



REPORT
FROM

THE PERSONNEL
DEPARTMENT

TO: The Honorable Mayor Eric Garcetti The Honorable Members of the City Council	DATE February 14, 2018
REFERENCE: Targeted Local Hire Program / City Department Participation	COUNCIL FILE 16-0109-S1
SUBJECT: TARGETED LOCAL HIRE (TLH) PROGRAM - METHODS TO IMPROVE CITY DEPARTMENT PARTICIPATION	

RECOMMENDATION

That the Personnel and Animal Welfare Committee receive and file this report related to City department participation in the Targeted Local Hire Program.

BASIS OF REPORT

On November 22, 2017, a motion (Koretz, Harris-Dawson) was introduced to:

1. Instruct the Personnel Department, with the assistance of the City Administrative Officer (CAO) and the Chief Legislative Analyst (CLA), to report to the City Council with recommendations for modifying the Targeted Local Hire Program to improve participation by all City departments;
2. Recommend the Mayor and City Council reiterate their strong commitment to the Targeted Local Hire Program and urge all general managers to fully utilize the program; and
3. Instruct the Personnel Department to continue to report monthly on positions hired from the Targeted Local Hire Program applicant pool, pursuant to CF #17-0252.

BACKGROUND

The Targeted Local Hire Program (TLH) initiated its test phase in early 2017, with a general launch beginning July 1, 2017. During the test phase in the first half of 2017, ten (10) City departments and bureaus had participated, with 51 hires through TLH (through June 30, 2017). It should be noted that 24 of these hires are attributed to Airports participation prior to the beginning of the test phase. Airports has had a long-standing practice of hiring from local, underserved communities, and has been an early and supportive proponent of the City's TLH.

Since TLH's general launch on July 1, 2017, and through the end of December 2017, the program has seen a marked increase in City department participation. **As of December 31, 2017, twenty-two (22) City departments and bureaus have now submitted requests to fill vacancies with TLH candidates, and thus far have made 197 hires,** as noted in the following table:

City Department/Office/Bureau	# of Requests Submitted*	# of Requested Positions to Fill**	# of Hired***
AIRPORTS	11	76	53
ANIMAL SERVICES	1	4	4
BUILDING & SAFETY	3	11	10
CONTROLLER	3	5	3
COUNCIL (CLA)	2	3	3
FIRE AND POLICE PENSIONS	5	8	6
GENERAL SERVICES (GSD)	6	8	1
HARBOR	7	9	3
HOUSING (HCID)	8	22	12
LACERS	6	7	7
LIBRARY	3	37	12
OFFICE OF FINANCE	1	3	3
PERSONNEL	10	18	9
PLANNING	4	7	6
POLICE	11	33	17
PUBLIC WORKS - BUREAU OF CONTRACT ADMIN	2	4	1
PUBLIC WORKS - BUREAU OF SANITATION	2	8	4
PUBLIC WORKS - BUREAU OF ST. LIGHTING	1	2	2
PUBLIC WORKS - BUREAU OF ST. SERVICES	7	14	6
RECREATION & PARKS	13	202	20
TRANSPORTATION (DOT)	2	28	12
ZOO	2	3	3
Grand Total	110	512	197

* Requests may be active, completed, or canceled.

** Positions represent the number of positions the departments requested to fill. If a department was unsuccessful in selecting candidates in one request, the department may submit additional requests to fill the same position, and therefore the same position may be requested to be filled multiple times.

*** Includes candidates currently pending final clearance before actual hire.

Other City departments, offices, or bureaus not listed generally do not utilize the classifications available under TLH or do not have vacancies to fill within the appropriate job classification. The Department of Water and Power (DWP) does not utilize the City's TLH Program. DWP reports that they utilize its Utility Pre-Craft Trainee (UPCT) Program to address their entry level trainee needs.

DISCUSSION

Methods to Improve City Department Participation

The motion requested possible methods to improve TLH participation amongst City departments. The TLH program is one option available for City departments to hire in a number of entry-level classifications. TLH candidates often have little to no relevant work experience for the positions into which they are hired, and require training and appropriate supervision for their first year of employment. Therefore, the use of the TLH program may not be appropriate for all vacancies within these entry-level classifications in City departments.

The motion included proposed methods to increase participation which are indicated below, with related discussion as to the feasibility of and considerations for each proposal. The proposed methods primarily include examining ways the City can:

- a) reduce contracting by adding additional full-time position authority (filled utilizing the TLH program) to complete currently contracted work and;
- b) replace as-needed position authority with full-time position authority (filled utilizing the TLH program), including converting existing as-needed employees to full-time TLH hires.

Both methods include adding additional full-time positions to departments, which is typically reviewed as part of the City's annual budget process.

PROPOSAL A: *Explore the feasibility of utilizing TLH for applicable contract work in Public Works departments and bureaus that use largely entry level positions, with future services to be provided by the TLH applicant pool. These contracts include, but are not limited to, tree trimming, curb cuts, street paving, etc.*

Considerations for Proposal A

The TLH program may be used to support a portion of contracted Public Works services whose functions are in line with the career pathways that are currently part of TLH. It should be noted that TLH applicants are not required to have any minimum job-related qualifications, and referrals are made on a random basis. Therefore, in order to support the use of TLH referrals, while also ensuring the quality of the work and the safety of the workers, the City will at a minimum also have to employ journey level staff to perform the work and train the TLH referrals, as well as supervisory staff to manage the work. Therefore, not all work currently contracted could be performed by TLH hires.

For the bureaus to determine the applicable contract work that could be performed by TLH candidates, the following information would need to be gathered and considered.

1. Prior to contracting for services, all City departments are required to conduct a review in accordance with Charter Section 1022 to determine whether the proposed work can be performed more feasibly or economically through a contract than by City employees. As part of this 1022 review, the Personnel Department determines whether existing classifications of City employees can perform the work proposed to be contracted, and the CAO makes feasibility and/or economic findings regarding the proposal to contract for the services. A proposed scope of work is determined more feasibly performed by a contractor when:
 - a) there is insufficient City staff to perform the work and additional staff cannot be employed and trained in a timely manner or;
 - b) staff hired would have to be laid off at the completion of the project because work is limited or intermittent in nature. A proposed scope of work is determined more economically performed by a contractor when the Contractor's overall cost is less than the City's costs. The Contractor's cost is the sum of both the contractor's quote for the services and the City's cost for the administration of the contract.

The City's cost includes:

- a) direct cost of the salaries for the laborers or line employees who provide the services and managers to review and supervise staff;
- b) related costs such as health and pension benefits, and;

c) equipment and expense funding necessary to conduct the work.

2. When it is determined that it is more feasible or economical to perform the proposed work with City employees, the Department will have to request for additional resources to provide these services. All Council-controlled City departments require Council approval to receive additional funding and position authorities to provide the proposed services. These requests are typically addressed in the City's annual budget process. Through this process, City departments are able to outline the specific classifications and number of position authorities, as well as expense funding, required to provide the relevant City service.

It should be noted that City departments previously submitted a list of contract services for which entry-level civil service classifications could otherwise provide services, as requested by City Council under Council File #17-0600-S99.

Feasibility of Proposal A

It is recommended that this proposal be referred to the Strategic Workforce Development Task Force for further discussion. At its January 16, 2018 meeting, the Task Force members asked union representatives for their assistance with identifying specific City contracts that required services that could potentially be performed by TLH hires.

Should the Task Force identify work that could be converted to full-time, permanent positions in the TLH classifications, the TLH Program would be able to provide candidate lists from the program's applicant pool to requesting departments, including the Public Works bureaus. Additional approaches might entail providing candidate lists directly to current contractors, or to otherwise provide information to the TLH applicant pool on how to gain employment with contractors for work related to Public Works. This alternative method would provide current applicants an additional opportunity to obtain job experience that will make them more competitive for future City job consideration, while remaining in the TLH applicant pool for City opportunities.

PROPOSAL B: *Explore the feasibility of converting appropriate "As Needed" positions to positions that may be filled from the TLH applicant pool. All Call Center "As Needed" positions should be included in this analysis.*

PROPOSAL C: *Explore with the Department of Recreation & Parks and the Library Department the potential to convert appropriate part-time and "As Needed" entry level positions to full-time to be filled from the TLH applicant pool.*

These two proposals are considered to be similar and should be considered together as they require an analysis of what positions or functions may be converted from "as needed" positions or functions to full-time, regular positions or functions. These proposals focus on call center functions in the City, and as-needed positions in the Library and Recreation & Parks departments.

It should be noted that both Recreation & Parks and the Library Department have been proponents of TLH, and have already hired and continue to hire through the program. Hires from these departments through December 2017 are indicated below:

	Office Trainee	Vocational Worker	Grand Total
LIBRARY	12		12
RECREATION & PARKS	7	13	20
Grand Total	19	13	32

Considerations for Proposals B & C

For the identified departments and call centers to determine which positions may be converted, the following would need to be considered:

1. The number of as-needed positions, and the classifications they are currently allocated to, would need to be identified in collaboration with the relevant City department. As-needed position authorities are critical to a City department's ability to address seasonal peak workloads or temporary service gaps as a result of staff vacations, sick leave, and other leaves of absence. In addition, departments often use as-needed employees in situations where the work to be performed is limited to only a few hours per day or per week. In these situations, the number of hours worked by multiple part-time as-needed employees may total more than the hours of one full-time employee, but it may be impractical for departments to hire one full-time employee to fulfill the service needs due to the limited service hours. Departments should be engaged to consider whether full-time position authorities can be used to meet the department's needs, and the number of positions that can be filled with TLH referrals.
2. For the identified as-needed positions, determine the amount of full-time, regular work that is performed by these positions and how many civil service regular full-time positions would be warranted.
3. Determine how many of the full-time positions could be allocated to a classification used by the TLH Program.
4. Call Center positions hired on an as-needed basis are typically within the classification Customer Information Representative (CIR). CIRs are not a classification that is currently included in the TLH Program. The most comparable classification to CIR within TLH is Office Trainee/Administrative Clerk. In order to fill CIR positions with TLH candidates, the department would have to review the job responsibilities of the current CIR position to identify ways to adjust the job so that the job duties align with that of Administrative Clerk. As part of this review, the Personnel Department will determine the appropriateness of the department's proposed job duties for the classification. The review will likely result in a reduction of the scope of the job to make it compatible with the Administrative Clerk position, which may include removing job duties such as the ability to dispatch, which is typically reserved for the CIR classification. This revision to the job duties of positions as currently performed may not be feasible for departments, as it would require departments to segregate different duties to different employees within call centers and would reduce department's flexibility to assign work.
5. Once the department is able to determine the above, requests for funding and allocation of the new positions would need to be submitted and approved by the City Council.

City departments have previously submitted a list of "as needed" positions as reported in Council File #17-0600-S99 (see specifically, Attachment 2 of the CAO report dated September 13, 2017 under this Council File).

Following are some of the as-needed positions reported by Library and Recreation & Parks. These classifications are those that initially appear to be potentially compatible with TLH, should the department determine there are positions that can be assigned full-time, regular work and should the department identify enough resources to provide training and administrative and supervisory support to these candidates during the on-the-job period.

Classifications Used by TLH

LIBRARY

CLASS CODE	CLASSIFICATION TITLE	AS-NEEDED COUNT
1358	Administrative Clerk	95

RECREATION & PARKS

CLASS CODE	CLASSIFICATION TITLE	AS-NEEDED COUNT
1358	Administrative Clerk	178

Classifications Similar to Those Used by TLH

Departments may consider filling in-lieu with Administrative Clerk or Vocational Worker if the duties are appropriate to the respective TLH classification; may require review of duties description.

LIBRARY

CLASS CODE	CLASSIFICATION TITLE	POS. COUNT
1111	Messenger Clerk	116
1140	Library Clerical Assistant	1

RECREATION & PARKS

CLASS CODE	CLASSIFICATION TITLE	POS. COUNT
1141	Clerk	1
2415	Special Program Assistant II	791
2416	Special Program Assistant III	4

Feasibility of Proposals B & C

Should the considerations enumerated above be addressed and positions are identified that can be filled by TLH candidates, the TLH Program would be able to provide candidate lists to the department(s).

PROPOSAL D: *Allow departments to receive department-specific referrals for existing part-time or "As Needed" staff in those departments who would otherwise be eligible for the TLH Program or allow departments to transition qualifying existing full- or part-time "As Needed" staff, during a specified window period, into the TLH Program, including Department-specific referrals.*

PROPOSAL E: *Consider linking skillsets of the job candidates to the jobs for which they are being hired.¹*

These proposals are considered similar and are grouped together for consideration. Both involve creating an additional layer of criteria other than the current random selection method for referring candidates to departments for hiring consideration.

¹ Additional Budget Committee motion, see CF #17-0600-S99

TLH was created as a result of a Letter of Agreement (LOA) which was entered into by the City and the Coalition of Unions on December 8, 2015. That LOA outlined a process to create the mutually agreed upon Targeted Local Hire Program, which included the creation of a **Targeted Local Hire Working Group** that would oversee creation of the TLH Program framework. The Working Group consists of an equal number of City management representatives (from the Mayor's Office, CAO, CLA, Council offices, Personnel, and the Economic Workforce Development Department) and Coalition members, and is chaired by Jackie Goldberg.

All components of the current process, including the process for candidate referral, were considered, vetted, and approved by the Targeted Local Hire Working Group and its subcommittees. The finalized framework was documented and approved in the TLH Program Document, as accepted by City Council on January 11, 2017 (see Council File #16-0109). **Any substantive change to the TLH program framework would require the Working Group to reconvene and agree upon said changes.**

Considerations for Proposals D & E

Under the current TLH program framework, candidates are referred to departments based on an initial match of work preferences (type of work, shift, geographic location, work environment) and subsequent random selection. TLH was specifically designed to provide City employment opportunities to individuals with little to no experience in the six entry-level classifications. The initial six month on-the-job training period was established to provide the entry-level training required to be successful in that City position.

Numerous meetings and discussions were held by the TLH Working Group's Department Referral Procedures Subcommittee, which was convened in 2016 to create the current candidate referral process. Subcommittee meetings were attended by Ms. Goldberg, Personnel Department staff, representatives from the Economic Workforce Development Department (EWDD), SEIU, AFSCME, and Fix LA. The subcommittee's recommendations were moved to the full Working Group for additional discussion before being formally adopted by the Working Group and incorporated into the Program Document.

It was essential for the Department Referral Procedures Subcommittee to create a candidate referral process that would be objective and accessible. TLH provides access to entry-level civil service classifications via on-the-job training positions that have no minimum requirement. The subcommittee determined that all TLH applicants should have equal opportunity to access this unique and beneficial opportunity. In the absence of any minimum requirement, the only way to truly establish an impartial method of referral was through random selection.

In their discussions, the TLH Working Group agreed that the intent of the LOA was to provide equal access entry-level training opportunities to those who are underserved in the community.

Department Specific Referrals

The Department Referral Procedures Subcommittee did consider allowing department specific referrals as a TLH feature while developing the candidate referral process. Part of the discussion involved the fact that since as-needed and exempt hiring decisions are made individually at the departmental level, each City department utilizes custom criteria and selection processes for hiring this type of staff. Given this, the subcommittee was sensitive to potential perceptions that TLH would not be providing full opportunities to the

targeted demographic as identified in the LOA, which would be local residents and those from underserved communities who may not have experience that would allow them to compete through the traditional civil service process. The City would also have to address how departments would determine which of their hundreds of exempt as-needed employees would be hired directly through TLH.

The subcommittee acknowledged current as-needed and exempt staff by creating a streamlined process for these candidates to be referred to TLH directly by their department. Outside candidates first need to be assessed for job readiness by an outside Referral Agency or WorkSource Center prior to entering the applicant pool. Whereas, exempt City applicants join the other candidates in the TLH's applicant pool, where their name is available for random selection for referral to an operating department for appointment consideration. These candidates may also apply for additional City opportunities by filing for examinations where their City experience qualifies them. With their City experience, current exempt employees are provided an additional pathway into regular civil service employment with the City.

Linking Candidate Skillsets to Jobs

Should TLH connect specific skillsets with the jobs to which the candidates are being referred, it would effectively create minimum requirements such as those used in the regular civil service process. This would mirror the civil service system the City already has in place and would be inconsistent with the intent of TLH, which is to provide on-the-job training to candidates with little to no experience. The on-the-job training period was established for the candidate to receive training in order to be successful in that position. Should departments require a certain level of skills, training, or experience to perform the duties of a position, candidates are available for hire through the traditional civil service process.

Feasibility of Proposals D & E

It is recommended that these proposals be referred to the TLH Working Group for additional discussion. Any changes implemented would need to be mutually agreed upon by the Working Group and appropriately incorporated into the Program Document.

PROPOSAL F: *Identify additional City job classifications for the TLH program.*

The TLH Program is in the process of adding Animal Care Assistant as an additional job pathway between Vocational Worker and Animal Care Technician. The Animal Care Assistant classification duties and class specifications were approved by the Civil Service Commission on January 11, 2018. The salary is currently being set for this classification by the CAO. The goal is to have this class fully integrated into the TLH Program by the beginning of the new fiscal year. This will provide additional opportunities for candidates in the TLH candidate pool to obtain full-time employment with the City.

CONCLUSION

The ongoing commitment of the Mayor and the City Council to encourage City departments to hire TLH candidates has been reflected in the growing participation of City departments. City department participation has grown to 22 departments, offices, and bureaus utilizing TLH by end of December 2017. The Personnel Department will continue to provide reporting for TLH hires and track City department participation, as instructed by Council File #17-0752.


WENDY G. MACY
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