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County of Los Angeles CHIEF EXECUTIVE OFFICE

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FESIA A. DAVENPORT
Chief Executive Officer

March 8, 2021

To: Supervisor Hilda L. Solis, Chair
Supervisor Holly Mitchell
Supervisor Sheila Kuehl
Supervisor Janice Hahn
Supervisor Kathryn Barger

From: Fesia A. Davenport
Chief Executive Officer

Board of Supervisors
HILDA L. SOLIS
First District

HOLLY MITCHELL
Second District

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Third District

JANICE HAHN
Fourth District

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Fifth District

LOS ANGELES COUNTY ECONOMIC AND WORKFORCE DEVELOPMENT DEPARTMENT AND COORDINATED SERVICE FOR OLDER ADULTS AND ADULTS WITH DISABILITIES (ITEMS NO. 10 AND 75-G, AGENDA OF AUGUST 4, 2020, AND ITEM NO. 68-E, AGENDA OF SEPTEMBER 1, 2020)

On August 4, 2020, the Board of Supervisors (Board) directed the Chief Executive Office (CEO), in consultation with the departments of Workforce Development, Aging and Community Services Department (WDACS), Mental Health, Public Health, Health Services, Public Social Services (DPSS), Human Resources, County Counsel, and other agencies that serve older adults and adults with disabilities, to move forward with the required steps to establish a new standalone Aging Department (AD) dedicated solely to serving these populations.

Additionally, on August 4, 2020, the Board also directed the CEO, in consultation with the Acting Director of WDACS, Director of Personnel, and County Counsel, to move forward with the required steps to establish a new County of Los Angeles (County) Economic and Workforce Development Department (EWDD) to include workforce development services and the economic development policy and program development activities that are currently housed in WDACS and the CEO. The Board provided the CEO further direction on establishment of the EWDD on September 1, 2020, by directing the formation of a workgroup consisting of representatives from WDACS, the department of Consumer and Business Affairs (DCBA), the Los Angeles County Development Authority (LACDA), DPSS, and any other agencies as needed, including the Workforce Development Board, to put forward a proposed organizational structure for the new EWDD.

The two motions relating to the EWDD, and the motion relating to the AD directed the CEO to report back with: 1) funding and staffing plans; 2) an office location plan; 3) estimated costs; 4) fiscal impact of the transition and implementation; and 5) sources of funding.

The three motions require WDACS to be reorganized. Therefore, the CEO merged its efforts to develop an implementation plan to establish the AD and the EWDD, allowing the analyses to be conducted concurrently and collaboratively. The attached report is a result of those combined efforts and responds to all three motions.

COST OF ESTABLISHING TWO NEW COUNTY DEPARTMENTS

Beginning in late summer 2020, the CEO worked closely with WDACS to analyze and determine the costs and administrative needs associated with creating two separate departments. The CEO also worked with other impacted departments including, most prominently, DCBA and LACDA, to analyze the administrative details necessary to integrate units from separate agencies into a single department. Each unit has unique complexities associated with transferring and integrating into a new department, such as the need to potentially convert LACDA positions into County classification items, or the need to reclassify departmental classifications to ensure consistency across a single department. The CEO, including its Classification and Compensation Administration Division, WDACS, County Counsel, Auditor-Controller, and other departments worked together to lay out and prepare the procedure and timeline for creating two new departments.

Once administrative details and implementation procedures were determined, CEO completed detailed fiscal analyses to estimate the operational cost of creating the separate AD and EWDD. The analyses resulted in a new, ongoing annual cost of approximately \$14 million to establish the EWDD and the AD. The attached report provides the revenue detail and supporting data related to the cost-out of ongoing funding required to establish the two new departments.

A PHASED APPROACH TOWARDS ESTABLISHING AN AGING DEPARTMENT AND AN ECONOMIC AND WORKFORCE DEVELOPMENT DEPARTMENT

The programmatic and fiscal analyses have all been done with the backdrop of the COVID-19 pandemic and the resulting economic downturn that has caused a heightened level of budgetary uncertainty. Due to the complexities and costs inherent in creating two new departments, as well as separating units and functions from varying agencies to integrate into another department, a phased approach to implementing the two standalone departments provides significant benefits in terms of program and staff stability, in addition to immediate fiscal viability. Additionally, a phased approach will allow the County to more quickly implement the Board's vision for more robust, coordinated workforce, economic development, and older adult services and programming.

Phase One: Shared Administrative Model

The first phase would create distinct programmatic branches within the existing WDACS organizational structure - one branch for economic and workforce development, and one for

aging - and support those branches with shared, backbone administrative, fiscal, data and IT, and contract management services from existing WDACS staff.

As part of phase one, the economic development functions from the CEO's Economic Development Division, DCBA's Office of Small Business, and LACDA's Economic and Community Development Unit will integrate with existing workforce development functions at WDACS to create an Economic and Workforce Development Branch. WDACS's existing aging and community services functions will serve as the basis for an Aging and Adult Services Branch.

Each branch will be led by a director with functional oversight of all associated programs and policy development in their respective branches. A Supervisory Administrator (SA) will temporarily serve as administrative lead to ensure effective distribution of administrative resources, as well as work toward the timely separation of the branches into standalone departments in the second phase.

This model is proposed to be implemented in the Fiscal Year (FY) 2021-22 Supplemental budget with an estimated cost of \$1.5 million per year. Should the fiscal impact to the County resulting from the COVID-19 pandemic require further budgetary curtailments, we will notify the Board of the impact to this proposal and any recommendations to defer the implementation of phase one to a later budget phase or FY, if necessary.

Phase Two: Establish the Separate Departments

The second phase would formally separate the shared administrative organization into the AD and EWDD, each with its own administrative resources, and the branch director positions would be transitioned out to become department head positions over the respective departments. Moving the establishment of two standalone departments to a later phase allows for more certainty in the budget as the County recovers from the pandemic and more time to identify possible funding streams, particularly since the CEO's analyses has determined that it may cost up to \$12.5 million to create the two new departments beyond the phase one cost. The SA and directors will work to identify and achieve efficiencies to reduce this cost and establish the two departments in the most cost-effective way.

Phase Three: Continued Optimization

In the third phase, the two department heads will work with the CEO and the Board to further enhance and optimize services in both the AD and EWDD, including consideration of additional functions and responsibilities. The two departments should pursue all available funding streams to cover associated costs.

FURTHER DIRECTIVES

The attached report provides detail on the analysis and recommendations to establish the AD and EWDD. The report also responds to the additional directives from the August and September 2020 motions, including recommendations for relocating the various commissions currently in WDACS, ergonomic office space for the new departments, efforts to redesign the workforce development system of America's Job Centers of California, improving coordination of services with the City of Los Angeles Area Agency on Aging, creation of a Leadership Council of agencies that provide services to older adult populations, and establishing or improving public-private partnerships to further the goals of both the EWDD and AD.

IMMEDIATE NEXT STEPS

Upon direction from the Board, an immediate next step will be for the CEO to work with the Board to appoint the SA no later than July 1, 2021. This will allow the SA to begin the preparation required as part of "Phase 0" for the launch of Phase I.

Furthermore, the CEO will continue to assess the fiscal health of the County and advise the Board on the most fiscally viable path towards the establishment of the AD and the EWDD.

Should you have any questions concerning this matter, please contact me or Allison E. Clark, Senior Manager, at (213) 974-8355 or allison.clark@ceo.lacounty.gov, or Mason Matthews, Senior Manager, at (213) 974-2395 or mmatthews@ceo.lacounty.gov.

FAD:JMN:MM:AEC
DSK:acn

Attachments

c: Executive Office, Board of Supervisors
 County Counsel
 Auditor-Controller
 Consumer and Business Affairs
 Human Resources
 Los Angeles County Development Authority
 Mental Health
 Public Social Services
 Workforce Development, Aging and Community Services

Report on the Establishment of the Aging Department and the Economic and Workforce Development Department

CHIEF EXECUTIVE OFFICE

March 2021

Table of Contents

EXECUTIVE SUMMARY	2
BACKGROUND	3
COVID and Economic Downturn	5
FISCAL AND PROGRAM ANALYSIS	6
Economic and Workforce Development Department	6
Aging Department	8
ENSURING SERVICE DELIVERY AND FISCAL VIABILITY: A PHASED APPROACH... ..	10
Office Space	13
Administrative Processes and Ordinance Revisions Necessary for Implementation.....	14
Commissions	14
ADDITIONAL MOTION DIRECTIVES.....	15
Public-Private Partnerships	15
Los Angeles County America’s Job Centers of California	16
Alignment of Aging Services with the City of Los Angeles.....	16
CONCLUSION AND NEXT STEPS	18

EXECUTIVE SUMMARY

In recent years, the County has explored ways to optimize economic and workforce development services across County agencies and has considered a more focused and visible approach to providing services to the aging population and people with disabilities. To this end, the Board of Supervisors (Board) adopted multiple motions in 2019 and 2020, described below, outlining a goal of creating two new departments: one that centralizes key services for older adults, and a second that consolidates the County's economic and workforce development services.

As directed by the motions and recommended in various consultant reports, the creation of an Economic and Workforce Development Department (EWDD) should consolidate economic development services from the Department of Consumer and Business Affairs (DCBA), the Los Angeles County Development Authority (LACDA), the Chief Executive Office's Economic Development Division (CEO-EDD), and workforce development services provided by the Department of Workforce Development, Aging and Community Services (WDACS). The creation of an Aging Department (AD)¹ would consolidate existing aging, adult, and community services provided by WDACS into a single department, and evaluate other enhancements and programs, including but not limited to programs and services provided by the Department of Public Social Services (DPSS) and the City of Los Angeles Department of Aging (LADOA).

The CEO worked with all relevant stakeholders, departments, and agencies to complete programmatic and fiscal analyses for the creation of the two departments. All analysis was done against the backdrop of COVID-19 and the financial hardships the pandemic has created for the County. Due to the complexities and costs inherent in creating two new departments, a three-phased approach to implementation is the most programmatically stable and fiscally viable.

The first phase would establish a shared administrative organization with two branches within the existing WDACS organizational structure. The first branch will integrate economic development services from CEO-EDD, DCBA, and LACDA, with workforce development services currently in WDACS. The second branch will integrate aging, adult, and community services functions currently within WDACS. Given that the community centers serve families and not only older adults, we recommend these centers continue not only to serve the aging branch, but also to build partnerships with the workforce and economic branch and other County Departments to serve as hubs for engagement and service delivery in their communities in the first phase.

A director² will provide programmatic leadership over each branch, while the organization as a whole will be managed temporarily by a Supervising Administrator (SA) with

¹ "Economic and Workforce Development Department" and "Aging Department" are used as department titles in this report. The Board will determine final department names at a later date.

² This is a functional title and may differ from the underlying classification/payroll title.

responsibility for resourcing each branch's centrally-provided administrative services and ultimately finalizing the creation of the two new departments in the second phase.

The starting point for the shared administrative organization established during the first phase is the current configuration of administrative, workforce development, aging and community services units within WDACS, as well as the economic development units within CEO-EDD, DCBA and LACDA. Further analysis and preparations should occur during this phase related to the optimization of programming, as well as functions and programs that could be added to the new departments. The appropriate placement of the four commissions currently within WDACS, particularly the Human Relations Commission (HRC) and the LA City/County Native American Indian Commission (LANAIC), will also be further evaluated during this phase.

During the second phase, the organization will be bifurcated under the direction of the SA, with the two branches serving as the foundations for a new economic and workforce development department and a new aging department.

During the third phase, which would occur after establishment of the two departments, the Board may focus on building the capacity and scope of each new entity, as necessary and feasible.

A phased approach accomplishes the goals of the Board to optimize economic and workforce development and aging adult services in the short term while addressing the significant funding and administrative hurdles involved with creating two new departments and without causing a disruption in services to stakeholders and clients. The first phase will cost an estimated \$1.5 million per year in net county cost and the CEO proposes that implementation take place in the Supplemental Budget Phase for Fiscal Year (FY) 2021-22. The second phase is estimated to cost an additional \$12.5 million, primarily to create the needed administrative structures to establish the two new departments, and could be implemented as soon as FY 2022-23, depending in part on available funding. The third phase will have additional costs to support any increases in capacity and scope and may take place over a number of years.

BACKGROUND

On May 8, 2018, the Board approved a [motion](#)³ directing the CEO to analyze the progress on achieving workforce development alignment across the County. On February 5, 2019, the Board approved a [motion](#)⁴ directing the CEO to engage a consultant to study the current structure of the County departments and offices that administer economic and workforce development services and programs, coordinate the efforts in response to the May 8, 2018 motion on workforce alignment, and provide comprehensive analysis and recommendations for the most effective structure to optimize services, including the possible creation of a new department dedicated to workforce and economic

³ <http://file.lacounty.gov/SDSInter/bos/supdocs/122817.pdf>

⁴ <http://file.lacounty.gov/SDSInter/bos/supdocs/132813.pdf>

development. The Board also approved a second [motion](#)⁵ on February 5, 2019, directing the CEO to work towards aligning all services and resources available to older adults and to report on the feasibility of creating a stand-alone County department dedicated to serving the rapidly growing older population in the region.

The CEO retained HR&A Advisors, Inc. (HR&A) to analyze the existing structure of economic and workforce development programming and services in the County and provide recommendations around a more optimized organizational structure. HR&A collaborated with UC Berkeley's Institute for Research on Labor and Employment (IRLE), which was hired in response to the May 8, 2018 motion. HR&A interviewed over 30 key County staff and external stakeholders, conducted a survey of economic and workforce development partners outside of County government, reviewed nationwide best practices for county-level economic development organizations, performed a comprehensive inventory of current economic development services, funding and staffing, and coordinated with IRLE on its assessment of workforce development alignment.

In July 2020, the CEO and HR&A submitted a report ([Optimization Report](#)⁶) that explored ways to optimize economic and workforce development service delivery and recommended several alternative paths, including an option for a stand-alone economic and workforce development department. The Optimization Report recommended integrating the economic development functions of several separate departments and agencies with existing workforce development functions to create a new Economic and Workforce Development Department (EWDD). Specifically, the report recommended combining the workforce development services in WDACS with the CEO-EDD, the Office of Small Business from DCBA, and the Economic Development Unit of LACDA. The CEO submitted IRLE's [Workforce Alignment Report](#)⁷ concurrently with the Optimization Report. The Workforce Alignment Report made recommendations for cross-agency alignment, investment in high road training partnerships, and measuring real performance, among other recommendations.

In response to the second February 5, 2019 motion regarding aging, the CEO retained Kathleen Wilber Consulting to assist with analysis of the feasibility of creating a stand-alone County Aging Department, and the CEO submitted the final report ([AD Report](#)⁸) to the Board in July 2020. The AD Report concludes that a stand-alone department dedicated to serving older adults is appropriate based on input provided by the community and a variety of stakeholders and given that the County's population is growing older and more diverse, which presents both opportunities and obstacles. The County will require a strong, coherent policymaking and service-delivery structure to respond efficiently and effectively to the needs of an aging society now and for the decades to come. The AD Report concludes that a stand-alone department would also increase the visibility of, and focus on, these critical services.

⁵ <http://file.lacounty.gov/SDSInter/bos/supdocs/132847.pdf>

⁶ http://file.lacounty.gov/SDSInter/bos/bc/1075115_WorkforceDevelopmentOptimizationReport_Full_.pdf

⁷ http://file.lacounty.gov/SDSInter/bos/bc/1075112_WorkforceAlignmentReport_Full_.pdf

⁸

http://file.lacounty.gov/SDSInter/bos/bc/1076118_07.27.20ApproachtoServingOlderAdultsBM.revised.pdf

The Optimization Report and AD Report both recommend separating WDACS' core services, with workforce development services on one side and aging and community services on the other, to serve as the foundation for two new departments. The Optimization Report recommends integrating additional economic development functions into the workforce development services side, as described above. The AD Report also recommends integrating programs and services from DPSS (In Home Supportive Services) and LADOA (all services) into the new AD and, once established, evaluating the addition of further programs and services, such as the Public Guardian within the Department of Mental Health.

Following the submission of the two reports, on August 4, 2020, the Board directed the CEO, in consultation with WDACS, the Department of Mental Health, the Department of Public Health, the Department of Health Services, DPSS, the Department of Human Resources, County Counsel, and other agencies that serve older adults and adults with disabilities to move forward with the required steps to establish a new AD dedicated solely to serving these populations.

Additionally, on August 4, 2020, the Board directed the CEO, in consultation with the Acting Director of WDACS, Director of Personnel, and County Counsel, to move forward with the required steps to establish a new EWDD, to include workforce development services and the economic development policy and program development activities that are currently housed in WDACS and the CEO. The Board provided the CEO further direction on establishment of the EWDD on September 1, 2020, by directing formation of a workgroup consisting of representatives from WDACS, DCBA, LACDA, DPSS, and any other agencies as needed, including the Workforce Development Board (WDB), to propose an organizational structure for the new EWDD.

The two motions relating to the EWDD and the motion relating to the AD directed the submission of a written report to include funding and staffing plans, an office location plan, estimated costs, fiscal impact of the transition and implementation, and sources of funding. These motions also direct CEO, in consultation with the Executive Office of the Board of Supervisors, WDACS, County Counsel, the Auditor-Controller and other relevant departments to determine the appropriate placement for HRC and the LANAIC and report back with recommendations. The three above-mentioned motions require WDACS, as it currently exists, to be reorganized. Therefore, efforts to develop an implementation plan to establish the AD were merged with efforts to develop a plan to establish the EWDD so that analyses could be done concurrently and collaboratively. This report is a result of those combined efforts and responds to the three motions. The recommendations in the Optimization Report and AD Report informed the additional analysis undertaken to develop implementation plans for the EWDD and AD.

COVID and Economic Downturn

The COVID-19 pandemic struck as the initial consultant reports were nearing completion. All discussions, analyses, and calculations regarding the implementation plans for the EWDD and AD were completed against the backdrop of the COVID-19 pandemic and the

severe economic downturn, which has strained resources and created a heightened level of budgetary uncertainty. The CEO has worked to balance fiscal responsibilities in the face of budgetary shortfalls with the goals stated in the EWDD and AD motions to establish two new departments and enhance County services.

In addition, during the pandemic, WDACS, DCBA, and LACDA have played an expanded role in delivering services to older adults and other vulnerable populations, job seekers, and businesses, and these roles are expected to continue during the pandemic recovery phase. This includes expanded meal services for older adults, the need for increased employment services to train and place displaced workers in careers, and ongoing business assistance and disbursements of loans and grants. A phased approach avoids sudden changes that could impact critical services and initiatives for older adults, workers, businesses, and others.⁹

FISCAL AND PROGRAM ANALYSIS

Beginning in late summer 2020, the CEO worked closely with WDACS to analyze and determine the costs and administrative needs associated with dividing the department. Following the recommendations from the Optimization Report and motions on the EWDD, the CEO also worked with other impacted departments, including most prominently DCBA and LACDA, on analyzing the administrative details necessary for integrating units from separate agencies into a single department. Each unit has unique complexities associated with transferring and integrating into a new department. For instance, LACDA is an organization that is closely tied to, but legally separate from, the County and integrating any functions from LACDA into a County department would require converting LACDA positions into County jobs, which have a different structure for employee benefits, among other differences. Additionally, when merging units from multiple departments, positions may need to be reclassified to ensure consistency across a single department, and to account for any changes in responsibilities.

Additionally, the CEO formed a working group with WDACS, DCBA, LACDA, DPSS, and the WDB as directed by the September 1, 2020, motion to discuss development of the EWDD. The CEO held one meeting with the whole group and various one-on-one discussions with working group members, which informed the CEO's recommendations on potential structures.

Economic and Workforce Development Department

Using the administrative details and guidance from the Optimization Report and the working group, the CEO created an organizational chart for a new EWDD that merges CEO-EDD, DCBA's Office of Small Business (OSB), and LACDA's Economic Development Unit with WDACS' Workforce Services Branch. The EWDD organizational structure comprises the existing WDACS workforce services structure and would add a

⁹ The CEO, working with all relevant agencies, will continue to review and assess impacts to services and any complications to ongoing programs that may arise, and provide further recommendations as necessary.

new economic development branch. The new department would be led by an executive team and have an administrative services team as well, for an estimated total of 177 full-time employees. Table 1 is the proposed organizational chart for the EWDD.

Specifically, the units from LACDA and DCBA would be combined to create an enhanced team devoted to small business services, loans, and improvements. Existing economic development functions at the CEO-EDD would move to the new department as a policy and advocacy unit, and this unit would join the enhanced small business services team to compose the Economic & Business Development division of the EWDD. The existing WDACS administrative services staff and resources funded by Workforce Innovation and Opportunity Act (WIOA) revenue would transfer with the Workforce Services branch of WDACS to the new EWDD, and additional administrative staff would need to be hired to fully support the EWDD.

WDACS provided a needs-based assessment for administrative support to cover each of the separate departments once the current structure is separated. The organizational charts for the EWDD and the AD reflect this needs-based assessment. Further review and analysis will be required by the CEO Classification and Compensation Administrative Division as well as CEO Budget before final determinations are made about the administrative support structure.

Table 1

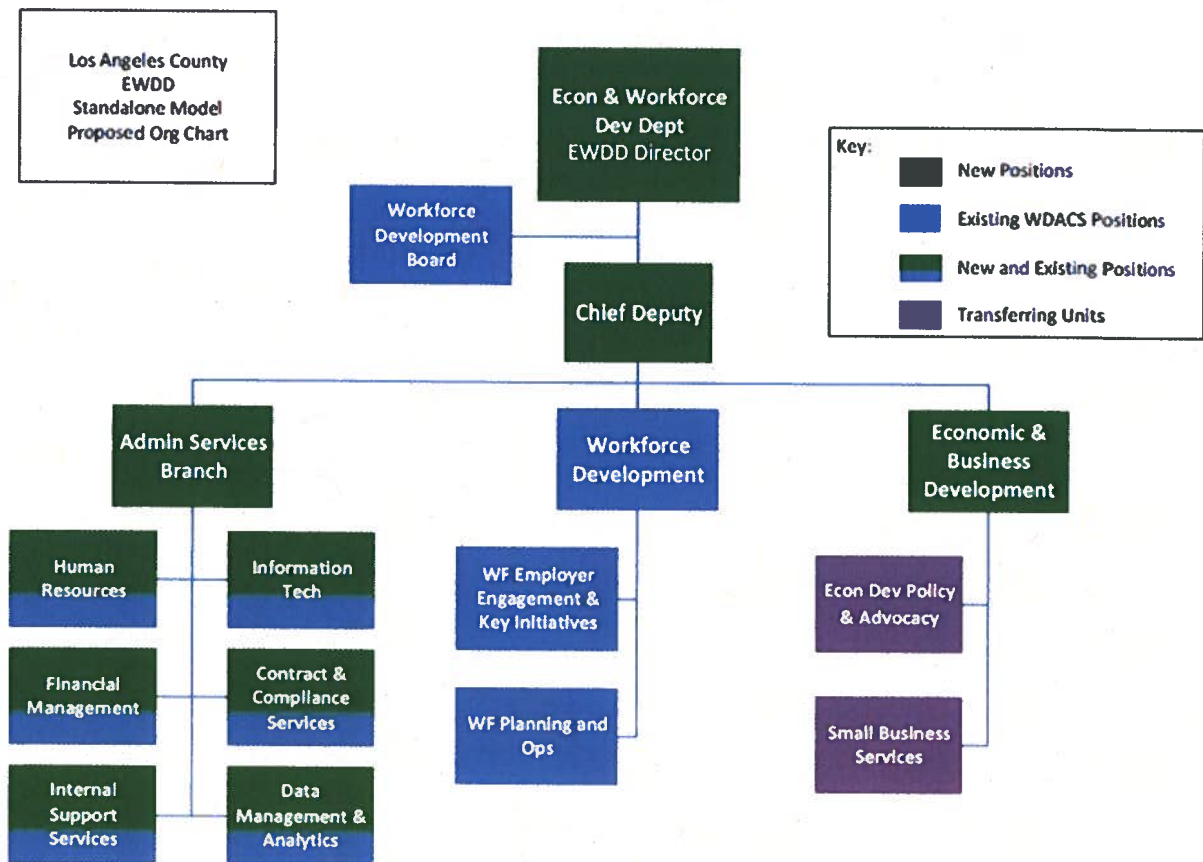


Table 1 outlines proposed organizational units based on the current structures and staffing of the impacted divisions within WDACS, LACDA, DCBA and CEO. However, should the Board proceed with a phased approach as recommended in this report, additional analysis during Phase I will be critical to determine if changes to these organizational units are needed to optimize service delivery.

Aging Department

The Aging and Adult Services Branch and Community Services Branch of WDACS would serve as the basis for the AD. A separate organizational chart was developed for the proposed AD, which would have 477 full time employees and its own executive and administrative teams. Table 2 shows the proposed organizational chart for the AD.

Table 2

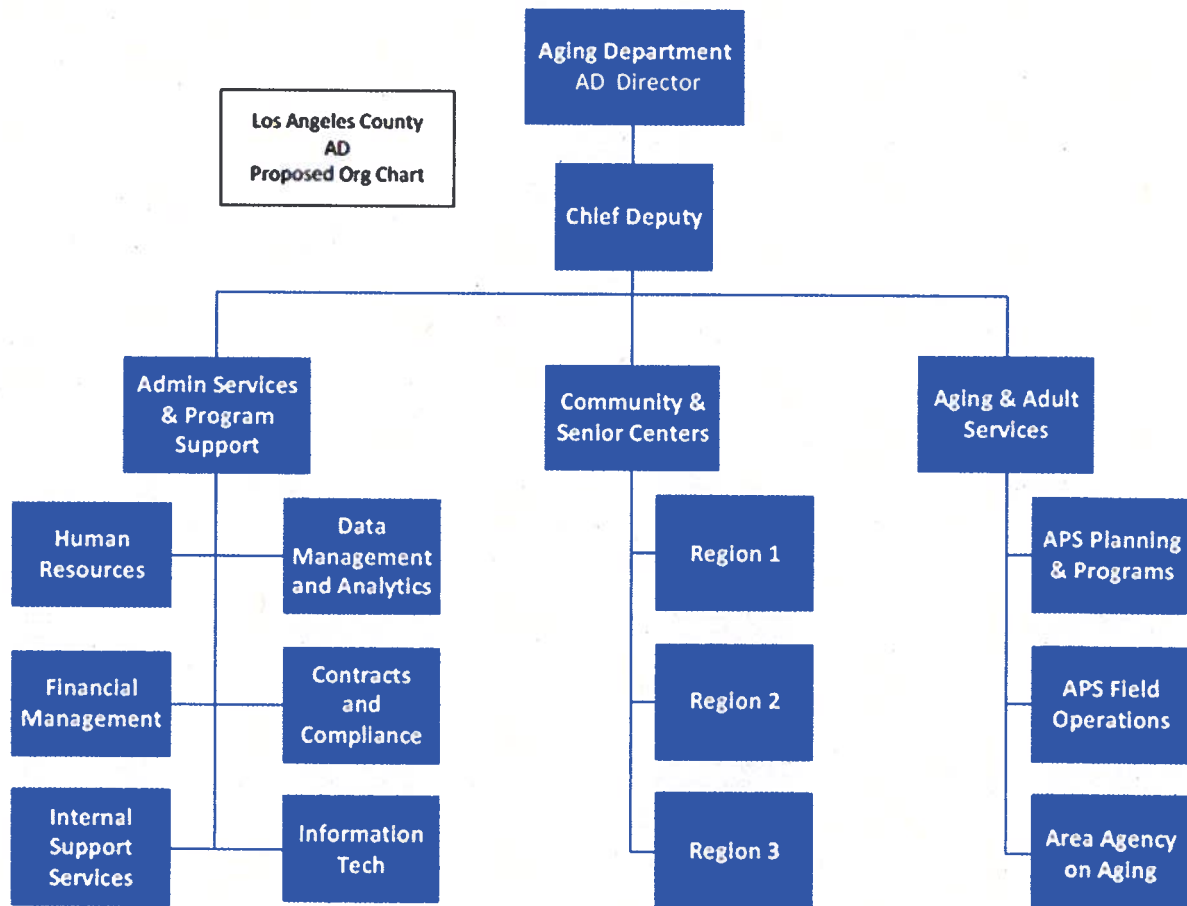


Table 2 outlines proposed organizational units based on the current structures and staffing within WDACS. Again, should the Board proceed with a phased approach, additional analysis during Phase I will be critical to determine if changes to these

organizational units are needed to maximize coordinated service delivery across aging and community programs.

Because WDACS contracts with many organizations for services and has a robust IT infrastructure for tracking and reporting data to comply with state and federal regulations, the department has significant administrative needs. To assemble administrative support for the EWDD and AD, the existing Administrative Services Branch of WDACS would be divided, with part of the branch transitioning to the AD, and a smaller portion to the EWDD. Currently, WDACS employs a cost allocation plan that leverages funding from multiple programs to cover administrative costs, including most significantly WIOA, the Older Americans Act (OAA), and Adult Protective Services (APS). Because of this cost allocation and the centralization of administrative services, staff is funded by multiple revenue sources and can efficiently split their time to provide services to multiple programs. There is more funding available for administrative costs from OAA and APS than from WIOA, which allows the combined administrative structure to leverage the available revenues in a more efficient fashion. Reorganizing WDACS into separate departments would preclude this leveraging of limited administrative funding. Therefore, although some administrative staff funded by WIOA revenue would transition to the EWDD, additional administrative services and staff will likely be required, and new ongoing funding will need to be identified.

The CEO completed fiscal analyses to estimate the operational cost of creating the separate AD and EWDD. Because each department would require a separate administrative unit, new positions would need to be established and filled to provide appropriate administrative services to both departments. The cost to operationalize both the EWDD and AD is calculated to be approximately \$13.9 million in new ongoing costs plus an estimated one-time expenditure of a minimum of \$173,000 for space reconfiguration. The costs are shown below in Table 3.

Table 3

Creation of EWDD & AD			
EWDD	Unfunded positions (3 new program FTEs, 64 new/unfunded admin FTEs):		
	New programmatic FTEs	3.0	\$ 0.571
	New or unfunded transferring administrative FTEs	64.0	\$ 11.030
	Conversion of LACDA positions		\$ 0.280
	Unfunded S&S		\$ 2.000
	Subtotal	67.0	\$ 13.881
AD			
	Subtotal	0.0	\$ -
EWDD & AD	Reconfiguration of Office Space (<i>one-time</i>)		\$ 0.173
	Total	67.0	\$ 14.054

* Amounts shown in millions of dollars.

** New programmatic FTEs cost is S&EB cost minus the salary savings.

ENSURING SEAMLESS SERVICE DELIVERY AND FISCAL VIABILITY: A PHASED APPROACH

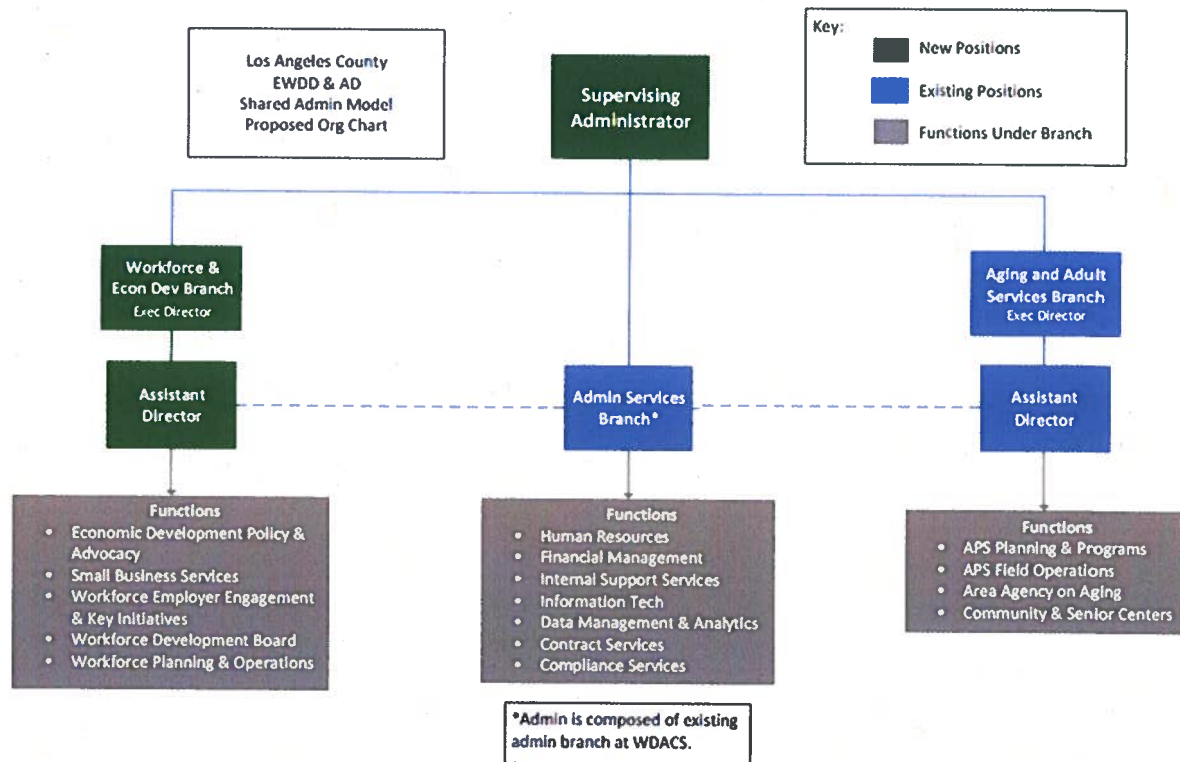
Against the backdrop of COVID-19, the economic downturn, and the budgetary complications described above, and due to the complexities and cost inherent in bifurcating a department as well as separating units and functions from varying agencies to integrate into two new departments, a phased approach to creating the EWDD and AD provides a fiscally and programmatically viable option while ensuring near-term impact and progress towards achieving the Board's desired organizational structures for economic, workforce, and aging services and programs. A phased approach will reduce the County's upfront costs and ensure that vital and expanded services to older adults, workers, businesses, and other customers continue without disruption during the current pandemic and post-pandemic recovery period.

Phase One: Shared Administrative Model

The first phase will integrate economic development functions from CEO-EDD, DCBA's Office of Small Business, and LACDA's Economic Development Unit with existing workforce development functions at WDACS to create an Economic and Workforce Development Branch, while more formally separating the aging and community services functions into an Aging and Community Services Branch. This will create a shared administrative organization with two branches that function separately but share administrative support under a Supervising Administrator (SA). Each branch will have a director¹⁰ who will have functional oversight of all associated programs and policy development in their respective branches, while the SA will temporarily serve as administrative lead and ensure appropriate distribution of administrative resources. The duties of the SA are described in detail below. The separate branches will be structured in such a way that applicable programs and operational units are consolidated within each branch, as a precursor to the subsequent separation into two departments. However, further analysis will be necessary around the methodology of dividing the administrative resources and rebuilding into two new administrative divisions to support the two departments, including further evaluation of the needs-based assessment for administrative staffing prepared by WDACS and review by CEO's Classification and Compensation Administration Division. Table 4 shows the proposed organizational chart for the shared administrative structure.

¹⁰ This is a functional title and may differ from the underlying classification/payroll title.

Table 4



Because this model uses existing administrative resources for both branches, this structure can be implemented relatively quickly and for an estimated cost of about \$1.5 million, plus the \$173,000 for space reconfiguration. Table 5 below provides an overview of the costs for the shared admin model. A budget summary detailing the costs of the transition from the current status to the shared admin model is attached (Attachment I).

Table 5

PHASE I - Shared Admin Model			
Shared Admin Organization	Unfunded positions:		
	New programmatic FTEs	5.0	\$ 1.165
	New administrative FTEs	0.0	\$ -
	Conversion of LACDA positions		\$ 0.280
	Reconfiguration of Office Space (one-time)		\$ 0.173
	Total	5.0	\$ 1.618

* Amounts shown in millions of dollars.

As stated earlier, the SA will effectively serve as the administrative lead for the shared administrative organization and will ensure appropriate distribution of resources. However, the primary purpose and responsibility of the SA will be to evaluate and advance the separation of the shared structure into the EWDD and AD in close coordination with department leadership, the CEO, Auditor-Controller, County Counsel, and Department of Human Resources. The SA will also support the directors with change

management efforts to implement the transition, including communication and engagement with staff and stakeholders, and ensure administrative resources are appropriately allocated to maintain consistent delivery of services throughout the transition. The directors will have programmatic oversight and policymaking authority for their respective branches and will work with the SA to ensure appropriate resource allocations and continued delivery of services. The directors will also work with the SA to develop an overall vision and mission for their respective branches that aligns with the goals of the Board and can be used to develop strategic plans once the new departments are established in Phase II.

Throughout the first phase, although the two branches under the SA will be structurally part of the same internal organization, they will interact with the public as two separate entities and will build brand recognition and awareness of the two entities that will become the new departments, while phasing out the WDACS brand. During this phase, the SA and the directors will work with the CEO and the Board to finalize the names for each department.

In addition, further analysis and preparations should occur related to functions and programs that could be added to the new departments – including those currently provided by LADOA, DPSS, DMH and others – to enable them to serve their target clients more effectively. Adding functions and services may also expand the cost allocation base for the new departments, thereby making them more financially viable without a significant infusion of County funds. Moreover, initiating analysis and preparations during this phase will enable changes to be implemented during Phase II, when the departments are separated, as described below. The expansion of services during the pandemic has strained WDACS' programmatic and administrative units. With the addition of new staff and functions from CEO, LACDA and DCBA, there may be additional increased administrative burden during the pandemic. The SA will work with CEO during Phase I to further assess whether additional temporary resources are needed during the transition phase to support this increased workload.

Consistent with the Board's prior direction, the SA, in coordination with CEO, will pursue further discussion and evaluation with the City of Los Angeles regarding a potential merger of AD and LADOA, as well as further evaluation and steps related to possibly adding other programs and functions to the AD and EWDD.

Phase Two: Establish the Separate Departments

After the shared administrative structure is established and funding is identified, the SA and the CEO will implement the second phase to formally separate the shared structure into two departments, each with its own administrative resources. In addition, any functions and programs identified during Phase I to include within the AD or EWDD would be added within their structures during Phase II, subject to available funding.

The attached Division and Function Lists (Attachments II & III) provide more details about the potential divisions and units within each of the two new departments.

Moving the creation of two departments to a later phase allows for more certainty in the budget as the County recovers from the pandemic and more time to identify possible new funding streams. Moreover, it allows for a smoother transition, minimizing impact on service delivery and building towards the official separation through a series of steps. This will include further analysis and final determination of the method of dividing the administrative resources and determining any new positions required to ensure appropriate support to each department, under the direction of the SA working with the Classification and Compensation Administration Division, CEO-Budget, and any other relevant County entities. Once the new departments are established, the SA position would no longer be necessary. Table 6 shows the costs of establishing the separate EWDD and AD departments in Phase II under the phased approach.

Table 6

PHASE II - Creation of Separate EWDD & AD			
EWDD	Unfunded positions (3 new program FTEs, 64 new/unfunded admin FTEs):		
	New programmatic FTEs	-2.0	\$ (0.594)
	New or unfunded transferring administrative FTEs	64.0	\$ 11.030
	Conversion of LACDA positions		\$ -
	Unfunded S&S		\$ 2.000
	Subtotal	62.0	\$ 12.436
AD			
	Subtotal	0.0	\$ -
EWDD & AD	Reconfiguration of Office Space		\$ -
	Total	62.0	\$ 12.436

* Amounts shown in millions of dollars.

Phase Three: Continued Optimization

After establishment of the new departments, as a third phase, the two department heads will work with the CEO and the Board to further enhance services and explore the addition of new functions and responsibilities to grow and optimize both the AD and EWDD and further advance the vision of enhanced deployment of County services for both aging and economic and workforce development service delivery.

Office Space

Independent of the ongoing analyses and recommendations around establishing a new AD and EWDD, WDACS has been planning to move its office headquarters in mid-2021 to a building located at 510 Vermont Ave, Los Angeles, in the Vermont Corridor. This is a new building and WDACS was planning to occupy two floors of the building. One option available for the new organization is the space reserved for WDACS which can be reconfigured to house the shared administrative organization with separate space for the two branches. The same space can also be used to initially house each of the separate departments once they are formally established.

The CEO continues to explore additional opportunities for ergonomic office space and will be reporting back on any viable alternatives for the Board's consideration.

Administrative Processes and Ordinance Revisions Necessary for Implementation

Based on discussions with County Counsel, Auditor-Controller, the CEO Classification and Compensation Administration Division, and others to lay out and prepare the formal procedure for establishing a shared administrative organization and later creating two new departments from that structure, the following steps are critical to implement phase one described above:

- Ordinance amendments are needed to revise Title 2 of the County Code to reflect the conversion of WDACS into a new department that encompasses economic development functions, and to revise Title 6 of the County Code to make the personnel changes required for staffing the new organization, including the addition of new positions and any reclassifications needed for positions from transferring departments.
- Revenue from different entities must be allocated to the new organization through the County's budget process.
- Office space must be identified and potentially reconfigured to compensate for additional staff being added and to satisfy the needs associated with housing two departments in the same space.
- The Board must appoint a Supervising Administrator as head of the new organization. Executives and additional staff for the new economic and workforce development and aging branches must be transferred or hired.

Adoption of the County Code ordinances and approval of the budget amendments will formally establish the shared administrative structure comprising economic development, workforce development, aging adult services, and community services. The CEO recommends that the budget for the new organization be established in the Supplemental Budget Phase for Fiscal Year (FY) 2021-22, which will allow for a better understanding of the County's budget situation in the face of uncertain economic conditions and possible curtailments. The CEO believes the steps listed above can be included in the FY 2021-22 Supplemental Budget Phase and completed in October 2021.

Commissions

WDACS currently has four commissions that reside in the department. The first two are the Los Angeles County Commission for Older Adults (LACCOA), and the Los Angeles County Workforce Development Board (WDB). The LACCOA serves to preserve and enhance the general well-being of the senior population living in Los Angeles County. The WDB carries out functions mandated by WIOA and provides policy and oversight to the second largest Local Workforce Development Area in California, which serves

approximately 4 million residents, 57 of the 88 cities, and approximately 150 unincorporated communities within Los Angeles County.

LACCOA and WDB are connected to the delivery of aging and workforce development services, respectively, and should continue to advise the leadership of the respective new departments. Accordingly, the CEO recommends LACCOA staff remain with Aging and Community Services during Phase I, and transition to the AD during Phase II and beyond. Similarly, the CEO recommends the WDB staff remain with the Economic and Workforce Development branch during Phase I, and transition to the EWDD during Phase II and beyond.

The third commission is the Human Relations Commission (HRC), which is dedicated to promoting positive race and human relations and works to develop programs that proactively address racism, homophobia, religious prejudice, and other divisive attitudes that can lead to inter-cultural tension, hate crimes, and related violence. The HRC also contains the Dispute Resolution Program, which provides mediation services that help people resolve their differences without the added cost of time and money required for full, formal court proceedings. The fourth commission is the Los Angeles City-County Native American Indian Commission (LANAIC), which supports a wide range of services to reduce poverty and promote the well-being of over 171,000 people of American Indian ancestry and Alaska Native Ancestry. Both HRC and the LANAIC have major programs that deliver services that require ongoing administrative support, including the DRP, the LA vs Hate initiative, and the Community Services American Indian Block Grant program. The CEO will continue to assess appropriate placement and phasing for the HRC and LANAIC.

Additionally, DCBA houses the Small Business Commission (SBC), which is an advisory commission that represents the interests and concerns of the small business community and provides advice and support to DCBA and the Board to help businesses grow and do business with LA County. The purpose of the SBC aligns with the goals of the Office of Small Business, and CEO recommends the SBC to remain paired with the OSB.

ADDITIONAL MOTION DIRECTIVES

Public-Private Partnerships

The August 4, 2020 motion on establishing the EWDD directed the CEO to report back to the Board in writing on establishing a new, or partnering with an existing, non-profit entity to facilitate public-private partnerships that enable the implementation of equitable economic initiatives for the County. In line with the phased approach, for Phase I, the CEO recommends that the department select, through a competitive process, non-profit agencies that can deliver economic and workforce development services to the community on an as-needed basis. In Phase II and in coordination with the CEO, the new EWDD should report back to the Board on whether a single non-profit could provide enhanced services to the community. A single non-profit may require an infusion of

funding from the County, which would be challenging at this time. However, in future budget cycles and contingent on the County's economic recovery as well as any federal relief received, such a partnership could be effective, particularly if leveraged with other non-County funding sources.

Los Angeles County America's Job Centers of California

The September 1, 2020, motion directed a review of the Workforce Development Alignment and Economic Development Optimization studies submitted July 2020, which responded to earlier motions on May 8, 2018, and February 4, 2019, as described above, and an analysis of the current structure and efficacy of the County's America's Job Centers of California (AJCCs) to provide recommendations for a more responsive structure considering the market pressures due to COVID-19 and the need to grow high road training partnerships and career pathways.

Throughout the project life of both the Optimization Report and Workforce Alignment Report, the CEO-EDD regularly provided updates to the WDB, which oversees WIOA programming and is responsible for developing the principles that guide solicitation of contractors to provide AJCC services. CEO shared the completed reports with the WDB.

In October 2020, the WDB formed the "Workforce System Modernization Workgroup" to evaluate services, outcomes, strengths, and weaknesses of the current AJCC workforce system and develop a framework for a new service delivery model. The workgroup is currently in the process of establishing guiding principles that will lead to development of a solicitation to secure the next round of workforce development services through the AJCCs. The principles will focus on high road training partnerships and career pathways, prioritize workers and employers disproportionately impacted by the pandemic and economic disruption, and foster utilization of metrics beyond WIOA indicators to measure efficacy.

As directed by the September 1, 2020, motion, CEO-EDD is in the process of engaging a consultant to assist with the efforts to analyze the current AJCC system in partnership with the WDB and provide recommendations for modernizing the system. The consultant's services would complement the work being undertaken by the WDB by providing an outside perspective and an evaluation of the efficacy of the current system. CEO-EDD is in discussions with a consultant to start work imminently. The CEO will submit a supplemental report by the end of May 2021 to provide an update on these efforts.

Alignment of Aging Services with the City of Los Angeles

WDACS and LADOA have developed a joint plan to align Area Agency on Aging (AAA) services within Los Angeles County. The AAA is dedicated to the health, independence, and well-being of older adults in Los Angeles County. A range of services (as mandated by the OAA) are provided that include meal services for older adults, family caregiver support services, legal assistance, supportive services and many others. These services

enable older adults to age gracefully in their homes and prevent premature institutionalization.

Currently, both LADOA and WDACS have separate AAA Area Plans, which are 4-year strategic plans that guide the delivery of AAA services in the respective jurisdictions, based on comprehensive assessments of the needs of older adults. The current Los Angeles County Area Plan runs from 2020-2024. The County and the City of Los Angeles launched a joint initiative in 2016 called Purposeful Aging Los Angeles (PALA), to build an age-friendly region. PALA includes livability domains, which are the key areas identified for enhancement to make the region more age friendly. The domains include Civic Participation/Employment, Communication and Information, Community Support and Health Services, Emergency Preparedness and Resilience, Housing, Outdoor Spaces and Buildings, Social Participation and Respect/Social Inclusion, and Transportation. LADOA and WDACS want to build on this joint initiative and develop a joint AAA Area Plan.

The City's LADOA and County WDACS submitted a joint letter in December 2020 to the California Aging Department (CDA) outlining their joint plan and requesting approval where necessary. CDA indicated their intent to review the letter and their desire to work with the County and City on this important effort. WDACS and the City will be working with the State in the coming months to begin implementing the areas outlined below. The Plan includes the following components that require State approval and/or guidance:

1. Single AAA Area Plan for Los Angeles County: WDACS and LADOA already held joint public hearings to develop their current 4-year (2020-2021) AAA Area Plans and they aligned the current plans around the PALA livability domains. As a logical next step, they are requesting CDA approval to submit one unified Area Plan for the next four (4) year cycle (2024-2028). WDACS and LADOA are using this cycle to align goals and objectives in preparation for submission of a comprehensive, joint four-year plan in 2024.
2. Joint Procurement and Contracting: Currently, the City and County contract with some of the same agencies to deliver AAA services, including the Elderly Nutrition Program, Legal Assistance, evidence-based health promotion services, and Long-Term Care Ombudsman. WDACS and LADOA are exploring whether there are opportunities to increase efficiencies in contracting and monitoring. These possibilities would require further review from CDA, as well as within the County and City.
3. Data Sharing: WDACS and LADOA are exploring alignment around data management and analytics, including possible adoption of shared performance metrics, sharing of client data, and utilization of a common data management system. They are seeking approval and guidance from CDA.

In addition, WDACS and LADOA are working closely on the following:

1. **Joint Advisory Commission Summit:** In 2021, WDACS and LADOA plan to launch an annual summit that will bring together the Los Angeles County Commission for Older Adults (LACCOA) and the City of Los Angeles Advisory Council. The purpose of the Annual Summit is to identify shared priorities for the two advisory bodies.
2. **Regional Funder's Table:** WDACS and LADOA are planning to convene a regional Funder's Table that will focus on older adults and adults with disabilities. The goal is to bring together leading philanthropic entities in the Los Angeles region and beyond to highlight critical areas of need. The Center for Strategic Public Partnerships will support this effort.
3. **Joint Stakeholder Engagement:** Preparing the Los Angeles region to meet the varied needs of a growing older adult population will require coordinating the efforts of key public and private stakeholders. WDACS and LADOA plan to re-engage the Aging Network, consisting of community-based organizations across the region that the County and City partner with to deliver aging services, and cities to identify shared priorities, challenges, and opportunities for enhanced collaboration.
4. **Shared Operations:** As WDACS and LADOA further align planning and services, they will explore various strategies to connect operations and staffing needs. Specific areas of exploration include colocation of offices and coordination around staffing assignments to achieve shared priorities, goals, and performance outcomes.
5. **Joint Digital Divide Initiative:** WDACS and LADOA are planning to launch a regional digital divide initiative in collaboration with private partners that will provide supports for affordable internet, devices, and tools to navigate safely online, and to address the telehealth needs of older adults.
6. **Older Adults Experiencing Homelessness:** WDACS and LADOA continue to work in collaboration with County and City entities on the development and implementation of targeted programming to address the aging of the homeless population in our region.

WDACS will continue to pursue the above until the successor agency is implemented, at which time that agency will continue the efforts.

CONCLUSION AND NEXT STEPS

The CEO recommends the phased approach as the best way to progress towards achieving the goals of optimized economic and workforce development services in the County and a greater focus and alignment of services for the aging population while allowing for minimal disruption to provision of these services and maximum flexibility in adapting to the fiscal hardships brought on by the COVID-19 pandemic.

As the CEO prepares to implement the phased approach upon Board direction, the CEO will continue to assess the fiscal health of the County and advise the Board on the most fiscally viable and programmatically sound path towards the establishment of the EWDD and the AD.







Shared Administration Model - Phase I									
Existing WDACS Budget				New Admin Positions			Revised WDACS "Shared Admin" Budget		
	Admin Budget	Assistance Budget	Total Budget	Admin Budget	Assistance Budget	Total Budget	Admin Budget	Assistance Budget	Total Budget
1 <u>Appropriation Summary</u>									
2 Salaries & Employee Benefits	\$ 70,895	\$ -	\$ 70,895	\$ 6,690	\$ -	\$ 6,690	\$ 77,585	\$ -	\$ 77,585
3 Services & Supplies	\$ 26,026	\$ 115,906	\$ 141,932	\$ -	\$ -	\$ -	\$ 26,026	\$ 115,906	\$ 141,932
4 Other Charges	\$ 0,592	\$ -	\$ 0,592	\$ -	\$ -	\$ -	\$ 0,592	\$ -	\$ 0,592
5 Capital Assets-Equipment	\$ 0,050	\$ -	\$ 0,050	\$ -	\$ -	\$ -	\$ 0,050	\$ -	\$ 0,050
6 Total Financial Appropriation	\$ 97,563	\$ 115,906	\$ 213,469	\$ 6,690	\$ -	\$ 6,690	\$ 104,253	\$ 115,906	\$ 220,159
7 Intra Fund Transfers	\$ (48,368)	\$ -	\$ (48,368)	\$ -	\$ -	\$ -	\$ (48,368)	\$ -	\$ (48,368)
8 Net Appropriation	\$ 49,195	\$ 96,937	\$ 146,132	\$ 6,690	\$ -	\$ 6,690	\$ 55,885	\$ 96,937	\$ 152,822
9									
10 <u>Revenue/NCC Summary</u>									
11 Revenue	\$ 21,120	\$ 71,813	\$ 92,933	\$ 0,880	\$ -	\$ 0,880	\$ 22,000	\$ 71,813	\$ 93,813
12 NCC	\$ 28,075	\$ 25,124	\$ 53,199	\$ 4,363	\$ -	\$ 4,363	\$ 32,438	\$ 25,124	\$ 57,562
13 Other	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
14 Total Revenue/NCC	\$ 49,195	\$ 96,937	\$ 146,132	\$ 5,243	\$ -	\$ 5,243	\$ 54,438	\$ 96,937	\$ 151,375
15									
16 <u>New Funding Needed</u>	\$ -	\$ -	\$ -	\$ 1,447	\$ -	\$ 1,447	\$ 1,447	\$ -	\$ 1,447
17									
18 Budgeted Positions	579.0	0.0	579.0	32.0	0.0	32.0	611.0	0.0	611.0

Footnotes:



1. Reconfiguration of office space would be needed for either the shared admin model or split departments.
2. The Shared Admin model assumes all appropriations and revenue from the EWDD and AD models other than the additional administrative positions in the EWDD and the additional S&S for those positions. This chart only shows the unfunded appropriations, which are the new programmatic positions for the EWDD branch, and the Supervising Administrator and support staff.
3. The Admin Budget Revenue in the New Admin Positions section is existing revenue at LACDA that covers some of the costs of the staff that would transfer, but more analysis is needed to identify more detailed sources of revenue, as LACDA braids many funding sources.

ECONOMIC AND WORKFORCE DEVELOPMENT DEPARTMENT

Attachment II





LEGEND – Colored boxes represent new units or existing functions in County departments/agencies, shadowed boxes indicate units that will comprise existing positions and new positions. New:  New/WDACS:  WDACS:  CEO:  DCBA:  LACDA: 

For Phases: (1) Phase I is the first step that involves combining the elements of Economic and Workforce Development Department (EWDD) and Aging Department (AD) into a single entity with two respective branches that share a central admin unit. (2) Phase II is the initial split of the departments into EWDD and AD. (3) Phase III is the building of additional capacity and functions after standing up two separate departments.

DIVISION/UNIT	FUNCTION	EXISTING COUNTY DEPT/AGENCY	PHASE
EXECUTIVE TEAM			
Director	This position has full responsibility for planning, organizing, facilitating, and directing all operations of the Economic and Workforce Development Department; including all programs, initiatives, and services necessary for the administration of workforce investment and economic development in accordance with federal, State, and County legislation and provisions.	New 	Phase I & II
Chief Deputy	Manages the day-to-day operations of the department.		
ADMINISTRATION			
Admin Unit	Administration programs provide executive management and general administrative support and include budget planning and control, accounting, contract administration and monitoring, information technology, staff development, property and facilities management, procurement, human resources, timekeeping, and payroll services to the Department.	New/WDACS 	Phase II & III
Human Resources	Performs all personnel activities for the department including recruitment, examinations, hiring, staff development, and performance management.		
Budget & Fiscal	Performs budget planning, accounting, payroll services and facilities management for the department		
Information Technology	Maintains and adapts the department's information technology infrastructure.		
Contracts	Performs contract administration and monitoring for the department.		
ECONOMIC DEVELOPMENT DIVISION			
This division is committed to the promotion of economic development to stimulate business and job growth in the region and help lift economically disadvantaged County residents. The ED team looks to attract and retain businesses, expand and capitalize on international trade, and support the growth of strategic industry sectors.			



ECONOMIC AND WORKFORCE DEVELOPMENT DEPARTMENT

Attachment II

DIVISION/UNIT		FUNCTION	EXISTING COUNTY DEPT/AGENCY	PHASE
Policy and Advocacy	This unit is responsible for developing policy positions and, working with the CEO's Legislative Affairs team, coordinates and leads L.A. County's advocacy on issues involving housing, community and economic development, land use, and international competitiveness. Also serves the long-term economic growth and development of the County through the implementation of specific Board directives, strategies and initiatives.		Chief Executive Office 	Phase I & II
Public Private Partnership	Develops strategic partnerships with private sector and non-profit partners, conducts ongoing analysis of the County's assets to assist in post-pandemic recovery efforts and the development of affordable housing opportunities.		New 	Phase III
WORKFORCE SERVICES				
This division provides services that lead to successful transition into the workforce, training, and education. The program goal is to increase the self-sufficiency of persons residing in the County.				
Employer Engagement and Key Initiatives	The Employer Engagement team offers employers services and assistance to attract, grow and retain a diverse workforce, to ensure the long-term prosperity of both workers and employers in Los Angeles. The team works closely with the WF Planning and Operations unit to connect well-suited workers with employment opportunities in growing industries. This unit also leads efforts in high road training partnerships and other specialized training initiatives, connecting and preparing workers for family-sustaining jobs with good career pathways.		WDACS 	Phase I & II
Workforce Planning & Operations	This unit facilitates subsidized employment programs to provide training and development opportunities for new workers to prepare them to meet the needs of hiring businesses. Operations also administers LA County's America's Job Centers of California which provide job training and access to job search assistance at community-based neighborhood access points.			
Workforce Development Board	The Los Angeles County Workforce Development Board operates on behalf of the Los Angeles County Board of Supervisors to carry out functions mandated by the Workforce Innovation and Opportunity Act and provide policy and oversight to the 2nd largest Local Workforce Development Area (LWDA) in California, which services approximately 4 million residents, 57 of the 88 cities, and approximately 150 unincorporated communities within Los Angeles County.			
Workforce Strategy and Alignment	This unit leads the development of overall strategic direction and alignment of workforce development initiatives across the County and would work closely with the Workforce Development Board. This includes development and implementation of a specific		New 	Phase III

ECONOMIC AND WORKFORCE DEVELOPMENT DEPARTMENT

Attachment II

DIVISION/UNIT	FUNCTION	EXISTING COUNTY DEPT/AGENCY	PHASE
	workforce alignment plan with measurable outcomes, as well as strategic direction to address the needs of the workforce post-COVID.		
SMALL BUSINESS SERVICES			
This division seeks to strengthen small businesses and stimulate business creation by providing resources and support to revitalize, stabilize, sustain, and grow existing businesses, while also improving physical conditions of commercial properties and streetscapes. <i>The division combines the existing DCBA Small Business Services with LACDA's Renovate and Commercial Loans programs.</i>			
Business Improvement	This unit has two programs: one to create and retain jobs by providing access to capital for small and medium sized business in Los Angeles County. The other program provides façade improvements to commercial buildings in eligible business districts in unincorporated Los Angeles County.	LACDA 	Phase I & II
Small Business Services	Serves as the primary resource for small and community business enterprises to do business with the County. The SBS provides small and community business enterprises with technical assistance and information on contracting opportunities and small business programs with the County, regional cities, and the State and federal governments. Also provides a forum for small business outreach, education, and advocacy regarding governmental contracting.	DCBA 	Phase I & II

AGING DEPARTMENT

Attachment III

For Phases: (1) Phase I is the first step that involves combining the elements of Economic and Workforce and Development Department (EWDD) and Aging Department (AD) into a single entity with two respective branches that share a central admin unit. (2) Phase II is the initial split of the departments into EWDD and AD.

DIVISION/UNIT		FUNCTION	EXISTING POSITIONS	PHASE
EXECUTIVE TEAM				
Director	This position has full responsibility for planning, organizing, facilitating, and directing all operations of the Aging Department; including all programs, initiatives, and services necessary for the administration of Aging and Older Adult Services in accordance with federal, State, and County legislation and provisions.		X	Phase I & II
Chief Deputy	Manages the day-to-day operations of the department.			
ADMINISTRATION				
Human Resources	Performs all personnel activities for the department including recruitment, examinations, hiring, staff development, and performance management.		X Most of the initial positions needed for the AD currently exist in WDACS and are assumed to be retained in the AD for this initial analysis. In addition, some existing positions are planned to be transferred from WDACS to EWDD. Meetings are ongoing with WDACS and CEO budget to determine final position count and required new positions for both the AD and EWDD, due to the split in Admin between two new depts.	Phase II
Budget & Fiscal	Performs budget planning, accounting, payroll services and facilities management for the department.			
Information Technology	Maintains and adapts the department's information technology infrastructure.			
Contracts	Performs contract administration and monitoring for the department.			

AGING DEPARTMENT

Attachment III

DIVISION/UNIT		FUNCTION	EXISTING POSITIONS	PHASE
AGING AND ADULT SERVICES				
Area Agency on Aging Division	The Area Agency on Aging (AAA) is responsible for providing services and supports to all older adults 60 years and over. The AAA has oversight responsibility for 36 Older American Act programs, such as senior meals, legal assistance, and supportive services, that promote independent lifestyles for older adults. The AAA is responsible for 6 specialized programs for older adults as well and is responsible for the Purposeful Aging Los Angeles Initiative for the Los Angeles Region and the Los Angeles Commission for Older Adults, which is an advisory body that makes recommendations on the needs and services to older adults.		X	Phase I & II
Adult Protective Services Program & Planning Division	The Adult Protective Services Program & Planning Division is responsible for the development of all policies and procedures used by APS Line Operations staff, as well as oversight of APS MOUs, contracts and other agreements, and legislative analysis. In addition, the division oversees specialized programs such as LA Found, New Freedom Transportation, Critical Delivery Services, Home Safe, Homeless Initiative: Strategy D5, training and outreach.		X	Phase I & II
Adult Protective Services Field Operations Division	APS Line Operations management is responsible for the operation of the state mandated Adult Protective Services Program which is charged with providing crisis intervention services to vulnerable adults (18-64) and the elderly (65+) who have been reported as being subjected to abuse, neglect and exploitation. APS is a 24-hour, 365 day a week program consisting of 23 APS offices/units as well as specialized functions such as the APS Call Center, Governmental Inquiries and Response Unit and others.		X	Phase I & II
COMMUNITY & SENIOR CENTERS				
Community & Senior Centers	The Community and Senior Centers (14) provide services to County residents of all ages through partnerships with local community-based organizations, businesses, and other government entities. The Centers help to reduce the isolation faced by our elderly population; improve the health and well-being of our local communities; provide programming for youth and simplify access to information and services such as: income tax preparation; telephone reassurance, support groups, utility payment assistance and emergency food assistance.		X	Phase I & II



County of Los Angeles CHIEF EXECUTIVE OFFICE

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FESIA A. DAVENPORT
Chief Executive Officer

November 9, 2021

To: Supervisor Hilda L. Solis, Chair
Supervisor Holly J. Mitchell
Supervisor Sheila Kuehl
Supervisor Janice Hahn
Supervisor Kathryn Barger

From: Fesia A. Davenport
Chief Executive Officer

Board of Supervisors
HILDA L. SOLIS
First District

HOLLY J. MITCHELL
Second District

SHEILA KUEHL
Third District

JANICE HAHN
Fourth District

KATHRYN BARGER
Fifth District

LEVERAGING THE COUNTY'S WORKFORCE SYSTEM TO MEET THE POST COVID-19 LABOR MARKET NEEDS AND PREPARE FOR THE COUNTY'S WORKFORCE AND ECONOMIC DEVELOPMENT DEPARTMENT (ITEM NO. 68-E, AGENDA OF SEPTEMBER 1, 2020)

On September 1, 2020, the Board of Supervisors (Board) adopted a motion directing the Chief Executive Officer (CEO) to convene a Workforce and Economic Development Department Alignment Workgroup (Workgroup) consisting of representatives from the Departments of Workforce Development, Aging and Community Services (WDACS), Consumer and Business Affairs (DCBA), Public Social Services (DPSS), Los Angeles County Development Authority (LACDA), and other departments, as needed, to put forward a proposed organizational structure for the new economic and workforce development department (EWDD) on or before October 4, 2020, to align with the budgetary recommendations from the CEO.

In the second directive of the motion, the Board directed the Workgroup to engage a consultant, as needed, to review the July 2020 Workforce Optimization and Alignment Studies; analyze the current structure and efficacy of the County of Los Angeles' (County) America Job Centers of California (AJCC), including metrics of success; and within 90 days, return to the Board with recommendations for a more responsive structure for AJCC's and the County's workforce system, considering market pressures due to COVID-19, and the need to grow High Road Training Partnerships (HRTPs) and career pathways.

The CEO retained Social Policy Research Associates (SPRA) to perform the work related to the AJCC Assessment.

This memorandum is in response to the second directive of the motion which is the AJCC Assessment and presents an evaluation of findings and recommendations for the new EWDD, including:

- Opportunities to better integrate Workforce Innovation and Opportunities Act (WIOA), Title IB programs with other County workforce programs including Greater Avenues for Independence (GAIN), General Relief Opportunities for Work (GROW), and CalFresh Employment and Training (CFET);
- Options to enhance the delivery of workforce development services beyond what is required under the WIOA; and
- A framework for growing HRTF opportunities.

SUMMARY OF KEY FINDINGS

Evaluation of the County's AJCCs

1. During the pandemic, AJCCs continue to meet and exceed their contractual metrics, which are negotiated between the State and the LA County Workforce Development Board (LACWDB).
2. AJCCs have continued to effectively serve employers and jobseekers during the pandemic, both virtually and through limited in-person services.
3. All LA County Comprehensive AJCCs, or "full-service" centers, provide access to partner programs through on-site co-location, including other County programs, as well as programs operated by community-based organizations.
4. AJCCs (and WDACS) are playing a role in HRTFs; however, these programs are limited in scope. AJCCs are not adequately resourced (time and funding) to engage in enhanced workforce services such as HRTFs. Additional resources would be required to engage in these types of specialized services.

Enhancing AJCCs to Further Support the County's Workforce System: Challenges and Opportunities

1. AJCCs are not properly resourced to match all jobseekers to high-quality jobs. Many jobseekers have high barriers to employment and do not have the required skills to be placed in high-wage jobs. In addition, there is not an abundance of "high-wage" jobs available in which to place them.

2. WIOA performance metrics are a barrier to integrating a larger number of GAIN/GROW participants into the AJCC system, as many of these individuals are not considered to be job-ready. However, participant referrals between these programs for training opportunities using non-WIOA funding is largely viewed as positive due to the more specific, participant-focused nature of these programs.
3. WIOA funding is limited; therefore, AJCCs are put in a position to prioritize enrollments and services. This is also true as it relates to the prioritization of participant enrollments to meet the required performance metrics. Therefore, identifying alternative sources of funding to support special populations to become job-ready is critical to workforce development in the County.
4. Based on the challenges that exist to co-enroll participants in WIOA-funded workforce development programs, more work is needed to connect GAIN/Grow customers to AJCC services. However, several AJCCs have contracts with the GAIN program to provide subsidized training using non-WIOA funding (e.g., GAIN funding).
5. Specialized training programs such as INVEST (partnership between WDACS and the Probation Department) have proven successful due to specialized training of AJCC staff to assist the targeted population, and the investment of additional funding and department staff resources to support the program.

RECOMMENDATIONS FOR THE NEW EWDD

1. Establish a clear vision for economic and workforce development in the County that includes strategies and priorities for all partners within the system.
2. Co-locate GAIN and GROW staff with AJCCs to increase the number of participants receiving services from AJCCs and provide training for AJCC staff to assist these populations.
3. Provide additional funding (non-WIOA) to AJCCs to provide intensive services to assist special/priority populations.
4. Engage community partners to provide bridge services for special/priority populations.
5. Consider making the development of HRTPs a focus for the new EWDD and create structured pathways between HRTPs and AJCCs.

Each Supervisor
November 9, 2021
Page 4

6. Provide adequate funding and realistic timelines and metrics for program development and implementation of new workforce and economic development initiatives.
7. Invest in data infrastructure for EWDD and workforce system partners.
8. Support AJCCs with adequate technical assistance, staff development, and funding to support living wages to support and retain employees.

Should you have questions concerning the AJCC Assessment, please contact me or Julia F. Orozco, Acting Senior Manager at (213) 974-1151 or jorozco@ceo.lacounty.gov.

FAD:JMN:JO
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Attachment

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

Evaluation of the Los Angeles County America's Job Centers of California

Prepared for the Los Angeles County Chief Executive Office
September 2021

Jessie Oettinger, Kris Palmer, Kate Dunham
SPRA | 1333 BROADWAY, STE. 310, OAKLAND, CA 94612

Executive Summary

America's Job Centers of California (AJCCs) are the frontline providers of public workforce services in California, leveraging federal, state, local, and philanthropic dollars to deliver a comprehensive range of employment and training services for employers and job seekers in brick-and-mortar, neighborhood-based locations as well as online. The Los Angeles County Workforce Development Board (LACWDB) oversees nineteen AJCCs in Los Angeles (LA) County. In May 2021, Social Policy Research Associates (SPR) was contracted to evaluate LACWDB's network of AJCCs in the context COVID-19 response, High Road Training Partnerships (H RTP) expansion, career pathways development, and workforce partnerships across Los Angeles (LA) County agencies. This report will expand on the following findings and recommendations.

Evaluation Findings	Recommendations
<p>The nineteen AJCCs overseen by the LACWDB are generally meeting and even exceeding their WIOA-related performance targets and scoring well on state-required certification assessments.</p> <p>AJCCs have been key partners in the County's COVID-19 initiatives to serve job seekers and employers, continuing to offer job search support, and providing lay off aversion assistance, distributing PPE and offering other support to businesses.</p> <p>H RTPs are underway in Los Angeles County, showing promise to increase access to higher quality jobs. However, presently, the scale is small, the costs are high, and the time commitment for implementation is significant.</p> <p>AJCCs struggle with the expectation from system partners that they can be all things to all job seekers and face a reality where they must balance structural economic barriers and funding hurdles with their WIOA-driven contractual obligations.</p>	<p>Clarify the vision and strategy for economic and workforce development at the highest levels. Establish clear priorities that inform the County's entire economic and workforce development chain of programs and—based on those priorities—develop shared strategies.</p> <p>Focus on a population or service strategy in-line with the county's broader vision. Build capacity to implement the county's vision by focusing on an aligned strategy. Support related activities and measurement practices to mobilize needed funding and policy changes.</p> <p>Set AJCCs up to be more successful. Provide them with the resources, timelines, and metrics to align with the County's vision for workforce and economic development.</p> <p>Continue to invest in data infrastructure to support data-driven decision making for the EWDD team and partners. Ensure that WDACS' data and IT infrastructure continues to be available to inform strategy, course correction, and accountability.</p>

Introduction

SPR was contracted in late May 2021 to analyze how the current structure of America's Job Centers of California (AJCCs) overseen by the Los Angeles County Workforce Development Board (LACWDB) is responding to the needs of employers and jobseekers, specifically within the context of COVID-19 concerns, High Road Training Partnerships (HRTTP) expansion, and career pathways development. Specifically, the Los Angeles Board of Supervisors (BOS) Chief Executive Office (CEO) requested more information regarding:

- Opportunities to better integrate Workforce Innovation and Opportunities Act (WIOA) Title IB programs with other county workforce programs including Greater Avenues for Independence (GAIN), General Relief Opportunities for Work (GROW), and CalFresh Employment and Training (CFET).
- Options to enhance the delivery of workforce development services beyond what is required under WIOA.
- A framework for growing HRTTP opportunities.

In the preliminary phase of the evaluation, SPR met with key stakeholders including Workforce Development Aging and Community Services (WDACS) leadership and Los Angeles (LA) County BOS staff (BOS Staff) from each of the five districts. Meetings, interviews, and an extensive document review provided a basis for refining the objectives of the evaluation and developing research questions. The evaluation also comprised of qualitative and quantitative data collection including conducting interviews with key representatives from WDACS, the AJCCs, LACWDB members, HRTTP employer partners, Department of Public Social Services (DPSS), and Probation. SPR also conducted a targeted review of state and national best practices from other workforce areas in California and other states that could inform the recommendations for LA County.

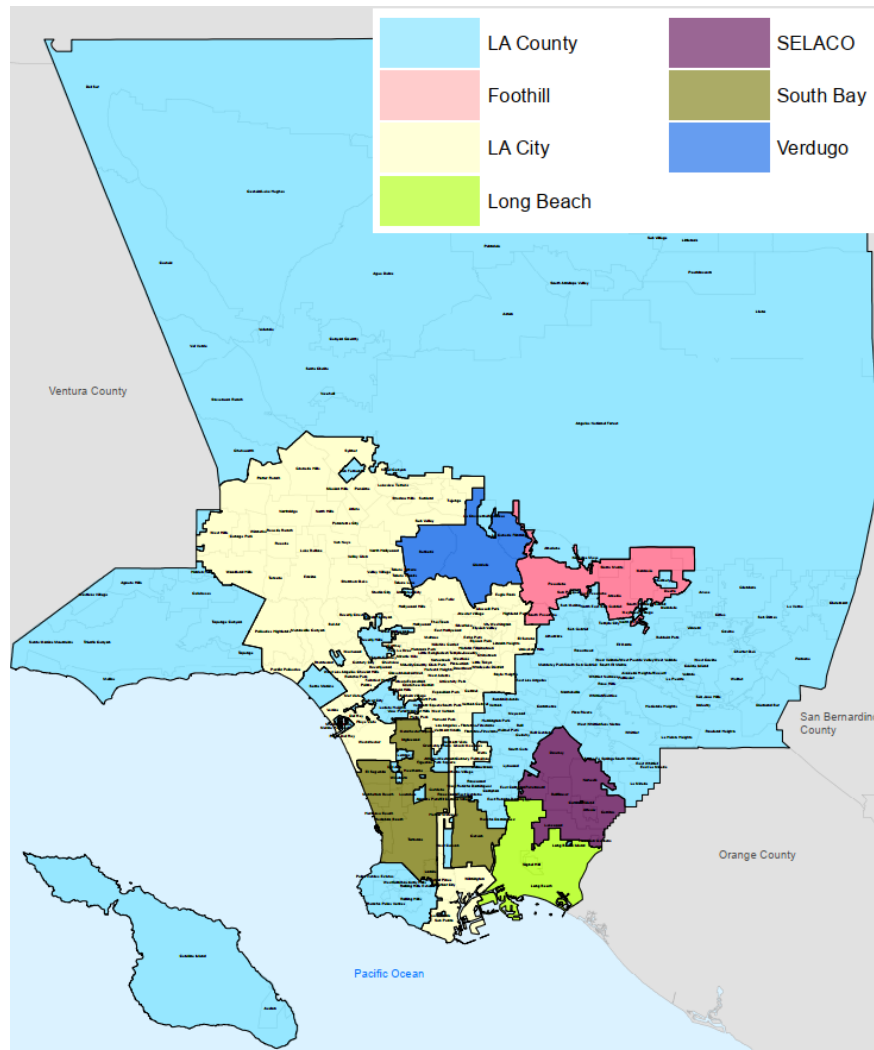
This report provides an overview of the LA County AJCC structure and summarizes key findings from our research activities. It also provides recommendations based on these findings.

Overview of Los Angeles County AJCCs

The LACWDB is a 21-member body that is staffed by WDACS and appointed by the BOS, but is governed largely by federal WIOA legislation. For example, it is charged with carrying out state and federal WIOA policies, mandates and directives; setting its own local policies for WIOA service provision; procuring and overseeing contractors to provide WIOA-funded workforce services for eligible adults and youth in the local workforce development area (LWDA); and ultimately for tracking, reporting and meeting the performance accountability measures associated with WIOA and other workforce development funding.

As is illustrated in Figure 1, LACWDB is one of seven local workforce development boards (WDBs) in LA County¹ and oversees the fourth largest LWDA in the U.S., which serves approximately 4 million of LA County's more than 10 million residents, 57 of the county's 88 cities, and all of LA County's approximately 150 unincorporated communities.

Figure 1. Los Angeles County Local Workforce Development Areas

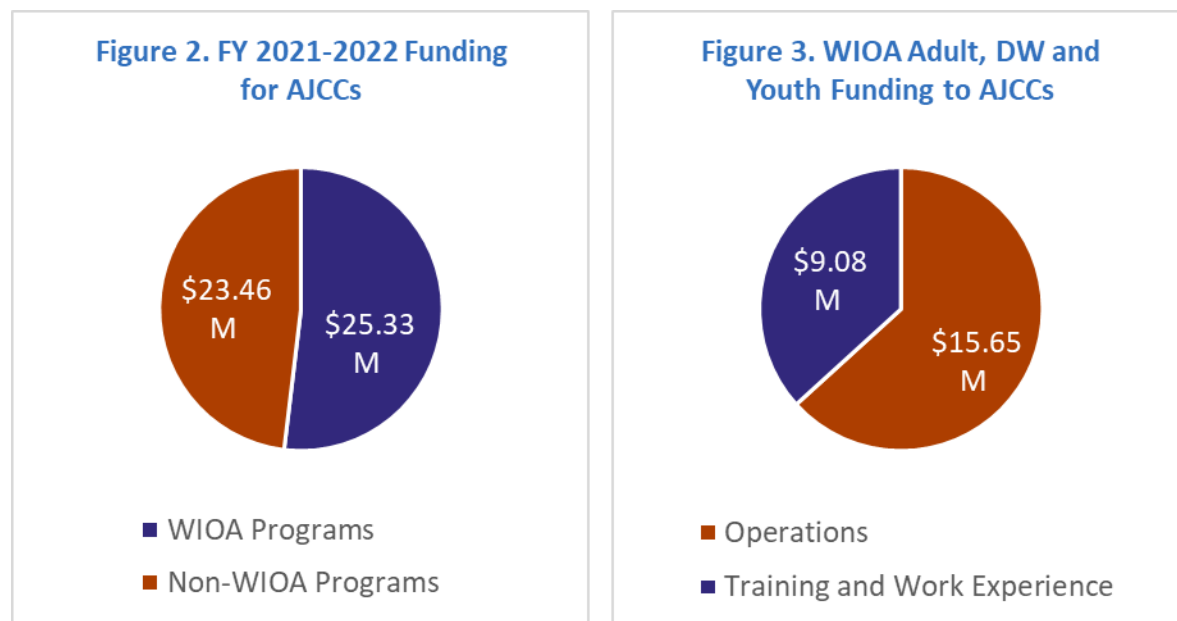


LACWDB uses its WIOA funding to support seven comprehensive AJCCs within the LWDA, as well as an additional twelve affiliate and specialized AJCCs. Comprehensive AJCCs are defined by WIOA as centers where job seekers and employers can access the full suite of programs, services, and activities offered by the WIOA core and required partners (a list of WIOA core and required partners is in Appendix A: WIOA Partners.) Affiliate AJCCs are also job centers where jobseekers and employers can access WIOA program services, but they are not required to provide

¹ The six other local workforce development boards in LA County are Foothill, LA City, Long Beach, SELACO, South Bay, and Verdugo. For a map of workforce board jurisdiction and LACWDB AJCCs, see: https://workforce.lacounty.gov/wp-content/uploads/2020/07/LACounty_AJCC_ServiceRegions_07312020.pdf

access to all partner programs. In LA County, specialized AJCCs are associated with comprehensive or affiliate sites and serve a specific population or industry sector.²

As is illustrated in Figures 2 and 3, for the 2021-2022 Fiscal Year, funding for these 19 AJCCs is approximately \$48.8 million, with just over half of that funding coming from WIOA programs. Of the approximately \$25 million dollars of WIOA funding that goes to AJCCs, roughly two-thirds is allocated for program operations and one-third to funding training (for adults) and paid work experience (for youth).



Data Source: WDACS

In addition to providing WIOA Title I program services, LA County's AJCCs are also hubs for other LACWDB-funded programs such as Innovative Employment Solutions (INVEST), the Los Angeles Regional Initiative for Social Enterprise (LA: RISE), and Prison to Employment (P2E). In fact, in program year 2020-2021, of the approximately 28,000 individuals who accessed programs operated by the LACWDB and administered through AJCCs, less than half were served under one of the three WIOA Title I programs and less than a third were enrolled in the more intensive types of WIOA Title I program services—individualized career services or training. This would suggest that the WIOA Title I program funding used to support AJCCs is an important point of leverage for the community in offering a brick-and-mortar presence in LA County neighborhoods for workforce services.

² California Employment Development Department. (2019, April 30). *WIOA memorandums of understanding* (Directive No. WSD18-12). https://edd.ca.gov/Jobs_and_Training/pubs/wsd18-12.pdf

WIOA mandates that AJCC operators be procured competitively, and the state of California further requires that WIOA Adult, Dislocated Worker, and Youth program service providers are also competitively procured. This sets up a contractual relationship between LACWDB and its AJCC operators and WIOA Title I program service providers³ to meet contractual performance targets related to the WDB's WIOA performance targets that LACWDB negotiates with the State.

LACWDB has procured seven AJCC operator/WIOA Title I program contractors, each of which manages one comprehensive AJCC, as well as one (or more) connected affiliate or specialized AJCCs. These seven contractors, the comprehensive AJCCs they operate, and their affiliate or specialized sites are as follows:

Comprehensive AJCC	Contracted Operator and WIOA Title I Provider	Other AJCCs operated by comprehensive AJCC contractor
Antelope Valley Comprehensive AJCC	Jewish Vocational Services (JVS) So-Cal	Palmdale Affiliate AJCC, Veterans AJCC, West LA AJCC
Southeast L.A. Comprehensive AJCC	Hub Cities Consortium	Slawson Affiliate AJCC
Rio Hondo Comprehensive AJCC	Southeast Area Social Services Funding Authority	Whittier Affiliate AJCC
Rancho Dominguez Comprehensive AJCC	Community Career Development	Willowbrook Affiliate AJCC
East San Gabriel Valley Comprehensive AJCC	Goodwill Southern California	Baldwin Park Affiliate AJCC, Santa Clarita AJCC
Pomona Valley Comprehensive AJCC	Managed Career Solutions	West Covina Affiliate AJCC
East L.A./West San Gabriel Valley Comprehensive AJCC	Archdiocesan Youth Employment (AYE) of Catholic Charities of Los Angeles, Inc.	Alhambra Affiliate AJCC, South LA AJCC

For more information on AJCC contractors, see Appendix B: Los Angeles County AJCC Contractors.

Evaluation Findings

The following findings are based on interviews with a variety of respondents connected with the LACWDB workforce system, including representatives from WDACS, AJCCs, HRTPs, the LA County Probation Department (Probation) and the Department of Public Social Services (DPSS,)

³ Note that the AJCC operator and Adult, Dislocated Worker and Youth services providers are combined roles procured via the same competitive process.

as well as an extensive review of WIOA performance measure results, both for the LWDA as a whole and for individual AJCCs.

I. AJCCs are mostly meeting or even exceeding their WIOA-related contractual metrics

WIOA provides two primary ways in which states (and by extension local WDBs) can track and assess the performance of local AJCCs and WIOA Title I Adult, Dislocated Worker, and Youth programs: the formal capturing of data on WIOA performance metrics for those programs and the certification of local AJCCs.

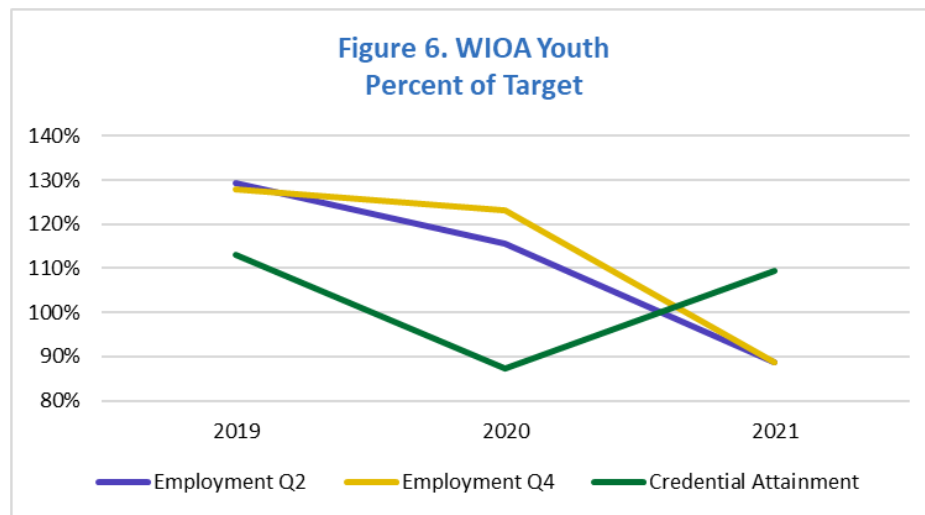
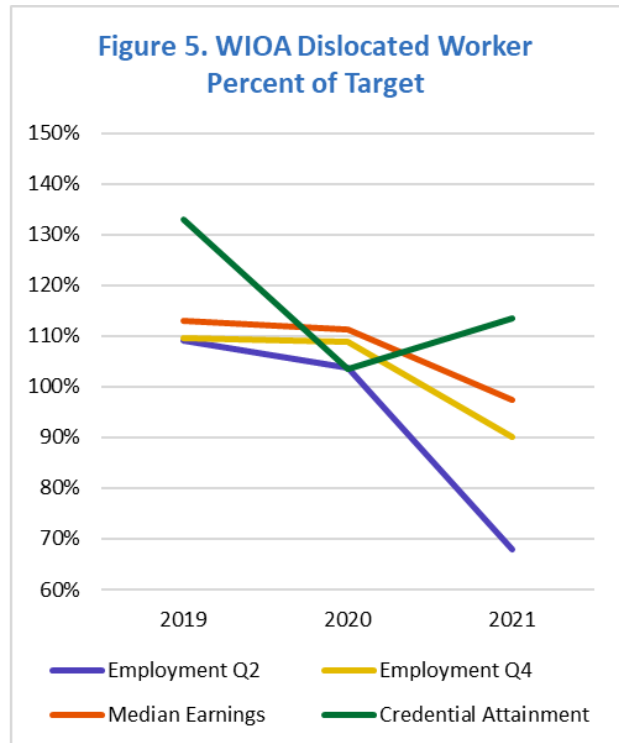
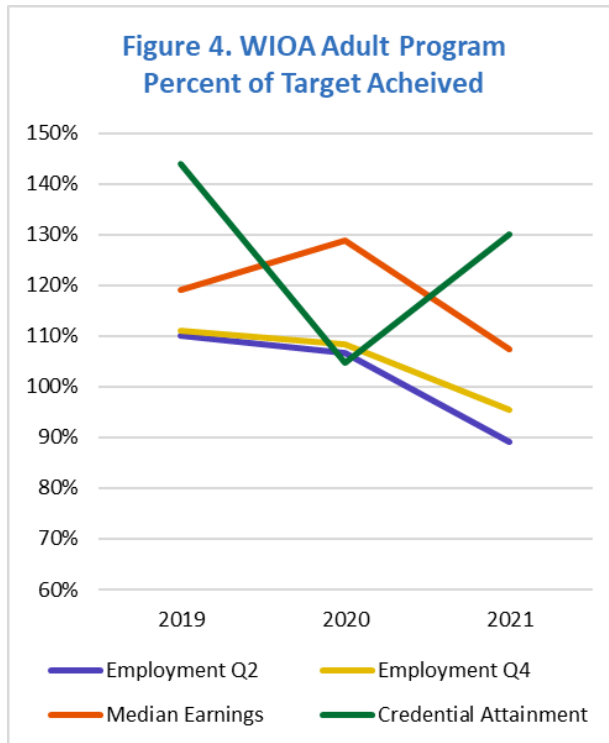
AJCC performance on WIOA employment-related metrics has enabled the LACWDB to meet its own State-set WIOA Performance Goals

Technically, the states negotiate WIOA Title I program performance targets for each of WIOA's required metrics with local WDBs for the Adult, Dislocated Worker, and Youth programs as a condition of receipt of their WIOA grants for those programs. WDBs then pass these targets down—often slightly revised—to their contracted service providers for those programs. WIOA's six federally required performance indicators are:

- Employment rate - 2nd quarter after program exit (individual participants)
- Employment rate - 4th quarter after program exit (individual participants)
- Median earnings - 2nd quarter after program exit (individual participants)
- Credential attainment (individual participants who participated in education or training service)
- Measurable skill gains (individual participants who participated in education or training service)
- Effectiveness in Serving Employers (individual employers)

For program years 2018-2019 and 2019-20, based on the performance results of its contracted providers, the LACWDB met or exceeded its State-set WIOA performance targets for the three WIOA Title I programs (See Figs. 3-5 below). Even in the pandemic year of 2020-2021, although results for the employment indicators did miss their targets – but only slightly – results for the credential attainment and median earnings indicators still met or exceeded targets.⁴

⁴ Per EDD and CWDB guidance on calculating local area performance and non-performance, LACDWD was close enough to its initial negotiated targets that it may ultimately technically meet its final adjusted targets in 2020-2021. https://www.edd.ca.gov/Jobs_and_Training/pubs/wsd20-02.pdf



Data Source: WDACS

Note: Because the measurable skill gains and effectiveness in serving employers indicators are newly established, no baseline targets for them were set in 2019 and 2020, so those indicators were excluded from this analysis. Similarly, because the Youth program formerly was not subject to the median earnings indicator and no baseline targets for it were set in 2019 or 2020, results for the Youth program for this indicator were also excluded.

AJCCs are scoring well on State-required certification assessments

In addition to meeting performance accountability indicator targets, WIOA requires certification of AJCCs every three years. Certification requirements and processes in California are co-developed and -overseen by the California Employment Development Department (EDD) and the California Workforce Development Board (CWDB). Certification requires an assessment of how well the AJCCs are performing against the AJCC Certification Indicators (formerly called the Hallmarks of Excellence) and the development of a continuous improvement plan.⁵

In 2018, six of the seven Comprehensive AJCCs within the LACWDB LWDA successfully achieved certification based on their scores on the Hallmarks of Excellence indicators. The certification process included a comprehensive site visit; interviews with AJCC leadership, staff and stakeholders; and a review of relevant AJCC documents. The one AJCC that fell short on achieving a “passing” mark in three of the eight Hallmarks criteria was provided technical assistance from WDACS and was able to achieve certification a year later.

According to the results of this certification process, the seven AJCCs scored highest on “effective partnerships” and “business results through data-driven continuous improvement.” These results further described successful, collaborative partnerships between AJCCs and EDD, Probation, GAIN, and the LA County Office of Education, among others. They also provided insight into how the AJCCs leverage the services and resources of their partners (both onsite and off) to fund additional training opportunities and supportive services for their job seekers.

In 2019, LACWDB's affiliate and specialized AJCCs were also assessed using the Hallmarks of Excellence Criteria. All of these AJCCs were also successful in achieving certification, generally receiving high marks across all criteria, particularly related to "effective partnerships." The certification results also described how specialized AJCCs were partnering with other organizations that serve their target populations. For example, the certification results detailed how the Veterans Specialized AJCC was working closely with the County Department of Military and Veterans Affairs, U.S. Vets, the County Department of Mental Health, and EDD.

II. AJCCs played a key role in serving both job seekers and employers during the COVID-19 pandemic

As addressed in the WDACS [*Pathways for Economic Resiliency report*](#), the impact of COVID-19 on the regional economy and its businesses, workers, job seekers, and communities has been far reaching and devastating.⁶

⁵ AJCC Comprehensive and Affiliate/Specialized Certification guidance: https://www.edd.ca.gov/Jobs_and_Training/pubs/wsd20-08.pdf

⁶ Sedgwick et al. (2020).

AJCCs were able to pivot to continue serving participants, both virtually and in-person, during the pandemic

On March 19, 2020, Governor Gavin Newsom issued the first in a series of California stay-at-home orders, effectively shuttering most brick-and-mortar services at LA County AJCCs. In order to meet continued and new demands for services following this unprecedented action by the Governor, AJCCs pivoted quickly to offer virtual orientations, job fairs, workshops, and training on virtual enrollment strategies. Additionally, in-person, one-on-one meetings were and continue to be available by appointment for those unable to access virtual services. When enrollments waned later in the pandemic, AJCCs got creative about how to recruit people to resume their job searches. For instance, one AJCC, with the help of WDACS, ran a weeklong social media campaign that returned a significant number of interested participants.

Virtual services highlighted the digital divide for jobseekers (and AJCC staff!)

Pivoting to virtual services during the pandemic, however, brought issues related to the fact that many job seekers lack of internet access, technology, and digital literacy to the forefront and this digital divide posed a major challenge to AJCCs. Even when participants were provided with or had access to the appropriate technology, low levels of digital literacy in various communities presented an added challenge. For example, one AJCC reported that their participants lacked not only computers and Internet access, but also the skills necessary to navigate technology, such that staff had to instruct participants on how to open a Word document.

AJCC staff also struggled with the level of digital literacy they needed in order to fully provide virtual services, especially at the outset of the pandemic. Not only did AJCC staff members have to work in an online space, but they also had to navigate the varying levels of participants' computer literacy, which many staff members found challenging.

To overcome the digital divide, AJCCs provided equipment and hotspots, and continued to provide limited In-person services

To deal with the digital divide challenges described above, many AJCCs got creative about how to meet with clients in person. One AJCC, for example, worked with partners (in many cases WDACS) to access safe physical spaces, such as churches and community centers, to meet with job seekers. Their sentiments were echoed by many: "Virtual services sometimes work and sometimes do not. Staff need to spend time with people. A good percentage of funding needs to be designated specifically for staff to meet people in person."

Representatives from one AJCC related that, with some populations, building trust is critical, especially for "Latinos, justice-involved individuals, and youth," according to staff, and "that can be more challenging virtually." AJCC staff also reported that youth were digitally fatigued after

a year of virtual schooling. So, even though they were digitally literate, they were craving human-to-human interaction.

WDACS and the AJCCs distributed equipment, provided layoff aversion assistance, and continued to provide support to small businesses during the COVID-19 pandemic

As stated in the [LA County WDB 2021–2024 WIOA Local Area Plan](#), WDACS was instrumental in distributing support to businesses during COVID-19:

"With a focus on supporting local businesses, WDACS launched the first-of-its-kind Employer Assistance Grant Fund (EAGF) to provide direct financial relief to the most affected businesses with an emphasis on layoff aversion. The program successfully granted 1,489 grants for a total of \$46.7 million in distributed funds, with 35% awarded to businesses or non-profit organizations led by people of color. This one-of-a-kind program included multifaceted criteria to ensure equitable fund distributions to businesses most impacted by COVID-19 and businesses in vulnerable communities. The program's outcomes provide future opportunities to proactively support the local economy by providing direct financial support to community businesses. In total, EAGF award recipients reported averting more than 6,000 layoffs and retaining/earning about \$116M revenue as a direct result of the awarded funds."⁷

The same report also notes that WDACS distributed no-cost personal protection equipment (PPE) to small businesses, nonprofits, and social enterprises to increase safety for employers, employees, and customers. It "funded the distribution and partial procurement of 16.2 million units of critical PPE supplies for businesses with 100 employees or fewer."⁸ Through its public-private partnership, the PPE Unite program not only contributed to public health and safety; it also saved the average PPE Unite business recipient at least \$182 in costs. This likely made a critical difference for many businesses that were seriously struggling to stay afloat during the pandemic.

As part of the LACWDB's Layoff Aversion Program, AJCC staff members also delivered increased layoff aversion services to small businesses. For example, AJCC staff members provided monthly, sometimes biweekly, information sessions and town hall meetings for businesses where they provided instructions on accessing COVID-19 financial assistance programs. Other services developed by WDACS and distributed or publicized by AJCCs included an employer press kit, a WDACS-run business disaster/crisis hotline, and access to legal experts.

⁷ Los Angeles County Workforce Development Board. (2021). *Los Angeles County Workforce Development Board 2021–2024 Workforce Innovation and Opportunity Act (WIOA) local area plan*. https://workforce.lacounty.gov/wp-content/uploads/2021/03/LACountyWDB_LOCAL-PLAN-PY21-24_DRAFT_7_03.24.21.pdf, pp. 15–16.

⁸ Los Angeles County Workforce Development Board (2021), p. 16.

III. High Road Training Partnerships are underway in LA County and WDACS and LACWDB AJCCs are playing a role

In 2017, CWDB launched its H RTP Initiative with \$10 million in grants provided to local partnerships to support workforce training models that addressed income inequality, economic competitiveness, and climate change through regional skills strategies. Echoing WIOA's themes, the initiative—which was recently re-funded at a higher level—takes a sector-based approach to employer engagement and focuses on training partnerships that build skills for both individuals and “high road” employers and generate family-supporting jobs where workers have “agency and voice.”⁹

LA County Sector-Focused Training Projects show promise, but they are currently limited in scope

Formal, State-funded H RTPs are meant to be models of excellence, funded via relatively small state investments and aimed at serving, at least at first, relatively small numbers of individuals. LA County is home to four of the first eight state-funded H RTP partnerships.¹⁰ The term “H RTP” is interchangeably used by many BOS Staff, WDACS, and AJCC staff members to describe other sector-focused training initiatives in LA County that offer job seekers access to well-paid, medium-skilled jobs (whether or not they are associated with CWDB-funded pilot projects), these sector-focused training projects have not been formally recognized as H RTPs by CWDB .

In addition to the “official” State-funded H RTPs, WDACS and LACWDB AJCCs currently collaborate with and support 12 sector-focused training projects, with WDACS playing a particularly important brokering role related to facilitating this collaboration. One WDACS representative referred to the AJCCs “as the arms and legs of employer-training partnerships.” For instance, for the HireLAX project, WDACS works with industry and training partners to connect participants to their closest AJCCs where they can enroll in a WIOA Title I program and thereby access support services to purchase needed training supplies, such as work boots. WDACS has also worked with LACWDB AJCCs to provide other services for sector-focused training projects. For example, AJCCs recruit and screen applicants and host employment events for these projects and associated employers. (Please see Appendix C: LA County High Road Training Partnerships and Sector-Focused Training Projects that Collaborate with WDACS and LACWDB AJCCs for a complete list of these H RTPs).

⁹ *High Road Training Partnerships*. California Workforce Development Board. (n.d.). Retrieved September 23, 2021, from <https://cwdb.ca.gov/initiatives/high-road-training-partnerships/>

¹⁰ California Workforce Development Board. (2018). *High Road overview*. https://cwdb.ca.gov/wp-content/uploads/sites/43/2019/09/High-Road-ECJ-Brief_UPDATED-BRANDING.pdf

Though HRTPs and sector-focused training projects show great promise as a strategy to work together with businesses and training providers to increase job seeker access to higher quality jobs, the scale is presently small, the costs are high, and the time commitment for implementation is significant. Successful HRTPs often require the involvement of employers, workers, and training institutions (including colleges and adult schools), as well as the support of organizations that can recruit, screen, and support participants on the training pathway. Consequently, increasing the number of HRTPs in LA County will require a significant investment of both time and funding.

WDACS has been creative in leveraging WIOA training funds. One AJCC shared that it was able to find ways to fund certain types of training that allows them to pay for services upfront (as was required by the training partner). The AJCC specifically credited WDACS in supporting their efforts to navigate the compliance criteria embedded in the WIOA regulations.

IV. AJCCs, as well as partner agencies and other interview subjects, reported that there is often a misperception that AJCCs are resourced to match all jobseekers to high-quality, high-wage jobs.

There are several issues with this assumption.

LA County has a relatively low density of high-wage jobs

Many local WDBs and workforce development programs are currently pursuing "quality jobs" strategies. Although definitions of quality jobs differ,¹¹ most programs—at a minimum—define such jobs as paying a living wage and offering benefits and opportunities for advancement. A recent report by the California Future of Work Commission defines quality jobs as providing “a living wage, stable and predictable pay, control over scheduling, access to benefits, a safe and dignified work environment, and opportunities for training and career advancement.”¹²

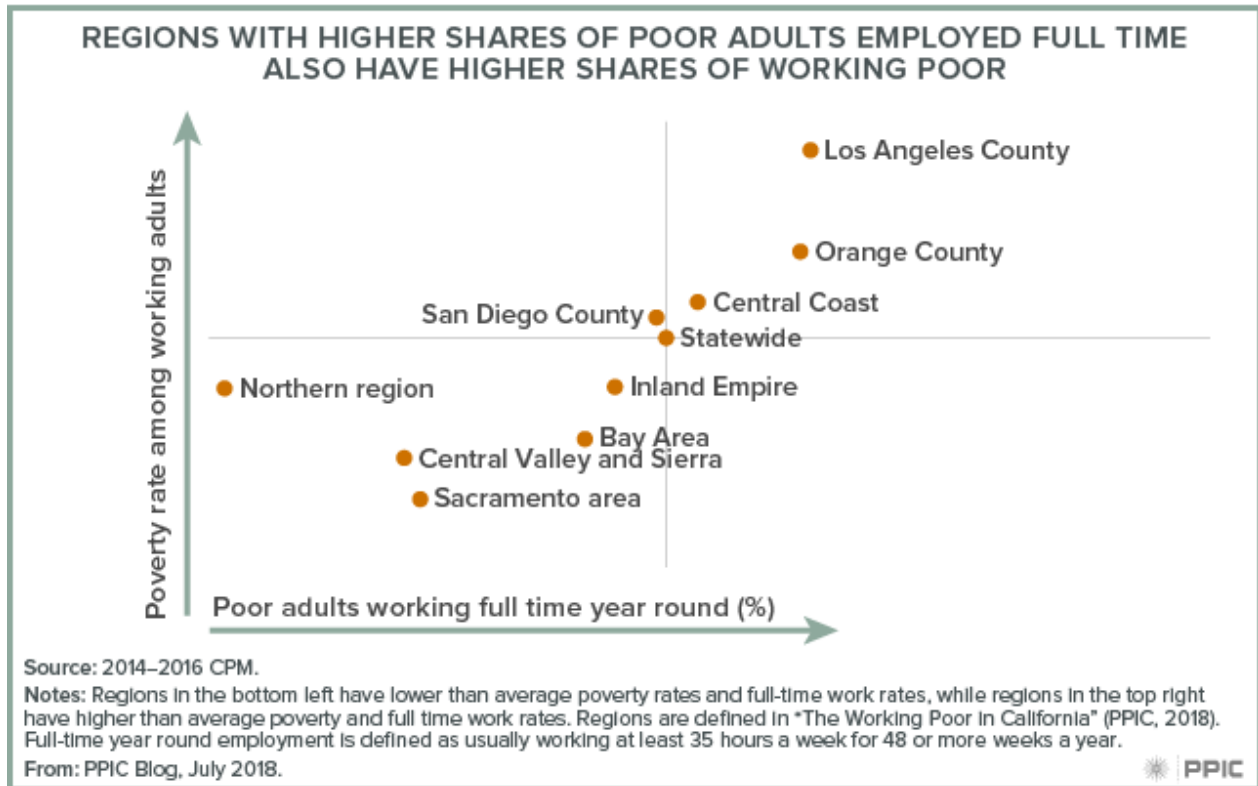
However, for LA County to be able to readily connect its job seekers with such quality jobs, the 'elephant in the room' is the county's economic structure, and particularly the very high percentage of LA County jobs that do not pay living wages. According to the [Public Policy Institute of California](#), and as illustrated in the figure 7 below, LA County has a relatively high

¹¹ See, for example, a recent report on this topic from the Urban Institute, entitled "How Do We Define "Good Jobs," and How Do They Affect Worker Well-Being?" Available at: <https://www.workrisenetwork.org/working-knowledge/how-do-we-define-good-jobs-and-how-do-they-affect-worker-well-being>.

¹² California Future of Work Commission. A New Social Compact For Work And Workers (2021) Institute for the Future. <https://www.labor.ca.gov/wp-content/uploads/sites/338/2021/02/ca-future-of-work-report.pdf>

share of full-time workers who do not earn a living wage.¹³ Further, in 2019, according to the LAEDC's [Pathways for Economic Resiliency report](#), 15 percent of all jobs in LA County were not living-wage jobs—a statistic that may have worsened as a result of the pandemic.¹⁴

Figure 7. Share of Working Poor Earning Poverty Wages in California Regions

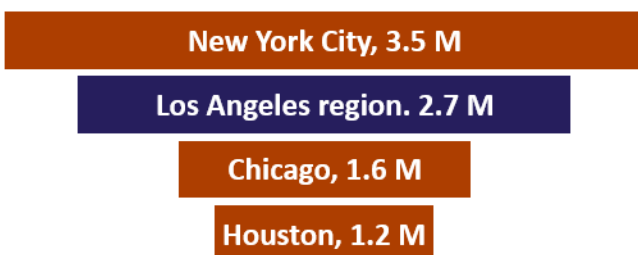


¹³ Danielson, C., & Bohn, S. (2018, July 25). *Nearly half of the working poor are working full time and year round* [Blog post]. Public Policy Institute of California. <https://www.ppic.org/blog/nearly-half-of-the-working-poor-are-working-full-time-and-year-round/>

¹⁴ Sedgwick, S. M., Girard, A., Ramsey, J., Larson, J., Sanchez, L., & Laferriere, T. (2020). *Pathways for economic resiliency: Los Angeles County, 2021–2026*. Los Angeles County Economic Development Corporation. <https://wdacs.lacounty.gov/wp-content/uploads/2021/02/Pathways-for-Economic-Resiliency-Condensed-Report-FINAL.pdf>

Los Angeles is not alone in grappling with this issue. While different studies of job quality and wages use different metrics, datasets, definitions, and calculations for low wage jobs or low-quality jobs, several recent studies provide additional findings related to this issue in California, Los Angeles, and the United States. For instance, the same Future of Work Commission report

Figure 8. Cities with the Highest Total Number of Low Wage Workers



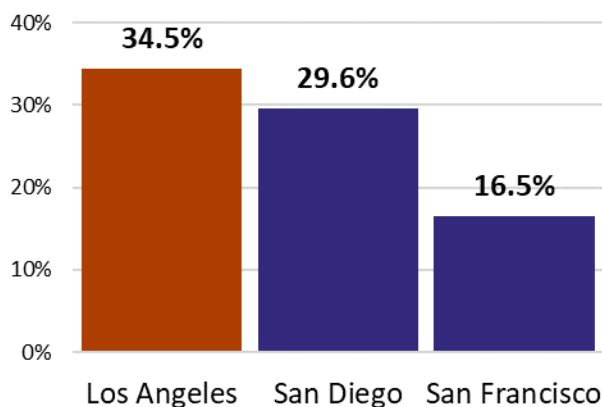
Data Source: Brookings analysis of 2012-2016 American Community Survey 5-year Public Use

While other large cities struggle with a high percentage of low wage workers, within California, LA County has a particularly high share of workers earning lower wages, especially when compared to other coastal metro areas in the state. As illustrated in Figure 9, an analysis by the UC Berkeley Labor Center of 2017 data found that Los Angeles had more than twice as many low wage workers (as a percentage of all workers) as San Francisco.¹⁷

quoted above also stated that “fewer than half of California workers report being in a quality job.”¹⁵

A 2019 study by the Brookings Institute (see Figure 8) found that large metropolitan areas have the highest numbers of low-wage workers, with the Los Angeles region having a particularly high number of low wage workers.¹⁶

Figure 9. Share of Workers Earning Low Wages by County of Workplace, 2017



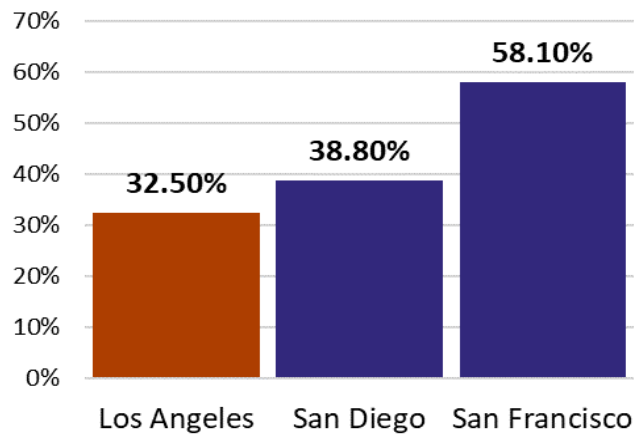
Data Source: UC Berkeley Labor Center analysis of IPUMS American Community Survey 2017.

¹⁵ California Future of Work Commission. A New Social Compact For Work And Workers (2021) Institute for the Future. <https://www.labor.ca.gov/wp-content/uploads/sites/338/2021/02/ca-future-of-work-report.pdf>

¹⁶ Ross, M. & Bateman, N. Meet the Low Wage Workforce (2019). Metropolitan Policy Program at Brookings. https://www.brookings.edu/wp-content/uploads/2019/11/201911_Brookings-Metro_low-wage-workforce_Ross-Bateman.pdf

¹⁷ Low-wage work in California. UC Berkeley Labor Center. (n.d.). Retrieved October 13, 2021, from <https://laborcenter.berkeley.edu/low-wage-work-in-california/#geography>.

Figure 10. Adults 25+ with Bachelors or Higher



Data Source: US Census Quick Facts

Structural factors contributing to the prevalence of workers earning low wages in the Los Angeles include issues on both the supply and demand side. For instance, as shown in Figure 10, LA County has a much lower percentage of adults with a college degree than other coastal metros. On the demand side, LA County also has a high prevalence of industry sectors that tend to employ lower wage workers. In their 2019 report, *Meet the Low Wage Workforce*, the Brookings Institute reported that the top 10 occupational clusters for low wage workers are primarily frontline service jobs, including

Figure 11. Project Change in Employment by Occupation, Los Angeles County, 2020-2024



From: *Pathways for Economic Resiliency*

retail sales workers, food and beverage serving and preparation workers, home health aides and personal care workers, material moving scheduling, and dispatching workers, and office and administrative support.¹⁸ Figure 11 is taken from the December 2020 *Pathways for Economic Resiliency* which reported that Los Angeles County lost many of these low

¹⁸ Ross, M. & Bateman, N. *Meet the Low Wage Workforce* (2019). Metropolitan Policy Program at Brookings. https://www.brookings.edu/wp-content/uploads/2019/11/201911_Brookings-Metro_low-wage-workforce_Ross-Bateman.pdf

wage positions early in the pandemic, but by 2024 many of these occupations are expected to recover and grow – with Personal Care and Services making the strongest gains.¹⁹

Basically, despite WDACS and the AJCCs’ attempts to help job seekers access high quality, living wage jobs, there are simply not enough “good jobs” currently available in LA County's labor market for all job seekers.

Many WIOA participants cannot easily obtain the skills to qualify for available high-quality jobs that pay living wages

According to multiple employer representatives interviewed for this study, AJCC clients do not typically have the skills needed to be eligible for their HRTPs and cannot readily develop them via a WIOA Title I program funds due to funding limitations.²⁰ One respondent clarified: “We need to be cognizant of what is realistic under WIOA. Sometimes there is no way to get high-road jobs filled through the AJCCs. The time and cost to build these skillsets are not available under WIOA.” Indeed, the sector-focused training initiatives employers interviewed for this evaluation reported that few referrals for their programs came from the AJCCs.

Overall funding for the Title I Adult, Dislocated Worker, and Youth programs is limited, so AJCCs must prioritize enrollments and services

When it comes to WIOA Title I Adult, Dislocated Worker, and Youth program funding, AJCCs have limited resources and must prioritize enrollments and services to those most likely to result in attainment of the performance targets described above. For example, the State-set performance target for employment approximately six months after program completion (2nd quarter after exit) for individuals who are enrolled in WIOA individualized career services or training hovers at around 70 percent—meaning that AJCCs are incentivized by WIOA and the State to ensure that 70 percent of the individuals they enroll in such services will be successful in finding employment post-program. **And these performance targets for WIOA programs are**

¹⁹ Sedgwick, S. M., Girard, A., Ramsey, J., Larson, J., Sanchez, L., & Laferriere, T. (2020). *Pathways for economic resiliency: Los Angeles County, 2021–2026*. Los Angeles County Economic Development Corporation. <https://wdacs.lacounty.gov/wp-content/uploads/2021/02/Pathways-for-Economic-Resiliency-Condensed-Report-FINAL.pdf>

²⁰ Funding for the Title I programs has been declining since the early 2000s. See, for example: https://wdr.doleta.gov/research/FullText_Documents/ETAOP-2016-05_Managing%20Funding%20Challenges%20in%20the%20Workforce%20Investment%20Act%20Adult%20and%20Dislocated%20Worker%20Programs%20-%20Mitigating%20Strategies%20and%20Effects%20on%20Services.pdf

relatively 'hard,' meaning that if AJCC contractors (and the LACWDB) do not meet them, they can face heavy consequences such as state funding-related sanctions.²¹

Further, because there are many circumstances that can affect whether WIOA program participants are able to find and maintain employment—several which are completely outside of any control by program staff members—WIOA programs need to ensure they are serving a relatively large number of participants who are able to complete program services within each calendar quarter (and go on to find and maintain employment) or they also face performance risks. Consequently, although job training can be funded using WIOA Title I dollars, as it is the most expensive service, it is also provided to only a limited number of participants and funding amounts tend to be low per participant.

In addition to being limited by the dollar amount, WIOA training dollars can only be used for certain kinds of training provided by pre-approved training vendors. However, due to what several respondents described as a cumbersome and restrictive process (required by WIOA) for becoming a pre-approved training provider, many training vendors – including community colleges –have opted out of the pre-approval process for many of their training programs and so WIOA participants cannot use program funding to participate in those programs. According to one AJCC, “Community Colleges don’t have a lot of love for us because it’s very cumbersome for them to get their programs approved [and paid for] under WIOA [regulations].”

AJCCs are not adequately resourced to serve populations with high barriers to employment

AJCC staff members reported that they do not receive sufficient WIOA funding to adequately serve job seekers who need extensive or specialized support to overcome their high barriers to employment, such as those who are homeless or have recently been released from prison. While AJCCs have adopted a “no wrong door” philosophy for job seekers and strive to serve anyone who enters, often via referrals to specialized community-based organizations, they asserted that WIOA resources alone cannot support the kind of intensive case management needed to effectively support job seekers who face such high barriers to employment.

A key strategy used by the LACWDB AJCCs to increase their job seekers' access to needed resources is to collaborate with other LA County agencies and WIOA partners. Their effectiveness in partnering is evidenced by the findings of the 2018-2019 AJCC Certification process (described above) that ranked AJCCs highly for their effective partnerships. As further evidence of their partnering success, staff members from EDD (the agency that administers the Wagner-Peyser Employment Service program—one of WIOA's 6 core programs—in California) are co-located at all the County's Comprehensive AJCCs, which is not the case in several other

²¹ Wu, P. (2015, July 1). *Operating guidance for the Workforce Innovation and Opportunity Act* (Training and Employment Guidance Letter No. 3-15). U.S. Department of Labor Employment and Training Administration. https://wdr.doleta.gov/directives/attach/TEGL/TEGL_03-15_Acc.pdf

LWDAs in California—despite WIOA's heavy emphasis on having Employment Service staff members co-located at job centers. Further, all the LACWDB Comprehensive AJCCs also have additional partner programs co-located on-site, including other LA County programs as well as programs operated by community-based organizations.

The 2018-2019 AJCC Certification process described in the first finding (*AJCCs are mostly meeting or even exceeding their WIOA-related contractual metrics*) ranked AJCCs highly for their effective partnerships with both co-located and non-co-located partners. As stated above, WIOA emphasizes the alignment and “direct access” to partner services, but many LWDAs and their AJCCs have struggled with the realities of co-location and access given a myriad of logistical issue such as data sharing, program eligibility requirements, real estate/lease issues, and the implications for WIOA required cost-sharing agreements.²² Especially given this broader WIOA implementation context, the high degree of co-location (especially by EDD staff members) at LA County AJCCs is notable.

One AJCC-related partnership that many interview subjects spoke about favorably was the INVEST program, a partnership between Probation, the County Office of Diversion and Re-Entry, WDACS, and in the 2 most recent years of the program, LA City and South Bay WIB. INVEST provides training and employment services for adult probationers in LA County. Broadly, the program directs probationers to one of nine participating AJCCs (seven of which are overseen of which are overseen by LACWDB) where there are staff attuned to the specific needs of those reentering the workforce from the criminal justice system and trained on the resources available to INVEST participants.

Some aspects of what has made INVEST successful, both from an outcomes and implementation standpoint, include the following:

- 1) Probation is a fully (physically) present partner. While INVEST participants receive services at AJCCs and work with AJCC staff members, Probation staff members are also onsite (at scheduled times) and can serve as a resource for both AJCC staff members and INVEST participants.
- 2) AJCC staff members received specialized training on working with adults exiting the criminal justice system.²³ Several staff members noted that they enjoyed this training because it made them feel more empowered and confident in serving justice-involved individuals. They also appreciated that they received very clear and targeted

²² https://www.dol.gov/sites/dolgov/files/OASP/evaluation/pdf/ETA_WIOAStudy_AJCCsystems.pdf

²³ This training, the Offender Workforce Development Specialist (OWDS), is now locally branded as Inclusive Workforce Development Specialist (IWDS), which leads to national certification recognized by the National Institute of Corrections (NIC).

information on what services and resources are available for them to offer INVEST participants.

- 3) There is additional funding available to support the provision of enhanced services to INVEST participants, making it financially viable for AJCCs to effectively serve these individuals with significant barriers to employment.
- 4) The tracking of participants and their outcomes is facilitated by an Automated Referral Service (ARS), that allows program partners to track the progress of referrals. Respondents, including AJCCs and INVEST partners, noted the ARS eliminated many common logistical barriers to effective coordination of programs that are spread out across multiple locations.

More work is needed to connect General Relief and CFET customers to AJCC services

As described above, one of the stated goals of this evaluation was to find ways to better connect customers from DPSS safety net programs such as GAIN and GROW, to the AJCC system so that those customers can have access to additional job search support and placement services. As part of its efforts to monitor the numbers of individuals served by those programs who access AJCC services, WDACS regularly reviews the numbers of customers enrolled in the DPSS's general relief (GR) and CalFresh Employment & Training (CFET) populations who are also served by WIOA Title I programs across the whole county, including those served by the other six LA County workforce boards. Based on WDACS' most recent review for 2020-2021 program year, the magnitude of such co-enrollment is small; only about three thousand GR customer and ten thousand CFET customer records matched records for WIOA enrollees for all LA County.²⁴

One reason for such limited co-enrollment may be due to the challenges AJCCs face in serving job seekers who face significant barriers to employment, such as customers in DPSS programs. Further, another disconnect is likely due to different definitions of what is required for job seekers to have the skills required to be likely to meet the WIOA performance metrics described above. For example, CFET/GROW staff members reported that they refer clients to AJCCs for services when those individuals are determined to be "job ready," which by their definition means they have paperwork showing that they have the right to work in the U.S., a valid government ID, are not disabled, and (if male), are registered with the selective service. In contrast, AJCC staff members typically do not consider job seekers to be "job ready" unless they also have the requisite training, experience, and stability to get and keep a job. At no time did any AJCC staff member tell us in an interview—or imply—that they are unwilling to serve GR or

²⁴ WDACS Los Angeles County WDA DPSS/WIOA Participants and General Relief Employable Match Scorecards FY 2020-21 (July 2020 - June 2021). Includes WIOA data from all seven workforce boards.

CFET recipients, but it should be noted that the WIOA employment targets discussed above do strongly incentivize WIOA programs to enroll only individuals who have the skills to become and stay employed after receipt of only relatively short-term services. In fact--given the limited WIOA resources for more intensive services--some might argue that in enrolling job seekers who face significant barriers to employment, WIOA programs would be setting such individuals up for failure.

While GR and CFET programs may not be a large percentage of WIOA enrollments, such participants are being served by AJCCs, albeit with non-WIOA Title I program funding. For example, several LA County AJCCs have contracts with the GAIN program to provide subsidized training using GAIN funds. Additionally, several AJCC staff members mentioned positive referrals relationships between AJCCs and DPSS programs (and in some cases co-location) in their interviews. These relationships were also documented in the Hallmarks of Excellence certification assessments described above.

Recommendations for the New Economic and Workforce Development Department (EWDD)

As a new merger between LA County's Economic and Workforce agencies commences, we imagine there will be a comprehensive and strategic planning process. The planning process and vision that emerges will provide an opportunity to raise the profile of a renewed economic and workforce vision for the County. From interviews with County stakeholders, we heard pieces of a vision including high quality jobs, increased worker and job seeker skills, and high-quality business services. With those components in mind, the following recommendations apply the findings presented above along with evidence from a literature scan to inform the likely merger-related strategic planning process.

1. Clarify the vision and strategy for economic and workforce development at the highest levels: Establish clear priorities that inform the entire economic and workforce development chain of programs and providers

BOS staff shared high aspirations for more HRTPs, increased services for people with high barriers to employment, and more highly responsive services for employers. This desire was broadly shared by all respondents (from WDACS, AJCCs, employers, LACWDB members); all agreed that job seekers need more access to quality jobs and that employers are demanding new and higher skills, and many are currently experiencing worker shortages.

The answer to these problems does not lie solely on the shoulders of the AJCCs or any other single entity, such as WDACS. Complex, systemic and structural economic problems are facing regions globally and need urgent attention and leadership at the highest levels as employment protections decline, income inequality grows, middle-wage jobs shrink, and the labor market

becomes more volatile. Federal WIOA resources and the AJCCs' roles will need to be leveraged inside a larger, robust set of interventions to increase economic growth and mobility in the region. Leaders from industry, WDACS, AJCCs, the LACWDB, DPSS, and Probation—namely, everyone we were asked to interview for this report—need to be involved. These leaders indicated their eagerness to work together to find solutions to close gaps between job seeker and employer needs.

To make progress on solving these hard problems, the new EWDD and LA County's AJCCs will need clarity, prioritization, and incentives to optimize their contribution in a larger context. The BOS is best situated to provide such guidance and support to all these entities, as well as to other system partners, to enable them to align with the BOS' economic and workforce development priorities, and, by extension, push those priorities down to service providers at the AJCCs as well as those contracted by other County agencies. As evidence of the appropriateness of the BOS playing this role, several respondents mentioned that they felt that a BOS motion would have the power to put talked-about plans, such as service alignment, into action and suggested that clear direction from the Supervisors is instrumental in getting new ideas implemented.

Develop shared strategies for LA County economic and workforce development activities

As suggested above, a key activity for the new LA County EWDD will be to develop a shared strategy for economic development and workforce activities under its purview in pursuit of the vision established by the BOS.²⁵ As early planning activities begin, one key task toward this end will be to review relevant planning documents such as the newly developed LACWDB 2021-2024 WIOA Local Area Plan, which includes a sectoral approach, and look for additional synergies between those documents that can help to strengthen the implementation of additional sector strategies and HRTPs within the County. The new EWDD could increase its sectoral focus by using those sectors to prioritize the kinds of employers it serves (as the Vancouver WDB in Washington State does) and the kinds of training it approves for use with WIOA training funds, as does the San Francisco WDB.

Additionally, as outlined in the August 4, 2020 Board motion, the Board directed the CEO, in consultation with the Los Angeles County Economic Development Corporation (LAEDC), to set forth a process for the preparation of a Strategic Plan for Economic Development for the County that reflects broad public and stakeholder participation from throughout the County with a specific focus on assessing the impacts on disadvantaged communities and communities of color that will result from the anticipated restructuring of the regional economy due to

²⁵ Note: the county administered LWDA is one of seven areas within the entire county. Similarly, while EWDD will bring together many of the county's economic development offices and agencies, there are also many other city-level economic development organizations that will still operate independently of LA County EWDD.

COVID-19, and on identifying specific strategies the County should deploy to mitigate these impacts and ensure that all share future economic prosperity.

Another possible strategy that the new EWDD could consider would be to adopt a Quality Jobs approach, such as the San Diego WDB has done (see Figure 12 which presents the San Diego WDB's Quality Job Indicators). Given the challenges to connecting current AJCC customers to quality living wage jobs that were described above, adopting such a strategy could serve as an important signpost for the LA County public workforce system's vision for the future.



Other communities have used strategies like industry sectors to help prioritize activities and services. For instance, the Workforce Southwest Washington LWDB uses a sectors framework to help them prioritize the kinds of employers they are serving, the kinds of training they approve for WIOA training funds, and the kinds of strategic outreach they do with partners. San Francisco's Office of Economic and Workforce Development also utilizes a sector-based approach to investing in the kinds of training academies the Department supports using a mix of WIOA and San Francisco General Fund dollars.

No matter what strategies the new EWDD chooses to adopt, it should prioritize for early adoption strategies that are aligned with LA County's vision for economic and workforce development, but that can also be accomplished quickly, setting the new department and its partners up for some early wins.

II. Focus on a population or service strategy in-line with LA County's broader vision

Based on the BOS motions, department reporting, previous evaluation reports, and County-wide discussions that led to this evaluation, as well as our interviews with system stakeholders, there are many smaller, more targeted steps EWDD could take to enhance operations and services of the workforce and economic development system. As EWDD and its partners make

choices about how to prioritize and fund early activities, four ideas for specific initiatives include:

1. Increase the number of GR and CFET participants who receive workforce services at AJCCs.

DPSS' GAIN and GROW managers meet regularly with WDACS and there is interest among all parties in finding better ways to connect program resources. Specifically, the GROW program manager indicated that she is interested in making more structural changes to the way they provide services to customers, such that those services take a "career-pathway structure." If increasing the connection between the GR and CFET populations and AJCCs is a goal, some of the successful aspects of the INVEST program should be considered as ways of doing so. These include:

- ✓ **Train AJCC staff on how to work specifically with GR and CFET populations.** Having expertise in the kinds of barriers specific groups of clients experience (in the case of INVEST, this was individuals exiting the justice system) and how to work with and potentially remediate them, will empower AJCC employees and help to make successful interactions between AJCC staff members and GR and CFET clients more likely.
- ✓ **Co-locate GAIN and GROW staff on site at AJCCs and have them participate in client case management.** As noted above, a key approach for INVEST is to have Probation officers rotate spending time at each of the AJCCs that are part of the program to provide support to participants and AJCC staff. Consequently, to increase connections between AJCCs and GAIN and GROW, it would make sense to have staff from those programs regularly spend time at AJCCs.
- ✓ **Provide AJCCs with additional dedicated (non-WIOA) resources to provide more intensive services to GR and CFET participants.** With these additional resources (such as what Probation provides AJCCs as part of INVEST), AJCCs would be able to provide GR and CFET clients with the more intensive and long-term services they need to succeed in the labor market. Also, as with INVEST participants, given that they would have non-WIOA funds available to serve these participants, AJCCs would not need to enroll GR and CFET participants in a WIOA Title I program until they were confident that those individuals were ready to achieve the WIOA performance metric targets.
- ✓ **Make use of WDACS' data and IT infrastructure.** This would include adding GAIN and GROW to the ARS and adding relevant data on co-enrollment to data dashboards to enable the programs to make real-time, data-driven decision making and how to improve the partnership.

- ✓ **Consider developing a network of community partners that specialize in bridging the gap between what the GR and CFET programs and the AJCCs consider "job ready."** One option to help with job readiness disconnect between the GR and CFET programs and AJCCs would be to use community partners who are experienced in serving the GR and CFET population to provide additional job readiness services to GR and CFET clients before they are referred to an AJCC for enrollment in a WIOA Title I program. This was the approach used by New York City when it required its Adult and Dislocated program contractors to refer to community partners all customers with significant barriers to employment for remediation before those customers could be enrolled in a WIOA Title I program. The City and County of San Francisco also piloted this approach to serving individuals in their broader network of workforce system Access Points to ensure that those customers taking advantage of their broad range of training academies and other workforce services, were ready to benefit.

2. Create structured pathways between AJCCs and existing HRTPs. Another focused strategy that EWDD could pursue is finding ways to better connect AJCC customers to H RTP programs. While several staff and H RTP partners said that AJCC customers generally were not a good fit for current H RTP opportunities, it is worth considering whether a customized short-term training program or other type of programming could be created to develop a structured bridge for AJCC customers into HRTPs. An analogous solution to this is the pre-apprenticeship model which helps connect individuals with higher barriers to employment or nontraditional populations to apprenticeship opportunities. Apprenticeships are a good comparison to HRTPs because they are a common strategy used by successful HRTPs. The pre-apprenticeship-to-apprenticeship pathway recognizes that even programs that target "entry level workers" might still be out of reach for those with high barriers to employment. As such, pre-apprenticeship programs provide programming aimed at:

- Recruiting and screening underrepresented populations as identified by their partner apprenticeship programs;
- Providing remedial education and support to bring individuals up to the minimum skill and stability levels required to start and persist on in an apprenticeship program.
- Delivering technical skills and training that orient participants to the kinds of work and expectations that will be required of them during an apprenticeship; and

- Connecting participants to opportunities by getting them in front of apprentice and employer partners who provide job site tours, lectures, and often offer hands-on training.²⁶

AJCCs and EWDD can work closely with HRTPs to understand the kinds of participants they are looking for; the application and selection process and timeline; the pre-requisite education or skills needed to start the program; and what additional on-going support participants might need to be successful in the H RTP to build a supported pathway into these opportunities for a broader spectrum of workers.

- 3. Focus on developing HRTPs.** WDACS, industry partners, and every AJCC we interviewed talked excitedly about the need for a greater scale and emphasis on HRTPs. Engaging the business and education community in building HRTPs could be an early priority for the new EWDD team. At the same time, investment in H RTP development would have to be undertaken with clear expectations. We heard from WDACS staff and H RTP partners that program development is time intensive for agency staff, employers, and training partners. For example, WDACS staff shared that the Northrup Grumman H RTP, now in its sixth year, took several years “to get to the scale and smooth operation that it is now.” It should also be noted that HRTPs are generally not set up to serve a high volume of individuals. Some of the larger HRTPs serve a magnitude of several hundred participants a year while smaller programs serve less than 50 (see a comprehensive H RTP table in the Appendix).

To date, WDACS has played an important role in brokering services and funding between employers, training partners and the AJCCs. An H RTP development focus could set the agenda with priorities to:

- ✓ Establish EWDD as a backbone organization, or an entity that guides vision and strategy, supports aligned activities, establishes shared measurement practices, builds public will, advances policy, and mobilizes funding.²⁷
- ✓ Deliver economic development or training services for businesses or sector partnerships that are interested in developing HRTPs.
- ✓ Scale up connections with California Community Colleges (CCC) partners to find strategic H RTP alignment. In 2021, there were 21 community colleges in LA County serving

²⁶ Oettinger, J., & Hebbbar, L. (2019, February) Access to Opportunity: Using Pre-apprenticeship Programs to Connect to Registered Apprenticeship. California Apprenticeship Initiative Hub, Foundation for California Community Colleges. <https://caihub.foundationccc.org/Portals/0/Documents/CAICaseStudies/cai-pre-apprenticeship-programs.pdf>

²⁷ Turner, S., Merchant, K., Kania, J., & Martin, E. (2012, July 17). Understanding the value of backbone organizations in collective impact: Part 2. *Stanford Social Innovation Review*. https://ssir.org/articles/entry/understanding_the_value_of_backbone_organizations_in_collective_impact_2

401,063 students.²⁸ As CCC enrollments have been declining, even more so during COVID-19, forward-thinking colleges are becoming more open to and flexible about offering training solutions. The CCC budget is over \$11 billion, and this offers many opportunities for education and training leverage. [Strong Workforce Program funding](#) (\$248 million annually), for example, is particularly geared towards support of career and technical education and programs

- 4. Support coordinated efforts by WDACS, AJCC Business Service Representatives (BSRs), and EWDD** Consider the contributions and local knowledge of AJCC BSRs as the new EWDD sets its priorities and targets for economic and business services. AJCCs and their BSRs are excited about the merger of the economic and workforce development entities in the County and envision that the new EWDD will result in more opportunities for them to engage with small, local employers, and entrepreneurs and help them with accessing additional talent sourced via the AJCCs. Adding the capacity of WDACS and AJCC BSRs to the County's economic development teams as those teams' talent/workforce development specialist will only strengthen the County's ability to assist local businesses with achieving their goals, hopefully leading those businesses to need to hire additional job seekers from AJCCs. As one WDACS respondent put it, hopefully the new EWDD will be an opportunity for "more of a one-stop shop for businesses... [where we can also] market workforce services to them. Hopefully we see that with the new department. We want to...better integrate the work."

III. Set AJCCs and their partners up for greater success

System change is expensive, resource intensive, iterative, and takes a long time. Being realistic about timelines, impact, and cost both within EWDD and with external contractors is critical to being able to persevere, find the energy and will to iterate, and keep working toward the new department's vision and goals.

Set realistic metrics, timelines, and funding

Several AJCCs reported experiences of working with WDACS and other County agencies on special employment-related initiatives outside of their baseline WIOA-based contracts. Generally, the AJCCs were excited to be included in special projects and eager to contribute, but said they often struggled with timelines, expectations, and funding. If EWDD plans to engage AJCCs as partners in specific workforce initiatives, setting them up for success includes:

- **Providing adequate time for planning, startup, and implementation.** For example, we heard about several instances where a lead agency was awarded a two-year grant,

²⁸ <http://www.laalmanac.com/education/ed38.php>

which it then took several months to organize and distribute to subcontractors, and by the time AJCC was under contract and had set up processes and trained and hired staff, they only had one year left to meet two-years of outcomes. AJCC respondents said that when it comes to new initiatives, they need time to develop processes and resources; to train and hire staff, and to test out service strategies before they can jump into full implementation.

- **Being clear about goals and outcomes and ensuring that reporting requirements match stated goals.** You get what you measure. Therefore, EWDD and partners should carefully review available reporting requirements against the initiative’s broader goals.
- **Setting funding commensurate to goals.** Serving populations that face high barriers to employment is resource intensive. Providing training is resource intensive. Given the resources available, EWDD and other funding partners may have to choose between intervention intensity and volume of participants served.

Help the AJCCs to provide their own staffs with living wage, high quality jobs

The AJCCs themselves are employers who play a role in the ecosystem of “first jobs to better jobs,” often employing their own former customers. However, we also heard that many AJCCs are barely paying family sustaining wages and that employee turnover is a common cause of quality issues at AJCCs. To remedy these issues, EWDD has a role to play in incentivizing and providing sufficient resources to AJCC contractors to allow them offer jobs that pay competitive and family sustaining wages. The procurement process, for instance, could offer target salaries for AJCC/Title I program staff members and reward respondents that meet such pay targets. The BOS can work with the other LA County WDBs to adopt similar standards to raise wages for employees at all AJCCs throughout the County.

IV. Continue to invest in data infrastructure to support data-driven decision making for the EWDD team and partners

Continue to invest in what we see as one of WDACS’ greatest strengths and assets, which is its data infrastructure and the associated expertise that goes with it. We found WDACS data to be advanced and impressive, providing value to WDACS staff, to partner agencies, and to the AJCCs.

As resources are established to support the new EWDD, maintaining this critical infrastructure to track, share, and analyze program performance is of utmost importance to supporting all of the other recommendations in this report.

Appendix A: WIOA Partners

There are six WIOA Core Partners:

- WIOA Title IB: Adult, Dislocated Worker, and Youth Programs. Funding for these programs is passed down from the federal government to the State and then allocated to local workforce development boards which generally contract out service provision to job seekers and employers.
- WIOA Title II Adult Education and Family Literacy Act (AEFLA) Program. In California, the federal AEFLA funding goes to the state Department of Education which make subawards to local education partners.
- WIOA Title III: Wagner-Peyser Employment Service Program. This program is administered by California's Employment Development Department (EDD), Workforce Services Division, which has regional offices where job seekers and employers can receive services.
- WIOA Title IV Vocational Rehabilitation Program. In California, Vocation Rehabilitation is administered by California's Department of Rehabilitation (DOR) which has regional offices throughout the state to serve job seekers and employers.

In addition to the six core partners, WIOA directs AJCCs to provide access to the services of any required partner programs in the area. Required partners include:

Carl Perkins Career Technical Education (Perkins V)	Veterans Employment and Training Services
Title V Older Americans Act	YouthBuild
Job Corps	Trade Adjustment Assistance Act
Native American Programs	Community Services Block Grant
Migrant and Seasonal Farmworkers Program	Housing & Urban Development workforce development programs
Unemployment Compensation	Second Chance Act Programs
Temporary Assistance for Needy Families/CalWORKs	National Farmworkers Jobs Program

Appendix B: LA County High Road Training Partnerships and Sector-Focused Training Projects in LA County with WDACS, AJCC Involvement

HRTF Name	CWDB Funded (Y/N)	WDACS Involved (Y/N)	AJCCs Involved	AJCC(s)	AJCC Services Provided	# Trained and Placed
Aircraft Fabrication and Assembly		Y	Y	Antelope Valley Santa Clarita	Case management Support services and job placement Paid training Follow-up services	Since inception in 2016: 1397 trained 1253 placed
Apprenticeship Readiness Fund	Y	Y	Y	Various AJCCs	Case management Support services and job placement Paid training Stipends	
Careers 4 A Cause		Y	Y	Co-enrollments with various AJCCs	Case management Support services and job placement Paid training Stipends	Since inception in spring 2020: 88 trained 33 placed (cohort of 30 currently seated)
CHIRP Solar Program		Y	Y	Pomona Valley East San Gabriel Valley	Support services and job placement Training	Since inception in spring 2019: 35 trained 23 placed
Electric Bus Manufacturing Technology		Y	Y	Pomona Valley	Case management Support services and job placement Paid training Follow-up services	In first cohort: 15 trained 13 placed In second cohort (in progress): 15 in training

Appendix B: LA County High Road Training Partnerships and Sector-Focused Training Projects in LA County with WDACS, AJCC Involvement

H RTP Name	CWDB Funded (Y/N)	WDACS Involved (Y/N)	AJCCs Involved	AJCC(s)	AJCC Services Provided	# Trained and Placed
High Road to Electric Bus Manufacturing in Los Angeles County: BYD-SMART	Y	Y	Y	Antelope Valley Santa Clarita, NE San Fernando Valley	Case management Support services and job placement Paid training	Scheduled to start in fall 2021 (COVID-19 stopped earlier launch)
HireUP	N	Y	Y	South LA, ESGV, West LA, NESFV	<ul style="list-style-type: none"> Case management Support services and job placement 	198 trained 126 placed
Hospitality Training Academy	Y	Y	Y	Several AJCC partners	<ul style="list-style-type: none"> Case management Job placement Training Stipends 	Hire Up training partner and new partnership with CRDF initiative
Medical Careers Academy		Y	Y	East LA/San Gabriel Valley	<ul style="list-style-type: none"> Case management Support services and job placement 	In first cohort, completed spring 2021: 15 trained 12 placed (will train 40–50 per year)

Appendix B: LA County High Road Training Partnerships and Sector-Focused Training Projects in LA County with WDACS, AJCC Involvement

H RTP Name	CWDB Funded (Y/N)	WDACS Involved (Y/N)	AJCCs Involved	AJCC(s)	AJCC Services Provided	# Trained and Placed
					<ul style="list-style-type: none"> • Case management • Paid training 	
Microsoft Training Program – Vets		Y	Y	Veterans AJCC	<ul style="list-style-type: none"> • Case management • Support services and job placement • Paid training 	Started summer 2021: 20 students seated currently (will train 50–60 per year)
Military Training Academy – Aerospace		Y	Y	Veterans AJCC	<ul style="list-style-type: none"> • Case management • Support services and job placement • Paid training 	Since inception in fall 2020: 35 trained 26 placed (will train 100 per year)
Northrop Grumman – NDT Training Academy		Y	Y	Santa Clarita, NE San Fernando Valley	<ul style="list-style-type: none"> • Case management • Support services and job placement • Paid training 	Started summer 2021: 15 students seated currently (first cohort)
UAA – CNC Training		Y	Y	Santa Clarita, San Fernando Valley	<ul style="list-style-type: none"> • Case management • Support services and job placement • Paid training 	Since inception in 2018: 132 trained 118 placed

Appendix B: LA County High Road Training Partnerships and Sector-Focused Training Projects in LA County with WDACS, AJCC Involvement

H RTP Name	CWDB Funded (Y/N)	WDACS Involved (Y/N)	AJCCs Involved	AJCC(s)	AJCC Services Provided	# Trained and Placed
Women in Non-Traditional Employment	Y	Y	Y	Various AJCCs	<ul style="list-style-type: none"> • Case management • Support services and job placement • Paid training • Stipends 	In partnership with various programs
Worker Education and Resource Center	Y	Y	Y	Several AJCC co-enrollments as a part of the Hire Up program	<ul style="list-style-type: none"> • Case management • Support services and job placement 	15 trained 8 placed