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Chief Executive Officer

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July 1, 2020

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

From: Sachi A. Hamai 
Chief Executive Officer

Board of Supervisors
HILDA L. SOLIS
First District

MARK RIDLEY-THOMAS
Second District

SHEILA KUEHL
Third District

JANICE HAHN
Fourth District

KATHRYN BARGER
Fifth District

OPTIMIZATION OF LOS ANGELES COUNTY'S WORKFORCE AND ECONOMIC DEVELOPMENT SYSTEMS (ITEM NO. 11, AGENDA OF FEBRUARY 5, 2019)

On February 5, 2019, the Board of Supervisors (Board) adopted a motion (Optimization Motion) by Supervisors Solis and Ridley-Thomas directing the Chief Executive Office (CEO) to engage a consultant to study the current structure of the County of Los Angeles (County) departments and offices that administer Economic and Workforce Development Services and Programs. The motion instructed the CEO to 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 motion specified that these efforts should connect with a previously initiated project to analyze the progress on achieving workforce development alignment across the County, which stemmed from a May 8, 2018 motion from Supervisors Solis and Kuehl (Alignment Motion). Furthermore, the Board also approved a separate but related motion on February 5, 2019 to examine the feasibility of creating a standalone Department of Aging (Aging Motion). The CEO was directed to include a comprehensive fiscal impact analysis of all recommendations.

As directed by the Board in response to the Alignment Motion, the CEO retained University of California, Berkeley's Institute for Research on Labor and Employment (IRLE), to review Countywide efforts on workforce development alignment. Upon direction from the Optimization Motion, the CEO engaged a second consultant, HR&A Advisors, Inc. (HR&A), to analyze the existing structure of economic and workforce development in the County and provide recommendations around organizational structure. The CEO amended the contract with IRLE to match the timing of the Optimization Motion report and ensure collaboration between IRLE and HR&A on the concurrent reports. The IRLE report will be submitted under a separate cover memorandum consistent with this report back on the Optimization Motion.

In response to the Aging Motion, CEO separately engaged a third consultant to examine the feasibility of creating a standalone County department solely dedicated to serving the older adult population and analyze what programs and services could be consolidated. Both the Aging Motion study and the Optimization Motion study analyzed the programs and structure of the current Department of WDACS as any action taken on either or both, aging and workforce development, impacts the WDACS' operation. Therefore, the two studies had to be conducted concurrently and in collaboration with each other. The Aging Motion report will also be submitted under a separate cover memorandum in concurrence with the Optimization Motion report.

To respond to the Optimization Motion, HR&A interviewed over 30 key County staff and external stakeholders, conducted a survey of economic and workforce development partners outside of County government, reviewed best practices for county-level economic development organizations, performed a comprehensive inventory of current economic development services, funding and staffing, and coordinated with IRLE on its assessment of workforce development alignment.

After completing their analysis and consulting with CEO, HR&A developed findings and recommendations and drafted the attached report. The major findings regarding the current status of economic and workforce development services delivery in the County are that the County lacks clear economic development strategic priorities; there is no single leader or accountable entity for economic and workforce development; the resources dedicated for the services are limited; and coordination between economic development entities is insufficient and partnerships are underleveraged.

HR&A provides recommendations in response to each finding, as detailed in the report. The report also provides best practices from leading County-level economic and workforce development structures to provide examples and lessons learned which inform the recommendations on organizational structure.

In the report, HR&A provides roadmaps for the following three alternative organizational structures to perform economic and workforce development services in the County:

1. **Alternative 1** - An enhanced status quo that invests additional resources in the CEO's Economic Development Division and strengthen its capacity to effectively lead the County's economic and workforce development strategy.
2. **Alternative 2** - The creation of a new department to unite existing economic development programs and services.
3. **Alternative 3** - A variation of the enhanced status quo (the first alternative) that considers the possible creation of a separate Department of Aging and recommends placement of WDACS' workforce development services and staff within the Department of Public Social Services.

Each Supervisor
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It must be noted that virtually all analysis was performed prior to the onset of the COVID-19 pandemic, the resulting "safer at home" orders, and ensuing economic downturn. Consequently, the budget and staffing information relied upon to develop this report does not accurately represent the current and future fiscal reality of the County. The fallout from the economic downturn has led to a significant decrease in several key revenue sources and a heightened level of budgetary uncertainty. Due to these complications, more time is needed to complete a detailed budget analysis to report the comprehensive cost impacts of all recommendations. To provide the most accurate information, the analysis should be finalized after the County's Supplemental Budget phase is completed in September 2020.

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

The CEO will therefore submit a supplemental report by the end of the 2020 calendar year that details the full estimated operational costs associated with implementing the various alternative organizational structures. Calculation of these further costs will include analysis of the costs associated with the potential creation of a Department of Aging.

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
 Los Angeles County Development Authority
 Public Social Services
 Workforce Development, Aging and Community Services



COUNTY OF LOS ANGELES

Economic Development Optimization Study

FINAL REPORT

July 2020

Prepared for:

County of Los Angeles Chief Executive Office

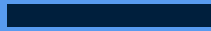
Prepared by:

HR&A

Analyze. Advise. Act.

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Executive Summary

Report Context and Purpose

As the most populous county in the United States, the County of Los Angeles (the “County”) plays a critical role in directly addressing the economic security and mobility of its more than 10 million residents. The County provides a suite of workforce and economic development programs and services to serve its diverse and wide-ranging population, in particular the one million people who live in unincorporated communities, and supports the growth of its diversified and robust economy. These services and programs are administered by numerous County departments and agencies, non-profit organizations, and in coordination with 88 incorporated cities. The County invests hundreds of millions of dollars annually in its residents and businesses in programs ranging from training for dislocated workers to small business loans to façade improvement programs, funded by pass-through federal and state funds as well as its own general and special fund resources.

However, despite the variety of its programs, the County Board of Supervisors (the “Board”) has acknowledged that its internal organizational structure to carry out these programs and services is not optimal, both in terms of how they are administered as well as the scale and manner with which they are delivered to constituents. The Board recognizes that there is still much to be done in order to increase efficiencies and coordination across programs, and to ensure that the County’s departmental organization can effectively serve its goals – most notably the Board’s interest in promoting economic mobility and attending to traditionally underserved and economically vulnerable populations.

Accordingly, in February 2019, the Board directed the Chief Executive Office (“CEO”) to assess how the County’s overall organization could be adjusted to best deliver its economic

development programs and services. To this end, the CEO retained HR&A Advisors, Inc. (“HR&A”) to evaluate how the County provides economic and workforce development services and its structure for doing so, and to make recommendations about how that structure could be optimized. HR&A’s analysis primarily focused on the County’s provision of economic development services and coordinated with UC Berkeley’s Institute for Research on Labor and Employment (“IRLE”) to provide sufficient additional details in regard to workforce development. This Report presents the results of HR&A’s evaluation and the three resulting County organizational structure alternatives for improving economic and workforce development service delivery and coordination. All findings are based on research conducted prior to the onset of the COVID-19 pandemic in LA County. HR&A’s analysis, evaluation, and recommendations were prepared over eleven months, and included the following tasks:

- Interviews with over 30 key County staff and external stakeholders;
- An online survey of economic and workforce development partners outside of the County government;
- A review of best practices for county-level economic development organizations in some of the nation’s major metropolitan areas;
- A comprehensive inventory of the County’s current economic development services, funding, and staffing;
- Coordination with IRLE’s parallel assessment of workforce development alignment;
- Status briefings for the County’s Economic Development Policy Committee; and
- Regular progress meetings with CEO staff.

The following sections, presented in more detail in the remaining chapters of this Report, summarize HR&A's evaluation of existing conditions and recommendations for alternative organizational structures and their associated staffing, costs, and implementation:

1. **Context:** *Outlines the purpose of HR&A's study and explains our analytical methodology over eleven months of investigating economic development at the County level.*
2. **Existing Conditions:** *Summarizes the recent history of economic development in the county and details the results of HR&A's review of the County's existing economic development resources and responsibilities.*
3. **County Economic Development Best Practices:** *Outlines lessons learned for LA County based on an overview of four other cities and counties' economic development organizational models.*
4. **Findings and Recommendations:** *Establishes the key themes of the previous two sections, and how the lessons learned during previous analyses informed the final organizational alternatives.*
5. **Organizational Alternatives:** *Presents the HR&A team's recommendations for a new organizational design to provide economic and workforce development services and deploy related resources in Los Angeles County, including recommendations for staffing, a governance framework, and workforce development alignment.*
6. **Implementation and Next Steps:** *Provides a procedural framework for implementing the County's preferred organizational alternative, with pointed considerations specific to each alternative structure.*

LA County's Existing Economic Development Landscape

The three recommended organizational alternatives detailed in this Report build on the evolution of local government economic development practice, the regional economy, and Board policy over the last 40 years. During the 1980s, like many jurisdictions, the County emphasized both place-based economic development as well as business and industry services. As such, during this decade the County consolidated the Housing Authority, Community Development Department, and former Redevelopment Agency into the independent Community Development Commission ("CDC") to deliver housing, community development, and place-based initiatives. Around the same time, the County also established the Los Angeles County Economic Development Corporation ("LAEDC") – a private, public-benefit nonprofit devoted to business development Countywide. In parallel, the County's more than 80 cities, particularly the largest ones, pursued development and workforce activities largely within their separate economies, and with only occasional linkages to the unincorporated communities.

After establishing the CDC and LAEDC, the County changed very little with respect to programs or structure for economic development, which focused primarily on the unincorporated areas until the early 2010s, when economic development emerged as a more prominent topic of Board attention due to external events. Following the 2007-2009 Great Recession, the State of California dissolved all Redevelopment Agencies statewide in 2012, at which point counties and cities lost the ability to leverage place-based economic development tools and use tax-increment financing, forcing the County to consider a new approach. In 2016, the County established the CEO-EDD to handle a resurgent Board interest

on the topic and to coordinate initiatives with departments, such as the Department of Consumer and Business Affairs (“DCBA”) and the Department of Workforce Development, Aging and Community Services (“WDACS”). Most recently, in 2019 the County rebranded the CDC and the Housing Authority as a single agency, the Los Angeles County Development Authority (“LACDA”), elevating economic development to a core service alongside community development and housing.

In the last five years, the County has advanced several plans and strategic initiatives for economic development, but these do not add up to a universally accepted strategy with the necessary steps and assignments of responsibility to implement and monitor them. For example, the two editions of LAEDC’s five-year strategic plan (2010 and 2015) articulated some significant strategic initiatives adopted by the County (such as a focus on developing a bioscience industry cluster), but neither of these plans stated clear and necessary steps for their implementation by County entities, despite being formally adopted by the Board and many of the County’s cities. Recently and prior to the ongoing COVID-19 pandemic, economic development Board motions have been closely aligned with increasing economic mobility for target populations, considering rising inequality and housing costs and the scarcity of family-supportive jobs. Protecting county constituents against rising inequalities is even more challenging in the face of ongoing, severe economic impacts from the pandemic, making the County’s role more urgent.

The Board’s relatively new emphasis on economic mobility has provoked considerations of how to better align its economic and workforce development programs and services and leverage its significant funding resources for the benefit of County residents and businesses. But doing so in the present context – where services are scattered across more than 13 County

departments, divisions, and agencies, with redundant responsibilities and services, underleveraged resources, dispersed institutional knowledge and lack of clear leadership and accountability to the Board – presents an enormous challenge.

Summary of Key Findings

After conducting extensive interviews, surveys, case studies, and inventories, HR&A identified the following four overarching themes relevant to the County’s existing economic development services, programs, and organizational structure:

Mission and Vision: Lack of Clear Strategic Priorities

Traditionally, counties provide a wide range of economic development activities to support regional job creation, ensure economic diversification and resiliency, and grow a healthy tax base. However, there is no one-size-fits-all approach to how counties organize themselves to deliver economic development programs and services, and County stakeholders lacked consensus regarding the County’s priorities for economic development, including which services should be added and how they should be delivered. This is likely due to the sheer size of the County and the dissimilarities among each of the five Supervisorial Districts in terms of economic development needs. Regardless, neither County employees nor external stakeholders could clearly articulate the County’s goals or long-term vision for economic development – despite the Board’s adoption of LAEDC’s strategic plan and County staff’s completion of an annual Economic Development Scorecard to measure progress. In general, interviewees viewed the County’s strategic planning efforts for economic development as deficient. However, most interviewees and survey respondents did recognize that in recent years the Board has focused more on economic mobility and opportunity.

Leadership: No Clear Leader or Accountable Entity

There is no clear lead entity or individual empowered to execute the Board’s vision across the more than a dozen County departments and agencies involved in delivering economic development programs and services. The CEO-EDD is the only County entity exclusively dedicated to economic development, but it is limited by a lack of clear authority and resources to manage the overall effort of economic development delivery across all County departments and agencies. In addition, stakeholders noted how frequent Board motions to investigate new ideas – without coherence to a clear, adopted strategy – were overwhelming their staff resources. The current leadership structure does not provide an opportunity for a Countywide leader who works across the different municipalities and the unincorporated areas to ensure coordination, much less the many more nonprofit and institutional economic development players who each have their own set of economic development priorities and objectives.

Resources: Limited Services, Programs, and Talent

While the County fulfills most of the economic services typically provided by county governments, the County currently underfunds economic development relative to its scale and corresponding needs. The approximately \$245 million in funding and 163 full-time equivalent (“FTE”) staff members the County currently devotes to these economic and workforce development roles translates to significantly lower per capita spending than some of the County’s peers. By comparison, Riverside County spends more than twice as much per capita (\$49, compared to LA County’s \$24). Of the County’s

spending, three-quarters is devoted to workforce development (largely pass-through federal funds) while the other quarter is dedicated to all other economic development services. In addition, there are a handful of typical economic development services which are either minimally provided or virtually absent from the County’s program, including tourism development, international outreach, and business and industry services. On the whole, the County also lacks in-house economic development-related subject matter expertise.

Collaboration: Insufficient Coordination and Underleveraged Partnerships

Precedents elsewhere show when many governmental and nonprofit entities are involved in economic development in a county, they can collaborate effectively under the right circumstances. Numerous interviewees and survey respondents noted that the various County departments and agencies are “siloed” from one another, with redundant service coverage and a lack of extensive economic development expertise within different departments. Additionally, stakeholders and partners both remarked that not all County economic development services are created equally: while stakeholders praised the County’s small business programs generally, there is still limited support for small businesses seeking to open in unincorporated areas, for example. Several interviewees also noted that the County does not fully leverage its external partners and resources to deliver economic development, commenting that work being done by regional and sub-regional partners was based on strong relationships with individual Board offices, rather than with the departments who explicitly manage or operate economic development programs.

Alternative Organizational Models

HR&A developed a spectrum of potential organizational alternatives to better meet the County's needs, based on the preceding findings and other observations described in the Report. These alternatives were designed to address the County's current organizational challenges in delivering existing economic development services – addressing the shortfall in the County's economic development programs and services would require a political and financial commitment and a unifying economic development strategy. The alternatives range in their complexity of implementation and divergence from the status quo. Proposed structures included:

ALTERNATIVE 1

Investing additional resources in the CEO-EDD to ensure that it has the mission, authority, and capacity to harness other County departments together into a more effective delivery system.

ALTERNATIVE 2

Creating a new County department to bring existing economic and workforce development functions and services together under one department.

ALTERNATIVE 3

Enhancing the CEO-EDD as in Alternative 1, while also relocating workforce development resources to DPSS to improve countywide coordination and alignment.

As discussed in this Report, the estimated costs for each alternative represent only the ongoing costs associated with salaries and benefits for the recommended additional staff and are not a comprehensive account of all direct and indirect administrative costs necessary to realizing the alternative.

Alternative 1: Enhanced CEO-EDD

Clarify and empower the CEO-EDD's role to guide the County's economic development strategy

Alternative 1 vests the existing CEO-EDD with more authority and capacity to determine and implement a Countywide economic development strategy and requires minimal reconfiguration of the County's economic development services. In coordination with IRLE's concurrent study on workforce development alignment, it also includes a new Workforce Development Alignment Coordination subdivision (Figure 1), responsible for assuring workforce development activities are aligned and coordinated with economic development. It also improves internal and external coordination by formalizing the role of the Economic Development Policy Committee ("EDPC") and expanding it to include secondary economic development departments. These changes are realized primarily through additional staff members, rather than departmental reorganizations – in total, **Alternative 1 adds eleven new FTEs, and nets \$2.4 million in added costs** to the County's annual budget.

These staff include two leadership positions, four analysts, and five support staff. Alternative 1 invests in analytical and policy experts, improving the County's ability to develop industry cluster initiatives and identify key focus areas for realizing its economic development agenda. By elevating the existing leadership to an Assistant CEO position, it further empowers oversight of the suite of County economic

development services, strengthening the County's ability to implement its economic development services in coordination with overarching strategic goals. Establishing a permanent Project Manager position for the EDPC also facilitates interdepartmental coordination, easing the frustration with organizational silos expressed by County employees. As these adjustments are centered in the CEO-EDD, it is possible that additional attention to economic development practices in other departments may be needed.

Alternative 2: New Economic and Workforce Development Department

Create a new department to integrate all economic and workforce development services.

Alternative 2 proposes a new Economic and Workforce Development Department (EWDD) that integrates the County's existing economic development services into a single department. The new department seeks to make service delivery more coordinated and impactful by relocating staff from CEO-EDD, DCBA, WDACS, and LACDA who are responsible for those departments' existing economic and workforce development services.

Alternative 2 also invests in staff with expertise in economic and workforce development policy and analysis, who advise on and support critical strategic initiatives. In total, these responsibilities are supported by **14 new staff, accounting for added annual costs of \$3.4 million:** including five new management positions with expertise in economic or workforce development, three new analytical roles, and six new administrative staff in support roles. As previously mentioned, these costs are the sum of additional staff's salaries and benefits and do not account for the full costs of a new department, which would require substantial additional administrative resources.

Co-locating economic and workforce development improves opportunities for the County to determine which services should be delivered Countywide, by Supervisorial Districts, and in the unincorporated areas by increasing communication among leadership for each service area, which are overseen by a new management position. The new department can also serve as a clear destination for all other County departments and external entities seeking economic and workforce development resources (Figure 2).

Alternative 3: Enhanced CEO-EDD and Consolidated Workforce Development

Consolidate workforce development services while strengthening strategic leadership and coordination with economic development.

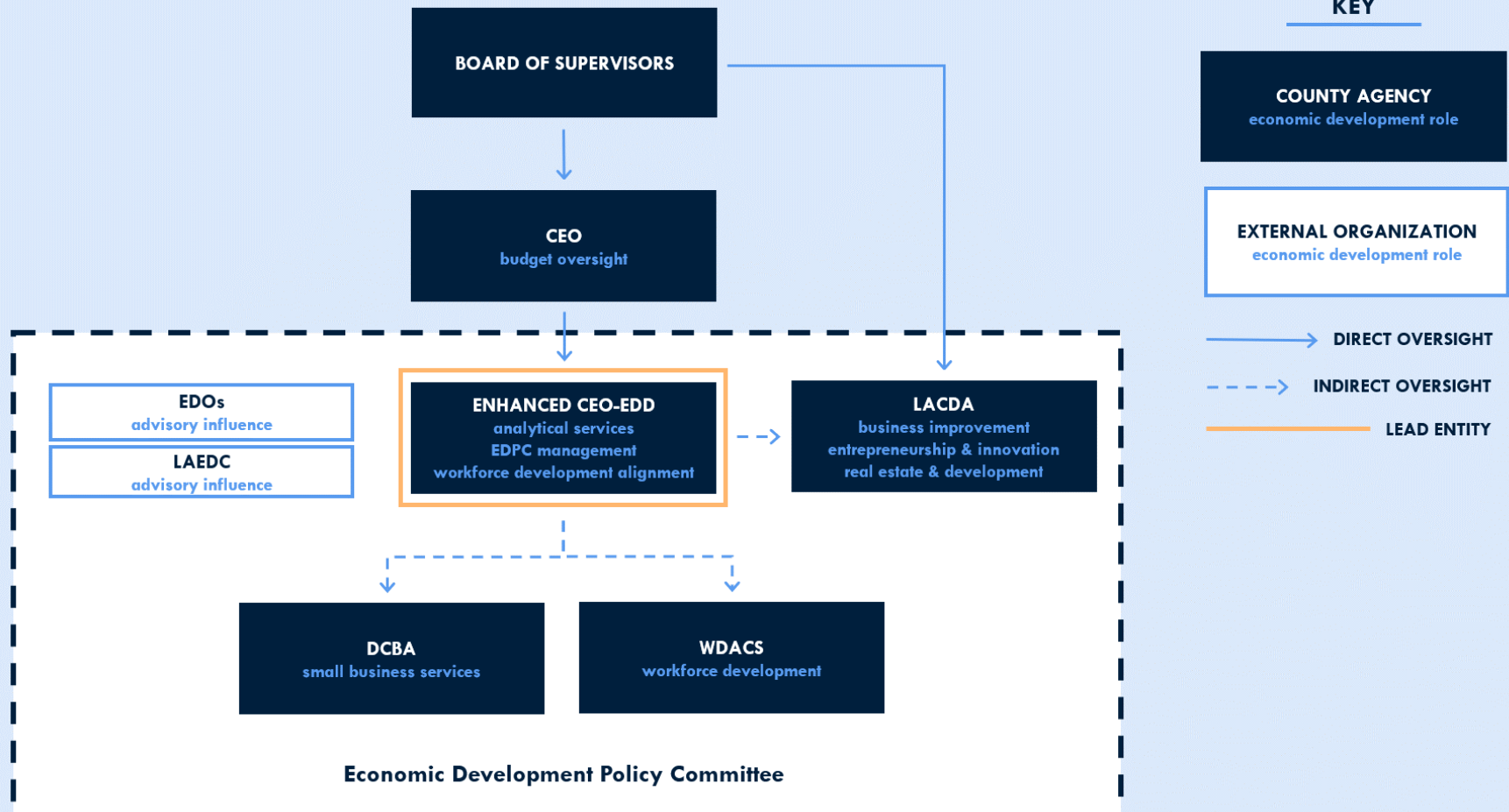
Alternative 3 proposes an organizational structure similar to Alternative 1, wherein the same resources are added to the CEO-EDD regarding strategic authority, implementation capacity, responsibility for workforce development alignment, and formalizing the EDPC. Additionally, Alternative 3 relocates the workforce development resources currently housed in WDACS into DPSS, to be overseen by existing DPSS leadership, creating opportunities for streamlined delivery of workforce development resources (Figure 3). Consolidating workforce development resources within DPSS also eases oversight, both within DPSS and as related to alignment and strategic initiatives within the CEO-EDD.

These changes rely primarily on the addition of new staff to the CEO-EDD (identical to those proposed in Alternative 1), and the successful integration of WDACS' resources into DPSS, which would be facilitated by a temporary Workforce Development Integration Unit inside DPSS's Program and Policy bureau, of no more

than four FTEs to be staffed by existing County positions and operated in coordination with relevant County figures. Therefore, **Alternative 3's staffing costs are identical to those of Alternative 1**, with potential for additional short-term costs for program education and data

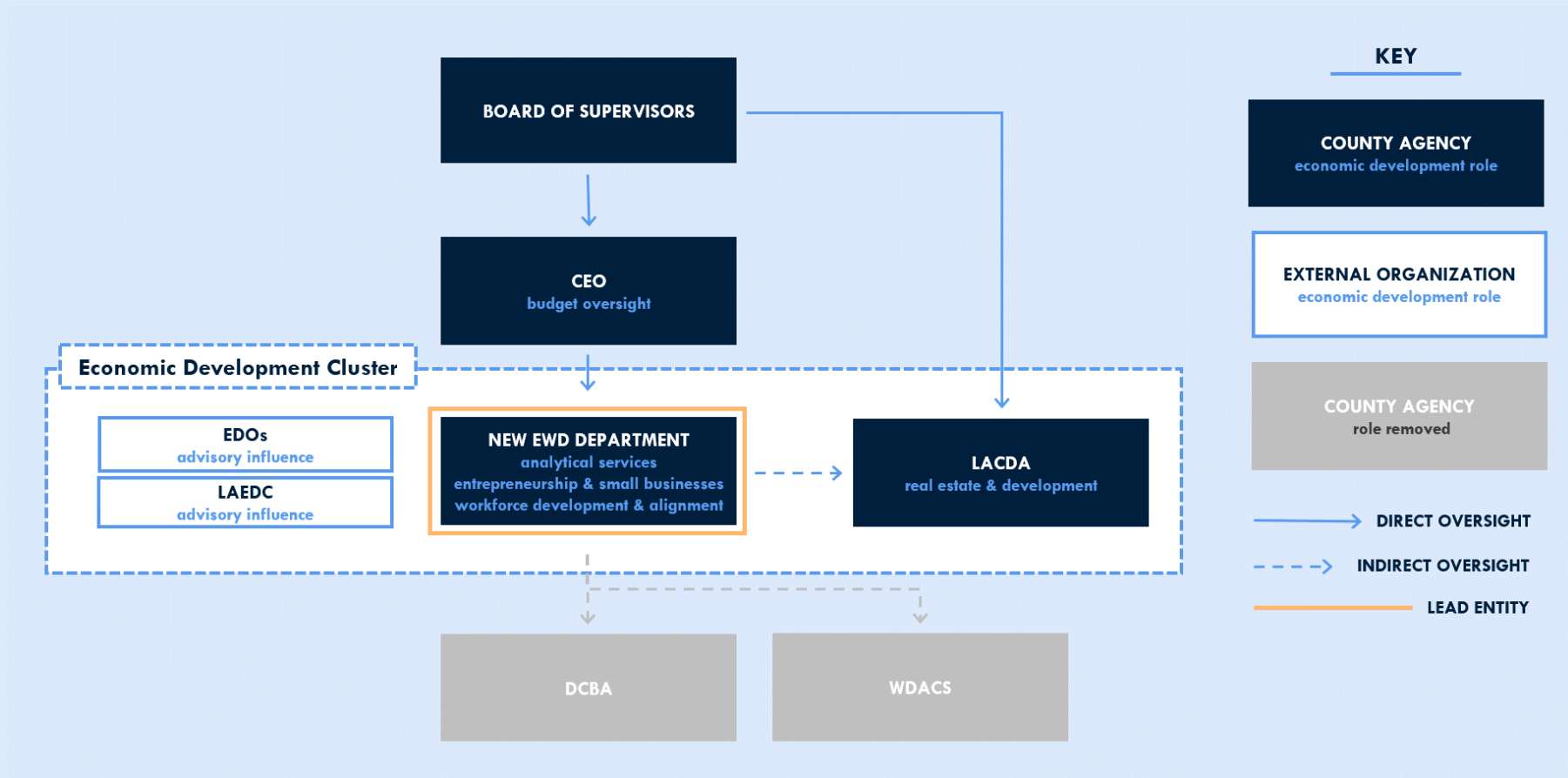
management, managed by the Integration Unit. Once fully realized, Alternative 3 will add **eleven new permanent FTEs, and net \$2.4 million in added costs** to the County's annual budget.

Fig 1. Alternative 1: Enhanced CEO-EDD



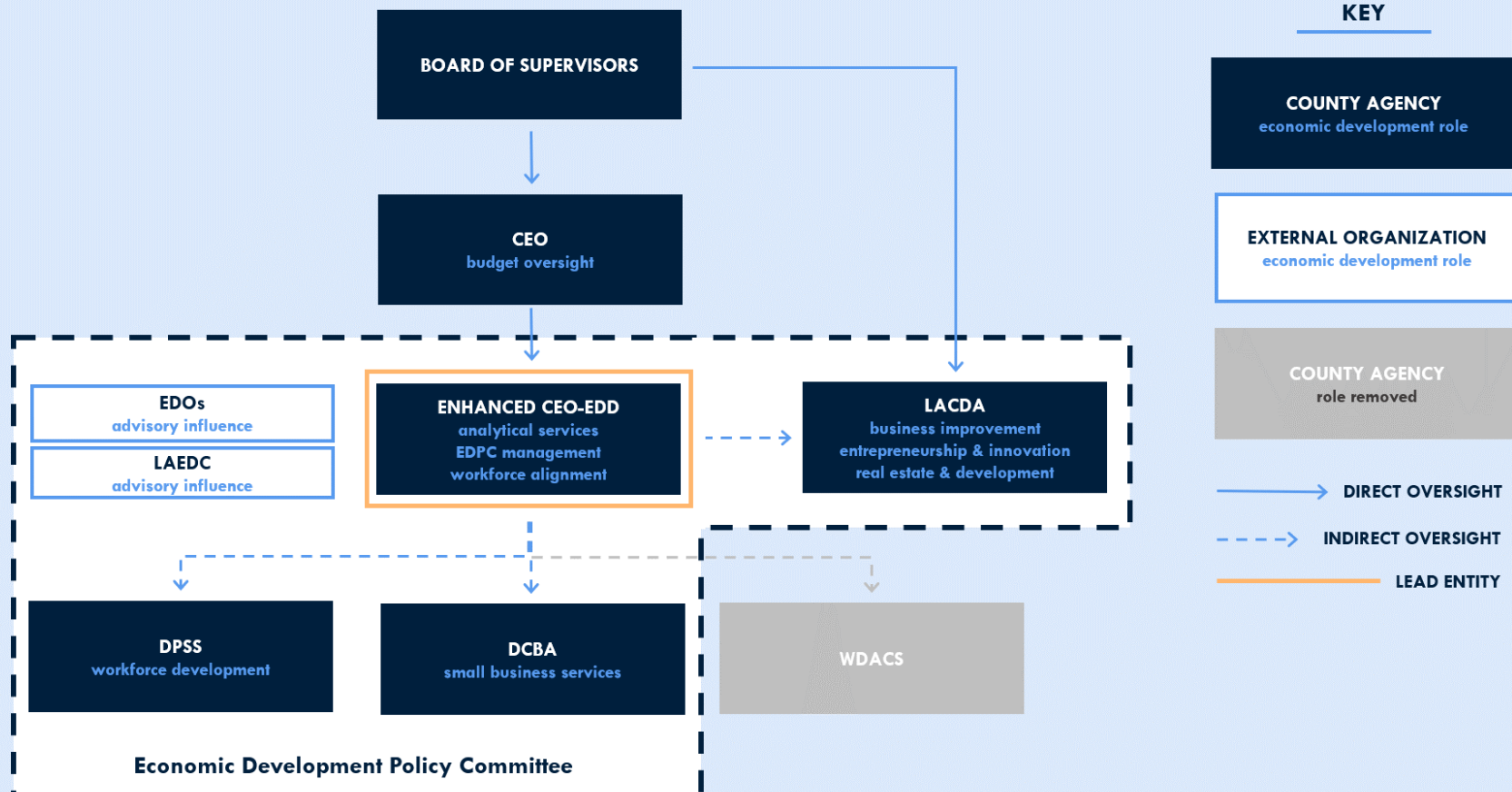
Source: HR&A

Fig 2. Alternative 2: New Economic and Workforce Development Department



Source: HR&A.

Fig 3. Alternative 3: Enhanced CEO-EDD & Consolidated Workforce Development



Source: HR&A.

The third section of this Report will describe each Alternative in detail – Figure 4 below summarizes the key changes to each department.

Fig 4. Summary of Changes

	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 3
CEO-EDD	<ul style="list-style-type: none"> • Increase dedicated resources for strategy, policy development, and analysis • Add new staff positions with economic development skills & expertise • Create Assistant CEO position • Add oversight of workforce development alignment 	<ul style="list-style-type: none"> • Retains only budget oversight role, but dissolves specific Economic Development Division 	<ul style="list-style-type: none"> • Increase dedicated resources for strategy, policy development, and analysis • Add new staff positions with economic development skills & expertise • Create Assistant CEO position • Add oversight of workforce development alignment
LACDA	<ul style="list-style-type: none"> • Retain economic and workforce development function 	<ul style="list-style-type: none"> • Retains housing and community development, but economic development services move to new EWDD 	<ul style="list-style-type: none"> • Retain economic and workforce development function
DCBA	<ul style="list-style-type: none"> • Retain economic and workforce development function 	<ul style="list-style-type: none"> • Direct small business services are moved to the new EWDD 	<ul style="list-style-type: none"> • Retain economic and workforce development function
WDACS	<ul style="list-style-type: none"> • Retain economic and workforce development function 	<ul style="list-style-type: none"> • Workforce development resources are moved to new EWDD 	<ul style="list-style-type: none"> • Workforce development resources are moved to DPSS
DPSS	N/A	N/A	<ul style="list-style-type: none"> • Integrates WDACS' workforce development resources
EDPC	<ul style="list-style-type: none"> • Expand EDPC to include secondary departments and external advisors • Formalize EDPC's role as convener 	<ul style="list-style-type: none"> • Pivots to a new role, perhaps as a cluster agency (with all functions in the New EWDD, a coordinating body is no longer explicitly needed) 	<ul style="list-style-type: none"> • Expand EDPC to include secondary departments and external advisors • Formalize EDPC's role as convener
New EWD Department	N/A	<ul style="list-style-type: none"> • Responsible for all Countywide economic and workforce development services • Develops strategic direction 	N/A

Source: HR&A.

Figures 5 and 6 summarize the budget and staffing changes associated with each alternative, which are detailed further in Section 5 of this Report. All changes in budget are due to the staffing adjustments mentioned previously, and not changes to economic or workforce development programs. Therefore, the costs associated with each alternative are entirely due to the operating costs.

Fig 5. Summary of Economic Development Staffing Changes (FTEs)

	Existing	Alt 1	Alt 2	Alt 3
CEO – EDD	10.0	+ 11.0	-10.0	+ 11.0
DCBA	11.0	-	- 11.0	-
WDACS	55.0	-	- 55.0	- 55.0
LACDA	16.3	-	- 7.6	-
New EWDD	-	-	+ 97.6	-
DPSS	1.0	-	-	+ 55.0
Net Change	-	+ 11.0	+ 14.0	+ 11.0
TOTAL	93.3	104.3	107.3	104.3

Source: HR&A. The FTEs and costs only reflect those which are impacted by the organizational change.

Fig 6. Summary of Economic Development Budgetary Changes (in millions)

	Existing	Alt 1	Alt 2	Alt 3
Operating Costs	\$16.1	+ \$2.4	+ \$3.4	+ \$2.4
Program Costs	\$210.7	-	-	-
Net Change	-	+ \$2.4	+\$3.4	+ \$2.4
TOTAL	\$226.8	\$229.1	\$230.2	\$229.1

Source: HR&A.

Note: Program costs refer to FY 2018-19; operating costs refer to FY 2019-20, due to available data. Operating costs are the sum of all annual salary and benefits associated with the Alternative's economic development staff and are the only costs estimated for each Alternative in this Report – as such, they are not representative of all direct and indirect administrative costs associated with implementation. Figures are rounded. Additional detail on staffing costs are detailed in Appendices B, C, and D.

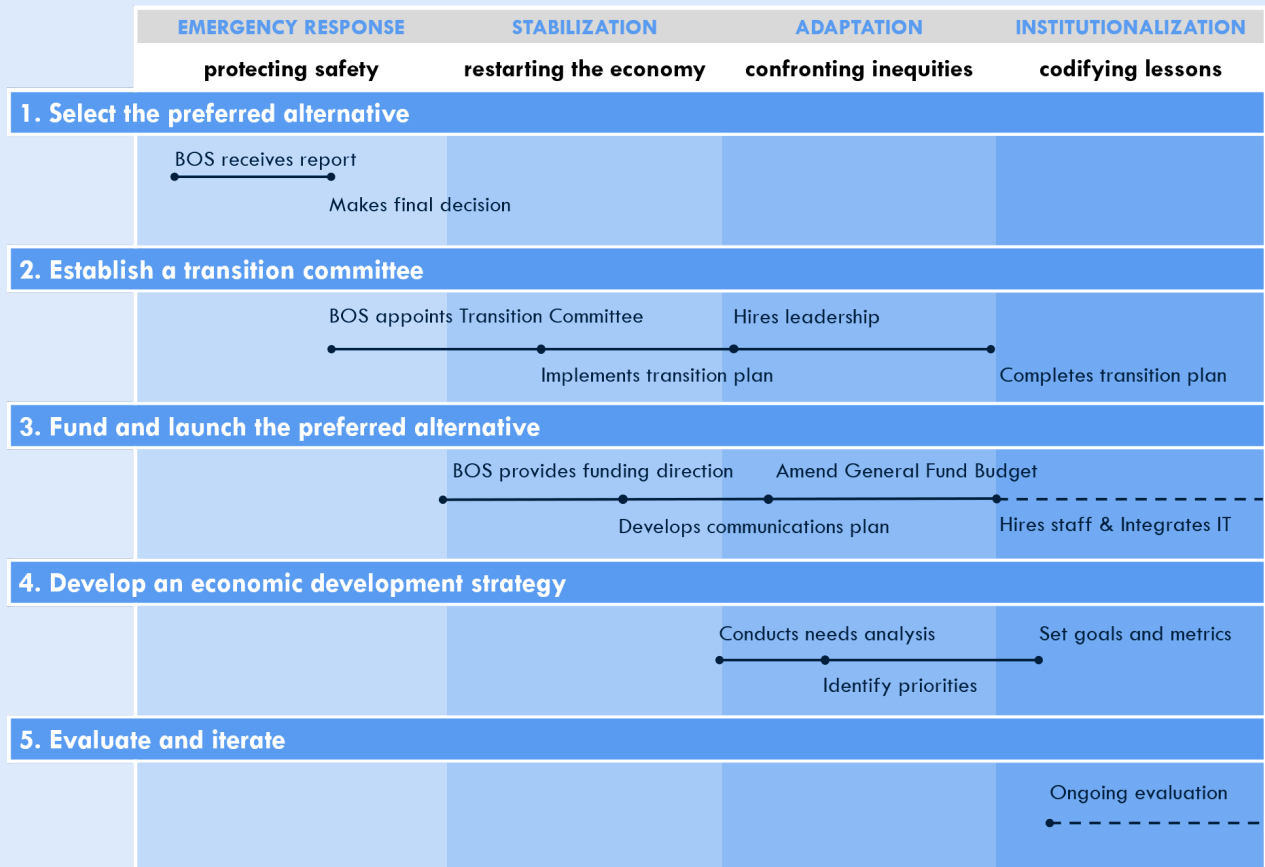
Implementation

Implementing the County's preferred Alternative to optimize economic development delivery will require decisive action, deep collaboration, and a clear strategy. HR&A identified five key stages for implementation of any Alternative selected by the Board, each with a series of milestones as depicted in Figure 7:

1. Select the preferred alternative
2. Establish a transition committee
3. Fund and launch the preferred alternative
4. Develop an economic development strategy
5. Evaluate and iterate

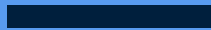
It will be impossible to divorce the County's implementation of any economic development delivery efforts from the devastating impacts of the COVID-19 pandemic. As the County experiences severe unemployment and business closure, there will be an unprecedented need for a coordinated economic recovery. The County has already established an Economic Recovery Task Force to lead this effort. Implementation should align with the four phases of recovery: emergency response, stabilization, adaptation, and institutionalization. The implementation framework is discussed in detail in Chapter 6.

Fig 7. Implementation and Recovery Framework



Source: HR&A.

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Context

Purpose of Study

As the largest county in the country, Los Angeles County plays a critical role in addressing the economic security and mobility of residents in both the unincorporated areas and in the County's 88 cities. The County is in a prime position to equitably improve the livelihood of County residents through its workforce programs and economic development strategies, serving to increase employment and business activity, drive new tax revenues, spur development in high-growth industries, and plan ahead for future structural economic changes.

In its February 5, 2019 motion on this subject, the Board observed that currently, the County's workforce and economic development efforts are effective but could benefit from further consideration with regard to structure. As the end of the LAEDC's Strategic Plan's timeframe (2016-2020) approaches, the Board noted that the County should assess its progress and begin to develop a long-term roadmap.

The Board further noted that the County's economic and workforce development programs should be seamlessly coordinated and integrated to increase efficiency and optimize impact, consistent with many jurisdictions that have consolidated economic and workforce development efforts (e.g. Orange and Riverside Counties, and the Cities of Los Angeles, San Francisco, and Oakland). Still others have distinct and separate offices for economic development and workforce (e.g. San Bernardino County and New York City), while some cities, such as Chicago, house workforce under a social services department.

Accordingly, the Board motion directed the Chief Executive Office (CEO) to assess overall County infrastructures in order to develop a coordinated and thoughtful approach to workforce training, job development, and economic development. Concurrently, a separate report led by UC Berkeley's IRLE would assess the County's workforce development system and additional opportunities for collaboration.

The County already administers a variety of services and initiatives related to workforce and economic development, through multiple roles:

1. Serves as the effective municipality for the 1.05 million people in the Unincorporated County (UIC) areas;
2. Works indirectly with cities as the conduit for many federal funding sources; and
3. Adopts Countywide strategies for regional and sector-based approaches – including, in 2016, a five-year strategic plan produced by Los Angeles County Economic Development Corporation (LAEDC).

As the County enters a new phase in its history, it is poised to reconsider how to better coordinate its approach to workforce and economic development. At the direction of the Los Angeles County Board of Supervisors, HR&A Advisors, Inc. (HR&A) has been working with the CEO to evaluate the County government's current economic development programs and services and to recommend an alternative organizational structure to better optimize the delivery of such services for the benefit of the County's residents and businesses.

HR&A's Role & Methodology

Over the course of eleven months, HR&A led discussions with over 30 key County staff and external economic and workforce development stakeholders, organized an online survey to gather additional insights from external County partners, and conducted an organizational diagnostic that inventoried all of the County's current economic development programs, services and partners. HR&A's work also included national benchmarking research, which included discussions with leaders of economic development organizations in some of the country's largest metros, to understand how other counties and municipalities are organized. HR&A's analysis, while focused primarily on economic development, was also conducted in coordination with a concurrent study by UC Berkeley's IRLE on alignment within the County's workforce development services.

The HR&A team's review and institutional knowledge of the County's challenges to deliver economic and workforce development effectively highlight the need for reform. In order for Los Angeles County to remain an internationally competitive and economically vibrant region, the County needs to organize itself accordingly.

In light of this new opportunity with the Board of Supervisors and the CEO, the purpose of this Report is to set forth a proposed new organizational model for an economic development delivery structure and to recommend specific actions to implement the new approach. As such, the remaining sections of this Report include the following:

Existing Conditions in LA County

This section summarizes the results of a detailed review of the County's existing economic development resources and responsibilities. It is

based on significant outreach, research and analysis that consisted of:

1. *Stakeholder Conversations.*

HR&A conducted in-person, confidential interviews with 30 stakeholders within the County and leaders of external organizations (see Appendix H).

2. *Online Stakeholder Survey.*

The HR&A team designed and fielded an online survey (Appendix I) that was sent to over 100 local economic development entities and individuals. The survey received over 60 responses, with 17 from the County and the rest from external partners.

3. *Organizational Inventory and Partnership Assessment.*

Based on the interviews and supplemental reviews of budgets and other documents, the HR&A team analyzed the programs, budgets and staffing data for 11 County departments that have either a direct or indirect responsibility for economic development programs. This analysis also consisted of analyzing external organizations who either contract or partner with the County for economic development programming.

County Economic Development Best Practices

This section summarizes lessons learned and identifies critical success factors for Los Angeles County from HR&A's experience and research, and provides an overview of economic development organizational models employed in four other cities and counties, as well as a comparison of the models based on a number of quantitative and qualitative factors.

Findings and Recommendations

This section summarizes the key themes of the previous two sections, and how the lessons learned during previous analysis informed the final organizational alternatives.

Organizational Alternatives

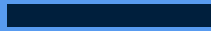
This chapter presents the HR&A team's recommendations for a new organizational design for providing economic development services and deploying – and redeploying – related resources in Los Angeles County. These recommendations are based on the lessons learned from previous city reorganization attempts, best practices from other cities, the results of the wide-ranging interviews with key constituencies in Los Angeles, and the HR&A team's extensive experience providing economic development services throughout the United

States. This chapter makes recommendations for the allocation of economic development and workforce development responsibilities and authority for deployment of resources for the three proposed organizational structures. It also presents recommendations for the financial and governance framework which would help ensure the success of the new model.

Implementation and Next Steps

The final chapter of this Report provides an action agenda for implementing the HR&A team's recommendations. It includes a summary of the key steps, actions and associated timeline required to form, staff and launch the operation of the three proposed organizational structures within a framework focused on just and equitable development as well as recovery from COVID-19.

two



Existing Conditions

Economic Development in Los Angeles County Today

The organizational structures proposed here are a continuation of the shifting idea of what constitutes “economic development” in the County. Understanding the history of the County’s economic development initiatives and priorities is critical to understanding its current services and structure. To this end, this section provides a brief outline of events from the relatively recent past critical to this Report’s inventory of LA County’s economic development departments, services, programs and partnerships.

Beginning in the early 1980s, the County changed several aspects of its organizational structure in order to clarify the departmental locations of services related to economic development: community development, workforce development, and redevelopment services. Through a Board Motion in 1981, the County established the Los Angeles County Economic Development Corporation (LAEDC) – a private, public-benefit non-profit whose mission is to attract, retain and grow businesses throughout the County. The LAEDC is situated outside of County government, and its operations rely on private sector members working in coordination with government officials. In 1982, the Community Development Commission (CDC) was formed through the consolidation of the Housing Authority, the Community Development Department, and the Redevelopment Agency, although the Housing Authority was still a separate legal entity.

For the next thirty years, there were few structural changes to the way the County delivered economic development. During this time, the County provided LAEDC with funding to support its programs, and the CDC managed the Redevelopment Agency and its tax increment funding and other state and federal programs (e.g., CDBG and HOME) to fund place-based

programs. The CDC did not receive County General Fund dollars and as a result, its coordination with other County departments and the Chief Administrative Office (the entity which was later renamed the Chief Executive Office) was more limited.

After establishing the CDC and LAEDC, the County changed very little of its economic development organizational structure until the early 2010s, when it became a higher County priority. In 2010, approximately 30 years after its founding, the LAEDC issued its first “Five Year Economic Development Strategic Plan” for the County. The strategic plan was focused primarily on workforce development and recovering from the 2007-2009 Great Recession. In 2012, the California legislature dissolved all Redevelopment Agencies statewide, resulting in the operations of 71 County RDAs being reassigned to Successor Agencies.

Within the last five years, the County initiated two major economic development strategic initiatives, but without establishing a clear execution plan or securing universal buy-in. In 2015, the Board of Supervisors adopted a motion to establish a County-wide economic and community development program, and LAEDC released another Five-Year Economic Development Strategic Plan for the County (2016-2020). While LAEDC’s plan articulates economic development goals with a focus on industry clusters and entrepreneurship, it lacks specific steps for the County government to implement its aspirations, making it more of a summary of potential than a policy guide. That same year, the County made more prominent its small business services, by moving the Office of Small Businesses from the Internal Services Department into a newly-minted Department of Consumer and Business Affairs (DCBA).

In the absence of a specific implementation plan for the Countywide strategy, the Board of Supervisors began to adapt a series of economic development motions. In 2016, the Board formed a new committee to provide input on policy and implementation of economic development: the Economic Development Policy Committee (EDPC). The EDPC also is responsible for implementing economic development strategies, coordinating workforce development programs, and developing a scorecard of economic development metrics. That same year, the CEO's office established its Economic Development Division, to better coordinate increasing directives related to economic development that had previously been handled by the CEO's Asset Management division. The CEO-EDD issued its first Economic Development Scorecard in 2017.

In the last few years, the Board of Supervisors adopted motions in response to reports and studies on various economic development focus areas, such as evaluations of organizational structures for workforce development, economic

development and aging programs within the County government (2018-2019), and follow-ups on the Los Angeles County Bioscience Initiative (2019), which reviewed LA's efforts since 2015 to become a bioscience hub. These motions coincide with significant restructurings within the County government, including the rebranding of the Community Development Commission and the Housing Authority of the County of Los Angeles (HACoLA) as the Los Angeles County Development Authority (LACDA) in May of 2019, with the Board of Supervisors serving as Commissioners who also set the policy agenda. LACDA is currently responsible for the development of a five-year, Countywide "Comprehensive Economic Development Strategy" (CEDS) for 2019-2023. The document, still in draft form as of this Report, primarily identifies capacity-building efforts towards economic development, through various partnerships with entities external to the County. A CEDS is required for the County to be eligible for programs funded by the U.S. Economic Development Administration (EDA).

Key Challenges and Service Gaps

As part of HR&A's analysis, the consulting team worked closely with senior County leadership and external stakeholders to confirm the existing structure and functioning of the County economic development system, challenges faced by the County in delivering economic development services, and potential opportunities to improve the current system. The information developed during this phase of work ultimately informed HR&A's recommendations for delivering more optimal services and programs. Through conversations with more than 30 individuals working within and outside the County, the following recurring themes emerged:

The scale of the nation's most populous County makes economic development service and program delivery particularly challenging.

Not only are the County's governmental operations massive, but the geographic scale and diversity of Supervisorial Districts means that economic development needs and opportunities vary dramatically across the County. In addition, the County's role in economic development is further complicated by its responsibilities to provide municipal-type services to dozens of unincorporated communities, while also fulfilling its statutory role as a provider of health, welfare and justice services to 10 million County residents, managing massive Countywide infrastructure systems, and coordinating with independent economic development initiatives undertaken by 88 incorporated cities, particularly the City of Los Angeles.

The County lacks a well-coordinated economic development organizational infrastructure.

The County's economic development roles and responsibilities are dispersed across multiple

departments and there is weak collaboration among them. Numerous parties noted that the various departments are "siloed" from one another, and that coordination by the Chief Executive Office's Economic Development Division ("CEO EDD") is limited by a lack of clear authority and resources to manage the overall effort. In addition, its staff resources are overwhelmed by a constant flurry of Board motions to investigate new ideas and initiate new programs.

The County government lacks a clear strategic economic development plan or policy vision.

Interviewees remarked that the Board's policy emphasis for economic development has largely focused on economic mobility for underserved populations as opposed to growing the business sector, which is often related to workforce development programming. Although there are nascent economic development strategies and plans, including a five-year economic development strategy and annual report card that measures existing economic development programs prepared by the LAEDC, none of them include clear, implementable direction. As a result, because there are no clear priorities, there is no clear structure for implementation including actionable outcomes that can be monitored over time.

The County has some strong programs which support economic development, but they are out of scale with the size of the County.

Interviewees spoke highly about several programs and services performed by key County entities, in particular DCBA's small business services and LACDA's transaction-oriented work. However, compared to other high-performing governmental economic

development organizations across the U.S, the scale of these programs is very small in proportion to the scale of County business needs and many routine economic development programs, such as business attraction and retention are uneven or not evident. However, according to several interviewees, it is not clear that an economic development delivery system for Los Angeles County should necessarily resemble those in other areas.

There was no clear consensus from interviewees about the appropriate organizational structure that can optimize the delivery of economic development services and programs in L.A. County.

As described later in this memo, multiple general approaches were mentioned by interviewees. These and other possibilities were investigated further by HR&A in following phases of analytical work.

Stakeholders Perspectives

During the summer of 2019, HR&A fielded an on-line survey which was distributed by email to over 150 economic development stakeholders within the County. These stakeholders were identified by representatives from the offices of each of the County's five Supervisors, the CEO-EDD, departmental leadership for departments regularly engaged in economic development activities, and HR&A. The survey was also distributed to senior and mid-level staff in economic-development affiliated County departments.

Of the 65 usable responses to the survey, 17 were completed by County staff representatives. Within this sample, the majority work in senior level management or executive positions (76 percent), and of these, a plurality (41 percent) have worked for Los Angeles County for 15 or more years. The remaining 48 survey responses were completed by external economic development stakeholders not part of the County government. Similar to the County responses, the majority of external stakeholders have held their position for 15 or more years. The most common stakeholder respondents were from regional economic development organizations ("EDOs") and city governments. Other external organizations included community developers and representatives from workforce development or educational entities.

Key themes from the responses include the following:

County staff and external stakeholders are not in total alignment about what the County should be prioritizing in terms of economic development.

Workforce development and equitable and inclusive growth were identified as strong priorities by both staff and external

stakeholders, whereas entrepreneurship and regional growth were deprioritized by both. However, there was not clear alignment for most other economic development program and service priorities. For example, job creation was seen as the Board's highest priority by staff, but it was only a medium priority for external stakeholders.

Both County employees and external stakeholders stated that the Board of Supervisors does not clearly articulate its economic development priorities.

This lack of clarity on economic development priorities was reflected most clearly in open-ended survey responses. For example, several County staff respondents articulated a need for either better communication about the Board's priorities and/or creating an internal or external plan to clarify these priorities and confirm the Board's intention to focus on economic development.

County staff agree that financial resources are at least somewhat adequately provided to most current economic development functions, particularly community development and workforce development.

However, staff noted that other functions, including regional growth analysis and business attraction, are not sufficiently funded. Many respondents inside and outside County government stated that the County should increase its funding commitment to economic development overall, potentially through new dedicated sources.

With the exception of workforce development, the majority of external stakeholders noted that the County's economic development programs are ineffective or only slightly effective.

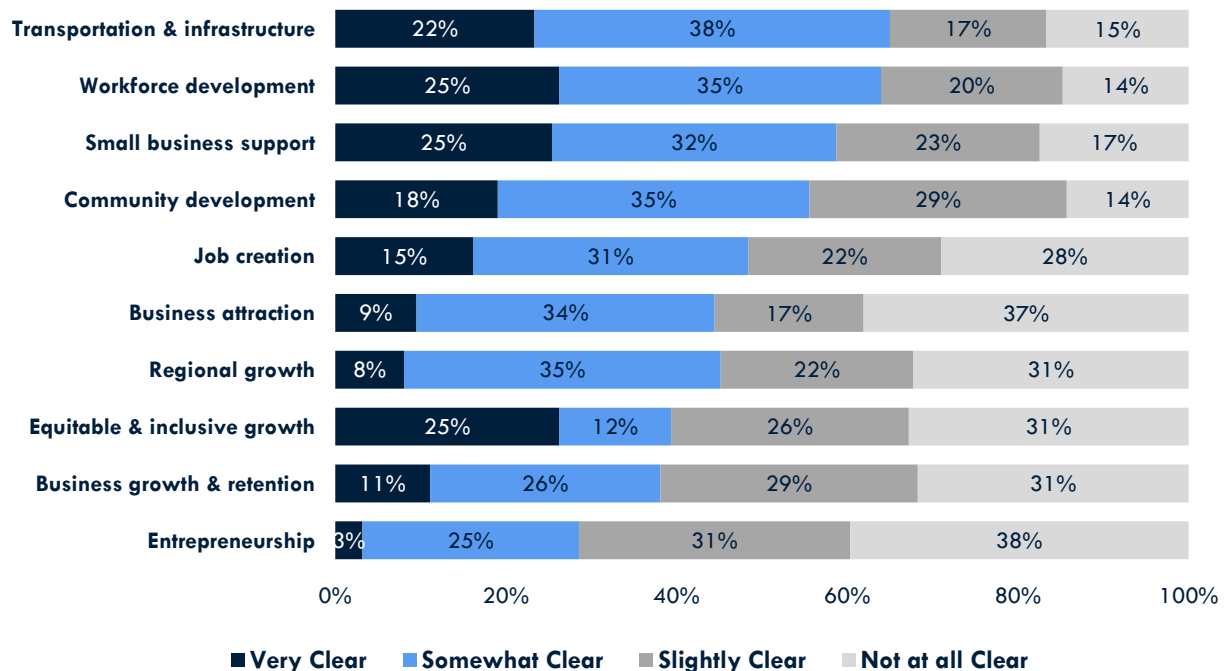
Significantly, around 40 percent of stakeholders surveyed were unfamiliar with the County's programs and unable to provide feedback about the County's performance, suggesting that the County is not adequately marketing its programs and services. External stakeholders noted that the more frequent and effective collaboration with on-the-ground

economic development partners would greatly improve the effectiveness of existing programs.

In terms of its organizational performance, survey participants noted that the County does well in ensuring staff diversity and supporting ethics and compliance, but results were mixed for all other functions.

Respondents noted that the County performs particularly poorly when it comes to marketing programs and services and sharing its financial resources and tools.

Fig 8. How well are the Board's economic development priorities articulated?



Source: HR&A.

Organizational Diagnostic

In collaboration with CEO staff, HR&A compiled a comprehensive set of information on budgets, staffing levels, and programs regarding the County's current economic development activities across all entities. County staff also categorized each economic development activity according to a consolidated framework of economic development functions and services from the National Association of Counties ("NACo"). The NACo framework is organized into six economic development functions, which each include a series of more specific services (Figure 9). While

there are multiple lenses through which to classify the services typically included within economic development, the NACo framework was chosen as an authority because it particularly focuses on services provided by high-performing county governments. Whether or not LA County's strategic goals for economic development wholly include the services articulated by NACo, the framework provides a way to situate the County's current offerings among similar governmental structures.

Fig 9. Economic Development Services Provided by County Departments

	SERVICES	CEO – EDD	LACDA	DCBA	WDACS
Program Coordination		✓			✓
	Policy Development	✓			✓
Strategic Planning	Cluster Initiatives		✓	✓	✓
	Capital Planning				
Entrepreneurship & Small Business Support	One Stop Business Resource Center			✓	✓
	Business Accelerators & Incubators		✓		
	Financing (Loan Programs)		✓		
	Technical Assistance	✓	✓	✓	✓
Workforce Development	Job Training				✓
	Hiring Programs		✓		✓
	Youth Enrichment				✓
	Technical Assistance			✓	✓
Business & Industry Services	Tourism Development				
	Targeted Industry Marketing		✓		✓
	International Outreach				
	Façade Improvement		✓		
Real Estate Services	Asset Management	✓	✓		
	Real Estate & Infrastructure Development		✓		✓
	Master Planning				
	Transactional Services & Financing		✓	✓	✓

Source: NACo; HR&A.

HR&A found that in total, County departments spend approximately \$245M on economic development-related programs and services, and each department tends to focus on one economic development function (see Figure 10). The County also employs approximately 163 full-time equivalent staff who work on the programs or services.

HR&A also assembled a list of the external organizations contracted by County entities to support their economic development services (e.g., contracting with local CDFIs to deliver Business & Industry services). These partnerships, totaling more than 25, illustrate how relationships with external entities can help the County support a wider breadth of programs and services. Lastly, HR&A gathered publicly accessible data from prominent city and regional economic development actors located within the County, to document their budgets and services, and show how their operations may complement the County's delivery of economic development services.

Key takeaways from this analysis include:

Economic development services are provided through multiple County departments, all of which report to the Board of Supervisors, with the CEO providing budget authority.

Each department tends to provide services under one function of economic development, but not necessarily a unique one: for instance, both the Department of Regional Planning and the Department of Beaches and Harbors only provide Real Estate Services. The Board of Supervisors District Offices each also have an economic development deputy who interfaces with regional economic development entities and manages related communications with the CEO. Additionally, the Economic Development Policy Committee (EDPC) serves as a policy workgroup and briefing forum for economic

development-related issues prior to their presentation to the Board of Supervisors.

While the County fulfills 90 percent of the economic development services identified in the NACo framework, there are significant redundancies in service coverage by multiple departments.

For instance, Transaction Services & Financing are performed by half of all departments, and Job Training services are provided by six. The only two NACo economic development services not significantly offered by the County are International Outreach and Tourism Development – a finding consistent with comments in interviews with County representatives.

The County relies on contracts with external partners to help fulfill nearly all of the economic development services it provides, with some departments leaning far more heavily on external partners than others.

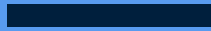
Most partners are contracted to provide a service that the County department was not already providing – indicating that partnerships play a significant role in expanding the County's offering of economic development services. Additionally, the County may provide a service exclusively through external partnerships, as is the case with Targeted Industry Marketing, and some departments, like WDACS, rely far more on partnerships than others.

Fig 10. Current Program Funding by Department

	STAFF (FTE)	AMOUNT (\$M)	PRIMARY NACO SERVICE AREA(S)
CEO EDD	10.0	\$3.6 M	Strategy & Policy
DCBA	11.0	\$1.5 M	Small Business Services
LACDA	44.2	\$44.0 M	Real Estate & Infrastructure
WDACS	55.0	\$66.5 M	Workforce Development
DPSS	1.0	\$113.0 M	Workforce Development
ISD	5.6	\$1.4 M	Workforce Development
Beaches & Harbors	17.2	\$3.1 M	Business Improvement
DPW	10.3	\$1.3 M	Strategy & Policy; Small Business Services
DRP	0.0	\$0.2M	Real Estate & Infrastructure
Arts & Culture	3.0	\$1.8 M	Workforce Development
CIO	28.0	\$8.0 M	Business Improvement
TOTAL	185.3	\$244.4 M	

Source: HR&A. Source: County departmental budgets FY 2018-19. Figures are the result of each department's self-reporting, as originally featured within the Organizational Inventory and Partnership Assessment portion of HR&A's analysis. They do not necessarily reflect the FTEs subject to alteration within each Alternative structure, which were determined in coordination with the CEO and associated departments as necessary.

three



County Economic Development Best Practices

Best Practices in County-Level Economic Development

As part of assessing existing economic development programs and services, HR&A prepared case studies of successful and innovative economic development organizations in other U.S. counties and major cities to provide a benchmark for inclusion in the overall assessment. These case studies uncovered trends in how countywide economic development programs and services are delivered in other nationally significant economic regions. This benchmarking analysis highlights important organizational features to consider as LA County moves forward to strengthen its economic development service delivery infrastructure.

Municipalities benefit from a deep inventory of best practice evaluations and an overarching consensus on the city's role in economic development, however no such consensus or best practices literature exists for county governments. In some parts of the U.S., such as areas where unincorporated land is nonexistent or sparsely populated, the primary role of county government is to distribute pass-through state and federal funds related to public health and social services. This narrower role is also evident in states that limit county government powers. Counties in Texas, for example, have no zoning powers and little regulatory authority compared to counties in California, and therefore defer economic development responsibilities to municipalities and other regional entities. Elsewhere in the U.S., such as California and Ohio, county governments can and do provide economic development and other municipal-level services to unincorporated areas. As for the division of economic development responsibilities between county and city governments, arrangements differ

significantly not only from state to state but within a given county, reflecting variations in municipal capacity and shared service agreements, among other factors. County economic development service provision is a field with few established organizational norms or broadly recognized best practices, which complicates efforts to draw direct comparisons.

LA County stands out as an exceptional case, even among the wide-ranging diversity of county governments. As the most populous county in the U.S. with more than 10.28 million residents, it is almost twice as big as the next most populous county (Cook County, Illinois – 5.2 million residents) and has an unincorporated area population of roughly 1.05 million, a sum exceeding the population totals of all but the top nine U.S. cities. With approximately 110,000 employees, county government is also the largest employer in LA County.¹ LA County's vast and varied geography – from dense urban neighborhoods and low-density suburban cities to sparsely populated desert communities and uninhabited protected lands – results in an array of subregional economies, each with their own economic development strengths and needs.

While LA County's characteristics are not directly parallel with other U.S. counties, HR&A used the following attributes to select a sample of county-level economic development organizations that are relevant as LA County considers alternative economic development delivery systems and organizational structures:

- Nationally significant regional economic hub;
- Excellent collaboration and partnerships;

¹ County of Los Angeles. April 2019. 2019-20 Recommended Budget. Volume 1.

- Strong organizational leaders and/or empowerment;
- Interdepartmental coordination and efficiency;
- Direct oversight or alignment of workforce development programming;
- Industry-specific initiatives;
- Gateway city for international trade and tourism;
- Effective incentive policies and/or programs; and
- Notable accomplishments

HR&A then selected four high performing economic development entities for a more in-depth examination through a combination of research and stakeholder interviews: Riverside County, California; New York City;² Miami-Dade County, Florida; and Wake County, North Carolina.

Though none of these entities serve a population the size of LA County, each operates at a sufficiently large scale where applicable lessons can nonetheless be drawn. Miami-Dade and

Riverside both rank among the top ten most populous US counties and, if taken in aggregate, the five New York City boroughs are second only to LA County in terms of the number of residents served by a single local government.

The purpose of HR&A's research is to contextualize countywide economic development, illustrate the range of service-delivery approaches that other large counties and cities have adopted for economic development, and provide lessons learned for LA County as it considers future approaches. However, given the variability in counties and the uniqueness of LA County, there is no single economic development service-delivery approach that is the gold standard and could be directly replicated in LA County. Rather, this section shows that economic development is highly tailored to the political and economic realities of a given area. Therefore, the County's approach to countywide economic development may learn and borrow from the lessons of these case studies but should ultimately be tailored to the LA County context.

² New York City is in the unique position of being a municipality that encompasses five county equivalents, the five boroughs. Its population size, economic importance, and

governance responsibilities are also sufficiently similar to those of Los Angeles County to warrant inclusion in this analysis.

Countywide Economic Development Functions and Responsibilities

Through research on the four case studies selected as well as a scan of other county level economic development organizations, HR&A found that, at the county-scale, approaches to economic development typically fall into four categories:

Centralized “In-House” Economic Development Department, which concentrates most economic development functions under one public entity, staffed by County employees and embedded within the County government structure. Riverside County is an example of this approach. It is worth noting that such structures are uncommon outside of California, as many states allocate fewer governance powers and responsibilities to county jurisdictions.

Publicly-Affiliated Nonprofit Entities, which are separate from county government and have separate funding streams, but are controlled by county leadership, as is the case with New York City.

Privately-Controlled Nonprofit Entities, which are independent from county government and self-financed. Such entities may contract with the county, receiving financial support in return for executing specific public services, but are not directly supervised by county leaders nor employ county staff. In Miami-Dade and Wake counties, economic development functions are organized through this structure and have close institutional ties to regional chambers of commerce.

Few Countywide Economic Development Services or Coordination. In much of the nation, including major economic hubs such as Silicon Valley, Austin, and Boston, economic development activities and functions are organized at the municipal level or by non-governmental entities without a significant countywide role. County government is a minor player in these landscapes, supporting economic development objectives principally through land use and infrastructure investment decisions.

As shown in Figure 11, the four case studies undertake responsibility for different combinations of economic development functions – the mandate of Wake County Economic Development (WCED) is narrower than that of Riverside County, for example. The choice of organizational structure reflects these differences in programmatic breadth, with more complex organizational mandates requiring higher levels of per capita resources and more direct oversight. Annual budgets vary from just over \$210,000 per 100,000 residents in Wake County, which primarily focuses on business attraction/retention and regional marketing, to almost \$8 million per 100,000 residents for NYC EDC, which manages complex real estate transactions and capital projects on behalf of New York City. These differences are also reflected in staffing size. Organizations with a more limited scope require less staff than organizations with multiple departments and divisions that are responsible for a wide variety of economic development services.

Fig 11. Economic Development Responsibilities and Resources

	Riverside County	New York City	Miami-Dade County	Wake County
2018 Population (Total)	2,450,700	8,398,700	2,761,600	1,092,300
2018 Unincorporated Pop.	393,400	N/A	1,200,200	246,200
# of Municipalities	28	5	34	12
Lead Economic Development Agency	Riverside Economic Development Agency (EDA)	New York City Economic Development Corporation (NYCEDC)	Miami-Dade Beacon Council	Wake County Economic Development (WCED)
Organizational Form	County Dept.	Non-profit	Non-profit	Non-profit
Approach to County Economic Development	Centralized 'in-house'	Publicly-affiliated nonprofit	Private nonprofit	Private nonprofit
FY 2017 Budget	\$108,344,136	\$678,457,000	\$5,447,750	\$2,200,000 ³
Per capita	\$48.73	\$79	\$2.02	\$2.10
FTEs	236	455	25	10
Business Attraction & Retention	Riverside EDA	NYCEDC	Miami-Dade Beacon Council	WCED
Regional Marketing & Branding	Riverside EDA	NYC + Company	Miami-Dade Beacon Council	WCED
Business Support	Riverside EDA	NY Dept of Small Business Services	Miami-Dade County + Municipalities	City of Raleigh
Entrepreneurship	Riverside EDA	Dept. of Small Business Services + NYCEDC	Miami-Dade County + Municipalities + Beacon Council	Innovate Raleigh + WCED
Workforce Development	Riverside EDA	Dept. of Small Business Services + NYCEDC	CareerSource South Florida	Capital Area Workforce
Infrastructure	Riverside EDA	Dept. of Transportation + NYCEDC	Miami-Dade County + Municipalities	Wake County + Municipalities
Real Estate Development	Riverside County + Municipalities + Riverside EDA	NYCEDC	Miami-Dade County + Municipalities + Beacon Council	Wake County + Municipalities
Strategic Planning	Riverside County	Mayor's Office + NYCEDC	Miami-Dade Beacon Council	City of Raleigh + WCED

	Peer agency is primary responsible
	Peer agency is partially responsible
	Peer agency is not responsible

Source: HR&A.

³ Wake County's total budget reflects available data from FY 2016, and also incorporates operating expenses for the Greater Raleigh Chamber of Commerce.

LA County's current organizational structure does not fit neatly into one of the four approaches described above. As discussed in detail in the separate *HR&A Organizational Inventory and Partnership Assessment*, LA County does not have a singular economic development department but does administer many economic development programs "in-house" across a dozen different departments, including the quasi-independent Los Angeles County Development Authority.

Business Attraction and Retention

In all four case studies, the county economic development entity serves as the primary organization responsible for county-wide business attraction and retention, taking responsibility for convening and coordinating with other jurisdictions and organizations as needed in order to optimize their region's competitiveness. Activities include site selection management, coordination of incentives, assembly of bid documents, referrals, and other executive deal-making activities. **Institutional agility, highly skilled staff, and strong internal and external relationships are key** for the successful execution of this function. In Riverside County, for example, the EDA's initiative and ability to get approvals within 24 hours for a single-employer job placement fair was the principal factor in the attraction of a major new distribution center. This consistency among the case studies is all the more striking because neither LA County government nor any other economic development actor within the county serve in a comparable role. What limited coordination does occur is being led primarily through the Board of Supervisors' offices and, to some degree, the Economic Development Policy Committee.

Regional Marketing and Branding

In three of the four case studies profiled, the organization's business attraction responsibilities naturally dovetail with regional marketing and

branding activities, the necessary precursor to orchestrate negotiations with specific employers. In each of these three cases, the county-wide economic development entity was the only local organization with a sufficiently broad geographic mandate and industry knowledge to **represent the region's full breadth of economic development interests nationally and abroad**. In LA County, the actors that do take on some of these activities – including the City of Los Angeles and the Los Angeles Chamber of Commerce – are not in a position to speak to the full range of regional opportunities available.

Strategic Real Estate Transactions/Development

In New York City, by contrast, NYCEDC is one of many entities involved in facilitating the economic competitiveness of the five boroughs, and as such does not need to step into the role of regional marketing coordinator, which is assumed by a separate entity called NYC + Company. Instead, building on its strengths and expertise in site selection and business attraction activities, NYCEDC also **oversees all public real estate transactions and strategic development** within the five boroughs. None of the other three case studies or LA County have a single, centralized entity serving in such a role, translating overarching values into concrete changes in the physical environment. It is worth noting that, with its oversight over sizable transportation, housing, and other real estate assets, LA County has the necessary resources to serve as an important catalyst for economic development through redevelopment and significant real estate transactions.

Localized Services and Support

It is also important to note the economic development functions for which the four case studies are not responsible. None of the three nonprofits studied serve as their region's core provider of small business support, entrepreneurship assistance, workforce development, or infrastructure investment. These

economic development functions are undertaken by individual municipalities, workforce investment boards, area chambers of commerce, or a suite of smaller, more specialized economic development actors. The county-level economic development entities limit their involvement to referrals, coordination, and convening those who administer these more specialized programs. This clear delineation of responsibilities allows the county-wide economic development entity to **focus on overarching regional economic competitiveness**, while relying on partners to administer more localized and/or more targeted economic development support and services.

The exception is Riverside County, which takes a centralized ‘in-house’ approach to economic development. Riverside County EDA takes an exceptionally broad and holistic interpretation of economic development: all county touchpoints that have the potential to improve the region’s attractiveness and the job competitiveness of its residents – including libraries, workforce centers, parks, and housing authority assets – are considered economic development tools and are included in broader countywide strategic planning. This centralized approach allows for **powerful coordination and alignment of county resources in support of regional economic development priorities**. However, these significantly expanded responsibilities require a correspondingly larger budget and complex staffing structure compared to the nonprofit organizational models, as well as exceptionally strong leadership able to cut through the constraints that limit government flexibility elsewhere.

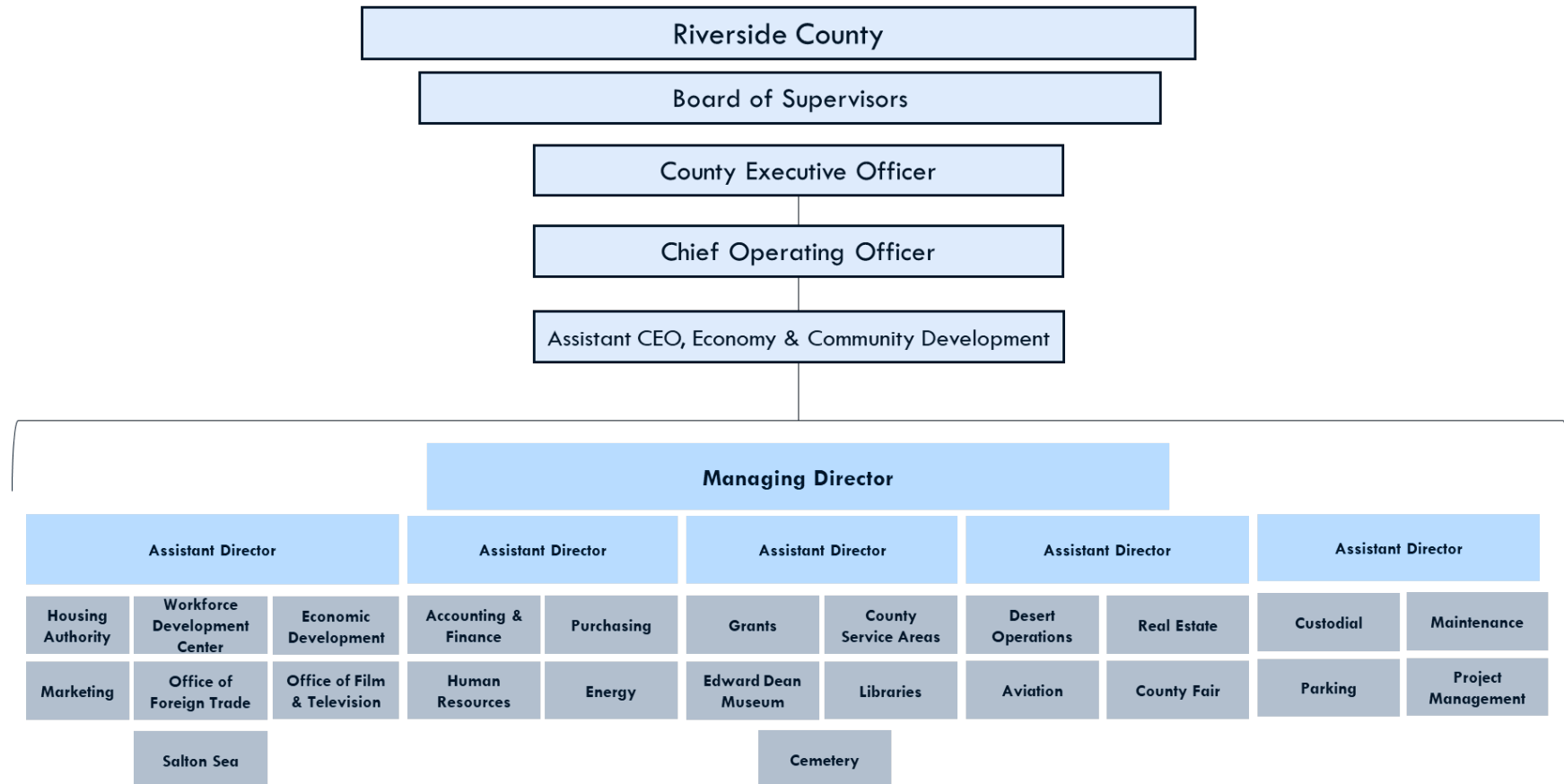
The organizational structures for economic development entities ultimately informed HR&A’s final recommendations for LA County. For example, Riverside County’s economic development services are run out of a centralized county department, the Economic

Development Agency (EDA). With nearly 230 employees, the EDA is run by an assistant CEO appointed by the County Board of Supervisors and overseen by the County Executive Officer and Chief Operating Officer. The Assistant CEO is supported by a managing director, five assistant directors, and nine deputy directors, all of whom have sufficient subject matter expertise and decision-making power to initiate programmatic restructuring and realignment as needs and opportunities arise. The EDA is organized into 24 different divisions, with each Assistant Director overseeing four to seven discrete entities.

Riverside’s organizational approach allows the EDA to effectively delegate responsibilities, with the five Assistant Directors working together to form a “strike team” made up of trustworthy, quick thinking staff who are empowered to think strategically and creatively when opportunities arise. The grouping of divisions typically signals the potential for inter-related objectives; for example, workforce development, housing, and economic development all report to the same Assistant Director. When Amazon needed to quickly fill positions at its new distribution center, the Assistant Director for these divisions was able to rapidly coordinate a job fair at a nearby Workforce Development Center during which almost 800 job-seekers were hired in one day.

This also frees up time and capacity for the head of the EDA to hold monthly one-on-one meetings with each Supervisor offering updates on issues of particular interest and brainstorming effective actions in response to Supervisor concerns. Given the EDA’s range of functions, Supervisors can receive updates on everything from the Housing Authority to the County Fair through one person, avoiding the multiplicity of meetings that would occur if such functions were more siloed. These meetings ensure that the EDA is sensitive to Supervisors’ priorities, enabling its leaders to anticipate potential requests and preempting

Fig 12. Riverside County Economic Development Agency Organizational Chart



Source: Riverside County

the need to govern through the slower, more cumbersome process of Board motions. Regular interaction and demonstration of progress also increases trust, allowing the assistant CEO to offer feedback more frankly than would be possible at a public meeting.

Lessons for LA County

HR&A's research found that there is no widespread consensus about which economic development functions should be undertaken at the county level and which are more effectively administered by municipalities or other partners. However, the case studies demonstrate that high-performing county-level economic development entities operating in nationally significant economic hubs do share a set of organizational attributes and strengths that LA County should consider in deciding which functions to administer in-house and where to locate those functions within county government, including the following:

Proactive Curation of the Region's Economy

Unlike most public administration functions, economic development functions routinely operate on two different time scales: some activities require long-term, consistent program administration while others can be achieved only by organizations adept at fast-paced opportunistic mobilization. A reactive approach to economic development – sometimes informally called “smokestack chasing” – limits an organization's ability to anticipate its workflow and bandwidth, creating an environment where urgent activities frequently commandeer resources otherwise needed to advance important long-term objectives. The four organizations profiled have taken structural steps to protect such resources and **proactively advance a long-term economic vision**. For example, instead of relying on traditional business attraction efforts, NYEDC decided to

strengthen its technology-based start-up sector by inviting top tier engineering universities to submit proposals for a new applied science campus; the successful candidate would receive 12 acres on Roosevelt Island and seed investment of public capital. Completed in 2017, the Applied Sciences NYC initiative has more than doubled the number of graduate engineering students and faculty in NYC, and is expected to result in nearly 1,000 spinoff companies over the next three decades.

Proactive Engagement with Elected Leadership

The four county organizations studied all strive to **maintain highly responsive relationships with elected officials**, in part in order to balance what could otherwise become competing pressures. Regular, frank discussions enable economic development leaders to anticipate shifts in political priorities and flag the business attraction opportunities that merit the direct involvement of elected officials. In Riverside County, the EDA Director meets with each County Supervisor one-on-one on a monthly basis, updating the Supervisor on priorities of particular interest and brainstorming the feasibility and likely effectiveness of various initiatives. In Miami-Dade, the Beacon Council employs government relations staff to keep a finger on the pulse of elected representatives' concerns and develop responses before issues surface in formal motion and resolution processes.

Empowered and Knowledgeable Staff

Activities like business recruitment and real estate transaction deals are more likely to succeed when economic development staff are empowered to be nimble, adaptable, and creative in a short time period. This flexible and opportunistic approach to economic development – a priority of all four case studies profiled – requires leadership to be sufficiently empowered and knowledgeable of the tools at their disposal to initiate adaptable public-

private partnerships and transactions. All four entities profiled have taken steps to preserve such agility, including maintaining executive **“red team” staff with sufficient professional and institutional bandwidth and oversight** to champion new initiatives.

Recognized Role as Regional Convener and First Point of Contact

In all four cases, the credibility and performance of the economic development entity rests on its recognized status as the region’s “go to” contact for economic development inquiries. Strong relationships at both the executive and staff level with all other regional economic development actors allow the entity to make referrals when the inquiries are routine and lead a rapid response when the inquiry represents a strategic regional opportunity. As a senior Wake County Economic Development leader noted, **consistent messaging from all significant regional economic development players is key** – including local governments and the Greater Raleigh Chamber of Commerce. Absent a single, generally recognized entity with both the mandate and capacity to take the lead, there is a strong risk that businesses will not connect with the resources they need to thrive. Scarce public funds are then wasted on redundant programs, or even ‘zero-sum’ competing municipal attraction efforts, which ultimately stall economic development efforts.

Achievable Strategic Plan with Clear Implementation Steps

In determining how to allocate staff and other resources so as to strike the right balance between incremental program administration tasks and opportunistic interventions, leadership benefits immeasurably from a clear consensus on the County’s economic development objectives. In each of the counties studied, the economic development entity prioritizes its activities based on a data-driven assessment of the region’s economy and a shared understanding of

regional trends, gaps, opportunities, and competitive strengths. In Miami-Dade, the Council generates such economic assessments internally. In Wake County, WCED operations are reconfigured every five years in order to adapt to its five-year strategic plan, which translates regional growth projections into industry and geography-specific action items. **Clarity and leadership buy-in on regional and organizational priorities** provides the solid foundation that staff need in order to test potential game-changing innovations (e.g. new partnerships, restructuring underperforming programs) and differentiate between compelling and haphazard business attraction opportunities.

Clarity Regarding County’s Role in the Economic Development Ecosystem

Economic development can encompass an unmanageably wide range of goals, activities, and partners. All four of the county entities profiled **focus their areas of responsibility and rely on partners** to carry out particular economic development functions that are important to the region but not a particular strength of the county-wide organization. Selective outsourcing or a referral to more specialized partners not only improves clarity about the County’s specific role and strengths – a benefit both to internal staff and outside entities – but reduces program redundancies and inefficiencies. For example, neither WCED nor the Miami-Dade Beacon Council serve as the county’s main providers of small business support. Both, however, offer clear direction and referrals to the wealth of resources made available by other entities in the county.

Strong External Partnerships

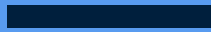
Finally, all four case studies maintain a matrix of **mutually beneficial relationships with other economic development actors** in the region, including municipalities, workforce organizations, and separate county departments with overlapping interests. These relationships need

not follow an identical template – as a WCED staff member noted, “a small municipality like Cary needs us far more than, say, Raleigh. Our mantra is to ‘meet them where they are’ and adapt our level of involvement to the capacity of each partner.” Nontraditional but uncommonly productive partnerships can emerge between entities that serve overlapping client bases. For example, in the last few years Riverside County EDA has pioneered joint workforce and housing authority service delivery systems, as well as partnerships between the energy and facilities management division to reduce energy costs.

The range of approaches to countywide economic development across the U.S. make it clear that consensus around *what* economic development programs should be delivered at the county level must precede a determination of *how* those services and programs can be delivered most efficiently and effectively. During interviews with stakeholders that are

documented in a separate HR&A memorandum previously submitted to the County, opinions varied about the extent to which LA County should engage in traditional economic development programs and services. Duplication of effort is a concern, as many municipalities within LA County already have robust economic development programs in place. Moreover, the County Board of Supervisors’ highest priorities pertain to economic mobility, not specific business or industry recruitment or expansion objectives. Some interviewees felt that, given LA County’s sizeable budget and broader geographic mandate, there is a missed opportunity to demonstrate leadership and orchestrate concerted impact over the county’s economy. HR&A ultimately incorporated lessons from each of these case studies to inform our final recommendations.

four



Findings and Recommendations

HR&A developed recommendations to address challenges observed throughout the preceding analysis, with particular consideration of the following four key components identified as necessary to create an effective organizational structure for economic development, particularly as the County expands its capacity. The recommendations are also included in Section 6 of this Report which lays out the necessary phasing for implementation.

Mission and Vision: Lack of Clear Strategic Priorities

Having a clear process for translating economic development needs into action is the role of strategic planning and policy development. Throughout both the survey process and stakeholder interviews, neither County employees nor external stakeholders could clearly articulate the County's goals or long-term vision for economic development, although stakeholders did note the Board's recent emphasis on economic mobility. Interviewees viewed the County's strategic planning efforts for economic development as deficient. This is despite the fact that the Board adopted an overall strategic plan for the County, a section of which addresses economic and workforce development, and County staff produces an annual Economic Development Scorecard, which measures progress of the County's economic development programs.

The five-year economic development strategy prepared in 2016 by the independent Los LAEDC, while receiving general support by the Board, is viewed by several stakeholders and partners as disconnected from what the County government needs to implement the proposed initiatives. Because the strategy was intended to be broadly supported by all cities within the County, and not specific to the role of the County government, it is viewed as too broad and lacking in actionable direction that would enable the County government to help implement it. However, the LAEDC strategy's focus on selected industry clusters has drawn Board interest and resulted in subsequent analysis of a few clusters that has a more distinct implementation focus. In addition, the LAEDC regional economic forecast is generally viewed as very useful for understanding general economic trends affecting the County.

RECOMMENDATIONS

- 1.1** Adopt a County government-tailored economic development strategy and implementation plan
 - 1.2** Distinguish priorities of economic development program delivery based on whether they are to be delivered Countywide or tailored particularly to the Unincorporated Areas
 - 1.3** Assign resources (internal or external to the County government) for positions responsible for evaluating the health of the county economy as a whole
 - 1.4** Create an internal prioritization structure that coordinates County and external actors for region-specific initiatives, i.e. geographic economic development "zones"
 - 1.5** Assure that economic mobility is codified into economic development strategy
-

Leadership: No Clear Leader or Accountable Entity

The County does not have a dedicated department to run economic development programs, and the lack of a strong, central coordinating entity was frequently noted as a weakness. The CEO-EDD is the *de facto* delegator for economic development requests coming from the Board, but its efforts are limited by unclear mission, authority, and resources, the latter of which are challenged by the level of effort required to address “motion sickness” (i.e., the large and unpredictable volume of Board motions, often with short deadlines). The CEO-EDD’s leadership position has not been clearly defined as having authority to go beyond the implementation of Board-directed policies. Historically it has not been the CEO-EDD’s role to set policy, only to implement it and provide budget oversight. But, some Deputies expressed a desire to have more ideas “percolate up” to the Supervisors, rather than simply having a unidirectional downward policy relationship.

Numerous interviewees also used the term “silos” to describe how the County entities work

independently and collaborate infrequently. The relatively new Economic Development Policy Committee is viewed as a useful forum for returning recommendations to the Board but too large to serve as a collaborative policy or implementation body. There is a lack of proactive collaboration across departments, and some departments working in the same policy space are unaware of programs and services delivered by other departments. In interviews, business outreach and workforce programs often came up as blind spots for some departments, not recognizing the work being done by or the supportive capacity of other departments. Relatedly, some interviewees pointed out that apart from the CEO-EDD, individual departments (e.g. WDACS, DCBA, and LACDA in particular) do not have the authority to “bring others to the table” on specific issues that would benefit from collaboration. The UC Berkeley IRLE report takes particular note of the lack of alignment among workforce development services, which also has implications for the efficacy of economic development.

RECOMMENDATIONS

-
- 2.1** Establish a leadership position able to coordinate, reconcile, and implement a single County vision across all Supervisorial Districts – one that is enabled to represent and market the County’s holistic vision to outside entities and potential collaborators
 - 2.2** Create distinct processes for whether an initiative is deemed “countywide” or whether it is taken up as the responsibility of an individual district
 - 2.3** Establish technological systems or protocols for cross-departmental information sharing
 - 2.4** Establish a feedback mechanism between County staff and external partners to inform service delivery and strategic planning
 - 2.5** Create an organizational structure to assure alignment among workforce and economic development (in accordance with IRLE’s specific recommendations)
-

Resources: Limited Services, Programs, and Talent

While the County fulfills 90 percent of the economic services identified in the NACo framework, there are significant redundancies in service coverage across departments, and stakeholders and partners agreed that not all County economic development services are created equally. For instance, while stakeholders praised the County's small business programs, there is still limited support for small businesses seeking to open in unincorporated areas, and bare to minimum provisions for County-level tourism development and international outreach services.

The County also currently underfunds economic development relative to its scale. Departments spend approximately \$245M on economic development-related programs and services, the majority of which is dedicated to federal workforce programs in DPSS and WDACS. However, the scale of the County's economic development programs is disproportionate with its size and corresponding needs – LACDA's nascent bioscience revolving loan program is

funded at only \$3 million annually, a drop in the bucket of the County's multi-billion-dollar annual budget, and for a key regional growth industry. Based on the latest population estimates the County spends \$24.20 per capita on economic development, with \$18.35 per capita devoted to Workforce Development and only \$5.85 per capita for all other economic development services. This lags significantly behind some of the County's largest municipalities, including the City of Los Angeles and Long Beach.

The County, on the whole, also lacks in-house economic development-related subject matter expertise. Most CEO-EDD staff lack prior economic development experience and GIS capability, necessitating outsourcing to other departments, particularly the Department of Regional Planning. LACDA has experience implementing specific programs (e.g., loan servicing, community resource centers, etc.), but much of the County's implementation planning for economic development relies on external consultant support.

RECOMMENDATIONS

- 3.1** Align the strategy for distributing state and federal pass-through funds with County priorities
 - 3.2** Identify a clear framework for evaluating County expenditures to ensure alignment with economic development priorities and strategies
 - 3.3** Establish a core team of skilled economic development professionals to execute strategic studies and react to ad hoc opportunities and Board initiatives
 - 3.4** Consolidate workforce and economic development programs and services under a single or reduced number of departments
 - 3.5** Establish a program to attract tourists and international investment in LA County to complement and reinforce LAEDC's existing programs and those of other cities and organizations
-

Collaboration: Insufficient Coordination and Underleveraged Partnerships

The County relies on contracts with external partners to help fulfill nearly all of the economic development services it provides, with some departments leaning far more heavily on external partners than others. Here, “partners” are those organizations that are contracted to fulfill the County’s economic development programs. All departments that deliver the bulk of the County’s traditional economic and workforce development programs and services contracted external partners to fulfill at least one service, and partners support all of the NACo functions in some form. Most partners were contracted to provide a service that the County department was not already providing – indicating that partnerships play a significant

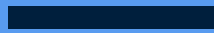
role in expanding the County’s offering of economic development services.

This allows County departments to provide more services than their titles may suggest (i.e., how WDACS contracted the Robert Enterprise Development Fund to provide Transaction Services and Financing). However, stakeholders and outside partners noted that these contracts are often underleveraged. These external partners typically have strong relationships with individual Board offices, but do not frequently interact with any of the departments who manage or operate economic development programs.

RECOMMENDATIONS

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- 4.1 Coordinate DRP, DPW, and LACDA operations to locate direct unincorporated county business services in accessible locations throughout the County
 - 4.2 Formalize agreements (such as through intergovernmental agreements) with significant external entities such as the City of Los Angeles and LAEDC
 - 4.3 Leverage economic development organizations as leaders of subregional, or “zone,” policy development and implementation, potentially through a distinct advisory and/or implementation role
 - 4.4 Conduct a detailed scan of services already being provided by cities to limit redundancies
 - 4.5 Partner with the private sector to facilitate connections with high-growth industries and advance industry cluster initiatives
-

five



Organizational Alternatives

Introduction to the Alternatives

Interviewees within HR&A's stakeholder conversations presented various views on what an optimal economic development delivery system should be to meet the County's economic development needs and priorities. These conversations, in conjunction with all prior phases of analysis, informed HR&A's workshopping of multiple organizational models with the CEO's office in the fall of 2019. HR&A ultimately pursued three organizational alternatives to develop further and estimate their associated costs. The following organizational structures are the result of multiple iterations with the CEO and Sara Hinkley at UC Berkeley's IRLE, the leader

of their concurrent report on workforce development alignment.

Each alternative seeks to address one, or more, of the major challenges facing the County's current organizational structure, while also helping the County prepare to potentially make further changes to its suite of economic and workforce development programs. As discussed in this Report, the additional costs for each alternative structure represent only the ongoing costs associated with salaries and benefits for recommended new staff, and do not include all direct and indirect administrative costs associated with their implementation.

ALTERNATIVE 1

Enhanced CEO-EDD

Investing additional resources in the CEO-EDD position to ensure that it has the mission, authority, and capacity to harness other County departments together into a more effective delivery system.

ALTERNATIVE 2

New Economic and Workforce Development Department

Creating a new County department to bring existing economic development functions and services together under one department.

ALTERNATIVE 3

Enhanced CEO-EDD with Consolidated Workforce Development

Enhancing the CEO-EDD as in Alternative 1, while also relocating workforce development resources to DPSS to improve countywide coordination and alignment.

ALTERNATIVE 1

Enhanced CEO-EDD

Clarify and empower the CEO-EDD's role to guide the County's economic development strategy.

In lieu of a reorganization, this first alternative reflects a scenario in which the County improves upon its current structure for economic development by enhancing the capabilities of the Economic Development Division within the CEO, primarily by improving leadership and oversight in-house.

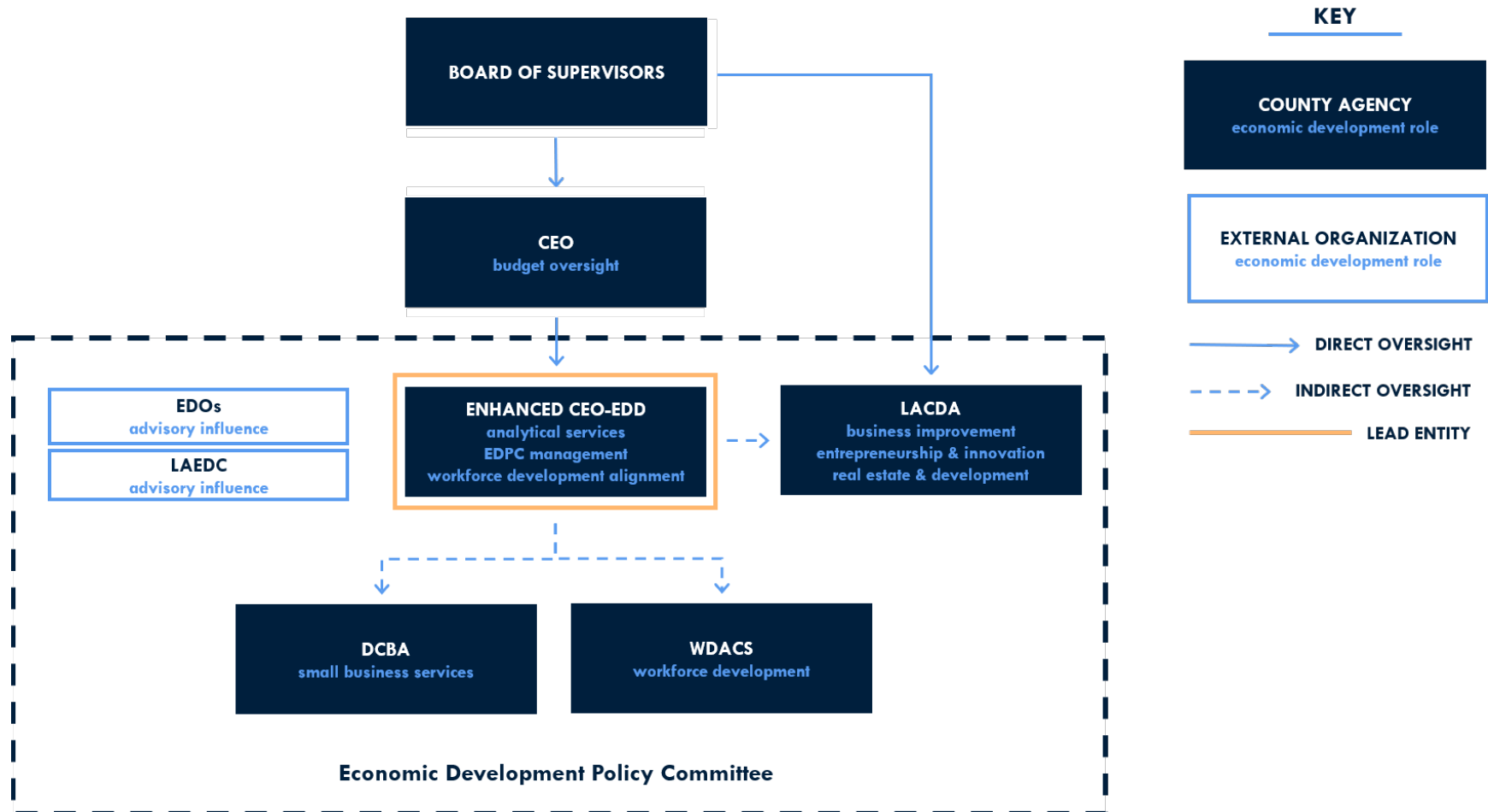
Alternative 1 vests the existing CEO's Economic Development Division with more power and capacity to determine and implement a Countywide economic development strategy and requires minimal reconfiguration of the County's economic development services. It also includes a new subdivision with responsibility to assure workforce development activities are aligned and constructively coordinated with economic development activities, in coordination with IRLE's concurrent study on workforce development alignment. Increased staff resources devoted to policy and strategic development, as well as empowered oversight of the suite of County economic development services, stands to strengthen the County's ability to implement its economic development services in coordination with overarching strategic goals. Alternative 1 also improves the County's ability to develop cluster initiatives and identify key focus areas for realizing its economic development agenda, primarily by investing in analytical and policy experts. The creation of a new Analytical Services subdivision and a new Deputy Assistant CEO position (Figure 14) addresses the gap in strategic planning and policy analysis and creates clearer leadership

hierarchies to facilitate communication and coordination. Formalizing the EDPC's role by establishing a permanent Project Manager position also facilitates interdepartmental coordination and will increase opportunities for collaboration, easing the frustration with organizational silos expressed by County employees.

As shown in Figures 13 and 14, Alternative 1 adds more staffing resources to the CEO-EDD related to strategy, policy development, and economic analysis, while also creating a unit for staffing the alignment of workforce development services. No changes are proposed to any other County departments, and the CEO still provides budget oversight to DCBA and WDACS as primary County departments responsible for the delivery of economic development services. The positions of Senior Manager and Manager are elevated to an Assistant CEO and Deputy Assistant CEO, respectively, to vest more formal leadership in the division. New support staff who provide administrative support roles are also added.

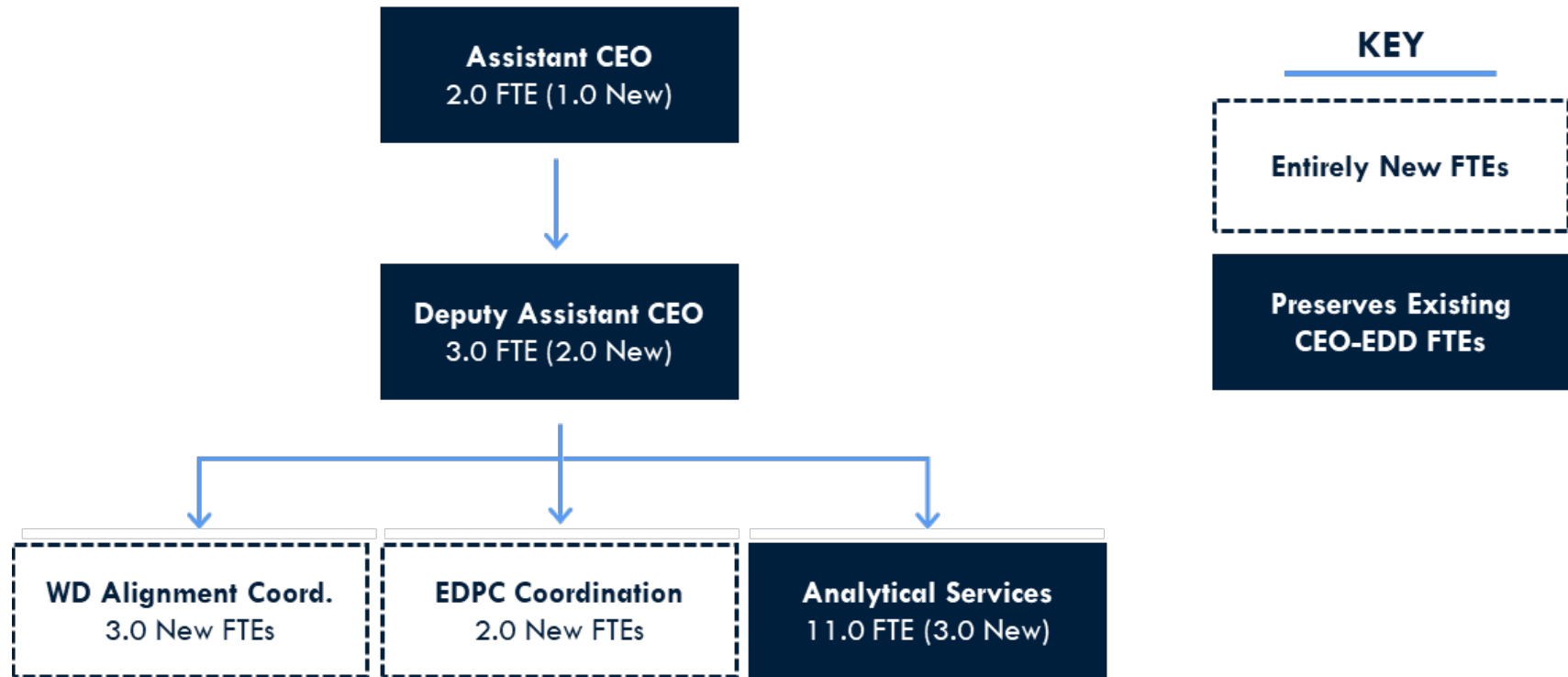
In total, Alternative 1's new staff includes four analysts with expertise in economic and/or workforce development, two coordinative management positions to oversee the EDPC and WD Alignment subdivision, and five support staff in primarily administrative roles. Realizing these staff changes for Alternative 1 will result in a net additional annual cost of \$2.4 million to accommodate salaries and benefits (see Appendix B for further detail).

Fig 13. Alternative 1: Enhanced CEO-EDD



Source: HR&A.

Fig 14. Alternative 1 Staff Hierarchy: Enhanced CEO-EDD



Source: HR&A.

ALTERNATIVE 2

New Economic and Workforce Development Department

Create a new department to integrate all economic and workforce development service

A new standalone department would provide much-needed cohesion to the existing economic development delivery system. The new department could support both economic development and workforce functions, which would address concerns about policy and program alignment expressed by several of the Supervisors.

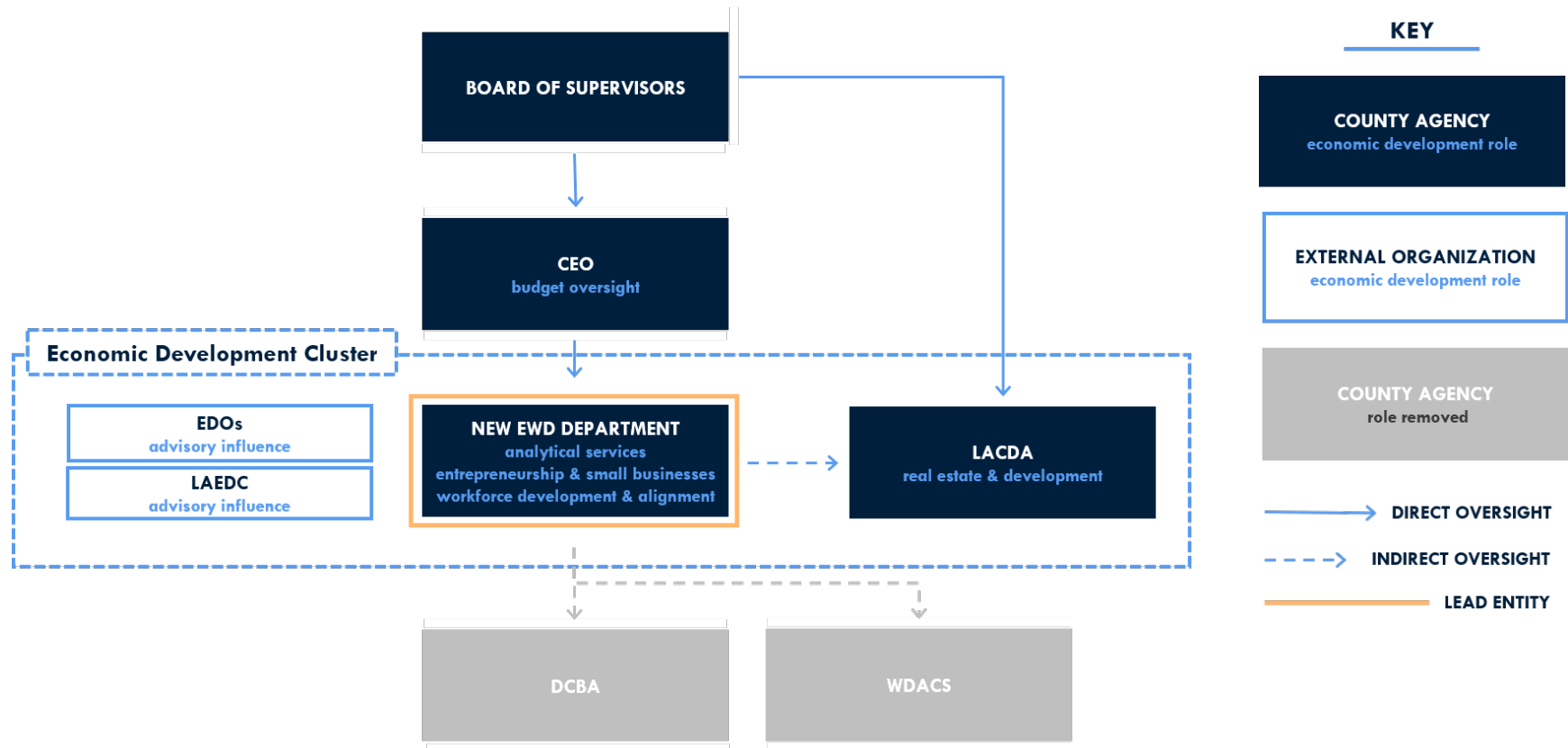
Alternative 2 integrates the County's economic development services within a new department: the Economic and Workforce Development Department (EWDD). Staff within the CEO-EDD, DCBA, WDACS, and LACDA who are responsible for those departments' economic development services would be transferred to the new department. Once all such staff co-exist within one department, the EDPC's role may be repositioned, now that it no longer needs to serve as the primary coordinative entity – it may pivot to serve as a “cluster agency” that provides opportunities for departments to come together to discuss significant board motions with related deputies. The CEO's office is still responsible for budget oversight of LACDA, which remains an independent non-County entity. LACDA retains its services related to community development, housing, and real estate. The new department is responsible for delivering Countywide economic and workforce development services and can develop strategic directions supported by the input of all associated staff, eliminating organizational silos and increasing collaboration. In addition to streamlining management of services, the new department invests more in policy research and development, housed within a clear departmental hierarchy. Furthermore, co-locating economic and workforce development improves opportunities for the County to align these services and

support its economic mobility goals. The new department would improve coordination of services delivered Countywide, by Supervisorial Districts, and in the unincorporated areas by increasing communication among leadership for each service type.

Alternative 2 includes similar staffing additions as featured in Alternative 1 related to increased resources for strategy and policy development, workforce development alignment, and clarified leadership hierarchies (Figure 16). Existing CEO-EDD positions are reassigned to leadership roles in the new department and are responsible for oversight of three subdivisions: Analytical Services, Entrepreneurship & Small Business Support, and Workforce Development. Each subdivision is overseen by a new Chief Deputy position and staffed primarily by relocated economic development staff from LACDA, CEO-EDD, DCBA, and WDACS. New support staff, who serve primarily administrative support roles, are also added to each of the three subdivisions below the Deputy Director.

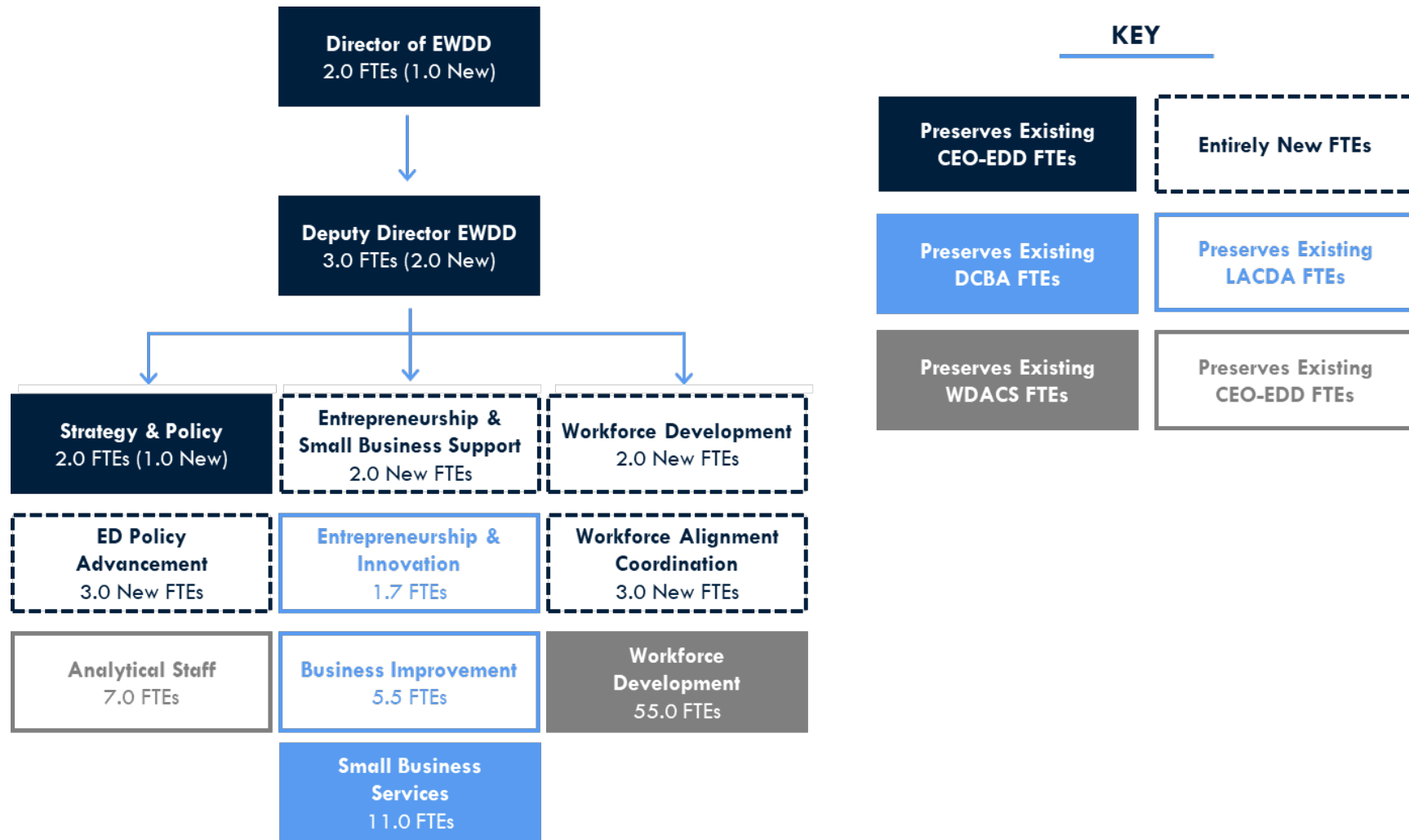
In total, Alternative 2 includes 14 new staff members: three analytical roles with economic or workforce development expertise, five new managerial leadership positions with experience in the program areas they oversee (i.e. Entrepreneurship & Small Business Support), and six new support staff (see Appendix C for further detail).

Fig 15. Alternative 2: New EWD Department



Source: HR&A.

Fig 16. Alternative 2 Staff Hierarchy: New EWD Department



Source: HR&A.

Note: While the 17 FTE Administrative Unit is not included in the above diagram, it is accounted for within all Alternative 2 cost estimates.

ALTERNATIVE 3

Enhanced CEO-EDD and Consolidated Workforce Development

Clarify and empower the CEO-EDD's role to guide County economic development strategy, while consolidating workforce development programs in DPSS.

The third alternative replicates the same changes to the CEO-EDD as described in Alternative 1—enhancing its leadership, strategic development, and analytical capacity to determine and implement a Countywide economic development strategy. Additionally, in coordination with IRLE's concurrent study on workforce development alignment, Alternative 3 includes a new subdivision with responsibility to assure workforce development activities are aligned with economic development activities. By investing in analytical and policy experts, Alternative 3 also improves the County's ability to develop cluster initiatives and identify key focus areas for realizing its economic development agenda.

The organizational change unique to Alternative 3 is the relocation of the workforce development resources currently housed in WDACS into DPSS, creating a consolidated unit for workforce development and increasing opportunities to coordinate and streamline program delivery. This integration also serves the outcomes of the parallel Department of Aging study, the result of which may require a new department to house WDACS' workforce development resources. Given the relatively small scale of WDACS' resources, integrating them into DPSS' existing organizational infrastructure is possible, but assuring effective alignment among them will require additional effort, necessitating the role of the temporary Integration Unit (Figure 18).

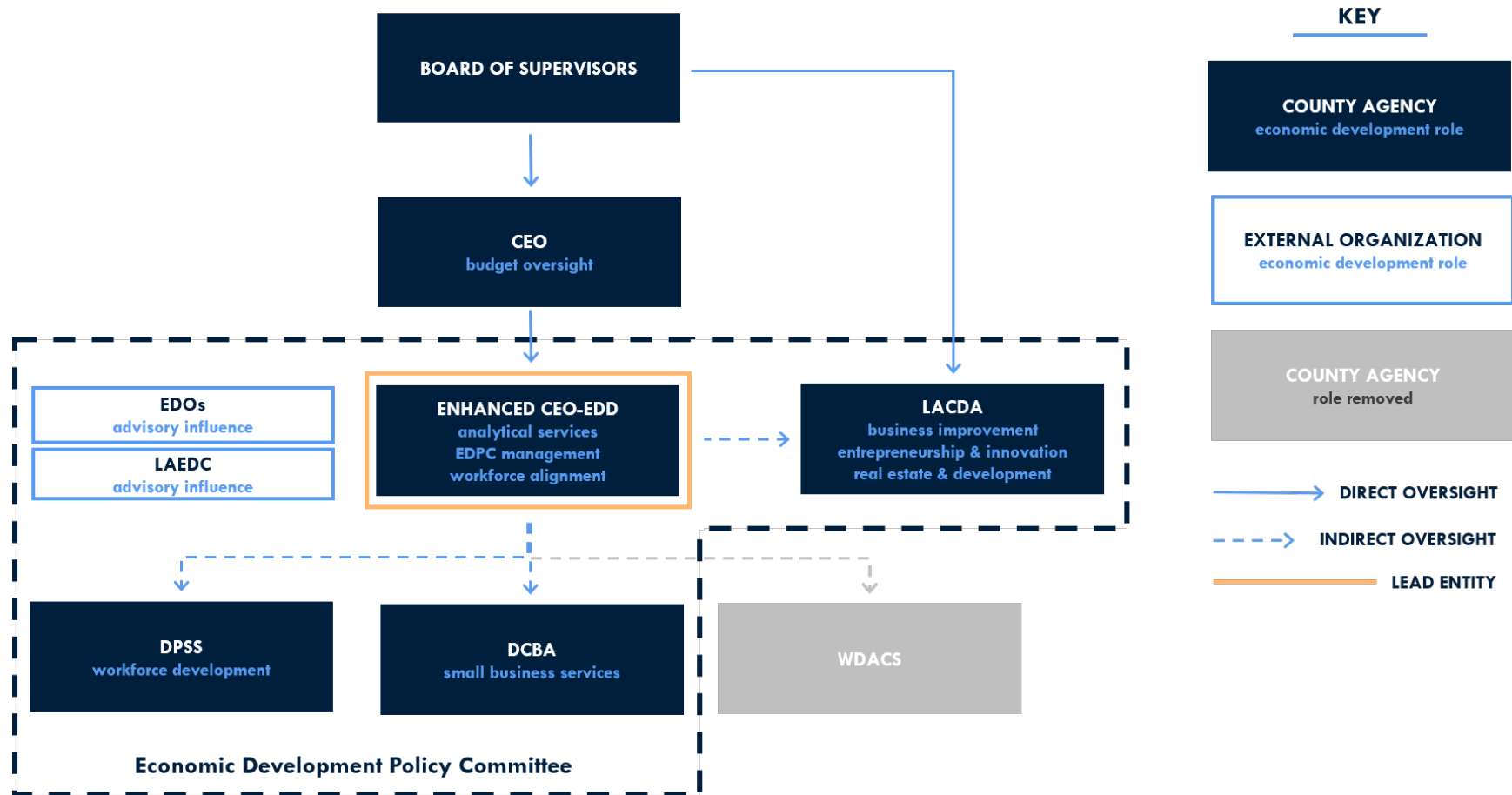
In addition to the benefits from adjusting the CEO-EDD as in Alternative 1, integrating

WDACS' workforce development resources into DPSS' Program and Policy bureau – alongside DPSS' existing core operating responsibilities for workforce development programs – helps limit silos by consolidating related programs while also clarifying departmental roles for external actors navigating County resources, including those clients eligible to move across the spectrum of County workforce development resources. Housing responsibilities for workforce development alignment in the CEO-EDD assures oversight of DPSS' operations while also maintaining a close connection to economic development, as to foster coordination.

Alternative 3 will also involve a temporary "Workforce Development Integration Unit" responsible for overseeing integration within DPSS and coordinating with the Transition Committee to track integration progress. The Unit should be composed of existing County staff with the following capabilities: leadership authority within DPSS and WDACS, workforce development data analysis expertise, and administrative support (approximately 4.0 FTEs in total). Staff should have in-depth knowledge of all services involved in integration as well as their necessary organizational infrastructure. The Unit is disbanded once integration is achieved and stable.

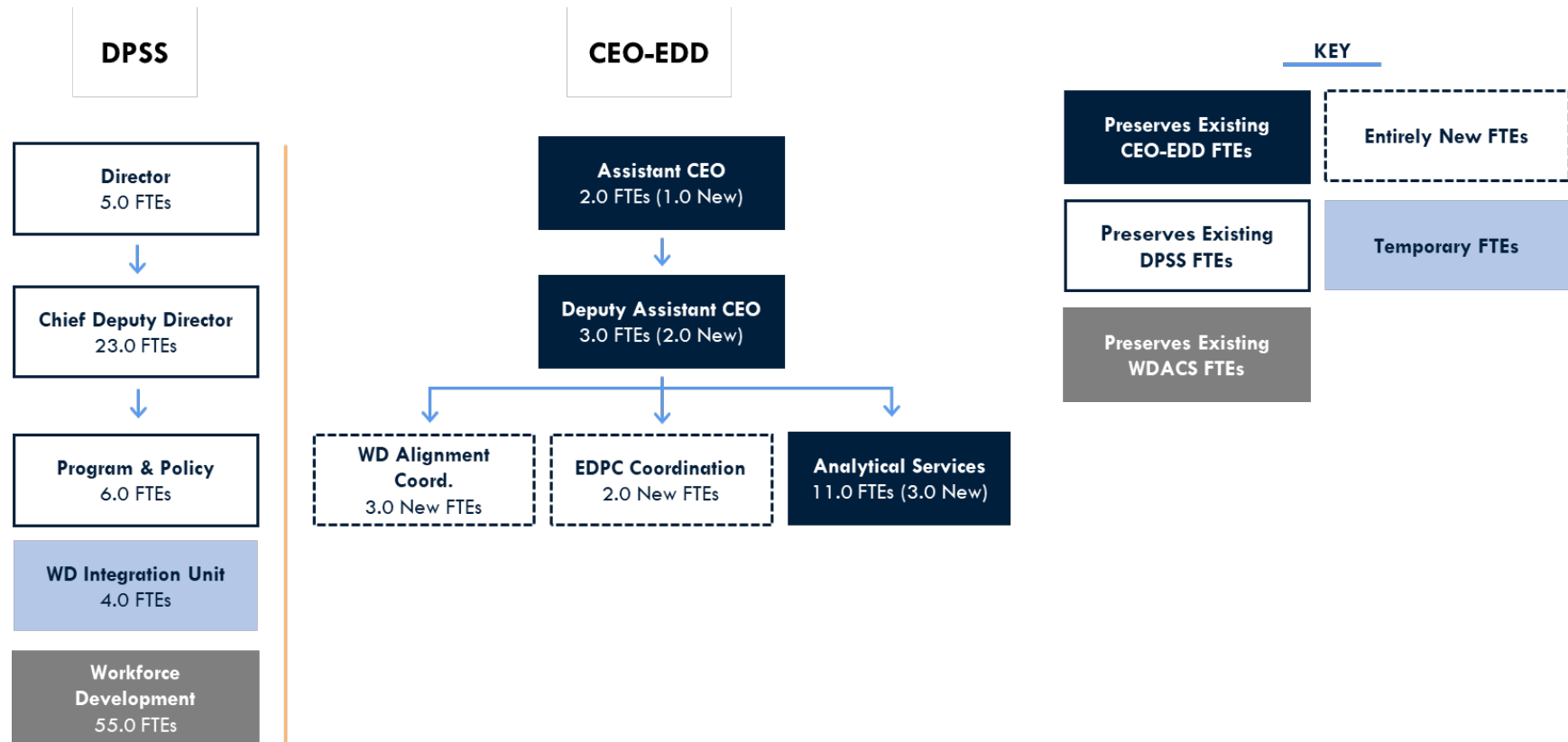
In total, Alternative 3's new permanent staff includes four analysts with expertise in economic or workforce development, two management positions to oversee the EDPC and the WD Alignment subdivision, and five support staff.

Fig 17. Alternative 3: Enhanced CEO-EDD and Consolidated Workforce Development



Source: HR&A.

Fig 18. Alternative 3 Staff Hierarchy: Enhanced CEO-EDD and Consolidated Workforce Development



Source: HR&A.

Salary and Budget Summaries

The budget implications for each Alternative are based entirely on their proposed staffing, as none of them suggest altering the number or scale of economic development services offered by the County. Figure 19 summarizes the changes to the economic development staff for each Alternative, organized by department, and the overall costs. The relatively modest difference in new FTEs among the three Alternatives is consistent with the estimated changes to the County's economic development budget. As seen in Figure 20, Alternatives 1 and 3 require an increase of \$2.4 million (a 1.0 percent increase), while Alternative 2 increases the budget by \$5.7 million (a 2.5 percent increase). As previously noted, program costs do not change and increases to operating costs are due to the increase in the number or pay class of staff positions – which would likely be funded through the County's General Fund.

Given that the Alternatives include many of the same staffing and organizational recommendations, Alternative 1 can be thought of as a transitional "Phase 1" if the County decides to adopt the full economic and workforce development department of Alternative 2 as its "Phase 2". Transitioning into Phase 2 will require careful considerations of how to prioritize the consolidation of different services into a single department, as well as a fair amount of logistical planning and sensitivities to leadership transitions. Further details accounting for the costs associated with each Alternative's changes in staff are listed in Appendices B, C and D.

Fig 19. Summary of Economic Development Staffing Changes (FTEs)

	Existing	Alt 1	Alt 2	Alt 3
CEO – EDD	10.0	+ 11.0	-10.0	+ 11.0
DCBA	11.0	-	- 11.0	-
WDACS	55.0	-	- 55.0	- 55.0
LACDA	16.3	-	- 7.6	-
New EWDD	-	-	+ 97.6	-
DPSS	1.0	-	-	+ 55.0
Net Change	-	+ 11.0	+ 14.0	+ 11.0
TOTAL	93.3	104.3	107.3	104.3

Source: HR&A.

Fig 20. Summary of Economic Development Budgetary Changes (in millions)

	Existing	Alt 1	Alt 2	Alt 3
Operating Costs	\$16.1	+ \$2.4	+ \$3.4	+ \$2.4
Program Costs	\$210.7	-	-	-
Net Change	-	+ \$2.4	+ \$3.4	+ \$2.4
TOTAL	\$226.8	\$229.1	\$230.2	\$229.1

Source: HR&A. Program costs refer to FY 2018-19; operating costs refer to FY 2019-20, due to available data. Operating costs are the sum of all annual salary and benefits associated with the Alternative's economic development staff, and are the only costs estimated for each Alternative in this Report – as such, they are not representative of all direct and indirect administrative costs associated with implementation. Figures are rounded. Additional detail on staffing costs are detailed in Appendices B, C and D.

six



Implementation and Next Steps

HR&A identified five implementation stages regardless of which alternative is selected. Each stage includes a description of tasks, key questions to consider, requirements that vary depending on which alternative is selected, and the recommendations from Section 4 of this Report that are relevant to the stage's execution.

Stage 1. Select the Preferred Alternative

The Board of Supervisors is responsible for selecting an alternative and for determining whether or not (depending on resources available and the necessary timeframe) to phase implementation by beginning with Alternative 1 or Alternative 3, and then ultimately transitioning to Alternative 2. The County's preferred Alternative will also depend in part on the outcome of the concurrent Department of Aging study, which could necessitate a major reconsideration of WDACS' role in providing economic and workforce development services.

Critical considerations during Stage 1 include:

- What other internal County protocols (hearings, approvals, etc.) must be fulfilled to realize either alternative?
- How will the nature of job losses and impacted industries affect the County's strategy and need for a new department to coordinate?
- How are the County's internal goals impacted by COVID-19 such that new goals may emerge that impact the preferred alternative?

Alternative 1.

Requires amending division staffing ordinance for CEO-EDD. As the least disruptive of the alternatives, this approach may be desirable in the near-term given COVID-related fiscal impacts.

Alternative 2.

Requires establishing a County ordinance to create a new department and a department staffing ordinance. As the most costly Alternative, may require a lengthy phasing process to realize post-COVID.

Alternative 3.

Requires amending division staffing ordinance for CEO-EDD and DPSS, and like Alternative 1, would not likely require significant new resources.

RELEVANT SECTION 4 RECOMMENDATIONS:

- 2.1 Establish strong leadership
- 2.5 Align workforce and economic development

Stage 2. Establish a Transition Committee

A Transition Committee will be responsible for guiding the implementation of the preferred alternative, ensuring successful transition of staffing and program delivery. The Transition Committee will also be responsible for partnering with Human Resources (HR) to facilitate hiring leadership of the new department or division. The Transition Committee should be chaired by leaders from the CEO's Office and include:

- Representatives from each department implicated in the transition with intimate knowledge of relevant programs — LACDA, DPSS, WDACS, DCBA, and CEO-EDD, depending on the selected alternative
- Staff responsible for overseeing workforce alignment
- Representatives from internal administrative departments including budget, HR, County Counsel, IT, and the Board of Supervisors' counsel

Critical considerations during Stage 2 include:

- How does the County ensure that service delivery is not interrupted during transition, and that workforce alignment infrastructure can support necessary response to COVID-19?
- How can the Committee assure that existing service delivery isn't disrupted in the course of transitioning to the new Alternative?
- How can the Committee best coordinate with the County's HR department?

Alternative 1.

May not require including departments other than CEO-EDD, given changes are made exclusively to that division, but at a minimum, workforce development-involved departments should be consulted regarding the formation of the workforce alignment division.

Alternative 2.

Requires carefully considering sequence of new hires to assure seamless operations and departmental unity, with particular attention to the transition of LACDA employees.

Alternative 3.

Requires staff distinct from those serving on DPSS's Integration Unit, while taking care to be in close coordination with one another.

RELEVANT SECTION 4 RECOMMENDATIONS:

- 1.3 Evaluate County economic health
- 3.2 Evaluate County expenditure
- 3.4 Consolidate programs and services
- 4.1 Coordinate with DRP, DPW, & LACDA

Stage 3. Fund and Launch the Preferred Alternative

While the economic costs of the COVID-19 pandemic are still in flux, the County has projected a budget shortfall for FY 2020-21 of approximately one billion dollars in lost revenue, necessitating expenditure reductions. In light of this, the Transition Committee will need to develop an operating model that allows economic development delivery to become self-sustaining. Potential alternative funding sources could include:

- Earned income from asset management or small business lending
- Credit enhancement fund
- Private-public partnerships
- Philanthropy and social impact grants
- Federal stimulus funds
- Developer impact fees

To launch the preferred Alternative, the Transition Committee will partner with HR to create new staff classifications and hire new employees. In addition, the Transition Committee will update business processes and coordinate with IT to ensure systems can be successfully integrated. The Transition Committee will also need to plan internal and external communications with County staff, customers, and external stakeholders to ensure service delivery remains uninterrupted.

Critical considerations during Stage 3 include:

- What additional operational costs are required to implement the preferred alternative?
- How will departments and/or divisions coordinate to transfer employees? What

training will be required to integrate and onboard staff?

- What community outreach efforts are needed to realize the preferred alternative? What external stakeholders need to be directly informed? What service delivery impacts should be proactively communicated?

Alternative 1.

Requires additional funding to CEO-EDD, but minimal staff reconfiguration. As multiple departments will continue to be involved in economic and workforce development, will require systems for cross-departmental information sharing.

Alternative 2.

Requires a.) creating new Department code, b.) transfer of funds from previous divisions, and c.) additional funding to the new Department. Requires focus on transition of LACDA employees into the County's internal structure.

Alternative 3.

Requires a.) creating new division code within DPSS, b.) transfer of funds from WDACS, c.) additional funding to new DPSS division for temporary Integration Unit, and d.) additional funding to CEO-EDD. Also requires program education and data management for successful integration within DPSS.

RELEVANT SECTION 4 RECOMMENDATIONS:

- 2.2 Distinguish "countywide" vs. "district"
- 2.3 Protocols for information sharing
- 3.1 Pass-through funding strategy
- 3.4 Skilled economic development team

Stage 4. Develop an Economic Development Strategy

As described in the Findings and Recommendations section of this Report, the County lacks a strong strategic direction for economic development, with prior efforts by the LAEDC and the Economic Development Scorecard considered insufficient. Regardless of organizational structure, the County will need to prioritize developing and implementing a strategic plan that defines specific goals and priorities for the County as a whole, the unincorporated areas, and its role in coordination with City governments. At minimum, the strategy should unite existing work from LACDA's "Comprehensive Economic Development Strategy" (CEDS) for 2019-2023 and LAEDC's Five-Year Economic Development Strategic Plan.

The strategic plan should begin with a needs analysis that evaluates existing program delivery and identifies areas for improvement. The strategic plan should establish targets and performance metrics to track progress towards goals. In particular, the strategy should assure that economic mobility is codified into targets for inclusive growth. In addition, the plan would propose alternatives for increasing resources to existing programs or establishing new services that expand the County's impacts.

Launching the Alternative should also be done with precise sensitivity to who and where would be most impacted by service updates, and prioritize rollouts accordingly – ideally, this would be informed by an economic development strategic plan that accommodates differences in needs between unincorporated areas and the County as a whole.

Critical considerations during Stage 4 include:

- How will the County consistently track and report on progress towards strategic goals?
- What new economic development programs or services will the County pursue, and what level of resources is the County willing to dedicate to this effort?

Alternative 1.

Requires coordination among departments, which remain siloed to some degree, and clear distinction among services delivered to unincorporated communities, districts, or Countywide. May require enhancing EDPC to evaluate potential of existing assets.

Alternative 2.

Requires consideration of how resources are allocated between workforce development and economic development activities. Will need to take care to assure that all departmental efforts are coordinated towards and capable of achieving the stated strategy.

Alternative 3.

Requires evaluation of whether DPSS integration improves service delivery. Necessitates frequent communication with CEO-EDD leadership about service delivery status (especially in light of COVID-19) to inform strategic development.

RELEVANT SECTION 4 RECOMMENDATIONS:

- 1.1 Economic development strategy and plan
- 1.2 Location-based priorities
- 1.4 Coordination for region-specific initiatives
- 1.5 Codify economic mobility
- 3.2 Evaluate County expenditure
- 4.3 Leverage external partners as zone leaders
- 4.4 Scan existing services

Stage 5. Evaluate and Iterate

As a comprehensive economic development strategy is implemented, leadership will be able to monitor progress towards goals. By identifying what's working and what could be improved, staff can continually iterate on the right organizational structure to best deliver services and assure that they are tracking the necessary metrics to evaluate progress. In addition, given financial constraints, a phased approach may be required to gradually transition from the existing structure to one that provides economic and workforce development services comparable to other high-performing County governmental operations.

Critical considerations for Stage 5 include:

- If new services are added, how might those best fit into the organizational structure? If Alternative 1 or 3 is selected, would the addition of new services catalyze a transition to Alternative 2?
- If a phased approach is preferred, how might the staffing and leadership ultimately transition? For example, would the Asst. CEO become the Director of the new department?

Alternative 1.

Requires long-term consideration of WDACS evolving role given outcome of Department of Aging study; Requires evaluation of EPDC as a convening body.

Alternative 2.

Requires consideration of how additional service provisions might affect organization structure.

Alternative 3.

Requires evaluation of whether DPSS integration improves service delivery and whether workforce alignment in CEO-EDD can provide effective oversight of workforce development.

RELEVANT SECTION 4 RECOMMENDATIONS:

- 2.4 Feedback mechanism for external partners
- 3.5 Tourism and foreign investment programs
- 4.2 Formalize partner agreements
- 4.5 Connect with high-growth industries

Aligning Implementation and Inclusive Recovery

As this Report is being finalized and considered by the Board in July of 2020, the world is in the midst of the COVID-19 global pandemic and its enormous economic implications are beginning to be felt. By late April, LA County had already experienced a job loss of 1.2 million positions in the six weeks since businesses were forced to close. For the month of May, LAEDC reported unemployment was at nearly 21 percent.

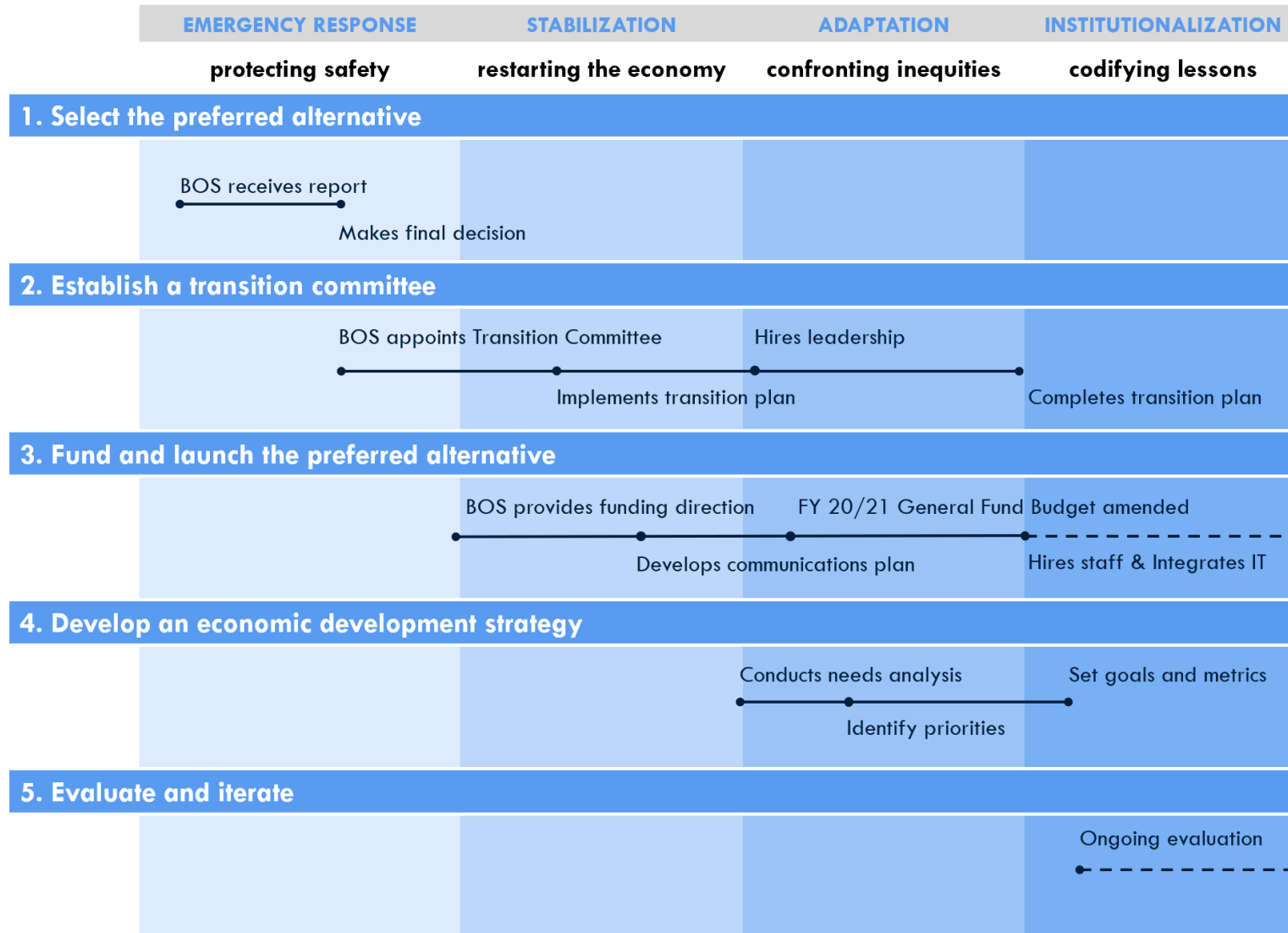
It will be impossible for the implementation of the County's reorganization efforts to be divorced from the devastating public health and economic impacts of this pandemic. While no sector of the economy has been spared from damage, the pandemic has exacerbated existing inequalities and created an unprecedented need for regional coordination on workforce development and small business assistance. The County has already established an Economic Recovery Task Force responsible for designing, coordinating and executing a Comprehensive Economic Recovery Plan to inform its Countywide strategy. In planning for recovery, the County should leverage the opportunity to catalyze its economic mobility efforts. By viewing economic development delivery through the lens of a just and resilient recovery, the County can emerge

from this moment of crisis by proactively shaping a stronger, more equitable, and more resilient regional economy, made possible by an improved organizational structure. A just and resilient recovery framework organizes efforts into four phases:

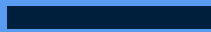
1. **Emergency Response:** Protecting the health and safety of community members
2. **Stabilization:** Restoring services, restarting the economy, and resuming civic life
3. **Adaptation:** Addressing physical, economic, and social damage while confronting long-standing inequities
4. **Institutionalization:** Codifying changes to regulations, policies, and governance to reflect lessons learned.

HR&A organized the five key stages for implementation to align with this recovery framework. Given the uncertainty surrounding COVID-19, HR&A did not provide a specific timeline for implementation; however, the four phases depicted in Figure 21 are intended to signal how County actions could align with overall recovery efforts.

Fig 21. Implementation and Recovery Framework



Source: HR&A.



Appendices

Appendix A: Methodology for Estimating Alternatives' Costs

The estimated operating and program costs for each Alternative are based upon an aggregation of data and analysis from HR&A's *Organizational Inventory and Partnership Assessment* memo ("OIPA") and the workshop held with the CEO-EDD on October 24, 2019. The OIPA documented which economic development services the County is currently delivering, where they are housed within its organizational structure, the amount of staff (measured by full time equivalencies, FTEs) allocated to the service, as well as the budgeted funding amount. The October 2019 workshop summarized the priorities and targeted strategic changes inherent to Alternatives 1 and 2, as well as their pros and cons. Alternative 3 was developed after the workshop, in coordination with County stakeholders from the CEO-EDD and DPSS.

Using the staffing information contained in the OIPA as a foundation, this analysis benefited from frequent collaboration with the CEO-EDD to precisely document which and how many staff members would be implicated in the transition into the Alternatives, based on the economic development service that they served, and to account for their related operating and program costs. For new positions proposed in each Alternative, HR&A used County staff classifications as a benchmark to suggest potential titles for staff to fulfill those new services, and for the County position proposed, worked with the CEO-EDD to provide an estimate of the salary and benefits associated with that position. For instances where LACDA employees were being transferred into a County position within Alternative 2, HR&A estimated their salary and benefits costs based on equivalent County classifications provided by the CEO-EDD. HR&A also integrated staffing recommendations related to workforce alignment based on coordination with IRLE's related analysis on workforce development at the County.

The budget and staffing changes are represented in Appendices B through G in terms of operating and program-related costs, each quantified in terms of FTEs and total allocated funding. Operating costs are costs related to all staff salaries and benefits, and operating FTEs are the sum of all staff primarily responsible for administrative support. Program costs and FTEs for a given economic development service are calculated based on the total funded amount (as documented in the OIPA⁴) less the sum of all operating costs and FTEs. As none of the Alternatives explicitly suggest the County add or remove any economic development services, program costs do not change between the status quo and any Alternative. In summary, the added annual costs for each Alternative detailed here represent only the ongoing costs associated with salaries and benefits for recommended new staff and are not a comprehensive account of all direct and indirect administrative costs associated with implementation (i.e. physical space, supplies, and services, including charges from other County departments and general overhead). Additionally, as each County department accounts for the number of FTEs allocated to a given service differently, in some instances the number of FTEs associated with a particular economic development service in

⁴ Except in the case of DCBA's Small Business Services, which uses the FY2019-2020 budgeted amount, due to an accounting discrepancy that yielded negative program funding after removing the costs of associated staff members' salaries and benefits.

this memo differs from those originally reported in the OIPA. The FTEs presented here are ultimately intended to serve as benchmarks to estimate relative costs between the Alternatives and the status quo.

Appendix B: Departmental Staffing for Alternative 1: Enhanced CEO-EDD

Division	Title	Est. Salary x FTEs	Est. Benefits x FTEs	Total Salary & Benefits x FTEs	FTEs	Key:
Assistant CEO	Assistant CEO for ED	\$298,597	\$170,633	\$469,230	1.0	New Positions
	Support staff	\$86,256	\$75,001	\$161,257	1.0	Elevated CEO-EDD Positions
	Subtotal	\$384,853	\$245,634	\$630,487	2.0	Original CEO-EDD Positions
Deputy Assistant CEO	Deputy Asst CEO	\$229,402	\$142,194	\$371,596	1.0	
	Analyst	\$134,763	\$97,770	\$232,534	1.0	
	Support staff	\$86,256	\$75,001	\$161,257	1.0	
Subtotal		\$450,421	\$314,966	\$765,387	3.0	
WD Alignment	WD Alignment Coordinator	\$198,512	\$127,694	\$326,207	1.0	
	Lead Analyst	\$167,426	\$113,102	\$280,529	1.0	
	Support staff	\$83,328	\$48,092	\$131,420	1.0	
Subtotal		\$449,267	\$288,888	\$738,155	3.0	
EDPC Coordination	EDPC Deputy	\$86,256	\$75,001	\$161,257	1.0	
	Support staff	\$83,328	\$48,092	\$131,420	1.0	
Subtotal		\$169,584	\$123,093	\$292,677	2.0	
Analytical Services						
ED Policy Experts	Lead Analyst	\$167,426	\$113,102	\$280,529	1.0	
	Analyst	\$134,763	\$97,770	\$232,534	1.0	
	Support staff	\$83,328	\$48,092	\$131,420	1.0	
Subtotal		\$385,518	\$258,965	\$644,482	3.0	
Analytical Staff	Principal Analysts	\$837,131	\$565,512	\$1,402,643	5.0	
	Senior Analysts	\$269,527	\$195,541	\$465,068	2.0	
	Support staff	\$86,256	\$75,001	\$161,257	1.0	
Subtotal		\$1,192,914	\$836,054	\$2,028,968	8.0	
Totals		\$3,032,557	\$2,067,600	\$5,100,157	21.0	
Operating					4.0	
Program					17.0	
New		\$1,411,729	\$961,657	\$2,373,386	11.0	
Operating					5.0	
Program					6.0	

Source: HR&A Advisors.

Appendix C: Departmental Staffing for Alternative 2: New Economic and Workforce Development Department

Division	Title	Est. Salary x FTEs	Est. Benefits x FTEs	Total Salary & Benefits x FTEs	FTEs	Key:
Director of EWDD	Director of EWDD	\$298,597	\$170,633	\$469,230	1.0	New Positions
	Support staff	\$86,256	\$75,001	\$161,257	1.0	Elevated CEO-EDD Positions
	Subtotal	\$384,853	\$245,634	\$630,487	2.0	Preserved Positions
Deputy Director of EWDD	Deputy Director of EWDD	\$229,402	\$142,194	\$371,596	1.0	
	Analyst	\$134,763	\$97,770	\$232,534	1.0	
	Support staff	\$86,256	\$75,001	\$161,257	1.0	
	Subtotal	\$450,421	\$314,966	\$765,387	3.0	
Analytical Services	Chief Deputy	\$198,512	\$127,694	\$326,207	1.0	
	Support staff	\$73,307	\$70,861	\$144,168	1.0	
	Subtotal	\$271,819	\$198,555	\$470,374	2.0	
Analytical Staff	Principal Analysts	\$837,131	\$565,512	\$1,402,643	5.0	
	Senior Analysts	\$269,527	\$195,541	\$465,068	2.0	
	Subtotal	\$1,106,657	\$761,053	\$1,867,711	7.0	
ED Policy Experts	Lead Analyst	\$167,426	\$113,102	\$280,529	1.0	
	Analyst	\$114,242	\$88,138	\$202,380	1.0	
	Support staff	\$73,307	\$70,861	\$144,168	1.0	
	Subtotal	\$354,975	\$272,101	\$627,076	3.0	
Entrepreneurship & Small Business Support	Chief Deputy	\$198,512	\$127,694	\$326,207	1.0	
	Support staff	\$73,307	\$70,861	\$144,168	1.0	
	Subtotal	\$271,819	\$198,555	\$470,374	2.0	
Entrepreneurship & Innovation + Business Improvement	Administrative Assistant II	\$21,758	\$16,281	\$38,039	0.4	
	Development Specialist II	\$142,905	\$135,719	\$278,624	1.9	
	Manager II	\$45,697	\$35,255	\$80,952	0.4	
	Development Specialist IV	\$248,061	\$193,230	\$441,291	2.2	
	Consultant II	\$223,989	\$163,812	\$387,800	1.7	
	Vacant Development Specialist II	\$75,213	\$71,431	\$146,644	1.0	
	Subtotal	\$757,622	\$615,728	\$1,373,350	7.6	
Small Business Services	Chief, Consumer Affairs Representative	\$128,627	\$94,890	\$223,517	1.0	
	Consumer Representative Specialist	\$124,857	\$93,120	\$217,977	1.0	
	Administrative Services Manager I	\$105,315	\$83,948	\$189,263	1.0	
	Consumer Representative Supervisor	\$105,315	\$83,948	\$189,263	1.0	
	Consumer and Business Affairs Representative	\$583,298	\$336,642	\$919,940	7.0	
	Subtotal	\$1,047,412	\$692,548	\$1,739,960	11.0	
Workforce Development Division	Chief Deputy	\$198,512	\$127,694	\$326,207	1.0	
	Support staff	\$83,328	\$70,861	\$154,189	1.0	
	Subtotal	\$281,841	\$198,555	\$480,396	2.0	
Workforce Development Operating	Intermediate Typist-Clerk	\$96,422	\$78,246	\$174,668	2.0	
	Management Secretary III	\$81,703	\$73,374	\$155,077	1.0	
	Senior Secretary III	\$73,307	\$70,861	\$144,168	1.0	
	Senior Typist Clerk	\$54,395	\$40,702	\$95,097	1.0	
	Staff Assistant II	\$74,396	\$45,810	\$120,206	1.0	
	Staff Assistant III	\$84,567	\$48,408	\$132,975	1.0	
	Subtotal	\$464,790	\$357,401	\$822,191	7.0	
Workforce Development Programming	Administrative Services Manager I	\$105,315	\$83,948	\$189,263	1.0	
	Administrative Services Manager II	\$228,484	\$176,276	\$404,760	2.0	
	Career Development Intern	\$32,827	\$24,694	\$57,522	1.0	
	Community Services Analyst I	\$78,735	\$46,919	\$125,654	1.0	
	Community Services Analyst II	\$526,536	\$295,335	\$821,871	6.0	
	Community Services Analyst III	\$97,813	\$51,791	\$149,604	1.0	
	Human Services Administrator I	\$2,106,305	\$1,678,952	\$3,785,257	20.0	
	Human Services Administrator II	\$456,969	\$352,552	\$809,520	4.0	
	Human Services Administrator III	\$149,466	\$104,672	\$254,138	1.0	
	Management Analyst	\$349,279	\$302,002	\$651,280	4.0	
	Program Manager, WDACS	\$445,931	\$312,858	\$758,789	3.0	
	Subtotal	\$4,752,822	\$3,437,792	\$8,190,615	48.0	
	Workforce Development Total	\$5,217,612	\$3,795,194	\$9,012,805	55.0	

Source: HR&A Advisors.

Appendix C, continued: Departmental Staffing for Alternative 3: Enhanced CEO-EDD and Consolidated Workforce Development

Division	Title	Est. Salary x FTEs	Est. Benefits x FTEs	Total Salary & Benefits x FTEs	FTEs	Key:
Workforce Alignment	WD Alignment Coordinator	\$198,512	\$127,694	\$326,207	1.0	New Positions
Program	Lead Analyst	\$167,426	\$113,102	\$280,529	1.0	Elevated CEO-EDD Positions
<u>Subtotal</u>		\$365,938	\$240,797	\$606,735	2.0	Preserved Positions
Operating	Support staff	\$72,259	\$45,265	\$117,524	1.0	
<u>Subtotal</u>		\$72,259	\$45,265	\$117,524	1.0	
<u>Workforce Alignment Subtotal</u>		\$438,197	\$286,061	\$724,259	3.0	
Workforce Development Division Total		\$5,937,650	\$4,279,810	\$10,217,460	60.0	
Totals		\$10,583,230	\$7,578,949	\$18,162,178	97.6	
Operating					14.4	
Program					83.2	
New		\$1,928,686	\$1,458,863	\$3,387,549	14.0	
Operating					6.0	
Program					8.0	

Source: HR&A Advisors.

Appendix D: Departmental Staffing for Alternative 3: Enhanced CEO-EDD and Consolidated Workforce Development

CEO-EDD	Title	Est. Salary x FTEs	Est. Benefits x FTEs	Total Salary & Benefits x FTEs	FTEs	Key:
Assistant CEO	Assistant CEO for ED	\$298,597	\$170,633	\$469,230	1.0	New Positions
	Support staff	\$86,256	\$75,001	\$161,257	1.0	Elevated CEO-EDD Positions
	Subtotal	\$384,853	\$245,634	\$630,487	2.0	Preserved Positions
Deputy Assistant CEO	Deputy Asst CEO	\$229,402	\$142,194	\$371,596	1.0	
	Analyst	\$134,763	\$97,770	\$232,534	1.0	
	Support staff	\$86,256	\$75,001	\$161,257	1.0	
	Subtotal	\$450,421	\$314,966	\$765,387	3.0	
WD Alignment	WD Alignment Coordinator	\$198,512	\$127,694	\$326,207	1.0	
	Lead Analyst	\$167,426	\$113,102	\$280,529	1.0	
	Support staff	\$83,328	\$48,092	\$131,420	1.0	
	Subtotal	\$449,267	\$288,888	\$738,155	3.0	
EDPC Coordination	EDPC Deputy	\$86,256	\$75,001	\$161,257	1.0	
	Support staff	\$83,328	\$48,092	\$131,420	1.0	
	Subtotal	\$169,584	\$123,093	\$292,677	2.0	
Analytical Services						
ED Policy Experts	Lead Analyst	\$167,426	\$113,102	\$280,529	1.0	
	Analyst	\$134,763	\$97,770	\$232,534	1.0	
	Support staff	\$83,328	\$48,092	\$131,420	1.0	
	Subtotal	\$385,518	\$258,965	\$644,482	3.0	
Analytical Staff	Principal Analysts	\$837,131	\$565,512	\$1,402,643	5.0	
	Senior Analysts	\$269,527	\$195,541	\$465,068	2.0	
	Support staff	\$86,256	\$75,001	\$161,257	1.0	
	Subtotal	\$1,192,914	\$836,054	\$2,028,968	8.0	
CEO-EDD Total		\$3,032,557	\$2,067,600	\$5,100,157	21.0	
DPSS						
WDACS' WD Unit Operating	Intermediate Typist-Clerk	\$96,422	\$78,246	\$174,668	2.0	
	Management Secretary III	\$81,703	\$73,374	\$155,077	1.0	
	Senior Secretary III	\$73,307	\$70,861	\$144,168	1.0	
	Senior Typist Clerk	\$54,395	\$40,702	\$95,097	1.0	
	Staff Assistant II	\$74,396	\$45,810	\$120,206	1.0	
	Staff Assistant III	\$84,567	\$48,408	\$132,975	1.0	
	Subtotal	\$464,790	\$357,401	\$822,191	7.0	
Programming	Administrative Services Manager I	\$105,315	\$83,948	\$189,263	1.0	
	Administrative Services Manager II	\$228,484	\$176,276	\$404,760	2.0	
	Career Development Intern	\$32,827	\$24,694	\$57,522	1.0	
	Community Services Analyst I	\$78,735	\$46,919	\$125,654	1.0	
	Community Services Analyst II	\$526,536	\$295,335	\$821,871	6.0	
	Community Services Analyst III	\$97,813	\$51,791	\$149,604	1.0	
	Human Services Administrator I	\$2,106,305	\$1,678,952	\$3,785,257	20.0	
	Human Services Administrator II	\$456,969	\$352,552	\$809,520	4.0	
	Human Services Administrator III	\$149,466	\$104,672	\$254,138	1.0	
	Management Analyst	\$349,279	\$302,002	\$651,280	4.0	
	Program Manager, WDACS	\$445,931	\$312,858	\$758,789	3.0	
	Student Professional Worker II	\$175,162	\$7,795	\$182,957	4.0	
	Subtotal	\$4,752,822	\$3,437,792	\$8,190,615	48.0	
Unit Total		\$5,217,612	\$3,795,194	\$9,012,805	55.0	
Total added to DPSS		\$5,666,879	\$4,084,082	\$9,750,961	55.0	
Totals		\$8,250,169	\$5,862,794	\$14,112,962	76.0	
Operating Program					13.0	
New					63.0	
Operating Program		\$1,411,729	\$961,657	\$2,373,386	11.0	
					5.0	
					6.0	

Source: HR&A Advisors.

Appendix E: Summary of Costs for Alternative 1: Enhanced CEO-EDD

Expenditures/Appropriations	Status Quo		Alternative #1		Net	
	Cost	FTEs	Cost	FTEs	Cost	FTEs
Operating	\$16,057,363	12.0	\$18,430,750	17.0	\$2,373,386	5.0
Salaries & Wages	\$9,627,878	-	\$11,039,607	-	\$1,411,729	-
Benefits	\$6,429,486	-	\$7,391,143	-	\$961,657	-
Programs	\$210,705,703	81.3	\$210,705,703	87.3	\$0	6.0
Strategy and Policy	\$828,229	9.0	\$828,229	13.0	\$0	4.0
Workforce Development	\$170,498,195	48.0	\$170,498,195	48.0	\$0	0.0
Workforce Alignment	\$0	0.0	\$0	2.0	\$0	2.0
Small Business Services	\$227,040	10.0	\$227,040	10.0	\$0	0.0
Entrepreneurship & Innovation	\$316,191	0.6	\$316,191	0.6	\$0	0.0
Business Improvement	\$5,007,649	5.1	\$5,007,649	5.1	\$0	0.0
Real Estate & Development	\$33,828,399	8.6	\$33,828,399	8.6	\$0	0.0
Totals	\$226,763,066	93.3	\$229,136,453	104.3	\$2,373,386	11.0

Source: HR&A Advisors.

Appendix F: Summary of Costs for Alternative 2: New Economic and Workforce Development Department

Expenditures/Appropriations	Status Quo		Alternative #2		Net	
	Cost	FTEs	Cost	FTEs	Cost	FTEs
Operating	\$16,057,363	12.0	\$19,444,912	18.0	\$3,387,549	6.0
Salaries & Wages	\$9,627,878	-	\$11,556,564	-	\$1,928,686	-
Benefits	\$6,429,486	-	\$7,888,348	-	\$1,458,863	-
Programs	\$210,705,703	81.3	\$210,705,703	89.3	\$0	8.0
Strategy and Policy	\$828,229	9.0	\$828,229	13.0	\$0	4.0
Workforce Development	\$170,498,195	48.0	\$170,498,195	49.0	\$0	1.0
Workforce Alignment	\$0	0.0	\$0	2.0	\$0	2.0
Entrepreneurship and Innovation	\$227,040	10.0	\$227,040	11.0	\$0	1.0
Business Improvement	\$316,191	0.6	\$316,191	0.6	\$0	0.0
Small Business Services	\$5,007,649	5.1	\$5,007,649	5.1	\$0	0.0
Real Estate & Development	\$33,828,399	8.6	\$33,828,399	8.6	\$0	0.0
Totals	\$226,763,066	93.3	\$230,150,615	107.3	\$3,387,549	14.0

Source: HR&A Advisors.

Appendix G: Summary of Costs for Alternative 3: Enhanced CEO-EDD and Consolidated Workforce Development

Expenditures/Appropriations	Status Quo		Alternative #3		Net	
	Cost	FTEs	Cost	FTEs	Cost	FTEs
Operating	\$16,057,363	12.0	\$18,430,750	17.0	\$2,373,386	5.0
Salaries & Wages	\$9,627,878	-	\$11,039,607	-	\$1,411,729	-
Benefits	\$6,429,486	-	\$7,391,143	-	\$961,657	-
Programs	\$210,705,703	81.3	\$210,705,703	87.3	\$0	6.0
Strategy and Policy	\$828,229	9.0	\$828,229	13.0	\$0	4.0
Workforce Development	\$170,498,195	48.0	\$170,498,195	48.0	\$0	0.0
Workforce Alignment	\$0	0.0	\$0	2.0	\$0	2.0
Small Business Services	\$227,040	10.0	\$227,040	10.0	\$0	0.0
Entrepreneurship & Innovation	\$316,191	0.6	\$316,191	0.6	\$0	0.0
Business Improvement	\$5,007,649	5.1	\$5,007,649	5.1	\$0	0.0
Real Estate & Development	\$33,828,399	8.6	\$33,828,399	8.6	\$0	0.0
Totals	\$226,763,066	93.3	\$229,136,453	104.3	\$2,373,386	11.0

Appendix H: Stakeholder Interview Protocols

Los Angeles County Economic Development Optimization | Interview Protocol

External Interviewee Protocol

Name: _____

Date: _____

Interviewer: _____

General Questions

1. What is your role at your organization? What economic development programs and services does your organization provide?
2. What has been your working relationship with L.A. County on economic development, if at all? Which departments and agencies are you most familiar with?
3. From your perspective, what do you think are the County's economic development priorities? What do you think of these priorities?

4. What is your working relationship with the following departments?

DCBA

LACDA

CEO EconDev Division

WDACS

5. From your perspective, what are the particular challenges that LA County faces to implement economic development? (e.g., too large; inadequate funding; lack of policy clarity; organizational process barriers; divided implementation responsibilities; other internal or external challenges)
6. Is there a service or a program related to economic development you'd like the County to provide that it does not currently?
7. What are the best practices being used by other Counties and large cities that could be a good model for the County?
8. Who else do you recommend we interview as part of this process?
9. Anything else you'd like to share?

Characteristics | To what degree does the County have the characteristics of a high-performing governmental economic development organization?

	0 Doesn't Apply/ Don't Know	1 Poorly	2	3	4	5 Very Well
1. Regional County Economic Fundamentals – Highly developed industry sectors; sufficient transportation and utilities; available land supply; world-class educational institutions; availability of skilled labor force.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. County Government Leadership -- Clear vision about and policy priority for economic development; consistency of vision and priority over time.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. County Government Resources – Sufficient financial (e.g., General Fund; other governmental; and self-perpetuating), regulatory (e.g., permitting) and workforce development system resources.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. County Government Economic Development Organizational Flexibility – Incubate new ideas and initiatives; respond to changing economic and political circumstances.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. County Government Economic Development Human Talent – Organizational management; technical skills; attract and incentivize talent; foster entrepreneurship; diversity & inclusion	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Services | How well does the County perform each of the services offered by high-performing governmental economic development organizations?

	0 Doesn't Apply/ Don't Know	1 Poorly	2	3	4	5 Very Well
1. Strategic Planning & Policy Development (and monitoring performance outcomes)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Business & Industry Services (navigating the County resources & permit systems)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Small Business Services (business planning and financing assistance; displacement mitigation)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Workforce Development (targeted industries; unskilled, semi-skilled & high-skilled; diversity & inclusion)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Strategic Asset Management (re-use of under-utilized & surplus County property suitable for economic development)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. Real Estate & Infrastructure Development (consistency with economic development objectives; supporting master planning & entitlements; navigating the approval process)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. Business & Industry Development (supporting business attraction & retention)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. Transaction Services & Financing (incubating, negotiating and executing real estate transactions; loans, grants and other financial transactions)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Los Angeles County Economic Development Optimization | Interview Protocol

Supervisor Deputy Interview Protocol

Name: _____

Date: _____

Interviewer: _____

General Questions

1. What does your role as a Supervisor Deputy consist of?
2. What economic development services and programs does your office provide? About what percent of your staff is dedicated to economic development?
3. How does your department's delivery of economic development services to County entities differ from its delivery to non-County services?
4. What types of programs or services does your department provide to unincorporated communities versus the rest of the incorporated District?
5. What do you think are the County's economic development priorities? What do you think of these priorities?
6. What are the Supervisor's highest-priority economic development goals? How were these goals determined? How do they differ from the County's stated goals, if at all?

Go to SWOT Questionnaire [here](#).

7. From your perspective, what are the particular challenges that LA county faces to implement economic development? (e.g., too large; inadequate funding; lack of policy clarity; organizational process barriers; divided implementation responsibilities; other internal or external challenges)
8. Is there a service or a program related to economic development you'd like the County to provide that it does not currently?
9. What are the best practices being used by other Counties and large cities that could be a good model for the County?
10. Who else do you recommend we interview as part of this process?

Characteristics | To what degree does the County have the characteristics of a high-performing governmental economic development organization?

	0 Doesn't Apply/ Don't Know	1 Poorly	2	3	4	5 Very Well
1. County Economic Fundamentals – Highly developed industry sectors; sufficient transportation and utilities; available land supply; world-class educational institutions; availability of skilled labor force.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. County Government Leadership -- Clear vision about and policy priority for economic development; consistency of vision and priority over time.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. County Government Resources – Sufficient financial (e.g., General Fund; other governmental; and self-perpetuating), regulatory (e.g., permitting) and workforce development system resources.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. County Government Economic Development Organizational Flexibility – Incubate new ideas and initiatives; respond to changing economic and political circumstances.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. County Government Economic Development Human Talent – Organizational management; technical skills; attract and incentivize talent; foster entrepreneurship; diversity & inclusion	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Services | How well does the County perform each of the services offered by high-performing governmental economic development organizations?

	0 Doesn't Apply/ Don't Know	1 Poorly	2	3	4	5 Very Well
1. Strategic Planning & Policy Development (and monitoring performance outcomes)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Business & Industry Services (navigating the County resources & permit systems)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Small Business Services (business planning and financing assistance; displacement mitigation)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Workforce Development (targeted industries; unskilled, semi-skilled & high-skilled; diversity & inclusion)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Strategic Asset Management (re-use of under-utilized & surplus County property suitable for economic development)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. Real Estate & Infrastructure Development (consistency with economic development objectives; supporting master planning & entitlements; navigating the approval process)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. Business & Industry Development (supporting business attraction & retention)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. Transaction Services & Financing (incubating, negotiating and executing real estate transactions; loans, grants and other financial transactions)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Los Angeles County Economic Development Optimization | Interview Protocol

County Department Interview Protocol

Name: _____

Date: _____

Interviewer: _____

General Questions

1. What does your role at the County Department consist of?
2. What economic development services and programs does your department provide? About what percent of the department's staff is dedicated to economic development?
3. What do you think are the County's economic development priorities? What do you think of these priorities?
4. What are the department's highest-priority economic development goals? How were these goals determined? How do they differ from the County's stated goals, if at all?
5. How does your department work with both County and non-County entities to provide economic development services?
6. What types of programs or services do your department provide to unincorporated communities versus the rest of the incorporated District?
7. From your perspective, what are the particular challenges that LA County faces to implement economic development? (e.g., too large; inadequate funding; lack of policy clarity; organizational process barriers; divided implementation responsibilities; other internal or external challenges)
8. Is there a service or a program you'd like the County to provide that it does not currently?
9. What are the best practices being used by other Counties and large cities that could be a good model for the County?
10. Who else do you recommend we interview as part of this process?

Characteristics | To what degree does the County have the characteristics of a high-performing governmental economic development organization?

	0 Doesn't Apply/ Don't Know	1 Poorly	2	3	4	5 Very Well
1. Regional County Economic Fundamentals – Highly developed industry sectors; sufficient transportation and utilities; available land supply; world-class educational institutions; availability of skilled labor force.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. County Government Leadership -- Clear vision about and policy priority for economic development; consistency of vision and priority over time.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. County Government Resources – Sufficient financial (e.g., General Fund; other governmental; and self-perpetuating), regulatory (e.g., permitting) and workforce development system resources.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. County Government Economic Development Organizational Flexibility – Incubate new ideas and initiatives; respond to changing economic and political circumstances.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. County Government Economic Development Human Talent – Organizational management; technical skills; attract and incentivize talent; foster entrepreneurship; diversity & inclusion	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Services | How well does the County perform each of the services offered by high-performing governmental economic development organizations?

	0 Doesn't Apply/ Don't Know	1 Poorly	2	3	4	5 Very Well
1. Strategic Planning & Policy Development (and monitoring performance outcomes)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Business & Industry Services (navigating the County resources & permit systems)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Small Business Services (business planning and financing assistance; displacement mitigation)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Workforce Development (targeted industries; unskilled, semi-skilled & high-skilled; diversity & inclusion)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Strategic Asset Management (re-use of under-utilized & surplus County property suitable for economic development)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. Real Estate & Infrastructure Development (consistency with economic development objectives; supporting master planning & entitlements; navigating the approval process)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. Business & Industry Development (supporting business attraction & retention)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. Transaction Services & Financing (incubating, negotiating and executing real estate transactions; loans, grants and other financial transactions)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Appendix I: Los Angeles County Economic Development Survey

LA County Economic Development Delivery Survey

Los Angeles County (the "County"), in partnership with HR&A Advisors, Inc. ("HR&A"), has begun a process to assess options to optimize the delivery of economic development services and programs countywide. Please note that when the survey refers to economic development, this includes workforce development, among other components. Several County departments and agencies currently provide economic development services, including the Chief Executive Office, the individual Board of Supervisors offices, the County Development Authority (formerly the Community Development Commission and Housing Authority), the Department of Consumer and Business Affairs, the Department of Workforce Development, Aging and Community Services, the Department of Regional Planning, and Metro, among others. In addition to providing direct municipal services to the County's unincorporated communities, the County coordinates with outside partners like the 88 cities within the County, the Los Angeles Economic Development Corporation and various local chambers of commerce to advance economic development priorities that are regional in nature.

Candid and thoughtful feedback from external stakeholders in the field of economic development is an important part of the project's initial research phase. HR&A is administering this survey to provide those stakeholders an opportunity to share their views on the opportunities and challenges associated with the County's delivery of economic development services.

We estimate the survey will take no more than fifteen minutes to complete. Your responses will be kept confidential and will be used to report on aggregated findings from this survey. Thank you in advance for your participation. After completing the survey, you will have the option to take part in a raffle to win one of ten \$10 Visa gift cards. All responses will be anonymized before sharing with County staff in order to ensure confidentiality.

* 1. Do you work for the LA County government?

☐ Yes

☐ No

LA County Economic Development Delivery Survey

* 1. How long have you worked for the County?

- ☐ 0-5 years
- ☐ 6-15 years
- ☐ 15+ years

* 2. Which of the following options best describes your role at the County?

- ☐ Management/Executive
- ☐ Project Manager/Coordinator/Accountant
- ☐ Analytical Support
- ☐ Other (please specify)

* 3. Which of the following options best describes your role within the County?

- | | |
|----------------------------------------------|--------------------------------------------------------------------------------------------------|
| <input type="radio"/> Economic Development | <input type="radio"/> Real Estate, Engineering & Construction |
| <input type="radio"/> Planning | <input type="radio"/> Legal, Performance & Compliance, Accounting & Finance, Information Systems |
| <input type="radio"/> Workforce Development | <input type="radio"/> Executive |
| <input type="radio"/> Other (please specify) | |

LA County Economic Development Delivery Survey

* 1. What do you believe are the Board of Supervisors' highest priorities for economic development? Please rank in order the top 5, with 1 being most important.

	1	2	3	4	5
Business attraction	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Business growth & retention	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Community development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Entrepreneurship	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Equitable & inclusive growth	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Job creation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Transportation & infrastructure	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Regional growth	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Small business support	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Workforce development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide any additional context or comments.

* 2. How clearly has the Board expressed its economic development priorities to those working in County government?

	Not at all clear	Slightly clear	Somewhat clear	Very Clear	N/A
Business attraction	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Business growth & retention	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Community development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Entrepreneurship	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Equitable & inclusive growth	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Job creation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Transportation & infrastructure	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Regional growth	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Small business support	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Workforce development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide any additional context or comments.

* 3. How well have the County government's staff and financial resources been appropriately allocated to address these priorities?

	Not at all appropriately	Slightly appropriately	Somewhat appropriately	Very appropriately	N/A
Business attraction	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Business growth & retention	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Community development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Entrepreneurship	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Equitable & inclusive growth	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Job creation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Transportation & infrastructure	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Regional growth	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Small business support	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Workforce development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide any additional context or comments.

* 4. How well does the County government perform each of the following economic development services or activities?

	Not effective	Slightly effective	Somewhat effective	Very effective	N/A
Coordinating external partnerships	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Coordinating with County leaders & agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Demonstrating County-wide leadership	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Developing effective strategies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Engaging communities, developers & businesses	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Ensuring staff diversity	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Establishing clear goals and metrics	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Marketing new tools and policies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Sharing financial resources & reports	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Supporting ethics & compliance	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide any additional context or comments.

LA County Economic Development Delivery Survey

* 1. The following set of questions relates to the four core County entities which deliver economic development services.

Do you have a working relationship with the **Economic Development Division of the Chief Executive Office**?

☐ Yes

☐ No

If yes, please provide feedback about your experience working with this entity on issues of economic development (optional).

* 2. The following set of questions relates to the four core County entities which deliver economic development services.

Do you have a working relationship with the **Department of Consumer and Business Affairs**?

☐ Yes

☐ No

If yes, please provide feedback about your experience working with this entity on issues of economic development (optional).

* 3. The following set of questions relates to the four core County entities which deliver economic development services.

Do you have a working relationship with the **Los Angeles County Development Authority** (formerly the Community Development Commission and Housing Authority of the County)?

☐ Yes

☐ No

If yes, please provide feedback about your experience working with this entity on issues of economic development (optional).

* 4. The following set of questions relates to the four core County entities which deliver economic development services.

Do you have a working relationship with the County's **Workforce Development, Aging and Community Services** Department?

☐ Yes

☐ No

If yes, please provide feedback about your experience working with this entity on issues of economic development (optional).

5. Aside from the core four entities, if there any other County departments that you interact with which deliver economic development programs and services, please provide feedback in the comment box below. *(optional)*

LA County Economic Development Delivery Survey

1. What changes could the County implement to more effectively address its economic development priorities?

2. What, if anything, do you think the County government should be doing more of in the way of providing economic development services or activities?

3. What, if anything, do you think the County should be doing less of in the way of providing economic development services or activities?

4. Is there anything else you think would be helpful for us to know in understanding the County's strengths and needs for improvement regarding its economic development services and activities?

LA County Economic Development Delivery Survey

* 1. How long have you been working in community and/or economic development?

- ☐ 0-5 years
- ☐ 6-15 years
- ☐ 15+ years

2. Please enter the ZIP code of your primary place of employment in L.A. County.

* 3. Which of the following options best describes your role in the County's economic development landscape? Please select one.

- | | |
|--------------------------------------------------------------------------------------|-----------------------------------------------------------------------|
| <input type="radio"/> Community development corporation/Community-based organization | <input type="radio"/> Small business owner |
| <input type="radio"/> Real estate developer | <input type="radio"/> Regional economic development agency/non-profit |
| <input type="radio"/> City government/agency | <input type="radio"/> Education or workforce developer |
| <input type="radio"/> Foundation | <input type="radio"/> Cultural institution or tourism |
| <input type="radio"/> Other (please specify) | |

LA County Economic Development Delivery Survey

* 1. What do you believe should be the County's most important economic development priorities? Please rank in order the top 5, with 1 being most important.

	1	2	3	4	5
Business attraction	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Business growth & retention	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Community development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Entrepreneurship	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Equitable & inclusive growth	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Job creation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Transportation & infrastructure	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Regional growth	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Small business support	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Workforce development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide any additional context or comments.

* 2. How clearly has the County's role in providing the following economic development services and activities been articulated to the public and key stakeholders?

	Not at all clear	Slightly clear	Somewhat clear	Very Clear	N/A
Business attraction	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Business growth & retention	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Community development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Entrepreneurship	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Equitable & inclusive growth	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Job creation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Transportation & infrastructure	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Regional growth	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Small business support	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Workforce development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide any additional context or comments.

* 3. Which of the following County programs are you familiar with?

	Not at all familiar	Slightly familiar	Somewhat familiar	Very familiar	Extremely familiar
Acquisition/rehabilitation financing programs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Business loans	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Business grants	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Community development grant funds	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Development financing programs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Façade improvement programs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Industry sector support	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Community Business Enterprise programs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Tax credit programs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Technical assistance	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Workforce development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide any additional context or comments.

* 4. How effectively is the County delivering the following economic development programs and services?

	Not at all effectively	Slightly effectively	Somewhat effectively	Very effectively	N/A
Acquisition/rehabilitation financing programs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Business loans	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Business grants	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Community development grant funds	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Development financing programs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Façade improvement programs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Industry sector support	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Community Business Enterprise programs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Tax credit programs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Technical assistance	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Workforce development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide any additional context or comments.

* 5. How well does the County government perform each of the following economic development services or activities?

	Not effective	Slightly effective	Somewhat effective	Very effective	N/A
Coordinating external partnerships	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Coordinating with County leaders & agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Demonstrating County-wide leadership	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Developing effective strategies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Engaging communities, developers & businesses	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Ensuring staff diversity	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Establishing clear goals and metrics	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Marketing new tools and policies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Sharing financial resources & reports	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Supporting ethics & compliance	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide any additional context or comments.

LA County Economic Development Delivery Survey

* 1. The following set of questions relates to the four core County entities which deliver economic development services.

Do you have a working relationship with the **Economic Development Division of the Chief Executive Office**?

☐ Yes

☐ No

If yes, please provide feedback about your experience working with this entity on issues of economic development (optional).

* 2. The following set of questions relates to the four core County entities which deliver economic development services.

Do you have a working relationship with the **Department of Consumer and Business Affairs**?

☐ Yes

☐ No

If yes, please provide feedback about your experience working with this entity on issues of economic development (optional).

* 3. The following set of questions relates to the four core County entities which deliver economic development services.

Do you have a working relationship with the **Los Angeles County Development Authority** (formerly the Community Development Commission and Housing Authority of the County)?

☐ Yes

☐ No

If yes, please provide feedback about your experience working with this entity on issues of economic development (optional).

* 4. The following set of questions relates to the four core County entities which deliver economic development services.

Do you have a working relationship with the County's **Workforce Development, Aging and Community Services** Department?

☐ Yes

☐ No

If yes, please provide feedback about your experience working with this entity on issues of economic development (optional).

5. Aside from the core four entities, if there any other County departments that you interact with which deliver economic development programs and services, please provide feedback in the comment box below. *(optional)*

LA County Economic Development Delivery Survey

1. What changes could the County implement to more effectively address its economic development priorities?

2. What, if anything, do you think the County government should be doing more of in the way of economic development services or activities?

3. What, if anything, do you think the County government should be doing less of in the way of providing economic development services or activities?

4. Is there anything else you think would be helpful for us to know in understanding the County's strengths and needs for improvement regarding its economic development services?

LA County Economic Development Delivery Survey

Thank you for your participation. We look forward to reviewing your feedback, and if you have any additional thoughts or questions, please feel free to contact Daniel Kelleher at DKelleher@ceo.lacounty.gov. Thank you for your time and insight.

If you would like to be entered into the raffle to win one of 10 \$10 Visa gift cards, please include your email below. All of your responses will remain anonymous.

1. Your email:



SACHI A. HAMAI
Chief Executive Officer

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Third District

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Fourth District

KATHRYN BARGER
Fifth District

July 27, 2020

REVISED

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

From: Sachi A. Hamai
Chief Executive Officer

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

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

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

Feasibility of Creating a Standalone Department

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

Considerations to Establishing a Separate Department of Aging

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

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

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

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

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

Cost and Funding Considerations

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

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

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

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

Each Supervisor
July 27, 2020
Page 4

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

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

SAH: FAD:MM
MM:DS:bjs

Attachment

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

07.27.20 Approach to Serving Older Adults BM



LOS ANGELES NEEDS A STRONG, VISIBLE DEPARTMENT OF AGING

Report to the County of Los Angeles Chief
Executive Office

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

Kathleen Wilber Consulting
May 2020

Preface

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

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

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

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

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

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Acronyms

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

OASIS: Older Adult Services and Intervention System
OPG: Los Angeles County Office of the Public Guardian
PALA: Purposeful Aging Los Angeles
PHM: population health management
Project CARE: Caring Actions Responding to Elders
PSA: Planning Service Area/ Program and Services Area
RCOaA: Riverside County Office on Aging
RFP: Request for proposal
RYLAN: Ready Your Los Angeles Neighborhood
S3: Seamless Senior Services
SPA: Service Planning Areas
SSI: Supplemental Security Income
SSP: Supportive Services Program
WDACS: Los Angeles County Department of Workforce Development, Aging & Community Services

Abstract

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

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

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

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

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

Executive Summary

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

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

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

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

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

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

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

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

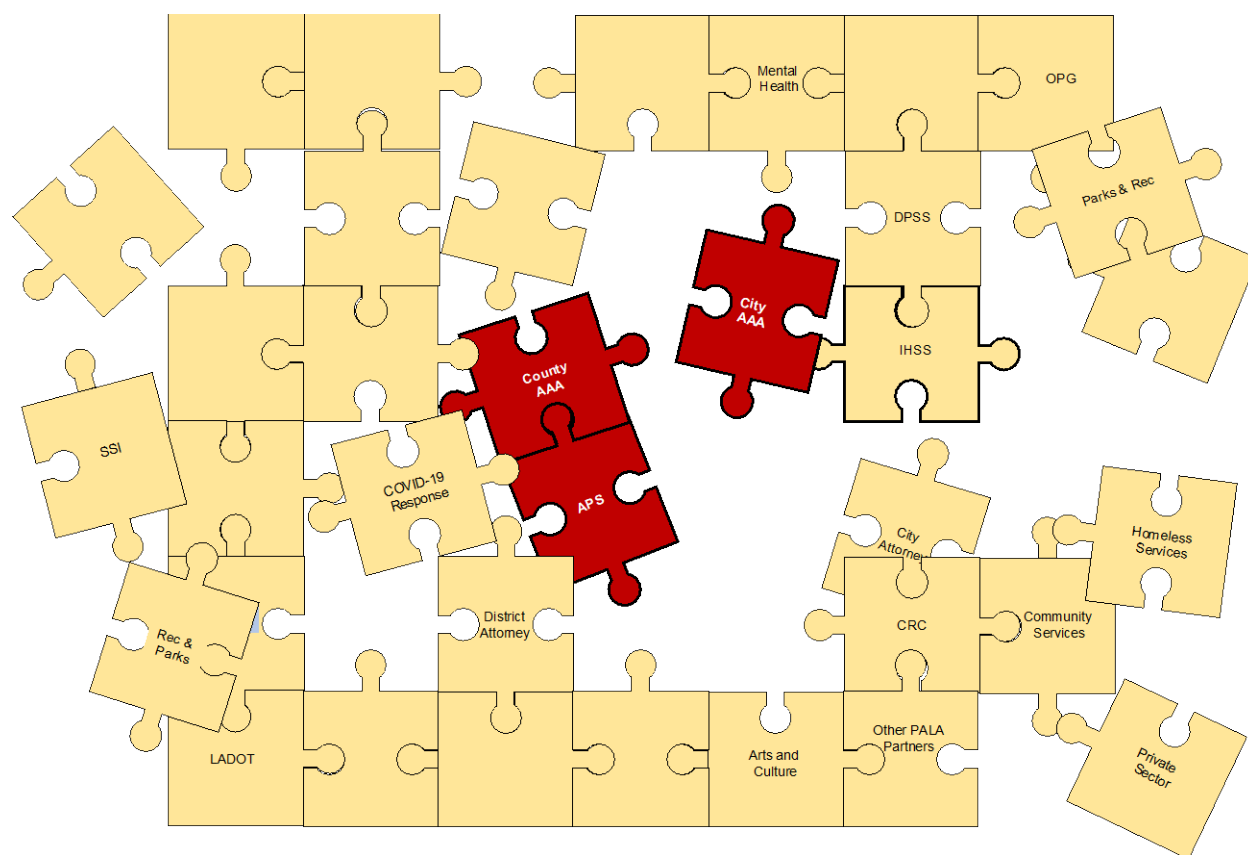
We argue that the key driver of this decision is the level and type of expertise needed to carry out the service. For example, the Los Angeles District Attorney’s (DA) Office includes an elder abuse unit. Given the legal expertise required to prosecute elder abuse, this unit should remain in the DA’s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

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

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

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

Figure 0.1. Fragmentation of Aging Services



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

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

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

This study addresses five objectives:

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

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

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

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

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

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

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

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

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

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

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

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

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

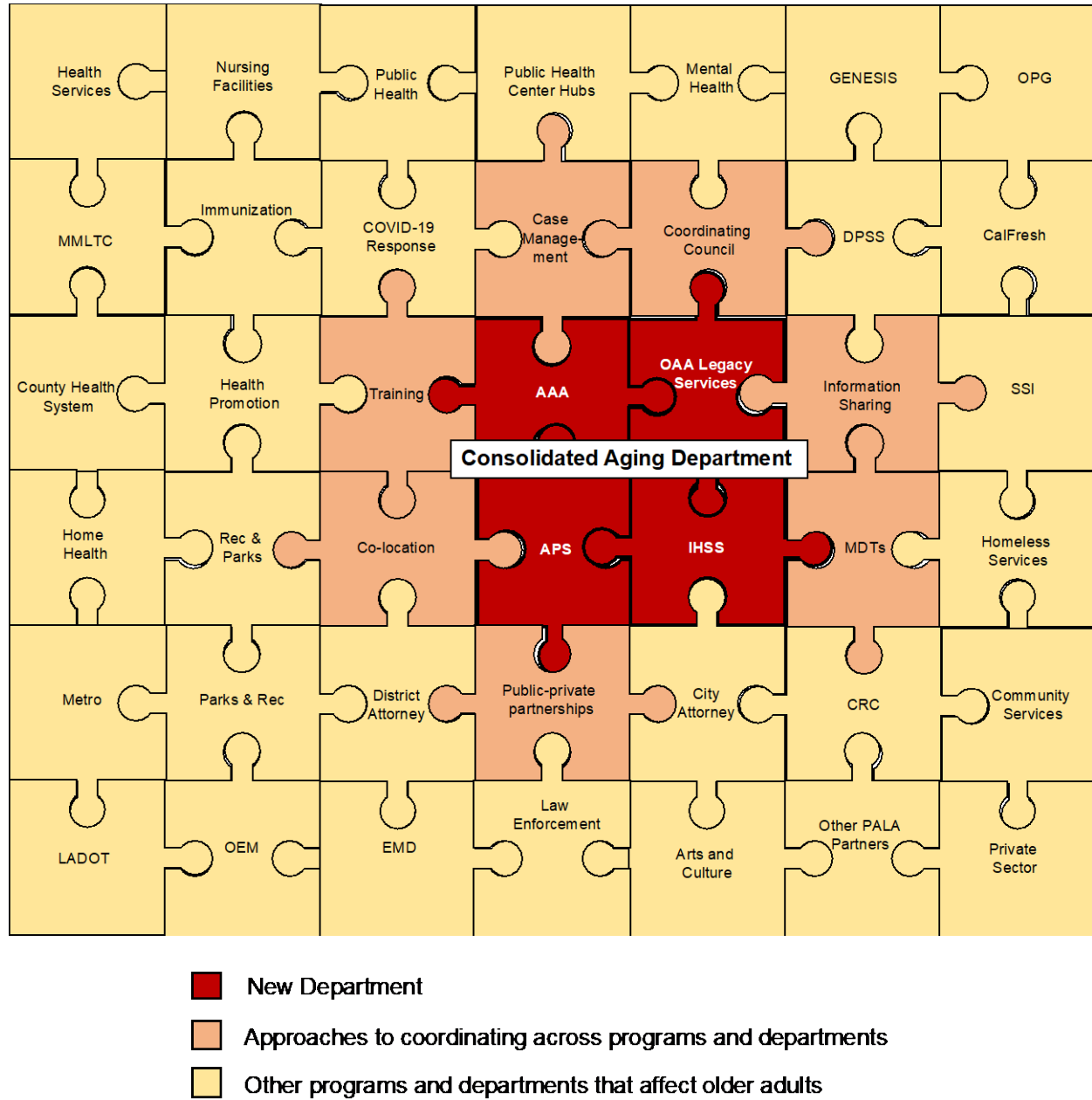
Currently, services and programs that target older adults are disjointed. It is a challenge for AAA employees to coordinate these services with other County and City departments, which creates gaps and barriers for seamless service delivery (Figure 0.1). To enhance coordination efforts, we recommend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

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

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

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

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



Introduction

There is a Strong Legacy of Prior Work to Build On

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

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

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

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

Despite Several Major Initiatives, Services for Older Adults Remain Fragmented

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

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

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

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

What happened to Mrs. P.?

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

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

Coordinating between the LADOA and GENESIS led to these outcomes:

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

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

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

Several California Counties Offer Effective Models

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

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

Integrate Core Aging Programs into an Aging Department

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

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

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

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

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

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

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

Objective #1: Identification of Current Services

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

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

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

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

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

1.2: Determine the number of residents receiving each service.

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

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

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

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

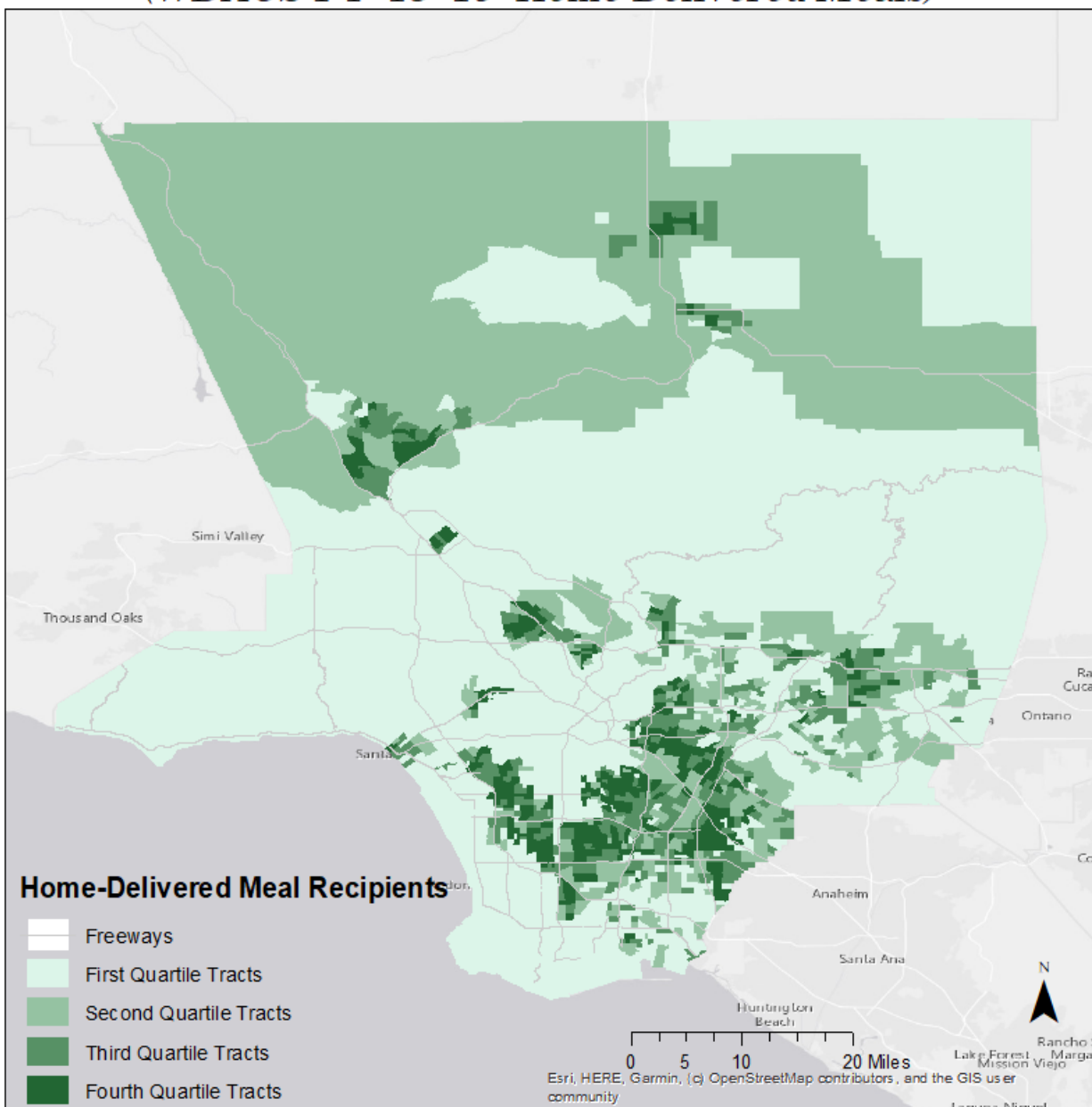
1.4: Determine if services are being provided equally throughout the City and County

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

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

Figure 1. Residences of WDACS Home-Delivered Meals Clients

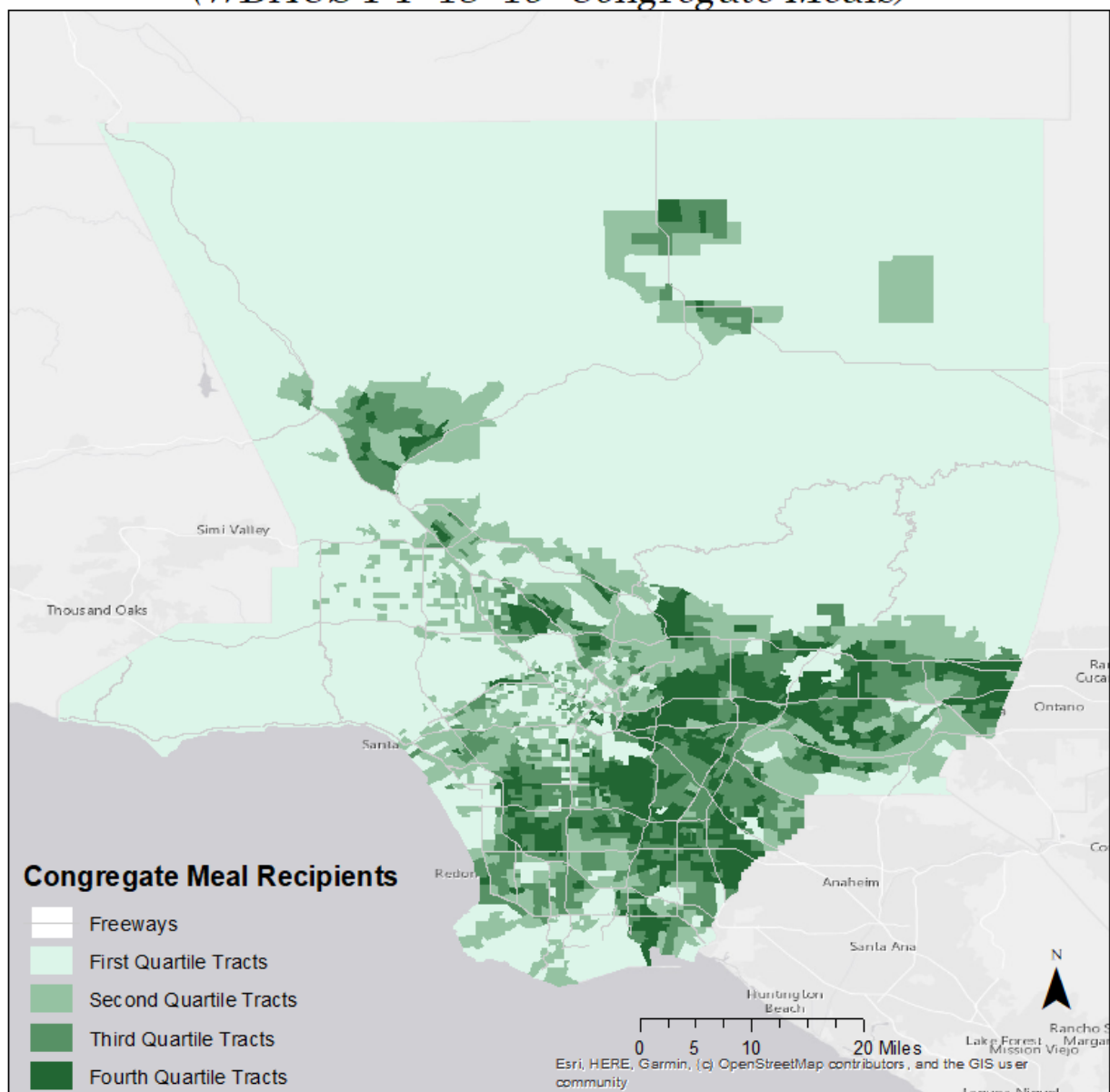
*Delivered Meal Recipients - Census Tracts by Quartiles
(WDACS FY '18-'19: Home Delivered Meals)*



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

Figure 2. Residences of WDACS Congregate Meals Clients

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



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

Gaps in service delivery

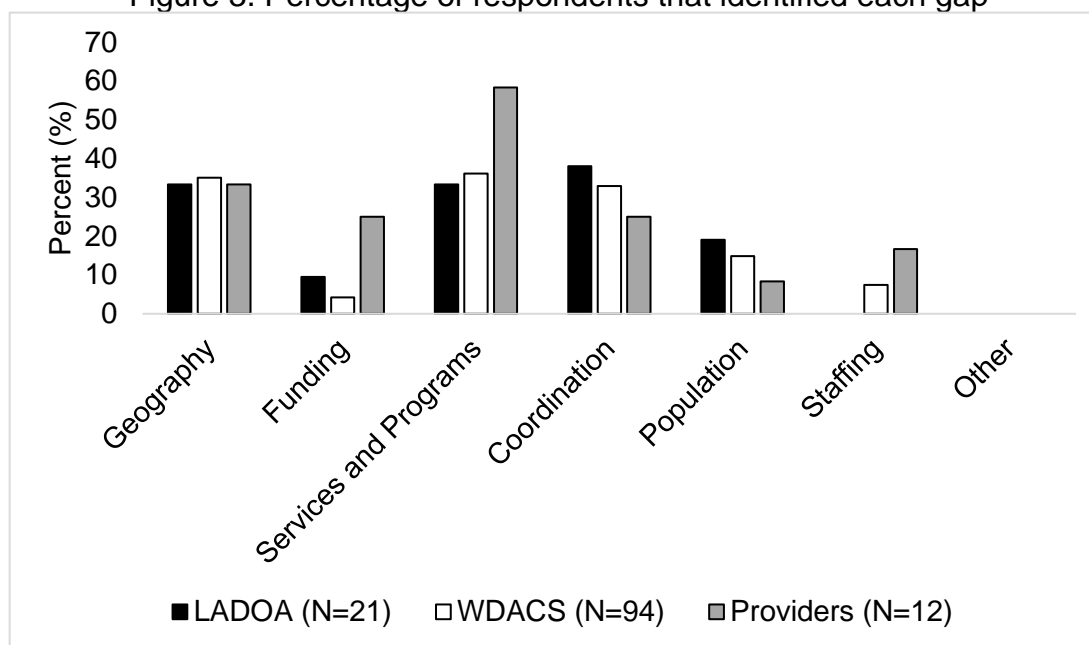
WDACS employees, LADOA employees, and service providers were surveyed to determine if there are gaps in service delivery, and if consolidating AAAs would impact these gaps. Survey respondents who said that there were currently gaps in service delivery were asked to identify these gaps.

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

Table 1. Themes and definitions for gaps in service delivery

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

Figure 3. Percentage of respondents that identified each gap



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

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

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

Objective #2: Facilitate Community and Stakeholder Input Sessions

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

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

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

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

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

Impact on Department

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

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

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

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

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

Table 2. Themes and definitions for impact on department

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

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

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

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

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

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

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

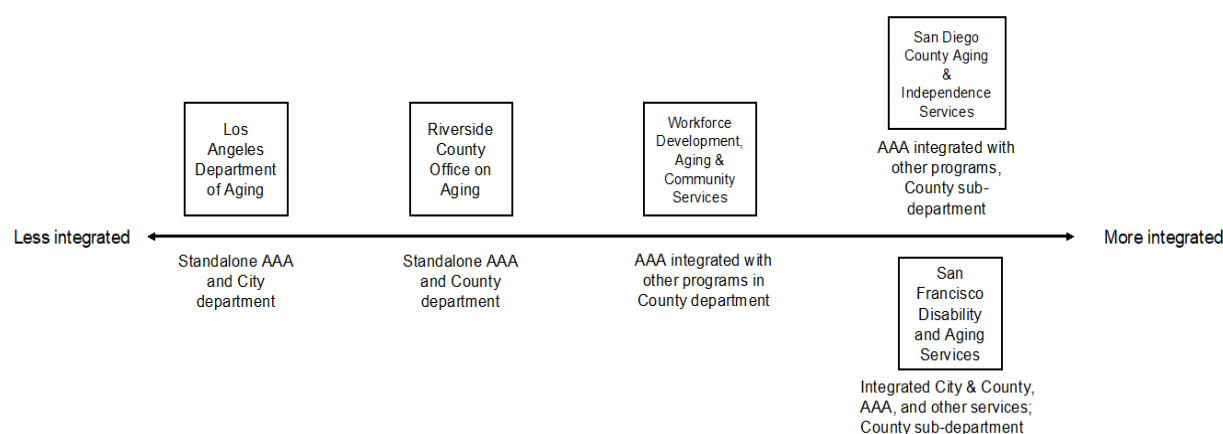
Table 3. Themes and definitions for impact on job

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

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

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

Figure 4. Level of Integration for California AAAs



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

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

Integrating AAAs and other services improves visibility and efficiency

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

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

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

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

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

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

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

Integration is a means to build capacity

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

Table 4. Components of AAAs²

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

Promising Practices from Other AAAs

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

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

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

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

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

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

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

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

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

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

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

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

Riverside’s Case Management Services Make Their Budget More Robust

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

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

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

San Francisco’s Hospital Transition Support Reduces Risk

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

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

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

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

Recommendations from Other AAAs

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

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

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

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

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

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

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

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

Table 6. Sub-themes of input from older adults

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

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

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

Objective #3: Identify Challenges

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

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

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

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

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

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

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

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

Objective #4: Identification of Structural Barriers in Service Provisions

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

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

Local government bureaucracy hinders service provision

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

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

Boundaries between the County and the City are confusing for clients

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

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

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

The AAA is not visible to clients or other County departments

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

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

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

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

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

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

Better coordination mechanisms are especially important when data cannot be shared

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

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

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

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

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

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

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

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

Objective #5: Analysis and Recommendations

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

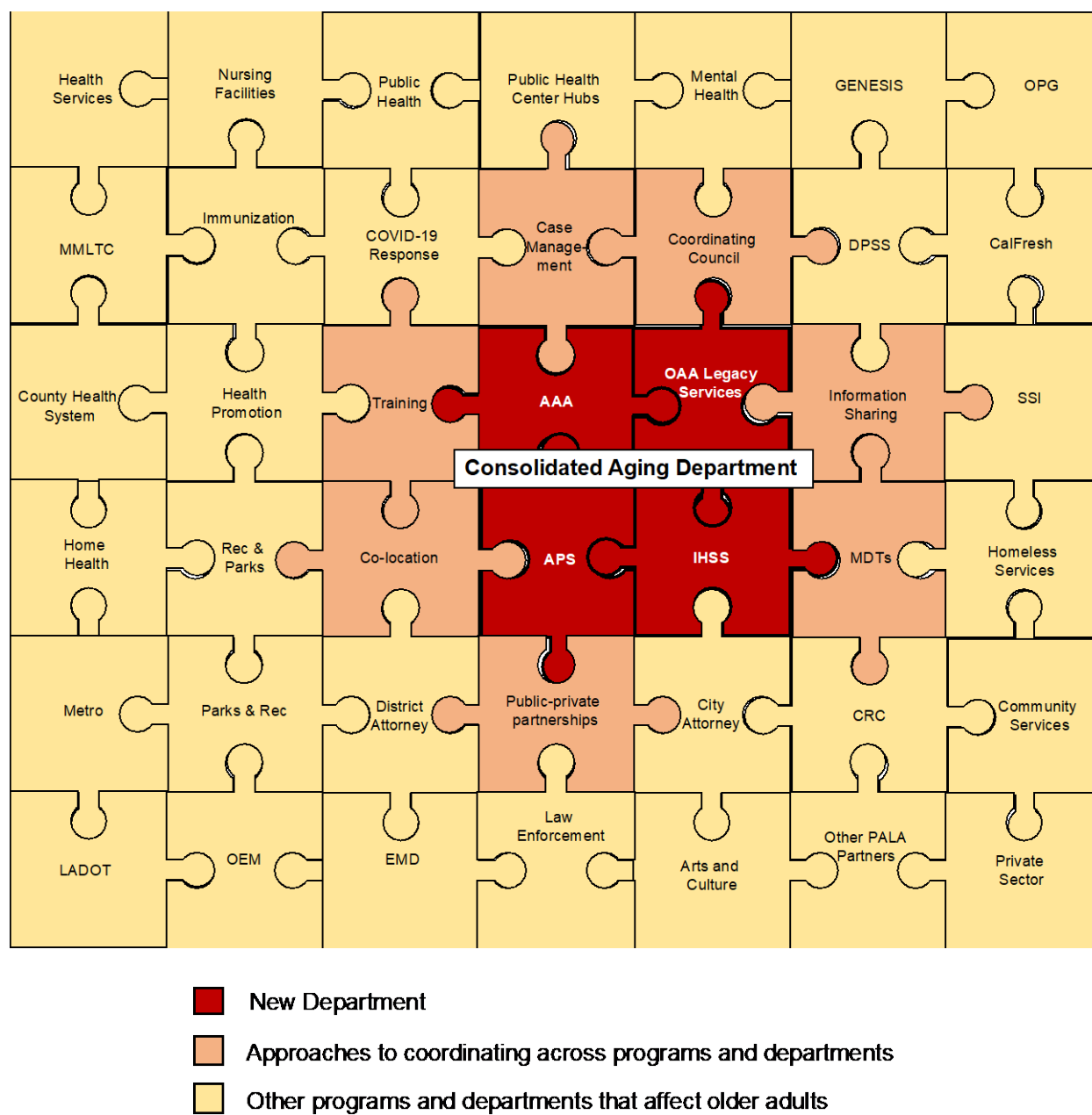
Once the department is fully operational, explore the feasibility of adding services that target younger adults with disabilities.

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

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

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

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



Why Include IHSS in the new department?

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

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

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

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

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

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

Including other LTSS programs

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

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

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

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

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

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

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

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

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

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

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

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

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

A Variety of Coordinating Mechanisms can be established to increase effectiveness

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

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

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

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

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

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

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

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

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

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

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

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

- Hire a grant writer to seek additional funding sources.

Summary

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

Appendix A: Hypothetical Clients for Strategic Restructuring Process

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

Mrs. A

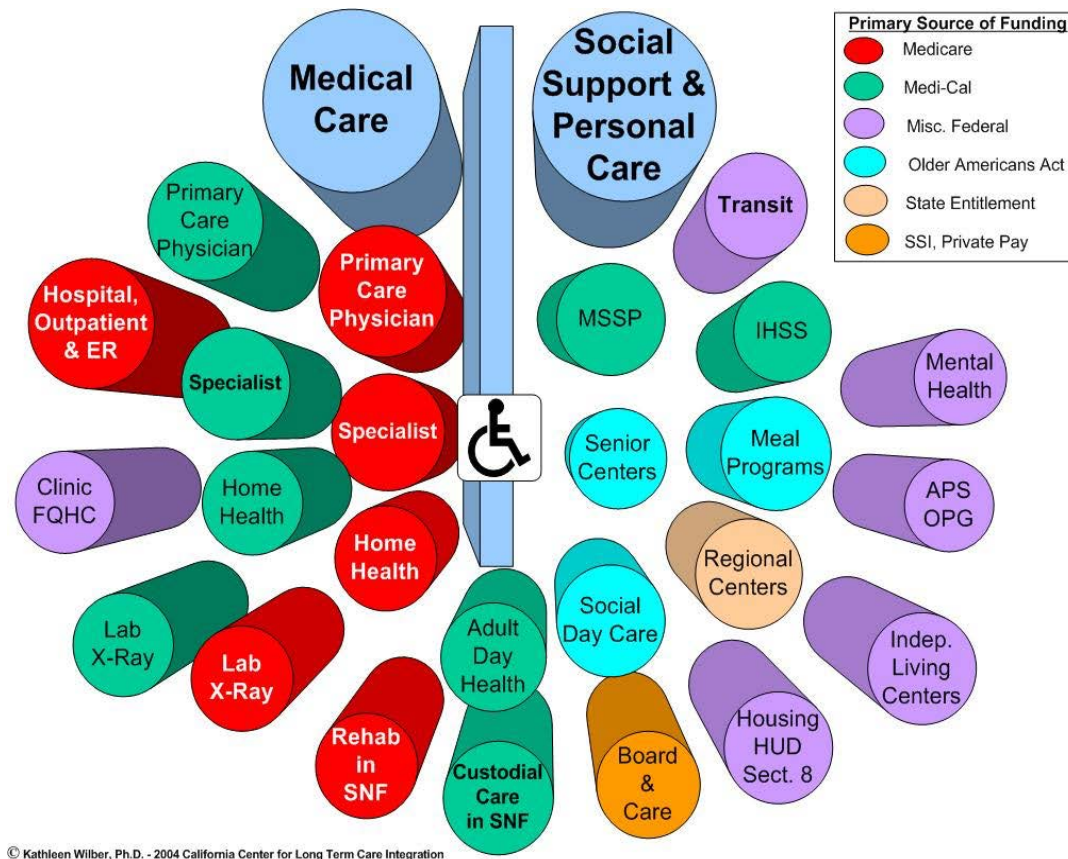
- Age: 78
- Gender: female
- Language: English
- Living arrangement: Community-dwelling, lives in an apartment. Can’t drive, has mobility limitations that make using public transit difficult. Uses a wheelchair.
- Residency: County bordering the city
- Income: middle income. Doesn’t qualify for Medi-Cal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

Mr. B

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

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

Figure A.1.



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

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

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

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

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

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

What Mrs. P had to say:

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

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

The System gets a second chance

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

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

What happened to Mrs. P.?

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

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

Coordinating between the LADOA and GENESIS led to these outcomes:

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

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

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

Mrs. P responds:

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

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

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

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

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

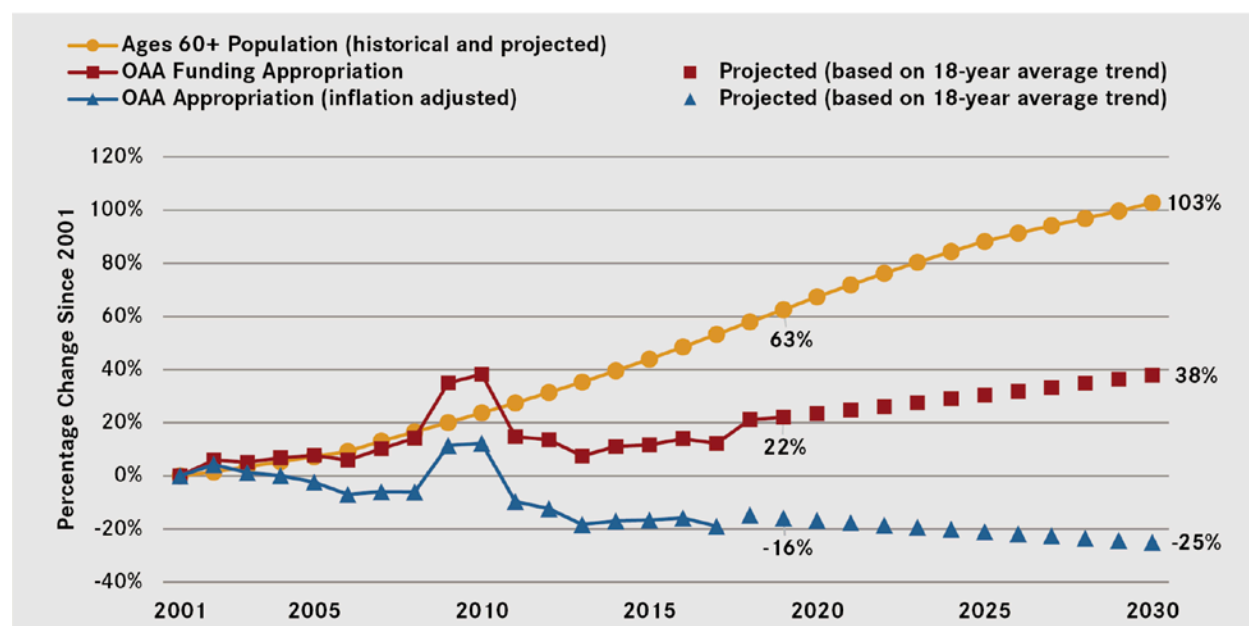
To support the Nation's growing older adult population, a 1973 reauthorization of the Older Americans Act developed and funded a comprehensive network consisting of 56 State Units on Aging, one for each state, the District of Columbia, and the U.S. territories of Guam, the Virgin Islands, the Northern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

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

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

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

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



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

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

Why there are Two AAAs in the County of Los Angeles

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

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

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

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

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

Appendix C: County and City Major Initiatives and Aging Partnerships

Purposeful Aging Los Angeles (PALA)

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

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

Dementia Friends

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

LA Found

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

Age-Friendly University

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

Appendix D: Services and Programs provided by the AAAs

Older Americans Act Services

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

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

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

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

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

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

Legal assistance

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

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

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

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

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

Non-Older Americans Act Services

Countywide Services

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

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

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

Aging Services in County Departments

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

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

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

City-Specific Services

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

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

Aging Services in City Departments

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

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

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

Appendix E: Utilization Data for AAA Services

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

Table D.1. Matrix of WDACS Nutrition Services

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

Table D.2. Matrix of LADOA Nutrition Services

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

Table D.3. Demographics of WDACS Congregate Meals Clients

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

Table D.4. Demographics of LADOA Congregate Meals Clients

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

Note:

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

Table D.5. Matrix of WDACS SSP Services

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

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

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

Table D.7. Matrix of WDACS FCSP Services

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

Table D.8. Matrix of LADOA FCSP Services

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

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

Appendix F: Duplication of Contractors

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

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

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

- Jewish Family Services of Los Angeles

Overlapping contractors for Dietary Administrative Support Services:

- Consulting Nutritionist Services

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

- Partners in Care Foundation

Overlapping contractors for Traditional Legal Assistance Program:

- Bet Tzedek Legal Services

Overlapping contractors for Long-Term Care Ombudsman Program:

- WISE and Healthy Aging

Overlapping contractors for Health Insurance Counseling and Advocacy Program:

- Center for Health Care Rights

Appendix G: Gaps in Service Delivery

Table F.1. Gaps in service delivery

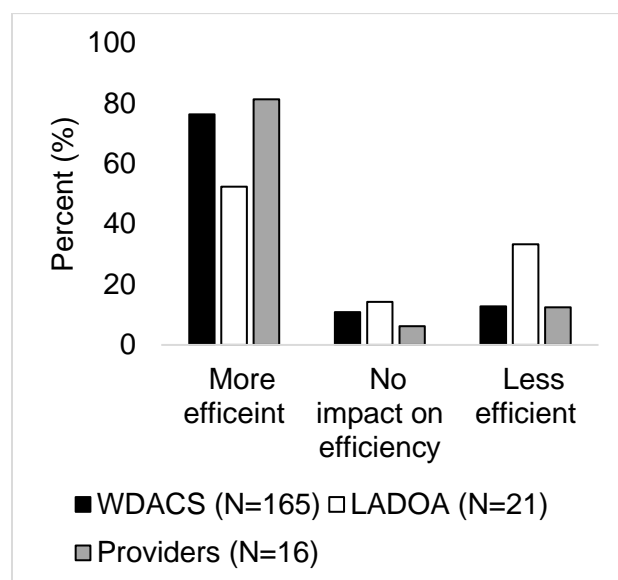
	LADOA (N=21)		WDACS (N=94)		Providers (N=12)	
	N	%	N	%	N	%
Geography, gaps	7	33.3	33	35.1	4	33.3
Funding, gaps	2	9.5	4	4.3	3	25.0
Services and Programs	7	33.3	34	36.2	7	58.3
Coordination, gaps	8	38.1	31	33.0	3	25.0
Population	4	19.0	14	14.9	1	8.3
Staffing, gaps	0	0.0	7	7.4	2	16.7
Other	0	0.0	0	0.0	0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

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

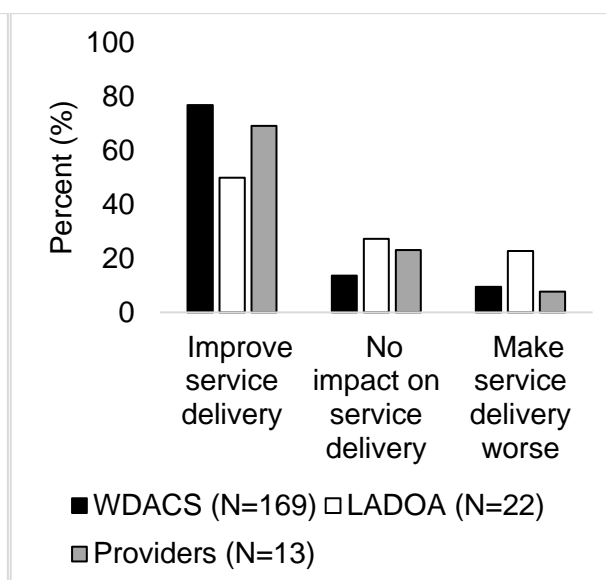
Appendix H: Stakeholders' Views of the Impacts of a Standalone Department of Aging

How would a standalone department of aging impact:

A. Efficiency of service delivery.

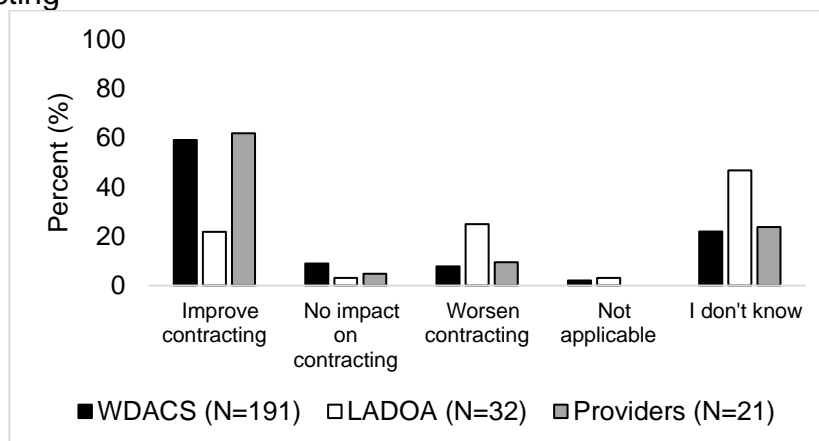


B. Effectiveness of service delivery.

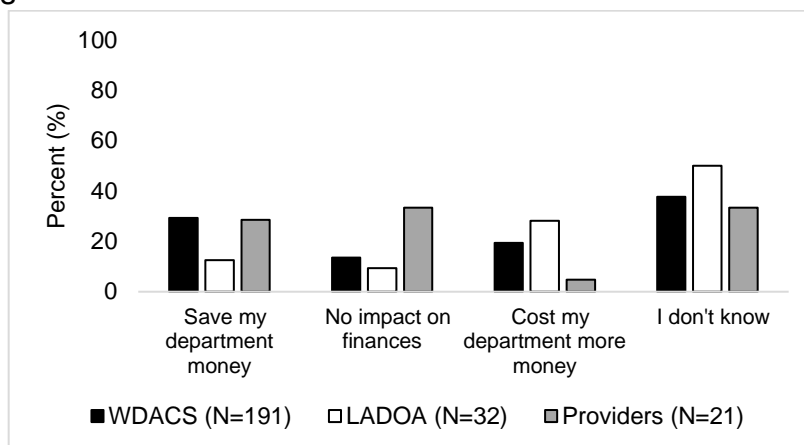


How would a standalone department impact:

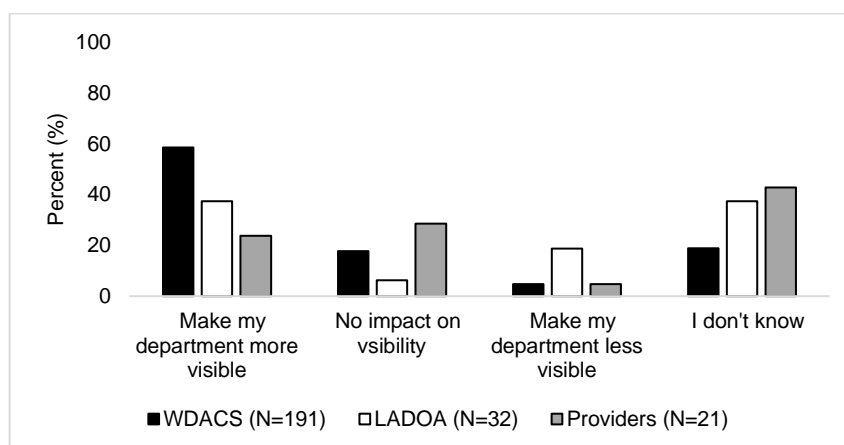
A. Contracting



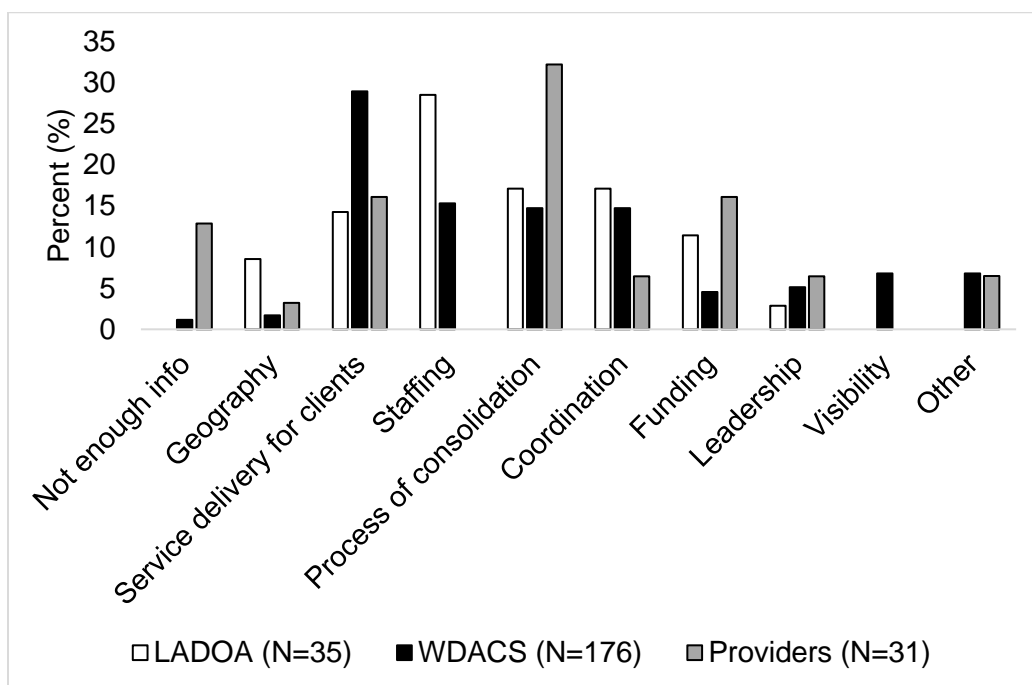
B. Finances



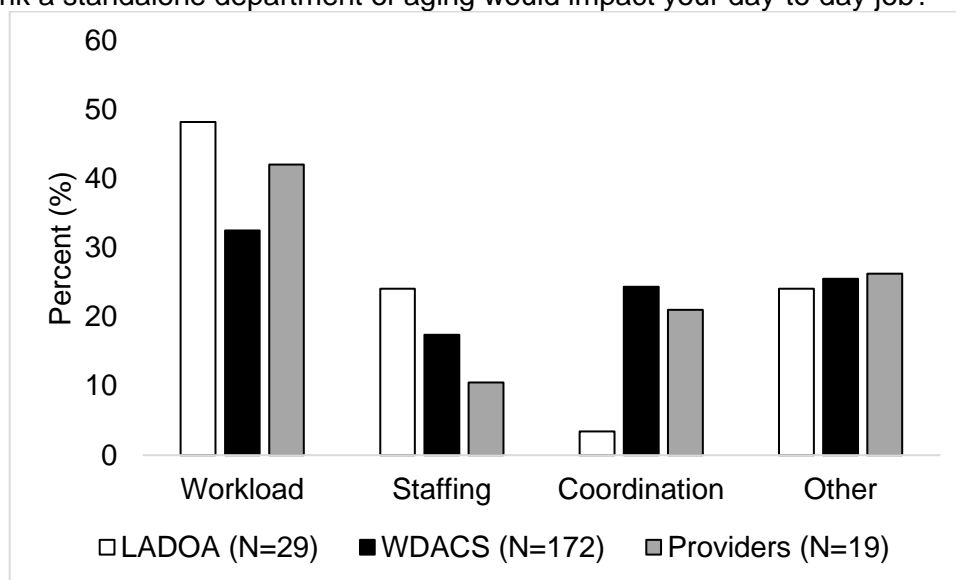
C. Visibility



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



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



Appendix I: Promising Practices from other AAAs

San Francisco

COVID-19 Emergency Response Volunteer (CERV)

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

Erasing Boundaries Program

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

Feed The Hungry

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

Friendship Line California – Institute on Aging

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

Mon Ami Volunteer Match program

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

One City One Book: San Francisco Reads

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

Project Open Hand

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

SpeakOut

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

Support at Home

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

Young at Heart Project

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

Whole Person Care

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

Riverside

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

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

EDA Home Repair – Riverside County Economic Development Agency

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

Get Home Safe Program – Riverside County Police Department

www.rpdonline.org

Silver Sneakers Fitness

www.silversneakers.com

Geri-Fit Strength Training

www.gerifit.com

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

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

Pro Fitness 4 Health

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

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

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

Senior and Disabled Persons Travel Training Program – Riverside Transit Authority

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

Senior Health Advocacy and Revitalization Program – Riverside Community Health Foundation

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

Smiles 4 Seniors

<http://www.smilesforseniorsfoundation.org>

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

<https://ilpconnect.org/>

You Are Not Alone Program – Riverside County Police Department

www.rpdonline.org

San Diego

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

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

Bikkur Holim Friendly Visitor Program – Jewish Family Services

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

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

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

Caring Neighbors, Santee – Lutheran Social Services of Southern California

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

Cuyamaca College Intergenerational Garden

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

Elder Abuse Restraining Order Representation Project – Elder Law and Advocacy

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

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

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

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

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

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

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

Nursing Home Rights and Enforcement Project – Elder Law and Advocacy

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

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

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

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

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

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

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

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

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

Senior Smoke Alarm Program – Burn Institute

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

Writing Lives

www.playwrightsproject.org

New York

Active Design Guidelines

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

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

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

Aging Connect

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

Creative Aging - New York City Department of Cultural Affairs

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

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

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

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

Friendly Visiting Program – New York City Department for the Aging

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

Home Sharing Program – New York Foundation for Senior Citizens

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

Kosher Meals for the Homebound

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

Safe Routes for Seniors

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

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

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

ThriveNYC Geriatric Mental Health Initiative Expansion

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

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

Civic Participation and Employment

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

Communication and Information

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

Community Support and Health Services

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

Emergency Preparedness and Resilience

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

Housing

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

Outdoor Spaces and Buildings

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

Social Participation and Respect/ Social Inclusion

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

Transportation

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

Other

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

References

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

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

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

The homeless population of older adults is increasing

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

COVID-19: Homeless Older Adults in Hotels/ Motels

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

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

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

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

Current Older Adult Population in County Jails

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

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

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

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

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

ODR Current Programs

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

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

ODR Cost Savings

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

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

2020 RAND Pilot Study of Needs Reentry Services in Los Angeles

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

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

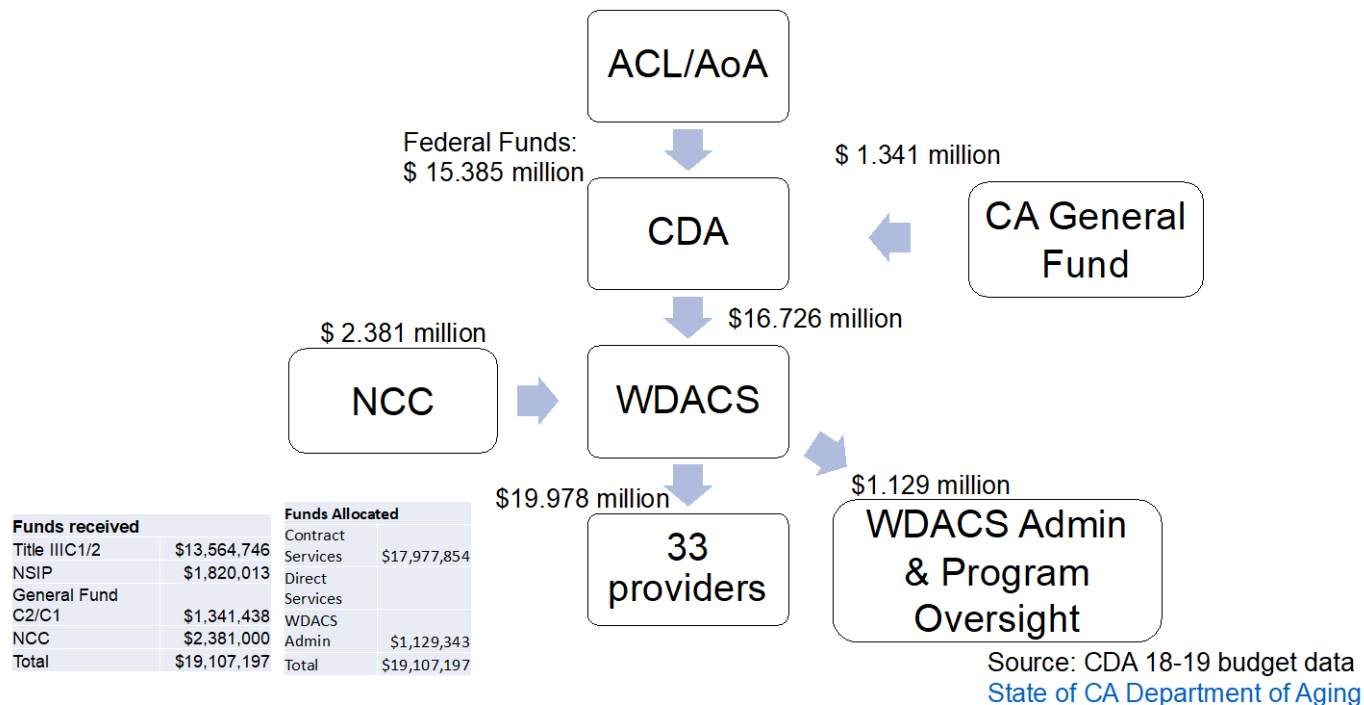
Other priorities identified by returning citizens included: assistance with finding jobs and learning job skills, transportation assistance, assistance with family reunification, and health care assistance including finding a doctor or mental health clinic, securing mental health medications, and support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

References

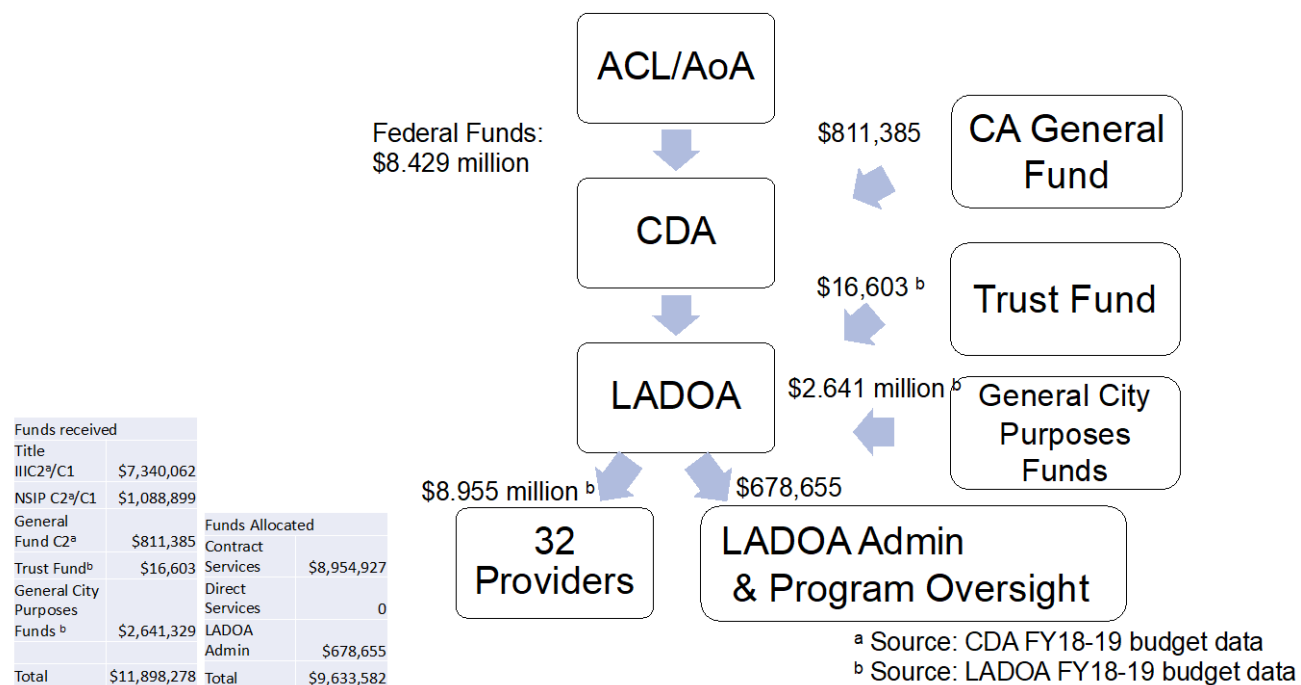
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Appendix L: Funding Flow of OAA programs

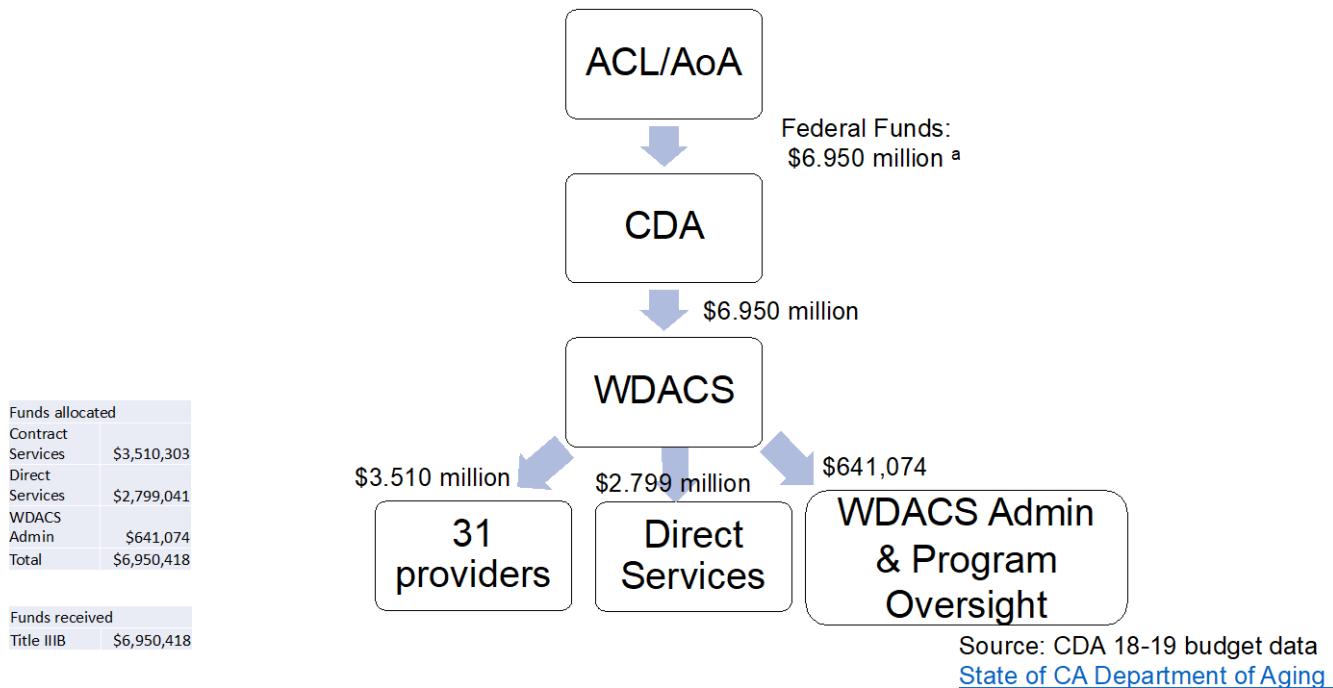
WDACS Nutrition Program Funding Flow



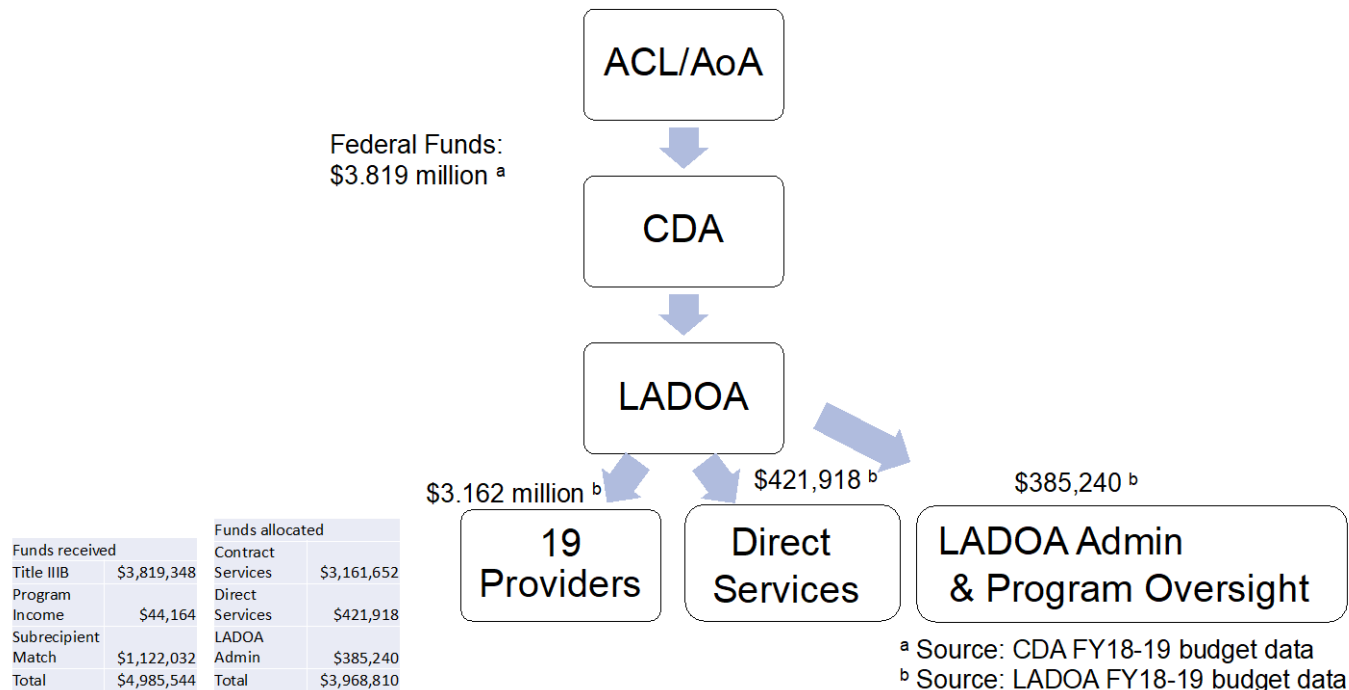
LADOA Nutrition Program Funding Flow



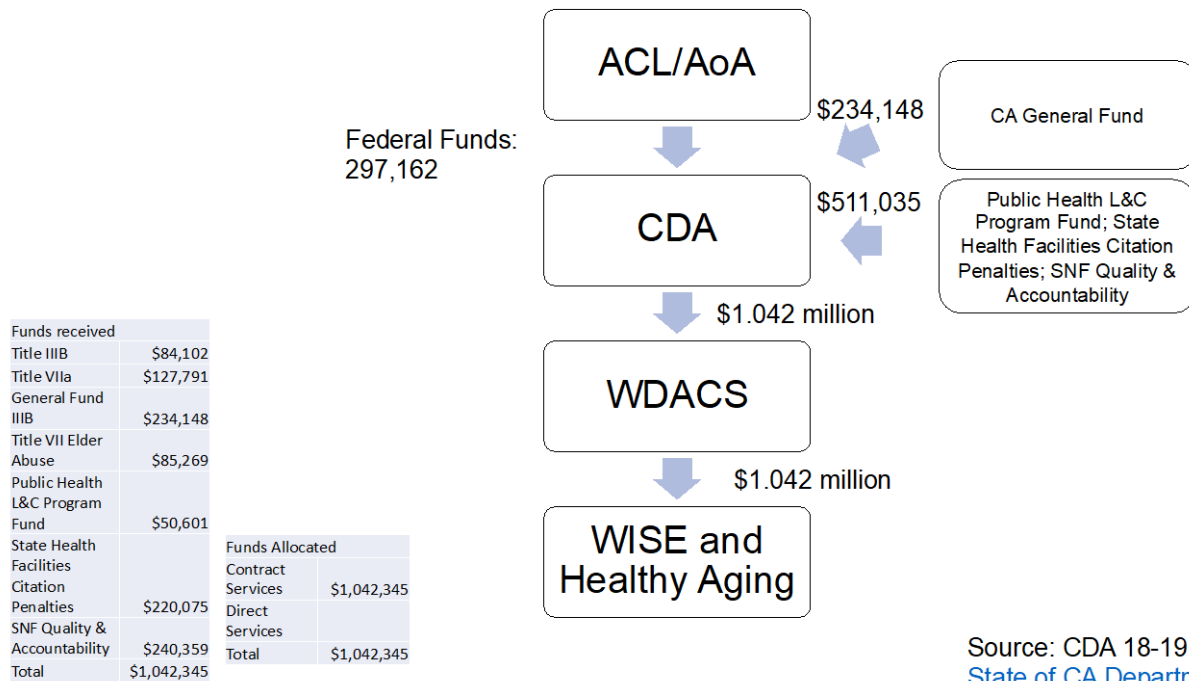
WDACS Supportive Services Program



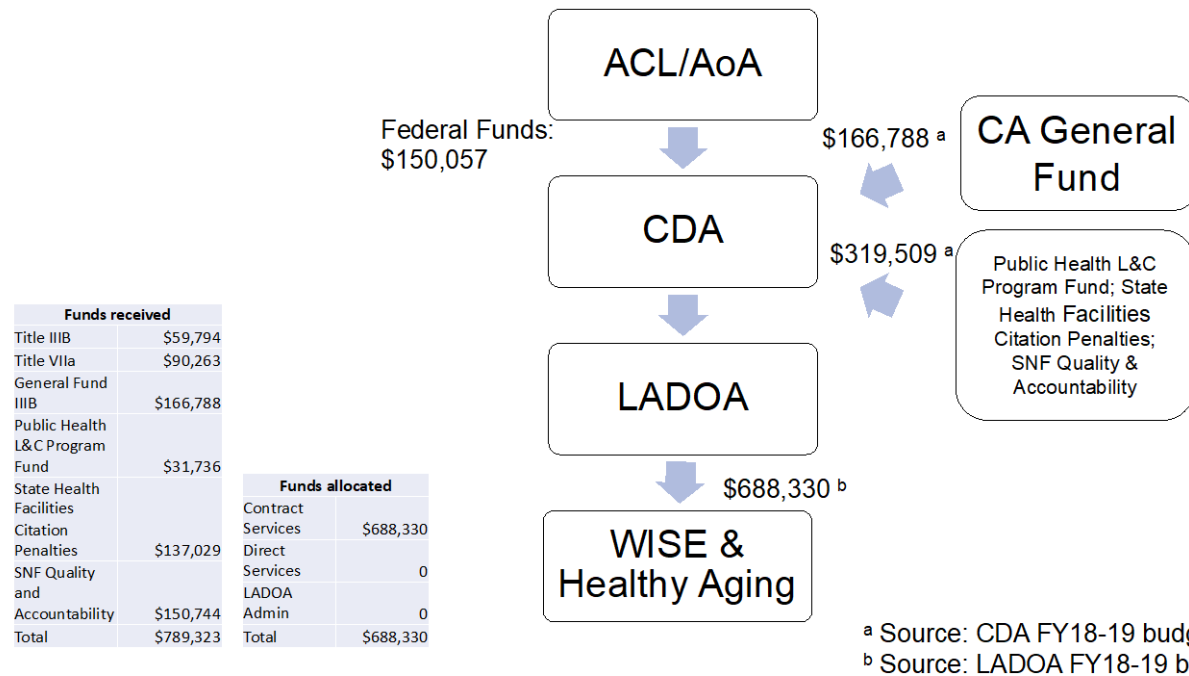
LADOA Supportive Services Program



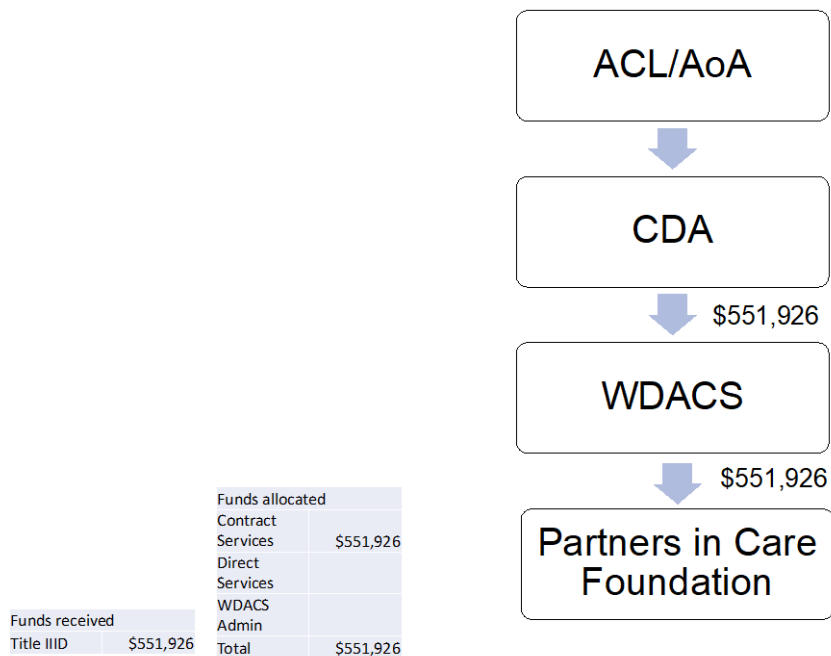
WDACS Ombudsman



LADOA Ombudsman



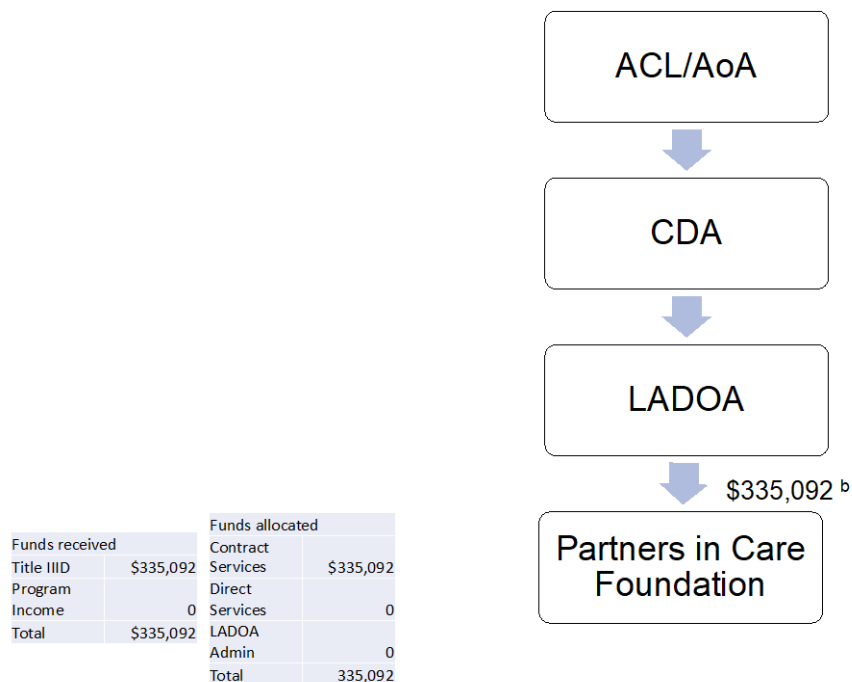
WDACS Disease Prevention & Health Promotion



Federal Funds:
\$551,926

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

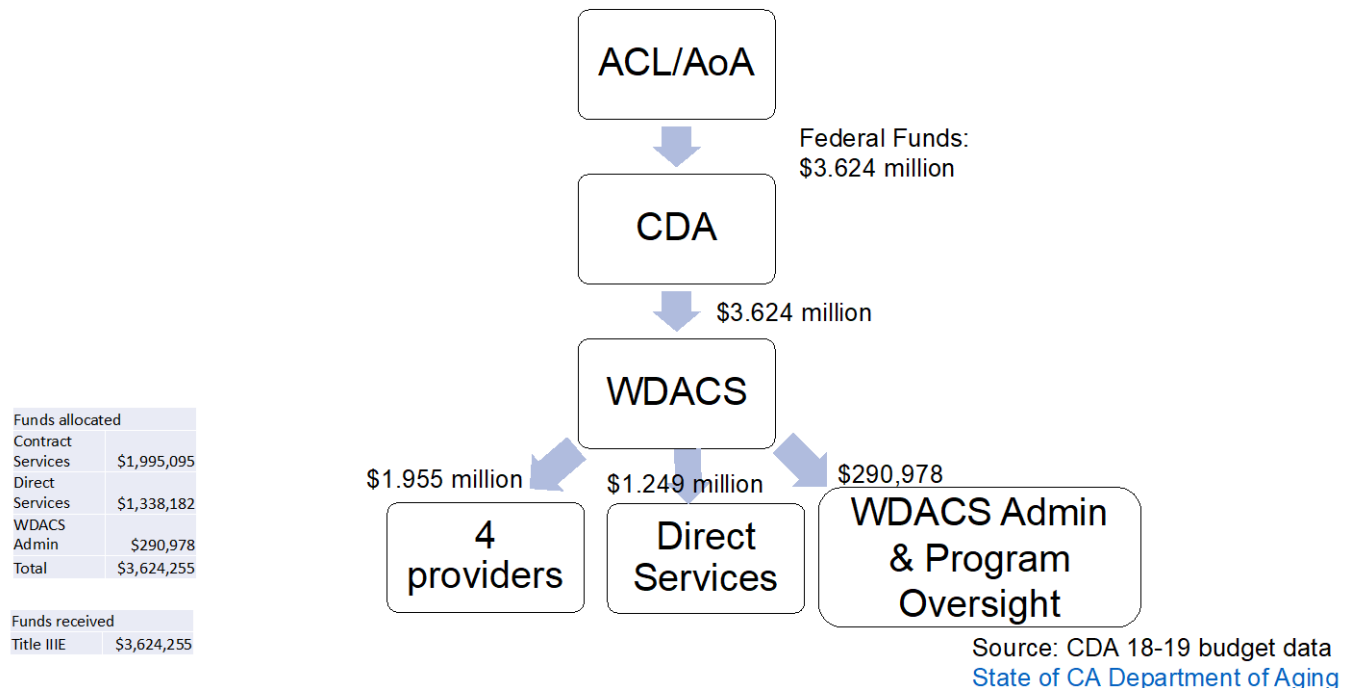
LADOA Disease Prevention & Health Promotion



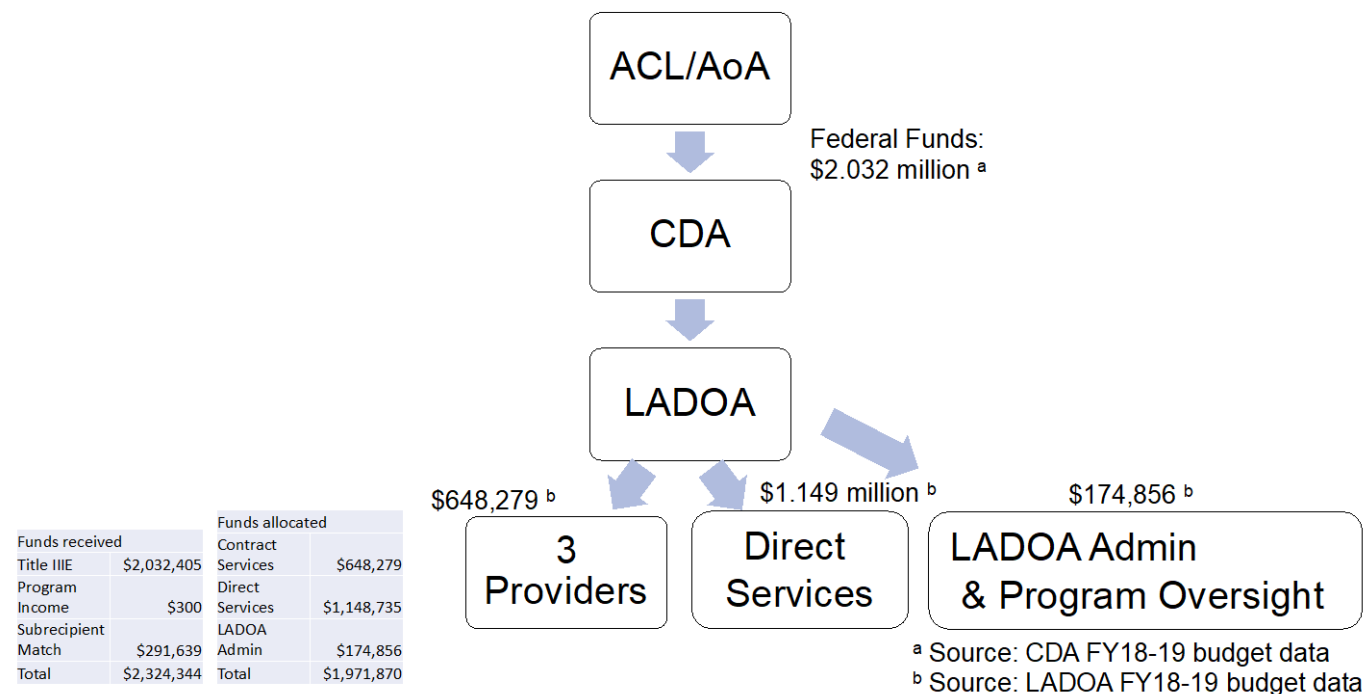
Federal Funds:
\$335,092 ^a

^a Source: CDA FY18-19 budget data
^b Source: LADOA FY18-19 budget data

WDACS Family Caregiver Services Program



LADOA Family Caregiver Services Program



Appendix M: Including IHSS in the department of aging

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

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

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

The four different IHSS programs

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

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

What services does IHSS provide?

Services include, but are not limited to:

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

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

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

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

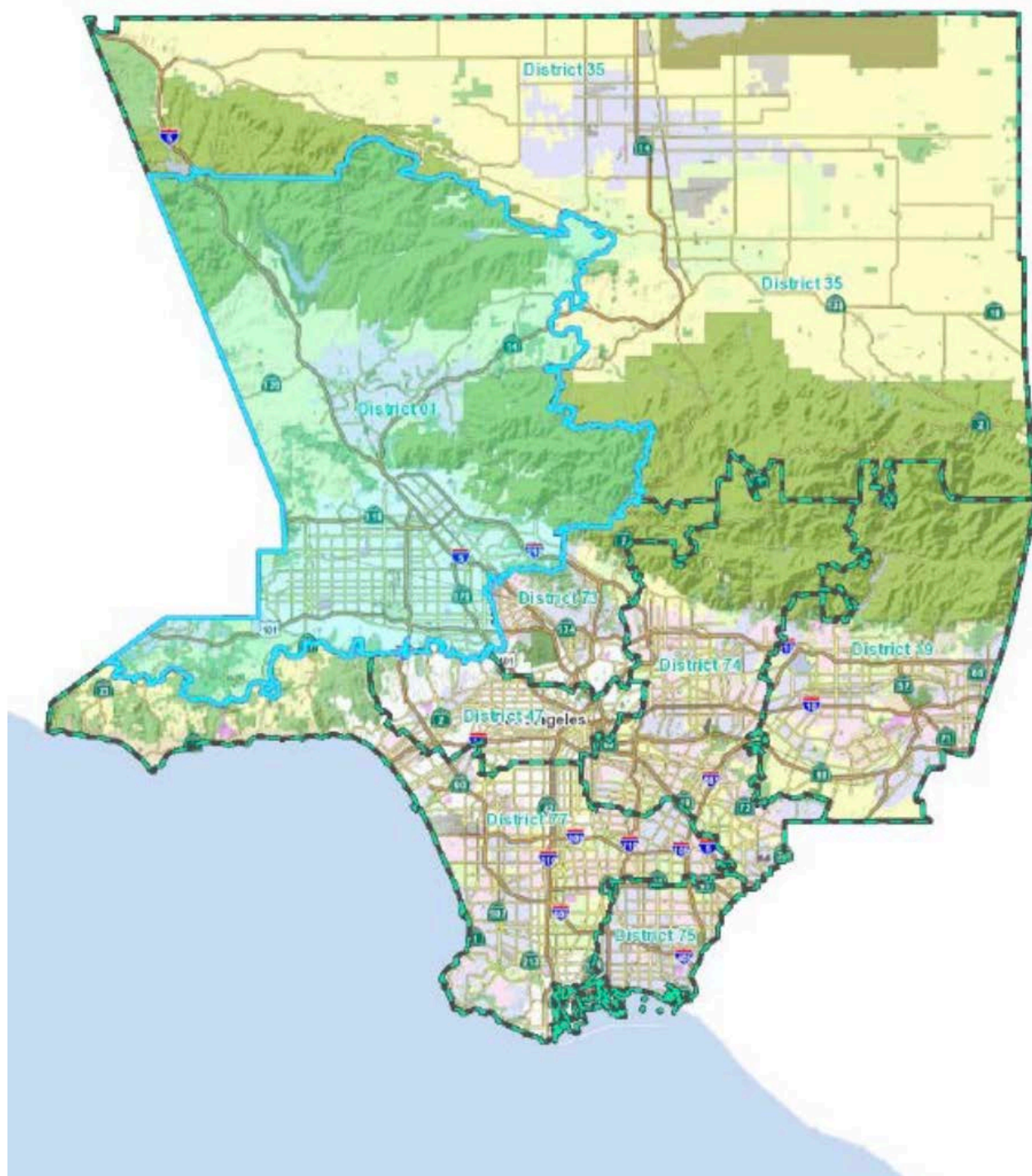
The IHSS Application and Assessment Process: Service authorizations are based on an initial assessment and reassessments are conducted every 12-18 months by an IHSS social worker in the person's home. The assessment determines the person's level of need for personal assistance with the services available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

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

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

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

Figure K.1. IHSS regions in Los Angeles County



Appendix N: WDACS Memoranda of Understanding

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