

Concept Paper – COVID-19 EMPLOYMENT RECOVERY NDWG

Proposed National Dislocated Worker Grant (NDWG)

This Employment Recovery NDWG will provide Workforce Development Services for Dislocated Workers who were laid off as a result of the Coronavirus 2019 (COVID) Pandemic Response. This includes all workers who were laid off for any of the following reasons: 1) actual COVID illness for themselves or their immediate families; 2) reduced work because of COVID illness, related isolation, or government-imposed restrictions impacting workload; 3) reduced work because of supply or customer limitations connected to COVID illness or the related isolation; or 4) reduced work because of the aftereffects of the COVID pandemic.

These funds are NOT for other Dislocated Workers or other unemployed individuals, including long-term unemployed individuals; those workers may still be served with formula funds or other grants they qualify for.

Due to the scale of the disaster, funding is limited for each project operator. The limits in your guidance e-mail is a **HARD MAXIMUM**; you may reduce your request, but any request exceeding those limits will be reduced.

For general guidance, please refer to [Training and Employment Guidance Letter WIOA No. 12-19](#).

For project specific guidance, please contact the NDWG Team Project Managers at wsbprojectmanagement@edd.ca.gov.

Please complete this Concept Paper and return to the NDWG Team on or *before Friday, 03/27/2020 at 2 pm.*

Project Operator: San Francisco Office of Economic and Workforce Development **Date:** 3/27/2020

1. Amount of funding requested by your agency for this project:

- a) \$ 2700000 requested for the total project
 - a. \$ 270000 administrative costs (maximum 10% of total award)
 - b. \$ 0 participant wages (disaster recovery employment participants only)
 - c. \$ 0 participant fringe benefits (disaster recovery employment participants only)
 - d. \$ 1837500 career services
 - e. \$ 0 Work-based Learning (OJTs, WEX, Apprenticeship, Customized Training)
 - f. \$ 400000 training services - other than work-based learning
 - g. \$ 0 transitional jobs (maximum 10% of total award)
 - h. \$ 192500 supportive services
 - i. \$ 0 needs-related payments (only for career/training services participants)
- b) Total number of Planned Participants your agency will enroll in this grant:
850 total participants
- c) Average cost per Participant: *(no more than \$4,500)*
\$ 3,176.47 per participant

2. List the counties to be served by your agency:

San Francisco County

3. List the Congressional Districts that cover the counties to be served:

12. San Francisco

4. Describe the impact that COVID has had on the area you will serve. Describe the number of layoffs, any extraordinary efforts caused by state or local government orders (e.g., the ordered closing of nightclubs, shelter orders, etc.), and other impacts.

Since COVID-19 affected global markets in mid-February, the largest San Francisco industries--hospitality, tourism, transportation, and construction--began to track significant decline in revenue of over 50-70% according to the Chamber of Commerce. On March 5th, San Francisco confirmed its first two cases of COVID-19, and Mayor London Breed, the Department of Public Health, and the Department of Emergency Management recommended voluntary social distancing to disrupt the spread of the virus and protect community health. At this point, San Francisco hotels, restaurants, bars, nightlife, arts, and entertainment observed a steep decrease in revenue and began to lay-off workers.

On Tuesday, March 16th, San Francisco Mayor and the Chief Public Health Officer ordered all San Franciscans to "shelter-in-place," with City residents not allowed to leave their dwellings for anything except essential life activities. Since the "shelter-in-place" order, economic activity has come to a near halt, especially in food and beverage, hospitality and tourism, travel, transportation, and construction. The San Francisco Office of Economic and Workforce Development (OEWD) is responsible for tracking economic stress factors, business closures, and layoffs. Data from WARN notices delivered March 13 to March 27 indicate that 31 businesses conducted mass layoffs, which impacted 10,403 employees. In addition, small businesses not beholden to WARN notices have begun to close since revenue slowed in mid-February, and construction projects across the City have closed and laid off thousands of workers.

As the public health crisis evolves, San Francisco faces a labor shortage of critical personnel in the health care industry. Under the local emergency declaration, Mayor Breed made a declaration to expedite hiring of nurses and front-line medical staff. San Francisco recently held an emergency hiring fair to fill 100 nursing positions immediately, and the Department of Public Health and other health care employers anticipate hiring hundreds of nursing and front-line staff by the end of this year and many expect the hiring surge to continue through next year.

5. Describe how the number of projected participants, specific services to be offered, and requested funding was determined. Describe any Rapid Response activities that have occurred or will occur.

The San Francisco Workforce Development System Expansion for COVID-19 Recovery will help to stabilize industries which have been hard hit, mitigate a soaring unemployment rate, and connect dislocated workers to training opportunities in rapidly expanding industries.

Current economic projections suggest that California may face 6.3% unemployment by the end of 2020 (Schulman, D., March 2020, U.S. Forecast: The Sum of All Fears, UCLA Anderson School of Management) or up to 20% unemployment per Brookings Institute. According to EDD labor market information, San Francisco is currently at 1.9% unemployment and has been sub-3% for over two years. Since early March, OEWD has responded to 31 WARN notices, affecting over 10,000 workers. Mass layoffs spiked so quickly that Rapid Response Orientations needed to be moved online to accommodate multiple employers and hundreds of employees at once. Orientations are now conducted online twice weekly, and in partnership with CA EDD and Covered California to streamline benefits applications and promote social distancing. Mass layoffs and small business closures will increase and may put San Francisco on par with a 6% unemployment rate by the end of the year.

OEWD oversees the San Francisco Workforce Development System, which serves approximately 5,000 unique clients per year. The San Francisco Workforce Development System has demonstrated the ability to serve up to 6,000 clients with high-touch services in recent years. In consideration of the mass layoffs described above, and in anticipation of greatly increased need due to continued COVID-19 business loss, OEWD anticipates enrolling an additional 850 dislocated workers in higher touch workforce development services over the next two years. OEWD anticipates referring 750 low-income dislocated workers from the hospitality, tourism, travel, and transportation industries to general workforce development services and 100 clients to health care professions training.

Dislocated workers may be enrolled in workforce development services at the Comprehensive or Neighborhood Access Points. The average cost per client for general employment and career services is \$2,445. 750 clients x \$2,445 = \$1,837,500 for general employment services in the Access Point System.

Dislocated workers may choose to be enrolled in health care professions training to meet the growing demand of the health care industry. San Francisco Health Care Academy trainings average \$4,000 per client. 100 clients x \$4,000 = \$400,000 for San Francisco Health Care Academy training program.

Dislocated workers may have need of supportive services such as transportation, clothing, food, child care, linkage to community or social services, and other supportive services defined by WIOA which are deemed essential for reemployment or training. Supportive services across adult programs average \$226. 850 clients x \$226 per client = \$192,500.

The administrative cost cap is under OEWD's NICRA with the DOL for 18.46%. Administrative costs at 10% are \$270,000.

6. Does the target population have any specific barrier(s) to employment? If so, describe them.
OEWD stabilizes communities by serving the most vulnerable San Franciscans. Consequently, participants with multiple barriers to employment who may self-identify as members of economically-vulnerable or historically disadvantaged communities will be prioritized for service delivery. For the purposes of this funding, participants must be dislocated workers per WIOA and TEGL WIOA No. 12-19. Target populations for the workforce development system include San Franciscans who are low-income and/or live in historically, economically-impacted neighborhoods.
7. Describe the reemployment services to be provided. In a separate paragraph, describe how these services will help participants secure employment in in-demand jobs.
The San Francisco Workforce Development System Expansion for COVID-19 Recovery funding will allow dislocated workers to access general workforce development and reemployment services, as well as training for in-demand industries, through the Access Point System, a network of over (55) community-based organizations which provide residents of historically-disadvantaged neighborhoods, high-barrier individuals, and special populations with citywide access to workforce development services. The system operates through strategic partnerships with recognized community-based organizations that are best-situated to provide culturally humble and responsive services.

While job centers are currently closed, many providers have continued to work with clients remotely and continuing online trainings where possible. Local industry has reported transitioning certificated trainings to online models where possible. OEWD plans to adapt the system's service delivery model to promote social distancing, as necessary, within the next six months.

Dislocated workers may be enrolled in workforce development services at the Comprehensive or Neighborhood Access Points. Dislocated workers will be prioritized for reemployment services and connection to employers. Services will include one-on-one job search support; resume review; interview preparation; development of an individualized employment plan; job coaching; use of the computer lab, phone, fax, and utilities; and placement in employment. For individuals who may need to reskill or upskill, services may include referral to training or post-secondary education. OEWD anticipates enrolling 750 dislocated workers in general employment services.

General employment services may also place clients in jobs in San Francisco's sector strategy in hospitality, information and communication technology, and construction. OEWD anticipates growing a sector strategy for the public sector. As City and County of San Francisco is the City's largest employer and provides quality jobs, the public sector may be responsible for catalyzing economic recovery. OEWD plans to build a stronger pipeline from community-based organizations to public sector employment in order to prepare applicants for employment of further workforce development paid training in the public sector.

Dislocated workers who express interest in medical or helping professions may be referred to the San Francisco Health Care Academy, in keeping with the established local sector strategy for health care, and in

response to the accelerated public health needs and increased demand of the health care sector. OEWD anticipates enrolling 100 dislocated workers in medical professions training. Participants may choose tracks in Certified Nursing Assistant, Certified Home Health Aide, Medical Administrative Assistant, Medical Assistant, Home Care Provider, and Certified Dental Assistant health care professions. Trainings range from two weeks for Home Care Providers, to eight weeks for Certified Nursing Assistants, to up to nine months for Medical Assistants. Trainings are flexible to meet the surge in demand and alleviate health care system strain caused by COVID-19. The San Francisco Health Care Academy partners with industry in the design and implementation of the training programs. Industry partners include the San Francisco Hospital Council, the Department of Public Health and affiliated hospitals, SEIU-UHW West, UC Berkeley's Center for the Public Health Practice, California Health Workforce Initiative, California Pacific Medical Center, Dignity Health, Kaiser Permanente, University of California San Francisco Medical Center, San Francisco Community Clinics Consortium, Chinese Hospital, and Homebridge.

All dislocated workers enrolled in this funding may be able to access supportive services such as transportation, clothing, food, child care, linkage to community or social services, and other supportive services defined by WIOA.

OEWD anticipates co-enrolling clients in multiple funding streams in order to maximize impact for the time the dislocated worker is enrolled in services.

8. How many potential employer partners and training partners will you be able to work with in the area you will serve?

12 potential employer partners

14 potential training partners

9. Proposed duration of Project Period of Performance (*in months*).

24 months required to complete project

10. Describe your agency, its infrastructure (payroll/benefits/reporting), and any past or current experience and success with the operation of disaster and/or employment recovery grants.

The San Francisco Office of Economic and Workforce Development (OEWD)--a City department and the operational arm of the San Francisco workforce development board--is responsible for oversight and administration of federal, state, and local funding for workforce development programming, including WIOA Adult, Young Adult, and Dislocated Worker funding. OEWD leverages multiple funding streams to provide full service coverage to vulnerable populations through the Access Point System.

OEWD maintains established systems and procedures for meeting all funder requirements and federal, state, and local regulations, and has a strong record of fulfilling responsibilities related to grants administration. OEWD maintains frequent communication with and strict financial oversight over organizations that receive grant or sub-award funds. OEWD collects and retains detailed expense data, including supporting documentation, from grantees and contractors through a grant management system, which allows for transparency in the reimbursement process and provides a flexible reporting tool to ensure proper oversight of funds. Segregation of awards and funds, as well as review of grantees' implementation of approved cost allocation plans, indirect cost rates, and other important fiscal functions are directly tracked or assisted by this tool. OEWD maintains fiscal controls in line with OMB Circular A-123 recommendations and Generally Accepted Accounting Principles (GAAP). All service providers are required to submit monthly program and fiscal reports, and all expenses for reimbursement must be thoroughly documented. OEWD monitors all programs on an annual basis to ensure that their internal policies and procedures are adequate for grants administration.

OEWD has extensive experience with managing federal DOLETA grants up to \$3 million, though OEWD has not received a disaster or employment recovery grant from DOLETA. OEWD has created and administers disaster relief funding initiatives responding to CA wildfires and to the current economic crisis.

11. What other organizations will your agency partner with to ensure the NDWG's success and to identify potential worksites?

The San Francisco Workforce Development System Expansion for COVID-19 Recovery funding will strengthen OEWD's existing network of providers. OEWD partners with over (55) community-based organizations to provide the full range of workforce development services. Dislocated Workers may access reemployment services through OEWD staff and through the Access Point system. The Access Point system provides general employment and career services, and is composed of the following 501(c)(3) organizations: Goodwill Industries, Young Community Developers, Self-Help for the Elderly, Hospitality House, Mission Economic Development Agency, FACES SF, Success Center, and Inner City Youth. OEWD may partner with additional organizations to provide general career and job center services based on the organization's expertise in working with special populations.

For health care training programs, OEWD will partner with Arriba Juntos, Homebridge, Jewish Vocational Service, Mission Language Vocational School, Self-Help for the Elderly, and City College of San Francisco, in addition to industry partners listed in section 7.