bae urban economics

Ballot Measure Impact Analysis

Pursuant to California Elections Code 9111

Proposed Ballot Measure Entitled: "Alameda County Minimum Wage Ordinance"

Prepared for the County of Alameda

Prepared by BAE Urban Economics

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EXECUTIVE SUMMARY

This report evaluates the potential impacts of a proposed ballot measure ("Measure") in response to a request by the Alameda County Board of Supervisors and in accordance with the provisions in California Elections Code Section 9111. The proposed measure would enact an ordinance ("Alameda County Minimum Wage Ordinance") to establish a minimum wage in the unincorporated areas of Alameda County.

Consistent with the Board's direction and the provisions of California Elections Code Section 9111, this report covers four main topics:

- ***Fiscal Impacts*** — how the Measure would affect County finances, including additional general fund costs.
- ***Economic Impacts*** — how the Measure could affect businesses, employees, consumers, and the broader economy, including the County's ability to retain and attract businesses in unincorporated areas.
- ***Other Impacts and Considerations*** — how the Measure could affect nonprofit and community-based organizations, the County's Measure C-supported childcare system, and public and private collective bargaining agreements.
- ***Socioeconomic and Racial Equity*** — what the Measure could mean for equity across the unincorporated county.

The report does not offer legal opinions or policy recommendations. The topics above were evaluated to the greatest extent possible given the constraints on time and the availability of data and information.

Ballot Measure Provisions

Attachment A includes the full text of the Measure. Beginning July 1, 2027, wages would rise based on a schedule that varies by employer size: large employers (100+ employees and annual gross revenue exceeding $1 billion) would reach $30/hour by 2030; medium-sized employers (26-99 employees, or an employer with 100+ employees that does not have annual gross revenue exceeding $1 billion) by 2035; and small employers (25 or fewer employees) by 2037. Once a tier reaches $30/hour, wages would continue to rise annually with a cost-of-living adjustment. By 2048, all three tiers would converge into a single, uniform minimum wage. The following table summarizes the proposed schedule.

Ballot Measure Proposed Minimum Wages, 2027-2037

	Minimum Wage ($/hr) for Covered Employees At:		
Effective Date	Large Employers	Medium Employers	Small Employers
7/1/2027	$19.90	$18.38	$18.21
7/1/2028	$23.30	$19.48	$19.12
7/1/2029	$26.70	$20.65	$20.07
7/1/2030	$30.00	$21.89	$21.08
7/1/2031	$30 + annual cost-of-living adjustment (a).	$23.20	$22.13
7/1/2032		$24.60	$23.24
7/1/2033		$26.07	$24.40
7/1/2034		$27.64	$25.62
7/1/2035		$30.00	$26.90
7/1/2036		$30 + annual cost-of-living adjustment (a).	$28.25
7/1/2037			$30.00
7/1/2038 to 7/1/2048	The minimum wage for all employer types shall converge into a single uniform minimum wage within 10 years after small employers reach a minimum wage of $30.00 (b).		

Notes:
(a) Minimum wage is adjusted annually on July 1 based on the increase in the Bay Area Consumer Price Index (CPI) or three percent, whichever is greater.
(b) The ballot language states that the Alameda County Administrator shall develop and implement a schedule to achieve wage convergence, provided that the minimum wage is adjusted each year by the greater of 3 percent or the increase in the Bay Area CPI.

Sources: Proposed Alameda County Minimum Wage Ordinance; BAE, 2026.

The Measure would extend minimum wage provisions to County-owned and County-controlled properties in both the unincorporated area and other Alameda County jurisdictions. The Measure would also likely apply to employees who work in multiple locations, including the unincorporated area.

Family childcare workers would follow the small-employer schedule (with possible support from State and County subsidies), while janitorial workers would be paid on the faster large-employer schedule regardless of their employer's actual size. Employers would not be allowed to offset wage increases by cutting benefits or reducing pay for other non-management staff, and the County will have the ability to enforce violations through civil or administrative action, including penalties involving back pay.

Fiscal Impacts to the County

The Measure would have a direct fiscal impacts on the County's operating budget. These fiscal impacts include:

- Annual Personnel Expenditures: Raising all budgeted County positions currently paid below $30/hour to the $30 floor would increase annual personnel costs by an estimated $28 million across roughly 2,000 budgeted positions. These annual costs do not include the County's personnel costs for Temporary Assignment Pool (TAP) positions, which are estimated at approximately $2.7 million annually.

- **County-Leased Facilities:** Because most County leases contain pass-through provisions that require the County to reimburse landlords for building operating expenses in properties that are leased by the County, future increases in labor costs associated with janitorial, security, and landscaping services provided in County-leased facilities will likely be fully passed through to the County. Estimated impacts of the Measure range from approximately $1.1 million to $1.8 million per year across the County's 38 leased facilities (about 884,000 square feet).

- **County Building Service Contracts**: Similar pass-through effects on County-owned facilities' service contracts (security, janitorial, landscaping, and related services) are estimated at approximately $1.0 million to $1.7 million annually, a 30 to 50 percent increase over current contract spending of approximately $3.4 million.

- **Other County-Owned Properties:** The Measure does not specify how its provisions would apply to large, multi-party facilities such as the Oakland-Alameda County Coliseum Complex and the Alameda County Fairgrounds. The Coliseum Complex has required an average annual operating subsidy of approximately $6 to $9 million from the County over the past decade; the pending sale of the County's ownership interest, if completed, would eliminate this exposure. The Fairgrounds are currently self-supporting and would not be expected to require new subsidies, though higher operating costs would likely affect ticket prices, the Fair's vendors, and the Fair's long-term financial performance.

Summary of Estimated Annual Fiscal Impacts to County

Budgeted Personnel Expenditures	$28.1 million
Temporary Assignment Pool (TAP) Expenditures	$2.7 million
Building Service Contracts and Operating Expenses at County-Leased Facilities	$2.1 to $3.5 million
Total Annual Fiscal Impacts to County	**$32.9 to $34.3 million**

Sources: Alameda County; BAE, 2026.

Proposed Measure Provisions and Comparison to Other Jurisdictions

The below table summarizes key provisions of the Ballot Measure compared to the provisions applicable in Los Angeles County, San Mateo County, and the City of Hayward, the closest jurisdiction to the urbanized portion of the unincorporated County. As shown, the Ballot Measure's provisions are more expansive than in the other profiled jurisdictions in terms of applying the proposed ordinance to both private- and public-sector employees and extending the wage requirements to County-controlled properties. The Measure also sets forth a relatively complex schedule for arriving at a consolidated minimum wage rate by 2048, as opposed to the other jurisdictions which either have a shorter phase in schedule or apply a single wage rate across employers.

Summary of Provisions in Proposed Measure and Comparison to Other Jurisdictions

	Alameda County Ballot Initiative	Los Angeles County	County of San Mateo	City of Hayward
Applicability				
Applies to All Private-Sector Workers	Yes	Yes (a)	Yes (a)	Yes (a)
Applies to All Public Agencies	Yes	No	No	No
Wage Tiers by Employer Size	Yes	Yes	No	Yes
Applies to Public Agency-Owned/Leased Properties & Tenants in Properties outside of jurisdictional boundary	Yes	No	No	No
Exempts Nonprofits	No	No	No	No
Exempts Employees Covered by Collective Bargaining Agreements	Yes	No	Yes (b)	Yes (c)
Monitoring and Enforcement				
Dedicated Agency/Office	n.a.	Yes	Yes	No
Full-time employee equivalent positions	n.a.	24	(d)	n.a.
Annual Budget	n.a.	$5,760,000	(d)	n.a.

Notes:
(a) The minimum wage policy applies to workers that work two or more hours per week within the jurisdiction .
(b) The minimum wage policy may be waived in whole or in part for employees covered by a written collective bargaining agreement, except for employees in the property service industry, provided the agreement includes a provision waiving mandated minimum wage rates, and the agreement was effective before the minimum wage policy took effect.
(c) The City's ordinance provides that, to the extent required by federal law, all or any portion of the minimum wage policy may be waived through a bona fide collective bargaining agreement, provided that the waiver is stated in clear and unambiguous terms in the agreement.
(d) Limited information publicly available.

Sources: Alameda County; Los Angeles County; County of San Mateo; City of Hayward; BAE, 2026.

Economic Impacts

Unincorporated Alameda County is home to an estimated 26,400 private-sector employees and 3,100 businesses (plus roughly 2,160 public administration employees). Applying statewide and national size distributions, an estimated 76 percent of businesses (employing about 20 percent of workers) would qualify as small employers, 12 percent as medium employers (about 43 percent of workers), and 12 percent as large employers (about 38 percent of workers).

Local wage data show a current median hourly wage of $28.31 among workers in the unincorporated county's ZIP code areas. An estimated 15 to 24 percent of current workers have wages below the minimum wage thresholds proposed by the Measure in 2027. Approximately 29 to 53 percent of workers currently earn less than the minimum wages proposed by the Measure in year 2030.

Overall, academic studies suggest that businesses respond to minimum wage increases through a mix of strategies (modest adjustments to employment, productivity, prices, profits, and investment decisions) rather than any single mechanism, with the relative importance of each response depending on many different factors, including industry conditions, market structure, and the relative size of the wage increases. Studies generally find that minimum wage increases raise earnings for directly affected workers and produce spillover wage gains for workers just above the new minimum, while also finding mixed but generally positive effects on employee retention and household financial security. At the local level, higher wages for low-income workers can increase household spending and generate additional demand for goods and services, partially offsetting higher costs to employers; overall impacts are expected to vary considerably across industries and individual businesses depending on labor intensity, profit margins, and pricing flexibility.

In that the County's minimum wage would substantially exceed minimum wage requirements in neighboring jurisdictions, the Ballot Measure would impose higher operating costs on employers in the unincorporated county that would, in turn, create a competitive disadvantage in terms of business retention and attraction. The Measure may also have other unintended consequences for long-term economic development, including potential reductions in local jobs for workers with lower educational attainment and disincentives to business investment in underserved areas.

Other Impacts and Considerations

Beyond fiscal and general economic impacts, the Board of Supervisors directed staff to examine several additional areas of impact including the impacts on nonprofit organizations, family childcare providers, and collective bargaining agreements.

Nonprofit and community-based organizations: The Measure would raise operating costs for the county's nonprofit and community-based organizations, potentially requiring increased revenue generation, additional grant funding, program reductions, or some combination of these responses. Research on minimum wage ordinances and nonprofits suggests that large statutory minimum wage increases can reduce nonprofit-sector employment, while smaller increases have not shown strong evidence of employment or other effects. Some jurisdictions, such as the City of Fremont, exempt nonprofits from their minimum wage ordinance.

Family childcare providers and Measure C: Family childcare providers would follow a wage schedule starting at $18.21/hour in 2027 and reaching $30/hour by 2037. The Measure calls for use of Measure C (the County's 2020 childcare sales tax) funds to support this compensation, but whether Measure C funds can be reallocated for this purpose is uncertain. Under Measure C's current 5-Year Plan, participating providers already receive wage floors of $25/hour (assistants/teachers) and support toward $27/hour (family childcare owners) which is above the Ballot Measure's schedule for all employment tiers until 2034. As a result, no near-term cost impact is expected for currently eligible providers. However, extending comparable wage support to the estimated 69 licensed sites not currently eligible under Measure C is preliminarily estimated to cost approximately $7.8 million annually.

Measure C should not be assumed to provide sufficient funding to cover the costs associated with the proposed Ballott Measure in that Measure C revenues are subject to the requirements and authorities established by the voter-initiated Measure C Ordinance and the approved 5-Year Plan. Moreover, pressure to expand Measure C wage supports to additional provider employees could reduce the funding available to address other Measure C priorities.

Unions and collective bargaining: The Measure may also affect collective bargaining dynamics through several channels, including "crowding out" of negotiated wage gains by statutory minimums, reduced distinctiveness of union-negotiated wage floors, potential "free-riding" incentives, and a shift in bargaining emphasis toward benefits and working conditions rather than base pay. Existing research suggests collective bargaining coverage generally remains stable following incremental minimum wage increases, with statutory floors and negotiated wages tending to move together rather than one displacing the other. The Ballot Measure provides a collective bargaining agreement waiver if waiver provisions are set forth in clear and unambiguous terms.

Socioeconomic and Racial Equity: Issues of socioeconomic and racial equity are central to the Measure. People of color make up a disproportionate share of low-wage workers in the unincorporated county and stand to benefit significantly from a higher minimum wage. Analysis of racially and ethnically concentrated areas of poverty and affluence, economic opportunity indices, and survival-budget data shows substantial geographic and racial disparities across the unincorporated county. Black and Hispanic workers throughout the unincorporated county are less likely than White workers to earn above the survival threshold across all areas studied. Health care and social assistance, construction, and accommodation and food services are among the industries with the largest numbers of workers earning below the so-called ALICE threshold[1], a standard measure of the minimum income level a household needs to afford basic necessities. Several lower-income unincorporated communities — including Ashland and Cherryland - — also have limited access to large food retailers, a factor this report notes could be affected if the Measure constrains food retailer expansion or relocation in these areas.

[1] Asset Limited, Income Constrained, Employed (ALICE)

INTRODUCTION

This report was prepared in accordance with the provisions in California Elections Code Section 9111 and evaluates the potential impacts of a proposed ballot measure ("Measure") to enact an ordinance ("Alameda County Minimum Wage Ordinance") that would establish a minimum wage in the unincorporated areas of Alameda County. The full text of the Measure is included as Attachment A.

Consistent with the Board's direction and the provisions of California Elections Code Section 9111, this report covers four main topics:

- **Fiscal Impacts:** The Measure's fiscal impact on the County's operating budget.
- **Economic Impacts:** Its impacts on unincorporated area businesses, employees, consumers, and the general economy.
- **Other Economic Impacts and Considerations:** Its impacts on nonprofit organizations and community-based organizations, the County's childcare system supported by Measure C, and private and public collective bargaining agreements with unions.
- **Socioeconomic and Racial Equity:** Its impact on socioeconomic and racial equity.

Based on the direction provided by the Board of Supervisors and County staff, the following report presents a broad evaluation of the impacts of the Measure. Given the limited timeframe to prepare this report, the analysis does not include a full economic analysis of the potential impacts of the Measure. Instead, the topics above were evaluated to the greatest extent possible given the constraints on time and the availability of data and information. The report does not offer legal opinions or policy recommendations.

Ballot Measure Background

A citizen's organization, Living Wage for All, circulated a ballot initiative petition to raise the minimum wage in unincorporated areas of Alameda County (see Figure 1 below). Living Wage for All submitted 51,726 signatures, of which Alameda County election officials verified 49,370, sufficient to qualify the measure for the ballot. The County Board of Supervisors ("Board") considered this Ballot Measure at their regularly scheduled meeting of August 4, 2026, and voted to refer the matter to staff for further study pursuant to Sections 9111 and 9118 of the California Elections Code. Per Section 9111, an impact report must be presented back to the Board within 30 days of August 4, or no later than September 3, 2026. The Board is scheduled to hear the matter (and either adopt the ordinance or place the Ballot Initiative on a Countywide ballot for voter consideration), at their scheduled meeting on September 15.

Unincorporated areas of Alameda County currently enforce the State of California minimum wage rate, while specific incorporated cities within the county enforce their own local ordinances. The Measure would establish three categories of “Covered Employees” for which the minimum wage applies, including any person who performs work:

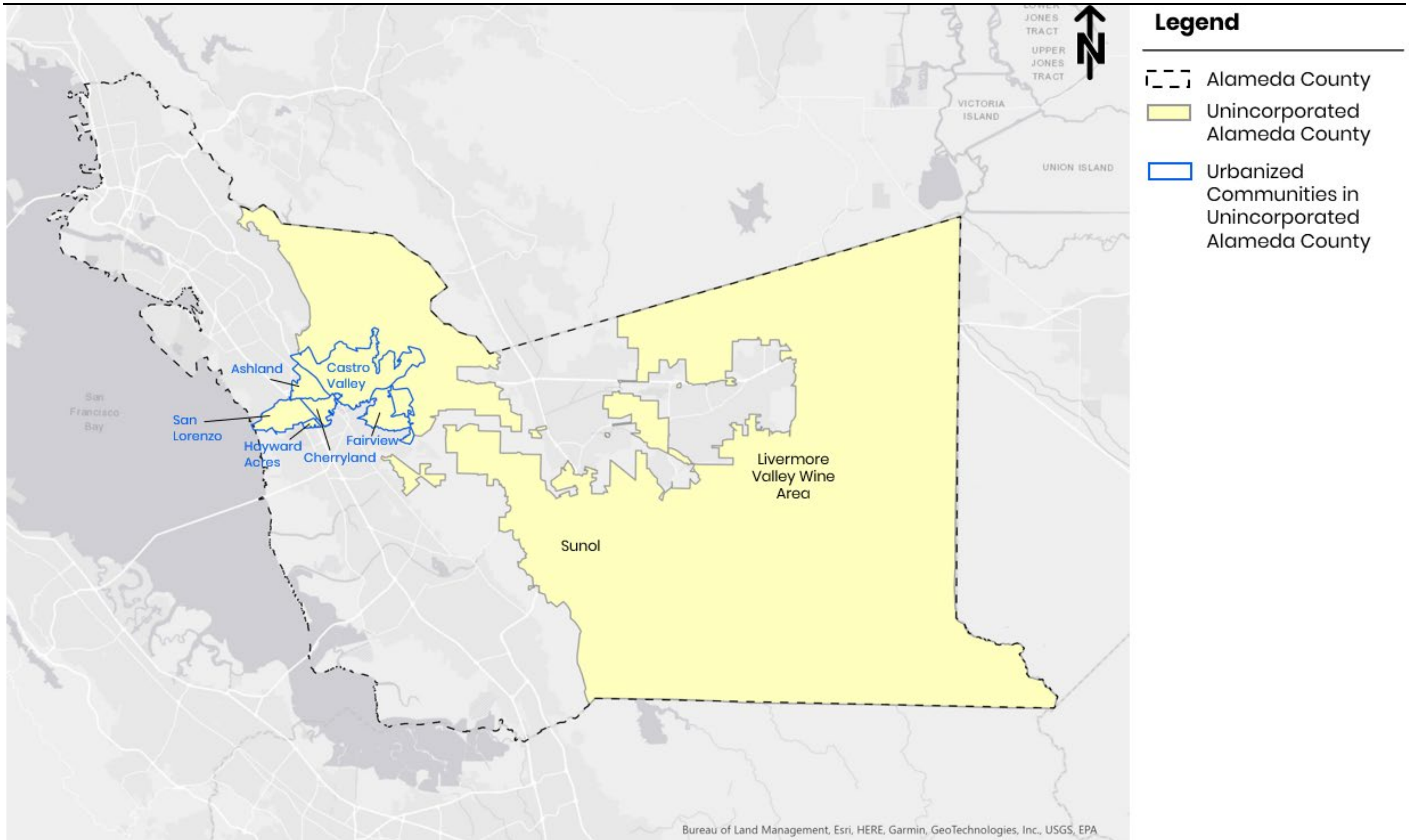
- Within unincorporated Alameda County
- On property owned or controlled by Alameda County but located outside unincorporated Alameda County
- For an employer physically located in unincorporated Alameda County, even if the work is located elsewhere

The ordinance establishes a Minimum Wage Schedule for Large Employer, Medium Employer, and Small Employer categories, defined as follows:

- Large Employer: Any employer with 100 or more employees and annual gross revenue exceeding $1 billion
- Medium Employer: An employer that employs more than 25 employees but fewer than 100 employees, regardless of annual gross revenue; or an employer that employs 100 or more employees and does not have annual gross revenue exceeding $1 billion
- Small Employer: Any employer that employs 25 or fewer employees, regardless of annual gross revenue

Compared to minimum wage ordinances enacted by other California cities and counties, the Ballot Measure’s provisions are expansive in that they apply to not just private sector employment, but to all public sector employment as well. In addition, the Measure extends minimum wage provisions to County-owned and leased properties and directs the use of previously approved voters funds (i.e. Measure C) to cover increased personnel costs for family childcare workers.

Figure 1: Unincorporated Alameda County



Sources: Alameda County; BAE, 2026.

The Ballot Initiative includes language that outlines how to define the employers subject to the Measure in each size category. Specifically, the Measure provides that this calculation shall occur based on the total enterprise (i.e. the total number of establishments under common control, even when those establishments are located outside of unincorporated Alameda County) rather than based solely on physical establishments within the unincorporated county. For example, Safeway operates multiple stores in unincorporated Alameda County; however, for the purposes of the Measure, the applicable employer size category for each individual store would be determined based on the total employment and annual gross revenue associated with its parent company, Albertsons Companies, across all business segments and locations nationwide.[2]

The wage tiers are designed to reach $30 per hour within ten years, with Large Employers scaling fastest, followed by Medium Employers, and then Small Employers. After scheduled increases, the minimum wage will have an annual cost-of-living adjustment equivalent to the Bay Area Consumer Price Index (CPI), or three percent, whichever is greater. Table 1 shows how the Ballot Initiative would be phased in overtime. In the Measure's initial years, State of California mandated minimum wages would be higher for both Fast Food and some Heath Care workers[3]. The interaction between State minimum wage mandates and the Measure's requirements would need to be monitored over time to ensure coordination and compliance.

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[2] As of February 2026, Albertsons Companies operated 2,244 retail stores with 1,713 in-store pharmacies, 405 associated fuel centers, 22 dedicated distribution centers and 19 manufacturing facilities across 35 states. Total annual sales exceeded $80 billion across all business segments in 2025. See: https://www.albertsonscompanies.com/investors/financial-reports/quarterly-results/default.aspx.

[3] The minimum wage in California, effective January 1, 2026, is $16.90/hour for all employers. Fast Food Restaurant employers, effective April 1, 2024, and Healthcare Facility employers, effective October 16, 2024 have a higher minimum wage ($20/hour for fast food workers working in national chains and between $18 and $24/hour for health care workers depending on facility size and type.)

Table 1: Ballot Measure Proposed Minimum Wages, 2027-2037

	Minimum Wage ($/hr) for Covered Employees At:		
Effective Date	Large Employers	Medium Employers	Small Employers
7/1/2027	$19.90	$18.38	$18.21
7/1/2028	$23.30	$19.48	$19.12
7/1/2029	$26.70	$20.65	$20.07
7/1/2030	$30.00	$21.89	$21.08
7/1/2031	$30 + annual cost-of-living adjustment (a).	$23.20	$22.13
7/1/2032		$24.60	$23.24
7/1/2033		$26.07	$24.40
7/1/2034		$27.64	$25.62
7/1/2035		$30.00	$26.90
7/1/2036		$30 + annual cost-of-living adjustment (a).	$28.25
7/1/2037			$30.00
7/1/2038 to 7/1/2048	The minimum wage for all employer types shall converge into a single uniform minimum wage within 10 years after small employers reach a minimum wage of $30.00 (b).		

Notes:
(a) Minimum wage is adjusted annually on July 1 based on the increase in the Bay Area Consumer Price Index (CPI) or three percent, whichever is greater.
(b) The ballot language states that the Alameda County Administrator shall develop and implement a schedule to achieve wage convergence, provided that the minimum wage is adjusted each year by the greater of 3 percent or the increase in the Bay Area CPI.

Sources: Proposed Alameda County Minimum Wage Ordinance; BAE, 2026.

Two specific employee populations are identified in the Measure: family childcare workers and janitorial workers. Family childcare worker wages are explicitly set according to the Small Employer wage schedule, and their wages are potentially funded by subsidies from the State and from Alameda County Measure C (2020). Janitorial employees are to be compensated according to the Large Employer category schedule regardless of employer size.

The enforcement procedures section of the Ballot Initiative specifically prohibits wage increases for employees from being funded through a decrease in benefits or a decrease in non-management position compensation. The proposed ordinance authorizes Alameda County to enforce the measure through civil actions and administrative proceedings. Employers that are found to violate the measure's requirements may be required to pay back wages, administrative penalties, or other penalties.

FISCAL IMPACTS TO THE COUNTY

This chapter evaluates the proposed Measure's fiscal impacts on the County's budget. The analysis focuses on the potential costs that may be incurred by the County due to the proposed ordinance, including impacts to County personnel expenditures, existing building service contracts, existing operating expenses in County-leased facilities, and the additional ongoing costs associated with administration and enforcement. The estimates are intended to illustrate the potential magnitude of these costs based on current conditions and available data. Unless otherwise noted, all fiscal impact estimates are expressed in current (nominal) 2026 dollars.

County Personnel Expenditures

This analysis estimates the fiscal impact of establishing a minimum hourly wage of $30 per hour for all County employees. The estimates are based on currently budgeted positions and adopted salary schedules and are intended to provide a baseline estimate of the immediate annual cost increases associated with establishing a minimum hourly wage of $30 per hour for County employees. The analysis estimates these costs by identifying classifications with minimum salary rates below $30 per hour and calculating the percentage increase required to raise the bottom step of the salary range to the proposed minimum wage. The percentage increase is applied across the entire salary range of each affected classifications to maintain the existing salary structures of these classifications. The County's additional costs are then estimated based on this same percentage increase using the current total budgeted salary and employee benefits costs associated with each affected classification.

In addition to the classifications directly affected by the proposed minimum wage increase, the analysis includes the costs associated with wage adjustments for certain related classifications that would not otherwise fall below the $30 per hour threshold. These classifications were included where there are clear career ladders, promotional relationships, or other established compensation relationships with directly affected classifications. Where clear career ladders or established salary relationships exist between classifications, the same percentage adjustment is applied to related classifications to preserve existing compensation differentials and reduce potential wage compression for related classifications. For example, increasing the minimum salary for the Library Clerk I classification to $30 per hour requires a 17.8 percent adjustment to the salary range for the Library Clerk I classification. To maintain existing salary relationships within the library and clerical career ladder, the same adjustment is applied to the Library Clerk II and other related classifications. Applying adjustments to related classifications in this way is intended to preserve existing salary differentials and career progression structures and mitigate immediate wage compression within the affected classifications. Overall, the analysis made compensation adjustments to 26 additional related classifications, including promotional and specialized classifications that maintain established salary relationships with directly affected positions.

As shown in Table 2, the resulting total estimated annual cost to the County is estimated at approximately $28.1 million. This total reflects both the direct cost of increasing affected classifications to the proposed minimum wage and the associated adjustments necessary to maintain existing compensation relationships among closely related classifications.

While this analysis captures some of the immediate compensation adjustments necessary to maintain existing salary structures within identified career ladders, it does not fully account for the broader wage compression impacts that would occur throughout the County workforce. For example, substantial increases to clerical classifications could reduce or eliminate existing salary differentials between clerical positions and certain professional, technical, paraprofessional, supervisory, or specialized classifications. In some cases, classifications that currently require higher skill levels, experience, certifications, or supervisory responsibilities could be placed at or below the compensation levels of classifications affected by the minimum wage increase. Additional analysis is needed to evaluate these broader ripple effects and determine whether additional compensation adjustments are needed to maintain an appropriate classification and compensation structure. Consequently, the total fiscal impact to the County could potentially greatly exceed the preliminary estimates presented in this analysis.

Table 2: Estimated Net Increase in Annual County Salary and Benefits Costs

Job Code	Position	Minimum Hourly Rate	Maximum Hourly Rate	Minimum Hourly Rate Increase Needed to Reach $30	% Increase Needed to Maintain Established Salary Relationships (a)(b)	New Minimum Hourly Rate (a)	New Maximum Hourly Rate (a)	Total Budgeted FTEs	Total Existing Salary and Benefits Costs	Projected Net Increase in Annual Salary and Benefits Costs (c)
1095	Program Worker, SEIU Repres	$22.19	$58.50	$7.81	35.2%	$30.00	$79.09	0.00	$0	$0
1103	Library Clerk I	$27.32	$31.08	$2.68	17.8%	$32.19	$36.62	0.00	$0	$0
1104	Library Clerk II	$31.08	$34.95		17.8%	$36.62	$41.18	40.50	$3,133,408	$558,746
1105	Messenger	$27.82	$32.87	$2.18	7.8%	$30.00	$35.45	5.18	$389,652	$30,533
1109	Library Page	$25.46	$26.69	$4.54	17.8%	$30.00	$31.45	33.21	$1,970,967	$351,461
1115	Clerk I	$27.32	$31.08	$2.68	17.8%	$32.19	$36.62	0.17	$12,127	$2,162
1118	Mail Clerk	$27.82	$32.87	$2.18	17.8%	$32.78	$38.73	2.33	$169,478	$30,221
1120	Clerk II	$31.08	$34.95		17.8%	$36.62	$41.18	97.07	$7,689,302	$1,371,148
1124	Lead Clerk	$31.23	$36.91		17.8%	$36.80	$43.49	1.00	$81,282	$14,494
1125	Payroll Records Clerk	$33.03	$38.99		17.8%	$38.92	$45.94	23.00	$2,083,162	$371,467
1126	Medical Clerk	$30.74	$36.40		17.8%	$36.22	$42.89	8.25	$679,128	$121,101
1128	Specialist Clerk I	$32.10	$36.40		17.8%	$37.82	$42.89	201.09	$16,532,233	$2,948,010
1129	Specialist Clerk II	$34.38	$38.99		17.8%	$40.51	$45.94	178.35	$15,591,401	$2,780,242
1131	Data Input Clerk	$30.76	$36.40		17.8%	$36.25	$42.89	4.00	$348,934	$62,222
1132	Eligibility Support Clerk	$31.71	$37.53		17.8%	$37.36	$44.22	240.59	$20,416,419	$3,640,634
1153	Microfilm Technician	$28.34	$33.44	$1.66	5.9%	$30.00	$35.40	0.00	$0	$0
1154	Customer Srv Rep, DCSS	$26.96	$33.10	$3.04	11.3%	$30.00	$36.83	14.50	$1,172,291	$132,187
1155	Lead Customer Srvc Rep, DCSS	$29.45	$36.15	$0.55	11.3%	$32.77	$40.23	2.00	$176,634	$19,917
1205	Stenographer I	$27.76	$31.48	$2.24	17.8%	$32.71	$37.09	3.00	$231,171	$41,222
1210	Stenographer II	$32.68	$35.56		17.8%	$38.51	$41.90	5.08	$446,116	$79,551
1241	Civil Legal Clerk	$32.10	$36.40		17.8%	$37.82	$42.89	0.00	$0	$0
1305	Account Clerk I	$29.54	$35.02	$0.46	17.8%	$34.81	$41.26	0.00	$0	$0
1310	Account Clerk II	$31.62	$37.39		17.8%	$37.26	$44.06	33.00	$2,795,716	$498,529
1570	Eligibility Services Technician I	$30.97	$37.63		17.8%	$36.49	$44.34	0.00	$0	$0
1571	Eligibility Services Technician II	$34.55	$42.01		17.8%	$40.71	$49.50	0.00	$0	$0
1572	Eligibility Services Technician III	$37.65	$45.77		17.8%	$44.36	$53.93	589.50	$61,006,547	$10,878,622
1573	Eligibility Services Technician IV	$40.93	$49.78		17.8%	$48.23	$58.66	82.30	$9,264,534	$1,652,042

Table continued on the following page.

Please see the following page for notes and source.

Table 2 (continued): Estimated Net Increase in Annual County Salary and Benefits Costs

Job Code	Position	Minimum Hourly Rate	Maximum Hourly Rate	Minimum Hourly Rate Increase Needed to Reach $30	% Increase Needed to Maintain Established Salary Relationships (a)(b)	New Minimum Hourly Rate (a)	New Maximum Hourly Rate (a)	Total Budgeted FTEs	Total Existing Salary and Benefits Costs	Projected Net Increase in Annual Salary and Benefits Costs (c)
1705	Supply Clerk I	$28.35	$33.75	$1.65	17.8%	$33.41	$39.77	1.00	$76,437	$13,630
1710	Supply Clerk II	$31.53	$37.76		17.8%	$37.15	$44.49	36.02	$3,057,300	$545,174
1730	General Services Aide	$22.19	$26.96	$7.81	35.2%	$30.00	$36.45	0.00	$0	$0
1792	Info Technology Specialist I	$29.90	$31.37	$0.10	0.3%	$30.00	$31.47	0.00	$0	$0
1793	Info Technology Specialist II	$32.94	$34.55		0.3%	$33.05	$34.67	0.00	$0	$0
1794	Info Technology Specialist III	$36.28	$38.15		0.3%	$36.40	$38.28	0.00	$0	$0
1795	Info Technology Specialist IV	$40.05	$44.13		0.3%	$40.18	$44.28	17.33	$1,766,452	$5,908
2005	Engineering Trainee	$18.44	$21.96	$11.56	62.7%	$30.00	$35.73	9.08	$507,197	$317,961
4200	Library Lead Clerk	$31.23	$36.91		17.8%	$36.80	$43.49	5.00	$410,565	$73,212
4962	Water Agency Intern, Zone 7	$29.54	$35.87	$0.46	1.6%	$30.00	$36.43	2.25	$201,559	$3,139
5647	Environ Health Mainten Worker	$28.97	$35.61	$1.03	3.6%	$30.00	$36.88	3.98	$302,154	$10,743
6990	Transportation Worker	$29.81	$37.06	$0.19	0.6%	$30.00	$37.30	17.07	$1,427,360	$9,098
7410	Janitor	$28.55	$33.98	$1.45	5.1%	$30.00	$35.71	75.00	$6,090,007	$309,300
7411	Janitor, Floor Specialist	$29.98	$35.67	$0.02	5.1%	$31.50	$37.48	8.00	$681,961	$34,635
7415	Lead Janitor	$31.32	$37.35		5.1%	$32.91	$39.25	6.00	$535,598	$27,202
7416	Janitor, Detention Facilities	$29.86	$36.29	$0.14	5.1%	$31.38	$38.13	39.00	$3,382,436	$171,787
7418	Lead Janitor, Detention Facilities	$32.78	$39.87		5.1%	$34.44	$41.89	5.00	$476,491	$24,200
7510	Food Service Worker	$29.66	$33.62	$0.34	1.1%	$30.00	$34.01	10.00	$750,951	$8,608
7512	Senior Food Service Worker	$29.94	$35.21	$0.06	0.2%	$30.00	$35.28	2.00	$157,310	$315
7710	Laundry Service Worker	$26.61	$31.51	$3.39	12.7%	$30.00	$35.52	3.00	$211,111	$26,895
7879	Health Services Trainee	$26.64	$31.44	$3.36	12.6%	$30.00	$35.41	5.99	$443,549	$55,943
8172	Fire CERT Program Coordinator	$28.43	$45.48	$1.57	5.5%	$30.00	$47.99	1.00	$138,485	$7,648
8191	Fire Dept Retired Annuitant	$17.16	$84.24	$12.84	74.8%	$30.00	$147.27	0.00	$0	$0
9310	Library Driver-Clerk	$30.74	$36.40		17.8%	$36.22	$42.89	4.00	$323,908	$57,759
9312	Mobile Library Driver-Clerk	$33.46	$39.84		17.8%	$39.43	$46.94	2.41	$213,619	$38,092
9402	Transportation Srvs Attendant	$26.46	$31.47	$3.54	13.4%	$30.00	$35.68	1.00	$81,224	$10,867
0298N	Special Examiner SAN	$16.90	$50.00	$13.10	77.5%	$30.00	$88.76	0.00	$0	$0
0299N	Admin Intern SAN	$19.47	$26.08	$10.53	54.1%	$30.00	$40.18	0.00	$0	$0
1104N	Library Clerk II SAN	$0.00	$0.00	$30.00	0.0%	$0.00	$0.00	0.00	$0	$0

Table continued on the following page.

Please see the following page for notes and source.

Table 2 (Continued): Estimated Net Increase in Annual County Salary and Benefits Costs

Job Code	Position	Minimum Hourly Rate	Maximum Hourly Rate	Minimum Rate Increase Needed to Reach $30	% Increase Needed to Maintain Established Salary Relationships (a)(b)	New Minimum Hourly Rate (a)	New Maximum Hourly Rate (a)	Total Budgeted FTEs	Total Existing Salary & Benefits Costs	Projected Net Increase in Annual Salary and Benefits Costs (c)	
1109N	Library Page SAN	$24.20	$24.20	$5.80	24.0%	$30.00	$30.00	0.00	$0	$0	
1154N	Customer Srvs Rep, DCSS N	$26.96	$33.10	$3.04	11.3%	$30.00	$36.83	0.00	$0	$0	
1275N	Election Worker I SAN	$20.00	$775.00	$10.00	50.0%	$30.00	$1,162.50	0.00	$0	$0	
1276N	Election Worker II SAN	$20.00	$1,910.00	$10.00	50.0%	$30.00	$2,865.00	0.00	$0	$0	
1296N	Clerk Intermittent I SAN	$28.85	$28.85	$1.15	4.0%	$30.00	$30.00	0.00	$0	$0	
1297N	Clerk Intermittent II SAN	$26.48	$31.26	$3.52	13.3%	$30.00	$35.42	0.00	$0	$0	
1585N	Legal Assistant SAN	$20.82	$39.82	$9.18	44.1%	$30.00	$57.38	0.00	$0	$10,296	(d)
5797N	Health Srvs Consultant SAN	$16.90	$21.00	$13.10	77.5%	$30.00	$37.28	0.00	$0	$43,648	(d)
6107N	Probation Intern SAN	$22.93	$23.82	$7.07	30.8%	$30.00	$31.16	0.00	$0	$0	
6300N	Health Care Services Intern N	$17.47	$32.61	$12.53	71.7%	$30.00	$56.00	0.00	$0	$0	
6790N	Consultant Social Svc Agcy N	$16.90	$35.00	$13.10	77.5%	$30.00	$62.13	0.00	$0	$0	
8128 P	Fire Fuels Crew Technician P	$21.84	$24.08	$8.16	37.4%	$30.00	$33.08	18.00	$1,316,183	$491,761	
8157N	Fire Dept Aide SAN	$18.44	$22.42	$11.56	62.7%	$30.00	$36.48	0.00	$0	$0	
8202N	Agricultural & Stands Aide N	$28.48	$34.60	$1.52	5.3%	$30.00	$36.45	0.00	$0	$9,164	(d)
8549N	Regional Training Ctr Instru N	$23.10	$57.67	$6.90	29.9%	$30.00	$74.90	0.00	$0	$0	
8751N	Sheriff's Service Cadet N	$18.31	$21.99	$11.69	63.8%	$30.00	$36.03	0.00	$0	$253,116	(d)
	Total									**$28,144,613**	

Notes:
(a) Represents the percentage increase necessary to bring the minimum hourly rate to $30. To preserve established salary relationships, the same wage adjustments are made across the entire salary range of affected classifications. Some of the affected classifications have direct career ladder relationships to other existing job classifications that are not immediately impacted by the $30/hour minimum wage increase, but would need to be adjusted to avoid wage compaction and maintain established salary relationships. For example, increasing the Library Clerk I minimum hourly wage to $30 would require a 17.8% adjustment to the minimum hourly rate and all other wage steps for this classification. The same adjustments would then be needed for the Library Clerk II and other related classifications to avoid wage compaction and maintain established salary relationships within the clerical career ladder.
(b) In addition to the classifications directly affected by the minimum wage increase, the analysis includes the costs associated with wage adjustments for certain related classifications that would not otherwise fall below the $30 per hour threshold. These classifications are highlighted in grey and have clear career ladder relationships, promotional relationships, or other established compensation relationships with directly affected classifications. Where established salary relationships exist between classifications, the same percentage adjustment is applied to the related classifications to preserve existing compensation differentials and reduce potential wage compression for these related classifications.
(c) Estimated net increase in annual salary and benefits cost based on the total existing salary and employee benefits (S&EB) costs for each classification multiplied by the assumed percentage increase needed to maintain existing salary relationships and differentials.
(d) Estimate provided by Human Resource Services
Sources: County of Alameda; BAE, 2026.

Temporary Assignment Pool (TAP) Expenditures

In addition to the annual budgeted positions summarized above, the County has a Temporary Assignment Pool (TAP) program that provides additional temporary staffing support to County departments to address short-term operational needs, including vacancy coverage, employee leave backfills, special projects, and recruitment delays. The TAP program serves an important operational function by enabling County departments to address critical staffing gaps and meet temporary workload needs without creating permanent positions or completing a full recruitment process. Assignments can range from very short durations to as long as 18 months, depending on the need.

The annual expenditure estimates for TAP positions are based on staffing projections provided by the Human Resource Services department regarding the anticipated number of TAP positions filled during a fiscal year and the estimated share of those positions with hourly wage rates below $30. The County's estimated annual costs are calculated by multiplying: (1) the difference between each position's current minimum hourly wage and the proposed $30 per hour minimum wage; (2) the estimated annual work hours associated with the position; and (3) the projected number of TAP positions expected to be filled annually that earn less than $30 per hour. The resulting estimate represents the additional annual direct wage costs associated with increasing the minimum hourly wage to $30 for filled TAP positions.

The resulting estimates are intended to provide a high-level approximation of the County's annual direct wage expenditures associated with TAP staffing needs. Importantly, the expenditure estimates include wages only and do not include additional employee benefits, payroll taxes, administrative overhead, recruitment costs, program management expenses, or any other costs associated with operating the TAP program. As a result, the estimates should be interpreted as a measure of the County's direct wage expenditures, rather than the full cost of TAP staffing to the County.

Table 3: Estimated Annual Direct Wage Expenditures Associated with Temporary Assignment Pool Positions

Job Code	Position	Minimum Hourly Rate	Hourly Rate Increase Needed to Reach $30	Standard Hours per Pay Period	Required Pay Increase per Pay Period	Total Annual Positions	Percent Hired at Min. Hourly Rate	Est. Number of Impacted Positions (a)	Est. Net Increase in Annual Direct Wage Expenditures (b)
1293N	Admin Support I, (SAN) TAP	$17.47	$12.53	75	$939.75	183	27%	49.41	$1,207,259
0610N	Professional Tec Sp I SAN TAPN	$17.47	$12.53	75	$939.75	132	27%	35.64	$870,810
0611N	Professional Tec Sp II SANTAPN	$23.15	$6.85	80	$548.00	100	27%	27	$384,696
1294N	Admin Support II (SAN) TAP	$22.00	$8.00	80	$640.00	55	27%	14.85	$247,104
1780N	Information Tech As SAN TAP	$16.90	$13.10	75	$982.50	1	0%	0	$0
1781N	Information Sys Sup I SAN TAP	$20.83	$9.17	75	$687.75	1	0%	0	$0
1782N	Information Sys Sup II SAN TAP	$23.15	$6.85	80	$548.00	1	0%	0	$0
0200N	Administrative Special SAN TAP	$19.07	$10.93	80	$874.40	0	-	-	-
0199N	Acctg/Fin Support I (SAN) TAP	$20.83	$9.17	75	$687.75	0	-	-	-
0201N	Acctg/Fin Support II (SAN) TAP	$23.15	$6.85	80	$548.00	0	-	-	-
Total						**473**		**126.90**	**$2,709,869**

Notes:
(a) Estimate of the total number of positions that are hired at the minimum hourly rate, based on information provided by Human Resource Services.
(b) Estimate of the total number of positions that are hired at the minimum hourly rate, based on information provided by Human Resources Services.

Sources: County of Alameda; BAE, 2026.

Impacts to County-Leased Facilities

The proposed minimum wage ordinance may increase the County's building operating expenses for facilities that it leases for various County Departments and functions, both in the unincorporated county and in other jurisdictions. Many lease agreements require tenants to reimburse landlords for operating expenses associated with the maintenance and operation of commercial properties, including contracted services such as janitorial services, landscaping and groundskeeping, and security services. The County currently maintains 38 active leases occupying approximately 883,700 square feet of space throughout the county. Most of the County's lease agreements are structured as full-service leases and contain operating expense pass-through provisions. To the extent that the ordinance increases labor costs for workers providing these services to county-leased facilities, landlords may pass some or all of those increased costs through to tenants, including the County.

To estimate the potential impact on the County's building operating expenses for leased facilities, this analysis compares the proposed minimum wage of $30 per hour with the current median wages for occupations commonly associated with building operations in Alameda County. Based on data from Lightcast, a labor market analytics company, the median hourly wages for janitors and cleaners ($19.46 per hour), security guards ($19.82 per hour), and landscaping and groundskeeping workers ($22.62 per hour) in Alameda County are substantially below the proposed minimum wage. Based on these median wage rates, increasing the minimum wage to $30 per hour could increase labor costs for affected building services by approximately 33 percent to 54 percent. The overall costs for affected building services could increase by a similar magnitude, depending on the mix of services provided, the labor intensity of those services, and the cost structures of the individual contractors providing the services. Assuming that landlords pass through 100 percent of increased labor costs to tenants through operating expense recoveries, the County's building operating expenses for leased properties would increase proportionately. The estimated impacts to the County, shown in Table 4 below, assume that labor costs for affected building services increase by approximately 30 to 50 percent and that 100 percent of the labor cost increases due to the measure are passed through to the County. Based on this assumption and estimated current leased facility operating expenses, the estimated annual fiscal impact to the County ranges from approximately $1.1 million to $1.8 million per year.

Table 4: Potential Impacts on Lease Operating Expense Pass-Throughs

Operating Expense	Estimated Current Annual OpEx ($)	Potential Net Increase in Total OpEx Pass-Throughs ($)	
		30% Increase	50% Increase
Cleaning & Janitorial	$2,651,000	$795,300	$1,325,500
Landscaping	$221,000	$66,300	$110,500
Security	$663,000	$198,900	$331,500
Total	**$3,535,000**	**$1,060,500**	**$1,767,500**

Assumptions	
Total Leased Sq. Ft.	883,694
Est. Current Operating Expenses at Leased Facilities ($/sf/year)	
Cleaning & Janitorial	$3.00
Landscaping	$0.25
Security	$0.75
Total	**$4.00**

Sources: Alameda County; BAE, 2026.

Impacts to County Building Service Contracts

In addition to potential impacts on leased facilities, the proposed minimum wage ordinance may increase costs associated with County contracts for building services at County-owned facilities. The County currently contracts for a variety of services that support the operation and maintenance of County buildings and grounds, including security services, janitorial and custodial services, building cleaning services, and landscaping services. These contracts are generally labor-intensive, with personnel costs comprising a significant share of total contracted service costs.

Because labor costs represent a substantial component of contracted building services, increases in worker compensation would likely result in higher contract costs when contracts are renewed, rebid, or otherwise adjusted to reflect increased wage requirements. The extent of the increase will depend on several factors, including the proportion of total contract costs attributable to labor, staffing requirements, contractor overhead and profit margins, and the degree to which contractors absorb or pass through increased labor costs.

Assuming contractors fully pass through the increased labor costs associated with meeting the proposed minimum wage requirement, annual expenditures for County-owned building service contracts could increase proportionately. Based on current contract spending levels for building services (approximately $3.4 million annually), the estimated annual fiscal impact is approximately $1.0 million to $1.7 million, representing an increase of approximately 30 percent to 50 percent above current expenditures (see Table 5).

Table 5: Fiscal Impacts to County Building Service Contracts

		Potential Net Increase in Total Building Service Contracts ($)	
Service	**Annual Contracts**	**30% Increase**	**50% Increase**
Security	$2,838,800	$851,600	$1,419,400
Landscaping	$22,900	$6,900	$11,500
Hardscape (Power Washing)	$72,300	$21,700	$36,200
Window Washing	$270,000	$81,000	$135,000
Carpet Cleaning	$10,000	$3,000	$5,000
Other Groundskeeping	$137,500	$41,300	$68,800
Total	**$3,351,500**	**$1,005,500**	**$1,675,900**

Sources: County of Alameda; BAE, 2026

Other County-Owned Properties

In addition to the County-owned and leased property portfolio described in the preceding sections, the County has some form of ownership interest in other properties throughout the county. The largest and most significant of these are the Oakland-Alameda County Coliseum Complex in Oakland and the Alameda County Fairgrounds in Pleasanton. The Ballot Measure is silent on how its minimum wage requirements would apply to these and other unique properties and, therefore, how the County and its various public agency partners, lessees, vendors, and other entities involved in managing and operating these large, multifaceted publicly-owned facilities would implement the Measure's requirements. For example, there is uncertainty regarding which wage schedule (large, medium, or small business tier) would apply to these properties, and whether the same standard would apply to partners, lessees, and vendors or would need to be evaluated on a case-by-case basis.

Notwithstanding the uncertainty regarding how the Ballot Measure's various provisions would apply to these two major sites, the following analysis assumes, for analytical purposes, that both properties would be subject to the Ballot Measure's requirements for large employers (i.e., those with 100 or more employees). The precise extent of the economic impacts would need to be explored further as the County defines specific implementation and enforcement rules and regulations for these and other unique properties.

Oakland-Alameda County Coliseum Complex

The Oakland-Alameda County Coliseum Complex occupies approximately 112 acres in Oakland and consists of an outdoor stadium, an indoor arena, and adjacent parking, loading and circulation areas. The two stadium properties serve different markets and community needs:

- The Coliseum Stadium is a large outdoor stadium located at 7000 Coliseum Way with a theoretical maximum capacity of up to 63,132.[4] In the past, the Stadium was the home venue for the Oakland Athletics of Major League Baseball and the Oakland Raiders of the National Football League. The Stadium has served as the home venue for the Oakland Roots professional men's soccer team, and the San Francisco Unicorns, a professional cricket team.
- The indoor arena was formerly branded as Oracle Arena and is now called the Oakland Coliseum Arena. The facility has a seating capacity of up to 19,596 depending on the type of event. The Arena was formerly the home venue for the Golden State Warriors of the National Basketball Association and now primarily serves as a venue for a variety of concerts and other events.

Ownership and Governance. The Coliseum Complex is owned jointly by the City of Oakland and Alameda County and operated through a Joint Powers Authority, the Oakland-Alameda County Coliseum Authority ("JPA"). The City and County each own a fifty percent undivided interest in the property, which means that the jurisdictions jointly own every part of the property. The JPA is governed by a Board of Commissioners which includes two members of the Oakland City Council, two members of the Alameda County Board of Supervisors and two non-elected commissioners appointed separately by the City and County. The Board is currently chaired by Alameda County supervisor Nate Miley and staffed by an independent contractor, Henry L. Gardner, who serves as Executive Director.

On May 26, 2026, the Alameda County Board of Supervisors unanimously approved a non-binding term sheet to sell the County's fifty percent ownership stake in the Coliseum Complex to Oakland Acquisition Company ("OAC"). If completed, this acquisition would result in the County ceasing to be an owner of the Coliseum Complex and the dissolution of the JPA governance structure. The details of the proposed acquisition are complex and subject to change as the County continues to negotiate with OAC. This uncertainty regarding the nature and timing of the transaction limits the extent to which the Ballot Measure's economic and financial impacts on the County can be assessed.

Management and Operations. At present, neither the City nor the County directly employs or contracts with the individuals or business entities involved in the day-to-day management and operation of the Stadium and Arena. Instead, the Oakland-Alameda County Coliseum Authority contracts with an Executive Director and other staff as needed. The JPA also

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[4] The stadium's capacity varies according to type of even with seating capacity for baseball, soccer and other types of events being lower than the maximum capacity of 63,132, which is the "expanded" capacity for NFL football.

contracts with Legends Global for the day-to-day management of the properties.[5] Some service providers, vendors, food service operators, and other entities employing workers at the Coliseum Complex do so under agreements with Legends Global, rather than with the JPA directly, through food and beverage vendors, for example, contract directly with the JPA. If the County does sell its interest in all or part of the property, it is unclear whether and how the Ballot Measure's provisions would apply to the Coliseum Complex.

Current Fiscal Impact to the County. Based on information provided in the published JPA Board packet for the special meeting of July 31, 2026, subsidies have been required for at least the past ten fiscal years to cover operating deficits for the Coliseum Stadium.[6] By contrast, the Arena has generated sufficient revenue to cover operating costs. As displayed in Table 6 below, the average net operating subsidy required from the City and County over the past ten fiscal years has been $15.98M. Because the County and City are jointly responsible for the Complex, this implies that the County's annual net fiscal cost for owning the Coliseum Complex has averaged nearly $8Mper year over the past ten fiscal years. JPA staff estimate that these subsidies will continue to be required as long as the Stadium remains in operation.

Activities at the Coliseum Complex also generate a variety of tax revenues (sales, transient occupancy taxes, etc.) that benefit both the City of Oakland and the County. There is no recent study or analysis, however, quantifying these and other economic impacts of activities at the Coliseum Complex.

[5] Legends Global promotes and books events at the Complex, maintains and manages the construction or installation of improvements to the Complex, and otherwise manages day-to-day operations.
[6] https://www.theoaklandarena.com/assets/doc/Board-Package-7.31.26-4137d1b8a8.pdf

Table 6: OACCA Net Subsidy Table

Year	Annual Subsidy	Subsidy Returned	Net Change in Fund Balance	Net Subsidy	County Contribution
FY16-17	$22,032,000	$0	$8,381,266	$13,650,734	$6,825,367
FY17-18	$24,000,000	$0	$2,403,130	$21,596,870	$10,798,435
FY18-19	$25,000,000	$0	$8,125,169	$16,874,831	$8,437,416
FY19-20	$21,000,000	$0	($266,030)	$21,266,030	$10,633,015
FY20-21	$20,750,000	$20,000,000	($20,103,489)	$20,853,489	$10,426,745
FY21-22	$24,000,000	$0	$7,618,458	$16,381,542	$8,190,771
FY22-23	$20,000,000	$0	$8,271,491	$11,728,509	$5,864,255
FY23-24	$20,000,000	$10,000,000	($3,133,864)	$13,133,864	$6,566,932
FY24-25	$15,000,000	$5,220,000	$4,439,291	$5,340,709	$2,670,355
FY25-26	$19,000,000	$0	TBD	$19,000,000	$9,500,000
Total	**$210,782,000**	**$35,220,000**	**$15,735,422**	**$159,826,578**	**$79,913,289**
Average	**$21,078,200**	**$3,522,000**	**$1,748,380**	**$15,982,658**	**$7,991,329**

Sources: Oakland-Alameda County Coliseum Authority, July 31, 2026.

Economic Impacts of Ballot Measure on the Coliseum Complex. Assuming that the Ballot Measure applies to all lessees, vendors, services providers or other entities at the Coliseum Complex, the economic impact of the Ballot Measure could be significant, particularly for the Stadium and the sports teams regularly hosting games there. The JPA's agreement with Legends, the Roots, the Unicorns would likely require renegotiation, and in turn each of these entities would need to renegotiate agreements with vendors, service providers, etc. This would include potentially renegotiating collective bargaining agreements that include terms not just regarding monetary compensation but also benefits, hiring, seniority, and other employment issues. At present, it is not known how many total vendors, service providers and other entities are active at the Coliseum Complex nor their annual gross recipes, but the following types of economic impacts are possible:

- A relatively large number of full- and part-time employees working at the Coliseum Complex would benefit directly in the short term from increased wages.
- Increased operating costs may potentially affect the attractiveness of the venues to concerts and events as well as to vendors and service providers.
- Insofar as the Ballot Measure increases operating costs for employers of all types and sizes, these entities may pass on some portion of the increased costs to consumers in the form of higher prices for tickets, goods and services.

Potential Fiscal Impacts of the Ballot Measure to the County. Assuming that the County maintains an ownership interest in the Coliseum Complex, the Ballot Measure would increase the amount of annual subsidy required from the County's general fund to subsidize operating deficits. The precise magnitude of these increased costs is not quantifiable based on current data available for this study. If, however, the County successfully sells all or a portion of its ownership interest to a private third-party, the fiscal costs would likely be negligible.

Alameda County Fair

The Fairgrounds is a 267-acre property located in Pleasanton and owned entirely by Alameda County. The Fairgrounds property functions as a year-round venue hosting hundreds of events such as concerts and festivals in addition to the annual summer Fair itself. As with the Coliseum Complex, it is unclear which wage schedule (large, medium or small tier) the Fair would be subject to and whether the same wage schedule would apply to all Fair employees, vendors and service providers, or if this would need to be determined on a case by case basis. Combined attendance across the Fair and year-round programming reaches 1.44 million visitors annually.

Governance and Management Structure. The Alameda County Fair is not operated by the County directly, but by the Alameda County Agricultural Fair Association, a nonprofit 501(c)(3) public benefit corporation with a 21-member board composed of local business and community leaders. The Fair Association is supported by a Fair Foundation which raises funds for and otherwise supports the Fair.

Current Financial Impact to County. The Fair currently generates sufficient revenues to cover costs and has not required direct County subsidy or other financial support in recent years. The County has in the past, however, provided loans to the Fair at favorable rates to fund capital improvements and other major one-time costs.

Current Economic Impacts of the Fairgrounds. The Alameda County Fair Foundation commissioned an economic impact study in early 2026 that quantifies the Fair's economic benefits to the surrounding region.[7] According to the study, 860 jobs are tied to the Fair directly and up to 2,000 total jobs are supported by activities at the Fair. These jobs generated $104M in wages in 2025. In addition, economic activity connected with the Fair generates an estimated $14.5M in annual tax revenues to the County and neighboring cities primarily through a combination of sales and hotel transient occupancy taxes.

Potential Economic and Fiscal Impacts of the Ballot Measure. The Ballot Measure would result in significantly higher operating costs for the Fair itself and its various vendors, service providers and other entities employing workers on the site for any purpose. These costs could potentially be passed on to consumers in the form of higher prices for tickets, goods, and services. The higher operating costs would also likely represent a particular economic constraint for small businesses with lower profit margins, and less capacity to absorb increased labor costs. To the extent that increased wages lead to declining revenues and/or other economic costs beyond the ability of the Fair and its partners to absorb, there may also

[7] https://alamedacountyfair.com/the-economic-impact-of-the-alameda-county-fairgrounds/

be longer-term fiscal consequences to the County in terms of providing economic support to the Fair.

Administrative and Implementation Costs

Three other counties in California have passed and enforce minimum wage ordinances: Los Angele County, San Mateo County, and the City and County of San Francisco. Each of these counties has a designated County agency responsible for monitoring enforcement of minimum wage requirements and for investigating complaints. The exact structure of these monitoring and enforcement agencies varies in each county, but in each case there is dedicated funding required to support the enforcement of the minimum wage requirements. In Los Angeles County, for example, the Office of Labor Equity was specifically created to handle wage enforcement efforts. The OLE was specifically created to handle wage enforcement efforts; as of the fiscal year 26-27 budget, OLE had an approximate budget of $5.76M, and 24 full-time equivalent (FTE) positions consisting of management (3 FTE), strategic audits and enforcement (8 FTE) and wage enforcement (13 FTE). San Mateo County's enforcement office was established more recently and currently consists of three dedicated full-time employees as well an assigned attorney from the County Attorney's office and an attorney from the County District Attorney's office.

Beyond the administrative and implementation costs that would be accrued to specific Alameda County Departments (for example, HRS and GSA) responsible for implementing provisions of the Measure, it is likely the County would need to create a dedicated office or department for monitoring and enforcement, likely with significant ongoing labor, materials and other operating costs that would represent a net cost to the County's general fund.

Fiscal Costs Associated with Legal Risk

Passage of the Ballot Measure could expose the County to legal risk. Any resulting legal risk could carry a fiscal impact through legal fees or settlement costs. While estimating the likelihood of litigation or its potential costs is outside the scope of this report, such costs can be substantial, often reaching into the millions.

Table 7: Summary of Estimated Annual Fiscal Costs to County

Fiscal Impact Category	Estimated Amount	Cost Description
Budgeted personnel expenditures	$28,144,613	Annual net increase in direct personnel expenditures associated with raising the hourly wages of all County employee positions earning below $30 per hour to $30 per hour.
Temporary Assignment Pool (TAP) expenditures	$2,709,869	Annual net increase in direct expenditures associated with increasing hourly wages of TAP positions earning below $30 per hour to $30 per hour.
Building operating expenses of county-leased facilities	$1,060,500 (30% increase) to $1,767,500 (50% increase)	Annual net increase in operating expenditures generated from a 30 to 50% increase in cleaning & janitorial, landscaping, and security labor costs.
Existing building service contracts	$1,005,500 (30% increase) to $1,675,900 (50% increase)	Annual net increase in total building service contract costs generated from a 30 to 50% increase in the cost of security, landscaping, hardscape, window washing, carpet cleaning, and other groundskeeping services
Total	**$32.9 to $34.3 Million**	

Sources: Alameda County; BAE, 2026.

ECONOMIC IMPACTS

This chapter provides context for assessing the potential economic effects of the proposed minimum wage ordinance by examining the characteristics of the unincorporated County's existing business community and workforce alongside findings from the existing research literature on minimum wage policies. The proposed Measure could generate a range of positive and negative effects for workers, employers, nonprofit agencies, consumers, and the broader local economy. Understanding these potential impacts requires consideration of both the existing economic conditions within the unincorporated county and the research literature examining the effects of minimum wage policies implemented in other jurisdictions.

The chapter begins with a high-level synthesis of the research literature on potential impacts from minimum wage policies, with particular attention to impacts at both the worker and firm levels.   It then presents estimates of the number of existing businesses and employees within each employer size category defined by the proposed ordinance. Finally, the chapter summarizes available wage data for the current workforce and estimates the share of workers whose current wages fall below the minimum wage levels proposed during the ordinance's phase-in period.

Understanding the current distribution of businesses and employees, as well as the share of workers whose wages fall below the proposed minimum wage levels, helps shed light on the potential scope of the policy and how the potential impacts may vary across industries, occupations, and employer sizes. Together, the information presented in this chapter provides a foundation for understanding the potential economic implications of the proposed minimum wage ordinance for both workers and employers in the unincorporated county.

Potential Economic Impacts Resulting from Minimum Wage Increases

The following sections provide a high-level overview of the academic and research literature on the potential economic impacts of minimum wage increases. The literature identifies a wide range of potential outcomes, including effects on worker earnings, employment, business costs, prices, business formation and closure, and other economic outcomes. This overview is intended to provide a high-level framework for understanding the range of outcomes that may be associated with the proposed Measure and does not include precise estimates of the economic or employment impacts of the ordinance. However, case studies of other county jurisdictions with minimum wage ordinances are included in Appendix B as benchmark examples to help contextualize the potential effects in unincorporated Alameda County.

Review of Empirical Research

Researchers employ a variety of empirical approaches to examine the effects of minimum wage changes on employment, wages, poverty, business performance, and broader economic outcomes. While early studies often emphasized potential negative employment effects, more recent research has produced positive or mixed findings, with many studies reporting modest or negligible impacts on overall employment while identifying significant wage gains and other positive impacts for low-income workers. At the same time, the magnitude and distribution of these effects appear to vary across settings, reflecting differences in the size of the wage increase, local economic conditions, labor market characteristics, industry composition, and the adjustment strategies available to employers.

Impacts on Businesses

A substantial body of research has examined how businesses respond to increases in the minimum wage. Economic theory suggests that higher wage floors will increase labor costs for employers that rely on low-wage labor, potentially affecting employment, investment decisions, prices, profits, and business viability. Empirical evidence, however, indicates that employer responses are often more varied and nuanced than predicted by traditional competitive labor market models.

Employment effects remain among the most studied and debated topics in the minimum wage literature. While some studies find reductions in employment, hours worked, or hiring among affected workers, particularly in industries with a high concentration of low-wage jobs, many recent studies have found small, statistically insignificant, or inconsistent effects on overall employment levels. As a result, the broader research literature does not provide a single consensus estimate, with findings varying across jurisdictions, industries, time periods, and study methodologies.

Research also suggests that some employers adjust to higher labor costs through changes in production processes, staffing practices, or investments in labor-saving technologies. In some cases, minimum wage increases may strengthen incentives to adopt automation or other forms of capital investment, particularly where technological substitutes are available. However, evidence on the extent of automation-related responses is mixed, and the feasibility of these adjustments depends on factors such as industry characteristics, technological availability, capital costs, and business size.

Another commonly identified adjustment mechanism is the absorption of higher labor costs through reduced profits. Several studies find that businesses may offset at least a portion of increased wage expenses through lower profit margins, particularly in sectors where opportunities to increase prices or reduce labor inputs are limited. The magnitude of these effects varies across firms, with impacts generally larger for businesses that employ a greater share of minimum wage workers or have relatively thin operating margins.

Research also finds evidence that businesses may pass through some of their increased labor costs to consumers in the form of higher prices. Price effects have been most frequently observed in industries with a high concentration of low-wage employment, such as restaurants and hospitality. However, estimates of price pass-through vary considerably across studies and contexts, reflecting differences in market competition, consumer demand, and the scale of the wage increase.

In addition to employment, prices, and profits, some researchers have examined the effects of minimum wage policies on business formation, business closures, and firm relocation. The evidence in these areas is mixed. While some studies find modest increases in business exits among firms most affected by minimum wage increases, others find little measurable effect on overall business survival or establishment growth. Similarly, concerns that businesses will relocate to lower-wage jurisdictions appear to be most relevant for firms with geographically flexible operations, while businesses that primarily serve local markets generally face greater constraints on relocation.

Overall, the academic literature suggests that businesses employ a combination of adjustment strategies in response to minimum wage increases. Rather than relying on a single mechanism, firms may simultaneously make modest changes to employment, productivity, prices, profits, investment decisions, or business operations. The relative importance of these responses depends on industry conditions, market structure, labor intensity, and the size of the wage increase.

Impacts on Workers and Households

The academic literature generally finds that minimum wage increases raise earnings for workers whose wages are directly affected by the policy. Research has also identified spillover effects, whereby some workers earning slightly above the new minimum wage receive wage increases as employers adjust pay structures within the firm. As a result, minimum wage policies typically increase earnings among low-wage workers, although the magnitude of gains may be partially offset when employment or hours worked are reduced.

Beyond wages, researchers have examined potential effects on employee benefits, job quality, and workforce stability. Some studies find evidence that employers offset a portion of higher wage costs through reductions in non-wage compensation, scheduling flexibility, or other benefits, while others find little evidence of substantial offsets. The literature also suggests that higher minimum wages may reduce employee turnover and improve retention, which can lower recruiting and training costs for employers and provide greater employment stability for workers.

At the household level, increased earnings may contribute to higher household income, improved financial security, and greater consumer spending. However, household impacts vary depending on workers' employment outcomes, family circumstances, and the extent to which higher labor costs are passed through to consumers via increased prices. Research on poverty reduction finds mixed but generally positive effects, with outcomes depending on the demographic characteristics of affected workers and the broader economic environment.

Potential Impacts on the Local Economy

Researchers have also examined the broader economic effects of minimum wage increases at the local and regional level. Higher wages for low-income workers may increase household spending, particularly among individuals with a high propensity to consume, potentially generating additional demand for local goods and services. This increased spending can create positive economic effects that partially offset higher labor costs faced by businesses.

At the same time, local economic outcomes depend on how businesses and consumers respond to the policy. To the extent that businesses raise prices, reduce employment, or alter investment decisions, these adjustments may influence local economic activity. Researchers have also considered whether differences in wage regulations across jurisdictions could affect business location decisions. While relocation concerns are often raised in policy discussions, the literature suggests that mobility is highly industry-specific, with locally oriented businesses generally less able to relocate than firms serving broader regional or national markets.

Overall, the academic literature indicates that the local economic effects of minimum wage policies are shaped by the interaction of worker income gains, employer adjustment strategies, consumer responses, and local market conditions. As a result, impacts may differ substantially across communities and economic sectors.

Estimated Existing Businesses and Employees by Proposed Employer Size Category

The key economic nodes and commercial corridors in the unincorporated county include Ashland, Castro Valley, Cherryland, Hayward Acres, San Lorenzo, Sunol and the Livermore Valley wine area. These areas are home to a diverse mix of businesses with varying operating models, workforce requirements, and revenue structures. The extent of any impacts from the ordinance will vary from one business to another, depending on factors such the share of labor costs in overall operating expenses, existing employee wage levels, profit margins, pricing flexibility, and the ability to adjust staffing levels, employee hours, or other business practices in direct response to the ordinance.

While it is not possible to generalize the likely potential impacts across all existing business establishments in the unincorporated county, BAE has estimated the current number of businesses and employees in unincorporated Alameda County by employer size category based on the definitions in the proposed ordinance to provide a baseline understanding of the local economic landscape and the distribution of employers that may be directly affected by the ordinance's phased implementation schedule. To produce these estimates, BAE relied on Esri Business Analyst data to first estimate the number of existing business establishments and employees by industry sector within the unincorporated county boundary. U.S. Census Bureau Statistics of U.S. Businesses (SUSB) data were then used to estimate the distribution of businesses and employment by employer size.

Existing Businesses and Employees by Industry

Table 8 shown below provides a summary of the existing employment and employers by industry sector based on Esri estimates. As shown, there are approximately 26,400 employees and approximately 3,100 business establishments excluding public administration and unclassified establishments in the unincorporated county. More than one-half of the total employment in the unincorporated county is concentrated in three industry sectors: Education and Health Services, Professional and Business Services, and Leisure and Hospitality. There are also approximately 2,160 public administration employees currently working in unincorporated areas of the county.

Table 8: Estimated Employees and Businesses by Industry, Unincorporated Alameda County, 2026

	Employees		Businesses	
Industry Sector	**Number**	**Percent**	**Number**	**Percent**
Natural Resources & Mining	129	0.5%	31	1.0%
Construction	1,584	5.6%	309	9.7%
Manufacturing	1,314	4.6%	102	3.2%
Wholesale Trade	687	2.4%	85	2.7%
Retail	2,530	8.9%	368	11.6%
Transportation, Warehousing & Utilities	552	1.9%	77	2.4%
Information	259	0.9%	52	1.6%
Financial Activities	1,570	5.5%	359	11.3%
Professional and Business Services	3,630	12.7%	391	12.3%
Education and Health Services	8,276	29.0%	464	14.6%
Leisure and Hospitality	3,452	12.1%	338	10.6%
Other Services (excl. Public Admin.)	2,381	8.3%	555	17.4%
Total Excluding Public Admin.	**26,364**	**92.4%**	**3,131**	**98.4%**
Public Administration	2,159	7.6%	51	1.6%
Total (a)	**28,523**	**100.0%**	**3,182**	**100.0%**

Note:
(a) Totals exclude unclassified establishments.
Sources: Esri Business Analyst; BAE, 2026.

Estimated Number of Businesses and Employees by Proposed Employer Size Category

To estimate the number of business establishments and employees by employer size, BAE utilized 2022 Statistics of U.S. Businesses (SUSB) data for the state of California. This source provides information on the distribution of business establishments and employment by enterprise (or company) employment size and is summarized in Table 9.[8] BAE applied the shares of businesses and employees by enterprise size shown in Table 9 to the Esri estimates for the unincorporated county to estimate the current number of businesses and employees within each employer size category. Because the SUSB dataset excludes public administration, public administration employment and establishments were removed from the Esri totals for the purposes of estimating the employer size distributions.

Table 9: Summary of California Establishments and Employment by Enterprise Employment Size, 2022

	Establishments (a)		**Employment**	
Enterprise Employment Size (b)	**Number**	**% of Total**	**Number**	**% of Total**
Less than 25 employees	781,597	76.4%	3,194,270	19.9%
25-99 employees	67,588	6.6%	2,223,494	13.9%
100+ employees	173,996	17.0%	10,614,676	66.2%
Total	**1,023,181**	**100.0%**	**16,032,440**	**100.0%**

Notes:
(a) An establishment is defined as a single physical business location and is not identical with an enterprise (or a "company"). A company or enterprise may have establishments at multiple locations.
(b) An enterprise consists of one or more establishments under common ownership or control. Enterprise employment size designations are determined by summing the employment at all associated establishments.

Sources: US Census Bureau 2022 Statistics of U.S. Businesses (SUSB) Annual Data Tables; BAE, 2026.

Table 10 presents the resulting estimates. Applying the statewide distributions suggests that approximately 2,392 businesses, or 76.4 percent of all establishments, are associated with enterprises employing fewer than 25 workers across all locations. At the other end of the spectrum, approximately 532 businesses, or 17.0 percent of establishments, are associated with enterprises employing 100 or more workers. Some enterprises in this category have annual gross revenue below $1 billion and would be classified as medium-sized employers under the proposed ordinance.

[8] A business establishment is defined as a single physical business location and is not equivalent to an enterprise (or company). An enterprise, or company, consists of one or more business establishments under common ownership or control.

Table 10: Estimated Businesses and Employees by Enterprise Size, Unincorporated Alameda County, 2026

Enterprise Employment Size (b)	Estimated Number of Businesses	Percent of Total (a)	Estimated Number of Employees	Percent of Total (a)
Less than 25 employees	2,392	76.4%	5,253	19.9%
25-99 employees	207	6.6%	3,656	13.9%
100+ employees	532	17.0%	17,455	66.2%
Total (c)	**3,131**	**100.0%**	**26,364**	**100.0%**

Notes:
(a). The distributions for the state of California shown in Table 9 were applied to the estimated total number of businesses and employees in the unincorporated area based on 2026 Esri data shown in Table 8 in order to estimate the number of businesses and employees by enterprise size currently in unincorporated Alameda County.
(b) An enterprise consists of one or more establishments under common ownership or control. A company or enterprise may have establishments at multiple locations. The enterprise employment size categories are based on the combined employment across all establishments associated with the company.
(c) See Table 9. Totals exclude public administration and unclassified business establishments.

Sources: US Census Bureau, 2022 Statistics of U.S. Businesses (SUSB) Annual Data Tables; Esri Business Analyst, 2026; BAE, 2026.

To estimate the share of businesses that would qualify as large employers under the proposed ordinance, BAE utilized the more detailed national-level SUSB data. Based on the national-level SUSB data, approximately 11.5 percent of businesses and 37.5 percent of employees are associated with enterprises generating more than $1 billion in annual gross revenue. These estimates were used to allocate businesses and employees into the ordinance's proposed medium and large employer categories. Table 11 summarizes the resulting estimated number of businesses and employees in each employer size category as defined by the ordinance.

Table 11: Estimated Businesses and Employees by Proposed Ordinance Employer Size Category

Ordinance Employer Size	Estimated Number of Businesses	Percent of Total	Estimated Number of Employees	Percent of Total
Small Employer (a)	2,392	76.4%	5,253	19.9%
Medium Employer (b)	378	12.1%	11,225	42.6%
Large Employer (c)	361	11.5%	9,886	37.5%
	3,131	**100.0%**	**26,364**	**100.0%**

Notes:
(a) A small employer is defined as any employer that employs 25 or fewer employees. The corresponding business and employment shares were estimated using California statewide 2022 SUSB data.
(b) Medium employers are defined as any employer that employs more than 25 employees but fewer than 100 employees, regardless of annual gross revenue; or an employer that employs 100 or more employees but does not have annual gross revenue exceeding $1 billion. BAE used state-level and national-level SUSB data to estimate the shares of businesses and employees who would fall in the medium employer category. BAE has assumed that all of the businesses with more than $1 billion in annual revenues also have more than 100 employees across all locations.
(c) Large employers employ 100 or more employees and have annual gross revenue exceeding $1 billion. The shares of total businesses and total employees who would fall in the large employer category were estimated based on national-level SUSB data. BAE has assumed that all enterprises with more than $1 billion in annual revenues also have more than 100 employees across all company locations.

Sources: US Census Bureau, 2022 Statistics of U.S. Businesses (SUSB) Annual Data Tables; Esri Business Analyst, 2026; BAE, 2026.

Estimated Share of Existing Unincorporated Area Workers Potentially Affected by the Ordinance

BAE obtained local wage and employment data from Lightcast, a labor market analytics company, to provide additional context regarding the potential impacts of the proposed ordinance on existing workers employed in the county's unincorporated communities.

Table 12 summarizes the available wage data by occupation for existing workers in the seven Lightcast ZIP code areas that encompass the county's unincorporated communities. It is important to note that the ZIP code geographies do not align with county jurisdictional boundaries and the summary data captures some workers that are currently employed within incorporated cities in the county. Consequently, the estimates should be interpreted as approximations of conditions in the unincorporated county, rather than precise estimates of the workers employed exclusively within the unincorporated county. As shown in the table, the median hourly wage for workers in the county's unincorporated communities is $28.31, while the average hourly wage is $39.34.

Table 12: Summary of Current Unincorporated Area Worker Wages by Occupation (a)

SOC	Occupation Description	% of Total 2026 Jobs (a)	Average Hourly Earnings	Hourly Earnings by Percentile: 25th Percentile	50th Percentile (Median)	75th Percentile
31-0000	Healthcare Support	11.9%	$21.12	$17.13	$17.64	$22.72
35-0000	Food Preparation and Serving Related	9.4%	$21.19	$17.31	$19.74	$22.09
43-0000	Office and Administrative Support	9.2%	$30.59	$22.57	$28.32	$36.28
29-0000	Healthcare Practitioners and Technical	8.2%	$70.94	$45.16	$64.35	$93.18
41-0000	Sales and Related	7.6%	$27.36	$18.10	$20.45	$27.81
25-0000	Educational Instruction and Library	7.2%	$40.29	$24.45	$33.72	$50.96
11-0000	Management	7.0%	$79.01	$46.09	$72.13	$100.24
53-0000	Transportation and Material Moving	5.8%	$27.64	$19.57	$22.54	$29.33
13-0000	Business and Financial Operations	5.3%	$53.51	$35.62	$48.30	$65.42
47-0000	Construction and Extraction	4.6%	$43.26	$30.45	$38.80	$53.73
39-0000	Personal Care and Service	3.8%	$22.20	$17.45	$19.56	$23.48
37-0000	Building and Grounds Cleaning and Maintenance	3.0%	$23.70	$18.34	$21.48	$27.09
49-0000	Installation, Maintenance, and Repair	2.9%	$37.21	$25.55	$33.99	$44.86
21-0000	Community and Social Service	2.9%	$38.97	$26.57	$33.72	$48.41
51-0000	Production	2.8%	$27.64	$19.93	$23.30	$30.85
33-0000	Protective Service	2.4%	$46.08	$22.05	$47.27	$62.84
15-0000	Computer and Mathematical	1.8%	$68.93	$47.44	$68.31	$85.70
27-0000	Arts, Design, Entertainment, Sports, and Media	1.2%	$46.19	$26.12	$37.66	$55.19
17-0000	Architecture and Engineering	1.1%	$61.29	$44.78	$57.86	$75.48
19-0000	Life, Physical, and Social Science	1.0%	$56.08	$38.92	$53.58	$71.10
23-0000	Legal	0.6%	$85.58	$44.46	$70.76	$118.17
45-0000	Farming, Fishing, and Forestry	0.2%	$20.38	$16.70	$18.38	$22.62
55-0000	Military-only	0.1%	$29.26	$16.80	$22.27	$38.98
	All Occupations	**100.0%**	**$39.34**	**$20.08**	**$28.31**	**$47.94**

Note:
(a) Current worker wage data based on Lightcast data for seven zip code areas encompassing the county's unincorporated communities. The zip code areas do not align perfectly with county jurisdictional boundaries. As a result, the data capture workers in some incorporated cities.

Sources: Lightcast; BAE, 2026.

To provide context on the potential impacts on workers during the phase-in period, Table 13 provides information on the share of current workers whose wages fall below the proposed minimum wage thresholds in 2027 and 2030. Because the ordinance establishes different minimum wage requirements based on employer size, the table shows estimates for the wage levels applicable to each employer size category. However, it is important to note that the available local wage data are not segmented by employer size. As a result, the percentages in the table reflect the share of all workers in the seven ZIP code areas whose current wages fall below the specified wage level, regardless of the size of their employer. Put differently, the estimates represent the share of current workers who would be directly affected if the specified minimum wage were in effect today, irrespective of employer size.

Table 13: Workers Potentially Affected During Phase-In Period

Proposed 2027 Minimum Wages ($/hr)		**% of Workers Currently Earning Below Proposed Minimum Wage** (a)
Small Employers	$18.21	15%
Medium Employers	$18.38	16%
Large Employers	$19.90	24%
Proposed 2030 Minimum Wages ($/hr)		
Small Employers	$21.08	29%
Medium Employers	$21.89	33%
Large Employers	$30.00	53%

Note:
(a) Estimates reflect the share of all area workers currently earning below the specified wage, regardless of employer size.
Sources: Lightcast; BAE, 2026.

Business Attraction and Retention

Economic development in the unincorporated county is a major policy priority for the County's Community Development Agency (CDA), as reflected in the Economic Development Strategic Plan (EDSP) and related policy initiatives. CDA's Economic & Civic Development Department supports economic development and public/private investment across Alameda County's unincorporated communities, including Ashland, Castro Valley, Cherryland, Hayward Acres, San Lorenzo, Fairview, Sunol, and Unincorporated East County.

As discussed in the preceding section, the extent of the Measure's effects on local businesses are difficult to predict with precision. The impacts are likely to vary by industry sector, firm size, business model, labor intensity, and the extent to which businesses can adjust prices, staffing, hours, operations, or locational decisions. For these reasons, the Measure's effect on the competitiveness of unincorporated areas relative to neighboring cities cannot be assessed with certainty.

At the same time, the Measure may create stronger relocation incentives for firms with geographically flexible operations, particularly those with a large share of low-wage labor costs and the ability to serve customers from nearby jurisdictions. Businesses that primarily serve local markets, by contrast, may have fewer practical relocation options and may be more likely to respond through pricing, staffing, productivity, or operational adjustments.

Risks of Firms Relocating to Jurisdictions with Lower Minimum Wages

As shown in Table 14 below, the Measure would, with some exceptions by year and employee type, make the unincorporated county the area with the highest minimum wage requirements in Alameda County through 2037, unless new requirements are adopted at the State level or in neighboring jurisdictions. These projected wage differentials will increase the relative cost of doing business in the unincorporated county and create relocation pressures for firms whose business models, customer base, and workforce structures allow them to move operations more easily.

To the extent permitted by law, the Measure may ultimately create incentives for employers to reallocate work that is currently performed by employees who work wholly or partially within the unincorporated County to employees located in jurisdictions with lower minimum wage requirements. To the extent such adjustments occur, they could reduce the amount of work performed by employees covered by the Measure, particularly in occupations and industries where work can be performed across multiple locations or jurisdictions. Additional analysis would be needed to assess the potential scale of these workforce adjustments, including the number of existing workers who may be affected and the extent to which such changes could influence the availability of employment opportunities within the County's unincorporated areas.

Other jurisdictions that have adopted local minimum wage ordinances, including Los Angeles County, have explicitly considered these potential cross-border effects when designing and phasing their policies. Those examples suggest that differences in wage requirements across neighboring jurisdictions can become an important consideration for policy design, particularly where businesses can shift activity across local boundaries.

Table 14: Effective Minimum Wages in Alameda County Jurisdictions, 2026-2037

	Minimum Wage ($/hour)											
Jurisdiction	**2026**	**2027**	**2028**	**2029**	**2030**	**2031**	**2032**	**2033**	**2034**	**2035**	**2036**	**2037**
Proposed Alameda County Measure:												
Large Employers		$19.90	$23.30	$26.70	$30.00	$30.98	$31.98	$33.02	$34.09	$35.20	$36.35	$37.53
Medium Employers		$18.38	$19.48	$20.65	$21.89	$23.20	$24.60	$26.07	$27.64	$30.00	$30.98	$31.98
Small Employers		$18.21	$19.12	$20.07	$21.08	$22.13	$23.24	$24.40	$25.62	$26.90	$28.25	$30.00
City of Alameda	$17.76	$18.34	$18.93	$19.55	$20.18	$20.84	$21.52	$22.22	$22.94	$23.68	$24.45	$25.25
City of Berkeley	$19.61	$20.25	$20.91	$21.58	$22.29	$23.01	$23.76	$24.53	$25.33	$26.15	$27.00	$27.88
City of Emeryville	$20.54	$21.21	$21.90	$22.61	$23.34	$24.10	$24.89	$25.69	$26.53	$27.39	$28.28	$29.20
City of Fremont	$18.05	$18.64	$19.24	$19.87	$20.51	$21.18	$21.87	$22.58	$23.31	$24.07	$24.85	$25.66
City of Hayward – Large Businesses (b)	$17.79	$18.37	$18.97	$19.58	$20.22	$20.87	$21.55	$22.25	$22.98	$23.72	$24.49	$25.29
City of Hayward – Small Businesses	$16.90	$17.40	$17.94	$18.51	$19.09	$19.68	$20.30	$20.93	$21.59	$22.27	$22.96	$23.68
City of Oakland – hotel workers w/o healthcare benefits	$25.14	$25.96	$26.80	$27.67	$28.57	$29.50	$30.46	$31.45	$32.47	$33.53	$34.62	$35.74
City of Oakland - hotel workers w/ healthcare benefits	$18.85	$19.46	$20.10	$20.75	$21.42	$22.12	$22.84	$23.58	$24.35	$25.14	$25.95	$26.80
City of Oakland – all other workers	$17.34	$17.90	$18.49	$19.09	$19.71	$20.35	$21.01	$21.69	$22.40	$23.12	$23.88	$24.65
State of CA – all workers	$16.90	$17.40	$17.94	$18.51	$19.09	$19.68	$20.30	$20.93	$21.59	$22.27	$22.96	$23.68
State of CA – fast food workers	$20.00	*Minimum wage adjustments are contingent on council vote*										
State of CA – hospitals w/ >10,000 FTEs & dialysis clinics	$25.00	$25.00	$25.78	$26.59	$27.42	$28.28	$29.17	$30.08	$31.02	$31.99	$32.99	$34.02
State of CA – safety net hospitals	$19.28	$19.95	$20.65	$21.37	$22.12	$22.89	$25.00	$25.00	$25.00	$25.78	$26.59	$27.42
State of CA – covered health care facilities	$23.00	$23.00	$25.00	$25.00	$25.78	$26.59	$27.42	$28.28	$29.17	$30.08	$31.02	$31.99

Notes:
(a) Minimum wage rates highlighted in grey are based on current implementation schedules as of August 2026. The minimum wage rates in all other future years were estimated based on the 10-year (2016-2025) annual average applicable CPI.
(b) Large businesses are defined as 26 or more employees.

Sources: California Department of Industrial Relations; UC Berkeley Labor Center; California Legislature; Cities of Alameda, Berkeley, Emeryville, Fremont, Hayward, and Oakland; Alameda County; BAE, 2026.

Other Implementation and Compliance Costs to Employers

In addition to direct wage increases, businesses and nonprofits would face implementation and compliance costs associated with the Measure. Employers would need to understand the ordinance's requirements, update payroll and recordkeeping systems, train staff responsible for compliance, and monitor ongoing obligations.

Key compliance considerations include but are not limited to the following:

- Restrictions on reducing the compensation of higher-paid employees to fund required minimum wage increases.
- Anti-retaliation provisions, including the 120-day prohibition on discharging an employee who alleges a violation.

OTHER IMPACTS & CONSIDERATIONS

Impacts Non-profits and Community-Based Organizations

The unincorporated county is home to a wide array of nonprofit and community-based organizations that would be affected by the Measure. Nonprofit tenants of County-owned properties would also be affected by the Measure. Data was not available for this study to define the number, type, size, and budgets of nonprofit organizations that would potentially be impacted by the Measure, but across all types of employers the Measure would raise labor costs, and thus overall operating costs. This would result in the need for organizations to either generate increased revenues, raise additional grant funding, and/or reduce costs by cutting programs and services. At the same time, to the extent that many nonprofits provide services and programs related to alleviating poverty and income inequality, the Measure may result in lower service demands from lower-wage workers benefiting from increased income.

Academic research related to this topic suggests that large statutory minimum wage increases reduce employment in the nonprofit sector, while smaller increases do not produce strong evidence of employment effects. Studies also find evidence that large increases may reduce the number of nonprofit establishments, fundraising expenditures, and revenues from contributions.

Implications for Family Childcare Providers and Measure C

For family childcare providers "regardless of size, the Ballot Measure sets a schedule starting with a minimum wage of $18.21, effective July 1, 2027, and increasing annually until it reaches $30.00 per hour, on July 1, 2037." The Measure identifies subsidy payments from the State of California and funds from voter-approved Alameda County Measure C (2020) as intended revenue sources for this compensation. There is not yet legal guidance on how a separate voter-approved measure may direct or prescribe the use of Measure C revenues, which has specific requirements and an approved 5-Year Plan. These questions would require further legal analysis and may require a court opinion.

Measure C, the Children's Health and Childcare Initiative, is a 20-year Alameda County ordinance funded by a 0.5 percent sales tax approved by voters in March 2020. Eighty percent of revenues are dedicated to childcare, preschool, and early education, with First 5 Alameda County administering early care and education funding through 5-Year Program Plans and Budgets approved by the First 5 Commission and the Board of Supervisors.
The current 5-Year Plan directs approximately $930 million in early care and education funding from FY 2025-26 through FY 2029-30. Investments focus on expanding childcare access, supporting early educators, improving child-serving spaces, strengthening accountability, and improving administration and system capacity.

Broader Early Care Sector Impacts

The proposed minimum wage requirements would apply to covered employees at childcare centers in the unincorporated areas, in addition to the Measure's specific provisions related to family childcare providers. Many providers do not currently receive state or federal childcare subsidy funding and may not be eligible for Measure C wage funding. Providers required to raise wages without additional funding may need to increase tuition or rates, reduce staffing or enrollment, or end operations. The Measure could also make it more costly to operate a childcare business in the unincorporated area than in neighboring jurisdictions, potentially contributing to provider relocation, discouraging new providers from locating in the unincorporated area, and reducing local childcare supply in the unincorporated areas of the County.

Implications for Wage Investments

Improving early educator compensation is one component of the broader Measure C strategy. The Plan establishes a $25/hour wage floor beginning in Year 2 for participating early educator employees, including family childcare assistants and center lead, assistant, and associate teachers. It also provides funding for eligible family childcare owners designed to provide compensation comparable to $27/hour. The proposed minimum wage schedule varies by employer size and would exceed the current $25 Measure C wage floor beginning in 2029 for large employers, 2033 for medium employers, and 2034 for small employers. The timing and potential wage impact will therefore vary across childcare providers. In summary:

- Measure C wage investments apply only to eligible participating providers, not all childcare sites in Alameda County.
- Eligibility generally depends on subsidy participation thresholds or participation in Measure C Subsidized Childcare Slots.
- Eligibility does not mean that a provider will apply for, participate in, or ultimately receive Measure C funding.
- Participating providers must meet the Measure C wage floor and related program requirements.

Potential Measure C Implications

Measure C is a finite funding source governed by its own voter-approved requirements and an approved 5-Year Plan that balances investments across childcare access, workforce compensation, facilities, emergency supports, and other early care and education system needs. First 5 estimates that more than $1 billion in new annual spending would be needed to address the scale of need across Alameda County's early care and education system, including more than $600 million for childcare access, more than $400 million to bring early educator compensation to parity with kindergarten teachers, and significant additional investments in workforce development and facilities. Measure C is expected to generate approximately $150 million in annual revenue, requiring tradeoffs across these competing needs and priorities. Measure C should, therefore, not be assumed to provide funding sufficient to offset the costs of the proposed Measure.

Estimated Cost Exposure

To inform analysis of the proposed ballot measure, First 5 developed a preliminary estimate of the additional direct compensation cost to increase current estimated compensation to $30/hour at licensed childcare sites serving children ages 0–5 in the unincorporated areas (Table 15). Based on current wage and staffing assumptions, First 5 estimates an annual increase in direct compensation costs of approximately $7.8 million. This estimate is intended to illustrate the potential cost impact across licensed childcare sites in the unincorporated areas and is independent of Measure C eligibility requirements or the funding structure established under the 5-Year Plan. It should not be interpreted as an estimate of costs that would be funded by Measure C.

Table 15: Estimated Annual Cost to Increase Compensation to $30/Hour at Licensed Childcare Sites in Unincorporated Alameda County Serving Children Ages 0 – 5

	Workforce Registry Mean Hourly Wage Estimates	Hourly Increase Needed to Reach $30/hour	Average Annual Increase in Direct Wage	Estimated Teaching Staff at 0-5 Licensed Sites	Estimated Annual Cost for Teaching Staff at 0-5 Sites in the Unincorporated Areas of the County
Lead Teacher - Center	$26.78	$3.22	$6,691	95	**$635,643**
Assistant Teacher - Center	$21.48	$8.52	$17,720	135	**$2,392,157**
Assistant Teacher - FCC	$19.02	$10.98	$22,841	83	**$1,895,815**
FCC Owner	$19.82	$10.18	$21,165	138	**$2,920,747**
Total				**451**	**$7,844,363**

Notes:

(a) Estimates are limited to licensed childcare centers and Family Childcare (FCC) providers serving children ages 0–5 with known geography. FCCs with insufficient address information to determine whether they are located in an incorporated or unincorporated area are excluded.

(b) Mean hourly wage estimates are based on First 5 analysis conducted in early 2026 of self-reported hourly wage data from the California Early Care & Education Workforce Registry. Countywide mean wages are applied to the estimated workforce at licensed sites in the unincorporated areas.

(c) The estimate is based on current wage levels. The analysis estimates the additional annual wage cost required to increase modeled teaching staff and FCC owner compensation from current estimated wage levels to $30/hour. It does not project changes in wages that may occur prior to implementation of the proposed $30/hour requirement.

(d) Estimates include lead and assistant teaching staff and FCC owners/assistants and do not include estimates for directors, administrative staff, or other non-teaching staff at childcare sites. Teaching staff estimates are based on First 5 childcare site data and licensing ratios.

(e) Annual wage increases assume full-year compensation. Estimated annual costs reflect the difference between current estimated hourly wages and $30/hour, annualized at 2,080 hours per year for each modeled position.

(d) The estimate reflects direct compensation costs only. The estimate does not include associated increases in employer payroll taxes, benefits, wage compaction, or other operating costs that may result from higher wages.

(f) The estimate does not represent the full universe of childcare staff potentially subject to the proposed Measure. Licensed programs serving school-age children and teachers and other staff at those sites are not included in the estimates. The analysis also does not capture other childcare settings that may be subject to the proposed measure.

The proposed minimum wage requirements may also affect childcare sites outside the unincorporated areas that are located on County-owned or controlled property; those sites are not included in this estimate.

Sources: First 5; BAE, 2026.

Key Considerations Related to Measure C

These estimates illustrate that the proposed Measure could create significant new costs for the early care and education sector. Measure C may help offset costs for some eligible participating providers through investments already established under the 5-Year Plan, but it should not be assumed to provide funding sufficient to cover the costs associated with the proposed Measure. Measure C revenues are subject to the requirements and authorities established by the voter-initiated Measure C Ordinance and the approved 5-Year Plan. Pressure to expand Measure C wage supports to additional provider employees could reduce the funding available to address other Measure C priorities.

Unions & Collective Bargaining Agreements

The Measure may affect both public-sector and private-sector employees represented by labor unions, as well as employers and workers whose labor relationships are governed by collective bargaining agreements (CBAs). The potential impacts fall into several related categories, as follows:

- **Crowding-out effects.** Minimum wage increases can "crowd out" collective bargaining when statutory wage floors substitute for negotiated wage gains. This may reduce incentives for some workers to unionize or shift the issues unions prioritize in bargaining. The Measure could also require employers and employee unions in the unincorporated county to renegotiate existing CBAs.
- **Substitution of union bargaining power.** Higher statutory wage minimums may make union-negotiated base wage floors less distinct for lower-wage workers, potentially reducing the direct economic value of union membership.
- **"Free-riding" incentives.** Low-wage workers may be less willing to pay union dues if government-mandated wage floors provide comparable baseline pay increases without the cost of union membership.
- **Compression of bargaining scope.** As legal minimum wages rise closer to negotiated rates, bargaining may shift away from base pay and toward secondary benefits, bonuses, and non-wage working conditions.

Application to the Unincorporated County. The extent to which these effects would occur in the unincorporated county is uncertain. Existing empirical research from the United States and abroad suggests that collective bargaining structures and coverage rates often remain largely stable following incremental minimum wage increases. Rather than displacing existing agreements, minimum wage increases frequently raise negotiated base pay floors at the same time, narrowing the gap between statutory requirements and collectively bargained wages.

Key stakeholder outreach conducted for this study also suggests that impacts may be limited in the unincorporated county in that Unions generally advocate for higher minimum wages and then seek to maintain wage differentials by negotiating increases for classifications above the minimum, along with improvements to benefits and other working conditions. This suggests that the Balot Measure would primarily have bargaining impacts related to increased wage compression and pressure for broader wage adjustments.

Moreover, the Ballot Measure provides the following waiver related to collective bargaining agreements:

> *Any waiver by an individual employee of any of the provisions of this Chapter shall be deemed contrary to public policy and shall be void and unenforceable, except that employees shall not be barred from entering into a written valid collective bargaining agreement waiving a provision of this Chapter if such waiver is set forth in clear and unambiguous terms. Any request to an individual employee by an employer to waive his or her rights under this Chanter shall constitute a violation of this Chapter.*

SOCIOECONOMIC AND RACIAL EQUITY

Issues of socioeconomic and racial equity are central to the proposed ballot measure insofar as people of color makeup a larger share of low-wage workers and would potentially stand to benefit from a policy that increases the minimum wage level for all workers. As directed by the Board of Supervisors, this Chapter presents considerations related to socioeconomic and racial equity and the Ballot Measure. Topics include:

- Distribution of benefits and burdens across demographic groups
- Impacts on low-income residents and historically underserved communities
- Potential negative impacts of business closures on food/pharmacy access and jobs in unincorporated communities

The sections below examine socioeconomic disparities and access to opportunity in unincorporated Alameda County. The analysis evaluates differences in the concentration of poverty and affluence, access to economic and overall opportunity, workers' ability to earn enough to meet basic needs, and access to large food retailers. Together, these indicators provide a broader picture of the geographic and demographic disparities in economic conditions and access to resources across unincorporated Alameda County.

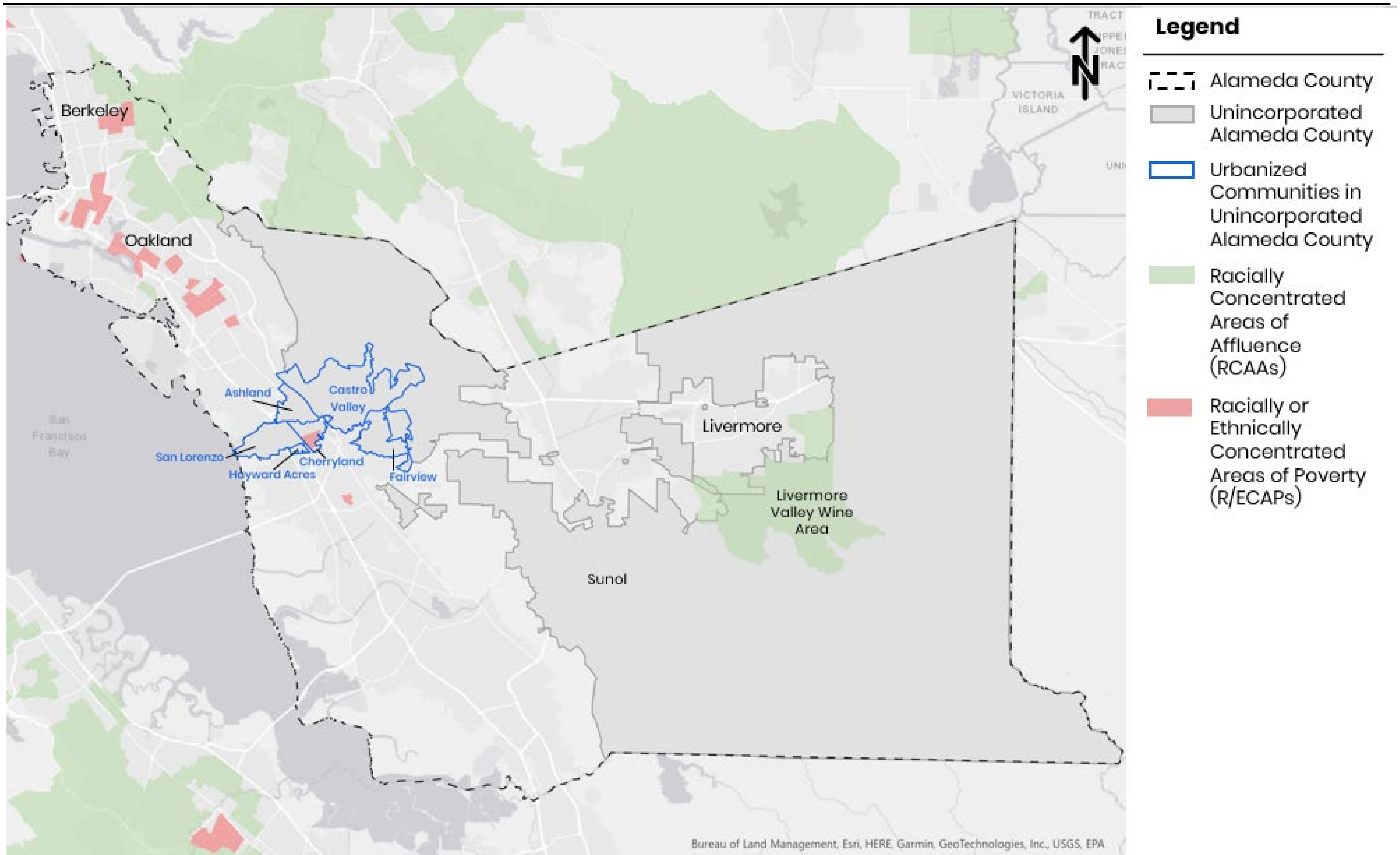
Concentrated Areas of Poverty and Affluence

Figure 2 shows racially or ethnically concentrated areas of poverty and affluence in Alameda County, utilizing data from the California Department of Housing & Community Development (HCD) Affirmatively Furthering Fair Housing (AFFH) program. Racially or ethnically concentrated areas of poverty (R/ECAPs), as defined by the U.S. Department of Housing and Urban Development (HUD), have a non-white population of 50 percent or more and 40 percent or more of individuals living at or below the poverty line. Racially concentrated areas of affluence (RCAAs) represent a high concentration of white population and high median household income compared to the region.[9] Researchers developed R/ECAP and RCAA data to tell the story of segregation in the United States, illustrate the relationship between race, poverty, and affluence, and help inform public policies and practices.

Most of the R/ECAPs in Alameda County are concentrated in northwestern Alameda County, primarily within the city limits of Oakland. There are also RCAAs in northern Oakland and the City of Berkeley. Within unincorporated Alameda County, there is an R/ECAP in the community of Cherryland, as well as an RCAA in the area south of the City of Livermore.

[9] Additional information on RCAAs and R/ECAPs is available at the respective URLs: https://gis.hcd.ca.gov/portal/home/item.html?id=15da571536064ddaa1f9be78a842e580 and https://gis.hcd.ca.gov/portal/home/item.html?id=de1c14662a0444f6ab73ff9d85130e70

Figure 2: Racially Concentrated Areas of Poverty and Affluence



Sources: Alameda County; California Department of Housing and Community Development; California Department of Technology; BAE, 2026.

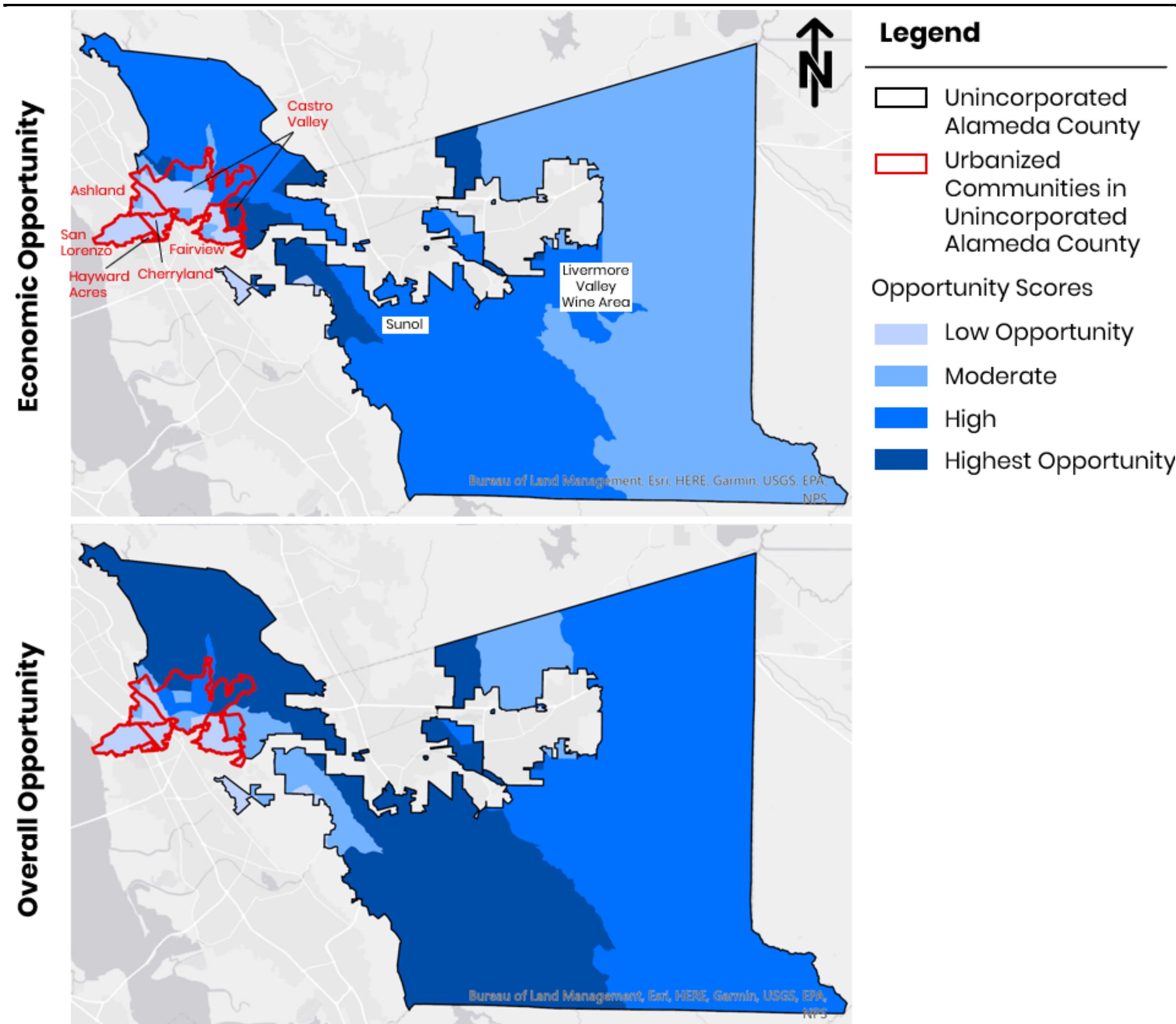
Economic and Overall Opportunity

To further describe disparities in socioeconomic conditions across unincorporated Alameda County, Figure 3 shows economic and overall opportunity data from the HCD AFFH program and CalEnviroScreen. Economic opportunity scores are a composite of several economic indicators at the census tract level, including poverty rate, adult education rate, employment rate, and home value, and reflect the level of economic opportunity available to census tract residents relative to the rest of the Bay Area region.[10] Overall opportunity scores measure opportunity and access more broadly by incorporating economic, educational, and health outcome data for low-income families in each census tract relative to outcomes across the Bay Area region.[11]

Figure 3 illustrates disparities in access to opportunity across census tracts in unincorporated Alameda County. Census tracts with low economic and overall opportunity are concentrated in western Alameda County, particularly in the communities of San Lorenzo, Hayward Acres, Cherryland, Ashland, and Fairview, as well as in parts of Castro Valley. In contrast, neighborhoods with high and very high access to opportunity are concentrated north of Castro Valley, as well as in Sunol and eastern Alameda County. Comparing the economic and overall opportunity maps also shows that economic opportunity scores are generally lower than overall opportunity scores. This suggests that, relative to educational and health outcomes, economic conditions represent a more significant constraint on opportunity in unincorporated Alameda County.

[10] Additional information on the calculation of economic opportunity scores is available here: https://gis.hcd.ca.gov/portal/home/item.html?id=6e2c5175570348718773 1c6f52494497
[11] Additional information on the calculation of overall opportunity scores is available here: https://gis.hcd.ca.gov/portal/home/item.html?id=f54b15c800a64ce68aa8e16c68a50b7d

Figure 3: Disparities in Access to Opportunities, Unincorporated Alameda County, 2025 (a)



Notes:
(a) Economic and overall opportunity scores are available at the census tract level and are calculated relative to the Bay Area region. Economic opportunity scores reflect a variety of economic indicators, including poverty rate, adult education rate, employment rate, and median home value. Overall opportunity scores reflect a broader set of economic, educational, and health outcomes for residents of each census tract.

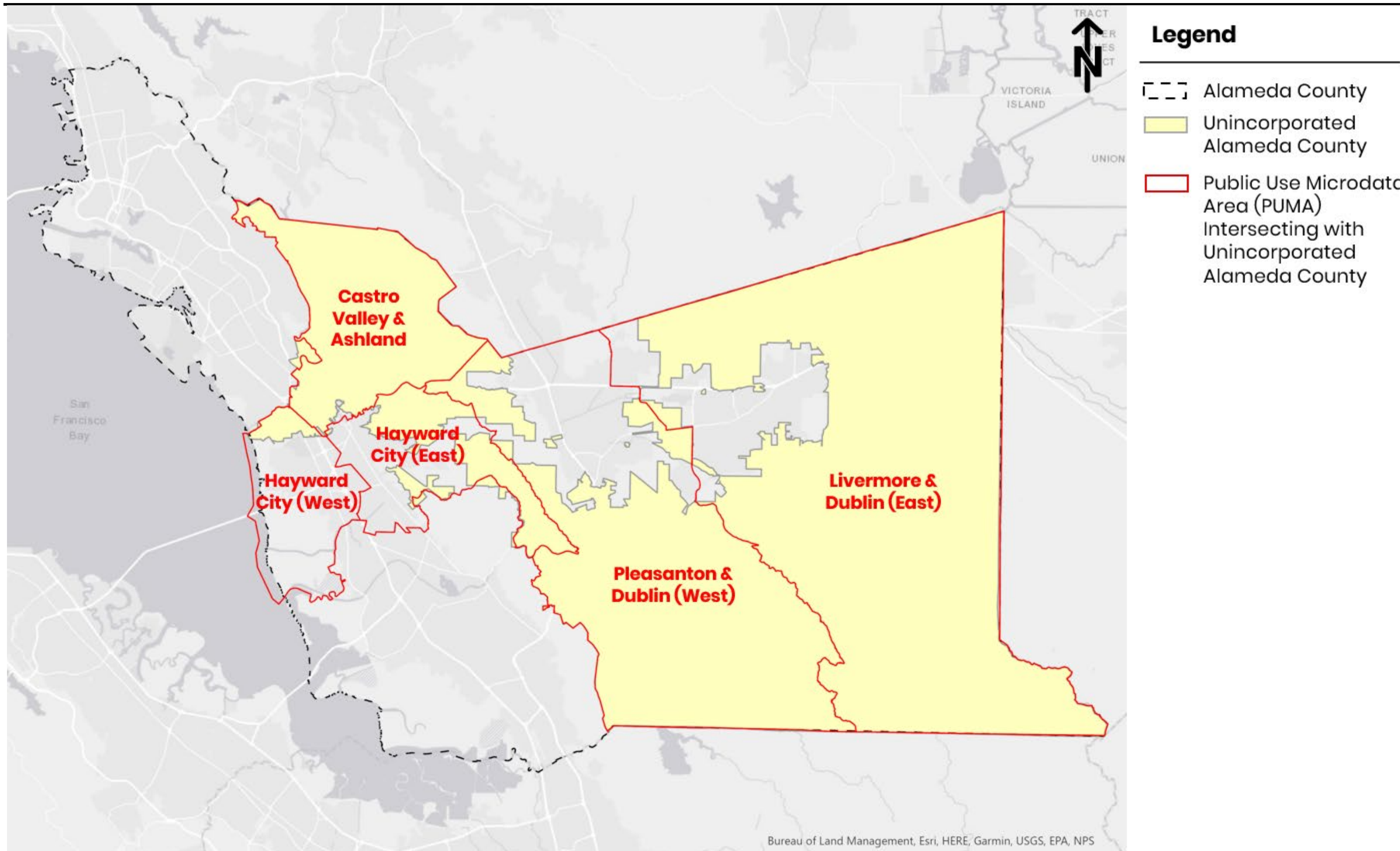
Sources: Alameda County; California Department of Housing and Community Development; California Department of Technology; BAE, 2026.

Workers' Ability to Afford Household Survival Budget

To further explore the economic opportunity challenges facing unincorporated Alameda County, this analysis examines the prevalence of workers who are employed but have insufficient income to meet basic needs using the ALICE (Asset Limited, Income Constrained, Employed) economic viability threshold. United Way developed the ALICE threshold to measure the extent of financial hardship in communities across the United States. The ALICE threshold represents the household income needed to afford basic necessities, including housing, childcare, food, transportation, health care, technology, taxes, and a 10 percent contingency fund. Because the threshold accounts for the cost of living in a given area, it provides a more localized measure of economic hardship.

The smallest geographic unit for which the ALICE data are available is the U.S. Census Bureau's Public Use Microdata Area (PUMA). As a result, the data are not available that exactly match the boundaries of unincorporated Alameda County. To characterize economic conditions among workers in unincorporated Alameda County, this analysis uses the five PUMAs that intersect with the unincorporated area, shown in Figure 4, as a proxy for unincorporated Alameda County. This approach captures all of unincorporated Alameda County but also includes workers living in portions of Hayward, Pleasanton, Dublin, and Livermore. Therefore, the results should be interpreted as an approximation of economic conditions among workers in unincorporated Alameda County rather than a measure specific to the unincorporated area.

Figure 4: Public Use Microdata Areas Intersecting with Unincorporated Alameda County



Sources: Alameda County; California Department of Technology; BAE, 2026.

Table 16 provides insight into the share of full-time workers earning enough to meet a household survival budget, or, in other words, earning above the ALICE threshold, by race and ethnicity. The overall share of full-time workers earning above the ALICE threshold varies substantially across the PUMAs, ranging from 30 percent in Hayward City (West) to 74 percent in Livermore and Dublin (East). The data show geographic disparities in workers' ability to earn enough to meet basic needs, with workers in the western portion of unincorporated Alameda County generally less likely to earn above the ALICE threshold than those in the eastern portion. Racial and ethnic disparities are also evident with only 32 percent of Black workers and 29 percent of Hispanic workers across the five PUMAs earning above the ALICE threshold, compared with 71 percent of White workers. Overall, the data indicate that 53 percent of full-time workers in the PUMAs encompassing unincorporated Alameda County do not earn enough to meet a household's basic needs.

Table 16: Full-Time Workers Earning Enough for Household Survival Budget by Race & Ethnicity and by Public Use Microdata Area

	Percent of Full-Time Workers Earning Enough for Household Survival Budget (a)					
Workers by Race/Ethnicity	**Hayward City (West)**	**Hayward City (East)**	**Castro Valley & Ashland**	**Pleasanton & Dublin (West)**	**Livermore & Dublin (East)**	**All Five PUMAs (c)**
American Indian and Alaska Native	(b)	(b)	(b)	(b)	(b)	28%
Asian	45%	54%	56%	78%	82%	65%
Black	27%	40%	31%	47%	(b)	32%
Hispanic	20%	27%	23%	62%	61%	29%
Native Hawaiian/Pacific Islander	10%	35%	25%	(b)	(b)	30%
Some Other Race	(b)	(b)	(b)	(b)	(b)	(b)
Two+ Races	41%	38%	93%	46%	60%	51%
White	43%	68%	63%	80%	75%	71%
All Workers	**30%**	**44%**	**43%**	**73%**	**74%**	**53%**

Notes:
(a) The United Way calculates the ALICE household survival budget at the county-level and includes the cost of housing, childcare, food, transportation, health care, technology, taxes, and a 10 percent contingency fund. This calculation assumes that each worker household contains one adult and one school-age child.
(b) No data available.
(c) The total across all five PUMAs shown in Figure 4.
Sources: United for ALICE; BAE, 2026.

Table 17 reports the most common industries among workers earning below the ALICE threshold across the five PUMAs that encompass unincorporated Alameda County. These industries include health care and social assistance, construction, accommodation and food services, manufacturing, and administrative and support and waste management and remediation services. The health care and social assistance industry has the largest number of workers earning below the ALICE threshold, while the accommodation and food services industry has the lowest average wages among the industries shown.

Table 17: Most Common Industries for Workers with Earnings Insufficient for Household Survival Budget, Unincorporated Alameda County (a) (b)

Industry	Number of Workers	Average Wage
Health Care and Social Assistance	9,190	$22.31
Construction	7,858	$25.98
Accommodation and Food Services	7,259	$19.21
Manufacturing	7,089	$30.03
Administrative and Support and Waste Management and Remediation Services	5,606	$21.32

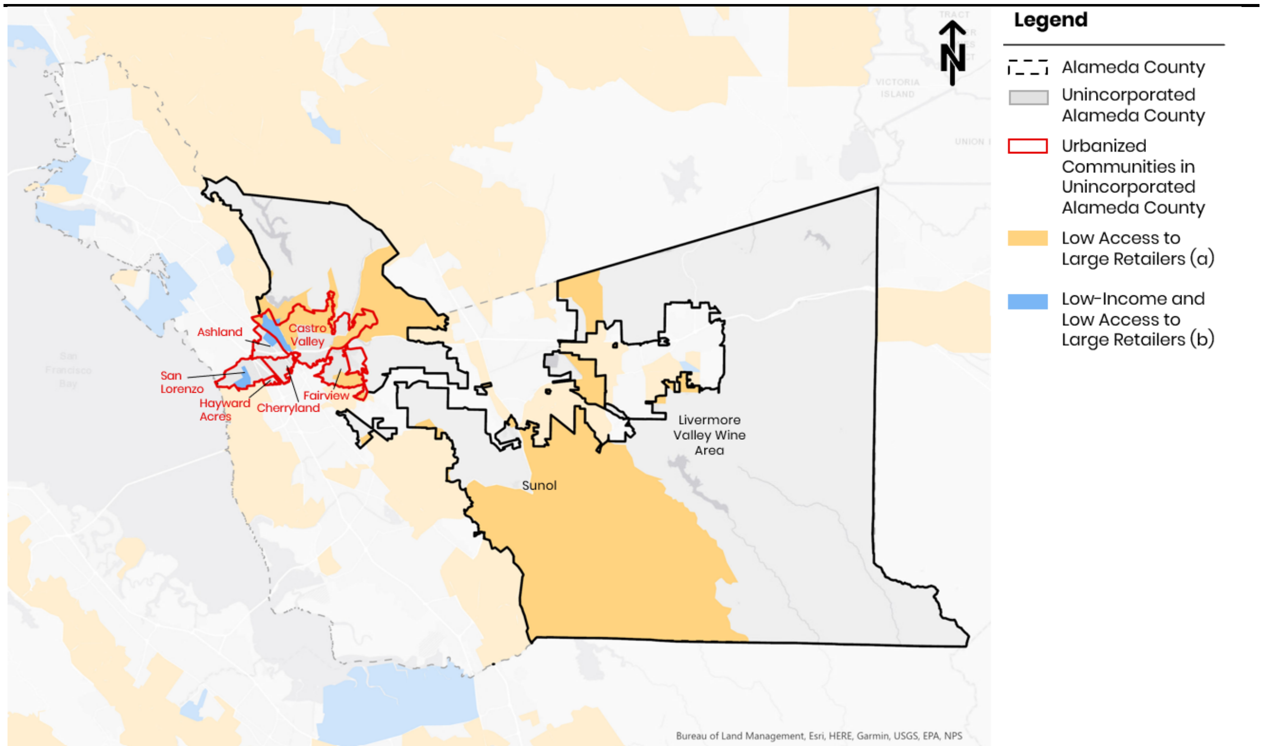
Notes:
(a) The United Way calculates the ALICE household survival budget at the county-level and includes the cost of housing, childcare, food, transportation, health care, technology, taxes, and a 10 percent contingency fund. This calculation assumes that each worker household contains one adult and one school-age child.
(b) Because data is not available for the unincorporated county area, this analysis approximates Alameda County using the five PUMAs shown in Figure 4.

Sources: United for ALICE; BAE, 2026.

Large Food Retailer Access

To further assess socioeconomic disparities in unincorporated Alameda County, this analysis examines access to large food retailers using data from the U.S. Department of Agriculture Economic Research Service (USDA-ERS) Food Access Research Atlas (FARA). Figure 5 shows census tracts in unincorporated Alameda County with low access to large food retailers, including supermarkets, supercenters, and large grocery stores. USDA-ERS defines low access as living more than one mile from a large food retailer in urban areas or more than 10 miles away in rural areas. Limited food access is present throughout unincorporated Alameda County, with low-access census tracts distributed across the area. The unincorporated communities of Castro Valley, Ashland, and San Lorenzo each contain census tracts that are both low-income and have low access to large food retailers.

Figure 5: Large Food Retailer Access, Unincorporated Alameda County, 2019



Notes:
(a) Large retailers include supermarkets, supercenters, and large grocery stores. Low access refers to census tracts where the nearest large retailer is more than one mile away in urban areas or more than 10 miles away in rural areas.
(b) Low-income areas are census tracts where at least one of the following conditions applies: the tract's poverty rate is 20 percent or greater; the tract's median family income is less than or equal to 80 percent of the statewide median family income; or, for tracts located within metropolitan areas, the tract's median family income is less than or equal to 80 percent of the metropolitan area's median family income. See Note (a) for definitions of large retailers and low access.

Sources Alameda County: USDA Economic Research Service; BAE, 2026.

APPENDIX A: BALLOT INITIATIVE

REVISED

AGENDA ITEM # ____ August 4, 2026

ALAMEDA COUNTY
REGISTRAR OF VOTERS

1225 Fallon Street, G-1 • Oakland, Ca 94612 • (510) 272-6933

Cynthia Cornejo
Interim
Registrar of Voters

July 24, 2026

Honorable Board of Supervisors
County of Alameda
1221 Oak Street, Suite 536
Oakland, California 94612-4305

Dear Board Members:

SUBJECT: CERTIFICATION OF COUNTYWIDE BALLOT INITIATIVE TO AMEND THE COUNTY CODE OF ORDINANCES TO ESTABLISH A MINIMUM WAGE FOR SPECIFIED EMPLOYEES

RECOMMENDATION:

Approve one of these three actions, as specified in sections 9111 and 9118 of the California Elections Code regarding voter-initiated ballot initiatives to add or modify County ordinances:

A. Adopt the proposed minimum wage ordinance, without change; or

B. Place the proposed ordinance, without change, on the ballot for the November 3, 2026, General Election; or

C. Refer the proposed initiative measure to one or more County agency or agencies for a report on the measure's effects, to be presented within 30 days. Your Board would then be required to take either of the actions set out in items A or B, above, within 10 days of receiving that report.

DISCUSSION/SUMMARY:

Proponents of the proposed minimum wage ordinance filed a notice of intention to circulate a ballot initiative petition with the Registrar of Voters on April 2, 2026. At the Registrar of Voters' request, County Counsel prepared a Title and Summary for the initiative petition. That Title and Summary and the full text of the proposed ballot measure were printed on the petitions circulated for signatures in Alameda County.

To be deemed sufficient, the petition had to be signed by at least 48,797 voters registered in the County—10% of the total votes cast for Governor in the last gubernatorial election. The proponents filed signed petitions with the Registrar of Voters on July 7, 2026. The Registrar of Voters' Office verified that the requisite number of voters in the County signed the petition. The full text of the proposed measure is attached to this letter.

Section 9118 of the California Elections Code requires your Board to either (1) adopt the proposed minimum wage ordinance without change, (2) put the measure, without change, on the ballot at the November 3, 2026, General Election, or (3) request a report from one or more County agency or agencies, to be presented to your Board in no more than thirty days, regarding the effects of the proposed minimum wage ordinance. Section 9111 of the Elections Code specifies that the report may examine, among other things, the proposed ordinance's fiscal impact, its effect on internal consistency of the County's plans, its impact on the community's ability to attract and retain business and employment, or any other matters your Board requests to be in the report.

If your Board requests a report, it must be presented to your Board within 30 days. Within 10 days of receiving the report, your Board must then either adopt the proposed ordinance without change or put the measure on the ballot in "the next statewide election occurring not less than 88 days after the date of the order of election," or in a special election to "be held not less than 88 days nor more than 103 days after the order of the election." Elec. Code § 1405. Given the time remaining before the November 3, 2026, General Election, if your Board orders a report as permitted by Sections 9111 and 9118 of the Elections Code, there will be less than 88 days before the November 3, 2026, General Election when your Board receives the report, meaning the ballot measure could not go on the November 3, 2026, ballot. Elec. Code §§ 9118, 1405. Instead, it would have to go on the ballot at the next statewide election after November 2026 or in a special election. *Id.*

If your Board chooses not to adopt the ordinance, action to place an initiative on a ballot is legally mandated and should not be construed as endorsement of the measure by your Board.

FINANCING:

The net county cost for placing the measure on the ballot for November 3, 2026, General Election or a later statewide election is not known at this time. The Registrar of Voters estimates the cost for placing the measure on the ballot will be $ 4,900,000. Future jurisdictional consolidations may impact the total costs for placing the measure on the ballot. All jurisdictions that will consolidate with the November 3, 2026, General Election will be known by August 7, 2026; consolidations in the next statewide election will not be known until 88 days before that election.

VISION 2036 GOAL:

This recommendation supports the County's shared vision of a **Thriving and Resilient population**.

Sincerely,

DocuSigned by:
Cynthia Cornejo
6E5C0617DC2444D...
Cynthia Cornejo
Interim Registrar of Voters

Attachment

cc: Susan S. Muranishi, County Administrator
Andrea L. Weddle, Interim County Counsel

REGISTRAR OF VOTERS CERTIFICATE TO PETITION

I, **Cynthia Cornejo**, Interim Registrar of Voters for the County of Alameda, State of California, hereby certify that:

A County Initiative Entitled: Alameda County Living Wage for All, was filed to this office for verification on July 7, 2026, and;

The petition contained **51,729** unverified signatures; and

Pursuant to California Elections Code section 9118, in order to be sufficient, the petition must have been signed by 48,797 qualified registered voters of Alameda County, that number being equal to 10 percent of the entire votes cast in the County for all candidates for Governor at the last gubernatorial election.

I have examined, or caused to be examined, signatures on the petition pursuant to California Elections Code sections 9211 and 9114; and

Have determined that the petition contained **49,370 valid** signatures of qualified registered voters in Alameda County based on the line-by-line examination set forth in Section 9114 of the California Election Code and;

That this number represents the total number of signatures needed to qualify the initiative therefore;

The petition is found to be sufficient to require the Board of Supervisors to take the appropriate action specified in the California Elections Code.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed my official seal this 23rd day of **July 2026.**

DocuSigned by:
Cynthia Cornejo
6E5C0617DC2444D...

Cynthia Cornejo
Interim Registrar of Voters
County of Alameda
State of California

Initiative Measure to be Submitted Directly to the Voters

The county counsel has prepared the following title and summary of the chief purpose and points of the proposed measure:

A Proposed Amendment to the Alameda County Code of Ordinances to Establish a Minimum Wage for Specified Employees

Beginning July 1, 2027, this measure would establish a minimum hourly wage for any person working (a) within unincorporated areas of Alameda County, (b) on real property owned or controlled by the County of Alameda, or (c) for an employer physically located in an unincorporated area of Alameda County. The minimum wage would increase yearly on July 1, as described below.

Large Employers. For (a) employers with both 100 or more employees and annual gross revenue exceeding $1 billion, and (b) janitorial services employers of any size, the measure sets a schedule starting with a minimum wage of $19.90, effective July 1, 2027, and increasing annually until it reaches $30.00 per hour, on July 1, 2030.

Medium Employers. For employers with either (a) between 26 and 99 employees, regardless of annual gross revenue, or (b) both 100 or more employees and annual gross revenue not exceeding $1 billion, the measure sets a schedule starting with a minimum wage of $18.38, effective July 1, 2027, and increasing annually until it reaches $30.00 per hour, on July 1, 2035.

Small Employers. For (a) employers with fewer than 25 employees, regardless of annual gross revenue, and (b) "family childcare providers," regardless of size, the measure sets a schedule starting with a minimum wage of $18.21, effective July 1, 2027, and increasing annually until it reaches $30.00 per hour, on July 1, 2037. The measure calls for funds from voter-approved "Alameda County Measure C (2020)" to support the minimum compensation for family childcare providers. Whether Measure C funds can be reallocated for the purposes of this measure is legally uncertain. Resolving that uncertainty may require a court opinion.

After the minimum wages for "Large," "Medium," and "Small" employers reach $30 per hour, each would adjust annually on July 1, based on the Bay Area Consumer Price Index or 3%, whichever is greater. The measure calls for the County Administrator to develop a schedule and method for converging the minimum wages established for each type of employer into one minimum wage for all covered employers by July 1, 2047.

The measure would prohibit employers from reducing the compensation or any "non-wage benefits" of "non-management employees" to fund the required increases in minimum hourly compensation. It would also prohibit employers from asking any employee to waive any rights provided by the measure. The measure would prohibit employees from waiving any rights provided by the measure, except in a "written valid collective bargaining agreement." The measure requires employers to retain records regarding pay rate, paid sick leave, and "service charge collection and distribution," and to notify employees of their rights under the measure.

The measure authorizes the County of Alameda or "any person aggrieved by a violation of" the rights provided by the measure to bring a civil action against the employer. It also authorizes the County to enforce the measure through administrative proceedings. Employers found to violate the measure's requirements may have to pay back wages, administrative penalties, and attorneys' fees, and may face other penalties, including losing County permits and licenses.

(Here set forth the title and summary prepared by the county counsel. This title and summary must also be printed across the top of each page of the petition whereon signatures are to appear.) (Elections Code § 9105(c))

RECEIVED
Alameda County
MAR 19 2026
Reg. of Voters

FULL TEXT OF COUNTY OF ALAMEDA MEASURE ________

MEASURE ___________

This Measure shall be submitted to the voters of Alameda County at the election to be held on November 3, 2026, and shall become effective only upon approval by a majority of the voters voting on the measure.

CHAPTER 4 TO TITLE 3 OF THE ALAMEDA COUNTY ORDINANCE CODE ESTABLISHING A MINIMUM WAGE IN THE UNINCORPORATED AREAS OF ALAMEDA COUNTY

The People of the County of Alameda do ordain as follows:

SECTION 1. TITLE

This Ordinance shall be known as the Alameda County Minimum Wage Ordinance.

SECTION 2. ADDITION OF CHAPTER 4 TO TITLE 3 OF THE ALAMEDA COUNTY ORDINANCE CODE

Chapter 4 is hereby added to Title 3 of the Alameda County Ordinance Code to read as follows:

CHAPTER 4

ALAMEDA COUNTY MINIMUM WAGE

Sec. 4.00.010. Definitions

For purposes of this Chapter, the following definitions shall apply:

A. "Board" means the Alameda County Board of Supervisors.

B. "County" means the unincorporated areas of Alameda County.

C. "Covered employee" means any person who performs, during the respective pay period, any work:

1. Within the geographic boundaries of the unincorporated areas of Alameda County;

2. On real property owned or controlled by the County but located outside the geographic boundaries of the unincorporated areas of Alameda County; or
3. Elsewhere for an employer physically located in the unincorporated areas of Alameda County.

D. "Family childcare providers" shall have the same meaning as defined in California Welfare and Institutions Code Section 10421(b).

E. "Janitorial employer" shall have the same meaning as defined in California Labor Code Section 1420(g)(1).

F. "Large employer" means any employer that employs 100 or more employees and has annual gross revenue exceeding $1,000,000,000.00.

G. "Medium employer" means any employer that employs more than 25 employees but fewer than 100 employees, regardless of annual gross revenue; or an employer that employs 100 or more employees and does not have annual gross revenue exceeding $1,000,000,000.

H. "Small employer" means any employer that employs 25 or fewer employees, regardless of annual gross revenue.

Sec. 4.00.020. Minimum Wage Schedule

The Board shall establish and maintain a minimum hourly wage applicable to covered employees working within the County in accordance with the following schedule.

A. Large Employers

Beginning July 1, 2027, the minimum hourly wage for any covered employee working for a large employer shall be set according to the following schedule:

Date	Minimum Wage
July 1, 2027	$19.90
July 1, 2028	$23.30
July 1, 2029	$26.70

July 1, 2030	$30.00

B. Medium Employers

Beginning July 1, 2027, the minimum hourly wage for any covered employee working for a medium employer shall be set according to the following schedule:

Date	Minimum Wage
July 1, 2027	$18.38
July 1, 2028	$19.48
July 1, 2029	$20.65
July 1, 2030	$21.89
July 1, 2031	$23.20
July 1, 2032	$24.60
July 1, 2033	$26.07
July 1, 2034	$27.64
July 1, 2035	$30.00

C. Small Employers

Beginning July 1, 2027, the minimum hourly wage for any covered employee working for a small employer shall be set according to the following schedule:

Date	Minimum Wage

July 1, 2027	$18.21
July 1, 2028	$19.12
July 1, 2029	$20.07
July 1, 2030	$21.08
July 1, 2031	$22.13
July 1, 2032	$23.24
July 1, 2033	$24.40
July 1, 2034	$25.62
July 1, 2035	$26.90
July 1, 2036	$28.25
July 1, 2037	$30.00

D. Annual Cost-of-Living Adjustment

Except where a scheduled increase is provided in subsections (A) through (C), the minimum wage established under this section shall be adjusted annually on July 1 based on the Bay Area Consumer Price Index maintained by the United States Bureau of Labor Statistics, or three percent (3%), whichever is greater.

E. Convergence of Wage Tiers

The minimum wage established for large, medium, and small employers shall converge into a single uniform minimum wage applicable to all covered employers within a period not to exceed ten (10) years after small employers in subsection (C) reach $30.00.

The Alameda County Administrator shall develop and implement a schedule and method for achieving this convergence, provided that:

1. The minimum wage for each tier shall continue to increase annually by no less than the minimum adjustment set out in subsection (D); and
2. The unified minimum wage shall be fully implemented no later than ten (10) years after small employers in subsection (C) reach $30.00.

F. Family Child Care Providers

Family childcare providers shall receive compensation equivalent to at least the wages established in subsection (C) of this section. The intended revenue sources for such compensation shall include subsidy payments from the State of California and funds from Alameda County Measure C (2020), as set forth in Article VI of Chapter 2.08 of the Alameda County Ordinance Code. Subsidized family childcare providers shall receive wage enhancements, operating grants, or other funding sufficient to pay their employees wages equivalent to those established in subsection (C). If Measure C funds are insufficient, the County shall study other funding mechanisms to achieve this purpose.

G. Janitorial Employers

The minimum wage for all janitorial employers shall be set in accordance with the schedule provided for large employers in subsection (A) regardless of employer size.

H. Determination of Employer Size

For purposes of hourly minimum wage schedules established by this section, the number of employees and annual gross revenue shall be determined as follows:

1. The number of employees shall include all persons employed by the employer, including full-time, part-time, temporary and seasonal employees; shall be calculated based on the average number of employees employed per week during the preceding calendar year; and, if an employer did not operate for the full preceding calendar year, the number of employees shall be determined based on the average number of employees employed per week during the period of operation.
2. All persons or entities that constitute an integrated enterprise shall be considered a single employer, including entities that are sufficiently integrated based on interrelation of operations; common management; centralized control of labor relations; and common ownership or financial control.
3. For employers that operate multiple locations or are part of a chain or franchise, the total number of employees shall include all employees employed across all locations nationwide. Where a employer is operated pursuant to a franchise, the

employees of the franchisor and franchisees shall be aggregated to the extent they constitute an integrated enterprise or are operated as part of a chain.

4. "Annual gross revenue" means the total gross receipts of the employer from all sources for the preceding calendar year. For employers that are part of an integrated enterprise or chain, annual gross revenue shall be calculated by aggregating the gross revenue of all entities comprising the integrated enterprise or chain.

Sec. 4.00.030. Enforcement.

A. Retaliation.

1. A Person shall not discharge, reduce the compensation of nor otherwise discriminate against any Person for making a complaint to the County, participating in any of its proceedings, using any civil remedies to enforce his or her rights, or otherwise asserting his or her rights under this Chapter. Within one hundred twenty (120) days of an employer being notified of such activity, it shall be unlawful for the employer to discharge any employee who engaged in such activity unless the employer has clear and convincing evidence of just cause for such discharge.

2. No employer may fund increases in compensation required by this Chapter, nor otherwise respond to the requirements of this Chapter, by reducing the compensation of any non-management employees nor by reducing the pension, vacation, or other non-wage benefits of any such employees, nor by increasing charges to them for parking, meals, uniforms or other items. If an employer makes such adverse changes after the filing of the notice to circulate the petition giving rise to this Chapter but before this Chapter has become effective, then upon this Chapter's effective date, such employer shall restore the conditions of the status quo ante.

B. Waiver.

Any waiver by an individual employee of any of the provisions of this Chapter shall be deemed contrary to public policy and shall be void and unenforceable, except that employees shall not be barred from entering into a written valid collective bargaining agreement waiving a provision of this Chapter if such waiver is set forth in clear and unambiguous terms. Any request to an individual employee by an employer to waive his or her rights under this Chapter shall constitute a violation of this Chapter.

C. Retention of Records.

Each employer shall maintain for at least three (3) years for each employee a record of his or her name, hours worked, pay rate, paid sick leave accrual and usage, and service charge collection and distribution. Each employer shall provide each employee or his or her representative a copy of the records relating to such employee upon the employee's or representative's reasonable request, except that the employees' names (and any addresses and social security numbers) shall be redacted unless the requester is an employee requesting his or her own records. Where an employer does not maintain or retain adequate records documenting wages paid or does not allow reasonable access to such records, it shall be presumed in any administrative or judicial enforcement proceeding to enforce the provisions of this Chapter that the employer paid the employee no more than the applicable federal or state minimum wage, absent clear and convincing evidence otherwise.

D. Notice to Employees.

Each employer shall give written notification to each current employee and to each new employee at time of hire, of his or her rights under this Chapter. The notification shall be in all languages spoken by a more than 10% of the employees, and shall also be posted prominently in areas at the work site where it will be seen by all employees. The County Administrator is authorized to prepare sample notices and employer use of such notices shall constitute compliance with this subsection.

E. County Access.

Each employer shall permit access to work sites and relevant records for authorized County representatives for the purpose of monitoring compliance with this Chapter and investigating employee complaints of noncompliance, including production for inspection and copying of its employment records, but without allowing social security numbers to become a matter of public record.

F. County Authorized to Consider Compliance. County officials are hereby authorized to consider, to the maximum extent permitted by law, an employer's record of noncompliance with this Chapter in making County decisions on County contracts and land use approvals and other entitlements to expand or operate within the County. The County is authorized to either deny approval or include conditions for approval ensuring future compliance by investigating complaints of noncompliance with this Chapter and rendering County decisions on the merits of such complaints. The County is authorized to award the same relief in its proceedings as a court may award. Pursuit of such administrative remedy shall not be a prerequisite for pursuing a private action under this Chapter.

G. Enforcement Procedures.

1. Enforcement Priority. It is the policy of the County of Alameda that all employees be compensated fairly according to the law and that employers who engage in wage theft be held accountable.

2. Administrative Enforcement.

    a. The County is authorized to take appropriate steps to enforce this Chapter. The County may investigate any possible violations of this Chapter by an employer or other person and, where the County has reason to believe that a violation has occurred, it may order appropriate temporary or interim relief to mitigate the violation or maintain the status quo pending completion of a full investigation or hearing.

    b. Where the County, after a hearing that affords a suspected violator due process, determines that a violation has occurred, it may order any appropriate relief, including, but not limited to, reinstatement, the payment of any back wages unlawfully withheld, and the payment of an additional sum as an administrative penalty in the amount of fifty dollars ($50.00) to each employee or person whose rights under this Chapter were violated for each day that the violation occurred or continued. A violation for unlawfully withholding wages or service charges shall be deemed to continue from the date immediately following the date that the sums were due and payable as provided in Part 1 (commencing with Section 200) of Division 2 of the California Labor Code, to the date immediately preceding the date the sums are paid in full. Where prompt compliance is not forthcoming, the County may take any appropriate action to secure compliance, including initiating a civil action pursuant to Section 5.92.050(G)(3), and, except where prohibited by state or federal law, requesting that County agencies or departments revoke or suspend any registration certificates, permits, or licenses held or requested by the employer or person until such time as the violation is remedied. All County agencies and departments shall cooperate with such revocation or suspension requests. In order to compensate the County for the costs of investigating and remedying the violation, the County may also order the violating employer or person to pay to the County a sum of not more than fifty dollars ($50.00) for each day and for each employee or person as to whom the violation occurred or continued. The amounts of all sums and payments authorized or required under this Section shall be updated annually for inflation, beginning January 1, 2028, using the inflation rate and procedures set forth in subsection (D) of Section 4.00.020.

c. An employee, representative of employees, or other person may report in writing any suspected violation of this Chapter to the County. The County shall encourage reporting pursuant to this subsection by keeping confidential, to the maximum extent permitted by applicable laws, the name and other identifying information of the person reporting the violation and any employee whose name is included in the report. Provided, however, that with the written authorization of such person, the County may disclose his or her name and identifying information as necessary to enforce this Chapter or for any other appropriate purpose. In order to further encourage reporting by employees, if the County notifies an employer that the County is investigating a complaint, the County shall require the employer to post or otherwise inform its employees that the County is conducting an investigation, using a form provided by the County.

3. Civil Enforcement.

The County, the County Attorney, any person aggrieved by a violation of this Chapter, any entity a member of which is aggrieved by a violation of this Chapter, or any other person or entity acting on behalf of the public as provided for under applicable state law, may bring a civil action in a court of competent jurisdiction against the employer or other person violating this Chapter and, upon prevailing, shall be entitled to all remedies available to remedy any violation of this Chapter, including but not limited to back pay, reinstatement and/or injunctive relief, and the payment of an additional sum as penalty in the amount of fifty dollars ($50.00) to each employee or person whose rights under this Chapter were violated for each day that the violation occurred or continued, up to a maximum of one thousand dollars ($1,000.00) per employee or aggrieved person. Violations of this Chapter are declared to irreparably harm the public and covered employees generally. The court shall award reasonable attorney's fees, witness fees and expenses to any plaintiff who prevails in an action to enforce this Chapter. Provided that any person or entity enforcing this Chapter on behalf of the public shall, upon prevailing, be entitled only to equitable, injunctive or restitutionary relief, and reasonable attorneys' fees and costs. No criminal penalties shall attach for any violation of this Chapter, nor shall this Chapter give rise to any cause of action for damages against the County.

H. Interest.

In any administrative or civil action brought for the non-payment of wages or service charge distributions under this Chapter, the County or court, as the case may be, shall award interest on all due and unpaid sums at the rate of interest specified in subdivision (b) of Section 3289 of the California Civil Code, which shall accrue from the date the sums were due and payable, as provided in Part 1 (commencing with Section 200) of Division 2 of the California Labor Code, to the date the sums are paid in full.

I. No Preemption of Higher Standards.

The purpose of this Chapter is to ensure minimum labor standards. This Chapter does not preempt or prevent the establishment of superior employment standards (including higher wages) or the expansion of coverage by ordinance, resolution, contract, or any other action of the County of Alameda. This Chapter shall not be construed to limit a discharged employee's right to bring a common law cause of action for wrongful termination.

Sec. 4.00.040. Retaliatory Action Prohibited.

No employer shall discharge, reduce in compensation, or otherwise discriminate against any employee for opposing any practice proscribed by this Chapter, for participating in proceedings related to this Chapter, for seeking to enforce his or her rights provided under this Chapter by any lawful means, or for otherwise asserting rights under this Chapter.

Sec. 4.00.050. No Waiver of Rights

Any purported waiver by an employee of any or all of the provisions of this Chapter shall be deemed contrary to public policy and shall be void and unenforceable.

Sec. 4.00.060. Powers and Duties of the County Administrator

The County Administrator shall have the authority to adopt policies and procedures to effectively implement this Chapter.

Sec. 4.00.070. Conflict With Other Laws; Severability; Savings Clause.

A. Nothing in this Chapter shall be interpreted or applied so as to create any power or duty in conflict with any State or federal law.

B. If any Section, subsection, sentence, clause or phrase of this Chapter is for any reason held to be invalid or unconstitutional by a court of competent jurisdiction, such decision shall not affect the validity of the remaining portions of this Ordinance. The County Board of Supervisors hereby declares that it would have adopted this Ordinance and each and every Section, subsection, sentence, clause and phrase thereof not declared invalid or unconstitutional, without regard to whether any portion of the Ordinance would be subsequently declared invalid or unconstitutional.

C. This Chapter provides for payment of a local minimum wage and shall not be construed to preempt or otherwise limit or affect the applicability of any other law, regulation, requirement, policy, or standard that provides for payment of higher or supplemental wages or benefits, or that extends other protections.

Sec. 4.00.080. Effective Date

This Ordinance shall take effect July 1, 2027, provided that it is approved by a majority of voters voting on the measure at the election held on November 3, 2026.

APPENDIX B: COUNTY CASE STUDIES

Los Angeles County Minimum Wage Ordinance (Ch. 8.100)

Timeline

Before adopting its minimum wage policy in 2015, the Los Angeles County Board of Supervisors took steps to evaluate the potential impacts on workers and businesses in unincorporated areas of the county. In early 2015, the Board unanimously authorized a study to examine the effects of establishing a local minimum wage. Later that year in July 2015, the Board approved an ordinance that would increase the minimum wage to $15 per hour by 2020, aligning closely with a similar minimum wage policy adopted by the City of Los Angeles during the same period. The study commissioned by the Board emphasized that the County's minimum wage ordinance was intentionally designed to align with the City of Los Angeles policy. This approach was meant to reduce potential economic disruptions across jurisdictional boundaries, including the risk that businesses might relocate between incorporated and unincorporated areas of the county in response to differences in local wage requirements.

In September 2015, the Board voted against providing exemptions for nonprofit organizations, seasonal workers, trainees, and employees covered by collective bargaining agreements. The Los Angeles County Department of Consumer and Business Affairs (DCBA) was designated as the agency responsible for enforcing the ordinance. DCBA's mission includes advocating for county residents, providing consumer protection information, and serving as a central resource for consumer complaints. The specific office within the DCBA responsible for enforcing the minimum wage ordinance is the Office of Labor Equity (OLE) with a staff of 24 employees responsible for wage enforcement as of the fiscal year 26-27 County budget.

Policy Overview

The Los Angeles County Minimum Wage Ordinance is codified in Chapter 8.100 of the Los Angeles County Code and applies to employees who perform at least two hours of work within the county's unincorporated areas for an employer and who are entitled to California's minimum wage protections.

The ordinance increased the minimum wage through a phased implementation schedule between 2016 and 2021. Separate schedules were established for large employers, defined as those with 26 or more employees, and small employers. Large employers were required to reach a minimum wage of $15 per hour by 2020, while small employers reached the $15 per hour threshold in 2021. Employer size was determined based on the average number of employees during the previous calendar year.

Beginning in 2022, the minimum wage has been adjusted annually based on changes in the Consumer Price Index for Urban Wage Earners and Clerical Workers (CPI-W) for the Los Angeles metropolitan area.

Enforcement

While Chapter 8.100 of the Los Angeles County Code establishes the minimum wage requirements, enforcement procedures are set forth separately in Chapter 8.101, the Wage Enforcement Ordinance. The County adopted these detailed enforcement provisions in 2016 before the minimum wage increases took effect.

DCBA, which had already been serving Los Angeles County residents through consumer protection, complaint resolution, and enforcement activities, is responsible for administering and enforcing the ordinance. This existing administrative and investigative capacity provided an early foundation for the County's wage enforcement efforts under the ordinance. The OLE was specifically created to handle wage enforcement efforts; as of the fiscal year 26-27 budget, OLE had an approximate budget of $5.76M, and 24 full-time equivalent (FTE) positions consisting of management (3 FTE), strategic audits and enforcement (8 FTE) and wage enforcement (13 FTE).

Research Overview

<u>Board-Commissioned LAEDC Study</u>

> Cooper, Christine, Shannon M. Sedgwick, Somjita Mitra, and Wesley DeWitt. Considering Minimum Wage Policy in Los Angeles County: Reviewing Recent Research and Assessing Potential Implications. Institute for Applied Economics, Los Angeles County Economic Development Corporation, June 2015.

The Los Angeles County Board of Supervisors asked Los Angeles County Economic Development Corporation (LACEDC) to provide a review and implications of studies that were conducting for the effect of a minimum wage on the City of Los Angeles so they could determine what that meant for the County. LACEDC was not asked to independently forecast potential impacts of a minimum wage policy in the unincorporated county. Instead, it was tasked with reviewing and assessing four independent studies that were prepared to evaluate the potential impacts of a minimum wage ordinance proposed by the City of Los Angeles. LACEDC's assessment consisted of three primary components:

- A literature review of minimum wage research conducted since the early 1990s
- A critical reading of the four City studies against their own data and assumptions
- A telephone survey of 1,000 LA County businesses conducted the week of April 13, 2015 by firm size and industry

Through this approach, LACEDC sought to provide County decision-makers with an overview of the available evidence regarding minimum wage policies and the extent to which findings from studies conducted for the City of Los Angeles might also apply to unincorporated areas of the county.

Key findings from the LAEDC study include the following:

- Between 30 and 40 percent of the workforce in Los Angeles County would be directly impacted if they were subject to wage increases up to $13.25 per hour
- Surveyed businesses reported that they were most likely to respond to increased labor costs using one or more of the following strategies:
    - Cutting back on employment (either reducing hours or jobs) or on future employment growth (choosing to hire fewer workers). Nineteen percent of employers with minimum wage workers responding to the survey believed this to be likely.
    - Substituting the lowest-skilled workers with employees that are more productive. Almost half (48 percent) of employers of minimum wage workers responding to the survey reported that they expected their employees to work harder.
    - Increasing prices. Almost all businesses with minimum wage workers (96 percent) responding to the survey stated this was likely.
    - Absorbing cost increases through reduced profits. Approximately 87 percent of employers with minimum wage workers responding to the survey said this was likely.

<u>Studies Reviewed in Board-Commissioned LAEDC Study</u>
The studies reviewed by LAEDC provided mixed findings, as summarized below:

Institute for Research on Labor and Employment, UC Berkeley. The Proposed Minimum Wage Law for Los Angeles: Economic Impacts and Policy Options. UC Berkeley IRLE, 2014.

- The Berkeley paper found that the City's proposed minimum wage law would substantially benefit working families. An estimated 37 percent of workers covered by the policy were projected to receive a pay raise by 2017 under the City's proposed ordinance.
- Approximately half of all affected workers were employed in four industries: restaurants, retail, health services, and administrative and waste management services.
- The proposed minimum wage law would have a modest impact on business operating costs. Operating costs would increase by 0.6 percent for retailers, by 4.7

percent for restaurants, and by 0.4 percent for manufacturers by the time the law was fully implemented in 2017.
- The proposed minimum wage law would have a modest impact on consumer prices. The study estimated that restaurant prices would increase by 4.1 percent by the time the law was fully implemented. The projected price increases for retail and the local economy as a whole were considered negligible.

Beacon Economics. Cost-Benefit Analysis: Los Angeles Minimum Wage Proposal. Beacon Economics, 2015.

- Beacon Economics found that while the increase in earnings would generate a stimulative effect on the City, over time there would be job losses (reduction in job growth) and a loss of activity as businesses reduced hiring, relocated, and/or ceased operations.
- Unlike the Berkeley study, Beacon Economics assumed that firms would be constrained in their ability to raise prices due to competition with firms in bordering jurisdictions that are not subject to the proposed ordinance. In addition, Beacon Economics assumed that new firms would be more hesitant to locate within the City of Los Angeles if lower cost options are available nearby in surrounding jurisdictions.
- Despite a projected loss of jobs in the City over the years, Beacon projected $4.4 billion in increased earnings for employees working in the City and $23 million in new City sales tax revenue from the additional taxable spending in the City.

Economic Roundtable, UCLA Labor Center, and UCLA Institute for Research on Labor and Employment. Los Angeles Rising: A City that Works for Everyone. Economic Roundtable, 2014.

- The UCLA study evaluated the potential impacts of raising the City of Los Angeles' minimum wage to $15.25. The study projected a $5.9 billion increase in wages with a stimulus effect on the regional economy. It argued that every $1 increase would result in $1.12 in economic stimulus.
- The study predicted that labor-labor substitution would not occur and that there would be no reduction in employment due to the minimum wage increase. In addition, the study assumed that businesses would respond to the labor cost increases through price increases, capital-labor substitution, and improved productivity.

San Mateo County Minimum Wage Ordinance (Ch. 5.158)

Timeline
By 2022, most cities in San Mateo County had adopted local minimum wage ordinances, with minimum wage rates averaging approximately $16.50 per hour by 2023. In contrast, workers in the county's unincorporated areas remained subject only to the California state minimum wage. To promote wage consistency across jurisdictions and reduce potential disparities between incorporated and unincorporated areas, the Board of Supervisors directed staff in Fall 2022 to prepare a local minimum wage ordinance. The ordinance was introduced in November 2022 and took effect in April 2023, establishing a countywide minimum wage of $16.50 per hour in the unincorporated areas.

The original ordinance relied on state-level enforcement through the California Labor Commissioner's Office and private rights of action rather than creating a local enforcement agency. Following the enactment of Assembly Bill 594 in 2024, which authorized local public prosecutors to enforce certain labor laws previously enforceable only by the State, the County amended its ordinance in June 2025 to establish a local enforcement framework and provide authority to issue citations and penalties.

Policy Overview
The San Mateo County Minimum Wage Ordinance is codified in Chapter 5.158 of the County Ordinance Code and applies to employees who perform at least two hours of work within the county's unincorporated areas during a calendar week and who are covered by California minimum wage requirements. Unlike Los Angeles County, San Mateo County did not utilize a tiered wage structure based on employer size. Instead, the ordinance established a uniform minimum wage of $16.50 per hour for all covered employees beginning in April 2023.

The ordinance provides for annual wage adjustments based on the lesser of 3.5 percent, or the annual change in the Consumer Price Index for Urban Wage Earners and Clerical Workers (CPI-W). In addition, employers may pay a learner wage equal to 85 percent of the applicable minimum wage during an employee's first 160 hours of employment. Government agencies are excluded from the ordinance's definition of employer.

Enforcement
When the ordinance first took effect in April 2023, enforcement authority was not administered locally. Instead, compliance was primarily enforced through the California Labor Commissioner's Office and through employees' private rights of action. This approach remained in place until 2025.

Following the enactment of AB 594 in 2024, the County amended and restructured the ordinance to establish a local enforcement program, with the changes taking effect in July

2025. The County created the Office of Labor Standards Enforcement (OLSE), a collaborative effort involving the County Executive's Office, County Attorney's Office, and District Attorney's Office, to enforce County labor standards. The Board directed OLSE to prioritize proactive compliance efforts in industries including agriculture, construction, and restaurants. In addition to enforcing County labor laws in unincorporated areas, OLSE also provides enforcement services for several cities within San Mateo County, including Burlingame, Foster City, Half Moon Bay, Menlo Park, Redwood City, San Mateo, and others through contractual agreements.

The San Mateo County ordinance includes several enforcement provisions that are also found in the Los Angeles County ordinance, including:

- **Presumption of retaliation (Ch. 5.158.100)**, similar to what is seen in the Los Angeles County ordinance. If an employer makes an adverse action against an employee within 120 days of the employee's exercise of rights protected under the ordinance the County will presume that the employer engaged in retaliation.
- **Recordkeeping with a rebuttable presumption (Ch. 5.158.070)**, similar to the Los Angeles County ordinance. Employers are required to keep four years of wage-related records and there is a rebuttable presumption of violation if records are not kept.
- **Private right of action (Ch. 5.158.090(h))**, similar to the Los Angeles County ordinance.
- **Mandatory notice and cure period**. Unlike the Los Angeles County ordinance, the San Mateo County ordinance generally requires the County to issue a warning notice and provide employers with an opportunity to correct a violation before a citation is issued. Employers are typically given a two- to three-week period to achieve compliance prior to the imposition of administrative penalties.

San Francisco Minimum Wage Ordinance (MWO) (Article 1)

Timeline

In November 2003 San Francisco voters passed Proposition L, which made San Francisco one of the first jurisdictions in the country to set its own minimum wage above the state or federal level. In July 2006, an administrative citation system and enhanced enforcement system was established. In November 2014, voters passed Proposition J to increase wages once again, rising to $15 per hour by July 2018 and indexed to CPI thereafter.

Policy Overview

The Minimum Wage Ordinance exists in Article 1 of the San Francisco Labor and Employment Code and applies to employees who in a given week perform at least two hours of work for an employer within the geographic bounds of the city/county and who qualify for the State minimum wage, as well as those who are participants of the City's Welfare-to-Work programs. There are no employer tiers, with a schedule escalating to $15 per hour and then tied to CPI thereafter. Unlike Los Angeles County and San Mateo County, some government employees are included; the ordinance includes City employees and In-Home Supportive Services Authority employees. A small number of "Government Supported Employees" are subject to a lower minimum wage rate. These employees are defined in Article 1.3 of the San Francisco Labor and Employment Code as employees who are:

1) under the age of 18 and employed as an after-school or summer employee in a bona fide training or apprenticeship program in a position that is subsidized by the federal, state, or local government; or
2) over the age 55 and employed by a Nonprofit Corporation that provides social welfare services as a core mission to individuals who are over the age of 55 and is in a position that is subsidized by federal, state, or local government. This category is subject to additional limitations.

Enforcement

The Office of Labor Standards Enforcement (OLSE) was designated as the enforcement agency for the ordinance, although it was not created specifically for minimum wage enforcement. OLSE has long administered and enforced local labor standards and therefore had an existing organizational structure capable of supporting implementation of the ordinance. While this review did not examine OLSE's budget, staffing levels, or resource allocations, publicly available reporting provides some insight into enforcement activities and outcomes. For example, OLSE reported securing approximately $21.6 million in wages, restitution, and other financial recoveries for workers during fiscal year 2024-25.

The following summarizes notable enforcement provisions contained in San Francisco's Minimum Wage Ordinance:

- **Presumption of retaliation (Sec. 1.6)**. If an employer makes an adverse action against an employee within 90 days of the employee's exercise of rights protected under the ordinance the County will presume that the employer engaged in retaliation.
- **Recordkeeping with a rebuttable presumption (Sec. 1.5(c)).** Similar to Los Angeles County, employers are required to maintain payroll and related employment records for four years and there is a rebuttable presumption of violation if records are not kept.
- **Private right of action (Sec. 1.7(d))**, similar to the Los Angeles County ordinance. License and permit suspension (Sec. 1.7(c)(2)). In cases of non-compliance, OLSE may request that other City agencies suspend or revoke permits and licenses held by an employer.
- **Mandatory outreach and annual reporting (Sec. 1.25, 1.26)**. The ordinance requires OLSE to conduct public education and outreach activities and to provide periodic reports regarding enforcement activities and program outcomes.

APPENDIX C: LIST OF SOURCES

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