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June 1, 2018

To: Supervisor Sheila Kuehl, Chair
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From: Sachi A. Hamai
Chief Executive Officer

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STRATEGIC PLAN FOR COUNTYWIDE WORKFORCE DEVELOPMENT (ITEM NO. 2, AGENDA OF AUGUST 1, 2017)

BACKGROUND

On August 1, 2017, the Board of Supervisors (Board) granted authority to the Chief Executive Officer (CEO) to execute an agreement with the Worker Education and Resource Center, Inc. (WERC), to provide workforce development services to the County of Los Angeles (County). Approval of this agreement authorized WERC to conduct a Countywide occupational analysis, which was used to develop a strategic plan for excellence in workforce development services focused on current and prospective County employees. The Workforce Development Strategies 2018 report (Report) attached hereto describes this strategic initiative and provides recommendations for pilot programs to address occupational shortages, improve equity and cultural competency, and deliver opportunities to those targeted workers facing the greatest barriers to employment.

WORKFORCE DEVELOPMENT STRATEGIES

With the County's increased focus on workforce development programs targeting private sector employment, the CEO is seeking to promote a similar effort focused on the County's own workforce. The contract with WERC is therefore intended to examine internal hiring practices and develop enhanced career pathways within the County for workers with barriers to employment. Specifically, WERC's deliverables were to include:

- A comprehensive scan and inventory of current workforce development programs for County employment;
- A labor market analysis of County jobs;

- An equity audit of County classifications;
- An audit of County contracts to identify occupations County employees could themselves perform; and
- The development of pilot programs for County employment tailored to workers facing barriers to entry.

In August 2017, WERC commenced an evaluation and inventory of the current recruitment and job training programs offered by County departments and the Department of Human Resources to determine the extent of the County's internal workforce development efforts. Working across all County departments, WERC completed a labor market analysis identifying the high demand skills and job occupations based on the future needs of County departments and evolving County priorities. WERC then evaluated these key occupations and performed an equity audit of County departments relative to their employment of various worker populations.

To develop their recommended strategies and proposed pilot programs, WERC reviewed the labor market analysis and equity audit to identify opportunities to bridge the gaps between targeted workers facing barriers to employment and County jobs. WERC determined the classifications in highest demand based on projected retirements within the next five years, as well as through conversations with Department leadership. Of the classifications in highest demand, WERC identified those where the prior work experience requirements were low, and the formal education barriers were few. And finally, WERC reviewed the County classifications with subpar representation by gender, ethnicity, or other demographic categories.

By performing the aforementioned analysis, WERC determined the top classification groups for potential workforce development pilot programs. In the attached Report, WERC recommends pilot programs for the following classifications: 1) apprenticeships and crafts; 2) Public Works laborers and grounds maintenance workers, 3) custodians, 4) clerical and typist clerical positions, and 5) fire-fighter trainees. Each of the five pilot programs is described in detail in the attached Report.

CONCLUSION

The CEO recommends that WERC proceed with all five pilot programs to bring targeted workers with barriers to employment into the County workforce. The CEO will support WERC as they proceed with performing outreach, screening, and case management services for candidates suitable for each pilot program. County departments will also be

Each Supervisor
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required to play an active role in transitioning participants who complete the WERC programs into permanent County employment. The CEO will collaborate with both County departments and WERC to secure these career pathways for targeted workers.

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

SAH:JJ:DSB
CMT:acn

Attachments

c: Executive Office, Board of Supervisors
County Counsel
Fire
Health Agency
Health Services
Human Resources
Internal Services
Parks and Recreation
Probation
Public Works

WORKFORCE DEVELOPMENT STRATEGIES 2018

Prepared for the Los Angeles County Chief Executive Office



JUNE 1, 2018

WORKER EDUCATION AND RESOURCE CENTER, INC.
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Appendix A: FULL LIST OF COUNTY PERSONNEL RELIED ON FOR THIS REPORT

Appendix B: POTENTIAL TARGETED CLASSIFICATIONS EXPLAINED

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Appendix D: LABOR MARKET ANALYSIS

Appendix E: EQUITY AUDIT

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EXECUTIVE SUMMARY

Los Angeles County has launched an ambitious effort to reinvent workforce development strategies: aligning the varied efforts of numerous departments, standardizing and tracking program performance measures, reconsidering the benefits and costs of outsourcing some County operations to subcontractors, and perhaps most notably, directing these efforts toward the goal of improving employment opportunities for County residents with some of the greatest vulnerabilities and highest barriers to employment.

This report prepared by the Worker Education & Resource Center (WERC) provides a road map for maximizing the role of public sector employment *within* County government. The County employs more than 100,000 people, and has hundreds of job classifications that are workable opportunities for individuals in communities that experience poverty and high unemployment, including homeless and re-entry residents. Moreover, the aging of the County workforce creates an operational demand for many County positions: 13 percent of County employees are projected to retire within five years, and in some specific job classification groups, this number rises above 20 percent. Many projected opportunities are in operational areas that are suitable for people with barriers to employment, and people whose gender or ethnicity are under-represented in specific County functions.

As a result of our research that encompasses labor market, outsourcing, and equity analyses, we conclude that there is an opportunity for pilot demonstration programs, a new level of partnership, and resolution of systemic issues that impair hiring and the creation of career pathways.

Establishing a High Road Training Partnership

Through the process of analyzing the available workforce data and speaking with departments and their hiring managers, WERC concluded that a “High Road Training Partnership” model would be well-suited to the County’s internal hiring practices for individuals with barriers to employment. A High Road Training Partnership model is one that starts with actual, identified jobs, based on agreement with specific County departments where there is buy-in from leadership. From that foundation, pilot program design can be tailored to the needs of the department *and* the targeted workforce to:

- Identify the specific scope of practices, skills and competencies for success on the job, and align pre-employment preparation, training curricula, and other pilot components to these requirements, so that participants will be competitive in the application process.
- Prepare participants to navigate the County application process through hands-on workshops on how to create a profile, prepare for the application in advance of the job bulletin, identify relevant past experience, use effective key words, and apply before it closes.
- Utilize key values of the apprenticeship model -- participants will learn in the classroom *and* on the job, and workplace mentors will inform work-based learning, help develop participants’ professional performance, and prepare them for the County workplace culture.
- Work with high quality educational partners, using County instructors wherever possible.



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- Continue coaching and counseling services after the participants have been deployed in their new County position to ensure long-term success and career advancement wherever possible.

Proposed Pilots for Excellence in Workforce Development

WERC reviewed operational need, workforce equity issues, and opportunities to in-source subcontracted work among 282 County jobs with classification specifications that are accessible to targeted populations, and we recommend that the County develop four pilot career pathway programs:

1. *Building Trades Apprenticeships and Other Crafts Classifications (Internal Services Department, Department of Public Works, Department of Health Services)*

WERC found a serious operational need for apprentice positions and other crafts classifications, as well as a need to improve gender and ethnic diversity in this area.

2. *Public Works Laborer, Grounds Maintenance Worker I, Custodian (Department of Parks and Recreation, Department of Public Works, Internal Services Department, and Others)*

A workforce development program that prepares participants for success in applying to any of these three positions would meet the operational needs of several departments, while providing a path into good County jobs for those with some of the highest barriers to employment.

3. *Fire Fighter Trainee (Fire Department)*

The Fire Department stands out as the least diverse of large County departments, by gender and ethnicity, particularly among the Fire Fighting Group classifications. Fire Department leadership is committed to addressing this deficit, and a pilot program that prepares under-represented groups such as women and African-Americans to become qualified for the Fire Academy would support their efforts.

4. *Clerical and Typist-Clerical (Various Departments, Possible Focus on Probation, Department of Health Services, and Department of Public Works)*

Preparing a new generation of Clerical and Typist-Clerical workers is one of the highest operational needs the County faces, and we specifically suggest a pilot focusing on two areas: preparing new workers for patient-facing roles in the Department of Health Services, and bringing in-house the Probation Department's Typist-Clerical Proposition A contract, which is unique in the County and could lead not only to permanent hire of current sub-contracted employees, but also to a need to prepare new workers for these jobs.



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Solving Systemic Issues in Targeted Hiring

WERC's recommended pilots will seek to provide a model for successfully training and preparing targeted populations to compete for County jobs. To do this effectively, WERC will partner with County departments to incorporate solutions to common systemic issues into pilot programs.

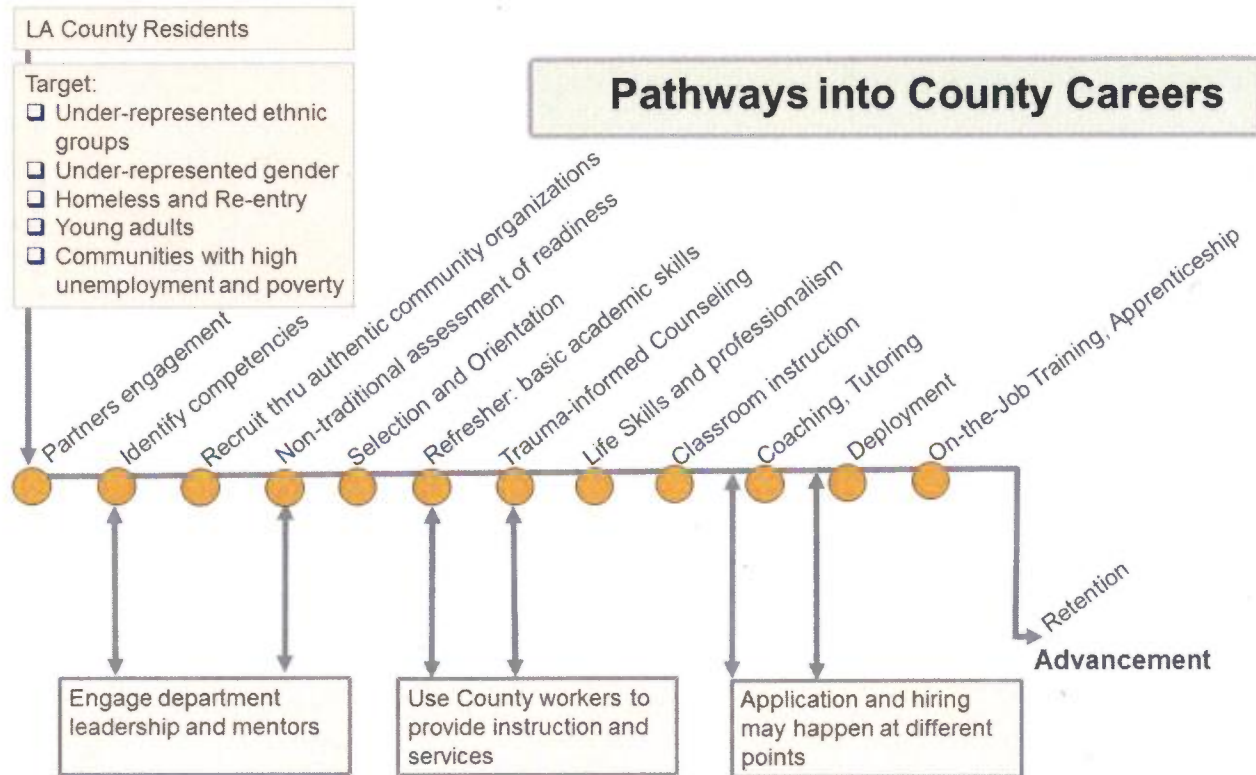
- Address the need for a more accessible and transparent County application process.
- Improve results in successful hiring from the re-entry and homeless populations.
- Create pathways to permanence for temporary workforce program participants.

The County is in a unique position to accomplish its policy priorities in the course of taking care of its operational needs, and this Strategic Plan is intended to be a road map for promoting excellence in workforce development for County employees.



Workforce Development Strategies 2018

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I. Introduction

In August 2017, your office contracted WERC to develop a strategic plan for excellence in workforce development services for County employees, finding that this would be complementary to the Board’s ongoing objective to identify and promote career paths for workers in the private sector. The purpose of this strategic plan is to design and execute pilot programs within the County workforce to address occupational shortages, and improve equity, cultural competency, and service delivery.

Our report makes recommendations in keeping with the Board’s investment in economic development initiatives, Local and Targeted Worker Hire, and identifying and promoting career paths for workers with barriers to employment. We also seek to support the County by providing recommendations that:

- align in-demand occupations with targeted workers facing barriers to employment;
- assist the County in addressing its future workforce demands; and
- foster a more dynamic County workforce that improves service delivery.

In terms of workforce development, LA County's most essential and fundamental asset is its jobs. These jobs number over 100,000, and they are *good* jobs that provide workers with steady hours, union representation, strong benefits, and good wages. The quality of the jobs is clear in the relative stability of the County workforce—many workers stay for their entire careers—and in the strong applicant pools for openings.

For years, the stability of the workforce has kept hiring relatively low, but the workforce is aging, which creates an opportunity for the County to innovate and extend strong career opportunities to an increasingly diverse population—those who have struggled with homelessness, mental health or addiction, the burden of a criminal record, and other barriers. With pilot projects focused on building bridges into specific jobs for those who have been at the margins of economic opportunity in LA County, the County will not only help bridge this nation's growing inequality, but also serve as a model for the other public and private employers throughout the County.

A well-developed and carefully implemented workforce development program can also help the County address evident challenges created by the aging of Baby Boomers.

- The County projects that within the next five years, it will lose 13 percent of its workforce due to retirement and “aging-out,” with some entry-level classifications facing a rate up to 29 percent.¹
- Many of the classifications with an aging workforce will stay in high demand for years, since the County's essential role in delivering core governmental functions like public safety, general government services, and health and human services creates ongoing operational need.
- The County has an opportunity to use more than 280 County classifications strategically because they are accessible to people with little work experience and education short of a Bachelor's degree,² making them ideal first steps on a career ladder for people with a variety of barriers to employment. Some of these classifications have high rates of anticipated retirements, making their benefit to hiring targeted populations even greater in the near term.

Several County departments, notably the Department of Human Resources (DHR), Workforce Development, Aging and Community Services (WDACS), and the Department of Public Social Services (DPSS), have implemented workforce development programs to employ targeted workers in County departments, though typically not permanent positions. We have considered these in detail in our October 2017 Environmental Scan,³ which we carried out as a precursor to this larger report. Each of these programs has some necessary elements of a workforce development program that would bring people with employment barriers into full-time permanent County jobs, but none is a true model for this more specific goal.

WERC's Strategic Plan proposes pilot programs that bridge the gaps between targeted communities and County jobs. We suggest a comprehensive approach that:

¹ The 13 percent and 29 percent numbers are a mid-range of retirement projections: DHR anticipates that up to 15,106 County employees will retire in the next five years; that department relies on a range of 70 percent to 100 percent of that figure for succession planning, and so throughout this report, unless otherwise stated, our retirement projections are a median 85 percent of that figure. The 29 percent number noted here refers only to a subset of those classifications where 75 or more people are projected to retire. “Entry-level” here refers to the nearly 300 classifications available to people with low educational attainment and professional experience.

² A small subset of these identified positions require “graduation from an accredited college or university,” or some similarly worded specification, but do not *specifically* require a Bachelor's degree. In case an Associate's Degree would be sufficient for these classifications, as is the case with many County classifications, we have kept these on our list of potential Targeted Classifications as long as another criterion has not recommended their removal. See Appendix B for a complete explanation of our list of potential Targeted Classifications, including these “on the fence” classifications.

³ Environmental Scan of Internal County Workforce Development Programs, October 18, 2017.



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- Emphasizes that a permanent position with a quality wage is key to stability for people with employment barriers.
- Starts with the County's most concrete workforce development asset—good jobs—and develops projects with department leadership and hiring managers who have identified a need for permanent full-time new hires, based on pending retirements and operational need.
- Reaches out through community networks to recruit targeted workers and provide pre-employment preparation that is contextualized to the needs of participants, providing academic, psycho-social, and economic supports, and guidance through the County application and exam process.
- Establishes a predictable and transparent process where program participants are genuinely competitive in the larger County applicant pool, and because of high quality preparation and training are highly likely to achieve employment.
- Identifies effective mentors once new workers are on the job in order to improve post-hire worker retention, and support quality delivery of County services.

Success hinges on finding the right opportunities for targeted workers among the universe of nearly three thousand County job classifications. To focus our efforts, we identified 282 County job classifications where required work experience is low, and formal education barriers are few. From that subset of job classifications, we further winnowed the field to identify potential Targeted Classifications for recommended pilot programs. (See Appendix B for our criteria in determining this list of classifications.) Potential Targeted Classifications meet a combination of the following criteria:

- High demand. Based on our Labor Market Analysis, we have found them to be high demand occupations; our conversations with County department leadership and staff have confirmed ongoing operational need for these classifications, and projected retirements demonstrate pending movement of personnel within their larger classification groups.
- Equity concerns. Our Equity Audit (Appendix E) has revealed considerable subpar representation by gender or ethnic category in the classification's larger classification group, or a lack of representation by people from Tier 2 ZIP Codes identified in the County's Local and Targeted Worker Hiring Policy.
- Opportunity for insourcing. Our County Contract Audit (Appendix F) indicates that there are enough contracted jobs to support multiple training cohorts, and that it would be operationally beneficial to contract in those jobs.
- Leadership and interest. Our conversations with departmental leadership have revealed a need or priority for workforce development for a specific classification.

II. Key Classification Groups for Potential Pilots

The first lens we used to identify viable and necessary workforce development opportunities in Targeted Classifications was a quantitative synthesis of our Labor Market Analysis, Equity Audit, and County Contracts Audit. Our purpose was to identify Targeted Classifications which might require sufficient new personnel during



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the next several years to support multiple cohorts of trainees, and where Local and Targeted Hire efforts could remedy equity issues. We identified ten classification groups which include potential Targeted Classifications that meet these criteria (ranked here by percentage projected to retire within five years):

1. Custodial (Custodian, Custodian Supervisor, *et al.*)
2. Crafts Positions (technically these belong to multiple classification groups, and include classifications like Painter, Plumber, Carpenter, Electronics Technician, Station Engineer, Sheet Metal Worker, Power Equipment Mechanic, *et al.*)
3. Patient Financial Services (Patient Financial Services Worker, Patient Resources Worker, *et al.*)
4. Typist-Clerical (Intermediate Typist-Clerk, Senior Typist Clerk, Supervising Typist Clerk, *et al.*)
5. Clerical (Intermediate Clerk, Senior Clerk, *et al.*)
6. Fire Fighting (Fire Fighter, Fire Fighter Specialist, *et al.*)
7. Welfare Assistant (Eligibility Worker, GAIN Services Worker, *et al.*)
8. Inpatient Technical Nursing (Nursing Attendant, Licensed Vocational Nurse, *et al.*)
9. Deputy Sheriff (Deputy Sheriff Trainee, Deputy Sheriff, *et al.*)
10. Probation Staff (Group Supervisor, Deputy Probation Officer, Detention Services Officer, *et al.*)

We relied on quantifiable measures of workforce opportunities in order to winnow these targets. Key data from our Labor Market Analysis, Equity Audit, and County Contracts Audit included:

- **Aging Workforce.** As retirement projections increase in specific job groups, opportunities for new workers increase as well. And while the County workforce is aging, different classifications have dramatically different age profiles and, related, predictable opportunity. A plan for building the workforce of the future is especially pressing in specific classification groups. As noted, DHR projects that 13 percent of the total workforce will retire within the next five years; some classification groups will lose more than 20 percent (one in five) of their workers to retirement in the next five years, making them some of the most essential areas of coming opportunity for targeted workforce development.

We identified the ten highest DHR retirement projections among classification groups *with potential Targeted Classifications*. Retirement projections are a rough tool for assessing labor market demand for a given County position, because projections do not translate to a one-for-one hire on a specific timeline in any given classification. However, a large number of projected retirements in a classification group indicates *likely movement* of current employees out of and between classification items within the classification group. A need for succession planning is also an opportunity to recruit new hires into Targeted Classifications, which are at the entry-level of any given classification group.

- **Bringing Contracted Work Back In-House.** The County may seek to bring work that has been contracted out back into the County workforce. To help inform related decisions, we carried out a County Contracts Audit (Appendix F). As detailed in the audit, the Proposition A Cost Analyses that detail the County's savings from contracting-out do not provide sufficient information to determine the specific contracts or general types of work that would be least costly to bring back in-house. For this reason, we focused our recommendations on contracting-in five classifications which are currently utilized in a "hybridized" manner by both contract workers and a large number of County workers:
 - i. Grounds Maintenance Worker I
 - ii. Intermediate Typist-Clerk
 - iii. Custodian
 - iv. Food Service Worker
 - v. GAIN Services Worker⁴

These five are also potential Targeted Classifications, with the exception of GAIN Services Worker. Two of them—Intermediate Typist-Clerk and Custodian—belong to the top ten classification groups with potential Targeted Classifications in terms of DHR retirement projections, as just discussed under "Aging Workforce." Many of the current contract workers would be among the most qualified applicants for jobs converted from Proposition A to County items, and at the department level, there is a concern that these incumbent workers should not lose their jobs as a result of contracting-in. These incumbent workers would not need education or training, given their experience on the job, but the possibility of contracting-in Proposition A work remains part of the larger workforce development picture at the County.

- **Geographic Under-Representation.** We identified those of the ten classification groups which employ fewer residents of Tier 2 ZIP Codes than the County average of 17 percent. Broadening representation by those residents in *many* classification groups would be favorable, but for the purposes of maximizing the benefit of possible pilot programs, we have focused on those classification groups which do not meet the current average.
- **Gender Disparity.** We identified those of the ten classification groups that are comprised of more than 50 percent male employees.⁵ Conversations with department staff and leadership frequently indicated that under-representation of women in Groups such as Fire Fighting, Deputy Sheriff, and the crafts stems from structural issues that the County should address.
- **Ethnic Disparity.** We identified those of the ten classification groups where more than a third of employees are White. While the County workforce overall is quite diverse, we sought to identify those classification groups where there might be identifiable institutional barriers to people of color; a

⁴ GAIN Services Worker is the only position among these which is not a potential Targeted Classification, due to the minimum requirement of a Bachelor's Degree or considerable professional experience in employment counseling. DPSS considers this contract with Maximus, Inc. a strong partnership and did not recommend the contract as a priority for in-sourcing. However, because there are just approximately 200 workers in this area contracted-out under Proposition A, while DPSS employs approximately 1,000, we think it is worth considering contracting this work back in. This contract is discussed at greater length in Section III of this report, as well as Appendix F.

⁵ While there are certainly Classification Groups among these ten where men are under-represented as well, we did not find that this is due to a strong institutional or structural barrier.

Classification Group with one-third or more White employees is one that is categorically under-representing people of color. (See Appendix B for a more specific discussion of how ethnic categories are characterized in the County’s employee data, how we have chosen to characterize them in this report.)

- **Additional Factors.** Our review of these criteria is further informed by non-quantitative considerations, for example, whether a classification presents a ready opportunity to contract-in current Proposition A County work (Appendix B), whether we have identified a possible champion for a pilot project in one or more County departments, or whether a given Classification Group includes Targeted Classifications.

After identifying the ten key Classification Groups, we considered additional factors, primarily based on conversations with County departments, which helped us to understand opportunities that are not reflected in the numbers discussed in this section. This led WERC to identify the following four potentially beneficial pilot projects, as a starting point:

1. Various Crafts positions
2. Clerical (Clerical and Typist-Clerical Groups)
3. Fire Fighting
4. Public Works Laborer, Grounds Maintenance Worker I, Custodian

Figure 1, “Classification Groups with Potential Targeted Classifications,” distills the research process described above into a single chart, highlighting in red those instances where the following considerations are present:

- **Targeted Position Details.** What are County classification groups with potential Targeted Classifications?
- **Large Enough for Pilot Cohort?** Do projected retirements and WERC’s recommendations to contract-in Proposition A contracts create a hiring need large enough to support a cohort of pilot participants?
- **Group-Level Equity Concern?** Does the classification group’s workforce under-represent women, people of color, and residents of the Tier 2 ZIP codes identified in the County’s Local and Targeted Worker Hiring Policy?
- **Additional Factors.** Did WERC’s conversations with County departments shed light on important considerations that are not apparent in the quantitative analysis of County workforce data?
- **1st Phase Pilot Recommended?** Taking everything into account, does WERC recommend each classification group for the initial phase of workforce development pilots in this project?

Figure 1: Classification Groups with Potential Targeted Classifications

#	Targeted Position Details			Large Enough for Pilot Cohort?			Group-Level Equity Concern?			Additional Factors	1st Phase Pilot Recommended?	
	Group	Possible Targeted Positions	Depts	Total # in Group	# Projected to Retire in Group Top 5 highlighted	% Projected to Retire from Group >= 20% highlighted	Prop A >=75 highlighted	Below Avg Tier 2 ZIP Group <17% highlighted	Gender Disparity? (% Male) >50% highlighted			Ethnic Disparity? (% White) >30% highlighted
1	CUSTODIAL	Custodian	DHS, ISD	691	196	28%	146	33%	55%	2%	Possible department champion	Yes
2a	APPRENTICE CRAFTS	Various Apprenticeships	DHS, ISD, Sheriff, DPW, Parks	873	173	20%	0	33%	99%	35%	Possible department champion	Yes
2b	NON-APPRENTICE CRAFTS	Various Classifications	DHS, ISD, Sheriff, DPW, Parks	610	119	20%	0	33%	98%	33%	Possible department champion	Yes
3	PATIENT FINANCIAL SERVICES	Patient Resources Worker	DHS, DMH	1,056	176	17%	0	20%	17%	10%	No highlighted variables, unclear future need.	
4	TYPIST CLERICAL	Typist Clerk, Intermediate Typist Clerk	All	5,318	874	16%	164	19%	13%	13%	Prop A opportunity	Yes
5	CLERICAL	Clerk, Intermediate Clerk	All	4,149	654	16%	98	19%	21%	14%	Prop A opportunity	Yes
6	FIRE FIGHTING	Fire Fighter Suppression Aid, Trainee	Fire	2,964	440	15%	0	17%	99%	60%	Department champion	Yes
7	WELFARE ASSISTANT	Eligibility Worker I	DPSS	8,809	1,245	14%	0	17%	22%	18%	Mixed success in utilizing EW I position	
8	INPATIENT TECHNICAL NURSING	Nursing Attendant I & II	DHS	2,161	283	13%	0	15%	20%	3%	DHS / WDACS effort already underway.	
9	DEPUTY SHERIFF	Deputy Sheriff Trainee	Sheriff	9,714	1,105	11%	0	13%	82%	37%	Operational need for gender diversity	
10	PROBATION STAFF	Group Supervisor/Nights	Probation	4,300	445	10%	0	12%	52%	9%	Unclear path for target populations	

* This chart represents County Classification Groups which have the ten highest retirement projections and include potential Targeted Classifications. (For the purposes of our analysis, "Apprentice Crafts" and "Non-Apprentice Crafts" are included here as two subsets of a single group, though the crafts positions technically belong to 22 separate groups.) Retirement projections here are 85% of DHR's highest projection, as explained elsewhere in this report. Proposition A in-sourcing opportunities are considered here only for just the top ten groups; additional Proposition A in-sourcing opportunities are discussed in Appendix F.



III. Department Feedback on Key Classifications and Possible Pilots

We convened numerous meetings while conducting our Labor Market Analysis, including conversations with over 70 operational staff at 15 County departments, which are critical either to the classification groups identified in the analysis described above, or to policy, recruitment, and operational questions important to the development of workforce development pilot projects. (See Appendix A for a list of all County staff we spoke with in developing this strategic plan.) These conversations were instrumental in helping us to refine our thinking on workforce development strategy, identify possible pilot projects which did not show up in the numbers discussed above, and contextualize those that did.

Conversations with department personnel and leadership helped clarify the findings in our report. They provided information that did not show up in our analysis of County employee data, helped us deciding against recommending certain pilot programs, pointed to additional Targeted Classifications to recommend for pilots, and identified opportunities for workforce development improvements that are worthy of the County's consideration, even as they are not an immediate fit with our project.

Key Classification Groups Identified in Section II: Additional Context

Apprentice Crafts Positions

The County has 13 apprentice classifications,⁶ and these are primarily relevant to operations in ISD, the Department of Health Services (DHS), and the Sheriff's Department. Currently only six apprentices are employed by the County; they are all at ISD, and this department's leadership cited an operational need to expand apprentice items.

- The crafts workforce is aging out of ISD, and hiring more apprentices would allow ISD to focus journey-level staff resources where they are truly needed, and to bill departments for less expensive apprentices for a variety of jobs that don't require journey-level skills.
- There is a particular need for apprentice Stationary Engineers, Electricians, and Plumbers. These highly skilled positions are very competitive.
- This is an opportunity to bring women, who are under-represented in crafts across the County, into apprenticeship items at ISD and other departments.

Clerical and Typist-Clerical

Clerical and Typist-Clerical positions emerged as a top area of demand in our assessment of potential Targeted Classifications, and subsequent conversations with department personnel and leadership refined our thinking in this area. Probation and DHS emerged as two departments that may be well-suited for a pilot program, but we will continue to explore opportunities in multiple other departments.

- The Probation Department currently contracts out 117 Intermediate Typist Clerk positions through Proposition A. These are not a likely fit for Probation-involved individuals, because the

⁶ Carpenter Apprentice (6254), Roofer Apprentice (6289), Electrician Apprentice (6468), Elevator Mechanic Apprentice (6503), Locksmith Apprentice (6702), Painter Apprentice (6970), Plumber Apprentice (7266), Power Equipment Mechanic Apprentice (7430), Millwright Apprentice (7519), Sheet Metal Apprentice (7659), Refrigeration Mechanic Apprentice (7744), Steam Fitter (7751), and Stationary Engineer (7196).



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nature of the work within Probation includes access to sensitive criminal justice information, which would preclude people with a recent criminal justice history.

- Probation's Proposition A Typist-Clerical contract is an outlier for the County: every department employs Clerical and Typist-Clerical staff, and such clerical work is central to County operations. For this reason, we have recommended ending this Proposition A contract (Appendix F), and Probation has suggested these items may be a fit for employing targeted workers who do not have a criminal justice history.
- DHS has a need for Typist-Clerical staff whose assumptions are in line with the department's operational needs. The department hires from the Countywide list of Typist-Clerical applicants, and finds that the typical applicant is seeking a conventional office environment, rather than a public-facing, service-oriented position in the health field.

Custodian

Custodian has a limited career ladder, but is a job that is accessible to those with some of the highest barriers to employment, and there will be ongoing demand within the County.

- Custodial services are carried out by 691 County workers, and these workers are aging out of the County workforce, with 28 percent (196) projected to retire within five years (Figure 1). This pending demand justifies the inclusion of a custodial pilot program.
- DHS has used Proposition A to replace almost 400 Custodian items, and there are currently 166 custodial staff contracted out through ISD Proposition A contracts (Appendix F). Department personnel did not cite these as an obvious service to bring back in-house, and while we have suggested that it might be appropriate to in-source "hybridized" work that is carried out in large numbers by both County *and* Proposition A sub-contracted workers, a separate analysis is underway to make that determination.

Fire Fighter

Fire stands out as the least diverse of large County departments, by gender and ethnicity. Just 1 percent of employees in the Fire Fighting classifications are female, 5 percent are Asian, and 6 percent are African American. (The Department overall is 14 percent female, 8 percent Asian, and 7 percent African-American, which are also low outliers for the County.) Fire leadership is committed to addressing this deficit:

- Leadership has developed a number of programs to increase diversity in the applicant pool, particularly encouraging high school and young adults to consider a career in Fire.
- Fire partners with WDACS and the Sheriff's Department on the Public Safety Prep Program, and they sponsor an Explorer program to expose and motivate potential applicants.
- The department is currently partnering with WERC on LA EMT (Emergency Medical Technician), an innovative program that seeks to address the lack of diversity in the department.

EMT programs prepare young adults to succeed in a rigorous accredited Emergency Medical Technician course and to pass the national exam for credentialing as an EMT. An EMT credential is now a



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requirement for application to the LA County Fire Academy, and having a large pool of competitive and diverse EMT applicants could lead to a more diverse Fire Department.

Grounds Maintenance Worker I

This position was raised as a Targeted Classification for potential pilots in our meetings with ISD *and* Parks and Recreation.

ISD leadership noted that landscaping positions like the Grounds Maintenance classifications are potentially a good match for people with criminal records, because they take place outside, which is typically a less sensitive setting.

- ISD landscape maintenance is currently contracted out by a Proposition A contract, with 35 jobs replaced, including 20 Grounds Maintenance I items (Appendix F).

Developments in Parks' already significant Grounds Maintenance operation could provide a large number of opportunities for Local and Targeted Hire:

- Parks anticipates future growth, particularly in light of voters' approval of Measure A parks funding in 2016, and has recently commissioned a study of staffing and workforce development needs to accommodate this growth.
- Thirty-nine Ground Maintenance Worker I and other Targeted Classifications are currently contracted through Proposition A, and as with ISD, bringing these contracts back into the County workforce could provide opportunities for residents with the highest barriers to employment, such as Transition-Aged Youth (TAY) and the re-entry population.

However, Parks highlighted information that could pose challenges for a pilot program. One potential issue is that Parks Ground Maintenance work is often recurrent in nature; in many cases single full-time permanent items have been split into multiple recurrent items at different park facilities. Further, the job bulletin and exam process has also proven to be an obstacle. A recent cohort of neighborhood youth, recruited by the Los Angeles Conservation Corps specifically for Parks jobs, was unable to even submit job applications after Parks received 800 applications within 15 minutes of opening items for hire.

Parks leadership expressed concern about systemic barriers to hiring from targeted populations, alongside genuine enthusiasm for hiring from among them. Some aspects of Parks operations are not an immediate match for permanent hire (much of the department's staffing is recurrent, with 1,627 budgeted full-time positions spread across 2,762 employees), but Ground Maintenance Worker I jobs are an opportunity to work with Parks on a pilot.

DHS also has some sub-contracted Ground Maintenance Worker I items, though the numbers and operational questions raised in our conversation don't immediately support the idea of a full cohort of trainees. DHS has contracted out 20 of these positions, but do not consider grounds maintenance to be a central part of department operations, and has suggested that the County's interests would be better served by bringing all grounds maintenance work under a single department.



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Public Works Laborer

Public Works Laborer is not a position that emerged as a key classification in the Labor Market Analysis discussed in Section II of this report, but Department of Public Works (DPW) personnel identified the Public Works Laborer as a good fit for a County workforce development pilot.

- DPW has identified a need to bring gender diversity into this predominantly male classification, and it seems that there are potentially strong mentors among the relative few women already working in this area.
- There is considerable operational need, as compared to other DPW classification groups with potential Targeted Classifications. For example, DPW currently employs 522 people in the Public Works Maintenance Group (of which Public Works Laborer is a part), and just 233 people in crafts and supervising crafts. DPW personnel suggested there might be a need for as many as 50 new hires per year in the Public Works Laborer classification.
- There are multiple available career paths for experienced Laborers. The vertical pathway from Laborer to Maintenance Worker to Crew Leader to Supervisor offers considerable salary growth without additional educational attainment, and experience as a Laborer also allows for lateral moves into other classifications, such as crafts positions.

Findings Unrelated to Recommended Pilot Programs

Community Health Workers - DHS

The Whole Person Care grant program has a need for Community Health Workers and has been developing with DHR a new classification series that would not have academic or certification requirements. This could be an important job opportunity for persons with “lived experience” from Tier 2, homeless, re-entry, and recovery communities.

Eligibility Workers (EWs) - DPSS

DPSS EWs have among the highest projected retirements by number (Figure 1), but did not emerge as a major opportunity for a Local and Targeted Hire pilot.

- The department primarily hires for EW II items instead of EW I; there is some question as to whether we should truly consider EW a potential Targeted Classification, due to the technical aspects of the job, such as navigating multiple governmental eligibility databases and the recently-implemented LEADER Replacement System.
- EW I hires from outside the County have a low success rate, and DPSS primarily uses the EW I position as a promotional opportunity for clerical staff. (Creating an EW I pilot seems at best redundant to this existing career ladder process, and at worst disruptive to it.)

Food Service Worker – DHS

DHS has outsourced 420 jobs in food service through Proposition A, including 275 potential Targeted Classifications. Almost 200 of these are Food Service Workers. (Dozens more are Cooks and Assistant Cooks.) However, the department’s view of this service is evolving: the department has considered doing away with on-site food preparation altogether. Under this scenario, most of the Proposition A positions would go away altogether, and a much smaller unit of Dieticians would likely be brought back into the County workforce.

GAIN Services Workers – DPSS

DPSS has three Proposition A contracts,⁷ and we suggest just one of them, a longstanding contract with Maximus, Inc., as a priority for in-sourcing contracted County work.

- This is a contract for GAIN Services, which is carried out by County GAIN Services Workers in five locations, and contracted Maximus workers in just two. (The Maximus contract replaces 188 GAIN Services Worker items.)
- DPSS considers this a strong partnership and did not recommend the contract as a priority for in-sourcing. However, our determination throughout this report is that Proposition A contracts which create a hybrid workforce of County and contracted non-County employees for major departmental services should be reviewed for in-sourcing.
- While the GAIN Services Worker contract may be appropriate to contract back in, GAIN Services Worker is not a potential Targeted Classification, and so we do not recommend it for a pilot program.

Nurse Attendant I and II - DHS

DHS personnel noted considerable need for Nurse Attendant I and II positions, and this is also evident in our analysis of County data (Figure 1). DHS is working with Workforce Development, Aging, and Community Services (WDACS) to fill this need, and so a pilot proposal would be redundant.

Secretary - DPW

DPW also noted a desire to diversify the ranks of its Section/Unit Secretarial Group employees by bringing men into secretarial positions. Secretary I is not a Targeted Classification because it is not technically entry-level. (The position requires a year of specialized experience as a clerk.) However, there are more than three dozen men in clerical and typist clerical positions in DPW, and while it is not a focus of our recommendations, it is worth exploring a clerical-to-secretarial pipeline pilot which encourages them to promote to secretarial items while preparing entry-level men from Local and Targeted hire populations for clerical items.

IV. Obstacles to Success in County Employment for Workers Facing Barriers

1. Need for a More Efficient and Transparent County Application Process

Despite recent improvements such as online applications, the County hiring process remains difficult to navigate for applicants with barriers to employment, who are not accustomed to, or skilled at

⁷ Maximus Human Services, Inc (GAIN Case Management Services), Health Advocates, LLC (SSI Appeals Representation Services), and Good People, Inc (Statewide Fingerprint Imaging System Terminal Operator). The Good People contract is unlikely to continue, due to the fact that the SFIS system is going to be phased out.



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representing their qualifications and experience in an online application. Applicants might need expanded opportunities to describe their relevant work and life experience, rather than simply uploading a resume, credentials, and degrees to apply for positions. This is often true for low-wage entry-level positions. Community Worker exemplifies this challenge:

In FY 2014-15, DHS sought to hire Community Workers for patient-centered medical home teams to address the complex navigational, social, and environmental needs of newly covered patients after the expansion of Medi-Cal. DHS desired applicants with deep knowledge of the communities around clinics, as well as cultural affinity with patients, in order to build trusting relationships with these new and often complex patients. DHS initially budgeted approximately 25 Community Worker positions.

- Thousands of applications were submitted within hours of the job bulletin opening, many from applicants in other parts of the country whose time zone gave them an advantage in applying on time. In the era of websites such as Monster.com, many job seekers apply automatically to jobs that they can qualify for, especially when they do not require advanced degrees or specific requirements. This process disadvantaged local applicants who were “late” in applying due to the time zone.
- Human Resource staff are inundated with thousands of applications, and need to use “key words” and other methods to sort through and filter out good applications. Good applicants who have relevant experience may fail to use these words, and therefore could be disadvantaged.

2. Re-entry Hiring

Multiple factors impact hiring from the re-entry population. The County has made a strong effort to promote a Fair Chance approach, beginning with the Board’s requirement of a “nexus” between a prior conviction and a negative hiring determination in 1998, and following with implementation of AB 218 and AB 1008’s public and private sector “ban the box” provisions in 2014 and 2017. These are important efforts to create opportunities at the *point of application* for those with conviction histories, but there are numerous remaining issues at the *point of hire*.

- Multiple sources noted that navigating the County hiring process is difficult for *any* applicant, and that the challenge of identifying appropriate job bulletins, applying before the posting closes, and succeeding on exams poses a unique and dispiriting challenge for those with employment barriers, especially convictions.
- It is clear from our conversations that departments view re-entry applicants as a unique challenge, and that some hiring managers are reluctant to hire from the re-entry population.
- DHR’s Policy 514, which governs conviction-hiring gives considerable leeway to departments in disqualifying candidates with a conviction history, and in general, departments approach hiring on a case-by-case basis without a clear, formal set of guidelines that addresses what types of crime, elapsed time since conviction, or punishment served is appropriate for a given job classification.



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While developing this Strategic Plan, we have identified several opportunities for addressing these challenges.

- Some departments have expressed a greater willingness, or even enthusiasm to hire from the re-entry population, and pilot programs should be developed to support their operational needs in hiring from among Targeted Populations. ISD and DPW are two such departments.
- Departments consider jobs which take place outside, such as Grounds Maintenance Worker I, as well as many crafts positions such as Plumber, Roofer, and Stationary Engineer, to be a good fit for a variety of convictions.
- Custodian and Ground Maintenance Worker I in particular have been identified as an option for re-entry population and others with the greatest barriers to employment. However, these positions are also some of the lowest-paying in the County, with limited career options, and so there should be a long-term effort to create opportunities for lateral moves and “career lattices” for incumbent workers in these classifications.
- Because hiring from the re-entry population is high priority as a matter of state-level policy and County Board leadership, it is appropriate to develop a pilot, in collaboration with County Counsel, which provides as direct of a pipeline into specific County items as possible under County hiring rules.

3. Create A Pathway to Permanence for Temporary Workforce Program Participants

Current programs that provide exposure to County careers generally have mixed results in permanent hiring of participants. DHR’s Veterans Internship Program has led to permanent jobs for an impressive 60 percent of participants in Clerical, Typist-Clerical, and Eligibility Worker positions at DPSS, DHS, and the Department of Children and Family Services (DCFS). By contrast, other programs, particularly those focused on younger participants, have considerably fewer permanent placements.

- DHR’s Career Development Internship leads to permanent placements in just 32 percent of cases, and the program does not have a formal component that arranges permanent employment opportunities and prepares participants for them, across all participating departments.
- DPSS’ subsidized employment programs do not lead to permanent placements in County positions (Figure 2). Supervising DPSS personnel informed us that these programs do not include any targeted County employment goal, either for temporary or permanent placement.

As a rule, the County should create “pathway to permanence” training programs that prepare successful temporary program participants for permanent entry-level jobs in County departments. The pilot programs suggested in this strategic plan should be used to jump-start this process.



Workforce Development Strategies 2018

- Because so many of these short-term programs' participants are placed temporarily in Targeted Classifications, DHR and DPSS should consider targeting current participants for standalone cohorts of Clerical, Typist-Clerical, and Ground Maintenance Worker pilot programs, where they would benefit from the pre-employment preparation, County exam guidance, life coaching, and mentorship opportunities that would support their transition to full time permanent employees.

Figure 2: DHR Bridges Programs Leading to Permanent County Hires

Program Name	FY17-18 (Through November 2017)			Nov. 2013 to Nov. 2017		Program Footprint	
	Total Active	New Hires	Permanent Hires	Total Active	Permanent Hires	Primary Departments	Primary Classifications
Career Development Internship	46	16	9	110	35	DCFS, DPSS	Intermediate Clerk
Veteran Internship Program	171	75	21	438	261	DPSS, DHS, DCFS, DPH	Intermediate Clerk, ITC, Eligibility Worker I & II
TempLA	72	72	6	N/A (New program)	N/A (New Program)	DCFS, DPW, DPSS, DMH, DHR, Fire	Not available
TOTAL	289	163	36	548	296		

V. Proposed Pilots for Excellence in Workforce Development

The County is an ideal environment to establish a High Road Training Partnership as the infrastructure model for innovative workforce development. The California Workforce Development Board (CWDB) is increasingly investing in such partnerships to support their work. Partnerships bring together industry leaders from labor and management in key dynamic sectors in order to identify issues in workforce development and build programs with training and supportive services to respond to those problems. Starting with the jobs available and identifying growth opportunities in those jobs, the partnership can marshal public and private resources, and connect to high quality adult education providers and community-based organizations in order to develop answers to identified needs.

The advantage of such a partnership is that it is a coordinated approach to successful hiring. Partners budget actual job openings, identify key skills and aptitudes, identify and recruit targeted groups, and prepare program participants through a personalized case management approach to be genuinely competitive in the applicant pool. The tenets of high road training partnerships are a central principle of the pilot programs we suggest for the County's targeted employment efforts, with pilots designed to:

- Start with actual, identified jobs, based on partnerships with specific County departments where there is buy-in from leadership.
- Identify and recruit participants from targeted populations by partnering with community-based organizations that will provide coaching and encouragement, and provide intensive case-management and trauma-informed services.
- Utilize key values of the apprenticeship model, whether for an actual apprenticeship position or another Targeted Classification. Participants will learn in the classroom *and* on the job, and pilots will include the participation of workplace mentors who inform work-based learning, help develop participants' professional performance, and prepare them for the County workplace culture.



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- Prepare participants to navigate the County application process, through hands-on workshops on how to create a profile, prepare for the application in advance of the job bulletin, identify relevant past experience, and understand all requirements and deadlines.
- Work with County departments to clearly identify the specific scope of practices, skills and competencies for success on the job, and align pre-employment preparation, training curricula, and other pilot components to these requirements.
- Align job bulletin requirements to these components, so that participants will be competitive in the application process.
- Work with high quality educational partners, using County instructors wherever possible.
- Continue coaching and counseling services after the participants have been deployed in their new County position to ensure long-term success and career advancement wherever possible.

Combining our Labor Market Analysis based on current County personnel data (Appendix D) with the operational needs we identified in conversation with department leaders and other personnel, we recommend the Pilots for Excellence in Workforce Development described below. Throughout this report, we note County operational needs related to projected retirements, as well as strategic opportunities to bring Proposition A contracted work back in-house. Both of these would create a need to fill vacant items in these areas. However, neither pending retirements nor specific efforts to contract-in County work have a set timeline, and so implementing the pilot programs is likely to require budgeting of new items, and the use of current vacant items.

Career Paths Related to Recommended Pilot Program Classifications

Our proposed pilots are accompanied in the pages that follow by several schematics, which illustrate numerous possible careers for County workers who begin in the Targeted Classifications related to each pilot. (We do not illustrate pathways for Crafts classifications and Fire Department careers, as the career pathway in each of these professions is more defined.)

- *We have attempted to show real-life career pathways which have a precedent in the current County workforce. Data provided by DHR Talent Management show that most workers in these positions move up through the classification group associated with their first County position. A smaller subset moves into different classification groups, and we have shown possible career pathways for the most common of these lateral moves as well.*
- *These schematics show career pathways that are attainable without going back to school for a Bachelor's degree, according to current County job class specifications.*
- *In each case, the schematics demonstrate that multiple available pathways lead to County positions with a salary scale at, or above, the Los Angeles County Median Household Income (U.S. Census Bureau, 2016 Population Estimates Program).*



Workforce Development Strategies 2018

1. Building Trades Apprenticeships and Other Crafts Classifications⁸ (ISD, DPW)

WERC recommends a pilot program to increase the County's pool of qualified apprentices and other crafts classifications. ISD leadership expressed a serious operational need for crafts apprenticeships, and DPW personnel stated their willingness to participate in an expansion of crafts apprenticeships, as well as crafts positions without a related apprenticeship, on an as-needed basis. Conversations with both departments indicated that combined demand is more than enough to support multiple pilot cohorts, and both also acknowledged the need to diversify the County's crafts classifications.

This demand and the need to encourage applications from women and people of color, who are under-represented in the crafts, is clear in the County's workforce data as well:

- Of the crafts classification groups with one hundred or more current County employees,⁹ up to 24 percent are projected to retire within the next five years. Fifty-eight (22 percent) of ISD employees from all crafts classification groups are projected to retire, as are 26 (11 percent) from DPW.¹⁰
- There is a significant need to improve gender diversity in the crafts classifications. Just 2 percent of current employees from crafts positions are women.
- Actively encouraging applications from people of color may help to continue the improving ethnic diversity among crafts workers. (Historically, crafts positions are over 30 percent White, but this is changing over time, as demonstrated by the fact that just 26 percent of crafts workers under age 40 are White.)

2. Public Works Laborer, Grounds Maintenance Worker I, Custodian (DPR, DPW, ISD, and others)

Conversations with personnel at multiple departments indicated that these positions are in demand, have some of the lowest barriers to entry, and either support or do not preclude multiple career paths. Because requirements for each of these are broadly similar, WERC proposes a single pilot that prepares workers for the option of any of these three positions.

Public Works Laborer. As already noted, DPW indicated an operational need for Public Works Laborer, estimating that the department may hire for up to 50 items in this classification in a given year. The

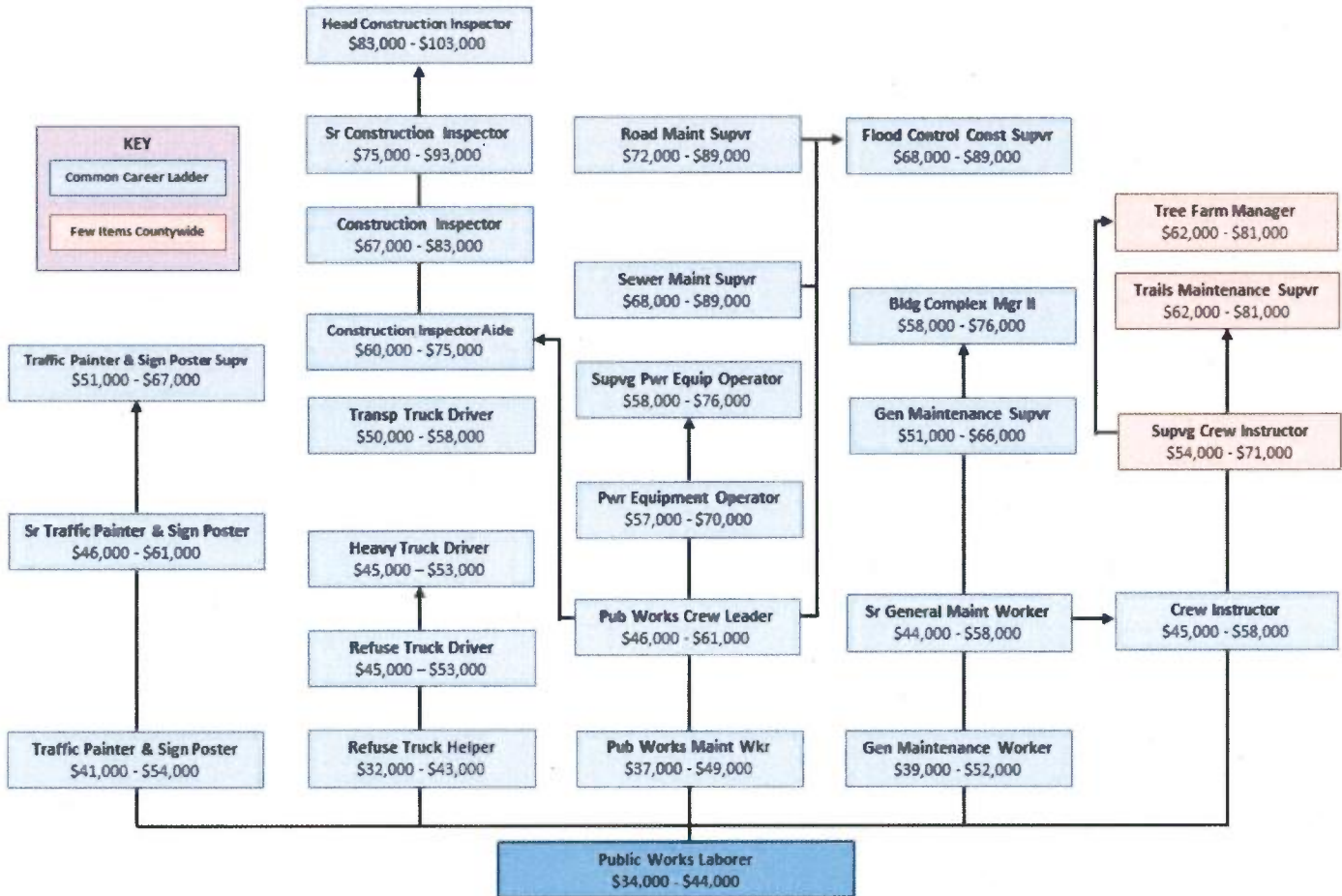
⁸ The County has 13 apprenticeship classifications in the crafts: Carpenter, Roofer, Electrician, Elevator Mechanic, Locksmith, Painter, Plumber, Power Equipment Mechanic, Millwright, Sheet Metal, Refrigeration Mechanic, Steam Fitter, and Stationary Engineer. All of these are apprenticeships associated with the Los Angeles / Orange County Building Trades Council, except for Power Equipment Mechanic, which is an AFSCME Local 119 apprenticeship, and Stationary Engineer, which is a Union of Operating Engineers Local 501 apprenticeship.

⁹ These are the Painting, Electronics Technician, Plant Operating, Electrician, Steam Fitting, Auto & Power Equipment Repairing, and Plumbing Groups.

¹⁰ Here and through this report, "crafts" refers to employees who are technically in two categories: crafts and Supervising crafts.

department has stated that many of its classifications, including Public Works Laborer, are suitable for re-entry hiring, and that numerous successful employees have a conviction history.¹¹

CAREER PATHS: PUBLIC WORKS LABORER



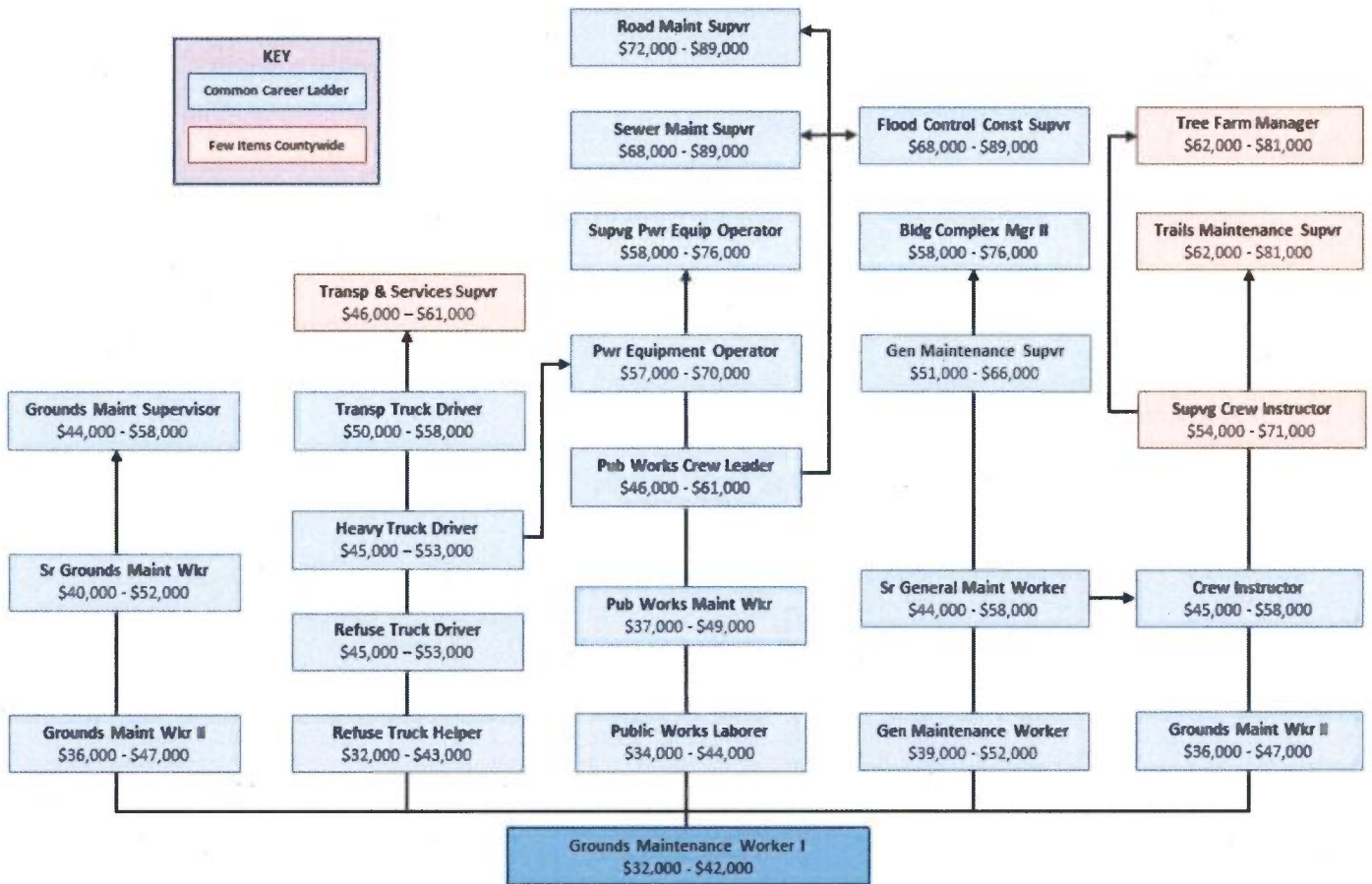
Grounds Maintenance Worker I. Parks expressed interest in a possible Grounds Maintenance Worker I pilot, citing this as a good fit for people with barriers, and noting future operational need as a result of new parks construction and programming. The department has also sponsored programs to train youth for these jobs and others, in collaboration with California Conservation Corps; the hiring process itself proved difficult for program participants, and was a barrier to the youth being hired into County items.

¹¹ The Public Works Laborer classification belongs to the Public Works Maintenance Classification Group, which did not emerge as a top-tier Classification Group in terms of pending retirements, turnover, and other aspects of our Labor Market Analysis. Additionally, because there are fewer than 10 Public Works Laborer positions out-sourced through Proposition A, it did not emerge as a priority for in-sourcing. We defer here to the expertise of DPW regarding their own operational need.

The combined operational growth and need for intensive focus on hiring targeted workers makes this position a good fit for a pilot. Developments in Parks' already significant grounds maintenance operation could provide a large number of opportunities for Local and Targeted Hire:

- Parks has outsourced over 175 Grounds Maintenance Worker I positions through 31 Proposition A contracts, which is a similar number to the Ground Maintenance Worker I workforce currently employed by the County. We recommend in our Proposition A Audit (Appendix F) that the County in-source at least the subset of Grounds Maintenance Worker I items that have been replaced by non-local businesses.
- Pilot design will need to account for recurrent nature of many Parks jobs; in many cases full-time permanent items have been split into multiple recurrent items at different park facilities, and a pilot would need to prepare workers for full-time permanent items.

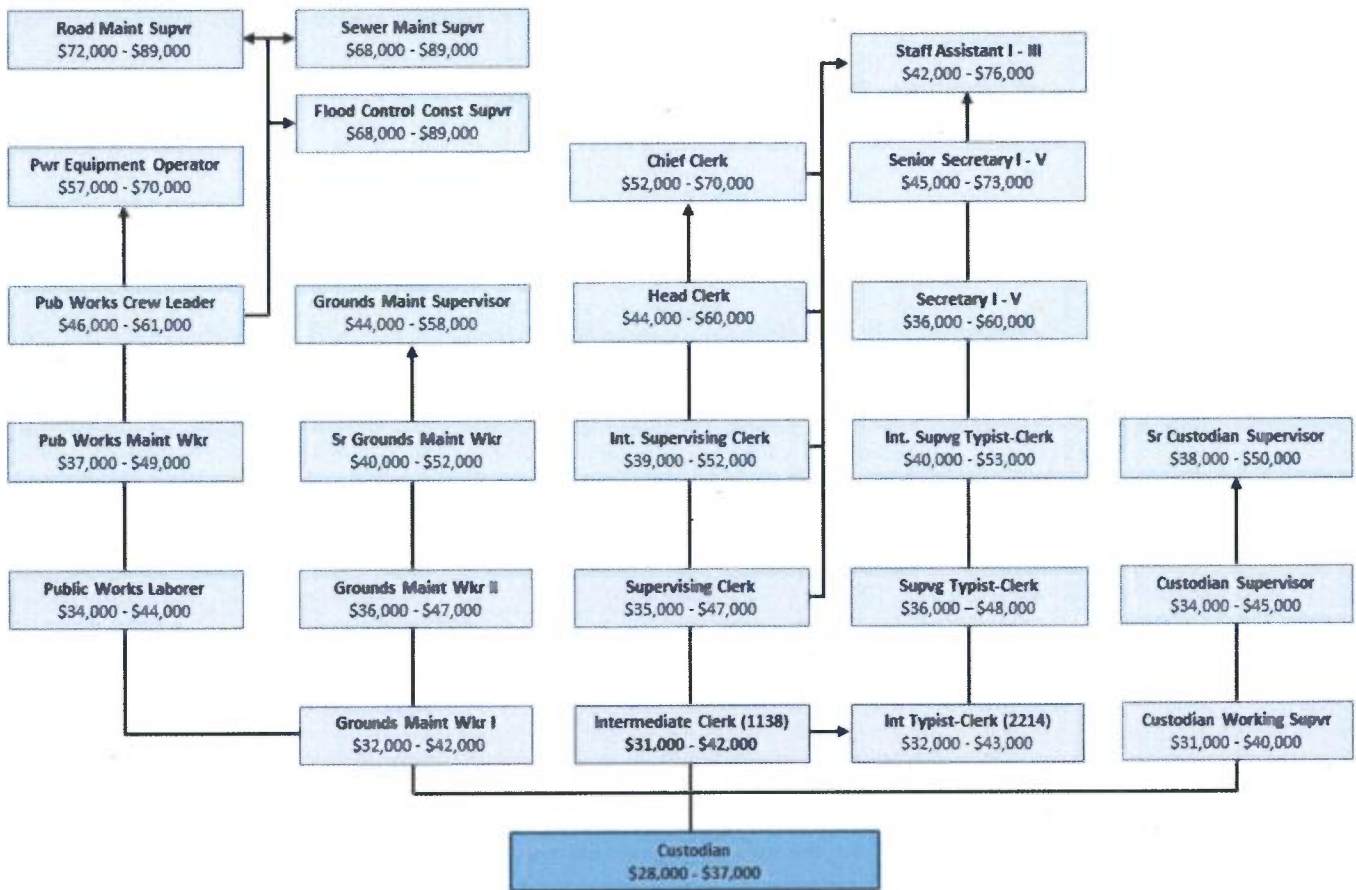
CAREER PATHS: GROUNDS MAINTENANCE WORKER I



Custodian. While the custodial classification group does not provide a robust career ladder, there remain strong arguments for including custodial jobs in this pilot:

- From a strictly operational perspective, the County needs a next-generation custodial workforce. Nearly 30 percent of the County’s 691 custodial staff are projected to retire in the next five years, and more another 150 Custodian items have been contracted through a Proposition A contracts that we recommend bringing back in house (Appendix F).
- Custodian items provide all the other benefits of County employment, such as stability, quality health care, and a pension, which would be transformative for many County residents with the highest barriers to employment.
- These positions also do not strictly preclude movement into other County groups, this pilot could be configured over the longer-term to upskill and prepare incumbent custodial personnel for lateral moves into other classification groups.

CAREER PATHS: CUSTODIAN



Case Study of High Road Training Partnership Model: LA EMT*



LA County Fire Chief Daryl Osby and President of the Stentorians, Chief Robert Harris with the first cohort of LA EMT participants

With funding from the California Endowment and California Workforce Development Board's Accelerator Grant Program, WERC recently prototyped a Los Angeles Emergency Medical Technician (LA EMT) Apprenticeship in partnership with LA County Supervisor Mark Ridley-Thomas' Office and the LA County Fire Department. Similar to WERC's other programs, the LA EMT program creates economic opportunity from the lived experience and cultural understanding of participants. EMT is an entry-level occupation into emergency and health services. In 2017, 7,993 EMTs were hired, with full-time certified EMT's earning up to \$50,000 per year. Based on Alameda County's successful EMS Corps, the LA EMT apprenticeship prepares young men of color from disadvantaged backgrounds to work as EMT's within their own communities.

The apprenticeship develops medical knowledge, technical skills, and professional standards in preparation for the national certification exam. WERC's LA EMT program includes full-time (40 hours per week) preparatory classroom and hands-on instruction taught by a Paramedic from the LA County Fire Department. Subsequent hands-on instruction includes medical equipment operation and role playing of emergency scenarios. The LA County Second Supervisorial District funds monthly apprenticeship stipends of \$1,200.

The lead instructor also serves as a mentor, using a trauma-informed approach to support apprentices through the program. The mentor applies multiple modalities to develop leadership and personal transformation including professional behavior expectations and community service. To address psychosocial issues and trauma, the apprentices participate in healing circles taught by a licensed social worker from the Department of Mental Health who has a similar background to the participants.

Upon successfully passing the national certification exam, WERC currently places apprentices with McCormick Ambulance and other non-emergency transport companies. As credentialed and experienced EMTs, these young adults will be competitive when applying to the LA County Fire Academy.

* Excerpted from Center for Wisconsin Strategy, 2018; "Health Careers Pathway Case Study, Report Series: Equity in Apprenticeship," funded by the Annie E. Casey Foundation.



3. Fire Fighter Trainee

The Fire Department hires firefighters who successfully complete the Fire Academy. The Fire Academy receives tens of thousands of applications when they periodically announce openings. Applicants must be certified EMTs and have a clean criminal background, good driving record, and pass a strenuous physical fitness test. Those who pass a written test, usually about 50 percent of the applicants, are then interviewed and selected based on their performance. As discussed previously in this report, there is a need to improve both gender and ethnic diversity in the Fire Fighting classifications, a pilot in this area would support that goal by preparing qualified individuals for success in the Fire Academy.

Further, based on the success of the LA EMT program in the Second District, this program could be expanded to other LA County regions, specifically recruiting individuals from targeted under-represented populations who want a career as a Fire Fighter. LA EMT is designed to provide a comprehensive program that not only prepares them to work as EMTs for jobs with ambulance companies, but prepares them to be competitive when applying to the Fire Academy, as EMT certification is a prerequisite to qualifying for the Fire Academy.

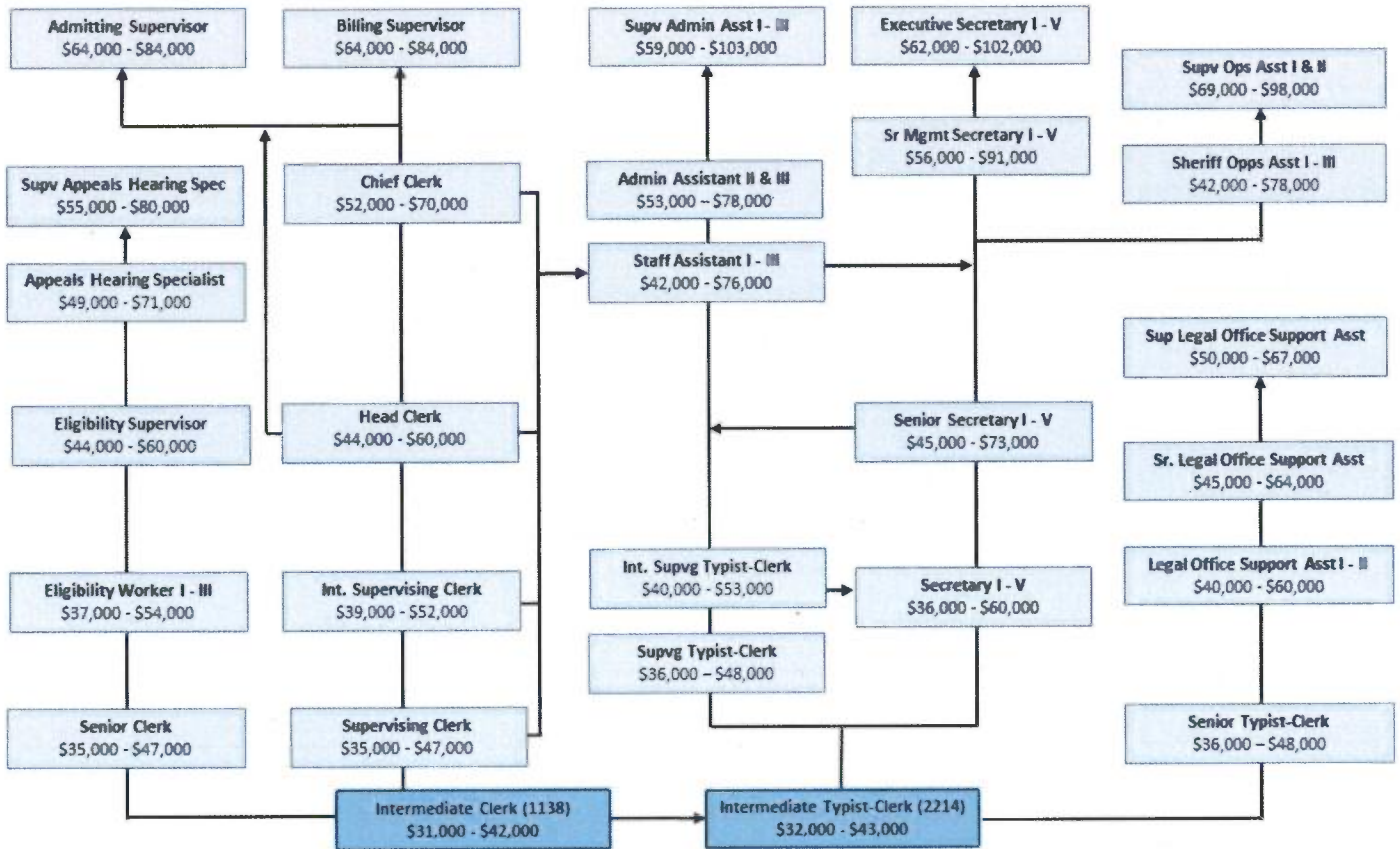
4. Clerical and Typist-Clerical (Various Departments, Possible Probation and DHS Focus)

Among classification groups with potential Targeted Classifications, Clerical and Typist-Clerical jobs are in the highest operational need: the 16 percent of workers projected to retire from these two classification groups in the next five years amounts to nearly 1,600 people, and we suggest that the County in-source the more than 250 additional positions that are currently contracted through Proposition A. In our conversations, two clear areas emerged as pilot targets:

- DHS identified a need for Clerical and Typist-Clerical staff, and specifically a need to develop a recruitment plan and training for new workers who would be successful in patient-facing roles.
- Uniquely among County departments, Probation has contracted nearly 170 Typist-Clerical items through Proposition A.
 - As previously noted, these are not an easy fit for Probation-involved youth and adults, but Probation is open to hiring other targeted populations into Clerical and Typist-Clerical items.
 - The Board of Supervisors has previously considered bringing 86 of these workers into permanent positions,¹² but bringing the entire contract in-house could mean nearly 200 County workers, and a Typist-Clerical pilot could help make this a success.

¹² See page 22 of the Statement of Proceedings for the September 19, 2017 Board of Supervisors meeting. http://file.lacounty.gov/SDSInter/bos/sop/1029316_091917.pdf

CAREER PATHS: INTERMEDIATE CLERICAL AND TYPIST-CLERICAL



APPENDIXES

- A. Full List of County Personnel Relied on for this Report**
- B. Potential Targeted Classifications Explained**
- C. Deliverable 1: Environmental Scan of County Workforce Development Programs**
- D. Deliverable 2: Labor Market Analysis**
- E. Deliverable 3: Equity Audit**
- F. Deliverable 4: County Contracts Audit**
- G. Deliverable 5: Pre-Employment and Training Services**

APPENDIX A

FULL LIST OF COUNTY PERSONNEL RELIED ON FOR THIS REPORT

Chief Executive Office

- Douglas Baron, Senior Manager, Economic Development Branch
- Paul Coyne
- Kirk Shelton, Contracts & Procurement, Administrative Services Branch
- Caroline Torosis, Economic Development & Affordable Housing
- Avianna Uribe, Strategic Integration Branch
- Napoleon Valera, Manager, Compensation

Department of the Auditor-Controller

- Jesse Urbano, Chief Accountant-Auditor
- Glenn Uyeda, Principal Accountant-Auditor

Department of Children and Family Services

- Lynne Condon, Human Resources
- Otho Day, Independent Living Program
- Fernando Ordaz

Department of Health Services

- Julio Alvarado, Contracts & Grants
- Nicholas Cantos, Contracts & Grants
- Kathy Hanks, Administrator, Contracts & Grants
- Marta Garcia Sheffield, Chief, Facilities Management
- Elizabeth Jacobi, Director, Human Resources
- Donna Nagaoka, Director of Performance Improvement
- Cheri Todoroff, Deputy Director, Housing for Health
- Noelle Wiggins, Director of Capacity Building and Collaboration, Whole Person Care – LA
- Albert Zesati, Contracts Supervisor, Contracts & Grants

Department of Human Resources

- Mishel Bowers, Talent Solutions Division
- Paul Canning, Senior Human Resources Manager, Workforce & Employee Development
- Molly Gonzalez, Human Resources, Central Live Scan Unit
- Jim Johnson
- Murtaza Masood, Assistant Director
- David Miller
- Epifanio Peinado, Chief Deputy Director
- Marc Shartzter, Workforce Education and Development – Talent Management
- Brendan Truong, Talent Solutions Division
- Carla Williams, Senior Human Resources Manager

Department of Mental Health

- Monica Paraja Dominguez, Human Resources Manager III

- Yem Nguyen, Administrative Services Manager II

Department of Parks and Recreation

- Norma Edith Garcia, Chief Deputy Director
- Faith Parducho, Special Assistant
- Malou Rubio, Deputy Director, Administrative Services
- Ruben Lopez, Contracts Division

Department of Public Health

- Noel Bazini-Barakat, Nursing Director and Assistant Bureau Director
- Shelli Weekes, Director, Human Resources Manager III
- Alice Aragonex, Administrative Services Manager III

Department of Public Social Services

- Gary Akopyan, Contracts Management
- Sherry Cheatham, Acting Division Chief, General Relief & GROW Program Division
- Luther Evans, Division Chief, CalWORKS and GAIN Program Division
- Antonia Jimenez, Chief Deputy
- Chanwantha (Sam) Men, Human Resources
- Jackie Mizell-Burt, Specialized Supportive Services, CalWORKS and Gain Program Division
- Derrick Robinson, Acting Administrative Deputy, Bureau of Administrative Services

Department of Public Works

- Emma Ayala, Division Chief, Administrative Services Division
- Jeff Howard, Chief, Human Resources
- Edwin Manoukian, Contracts and Operations, Business Relations and Contracts Division
- Alma Martinez, Interim Administrative Deputy
- Jose Quevedo, Assistant Deputy Director, Business Relations and Contracts Division
- Anne Suarez, Administration, Human Resources
- Jon Trochez, Assistant Division Chief, Administrative Services Division
- Ghayane Zakarian, Contracting Manager, Business Relations and Contracts Division

Fire Department

- Daryl Osby, Fire Chief
- William McCloud, Deputy Fire Chief, Emergency Operations
- Robert Harris, Battalion Chief and President, Los Angeles Stentorians
- Brent Burton, Fire Captain, Recruitment Unit
- Carl Guillemet Jr., Fire Fighter Specialist, Recruitment Unit
- Kenneth Lee, Fire Fighter/Paramedic Instructor

Internal Services Department

- Nazeli Albaryan, Purchasing & Contract Services Division

- Dave Chittenden, Chief Deputy Director
- Selwyn Hollins, General Manager, Administration & Finance Service
- Scott Minix, Director
- Octavio Sahagun, Manager, General Contracts Section
- Joe Sandoval, General Manager, Purchasing & Contract Services
- Yolanda Young, Division Manager, Contracting Division

Los Angeles County Office of Education

- Debra Duardo, Superintendent

Probation Department

- Terri McDonald, Chief Probation Officer

Office of the Public Defender

- Kimberly Wong, Attorney

Workforce Development, Aging and Community Services

- Rafael Carbajal, Business Services and Strategic Partnerships
- Araceli Gonzalez, Secretary to Chief Deputy
- Otto Solorzano, Chief Deputy

APPENDIX B

POTENTIAL TARGETED CLASSIFICATIONS EXPLAINED

After conversations with DHR Talent Solutions, DHR Workforce Education and Development, and CEO Classifications & Compensation, we determined that the County doesn't have a catalog of classifications considered to be "entry level." The closest document to such a list that we found is a spreadsheet DHR Workforce Education and Development Talent Solutions put together in 2015. "Entry level" classifications are what we refer to as "potential Targeted Classifications" throughout the Strategic Plan.

Methodology

We set out to establish a working list of classifications that could be considered "entry level" for the purposes of this project, which seeks to create pilot programs for Local and Targeted Hire. Broadly speaking, such classifications have the following characteristics:

- Require minimal education, of an A.A. or less.
- Require minimal work experience, of a year or less.
- Requirements could be met with training or certification coursework totaling a year or less (for example, numerous technician classifications).

We arrived at a list of 282 "Entry Level" County positions, using the following criteria:

1. We first reviewed a list of 301 positions noted on DHR Workforce Education and Development Talent Solutions' list of entry level positions. We considered approximately 170 of these positions to be true entry level positions after removing positions which had any of the following characteristics:
 - a. Required an M.A.
 - b. Required a B.A. (Note that classifications requiring "graduation" were kept if the requirements did not include the words "Bachelor's" or "B.A.," in order not to remove any classification that require just an A.A. degree. Classifications requiring 60 or fewer semester units were also kept.)
 - c. Required over 2,000 hours of logged time in a specific field.
 - d. Required more than a year of any work experience.
 - e. Required a year of specialized work.
 - f. Was otherwise not truly entry-level (i.e required an advanced certificate or internship/apprenticeship that would take longer than a year to complete.)
2. We then reviewed the entire Schedule A list of classifications, as well as all classifications present in current County employee data, and added to the 170 classifications any that included the following words in their job title:
 - a. Helper
 - b. Trainee
 - c. Apprentice
 - d. Laborer

- e. Aid/Aide
 - f. Maintenance Worker
 - g. Abatement Worker
 - h. Gardener
 - i. Worker
 - j. Intern
 - k. Student
 - l. Technician
3. We added any remaining County classifications that start at a \$3,000 or lower monthly salary.
 4. We culled through this larger list and removed any of the following positions:
 - a. Those which met the criteria in step 1. (This removed non-entry “Worker”-titled classifications, such as Children’s Social Workers, II and III-designated Eligibility Workers, GAIN Service Workers, and several other examples.)
 - b. Those instances where a II (two)-designated classification required a year or more in the same I (one)-designated classification.
 - c. All III (three)-designated classifications.
 - d. All “Senior,” “Head,” or supervisory classifications.

Caveats

1. “On the fence” classifications.

This process left numerous classifications that appear “on the fence,” for example Statistical Analyst Aid, Accountant I, Witness Assistant I, and Welfare Fraud Investigator Trainee. This is frequently due to the ability to substitute an A.A. degree for other required experience. However, changing the criteria that left these in (as described above) would have resulted in numerous other classifications being removed from the list.

Such instances may occur for several reasons, including:

- If a job specification requires “graduation,” but does not specifically refer to a B.A., we left position on this list, in case an A.A. degree could fulfill the graduation requirement.
- If a job specification requires 60 or fewer semester credits, we left that position on the list, as this is roughly equivalent to an A.A. degree.

2. Possible missing entry-level classifications.

Because the DHR list of entry level classifications was our starting point, any of the approximately 2,400 County classifications that were not on the DHR list are unlikely to be on this list. This could leave out a number of entry-level positions. For example, Ocean Lifeguard and Custody Assistant were not on the DHR list. We added these to our list manually because

we noticed them during visual review of the list, and confirmed that they are indeed entry level by reviewing the job specifications

APPENDIX C

**DELIVERABLE 1: ENVIRONMENTAL SCAN OF
INTERNAL COUNTY WORKFORCE DEVELOPMENT PROGRAMS**

I. Introduction

Purpose of this environmental scan

The Worker Education and Resource Center (WERC) is endeavoring to create a strategic plan for the delivery of workforce development services leading to County employment, and for the development of programs that prepare individuals with barriers to employment for career ladder positions in County departments. This environmental scan of all workforce development programs relative to County employment is our first step in this effort, and is intended to:

- inventory programs that are already ongoing or in development, which prepare people for entry-level employment with the County, or which seek to move current County employees in career-limiting positions into career ladders;
- identify the components and, where possible, outcomes of those programs; and
- recommend opportunities to improve and streamline implementation of these programs.

Scope of programs reviewed

WERC identified 17 programs administered by County departments which provide either direct employment with the County (temporary or permanent), or exposure to County careers.¹ These programs fall into four categories:

1. Entry-level positions in permanent County items (five programs, of which one is ongoing and four are still in-development).
2. Entry-level positions in temporary jobs (six programs).
3. High-level positions in permanent County items (two programs).
4. Exposure to County careers, but not employment (four programs).

In addition to the 17 programs in these four categories, WERC reviewed current Department of Human Resources (DHR) employee development and succession planning programs. These programs are summarized in this environmental scan as well, but while DHR has several career planning tools available to all County employees, their structured programs are, for the most part, not geared toward entry-level employees. (This scan does not review trainings for current County workers to advance or improve skills in their current jobs and duties.)

Further, this scan includes several existing programs which fall under the umbrella of the Countywide Youth Bridges Program. This program is currently in development pursuant to a June 14, 2017 Board motion, and many of the programs under Youth Bridges address the private sector workforce. However, those Youth Bridges programs that may lead to County employment are as follows:

- Youth Hiring (Youth Worker)
- Career Development Internship
- Youth Opportunity Program

- TempLA

Additionally, there are several subsidized employment programs administered by the South Bay Workforce Investment Board (SBWIB), in collaboration with the Department of Public Social Services (DPSS) and the Department of Children and Family Services (DCFS), which may occasionally lead to employment in the County workforce, but not as a primary purpose of program design, including: DPSS General Relief Opportunities for Work (GROW) Transition Age Youth Employment Program, DPSS Child Family Team and Non-Child Family Team Subsidized Employment Program, and DCFS and Probation Independent Living Program (ILP).ⁱⁱ Because they are administered by the SBWIB and not County departments, and because any County government employment is incidental rather than by design, we have not included these programs in our scan.

Focus of this environmental scan

Our greatest focus in this scan is on the first category of programs—those which lead to entry-level positions in permanent County items—though we also account for the other categories. We focused on this first category because it is most like the type of programs that WERC will ultimately seek to design a pilot program for, because these programs:

- provide recruitment and support services that lead to County employment for community residents;
- are designed for entry-level jobs, and not programs that require advanced academic degrees and previous work experience; and
- provide workforce development services for community residents with barriers to employment, including people addressed in the County’s Local & Targeted Worker Hire Policy, preparing them for jobs with County departments.

II. Programs Leading to Entry-level Positions in Permanent County Items

WERC found five programs leading to entry-level employment in permanent County positions. Of the five programs, one is ongoing and four are still in-development.

1. **Youth Opportunity Program** is an 18 to 24 month program in collaboration with the Department of Public Works (DPW) for Probation youth. Participants are placed in a yearlong internship in the Youth Worker job classification, and upon successful completion of the program are placed in various permanent entry-level positions in the Public Works Laborer classification.

The Probation Department is exploring a possible expansion of this program into additional entry-level DPW classifications, entry-level positions with the Internal Services Department (ISD), and Proposition A contracted work that could be brought in house.

This program has placed 16 participants in permanent DPW jobs in the last three years.

2. **The Community Worker Program** assists former mental health clients and those with barriers to employment in obtaining permanent County positions in the Community Worker classification. This is an entry-level position utilized by the Department of Mental Health (DMH) and the Department of Health Services (DHS). By definition, Community Workers share lived experience or cultural affinity with the DMH and DHS client or patient population they serve. This background makes them well-positioned to carry out the duties of the Community Worker classification, which include supporting clients’ transition to independent living and acting as a liaison between clients and the department.ⁱⁱⁱ

DMH developed a career pathway for mental health clients to move into employment as their recovery progresses. The department has recruited DMH clients or peers, who are able to attain entry-level County Mental Health Advocate positions, which is a prerequisite to apply for the better-paying Community Worker and then Senior Community Worker items. While the former clients are preparing to take the Community Worker exam, and upon being hired, DMH staff and education vendors, including WERC, provide training and continuing education to support their success as Community Workers. DMH has a total of 96 Community Worker budgeted items, and plans to add 40 more budgeted positions.

DHS also identified a need for Community Workers (acting as “Community Health Workers”) beginning with the passage of the Affordable Care Act in 2010, and more recently due to the department’s Whole Person Care Program. DHS works through community organizations and registries provided by its education contractors to recruit qualified candidates who are likely to be effective in serving the newly covered client and patient population with chronic medical, mental, and behavioral health conditions. WERC has coordinated educational programs with outside experts and vendors, both prior to and after employment.

DHS hired 25 Community Workers in FY 2015-16 that were trained by WERC through a grant program, and is currently hiring 25 more to work in DHS primary care settings and Correctional Health. DHS is also working to hire 80 Community Workers through Whole Person Care, with additional positions being hired through registry programs.

- 3. Nursing Attendant I Training and Recruitment (in development)** is a program for individuals ages 18 to 64, but with a specific recruitment focus on Probation youth and Transition Age Youth (TAY), defined as current and former foster youth, ages 16 to 24. Upon successful completion of the program, participants will be placed in permanent Nursing Attendant positions, which are currently numbered at 304 open items.

This program is in development, and Workforce Development, Aging and Community Services (WDACS) and DHS are currently working to hire from existing community college graduates (two Nursing Attendants have been hired so far). Upon implementation there are plans for a second phase, to include forty hours of acute care experience.

- 4. Camp to College to Career (In Development)** is a 15 month program for Probation youth, designed to prevent recidivism and fulfill the Fire Department’s need for Fire Suppression Aids. (Probation youth’s convictions will not be a barrier to employment in the Fire Department, aside from a few specific convictions, such as arson.) Participants will move from in-custody Probation camp, to a non-custody 12 week Community Camp Pre-Apprenticeship, to 12 months as a Fire Suppression Aid Trainee. (The Trainee classification does not currently exist and will need to be created; if this proves an obstacle, the Career Development Internship discussed in the next section would be used instead.)

Upon successful completion, participants will transition to a permanent Fire Suppression Aid position. Their job function is to carry out manual labor during emergencies and for fire prevention, for example, clearing firebreaks, laying hose lines, and participating in prescribed burns.^{iv} One notable hurdle in program design is the limitations inherent to the Fire Suppression Aid classification: multiple sources noted that it is arduous work that is difficult to carry out long-term, and is not the first rung on a defined career ladder within the Fire Department.

This program is currently in development, dependent in part on the repurposing of Camp Gonzalez in Calabasas. Partnering departments anticipate an expansion of this program, which would prepare participants for permanent entry-level positions in DPW and ISD. DHR, Probation, and Fire hope to implement the program in the first quarter of 2018.

5. **Peer Worker Program (In Development)** is a program for individuals age 18 to 64, with a focus on Probation youth and TAY. Case management and job placement support are key components of this program, and the goal of the program is for participants to be placed in between 80 and 200 permanent “lived experience” or “peer” positions in DMH.

This program is currently in development.

III. Programs Leading to Entry-level Positions in Temporary Jobs

1. **Student Worker Program^v** is a maximum six year program designed to prepare participants for professional careers while they pursue an academic degree.

In FY 2017-18, as of August 31, there are 216 workers in the Student Worker job classification series (either in the Student Worker or Student Professional Worker classifications) in 18 departments.^{vi} Seventy-one are placed at the DPW, and most of the rest (101) are placed in six departments: DHS (32), the Fire Department (25), the Sheriff’s Department (16), the Department of Parks and Recreation (DPR) (10), DMH (9), and the Department of Beaches and Harbors (DBH) (9). In FY 2016-17, there were 394 Student Workers in 30 departments.

Upon successful completion, Student Workers are encouraged to apply for County jobs, but they are not guaranteed placement in a specific permanent item as a result of successful participation in the program.

2. **Veterans Internship Program^{vii} (VIP)** is a 12 to 24 month program for discharged veterans, with no other experience or education required for participation. Participants work in Administrative Support, Crafts Support, Heavy Maintenance and Operational Support, Information Technology Support, Office and Clerical Support, and Technical Support, and are paid a reduced salary as well as benefits.

In FY 2017-18, as of August 31, there are 147 VIP interns in 16 departments. Seventy are placed at DPSS, and another 53 are placed at five departments: DCFS (21), DPH (18), DMH (8), and DHS (6). In FY 2016-2017, there were 237 Veteran Interns in 22 departments.

VIP is an on-the-job training program designed to make interns more competitive candidates for positions both in the private sector and in the County. It is not specifically designed to lead to permanent County employment, but in some cases, CDI participants transition to permanent County items. In FY 2017-18 thus far, 15 VIP participants have been placed in permanent items in classifications such as Intermediate Clerk, Intermediate Typist Clerk, Medical Case Worker, and Trainee, Helper, and maintenance positions.^{viii}

3. **Career Development Internship (CDI)^{ix}** is a 12 to 24 month program designed to “expose transition-aged youth to opportunities within Los Angeles County and assist them in gaining the skills and knowledge necessary to compete for full-time permanent positions.” Program participants must be a part of the DCFS and Probation ILP program, and DHR is currently working to expand participation to include individuals who are homeless, disabled, and among the Prop 47/re-entry population. During

the period of their internship, participants are salaried County employees and receive health benefits and paid time off.

In FY 2017-18, as of August 31, there are 45 CDI placements in 20 departments, including 22 at DCFS alone.^x In FY 2016-17, there were 32 CDI placements in 20 departments. (There is an established goal for each of the County's 37 departments to have at least one CDI placement at all times.)

CDI is not specifically designed to lead to permanent County employment, however in some cases, CDI participants transition to permanent County items. For example, so far in FY 2017-18, seven CDI interns have been placed in permanent positions at DCFS, DPSS, and ISD.

- 4. Youth Hiring (Youth Worker)** is a one-year program that places County youth in paid positions. Participants work in one of three classifications: Youth Worker Children's Services, Youth Worker General Labor, and Youth Worker Facilities Support.

In 2016, there were 95 Youth Workers in three departments: Parks and Recreation (77), DCFS (16), and DPW (2). (DPW Youth Workers are Youth Opportunity Program participants, as described under "Pre-Employment Prep Programs.")

- 5. TempLA** is a temporary employee registry program designed to serve the needs of County departments while helping low-income County residents overcome employment barriers. Participants can be on the registry up to two years, placed in Office Support Assistant items. The program intends for this work experience to help participants obtain permanent employment either inside or outside of the County workforce, return to school, or join the military.

Temp LA was just implemented beginning in April 2017. Over 40 temps have been placed in 12 departments, and DHR anticipates that this will soon be up to 100 workers. Among the current temps, 14 were previously homeless, six are veterans, one is disabled, and one is a foster and/or disconnected youth.^{xi}

TempLA does not guarantee County employment after the two year temp period, but four participants have already been placed in permanent County jobs at DPSS, DCFS, and DPW, even though this is not the central purpose of the program.

- 6. Fire Suppression Aid Fire Camp** is a collaboration between Probation and the Fire Department which brings participants into the Fire Department's Air & Wildland Division to learn fire suppression. Participants include inmates and those on probation, adults and juveniles, and both women and men. Participants may earn reduced sentences for their work, and we have categorized it as a temporary employment program in this report because non-violent offenders receive wages during the course of the program.

Fire Suppression Aid Fire Camp does not lead to permanent County employment due to restrictions on criminal backgrounds, but participation may assist in gaining employment with the Forest Service. (While this program is similar in design to the Camp to College to Career program discussed above, it is a distinct program, and unlike Camp to College to Career, has not removed barriers to employment due to convictions.)

IV. Programs Leading to High-Level Positions in Permanent County Items

1. **Administrative Intern Program** is structured as a two-year internship, but functions as a pre-employment program placing individuals with a Bachelor's degree in non-entry level County positions. Administrative Interns perform analyst or specialist assignments for a variety of County departments, while on the DHR payroll. In addition to on-the-job training, interns go through classroom setting trainings on management, legal issues, and other subjects. Second year interns are assigned to a specific department and are provided a mentor in that department. The program prepares interns to lead programs and take positions as supervisors in County departments.

Upon successful completion of the program, interns are placed in permanent positions as Administrative Analysts in various County departments.

2. **Management Fellows Program^{xii}** is a two year fellowship for individuals who have earned a Master's degree. The fellowship includes 160 hours of classroom training, and a mentorship.

Upon successful completion of the program, participants are placed in permanent senior specialist or mid-level management positions.

V. Programs That Provide Exposure to County Careers, But Not Employment

1. **Academic Internship Program** is a program for students in good standing who are enrolled at partnering universities. Participants work 8 – 16 hours per week in unpaid County internships.
2. **My Brother's Keeper** is a local effort to implement President Obama's public/private program for men and boys of color in the 3rd grade through 24 years old. This is a mentorship program in collaboration with County departments such as the Public Library (elementary school students), Parks and Recreation (middle school students), and Probation (high school students and above).
3. **Public Safety Career Youth Program^{xiii}** is a two month program in partnership with the Sheriff's Department and the Fire Department, for County residents ages 18 to 24 without felony or specific misdemeanor convictions. This is a paid training program which prepares participants for entry-level County positions which may lead to career positions in public safety departments.
4. **Women's Fire Prep Academy** is a six-week program which exposes women to the tools and equipment, culture, and duties and responsibilities of the Fire Department. It is open to those who pass an initial physical fitness assessment. The program is designed to build confidence and increase the number of women seeking to enter the Fire Academy.

VI. Career Ladder Programs to Advance Entry-Level County Workers

We did not find evidence of individual departmental workforce development efforts to specifically move entry-level employees into career ladders.

However, DHR's Workforce & Employee Development Division is engaged in a Countywide, multi-year rollout of several employee development and succession planning programs, per the County's 2016-2021 Strategic Plan. This effort, called L.A. County University, consists of several "modules" which range from mandatory employee trainings to more specific training on job functions, to career planning and leadership development. Two modules especially relevant to career ladders are the "Career Pathways" and "Leadership Development Institute" modules.

1. The Career Pathways module includes a Career Planning Guide and Career Pathfinder, which are yet to be rolled out, but are designed to provide County employees with career planning tools. (These will complement the County's existing online career planning tools for employees, the County Job Search Guide and Resume Guide.)
2. The Leadership Development Institute (LDI) module consists of four management development programs:
 - Emerging Leaders Program, an "exploratory" program for County employees who may seek to become supervisors. This program is under development, and will be piloted to 175 County employees (approximately five per department) in the coming months.
 - New Supervisor Development Program, a course designed to support new supervisors during their transition into that role.
 - Management Development Program, a 12 week program consisting of 50 hours of training from DHR staff and experts from different departments. This is designed to familiarize managers and supervisors with specific subjects, like Board protocols, County contracting, and the budget process, and to develop leadership and managerial skills.
 - Executive Leadership Development Program, a program to support mid-level and senior-level managers who aspire to executive-level positions.

These programs take a blended approach to training, including online, classroom, and on-the-job learning. About 40 percent of the training content is delivered online through thousands of Lynda.com (proprietary contracted company) courses, following the L.A. County University goal of having flexible, on-demand training opportunities.

VII. Recommendations to Improve Program Delivery

The programs detailed in this scan are coordinated by a small number of County departments, often led by DHR, and this reduces overlap and duplication of specific services and program components. However, the County should consider several options for improving program delivery, capitalizing on the successes of each program, and maximizing the benefit of workforce development programs for both participants and County departments. We make the following recommendations for all entry-level job programs identified in this scan, and any future programs that bring entry-level workers into the County workforce:

1. *Create a pathway to permanence for temporary program participants.* The majority of the entry-level job programs in this scan provide temporary employment, from just months up to six years, and are not designed to lead to a career with the County. Some participants transition to jobs in the private sector, and the recent Board motions mandating a Countywide Workforce Development Plan will improve our understanding of the efficacy of County training programs. In some individual cases, as noted above, participants *do* end in permanent County employment, but not as a primary result of program design. The Board motion that led to creation of the TempLA registry intended this program to "build the pool of potential future permanent County employees,"^{xiv} and the County should derive that benefit from TempLA and *other* temporary County job programs, such as Student Worker, VIP, and CDI.

- There should be a single source for information about the availability of permanent entry-level jobs for the participants in temporary programs included in this scan. A specific department should generate a regular report to temporary program participants and relevant contacts in their lead departments, indicating open positions in County departments and selected high road private sector employers, as well as information about Career Pathways resources and other programs from DHR's Workforce & Employee Development Division. WERC could assist in facilitating this single point of information for targeted workers.

The County should explore the creation of "pathway to permanence" training programs that prepare successful temporary program participants for permanent entry-level jobs in County departments. This training program could include soft-skills pre-employment preparation, County exam guidance, life coaching, mentorship and apprenticeship opportunities.

2. *Standardize tracking of program results to inform entry-level job placement programs, as well as the longer-term development of career-track programs for entry-level employees.* The County should develop a common set of program measures, reported on a semi-annual basis, for all programs identified in this scan. (Lead departments should be directed to provide the necessary program data, in support of this effort.)
 - In keeping with the July 25, 2017 Board motion on the Countywide Workforce Development Plan, reporting should include the use of Workforce Innovation and Opportunities Act (WIOA) performance measures, for all programs.
 - Reporting should describe cumulative, longitudinal progress over time, reporting not only on WIOA performance measures, but also updated information about the alumni of all programs in this scan, including their ZIP, job status with the County, department, salary, and progress through job classifications.
3. *Catalog the key elements of individual workforce development programs in this scan, and review how these aspects of program design impact program results.* The programs in this scan range from simple entry-level training to multi-faceted pre-employment prep and placement programs. Program components are diverse, including on-the-job training, County exam prep, apprenticeship, mentorship, supportive services, and even a brief residential stay at a training camp.
 - Further review by WERC is needed in order to compile a more thorough review of permanent and temporary entry-level programs' components than is provided in this scan. This review will allow the County to better contextualize and assess program results and the use of County and other resources required for each program.
 - WERC's major deliverables include development of pilot programs with high-quality pre-employment training and support services. Our intention is to propose a few pilot programs for different departments and occupations, with a baseline of standard program elements that can serve as a template for future County workforce development efforts, customizable to specific departments and classifications.
4. *Anticipate and ensure implementation of Fair Chance ("ban the box") Ordinance for programs in this scan.* The July 11, 2017 Board motion to develop a County-level Fair Chance Ordinance is a promising development that can support the successful participation of the Probation and re-entry population in

the workforce development programs in this scan. However, our work in preparing this scan indicated some confusion as to whether individuals in the Probation and re-entry population are suitable for County employment. (For example, the existing Fire Suppression Aid Fire Camp program presumes that Probation youth cannot be connected with Fire Department jobs, while the similar Camp to College to Career program in development assumes from the outset that successful participants *will* compete for permanent Fire Suppression Aid items.) The July 11, 2017 motion included the creation of a Fair Chance Review Process to help departments determine when to take “adverse employment action against applicants based on conviction history.” Lead departments providing workforce development opportunities in County jobs for the Probation and re-entry population will likely require more specific guidance in program development and recruitment.

- WERC recommends establishing implementation guidelines for the Fair Chance Ordinance relative to Los Angeles County. Such guidelines would assess, what specific convictions would disqualify an individual for employment in a specific department or occupation under the Fair Chance Review Process, what departments and classifications are more appropriate for individuals with specific types of convictions, any mitigating factors such as personal development and the time elapsed since the conviction, and any need to create alternate career ladders for people with specific convictions once they begin in entry-level County employment.
- WERC further recommends, to the extent that it is not addressed in an initial report back to the Board, a report on any structural, legal, and regulatory barriers to hiring re-entry population candidates into specific County departments or job classifications, and a proposal as to, whether specific County exams or classification specifications need to be revised in light of this information.

	Type	Program	Established or in Development?	Partnering Depts	Duration	Target Population	Employment Placement?	Entry Level?
1	Entry-Level - Permanent	Camp to College to Career	In Development	DHR, Fire, Probation	15 months	Probation Youth	Permanent	Yes
2	Entry-Level - Permanent	Community Worker	Established	DHS, DMH	150 hours	Client/patient lived experience "peer" population	Permanent	Yes
3	Entry-Level - Permanent	Nursing Attendant I Training and Recruitment	In Development	WDACS, DHS	TBD	18-64 but with TAY & Probation Youth focus	Permanent	Yes
4	Entry-Level - Permanent	Peer Worker Program	In Development	WDACS, DMH	TBD	18-64 but with TAY & Probation Youth focus	Permanent	Yes
5	Entry-Level - Permanent	Youth Opportunity Program (Youth Worker)	Established	Probation, DPW, DHR, Sheriff, WDACS	1 year	Probation Youth	Permanent	Yes
6	Entry-Level - Temporary	Career Development Internship	Established	DHR, DCFs, Probation, ISD	1 to 2 years	TAY/at-risk youth; disabled; homeless; Prop 47/re-entry	Temporary & Permanent	Yes
7	Entry-Level - Temporary	Fire Suppression Aid Fire Camp	Established	Fire, Probation	-	Probation population	No	N/A
8	Entry-Level - Temporary	Student Worker Program	Established	DHR, various	Up to 6 years	Students	Temporary	Yes
9	Entry-Level - Temporary	Templa (Registry)	Established	DHR, various	1 to 2 years	Tier 2 ZIP codes, GAIN/GROW, WIOA Target Workers	Temporary & Permanent	Yes
10	Entry-Level - Temporary	Veterans Internship Program	Established	DHR, DPSS, various	1 to 2 years	Veterans	Temporary	Yes
11	Entry-Level - Temporary	Youth Hiring (Youth Worker)	Established	DHR, WDACS, Parks & Rec, et al	1 year	Youth	Temporary	Yes
12	Exposure	Academic Internship Program	Established	DHR, various	School Year	Students from 150 institutions nationwide	No	N/A
13	Exposure	My Brother's Keeper	In Development	DHR, various	Varies	Men and boys of color 3rd grade to age 24	No	N/A
14	Exposure	Public Safety Career Youth Program	Established	DHR, Fire, Sheriff	10 - 12 weeks	Youth	No	N/A
15	Exposure	Women's Fire Prep Academy	Established	Fire	6 weeks	Women	No	N/A
16	High-Level	Administrative Intern Program	Established	DHR, various	2 years	Bachelor's	Permanent	No
17	High-Level	Management Fellow Program	Established	DHR, various	2 years	Grad Degree	Permanent	No

ⁱ We relied on numerous sources for this scan, notably: (1) a review of the scan of Los Angeles County workforce development and job training programs in the February 2017 Economic Development Scorecard, (2) analysis of operational data from L.A. County's "Open Data" web portal, with an eye toward identifying all current employees in internship, fellowship, temporary, or apprentice programs, (3) review of the Department of Human Resources (DHR) draft scan of LA County Departments with At-Risk Youth Programs, (4) a search of references to workforce development and training in the news, on departmental websites, and in Board of Supervisors Statements of Proceedings for the last five years, and (5) conversations with key department staff, including: Carla Williams (DHR), Mishel Bowers (DHR), Paul Canning (DHR), Mark Shartzter (DHR), Don Dingess (DHR), Donna Parker (DHR), Cheri Todoroff (DHS), Rafael Carbajal (WDACS), Otto Solorzano (WDACS), Erick Martinez (Sheriff's Department), Lynn Condon (DCFS), Diane Serrano (DCFS), Fernando Ordaz (DCFS), Jackie Mizell-Burt (DPSS), Jon Trochez (DPSS), and Cpt. Damien Spencer (Fire).

ⁱⁱ Our understanding of these programs derives primarily from conversations with Lynn Condon and Dianne Serrano at DCFS, and Jackie Mizell-Burt, who also provided a substantive overview of the SBWIB-administered subsidized employment programs. Ms. Mizell-Burt has agreed to provide program statistics, but we do not have them as of this writing.

ⁱⁱⁱ Though DMH and DHS separately administer their Community Worker training efforts, we have included them as a single program in order to avoid any redundancy or confusion in this report.

^{iv} <http://www.fire.lacounty.gov/wp-content/uploads/2015/09/FSA-30196J-Job-Bulletin.pdf>

^v http://hr.lacounty.gov/wp-content/uploads/2016/05/Student_Internships.pdf

^{vi} These numbers are as of August 31, 2017, as provided to us in a report from DHR Talent Solutions.

^{vii} <http://hr.lacounty.gov/veterans-internships/>

^{viii} These numbers are as of August 31, 2017, as provided to us in a report from DHR Talent Solutions.

^{ix} <http://hr.lacounty.gov/wp-content/uploads/2017/01/CDI.pdf>

^x These numbers are as of August 31, 2017, as provided to us in a report from DHR Talent Solutions.

^{xi} These numbers are as of August 31, 2017, as provided to us in a report from DHR Talent Solutions.

^{xii} <http://hr.lacounty.gov/management-fellows-program/>

^{xiii} <https://www.eventbrite.com/e/la-county-public-safety-career-youth-program-in-east-la-tickets-35522660233#>; several similar invite URLs available online.

^{xiv} <http://file.lacounty.gov/SDSInter/bos/supdocs/111531.pdf>

APPENDIX D
DELIVERABLE 2: LABOR MARKET ANALYSIS

I. County Classification Demand Study

Pending Retirements in the County Workforce

Our analysis begins with a review of pending retirements among County employees for the simple reason that the closest proxy for the number and type of personnel the County will need is the number and type who will leave in the near future. Of course, this is not a perfect lens through which to view labor market needs:

- There may be reduced demand or need for specific job classifications in the future, due to developments in technology, priorities, or policies. In meetings with leadership from numerous County departments, we have attempted to determine whether this is the case for large job classifications, and have not found it to be so.
- The Department of Human Resources' (DHR) retirement projections are obviously just that: estimates of when a given number of people will retire, rather than a firm timeline for recruitment and training of personnel. Any number of factors in the economy or the County could impact the accuracy of these projections. (More on this below.)
- The fact that a given County employee retires out of a more senior County item does not necessarily cause a cascade of promotions that leaves a potential Targeted Classification item open for hire.

Setting aside these caveats, projected retirements are likely our best view toward movement within County job classification career-ladders, and toward the net need for new employees and potential Targeted Classification hires. We assume that 12,764 current County employees will retire during the next five years (by August 2022, specifically).

- A large majority of that group—10,355 employees—are set to retire within *three* years.
- Those employees pending retirement make up 14 percent of the County's permanent full-time employee (FTE) workforce, and a similar 13 percent of the total workforce.
- The three-year group makes up 11 percent of the permanent FTE workforce.

Because the project retirement methodology is an imprecise reflection, we use the overall five-year projection throughout the rest of this report. However, it is useful to bear in mind that two-thirds of this overall group will retire within three years.

We report here on projected retirement data from several angles. For our purposes in pilot programs, the most relevant categories are related to projected retirements from potential Targeted Classifications, Classification Groups with potential Targeted Classifications, and Crafts Positions (Figures 1 through 6).

Generally, charts in this analysis rank retirements and other factors by percentage, to show operational impact. The gross number of employees is also relevant, especially the size and scope of workforce recruitment and development efforts, and so throughout this report, charts ranked by percentage also indicate the top ten impacted groups (department, classification, etc.) by number in bold font, and with a "Top 10 #" chart field.

County Departments

Figure 1 ranks all 34 County department by the percentage of their workforce projected to retire. The ten departments with the greatest *number* projected to retire are noted in bold font.

- Thirteen of the County's 34 departments will see a higher rate of employees retire than the County overall - up to 21 percent for sizeable departments, as compared to 13 percent for the entire employee universe. (The Museums of Natural History and Art face 40 percent and 60 percent retirements, respectively, but have very few employees.)
- Four of those 13 departments are facing between 388 and 2,998 retirements: ISD (388), DPH (592), DPSS (2,078), and DHS (2,998).
- ISD has a particular need for workforce development attention: it is the only large County department with a pending retirement rate of over 20 percent (amounting to 388 people).

County Classifications Overall

There are just 22 County classifications where over 75 people are projected to retire within five years, representing from 6 percent to 36 percent of their respective classifications. Six of these classifications are projected to see 20 percent or more employees retire, including critical law and public safety classifications (see Figure 2):

- 36 percent of Sheriff's Lieutenants (137 people)
- 29 percent of Custodians (172 people)
- 27 percent of Fire Captains (188 people)
- 24 percent of Deputy District Attorney IV (83 people)
- 23 percent of non-CSW Social Workers (174 people)
- 21 percent of Sergeants (256 people)

Potential Targeted Classification Classifications

We have also considered those potential Targeted Classifications, as defined by WERC for the purposes of this project, which employees retire out of. Figure 3 provides a list of 19 potential Targeted Classification classifications with 20 or more people projected to retire in the next five years. Because empty items in potential Targeted Classification classifications provide a specific opportunity for Local and Targeted Hiring, we have looked at those with over 20 projected retirements rather than 75, in order to capture multiple job classifications; in three of these classifications, this amounts to over 20 percent of current employees:

- 29 percent of Custodians (172 people)
- 25 percent of General Maintenance Workers (33 people)
- 22 percent of Nursing Attendant II (65 people)

Figure 1. Retirements Projected Within 5 Years, Departments Ranked by Percentage

Rank	Department	Total Employees in Department	# Employees Retiring Within 5 Years (Median Projection)	% Employees Retiring Within 5 Years (Median Projection)	Top 10 by # Retiring?
1	Museum of Natural History	10	6	60%	
2	Museum of Art	43	17	40%	
3	Internal Services	1,844	388	21%	10
4	Treasurer-Tax Collector	444	84	19%	
5	Assessor	1,357	230	17%	
6	Ag Commissioner/W&M	371	59	16%	
7	Registrar-Recorder	942	145	15%	
8	Public Social Services	13,633	2,078	15%	2
9	Public Defender	1,057	156	15%	
10	Public Health	4,096	592	14%	6
11	Child Support Services	1,442	200	14%	
12	Health Services	21,849	2,998	14%	1
13	Alternate Public Defender	306	42	14%	
14	Chief Executive Office	399	52	13%	
15	Military and Vets Affairs	46	6	13%	
16	Coroner	228	29	13%	
17	District Attorney	2,166	269	12%	
18	Mental Health	4,388	521	12%	8
19	WDACS	484	57	12%	
20	Public Works	3,445	394	11%	9
21	County Counsel	583	66	11%	
22	Fire	4,809	546	11%	7
23	Sheriff	16,759	1,888	11%	3
24	Probation	5,514	607	11%	5
25	Children and Family Services	8,176	892	11%	4
26	Beaches and Harbors	293	31	10%	
27	Human Resources	437	37	8%	
28	Auditor-Controller	592	46	8%	
29	Animal Care and Control	367	28	8%	
30	Public Library	1,502	99	7%	
31	Parks and Recreation	2,762	159	6%	
32	Regional Planning	188	10	5%	
33	Board of Supervisors	663	31	5%	
34	Consumer Affairs	86	3	3%	
Total		101,281	12,764	13%	

Potential Targeted Classifications with over 75 people retiring, not including those just mentioned include:

- 559 Intermediate Typist-Clerks (16 percent)
- 439 Intermediate Clerks (16 percent)
- 126 Nursing Attendant I (12 percent)

At least a few of these classifications are among those most available to certain Local and Targeted Hire populations, for example due to the lack of education requirements and, in the case of applicants with criminal convictions, a variety of opportunities for working outside or in other less sensitive circumstances.

Figure 2. Projected Retirements within 5 Years, Classifications Ranked by Percentage*

Rank	Classification	Total Employees in Classification	# Employees Retiring Within 5 Years (Median Projection)	% Employees Retiring Within 5 Years (Median Projection)	Top 10 by # Retiring?
1	LIEUTENANT	381	137	36%	
2	CUSTODIAN	602	172	29%	10
3	FIRE CAPTAIN(56 HOURS)	704	188	27%	7
4	DEPUTY DISTRICT ATTORNEY IV	345	83	24%	
5	SOCIAL WORKER	763	174	23%	8
6	SERGEANT	1,239	256	21%	5
7	SENIOR CLERK	843	162	19%	
8	GAIN SERVICES WORKER	957	168	18%	
9	FIRE FIGHTER SPECIALIST(56 HOURS)	702	123	18%	
10	ELIGIBILITY SUPERVISOR	983	172	17%	
11	INTERMEDIATE TYPIST-CLERK	3,518	559	16%	3
12	SENIOR TYPIST-CLERK	1,071	168	16%	
13	INTERMEDIATE CLERK	2,808	439	16%	4
14	REGISTERED NURSE II	1,109	173	16%	9
15	ELIGIBILITY WORKER II	6,227	798	13%	1
16	SUPVG CHILDREN'S SOCIAL WORKER	789	96	12%	
17	NURSING ATTENDANT I	1,060	126	12%	
18	CHILDREN'S SOCIAL WORKER III	2,293	236	10%	6
19	DEPUTY SHERIFF	7,739	670	9%	2
20	FIRE FIGHTER(56 HOURS)	1,338	114	9%	
21	DEPUTY PROBATION OFFICER II, FIELD	1,434	116	8%	
22	REGISTERED NURSE I	2,647	167	6%	
Total		39,552	5,299	13%	55

* Ranking includes only those classifications with 75 or more projected retirements (median estimate).

Figure 3. Projected Retirements Within 5 Years, Potential Targeted Classifications Ranked by Percentage*

Rank	Classification	Total Employees in Classification	# Employees Retiring Within 5 Years (Median Projection)	% Employees Retiring Within 5 Years (Median Projection)	Top 10 by # Retiring?
1	CUSTODIAN	602	172	29%	3
2	GENERAL MAINTENANCE WORKER	133	33	25%	9
3	NURSING ATTENDANT II	292	65	22%	6
4	PHLEBOTOMY TECHNICIAN I	170	31	18%	10
5	WAREHOUSE WORKER AID	122	20	16%	
6	INTERMEDIATE TYPIST-CLERK	3,518	559	16%	1
7	INTERMEDIATE CLERK	2,808	439	16%	2
8	ACCOUNTING TECHNICIAN I	158	24	15%	
9	LIBRARY ASSISTANT I	154	23	15%	
10	LABORATORY ASSISTANT	161	24	15%	
11	LAW ENFORCEMENT TECHNICIAN	433	57	13%	7
12	IT TECHNICAL SUPPORT ANALYST I	151	20	13%	
13	NURSING ATTENDANT I	1,060	126	12%	4
14	COMMUNITY WORKER	379	44	12%	8
15	PATIENT RESOURCES WORKER	632	71	11%	5
16	PUBLIC WORKS MAINTENANCE WORKER	221	24	11%	
17	GROUPS MAINTENANCE WORKER I	202	20	10%	
18	PHARMACY TECHNICIAN	290	26	9%	
19	GROUP SUPERVISOR, NIGHTS, PROBATION	365	20	6%	
Total		11,851	1,798	15%	

* Ranking includes only those classifications with 20 or more projected retirements (median estimate).

County Classification Groups

Of course, most pending retirements will be from classifications that are not potential Targeted Classifications. For this reason, we've also looked at retirements from *County Classification Groups*. Within County government, these Groups are commonly referred to as "Series." However, "Group" and "Series" have different, but related technical definitions. The County's Classification Plan Schedule A assigns each classification to a "Group," each group to a "Series," and each series to much larger "Service."¹

Classification Groups consist of linked classifications that do not generally require additional education to move from a potential Targeted Classification to journey-level or senior-level to supervisor-level career ladder. (There are likely exceptions to this rule, though we have not reviewed all 2,396 of the class specifications.)²

For example, the Cashiering Group consists of the following classifications, all of which may be technically attained by starting at the potential Targeted Classification Cashier-Clerk position, and without additional educational requirements:

¹ The Schedule A has 2,388 individual Classifications within 269 Groups, 106 Series, and 10 broad Services. (A minority of Classifications have not been placed in a Group, Series, or Service by the CEO County Classification and Compensation Section. In certain cases, Classification and Compensation does not provide a Group, because the Series itself is identical to its functional Group; the Plumbing Series classifications are just one example of this. We have assigned these Group names identical to their Series name.) These numbers are taken from the Schedule A version updated in October 2017 at the following URL: <http://ceo.lacounty.gov/pdf/scha.pdf>.

² This characterization comes from reading dozens of class specifications, and more importantly from a December 2017 conversion with Napoleon Valera, CEO Classification and Compensation Section.

- Cashier-Clerk
- Cashier
- Intermediate Cashier
- Senior Cashier
- Cashiering Services Representative I (Sheriff)
- Cashiering Services Representative II (Sheriff)
- Supervising Cashiering Services Representative (Sheriff)

Looking at retirements from Classification Groups provides an imprecise but useful view into potential Targeted Classification job opportunities: retired employees from a given Classification Group may be replaced by a non-County employee, but also provide opportunities for those further down the career ladder to move up and vacate their current classification items. This movement provides considerable opportunity for potential Targeted Classification hiring in those Classification Groups with potential Targeted Classification classifications.

Just 34 of the 269 County Classification Groups have 75 or more pending retirements, and these Groups account for 8,978 (70 percent) of all pending retirements. (See Figure 4.) Eighteen of these Groups, including eleven with greater than the County's overall 13 percent retiring, have potential Targeted Classification positions (see Figure 5 for the complete list):

- 28 percent of the Custodial Group (196 people)
- 20 percent of the Environmental Health Specialist Group (109 people)
- 18 percent of the Clerical Supervision Group (92 people though the single potential Targeted Classification position, Witness Assistant I, may be somewhat separate from much of this supervisory-level Group)
- 17 percent of the Accountant Group (101 people)
- 17 percent of the Patient Financial Services Group (176 people)
- 16 percent of the Typist Clerical Group (874 people)
- 16 percent of the Clerical Group (654 people)
- 15 percent of the Property Appraisal Group (96 people)
- 14 percent of the Fire Fighting Group (440 people)
- 14 percent of the Information Systems Group (156 people)

The remaining eight Groups with potential Targeted Classification positions include three with considerable numbers:

- 1,105 from Deputy Sheriff Group (11 percent) – this largely consists of Deputy Sheriffs retiring, and potential Targeted Classifications do include Deputy Sheriff Trainee, as well as Matron and Community Services Assistant.
- 445 from Probation (10 percent), with Investigator Aid and Group Supervisor (juvenile facilities) potential Targeted Classifications.
- 283 from Inpatient Technical Nursing (13 percent), with Nursing Attendant I & II, Nursing Attendant Trainee, Unit Support Assistant, and Rehab Associate potential Targeted Classifications.

Figure 4. Projected Retirements within 5 Years, County Classification Groups Ranked by Percentage

Rank	Classification Group	Has Entry Level Classifications?	# of Entry Level Classifications	Total Employees in Classification Group	# Employees Retiring Within 5 Years (Median Projection)	% Employees Retiring Within 5 Years (Median Projection)
1	NURSING ADMINISTRATION & MANAGEMENT	No	0	313	91	29%
2	CUSTODIAL	Yes	2	691	196	28%
3	INPATIENT PROFESSIONAL NURSING	No	0	333	77	23%
4	MEDICAL TECHNOLOGY	No	0	401	85	21%
5	ENVIRONMENTAL HEALTH SPECIALIST	Yes	1	541	109	20%
6	SOCIAL CASE WORK	No	0	1,054	212	20%
7	CLERICAL SUPERVISION	Yes	1	502	92	18%
8	ACCOUNTANT	Yes	1	582	101	17%
9	HEALTH SERVICES ADMINISTRATION	No	0	496	85	17%
10	PATIENT FINANCIAL SERVICES	Yes	1	1,056	176	17%
11	TYPIST CLERICAL	Yes	6	5,318	874	16%
12	CLERICAL	Yes	8	4,149	654	16%
13	SECRETARIAL	No	0	561	88	16%
14	SECTION/UNIT SECRETARIAL	No	0	820	128	16%
15	PROPERTY APPRAISAL	Yes	2	620	96	15%
16	PUBLIC SOCIAL SERVICES ADMIN	No	0	669	102	15%
17	FIRE FIGHTING	Yes	2	2,964	440	15%
18	WELFARE ASSISTANT	Yes	1	8,809	1,245	14%
19	PUBLIC DEFENDER	No	0	904	126	14%
20	INFORMATION SYSTEMS	Yes	1	1,121	156	14%
21	PUBLIC HEALTH NURSING	No	0	595	80	13%
22	INPATIENT TECHNICAL NURSING	Yes	5	2,161	283	13%
23	PHARMACY	Yes	3	660	83	13%
24	DISTRICT ATTORNEY	No	0	1,087	137	13%
25	ADMINISTRATIVE SERVICES MANAGEMENT	No	0	1,030	128	12%
26	PUBLIC RELATIONS	Yes	3	1,013	119	12%
27	DEPUTY SHERIFF	Yes	3	9,714	1,105	11%
28	REGISTERED NURSES	No	0	4,598	513	11%
29	PROBATION	Yes	2	4,300	445	10%
30	CIVIL ENGINEERING	No	0	750	77	10%
31	PERSONNEL	Yes	2	1,220	111	9%
32	CHILDREN'S SOCIAL WORK	No	0	5,260	441	8%
33	MISCELLANEOUS SPECIALIZED HEALTH	No	0	2,182	177	8%
34	SUPPORT SERVICES	Yes	2	1,892	147	8%
Total			46	68,366	8,978	13%

* Includes just those Classification Groups with 75 or more pending retirements (median projection).

Figure 5. Projected Retirements Within 5 Years, County Classification Groups with Entry-Level Classifications, Ranked by Percentage*

Rank	Classification Group	Entry-Level Classifications in Group	Total Employees in Classification Group	# Employees Retiring Within 5 Years (Median Projection)	% Employees Retiring Within 5 Years (Median Projection)	Top 10 by # Retiring?
1	CUSTODIAL	Custodian, Window Washer	691	196	28%	8
2	ENVIRONMENTAL HEALTH SPECIALIST	Environmental Health Technician	541	109	20%	
3	CLERICAL SUPERVISION	Witness Assistant I	502	92	18%	
4	ACCOUNTANT	Accountant I	582	101	17%	
5	PATIENT FINANCIAL SERVICES	Patient Resources Worker	1,056	176	17%	9
6	TYPIST CLERICAL	Typist-Clerk, ITC, Word Processor I, Court Records Sys Clerk I, Records System Clerk I	5,318	874	16%	3
7	CLERICAL	Office Support Assistant, Sheriff Station Clerk I, Clerk, Intermediate Clerk, Interpreter, Invoice Clerk, Clerical Trainee, Witness Coordinator I	4,149	654	16%	4
8	PROPERTY APPRAISAL	Appraiser Trainee, Appraiser's Assistant	620	96	15%	
9	FIRE FIGHTING	Fire Suppression Aid, Fire Fighter Trainee	2,964	440	15%	6
10	WELFARE ASSISTANT	Eligibility Worker I	8,809	1245	14%	1
11	INFORMATION SYSTEMS	Information Technology Aide	1,121	156	14%	10
12	INPATIENT TECHNICAL NURSING	Unit Support Assistant, Nursing Attendant Trainee, Nursing Assistant I & II, Rehab Associate	2,161	283	13%	7
13	PHARMACY	Pharmacy Helper, Pharmacy Tech, Radiopharmacy Tech	660	83	13%	
14	PUBLIC RELATIONS	Tour Guide, Child Support Officer I, Public Info Asst	1,013	119	12%	
15	DEPUTY SHERIFF	Matron, Deputy Sheriff Trainee, Community Services Asst	9,714	1105	11%	2
16	PROBATION	Investigator Aid, Group Supervisor	4,300	445	10%	5
17	PERSONNEL	HR Trainee, Employment Services Asst (Sheriff)	1,220	111	9%	
18	SUPPORT SERVICES	Law Enforcement Technician, Parking Control Officer	1,892	147	8%	
Total			47,313	6,433	14%	

* Includes just those Classification Groups with 75 or more projected retirements (median estimate).

Crafts Positions

Because our Statement of Work includes an evaluation of apprenticeship programs, we have also considered pending retirements in Crafts positions. The County's Crafts workforce as a whole will age out of the workforce at a considerably quicker rate than the rest of the workforce: nearly 20 percent are projected to retire within five years.

There are 28 Classification Groups in Crafts professions,³ which differ greatly in size: at the low end, the County has just one Glazier, compared to nearly 200 Electricians.⁴ Because we have been asked to look at the Crafts universe in its entirety, Figure 6 accounts for all 28 Groups, including those with very few employees, or even no employees projected to retire.⁵

Among these 28 Groups, the ten with the highest numbers of pending retirements account for high proportions of projected retirements, and 250 items when taken as a whole, and those with existing apprenticeship classifications amount to 173. (Figure 6.)

³ This includes classifications that have not been assigned a Group, which we've assigned to Groups named for the larger Series that they pertain to.

⁴ Our count of Crafts employees does not include over 1,200 miscellaneous, as needed personnel, almost none of whom are nearing retirement age.

⁵ Three of these apprenticeships are for Classifications which have not been assigned a Group, which we've assigned to Groups named for the larger Series that they pertain to: Sheet Metal and Steam Fitter.

Figure 1. Projected Retirements Within 5 Years, County Crafts Classification Groups

Rank	Classification Group	Existing Apprentice Classification	Total Employees in Classification Group	# Employees Retiring Within 5 Years (Median Projection)	% Employees Retiring Within 5 Years (Median Projection)	Top 10 by # Retiring?
1	GLAZING	None	1	1	100%	
2	FLOOR LAYER	None	5	3	68%	
3	MACHINIST & MILLWRIGHT	Millwright	7	3	49%	
4	MASONRY	None	19	7	36%	
5	TOWER & LINE	None	6	2	28%	
6	PAINTING	Painter	103	25	24%	4
7	CARPENTRY	Carpenter	86	20	24%	7
8	ELECTRONICS TECHNICIAN	None	177	42	24%	2
9	LOCKSMITH	Locksmith	26	6	23%	
10	PLANT OPERATING	None	196	43	22%	1
11	SHEET METAL	Sheet Metal	51	11	22%	9
12	ROOFING	Roofer	12	3	21%	
13	ELECTRICIAN	Electrician	196	40	20%	3
14	STEAM FITTING	Refrigeration Mechanic, Steam Fitter	119	22	19%	5
15	AUTO & POWER EQUIPMENT REPAIRING	Power Equipment Mechanic	100	18	18%	8
17	FIRE EQUIPMENT REPAIRING	None	52	9	16%	10
16	ELEVATOR MAINTENANCE	Elevator Mechanic	26	4	16%	
18	PLUMBING	Plumber	147	21	14%	6
19	PRINTING	None	13	2	13%	
20	CEMENT AND CONCRETE	None	39	5	13%	
21	HIGHWAY TECHNICIAN	None	52	5	10%	
22	HELICOPTER MECHANIC	None	35	3	10%	
23	ELECTRO-MECHANIC	None	54	4	8%	
24	WELDING	None	26	1	3%	
26	POWER AND DRILLING	None	9	0	0%	
27	BRIDGE MAINTENANCE	None	7	0	0%	
28	BODY & FENDER	None	3	0	0%	
Total			1,567	299	19%	

Short Term Turnover

As a second component of attrition, we’ve looked at short-term turnover, using a single-year snapshot of the 7,432 County employees who departed for any reason between July 31, 2016 and August 1, 2017. We define “short term turnover” as any departure of an employee who began and terminated their County employment between July 31, 2014 and August 1, 2017.⁶

As is well understood, County employee turnover is low – by the definition we use here, turnover of permanent FTE employees is just one percent. Figures 7 and 8 look at classifications with greatest turnover by percentage and by number: there are individual smaller classifications with turnover up to 38 percent, as well as larger classifications where turnover has higher numbers, up to almost 100. However, among entry level classifications, turnover at the higher percentages does not result in numbers that would support a pilot program cohort, and turnover at higher numbers is within or near the County norm of one percent.

⁶ Our turnover dataset includes each departed employee’s hire data, but not the date of their departure, so we can know that a given employee left within a three year period, but not their precise amount of time working for the County.

Figure 2. County Classifications with Highest Turnover (Compared to Size of Classification), by Percent*

Rank	Classification	Entry-Level Position?	Total Employees in Classification	Turnover #	Turnover % (Turnover /Current Employees in Class)
1	SAFETY ASSISTANT	Yes	13	5	38%
2	MENTAL HEALTH ADVOCATE	Yes	14	3	21%
3	CUSTODIAN WORKING SUPERVISOR	No	10	2	20%
4	VOLUNTEER PROGRAMS COORDINATOR I	No	10	2	20%
5	TREE TRIMMER WORKING SUPERVISOR	No	10	2	20%
6	DEPUTY PUBLIC DEFENDER I	No	26	4	15%
7	CHILDREN'S SOCIAL WORKER TRAINEE	No	411	60	15%
8	SAFETY INSPECTOR	No	15	2	13%
9	SUPERVISOR'S STAFF ASSISTANT	No	56	7	13%
10	OWNERSHIP CLERK I	Yes	48	6	13%
11	APPRAISER TRAINEE	Yes	45	5	11%
12	ACCOUNTANT-AUDITOR	No	27	3	11%
13	SUPERVISOR'S DEPUTY I	No	28	3	11%
14	REGIONAL PLANNING ASSISTANT II	No	57	6	11%
15	INVOICE CLERK	Yes	10	1	10%
Total			780	111	1%

*The turnover definition refers to all employees who were hire and left within three years of 7/31/2017. This chart is limited to classifications with more than 10 current employees. The total percentage (1%) is 871/92630: all three year turnover divided by the total number of FTE County employees.

Figure 3 County Classifications with Highest Turnover, Ranked by Number

Rank	Classification	Entry-Level Position?	Total Employees in Classification	Turnover #	Turnover % (Turnover /Current Employees in Class)
1	REGISTERED NURSE I	No	2,647	98	4%
2	ELIGIBILITY WORKER II	No	6,227	88	1%
3	CHILDREN'S SOCIAL WORKER TRAINEE	No	411	60	15%
4	DEPUTY SHERIFF	No	7,739	36	0%
5	INTERMEDIATE CLERK	Yes	2,808	32	1%
6	INTERMEDIATE TYPIST-CLERK	Yes	3,518	31	1%
7	CHILDREN'S SOCIAL WORKER II	No	785	27	3%
8	CLINIC LICENSED VOCATIONAL NURSE I	No	266	26	10%
9	DETENTION SERVICES OFFICER	No	797	20	3%
10	NURSING ATTENDANT I	Yes	1,060	18	2%
11	PSYCHIATRIC SOCIAL WORKER I	No	410	16	4%
12	CHILDREN'S SOCIAL WORKER I	No	431	16	4%
13	NURSE PRACTITIONER	No	401	14	3%
14	CUSTODY ASSISTANT, SHERIFF	No	1,328	12	1%
15	LIBRARIAN I	No	113	10	9%
Total			28,941	504	1%

APPENDIX E

DELIVERABLE 3: EQUITY AUDIT

Equity in County hiring is one central purpose of the County's Local and Targeted Hiring Policy, and so in recommending possible entry-level workforce development pilot programs, we have looked to find any job classifications, Classification Groups, and departments where the presence of any one ethnicity or gender-ethnicity combination is acutely disproportionate.¹

A review of County workforce indicates several areas where workforce development efforts, including Local and Targeted Hire pilot programs, could improve opportunities for under-represented populations and those who experience apparent barriers to employment in specific parts of the County workforce.

As a starting point, there are just 11 County departments where women make up less than half of the workforce (Figure 1). All of these are examples of departments where the County should focus some effort in improving representation by women, but just three are outliers, with a workforce consisting of less than 30 percent women: the Fire Department (14 percent), the Museum of Art (19 percent), and the Department of Public Works (28 percent). Because the Museum of Art employs just 43 people and has few entry-level positions, our discussion of gender by department focuses just on Fire and the Department of Public Works (DPW).

Fire Department

The ten largest job classifications in the Fire Department account for 3,823, or 79 percent, of its 4,809 employees. The great majority of these jobs are in Fire Fighting Classifications (Fire Suppression Aid, Fire Fighter, Fire Fighter Specialist, Fire Captain, and Battalion Chief), and none of these employs women at a rate greater than two percent. Indeed, there are just 33 female Fire Fighters and Fire Fighters Specialists out of a combined 2,040 such personnel, and none of almost 100 entry-level Fire Suppression Aids are women (Figure 2).

When analysis combines gender and ethnicity in each department, the only department of any size with over 40 percent representation by any subgroup is White Males – nearly six in ten Fire Department employees is White, and 52 percent of the department is white and male. (Figures 3 and 4.) There is no other large County department where any ethnic group makes up greater than 50 percent of the Department (Figure 3).

¹ A note on gender and ethnicity categories: In County workforce data, employees identify as "Female," "Male," or "Not Specified." Because only one County employee currently identifies as "Not Specified," we have omitted this category from much of our discussion of the data. Our intention is not to disregard any County worker's gender identity. Similarly, with ethnicity categories, we have collapsed eight ethnicity categories into just five: Asian, Black, Hispanic, White, and Other. The "Asian" category combines the County data's "Asian" and "Filipino" categories, and the "Other" category combines three which together make up less than 1 percent of County workers: "American Indian / Alaskan Native," "Hawaiian or Pacific Islander," and "Two or More." "Two or More" and "Hawaiian or Pacific Islander" are recent categories, and so do not accurately capture the ethnic identity of employees who were hired before this category was created. "American Indian / Alaskan Native" individuals make up 1.5 percent of the County's population, according to the U.S. Census Bureau (2016), and so should also be the focus of targeted hire efforts.

Figure 1. Departments with Fewer than 50% Female Employees

Department	Total Employees	# of Female Employees	# of Male Employees	% of Female Employees	% of Male Employees
Fire	4,809	656	4,153	14%	86%
Museum of Art	43	8	35	19%	81%
Public Works	3,445	977	2,468	28%	72%
Museum of Natural History	10	3	7	30%	70%
Beaches and Harbors	293	91	202	31%	69%
Sheriff	16,759	5,504	11,255	33%	67%
Agricultural Commissioner/W&M	371	126	245	34%	66%
Military and Veterans Affairs	46	16	30	35%	65%
Internal Services	1,844	669	1,175	36%	64%
Parks and Recreation	2,761	1,190	1,571	43%	57%
Regional Planning	188	87	101	46%	54%
Total	25,760	8,671	17,089		

Figure 2. Fire Department Gender Representation

Rank	Job Classification	Total Employees	# of Female Employees	% of Female Employees	# of Male Employees	% of Male Employees
1	FIRE SUPPRESSION AID	97	0	0%	97	100%
2	FIRE EQUIPMENT MECHANIC	43	0	0%	43	100%
3	FIRE FIGHTER SPECIALIST(56 HOURS)	702	8	1%	694	99%
4	FIRE CAPTAIN(56 HOURS)	704	9	1%	695	99%
5	FIRE FIGHTER(56 HOURS)	1338	25	2%	1313	98%
6	BATTALION CHIEF(56 HOURS)	94	2	2%	92	98%
7	OCEAN LIFEGUARD SPECIALIST	109	9	8%	100	92%
8	OCEAN LIFEGUARD	620	130	21%	490	79%
9	FIRE DISPATCHER II	69	43	62%	26	38%
10	INTERMEDIATE TYPIST-CLERK	47	39	83%	8	17%

* This table reflects just the ten largest Fire Department classifications.

Figure 3. Combined Gender and Ethnic Representation, Departments Ordered by Size*

Department	Total Employees	Asian		Black		Hispanic		White	
		% Asian Female	% Asian Male	% Black Female	% Black Male	% Hispanic Female	% Hispanic Male	% White Female	% White Male
Health Services	21,849	22%	11%	15%	5%	23%	8%	10%	7%
Sheriff	16,759	4%	7%	6%	6%	15%	28%	7%	25%
Public Social Services	13,633	12%	6%	17%	3%	34%	10%	14%	4%
Children and Family Services	8,176	10%	3%	26%	4%	33%	7%	13%	3%
Probation	5,514	4%	4%	23%	19%	21%	19%	5%	5%
Fire	4,809	3%	5%	2%	5%	4%	23%	5%	52%
Mental Health	4,388	14%	6%	16%	5%	28%	9%	16%	7%
Public Health	4,096	21%	9%	16%	4%	23%	8%	13%	6%
Public Works	3,445	9%	12%	3%	7%	10%	31%	6%	21%
Parks and Recreation	2,762	3%	4%	9%	11%	23%	28%	8%	13%
District Attorney	2,166	11%	7%	11%	4%	18%	8%	21%	20%
Internal Services	1,844	11%	18%	9%	11%	11%	19%	5%	15%
Public Library	1,502	12%	3%	8%	2%	35%	15%	17%	7%
Child Support Services	1,442	9%	5%	28%	4%	33%	7%	11%	3%
Assessor	1,357	15%	20%	12%	5%	11%	10%	12%	14%
Public Defender	1,057	7%	6%	13%	5%	15%	9%	25%	19%
Registrar-Recorder	942	13%	8%	21%	7%	26%	13%	3%	5%
Board of Supervisors	663	8%	7%	10%	6%	21%	12%	21%	14%
Auditor-Controller	592	30%	17%	8%	3%	16%	8%	11%	8%
County Counsel	583	14%	7%	9%	3%	21%	5%	25%	16%
Workforce Development, Agin	484	11%	7%	20%	4%	26%	12%	11%	9%
Treasurer-Tax Collector	444	23%	15%	16%	5%	16%	9%	9%	6%
Human Resources	437	14%	5%	21%	6%	20%	10%	13%	9%
Chief Executive Office	399	15%	12%	10%	6%	18%	10%	13%	17%
Agricultural Commissioner/W&E	371	9%	17%	2%	6%	14%	26%	9%	17%
Animal Care and Control	367	4%	5%	9%	5%	26%	27%	16%	8%
Alternate Public Defender	306	10%	8%	5%	5%	22%	10%	18%	22%
Beaches and Harbors	293	5%	6%	11%	18%	11%	26%	4%	18%
Coroner	228	4%	7%	8%	4%	23%	18%	16%	18%
Regional Planning	188	15%	9%	3%	3%	14%	16%	13%	26%
Consumer Affairs	86	14%	5%	10%	2%	34%	20%	9%	3%
Military and Veterans Affairs	46	4%	9%	11%	7%	13%	26%	7%	24%
Museum of Art	43	2%	2%	0%	7%	0%	40%	16%	33%
Museum of Natural History	10	0%	0%	0%	0%	10%	20%	20%	50%
Total	101,281	12%	8%	13%	6%	22%	15%	11%	13%

* Representation over 50% highlighted in red.

Department of Public Works

The ten largest DPW classifications account for 1,229 positions, a smaller 36 percent of the total DPW workforce. However, subsequent classifications account for smaller and smaller proportions of the overall DPW workforce, and the top ten still provide a view toward those larger classifications where there is acutely disproportionate representation of men. The department's greatest gender disparity lies in the Public Works crew workforce (Public Works Laborer, Crew Leader, and Maintenance Worker), as well as Heavy Truck Driver classification. These four classifications combined employ just four women out of a total 532 people. It is worth considering whether the department could benefit from a pilot program which brings women into its workforce at greater numbers.

Crafts Positions

Because our Statement of Work includes an appraisal of the success of the County's apprenticeship programs, we have looked specifically at jobs in the Equal Employment Opportunity Commission (EEOC) "Crafts" job category.

Analysis of EEOC Job Categories shows the disparities in gender representation among Crafts positions to be extreme. Los Angeles County employees work in positions belonging to 20 EEOC job categories. In almost every category, women make up at least 20 percent of the workforce (and more commonly a much greater percentage), but in three unique categories women are hardly employed at all (Figure 4):

- Operatives consist of 37 women of 417 total positions, or two percent.
- Supervising Crafts personnel include 4 women out of 211 positions, or two percent.
- Crafts personnel include 20 women out of 1,251 positions, also two percent.

Operatives classifications are generally concerned with operating heavy machinery, vehicles, and computers, while the various crafts positions are what are typically referred to as Building Trades positions. (Most crafts positions are represented by the LA/OC Building Trades Union, though some are represented by AFSCME, SEIU, and others.) There is also considerable improvement to be made in Crafts positions when we consider ethnicity. Specifically, Asian and African-American personnel are far under-represented when compared to Hispanic and White workers in the same category (Figure 5).

Figure 4. Gender Representation by EEOC Category

Job Category	Total	Male	% Male	Female	% Female
Crafts	1,251	1,231	98%	20	2%
Supervising Crafts	211	207	98%	4	2%
Operatives	417	380	91%	37	9%
Supervising Protective & Regulatory	3,190	2,607	82%	583	18%
Supervising General Service	697	541	78%	156	22%
Protective & Regulatory	15,701	12,042	77%	3659	23%
Supervising Operatives	14	10	71%	4	29%
Supervising Technical	602	427	71%	175	29%
Technical	2,259	1,566	69%	693	31%
Executive Management	160	90	56%	70	44%
Mbr of Commissions, Appeals & Hearings	290	156	54%	134	46%
General Service	7,281	3,664	50%	3617	50%
Management	3,392	1,342	40%	2050	60%
Supervising Professional	3,506	1,287	37%	2219	63%
Supervising Paraprofessional	656	228	35%	428	65%
Supervisory Administrative Staff	828	270	33%	558	67%
Administrative Staff	4,897	1,549	32%	3348	68%
Professional	23,264	7,209	31%	16055	69%
Paraprofessional	7,891	2,333	30%	5558	70%
Supervisory Clerical	2,435	577	24%	1858	76%
Clerical	22,338	4,311	19%	18027	81%
Total	101,280	42,027	41%	59,253	59%

Figure 5 Ethnic Representation by EEOC Job Category

Job Category	Total Employees	% Asian	% Black	% Hispanic	% White
Professional	23,264	30%	18%	27%	25%
Clerical	22,339	17%	23%	44%	15%
Protective & Regulatory	15,701	8%	11%	43%	38%
Paraprofessional	7,891	23%	22%	40%	15%
General Service	7,281	9%	30%	48%	12%
Administrative Staff	4,897	25%	18%	37%	19%
Supervising Professional	3,506	30%	18%	26%	26%
Management	3,392	17%	20%	33%	30%
Supervising Protective & Regulatory	3,190	8%	14%	30%	47%
Supervisory Clerical	2,435	14%	27%	45%	14%
Technical	2,259	40%	15%	27%	17%
Crafts	1,251	9%	11%	48%	31%
Supervisory Administrative Staff	828	24%	23%	27%	25%
Supervising General Service	697	8%	25%	43%	23%
Supervising Paraprofessional	656	16%	22%	40%	21%
Supervising Technical	602	48%	13%	18%	21%
Operatives	417	6%	21%	48%	26%
Mbr of Commissions, Appeals & Hearings	290	9%	19%	16%	55%
Supervising Crafts	211	9%	9%	35%	46%
Executive Management	160	6%	18%	20%	55%
Supervising Operatives	14	0%	21%	29%	50%
Total	101,281	19%	19%	37%	23%

APPENDIX F
COUNTY CONTRACTS AUDIT

County Service Contracts under Proposition A Executive Summary

Our purpose

This report presents findings from our audit of Proposition A contracts, Deliverable 4 in our strategic plan for County workforce development services addressing County government employment opportunities. The goal of the audit, as expressed in our Statement of Work, was to identify “occupations and skills that the County itself could perform instead of the current practice of awarding certain contracts to third parties.” We have carried out this work with a view toward the targeted hiring goals of our larger Strategic Plan for excellence in workforce development services, and so many of our recommendations prioritize County job classifications which are accessible to targeted hire populations.

Contracts reviewed

We reviewed records on 221 Proposition A contracts, including one agreement with a public agency, 41 held by 27 nonprofit organizations, and 179 held by 63 private firms. For 172 of the contracts, County departments saw a total annual expense of \$259,550,992 between 2016 and 2017, the largest amounts outlaid by the Sheriff’s department (\$69.4 million for three contracts) and DHS (\$69.3 million for 25 contracts). The department with the most contracts was DPR, with 66, at an annual total of \$20.7 million.

Data for 164 contracts revealed that the most outsourced classifications were in security services managed by the Sheriff’s department, with 29 percent, or 1,346¹ out of 4,624 County jobs, replaced by the private sector. DHS followed with 1,103 jobs contracted out, mainly in custodial and food services. Of the 1,752 outsourced Target Classification items, however, DHS, was first, with 752—or 43 percent—followed by ISD (316), DPW (227) and Probation (188). The Target Classifications with most items were Custodian (576 items), followed by Food Service Worker (228), Grounds Maintenance Worker I (177), and Intermediate Typist-Clerk (162).

Criteria

In addition to identifying those Target Classifications with sufficiently available items for a pilot program, we applied the following criteria in selecting the most apt classifications: To avoid potential challenges from insourcing positions the County may no longer have the capacity to manage directly, due to an erosion of skills, equipment or infrastructure from years of contracting to outside providers, we looked for items whose services are currently provided in a “**hybridized**” manner by both County employees and contractors. We also focused our attention on contracts whose services had no secondary goals, such as those of a **social-advocacy** nature that are part of the missions of community-based nonprofits uniquely qualified for the tasks. We gave less priority to work performed by vendors participating in the County’s **LSBE program**, given the Board’s stated desire to support small, local businesses. To better advance the County’s goal of creating good jobs, we also prioritized those without CBA exemptions.

¹ The 1,346 items were in three classifications: Security Officer, Sheriff (627 items); Security Assistant, Sheriff (582); and Deputy Sheriff, Bonus I (137). The total number of jobs outsourced by the Sheriff’s department was 1,482.

Recommendations

We make the following recommendations to the County:

- A. Beginning a process for insourcing the following four Target Classifications:
 - GAIN Services Worker – 188 items (DPSS),
 - Grounds Maintenance Worker I – 177 items (DPR, DPW, ISD and DHS),
 - Intermediate Typist-Clerk – 162 items (Probation and DPSS),
 - Custodian – 576 items (DHS and ISD), and
 - Food Service Worker – 228 items (DHS and Probation).

- B. Enacting changes to improve management of Proposition A contracts, by:
 - Creating a template for all cost analyses conducted across the departments to promote standardized practice and greater clarity
 - Requiring certain elements in the cost analysis template, including start-up costs, number of full-time positions outsourced per classification, the classification title and number, and a breakdown of the vendor's budget expenses in the performance of contracted services.

County Service Contracts under Proposition A

This report presents the findings from our audit of Proposition A contracts, Deliverable 4 in our strategic plan for County workforce development services addressing County government employment opportunities. Our goal is to identify insourcing opportunities to create permanent County jobs for the targeted population with barriers to employment.

In the summer of 2017, the County CEO provided WERC with records of over 7 thousand contracts entered into by the County. Our analysis began by noting that 221 of these contracts were marked Proposition A, the focus of this study.

Further data arriving from multiple sources over subsequent weeks revealed a trove of opportunities among outsourced services to consider for pilot programs. While most jobs contracted out under Proposition A appeared to require skills and qualifications not appropriate for the targeted population, hundreds of items with over two dozen job titles matched the characteristics associated with the Target Classification category. In total, of the 4,624 items we conservatively estimated to have been replaced by contracts active in 2017, a minimum of 1,752 jobs—about 38 percent—were in Target Classifications.

A total of 221 Proposition A contracts with 91 vendors, including:

- 1 contract with a public agency
- 41 contracts with 27 nonprofit vendors
- 32 contracts with 9 LSBE participants
- 17 contracts held by 8 vendors with a CBA exemption

Number of County jobs outsourced was 4,624, including 1,752 in Target Classifications.² The four Target Classifications with the most items are:³

- Custodian (576 items)
- Food Service Worker (228 items)
- Grounds Maintenance Worker I (177 items)
- Intermediate Typist-Clerk (162 items)

In the following sections, we state and discuss the criteria that guided this study, the sources of information reflected in this report, and brief discussions of the challenges we encountered in determining the accuracy, reliability, or completeness of the collected data. We explain our methods, and highlight critical questions that remain unanswered, despite our efforts.

Subsequently, we lay out our analysis of the data, illustrating how we arrived at the findings and conclusions that support the recommendations we make in the final part. The actions we recommend that the County undertake come in two sets, the first one relating to the jobs that ought to be

² Conservative estimate based on data from 164 contracts.

³ These figures represent data from 164 contracts, including those in Service Categories deprioritized for insourcing. The actual number of potential County jobs that would be created by Service Categories we recommend insourcing is smaller.

insourced, and the second one consisting of suggestions to improve its management of Proposition A contracts.

We discuss all our recommendations fully in the final section. However, they can be briefly described in this manner:

- A. Beginning a process for insourcing the following four Target Classifications:
 - GAIN Services Worker – 188 items (DPSS).
 - Grounds Maintenance Worker I – 177 items (DPR, DPW, ISD and DHS),
 - Intermediate Typist-Clerk – 162 items (Probation and DPSS),
 - Custodian – 576 items (DHS and ISD),
 - Food Service Worker – 228 items (DHS and Probation), and

- B. Enacting changes to improve management of Proposition A contracts, by:
 - Creating a template for all cost analyses conducted across the departments to promote standardized practice and greater clarity,
 - Requiring certain elements in the cost analysis template, including start-up costs, number of full-time positions outsourced per classification, the classification title and number, and a breakdown of the vendor's budget expenses in the performance of contracted services.

THE CRITERIA GUIDING OUR ANALYSIS

Our process for selecting the Target Classifications holding the most promise for a successful pilot program, among those currently outsourced under Proposition A, included prioritizing those services whose outsourcing is not meeting a secondary goal.

Below are the criteria we used:

1. **Large number of County jobs.** Those classifications with a quantity of outsourced jobs large enough to use in a pilot program, setting 75 items as a threshold.
2. **Hybridized provision.** We prioritized those Target Classifications that are only partially outsourced by the County. In such cases, we deemed it most likely that the County currently possesses the necessary skills, infrastructure or equipment for the successful execution of any newly insourced work.
3. **Advocacy and social services.** We removed from consideration contracted services with the purpose, whether solely or in part, of providing advocacy or social assistance by uniquely qualified community nonprofit organizations. Examples include agencies that “train and prepare relatives as resource foster care placements” for children; organizations providing “Benefits Advocacy Services to support the Board’s Homeless Strategies”; and those services contracted out as part of the Transitional Job Opportunity Preference Program.
4. **LSBE participants.** We also removed from consideration services currently provided by vendors participating in the County’s Local Small Business Enterprise (LSBE) Preferential Program, whose goals include encouraging and supporting locally owned small businesses, a County priority.
5. **CBA exemptions.** We excluded services currently provided under contracts that are exempt from Living Wage Ordinance rules due to the existence of a Collective Bargaining Agreement (CBA) guaranteeing key protections to subcontracted employees. We did not make a determination that such services are not appropriate for insourcing, but because their employees have a contractual mechanism for improving job standards and wages, we considered these a lower priority.

SOURCES, METHODS AND CAVEATS

Sources

As mentioned earlier, the County contracts spreadsheet received from the County CEO contained records on over 7 thousand County contract. We list below all sources used with a description of the information obtained, followed by a brief discussion of the challenges encountered with certain sources that limited their utility for this study.

County Contracts Spreadsheet This spreadsheet contained records on over 7 thousand contracts entered into by various County departments, each identified with a unique Reporting Code. Identifying information is also provided for each contract’s vendor, including its name, and whether it is a nonprofit, a public agency, a for-profit firm, and—among the latter—if it participates in the County’s LSBE program.

Other data in the spreadsheet was less reliable due to inconsistencies or a lack of clarity. Examples include data in the “Contract Maximum Value”, which often differed markedly from amounts indicated in the actual agreements, and a contract’s start and end dates, which also sometimes appeared inaccurate or out-of-date. This source also included little or no information about services rendered under a contract, or the number or types of jobs the County would have to fill in lieu of contracting out.

Cost Analyses Cost analyses submitted with proposed contracts were obtained and reviewed for 172 contracts from multiple sources.⁴ A principal purpose for this section in a proposed agreement is to indicate the “avoidable costs”—the cost to taxpayers if the County were to utilize its own employees to perform the work that could be contracted out—and the monies saved by contracting out.

Other details often found in cost analyses is a breakdown of these avoidable expenses, including labor costs, and the number and types of classifications being outsourced. When not found on the Board of Supervisors’ Statement of Proceedings webpage, cost analyses were furnished by the Auditor-Controller’s office and individual departments.

The cost analyses presented us with a crucial challenge with regards to the reliability of the reported “avoidable costs”, leading us to disregard this piece of data for the purposes of determining both the County’s would-be costs, if forgoing the option to outsource, and the savings associated with a contract. (See the full discussion in “Avoidable costs and savings” under “Caveats”.)

⁴ Cost analyses for only 172 contracts were obtained, 49 less than the 221 contracts listed in the CEO’s spreadsheet. However, all contracts were among those held by private firms, the segment of contract holders we focused our study on.

The number of jobs and classifications outsourced was found in 164 cost analyses, eight fewer than the 172 reviewed, given the analyses' differences in level of detail. Many also provided a breakdown of the estimated annual "avoidable costs", including the labor costs. Less frequently, the analyses included a similar breakdown of the vendor's projected costs.

Staffing Plans Staffing plans for 101 contracts were provided by individual departments for the purpose of identifying the number of subcontracted employees and related compensation.

As with the cost analyses, significant variation was found across staffing plans reviewed, limiting their utility for this study. A significant challenge was the different methods among department collecting staffing plans from vendors—like requiring a new monthly staffing plan for payroll purposes in some cases, while doing so only after a change in subcontracted personnel—reduced the insight gained from this source. Another challenge was many departments' acceptance of several-years' old (or "recycled") staffing plans previously submitted with older contracts, including some reporting wages below the legal minimum.

Contractor Alert Reporting Database The Contractor Alert Reporting Database (CARD) provided information on complaints and/or performance issues related to individual vendors.

We learned from the data in CARD the types of issues for which vendors are assessed during monitoring periods several weeks long. Much of this information was not directly relevant to our study, however.

Living Wage Program Annual Report, 2017 The Living Wage Program Annual Report, published in February 2017, was obtained from Yolanda Young at ISD. The report explained the department's work in monitoring vendors' compliance with the Living Wage Ordinance (LWO), and listed those contracts exempt from LWO rules.

We found that not all contracts with a CBA exemption were listed in the report, prompting us to inquire about this directly with department officials.

Communication With Key Personnel Communication via email and phone, and in-person conversations with key officials, including management and contracts personnel, at several departments managing Proposition A contracts provided insight into the development of cost analyses, the challenges of insourcing, the relationships with vendors, and whether they were CBA exempt. They helped clarify the cafeteria contracts difference.

On several occasions, officials we spoke to were able to easily provide answers to our questions (such as about the CBA exemptions), but not consistently.

Methods

We began by creating a database to centralize and manipulate information gathered from the original spreadsheet and cost analyses, and allowing us to see the classification titles and number of items outsourced by every contract. We also:

- Matched every classification title with a classification number.
- Marked every classification as being a Target Classification or non-Target Classification.
- Entered the number of outsourced items in each classification, as reported in cost analyses
 - When outsourced jobs were provided in number of hours instead of full-time positions, we calculated the number of items assuming 1,763 annual hours per job.
- Indicated whether a contract had a CBA exemption.
- Accounted for the vendors participating in the County's LSBE program.
- Estimated conservatively by rounding up only the total outsourced jobs in each classification.⁵
- Entered information from the CARD database to look for patterns in types of contracts or vendors with violations or other issues.
- Calculated the vendors' labor costs per number of subcontracted workers.

⁵ Since several cost analyses used decimal numbers when reporting the quantity of outsourced jobs (or provided a number of hours that was equivalent to a less than a whole number), we had the option of rounding upward every time we encountered a decimal number. This presented a challenge when the less-than-whole number provided was very low, however, in many cases as low as eight monthly hours. Preferring to err on the side of underestimating, rather than overestimating, the number of outsourced jobs, we resorted to round up only when reporting totals for each classification.

Caveats

Throughout this review, we worked to ensure the quality and accuracy of all information examined, and made determinations as to whether any data deemed insufficiently complete or reliable should be used, supplemented, or disregarded altogether. The following is a list of areas we encountered such questions, along with a brief discussion of actions we took to address them.

<p><u>Contract Value</u></p>	<p>Dollar figures in the “Contract Maximum Amount” column of the CEO’s spreadsheet, appearing to tell of a contract’s cost to the County—annually or over its multiyear duration—were frequently inconsistent with sums seen in the contract itself, and were ultimately disregarded. Instead, we relied on financial data in the 172 cost analyses we obtained to determine a contract’s cost.</p>
<p><u>Start and End Dates</u></p>	<p>It was difficult to determine the expected duration of a contract using the two sources for this data, the CEO’s spreadsheet and the contracts themselves. Although both the spreadsheet and the contracts included a “Start Date” and an “End Date”, contract language frequently made clear a department’s discretionary option to renew or discontinue an agreement after its initial period, as well as the possibility of extensions after the end of the renewal periods.</p>
<p><u>Jobs Replaced by Contract</u></p>	<p>To gain a sense of the number and types of jobs the County could make available through insourcing, we relied on the classification items listed in many of the cost analyses. Only 164 of the cost analyses obtained included this information, however.</p>
<p><u>Avoidable Costs & Savings</u></p>	<p>Several department officials expressed skepticism about the reliability of “avoidable costs” reported in contracts’ cost analyses⁶ (and, therefore, the expected savings to the County⁷), citing difficulties in accounting for all expenses associated with the delivery of services by County workers. Examples were costs related to overhead, supplies, equipment, and infrastructure, as well as salaries and benefits related to the additional management and administrative staff that would come with a larger County workforce.</p> <p>We also observed great variation in formatting, presentation, level of detail, clarity and recency across cost analyses from more than a dozen departments, contributing to the perspective that the reported avoidable costs and savings may lack accuracy.</p>

⁶ Say who (___ from DPW?)

⁷ Given that savings are simply the difference between avoidable costs and the cost of the contract.

Information that was not available

Information that remained entirely elusive, incomplete, or that we deemed questionable at the conclusion of this audit, include the following:

- County's actual avoidable costs and savings. Although every cost analysis reviewed provided dollar figures for the total annual expenses the County would incur if it were to forego the option to outsource, as well as the cost of the contract—the savings to the County budget being the difference between the two figures—we learned from several department officials that determining an accurate estimate of the "avoidable costs" is difficult and prone to errors. Officials at DPW, for example, expressed skepticism that any Proposition A contract stated realistic avoidable costs in its cost analysis, noting that it typically fails to account for the costs of supplies, equipment, overhead, infrastructure, and even the labor costs of additional administrative, management and payroll staff that would be required if the County grew its workforce to directly perform the services in question.
- Start-up costs. Related to the previous point, a handful of cost analyses we reviewed provided "start-up costs" as a separate item in the County's avoidable costs breakdown.
- No clear rule for contracting-in and how much this would cost the County.
- Reliable information on vendors' budget expenses or the number of subcontracted workers (and their wages) working on Proposition A contracts.
- Difficult to find information on the number of workers employed by vendors and compensation paid to them.

Overview of Contracted Services under Proposition A

The 221 Proposition A contracts active in 2017 were held by 91 vendors, according to the County data we reviewed. Significant diversity was noted among the vendors, however, in size, ownership, and location of headquarters, in addition to belonging to different industries.

Most of the vendors—63 in total—were described as for-profit firms, of which nine participated in the County’s Local Small Business Enterprise (LSBE) Preference Program.⁸ LSBE participants held 32 agreements, largely in Public Works Maintenance. We also found that 16 contracts held by business firms were exempt from Living Wage Ordinance rules on account of a Collective Bargaining Agreement.

Nonprofit organizations among the vendors totaled 27, and they held altogether 41 contracts. One was a public agency, the intergovernmental Antelope Valley Transit Authority, contracted by the Department of Public Works (DPW) to provide transit services in Lancaster and Palmdale.

Below is a breakdown of the vendors by type:

Type of Vendor	Number of Vendors	Number of Contracts
Intergovernmental agency	1	1
Nonprofit	27	41
Business firm	46*	130*
LSBE participant	9	33
CBA exempt	8	16
Overall	91	221

*Excludes those business firms that are reflected in the LSBE and CBA rows.

Business firms

Larger firms range from family-owned businesses based in Southern California to public corporations with a global presence, as well as both union and non-union employers. Workers enjoying the protections of a Collective Bargaining Agreement (CBA) were employed in service of 17 contracts held by eight employers, including some of the more valuable contracts executed by some of the larger companies.

Securitas and Allied Universal, for instance, two firms providing security for the Sheriff’s Department—representing over 90 percent of these jobs—operated under CBAs. As well, the tasks of 426 Custodians, nearly three quarters of the potential County jobs we have designated as Target Classifications, are currently carried out by a unionized workforce employed by Sodexo and Servicon.

The remaining 123 contracts belonged to 48 business firms that are neither participants in the LSBE program, nor parties to a CBA. We were unable to get access to seven of these contracts, but gained access to County classification information for 116 contracts belonging to 45 firms.

⁸ LSBE requirements consist of having a principal place of business within County borders for one year, employing no more than 100 workers, and grossing \$15 million or less over the past three years.

Nonprofits

Most nonprofit providers' contracts are managed by the Department of Children and Family Services.

Proposition A contracts with the nonprofit sector amounted to 41. These contracts can be broadly grouped into the following three subcategories:

- *Relative Support Services Demonstration Project agreements:* A total of 23 contracts, all awarded by the Department of Children and Family Services (DCFS) to 16 different Community-Based Organizations “to train and prepare relatives as resource foster care placements for court supervised and non-supervised children and Probation youth...”⁹
- *Benefits Advocacy agreements:* A total of 7 contracts, all awarded by DHS “for Benefits Advocacy Services to support the Board’s Homeless Strategies” to the same number of agencies specializing in wrap-around services for homeless individuals and families.¹⁰
- *Transitional Job Opportunity Preference Program agreements:* A total of 11 contracts managed by various departments with the twin objectives of providing necessary municipal services and, simultaneously, afford employment opportunities for individuals with access difficulties. Four agencies held these contracts:
 - Pride Industries One, Inc., a nationally known organization that trains and employs primarily disabled persons, and provides custodial services at ISD and Public Library facilities under six different agreements.
 - Goodwill Industries of Southern California, an internationally known organization that largely trains and employs primarily disabled persons, and provides custodial services for DPW.
 - Harbor Area Gang Alternatives Program, a small, local agency engaging at-risk youth, and provides graffiti abatement services for DPW.

⁹ <http://file.lacounty.gov/SDSInter/bos/supdocs/109790.pdf>

¹⁰ <http://file.lacounty.gov/SDSInter/bos/supdocs/111997.pdf>

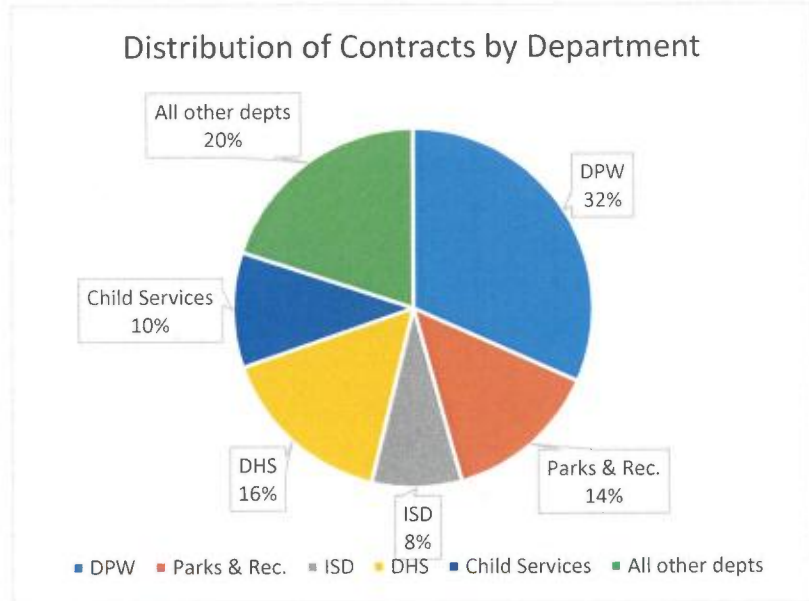
Contracts by Department

Sixteen County departments were identified as having outsourced services, but only five departments were responsible for 177 of the agreements, or 80 percent: DPW (70), DHS (35), DPR (31), CH (23) and ISD (18).

DPW, which has 70, or nearly a third of the contracts, also manages the one contract with a public agency—the intergovernmental Antelope Valley Transit Authority—contracted to provide transit services in Lancaster and Palmdale.

County Jobs Outsourced

All data on outsourced County jobs comes from 164 contracts held by 60 business firms, including LSBE participants and those with a CBA exemption.¹¹ The number of County employees that would have been needed in lieu of entering into these contracts is 4,624.



The table below is a breakdown of the contracts and vendors by type and number of items outsourced:

Type of Vendor	Number of Vendors	Number of Contracts	Target Classification Items	All Outsourced Items
Business firm*	44	115	994	2127
LSBE participant	9	33	114	179
CBA exempt	8	16	644	2318
Overall	60**	164	1752	4624

*Business firm that is not an LSBE participant, and does not have a CBA exemption.

**This figure is not the sum of the numbers above, which would be 61, given that one vendor (Securitas) is in two categories. The company is subject to a CBA with respect to only one of the two Proposition A contracts it holds.

Jobs outsourced by department

The Sheriff's Department outsourced the most jobs, according to data available on 164 contracts, a sum of 1,482—29 percent of the total known, 4,624—mainly in security services.¹² Only 9 of these positions were in Target Classifications, however.

¹¹ Altogether, 65 firms carried out work under the remaining 172 contracts managed by 13 County departments.

¹² The 1,346 items were in three classifications: Security Officer, Sheriff (627 items); Security Assistant, Sheriff (582); and Deputy Sheriff, Bonus I (137). The total number of jobs outsourced by the Sheriff's department was 1,482.

DHS, on the other hand, outsourced 1,103 jobs, mainly in custodial and food services. These included 752 items in Target Classifications (or 43 percent of the 1,752 TC jobs contracted out countywide), putting it in first place among departments. The following table lists the number of items in each department, as well as each position's average share of contract costs:

Together, these 116 contracts functioned in place of 2,131 County employees, including 997 in Target Classifications.

Data on outsourced County jobs were available for 164 contracts, revealing a minimum of 4,624 outsourced County jobs, including 1,752 in Target Classifications. We also obtained financial information related to these and eight more contracts active in 2017, totaling 172, for which the sum of annual fees paid by the County was \$259,550,992.

Departments	TC Items	Non-TC Items	Total Items	Contract cost per Item
Sheriff	9	1473	1482	\$46,800
DHS	752	351	1103	\$58,930
CEO	43	268	311	\$61,927
ISD	316	136	452	\$54,950
Public Works	226	50	276	\$55,017
DPSS	84	271	355	\$93,644
Probation	188	22	210	\$55,604
Parks & Rec	78	84	162	\$35,529
Beaches & Harbors	42	25	67	\$33,037
Fire Dept		30	30	\$22,222
Child Support		54	54	\$49,054
Public Library	15	7	22	\$53,035
Treasurer-Tax Collector		2	2	\$81,081
Grand Total	1752	2872	4624	\$55,191*

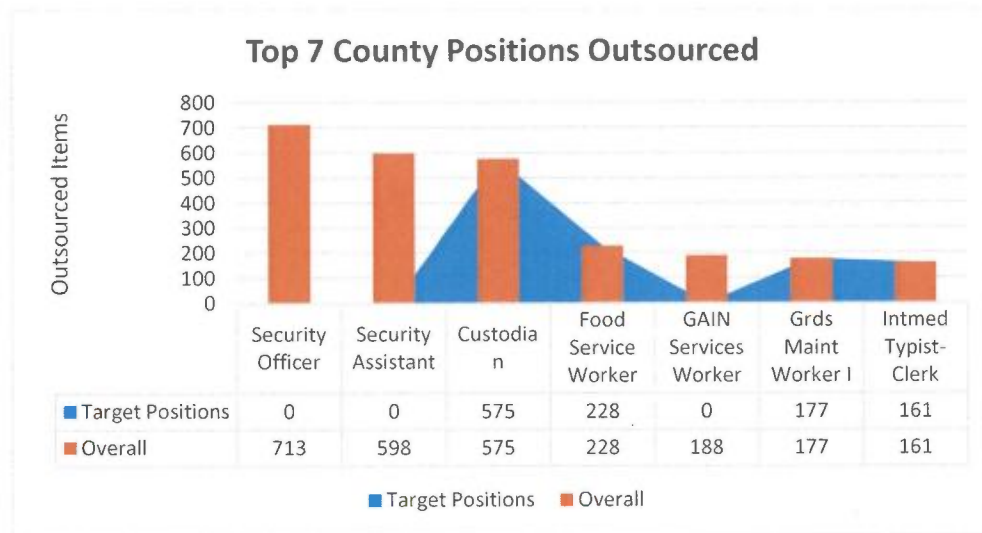
*Contract cost per outsourced item.

Outsourced Jobs by Classification

The two classifications most outsourced—Security Officer and Security Assistant, with 714 and 598 items, respectively—have requirements that put them beyond the parameters of the pilot program. Four of the top seven most outsourced jobs, however, were Target Classifications: Custodian, Food Service Worker, Grounds Maintenance Worker I, and Intermediate Typist-Clerk.

The following table lists the top seven most outsourced jobs and the managing departments:

Positions Outsourced	Target Classifications?	Overall	Main Departments
Security Officer	No	714	Sheriff (88%), DPW (6%)
Security Assistant	No	598	Sheriff (97%)
Custodian	Yes	576	DHS (69%), ISD (30%)
Food Service Worker	Yes	228	DHS (83%), Probation (17%)
GAIN Services Worker	No	188	DPSS (100%)
Grounds Maintenance Worker I	Yes	177	DPW (38%), DPR (33%)
Intermediate Typist-Clerk	Yes	161	Probation (73%), DPSS (20%)



Contracts vary widely in costs and jobs

The County’s annual expense in contract fees totaled \$259,550,992 between 2016 and 2017, among the 172 agreements for which financial data was available.¹³ The Sheriff’s department saw the largest annual outlays in contract fees, with a total of \$69.4 million. The three deals, with costs ranging from \$15 million for fleet maintenance to \$27.2 million for security services, were also the most expensive found.

DHS paid the second largest total in contract fees, at \$69.3 million for 25 contracts¹⁴—averaging \$2.8 million each—more than half going toward three custodial services.

The department with the most contracts, however, was DPW, with 66,¹⁵ at an annual total of \$20.7 million (averaging just over \$300,000 each).

The charts below show the distribution of contract outlays:

Contract Costs Per Department (in millions of dollars)			
Departments	# of Contracts	Total Contract Cost	Average Contract Cost
SH	3	69.4	23.1
HS	25	69.3	2.8
AO	5	29.1	5.8
IS	17	27.9	1.6
PW	66	20.6	0.3
SS	3	19.5	6.5
PB	9	11.7	1.3
PK	31	5.7	0.2
BH	3	2.2	0.7
FR	2	1.5	0.8
CD	2	1.3	0.7
PL	5	1.1	0.2
TT	1	0.2	0.2
Grand Total	172	\$259.6	\$1.5 million

¹³ All 172 contracts for which contract fees information was available were held by private firms.

¹⁴ DHS managed 35 contracts, but fees data was only available for 25.

¹⁵ DPW managed 70 contracts, but fees data was only available for 66.

RECOMMENDATIONS

Two sets of recommendations are borne out of this report. The first, and more important, set relates to the actions we believe the County should consider for the successful creation of the workforce development pilot program that served as the primary motive for this audit. The second set of suggestions, stemming from our observations, challenges and overall experience during the execution of this review, relates to the manner in which Proposition A contracts may be better managed.

A. Five Classifications the County Should Insource

As discussed elsewhere, we created the Target Classification category for those jobs with relatively low entry requirements that would serve well in a program designed to create opportunities for target communities. In identifying services and classifications apt for the program, we were guided by criteria that prioritized the existence of certain characteristics of outsourced jobs, including:

- i. Prioritize classifications with at least 75 outsourced items.
- ii. Prioritize jobs that are part of services delivered in a “hybridized” manner.
- iii. De-prioritize jobs whose outsourcing is designed to meet secondary goals, such as in social and advocacy services.
- iv. De-prioritize work contracted out to LSBE participants.
- v. De-prioritize work currently being performed under contracts with CBA exemptions.

We found that there are four Target Classifications with at least 75 items outsourced under Proposition A, all among the seven classifications outsourced in the largest quantities. We have added a fifth classification, however—GAIN Services Worker, which is not among those targeted—to the list of jobs we recommend insourcing, for reasons explained below.

The table below shows each classification, its Classification Group, the overseeing departments, and the number of items in each.

Classification Titles & Number	Classification Group	Departments	# of Items
GAIN Services Worker (9165)	Welfare Assistant	DPSS	188
Grounds Maintenance Worker I (0352)	Park Maintenance & Gardening	Several, including: DPR, DPW, ISD and DHS	177
Intermediate Typist-Clerk (2214)	Typist Clerical	Probation and DPSS	162
Custodian (6774)	Custodial	DHS and ISD	576
Food Service Worker (6411)	Food Service Worker	DHS and Probation	228

GAINS Services Worker

There were at least 188 items outsourced under the classification of GAINS Services Worker, all replaced Maximus Human Services, Inc. While it does not meet the definition of a Target Classification, given the higher level of qualifications required of applicants for the job, we found other characteristics that make it an attractive option for inclusion in the pilot program.

- A minimum of 188 items in this classification are outsourced under Proposition A, which is a quantity far above the 75-minimum threshold we set as large enough to present opportunities.
- The GAIN Services Worker’s services are currently delivered by the County in a “hybridized” manner, given that DPSS directly employs 957 workers—five times as many as outsourced—with the same job title. Contracting this classification, then, is less likely to present challenges related to a lack of skills or expertise, and should imply only a minimal impact in terms of “start-up” costs or investments.

Food Service Workers

Food Service Workers made up at least 228 of items contracted out to Morrison Management Specialists, Inc. by DHS (189 items) and Probation (39). Moreover, contracts covering this job also replace items in related classifications, several of which are in the Target Classification category as well, despite being too few in quantity by themselves to meet our threshold, as detailed below.

- A minimum of 228 items in this classification are outsourced under Proposition A, which is above the 75-minimum threshold we set as large enough to present opportunities.
- The contracts replacing at least 228 items in this classification are also replacing at least 98 other items in related Target Classifications (such as Cooks, Assistant Cooks, at Dietitians), for a total of 326.

Intermediate Typist-Clerk

Items in this classification are outsourced by multiple departments, but mainly Probation (77 percent) and DPSS (20 percent). Contracts replacing this classification are held mainly by AppleOne (managed by Probation), while subcontracted workers in this role at DPSS are replaced by the same Maximus contract that replaces the GAIN Services Worker.

- A minimum of 162 items in this classification are outsourced under Proposition A, which is above the 75-minimum threshold we set as large enough to present opportunities
- The Intermediate Typist-Clerk’s services are currently provided in a “hybridized” manner, with various County departments directly employing 3,518 workers with this job title. Contracting this classification, then, is less likely to present challenges related to a lack of skills or expertise, and should imply only a minimal impact in terms of “start-up” costs or investments.

Grounds Maintenance Worker I

Sixteen different vendors replace the County jobs in this classification. While four of these firms are LSBE participants—whose services we set aside when searching for insourcing opportunities—their contracts replace only about 26 items, out of a minimum of 177. About 43 percent of the items are overseen by DPW, while Parks and Recreation, ISD, and DHS manage the agreements replacing most of the rest.

- A at least 151 items in this classification are contracted out to a dozen (non-LSBE) firms, twice the threshold quantity set for insourcing.
- Work performed by the Grounds Maintenance Worker I is also in the “hybridized” group of services provided by the County, given its direct employment of 202 workers in this classification.

Custodians

Nearly all Custodian items are outsourced by DHS and ISD, for a grand total of 576. While most of these are performed under contracts subject to a CBA, a subcategory we prefer to de-prioritize, the remaining items are at least 148, of which ISD oversees 145, and most of which are replaced DMS Facility Services, Inc.

- At least 151 items in this classification are contracted out to a dozen (non-LSBE) firms, twice the threshold quantity set for insourcing.
- Work performed by the Custodian is “hybridized” in its provision by the County, given its direct employment of 602 workers in this classification.

B. How the County May Improve Management of Proposition A Contracts

During this study, several challenges were encountered in the quest to find answers to all our questions, and verify the accuracy and completeness of all information gathered. In the best-case scenarios, these difficulties led to delays, while in the worst cases we had to proceed without answers. It is our view that the following recommendations will improve not only the efficacy of future inquiries into Proposition A contracts, but also the County’s overall understanding of the Proposition A universe.

We recommend the County undertake the following actions:

- i. Create a template for all cost analyses conducted across the departments to promote a uniform methodology for the determination of a proposed contract’s cost-effectiveness, thereby ensuring greater clarity and a straightforward interpretation by persons who may not be directly familiar with the department’s contracts.
- ii. Make mandatory the inclusion of the following elements in the template:
 - a. The exact estimated quantity of full-time County positions per classification that would be required if the work were performed in-house.
 - i. Quantities of items should be reported in whole numbers reflecting the full-time positions with 1764 annual productive working hours.
 - b. The classification title and number of each position outsourced.
 - c. The estimated “start-up” costs, or those expenses in the form of initial investments to be incurred if the County were to insource the services in question.
 - d. A breakdown of the vendor’s budget expenses in the performance of contracted services, including an itemization of the number of positions the vendor expects to fill,

the number of annual productive working hours per position, overhead, supplies, profits, and any other indirect costs.

- iii. Create a template for all staffing plans reporting the number of persons performing contracted services, the number of hours per person spent performing the contracted services, and the wages and other compensation paid to each worker.

APPENDIX G

**DELIVERABLE 5: PROPOSALS FOR IMPROVED
PRE-EMPLOYMENT TRAINING AND SUPPORT SERVICES**

A proposal to improve pre-employment training and support services must address the complexity of barriers to employment that job seekers face in the current economy, and present a new approach to the persistence of high unemployment in particular communities. Addressing “barriers to employment” includes populations such as veterans and transition-age youth (TAY) where funding has been more abundant, but is defined more broadly.

In the past year a number of reports, convenings and webinars by government, policy, and community-based organizations have shared best practices and ideas for addressing barriers to

The definition of “Individual with a barrier to employment” means a member of one or more of the following populations: • displaced homemakers; • low-income individuals; • Indians, Alaska Natives, and Native Hawaiians; • individuals with disabilities, including youth; • older individuals; • ex-offenders; • homeless individuals or homeless children and youths; • youth who are in or have aged out of the foster care system. • individuals who are English language learners, individuals who have low levels of literacy, and individuals facing substantial cultural barriers; • eligible migrant and seasonal farm workers; • individuals within two years of exhausting lifetime eligibility for Temporary Assistance to Needy Families (TANF, or welfare); • single parents, including single pregnant women; • long-term unemployed individuals; • other groups, as determined by the Governor.

employment, including a look at trauma-informed support services.¹ California Assembly Bill 1111, the “Removing Barriers to Employment Act: Breaking Barriers to Employment Initiative,” which was signed by the Governor on October 15, 2017, seeks to provide further resources to address barriers to employment, pending funding for this mandate in state’s Fiscal Year 2018-19 budget.

What we have learned from our own experience in Los Angeles County is that a high quality approach to pre-employment training and support services is one that is adapted to the target population and builds in culturally competent, trauma-informed services to support the whole person who is seeking training and employment. This includes a number of additional services that in some cases could be provided through a partnership of County departments and some high performing non-profit community partners.

Current Status of Pre-Employment Training and Support Services in LA County

In Los Angeles County, many public and private workforce development organizations provide pre-employment and support services, in addition to job exposure, internship, and student worker programs provided within the County, as described in WERC’s Environmental Scan of current practices. They include some of the basic components of high quality pre-employment training and support services, which are worth recognizing prior to presenting our own proposals for improved services.

¹ Text of AB 1111: https://leginfo.ca.gov/faces/billTextClient.xhtml?bill_id=201720180AB1111

- <http://nationalinitiatives.issuelab.org/resource/implementing-wioa-for-individuals-facing-barriers-to-employment-lessons-learned-strategies-for-the-future-slides.html>
- <http://nationalinitiatives.issuelab.org/resource/it-takes-a-community-ensuring-wioa-planning-and-implementation-lead-to-greater-economic-opportunity-for-adults-and-youth-facing-chronic-unemployment.html>

Basic Wraparound Services in the American Job Centers of California

The goal of the network of American Job Centers of California (AJCCs) in the County of Los Angeles is primarily linking job seekers to employment. Workforce Innovation and Opportunity Act (WIOA) funds are allotted to seven Workforce Development Boards located throughout Los Angeles County who sub-contract to approximately 30 non- and for-profit AJCCs. If not able to readily find employment opportunities for clients, AJCCs can provide what are known as “intensive” or “wraparound” services. The scope and quality of these services vary among the different AJCCs but the intention is to improve both performance in the hiring process, and financial supports for transportation, uniforms and tools, and other resources.

- Clients may attend online and in-person workshops on job matching, resume writing, interview skills.
- Clients may take standardized tests for basic reading/writing comprehension or math skills.
- Some clients will qualify for bus/gas cards, and vouchers for uniforms and tools.
- Others will qualify for training services, and can receive vouchers for tuition costs with vendors who are on the I-Train list of eligible trainers.
- In addition, some AJCCs may offer workshops with motivational speakers, and representatives from hiring employers about specific job opportunities and how to apply and succeed.



In most cases, except for veterans and TAY, these services are not customized to specific populations with barriers to employment. Many of the job placement and training programs are for low wage entry-level positions without health care benefits.

Local Models with Higher Quality Pre-Employment Training and Support Services

1. *Partnerships between local private industry partners and the community colleges for specific high growth economic sectors such as healthcare and construction:*
 - The Los Angeles Chamber of Commerce has developed a 7.5-unit credential for the healthcare industry with the Los Angeles Community College District known as Health Science Foundation Credential (HSFC). This pre-employment course of study is designed to help students decide on a pathway to a health care career. It could be argued that community college students do not have barriers to employment, but there is growing evidence regarding the number of students who are homeless, do not complete, and do not

attain good jobs as a result of their college degree.² The HSFC is broken down into four short courses ranging from 36-72 hours per course. Topics include:

- Fundamentals for the Health Care Professional (45 hours)
 - Basic Medical Terminology, Pathophysiology and Pharmacology (36 hours)
 - Cultural and Legal Topics (36 hours)
 - Skill Set (72 hours)
- Over the last three years, the California Labor Federation’s division of Workforce and Economic Development Program (WED) has partnered with the State Building & Construction Trades Council of California, local Building Trades Councils (BTCs), and joint apprenticeship training programs, resulting in an expansion of the National Association of Building Trades Unions’ Multi-Craft Core Curriculum (MC3) pre-apprenticeship construction program. The MC3 is a recognized pre-employment program for apprenticeship preparation throughout the state. Successful MC3 programs can serve as potential leverage for Project Labor Agreements (PLAs).
 - The LA County Federation of Labor (County Fed) is partnering with the Anti-Recidivism Coalition (ARC), LA Trade-Tech College (LATTTC), and local BTC on an introductory 12-week program to the building trades, using the MC3 curriculum. The County Fed and ARC recruit participants who have been incarcerated, and offer an eight-week hands-on introduction to the different building trades at LATTTC. Participants also receive four weeks of job readiness, coaching, and life skills with facilitators from ARC and the County Fed. The goal is to place successful completers in apprenticeship construction positions with contractors on LA City and LA Metro construction projects.
2. *Non-profit or faith-based organizations providing pre-employment services to communities where they are deeply connected:*
- Women in Non-Traditional Employment Roles (WINTER) prepares women, many with criminal justice backgrounds, for construction trade apprenticeship programs.
 - Esperanza Community Housing Corporation prepares *promotoras de salud* (community health workers) for community-based advocacy.
 - Homeless Health Care LA prepares community health and street workers to prevent overdose and assist with housing for homeless residents.
 - Homeboy Industries prepares former gang members for jobs in the culinary industry and other opportunities, as part of their faith-based recovery model.
3. *Labor/Management Training Partnership – The Hospitality Training Academy*

The Hospitality Training Academy (HTA) is a 501(c)(3) non-profit institution and a labor/management partnership that provides benefits to both the UNITE HERE Local 11

² <https://www.communitycollegereview.com/blog/new-study-70-of-california-community-college-students-fail;>
<http://www.latimes.com/local/lanow/la-me-ln-homeless-community-college-20170628-story.html>

labor union and its more than 140 employers, including hotels, airport concession companies, large event and sports venues, private universities, theme parks, restaurants, food service companies, corporate cafeterias, convention centers, and casinos. The HTA offers new and incumbent workers with the tools to succeed in Los Angeles' vital, high-growth hospitality industry, and provides training to place participants into a job and then move the workers up the career ladder. The HTA has Federal WIOA, State, County, and City funding to work with low-income jobseekers to assist with resumes, mock-interviewing, job skill training, and then provide participants a pipeline into a hospitality job with a union, good wages, and benefits.

Each of these models has components that inform our own proposals for improved pre-employment training and support services:

- Wraparound services that provide transportation, work clothing, tuition vouchers, etc.
- Contextualized pre-employment courses designed to prepare participants to succeed in technical training and choose the right career pathway.
- Community based or faith-based organizations that have deep knowledge and cultural affinity with the targeted population and can provide intensive case management.
- Employer partners who can identify the specific competencies and skills in the targeted entry-level positions, and can map career advancement opportunities.



Proposals for Improved Pre-Employment Training and Support Services

Trauma-Informed Support Services

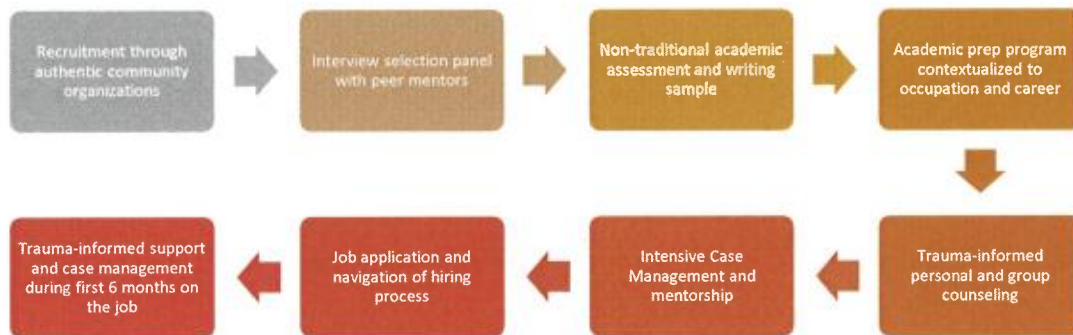
An important component of improved pre-employment training and support services is embedded in psycho-social support services, often called “trauma-informed” services.³ This approach is prevalent in the therapeutic, recovery, and adult- and worker-centered educational fields. There is a common set of values:

- Trust and peer support
- Past life experiences viewed as assets
- Clear boundaries and expectations

³ <https://nationalinitiatives.wordpress.com/2017/07/14/ideas-for-incorporating-trauma-informed-care-into-employment-services/>

- Non-judgmental acceptance
- Cultural affinity and respect
- Clear goals and objectives

These values, and practices such as motivational interviewing and communication skills are woven into the practice of supporting participants to be successful in reaching their educational and professional goals. Programs can operate as partnerships where culturally competent mental health professionals provide trauma-informed coaching and counseling within the pre-employment, and even post-employment program.



Principles to Address Structural and Human Resource Issues

- **Navigation:** Pre-employment services can fail if the participants do not clearly understand the occupational requirements and, in the case of County jobs, how to navigate the application process. This is especially true of people with barriers to employment, as evidenced by interviews with applicants, legal counsel, community organizations, and County department and DHR staff.
- **Accurate and current information:** Participants need the latest job specifications so that they can determine whether a job aligns with their interests and abilities. Clear qualifications and restrictions, time commitments, and expectations are also critical.
- **Non-traditional assessment of experience:** Previous life and educational experience and academic skills should be assessed in a non-biased manner, relying just on standardized tests, but also writing samples, interviews, counseling, and case management. Remediation of basic academic skills contextualized to the job could be a good precursor to the training program and a time when participants can make a final decision.
- **Transparent and predictable hiring process:** There must be a clearly defined hiring process with deadlines, wait times, and pre-hire requirements such as background checks and physicals, so that applicants can make arrangements to succeed.

- **Opportunities for apprenticeship and work-based learning:** It is important to provide defined on-the-job learning and mentorship opportunities to ensure an applicant is competent and a good match, prior to permanent hire.

Ten Critical Steps in a Model Pre-Employment Program

1. Engage employer partners before the program begins to specifically identify the job requirement, skills and competencies.
2. Develop a clear job description and qualifications, and an accessible, simple online application process.
3. Require commitments to time, attendance, punctuality, and professionalism.
4. Recruit targeted populations through authentic community organizations.
5. Conduct a fair interview and unbiased assessment of basic skills, such as math, writing, and reading comprehension.
6. Design a contextualized preparatory class to fill in gaps in academic skills and prepare students for studying, notetaking, and professionalism. Introduce them to the occupation with real life stories, speakers, and on the job exposure if possible.
7. Select and orient students based on the specific goals and objectives of the training program and require a signed agreement that clearly sets boundaries and expectations.
8. Identify tutors, coaches, and mentors who are peers and can build trusting relationships with the students.
9. Identify mental health counselors or therapists who can provide group and personal services to those who need it.
10. Provide wraparound services on a case by case basis, including assistance with housing, food access, transportation, work clothes and tools, childcare, and health and safety.