



## SENATE OFFICE OF RESEARCH



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### Workforce Resources for Displaced Workers

#### Dislocated Workers and WIOA Federal Funds

While the state has invested substantial amounts of state funds in workforce services in the last decade, the primary source of funding for workforce services specifically designated for dislocated/displaced workers remains federal funds provided under the Workforce Innovation and Opportunity Act (WIOA). Two sources of WIOA funds are specifically set aside for dislocated workers: 1) WIOA dislocated worker (DW) formula funds and 2) National Dislocated Worker Grants (NDWGs) disbursed by the federal Department of Labor (DOL) and administered in California by the Employment Development Department (EDD).

- WIOA DW formula funds are federal funds that primarily pass through states to local workforce development boards (LWDBs) to provide workforce “career” and “training” services to dislocated workers. LWDBs are local government entities appointed by local elected officials to plan and provide workforce services in the state’s 45 local workforce areas (LWAs).
- Each year California receives about \$150 million in federal WIOA DW formula funds.<sup>1</sup> Sixty percent of these funds are distributed to California’s 45 LWDBs, which use them to provide services. In program year 2024–25, California distributed about \$95 million in DW formula funds to LWDBs to provide DW services. Dislocated workers typically access these services at one of the state’s nearly 200 American Job Centers of California (AJCCs). Under federal law, veterans are given priority for services funded with DW formula funds.
- Twenty-five percent of California’s WIOA DW formula funds are held in reserve by the state to address unforeseen circumstances that displace large numbers of workers, including natural disasters and major economic events such as plant closures.<sup>2</sup> EDD typically distributes these additional assistance funds to LWDBs to

<sup>1</sup> These funds are called formula funds because disbursements to state and local areas are distributed using formulas that consider such things as unemployment and poverty rates in the states and local workforce areas receiving the funds.

<sup>2</sup> The remaining 15 percent of state-allocated DW formula funds are used primarily for state-administered grant programs and operations of the state workforce system as part of the state’s 15 percent discretionary fund spending plan. This spending plan is submitted to the Legislature for approval as part of the May revise. In the Senate, initial budget approval for the administration’s planned use of these funds takes place in Budget Subcommittee 5.

augment their formula allocations so they can provide services in response to local events that cause dislocation.<sup>3</sup>

- State policy and federal law also allow LWDBs to supplement local DW local formula funding allocations with transfers of local WIOA adult worker federal formula funds disbursed to states and LWDBs in much the same way that DW federal formula funds are disbursed.<sup>4</sup>
- Adult formula funds are part of another funding stream that passes through the state to LWDBs. These funds are set aside to provide services to adults in need of workforce career and training services and are specifically intended for individuals with barriers to employment. Priority of service for adult formula funds is given to veterans, recipients of public assistance, other low-income individuals and individuals who are basic skills-deficient.
- Workers who receive assistance from LWDBs at career centers may qualify for assistance under multiple funding streams if they meet the eligibility criteria of each of them. For example, a qualifying individual could simultaneously receive services under both the adult and DW formula funding streams if eligible under both.
- When LWDBs transfer adult formula funds to their DW formula fund accounts, the funds are treated as if they are dislocated worker funds, and the priority of service restrictions change to those governing the use of DW funds (such that veterans are still given priority of service, but other priority of service requirements associated with the adult formula funding stream no longer apply).
- NDWGs are another federal funding source that can be used to provide services to dislocated workers. Among the types of NDWGs, those related to natural disasters are known as Disaster Recovery DWGs.
- According to the federal DOL website: “Disaster Recovery DWGs provide funding to create temporary employment opportunities to assist with cleanup and recovery efforts when an area impacted by an emergency or major disaster is declared eligible for public assistance by the Federal Emergency Management Agency (FEMA) or is declared or recognized as an emergency or disaster of national significance by a federal agency with authority or jurisdiction over federal response to the disaster or emergency, including public health emergencies.” FEMA made the appropriate determinations on January 8, 2025, qualifying California for NDWG grants related to the Los Angeles wildfires.
- The Los Angeles region is receiving up to \$10 million of U.S. DOL Disaster Recovery DWG money in a grant that EDD has paired with \$10 million in additional assistance DW formula funds to augment services available to wildfire victims. The up to \$10 million in DWG money is being used to provide temporary employment related to cleanup and the provision of humanitarian assistance to wildfire victims with services being provided through both the city and county of

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<sup>3</sup> The Employment Development Department policy on additional assistance can be read here: [https://edd.ca.gov/siteassets/files/jobs\\_and\\_training/pubs/wsd16-15.pdf](https://edd.ca.gov/siteassets/files/jobs_and_training/pubs/wsd16-15.pdf).

<sup>4</sup> Employment Development Department policy on Workforce Innovation and Opportunity Act transfers can be read here: [https://edd.ca.gov/siteassets/files/jobs\\_and\\_training/pubs/wsd22-09.pdf](https://edd.ca.gov/siteassets/files/jobs_and_training/pubs/wsd22-09.pdf).

Los Angeles. Additionally, the Los Angeles County Department of Economic Opportunity will be coordinating with LWDBs throughout Los Angeles to use \$10 million in additional assistance funds to surge resources available for services.

### **Types of Workforce Services for Displaced/Dislocated Workers Under WIOA**

Similar types of workforce services are offered under both DW and adult WIOA programs. These services tend to fall into three categories: basic career services, individual career services, and training services.

**Basic Career Services:** Basic workforce career services are primarily informational in nature and include the following:

- Eligibility determination for WIOA workforce services
- Orientation to information and other services available in career centers
- Initial skills assessments
- Job search and placement assistance
- Provision of labor market information, including employment statistics information and information related to local, regional, and national labor market areas, including job listings
- Information on job skills necessary to obtain vacant jobs listed at the career center
- Information relating to local occupations in demand and the earnings, skill requirements, and opportunities for advancement for those jobs
- Provision of performance information and program cost information on eligible providers of education, training, and workforce services by program and type of providers
- Provision of information, in usable and understandable formats and languages, relating to the availability of supportive services or assistance, and appropriate referrals to those services and assistance, including childcare, child support, medical or child health assistance available through the state's Medicaid program and Children's Health Insurance Program, benefits under the Supplemental Nutrition Assistance Program, assistance through the earned income tax credit, and assistance under a state's program for Temporary Assistance for Needy Families, and other supportive services and transportation provided through that program
- Provision of information and meaningful assistance to individuals seeking assistance in filing a claim for unemployment compensation
- Assistance in establishing eligibility for programs of financial aid assistance for training and education programs not provided under WIOA

**Eligibility for Basic Career Services:** Basic career services are intended to be universal in nature, meaning they must be provided through at least one career center in the geographic jurisdiction of the relevant LWDB to anyone trying to access workforce services.

**Individualized Career Services:** Individualized workforce career services typically involve more substantial career center staff interaction with the person receiving the services and may include the following:

- Comprehensive and specialized assessments of the worker's skill levels and service needs, including diagnostic testing and use of other assessment tools
- In-depth interviewing and evaluation to identify employment barriers and appropriate employment goals
- Development of an individual employment plan to identify the employment goals, appropriate achievement objectives, and appropriate combination of services for the workforce services recipient to achieve their employment goals
- Group counseling
- Individual counseling
- Career planning
- Short-term pre-vocational services including development of learning skills, communication skills, interviewing skills, punctuality, personal maintenance skills, and professional conduct services that prepare individuals for unsubsidized employment or training
- Internships and work experiences that are linked to careers
- Financial literacy services
- Out-of-area job search assistance and relocation assistance
- English language acquisition

**Eligibility for Individualized Career Services:** Accessing individualized career services is contingent on meeting WIOA program eligibility criteria. Eligibility often depends on the type of career service sought. In general, age-related eligibility criteria, selective service compliance requirements for men, and proof of work authorization limit who can access individualized career services at a career center.<sup>5</sup> For example, to access DW or adult WIOA services, an individual must be 18 years old. (There is a separate WIOA funding stream for youth, and the types of services available to youth are somewhat different.)

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<sup>5</sup> Eligibility determination can be somewhat technical in detail but career center staff can answer questions about eligibility for those seeking services. For example, not all individualized career services require proof of work authorization. An overview of eligibility rules can be found here: [https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fedd.ca.gov%2Fsiteassets%2Ffiles%2Fjobs\\_and\\_training%2Fpubs%2Fwsd24-04att1.docx&wdOrigin=BROWSELINK](https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fedd.ca.gov%2Fsiteassets%2Ffiles%2Fjobs_and_training%2Fpubs%2Fwsd24-04att1.docx&wdOrigin=BROWSELINK).

Additional eligibility requirements relevant to the statutory and regulatory definition of dislocated worker also limit who qualifies for DW services. An individual typically must fall into one of the following six categories to qualify for DW services:<sup>6</sup>

- Someone terminated or laid off or about to be terminated or laid off and who is eligible for unemployment insurance (UI) or someone who has exhausted UI benefits or someone who demonstrates sufficient attachment to the labor force to typically be eligible for UI *provided that* the individual is unlikely to return to their previous industry or occupation
- Someone terminated or laid off due to closure or substantial layoff at a plant, facility, or enterprise
- A self-employed person unemployed due to general economic conditions or natural disaster
- Displaced homemakers who are dependent on another family member's income where that family member's income can no longer support the homemaker and the homemaker is unemployed or underemployed and having difficulty securing employment
- A worker dislocated due to foreign trade
- A displaced homemaker experiencing a loss of employment due to the military service deployment of their partner

Presumably, most wildfire victims who lose their jobs as a result of natural disaster qualify for services under the foregoing bullet No. 2—as long as these individuals also meet other eligibility criteria.

**Training Services:** Training services accessible through career centers can take many different forms and may include the following:

- Occupational skills training, including training for nontraditional employment
- On-the-job training programs that combine workplace training with related instruction, which may include cooperative education programs
- Training programs operated by the private sector
- Skills upgrading and retraining
- Entrepreneurial training
- Incumbent worker training
- Transitional jobs
- Job readiness training provided in combination with any of the above

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<sup>6</sup> The technical language of the categorical definitions in the statute have been simplified for brevity. For the actual statutory definition, see “dislocated worker” at the following link: [https://www.dol.gov/sites/dolgov/files/ETA/advisories/TEGL/2017/TEGL\\_19-16\\_Attachment\\_III.pdf](https://www.dol.gov/sites/dolgov/files/ETA/advisories/TEGL/2017/TEGL_19-16_Attachment_III.pdf).

- Adult education and literacy activities provided in combination with most of the training services listed above
- Customized training conducted with a commitment by an employer or group of employers to employ an individual upon successful completion of the training

**Additional Eligibility Qualification for Training Services:** To access training services through a career center overseen by an LWDB requires that career center staff determine that the individual seeking training needs additional training to secure employment. This additional requirement typically is satisfied when career center staff meet the following requirements:

- After an interview, evaluation, or assessment, and career planning, the staff member must determine that the individual seeking training services is not likely to land a job that will result in economic self-sufficiency or will not secure wages comparable to or higher than wages from their previous employment without the individual receiving additional training
- Career center staff also must determine that the individual requesting training has the skills and qualifications necessary to successfully participate in training
- Staff can only offer training directly related to employment opportunities in the local area or region or in another area to which the individual is willing to commute or relocate
- Staff also must determine that the individual is unable to fund the training without WIOA funds

Meeting the foregoing requirements does not guarantee access to training as those seeking training must also meet all other eligibility requirements discussed earlier. Additionally availability of training services will vary from one LWDB to the next and is subject to local programming, local policy, and local budgeting decisions. In California, state law requires that all LWDBs expend an equivalent of at least 30 percent of their federal adult and DW formula fund allocations on training services.<sup>7</sup>

### **Local Workforce Development Boards in the Los Angeles Region**

Seven LWDBs provide services through 41 AJCCs in the Los Angeles region. Career centers operated by these LWDBs can be located using the digital tool found here: <https://www.careeronestop.org/LocalHelp/service-locator.aspx>. This tool can be used to find AJCCs anywhere else in the state.

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<sup>7</sup> See California Unemployment Insurance Code 14211 and SB 734 (DeSaulnier), Chapter 498, Statutes of 2011, and AB 1149 (Arambula), Chapter 324, Statutes of 2017. The Employment Development Department (EDD) tracks compliance with the statute. EDD's tracking policy directive can be read here: [https://edd.ca.gov/siteassets/files/jobs\\_and\\_training/pubs/wsd18-10.pdf](https://edd.ca.gov/siteassets/files/jobs_and_training/pubs/wsd18-10.pdf). Reports on compliance with the statute periodically are made available for public and legislative review. For more information on recent expenditure levels, see the most recent expenditure report here: [workforce-investment-act-and-workforce-innovation-and-opportunity-act-funds-expended-for-training-in-california-py-21-22.pdf](https://edd.ca.gov/siteassets/files/workforce-investment-act-and-workforce-innovation-and-opportunity-act-funds-expended-for-training-in-california-py-21-22.pdf).



LWDBs in Los Angeles include the following:

**Los Angeles City:** This LWDB is appointed by the mayor of Los Angeles and is part of the city's Economic and Workforce Development Department. According to the board's website, services are offered through 17 WorkSource centers throughout the city.

<https://www.wiblacity.org>.

**Los Angeles County:** This board is appointed by the county board of supervisors and operates as part of the county Department of Economic Opportunity. It serves 57 of the 88 cities and 150 unincorporated areas in the county. According to the board's website, services are offered through 16 AJCCs throughout the county.

<https://www.ajcc.lacounty.gov/wdb>.

**Foothill:** This board is appointed by local elected government officials from Arcadia, Duarte, Sierra Madre, South Pasadena, and Pasadena and serves those cities under a joint powers agreement. The city of Pasadena is the fiscal and operating agent for the board and oversees the provision of services in AJCCs in the San Gabriel Valley.

<https://fwdbworks.org/wp/>.

**Long Beach Workforce Innovation Network:** This board is appointed by elected officials from the cities of Long Beach and Signal Hill and operates under the Long Beach Economic Development Department. Services are provided through an AJCC in Long Beach. <https://longbeach.gov/economicdevelopment/talent-workforce/>.

**South Bay:** This board is appointed by elected officials from the cities of Carson, El Segundo, Gardena, Hawthorne, Hermosa Beach, Inglewood, Lawndale, Manhattan Beach, Redondo Beach, Lomita, and Torrance under a joint powers agreement. Services are provided by a nonprofit through four career centers in Torrance, Carson, Gardena, and Inglewood. <https://www.sbwib.org/>.

**South East Los Angeles County:** This board is appointed and operated as a private nonprofit formed under a joint powers authority between the cities of Artesia, Bellflower, Cerritos, Downey, Hawaiian Gardens, Lakewood, Norwalk, and Paramount and is appointed by elected officials from those cities. Services are offered at the AJCC in Cerritos. <https://www.selacowdb.com/>.

**Verdugo:** This board is appointed by elected officials from the cities of Burbank, Glendale, and La Cañada Flintridge. Services are provided through the Verdugo Jobs Center and self-serve job search also is available using computer terminals at Burbank public libraries. <https://www.glendaleca.gov/government/departments/community-services-parks/verdugo-jobs-center/workforce-development-board/-fsiteid-1>.

### **Business Services Available Through LWDBs**

Federal law emphasizes the dual customer focus of the federally funded workforce system, emphasizing that the system is intended to serve both workers and employers. Business services also are accessible through career centers, and LWDBs are expected to develop business service plans as part of their broader local service plan. Services will vary from LWDB to LWDB, but all local boards are required to provide some services to businesses including the following:

- Providing labor exchange services (support for recruitment, including job listings)
- Providing labor market information
- Establishing and developing relationships and networks with large and small employers and their intermediaries
- Developing, convening, and implementing industry sector partnerships

LWDBs also may provide the following business services:

- Customized screening and referral of qualified job seekers receiving training
- Customized recruitment events and related services, including targeted job fairs
- Human resources consultation services, including but not limited to assistance with writing/reviewing job descriptions and employee handbooks, developing performance evaluation and personnel policies, creating orientation sessions for new workers, honing job interview techniques for efficiency and compliance, and analyzing turnover
- Explaining labor and employment laws to help employers comply with discrimination, wage/hour, and safety/health regulations
- Customized labor market information for specific employers, sectors, industries, or clusters
- Customized assistance or referral for assistance in the development of a registered apprentice program
- Assistance in managing reductions in workforce and layoff aversion
- Assisting employers with tax credits

### **Other Business Services Resources**

Los Angeles Wildfires Business Recovery and Small Business Disaster Assistance:

- <https://outsmartdisaster.calosba.ca.gov/support-and-resources-for-los-angeles-area-wildfire-recovery/>

Infrastructure and Economic Development Bank Disaster Relief Loans

- <https://www.ibank.ca.gov/small-business/disaster-relief/>

### **Additional Wildfire Victim Resources Provided by EDD and LWDA Staff**

EDD has a disaster related services page, which serves as a comprehensive resource guide:

- [https://edd.ca.gov/en/about\\_edd/disaster\\_related\\_services/](https://edd.ca.gov/en/about_edd/disaster_related_services/)



EDD also recently published a video with similar information. Job services information is discussed at the 4:00 mark:

- [https://youtu.be/lwOk0AFXy4Y?si=h6NO7TSrNcwa\\_jsB](https://youtu.be/lwOk0AFXy4Y?si=h6NO7TSrNcwa_jsB)

Governor's Los Angeles fires web page:

- <https://www.ca.gov/lafires/>

Disaster Unemployment Assistance announcement:

- [https://edd.ca.gov/en/about\\_edd/news\\_releases\\_and\\_announcements/california-supports-southern-california-communities-impacted-by-the-state-of-emergency-and-provides-relief-for-workers-and-businesses/](https://edd.ca.gov/en/about_edd/news_releases_and_announcements/california-supports-southern-california-communities-impacted-by-the-state-of-emergency-and-provides-relief-for-workers-and-businesses/)

\$20 million grant announcement:

- [https://edd.ca.gov/en/about\\_edd/news\\_releases\\_and\\_announcements/\\$20-million-in-aid-to-support-immediate-recovery-efforts-and-workers-impacted-by-firestorms/](https://edd.ca.gov/en/about_edd/news_releases_and_announcements/$20-million-in-aid-to-support-immediate-recovery-efforts-and-workers-impacted-by-firestorms/)

EDD's "Resources for Undocumented Workers":

- [https://edd.ca.gov/en/disability/undocumented\\_workers/](https://edd.ca.gov/en/disability/undocumented_workers/)

California Department of Social Services "Disaster Assistance Guide for Immigrant Californians":

- English: <https://www.cdss.ca.gov/Portals/13/DisasterAssistanceGuideforImmigrantCaliforniansFinal.pdf>
- Spanish: <https://www.cdss.ca.gov/Portals/13/DisasterAssistanceGuideforImmigrantCaliforniansSpanishFinal.pdf>

EDD work-sharing information:

- [https://edd.ca.gov/en/unemployment/work\\_sharing\\_program/](https://edd.ca.gov/en/unemployment/work_sharing_program/)

*Prepared by Daniel Rounds, Senate Office of Research*