).
- 4 Mac Taylor, Improving Workforce Education and Training Data in California (2016), <https://lao.ca.gov/Publications/Report/3494> (last visited Nov 11, 2018).
- 5 California Immigrant Policy Center, Resilience in an Age of Inequality (2017), <https://www.caimmigrant.org/press-room/resilience-in-an-age-of-inequality/> (last visited Jan 29, 2019).
- 6 Ibid
- 7 Ibid
- 8 Institute on Taxation and Economic Policy, Who Pays? A Distributional Analysis of the Tax Systems in All 50 States, January 2015. Available: www.whopays.org
- 9 Ibid
- 10 Ibid
- 11 Ibid
- 12 Phillip Reese, Most California dentists are immigrants. Where else do immigrants work? (2017) based on tabulations of 2011-2015 American Communities Survey data from the Integrated Public Use Microdata Series (IPUMS). Integrated Public Use Microdata Series: Version 6.0 [Machine-readable database]. Minneapolis: University of Minnesota, 2015. Occupations are based on the Occupational Information Network (O*NET) Standard Occupational Classification (SOC) based system, the United States government system of classifying occupations. For the purposes of this paper, "Personal Care Aides" refers to the official O*NET SOC code, though it should be acknowledged that there are many forms of domestic care work that may not be included in this definition. The O*NET definition for Personal Care Aides is "Assist the elderly, convalescents, or persons with disabilities with daily living activities at the person's home or in a care facility. Duties performed at a place of residence may include keeping house (making beds, doing laundry, washing dishes) and preparing meals. May provide assistance at non-residential care facilities. May advise families, the elderly, convalescents, and persons with disabilities regarding such things as nutrition, cleanliness, and household activities."
- 13 Burning Glass Technologies.
- 14 Sergio Sanchez & Hans Johnson, Immigrants and Educational Attainment (2018), <https://www.ppic.org/publication/immigrants-and-educational-attainment/> (last visited Jan 28, 2019).
- 15 Profile of the Unauthorized Population - CA, Migrationpolicy.org Data Hub (2018), <https://www.migrationpolicy.org/data/unauthorized-immigrant-population/state/CA> (last visited Jan 29, 2019).
- 16 For example, the Department of Homeland Security's proposed Public Charge ruling has created a chilling effect among all immigrants, regardless of status, who are fearful of seeking out or accessing government services. See Jeanne Batalova, Michael Fix & Mark Greenberg, Chilling Effects: The Expected Public Charge Rule and Its Impact on Legal Immigrant Families' Public Benefits Use migrationpolicy.org (2018), <https://www.migrationpolicy.org/research/chilling-effects-expected-public-charge-rule-impact-legal-immigrant-families> (last visited Jan 29, 2019). See also Amanda Bergson-Shilcock, Newly proposed immigration "public charge" rule would harm immigrant workers and US businesses National Skills Coalition (2018), <https://www.nationalskillscoalition.org/news/blog/newly-proposed-immigration-public-charge-rule-would-harm-immigrant-workers-and-us-businesses> (last visited Jan 29, 2019).
- 17 California Labor and Workforce Development Agency & California Workforce Development Board, Skills Attainment for Upward Mobility; Aligned Services for Shared Prosperity: California's Unified Strategic

- Workforce Development Plan Under the Workforce Innovation and Opportunity Act (WIOA) for Program Years 2016-2019 California Workforce Development Board (2017), <https://cwdb.ca.gov/wp-content/uploads/sites/43/2017/12/Unified-State-Plan-plain-text.pdf> (last visited Feb 6, 2019).
- 18 Sylvia Allegretto & Uyanga Byambaa, A post-Great Recession overview of labor market trends in the United States and California Center on Wage and Employment Dynamics (CWED) (2018), <http://irle.berkeley.edu/files/2018/06/A-post-Great-Recession-overview-of-labor-market-trends-in-the-US-and-CA.pdf> (last visited Feb 6, 2019).
 - 19 Sarah Bohn, California's Need for Skilled Workers (2014), <https://www.ppic.org/publication/californias-need-for-skilled-workers/#fn-1> (last visited Feb 6, 2019).
 - 20 Deborah Reed, California's Future Workforce Will There Be Enough College Graduates? California's Future Workforce Will There Be Enough College Graduates? (2008), https://www.ppic.org/content/pubs/report/R_1208DRR.pdf (last visited Nov 8, 2018).
 - 21 Chris Kolmar, These Are The States With The Highest (And Lowest) Income Inequality Zippia (2018), <https://www.zipppia.com/advice/states-highest-lowest-income-inequality/> (last visited Jan 31, 2019).
 - 22 Steve Viscelli, Driverless? Autonomous Trucks and the Future of the American Trucker. University of California, Berkeley, Center for Labor Research and Education and Working Partnerships USA (2018), <http://laborcenter.berkeley.edu/driverless> (last visited Dec 20, 2018).
 - 23 Burning Glass Technologies.
 - 24 The Bureau of Labor Statistics (BLS) uses three different estimates to measure contingent work in the US, therefore an exact meaning of contingent work is difficult to define. However, the broadest definition for contingent work that BLS primarily uses in its analyses is "wage and salary workers who do not expect their job to last (even if they have held their current job for more than 1 year and expect to continue at their job for longer than 1 year)" and "self-employed workers and independent contractors who have been self-employed for 1 year or less" or "do not expect to be self-employed for another year or more." See Bureau of Labor Statistics, Frequently asked questions about data on contingent and alternative employment arrangements, <https://www.bls.gov/cps/contingent-and-alternative-arrangements-faqs.htm#three> (last visited February 11, 2019).
 - 25 Another risk of technological advancement in fast growing industries such as food and retail is the potential to make low-wage work more precarious. Scheduling software, worker surveillance, and task management technology could allow unscrupulous employers to monitor workers' every move and target particularly vulnerable workers, such as immigrants who already work in fear of harassment and retaliation.
 - 26 Steve Viscelli, Driverless? Autonomous Trucks and the Future of the American Trucker. University of California, Berkeley, Center for Labor Research and Education and Working Partnerships USA (2018), <http://laborcenter.berkeley.edu/driverless> (last visited Dec 20, 2018).
 - 27 Annette Bernhardt et. al. Domestic outsourcing in the US: a research agenda to assess trends and effects on job quality (2016) See also David Weil, *The Fissured Workplace*, Harvard University Press (2014)
 - 28 Social Policy Research Associates, PY 2016 Data Book Characteristics, Services, and Outcomes of WIOA Exiters PY 2016 Data Book Characteristics, Services, and Outcomes of WIOA Exiters (2018), Office of Policy Development and Research, Employment and Training Administration, US Department of Labor. https://www.doleta.gov/performance/results/WIASRD/PY2016/WIOA_2016_Data_Book_Title_I.pdf (last visited Nov 11, 2018).
 - 29 Anna Cielinski, Federal Investment in Employment and Job Training Services Has Declined Over the Last 40 Years (2018), <https://www.clasp.org/publications/fact-sheet/federal-investment-employment-and-job-training-services-has-declined-over> (last visited Nov 14, 2018).
 The continued decline in funding can be viewed as an ongoing reduction in the federal government's role in workforce development. From the New Deal of the 1930s through the 1970s, the US government took a very proactive role in stimulating labor, directly providing training and work for people who were unemployed and those with low incomes, as well as summer jobs for low-income youth. During the Reagan era, however, more control over employment and training programs was ceded to state governments, and the private sector became increasingly responsible for delivering publicly funded services, which were more focused on training rather than directly creating new employment opportunities. This trend has continued to this day. See https://my.vanderbilt.edu/carolynheinrich/files/2016/06/Workforce-Development_Heinrich-June-2016.pdf

- 30 Local Areas refer to either cities, counties, or other geographic regions designated by the state for local workforce investment and planning purposes.
- 31 Greg Schrock, Connecting People and Place Prosperity: Workforce Development and Urban Planning in Scholarship and Practice (2014). *Journal of Planning Literature* 29 (3): 257–71.
- 32 Workers are represented, to some extent, through a requirement that 20 percent of WDB members are workforce representatives, including at least two representatives of labor organizations and at least one representative of a joint labor management, or union-affiliated, registered apprenticeship program.
- 33 Elisabeth Jacobs, Principles for Reforming Workforce Development and Human Capital Policies in the United States Governance Studies at Brookings (2013), <https://www.brookings.edu/wp-content/uploads/2016/06/FedRoleWorkforceDev.pdf> (last visited Jan 30, 2019).
- 34 Jennifer Hernandez, Policy Brief: Serving English Language Learner (ELL) Populations Using Best Practices and Model Partnerships California Workforce Development Board (2017), <https://cwdb.ca.gov/wp-content/uploads/sites/43/2016/08/LEP-Policy-Brief-Final-Draft-01.26.17.pdf> (last visited Jan 30, 2019). WIOA reporting does not identify nationality. While not all immigrants are English Language Learners (ELLs) and not all ELLs are immigrants, it is the closest proxy available to understand service participation among the immigrant population.
- 35 California Workforce Development Board, WSD18-03 Pathway to Services, Referral, and Enrollment WSD18-03 Pathway to Services, Referral, and Enrollment (2018), https://www.edd.ca.gov/jobs_and_training/pubs/wsd18-03.pdf (last visited Jan 30, 2019).
- 36 California Department of Education & California Community Colleges Chancellor's Office. (2018). End-Of-Year Report on Implementation and Effectiveness of the Adult Education Block Grant Program for the 2016-2017 Program Year. Retrieved from https://caladulthood.org/DownloadFile/513?utm_source=July+11%2C+2018+eNewsletter+&utm_campaign=10.25+newsletter&utm_medium=email
- 37 Ibid
- 38 Ibid
- 39 Ngo, Federick & Astudillo, Samantha. (2018). California DREAM: The Impact of Financial Aid for Undocumented Community College Students. Educational Researcher. Volume 48, Issue 1. 10.3102/0013189X18800047.
- 40 Tom K. Wong et al., DACA Recipients' Economic and Educational Gains Continue to Grow Center for American Progress (2018), <https://www.americanprogress.org/issues/immigration/news/2017/08/28/437956/daca-recipients-economic-educational-gains-continue-grow/> (last visited Jan 31, 2019).
- 41 Ibid.
- 42 Ibid.
- 43 Kate Hamaji & Christian González-Rivera, A City of Immigrant Workers: Building a Workforce Strategy to Support All New Yorkers Center for an Urban Future (CUF) and the Center for Popular Democracy (2016), <https://nycfuture.org/research/a-city-of-immigrant-workers-building-a-workforce-strategy-to-support-all-ne> (last visited Jan 31, 2019).
- 44 Angela Hanks & David Madland, Better Training and Better Jobs, Center for American Progress (2018), <https://www.americanprogress.org/issues/economy/reports/2018/02/22/447115/better-training-better-jobs/> (last visited Jan 31, 2019).
- 45 Legislative Analyst's Office (2017) Funding for Major Workforce Education and Training Programs in California <https://lao.ca.gov/Education/EdBudget/Details/61>

About CIPC

The California Immigrant Policy Center (CIPC) is a constituent-based statewide immigrant rights organization with offices in Los Angeles, Sacramento, San Diego and Oakland. It is the premiere immigrant rights institution in the state that promotes and protects safety, health and public benefits and integration programs for immigrants, and one of the few organizations that effectively combines legislative and policy advocacy, strategic communications, organizing and capacity building to pursue its mission. It is powered by a staff of policy experts and advocates; a Steering Committee composed of 14 statewide organizations; 85 member organizations; and nine regional coalition partners spanning Southern and Northern California, the Central Coast and the Central Valley.

For the past 20 years, CIPC has played a central and essential role in advancing a progressive statewide immigrant justice agenda. For the past 5 years, it helped pass 30 pro-immigrant laws in the state, including: The Safe and Responsible Driver Act, the TRUST Act, the One California initiative, the E-Verify Bill and the Health for All Kids among others – signature legislative accomplishments propelled by the organization's ability to coordinate, convene and mobilize a broad and diverse array of advocates towards a common goal.

About CIPC's Economic Justice Work

California has the fifth-largest economy in the world but also has the fourth-highest level of income inequality in the nation. Our state needs to do more to ensure that all Californians, including immigrants, are able to live with dignity and thrive. This means all of us, no matter what we look like or what our immigration status is, should have the ability to provide for ourselves and our families, work in a fair and safe workplace, participate in our communities, and have opportunities for economic advancement. Over the next several years, CIPC's innovative policy strategy and organizing power aim to advance inclusive policies that:

- Improve equity within workforce development and adult education systems, so that all immigrants and refugees can access education, job training, and meaningful careers
- Protect the safety and rights of immigrant and refugee workers while supporting their economic mobility
- Build equity in our current and future economy, so the technological progress and the changing nature of work in the 21st century creates opportunity for all.

For more information, contact Economic Policy Analyst, Sasha Feldstein at sfeldstein@caimmigrant.org

Follow us on social media



@caimmigrant



facebook.com/caimmigrant

Contact Us

634 S Spring St.
Los Angeles, CA 90019

