

hispanicfederation

Growth with Equity:

Meeting the Workforce Development Needs of Latinos in New York City

Policy Blueprint: July 2015

Acknowledgements

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About hispanicfederation

Hispanic Federation (HF) is the nation's premier Latino nonprofit membership organization. HF uplifts millions of Hispanic children, youth and families through public policy advocacy, innovative community programs and strengthening Latino nonprofits. By working with a dynamic network of leading Latino community-based organizations, HF is able to fulfill its mission to empower and advance the Hispanic community. As part of its advocacy strategy, HF works with its network leadership to educate policymakers, funders, the public and media about the needs and aspirations of Latinos in the areas of education, health care, immigration, economic empowerment, civic participation, the environment and more.

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Executive Summary

The growing concern over rising inequality was a central feature in the 2013 mayoral election in New York City. It was a theme that resonated with many New Yorkers, especially Latinos and Blacks, who have disproportionately felt the negative impact of the city's deepening economic disparity. However, in the election's aftermath many questioned the power of the city's executive to reduce inequality in general and its racial and ethnic dimensions in particular.

While concern with unrealistic expectations may be warranted, we believe there is an unprecedented opportunity for the de Blasio administration to work with the New York City Council and other key stakeholders to shift the focus of city policy in the areas of economic development, workforce development and employment in ways that could mitigate, or even reduce, inequality in New York City.

Last year Mayor Bill de Blasio ordered all agencies to begin aggressively tackling income inequality. In this spirit, the Hispanic Federation presents its 2015 policy paper ***Growth with Equity: Meeting the Workforce Development Needs of Latinos in New York City***. It is a rethinking of the city's workforce development services as well as a launching pad for ideas on how to economically uplift Latino and other struggling New Yorkers.

Over the last few years the Hispanic Federation has advocated policy reforms designed to address the many challenges faced by Latinos, immigrants and others seeking to connect to the workforce system in order to receive a range of employment, training and placement services. In 2010, HF released ***Futures in the Balance: Meeting the Workforce Development Needs of Latinos in New York City***¹ that included a number of recommendations for improving Latino access to New York City's Workforce System. In 2013, HF released ***La Gran Manzana: The Road Ahead for New York City's Latino Community***, which outlined a broad policy agenda including a robust set of reforms aimed at economically empowering Latino New Yorkers. These reports present a vision and policy blueprint that recognizes the importance and contributions of the Latino community and highlight the particular challenges and opportunities faced by this large segment of New York City's population.

¹Retrieved from <http://www.hispanicfederation.org/images/pdf/reports/futuresinbalance.pdf>

Growth with Equity builds upon our previous reports and lays out key reforms to ensure the city's workforce and economic development systems are working for Latinos. These include:

- Expansion of services to serve the wide swath of unemployed, underemployed, disconnected and economically stagnant New Yorkers who are in need of training, education, certifications and other initiatives to move out of poverty and toward jobs that provide livable wages and a more “middle class” standard of living
- Expansion of initiatives for hundreds of thousands of New Yorkers who are in need of assessments, vocational literacy and GED classes, citizenship services, worker safety and rights training, workplace conduct, sectoral skills training, pre-apprenticeship and certification programs, community education and organizing, and access to higher education
- Implementation of services and investments aimed at economically empowering New Yorkers, including day laborer training, OSHA health and safety training, financial literacy classes, union membership drives for low-wage workers, sectoral training programs for growth industries, wage and labor law enforcement, and ensuring synergies between economic development and workforce development policies
- Implementation of broader policies such as expanding youth employment programs, improving failing schools, building and preserving affordable housing
- Expansion of nonprofit CBO workforce development programs and worker centers to ensure those on the front lines are able to meet the growing needs of economically struggling Latinos. The city should engage in the development and implementation of a multilingual, multimedia community education campaign to inform, educate and empower New Yorkers to take advantage of these expanded services.
- Enhancing of workforce development system, performance and effectiveness by integrating ESOL, immigration and workforce services, improving coordination among community, government and other providers, using CBOs as the front-line enrollers and assessors, creating universal assessment tools and data systems, offering professional development for job developers and workforce development trainers, and incentivizing effective programs.

I. A New Philosophy on Economic and Workforce Development

The city's economic development and workforce development policy over the last twenty years can be characterized by two central features: "Trickle down" and "City Hall out."



The "trickle down" approach is based on the notion that what is good for the city's financial and real estate sectors (FIRE) is necessarily good for the rest of the city. Economic development policies designed to attract, keep, and support wealthy residents, their firms, and their employers became the desired norm. The hope was that the gains produced and the demand generated would filter (or trickle down) into small businesses and, perhaps, workers in the retail, service, and related sectors.

The "City Hall out" component involved close coordination between city policy makers and planning/development and retail elites to support business friendly planning processes, zoning changes, and a range of subsidies to attract big-box retailers and larger national firms and chains. Growing the demand for mid- to large residential and commercial developments became a principal goal of economic development policy.

A combination of powerful market forces and actors, and a City Hall-led command and control structure, put New York City policy and government at the service of large enterprises, real estate interests, and Manhattan centered elites. This dynamic certainly led to growth among large corporations, the continuing dominance of the financial and real estate sectors, growth in professional support services, and continued expansion in several industries including hospitality, health care, and education.

However the gains from this growth have not been widely shared as wages at the bottom of the labor market remained at all-time lows and salaries for large segments of the city's workforce have not increased appreciably.² Low wages lead to lower demand for goods and services and the many leakages and inefficiencies at the bottom of the City's labor market have cemented significant inequality and a persistent poverty rate close to 20% with large differences by race and ethnicity (10.8% for whites, 26.1% for blacks and 25.8% for Hispanics with Black and Latinos making up 52% of the population, but 66% of New Yorkers with income below the poverty level).

The New York City Poverty Rate is close to

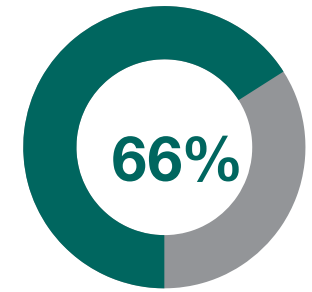
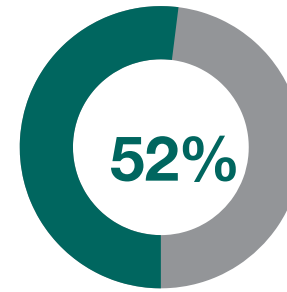
20%



Recent political changes suggest that New Yorkers have grown tired of “trickle down” policies and approaches that seem to enrich the few but do little to reduce poverty and inequality. Latinos and a clear majority of New Yorkers want growth, but growth tied to the creation of living wage jobs with benefits, the mitigation skyrocketing income inequality, addressing widespread poverty, and the preservation of the rights of long-standing residents to continue to live in their neighborhoods and city.

What is needed at this time is growth with greater equity: a new approach to labor markets, employment, and workforce development policy rooted in

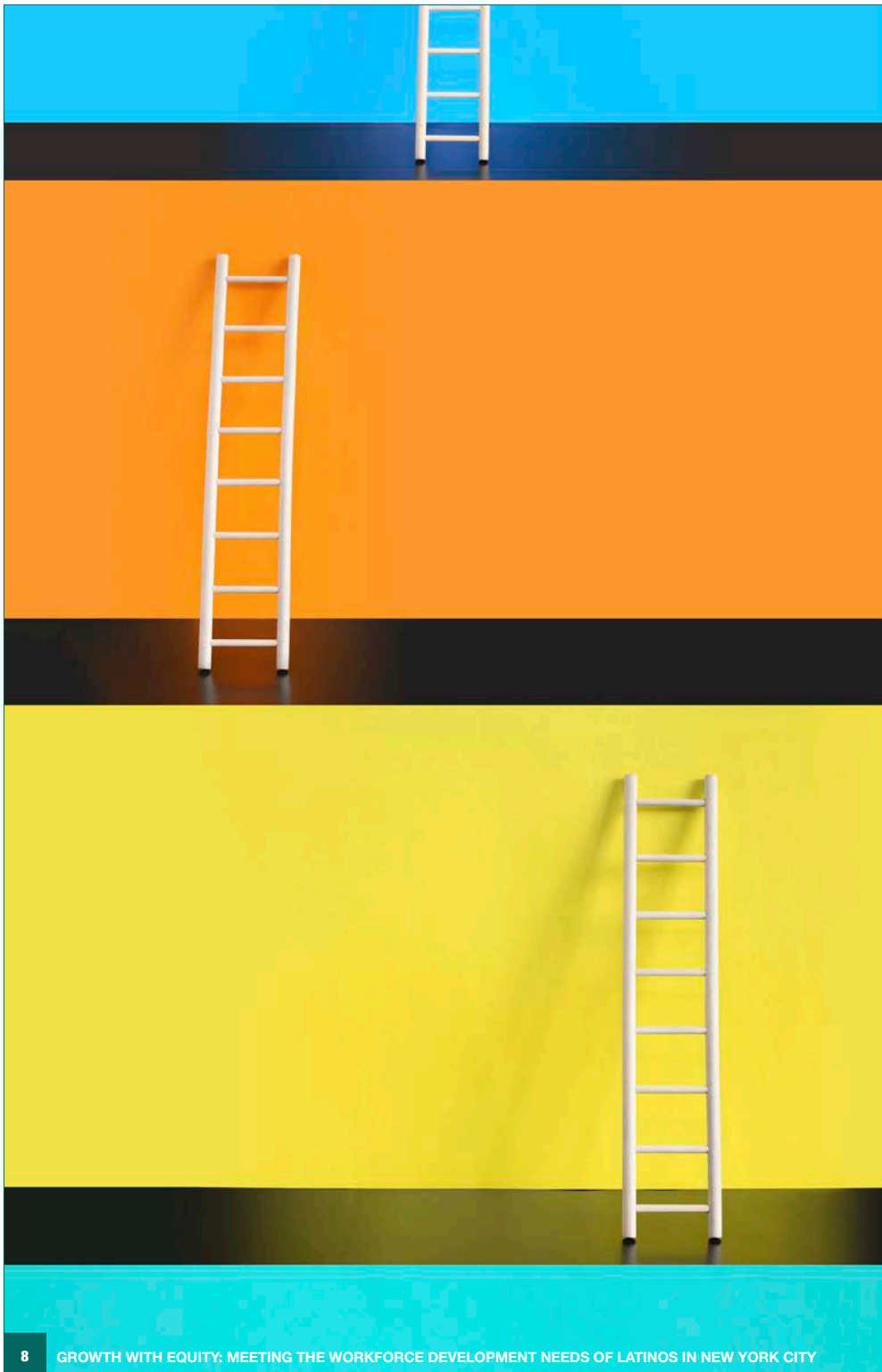
the progressive traditions of equitable growth and more broadly shared prosperity. **Growth with Equity** understands, prioritizes and grows neighborhood economies. It suggests the need to focus not just on a few midtown and downtown zip codes but on the entire City and the communities where Latinos, African-Americans and others live and work. The city needs to grow not from the center out, or from the top down, but through strategies that support and reinvigorate the many neighborhood economies that make up the City and the region. Brooklyn has the most people and the highest poverty rate in the city and its economic potential at the neighborhood level needs



Blacks and Latinos make up 52% of the population, but they make up 66% of New Yorkers below the poverty level

more support and attention. Together with Upper Manhattan and the Bronx there is large potential for continued expansion and investments in healthcare, the food sector, small manufacturing, a range of personal and professional services, arts, and culture. In vast areas of Queens and Staten Island there is a vibrant middle and working class often rooted in unionized jobs and the small business community but these neighborhoods are feeling squeezed by new developments, abandoned by Manhattan centered city policy makers, and under-invested—particularly in the aftermath of Hurricane Sandy.

² See FPI report by Parrot (2014).



Growth with Equity provides an opportunity for the city's adult education, workforce development and training policies to work hand in hand with community economic development policies in order to be more effective at reaching and serving low income New Yorkers. And by refocusing city policy and resources on the needs of the various communities, city policy makers will be in a better position to reduce the impact of the forces that cause inequality and reduce its effects.

The emerging **Growth with Equity** policy framework must put an emphasis on a range of policies designed to plug the leaks at the bottom of the labor market, raise the floor of the economy, and build the ladders to careers and to economic opportunity for all New Yorkers. **Growth with Equity** also means putting an emphasis on decentering economic development policy and public investments and incentives and spreading them throughout the various neighborhoods in the city. It also means tying subsidies to local development goals and employment needs, and developing policies and resources to support the local small and medium sized business infrastructure.

Growth with Equity also recognizes the needs for training and adult education, for better connections to the labor market, for access to good jobs, and the importance of developing opportunities to connect workers to career ladders and sustainable wages at the end of every training pathway. It also focuses on strong labor law enforcement and reducing the incentives and rewards that firms may have to not comply with labor regulations, to cut corners, not pay workers fairly, put the safety and health of workers and customers at risk, and engage in unfair competition.

There are three broad components to the **Growth with Equity** community economic development and workforce strategy:

1 Supporting Community Economic Development by focusing investments in growth sectors (health care, food and hospitality, manufacturing, construction, retail, personal and business services); by requiring living wages; negotiating and enforcing community benefits agreements (CBAs), local hiring and labor sourcing agreements; and supporting the small business infrastructure.

2 Supporting and Investing in Workforce Development and Adult Education by tying investments in workforce and training to large and/or growing sectors but also to local community economies; linking strategically economic development with workforce development efforts; developing workforce strategies with local community partners; connecting to community partners on strategy and needs assessment; and supporting the CUNY system to more effectively link with community partners and serve a broader segment of the City's population.

3 Supporting Worker Rights and Labor Enforcement through increased enforcement of labor laws to prevent leakages at the bottom of the labor market, abuses against workers and unfair competition; supporting the low wage worker infrastructure; and continuing to support a range of worker friendly policies like expanded paid sick days, paid family leave, increase minimum wage, and living wages.

These policies, together with a range of other progressive education, housing, health care, social services, and community building policies, can help turn the tide, reduce the effects of inequality, and improve the lives and livelihoods of working class New Yorkers—particularly the Latino and African-American communities that are the most affected by unemployment and inequality and have been left behind in policy and program investments. Latino community-based organizations, together with other non-profit groups, have played a central role in community development and need to be increasingly included in efforts to reduce inequality. These groups work at the community level, and understand community needs and challenges, and are central to the development and management of resources, programs and strategies to serve the local population.

II.

The Latino Population in New York City

The Latino Population in New York City has grown steadily over the last two decades from 1.7 million or 24.1% of New Yorkers in 1990³ to 2.3 million or 28.6% of the City's population based on recent Census numbers⁴.

Latino Population by Group

While Latinos are close to one third of the overall New York City population, it is far from a monolithic community. The largest group of Latinos in the city, Puerto Ricans, constitutes 32.1% of New York's Latino population and 9.2% of the city population. New York's Dominican population is close behind, making up 25.8% of the Latinos in the city and 7.4% of the city population⁵.

While Puerto Rican and Dominicans are the largest two groups, there are a range of other ethnicities and nationalities

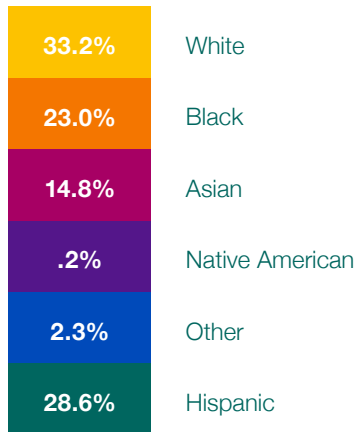
that make up the Latino population of New York. The U.S. Census records 23 nationalities or groups of Latinos, all of which are present throughout the city. The third, fourth, and fifth most populous groups of Latinos in NYC are Mexicans, Ecuadorians and Colombians, which amount to 13.3%, 8.3% and 4.3%, respectively, of New York City's Latino population. The other most populous national origin groups, each making up less than 3% of the Latino population, include Hondurans, Salvadorans and Peruvians⁶.

³ <http://clacls.gc.cuny.edu/files/2013/10/The-Latino-Population-of-New-York-City-1990-2010.pdf>

⁴⁻⁶ Author's analysis of data from the 5 year (2008-20012) PUMS file of the American Community Survey (ACS).



Population in New York City by Race/Ethnicity

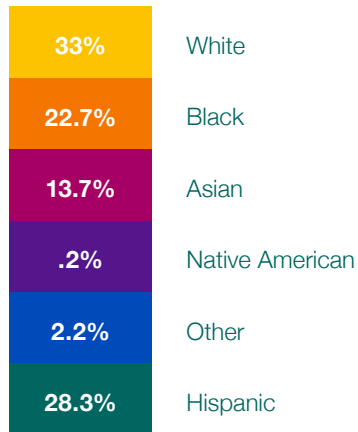


Composition of Hispanic Population in New York City

RACE/ETHNICITY	FREQUENCY	PERCENT OF TOTAL NYC POPULATION	PERCENT OF NYC HISPANIC POPULATION
Puerto Rican	751,500	9.20%	32.10%
Dominican	604,444	7.40%	25.80%
Mexican	311,527	3.80%	13.30%
Ecuadorian	193,539	2.40%	8.30%
Colombian	101,858	1.20%	4.30%
Honduran	48,478	0.60%	2.10%
Salvadoran	47,028	0.60%	2.00%
Peruvian	41,471	0.50%	1.80%
Cuban	39,646	0.50%	1.70%
Guatemalan	29,343	0.40%	1.30%
Panamanian	24,642	0.30%	1.10%
Spaniard	20,244	0.20%	0.90%
Argentinean	15,216	0.20%	0.60%
Venezuelan	11,447	0.10%	0.50%
Nicaraguan	10,377	0.10%	0.40%
Costa Rican	7,330	0.10%	0.30%
Chilean	7,977	0.10%	0.30%
Bolivian	4,651	0.10%	0.20%
Other Central American	2,185	0.00%	0.10%
Paraguayan	2,585	0.00%	0.10%
Uruguayan	2,959	0.00%	0.10%
Other South American	3,192	0.00%	0.10%
All Other Spanish-Hispanic-Latino	61,773	.8%	2.6%

Source: American Community Survey (5 years, 2008-2012).

Working Age Population (ages 16-64) in New York City by Race/Ethnicity



Composition of Hispanic Working Age Population (Ages 16-64) in New York City by Race/Ethnicity

RACE/ETHNICITY	FREQUENCY	PERCENT OF TOTAL NYC POPULATION	PERCENT OF NYC HISPANIC POPULATION
Puerto Rican	486,518	8.60%	30.60%
Dominican	415,557	7.40%	26.10%
Mexican	213,102	3.80%	13.40%
Ecuadorian	138,177	2.50%	8.70%
Colombian	74,198	1.30%	4.70%
Honduran	34,703	0.60%	2.20%
Salvadoran	33,963	0.60%	2.10%
Peruvian	29,663	0.50%	1.90%
Cuban	25,719	0.50%	1.60%
Guatemalan	22,815	0.40%	1.40%
Panamanian	16,932	0.30%	1.10%
Spaniard	13,276	0.20%	0.80%
Argentinean	10,022	0.20%	0.60%
Venezuelan	8,856	0.20%	0.60%
Nicaraguan	7,764	0.10%	0.50%
Chilean	5,647	0.10%	0.40%
Costa Rican	5,300	0.10%	0.30%
Bolivian	3,506	0.10%	0.20%
Other Central American	1,583	0.00%	0.10%
Paraguayan	1,810	0.00%	0.10%
Uruguayan	1,951	0.00%	0.10%
Other South American	2,273	0.00%	0.10%
All Other Spanish-Hispanic-Latino	38,913	.7%	2.4%

Source: American Community Survey (5 years, 2008-2012).

Gender by Race/Ethnicity for Working Age Population (Ages 16-64) in New York City

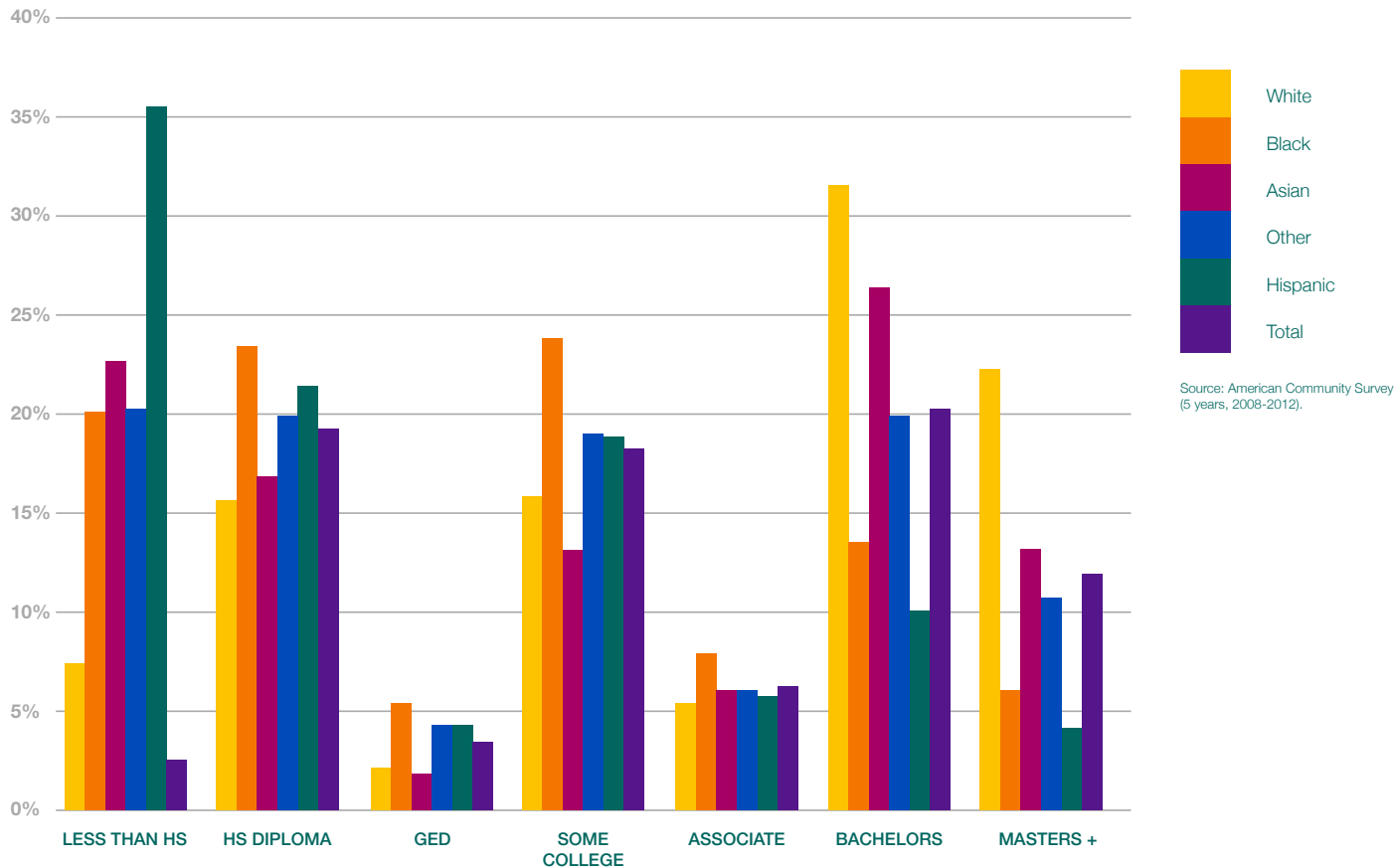
		RACE/ETHNICITY						TOTAL
		WHITE	BLACK	NATIVE AMERICAN	ASIAN	OTHER	HISPANIC	
GENDER	MALE							
	Count	921,725	569,440	4,268	369,108	57,800	775,444	2,697,785
	% within Race/Ethnicity	49.7%	44.7%	42.1%	47.7%	47.3%	48.7%	47.9%
FEMALE	Count	934,464	705,586	5,878	404,316	64,301	816,804	2,931,349
	% within Race/Ethnicity	50.3%	55.3%	57.9%	52.3%	52.7%	51.3%	52.1%
TOTAL	COUNT	1,856,189	1,275,026	10,146	773,424	122,101	1,592,248	5,629,134
	% WITHIN RACE/ETHNICITY	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: American Community Survey (5 years, 2008-2012).

Gender

The gender composition of New York's Latino population is fairly in line with the city average. Close to 48.7% of New York's Latinos are male and 51.3% are female. The city average is 47.9% male and 52.1% female. There is some variation in gender composition among the city's main ethnic groups with whites at even proportions and Blacks at 55% female.⁷

Completed Education by Race/Ethnicity for Working Age Population (Ages 16-64) in New York City



Educational Outcomes

New York's Latino population between the ages of 16-64 is lagging behind all other ethnic groups in educational attainment and this suggests a large need for adult education services and programs like the ones provided by Latino non-profits. While 32.2% of New Yorkers have a Bachelor's degree or higher, only 14% of the city's Latinos have a four-year college degree. Latinos are underrepresented amongst New York City's college graduates and they are significantly overrepresented amongst those with less than a high school diploma. More than a third of the city's Latinos (35.6%) have not attained a high school diploma or a GED. This figure is more than double the city average of 15.7%. Latinos are also the group with the highest proportion of citizens with less than a ninth grade education (15.1%), double the city-wide average of 7.2%.⁸

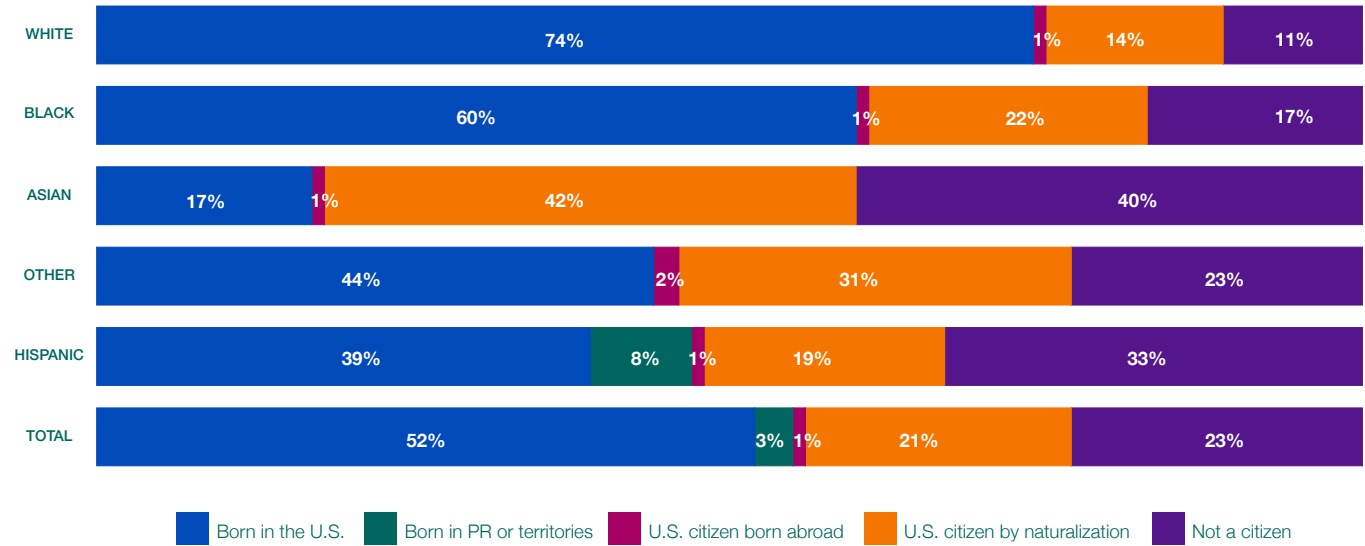
⁷⁻⁸ Author's analysis of data from the 5 year (2008-2012) PUMS file of the American Community Survey (ACS).

Citizenship

Latino citizenship status is very diverse. 67% of New York's Latinos are citizens; 48% were born in the U.S. or its territories, and 19% are naturalized citizens. This leaves 33% of Latinos in the city who are not citizens and could benefit from a range of citizenship related services and programs. Latinos, at 32.7%, are second to the city's Asian population, at 39.9%, in the percentage of the population that are not citizens⁹.

⁹ Author's analysis of data from the 5 year (2008-2012) PUMS file of the American Community Survey (ACS).

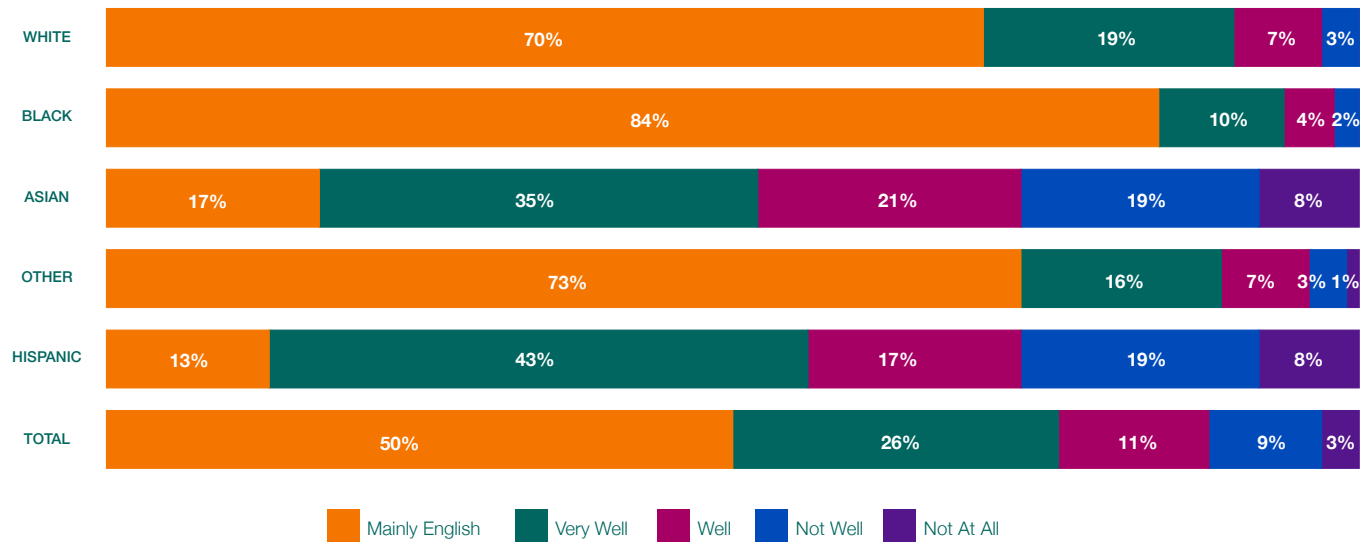
Citizenship by Race/Ethnicity for Population Ages 16-64 in New York City



English Ability by Race/Ethnicity for Population Ages 16-64 in New York City

English Language Proficiency

English language proficiency is becoming increasingly important to access jobs in the service and other growing sectors of the economy, but research and field-based reports from the human service sector indicate that there is not enough capacity in the city to provide English language classes and that the demand for affordable and quality instruction is much higher than the supply of classes. More than half New York's Latino population, 56.9%, speaks primarily English or speaks English very well. This is still lower than the city-wide average of 76.5% of residents who speak English very well or only speak English. More than 1 in 4 Latinos, however, either do not speak English well or don't speak it at all. This proportion of Latinos who do not speak English is almost twice the city average of 12.8% of residents who either do not speak English well or do not speak English at all¹⁰. There are over 400,000 Latinos in New York City ages 16 to 64 who do not speak English well or do not speak English at all and this suggests a high need for language services and classes like those provided by a range of Latino and other non-profit organizations.

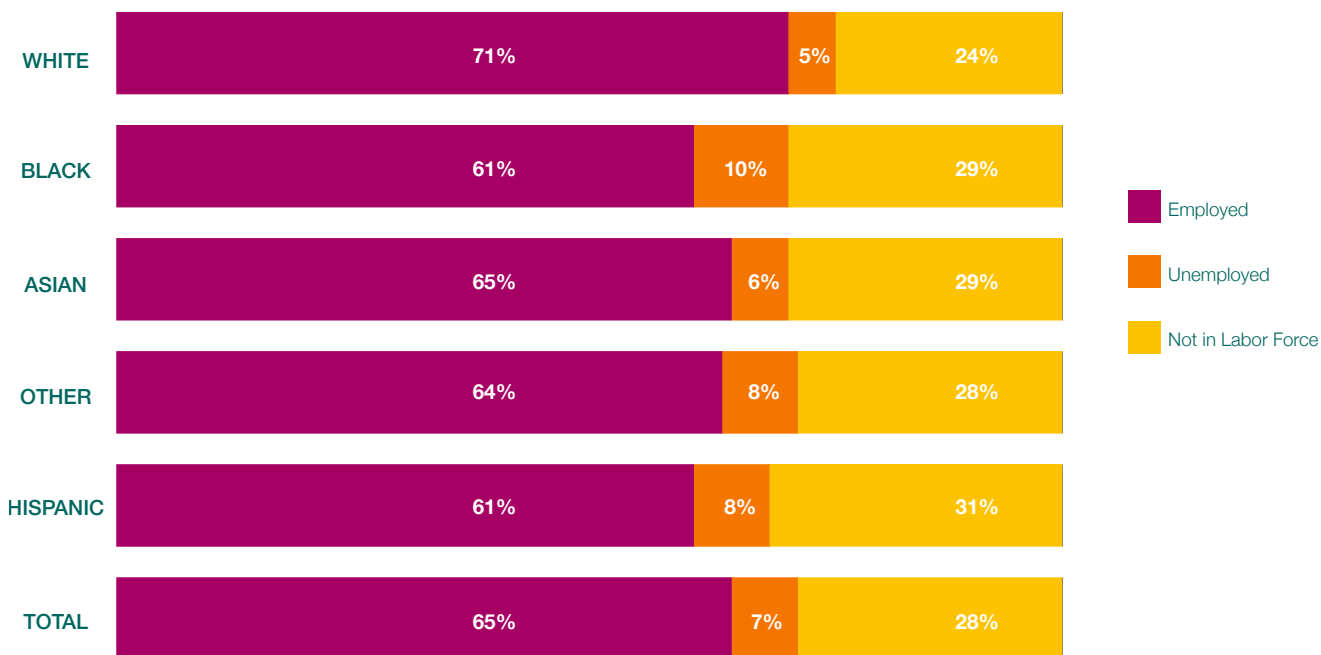


¹⁰ Author's analysis of data from the 5 year (2008-2012) PUMS file of the American Community Survey (ACS).

Employment Status

Latino unemployment is slightly higher than the city average of 7.4%, and the percent not in the labor force is 3% higher than the city average of 27.9%. Latino employment is concentrated in low wage occupations and this makes it harder for the population to achieve earnings parity with other groups that have higher educational attainment and a larger proportion of their population that speaks English. The proportion of Latinos who are employed is 60.6%, which is slightly lower than the city average of 64.7%¹¹. Employment data suggest that there is a significant need for adult training, workforce development and employment services in order to improve the human capital of the Latino population, increase access to career ladders, increase wages and earnings, and reduce levels of inequality.

Employment Status by Race/Ethnicity for Working Age Population (Ages 16-64) in New York City



Taken together, education, language, employment and citizenship statistics suggest that there is a high need in the Latino population for adult education, citizenship, training and employment related services. There are close to 36,000 Latino adults ages 16 to 64 with less than 1st grade education, close to 200,000 with between 1 and 8 grades, another 276,000 with between 9 and 11 years of education and an additional 49,000 with 12 years of schooling, but no high school diploma. There are close to 512,000 Latinos who are not citizens and could benefit from citizenship related services. Close to 302,000 Latino adults said that they did not speak English well and an additional 120,000 said they did not speak English at all. And, finally, while there are 937,000 employed Latino adults in New York City, close to 133,000 Latino New Yorkers are unemployed and looking for work while an additional 493,000 are out of the labor force including many discouraged workers¹².

¹¹⁻¹² Author's analysis of data from the 5 year (2008-2012) PUMS file of the American Community Survey (ACS).

Stakeholders in New York City's Workforce Development System

III.

The workforce development system in the United States, and in the State and City of New York, relies on many different actors, organizations, and constituencies to deliver its services. In addition to the customers, clients or users of the system, the three most important stakeholder groups are government agencies and entities (the main funders), business (the employers of workers and users of the workforce system), and service organizations that are part of the non-profit sector (the service providers that work in education and employment issues). Each of these broad sectors includes several different actors and entities each with its own set of goals, resources, needs and challenges.

¹³ <http://www.nfwsolutions.org/>

¹⁴ <http://www.nycommunitytrust.org/AboutTheTrust/CollaborativeFunds/NYCWorkforceDevelopmentFund/AbouttheNewYorkCityWorkforceFunders/tabid/661/Default.aspx>

¹⁵ For information on workforce funding for Latinos see http://www.nylarnet.org/reports/occ_Workforce%20Development%20Report.pdf

"Overall, the findings highlight a grave disparity between the number of Latino participants benefiting from workforce development programs provided through One-Stop Career Centers in these seven locations and the number of unemployed Latinos." And http://www.nyc.gov/html/hra/downloads/pdf/facts/workforce/workforce_system_report.pdf The figures on page 26 of the report indicate that 108,999 Hispanics were served and 170,626 African American\Blacks. Table 8 (page 13) suggests that there are close to 133,124 Hispanics unemployed and 493,809 not in the labor force compared to 124,552 African Americans unemployed and 375,746 out of the labor force. If we add the unemployed and adults not in the labor force as part of the "eligible" pool and compare them to the proportion served by the workforce system, the numbers suggest that 17% of the 626, 933 eligible Latinos were served compared to 34.1% of the 500,298 African Americans potentially eligible.

Within each of these three broad categories is a complex ecosystem of other actors including federal, state, and local government entities and departments, community colleges, workforce development organizations and training providers, private industry councils, chambers of commerce, employers and employer groups, research groups and think tanks, educational institutions, advocacy organizations, philanthropic organizations, and other civil society institutions. The workforce development system has evolved unevenly in different areas and parts of the city due to different needs, resources and investments and this has created a tension between the goal of being responsive to the needs of local communities and the desire to provide a centralized set of services at the city level.

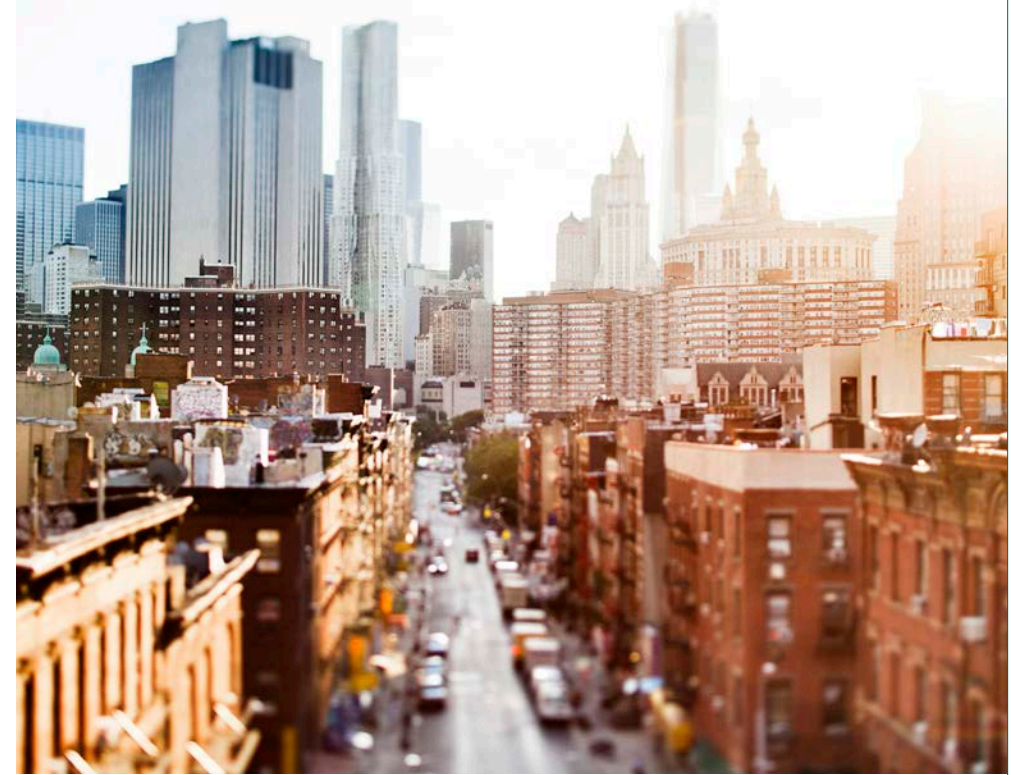
There is a long history of collaboration between the Federal Department of Labor and a number of philanthropic institutions. One example is the National Fund for Workforce Solutions, an initiative of national and local funders that creates workforce partnerships to support low-wage workers.¹³ In New York City, there

is a group of New York City Workforce Funders¹⁴ that meets regularly and has invested close to 51 million dollars in 2011 in a series of workforce development grants, programs and initiatives. Collaboration between government and philanthropic workforce funders allows for initiatives and programs to be spread across larger geographic areas, creates a context where different tools and methodologies can be tried, incorporates the expertise of several organizations, and can be an effective way to provide services and support for more marginalized populations. The Latino population and Latino community-based non-profit organizations, however, have been significantly under-represented in funding streams and in access to philanthropic resources.¹⁵

An increasingly large share of state and local funding for workforce services is allocated to community colleges. They use this funding to design and develop training--often in collaboration with employers, labor organizations or other community-based organizations (CBOs)--and to provide access to their training

programs and educational opportunities through financial support, developing marketing and outreach strategies, and securing resources to support the expansion of services provided by CBOs to their clients and members.

Collaboration between employers and workforce development organizations has focused on helping businesses understand the value of worker training and investment, particularly in low-wage industries that have regular customer contact and a service component. Other efforts include communication initiatives designed to educate businesses and employers in low-wage industries about the value and long-term benefits of increasing wages, connecting workers to career ladders, and providing other supports and benefits to their workers. Employers' associations, including Private Industry Councils (PICs)¹⁶ and Chambers of Commerce (CoCs),¹⁷ also play an important role in bringing the experience and interests of local businesses and economic development organizations into the design and evaluation of training programs.



¹⁶ For examples, see <http://www.bostonpic.org>; <http://www.privateindustrycouncil.com/>; <http://www.oaklandpic.org/>

¹⁷ The US <http://www.uschamber.com> and a range of local chambers <http://www.ny-chamber.com>

Government Entities and Departments in the Workforce Development System

Various government actors are involved in workforce development at the federal, state, and local levels



Federal Level

The US Department of Labor provides most of the federal resources and policy guidance on the national workforce system, which is made up of a collection of state, city, and regional working areas. The federal government also supplies funding to programs run at the state or local levels.



State Level

State departments of labor administer the majority of federal workforce funds, along with any additional state funds or programs. State labor departments coordinate work plans, help establish policy priorities, and have responsibilities for managing the workforce system and enforcing labor laws and regulations at the state level.



Local Level

Many cities and localities also have departments tasked with administering the workforce system and monitoring workforce investments. In New York City, for example, there are 15 agencies and city offices administering at least 32 different workforce related programs with nine City agencies leading the 24 largest programs. The NYC Department of Small Business Services coordinates workforce activities in the city and manages the bulk of federal, state and city funds for workforce services. Additional workforce development entities in New York City include the Department of Youth and Community Development (DYCD), the Human Resources Administration (HRA) and the City University of New York (CUNY).

Stakeholders in the Workforce Development

Community Colleges

Community colleges and the CUNY system are central actors in the workforce development system and play an important role in the design and delivery of occupation- and industry-based training programs and a range of certificate and other degree programs.

Employers

Employers can help identify skill needs, support the development of training programs, and leverage public and other private resources. But engaging employers can be difficult given that their main interests is in hiring workers and reducing their costs of training, rather than the design or management of the workforce development system itself.

Labor Unions and Organized Labor

Unions provide training, logistic support and funding to low wage worker organizations, coordinate programs with community colleges, and are involved in worker organizing, services and advocacy.



Research, Advocacy, and Related Civil Society Organizations

Community-based workforce development organizations and training providers are central to the design and delivery of training and related support services to low-wage workers. There is a considerable degree of collaboration among the following four main types of non-profit organizations on a range of programs, service and policy issues, and campaigns:

- Foundations and related funders, which make philanthropic resources available for innovation, research and advocacy, and to a lesser extent direct program services.
- Research and policy groups, which identify needs and service gaps, analyze labor market trends, and examine the effectiveness of programs and initiatives.
- Advocacy groups, which work on specific campaigns designed to increase the visibility of a particular issue or challenge that impacts low-wage workers.
- Social service providers and labor market intermediaries, which design, develop, and implement service strategies and programs directly with workers and other program participants.

Worker Centers and Related Low Wage Workers Groups

Worker centers are community-based organizations designed to help low-wage immigrants navigate the world of work. They offer a variety of information and services to improve wages and working conditions for disadvantaged workers, including through:

- Organizing, helping workers develop a collective voice (often within a specific metropolitan area or neighborhood, rather than an individual worksite), and training workers to take action on their own behalf;
- Direct service provision, providing information on workers' rights, legal aid, or English-language classes and occupational safety and health training; and
- Advocacy, exposing instances of exploitation by specific employers or industries and calling for policy change and reforms.

It is the advocacy and organizing elements that distinguish worker centers from other community-based organizations that work with immigrants.

IV.

Main Features of the Workforce Development System in New York City

In 2010 Workforce1 centers placed more than 31,000 persons out of 150,000 customers. New York City invested close to \$70 million in adult education services, \$170 million in job training and \$250 million in employment services with additional allocations bringing the total to \$615 million dollars. In addition, there were close to \$740 million dollars invested by New York State entities (NYS DOL, NYSED, OTDA, NYCC), proprietary schools, unions, and Philanthropic institutions¹⁸.



In New York City the workforce development system has evolved with a dual customer approach focusing on businesses and workers as the clients. The NYC business solutions centers, in the Department of Small Business Services focus on providing workforce services to businesses while New York City's Workforce1 Centers provide services to jobseekers.

The public workforce system in NYC operates through nine Workforce1 vendors in the five NYC boroughs. In its first six years, the Workforce1 Centers had an annual job placement growth rate of 20%, with more than 31,000 placements through 2010. Workforce1 Centers' top five business customers include three retail, one security, and one hospitality company, and its top four community partners include Arbor, Goodwill, Brooklyn Public Library and FECS. The median wage of placements through the centers is \$9.60 an hour.¹⁹

The demographics of the job seekers at the centers are relatively young, with 44% of clients under the age of 30. Seventeen

percent of Workforce1 jobseekers have a Bachelor's degree or greater and all but 17% have at least a high school diploma or GED. The distribution of jobseekers is fairly uneven across boroughs, ranging from a high of 41,000 in the Bronx to 9,500 on Staten Island.

Workforce1 Centers have trained workers with funding provided by Individual Training Grants (ITGs) that prepare workers for in-demand occupations in New York City. The most common occupation supported by ITGs by far is for security guards, making up 43% of all ITGs funded. The next most common ITG-funded occupations are nursing aides, orderlies and attendants, collectively making up 20% of ITGs. Next are school bus drivers, bookkeeping, accounting and auditing clerks and executive secretaries and administrative assistants, with 17%, 13% and 8% of ITG grants, respectively. The current spectrum of workforce development programs focuses on a number of different populations and has discrete goals for each group.

¹⁸ City of New York. 2011. One System for One City: The State of New York City Workforce System NYC: Office of the Mayor.

¹⁹ See workforce system profile at http://home.nyc.gov/html/sbs/wib/downloads/pdf/system_profiles_09_10v1.pdf

Main Features of the Workforce Development System



NYC Business Solutions Centers

The Business Solutions Centers provide a number of services to small businesses, including helping them with their workforce needs. The business solutions centers help recruit and hire employees based on business' needs and also help upgrade workers' skills through customized training. The business solutions centers interview and screen qualified candidates for available positions, operating as a relatively low cost Human Resources department for small businesses. The employment services are provided by account managers at Career Centers, NYC Business Solutions Centers, and SBS staff also provides services for larger accounts.²⁰

Employment Works

The Employment Works Program is a partnership between the Departments of Probation and Small Business Services that focuses exclusively on finding employment for adults on probation. All probationers are matched with jobs paying at least nine dollars. Because Employment Works' overall goal is to reduce recidivism, there is a strong focus on success as retention in employment. Employment Works seeks not only to place their clients in jobs, but in jobs that pay above minimum wage and that lead to career paths. Employment Works provides advanced trainings for clients, job coaching, and continues to follow-up with their clients after job placement. This approach is integral to long-term employment.²¹

Workforce1 Centers

The Workforce1 Centers are set up to help jobseekers acquire, maintain, and advance in a job. Their services are provided in Workforce1 Career Centers and also by SBS contractors and partners. The New York City Workforce1 Career Centers provide the City's adult workforce and employers with a full array of hiring services including outreach, assessment, career advisement, job search counseling, soft and hard skills training, referrals to jobs, placement and retention services.²²

²⁰ See <http://www.nyc.gov/html/sbs/html/home/home.shtml>, <http://www.nyc.gov/html/sbs/nycbiz/html/about/about.shtml>

²¹ See http://www.nyc.gov/html/sbs/wf1/html/contact/employment_works.shtml

²² See <http://www.nyc.gov/html/sbs/wf1/html/home/home.shtml>



Advance at Work Career Advancement Program

The Career Advancement Program (CAP) is offered at five of NYC Small Business Services' Workforce 1 Centers. The goal of CAP is to increase wages of low-income workers over their time in the program. The CAP focuses on clients who have already been working for at least six months and at the time of intake are making less than \$14 an hour. The program focuses on intensive professional coaching over the course of an entire year. CAP accepts workers who are committed to advancing in their careers and measures success in the program as those who were able to increase their hourly wage, advance to new positions, or receive promotions.²³

Sector-Focused Career Centers

New York City's Workforce1 Centers include Sector-Focused Career Centers that work closely with the manufacturing, transportation and healthcare sectors. These Workforce1 centers provide sector-specific advancement trainings for career paths in these three fields, focusing on career paths for the unemployed and the working poor. The sector-specific jobs are expected to pay at least \$10 an hour. The Workforce1 centers define success as job placements or promotions. Individuals are eligible to participate in the program if they are unemployed or making less than \$19.23 an hour.²⁴

NYC Business Solutions Training Funds

New York City's Department of Small Business Services' NYC Business Solutions Centers offer subsidized trainings for businesses to train their employees. The training funds are an employer-focused investment and employers must contribute to the cost of training. Eligible employers must have annual revenues between \$20,000 and \$10 million. Business Solution Centers offer trainings specific to Media and Entertainment companies and also provide customized training in other sectors. The trainings focus on providing employees with literacy, soft skills and occupational skills.²⁵

²³ See http://www.nyc.gov/html/ceo/downloads/pdf/cap_prr.pdf

²⁴ See www.nyc.gov/html/sbs/wf1/html/about/healthcare.shtml, <http://www.nyc.gov/html/sbs/wf1/html/about/transportation.shtml>, http://www.nyc.gov/html/ceo/html/initiatives/employment_nycbs.shtml

²⁵ See http://www.nyc.gov/html/sbs/nycbiz/downloads/pdf/summary/training/TF_Program_Guidelines.pdf

V. Community Based Organizations and Workforce Development

Community based organizations have been involved in workforce development services and programs for decades and are recognized as playing a unique role in the system as they are closer to clients and communities that need the services. Community groups focus on understanding client needs, barriers, skills, and developing strategies to narrow education gaps and these groups are uniquely situated to serve new, disconnected, and low-wage workers. There are a number of organizations that are members of the Hispanic Federation network that have significant experience in various aspects of workforce development.



Over the last ten years, we have seen the emergence of a set of organizations at the national level, known as worker centers, which are community-based and community-led organizations that engage in organizing, advocacy, and labor market intermediation, and provide a range of services to low-wage workers in the most marginalized sectors of the labor market.²⁶ These networks and organizations connect low-wage workers to needed social services and programs, and work to improve the quality of jobs in low-income communities, which has been essential to securing better individual outcomes for workers.²⁷ Most worker centers feature collaborations between workers and social service professionals to identify programs and approaches that improve working conditions or job quality, and secure access to training opportunities for workers.²⁸ They are also involved in advocacy, research, and policy development.²⁹ Worker centers are unique in that they focus on immigrant and low-wage workers; they combine services, research, advocacy and organizing; and are involved in some direct labor market functions related to employment, training, or worker education.³⁰

These organizations are especially effective at addressing the needs of low-wage workers and developing a range of services and strategies that improve the quality of low-wage jobs by focusing on sectors with high proportions of low-wage workers, and where they see potential for making jobs better through a combination of worker training, industry- and employer-based strategies, research, and public policy development. They focus on sectors where there are allegations of significant numbers of health, wage, and hour violations; that have significant proportions of people of color and new entrants in the workforce; and that are relatively ubiquitous but the work is often unseen or happens “behind the scenes” (the visible but invisible maid, or nanny, or the busboy at the restaurant). However, they also look for sectors where there is the potential for policy advancement and network building, and some organizing capacity and experience.

^{26-27,29} Fine, Janice. 2006. *Workers Center: Organizing Communities at the Edge of the Dream*. Ithaca, NY: Cornell University Press.

²⁸ Cordero-Guzmán, Héctor. 2005. Community-based organizations and migration in New York City. *Journal of Ethnic and Migration Studies* 31 (5): 889-909.

³⁰ See Cordero-Guzman, Hector, Pamela Izvanariu and Victor Narro. 2013. The Development of Sectoral Worker Center Networks. *Annals of the American of Political and Social Science* Number 647, pages 102-126, (May).



Main Workforce Activities of Community Based Organizations

Some of the key functions of community based organizations include:

- A Client/Worker assessment**, which focuses on efforts to understand client needs and support in removing any barriers to employment, providing services like assistance with housing, transportation, or child care; assessment and treatment for physical or mental health issues or substance abuse; supportive legal services; and addressing any challenges with criminal records;
- B Skills building and training**, focusing on adult basic education and literacy, GED preparation, English as a Second Language; and various forms of soft and hard skills worker training and programs that assist workers connect to higher education institutions;
- C Job placement supports**, including matching with particular employers and related programs like transitional jobs for those exiting the TANF or criminal justice systems; connecting state and local welfare-to-work systems; connecting with the One-Stop infrastructure; and providing vocational related support and career planning;
- D Post-placement support services**, focusing primarily on asset building initiatives including efforts to connect workers to supports that they are eligible for such as the Earned Income Tax Credit, food stamps, utility or housing assistance, child care tax credits and other subsidies; limited financial incentives and income enhancements like post-welfare cash assistance; and job retention or career advancement coaching and related supports.

Hispanic Federation Members with Workforce Development Initiatives:



Mercy Center

Mercy Center is a community center for women and their families located in the Mott Haven section of the South Bronx, offering resources to empower women to reach their full potential, become agents of change in their families and communities, and become economically independent. Founded in 1990 as a counseling and support center, today Mercy Center offers a full suite of comprehensive programs and services that address the needs of the whole person; develop skills for healthy family living and economic advancement; and build a community of respect, hospitality and non-violence. Programs include: Adult Education (ESOL and High School Equivalency), Workforce Development (Computer Literacy classes and the National Work Readiness Credential), Immigrant Services (naturalization applications, exam preparation, support for DACA applications, legal assistance and entrepreneurial workshops), Family Alternatives to Violence, Youth Programs, Social Services and Community Education, and Personal Development.



East Harlem Council for Community Improvement

Established in 1979, East Harlem Council for Community Improvement (EHCCI) works to deliver social services to the residents and community of East Harlem and Greater New York. East Harlem Council for Community Improvement's department of Family and Children Services (F&CS) aims to provide strength-based family support to the immigrant and underserved populations in the East Harlem and Harlem Communities.

East Harlem Council for Community Improvement is a part of the Acacia Network.



Dominican Women's Development Center

Dominican Women's Development Center (DWDC) is a non-profit organization located in Washington Heights, Northern Manhattan. DWDC was founded in 1988 by nine Dominican women who identified the need for Latinas to organize around critical issues and seek solutions to systemic problems affecting their families and community, such as sexism and discrimination, high housing costs, low-achieving schools, high dropout rates, limited access to health care services, attacks on reproductive rights, high teenage pregnancy, and high poverty rates.

DWDC provides a number of educational programs for clients including ESOL instruction, literacy, GED prep and citizenship classes. These courses help immigrants find employment and pursue higher education. They also train women to become Family Day Care Providers and start their micro-business to become economically self-sufficient.



Make the Road New York

Make the Road New York (MRNY) is a non-profit organization that builds the power of Latino and working class communities to achieve dignity and justice through organizing, policy innovation, transformative education, and survival services. MRNY has 15,000 members and operates five community centers in Bushwick, Brooklyn; Jackson Heights, Queens; Port Richmond and Midland Beach, Staten Island; and Brentwood, Long Island.

Make the Road New York's advocacy efforts promote good jobs with a living wage and workers' right to organize. MRNY led the campaign to win the landmark state-level Wage Theft Prevention Act, which quadruples penalties for wage theft and protects workers from retaliation. MRNY also has won millions of dollars in compensation for exploited workers, trained workers to advocate for themselves, and developed worker-owned cooperative businesses. MRNY provides job training, certifications, placement, and support to more than 1,500 people each year and has become a leader in health and safety training for immigrant workers.



New Immigrant Community Empowerment (NICE)

New Immigrant Community Empowerment (NICE) is a community-based non-profit organization based in Jackson Heights, Queens that works to ensure that new immigrants can build social, political and economic power in their communities and beyond. NICE was founded in 1999 by local activists and today is a membership-based organization that organizes and advocates for immigrant worker rights.

NICE, in collaboration with the Urban Justice Center, developed a Wage and Hour Clinic that helps workers recuperate unpaid wages through legal counsel, demand letters, legal assistance, and know your rights education. NICE also organizes its membership to launch a campaign in support of cases that are taken to court. Since 2012, NICE has helped recoup more over \$100,000 in unpaid wages for over sixty workers. NICE provides health and safety classes (including OSHA 10 certification) and skills development trainings to up to 300 workers per year, primarily day laborers. These workers do not have access to labor unions or long-term employers who generally provide these often life-saving trainings. NICE is also organizing the Jackson Heights/Woodside day laborer stop in Queens (one of the largest in the nation), and is coordinating a state wide campaign against employment agency fraud; thus tackling problems that immigrant workers face when looking for work as well when they are working.

A member of the National Day Laborers Organizing Network (NDLON) and the National Domestic Workers Alliance (NDWA), NICE seeks to build power for low-wage workers through coalition, political education and political action.



Coalition for Hispanic Family Services

The Coalition for Hispanic Family Services, established in 1990 provides services to Latino children and families and other populations in communities where significant numbers of families live below the poverty level. The Coalition's programs address family needs comprehensively and within a cultural context, with the goal of moving them towards self-reliance. CHFS offers an array of family services.



VI. Workforce Challenges Faced by the Latino Community

Community based organizations and worker centers have been supporting low wage workers connect to the labor market over the years but their role as labor market organizations and as part of the workforce system has been minimized in favor of investments in larger intermediaries and community colleges. And, while there is a seemingly vast array of services and programs offered by New York City's workforce development system, discussions with actors in the field suggest that Latinos trying to access the workforce development system encounter a number of concrete challenges,³¹ which can be divided into barriers faced by the populations needing workforce services and the challenges faced by the non-profit organizations trying to provide services to these populations.



Barriers Faced by the Populations Needing Workforce Services

Underserved populations, and Latinos in particular, face several challenges accessing workforce development services. These persons may lack information about training opportunities because of difficulties presented by the location of information providers or the manner or language in which the information is supplied. In addition, they may fear accessing public programs, services, and systems due to intimidating bureaucracies or lack of proper documentation. For immigrants from places where workforce development does not exist or operates very differently, a lack of familiarity with workforce training and career-related information may also be an

obstacle to accessing services. Immigrants may also have difficulty accessing system entry points, as offices are often in government buildings that may not make immigrants feel welcomed or give them a sense that the services being offered are designed for them. Additional challenges include barriers related to eligibility requirements for particular workforce programs and services; scheduling, time availability, child care, and transportation-related challenges that make it hard for people, from a logistic and cost perspective, to regularly access needed services and programs; and challenges related to working with populations with multiple obstacles, needs, and barriers to employment.

³¹ Osterman, Paul and Beth Shulman. 2011. *Good jobs America: Making work pay better for everyone*. New York, NY: Russell Sage Foundation.

Challenges Faced by the Organizations Providing Workforce Services

Latino serving and related organizations providing workforce development services also face obstacles in delivering these services to needy populations, including immigrants. These obstacles may include the following:

- unclear program guidelines and complex operating rules and requirements;
- inadequate provision of information about specific policy and funding initiatives and opportunities so that groups often are not aware of funding opportunities for particular services;
- multiple funding streams and complicated reporting requirements, which place onerous record-keeping and reporting requirement on grassroots organizations working with small staffs and serving marginalized populations;
- a lack of coverage for certain client needs in reimbursed services leading to incomplete and more difficult service provision strategies (clients often need access to several different types or categories of services but workforce programs are mostly funded to provide a limited set of training services and supports);

- limited staff training within non-profit service providers on the many facets and functions of social service and program work with vulnerable populations;
- discontinuities in service provision due to termination of program and funding streams; and
- challenges of developing and sustaining employer engagement.

Government is the main enabler and funder of the workforce system and it has the responsibility to develop effective practices, policies and programs that reach populations that need workforce services.³² Workforce policy makers have the responsibility to manage the multiplicity of interests, dependencies, departments, stakeholders, and components that make up the workforce development system and develop strategies that help align interests and build consensus. Government also has the responsibility to engage with the business sector to ensure that the operations and outcomes of the workforce system serve the interests of businesses and workers.

In addition to government policy makers, the complex and diverse non-profit sector and Latino serving organizations are the main agent for systemic change in the workforce development system. Foundations, social and employment service providers, and advocacy groups in particular are in a unique position to propose reforms and steer workforce development policies and programs to more effectively serve needy populations. Over the last decade a number of organizations and networks have collaborated to develop policies that support low-wage workers and have continued to move the field forward. These emerging national networks are anchored in key cities like New York and include national research and policy organizations,³³ national human and social services groups,³⁴ constituency based organizations and networks,³⁵ and local/regional organizations with national reach.³⁶

³² Cordero-Guzmán, Héctor. 2005. Community-based organizations and migration in New York City. *Journal of Ethnic and Migration Studies* 31 (5): 889-909; Gleeson, Shannon. 2010.

³³ These include the Economic Policy Institute (EPI), The National Employment Law Project (NELP), Corporation for a Skilled Workforce, and the Center for Law and Social Policy (CLASP).

³⁴ These include SEEDCO, and Jobs for the Future (JFF).

³⁵ Like the National Skills Coalition (NSC), EARN Network, National Network of Sector Partners (NNSP), Partnership for Working Families, Working America, the Urban League, the National Council for La Raza (NCLR).

³⁶ Such as the Los Angeles Alliance for a New Economy (LAANE), Make the Road New York, Casa Maryland, Casa Latina in Seattle, Workers Defense Project in Texas; Hispanic Resource Center (NY); The Hispanic Federation (NY).

Reshaping New York City's Workforce Development System to Better Serve the Latino Community

The main lesson for local governments seeking to improve their workforce systems is that in order to reduce low-wage exploitation, prevent workers from falling further into poverty, and to support their progress in their workplace, there is a need to develop strategies that go beyond the reach of traditional workforce systems. Since it is unlikely that existing systems can grow sufficiently to encompass the needs of these workers, solutions such as those implemented by community-based organizations and worker centers and increasing collaborations with them provide important opportunities to develop key strategic partnerships that can support the needs of various stakeholders. The key challenge is to expand the reach of the workforce system by expanding the populations targeted and served, increasing the type and numbers of activities supported, increase the number of entry points into the workforce system, and increase coordination, cooperation and collaboration among various system actors and stakeholders including supporting the evolving activities of worker centers and worker center networks.

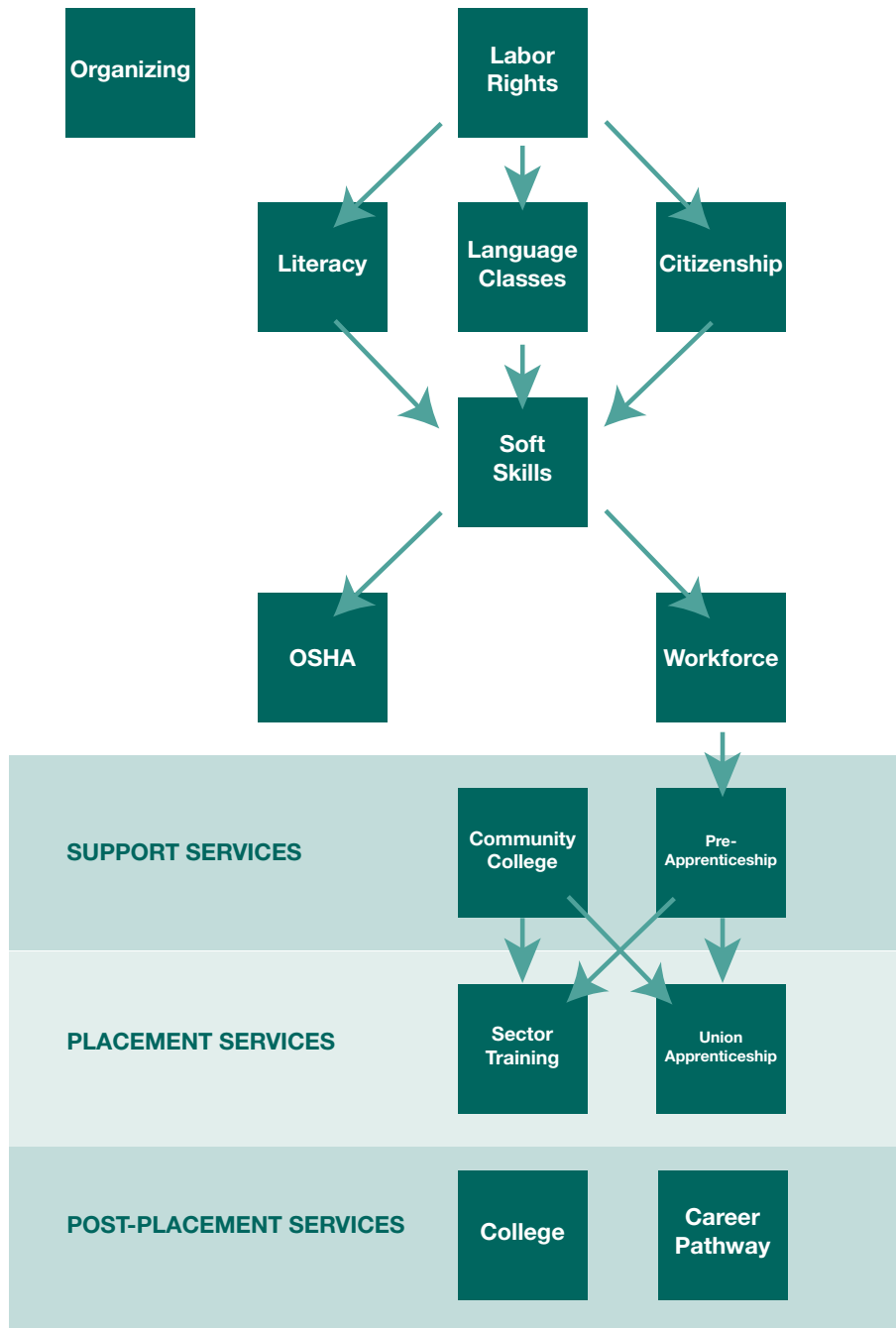
1 Expanding Populations Served

The workforce development system provides services to populations that are connected with the criminal justice system including those re-entering the workforce and populations that are eligible or participate in social assistance programs for low-income families. In addition, the system in New York City also deals with unemployed workers including experienced workers that have been laid off or that are seeking to re-enter the labor force and those seeking to enter the labor force as new entrants.

The workforce system, however, has not been effective in reaching populations that are out of labor force, including dropouts and discouraged workers. Latinos and immigrants have also faced challenges accessing workforce services due to a range of language, culture, and other challenges. New immigrants have a difficult

time with eligibility for services and have many challenges getting access to training and related resources. Lastly, marginalized workers such as day laborers, workers in the food sector, domestic workers, and a range of others do not receive the kind of support that is needed to improve their skills and increase the quality and quantity of their connections to the labor force. The workforce system needs to develop more effective strategies to connect to more marginalized populations and working with community-based organizations and worker centers is an effective way to build those connections and pathways into the workforce system and labor market.

The Role of Community Based Organizations in the Workforce Development System



2 Expanding Activities

The workforce system as experienced by Latinos, immigrants and other low wage populations feels fractured, distant, inaccessible and designed for others. This is partly due to the fact that the organizations that provide access and entry into the system often feel impersonal and do not have much experience working with these populations but also because there is not a comprehensive approach to needed services. The figure to the left presents a comprehensive approach to service provision that covers the main services needed by low wage populations including outreach and organizing to connect workers to services; worker assessment and shape up in order to connect to adult education, literacy, language classes and citizenship services; information and education on worker rights and enforcement; training in job seeking techniques and soft skills; training in occupational safety and health; skills based training for particular jobs, occupations and industries; access to pre-apprenticeship programs and community college based certificates and training; access to community colleges as a door into higher education including associate degrees; pathways into four year colleges and degrees; connections to career pathways and opportunities to connect to apprenticeships and union jobs.

Worker outreach, engagement and organizing are the first of many steps in the workforce development pathway. With organizing comes identification of a specific populations and challenges,

contact and engagement of a specific target group and the building of a base of community leaders. These leaders are further developed through civics classes and leadership education. Organizing and community outreach leads to more effective worker advocacy and increased enforcement of labor rights. These rights can be achieved by working with OSHA for increased occupational health and safety, and by establishing worker clinics which strengthen the protection of worker rights.

In addition to on-site worker clinics and increased exposure and education on labor rights, worker populations need to gain access to literacy training, language classes and pathways to citizenship. These services allow workers to increase their soft skills and better engage with the formal workforce system. Connecting to the formal workforce development system allows workers pathways to needed services such as pre-apprenticeship programs that may lead to formal union apprenticeships or to sector-specific training programs. The workforce development system also needs to build pathways that connect workers to community colleges. Effective connections and access to community colleges and pre-apprenticeship programs must then lead to placement services in sector-specific training and/or union apprenticeships. With adequate post-placement supports, workers may then continue to seek training leading to a four-year college or an upwardly mobile career pathway.

3 Focus on Worker-Based Activities

The worker support dimension is essential in the way it connects community based organizations and worker centers to their members, constituencies, and communities. Some worker-centered and CBO activities that have been developed and need to be supported by a more expansive and effective workforce system include:

- Strategies to enhance and increase member recruitment.
- Support for identifying specific training needs of workers and best approaches and ways to deliver those training services to marginalized workers.
- Development of strategies and programs to provide adult literacy, education, human capital building, and training services and programs for workers including the use of popular education, contextual language learning, literacy, and related pedagogical tools and materials.
- Training in occupational health and safety including support for training approved by the Occupational Health and Safety Administration (OSHA) on proper use of work equipment, safety procedures, how to identify potential safety hazards, and workplace health issues.
- Building opportunities for worker organizations to acquire federal government resources for training.
- Developing training programs and opportunities for workers to connect to career ladders in a range of sectors.
- Labor market intermediation and support in job placement.
- Support for research and other activities that investigate the challenges faced by marginalized workers in accessing existing career ladders.
- Strategies to improve wage enforcement and worker rights including the development of relations with state departments of labor investigative and enforcement teams.
- Leader identification and training, leadership development, and organizational change management to support the development of the next generation of organization leaders, organizers, advocates and service providers.
- Strategies to understand the key industries where workers concentrate and activities to engage and better understand the needs of employers in these sectors.
- Stronger networks between community based groups and organized labor, specialized training providers and community colleges in order to develop connections and opportunities for workers associated with worker centers to participate in training and in the education, work and career pathway opportunities offered by these institutions.



4 Improving Quality of Services

Contact with workers, case management, a vibrant referral system, more effective human resource management, access to and use of best practices, and evidence based programing are central to improving the quality of workforce development services and programs. The workforce development system needs to recognize the central role played by community based organizations and worker centers and needs to support the expansion of key non-profit CBO activities including:

• Information and Transparency Function/Initiatives

Many low-wage immigrant workers are beyond the reach of formal training and skills programs, and are likely to be unfamiliar with options for protecting their workplace rights. Initiatives to make information about education, skills, and workplace rights more readily available, and to tailor it to particular industry conditions and practices, are therefore imperative to achieving the overarching goals of education and skills programs – helping individuals become self-sufficient and make the most of their human capital.

• Support for Easy to Access Basic Services, Goal-setting, and Systems Navigation

Lack of proficiency in the host-country language (all-too common for adults in low-wage occupations) is a barrier to economic advancement and prevents integration. Yet many immigrants shun formal classroom settings because of difficulty navigating bureaucracies, distance from their neighborhood, scheduling of class time during work hours, and lack of relevance of instruction materials and methods provided to their workplace needs. As these workers feel more comfortable and at ease interacting with CBOs and worker centers, there is scope for these to act as an on-ramp into other more formal systems. For example, they might provide assessment of underlying education and language skills, orient workers to industry pathways/ assist in goal-setting, and provide vocational language or other basic instruction. A particular focus should be on closing the “digital divide,” since many immigrants could benefit from online learning resources.

• Focus on Second-Language Learning Needs

Few if any countries are satisfied with their approach to the needs of second-language learners. Scale and effectiveness are generally very limited, so technological innovations that support “anytime-anywhere” learning, along with research to guide best practice, are badly needed. From an anti-poverty perspective, in many industries and geographic locations, facilitating language acquisition and navigation in the host-country language is essential for social or economic mobility. CBOs are closest to the community and need to be engaged in order for service providers to understand language needs in different occupations and how best to structure and deliver services, to create economies of scale for distribution, and for reaching marginalized populations with service and program innovations.

• Identification and Action to Address Gaps in Labor Law Protections

Many low-wage immigrant workers toil in informal sectors that are not well-protected by traditional labor laws and where enforcement of existing laws is, by definition, quite weak. CBOs and worker centers have been very successful in identifying gaps in labor law protections (e.g. abuse of contingent worker classification in the United States), creating innovative approaches to organizing workers and/or negotiating changes in wages and working conditions (various campaigns against low-road employers/industries), and in some cases achieving new legal protections and policy changes (unpaid wage laws, or the NYC domestic worker law).

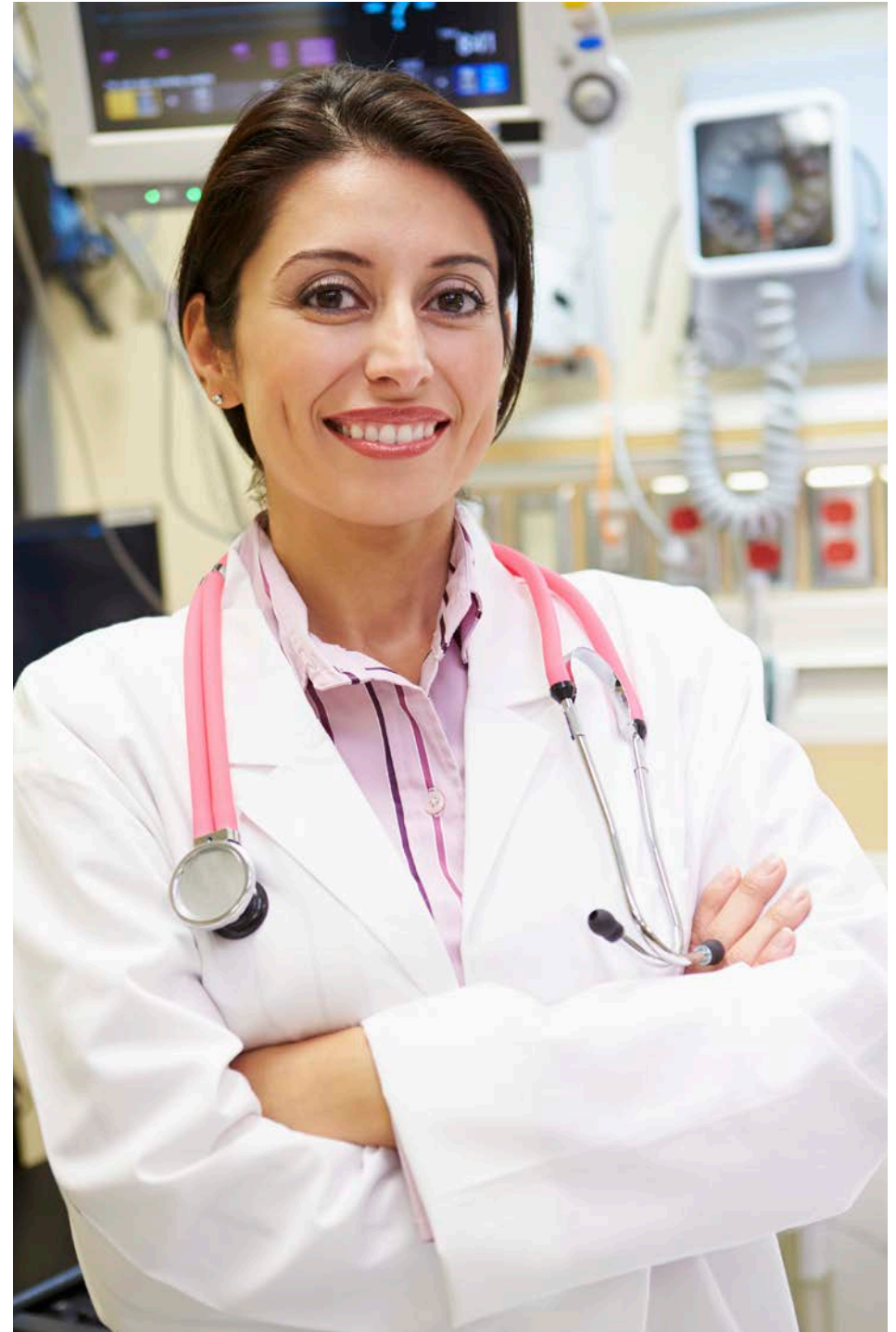
These all result in better use of the human capital and skills of immigrant workers and allow them to get a fair return on their labor—which is critical to their social and economic integration.

5 Improving Workforce Development System Coherence, Performance and Effectiveness

One of the key challenges to Latino workers, organizations and communities is to increase the responsiveness and effectiveness of the workforce development system. Accomplishing this is hard because it involves coordination between a range of institutions, strategies and stakeholders. Progress on workforce system coherence, performance and effectiveness can be examined by moving towards clear goals and looking at a number of indicators.

Some of the key system level changes and potential indicators include:

- increased cooperation, coordination and collaboration among stakeholders on workforce development programs and policy as demonstrated in established practices in their programs;
- improved organizational capacity of local workforce development partnerships and networks that demonstrate the capacity for increased funding, more diverse funding streams, and more stable funding sources;
- increased responsiveness to the needs and characteristics of workers (demonstrated by increased number of inquiries and enrollment in programs) and their multiple learning needs and styles (demonstrated by increased retention in programs);
- an ability to identify and reduce barriers to employment (demonstrated by the use of assessment tools and data collection);
- the capacity to connect workers to the needed support services (as demonstrated by case management, identification of other service needs, and referrals);
- responsiveness to the work environment and the needs of employers (as measured by employer satisfaction with trainees and increased use of training programs);
- use of the most adequate technologies and instruction methods (exemplified by the presence and use of tools, equipment and supplies that resemble those found in the workplace); and
- expanded services for more marginalized and disadvantaged groups particularly Latino populations.



Strategies to Improve Job Quality

Some of the key job quality and employer based approaches include:

A Wage policies like minimum wage laws, living wage ordinances, and wage subsidy programs for low-wage workers. These policies are designed to enhance worker income but have often been found to have positive effects on employers including increased productivity, reduced turnover and increased workforce stability

B Employer-focused training including customized training programs or subsidies that are based at employer sites or designed according to employer requests

C Employer-sponsored benefits including subsidized health insurance, paid sick or vacation leave, and more expansive benefits like employer-assisted housing

D Hiring incentives such as the Work Opportunity Tax Credit (WOTC) and the federal bonding program that provide tax credits or other incentives to ex-offenders, persons transitioning out of TANF, and workers with other barriers to employment including history of substance abuse and related challenges

6 Employer-Based Activities and Focus on Job Quality

In addition to a focus on workers, city workforce and economic development policies need to focus on small, medium and large firms and employers, community development policies, the appropriate use of subsidies, and on the development of small and micro-enterprise at the community level. Work with employers tends to focus on employer recruiting; understanding and managing hiring needs, policies, and practices; supporting in the negotiation of wages and benefits; and connecting to advancement opportunities and career ladders.

In order to increase access to training, improve job quality, and improve the livelihoods of low-wage workers, many community based organizations, worker centers and worker center networks have developed a range of strategies designed to work more closely with employers. Many of the worker center networks have been developing “high-road” strategies³⁷ for their industries. The development of these approaches is complex and varies between the construction sector, restaurant industry, home care, and other industries. There is a need not only to know more about what the high road is, but also to help workers and employers distinguish between high-road, medium-road, and low-road firms. To do this, workers, employers, and customers must be educated about the criteria and data that are used to determine, and potentially certify, the employers and establishments that maintain high-road practices and identify those that do not. There is also a need to know more about the internal (or worker-driven) motivations, such as higher worker productivity or better customer service, versus external (or customer/market) driven motivations for adopting and operating in the high road.

The use of collaborative approaches with employers is showing some promise and helping build a new model of worker and employer engagement with implications for a range of low wage sectors and industries and has raised questions about the balance that is needed between incentives and penalties in order to improve working conditions and reduce the extent and rate of labor violations that is endemic in many in low wage sectors of the New York City economy.

37 “High-road” employers are considered those that pay living wages, provide benefits (such as health insurance, paid sick days, family leave and others) and provide training and upward mobility opportunities for their workers. See Bernhardt, Annette, Heather Boushey, Laura Dresser, and Chris Tilly. 2008. *The gloves-off economy: Workplace standards at the bottom of America's labor market*. Ithaca, NY: ILR Press



Employer Based Policies and Strategies

Some of the strategies community based organization and worker centers have developed to focus on employers and improve working conditions and job quality include:

- Understanding and articulating the needs of employers particularly around labor needs and management of workers.
- Developing training protocols and curriculum in particular industries and workplaces.
- Supporting the identification and development of career ladders within and across firms
- Support for training and education in occupational safety and health.
- Support for the identification and diffusion of best employer practices with workers and work promoting high road employers.
- Human resource management, labor procurement, and the establishment of promotion regimes in firms.

Recommendations for Improving the Workforce Development System for Latinos in New York City

Over the last few years a number of groups, including the Hispanic Federation, have offered recommendations designed to address the many challenges faced by Latinos, immigrants and others seeking to connect to the workforce system in order to receive a range of employment, training and placement services. The Hispanic Federation prepared a report in 2010 titled *Futures in the Balance: Meeting the Workforce Development Needs of Latinos in New York City*³⁸ that included a number of recommendations for improving Latino access to New York City's Workforce System and *La Gran Manzana (2013)* that outlined a policy agenda for the Latino community in New York City. More recently, in 2013, the New York City Workforce Strategy Group, of which the Hispanic Federation is a member, prepared a report on *Re-envisioning the New York City Workforce System*³⁹ that also includes a range of recommendations for government policy makers and funders on how to improve the effectiveness and efficiency of the workforce system in New York City for Latinos. The recommendations below follow on these reports in addition to recent conversations with organizations and policy makers.

1 Operational System Changes

The Hispanic Federation members endorse the recommendations made by the *Meeting the Workforce Development Needs of Latinos in New York City* task force suggesting the appointment of a single point person to coordinate all workforce resources and the appointment of a stakeholder-based Council of Workforce Advisors to support the more effective management and coordination of workforce system resources and programs. In addition, the report recommends: a) common set of labor-market metrics, b) uniform assessment tool for jobseekers; and c) a universal data system that would help track and monitor public, philanthropic and other workforce investments. In addition, Hispanic Federation stakeholders recommended that funding streams are more consistent and set up to address longer term demands and outcomes not just short term placements. Stakeholders recommended increasing professionalization of the human resources that work in workforce development and more training for job developers and other workforce personnel.

2 Relationship between Workforce and CBOS

Community-based groups, organizations, and training providers have accumulated significant experience and expertise working with Latino and immigrant populations and should play a central role in supporting policymakers to manage labor market changes, economic needs, and demographic realities and in aligning the City's immigration policy to the realities of immigration and the experiences of immigrants. Community-based organizations should be actively supported to be the entry point for workforce development services for Latinos as they are trusted and knowledgeable community institutions that are better able to understand the specific needs of various segments of the population and more effectively manage resources, programs and referrals at the local level.

³⁸ Retrieved from <http://www.hispanicfederation.org/images/pdf/reports/futuresinbalance.pdf>

³⁹ Retrieved from <http://www.reenvisionworknyc.org/>

3 Intermediary Institutions—Relations with Community Colleges

The Hispanic Federation members endorse the recommendations made by the *Meeting the Workforce Development Needs of Latinos in New York City* task force suggesting the activation of a “network of nonprofit workforce intermediaries across the city—some sectoral, focused on a particular industry or cluster of occupations; some constituent-based, organized to serve a particular category of jobseekers; and some geographic, targeted within a particular section of the city.”

Supporting the work and development of skilled intermediaries (or locally based networks) is essential to:

- coordinate and secure public and private resources and funding;
- support the incubation and identification of best program and organizational practices on connecting workers to the labor market, placement in jobs, training for workers in low wage jobs, connections to skill building and mobility opportunities, and placement and persistence in career ladders;
- coordinating the availability and provision of other support services;
- providing logistic and programmatic support to CBOs, community colleges, employers, funders, government entities, training providers and labor unions and other key actors in the workforce development system; and
- supporting the development, diffusion and implementation of more effective workforce development programs and practices through established workforce development networks. The types of activities that are likely to be conducted include network development, strategic analysis, research including program evaluation and best practices, practitioner and policy maker collaborations, and experimental service and program interventions.

4 Service Integration across Service Silos

The needs for immigration related services, adult education, ESL classes, and a range of other workforce development and human capital building services are very high in the Latino community but services are offered sporadically, across a range of organizations and service providers, and are of varying quality and impact. The Hispanic Federation members support the recommendation of the *Meeting the Workforce Development Needs of Latinos in New York City* task force suggesting: “A continuum of coordinated services and the underlying infrastructure necessary to ensure “no wrong door” accessibility for both businesses and jobseekers.” But stakeholders also suggested better integration of services across service domains and silos and an emphasis on long term-metrics for success including career development and advancement and placement in living wage jobs not just rapid placement into low wage jobs. Support for assessment and case management services is essential as is developing a web of services and networks with strong coverage across the city and referral possibilities. System stakeholders should seek to support the diffusion and adoption of best practices by trade groups, community colleges and educational institutions, training providers, worker centers, federal, state and local government related entities and associations, policy organizations, funders and foundations, and other civil society and non-profit organizations.



5**More Synergy Between Economic and Workforce Development**

Hispanic Federation members recommend that the City seek out additional synergies between support for small and medium-sized businesses, economic development strategies at the local level, and workforce development. There was strong support among Hispanic Federation members for continued emphasis on sector based training and approaches but a desire to augment these with programs that link those who complete training with access to career ladders. Members also wanted more focus by Workforce1 Centers not just on short term employment goals but also on longer term training, job quality and more comprehensive supports for workers.

As Mayor Bill de Blasio assembles a new team of policy makers he has taken the right first set of steps by soliciting and listening to the voices of a diverse set of New Yorkers. The next steps for the team should be to develop and support the kinds of labor market, employment, and workforce development policies that will be inclusive, support the Latino population, improve the lives of average New Yorkers, and increase access to the ladders of opportunity that New York City has provided to many generations before.

40 For evidence from San Francisco see Reich, Jacobs and Dietz (2014).

6**Cordination with Private Funders and Leveraging Investments**

Hispanic Federation members recommend that private funders invest more systematically in Latino workforce development initiatives and this is consistent with the recommendations in the *Meeting the Workforce Development Needs of Latinos in New York City* report for “A more formal philanthropic-mayoral partnership” on workforce development investments and programs.

New Yorkers support progressive labor market and community economic development policies (see Baruch Poll 2011) and evidence from other cities⁴⁰ suggests that their implementation leads to sustained economic and job growth. New Yorkers understand that when more people get a fair shot and have access to opportunity we are all better off.



B.

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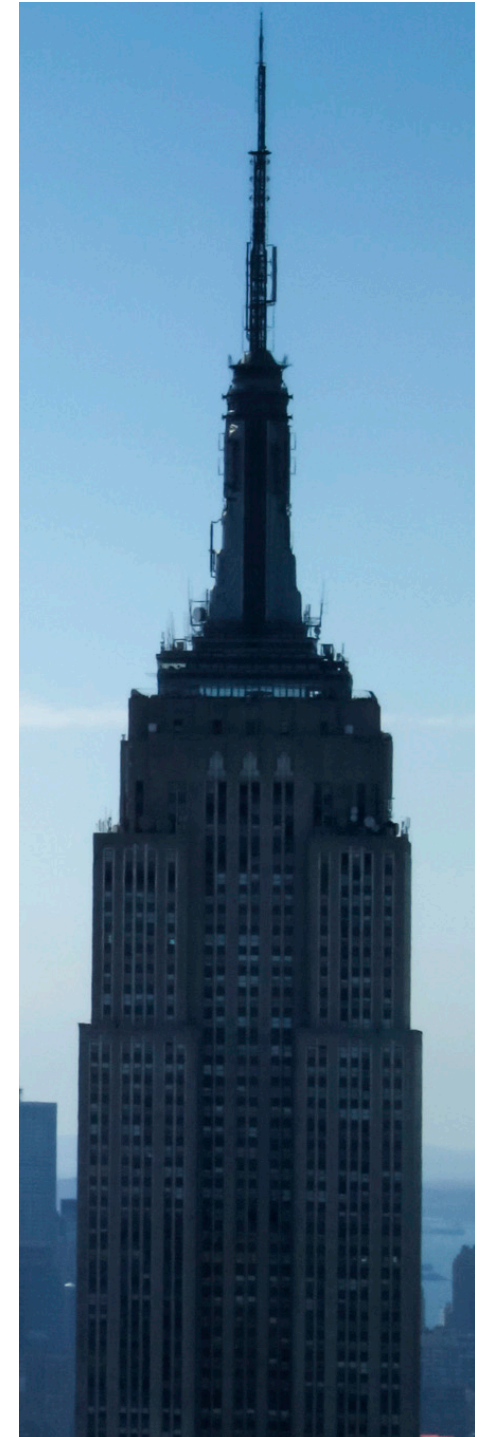
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C.

Data Referenced

Population in New York City by Race/Ethnicity

	RACE/ETHNICITY	FREQUENCY	PERCENT OF TOTAL	VALID %	CUMULATIVE %
VALID	White	2,725,268	33.2%	33.2%	33.2%
	Black	1,881,656	23.0%	23.0%	56.2%
	Native American	14,319	.2%	.2%	56.4%
	Asian	1,048,604	12.8%	12.8%	69.2%
	Other	185,134	2.3%	2.3%	71.4%
	Hispanic	2,343,412	28.6%	100.0%	100.0%
	Puerto Rican	751,500	9.20%	32.10%	
	Dominican	604,444	7.40%	25.80%	
	Mexican	311,527	3.80%	13.30%	
	Ecuadorian	193,539	2.40%	8.30%	
	Colombian	101,858	1.20%	4.30%	
	Honduran	48,478	0.60%	2.10%	
	Salvadoran	47,028	0.60%	2.00%	
	Peruvian	41,471	0.50%	1.80%	
	Cuban	39,646	0.50%	1.70%	
	Guatemalan	29,343	0.40%	1.30%	
	Panamanian	24,642	0.30%	1.10%	
	Spaniard	20,244	0.20%	0.90%	
	Argentinean	15,216	0.20%	0.60%	
	Venezuelan	11,447	0.10%	0.50%	
Nicaraguan	10,377	0.10%	0.40%		
Costa Rican	7,330	0.10%	0.30%		
Chilean	7,977	0.10%	0.30%		
Bolivian	4,651	0.10%	0.20%		
Other Central American	2,185	0.00%	0.10%		
Paraguayan	2,585	0.00%	0.10%		
Uruguayan	2,959	0.00%	0.10%		
Other South American	3,192	0.00%	0.10%		
All Other Spanish-Hispanic-Latino	61,773	.8%	2.6%		
TOTAL	8,198,393	100.0%	100.0%		

Source: American Community Survey (5 years, 2008-2012).

Working Age Population (Ages 16-64) in New York City by Race/Ethnicity

	RACE/ETHNICITY	FREQUENCY	PERCENT OF TOTAL	VALID %	CUMULATIVE %
VALID	White	1,856,189	33.0%	33.0%	33.0%
	Black	1,275,026	22.7%	22.7%	55.6%
	Native American	10,146	.2%	.2%	55.8%
	Asian	773,424	13.7%	13.7%	69.5%
	Other	122,101	2.2%	2.2%	71.7%
	Hispanic	1,592,248	28.3%	28.3%	100.0%
	Puerto Rican	486,518	8.60%	30.60%	
	Dominican	415,557	7.40%	26.10%	
	Mexican	213,102	3.80%	13.40%	
	Ecuadorian	138,177	2.50%	8.70%	
	Colombian	74,198	1.30%	4.70%	
	Honduran	34,703	0.60%	2.20%	
	Salvadoran	33,963	0.60%	2.10%	
	Peruvian	29,663	0.50%	1.90%	
	Cuban	25,719	0.50%	1.60%	
	Guatemalan	22,815	0.40%	1.40%	
	Panamanian	16,932	0.30%	1.10%	
	Spaniard	13,276	0.20%	0.80%	
	Argentinean	10,022	0.20%	0.60%	
	Venezuelan	8,856	0.20%	0.60%	
Nicaraguan	7,764	0.10%	0.50%		
Chilean	5,647	0.10%	0.40%		
Costa Rican	5,300	0.10%	0.30%		
Bolivian	3,506	0.10%	0.20%		
Other Central American	1,583	0.00%	0.10%		
Paraguayan	1,810	0.00%	0.10%		
Uruguayan	1,951	0.00%	0.10%		
Other South American	2,273	0.00%	0.10%		
All Other Spanish-Hispanic-Latino	38,913	.7%	2.4%		
TOTAL	5,629,134	100.0%	100.0%		

Source: American Community Survey (5 years, 2008-2012).

Citizenship by Race/Ethnicity for Population Ages 16-64 in New York City

CITIZENSHIP		RACE/ETHNICITY						TOTAL
		WHITE	BLACK	NATIVE AMERICAN	ASIAN	OTHER	HISPANIC	
BORN IN THE U.S	Count	1,378,213	759,113	7,452	130,061	53,771	625,560	2,954,170
	% within Race/Ethnicity	74.2%	59.5%	73.4%	16.8%	44.0%	39.3%	52.5%
BORN IN PUERTO RICO, GUAM, U.S. VIRGIN ISLANDS, OR NORTHERN MARIANAS	Count	831	5,592	154	632	500	134,146	141,855
	% within Race/Ethnicity	.0%	.4%	1.5%	.1%	.4%	8.4%	2.5%
BORN ABROAD OF AMERICAN PARENTS	Count	23,432	10,067	66	8,170	2,428	14,138	58,301
	% within Race/Ethnicity	1.3%	.8%	.7%	1.1%	2.0%	.9%	1.0%
U.S. CITIZEN BY NATURALIZATION	Count	258,160	280,362	974	326,199	37,441	297,142	1,200,278
	% within Race/Ethnicity	13.9%	22.0%	9.6%	42.2%	30.7%	18.7%	21.3%
NOT A CITIZEN	Count	195,553	219,892	1,500	308,362	27,961	521,262	1,274,530
	% within Race/Ethnicity	10.5%	17.2%	14.8%	39.9%	22.9%	32.7%	22.6%
TOTAL	COUNT	1,856,189	1,275,026	10,146	773,424	122,101	1,592,248	5,629,134
	% WITHIN RACE/ETHNICITY	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: American Community Survey (5 years, 2008-2012).

English Ability by Race/Ethnicity for Working Age Population (Ages 16-64) in New York City

ENGLISH ABILITY		RACE/ETHNICITY						TOTAL
		WHITE	BLACK	NATIVE AMERICAN	ASIAN	OTHER	HISPANIC	
ONLY ENGLISH	Count	1,305,388	1,071,510	8,347	131,889	89,553	213,333	2,820,020
	% within Race/Ethnicity	70.3%	84.0%	82.3%	17.1%	73.3%	13.4%	50.1%
VERY WELL	Count	351,676	130,016	1,474	268,993	19,373	691,911	1,463,443
	% within Race/Ethnicity	18.9%	10.2%	14.5%	34.8%	15.9%	43.5%	26.0%
WELL	Count	133,582	48,794	173	165,999	8,250	264,418	621,216
	% within Race/Ethnicity	7.2%	3.8%	1.7%	21.5%	6.8%	16.6%	11.0%
NOT WELL	Count	56,689	22,563	103	144,907	3,712	302,975	530,949
	% within Race/Ethnicity	3.1%	1.8%	1.0%	18.7%	3.0%	19.0%	9.4%
NOT AT ALL	Count	8,854	2,143	49	61,636	1,213	119,611	193,506
	% within Race/Ethnicity	.5%	.2%	.5%	8.0%	1.0%	7.5%	3.4%
TOTAL	COUNT	1,856,189	1,275,026	10,146	773,424	122,101	1,592,248	5,629,134
	% WITHIN RACE/ETHNICITY	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: American Community Survey (5 years, 2008-2012).

Employment in New York City by Sector

SECTOR	JOBS IN 1,000s			% CHANGE	
	OCT 2013	SEP 2013	OCT 2012	1 YEAR	1 MONTH
Health Care and Social Assistance	627.7	620.3	604.3	3.9%	1.2%
Professional, Scientific, and Technical Services	361.6	358.2	350.7	3.1%	0.9%
Retail Trade	339.1	334.9	328.8	3.1%	1.3%
Accommodation and Food Services	304.5	304.8	295.2	3.2%	-0.1%
Wholesale Trade	146.4	145.4	140.2	4.4%	0.7%
Other Services	178.7	176.2	174.0	2.7%	1.4%
Finance and Insurance	322.7	321.6	319.2	1.1%	0.3%
Real Estate and Rental and Leasing	119.4	117.8	117.5	1.6%	1.4%
Arts, Entertainment, and Recreation	74.9	77.0	73.1	2.5%	-2.7%
Administrative and Support & Waste Management	214.8	213.1	213.5	0.6%	0.8%
Construction and Mining	119.1	121.3	118.9	0.2%	-1.8%
Educational Services	210.2	210.2	210.2	0.0%	0.0%
Utilities	15.0	15.2	15.1	-0.7%	-1.3%
Management of Companies	63.6	63.0	64.8	-1.9%	1.0%
Information	177.2	176.1	178.7	-0.8%	0.6%
Manufacturing	76.8	76.7	78.3	-1.9%	0.1%
Transportation and Warehousing	105.8	106.3	107.5	-1.6%	-0.5%
Government	542.4	537.7	546.2	-0.7%	0.9%
Goods Producing	195.9	198.0	197.2	-0.7%	-1.1%
Service Providing	3,804.0	3,763.5	3,723.7	2.2%	1.1%
Private Service Providing	3,261.6	3,225.8	3,177.5	2.6%	1.1%
Subtotal Private	3,457.5	3,423.8	3,374.7	2.5%	1.0%
TOTAL	3,999.9	3,961.5	3,920.9	2.0%	1.0%

Source: http://www.nyc.gov/html/ohcd/downloads/pdf/oct_2013_providers_jobs_report.pdf

Employment Status by Race/Ethnicity for Working Age Population (Ages 16-64) in New York City

EMPLOYMENT STATUS RECODE		RACE/ETHNICITY						
		WHITE	BLACK	NATIVE AMERICAN	ASIAN	OTHER	HISPANIC	TOTAL
CIVILIAN EMPLOYED, AT WORK	Count	1,291,402	751,522	5,028	488,110	76,161	937,779	3,550,002
	% within Race/Ethnicity	69.6%	58.9%	49.6%	63.1%	62.4%	58.9%	63.1%
CIVILIAN EMPLOYED, WITH A JOB BUT NOT AT WORK	Count	27,246	22,409	70	11,146	1,984	26,366	89,221
	% within Race/Ethnicity	1.5%	1.8%	.7%	1.4%	1.6%	1.7%	1.6%
UNEMPLOYED	Count	99,674	124,552	1,164	46,340	9,766	133,124	414,620
	% within Race/Ethnicity	5.4%	9.8%	11.5%	6.0%	8.0%	8.4%	7.4%
ARMED FORCES, AT WORK	Count	1,154	797	0	251	168	1,128	3,498
	% within Race/Ethnicity	.1%	.1%	0.0%	.0%	.1%	.1%	.1%
ARMED FORCES, WITH A JOB BUT NOT AT WORK	Count	0	0	0	0	0	42	42
	% within Race/Ethnicity	0.0%	0.0%	0.0%	0.0%	0.0%	.0%	.0%
NOT IN LABOR FORCE	Count	436,713	375,746	3,884	227,577	34,022	493,809	1,571,751
	% within Race/Ethnicity	23.5%	29.5%	38.3%	29.4%	27.9%	31.0%	27.9%
TOTAL	COUNT	1,856,189	1,275,026	10,146	773,424	122,101	1,592,248	5,629,134
	% WITHIN RACE/ETHNICITY	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: American Community Survey (5 years, 2008-2012).

For more information or to get involved please contact:



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