

Monterey County Board of Supervisors

Board Order

168 West Alisal Street, 1st Floor Salinas, CA 93901 831,755,5066

Upon motion of Supervisor Alejo, seconded by Supervisor Phillips and carried by those members present, the Board of Supervisors hereby:

a. Received a report and recommendations from the Ad Hoc Committee of the Board of Supervisors on moving the Office of Employment Training (OET) programs to the Social Services Department; b. Authorized the County Administrative Office to reduce the position count in the Office of

Employment and Training by 8, as detailed below;

- c. Authorized the issuance of layoff notices to impacted employees no sooner than September 8, 2017;
- d. Directed the Human Resources Department to provide in-placement and out-placement services;
- e. Authorized budgetary adjustments in Fund 007, Budget Unit 8261 Office of Employment and Training as detailed below (4/5ths vote required); and,
- f. Directed the County Administrative Office to work with the Economic Development and the Department of Social Services to transfer oversight of the Office for Employment Training to the Department of Social Services upon completion of balancing budget measures and to return with structural and administrative actions by December 1, 2017.

PASSED AND ADOPTED this 29th day of August 2017, by the following vote, to wit:

AYES:

Supervisors Alejo, Phillips, Parker and Adams

NOES: None

ABSENT: Supervisor Salinas

I, Gail T. Borkowski, Clerk of the Board of Supervisors of the County of Monterey, State of California, hereby certify that the foregoing is a true copy of an original order of said Board of Supervisors duly made and entered in the minutes thereof of Minute Book 80 for the meeting August 29, 2017.

Dated: October 4, 2017

File ID: 17-0900

Gail T. Borkowski, Clerk of the Board of Supervisors County of Monterey, State of California

By_

Deputy



Monterey County

168 West Alisal Street, 1st Floor Salinas, CA 93901 831,755,5066

Board Report

Legistar File Number: 17-0900

August 29, 2017

Introduced: 8/24/2017

Version: 1

Current Status: Draft

Matter Type: General Agenda Item

- a. Receive a report and recommendations from the Ad Hoc Committee of the Board of Supervisors on moving the Office of Employment Training (OET) programs to the Social Services Department;
- b. Authorize the County Administrative Office to reduce the position count in the Office of Employment and Training by 8, as detailed below;
- c. Authorize the issuance of layoff notices to impacted employees no later than September 8, 2017;
- d. Direct the Human Resources Department to provide in-placement and out-placement services;
- e. Authorize budgetary adjustments in Fund 007, Budget Unit 8261 Office of Employment and Training as detailed below (4/5ths vote required); and,
- f. Direct the County Administrative Office to work with the Economic Development and the Department of Social Services to transfer oversight of the Office for Employment Training to the Department of Social Services upon completion of balancing budget measures and to return with structural and administrative actions by December 1, 2017.

RECOMMENDATION:

It is recommended that the Board of Supervisors:

- a. Receive a report and recommendations from the Ad Hoc Committee of the Board of Supervisors on moving the Office of Employment Training (OET) programs to the Social Services Department:
- b. Authorize the County Administrative Office to reduce the position count in the Office of Employment and Training by 8, as detailed below;
- c. Authorize the issuance of layoff notices to impacted employees no later than September 8, 2017;
- d. Direct the Human Resources Department to provide in-placement and out-placement services;
- e. Authorize budgetary adjustments in Fund 007, Budget Unit 8261 Office of Employment and Training as detailed below (4/5ths vote required); and,
- f. Direct the County Administrative Office to work with the Economic Development and the Department of Social Services to transfer oversight of the Office for Employment Training to the Department of Social Services upon completion of balancing budget measures and to return with structural and administrative actions by December 1, 2017.

SUMMARY/DISCUSSION:

Recommended actions modify the budget for the Office of Employment and Training (OET) to address reduced funding from Federal Workforce Innovation and Opportunity Act (WIOA) Adult and Dislocated Worker allocations. loss of a contract for serving youth in South County,

and increased operational expenses. OET currently as a 28 FTE's and with the recommended reductions of 8, the total will be 20. These funding challenges were brought to your Board during Budget Hearings held on June 5th, 6th and 27th, 2017 for consideration. At the June 27, 2017 Budget Hearing, your Board directed the formation of an Ad Hoc Committee to consider options to address reduced funding levels and for reorganizing placement of OET's WIOA service provision within the County structure. Staffing reductions that were recommended during the Budget Hearings were deferred until September 30, 2017.

Funding challenges have the following components:

1.	Department of Labor reduction in Adult and Dislocated Form	ula Funds	\$20	0,000
2.	Decrease in available "carry in" dollars from WDB FY16/17		\$47	0,671
3.	Salaries and Benefits 2.5% increase		\$10	0,000
4.	Proportionate Overhead costs		\$ 3	0,000
	Sub-Total for July 1, 2017	\$800,671		
5.	Loss of the Youth Grant for South Valley (4 staff July 2017)		\$	82,000

Total Budget Impact: \$882,671

More detailed information on funding challenges was included in the June 27, 2017 staff report to you Board (Attachment A).

To address these budgetary challenges the following 8 positions are recommended for elimination:

FTE Classification

- 1 Program Manager II
- I Management Analyst II
- 1 WIB Employment Program Supervisor
- 4 WIB Representative II
- I Office Assistant II

Total savings from these staff reductions are \$815,068. To make the funding difference, the Workforce Development Board has identified additional funding to provide technical assistance for the transition to Department of Social Services and close the remaining funding gap.

This reduction in staff position results in the need to provide layoff notice to the impacted employees. Recommended actions provide for layoff notice to be issued no later than September 8, 2017 with an effective date of upon completion of balancing budget measures. The Human Resources Department will work with impacted employees through the County's in-placement program.

To accomplish the transfer of the employees and function WIOA program delivery to the Department of Social Services, several administrative and budgetary conforming actions will be required. This includes restructuring in the organizational structure for the Department of

Social Services to Aging and CalWORKs Employment Services Branch to separate the functions of Aging and Adult Services from the CalWORKs Employment function. This separation will allow for the Deputy Director responsible CalWORKs Employments assume the WIOA functions to create a more integrated employment system to better serve the community. It will also allow the creation of the Aging and Adult Services Branch that focuses on the social service needs of the aging and disabled community. This organizational structure mirrors the organizational structure that was in place prior to the separation of OET from the Department of Social Services in 2012. It is anticipated that three additional positions will be needed to accomplish this reorganization with an estimated County General Fund contribution of \$78,000 in FY 2017-18 and \$105,000 in FY 2018-19. The Department of Social Services will work with the County Administrative and the Human Resources Department to accomplish the necessary actions and return to your Board by December 1, 2017 with necessary position and budgetary adjustments. However, administrative oversight within the existing structure will be implemented effective October 2, 2017.

OTHER AGENCY INVOLVEMENT:

Due to late submission of this Board Report, the CAO Budget and Analysis Division has not had adequate time to review for potential fiscal, organizational, policy, or other implications to the County of Monterey. The CAO Office will work with Social Services and the Budget Section on responding to any questions.

FINANCING:

This report recommends elimination of 8 FTE positions in the County budget, all of which are currently filled. Recommended actions will assist in supporting the Economic Development Department and the Department of Social Services limit exposure to County General Fund contributions.

Prepared by: David Spaur, x5387

Approved by: Manuel T. González, Assistant County Administrator, x3593

Attachments:

- 17-0692 June 27, 2017 Board Report
- Attachment A (CalWorks/DSS Program Overview)
- Atachment B (WDB/OET Program Overview)
- Attachment C (5/31/17 Response to BoS referral re: Potential OET reorganization into DSS)
- Completed Board Order

Attachments on file with the Clerk of the Board.

17-0692 No. 13.1



Monterey County Board of Supervisors

Board Order

168 West Alisal Street, 1st Floor Salinas, CA 93901 831.755.5066

Upon motion of Supervisor Salinas, seconded by Supervisor Alejo and carried by those members present, the Board of Supervisors hereby:

- Received report on Fiscal Year 17-18 funding for Office of Employment Training and Adult and Dislocated Worker program;
- b. Directed that a report back to the Board of Supervisors be provided on July 25, 2017; and
- c. Provided other direction to staff as appropriate.

PASSED BY CONSENSUS

Upon motion of Supervisor Salinas, seconded by Supervisor Alejo and carried by those members present, the Board of Supervisors hereby:

b. Appointed Supervisor Alejo and Supervisor Phillips to an ad hoc committee of the Board of Supervisors to develop a strategic approach to workforce training programs in Monterey County;

PASSED AND ADOPTED this 27th day of June 2017, by the following vote, to wit:

AYES: Supervisors Alejo, Phillips, Salinas Parker and Adams

NOES: None ABSENT: None

I, Gail T. Borkowski, Clerk of the Board of Supervisors of the County of Monterey, State of California, hereby certify that the foregoing is a true copy of an original order of said Board of Supervisors duly made and entered in the minutes thereof of Minute Book 80 for the meeting June 27, 2017.

Dated: July 5, 2017 File ID: 17-0692 Gail T. Borkowski, Clerk of the Board of Supervisors County of Monterey, State of California

By Denie Dancock Deputy



Monterey County

168 West Alisal Street, 1st Floor Salinas, CA 93901 831.755 5066

Board Report

Legistar File Number: 17-0692

June 27, 2017

Introduced: 6/21/2017

Version: 1

Current Status: Agenda Ready

Matter Type: General Agenda Item

- a. Receive report on FY17-18 funding for Office of Employment Training and Adult and Dislocated Worker program;
- b. Appoint an ad hoc committee of the Board of Supervisors to develop a strategic approach to workforce training programs in Monterey County;
- c. Direct that a report back to the Board of Supervisors be provided on July 25, 2017; and
- d. Provide other direction to staff as appropriate.

RECOMMENDATION:

It is recommended that the Board of Supervisors:

- a. Receive report on FY17-18 funding for Office of Employment Training and Adult and Dislocated Worker program;
- b. Appoint an ad hoc committee of the Board of Supervisors to develop a strategic approach to workforce training programs in Monterey County;
- c. Direct that a report back to the Board of Supervisors be provided on July 25, 2017; and
- d. Provide other direction to staff as appropriate.

SUMMARY/DISCUSSION:

This report is in response to direction given by the Board of Supervisors at the June 5 and 6, 2017 budget hearings. In general, the Board directed that staff clarify the funding reduction which placed 7 Office of Employment Training positions at risk for FY17/18. The Board also directed that staff report back on the possible reorganization of OET and Economic Development in order to ensure that the County maintains a viable, competitive work training program to benefit the community.

Funding for OET: The Office of Employment and Training (OET), a unit of the Economic Development Department, provides workforce training for youth, adult and dislocated workers. Funding for these programs is provided 100% from the Workforce Innovation and Opportunity Act (WIOA) administered by the U.S. Department of Labor. It is important to note that although OET employees are County employees, all funding for these positions is provided by the Federal government. The funding path is from the U.S. Department of Labor to the State of California to the local Workforce Development Board (procurer of service) to OET (service provider). Each year, OET receives a funding allocation from the Workforce Development Board (WDB) based upon two sources: 1) annual funding allotment for workforce training from the U.S. Department of Labor, and 2) funds not expended in the previous fiscal year, known as "carry in" funds. Thus, the OET budget is based upon a funding level provided to the Economic Development Department by the WDB. County general fund dollars have not historically been part of the OET budget.

In past fiscal years, unspent funds would be "carry in" funds added to the total dollar amount available for budgeting purposes to OET. For the FY17/18 budget, there was a reduced amount of "carry in" funding available from WDB in the adult and dislocated worker program due to the level of funding expended for training in FY16/17. Also, there has been a program wide reduction by the U.S. Department of Labor in the funding available for adult and dislocated worker training for the FY17/18 fiscal year. These two reductions, coupled with overhead costs and increases in salaries and benefits created an \$800,000 overall negative funding impact placing 7 positions at risk in OET.

Based upon information provided to the CAO from the Economic Development Director and the WDB Interim Director, the cost of impacts described above as related to the OET adult and dislocated worker proposed budget for FY17/18 are as follows:

1.	Department of Labor reduction in Adult and Dislocated Formula Funds	\$200,000
2.	Decrease in available "carry in" dollars from WDB FY16/17	\$470,671
3.	Salaries and Benefits 2.5% increase	\$100,000
4.	Proportionate Overhead costs	\$ 30,000

Total Budget Impact: \$800,671

During the FY17/18 budget hearings on June 5 and 6, 2017, the Board gave direction to augment the recommended OET budget by \$203,000 to fund the 7 at risk positions through the end of September in order to protect these employees in the short term while options for future organization and operation are developed. The Board also directed that staff report on the potential reorganization of OET and the Economic Development Department to increase the viability and competitiveness of the County workforce training programs.

Workforce Training Programs in Monterey County - Structure and Challenges: The County of Monterey operates two significant workforce training programs which serve the community. One is operated by the Department of Social Services (DSS) (see Attachment A) and the other is operated by the WDB through OET (see Attachment B). Both the WDB and OET are currently within the organizational structure of the County Administrative Office. There is a degree of overlap in the customer base of the DSS and the WDB/OET training programs although there are also significant differences in clientele. Both programs are challenged by declining Federal funding levels and there is a strong concern that these funding levels will continue to decline for the foreseeable future. The need for workforce training in Monterey County clearly exists. However, organizational structure and funding options need to be explored more fully and strategically. The opportunities for synergy and efficiency between the two programs should be explored and enhanced.

Another challenge particular to the WDB/OET relationship is that WIOA now requires competitive procurement of services, leading to a level of uncertainty within OET regarding its future operations. Recently, after a competitive process, the WDB awarded a contract for Youth Services in South County to Turning Point, Inc. This contract award places 4 filled OET positions at risk. A protest has been submitted to the WDB regarding this contract award. A 2-year waiver for the Adult and Dislocated Worker services is in place, but these will be required to be competitively procured in 2019; at that time, all WDB/OET programs must be

competitively procured, placing OET in competition with various local non-profits which conduct workforce training programs.

Although, one can argue that workforce training is more of a social services program within DSS, one can equally argue that these programs are part of the local economic development fabric and, as such, should be located within the Economic Development Department. Staff believes there is a strong need for a well thought out, integrated workforce training program which meets the needs of the residents and employers in Monterey County, regardless of where in the County organizational structure these programs are located. Additional background information is contained in a May 31, 2017 staff memo (Attachment C) in response to a Board referral examining the potential for reorganization of OET into DSS.

Ad Hoc Committee: The staff recommends that an ad hoc committee of the Board of Supervisors be appointed to review and recommend organizational options for an effective, coordinated and fiscally prudent workforce training program in Monterey County. Staff suggests that the ad hoc committee meet with appropriate stakeholders as soon as possible. Because this matter is time sensitive, staff recommends that the ad hoc committee report its recommendations to the Board of Supervisors at the July 25, 2017 meeting.

OTHER AGENCY INVOLVEMENT:

This report was prepared in consultation with the Director of Social Services, Director of Economic Development and the Interim Executive Director of the Workforce Development Board.

FINANCING:

There is no impact to the General Fund related to the actions recommended in this report. As noted in the attached May 31, 2017 memo to the Board of Supervisors, should the Board ultimately direct reorganization of OET into DSS, an annual General Fund contribution of \$345,000 would be required to provide adequate management and support positions to the DSS structure. Long-term costs of operating a workforce training program in the face of declining Federal funding are unknown at this time.

BOARD OF SUPERVISORS STRATEGIC INITIATIVES:

Enhancing and maintaining workforce training programs in Monterey County. This report supports the following strategic initiatives:

X Economic Development

X Administration

X Health & Human Services

_Infrastructure

Public Safety

Prepared by: Nicholas E. Chiulos, Assistant County Administrative Officer

Attachments:

- Attachment A (CalWorks/DSS Program Overview)
- Attachment B (WDB/OET Program Overview)
- Attachment C (5/31/17 Response to BoS referral re: Potential OET reorganization into DSS)

730 La Guardia Salinas, California 93901 *Ph.* 831 796-3320

Diana Jimenez, Branch Deputy Director Aging and CalWORKs Employment Services

DATE:

June 14, 2017

TO:

Nick Chiulos, Assistant County Administrative Officer

FROM:

Diana Jimenez, DSS Deputy Director

SUBJECT:

CWES Program Overview

CalWORKs Employment Services (CWES) Program Overview:

CWES is a time limited state mandated Welfare-To-Work (WTW) program that provides vital services and a holistic approach by assisting participants build a career pathway, remove employment barriers, and move toward self-sufficiency and off public assistance utilizing a variety of supportive services and extensive case management.

The case management includes: extensive appraisals and identification of social, poverty, educational, health, and mental health barriers to employment; referrals to appropriate service providers; development of effective Welfare-To- Work plans to assist families move toward self-sufficiency, and ongoing case management and support.

The CWES Program services include: job search, job readiness, and motivational workshops; job placement, High School Equivalency HSE/GED services, learning disability assessments and tutoring, vocational assessments; child care; transportation assistance and support for tools, uniforms, and educational material; mental health, substance abuse, and domestic violence counseling services; credit repair and support for clearing legal records; parenting classes; and housing assistance.

Current Organizational Structure:

Currently the CWES program is part of the Aging and Employment Services (ACES) Branch of the Department of Social Services (DSS). The ACES Branch is led by one Deputy Director who was promoted in October of 2016, and who was the previous CWES Program Manager for 15 years.

Within the CWES portion of the ACES Branch, there is a total of 87 full time positions that includes; one Program Manager, five analysts, eight Employment and Training Supervisors. Additional CWES staff include analysts, clerical support staff, and Employment and Training Workers II and IIIs. Please see attached organizational chart for details.

Budget:

The CWES Program has a FY 2016/2017 budget of \$19.9 million to support the 87 positions, and program mandates.

Please note that in the FY 17/18 four Employment and Training Worker positions were eliminated and \$1.1 million in contracted services were reduced due to pending budget cuts to the CalWORKs program.

Program Eligibility:

CWES is a state mandated program for recipients of the federal TANF program who are between the ages of 18 and 59. CWES Welfare-to-Work (WTW) participants must participate (unless they meet an exemption criteria) in the CWES program for a minimum number of hours per week (20/30/35) depending on their family composition to avoid being sanctioned.

Number of Customers Served:

As of May 2017, the total number of CWES participants was 2270, of which approximately 625 were exempted and 469 are sanctioned.

Supportive Services:

Supportive services provided to CWES participants include;

- Child care reimbursements using the regional market rates, and assistance locating a child care provider.
- Transportation reimbursements that includes bus tickets and mileage reimbursement to cover fuel costs and the operation and maintenance of the participants' vehicles.
- Ancillary assistance to cover education and work related expenses such as books, parking permits, clothing, and uniforms.

Supportive services also include **onsite**; group and individual behavioral health, domestic violence, and substance abuse counseling, high school equivalency classes, tutoring and testing, learning disability assessments and tutoring, parenting classes, and stress reduction classes.

Additional services include; credit repair, legal assistance for expungements, lifting of child support license holds, and housing assistance.

Community Partners:

We recognize the value of community partnerships to make a collective impact and help meet the needs of CWES participants to successfully transition off public assistance and onto employment. As such, we have collaborated with 18 different community agencies that includes:

Community Agencies-

- United Way
- Goodwill Industries
- Community Action Council
- Learning Time, Inc.
- Watsonville Law Center
- Sun Street Centers
- Housing Resource Center
- MILPA

Monterey County -

- Health Department
- Behavioral Health Department
- Family and Children Services
- Adult Protective Services-SSI/SSP
- Child Abuse Council
- Child Support Office

Education -

- Soledad School District
- Monterey Peninsula College
- Hartnell Community College
- First 5

EMPLOYMENT AND FAMILY STABILIZATION PROGRAMS:

We have implemented several initiatives to better promote and help families address barriers and achieve self-sufficiency. Two programs that we would like to highlight are the; Subsidized Employment and Family Stabilization programs.

Expanded Subsided Employment (ESE): The ESE program is a one to six month program that provides a
first step pathway into employment for CWES participants who lack work experience and includes: real
work experience, immediate job placement, supportive work environment, soft skills development, job
skills development, job retention training, value and benefit of earning a fair wage, meets program
requirements, concurrent employment barrier removal, and opportunity to secure unsubsidized
employment.

Between January 2014 and March 2017,

- 616 CalWORKs participants were enrolled in the ESE program and;
- \$1,720,570 was paid in wages (over \$2,750 per participant)
- 40% obtained un-subsidized employment and moved off cash aid public assistance
- 74% met required WTW participation requirements
- Family Stabilization (FS): The FS program was established to help CWES families in crisis and assist them
 stabilize their situation through extensive case management provided by a Multi-Disciplinary Team
 (MDT) consisting of CWES Workers, Child Protective Services, Community, and Domestic Violence Social
 Workers, Behavioral Health Counselors, and Housing Specialists.

The FS families face significant barriers such as homelessness, mental health, and/or substance abuse. The FS MDT team hold monthly joint meetings to address the families' needs and ensure they are collaborating and streamlining processes to help the families get needed resources to stabilize their crisis. Between December 2014 and December 2016.

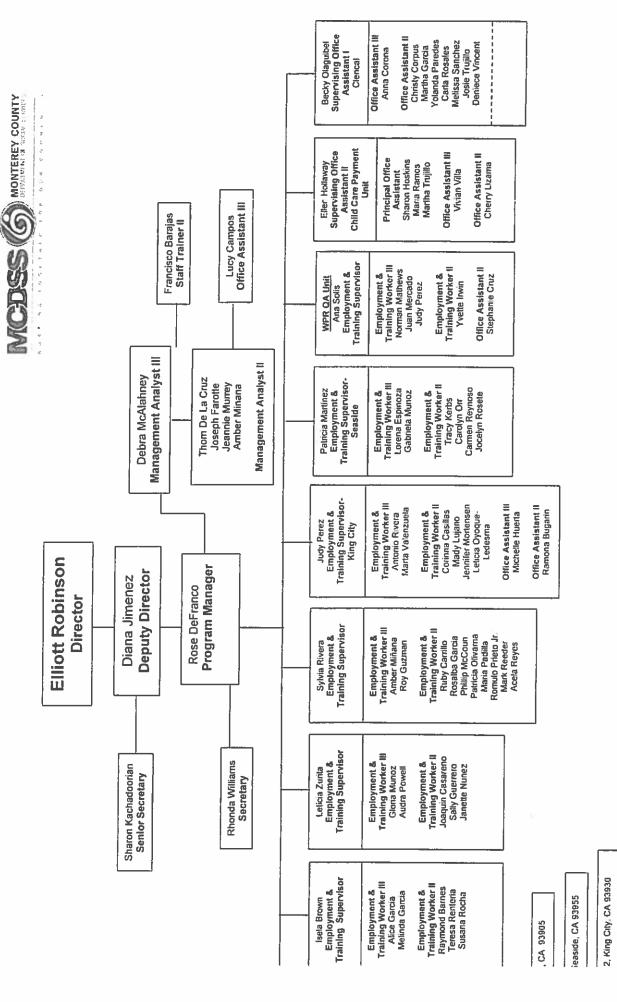
- 208 families were enrolled in the FS program
- 56 families received housing assistance
- 81 (40%) families became stabilized; most were stabilized within 3-4 months
- 115 (53%) transitioned off public assistance

PROGAM RESULTS:

CWES has been making significant and continuous progress over the last few years by increasing the Monterey County Federal Work Participation Rate (WPR). The target WPR goal of 50% participation was met in Federal Fiscal Year (FFY) 2016 and the new FFY is off to a strong start.

As important is the positive impact the CWES program has made to the families we serve by providing them with a holistic approach to addressing their needs and providing much needed resources and hope for a better day.

Monterey County Department of Social Services CalWORKs Employment Services





1441 Schilling Place North Salinas, CA 93901

(831) 796-6434 (831) 796-3321 Facsimile

www.montereycountywdb.org

MEMORANDUM

DATE:

June 19, 2017

TO:

Nick Chiulos, Assistant CAO

FROM:

Chris Donnelly, Interim Executive Director

SUBJECT:

Monterey County WDB Overview

Below is an overview of the Monterey County Workforce Development Board.

The Workforce Innovation and Opportunity Act (WIOA) took effect on July 1, 2015, which laid out a vision for federal workforce development and training programs to prepare an educated and skilled workforce that expand opportunities for workers and employers.

Empowered by the WIOA, the Monterey County Workforce Development Board (WDB) is responsible for setting policy, developing local and regional strategies, and directing the activities and oversight of employment and training programs offered through the America's Job Centers of California. In Monterey County, the WDB oversees three centers located in Salinas, Marina and Greenfield

- Members of the Monterey County WDB include business and community leaders building closer ties between the WDB members, State and local officials. In Program Year 2016-17, twenty-four (24) members, provide a broad base of local experience, represents diverse industries, and guides MCWDB staff in the development and implementation of targeted strategies and solutions to meet local workforce development needs.
- WDB members are representatives from private industry, public sector, and community-based organizations. Board composition represents HealthCare, Construction, Agriculture and Hospitality representing a strong alignment of business, labor, education, economic development Includes mandated partners, such as Adult Education, Community Colleges, Job Corps, Department of Rehabilitation, and the State of California's Employment Development Department (EDD).

The Monterey County Workforce Development Board aligns it mission with the guiding principles of the Workforce Innovation and Opportunity Act (WIOA) and the California Workforce Development Board strategic objectives.



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www.montereycountywdb.org

Three Policy Objectives

- 1. Foster Demand-Driven Skills Attainment
- 2. Enable Upward Mobility for all Californians
- 3. Align, Coordinate, & Integrate Programs & Services

Seven Strategies

- 1. Sector Strategies
- Career Pathways
- 3. Regional Alignment
- 4. Earn & Learn
- 5. Supportive Services
- 6. Integrated Service Delivery
- 7. Creating Cross-System Data Capacity

Key Strategic Goals, Strategies and Actions:

- 1. Employer Engagement Increase engagement with employers to meet workforce needs of priority sectors (local and regional)
- Aligning Career Pathways and Sector Strategies Increase number of individuals who obtain an industry-recognized credential or degree through career pathways aligned to regional sector strategies
- System Alignment and Accountability Support system alignment, service integration and continuous improvement that focuses on customer-centered service delivery

The workforce development system supports the development of strong regional economies and enhances performance accountability to better inform the business and community about programs and services that work.

The Monterey County WDB and America's Job Center of California service providers, work to ensure residents have the skills, training, and education to achieve their career goals and employers are able to hire and retain qualified employees.

Through the One Stop system, services are offered through an integrated, jobdriven approach to job seekers, including youth and those with barriers to employment, as well as to workers and employers.

Budget Overview 2016-17

In Program Year 2016-17 (July 1, 2016 through June 30, 2017), the Monterey County WDB's annual budget to support these efforts and the needs of our jobseekers and business community totaled \$9,920,084 in both formula funds (Adult, Dislocated Workers and Youth Programs) \$ 5,063,710 in addition to \$4,856,374 in discretionary grants from the County of Monterey Probation Department (Silver Star and AB109), the Department of labor and the State of California, Workforce Development Board.



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WIOA Program Services Overview:

The Monterey County Workforce Development Board (WDB) oversees the employment and training programs that operate under the America's Job Center of California. Programs and services are provided in collaboration with community partners, including the primary service provider, Office for Employment Training, a division of the Monterey County Economic Development Department and youth service provider Turning Point of Central California, all of which are funded in program year 2016-17.

In 2015-16, Monterey County' One Stop System proved service that ensured job seekers have the skills, training, and education to achieve their career goals, the America's Job Centers, provided services in Monterey County to 1,118 job seekers and placed 339 in occupational skills training and/or on-the-job training for a total training investment of \$979,483. During the same period, 172 youth were enrolled in work experience and/or occupational skills training, investing a total of \$444,709. The services most requested and provided to these participants include:

- Access to workshops (resume, interview, networking)
- Comprehensive guidance/counseling
- Job search and placement assistance
- Leadership development services
- Mentoring
- Pre-employment training
- Supportive services (work attire, transportation)
- Training occupational skills
- Training on-the-job
- Tutoring, study skills training and instruction
- Work experience (summer & year-round)

Business Services Overview:

The Business Service team serve the business community throughout Monterey County and are dedicated to providing workforce solutions and resources that are meaningful and valuable to employers.

As of May 2017, our team supported 941 businesses, pre-screened 364 job applications, referred 319 candidates to employers with job openings, hosted 53 job fairs and custom recruitment events, on-the-job training contracts with local area employers, and provided human resource support that made a positive impact on local businesses' profitability.

Businesses that were forced to downsize and lay-off employees, received information on resources and incentives that helped to support and aid in retaining their workforce as well as strengthen their business.

No cost services offered to businesses include:

Specialized job fairs & customized recruitment services



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- Customized and on-the-job training
- Job postings and human resource support
- Labor market information
- Meeting space for interviews
- Tax credit information

Performance Outcomes:

Over the past two program years, Monterey County Workforce Development Board has exceeded it goal on its local WIOA performance measures set by the Department of Labor for its adult and dislocated worker programs. (At a minimum, each local area must meet or exceed the 80% benchmark.) This demonstrates the WDB's commitment to continuing improvement of its coordinated and comprehensive workforce development system. The WDB continues to focus its programs on transitioning workers into high-wage, high-growth, and demand-driven jobs. Monterey County WDB also plans to put greater emphasis on its youth service providers to enroll and serve out-of-school youth and offer employment, work experience and or training services that are employer driven and linked to labor market demand.

Special Grants Overview:

In addition to the WIOA Title I Adult, Dislocated Worker and Youth primary programs, the Monterey County WDB has a strong history of raising revenues that help to maintain service levels by applying for competitive and discretionary grants throughout the year. In program year 2016-17, Monterey County WDB received funding to support the following special grants and projects:

Youth Ambassadors Program

This grant was funded through the Department of Labor, the Workforce Innovation Fund "Youth Ambassadors for Peace" project is a \$3 million multi-year grant. The grant intends to serve 240 at-risk youth, and provide program services to include paid/unpaid internships, work readiness training, personal money management, life skills education, mentoring and vocational training.

AB 109

Monterey County WDB continues to collaborate with the Monterey County Probation Department, the lead agency for the implementation of the AB 109 Public Safety Realignment Act special project, in partnership with the Department of Social Services. Services provided to individuals include ongoing personal, educational and career counseling, engagement in OET's Kick Start Ex-Offender Re-Entry Employment Program, assessment of workforce skills and abilities and to develop service strategies that encompass appropriate training, and placement in subsidized employment opportunities.



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Silver Star Program

The Silver Star program is a long-time collaborative effort with the Probation Department and other community-based organizations with a primary purpose to provide prevention services for youth and their families. The program's mission is to utilize a multi-agency collaborative of prevention and early intervention services to prevent and reduce gang association, membership and activities among youth ages 16 to 21 in Monterey County.

Regional Collaboration

Monterey County WDB received \$1,323,355 as the Regional Lead to support an action plan for Accelerating Income Mobility through Regional Collaboration, in partnership with the WDBs of Santa Barbara, Santa Cruz, and San Luis Obispo. The Slingshot project intends to develop a partnership of industry and community leaders dedicated to working together to help the healthcare industry grow and thrive in the Central Coast region that help to build and create a competitive and skilled workforce. In addition, MCWD as the Regional Lead for the four Workforce Boards, received funding to support the Regional Training Coordination of One Stop Staff and Partners, and to provide oversight of regional activities, required under WIOA. In addition to funding for an Preapprenticeship programs (Prop 39) and AB2060 grant to support job training programs for individuals recently release from incarceration.

ATTACHMENT A

Supplemental information related to Board of Supervisors Referral No. 2017.08 regarding OET reorganization

On April 25, 2017, the Board of Supervisors issued a referral (No. 2017.08) at the request of Supervisor Alejo to consider reorganizing the Office of Employment Training, currently under the Economic Development Department, to the Department of Social Services. This additional material serves as background information related to referral No. 2017.08.

Introduction:

Under the Workforce Innovation Opportunity Act (WIOA), the US Department of Labor provides funding for career and job training services to be delivered locally. Structurally, these career and job training services are directed by the Workforce Development Board (WDB) appointed by the Board of Supervisors. The composition of the 25 member WDB is specified under the WIOA and includes representatives from business, labor, education and non-profit organizations.

WIOA requires that the delivery of career and job training services be provided through a one stop delivery system managed by a One Stop Operator at the "One Stop Center."

At the present time, the Office of Employment Training (OET) currently provides both career and job training services to three types of WIOA recipients: Adults, Dislocated Workers and Youth.

Competitive Process Required:

Recent changes in the WIOA require that the One Stop Operator and youth services provider be procured by the WDB through a competitive process. Accordingly, a competitive process is underway whereby the County is acting as the procurement agent for the WDB i.e., the County has conducted an RFP process which will ultimately lead to the WDB selecting the One Stop Operator and youth services provider through a competitive process. WIOA requires that the selected provider(s) be in place by July 1, 2017. On May 24, 2017, the WDB Executive Committee reviewed the result of the Youth Services RFP process and has recommended to the Full WDB that OET be awarded the contract for the Peninsula/North County. They have recommended that Turning Point be awarded the contract for South County. The result of this competitive process will put 4 OET positions at risk.

The law allows, and the WDB submitted, a waiver request to the California Workforce Development Board (California WDB) to authorize that adult and dislocated worker services <u>not</u> be competitively procured. The California WDB recently approved a two-year waiver of the competitive process for the Adult and Dislocated workers program.

Current Organizational Structure:

Prior to the establishment of the Monterey County Economic Development Department in 2012, the WDB and OET functions were organizationally located within the Monterey County Department of Social Services. As part of actions taken to create the Economic Development Department, the WDB and OET functions were combined under a WDB Executive Director who reported to the Director of Economic Development. The Director of Economic Development is a direct report to the Assistant County Administrative Officer in the County Administrative Officer-Intergovernmental and Legislative Affairs division. It is staff's understanding that, at the time, the move of OET out of DSS and into the newly

created Economic Development Department was generally supported by SEIU and OET staff.

After initial analysis of WIOA competitive procurement requirements in 2016, it was concluded that the WDB and OET function must be separated in order to provide a "firewall" between the WDB (service procurer) and OET (potential service provider). Upon further analysis and consultation with County Counsel it was decided that WDB and OET should be separated. This separation occurred in the summer of 2016. Currently, OET reports to the Economic Development Director Dave Spaur and WDB staff report to the interim WDB Executive Director, Chris Donnelly. Mr. Spaur and Mr. Donnelly are both direct reports to ACAO Nick Chiulos.

Staff's analysis of WIOA is such that the "firewall" between procurer and provider of services will need to be maintained going forward, even when the procurement process is completed. It should be noted that the previous decision to retain both the WDB and OET functions within the County Administrative Office which also has responsibility for economic development programs, reflected the view that career and job development services can be viewed as an economic development function.

Previous Re-organization Review in 2016:

In 2016, SEIU requested that the County Administrative Office consider the possibility of moving the OET function to DSS. Extensive discussions were held with SEIU representatives, the Director of Social Services, the previous WDB Executive Director, the Director of Economic Development, OET staff, the County Administrative Officer, Assistant County Administrative Officer, and County Budget Office. At the time, the Director of Social Services determined that if such a reorganization were implemented, i.e. OET relocated to DSS, he would need an additional four positions in order for the reorganization to successfully be implemented with proper management and staff support. The Director of Social Services determined that the following additional positions would be required in his department:

- Deputy Director
- Senior Secretary
- Management Analyst III
- Personnel Technician Confidential

Funding the above positions would have required an additional general fund contribution of \$336,545 per year.

At the time this previous organizational review was conducted, in the late summer of 2016, through discussions with the Budget Office, CAO staff became aware of the increasingly critical status of available general fund contingencies, budget related cost driver increases and the overall level of concern looking ahead to funding needs for the FY 2017-18 County budget. Due to budgetary constraints, the decision was made by the County Administrative Officer to, upon recommendation from the Assistant County Administrative Officer, to not proceed with the reorganization at that time. SEIU was notified of this decision. Given that at a significant part of the issue involving a possible reorganization is budget related, it is appropriate that the Board of Supervisors referral requesting review of the OET organizational structure occur prior to hearings on the FY 2017-18 budget in June 2017.

Issue Identification:

In preparing this response to the Board referral, staff has met with Supervisor Alejo, the Director of Social Services, the Interim WDB Executive Director, the Director of Economic Development, the SEIU President, SEIU staff and an OET staff member/SEIU shop steward. Summarized below are issues which we recommend that the Board of Supervisors consider in evaluating whether to move OET to DSS or leave it as currently located within the Economic Development Department.

- 1. County Budget Impact As stated previously, the move to DSS would require the addition of four (4) positions to the DSS organization. The general fund contribution required to fund these 4 positions is approximately \$345,000 in year one, i.e., FY17/18. The Director of Social Services believes that it may be possible that this additional general fund contribution could be leveraged with regard to the Federal SNAP Employment and Training program (in California CalFresh Employment and Training) to expand local employment and training services on a dollar for dollar basis. This leveraging is a possibility in the out years but requires development and approval of a State and Federally approved plan.
- 2. Declining Federal Funding under WIOA The OET staff and function is a 100% federally funded program. The County has been notified recently that the U.S. Department of Labor is reducing funding for OET related programs. This year's funding reduction has put at risk 7 of 28 positions within the OET staff. During the budget hearings in June the Board will be faced with the decision of whether or not to provide funding to backfill positions which are currently 100% federally funded. This will be a significant policy decision for the Board of Supervisors, i.e., using County dollars to offset funding reductions in a program that has historically been 100% Federally funded. As with the budget impacts for reorganization into DSS, any County funded augmentation could be used to potentially leverage Federal SNAP Employment and Training dollars to provide employment services to CalFresh recipients.

It is not possible to predict with certainty, but staff is concerned that Federal funding for OET programs will continue to decline over the next several years thereby raising the possibility of continued increases in general fund contribution required to maintain staffing levels in OET, no matter where it resides in the County organizational structure.

- 3. Regionalism The Board should be aware that it is anticipated that the State of California will be required to develop a plan to "regionalize" employment training efforts. This may allow for consolidated administration and could result in pressure to reduce the number of staff providing these services.
- 4. What is the most appropriate organizational fit for OET? On both a philosophical and practical level, the Board will need to provide direction on a key question: "Are employment and job training programs more appropriately an economic development function or social services related function"?

In discussions we have held on this matter, as is reflected in their letter attached to this report. SEIU has taken the position that there is a level of synergy between OET job training programs and the larger DSS CalWORKs Employment Services program. Others, including the WDB Chair, the Interim Director of WDB and the Economic Development Director, believe that job training, especially when viewed as workforce training, more appropriately located in the Economic Development Department.

5. Status of Waiver for Adult and Dislocated Workers - As allowed by law, the WDB submitted a waiver request to the Governor's Office regarding procurement requirements for Adult and Dislocated Workers. This waiver was granted for 2-years, expiring in 2019. The waiver allows the WDB to contract directly with OET for Adult and Dislocated Worker services. Staff has learned that, in the event of a reorganization of OET into DSS, the WDB would need to submit a new waiver request and that the State would need to reconsider the grant of a waiver. This is

required because the grant of a waiver is organization specific. The current waiver was granted upon request of the WDB and reflected the fact that the Adult and Dislocated program within OET was part of the Economic Development Department. Further, when the 2-year waiver expires in 2019, staff has been informed that competitive procurement will be required and no further waiver requests will be considered.

6. Organizational and Skill Development efforts - At the request of the Economic Development Director, the Human Resources Department-Leadership and Organizational Development (LOD) staff are implementing an "intact" team process to enhance the performance, skills and organizational development for all OET staff. The training and organizational development support will commence in July 2017. Preliminary services have already begun, including research and analysis of OET's work environment, programs and contracts which will result in recommendations involving team building and process improvement to increase OET's measurable service delivery to the community.

Further Considerations:

Transferring the OET function within the County structure to the Department of Social Services is challenged by: the budgetary impact of building the necessary administrative infrastructure within the Department of Social Services, declining federal resources, the prospect of regional governance for the WIOA employment system, the view that OET job training functions are more appropriately placed within the Economic Development Department, and the likelihood of eventual requirements to competitively procure Adult and Dislocated Services. These factors provide logic to the concept of leaving the current organizational structure in place as the budget and policy issues related to WIOA and the related Adult and Dislocated job training service delivery issues are resolved and revisiting the issue in 2019 when the waiver allowing the WDB to contract directly with OET expires.

On the other hand, OET staff and SEIU have made clear that they believe the organizational structure of DSS and the synergy between WIOA job training programs and the larger DSS CalWORKs Employment Services program would result in stronger outcomes for the community of job seekers, and better program stability. The Director of Social Services is open to an organizational restructuring to incorporate OET within the larger employment programs it operates, with the understanding that appropriate resources are needed to balance administrative workload. The opportunities available to the County from integrating the OET programs within the CalWORKs Employment Program include: opportunity to cross train staff to meet emerging service delivery demands, opportunity to strategically co-enroll participants to maximize resources and program outcomes, opportunity to utilize County General Fund Contribution investments to leverage expanded employment resources for CalFresh recipients.



May 18, 2017

Nick Chiulos Assistant CAO County of Monterey 168 W. Alisal Street

RE:

Salinas, CA 93901

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ATTACHMENT B

Email chiulosn@co monterey.ca.us

ADMINISTE TION

MAY 4 3 20187

The Staff of OET have expressed an interest and respectfully ask for consideration to be moved under the Administration of the Department of Social Service. (CalWORKs).

OET Move to Department of Social Services

There are many reasons why moving OET under the administration of DSS improves Employment & Training operations:

- 1_ OET and CalWORKs, are co-located at the American's Job Center, formally known as the One-Stop Career Center. Both departments offer Job Preparation and employment services, but the deliverables and performance standards are somewhat CalWORKs performances are based on customers' workshop and subsidized employment participation rates, while OET's performance is based on the % of participants' job placement in un-subsidized employment, and 1 year retention. OET provides services to approximately 37% of DSS customers. These services include job search assistance, resume development, job placement, and training in occupations that lead to sustainable jobs. CalWORKS has been a key partner in sharing information to ensure we are able to enroll and diligently work with our mutual customers for successful job placement outcomes. The co-location has made it possible for this collaboration and the augmentation of job placement services. For decades, OET has taken the lead in responding to the needs of our Business Community. This has contributed to the success of our mutual OET and CWES job seekers.
 - The California Workforce Development State Board and state level partners are developing a series of policy briefs intended to provide Local WDB and their partners such as CalWORKS with useful information on best practices and model partnerships to develop Career Pathways for CalWORKS participants. Having OET and CWES under one administrative umbrella has proven to be a best practice model that provide seamless Employment and Training services with no distinction of who we serve. This can also meet the stipulation and efforts to align services between welfare and the workforce systems.
- OET is concerned that if we continue to work under the current administration, it may not be possible to continue working out of this center because of cost issues.
- Leadership matters OET Staff have had the opportunity to work under DSS/CALWorks in prior years, we believe they have the knowledge, structure, Leadership qualities and commitment to work with OET for the good of our community customers' successes.
- 4. It is not uncommon for CalWORKS and WIOA operators across the state and nation to be under the administration of the Department of Social Services. There are currently 26 workforce development operators under the administration of DSS across the state California. These two departments have the same goal; they provide opportunities for community members to gain job specific marketable skills to ensure success in obtaining sustainable employment. Napa Workforce and Marine County have 3 WIOA operators under DSS as does Ventura County.



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- New Workforce Opportunity Investment Act promotes collaboration and coordination across our funding sources to assist low-skilled adults and Youth to obtain marketable skills and recognized credentials to help them enter and progress in the workforce. This is achieved via "Career Pathways," defined in the WIOA statute at P.L. 113-128, Section 3(7), which is centered on connecting education, training and other services with in-demand occupations and the needs of employers. Working under the same administration can only provide us with the resources to ensure these services and outcomes are reached.
- 6. An MOU between DSS and local board outlining plans for the sharing of resources is due in December 31, 2017. Having OET under DSS is a great opportunity to prepare this MOU References: PUBLIC LAW (P.L.) 113-128. We may also be able to leverage resources and apply for other grants.

We request that the County consider making this transition so that the SEIU 521 members who provide the direct services to the community, can continue to do so and are provided an opportunity to succeed under a department that has a proven track record of collaboration and success with program implementation to our Monterey County community.

Sincerely,

Deborah Narvaez Regional Director SEIU Local 521

Cc: Lew Bauman, CAO

Elliott Robinson, Director of Department Social Services
Julie Filice, President SEIU 521 Monterey County

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<u>MEMORANDUM</u>

COUNTY ADMINISTRATIVE OFFICE COUNTY OF MONTEREY

DATE:

May 31, 2017

TO:

Board of Supervisors

CC:

Lew Bauman, County Administrative Officer

Charles McKee, County Counsel

Rebecca Ceniceros, Deputy County Counsel Brian Briggs, Deputy County Counsel

Manny Gonzalez, Assistant County Administrative Officer Dewayne Woods, Assistant County Administrative Officer

Irma Ramirez-Bough, Director of Human Resources

Elliott Robinson, Director of Social Services
Dave Spaur, Director of Economic Development
Chris Donnelly, Interim Executive Director of WDB

Erik Cushman, WDB Chair Debbie Narvaez, SEIU Jay Donato, SEIU

Julie Filice, President, SEIU Monterey County

OET Staff

FROM:

Nicholas E. Chiulos, Assistant County Administrative Officer

SUBJECT: Response to Board Referral re: Potential OET Reorganization into DSS

Recommendation:

It is recommended that the Board of Supervisors consider factors involved in the potential reorganization of the Office of Employment Training into the Department of Social Services.

Summary/Discussion:

Pursuant to the Board referral made on April 25, 2017, staff has analyzed the potential for reorganizing the OET function out of the Economic Development Department and into the Department of Social Services. The reorganization of OET into DSS is feasible and could provide synergy between DSS and OET customers. The Board should be aware that implementation of the reorganization will carry with it certain costs, risk factors and opportunities which should be recognized. In summary, the most significant of these are:

- Budget Implications/Costs In order to properly integrate OET into DSS, the reorganization
 would require the addition of 4 permanent staff positions to DSS with a first-year general fund
 contribution of approximately \$345,000. This cost would fund an additional Deputy Director,
 Management Analyst and 2 other support positions in DSS. This cost would be on-going.
- 2. Uncertainty regarding future level of Federally funded job training programs OET positions are fully funded by the U.S. Department of Labor within the Workforce Innovation and

Opportunity Act (WIOA). Funding levels in this program are declining in the next fiscal year placing 7 OET positions at risk in the FY17/18 recommended budget. Based on staff's best available information, it is expected that Federal funding levels will continue to decline in the out years, leading to further positions being placed at risk.

- 3. Need to Re-apply for Adult and Dislocated Worker Waiver The Governor's Office has recently granted a 2-year waiver from a requirement to competitively procure Adult and Dislocated Worker services. The waiver was tied to the organization structure as it existed at the time of the waiver request, i.e., OET as part of the Economic Development Department. A new waiver will be required in the event that the organizational structure changes and OET becomes a part of DSS.
- 4. Adult and Dislocated Worker Services will be required to be competitively procured in 2019 Staff has been informed that, regardless of the outcome of the waiver request described in #3 above, the Workforce Development Board will be required to competitively procure Adult and Dislocated services in 2019. It can be expected that there will be competitors in this procurement process from various outside organizations. For example, after a competitive procurement process, on May 24, 2017 the Workforce Development Board Executive Committee made a recommendation to the full Workforce Development Board to select Turning Point, a non-profit, to provide Youth Services to South County. OET was an unsuccessful competitor for this contract, but was recommended the North County/Peninsula Youth Services contract. The loss of the South County Youth services contract would place 4 existing positions at risk.
- 5. Need for Economic Development Department organizational review Moving OET to DSS would create a significant modification in the role and function of the Economic Development Department. In the event that the OET move is directed to be implemented by the Board of Supervisors, staff recommends that an organizational review of the Economic Development Department be undertaken.
- 6. Organizational and Skill Development Efforts In order to most effectively serve the community, it is recommended that organizational and skill development efforts for OET through the Human Resources Learning and Organizational Development team go forward in earnest. This effort was begun under the Director of Economic Development and should continue regardless of where in the County structure the OET function is located.

Attached (Attachment A) for the Board's use is additional background material prepared based on discussions held with SEIU, the Director of Social Services, the Director of Economic Development, the Interim Executive Director of the Workforce Development Board and the Workforce Development Board Chair. Also, attached (Attachment B) is input from SEIU on this topic, dated May 18, 2017.