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Hilda L. Solis
Mark Ridley-Thomas
Sheila Kuehl
Janice Hahn
Kathryn Barger

COUNTY OF LOS ANGELES WORKFORCE DEVELOPMENT, AGING AND COMMUNITY SERVICES

3175 West Sixth Street • Los Angeles, CA 90020
Tel: 213-738-2600 • Fax: 213-487-0379



wdacs.lacounty.gov

Otto Solórzano
Acting Director

"Connecting communities and improving the lives of all generations"

April 16, 2019

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

FROM: Otto Solórzano
Acting Director

SUBJECT: **FEASIBILITY OF ESTABLISHING A JAIL-BASED JOB CENTER AT CENTURY REGIONAL DETENTION FACILITY (ITEM NO. 13, AGENDA OF OCTOBER 16, 2018)**

On October 16, 2018, the Board of Supervisors (Board) adopted a motion (Motion) by Supervisors Sheila Kuehl and Mark Ridley-Thomas directing the Department of Workforce Development, Aging and Community Services (WDACS), in partnership with the Sheriff (LASD), to collaborate with the Probation Department, the Department of Health Services (DHS), the Office of Diversion and Reentry (ODR), the Department of Public Health (DPH), the Department of Mental Health (DMH), the Department of Public Social Services (DPSS), and the Chief Executive Officer (CEO) (together the "JBJC Workgroup"), to prepare a report within 90 days that evaluates the feasibility of establishing a Jail-Based Job Center (JBJC) at the Century Regional Detention Facility (CRDF), otherwise known as the women's jail.

Specifically, the Motion directed WDACS and named departments to complete a feasibility assessment, including the following elements: (1) a referral directory of all resources the County can provide to the women at CRDF, both while they are incarcerated, and after release from County jail; (2) a proposal for a comprehensive, trauma-informed and gender responsive workforce development program that prepares inmates before their release from incarceration to succeed in the workforce, and that connects women to career pathway employment after release; (3) a proposed curricula and tailored services for specific career pathways in growth industries in the region; (3) identified stakeholders and a proposal for a high road partnership model to place the

reentry population into vacant and available jobs upon completion of training; (4) proposed metrics to evaluate the outcomes of the program; and (5) resources available to support the JBJC.

On January 16, 2019, WDACS and partner departments submitted an initial report back to the Board, which included a referral directory of services. This report responds to the remaining elements of the motion and includes a proposal to establish a JBJC at CRDF as a two-year pilot program.

EXECUTIVE SUMMARY OF RECOMMENDATIONS

WDACS and partner departments recommend a limited-scope JBJC at CRDF that will provide all inmates access to information on workforce and other County services. The proposed JBJC will provide tiered workforce services and specialized training in high growth industries to inmates deemed eligible, based on their expected length of stay at CRDF, personal needs and career interests.

We considered several factors in determining the feasibility of implementing a JBJC at CRDF. First, there are significant limitations to the capacity of the existing CRDF facility and other jails with respect to implementing workforce programming. Although many academic and vocational training opportunities exist at CRDF, coordinated and comprehensive workforce services are currently lacking, due to challenges including: limited classroom and facility space, aging infrastructure, prioritization of mental health and/or substance use treatment needs, and the limited time served by most inmates. Whereas prison populations are sentenced to terms that allow for longer, more comprehensive programming, County jails are home to a dynamic population with significant inmate movement. As jails were never intended to house inmates for extended periods of time, most are not designed with space to facilitate training and education programs. These factors inhibit the feasibility and effectiveness of many employment-related training and programming options in the jails including at CRDF. Limited staffing adds additional complexities when managing these facilities and population factors.

Additionally, we reviewed lessons learned and evidence-based best practices from other local and national models. Further, WDACS reflected on its firsthand experience operating a JBJC at the Pitchess Detention Center (Pitchess JBJC), where a pilot commenced in November 2017, the various challenges encountered, and the opportunities for improvement. A successful JBJC will require: (1) reducing unplanned inmate movement and establishing coordinated releases; (2) providing access to wrap-around and supportive services including housing, mental health and case management post-release; and (3) developing stronger pre-and post-release connections to AJCCs and Community Based Organization (CBO) partners.

Based on those considerations, we propose a JBJC that would provide a two-pronged approach to improving workforce development services at CRDF. The first level of services would consist of an outreach and referral service that offers an overview of career and workforce services available inside CRDF and post-release, which would be made available to anyone at CRDF who elects to attend. The second level of services would include a comprehensive two-tier training model with case management available to sentenced women with sufficient time remaining to complete the programming. The full proposal for a comprehensive workforce development program and curriculum at CRDF is provided in Attachment A to this report.

Tier	Eligible Participants	Programming
Tier 1: Basic Professional Development	<ul style="list-style-type: none"> • 30 days or more remaining in sentence • Interested in programming • Have completed eligibility assessment • Not in mental health housing 	<ul style="list-style-type: none"> • Soft skills training: introduction to world of work • Resume creation • Professional development • Case management
Tier 2: Career Pathway Training	<ul style="list-style-type: none"> • 90 days or more remaining in sentence • Interest in career in one of designated sectors • Not in mental health housing 	Industry-specific training and coordinated job-placement in high growth sectors of: <ul style="list-style-type: none"> • Culinary (<i>recommended</i>) • Construction (<i>under consideration</i>) • Technology (<i>under consideration</i>)

To improve the efficacy of the workforce programming, the JBJC will also provide enhanced delivery of wrap-around and supportive services through improved alignment and coordination with County departments and other CBO partners. Additional details regarding program design and eligibility criteria is provided in Attachment B to this report.

ADDITIONAL CONSIDERATIONS

The Board directed WDACS and the Sheriff to explore the possibility of providing career pathway programming for culinary arts, construction and technology. These high-growth sectors are indeed ripe for inmate programming as they do not have prohibitive licensing requirements and significant barriers to justice-involved individuals. However, based on space, technology and other constraints, the Workgroup is recommending that the Tier 2 pilot is focused on expanding and strengthening culinary arts programming. Additional analysis is required to ascertain whether either construction or technology training can be effectively implemented at CRDF.

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CONCLUSION

Thank you for the opportunity to put forth a proposal for a JBJC at Century Regional Detention Facility. We appreciate the collaboration among various partners in developing this Report.

Should you have any questions, please contact me directly, or your staff may contact Caroline Torosis, Economic and Business Development Division, at (213) 738-4239 or ctorosis@wdacs.lacounty.gov.

OS:JP:CMT
JRC:rkl

Attachments

c: Executive Office, Board of Supervisors
Chief Executive Office
Diversion and Reentry
Health Services
Mental Health
Probation
Public Health
Public Social Services
Sheriff
Women and Girls Initiative

PROPOSAL FOR A COMPREHENSIVE WORKFORCE DEVELOPMENT PROGRAM AND CURRICULUM AT CRDF

In developing this proposal for a workforce development program and curricula, WDACS, LASD and the named departments (JBJC Workgroup), engaged a diverse group of stakeholders to discuss best practices and seek input for implementing a job center at CRDF. Stakeholders included several internal and external partners, community-based organizations (CBO), unions, and businesses. The Los Angeles Regional Reentry Partnership (LARRP) and the Community Action Partnership (CAP), were instrumental in helping facilitate insightful discussions that informed this proposal. Additionally, WDACS surveyed multiple reentry and women-focused CBOs and leveraged existing relationships to facilitate meetings to gather input on services most critical to a successful jail-based job center. In total, input was sought from over 50 organizations to ensure the proposal was informed by subject matter experts throughout the County.

The program design and recommendations are also based on extensive research of national evidence-based best practices, in particular the Department of Labor's Linking to Employment Activities Pre-Release (LEAP) pilots from 2015-18¹, and lessons learned from the County's current JBJC at Pitchess Detention Facility, which commenced operations in November 2017, and has served 195 inmates to date. The CRDF JBJC will need to provide for coordinated released, increase wrap-around services from trusted community organizations, and mentorship pre- and post-release in order to ensure success.

A. PROPOSED JAIL-BASED JOB CENTER PROGRAMS AND SERVICES

The JBJC Workgroup recommends a limited-scope JBJC at CRDF that will provide all inmates access to information on workforce and other County services, and tiered workforce services and specialized training, initially focused on the high-growth culinary arts industry, to inmates deemed eligible based on their expected length of stay at CRDF, personal needs and career interests.

1. Outreach and Referral Services

The JBJC staff will offer routine presentations on available workforce development services across the County. These presentations will be open to all interested women at CRDF and will include an overview of programming options available in jail, reentry job seeker assistance programs available post-release (including services offered by the public workforce system throughout the County at the America's Job Centers of California (AJCC)), and gender-responsive and trauma-informed supportive services offered by County departments and partners.

¹ <https://www.dol.gov/asp/evaluation/completed-studies/LEAP-Compendium.pdf>

The outreach and referral service will increase awareness of existing resources and create a pipeline of participants interested in pursuing the two tiers of programming: Basic Professional Development and Career Pathway Training. Following the presentations, JBJC staff will provide referral information and eligibility screening for interested women. The comprehensive eligibility assessment for participation in the two tiers of JBJC programming will consider factors such as length of stay, education level, mental health status, substance use disorders, and other risks/needs.

2. Tier 1 Program: Basic Professional Development

The Tier 1 Program will be available to women in CRDF who have at least 30 days remaining on their sentence, have expressed interest in participating at the outreach presentation, have completed the eligibility assessment, and who are not currently in mental health housing. This level one programming provides professional development and training, including:

- Job readiness (interviewing, communication, social skills, time management, organization, and problem solving)
- Computer skills (Microsoft Word, Excel, PowerPoint and Outlook)
- Accredited Customer Service Representative certification
- Gender-responsive and trauma-informed case management: one-on-one evaluation and development of a job readiness portfolio complete with a resume; cover letter sample; and action plan that identifies the individuals career/job interests, training/certification needs, and additional job assistance upon release

This programming will provide women with basic work readiness and a plan for how they will translate these basic skills into a career pathway upon release. The Tier 1 program is highly feasible within existing constraints at CRDF as it could be implemented within existing facility space. However, guaranteeing computer access could be a challenge and the intensive case management would require a significant investment of personnel resources.

3. Tier 2 Programs: Career Pathway Training in Culinary, Construction and Technology

The Tier 2 programs will be available to women at CRDF who have at least 90 days remaining on their sentence, have completed or are concurrently participating in Tier 1, and have expressed interest in pursuing a career path in one of the three identified sectors of Culinary Arts, Construction and Technology. Tier 2 provides a unique opportunity for participants to obtain employer-recognized certifications and advanced professional development.

With the concrete industry-recognized skills participants will gain, exposure to employers in the sector, and job placement assistance upon release through a warm hand-off to their local AJCC with continued case management, service navigation and peer support. Women who complete the Tier 2 program will be poised to enter a career pathway that will help them avoid recidivism and provide for themselves and their families.

The design for each high growth programming is outlined herein. It is the JBJC Workgroup’s recommendation that, should the Board direct us, to proceed with career pathway programming, that we prioritize career pathways programming in the Culinary sector as most viable.

Culinary Arts

There is currently a culinary training program at CRDF that is popular but not comprehensive. The existence of a current training program with dedicated space, staffing, and safety protocols makes the expansion and improvement of this offering highly feasible. The JBJC will leverage the existing program and enhance employment outcomes for inmates interested in culinary arts by ensuring program participants receive industry-recognized certificates to leverage at release, and are connected pre-release to employment partners.

Curriculum Recommendation	Program Recommendation	Promising High-Road Partnerships	Challenges
<ul style="list-style-type: none"> • Food handlers' certificate • Culinary arts certificate 	<ul style="list-style-type: none"> • Expand participation and program comprehensiveness • Connect women to additional programs and high road partners post release for those unable to get into class 	<ul style="list-style-type: none"> • St. Joseph Center • Hospitality Training Academy • Community College Culinary Programs 	<ul style="list-style-type: none"> • Current space only accommodates 12 participants • High-demand course with waitlist

Construction

Construction remains a high growth industry yet faces a shortage of skilled labor, implicating career pathways in construction an attractive option for targeted workers with barriers to employment. There are currently no construction related offerings at CRDF. WDACS recommends offering program participants the Multi-Craft Core (MC3) certification to promote union career pathways in the construction trades. Given the time, space, and security limitations at CRDF, WDACS and LASD will need to continue to explore the feasibility of providing MC3 training within the jail.

Curriculum Recommendation	Program Recommendation	Promising High-Road Partnerships	Challenges
<ul style="list-style-type: none"> MC3 Curriculum 	<ul style="list-style-type: none"> Continue to explore feasibility of MC3 training in CRDF and provide referrals to potential partners post release 	<ul style="list-style-type: none"> Women In Non-traditional Employment Roles (WINTER) Flintridge Center LA/OC Building Trades Los Angeles Trade-Tech College (LATTC) Anti-Recidivism Coalition (ARC) 	<ul style="list-style-type: none"> Space Security Timing (120 Hours) Costly

Technology

There are currently no specialized training programs for technology careers at CRDF. Within the technology sector, coding and digital media skills are in high demand and do not require higher education for entry level jobs, making this career pathway well suited for our target populations. The biggest barriers to feasibility of a technology program are the current lack of computer infrastructure, purchasing equipment, and security concerns at CRDF.

Curriculum Recommendation	Program Recommendation	Promising Partnerships	Potential Employer Partners	Challenges
<ul style="list-style-type: none"> Basic Coding Digital Media Ensure industry-recognized stacked credentials and certificates are available 	<ul style="list-style-type: none"> Continue to explore feasibility of technical training in CRDF and provide referrals to potential partners post release 	<ul style="list-style-type: none"> Chamber of Los Angeles–Bixel Exchange St. Joseph Center The Last Mile 	<ul style="list-style-type: none"> Chamber of Los Angeles-Bixel Exchange Program 	<ul style="list-style-type: none"> Internet access and security Infrastructure, space Instructors Access to computers and software

4. Case Management and Supportive Services

Access to supportive services such as housing, public assistance, counseling, and family reunification are crucial towards reducing recidivism and improving outcomes. As such, the JBJC program is structured to not only increase the awareness of existing supportive services available through County departments and CBOs, but also to provide program participants with access to case management. Dedicated case managers will work with Tier 1 and Tier 2 participants inside CRDF to provide warm hand-offs to County and CBO services post release, including to housing resources such as LAHSA. As learned through operating the JBJC at Pitchess, it is very important to connect participants with external service providers while on the inside to build a trusting relationship and increase the likelihood of participant follow-through.

5. High-Roads Partnership Model

Success of the JBJC is predicated on an integrated and coordinated pre and post release service delivery model across several partners, including JBJC staff that provide outreach and Tier 1 workforce services, industry-specific training providers that offer Tier 2 services, and CBOs and County departments committed to providing wrap-around supportive services.

As noted above, the JBJC Workgroup has reached out to various potential training and CBO partners to learn more about their existing occupation-focused offerings to justice-involved women, and their initial assessments of the feasibility of expanding services to CRDF. Several promising partnerships, including the identification of high road partnerships, have been identified by industry-sector. CBOs and training providers who apply a gender-responsive lens to service delivery will be essential.

B. RESOURCES AND STRATEGIES REQUIRED

To promote program success, it is critical to ensure the following elements are available at CRDF. First, coordinated release of inmates must be explored and implemented, as feasible, to ensure successful hand-off to partners and provide supportive services during the critical first six months post-release. Second, sufficient space should be allocated at CRDF for presentations, classroom education, hands-on training, private or semi-private case management sessions, and staff offices. Third, removal or movement of inmates assigned to Tier 2 services should be limited. Finally, given the skills required for most jobs, it is critical that inmates have access to computers and limited internet. In particular, it will be very challenging to deliver value-added information technology-related programming without such access, hence, the reason those Tier-2 services were not included in our final recommendations.

Construction and technology training will require infrastructure investment, such as laboratory space and equipment. Because students may be utilizing tools (construction) or utilizing computers/internet (technology and construction), security measures and policy will need to be in place for staff and student safety. Identified training program curriculum and instruction also have associated costs that will need to be covered. On a population level, identifying students that are good candidates for services, do not have other programming conflicts, and are interested in participating, can be challenging. Once these challenges are addressed, staff will have to be allocated for security and/or program support. This could mean reducing and/or eliminating other programming support due to staff limitations.

Based on the Pitchess JBJC experience, we recognize that closer coordination between LASD and WDACS is also required for more efficient and effective service delivery. LASD is committed to working collaboratively with WDACS and other partners on the CRDF JBJC. LASD staff assigned to CRDF and the Inmate Services Bureau will work cooperatively to provide access to participants, clearance for partner personnel, necessary security, and supportive functions, as in the partnership at the Pitchess JBJC.

C. BUDGET AND FUNDING

Internal County Resources. While the projected costs, implementation timeline, and funding/resources are still under review, WDACS preliminarily estimates that in order to serve 100 inmates at CRDF, \$1 million annually will be needed. This estimate is based on one year of operating data for the Pitchess JBJC. WDACS was awarded \$900,000 from the Productivity Investment Fund to serve 200 individuals at a cost of \$4,500 per client. However, as explained above, the Pitchess JBJC operating model is less comprehensive than what is recommended herein. In particular, Pitchess JBJC focused principally on Tier 1 basic career development services, and did not offer industry-specific programming. Second, Pitchess JBJC did not offer case management, or coordinated post-release trauma-informed wrap-around services through CBOs and key partners, which limited its effectiveness. Therefore, it is anticipated that the average cost to service participants at CRDF will be significantly higher than at Pitchess.

The Motion called for CEO, in collaboration with the Center for Strategic Partnerships and WDACS, to identify County resources to support the JBJC, and in collaboration with the Center for Strategic Partnerships, identify external funding opportunities, including private partnerships, grant opportunities, and philanthropic funding for the JBJC at CRDF. In conjunction with the CEO, WDACS and the JBJC Workgroup are working to identify staffing and resources needed for the JBJC at CDRF. The JBJC Workgroup is exploring a variety of federal and local grant opportunities as well as WIOA funding in its FY 2018-19 and 2019-20 adopted budgets.

Philanthropic Resources. Private philanthropy may also be a source of additional for funding for some components of the CRDF JBJC. Foundation partners could be engaged for potential financial support as well as through partnership. Based on feedback from the Center for Strategic Partnerships, the following should be considered in approaching private funders for support:

- Philanthropic support can offer catalytic or seed funding to help get a program off the ground, but should not be expected to be a sustainable funding source; acknowledging the scale of public resources, funders typically only want to provide support when public funding is not available;
- The JBJC could be of interest to a number of funders, including those who focus on workforce development, criminal justice and reentry, women's empowerment, vulnerable children (given that almost 80% of women in jails nationally are mothers²), and housing and homelessness; and
- Private funders will want to see a strong partnership with clear communication of respective roles and expectations from all County and community-based partners who are involved with this program.

Should the board direct the JBJC Workgroup to implement the JBJC at the CRDF, the CEO will provide budget recommendations for this program during the 2019-20 Supplemental Budget. This will allow recommendations to be made within the context of the overall budget and numerous competing funding priorities and requests.

² <https://www.vera.org/publications/overlooked-women-and-jails-report>

D. PROPOSED PROGRAM METRICS

Tracking justice-involved individuals after their release has proven difficult at the national and local level, and measuring recidivism is notoriously challenging. Metrics will be collaboratively established among stakeholders to measure the efficiency and effectiveness of the JBJC to help inform program fidelity and goal attainment, as well as provide accountability. WDACS and LASD will need to establish data sharing agreements and dedicate resources to prioritize measuring the impact of the JBJC.

Examples of key program-level metrics to measure progress and success of the program are listed below:

- Participation in outreach presentations and eligibility assessments
- Participation in and completion of Tier 1 and/or Tier 2 training
- Participation in case management and associated referrals
- Supportive service enrollment (i.e. AJCCs, healthcare, housing, transportation, education, etc.)
- Job placement and retention, overall and by sector (measured through AJCCs)
- Recidivism within 6 months of release (measured as return to CRDF)

Progress will be measured through a comprehensive program evaluation at the one-year and two-year marks, and will provide insight into the successes and additional opportunities of the JBJC at CRDF. Data will be collected through various methods, including questionnaires, validated assessments, observations, database mining, and focus groups. The JBJC will work in partnership with the County Justice Metrics Project to collect and share justice related data.

E. SUMMARY OF RECOMMENDATIONS

Should the Board determine that a JBJC at CRDF is warranted, the recommended immediate next steps are:

1. Establish a two-year JBJC pilot at CRDF with a two-pronged approach:
 - a. Outreach and referral services; and
 - b. Two-tier career pathway training in Culinary
2. Provide and regularly update a referral directory of all resources and supportive services available through County departments and CBO partners to the women at CRDF during the outreach and referral services.
3. Focus on Tier-2 services in the culinary arts
 - a. Provide enhanced job support services pre-and-post release, through coordinated connections with AJCCs and CBO partners.
 - b. Continue to evaluate feasibility of expanding JBJC to incorporate technology and construction high-growth career pathways based on LASD capacity.
4. Incorporate coordinated wrap-around services through County departments and CBO partners.

5. Work in partnership with County Justice Metrics Project to continuously track and measure the impact of proposed services on key metrics, identify opportunities for improvement and leveraged funding.
6. Based on pilot performance, assess whether to expand the JBJC to incorporate other industry pathways, or to cost-effectively serve a greater percentage of women at CRDF and inmates at other facilities.

JAIL BASED JOB CENTER AT CRDF – PROPOSED PROGRAM OVERVIEW

<u>PARTICIPANT PROFILE</u>	<u>OUTREACH AND ELIGIBILITY</u> Outreach & Referral Services	<u>TIER 1</u> Basic Professional Development	<u>TIER 2</u> Career Pathway Training
<p>HIGH ELIGIBILITY AB 109 or other inmates sentenced 90 days or more</p> <ul style="list-style-type: none"> • 22% of inmates are AB 109 	<ul style="list-style-type: none"> • Presentation on America’s Job Center of California offerings • Provide referral guide to other reentry services • Technical Trade Training Presentations from partner CBO’s and referrals to training programs upon release • Conduct eligibility assessment for Tier 1 and Tier 2 programs 	<ul style="list-style-type: none"> • Soft skills/professional development training including <ul style="list-style-type: none"> - Job readiness - Resume creation - Interviewing skills training - Social skills training - Customer service certificate - Basic computer skills certificate - Additional transferrable skills certificates • Add all certificates from trainings to job readiness portfolio • Gender-responsive and trauma-informed case management 	<ul style="list-style-type: none"> • Identify participant interest and place in one of the following technical trade training programs: <ul style="list-style-type: none"> Culinary Arts (recommended) <ul style="list-style-type: none"> ▪ Culinary arts certificate ▪ Food handlers certificate Construction (under consideration) <ul style="list-style-type: none"> ▪ MC3 Training Technology (under consideration) <ul style="list-style-type: none"> • Basic coding (html) • Digital design (software training) • All certificates earned will be added to the participant’s job readiness portfolio • Host employer presentations or meet & greet sessions on location
<p>MEDIUM ELIGIBILITY 30-90 days additional to time already served upon sentencing</p>	<p align="center">Same as above</p>	<p align="center">Same as above</p>	<p align="center">Unable to provide this service due to time spent at CRDF</p>
<p>LOW ELIGIBILITY Awaiting trial or mental health housing</p> <ul style="list-style-type: none"> • 42% of women are awaiting trial • The average length of stay for those awaiting trial is 28 days • 32% of women are in mental health housing 	<p align="center">Same as above</p>	<p align="center">Unable to provide this service due to time spent at CRDF</p>	<p align="center">Unable to provide this service due to time spent at CRDF</p>