

**Workforce Development in the State of Florida:
An Overview, 2005**

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I. Introduction

The State of Florida is considered highly innovative in the workforce development arena; with state legislation and leadership credited as catalysts in promoting workforce issues. For example, the state legislature has carried the concept of workforce program consolidation farther than required by the federal Workforce Investment Act (WIA) by giving local workforce boards authority over more workforce development programs than most other states.

Workforce development in Florida has progressed in a parallel track to its drive and vision for economic development. In the late 1980's, the Florida Chamber of Commerce mobilized the business community, to develop viable economic development strategies to leverage private and public efforts to advance Florida's global competitiveness, including a high-skill workforce. By 1989, the Florida Chamber of Commerce issued a "groundbreaking" report, *Cornerstone: Foundations for Economic Leadership*, which called for establishing a public-private partnership to direct economic development efforts, to reform Florida's economic development and workforce systems, and to stimulate "higher value-added industries and services." The *New Cornerstone Report*, issued in 2003, bluntly noted the State's economic and workforce challenges, including: a chronic shortage of skilled labor, particularly in technology fields; high workers' compensation, health care, and other regulatory costs; growing gaps in performance between urban and rural regions; and a crime rate that remained the highest in the nation.

(Source: *The New Cornerstone Report by the Florida Chamber Foundation, 2003.*)

The Florida Legislature followed the lead of the business community and the *Cornerstone Report* by creating *Enterprise Florida, Inc.* (EFI) in 1996, which launched a novel public-private partnership between the state's business, government and education sectors dedicated to expanding Florida's economic development and international trade activities. EFI has since formed affiliate partnerships concentrating on capital financing, technology innovations, international trade, business development, and workforce development. (See *Strategic Plans Section* below.) (Source: *Workforce Florida, Inc. Strategic Five-Year Workforce Investment Plan, July 2005, and the Enterprise Florida website.*)

The State Legislature also created Workforce Florida, Inc. (WFI), a quasi-public nonprofit organization, to serve as the State Workforce Investment Board and serve as the chief policy agency for workforce development in Florida. WFI's current state and local policy is focused on economic development and serving businesses first. By enhancing economic development, State leaders contend they will make more jobs available and raise the skills of the workforce.

There are a number of workforce related trends identified by the *Labor Market Statistics* division of the *Florida Agency for Workforce Innovation* (AWI), which are shaping the economic development needs of Florida.

- Florida continues to outperform the nation in job creation, currently leading all states in the creation of new jobs.
- Florida's unemployment rate has remained below the national average for over two years. The growth in employment in Florida continues to be highly concentrated among the service-producing industries. This sector is projected to account for almost 92 percent of the new jobs created between 2003 and 2011.
- Professional occupations and service occupations, two groups on the opposite ends of the education and earnings spectrum, are expected to provide about half of the total projected job growth between 2003 and 2011.
- The emphasis on better educated and higher skilled workers will continue as Florida's economy continues to be more knowledge-based and less production-based."

(Source: *Strategic Five-Year Plan*.)

II. Leadership and Governance

As noted above, by most reports, the state legislature has played a major leadership role in Florida. While the state legislature has been considered a principal source of innovation in Florida, the Governor's office has also been supportive of the State Board during WIA implementation. This support continued despite the shift in Governors and political parties (from democrat Gov. Lawton Chiles to republican Gov. Jeb Bush).

Specifically, the state legislature vested responsibility for WIA, Wagner-Peyser Act, Temporary Assistance for Needy Families (TANF), Veterans' Employment and Training, Food Stamp Employment and Training, Welfare-to-Work, and Job Corps recruitment *directly under* the local workforce development boards. Along with this authority, the legislature passed a bill in 2000 consolidating the funding streams of these same programs. Most significant among this list is the inclusion of TANF, as well as the requirement that TANF recipients receive employment and training services *exclusively* through the One-Stop delivery system. The state advocates a strong "work first" labor market attachment in general, as well as specifically with the TANF population. Also in 2000, the state legislature placed all Employment Service employees under the day-to-day supervision of local workforce boards. (See **Attachment A** for an organizational chart of Florida's workforce development system.)

The *Workforce Florida, Incorporated* (WFI) was created to serve as the state Workforce Investment Board and is the *chief policy agency* for workforce development in Florida. (Thus, any reference to the State Board is a reference to Workforce Florida, Incorporated.) The state legislation consolidated policy *authority* over all workforce related programs under WFI, and the Florida Agency for Workforce Innovation (AWI) was designated as the *administering* agency for the WIA program in Florida. AWI was created in 2000 by the legislature to

consolidate administration of workforce programs, and it operates under a performance contract with WFI.

Workforce Florida, Inc. (WFI) includes three state-level councils as well as the employer-specific training programs, all of which are administered by the Office of Business Outreach. This Office also serves as a liaison with business and economic development communities in the state to foster economic growth. These three councils are as follows.

- **First Jobs/First Wages Council** *replaces* the federally required Youth Council and promotes successful entry into the workforce through education and job experience; this council also deals with youth and adults entering the workforce for the first time.
- **Better Jobs/Better Wages Council** targets families transitioning from welfare to work, former welfare recipients, and incumbent workers in low-wage jobs with little mobility to attain better positions and move toward self-sufficiency with increased retention and career advancement.
- **High Skills/High Wages Council** has a goal to align education and training programs with high paying, high skill jobs that advance careers; build a more skilled workforce; and enhance the state's efforts to attract and expand job-creating businesses and keep the workforce system more responsive to business needs. Since July 1999, Florida law has required that each *local* board also maintain a business-led High Skills/High Wages Committee. Economic development organizations have also helped to promote WIA implementation by serving on state and local boards and serving on these High Skills/High Wages Councils.

(Sources: *Workforce Florida Annual Report 2004-2005*, P. 26, *the Rockefeller Institute Report*, and *the Strategic Five-Year Workforce Investment Plan*.)

The state legislature also provided strong leadership in establishing many performance standards beyond those required by the federal government for workforce development programs. Beginning with the implementation of the Job Training Partnership Act (JTPA), the state has increased its authority over accountability and performance for local boards, but decreased authority over the process, methods, and providers of services. Local boards have statutory authority over TANF, employment and training, and most other workforce related programs, along with the related funding. This trend towards greater decentralization has continued, but with strict accountability for outcomes and financial consequences.

Background Information and Issues

As mentioned in the introduction, the release of the *Florida Chamber of Commerce Foundation's Cornerstone Report* in 1989 provided a blueprint for Florida's economic growth and development during the 1990s as well as strategies for enhancing Florida's global competitiveness. For the past decade, the *Cornerstone*

Report has shaped the state's efforts in economic development, education, commerce, and transportation.

In addition to the business community efforts, the Florida Senate designated a Select Committee prior to passing legislation in 2000, to evaluate opportunities for welfare and workforce reform. After holding ten meetings across the state and listening to presentations from over 100 individuals and organizations, this Select Committee identified the following eight key concerns:

1. The workforce system and the state's economic development strategy were disconnected;
2. Too few workers had technical skills to meet employer needs;
3. Entry level workers lacked necessary literacy levels and work readiness skills to meet the needs of Florida's employers;
4. Families transitioning from welfare to work joined the state's working poor;
5. Employers must have access to training programs that enhance the skills of their current workforce;
6. Small businesses, which have traditionally offered job opportunities for first time wage earners, had limited resources to devote to human resource programs;
7. Administrative entities and responsibilities overlapped; and
8. Workforce programs and services were fragmented.

Since then, the WFI has encouraged an aggressive, coordinated outreach program be used to deliver services to employers. The *State Agency for Workforce Innovation* (AWI) uses an advanced Job Match program to match applicant skills with employer job requirements and vice versa. (Source: *WFI Strategic Five-Year Plan*, P. 47.)

Other related initiatives enacted by the State Legislature include: establishing a \$2 million incumbent worker program with WIA funds; setting a 50 percent individual training account (ITA) expenditure target; and specifying additional required members for state and local boards (such as union representatives).

Program Constraints in Workforce Development

The Rockefeller Institute Report issued in 2004, noted a few constraints on progress in workforce development efforts in Florida, as cited by various workforce officials and agencies, including:

- Limited funds;
- Federal restrictions, such as the requirement that Wagner-Peyser Act employees be part of the state merit plan, and restrictions on how often and how much WIA money can be moved across programs and geographical areas;
- Denial of federal program waiver requests; and
- Tension over control issues (e.g., some local boards strongly resisted the State Board's efforts to "brand" the One-Stop Career Centers).

Florida has requested several statewide waivers from U.S. DOL, but each had been denied at that time. In particular, the state tried several times to obtain permission to devolve Wagner-Peyser Act funds, activities, and hiring to local boards; and the state had also asked the federal government for permission to reallocate funds more often than is currently permitted by the U.S. DOL. The request included a waiver or reinterpretation to allow for Wagner-Peyser services to be provided by local staff that are not on merit state payroll (or civil service employees). Similarly, the Rockefeller Institute Report noted that Florida wanted permission for its local workforce boards to establish escrow scholarship accounts for ITAs, similar to those used by the U.S. Department of Health and Human Services for TANF. (Source: *Rockefeller Institute Report and the Strategic Five-Year Plan*, P. 24 and 34.)

Local Boards

The State of Florida has 24 workforce investment areas, which are referred to as Regional Workforce Boards (RWBs). These local boards are responsible for planning and operating all Workforce Investment Act (WIA) Title I programs (adults, youth, and dislocated workers) as well as providing employment and training for welfare recipients, labor exchange services provided by the Employment Service, Welfare-to-Work services, and Food Stamp Employment and Training. (Source: *Rockefeller Institute Report*.) (Also, see **Attachment A** for the Florida's workforce development programs and One-Stop Career Center organizational chart from the *Workforce Florida Annual Report*, P. 26.)

III. Strategic Plan

Florida's State Board members believe that the strategic workforce plan required under WIA is designed more for federal compliance reviewers and state/local workforce professionals — not the general public. Consequently, WFI publishes a separate annual report to the legislature that provides a more digestible, non-technical description of workforce structures, services, and outcomes. According to the State's Strategic Five-Year Plan, Florida's workforce investment system has accomplished the following:

- Streamlined organizational structures, governing bodies, reporting and management information systems, and integrated local service delivery.
- Provision of all federally funded and most state funded workforce development programs and resources through the One-Stop System, with the noteworthy inclusion of unemployment compensation claims processing, and all welfare reform activities including as Temporary Assistance for Needy Families (TANF) and Welfare Transition (WT).
- Provision of complete "consumer report" information on the performance of training service providers, including each institution's completion rate, placements, job retention and earning gains for each program. This information is available through the Florida Department of Education website at www.firn.edu/doe/fetpip, but is not as user friendly as the information available from other states, nor is it as comprehensive.

- Provision of detailed “consumer report” information to allow improved choices in using Individual Training Accounts (ITAs) by those who have already started entry-level employment under the “work-first” philosophy.
- Design and implementation of a uniform intake procedure for all the One-stop Delivery System.
- Further reductions in welfare dependency beyond the 50%+ reduction since commencement of the Florida WAGES Program in October 1996; and increased percentages of workforce and welfare transition customers benefiting from High Skill/High Wage training and retaining employment with increasing income.
- Expanded youth services to incorporate school-based learning, work-based learning, and connecting activities; and an increase in the inclusion of out-of-school youth.
- Increased employment placements, job retention, and earnings in high skill/high wage jobs.
(Source: *Strategic Five-Year Plan*, P 63.)

Enterprise Florida’s Strategic Plan

Florida’s economy is strong in providing employment for the influx of people that arrive in Florida each year from other states as well as from other countries. While employment opportunities have been good, even during recent economic slowdowns, too large a share of the jobs are on the low end of the wage scale in comparison to the rest of the nation. Consequently, the State recognizes the need to diversify its economy by spurring the growth of its higher-paid, value-added industries. To address these needs “Enterprise Florida, Incorporated” (EFI) was launched in 1996 and has created a brand name and office for economic development. EFI developed a *Roadmap to Florida’s Future, the 2004-2009 Statewide Strategic Plan for Economic Development* through an impressive collaborative effort of more than 1,000 stakeholders, including business, education, government and economic development leaders at both statewide and regional levels.

As a part of this Strategic Plan, *Enterprise Florida, Inc.’s* stated mission is to diversify Florida’s economy and create better-paying jobs by helping to create businesses in innovative, high-growth industries. EFI focuses on the following: life sciences, information technology, aviation/aerospace, homeland security and defense, and financial and professional services. (Source: *EFI’s Strategic Plan and website: www.eflorida.com/aboutus/default.asp?tn=3*.)

IV. One-Stop Career Center Services

Five years ago, state legislation entitled WIA2000, mandated one-stop career centers as the state’s delivery system for employment and training services. There are now almost 100 one-stop centers in Florida administered locally by the Regional Workforce Boards (RWBs). These Centers are the “front door” for

Floridians seeking unemployment, temporary cash assistance, job placement, workforce education and training, and workforce support services such as childcare. In addition to visiting the physical locations, employers and jobseekers can electronically access an array of resources and tools using the *Employ Florida Marketplace* website. (Source: www.employflorida.com/, the *Workforce Florida Annual Report*, P. 28, and the *Strategic Five-Year Plan*, P. 37.)

The *Employ Florida Marketplace* is a product of the *Employ Florida* brand campaign and website, established to provide a tool for businesses and other customers not familiar with the structure of Florida's workforce system to find workforce services and resources by easily researching a common name. *Employ Florida* is a network for accessing all of Florida's state and local workforce services and resources. The state partners are Workforce Florida, Inc. (WFI), the state policy and oversight board, and the Agency for Workforce Innovation (AWI). (See **Attachment B** for examples of the information and services available on the *Employ Florida* website or www.employflorida.com/.)

Shared Agreements

The Florida State *Agency for Workforce Innovation* (AWI) develops and then negotiates a memorandum of understanding (MOU) with each Regional Workforce Board (RWB) for the workforce program services delivered in the one-stop delivery system. At the *local* level, each local board develops its own MOUs by negotiating with various local partners. There has been difficulty, however, in achieving collaboration with certain One-Stop Career Center partners. Two limitations on this collaboration are statutory prohibitions in the Veterans' Employment and Training program and the Vocational Rehabilitation program that prevent them from becoming full One-Stop system partners. As is common in other states, local One-Stop Career Centers have also found it difficult to reach agreements on how to share program and administrative costs. (Source: *Rockefeller Institute Report*, P. 31.)

In Florida, One-Stop Career Center staff were integrated at a *more accelerated rate* than most states, which may have caused more tension earlier on than less integrated states. Strong state leadership, however, has been credited with integrating programs, such as WIA and the Employment Service to a higher level than most other states.

In an unusual arrangement, the *Rockefeller Institute Report* noted that in some regions, private staffing agencies (or temporary help firms) provide in-kind resources for workforce development at the One-Stop Career Centers. The staffing agencies, in turn, benefit by using the One-Stop Career Centers as a source of labor to hire. This working relationship took time to develop since staffing agencies were initially hostile to One-Stop Career Centers as potential state-funded competitors. (Source: *Rockefeller Institute Report*, P. 31.)

In Florida, a portion of the WIA funds are reserved to design and fund innovative Individual Training Accounts (ITAs) pilot projects, demonstrations, and programs. These programs include: the Institute of Applied Technology in

Construction Excellence, the Minority Teachers Education Scholars program, the Certified Teacher-Aide program, the Self-Employment Institute, and the Incumbent Worker Training program. (Source: *Strategic Five-Year Plan, 2004, P 41.*)

Until last year, the Trade Adjustment and Assistance Act (TAA) training program was jointly managed by both the State Board and Regional Workforce Boards (RWB), and it was the State who directly arranged for the training of trade-eligible individuals. Effective July 2004, however, the TAA program governance for training activities was decentralized or transferred to the RWB, along with formula-based training and administrative funds. (Source: *Strategic Five-Year Plan, P 43.*)

Employment Services in One Stop Career Centers

Core employment services are provided in the One Stop Career Centers electronically first, but staff-assisted labor exchange services available under the Wagner-Peyser Act are also provided as an enhancement of the core services. Job seekers continue to be assisted through job registration, employment counseling, and job referral by the Agency for Workforce Innovation (AWI) staff. As part of the registration process, applicants' skills, knowledge, and abilities are assessed to determine the appropriate referral for jobs. Agency staff may also suggest training programs to serve applicants who are not job ready, along with recommendations for supportive services available in the community.

The Florida State Agency for Workforce Innovation (AWI) supports an Employment Counseling Program to assist job seekers and other individuals in making informed vocational decisions through the exploration and evaluation of current abilities and qualifications. Counseling priority is given to veterans, migrant and seasonal farm workers, customers with disabilities, dislocated workers, ex-offenders, labor force re-entrants, minorities/women, older workers, youth, and Welfare-to-Work customers. Employment counseling and support services are provided for job retention, re-employment, and career advancement. (Source: *Strategic Five-Year Plan, P. 27.*)

UI Services

Through the One-stop Career Center sites, individuals eligible to receive Unemployment Compensation are subject to the state's Priority Re-Employment Planning (PREP) Program system, which identifies those who are most likely to exhaust their unemployment compensation benefits prior to securing employment and could benefit from the intensive employment and training services. These identified individuals are required to report to the One-Stop Career Center for an orientation and eligibility review. (Source: *Strategic Five-Year Plan, P. 48.*)

One-Stop Career Centers do not typically register UI claimants for WIA until they are receiving intensive services. However, clients are registered with the Employment Service, which provides the traditional core services. According to

the Rockefeller Institute, claimants are assessed for their commitment to training and motivation for getting a job before they are registered in the WIA program, because the one-stop centers do not want uncommitted individuals to negatively impact performance standards. Several center directors indicated that in practice the divide between core assisted and intensive services is often blurred." (Source: *Rockefeller Institute, P. 30.*)

Business Services in One Stop Career Centers

Recent federal and state workforce legislation has emphasized serving business customers and the system has become more responsive since performance funding has been tied to customer satisfaction. Florida has made its one-stop center system a key resource for businesses seeking grants for customized training for existing or incumbent workers or for finding qualified workers. Several Workforce Regional Boards have established dedicated business services through the One-Stop Centers located in business districts to help employers recruit, train and retain workers. The One-Stop Center staff assists employers in filling job openings by referring applicants from its files. The national Job Bank System and Job Match also assist staff in matching and referring applicants to appropriate jobs.

The Employ Florida website, *www.EmployFlorida.com*, has been expanded to not only provide a consolidated point of access for locating one-stop centers and other local and state resources, but as the access point to the *Employ Florida Marketplace* (EFM). EFM was launched March 1, 2005, as a component of the Employ Florida network of workforce services and resources. It is an online labor market exchange tool designed for employers, job seekers, students, training providers, workforce customer service representatives and professionals, and others seeking benefits and services. In addition to using the physical locations of nearly 100 one-stop centers throughout Florida, services can be accessed online through EFM. (Source: *Workforce Florida Report 2004-2005 Annual Report, P. 37.*) (Also, see **Attachment B** for examples of the information and services available on the Employ Florida website.) (For a sample "profile" of the Labor Market Statistics for the Health Care Field on the "Employ Florida" web site, see **Attachment C.**)

Incumbent Worker Training (IWT)

In addition to local services, employers may also qualify to receive assistance with some of the expenses associated with re-training their existing workforce through the state's Incumbent Worker Training Program (IWT). This is a state reimbursement grant program administered by Workforce Florida and has assisted hundreds of Florida businesses to upgrade worker skills in changing technology, new product lines, or new markets. The program awarded \$8 million over three years (2000 to 2003) and served almost 400 business and 23,000 employees. An application for the IWT program can be accessed at either *www.WorkforceFlorida.com* or *www.EmployFlorida.com*.

Quick Response Training (QRT)

The Workforce Florida (WFI) agency also administers the Quick Response Training program to assist businesses relocating to Florida or existing Florida companies that are expanding. The program awarded \$21 million over three years (2000 to 2003) and served over 100 business and 28,000 employees. Again, the state uses expense reimbursement grants to provide assistance with employer-specific training for new employees. Application for the QRT program can also be accessed at either www.WorkforceFlorida.com or www.EmployFlorida.com. (Source: *Workforce Florida Report 2004-2005 Annual Report*, P. 27)

Employer Tax Credits

Florida offers a number of federal and state employer tax credits to targeted workers and all can be access through the one-stop centers, including the:

- *Work Opportunity Tax Credit (WOTC)* program, which encourages employers to hire targeted groups of job seekers by offering them a federal income tax credit. The WOTC can reduce an employer's federal tax liability by up to \$2,400 per new hire.
- *Welfare-to-Work (WTW)* tax credit to encourage the hiring of long-term family assistance recipients can reduce an employer's federal tax liability by up to \$8,500 per new hire.
- *Empowerment Zone Employment Credit* is an incentive for businesses located in an Empowerment Zone to hire employees who live in the zone, earning a tax credit of up to \$3,000 per eligible employee.
- *Renewal Community Employment Credit* allows companies located within a Renewal Community to earn a tax credit of up to \$1,500 for each of their employees who lives in the community. All can be accessed at either www.WorkforceFlorida.com or www.EmployFlorida.com.

(Source: www.employflorida.com/taxincentives.asp)

Hurricane Response and Mobile One-Stop Centers

In 2004, during a seven-week period (in August and September 2004) Florida was struck by an unprecedented four hurricanes, and the response relied on the cooperation of numerous agencies, including the Florida Agency for Workforce Innovation (AWI). Ultimately, every county in Florida was included in the disaster declaration, and a number of One-Stop Centers incurred physical damage. AWI was able to use its Mobile One-Stop Center, a 40-foot self-contained vehicle, to provide critical services in locations where regular services did not exist. A satellite uplink connected 19 onboard workstations to the AWI mainframe computer to enable clients to file claims for unemployment, work on resumes, and apply for jobs. AWI's Mobile One-Stop Unit logged about 4,000 miles in continuous hurricane service mid-August to the first week in October.

(Source: *Workforce Florida Report 2004-2005 Annual Report*, P. 38.)

Performance Management

Performance levels are negotiated with the U.S. Department of Labor (USDOL) and are listed for each of the last five years in *Attachment D*. The State, in turn, negotiates performance goals with the RWBs based on these federal guidance and specifications. (Source: *Strategic Five-Year Plan*, Pp. 63 and 77.) Florida has continued to meet its performance objectives each year, and as noted earlier the state legislature establishes performance standards beyond those required by the federal government for workforce development programs.

Operation Paycheck

Governor Jeb Bush launched Operation Paycheck through the One-Stop delivery system in response to the economic downturn after September 11, 2001, to retrain Floridians who lost their jobs in affected industries. In Florida, these affected industries included tourism related jobs in restaurants and hotels, air transportation, and healthcare. State agencies, including WFI, AWI, the Department of Education, and the Division of Community Colleges, partnered to create the program aimed at upgrading the skills of dislocated workers for jobs in expanding sectors of the economy.

After one year, local boards had authorized 8,800 customers to receive training under Operation Paycheck. Approximately 70 percent of Operation Paycheck trainees enrolled in high tech training. Over 41 percent of Operation Paycheck participants enrolled in courses at private training entities, 26.9 percent enrolled at community colleges, 20.3 percent enrolled at school district vocational / technical centers, and 11.6 percent enrolled in public universities. Florida *suspended new enrollments* to the popular Operation Paycheck program on July 15, 2002 due to funding constraints. Local board members reported that the popularity of the Operation Paycheck program helped expose more Floridians to the One-Stop delivery system. (Sources: *Workforce Florida Partners' Report*, a quarterly publication of Workforce Florida, Inc., Fall 2002 and www.operationpaycheck.com, and Rockefeller Institute, P. 27.)

V. Florida's Community College System

Community colleges are the state's primary deliverer of training services and many are the designated administrative and operating entities for the Regional Workforce Boards (RWBs) as well as participants in one-stop centers. There are 28 community colleges in Florida serving hundreds of thousands of students each year in variety of degree programs. The web site for the community college system (a part of the Florida Department of Education) however, as of this writing, does not appear to include any link to Florida workforce programs, or to Florida's one-stop system. The lack of formal workforce information or links to workforce sites is surprising given the important role that community colleges have played in Florida's workforce investment system. *Additional community college statistics are highlighted in Attachment E*. (Source: *Strategic Five-Year Plan*, P. 27, and the Florida Community and Workforce Education web page of the Florida Department of Education: www.fldoe.org/cc/facts_glance.asp.)

A comprehensive and lengthy annual “Fact Book” is published by the Florida Department of Education as the “Report for the Community College System,” intended for use by those interested in community college education. The Book provides extensive demographic, enrollment, completion, and financial data for each of the 28 colleges, and includes college completion data by major college academic categories, i.e., arts, science, technical programs, but not by career programs. (Source: The “Report for the Community College System” can be accessed through the Florida Department of Education web page at www.firn.edu/doe/arm/cctcmis/pubs/factbook/factbook_main.htm.)

The Florida Department of Education also compiles a number of related lists with completion data for each postsecondary vocational certificate (PSVC) in each college in its Community College and Technical Center Management Information System. All colleges are listed on the same report, with breakouts for each type of certificate (i.e. Emergency Medical Technician (EMT), Paramedic, Radiation Therapy Specialist) but the completion rate is not compared or cross-referenced to actual enrollment data, nor is employment and salary data included. A separate employment performance chart is included for each community college listed as the “Employment Related/Other Personal Objectives,” allowing for comparison of actual employment numbers for each college. (Source: www.firn.edu/doe/arm/cctcmis/pubs/ccgeneral/0203comp_place.htm)

Community Colleges Retention and Degrees Awarded

Florida’s Community College System leads the Southeast region in student retention, as reported by the Southern Regional Education Board (SREB). Results from a survey conducted by the SREB (a nonprofit research organization that monitors education institutions in 16 states) found that Florida’s community colleges retain students at a better rate than nine other southern states. According to this report, 76 percent of students who first entered a community college in 1998 remained after their first year of enrollment. In addition, 30 percent of the students still enrolled completed a degree or certificate program within three years, ranking Florida first in the southeast region for credit program completion. (Source: *Student Enrollment, Retention and Success in the Florida Community College System, Data Trend #28, issued by the Florida Department of Education, January 2004.*)

In the National Profile of Community Colleges released in 2000, the American Association of Community Colleges (AACC) reported that nationally, community colleges award nearly 500,000 associate degrees and 200,000 certificates each year. According to the AACC, Florida, with 41,011 associate degrees conferred, ranked third nationally in 1996-97 behind California with 64,993 and New York with 48,952. With regard to certificates awarded, Florida again ranked third nationally with 24,113 certificates, behind California with 49,240 and Oklahoma with 30,628. Finally, in a report issued by *Community College Week* of the top 100 institutions awarding associate degrees to minority students, three of Florida’s community colleges ranked in the top five across the country, including Miami-Dade College at 3,645, Broward Community College at

1,138, and Valencia Community College at 1,127. (Source: Data Trend #28, Florida Department of Education.)

VI. Passport to Economic Progress Demonstration Program

The Passport to Economic Progress Demonstration Program began in November 2001 and was an important concept in targeting recent recipients of Temporary Cash Assistance who left for employment, yet were not earning a salary that enabled them to exit other public assistance programs. Passport program sponsors recognized the need for additional post-employment and prevention services to support employment retention while identifying the next steps for achieving self-sufficiency. Further, WFI recognized that while wage gains had increased, the gains were slow and had not provided the “degree of self-sufficiency that was envisioned” when Florida launched its welfare reform. (Source: *Evaluation and Recommendations: Passport to Economic Progress Demonstration Program*, Workforce Florida, Inc., January 2005, Pp.3 and 4.)

Florida has been a leading state in welfare caseload reduction. The number of families receiving Temporary Cash Assistance (TCA) has declined by 83 percent since Florida's welfare reform program began. There were 152,426 families receiving TCA in September 1996, yet only 25,438 recipients in November 2004. The Department of Health and Human Services lists only three states (Wyoming, Idaho, and Illinois) with higher percentage caseload reductions than Florida.

TCA clients are required to register for work with the local One-Stop System and provided an array of services to meet specific barriers to employment. The objective is to assess the client's work readiness; to provide client specific employability training and support services; and to assist the client's job search. (Source: *Passport to Economic Progress Demonstration Program*, P.3.)

Two principle emphases of the State legislation for the Passport Program, include:

- 1) The “front door” to the social service system should be an employment center, not a welfare center. Consequently, the workforce system strongly embraces the concept of “breaking the welfare culture” from the very first service contact with the system. The ability to divert individuals to employment activities rather than cash assistance has been codified in state law.
- 2) Employers should not have to navigate multiple offices chasing employment and business services, and they should not be unnecessarily burdened by competing government employment agencies. Employers should be able to interface with one center for all employer services. Significantly, the workforce system now is focused on meeting the needs not only of TANF eligible clients, but also of the business customers whose partnerships are critical for careers and for creating jobs.

(Source: *Passport to Economic Progress Demonstration Program*, P.5.)

VII. Labor Market Analysis

The **Florida Labor Market Statistics** program has numerous products and services for workforce development, which includes the *standard full compliment* of labor market employment, skills and job training, wage, and industry statistics and trend data. Florida, however, also includes a wealth of information and analysis on other related data, such as the following:

- Skills-matching analysis for reemployment opportunities;
- Economic and natural disaster impact analysis for reemployment analysis and disaster relief;
- GIS (Geo-coding) for One-Stop office location analysis;
- Employment Benefits surveys;
- Sample design for ad-hoc surveys;
- Training on new industry and occupational coding taxonomies;
- Training for career counselors and teachers to promote career development in the education system;
- Census statistics including commuting patterns and affirmative action packets.

Occupational Informational Highlights –

- *Career Comic Brochures* - designed to interest middle school students in occupations;
- Internet-based labor market and economic data for businesses and jobseekers through the *Florida Research and Economic Database (FRED)*.

(Source: *Five Year Strategic Plan*, P. 31 and 32.) (For a sample “profile” of the Labor Market Statistics for the Health Care Field on the “Employ Florida” web site, see **Attachment C.**)

VIII. Conclusion

The State of Florida is innovative and aggressive on workforce development issues, particularly in efforts to directly tie these issues to economic development. Strong State leadership has made a difference in the success of consolidating workforce programs *and* funds to better serve job seekers *and* employers. The mobilization of the business community has been important in launching workforce related programs and agencies, particularly the work of the State Chamber of Commerce on the *Cornerstone Report*, which resulted in agency changes and the creation of statewide public and private campaigns such as *Employ Florida* and *Enterprise Florida*.

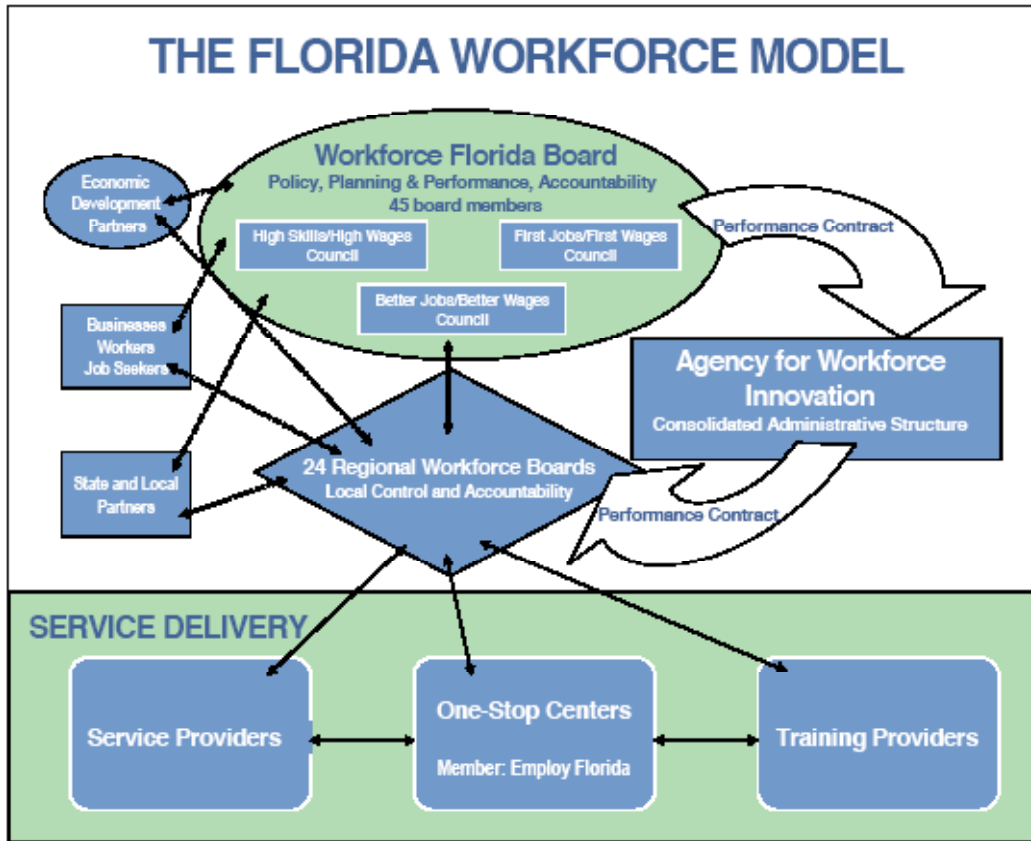
The State's Community College System leads the region in student retention as well as degree and certificate program completion. Florida has also been a leading state in welfare caseload reduction, and federal statistics cite only three states with higher percentage caseload *reductions*. The State's work in TANF has carried over into a workforce philosophy that the "front door" of the entire social service system should be an employment center. A philosophical change has also taken hold in the treatment of employers to ensure that they do not have to navigate multiple offices "chasing" employment and business services. These collective workforce efforts bode well for Florida's employers, workers, and overall economy.

VIII. References:

- Evaluation and Recommendations: Passport to Economic Progress Demonstration Program report, published by Workforce Florida, Inc., January 2005.
- “Roadmap to Florida’s Future, 2004-2009 Statewide Strategic Plan for Economic Development,” Enterprise Florida, Inc., and website: www.efflorida.com/aboutus/default.asp?tn=3.
- Florida Agency for Workforce Innovation, Labor Market Statistics, Prepared May 2004, www.employflorida.net/.
- Florida Case Study from the U.S. Department of Labor Commissioned Report, “Workforce Investment Act in Eight States,” Rockefeller Institute of Government, May 2004. Authored by Burt Barnow and Amy MacDonald Buck of Johns Hopkins University.
- The New Cornerstone Report by the Florida Chamber of Commerce Foundation, 2003, www.newcornerstoneonline.com/body_news.html.
- Student Enrollment, Retention and Success in the Florida Community College System, Data Trend #28, issued by the Florida Department of Education, January 2004.
- Workforce Florida 2004-2005 Annual Report. www.workforceflorida.com/wages/wfi/news/reports/ar/04-05_wfi.htm.
- Workforce Florida Partners’ Report, a quarterly publication of Workforce Florida, Inc., Fall 2002, or www.operationpaycheck.com.
- Workforce Florida, Inc., “Modification Number Five,” State of Florida Strategic Five-Year Workforce Investment Plan, July 1, 2004 – June 30, 2005.

IX. Appendices
Attachment A

Florida's Workforce Development System:



(Source: Workforce Florida Report 2004-2005 Annual Report, P. 26.
www.workforceflorida.com/wages/wfi/news/reports/ar/04-05_wfi.htm)

Attachment B

Employ Florida

“Employ Florida” is a network for accessing all of Florida’s state and local workforce services and resources. The Employ Florida and the Employ Florida Marketplace website lists a number links and search engines for job seekers, youth and employers. Highlights of these sites include:

I. Services for Job Seekers

- Florida Job Search and Career Information Sites
- State of Florida Jobs Search Site
- The “People First” site to explore careers in public service in Florida State Government
- Links to hundreds of sites offering nationwide employment listings and career advice.
- Florida Unemployment Compensation (FLUID) site for unemployment programs and filing claims
- Career One Stop Resume Tutorial
- Florida Displaced Homemaker Program
- Resources for Senior Workers

Source: www.employflorida.net/employees.htm

II. Services for Businesses and Employers

- Florida's One-Stop Centers for help with locating qualified workers. This site links to a map of Florida to locate the one-stop centers around the state.
- “What People Are Asking” site for information about the local labor market, including wages and growth of specific occupations.
- Incumbent Worker Training (IWT)
- Quick Response Training (QRT) Program for customized training for new or expanding businesses.
- National Entrepreneur Center (NEC) dedicated to the support of entrepreneurs. This Center brings together a network of service providers and other resources to offer entrepreneurs a one-stop shop for small business services including counseling, training, financial assistance, and a software lab.
- Florida's Innovation Advantages database program for information and resources for entrepreneurs. This site includes a detailed listing of venture capital firms to tech transfer programs for entrepreneurs.

(Source: www.employflorida.net/employers.htm)

Links to Detailed Profiles and Information on Florida's Targeted Industries:

- Aviation / Aerospace
- Financial Services
- Homeland Security / Defense (profile coming soon)
- Information Technology

- Life Sciences/ Biotechnology
- Health Care
- Modeling, Simulation and Training (profile coming soon)
- Plastics

(Source: www.employflorida.net/employers.htm)

III. Job Search & Career Information Sites

This site includes a number of job links to the Florida workforce system as well as external job and career links (both for profit and not for profit).

- Job matching site for Florida's job seekers and employers.
- Listings by county and occupation, other job banks, and resume tips.
- General recruiting for Executives, Managers, Sales, and Administrative staff.
- Federal Job Search site for federal job openings in Florida.
- Florida Division on Vocational Rehabilitation
- State employment openings. Listings by county.
- Florida Health Jobs
- Construction, industrial, and skilled trade job placement. Customers, services, and locations.
- Online listing of temporary jobs available across the state. Listings, divisions, and locations.

(Source: www.employflorida.net/job_search_sites_floridians.htm)

Attachment C

Labor Market Information

Sample Profile for the Health Care Field on the "Employ Florida" Web Site.

(Source: www.employflorida.net/healthcare.htm)

Florida Health Care Industry Labor Market Industry Profile

- The health care industry includes the following sectors: offices of physicians, dentists, and other health practitioners; outpatient care centers; medical and diagnostic laboratories, home healthcare services; other ambulatory health care services; and hospitals.
- The health care industry sector had 33,516 establishments in September 2003 with employment of 600,170, up 14,820 jobs from September 2002, with the majority of the increase found in hospitals (+7,656 jobs, +2.7 percent) and office of physicians (+3,149 jobs, +2.2 percent).
- The largest industries in health care in September 2003 were hospitals (287,110 jobs) and office of physicians (144,380 jobs). These two industries make up 71.9 percent of the health care employment.
- The 2002 annual average wage for workers in the health care industry was \$40,959 exceeding the state's total annual average wage of \$32,428 by 26 percent.
- In the health care industry, the occupations with the most employment are: registered nurses; nursing aides, orderlies, and attendants; licensed practical and licensed vocational nurses; and medical assistants. These four occupations make up approximately one-third (33.5%) of the employment in the health care industry.

Facts about the Florida Health Care Industry

- Jobs in the field of nursing are the most common occupations in the health care industry. Registered nurses are the largest occupation, with an average wage of \$23.12 per hour.
- Five of the fifteen largest occupations in this industry cluster have an average wage greater than \$15.00 per hour.
- Average hourly wages ranged from a high of \$66.49 for family and general practitioners to a low of \$7.76 for maids and housekeeping cleaners.
- Among the top 15 largest occupations in this industry, medical assistant is projected to grow the fastest. Registered nurse, which comprises more than 15 percent of this industry cluster, is projected to gain the greatest number of new jobs by 2011.
- All of the top fifteen largest health care occupations are projected to gain jobs during the next seven years. Secretaries, except legal, medical, and executive and first-line supervisors of office and administrative support workers are expected to have the slowest positive growth of these 15 occupations.
- Of the largest occupational categories in the health care industry, the majority require short-term or moderate-term on-the-job training. Only five of the

largest occupational categories require an associate's degree, post-secondary vocational training, or a first professional degree.

- Health care occupations, though widely varying in training requirements and average wages, often have a foundation of common skills. The top five health care occupations share the following skills: social perceptiveness, service orientation, writing, speaking, reading comprehension, coordination and active listening.
- Equipment selection was the second most common skill found in the top five occupational groups, and as expected, was most prevalent in the skilled trades that utilize equipment. Equipment selection, as a skill, was rarely found in customer service and professional occupations that were primarily reliant on social and communication skills.
- Licensed nurses and dental assistants require the greatest number of skills. Reading
- Comprehension and active listening are two of the most important skills for these occupations.
- There is a positive correlation between the training requirement of an occupation and the average wage of that occupation. Higher wages are found in occupations with greater training requirements.

*(Source: Florida Agency for Workforce Innovation, Labor Market Statistics
Prepared May 2004, www.employflorida.net/healthcare.htm)*

Attachment D

June 1, 2004

Attachment 2

STRATEGIC FIVE-YEAR STATE WORKFORCE INVESTMENT PLAN PERFORMANCE MANAGEMENT

Based on Negotiations with Atlanta Regional Office of USDOL

| Performance Measures Performance Indicator(s) | Performance Goals | | | | |
|--|-------------------|---------------|---------------|---------------|---------------|
| | 2000- 2001 | 2001- 2002 | 2002- 2003 | 2003- 2004 | 2004- 2005 |
| Adult Program – Core Indicators of Performance | | | | | |
| Adult Entered Employment Rate – Of those who are employed at registration: number of who entered employment by the end of the 1st quarter after exit | 65.00% | 65.50% | 66.00% | 70.00% | 70.00% |
| Adult Employment Retention Rate at Six Months – Of those who are employed in the 1st quarter after exit: number who are employed in the 3rd quarter after exit | 79.00% | 79.50% | 80.00% | 82.00% | 82.00% |
| Adult Average Earnings Changed in Six Months – Of those who are employed in the 1 st quarter after exit – total post-program earnings minus pre-program earnings | \$3,300 | \$3,400 | \$3,500 | \$3,600 | \$3,400 |
| Adult Employment and Credential Rate - Number who were employed in the 1 st quarter after exit and received a credential by the end of the 3 rd quarter | 40.00% | 41.00% | 42.00% | 43.00% | 47.00% |
| Dislocated Worker Program – Core Indicators of Performance | | | | | |
| Dislocated Worker Entered Employment Rate – number who have entered employment by the end of the 1 st quarter after exit | 65.00% | 66.00% | 67.00% | 71.00% | 74.00% |
| Dislocated Worker Employment Retention Rate at Six Months – of those employed in the 1 st quarter after exit: number who are employed in the 3 rd quarter after exit | 80.00% | 81.00% | 81.00% | 85.00% | 86.00% |
| Dislocated Worker Earnings Replacement Rate in Six Months – of those who are employed in the 1 st quarter after exit: total post-program earnings divided by the pre-dislocation earnings | 92.00% | 93.00% | 94.00% | 95.00% | 95.00% |
| Dislocated Worker Employment and Credential Rate – of those who received training services: number who were employed in the 1 st quarter after exit divided by the number who exited services during the quarter | 40.00% | 41.00% | 42.00% | 43.00% | 44.00% |

| Performance Measures | Corresponding Performance Indicator(s) | Performance Goals | | | | |
|---|--|-------------------|-----------|-----------|-----------|-----------|
| | | 2000-2001 | 2001-2002 | 2002-2003 | 2003-2004 | 2004-2005 |
| Youth (Ages 14-18) Program – Core Indicators of Performance | | | | | | |
| Younger Youth Skill Attainment Rate – Of all in-school youth and out-of-school youth assessed to be in need of basic skills, work readiness skills, and/or occupational skills | | 50.00% | 51.00% | 63.00% | 65.00% | 70.00% |
| Younger Youth Diploma or Equivalent Attainment – of those who registered without a diploma or equivalent | | 20.00% | 21.00% | 40.00% | 41.00% | 43.00% |
| Younger Youth Retention Rate – number of younger youth found in the 3 rd quarter in post secondary education, advance training, employment, military service or apprenticeships | | 30.00% | 31.00% | 40.00% | 45.00% | 52.00% |
| Youth (Ages 19-21) Program – Core Indicators of Performance | | | | | | |
| Older Youth Entered Employment Rate – of those who are not employed at registration and who are not enrolled in post-secondary education or advance training in the 1 st quarter after exit: number who have entered employment by the end of the 1 st quarter after exit | | 65.00% | 66.00% | 63.00% | 64.00% | 64.00% |
| Older Youth Employment Retention Rate at Six Months – Of those who are employed in the 1 st quarter after exit and who are not enrolled in post-secondary education or advanced training in the 3 rd quarter after exit: number who are employed in 3 rd quarter after exit divided by the number who exit during the quarter | | 80.00% | 81.00% | 81.00% | 82.00% | 82.00% |
| Older Youth Average Earnings Change in Six Months – of those who are employed in the first quarter after exit and who are not enrolled in post-secondary education or advanced training in the 3 rd quarter after exit | | \$3,000 | \$3,100 | \$3,200 | \$3,300 | \$3,000 |
| Older Youth Credential Rate – number who are in employment, post-secondary education or advanced training in the 1 st quarter after exit and received a credential by the end of the 3 rd quarter after exit | | 30.00% | 31.00% | 31.00% | 32.00% | 34.00% |
| Participant Customer Satisfaction – Core Indicator of Performance | | | | | | |
| Participant Satisfaction | Job Seeker (training services) Survey | 67.00% | 68.00% | 71.00% | 73.00% | 73.00% |
| Employer Customer Satisfaction – Core Indicator of Performance | | | | | | |
| Employer Satisfaction | Employer Survey | 64.00% | 65.00% | 71.00% | 73.00% | 73.00% |

(Source: *Strategic Five-Year Plan, P. 77.*)

Attachment E

Florida Community Colleges Facts at a Glance

How many public community colleges are in Florida, 2004-2005?

How many people work in Florida's community colleges, Fall 2004?

What was the amount of funding for Florida's community colleges, 2004-2005?

What do Florida's community college students look like?

Student Profile (Fall 2004 "award-seeking" students):

Enrollment by Program (2003-2004)

(Additional community college students are enrolled: in apprenticeship courses, in courses related to employment, as general freshmen or for other personal objectives.)

Florida community college student performance:

| | |
|---|--------|
| • Total Degrees/Certificates Annually Awarded, 2003-2004: | 61,827 |
| • AA Degrees | 30,809 |
| • AS Degrees (majority enter the workplace) | 10,548 |
| • Vocational & College Credit Certificates | 20,470 |

(Source: Florida Community and Workforce Education web page of the Florida Department of Education: www.fldoe.org/cc/facts_glance.asp)