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July 1, 2020

To: Supervisor Kathryn Barger, Chair
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From: Sachi A. Hamai 
Chief Executive Officer

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

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

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

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

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

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

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

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

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

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

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

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JO:DSK:yy

Attachment

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

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

Prepared for:

The County of Los Angeles Board of Supervisors
Chief Executive Office

Prepared by:

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November 2019



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I. EXECUTIVE SUMMARY

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

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

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

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

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

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

Challenges

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

Complex Bureaucracy

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

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

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

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

Fragmentation and Operational Siloes

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

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

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

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

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

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

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

Lack of a Clear Alignment Vision

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

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

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

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

Lack of a Trusted Alignment Leader

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

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

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

Recommendations

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

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

II. PURPOSE AND SCOPE

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

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

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

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

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

The Vision for Change

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

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

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

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

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

2016

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

2017

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

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

2018

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

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

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

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

2019

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

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

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

Methodology

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

Report Organization

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

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

III. CONTEXT: WORKFORCE DEVELOPMENT IN LOS ANGELES COUNTY

Agencies and Governance

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

WDACS and WIOA partners

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

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

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

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

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

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

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

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

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

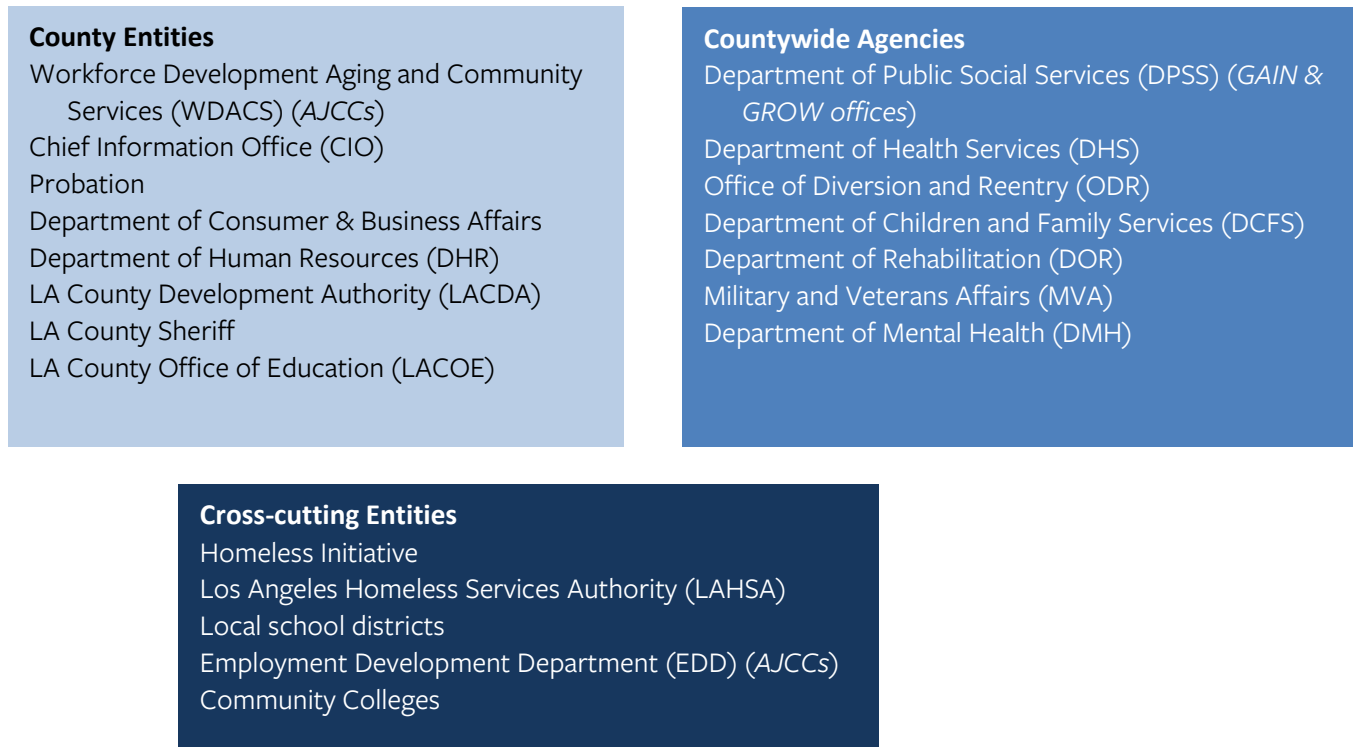
Agency	Program	Budget
DPSS	GROW	\$57,700,000
WDACS	WIOA	\$48,914,000
DPSS	GAIN TSE	\$45,929,000
DPSS	GAIN Job Club	\$21,426,000

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

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

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

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



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

Los Angeles Regional Economy

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

High Growth Sectors

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

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

IV. PROGRESS ON ALIGNMENT

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

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

1. Development of Common Performance Measures and Tracking Mechanisms

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

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

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

Adoption of WIOA Performance Measures

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

WIOA requires that WDAs report the following information:

Figure 2: Workforce development performance measures

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

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

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

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

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

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

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

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

Alternative Performance Measures

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

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

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

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

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

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

Recommendations

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

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

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

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

2. The Establishment of MOUs for Sharing Client Data

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

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

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

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

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

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

Status of MOUs

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

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

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

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

CalJOBS

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

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

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

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

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

Developing Data Frameworks

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

Performance Evaluation

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

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

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

Sharing Client Assessments for Integrated Service Delivery

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

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

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

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

Sidebar: Business Outreach Data

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

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

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

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

Recommendations

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

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

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

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

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

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

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

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

Co-Location of Workforce Development Partners

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

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

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

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

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

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

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

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

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

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

Integrated Service Delivery

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

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

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

Recommendations

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

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

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

Sidebar: Labor Market Information and Employer Engagement

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

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

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

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

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

4. Assessment of Workforce Development Trainings

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

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

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

Recommendations

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

5. Population-Specific Strategies

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

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

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

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

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

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

Recommendations

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

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

V. BEST PRACTICES

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

1. Workforce Development Success Factors

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

Move Beyond Job Search Assistance

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

Adopt Sectoral Strategies

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

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

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

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

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

Tie Training to Employment

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

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

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

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

High Road Training Partnerships

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

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

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

Integrating Comprehensive Services

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

SAN FRANCISCO SECTOR ACADEMIES

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

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

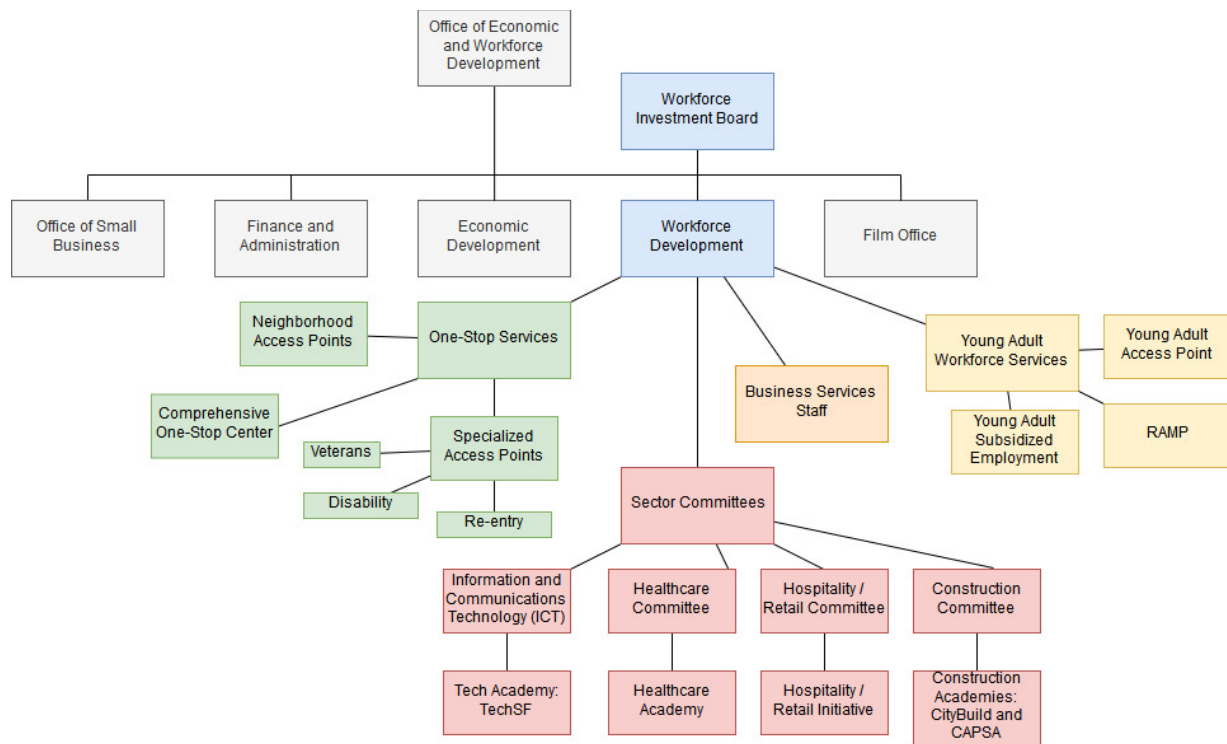
Healthcare: OEWD’s HealthCare Academy offers training for both clinical and non-clinical positions in a wide variety of settings. The Academy takes advantage of healthcare’s industry-regulated occupation ladders to provide participants with a clear pathway for increasing income.

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

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

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

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



NEW YORK CITY CAREER PATHWAYS

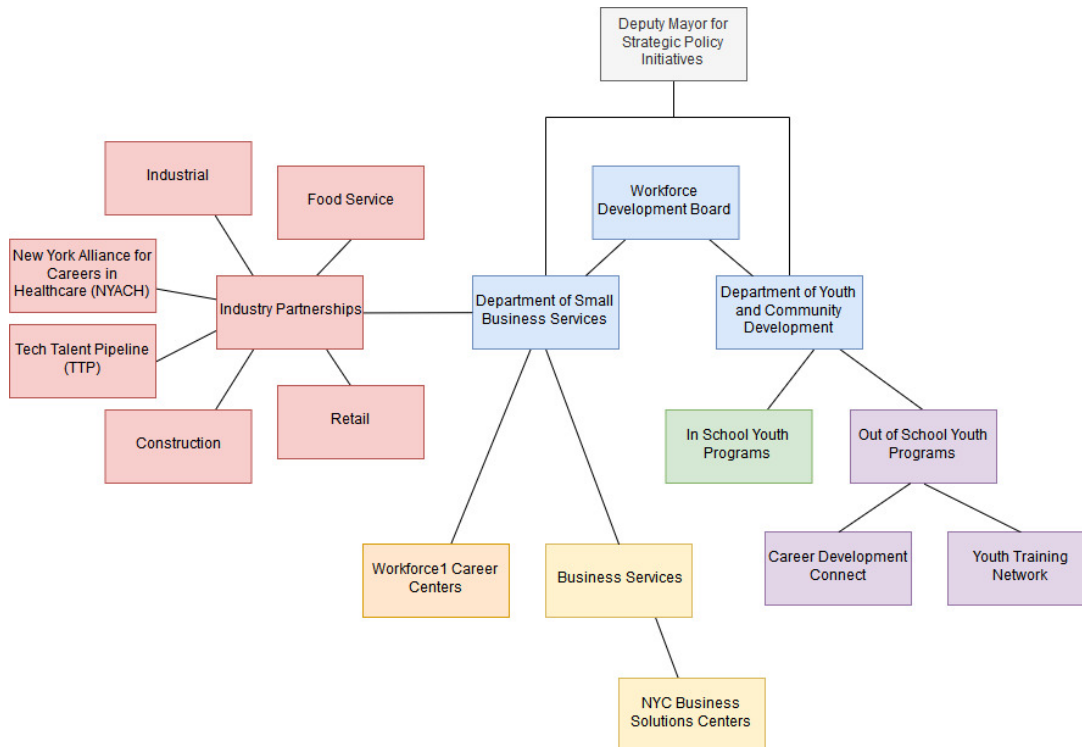
In 2014, New York City announced “Career Pathways: One City Working Together” as their framework for a cohesive workforce development system. The three central pillars are: building skills that are in demand by employers, improving job quality in lower-wage jobs, and increasing system and policy coordination.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

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

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

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

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



2. Best Practices in Alignment and Service Integration

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

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

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

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

SAN FRANCISCO COMMITTEE ON CITY WORKFORCE ALIGNMENT

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

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

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

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

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

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

WASHINGTON STATE INTEGRATED SERVICE DELIVERY

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

The components of co-enrolled ISD include:

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

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

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

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

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

3. Models for Data and Performance Evaluation

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

THE WORKFORCE INFORMATION SYSTEM OF TEXAS (TWIST)

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

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

4. Population-specific Strategies

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

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

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

CHICAGO REENTRY SUPPORT CENTERS

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

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

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

VI. RECOMMENDATIONS FOR LOS ANGELES COUNTY

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

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

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

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

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

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

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

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

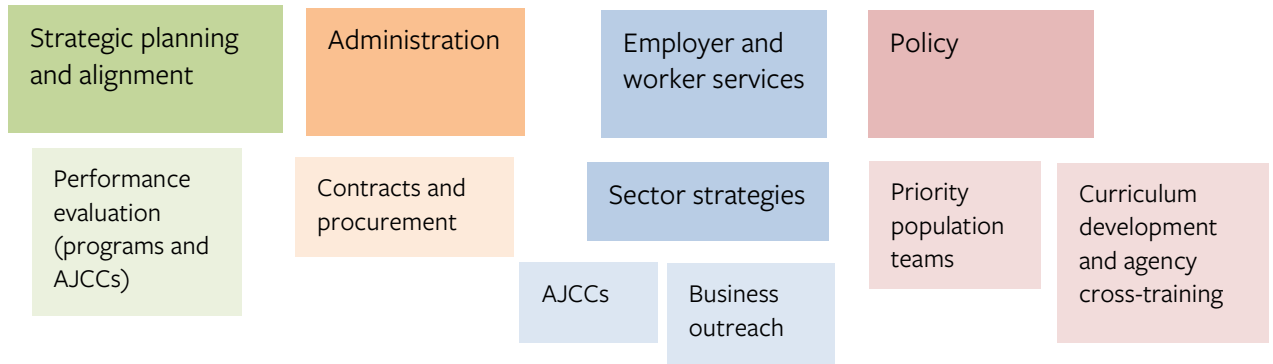
- 16. Strengthen the ability of the Workforce Development Board to provide strategic oversight** of the workforce development agency. Hire a permanent executive director for the WDB, who serves as a direct liaison with the Board of Supervisors and has authority to shape policy at WDACS. Elevate the Workforce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

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

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

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

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



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

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

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

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

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

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

Figure 5: Summary Recommendations and Time Frame

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

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

Appendix A: Consultant profiles

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

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

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

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

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

Appendix B: List of interviewees

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

Arts Commission

Brandon Turner, Administrative Services Manager

Board of Supervisors

Monica Banken, Deputy
Patty Castellanos, Deputy
Porsha Cropper, Deputy
Louisa Ollague, Deputy
Hina Sheikh, Deputy

Chief Executive Office

Doug Baron (former)
Daniel Kelleher, Principal Analyst
Letitia Loya, Senior Analyst
Julia Orozco, Principal Analyst

Chief Information Office

Peter Loo, Chief Deputy

Department of Children and Family Services

Jenny Serrano, Children's Services Administrator

Department of Consumer and Business Affairs

Rafael Carbajal, Chief Deputy Director

Department of Health Services

Vivian Branchick, Provost

Department of Human Resources

Mishel Bowers, Principal Analyst

Department of Mental Health

Edward Armstrong, Supervising Psychologist
Kecia Coker, Occupational Therapy Supervisor
Carrie Esparza, Mental Health Clinical Program Head
Maria Funk, Clinical Program Manager
Yvette Morales, Senior Secretary
Lise Ruiz, Mental Health Clinical Program Head
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Department of Public Social Services

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

Goodwill Industries of Southern California

Simon Lopez, Vice President
Joel Morgan, Executive Director

Homeless Initiative

Phil Ansell, Director
Elizabeth Ben-Ishai, Principal Analyst
Dara Papell, CHS Consultant

Housing Authority, County of Los Angeles

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

Los Angeles Homeless Services Authority

Sarah Mahin, Director of Policy and Systems

Los Angeles County Office of Education

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

Los Angeles County Workforce Development Board

Holly Schroeder, Chair

Office of Diversion and Reentry

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

Probation

Tommie Baines, Assistant Probation Director
Richard Giron, Bureau Chief

Sheriff Department

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

WDACS

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

External Training Programs

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

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¹⁷ Social Policy Research Associates, “Developing American Job Centers in Jails: Implementation of the Linking to Employment Activities Pre-Release (LEAP) Grants,” September 4, 2018.