



**Board Report**

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**File #:** 2020-0641, **File Type:** Oral Report / Presentation

**Agenda Number:** 37.

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**EXECUTIVE MANAGEMENT COMMITTEE  
NOVEMBER 19, 2020**

**SUBJECT: MOTION 31.1 RESPONSE - ASSEMBLY CONSTITUTIONAL AMENDMENT 5**

**ACTION: ORAL REPORT**

**RECOMMENDATION**

RECEIVE oral report on a race and gender action plan related to motion 31.1.

**ATTACHMENTS**

Attachment A - Motion 31.1

Attachment B - ACA 5 Legislative Summary

Attachment C - Employment Data by Race, Ethnicity, and Gender

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## Board Report

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**File #:** 2020-0428, **File Type:** Motion / Motion Response

**Agenda Number:** 31.1.

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**EXECUTIVE MANAGEMENT COMMITTEE  
JUNE 18, 2020**

**Motion by:**

**DIRECTOR GARCETTI**

Related to Item 31: State Legislation

Assembly Constitutional Amendment 5

Assembly Constitutional Amendment 5 (ACA 5) presents a special opportunity to erase a stain on the record of California's fight against systemic racism. Should ACA 5 pass the legislature and be adopted by the voters of the state of California, Metro should be ready to act promptly to take advantage of new opportunities to advance racial and gender equity.

ACA 5 would effectively repeal Proposition 209, which was enacted in 1996 and prohibits the state and all its institutions and political subdivisions from discriminating against, or granting preferential treatment to, any individual or group on the basis of race, sex, color, ethnicity, or national origin in the operation of public employment, public education, or public contracting. Prop 209 did not impact Metro's requirements to comply with affirmative action requirements on federally-funded contracts. However, Prop 209 has otherwise prevented Metro from affirmative action to reverse the legacy and impacts of past racism and discrimination.

ACA 5 would open significant possibilities at Metro for race and gender-conscious procurement and equal opportunity in employment and equity. Additionally, there may be other opportunities related to targeted community engagement. ACA 5 would allow Metro to increase racial and gender equity, provide new opportunities for Minority Business Enterprises (MBEs) and Women-Owned Business Enterprises (WBEs) and enable a more inclusive and diverse workforce.

Metro has developed aggressive and comprehensive programs to help level the playing field, including the Disadvantaged Business Enterprise (DBE) program for federally-funded procurements, the Small Business Enterprise (SBE) program, SBE Prime set-aside procurements, the Disabled Veterans Business Enterprise (DVBE) program, and the Contracting Outreach and Mentoring program (COMP). However, in light of ACA 5, Metro will have more available tools to remedy racial and gender disparities to level the playing field for historically underutilized businesses.

The pursuit of racial justice demands action at every level of government and in every corner of society. We are called in this moment to right past wrongs, heal wounds, and reimagine a future that is just and equitable for all our children.

**SUBJECT: ASSEMBLY CONSTITUTIONAL AMENDMENT 5**

**RECOMMENDATION**

APPROVE Amending Motion by Director Garcetti that the Board direct the CEO to report to the Executive Management Committee in November with a race and gender action plan related to the prospective passage of ACA 5, including:

- Updating the disparity study, as applicable;
- Applying race-conscious and gender-conscious goals;
- Reactivating the MBE and WBE program;
- Considering a Historically Underutilized Business program;
- Expanding the DBE program to non-federally funded procurements;
- Strengthening race and gender-based hiring and advancement;
- Implementing targeted community engagement and empowerment;
- Updating the Equity Platform; and
- Other strategies related to ACA 5 that will meaningfully advance racial and gender equity both at Metro and in Metro's wide portfolio of services, projects, and programs.

**REVISED**  
**ATTACHMENT A**

**BILL:** ASSEMBLY CONSTITUTIONAL AMENDMENT 5  
AS AMENDED MAY 4, 2020

**AUTHOR:** ASSEMBLYMEMBER SHIRLEY WEBER (D – SAN DIEGO)

**SUBJECT:** GOVERNMENT PREFERENCES.

**STATUS:** PASSED – ASSEMBLY APPROPRIATIONS COMMITTEE  
ASSEMBLY – SECOND READING FILE

**ACTION:** SUPPORT

**RECOMMENDATION**

Staff recommends that the Board of Directors adopt a SUPPORT position on Assembly Constitutional Amendment 5 (Weber) as amended. This action would also authorize support for the potential ballot measure (Proposition TBD) to repeal Prop 209 and to enact ACA 5.

**ISSUE**

This bill was introduced on March 9, 2020 to amend the California State Constitution by repealing Section 31 of Article I.

Specifically, this Constitutional Amendment:

- Repeals provisions enacted pursuant to Proposition 209 in 1996 that prohibit the state and all institutions and political subdivisions thereof from discriminating against, or granting preferential treatment to, any individual or group on the basis of race, sex, color, ethnicity, or national origin in the operation of public employment, public education, or public contracting.

**DISCUSSION**

Assembly Constitutional Amendment 5, as amended, would repeal Section 31 of Article I of the California Constitution. Section 31 of Article I was added to the Constitution through the passage of Proposition 209 in 1996. The text of Section 31 of Article I of the California State Constitution begins: *“SEC. 31. (a) The state shall not discriminate against, or grant preferential treatment to, any individual or group on the basis of race, sex, color, ethnicity, or national origin in the operation of public employment, public education, or public contracting.”*

This bill was introduced by Assemblymembers Shirley Weber (D-San Diego), Mike Gipson (D-Carson), and Miguel Santiago (D-Los Angeles), with Assemblymembers Autumn Burke (D-Marina Del Rey), Jim Cooper (D-Elk Grove), Lorena Gonzalez (D-San Diego), Chris Holden (D-Pasadena), Reggie Jones-Sawyer (D-Los Angeles), Sydney Kamlager (D-Los Angeles), Kevin McCarty (D-Sacramento), and Mark Stone (D-

Monterey Bay) as coauthors. Senators Steven Bradford (D-Gardena), Holly Mitchell (D-Los Angeles) and Ben Hueso (D-San Diego) are coauthors in the Senate.

According to the author, California is only 1 of 8 states that have a similar ban on preferential treatment based on race, sex, color, ethnicity or national origin in public employment, education and public contracting. In an effort to promote social equity and to reverse the legacy and impacts of past racism and discrimination – affirmative action on the federal level has been codified into law. California is home to over 1.5 million women owned firms – however, participation by women-owned firms in public contracting continues to decline.

The Civil Rights Act of 1964 prohibits discrimination on the basis of race, color, religion, sex, or national origin. California law has similar provisions, including employee protections against discrimination codified under the California Fair Employment and Housing Act of 1959. Proposition 209 is distinct in that in addition to banning discrimination, it added a ban on granting preferential treatment based on those same categories. This ban on preferential treatment is also referred to as the “affirmative action ban.” ACA 5 is similar in intent to SCA 5 (Hernández), which in the 2013-2014 legislative session would have amended the Constitution to remove Proposition 209 provisions related to public education only. However, SCA 5 failed to advance in the Assembly.

This bill has several potential impacts to Metro’s work in the areas of procurement, equal opportunity in employment and equity, particularly with respect to Minority and Women-owned Business Enterprise programs. These impacts are outlined below.

#### Impact on Metro’s Vendor/Contract Management & Diversity and Economic Opportunity Programs

The possible repeal of Proposition 209 would have a significant impact on Metro’s locally-funded procurements. The enactment of the repeal would allow for Metro to implement programs and preferential selection in the agency’s public contracting practices. The passage of Proposition 209 in 1996 is the reason that Metro was required to cancel its Minority Business Enterprise (MBE) and Women-owned Business Enterprise (WBE) certification and goal programs (race and gender-conscious) and change to race-neutral and gender-neutral small business programs on non-federally funded procurements. In effect, race and gender could no longer be taken into account in our non-federally funded contracting program. This would allow Metro to potentially create MBE/WBE programs once again on our locally funded contracting program.

Participation by minority and women owned businesses plummeted after passage of Proposition 209 in 1996. Proposition 209 does not affect Metro’s federal procurements and the Disadvantaged Business Enterprise program remains unaffected, yet on the local side, minority and female owned businesses have had to compete against Prime contractors for state/local procurements over the last 24 years. Metro’s Small Business Enterprise program was created to fill the void created by the passage of Prop 209 and while the SBE program has aided a number of minority and women-owned business, it is fundamentally a race-neutral program. Because of the way Proposition 209 is structured, we have limitations on our state/locally funded procurements. We believe that

the program would see increased participation by Women owned and minority-owned businesses and continued success for these businesses if the Proposition was repealed.

With respect to federally funded procurements, since establishing a DBE program is a condition of receiving federal financial assistance, compliance with Proposition 209's prohibition against gender and racial preferences would result in Metro being ineligible for federal assistance.

Impact on Metro's Human Capital & Development and Civil Rights Employment Policies

As a recipient of federal funding, Metro is required to submit an Equal Employment Opportunity Program (EEO) to the Federal Transit Administration (FTA) every four years. In order to meet this requirement, Metro needs to provide a written, detailed, results-oriented set of procedures designed to achieve prompt and full utilization of people within a protected class at all levels and in all parts of Metro's workforce, including compensation. This requirement is in line with ACA 5.

In addition, *Public Utilities Code-Section 1300051.19-Adoption of Affirmative Action Plan* states: "Metro shall adopt an affirmative action plan for its management positions which reflects the ethnic demographics of the county, taking into consideration the availability of the workforce in the various ethnic groups."

These requirements are necessary. Overall, the transit industry is a male-dominated industry. At Metro, we currently have 70% male and 30% female represented in the workforce. Even with EEO goals, we have only increased the overall female percentage by 1.6% since 2005. Currently, of the 8 EEO job categories that all Metro positions fall into, 4 of those EEO job categories are underutilized for women. Simply put, Metro needs to hire more women in certain job categories. We are also required to prevent concentration of minority groups in particular positions, cost centers and departments. As such, Metro's goal is to not only increase underutilization, but its goal is to also prevent concentration of minority groups in lower level positions. Metro has utilized EEO goals to resolve the above disparities and meet the aforementioned requirements. Passing ACA 5 would be in line with these efforts to rectify disparities.

What's most important is that the efforts to meet Equal Employment Opportunity Program goals, which are aligned with ACA 5, are working, as shown in the chart below. Since the implementation of a streamlined Equal Employment Opportunity concurrence process in 2016, Metro has increased the hire rate of women each year. In the figure below, rates of women in the workforce are shown increasing year over year due to the policies that Metro has implemented.

FY16	33%
FY17	35%
FY18	41%
FY19	42%

Removing these EEO efforts at Metro, by not supporting ACA 5, would not only eliminate the progress we've made, but would cause it to continue to go in a negative direction.

In addition, if Metro does not meet FTA EEO requirements and fails to take correction action, the FTA can initiate the suspension, termination, refusal to grant or continue Federal financial assistance for Metro. FTA can also make a referral to the Department of Justice with a recommendation that appropriate proceedings be brought against Metro to enforce any rights of the United States (U.S.) under any law.

Metro has also created the Women and Girls Governing Council (WGGC) and incorporated a number of hiring practices to encourage the advancement and continued increases in hiring of women in the Metro's workforce. For non-represented employees, staff has found that there is a clear disparity between women and men in the workforce and the WGGC has done work and is studying how to address this disparity. ACA 5 would continue in that same vein.

Any hiring related language in the Collective Bargaining Agreements with Metro's unions is negotiated, and the language usually focuses on using seniority as the primary factor promotion after the job's minimum qualifications are met. Even if ACA 5 were to pass, if race or sex were to be included as a factor in hiring for union represented jobs, Metro would not be able to supersede any contract language that conflicts with it without negotiation.

Chapter 2 of the FTA EEO Circular states, in part: *Both agencies and unions are responsible for nondiscrimination under federal equal employment opportunity laws and regulations. An agency cannot evade nondiscrimination responsibilities on the basis of union contract terms covering employees. When agencies are negotiating or amending union agreements, FTA requires agencies to review and revise the agreements wherever current provisions are identified as barriers to equal employment.*

#### Alignment with Metro's Equity Platform

The goal of ACA 5 is aligned with Metro's Equity Platform. Under the platform, Metro is tasked with reducing racial, socioeconomic, and gender disparities to increase access to opportunity. As explained in the preamble of ACA 5, Article 1, Section 31 has exacerbated those disparities and made them much more difficult to address. The constitutional amendment proposed under ACA 5 would expand the tools available to accomplish the goals of Metro's equity platform.

ACA 5 has received substantial support from nonprofit organizations around the state, as well as unions and educational associations. The bill has also received opposition from various stakeholder groups, although no official opposition was recorded as of May 5<sup>th</sup>, 2020.



The bill recently was approved by the Assembly Appropriations Committee and now moves forward to the Assembly floor for consideration. The bill needs to receive at least two-thirds approval by the Assembly to move forward. For ballot measures to be included in the November 2020 ballot, initiatives need to qualify by June 25, 2020.

Staff recommends that the Board adopt a SUPPORT position on ACA 5 and the potential Proposition TBD to enact ACA 5.

#### **DETERMINATION OF SAFETY IMPACT**

Passage of the legislation would not have an immediate impact on safety.

#### **FINANCIAL IMPACT**

The estimated financial impact of this action is still being evaluated.

#### **IMPLEMENTATION OF STRATEGIC PLAN GOALS**

Staff recommendation supports strategic plan goal #5.5, Metro will expand opportunities for businesses and external organizations to work with us. To maximize our engagement with traditional and non-traditional business partners, Metro will re-examine contracting rules, policies, and regulations to minimize requirements that unnecessarily restrict creativity and create barriers to entry for emerging and small businesses.

#### **ALTERNATIVES CONSIDERED**

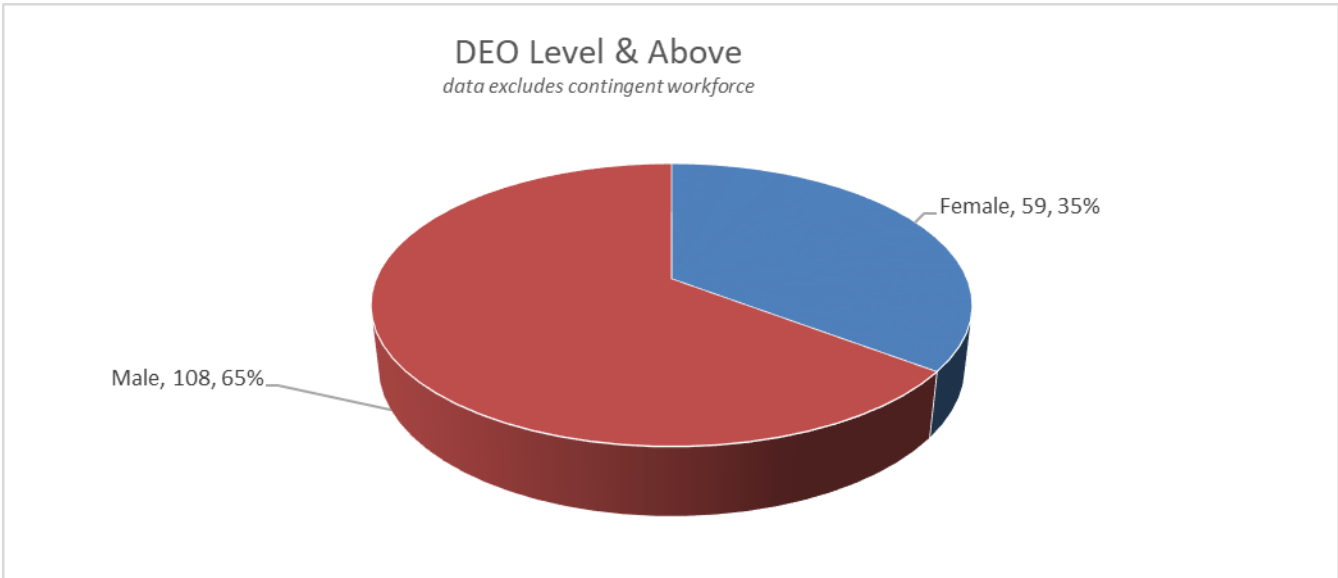
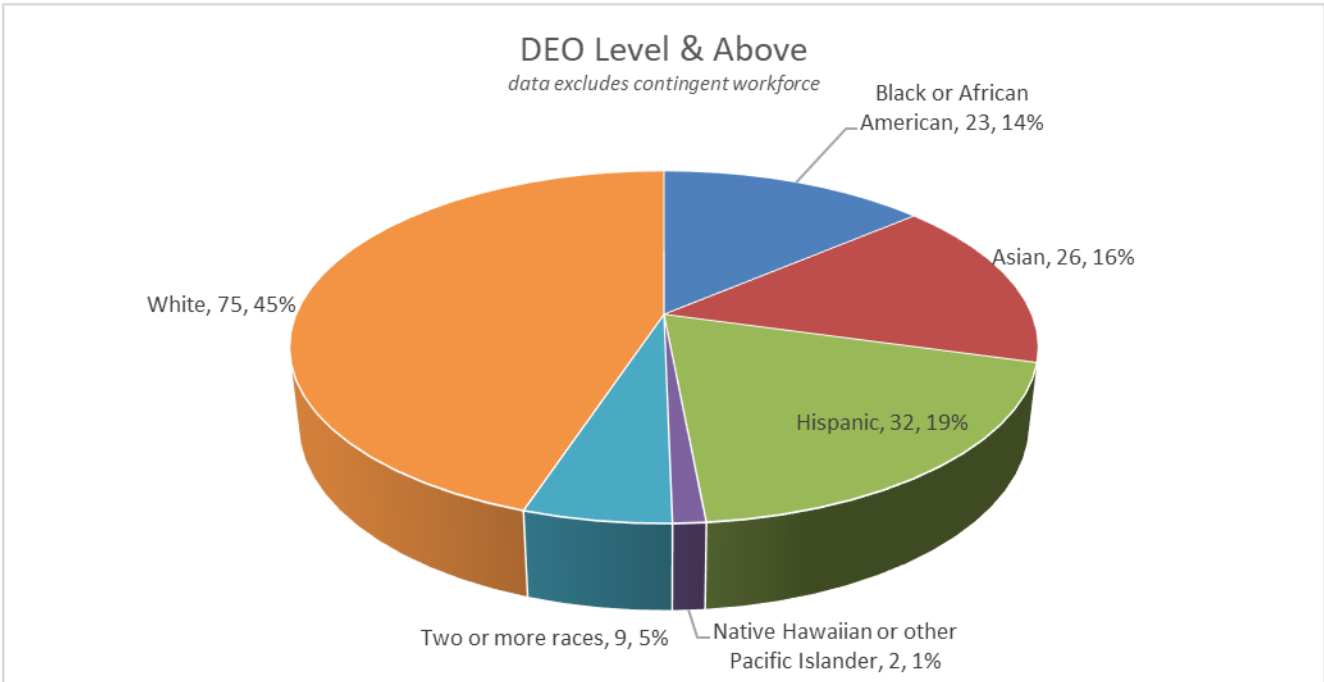
Staff has considered adopting either an oppose or work with author position on the bill. However, an oppose position would be counter to the agency's goals to increase participation by women and minorities in public contracting and in hiring.

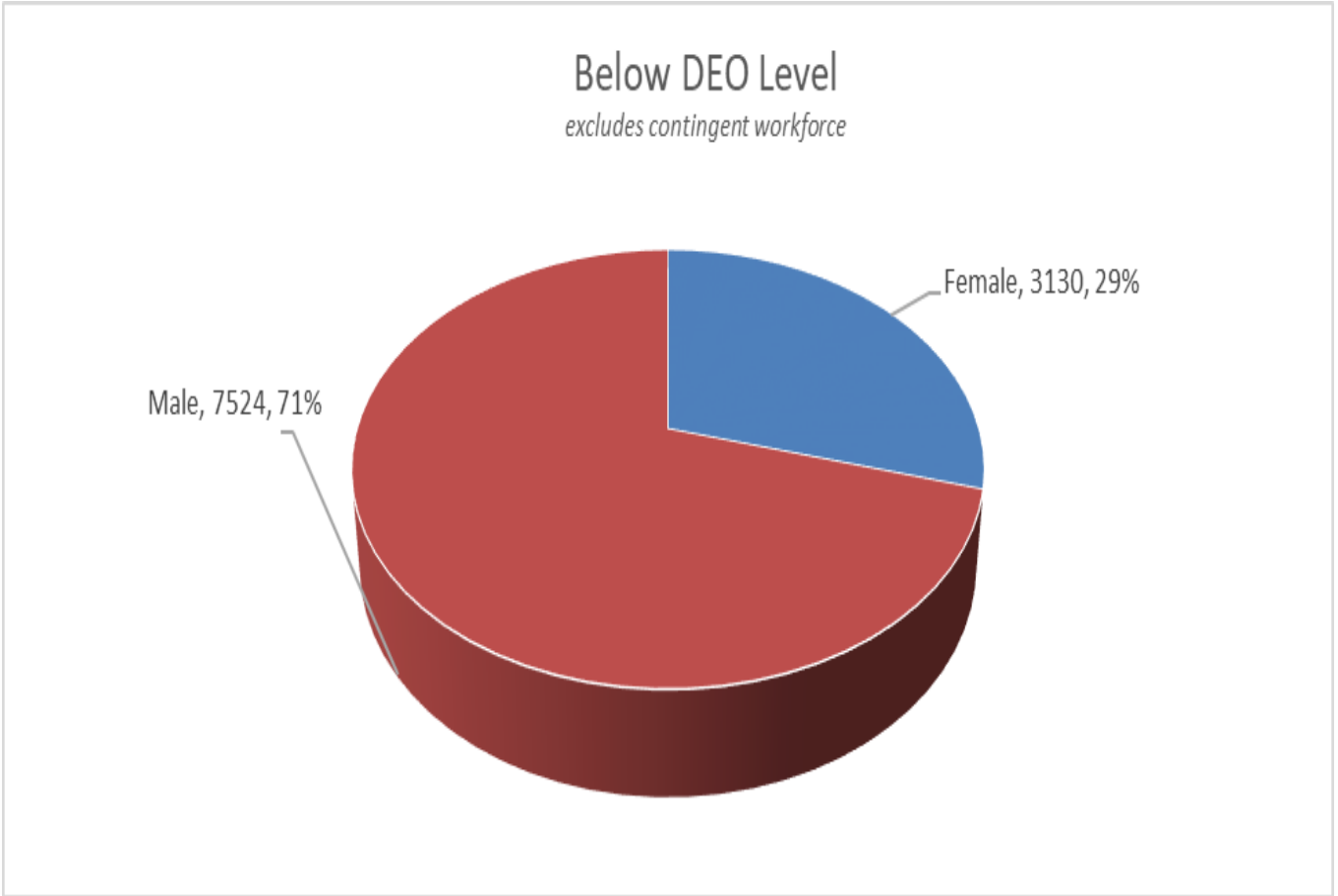
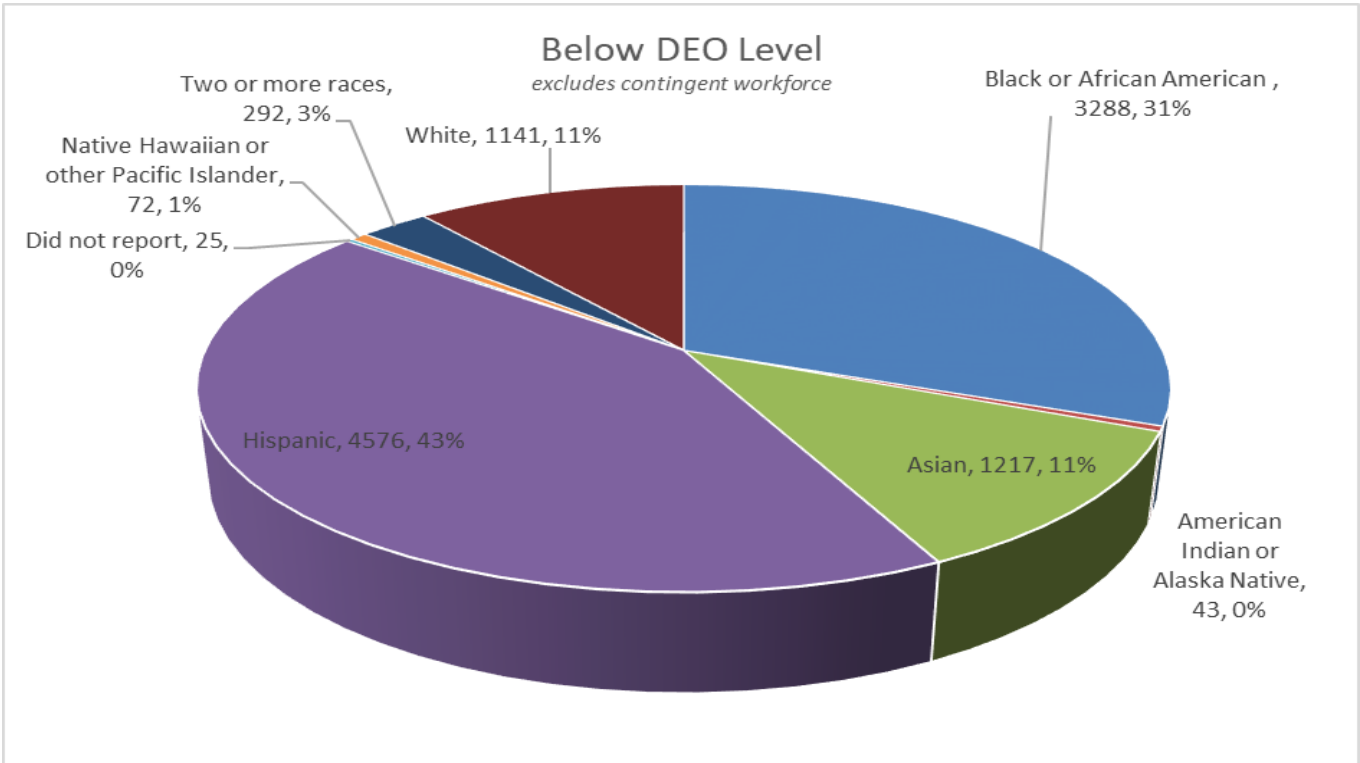
#### **NEXT STEPS**

Should the Board approve the adoption of a SUPPORT position on the legislation; staff will communicate the Board's position to the author and work to ensure its passage. Staff will continue to keep the Board informed as this issue is addressed throughout the legislative session.

# ATTACHMENT C

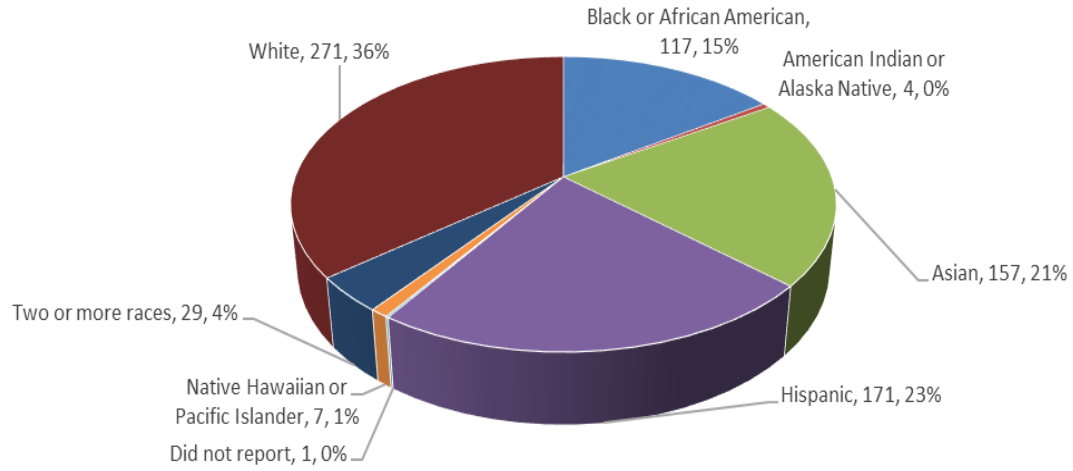
## Employment Data by Race, Ethnicity, and Gender – as of August 2020





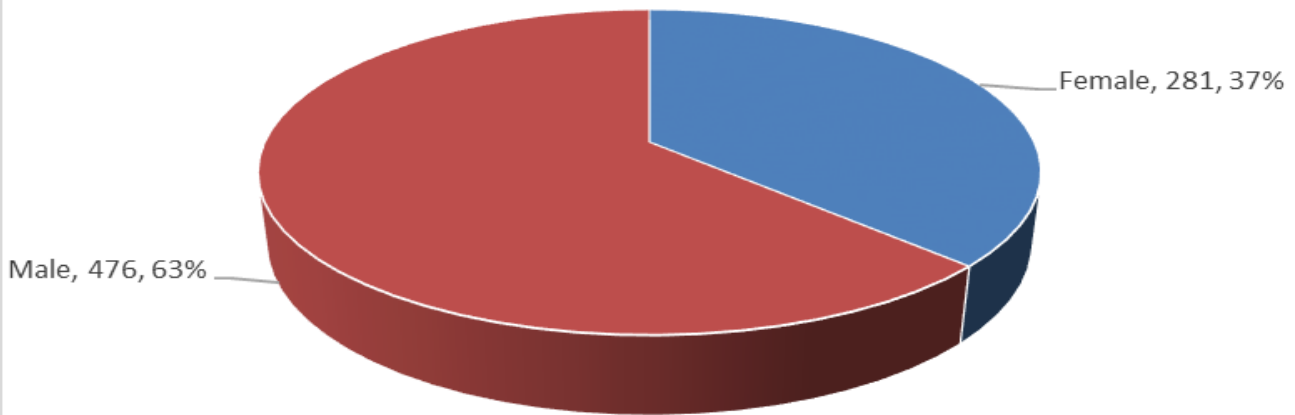
### Officials & Administrators

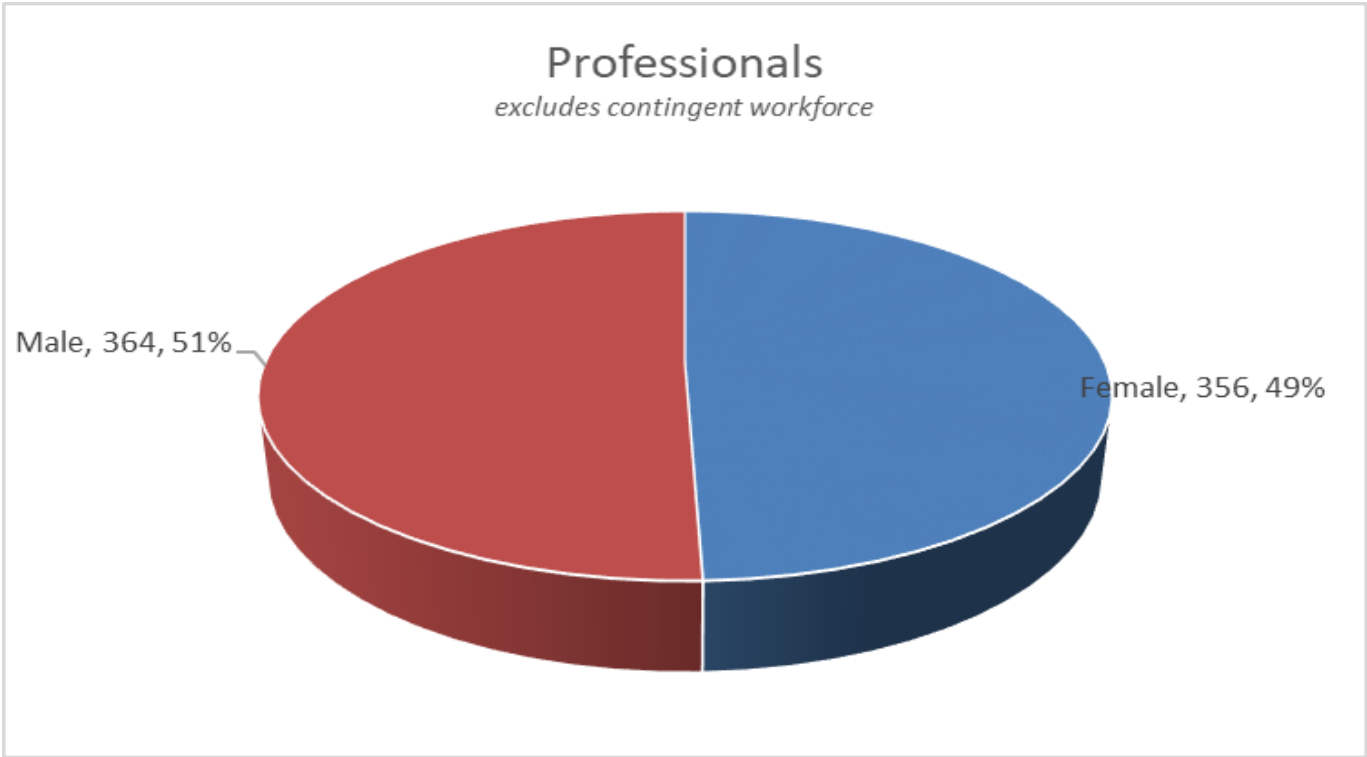
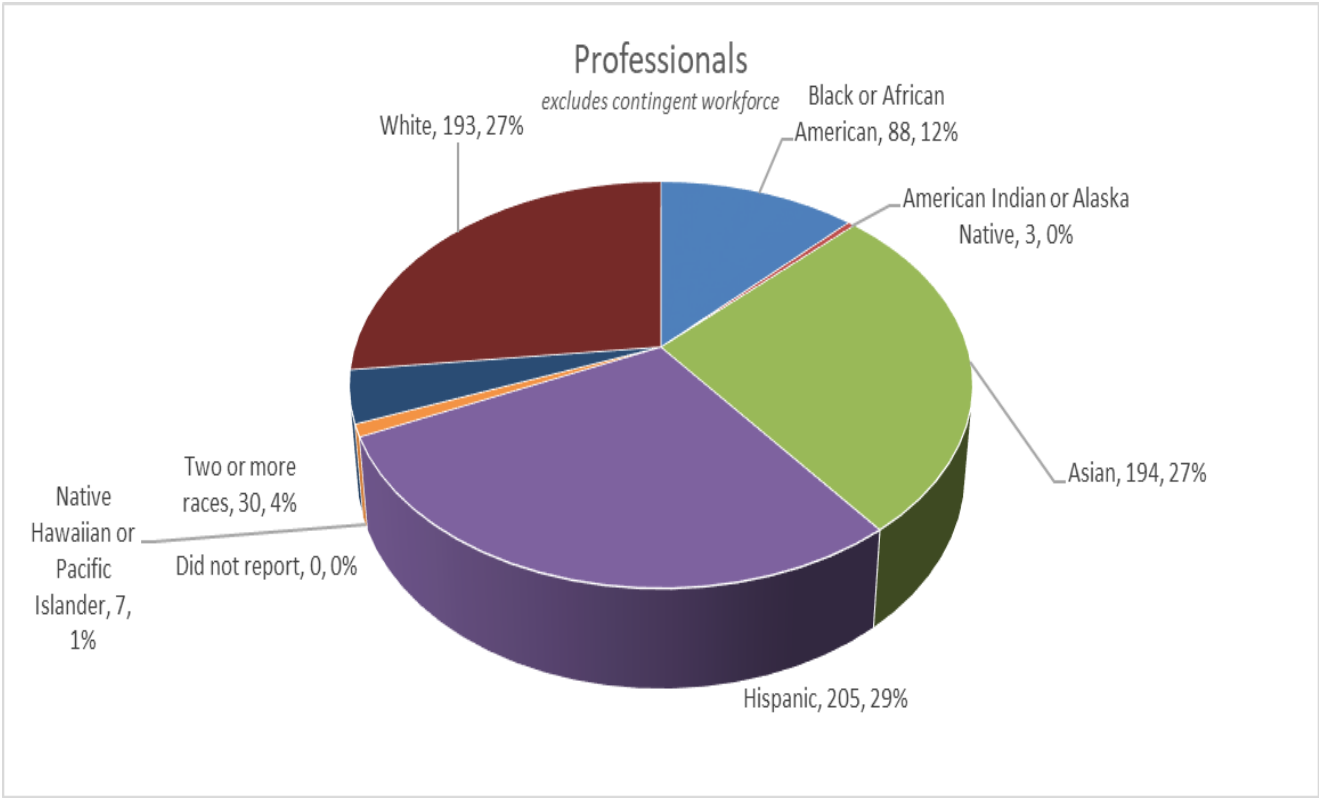
*excludes contingent workforce*



### Officials & Administrators

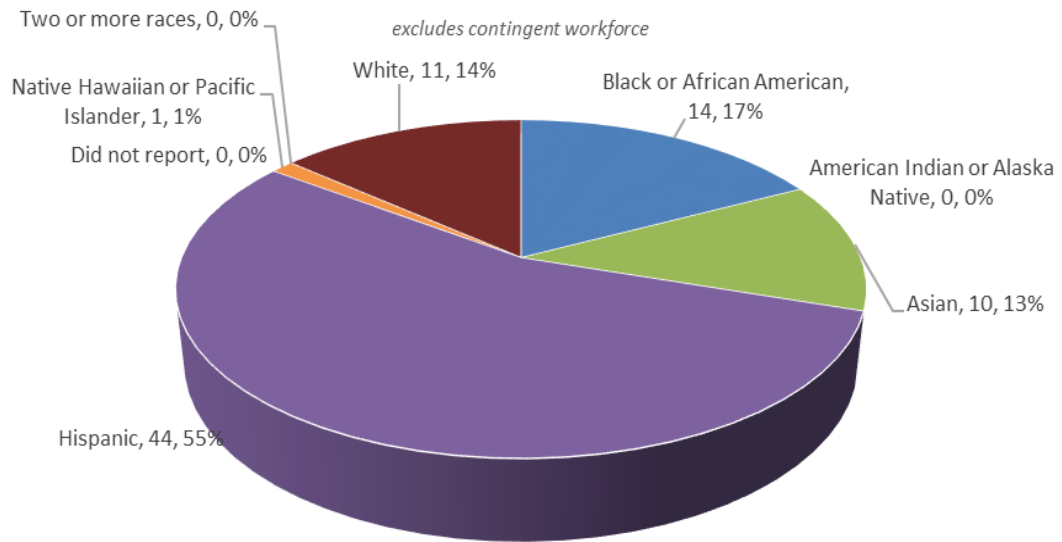
*excludes contingent workforce*





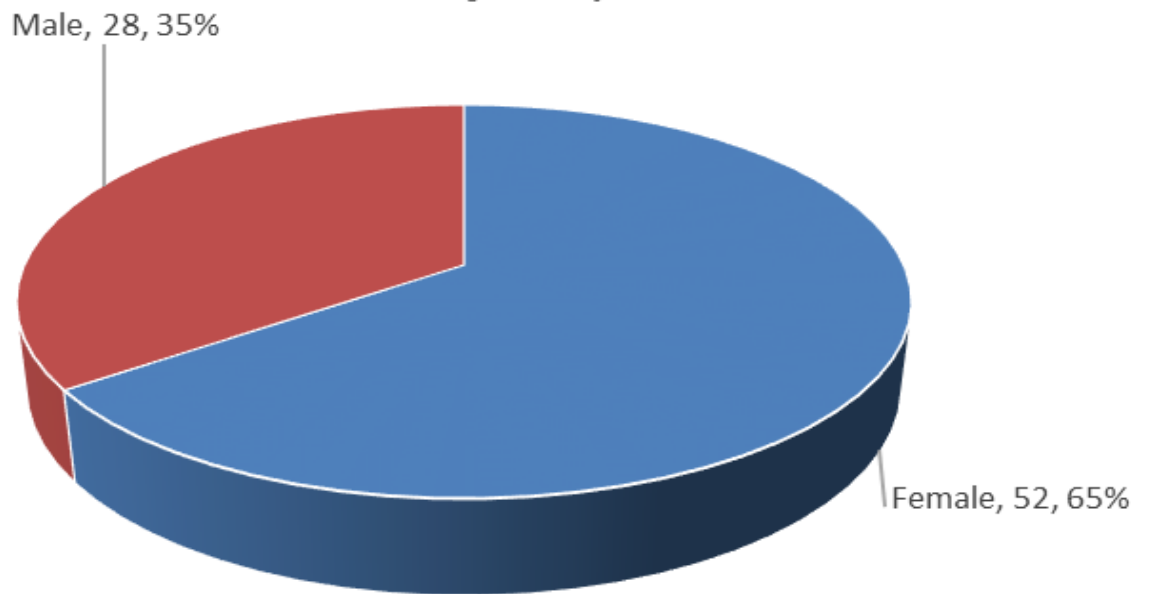
### Paraprofessionals

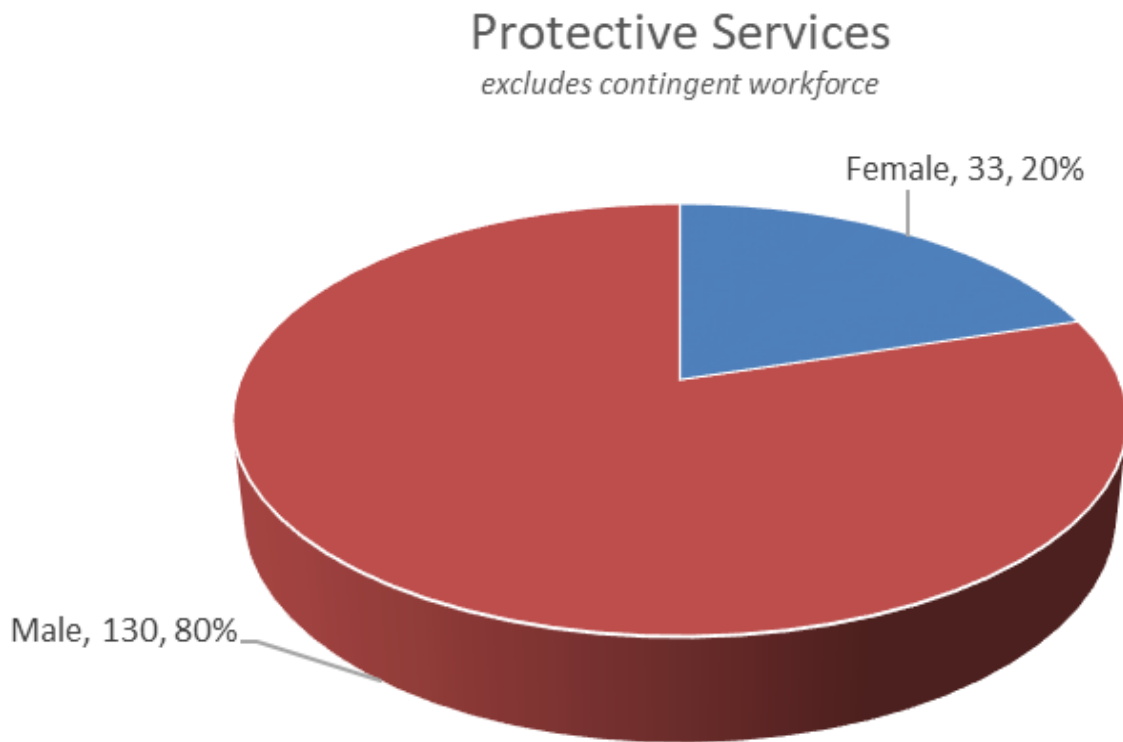
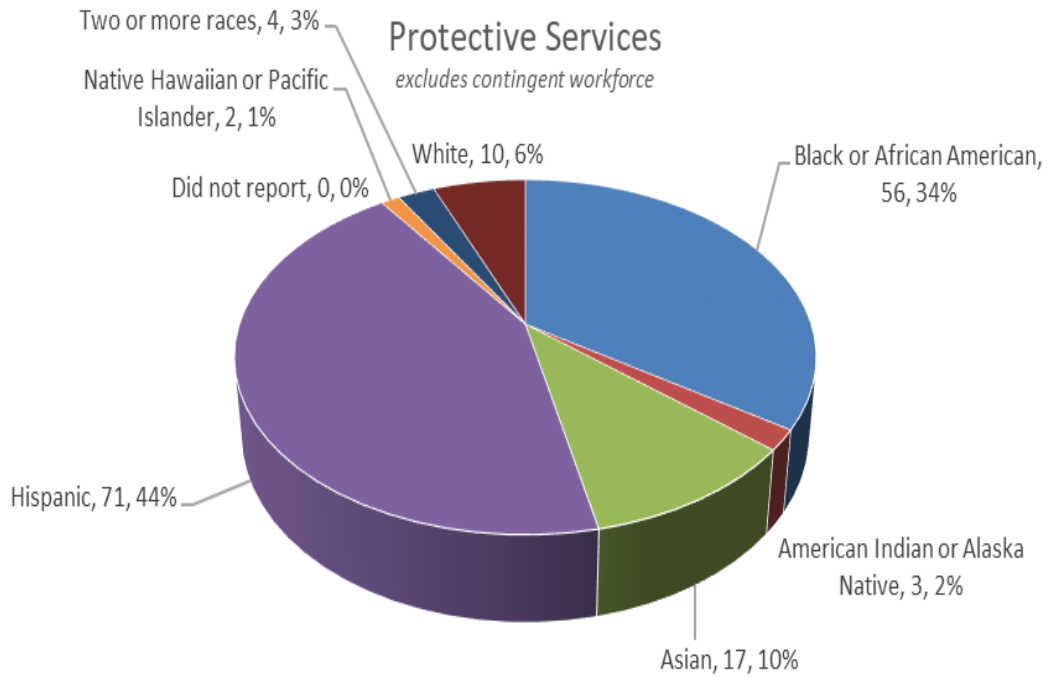
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### Paraprofessionals

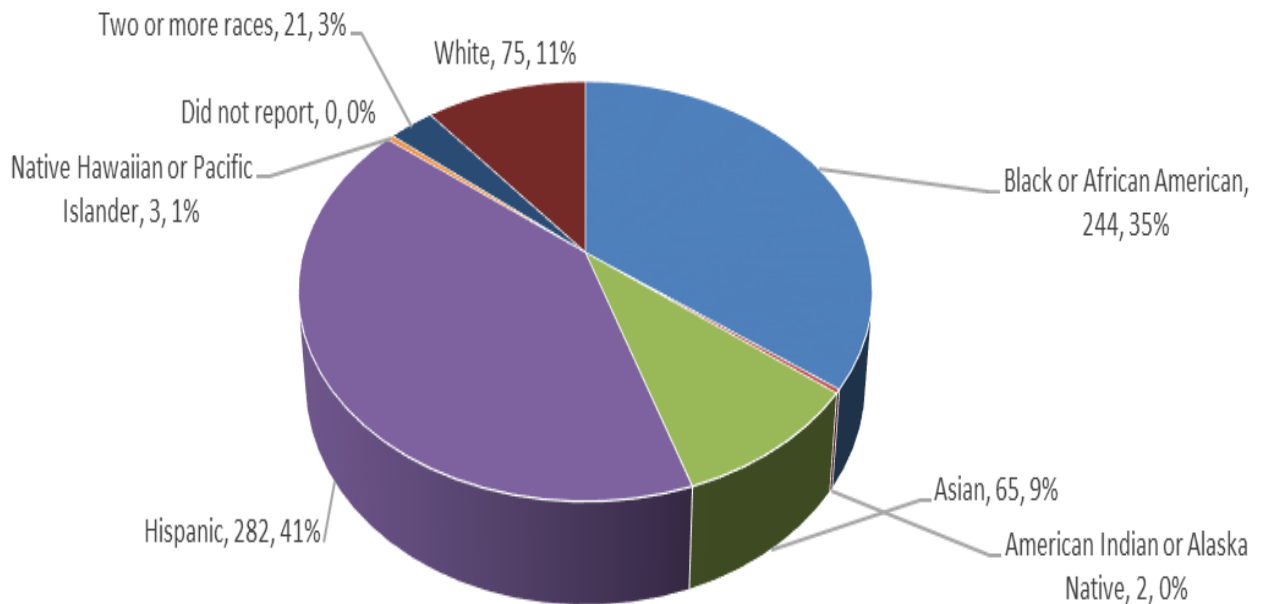
*excludes contingent workforce*





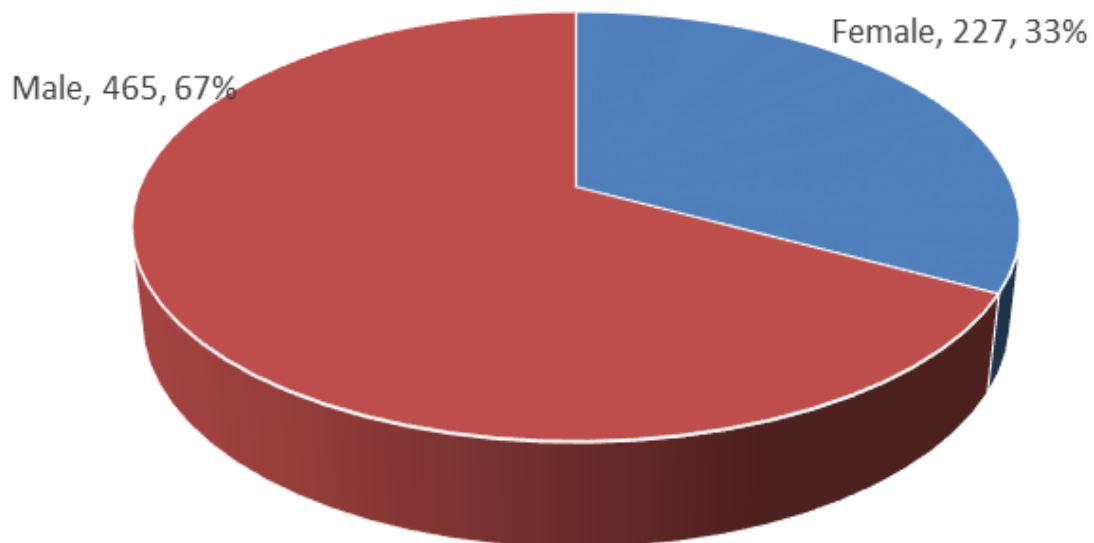
## Technicians

*excludes contingent workforce*



## Technicians

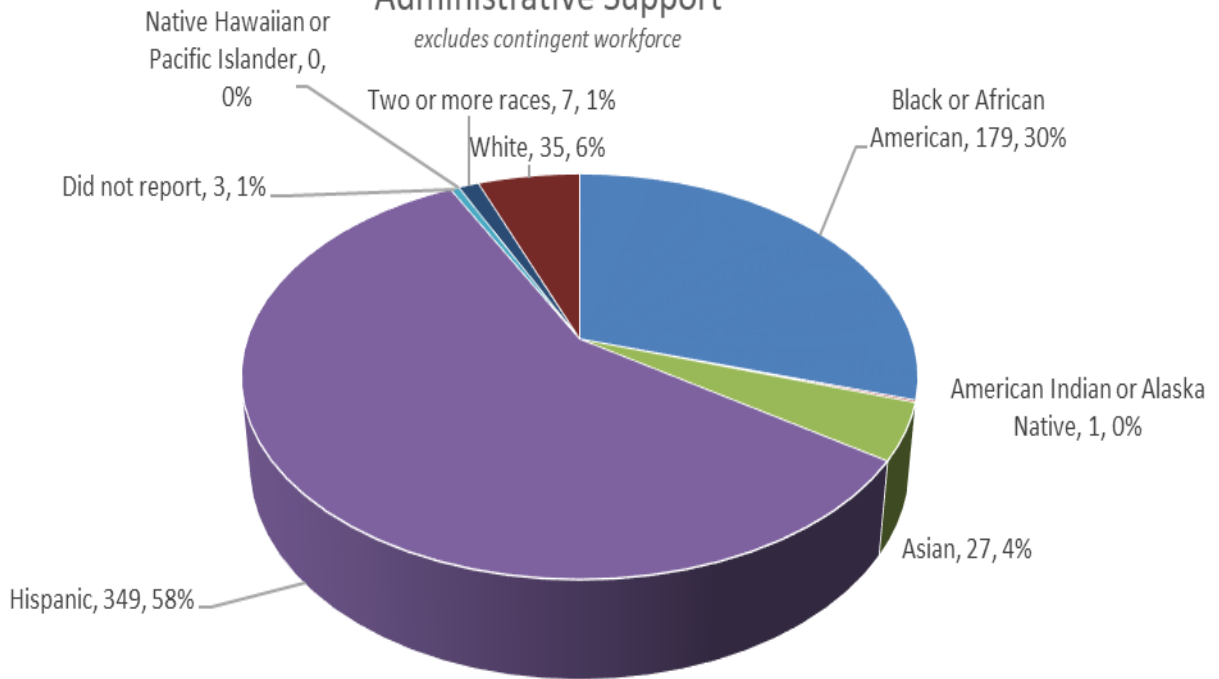
*excludes contingent workforce*





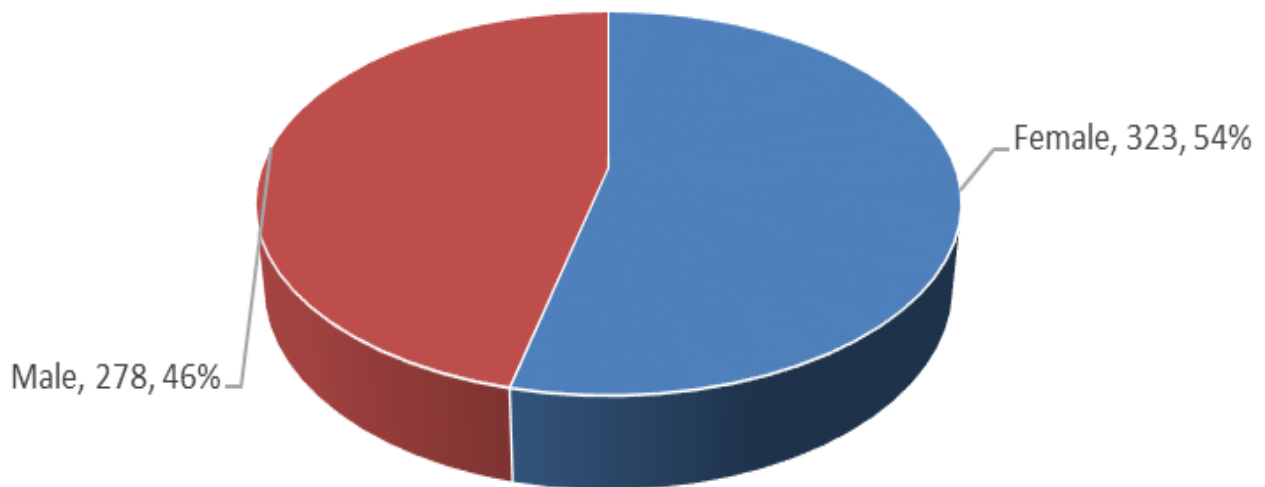
### Administrative Support

*excludes contingent workforce*



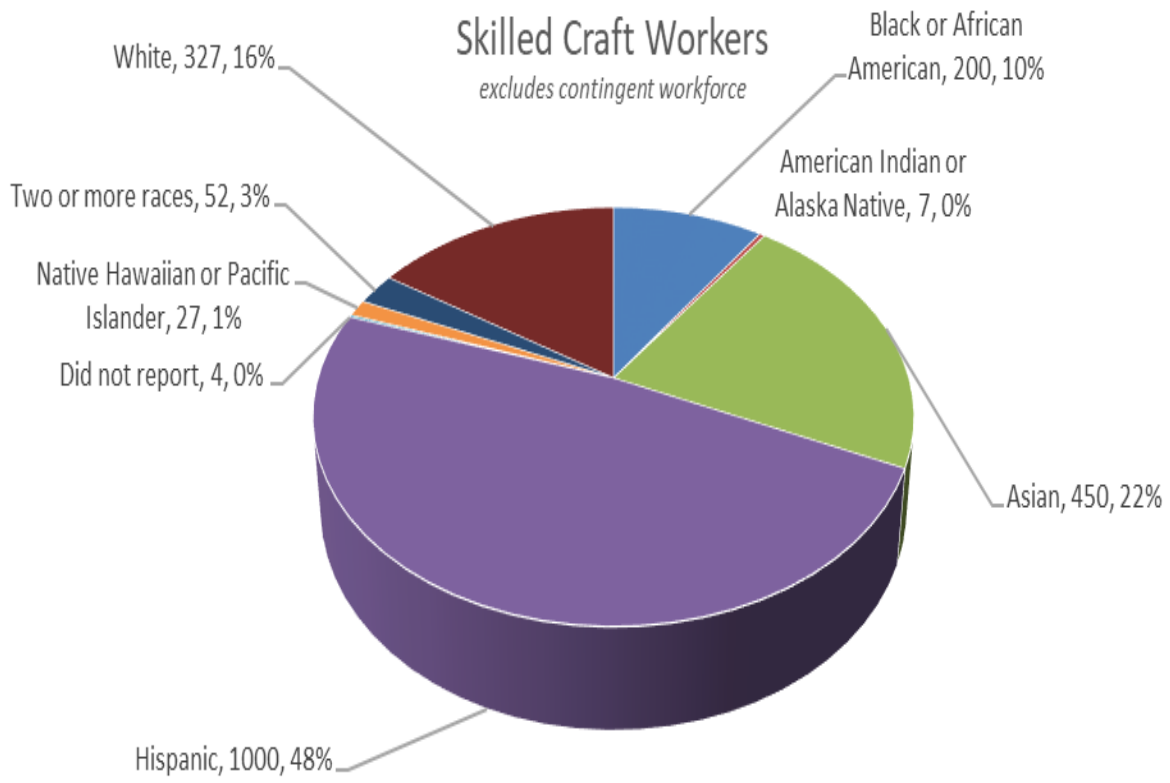
### Administrative Support

*excludes contingent workforce*



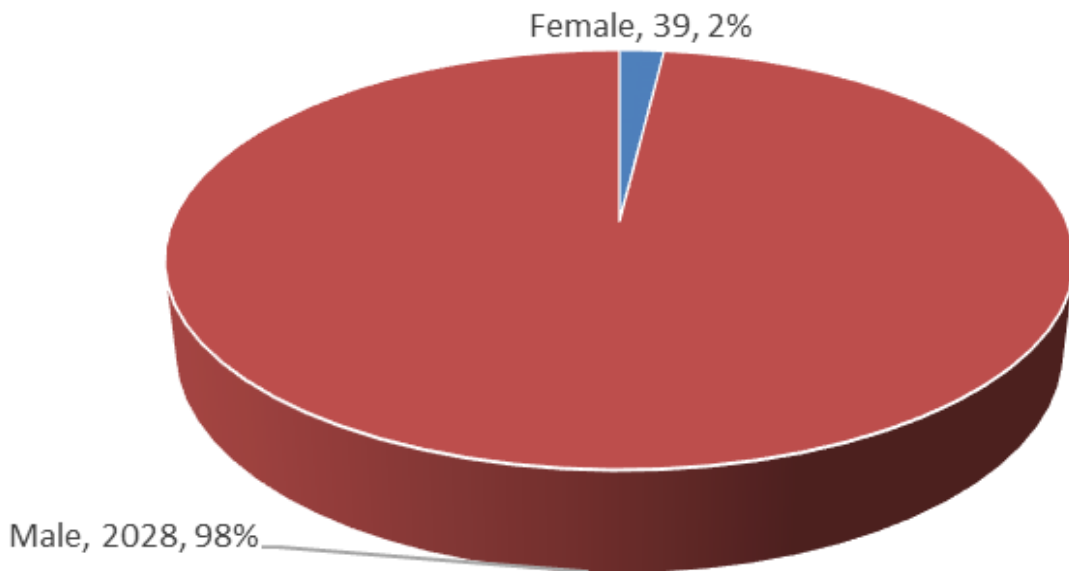
### Skilled Craft Workers

*excludes contingent workforce*



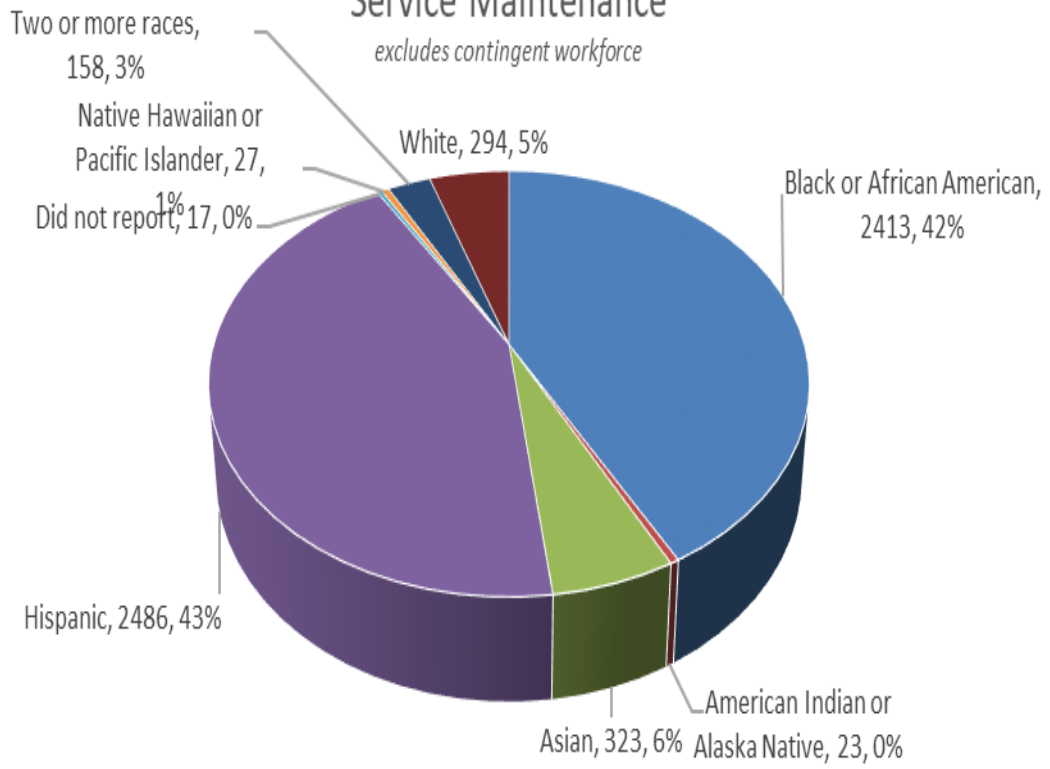
### Skilled Craft Workers

*excludes contingent workforce*



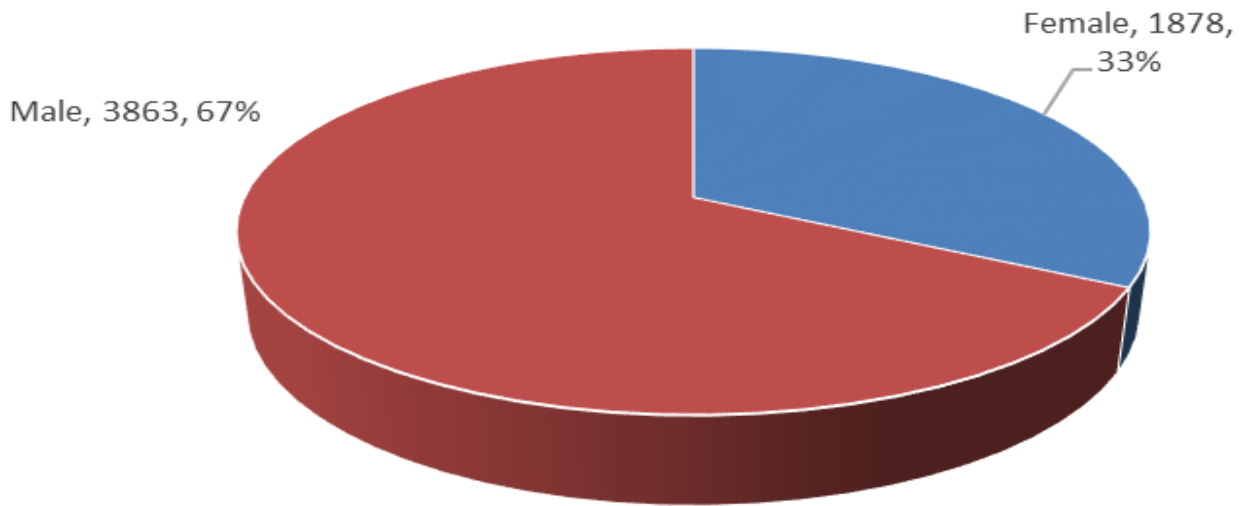
### Service Maintenance

*excludes contingent workforce*



### Service Maintenance

*excludes contingent workforce*





# Motion 31.1 Response: ACA 5

*Executive Management Committee*



**Metro**

## Assembly Constitutional Amendment 5

- Proposition 209 (1996)
- Impact at Metro:
  - Contracting
  - Employment
  - Education (Community Engagement)
- Proposition 16 (2020)
  - November 3, 2020 Election

# Contracting

Consider new initiatives to inform advancement of equity and inclusion:

- Adjustment to certification size and Personal Networth thresholds for M/WBE and SBE programs
- Increase contract dollar threshold(s) for SB Prime
- Development of Local Business Enterprise incentive program
- Enhancement of capacity building initiatives

**Assessment Timeline: December 2020 – March 2021**

**Staff recommendation to Board – April 2021**

## Disparity Study Update

- Last Study completed in 2017
- Receive and filed on February 15, 2018
- Study will inform upcoming FF21 – FFY23 Overall DBE Goal
- New 5-year Study update planned in FY22 (Contract Award)
- Courts point to the U.S. Commission on Civil Rights position that disparity studies using data that is more than five years old is considered stale.

# Employment

- FTA requires that Metro's workforce is representative of the local community.
- Metro uses the Census EEO tabulation tables to determine availability of the five surrounding counties as the benchmark.
- To achieve goals, OCR currently reviews:
  - Job descriptions;
  - Posting period;
  - Recruitment plans (internal vs. external, sources, etc.);
  - Interview panel to ensure diversity;
  - Qualified applicant pool diversity; and
  - Concurs in the hiring and promotion process
- Prop 16 will allow Metro to be more flexible and consider race, gender or ethnicity in employment decisions whether or not there is underutilization based on labor market availability.
- If Prop 16 does not pass, OCR will continue to make effort to ensure Metro's demographic mix is the same as the local community per labor market availability.

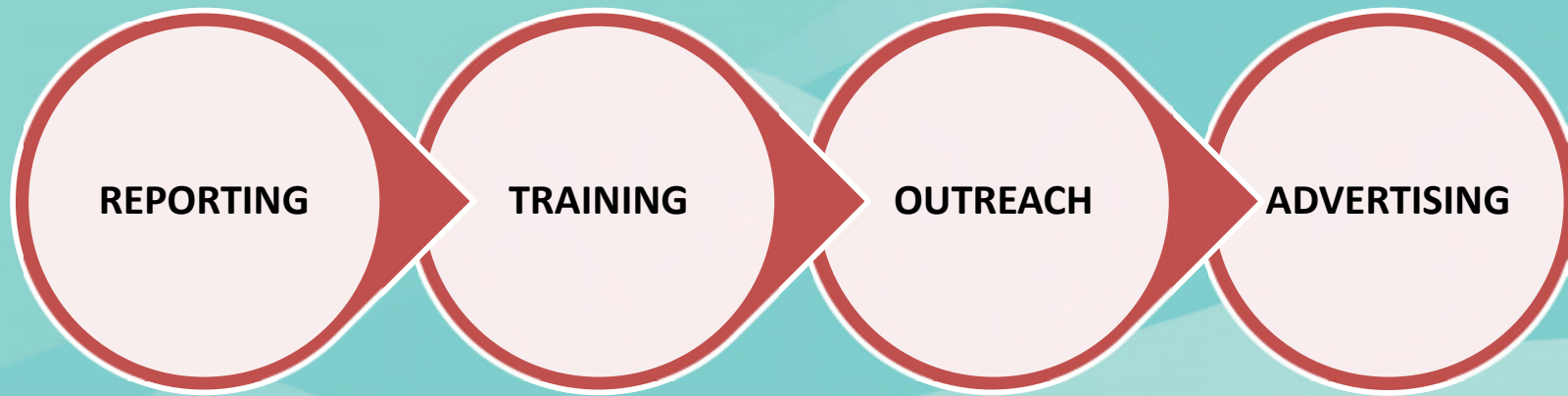


**Metro**



## Public Employment Practices

To improve the agencies racial and gender disparities, Human Capital & Development and the Office of Civil Rights and Inclusion are prepared to expand the following:



# Education (Community Engagement)

## Two areas of focus:

- **Ease of Access** - Improve access to Metro policymakers, programs, projects, and initiatives by removing barriers to participation for all stakeholders.
  - Fully Implement the Community Based-Organization (CBO) Partnering Strategy
  - Promote and Advertise Oral Translation Services
  - Provide Childcare/Children's Activities at Metro Meetings and Events
- **Targeted Outreach and Engagement** - Metro can ensure more inclusive and representative engagement and outreach by targeting key stakeholders
  - Conduct surveys, focus groups, and listening sessions about community perceptions of equity and race at Metro
  - Establish baseline demographic information for targeted communities.

# Education (Community Engagement)

## Implementation Timeline

### January 2020 – April 2021

- Finalize CBO-Strategy
- Research and analysis of childcare options
- Review of language resources
- Development of voluntary demographic surveys
- Develop surveys, and identify and schedule focus groups/listening sessions

### May 2021 – June 2021

- Begin implementation of CBO Strategy
- Develop partnerships with key CBO's to implement community perceptions survey and engagement
- Initiate distribution and collection of voluntary demographic surveys

### July 2021 – September 2021

- Complete first phase implementation of CBO Strategy
- Establish and review baseline demographic information
- Deploy surveys, focus groups, and listening sessions



Thank you



**Metro**