



# FOOTHILL EMPLOYMENT AND TRAINING CONSORTIUM

## FETC POLICY BOARD MEETING

Wednesday, November 23, 2022

9:00 a.m. – 10:30 a.m.

### AGENDA

- I. CALL TO ORDER
- II. OFFICIAL ROLL CALL AND VISITOR INTRODUCTIONS
- III. PUBLIC COMMENTS FOR ITEMS NOT ON THE AGENDA
- IV. APPROVAL OF MINUTES OF NEVEMBER 16, 2022 MEETING
- V. ACTION ITEM – CONSIDERATION OF A FOOTHILL WORKFORCE DEVELOPMENT BOARD ADMINISTRATOR TRANSITION PROPOSAL BY THE CITY OF PASADENA
- VI. ADJOURNMENT

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PURSUANT TO EXECUTIVE ORDER N-29-20 ISSUED BY GOVERNOR GAVIN NEWSOM ON MARCH 17, 2020, THE FETC MEETING WILL TAKE PLACE SOLELY BY VIDEOCONFERENCE/TELECONFERENCE.

TO FACILITATE PUBLIC PARTICIPATION AT THIS MEETING HELD SOLELY BY ZOOM, THE FETC POLICY BOARD WILL ALSO ACCEPT PUBLIC COMMENTS **BY EMAIL** TO [AJOYA@FOOTHILLETC.ORG](mailto:AJOYA@FOOTHILLETC.ORG) RECEIVED BY 5:00 PM, THE DAY PRIOR TO THE MEETING.

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IN ACCORDANCE WITH THE AMERICANS WITH DISABILITIES ACT, IF YOU NEED SPECIAL ASSISTANCE TO PARTICIPATE IN THIS MEETING, PLEASE CONTACT FETC STAFF VIA EMAIL AT [ajoya@foothilletc.org](mailto:ajoya@foothilletc.org).

**FOOTHILL EMPLOYMENT TRAINING CONSORTIUM  
POLICY BOARD SPECIAL MEETING**

Virtual Zoom Meeting

**MINUTES OF NOVEMBER 16, 2022 FETC POLICY BOARD SPECIAL MEETING**

**INTRODUCTION AND ROLL CALL**

The Foothill Employment Training Consortium (FETC) Policy Board Chair, Rachele Arizmendi, welcomed the Board members, staff members and guests and called the meeting to order at 9:05 a.m. FWDB staff member, David Eder, took roll call and stated a quorum of the Policy Board was established.

**Present – FETC Policy Board Members**

Rachele Arizmendi, Policy Board Chair, City Councilmember, City of Sierra Madre  
Tyrone Hampton, City Councilmember, City of Pasadena  
Vinh Truong, City Councilmember, City of Duarte  
Rachele Arellano, Deputy City Clerk, City of Arcadia  
Evelyn Zneimer, City Councilmember, City of South Pasadena

**Absent – FETC Policy Board Members**

Sho Tay, City Councilmember, City of Arcadia (Attending on his behalf was Rachele Arellano, Deputy City Clerk, City of Arcadia)

**FWDB Staff Present**

Dianne Russell-Carter, FWDB Executive Director; David Eder, Paul Enge, Alex Joya  
David Klugh, Office of Economic Development, City of Pasadena  
Michelle Garrett, City of Pasadena

**FWDB Board Members Present**

Dan Lien, Chair, FWDB  
Tom Selinski, Vice Chair, FWDB  
Salvatrice Cummo, Pasadena City College  
Keshia Darden  
Hector Delgado  
Gene Hurd  
Flint Fertig  
John Frala  
Tashera Taylor

**Guests Present**

Brandon Anderson, Deputy Director, California Workforce Association  
David Baquerizo, ProPath Inc., One-Stop operator  
John Chamberlin, Chamberlin and Associates  
Erika A. Endrijonas, Ph.D., President, Pasadena City College  
Gregory Irish, Executive Director, City of Los Angeles Workforce Development Board  
Bob Lanter, Executive Director, California Workforce Association

Leslie Thompson, Director Operations, Economic and Workforce Development, Pasadena City College  
Judith Velasco, Executive Director, Verdugo Workforce Development Board  
Jan Vogel, Executive Director, South Bay Workforce Investment Board

Chair Rachelle Arizmendi noted that the agenda had no action item due to the noticing of the meeting and that after the discussion item, she would ask the Policy Board as to the next steps.

### **PUBLIC COMMENTS**

There were no public comments.

### **APPROVAL OF MINUTES**

The minutes of the November 10, 2022, Policy Board meeting were approved.

Motion: Vinh Truong Seconded: Tyrone Hampton

Roll call vote: Ayes- 4 (Arizmendi, Hampton, Truong, Zneimer);

Nays – 0; Abstentions- 0

### **CONTINUATION OF DISCUSSION ITEM: CONSIDERATION OF A Foothill Workforce Development Board Administrator Transition Proposal by the City of Pasadena**

Chair Rachelle Arizmendi asked Michelle Garrett, City of Pasadena, and Pasadena City College (PCC) to provide an overview and remarks of the City of Pasadena's FWDB Administrator Transition Proposal.

Michelle Garrett stated the idea to transfer the administration of the FWDB was germinated a few years ago by Pasadena's former Economic Development Director (Eric Duyshart), who inquired with PCC as to its interest. The discussion stalled due to the pandemic. In the spring of 2022, City of Pasadena staff and PCC staff worked together to craft the proposal to transfer of FWDB administration duties to PCC. She stated the City Manager's Office believes PCC has the expertise to deliver in terms workforce development initiatives, has educational and industry partners and would be able to increase the operational efficiencies and outcomes for the constituents of the FETC communities.

PCC President, Dr. Erika Endriijonas, stated she had an initial conversation with Eric Duyshart regarding the proposal back in fall of 2019 but it was put on hold during the pandemic. She explained that during October of 2018, during the interviews for her position at PCC, the Board (of Trustees) asked her about the importance of PCC expanding its career technical programs and the importance of its workforce and economic development programs. She stated that her interest was in developing PCC's economic and workforce development and career technical programs so that when members of the community want training, they think of PCC and when members of the business community need new employees or incumbent workers trained, the first place they think of is PCC. She stated she spent nine years as the Career and Technical Dean at Santa Barbara Community College. She stated the community colleges within the state are divided up into ten regions by the State of California, for the purpose of Strong Workforce funding workforce and economic development, as well as

Perkins funding which is used to expand the career technical education programs. Los Angeles and Orange County, comprised of 28 colleges had been a single region since the late 1990s. The operational grant funding the regions came up for consideration in June 2021 and at that point, she and Steve Currie of Compton College led a revolt and managed to secure the region split into two separate regions (Los Angeles and Orange counties). The Los Angeles Regional Consortium is comprised of 19 colleges and managed by PCC, which manages the grant and operates the Regional Consortium. This means it (Regional Consortium) serves as an economic development driver/engine for all of LA County. She stated she had served on the Santa Barbara Workforce Investment Board so she understands what WDBs do. There is a natural synergy between PCC, the non-credit division at the Foothill campus, the credit division and the LA Regional Consortium - the infrastructure is in place to be not just a one-stop but an “uber one-stop” in terms of meeting the immediate workforce needs, what the FWDB does. In addition to its non-credit and credit courses, PCC is also linked to the other 18 colleges in the region, as it cannot offer all trainings, but the partner colleges do. PCC is also working with office of Pasadena Mayor Gordo’s Office on developing some skilled trade programs for the City. PCC’s interest is in being a good partner and while Pasadena approached PCC regarding this proposal, it fits within PCC’s vision of being an institution for the local area and the entire county.

Salvatrice Cummo noted PCC assists the local business community through its small business development center, funded by both the federal and the state.

Chair Rachelle Arizmendi stated that she would like to start by focusing on the questions that came out of the November 10, 2022 Policy Board meeting.

Regarding the question of any other JPA cities interested in taking on the fiscal agent role, Chair Rachelle Arizmendi stated that Sierra Madre and Duarte were not interested in taking on this role. Evelyn Zneimer stated she had not yet asked the City Council of South Pasadena regarding this matter. Chair Rachelle Arizmendi noted that Sho Tay had indicated Arcadia was not interested.

Chair Rachelle Arizmendi asked if program moves to PCC, would WIOA funding be kept separate from PCC funds? Dr. Endriijonas answered that WIOA funds would never be placed in PCC’s general fund but maintained as restricted funds. PCC’s current general funds are \$200 million and restricted funds are \$200 million. PCC has the internal capacity and all funds at PCC are regularly audited.

Chair Rachelle Arizmendi asked, if the program moves to PCC, would it provide opportunity for existing WIOA clients to take advantage of PCC programs? Salvatrice Cummo stated, yes, it would be an opportunity for both FWDB clients and PCC students to leverage services and resources from both entities on a variety of career and counseling services and extensive programming. Dr. Endriijonas noted that PCC creates pathways, it would make these services and developing pathways for clients – whatever is needed for clients’ and their employment retention needs – PCC would encourage career pathways and training. She noted that PCC is open admission, open requirements. Limitations may exist in some programs in terms of

prerequisites, however, any pre-requisites needed are offered at the college. The only limitations are in terms of persons who were formerly incarcerated who may be ineligible for entry into some health sciences programs due to hiring limitations of hospitals.

Chair Rachelle Arizmendi asked if there is a move to PCC, is there a possibility to serve more clients? Salvatrice Cummo asked for clarification whether the question meant whether PCC funding can be leveraged to expand the reach or if there was an alignment question as to possibility for more funding. Vinh Truong stated the question was more of alignment of what PCC currently has and whether it can be aligned with what FWDB does. Salvatrice Cummo stated there are natural leveraging points. PCC has a robust career center, FWDB has a robust one-stop. If we were to braid these services and funding to create more capacity, yes, we expand our reach and expand the clients served. We can also effectively measure the outcomes. State and federal funding is separate, with heavy compliance. Within these parameters, there is easier way to leverage resources by braiding. Naturally if federal or state sees that the output of FWDB has extended, it could merit additional funding.

Chair Rachelle Arizmendi stated some of the comments from the November 16, 2022 Policy Board meeting were, “why are we fixing something that is not broken?” If we are trying to fix it, what is the value-add PCC can bring to the program as compared to the existing FWDB program?

Dr. Endrijonas noted that what Salvatrice Cummo explained was the value added - the role, the wrap-around services, the connections. She stated, City of Pasadena sought PCC for the proposal, that PCC did not seek the proposal out. PCC is happy to undertake the proposal as it is a logical synergy if the Policy Board chooses to do it. If the Policy Board decides it is not value added, it can decide not to accept the proposal.

Chair Rachelle Arizmendi asked about the funding that PCC currently spends on workforce funding, how much and how they are used and whether any of FWDB funds would be substituted.

Dr. Endrijonas stated FWDB’s funds may not be used to supplant PCC’s existing funding sources. PCC receives other workforce and training funds including WIOA funds for continuing and adult education, Perkins funding from the Chancellor’s Office for CTE Training and local and regional Strong Workforce funds tied to projects. Funding with FWDB could only be spent on WIOA services. This is a zero-sum game for PCC, we would only gain synergy.

Salvatrice Cummo noted that all funds are kept separate but must follow district policies and procedures related to hiring, contract, supplies and equipment. We comply with federal and state laws and we are audited annually. (Links to audits, financial reports, policies and procedures were shared at meeting.)

Dr. Endrijonas noted PCC is not fiscally independent as PCC’s treasurer is Los Angeles County.

Chair Rachelle Arizmendi asked what is PCC's service areas and how does PCC envision serving those residents for the JPA five cities? Dr. Endrijonas noted PCC serves eight cities. For purpose of dual enrollment, Duarte High School is not in PCC's service area. PCC is open to all regardless of residency and serves all of Los Angeles County and even has students outside of the county. 70% of PCC's students are from outside the official service area. When we have regional projects, we must serve everyone in the region. When it comes to FWDB, we would serve the clients and they would also get the benefit of all the other services. But our only limitation is that we cannot go to a high school in a city not in our service area and offer classes (Duarte High School students).

Chair Rachelle Arizmendi asked how would PCC outreach for workforce development services. Dr. Endrijonas stated PCC would continue the existing outreach done by FWDB and build upon this to offer opportunities beyond the WIOA services.

Evelyn Zneimer asked about veterans' programs and how non-PCC students may leverage services. Salvatrice Cummo stated this goes back to the outreach question. Outreach is trying to meet an unmet gap or need. Services would continue as they are now but there needs to be an evaluation of output and outcomes of existing services for the FWDB. This would be done in any program in workforce development. Regardless of what the FWDB chooses (regarding this proposal) it's important that FWDB truly understands the pulse and need of the community members and this is done by implementing instruments that measure this for each city and working with each city to capture this need. The FWDB is its own entity and the objective, if it's under the PCC administration, would be the same objective now: how do we expand reach, how do we create more customized programming within the cities that we serve. Dr. Endrijonas noted PCC has the number one community college veterans center in California. She also noted when she was president of LA Valley College President, she served on the boards of the San Fernando Valley Economic Alliance and the Valley Industry and Commerce Association. Together, she and the college worked on a project to receive special veterans funding from the City of Los Angeles WDB to serve veterans. There are specific WIOA funds to serve veterans, we just need to pursue the funds. PCC's small business center has also worked successfully with veterans.

Chair Rachelle Arizmendi raised the prior concern that WIOA clients are not necessarily the same as college students. Dr. Endrijonas stated she knows the difference between the clients in the one stops and the community college students. In some cases, there is overlap. Some WIOA clients may not want new training or anything else and that is fine. It is not PCC's goal to convert x number of clients into PCC students. We want to offer the opportunities. We understand the difference between the two populations. Salvatrice Cummo noted WIOA focuses on three distinct programs, adult, dislocated workers and youth – all which PCC's CTE programs touch upon. Over 64% of PCC's students are part-time and many of them are back for second and third careers or they are professionals requiring upskill training. Recent demographics show the average age of student is increasing, between 25-39 years old and this will continue through the decade.

Chair Rachelle Arizmendi asked the question by Policy Board of what will happen to existing FWDB staff and PCC's pay structure and costs. Dr. Endrijonas explained that as public employer, PCC cannot automatically assume staff. City of Pasadena's prior City Manager stated Pasadena was prepared to absorb all staff. PCC would also open positions and while staff cannot be assumed, if the staff wanted to come to PCC, they could apply and go through the process. Michelle Garrett explained FWDB has 12 employees; five are full-time that would be absorbed by Pasadena. Seven are grant-funded, limited-term and that these would be transferred, along with the program, to PCC.

Chair Rachelle Arizmendi asked what would governance look like under this proposal, what would be the responsibilities of the FETC Policy Board, the FWDB and who would have oversight and monitoring? Michelle Garrett described the proposal's two governance options: Option 1 would place PCC as a member on of the Policy Board and assign it the administrator function. Option 2 would not place PCC on the Policy Board but would assign PCC the administrative function that City of Pasadena currently holds and the Policy Board and FWDB Board would remain the same. The two boards would still retain the same oversight, budget and policy formulation functions.

John Chamberlin advised the WIOA law defines the grant recipient function, the fiscal agent, the entity that receives and disburses funds, is purely an accounting function. WIOA law states this role is chosen by local elected officials, the Policy Board. The decision where for where the WDB staff works and their functions is determined by the WDB. Other administrative decisions like procurement and auditing, are joint decisions by the Policy Board and the WDB. At some point, you need to determine what the administrative functions are, because under the law there are no "administrative functions," instead there are a combination of services like procurement, staffing the board, etc. There would need to be an agreement of the Policy Board, the FWDB and the college to make this work.

Michelle Garrett stated City of Pasadena City Attorney read the proposal and noted the JPA would need to be revised and there would need to be a separate agreement, under Option 2, to cover the treasurer controller function.

PCC President Erika Endrijonas stated she was not interested in the proposal if it were Option 2, that if PCC were to take on the role, having City of Pasadena be fiscal agent would be a truncated way of trying to manage this. Either the FWDB and Policy Board trusts and welcomes PCC doing this or it doesn't. City of Pasadena came to us, so if there is no interest in PCC managing the whole, then this would not be workable. We would only be interested in Option 1 where PCC is on the JPA.

Salvatrice Cummo noted, addressing the concern of adding bureaucratic levels, PCC believes Option 2 would add too many layers to the work and would be a disservice to the clients, whether the clients were PCC students or community members. On page five of the proposal, whether a public agency like PCC could participate on a JPA (Option 1) there is no evidence that a community college could not participate on a JPA.

Dr. Endrijonas excused herself from the meeting due to a scheduling conflict.

Tom Selinski stated he had a concern that Pasadena would have an extended, overarching role, that the JPA is a balance of all the communities. Contemporary, good governance practice would prevent a CEO seated on the board of directors and would suggest there should be some distance between the administrative arm and the governing body. Michelle Garrett explained that the proposal would take Pasadena out of the administrator role and move it to PCC. Pasadena's role on JPA would be same as the other four cities. Tom Selinski stated what he is concerned about is PCC being on the JPA; in the past boards have had CEOs or leading members, service providers on the boards but this is not current practice. Chair Rachelle Arizmendi stated that at the last meeting the Policy Board expressed concerns about the proposed governance structure of PCC option being on the JPA and it was helpful to hear PCC is only interested in that option. Salvatrice Cummo noted, regarding Tom Selinski's comments, this would be true in private sector, but in this proposal, the PCC representative would not an administrator but a member of the PCC's elected Board of Trustees.

John Frala asked if his college pursued an NSF or U.S. Department of Labor grant, under this proposed structure, would his college be required to be administrator or to share part of the grant funding. He asked if this this arrangement would affect these grants. Salvatrice Cummo stated she believed it would be separate, as the FWDB is its own entity, PCC would be administrator. The role of the board continues to oversee funding, but it should not affect the grantee's partnerships. PCC does not automatically become partner to any of the grants with the other colleges. She stated she would need to know the commitment of those funds.

Jan Vogel, South Bay WIB, stated that his board has been partnering with FWDB for forty years and it is a great partnership. He stated that PCC stated it has so many resources available, there is no reason why the resources can't be used but not having to administer the WIOA program. South Bay WIB (I-Train) system, which manages the approved training list of programs which WDBs can refer people to for training, has not received many WIOA customer FWDB referrals to PCC's programs. PCC had recently been on hold for training referrals. Additionally, this proposal could place PCC in the conflicted position of referring clients to their own programs. PCC should be receiving more referrals, but this is up to the client where they want to be trained. If Pasadena doesn't want to retain the administrator role, it is possible an adjacent WDB could be utilized to merge programs, such as Verdugo WDB.

Judith Sernas, Verdugo WDB, noted that Verdugo WDB is comprised of Glendale, Burbank and La Cañada/Flintridge. She noted that the two WDBs have collaborated for over 40 years and under Dianne Russell's leadership, FWDB has administered exceptional programs. Since 2015, the WDBs of LA Basin have strengthened their regional partnerships. Verdugo WDB works closely with its community college for CTE and career pathway programs. Complex federal grants are difficult and working with community colleges can help deliver these programs. It is client choice if the clients do not choose the community colleges for their training.

Brandon Anderson, Deputy Director, California Workforce Association, stated training is a small component of WDBs. Clients come to WDBs for ancillary, wrap-around, supportive services, too. What capacity does PCC have to provide these services? What is the ratio of students to counselors at the community college? Salvatrice Cummo stated PCC would honor a client's choice for training provider. PCC would like to see more clients trained. Since 2018, PCC has trained only two FWDB clients. PCC would not be the exclusive training provider.

Tyrone Hampton asked what the next steps were. In the previous Policy Board meeting, it did not seem there was an appetite for PCC to be a voting member on the Policy Board. There are synergies and areas for leverage and maybe now, it would be best for just partnering between PCC and FWDB. He would like the Policy Board to take an action on the matter at its next meeting.

Tyrone Hampton asked whether the JPA required a majority vote or unanimous vote. Michelle Garrett stated the City Attorney office stated that it would require a unanimous vote by all JPA members.

Bob Lanter, Executive Director, California Workforce Association, stated that by law, the JPA has authority and liability for the federal funds received. Who is the fiscal agent is a key question. Having a community college act as fiscal agent is quite rare. None of California's 45 WDBs have community colleges or training providers as their fiscal agents. Having such an arrangement could pose a conflict of interest and uncertain of benefit it would bring. The state and US Dept. of Labor will perform audits if there are questions of conflict of interest. He stated a WDB should really be a community development agency. How does the WDB lead vulnerable people – persons living in poverty, persons with disabilities, ex-offenders, persons who have been occupationally segregated because of the color of their skin – into high wage, economically self-sufficient jobs, regardless of who is delivering the training? The role is one of community development. Questions to ask: 1) why does Pasadena not want the funds; and, 2) is there another city that wants the funds? The benefit to the cities is clear.

Dan Lien, Chair, FWDB, asked when did Pasadena become the administrator, as he believed it was only the fiscal agent. As fiscal agent, it cannot take on this solicitation role. Michelle Garrett stated the 2017 Joint Powers Agreement designates City of Pasadena as grant recipient, fiscal agent and administrator for the consortium. Dan Lien stated, "for the consortium" is different from the actual administration of the working program of the FWDB. Michelle Garrett stated the proposal would have PCC serve in same capacity the City of Pasadena does under the JPA, the administration of program would still be under the FWDB. PCC would constitute the program with the same type of staff as is currently. Dan Lien stated the WIOA program continued during the pandemic. He asked for future clarification of a strategic partnership with PCC versus implementation of this current proposal. What recent programming has PCC rolled out to meet the overall FWDB clientele needs? During his thirty years on the FWDB, he has seen the partnership with PCC be sporadic, with natural ebbs and

flows depending on staff and leadership at PCC. He also asked what current level does PCC have with partnership with California Employment Development Department (EDD)? FWDB's main feeder for clients is its partnership with EDD. His personal experience is that there is a barrier for clients going to an educational institution. The amount of time it takes to get a certificate in a traditional educational module program, to get employment, is not time the client has. The client needs to get to work as quickly as possible. So many clients are not necessarily not receptive to higher education but it can be a barrier to them. Also, he would like to know the number of businesses that PCC that serves through its small business outreach efforts. He also stated he also has a concern with PCC's inability to serve Duarte High School students.

Chair Rachelle Arizmendi stated there would be a follow-up FETC Policy Board meeting.

The meeting adjourned at 10:35 AM.

**Quick highlights of the discussion item comments, questions, answers and additional items distributed during FETC Policy Board Special Meeting of 10-16-22**

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**Comments Raised and Submitted, FETC Policy Board Special Meeting of 10-16-2022, Regarding Discussion Item of “Consideration of a Foothill Workforce Development Board Administrator Transition Proposal by the City of Pasadena”:**

- Michelle Garrett provided background and overview of the proposal to transfer administration of program to PCC, primarily to “increase operational efficiencies and outcomes for constituents.” PCC President Erika Endriijonas explained interest by PCC to develop its workforce and economic development and career training education programs and she was initially approached by the City of Pasadena’s former Economic Development manager regarding this proposal. PCC offers credit and non-credit programs. She also explained that community colleges within Los Angeles County are members of the LA County Consortium and PCC is the lead of this collaborating group. PCC also working with office of Pasadena Mayor Gordo’s Office on developing some skilled trade programs. The structure is aligned and in place for PCC to meet the immediate workforce needs of the area and this proposal fits into PCC’s vision as an institution to serve the larger area.
- Regarding question of any other JPA cities JPA interested in taking on Fiscal Agent role: South Pasadena - the question has not yet been asked to that City Council.
- If program moves to PCC, would WIOA funding be kept separate from PCC funds?  
Answer by PCC: Yes, WIOA funds would be treated as restricted funds, maintained separate from general funds. PCC has internal capacity and all funds at PCC are regularly audited. Treasurer for PCC is LA County. Funds may not be used to supplant PCC’s existing funding sources. PCC receives other workforce and training funds including WIOA funds for continuing education and adult education, Perkins funding for CTE Training and local and regional Strong Workforce funds.
- If program moves to PCC, would it provide opportunity for existing WIOA clients to take advantage of PCC programs?  
PCC: Yes, opportunity for clients to use PCC’s career services, counseling, pathways for students, any programs clients are eligible for. PCC is an open enrollment campus.
- Is there a possibility to serve more clients?  
PCC: Yes, opportunity to leverage braided funding.
- PCC President Erika Endriijonas noted City of Pasadena sought PCC for the proposal, that PCC did not seek the proposal out. PCC is happy to undertake the proposal if the Policy Board chooses to do it. Policy Board can decide not to accept the proposal.

## Quick highlights of the discussion item comments, questions, answers and additional items distributed during FETC Policy Board Special Meeting of 10-16-22

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- Regarding PCC's services areas, PCC serves 8 cities. Regarding dual enrollment, it can serve all FETC/FWDB's high schools, but not Duarte High School. PCC is open to all regardless of residency. 70% of PCC's students are from outside the official service area.
- PCC noted it would continue the existing outreach done by FWDB but would do an evaluation of services as to output. It's important to have methods to measure efforts done for each city.
- PCC President Erika Endriijonas noted PCC has #1 community college veterans center in CA. She also noted when she was president of LA Valley College President, that college worked with San Fernando Valley Economic Alliance and City of LA WDB on a program serving veterans. She noted PCC also has a small business development center, funded by both the federal and the state.
- Concern raised that WIOA clients are not necessarily college students. PCC states it understands the difference. There is some overlap. Some WIOA clients may not want training. It is not PCC's goal to convert all clients to PCC students. 64% of PCC's students are part-time and recent demographics of students indicate average age of student is increasing.
- Question by Policy Board of what will happen to existing WDB staff. PCC explained by public employment law, it cannot automatically assume staff. City of Pasadena would be prepared to absorb all staff; however, PCC would open positions and FWDB staff can apply. Michelle Garrett explained FWDB has 12 employees; five are full-time that would be absorbed by Pasadena. Seven are grant-funded, limited-term and these would be transferred to PCC.
- Question of what does governance look like under this proposal and who would have oversight and monitoring? Michelle Garrett described the proposal's two governance options: 1) Place PCC as a member Policy Board and assign it the administrator function; 2) Not place PCC on Policy Board but assign PCC the administrative function that City of Pasadena currently holds - Policy Board and FWDB Board remains same. John Chamberlin advised the WIOA law defines the grant recipient function, the fiscal agent, the entity that receives and disburses funds, is purely an accounting function. WIOA law states this role is chosen by local elected officials, the Policy Board. The decision where for where the WDB staff works and their functions is determined by the WDB. Other decisions like procurement and auditing, are joint decisions by the Policy Board and the WDB. At some point, you need to determine what the administrative functions are, because under the law there are no "administrative functions" there are a combination of services like procurement, staffing the board, etc. There would need to be an agreement of the Policy Board, the FWDB and the college to make this work. Michelle Garrett stated City of Pasadena City Attorney read proposal and noted that JPA

**Quick highlights of the discussion item comments, questions, answers and additional items distributed during FETC Policy Board Special Meeting of 10-16-22**

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would need to be revised and there would need to be a separate agreement, under Proposal 2, to cover the treasurer function. PCC President Erika Endriijonas stated she was not interested in the proposal if it were Option 2, that if PCC was to take on the role, having City of Pasadena be fiscal agent would not be workable. PCC is only interested in Option 1.

- Addressing the concern of bureaucratic levels, PCC believes Option 2 would add too many layers to the work and would be a disservice to the clients. Additionally, re Option 1, there is no evidence that a community college could not participate on a JPA.
- Tom Selinski, addressing concern that Pasadena would have an overarching, larger role, the JPA is a balance of all the communities. Contemporary, good governance would prevent a CEO seated on the board of directors and would suggest a there should be some distance between administrative arm and governing bodies. Michelle Garrett explained that proposal would take Pasadena out of administrator and move to PCC. Pasadena's role on JPA would be same as other four cities. Salvatrice Cummo noted this would true in private sector, but in this proposal, the PCC representative would not an administrator but a member of the PCC's elected Board of Trustees.
- Question by John Frala if his college pursued a grant, under this proposed structure, would his college be required to be administrator or share grant? Would this arrangement affect grants? Salvatrice Cummo stated she believed it would be separate, the role of the board continues to oversee funding, but it would not affect the grantee's partnerships.
- Jan Vogel, South Bay WIB, stated that his board has been partnering with FWDB for decades. PCC stated it has so many resource available, there is no reason why the resources can't be used without having to administer the WIOA program. South Bay WIB (I-Train) system (which manages the approved training organizations for WIOA clients) has not received many (WIOA customer) FWDB referrals to PCC's programs. PCC had recently been on hold for training referrals. Additionally, this proposal could place PCC in the conflicted position of referring clients to their own programs. PCC should be receiving more referrals, but this is up to the client where they want to be trained. If Pasadena doesn't want to retain the administrator role, it is possible an adjacent WDB could be utilized to merge programs, such as Verdugo WDB. Judith Sernas, Verdugo WDB, noted that Verdugo WDB is comprised of Glendale, Burbank and La Cañada/Flintridge. She noted that the two WDBs have collaborated over 40 years and under Dianne Russell's leadership, FWDB has administered exceptional programs. Since 2015, the WDBs of LA Basin have strengthened their regional partnerships. Verdugo WDB works closely with its community college for CTE and career pathway programs. Complex federal grants are difficult and working with community colleges can help

## Quick highlights of the discussion item comments, questions, answers and additional items distributed during FETC Policy Board Special Meeting of 10-16-22

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deliver these programs. It is client choice if the clients do not choose the community colleges for their training.

- Brandon Anderson, Deputy Director, California Workforce Association, stated training is a small component of WDBs. Clients come to WDBs for ancillary, wrap-around, supportive services, too. What capacity does PCC have to provide these services? What is the ratio of students to counselors at the community college? Salvatrice Cummo stated PCC would honor client's choice for training provider. PCC would like to see more clients trained. Since 2018, PCC has trained only two FWDB clients.
- Tyrone Hampton asked what the next steps were. In the previous Policy Board meeting, it did not seem there was an appetite for PCC to be on the Policy Board. There are synergies and areas for leverage and at this time, perhaps it would be best for partnering between PCC and FWDB. He would like the Policy Board to take an action on the matter at the next meeting.
- Question was asked whether JPA required a majority vote or unanimous vote. Michelle Garrett stated the City Attorney office stated that it would require a unanimous vote by all JPA members.
- Bob Lanter, Executive Director, California Workforce Association, stated that by law, the JPA has authority and liability for the federal funds received. Who is the fiscal agent is a key question. Having a community college act as fiscal agent is quite rare. None of California's 45 WDBs have community colleges or training providers as their fiscal agents. Having such an arrangement could pose a conflict of interest and uncertain of benefit it would bring. The state and US Dept. of Labor will perform audits if there are questions of conflict of interest. He stated a WDB should really be a community development agency. How does the WDB lead vulnerable people – persons living in poverty, persons with disabilities, ex-offenders, persons who have been occupationally segregated because of the color of their skin – into high wage, economically self-sufficient jobs, regardless of who is delivering the training? The role is one of community development. Questions to ask: 1) why does Pasadena not want the funds; and, 2) is there another city that wants the funds? The benefit to the cities is clear.
- Dan Lien, Chair, FWDB, asked when Pasadena became the administrator, as he believed it was only the fiscal agent. As fiscal agent, it cannot take on this solicitation role. Michelle Garrett stated the 2017 Joint Powers Agreement designates City of Pasadena as grant recipient, fiscal agent and administrator for the consortium. Dan Lien stated, "for the consortium" is different from the actual administration of the working program of the FWDB. Michelle Garrett stated the proposal would have PCC serve in same capacity the City of Pasadena does under the JPA, the administration of program would still be under the FWDB. PCC would constitute the program with the same type of staff

## **Quick highlights of the discussion item comments, questions, answers and additional items distributed during FETC Policy Board Special Meeting of 10-16-22**

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as is currently. Dan Lien stated the WIOA program continued during the pandemic. He asked for future clarification of a strategic partnership with PCC versus implementation of this current proposal. What recent programming has PCC rolled out to meet the overall FWDB clientele needs? During his thirty years on the FWDB, he has seen the partnership with PCC be sporadic, with natural ebbs and flows depending on staff and leadership at PCC. He also asked what current level does PCC have with partnership with California Employment Development Department (EDD)? FWDB's main feeder for clients is its partnership with EDD. His personal experience is that there is a barrier for clients going to an educational institution. The amount of time it takes to get a certificate in a traditional educational module program, to get employment, is not time the client has. The client needs to get to work as quickly as possible. So many clients are not necessarily not receptive to higher education but it can be a barrier to them. Also, he would like to know the number of businesses that PCC that serves through its small business outreach efforts. He also stated he also has a concern with PCC's inability to serve Duarte High School students.

- Chair Rachelle Arizmendi stated there would be a follow-up FETC Board meeting.

### **Comments/Questions submitted by John Chamberlain:**

How about the staff that deliver youth, adult and DW services? Do they stay at the City or go to PCC under the proposal? Services must be competitively procured unless they are delivered by the fiscal agent with the approval of the WDB and the local chief elected officials. The State also must approve in-house service delivery.

The City and the Policy Board may unilaterally choose to transfer the fiscal agent function to PCC. The fiscal agent function is limited to accounting. The fiscal agent must execute contracts and pay bills as authorized by the WDB so long as the costs are legal. The Policy Board may also choose to give PCC a seat on the Policy Board.

The WDB decides where its staff work and hires the WDB Executive Director. The many WDB functions in WIOA are far more staff intensive than the fiscal agent work. If the WDB staff work for the fiscal agent or another entity that delivers WIOA services there must be a clear agreement in place to prevent a conflict of interest and to preserve the WDB's role as an independent, impartial leader for the local workforce system.

This is a more nuanced decision than a transfer of "administrative functions."

### **Additional items distributed during the meeting:**

**Quick highlights of the discussion item comments, questions, answers and additional items distributed during FETC Policy Board Special Meeting of 10-16-22**

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**Pasadena City College (PCC) Audit reports**

<https://pasadena.edu/business-administrative-services/fiscal-services/accounting.php>

**Direct Link to PACCD Annual Financial Report, 2020-2021**

<https://pasadena.edu/business-administrative-services/fiscal-services/docs/district-audits/PACCD-Annual-Financial-Report-2020-2021.pdf>

**PCC Adopted Budget**

<https://pasadena.edu/business-administrative-services/financial-planning-and-budget/budget-forecast-analysis.php>

**PCC Office of Management and Budget (OMB) Uniform Guidance Policies & Procedures**

[https://pasadena.edu/business-administrative-services/fiscal-services/docs/information-and-memos/PCC\\_UGG\\_Policies\\_and\\_Procedures.pdf](https://pasadena.edu/business-administrative-services/fiscal-services/docs/information-and-memos/PCC_UGG_Policies_and_Procedures.pdf)

**PCC Veterans Resource Center**

<https://pasadena.edu/academics/support/veterans-services/>

## **The Respective Roles of the Workforce Development Board (WDB) and Chief Elected Officials**

WIOA sec. 107 (f) and 20 CFR 679.400 permit the Local WDB to “hire a director and other staff” to perform WDB duties, including local and regional plan development. WDB staff may work for any entity selected by the WDB to be the employer of record.

20 CFR 679.420 allows the local chief elected official to designate the local fiscal agent. The role of the fiscal agent is to receive and disburse workforce system funds as directed by the WDB. Page 129 of the preamble clarifies that “the appropriate role of the fiscal agent is limited to accounting and funds management rather than policy or service delivery.” The fiscal agent must execute contracts and disburse funds as directed by the WDB with a single exception: when there is a violation of Federal, State or local laws or rules.

When WDB staff are housed within the department designated by the local chief elected official as the fiscal agent, a written agreement is required between the WDB, the chief elected official and the department. The written agreement must specify how the respective roles of the fiscal agent and WDB staff are to be kept separate in order to prevent conflicts of interest and to preserve the WDBs statutory leadership role specified in WIOA sec. 107 (d) and 20 CFR 679.300. WIOA is very clear that the fiscal agent may not preempt WDB policy making and strategic workforce system leadership, even when the fiscal agent is the employer of record for WDB staff.

The WDB, acting through its staff, develops the local and regional plans in partnership with the local chief elected officials. This is very, very different than the accounting role played by the department designated by the local chief elected officials.

Sections 106 (c) (2) and 107 (d) (1) of the Workforce Innovation and Opportunity Act (WIOA) require that “Local WDBs and chief local elected officials ... prepare, submit and obtain approval of a single regional plan ... that incorporates local plans for each of the local areas in the planning region.” The Local WDBs take the lead in local and regional plan development, acting in partnership with local chief elected officials.

20 CFR 679.300 (a), the WIOA Final Rule, states that the “vision for the Local WDB is to serve as the strategic leader and convener of local workforce development system stakeholders.” As the strategic leader, the WDB develops both the regional and local plans “in collaboration with other local areas.” The WDB also manages the plans’ public comment process (20 CFR 679.500 (b)). The preamble to the Final Rule includes comments and Federal responses to those comments. Page 119 of the preamble states that “Local WDBs that are part of a planning region must develop and submit a regional plan in collaboration with the other Local WDBs in the region.”

## Options for FWDB Policy Board Composition, JPA Structure & Reporting Relationships

### FWDB Structure: Option 1

The Policy Board could vote to add Pasadena City College (“PCC”) as a member of the Policy Board and designate PCC as the Administrator (Program & Fiscal), Treasurer and Controller of the consortium. A new JPA would need to be drafted and approved by each of the governing agencies that are party to the agreement. Option 1 is ideal from the standpoint in that it is in the best interest of all of the cities to not handle money flowing into and out of the program.

Pasadena City College	City of Pasadena
<b>* Program Administrator &amp; Fiscal Administrator, Treasurer, Controller &amp; Sub-Grant Recipient</b>	<b>Member of the Policy Board</b>
Program Development (in conjunction with Development Board & Policy Board)	*No additional duties or responsibilities beyond that of a regular Policy Board member.
Policy Formulation (in conjunction with Development Board & Policy Board)	
Program Implementation	
Budget Formulation (budgets require approval from Policy & Development Boards)	
Maintain quarterly program budgets and present to Policy Board in July, October, January and April of each year	
Prepare grant applications & comply with grant reporting requirements	
Designated sub-grant recipient for FWDB	
Oversee and manage grants including advancing funds for grant reimbursements	
Responsible for safe-keeping & disbursement of all FETC money for program implementation and contractors	
Make or contract and file an audit on an annual basis	
Oversight of system performance, program & contract compliance, customer satisfaction, & program marketing	
Responsible for implementation of local plan	

## Options for FWDB Policy Board Composition, JPA Structure & Reporting Relationships

Employ agents/employees (WDB director requires final consent by Policy & Development Boards)	
Make or enter contracts	
Acquire or lease buildings or sites	

### **FWDB Structure: Option 2**

At the request of the Policy Board Chair, the Office of the City Manager was asked to consider an alternative structure bifurcating the duties of Administrator, Grant Recipient and Controller. After researching options, it was determined that Government Code Sections 6500-6509 requires that the duties of Treasurer and Controller/Auditor must be assigned to the same agency and that agency must also be a contracting partner to the JPA agreement. The Office of the City Manager is prepared to put forth an option that assigns PCC the role of Program Administrator & Fiscal Administrator of Funds Received from the Treasurer and assigns the City of Pasadena the role of Treasurer, Controller & Sub-Grant Recipient.

Option 2 will require additional coordination for record keeping and audits. In addition to a revised JPA, a separate contract or MOU will be required between PCC and the City of Pasadena setting forth the duties, responsibilities and obligations under the JPA.

The chart below envisions the structure and potential delineation of duties consistent with WIOA and Government Code Sections 6500-6509.

<b>Pasadena City College</b>	<b>City of Pasadena</b>
<b>* Program Administrator &amp; Fiscal Administrator of Funds Received From Treasurer</b>	<b>*Treasurer, Controller &amp; Sub-Grant Recipient</b>
Program Development (in conjunction with Development Board & Policy Board)	Receive grant funds to disburse to PCC, make or contract and file an audit on an annual basis.
Policy Formulation (in conjunction with Development Board & Policy Board)	Review financial reports and comment as necessary prior to submittal to the Policy Board in July, October, January & April of each year
Program Implementation	
Budget Formulation (budgets require approval from Policy & Development Boards)	
Maintain quarterly program budgets and financial records for review by	

**Options for FWDB Policy Board Composition, JPA Structure & Reporting Relationships**

Treasurer/Controller and present to Policy Board in July, October, January and April of each year	
Prepare grant applications & comply with grant reporting requirements	
Oversee and manage grants including advancing funds for grant reimbursements	
Responsible for safe-keeping & disbursement of all FETC money for program implementation and contractors	
Oversight of system performance, program & contract compliance, customer satisfaction, & program marketing	
Responsible for implementation of local plan	
Employ agents/employees (WDB director requires final consent by Policy & Development Boards)	
Make or enter contracts	
Acquire or lease buildings or sites	

**August 22, 2018 Draft**

**WORKFORCE SYSTEM PARTNERSHIP AGREEMENT between the Foothill Employment and Training Consortium Policy Board, the Foothill Workforce Development Board and the City of Pasadena**

This Workforce System Partnership Agreement, hereinafter referred to as the "Agreement," is between three parties: (1) the Foothill Employment and Training Consortium Policy Board, hereafter referred to as the "Policy Board;" (2) the Foothill Workforce Development Board, hereafter referred to as the "WDB;" and, (3) the City of Pasadena, hereinafter referred to as the "City." The Policy Board, the WDB and the City are hereinafter collectively referred to as the "Parties."

RECITALS

The following are the facts upon which this Agreement is based:

WHEREAS, The Workforce Innovation and Opportunity Act of 2014, hereinafter referred to as "WIOA" (29 U.S.C. 3101 et seq. Public Law 113 – 128), authorizes the expenditure of federal funds for workforce programs in local workforce development areas; and,

WHEREAS, the Cities of Arcadia, Duarte, Monrovia, Pasadena, Sierra Madre and South Pasadena, CA have entered into a consortium agreement, hereinafter referred to as the "Joint Powers Agreement" for the purpose of forming and governing the Foothill local workforce development area; and,

WHEREAS the Joint Powers Agreement, in accordance with WIOA §107 (c)(1)(B), established the Policy Board through which Foothill local elected officials exercise their authorities and fulfill their responsibilities under WIOA; and,

WHEREAS, the Policy Board has appointed the members of the WDB to serve as the local workforce development board; and,

WHEREAS, the Policy Board has designated the City as the local grant recipient

and fiscal agent for the local workforce area; and,

WHEREAS, the United States Department of Labor at 20 CFR 679.310 (c) provides that the local elected officials in a workforce development area, the local workforce development board appointed by the local elected officials and the local workforce area's fiscal agent may enter into an agreement to describe their respective workforce system roles and responsibilities; and,

WHEREAS, the Policy Board, the WDB and the City wish to enter into this Agreement describing their roles in the local workforce area;

NOW THEREFORE, the Policy Board, the WDB and the City agree as follows:

### **SECTION 1. TERM**

- A. This Agreement shall become effective when signed by the chairperson of the Policy Board (who serves as the "local chief elected official" referred to throughout WIOA), the chairperson of the WDB and the Pasadena City Manager.
- B. This Agreement shall remain in effect until terminated by one or more of the Parties. Termination shall take effect at midnight on June 30<sup>th</sup>, the end of the WIOA program year, at least six months after the notice of termination is given.

### **SECTION 2. POLICY BOARD FUNCTIONS**

In addition to the joint and shared authorities and obligations described elsewhere in this agreement, the Policy Board shall:

- A. Operate in accordance with the Joint Powers Agreement;
- B. Appoint WDB members who shall serve at the pleasure of the Policy Board. WDB members shall be appointed for staggered three year terms. The expiration of each term shall be determined by the Policy Board's chairperson to ensure that about one third of all WDB member terms expire each year on June 30<sup>st</sup>;
- C. Permit the Policy Board's chairperson to perform all "local chief elected official" duties mandated by WIOA and by local workforce area grants contracts.

### **SECTION 3. WORKFORCE DEVELOPMENT BOARD FUNCTIONS**

- A. The WDB shall screen or delegate the screening of training programs seeking inclusion on the eligible training provider's list (ETPL) in accordance with WIOA and State directives.
- B. The WDB shall approve the selection of adult, dislocated worker and youth service providers.
- C. The Chair of the WDB shall create committees, work groups or task forces, all of which shall be chaired by a WDB member, direct the activities of those committees, work groups and task forces, and appoint their members, which may include some non-board members. The committees, work groups and task forces shall make recommendation to the full WDB and the Policy Board. Committees, work groups and task forces may only act in the name of the full WDB if the full WDB explicitly grants this authority to the committee, work group or task force.
- D. The WDB shall certify and set standards for the one-stop career center system.
- E. The WDB shall convene stakeholders to get their input as a part of strategic workforce plan development and to identify non-federal expertise and resources which can be invested in the local workforce system.
- F. The WDB shall enter into a memorandum of understanding (MOU) with workforce system partners to identify their contributions to the one-stop infrastructure and the services the partners will deliver through the one-stop centers and the local workforce system.
- G. The WDB shall engage employers and pursue employer linkages:
  - 1. As a recruitment strategy to identify potential new WDB members;
  - 2. To encourage employer use of the local workforce system;
  - 3. To enhance communication and collaboration between employers, economic development, and workforce service providers;
  - 4. To ensure workforce activities meet employer needs and support economic growth; and,
  - 5. To identify demand occupations and sectors and to promote strategies and initiatives to meet employer, worker and jobseeker needs.
- H. The WDB shall implement cooperative agreements between the WDB and the core and one-stop partners to enhance services for jobseekers, workers and employers
- I. The WDB shall develop by-laws subject to Policy Board approval.
- J. The WDB shall elect its officers.
- K. The WDB shall perform all other local workforce development board functions in WIOA and in grants and contracts received by the local workforce area. The WDB chairperson is authorized to sign documents on behalf of the WDB.

## **SECTION 4: CITY OF PASADENA FUNCTIONS**

- A. The City of Pasadena is the local workforce grant recipient, fiscal agent and administrative entity for the Foothill local workforce area, as designated in the Joint Powers Agreement.
- B. The City shall manage workforce funds in accordance with the terms applicable to each discrete workforce program or grant and in accordance with strategic direction received from the Policy board and the WDB.
- C. The City shall employ the Executive Director for the local workforce area. The Executive Director shall hire and supervise other staff as needed. The Executive Director shall be evaluated from time to time by the Policy Board and the WDB chairpersons and by the City in accordance with City personnel policies and procedures.
- D. The City shall arrange for monitoring and audits as required by workforce fund sources. Audit and monitoring reports, and the resolution of any adverse findings, shall be shared with the Policy Board and the WDB.
- E. The City shall conduct procurement actions and shall negotiate, draft and execute workforce contracts, subject to WIOA and City procurement and fiscal policies.
- F. The City shall determine where within the City organizational structure workforce development functions are performed.

## **SECTION 5: SHARED RESPONSIBILITIES**

- A. The following are shared responsibilities of the WDB, the Policy Board and the City:
  - 1. It is the joint responsibility of the Parties to ensure effective service delivery which provides the most beneficial mix of program options;
  - 2. The Parties shall direct staff on the preparation, finalization and modification of the local and regional strategic workforce plans;
  - 3. The Parties shall seek and may elect to accept additional public and private resources for workforce services; and,
  - 4. The Parties shall comply with federal, California and local conflict of interest requirements, whichever is most restrictive.
- B. The following are shared Policy Board and WDB responsibilities:
  - 1. The WDB and the Policy Board shall be responsible for the selection, designation, and termination of the one-stop operator;

2. The WDB and the Policy Board shall be responsible for the selection, designation, and termination of workforce service providers;
3. The WDB and the Policy Board shall be responsible for the negotiation of local performance standards; and,
5. The WDB and the Policy Board shall approve the addition of non-mandatory one-stop partners.

#### **SECTION 5: DISPUTES**

In the event of conflict between the Parties, the decision of the Policy Board shall be final.

#### **SECTION 6: AMENDMENTS**

This Agreement may be amended at any time by the mutual agreement of the Parties.

#### **SECTION 8: MISCELLANEOUS**

- A. Whenever any consent or approval is required in this Agreement, the same shall not be unreasonably withheld.
- B. This Agreement is made and shall be construed under the laws of the State of California.

EXECUTION PAGE



OFFICE OF THE CITY MANAGER

**FOOTHILL WORKFORCE  
DEVELOPMENT BOARD  
ADMINISTRATOR TRANSITION  
PROPOSAL**

**JULY 2022**

**Prepared by:  
Office of the Pasadena City Manager and  
Office of the Pasadena City College President**

## **Background**

The cities of Arcadia, Duarte, Monrovia, Pasadena, Sierra Madre and South Pasadena formed the Foothill Employment and Training Consortium (“FETC”) under the federal Workforce Investment Act of 1998. That legal framework was substantially revised by the Workforce Innovation and Opportunity Act of 2014 (“WIOA”; 29 U.S.C. 3101 *et seq.*, Public Law 113-128, 128 Stat. 1425). Pursuant to the WIOA, the six original parties to the FETC entered into a new 2017 Joint Powers Agreement (“JPA”; California Government Code section 6500, *et. seq.*, re-establishing the FETC as a workforce investment board for the local workforce development area as designated by the Governor of the State of California. Pursuant to the JPA, the FETC is administered by a Policy Board made up of an elected official of each participating public entity. The Policy Board is responsible for, among other things, appointing members to the Workforce Development Board. The City of Pasadena serves as the administrative agent on behalf of the JPA and provides the administration necessary to implement the program activities of the Foothill Workforce Development Board (“FWDB”). Currently, the members of the Policy Board include elected officials from the cities of Arcadia, Duarte, Pasadena, Sierra Madre and South Pasadena.

## **Proposal**

The Office of the Pasadena City Manager is in discussion with Office of the President at Pasadena City College (“PCC”) to serve as Administrator of the FWDB. As Administrator, PCC would assume the role currently conferred to the City of Pasadena thru the JPA as the grant recipient, fiscal agent and Administrator for the consortium, which includes the program administration necessary to implement the local Workforce Development Area WIOA Program under the supervision and direction of the Policy Board and the Workforce Development Board.

The Office of the City Manager believes that the role of administrator has better alignment with PCC’s Economic and Workforce Development Division (“EWD”). As one of the top community colleges in California, PCC has the flexibility and expertise to deliver on workforce development initiatives and programs that align with desired state outcomes and regional workforce demands.

## **Benefits of WIB Administrator Transfer to PCC**

PCC’s Economic and Workforce Development Division serves as the ideal nexus for education, economic development agencies, industry and the workforce development system. More so than any one particular city party to the JPA, PCC has a

regional focus and would enable the FWDB to expand its impact and yield greater results to the communities served.

The Federal, State and local workforce development system is vital to the success of our communities, the local economy, and the nation as a whole. Community colleges play an integral role in that system and have long led national efforts to improve access and create pathways to high-demand careers. Bridge programs, short intensive learning programs designed to help students gain skills or knowledge to further education, are supported by the California Community Colleges Chancellor's Office ("CCCCO"). These types of programs have incorporated the following key elements that have proven to be effective and align with the mission of the FWDB of increasing employment, retention and occupational skill attainment by participants, and as a result, improving the quality of workforce:

- Targeted recruitment and enrollment of low-income youth with barriers to college success
- Career technical training, incorporating work readiness and career guidance
- Connections to career pathway education and employment
- Active engagement of employers in program design and support
- Work-based learning
- Academic, personal, and career support services

PCC is the recipient of a variety of funding streams that can be braided together to support the workforce investment system. By leveraging multiple funding streams across systems, PCC can amplify the services and programs of the FWDB and cast a wider net to community members in need.

By placing PCC in the Administrator role, there will be a seamless connection between job seeking customers, post-secondary credential attainment, and the workforce system. Adult, dislocated and incumbent workers can substantially accelerate their credential attainment by leveraging their work-based learning, military experience, skills and experience through shorter-term training for college credit. This partnership would be positioned to leverage the training capacity of PCC so that the college can use the state set-aside fund to align the needs of job seekers for employment and employer's needs for skilled workers. Connecting PCC with WIOA funds can help to bridge the gap between employer and workforce to ensure that there is a talented labor pool that possesses the skills and credentials demanded by employers.

By shifting the role of Administrator to PCC, it is anticipated that operational efficiencies will result in better outcomes for the cities and participants. PCC already has a strong method for collecting, analyzing and distributing key local workforce data. As administrator, PCC could aid regional economic development stakeholders in their program development with a more robust set of workforce data. The FWDB would

become part of PCC's well-established career center allowing PCC to leverage its existing assets, resources and talents. PCC could offer shared grant writing and outreach to workforce development funders in advancing partnerships through the member cities and region.

Labor and community college workforce development programs share a mutual interest in growing the communities they serve. The alliance between Chancellor's Office and labor can result in more opportunities for state grand funding and innovative programming. Through alignment of funding and programming, the workforce development area could look for better outcomes of WIOA principles. The State of California established a set of principles to guide the state's workforce investment system when it adopted the California Workforce Innovation & Opportunity Act ("CA-WIOA"). Chief amongst those principles, workforce investment programs and services shall be responsive to the needs of employers, workers and students by: (1) preparing California's students and workers with the skills necessary to compete in the global economy; (2) producing greater numbers of individuals who obtain industry-recognized certificates and career-oriented degrees in competitive and emerging industry sectors and filling critical labor market skills gaps; (3) adapting to rapidly changing local and regional labor markets as specific workforce skill requirements change; and (4) preparing workers for good-paying jobs that foster economic security and upward mobility.

PCC's existing work and programs lend itself to a more cohesive delivery of WIOA administration. PCC as Administrator of the JPA would be able to offer wraparound services and benefits to clients above and beyond those currently offered by the FWDB with City of Pasadena as Administrator. These benefits include substantially accelerated postsecondary credential attainment for dislocated and incumbent workers; as an Eligible Training Provider PCC would create new programs that qualify for WIOA support; better analysis of local workforce data; stronger regional partnerships; and the establishment of a single entity to address gaps in local workforce programs and services.

Furthermore, EWD has substantial institutional support from PCC to conduct its work. EWD's organizational structure lends itself to optimizing work around employer engagement, career services, work-based learning, entrepreneurship, business support, adult learning and workforce training. EWD also has dedicated physical space on two campuses for each of its programs The Robert G. Freeman Center for Career and Completion, the office of Work-Based Learning, the Small Business Development Center (SBDC), the Los Angeles Regional Consortium (LARC), PCC Extension, and Workforce Training. Each of these programs works in focused ways (as described in Attachment A) and can be leveraged for better outcomes as they deliver on the overarching goals of Economic and Workforce Development at PCC.

Lastly, PCC values the importance of assessing the needs of the communities it serves, in order to serve with intentionality. A community needs assessment will be conducted to effectively and efficiently identify the programming, services and resources needs for each City. PCC partners with a third party company to conduct assessments and then uses the reports to build programs and services for students and employers. PCC intends to ramp up strategic communication and marketing about services offered by the FWDB to constituents of each member City of the consortium.

### **Analysis of JPA, Government and WIOA Rules**

The Pasadena City Attorney's Office and the California Labor & Workforce Development Agency was consulted as to whether such a modification to the JPA is permissible under WIOA and other Government Codes.

CA-WIOA allows for an entity such as PCC to assume the role of Administrator on behalf of the Policy Board. Under the JPA provisions of Government Code § 6506, a non-member entity may be contracted to administer the JPA.

Should the Policy Board wish to appoint PCC as Administrator and member of the JPA, it could do so as eligibility for Policy Board membership is prescribed by the JPA and WIOA. The JPA Policy Board is comprised of a group of "Chief Elected Officials" from each of the participating public entities. The PCC Board of Trustees could be a considered a category of elected officials. Since PCC would be included within the term "public agency" pursuant to Government Code § 6500, PCC could therefore become a member of the Policy Board. In Staff's research, there are two instances where Policy Board membership included entities other than city or county elected officials:

[San Diego Workforce Partnership](#): The Policy Board is comprised of two County Supervisors, two City Councilmembers, and a community representative (currently United Way of San Diego)

[Mother Lode Job Training Consortium](#): The Governing Board is comprised of an elected official from each member county plus one community representative (currently Adventist Health)

While eligible to serve on the Policy Board, PCC is willing to take on the role of Administrator without being added as a member of the Policy Board. Should the members of the Policy Board wish to invite PCC to join the Policy Board in the future, it would have the authority to do so.

The California Labor & Workforce Development Agency said that there were no issues with adding PCC to the Policy Board and/or appointing PCC as administrator of the JPA. Anecdotally, the undersecretary indicated that the inclusion of a local

community college on a Policy Board and as administrator would serve as a model for other workforce development areas.

### **Role of the Workforce Development Board**

While it is not required for the Workforce Development Board to be involved in the decision of who serves as Administrator of the JPA, they could certainly be briefed on the discussion and advise to the extent that the Policy Board wishes for them to be involved.

### **Analysis of Impact to Regional Planning & Other Contracts**

PCC intends to fulfill the existing FWDB regional plan and contracts with periodic evaluations to determine if the FWDB is meeting its committed outcomes, and to establish benchmarks for future planning. Additionally, as overlays to the benchmarks themselves, PCC also proposes developing benchmark maps that clarify the region's specific workforce development landscape as it pertains to equity, industry, economy, and social indicators. The maps would reveal those neighborhoods most affected by equity issues, those industrial and economic sectors with the highest need for workers, and the most significant gaps in training and educational resources. Then, as a region, the FWDB can allocate and distribute resources towards regional assets that demonstrate the highest return on those investments, the most jobs per capita, and the biggest impact per investment.

The data gathered is also a valuable tool for future strategizing, as these initial efforts drive economic and social change and achieve the FWDB incremental goals.

### **Pasadena City College Service Area & Local Area Plan**

PCC plans to deliver services consistent with the local area designated under the WIOA, as designated by the Governor, and the FWDB Local Area Plan. Clients from the cities party to the JPA would be able to access services and supports from PCC as Administrator of the JPA. Conversely, clients from non-member cities would be referred to the Los Angeles County Workforce Development Board.

### **Proposed Staffing Structure**

If approved as Administrator of the JPA, administrative functions of the FWDB will be transitioned to the PCC campus without disruption to existing programs and services to the community.

Of the 12 staff employed by the FWDB, seven employees are limited-term (grant-funded) and five are regular term employees. The City of Pasadena has a number

of vacancies and is committed to finding positions that match the skills and interests for the five regular term employees.

To keep programs running without interruption to services, PCC will transition the limited-term (grant funded) positions with the program administration to their campus as contractors or professional experts. PCC would initiate a recruitment to backfill positions for FTE's reassigned within City Departments. At PCC, the program administration will fall under the purview of the Economic & Workforce Development Division. The FWDB would still report to and seek direction from the Policy Board and Workforce Development Board.

### **FWDB Administrator Transfer Process**

A modification to the JPA designating PCC as Administrator would require a positive vote of no less than five members of the JPA. A new or amended agreement must be approved by the governing body of each Policy Board member. Within 30 days after the effective date of the amendment, the JPA will need to prepare and file a notice of the amendment with the Office of the Secretary of the State. If PCC were also to join as a Policy Board member, the Workforce Development Board and Policy Board would need to submit a Local Area Modification Plan to the State EDD Office. The Office of the Pasadena City Attorney has advised that if PCC were to be Designated Administrator but not a Policy Board Member, a separate agreement with PCC is needed setting forth the duties of the Administrator Role specific to their obligation under the JPA.

### **Conclusion**

The transition of the Administrator role from the City of Pasadena to PCC will further an equity framework that serves the needs of all cities in the consortium and region with the express purpose of providing opportunities, economic and social mobility. This new arrangement has the potential to build a stronger sector partnership through the FWDB that leverages PCC as training provider to develop career pathways that align with workforce demands. Lastly, PCC is poised to deliver greater outcomes for program participants and improved relationships with stakeholders including, but not limited to, employers, students, participants in need of training, adults, dislocated workers, youth at risk and veterans.

**ROBERT G. FREEMAN  
CENTER FOR CAREER  
& COMPLETION  
CENTER**

**CAREER & MAJOR  
EXPLORATION, DEVELOPMENT  
& PLANNING**  
1:1 COUNSELING & ADVISING  
APPOINTMENTS

**CAREER DEVELOPMENT  
WORKSHOPS**

**FACULTY CAREER  
PROFESSIONAL DEVELOPMENT**

**CAREER SKILLS & TOOLS  
DEVELOPMENT**  
RESUME/COVER LETTER WRITING,  
INTERVIEWING, NETWORKING,  
PERSONAL BRANDING, AND MORE

**JOB SEARCH PLANNING**

**EMPLOYER ENGAGEMENT  
& JOB DEVELOPMENT**  
ON-CAMPUS AND VIRTUAL  
RECRUITMENT

INDUSTRY LED CAREER EDUCATION  
EMPLOYER INFORMATION SESSIONS

**ONLINE JOB BOARD**

**ALUMNI ENGAGEMENT**

**POST-COMPLETION  
EMPLOYMENT OUTCOMES  
DATA COLLECTION**

**PCC SCHOLARS**



**WORK-BASED  
LEARNING**

**PCC INTERNSHIP PROGRAM**  
INTERNSHIP ACADEMIC CREDIT  
1:1 INTERNSHIP  
STUDENT APPOINTMENTS

**COOPERATIVE WORK  
EXPERIENCE**

**PCC & TOR FELLOWSHIP**

**COMMUNITY-BASED  
LEARNING**

**CENTRALIZED DATA  
COLLECTION**

**COMMUNITY PARTNERSHIPS**

**INTERNSHIP RECRUITMENT  
EVENTS**

**EXPERIENTIAL LEARNING  
WORKSHOPS**

**DIVERSITY CAREER PANELS**

**SOFT SKILLS TRAININGS**

**VOLUNTEER PROGRAM**

**FACULTY & STAFF  
COLLABORATIONS**



**STRONG  
WORKFORCE  
PROGRAM**

**ADVISORY COMMITTEES**

**FUNDED LOCAL PROGRAMS**  
HOSPITALITY  
ADT IN BUSINESS, EQUITY COHORT  
MODEL  
PARALEGAL STUDIES  
BUILDING CONSTRUCTION INSPECTION  
DATA SCIENCE  
MACHINE SHOP  
THEATER ARTS-THEATER TECHNOLOGY  
AUTOMOTIVE TECHNOLOGY  
TELEVISION & RADIO  
BIOLOGICAL TECHNOLOGY  
ELECTRONICS ROBOTICS  
WELDING  
ARCHITECTURAL DRAFTING

**FUNDED REGIONAL  
PROGRAMS**  
BIO SCIENCE TRAINING PROJECT  
CALIFORNIA CLOUD WORKFORCE  
CAREER PATHWAY SPECIALIST  
eCTE DISTANCE & DIGITAL LEARNING  
ECU SKILLED WORKFORCE TALENT  
PIPELINE  
LA NURSING CURRICULUM  
CONSORTIUM  
MARKETING  
NON-CREDIT CAREER PATHWAYS



**SMALL BUSINESS  
DEVELOPMENT  
CENTER**

1:1 ADVISING  
BIZ ED WORKSHOPS  
VENTURE LAUNCH  
SMALL BUSINESS  
COVID RECOVERY  
ENTREPRENEURSHIP  
TRAINING



**WORKFORCE  
TRAINING**

**CUSTOMIZED EMPLOYER  
TRAINING**

**EMPLOYER TRAINING PANEL  
(ETP)**

**TRADE ADJUSTMENT  
ASSISTANCE (TAA)**

**CALIFORNIA TRAINING  
INITIATIVE**

**I-TRAIN**



**LOS ANGELES  
REGIONAL  
CONSORTIUM**

**FOUNDATIONAL PROJECTS**  
REGIONAL INDUSTRY ENGAGEMENT &  
EMPLOYMENT PIPELINE DEVELOPMENT  
- LAEDC  
UNITE-LA EMPLOYER ENGAGEMENT  
LA EMSI ALUMNI TOOL  
LA FACULTY INNOVATION HUB  
LA MARKETING: CCLA-19  
LA MARKETING LEADS CONVERSION

**REGIONAL PROJECTS**  
REGIONAL JOB PLACEMENT &  
EMPLOYMENT SUCCESS  
NONCREDIT CAREER PATHWAYS  
ENTERTAINMENT AND LA CREATIVE  
ECONOMY  
CAREER PATHWAYS PARTNERSHIP  
ALLIED HEALTH  
LA RETAIL, HOSPITALITY AND TOURISM  
(RHT)  
DATA SCIENCE (CIS EMERGING)  
REGIONAL OCCUPATIONAL CLUSTERS



**EXTENSION**

**PCC EXTENSION TRAINER  
COURSES**

**ONLINE PARTNER COURSES**  
Ed2Go  
ProTrain  
UGotClass

**CENGAGE: SUPPLEMENTAL  
JOB DISPLACEMENT**

**BENEFITS (SJDB) PROGRAM  
VOCATIONAL REHAB**

**MyCAA**  
(TUITION ASSISTANCE PROGRAM  
FOR MILITARY SPOUSES)

**GOOD TIMES TRAVEL**

**INSTITUTE OF READING  
DEVELOPMENT (IRD)**

**SUMMER SWIM**



**ADVOCACY &  
OUTREACH**

**BUSINES COUNCIL**

**BUSINESS NEEDS ASSESSMENT**

**EWD  
BRANDING & MARKETING**  
PULSE NEWSLETTER  
PODCAST  
SOCIAL MEDIA

**FUTURE OF WORK INITIATIVE**  
CONFERENCE  
WEBINARS  
INDUSTRY ROUND TABLES

**EWD ADVISORY GROUP**

**HIRE PCC CAMPAIGN**

