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County of Los Angeles CHIEF EXECUTIVE OFFICE

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July 10, 2018

To: Supervisor Sheila Kuehl, Chair
Supervisor Hilda L. Solis
Supervisor Mark Ridley-Thomas
Supervisor Janice Hahn
Supervisor Kathryn Barger

From: Sachi A. Hamai
Chief Executive Officer

Cynthia D. Banks, Director
Workforce Development, Aging and Community Services

EVALUATION OF THE COUNTY'S WORKFORCE ALIGNMENT EFFORTS (ITEM NO. 58-A, AGENDA OF MAY 8, 2018)

On May 8, 2018, the Board adopted a motion by Supervisors Solis and Kuehl directing the Chief Executive Officer (CEO), in coordination with the Director of Workforce Development, Aging and Community Services (WDACS) to identify and hire a consultant within 30 days to study and evaluate the progress of the tasks and strategies outlined in the Countywide Workforce Development Alignment Plan (Plan), and propose a set of recommendations with corresponding timelines for the County's workforce alignment efforts. Additionally, the motion asked for the CEO and WDACS to report back to the Board in 30 days outlining the progress made to date on the Plan as well as the chosen consultant's specific responsibilities and funding needed. The CEO requested a 30-day extension to engage a consultant and evaluate the County's progress since the inception of the Plan on June 12, 2018.

BACKGROUND

On July 14, 2017, WDACS submitted the Plan to the Board, outlining critical steps for aligning workforce programs administered by County departments to leverage services being provided for jobseekers with barriers to employment. In response to the submission of the Plan, the Board adopted a motion on July 25, 2017, that instructed WDACS, the Department of Public Social Services (DPSS), the Probation Department (Probation), the Department of Mental Health (DMH) and the Department of Military and Veterans Affairs (MVA), to operationalize the strategies set forth in the Plan.

On November 1, 2017, WDACS reported back to the Board on initial progress in implementing the Plan. This report serves to document the current progress made to date on the Plan, pursuant to the motion.

PROGRESS TO DATE ON WORKFORCE DEVELOPMENT ALIGNMENT PLAN

Since submitting the November 1, 2017 update to the Board, WDACS and the affected departments have undertaken a series of steps to enhance systems, processes, and capacity to support overall workforce development alignment. The Plan called for alignment across the following seven major categories:

- Tracking Participants Across Common Performance Measures
- Data Sharing
- Alignment of Services at America's Job Centers of California (AJCCs)
- Use of Labor Market Information
- Assessment of Workforce Development Trainings
- Population Specific Strategies
- Creation of a Specialized Unit to Support Implementation of Alignment Efforts

The progress made to date across these categories is summarized below.

Tracking Participants Across Common Performance Measures

Use of Working Innovation Opportunity Act Performance Measures: Performance measures have been established for the County's Workforce Innovation Opportunity Act (WIOA) programs coordinated through the AJCCs. These measures include credential attainment, skills gain, placement, retention, median earnings, and effectiveness serving employers. In addition, performance measures are being developed for specific programs currently operated at the AJCCs, including INVEST for probationers, homeless programs through Measure H, and youth programs.

Regional Alignment of Youth Workforce Development Programs: WDACS is a partner in a comprehensive regional effort, including the County, the City of Los Angeles, and educational institutions (including the Los Angeles Unified School District and Los Angeles Community College District) to implement the Los Angeles Performance Partnership Pilot 2017-2020 Strategic Plan Serving Disconnected Youth (LAP3 Plan). The LAP3 Plan calls for the alignment of County Departments and major regional institutions to strengthen employment and educational services for youth, particularly probation youth, dropout youth, foster youth, youth experiencing homelessness, and other youth with barriers to employment. To date, WDACS has engaged County departments, including DPSS, Probation, Department of Human Resources (DHR), Department of Children and Family Services, Office of Child Protection, and Parks and Recreation to conduct cross training, and identify employment opportunities.

Data Sharing

In response to the Board's direction to expand data-sharing efforts, WDACS negotiated MOUs with DPSS, Probation, the Office of Diversion and Reentry (ODR), and the Housing Authority of the County of Los Angeles (HACoLA), and is actively pursuing additional agreements to share participant data. WDACS plans to link data from other County programs to participant data in the CalJobs system, where WIOA accountability measures are tracked and reported.

To date, WDACS and DPSS have expanded a prior MOU for the sharing of CalWORKs youth data to now include CalWORKs adults and employable adults on General Relief. WDACS plans to further expand this MOU to include CALFRESH data, allowing the County to better leverage existing CALFRESH Employment and Training funding. These funds provide a 50 percent match for every dollar spent in allowable costs, such as workforce development activities. WDACS, ODR, and Probation have established a data-sharing MOU to share data between the three departments for adult probationers who are served through the co-location of Deputy Probation Officers at AJCCs. Finally, WDACS established an MOU with HACoLA to significantly increase job training, job readiness, and employment outcomes for HACoLA's residents.

Alignment of Services at AJCCs

Regional Alignment of Workforce System Partners: The has Board approved an MOU between WDACS, DPSS, Probation, the Community Development Commission, and all AJCC system partners outlining a framework for funding the operations and infrastructure of the County's seven comprehensive AJCCs. Seventeen partners are committed to work with the County's AJCCs to provide training and employment to the County's priority populations. Partners include County departments, community colleges, adult education providers, community-based organizations, and various workforce development organizations. This MOU facilitates enhanced collaboration and alignment between AJCC system partners to improve service delivery at County AJCCs.

High-Level Workforce Alignment Convening: In January, WDACS hosted experts from the Center for Law and Social Policy (CLASP) to lead a forum with Board Deputies and senior management from WDACS and DPSS on aligning the County's workforce development programs. Attendees drew on national best practices and models shared by CLASP to identify opportunities and next steps to align DPSS programs to the AJCC system, develop career pathways for individuals with barriers to employment, and pursue resources via CalFresh Employment and Training funds to support workforce alignment goals.

Registration in the CalJOBS System: In Fiscal Year 2016-17, DPSS began registering work-ready GAIN and GROW subsidized employment participants and Job Club attendees in CalJOBS. To date, 4,060 CalWORKs participants are enrolled in Basic Career Services through the AJCCs. In addition, Deputy Probation Officers are now co-located at five AJCCs to facilitate enrollment of adult probationers into CalJOBS and AJCC services.

Use of Labor Market Information

WDACS has two strategies to strengthen the ability of the County's workforce development system to provide data-driven workforce development services to County residents and businesses. First, WDACS is building the capacity of its workforce staff and the AJCCs, as well as DPSS, DMH, and the Los Angeles County Office of Education, to better understand and utilize Labor Market Information (LMI) and Business Intelligence (BI). Secondly, WDACS is sharing customized LMI and BI data with affected County departments to develop data-driven policy and business outreach, and will continue to conduct trainings.

Assessment of Workforce Development Trainings

WDACS is in the process of assessing the workforce development trainings offered throughout the County's workforce development system. The Department expects to have an initial assessment done by early 2019.

Population Specific Strategies

Homeless Individuals and Public Housing Residents: WDACS and DPSS are connecting homeless GROW participants to subsidized employment opportunities as part of the Homeless Initiative Strategy C7. In addition, WDACS is expanding the Los Angeles Regional Initiative for Social Enterprise (LA:RISE) model, which utilizes social enterprises and workforce agencies to provide homeless individuals with transitional employment and supportive services, ultimately leading to permanent employment.

Justice-Involved: Probation, WDACS, and ODR are working to increase the number of justice-involved individuals accessing the County's workforce development services. WDACS has held convenings to develop action plans and accountability measures specific to this population. Additionally, WDACS and Probation have partnered to provide probationers with specialized workforce development services at the AJCCs. Probation has co-located Deputy Probation Officers at five AJCCs so that probationers are seamlessly enrolled into services. An automated referral system has been implemented to track participants, their services, and their outcomes. Further, WDACS, the Sheriff's Department, DHR, and the Countywide Criminal Justice Coordination Committee have established the County's first Jail-Based Job Center (JBJC) at Pitchess

Detention Center to provide pre-release and post-release workforce development services to inmates transitioning to the community.

Veterans: In October 2017, WDACS and MVA opened the Veterans AJCC at Bob Hope Patriotic Hall as a one-stop resource for veterans seeking workforce development services. The Veterans AJCC is coordinating services provided by multiple partners, including MVA, the Employment Development Department, Veterans First, Vets in Tech, and the County Library to maximize the availability of comprehensive services for veterans.

Creation of a Specialized Workforce Development Unit

WDACS, in coordination with DPSS and Probation, developed a draft outline for a proposed specialized workforce development unit. The creation of a specialized unit would lead a five-year effort to align and integrate workforce development programs provided by County departments that target vulnerable populations. The proposal for the specialized unit will be presented at a future meeting of the Economic Development Policy Committee.

CONSULTANT TO EVALUATE ALIGNMENT PLAN PROGRESS

The CEO has identified a consultant team to study and evaluate the progress towards the activities, tasks, and strategies presented in the Plan. The Institute for Research on Labor and Employment (IRLE) at the University of California, Berkeley, in collaboration with the University of California, Los Angeles IRLE and the California Policy Lab (CPL), will work together to evaluate the County's progress toward alignment, and make recommendations for actionable next steps for excellence in the delivery of the County's workforce development services.

The consultant team's work and analysis will consist of four overarching components:

- An evaluation of the progress made by relevant agencies on the alignment Plan as adopted by the Board on July 14, 2017.
- The development of proposed recommendations for achieving alignment throughout the County.
- A report on best practices in workforce development, with an emphasis on targeted workers with barriers to employment and a comparison with the County's workforce development efforts.
- Recommendations with corresponding timelines for the County's workforce alignment efforts.

As part of their efforts, the consultant team will meet with executive-level and staff-level County employees and contractors who are responsible for administering the County's

workforce development programs. Staff from WDACS, DPSS, Probation, DHR, the Health Agency, MVA, and the Department of Children and Family Services will be engaged. The consultant team will study the programs being offered, the governance structure, the metrics for each program, and how each program integrates into the existing County workforce development structure. Further, the team will examine the current MOUs in place to facilitate data sharing and tracking across programs to determine what improvements should be implemented.

At the conclusion of its analysis, the consultant team will recommend next steps that the County can take to achieve its core alignment goals. These recommendations will include timelines, priorities, and resources needed for each step, a prioritization of next steps, and what, if any, staffing changes should be made to effectuate the recommendations. To complete this consultant study, the CEO will use \$90,000 from the Economic Development Budget Unit.

CONCLUSION

The CEO will proceed to execute an agreement with the University of California, Berkeley IRLE to perform the analysis of the County's workforce development programs. The CEO and WDACS will then return to the Board in 120 days from the date of the executed agreement with a written report of the consultant team's findings and recommendations.

If you have any questions regarding this matter, please contact Doug Baron of this office at (213) 974-8355, or dbaron@ceo.lacounty.gov.

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c: Executive Office, Board of Supervisors
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 Military and Veterans Affairs
 Parks and Recreation
 Probation
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July 1, 2020

To: Supervisor Kathryn Barger, Chair
Supervisor Hilda L. Solis
Supervisor Mark Ridley-Thomas
Supervisor Sheila Kuehl
Supervisor Janice Hahn

From: Sachi A. Hamai
Chief Executive Officer

Board of Supervisors
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EVALUATION OF LOS ANGELES COUNTY'S WORKFORCE ALIGNMENT EFFORTS (ITEM NO. 58-A, AGENDA OF MAY 8, 2018)

On July 25, 2017, the Board of Supervisors (Board) adopted a motion by Supervisors Solis and Kuehl to operationalize the Countywide Workforce Development Alignment Plan (Plan), which was developed by a working group of departments led by the Workforce Development, Aging and Community Services (WDACS) to coordinate workforce development programs and services across County of Los Angeles (County) agencies. On May 8, 2018, the Board adopted a motion (Alignment Motion), also by Supervisors Solis and Kuehl, directing the Chief Executive Office (CEO), in coordination with WDACS, to engage a consultant to study and evaluate the progress of the activities, tasks and strategies laid out in the Plan, as well as propose a set of recommendations with corresponding timelines for the County's workforce alignment efforts.

The CEO identified the Institute for Research on Labor and Employment (IRLE) at the University of California, Berkeley to lead the consultant team in evaluating progress on the Plan. The Berkeley IRLE team, led by Dr. Sara Hinkley, began work in the fall of 2018 and collaborated with the University of California, Los Angeles IRLE, as well as the California Policy Lab to evaluate the County's progress toward alignment and make recommendations on actionable next steps for excellence in the delivery of the County's workforce development services.

On February 5, 2019, the Board adopted a related motion (Optimization Motion) by Supervisors Solis and Ridley-Thomas directing the CEO to engage a consultant to study the current structure of the County's departments and offices that administer Economic and Workforce Development Services and Programs and provide comprehensive analysis and recommendations for the most effective structure to optimize services, including the possible

creation of a new department dedicated to Workforce and Economic Development. The Optimization Motion specified that these efforts should be coordinated with the efforts to analyze the progress on achieving workforce development alignment across the County as directed in the Alignment Motion. HR&A Advisors, Inc. (HR&A) is to provide recommendations around organizational structure for economic and workforce development services delivery and incorporate recommendations from IRLE on the Alignment Motion study. The CEO assured collaboration between IRLE and HR&A on the concurrent reports. The two reports are being submitted simultaneously under a separate cover memorandum.

The Board also adopted a separate motion on February 5, 2019 to examine the feasibility of creating a standalone Department of Aging (Aging Motion). The CEO separately engaged a third consultant to respond to the Aging Motion. Both the Aging Motion study and the Optimization Motion study analyze the programs and structure of the current department of WDACS, which encompasses both services to older adult populations, as well as broad workforce development programming. All three studies relate to each other. Therefore, collaboration was necessary to provide the Board with well vetted recommendations. The Aging Motion report will also be submitted under a separate cover memorandum consistent with the Optimization Motion and Alignment Motion reports.

To analyze the progress on implementing the Workforce Development Alignment Plan, IRLE reviewed memoranda and reports, visited workforce development sites, and conducted over 35 interviews with representatives from all departments that have workforce development programs, as well as with external agencies that partner with many of those departments. IRLE also conducted a best practices assessment to inform recommendations. After completing its analysis, IRLE developed findings and recommendations which are included in the attached report. The report identifies several challenges to successful alignment and provides a series of recommendations related to each of the substantive areas of alignment the Board identified in the Alignment Motion, and in consideration of the analysis performed by HR&A for the Optimization Motion study. In total, there are twenty recommendations with specific steps and milestones that fall into the following five categories:

1. Build a leadership structure for workforce development in the County,
2. Adopt a shared vision for alignment at each level of the workforce development system,
3. Invest in sector-based training approaches that offer pathways to stable employment
4. Facilitate integrated service delivery, and
5. Measure real performance.

The recommendations from IRLE on aligning the myriad of Workforce Development Programs and Services performed across multiple agencies in the County must be considered in conjunction with the HR&A recommendations on optimizing the County's organizational structure for delivering both Economic and Workforce Development Services. Therefore, the IRLE report is being submitted concurrently with the report from HR&A in response to the Optimization Motion.

Each Supervisor
July 1, 2020
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As detailed in the cover memoranda for the Optimization Motion and Aging Motion reports, there are cost assumptions made in the reports that require additional fiscal analysis before implementation. The CEO will therefore submit a supplemental report by the end of the calendar year 2020 that details the full estimated operational costs associated with implementing the various alternative organizational structure recommendations.

If you have any questions, please contact Allison Clark at (213) 974-8355, or allison.clark@ceo.lacounty.gov.

SAH:FAD:AEC
JO:DSK:yy

Attachment

c: Executive Office, Board of Supervisors
 County Counsel
 Consumer and Business Affairs
 Public Social Services
 Workforce Development, Aging and Community Services

Aligning Workforce Development: Progress Evaluation and Recommendations for Los Angeles County

Prepared for:

The County of Los Angeles Board of Supervisors
Chief Executive Office

Prepared by:

Dr. Sara Hinkley
Institute for Research on Labor and Employment
University of California, Berkeley

November 2019



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I. EXECUTIVE SUMMARY

This report evaluates the progress made within Los Angeles County’s workforce development system towards the alignment goals adopted by the Board of Supervisors (Board) in a series of motions from 2016 to 2019. The Board’s expressed intent is to make the workforce development system—which encompasses a primary workforce development agency as well as more than two dozen other agencies and partners—more responsive to the needs of both residents and employers. We describe here our assessment of which efforts at alignment are working and which are not, and make recommendations for moving alignment forward in order to achieve the county’s strategic goals in workforce and economic development.

The definition of “alignment” and the expected benefits of an aligned approach to workforce development need some explanation. In our conversations and interviews, it became clear that alignment meant different things to different people. There is one view of alignment that seeks to co-locate services / agencies and use structures like MOUs and data systems to coordinate programs. The Board’s directives emphasize these kinds of actions, and we evaluate progress along these steps.

But the Board’s broader intent for alignment is more ambitious than the kinds of operational adjustments outlined in memoranda and status reports. Board members (and members of the Economic Development Policy Committee) clearly envision an improved workforce development system better able to meet the county’s goals of broadly shared economic prosperity by leveraging existing programs to build a ladder of support for people who lack access to living wage jobs. How alignment furthers this strategic vision is not broadly understood by the staff we spoke with at agencies across the county.

While individuals at each agency could identify incremental changes that would improve coordination, we found that staff throughout agency hierarchies could not clearly articulate how alignment related to their agency’s mission. WDACS leadership and staff also struggled to articulate a strategic vision for how alignment could help move their workforce development approach away from a focus on short-term placement assistance to instead facilitate support of high-road approaches to training and career pathways. Although there have been some successful county-led pilot programs, the community partners leading these pilots are not optimistic about the ability of county agencies to support these models at scale or over the long-term. These models require high levels of program coordination and an investment in client navigation that is currently beyond the capacity of the agencies involved in the workforce development system.

Despite this lack of strategic alignment, there has been some movement towards better coordination, reflected in multi-agency service agreements and several population-specific countywide strategies. Efforts to share information about clients and measure a small set of workforce program outcomes have begun to move forward, although there is a long way to go.

Below we outline the challenges we identified to achieving not just alignment but the Board’s ambitious goals for a workforce development system that connects workers and employers in ways that provide meaningful opportunity and support equitable economic growth in the county. We then identify five broad categories of recommendations that respond to these challenges.

Challenges

We identified several challenges to the successful alignment of workforce development programs and services in Los Angeles County, most of which are common to the federal workforce structure and in any large area with overlapping jurisdictions. These challenges must be confronted for alignment to be successful.

Complex Bureaucracy

The Workforce Innovation and Opportunity Act (WIOA), adopted in 2014, made much-needed changes to the earlier version of federal workforce funding (the Workforce Investment Act of 1998), but the law (and funding) is still structured in ways that make collaboration challenging and pose significant barriers to developing multi-faceted programs. The core workforce development structure was initially designed by the federal government to serve workers who were dislocated or who needed skills upgrades to adapt to an evolving labor market, and WIOA is still most effective at providing that short-term assistance. Although the reforms in WIOA were intended to allow states and local areas greater flexibility, the performance requirements and funding structure continue to emphasize short-term outcomes, a cumbersome physical infrastructure of job centers, and mandated partnerships that lack specificity.

All of these structural factors create bureaucratic hurdles when it comes to channeling resources to effective training and more intensive services. WIOA, despite its intentions, does not incentivize the development of new strategies for serving clients with significant barriers to sustainable employment. Restrictions on eligibility and funding make it difficult to provide subsidized training, for example; DPSS clients risk losing benefits, and WIOA funds cannot be used to pay stipends.

These difficulties would be significant enough for one agency, but are compounded by having two separate agencies as the largest providers of workforce development services. In Los Angeles County, the two largest agencies delivering workforce development services are Workforce Development, Aging and Community Services (WDACS), which implements and oversees federal WIOA funds, and the Department of Public Social Services (DPSS), which oversees CalWORKs (California's version of the federal Temporary Aid to Needy Families or TANF) and General Relief (the county's income assistance program for single adults). Both agencies are large, hierarchical organizations with longstanding practices of closely following with the federal and state mandates by which they are governed. These two agencies do not have a history of collaboration, and despite the Board's emphasis on alignment focused on these two agencies, we did not sense that the leadership of either agency felt a mandate to cooperate with each other; nor did they indicate commitment to addressing the significant barriers to integrating their services at the ground level.

The bureaucracy of both WIOA is also embodied in its physical infrastructure of "one stop" centers (in LA County, America's Job Centers of California or AJCCs). These centers are operated by contractors, for whom WIOA funds constitute only a fraction of their overall funding. This setup distances WDACS from the implementation of its programs, while the AJCC operators are also responding to external mandates and goals. The staff positions at AJCCs are high-turnover, relatively low-pay positions, rather than quality county jobs. Smaller workforce development areas in the county have been able to manage AJCCs directly or provide closer oversight and evaluation of contract operators. WDACS, however, seems bogged down by the contracting and procurement involved in maintaining this physical infrastructure and the paperwork involved in obtaining agreements for mandated partnerships at each AJCC.

Fragmentation and Operational Siloes

The multiplicity of agencies, funding constraints, and diversity of programs involved in workforce development produces a highly fragmented system with significant operational siloes. This fragmentation has several outcomes:

- (1) it makes the workforce development system challenging for clients to navigate;
- (2) it makes it hard to provide intensive support for clients bringing together multiple programs and funding sources, and
- (3) it makes it very difficult to evaluate program effectiveness and use performance measures to set priorities.

Clients who are eligible for multiple programs and longer-term assistance (local, state, and federal assistance, and specialized training programs) may need to have multiple case workers and visit several locations in order to access all of the services for which they are eligible. For clients with transportation challenges, health issues, and unstable housing, navigating multiple agencies may be impossible. This fragmentation results in clients not using all of the services for which they are eligible, instead taking the first low-wage, even temporary job they can obtain. Training programs require that clients weave together multiple programs, usually without a system navigator. Job placement is a core success metric for both WIOA and DPSS, and job placement is facilitated by the tight Los Angeles labor market. But in this labor market, many entry-level jobs provide unstable working conditions, unlivable wages, few or no benefits, and no prospects for advancement. Without additional training or assistance finding a career pathway, many clients will remain in poverty even as they show up as successes in WDACS reporting.

Efforts to overcome this fragmentation by offering “warm handoffs” or sharing client assessments have shown signs of success in pilot programs, but have not demonstrated how they could be scaled up. The requirements imposed by various funding sources (for the workforce development programs not funded through WIOA) make it difficult to cooperate with other agencies in order to produce a more integrated experience for clients. Workforce development is split across many departments; Probation and DPSS both have job developers; ODR has a unit focused on employment opportunities. But outside of the job developer clusters in which staff share information about job openings, there is little interaction around how to coordinate services for joint clients.

The competitive orientation of LWDAs with each other has been well-documented across the U.S., and was mentioned by several of our interviewees. Because the Board of Supervisors has jurisdiction over the entire county, including agencies like DPSS, they should be able to exert influence over alignment. But in practice the WDBs compete for both supervisor attention and state funding, and have a vested interest in sustaining their autonomy. This can prevent best practices from being shared or leveraged among the 7 LWDAs in the county, even when they are often working with the same entities. The structure of state and federal funding creates few incentives for collaboration among WDAs, and often fuels competition for scarce funding.

Despite a mandate from the Board of Supervisors that WDACS oversee workforce development strategy—and alignment in particular—for the entire county, WDACS lacks the authority to enforce alignment across the seven Workforce Development Areas in the county and a complex landscape of county agencies. Workforce Development Areas (and their boards) often see themselves as in competition for state funding and other resources, and have limited incentive to collaborate, even though they work with many of the same countywide entities, including DPSS.

Because there are multiple programs through which people become eligible for or entitled to assistance with workforce development, there is some duplication of services, particularly the most basic services of job placement and search assistance, client intake and assessment, business outreach, and physical infrastructure. This duplication means that the county doesn't take advantage of economies of scale in program delivery, and that clients may be cycling through similar services rather than progressing through increasingly intensive services.

Lack of a Clear Alignment Vision

In our interviews, it was clear that staff are very committed to serving their clients and meeting performance targets required by their funding sources. Many staff were able to describe the potential of better service integration between agencies, but there was no clarity or consensus about what alignment actually meant as a strategy for improving outcomes. Alignment was often framed as enabling staff to make appropriate referrals, or to hand clients off to services housed in the same location. If someone comes into an AJCC asking about unemployment insurance, they are referred to EDD. If someone comes into a GROW office suffering from mental health issues, they are referred to DMH staff in the building. These processes were sometimes embedded in training documents or MOUs between the agencies.

For departments not directly providing workforce development services, participation in WDACS-led initiatives was not seen as centrally important to their mission or everyday work. For agencies that don't directly provide workforce development services—DMH, DOR, and Probation, for example—workforce development is just one element of a mix of other immediate client needs such as health services, housing, and mental health.

These agencies were willing to adopt incremental improvements to coordination (e.g. training or referrals), but staff saw themselves as well outside the broader mission of aligning workforce development. The major goal setting for alignment was seen as WDACS' purview, but it was unclear how well WDACS delineated the goals and means of achieving alignment. Several people told us that department leadership does not talk strategically, so there is no strategic plan that is fundamentally interdepartmental. There appears to be limited capacity within departments for strategic engagement across areas of responsibility. The Local Workforce Development Board plan is not treated as a strategic roadmap and fails to provide specificity about alignment; planning and running required stakeholder engagement meetings take up a lot of the time and energy, but there is far less effort put into developing alignment strategies from a customer perspective.

Many people also told us that the sheer number of motions coming from the Board seemed to dilute the sense of importance and urgency for alignment, rather than reinforcing it. The term "motion sickness" was used several times, and it was clear that the CEO, officially charged with monitoring alignment progress, was also occupied with tracking the progress of many other initiatives.

Lack of a Trusted Alignment Leader

The Board has placed responsibility for alignment with WDACS as the county's primary agency for workforce development. The Chief Executive Office (CEO) has also been charged with overseeing progress on alignment and measuring its progress, for example through the scorecard. However, neither entity has the authority to compel other county agencies to adopt some of the specific tasks of alignment, such as enrolling clients of other agencies into CalJOBS, data sharing, or co-locating staff in order to integrate services. Many of our interviewees knew that WDACS was responsible for moving alignment forward, but they could not articulate

how leadership or frontline staff at their own agencies were involved. WDACS leadership has not demonstrated that they can articulate a vision for successful alignment to their partners agencies.

County agencies did not demonstrate trust in WDACS' leadership or areas for which the agency is responsible. Staff from two agencies, for example, shared in interviews that they had drawn up MOUs not with the intent of promoting collaboration but in an effort to hold WDACS accountable. Several agency staff said that they did not trust AJCC staff to work with their clients (such as youth or people exiting the criminal justice system) because their clients reported being dismissed as unsuitable for enrollment in WIOA services. There is also not a high level of trust in the accuracy of WDACS' reports on outcomes from CalJOBS. Competition by agencies for "credit" for placements leads to mistrust about how data are reported, suspicion about duplicate counting of clients, and concerns about "creaming" of clients when referrals were made to AJCCs.

Recommendations

These challenges highlight the importance of leadership, strategic vision, and a simplified strategy for alignment. In Chapter IV, we assess progress and make recommendations related to each of the substantive areas of alignment that the Board requested us to focus on. In Chapter V, we describe some best practices in workforce development. In Chapter VI, we provide some overarching recommendations, and list specific steps with milestones. Our final recommendations fall in the following categories:

- A. **Build a leadership structure for workforce development in the County.** This encompasses both restructured leadership for workforce development programs, as well as a formal leader on alignment. We also propose the creation of related advisory boards, including for data management. Effective leadership on alignment is the most important gap we identified.
- B. **Adopt a shared vision for alignment at each level of the workforce development system.** The numerous motions and reports related to alignment, in the context of dense federal bureaucracy, has not produced a coherent and strategic vision for alignment. The County must have a cross-agency vision for alignment that includes identification of its benefits, mechanisms for evaluating its effectiveness, and delineation of responsibilities for both agency leadership and program staff working with clients.
- C. **Invest in sector-based training approaches that offer pathways to stable employment.** The County must move away from service counts and placements as the primary measure of success. Identify and remove the obstacles for high-road training partnerships and social enterprises to work successfully with the WIOA system, building on existing collaborations that have been developed around pilot programs. Evidence shows that these programs are the most effective at serving clients with significant barriers to employment.
- D. **Facilitate integrated service delivery.** Develop a system for shared assessments and automated referrals (outside the MOU process), and train staff across the system to conduct assessments that can be used across agencies and effectively handle referrals.
- E. **Measure real performance.** Develop measures of success that de-emphasize immediate placement and measure dimensions beyond those required by WIOA. Use data to inform investments, evaluate agency performance, and evaluate AJCC contractors.

II. PURPOSE AND SCOPE

In 2018, the Los Angeles County Board of Supervisors (Board) commissioned a study to evaluate the progress made by WDACS and other agencies on several steps intended to improve alignment of workforce development services in the county. IRLE was contracted to assess the progress agencies had made toward alignment, identify next steps for implementing the alignment workplan, and make recommendations based on best practices in other jurisdictions.

In particular, the County’s leadership seeks to address the challenges of aligning services across multiple agencies and improving service delivery and outcomes for populations with significant barriers to employment (e.g. the homeless, disconnected youth, and the justice-involved).

This report is not an evaluation of the effectiveness of workforce development programs in the county, although we do point out opportunities for better assessing effectiveness by improving data collection and expanding the scope of performance evaluations.

The team at IRLE conducted dozens of interviews with agencies, front-line staff, board staff, and stakeholder organizations in the county. We also reviewed scores of reports, training guides, and memoranda. A list of people interviewed is in Appendix B.

In February 2019, the Board directed a second study to evaluate the overall structuring of both workforce and economic development in the county. A consultant firm—HR&A Advisors—was retained by the Board in summer 2019 to undertake this larger project. Our recommendations here should be considered in relationship to HR&A’s recommendations for the broader workforce and economic development structure.

The Vision for Change

The County’s vision for workforce development is articulated in its 2017-20 Local Area plan:

“...that every business in Los Angeles County has access to skilled workers and other resources needed to succeed in a global economy, and every resident has equitable access to upward mobility and prosperity.”

Through several plans and motions, the county’s leadership has emphasized four goals driving the county’s workforce development alignment strategy:

- Identify and align workforce development programs
- Provide career pathways
- Serve high-need, priority populations
- Support the labor needs of the County’s high-growth sectors

Since 2016, the Board of Supervisors has provided additional guidance on what it wanted to see in terms of alignment. This series of motions and responses to agency reports has been the primary framework through which the Board has expressed its intent for alignment. We provide a timeline of those actions here.

2016

- June 21, 2016: The Board approved the Phase I MOU with 46 core and other required agencies, the scope of which is prescribed by WIOA legislation and the California EDD.
- October 18, 2016: The Board directed the CEO to develop a pilot framework for a new County metrics framework.

2017

- February 28, 2017: The Board ordered an analysis and integration of workforce development, and made specific directives for this evaluation:
 - WDACS, MVA, DPSS, CEO and Probation are directed to sign a memorandum of understanding (MOU) to share client data and labor market information (LMI) to facilitate coordination between agencies (WDACS later added LAHSA and DMH to these efforts);
 - WDACS directed to analyze all training being conducted and assess how this prepares participants to compete in the job market; and
 - WDACS directed to report back on MOUs, sharing of labor market information (LMI), and plan for integrating employment services through the One Stop AJCCs (to be presented around May 2017).
- June 30, 2017: The CEO's office reported back to the Board on the development of a pilot for a new county metrics framework.
- July 14, 2017: WDACS reported on the efforts ordered by the Board in February 2017 and spelled out its plans for pursuing greater alignment. This plan was to serve as a roadmap for alignment, as well as a status update on several aspects of that roadmap, which references the County's Local and Regional Workforce Development Plans. WDACS outlined six efforts:
 - Common performance measures and tracking
 - MOUs to expand sharing of client data
 - Alignment and integration of services at AJCCs
 - Training on the use of Labor Market Information (LMI)
 - Assessment of workforce development trainings
 - Population specific strategies
- July 18, 2017: The Board approved the County's Local and Regional Workforce Development Plans for 2017-20. The Local Area Plan contains a goal for the county to "Spearhead System Alignment, Integration and Coordination: Lead efforts to align and integrate all WIOA partners within the AJCC system to allow for a robust menu of services for shared customers delivered in a true one-stop, franchise model."
- July 25, 2017: The Board directed the implementation of recommendations from 7/14/17 and expanded the mandate to include CalFresh, GROW, GAIN and General Relief. Instructed WDACS and the CEO to provide a written response within 90 days. The Board gave seven specific directives:
 1. Mandate the use of WIOA performance measures, to be reported quarterly to the CEO for inclusion in the economic development scorecard.

2. Direct WDACS and the CEO to work with DPSS, Probation, DMH, MVA and other entities to ensure coordination and alignment of workforce development efforts, development performance targets.
 3. Direct WDACS and affected departments to establish standardized language & performance standards, including targets for placement in high-growth industries with career pathways.
 4. Direct WDACS and affected departments to work with Counsel to register all residents receiving County workforce and employment services in CalJOBS.
 5. Direct WDACS and the CEO to report to Economic Development Policy Committee and the Board within 90 days.
 6. Instruct DPSS and WDACS to develop a plan for integrating GROW and GAIN through the AJCCs and increasing CalFresh Employment & Training fund matching to expand services.
 7. Instruct the CEO to work with WDACS and other departments to establish a specialized unit for workforce development alignment.
- September 15, 2017: DPSS reported back on several of these efforts.
 - September 26, 2017: The CEO recommended against forming a specialized unit to focus on alignment; this resulted from a lack of certainty about where best to house such a unit.
 - November 1, 2017: WDACS again reported back on several of these efforts, with only a few indications of progress.
 - November 7, 2017: Board approved the Phase II MOU.

2018

- May 8, 2018: The Board voted to hire a consultant to evaluate alignment efforts, focusing on five areas:
 - i. Development of common performance measures and tracking mechanisms
 - ii. The establishment of MOUs for sharing client data
 - iii. Alignment and integration of services at AJCC
 - iv. WDACS comprehensive assessment of County's programs
 - v. Population-specific strategies as implemented across County programs

And to develop recommendations with timelines for alignment, including recommendations for:

- Technical assistance and training
 - Solutions to data systems
 - Specialized unit
 - Successful workforce development and job training programs in other local or comparable jurisdictions, emphasis on targeted workers
- June 12, 2018: The Board approved an amendment to Phase II MOU, which is in effect through June 30, 2020.

- June 18, 2018: WDACS reported to the Board on the Los Angeles Partnership Pilot (LAP3) plan and the L.A. Compact. The LAP3 plan was intended to align and integrate youth employment programs throughout LA County, including some of the same mandates around CalJOBS enrollment.
- July 10, 2018: WDACS provided an update on alignment progress to the Board, reporting ongoing progress on LAP3, MOUs with DPSS, Probation, and HACoLA, registration of CalWORKs clients into CalJOBS, and proposals for assessment of training programs, recommendation of a specialized workforce unit, and a forum to identify a uniform set of categories for training activities.

2019

- February 5, 2019: The Board voted to hire a consultant to explore restructuring of workforce and economic development in the county.

Over this same period, the County and related entities have adopted several plans that guide this work:

- County of Los Angeles 2016-2021 Strategic Plan
- LA County Workforce Board Local Area plan 2017-20, and 2019 biennial modification
- County-wide Workforce Development Alignment Plan (CWDAP)
- LA Basin Regional Planning Unit (RPU) 2017-20 WIOA Regional Plan

Methodology

Beginning in February 2019, we conducted 36 interviews of representatives from all of the agencies listed in Figure 1 (with the exception of K-12 school districts and community colleges), as well as several Social Enterprise programs and Board of Supervisors offices. A full list of interviewees is in Appendix B. Our questions focused on each entity's and staff person's relationship to alignment, their interaction with other agencies, and their progress on the elements of alignment that applied to their work. We also reviewed memoranda and reports, and visited several AJCC and DPSS locations to observe how clients obtain services and use facilities.

Report Organization

This report is organized around an evaluation of progress on the five topics that the Board directed us to focus on, best practices, and recommendations for next steps:

- Chapter III: Context: Workforce Development in Los Angeles County
- Chapter IV: Progress on Alignment
- Chapter V: Best Practices
- Chapter VI: Recommendations for Los Angeles County

III. CONTEXT: WORKFORCE DEVELOPMENT IN LOS ANGELES COUNTY

Agencies and Governance

There are over a dozen agencies in Los Angeles County involved in delivering or referring clients to workforce development services, and numerous governance bodies with oversight of those agencies. Within Los Angeles County, there are seven Local Workforce Development Areas (LWDAs): Los Angeles County, South Bay, City of Los Angeles, Foothill, Verdugo, SELACO (Southeast Los Angeles County), and Pacific Gateway. Each LWDA has its own governing Workforce Development Board. The LA County WDA is one of the largest in the county, including 58 cities and all 160 unincorporated areas of the county, serving a population of about 4 million, with an estimated 10,000-11,000 employees, and over 30 programs.

WDACS and WIOA partners

The primary agency delivering core programs in the Los Angeles County WDA is Workforce Development and Aging and Community Services (WDACS). Despite the fact that it oversees only one of these seven WDAs, WDACS has been charged by the Board of Supervisors to serve as the lead entity for workforce development countywide and to lead the alignment of workforce development services across the county.

The complex geography of LWDAs is further complicated by the fact that the other agencies delivering workforce development or related supportive services in LA County (or feeding clients into job training) may operate at different geographic scales—some are countywide agencies (e.g. DPSS), while others also have local jurisdictions (which don't directly align with LWDAs) (see Figure 1). This geographical and institutional complexity makes it challenging to share data or to track individuals through multiple overlapping service areas. For example, a resident accessing WIOA-funded services in the LA County WDA may visit a DPSS office in another WDA. Agencies that serve the entire county—such as DPSS—must establish working relationships with multiple LWDAs, each of which may have different emphases, data practices, governance structures, quality of service, and desire to collaborate on integrated services.

Los Angeles county, like many large jurisdictions, also relies heavily on contractors for delivering services and overseeing the core infrastructure of workforce development: the one-stop centers (called America's Job Centers of California or AJCCs in LA County). Because the County—like many LWDAs—relies heavily on contractors to run AJCCs, much of the WDACS program manager staff time is spent managing contracts. The contracting procurement process often drives the agency's focus, rather than policy and strategy.

WDACS directly oversees the WIOA-funded programs delivered through the county's AJCCs, which are run by contracted operators. The WIOA designates "mandated partners" for the one-stop delivery system, but the criteria for how these partners must participate in the system are quite limited.¹ The primary workforce development agency must sign memoranda of understanding (MOUs) with partners that identify:

- How services will be coordinated and delivered in the Center (integration of services)
- How service costs and operating costs of the Center will be funded
- How individuals will be referred between the One-Stop operator and partners for appropriate services and activities
- How they will ensure that workers, youth and individuals with barriers to employment will be adequately served
- How individuals will be provided immediate access to training
- How technology and materials will be made available across the Center

The mandate to align multiple services through the AJCC infrastructure is intended to help clients access comprehensive services, but logistically it can keep workforce agencies scrambling to maintain relationships with dozens of entities. These agreements do not necessarily lead to collaboration: in fact, the forest often gets lost for the trees.

The other primary provider of workforce development services in the county is the Department of Public Social Services (DPSS), which manages three core programs:

- Greater Avenues for Independence (GAIN) provides employment-related services for CalWORKs participants (federal TANF money)
- General Relief Opportunities for Work (GROW), which moves clients into training from the General Relief Program (county-funded general assistance)
- CalFresh (SNAP / food stamps)

As an indication of scale, these are the budgeted amounts reported for 2017-18 in the CEO's Economic Development scorecard for the four largest workforce development programs:

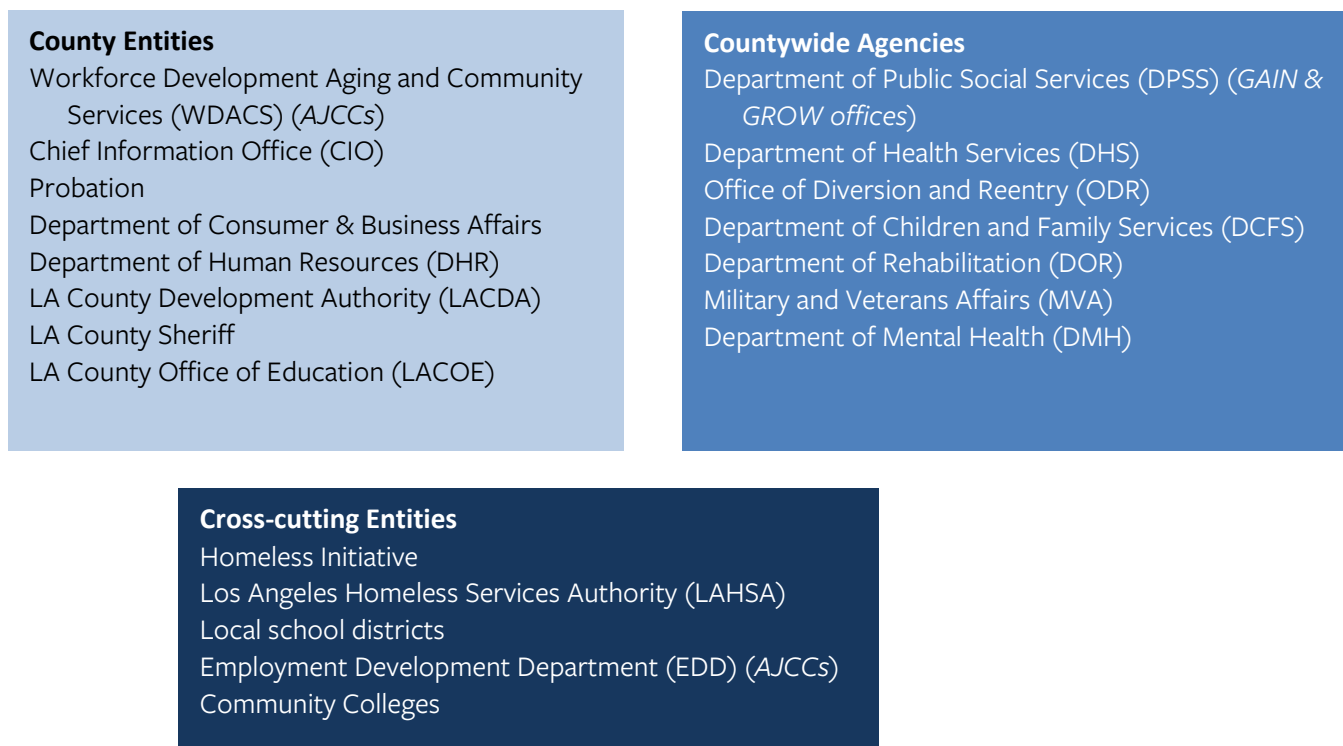
Agency	Program	Budget
DPSS	GROW	\$57,700,000
WDACS	WIOA	\$48,914,000
DPSS	GAIN TSE	\$45,929,000
DPSS	GAIN Job Club	\$21,426,000

DPSS places people into entry level jobs in order to meet CalWORKs Federal and State participation requirements; in support of this effort, DPSS runs its own job readiness and placement program, Job Club, which is similar to the basic pre-employment and placement assistance provided by WDACS.

Other agencies function as direct providers using their own funds, or as contractors with these two primary agencies. For example, Los Angeles County Office of Education (LACOE) contracts with DPSS to provide workforce development services to GAIN and GROW participants, including conducting assessments and running Job Club programs at certain locations. The remainder of county agencies are integrated into the workforce development system not because they provide WD services but because they refer clients to workforce development services.

Figure 1 provides a list of the agencies involved in the workforce development infrastructure in the county, their jurisdictional scope, and in some cases the physical locations through which participants access their services. We interviewed staff in all of these entities, with the exception of local school districts and community colleges.

Figure 1. Agencies connected to workforce development in Los Angeles County



Layered onto this structure are several countywide initiatives, which also operate at various geographic scales, funded by specific state or county grant programs and other sources. We discuss some of these initiatives in subsequent sections.

Los Angeles Regional Economy

All of these agencies and programs are operating in the same economic context: a regional labor market with low unemployment, but where most entry-level opportunities provide low wages, unstable scheduling, and insecure employment. The low unemployment rate, and volume of employers looking entry-level workers, can help boost placement data for those not facing significant barriers to work, but these placements bring limited economic stability. The LA County WDA has identified several high growth sectors in which staff are encouraged to focus placements and outreach. WDACS outcome data suggests that these sectors do not provide better outcomes for clients than other sectors.

High Growth Sectors

- Construction
- Entertainment and InfoTech
- Health Services
- Leisure and Hospitality
- Manufacturing
- Bioscience
- Trade and logistics

The motivation for tracking placement in high-growth sectors is a blunt approach for ensuring that clients are not trained for sectors that will not have employment opportunities. Growth rates in subsectors can vary significantly, as can pay and working conditions. Best practice suggests that WDACS should be identifying good employers, not just sectors, and analyzing outcomes by industry and occupation in order to identify the most promising sectors in which to build career pathways for clients.

IV. PROGRESS ON ALIGNMENT

In this section we assess progress along the five dimensions that the Board identified as the core alignment goals on May 8, 2018:

1. Development of common performance measures and tracking mechanisms
2. Establishment of MOUs for sharing client data
3. Alignment and integration of services at AJCCs
4. WDACS comprehensive assessment of workforce development programs
5. Population-specific strategies as implemented across County departments

1. Development of Common Performance Measures and Tracking Mechanisms

The Board directed agencies to develop shared performance metrics that could be used to track client outcomes and facilitate performance evaluation of workforce development programs. We go into more detail on the data sharing structure beginning on page 18. Here we focus on the progress toward using shared performance measures to evaluate long-term outcomes for clients receiving workforce development services. In 2017, the Board and WDACS identified multiple steps for moving programs toward a shared set of performance measures:

- The Board ordered that WIOA performance measures be adopted by all workforce development programs administered by County Departments and reported to the CEO.
- Additional measures were to be established by the Economic Development Policy Committee and reported through the Economic Development Scorecard.
- WDACS and affected departments, with the CEO, committed to establishing standard language and performance standards for workforce programs, to include targets for placement in high growth industries with career pathways.
- WDACS and affected departments were directed to establish processes for registering all clients in CalJOBS, which would enable tracking their progress on WIOA metrics using matched EDD data.

Overall, these measures have not produced a set of robust performance measures that would enable the Board—or agencies—to determine which programs are effective and which are not, and to use that information to prioritize resources.

Adoption of WIOA Performance Measures

The WIOA sets national, common performance measures which apply to all workforce development programs that are tied to WIOA funds.² The Board of Supervisors has urged that these be used as baseline indicators for all programs providing workforce development services. There has been minimal progress in this area, despite commitments by staff to incorporate WIOA performance measures in several cross-cutting programs, including the LAP3 Pilot.

WIOA requires that WDAs report the following information:

Figure 2: Workforce development performance measures

	COMMON PERFORMANCE MEASURE	DEFINITION	WIOA PERFORMANCE MEASURE
TRAINING	Credential attainment	Percentage of participants who obtain a recognized credential or diploma or are enrolled in a credential program.	Credential rate
	Measurable skill gains	Number enrolled in a program and achieving documented academic, technical, occupational, or other forms of progress	In-program skills gain
EMPLOYMENT	Placement	Placement in unsubsidized employment	Entered employment
	Retention	Percentage of participants in unsubsidized employment at 2 nd and 4 th quarter	Employment rate 2 nd quarter after program exit Employment rate 4 th quarter after exit
	Median earnings	Midpoint of wages in the second quarter after exit	Median earnings
SERVICES TO BUSINESS	Effectiveness serving employers	Share of exited, placed clients who were with the same employer in 2 nd & 4 th quarters	Retention rate with same employer
		Share of employers served that year	Employer (market) penetration rate
		Share of in-year business customers who received a service in the past	Repeat business customers rate

While some of this data is obtained through client follow-up, these outcomes are reported by matching CalJOBS data with other administrative data on matched individuals (from the state Employment Development Department) to obtain earnings and employment information.

Despite the Board mandate, WIOA measures have been adopted by very few partner agencies, because of incompatibility with their own performance measures. In 2018, DPSS and WDACS signed a MOU that requires WDACS to report several of these measures for DPSS participants using its matched EDD data:

- Unsubsidized employment placements
- Education/vocational training placements
- Median earnings for unsubsidized employment placements
- Six-month job retention rate

DPSS began sending data to WDACS in 2017 for matching with EDD data. This match only happens for people who are cross-enrolled in CalJOBS, so it represents only a subpopulation of DPSS clients. LACOE is directly registering work-ready, GAIN Job Club participants in CalJOBS at the sites for which it is contracted. LACOE reports on completions not placed, dropped participants by site, part-time and full-time placements by site, starts, referrals out, and transfers to short term training. Two years after the first mention of including GROW participants in this MOU, that has not happened.

It is not clear how this reporting is used to evaluate DPSS program effectiveness or hold DPSS accountable for outcomes. DPSS is held accountable for meeting the California measures built into the CalWORKs Outcomes and Accountability Review (Cal-OAR). Despite being one of the largest providers of workforce development services and referrals, the agency itself is not accountable to the state for metrics tied to the quality of job placements or skills upgrading. Participants exit the DPSS service population and therefore tracking system by timing out (hitting federally-mandated time limits) or earning out (exceeding the income threshold for eligibility). In many cases, these participants may still be eligible for other county services, including workforce development, but there is no systematic way of following them after exit from DPSS.

The incompatibility of performance measures between WIOA and TANF has been well-documented as a barrier to coordination between TANF and workforce systems,³ and none of the changes in WIOA addressed this issue. WIOA uses outcome measures, like employment and earnings, while TANF uses an indicator called Work Participation Rate (WPR). The WPR is a process measure, showing whether recipients were present at countable activities for the required number of hours. It does not measure whether these activities increased the participants' subsequent employment or earnings.⁴

Most other partner agencies are governed by separate federally- or state-mandated performance measures, which do not track work placement, training experience, or earnings. Some of the countywide initiatives have developed (or were reported to be developing) performance measures in partnership with WDACS, but these have not yet made their way into any of the agency plans, evaluations, or data systems we reviewed.

Alternative Performance Measures

In 2017, the CEO's office began producing an Economic Development Scorecard that reports the number of participants, successful completions, and success indicators for all workforce development and job training program in the county.⁵ The Scorecard reports on the following indicators:

- Completion of program (training or internship)
- Job referral
- Employment or permanent employment
- Unsubsidized employment
- School enrollment
- Supportive service completion
- Participation // completion for each program
- Employment placements by industry and cluster
- Average hourly wages for each industry

The Board motions and reports on alignment refer several times to developing additional shared performance measures for reporting through the scorecard. The Economic Development Policy Committee discussed creating additional measures, but these have never been developed.

Effective performance evaluation of a workforce development system requires a more robust set of outcome measurements, in particular of the quality of placements, earnings, and duration. For example, the *What-Works* initiative of the Urban Institute proposes the following measures:⁶

- Number of job interviews and job offers
- Number of employer partners
- Percent of employer partners offering jobs to clients
- Number of repeat hires by employer partners
- Employee wage gains above 20% over 12 months / 2 years
- Employee wages and retention by industry sector
- Reliance on public assistance (e.g. enrollment in CalFresh or GAIN) after 12 months / 2 years
- Number and percent of clients in same job after 12-18 months of placement / still working after 12 months
- Average hourly wage; average hours worked
- Number and percent of clients receiving health care benefits through employer
- Number and percent of clients who attain economic stability within 12 months / 2 years of training completion

Tracking these kinds of performance measures requires additional data collection, through client surveys or linked administrative datasets. These data provide additional insight into the economic stability of placements, information that CalJOBS data do not offer. We discuss below the capacity of the County to enable such longitudinal analysis.

Recommendations

The current system's emphasis on job-matching and short-term outcomes provides insufficient emphasis on the role of workforce development in improving long-term earnings and economic competitiveness. This focus on placement goes against strong evidence that occupational skills training provides workers with best long-term wage outcomes, and evidence that skills mismatch poses a significant economic challenge to regional economies. Performance measures should be designed based on the outcomes desired by the Board; reliance on WIOA metrics will not provide effective measurement of how well programs are addressing the Board's goals for workforce development.

We recommend that resources should be more focused on occupational skill development, pathways to good jobs, and the long-term interests of key stakeholders, including job seekers, business customers, and local communities. Studies of WIA and WIOA have found that the emphasis on universal service, and rapid workforce attachment, has created increasing demand, resulting in more people being served with significantly less depth. The work-first orientation has tended to decrease, rather than increase, collaboration between workforce and social services. Evaluations of workforce development systems have also suggested that enrollment decisions are driven by a desire to maximize performance metrics, diverting resources away from those most in need, and gaming the timing of entry and exit. In order to do this, workforce development leadership must: (1) increase mission emphasis on worker skill development and pathways to good jobs; (2) empower personnel at all levels of the system; and (3) implement significant changes in performance measurement and data management.

Producing meaningful performance evaluation will require adopting metrics more robust than those mandated by WIOA. In addition, workforce development-related outcomes must be tied to the evaluation of key programs and agencies beyond WIOA, including WDACS and DPSS.

1. **Adopt an expanded set of performance measures** to be reported in addition to the required WIOA measures, and to be tracked across agencies and initiatives with the help of the CIO. These measures should be identified through a process that draws on work already done to normalize terminology for workforce programs. See below for how this should be connected to the development of data infrastructure that enables longitudinal performance analysis. These new metrics should explicitly de-emphasize job placement rates and service volume as an indicator of success (for the agency as a whole and for the individual AJCCs). These should be reported quarterly as part of the CEO Scorecard.
2. **Engage experts to produce statistical evaluations of program effectiveness.** These evaluations should include attributing outcomes to specific types of activities and specific training providers, along with analysis of economic mobility outcomes by industry and occupation. WDACS has already contracted with the California Policy Lab (CPL) to conduct performance evaluation based on the data in CalJOBS, which CPL will match with additional EDD data and conduct both a descriptive and a causal analysis. The County should expand its goal for evaluation to include more longitudinal measures and measures of program effectiveness. Based on our conversations with WDACS research staff and the CIO, we believe outside expertise will be needed to help design evaluations that can estimate the effect of programs on participant outcomes.
3. **Build workforce development outcomes into required reporting for key agencies providing workforce development services,** in particular for DPSS. There is precedent for TANF agencies to report on WIOA measures for all TANF recipients, regardless of enrollment in the WIOA system. The Economic Development Scorecard should be built out to include these outcome-based measures for agencies, not just process-based measures.

2. The Establishment of MOUs for Sharing Client Data

Throughout California, government agencies have sought to share data in order to improve program delivery and performance evaluation. The Board's motions on alignment direct the relevant agencies to use MOUs to make data sharing agreements and to work with the Chief Information Office (CIO) to identify obstacles and opportunities for sharing information to serve clients and monitor performance.

There are two goals linked to the push to improve data systems in the workforce development arena:

- (1) **Improve service delivery:** Sharing data between agencies can facilitate better service provision, through sharing assessments to facilitate case management, determining whether clients are accessing (or helping them to access) services offered by other agencies, making referrals easier, and giving front-line staff visibility into what programs clients have already accessed.
- (2) **Evaluate performance:** Linked data can enable improved performance evaluation by tracking individuals across multiple programs and agencies over time, matching individual records with data from other government data sets (in particular earnings data held by EDD (as part of the UI program) or Franchise Tax Board, which has income data for individual filers), and using data to assess program effectiveness and client outcomes. Better evaluation means that jurisdictions can improve efficiency and better resource utilization.

Both leadership and frontline staff clearly understand the benefits of linking data to better serve clients. Staff commented on the value of being able to look people up in shared systems; staff who had worked in other jurisdictions (e.g. Texas) had the experience of being able to find out if people were on county assistance, what kind of aid they were receiving, and what other programs they were enrolled in. Being able to view an assessment and service plan would greatly facilitate the experience of clients and staff at frontline locations like the AJCC.

There are two approaches to integrating data: (1) a centralized data system, in which data is integrated (matched) using unique identifiers, consolidated into a data "warehouse," and then accessed by users, or (2) a federated data system, in which particular records are matched upon request for use in evaluations and other reporting. The latter is what WDACS and DPSS are doing now, and where the County's primary focus has been. The former is one of the goals of the County's various efforts at developing a countywide data infrastructure, and would facilitate integrated service delivery.

If the primary purpose of data integration is to engage in performance evaluation, then a federated model similar to that emphasized by the justice metrics pilot can work, with a trusted partner charged with linking data and allowing agencies to submit research requests to an entity like the CIO, who would produce the matched dataset and possibly generate evaluations. For the purposes of sharing assessments or viewing client engagement with the county in real-time, however, some form of centralized system will be necessary.

Status of MOUs

The primary vehicle for data sharing between agencies has been the execution of MOUs. WDACS has done this with a few agencies:

- WDACS and DPSS:
 - Data sharing MOU for sharing of confidential data for CalWORKs adult and youth participants, and GROW adults, matched with EDD for reporting.

- WDACS, Probation, and DHS: for Coordinated Optimal Rehabilitative Efforts (CORE) services
 - Probation and DHS to provide both identified (for clients who provide consent) and de-identified data to MOU partners, for use in statistical reporting on participation, program activity/compliance, and other variables identified by the agencies during the period of the MOU.
 - WDACS to provide the other agencies with data needs and program, performance, and outcome data.
- WDACS & Housing Authority of the County of LA (HACoLA, now part of LACDA): HACoLA to provide address information for matching with LWDAs, to assist with referrals to AJCCs, and WDACS to provide basic reporting on HACoLA residents who receive services through the AJCC system:
 - Count and percentage of HACoLA referrals that are enrolled into a WIOA program.
 - Count and percentage of participants that dropped out of a WIOA program.
 - Count and percentage of participants that have been placed into unsubsidized employment at closure or during follow-up in a WIOA program.
 - Count and percentage of participants that have received training services in a WIOA program.

These MOUs do not specify the data sharing mechanisms to be used, and do not set precedent for new data infrastructures. Nor do they leverage linked data to expand performance evaluation beyond the existing metrics of WIOA.

CalJOBS

All California WIOA agencies use CalJOBS, the state system that allows both workers and employers to register and find opportunities as well as training programs. CalJOBS tracks basic information about clients and records their participation in WIOA and other workforce programs. Clients (and employers) can also register themselves in CalJOBS online, or staff can register them at AJCC and other sites.

WDACS staff can review select performance data in CalJOBS, and which is matched with matched data from EDD. WDACS data analysts run reports at the request of Workforce Development Board members and other county staff. For some programs, frontline staff in the field can see a dashboard with performance for each AJCC on various metrics.

One of the Board's mandates was that all clients obtaining workforce development services be enrolled in CalJOBS to facilitate referrals to workforce development services and to enable tracking of WIOA outcomes for those participants. There has been minimal progress on this directive. Currently at one AJCC, DPSS clients are enrolled by LACOE staff who are trained to use CalJOBS. The barriers to broader use of CalJOBS by agencies other than WDACS appear to be several: (1) agencies do not believe it's their responsibility; (2) agency frontline staff view it as outside their job scope; and (3) AJCC staff are disincentivized to enroll clients from other agencies who, in their assessment, are not work ready.

DPSS has recently moved to a new data system for case management and eligibility called LRS (LEADER Replacement System), part of a statewide initiative to move toward a single database for Health and Human Services agencies. As with CalJOBS, clients can enroll in General Relief and CalWORKs online.

The data systems of DPSS and related agencies are not structured in a way that parallels CalJOBS. The CIO has identified many areas of incompatibility between data sets as they work to normalize variables for matching; we discuss this more below.

Developing Data Frameworks

The County began focusing on data sharing in 2016, taking steps to pilot a new County metrics framework for assessing program performance. The Board at that time instructed the CEO to work as a coordinator for the Chief Information Office (CIO), Research and Evaluation Services Unit, Internal Services Department, and county partners to create the legal and technical infrastructure necessary for data sharing. Unfortunately, progress on developing integrated data systems focused on workforce development since 2017 has been slow, despite several independent efforts toward data integration, and there is not a clear plan for tying the needed performance evaluation with the CIO's data infrastructure.

Performance Evaluation

There is a history of data innovation in Los Angeles County for use in performance evaluation. In 2007, researchers created an integrated data system (IDS) called the Adult Linkages Project (ALP), now called the Enterprise Linkages Project (ELP). In its original form, the ALP consisted of two distinct systems: one that DPSS caseworkers use, and one that Research and Evaluation Services (RES) staff use for policy-driven research.⁷ The CIO's work has led to several committees working on the challenges of data sharing: a data management steering committee, an information management committee to do data governance, policy development, develop data use agreements, and handle data use requests.

In 2017, the Board directed the CEO to focus on data sharing possibilities for developing a countywide justice metrics system, with a primary goal being to make program outcome data accessible through a variety of platforms, including to the public. As part of that effort, The CEO created a team of County Counsel staff to meet regularly with the CEO to resolve, better understand, or develop plans to address legal barriers to specific data sharing questions. The CIO has taken on this work and made some progress over the past year. They have worked with County Counsel to develop a data sharing guide, data sharing protocols, and in June 2019 to the Board approved the authority of the CEO/CIO to designate the County "data steward." A data steward has the authority to collect and link identifiable information for anonymizing and supporting coordination of care or provision of County services. This is a significant step forward.

The CIO is currently building out "ELP 2.0", which will expand the CIO's ability to match individuals between departments in order to produce an anonymized dataset that can be used for longitudinal analysis and evaluation. Much of the work in that effort involves normalizing data between agency programs: even items like gender or homeless status are recorded differently in different systems. This work of normalization would benefit from expertise specific to workforce development, and how administrative data on workforce outcomes could be used to inform performance evaluation.

Sharing Client Assessments for Integrated Service Delivery

The first goal, of providing staff with access to assessments and other tracking information from other county agencies, requires a different type of data arrangement than for performance evaluation. Such a system requires nearly just-in-time access.

Staff from multiple agencies described the benefit of being able to see client information gathered by other agencies: to speed up data entry by importing personal information, to benefit from assessments of obstacles

and barriers made by other case workers, to see workplans developed by other case managers, and to see what other programs a client is enrolled in.

WDACS has implemented a pilot automated referral system for the INVEST program, between Probation, WDACS and the Office of Diversion and Reentry. This collaboration is governed by an MOU that governs data sharing, enrollment, and referral. Data from participants, who have given consent, is connected to workforce data. Probation staff (offender workforce specialists) can refer clients to WDACS services either from AJCCs or the central office, and can also see if people who were referred actually enrolled. WDACS can track the percentage of enrollments that resulted from different types of referral.

Sidebar: Business Outreach Data

Several agencies are also looking at data coordination to track business outreach, in order to step in avoiding duplication and improving employer relationships. DPSS, LACOE, and WDACS have been using Launchpad (a Salesforce platform) to share this information. DCBA, however, which also has staff at AJCCs, has their own data system for tracking business engagement, and is in the process of adopting a new data management system.

The CIO has been developing a data “brokering” system by building out a platform that can pull data from the many separate agency systems, and ultimately allow frontline staff to populate intake forms in their own system with data from another agency. To date, this has resulted in small-scale sharing: DCFS case workers and Homeless Initiative caseworkers can access criminal history records for clients and household members. WDACS has only recently begun conversations with the CIO about conducting an information maturity assessment of the agency.

This form of data sharing could also facilitate “warm referrals”—in which clients are directly connected to other services. In order to be successful in improving the client experience, the CIO is working with agencies to define what constitutes a “trusted” referral, and how to structure client permission for sharing data between service providers. This approach is closer to a true integrated service delivery model, but has not yet been able to scale up beyond the programs for which legislative specifically authorizes the sharing of client data.

The most difficult part of building data infrastructure is getting the right stakeholders in a room—people with decision-making power—to define what rules will govern a brokering system. Partners must agree to share data, define a trusted referral, and determine how to facilitate integration as a business process. Because agencies use different case management systems, someone needs to develop rules to operationalize linking them. The CIO believes they have the authority to bring these stakeholders to the room, but until recently described itself playing a “coordination and collaboration” role rather than having the authority to push agencies to adopt coordinated data practices. WDACS has not yet been a significant focus of the CIO’s efforts.

Recommendations

The county has only begun to tap the power of administrative data to evaluate workforce development programs, or to integrate data systems to share information between agencies. Pilot efforts show promise, but they have not been designed in ways that facilitate scaling up.

4. **Create a data governance committee specific to workforce development.** While the CIO has taken several steps toward building data sharing capacity, there needs to be a plan developed to focus specifically on workforce development service delivery and performance

evaluation, with equal emphasis on both. This committee should be led by a driver who understands the long-term potential of coordinated data sharing and evaluation, and include data managers from all the key partner agencies, including WDACS and DPSS, as well as researchers with expertise in workforce development.

5. **Solidify the CIO’s authority to develop an integrated data infrastructure for workforce development.** This would include the authority to impose mandates (under the guidance of the committee, described below). The CIO plays a central role in the county’s data infrastructure approach but has taken a relatively passive role in pushing for data sharing. It has primarily responded to agency requests.
6. **Develop a plan for linking workforce development data** that builds on the work of the CIO in assessing data capacity, mapping data systems, and normalizing data between programs. The plan should be built from the performance metrics established as part of recommendation (1) above. This plan should prioritize identifying obstacles to sharing client assessments across agencies for integrated service delivery. The data governance committee described in (4) should be responsible for assessing progress and ensuring that milestones are met.

3. Alignment and Integration of Services at America's Job Centers of California (AJCCs)

One of the focuses of WIOA implementation has been the goal of integrated service delivery (ISD), which is intended to allow participants to seamlessly receive services from multiple agencies. The WIOA system provides for a system of One-Stop centers through which clients access workforce development services, and where certain required partners programs are coordinated. In LA County these One-Stop Centers are called AJCCs: America's Job Centers of California. There are 19 AJCCs under the jurisdiction of the LA County WDA: 7 comprehensive, 6 affiliate, 4 specialized, and 2 unique.

Because AJCCs are the entry point for workforce development services, the Board has directed other county agencies to have staff there as a mechanism for promoting service integration and a more seamless client experience. WDACS and has identified multiple components of the objective to align services at AJCCs:

- Co-location of key partners, particularly for those serving priority populations
- Assessment of other agency participants for WIOA services
- Cross-system referrals and tracking
- Cross-system training of program staff located at AJCCs
- Co-enrollment of transitional subsidized employment participants
- Integrating county program participants (in particular DPSS) into the AJCC system through CalJOBS registration and co-location, linking GAIN and GROW to the workforce system
- Linking Community College Programs with AJCCs
- Coordinated engagement with business and industry across AJCCs to track employer contacts and work with DPSS Job Development Clusters to share best practices
- Integration of DPSS CalFresh Employment and Training Program (in order to leverage additional federal funding)

Co-Location of Workforce Development Partners

The lack of progress on using co-location to further the Board's goal of service integration is perhaps the most significant shortcoming in the progress of alignment overall. We found that AJCCs varied widely in their attendance, level of service, availability of multiple programs, and vision for integrated service provision. As one observer stated: "AJCCs are where the silos come to life."

Some of this can be attributed to the lack of strategic purpose to co-location throughout the system, originating with the requirements of WIOA itself. There are not clear guidelines about what co-location requires. Therefore, how often agency staff are there, what services they offer, and much more varies significantly from place to place. Co-location is sometimes defined as any instance where partner staff members were physically located at some or all of the area's comprehensive AJCCs for at least one day per week. For many programs, this simply isn't enough to meaningfully improve access to services. Some agencies with relatively few workforce-related staff (such as Military and Veterans Affairs) are "co-located" at all AJCCs, which means staff are at any given AJCC for 3-5 hours a week. During our visits, there were many occasions where a client walked in and couldn't access services that were, on paper, co-located at the site.

The physical separation of DPSS locations from the AJCCs is the most stark failure of co-location. DPSS itself is physically split, with GAIN and GROW offices in separate (although sometimes adjacent) locations. Because the two populations don't overlap, this makes sense from the perspective of delivering core DPSS benefit management, but it makes it more difficult to align workforce services with DPSS programs, or to leverage economies of scale in DPSS' internal team of workforce development specialists. DPSS Job Clubs are co-

located in only two locations; WDACS suggested that there are steep institutional barriers to locating DPSS at AJCCs, even though the benefits of co-locating Job Club were apparent to all of the frontline staff we met with.

Even where agencies are co-located, the benefits to clients were not easy to measure. We heard that AJCC contractors had uneven success in attracting and effectively utilizing co-located staff and agencies. Informal arrangements occur throughout the system, but are highly dependent on individuals and their knowledge and relationships. The effectiveness of co-location is also very dependent on the AJCC contractors and their relationships with agencies and commitment to the intent of service integration and co-location.

The Department of Children and Family Services (DCFS) provides a good example of the limits of partnership and service integration. DCFS provides workforce-related services primarily for foster youth, with funding from several sources. The agency has very limited staff devoted to workforce development, making real co-location impossible; they tried co-location at a couple of sites and did not have the foot traffic to justify diverting staff from core locations. They make referrals to AJCCs and encourage foster youth to enroll in CalJOBS. The verification of foster youth history, which makes them priority for DOL services, is performed by only one DCFS staff person. DCFS staff also express concern about the ability of AJCC staff to deal effectively with their client population.

It is clear that simply co-locating agencies and programs at AJCCs does not guarantee that individuals experience the “wrap-around” service that is the goal of alignment. There are some benefits of co-location: it may facilitate increased staff knowledge of other agencies’ services, increased follow-through on referrals (if in the same building), the development of shared policies and procedures, and staff discussion of the needs of specific customers. We asked staff at several agencies what effective co-location might look like, and no one could articulate such a vision. Several people mentioned the possibility of locating Job Clubs at AJCCs, in part to use the physical infrastructure, to reduce duplication, and to introduce clients to the availability of long-term training opportunities after they earn out of DPSS programs.

There are alternative approaches to thinking about housing multiple services in a single infrastructure: for example, locating access to services in existing infrastructures like libraries, shelters, and schools. The county (and agencies) currently bear significant expense for arranging and paying for physical space. Preserving a focus on co-location without a clear strategy for making it benefit clients or agencies is unwise.

Approaching co-location from a different perspective—how to use existing and accessible community spaces and service entry points—would be a more productive approach, but there has not yet been a strategy developed for enrolling participants in WIOA services at non-AJCC sites. Other access points for high-priority clients—probation offices, youth centers, homeless infrastructure—could serve as workforce development centers for these populations if caseworkers were trained to work with the workforce development system. This approach may be easier than teaching workforce development staff how to work with these different populations, and would allow clients to access services where they are already most comfortable.

It’s also important to note that co-location can imply a broad range of possible activities: enrollment, case workers / navigators / case managers, and actual service provision. The co-location of whole system navigators was most frequently mentioned by staff as a critical need, speaking to the importance of developing staff who can serve as universal system navigators across a broad range of programs. The current staffing and training model at AJCCs falls well short of this approach.

Integrated Service Delivery

Under WIOA, co-location is intended to be but one component of an integrated service delivery (ISD) model. The Department of Labor identifies several components:

- Co-enrollment
- Co-location
- Functionally-aliened staff
- Integrated business services
- Integrated case management systems
- Integrated intake
- Integrated policies
- Staff cross-training

There have been limited efforts in each of these areas. DPSS and WDACS have engaged in some program cross-training for staff at AJCCs, and developed a training document for DPSS staff on how to refer people to AJCCs. WDACS staff were trained on eligibility requirements and programs offered by DPSS. It's unclear how continuous this training has been, or what substantive improvements it has led to. There are no mechanisms in place for evaluating the success of such training or determining how often it should be held. Many agencies expressed concern about making referrals to WDACS; many of their referred clients are not assessed as “work ready” by workforce development staff, even if other agency case workers have assessed them as work ready, so handoffs are often unsuccessful. Staff are reluctant to make referrals only to have clients turned away for services.

Recommendations

7. **Develop a revised plan for siting workforce development services** that focuses on co-location as only one part of several elements of integrated service delivery. In light of the scant evidence that co-location is necessary or sufficient for effective partnership and better integrated service, experts have recommended that workforce development policy move away from mandated co-location.
8. **Conduct comprehensive evaluations of AJCCs** using robust research methodologies, including comparative data on their surrounding populations, participant observations, performance data on training programs, and evaluation of staff training and collaboration. The AJCC infrastructure is a core part of delivering workforce development, and it is tremendously uneven. Although we visited several AJCCs, it was not possible for us to effectively evaluate the system as a whole. The data reported by WDACS provides limited insights into how effective AJCC operators are, how effectively AJCC locations serve their populations, and how effectively staff collaborate with each other across programs. This evaluation should include an audit of referral experiences of clients from different agencies to AJCCs, with an emphasis on the experience of priority populations. This evaluation should be done by an entity separate from the division responsible for procurement of contracts with AJCC operators.
9. **Institutionalize cross-program training.** Develop cross-training curricula that would help staff from all involved agencies to make assessments of people's eligibility for workforce development and readiness for employment; this should include training caseworkers for

priority populations in how clients can access workforce development services. Delegate authority for updating and implementing that curricula to a single entity that works with the alignment committee to evaluate its effectiveness.

10. **Identify alternative entry points to the workforce development system.** With input from community organizations and agencies that specialize in serving target populations, identify sites that would be more effective than AJCCs for locating specialized staff trained in both serving specialized populations and workforce development: for example, public housing developments, shelters, schools, libraries, and correctional facilities.
11. **Integrate TANF / WIOA / General Relief workforce development services.** Assess the feasibility of consolidating GAIN and GROW services with WIOA services, possibly through the restructuring described in the final section of this report.

Sidebar: Labor Market Information and Employer Engagement

The most effective workforce development strategies align with what employers need; understanding the local labor market is critical to an effective strategy for improving long-term client outcomes. Programs must also ensure that funds are not used to channel workers into jobs that may be in high-growth industries but fail to provide sustainable employment.

The Board directed WDACS to develop strategies for using Labor Market Information (LMI) throughout the workforce development system in order to ensure that the trainings and services align with the needs of local business, by identifying in-demand occupations and unmet employer needs. Ideally, LMI should be incorporated into decision-making in the process of developing partnerships, creating programs, and matching clients with opportunities. WDACS has identified three components to this:

1. Using the LAEDC *People Industry and Jobs* report to identify high-growth clusters. Staff at AJCCs are supposed to pull the LMI for jobs within 10 miles of a person's home area, and in a high-growth sector, as part of creating their training plan. AJCC staff use the LAEDC report to select high-growth sectors; the WDACS business services team can also provide profiles for a specific area.
2. Producing quarterly economic analyses for the AJCC system and providing trainings to AJCC staff and other agencies on using LMI. WDACS has significantly upgraded its LMI analytical capacity, and has provided trainings to partner agencies on how to use LMI data. But frontline staff at WDACS and other agencies were unclear about the plan for future trainings, or about how to leverage more detailed and time-sensitive LMI analyses in their day-to-day work.
3. Sharing information among job developers at DPSS and WDACS, through cluster meetings (local groups organized by DPSS). Many staff said these cluster meetings were useful and that there was an attitude of cooperation among staff who participate. However, these clusters are not clearly connected to a larger county strategy, and are still primarily reactive rather than strategic.

Each AJCC has business services representatives who are tasked with engaging with surrounding employers. WIOA puts additional emphasis on business engagement. These staff often have case manager backgrounds and lack experience working directly with employers (and in fact often spend most of their time at the AJCCs). DPSS and LACoE also have job developers, who function primarily as job matchers. At the frontline level, staff engagement with businesses primarily takes the form of identifying and sharing local job openings with their clients (and there is significant variability in how effectively staff do this). DPSS job developers are especially oriented toward placement, which means that they will tend to interact primarily with entry-level employers who are looking for people who can be placed immediately. If the system were to be designed to truly connect workforce needs across workers and employers, it would require a different kind of staffing: people trained to work with companies to identify needs, and savvy about what long-term training programs look like and how to align the needs of workers, the County, and business.

Businesses with more complex needs work with WDACS' Economic and Business Development Division. Some businesses approach WDACS seeking to develop a pipeline of workers with specific training, others are seeking to hire workers eligible for tax credits. Within WDACS, the Division is separated from the operations side—they might work together if an employer needs a specific pipeline of workers (for example CNAs), but they primarily function as separate units. This limits what should be an organic feedback loop of information about the labor market to program delivery and client service. We recommend integrating this Division more fully into the areas of WDACS responsible for WIOA program delivery.

4. Assessment of Workforce Development Trainings

After conducting an initial inventory of workforce development programs in the county, WDACS identified a lack of uniform terminology and common definitions among relevant County programs; lack of clearly defined success indicators; inconsistencies in the approach to training and service delivery; and limited or undefined performance metrics. WDACS identified three objectives for inter-departmental cooperation in this area:

- Agreement on standard County lexicon and definitions of key activities: In August 2017, WDACS secured a consultant to support implementation efforts to standardize terminology.
- Adoption of common outcomes and performance metrics. WDACS contracted for technical assistance by the Center for Law and Social Policy (CLASP), starting September 2017, to hold a forum in January 2018. The focus on cross-program performance goals / standards, to be implemented starting in FY 2018-19. This has resulted in comparable data on participation and placement being reported by WDACS on matched participants, but has not yet produced a qualitative assessment of program effectiveness.
- Designation of all training programs and services into recognized categories. WDACS identified four categories of programs which it now uses for reporting (reflected in the Scorecard): (1) job readiness, training and education; (2) employment services; (3) internships and work experience; and (4) supportive services.

WDACS also committed to conducting a comprehensive assessment of its trainings; in June 2019 it presented a 2018-19 performance report to the Workforce Development Board. Measures from WDACS track placement by industry cluster (high-growth or not high-growth). There are a range of occupations and incomes within any given cluster, so this is a very incomplete measure of whether someone has entered a good career pathway. WDACS' own data does not show a demonstrable difference, on average, in the earnings data for clients those placed in high-growth versus those placed in non-high-growth sectors. Overall, earnings are quite low, and many of the repeat employers are temporary agencies.

Recommendations

There has not been a meaningful evaluation of program effectiveness, in part because WDACS simply lacks the data needed to conduct such an evaluation. Sections (1) and (2) of this report include our recommendations for more effective performance evaluation.

5. Population-Specific Strategies

The Alignment plan focuses on success in serving the County's priority populations, and the Board asked us to look specifically at best practices for targeted workers. WIOA performance measures track placement and completion by priority population categories, which align partially with the County's targeted worker groups.

LA County Targeted worker category	WIOA priority population
Documented annual income at or below 100% of FPL	Low Income
No high school diploma or GED	Basic skills deficient
History of involvement with criminal justice system	Offender
Protracted unemployment	Long-term unemployed
Current recipient of government cash or food assistance benefits	General Relief, CalFresh, CalWORKS
Homeless now or within the past year	Homeless
Custodial single parent	
Former foster youth	Foster Care
Veteran or eligible spouse	Veteran

Countywide programs focused on these priority populations have shown some promising results, and outside organizations (including the partnerships described below in best practices) have been able to successfully link participants with supportive services. There are three ambitious efforts to focus workforce development services on key priority populations: the justice-involved, homeless, and youth. But agencies that work with those priority populations repeatedly expressed concern with how their clients experience the AJCC system; these promising pilots are not succeeding in aligning agency staff, who do not believe there is a shared vision for serving these populations.

1. **Re-entry population:** there are several countywide initiatives focused on the justice-involved population, including INVEST-LA, the Proposition 47 Jobs and Services Task Force, and the Prison 2 Employment (P2E) program, which has an alignment workgroup. The County Sheriff, Probation, and Office of Diversion and Reentry all have partnerships with WDACS in an effort to facilitate serving people who have exited the justice system. Innovative Employment Solutions (INVEST-LA) is a five-year partnership between Probation, WDACS, and ODR (funded by SB678). Probation has struggled to spend funds, and ODR (which is a relatively new agency) is better equipped to provide mental health support than employment services. The infusion of funding for this population has not been reflected in actual program delivery. The slowness of WIOA processes is also a poor match for the re-entry population; research shows that receiving services during the first 60-90 days of release is critical for preventing recidivism. Probation and Sheriff staff raised the possibility of assessing clients before they exit incarceration.

2. **Homeless population:** Funding from Measure H and a robust infrastructure of homeless services programs have led to several initiatives focusing on homeless residents. The Employment and Homelessness Taskforce, convened by the CEO, includes WDACS and DPSS as partners. In February 2019, the Taskforce identified the need for “significant culture shifts” needed to create access to employment for homeless clients. Our own interviews echo these findings. Staff from LAHSA and HACoLA expressed frustration with connecting clients to WDACS services. The core workforce development system is viewed as inaccessible or unaccommodating to homeless clients. DPSS staff were not aware of resources for homeless clients outside of their own housing assistance programs.
3. **Disconnected youth:** Multiple agencies and workforce development areas are part of the Los Angeles Performance Partnership Pilot (LAP3), including city and county agencies, school districts, and community colleges charged with aligning and integrating county programs that serve disconnected youth. The LAP3 model includes braiding funding sources, coordinated tracking (using CalJOBS enrollment and WIOA outcome measures for both WIOA and non-WIOA program participants), bridging communication, and federal waivers that allow for more innovative program delivery. Youth served by this effort also face barriers of homelessness, justice backgrounds, and foster placements. The effort consists of six working groups with distinct mandates for providing strategic leadership, overcoming institutional obstacles, and establish evaluation protocols. LAP3 identifies service gaps for this target population and developed a strategic framework for making it easier for youth to access necessary services, focused on education and training.

Countywide initiatives focused on target populations have been successful in identifying and targeting service gaps, but it remains unclear whether collaborations will stay in place when funding expires. WDACS has not played a leadership role in driving the strategy for any of these three initiatives. Several people raised concerns about the proliferation of special programs, often with separate funding sources and targeting specific populations. There is no central entity responsible for evaluating these programs, and many (e.g. LAP3) have incorporated some of the alignment mandates into their own strategic plans without a clear point of contact or authority for meeting those mandates. These targeted programs also raise concerns about duplication of services. These programs are proliferating without a clear plan for learning from their successes, building them into existing agencies, and scaling them up. These partnerships are often recruiting participants through nonprofit agencies, which may skip over higher priority residents simply because the agencies such as WDACS are not effective at identifying clients.

Recommendations

The recommendations above—in particular for integrated service delivery—will improve the ability of workforce development services to be effectively targeted to priority populations and those with significant barriers to employment. We have two additional recommendations based on best practices:

12. **Commission sector studies of promising career pathways**, similar to that performed by WERC for the healthcare sector, for the high-growth sectors identified by the Board.
13. **Adopt a sector-based strategic plan** that specifically identifies how each of the priority population groups will be connected to training partnerships, i.e. through system entry points and case managers.
14. **Direct funds toward sector-based training partnerships** that offer subsidized training, direct placement, and wrap-around services.

V. BEST PRACTICES

The Board directed us to look for best practices in other jurisdictions that could serve as models for the County, in particular for supporting clients with high barriers to employment. We focused on looking for best practices in three areas we consider high priority for the County's alignment efforts: workforce development success factors; models for alignment and service integration; and models for performance evaluation and data collection.

1. Workforce Development Success Factors

Evaluations of workforce development programs have identified several factors associated with better outcomes for participants (shorter periods of unemployment, higher long-term earnings, and fewer periods of unemployment). There is significant research on the elements of successful workforce development approach. We highlight the key factors below and in the accompanying profiles.

Move Beyond Job Search Assistance

In the most comprehensive evaluation of WIA implementation in California, the authors stated: “[W]e question whether the current concentration of system resources on job search and work readiness training represents the best long-term strategy for workforce development.”⁸ Many evaluations suggest that WIOA provides even heavier emphasis on these short-term programs. Job search assistance is the least intensive intervention, and also the most frequently provided. Staff assist participants with finding job openings and completing applications, and sometimes provide resume assistance and interview practice. Job search assistance has been found to reduce the duration of unemployment.⁹ But researchers have also found that job search assistance has minimal impact on long-term earnings (Ibid); by the third quarter after job search assistance was received, participants were averaging the same earnings as those who had not been assisted. Wunsch (2010) proposed that the optimal use of job search assistance is at the beginning of an unemployment spell, and for short durations, and that participants have better results in programs with tight monitoring of job search goals. The majority of workforce development participants receive only this very limited assistance. LA county is just starting to use its own data (with CPL) to evaluate the short-term impacts of participation in WDACS or DPSS workforce programs, which constitute the vast majority of services provided by the County's workforce development system. Many experts in workforce believe that most WIOA resources go to programs that are not necessary and that primarily subsidize low-wage employers by helping them recruit workers. LA County's core workforce development system is still largely oriented toward these services; investments in more promising career pathway programs have been small by comparison.

Adopt Sectoral Strategies

If job placement assistance makes only a marginal and short-term difference in a participant's earnings, what strategies produce more promising results? Sector-based workforce development is widely held to be the most successful way to both transform the skills of a group of workers and respond to the dynamic needs of industry.¹⁰ A successful sectoral strategy has five elements:¹¹

1. Intensive screening of program applicants for motivation and readiness
2. Sector-appropriate preemployment and career readiness services, including orientation to the sector and career advancement coaching
3. Sector-specific occupational skills training aligned with employer needs and leading to certifications that are in demand in the regional labor market

4. Sector-specific job development and placement services based on strong relationships with employers
5. Postemployment retention and advancement services, including ongoing contact, coaching, skills training, and rapid reemployment help if needed

The benefits of sectoral strategies have been well documented by statistical evidence. WorkAdvance was a sectoral-focused program rolled out at four different providers in 2011 as part of a randomized control trial.¹² The study operated across three different states (New York, Oklahoma, and Ohio) and providers built career pathways in a variety of sectors (transportation, IT, health care, pest control, and manufacturing). All participants were below 200% of the federal poverty level, most had a high school diploma or equivalent, and one in four had a criminal conviction. WorkAdvance participants earned an average of 14% more (\$2,000 in annual income) than they otherwise would have, measured two years after they began the program. The effects differed by site, ranging from no earnings gain to 26% earnings increase. In addition, there were increases in every other category of services, including training completion, credential acquisition, and employment in the targeted sector.

WorkAdvance shows that a well-run sectoral-focused program can indeed increase the earnings of low-income participants. Whether a program is “well-run” is determined by a variety of factors. A successful program needs the flexibility to respond to changing market conditions; programs that are administered by providers as their only activity show the largest earnings gains. Up-to-date and granular local labor market information and strong working relationships with employers in growing sectors are also important. High priority needs to be given to understanding and adopting a “dual-customer” approach, training staff to balance the needs of both local employers and program participants.

Tie Training to Employment

Training that provides a stipend or wages is important for participants who cannot afford to forgo wages in order to develop their skills. When on-the-job training is well-structured, such as through apprenticeship programs, these approaches are a well-established way to connect workers to career paths. The County has several variations of what it calls “Earn and Learn” opportunities: apprenticeships, pre-apprenticeships, incumbent worker training, on-the-job training, transitional and subsidized employment, paid internships and externships, and project-based compensated learning.

Los Angeles Regional Initiative for Social Enterprise (LA:RISE) is one of those programs: a partnership between the county and city to provide transitional subsidized employment for homeless and formerly incarcerated residents. The Transitional Subsidized Employment (TSE) program provides subsidized employment opportunities for CalWORKs participants. Typically, workers are assigned to work in public agencies or private non-profit organizations. TSE helps overcome barriers to employment through fully supervised, paid work experience, and paid on-the-job training (OJT), with the goal of enabling the participant to secure unsubsidized employment after completion of their work assignment. LA:RISE connects with WDACS for this final placement. Other programs have established connections with employers that hold job openings for program graduates.

REDF, the organization running LA:RISE, brings together social enterprise, the workforce development system, personal support, and employer partners. Clients are enrolled and connected with supportive services, case management, training, transitional employment, and eventually permanent placement. This involves over a dozen partners, primarily nonprofits. The social enterprise partners manage the enrollment processes, going around WDACS. On paper, WDACS has been actively engaging with social enterprises: the agency has

a master agreement with 15 social enterprises and is a partner for the LA:RISE initiative. Staff and leaders at social enterprises, however, report that their interactions with AJCCs—who are formally still tasked with connecting program participants to employment—are uneven, and that the partnerships have not led to scalable innovations in coordination among county programs. Enrollment of clients has fallen to social enterprises because WDACS staff are not equipped to manage the process or identify suitable participants.

High Road Training Partnerships

High Road Training Partnerships (H RTP) combine the latter two strategies: they are sector-specific, and provide opportunities for intensive training that includes some element of transitional employment support or on the job training. County leadership has emphasized the benefits of high road training partnerships, but the system is not set up to provide career pathways. The system is set up to put people into jobs, incentivized by placement numbers, with a very short time frame and low average wages. A career pathway would require more training dollars and a longer time frame (including income supports). In Los Angeles County, many of these efforts have been organized outside the structure of the WIOA system.

We spoke with staff from two such high road training partnerships: the Hospitality Training Academy (HTA) and the Worker Education and Resource Center (WERC). Both programs connect workers with career ladders specific industries: hospitality, healthcare, and county employment. They use a labor management partnership model that provides subsidized on the job training and experience, intensive matching between workers and occupations, and case management.

Both programs have worked with AJCCs in the past, but found that they were not effective for identifying clients and moving them into their programs. The AJCC staff don't have the case management skills to identify potential candidates. Like LA:RISE, both programs work with community organizations to identify candidates from targeted population groups, including reentry populations and the homeless.

Integrating Comprehensive Services

Throughout our study, we heard from staff and leadership that the vast majority of clients need multiple county services to support their transition to sustainable employment. This is both a reflection of the tight labor market, in which people with few barriers are able to find employment relatively quickly, and of the increasing prevalence of systemic barriers such as justice involvement, mental health issues, inadequate transportation infrastructure, and a patchy and expensive child care system. The most successful H RTPs and transitional employment programs provide significant “wrap-around” services, often by providing a case worker who can help clients navigate social service systems. For many of the priority population groups for the county, participants may need significant support to facilitate moving into sustainable employment, including income support during training, significant soft skills training, child care and transportation, and possibly housing. This requires both investment and capacity.

SAN FRANCISCO SECTOR ACADEMIES

San Francisco has organized its workforce development training around a sector approach, in which services are delivered through a set of sector academies. Participants may begin the process of enrolling in a sector academy at a one-stop. The sector academies are governed by standing sector committees that meet regularly to review curricula, career pathways, and performance data. After careful consideration of labor market data and employer needs in San Francisco, OEWD chose four industries to build their sector strategy around: Construction, Healthcare, Information and Communication Technology (IT), and Hospitality/Retail.

Construction: Founded in 2005, CityBuild is the most established sector initiative and consists of two distinct programs: CityBuild Academy (CBA) and the Construction Administration and Professional Services Academy (CAPSA). CityBuild Academy is marketed as a “pre-apprenticeship” program and CAPSA provides skills for people to complete back office functions. Both programs are operated in partnership with community colleges, labor unions, community-based organizations, and construction contractors.

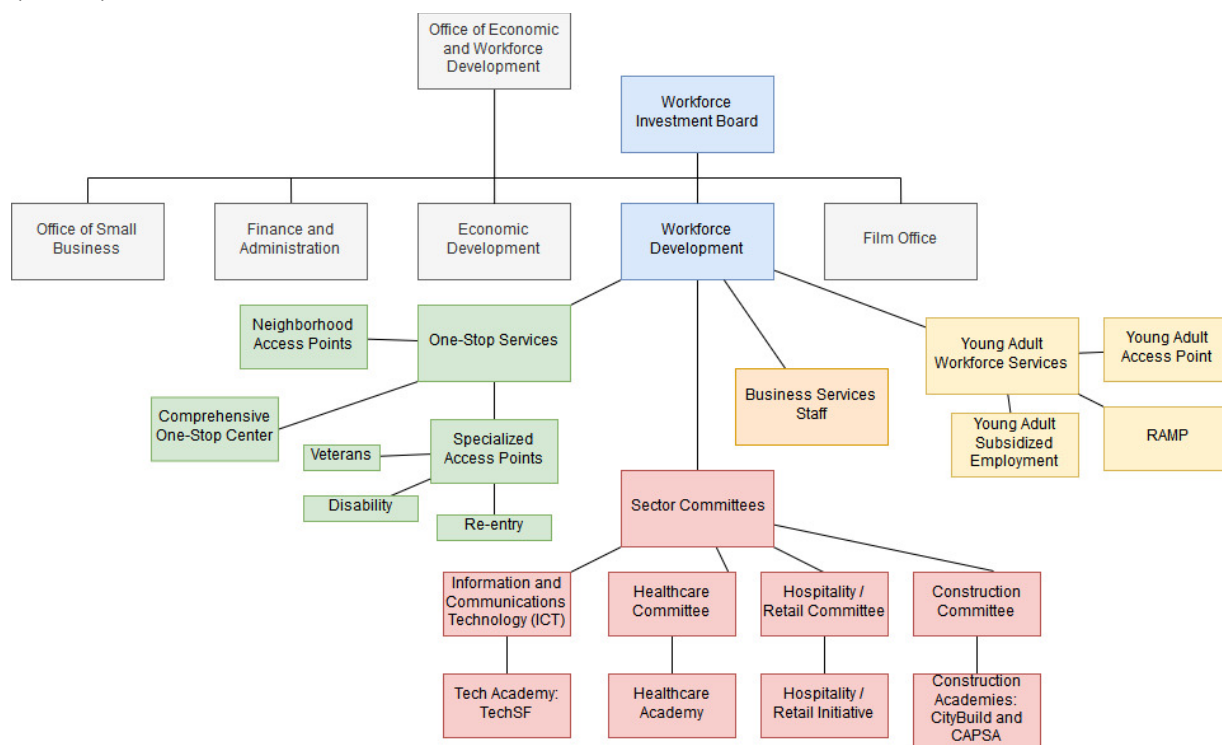
Healthcare: OEWD’s HealthCare Academy offers training for both clinical and non-clinical positions in a wide variety of settings. The Academy takes advantage of healthcare’s industry-regulated occupation ladders to provide participants with a clear pathway for increasing income.

Hospitality / Retail: The Hospitality / Retail Initiative delivers training for three priority subsectors: Food Services (front-of-house and back-of-house), Facilities Maintenance & Safety (janitorial, maintenance, house-keeping, and security), and Guest Services (hotel front-desk and retail sales associates). The Hospitality / Retail Initiative partners with local hospitality employers, industry associations, unions, and training and service providers.

Information and Communications Technology (ICT): TechSF offers a wide range of tech trainings with an emphasis on serving the long-term unemployed and those who are currently underrepresented in the IT sector. The city is also exploring pilot programs that will address the growing need for support among entrepreneurs, digital freelancers, and gig workers.

Sector Bridge Programs are meant to equip participants with the basic academic and technical skills necessary to successfully transition into a Sector Academy or further sector training. They can incorporate post-secondary education enrollment, financial incentives, and work-based learning opportunities.

Figure 3: A simplified organizational chart of San Francisco’s Office of Economic and Workforce Development (OEWD)



NEW YORK CITY CAREER PATHWAYS

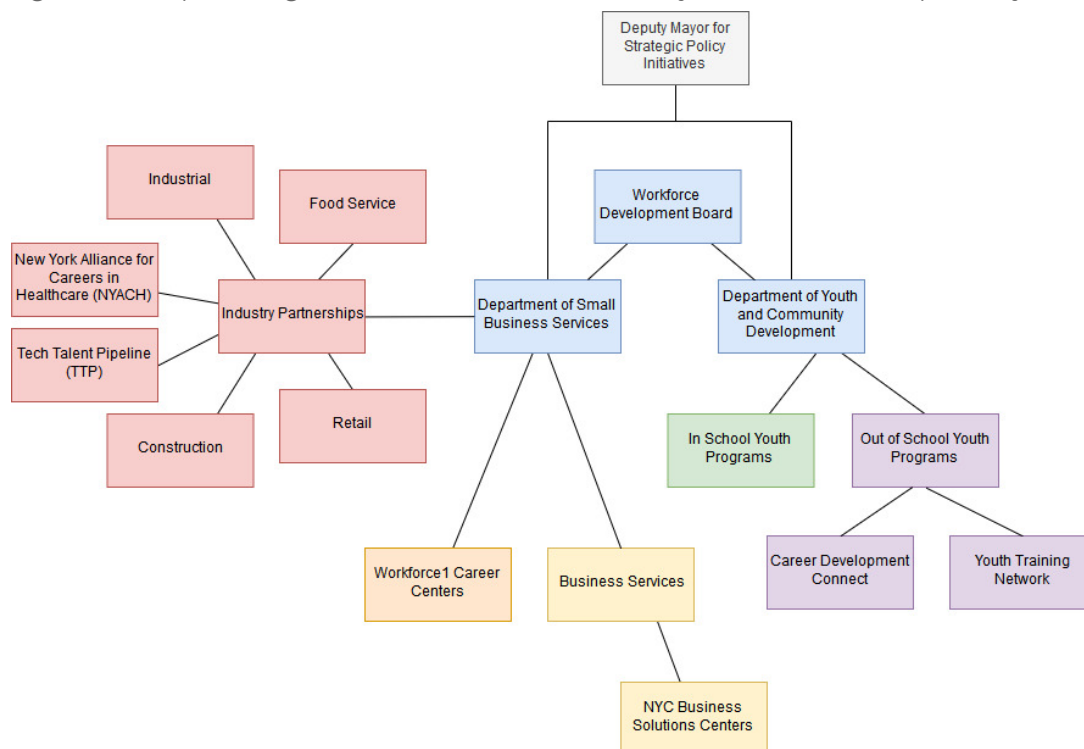
In 2014, New York City announced “Career Pathways: One City Working Together” as their framework for a cohesive workforce development system. The three central pillars are: building skills that are in demand by employers, improving job quality in lower-wage jobs, and increasing system and policy coordination. In New York’s vision, all adult education and workforce development programs would help participants identify a long-term career goal, an advancement pathway to that goal, and concrete next steps.

The vision specifically moves away from a “work first” approach and instead prioritizes investing in New Yorkers’ skills and training to access jobs aligned with their career goals and interests. The Task Force which recommended the pivot to a career pathways framework cautioned that it would not be easy—New York City is the largest city in the United States, and the career pathways model would require a philosophical shift away from autonomous, siloed programs and towards integrated service delivery.

Career Pathways will be a new system-wide framework that aligns education and training with specific advancement opportunities for a broad range of jobseekers. All workforce agencies will reorient their services toward career progression instead of stopping at job placement. This effort will include sector-focused bridge programs, skills training, job-relevant curricula, and work-based learning opportunities.

Industry Partnerships will be teams of industry experts (including employers, organized labor, educational institutions) in six sectors. Each team will have a feedback loop with the Career Pathways approach, to keep curriculum and training informed by employer needs and labor market trends. The partnerships will also focus on improving the quality of low-wage jobs in the city’s growing sectors of retail and food service.

Figure 4: A simplified organizational chart of New York City’s workforce development system



2. Best Practices in Alignment and Service Integration

Alignment is a challenge for all jurisdictions, regardless of size (although smaller entities, particularly city-county jurisdictions, have the advantage of being able to physically integrate more of their programs). It is clear from our evaluation that integrating CalWORKs, General Relief, and WDACS workforce development services is one of the most important focus areas for alignment. There have been several studies of WIA and TANF coordination at different sites in the country, and successful coordination is attributed to several factors: when funding for TANF employment services flowed through the workforce development system, when the same local entity administered the TANF and WIA programs, when services were co-located, and when there was a shared registration process.¹³ The most effective integration of TANF and WIOA occurs when there is a common intake system, data systems that share assessments, true co-enrollment (participants are fully enrolled in both systems), and funding streams are braided to facilitate the provision of supportive services (e.g. childcare subsidies) to clients enrolled in training programs.¹⁴

An evaluation of integrated service delivery approaches in 2018 identified four elements of successful approaches:¹⁵

- Organizations structure service packages across pillars in different ways to implement ISD.
- Organizational partners facilitate ISD by offering access to additional services that the organizations themselves do not provide.
- Organizations use strategies such as participant goal setting, developing trusting relationships with participants, and tailoring service content to engage and retain participants in services across pillars.
- Organizations use data to track (1) whether participants are accessing services across the three pillars and (2) participant outcomes; however, not all staff collect and use data consistently within and across organizations

Several cities and states have incorporated these approaches, including San Francisco and Washington state.

SAN FRANCISCO COMMITTEE ON CITY WORKFORCE ALIGNMENT

In 2014, San Francisco created two advisory boards with significant influence over the city's workforce development planning and evaluation. First is the Committee on City Workforce Alignment, housed in the DEWD (Department of Economic and Workforce Development) and joint with the Human Services Agency of San Francisco, Department of Children, Youth & Their Families. The committee's role was formalized in the city's administrative code; it was established for a five-year period, which ended in June 2019.¹⁶ The committee is comprised of four appointees by the Board of Supervisors and four by the Mayor's office. In 2019, the committee consisted of leadership from the key agencies providing or connected to workforce development programs:

- Director of Workforce Development (an ombudsman or czar position)
- Director of Human Services Agency
- Director of Department of Children, Youth, and Their Families
- Director of Public Utilities Commission
- Director of Public Works
- One mayoral appointee
- One member of San Francisco Board of Supervisors

The Committee on City Workforce Alignment is staffed by the Office of Economic and Workforce Development. The Alignment Committee has the authority to provide guidance to City departments through the 5-year plan or other policy guidance.

The Alignment Committee's primary responsibility is to develop the five-year Citywide Workforce Annual Plan and annual updates, with a focus on improving workforce development system performance across programs. The city's current plan has five core recommendations:

1. Contribute to breaking the cycle of poverty for San Francisco residents through targeted outreach and service delivery.
2. Develop a Workforce Transit Map to show how clients navigate the workforce development system.
3. Build data sharing infrastructure across City workforce development departments.
4. Actively use demand-side relationships and data to guide workforce development programming.
5. Continue to streamline procurement and contracting across City workforce development departments.

The Alignment Committee is advised by a second body, the Workforce Community Advisory Committee (WCAC), which has an official advisory role to the city's WDB. The WCAC is composed of leadership from nonprofits engaged in providing workforce development services, with a stipulation that appointees must have expertise in workforce development systems; the ordinance also specifies that the WCAC should prioritize representation of priority economic sectors and persons with expertise serving youth, the homeless, and re-entry populations. Both of these bodies have official advisory roles to the city's WDB, the Workforce Investment San Francisco (WISF).

WASHINGTON STATE INTEGRATED SERVICE DELIVERY

Washington State has adopted a model of integrated service delivery with co-enrollment; one of several states that serve as a model. This approach was developed by its local workforce development areas and implemented on a voluntary basis. ISD is "the delivery of workforce services in a manner that aligns/braids the resources of participating partners to seamlessly address the training and employment needs of system customers—job seekers and businesses. The goal of ISD is to encourage more job seekers to take advantage of as many services as necessary to help them engage in the labor market in order to achieve their goals. ISD is built on a belief that job seekers who utilize more of the services available to them in the workforce system will have better success achieving their employment related goals.

The components of co-enrolled ISD include:

- Co-enrolling as many job seekers accessing WorkSource [One-stop] services as possible and braiding/directing resources to provide appropriate services, regardless of categorical eligibility.
- Organizing staff and services around functions rather than programs or agencies.
- Meeting a common set of outcome measures for all customers.

- Providing a robust menu of services that result in positive labor market outcomes (e.g., finding a job, keeping a job, and continuing on the career ladder).
- Increase the focus on skill development, certification and work-based experiences based on what the job market requires.
- Gathering and using customer input (job seeker and business) to continuously improve services.

The state's WorkSource policy also establishes a specific definition of co-enrolled ISD—the delivery of basic career services in a manner that:

- (1) aligns/braids the resources of participating partners to quickly and seamlessly address the training and employment needs of WorkSource system job seeker and business customers while reducing duplicative and administrative activities;
- (2) immediately connects customers to a robust set of high-value system resources relevant to local/regional economies, including assessment, skill development, work-readiness, skill validation and certification; and
- (3) organizes participating partner staff into functional teams rather than by program to meet customer needs.

This approach is intended to overcome one of the core obstacles to integrated service delivery: the reluctance of one-stop staff to enroll hard-to-serve clients into the central tracking system for WIOA.

3. Models for Data and Performance Evaluation

There have been numerous efforts nationwide to improve the use of workforce data to measure performance and improve the effectiveness of training programs. There have been some evaluations of data programs, and a federal program—the Workforce Data Quality Initiative—that provided funding to states to develop longitudinal databases.

THE WORKFORCE INFORMATION SYSTEM OF TEXAS (TWIST)

TWIST is the integrated intake, eligibility, case management, and reporting system for employment and training services across Texas. The system connects over 30 state agencies, and was built in the late 1990s by Sybase (now SAP). Program staff only need to enter customer intake information the first time they interact with the workforce development network, after which it can be retrieved for other training programs. TWIST also includes the ability to work with other central data systems in Texas—the Unemployment Insurance benefits system, the Texas Health and Human Services Commission's system, and WorkInTexas.com (job matching board). TWIST allows AJC partners to share a common intake system; staff can access information including eligibility, program detail, assessment, service tracking, and TANF history. New information is matched nightly with data from other partners programs, such as those administered by the Texas Department of Human Services.

This data system has enabled Texas to serve participants over a large geographical range with a relatively streamlined physical infrastructure.

4. Population-specific Strategies

The most successful strategies for target workers / priority populations are the same as those for workers generally: sector strategies that connect workers with high road employers, wraparound services, and knowl-

edgeable case managers to help clients navigate various systems. Several cities have had success with specialized centers that personnel trained to help specific client groups navigate across programs. For most priority populations, providing direct counseling and/or clinical therapy services at these centers is critical. The work of the LA County Employment and Homelessness Taskforce and its partners to promote the idea of system navigators, and to cross-train case managers in workforce development services so that homeless clients can be served at satellite centers, not just through AJCCs. We support the recommendations of that taskforce as a model for all of the County's target populations.

For reentry populations, providing prerelease support is also essential, and helps to ensure that clients are connected with services within a short time after release, which is important for reducing recidivism. Research has made clear that for reentry populations in particular, employer partnerships are the most effective way to ensure that clients in workforce programs are successfully connected to work after program completion. Research has also shown that providing workforce services *before* people exit the system improves outcomes and reduces recidivism. The Department of Labor's Linking to Employment Activities Prelease (LEAP) initiative, which created jail-based AJCs in 20 local workforce development areas, demonstrated the feasibility of serving people before they were released.¹⁷

CHICAGO REENTRY SUPPORT CENTERS

Chicago receives approximately 30,000 adults returning from correctional facilities every year. The City's Department of Family & Support Services (DFSS) oversees workforce development programs for disadvantaged Chicago residents, including those with criminal backgrounds. For the reentry population, the city runs four Community Re-entry Support Centers, where any Chicago resident can receive services to help them transition back into the workforce. The Centers offer the following services:

- Education and Training
- Mentoring and support groups
- Linkage to counseling for substance use and mental health issues
- Linkage to housing assistance, emergency housing and food assistance
- Employment assistance
- Strategies for presenting criminal backgrounds to employers
- Information on sealing or expunging criminal records
- Family reunification and child-support assistance

Residents can speak with a re-entry counselor or set up a counseling appointment by using the city's 3-1-1 service, or by walking in to one of the four centers. These centers replicate a strategy that many jurisdictions have developed: taking staff with expertise in working with specific populations (including members of those populations themselves) and providing them with robust training in services, including the ability to directly enroll clients in those services.

VI. RECOMMENDATIONS FOR LOS ANGELES COUNTY

Everyone we spoke to voiced a commitment to alignment and to identifying opportunities for better coordination, but there was also nearly universal acknowledgement that progress has been very slow in the two years since this became a Board priority. There is a disconnect between the commitment, the lengthy lists of steps that can be taken, and the vision for how it can be accomplished. Many agencies said WDACS was leading alignment and did not see themselves as having a role in making alignment successful, although they could clearly articulate advantages to specific objectives.

Above we identified recommendations for each of the five alignment tasks highlighted by the Board. We have added timelines to these recommendations in Figure 5. Our overarching recommendations for better aligning the workforce development system with the Board's goals for County residents are the following:

- A. **Build a leadership structure for workforce development in the County.** This encompasses both restructured leadership for workforce development programs, as well as a formal leader on alignment. We also propose the creation of related advisory boards, including for data management. Effective leadership on alignment is the most important gap we identified.
- B. **Adopt a shared vision for alignment at each level of the workforce development system.** The numerous motions and reports related to alignment, in the context of dense federal bureaucracy, has not produced a coherent and strategic vision for alignment. The County must have a cross-agency vision for alignment that includes identification of its benefits, mechanisms for evaluating its effectiveness, and delineation of responsibilities for both agency leadership and program staff working with clients.
- C. **Invest in sector-based training approaches that offer pathways to stable employment.** The County must move away from service counts and placements as the primary measure of success. Identify and remove the obstacles for high-road training partnerships and social enterprises to work successfully with the WIOA system, building on existing collaborations that have been developed around pilot programs. Evidence shows that these programs are the most effective at serving clients with significant barriers to employment.
- D. **Facilitate integrated service delivery.** Develop a system for shared assessments and automated referrals (outside the MOU process), and train staff across the system to conduct assessments that can be used across agencies and effectively handle referrals.
- E. **Measure real performance.** Develop measures of success that de-emphasize immediate placement and measure dimensions beyond those required by WIOA. Use data to inform investments, evaluate agency performance, and evaluate AJCC contractors.

Our recommendations for C, D, and E are reflected in the above sections. Here we want to elaborate on A and B. The current structure of workforce development in Los Angeles County does not facilitate or support programs that create career pathways and create sustainable economic opportunity for residents, particularly targeted populations. Programs that help workers overcome barriers to sustainable employment rely on resource-intensive partnerships between social enterprise organizations, nonprofit service providers, businesses, and the workforce development infrastructure. It is clear that WDACS is not viewed as a strategic leader in this arena, and that possible partners lack confidence in the ability of WDACS to transform the existing fragmented and bureaucratic structure.

15. **Create a workforce development alignment committee**, institutionalized and reporting to the CEO. The head of the committee should be a workforce development expert within the CEO's office.

The Board must take action to create an effective leadership structure for workforce development alignment. That leadership must have a vision, a strategy for achieving it, and the authority to do so. It's difficult to make specific recommendations for this leadership given the possibility of significant restructuring of both workforce and economic development in the county, but we can recommend some options.

Early on, the Board proposed a task force that could lead alignment; that idea was ultimately rejected by the CEO, in part because there was not confidence that WDACS was the right leader for that task force. We recommend that the Board follow the example of San Francisco by creating an alignment committee with representation from leadership of key agencies, and staffed by the CEO's office. The County should also charge an Alignment Advisory Board (similar to the Workforce Community Advisory Committee in San Francisco) with representatives from priority population programs, social enterprises, high road partnerships, and other experts with experience structuring comprehensive workforce development programs in the county.

These new entities must be spaces where agency leadership can be honest about what's needed to promote meaningful collaboration. Several agency staff mentioned that they fear "stirring the waters" if they're honest about their assessments of the capacity of other agencies or the bureaucratic obstacles to cooperation. Without honesty about the siloing that occurs within and between agencies, any alignment project will have limited success.

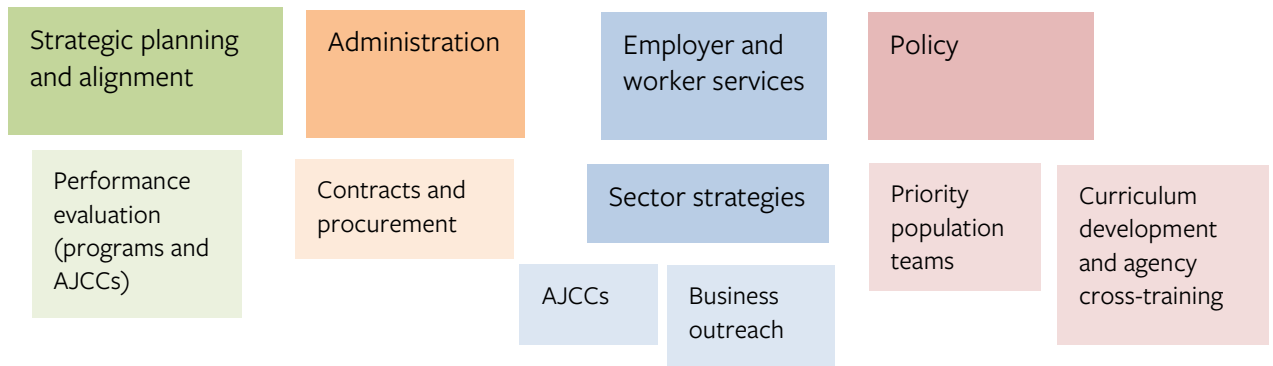
16. **Strengthen the ability of the Workforce Development Board to provide strategic oversight** of the workforce development agency. Hire a permanent executive director for the WDB, who serves as a direct liaison with the Board of Supervisors and has authority to shape policy at WDACS. Elevate the Workforce Development Board to report to the Director of WDACS, giving them more direct access to policy.

A strong and autonomous executive director has been shown to be key to successful Workforce Development Boards. WDBs also tend to be more successful and innovative when they include representatives from large employers in important sectors. The Workforce Development Board also needs to play a stronger role in driving the county's strategy for workforce development. The WDB should play an important role in evaluating system performance and identifying areas of success; several members voiced frustration that their role has been limited. There is not a permanent executive director, and the WDB has struggled to get useful data on performance evaluation.

WDB does not have direct interaction with the Board of Supervisors; directives are communicated to them from WDACS staff. The person who leads them reports into WDACS operations, not policy. A stronger WDB could advocate for the County at the state level and work towards a more cohesive county approach. Many observers commented that given the county's size, it should have more leverage at the state and regional level.

- 17. Restructure the primary workforce development agency (WDACS or its replacement entity) to reflect the County’s prioritization of strategic initiatives.** The possible restructuring of workforce and economic development in the County offers an opportunity to re-envision the system, including how the components of WDACS relate to one other. We heard repeatedly that the mandates of contracting and compliance drove strategy and policy at WDACS, rather than the other way around. There is also a distinct separation between the employer-facing part of the agency and the AJCC delivery system side. Only two individuals in WDACS have the organizational authority to bring those two sides together and rethink the service delivery model within the AJCC system.

Instead of having two separate divisions—Economic & Business Development and Workforce Planning & Operations—we strongly support a structure that elevates strategic planning and policy and facilitates the integration of employer-facing (business solutions) and worker-facing (e.g. AJCC) services. For example, a structure that creates functional focus areas and elevates the policy discussions needed to create a new emphasis on career pathways.



This new structure should also enable experts in business engagement and labor market analysis to directly oversee the work of AJCC staff engaging with employers. This illustration is obviously not a comprehensive proposal for restructuring workforce development—that will have to follow from recommendation (18) below, and should be driven by the alignment committee described in (15).

- 18. Explore the feasibility of a new County workforce development structure,** one that leverages WIOA and TANF programs by mandating cooperation between DPSS and WIOA, or creates an authority structure over both programs. The tensions between WDACS and DPSS leadership were raised by many of our interviewees. The failure to leverage GAIN/GROW and CalFresh programs effectively as part of the workforce development system is one of the most notable failures of alignment. The challenges of integrating TANF and WIOA programs and funding are well-documented, but there are models for overcoming them.
- 19. Expand the CEO’s ability to oversee workforce development in the County.** The CEO must also have governance authority over WDACS that is based on expertise in workforce development programming. This could take the form of a thoughtful advisory committee working with a restructured economic and workforce development unit, including think tanks on the economy, major employer partners who don’t need government funding and

who can provide thought leadership on sector strategies (as opposed to the small business owners that frequently occupy many of the WDB's business sector appointments). The Economic Development Policy Committee could play this role, but would need to be vested with greater authority to request performance evaluations,

- 20. Adopt a concrete alignment plan.** This should include specific steps, goals, measurable outcomes, timelines, and be formally adopted by the Board of Supervisors. The recommendations in this report can serve as an initial set of steps and timelines, but the plan should be formally developed by the alignment committee; the director of that committee should be responsible for reporting on milestones.

In Figure 5, we summarize the steps under each area of recommendations, with page references for more detail and general time frames for each step. The timeline will necessarily follow from the initial decision about how best to structure workforce and economic development in the County.

The project of alignment is a multi-year effort that requires candid assessments of how agencies work together, from leadership to front-line staff. The emphasis on partnership and MOUs within the WIOA system has not produced meaningful cooperation across the system, and additional agreements are unlikely to do so either. When both leadership and staff can understand the vision for alignment and how it will benefit their agencies, the real work can begin.

Figure 5: Summary Recommendations and Time Frame

RECOMMENDATION	TIME FRAME
A. BUILD A LEADERSHIP STRUCTURE FOR WORKFORCE DEVELOPMENT	
15. Create a workforce development alignment committee (p. 42)	3 months
16. Strengthen the ability of the Workforce Development Board to provide strategic oversight (p. 42)	6 months
17. Restructure the primary workforce development agency (WDACS or its replacement entity) (p. 42)	*
18. Explore the feasibility of a new County workforce development structure (p. 42)	*
19. Expand the CEO's ability to oversee workforce development in the County (p. 42)	6 months
B. ADOPT A SHARED VISION FOR ALIGNMENT	
7. Develop a revised plan for siting workforce development services (p. 25)	9 months
20. Develop and adopt a concrete alignment plan (p. 43)	4 months
C. INVEST IN SECTOR-BASED TRAINING PARTNERSHIPS	
12. Commission sector studies of promising career pathways (p. 30)	6 months
13. Adopt a sector-based strategic plan (p. 30)	9 months
14. Direct funds toward sector-based training partnerships that offer subsidized training, direct placement, and wrap-around services (p. 30)	Ongoing
D. FACILITATE INTEGRATED SERVICE DELIVERY	
DATA FOCUS	
4. Create a data governance committee specific to workforce development (p. 22)	3 months
5. Solidify the CIO's authority to develop an integrated data infrastructure for workforce development. (p. 22)	2 months
6. Develop a plan for linking workforce development data (p. 22)	6 months
SERVICE INTEGRATION FOCUS	
9. Institutionalize cross-program training (p. 25)	1 year
10. Identify alternative entry points to the workforce development system for priority populations (p. 26)	4 months
11. Integrate TANF / WIOA / General Relief workforce development services (p. 26)	*
V. MEASURE REAL PERFORMANCE	
1. Adopt an expanded set of performance measures (p. 17)	3 months
2. Engage experts to produce statistical evaluations of program effectiveness (p. 17)	9 months
3. Build workforce development outcomes into required reporting for key agencies providing workforce development services (p. 17)	6 months
8. Conduct comprehensive evaluations of AJCCs (p. 25)	1 year

* The timing of these recommendations will depend on the timing and adoption of recommendations by HR&A for broader restructuring of workforce and economic development in the County.

Appendix A: Consultant profiles

Sara Hinkley is the Associate Director of the Institute for Research on Labor and Employment (IRLE) and lead investigator on this project. She helps direct the overall research and outreach mission of the Institute. Sara has worked on research projects at the Institute of Urban and Regional Development, the Goldman School of Public Policy, and the Center for Community Innovation at UC Berkeley. She holds a PhD in City and Regional Planning from UC Berkeley.

Julia Hubbell is a Master's of Public Policy candidate at the UC Berkeley Goldman School of Public Policy. Julia conducted a review of best practices in workforce development.

Taylor Holland is a Master's in Urban and Regional Planning candidate at the UCLA Luskin School of Public Affairs. Taylor conducted field research on current practices in LA's workforce development agencies and interviewed key staff members.

Erika Pinto is a Master's in Urban and Regional Planning candidate at the UCLA Luskin School of Public Affairs. Erika conducted field research on current practices in LA's workforce development agencies and interviewed key staff members.

Karen Chapple is Professor and Chair of City and Regional Planning at the University of California, Berkeley, where she holds the Carmel P. Friesen Chair in Urban Studies. Chapple studies inequalities in the planning, development, and governance of regions in the U.S. and Latin America, with a focus on economic development and housing. She holds a PhD in City and Regional Planning from UC Berkeley.

Appendix B: List of interviewees

We would like to thank the following individuals for their participation in interviews and other support.

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Porsha Cropper, Deputy
Louisa Ollague, Deputy
Hina Sheikh, Deputy

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Doug Baron (former)
Daniel Kelleher, Principal Analyst
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Jenny Serrano, Children's Services Administrator

Department of Consumer and Business Affairs

Rafael Carbajal, Chief Deputy Director

Department of Health Services

Vivian Branchick, Provost

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Department of Mental Health

Edward Armstrong, Supervising Psychologist
Kecia Coker, Occupational Therapy Supervisor
Carrie Esparza, Mental Health Clinical Program Head
Maria Funk, Clinical Program Manager
Yvette Morales, Senior Secretary
Lise Ruiz, Mental Health Clinical Program Head
K. Tyree Smith, Management Analyst, CalWORKs

Department of Public Social Services

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Kelvin Driscoll, Division Chief, GROW
Luther Evans, Jr., Division Chief, GAIN
Debora Mills, HSA Admin III

Goodwill Industries of Southern California

Simon Lopez, Vice President
Joel Morgan, Executive Director

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Phil Ansell, Director
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Dara Papell, CHS Consultant

Housing Authority, County of Los Angeles

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Tracie Mann, Manager, Assisted Housing Division
Don Swift, Acting Director for Housing Operations

Los Angeles Homeless Services Authority

Sarah Mahin, Director of Policy and Systems

Los Angeles County Office of Education

David Manguramas, Program Manager, GAIN
Steve Yamarone, Director, GAIN

Los Angeles County Workforce Development Board

Holly Schroeder, Chair

Office of Diversion and Reentry

Vanessa Martin, Senior Staff Analyst
Kate Vacanti, Senior Manager for Workforce Initiatives

Probation

Tommie Baines, Assistant Probation Director
Richard Giron, Bureau Chief

Sheriff Department

Karen Dalton, Director - Custody Services Division
Melissa Kelly, Educational Development Administrator

WDACS

Irene Palayo, Program Manager
Jose Perez, Assistant Director
Jose Rivas, Research and Statistics
Otto Solorzano, Director
Caroline Torosis, Program Manager

External Training Programs

Greg Ericksen (REDF)
Diane Factor (WERC)
Adine Foreman (HTA)

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July 27, 2020

REVISED

To: Supervisor Kathryn Barger, Chair
Supervisor Hilda L. Solis
Supervisor Mark Ridley-Thomas
Supervisor Sheila Kuehl
Supervisor Janice Hahn

From: Sachi A. Hamai
Chief Executive Officer

IMPROVING LOS ANGELES COUNTY'S APPROACH TO SERVING OLDER ADULTS (ITEM NO. 44 5, AGENDA OF FEBRUARY 5, 2019)

On February 5, 2019, the Board of Supervisors (Board) approved a motion by Supervisors Hahn and Kuehl, and amended by Supervisor Solis, to work towards aligning all services and resources available to older adults into one department. The motion directed the Chief Executive Office (CEO) to report back on the following: 1) feasibility of creating a stand-alone County department dedicated completely to serving the rapidly growing older population in the region; 2) determine what programs and services for older adults currently being performed by County departments could be consolidated into such an entity, as well as all associated costs; 3) engage the City of Los Angeles Area Agency on Aging (AAA) to determine if services provided by the City could be included within the proposed new County department; 4) contract with one or more consultants to solicit community stakeholder input, as well as provide recommendations of best models and practices for older adult services that will help inform the creation of this County department; and 5) recommendations on the placement of other services and programs that don't fit under aging or economic and workforce development.

Also, on February 5, 2019, the Board adopted a motion (Optimization Motion) directing the CEO to engage a consultant to study the current structure of the County departments and offices that administer economic and workforce development services and programs, and provide comprehensive analysis and recommendations for the most effective structure to optimize services, including the possible creation of a new department dedicated to workforce and economic development.

Feasibility of Creating a Standalone Department

The CEO retained Kathleen Wilber Consulting to assist with this project. The report is included herein as Attachment A, and provides recommendations obtained through input provided by the community and a variety of stakeholders. As outlined in the report, the County's population is growing older and more diverse, presenting both opportunities and obstacles. Many of these issues came into sharper focus with the COVID-19 crisis, even as dedicated staff and leaders mobilized quickly to reach across barriers and develop solutions to address the needs of older adults. The County will require a strong, coherent structure to efficiently and effectively respond to the needs and opportunities of an aging society, now and for the decades to come.

Considerations to Establishing a Separate Department of Aging

As noted in the motion, there are multiple County Departments that provide services to older adults. The Department of Workforce Development, Aging and Community Services (WDACS) includes AAA and Adult Protective Services (APS), as well as 14 Community and Senior Centers throughout the County. In addition, the Department of Public Social Services operates In-Home Supportive Services (IHSS) and the Department of Mental Health administers the Public Guardian.

This report provides recommendations for ensuring effectiveness in service delivery, while considering the significant cost and funding barriers to aligning services for older adults within a single department. Additionally, the report recommends goals and priorities for building the capacity critical for a stand-alone department to be successful, as well as outlines the specific programs and services such a department could include as part of a strategic transition over time.

The report recommends separating Workforce services from the age-targeted programs within WDACS—AAA, APS and Community Centers—and considers combining these programs with the City AAA. The report further recommends incorporating IHSS as part of this department and once operational, exploring the feasibility of adding the Office of the Public Guardian and services that target younger adults with disabilities.

As envisioned in the report, the recommended framework for a new department includes elements that would have a material impact on other County and City departments, and they need to be carefully considered. The report references AAAs in other cities and counties that have different support structures and/or umbrella organizations that serve the AAAs. As such, the full organizational and financial ramifications of the recommended framework must be considered as the impacts of making these changes will reverberate beyond the direct units and services discussed in the report. Further, a distinct process

would need to be identified to implement any transfer of resources and/or employees to a new department, if one is established, from other County or City departments.

Cost and Funding Considerations

WDACS receives funding from the Administration for Community Living, which flows through the California Department of Aging to fund Older Americans Act (OAA) programs. In addition, WDACS also receives funding from the US Department of Labor under the Workforce Innovation and Opportunity Act (WIOA) to prepare workers for jobs now and in the future, while responding to the labor needs of our region's employers.

In the current WDACS departmental structure, administrative functions are divided between both the OAA and WIOA available funding streams. If WDACS were to be split into a stand-alone department of aging and a separate workforce unit, the loss of available WIOA funding to support the existing administrative structure will result in the need for additional funding to support a stand-alone department of aging. In conjunction with WDACS financial staff, a preliminary analysis of this need was determined to exceed \$11 million annually, although we don't know yet if this estimate is too high or too low. Further analysis is needed to confirm this amount and if any additional resources might be needed.

It must be noted that virtually all analysis was performed prior to the onset of the COVID-19 pandemic and the resulting safer-at-home orders and economic downturn. Consequently, the budget and staffing information relied upon to develop this report does not accurately represent the current and future fiscal reality the County is facing. The fallout from the economic downturn has led to a significant decrease in several key revenue sources and a heightened level of budgetary uncertainty. Due to these complications, additional time is needed for a more detailed budget analysis to report the comprehensive cost impacts of all recommendations. To provide the most accurate information, the analysis should be finalized after the County's Supplemental Budget phase is completed in late September.

The CEO's separate July 1, 2020 Optimization Motion report provides options with some cost assumptions, but similarly, more fiscal analysis is needed before any implementation would be feasible. For instance, the added annual costs for a particular organizational structure in the Optimization Motion report represent only the ongoing costs associated with salaries and benefits for recommended new staff and do not include all direct and indirect administrative costs associated with implementation, such as costs for physical space, supplies and services including charges from other County departments and general overhead.

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The CEO will, therefore, submit a supplemental report by the end of calendar year 2020 that details the full estimated operational costs associated with implementing the various alternative organizational structures. Calculation of these further costs will include analysis of the costs associated with the potential creation of a Department of Aging. This report will also provide recommendations on the placement of other services and programs that do not fit under aging or economic and workforce development.

If you have any question, please contact Mason Matthews at (213) 974-2395 or mmatthews@ceo.lacounty.gov.

SAH: FAD:MM
MM:DS:bjs

Attachment

c: Executive Office, Board of Supervisors
 County Counsel
 Mental Health
 Public Social Services
 Workforce Development, Aging and Community Services

07.27.20 Approach to Serving Older Adults BM



LOS ANGELES NEEDS A STRONG, VISIBLE DEPARTMENT OF AGING

Report to the County of Los Angeles Chief
Executive Office

Examining the Feasibility of Creating a Standalone County
Department Dedicated to Serving the Growing Older Adult
Population

Kathleen Wilber Consulting
May 2020

Preface

The COVID-19 Pandemic presents decision makers with a rapidly changing world, creating new challenges and concerns that were not anticipated when we submitted the first draft of this report in March. County funding has been dramatically reduced due to pandemic-related job loss, lack of commerce with related sales tax losses, and other economic factors. The state of California is also experiencing a dramatic fiscal downturn, resulting in a large deficit. Programs and services for older adults—especially long-term services and supports—rely heavily on state and local funding, including Medi-Cal dollars. Drops in state revenue automatically trigger reductions, such as those reflected in the May Revised 2020/21 In-Home Supportive Services budget. Some programs such as MSSP and CBAS are slated to be discontinued. Many state and local government activities are on pause as leaders and frontline workers focus on addressing the pandemic's impact on services, health care needs, and a shrinking economic base.

In addition to the economic impact, the pandemic is also impacting the health of people age 60 and over. Older adults are more likely to have chronic health conditions that increase the risk of disability and death if they contract COVID-19. Because the virus spreads in close contact, outbreaks in long-term care and assisted living facilities are rampant. These settings appear to account for about one-third of all COVID deaths in the United States. For older adults living in the community, stay-at-home orders have restricted access to congregate meals and social, recreational, and educational activities. More than one quarter of adults age 60 and older live alone, and sheltering at home has further increased the risk of isolation. The survival and recovery of senior centers is at this point unclear, as is the time needed to resume usual programming and services. Senior center staff are at risk of losing their jobs or being furloughed.

Although age is a risk-factor for chronic health conditions and coronavirus infection, most older adults are healthy, active, and independent. The crisis has sharpened negative views of aging, and media reports have highlighted a rise in ageism. It is clearer than ever that fact-based, consistent messaging is needed to address the myths and misconceptions driving these beliefs.

Transportation has also been affected by the virus. Older adults are more likely to rely on public transportation (although most older adults drive). They are more likely to need shopping services and other deliveries during the pandemic. Older adults are also more likely to have health care service needs such as doctors' appointments, home health, physical therapy, and dialysis. Some of these services have been reduced and some continue with extensive precautions to reduce risk. Stay at home orders have resulted in reduced face-to-face health care visits, possibly increasing the risk of abuse and neglect. Older adults who are homeless are at particularly high risk, although Project RoomKey has provided some temporary housing.

As these problems have played out with increasing complexity, it is crucial to note the heroic role of City and County AAA employees, who have worked with senior center staff to transform the congregate meals program seemingly overnight to a home-delivered service, supporting local restaurants and food vendors while doing so. Staff have also set up programs to reach out to older adults in their homes by phone to check on their service needs and to ensure that they are connected with others on a regular basis. With a changing economy and new and largely unanticipated needs, restructuring aging services will be challenging. Given the barriers to aging service delivery that have been exacerbated during this crisis, however, it is more important than ever to ensure that older adults throughout the County receive seamless and coordinated support, regardless of their zip code. A Countywide department of aging will be central to this effort.

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Acronyms

AAA: Area Agencies on Aging
ACL: Administration for Community Living
ACS: American Community Survey
ADRC: Aging and Disability Resource Center
AIS: San Diego Aging & Independence Services
AoA: Administration on Aging
APS: Adult Protective Services
CDA: California Department of Aging
CEO: Chief Executive Officer of Los Angeles County
CTSA: Consolidated Transportation Services Agency
DAS: San Francisco Disability and Aging Services
DASS: Dietary Administrative Support Services Program
DHS: Los Angeles County Department of Health Services
DMH: Los Angeles County Department of Mental Health
DPSS: Los Angeles County Department of Public Social Services
EARS: Emergency Alert Response System
FCSP: Family Caregiver Services Program
FPL: Federal Poverty Level
FTE: Full Time Equivalent
GENESIS: Geriatric Evaluation Networks Encompassing Services Intervention Support Programs
HCBS: Home and Community-Based Services
HICAP: Health Insurance Counseling and Advocacy
HR: Human Resources
ILO: In lieu of services (additional personal assistance offered by health plans)
IHSS: In-Home Supportive Services
 CFCO: Community First Choice Options
 IHSS–R: Residual In-Home Supportive Services Program
 IPO: IHSS Independence Plus Option Program
 PCS: Personal Care Services
IT: Information Technology
LA: Los Angeles
LADOA: City of Los Angeles Department of Aging
LADOT: City of Los Angeles Department of Transportation
LADWP: Los Angeles Department of Water and Power
LAHSA: Los Angeles Homeless Services Authority
LAPL: City of Los Angeles Public Library
LAWA: Los Angeles World Airports
LCSW: Licensed Clinical Social Worker
LTSS: Long-Term Services and Supports
MCP: Managed Care Plan
MOA: Memorandum of Agreement
MOU: Memorandum of Understanding
MPC: City of Los Angeles Multipurpose Senior Center
MSSP: Multipurpose Senior Services Program
MTA: Metropolitan Transportation Authority
NCC: Net County Cost
OAA: Older Americans Act

OASIS: Older Adult Services and Intervention System

OPG: Los Angeles County Office of the Public Guardian

PALA: Purposeful Aging Los Angeles

PHM: population health management

Project CARE: Caring Actions Responding to Elders

PSA: Planning Service Area/ Program and Services Area

RCOaA: Riverside County Office on Aging

RFP: Request for proposal

RYLAN: Ready Your Los Angeles Neighborhood

S3: Seamless Senior Services

SPA: Service Planning Areas

SSI: Supplemental Security Income

SSP: Supportive Services Program

WDACS: Los Angeles County Department of Workforce Development, Aging & Community Services

Abstract

One of the most dramatic achievements of the last century is the gift of a longevity bonus. We are living longer, healthier lives, a benefit that extends beyond each of us— to our friends, families, and communities. On a large scale, the longevity bonus is reflected in the population of Los Angeles, which is growing older and more diverse, presenting both opportunities and obstacles. Many of these issues came into sharper focus with the COVID-19 crisis, even as dedicated staff and leaders mobilized quickly to reach across barriers and develop solutions to address the needs of older adults. It is increasingly clear, however, that Los Angeles County is not prepared for the long haul. The County will require a strong, coherent structure to efficiently and effectively respond to the needs and opportunities of an aging society, now and for the decades to come.

The key structural conundrum is how best to organize, deliver, and fund aging services. This is a complex puzzle with multiple moving parts. To weave together the essential pieces and link to the variety of other programs and services, we recommend that a new department be created that integrates several core pieces of the puzzle. This new department should be positioned to build on the Purposeful Aging Los Angeles (PALA) Initiative to: 1) implement core aging and long-term services and support programs, 2) coordinate with and build capacity among the many County and City departments that serve older adults, and 3) provide ongoing leadership on aging issues. To carry out these roles, the new department should be highly visible and include aging in its name. It should have sufficient expertise, resources, and clout to be widely recognized as the leader on aging issues. The new department should include the legacy Older Americans Act programs offered by Area Agencies on Aging, coupled with core long-term services and supports. It should be structured by consolidating the County and City Area Agencies on Aging, Adult Protective Services (APS), and In-Home Supportive Services (IHSS). The majority of those receiving IHSS are older adults, and the programs works well in conjunction with Older Americans Act Programs, including Title III-B, which includes personal assistance services. Supportive case management can add wrap-around services that further help older adults to age safely in the community.

As the new aging department develops and implements this strong core, it should have greater capacity to provide the visibility and leadership needed to mobilize other departments and offices that serve older adults with targeted programs (e.g., Mental Health, Health Agency, District Attorney, Public Social Services). The new department should build on the PALA Initiative by renewing, developing, and supporting partnerships among the County's and City's functional departments. The department should provide training and technical assistance to help all sectors of the County provide cost effective services to older adults.

As PALA has done, the new department should solicit input through active advisory councils and steering committees, and incorporate the input from a variety of important stakeholders (older adults, providers, leaders from other County departments). A key function of the new department will be to enhance and maintain an integrated data system that can provide data analytics to support priority setting, planning, and service delivery.

We strongly recommend including a well-thought-out implementation planning process that includes key stakeholders, including older adults and caregivers, service providers, and employees of the AAAs. PALA offers an effective track record and roadmap to build on during this implementation phase.

Executive Summary

The Los Angeles region is on the cusp of a demographic revolution. Projections show that the County of Los Angeles (the County), which is currently home to more people than any other county in the nation, can expect to see its older adult population double from 1.8 million in 2010 to 3.6 million by 2030. This change is one of the most impressive achievements of the last century—a dramatically increased “longevity bonus,” resulting in increasing numbers of people living to advanced old age.

In many ways, Los Angeles County leads this revolution by offering a vision of aging challenges and solutions for the future. With a population larger than most states, Los Angeles is geographically, economically, and racially/ethnically diverse. It includes communities of vast prosperity and wealth and communities of deep poverty, food insecurity, high rates of homelessness, and lack of opportunity. These economic patterns are reflected in its older adult population, including affluent communities where homeownership provides the wealth equivalent of “winning the lottery,” and communities of cumulative disadvantage that reflect life-long poverty. Los Angeles has designed and embraced innovative models and programs to prepare for population aging, including its ambitious Purposeful Aging LA Initiative, LA Found, the Dementia Friends Program, and a network of Age-Friendly Universities.

Although the County enjoys many strengths, it also faces a number of intractable challenges. Needs assessments over the last two decades have repeatedly identified housing and transportation at the top of the list, with adequate long-term services and supports not far behind. As we complete this report, Los Angeles faces a new, unprecedented crisis—the COVID-19 Pandemic. We make recommendations in the report understanding that the pandemic adds multiple layers of complexity, financial challenges, and uncertainty, exacerbating problems and creating additional barriers in addressing these problems. Where possible, we identify how the challenges and proposed solutions have been affected by the virus. We discuss efforts to mitigate these problems and lessons learned from implementing the rapid response with existing programs and infrastructure.

A population-based Aging Department would have increased visibility and capacity to address a variety of complex issues

Older adults are highly diverse. In Los Angeles, people aged 60 to 110 represent a variety of racial and ethnic backgrounds, economic diversity/disparities, social networks, and living situations. Although the majority are healthy and high-functioning, 10-20% are vulnerable adults with multiple complex chronic conditions; one in ten has a dementing illness. These vulnerable older adults are most likely to need publicly-funded services, including health care, long-term services and supports, housing support, transportation, and mental health. Although some of these publicly-funded programs and services are housed in the aging division of Workforce Development, Aging and Community Services (WDACS), most reside in specialized, functionally-based departments and offices with competing demands: Health Services, Public Health, LAHSA, DOT. By design, these functionally-based departments have different missions, priorities, and goals, reflected in their categorically defined budgets. Their specialized functions lead to differences in approach, culture, standard operating procedure, and professional expertise required.

Whereas these functional departments serve people of all ages, Older Americans Act programs were designed specifically for older adults, and long-term services and supports were designed for vulnerable older adults and people with disabilities. Nevertheless, coordination across these age- and disability-targeted programs is challenging because they were developed at different times in response to different funding opportunities and initiatives. They were not part of an overarching, rational effort to develop a system of services.

We need to address fragmented services that are challenging to navigate and orchestrate

In general, most government services are functionally organized by their purpose (e.g., transportation, housing, health, mental health) while a few departments are organized to more effectively serve the unique needs of a specific population (e.g., children, older adults, people with developmental disabilities). The current structure leads to “missing pieces in the puzzle” (Figure 0.1). A key question in the organization, delivery, and funding of population-based services is how to weave these services together to make them as effective and seamless as possible for the targeted client population. In other words, which programs and services should be consolidated into a population-specific department and which should remain within their functional department using coordinating mechanisms to improve service delivery to the specific population?

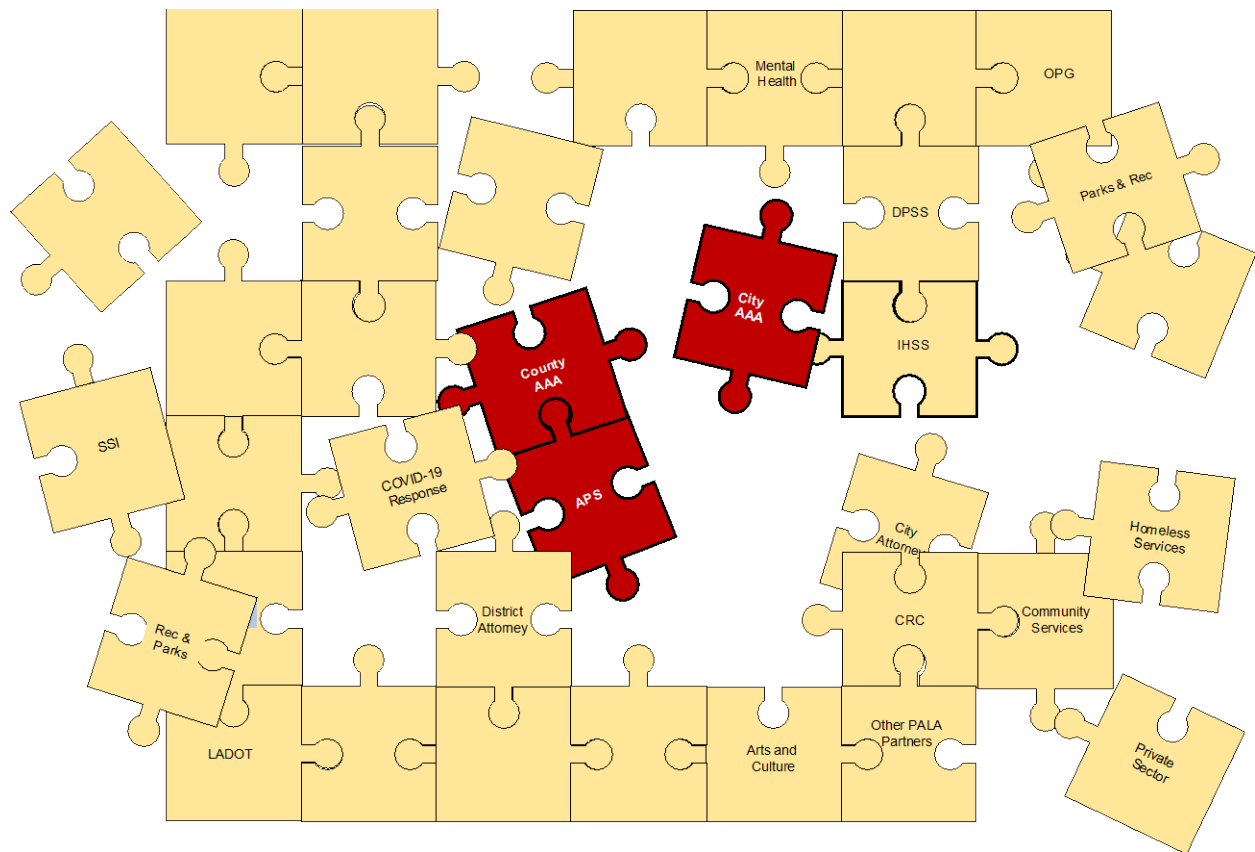
We argue that the key driver of this decision is the level and type of expertise needed to carry out the service. For example, the Los Angeles District Attorney’s (DA) Office includes an elder abuse unit. Given the legal expertise required to prosecute elder abuse, this unit should remain in the DA’s office. On the other hand, Adult Protective Services focuses on older adults and adults with disabilities. Expertise for APS fits into an aging department. Population-based departments must have the capacity to carry out their mission to: 1) provide the core services under their domain, and 2) work with the range of functional departments to ensure that each of these departments is adequately serving the client population.

In this report, service **integration** refers to an administrative structure in which programs and services are structurally consolidated within the same department. **Coordination** is an approach that links programs and services that are in different administrative structures (e.g., they are under different auspices). Both are required. We make recommendations about which programs and services should be integrated into a standalone aging department under a centralized administrative structure and which should be linked through various coordinating mechanisms. While we believe that it is important to develop an integrated core group of programs to serve the growing population of older adults, we do not recommend putting every population-based service into a single agency.

Currently, services for older adults in the Los Angeles region are highly fragmented and largely invisible. Los Angeles County is the only county in the nation that has two Area Agencies on Aging (AAAs): one for the City of Los Angeles (Los Angeles Department of Aging), and another for the rest of the County (within the department of Workforce Development, Aging and Community Services).

While we believe that it is important to develop an integrated core group of programs to serve the growing population of older adults, we do not recommend putting every population-based service into a single agency.

Figure 0.1. Fragmentation of Aging Services



In the context of this endemic fragmentation, our aim in this report is to respond to the County of Los Angeles Board of Supervisor's motion on February 5, 2019, ***"Improving Los Angeles County's Approach to Serving Older adults."*** The motion directs that the County should "look closely at marshaling all the services and resources available to older adults into one agency." The motion calls for a study to:

1. [Examine the] Feasibility of creating a standalone County department dedicated completely to serving the rapidly growing older adult population in the region;
2. Determine what programs and services for older adults currently being performed by County departments that could be consolidated into such an entity as well as all costs associated;
3. Engage the City of Los Angeles (City) Area Agency on Aging in consultation with the City's Chief Administrative Office and Mayor's Office of City Services to determine if services provided by the City could be included within the proposed new County department; and
4. Contract with, in partnership with the Department of Workforce Development, Aging and Community Services and the City's Department of Aging, one or more consultants to solicit community stakeholder input as well as provide recommendations of best models and practices of older adult services that will help inform the creation of this County department.

5. Provide recommendations to the Board of Supervisors on potential names for the new department.

This study addresses five objectives:

- 1) **Identification of Current Services**: Most services are geographically based, which reduces the likelihood of duplication. However, there is duplication in contracting and monitoring for services that both AAAs provide. There are geographic differences in need and service utilization/availability that need to be addressed.
- 2) **Facilitate Community and Stakeholder Input Sessions**: Input was gathered from the L.A. County Commission for Older Adults, L.A. City's aging advisory committee, WDACS and LADOA employees, providers who contract with the AAAs, leaders from other California AAAs, and older adults who provided input for previous reports. These groups identified barriers to service provision, insights on the consolidation of AAAs, and potential challenges of consolidation.
- 3) **Identify Challenges**: Stakeholders identified challenges related to limited funding despite a growing population of older adults. They also indicated that integrating IHSS into the new department would be challenging.
- 4) **Identify Structural Barriers in Service Provision**: Stakeholders identified structural barriers, including cumbersome bureaucratic processes, jurisdictional boundaries, and coordination with other departments that make it difficult to provide services. Consolidating AAAs may alleviate many of these barriers, but this process will come with its own challenges, including integration of data systems, City and County retirement plans, organizational culture, and service delivery strategies.
- 5) **Analysis and Recommendations**: We recommend a strategic transition to a consolidated department that includes a single AAA for the entire County, APS, and IHSS as follows:
 - i) **During Implementation: Put in place a strategic restructuring process and seek input from leaders in key departments and key stakeholder groups.**
 - The strategic restructuring process must consider the barriers mentioned in this report, have a timeline for the restructuring process, and have an implementation strategy to complete each step.
 - Once the implementation of this restructuring is complete, this process should also include conversations about the feasibility of incorporating additional LTSS programs (e.g., OPG).
 - The new department should engage a Leadership Council in the transition and implementation process. Build on the PALA workgroups to include input from key stakeholder groups including executive leaders from other departments and programs, service providers, and older adults. The Leadership Council should review and provide suggestions to improve coordination with the new department, including strategies recommended in this report, to overcome barriers.
 - Conduct one or more "straw person" case study exercises in which hypothetical clients interact with multiple components of the department. Use this as an opportunity to identify and eliminate gaps within the new department so that real clients are not overlooked or underserved. [Appendix A](#) provides hypothetical "straw person" clients for this exercise.
 - ii) **As Part of Strategic Restructuring Separate Workforce Development and Aging and Community Services, and consolidate the AAAs into a single department that includes Older Americans Act Legacy programs, other programs offered by both Area Agencies on Aging, Community Services, APS, and IHSS.**
 - Maintain APS within the newly created consolidated AAA.

- We recommend reviewing the following for adoption in section (i) (above) and implementing best practices in this phase: Decentralize service delivery to the community using local hubs. As recommended in the Seamless Senior Services report, establish one-stop centers that integrate application and information and referral services for older, disabled, and dependent adults. LA City AAA's multipurpose senior centers offer a promising model. Consider how to integrate this grant-based nonprofit provider approach with County operated centers.
 - Where possible, we strongly recommend streamlining contracting and monitoring to reduce inefficiencies within the County that hinder flexibility, delay allocation of funds, and reduce the pool of providers. Consider using LA City's approach to contracting. Input from stakeholders consistently noted that the City AAA's budget-based contracting is less burdensome than the County AAA's pay-for-performance contracting.
 - Identify a process for current City employees to "grandfather in" (i.e., maintain) their benefits and retirement plans, to the extent this is necessary and/or is feasible. Maintain staff who have experience with aging service delivery in the new Aging department.
 - Build expertise in aging by training and recruiting personnel who are experienced in aging. Build capacity by incentivizing employees to take available courses (i.e., continuing education credits) to continuously increase their expertise in aging.
 - Integrate the County and City Advisory Groups.
 - Establish an effective integrated data system that links AAA, senior center, and APS data. Adhere to confidentiality requirements while providing client tracking and analytics for data-driven decision making.
 - Explore promising additional funding sources, including a sales tax (see San Francisco's [Dignity Fund](#)), public-private partnerships, and coordinating with health care systems as they take on increasing responsibility for LTSS. Maintain the City's affiliated non-profit, and hire a grant writer to pursue additional funding
 - Ensure that clients have equitable, culturally-competent and language-specific access to services, regardless of their zip code. Build on and develop strategies to identify, reach, and serve high-need clients, including those with low income, people of color, the linguistically isolated, and those who live in more sparsely populated or unincorporated areas.
- iii) As Part of Strategic Restructuring, Incorporate IHSS into the department.**
- Co-locate DPSS eligibility staff with AAA staff.
 - Build on successful models in other California counties to establish an integrated data system that can link or crosswalk AAA, senior center, APS, IHSS, Cal-Fresh, and SSI data.
 - Lead on cultural and administrative mechanisms that promote cross-program coordination. The history of programs in the County, including within WDACS, is replete with silos and coordination barriers. Create processes that encourage managerial staff to work together toward a truly integrated aging department that has the capacity to provide—either directly or in partnership with other departments—the variety of programs and services that benefit older adults.
- iv) Once the department is fully operational, explore the feasibility of moving the Office of the Public Guardian to the new department.**
- After the new department is stable and operational, we recommend weighing the pros and cons of including the OPG in the new Aging Department. We do not, however, recommend removing other specific services and programs (identified in [Appendix D](#)) that reside in other departments at this time. Rather, the department

of aging should coordinate with other departments to support and build capacity in these services. This can be facilitated using the Leadership Council recommended in (i).

v) Once the department is fully operational, explore the feasibility of adding services that target younger adults with disabilities.

- Determine if and when this additional integration is opportune. This decision should be made considering input from key stakeholders, including the Leadership Council. At the National level, the Administration for Community Living (ACL) was established in 2012 with the mission to: “Maximize the independence, well-being, and health of older adults, people with disabilities across the lifespan, and their families and caregivers.” The state of California, as part of its Masterplan for Aging, is considering a model that integrates aging and disability services. A parallel structure at the local level should be explored.

As Part of Strategic Restructuring, Separate Workforce Development and Aging and Community Services, and consolidate the AAAs into a single department that includes Older Americans Act Legacy programs, other programs offered by both Area Agencies on Aging, Community Services, APS, and IHSS.

To build the capacity of a standalone department, the following goals should be top priorities:

- i. **Visible:** The department should be easily identifiable and accessible for clients, service providers, and decision makers. The department should have the word “aging” in its title and have a visible, easy to find website and call center (see San Diego promising practices) to direct people to resources they need. The department should also have easily identifiable programs for people seeking specific kinds of help (e.g., Adult Protective Services, Home-Delivered Meals). The department should build an effective messaging campaign—perhaps through a public-private partnership—to combat ageism, or discrimination against older people due to negative stereotypes, especially in light of COVID-19. The department should support the use of terms such as “older adults” and “older people” rather than “seniors” and “the elderly,” which studies have found to have a derogatory connotation. Finally, the new department will need to integrate and redo its website, including offering easily accessible, user-friendly searches, consistent symbols and terms, and frequent updating.
- ii. **Seamless for clients:** All services offered by various County departments should be coordinated such that services feel seamless to those receiving them. Services should be easily accessed and utilized regardless of zip code. Integrating core services into a visible standalone structure supports this goal. In addition to integrating core aging and long-term services and supports, clinical integration requires increased coordination with other programs using a variety of mechanisms described later in the report (e.g., care management, multi-disciplinary teams, memoranda, co-location).
- iii. **Cost effective:** Systems improvements should lead to fewer mistakes, improved access, better referrals, and improved client tracking and data utilization. In addition to reducing duplication and inefficiencies, we recommend strategies that focus on prevention and leveraging additional dollars (e.g., LTSS services, homelessness prevention).
- iv. **Community-centered:** The department should have an integrated countywide structure delivered through local community-level one stop centers. Given the size of the County,

localized, culturally- and linguistically-competent hubs should be created that allow for easy access and utilization at the local level. [San Francisco's model](#) informs this approach. A core question is how to determine hub districts given different approaches (e.g., SPAs, Supervisorial Districts, Senior Centers, IHSS and APS field offices). Existing City Multipurpose Centers and County Community and Senior Centers may serve as community-specific brick and mortar hubs, although they do not cover all areas of the County.

- v. **Equitable:** Services will need to be standardized and equitably allocated across regions and among clients, to the extent possible while managing limited resources. This will require balancing a standardized array of services and eligibility requirements with the flexibility of culturally-competent, locally developed innovations. Different eligibility requirements (e.g., age-based, needs-based) across the variety of programs will also need to be managed. Improved data will help evaluate who is not being served.
- vi. **Consumer-driven and co-produced:** Engage stakeholders in efforts to improve planning, implementation, and assessment, as well as identify problems, suggest new approaches, and introduce innovations. San Francisco and San Diego have robust stakeholder input. Los Angeles has been moving in this direction with its PALA workgroups and should continue to build on this effort.
- vii. **Build and Maintain a Strong Data Management Core:** The County and City of Los Angeles use different data systems. The County itself uses multiple systems to manage its data. Some systems are outdated and are incompatible with each other. Site visits identified the benefits of strong data systems to improve client tracking, identify unmet needs, support data-driven decision making, conduct equity analyses, track and manage waitlists, identify and track costs, and assess cost effectiveness. As recommended in the Seamless Senior Services report, data integration can begin by creating an interagency team comprised of AAA, IHSS, and APS representatives to share case information, develop and share policy procedures, and review program directives in an effort to streamline access to services. For over two decades, every report has recommended better integrated intake and assessment. At a time of limited funding, this is an investment in which most of the benefits will be realized in the future.
- viii. **Public Private Partnerships:** The Los Angeles Region leads in a number of sectors. Representatives from these sectors should be called upon to partner with aging efforts. For example, leaders in the entertainment field have expressed an interest in PALA. They could be asked to support better messaging and communication to reduce ageism and help capture the power of the “longevity economy” to improve the region for people of all ages. PALA and the new department can become vehicles to partner with diverse stakeholders and create solutions using untapped resources.
- ix. **Build the capacity to innovate by applying promising and evidence-based practices from other communities.** Both the City and County offer promising practices that could be taken to scale. Concurrently, several promising practices and evidence-informed approaches from other areas should be considered (See [Appendix I](#)).
- x. **Build the capacity to coordinate and inform key partners including health care plans, homeless initiatives, and criminal justice systems.** Because aging affects almost every sector, it is important to identify and recognize cross-sector aging needs and

coordinate to meet them. Population aging suggests the need to think beyond the legacy programs that were first implemented over four decades ago. PALA has led some of this work. It is important to continue to build the capacity of an aging department to effectively address the host of issues affecting older adults across a variety of programs and services.

- xi. **Supplement core Older Americans Act programs with those that promote engagement, including those that target art and culture.** As recommended in the PALA report in 2018, expand participatory arts and cultural programs for older adults led by professional artists to increase quality of life, address social isolation, increase mastery and positive effects on cognitive and physical health. Where possible, have older adults lead these efforts.
- xii. **Recognize that older adults have very diverse needs, interests and opportunities to contribute and support LA County:** It is important to recognize and celebrate the diversity among older people. The vast majority are healthy and engaged; about 20% need some level of services and supports, and a very small percentage (less than 5%) are living in facilities. Although ageism portrays older people as “the other” this group is one that most people will join and everyone hopes to join—our future (or current) selves. We are all aging, albeit at different rates, in different ways, with different interests, abilities, needs, and preferences.

A variety of coordinating mechanisms should be considered and/or expanded to increase effectiveness

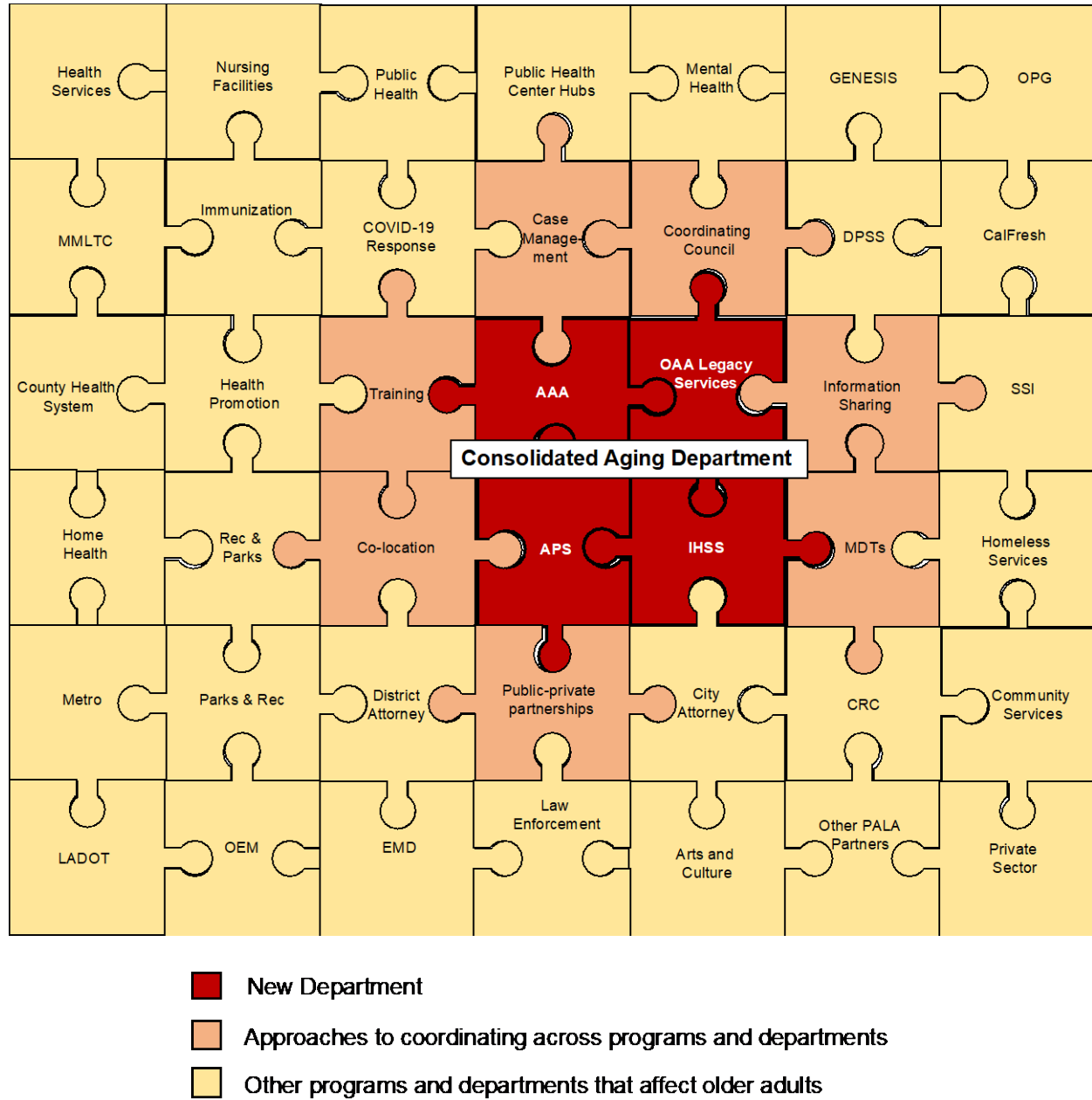
Currently, services and programs that target older adults are disjointed. It is a challenge for AAA employees to coordinate these services with other County and City departments, which creates gaps and barriers for seamless service delivery (Figure 0.1). To enhance coordination efforts, we recommend using the following tools to serve as the missing pieces of what is currently an incomplete puzzle (Figure 0.2):

1. Multi-disciplinary Teams
2. Training
3. Focal points with services co-located in local service hubs
4. Continue to engage a stakeholder Coordinating Council building on PALA
5. Visible information sharing and consistent messaging
6. Public/Private Partnerships
7. Care coordination or case management

We recommend that the new department including “Aging” or “Older Adult” prominently in its name: Suggested names are:

- 1) Department of Aging Services, Opportunities, and Resources (ASOAR or ASOR)
- 2) Department of Aging Services (DAS)
- 3) Department of Aging and Disability Services (DADS)
- 4) Department of Older Adult Services (DOAS)

Figure 0.2. Consolidation, Coordination, and Capacity Building of Aging Programs



Introduction

There is a Strong Legacy of Prior Work to Build On

The Los Angeles region is on the cusp of a demographic revolution. Projections show that the County of Los Angeles (the County), home to more people than any other county in the nation, is seeing its older adult population double from 1.8 million in 2010 to 3.6 million by 2030. This change reflects one of the most impressive achievements of the last century—dramatically increased longevity, reflected in large numbers of people living to advanced old age.

As major engines of change, Counties may be our best hope for addressing the needs and optimizing the potential of an aging society. Midway through 2020, the County of Los Angeles is at a transformational crossroads that is fraught with challenges and ripe with opportunities. Indeed, the County has begun to take important steps to prepare, including developing a comprehensive and visionary road map, the Purposeful Aging Los Angeles (PALA) Age Friendly Initiative Action Plan. This plan included 34 recommendations to help the LA Region achieve its vision of becoming the best place in the world to grow old. See Appendix C for more information about major County and City initiatives and partnerships to build on. A decade prior, the County undertook the Seamless Senior Services (S3) study to examine how to structure aging services to best serve its growing population of older adults. We include many of the lessons learned and the recommendations from these comprehensive and thoughtful efforts.

We build on prior efforts, including PALA and S3 recommendations, to offer what we hope is a useful roadmap for the important journey of systems change. These prior recommendations and input for this report from key stakeholders offer a path toward building a strong, visible department of aging. Successfully implementing these recommendations will depend on interagency collaboration, leadership commitment, and resource allocation. Given the size and diversity of the County, it will also be crucial to recognize the need for flexibility that includes the ability to adapt to local contexts, various individual needs, and the capacity of service providers.

As the County continues to plan for a population that is growing older and more diverse, responsive leadership and robust systems are required. PALA and S3 offer a solid foundation that reflects visionary leaders, engaged stakeholders, enthusiastic businesses, a robust program/service network, and a committed provider community. It is important to build on this foundation. This report seeks to do that by presenting integrated service delivery models, identifying the challenges and barriers to implementation of a more integrated service system, and suggesting implementation strategies.

Despite Several Major Initiatives, Services for Older Adults Remain Fragmented

Aging Services in the Los Angeles region are fragmented (Box A). Los Angeles County is the only county in the nation that has two Area Agencies on Aging (AAAs): one for the City of Los Angeles, and another for the rest of the County. Programs used by older adults (i.e., Older Americans Act Services, Adult Protective Services, In-Home Supportive Services) are fragmented because they were developed at different times in response to different funding opportunities and initiatives, and exist in different departments, with their own assessments, approaches to service delivery, and service eligibility/authorization. (See [Appendix B](#) for more information about this structure and the history of the Aging Network.) The County AAA is housed in the department of Workforce Development, Aging and Community Services (WDACS), while the City AAA is housed in the Department of Aging (LADOA). Building on the rigorous work completed over the past two decades, we explore the feasibility of integrating aging services in L.A. County. Given

demographic changes, the increasing needs of older adults, and the opportunities that an aging society offers, it is imperative that the County develops an approach that will help older adults thrive. The County should focus on building on the extraordinary untapped value and human capital of an aging society while improving programs and services for people of all ages.

Box A. Mrs. P: A Broken System and a Client in Crisis

By the time Mrs. P had been referred to the City of Los Angeles and GENESIS, she had already cycled through eight other agencies—and was still struggling. Labeled a “frequent flyer,” the problems she faced had been used against her, rather than highlighting the holes in a broken system resourced to help.

What happened to Mrs. P.?

When GENESIS and the City received the referral, eight agencies had already been involved¹:

1. DMH Patient’s Rights
2. Department of Health Services (DHS)
3. Adult Protective Services (APS)
4. In-Home Supportive Services
5. Law Enforcement
6. Department of Public Health
7. Community and Senior Services
8. Los Angeles City

Coordinating between the LADOA and GENESIS led to these outcomes:

- DMH staff convened a case conference on client’s severe physical limitations and to establish available discretion of agency mandates for action, including help reframing the labels of “stubbornness” and “manipulation.”
- IHSS agreed to re-evaluate Mrs. P’s needs based only on her need to comply with DHS citation, at this time. Requested that DMH staff be present during client interview. *Client was approved for services.*
- APS and DHS assisted in securing an industrial dumpster for backyard clean up. *Client was previously told she would need a contractor’s license to get one.*
- Advocacy Educated hospital staff to possible drug interaction after client began hallucinating while in the hospital. *Client has no history of schizophrenia or psychosis.*
- Work with police department to cover cost of repairing client’s doors that were broken during their welfare check. *Police department agreed to pay.*

Mrs. P was able to remain safely and independently at home after trusting enough to accept the support of the team. She was asked to speak at the Department of Mental Health Conference where more than 150 attendees agreed very loudly and publicly that she did not have a mental disorder. See [Appendix A](#) for more information about Mrs. P’s case, and how coordinated service delivery improved her care.

¹ We use original department names; some names have changed since this case was resolved.

Several California Counties Offer Effective Models

Los Angeles is unique in several key ways, including its size, diversity, high need, and the fragmentation of its aging services. Compared to other large counties in California, the population of Los Angeles is slightly younger, more diverse (racially/ethnically/linguistically), more likely to have lower income and utilize Medi-Cal, and more likely to have physical and/or cognitive impairment. These characteristics suggest that there is a greater need for long-term services and supports (LTSS) and highlight the importance of culturally competent services that reflect the region's diverse communities. Several large counties in California offer valuable lessons from their experiences navigating the process of integrating departments, programs, and services. While not as large or diverse as L.A. County, these counties serve as models, offering insights, challenges, and effective strategies for overcoming barriers. Specifically, San Diego and San Francisco moved toward integration over two decades ago and shared lessons learned from consolidating large LTSS programs into their Departments of Aging.

These characteristics suggest that there is a greater need for long-term services and supports (LTSS) and highlight the importance of culturally competent services that reflect the region's diverse communities.

Integrate Core Aging Programs into an Aging Department

In general, most government services are functionally organized by their purpose (e.g., transportation, housing, health, mental health) while a few are organized to more effectively serve the unique needs of a specific population (e.g., children, older adults, people with developmental disabilities). A key question in the organization, delivery, and funding of population-based services is how to make them as effective and seamless as possible for the targeted client population. In other words, which programs and services should be consolidated into a population-specific department and which should remain within their functional department using coordinating mechanisms to improve service delivery to the specific population?

We argue that the key driver of this decision is the level and type of expertise needed to carry out the service. For example, the Los Angeles District Attorney's Office includes an elder abuse unit. Given the legal expertise required to prosecute elder abuse, it makes sense to keep that unit in the DA's office. On the other hand, Adult Protective Services focuses on older adults and adults with disabilities. Expertise for APS fits into an aging department. Population-based departments must have the capacity to carry out their mission of 1) providing the core services under their domain, and 2) working with the range of functional departments to ensure that they are adequately serving the client population.

In this report, service **integration** refers to an administrative structure in which programs and services are structurally consolidated within the same department. **Coordination** is an approach that links programs and services that are in different administrative structures (e.g., they are under different auspices). Both are required. We make recommendations about which programs and services should be integrated into a standalone aging department under a centralized administrative structure and which should be linked through various coordinating mechanisms. While we believe that it is important to develop an integrated core group of programs to serve the growing population of older adults, we do not recommend putting every population-based service into a single agency.

To support the efforts of the County of Los Angeles (including City of LA) to become the “most age-friendly region in the world” (Purposeful Aging Los Angeles, 2018), this work was completed in response to the County of Los Angeles Board of Supervisor’s motion of February 5, 2019, **“Improving Los Angeles County’s Approach to Serving Older adults.”** The motion directs that the County should “look closely at marshaling all the services and resources available to older adults into one agency.”

This report presents findings from the feasibility study’s five objectives:

1. [Identify Current Services](#)
2. [Facilitate Community and Stakeholder Input Sessions](#)
3. [Identify Challenges](#)
4. [Identify Structural Barriers in Service Provisions](#)
5. [Analysis and Recommendations](#)

While we believe that it is important to develop an integrated core group of programs to serve the growing population of older adults, we do not recommend putting every population-based service into a single agency.

Objective #1: Identification of Current Services

The purpose of this objective is to determine the range of services currently being provided to older adults by County and City departments.

1.1: Determine which services targeting older adults are currently being provided by County and City Departments.

The Legacy Basis for Coordinating Aging Services: Older Americans Act Programs

The Older Americans Act (OAA) was passed in 1965 as part of the Great Society. In the early 1970s, it created the Aging Network—a Nationwide structure of State Units and Area Agencies on Aging designed to plan, advocate, coordinate, and in a few instances, fund aging services. The centerpiece of the Older Americans Act has been the meals program, including congregate meals and home delivered meals for those who are homebound. Both the City and the County AAAs provide programs and services funded through the Older Americans Act to clients who live in their respective Planning Service Areas. [Appendix D](#) includes more information about each of the OAA services that are offered by the AAAs. We recommend that the new department of aging continue to move beyond legacy programming by building capacity to offer services beyond those outlined in the OAA Titles, which have been chronically underfunded. In addition to offering OAA services, the City and the County both offer additional services. While some of these programs are Countywide, others are specific to the County (PSA 19) or the City (PSA 25). The new department should incorporate each of the programs that are currently offered and extend them to all County residents (e.g., the City's transportation services such as Access and Cityride, and the Emergency Alert Response System).

Other departments in the County and the City also offer programs targeted toward older adults. While we believe that it is important to develop an integrated core group of programs to serve the growing population of older adults, we do not recommend putting every population-based service into a single agency. Many programs offered by other departments, including those listed in [Appendix D](#), are adequately administered by the departments that have the staffing and expertise relevant to the program (i.e., mental health services). Rather than “carving out” services and creating new silos, we recommend that the new countywide integrated department of aging coordinate with other departments through a variety of mechanisms described in section 5.7.

1.2: Determine the number of residents receiving each service.

See [Appendix E](#) for information about the number of clients that receive Older Americans Act services, including the demographic composition of clients and the number of units provided.

1.3: Conduct an analysis to determine if there is duplication of services between the City and County and identify where the duplication occurs.

Most services are geographically-based, which reduces the likelihood of duplication in service provision. For instance, the County and City AAAs both provide services as outlined in the Older Americans Act for the residents in their respective PSAs. However, there is duplication in contracting and monitoring (budgetary and program) for services that span the City and County services areas. A list of overlapping contractors can be found in [Appendix F](#).

A consolidation of County and City AAAs would eliminate duplication of administrative functions such as contracting and contract monitoring, RFP processes, budgeting and accounting, data collection, and preparation of program reports to the CDA.

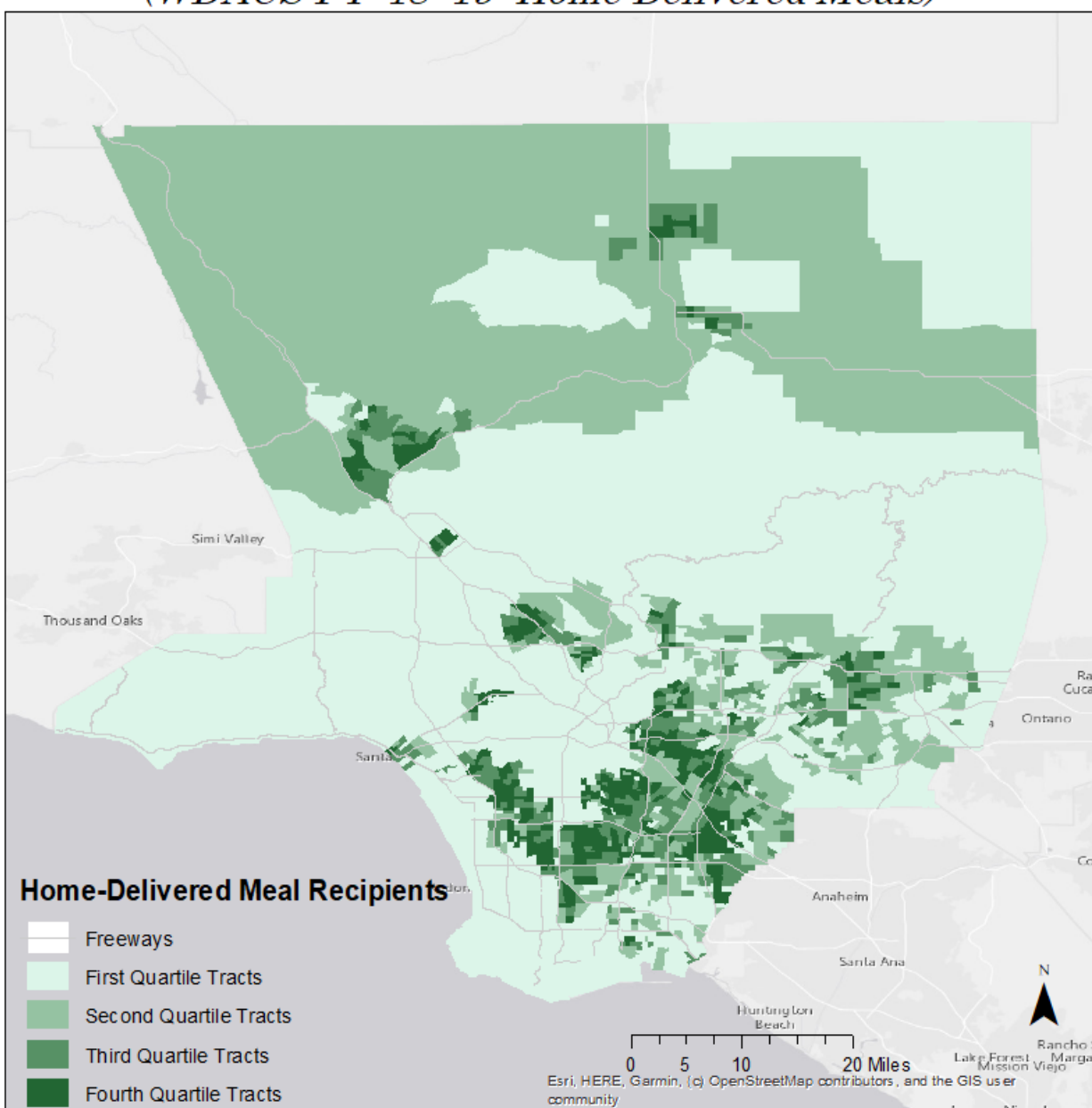
1.4: Determine if services are being provided equally throughout the City and County

The City and the County AAAs reach individuals in different geographic areas to provide similar services. We demonstrate this by displaying maps of census tracts in the County according to the density of recipients of home-delivered (Figure 1) and congregate meals (Figure 2). For Home-Delivered meals, tracts with high volumes of recipients can be found in neighborhoods and cities throughout the County in populated areas – with the exception of the City of L.A., which is not included. Northern County urban areas (e.g., Santa Clarita, Palmdale and Lancaster); Western areas (e.g., West Hollywood, Santa Monica); Central County areas (e.g., Glendale and Pasadena); as well as parts of the San Gabriel Valley; large swaths of Greater South LA and Southeast LA County all feature tracts which have a comparatively high usage rate for delivered meals.

Alternately, the congregate meal recipients follow a pattern more related to population density and need, and are less strictly bounded by administrative jurisdictions. Congregate meals (which because of sheltering-in-place orders, are currently delivered to people's homes) serve many people in both incorporated and unincorporated areas of the County. Within the City of Los Angeles, there are tracts that register high numbers of City residents who receive congregate meals at County meal sites. This shows the dispersion of need, the cultural and social connections for frequent recipients, and the proximity to non-City of L.A. service sites like those in West Hollywood or South L.A. that might be the most convenient option for a resident living near the border of the City of L.A.

Figure 1. Residences of WDACS Home-Delivered Meals Clients

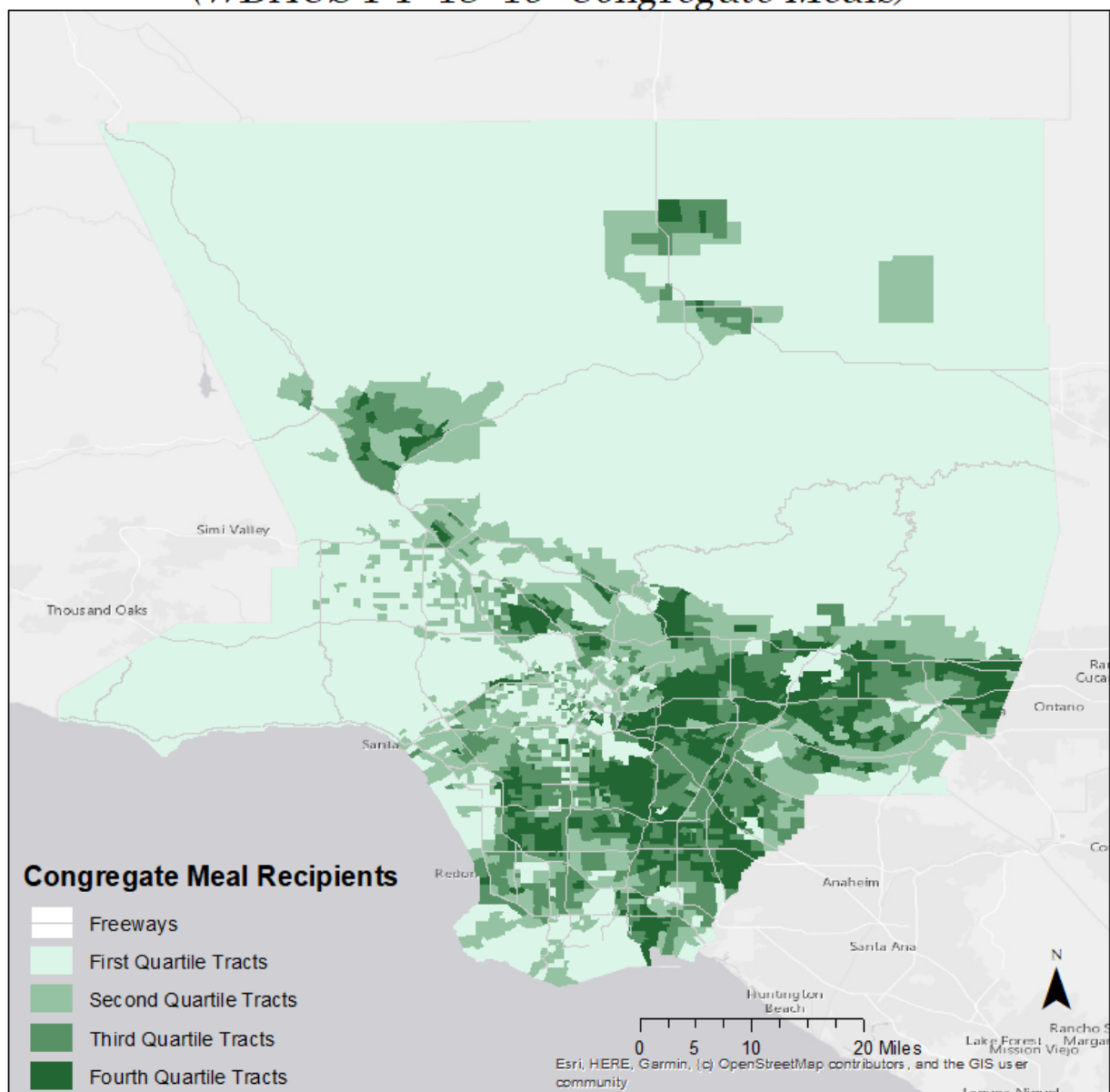
*Delivered Meal Recipients - Census Tracts by Quartiles
(WDACS FY '18-'19: Home Delivered Meals)*



Sources:
 US Census Bureau TIGER/Line
 WDACS FY '18-'19 Home-Delivered and Congregate Meals
 LA County Data Portal

Figure 2. Residences of WDACS Congregate Meals Clients

*Congregate Meal Recipients - Census Tracts by Quartiles
(WDACS FY '18-'19: Congregate Meals)*



Sources:
US Census Bureau TIGER/Line
WDACS FY '18-'19 Home-Delivered and Congregate Meals
LA County Data Portal

Gaps in service delivery

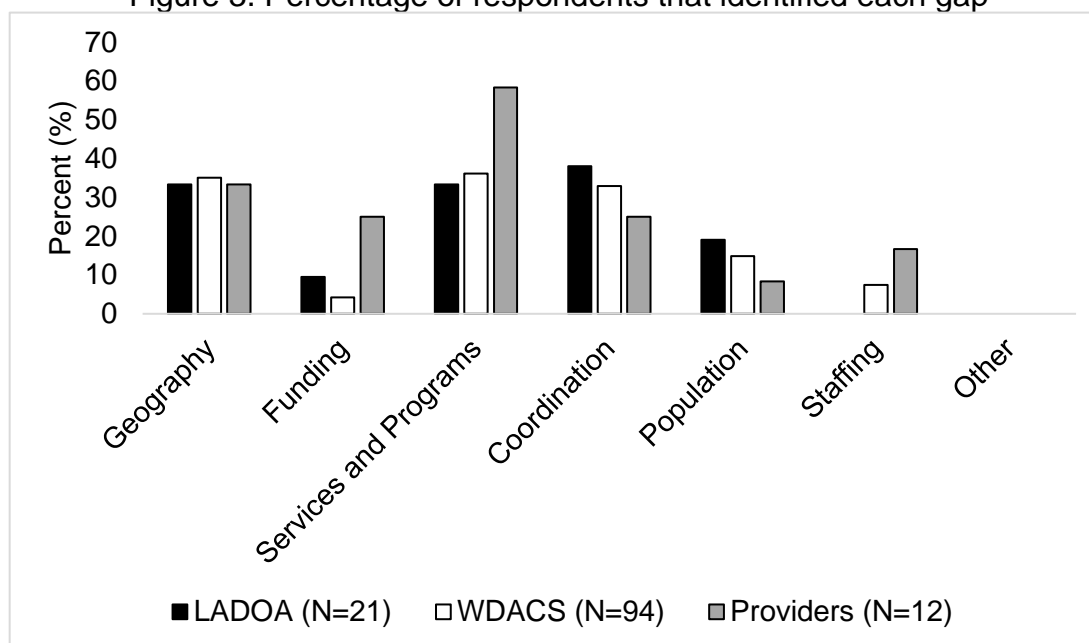
WDACS employees, LADOA employees, and service providers were surveyed to determine if there are gaps in service delivery, and if consolidating AAAs would impact these gaps. Survey respondents who said that there were currently gaps in service delivery were asked to identify these gaps.

We performed a content analysis of the free responses, and identified six themes, as seen in Table 1. [Appendix G](#) reveals the number of responses that fit each theme for LADOA employees, WDACS employees, and providers. It also displays the percent of each group's responses that fit within each respective theme.

Table 1. Themes and definitions for gaps in service delivery

Theme	Definition	Example
Geography	Geographic regions that are not receiving services; people who live in the City cannot receive services in the County, and vice versa	<i>"We service all of Los Angeles County; however, we currently have a gap in service as we are not able to cross over County lines to transport clients to certain medical or other destinations."</i> –WDACS employee
Funding	Not enough funds to deliver services; funds may not be distributed in a way that serves everyone	<i>"The current structure limits service availability because it is driven by two different funding entities."</i> – Provider
Services and Programs	Services that should be provided, but are not currently provided	<i>"Different programs approved for [the] same purpose between the two."</i> –Provider
Coordination	Lack of coordination or communication between/within departments, agencies, contractors, or governments	<i>"It is difficult to determine which services are provided by the City and which ones are provided by the County. Also, trying to coordinate services for older adults becomes difficult. [It] is difficult to break down barriers to collaborate."</i> –WDACS employee
Population	People are not being served based on age, language, culture, income, need, sexual orientation, gender. Not based on geography.	<i>"Service gaps include older adults who are 55+ but not yet qualified to receive services, as the age limit is 62+. Other gaps include resources for homeowners/seniors who are not considered low-income but still fall short in income."</i> – LADOA employee
Staffing	Concerns about not having enough staff	<i>"There is a gap in staff to sufficiently sustain the programs properly to support the clients, and target the most at-risk populations within these demographics."</i> – WDACS employee
Other	Gaps that don't fit in the other themes	

Figure 3. Percentage of respondents that identified each gap



As seen in Figure 3, gaps related to “Services and Programs” were among the most commonly identified gaps for each group of respondents. This was particularly prominent for providers, as more than half of providers identified this as a gap. Providers discussed waitlists for their services, as well as services that they offer for one AAA, but not the other. Other gaps related to “Coordination” and “Geography” were also identified. Physical geographic gaps were a common issue that respondents identified in their responses. Less common, though still important, were gaps related to “Funding,” “Population,” and “Staffing.”

In focus groups and interviews, WDACS employees who work for the Aging & Adult Services branch expressed concerns that the aging component of WDACS is “buried,” and far down the list of County departments that are listed alphabetically. WDACS employees also stressed that, compared to LADOA, they have “double the funding, half the size. That’s because of the other programs that we have in place where it allows us to integrate and leverage.” They hope that a consolidation of the City and County AAAs will result in more staff, allowing them to apply for more grants, and provide additional services.

[G]aps related to “Services and Programs” were among the most commonly identified gaps for each group of respondents.

Objective #2: Facilitate Community and Stakeholder Input Sessions

2.1: Identify a diverse group of stakeholders throughout Los Angeles County to facilitate input on best practices in the delivery of aging services.

Stakeholders consulted for this study include WDACS and LADOA employees, the service providers who contract with them, and the commissions of older adults that advise their leaders. The consultant conducted focus groups with WDACS employees (executive staff, program managers, and administrative staff) and LADOA employees (executive staff and managers). All employees and providers were sent an anonymous survey and given the opportunity to schedule a brief phone interview. This allowed the consultant to obtain input from the people who would be impacted by a consolidation of AAAs and departments of aging, and to learn about current challenges and promising practices.

Most respondents believed that a standalone department of aging is likely to improve service delivery, make service delivery more efficient, and reduce gaps in service delivery. “I don’t know” was a popular response for many questions related to the impact of a consolidated department of aging; when this option was not available, many did not answer the question. Both WDACS employees and providers were significantly¹ more likely than LADOA employees to believe that a standalone department would improve contracting for aging services and save their department money. Compared to LADOA employees and providers, WDACS employees were more likely to believe that a standalone department of aging would improve visibility for their department. WDACS and LADOA employees were more likely to believe that a standalone department of aging would require them to increase the number of employees in their department, while providers primarily believed that it would have no impact on human resources.

In the free-response section of the survey, many noted that it was difficult to make predictions given uncertainty about the new department’s structure. Stakeholders also identified how consolidating AAAs would impact their departments (Table 2) and their jobs (Table 3). [Appendix H](#) reveals the proportion of responses by theme and respondent group for the impact on their department and job.

Most respondents believed that a standalone department of aging is likely to improve service delivery, make service delivery more efficient, and reduce gaps in service delivery.

Impact on Department

Most respondents indicated that a standalone department of aging would have a positive impact on their department’s service delivery. LADOA employees and providers expressed complaints about the current service delivery system and suggested that a consolidated department would alleviate these challenges. Table 2 presents exemplary quotes for each theme identified related to the impact on departments.

¹ Chi-squared tests were significant at the $p < .05$ level.

WDACS employees felt that their client's needs would be addressed faster if the departments consolidated, and this would prevent clients from "falling through the cracks." An LADOA employee described how a standalone department would have positive impacts, as it would improve customer service, as "seniors and caregivers won't have to figure out which AAA they need to contact."

One WDACS employee's response to this question encompassed many of the themes that were addressed in other respondents' answers:

"A stand-alone department could have more leverage to improve LA County as [an] older adult and disabled people-friendly place. It can also lead the region in comprehensively servicing these underserved senior populations: LGBTQ, incarcerated and formerly incarcerated, homeless, undocumented, living with HIV+/AIDS and other STIs. It could reduce contracting out services and increase [the] number of employees to provide those public services so they aren't privatized. Increasing awareness and addressing public health and sexual health issues that seniors are facing. As long as a stand-alone department doesn't involve laying employees off but expanding the workforce in union-represented positions, then I think this can be a positive move forward. This is an opportunity to listen and learn from the workers who have been doing this work on the ground and have innovative ideas that can be implemented, like art programs, using County-owned buildings and land to provide permanent, public supportive housing. We can have a more visible presence in the community and break barriers down and collaborate more with the people we serve to improve services and programming."

Table 2. Themes and definitions for impact on department

Theme	Definition	Example
Not enough info	Cannot predict what the impacts would be because there is not enough info about how the new department would be structured	<i>"I don't know and not knowing makes consolidating the departments less attractive."</i> –LADOA employee
Geography	Geography, service area, regions served	<i>"Service area will be higher the demand will be higher."</i> –LADOA employee
Service delivery for clients	How clients are referred, how they access services	<i>"Currently, the way the two departments contract services and interpret guidelines from the state are completely different. It is often a waste of time and resources to try to manage contracts from both departments. But, when an agency does not contract with both, there is a gap in services for clients. Clients also have difficulty understanding the catchment areas and services from each program. It is frustrating for both service provider and recipient."</i> –Provider
Staffing	Job security and career advancement, benefits, retirement, salary, office culture, staff diversity, etc.	<i>"If you merge both departments your job security of one or the other departments might be at risk."</i> – LADOA employee
Process of consolidation	How to merge the departments, timeline; how IT components will merge; which contracting model will be used	<i>"WDACS often does a lot without a lot of staffing or resources available to it. Should it become a standalone department, it is extremely important that an impartial assessment is done to ensure that the new standalone department is able to meet the needs of older adults. Streamlining will be needed but I hope this is not an exercise of just cutting expenses but rather an exercise to ensure we (the city/county) can reduce duplication and provide effective and efficient services to older adults."</i> – WDACS employee
Coordination	How consolidation would impact coordination and communication within and between departments, agencies, or governments; includes how referrals are managed	<i>"The standalone Department would generate synergy and more efficient and effective ways of working and serving those in need. Instead of the City and County working in silos as they mostly do now, we would be pooling our resources, programs, and minds to consolidate where needed and expand and innovate in other areas to provide additional ways of serving the community."</i> –WDACS employee
Funding	How consolidation would impact grants, allocation of funds, and resources available, including general funds	<i>"We would still need access to the resources provided by the other branches in the department. Without that assurance, the level of service will suffer."</i> – WDACS employee
Leadership	Qualities of the leadership/management; who the leader of the new dept would be	<i>"It would provide more focused leadership in aging and coordinated/strategic planning for services. it creates opportunities for new partnership with other systems serving older persons like health care."</i> – LADOA employee
Visibility	Recognition of the work the organization/department does.	<i>"Increased visibility would aid community in identifying where to turn for help. It would also guide other County departments to include the department on relevant working groups etc. to represent and advocate for older adults."</i> – WDACS employee
Other	Impact on dept that doesn't fit in the other codes	

There was some concern, however, from WDACS employees who serve younger populations, either instead of or in addition to older adults. Many of WDACS' community centers offer intergenerational programming, and some staff are concerned that consolidating departments on aging will be detrimental to the community-centered models that exist in some programs:

"I think the impact would be negative due to the fact that many of our service centers serve all ages, from children, to young adults, to the middle aged, as well as seniors. Most of the communities we serve are low income minority communities which, in the past, had not had the variety of services our department now offers to them. To take that away now would seem to be going backwards. Please take into account the reactions of the whole community if their Centers would eliminate/alienate some of them instead of embracing them, as they do now. Where would the other age groups now get their services, especially children or adults who do not have adequate transportation? Many of our participants are regulars who are in walking distance or children who come to programs after school & with their families. Multigenerational Centers provide diversity, as well as the wisdom of elders & the County seems to seek this, as far as diversity."

A Consolidated Department would have a positive impact on workload and resources

Asked about how a consolidated department of aging would impact their day-to-day job, impact on workload was the most common theme identified for all respondents (see [Appendix H](#)). LADOA employee's responses related to workload were split between positive and negative comments, whereas WDACS employees' and providers' responses related to workload were primarily positive. Providers who contract with both AAAs also expressed how consolidation would result in saved time and resources, as it would lead to a "reduction of duplication of reporting, follow-ups, [and] meetings."

LADOA employees were more concerned about staffing compared to WDACS employees and providers. City and County employees expressed concerns about job security, wages, and retirement benefits. Several LADOA employees mentioned that they were not sure if they would either receive a promotion, or if they would lose their job. WDACS employees and providers primarily identified positive impacts on coordination for their jobs, as it would allow employees to better utilize the resources available, and to more easily serve their clients. APS social workers would also be able to interact with one department, rather than with two AAAs, which was noted as a challenge of the current system.

LADOA employees were more concerned about staffing compared to WDACS employees and providers... WDACS employees and providers primarily identified positive impacts on coordination for their jobs, as it would allow employees to better utilize the resources available, and to more easily serve their clients.

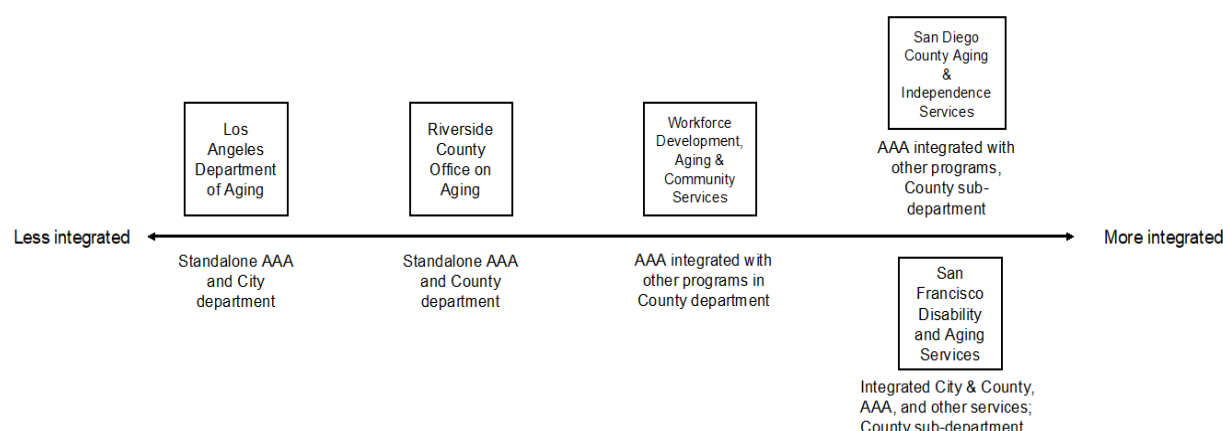
Table 3. Themes and definitions for impact on job

Theme	Definition	Example
Workload	Day-to-day responsibilities, how much work each employee has; ability to do their job and serve clients; how it would impact contracting	<i>"I hope to spend less time on administrative and contracting responsibilities and more time serving the people in need. The amount of redundancy and back and forth with each department on budgets and other contract requirements and figuring out which department has the right interpretation has been a huge waste of time and resources."</i> –WDACS employee
Staffing	Job security and career advancement, benefits, retirement, salary, office culture, staff diversity, etc.	<i>"Not sure how County/City positions would be blended. Would not want County to impact my wages and/or retirement benefits."</i> – LADOA employee
Coordination	How consolidation would impact how the respondent coordinates and communicates within and between departments, agencies, or governments; includes how referrals are managed	<i>"I would not have to go in search of which agency will accept my client and / or fulfill his / her needs rather I would know my client will adequately be served."</i> – WDACS employee
Other	Impact on job that doesn't fit the other codes	

2.2: Consult with experts from other Cities/Counties who provide a wide variety of older adult services to determine the governmental/departmental structure under which they are administered.

To identify models and best practices that can inform L.A.'s approach, the consultant conducted site visits with aging programs in San Diego County's Aging & Independence Services (AIS), Riverside County's Office on Aging (RCOoA), and San Francisco County's Disability and Aging Services (DAS). Figure 4 demonstrates the level of integration that each community experiences, both in terms of aging service delivery, and in relation to other County departments. Both L.A. City and Riverside County have standalone departments of aging that function as the AAAs. The Counties of L.A., San Diego, and San Francisco, however, are integrated with other county departments to varying degrees. In L.A. County, the AAA is housed in Aging & Adult Services, which is one branch within WDACS (along with Contract/Admin Services, Community Services, Workforce Services, and Human Relations). Although Adult Protective Services (APS) is housed within the AAA in WDACS, other commonly used services such as In-Home Supportive Services (IHSS), Multipurpose Senior Services Program (MSSP), and the Office of the Public Guardian (OPG) are located within other County departments.

Figure 4. Level of Integration for California AAAs



In contrast, San Diego and San Francisco have aging departments that are included in larger umbrella organizations within Health and Human Services. San Diego's AAA is within Aging & Independence Services (AIS)—one of eight departments within the Health & Human Services Agency. AIS also includes IHSS, MSSP, APS, and other programs commonly used by older adults. San Francisco's AAA is within Disability and Aging Services (DAS)—one of three departments in the Human Services Agency. Figure 4 demonstrates the level of integration that these AAAs experience, while Table 4 depicts the programs that are included in these departments.

Although Adult Protective Services (APS) is housed within the AAA in WDACS, other commonly used services such as In-Home Supportive Services (IHSS), Multipurpose Senior Services Program (MSSP), and the Office of the Public Guardian (OPG) are located within other County departments.

Integrating AAAs and other services improves visibility and efficiency

Findings suggest that integrating the AAA with other departments and programs (i.e., Health and Human Services, Adult Protective Services) improves coordination and efficiencies of aging services, and allows for greater visibility of the AAA—both within the County governance and for members of the community. Although other Counties are much smaller than Los Angeles, learning from their challenges and promising practices provide helpful insight that can be applied to Los Angeles' efforts to better coordinate services for older adults.

Consolidation into a larger functional agency threatens visibility, mission, and flexibility

Smaller AAAs such as LADOA and RCOoA, however, fear that integrating with other County departments would hinder their visibility and "agility" in service provision. Over time, the Riverside Office on Aging staff have expressed concerns about being subsumed under the Department of Public Social Services (DPSS) or Public Health. Members of the Executive Management team from Riverside explained that they are like the "non-profit arm of the County departments" because they have more flexibility to provide services. RCOoA staff argue that being integrated

with another department would lead to loss of efficiency and effectiveness as it would create more decision-making layers. They explained that being “absorbed” by DPSS

“would be a concern [because] we would sort of get swallowed [and] lose some of both what makes us unique as well as some of the agility to make decisions in-house, locally act on them, pursue them...I don’t know that we’d have [that] if we were subsumed.”

Rather than being absorbed by another County department, Riverside has been able to integrate services by strategically forming partnerships with other agencies and community providers. They argue that aging service delivery works best when there is “a clear partnership and collaboration with the other departments, with the other folks that are doing work in this community, but to have separate oversight...” They value their ability to be an “external body” that can closely collaborate with other County departments.

Similarly, LADOA employees and providers who contract with the City are concerned that consolidating with WDACS will result in reduced flexibility to provide services in the ways they have come to value, and may result in increased bureaucracy.

Integration is a means to build capacity

For larger AAAs (i.e., San Diego’s AIS), integration with other County departments allows for increased coordination of services for the clients, more efficient administration, and more “pots” from which to pull the matching funds that are required for certain services. AIS is the largest integrated Health & Human Services Agency in the state, and the leaders explained that “it’s a very easy hand-off” between programs like IHSS and Medi-Cal because these services have one executive finance director. Therefore, “the way the money is divvied up is not a fistfight. There’s a lot of benefits to be part of an integrated health and human services agency as the aging programs sit in there.” Similarly, WDACS and DAS employees emphasized the important role that shared administrative staff and funding streams play in their departments’ stability. These shared resources between the various branches of WDACS contribute to the department’s success.

Table 4. Components of AAAs²

	L.A. City Dept. of Aging	Riverside County Office on Aging	L.A. County WDACS	San Diego AIS	San Francisco DAS
Standalone department, or sub- department?	Standalone City Department	Standalone County Department	Standalone County Department with multiple branches	Sub-department. in Health & Human Services Agency	Sub- department in Human Services Agency
APS			✓	✓	✓
IHSS				✓	✓
Office of the Public Guardian					✓

Promising Practices from Other AAAs

² The integrated agencies in San Francisco and San Diego are under a Health and Human Services umbrella agency that includes many of the programs that are under the jurisdiction of DPSS in Los Angeles County.

San Francisco's Data Tracking Provides Analytics for Data-Driven Decisions

Like many other AAAs, DAS uses GetCare to track client data. This system allows more than 60 providers to enter information for 30 services, representing 40,000 clients per year. DAS has made efforts to integrate data sets that are not typically coordinated, including AAA, APS, and IHSS data. They use probabilistic data matching when they cannot match a client with their Social Security number. With such a strong data tracking system, DAS is able to make data-informed decisions and improve interventions. DAS is able to populate a dashboard template with GetCare data in a way that is valuable for providers, advocates, and elected officials. With these capabilities, they emphasize the importance of equity analysis. They may be able to see that a sub-population is being served overall, but not in a particular region. For example, information from the DAS data system that indicated a growing need for Spanish speaking providers was used to expand language capacity among funded services.

DAS moved home-delivered meals and case management services to a centralized intake, which is operated by city staff. This allows DAS to manage waitlists as well. A centralized system in-house helps them better track clients and inform service needs. As DAS leaders explained:

“Having our data centralized allows us to look at gaps and needs. For example, we can triage among several nutrition services.”

DAS is able to determine whether a client should be on IHSS instead of on a home-delivered meals waitlist, for instance. However, they note that they “aren’t there yet with universal assessment.” They recognize that some people just want information, and that is why they contact DAS. They also understand that there is a delicate balance between gathering information to help the client receive the services they need, and asking so many questions that they drive people away.

DAS has made efforts to integrate data sets that are not typically coordinated, including AAA, APS, and IHSS data. They use probabilistic data matching when they cannot match a client with their Social Security number. With such a strong data tracking system, DAS is able to make data-informed decisions and improve interventions.

San Diego's Call Center Offers a Visible Gateway to Services

Aging & Independence Services describes its Call Center as the “gateway” to its services. The Call Center is operated by people with Bachelor's level degrees who are trained in social work, to provide initial assessment and channel callers to services and information. Callers are either screened to determine eligibility for AIS programs or they are referred to other appropriate community programs. AIS has been able to implement a “no wrong door” model by using the Call Center to merge information and referral, case management program intake, and elder abuse reporting.

San Francisco's “Hub” Model Provides Visible and Community-Centered Services

The DAS leaders describe its public-facing center as a “one-stop shop.” Across the street from the DAS offices, “The Hub” serves as a centralized location that houses four units: integrated

intake (including Information, Referral and Assistance), the County Veterans Service Office, Medi-Cal and CalFresh eligibility, and the Independent Provider Assistance Center. The latter unit offers services for IHSS providers and recipients, and it has increased foot traffic within the Hub. The Hub serves as the “central door” of the Aging and Disability Resource Center (ADRC), with a contracted “mini hub” in each supervisorial district.

Riverside’s Case Management Services Make Their Budget More Robust

OAA funding limits administrative costs to 10%, requiring the department to target the majority (90%) of funds toward direct services and to operate with a very lean, but efficient operation support. Using their “non-profit lens,” RCOoA designed a community-based, no-wrong-door approach that targeted the needs of health plans and other larger social service organizations in their existing partner network. Lower administrative costs, a more streamlined service provision process, and robust participation in community networks positioned the department to be an attractive option for case management service delivery. As one RCOoA leader explained:

“It’s leveraging that flexibility...Not all AAAs do their own case management in-house. [We’ve] built our strengths on case management, so that’s our basis for support and it helps to fund the hotline and other admin.”

This case management is funded by Adult Protective Services, and combines RCOoA’s hospital transition program with professional nursing care follow-up in the home, allowing for both transitional and longer-term services at the initial report of abuse. As one of its larger and multi-year agreements, this program innovation also offers RCOoA the flexibility to move service and administrative resources when traditional Title funding is diminished.

San Francisco’s Hospital Transition Support Reduces Risk

DAS has a specialized unit in their IHSS program, with the vision of making IHSS a social work/care management program in addition to an eligibility program. Professionals with LCSWs and MFTs staff the unit and carry caseloads with higher needs clients. These social workers assist with discharge and transitions from hospitals. Transitioning from hospitals is an area of high risk to the older adult and high cost to the health care system. This is especially a problem for older adults who lack family members to support their care. For example, the Los Angeles County hospital system struggles with discharge placements, especially complex patients who need care, at least for the short term, in a nursing facility. Some patients languish in the hospital for days or even weeks because appropriate care is lacking.

Proposed changes to Medi-Cal Managed Long-Term Care (MMLTC) will make programs such as the Riverside case management and San Francisco hospital transition program more valuable. Managed Care Plans have taken on increasing risk for LTSS. As part of this transition they will be developing or contracting more care management. The new department should consider exploring a partnership in which the AAA provides care management and helps coordinate among the several personal assistance programs developing in health care with those offered by IHSS and OAA Title III-B programs.

[Appendix I](#) includes a list of additional promising practices and programs that other AAAs offer.

The new department should consider exploring a partnership in which the AAA provides care management and helps coordinate among the several personal assistance programs developing in health care with those offered by IHSS and OAA Title III-B programs.

Recommendations from Other AAAs

Executive leaders and managers from other AAAs offered the following advice to Los Angeles:

- Strengthen administrative resources, including “solid data.” – Riverside County Office on Aging executive leader
- Recognize the value of employees and build the capacity of your management team because they “are the ones who are touching the work.” – Riverside County Office on Aging manager
- Integrating services helps financially and allows for better “cooperation and coordination.” – San Diego Aging & Independence Services executive leader
- Improve coordination with other departments, including co-location of groups that “haven’t been co-located before.” – San Diego Aging & Independence Services executive leaders
- Consult with an expert in restructuring processes who also knows about aging. In this intentional process, “think about staff, community partners, and older adults.” –San Francisco Disability and Aging Services executive leader

2.3: Obtain input from diverse groups of older adults to provide an opportunity to share comments and concerns about the delivery of services and services available to older adults.

Using the plethora of focus groups, town halls, and listening sessions that have been conducted with diverse groups of older adults over the past decade, we analyzed reports that gathered input from older Angelenos. We present older adults’ input here, organized by Purposeful Aging Los Angeles’ domains of livability. Table 5 demonstrates which domains were addressed by older adults in each report as the most pressing needs/service gaps. Issues related to housing and transportation were prevalent in each of the reports, while the other domains were present in at least five of the seven reports analyzed. We also identified needs and service gaps that did not fit under a domain of livability.

Table 5. Themes related to what older adults say are the most pressing needs/service gaps

	Los Angeles Needs Assessment	L.A. County AAA Area Plan 2016-2020	L.A. City AAA Area Plan	Roybal Institute Focus Groups Report	L.A. County Seniors Count!	L.A. County Seamless Senior Services	Age-Friendly Action Plan for the L.A. Region
Housing	✓	✓	✓	✓	✓	✓	✓
Transportation	✓	✓	✓	✓	✓	✓	✓
Outdoor Spaces and Buildings	✓			✓	✓	✓	✓
Social Participation	✓	✓	✓	✓	✓		✓
Respect and Social Inclusion	✓	✓	✓	✓	✓		✓
Civic Participation and Employment	✓	✓	✓	✓	✓		✓
Community Support and Health Services	✓	✓	✓	✓	✓		✓
Communication and Information	✓	✓	✓	✓	✓		✓
Emergency Preparedness and Resilience	✓	✓	✓	✓	✓		✓
Other	✓	✓	✓		✓	✓	

Table 6 reveals sub-themes related to each of these domains, including the number of reports that contained each sub-theme. [Appendix J](#) includes more information about each of these themes. Only the Age-Friendly Action Plan identified what older adults say is working well; Table 7 demonstrates these themes. Some of the sub-themes related to challenges were also identified as strengths (i.e., transportation accessibility).

Older adults have consistently identified these themes as challenges over the past decade. A strong department of aging would have greater capacity to advocate for these issues across functional departments. For example, although a department of aging would not be able to solve the housing affordability crisis, the department of aging can partner with other departments (i.e., LADWP) and community-based organizations to provide assistance with utility bills, home modifications, and other services that help older adults find and maintain housing.

Table 6. Sub-themes of input from older adults

Domain	Sub-theme	Reports
Housing	Affordability	5
	Home repairs/modifications	3
	Safety	1
	Senior housing	1
	Homelessness	1
Transportation	Older adult friendly transportation services	4
	Transportation education	1
	Public transportation accessibility	3
	Public transportation routes	4
	Public transportation timing	2
	Walkable communities	1
Outdoor Spaces and Buildings	Age-friendly public spaces	2
	Accidents outside the home	1
	Adult day care	1
Social Participation/ Respect and Social Inclusion	Intergenerational social opportunities	2
	Loneliness	1
	Social isolation	2
	Recreation and leisure	2
	Religious activity	1
	Entertainment	1
	Educational activities	1
Civic Participation and Employment	Employment	6
	Job training	4
	Work accommodations/modification	2
	Volunteering/community involvement	2
Community Support and Health Services	Caregiving	6
	Community-based services	2
	Personal homemaker/household services	5
	Health care services/disease prevention	4
	Mental health	3
	Physical health	2
	Oral health/dental care	2
	Dementia-focused community engagement	2
Communication and Information	Information regarding available services	5
	Benefits information and assistance	2
	Case management	2
	Health and safety information	4
Emergency Preparedness and Resilience	Personal emergencies (falls or medical incidents)	3
	Natural disaster preparedness	1
	Crime prevention and safety	3
Other	Elder abuse prevention services	5
	Legal assistance	4
	"No wrong door"	1
	Advocacy	1
	Financial concerns	5
	Nutrition	1
	Staffing senior centers	1

Table 7. Themes related to what older adults say is working well (PALA, 2018)

Domain	Sub-theme
Transportation	Public Transportation--Accessibility
	Public Transportation--Affordable
	Public Transportation--Reliable
	Public Transportation--Safety
	Public Transportation--Well-maintained vehicles
	Personal Transportation--Well-maintained streets
	Personal Transportation--Safe pedestrian crossing
	Personal Transportation--Safe streets for all users
Social Participation	Education or self-improvement classes/workshops
Emergency Preparedness and Resilience	Evacuation plan
	Prepared with basic supplies
	Prepared with supply of prescription medication

Objective #3: Identify Challenges

3.1 Obtain information on the challenges in providing services to older adults and the projected challenges in coming years due to a growing aging population.

We define challenges as difficult macro and contextual problems that policies have sought to address. Milestones and measures can be used to some extent to assess how well challenges are being addressed. Challenges include ageism, the failure of Federal funding to keep up with the rapid growth of the older adult population, and the growing population of older adults experiencing homelessness and incarceration (see [Appendix K](#) for more information). Additional challenges arise with the changing healthcare landscape—especially for older adults who are dually eligible for Medicare and Medicaid—and the diversity of older adults (i.e., linguistic, race/ethnicity, income, functional and cognitive ability). These challenges make a one-size-fits-all approach to service delivery inappropriate.

Stakeholders identified challenges related to limited funding despite a growing population of older adults. This has led to a reduction in staffing over the years, and it places burdens on community contractors. As one LADOA executive leader explained:

“In my mind, the two issues have been funding levels and the other is our shrinking contractor base. As costs have gone up, and our funding has not kept up and actually decreased more in the recent 5 to 10 years, we’ve lost some of our contractors... That has then created a situation where our existing providers are actually covering more service areas. They’re basically increasing the obligations and they’re covering two to four different service areas. That’s quite a lot.”

Program managers from WDACS also expressed that limited funding is a challenge, as they do not have enough staff to support services:

“For me in the AAA, I think as I mentioned before, the challenge is, because the way that the funding is structured, we constantly have shortage of staff... There is so much more we could do in AAA if we had a little bit more staff people. AAA is very out of the box, it’s not structured at all. This is where we can get creative, design our programs, but unfortunately we’re so limited, we’re barely trying to get what we’re supposed to be doing within Older Americans Act programs.”

Although integrating the AAAs may save administrative costs, additional funding will need to be leveraged to supplement the limited Older Americans Act funding.

Additional challenges include achieving the goal of supporting older people’s strong desire to age in place in their communities. Some people become permanent long stay residents in facilities after entering for short stay rehabilitation. AAAs have the goal, however, to help people live independently in their homes and communities.

Objective #4: Identification of Structural Barriers in Service Provisions

4.1: Determine if the current governmental and administrative structure of providing services to older adults creates barriers in service delivery.

Stakeholders identified the structural barriers of cumbersome and unnecessary bureaucratic processes, jurisdictional boundaries, and lack of coordination with other departments that make it difficult to provide services.

Local government bureaucracy hinders service provision

Many WDACS and LADOA employees noted that their department was subject to a “very cumbersome...bureaucratic process” to receive funding allocations for the programs they administer. This delays their ability to fund the community-based contractors that provide services. WDACS program staff explained that attempts to supplement their limited budgets with donations or grants require an extensive approval process:

“We fundraise, but it's very hard to get our money back out. There's so many County processes that you have to go through that it's extremely difficult sometimes to get it timely when you need it or maybe you want to do a special event at the center and you got a donation of \$1000 to feed the folks. It's hard for us to get that money back out...it's County process. It's the bureaucracy that we live with.”

Boundaries between the County and the City are confusing for clients

WDACS and LADOA employees, service providers, and members of the advisory councils expressed that the geographic or jurisdictional boundaries between the County and the City are confusing for older adults and hinder delivery of services. Some older adults wonder why their friend who lives in the City can utilize a service that they do not have access to in the County, or vice versa. This is not only confusing for clients, but also for WDACS and LADOA employees. As one WDACS employee described:

“It is difficult to determine which services are provided by the city and which ones are provided by the County. Also, trying to coordinate services for older adults becomes difficult. It is difficult to break down barriers to collaborate.”

...geographic or jurisdictional boundaries between the County and the City are confusing for older adults and hinder delivery of services.

The AAA is not visible to clients or other County departments

The County AAA is viewed as “overlooked” and “buried” in WDACS. Many older adults and caregivers do not know about the services available in the AAAs. Even City and County

employees are surprised to learn that there are two AAAs in the County. Although a visible, standalone department may increase demand for services, addressing barriers, building capacity, and improving coordination will help to meet this demand.

Lack of coordination with other departments is a barrier to seamless service delivery

A number of departments in the County and the City offer programs and services targeted toward older adults. WDACS and LADOA employees note that it can be challenging to communicate with some of these departments to deliver coordinated services. For example, community and senior centers run by both WDACS and the department of Parks and Recreation serve as congregate meals sites. It is easier to coordinate services with the centers run by WDACS than with those run by another department. As one WDACS program manager explained:

“We have a lot of issues communicating with Parks and Rec sites...A lot of times, they don't want to collaborate with us.”

Although structural integration of aging services will not eliminate coordination challenges with other departments, the Leadership Council proposed in the recommendations can provide opportunities to problem solve and develop better coordination among departments.

Better coordination mechanisms are especially important when data cannot be shared

WDACS and LADOA use different client tracking systems for their AAA services, and these will need to be integrated if the AAAs are consolidated as noted in the recommendations. Because data sharing may not be possible with other departments, it will be important for the new department to develop, expand, and maintain coordinating mechanisms to link with services provided by other departments:

“That whole client-centered approach that we want to have for an individual, we still need to know what services this individual has received. For example, if you have somebody that walks into WDACS today, we'll know if they've had AAA services before, APS services, transportation, shelter... But I don't know if there is an IHSS participant, don't know if they're pending SSI...don't know if they've received mental health services.” — WDACS executive leader

4.2: Provide input on the desirability of creating a County Department focused solely on the provision of services to older adults.

Creating a County department that focuses on the provision of services to older adults is desirable. It should be visible and accessible with expertise on aging and the capacity to lead coordination efforts with other County departments. Such a department should lead to more efficient and effective service delivery for older adults across the County, regardless of zip code. It has the potential to be cost effective, as it will reduce duplication of contracting services and create opportunities for sharing administrative costs.

A key question is which populations the new department will include: 1) older adults defined generally as people age 60 and over, or 2) older adults and younger adults with disabilities. This question, which is currently under consideration at the state level, was addressed at the national level in 2012 by creating the Administration for Community Living (ACL) within the U.S.

Department of Health and Human Services “to maximize the independence, well-being, and health of older adults and people with disabilities across the lifespan, as well as their families and caregivers.” While Older Americans Act programs serve people age 60 and over, other programs that would be included in an integrated department (e.g., IHSS, APS, Linkages) serve younger adults with disabilities as well. A number of communities are including both groups and improving access to long-term services and supports by applying for designation as an Aging and Disability Resource Center (ADRC). The LADOA has recently received funds for the City to begin development of an ADRC in partnership with Communities Actively Living Independent and Free. The City’s long-term plan is to build a consortium that will bring all six Independent Living centers and the City and County AAAs to serve the entire Los Angeles region.

We recommend that the coordinating council proposed in 5.3 explores whether other long-term services and supports, including those that target people younger than age 60, should be included in the department. At this stage, the coordinating council should identify whether, how, and when these programs should be integrated within the department.

Creating a County department that focuses on the provision of services to older adults is desirable. It should be visible and accessible with expertise on aging and the capacity to lead coordination efforts with other County departments.

Objective #5: Analysis and Recommendations

5.1: Provide written recommendations on how best to eliminate duplicative services identified in Objective #1

Consolidating AAAs would eliminate the duplication that comes from contracting with the same community-based provider for County and City services.

5.2: Work with the County Executive Office on a fiscal analysis of the recommendations to ensure that any change in cost is considered/identified as part of the recommendations.

WDACS and LADOA receive funding from the Administration for Community Living, which flows through the California Department of Aging to fund Older Americans Act programs. These funds have not kept pace with inflation or the growing population of older adults. Over the years, core services have continued to focus on meals programs (congregate and home-delivered), as well as planning and coordination efforts. Some communities have linked these aging network services to larger long-term services and supports while others have focused primarily on Older Americans Act programs. After accounting for inflation and dramatic population increases, the per capita impact of Older Americans Act funding has been reduced. In addition, limits on the proportion of these funds (10%) that can be spent on administrative costs results in AAAs that are “stretched thin.” The County supplements many WDACS programs with Net County Costs. The City supplements many LADOA programs with General City Purposes Funds and, in the case of the nutrition program, a trust fund. Although some of these funds support administrative functions and program oversight, most are allocated to community organizations that the AAAs contract with to provide the services. [Appendix L](#) demonstrates funding flows for WDACS and LADOA OAA programs.

The purpose of displaying these funding flows is not to call attention to duplications or gaps, but to demonstrate the funding mechanisms that may be affected by consolidation of the AAAs. Although consolidation would lead to an increase in Federal and State funds due to an increase in the population served, this may not lead to a proportional decrease in administrative costs, or to a proportional increase in Net County Cost or General City Purpose Funds. To maintain existing services the new department will need to continue to rely on Net County Cost and General City Purposes Funds to supplement Aging Network programs. The department should also hire a grant-writer to seek additional Federal and philanthropic grants.

At this time, it is not clear what impact the COVID-19 Pandemic will have on funding for these services. What is becoming clearer is that state and local revenue anticipated for FY 2020/21 has seen dramatic reductions, unemployment is high and increasing, and programs for older adults have had to be paused or shifted from center- and congregate-based to home-based.

The department should...hire a grant-writer to seek additional Federal and philanthropic grants.

5.3: If it is determined to be feasible in Objective #4, item 2, provide recommendations on how best to improve service delivery through a streamlined administrative structure and merging of services to older adults within a single department.

Los Angeles has several options as it examines the feasibility of an integrated standalone approach to structuring aging services. The following structural models should be considered:

1. **Maintain the status quo with modest changes to improve coordination:** Keep the current structure of two AAAs, with the County AAA in WDACS and a separate AAA as LADOA. Increase collaboration and coordination between the departments building on Purposeful Aging Los Angeles (PALA). We include this option recognizing the challenges that come with change in general, coupled with the pandemic's financial and programmatic impact, which are still uncertain. We argue, however, that maintaining the status quo is not responsive to the Board motion nor will it lead to a high quality, cost-effective service delivery system for older adults.
2. **Combine the City and County AAAs into one countywide department of aging:** Although it would be possible to do this while keeping WDACS intact and subsuming LADOA, we recommend separating Workforce from the age-targeted branches of the department—Aging and Adult Services, Community Services, and APS—and combining these programs with the City AAA. The Board motion calls for a standalone Department. Such a department specializing in aging will have greater visibility and more efficient and effective systems focused on the targeted population. This structure would follow best practices of other county models in California that integrated key programs that are directed toward the target population. We recommend that model 2 be implemented as a necessary but not sufficient step toward the goal of a visible, more efficient and effective department of aging. Although this step will help lay the foundation for a more comprehensive and streamlined department, we recommend moving quickly to include IHSS in a new department.

Any changes in service delivery and administrative structure should be coordinated and phased. Below, we present recommendations related to the order of these phases.

During Implementation: Put in place a strategic restructuring process and seek input from leaders in key departments and key stakeholder groups.

- The strategic restructuring process must consider the barriers mentioned in this report, have a timeline for the restructuring process, and have an implementation strategy to complete each step.
- Once the implementation of this restructuring is complete, this process should also include conversations about the feasibility of incorporating additional LTSS programs (e.g., OPG).
- The new department should engage a Stakeholder Workgroup in the transition and implementation process. Build on the PALA workgroups to include input from key stakeholder groups including leaders from other departments and programs, service providers, and older adults. The workgroups should review and recommend strategies for the new department, including strategies recommended in this report, to overcome barriers.
- Conduct one or more “straw person” case study exercises in which hypothetical clients interact with multiple components of the department. Use this as an opportunity to identify

and eliminate gaps within the new department so that real clients are not overlooked or underserved. [Appendix A](#) provides hypothetical clients for this exercise.

As Part of Strategic Restructuring Separate Workforce Development and Aging and Community Services, and consolidate the AAAs into a single department that includes Older Americans Act Legacy programs, other programs offered by both Area Agencies on Aging, Community Services, APS, and IHSS.

- Maintain APS within the newly created consolidated AAA.
- We recommend reviewing the following for adoption in section (i) (above) and implementing best practices in this phase: Decentralize service delivery to the community using local hubs. As recommended in the Seamless Senior Services report, establish one-stop centers that integrate application and information and referral services for older, disabled, and dependent adults. LA City AAA's multipurpose senior centers offer a promising model. Consider how to integrate this grant-based nonprofit provider approach with County operated centers.
- Where possible, we strongly recommend streamlining contracting and monitoring to reduce inefficiencies within the County that hinder flexibility, delay allocation of funds, and reduce the pool of providers. Consider using LA City's approach to contracting.
- Identify a process for current City employees to "grandfather in" (i.e., maintain) their benefits and retirement plans, to the extent this is necessary and/or is feasible. Maintain staff who have experience with aging service delivery in the new Aging department.
- Build expertise in aging by training and recruiting personnel who are experienced in aging. Build capacity by incentivizing employees to take available courses (i.e., continuing education credits) to continuously increase their expertise in aging.
- Integrate the County and City Advisory Groups.
- Establish an effective integrated data system that links AAA, senior center, and APS data. Adhere to confidentiality requirements while providing client tracking and analytics for data-driven decision making.
- Identify opportunities for shared administrative costs in the new department.
- Explore promising additional funding sources, including a sales tax (see San Francisco's Dignity Fund) and public-private partnerships. Maintain the City's affiliated non-profit, and hire a grant writer to pursue additional funding.
- Ensure that clients have equitable, culturally-competent and language-specific access to services, regardless of their zip code. Build on and develop strategies to identify, reach, and serve high-need clients, including those with low income, people of color, the linguistically isolated, and those who live in more sparsely populated or unincorporated areas.

As Part of Strategic Restructuring, Incorporate IHSS into the department.

- Co-locate DPSS eligibility staff with AAA staff.
- Build on successful models in other California counties to establish an integrated data system that can link or crosswalk AAA, senior center, APS, IHSS, Cal-Fresh, and SSI data.
- Lead on cultural and administrative mechanisms that promote cross-program coordination. The history of programs in the County, including within WDACS, is replete with silos and coordination barriers. Create processes that encourage managerial staff to work together toward a truly integrated aging department that has the capacity to provide—either directly or in partnership with other departments—the variety of programs and services that benefit older adults.

Once the department is fully operational, explore the feasibility of moving the Office of the Public Guardian to the new department.

- After the new department is stable and operational, we recommend weighing the pros and cons of including the OPG in the new Aging Department. We do not, however, recommend removing other specific services and programs (identified in [Appendix D](#)) that reside in other departments at this time. Rather, the department of aging should coordinate with other departments to support and build capacity in these services. This can be facilitated using the coordinating council recommended in (i).

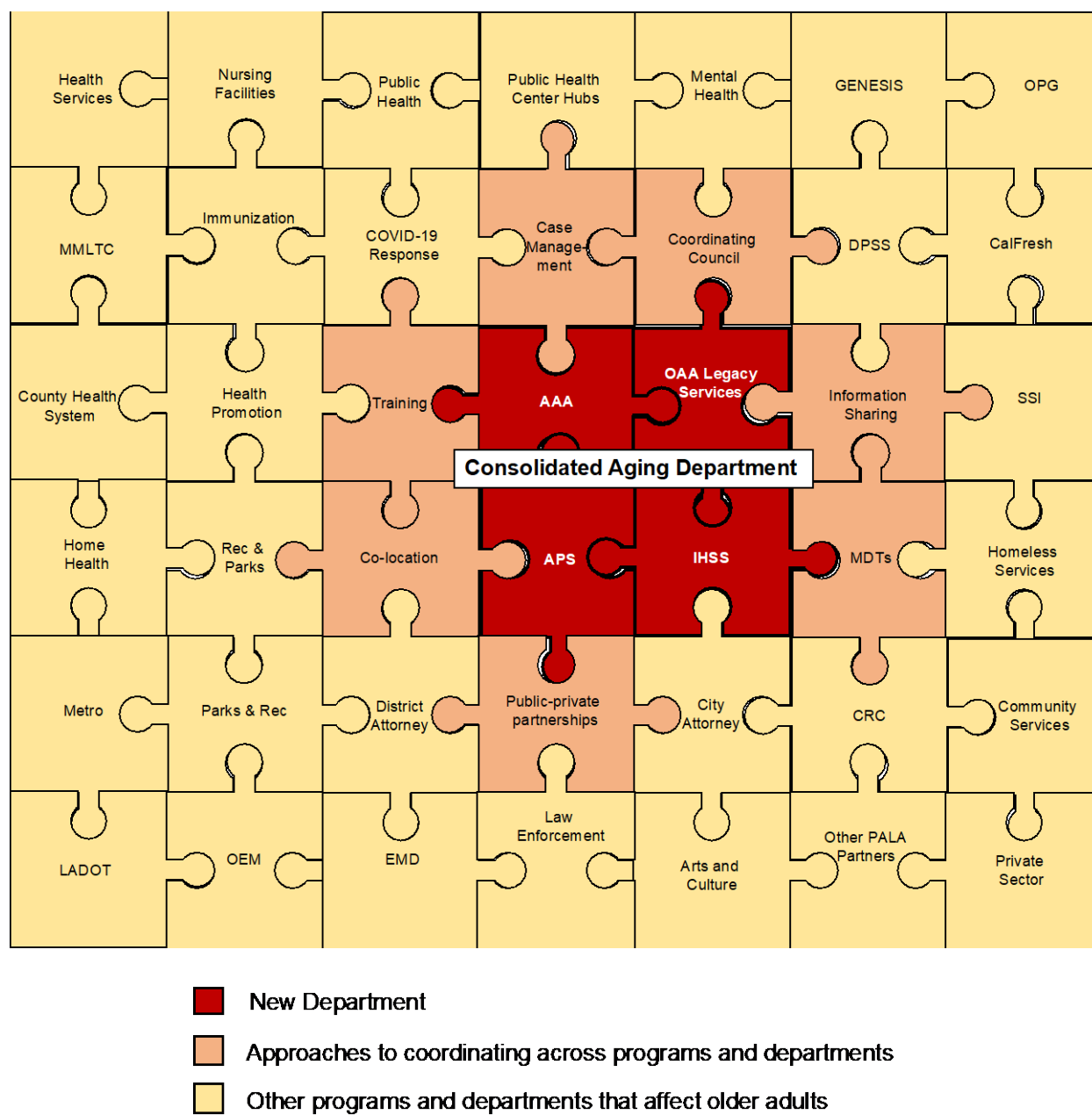
Once the department is fully operational, explore the feasibility of adding services that target younger adults with disabilities.

- The coordinating council should determine if and when this additional integration is opportune. At the National level, the Administration for Community Living (ACL) was established in 2012 with the mission to: “Maximize the independence, well-being, and health of older adults, people with disabilities across the lifespan, and their families and caregivers.” The state of California, as part of its Masterplan for Aging, is considering a model that integrates aging and disability services. A parallel structure at the local level should be explored.

5.4: If it is determined to be feasible in Objective #4, item 2, provide recommendations on which services should be included within the department.

In addition to maintaining APS, we recommend that In-Home Supportive Services (IHSS) should be included in the new department. Figure 5 shows a model for integrating services and linking to other departments, offices, and programs through various partnerships. Coordinating mechanisms to build these relationships are described in Section 5.7.

Figure 5. Consolidation, Coordination, and Capacity Building of Aging Programs



Why Include IHSS in the new department?

We recommend that expertise should guide which services to include. Several core program areas that focus on older adults (e.g., OAA, APS, IHSS) should be consolidated into the new department. Programs that require specialized, professional skills should remain intact in their current departments. For example, it is better for services that require mental health professionals (GENESIS) or prosecuting attorneys (the District Attorney's Elder Abuse Unit) to remain in their current department and coordinate efforts with the aging department through the mechanisms described in 5.7 below. Professionals in these departments have acknowledged that they take information gleaned from coordinating mechanisms (e.g., multidisciplinary teams, trainings) back to their respective departments creating a "ripple effect" that builds capacity to serve older adults across providers and their organizations.

Several core program areas that focus on older adults (e.g., OAA, APS, IHSS) should be consolidated into the new department. Programs that require specialized, professional skills should remain intact in their current departments.

Coordinating mechanisms should also be applied within the new department across programs that have different staff, cultures, and histories. Lack of coordination across units is endemic to complex organizations.

Plan to address the challenges of combining Older Americans Act universal programs with programs that target those with low income and people with disabilities.

The Aging Network offers universal services to people aged 60 and over, and includes wellness programs, opportunities to volunteer and socialize, and programs for vulnerable older adults (e.g., home delivered meals). However, the Aging Network in general has not included most of the LTSS services that a large portion of older adults need. Among the larger counties, key supportive services have been combined with aging network services to ensure that a range of related needs are addressed. Much has changed during the more than 40 years since the Aging Network was launched, including an aging population that has more than doubled. Leaders in our health care system, which was largely based on an acute care model, are slowly recognizing that most of the population requires chronic care services. At the state and local level, it is increasingly clear that many older adults and adults with disabilities rely on long-term services and supports to age in place in their own homes. In response to these changes, most of the larger counties in California (e.g., San Diego, San Bernardino, Santa Clara, San Francisco) have addressed the increasing need for a seamless array of programs and services by integrating aging services with other LTSS programs, including IHSS and APS. This approach creates efficiencies for county government and for consumers seeking several different types of care. Counties have built on this structure to integrate data systems for client assessment and tracking, cost analyses and data driven decision supports.

IHSS services for individuals age 18 and over should be included with the new Department of Aging. In-Home Supportive Services is California's core LTSS program. IHSS is a flexible, person-centered program, based on assessed need, and premised on supporting recipients to live in their own homes. Linking IHSS to other aging services will help provide a comprehensive array of services under one administrative structure, ease data and information sharing among workers, and provide more seamless services. More information about IHSS can be found in [Appendix M](#).

Including other LTSS programs

We recommend maintaining current Memoranda (e.g., MOUs, MOAs). See [Appendix N](#) for a list of current WDACS MOUs. Explore whether or not to integrate a broader range of LTSS programs, including the Public Guardian (OPG) at a later time after the new department is fully integrated. We also recommend exploring partnerships with LA Care as it implements DHCS programs to identify risk and enhance long-term services and supports to members who need these services

Partner with Health Plans to coordinate personal assistance services and other LTSS

Health plans are expected to provide additional services for their older adult members (institutional LTC, CBAS, the new “in lieu of services,” and “non-traditional” supplemental LTSS benefits as authorized in the [CHRONIC Care Act](#)) and coordinate these offerings to carved out LTSS services, specifically IHSS. Case management offers a valuable means to coordinate three different types of personal care services: 1) Title III-B services under the OAA, 2) IHSS, and 3) “In lieu of” (ILO) services, which include some in-home personal care and homemaker services but are not meant to replace or include IHSS. Rather, they are gap-filling services for members referred to IHSS who have one of the following situations: 1) they have used up all their IHSS hours for the month but require additional support to live safely at home, or 2) they have been referred to IHSS and need care while they complete the 30-day or more IHSS application process. Area Agencies on Aging are allowable providers of ILO services as are health care agencies, county agencies, and personal care agencies. The goal is for managed care plans to work with organizations in the community who are already providing ILO-related services rather than “becoming experts themselves.”

Prior to COVID-19-related possible delays, the plan was that as of January 1, 2022, as part of new DHCS “population health management” (PHM) program, Health Plans would be required to conduct an initial health and risk assessments of all new members within one-year of enrolling in the plan. The assessment must include new mandatory survey focused on questions about members’ needs for LTSS and if caregivers are available. Those assessed as medium or high risk can be referred to MCP-based case management, charged with connecting members to LTSS like IHSS. Case management can be provided by MCP staff, clinic staff, or community-based staff. Although PHM programs are intended to expand access to health assessment and case management services, standards for doing so and the actual approach are less clear. It is possible that the program offers an opportunity for the new department and its subcontractors to increase its care management offerings. Several recent studies show that OAA programs such as home-delivered meals save health plans dollars on their high cost members by reducing hospitalization. As DHCS increases the role of MCP in LTSS, they could benefit by working with Aging Network programs with expertise in these services. Housing IHSS in the new department and linking the available personal assistance services to other age-targeted services and programs could benefit older adults who need LTSS and provide a more comprehensive approach.

5.5: Provide recommendations on how best to eliminate the challenges identified in Objective #3.

To address challenges related to limited funding and integrating IHSS into the AAA, we recommend the following:

- Leverage additional funding sources, as suggested in 5.8.
- Establish co-location of DPSS eligibility staff with AAA staff to improve access and coordination of services for older adults. This co-location would be housed at the proposed community “Hubs,” rather than in an office building.
- We also recommend exploring public-private partnerships to build support for promising practices and innovations.
- The County can also explore the Dignity Fund model in San Francisco that increased revenue for older and dependent adult services.

5.6: Provide recommendations on how best to knock down or eliminate the barriers identified in Objective #4.

To eliminate the structural barriers related to cumbersome bureaucratic processes, jurisdictional boundaries, and coordination with other departments, we recommend the following:

- Engage the Leadership Council to explore recommendations for effective ways to eliminate the cumbersome bureaucratic processes that delay the allocation of funds.
- Integrate AAAs to eliminate jurisdictional boundaries between City and County residents.
- Maintain and improve Memoranda of Understanding with other departments to enhance coordination.
- Implement and build on existing coordinating mechanisms described below to increase effectiveness and efficiencies across departments and programs

The new department will require visionary, strategic leadership. This leadership must be knowledgeable about the aging population and the specific programs, policies, services and resources available or possible. In addition to implementing new structures, navigating potential barriers and building resource capacity, leadership must partner with other programs, departments, key stakeholders and private sector leaders to foster the power and potential of an aging society.

5.7: Provide a recommendation on the appropriate mechanism to document collaboration and cooperation between the City and the County on the provision of services to older adults, as well as to outline which jurisdiction/agency will provide which services.

We recommend that one entity acts as the department responsible for the services and programs outlined in the recommendations for the entire County. We do not recommend a joint powers agreement between the City and the County, as this creates additional bureaucratic layers and reduces accountability.

A Variety of Coordinating Mechanisms can be established to increase effectiveness

Successful partnerships require nurturing to ensure that key links and constructive relationships are maintained and flourish. To enhance coordination efforts, we recommend considering the following tools:

1) Multi-disciplinary Teams (MDTs): Individuals from different professional fields who come together on a regular basis to share expertise and recommend approaches, most often to serve a specific client base. For example, the County of Los Angeles is a National leader in addressing elder abuse with its evidence-informed **Elder Abuse Forensic Center**. Established in 2006, the Forensic Center includes members from adult protective services, a geriatrician, experts in behavioral health from GENESIS, law enforcement (both LAPD and LA Sheriffs), a forensic psychologist, prosecutors from the District Attorney's Office and the City Attorney's Office, the Office of the Public Guardian, civil attorney from Bet Tzedek, and the Long-Term Care Ombudsman Office. The team meets weekly to review complex cases; it also provides leadership for trainings for member departments and for the public at large, identifies problems and recommends policy changes, and discusses ways to innovate to more effectively address and prevent elder mistreatment. Other MDTs may tackle complex health conditions, weave together long-term services and supports, or problem solve specific solutions for older adults who are housing insecure.

2) Training can be developed in specific areas (i.e., law enforcement training) to address elder abuse as seen in the Forensic Center. Training can also be developed in general on effective ways to serve an older adult population, supporting older adults with dementing illnesses, or developing evidence-based programs for people with chronic conditions. For example, Ireland designed a training for workers in transportation services. As part of this program, bus drivers receive training on how to offer age-friendly services, issues to be aware of with older adult riders, better communication and reducing age-based myths and stereotypes.

3) Focal points with services co-located in local service hubs: Given the County of Los Angeles' size and diversity, we recommend using San Francisco's effective model of services hubs. Los Angeles can build on past efforts to develop service focal points to offer local, one-stop shops where people can receive information about and apply for the range of services offered in the new consolidated department as well as services from other departments co-located in the hub (e.g., CalFresh, SSI)

4) Continue to engaged a stakeholder Coordinating Council Building on PALA: Both San Diego and San Francisco have robust and engaged stakeholder groups comprised of providers, religious leaders, representatives from colleges and universities, advocates, older adults, and others. The County of Los Angeles had a Long-Term Care Coordinating Council from 2003 to 2006. Called the LA Long-Term Care Coordinating Council, the group met bi-monthly to advise the department on areas such as the design and development of programs, issues related to planning and service delivery, identifying priorities, and hearing presentations on state policies, promising practices, and emerging issues. This group led to the Seamless Senior Services Initiative (S3). More recently, PALA workgroups have been convened based on Age-Friendly domains. Stakeholder groups promote buy-in, help identify specific problems and solutions, offer opportunities to network across programs and professions, and help key stakeholders better understand and contribute to the department's activities. We recommend building on the work of these groups. Both the County and City also have active advisory councils with diverse, sophisticated membership. Engaging these councils in the planning process and working toward

integration of the groups will be a critical step to ensuring their ongoing engagement and commitment.

5) Visible information sharing and consistent messaging: A coordinated effort requires a coordinated message. Ageism is rampant fueled in part by misunderstandings of who older adults are and how they fit into the fabric of our society. Strong, consistent, fact-based messaging should be conducted to reduce ageism. San Francisco's [Reframing Aging Campaign](#) serves as an exemplary practice.

6) Public/Private partnerships: The Los Angeles Region leads in a number of sectors. Representatives from these sectors should be brought to the table and asked to participate in and contribute to all things related to aging. For example, leaders in the entertainment field have expressed an interest in PALA. They could be asked to support better messaging and communication to reduce ageism and help capture the power of the "longevity economy" to improve the region for people of all ages. PALA, and eventually the new department, offer vehicles to bring diverse stakeholders in to partner on creative solutions and contribute in myriad ways with diverse and as yet untapped resources. The LADOA has also engaged private sector leaders who have contributed to their not-for-profit partner to develop innovative programs.

7) A cross-department Steering Committee: Starting with the planning process for transitioning to a new department, it will be helpful to engage and coordinate with representatives in key departments. These include representatives from WDACS and LADOA and also programs and departments that serve older people (e.g., Public Health, Mental Health [GENESIS and Office of the Public Guardian], LAHSA, Department of Public Social Services) to provide input on how to collaboratively marshal resources to engage and improve services for older adults in Los Angeles.

8) Care Coordination or case management provides clinical integration (services from different programs and sectors that feel seamless to the client) by assessing the client's needs and available supports and resources. Assessments can include physical and cognitive functioning, social and emotional supports, living situation, preferences and goals and what help the client is already receiving. Based on assessed needs, the case manager links the client to services and supports through a warm hand-off or active referral. Case managers can coordinate services when clients are served at the same time or sequentially by different organizations. In addition to referrals, some case management programs include purchase of service arrangements. Case managers typically monitor clients over time and offer additional support as needs change. Case managers can refer within a given sector (long-term services and supports) or across sectors (health and social services). Case management has played an important role in Older Americans Act programs within Los Angeles, linking clients within these programs and also to other programs and services. Case management has been a core function of MSSP program that partners a nurse and social worker to ensure that the clients health care needs and social supports are addressed.

5.8: Provide recommendations on how to leverage any available state or federal revenue currently not being maximized.

- Leverage additional funding sources, including a sales tax (i.e., San Francisco's Dignity Fund), public-private partnerships, and coordinating with health care systems.
- Maintain the City's non-profit and support its efforts to apply for grants.

- Hire a grant writer to seek additional funding sources.

Summary

It is imperative that the Los Angeles region prepare for the needs and opportunities inherent in the aging of the population. The challenge of the COVID-19 Pandemic has shown more than ever that effective services, dedicated providers, and flexible, partnered approaches are needed. We recommend that the County engage in a strategic, intentional restructuring process that involves key stakeholders including staff from WDACS and LADOA, older adults, providers, and a Leadership Council comprised of leaders in relevant departments and programs. We recommend that a core group of age-specific or highly relevant programs be consolidated into the department including both the County and the City AAAs, APS, and IHSS, and that a range of coordination approaches be used to build and strengthen essential partnerships. The goal is an efficient, effective system that is seamless to clients of varying needs, interests and preferences. This effort will not be easy, but it will prepare Los Angeles to truly be the most age-friendly region in the world.

Appendix A: Hypothetical Clients for Strategic Restructuring Process

The following “strawman” cases could be used to identify how the needs of older adults would be addressed in different service delivery structures and to identify barriers, challenges, and pathways used to address the person’s needs.

Mrs. A

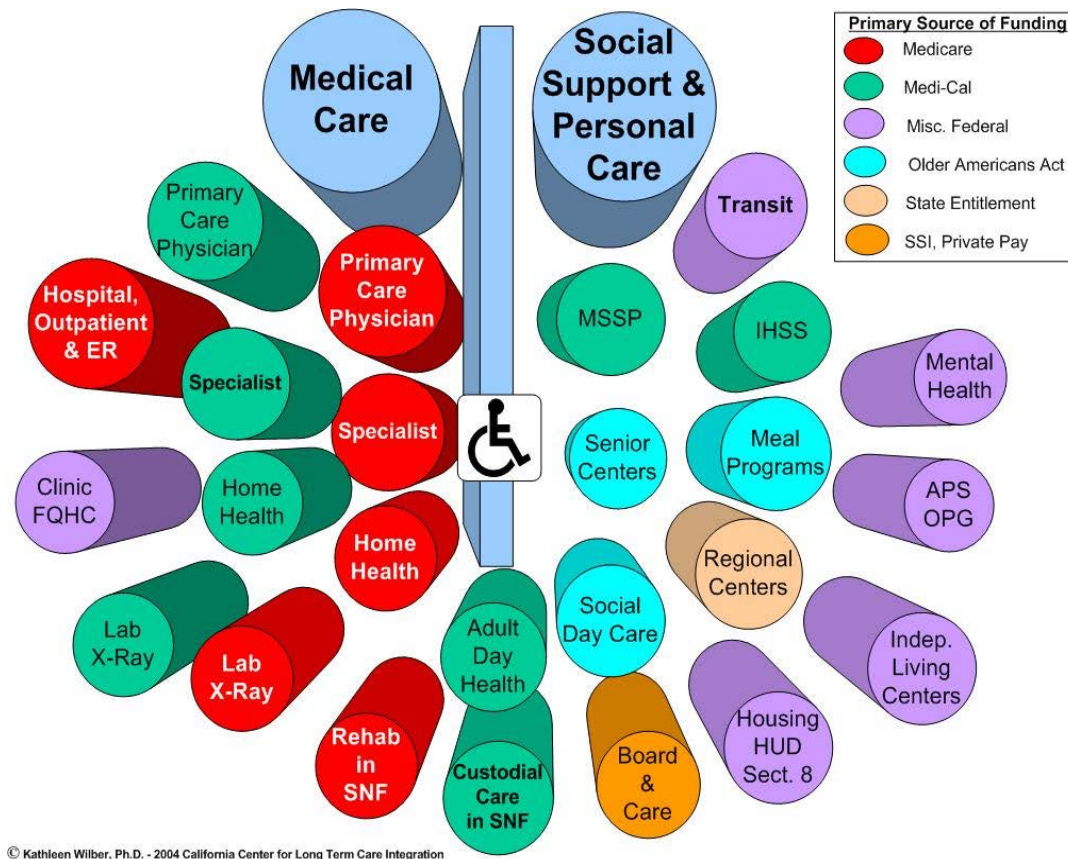
- Age: 78
- Gender: female
- Language: English
- Living arrangement: Community-dwelling, lives in an apartment. Can’t drive, has mobility limitations that make using public transit difficult. Uses a wheelchair.
- Residency: County bordering the city
- Income: middle income. Doesn’t qualify for Medi-Cal or SSI
- Situation: Went to senior center because she is bored. Staff realized she hasn’t seen a doctor, she has vision problems, realized she hasn’t changed her clothes, makes a comment about saving a portion of the lunch for dinner that night.
- How do the staff who are now aware of her situation direct her to appropriate services and supports? How do we know what she gets what she needs?

Mr. B

- Age: 80
- Gender: male
- Language: Korean
- Living arrangement: Community-dwelling, lives in an apartment. Can’t drive, has mobility limitations that make using public transit difficult. Uses a wheelchair.
- Moved to the U.S. from South Korea in the 1970s.
- Residency: lives in Mid-Wilshire
- Income: low-income. Eligible for Medi-Cal.
- Situation: Went to senior center because he is bored. Staff realized he hasn’t seen a doctor, he has vision problems, realized he hasn’t changed his clothes, makes a comment about saving a portion of the lunch for dinner that night.
- How do the staff who are now aware of his situation direct him to appropriate services and supports? How do we know what he gets what he needs?

Providing Mrs. A and Mr. B with support will require a complex network of medical care, social support, and personal care as seen in Figure A.1. These supports are provided by disparate departments and systems, and rely on different sources of funding. Although it is not feasible for a single department to provide seamless supports, without an integrated department that can coordinate these services, Mrs. A and Mr. B may fall through the cracks. Los Angeles requires a Countywide department of aging that can break down departmental silos to coordinate a range of services for older adults—from those that would like to know where the nearest Pilates class is, to those with complex needs like Mrs. A and Mr. B.

Figure A.1.



Mrs. P: A Broken System—A Client in Crisis

By the time Mrs. P had been referred to the city of Los Angeles and GENESIS, she had already cycled through eight other agencies—and was still struggling. Labeled a “frequent flyer,” the problems she faced had been used against her, rather than highlighting the holes in a broken system resourced to help.

It started with a charge of hoarding. DHS Environmental Health found her home was littered with debris. A referral to APS for self-neglect found the same. She was referred to In-Home Supportive Services because it was clear that she needed help but they denied her services because she would not fully cooperate with the assessment. After referrals to seven different county departments, the final straw was when Mrs. P. herself called the Department of Health Services to complain that her neighbors were “tear gassing mice” and the mice were “running rampant” over her property.

DHS requested that law enforcement do a welfare check. Officers arrived late in the evening and, after loudly banging and receiving no response, they kicked in her front door and began searching the debris cluttered home. It didn’t take long for them to find Mrs. P who was screaming uncontrollably from her bedroom. Hysterical and frantic, she was labeled uncooperative, and the officers called in the Psychiatric Evaluation Team. She would spend several nights drugged, and locked in a psychiatric hospital. The team assessed her to be “stubborn, manipulative, delusional, and possibly mental ill.” By the next morning, she was observed to be hallucinating.

A psychiatric assessment determined that she did not meet criteria for a 14 day hold and she was discharged after a short stay. At that point, Mrs. P’s could have continued to spin through the revolving door of ongoing referrals or spiral into even more dire living conditions, poor health, and hospitalizations; she could have languished in the hospital; she could have lost her house and become homeless, or she could have continued living at home at high risk of further health and mental health crises.

Any of these outcomes would have had devastating effects on Mrs. P and her neighbors. Mrs. P would not get the help she needed and the revolving door of ineffective interventions would add to the ever-increasing costs of health care, and social and mental health services. In normal times, the County Hospital system is desperate for reasonable discharge options. Older adults like Ms. P can languish for weeks because discharge planners are not able to complete a safe discharge. With COVID, this is more of a crisis than ever.

What Mrs. P had to say:

I have had to be a fighter for my whole life. I grew up poor. But I did ok for myself. I managed to make my way as a journalist, marry, buy a house and raise my two boys. Let me tell you, being a woman in journalism in the 1950s was tough. I worked hard, pushed hard and tried to raise those boys right. And then, despite my best efforts, it came crashing down. I lost it all in a brutal divorce and before I knew it my husband and my boys were gone. I lost my reason for living when I lost those boys. Still I tried to hang on and make my way as best I could. I was sad all the time. Do you know how hard it is to get out of bed in the morning when you’ve lost everything? Do you know how hard it is to try to work and manage your home inside and out, do the wash, fix the plumbing. I had the sugar, and something going on with my heart, and bad joints, and I had no energy. Lives around me changed; friends in the neighborhood moved away until everyone I knew was gone. Yes, my place was run down but one person can only do so much. And that woman came and asked me a lot of questions about what I could and couldn’t do and I thought they were trying to put me in a home. I would rather die.

The next thing I know, there's people breaking into my home, and I was half naked in my nightgown and terrified that they would kill me right there. And all because I didn't want the neighbor's exterminators with their poison gases driving those poor vermin into my yard. I'm not stupid. I know those exterminators were using poison to drive those rodents out of the house next door and into my yard. Do you expect me to put up with that?

The System gets a second chance

Despite her ordeal or perhaps because of it, Mrs. P filed a complaint with the Department of Mental Health regarding her 14-day hold. This led to a referral to a team coordinated by the Los Angeles City Department of Aging and the County Department of Mental Health GENESIS program. GENESIS did a home visit. A lot was learned by sitting down with Mrs. P, treating her with respect and dignity, and asking her what help she needed. Mrs. P was visually impaired, had poor hearing, and a large open sore on her leg. Her home was badly cluttered inside and out. She appeared to be very suspicious and unwilling to disclose information about her family. After she began to trust, however, she disclosed that she was afraid that if her sons found out about her current situation they would put her in a nursing home. Mrs. P was depressed and anxious. Although she recognized that her home was cluttered with debris, she admitted that she was simply not able to do anything about it. She had tried to get a dumpster but was told that she wasn't eligible.

Overtime Mrs. P's trust increased. Case notes show that she maintained appropriate eye contact, her speech was normal, she was cooperative, appropriately oriented and her memory was clear.

What happened to Mrs. P.?

When GENESIS and the City received the referral, eight agencies had already been involved:

1. DMH Patient's Rights, was contacted by Mrs. P to file a complaint about the 5150 involuntary hold.
2. Department of Health Services' Environmental Health (DHS) cited Mrs. P repeatedly for debris in & outside the home.
3. Adult Protective Services (APS) investigated self-neglect.
4. In-Home Supportive Services assessed and denied services because Mrs. P. would not fully cooperate with assessment process.
5. Law Enforcement conducted a welfare check and placed Mrs. P on 5150 involuntary hold.
6. Mrs. P was hospitalized in a locked psychiatric facility and released to home after a finding that no mental health condition requiring hospitalization existed.
7. Community and Senior Services provides case management services.
8. Los Angeles City was contacted to address hoarding.

Coordinating between the LADOA and GENESIS led to these outcomes:

- DMH staff convened a case conference on client's severe physical limitations and to establish available discretion of agency mandates for action, including help reframing the labels of "stubbornness" and "manipulation."
- IHSS agreed to re-evaluate Mrs. P's needs based only on her need to comply with DHS citation, at this time. Requested that DMH staff be present during client interview. *Client was approved for services.*
- APS and DHS assisted in securing an industrial dumpster for backyard clean up. *Client was previously told she would need a contractor's license to get one.*

- Advocacy Educated hospital staff to possible drug interaction after client began hallucinating while in the hospital. *Client has no history of schizophrenia or psychosis.*
- Work with police department to cover cost of repairing client's doors that were broken during their welfare check. *Police department agreed to pay.*

Mrs. P was able to remain safely and independently at home after trusting enough to accept the support of the team. She was asked to speak at the Department of Mental Health Conference where more than 150 attendees agreed very loudly and publicly that she did not have a mental disorder.

Mrs. P responds:

After they let me out of the hospital, I thought "I can't let this stand either" and I made a call to the Department of Mental Health to complain about what they did to me. And then a miracle happened. I was visited by an angel—her name was Barbara. Barbara looks you in the eye which most people don't...and breaks the barriers of a stranger...Barbara was willing to take on the system to help me out. Barbara is an antidepressant for old people and is person who makes you feel important.

Then came another challenge but I agreed to do this it because of what Barbara did to help me even though it was one of the most terrifying things I've ever been asked to do: speak in front of 150 mental health professionals. Tell them about being a senior... It was the first time, I spoke in public like that...And I will tell you, I would do again if it would help. I couldn't stop shaking when I stood up on front of all those people. I told them that I didn't know that I was this old and frail until everyone started helping me. [An LADOA employee] was there holding my hand. When she asked the audience if they thought I had a mental disorder of any kind and they shouted back NO!!! It was so amazing. The only thing better was that I got the best hug from [her] afterwards and it made me realize that it had been years...I actually couldn't even remember the last time anyone hugged me. [She] gives great hugs and sometimes that's the best medicine of all.

This case illustrates that professionals from a variety of departments carry out the mission of their agencies, but what Mrs. P needed was a whole-person approach. Mrs. P would have benefited from an integrated service delivery system that understood and could address her specific needs. Having experts who can work effectively with the diverse needs of older adults can lead to better and more cost-effective remedies. A new department and improved coordination across the range of programs and services that may touch older adults lives could facilitate the linking and coordination of services for individuals such as Mrs. P.

Appendix B: The Aging Network: The Backbone of Aging Services

The vast majority of older adults prefer to remain in their homes in a community setting. To do so, many, at some point, will require services and supports that ensure that they have the resources required to live safely in the environment of their choosing. At the same time, older adults represent a key, largely untapped resource. The Aging Network, described below, is central to maximizing both of these areas.

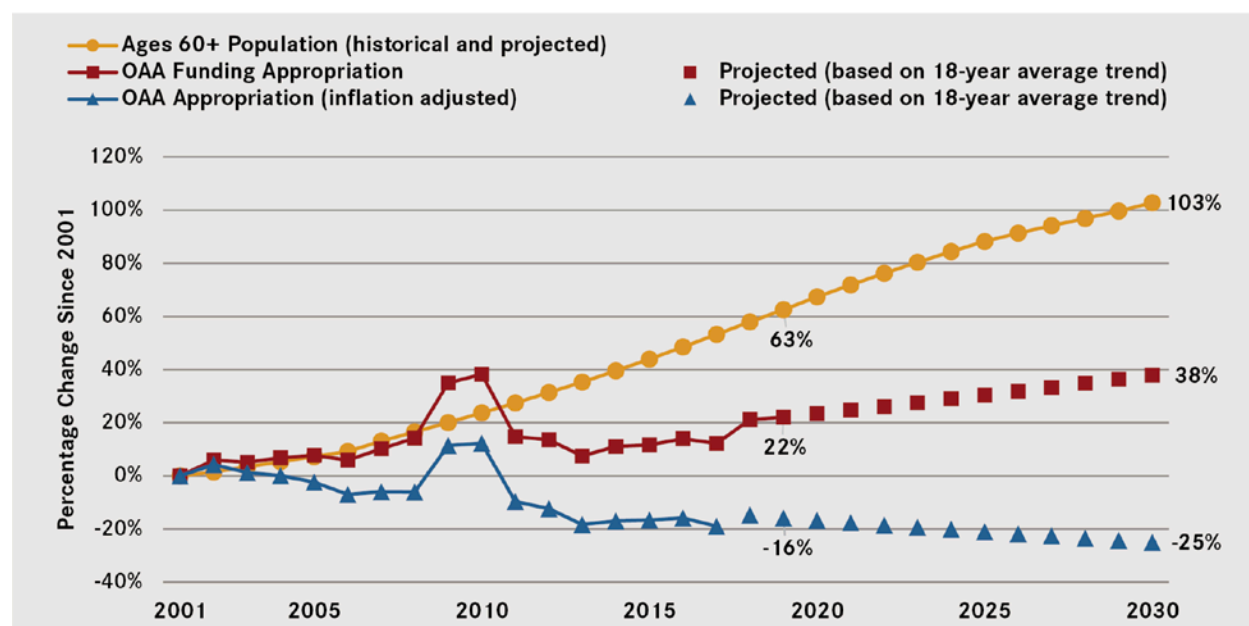
To support the Nation's growing older adult population, a 1973 reauthorization of the Older Americans Act developed and funded a comprehensive network consisting of 56 State Units on Aging, one for each state, the District of Columbia, and the U.S. territories of Guam, the Virgin Islands, the Northern Mariana Islands, American Samoa, and Puerto Rico. At the local level, more than 600 Area Agencies on Aging (AAAs) cover virtually every area of the United States. The goal of this "Aging Network" is to provide, augment, and leverage a core menu of services and apply them to the needs and preferences of their community. AAAs represent two important dynamics: 1) federal goals, programs, and funding coupled with 2) local flexibility to respond to diverse and changing needs of the community. AAAs in turn use direct funding, partnerships, advocacy, and information to support healthier lives and enhanced opportunities for older adults and communities in general.

The core function of AAAs in this Aging Network is to serve as a community focal point or population-targeted lead agency for older adults. Primary activities are planning, including developing a comprehensive area plan based on assessment of unmet needs; monitoring and evaluating programs and services under the area plan; broadly coordinating community-based services for older adults; providing information and assistance; and advocating for older adults with other departments, the public, media, and the private sector. AAAs receive funding through the Older Americans Act from the Administration for Community Living within the Federal Health and Human Services Department. There are potentially greater opportunities to fulfill this role in a visible, proactive department that includes major programs for older adults.

Federal dollars are stagnant/shrinking but opportunities to leverage multiple sources of funding exist. The Federal budget for Older Americans Act programs was \$2.06 billion in 2019. During a time of unprecedented growth in the older adult population, Older Americans Act funding has been relatively flat over the last two decades and has actually been reduced by 16% when adjusted for inflation. Moreover, the allocation is dwarfed by such programs as Medicaid, which had a budget \$167 billion in 2016 for Long Term Services and Supports alone. As Figure B.1 from AARP (2019) shows, while population aging is increasing, Older Americans Act funding is decreasing after considering inflation.

AAAs may only allocate 10% of Older Americans Act funds to cover administrative costs, yet services require substantial overhead for adequate delivery. Therefore, AAAs that function as standalone departments (such as L.A. City and Riverside County) may have less capacity than those that are incorporated into a larger umbrella organization. In addition to providing more seamless service delivery, incorporating services and programs outside of those guided by the OAA (i.e., APS, IHSS) can provide stronger administrative capacity.

Figure B.1. Older Americans Act Funds Over the Decades. Source: AARP (2019). Source: <https://www.aarp.org/content/dam/aarp/ppi/2019/02/older-americans-act.pdf>



Nevertheless, the Aging Network continues to provide a strong backbone upon which to build aging services and collaborate with other sectors central to the wellbeing of older adults (e.g., healthcare and managed care, housing, homelessness, transportation, mental health, conservatorship/public guardian). The Aging Network also provides opportunities to develop new business models and enhance partnerships with business and industry.

Los Angeles is the only County in the Nation that has more than one AAA. Currently, the County delivers a broad variety and range of services for older adults (most target those aged 60 and over), across multiple County departments. The Workforce Development, Aging and Community Services (WDACS) Department includes the designated Area Agency on Aging for Program and Services Area 19, which includes all of the County except the City of Los Angeles. The City of Los Angeles (City) delivers services to older adults through the City of Los Angeles Department of Aging, which is designated the Area Agency on Aging for Program and Services Area (PSA) 25.

Why there are Two AAAs in the County of Los Angeles

From 1964 until 2006 and beyond, the League of Women Voters of Los Angeles has documented and preserved the rich history and evolution of the local government. It is in part due to their efforts in the comprehensive volume, "Los Angeles: Structure of a City Government," that we have an understanding of how and why Los Angeles ended up having formed two departments of aging (Sonenshein, R., & League of Women Voters of Los Angeles., 2006).

Prior to the election of Mayor Tom Bradley in 1973, politicians in Los Angeles were wary of accepting money from the federal government to assist low-income residents, as they were concerned it would create too much of an intrusion into local political affairs (p. 107). Bradley, on

the other hand, tenaciously sought federal monies for the city forming a new department, the Community Development Department (CDD), to manage the administration of all new federally funded programs (p. 107).

The California Department of Aging designated the City of Los Angeles as a AAA in 1977. Although the federal funds the City received from the Older Americans Act of 1965 were managed in the mayor's Office on Aging, these funds were moved to the CDD after the federal government passed an amendment to the Older Americans Act in 1978 (Brademas, 1978), which gave the AAA's the additional task of administering nutrition and home-delivered meals (p. 104).

Over the years, demand for services and the diversity of needs continued to rise. In 1983, the Aging Division of the CDD was elevated to become the city of Los Angeles Department of Aging, with its own general manager and citizen advisory commission (p. 104).

Appendix C: County and City Major Initiatives and Aging Partnerships

Purposeful Aging Los Angeles (PALA)

The Purposeful Aging Los Angeles Initiative is a partnership between the County and the City of Los Angeles, other cities, AARP, the private sector, and universities. PALA was launched to help the Los Angeles region prepare to meet the challenges and opportunities of the aging population with ultimate goal “to make the Los Angeles region the most age-friendly in the world.”

PALA led to the development of an Age-Friendly Action Plan that included 34 recommendations designed to help all residents thrive. These recommendations include “prioritizing interventions to high need communities and populations—such as LGBTQ individuals, those experiencing homelessness (or those at risk of homelessness), and low-income populations—as well as incorporating multi-lingual/multi ethnic services, a gender lens, and other strategies intended to empower traditionally marginalized communities. (For more information see <https://www.purposefulagingla.com/>)

Dementia Friends

Dementia Friends, part Purposeful Aging Los Angeles, links to the broader global movement. Partnering with Alzheimer's Greater Los Angeles, the program is a key part of the “campaign to spread awareness of dementia and encourage County and City employees, as well as members of the public, to become ‘Dementia Friends.’” The program was developed to improve understanding of dementia, change how people think about the illness, reduce stigma, provide leadership in the community, and help people develop better ways to engage with and respond to those who have a dementing illness. People across the region, including the Mayor of the City of Los Angeles and the County Board of Supervisors, have become Dementia Friends by applying and completing a one-hour session. (For more information see: <https://www.alzheimersla.org/los-angeles-alzheimers-events/dementia-friends-10-15-2019/>)

LA Found

LA Found represents the efforts of WDACS and a diverse stakeholder group that came together to address the problem of people with cognitive impairment who go missing. People living with conditions such as Alzheimer's disease and other dementias or autism are at risk of wandering and becoming lost. Los Angeles Found is a partnership with the County and Project Lifesaver to help find people if they do go missing. The program offers a voluntary system based on trackable bracelets that emit a radio frequency (RF) signal every couple of seconds. The Los Angeles County Sheriff's Department has a specially equipped team to assist with search and rescue that may include deployment of a helicopter with receivers to assist the ground search team and help expedite locating the missing person. Bracelets are not monitored until the person is reported missing. (For more information see <https://lafound.lacounty.gov/>)

Age-Friendly University

(AFU) is a network universities and colleges that have endorsed 10 AFU principles to becoming more age-friendly in their programs and policies. Major universities in the LA Region participate, including USC, UCLA, and CSU Long Beach.

Appendix D: Services and Programs provided by the AAAs

Older Americans Act Services

Title IIIB: Supportive Services Program (SSP)—funds social services aimed at helping older adults remain independent in their homes and communities. The County AAA offers Alzheimer’s day care, case management, homemaker, information and assistance, in-home respite, personal care, and registry services under the SSP program.

Title IIIC: Nutrition Services—this is perhaps the most well-known OAA service. Title III of the Older Americans Act provides state funding for home-delivered and congregate meals (CRS, 2018). These meals are widely available for older adults at 127 Senior Centers in L.A. County, and also at more than 100 “dining centers” (congregate meals sites) throughout the City that provide Older Americans Act Title III C-1 low cost, donation-based meals to older adults. In addition to these centers, it is important to note that the City’s service delivery system includes 16 Multipurpose Senior Centers (MPCs) that serve as hubs within their local communities.

Both AAAs also contract out for the Dietary Administrative Support Services Program (DASS), which provides oversight at food production locations, menu development, technical assistance for AAA service providers, and nutrition education for congregate and home-delivered meals participants.

Title IIID: Disease Prevention and Health Promotion—these programs prevent or delay chronic conditions and promote health for older adults. They include chronic disease self-management, chronic pain self-management, diabetes self-management, the Arthritis Foundation Exercise program, A Matter of Balance, and the Arthritis Foundation Walk with Ease program. Both WDACS and LADOA contract with Partners in Care Foundation to provide these services

The City and County both contract with and refer older adults seeking counseling on health care issues to the [Health Insurance Counseling and Advocacy](#) (HICAP) program, part of the Older Americans Act Program funded through the California Department of Aging. The Center for Health Care Rights provides HICAP services for the County and City that include free assistance with Medicare, Medi-Cal, long-term care insurance, planning ahead for long-term care needs, and other health insurance related issues. HICAP also provides legal assistance or legal referrals in dealing with Medicare or Long-Term Care insurance related issues (HICAP, n.d.).

Title IIIE: Family Caregiver Services Program—this program provides grants to states to develop programs that assist family caregivers. The County AAA lists the following services for the FCSP and FCSP Grandparent programs: assistive devices, caregiver assessment, caregiver case management, caregiver counseling, caregiver legal resources contact, caregiver support groups, caregiver training, community education, emergency cash/material aid, home adaptations, information and assistance, outreach, public information on caregiving, respite home chore, respite homemaker assistance, respite in-home personal care, respite in-home supervision, and respite out-of-home day care.

Legal assistance

For legal assistance both City and County contract with [Bet Tzedek Legal Services](#), a Los Angeles-based nonprofit human rights organization that assists poor and low-income older adults with legal matters (Bet Tzedek, n.d.). Bet Tzedek provides assistance in estate and care planning,

conservatorship, elder abuse prevention, holocaust survivor services, housing protection, and accessing and navigating public benefits.

Title IV: Activities for Health, Independence, and Longevity—Title IV funds program innovations. It supports training, research, and demonstration projects. These funds are available to state and area agencies on aging, as well as other public and private organizations. We do not have data from the City or the County about Title IV funds or programs.

Title V: Senior Community Service Employment Program—Title V provides part-time jobs for unemployed low-income people aged 55 and older. The Department of Labor contracts with states to enroll older adults in community service jobs.

Title VII: Vulnerable Elder Rights Protection Activities—Title VII authorizes the Long-Term Care Ombudsman program to investigate and resolve complaints of residents who live in nursing facilities, board and care facilities, and adult care homes. Title VII also authorizes a program to prevent elder abuse, neglect, and exploitation.

Non-Older Americans Act Services

Countywide Services

Linkages—The goal of the Linkages Program is to prevent premature or inappropriate institutionalization of frail older adults and dependent adults age 18 years and older, by providing comprehensive care management services. Care managers link clients with a full range of appropriate services and available funding sources. The Linkages program is funded by handicap parking ticket violations.

Transportation—L.A. County funds transportation options through the WDACS New Freedom Taxicab, WDACS New Freedom Volunteer Driver Reimbursement, and Door Assistance Programs, which prioritizes clients over age 60 and people between the ages of 18 and 59 who have physical or mental limitations. Door Assistance Programs refer clients to the following resources: LA Metro, Access Paratransit and Dial-a-Ride. The County indicates that these programs are all funded by the U.S Department of Transportation Federal Transit Authority (New Freedom, n.d.). Residents of the City of L.A. may also use the New Freedom Taxicab.

Adult Protective Services (APS)—APS provides a countywide system of in-person response to reports of abuse and neglect, including self-neglect, concerning adults with developmental disabilities, adults with mental and physical disabilities, and older adults. APS is housed within the AAA of WDACS. In FY 18-19, WDACS had an APS budget of over \$38 million and a case load of 15,291.

Aging Services in County Departments

LA County Departments	List of Services
Agricultural Commissioner/ Weights & Measures	N/A
Alternate Public Defender	N/A
Animal Care & Control	N/A
Arts and Culture	County Arts Commission Memories in the Making Free Concerts
Assessor	Senior Dwelling Replacement Benefits
Auditor-Controller	N/A
Beaches & Harbors	Annual Senior Parking Passes
Chief Executive Office	Homeless Initiative: Increase Employment
Child Support Services	N/A
Children & Family Services	Kinship Care
Consumer & Business Affairs	Real Estate Fraud and Information Program Consumer Protection Services ID Theft Prevention Volunteer and Internship Program
County Counsel	N/A
Development Authority	Elderly Housing Developments Libertine Assisted Living Waiver Program Case Management Collaboration with Department of Mental Health
District Attorney	Public Education Campaign: Fraud Alerts Safe Senior Care Resources Fiduciary Abuse Specialist Team Holistic Elder Abuse Response Team Program Elder Abuse Forensic Center
Executive Office, Board of Supervisors	N/A
Fire Department	Sandbags for Homebound Seniors Mobile Stroke Unit
Health Agency	N/A
Health Services	Geriatric Medicine Services Driver Rehabilitation and Training Program Countywide Benefits Entitlement Services Team Homeless Initiatives: - Countywide SSI Advocacy Program - Discharge Planning - Subsidized Housing - Expand Rapid Re-Housing
Human Resources	N/A

Internal Services	N/A
Library	Books by Mail service Reading STARS Senior Friendly Environment and Services - AARP Tax aide assistance program - Senior Tech Club - Senior Fraud Prevention Going Grey in Los Angeles: Stories of Aging Along Broadway
Medical Examiner-Coroner	N/A
Mental Health	Geriatric Evaluation Networks Encompassing Services Intervention Support Programs Department of Mental Health Court Linkage Program Public Guardian Conservatorship Full Service Partnership Field Capable Clinical Services Prevention & Early Intervention
Metropolitan Transportation Authority	New Freedom Transportation Services (housed under WDACS) Metro Senior TAP Card On the Move Riders Club for Seniors
Military & Veterans Affairs	Veteran Aid and Attendance Benefits Veteran Compensation and Pension Benefits Veteran Pension Program Homeless Initiative: Countywide Veterans Benefits Advocacy Programs
Museum of Art	Reduced Admissions Fees Personal Connections Program Create+Collaborate Program Veterans Make Movies (with LAPL)
Natural History Museum	Reduced Admissions Fees
Parks & Recreation	Senior Clubs Senior Meal Programs Parks After Dark - Classes
Personnel	N/A
Probation	N/A
Public Defender	N/A

Public Health	Office of Health (Health and Aging Services Unit: <ul style="list-style-type: none"> - Adult Day Care - Civic Engagement - Complementary & Alternative Medicine - Long Term Care - Medicare & Medicaid - Aging Services Network Public Health Briefs and Presentations: <ul style="list-style-type: none"> - Low vision & blindness among adults in Los Angeles County - Caregiving - Hispanic Elders - Alzheimer's disease - Age-Friendly Cities & Communities
Public Social Services	Cash Assistance Programs In-Home Supportive Services General Relief CalFresh - Restaurant Meals program Supplemental Security Income/ State Supplementary Payment Electronic Visit Verification Homeless Initiative: <ul style="list-style-type: none"> - Expanded General Relief Housing Subsidies - Model Employment Retention Support Program
Public Works	Dial-A-Ride Services Transit Pass Subsidy Program Safe Clean Water Program
Regional Planning	N/A
Registrar-Recorder/ County Clerk	N/A
Sheriff	LA Found Homeless Initiative: Targeted SSI Advocacy for Inmates
Treasurer & Tax Collector	Secured Property Taxes Grandparent-to-Grandchild transfers

City-Specific Services

Transportation— The City cites two programs on its transportation web page. The first is paratransit, which is delivered through Access Services, the Consolidated Transportation Services Agency (CTSA) for Los Angeles County as part of the Americans with Disabilities Act (Access LA, n.d.). The second option is Cityride, a “transportation assistance program for individuals age 65 or older and qualified persons with disabilities residing in the City of Los Angeles and select areas of Los Angeles County” (LADOT, n.d.). In FY 18-19, the LADOA allocated \$3.7 million for the Assistance Transportation for Frail Seniors Program.

Emergency Alert Response System (EARS)—EARS is available to any older adult, age 62 or older who is, “frail, medically needy, homebound, live alone and meet federal income guidelines.” This is a telephone-based system where an older, low-income person is given an EARS unit that contains a simple button which, when pressed, sends a signal to a 24-hour emergency response center. There is also a separate button that activates the device from anywhere in the person's home via a remote unit that can be worn as a bracelet or necklace. In FY 18-19, LADOA allocated \$155,692 to Critical Signal Technologies to provide the EARS program.

Aging Services in City Departments

LA City Departments	List of Services
Los Angeles World Airports	LAWA ADA Program: wheelchairs and medical oxygen Airport van service, and airport shuttle service Access services paratransit (21 days for eligible visitors) TSA Cares helpline AIRA app LAX navigation/ virtual guide for blind and low-vision individuals
Department of Animal Services	Seniors for Seniors Senior Dog Licenses
Department of Building & Safety	N/A
Department of Cannabis Regulation	Medical Marijuana Program (with LA County Department of Public Health)
Chief Legislative Analyst	N/A
City Administrative Officer	A Bridge Home Skid Row Strategy
City Attorney	Senior Cyber Safety Presentations Elder Abuse Prosecutions Victim Assistance Program
City Clerk	N/A
City Controller	N/A
L.A. Dept. of Convention & Tourism Development	N/A
Council District (1-15)	N/A
Cultural Affairs Department	Arts Education Classes and Workshops, Historic Site Tours and Festivals EngAGE in Creativity Barnsdall Art Center Art in the Park at Arroyo Seco Center for the Arts - Eagle Rock Lankershim Arts Center McGroarty Arts Center William Reagh Los Angeles Photography Center Watts Towers Arts Center Campus Hollyhock House Los Angeles Municipal Art Gallery Vision Theatre

Department on Disability	Emergency Evacuations Project C.A.R.E Education, outreach, and referral Sidewalk repair program - Access request AIDS coordinator's office
Economic & Workforce Development Dept.	Workforce development system (WDS) Vulnerable/ Underrepresented population program LA Rise
El Pueblo de Los Angeles Historical Monument	N/A
Emergency Management Department	Ready Your LA Neighborhood (RYLAN) Prepare LA Now (PLAN)
Employee Relations Board	N/A
City Ethics Commission	N/A
Office of Finance	N/A
Los Angeles City Fire Department	Community Risk Reduction Unit - Senior Center Presentations Community Risk Reduction Unit - Special Events
Dept. of Fire and Police Pensions	N/A
Department of General Services	N/A
Harbor Department	N/A
Homeless Services Authority	Coordinated Entry System A Bridge Home Prevention/Diversion provider list (intra agency) and Prevention Assistance Flyer (public)
Housing Authority	Rapid Rehousing programs Housing Choice Voucher program
Housing + Community Investment Department, Los Angeles	Proposition HHH Supportive Housing Loan Program Single Family Housing Rehabilitation Program/Handyworker Home Repair Program Affordable Housing Managed Pipeline
Information Technology Agency	N/A
Library Department	Senior Art Exhibit (with LADOA and RAP) Adult Summer Reading Club Accessibility Programs: Audiobooks and large type books Homebound library patrons Library patrons may use Zoom Text LAPL Community Outreach Programs Health classes Technology literacy Tax prep Financial literacy

LA City Employees' Retirement System (LACERS)	N/A
Mayor, City of Los Angeles	N/A
Office of Public Accountability	N/A
Dept. of Neighborhood Empowerment	Purposeful Aging Town Hall Meetings Neighborhood Council 101's Neighborhood Council Committees Neighborhood Council Aging Liaisons
City Planning Department	Central City Community Plan Transit oriented Communities Affordable Housing Incentive Program (TOC) Mello Act Guidance Second Dwelling Unity Pilot Program
Los Angeles Police Department	Safety for Seniors Triad Program Volunteer Surveillance Team (VST) Elder Abuse/ Elder Persons Estate Unit (with APS)
Public Works, Board of	N/A
PW/Contract Administration	N/A
PW/Engineering	N/A
PW/Sanitation	N/A
PW/Street Lighting	N/A
PW/Street Services	Bus Bench Program Coordinated Street Furniture Program
Department of Recreation & Parks	RAP Senior Citizen Centers (Ongoing physical, social, and mental health classes and activities) RAP Recreational Centers (Ongoing physical, social, and mental health classes and activities) Los Angeles Federation of Senior Citizen Clubs Federation Special Events Health and Wellness Fairs (partnership with Humana) Wellness Program (225 class) Senior Citizen Nutrition Program (LADOA ENP)
Department of Transportation	Paratransit Program Coordinator and Transit Technology Services Operation of Dial-A-Ride Bus Program Charter Bus Program Vision Zero Action Plan: Safe Routes for Seniors
Department of Water and Power	Lifeline Program
Los Angeles Zoo	Reduced entrance fee ADA accommodations

Appendix E: Utilization Data for AAA Services

The tables display information about the number of WDACS clients who received services in FY18-19, the number of units provided, the number of providers who delivered services, and the money allocated and spent on contracted and direct services.

Table D.1. Matrix of WDACS Nutrition Services

Service Type	Total Number of Clients	Number of Registered Clients	Number of Unregistered Clients	Unit of Service	Number of providers	Contract Services Allocation	Contract Services Expenditures	Direct Services Allocation	Direct Services Expenditures
Home-delivered	5,290	2,361		Meal	15	8,151,625	7,193,450	-	-
Congregate	29,162	5,081		Meal	19	8,665,386	7,208,585	-	-
Nutrition intervention	859	782	77	Activity	11	not a category in the budget document			
Nutrition reassessment	285	274	11	Activity	11				
Nutrition risk assessment	1,311	1,192	119	Activity	11				

Table D.2. Matrix of LADOA Nutrition Services

Service Type	Number of Unduplicated People Served	Unit of Service	Number of providers	Contract Services Allocation	Contract Services Expenditure	Direct Services Allocation	Direct Services Expenditure
Congregate Meals	14,971	Meal	16	4,788,299	4,572,345	-	-
Home-Delivered Meals	4,454	Meal	16	4,166,628	4,111,918	-	-

Table D.3. Demographics of WDACS Congregate Meals Clients

	Number of Clients		Number of Units	
	N	(%)	N	(%)
Gender				
Female	17,843	61.2	666,153	52.7
Male	10,660	36.6	551,812	43.7
Declined to State	644	2.2	23,421	1.9
Blank	14	0.0	21633	1.7
Race/Ethnicity				
White	6,319	21.7	265,885	21.1
Black	2,943	10.1	109,324	8.7
Hispanic/Latino	11,319	38.8	538,612	42.6
Chinese	2,435	8.4	116,549	9.2
Filipino	1,245	4.3	46,189	3.7
Japanese	435	1.5	18,715	1.5
American Indian or Alaskan Native	185	0.6	7,607	0.6
Other Asian or API	1,310	4.5	54,149	4.3
Multiple Races	181	0.6	6,832	0.5
Other Race	315	1.1	11,898	0.9
Declined to State	2,379	8.2	64,641	5.1
Blank	95	0.3	22,618	1.8
Federal Poverty Level				
Above 100% FPL	3,478	11.9	157,237	12.4
At or Below 100% FPL	8,995	30.8	436,437	34.6
Declined to State	15,951	54.7	661,352	52.4
Blank	737	2.5	7,993	0.6
Total	29,161	100.0	1,263,019	100.0

Table D.4. Demographics of LADOA Congregate Meals Clients

	Number of Clients		Number of Units	
	N	(%)	N	(%)
Gender				
Female	12,765	85.3		
Male	1,573	10.5		
Gender Missing	633	4.2		
Race/Ethnicity				
White	2,877	17.2		
Black	1,633	9.8		
Hispanic/Latino	4,508	26.9		
Chinese	862	5.1		
Filipino	551	3.3		
Japanese	478	2.9		
American Indian or Alaskan Native	48	0.3		
Other Asian or API	2,153	12.9		
Multiple Races	109	0.7		
Other Race	1,111	6.6		
Race Missing	2,418	14.4		
Federal Poverty Level				
Not Below FPL	4,307	28.8		
Below FPL	10,664	71.2		
Total	14,971	100.0	624,404	100.0

Note:

1. Data Source: NAPISReport-PSA25.
2. The sum of Race/Ethnicity breakdown equals 16,748, which is larger than the total number clients. We suspect that some clients selected multiple options for Race and Ethnicity, rather than selecting the "Multiple Races" option.
3. Data about the number of units received is available only at the aggregate level.

Table D.5. Matrix of WDACS SSP Services

Service Category	Service Type	Total Number of Clients	Number of Registered Clients	Unit of Service	Number of providers	Contract Services Allocation	Contract Services Expenditures	Direct Services Allocation	Direct Services Expenditures
Supportive Services Program	Case management	38,382	3,497	Hour	21	3,157,594	2,900,185	2,799,041	2,799,041
	Homemaker	20,096	598	Hour	17				
	Personal care	13,576	355	Hour	15				
	In-home respite care	3,671	121	Hour	12				
	Alzheimer's day care	11,533	145	Day	4				
	Registry services	5,713	609	Hour	9				

Table D.6. Demographics of Supportive Services Program—WDACS

	Number of Clients		Number of Units	
	N	(%)	N	(%)
Gender				
Female	2634	64.0	64,446	69.9
Male	1356	32.9	26,783	29.0
Declined to State	38	0.9	606	0.7
Blank	90	2.2	397	0.4
Race/Ethnicity				
White	1,519	36.9	31,150	33.8
Black	438	10.6	10,403	11.3
Hispanic/Latino	1,088	26.4	31,257	33.9
Chinese	544	13.2	6,709	7.3
Filipino	98	2.4	1,580	1.7
Japanese	84	2.0	1,898	2.1
American Indian or Alaskan Native	15	0.4	156	0.2
Other Asian or API	173	4.2	4,935	5.4
Multiple Races	22	0.5	824	0.9
Other Race	49	1.2	1,057	1.1
Declined to State	67	1.6	1,512	1.6
Blank	21	0.5	751	0.8
Federal Poverty Level				
Above 100% FPL	1223	29.7	34,110	37.0
At or Below 100% FPL	2087	50.7	41,462	45.0
Declined to State	802	19.5	16,640	18.0
Blank	6	0.1	21	0.0

Table D.7. Matrix of WDACS FCSP Services

Service Type	Total Number of Clients	Unit of Service	Number of providers	Contract Services Allocation	Contract Services Expenditures	Direct Services Allocation	Direct Services Expenditures
Assistive devices	124	Product	4	1,825,585	1,190,606	1,161,749	866,907
Caregiver assessment	791	Hour	4				
Caregiver case management	761	Hour	4				
Caregiver counseling	534	Hour	4				
Caregiver legal resources contact	1	Contact	1				
Caregiver support groups	120	Hour	3				
Caregiver training	86	Hour	4				
Community education on caregiving	1	Activity	1				
Emergency cash/material aid	111	Assistance	3				
Home adaptations for caregivers	12	Modification	4				
Information and assist-contact	1	Contact	1				
Outreach-contact	237	Contact	4				
Public information on caregiving	2	Activity	4				
Respite home chore	14	Hour	4				
Respite homemaker assistance	31	Hour	4				
Respite in-home personal care	250	Hour	4				
Respite in-home supervision	48	Hour	4				
Respite out-of-home day care	42	Hour	3				

Table D.8. Matrix of LADOA FCSP Services

Service Type	Total Number of Clients	Unit of Service	Number of providers	Contract Services Allocation	Contract Services Expenditures	Direct Services Allocation	Direct Services Expenditures
Assistive devices	0	Product	0	648,279	603,852	1,067,514	283,773
Caregiver assessment	163	Hour	2				
Caregiver case management	269	Hour	2				
Caregiver counseling	198	Hour	2				
Caregiver legal resources contact	4	Contact	1				
Caregiver support groups	12	Hour	2				
Caregiver training	205	Hour	2				
Community education on caregiving	4,129	Activity	2				
Emergency cash/material aid	41	Activity	1				
Home adaptations for caregivers	0	Modification	0				
Information and assist-contact	1,093	Contact	2				
Outreach	708	Contact	2				
Public information on caregiving	314,737	Activity	2				
Respite home chore	16	Hour	2				
Respite homemaker assistance	34	Hour	1				
Respite in-home personal care	65	Hour	1				
Respite in-home supervision	16	Hour	2				
Respite out-of-home day care	0	Hour	0				
Caregiver counseling	198	Hour	2				
Interpretation/Translation	8	Contact	1				

Table D.9. Demographics FCSP clients (Grandparent and Non-Grandparent)—WDACS				
	Number of Clients		Number of Units	
	N	(%)	N	(%)
Gender				
Female	689	71.5	31,178	41.4
Male	264	27.4	10,471	13.9
Declined to State	11	1.1	192	0.3
Blank	0	0.0	33,554	44.5
Race/Ethnicity	964			
White	352	36.5	16,562	22.0
Black	125	13.0	5,207	6.9
Hispanic/Latino	318	33.0	13,197	17.5
Chinese	48	5.0	1,570	2.1
Filipino	26	2.7	1,039	1.4
Japanese	16	1.7	901	1.2
American Indian or Alaskan Native	4	0.4	82	0.1
Other Asian or API	16	1.7	782	1.0
Multiple Races	13	1.3	764	1.0
Other Race	14	1.5	857	1.1
Declined to State	31	3.2	874	1.2
Blank	1	0.1	33,561	44.5
Federal Poverty Level				
Above 100% FPL	453	47.0	21,495	28.5
At or Below 100% FPL	188	19.5	8,393	11.1
Declined to State	323	33.5	45,505	60.4
Blank	0	0.0	0	0.0
Total	964	100.0	75,394	100.0

Appendix F: Duplication of Contractors

Overlapping contractors for Supportive Services Program (Title III-B):

- Jewish Family Services of Los Angeles
- Watts Labor Community Action Committee

Overlapping contractors for Congregate and Home-Delivered Meals (Title III-C):

- Jewish Family Services of Los Angeles

Overlapping contractors for Dietary Administrative Support Services:

- Consulting Nutritionist Services

Overlapping contractors for Disease Prevention and Health Promotion (Title III-D):

- Partners in Care Foundation

Overlapping contractors for Traditional Legal Assistance Program:

- Bet Tzedek Legal Services

Overlapping contractors for Long-Term Care Ombudsman Program:

- WISE and Healthy Aging

Overlapping contractors for Health Insurance Counseling and Advocacy Program:

- Center for Health Care Rights

Appendix G: Gaps in Service Delivery

Table F.1. Gaps in service delivery

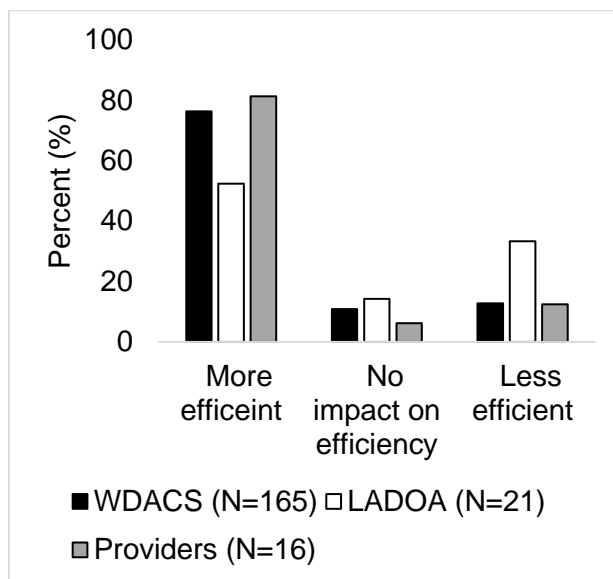
	LADOA (N=21)		WDACS (N=94)		Providers (N=12)	
	N	%	N	%	N	%
Geography, gaps	7	33.3	33	35.1	4	33.3
Funding, gaps	2	9.5	4	4.3	3	25.0
Services and Programs	7	33.3	34	36.2	7	58.3
Coordination, gaps	8	38.1	31	33.0	3	25.0
Population	4	19.0	14	14.9	1	8.3
Staffing, gaps	0	0.0	7	7.4	2	16.7
Other	0	0.0	0	0.0	0	0.0

*Note: Percents do not add up to 100, as some respondents addressed more than one theme

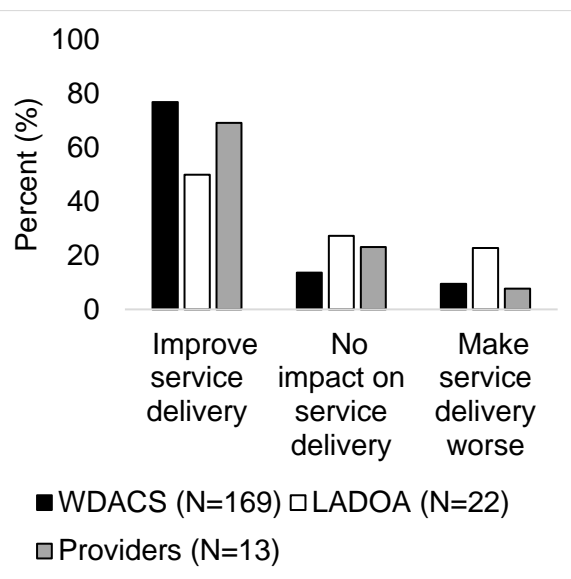
Appendix H: Stakeholders' Views of the Impacts of a Standalone Department of Aging

How would a standalone department of aging impact:

A. Efficiency of service delivery.

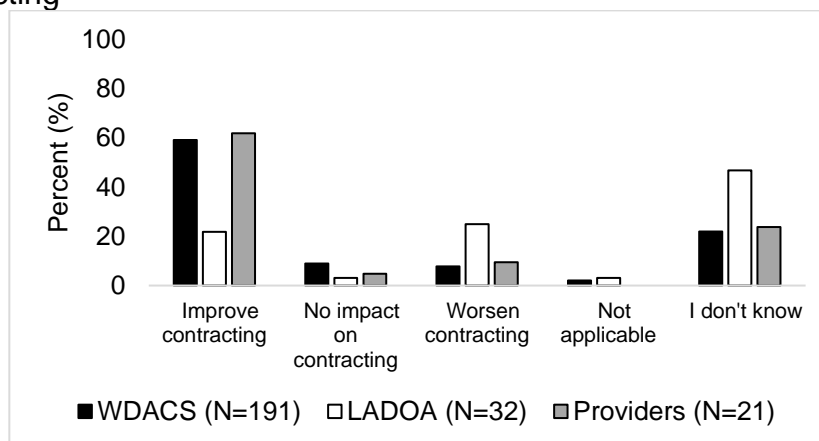


B. Effectiveness of service delivery.

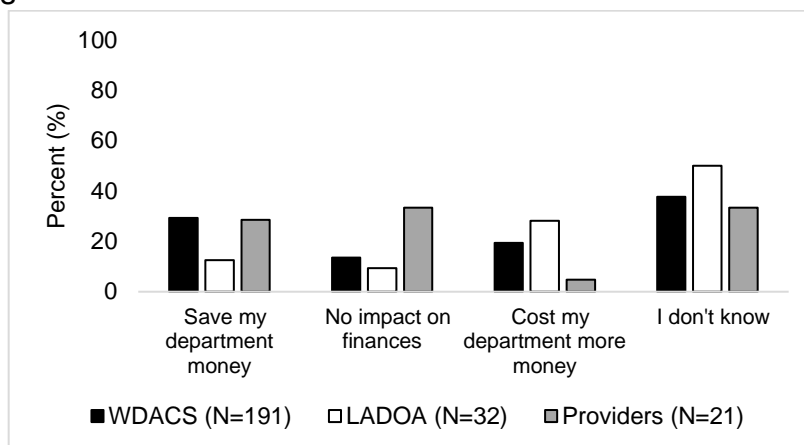


How would a standalone department impact:

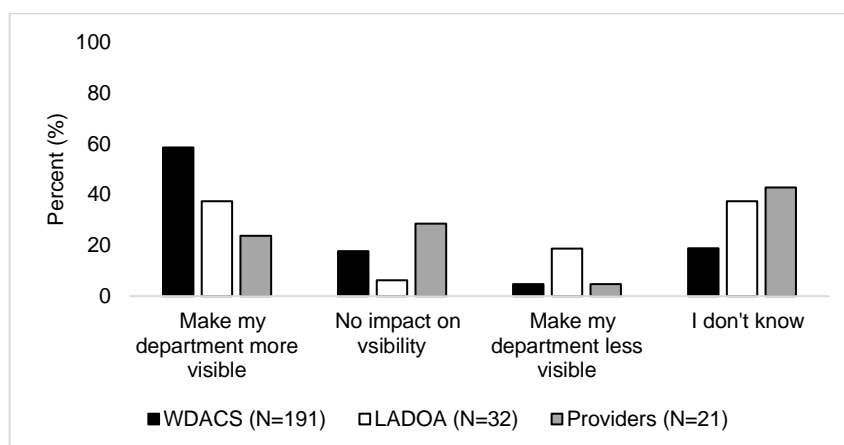
A. Contracting



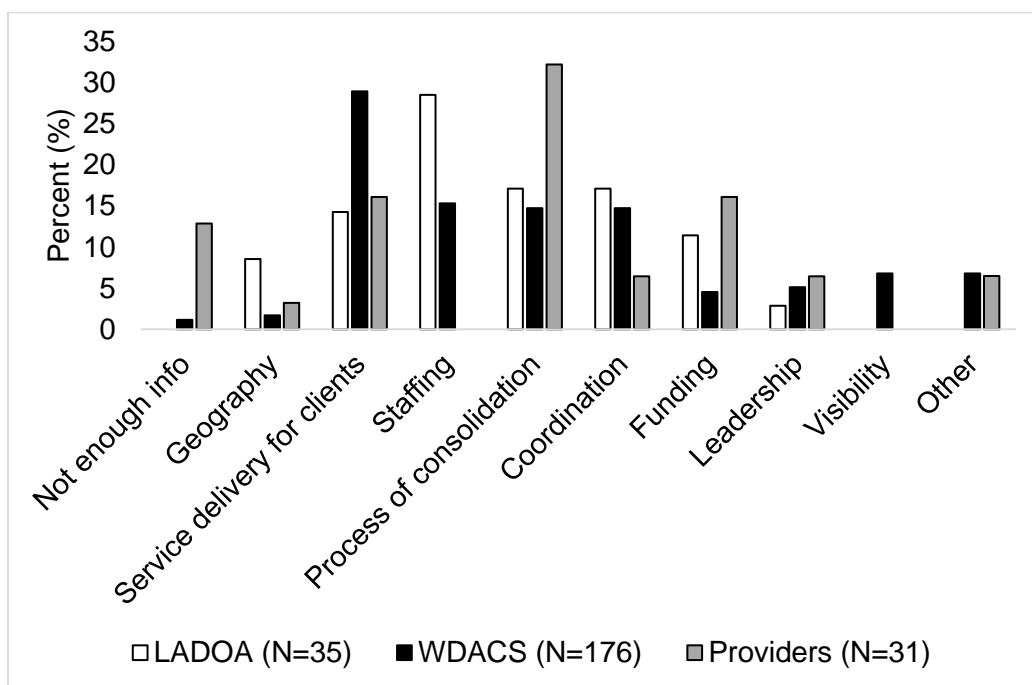
B. Finances



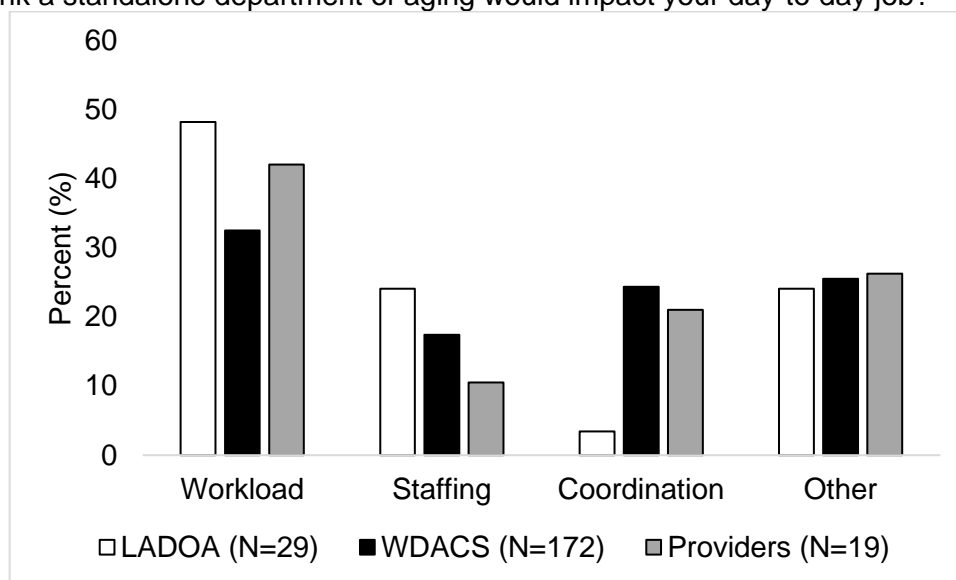
C. Visibility



Are there any other ways you think a standalone County department of aging would impact your department (either positive or negative)?



Do you think a standalone department of aging would impact your day-to-day job?



Appendix I: Promising Practices from other AAAs

San Francisco

COVID-19 Emergency Response Volunteer (CERV)

<https://sf.gov/be-emergency-volunteer>

Erasing Boundaries Program

<https://www.erasingboundaries.org/about-dici>

Feed The Hungry

<https://www.glide.org/program/daily-free-meals/>

Friendship Line California – Institute on Aging

<https://www.ioaging.org/services/all-inclusive-health-care/friendship-line>

Mon Ami Volunteer Match program

<https://www.monami.io/volunteer-management>

One City One Book: San Francisco Reads

<https://sfpl.org/sites/default/files/uploads/files/pdfs/ocob2019.pdf>

Project Open Hand

<https://www.openhand.org/>

SpeakOut

<https://www.glide.org/glide-speak-out-community-voice/>

Support at Home

<https://www.ioaging.org/services/all-inclusive-health-care/support-at-home>

Young at Heart Project

<https://www.young-at-heart.org/about>

Whole Person Care

<https://www.chpscc.org/wpc>

Riverside

C.A.R.E. Program – Riverside County Department of Public Social Services

<http://dpss.co.riverside.ca.us/adult-services-division/care-program>

EDA Home Repair – Riverside County Economic Development Agency

<https://rivcoeda.org/Housing/Housing-Programs/EDA-Home-Repair-Program>

Get Home Safe Program – Riverside County Police Department

www.rpdonline.org

Silver Sneakers Fitness

www.silversneakers.com

Geri-Fit Strength Training

www.gerifit.com

Low Income Home Energy Assistance Program – County of Riverside Community Action Partnership

<https://www.capriverside.org/program/utilityassistanceprogram>

Pro Fitness 4 Health

<https://www.profitness4health.com/>

Specialty Multidisciplinary Aggressive Response Treatment Team – Riverside County Department of Mental Health Services

<https://www.rcdmh.org/Mature-Adult-Services>

Senior and Disabled Persons Travel Training Program – Riverside Transit Authority

<https://www.riversidetransit.com/index.php/riding-the-bus/travel-training>

Senior Health Advocacy and Revitalization Program – Riverside Community Health Foundation

<https://rchf.org/programs/sharp/>

Smiles 4 Seniors

<http://www.smilesforseniorsfoundation.org>

Transportation Reimbursement and Information Project (TRIP) – Riverside County Office on Aging

<https://ilpconnect.org/>

You Are Not Alone Program – Riverside County Police Department

www.rpdonline.org

San Diego

Barbecue Lunches and Mobile Food Pantry – So Others May Eat, Inc.

<https://someinc.org/mariners-point-missiona-bay-bbq-lunches/>

Bikkur Holim Friendly Visitor Program – Jewish Family Services

<https://www.jfssd.org/our-services/older-adults/friendly-visitor/>

Call Center Information and Referral – Aging and Independence Services (AIS), Health and Human Services

<https://www.sandiegocounty.gov/content/sdc/hhsa/programs/ais.html>

Caring Neighbors, Santee – Lutheran Social Services of Southern California

<http://www.lsssc.org/>

Cuyamaca College Intergenerational Garden

<https://www.cuyamaca.edu/services/cdc/intergenerational-garden-.aspx>

Elder Abuse Restraining Order Representation Project – Elder Law and Advocacy

<http://seniorlaw-sd.org/programs/>

Elder Multicultural Access and Support Services – Union of Pan Asian Communities
<http://www.upacsd.com/index.php/services-2/adult-older-adult-mental-health/emass-elder-multicultural-access-and-support-services/>

Foodmobile – Jewish Family Service of San Diego
<https://www.jfssd.org/our-services/food-meals/home-delivered-meals-foodmobile/>

Golden Years Program – North County Health Services
<https://www.nchs-health.org/community-resources/our-programs/>

Hand Up Food Pantry, College Avenue Fresh Market – Jewish Family Service of San Diego
<https://www.jfssd.org/our-services/food-meals/hand-up-food-pantry-corner-market/>

Home Energy Bill Assistance Program – Metropolitan Area Advisory Committee (MAAC)
<https://www.maacproject.org/main/impact/healthy-homes-health-services/energy-assistance/>

JFS Fix-It – Jewish Family Services
<https://www.jfssd.org/our-services/older-adults/home-safety-modification/>

Nursing Home Rights and Enforcement Project – Elder Law and Advocacy

On the Go: Transportation Solutions of Older Adults – Jewish Family Service of San Diego
<https://www.jfssd.org/our-services/older-adults/on-the-go-transportation-solutions-for-older-adults/>

Out and About Transportation Program – City of Encinitas
<https://encinitasca.gov/Residents/Senior-Citizens>

Positive Solutions Program – Union of Pan Asian Communities
<http://www.upacsd.com/index.php/services-2/adult-older-adult-mental-health/older-adult-mental-health-services-2/>

Project CARE – Aging and Independence Services (AIS), Health and Human Services
https://www.sandiegocounty.gov/content/sdc/hhsa/programs/ais/project_care.html

Project Enable, Geriatric Specialty Program – Neighborhood House Association
<http://www.neighborhoodhouse.org/geriatricprogram/>

R-U-Ok Daily Phone Call – ElderHealth of San Diego
<https://www.elderhelpofsandiego.org/>

Safe at Home Program – Rebuilding Together San Diego
<http://www.rebuildingtogethersd.org/what-we-do/>

Senior Gleaners of San Diego – Senior Cleaners of San Diego County
<http://www.seniorgleanerssdco.org/>

Senior IMPACT – Community Research Foundation
<http://www.comresearch.org/serviceDetails.php?id=Mzl=>

Senior Smoke Alarm Program – Burn Institute

<https://burninstitute.org/applications/smoke-alarm-application/>

Writing Lives

www.playwrightsproject.org

New York

Active Design Guidelines

<https://centerforactivedesign.org/guidelines/>

Ageless Innovation Robotic Pet Pilot Program – New York City Department for the Aging

<https://www1.nyc.gov/site/dfta/about/pr-DFTA-joins-state-robotic-pet-trial-to-combat-loneliness-in-older-adults.page>

Aging Connect

<https://www1.nyc.gov/site/dfta/index.page>

Creative Aging - New York City Department of Cultural Affairs

<https://www1.nyc.gov/site/dcla/programs/creative-aging.page>

Delivery System Reform Incentive Payment, Multidisciplinary Team for Elder Abuse and Neglect – Franklin County Office for the Aging and Adult Protective Services

https://www.health.ny.gov/facilities/long_term_care/planning_project/docs/11_franklin_county_of_a.pdf

https://www.health.ny.gov/health_care/medicaid/redesign/dsrip/

Friendly Visiting Program – New York City Department for the Aging

<https://www1.nyc.gov/site/dfta/services/thrivenyc-at-dfta.page>

Home Sharing Program – New York Foundation for Senior Citizens

<https://www.nyfsc.org/home-sharing/>

Kosher Meals for the Homebound

<https://www.dorotusa.org/our-programs/at-home/kosher-meals-at-home>

Safe Routes for Seniors

<https://www1.nyc.gov/html/dot/downloads/pdf/safestreetsforseniors.pdf>

Bill Payer Program – Silver Bills Partner with New York City Department for the Aging

<https://www1.nyc.gov/site/dfta/services/bill-payer-program.page>

ThriveNYC Geriatric Mental Health Initiative Expansion

<https://thrivenyc.cityofnewyork.us/>

Appendix J: Review of Assessments of Older Adults' Needs from Previous Reports by Livability Domain

Civic Participation and Employment

The United States has the highest labor force participation of adults age 65 and older, and people are working longer and retiring at an older age.¹ Appropriate employment opportunities were identified as a major concern for older adults in each of the seven previous reports that were reviewed. When reviewing the different reports, approximately 15-30% of the older adults surveyed in Los Angeles County recognized a major need for county and city strategies for connecting older adults to meaningful and practical employment opportunities, indicating a concern about income security. An older adult survey participant for the Los Angeles Needs Assessment was quoted stating "Need part-time work with more pay. Right now, wages do not cover rent, utilities, blood pressure medicine."² Other concerns that were identified in multiple reports are job training to address mismatched skills and work accommodations for those unable to work under standard conditions or any other impediments to obtaining work.

Communication and Information

The primary concern of this livability domain is a general lack of awareness of where to turn for help which adds to the difficulties of managing benefits and entitlements, navigating healthcare systems, managing prescriptions, and money.² An older adult survey participant for the Roybal Institute Focus Groups Report was quoted stating "I don't think there is an information source for the aged. In other words, you're pretty much on your own to go out and see what's available. Even though they try to provide us with some service, they're not fully knowledgeable at what could be available to us.... whether you qualify for Medicare or what kinds of resources are available to you."³ As this quote suggests, many older adults are not sure where to start given copious amounts of information sources. Those surveyed also identified concerns or a need for assistance with case management, health and safety information, as well as benefits information regarding social services like Medi-Cal, IHSS, and Social Security.

Community Support and Health Services

Meeting the needs of older adults with health issues, as well as enabling those with good health to maintain their health requires that the population have access to programs and services that support health.⁴ This livability domain includes the following sub-themes: caregiving, community based services, personal homemaker/household services, healthcare services, mental health, physical health, oral health/ dental care, and dementia-focused community engagement.

Emergency Preparedness and Resilience

An analysis of older adults' general attitudes towards current programming. The Los Angeles Age Friendly Action Plan surveyed older adults regarding their emergency preparedness with 30%-45% of older adults stating they are disaster prepared.⁴ Even the respondents who said they are prepared want to learn more about this topic. In total, three of the seven reports indicated that a portion of community participants aged 60 and older do not have an evacuation plan and would like help creating a plan. Another sub-theme identified in this livability domain is personal emergencies like falls and accidents in the home. An older adult survey participant for the Los Angeles Needs Assessment was quoted stating "I live alone. If I fall, I may not be able to contact someone for help, especially during the time when [the power company] cuts our electricity for days." Finally, community resilience, safety and crime prevention as a major issue faced by older adults.²

Housing

Los Angeles is one of the most expensive housing locations in the United States. The problem is most acute for lower income older adults in Los Angeles, especially minorities, because housing is in short supply, and pressure for housing fosters gentrification and displaces people with lower income.⁴ Survey participants all reports recognized the need for affordable housing. A quote from the Los Angeles Needs Assessment voiced “Room rent takes 80% of my income, which leaves me 20% for food and other expenses.”² Other prevalent issues for older adults include the needs for home maintenance services and safety concerns. One report addressed targeting additional resources to serve older adults who are homeless.

Outdoor Spaces and Buildings

This liveability domain was present in fewer reports, indicating that it may be less of a concern compared to other domains. The primary sub-theme concerns age-friendly public spaces that enable mobility, encourage activity and allow for the use of cultural amenities.² This includes building additional senior centers as well as safe, unobstructed sidewalks and pedestrian crossings that would prevent accidents outside the home. A survey respondent of the Los Angeles Needs Assessment voiced concerns regarding fall risks, “I have fallen three times due to broken sidewalks.”²

Social Participation and Respect/ Social Inclusion

The Los Angeles Age Friendly Action Plan shows that the majority of older adults in Los Angeles are satisfied with social participation, and many participate in education or self-improvement classes and workshops.⁴ Nonetheless, a review of all reports suggest there is space for improvement in terms of increasing awareness and availability of opportunities for social inclusion. Participation in community activities can help older adults stay informed about important resources, remain physically and mentally active, support and strengthen social ties, and reduce negative aging stereotypes.⁴ The major sub-themes that were identified by older adults surveyed includes addressing problems with loneliness and social isolation. An older adult survey participant for the Los Angeles Needs Assessment was quoted stating “My husband died 4 years ago, and I miss him and our life together.”² Another concern is limited intergenerational social opportunities and recreational and leisure activities. A large portion of the focus group participants for a Roybal Institute report indicated a similar sentiment, and one participant said: “They [senior centers] should provide activities that are enriching and are creative and help you think and be functioning older adults. I’m new to the senior arena and for my boomer group we want activities like dancing. We’re doing some yoga. We’re doing some exercise. We’re doing lots of activities. Not come in and nod out all day.”³

Transportation

The Los Angeles Age Friendly Action Plan analyzed older adults’ overall opinions towards current programming. A large portion of the community had positive views of their city or town’s transportation infrastructure.⁴ However, there are unmet transportation needs for older adults in Los Angeles. An older adult that was interviewed for the Los Angeles County Seamless Senior Services said, “We need more transportation services like Dial-a-Ride”³ The next major sub-theme surrounded public transportation, particularly increasing routing as well as improving accessibility and timing. Respondents also identified a need for transportation education opportunities such as mature driver classes, peer driving programs, and learning to use public transportation. The portion of older adults that walk in their community had concerns regarding enhancing walkability and unsafe sidewalks in the community.

Other

The final other category included areas of needs that are included in multiple assessments but not seamlessly housed in above domains of liveability. Each of the reports highlights major financial concerns to include affordability for medical costs, money management and debt, and cost of living. 45% of older adults in the Los Angeles Needs Assessment reported they did not have "enough money to live on" ². The other major concerns are legal assistance and nutrition problems. A small portion of participants called attention to a need for advocacy and a "no wrong door" policy for aging services that would allow for seamless coordination of services, simplify access to services, and a model that protects confidentiality and privacy. Finally, older adult participants in multiple reports expressed concerns about elder abuse prevention and intervention. The Roybal Institute Focus Groups Report underscored the following quote, "Well, some of the seniors share what their kids did to them. They took my house, they did this; there's nothing, they feel that they can't go nowhere and talk to somebody. Either being afraid, or just don't want their kids to get in trouble." ³

References

1. LA County Seniors Count
2. Los Angeles Needs Assessment
3. Roybal Institute Focus Groups Report
4. Age-Friendly Action Plan for the Los Angeles Region 2018-2021
5. Los Angeles County Seamless Senior Services

Appendix K: Efforts to Address Older Adult Homelessness and Incarceration During COVID-19

Homelessness among older adults could be better addressed through prevention, capacity building, and coordination.

The homeless population of older adults is increasing

The Greater Los Angeles Homeless Count of 2019 highlights a 7% increase in older adult homelessness from the previous year. There was a total of 13,606 people age 55 and older experiencing homelessness in Los Angeles. ^[1] People aged 62 and older saw a 22% increase, while all other age groups saw a slight decrease.

COVID-19: Homeless Older Adults in Hotels/ Motels

Project Roomkey is a collaborative effort by the State, County, and the Los Angeles Homeless Services Authority (LAHSA) to secure hotel and motel rooms for vulnerable people experiencing homelessness. ^[3] It is aiding a three-pronged LA County effort to get people indoors and safely distanced from one another. The County is also setting up medical sheltering sites with quarantine and isolation rooms for people who have tested positive for COVID-19, show symptoms while awaiting test results, or who have been exposed to the virus. ^[3]

Individuals are pre-screened and selected by a homeless services provider or referred by an outreach team before they can be transported to the location. Qualified individuals include people who are aged 65 or older and people who are at higher risk for severe illness — those with chronic lung disease or moderate to severe asthma, serious heart conditions, conditions that can cause a person to be immunocompromised, severe obesity, diabetes, chronic kidney disease and who are undergoing dialysis, and liver disease. ^[3]

According to the Los Angeles County COVID-19 Incident Update from May 7, 2020, there are currently 1,904 clients that occupy 1,672 rooms. ^[4] In total, Project Roomkey has secured 3,101 hotel and motel rooms; 127 are ready for someone to move in and 1,302 still need to be prepared. ^[4]

The County of Los Angeles has negotiated agreements with hotels for three months beginning from each site's opening date. While participants are staying at these hotels, on-site service providers are working with each client individually to develop an exit plan, with the goal of moving them to a situation that permanently resolves their homelessness. LAHSA's Housing Central Command has identified 372 current Project Roomkey residents who score a 15-17 (the highest levels of vulnerability) on the system assessment tool that measures acuity and has been prioritized to be matched to housing immediately. ^[5]

Current Older Adult Population in County Jails

The Los Angeles County jail system is the largest in the world. According to the Custody Division 2019 quarterly report, the County jail reached an inmate population of over 17,000, of which 2,000 are women and 42 percent are pre-trial.^[8] The population of offenders age 45 and older averaged 3,509 which constitutes approximately 21 percent of the total jail population.^[8] In Los Angeles County jails in 2019, the average time spent in custody was 62 days.^[9]

Medical Outpatient/Specialty Housing (MOSH) is provided to inmates who require a level of medical treatment beyond that of stabilized medication distribution (pill call) and accounted for an average number of 558 people during the fourth quarter 2019.^[8] ADA Housing is used to accommodate inmates with mobility limitations and/or physical disabilities and accounted for an average number of 403 people.^[8]

The population with mental health needs accounted for 35 percent of the total population, of which 25 percent were identified with mental health needs requiring specialized housing moderate or high observation housing.^[8] The remaining 10 percent have been treated and continue to receive psychotropic medication while housed in general population. A January 2020 RAND study of patients in the custody of the LA County jail indicated that 3,368 patients, or 61 percent of the mental health population, could be appropriate for community release if there were sufficient community-based treatment programs available.^[10]

Current Efforts to Reduce the Jail Populations due to COVID-19

The Custody Division started to reduce the jail population by 4,276 inmates or approximately 25%.^[11] The Los Angeles County Office of Diversion and Reentry (ODR) has submitted a request for consideration of release of 256 medically fragile, COVID-19 vulnerable people.^[12] The target population includes patients in Los Angeles County jail system, soon-to-be released, or released in the prior six months, with at least one chronic health condition or over age of 50.^[13] This list for release is comprised of people in jail who were HIV positive and/or housed in the jail Correctional Treatment Center or hospital section. The ODR opened a 40-bed "COVID-19 Symptomatic Site" to isolate and house people in interim housing sites who had become symptomatic.^[12] ODR also launched 211 beds serving medically fragile individuals eligible for release from LA county jails.^[12] These beds include specialized nursing and psychiatric care at each site. ODR is also working with the Homeless Initiative and LAHSA to secure 400 hotel beds.^[12] Additionally, ODR has provided PPE directly to interim housing providers and coordinated transportation from jail with unused DHS vans.^[12]

ODR Current Programs

Fully funding community-based diversion for this population is the most cost-effective approach. Currently, the ODR has diverted more than 4,400 people from County jails through their Housing, Misdemeanor Incompetent to Stand Trial (MIST), and Felony Incompetent to Stand Trial (FIST) programs.^[14, 15] Other programs that exist to support diversion, reentry, and support include: Homeless Initiatives and Measure H, Whole Person Care, The Prop 47 Jobs and Services Task Force, the Juvenile Diversion Working Group, and the Alternatives to Incarceration Working Group.^[16] A few other services outside of ODR that benefit older adults:

- Older Adult Full Service Partnership (FSP) for older adults ages 60 and above and who are being released from jail or at serious risk of going to jail^[17]
- Bet Tzedek - "The House of Justice" provides free, high-quality legal services to older adults, people with disabilities, and people with low income, regardless of ethnic background.^[18]

ODR Cost Savings

Diversion programs cost the County about \$70 daily per person, while incarceration costs about \$600 daily per person with serious clinical needs.^[14] This is a cost saving of \$530 per day or \$193,000 per person each year.

The 2019-2020 County budget allocated \$93 million towards mental health services and diversion from the criminal justice system; \$20 million has been budgeted toward additional treatment beds, \$20 million for expanding supportive housing with the Office of Diversion and Reentry, and \$53 million for increased support of diversion programs.^[19]

2020 RAND Pilot Study of Needs Reentry Services in Los Angeles

Older returning citizens noted facing accumulated health, mental health, and substance abuse issues, and difficulty obtaining employment due to a lack of low-skilled jobs applicable to older workers and ageist job discrimination. These challenges felt even more daunting with advancing age.^[20] Participants in a recent RAND survey on the Co-Design of Services for Health and Reentry, identified the following top priorities for improving health and reentry services:

- key services arranged before leaving jail, including a reentry plan tailored to the individual's needs but also structured with clear tasks and timelines
- programs that provide individual reentry mentors or peer support groups
- housing setup before leaving jail
- long-term support to meet a range of needs such as housing, jobs, mentor/peer support, as well as help in navigating services.

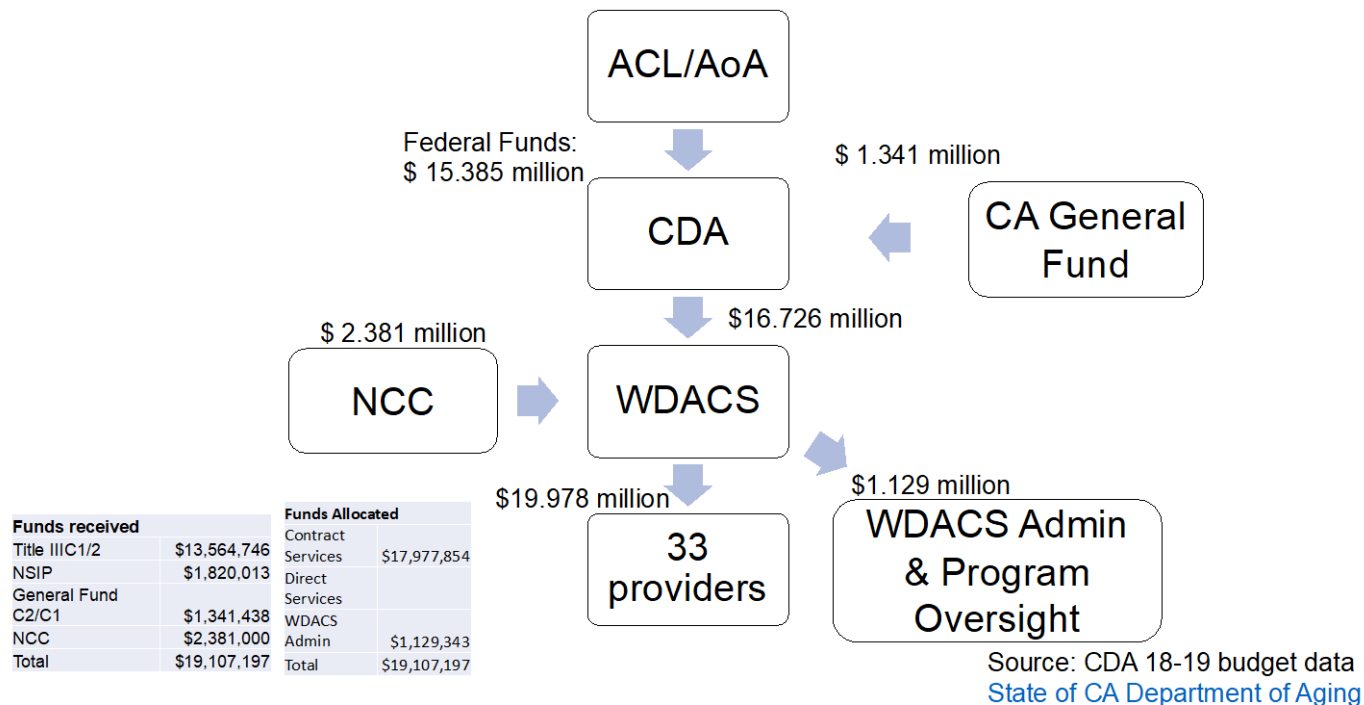
Other priorities identified by returning citizens included: assistance with finding jobs and learning job skills, transportation assistance, assistance with family reunification, and health care assistance including finding a doctor or mental health clinic, securing mental health medications, and support to address substance abuse issues.^[20]

References

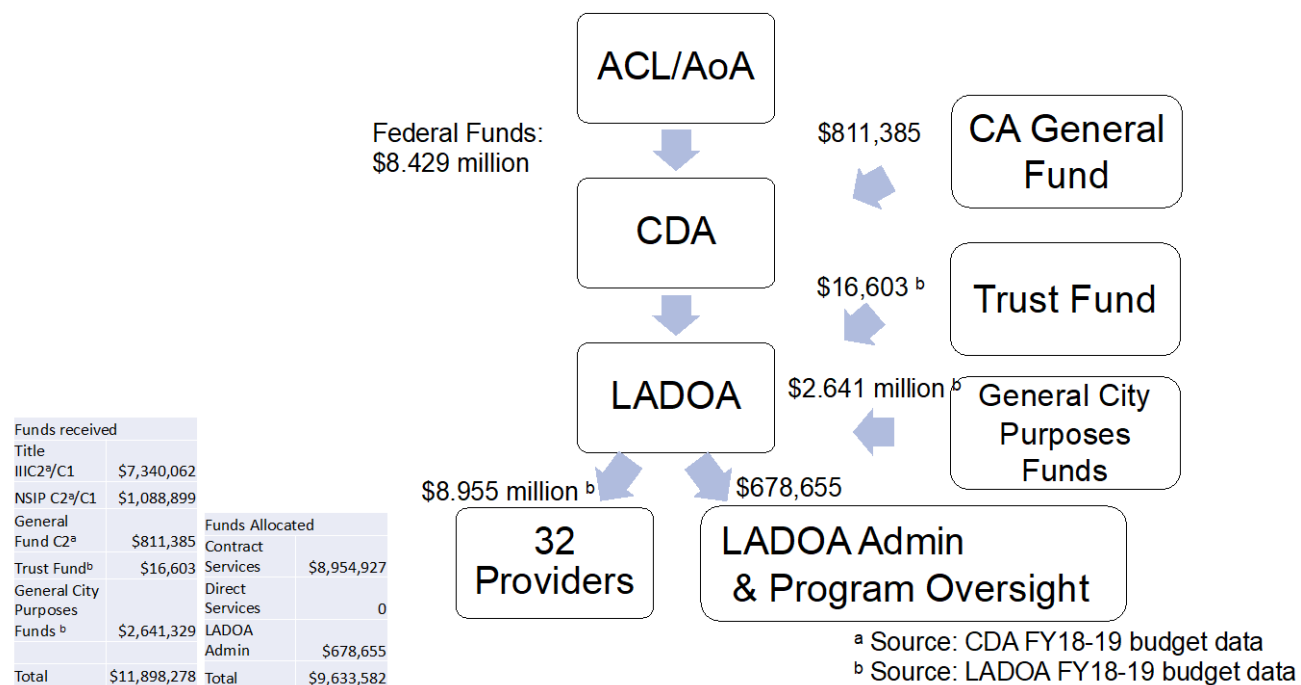
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Appendix L: Funding Flow of OAA programs

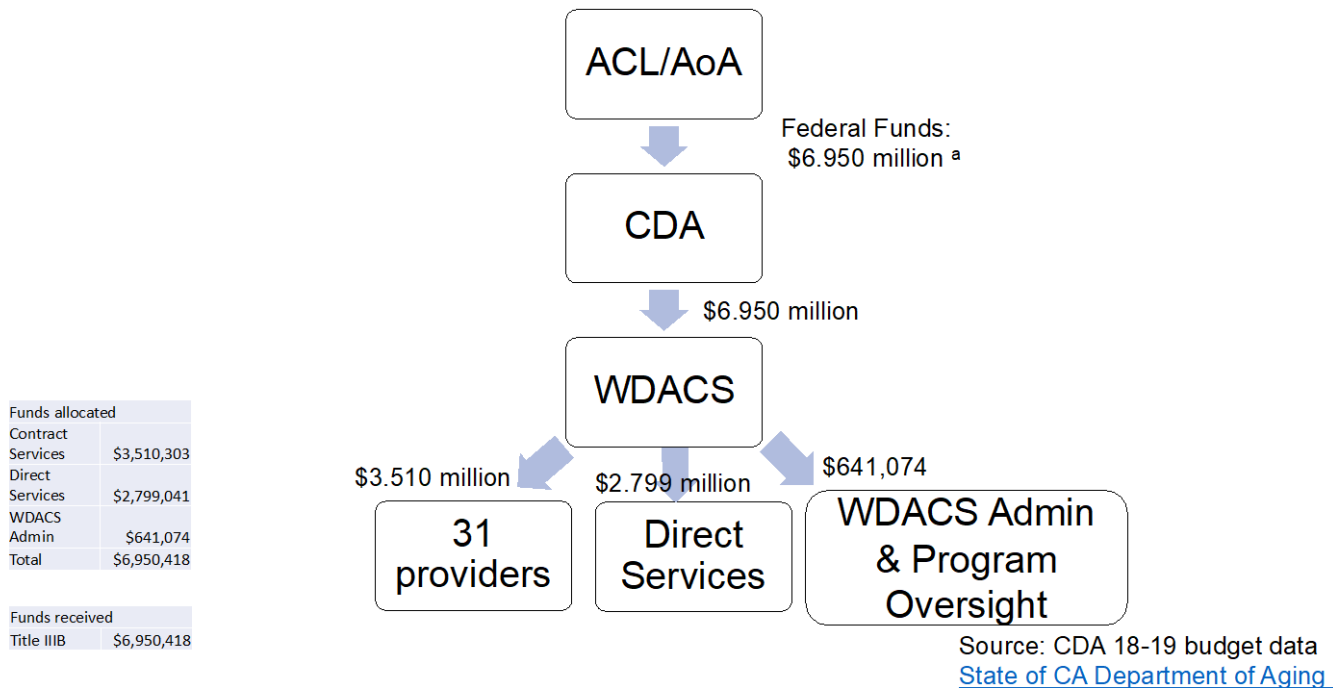
WDACS Nutrition Program Funding Flow



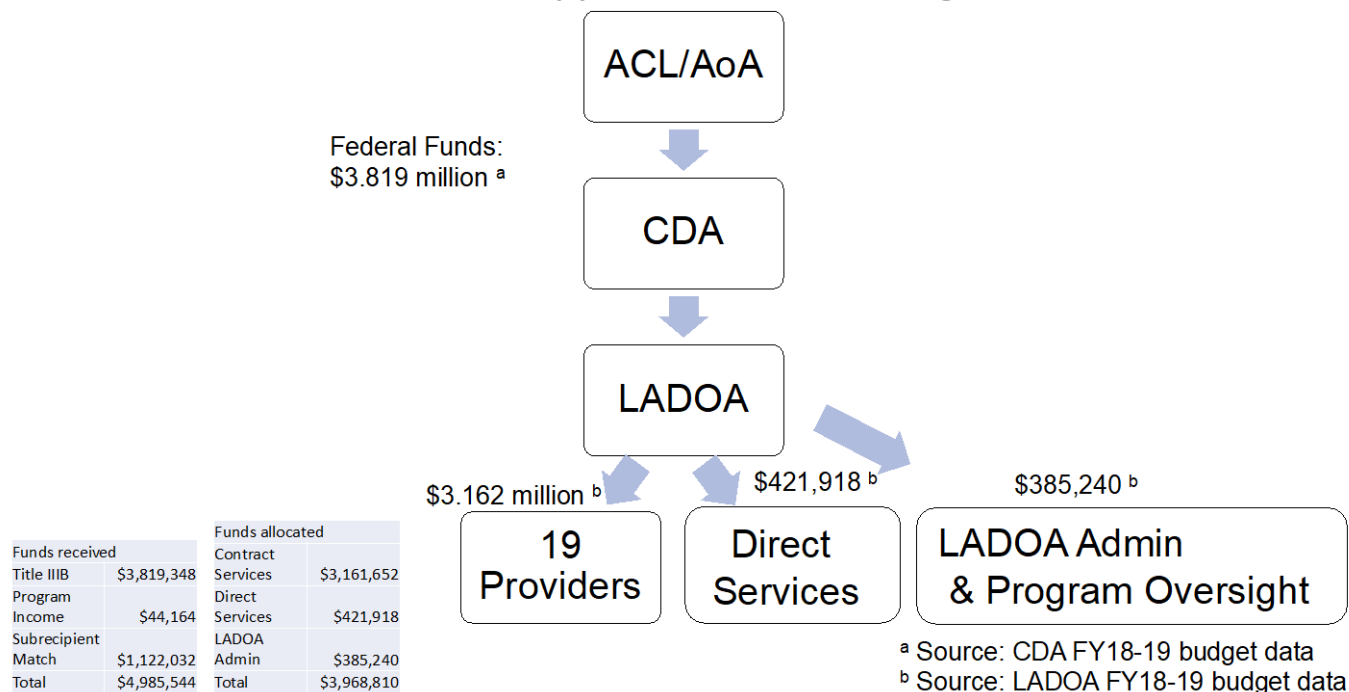
LADOA Nutrition Program Funding Flow



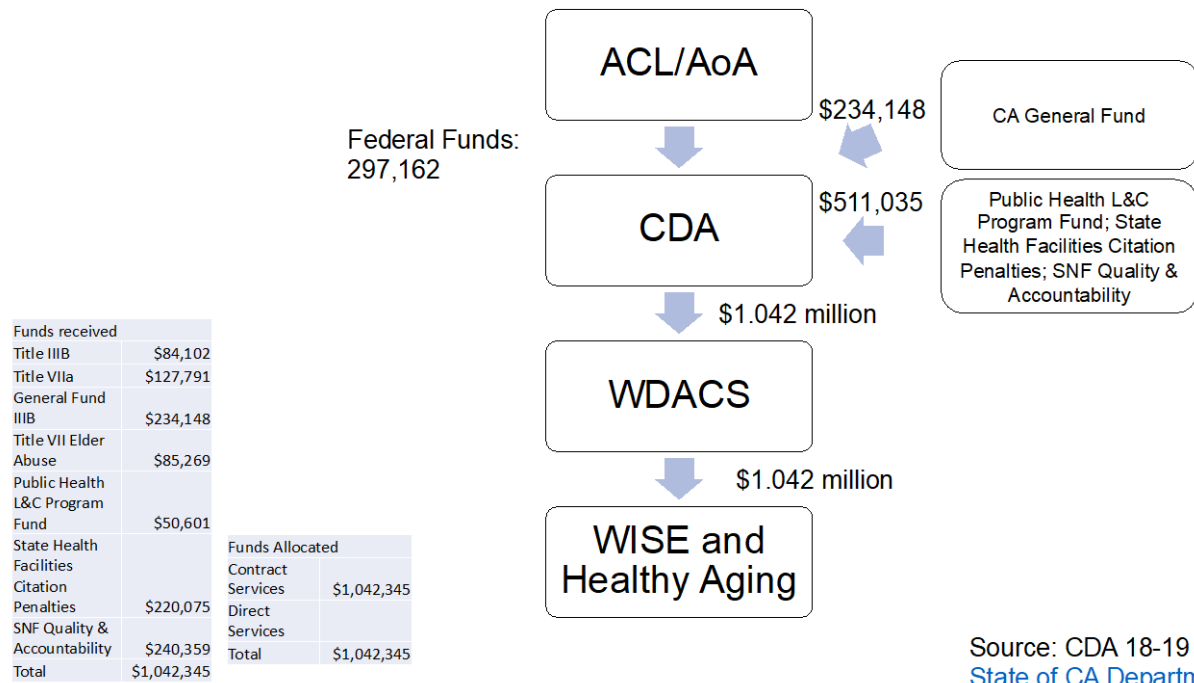
WDACS Supportive Services Program



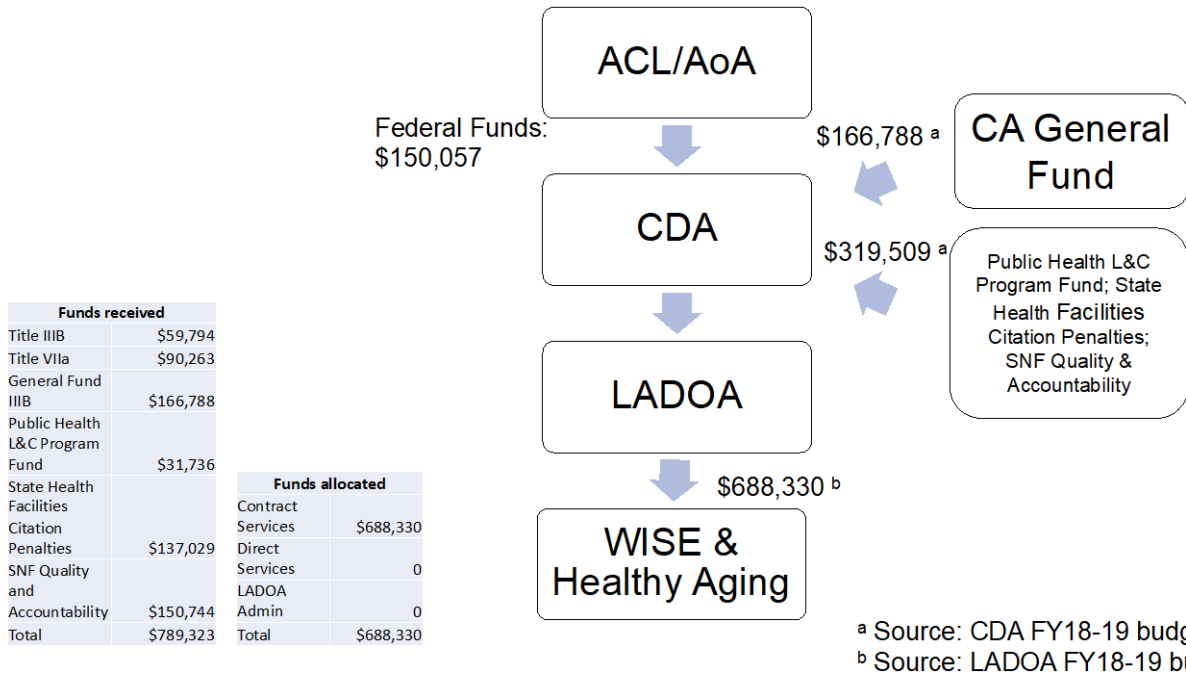
LADOA Supportive Services Program



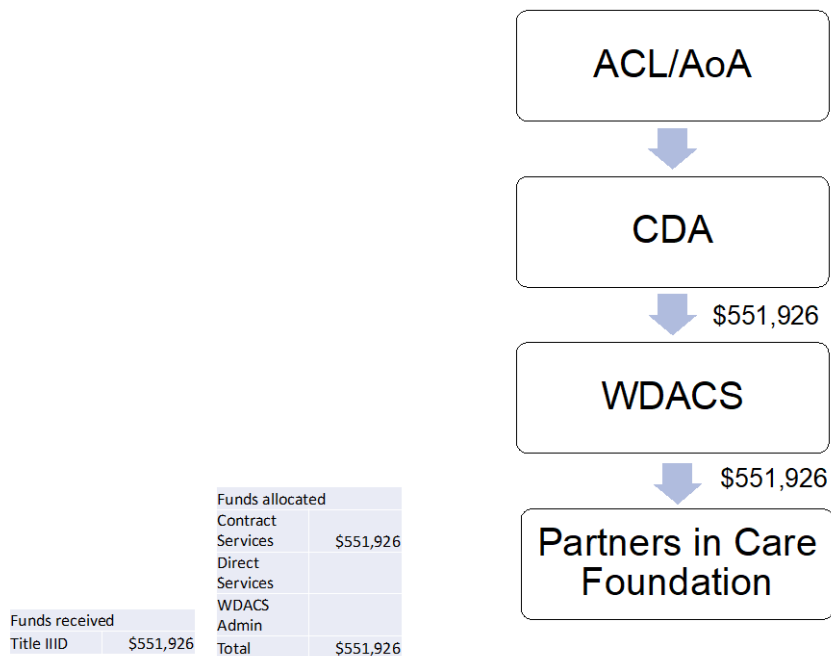
WDACS Ombudsman



LADOA Ombudsman

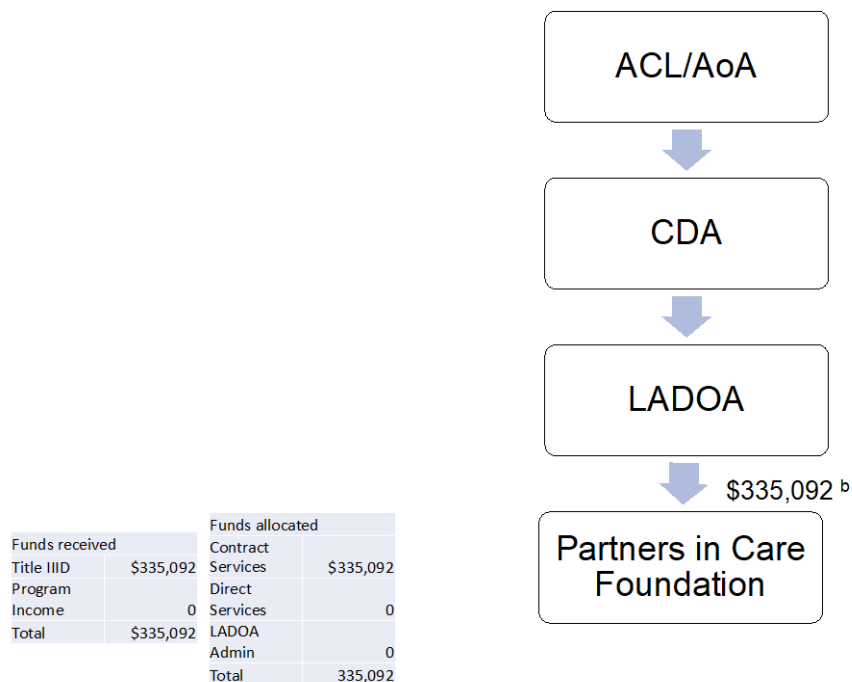


WDACS Disease Prevention & Health Promotion



Source: CDA 18-19 budget data
[State of CA Department of Aging](#)

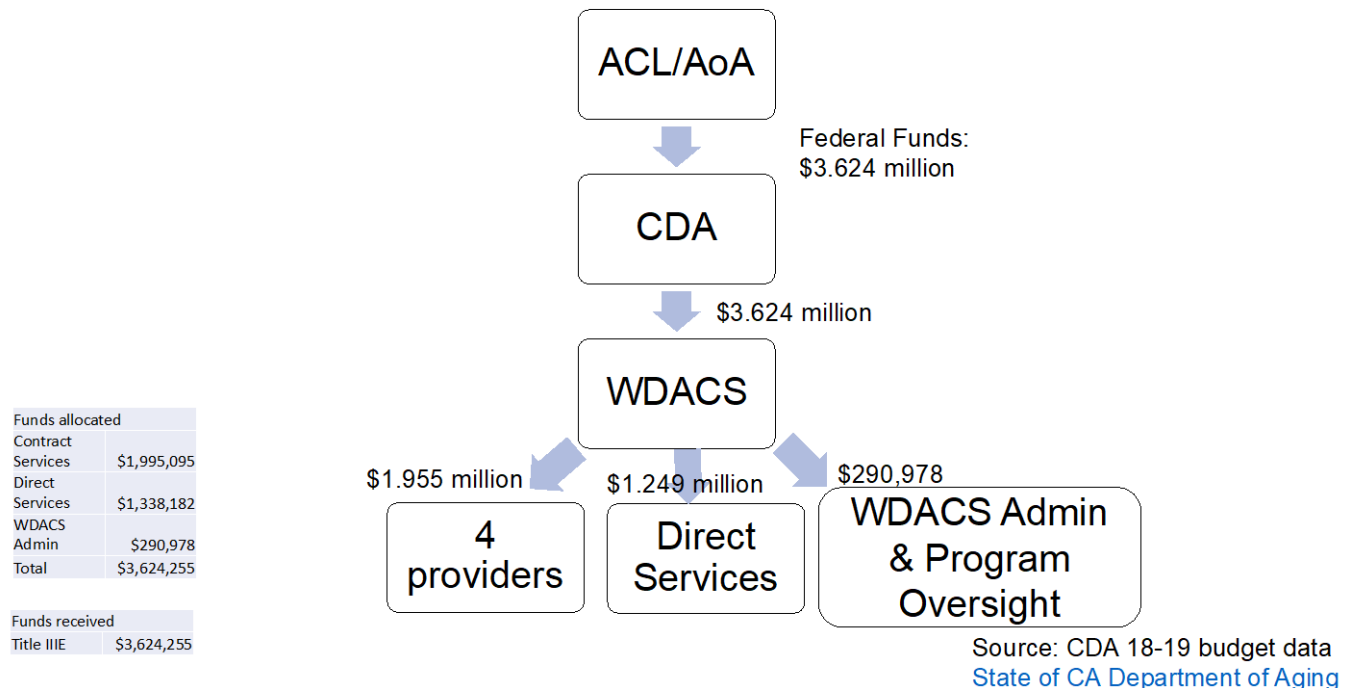
LADOA Disease Prevention & Health Promotion



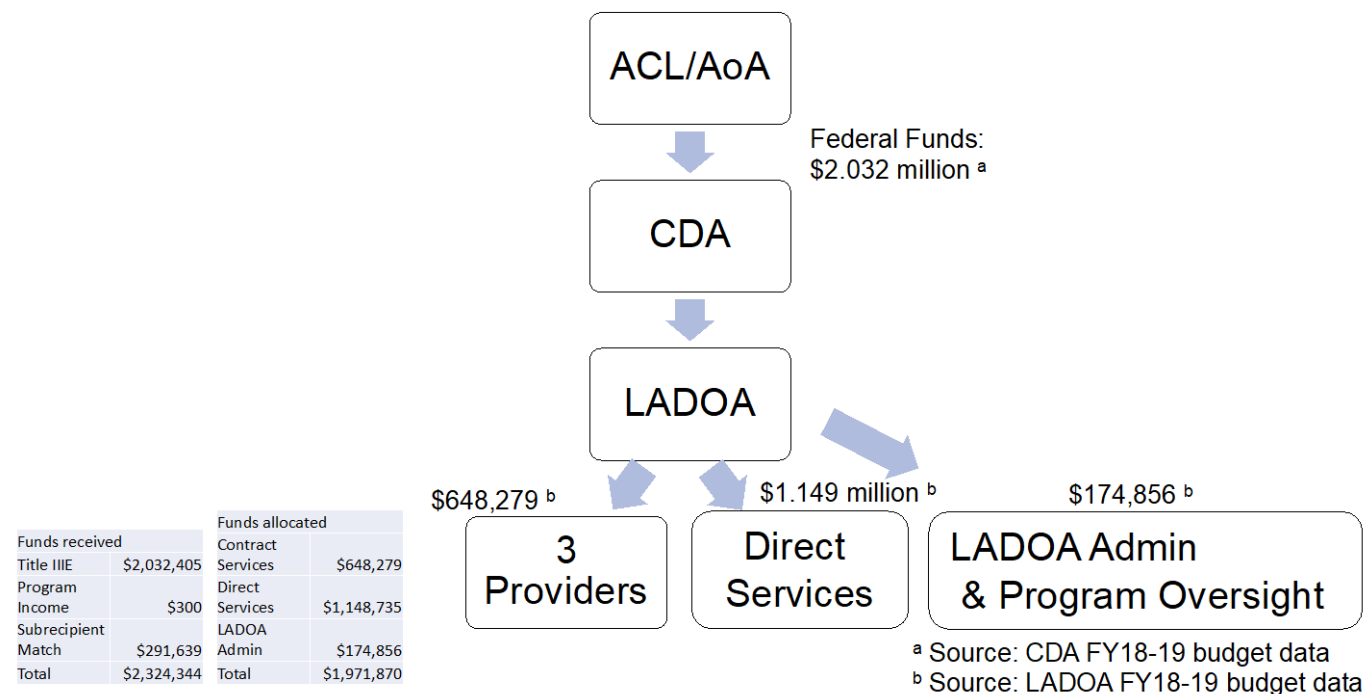
^a Source: CDA FY18-19 budget data

^b Source: LADOA FY18-19 budget data

WDACS Family Caregiver Services Program



LADOA Family Caregiver Services Program



Appendix M: Including IHSS in the department of aging

Long-Term Services and Supports (LTSS) are designed for individuals with functional disabilities and/or complex chronic conditions that are not likely to resolve. LTSS includes both facility-based care and Home and Community-Based Services (HCBS). HCBS are designed to help people age in place. Personal Assistance Services (PAS) that provide personal care and instrumental support for people with functional impairment are at the core of these services. Nationwide, the largest PAS is California's In-Home Supportive Services (IHSS). Currently serving over 600,500, IHSS is available statewide and managed at the County level. IHSS is by far the largest HCBS in Los Angeles and indeed in the Country. The majority of those receiving services are older adults and the programs works well in conjunction with Title III-B of the Older Americans Act, which includes personal assistance services. Supportive case management can add wrap-around services that further help older adults to age safely in the community.

The County of Los Angeles IHSS program serves over 227,000 people and employs over 180,000 providers representing 38% of recipients and 35% of employees statewide.

The Website of the California Advocates for Nursing Home Reform (CANHR): http://www.canhr.org/factsheets/misc_fs/html/fs_ihss.htm provides the following description of the four programs within IHSS.

The four different IHSS programs

There are four different IHSS programs: The Community First Choice Option Program (CFCO), the Medi-Cal Personal Care Services Program (PCS), the IHSS Independence Plus Option Program (IPO) and the Original or Residual IHSS Program (IHSS-R). Each of these programs provides the same services, but have different eligibility criteria based, in part, on whether they are funded with federal money.

- **CFCO** – Recipients are eligible because they have qualified for Medi-Cal and would otherwise need a nursing home level of care. Most IHSS recipients are in the IHSS-CFCO program.
- **PCS** – Recipients are eligible because they have qualified for Medi-Cal on the basis of age, blindness or disability. Most IHSS recipients who do not qualify for the IHSS-CFCO program are part of the Medi-Cal PCS program.
- **IPO** – Recipients are eligible because they have qualified for Medi-Cal and are also part of one of the following groups: parent provider for a minor child, spouse providers, advance pay cases, or meal allowance cases.
- **IHSS-R** – Recipients do not meet PCS or IPO requirements and are usually persons with Satisfactory Immigration Status, which denies them federal reimbursement. There are very few people in this category.

What services does IHSS provide?

Services include, but are not limited to:

- Domestic and Related Services: meal preparation, cleaning, laundry, and taking out the garbage.
- Personal Care Services/Non-Medical Care: bathing, feeding, dressing, grooming, and toileting.
- Paramedical Tasks: assistance with medications, injections, bowel and bladder care.

- Protective Supervision: monitoring persons with cognitive or mental impairments to prevent injury.
- Transportation and accompaniment to medical appointments.

At the State level, In-Home Supportive Services (IHSS) is administered by the California Department of Social Services (CDSS), Adult Programs Division (APD). The program serves over 600,500 individuals; depending on their assessed need, recipients receive up to 283 hours of assistance per month with an average rate of 80 to 90 hours. Determination of hours is made on assessment information, which is entered in the Case Management, Information and Payrolling System (CMIPS II).

IHSS is a state program that is administered locally at the County level. Within state guidelines, counties determine each person's eligibility and service needs. Participants select and hire their own care provider; they may request that the IHSS social worker assist them with finding a care provider through a referral to the local Public Authority. At the County level, Public Authorities within counties serve as the employer of record and also maintain a registry of care providers from which participants may choose.

The IHSS Application and Assessment Process: Service authorizations are based on an initial assessment and reassessments are conducted every 12-18 months by an IHSS social worker in the person's home. The assessment determines the person's level of need for personal assistance with the services available in IHSS.

Eligibility determinations: If an individual is already receiving Supplemental Security Income/State Supplementary Payment and/or MediCal, they become eligible for the IHSS assessment at application. Those who are not on Medi-Cal must first have an income eligibility determination by Medi-Cal county staff before moving into the IHSS assessment phase.

The Level of Care required for IHSS is that the individual is "at risk of out of home placement" without specified IHSS services. IHSS referrals can originate with an individual or they can come from other agencies (e.g., Adult Protective Services, Office of the Public Guardian, Hospitals, etc.). The assessment process begins with an application (SOC 295 form), which can be done by phone, online, or onsite at the county social services agency. The form used as the application for social services collects basic client identification information, demographics, living arrangements, and additional benefits. Additionally, the client agrees to the IHSS terms and regulations by signing the form.

In addition to functional abilities (ADL and IADL), the assessment includes: health history, medications/dosage, diagnoses, doctor information, living arrangements, and household composition. The functional assessment component includes questions about the individual's functional abilities and limitations based on the Annotated Assessment Criteria (AAC), the amount of assistance required, and the frequency and amount of time required to perform tasks as determined by a standardized Hourly Task Guidelines (HTGs). The assessment also includes the social worker's observations regarding the environment and how the recipient or applicant functions during the assessment. A Functional Index (FI) score is assigned by ranking the degree of assistance required for each ADL and IADL based on the severity of the person's functional limitation. FI scores are also assigned to cognitive function measured by three items: memory, orientation, and judgment using probes within the AAC as a guide.

Appendix N: WDACS Memoranda of Understanding

WDACS MOUs		
WDACS DIVISION	COUNTY DEPARTMENT	PURPOSE
1) Adult Protective Services (APS)	Department of Public Social Services (DPSS)	Temporary Shelter Program and Repatriate Assistance Services
2) APS	Consumer and Business Affairs	APS Fraud Prevention
3) APS	Dept of Health Services Harbor UCLA	Hospital-based assessment and intervention
4) APS	LAC+USC Medical Center-Adult Protection Team	Early medical detection of abuse elders
5) APS	District Attorney	Elder Abuse Protection Support Program
6) APS	Department of Mental Health	Elder Abuse Forensic Center
7) APS	Department of Mental Health-GENESIS	Screening, assessment, and mental health services
8) APS	Department of Mental Health—Public Guardian	More effectively obtain probate conservatorship for APS clients
9) APS	DPSS	Home Safe Program Services