

TO: WORKFORCE DEVELOPMENT COMMUNITY

SUBJECT: CALIFORNIA WIOA REGIONAL PLANNING UNITS

EXECUTIVE SUMMARY

Purpose

This policy officially identifies California's regional planning units.

Scope

This directive applies to all Local Workforce Development Boards (Local Boards) and their chief elected officials (CEOs).

Effective Date

This directive is effective on the date of issuance.

REFERENCES

- *Workforce Innovation and Opportunity Act (WIOA)* (Public Law 113-128) Sections 106(a) and (c)

STATE-IMPOSED REQUIREMENTS

This directive contains only state-imposed requirements.

FILING INSTRUCTIONS

This directive finalizes Workforce Services Draft Directive WSDD-116, issued for comment on April 30, 2015. The California Workforce Development Board received 28 comments during the draft comment period. These comments resulted in changes to the directive. A summary of comments is provided as Attachment 5. Retain this directive until further notice.

BACKGROUND

The WIOA Section 106 includes a requirement that the Governor identify planning regions in the state and enumerates specific elements that must be considered as part of this process. The purpose of identifying regions is to align workforce development activities and resources with larger regional economic development areas and available resources to provide coordinated and efficient services to job seekers and employers. The WIOA also requires the Governor to consult with the Local Boards and CEOs in the Local Workforce Development Areas (Local Areas).

POLICY AND PROCEDURES

Local Board placement in regional planning units is based primarily on the location of WIOA client populations and the way these populations fit into regional economies as defined by economic data including commute patterns, industry composition, labor markets, geographic location, and transportation infrastructure.

Boundaries of the proposed regional planning units were largely set by giving weight to the foregoing economic data and by starting with regional economic market boundaries drawn by the Employment Development Department's Labor Market Information Division (LMID). These regional economic market boundaries were then modified to take into account the number of Local Areas in a region, the size of the area covered, and the boundaries and planning regions of existing regional workforce consortia.

In addition, the following principles and other considerations were also applied to initially develop the boundaries of regional planning units:

Principles

- Local Boards will only be required to plan in one regional planning unit.
- Local Boards will always plan in the macro-regional economic markets where the majority of their populations are located.
- Regional planning units respect the existing administrative boundaries of counties and Local Boards.
- Regional planning boundaries provide some deference to existing planning relationships provided that Local Boards plan inside the macro-regional economic market where the majority of their populations reside.
- Regional planning units carved out of larger regional economic markets correspond, as much as possible, with the boundaries of sub-regional economic markets.

Other Considerations

- Regional planning unit boundaries are typically consistent with or nested inside the historical economic development area boundaries determined by California's nonoperational Economic Strategy Panel.

- An examination of the location and number of Adult Education providers in the Adult Education consortia was undertaken to ensure that there were a sufficient number of providers in each regional planning unit.

ACTION

Bring this guidance to the attention of all concerned parties.

INQUIRIES

If you have any questions regarding this directive, contact Daniel X. Patterson at Daniel.Patterson@cwdb.ca.gov or 916-657-1446.

/S/ JOSÉ LUIS MÁRQUEZ, Chief
Central Office Workforce Services Division

Attachments are available on the internet:

1. [*Regional Planning Units*](#)
2. [Map of WIOA Regional Planning Units](#)
3. [Regional Planning Unit Methodology](#)
4. [Map of LMID Economic Regions and Subregions for Regional Economic Analysis Profiles](#)
5. [Summary of Comments](#)

Regional Planning Units

1. Coastal Region (4 Local Workforce Development Boards [Local Boards]): Monterey, San Luis Obispo, Santa Barbara, Santa Cruz

Counties Included (4): Monterey, Santa Cruz, Santa Barbara, San Luis Obispo

Major City Populations in Region: Salinas, Santa Maria, Santa Barbara, Monterey, San Luis Obispo, Santa Cruz

2. Middle Sierra (1 Local Board): Mother Lode

Counties Included (4): Amador, Calaveras, Mariposa, Tuolumne

Major City Populations in Region: Sonoma, Angels City

3. Humboldt (1 Local Board): Humboldt

Counties Included (1): Humboldt

Major City Populations in Region: Eureka

4. North State (1 Local Board): NORTEC

Counties Included (11): Del Norte, Siskiyou, Modoc, Trinity, Shasta, Tehama, Butte, Nevada, Sierra, Plumas, Lassen

Major City Populations in Region: Redding, Chico, Paradise, Oroville, Truckee, Susanville

5. Capital Region (4 Local Boards): Golden Sierra, North Central Counties Consortium, SETA, Yolo

Counties Included (9): Alpine, Sacramento, Yolo, Sutter, Colusa, Glenn, Yuba, Placer, El Dorado

Major City Populations in Region: Sacramento, Elk Grove, Roseville

6. East Bay (4 Local Boards): Contra Costa County, Alameda, Richmond, Oakland

Counties Included (2): Contra Costa, Alameda

Major City Populations in Region: Oakland, Fremont, Concord, Berkeley, Richmond, Antioch

7. North Bay (5 Local Boards): Marin, Napa-Lake, Sonoma, Solano, Mendocino

Counties Included (6): Marin, Napa, Lake, Sonoma, Solano, and Mendocino

Major City Populations in Region: Santa Rosa, Vallejo, Fairfield, San Rafael, Napa, Ukiah

8. Bay-Peninsula (4 Local Boards): San Francisco, NOVA, San Jose, San Benito

Counties Included (4): San Francisco, San Mateo, Santa Clara, San Benito

Major City Populations in Region: San Jose, San Francisco, Sunnyvale, Santa Clara, Daly City, San Mateo, Palo Alto

9. San Joaquin Valley and Associated Counties (8 Local Boards): Fresno, Kern-Inyo-Mono, Kings, Madera, Merced, San Joaquin, Stanislaus, Tulare

Counties Included (10): Fresno, Kern, Inyo, Mono, Kings, Madera, Merced, San Joaquin, Stanislaus, Tulare

Major City Populations in Region: Fresno, Bakersfield, Stockton, Modesto, Visalia, Clovis, Merced

10. Southern Border (2 Local Boards): San Diego, Imperial

Counties Included (2): San Diego, Imperial

Major City Populations in Region: San Diego, Chula Vista, Oceanside, Escondido, Carlsbad, El Cajon

11. Los Angeles Basin (7 Local Boards): Los Angeles City, Los Angeles County, Foothill, Southeast Los Angeles County, South Bay, Verdugo, Pacific Gateway

Counties Included (1): Los Angeles

Major City Populations in Region: Los Angeles, Long Beach, Santa Clarita, Glendale, Lancaster, Palmdale, Pomona, Torrance, Pasadena, El Monte, Downey, Inglewood, West Covina, Norwalk, Burbank, Carson, Compton, Santa Monica

12. Orange (3 Local Boards): Santa Ana, Orange, Anaheim

Counties Included (1): Orange

Major City Populations in Region: Anaheim, Santa Ana, Irvine, Huntington Beach, Garden Grove, Orange, Fullerton, Costa Mesa, Mission Viejo

13. Inland Empire (3 Local Boards): Riverside, San Bernardino County, San Bernardino City

Counties Included (2): Riverside, San Bernardino

Major City Populations in Region: Riverside, San Bernardino, Fontana, Moreno Valley, Rancho Cucamonga, Ontario, Corona, Victorville, Murrieta, Temecula, Rialto

14. Ventura (1 Local Board): Ventura

Counties Included (1): Ventura

Major City Populations in Region: Oxnard, Thousand Oaks, Simi Valley, San Buenaventura

WIOA Regional Planning Units



How the Regions Were Determined

Local Workforce Development Board (Local Board) placement in regional planning units is based primarily on the location of *Workforce Innovation and Opportunity Act* (WIOA) client populations and the way these populations fit into regional economies as defined by economic data including commute patterns, industry composition, labor markets, geographic location, and transportation infrastructure.

Boundaries of the proposed regional planning units were largely set by giving weight to the foregoing economic data and by starting with regional economic market boundaries drawn by the Employment Development Department (EDD) Labor Market Information Division (LMID). These regional economic market boundaries were then modified to take into account the number of Local Areas in a region, the size of the area covered, and the boundaries and planning regions of existing regional workforce consortia. The California Workforce Development Board (State Board) also took into account the location of regional consortia providing Adult Education services and economic development areas.

LMID Method to Draw Regional Economic Market Boundaries

1. The LMID started by dividing California into regions based on geography and transportation infrastructure.
2. The LMID used commute pattern data (U.S. Census Bureau) and industry employment data (LMID) to identify the largest employment center in each region (as measured by the number of jobs in a county and the number of people entering the county from elsewhere for employment).
3. The LMID used commute pattern data (U.S. Census Bureau) to identify whether surrounding counties within a region were attached to the "largest employment center" county as measured by commute patterns.
4. For counties without a clear region designation as based on the steps above, LMID used labor market and industry employment data (LMID) to evaluate the labor market size and industry composition of a county. The LMID then used this analysis to place counties in regional markets based on whether or not the county's labor market was similar in size to the regional market and/or whether it had a similar industry footprint.
5. Using the foregoing methodology, the LMID arrived at 8 macro-regional markets and 19 sub-regional economic markets.

Principles Used by the State Board to Modify Market Boundaries and Draw Planning Unit Boundaries

- Local Boards will only be required to plan in one regional planning unit.
- Local Boards will always plan in the macro-regional economic markets where the majority of their populations are located.
- Regional planning units respect the existing administrative boundaries of counties and Local Boards.

- Regional planning boundaries provide some deference to existing planning relationships provided that Local Boards plan inside the macro-regional economic market where the majority of their populations reside.
- Regional planning units carved out of larger regional economic markets correspond, as much as possible, with the boundaries of sub-regional economic markets.

Other Considerations

- Regional planning unit boundaries are typically consistent with or nested inside the historical economic development area boundaries determined by California's defunct Economic Strategy Panel.
- An examination of the location and number of Adult Education providers in the Adult Education consortia was undertaken to ensure that there were a sufficient number of providers in each regional planning unit.

How the Regions Were Modified

Simplicity

Some Local Boards straddle the eight macro-regional economic markets identified by the LMID. To keep things simple, Local Boards are only placed in one regional economic market and only required to plan in a single regional planning unit.

- Local Boards will only be required to plan in one regional planning unit.

Client Needs

Keeping in mind the needs of the jobseeker, Local Boards are required to plan in regional planning units tied to the macro-regional economic markets where the majority of the populations they serve are located.

- Local Boards will always plan in the macro-regional economic markets where the majority of their populations are located.

Practicality

Some macro-regional economic markets are too big, or contain too many Local Boards to function practically as regional planning units. In these instances regional planning units were carved out of economic markets using the following three principles:

- Regional planning units respect the existing administrative boundaries of counties and Local Boards.
- Regional planning boundaries provide some deference to existing planning relationships provided that Local Boards plan inside the macro-regional economic market where the majority of their populations reside.

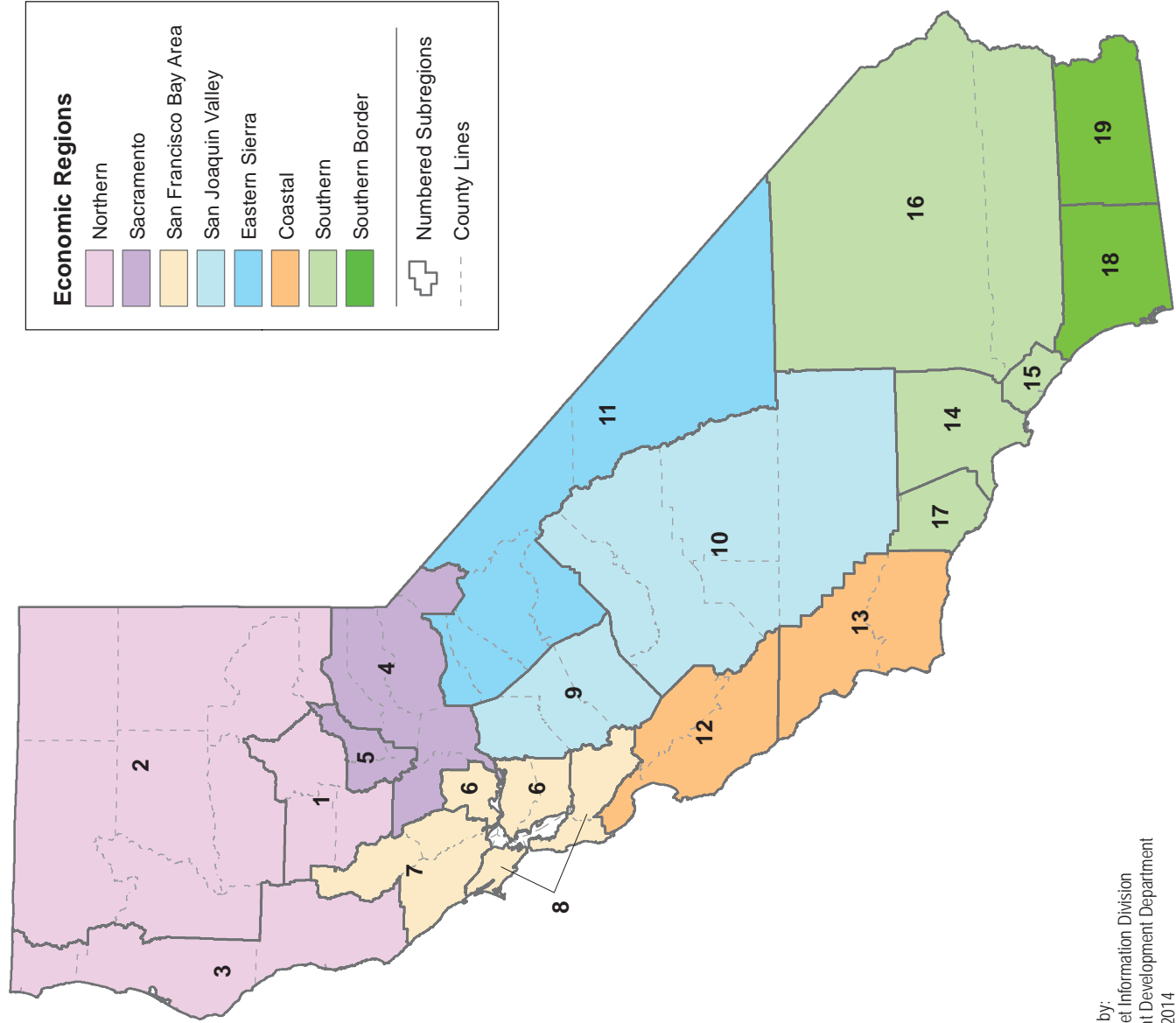
- Regional planning units carved out of larger regional economic markets correspond, as much as possible, with the boundaries of sub-regional economic markets.

Regional planning units' primary purpose is to provide coordinated service delivery to both industry and job seekers who enter employment relations within a given labor market. Accordingly, Local Boards should plan and coordinate service delivery regionally on the basis of shared labor market dynamics. Doing so requires that the state keep regional planning units' boundaries in alignment, as much as is practically possible, with the location of the regional economic markets where their populations reside.

Other Considerations

- Regional planning unit boundaries are typically consistent with or nested inside the historical economic development area boundaries determined by California's defunct Economic Strategy Panel.
- An examination of the location and number of Adult Education providers in the Adult Education consortia was undertaken to ensure that there were a sufficient number of providers in each regional planning unit.

LMID Economic Regions and Subregions for Regional Economic Analysis Profiles



Counties in Numbered Subregions:

Northern Region

1. Butte, Colusa, and Glenn
2. Lassen, Modoc, Plumas, Shasta, Sierra, Siskiyou, Tehama, and Trinity
3. Del Norte, Humboldt, and Mendocino

Sacramento Region

4. Alpine, El Dorado, Nevada, Placer, Sacramento, and Yolo
5. Sutter and Yuba

San Francisco Bay Area Region

6. Alameda, Contra Costa, and Solano
7. Lake, Napa, and Sonoma
8. Marin, San Francisco, San Mateo, and Santa Clara

San Joaquin Valley Region

9. San Joaquin, Stanislaus, and Merced
10. Fresno, Kern, Kings, Madera, and Tulare

Eastern Sierra Region

11. Amador, Calaveras, Inyo, Mono, Mariposa, and Tuolumne

Coastal Region

12. Monterey, Santa Cruz, and San Benito
13. Santa Barbara and San Luis Obispo

Southern Region

14. Los Angeles
15. Orange
16. San Bernardino and Riverside
17. Ventura

Southern Border Region

18. San Diego
19. Imperial

Summary of Comments
Draft Directive Identification of WIOA Regional Planning Units

Many of the comments expressed similar concerns or questions, and where practicable were consolidated for the purposes of this summary. In addition, numerous comments received supported the regional maps and boundaries as they were drawn. Where the comments resulted in a change to the initial boundaries, the maps and supporting documents were amended to effect those changes.

Commenter #1 stated that the public comment period did not allow sufficient time for Local Workforce Development Boards (Local Boards) to consult with their chief elected officials (CEO) and/or Board of Supervisors or City Councils. There were also similar concerns raised that draft directives requiring coordination with CEOs should allow up to 60 days of public comment as a standard practice versus the 30 day period currently being used.

Response – In advance of the publication of the draft directive and in addition to the public noticed meetings of the California Workforce Development Board (State Board) and its committees, extensive outreach was conducted and valuable input was received from the California Workforce Association, the League of Cities, the California State Association of Counties and state workforce partner agencies. The majority of state policy guidance is developed in collaboration with a wide breadth of state and local partners and completed well in advance of these new policies being available for public comment. In addition to the 30-day public comment period for draft policies, there is an additional comment period once the policy is published as a final product. It is our opinion that sufficient time is provided. However, in the future additional time may be considered to allow Local Boards additional opportunity to consult with the CEOs and the other entities of local government as necessary.

Commenter #2 asked why the granular data used by the state to draw boundaries and economic regions and sub-regions was not provided for public review.

Response – The public comment period was to encourage Local Workforce Development Areas (Local Areas) to provide feedback on the methodology and the conclusions reached by the State Board. The State Board was also interested in receiving input on alternative methodologies and/or conclusions using other data sets that might indicate the need to adjust the proposed regional planning unit boundaries. Some Local Areas were able to provide additional data that had not been previously considered by the State Board and did result in a change of the initial proposed boundaries.

Commenter #3 requested to remove Mendocino County from the North Coast Planning Unit and assign it to the North Bay Planning Unit.

Response: Documentation supporting this amendment was received as well as support for the request from several of the local boards identified as part of the North Bay Planning Unit. After review of the data and consultation with the requestor, changes have been made to the

Regional Planning Map. As a result of this change, the North Coast Planning Unit is now identified as Humboldt.

Commenter #4 requested to remove San Benito from the Coastal Planning Unit and reassign them to the Bay Peninsula Planning Unit.

Response – Documentation supporting this amendment was received from the commenter. After review of the data and consultation with the commenter, changes have been made to the Regional Planning Map.

Commenter #5 recommended the consolidation of the North Bay and North Coast regions into one region.

Response – The draft directive included both a methodology and the principles used to draw the proposed regional boundaries. The commenter did provide data and rationale for this request, however, Mendocino County has participated in regional planning with the Local Boards in the North Bay region and is also a partner in a state grant to further develop and implement regional planning strategies. Also, see the response to Comment #3 above.

Commenter #6 recommended the boundaries for the Coastal Region be redrawn to include only Santa Barbara County, Ventura County and San Luis Obispo County. The comments supporting this included the large travel distances within the region, lack of public transportation systems connecting these counties, and how existing workforce partners define the Tri-Counties area as a region.

Response – The State Board was very deliberate in applying the methodology and principles to the drawing of the proposed regional planning units. We received comments supporting the Ventura County planning area as it is currently drawn and support for Monterey in the Coastal Region as it is drawn. Additionally, in alignment with this comment, San Benito County has requested and will be relocated from the Coastal Region to the Bay Area Planning Region. See Comment #4 above. No additional changes will be made to the Coastal Region Planning Unit geographical boundaries.

Commenter #7 suggested that regional planning not be constricted to the boundaries as they are drawn. Rather, where there are opportunities, Local Boards should be allowed to engage in a wider more robust effort and take greater advantage of economies of scale if it spans multiple regional planning unit boundaries.

Response – The State Board agrees and supports larger planning efforts in instances where a particular sector may cross regional planning unit boundaries that Local Boards share so that planning can have larger regional impact and coordination.