Race Equity in Workforce Development
A Survey of Attitudes
NAWB represents approximately 550 Workforce Development Boards and their 12,000+ business members that coordinate and leverage workforce strategies with education and economic development stakeholders within their local communities, to ensure that state and local workforce development and job training programs meet the needs of employers.

These investments in workforce development create a comprehensive system to provide America with a highly skilled workforce that competes in the global economy.

NAWB is the only association that advocates for Workforce Development Boards. NAWB works closely with policy makers in Washington, DC to inform national strategy as it relates to WDBs and our partners in education, economic development, labor and business.
Race Equity in Workforce Development

A Survey of Attitudes

Prepared on behalf of NAWB by Makada Henry-Nickie, Brookings Institution

Makada Henry-Nickie is a fellow in Governance Studies at the Brookings Institution. Her career and research have focused on expanding equitable access to responsible credit and promoting policies that advance inclusive economic opportunities for disadvantaged families and low-income communities.
The Challenge

Economic turbulence has finally begun to subside after months of extraordinary federal stimulus plans and an ambitious COVID vaccine campaign. The U.S. economy grew 6.4% in the first quarter of 2021 as business establishments reopened, signaling a return to normal. Unfortunately, the economic recovery is far from inclusive—especially for the 9.7 million unemployed and 6.9 million who remain sidelined and uncounted in the U.S. workforce.

The COVID pandemic and racial justice protests exposed a vastly unequal America—an uncomfortable reminder of decades-long, widespread social inequality that has repressed minorities’ economic mobility and ensured their over-representation among the unemployed. This unfortunate tragedy is germane to Blacks, Hispanics, and Indigenous American communities, who were hit hard by the pandemic and left behind in the nascent recovery. More than a year into the devastating COVID crisis, low-wage Black and Hispanic workers who are struggling to regain their footing face a number of hurdles: alarming food insecurity, housing precarity, and nearly double-digit unemployment. As of June 2021, for example, the unemployment rate of Black men was nearly twice that of white men: 9.1% vs. 5.1%.

The post-COVID recovery is a reconstituted blueprint of economic exclusion, one clearly drawn across racial, ethnic, and gender lines. Beyond falling behind in employment recovery, structural instabilities underpin minority workers’ employment challenges. According to a recent Gallup Jobs Quality survey, 1 in 4 Hispanic workers who managed to hold on to their jobs during the pandemic reported working in substandard-quality settings featuring unpredictable pay, unhealthy environments, and insecure work. Chronic overrepresentation of minority workers in low-quality jobs profoundly limits our ability to build a strong, inclusive economy: Citigroup estimated that racialized wage gaps cost the U.S. a staggering $2.7 trillion in lost income to invest in wealth building.

The economic recovery policy arsenal must reflect the pandemic’s inequitable contours and prevailing racialized access to opportunities. This premise is unequivocally applicable to workforce development. The federal workforce development system has long been central to U.S. economic reform policies. But since its inception, the workforce policy apparatus has not directly addressed racial inequalities within its mandate. Instead, policymakers defer to universal frameworks to distribute opportunity-shaping resources that perpetuate inequality traps. Too often color-blind policies fail to account for the realities of structural racism.
that expose minorities to the vagaries of a substantively unequal opportunity landscape. This unsustainable unmooring of people of color from opportunity requires a muscular response from the workforce development system.

Rewiring the workforce development system to serve communities of color equitably is crucial to creating a fully inclusive workforce. The National Association of Workforce Boards (NAWB) chooses to be a catalyst in reorienting workforce development toward a racially inclusive north star. We believe our leadership in the workforce ecosphere will be critical to shaping a race-conscious conversation that prioritizes the prosperity of minority workers beyond low-quality job placements.

NAWB convened a taskforce of workforce visionaries to reveal disconnects in practitioner-led dialogues and to unmask barriers to centering racial equity in the workforce development ecosystem. This report reflects the earnest efforts of workforce stakeholders and the expertise of national experts aiming to build an inclusive workforce development system.

“This is not a skills gap. This is an opportunity to get communities of colors lack that social connectivity, that social capital, it's the undercurrent... We as workforce professionals, community leaders make assumptions about what individuals need, what they aspire for, or how they benefit from the services that we provide. And based on those assumptions, we create this entire prescription of programs, initiatives that are in some cases, probably more often than not, so far less of people's desire. We keep things the same because we chase the numbers.

There are parts of the of the world that that don't believe there is racism, they don't believe that, you know, diversity and equity is important at all. And frankly, if you bring it up, you could be challenged and in trouble...
“You don’t see a lot of people that look like us in these types of positions so it will be very interesting to get perspective from non-Black individuals to ask these very questions of themselves… What are our peers saying and how would they view this through the lens of their experience their scope of responsibility….they are leaders in this system that also contribute to national outcome and impact.”

Landscape of Ecosystem Perspectives

The first step on this journey involved a critical introspective review of our policy decisions and institutional practices. We communed with field leaders representing tremendously diverse community voices, from growing immigrant populations to border towns and rural communities. We layered views from the vantage points of NAWB employees, workforce development leaders, and direct service providers to understand how workforce development stakeholders engaged with racial equity as a policy priority.

“You don’t see a lot of people that look like us in these types of positions so it will be very interesting to get perspective from non-Black individuals to ask these very questions of themselves… What are our peers saying and how would they view this through the lens of their experience their scope of responsibility….they are leaders in this system that also contribute to national outcome and impact.”

Thought leaders and service providers across the country shared their unfiltered experiences—trials, failures, and triumphs—incorporating racial equity into local workforce development community practices. These varied perspectives provided a lucid opportunity to rethink how NAWB engages on race and racial equity. The listening tour also shed light on the ways deliberate policy decisions have reinforced the cycle of racialized disadvantage minority job seekers. Importantly, navigating our partners’ experiences underscored the harms of exclusively emphasizing skill-building as a panacea for the employment barriers and poor mobility prospects currently facing minority workers.
NAWB stakeholders represent a kaleidoscope of geographic, ethno-racial, and cultural diversity.
Engagement Compass

Advancing racial equity in the workforce development system is a complex undertaking. While several stakeholders have made remarkable progress in dismantling racialized barriers, many others struggle to take their first steps onto the conveyor belt.

High Competency
Exhibit tangible progress toward incorporating race-conscious inclusion into organizational practices. Purposefully engaged in racial equity-informed work.

Emerging Competency
Proficient in the language of racial equity and exploring potential policy responses.

Cautiously Interested
Open to learning and exploring racial equity, but reluctant to engage with race-conscious frames for various reasons.

"The [regional] chamber board adopted a resolution to become part of the employer racial equity consortium...that's huge in our area, and I can tell you, if that got brought up in the chambers of some of my other counties, there'd be there'd be revolution...there’d be all kinds of dramatic action. In the best cases, we might get ignored. But in the worst cases, we could get completely cut off. I think symbolism matters in that changing consciousness and that learning together matters. So that's what I'm going to be doing in the next year and then watching places that are ahead of us.

"Look at a state that’s doing these things really well, and you’ll find leadership at the governor level and at the State Department of Labor level that is very intentional about how they put measures in place...The cool thing about where I am, is that Adams County is ours, so we can be very intentional. We can change the measures."
There’s a level of systemic lack of understanding and lack of awareness that keeps us doing the same thing over and over again. We need a mindset shift.
1. Pivoting towards Racial Equity is Complicated

Achieving an inclusive workforce is not a final endpoint. Stakeholders should envision racial equity as an evolving process guided by a unifying vision; a universal commitment to racial equity is far from sufficient and in fact complicates equity-focused work. Encouragingly, most interviewees generally agreed that institutionalized disadvantage limits opportunities for racialized minorities. However, some participants were philosophically divided on the need for targeted policy interventions. In many ways, some argued that the workforce development system automatically serves people of color because of historical marginalization or community demographics without imposing race-explicit policies.

Institutional contexts shape each organization’s readiness and capacity to implement race-explicit policies. Despite far-reaching adoption of diversity and equity goals, our conversations revealed that many workforce boards are not fully supported in their attempts to deemphasize color-blind ideologies. In some cases, field leaders personalized equity issues and championed initiatives to reduce racial disparities in their local communities. In other examples, participants in low-engagement contexts were less likely to support the need for affirmative racial equity strategies.

Regardless of the organizational setting, various workforce leaders expressed concern about the legal risk associated with articulating explicit racial equity policy goals to reduce deep-rooted racialized disparities. Several interviewees encountered reverse discrimination arguments challenging the legality of their attempts to adopt targeted racial equity goals. These arguments are not academic theories; they represent substantial legal risks for policymakers that could discourage reluctant workforce boards from seeking to center marginalized minorities.

Advancing racial equity in the workforce development system is a complex undertaking. While several stakeholders have made remarkable progress in dismantling racialized barriers, many others struggle to take their first steps onto the conveyor belt. Sustaining recent months’ momentum will depend on the ecosystem’s ability to accommodate the diverse institutional contexts. The collective workforce development ecosystem must embrace a flexible framework that empowers workforce boards and equips them with the requisite tools to participate in the broader racial equity dialogue.
Themes and Reflections

1. Pivoting towards Racial Equity is Complicated

Unfiltered Glimpses

I think we approach our work where the work is needed, meaning our workforce boards are essential to finding people work. That’s as simplistic as it gets... how racial equity plays a part in identifying how we work. I think there’s a space for that... I don’t think race or background necessarily should always play a factor. I think we need to work where the work is needed ...it’s always important to look at the numbers and look at race. But I think it’s more important to look at where the need is. I’d be curious to know what a structure around racial equity would serve in that purpose.

We did a theory of change. we said explicitly our goal is to work with Black and Brown people and the [consultant] said "No" that’s discrimination you’re violating Title whatever... Our executive director said I’m not going to adjust the language...race is a huge part of this and we’re addressing this explicitly...I think it was just a process of the board getting comfortable with this idea.

My organization has a commitment. I don’t think we should presume that everybody does. The City of Chicago just created an office on racial equity. And we are going to start doing some programming with them. But I think we have to training around what it looks like to see racial equity in action and in practice...we’re a majority minority organization...76% of my organization is Black and Brown that doesn’t mean that we know all there is to know about approach our work through a racial equity lens. It is dangerous for us to assume that because you’ve got a black and brown organization that you are automatically focused on racial equity... I want us to go through some greater training, greater learnings before we can get into the doing.
Themes and Reflections

1. Pivoting towards Racial Equity is Complicated

Compass Check

Workforce Board Leaders
It is important for my workforce development organization to set concrete racial equity goals.

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Frontline Providers
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NAWB Staff
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2. Policy Gaps Undermine Racial Equity Progress

A robust policy infrastructure is a fundamental organizing principle for sustainable, transformative, and progressive change. Systematic equity-promoting change demands attention to policies that maintain institutionalized racial inequity. It calls for a new theory of change that redirects workforce resources to community-based solutions that produce fairer results for individuals regardless of race.

Black and brown job seekers are disadvantaged throughout the workforce life cycle; they experience higher attrition rates and the lowest levels of career progression or entry into high-quality training and apprenticeships. Concerningly, several workforce leaders and direct service providers consistently cited stark race-based differential outcomes that are distinct to minority job seekers.

Designing race-conscious policies requires WDBs to develop essential race equity competencies, including destigmatizing the terms “race” and “racism” in workforce discourse. Interviewees overwhelmingly agreed that racial equity commitments are vital to ensuring cultural change management within their organizations. Stakeholders in high-competency contexts readily shared best practice models with the potential to shift the needle toward greater inclusion. Some participants reported signing community benefits agreements to develop explicit race-based goals in employer partnerships or using social equity frames to draft organizational equity work plans and inform appropriate policy changes.

Despite these and other illuminating best practice models, policymakers stressed that lack of local community agency constrained their ability to design innovative equity-centric policies. Many also believed that the broader federal policy apparatus undermined their efforts to promote racial equity. Specifically, experienced practitioners indicated that, while private sector funding supported inclusion initiatives, decades of chronic federal underfunding, a morass of asynchronous performance indicators, and opaque technical evaluation models reinforced unequal racialized outcomes.

Establishing a racially conscious model of change requires federal, state, and community policy planners to work together to reform the regulatory framework that ultimately shapes inequitable outcomes.
Themes and Reflections

2. Policy Gaps Undermine Racial Equity Progress

Unfiltered Glimpses

There is not a single WIOA metric in place today that can create more equitable and inclusive system, because the metrics are just a determinant of those that you serve in the past in the past...In some ways, it actually encourages, perpetuating or perpetuates racial inequity.

Continue to refine WIOA...the portion of WIOA that Obama put in place was to serve as a starting place and we continue to refine it and continue to refine the performance measures...Performance measures are ambiguous because they want to give states flexibility. However, there are unintended consequences, states will aim for the target that you give them. If you give them a target of 24% of Black people or 37% LatinX involved in this. States will hit those targets. If you give states those targets, then they don't hit them. They will figure out the easiest way to do that.
Themes and Reflections

2. Policy Gaps Undermine Racial Equity Progress

Compass Check

Workforce Board Leaders
A tool or framework would help my organization to monitor its progress toward achieving its racial equity goals

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NAWB Staff
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3. Confronting Fair Access to Workforce Services

Community-based workforce stakeholders are not immune to the bias endemic to the wider ecosystem. However, few participants were comfortable linking their individual decisions to racialized outcomes. When asked about internal organizational policies that could adversely affect minority job seekers’ access to skill-building services, most participants were conversant in statistical disparities and intellectual social equity arguments at a high level. Yet most disagreed with the idea that access to workforce development services was potentially unfair or racially inequitable.

Centering the lived experience of communities of color is a tenet of racial equity policy and instrumental to removing deleterious barriers. But a shared cognitive awareness is missing. Though the direct service providers closest to job seekers clearly identified access issues, they were least likely to agree with the premise that clients from underserved backgrounds encountered discrimination in accessing workforce services. In one case, an interviewee recognized inadequate childcare as a major obstacle for single mothers looking for employment opportunities. Still, the provider maintained strict rules that barred young children from the training facility.

Translating racial equity principles into program implementation is a core aspect of dismantling structural inequities. However, our focus groups suggested that the workforce development frontline may systematically underappreciate how micro-decisions affect racial equity. For example, a frontline provider reflected on long waiting times for Black and Brown customers visiting the job center because white staffers automatically presumed (without verifying) that a language barrier existed and routinely queued these job seekers for bilingual staff. Ultimately, many customers would end up leaving without being served. These experiential narratives are far from representative, but they point to areas ripe for change and education. The frontline focus groups cast clear light on the ways unintentional interpersonal racism manifests in program implementation and the tacit outsourcing of racial equity to minority employees.8

Workforce boards committed to reducing racial inequities must articulate a clear vision that guides their internal awareness of racialized practices and outcomes. Increasing organizational competency empowers workforce boards to own their contributions to racial inequality instead of placing responsibility on other system actors. More importantly, empowered workforce boards can not only recognize their areas of growth but also prioritize strengthening their capacity to advance equity.
Themes and Reflections

3. Confronting Fair Access to Workforce Services

Unfiltered Glimpses

I don’t think we’re the problem...I think the problem is much grander...to address the issue of inequity, and racism, and all that is so much bigger than our workforce system. And I just don’t think we’re the problem. I know, I don’t, I don’t think we’re the problem. And I can say, in our area, I don’t think we contribute to the problem...

When I first started...we didn’t have a language line...we only had a few staff members that spoke Spanish...Vietnamese...then me that spoke Arabic...people would come up front. And if one of the Spanish speakers were not available, or the Vietnamese...it would be lost. We couldn’t do anything...You see a lot of different ethnicities here...they’ll see somebody brown come in, and all of a sudden [DSP] can you help them like, you can ask them...I don’t know what they speak...I’m sorry, can you wait until the staff members ready to speak to so they’re sitting there for hours...may have come in on their lunch hour, and they can’t stay...so they’re not getting that service...

Doing that work with what we consider a trauma informed lens...something like criminal offenses, we will take nearly all forms of offenses, including violent offenses, but not crimes of a sexual nature or crimes involving children.

We will work with everyone. We do work with people who have histories...all sorts of criminal backgrounds, everything...I don’t know what to do with those folks. But I still work with them.
3. Confronting Fair Access to Workforce Services

Compass Check

Workforce Board Leaders
My organization should collect data on our client’s perceptions on fair access to our training and employment services

- **Strongly agree**: 29%
- **Agree**: 50%
- **Neutral**: 14%
- **Disagree**: 7%
- **Strongly disagree**: 0%

Frontline Providers
My organization should collect data on our client’s perceptions on fair access to our training and employment services

- **Strongly agree**: 33%
- **Agree**: 44%
- **Neutral**: 11%
- **Disagree**: 0%
- **Strongly disagree**: 11%

NAWB Staff
Having access to demographic information would change the way I approach my work.

- **Strongly agree**: 0%
- **Agree**: 0%
- **Neutral**: 83%
- **Disagree**: 17%
- **Strongly disagree**: 0%
4. Purposeful Race-Disaggregated Data Collection

The racial equity learning agenda is based on three key principles: evidence, accountability, and transparency. Eliminating structural barriers warrants the collection of race-informed evidence to expose the differential experiences of minority opportunity seekers. We are mindful that a lack of high-quality data limits policy analysts’ ability to produce credible evidence on the effects of discrimination. Despite extant limitations, workforce leaders stressed the importance of racial disaggregation of data to inform decisions. They also agreed that policymakers should publicly report these data to improve accountability and transparency within institutions and across peer networks.

Gathering race-based data is mission-critical to advancing racial equity, but more can be done. NAWB challenges our partners to think more expansively about the intersection of racial equity and data collection. Race-disaggregated data are indispensable to promoting racial equity, but statistics alone do not complete the story. Excluding the voices closest to these lived experiences will not lead to authentic policy shifts.

During this journey, NAWB learned about the power of contextualizing narratives to add dimension to data and inspire meaningful change. Though some partners warned of the risks inherent in narrative data, we believe these data are integral to increasing the visibility of the marginalized. We believe that the involvement of the voices of affected communities is crucial to translating data-driven insights into race-forward progress. NAWB is committed to creating a rigorously evidence-based ecosystem that supports using race-disaggregated data to strengthen equity policies. In particular, NAWB will enhance its capacity to promote greater transparency, increase access to data, and improve data collection. Additionally, NAWB will educate its membership base on best practice, data-driven analytics to inform inclusive policy design.
Themes and Reflections

4. Purposeful Race Disaggregated Data Collection

Unfiltered Glimpses

You cannot have a conversation without the data. You are armed ..., if you put it in a way that the community can’t deny what you’re arguing is actually the case. Race disaggregated data is the only way to help change systems and mindsets and things of real life.

We have our own workforce development system, where we extract the data from and disaggregated, based on each individual who was enrolled in training and placement... The data allowed us to see. And we’ve discovered that employment and training programs work. Those who actually go through the training programs earn more than those who do not. The data helped support our stance that employment and training programs do yield better results for individuals.

Career Centers could use race disaggregated to help inform how they deliver services. Living in a border community where we share the workforce between two countries, we’re just divided by a river, we have a lot of rural communities. If this data was available at the work centers, it would help job seekers career pathways that they felt was not for them, because of either race, language or whatever intimidates them from pursuing those career pathways.
4. Purposeful Race Disaggregated Data Collection

Compass Check

**Workforce Board Leaders**

It is necessary for my workforce organization to collect race-disaggregated on participants in training and employment programs.

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**Frontline Providers**

It is important for my organization's leadership to collect and report data on the demographics of the clients I serve who have successful outcomes.

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We can talk about equity in workforce systems, and we can address that. But if we’re not taking stock of those other issues, infrastructure, criminal justice, intrinsic and extrinsic biases, lived experiences, all sorts of social barriers and determinants that communities of color face. Nothing that we’ve come up with is going to work.
Recommendations for the Path Forward

NAWB is committed to adopting a comprehensive, actionable pathway that fosters our vision of racial equity and results in positive change for the minority communities we serve. We developed a multi-year, scalable action plan to mobilize our staff and create sustainable value for our members and strategic partners. Although the steps presented in this report are not exhaustive, they are fundamental to a formative framework that enables us to learn, change, and grow through racial equity.

1 Capacity Building

- **Adopt a well-defined racial equity vision** that is consistent with NAWB’s mission and organizational assets. NAWB should continue to work with experts to guide its efforts to establish a race conscious community of practice.

- **Invest in building organizational capacity** by expanding internal support for racial equity efforts. Specifically, hire a Diversity Equity and Inclusion Fellow with deep domain knowledge and expertise to support programmatic and policy work.

- **Develop a pragmatic accountability framework** that integrates policy concerns pointed out by the taskforce and leverages equity review tools to guide programmatic activities.

2 Education and Engagement

- **Establish a workforce leadership learning community** to highlight best practices, resources, and tools to maintain the taskforce’s open-ended partnership. This forum should function as a steering council to provide ongoing insight and guidance on future actions.

- **Create a Knowledge Transfer Sandbox** to create a safe space for workforce boards to problem solve in real-time and pressure test new ideas around funding and technology resources. Prioritize engaging workforce boards in border communities or those experiencing growing immigrant population.

- **Pilot inclusive communication models**. Invest in diverse asset-framing consultants to intensify engagement with NAWB’s racial equity framework.

- **Model positive ecosystem practices** such as intentional collaborative partnerships with strong racial equity organizations and transparent, outcomes-based reporting on measurable racial equity goals.
Recommendations for the Path Forward

3 Policy and Advocacy

- Create a community-informed advocacy agenda that centers on a campaign to inform the upcoming Workforce Innovation and Opportunity Act. Prioritize issues that taskforce leaders have identified as important to racial equity, including redesigning the funding formulary, revamping performance metrics, and providing funding for local workforce agencies to support social services.

- Collaborate with members from local underrepresented communities to shape advocacy campaigns and increase visibility for policy issues that are either most impactful or unique to NAWB’s marginalized members.

4 Purposeful Data Collection

- Establish an equitable data practice supported by staff trained in equitable data collection. Promote race-disaggregated and intersectional (gender, age, family type) data collection strategies.

- Adopt a community workforce benefit agreement model that includes data collection and public reporting mandates for strategic partners or downstream funding recipients.

- Publish publicly accessible reports on equity goals to increase transparency, accountability, and trust in NAWB’s commitment to advancing racial equity.
NAWB has two major avenues that it does to provide value through its demonstration of operational best practices. It’s webinars, townhall meetings, forum, sharing resources. They can do more in terms of diversity and equity. The second major bucket they have is advocacy. They really haven’t started in looking at how do we work with legislation regulation policy across the country, both at the local state and federal level, that facilitates equity in diversity, but also facilitates the ability of the workforce boards to address the issue.
Leading Through our Actions

NAWB approaches its journey to racial equity with humility and an unwavering commitment to action. We acknowledge that we need allies to support our transformation into a racially conscious institution. But we take responsibility for our transformation and recognize the ways in which we can act now. We listened deeply and decided how we can enable immediate change.

NAWB selected a program implementation manager to coordinate programmatic racial equity and diversity efforts. In this role, the program manager will be responsible for integrating racial equity recommendations into NAWB’s key projects, including its Family Centered Employment, Apprenticeship Initiatives, and SNAP Employment and Training initiatives.

Conscientious equity policies will shape our governance framework moving forward. In the spirit of this commitment, the NAWB Board appointed co-chairs Walter Simmons and Antwayne Ford to the Board of Directors. Director Simmons is the executive director of the Employ Prince George’s Workforce Development Board; he is an exemplary leader in the national workforce development community. Director Ford is President and CEO of Enlightened, Inc.; he is a leading information and technology expert with extensive expertise in strategic planning and system design. Directors Ford and Simmons bring decades of tremendous, policy-relevant expertise to the board; their leadership will be instrumental in NAWB’s continued efforts to prioritize racial equity.

Framework for Action

The National Association of Workforce Boards is committed to intentionally acting on behalf of minority job seekers to rebalance the opportunity landscape. We have created an actionable framework to guide us through our vision of racial equity. Through this living framework, NAWB will learn to hold itself accountable to racial equity and monitor our progress over time. We are grateful to our partners who generously shared their experiences, challenges, and aspirations with us. Each of you has amplified our capacity to lean into the work of advancing racial equity.
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Endnotes


References


