



CITY AND COUNTY OF SAN FRANCISCO
DEPARTMENT ON THE STATUS OF WOMEN



JULY 2020

**EQUITY, ENTREPRENEURSHIP, AND
ECONOMIC EMPOWERMENT FOR WOMEN**

TABLE OF CONTENTS

ACKNOWLEDGMENTS	ii
EXECUTIVE SUMMARY	iii
INTRODUCTION	1
SAN FRANCISCO WORKFORCE	1
BARRIERS TO WORKFORCE DEVELOPMENT	2
CHILD CARE	2
GENDER-BASED DISCRIMINATION AND HARASSMENT	2
DOMESTIC VIOLENCE	3
WORKFORCE DEVELOPMENT FINDINGS	4
PROGRAM LANDSCAPE	4
STUDY PARAMETERS	5
DATA COLLECTION	5
GENDER	6
RACE AND ETHNICITY	10
PROGRAM TYPE	12
VOCATIONAL PROGRAMS	13
YOUTH PROGRAMS	15
PROGRAM OUTCOMES	16
WOMEN’S ENTREPRENEURSHIP FINDINGS	18
RACE AND ETHNICITY	18
PROGRAM OUTCOMES	20
BEST PRACTICES	21
COVID-19 RESPONSE	22
RECOMMENDATIONS	23
APPENDIX	26

ACKNOWLEDGMENTS

The San Francisco Department on the Status of Women would like to thank the San Francisco Office of Economic and Workforce Development and, specifically, Jennifer Hand for supporting data collection and providing some of the data necessary for this report.

The Department also expresses deep gratitude and appreciation to the data analysts in the Adult Probation Department; Department of Children, Youth, and Their Families; Department of Human Resources; Department of Public Health; Human Services Agency; Mayor’s Office of Housing and Community Development; Office of Civic Engagement and Immigrant Affairs; Office of Economic and Workforce Development; Office of the Treasurer and Tax Collector, Office of Financial Empowerment; Public Utilities Commission; Public Works; and the Sheriff’s Department.

The Department would also like to thank the Charles Schwab Foundation and Friends of the Commission on the Status of Women for the support to make this report possible.

This report was researched and written by Linnea Fox, Public Policy Fellow, edited by Acting Director Carol Sacco, and directed by Policy and Projects Director Elizabeth Newman at the Department on the Status of Women.

EXECUTIVE SUMMARY

The San Francisco Department on the Status of Women conducted a landscape study of workforce development and economic empowerment programs for women in San Francisco. The objective of this analysis was to understand how well these programs serve women and other vulnerable populations. We asked the questions of whether women are being left out of these important economic opportunities and what drives or hinders the success of women within these programs. The data presented in this report was collected before the COVID-19 pandemic and well before the full impact of this global crisis could be understood on our economy and local workforce. This report represents a snapshot in time, but the findings remain relevant and the recommendations and best practices can be applied broadly as San Francisco looks to rebuild and recover post-COVID-19.

COVID-19 Impacts

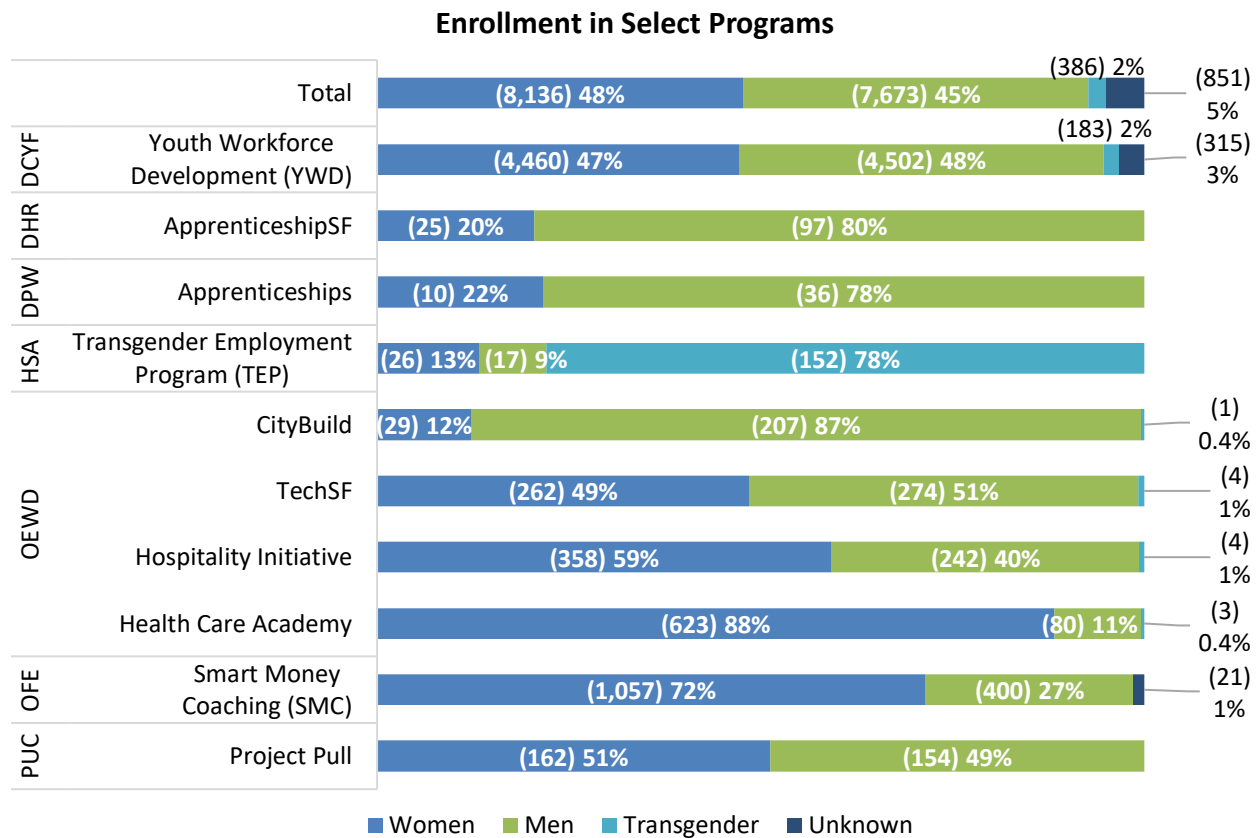
The novel Coronavirus has dramatically altered our entire workforce and economy, as certain industries face mass layoffs, working remotely becomes the norm, and essential workers establish new relationships to work. California's unemployment rate was at the record low of 3.9% in February 2020.ⁱ By April 2020, unemployment had reached 16% in California and 12.6% in San Francisco.ⁱⁱ Between February and April, 2.6 million jobs have been lost across the state and 64% of those jobs were in low-paying industries.ⁱⁱⁱ Unemployment and economic instability have affected women more severely than men.^{iv} In California, 23% Black women and 22% of Latinx women are unemployed.^v In comparison, 12% of both Black and Latinx men are unemployed and 10% of white women are unemployed.^{vi} Additionally, unemployment rates for single mothers have tripled since February, now at 15.9%.^{vii}



The groundwork for this study comes from existing data collection by the Office of Economic and Workforce Development (OEWD), which has been conducting a Citywide Workforce Services Inventory since 2015. The 2017-18 OEWD Citywide Workforce Services Inventory Report identified 262 workforce development programs from 17 City departments that served a total of 34,057 clients. In Fiscal Year 2017-18, the City and County of San Francisco expended \$125 million in workforce development services. These services are programs administered within City departments as well as contracted out to external service providers. Services range considerably in scope, from drop-in centers for resume assistance to year-long paid apprenticeship programs.

This study assesses 28 economic and workforce programs from 12 City departments. In order to better understand women’s opportunities for economic empowerment, we focus on programs with long term strategies to improve participants’ future economic potential upon completion of the program. Entrance, completion, and outcome metrics by gender and race combine were requested for programs with large numbers of participants or considerable budgets, or those focused on vulnerable populations. However, not all programs track race and gender combined nor completion and outcome metrics. Still, the data provided, especially for vocational training programs, offers insight into successful programs and areas for improvement.

Women are the largest group of participants in the 22 programs,¹ comprising 48% of program participants. While this is nearly equal to San Francisco’s population of women (49%), there is significant variation in women’s participation from program to program. The average percent of women in all programs is only 39%, meaning that a couple programs are comprised predominantly of women and others lack their presence. The types of programs serving women is important to consider. Women remain more likely than men to work in lower-wage jobs and are underrepresented in higher-paying occupations.^{viii} Women also earn less than men in nearly all occupations, even in fields that are predominantly women, and occupations with higher proportions of women continue to have lower wages than male-dominated ones.^{ix} The gap in earnings between men and women is further intensified by racial and ethnic earnings

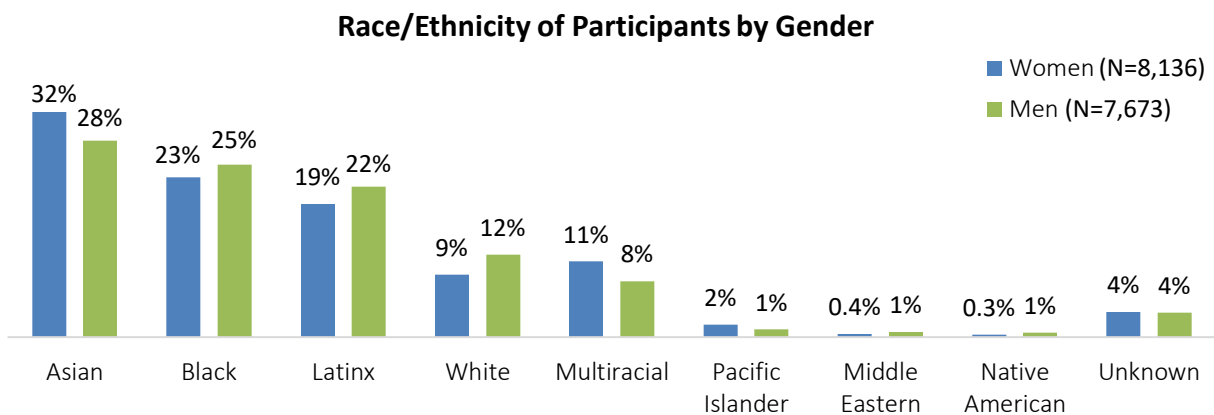


¹ This does not include six women’s specific programs (an additional 495 women).

inequalities.^x While occupational choice does account for one-third of the wage gap,^{xi} alternative options may never be presented to some women.

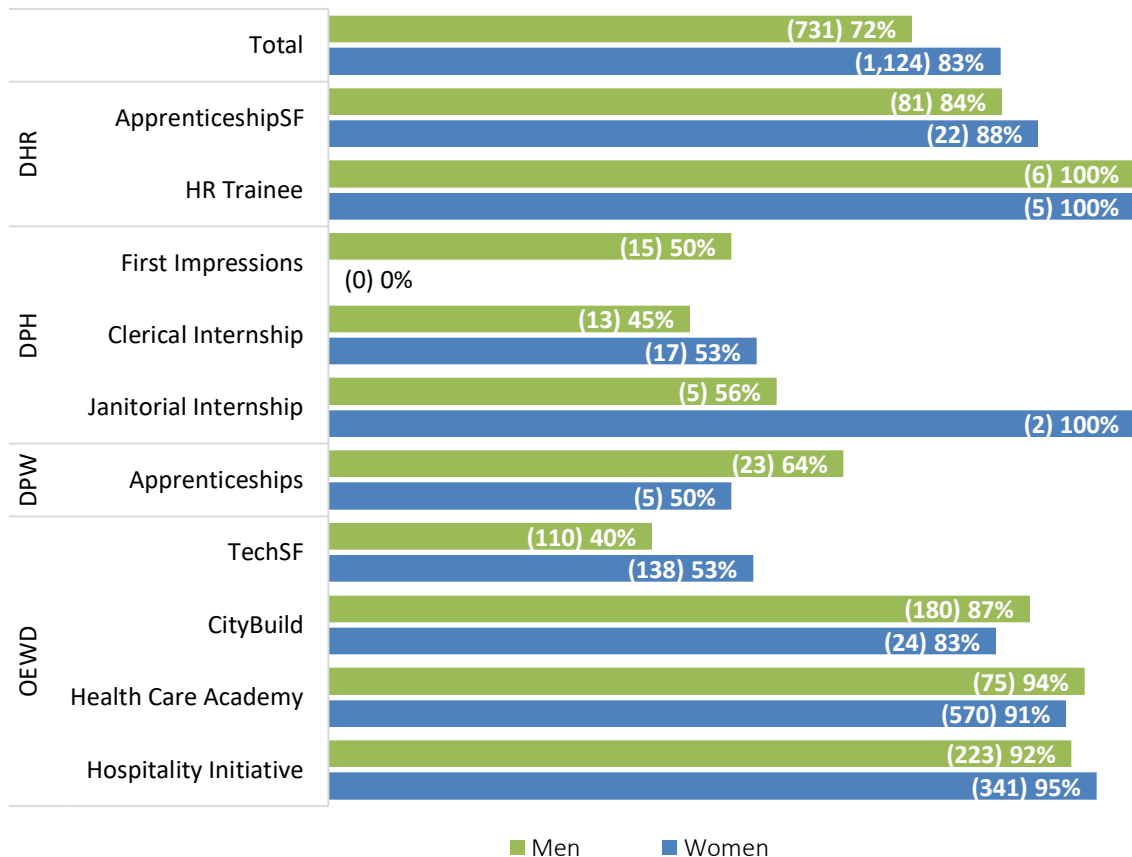
Programs with fewer women present are predominately in male-dominated industries or “non-traditional” fields, such as the Department of Human Resources (DHR) Apprenticeship^{SF}, Public Works (DPW) Apprenticeships, and OEWD CityBuild. In contrast, the OEWD Health Care Academy and Hospitality Initiative are both comprised significantly of women. This illustrates that training programs follow a similar pattern as the larger workforce, with women clustered in fields that are predominately comprised of women and often have lower wages. Programs which show an exception to this are OEWD Tech^{SF}, which has a much higher proportion of women (49%) than in San Francisco’s computer and mathematical occupations (23%),^{xii} and the Public Utilities Commission (PUC) Project Pull, where young women are 51% of participants in the paid summer internship program in architecture, business, engineering, and science jobs. Additionally, the Office of Financial Empowerment (OFE) Smart Money Coaching, a financial literacy program, has 72% women participants although it is not a necessarily aimed at women.

These programs serve a diverse group of participants with 28% Asian, 22% Black, 19% Latinx, 10% white, and 9% multiracial individuals. However, Asian women make up the largest group of participants while Black, Latinx, and white women make up a smaller share of female participants than men of the same racial and ethnic category. The gap for Black and Latinx women is important to address as they experience the highest rates of poverty and greatest gender pay gaps, as well as facing the largest job losses due to the COVID-19 pandemic across all racial and ethnic groups.



Vocational programs provide paid training to participants that track directly into a field or job. While women make up 57% of participants in vocational programs in this study, it is primarily due to the large numbers of women in programs for industries where women are overrepresented, healthcare and hospitality. The completion rates by gender provide another view of women’s participation in vocational programs. Women in the CityBuild program have lower completion rates than men, 83% for women and 87% for men. However, unlike men in CityBuild, all women who completed the program were placed directly into employment whereas 92% of men were. The HealthCare Academy and Hospitality Initiative have higher completion rates than CityBuild; although just two out of three graduates are placed into jobs after completing the program. TechSF sees women completing the program and obtaining job placements at higher rates than men. However, TechSF does show much lower completion rates, 53% for women and 40% for men, than other vocational training programs. TechSF also shows lower placement rates than any other vocational program with 51% of women and 48% of men entering a job in the field immediately following the program.

Vocational Program Completion



Women's Entrepreneurship Programs

Six of the programs included in this study are women's specific entrepreneurship programs, which are all supported by OEWD. In total, these programs had 495 participants, primarily women of color, with 34% Asian, 18% Black, 16% Latinx and 17% white women. Each program has its own approach to aid women in different stages of launching and sustaining their own businesses in order to create opportunities and financial stability for them. Services range from providing training and business education to supporting women entrepreneurs with technical assistance or direct cash grants.

454 Successful
Completions

246 Microenterprises
Launched

236 Leases Drafted
Negotiated, or
Renewed

Workforce development programs can be used as a tool for economic advancement and, when used effectively, can target broader social inequities. These services can provide pathways to family sustaining wages and will be important for re-employment and rebuilding post-COVID. However, the experiences of program participants can vary based on individuals' identities, including gender, race, ethnicity, language, and sexual orientation. Women often face unique barriers when applying to and participating in workforce development programs. The leading causes of women's lower success rates and higher drop-outs are lack of access to child care, gender-based discrimination, harassment, and domestic violence.^{xiii} Women of color and transgender individuals continue to face greater discrimination and challenges in the workplace, thus necessitating a focus on increased supports aimed at these populations, as with the Human Services Agency (HSA) Transgender Employment Program (TEP) which provides targeted supports including assistance for job seekers and employers. In order to combat gender-based discrimination and harassment, training programs should increase the presence of women, provide mentorship to women in male-dominated fields, and educate staff on gender stereotypes and bias.^{xiv} Additionally, offering flexible schedules and helping participants find affordable child care can expand opportunities for participants with family care responsibilities.

Models for workforce development programs show that strong long-term partnerships, with government agencies, non-profit organizations, and labor unions, help create a network of support for program participants without immense costs to each program. This leads to financial stability for the program, support for participants' needs, and the assurance that there are jobs available for clients upon completion.^{xv} This is especially important in developing a network of support for women within workforce development programs that eliminate barriers that stand in the way of women's successful completion and future economic opportunities. Developing transferable credits or certificates that are valuable across an industry or sector allow participants to secure long-term benefits in a rapidly changing and uncertain economy. Further, improving data collection and tracking outcomes by race and gender combined can illuminate gaps and ensure that programs are meeting the needs of women, especially women of color.

RECOMMENDATIONS to ensure that women and other vulnerable populations receive the support needed to be successful in workforce development programs.



Establish Strong Partnerships with other City departments, community-based organizations, other programs, and labor unions. Partnerships are important in creating a network of supports for program leadership, funding, participants, and future job positions.

Integrate Case Management to better communication between participants and program staff. Cross-training of staff to support individuals experiencing domestic violence, homelessness, or immigration issues can help identify participants' needs and connect them to resources.



Provide Wrap-around Program Supports, such as child care, transportation, mental health counseling, and domestic violence services which make sure that participants' barriers do not keep them from participating in and successfully completing programs.

Strategic Recruiting and Outreach can help diversify the demographics of workforce development programs. Programs should allocate funding and dedicate staff to improve diversity in training programs.



Create Transferable Credits that are recognized across an industry or sector, to make skills and learnings adaptable to other career paths. This can support participants beyond the immediate program and provide longer-term impacts. As the effects of COVID-19 shift job responsibilities, programs should create adaptable training and services, that are able to prepare program participants for uncertain structural changes within job fields.

Improve Data Collection to hold programs and larger systems accountable. As investments in workforce development programs increase in recovery efforts, understanding how different populations are being served and replicating successful models will support a broader strategy across City departments to serve the needs of San Franciscans.



Ensure Longevity by identifying and advocating for stable funding sources, throughout and even after COVID-19 recovery efforts.

INTRODUCTION

Workforce development programs present important opportunities for economic advancement. Populations traditionally left out of higher education pathways are able to enroll in workforce development programs and, upon completion, have a job with middle-class earnings without the debt or the time commitment of higher education. This, of course, is not the result of all workforce development services. Services range vastly by type of programming, from drop-in centers with resume editing, computer access, and business clothes for interviews to year-long apprenticeship and vocational programs that frequently guarantee a full-time position as a result. All types of workforce development programs are important to the economic advancement and empowerment of individuals.

In the summer of 2019, the San Francisco Commission on the Status of Women directed the Department on the Status of Women to assess the landscape of economic and workforce programs in the City for how well they serve women. In order to better understand how well workforce development programs in San Francisco are serving women, we focus on programs with long term strategies to improve their client's future economic potential upon completion of their program. We ask the question of whether women are being left out of these important economic opportunities and what drives or hinders the success of women within these programs?

At the time of publication, in the summer of 2020, our entire workforce and economy have been dramatically impacted by the spread of the novel Coronavirus, COVID-19. The data presented in this report was collected before COVID-19 and well before the full impact of a global pandemic could be understood on our economy and local workforce. This report represents a snapshot in time, but the recommendations and best practices can be applied broadly as San Francisco looks to rebuild and recover post-COVID-19.

SAN FRANCISCO WORKFORCE

San Francisco's population is 49 percent female, however women only make up 46 percent of the San Francisco workforce.^{xvii} Only 76 percent of women are employed, while 81 percent of men are employed in San Francisco.^{xviii} This difference is important to note, as we begin to understand how and why women are left out of the workforce. This study examines if workforce development programs create equitable opportunities for advancement in San Francisco.

Women remain more likely than men to work in lower-wage jobs and are underrepresented in higher-paying occupations.^{xix} Women also earn less than men in nearly all occupations, even in fields that are predominantly women, and occupations with higher proportions of women continue to have lower wages than male-dominated ones.^{xx} The gap in earnings between men and women is further intensified by racial and ethnic earnings inequalities. While occupational choice does account for one-third of the wage gap,^{xxi} alternative options may never be presented

to some women. According to a study by Mathematica Policy Research of the US Department of Labor funded workforce development programs, women are clustered in training programs for occupational fields that are predominately women and have lower wages.^{xxii} In San Francisco, the occupations with the highest percent of women employed are health care support (77%), personal care and service (71%), and health practitioner and technical occupations (66%). Women remain dislocated from occupations such as natural resources, construction, and maintenance (5%), transportation (14%), and architecture and engineering (20%).^{xxiii} Over five times as many women as men work in jobs with poverty-level wages.^{xxiv}

In San Francisco alone, there are over 260 workforce development programs. These programs have the potential to change broader workforce gender distribution by creating opportunities for economic advancement for individuals who are traditionally left out of the labor market. Workforce development programs can provide an individual with the proper supports to gain access to the paid wage market, but is there also a gender difference in the use and success of such programs?

BARRIERS TO WORKFORCE DEVELOPMENT

The US Department of Labor states that those who complete an apprenticeship program can expect to earn an average annual income of \$60,000, around the national median household income.^{xxv} While workforce development and apprenticeship programs provide a good option for some, others continue to face barriers when entering these programs. Gender and racial discrimination, sexual harassment, and hardships like working multiple jobs and maintaining child care, keeps many women from entering or successfully completing workforce development programs.

Women often face different barriers than other participants when applying to and participating in workforce development programs. The leading causes of women's lower success rates and higher drop-outs include lack of access to child care, gender-based discrimination, harassment, and domestic violence.^{xxvi}

CHILD CARE

Child care is vital to parents' participation and success in workforce development programs. Child care is reported as the greatest unmet need for women in workforce development programs.^{xxvii} It overwhelmingly impacts women, who provide a large portion of child care in families. Child care assistance is especially critical for participants with young children. An Institute for Women's Policy Research (IWPR) study found that 34 percent of participants with children aged five and under, who did receive child care assistance, say they could not have attended training without it.^{xxviii} However, as child care is one of the most expensive and difficult services to provide, it is often not available to clients.^{xxix}

GENDER-BASED DISCRIMINATION AND HARASSMENT

Gender-based discrimination and harassment is especially present in vocational and skilled trades training programs, where women remain underrepresented. Women report a wide range

of experiences in training programs. The IWPR Tradeswomen Survey found that women in training programs often felt equally treated in terms of safety, formal training, and the use of tools (as reported by 75 percent of respondents).^{xxx} However, less than two-thirds of participants reported equal treatment in terms of respect on the job, hiring, allocation of hours, and assignments. Unequal treatment for these conditions can decrease the amount of experience women receive, having long-term effects on their career paths, ability to earn a living, and mental health.

The IWPR Tradeswomen Survey found that the majority of women in construction report rarely or never experiencing sexual harassment. However, for 31 percent of women, sexual harassment is a constant or frequent experience at work. In addition, 32 percent of respondents of color report frequent racial harassment and discrimination and 37 percent of those who identified as part of the Lesbian, Gay, Bisexual, Transgender, and Queer (LGBTQ+) community reported frequent discrimination or harassment because of their sexual orientation. Women in these situations turn to different methods of coping, from the social support of a colleague to formally filing a report of harassment or discrimination.

DOMESTIC VIOLENCE

Domestic violence is a pattern of behavior whereby one person in an intimate relationship seeks to control the other through violence, coercion, intimidation, or threats. Financial abuse, which occurs in 99% of domestic violence cases,^{xxx} is often cited as the main reason victims stay with an abusive partner.^{xxxii} Financial abuse can include tactics to conceal information, limit access to assets, and reduce accessibility to family finances. In California, the Centers for Disease Control and Prevention estimates that 35 percent of women and 31 percent of men experience domestic violence at some time during their lives.^{xxxiii} In job training programs, 30-66 percent of participants report having experienced intimate partner violence.^{xxxiv} A 2018 IWPR study found that 9 percent of program administrators cite domestic violence as the number one reason women drop out of training programs.^{xxxv}

Workforce development programs offer an important opportunity for domestic violence survivors to gain financial independence, stability, and a support network. It is therefore vital that programs create security and resources for survivors.^{xxxvi} The threat to an individual's safety can have a huge toll on the participant, but also on staff and other program participants. In order for programs to proactively address the issue, they should remove responsibility from survivors, instead making sure the program has the proper supports in place, such as access to legal assistance, counseling, and safety planning, training staff on trauma-informed approaches, and establishing a domestic violence response policy.

WORKFORCE DEVELOPMENT FINDINGS

PROGRAM LANDSCAPE

The City and County of San Francisco Office of Economic and Workforce Development (OEWD) has been conducting a Citywide Workforce Services Inventory since 2015. The Inventory collects aggregate client data from 18 City departments through a multi-page Excel spreadsheet. The Inventory report has been the best available overview of City workforce development services, however, there are opportunities for improvements. In order to strengthen workforce development programs in the City of San Francisco, there needs to be standardization of data collection, advancements in tracking demographic statistics, and consistent client outcome measurements. These changes would increase the understanding of how workforce development services are serving women and other populations who often experience unequal access to employment, such as people of color and individuals who are in poverty, unemployed or underemployed, and/or discriminated against because of their gender identity or sexual orientation.

In Fiscal Year 2017-18, the City and County of San Francisco expended \$125 million in workforce development services.² The 2017-18 OEWD Citywide Workforce Services Inventory Report identified 262 workforce development programs from 17 City departments³ that served a total of 34,057 clients.⁴ These services are programs administered within City departments and those contracted out to external service providers. Services range considerably in scope, from drop-in centers for resume assistance to year-long apprenticeship programs. The Inventory Report showed an increase of approximately six percent in total clients served across all departments from the previous year.

The demographics of the clients were largely unknown. The gender identity of all clients was 40 percent male, 37 percent female, and 23 percent unknown. Statistics and data collection for transgender and non-binary populations were lacking. Twenty-seven percent of clients' race or ethnicity remain unknown. However, this number has decreased the past couple years, showing that effective improvements are being made to the report. In the Inventory Report's first year (FY 15-16) over 50 percent of clients' race or ethnicity was unknown.

² The funding comes from several sources: \$58 million from the City's General Fund, \$38 million from State or Federal funding, over \$13 million from other local revenue, and over \$17 million from enterprise funds.

³ Departments included in OEWD Citywide Workforce Inventory Report: Adult Probation Department; Department of Children, Youth, and their Families; Department of Human Resources; Department of Public Health; Department of Public Works; Department of the Environment; Human Services Agency; San Francisco Public Library; Mayor's Office of Housing and Community Development; San Francisco Municipal Transportation Agency; Office of Civic Engagement and Immigrant Affairs; Office of Economic and Workforce Development; Port of San Francisco; Recreation and Parks Department; San Francisco Public Utilities Commission; San Francisco International Airport; Sheriff's Department

⁴ Includes duplicate data, clients may have used multiple services both within individual programs and across different services.

The educational attainment of clients ranged from those with less than high school equivalency to those with bachelor's degrees. The largest category was those without a high school diploma at 40 percent, followed by high school graduates at 32 percent. The share of clients with some college or an associate's degree has almost doubled from the previous year, now comprising 14 percent of participants, and individuals with bachelor's degrees has tripled, also now 14 percent. Another interesting pattern was a growth in the share of youth participating in workforce programs.⁵ This shows an increasing investment into youth services. Fourteen percent of workforce development spending comes from the Department of Children, Youth, and their Families (DCYF). DCYF has the third largest citywide investment in workforce development following the Human Services Agency (HSA) and OEWD, in that order.

STUDY PARAMETERS

The results of the Citywide Workforce Services Inventory Report provide background on workforce development programs in San Francisco, what programs are available, and who is accessing these services. The existing data structure from the Inventory Report also simplified the additional data collected from individual City departments needed for this study. However, as this study takes a deeper look into women's participation, additional program level research was required.

This study narrows down the 262 City workforce development services to 28 programs (see Figure I in the Appendix for a detailed list of programs included in the study). The selected programs focus on long-term outcomes, which can stabilize labor participation for previously unemployed and underemployed individuals and produce sustainable and reliable solutions to increase the economic potential of their participants. This means, programs with more than one-time contact with individuals, which would presumably create long lasting solutions through their more consistent and time intensive contact with participants. The study also includes programs with substantial budgets, which have potential for the greatest impact, and programs with a range of target populations and training fields. The inclusion of a range of programs allows for a broader view of how women experience workforce development in San Francisco.

DATA COLLECTION

In total, we received participant data from 12 City departments covering 28 programs. Program size ranges from 11 to 9,460 participants, with a total of 17,541 participants included in the study. Six of the programs are women's specific, oriented to women's economic advancement and empowerment.⁶ The three largest programs in the study are DCYF's Youth Workforce Development (9,460), Public Utilities Commission's (PUC) Project Learning Grants (2,002), and the Office of Financial Empowerment's (OFE) Smart Money Coaching (1,478) (see Figure I in the Appendix for details on program size).

⁵ 45% of clients are adults and 37% are youth (including Transitional Aged Youth)

⁶ These were analyzed separately to avoid skewing the results of women's participation and outcomes in total.

We requested relevant City departments provide gender and racial demographics by program for the number of participants who entered the program, who completed the program, and who were placed into employment after completing the program in FY 2016-17 and 2017-18.⁷ We received the number of clients who entered from all 28 programs, completion statistics from 22 programs, and placement statistics from only six programs. Given the lack of data on completion and post-program outcomes, there is inconclusive evidence of the success of women in workforce development programs. Further, the data lacks conformity in definitions and collection methods of race, ethnicity, and gender identity.⁸ These discrepancies showcase a greater need for standardization of racial and gender data collection methods.

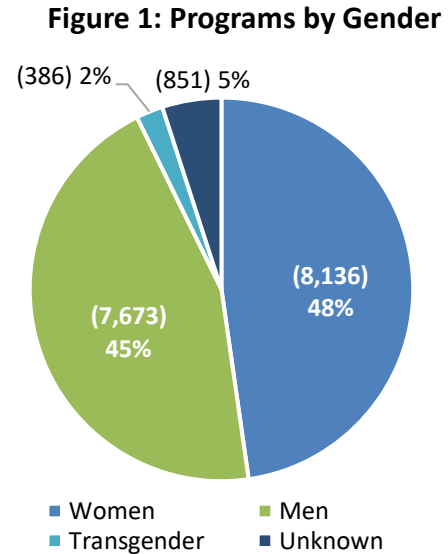
GENDER

It is important to acknowledge that the definitions of gender identity within this data are not expansive or representative of the gender identities of San Francisco residents and program participants. In this report, the terms women and men are used as identifiers which encompass the social, institutional, and cultural roles and responsibilities of women and men regardless of sex assigned at birth. The term transgender is used as a general category for transgender, gender non-conforming, and non-binary individuals, as it was often not possible to disaggregate further within the dataset. In addition, the individuals with these identities may be underrepresented or misidentified because of lack of adequate identity options in data collection. The intention of creating a transgender category is not to erase individuals' identities, but to better capture a population which often encounters greater economic inequities and gender discrimination in the workforce (For a complete breakdown of the gender identities outside of the gender binary please see Figure II in the Appendix).

⁷ Four of the programs include data from varying years: SHF Career Center (FY 2017-18 and FY 2018-19, SHF Keys to College (Fall 2017-Fall 2018), San Francisco Women's Entrepreneurship Fund (FY 2017-18 PUC), and Project Learning Grants (2015-2017).

⁸ The racial category Asian includes programs that did not disaggregate between Asian and Pacific Islander populations while Pacific Islander is included when programs did disaggregate. There was also inconsistency in the tracking of Latinx individuals. Programs that included a combined Multiracial/Other category were included as Multiracial for analysis. The tracking of gender identity was also inconsistent, specifically in regard to transgender and gender non-conforming individuals, which were rarely disaggregated.

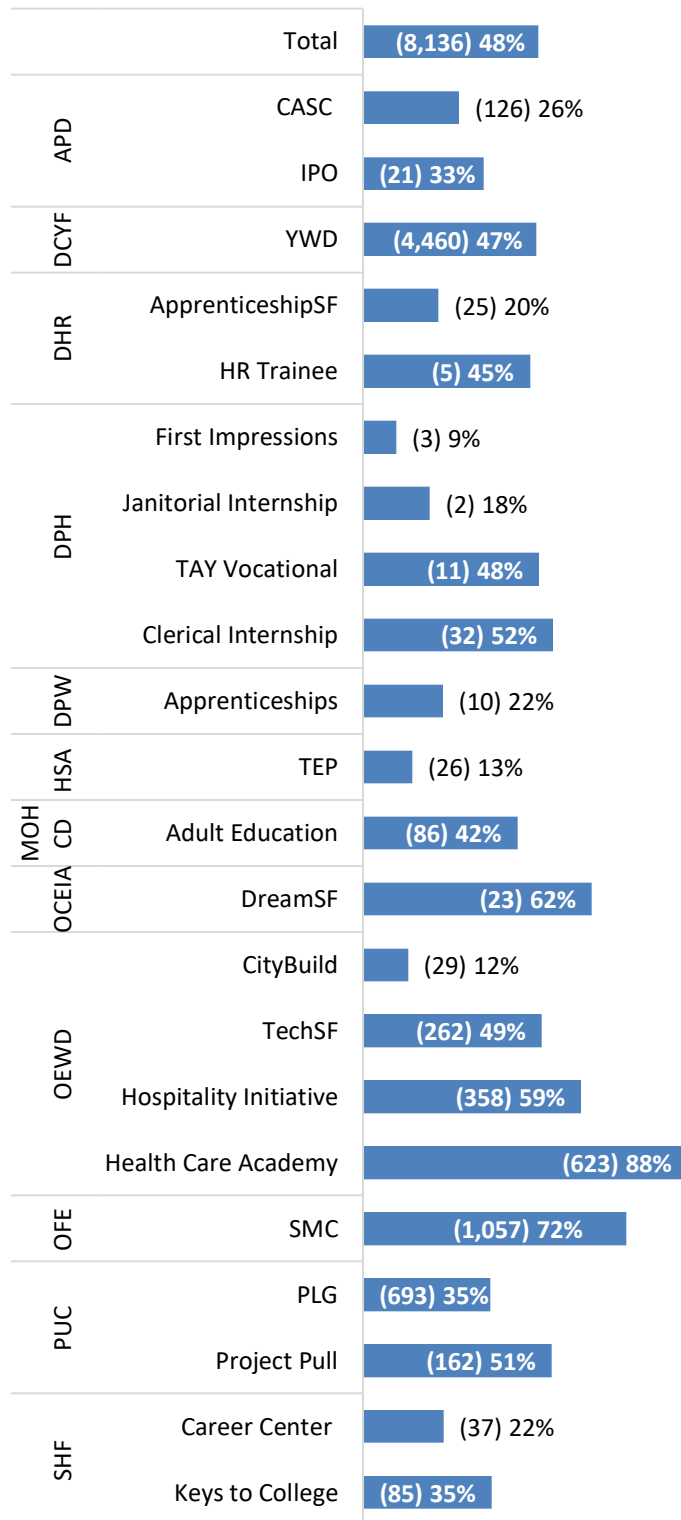
Women are the largest group of participants in the 22 programs, comprising 48 percent of program participants.⁹ While this is nearly equal to San Francisco’s population of women, where women are 49 percent of the population, there is significant variation in women’s participation from program to program. The average percent of women in all programs is only 39 percent, meaning that a couple programs are comprised predominantly of women and others lack their presence (see Figure 2). Only six of the programs have 50 percent or more women enrolled, and an additional four programs have over 45 percent women. However, in eight of the programs, women make up less than 30 percent of participants. In contrast, there are only three programs which include less than 30 percent men.



The percentage of women participating in a program often reflects the type of service provided. The programs include a range of target participants; some programs have specific eligibility requirements and others are open to all adults. All Adult Probation Department (APD) and Sheriff (SHF) programs are intended for active or formerly justice-involved individuals. The low women’s enrollment in APD and SHF programs reflect the gender disparity in the incarcerated population.^{xxxvii} The Department of Public Health (DPH) programs are for behavioral health consumers and the Human Services Agency (HSA) Transgender Employment Program (TEP) prioritizes the economic empowerment of transgender individuals.

⁹ This does not include the women’s specific programs (an additional 495 women).

Figure 2: Women's Enrollment



There are several programs which stand out for women’s enrollment:

- The Department of Children, Youth and their Families (DCYF) Youth Workforce Development (YWD);
- The Office of Economic and Workforce Development (OEWD) Hospitality Initiative, HealthCare Academy, and TechSF;
- The Office of Financial Empowerment (OFE) Smart Money Coaching (SMC); and
- The Public Utilities Commission (PUC) Project Pull.

These are all large programs with significant impact. The large share of women participants in these programs is important in fostering women’s economic empowerment in San Francisco.

Programs with less women present are predominately for male-dominated industries, often referred to as “non-traditional” fields for women. The lowest women’s enrollment can be found in CityBuild and First Impressions, which are both vocational construction programs. This gender imbalance is also apparent in the higher enrollment of men in both the Department of Human Resources (DHR) Apprenticeships SF and Public Works (DPW) Apprenticeship Programs, which include a range of tracks such as cement mason, gardener, laborer, and plumber. Whereas the Public Utilities Commission (PUC) Project Pull is notable for its gender balance with young women comprising 51% of

participants in the paid summer internship program in architecture, business, engineering, and science jobs, typically male-dominated fields.

All OEWD programs introduce participants to large industries and give opportunities for significant economic advancement without the pursuit of often expensive education. CityBuild and TechSF are apprenticeship programs, which track participants into specific jobs. The HealthCare Academy and Hospitality Initiative are not apprenticeship programs and instead offer a wide range of career paths within each industry.¹⁰ The Hospitality Initiative and HealthCare Academy are both oriented towards unemployed and low-income individuals. TechSF represents an entry point into one of San Francisco’s largest industries, which is currently male-dominated. With women making up nearly half of TechSF, this program showcases the possibility of a more gender balanced future in the tech sector.

Figure 3: Transgender Enrollment

		Total	(386) 2%
MOH	CD	Adult Education	(2) 1%
		Clerical Internship	(4) 2%
DPH		TAY Vocational	(8) 17%
OEWD		CityBuild	(1) 0.4%
		Health Care Academy	(3) 0.4%
		Hospitality Initiative	(4) 1%
		TechSF	(4) 1%
SHF		Career Center	(3) 2%
		Keys to College	(8) 3%
PUC		PLG	(21) 1%
HSA		TEP	(152) 78%
DCYF		YWD	(183) 2%

Transgender enrollment is very low for many of the programs. In fact, ten programs did not report any transgender individuals enrolled in their services. The program with the highest transgender enrollment is HSA’s Transgender Employment Program (TEP), which has 78

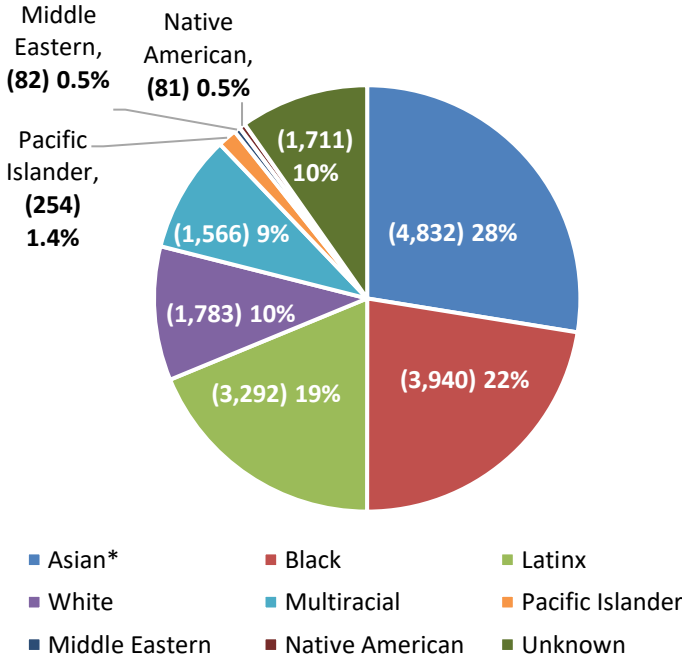
percent transgender participants. TEP provides professional development support services including career coaching, job search support, workshops, legal services, networking, referrals, and help transitioning on the job. The TAY Vocational program, although small has a fairly large representation of transgender individuals, while the Youth Workforce Development program serves a large number of transgender individuals. The inclusion of gender diversity can make a notable difference to both the individuals within a program and the structure of a program, as they are confronted with the immediate need to make programs accessible and successful for those who do not fit into traditional gender norms.

¹⁰ The HealthCare Academy prepares individuals for positions as a certified nursing assistant, certified home health aide worker, medical administrative assistant, medical unit coordinator, medical patient access representative, medical assistant, and certified dental assistant. The Hospitality Initiative offers hands-on training in the culinary arts, barista and food services, housekeeping, guest services, building maintenance, security, and custodial and janitorial services.

RACE AND ETHNICITY

Race and ethnicity, like gender, play a large role in an individual’s experience of a workforce development program. Women of color experience greater unemployment, increased barriers to gain access to the labor market, and a significantly larger gender wage gap compared to white women. It is vital to consider the range of women’s experiences in workforce development programs when assessing gender imbalances in services.

Figure 4: Race/Ethnicity of Participants



*Includes combined Asian/Pacific Islander data

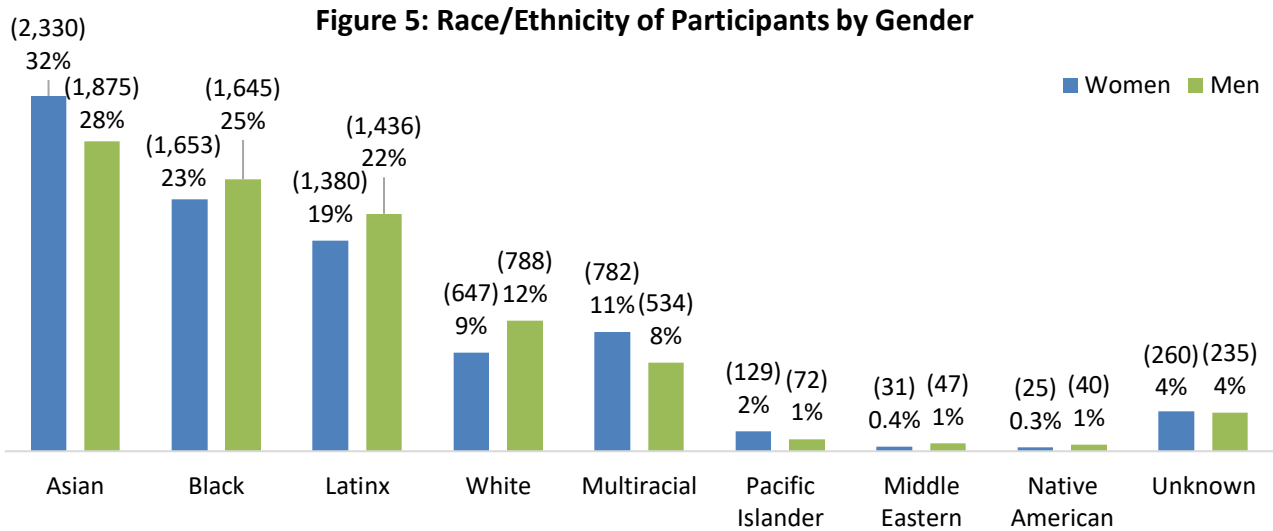
Asian individuals make up the largest portion of the workforce development programs at 28 percent. In comparison, 34 percent of San Francisco’s population is Asian. Black individuals represent the second largest group, comprising 22 percent of program participants, compared to 5 percent of the population. The Latinx population is also prominent, making up 19 percent of participants and 15 percent of the population. White individuals are roughly 10 percent, comprising a smaller portion of these workforce development programs than San Francisco’s population at 41 percent. The race and ethnicity demographics for workforce development programs surveyed in this study are similar to those found in the Citywide Workforce Inventory Report.¹¹

While the breakdown of race and ethnicity in Figure 4 gives insight into the overall diversity in these workforce development programs, it is important to also look at the intersection of race and ethnicity and gender. Women of color can often be overlooked in broader analysis. While the data shown in Figure 5 is not complete, as we did not receive data on race and ethnicity by gender from five programs,¹² it is still helpful to identify gaps. While women make up a larger share of participants overall, Black and Latinx women make up a smaller portion of participants of the same gender than Black and Latinx men. There is a larger portion of Asian women, 32 percent, enrolled in workforce development programs in comparison to Asian men, 28 percent. Workforce development programs are also comprised of more white men, 12 percent, than white women, 9 percent. The gap for Black and Latinx women is important to address as they

¹¹ OEWD Workforce Inventory racial composition can be found in Figure IV in the Appendix.

¹² This data was unavailable from DPH Clerical Internship and Janitorial Internship; DPW Apprenticeship Programs; PUC Project Learning Grants and Project Pull.

experience the highest rates of poverty and greatest gender pay gaps, as well as facing the largest job losses due to the COVID-19 pandemic across all racial and ethnic groups.

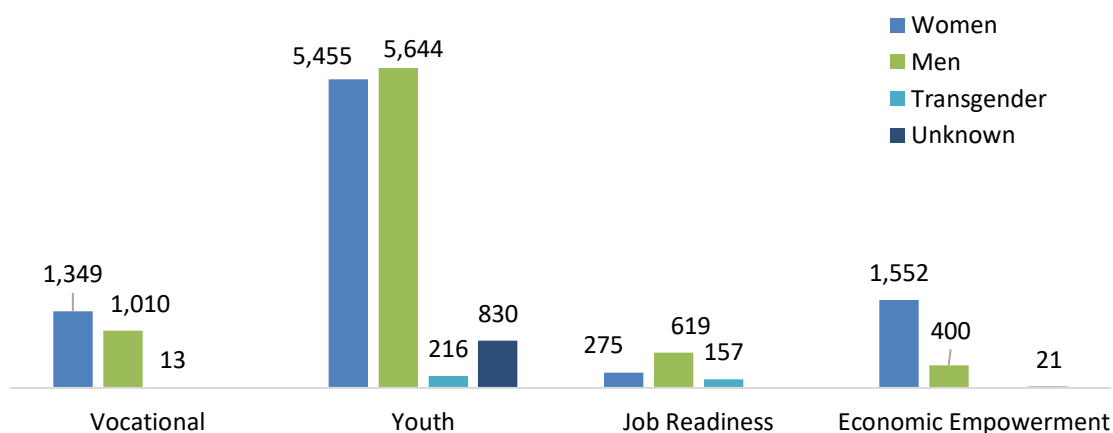


That this racial and ethnic breakdown is not proportional to the San Francisco population reflects the purpose of workforce development services, which often attempt to reduce barriers to the labor market for unemployed, underemployed, and low-income individuals. San Francisco continues to display a racial disparity in income and wealth, meaning people of color are more vulnerable to social and class inequalities.^{xxxviii} Therefore, the racial composition seen in workforce development programs reflects broader inequities and illustrates the principles of advancing economic opportunities.

PROGRAM TYPE

Workforce development programs range in program type, service area, and program goals. The intended outcome of a service can impact who enrolls in a program and can shape individuals' experiences within a program. In order to better understand the effect of program type on gender enrollment, each program was broken down into one of the following categories: vocational, youth, job readiness, and economic empowerment.¹³

Figure 6: Program Type by Gender



A large portion of workforce development participants are children and transitional aged youth (TAY). Investing in youth-oriented programs can aid in fostering economic development and mobility before adulthood, preventing future poverty and homelessness, and costing the City less in the long run. There are seven youth programs included in this study, two of which are some of the largest programs: PUC Project Learning Grants and DCYF Youth Workforce Development. Three of the youth programs, however, are fairly small, with less than 100 participants each. Youth workforce development services are often oriented towards summer jobs, future job awareness and preparedness, or educational support.

There are ten vocational programs, including four apprenticeship programs and six industry-specific job training programs. These programs are often smaller than others, given the larger amount of time and monetary investment needed. The economic empowerment programs include only the six OEWD women's specific programs and one financial empowerment program, which are aimed at empowerment through entrepreneurship and financial literacy. Most of the economic empowerment programs are small, although Smart Money Coaching is the third largest program in this study with 1,478 participants.

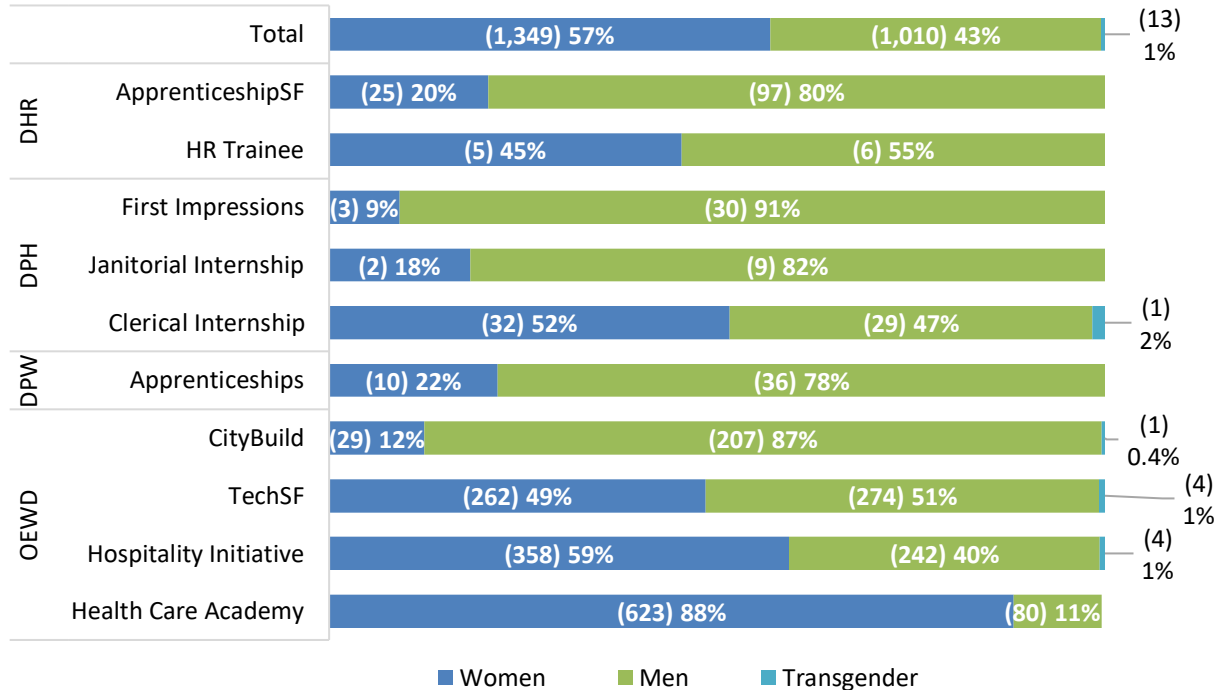
¹³ This sample of workforce development services does not depict a representative picture of the program types in San Francisco. The programs chosen for this study mostly represent long-term services, which are less likely to be job readiness services. The OEWD Workforce Service Inventory Report found that of the 262 programs most were job readiness services. This study only includes four job readiness programs.

VOCATIONAL PROGRAMS

Vocational programs provide training to participants that track directly into a field or job. These programs often allow clients to earn wages while training and rely on job openings for successful placement. Overall, vocational programs have more complete data of their participants, showing a clearer picture of who is successful in these programs. One major area of vocational programs are apprenticeships, which are often in male-dominated industries and therefore have a large gender imbalance. According to a 2018 New America study, women only represent 7 percent of apprenticeship participants in the US.^{xxxix} Women remain underrepresented in middle-skill occupations including building and construction trades (9% women), Information Technology (26% women), and manufacturing (29% women).^{xl}

In total, vocational programs appear to be comprised mostly of women, as 57 percent of vocational program participants are women. Though, the number of women participants is large because of programs in industries traditionally staffed by women, such as healthcare and hospitality. The Hospitality Initiative and the HealthCare Academy have some of the highest percentages of women’s enrollment for workforce development programs. The HealthCare Academy mirrors the workforce, as the healthcare and social assistance industry are made up of 70 percent women.^{xli} The Hospitality Initiative, however, is comprised of more women at nearly 60 percent than the San Francisco accommodations and food service industries, which sits at 43 percent women.^{xlii}

Figure 7: Vocational Programs by Gender

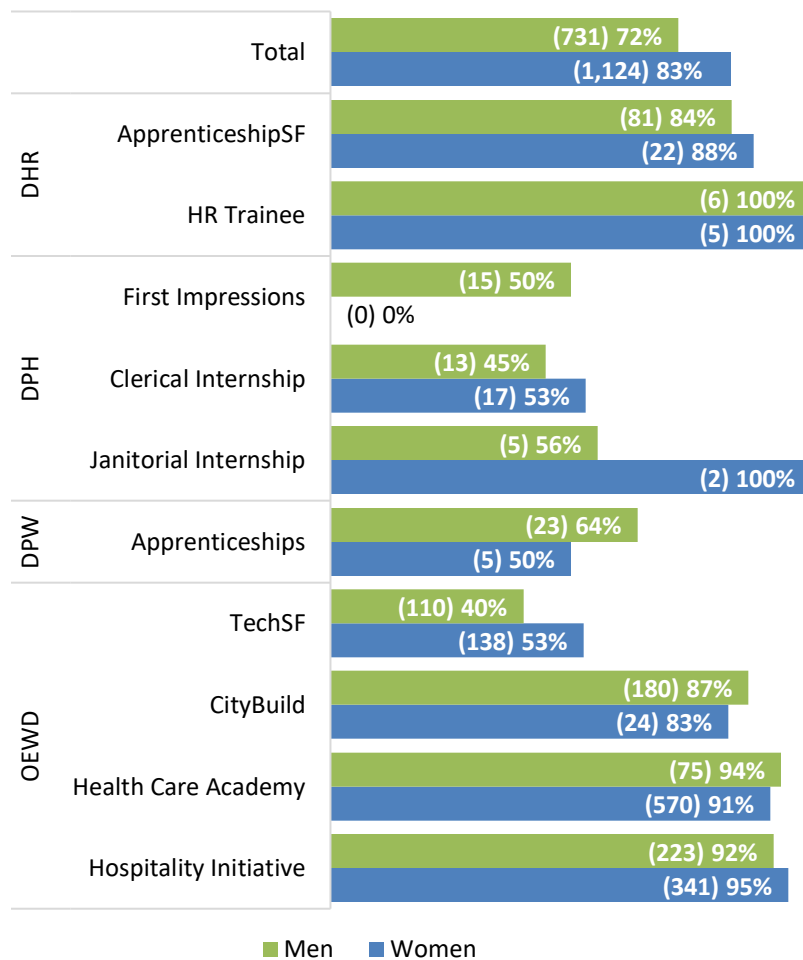


The two construction programs (CityBuild and First Impressions) show an absence of women. Women’s participation in CityBuild rests slightly above the gender configuration of San Francisco’s construction industry, which is 11 percent women and 89 percent men,^{xliii} while First

Impressions falls slightly below. The DPW Apprenticeships and DHR ApprenticeshipSF programs, which train participants for skilled trades, have around 20% women’s enrollment. TechSF, which represents one of the city’s most substantial industries, contains a much higher percentage of women (49%) than the field in general, with 23 percent women in San Francisco’s computer and mathematical jobs.^{xliv}

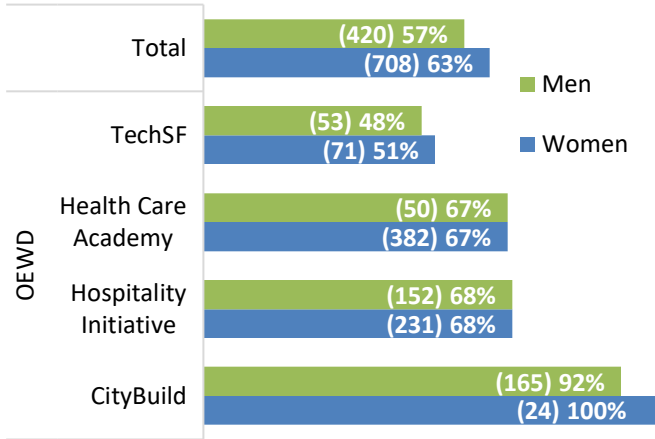
The completion rates by gender provide another view of women’s participation in vocational programs. Women in the CityBuild program have lower completion rates than men, 83 percent for women and 87 percent for men. However, unlike the men, all women who completed the program were placed directly into employment. CityBuild showcases a program with a high guarantee of receiving stable employment and income after program completion, one of the key components of program success. The HealthCare Academy and Hospitality Initiative have higher completion rates than CityBuild, however fewer clients are placed into jobs after completing the program, as shown in Figure 9. TechSF, which has a more uniform gender composition of their program, sees women completing the program and obtaining job placements at higher rates than men. However, TechSF does show much lower completion rates, 53 percent for women and 40 percent for men, than other vocational training programs.

Figure 8: Vocational Programs' Completion



Lower completion and placement rates may suggest the need for additional program supports, such as transportation, child care, or mentorship. It is important to remember that the wage gap persists in healthcare, hospitality, and tech, so even when women have higher completion and placement rates in job training programs, they may still confront the realities of pay inequalities and discrimination.

Figure 9: Vocational Programs' Placement

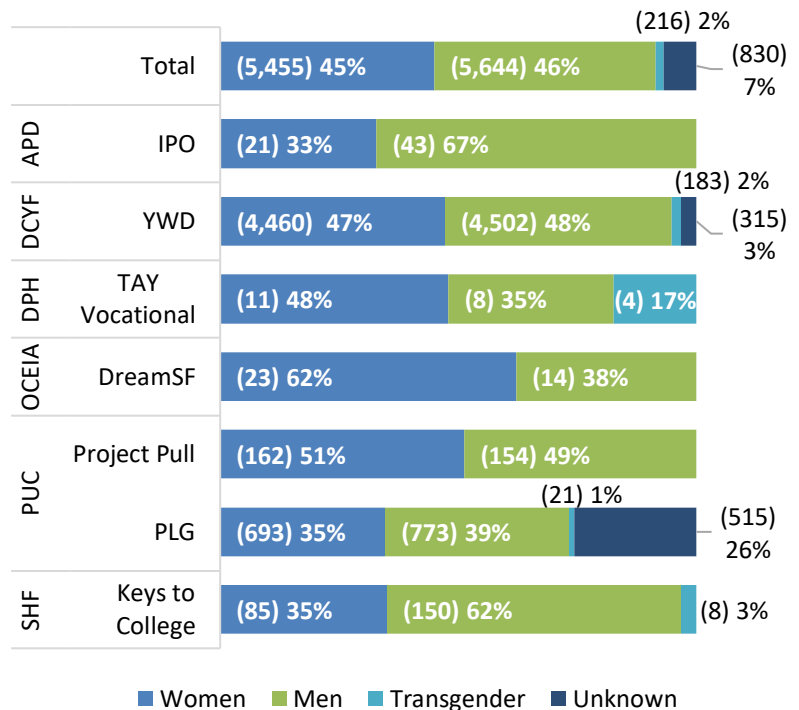


The program with the largest margin between men’s and women’s completion is DPW Apprenticeships, 64 percent of men complete the program and only 50 percent of women. DHR’s ApprenticeshipSF, on the other hand, has similar apprentice tracks available to DPW’s Apprenticeships, but higher rates for completion with 88 percent of women successful and 84 percent of men completing the program. Overall, women have higher or nearly equivalent placement rates to men in all vocational programs. This, however, only represents four different vocation programs, all within OEWD.

YOUTH PROGRAMS

A large portion of the programs in this study are geared towards youth or individuals under 24 years old. These programs range in purpose, from internships and summer jobs to educational supports and future job readiness programs. Youth programs were combined because of their similarity in possible impact, getting youth into employment before poverty, unemployment, or underemployment in adulthood. Within youth-oriented programs there is less extreme variation in women’s enrollment than in other program types. The greater gender balance in youth programs is important, considering the potential impact on the future workforce.

Figure 10: Youth Programs by Gender

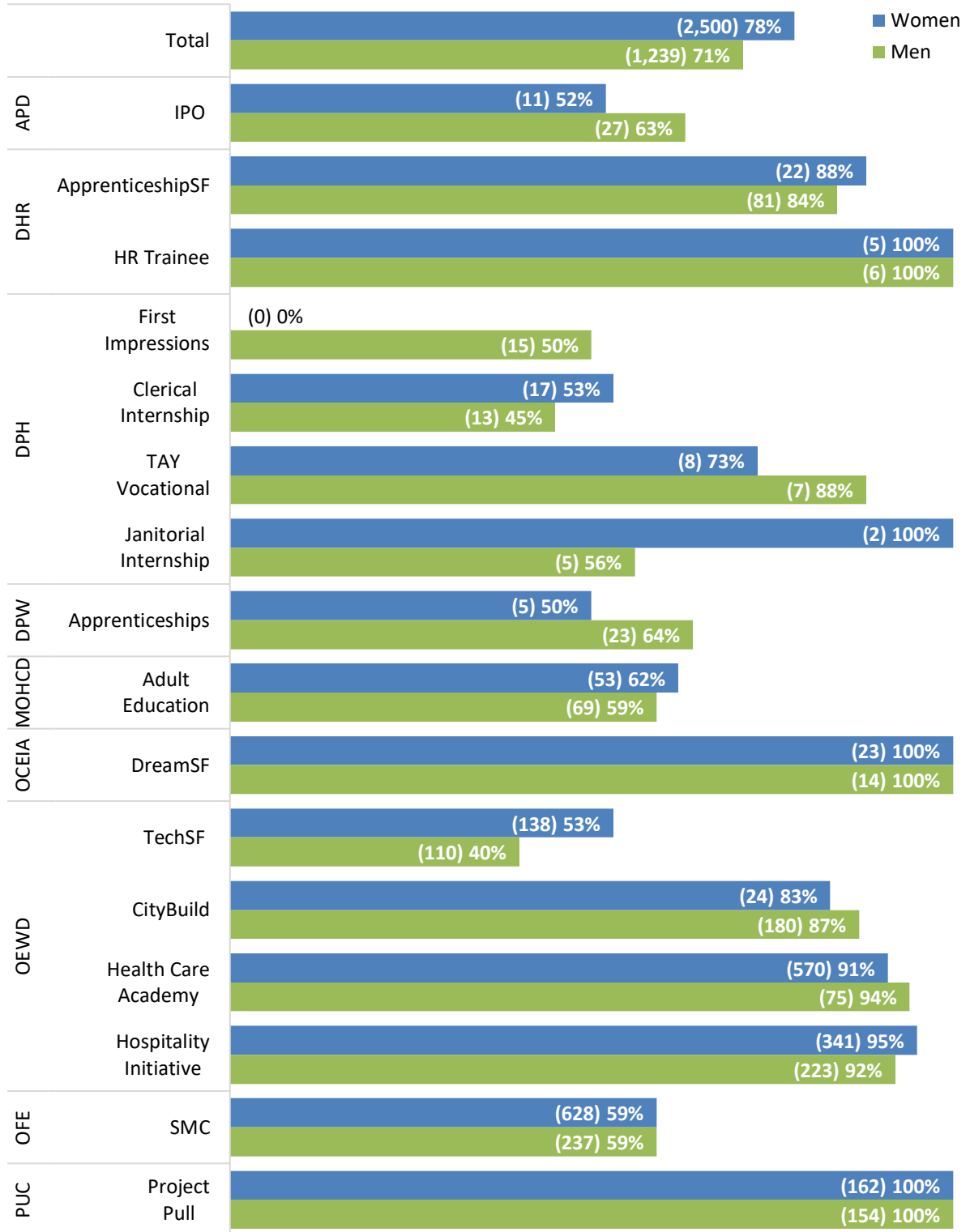


PROGRAM OUTCOMES

The OEWD Workforce Services Inventory Report found that only 30 percent of program participants completed their programs (8,973 clients completed training programs out of 29,910 enrolled). In this study, 76 percent of participants successfully completed their programs (3,769 participants out of 4,988). This difference in completion rates may be the result of the types of programs chosen for this study. Measures for recording completion vary from program to program, as success can look different. Smart Money Coaching, for example, uses a metric based on how many training sessions an individual attends. As the program begins with a singular session, all participants complete that session. However, those who have participated in more than one training session are counted within the “completed” data while placement data measures positive financial outcomes after having the training. Unfortunately, many programs include no metric for success within or beyond their services, as we received completion statistics from 22 programs, and placement statistics from only six programs.

For programs with completion data, women are slightly more successful, as 78 percent completed compared to 71 percent of men. However, there exists reduced achievement of women in a few programs, such as APD’s Interrupt, Predict, and Organize (IPO), an employment program for at-risk youth geared to reduce street violence, DPH’s First Impressions, and DPW’s Apprenticeships. Across all six programs from which we received placement statistics, women show an equal or greater rate of placement than men. CityBuild stands out with the highest placement rates, as 100 percent of women who completed the program were placed into employment, along with 92 percent of men.

Figure 11: Program Completion by Gender



WOMEN’S ENTREPRENEURSHIP FINDINGS

There are six women’s entrepreneurship programs administered by the Office of Economic and Workforce Development (OEWD) that focus on the economic empowerment of women, in particular women in minority communities and women of color. Each program has its own approach to aid women in different stages of launching and sustaining their businesses in order to create opportunities and financial stability. The San Francisco Women’s Entrepreneurship Fund, for example, focuses on monetarily backing women-owned businesses, while the other programs center around teaching the skills needed to create and sustain businesses.

Figure 12: Women’s Entrepreneurship Program Information

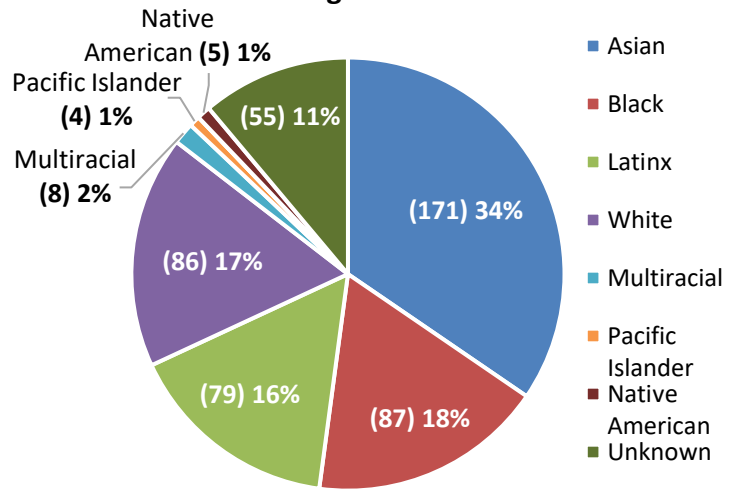
Program	Number of Participants	Description
Bayview Women	63	A 12-week training program (including training, mentorship, peer support, and networking), with a possible cash prize, for women entrepreneurs in the Bayview Hunters Point community and the Fillmore.
Established Women	134	Free one-on-one consulting services for women business owners and monthly networking events.
WuYee Family Child Care Small Business Development Program	118	Supports Family Child Care (FCC) professionals to operate successful and high-quality child care businesses.
La Cocina Incubator Program	74	Serves talented low-income food entrepreneurs, helping them leverage their cooking skills to create successful businesses, generating opportunities for themselves and others.
San Francisco Women’s Entrepreneurship Fund	16	Provides mini-grants, up to \$5,000, to women-owned small businesses in San Francisco, beginning in 2017.
Technical Assistance to Women Entrepreneurs	90	Support workshops in English and Spanish for women entrepreneurs.

Bayview Women, Established Women, WuYee Family Child Care Small Business Development, and La Cocina Incubator are all funded by the OEWD’s Invest in Neighborhoods Initiative. This initiative has four goals: strengthen small businesses, improve physical conditions, increase quality of life, and build community capacity in San Francisco neighborhoods. The Initiative leverages partnerships between City agencies and nonprofits to provide residents with entrepreneurship opportunities in their own communities. In FY 2015-2016, \$2.5 million was awarded to grantees and community-based organizations.^{xlv} The San Francisco Women’s Entrepreneurship Fund was established in 2017, therefore only one year of data is included.

RACE AND ETHNICITY

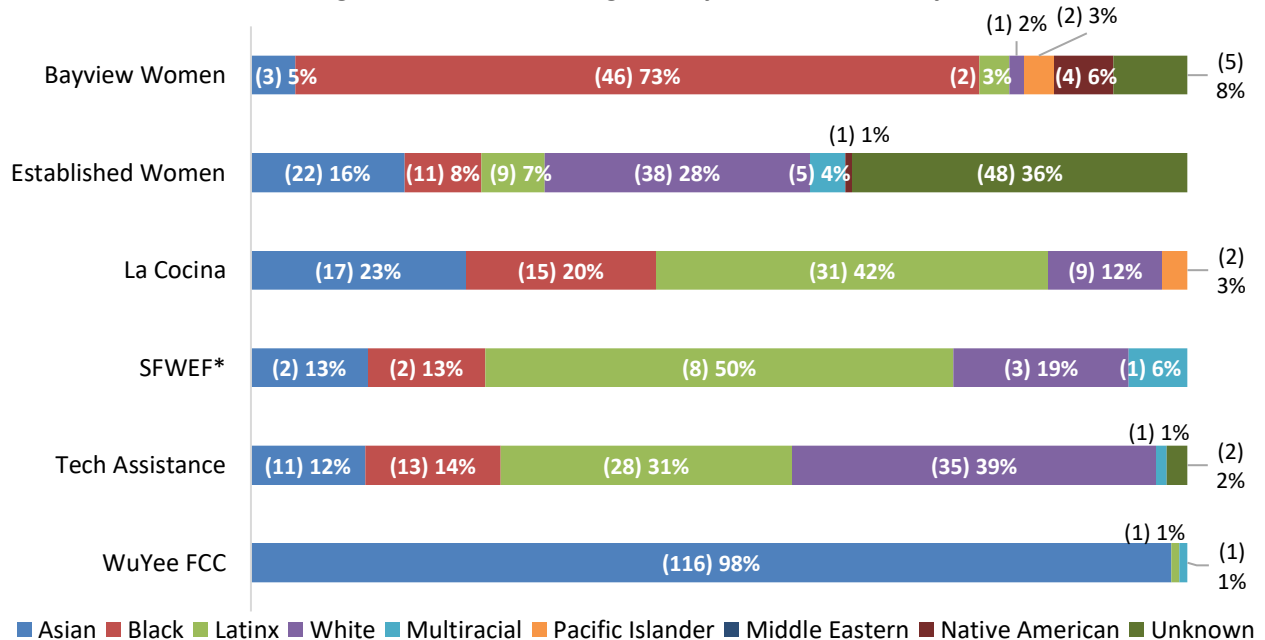
The women's entrepreneurship programs reflect a slightly different composition than the rest of the workforce development programs in this study. Asian and Latinx populations are represented more in the women's specific programs, 35 percent and 16 percent compared to 19 percent and 10 percent, respectively. Black women, on the other hand, are less present in women's entrepreneurship programs than the rest of the study, 18 percent compared to 22 percent. The percentage of white individuals is also smaller, making up only 17 percent compared to 28 percent in the other workforce development programs.

Figure 13: Women's Entrepreneurship Programs



The women's entrepreneurship programs, unlike the programs in the rest of the study, are primarily neighborhood based and therefore reflect the racial segregation still present in San Francisco.^{xlvi} The breakdown by program below shows that, for example, the WuYee Family Child Care Small Business Development program is 98 percent Asian while Bayview Women participants are 73 percent Black. While Asian and Black women are the majority of these

Figure 14: Women's Programs by Race and Ethnicity

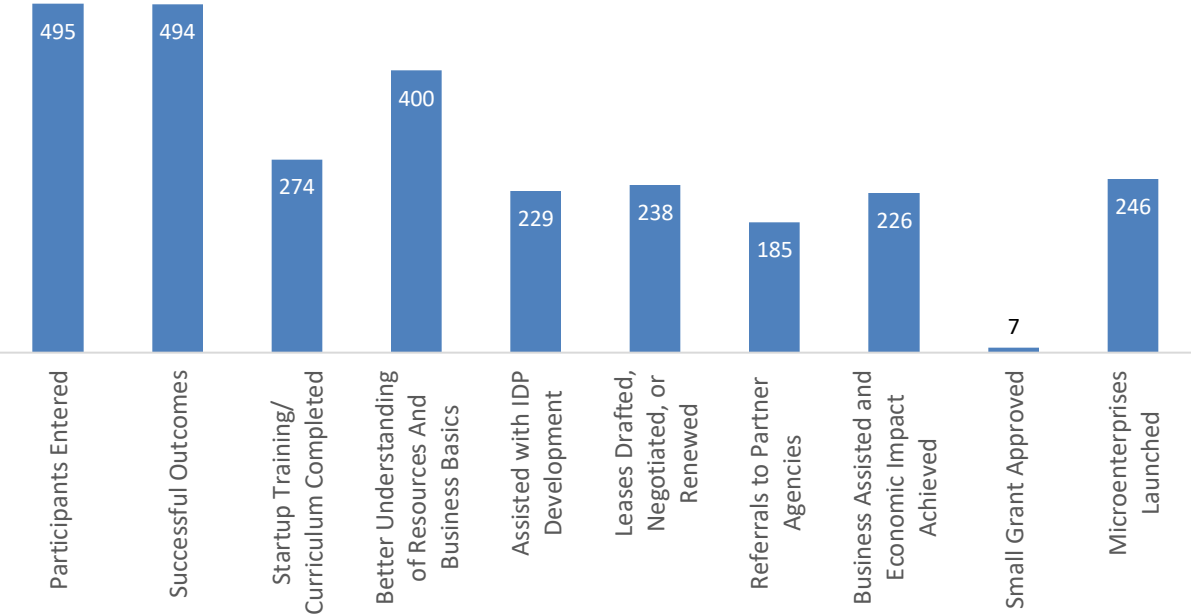


programs, Latinx women comprise the majority of the La Cocina Incubator program and San Francisco Women’s Entrepreneur Fund (SFWEF).

PROGRAM OUTCOMES

Each program has its own tactic to support women in their entrepreneurship, and different program goals and outcomes. Almost all (99%) of participants in these women’s entrepreneurship programs show successful outcomes that further their economic empowerment and stability. This includes gaining basic business education for 80 percent of participants. Many women also received a range of individual level supportive services, such as assistance with development plans, leases, or referrals. These programs also helped women launch nearly 250 microenterprises. While just seven participants gained small grant approval, it is only available for one program, the San Francisco Women’s Entrepreneurship Fund, which started in 2017 so only one year of data is included.

Figure 15: Women's Entrepreneurship Program Outcomes



San Francisco’s women’s entrepreneurship programs provide a diverse range of services and programs that support women’s business ownership in a variety of industries. These programs provide the training and resources for women, especially women of color, to have concrete solutions to address their needs. From financial education tailored to an individual’s personal goals and job training in major industries to direct financial assistance and holistic support to grow women’s businesses, San Francisco’s public economic empowerment programs offer a broad array of opportunities for women. Nonetheless, San Francisco can do more to ensure that women secure economic stability.

BEST PRACTICES

In order to identify what is driving inequitable enrollment and outcomes for participants, we must understand how workforce development programs can best ensure women's success. There have been many studies on what creates a successful workforce development program for women. The majority of these studies examine apprenticeship programs, which provide intensive training with a direct line to future employment. Apprenticeships, because of their larger capacity, often have the foundation and stability to provide more wrap-around services to participants. The programs highlighted in this study do not all provide direct services or even have the ability to support participants beyond their existing trainings. Research studies support the idea that wrap-around services are key to participants' success rates, yet state that each program does not need to provide these services. Instead a key component to success is strong partnerships with other organizations that increase the availability of direct services to participants without added financial burdens on training programs.

STRONG PARTNERSHIPS

Models for workforce development programs show that strong long-term partnerships with government agencies, non-profit organizations, and labor unions help to create a network of support for program participants without costing each program. This can create financial stability for the program, support for participants' needs, and the assurance that there are jobs available for clients upon completion.^{xlvii} This is especially important in developing a network of support for women within workforce development programs, ensuring that barriers like child care, gender-based discrimination, and domestic violence do not stand in the way of women's successful completion and future economic opportunities.

FAMILY ACCOMMODATIONS

The training programs where women remain especially underrepresented are male-dominated industries, such as construction and other skilled trades programs. In order to combat gender-based discrimination and harassment, and increase the presence of women, programs should provide mentorship to women in male-dominated fields, and educate staff on gender stereotypes and biases.^{xlviii} They should also assist participants in finding affordable child care and offer flexible schedules to increase opportunities for participants with family care responsibilities.

SAFETY AND SECURITY

In order for programs to proactively address the issue of domestic violence, they should remove the responsibility from survivors to request accommodations, instead making sure the program has the proper supports in place. This can be done by establishing a domestic violence response policy, which provides a comprehensive plan for staff and participants, and ensure equal learning opportunities and supports for survivors. Services for survivors should include legal assistance, counseling, and safety planning. Programs should work with community-based organizations to connect participants to these services. Additionally, all staff should be trained on how to spot

signs of domestic violence and provide trauma-informed responses.^{xlix} Programs can look to the Americans with Disabilities Act (ADA) guidelines to support survivors in protecting access to equal learning opportunities. While the ADA does not list domestic violence as a disability, it does cover physical injuries, depression, and PTSD, which commonly accompany domestic violence.^l Overall, it is key to make sure the available services are known to participants.

FLEXIBILITY AND EQUITY

High-quality workforce programs should be career-oriented, equitable, portable, and accountable, especially when serving youth.^{li} Programs that are career-oriented provide structure to the learning environment, focusing on knowledge and skills that are useful throughout a career and not just on checking requirements for the next job. The skills and credentials gained from a program are more beneficial to participants when they are portable to other education options and valued across an industry. Workforce development programs must also be equitable, making advancement possible to all students. Targeted supports, such as transportation reimbursements for those with low-incomes, allow those adversely impacted by long-standing inequities to have access to the same opportunities. In addition to implementing these goals, workforce development programs must track program outcomes to increase understanding of a program's assets and weaknesses.

COVID-19 RESPONSE

California's unemployment rate was at the record low of 3.9 percent in February 2020. By April 2020, unemployment had reached 16 percent in California and 12.6 percent in San Francisco following the spread of a Novel Coronavirus that caused a global pandemic and locked down cities across the world.^{liii} The entire US workforce and economy have dramatically shifted during COVID-19, as the service industries face mass layoffs, working remotely becomes the norm, and essential workers establish new relationships to work. Unemployment and economic instability have affected women more severely than men.^{liiii} Latinx women, who are overrepresented in low-wage jobs in Leisure and Hospitality industries, have the highest unemployment rate in the US at 20.2 percent in April 2020.^{liv} In California, 23 percent of Black women and 22 percent of Latinx women are unemployed compared to 12 percent of Black and Latinx men and 10 percent of white women who are unemployed.^{lv} National unemployment rates for single mothers have tripled since February, now at 16 percent.^{lvi} The last large economic downturn in the US was the Great Recession, which started in late 2007 and resulted in over a decade-long recovery. In comparison to today's health and economic crisis, the Great Recession had a slower decline in job-loss, reaching its peak in early 2010 with 12.2 percent unemployment in California.^{lvii}

Since the Great Recession, there have been two important Federal Acts to support workforce development. The American Recovery and Reinvestment Act (ARRA) was a stimulus package enacted in February 2009. ARRA invested a total of \$787 billion,^{lviii} putting almost \$12 billion into the public workforce system to help rebuild the economy and accommodate an increase in program participants.^{lix} The Workforce Innovation and Opportunities Act of 2014 (WIOA) was a legislative reform to the public workforce system.^{lx} WIOA authorized programs for specific

vulnerable populations (Job Corps, YouthBuild, Indian and Native Americans, and Migrant and Seasonal Farmworkers programs). WIOA also required states to strategically create programs that align skills and credentials to meet employers' needs, promoted accountability and transparency, fostered regional collaboration, promoted work-based training, improved services to individuals with disabilities, and made investments in serving disconnected youth and other vulnerable populations.^{lxi}

After the Great Recession, workforce development programs responded quickly to the needs of workers, however the ARRA funds were exhausted before labor market recovery was complete. Some states responded with supplemental funding for job training programs, but mostly services were reduced or often changed to lower cost options.^{lxii} Another unexpected need not met by the ARRA was the changes in occupational demands. After large negative shocks, industries can go through large structural change, shifting the tasks and occupations within fields.^{lxiii} Not addressing these changes after the Great Recession led to job mismatch, where workforce development participants had earned skills and credentials for jobs that were no longer prevalent.^{lxiv} The ability to quickly adapt to new guidelines and changes in demand will be vital for workforce development programs moving forward.

On May 1, 2020, the Relaunching America's Workforce Act (RAWA) was introduced (HR 6646). If passed, RAWA, much like ARRA, would invest in workforce development services as a way to rebuild the economy and reemploy workers. RAWA, would authorize \$15 billion for the nation's public workforce system.^{lxv} Looking back to the federal response to the economic downturn after the Great Recession allows us to imagine a post-COVID workforce recovery. Workforce development services can aid in rebuilding our economy, while giving the opportunity to establish more equitable principles for services. We must prioritize vulnerable populations and reexamine the mechanisms which reinforce barriers for women, people of color, individuals in poverty, and those discriminated against because of their gender identity or sexual orientation. In order to ensure that workforce development programs are able to aid recovery efforts, programs must also continue to reflect on changing industries and find stable funding sources.

RECOMMENDATIONS

The Coronavirus Pandemic has highlighted and increased gender and racial inequities in our workforce. As we turn to look at what the future may bring, we are able to reimagine women's opportunities in workforce development programs. COVID-19 responses have led to an expansion of online learning for job training programs. While these shifts may be decreasing barriers such as transportation, inability to access child care, and difficult to manage hours, it is important to remember that the digital divide impacts individuals differently and amplifies other inequities.

ESTABLISH STRONG PARTNERSHIPS

- Partnerships with other City departments, community-based organizations, other programs, and labor unions are important in creating a network of supports for program leadership, funding, participants, and future job positions.

- Having a good reference system and using area experts ensures that workforce development programs are not repeating difficult work that max out the capacity of programs and reduce their potential. Instead develop and build stronger networks with resources that are used wisely, creating solutions that are accessible.

INTEGRATE CASE MANAGEMENT

- Case management is an important tool for workforce development programs, as it allows for better communication between participants and program staff. This creates an avenue for understanding needs of clients and for those needs to be supported.
- This can come directly from a case management professional or be provided through referrals to other services to aid in participants successful completion of their program.
- Cross-training of staff to support individuals experiencing domestic violence, homelessness, or immigration issues can help identify participants' needs and connect them to resources.
- Consider communal support spaces, such as women's specific groups within a program or peer groups for other marginalized participants. The opportunities for building community within a program can foster a network wherein participants assisting each other by carpooling when another does not have access to transportation, or by giving recommendations for child care options, health care assistance, or an auto repair shop.

PROVIDE WRAP-AROUND PROGRAM SUPPORTS

- Assistance for child care, transportation, mental health counseling, and domestic violence services are important to make sure that participants' barriers do not keep them from participating in and successfully completing programs. These are all some of the most common reasons individuals drop out of workforce development programs.
- Targeted services oriented to those most in need of them create more equitable programs, meaning clients are able to equalize their potential within a program, ensuring that they will not be hindered by inequalities beyond their control.
- Programs are not expected to provide all these services themselves, rather using strong partnerships and networks to make referrals to best available options for their client's success.

STRATEGIC RECRUITMENT AND OUTREACH

- In order to change the demographics of workforce development programs, models for recruitment and outreach must be reimagined. Programs should allocate funding and dedicate staff to improve diversity in training programs.
- Develop marketing materials that prominently feature images of women of color and highlight benefits of services to support childcare, peer-support groups, possible family-sustaining wages, and financial stability and independence.
- Amplify visibility of programs through social media and job boards. Host information sessions for diverse candidates featuring speakers with a range of backgrounds, partner with women's, LGBTQ, and ethnic community groups.

- Changing recruitment strategies can be a cost-effective and relatively simple modification for workforce development programs to increase women’s participation.

CREATE TRANSFERABLE CREDITS

- Training program credentials that are recognized across an industry or sector, especially for youth programs, make skills and learnings adaptable to other career paths. This can support participants beyond the immediate program and provide a longer-term impact.
- As the effects of COVID-19 shift job responsibilities, creating adaptable training and services, that are able to prepare program participants for uncertain structural changes within job fields, will be vital to reduce job mismatch.

IMPROVE DATA COLLECTION

- Reliable and consistent data collection and tracking is critical to hold programs and larger systems accountable. Disaggregated program level data by gender and race and ethnicity, including the number of individuals who entered the program, completed the program, and placement data can provide insight into what is successful and what is not working within a given program.
- Further, as the City invests substantially in workforce development programs, understanding how different populations are being served and replicating successful models will support a broader strategy across City departments to serve the needs of San Franciscans.

ENSURE LONGEVITY

- Identify and advocate for stable funding sources. There may be a boost in support for workforce development programs to assist in re-employing individuals post-COVID, but programs must be able to continue serving participants when stimulus funding is no longer available.

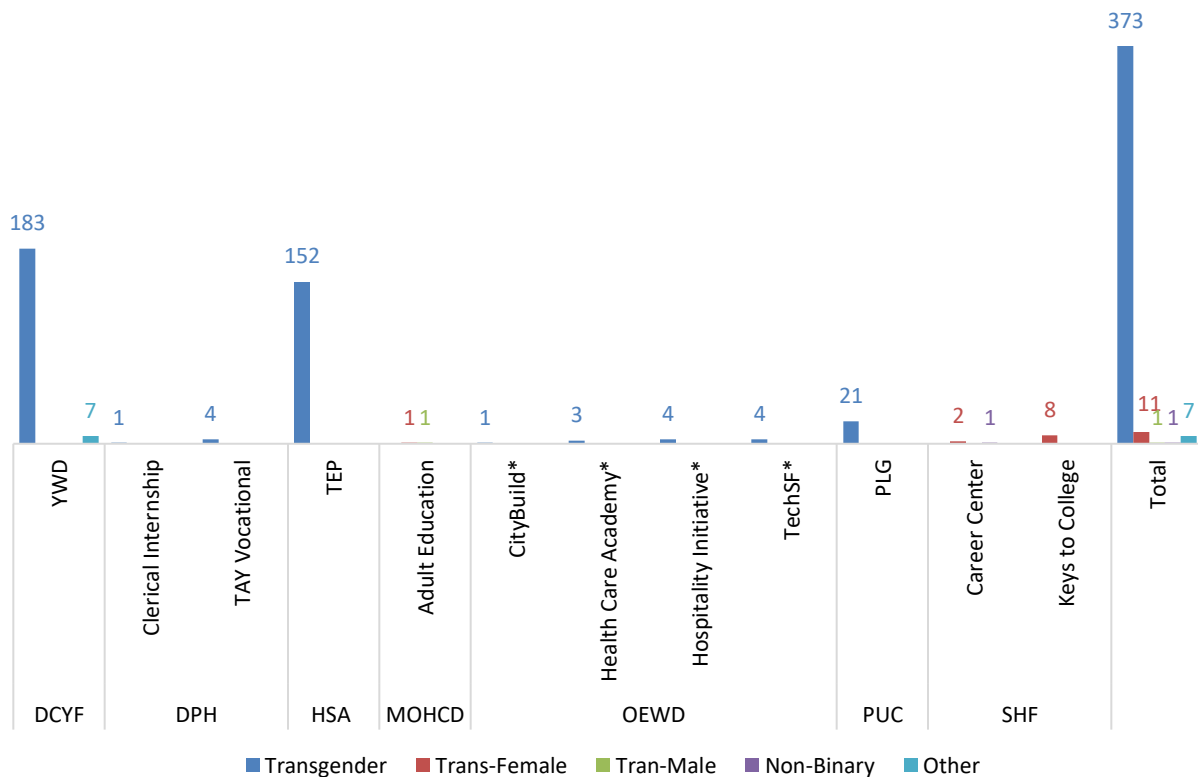
APPENDIX

Figure I: Program Information

Department	Program	Number of Participants
Adult Probation Department (APD)	Community Assessment and Services Center (CASC)	482
	Interrupt, Predict, and Organize (IPO)	64
Department of Children, Youth, & Their Families (DCYF)	Youth Workforce Development (YWD)	9,460
Department of Human Resources (DHR)	ApprenticeshipSF	122
	Human Resources Analyst Development Program	11
Department of Public Health (DPH)	First Impressions	33
	Clerical and Mailroom Programs	62
	Janitorial Services Internship	11
	TAY Vocational Program	23
Public Works (DPW)	Apprenticeship Programs	46
Human Service Agency (HSA)	Transgender Employment Program (TEP)	195
Mayor's Office of Housing and Community Development (MOHCD)	Adult Education Center (AEC)	205
Office of Civic Engagement & Immigrant Affairs (OCEIA)	DreamSF Fellowship	37
Office of Economic & Workforce Development (OEWD)	CityBuild Academy	237
	HealthCare Academy	706
	Hospitality Initiative	604
	TechSF	540
	Bayview Women	63
	Established Women	134

	La Cocina Business Incubator Program	74
	SF Women’s Entrepreneurship Fund (SFWEF)	16
	Technical Assistance to Women Entrepreneurs	90
	WuYee Family Child Care Business Development	118
Office of Financial Empowerment (OFE)	Smart Money Coaching (SMC)	1,478
Public Utilities Commission (PUC)	Project Learning Grants (PLG)	2,002
	Project Pull	316
Sheriff’s Department (SHF)	Jail-Based Career Center Programing	169
	Five Keys Schools/Keys to College	243

Figure II: Gender Expansive Participants



The data shown in Figure II represents how data was reported to the Department on the Status of Women.

Figure III: Complete Gender Breakdown

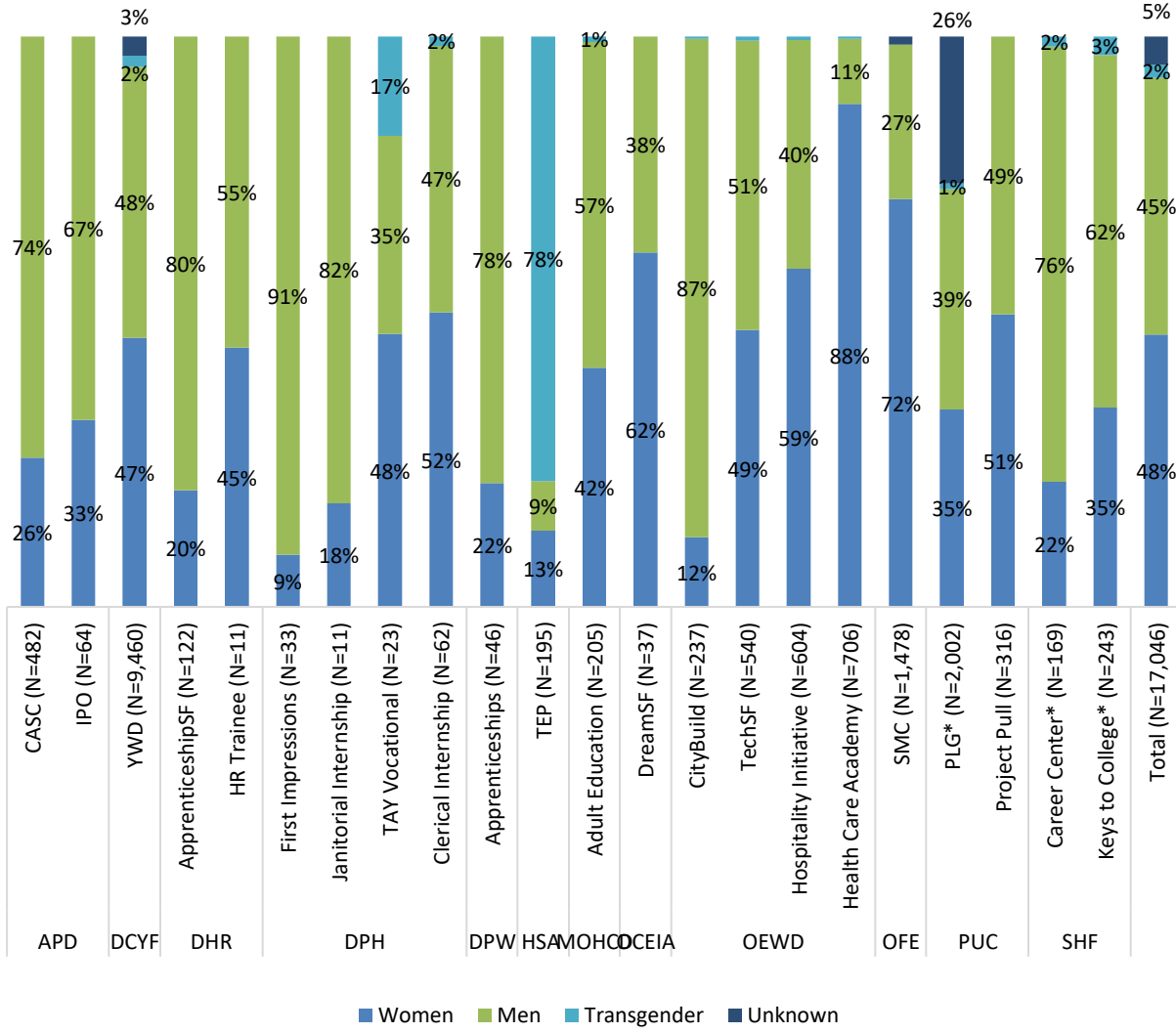
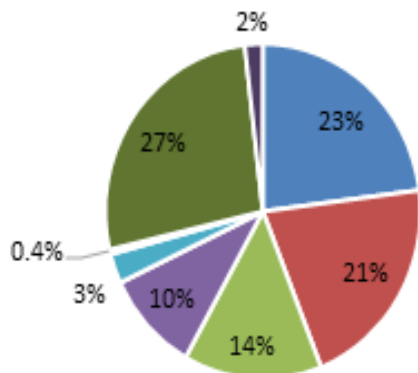


Figure IV: Workforce Inventory Race/Ethnicity (N=32,642)



Source: OEWD, Citywide Workforce Inventory, 2018.

-
- ⁱ State of California Employment Development Department
<https://www.labormarketinfo.edd.ca.gov/data/unemployment-and-labor-force.html>
- ⁱⁱ Ibid.
- ⁱⁱⁱ California Budget and Policy Center, “Women and People of Color Take Biggest Hits in California’s Job Losses,” (2020). <https://calbudgetcenter.org/resources/women-poc-take-hits-in-californias-job-loss/>
- ^{iv} Institute for Women’s Policy Research (IWPR), “Dramatic Decline in Employment Hits Women Even More Severely than Men,” (2020).
- ^v California Budget and Policy Center, “Women and People of Color Take Biggest Hits in California’s Job Losses.”
- ^{vi} Ibid.
- ^{vii} IWPR, “Dramatic Decline in Employment Hits Women Even More Severely than Men.”
- ^{viii} Mathematica Policy Research, Inanc, Needels, and Berk, “Gender Segregation in Training Programs and the Wage Gap,” (2017).
- ^{ix} IWPR, Hegewisch and Tesfaselassie, “The Gender Wage Gap by Occupation 2018,” (2019).
- ^x Ibid.
- ^{xi} Mathematica Policy Research, “Gender Segregation in Training Programs and the Wage Gap.”
- ^{xii} United States Census, *American Community Survey*, (2017).
- ^{xiii} IWPR, Anderson and Hess, “Programs to Support Job Training Success: Innovations to Address Unmet Needs,” (2017)., Mathematica Policy Research, “Gender Segregation in Training Programs and the Wage Gap.” and National Women’s Law Center, “Women in Construction: Still Breaking Ground,” (2014).
- ^{xiv} Mathematica Policy Research, “Gender Segregation in Training Programs and the Wage Gap.”
- ^{xv} Columbia School of International and Public Affairs, “Expanding Opportunity For Middle Class Jobs in New York City: Minority Youth Employment in the Building and Construction Trades,” (2014).
- ^{xvi} US Census, San Francisco Community Survey, “Occupation by Sex for the Civilian Employed Population 16 and Over,” (2017).
- ^{xvii} US Census, San Francisco Community Survey, “Employment Status,” (2017).
- ^{xviii} Mathematica Policy Research, “Gender Segregation in Training Programs and the Wage Gap.”
- ^{xix} IWPR, “The Gender Wage Gap by Occupation 2018.”
- ^{xx} Mathematica Policy Research, “Gender Segregation in Training Programs and the Wage Gap.”
- ^{xxi} Ibid.
- ^{xxii} US Census, San Francisco Community Survey, “Occupation by Sex for the Civilian Employed Population 16 Years and Over,” (2017).
- ^{xxiii} Ibid.
- ^{xxiv} Center for American Progress, “Apprenticeship Wage and Participation Gap,” (2017).
- ^{xxv} IWPR, “Programs to Support Job Training Success: Innovations to Address Unmet Needs.” Mathematica Policy Research, “Gender Segregation in Training Programs and the Wage Gap.” and National Women’s Law Center, “Women in Construction: Still Breaking Ground,” (2014).
- ^{xxvi} IWPR, “Programs to Support Job Training Success: Innovations to Address Unmet Needs.”
- ^{xxvii} IWPR, “Getting to the Finish Line: The Availability and Impact of Supportive Services in Workforce Development System,” (2017).
- ^{xxviii} IWPR, “Programs to Support Job Training Success: Innovations to Address Unmet Needs.”
- ^{xxix} IWPR, Hegewisch and O’Farrell, “Women in the Construction Trades: Earnings, Workplace Discrimination, and the Promise of Green Jobs,” (2015).
- ^{xxx} Center for Financial Security, “Measuring the Effects of Domestic Violence on Women’s Financial Well-Being,” (2011). <https://centerforfinancialsecurity.files.wordpress.com/2015/04/adams2011.pdf>
- ^{xxxi} National Network to End Domestic Violence, “Financial Abuse and Empowerment,” https://nnev.org/spotlight_on/financial-abuse-empowerment/
- ^{xxxii} Smith, Chen, Basile, Gilbert, Merrick, Patel, Walling, and Jain. “The National Intimate Partner and Sexual Violence Survey (NISVS): 2010-2012 State Report,” (2017).
- ^{xxxiii} IWPR, “Domestic Violence in Apprentice and Pre-Apprenticeship Programs: Developing Effective Responses,” (2018).

-
- xxxv IWPR, "Domestic Violence in Apprentice and Pre-Apprenticeship Programs: Developing Effective Responses."
- xxxvi IWPR, "Programs to Support Job Training Success: Innovations to Address Unmet Needs."
- xxxvii San Francisco District Attorney, MacDonald and Raphael, "An Analysis of Racial and Ethnic Disparities in Case Dispositions and Sentencing Outcomes for Criminal Cases Presented to and Processed by The Office of the San Francisco District Attorney," (2017).
- xxxviii San Francisco District Attorney, "An Analysis of Racial and Ethnic Disparities in Case Dispositions and Sentencing Outcomes for Criminal Cases Presented to and Processed by The Office of the San Francisco District Attorney.," and Data USA: San Francisco, "Economy," <https://datausa.io/profile/geo/san-francisco-ca#economy>
- xxxix New America, "Everything You WANTO Know about Women in Apprenticeship," (2018).
- xl Ibid.
- xli US Census, *American Community Survey*, (2017).
- xlii Ibid.
- xliii Ibid.
- xliv Ibid.
- xlv San Francisco Office of Economic and Workforce Development, "Strengthening Neighborhood Commercial Districts: Mayor Lee's Invest in Neighborhoods." <http://www.sfoewd.org/report/team/neighborhoods/>
- xlvi The Othering and Belonging Institute at UC Berkeley, "Racial Segregation in San Francisco Bay Area," (2018).
- xlvii Columbia School of International and Public Affairs, "Expanding Opportunity for Middle Class Jobs in New York City: Minority Youth Employment in the Building and Construction Trades."
- xlviii Mathematica Policy Research, "Gender Segregation in Training Programs and the Wage Gap."
- xlix IWPR, "Programs to Support Job Training Success: Innovations to Address Unmet Needs."
- I Ibid.
- li New America, Parton, "What is Youth Apprenticeship? Definition and Guiding Principles for High-Quality Programs," (2018).
- lii State of California Employment Development Department, (2020). <https://www.labormarketinfo.edd.ca.gov/data/unemployment-and-labor-force.html>
- liii IWPR, "Dramatic Decline in Employment Hits Women Even More Severely than Men," (2020).
- liv Ibid.
- lv California Budget and Policy Center, "Women and People of Color Take Biggest Hits in California's Job Losses," (2020). <https://calbudgetcenter.org/resources/women-poc-take-hits-in-californias-job-loss/>
- lvi Institute for Women's Policy Research, "Dramatic Decline in Employment Hits Women Even More Severely than Men," (2020).
- lvii State of California Employment Development Department. <https://www.labormarketinfo.edd.ca.gov/data/Top-Statistics.html>
- lviii Urban Institute, Wandner, "The Response of U.S. Public Workforce System to High Unemployment during the Great Recession," (2012).
- lix US Bureau of Labor Statistics, "Public Workforce Programs During the Great Recession," (2014).
- lx US Department of Labor, Employment and Training Administration, "Workforce Innovation and Opportunity Act." <https://www.dol.gov/agencies/eta/wioa/about>
- lxi Ibid.
- lxii W.E. Upjohn Institute for Employment Research, "Public Workforce Programs During the Great Recession," (2015).
- lxiii Federal Reserve Bank of New York, Hyman and Ni, "Job Training Mismatch and the COVID-19 Recovery: A Cautionary Note from the Great Recession," (2020).
- lxiv Ibid.
- lxv New America, "New Bill Would Provide Much Needed Investments in Employment and Training Activities in Response to COVID-19," (2020).