

WIOA Local
Workforce
Biennial
Modification

2019 -
2020

City of Los Angeles Workforce Development Board

City of Los Angeles Local Plan

PY2017-20 Two Year Modification

As of December 2018, the City of Los Angeles had a civilian labor force of 2,094,000 individuals, of which 96,900 (4.6 percent) were unemployed.¹ Although in 2018 the unemployment rate in the City was relatively low, many of the city's residents have been left behind. Overall, more than 22 percent of the population, age 25 or older, lack a high school diploma.² In some areas of the city, this rises to 30 to 50 percent.³ The lack of high school completion represents a common barrier to employment faced by many of those seeking assistance through both the Workforce Innovation and Opportunity Act (WIOA) Title I programs and the various social welfare programs we seek to partner with.

This document modifies the City of Los Angeles Workforce Development Board WIOA Local Workforce Plan 2017-2020, copies of which can be found at <http://ewddlacity.com/index.php/about-ewdd/plans-reports>. The modifications herein conform to the guidance and requirements issued by the State of California Employment Development Department and the California Workforce Development Board in Directive WSD 18-01, dated July 27, 2018 https://www.edd.ca.gov/Jobs_and_Training/pubs/wsd18-01.pdf. Specifically, this modification addresses how the Local Workforce Development Board (WDB) will integrate services for CalFresh recipients; Local Child Support Agencies (LCSAs) to provide workforce services to unemployed, underemployed, and payment-delinquent noncustodial parents; programs that serve individuals with disabilities; and services for English Language Learners, the Foreign Born, and Refugees.

Plan Development

In the development of this plan modification and strategies contained in the plan, the City of Los Angeles strongly supports Los Angeles County's strategies for aligning the workforce services provided under WIOA with a broad spectrum of social services programs, including specific strategies for CalFresh E&T and Non-Custodial Parents. The County of Los Angeles Board of Supervisors (Board) has established a Workforce Development Alignment Plan. The plan calls for the coordination of all County efforts to prepare and place residents into employment, and asks that these efforts, affected by multiple County departments, are fully aligned and leveraged with the Regional Planning Unit's (RPU's) region-wide workforce development system. To meet the goals of the alignment plan, the Board designated the Los Angeles County Department of Workforce Development, Aging and Community Services (WDACS) to serve as the lead in coordinating County department partnerships with the Los Angeles Basin Regional Planning Unit's (RPU's) seven (7) workforce development boards to align County training, employment, and social service programs with those of America's Job Centers of California (AJCCs) region-wide.

¹ California Employment Development, Monthly Labor Force Data, December, 2018.

² American Community Survey 2017

³ Measure of America, Portrait of Los Angeles County

CalFresh E & T (CFE) CalFresh programs are administered locally by the Los Angeles County Department of Public Social Services (DPSS). To this end, WDACS engaged DPSS, on behalf of the RPU, in planning to grow the County’s CFET program to serve more justice-involved, homeless and other high-risk job seekers by utilizing the programs and resources of AJCCs and their partners.

Partnerships that have been developed include those with the Los Angeles County Probation Department, employment social enterprises, adult schools, community colleges, and many others. As a result of these efforts, programs have been established, which are supported by funding that can now be used to leverage the CalFresh 50 percent reimbursement. On behalf of the RPU, WDACS has been meeting with DPSS to discuss feasibility and details related to modifying the County’s current CFET plan to the state to expand the County’s CFET program.

The baseline level of service provided by the County’s current CFET program includes six workforce services (job search, job club, workfare, education, vocational training, and post-employment services) provided to individuals considered employable General recipients. With the partnerships developed and non-federal funds identified by WDACS, the County’s current CFET plan has the potential to be modified to bring the number of services provided from six to eleven (see Table 1), and to expand CFET services to include adult and young adult homeless and justice-involved individuals.

CURRENT CFET COMPONENTS	CFET COMPONENTS WITH PROPOSED MODIFICATION
<p>Table 1</p> <ol style="list-style-type: none"> 1. Job Search 2. Job Club 3. Workfare 4. Education 5. Vocational Training 6. Post-Employment Services 	<ol style="list-style-type: none"> 1. Career Development & Employment Case Management 2. Personal Development Training 3. Supportive Services 4. Financial Literacy 5. Soft Skills/Life Skills Development 6. Basic Numeracy & Literacy 7. Transitional Employment 8. On-the-Job Training 9. Vocational Training 10. Pre-Apprenticeship & Apprenticeship Programs 11. Employment Retention Services & Incentives

CalFresh data indicates the City of Los Angeles is home to 92,773 CalFresh participants, a little over 45 percent of the 205,494 participants in the Los Angeles Basin region. Males make up 58 percent of the local CalFresh participants. Participants age 45 or older make up 35 percent, which may indicate a need for so-called older-worker services. Homelessness was experienced by 17 percent (15,980), while 15 percent lack English speaking and/or writing skills. About four percent (4,032) of participants are formerly incarcerated individuals.

Workforce services needed to help people receiving CalFresh succeed in the regional and local labor market, including those services that are eligible for 50percent federal reimbursement from CalFresh E&T, include:

- Opportunities/support for individuals experiencing homelessness;
- Opportunities for older-workers;
- Opportunities for the reentry population and for families involved with juvenile dependencies;
- Assistance with job search including:
 - Resume writing/interview skillsets;
 - Employment mentors/counselors;
- Digital literacy and computer skills.
- Work-Base learning activities to provide experience that will make clients much more marketable;
- Entrepreneur/Self Employment training, because self-employment continues to be an important source of jobs in the local area;
- Certification/Licensing opportunities for various occupations in the local labor market;
- Educational services such as General Equivalency Diploma (GED) courses; and
- Vocational English as a Second Language (VESL) training.

In addition to the barriers of age, homelessness, and limited English proficiency, CalFresh participants may also face:

- A lack of transportation;
- Involvement in the justice system; and
- A lack of desirable skillsets compatible to the current labor market.

For the CalFresh E&T participants-as well as for Child Supportive Services non-custodial parents; Competitive Integrated Employment; and Provisions to English Language Learners, the Foreign Born and Refugees-the local area plans to build upon the partnerships developed under the local LA:RISE system. LA:RISE is an innovative, collaborative partnership that unites the City and County of Los Angeles' Workforce Development System (WDS) with non-profit social enterprises and for-profit employers in order to help men and women with high barriers to employment get good jobs and stay employed.

Funded initially by the Department of Labor through a Workforce Innovation Fund grant, LA:RISE is building a pathway from unemployment to transitional employment to permanent work for youth or individuals who have been previously homeless or incarcerated. As a result of the program's early success, LA:RISE is now funded locally by a City of LA General Fund allocation, LA County Measure H, and WIOA and other workforce funding.

Through LA:RISE, social enterprises and workforce agencies work together to better prepare individuals both professionally and personally by providing paid work experience and personal supports such as housing, transportation, and legal services. Social enterprises partners include Chrysalis, LA Conservation Corps, Coalition for Responsible Community Development, Homeboy Industries, Goodwill SoCal, Downtown Women's Center, Digital Learning Academy, the Center for Living and

Learning, New Earth, and the Center for Employment Opportunities. By co-enrolling individuals into WIOA, LA:RISE is able to leverage funds and work more efficiently.

Specific to working with the homeless and reentry populations, after working in a transitional job at a social enterprise and leveraging training and services from an AJCC, individuals are placed at jobs in the private sector, in public-sector jobs in the City of LA, or in vocational training programs. Upon placement, they work with a retention partner for up to one year, who acts as a safety net in case barriers emerge on their path to self-sufficiency. Retention providers help people remain employed by providing wrap-around resources such as referrals to health, housing, and educational resources and coaching for personal development and financial capabilities to prevent job loss and lay the foundation for upward mobility. Personal Support Providers include LIFT, Friends Outside LA, Anti-Recidivism Coalition, and Restoration Law Center.

In a like manner, the local area seeks to expand the Los Angeles Performance Partnership Pilot (LAP3) to provide services and support for all AJCC participants, including CalFresh recipients; unemployed, underemployed, and payment-delinquent noncustodial parents; individuals with disabilities; and English Language Learners, the Foreign Born, and Refugees. The LAP3 strategy focuses on aligning four major public institutions in the area (the City of Los Angeles, the County of Los Angeles, the Los Angeles Unified School District, and the Los Angeles Community College District) and private sector partners such as the LA Chamber of Commerce, CBOs and philanthropic institutions to provide better outcomes for AJCC participants through training, supportive services, and wrap-around follow-up services to ensure job retention.

LAP3 Partners (Partial List)

California Community Foundation- LA-N-Sync
Coalition for Responsible Community Development
Conrad N. Hilton Foundation
Corporation for Supportive Housing
CSU5 (CA State Universities)
Los Angeles Area Chamber of Commerce
LA City Housing & Community Investment Department
Los Angeles Community College District
Los Angeles Conservation Corps
L A County Department of Children and Family Services
Los Angeles County Department of Mental Health
Los Angeles County Department of Public Social Services
L A County Economic Development Corporation
Los Angeles County Office of Education
Los Angeles County Probation Department
Los Angeles Homeless Services Authority
The Los Angeles LGBT Center
Los Angeles Opportunity Youth Collaborative
Los Angeles Public Library
Los Angeles Trust for Children's Health
Performance Excellence Partners, Inc.
The Right Way Foundation
Roberts Economic Development Fund (REDF)
YMCA of Greater Los Angeles
Youth Policy Institute

The City of Los Angeles is a partner with Los Angeles County in the INVEST program, a unique collaboration between WDACS, Probation and the Los Angeles Department of Health Services (DHS) that prepares adults on probation for permanent employment along a career pathway. Currently, the City operates one INVEST site and is looking to expand to 3 sites in PY2019-20. As part of the Prison-to-Employment (P2E) planning process, the partnership will also expand INVEST services to Adult Probationers who are CalFresh recipients. This expansion will allow the CFET program to maximize

intensive supportive services provided to the justice-involved population by DHS-subcontracted community-based organizations. The expansion will also maximize for CFET program participants the sector-pathway partnerships developed for INVEST, such as the Career Expansion, Inc. **program** to provide justice-involved individuals Building Trades Pre-Apprenticeship Multi-Craft Core Curriculum (MC3) 130-hour construction training that provides a pathway to registered apprenticeships and careers in the trades. As part of the INVEST program, Career Development Specialists and Business Services Representatives work hand-in-hand with Probation Officers who are co-located at select AJCCs. AJCC and Probation staff have received National Institute of Corrections Offender Workforce Development Specialist training on evidence-based practices in assisting former offenders into the workforce. AJCC staff and Probation Officers conduct regular INVEST outreach and recruitment at Probation Area Offices and work together to prepare and train probationers for employment, provide job retention incentives, and support career advancement.

The local area partners with local Community Colleges and local Adult School partners. Three of the City's AJCCs are collocated at education institutions (L.A. Trade Technical College, Los Angeles City College, and Los Angeles Valley College). The local area plans to partner with these schools to assist them in identifying, using and tracking their non-federal dollars to leverage the federal SNAP E&T 50% reimbursement for employment and training services offered to students who are CalFresh recipients. The local area is already in close partnerships with these schools to support and retain students from the City's target populations in sector pathway programs as they progress into livable-wage jobs.

The local area has also partnered with the Los Angeles Unified School District's Department of Adult and Career Education (DACE), collocating DACE's WIOA Navigators within AJCC centers to provide integrated service delivery for AJCC participants. DACE is the largest WIOA Title II provider in California and, as such, is an integral part of the workforce development system in the Los Angeles region, providing skill development services for adults with high barriers to employment including individuals with low literacy, low income families, veterans, and dislocated workers. In partnership with the City and County Workforce Development boards, DACE strategically aligns training services to be coordinated and complementary so that job seekers acquire skills and credentials that meet employers' needs. DACE aligns with WIOA by investing in the following strategies:

- **Sector Pathway Strategies:** Focused, active collaboration among businesses in a targeted industry sector and between workforce development partners provides a framework for developing strong career pathways for adult learners. Within the Los Angeles region, Workforce Development Boards bring stakeholders together on a regular basis to identify the needs of employers within a given industry sector and to determine the goals, action plans, policies, and service delivery models needed to meet those needs. To maximize impact on the regional economy, increase employment opportunities for students, and honor the efforts of workforce development partners, DACE aligns its programs and services with local industry sector goals, plans, and strategies.

- **Partnership with California Department of Corrections and Rehabilitation (CDCR):** The California Department of Corrections and Rehabilitation (CDCR) provides adult education programs for inmates at all 32 of its prisons. Since the passage of the Public Safety and Rehabilitation Act of 2016 (Proposition 57), the CDCR has been increasing partnership with educational agencies outside of the prison system to provide returning citizens with seamless reintegration pathways. To better support the approximately 500 formerly incarcerated individuals who relocate to the Los Angeles region on a weekly basis, DACE partners with CDCR and will work closely with state and local agencies to support the returning citizen community.
- **Employer Advisory Boards (EABs):** EABs provide valuable industry feedback that informs program design, course offerings, and curriculum development. EAB meetings create opportunities for networking with regional businesses which leads to strengthened partnerships, expanded externship programs, and increased employment opportunities. As a Circle Level Member of the LA Chamber of Commerce, LAUSD DACE will attend regional EABs and collaborate with local businesses to establish additional EABs in all industry sectors. This collaboration will improve system responsiveness to industry needs and maximize work-related outcomes for programs and students.

On behalf of the Los Angeles Basin RPU, WDACS is meeting regularly with DPSS to determine the details and time frame for expanding the County's CFET plan with the state. This plan expansion includes building upon an existing data-sharing agreement that would allow WDACS and potential third-party partners to verify the status of participants in programs whose funding will be used to leverage the federal reimbursement to expand CFET. WDACS is working with subject matter experts with significant expertise in federal SNAP E&T and California CFET to guide WDACS and DPSS in determining the best strategies to expand the County CFET program.

Department of Child Support Services Partnership

Child Support Services data for 2018 indicates the City of Los Angeles had 39,061 non-custodial parents (NCPs) who were delinquent in child-support payments, 91 percent of which were male. A disproportionate number of these were Hispanic (51%) and Black (31%), reflective of groups that locally face barriers to living-wage employment. Twelve percent of these non-custodial parents were incarcerated, and a majority fall between the ages of 28 to 50 years-old. Thirty to fifty percent of the adults in these groups lack a high school diploma, making economic security out of reach. The poverty rate is 21 to 35 percent (more than double the county-wide rate), and the median personal earnings are \$19,000 to \$25,000 annually. On average 65 percent of NCP households rent, spending more than 30 percent of their income on rent, with over a third spending more than half of their incomes on housing.⁴ About three in ten workers work in production, transportation and moving occupations, and 28 percent hold jobs in service occupations. Occupations in these categories tend to offer low wages, few benefits, and poor working conditions, as well as limited opportunities for advancement.

⁴ Measure of America, Portrait of Los Angeles County

Similar to the needs of CalFresh participants, NCPs need the following services and assistance to obtain employment:

- Opportunities/support for individuals experiencing homelessness;
- Opportunities for the reentry population and for families involved with Juvenile dependencies;
- Assistance with job search including:
 - Resume writing/interview skillsets;
 - Employment mentors/counselors;
- Digital literacy and computer skills;
- Work-Base learning activities to provide experience that will make the clients much more marketable;
- Entrepreneur/Self Employment training;
- Certification/Licensing opportunities for various occupations in the local labor market;
- Educational services such as General Equivalency Diploma (GED) courses; and
- Vocational English as a Second Language (VESL) training.

Studies, such as The Noncustodial Parent Employment Program: Employment and Payment Outcomes done by the Family Welfare Research and Training Group, show that inability to pay, rather than unwillingness to pay, is the root cause for non-payment of child support for NCPs whose incomes are low or whose employment is sporadic or nonexistent. NCPs need not only assistance in obtaining employment, but also support in progressing towards self-sufficiency. The cost of housing also impacts NCPs' ability to afford child support payments. Wraparound support for housing costs needs to be explored.

Strategies to increase engagement of non-custodial parents in workforce development services and career pathway employment opportunities include:

- Support and train AJCC and partner staff to increase the provision of coaching, pro-social habit development and system navigation;
- Develop common messaging and materials so that AJCCs, CSSD, and their partners are able to educate non-custodial parents on the impact of employment income on public assistance benefits and the advantages of being employed;
- Secure and braid funding with AJCC and partner programs to underwrite subsidized training stipends, intensive employment retention services, and incentives for non-custodial parents;
- Standardize processes for AJCC and partner referrals into mental health, housing services, parenting, dispute resolution and mediation services, and other resources that support parents;
- Grow partnerships with trade unions and trade union intermediaries to increase participation in pre-apprenticeship programs that include intensive supportive and wraparound services;
- Augment current cross-system, cross-agency trainings to increase the success of system-to-system referrals;

- Increase and coordinate business engagement to develop bridge job and permanent employment opportunities, achieve better assessment of skill needs and credentials/certificates valued, and facilitate partnership with education and training institutions for the development of trainings that meet business/industry needs; and
- Identify and develop more short-term, boot camp-type certification trainings designed to be conducted at AJCCs and work sites to help non-custodial parents gain quick skills to secure employment and advance within companies.

Chief among the specific barriers faced by non-custodial parents, who are delinquent in child-support payments, is the suspension and/or denial of permanent state-issued driver, business and professional licenses. The lack of these licenses makes it difficult to obtain or retain meaningful employment. The local Child Support Services Department (CSSD) and local WIOA Title I program administrators have collaborated to create a referral program in order to help remove barriers faced by NCPs. If enrolled through the AJCC system, NCPs that productively participate in services may have their license(s) reinstated, giving them a better chance to obtain employment and/or remain gainfully employed.

The CSSD and AJCCs utilize a common Non-Custodial Parent Consent and Release Agreement in which the NCP agrees to the sharing of personal information in order to assist in the obtainment of employment. The local area will adopt the Los Angeles County's Automated Referral System (ARS) to facilitate referrals from CSSD to the AJCCs. WDACS has developed an innovative Automated Referral System (ARS) to automate referrals from CSSD to AJCCs. CSSD staff complete an online application that electronically identifies the five closest AJCCs by geocoding the NCP's address. WDACS then directs the individual to the closest AJCC, unless a different AJCC is preferred. The ARS allows AJCC staff to notify CSSD that the referral has been received and if/when the referred individual has been enrolled into an AJCC workforce program. Once the individual is enrolled, all other data related to workforce program participation and outcomes are tracked in CalJOBSSM. WDACS then pulls data from both CalJOBSSM and the ARS to create monthly dashboards that provide WDACS, the AJCCs and CSSD data on program referrals, enrollments, training completions, employment placements, and demographic data.

The Child Support/AJCC Referral Program is an unfunded program and thus is fully supported by CSSD and AJCC leveraged resources. Participants who are homeless or justice-involved are co-enrolled in the LA:RISE and/or INVEST program, respectively, to be able to offer them supportive services, subsidized employment, employment retention supports, and other intensive services often required to assist those with barriers into employment.

Some NCPs may be undocumented individuals. So-called right-to-work requirements may present as a barrier to enrollment into WIOA Title I programs. Locally, AJCCs are required to identify a minimum of \$600,000 of non-WIOA dollars to support services within the AJCC. Depending on the requirements of these additional funds, these

dollars may be available to support workforce services for non-WIOA eligible participants.

Recruitment can be challenging because NCPs often have a distrust of government agencies in general and the child support system in particular. For many, the garnishing of wages for the payment of delinquent child support acts as a disincentive to seeking traditional employment (as opposed to the “underground economy”). Programs working with low-income NCPs may benefit from including a component to educate participants and help them navigate the child support system, as many do not understand how the child support system works and what supports are available.

Currently the relationship between CSSD and the AJCC is mostly informational, providing participants basic information about each other’s programs and formal referrals. Meaningful engagement will require bringing partners together in ongoing forums to discuss mutual needs and to develop best-practices for providing services.

As stated previously, the local area plans to expand on the relationship with LAUSD DACE and the partnerships established under the local LA:RISE and LAP3 programs to ensure all AJCC participants, including NCPs, are provided coordinated workforce and related training and education services, are provided the support necessary to remain in these programs, and are retained in employment.

Competitive Integrated Employment Updated Partnership

At the Los Angeles Area Department of Rehabilitation (DOR) Local Planning Agreement (LPA) partner meeting on October 17, 2018, all LPA partners agreed that DOR, the regional centers, and the school districts needed to rely on the AJCCs to a much greater degree to conduct employer recruitment and engagement for shared efforts. As such, the local WDB and/or City staff will attend the ongoing partnership meetings of each appropriate LPA to determine the AJCC business outreach and engagement tools, strategies and marketing materials that can be leveraged by the LPA to create more opportunities for the ID/DD population.

The local area has provided ongoing training and support to AJCC staff including, but not limited to, Legacy Disability Training, Customer Service, ‘How to’ on self-disclosure, and case management. Legacy Disability Training focuses on effective practices that enable AJCC staff to provide comprehensive employment services to persons with disabilities. Legacy training consists of 7 online modules and 3 days of live training. The live training covers Introduction to Disabilities (Cognitive, Mobility, Communication, Vision, Psychiatric, Substance Dependence and HIV/AIDS). Training also covers Barriers to Employment, Employer Considerations, Customer Service and case studies with successful outcomes.

The local area collaboration between Department of Rehabilitation (DOR) and AJCC Disability Coordinators is in place to effectively identify ways to better serve people with disabilities in an efficient and seamless manner. The collaboration includes Disability Coordinators from all 16 local AJCCs and DOR staff such as Employment Coordinators and Counselors from the Los Angeles, Valley and South Bay areas. Some of the

objectives for the collaboration include opportunities to Leverage Resources, eliminate the duplication of services, continuously strengthen the partnership by sharing of information, and increase the number of referrals to and from each other's programs. AJCC and DOR staff have been cross-trained, ensuring everyone has a general understanding of all resources and services available through each partner. The collaboration meets bi-monthly and includes anywhere between 30-35 staff members from AJCCs and DOR. Additional partners participating in these meetings include: Certified Work Incentive Counselors, the Social Security Administration, the Employment Development Department, the Braille Institute, Maximus, the Los Angeles County Department of Mental Health, and the City of Los Angeles Department on Disability. Each meeting includes a segment for updates, sharing of best practices and challenges to the collaboration. DOR representatives work directly out of the AJCCs and actively attend orientations to provide information on available services or, in cases where DOR staff are not present or readily available, AJCC staff facilitates appointments with the local DOR office as appropriate. Currently, all AJCC orientations include information on working with and supporting veterans and people with disabilities.

Provisions to English Language Learners, the Foreign Born and Refugees

In partnership with the Los Angeles Unified School District (LAUSD) Division of Adult and Career Education (DACE) local AJCCs provide services to address both the language skills training needs of these populations, aligning training services to be coordinated and complementary so that job seekers acquire skills and credentials that meet employers' needs while obtaining English language skills specific to the targeted career. The AJCCs and DACE share the goal of improved services to employers that ensure the training system is job-driven, matching employers with skilled individuals. Both seek to align with regional sector strategies by establishing Workforce Partnership meetings and expanding Employer Advisory Boards to ensure participant training aligns with employer needs and trainings necessary for advancement are made available.

The local area will adopt and facilitate the WIOA AJCC Job Search Referrals process established by the Los Angeles County Department of Social Services (DPSS). In alignment with WIOA, DPSS is cooperating with local AJCCs by referring Greater Avenues for Independence (GAIN)/Refugee Employment Program (REP) participants for job search services. GAIN/REP staff will initiate formal job search services for these participants who are job ready, have completed Vocational Assessment and are currently participating in Transitional Subsidized Employment (TSE). Participants who are in the last three months of their assignment, which includes approved job search, will be referred to the local AJCC, with a goal to assist GAIN/REP participants to secure unsubsidized employment and achieve self-sufficiency.