

What strategies effectively and equitably support labor market outcomes and economic recovery from the COVID-19 pandemic among those facing the greatest barriers?

The COVID-19 pandemic has led to an economic recession that disproportionately impacts women and Black, Indigenous, and other people of color (BIPOC), many of whom were already underrepresented in the labor market (Madgavkar et al., 2020).² Such unequal effects are attributable in part to job losses in industries that were more adversely affected by the pandemic, such as hospitality and health care, which employ large percentages of women and BIPOC (Holder et al., 2021). Additionally, COVID-related shutdowns closed schools and childcare providers across the United States (U.S.), contributing to childcare issues for working parents, especially women. In addition to experiencing exceptionally high levels of unemployment during the pandemic, BIPOC have had the highest rates of infection and death from the virus (Carnevale, 2020). Recovery of the workforce has been particularly sluggish for women of color (Jones, 2021).

Discrimination and exclusion have contributed to persistent disparities in economic outcomes between women and men and among BIPOC. For instance, even before the pandemic, Black and Hispanic families had substantially less wealth than White families, with median wealth estimated at, respectively, \$24,100, \$36,100, and \$188,200 (Bhutta et al., 2020) and women earned 82 cents for every dollar a man made, on average (Semega et al., 2020).³ In 2021, women earned, on average, 83 cents for every dollar a man made. The gap is even wider for women of color. While White women earned 80 cents for every dollar a man made, Black women earned 63 cents and Hispanic women earned 58 cents (Institute for Women's Policy Research, 2022).

The objective of this rapid review is to identify and synthesize evidence on effective interventions that support or could support equitable labor market outcomes as those facing the greatest barriers recover economically from the recession caused by the COVID-19 pandemic. **The review reflects the terms used by the authors of the included studies, so people considered to be BIPOC may be referred**

Equity in the context of labor market outcomes refers to fairness and justice in employment, education and training, and earnings. It is distinct from equality in that equity accounts for the fact that not all populations start from the same place, and interventions that promote equity adjust to counteract imbalances related to bias, discrimination, or other systemic barriers.

Black, Indigenous, and other people of color (BIPOC) and women may experience discrimination and exclusion because they belong to groups that have less social, political, and economic power. People may also experience marginalization based on their sexual orientation, disability status, immigration status, religion, and income level.

Equity definition from: National Association of Colleges and Employers. (n.d.). Equity. <https://www.nacweb.org/about-us/equity-definition/>

¹ This synthesis includes literature published through March 2022. CLEAR continues to search for relevant literature and may update this synthesis as new research emerges.

² This rapid review includes women and Black, Indigenous, and other people of color (BIPOC). We recognize it does not address all marginalized groups that may face barriers to economic recovery from COVID-19.

³ Another way to compare the median wealth of White, Hispanic, and Black families is with percentages. Before the pandemic, the median wealth of Hispanic families was 19% of Whites and the median wealth of Black families was 13% of Whites.

to by other terms in this document, such as African American, American Indian, Native American, Hispanic, and Latinx, among others.

Because labor market recovery from COVID is ongoing, there is limited rigorous research about the effectiveness of longer-term interventions (such as education and training programs). As a result, this rapid evidence review includes policy recommendations as well as research about interventions that hold promise for contributing to equitable labor market outcomes for women and BIPOC. The review summarizes four strategies governments and businesses can use to support a more equitable labor market recovery:

1. Education and training interventions
2. Employment supports and other supportive services
3. Supports for small businesses
4. Place-based interventions

A fifth section discusses ways to measure equitable recovery that have been or could be used to assess recovery among women, BIPOC, and other marginalized groups. Note also that methods of measuring equitable recovery are found in the studies and publications reviewed in each of the four strategies discussed in this synthesis. For example, foundational digital skills, high speed internet, and current digital devices allow individuals to access online education/training. Telework, childcare, and flexible hours are among the supports that foster a return to work. Assessing the extent to which these supports, and resources are offered by providers and employers, and the uptake by learners and employees, can serve as measures of equitable recovery.

The evidence presented here is from the Clearinghouse for Labor Evaluation and Research's (CLEAR) rapid review of 91 publications. Of the 91 publications, 23 were causal studies, 29 were descriptive studies, and 39 were other types of publications such as literature reviews and policy briefs (see Figure 1).⁴ The synthesis includes a supplement at the end of this document that provides an overview of each study.

Education and training interventions are programs of instruction in the knowledge, skills, and competencies needed to improve employment outcomes. Equity-focused education and training programs are those that deliberately recruit, retain, and support participants from marginalized groups.

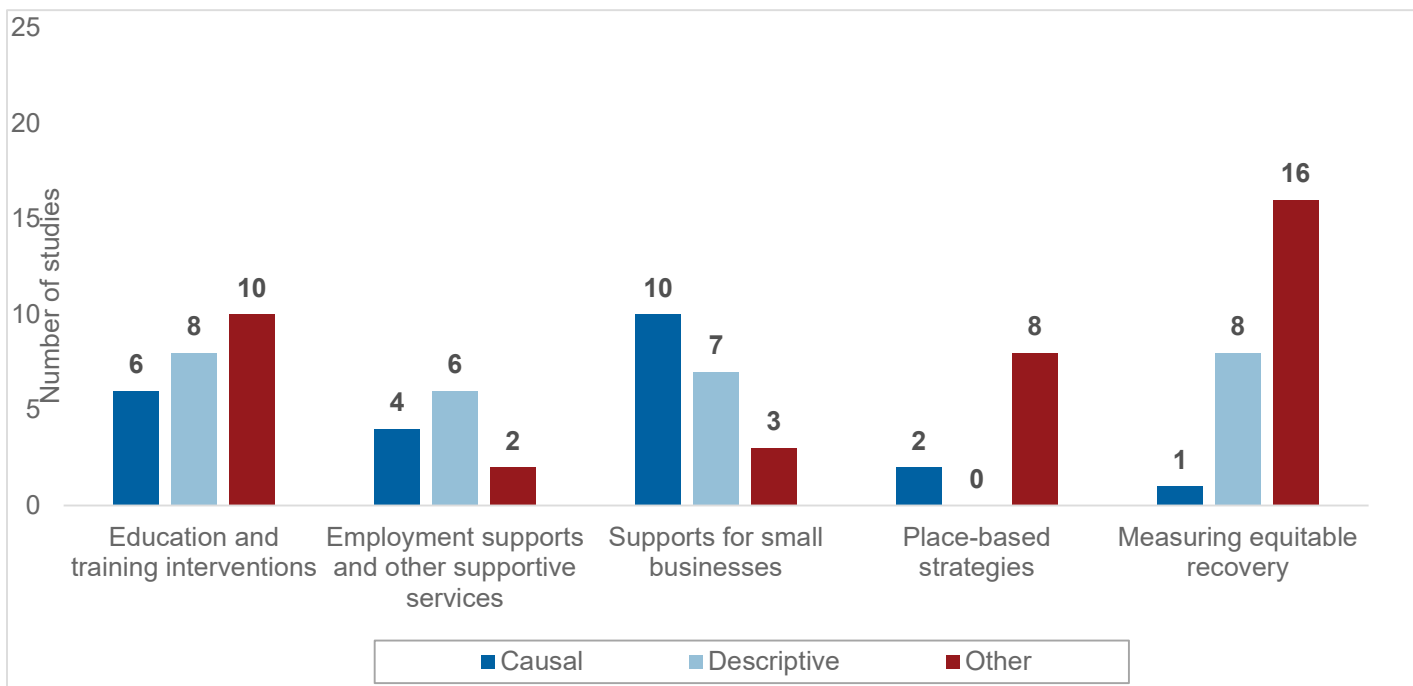
Employment supports and other supportive services include any type of assistance provided to employees within or outside the work environment that helps them obtain or maintain employment.

Supports for small businesses encompass a variety of policy responses designed to promote small businesses' recovery from the economic impacts of a disaster or crisis. For example, a key support of the federal response to the coronavirus pandemic is the Paycheck Protection Program (PPP), a component of the federal Coronavirus Aid, Relief, and Economic Security Act (the CARES Act) made available in April 2020.

Place-based interventions aim to improve economic and social conditions in specific geographic areas by providing resources to government, non-profit, or private sector entities instead of direct resources to individuals.

⁴ CLEAR is the U.S. Department of Labor's Clearinghouse for Labor Evaluation and Research. Its mission is to make research on labor topics more accessible to practitioners, policymakers, researchers, and the public, and to support evidence-informed decision making. CLEAR does this by conducting systematic evidence reviews, summarizing individual studies of programs, and synthesizing research across individual evidence bases. To date, CLEAR has conducted more than 18 evidence reviews and summarized more than 1,000 studies.

Figure 1. Types of Studies by Topic



1. Education and training interventions

► **Career pathways enable people to attain the education and training required for in-demand jobs as part of labor market recovery.** Secondary and post-secondary career pathways align education programming within career themes through integrated academic coursework, applied or technical coursework, and work-based learning opportunities. Comprehensive support services provide counseling, small learning groups, opportunities to interact in and outside the classroom, professional development, and other strategies to promote and foster student belonging (Hester, 2020). Career pathways participants make progress along clear educational trajectories so they can successfully obtain the necessary knowledge, skills, experience, and credentials for in-demand jobs (Cotner et al., 2021). A recent meta-analysis of 46 studies of career pathways programs found that, on average, these programs increased credential attainment and employment in the targeted industry by a large amount; smaller increases were found in short-term earnings. Impacts on overall employment and earnings measured after three years were not found (Peck et al., 2021).

According to one study, African American participants in a career pathways program earned significantly more credits and were significantly more likely to enroll in college than non-participant peers (Warner et al., 2016). Researchers attributed this to the additional support students received via the pathway program’s small learning community, through which participants learned how to select a college, pay for tuition, and which high school courses were required for college entry. In their meta-analysis of career pathways programs, Peck et al. (2021) found that programs with a larger proportion of Black participants appeared to have larger impacts on employment and earnings. While not based on a causal analysis, the authors noted it was an encouraging finding and speculated that there might have been something about the programs, or the industries in which they were situated, that counteracted employment discrimination.

The equitable labor market effects of participation in career pathways programs can be long term. One study of career pathways in sites serving large populations of African American and Latinx students found that participants at high risk of dropping out were the most likely to benefit from program participation eight years afterwards, with significantly higher monthly incomes than similar non-participants (Kemple & Wilner, 2008).

► **Equity-focused apprenticeship and other work-based training approaches help workers obtain jobs and earn progressively higher incomes.** Policy researchers suggest that programs embracing equity consciousness, to include establishing and monitoring progress toward equity goals and metrics, can improve the extent to which marginalized people earn credentials and obtain jobs (Bennett et al., 2020). Despite their overall effectiveness in improving employment and earnings outcomes (Reed et al., 2012), apprenticeships, work-based training programs, and other career and technical education opportunities do not always produce equitable outcomes because people underrepresented in the labor market may not be recruited into these programs, may lack prerequisite education or training, or may experience employer discrimination (Anderson et al., 2021). For example, one study found that non-Hispanic White workers were more likely to receive employer-paid training than Hispanic White workers (Waddoups, 2021). Similarly, women are more likely to face barriers and less likely to succeed in non-traditional work-based learning programs (Bridges et al., 2020; Toglia, 2013). However, apprenticeships and other work-based training approaches that are responsive to learner needs and contexts are more likely to contribute to equitable outcomes (Astrada & Nery, 2021; Bennett et al., 2020; Escobari et al., 2019; Tesfai, 2020). For instance, paid childcare for class time and work hours had a positive impact on women's enrollment, retention, and success in Women in Construction (WinC), a pre-apprenticeship program in Biloxi, Mississippi (Johnson & Spiker, 2018).

► **Online career and technical education programs that integrate supports with equity in mind can improve access.** Data on career and technical education (CTE) programs do not indicate equitable outcomes whether offered in person or online (Anderson et al., 2021). Still, the pandemic has demonstrated the need for CTE to be offered online so that a wider range of individuals can become qualified for jobs as the labor market recovers (OECD, 2021).

Unfortunately, people from marginalized groups can face challenges to their ability to participate in online learning. For example, residents of rural and low-income urban communities are less likely to have reliable at-home access to high-speed internet than residents in other communities (Association for Career and Technical Education, 2021; Baillieul & Crowder, 2021; Cropper et al., 2018; Fernandez et al., 2020). African American and Hispanic adults are also less likely to have access to a computer or broadband at home than are White adults (Atske & Perrin, 2021) and workers of color are more likely to lack up-to-date digital devices (Johnson & Bergson-Shilcock, 2020), which can further hamper their ability to participate, or full participate, in online coursework.

Online CTE programs can establish supports to help CTE participants overcome such challenges. One recommendation is to revise coursework that requires substantial computing power, internet bandwidth, or digital literacy (Anderson et al., 2021). Additionally, having multiple points of access to high-quality internet is essential for active engagement in online programs. Because people may be unable to reliably travel to brick-and-mortar workforce centers, a key strategy for increasing internet access for learners in rural and low-income urban communities is to partner with community partners

like libraries and community centers to offer alternative sites for technology-based learning (Cropper et al., 2018, Quach & Chen, 2021). Learners from low-income communities are also more likely to access course materials from mobile devices (Association for Career and Technical Education, 2020; Fernandez et al., 2020). Given the mobile dependence observed in low-income communities, it will be important for online CTE programs to continue to develop strategies for increasing points of access that complement cellphone usage for learning opportunities. In addition, access to online CTE for students with vision and/or hearing impairments or limited English proficiency can be supported via assistive technologies, such as text-to-speech functionalities, captioning, alternative text, and visual aids (Association for Career and Technical Education, 2021).

► **Financial assistance for education and training can improve equitable outcomes.** Because of systemic income and wealth disparities, Black individuals may have fewer financial resources to devote to their education and training than do people who do not belong to marginalized groups (Kuhn et al., 2018). The inability to afford education and training limits equitable access to the learning opportunities needed for skilled jobs; given how crucial education and training are to positive employment outcomes, helping individuals who experience economic marginalization to afford such opportunities can improve equitable access, as some evidence suggests. For instance, one randomized controlled trial found that offering Pell grants for short-term occupational programs to low-income students increased program enrollment and completion by 20 percentage points (Thomas et al., 2020). Effective training programs often included financial incentives, stipends, or other financial assistance mechanisms that low-income participants cited as important to their ability to access and complete training (Escobari et al., 2019; Roder & Elliott, 2021).

2. Employment supports and other supportive services

► **Expanding telework and other flexible work options could increase employment opportunities for a more diverse group of workers.** Research suggests that 37 percent of jobs in the U.S. can be performed entirely at home (Dingel & Neiman, 2020). Although many employers have recognized this arrangement as viable, working from home differs by race and ethnicity among occupations that can be done outside the office (Gould & Shierholz, 2020; Saenz et al., 2021). Latino and Black workers are overrepresented in jobs that do not offer telework options (Chen et al., 2021). One recent study found that only 16.2 percent of Hispanic workers and 19.7 percent of Black workers, compared to 30 percent of White workers, were offered the opportunity to telework (Gould & Shierholz, 2020). In occupations with a high number of telework jobs, White women, Black men, and Hispanic men were more likely to be unemployed than White men (Gezici & Ozay, 2020). Also, in these high-percentage telework industries, Black and Hispanic women experienced an increased risk of job loss compared to White men. The study authors attributed these differences to unobservable factors such as discrimination. In addition to telework, alternative work schedules can provide more employees the opportunity to return to work. Flexible work arrangements resulted in positive and significant increases in employee effectiveness (Lee & Hong, 2011) and company revenue, while allowing employees to care for their families, find affordable childcare, and take advantage of workplace training opportunities (Watson & Swanberg, 2013).

► **Access to quality childcare enables parents to obtain and retain employment.** During previous recessions, employment losses have been larger for men than for women; however, unemployment rates due to COVID-19 have been higher for women (Albanesi & Kim, 2021; Alon et al., 2020). The pandemic has exacerbated pre-existing gender inequalities (Elias et al., 2021; Yavorsky et al., 2021), with mothers more likely to have lost a job than fathers (Dias et al., 2020). The higher unemployment rates among women are due in large part to reduced access to childcare following school and childcare closures (Alon et al., 2020; Albanesi & Kim, 2021). Lack of childcare options has been most prevalent among Latino and Black families: 22 percent of Latino households, 24 percent of Black households, and 17 percent of White households reported childcare disruptions during the pandemic (Chen et al., 2021). More than 20 percent of Latino and Black households with children had a family member who left or lost a job, compared to 16 percent among White households with children (Chen et al., 2021). The employment decreases experienced by women due to loss of quality childcare were exacerbated by the fact that childcare employees are typically women (Robbins & Schmit, 2020).

► **Support for mental health in the workplace fosters the return to work.** People with common mental health disorders are between 2 and 3 times more likely to be unemployed than people who do not experience such disorders, and those with severe mental disorders are up to 7 times more likely to experience unemployment (OECD, 2012). The pandemic has highlighted inequities in access to mental health care in the U.S. (SAMHSA, n.d.; Toporek & Thakore-Dunlap, 2020). Research shows that Black and Latinx communities are less likely to access mental health services despite rates of behavioral disorders comparable to those in the general population (Toporek & Thakore-Dunlap, 2020).

3. Supports for small businesses

► **Targeting assistance to minority- and women-owned small businesses can improve economic recovery.** The stay-at-home orders implemented during the COVID-19 pandemic had a devastating impact on the small business sector in the U.S. (Liu & Parilla, 2020a). During the Great Recession (between December 2007 and June 2009), small businesses accounted for 45 percent of employment nationwide, but 62 percent of net job loss (Liu & Parilla, 2020a). Research suggests that this disproportionate job loss, which occurred again during the COVID-19 pandemic-induced recession, may have important implications for a recovery-oriented policy response (Pollak, 2021). One study leveraging the U.S. Census Bureau's Current Population Survey (CPS) data on small business owners found that from February to April 2020, the number of active business owners dropped by 22 percent across nearly all industries. Loss of business ownership was most acute for Black and Latinx business owners, who experienced 41 percent and 32 percent drops in ownership, respectively (Fairlie, 2020). A 2021 research brief outlined an argument for small business investment as an important piece of promoting equitable recovery through 1) growing jobs (in terms of quality and accessibility, as well as quantity), 2) addressing racial disparities in asset ownership, and 3) investing in underserved neighborhoods (Parilla & Liu, 2021).

Minority-owned businesses serve as an engine of economic growth in many regions across the country. Evidence supports their importance in job creation, economic advancement, and mitigating wealth inequality (Fairlie & Fossen, 2021). About 27 percent of all businesses in the U.S. are minority-owned,

and entrepreneurship has continued to increase during the pandemic (McDonald, 2020; Pardue, 2021); nearly half of all businesses started in 2020 are minority-owned (Pardue, 2021). The U.S. Hispanic Chamber of Commerce reported that the 4.7 million Latino-owned businesses in the U.S. contribute more than \$800 billion annually to the economy (Albro & Hershberg, 2021), and Latino-owned business has grown by 34 percent over the past 10 years, making it the fastest growing segment of small businesses in the country (Small Business Administration, 2021a). The number of women-owned businesses also has grown in the past year (Pardue, 2021). However, these business owners have reported a need for government assistance to continue to grow in the recovery period: nearly half of the women responding to a 2020 survey conducted by the National Association of Women Business Owners said that access to government aid would be paramount to continuing to operate their business in the year ahead (Pardue, 2021). Support for these and other businesses in underserved communities matters for the nation's collective recovery from the pandemic, and without targeted efforts to support their recovery, experts predict that the pandemic will reinforce existing disparities (Fairlie & Fossen, 2021; Howell et al., 2021).

Programs that provide support for small businesses are designed to stabilize the economy in response to crises and promote recovery in their aftermath. The Coronavirus Aid, Relief, and Economic Security (CARES) Act included two such programs implemented in response to the COVID-19 pandemic. Both the Paycheck Protection Program (PPP) and the Economic Injury Disaster Loan (EIDL) program targeted "underserved markets" and businesses owned by "socially and economically disadvantaged individuals" (Fairlie & Fossen, 2021).⁵ There is some evidence to support the short-term effectiveness of the PPP in mitigating unemployment, although data are not conclusive (Barraza et al., 2020; Berger et al., 2021b; Chetty et al., 2020; Gertler et al., 2021). However, researchers have noted that PPP funds were not equitably distributed to areas in the greatest need of assistance (Kapinos, 2021; Kelly & van Holm, 2021; Ong et al., 2021; Shi, 2021). For example, Kapinos (2021) found that PPP loans, while associated with reductions in subsequent unemployment, did not flow to the counties hardest hit by the pandemic as measured by unemployment rates.

For more information about the PPP and early evidence from its implementation in response to the COVID-19 pandemic, visit CLEAR's [rapid review on emergency employee retention strategies](#).

You can learn more about strategies to reopen businesses in CLEAR's [rapid review on return-to-work strategies](#).

Further, the first wave of funding did not reach small businesses owned by women and people of color (Atkins et al., 2021; Carrazana, 2020; Fairlie & Fossen, 2021; Howell et al., 2021; Padilla, 2021), despite the disproportionate impact of the pandemic on minority-owned businesses (U.S. Chamber of Commerce, 2020). The initial rollout of the program tied funding to profitability and shut out businesses without employees (including many sole proprietors, independent contractors, and self-employed people) and those started during the pandemic (Padilla, 2021). This is important to note because businesses with few or no employees are predominantly owned by women and BIPOC. In fact, the Center for Women in Business (2014) found that 90 percent of women-owned businesses have no employees other than the business owner and only two percent have 10 or more employees. Moreover,

⁵ The PPP provided low-interest loans to businesses so they could maintain payrolls and meet operating expenses. Other support programs include the Restaurant Revitalization Fund, the Shuttered Venues Grant, and the Economic Injury Disaster Loan (EIDL).

Lederer et al. (2020) found evidence of discrimination in PPP lending practices toward women and people of color. The authors identified statistically significant differences in the level of encouragement to apply for a loan based on race, the products delivered based on gender, and the information provided by the bank representative based on race and gender.

According to a survey conducted by the U.S. Chamber of Commerce and MetLife (2020), minority-owned business owners were more likely than non-minority owners to report difficulty securing loans, express fears about permanently closing their business, and anticipate revenue declines. Women-owned businesses also faced significant barriers to obtaining federal loan aid (Padilla, 2021). One such barrier was the “first come, first served” structure of the PPP, which disadvantaged the smallest businesses who were less aware of the PPP and less likely to apply (Neilson et al., 2020). Further, evidence from loan-level microdata and administrative employment data found that funds initially flowed to geographic regions that were less adversely affected by the pandemic, rather than regions that were more severely affected in terms of infection rates and deaths, social distancing measures, or employment declines (Fischer, 2020; Granja et al., 2021; Kelly & van Holm, 2021). A study of information frictions (i.e., lack of awareness of the program itself as well as who was eligible and how to apply) and access to PPP funds suggested that lower application rates, longer processing times, and ultimately, less access to funding led to substantially worse outcomes for small businesses, including more layoffs, increased perceived probability of bankruptcy, and worse expectations for recovery (Neilson et al., 2020).

To improve the equity of outcomes, the Small Business Administration announced in February 2021 that it would make equitable access to PPP funding a top priority for the next round of funding (Carrazana, 2021). Changes to the PPP’s implementation earlier in the year resulted in significant increases to underserved groups compared to the first round of funding distributed in April 2020 (Small Business Administration, 2021a).⁶ These changes were followed by additional reforms, which included opening a window during which only businesses with fewer than 20 employees could submit applications and revising the loan calculation formula. The administration also announced plans to revise limitations in the application that disproportionately impacted people of color and eliminate student loan debt as a barrier to PPP (Small Business Administration, 2021a).

► **Non-governmental and community-based financial institutions other than banks may increase the reach of supports for small businesses in underserved communities.** The composition of an area’s financial institutions had a large effect on how much government relief funding that area received, particularly during the first round of PPP distribution (Fischer, 2020). Areas with a higher concentration of smaller financial institutions (e.g., community banks) distributed more PPP loans per capita (Fischer, 2020). Another study found that the first round of loan distribution under the PPP often depended on pre-existing relationships with banks and other financial institutions (Berger et al., 2021a). This situation exacerbated the lending discrimination that has historically faced minority- and women-owned small businesses, which have experienced greater barriers to accessing resources (Fischer, 2020; Liu & Parilla, 2020a; Padilla, 2021).

⁶ The second round of PPP funding reached smaller borrowers than the preceding round, with 96 percent of all loans going to businesses with 20 employees or fewer (Small Business Administration, 2021b).

The nation's smallest businesses were found to be less aware of the PPP and less likely to apply. A case study of pandemic relief for Latino-owned businesses in the Washington, D.C. area found that non-governmental and community-based financial institutions, other than banks, raised awareness about the available relief options (Albro & Hershberg, 2021). Building the capacity of community-based financial institutions can increase accessibility to federal relief for those who have had difficulty, including microbusinesses (e.g., those with less than 10 employees) and businesses in communities of color (Liu & Parilla, 2020b). Small businesses in predominately non-White areas were less likely to have their applications approved (Neilson et al., 2020) and had to wait longer for their funds. Small businesses in majority White neighborhoods received their loans more quickly than majority Latino or Black areas (24 days versus 30/31 days, respectively) (Liu & Parilla, 2020a).

4. Place-based interventions

Place-based interventions aim to improve economic and social conditions in specific geographic areas, ranging from discrete neighborhoods to larger regions, particularly those in economic distress (Bartik, 2020; Turner et al., 2021a; Vey et al., 2020). Place-based resources are directed to government, non-profit, or private sector entities. Activities vary widely and include providing block grants, offering tax incentives to businesses, investing in local physical infrastructure, or providing workforce training (Neumark & Simpson, 2015). For example, Community Development Block Grants are administered by the Department of Housing and Urban Development (HUD) to address a variety of needs including infrastructure, economic development projects, public facilities installation, and housing rehabilitation (HUD, 2021a). The New Markets Tax Credit (NMTC) Program, administered by the Department of the Treasury, provides tax credits to qualified community development entities, thereby attracting private investment to low-income areas (Community Development Financial Institutions Fund, 2021). Similarly, HUD Empowerment Zones (HUD 2021b) and Enterprise Zones, typically administered at the state level, and interagency Opportunity Zones (Internal Revenue Service, 2021) offer tax incentives to encourage investment in distressed areas. Other place-based interventions focus on funding for specific categorical projects. The Department of Education (ED), for instance, funds competitively awarded Promise Neighborhoods grants to support "cradle-to-career" education interventions in economically distressed places (ED, 2021). The Department of Commerce's Economic Development Public Works program competitively awards funds to areas seeking to improve their local physical infrastructure to attract new industry and retain existing businesses (Economic Development Administration, 2021).

► **Overall, evidence of the effectiveness of place-based interventions is mixed.** An important rationale for place-based approaches is that areas experiencing economic distress can benefit from geographically-targeted investment, with multiplier and spillover effects: as more jobs become available, more residents will be employed and earn increasing incomes, which in turn, supports more local economic activity (Kline & Moretti, 2013).

In their 2015 report, Neumark and Simpson reviewed the evidence on Enterprise Zones operated at the federal and state levels in the U.S. and in the European Union. Two of the three U.S.-based state programs did not find positive employment effects; the third program resulted in positive employment effects only in lower paying jobs. Another study looking at multiple states found some positive impacts of Enterprise Zones on employment but concluded they were not associated with the hiring credits

provided. The program outcomes for Federal Empowerment Zone programs reviewed were likewise mixed. The authors' review of discretionary grant programs showed positive effects on increasing employment, decreasing unemployment, and increasing wages. Structural Funds in the European Union, and regional programs like the Tennessee Valley Authority (TVA), are among the infrastructure investment programs reviewed by Neumark and Simpson. From their review, they concluded that while some programs resulted in short-term improvements in employment growth rates, wages, income, and GDP per capita outcomes, benefits generally decreased over time. So, while researchers found early economic gains resulting from some place-based interventions, evidence is lacking about whether such gains led to longer-term self-sustaining economic development activity and improved labor market outcomes in targeted areas. In 2021, Neumark and Young published a study looking at the longer-term impacts of Enterprise Zones, while also incorporating the different benefits offered (i.e., financing, hiring incentives, tax credits for investments, or miscellaneous). Longer-term impacts yielded no positive effects on unemployment, poverty rates, wages, or salaries.

Research on other place-based interventions likewise appears mixed. For instance, Harger and Ross (2016) studied the New Markets Tax Credit (NMTC). NMTC can be provided to new or existing businesses. Their research looked at the decision to locate a business in an NMTC-eligible Census tract and the effect on employment levels by type of industry. The authors found differences in employment outcomes and the creation of new firms depending on industry. Among both new and existing retail businesses and existing manufacturing firms receiving the NMTC, there were positive employment effects. In contrast, among new firms in the wholesale and transportation industries, the authors found negative effects on employment, and in new businesses in the FIRE (finance, insurance, and real estate) and services industries, there were decreases in the number of new firms.

Despite some evidence that areas designated as Opportunity Zones, the successor of the NMTC, do not target the most economically distressed areas, Gates and Schnare (2020) reported that investment in Opportunity-Zone areas increased by 29 percent compared to areas without this designation and that property values appear to be increasing faster than in other census tracts designated as low income. However, early research has found no increase in the number of jobs in Opportunity Zones.

► **While few place-based interventions specifically target marginalized groups, doing so may improve equitable outcomes.** Turner et al. (2021b) reviewed 33 federal place-based programs, finding that few directly address racial inequity. Although many indirectly seek to improve equitable outcomes by targeting economically distressed communities, few specifically direct funding to BIPOC-serving institutions. Researchers have suggested several strategies that may enable place-based interventions to focus more deliberately on equitable outcomes for marginalized racial groups. First, clearly understanding the dynamics of racial discrimination, disinvestment, and exclusion that created place-based inequities may help program developers devise solutions that target the underlying conditions hampering economic health (Turner et al, 2021b). Second, place-based programs should build the capacity of people in targeted geographies to develop expertise and leadership in economic improvement efforts to ensure sustainability through local empowerment (Turner et al., 2021b; Vey et al., 2020). Third, place-based interventions should help targeted communities avoid the potential inequitable effects of investment, such as gentrification and displacement of residents as local property prices increase (Wendel & Jones, 2020).

Vey et al. (2020) similarly point out that place-based programs rarely include components that explicitly target local conditions caused by racially biased policies, and without an understanding of those policies, activities allowed under the program may not have the desired impact. For example, Opportunity Zones are designed to attract outside investment; they do not specifically target increasing wages, creating jobs, or supporting local ownership of businesses. For both Opportunity Zones and the NMTC, the structure of the tax incentives can favor strong projects that may have received private funding without the promise of tax incentives. Moreover, the uptake of these tax incentives by local business in Enterprise Zones is often limited because many businesses have limited tax liability; this diminishes the impact of the tax incentives. In other words, given the legacy of segregation which has undermined the economic health of communities with primarily BIPOC residents, local businesses may not earn enough revenue to qualify for the tax incentives offered by Enterprise Zones (Vey et al., 2020).

5. Measuring equitable recovery

Historically, employment and earnings have been used to measure labor market recovery. As important and illuminating as these indicators are, some experts argue they provide an incomplete picture of economic recovery from an inclusive or equitable perspective (Bailey & Pacetti, 2019; Fedorowicz, Bramhall, & Montes, 2022; Maye, Banerjee, & Johnson, 2020; Reuben, 2021).

► **Measuring different aspects of employment, such as job quality, can help us understand the extent to which women and BIPOC experience equitable labor market recovery outcomes.**

According to Conway et al. (2021), there is no single, comprehensive definition for job quality due to the numerous factors involved. However, several organizations have created frameworks for defining job quality with the most common elements including pay, benefits, and working conditions. Other elements incorporated into the definitions are characteristics related to business culture, supportive work environments, job design, skill development, and career advancement. Specific examples within these broad categories that contribute to understanding job quality include peer support, a positive and supportive organizational climate, respect for one's contributions, control over job activities, a sense of purpose, high quality supervisor-supervisee relationships, and opportunities for workers to participate meaningfully in workplace decisions that represent their interests (Carnegie UK Trust and RSA, 2018; Conway et al., 2021; National Fund for Workforce Solutions, 2021; Congdon et al., 2020).

Congdon et al. (2020) and Conway et al. (2021) have addressed many of these work environment aspects in their own research, identifying stable and predictable work hours, control over work hours or location, job security, on-the-job safety, and freedom from discrimination as job quality indicators. Additional indicators in the literature are how much employees work beyond their regular hours (such as over-employment) and the extent of paid and unpaid overtime (Carnegie UK Trust and RSA, 2018). The availability of tax credits and family supports like childcare, transportation, and housing assistance also contribute to job quality as do educational benefits and acknowledging accomplishments through perks, bonuses, or internal and external communications (National Fund for Workforce Solutions, 2021). On-the-job skill development, training, mentoring, coaching, and clear career advancement pathways are among other potential indicators (Cazes et al., 2015; Congdon et al., 2020).

In a 2019 study by Rothwell and Crabtree, race, ethnicity, and gender were strongly correlated with job quality. In their survey of working adults, Black women were more likely than members of any other

large racial/gender group to express disappointment with their job based on the importance of, but low satisfaction with, aspects of their work unrelated to pay (e.g., control over their schedule, stability of pay, and enjoyment of day-to-day experiences). According to one recent literature review investigating worker well-being by race (Shakesprere et al., 2021), BIPOC were more likely to experience work schedule instability, lower levels of workplace safety, and greater rates of social exclusion than White workers. BIPOC were also less likely to have control over their working conditions, less likely to be mentored and promoted, and more likely to be among those first fired during layoffs relative to their White peers. Another research review indicated that BIPOC women had less access to family and medical leave, had shorter maternity leaves, and were more likely to lose their jobs after giving birth than were White women (Michel & Ben-Ishai, 2016).

► **Measuring public sector job growth or decline is an important indicator for women and BIPOC economic recovery.** Recent estimates indicate that women compose 60 percent of the state and local government workforce (Sawo & Wolfe, 2022) and approximately 20 percent of Black workers are employed in the public sector (Madowitz, Weller, & Price, 2020). Public sector employment has become the most important source of employment for Black workers, and particularly for Black women, affording more wage parity between Black and White workers than is found in the general economy (Thomas, Smallwood-Cuevas & Waheed, 2020). Public sector employment “with union representation, high pay, health insurance, and retirement, have long been a pathway into the middle class” (Maye, Banerjee, & Johnson, 2020, p. 17). Thus, equitable recovery measures could include increased access to, and employment in, public sector jobs.

► **Wealth and other measures can be added to the traditional outcomes of hourly wages or annual incomes to paint a fuller picture of recovery.** Wealth disparities are often more glaring than income differences; however, measures of wealth are often unavailable (Reuben, 2021) but can be found in some sources, such as the Survey of Consumer Finance (Addo & Darity, 2021).

Asante, Collins, and Ocampo (2020) noted that wealth is “the leading economic indicator of a family’s ability to overcome unexpected financial challenges [and] provides the collateral security to attain financial stability, take risks, and acquire additional wealth, as well as the resources to make intergenerational transfers that seed financial stability and mobility for future generations” (p. 8). In measuring wealth, and particularly the wealth divide, Asante et al. (2020) used home equity, pension funds, and financial assets, excluding durable goods that diminish in value quickly. Like researchers looking at home prices, Asante et al. focused on median wealth since averages are affected by high values, and the inclusion of extremely wealthy, mostly White, families would result in much higher averages.

Other indicators in the literature include the receipt of Unemployment Insurance benefits (Loprest, Spaulding & Hecker, 2020), food insecurity, housing insecurity, and the ability to pay for usual household expenses (Maye, Banerjee, & Johnson, 2020). These latter measures are found in more micro-level data such as the Census Bureau’s Household Pulse and Small Business Formation surveys. Another potential metric is “credit invisibility,” defined as having no credit history with Equifax, Experian, or TransUnion. Black and Latinx individuals, as well as those in low-income neighborhoods, are more likely to be credit invisible, or to have too little credit to produce a credit score (Brown et al., 2021).

► **Housing is an important dimension of equitable recovery.** Housing is one of the most important markers of economic opportunity and one of the biggest structural barriers impacting racial equality (Neal & McCargo, 2020). Not only is there a huge gap in homeownership and affordable rental units between people of color and Whites, but people of color are also more likely to experience evictions and foreclosures (Asante, Collins, & Ocampo, 2020). Disparate trends in recovery are also linked to racial disparities in access to affordable housing, home ownership, home equity, and even predatory lending practices (Burd-Sharps & Rash, 2015). In fact, Neal and McCargo (2020) claim that economic downturns and crises exacerbate these inequalities for people of color, which in turn has a disproportionate impact on their recovery. Researchers have used several metrics to bring this dimension into the evaluation of equitable recovery. These metrics include median home values, the number of affordable housing units, the proportion of individuals who own versus rent, the proportion with subsidized housing, the proportion who have received eviction prevention services, and surveys of housing insecurity (Boddupalli et al., 2021; Damooei, 2021; Horney et. al., 2017; Lee & Wang, 2022; Maye, Banerjee, & Johnson, 2020; Poethig et al., 2018; Stacy & Fiol, 2021).

► **Indices help capture the complexity of equitable recovery.** Underscoring the complexity of measuring equitable recovery, researchers have begun developing indices to capture multiple dimensions. Among them, the Urban Institute created measures for economic health, economic inclusion, and racial inclusion based on a comprehensive literature review (Poethig et al., 2018; Stacy, Meixell, & Srini, 2019; Stacy & Fiol, 2021). While creating an overall inclusion index, they separately examine economic inclusion and racial inclusion because, as Poethig et al. (2018) note, particularly in communities of color, economic growth is often unequal. The Urban Institute's three indices include, among other measures, median family income, the unemployment rate, housing unit vacancy rates, the percentage of renters who pay 35 percent or more of their income in rent, the percentage of individuals 16- to 19- years of age who are not in school, employment change over a ten year period, the percentage of families that are below the poverty line with a householder working full-time, and multiple indicators that measure the gap between high and low earners and between Whites and people of color.⁷

Another example is Brookings' Metro Monitor 2021, which tracks the economic growth of the 192 largest metro areas in the U.S., measured by median earnings, relative earnings poverty, and the employment rate. Indices for racial inclusion measure the gap between non-Hispanic Whites and people of color on each of these indicators (earnings, poverty, and employment rates).⁸

In a study measuring the economic impact of COVID-19 in communities across 45 zip codes in California, Damooei (2021) used thirteen indicators to create a vulnerability index intended to paint a picture of equitable recovery. The indicators were: employment and employment opportunities, income level and poverty, child poverty, housing affordability, social and economic isolation, healthcare, professional preparation and access to education and training, transportation, disability assistance, long term care, food security, reporting needs for help (211 call), and domestic violence protection.

⁷ See also Measuring Inclusion in America's Cities at: <https://apps.urban.org/features/inclusion/?topic=map>

⁸ Available at <https://www.brookings.edu/interactives/metro-monitor-2021/>.

► **Analyses focused on small geographical units may help uncover unequal recovery within a region.** Using U.S. Census data from 2007 to 2017, Lee and Wang (2022) analyzed economic recovery in U.S. cities using indicators of median household income and median housing values. They noted that unequal economic recovery across cities within a metropolitan area is quite common. As an example, the regional 14 percent decline in median household income between 2007 and 2017 masked a loss of 22 percent in Detroit and a growth of 12 percent in Bloomfield Hills, 30 miles away. Their research found unequal recovery was impacted by the extent of political fragmentation, measured, in part, by the per capita number of special government entities, such as school districts, who have control over spending and can choose if or to what extent to collaborate with other regional governmental entities working toward recovery. Poethig et al. (2018) similarly noted that “Most analyses of inclusion and growth focus on metropolitan regions, so city leaders are often left without information on how to create and implement policies over which they have direct control” (p. 3). Additionally, they note that community groups and employers, both important components of economic recovery, operate at the city level.

Where are the gaps in the research on equitable recovery?

- **Greater evidence is needed about the results of interventions focused on economic recovery for specific marginalized groups.** Because *equitable recovery* that includes the range of marginalized populations is a relatively new term, little rigorous empirical evidence is available about what interventions lead to improved labor market outcomes for *combinations* of marginalized groups. Given this, there is a need for the development of interventions that explicitly seek to improve labor market outcomes for a plurality of marginalized groups, as well as research about the effectiveness of such policies, programs, and practices. In addition, new studies should employ research techniques to ensure that sufficient numbers of people from multiple groups are represented so that findings can be accurately generalized to the populations from which they are drawn.
- **More research is needed about the types of workplace supports that are most effective.** Although there is evidence that workplace supports can provide employees with the necessary resources to obtain and maintain employment, little research exists about which types of support are most effective for an equitable labor market recovery.
- **Research is needed on strategies that can turn positive short-term earnings gains into lasting improvements.** The meta-analysis conducted by Peck et al. (2021) noted that 16 of 46 studies spanned three or more years, at which time earlier increases in earnings had fallen off. Identifying strategies that can sustain short-term positive outcomes to higher and sustained earnings is an area for future research.
- **Evidence has not yet emerged on whether recently enacted employment protection programs, such as the PPP loan reforms, have made a positive impact on equitable labor market outcomes.** Changes to PPP appear to have been grounded in the goal of increasing equitable access; however, research is needed to assess the effectiveness of these measures on equitable access and the impacts of these resources.
- **More research is needed on the potential long-term impacts of place-based interventions.** Additionally, studies are needed to determine what aspects of programs are associated with

achieving short- and intermediate- term outcomes, and to document promising practices and challenges that arose during implementation to help contextualize program impacts.

- **More research is needed on social cohesion, community resilience, and community engagement.** In their scoping review to support the United Nations Research Roadmap for COVID-19 Recovery, Jewett et al. (2021) noted how important community cohesion, resilience and engagement are to crisis recovery. They concluded that investing in these resources before a crisis occurs is critical to leveraging them during and after. Regardless of the timing of such actions, the authors argued they should be centered on marginalized groups including women, children, indigenous peoples, racialized peoples, and people with varying abilities. The strength of a community's nonprofit sector may be one way to measure these communal aspects. For example, research on the nonprofit and philanthropy sectors in San Diego, California (Deitrick et al., 2020) looked at financial metrics, employment changes, resilience, public trust, leadership diversity, and volunteerism.

Rapid Evidence Review Supplement: Citations and Further Information

This supplement to the rapid review presents study summaries and citations reviewed for the synthesis. The first section summarizes studies and publications incorporated into the synthesis. The second lists citations used for background information. The final section describes the approach used to create the rapid review.

CITATIONS AND STUDY SUMMARIES

This supplement presents the citations and summaries using the same organization as the rapid review with an additional category for other citations supporting the synthesis. Bolded text in the summaries denote the data source(s), timing, location, and analytic method for studies that included this information. The subsections are as follows:

1. Education and training interventions
2. Employment supports and other supportive services
3. Supports for small businesses
4. Place-based interventions
5. Measuring equitable recovery
6. Other citations supporting the synthesis

1. Education and training interventions

Anderson, T., Briggs, A., Spaulding, S., Zamani-Gallaher, E., & López, D. (2021, March 8). *Racial and Ethnic Equity Gaps in Postsecondary Career and Technical Education*. Urban Institute.
<https://www.urban.org/research/publication/racial-and-ethnic-equity-gaps-postsecondary-career-and-technical-education>

- Type of research: Descriptive (mixed methods)
- Summary: The purpose of this research brief was to provide the foundation for efforts to examine and expand equity in online Career and Technical Education (CTE) in the **U.S.** Since the outbreak of the pandemic in 2020, nearly all students in CTE programs have taken at least one course online. The pandemic presented an opportunity to support both community and technical colleges to reshape institutional practices, programs, and courses to better support CTE students of color. To assess racial and ethnic gaps in postsecondary CTE programs, the authors used **data from the Beginning Postsecondary Students Longitudinal Study, administered by the U.S. Department of Education** to track students for six years after postsecondary enrollment. The latest available data tracked students who began a CTE program at a public two-year college in the **2011–12 school year through 2017–18**. The authors observed large gaps in CTE students' outcomes by race and ethnicity in grade point average (GPA), in obtaining an associate's or bachelor's degree or certificate, and employment and earnings outcomes in the six years following enrollment. To address these disparities, the authors **interviewed experts** (including CTE CoLab Coalition members, a national partner network of community and technology

colleges) and **reviewed available literature** on equity in postsecondary CTE programs. Using this information, the authors proposed a preliminary equity strategies framework describing how colleges, programs, and instructors can address equity gaps in online CTE programming.

Association for Career and Technical Education (ACTE). (2021). *High-quality CTE during COVID-19: challenges and innovations*. [High-quality CTE During COVID-19: Challenges and Innovations \(acteonline.org\)](https://acteonline.org)

- Type of research: Other (report)
- Summary: The authors survey various **CTE professionals** on their utilization of a variety of CTE delivery methods to education learners during COVID-19. The report found that the most common methods of CTE delivery were in-person and hybrid/blended learning. The authors also show that enrollment has declined in the last year. The key challenges in remote CTE delivery during the pandemic include motivating and engaging learners, providing hands-on learning and lab hours, providing work-based learning experiences, and preparing learners for certification and other performance assessments. Moreover, students' access to the internet and online technology tools were also cited as a common issue in remote CTE, as well as supporting special and underserved populations.

Association for Career and Technical Education (ACTE). (2020). *High-quality CTE: planning for a COVID-19-impacted school year*. [High-quality CTE: Planning for a COVID-19-impacted School Year](#)

- Type of research: Other (report)
- Summary: This report is a guide that captures the breadth of issues important to maintain CTE program quality within any education environment. The authors discuss potential issues associated with in-person, fully remote, and blended/hybrid CTE delivery models. They also discuss the overarching consideration that cut across all three instructional scenarios, specific issues relevant to each scenario, and access and equity implications. The report concludes with discussion and links to resources and tools.

Astrada, S. B., & Nery, I. X. (2021). The intersection of reducing recidivism and spurring inclusive economic recovery. *Legislation and Policy Brief (10)*1, 4-38.
<https://digitalcommons.wcl.american.edu/cgi/viewcontent.cgi?article=1085&context=lpb>

- Type of research: Other (policy brief)
- Summary: Since 2002, the **U.S.** has had the highest incarceration rate in the world (which is five to 10 times higher than other industrialized countries). For the past several decades, public policy professionals, scholars, and social justice activists have focused on the multiple challenges facing the criminal justice system, including building successful programs for effective reentry to the community by formerly incarcerated individuals. However, research has also shown that many ex-offenders will return to prison within three to five years of their release. This policy brief (1) addressed the need to build successful and equitable programs and policies to reduce recidivism; (2) discussed the effect of the pandemic on recidivism rates and the sudden release of thousands of individuals from prisons and jails; and (3) described how to strengthen **job recovery** in an economic slowdown. The authors provided examples on how several states have made

significant efforts to reduce recidivism through education and job training for ex-offenders and concluded that best practices from states that have been successful at reducing recidivism should have their framework(s) implemented at the national level.

Baillieul, C. & Crowder, C. L. (2021). Challenges to maintaining student engagement and student organizations activities faced by advisors in the uncertain environment of COVID-19. *Online Journal for Workforce Education and Development*, 11(1).

<https://opensiuc.lib.siu.edu/cgi/viewcontent.cgi?article=1254&context=ojwed>

- Type of research: Descriptive (qualitative)
- Summary: This study consists of 14 **interviews** with Career and Technical Student Organizations (CTSO) advisors about barriers to continuing education in an online learning environment throughout the **U.S.** during the **COVID-19 pandemic**. Advisors reported inconsistent internet access limited participation in activities. With some conferences and competitions cancelled, budgets declined, limiting access to necessary equipment and software. Additionally, limited trips and activities increased student apathy and threatened student retention and recruitment.

Bennett, V., Lee, S., McDonnell, R., & Ostrye, M. (2020, October). *Redesigning training programs for the COVID era and beyond*. Jobs for the Future. <https://files.eric.ed.gov/fulltext/ED611246.pdf>

- Type of research: Descriptive (qualitative)
- Summary: The purpose of this study was to develop design recommendations for remote service delivery of Career and Technical Education (CTE). This study **analyzed interviews from August 2020** with representatives of **13 CTE organizations across the U.S.** and **eight Jobs for the Future employees who work with training providers**. They shared their experiences and thoughts on remote service delivery design, with equitable recovery and flexibility at the forefront. Given that the pandemic disproportionately displaced Black, Latino, and low-income workers from their jobs, CTE programs can help these workers gain in-demand skills if they are designed with them in mind. Three major design considerations emerged. First, providers should consider ways to overcome inequitable access to technology, such as equipment donations and digital literacy training for students. Second, providers should offer training for skills that are transferable across several industries, which can increase worker's opportunities and potential pathways for advancement. Third, flexible programming should be offered to allow parents, caregivers, and people with unpredictable work schedules to access programming asynchronously. These changes can ensure training programs are accessible and useful for workers who were hit hardest by the pandemic.

Cotner, H., Bragg, D., Cheng, I., Costelloe, S., Freeman, B., Goold, G., Heiser, E., Lemire, S., Miller, D. G., Porowski, A., Van Noy, M., & Yadav, E. (2021, March). *Designing and delivering career pathways at community colleges: A practice guide for educators* (WWC 2021007). Washington, DC: National Center for Education Evaluation and Regional Assistance (NCEE), Institute of Education Sciences, U.S. Department of Education.

<https://ies.ed.gov/ncee/wwc/Docs/PracticeGuide/WWC-PraxGuide-Career-Pathways-full-text-Final-508.pdf>

- Type of research: Other (meta-analysis)

- Summary: This **meta-analysis** of **20 studies from 1999 through 2021** developed recommendations for career pathways at community colleges. From these intervention studies of students enrolled in **U.S.** community colleges, the authors developed five recommendations for structuring career pathways programs. First, create programs with many entry points and stackable credentials to accommodate students seeking different skill levels. Second, integrate basic skills, such as math, reading, and writing foundations, into occupational training to make the training more relevant to students, while closing several skill gaps at once. Third, deliver flexible instruction through hybrid formats, block scheduling, self-paced modules, and other strategies to help students access these programs. Fourth, provide wraparound services, such as proactive mentoring, career navigation, and financial aid to help students overcome academic and personal challenges. Last, develop employment-focused partnerships to align curriculums to employer needs, increase work-based learning opportunities, and improve career prospects. Reforming CTE programs to make them more accessible, rigorous, and outcomes-oriented will increase economic mobility for low-wage workers most impacted by the pandemic.

Cropper, P., Robinson, D., Farrell, M., Webster, R., Germain, J., Cummings, K., & Benson, V. (2018). *Technology-Based Learning in the Public Workforce System: Emerging Policy and Practices in States and American Job Centers*. [Technology-Based Learning in the Public Workforce System: Emerging Policy and Practices in States and American Job Centers \(dol.gov\)](https://www.dol.gov/eo/whd/technology-based-learning-in-the-public-workforce-system-emerging-policy-and-practices-in-states-and-american-job-centers)

- Type of research: Other (qualitative report)
- Summary: This report documents how technology-based learning (TBL) is used in **select states** and American Job Centers (AJCs). It discusses the circumstances under which TBL was adopted, factors that shaped its adoption, explores policies and practices that promote the use of TBL in occupational training, and describes promising strategies implemented in select states to increase remote access to TBL.

Escobari, M., Seyal, I., & Meaney, M. (2019, December). *Realism about reskilling: Upgrading the career prospects of America's low-wage workers*. Brookings.
<https://files.eric.ed.gov/fulltext/ED602976.pdf>

- Type of research: Descriptive (quantitative)
- Summary: This report examined who works in low-wage jobs, their prospects of economic mobility, and how reskilling and related policies can improve those prospects. About 53 million workers in the U.S., or 44 percent of the workforce, were in low-wage jobs according to American Community Survey (ACS) data from 2012-2016. Low-wage workers were primarily female and disproportionately Black and Hispanic. The authors reviewed month-to-month **U.S. CPS data from 2003-2019** to track worker shifts between occupations and **Occupational Employment Statistics data from 2018** to determine expected wages given an occupational shift. Low-wage workers were more likely to switch occupations, but to other low-wage occupations. The authors proposed a set of principles for the design of reskilling programs, including easy user entry, clear pathways to success, and assistance with economic barriers. The authors recommended that local officials 1) analyze job and occupational transition data to anticipate gaps in the local workforce that could guide workforce development and industry partnerships, 2) encourage

companies to invest in reskilling, and 3) build workforce capacity rather than offer tax incentives to attract industries.

Fernandez, L., Reisdorf, B. C., & Dutton, W. H. (2020). Urban Internet myths and Realities: A Detroit case study. *Information, Communication & Society*, 23(13), 1925-1946.

- Type of research: Descriptive (qualitative and quantitative)
- Summary: This study presents findings from a **survey of 525 residents of Detroit, Michigan**. The authors aim to dispel misconceptions of the attitudes of residents of low-income urban neighborhoods towards internet use. They show that the costs associated with obtaining internet access are a major barrier in their ability to engage in online activities. They also show that residents in low-income urban neighborhoods are highly dependent on mobile phones but engage in fewer online activities because mobile phones have limited valuable uses of the internet.

Hester, C. (2020, August). *The career pathways approach: A way toward equity?* California Collaborative on District Reform. <https://files.eric.ed.gov/fulltext/ED610392.pdf>

- Type of study: Descriptive (case study)
- Summary: This **case study** was based on a convening of the **California Collaborative on District Reform about San Bernadino City Unified School District's (SBCUSD) implementation of career pathways programs**. After the 2008 financial crisis, SBCUSD created a set of career pathways programs to benefit students and promote economic recovery. From **2010 to 2019**, SBCUSD's high school graduation rate increased from 62 percent to 90 percent, outpacing other school districts in California. Further, pathways students were less likely to drop out of school than their peers and pathways increased low-income and racial minority students' social capital and skill sets through connections to professional communities and rigorous, career-focused coursework. Since Black, Latino, and low-income students typically drop out of school at higher rates than White and wealthy students, this program may mitigate this disparity.

Johnson, M. & Spiker, K. (2018). *Broadening the apprenticeship pipeline: Pre-employment training and affordable childcare are key to access and retention in work-based learning programs*. National Skills Coalition. https://nationalskillscoalition.org/wp-content/uploads/2020/12/Broadening-the-Apprenticeship-Pipeline_web.pdf

- Type of research: Other (issue brief)
- Summary: This brief highlighted the importance of childcare to increase apprenticeship access for low-income women. The authors noted that the majority of participants in job training programs have children under six years of age. They argued that childcare expenses make entering the workforce through apprenticeship prohibitively expensive, citing several studies that found childcare subsidies made participation in job training programs possible for low-income parents, especially single mothers. The authors recommended the federal government increase TANF spending on childcare and remove restrictions that disincentivize apprenticeship participation. The authors also recommended that states coordinate different workforce programs and create funds to specifically support work-based learning and necessary support services.

Kemple, J. J., & Willner, C. J. (2008, June). *Career academies: Long-term impacts on labor market outcomes, educational attainment, and transitions to adulthood*. MDRC.

https://www.mdrc.org/sites/default/files/full_50.pdf

- Type of research: Causal (randomized controlled trial)
- Summary: This **randomized controlled trial (RCT)** study's objective was to evaluate the impact of Career Academies on labor market participation and earnings over an eight-year period following high school graduation. Career Academies are schools within schools that are organized around one occupation or industry. In **1993**, about **1,700 students in nine high schools across the U.S.** were **randomly assigned** to either a Career Academy or continued in the high schools' regular education program. These students were disproportionately Black and Hispanic. About 1,400 students completed the **Eight-Year Post-High School Follow-up Survey**. While Academies did not impact high school completion or further educational attainment, students who attended Career Academies earned 11 percent (\$2,088) more per year than non-Academy students. Benefits were concentrated among men (their earnings increased by about 17 percent, or \$3,731 per year). The Career Academies produced an increase in the percentage of young people living independently with children and a spouse or partner. This study provided convincing evidence that Career Academies and similar interventions can positively impact labor market prospects for young Black and Hispanic men.

Peck, L.R., Schwartz, D., Strawn, J., Weiss, C.C., Juras, Mills de la Rosa, S., Greenstein, N., Morris, T., Durham, G., & Lloyd, C. (2021). *A meta-analysis of 46 career pathways impact evaluations. Report prepared for the U.S. Department of Labor, Chief Evaluation Office*. Rockville, MD: Abt Associates. https://www.dol.gov/sites/dolgov/files/OASP/evaluation/pdf/A%20Meta-Analysis%20of%2046%20Career%20Pathways%20Impact%20Evaluations_final%20report.pdf

- Type of research: Other (meta-analysis)
- Summary: This paper examined how career pathways impact educational attainment, employment, and wages, along with program characteristics associated with those impacts. Using **46 studies of career pathways programs**, the authors used a Bayesian statistical approach to their **meta-analysis**. This allowed the authors to estimate a probability there was a program impact and to estimate its size. The authors found that career pathways programs had large increases in credential completion rates (a 28-percentage point gain) and employment in the industry they trained for (which increased by 19-percentage points). The programs had small impacts on overall employment (about 5-percentage points), and short-term wages (about 6-percentage point). They did not find an impact on wages after 36 months. The authors suggested that the finding of no impact on long-term wages could change as only 16 studies evaluated long-term wages. The authors found certificate completion was greater when a staffing agency was a partner or employers provided input on the curriculum. The authors also noted labor market impacts were larger when programs had a larger share of Black participants and smaller if the program offered flexible sequencing of coursework, tuition, or other financial assistance. The authors recommended policymakers focus on higher level credentials, longer-term training, and occupations that have high potential for career advancement.

Quach, A. & Chen, V.T. (2021). Inequalities on the digital campus. *Dissent*, 68(4), 57—61.

<https://doi.org/10.1353/dss.2021.0059>

- Type of research: Descriptive (qualitative)
- Summary: This study examined how students at **Virginia Commonwealth University** have adjusted to socially distanced learning during the COVID-19 pandemic through **interviews** with thirty undergraduate and graduate students. The authors found that class and race shaped students' experiences with online learning, largely due to the students' family resources. Affluent and White students were better able to leverage financial and material support from their parents, partners, and employers, while less-advantaged students were more likely to rely on the physical infrastructure of the university (e.g., quiet places to study, fast and reliable internet connections, comfortable desks). The authors concluded that university campuses play a significant role in mitigating inequalities through their shared spaces.

Reed, D., Yung-Hsu Liu, A., Kleinman, R., Mastri, A., Reed, D., Sattar, S., & Ziegler, J. (2012, July 25). *An effectiveness assessment and cost-benefit analysis of registered apprenticeship in 10 states: Final report*. Mathematica Policy Research.

https://wdr.doleta.gov/research/FullText_Documents/ETAOP_2012_10.pdf

- Type of research: Causal (matched comparison group)
- Summary: This study evaluated the effect of the Registered Apprenticeship (RA) program on earnings and employment, along with evaluating the experiences of women enrolled in the RA. Researchers estimated the relationship between earnings and the proportion of the RA program that was completed, a "**dosage model**," and constructed a **propensity score model** of RA completers and non-completers. Wage data was collected from **state unemployment insurance (UI) systems from 1985-2010** (depending on the state) for 21,426 participants across the **U.S.** Both methods estimated substantial increases in employment and earnings, between \$4,000 and \$15,000 more per year in the ninth year after the intervention depending on the state and method, indicating apprenticeship programs were effective at increasing earnings of participants, suggesting government investments have positive net social benefits. **The researchers conducted 15 interviews with women who participated in RA between 2000 and 2010.** Women participants described the program as beneficial and as a pathway to better pay and career advancement, but suggested providing support for basic skills development, assistance with childcare, and facilitating peer support as ways to increase female participation and enhance their experience.

Roder, A., & Elliott, M. (2021, September). *Eleven year gains: Project QUEST's investment continues to pay dividends*. Anne Roder and Mark Elliott Economic Mobility Corporation.

https://economicmobilitycorp.org/wp-content/uploads/2021/09/Mobility_Eleven-Year-Gains.pdf

- Type of research: Causal (randomized controlled trial)
- Summary: This study measured the impact of Project QUEST on earnings and education outcomes. Project QUEST provided several services to support low-income adults to complete workforce training programs, pass certificate exams, and obtain jobs. Between **2006 and 2008**,

Project QUEST conducted a **RCT** with 410 individuals assigned to receive Project QUEST services or not to receive services. Quarterly earnings and employment data were obtained from **The Texas Workforce Commission** and post-secondary education data was obtained from the **National Student Clearinghouse for eleven years after enrollment**. QUEST participants earned \$4,600 more in the eleventh year, on average. Participants 35 and older saw the greatest benefit from participating in Project QUEST, earning on average \$92,053 more than control group members over the course of the eleven years.

Thomas, J., Gonzalez, N., Paxton, N., Wiegand, A., & Hebbard, L. (2020). *The effects of expanding Pell Grant eligibility for short occupational training programs: Results from the Experimental Sites Initiative*. Institute of Education Sciences. <https://files.eric.ed.gov/fulltext/ED609406.pdf>

- Type of research: Causal (randomized controlled trial)
- Summary: The U.S. Department of Education conducted two RCT experiments on offering Pell Grants for short-term occupational training. First, 414 **post-bachelor's students in the U.S** were **randomly assigned to be offered or not offered Pell Grants for occupational training programs**. Students offered Pell Grants demonstrated a 20 percent increase in enrollment and completion and were more likely to complete programs in high demand. In the second study, 2,270 **students were randomly assigned to be offered or not offered Pell Grants for very short-term training programs**. Student enrollment for Pell Grant participants increased by 15 percentage points and program completion increased by 9 percentage points. The authors concluded that Pell Grants can be a tool to increase access to occupational training programs for low-income individuals.

Waddoups, C. (2021). The gap in employer-paid job training between non-Hispanic and Hispanic White workers. *Applied Economics* (53)14, 1585-1597.
<https://www.tandfonline.com/doi/full/10.1080/00036846.2020.1840506>

- Type of research: Causal (other regression methods)
- Summary: This study determined the difference in employer-paid training between Hispanic White and non-Hispanic White workers. The authors used a **U.S.** sample from the **2001 and 2008 Surveys of Income and Program Participation (SIPP)**. In 2001, the sample size was 25,991 and in 2008 the sample size was 33,228. Non-Hispanic White workers were more likely to have employer-paid training than Hispanic White workers for both survey years. Using **regression analysis** and an **Oaxaca/Blinder decomposition technique**, the authors estimated a large difference in training could not be explained by characteristics like educational attainment. This suggested some discriminatory processes that **denied Hispanic workers access to training**, widening employment and earnings outcomes.

Warner, M., Caspary, K., Arshan, N., Stites, R., Padilla, C., Patel, D., McCracken, M., Harless, E., Park, C., Fahimuddin, L., & Adelman, N. (2016, November). *Taking stock of the California Linked Learning District Initiative: Seventh-year evaluation report*. SRI International.
<https://d985fra41m798.cloudfront.net/resources/SRI Year 7 Linked Learning Evaluation Report revised 2018.pdf?mtime=20191107172803>

- Type of research: Causal (matched comparison group)

- Summary: This study evaluated Linked Learning’s effectiveness in improving graduation rates, career and college readiness, and post-secondary success. The authors obtained **student demographic and academic data from the Institute for Evidence-Based Change** and **college enrollment data from the National Student Clearinghouse** for 47,538 students from **nine California school districts** with an anticipated high school graduation of **2013-2015**. The authors used a **hierarchical linear model** and a matched comparison group to estimate the impact of Linked Learning programs. Linked Learning students were more likely to graduate high school, complete more college preparatory courses, and had similar GPAs and college enrollment as traditional students. African American students in Linked Learning completed more high school credits and enrolled in college at higher rates than African American students in traditional courses.

2. Employment supports and other supportive services

Albanesi, S., & Kim, J. (2021). Effects of the COVID-19 recession on the US labor market: Occupation, family, and gender. *Journal of Economic Perspectives*, 35(3), 3–24.

<https://pubs.aeaweb.org/doi/pdfplus/10.1257/jep.35.3.3>

- Type of research: Causal (other regression model)
- Summary: This study analyzed the gendered effects of the COVID-19 recession on the labor market. Using CPS data from **2007-2012** and **2020**, the authors found that women were less likely to leave the labor force than men during the Great Recession; however, during the pandemic recession, women were more likely to leave the workforce. One potential cause was that women disproportionately took on the burden of childcare during virtual learning. Further, women worked in more service-orientated jobs, a sector with significant job losses. Using February 2020 CPS data, the authors also determined that women were disproportionately represented in inflexible, high-contact occupations, while men were overrepresented in inflexible, low-contact occupations. Inflexible, high-contact occupations had the largest decline in employment during the first year of the recession. The authors estimated that about a third of the variation was related to occupational changes while the rest was related to marriage and children. With women’s unemployment losses, the authors discussed that the “child penalty” would exacerbate the gender wage gap and that employer investments in training for women would decline.

Alon, T., Doepke, M., Olmstead-Rumsey, J., & Tertilt, M. (2020, August). *This time it’s different: The role of women’s employment in a pandemic recession*. (NBER Working Paper No. 27660).

<https://www.nber.org/papers/w27660>

- Type of research: Descriptive (quantitative)
- Summary: This study’s purpose was to create an economic model based on the dynamics of a pandemic recession as opposed to earlier recessions. The authors **constructed individual decision models** based on recent studies that found that higher unemployment for women was driven by occupational losses held disproportionately by women and school/childcare closures. They calibrated their input data with the **U.S. American Time Use Survey**, **CPS**, and **General Social Survey** from **2017 to 2018**. The authors found that women’s labor declined significantly

more in the pandemic model compared to the regular recession model. In a normal recession, the hours worked by mothers were roughly constant, while during the pandemic model, hours declined dramatically. In the division of childcare labor, women were projected to be responsible for the majority of childcare, but the increase in childcare in relative terms was slightly larger for married fathers. The authors suggested this may increase men's understanding of work-childcare balance and encourage men to contribute equally to childcare. With increased work flexibility and increased childcare provision, the model projected that a pandemic recession could reduce the gender wage gap in the long-term.

Chen, Y., van Leer, K. F., & Guzman, L. (2021, October 12). *Many Latino and Black households made costly work adjustments in spring 2021 to accommodate COVID-related child care disruptions*. Child Trends. <https://www.hispanicresearchcenter.org/research-resources/many-latino-and-black-households-made-costly-work-adjustments-in-spring-2021-to-accommodate-covid-related-child-care-disruptions/>

- Type of research: Descriptive (quantitative)
- Summary: This brief documented how Latino families experienced childcare issues and work loss during the COVID-19 pandemic. According to the **Census's Household Pulse Survey** of more than **37,000 U.S. households with children under 18** from **April-June 2021**, more than 22 percent of Latino households, 24 percent of Black households, and 17 percent of White households reported their children were unable to attend childcare in the past month due to COVID-19. More than 20 percent of Black and Latino households reported leaving or losing a job, compared to 16 percent of White households. While White households reported cutting hours or supervising children more frequently, they were also more likely to use paid leave. The authors cited studies that found minority-owned childcare providers were at high risk of closure and remote instruction was more common in majority Latino and Black schools. These barriers likely contributed to childcare and job losses for Latino and Black households.

Dias, F. A., Chance, J., & Buchanan, A. (2020). The motherhood penalty and the fatherhood premium in employment during covid-19: Evidence from the United States. *Research in Social Stratification & Mobility*, 69, 1-4. <https://doi.org/10.1016/j.rssm.2020.100542>

- Type of research: Causal (fixed effects)
- Summary: This study analyzed the impact of the COVID-19 pandemic on employment by parental status and gender. The **employment and layoff data are from the December 2019 to May 2020 U.S. CPS**. Every month's survey includes about 60,000 households nationally. The authors calculated the change in employment rate and layoff rate each month by demographic characteristic. The effect of the pandemic on employment rates was similar for mothers, non-mothers, and non-fathers, but smaller for fathers. The layoff rate increased in April 2020 for all groups, but at a much lower rate for fathers, with a 6.8 percent layoff rate compared to 10.1 percent for mothers. With **individual fixed-effects regression analysis** controlling for race, age, education, the authors found that women without children were twice as likely as fathers to be laid off and 26 percent more likely than men without children to be fired. Mothers were 66 percent more likely to be fired than fathers. This suggests a "fatherhood premium" in layoff rates.

Dingel, J. I., & Neiman, B. (2020, September). How many jobs can be done at home? *Journal of Public Economics*, 189, 1-8. <https://doi.org/10.1016/j.jpubeco.2020.104235>

- Type of Research: Descriptive (quantitative)
- Summary: Seeking to answer how many jobs can be performed at home, this research used surveys from the **Occupational Information Network (O*NET)** and **2018 data from the U.S. Bureau of Labor Statistics**. Researchers also compared the U.S. to other countries using data from the **International Labour Organization**. Researchers determined that 37 percent of jobs in the U.S. could be performed entirely virtual, with significant variation across cities and industries. These jobs typically paid more than jobs that could be done at home and accounted for 46 percent of all U.S. wages. Moving forward, identifying sectors of employment that cannot be performed from home will be highly useful for policymakers attempting to target social insurance payments to those who most need them.

Elias, N. M., & D'Agostino, M. J. (2021). Care in crisis: COVID-19 as a catalyst for universal child care in the United States. *Administrative Theory and Praxis*, 43(2), 217–229. <https://doi.org/10.1080/10841806.2020.1813456>

- Type of research: Descriptive (case study)
- Summary: This study advocated for the creation of a universal childcare system in the **U.S.** The authors contrasted the contemporary **New York City's enrichment centers** with the **Lanham Act** created during World War II. New York's enrichment centers provided temporary childcare for essential public workers using CARES Act funds. The Lanham Act created federally funded, subsidized childcare centers implemented at the local level. Both were temporary, underfunded, and understaffed programs meant to meet increased demand for childcare in a crisis. Despite their flaws, both allowed women to participate in the workforce in a crisis. The authors advocated for a permanently implemented, federally funded, and locally administered universal childcare system so that parents do not have to choose between work and caregiving.

Gezici, A., & Ozay, O. (2020, December 15). An intersectional analysis of COVID-19 unemployment. *Journal of Economics, Race, and Policy*, 3, 270–281. <https://doi.org/10.1007/s41996-020-00075-w>

- Type of research: Causal (other regression methods)
- Summary: This study examined the effects of the COVID-19 pandemic on employment by race and gender. **Employment data came from the April 2020 U.S. CPS**. Currently, women are overrepresented in the unemployed along with Black and Hispanic workers. The authors created a **logistic regression** model with race/ethnicity, gender, labor supply characteristics, and other controls to estimate the extent to which race/ethnicity and gender contributed to the probability of unemployment. All race/ethnicity-gender groups had a higher probability of being unemployed than White men. Black and Hispanic women had the highest probability of being unemployed. This suggests that the pandemic recession has reinforced racial and gendered inequalities. The authors suggested reinstating the \$600 weekly unemployment payments to increase the well-being of unemployed individuals.

Gould, E., & Shierholz, H. (2020, March 19). *Not everybody can work from home: Black and Hispanic workers are much less likely to be able to telework*. Economic Policy Institute.

<https://www.epi.org/blog/black-and-hispanic-workers-are-much-less-likely-to-be-able-to-work-from-home/>

- Type of research: Descriptive (quantitative)
- Summary: This article's purpose was to detail the extent of remote work and identify who can work remotely. Data was obtained from the **2017-2018 American Time Use Survey**. While 30 percent and 37 percent of White and Asian workers, respectively, could work remotely, 20 percent and 16 percent of Black and Hispanic workers (respectively) could work remotely. Less than 10 percent of low-wage earners could telework while more than 60 percent of high-wage earners could telework. Only 35 percent of parents in households with children could telework. The authors suggested that the federal government should expand unemployment insurance benefits, provide aid to state and local governments, create tax credits for businesses to retain employees, make direct government purchases of medical equipment and testing research, and continue those investments while they are necessary.

Lee, S. Y., & Hong, J. H. (2011). Does family friendly policy matter? Testing its impact on turnover and performance. *Public Administration Review*, 71(6), 870–879. <https://doi.org/10.1111/j.1540-6210.2011.02416.x>

- Type of research: Causal (other regression methods)
- Summary: This study examined the effects of satisfaction with family-friendly policies on turnover rates and performance at federal agencies. Turnover rates were calculated with data from **34 federal agencies in 2005 and 71 federal agencies in 2007** from the **Federal Human Resources Data web site**. Agency performance data was collected from each agency's **Performance and Accountability Report**. The authors used the **Federal Human Capital Surveys** to aggregate employee satisfaction with four family-friendly policies: childcare subsidies, paid leave for family care, telework, and alternative work schedules. **Surveys were administered** to about 150,000 and 220,000 federal employees **in 2004 and 2006**. After controlling for other measures of job satisfaction, only childcare subsidies significantly reduced turnover. Satisfaction with teleworking policy had a statistically significant negative effect on performance; no other measures were statistically significant. The authors proposed that childcare subsidies could attract and retain talent for the federal workforce. However, telework presents potential trade-offs between agency effectiveness and employee satisfaction.

Robbins, K. G., & Schmit, S. (2020, November 20). *Child care and early learning: Addressing the urgent crisis and investing in the future*. Center for Law and Social Policy, Inc. (CLASP).

<https://www.clasp.org/sites/default/files/publications/2020/11/CC%20Coalition%20agenda2021.pdf>

- Type of research: Other (policy brief)
- Summary: This brief advocated for significant investments in childcare and early learning programs to address pandemic-related challenges and create an affordable childcare and early learning system. The authors emphasized that the pandemic has caused more hardship among

racial minority communities with low incomes and recommended a \$50 billion childcare stabilization fund and \$7 billion for Child Care and Development Block Grants. They also called for \$11.2 billion for Head Start to safely serve families during the pandemic. For long-term investments, they recommended expansive income requirements to meet community needs, a living wage and benefits for early childhood professionals similar to K-12 educators, funding for a variety of childcare settings, and resources invested in underserved communities to increase the supply of childcare providers.

Watson, L., & Swanberg, J. E. (2013). Flexible workplace solutions for low-wage hourly workers: A framework for a national conversation. *Labor & Employment Law Forum*, 3(3), 381–437.

<https://digitalcommons.wcl.american.edu/cgi/viewcontent.cgi?article=1066&context=lelb>

- Type of research: Descriptive (mixed methods)
- Summary: The purpose of this study was to describe different types of scheduling challenges for low-wage workers and provide a flexible workplace solutions framework to address them. The scheduling challenges noted were rigidity, lack of schedule control, unpredictability, schedules assigned with little notice, schedule instability, fluctuations in work hours by week, by day, and length of shift. Using data from the **2008 National Study of the Changing Workforce** (a U.S. study of 3,502 workers), the study sample consisted of 648 low-wage hourly workers. Between 60 and 70 percent of low-wage workers reported no control over the start and end of their workday, and nearly half had no control over their break times. The authors cited other studies that found major companies, especially service industries, were unlikely to give more than a week's notice of schedule changes. Other studies of scheduling instability indicated that about 59 percent of workers have their shifts and days they work change weekly. About a third of part-time workers involuntarily work full-time, a product of hourly instability. The proposed flexible workplace framework included creating opportunities for employees to provide meaningful input into work schedules, giving employees as much notice of schedules changes as feasible, and providing a minimum number of hours that workers would be assigned. The authors proposed that the U.S. Department of Labor (DOL) conduct a national issues campaign to promote flexible workplaces and fund research, and provide technical assistance to employers about, flexible workplaces. The authors noted that states and Congress should consider legislating minimum hours requirements, break time requirements, and the "Right to Request" law.

Yavorsky, J. E., Qian, Y., & Sargent, A. C. (2021, April 9). The gendered pandemic: The implications of COVID-19 for work and family. *Sociology Compass*, 15(6), 1–13.

<https://doi.org/10.1111/soc4.12881>

- Type of research: Other (literature review)
- Summary: This article summarized research on the gendered effects of the pandemic-induced recession and considered how race, parental status, and marital status influenced various economic outcomes. The summary covered multiple findings including that, partially due to gender segregation by occupation, women were at the higher risk of unemployment. Women of every race faced higher unemployment rates than their within-race male counterparts. Women lagged behind men in regaining employment after the initial round of job losses, and recovery

for women of color has been slower than for White women. Women were also over-represented in essential, high-contact jobs, placing them at heightened risk of COVID-19. Women were more likely to work remotely than men. While some households resulted in more egalitarian divisions of childcare, mothers on average still performed more housework than fathers and spent more time on childcare responsibilities. Increased childcare responsibilities lowered both mothers' and fathers' employment, but with a larger impact on mothers. The percent of mothers not working due to childcare demands increased by 5 percentage points between April and July 2020, with no change for similar men. Some studies suggested that women's work productivity declined because of childcare challenges.

3. Supports for small businesses

Albro, R., & Hershberg, E. (2021, September). *Pandemic relief for Latino-owned businesses: Lessons from the Washington DC metropolitan area*. American University, Center for Latin American & Latino Studies. https://papers.ssrn.com/sol3/papers.cfm?abstract_id=3925699

- Type of research: Descriptive (case study)
- Summary: This case study examined the challenges faced by Latino businesses in the **Washington DC metropolitan** area during the COVID-19 pandemic, including difficulties accessing PPP funds. The authors **compared responses to the pandemic across regional jurisdictions**, including Arlington County, Fairfax County, the City of Alexandria, Montgomery County, and the District of Columbia. The study authors also conducted **interviews and focus groups with businesses owners, government representatives, and community-based organizations**. They described how each jurisdiction handled federal CARES Act and state aid, whether and how they developed their own relief programs, and strategies for reaching Latino business owners. They then shared lessons learned and next steps for ensuring Latino-owned businesses access needed support in the future, including **promoting relief assistance across jurisdictions through effective outreach to Latino business owners** and engaging non-governmental and community-based financial institutions outside of banks.

Atkins, R. M. B., Cook, L. D., & Seamans, R. (2021, May 31). *Discrimination in lending? Evidence from the Paycheck Protection Program*. https://papers.ssrn.com/sol3/papers.cfm?abstract_id=3774992

- Type of research: Causal (other regression methods)
- Summary: This paper examined the association between race and loan receipt under the PPP in the **U.S.** during the COVID-19 pandemic. Using **data from the U.S. Treasury, Federal Deposit Insurance Corporation, and the U.S. Census Bureau**, the authors estimated **regressions** to analyze the flow of PPP loans to Black-owned businesses during the pandemic. The authors reported that, in the initial round of PPP loans, Black recipients received PPP loans that were 50 to 55 percent smaller than those received by otherwise similar White recipients. However, Black recipients were reported to receive larger loans than White recipients in the second round of PPP loans. The authors suggested that policy design can influence the **racial disparities in receipt of government subsidies**.

- Barraza, S., Rossi, M. A., & Yeager, T. J. (2020, August). *The short-term effect of the Paycheck Protection Program on unemployment*. <https://webacademicos.udesa.edu.ar/pub/econ/doc144.pdf>
- Type of research: Causal (instrumental variables)
 - Summary: This study aimed to establish a causal link between the PPP and the mitigation of unemployment in the U.S. during the COVID-19 pandemic. The authors used unemployment, banking, and PPP data with an **instrumental variables approach** to examine whether PPP loans preserved jobs as measured by unemployment records. The authors obtained **banking data from 1,383 Small Business Association member banks across 2,778 counties and unemployment data from the Bureau of Labor Statistics Local Area Unemployment Statistics program**. The authors reported that unemployment decreased **from the third quarter of 2020 to the fourth quarter**. Further, this decrease was found to have occurred irrespective of differences in the speed of loan processing and took effect after the PPP was enacted. Based on these findings, the authors suggested that the PPP played a direct role in mitigating unemployment during the COVID-19 pandemic. However, although the authors did not examine inequities in loan allocation across demographic groups, their findings suggested that pre-existing banking infrastructure played a significant role in the allocation of loans, and loans were therefore not necessarily allocated where they were needed most.
- Berger, A., Karakaplan, M. U., & Roman, R. A. (2021a, September). *Whose bailout is it anyway? Political connections of small businesses vs. banks in PPP bailouts*. <https://ssrn.com/abstract=3920758>
- Type of research: Causal (other regression methods)
 - Summary: This study presented evidence that the political connections of both banks and small businesses allowed them to benefit from the PPP, but through different conduits. The authors leveraged **loan-level PPP data from the Small Business Administration's website for 5.2 million loans. Bank-level performance data was obtained from quarterly Call Reports from the Federal Financial Institutions Examination Council and the Federal Reserve Bank of Chicago**. County unemployment rate data for the 3,138 counties in the sample was gathered from the **U.S. Bureau of Labor Statistics**. For each county, the authors employed a **log-odds model** to determine the likelihood that a small business received a forgivable PPP loan as a function of the partisan and nonpartisan political connections of the small business and the banks. The authors used regression analyses to demonstrate that, whereas banks were able to apply directly for PPP funds and benefited from partisan political connections, small businesses primarily benefited from nonpartisan connections. The authors concluded that the allocation of PPP funds according to political connections (at least in part) runs counter to the program's goal of helping the most financially and economically constrained small businesses.
- Berger, A. N., Freed, P. G., Scott, J. A., & Zhang, S. (2021b, October). *The Paycheck Protection Program (PPP) from the small business perspective: Did the PPP help alleviate financial and economic constraints?* <http://dx.doi.org/10.2139/ssrn.3908707>
- Type of research: Causal (other regression methods)
 - Summary: This study examined the PPP small business bailout, implemented in response to the COVID-19 pandemic using **nationwide survey data from individual small businesses from**

the National Federation of Independent Business, matched with Small Business Administration data. The total sample size was 2,792 unique firms. Using **statistical regression models**, the authors explored whether the PPP's effects were strongest for the bailout's primary targets (e.g., firms in COVID-impacted industries, smaller firms, firms in lower-income counties) and whether its effects were long-lasting. The data allowed the authors to compare the effects of the PPP on firms in lower- versus higher-income counties, as well as larger versus smaller firms, controlling for firm, pandemic, local market, and local bank characteristics. Findings suggested that the PPP loans alleviated financial and economic constraints for the program's primary targets (including the "smaller small businesses," those in lower-income counties, and those in industries most impacted by the COVID-19 crisis), although these effects were likely temporary.

Chetty, R., Friedman, J.N., Hendren, N., & Stepner, M. (2020). *How did COVID-19 and stabilization policies affect spending and employment? A new real-time economic tracker based on private sector data*. National Bureau of Economic Research.

https://www.nber.org/system/files/working_papers/w27431/w27431.pdf.

- Type of research: Causal (difference-in-differences)
- Summary: The authors constructed a database of consumer spending, employment levels, business revenue, and other key economic indicators using **U.S.** anonymized data and applied it to the COVID-19 pandemic and subsequent stabilization policies to estimate the impact of these policies. The authors obtained **raw employment data from several sources, including Paychex, Intuit, Earning, and Kronos. The data on small business revenue was obtained through Womply, and consumer spending data came from Affinity Solutions and CoinOut.** Using **difference-in-difference statistical models exploring change since January 2020**, the authors found that state-ordered reopening of economies had small impacts on spending and employment. Stimulus payments to low-income households positively impacted spending, but not employment. PPP loans had only a small positive impact on small business employment (2 percent). Based on this analysis, the authors concluded that "traditional" macroeconomic tools (e.g., stimulus payments, small business loans) were less effective at increasing employment when health concerns were involved. They suggested that social insurance may be a more effective intervention.

Fairlie, R., & Fossen, F.M. (2021, May). Did the Paycheck Protection Program and Economic Injury Disaster Loan Program get disbursed to minority communities in the early stages of COVID-19? *Small Business Economics*. <https://doi.org/10.1007/s11187-021-00501-9>

- Type of research: Descriptive (quantitative)
- Summary: This study examined the effect of the **U.S.** federal government's PPP and the related Economic Injury Disaster Loans (EIDL) using **data from County Business Patterns, PPP loan data from the Small Business Administration, and farm data from the National Agricultural Statistics Service.** The authors used data from the **Annual Business Survey at the county level to calculate the minority share of employer businesses in each location.** The authors found a positive relationship between PPP loan receipt and the share of the population or businesses belonging to a racial/ethnic minority, although minority communities received funds later than

communities with lower minority shares. Further, they found that PPP loan amounts per employee were negatively related to the minority share of the population. The EIDL program, both in numbers per business and amounts per employee, were positively distributed to minority communities.

Fischer, A. (2020, July 15). *Did the Paycheck Protection Program work for small businesses across the United States?* Washington Center for Equitable Growth. <https://equitablegrowth.org/did-the-paycheck-protection-program-work-for-small-businesses-across-the-united-states/>

- Type of research: Other (policy brief)
- Summary: This policy brief examined early research on the PPP to identify whether the funds reached the hardest-hit areas, encouraged firms to retain their employees, and prevented bankruptcy. The author concluded that, while the PPP may have helped businesses pay their employees at the height of the pandemic, it did not have a statistically significant impact on layoffs. Further, data indicated that financial institution composition affected loan distribution. Finally, the author identified a gap in the research around how effective the PPP has been for Black and Latinx-owned small businesses.

Granja, J., Makridis, C., Yannelis, C., & Zwick, E. (2021, September). *Did the Paycheck Protection Program hit the target?* https://bfi.uchicago.edu/wp-content/uploads/BFI_WP_202052-1.pdf

- Type of research: Causal (difference-in-differences)
- Summary: This study used **loan-level microdata** for all PPP loans (including lender, geography, and borrower- and loan-level information) and high-frequency **administrative employment data from companies including Homebase, Paychex, Earnin, and Intuit** to examine the impact of the PPP on employment, wages, hours worked, and business closures using **multiple regression models**. The authors identified three main findings related to the PPP. First, some funds were initially targeted to regions less adversely affected by the pandemic, which may be explained by the banks' role in targeting funds. Second, evidence suggested that the short- and medium-term employment effects of the PPP were small compared to the program's size. Finally, the authors found that the small employment effects may be explained by the fact that many firms used their loans to make non-payroll fixed payments and build up savings. The authors suggested that limited targeting by banks may have led to many "inframarginal" firms receiving funds and to a discrepancy between regional receipt and shock severity.

Howell, S. T., Kuchler, T., Snitkof, D., Stroebel, J., & Wong, J. (2021, October). *Racial disparities in access to small business credit: Evidence from the Paycheck Protection Program*. National Bureau of Economic Research. https://www.nber.org/system/files/working_papers/w29364/w29364.pdf

- Type of research: Causal (other regression methods)
- Summary: Using **administrative data from the Small Business Administration** on loans made between **April 3, 2020 and May 31, 2021**, this study examined potential sources of racial disparities in lending through the PPP. The authors used a **multivariate regression** framework to find that Black-owned businesses were 12.1 percentage points more likely to obtain PPP loans from a financial technology ("fintech") lender than a traditional bank, controlling for zip code, type of industry, loan size, PPP approval date, and other characteristics. Further, smaller banks

were less likely to lend to Black-owned firms, although the “Top-4” banks exhibited little to no disparity. Black-owned businesses’ higher rate of borrowing from fintech lenders was particularly pronounced in places with high racial hostility, suggesting that discrimination may have played a role in the disparities in small business lending. Finally, findings suggested that when small banks automate their lending processes, their rate of PPP lending to Black-owned businesses increased, with larger effects in places with more racial hostility.

Kapinos, P. (2021). *Paycheck Protection Program: County-level determinants and effect on unemployment*. Federal Reserve Bank of Dallas. <https://www.dallasfed.org/-/media/documents/research/papers/2021/wp2105.pdf>

- Type of research: Causal (other regression methods)
- Summary: This study examined the effects of the PPP on economic conditions in the **U.S.** during the COVID-19 pandemic, based on county-level determinants. Using **data from the Bureau of Labor Statistics, the Federal Reserve Economic Database, and the Federal Deposit Insurance Corporation**, the author identified county-level determinants that influenced the distribution of PPP loans, such as the size of the county. Using a **standard local projections framework** to estimate the effects of PPP loans on subsequent unemployment levels, the author found that loans were associated with substantial reductions in subsequent unemployment, especially in counties with strong banking liquidity and a more educated labor force. The data also showed that PPP funding did not flow to the geographic areas hardest hit by the pandemic in terms of unemployment. The author underscored the importance of controlling for local contexts in evaluating the efficacy of PPP loans.

Kelly, M. B., & van Holm, E. J. (2021, March 12). *Urbanization, community demographics, and the distribution of Paycheck Protection Program loans across counties*. https://papers.ssrn.com/sol3/papers.cfm?abstract_id=3801348

- Type of research: Causal (other regression methods)
- Summary: This study used **U.S. county-level data** from the **Small Business Administration, the American Community Survey, the County Business Patterns, and the New York Times** to examine the relationship between county characteristics and PPP loan distribution per capita. Using **statistical regression models**, and data from **April and May 2020**, the first two months that PPP loans were made, the authors found that areas with larger increases in unemployment tended to receive more loans. However, counties with a higher number of confirmed COVID-19 cases tended to receive fewer loans. Additionally, counties with more educated residents, more Whites, higher median incomes, and higher income inequality received more PPP loans. These findings suggested that underserved counties received less relief funding from the PPP than those that were more financially stable.

Lederer, A., Oros, S., Bone, S., Christensen, G., & Williams, J. (2020). *Lending discrimination within the Paycheck Protection Program*. National Community Reinvestment Coalition. <https://www.ncrc.org/lending-discrimination-within-the-paycheck-protection-program/>

- Type of research: Causal (matched comparison group)

- Summary: This study used a **matched-pair design** to identify differences in the treatment of 63 Black and White PPP loan applicants with similar credit characteristics from financial institutions in **Washington, DC**. All applicants had profiles that were considered sufficiently strong enough to qualify for a loan, and the female and Black male applicants were intentionally given profiles that were slightly stronger than the White male applicants. The results, **calculated using a chi-square test**, show statistically significant disparities between the groups. Specifically, the authors identified statistically significant differences in the level of encouragement to apply for a loan based on race, the products delivered based on gender, and the information provided by the bank representative based on race *and* gender. It is important to note that, at least in the early stages of PPP rollout, borrower demographic information was not collected, so the extent to which lending discrimination affected the allocation of PPP funding is not fully known. However, the authors concluded that, without targeted action to improve and encourage minority small business ownership, existing disparities would persist.

Liu, S., & Parilla, J. (2020a). *New data shows small businesses in communities of color had unequal access to federal COVID-19 relief*. Brookings. <https://www.brookings.edu/research/new-data-shows-small-businesses-in-communities-of-color-had-unequal-access-to-federal-covid-19-relief/>

- Type of research: Descriptive (quantitative)
- Summary: This article presents findings from data released in **2020** that revealed variance in the distribution of PPP loans based on neighborhood demographics nationwide. More specifically, the data revealed that small businesses in majority-White neighborhoods received their PPP loans more quickly than those located in majority-Black or majority-Latino neighborhoods. According to **national Small Business Administration loan-level data**, the wait was 24 days on average for those in majority-White neighborhoods compared to 31 days for majority-Black and 30 days for majority-Latino or Hispanic neighborhoods. Sources of PPP loans also varied based on demographics, with financial technology (fintechs) and online lenders supplying 80 percent of the total PPP loans issued to small non-employer firms in majority-Black neighborhoods.

Liu, S., & Parilla, J. (2020b). *Small businesses have received uneven relief from COVID-19 federal aid*. Brookings. <https://www.brookings.edu/blog/the-avenue/2020/05/29/how-the-paycheck-protection-program-is-coming-to-ground-in-the-nations-large-metro-areas/>

- Type of research: Descriptive (quantitative)
- Summary: This analysis leveraged data from the **U.S. Census Bureau's Small Business Pulse Survey from April 26 to May 23, 2020** to examine variation in the implementation of the PPP across the **50 largest metropolitan areas in the U.S.** The authors used the data to generate recommendations for maximizing applications and efficiently delivering relief, two key pieces of recovery for the small business sector. The authors noted the small business crisis and resulting PPP application rates varied across geographic areas because of differing levels of pandemic severity, stringency of lockdown orders, and industry exposure. Further, the rates at which PPP loans were processed also varied by geographic area. Early in the pandemic, only 50 percent of small businesses that applied for a loan received it. Although this later increased to 90 percent,

the lag in processing loans had important implications for the speed at which a sector could be stabilized. The authors concluded that small businesses, particularly those that were more vulnerable because of being underbanked or unbanked, could benefit from access to PPP funds, but required additional outreach and guidance through community-based business networks supported by federal legislation.

Neilson, C., Humphries, J. E., & Gabriel, U. (2020, July). *Information frictions and access to the Paycheck Protection Program*. National Bureau of Economic Research, Working Paper No. w27624, forthcoming Journal of Public Economics.

https://www.nber.org/system/files/working_papers/w27624/w27624.pdf

- Type of research: Descriptive (quantitative)
- Summary: This study used **survey data collected from small businesses in the U.S. between March 28 and May 16, 2020** to examine the effectiveness of the PPP. Participants were recruited via social media ads that targeted small and medium-sized business owners in the U.S. The baseline sample included 14,208 small business owners, 3,104 of whom completed the “expanded” baseline survey. Follow-up surveys were completed by 2,768 respondents. Using **statistical regression models**, the authors found that the PPP’s “first-come, first-served” design disadvantaged the smallest businesses in the sample who were less likely to be aware of and apply for PPP funding. Further, the smallest businesses who did apply faced longer processing times and were less likely to have their applications approved. The **authors argued that this is significant because businesses that received a loan reported fewer layoffs, higher employment, and more positive expectations for the future.**

Ong, P., Gonzalez, S., Dominguez-Villegas, R., Hernández, K., Ong, J., & Pech, C. (2021, March 3). *Disparities in the distribution of Paycheck Protection Program funds in California's congressional districts*. University of California, Los Angeles.

<https://escholarship.org/content/qt2wg7c3b6/qt2wg7c3b6.pdf>

- Type of research: Descriptive (quantitative)
- Summary: This article examined the distribution of PPP loans across **California’s 53 districts using data from the Small Business Administration (SBA) from April 3 to August 8, 2020, the 2018 industry data from the U.S. Census County Business Patterns, and the 2018 American Community Survey**. The authors found that districts that received the least amount of PPP funding were disproportionately non-White and suggested that the **PPP loans did not go to communities most in need**. As a result, they recommended allocating more funds to minority-owned businesses and establishing measurable objectives for the SBA that target racial inequality. The authors also highlighted the importance of investing more resources in financial institutions and community organizations to assist minority-owned businesses and increase lender transparency and accountability.

Padilla, M. (2021, April). *‘I feel like I’m drowning’: Women business owners keep hitting new barriers to federal loan aid*. The 19th. <https://19thnews.org/2021/04/women-small-businesses-loan/>

- Type of research: Other (policy brief)

- Summary: This article summarized evidence (**both anecdotal and survey-based**) about how and why women business owners in the **U.S.** had trouble accessing funds through the PPP. The author discussed trends in women-owned business nationwide, the rollout of the first round of PPP funding, and the situational factors that worked against women applying for funding (e.g., lack or pre-existing relationships with financial institutions).

Parilla, J., & Liu, S. (2021, July 7). *From relief to recovery: Using federal funds to spur a small business rebound*. Brookings. <https://www.brookings.edu/essay/from-relief-to-recovery-using-federal-funds-to-spur-a-small-business-rebound/>

- Type of research: Other (policy brief)
- Summary: This brief described the authors' typology of four categories of small businesses intended to help decisionmakers and local leaders strategically implement the American Rescue Plan (ARP) in support of each. The four types were exporters, local suppliers, care, and Main Street. The second section outlined the "relief" stage of small business support, which included recommendations for providing access to capital and technical assistance. The third section discussed the "recovery" stage, which involved strategies for investing ARP funds that would promote inclusive recovery for regional economies around three "leverage points:" state resources, grassroots momentum, and corporate commitment.

Shi, C. Y. (2021). *A story of human capital: Why the Paycheck Protection Program had huge geographic disparities*. Cambridge, MA: Harvard College. <https://dash.harvard.edu/handle/1/37368576>

- Type of research: Descriptive (quantitative)
- Summary: This thesis examined the uptake of the PPP and how uptake varied depending on geographic location. The author used a combination of **county and firm-level data** to demonstrate that places that received very little PPP overall had low business human capital (meaning the level of human capital business owners have) and low bank human capital (which referred to the financial capacity/size of the banking sector). Further, the author found that factors such as COVID-19 impact and political attitudes were not key determinants of PPP uptake. Consequently, the author argued that the distribution of PPP loans was fundamentally tied more to human capital and institutions than to pandemic impact, contributing to the growing body of evidence on who is being "left behind" during COVID-19 recovery.

4. Place-based interventions

Bartik, T. J. (2020). Using place-based jobs policies to help distressed communities. *Journal of Economic Perspectives*, 34(3), 99-127. <https://pubs.aeaweb.org/doi/pdfplus/10.1257/jep.34.3.99>

- Type of research: Other (theoretical)
- Summary: This article discussed the economic justification for **place-based policies** in the **U.S.** The author first summarized current place-based programs in the U.S. and their funding amounts and sources. The author then discussed several market failures place-based job policies can address, such as involuntary unemployment, agglomeration economies, and public services and regulations. Additionally, the author addressed concerns and alternatives to place-based policies. The author suggested that moving people to jobs is not viable as the costs are high and

does little to help those who remain in distressed neighborhoods. Further, the author found little evidence to justify concerns that benefits will accrue mostly to higher-income individuals. He also presented evidence that non-cash incentives, such as zoning reform, public infrastructure, and business services are more cost-effective than subsidies. The author proposed improvements to place-based job policies, including better targeting geographically and at high-multiplier industries, more emphasis on non-cash incentives, and better evaluation.

Gates, S. W. & Schnare, A. B. (2020). *Can Opportunity Zones live up to their promise?* Wharton Policy Group. https://whartonpolicy.com/wp-content/uploads/2020/12/UPDATED-Report-Opportunity-Zones_12_2_20_FINAL.pdf

- Type of research: Other (policy brief)
- Summary: This report examined the early evidence and criticisms of the Qualified Opportunity Zone program in the **U.S.** from **2017-2020**. The authors compared the design of Opportunity Zones with other place-based programs, focusing on the New Markets Tax Credit. They then discussed implementation and initial concerns, such as state discretion in the selection process, lack of community benefit requirements, and gentrification and displacement. The authors noted the early stage of the program and limited reporting requirements have made impact analysis difficult at this stage, though some researchers have conducted analysis of which neighborhoods states selected. These studies found that most investments went to residential and commercial development and little to small businesses. The authors summarized some preliminary analysis that indicates an increase in property values and the number of businesses in Opportunity Zones, but no impact on employment. The authors recommended enhanced reporting requirements, narrowing the types of qualifying investments, limiting state discretion, and increasing technical support for localities.

Harger, K. & Ross, A. (2016). Do capital tax incentives attract new businesses? Evidence across industries from the New Markets Tax Credit. *Journal of Regional Science*, 56(5), 733-753. <https://doi.org/10.1111/jors.12286>

- Type of research: Causal (regression discontinuity design)
- Summary: This article examined if the New Markets Tax Credit (NMTC) led to an increase in employment in targeted neighborhoods. Using the **2000 Census data** and **Dun and Bradstreet Marketplace business data from 2002, 2004, and 2006**, the authors used **regression discontinuity design** to compare employment by industry for census tracts just above and just below the eligibility criteria for NMTC. They found positive employment effects for new retail employment, which received most of the NMTC credits, and negative employment effects for transportation, service, and other industries. The authors suggested that eligible firms will use the tax credits to outbid other businesses for land while the ineligible firms will sort into non-NMTC neighborhoods. The authors also found positive employment effects for existing retail and manufacturing firms. They suggested that because heavy industry has high fixed costs, manufacturing firms only expanded their operations rather than establishing new sites, in the short run. While several measured effects were statistically significant, most were small in magnitude, and the authors suggested the impact of the NMTC was relatively small.

Kline, P. & Moretti, E. (2014). People, places, and public policy: Some simple welfare economics of local economic development programs. *Annual Review of Economics*, 6(1), 629-662.

<http://ideas.repec.org/a/anr/reveco/v6y2014p629-662.html>

- Type of research: Other (theoretical)
- Summary: This article investigated the theoretical efficiency and equity tradeoffs of place-based programs. First, the authors discussed the impacts of place-based policies in the context of perfect market conditions. They argued the introduction of a wage subsidy increases local wages and population, thus increasing the cost of housing and benefits would be absorbed by in-movers. A place-based program would increase welfare for neighborhood residents, but this would be outweighed by welfare loss to residents of other places and deadweight costs. Second, the authors considered how place-based policies interact with market failures, such as alleviating high hiring costs, and pre-existing distortions. The authors also reviewed empirical evidence on Empowerment Zones, which has had mixed results for creating jobs. The authors highlighted one study using a similar framework to the authors. The study indicated that local employment and wages increased without the population or rental rates increasing. The authors recommended making wage credits dependent upon employment of local residents to ensure employment and wage gains are absorbed by residents, along with targeting highly distressed neighborhoods with limited appeal for migrants.

Neumark, D. & Simpson, H. (2015). Place-based policies. In G. Duranton, J. V. Henderson & W. C. Strange (Eds.), *Handbook of regional and urban economics* (pp. 1197-1287). Elsevier.

<https://doi.org/10.1016/B978-0-444-59531-7.00018-1>

- Type of research: Other (evidence review)
- Summary: This chapter provided an overview of the theoretical justification for place-based policies, evidence of their effectiveness both in the **U.S.** and **internationally**, and future areas for research. The authors consider several theoretical and empirical articles on how knowledge spillovers, equity motivations, involuntary unemployment, network effects, and other failures interact with and potentially justify place-based policies. After summarizing some of the challenges in evaluating place-based policies, the authors provided an overview of domestic and international place-based policies. The authors found that the evidence for Empowerment Zones programs was mixed at best, with several studies finding no impact. Evidence on local place-based initiatives was similarly mixed. They found that place-based discretionary grants had positive employment effects, potentially due to stricter scrutiny. The authors suggested that future research should investigate what components of place-based studies produce positive impacts and investigate long-term effects.

Neumark, D. & Young, T. (2021). Heterogeneous effects of state Enterprise Zone programs in the shorter run and longer run. *Economic Development Quarterly*, 35(2), 91-107.

<https://journals.sagepub.com/doi/10.1177/0891242420982341>

- Type of research: Causal (difference-in-differences)
- Summary: This study examined if state Enterprise Zones had long-run effects and if the outcomes differed by program type in **13 states** from **1990-2010**. Using data from the **Neighborhood**

Change Database, the authors matched census tracks with **propensity score matching** and constructed a **difference-in-difference** model to estimate the long-term impact of Enterprise Zones on employment, poverty, and income. Then with **legislative documents**, the authors classified each state's Enterprise Zone program into four categories and ran a similar analysis. The authors found twenty statistically significant negative impacts of the program on employment, poverty rate, and income, raising unemployment and poverty rates, and decreasing income. They also found two estimates with positive effects, which indicates a few instances of positive effects. The author's analysis of program features found few instances of statistically significant impact, with mixed evidence on the direction of impact. The authors argued this indicates enterprise zones do not improve local labor market conditions. The authors recommended place-based policies at a larger geographic scale or people-based policies may be more effective policies.

Turner, M. A., Williams, J. L., Milner, J., Pizarek, J. & Gardere, A. (2021a). *A blueprint for the next generation of federal place-based policy*. Urban Institute.

<https://www.urban.org/sites/default/files/publication/105242/a-blueprint-for-the-next-generation-of-federal-place-based-policy.pdf>

- Type of research: Other (policy brief)
- Summary: This paper proposed a framework for designing place-based policies. The authors summarized previous Urban Institute findings that current place-based policies rarely center racial equality, build community power, or address multiple policy domains, among other shortcomings. The authors suggested that policymakers first determine the outcomes of interest, the conditions of the places they want to change, the policies that created those conditions, the relevant agencies, the scale and length of the funding that is necessary, and other support necessary for implementation. The authors then proposed guidance for designing the program. These include, among others, a clear definition of agencies' responsibility to facilitate collaboration, the mechanisms to evaluate equitable outcomes of the selection process, and building in technical assistance.

Turner, M. A., Williams, J. L., Randall, M., Velasco, G. & Islam, A. (2021b). *Designing the next generation of federal place-based policy*. Urban Institute.

https://www.urban.org/sites/default/files/publication/104331/designing-the-next-generation-of-federal-place-based-policy_0.pdf

- Type of research: Other (policy brief)
- Summary: This report scanned 33 federal place-based programs to understand current policies and develop recommendations for future place-based policies. The study found that racial equity was rarely considered or directly addressed by these policies, due to political and legal constraints. Additionally, most goals of place-based policies invest in the built environment, though some focused on improving services. The study also found that, with a few exceptions, agency partnerships were limited. The authors observed that community engagement frequently was not reflected in outcomes and proposed funding community organizations to foster this engagement. They also argued that funding has been insufficient to achieve program goals and that the scope of the program rarely attempted to address the underlying problems. The authors

recommended that future place-based policies should include the goals of addressing racial inequality, building community power, providing sufficient resources to achieve lasting change, learning through evaluation, and addressing multiple policy areas.

Vey, J. S., Loh, T. H. & Hopkins, E. (2020). *A new place-based federal initiative for empowering local real estate ownership*. Brookings Institution. <https://www.brookings.edu/research/a-new-place-based-federal-initiative-for-empowering-local-real-estate-ownership/>

- Type of research: Other (policy brief)
- Summary: This article recommended that the federal government adopt a loan program for residents to purchase land or buildings in certain neighborhoods. The authors argued that current place-based programs are not appropriately targeted, do not address the challenges of residents, and have not sufficiently partnered with local organizations who would best serve the communities. The authors recommended establishing a revolving loan fund to direct loan capital to neighborhood investment funds. States would determine local partners to manage the investment funds, which would make investments to support resident wealth building and preserve affordability. They provided specific recommendations for selecting neighborhoods and partnerships.

Wendel, L. & Jones Jr., G. (2020). Equity for whom? The example of Qualified Opportunity Zones. *American Journal of Public Health*, 110(3), 280-281. <http://dx.doi.org/10.2105/AJPH.2019.305532>

- Type of research: Other (editorial)
- Summary: This editorial considered the implications of the Qualified Opportunity Zone (QOZ) program for economic and health equity. The authors argued that QOZs are a tax avoidance tool for wealthy investors without value to distressed neighborhoods. They claimed QOZ and other place-based policies lead to gentrification and displacement. They also suggested estimating the impact of QOZs should not be limited to the areas in the QOZs as individuals outside of the QOZs may accrue the benefits.

5. Measuring Equitable Recovery

Asante-Muhammad, D., Collins, C. & Ocampo, O. (2020). *White supremacy is the pre-existing condition: Eight solutions to ensure economic recovery reduces the racial wealth divide*. Institute for Policy Studies. <https://ips-dc.org/white-supremacy-preexisting-condition-eight-solutions-economic-recovery-racial-wealth-divide/>

- Type of research: Other (report)
- Summary: This report examined trends in racial wealth inequality and potential policies to reduce it. With data from the **Federal Reserve's Surveys of Consumer Finance** from **1983-2016**, the authors determined median White wealth increased by \$36,000, median Latino wealth increased by \$6,591, and median Black wealth declined by \$4,000. They also found about 60% of White families attained middle-class wealth, while 72% of Black and Latino households had not attained similar levels of wealth. The authors attributed this in part to the 2008 financial crisis disproportionately affecting Black and Latino households. The authors recommended several

measures, including improved data collection, guaranteed income, postal banking, Federal job guarantee, and baby bonds.

Bailey, L. & Pacetti, E. G. (2019). *Strong recovery for whom?* Federal Reserve Bank of Cleveland.

<https://www.clevelandfed.org/newsroom-and-events/publications/community-development-briefs/db-20191126-earnings-gap.aspx>

- Type of research: Other (report)
- Summary: This report examined the trends in racial wage disparities in **Dayton, Ohio** and **Pittsburgh, Pennsylvania** from **2007 to 2017**. Using **ACS data** and **Brookings Institute's Metro Monitor**, the authors measured the trends in median wages and share of occupational fields for white and minority workers. In both regions, minority workers were disproportionately represented in low-wage occupations, which contributed to the increase in racial wage disparities. The authors suggested minority workers do not have the same access to high-paying jobs due to issues such as access to education, transportation, and childcare.

Boddupalli, A., Airi, N., Gordon, T. & Greene, S. (2021). *Lessons from the American Recovery Reinvestment Act for an inclusive recovery from the pandemic*. Urban Institute.

<https://www.urban.org/research/publication/lessons-american-recovery-and-reinvestment-act-inclusive-recovery-pandemic>

- Type of research: Other (report)
- Summary: This report examined the literature on the American Recovery and Reinvestment Act's (ARRA) impact on local governments during the Great Recession for improving current efforts at a more inclusive economic recovery. The authors compared the goals and allocations of the ARRA with the American Rescue Plan Act (ARPA), finding the ARRA was addressing a more significant challenge to states, a multi-year decline in revenue, compared to the ARPA, four months of revenue decline with strong subsequent growth. The authors found ARRA instituted strong reporting requirements for federal expenditures. While some local officials found this challenging, the authors said it dramatically improved transparency in spending. The authors recommended the federal government improve public awareness and oversight of ARPA spending by centralizing reporting across grant programs. They also argued these requirements and rapid timelines forced collaboration across different entities inside and outside of government. The authors recommended state and local officials form partnerships to learn from other local government's policies and evaluation strategies. The authors also found that both the ARRA and ARPA emphasized policies that address inequalities in policies ranging from school funding to racial disparities in employment. Finally, the authors suggested ARRA's emphasis on 'shovel-ready' projects undermined equity as projects in later stages of funding were less likely to be in disadvantaged communities. ARPA funding's slower timelines may allow communities to allocate this funding to transit projects in underserved communities. The authors concluded that state and local governments should take advantage of federal funding and relaxed timelines to invest in policies to help with the economic recovery of communities who otherwise would be left behind.

Brown, M., Payne, J., Montes, M. & Jones, C. (2021). *Policies and programs for inclusive and equitable recovery: A guide for local leaders*. Urban Institute.

<https://www.urban.org/sites/default/files/publication/105059/policies-and-programs-for-inclusive-and-equitable-recovery.pdf>

- Type of research: Other (report)
- Summary: This report outlined policy recommendations for an equitable recovery in housing, small businesses, workforce development, and financial health. The authors first recommended reforming policies and programs that harm people of color and low-income households. These included alleviate fines and fees that burden low-income residents, rental assistance and legal services to prevent eviction, and end exclusionary zoning. They then recommended policies to target opportunities to these communities, such as small business supports in underinvested neighborhoods, address credit invisibility, and preserve affordable rental housing. Last, the authors proposed policies that eliminate structural barriers to economic success, such as baby bonds, reparations, source-of-income non-discrimination in housing, and prioritize high quality jobs in workforce development programs.

Burd-Sharps, S. & Rasch, R. (2015). *Impact of the US housing crisis on the racial wealth gap across generations*. Social Science Research Council. <https://www.ssrc.org/publications/impact-of-the-us-housing-crisis-on-the-racial-wealth-gap-across-generations/#:~:text=Impact%20of%20the%20US%20Housing%20Crisis%20on%20the,Recessi on%20has%20been%20the%20widening%20racial%20wealth%20gap>

- Type of research: Other (issue brief)
- Summary: This report examined the housing market recovery from the 2008 financial crisis and how it interacted with the racial wealth gap. Using data from the **Census's New Residential Survey** from **1999-2011**, the authors found that from 2007-2009 home values both White and Black families declined significantly, but from 2009 to 2011, home values for White households recovered to 1999 levels, but continued to decline for Black families. The authors then forecasted pre-housing boom growth rates to estimate difference in wealth by 2031 and predicted White household wealth would be 4.4 times greater than Black households. They also projected the wealth gap would remain large by 2050.

Carnegie UK Trust and RSA. (2018). *Measuring good work*. Carnegie UK Trust.

<https://apo.org.au/sites/default/files/resource-files/2018-09/apo-nid224116.pdf>

- Type of research: Other (report)
- Summary: This report developed recommendations for measuring job quality for the government of the **United Kingdom**. In developing the framework, the authors set out to prioritize measures that matter to most workers and focus on individual workers rather than workplaces. The authors identified over 100 job quality measures used in UK surveys and narrowed them to 18 questions in seven areas. The job quality areas are pay and benefits, terms of employment, job design, social support, health and safety, work-life balance, and voice and representation.

Cazes, S., Hijzen, A. & Saint-Martin, A. (2015). *Measuring and assessing job quality: The OECD job quality framework*. OECD Publishing, Paris. https://www.oecd-ilibrary.org/social-issues-migration-health/measuring-and-assessing-job-quality_5jrp02kqw1mr-en

- Type of research: Other (report)
- Summary: This paper introduced the OECD's framework for assessing job quality. The authors first summarized pre-existing international frameworks and discussed their differences and shortcomings. For example, some studies include both outcomes and drivers of job quality. The authors stated their framework focuses on objective job quality outcomes experienced by individual workers. The authors proposed three dimensions to job quality: earnings quality, labor market security, and work environment. They then discussed operationalizing these through existing surveys and original proposals.

Congdon, W. J., Scott, M. M., Katz, B. Loprest, P., Nightingale, D., & Shakesprere, J. (2020). *Understanding good jobs: A review of the evidence*. Urban Institute.

https://www.urban.org/sites/default/files/publication/102603/understanding-good-jobs-a-review-of-definitions-and-evidence_2.pdf

- Type of research: Other (policy brief)
- Summary: This report examined several definitions of job quality and evidence on their relation to worker outcomes. The authors reviewed definitions from a variety of sources, including the federal government, international organizations, sociology, and the business community. The authors created a framework to organize the elements of job quality, including pay, benefits, working conditions, business culture, and skill development. Pay and working conditions were most frequently included, and most definitions included career development. The authors then summarized the relation of these job elements with worker outcomes. The authors found family and sick leave were associated with better mental health and job satisfaction, respectively. They found other studies which indicate poor schedules are associated with psychological distress. Other studies point to worker preferences for jobs with on-the-job training, strong organizational missing, and worker autonomy.

Conway, M., LaPrad, J., Cage, A., & Miller, S. (2021). *To build back better, job quality is the key*. Aspen Institute. <https://www.aspeninstitute.org/wp-content/uploads/2021/03/To-Build-Back-Better-Job-Quality-Is-the-Key.pdf>

- Type of research: Other (policy brief)
- Summary: This report provided a job quality framework, using it to evaluate policy proposals. The authors looked at several job quality frameworks, including the Aspen Institute, the National Fund for Workforce Solutions, Gallup, and the Urban Institute. The authors found five primary job quality elements are pay, schedule, agency and respect, working conditions, and benefits. The authors proposed the federal government take numerous actions to promote job quality, including raising the minimum wage, eliminating subminimum wages, enforcing labor laws with additional spending, and incentivize improvements through subsidies.

Damooei, J. (2021). *Profile of COVID-19, community, business, nonprofit & worker impacts: Informing an inclusive & equitable economic recovery in Ventura and Santa Barbara counties*. Economic

Development Collaborative. <https://www.edcollaborative.com/wp-content/uploads/2021/10/Profile-of-COVID-19-Community-Business-Nonprofit-Worker-Impacts.pdf>

- Type of research: Other (report)
- Summary: This report examines the impact of the COVID-19 pandemic recession on vulnerable communities in **Ventura** and **Santa Barbara counties**. The author developed 13 metrics to measure economic, health, and other forms of vulnerability at the neighborhood level. The author constructed these using data from the **U.S. Census's American Community Survey from 2015-2019**, along with **211 calls in 2020** and **KidsData's domestic violence calls database**. The indicators included employment, income level, child poverty, food security, disability assistance, among other metrics. The author created a detailed profile of each neighborhood, in addition to profiling non-profit organizations and small businesses. The author recommended many policies, including short-term training courses in community colleges, childcare support for working families, and policies that will reduce the digital divide.

Fedorowicz, M., Bramhall, E. & Montes, M. (2022). *Why process matters for achieving equity goals*.

Urban Institute. <https://www.urban.org/research/publication/why-process-matters-achieving-equity-goals>

- Type of research: Other (policy brief)
- Summary: This article outlined the research on inclusive economic development planning and an overview of some examples. The authors defined inclusive economic development planning as development that "promotes growth while combating inequities in economic outcomes that persist even as the economy grows through traditional economic development." The authors then summarized the literature on inclusive economic development, which indicates localities who work with organizations beyond typical development groups are better able to address complex challenges. From interviews with local leaders on economic development, the authors found three themes in making their development planning more inclusive: inclusion of noneconomic development actors in the planning process, opportunities for residents to invest in their communities, and collaboratively developing measurements of equity for progress on development.

Lee, S. & Wang, S. (2022). Impacts of political fragmentation on inclusive economic resilience:

Examining American metropolitan areas after the great recession. *Urban Studies*.

<https://journals.sagepub.com/doi/10.1177/00420980211064455>

- Type of research: Causal (other regression methods)
- Summary: This study examined the determinants of inclusive economic recovery within **U.S. metropolitan areas** from **2007-2017**. Using data from the **Census's American Community Survey**, the authors constructed a **regression model** to estimate the impact of political fragmentation and fiscal dispersion on median household income and housing value. The authors found that an increased number of municipal governments in a region increases inequality for both income and housing, while an increased share of fiscal responsibility reduces

inequitable recovery. The authors suggested that increased local fragmentation increases inequality in recovery.

Loprest, P. J., Spaulding, S. & Hecker, I. (2020). *Strategies for workforce recovery in response to the current crisis*. Urban Institute. <https://www.urban.org/research/publication/strategies-workforce-recovery-response-current-crisis>

- Type of research: Other (report)
- Summary: This resource provided local leaders policies to enhance workforce recovery from the COVID-19-induced recession. With these policy recommendations, the authors recommended methods to structure or target the policies to reduce racial economic inequality. The authors suggested localities implement job search tools, outreach for unemployment insurance benefits, expanded apprenticeships, among many other ways to expand outreach, increase coordination, and advocate for these policies.

Madowitz, M., Price, A. & Weller, C. E. (2020). *Public work provides economic security for Black families and communities*. Center for American Progress. <https://www.americanprogress.org/article/public-work-provides-economic-security-black-families-communities/>

- Type of research: Descriptive (quantitative)
- Summary: This brief outlined the benefits of public sector jobs for Black workers and their importance to narrowing the racial wealth gap. With data from the **Census's 2020 Current Population Survey**, the authors found almost 20 percent of Black workers are employed in the public sector. The authors argued that the public sector better insulates Black workers from racial discrimination. Citing the **Federal Reserve's Surveys of Consumer Finances from the 2010s**, the authors calculated the median and mean Black and White wealth by private and public employment. The difference was much narrower for public sector employees. Further, they argued because these jobs are higher quality and less recession prone, Black government employees can accumulate wealth. The authors recommended governments not reduce their employment like the 2008 recession.

Maye, A., Banerjee, A. & Johnson, C. (2020). *The dual crisis: How the COVID-19 recession deepens racial and economic inequality among communities of color*. The Center for Law and Social Policy. <https://www.clasp.org/publications/report/brief/dual-crisis-how-covid-19-recession-deepens-racial-and-economic-inequality>

- Type of research: Descriptive (quantitative)
- Summary: This report analyzed the inequitable impact of the COVID-19 recession on people of color. Using data from the **Census's Current Population Survey, Household Pulse, and Small Business Formation surveys**, the authors demonstrated the increase in inequality. While much of the authors' focus was on employment, they also used other measures of economic distress, such as food insecurity and housing insecurity. The authors recommended policies that would increase job quality, such as paid leave, sick leave, and schedule protection, expenditures on inclusive workforce development, and fiscal relief for states.

Michel, Z. Z. & Ben-Ishai, L. (2016). *Good jobs for all*. CLASP.

https://www.clasp.org/sites/default/files/public/resources-and-publications/publication-1/Race-and-Job-Quality-Brief-3_30ar.docx-FINAL.pdf

- Type of research: Other (policy brief)
- Summary: This policy brief summarized the evidence of racial inequalities in the labor market and policies to increase job quality. The authors found white workers were more likely to access parental leave than Black or Latino workers. They also found non-white workers are more likely to be employed in fields without sick days. Additionally, Black and Latino workers are more likely to be involuntarily part-time and have unfair scheduling practices. The authors listed some model legislation to reduce these inequalities, including expansion of paid family leave, sick leave expansion, Schedules that Work Act, and a \$15 minimum wage. They also suggested policymakers consider enforcement funding, anti-retaliation protections, and outreach strategies.

Neal, M. & McCargo, A. (2020). *How economic crises and sudden disasters increase racial disparities in homeownership*. Urban Institute.

<https://www.urban.org/sites/default/files/publication/102320/how-economic-crises-and-sudden-disasters-increase-racial-disparities-in-homeownership.pdf>

- Type of research: Descriptive (quantitative)
- Summary: Using data from the **Survey of Consumer Finances, Bureau of Labor Statistics, U.S. Census Bureau, U.S. Employment and Training Administration, Johns Hopkins University,** and the **U.S. Department of Housing and Urban Development**, this report examined historical and contemporary evidence on how disasters impact racial disparities in homeownership. The authors first outlined the evidence on racial disparities in wealth and homeownership generally, finding large disparities in homeownership rates and median value between White households and Black and Hispanic households. The authors then analyzed the 2008 financial crisis. They found that stricter lending standards implemented after the crisis disproportionately decreased homeownership accessibility for Black and Hispanic households and that the recession more negatively impacted these households. The authors also examined the aftermath of Hurricane Katrina, finding low-income Black residents were more likely to lose their jobs than low-income White residents, which significantly impacts their ability to rebuild. The authors then outlined evidence on health disparities between low-income and high-income homeowners and homeowners and non-homeowners in the context of COVID-19.

Poethig, E., Greene, S., Stacy, C., Srini, T. & Meixell, B. (2018). *Inclusive recovery in US cities*. Urban Institute.

https://www.urban.org/sites/default/files/publication/97981/inclusive_recovery_in_us_cities.pdf

- Type of research: Descriptive (quantitative and qualitative)
- Summary: This report examined economic recovery. Using data from the **Census's decennial Census from 1980 to 2000** and the **American Community Surveys from 2006-2010 and 2011-2015**, the authors constructed an index of economic health, economic inclusion, and racial inclusion for cities with greater than 100,000 population. The authors found economic health

was strongly correlated with economic inclusion and somewhat correlated with racial inclusion. The authors then analyzed cities that recovered economically over a ten-year period, finding recovered cities, especially small cities, tended to improve on racial and economic inclusion. Cities that recovered after the Great Recession tended to improve more on economic inclusion measures than racial inclusion. The authors then engaged with local practitioners in four cities which had the strongest measures for an inclusive recovery to identify strategies and lessons for other localities. These recommendations included collaborate with other localities in the region, work with local groups to build voice and power, and adopt policies and programs to support inclusion.

Rothwell, J. & Crabtree, S. (2019). *Not just a job: New evidence on the quality of work in the United States*. Gallup Research. <https://www.gallup.com/education/267650/great-jobs-lumina-gates-omidyar-gallup-quality-download-report-2019.aspx>

- Type of research: Descriptive (quantitative)
- Summary: This report summarized the results of a novel **survey** conducted in **2019** of job quality in the **U.S.** The poll contained many questions related to employment outcomes beyond traditional measurements, including benefits, subjective satisfaction, sense of purpose, and predictable schedules. The authors found race, ethnicity, and gender are strongly related to job quality, lower income is related to lower job quality, and increases in income have not translated to increases in job quality. They also found workers in low quality jobs are twice as likely to look for new jobs as workers in high quality jobs.

Rueben, K. (2021). *Understanding taxes that can raise revenues to help offset growing wealth inequality in the District of Columbia*. Urban Institute. <https://www.urban.org/research/publication/understanding-taxes-can-raise-revenues-help-offset-growing-wealth-inequality-district-columbia>

- Type of research: Other (government testimony)
- Summary: This testimony was submitted to the **District of Columbia's** city council in **2021** on potential changes to the tax code. The author noted that wealth disparities are likely greater than is reflected by income data. The author argued that DC is relatively wealthy but has significant economic inequality. She then said DC's tax system is one of the most progressive in the nation, so many baseline policy solutions have already been adopted. The author went on to caution wealth taxes may be complicated to enforce and may lead to negative indirect consequences.

Sawo, M. & Wolfe, J. (2022). *Building back better means raising wages for public-sector workers*. Economic Policy Institute. <https://www.epi.org/blog/building-back-better-means-raising-wages-for-public-sector-workers/>

- Type of research: Descriptive (quantitative)
- Summary: This brief argued increasing wages for public-sector workers will increase gender and racial equity. Using the **Census's Current Population Survey** from **2019 and 2021**, the authors determined about 15 percent of public-sector workers are paid less than \$15 an hour and a third are paid less than \$20 an hour. With the same data, they determined the proportion of different occupations that earn low wages. Many workers in critical services, such as teachers, childcare

providers, and social workers, are paid below \$20 an hour. They also found that Black workers and women disproportionately hold low wage positions, which would mean increasing pay for those occupations would decrease pay inequity. The authors recommended using federal funds from the American Rescue Plan Act and the Elementary and Secondary Schools Emergency Relief Funds to increase pay for these positions, promoting economic recovery and racial and gender equity.

Shakesprere, J., Katz, B. & Loprest, P. (2021). *Racial equity and job quality: Causes behind racial disparities and possibilities to address them*. Urban Institute.

<https://www.urban.org/sites/default/files/publication/104761/racial-equity-and-job-quality.pdf>

- Type of research: Other (policy brief)
- Summary: This report reviewed existing racial inequalities in job quality and their causes. The study found non-white workers are more likely to face worse health risks, schedule stability, discrimination, and several other less-tangible job qualities. The authors proposed labor market factors that contribute to lower job quality. Occupational segregation concentrates people of color in industries and occupations with lower job quality. The authors presented further evidence on discrimination in hiring and internal promotion. They also cited non-standard work arrangements (non-full-time employment) and barriers to unionization as causes of declining worker power.

Stacy, C. & Fiol, O. (2021). *Inclusive recovery to increase equity: A review of the literature to inform city recovery efforts following COVID-19 pandemic*. Urban Institute.

<https://www.urban.org/sites/default/files/publication/104247/inclusive-recovery-to-increase-equity.pdf>

- Type of research: Other (literature review)
- Summary: This report reviewed the literature on policies that encourage inclusive economic recovery. The authors first discussed several methods to measure economic inclusion, including access to technology, health outcomes, spatial segregation, among others. The authors then reported some considerations for planning economic development, such as what neighborhoods need the most support, what occupations are most at-risk, why are they vulnerable, as well as planning to evaluate inclusion and equity. The authors then discussed investments in civic infrastructure, a city's public places and civic assets, can increase the civic capacity of politically underrepresented communities. They then recommended other strategies, including land use reform, support small businesses, increased education attainment, and transportation initiatives.

Stacy, C., Meixell, B. & Srini, T. (2019). Inequality versus inclusion in US cities. *Social Indicators Research*, 145, 117-156. <https://link.springer.com/article/10.1007/s11205-019-02090-3>

- Type of research: Descriptive (quantitative)
- Summary: This study examined the relationship between income inequality with economic and racial inclusion at the local level. Using data from the **Census's decennial Census** from **1980 to 2000**, the **2008-2012 American Community Survey**, and **Brown University's Longitudinal Tract Database** on racial segregation, the authors created an economic inclusion index, a racial inclusion index, an overall inclusion index, and a Gini index for every American city with more

than 100,000 residents. They then ran a simple regression to find if inequality, in the form of the Gini index, was correlated with any of the inclusion indices. The authors found they were correlated, but not very strongly. In nearly half of cities, income inequality and inclusion moved in opposite directions between 2000 and 2010. The correlation between income inequality and racial inclusion is lower than between inequality and economic inclusion. The authors concluded that income inequality is not an accurate metric of municipal inclusion, especially racial inclusion, and is at times desirable as revenue from high-income residents can be reinvested in services for low-income residents.

Thomas, D., Smallwood-Cuevas, L. & Waheed, S. (2020). *Reimagined recovery: Black workers, the public sector, and Covid-19*. Center for the Advancement of Racial Equity at Work at the UCLA Labor Center. https://www.labor.ucla.edu/wp-content/uploads/2020/06/bwc_ps_fullreport_final.pdf

- Type of research: Descriptive (quantitative)
- Summary: This report examined the potential role employment in the public sector could play in producing an equitable recovery from the Covid-19 recession. Using the **Census's American Community Survey** from **2014-2018**, the authors compared the proportion of Black workers in different occupational fields. They found Black workers disproportionately work in public sector jobs, about 20 percent of all Black employees work in government jobs. The authors recommended expansion of public sector occupations as an economic recovery tool for Black working-class families.

6. Other citations supporting the synthesis

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ABOUT THE RAPID REVIEW

CLEAR's rapid review of evidence on strategies related to equitable recovery was created by ICF under the CLEAR contract with the U.S. Department of Labor (DOL), Chief Evaluation Office (CEO). The contents of the review do not represent the views or policies of DOL.

Due to the rapid turnaround for this review, the evidence scan did not follow CLEAR's documented systematic approach. The evidence scan had three components. First, CLEAR conducted a broad literature search using Google Scholar, Ebsco, and Scopus. The search terms used for each strategy are provided in Table 1. CLEAR searched for literature published in 2008 or later and limited the setting to the U.S. This version of the brief was last updated in December 2021 to include literature published between January 1, 2008, and October 31, 2021. Second, CLEAR reached out to experts in labor-related fields with a specific focus on equitable outcomes to seek input on studies and additional search terms to include in the review. Third, citations from relevant studies were used to identify other studies for review.

Table 1. Keywords used in database searches by equitable recovery strategy

Strategy	Topic search terms
Education and training interventions	Equit* AND economic recovery AND education OR job training OR career pathways Equit* AND labor market recovery AND education OR job training OR career pathways
Employment supports and other supportive services	Equit* AND labor market recovery AND workplace support Divers* AND labor market recovery AND workplace support Covid AND childcare AND employment Covid AND flexible AND employment Covid AND telework AND employment
Supports for small businesses	Equit* AND economic recovery AND small business* AND support Equit* AND labor market recovery AND small business* AND support
Place-based interventions	"Place-based" AND (employment OR wages OR job OR jobs OR wage) "Opportunity zones" OR "opportunity zone" OR "empowerment zone" OR "empowerment zones" OR "enterprise community" OR "enterprise communities" OR "new markets tax credit"
Measuring equitable recovery	(Measurement OR measure OR measuring) AND ("job quality" OR "job qualities") (measurement OR measure OR measuring) AND ("economic recovery" OR "inclusive recovery") AND (equitable OR equity) AND (racial OR race OR ethnicity)

CLEAR identified studies that examined specific interventions implemented in the U.S. and classified each citation by study type: causal, descriptive, or other. **Causal** research can assess the effectiveness of a strategy—in other words, whether there is a cause-and-effect relationship between the strategy and the results or impacts. High quality causal research (impact studies) can produce the most credible evidence. **Descriptive** research does not determine cause-and-effect relationships but uses quantitative methods to identify trends, correlations, projections, and costs and benefits of actions taken. CLEAR categorizes qualitative studies under the descriptive category for the purposes of this rapid review. CLEAR's rapid reviews also summarize **other** types of evidence and research that

describe how, where, and why strategies are implemented and includes opinion pieces by subject matter experts (SMEs) such as published in the New York Times, Washington Post, Los Angeles Times, Wall Street Journal, and Time, among others. For more information on how CLEAR reviews and rates different types of studies, see CLEAR's reference documents at <https://clear.dol.gov/about>.

ICF prepared this rapid review for the Chief Evaluation Office of the U.S. Department of Labor under contract 1605DC-18-A-0016/1605C2-21-F-00025. The views expressed are those of the authors and should not be attributed to the Federal Government or the Department of Labor.