



Targeted Local Hire Working Group REPORT 16-06

Date: October 26, 2016

To: Targeted Local Hire Working Group

From: Personnel Department Staff

Subject: Summary of Program Development Completion and the Targeted Local Hire Program Document

Recommendation:

That the Targeted Local Hire Working Group:

- a) Receive and file staff's summary of program development completion; and
- b) Approve the Targeted Local Hire Program Document.

Summary:

The framework for the Targeted Local Hire Program (the "Program") has been developed as a result of significant collaborative efforts involving the Coalition of Unions, the Office of the Mayor, the City Council (specifically, the Council Offices of Paul Krekorian, Marqueece Harris-Dawson, and Herb J. Wesson, Jr.), the Office of the City Administrative Officer (CAO), the Office of the Chief Legislative Analyst (CLA), Economic Workforce Development Department (EWDD), and the Personnel Department.

Upon conclusion of over 50 meetings and discussions, the development phase of the Program has been completed. The Program now pivots towards the implementation phase, with soft launch of the Program to pilot January 2017.

This report contains the summary review of the development phase of the Program and provides the completed Targeted Local Hire Program Document for implementation.

Discussion:

I. DEVELOPMENT PHASE: Summary of Completion

The Targeted Local Hire Working Group ("Working Group") was established in accordance with the Letter of Agreement between the City and the Coalition of Unions (signed December 2015). The Working Group was led under the guidance of Ms. Jackie Goldberg, former City Councilmember, Los Angeles School Board member, and former California Assembly member. With support from the Personnel Department, the Working Group was tasked with establishing an operational framework for a Targeted Local Hire Program.

The Working Group members are as follows:

	Working Group Member	Alternate Member(s)	Office/Entity
1	Cheryl Parisi	Alice Goff	AFSCME
2	Teresa Sanchez		AFSCME
3	Carmen Hayes-Walker		AFSCME
4	David Sanders		SEIU
5	Molly Rhodes		SEIU
6	Rudy Guevara		SEIU
7	Chris Hannan		LA/Orange Counties Building & Constructions Trades Council ALF-CIO
8	Gavin Koon	Hanns Russo	International Union of Operating Engineers
9	Lisa Salazar	Alma Guerrero	Mayor's Office
10	Anna Hovasapian	Matthew Hale	Council District 2 (Krekorian)
11	Bernard Dory	Steve Garcia	Council District 8 (Harris-Dawson)
12	Edward Johnson		Council District 10 (Wesson)
13	Miguel Santana	Jody Yoxsimer Maritta Aspen	CAO
14	Sharon Tso	Roy Morales Karen Kalfayan	CLA
15	Jan Perry	Robert Sainz	EWDD
16	Wendy Macy	Raul Lemus	Personnel

Since the Working Group was formally convened in early 2016, the following meetings have been held:

MEETING DESCRIPTION	NO. OF MEETINGS
Regular Meetings of the Working Group	12
Subcommittee Meetings	15
<i>Funded Vacant Positions and 900-Hours</i>	5
<i>Governance</i>	4
<i>Referral to Departments</i>	4
<i>Training</i>	1
<i>Outreach</i>	1
Outreach Meetings with CBOs and Agencies	40+ (and continuing)

Ms. Goldberg, members of the Working Group, and Program staff have met with or otherwise connected with over 40 community-based organizations (CBOs) and other local agencies (as indicated in previous Staff Report 16-05) and continues to meet additional CBOs and agencies recommended by labor partners, Council Offices, and other City departments.

II. IMPLEMENTATION PHASE: Targeted Local Hire Program Document

The completed Targeted Local Hire Program Document (Attachment A) organizes all approved Program components previously approved by the Working Group in a single document, and is attached for the Working Group's review. The Document will serve as a working Program guideline for all stakeholders going forward, including Personnel Department staff who will be responsible for the day-to-day administration and operation of the Program.

As the Program embarks upon its operational phase, staff will diligently work towards effective implementation by initiating the test phase of the Program in January 2017, rolling out the subsequent Phase I launch in March 2017, and coordinating the full launch by July 2017 (as previously reported in Staff Report 16-04).

Long-Term Tracking and Analysis of Program Performance Data

Program staff will additionally take strides in tracking and analyzing Program performance over time. Staff seeks to measure not only the rate at which employees are hired by City departments, but their successful transitions within the Program, and the rate and duration Program candidates are retained. As such, staff anticipates that true actionable data will not be available until at least one year upon initial launch. As such, on-going, periodic reporting will be provided to the Workforce Development Task Force ("Task Force") on a semi-annual basis as indicated in the Letter of Agreement. Staff believes this reporting schedule to be most reasonable for providing updates that will contain enough significance to be representative of the Program's long-term status.

III. ACKNOWLEDGEMENTS & CONCLUSION

The Program is greatly appreciative of the efforts of the Information Technology Agency (ITA) for its proactive role in partnering with the Personnel Department to define and seek the appropriate solution to support Program operations.

Moreover, the Working Group has completed a monumental task by way of mutual discussion and consent, with expert guidance from Ms. Goldberg and with the history of experience provided by the City's labor partners. Staff is indebted to the Working Group for its substantial time commitment to this endeavor and for its meaningful policy direction towards constructing the Program's comprehensive framework.

As the development phase has been concluded, it is recommended that the Task Force thank the Working Group for its work and provide direction as to when to re-convene the meetings of this body.

Submitted by: _____
Esther Chang

Approved by: _____
Vincent Cordero

TARGETED LOCAL HIRE PROGRAM DOCUMENT

Overview of the City of Los Angeles Targeted Local Hire Program



Prepared by the Personnel Department
October 26, 2016

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Attachments

Attachment A:	Public Works, Project Labor Agreement 2015-2020 (Excerpt)
Attachment B:	General Guideline for City Background Reviews

Version History

Original Version – October 26, 2016

Program Governance Reference Materials

Letter of Agreement – December 8, 2015

Executive Directive 15 – April 29, 2016

Targeted Local Hire Working Group, Staff Reports 16-01 through 16-06

I. BACKGROUND

On December 8, 2015, the **Coalition of City Unions** (the “Coalition”) and the **City of Los Angeles** (the “City”) signed a **Letter of Agreement** (LOA) wherein a mutual commitment was made to develop innovative workforce development strategies to meet the needs of City residents and stakeholders, strengthen delivery of City services, and provide career opportunities to local residents.

The LOA indicated that a **Targeted Local Hire Working Group** (“Working Group”) would be convened, to be comprised of an equal number of Coalition and City management representatives. The Working Group was led under the guidance of former City Councilmember **Ms. Jackie Goldberg**, with professional staff support provided by the Personnel Department.

The Working Group was tasked to design a functioning framework for a targeted local hire program. Initially, Working Group members considered similar programs which have existed in the City’s history, including Welfare to Work and City Jobs. Historically, these programs utilized the Vocational Worker and Office Trainee classifications, which were created by the Civil Service Commission as a result of labor negotiations and which were subsequently used by City departments with mutual consent between the City and labor. These classifications had proven to be an effective mechanism for departments to provide on-the-job training to individuals who lack technical skills and experience.

On April 29, 2016, Mayor Eric Garcetti issued **Executive Directive No. 15**, which again emphasized that the Program would focus on hiring and retaining local Angelenos from under-served communities. The Directive instructed all City departments to participate in this program.

As a result of numerous Working Group meetings and discussions, alternate job pathways were identified and the **Targeted Local Hire Program** (“Program”) was created. Through this Program, potential job candidates will be able to gain access to an alternate pathway to civil service jobs by way of on-the-job training periods.

The Program will provide opportunity to those that face significant barriers to stable employment, and will further the City’s vision for identifying innovative ways to attract, develop, and sustain an equitable workforce.

II. PROGRAM OVERVIEW

A. ADMINISTRATION

The City of Los Angeles, Personnel Department is responsible for the daily administration and operation of the Targeted Local Hire Program. This Targeted Local Hire Program Document (the "Document") will serve as a working guide for this Program.

B. TARGETED CATEGORIES

This Program targets vulnerable populations who traditionally face significant barriers to employment, such as:

- Formerly homeless
- Formerly incarcerated or on parole/probation, former gang members
- Disconnected youth, foster youth, transition age youth
- Veterans
- Residents from zip codes as designated by the Public Works, Bureau of Contract Administration within their Project Labor Agreements (see *Section IV* and *Attachment A*)
- Individuals identifying as LGBTQ
- Individuals with disabilities
- Older Workers protected under the Age Discrimination in Employment Act of 1967 (ADEA)

C. PROGRAM JOB CLASSIFICATIONS

The following are the initial classifications to be used for this Program:

Category	Job Classification
On-the-job Training Classifications	<ul style="list-style-type: none">• Vocational Worker (3113)• Office Trainee (1101)
Probationary or "Assistant" Classifications	<ul style="list-style-type: none">• Office Services Assistant (1360)• Assistant Gardener (3142)• Assistant Tree Surgeon (3150)• Custodial Services Assistant (3149)• Garage Assistant (3528)• Maintenance Assistant (3108)

Category	Job Classification
Target Civil Service Classifications	<ul style="list-style-type: none"> • Administrative Clerk (1358) • Custodian (3156) • Garage Attendant (3531) • Gardener Caretaker (3141) • Maintenance Laborer (3112) • Tree Surgeon Assistant (3151)

i. On-the-Job Training Classifications

Vocational Workers and Office Trainees hired through the Program must successfully complete the on-the-job training period in order to move forward to the applicable “Assistant” classification. In accordance with *City Charter Section 1005*, the performance of individuals hired into the Vocational Worker or Office Trainee classifications will determine whether they can successfully perform the duties of the targeted “Assistant” classification in which they were hired in-lieu. Individuals hired as Vocational Worker or Office Trainee are exempt from Civil Service during this period.

a. Vocational Worker

Candidates who are selected for hire as Vocational Workers will be appointed to an exempt position. Vocational Worker positions in the City have been exempted from Civil Service, as provided for by *Los Angeles City Charter Section 1001(d)(1)* which allows for exemptions of unskilled laborers. Exemption of all Vocational Worker positions were approved by the Civil Service Commission on February 25, 2016 and subsequently approved by the City Council on April 19, 2016 (see Council File #16-0240).

b. Office Trainee

Candidates who are selected for hire as Office Trainees will be emergency appointed to the classification. Emergency appointments are provided for by *Charter Section 1013* and *Civil Service Rule 5.27* and are made by the appointing authority, upon approval of the Personnel Department General Manager.

During the on-the-job training period, Vocational Workers and Office Trainees will receive pay that is equivalent to the first step trainee level of the selected Assistant classification.

ii. “Assistant” Classifications

Upon request by a City department, the Personnel Department will administer a civil service examination in order to appoint Vocational Workers and/or Office Trainees into the applicable Civil Service “Assistant” classification, in accordance with *Charter Section 1005*.

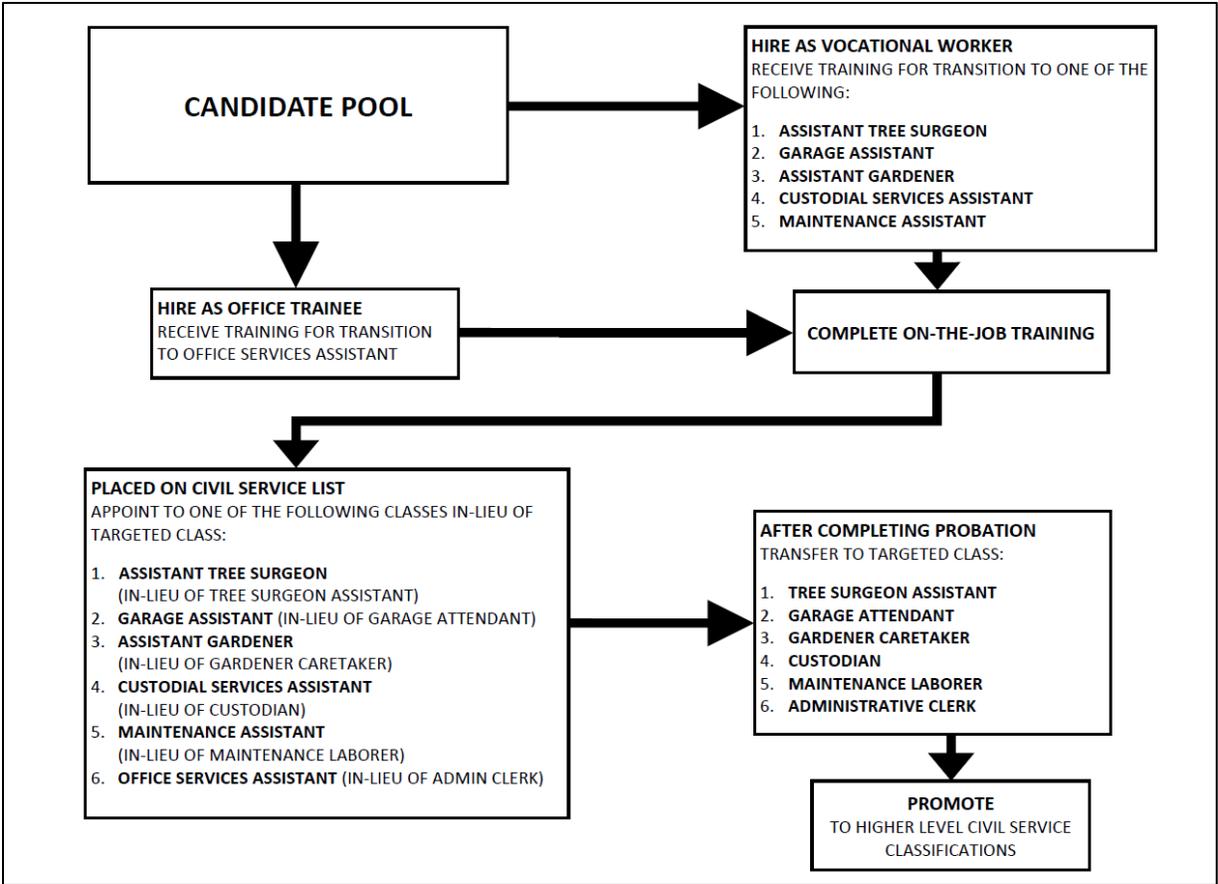
The Civil Service examination for the “Assistant” classifications will be an application review wherein candidates will indicate they fulfilled the requirement of successful performance during the on-the-job training period as a Vocational Worker or Office Trainee. Individuals who meet the requirements of the job bulletin for the applicable “Assistant” Civil Service classification will be placed on an eligible list in accordance with Charter Section 1008.

Upon request by a City department, the General Manager of the Personnel Department will certify the eligible list for the “Assistant” Civil Service classification per *Charter Section 1010*. Individuals may then be appointed to the targeted “Assistant” Civil Service classification in accordance with the *Civil Service Rules* and in compliance with *Charter Section 1004*.

Those employed in an Assistant classification will continue to receive pay at the first step trainee level until the probation period is successfully completed.

iii. Target Civil Service Classifications

Upon appointment to the applicable “Assistant” classification, individuals will need to successfully complete a civil service probationary period. Once the probationary period is completed, individuals will be transferred into the applicable target civil service classification in accordance with *City Charter Section 1014*. The target classifications are the classifications of jobs that are normally used Citywide. Once an individual has been transferred to the target classification, he/she has successfully transitioned to regular, full-time City civil service.



D. JOB ADVANCEMENT TIMELINE

i. On-the-Job Training

Once an employee is hired as an exempt Vocational Worker or Office Trainee, the employee will serve a six (6) month on-the-job training and assessment period. The employee must successfully complete this on-the-job training period to be considered for appointment to an "Assistant" classification.

ii. Civil Service Probationary Period

Once appointed to a position in the "Assistant" classification, an employee will serve a six (6) month civil service probationary period as an Assistant. The length of time for the probationary period is in accordance with *Civil Service Rule 5.26* and *City Charter Section 1011*, which indicate probationary periods for entry level classifications are to be six months, unless otherwise determined by the Civil Service Commission (up to a maximum period of twelve months). *Civil Service Rule 1.26* further indicates that the probationary period is the working test period during which an employee is required to demonstrate job

fitness by the actual performance of the duties and responsibilities of the position.

iii. Transfer to Target Classification

Upon successful completion of the probationary period at the Assistant level, the City department will request a Charter Section 1014 transfer (otherwise known as a 1014 transfer) for the employee from the Assistant classification to the targeted Civil Service classification. The Personnel Department will review and approve such transfer in accordance with *City Charter Section 1014*.

A 1014 transfer allows for reassignment to another classification without examination when an employee has completed a probationary period. An employee may be 1014 transferred to another classification should it not result in a promotion and should the employee meet the minimum qualifications of the classification he/she is transferring into, as also indicated under *Section 6 of the Civil Service Rules*.

TIMELINE FOR VOCATIONAL WORKER



TIMELINE FOR OFFICE TRAINEE



III. APPLICATION PROCESS

A. PROGRAM APPLICATION

All candidates must complete a Program Application and provide any additional requested information as indicated by the job announcement. Interested candidates must minimally have a Certified Referral from a Designated Referral Agency.

Note: Candidates with a conditional offer of employment and ultimately hired by the City are subject to a background check and must have a legal right to work; see Section V of this Document.

B. APPLICATION POOL

Program Applications that are correctly submitted will be added to the Application Pool. Acceptance of the Program Application into the Application Pool is not a promise or guarantee of City employment. Applications in the Application Pool will be **referred** to City departments for employment **consideration** as indicated in Section IV of this Document.

Candidates may only submit one unique Program Application and may request changes or updates to their Program Application subsequent to submission.

Program Applications are valid for one (1) year upon submission or until the applicant is hired by a City department, whichever occurs first. Upon expiration of a Program Application, applicants may re-apply to the Program. Upon hire with a City department, the candidate's Program Application will be archived and no longer active in the Application Pool.

Program Applications may be held for review at any time due to factors that may adversely impact applicants and Program candidates, current City employees, hiring departments, the Program, and/or the City of Los Angeles, or for any reason(s) otherwise that may be contrary to the intent of this Program.

C. APPLICATION SITE

Program Applications may only be filed at an approved Application Site. The current approved sites are noted below:

South Los Angeles
UAW-LETC WorkSource Center
3965 S. Vermont Ave.
Los Angeles, CA 90037
<http://www.letc.com/>
(323) 730-7900

Harbor/San Pedro
Harbor Pacific Gateway WorkSource Center
1851 N Gaffey St. #F
San Pedro, CA 90731
<http://www.pacific-gateway.org/harbor>
(310) 732-5700

Northeast Los Angeles
Goodwill WorkSource Center
342 N San Fernando Rd.
Los Angeles, CA 90031
<http://www.goodwillsocal.org/>
(323) 539-2000

Valley
El Proyecto del Barrio WorkSource Center
9024 Laurel Canyon Blvd.
Sun Valley, CA 91352
<http://www.wscalnetwork.org>
(818) 504-0334

West Los Angeles
JVS WorkSource Center
13160 Mindanao Way #240
Marina Del Rey, CA 90292
<http://www.jvsla.org/>
(310) 309-6000

Downtown Los Angeles/Pico Union
PACE WorkSource Center
1055 Wilshire Blvd #900A
Los Angeles, CA 90017
<http://pacela.org/>
(213) 353-1677

D. DESIGNATED REFERRAL AGENCY

The Program partners with a significant number of community based organizations (CBOs) and agencies around the City that will refer job-ready applicants to the Program. A Designated Referral Agency is approved by the Program to certify a CBO Referral Form for an applicant to provide at an Application Site.

Each Designated Referral Agency will determine whether a prospective applicant is prepared to participate in the Program and has the ability to succeed within the Program, and will certify as such by completing a CBO Referral Form for each prospective applicant. Where feasible, each Designated Referral Agency will be encouraged to provide on-going support to the candidate.

The Program will maintain an updated list of approved Designated Referral Agencies. The list of approved CBOs is subject to change at any time based on the operating needs of the Program, hiring departments, and/or the City of Los Angeles, or for any reason(s) otherwise that may be contrary to the intent of this Program.

IV. REFERRAL PROCESS

A. APPLICATION POOL TIERS

The Program's Applicant Pool will consist of Program Applications that have been successfully submitted and approved by Program staff. The Applicant Pool will consist of two (2) Tiers.

i. Application Pool – Tier 1

Tier 1 of the Application Pool will include the following currently identified under-served populations:

- a. Formerly homeless
- b. Formerly incarcerated or on parole/probation, former gang members
- c. Disconnected youth, foster youth, transition age youth
- d. Veterans
- e. Residents from zip codes as designated by the Public Works, Bureau of Contract Administration within their Project Labor Agreements
 1. The identified under-served zip codes refer to zip codes where the rate of unemployment is equal to or higher than the unemployment rate in the County of Los Angeles and/or where the median annual household income is less than the median poverty rate in the County of Los Angeles. Refer to Attachment A.
- f. Individuals identifying as LGBTQ
- g. individuals with disabilities
- h. Older workers protected under the Age Discrimination in Employment Act of 1967 (ADEA)

ii. Application Pool – Tier 2

Tier 2 of the Application Pool will consist of individuals who do not identify as any of the Tier 1 categories.

B. REFERRAL TO DEPARTMENTS

A City department may request to fill its vacancies with Program candidates by submitting a Referral Request form to the Personnel Department. For each Referral Request, the Program will generate a Referral List, comprised of candidates selected from the Application Pool based on the needs of the operating department, the preferences that the candidates stated on their online application, and their identified Tier.

i. Selection by Job Preference and Identified Tier

For each Referral Request, the Application Pool will first be filtered to match the needs indicated by the requesting department. This initial filter will match the job classification, shift and work environment preferences, and other fields as indicated on the Program Application, with the indicated needs of the hiring department.

Of those candidates, the Program will then randomly select five (5) candidates plus the number of vacancies indicated by the department to generate the Referral List.

For example, if the hiring department has two (2) vacancies, a total of seven (7) candidates will be referred to the hiring department for consideration (i.e., 5 + 2 vacancies = 7 candidates).

Eighty percent (80%) of the candidates on a Referral List will be randomly selected from Tier 1 and twenty percent (20%) of the referred candidates will be randomly selected from Tier 2. It should be noted that the referred number of candidates from Tier 1 will be rounded up if the percentage does not yield a whole number.

For example, if an operating department has two (2) vacancies, six (6) candidates would be referred from Tier 1 (i.e., 7 x 80% = 5.6), and one (1) candidate would be referred from Tier 2.

The Program will then forward the Referral List to the requesting department with accompanying contact information and applications. The Referral List provided to the requesting department will not contain information related to the applicants' Tier.

The requesting department may then proceed with its departmental selection process.

Candidates from a Referral List who are conditionally offered employment by the requesting department will be subject to a background check (refer to Section V of this Document). Once successfully hired, the employee is inactivated from the Application Pool. Should the employee be terminated subsequent to City hire, he/she will need to submit a new application to the Program for re-consideration.

Candidates not hired from a Referral List continue to be concurrently active in the Application Pool for other opportunities (until such time their Program Application expires or is otherwise inactivated).

V. CONDITIONS OF CIVIL SERVICE EMPLOYMENT

A. CITY BACKGROUND CHECK AND REVIEW

Once a candidate has been made a conditional offer of employment by a City department, he/she will be subject to a City background check and review. Background checks are reviewed in context of the nexus between the background history and the potential employment opportunity. For reference, a general guideline related to the City's consideration of this information is included in Attachment B.

B. LEGAL RIGHT TO WORK

All civil service employees of the City of Los Angeles must have a legal right to work in the United States.

**RELEVANT SECTIONS OF THE
CITY OF LOS ANGELES DEPARTMENT OF PUBLIC WORKS
PROJECT LABOR AGREEMENT (2015-2010)**

Complete document available online:

<http://bca.lacity.org/site/pdf/hiring/Project%20Labor%20Agreement%202015-2020.pdf>

1.26 “Tier 1” means zip codes within the City, identified in Article 7.4 of this Agreement, having at least 2 census tracts (or portions thereof) in which the median household income is less than 50% of the County of Los Angeles’ median annual household income, and/or where the unemployment rate exceeds 200% of the County of Los Angeles’ unemployment rate as reported by the most recent available U.S. Census Bureau data.

1.27 “Tier 2” means zip codes within the City, identified in Article 7.5 of this Agreement, having at least 2 census tracts (or portions thereof) in which the median household income is less than the County of Los Angeles’ median annual household income, and/or where the unemployment rate exceeds 100% of the County of Los Angeles’ unemployment rates as reported by the most recent U.S. Census Bureau data.

Tier 1 Zip Codes (as designated under Article 7.4)

90001	90012	90023	90043	90089	91411
90002	90013	90024	90044	90731	91605
90003	90014	90026	90047	90744	91606
90004	90015	90027	90057	91331	
90005	90016	90028	90058	91342	
90006	90017	90029	90059	91343	
90007	90018	90031	90061	91401	
90008	90019	90033	90062	91402	
90010	90020	90037	90063	91405	
90011	90021	90038	90065	91406	

Tier 2 Zip Codes (as designated under Article 7.5)

90025	90048	90305	91042	91340	91601
90032	90064	90405	91302	91344	91602
90034	90066	90501	91303	91345	91604
90035	90068	90502	91304	91352	91607
90036	90230	90710	91306	91356	
90039	90232	90717	91311	91364	
90041	90247	90745	91316	91367	
90042	90248	90810	91324	91403	
90045	90265	90813	91325	91423	
90046	90272	91040	91335	91505	

GENERAL GUIDELINE FOR CITY BACKGROUND REVIEWS

Once a candidate has been made a conditional offer of employment by a City department, he/she will be subject to a City background check and review. Background checks are reviewed in context of the nexus between the background history and the potential employment opportunity.

The employment categories noted below have been established to provide a framework, which is not to be considered as all-inclusive, of areas of concern for various types of offenses for which the applicant or candidate has been convicted. Since job duties of many classes vary among job assignments, an applicant may be evaluated in more than one category.

Classes or positions involving:	<u>Potentially disqualifying offenses:</u>
Peace officers or carrying a side arm NOTE: <u>Any felony conviction</u> in this category is automatically disqualifying pursuant to Government Code Sec. 1029 or Penal Code Sec. 12021.	<ul style="list-style-type: none"> • Any narcotics offense • Manslaughter • Two or more minor offenses within the year • A history of minor offenses • Two or more drunk driving offenses • Three or more plain drunk offenses • Driver's license on probation, revoked, or suspended • On probation • Petty theft
Operation of automotive or construction equipment	<ul style="list-style-type: none"> • Repeated offenses for drunk driving or moving traffic violations • Any narcotics offense in excess of one minor conviction for personal use of marijuana
Custodial, warehousing, security, accounting, auditing, investing, licenses, permits, handling monies, and inspection and investigation activities	<ul style="list-style-type: none"> • Crimes against property and revenue • Any narcotics offense in excess of one minor conviction for personal use of marijuana
Routine access to private property	<ul style="list-style-type: none"> • Crimes against property • Crimes against the person
Routine contact with children	<ul style="list-style-type: none"> • Crimes against the person and public decency • Crimes against children • Any narcotics offense
Routine physical contact with the public	<ul style="list-style-type: none"> • Crimes against the person and public decency • Crimes against property • Any narcotics offense
All classes and positions	<ul style="list-style-type: none"> • Any conviction within the year for more than one minor offense • On parole for less than one year since release from prison • A history of convictions that suggests the absence of rehabilitation • Any conviction for workers' compensation fraud