



REPORT
FROM

THE PERSONNEL
DEPARTMENT

TO: Personnel, Audits, and Hiring Committee	DATE 03/06/2023
REFERENCE: Citywide Career Pathways	COUNCIL FILE CF 21-0955
SUBJECT: PERSONNEL DEPARTMENT'S REPORT BACK REGARDING CITYWIDE CAREER PATHWAYS USED TO RECRUIT, TRAIN, AND HIRE FUTURE CITY EMPLOYEES.	

RECOMMENDATION: That the City Council receive and file this report.

BACKGROUND:

In August 2021, Council instructed the Personnel Department, with assistance of the City Administrative Officer, Chief Legislative Analyst, City Attorney, and in consultation with community stakeholders, to develop a plan for implementing a Citywide Career Pathways Pilot Program, to recruit, train, and hire future City employees.

DISCUSSION:

The Personnel Department is committed to connecting job seekers to employment opportunities with the City of Los Angeles (the "City") by recruiting, training, and hiring through the Civil Service system and alternative pathways to Civil Service careers. The City's Civil Service system ensures that all individuals are offered a fair and impartial opportunity to compete for civil service jobs in the City. As part of this system, all individuals must participate in a competitive process, including taking and successfully completing examination(s) that ensure that the critical competencies required by the classifications are possessed by the candidates. As an alternative to the City's Civil Service system, there are a number of Citywide Career Pathways that are operating and programs that are currently being developed:

- Exempt Employment
- LA Local Hire Programs (Targeted Local Hire and Bridge to Jobs)
- Department Vocational Worker Training Programs
- Apprenticeship Programs
- Workforce Equity Demonstration Project
- Clean LA Program

A. Exempt Employment

Employees hired into an exempt position in the City are exempt from the civil service provisions of the City Charter Sections 1001. Exempt employees do not compete in a civil service examinations in order to obtain an appointment. In order to receive a regular civil service appointment, employees must successfully participate in a civil service examination, receive an appointment from an eligible list, and complete a probationary period.

As a result, exempt employees serve at the will of the appointing authority and can be terminated at any time without cause. Exempt employees have the opportunity to participate in both the traditional civil service system and alternative career pathways such as the LA Local Hire Programs, which includes the Targeted Local Hire Program and Bridge to Jobs Program.

B. Targeted Local Hire Program

In 2015, the Coalition of City Unions (the “Coalition”) and 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. As a result of Working Group meetings and discussions, alternate job pathways were identified and the Targeted Local Hire Program (TLHP) was created and finalized in 2017. Through this Program, potential job candidates are able to gain access to an alternate pathway to civil service jobs by way of on-the-job (OJT) training periods.

City employees hired through the TLHP have an initial six-month OJT training period, followed by a six-month probationary period. Once the OJT and probationary period are successfully completed, the employee is transitioned to full-time regular civil service employment in accordance to City Charter Section 1014. The LOA requires individuals to complete the program and have civil service status within 1 year of being hired. The model used by the TLHP is intended for entry level City jobs that require no previous work experience or education.

In order to achieve the goals set by Executive Directive No. 15, TLHP continues to identify innovative ways to attract, develop, and sustain an equitable workforce for those that face significant barriers to stable employment. Although the TLHP is open to anyone who is interested in applying, significant outreach efforts are performed through partnerships with more than 40 community-based organizations (CBOs) and WorkSource Centers (WSCs) to recruit, train and hire individuals who self-identify with one or more of the following underserved and underemployed communities: veterans, individuals with disability, transgender individuals, older workers protected under the Age Discrimination in Employment Act of 1967, former gang members, formerly and presently homeless individuals, formerly incarcerated individuals and individuals who live within designated zip codes of the City of Los Angeles where there is a high unemployment and/or poverty rates.

C. Bridge to Jobs Program

The Bridge to Jobs Program (BRIDGE) was created as a proactive response from the Personnel Department to the needs and requests of City Departments to add semi-skilled classifications to a program similar to the TLHP. Some of the requested classifications were semi-skilled and required a higher level of competencies and longer OJT than the classifications within the TLHP. In 2020, the Personnel Department launched BRIDGE as alternative pathways into semi-skilled civil service classifications.

Since the BRIDGE positions are semi-skilled, applicants must meet one of the following four requirements to apply to the program: (1) have a high school diploma or equivalent issued by a US institution; or (2) have an approved certification accepted by the City of Los Angeles; or (3) achieve a passing score on the CASAS test administered by the Los Angeles Unified School District (LAUSD) – Division of Adult Career and Education; or (4) achieve a passing score on the City of Los Angeles Aptitude Test. BRIDGE utilizes temporary training positions per Section 5.30 of the Civil Service Rules, which limits the time in a temporary training position to a maximum of five (5) years. Candidates hired through BRIDGE are appointed to a training classification and are exempt from civil service during this period. All trainees hired through the program must successfully complete the OJT period in order to move forward to the applicable “Assistant” classification. Upon appointment to the applicable “Assistant” classification, individuals will need to successfully complete a civil service probationary period. Once the six-month probationary period is successfully completed, the candidate is transitioned to a full-time regular civil service employment via Charter Section 1014. It should be noted that this process does not apply to those hired as Inspector Trainees, who must pass a civil service examination in the Inspector Series within five (5) years of being hired in order to be appointed to a full-time City civil service classification. Similar to TLHP, BRIDGE partners with CBOs and WSCs to perform special outreach efforts to recruit, hire and train individuals from underserved and underemployed communities.

D. Internal Department Vocational Worker Training Programs

Department of General Services, Los Angeles World Airports, and Los Angeles Zoo have existing letters of agreement with labor partners endorsing employment programs within their department to hire Vocational Workers. Vocational Workers hired through these internal training programs generally performs entry level unskilled labor duties intended to develop skills necessary for regular full-time employment with the department. These internal Vocational Worker training programs have specific set of requirements such as completing training courses in 'Janitor/Building and Ground Fundamentals' administered by LAUSD and meeting 'Transportation Security Administration (TSA)' and/or 'Federal Aviation Administration (FAA)' background requirements. Similar to the TLHP, candidates hired through these programs must successfully complete an OJT period followed by a six-month probationary period before they are transferred into the full civil service classification. Since the launch of TLHP, these departments have alternatively hired trainees through the TLH Vocational Worker pathway and continue to be the leading hiring departments for the Vocational Worker Custodian classification.

E. Apprenticeship Programs

The Personnel Department has been working with key partners to create apprenticeship programs as another viable hiring model. The City's utilization of apprenticeship programs will offer and create pathways for City employees and local job seekers desiring entry into a skilled career with the City of Los Angeles.

The Personnel Department has worked with departments to identify classifications that require up to 5 years of experience, state certified training, and certification. These classifications include Building Operating Engineer, Electrician, and Equipment Mechanic. Modeled after BRIDGE's hiring framework, trainees in these apprenticeship programs will receive OJT while attending classroom instruction during the week. Once candidates have successfully completed training and classes, they will transition to the 'Assistant' classification and serve a six-month probationary period. Once the probationary period is completed, individuals will be transferred into the applicable targeted civil service classification in accordance with City Charter Section 1014.

It is anticipated that Building Operating Engineer will be the first apprenticeship program to launch. The initial launch will be a pilot program available to all City employees.

F. Workforce Equity Demonstration Project

The Board of Public Works recommended creating a new hiring program, similar to the TLHP and BRIDGE, which would create alternative pathways for targeted populations to be hired by the Department of Public Works (DPW). This Workforce Equity Demonstration (WED) Project aims to recruit, hire, train, and mentor workers from disadvantaged populations for DPW positions while supporting the Mayor's Executive Directives regarding equitable hiring practices and treatment of Los Angeles residents. The WED Program will be open to all and will partner with CBOs such as the LA Black Worker Center (BWC).

The following classifications are included in this recommendation and would utilize the existing Civil Service process to achieve these goals:

- Assistant Environmental Compliance Inspector (AECI)
- Refuse Collection Truck Operator (RCTO)
- Wastewater Collection Worker (WCW)

Los Angeles Sanitation and Environment (LASAN) is currently developing a Memorandum of Understanding (MOU) to reinstate a non-TLHP pathway to the Vocational Worker/Maintenance Laborer classifications in support of the WED Program. Like the LA County's PLACE Program, WED provides pre-employment training and transitions employees into regular City employment upon successful completion of the six-month OJT and six-month probationary period. Once participants have gained civil service status in the classifications of

Maintenance Assistant and/or Maintenance Laborer, program participants will be eligible to compete in regular and traditional civil service examinations in the targeted, journey level classifications such as AECL, RCTO, and WCW.

In addition to pre-employment training, there are a number of similarities between the LA County's PLACE Program and WED framework:

- Targeted Populations – Both programs seek to target and recruit individuals from vulnerable and underserved populations by working with CBOs such as BWC and Worker Education & Resource Center (WERC).
- Prepare participants to take Civil Service examinations - The City provides OJT in addition to pre-employment training to prepare participants for higher level Civil Service examinations. OJT may include but is not limited to understanding basic job skills, how to read a job bulletin, how to apply for an examination, and ensuring participants are completing the appropriate course work or licenses needed during pre-employment training.
- Selective Certification – Utilized to create a sub-list of candidates with a particular skill (i.e. candidates who have participated in PLACE or WED) from a larger civil service eligible list.
- Case Management – Supportive services are available during pre-employment, as well as during the OJT phase of the programs. Mentorship will also be available for participants during their participation in the programs.

The Workforce Development Section of the Personnel Department is assisting in identifying the most effective ways to achieve the project's goals.

G. Clean LA Program

The Board of Public Works recommended creating an alternative pathway to the Vocational Worker/Maintenance Laborer classifications in support of the Clean LA Program. The Clean LA Program is open to all and works with CBOs such as LA Conservation Corps to recruit, train, and hire individuals from underserved communities. Vocational Workers in this program generally perform maintenance/labor work and are employed in-lieu of Maintenance Laborer positions. LASAN intends to hire Vocational Workers using this alternative pathway to assist employees in developing skills necessary for regular full-time employment with LASAN. While LASAN intends to use TLHP to fill the majority of its vacant positions, there is a need to maintain this pathway to transition Clean LA staff who are supporting LASAN's cleanliness and livability missions.

LASAN is currently developing a MOU to propose a non-TLHP pathway to the Vocational Worker/Maintenance Laborer classifications in support of the Clean LA Program. Modeled after the TLHP, once an employee is hired as an exempt Vocational Worker, the employee will serve a six-month OJT period, followed by six-month civil service probationary period in the Maintenance Assistant classification. Upon successful completion of the probationary period for the Maintenance Assistant classification, LASAN will offer the employee a Charter Section 1014 transfer to the targeted Civil Service classification of Maintenance Laborer.

PERSONNEL DEPARTMENT RECOMMENDATIONS: The Personnel Department is proposing several recommendations to build on the success of these programs.

Evaluate and Identify Classification Needs

To advance equity and job quality, the Personnel Department will work with City departments to identify entry and mid-level classifications within and beyond the existing employment programs.

- The Personnel Department will administer a City-wide survey to identify entry and mid-level classifications that may benefit from being part of one of the various existing employment programs.

- As part of Executive Directive No. 15 - Equitable Workforce and Service Restoration Plans, the Personnel Department will continue to assist all City Departments with the development and submission of annual updates to learn about their hiring needs. The Personnel Department will analyze the survey, highlighting citywide classifications that are considered most critical for achieving the goals of each department, identify potential new classifications and determine whether the new classifications recommended are a good fit for the existing employment programs.
- The Personnel Department will consider the “hard-to-fill” positions and those identified for Express Testing. Express Testing expedites the Civil Service testing process by testing more frequently and avoids the traditional steps that would ordinarily increase the amount of time necessary to establish an eligible list for subsequent administrations of examinations. The Express Testing model differs from the regular and continuous examination approach in that the regular and continuous examination approach requires new exam requests, job bulletin development, and test development.

Civil Service Examinations

In ensuring that the pathway into Civil Service jobs is based on merit principles, job seekers are encouraged to apply for all civil service positions for which they meet the requirements in order to obtain full-time civil service jobs. In order to fully support candidates, including those who may face barriers to employment, the Personnel Department will continue to pursue possible revisions to existing minimum requirements and processes to create additional access to Civil Service positions within the merit based intent of Civil Service.

Pre-Employment

Personnel Department to collaborate with Economic and Workforce Development Department (EWDD), WSCs, and/or CBOs to strengthen pre-employment training to prepare potential candidates for employment with the City through the existing employment programs, Civil Service exams, as well as to assess barriers that prevent targeted populations from applying and gaining access to entry and mid-level Civil Service careers.

- Provide guidance to ensure applicants meet the minimum qualifications to apply and compete in examinations and/or programs.
- Provide guidance to candidates on civil service exams, such as training on how to submit online applications, the structure of civil service testing, compliance with requirements of online multiple-choice testing, and how to read, understand, and use the exam bulletin information and job analysis/competency model to prepare for tests.
- Conduct research on testing instruments and methodologies used across job classifications to identify those with high reliability that result in adverse impact.
- Identify classifications where additional special recruitment efforts are required.

Post-Employment

Personnel Department, hiring departments, WSCs and/or CBOs to provide continued support for new employees to ensure their success in City service.

- Provide additional training and support as needed and identified by City supervisors to ensure new hires successfully complete probation.
 - This may include but is not limited to, a mentorship program, training on job-specific skills/knowledge, “City 101” training on the City’s organizational structure and the roles of different departments under the direction of the Mayor and City Council.
- After new employees complete probation, provide career counseling support to ensure employees continue to grow, develop, and promote within the City.
 - This can include assisting new employees with career counseling, setting career goals, and providing training on navigating the civil service system to find and compete in promotional opportunities.
 - Additionally career counseling has the goal of helping existing employees achieve promotional opportunities, which will create vacancies in their existing classifications that may be back filled

through existing employment programs; thus creating additional employment opportunities for underserved and underemployed communities.

Key Partners

Personnel Department to identify and continue relationships with key partners to recruit, train, and hire future City employees. Key partners/stakeholders who may be involved in the strengthening of existing employment programs include, but are not limited to:

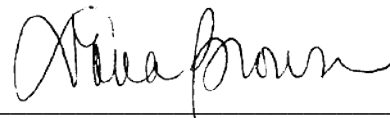
- Mayor and Council Offices
- City Departments
- Community Based Organizations, such as WERC
- 16 WorkSource Centers
- Labor Unions
- Educational Institutions, such as LAUSD and community colleges

Hiring Events

The Personnel Department is committed to enhancing the job opportunities in order to increase applicants' opportunities to obtain full-time employment. The Personnel Department has taken steps to expand job opportunities for job seekers by disseminating job information at community hiring events. To strengthen the existing employment programs and connect individuals to full-time civil service careers in the City, the Personnel Department will increase participation of local residents by hosting and participating in more job fairs in partnership with various Council Offices. Participating in hiring events will give the City an opportunity to increase brand awareness and reach potential applicants who do not have the resources or the knowledge about the different career paths available at the City.

CONCLUSION

The Personnel Department will continue to support City departments in filling vacancies through the various existing employment programs. The Personnel Department will be strategically prioritizing the most critical examinations by working closely with the City Administrative Officer, Chief Legislative Analyst, City Attorney, and community stakeholders to strengthen the existing hiring models, track the hires made through the programs, and will be ready to explore innovative ways to promote job quality and equitable opportunities in the City's hiring practices.



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