

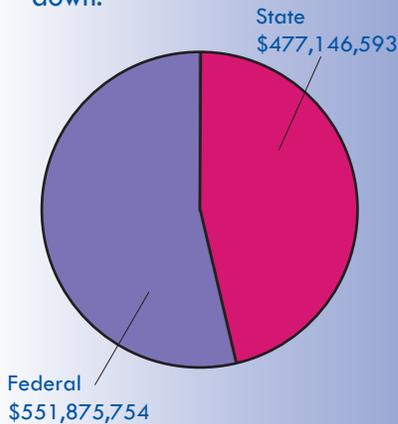
DEVELOPING FLORIDA'S WORKFORCE A ROAD MAP



\$1 BILLION BUSINESS

The state and federal government combine to spend over \$ 1 billion per year on workforce services in Florida.

The diagram below shows how the dollars break down:



WHO IS SERVED?

The system is designed to serve both jobseekers and employers, but as late as 2001, a large proportion of Florida employers surveyed (61 percent) were unaware of available workforce development services.² This impacts jobseekers as well as employers, since it results in fewer jobs being posted. However, since 2002, Workforce Florida, Inc. and regional workforce boards have been reaching out to employers.

DEVELOPING FLORIDA'S WORKFORCE - A ROAD MAP

Florida is positioning itself to be the crossroads/gateway to the Americas in the 21st century. The state has made great strides in attracting new businesses and investments by offering a variety of incentives, but its attractiveness as an economic destination is determined to a great extent by the quality of its skilled workforce. The workforce system of Florida is a complex structure of programs, funding streams, administrative agencies and providers offering a multitude of services to Floridians both potential and existing employers and employers to make them an essential part of our new global economy.

THE GOAL

The goals of Florida's workforce development system are to assist employers with finding skilled workers, allow workers to achieve economic self-sufficiency, and encourage the continued growth of Florida's economy.¹

THE ISSUE

Florida's workforce lacks the skills to meet the needs of existing businesses and of profitable enterprises seeking to relocate to the state. Lack of education and training among Florida workers affects wage levels and potential productivity and competitiveness of businesses, leading to low-income communities and a stagnant economy.

THE SOLUTION

Workforce Development System

Florida funds training, skills building and education programs through the Department of Education. Services are delivered by local school districts and community colleges. Since the enactment of the Workforce Innovation Act of 2000 by the Florida legislature, job search, placement, counseling, referrals and labor market information have been funded through Workforce Florida, Inc. (WFI), its implementing agency, the Agency for Workforce Innovation (AWI), and 24 regional workforce boards. Services are delivered through contracting entities at 144 One-Stop Centers. Additional workforce development programs for specific populations are administered through other state agencies.

The Road Map

Inside this publication is a map of the entire Florida workforce development system, the agencies, programs, types of services, target population, amount of funding, and number of participants. This snapshot of the services now being provided forms the ground for the road map to successful development of Florida's workforce. Also inside are policy recommendations for improvement of workforce development programs in Florida. These policies are the roads that will lead Florida to its goals of assisting employers to find and hire additional skilled workers, allowing workers to achieve economic self-sufficiency, and encouraging the continued growth of Florida's economy.

¹ Review of the Workforce Development System, Report No. 03-10, Office of Program Policy Analysis and Government Accountability (OPPAGA), 1, January 2003.

² Ibid.

FLORIDA'S WORKFORCE IS LAGGING BEHIND

Florida's workforce is not keeping pace with the changing demands of the global economy, and is slipping behind the competition. Florida ranks 37th among the states in the percentage of its adult population with a college degree (23% in 2000). Florida ranks 45th in the nation in high school graduation rate (56% in 1999). Florida ranks 43rd nationwide in the rate of high school graduates who continue to college (50% in 1998).³ Florida needs to make robust efforts to upgrade its existing workforce to maintain competitiveness in a demanding and rapidly evolving modern economy.

This can be partially understood in the context of the indicators of the current state of the K-12 system. Numerous reports have indicated that Florida ranks poorly in the basic education skills. According to the National Center for Education Statistics (NCES), while 82% of the adult population holds a high school diploma (34th in the nation in 1998), and 23% has a college degree (25th in the nation), only 56% of Florida's entering high school freshmen graduated in four years. This is among the lowest rate in the country. The system is also plagued with disparities: while the gaps in college participation and completion rates have narrowed between white and minority ethnic young adults, they remain large. The education system has however, made great strides in other aspects: performance on many national tests rank among the top quarter states, more secondary school students are taught by qualified teachers and a very high proportion of students complete certificates and degrees relative to the number enrolled.⁴

WORKFORCE DEVELOPMENT

✓ EXPAND & IMPROVE WORKFORCE EDUCATION & TRAINING PROGRAMS

- Expand WIA training programs to additional adults with low educational levels - at present only 0.2% of Florida's adults without a high school diploma or GED receive WIA training.⁵
- Provide remedial programs such as adult literacy, ESOL, computer language training, and tutoring, to allow adults with low educational levels to access training for targeted and high skills/high wages jobs - currently, many workers lack the skills to access this training.
- Amend the Florida WAGES program to allow education and training as a satisfaction of the work requirement to the maximum amount allowed under federal guidelines - presently, WAGES does not count education and training as satisfaction of the work requirement.

✓ INCREASE WORKER OPPORTUNITIES

- Create incentives for employers to provide training for lower-wage workers - At present, employers invest generously in training workers, but generally do not invest in lower-wage workers.
- Assist industries in creating career paths for employees - presently, some industries need assistance to develop

clear career paths and the necessary trainings to allow workers to access them.

✓ INCREASE SUPPORT FOR WORKERS⁶

- Expand availability of health insurance benefits through incentives to employers and government programs - currently, the high cost of health insurance makes it increasingly difficult for employers to provide coverage for employees.
- Expand availability of child care, through incentives to employers or other means- presently, many workers miss training and work opportunities because they have access only to undependable, off-site, or 9 a.m. to 5 p.m. child care.
- Reduce Unemployment Compensation eligibility barriers to employees by:
 - Adopting a movable base to calculate the employment base - at present, many workers are ineligible despite recent work because this work is not counted;
 - Providing translated notices to unemployment compensation applicants with limited English - currently, many workers fail to obtain benefits because they do not understand the English language notices they receive.

³ 2003. *New Cornerstone Report*, Florida Chamber Foundation.

⁴ 2004. *Measuring Up-The National Report Card on Higher Education*. The National Center for Public Policy and Higher Education.

⁵ *Strengthening Florida's Workforce - Strengthening the Economy*, Florida Chamber Foundation, May 2003.

⁶ Some states and local communities have also supplemented workers' income through use of TANF funds and such means as a state Earned Income Tax Credit (EITC). See <http://www.stateeitc.org>.

A ROAD MAP TO IMPROVE FLORIDA'S WORKFORCE DEVELOPMENT STRATEGY

The policy recommendations below represent a synopsis of the deliberations of the Workforce Development Map Advisory Committee, a group representing a wide variety of experience and expertise regarding Florida's workforce development programs.⁶ These suggestions form a road map toward the goal of improving Florida's existing workforce development system. They are in agreement with findings and recommendations included in the *New Cornerstone Report* and *Strengthening Florida's Workforce - Strengthening the Economy*, two recent publications of the Florida Chamber Foundation.



POLICY RECOMMENDATIONS

✓ ELIMINATE EMPLOYMENT BARRIERS

- **Create transition programs for ex-offenders** including pre-release transitional planning, job search, and provision of identification cards-at present, many ex-offenders are released without identification, linkages to employment or adequate transitional planning.
- **Create and expand bridge programs for immigrants** including:
 - **Training of foreign professionals** in the English language specific to their profession - currently, many professionals entering the country are unable to work in their fields because of language barriers;
 - **Programs that integrate English for Speakers of Other Languages (ESOL) with vocational training** - presently, many immigrants are unable to access vocational training because of their limited English.
- **Create linkages for the disabled** between primary/secondary school and workforce development programs - at present, many disabled young adults exit the public school system without adequate links to the workforce development system.

✓ IMPROVE WORKFORCE DEVELOPMENT DELIVERY SYSTEM

- **Change WIA performance measures** so that they do not create disincentive to serving the hard-to-employ - currently, favorable One-Stop Center performance depends on quick successful job placements, discouraging centers from helping workers with low skills and lack of job readiness
- **Increase funding flexibility to allow for case management** as clients move through system - at present, many workers fail to receive needed case management to support them through training and job placement.
- **Ensure availability of all workforce development services at all One-Stop Centers by:**
 - **Mandating participation of partners** - presently, statutorily designated partners are not legally required to participate in One-Stop Centers;
 - **Mandating that partners provide staff** at One-Stop Centers to answer questions - currently, some partners only offer computerized access to services at One-Stop Centers.

⁶ Members of the Workforce Development Map Advisory Committee include: Ubaldo Alvarez, Center for Independent Living; Bruce Nissen, Center for Labor Research and Studies, FIU; Beth Herzog, Florida Chamber Foundation; Jane McNabb, Florida Chamber Foundation; Valory Greenfield, Florida Legal Services; Cindy Huddleston, Florida Legal Services; Arthur Rosenberg, Florida Legal Services; Daniella Levine, Human Services Coalition of Dade County; Priya Sampath, Human Services Coalition of Dade County; Nora Hendrix, Miami Dade College; Mark Needle, Miami-Dade County Public Schools; John Koenig, O-Force; Karen Woodall, PACT/Workforce Committee; Robert Crook, South Florida Workforce; Harriet Spivack, formerly of South Florida Workforce; Elaine Black, Tools For Change; John Mc Neely, representing Bonnie Marmor, Workforce Education/DOE, and David Armstrong, Florida Community College System; Brandon Roberts, Consultant, Workforce Committee; Mike Switzer, Workforce Florida; and Mason Jackson, WorkForce One.

INVESTING IN FLORIDA'S FUTURE

Investment in workforce development provides generous returns in the form of a more productive workforce, greater profits for businesses, a more prosperous economy, and larger state revenues. These benefits can only be gained if Florida's workforce development programs are adequately funded.

FLORIDA'S WORKFORCE DEVELOPMENT SYSTEM

Florida has taken great strides in growing a comprehensive system to address its workforce development needs. Until 2000, Florida's workforce development system consisted of over 270 state and local organizations responsible for planning and delivering workforce services. The sheer multiplicity of this system made it difficult to monitor performance and to implement uniform changes.

WORKFORCE INNOVATION ACT

In 2000, the Florida legislature passed the Workforce Innovation Act, transferring responsibility for services under the federal Wagner-Peyser Act to the newly created Agency for Workforce Innovation (AWI), and mandating performance measures and standards, an integrated data system, and employer participation. The Act also created Workforce Florida, Inc. (WFI), a non-profit public-private partnership that sets the workforce development policies that are implemented by AWI, and 24 regional workforce boards that manage the delivery of services at the local level.

AGENCY FOR WORKFORCE INNOVATION

In addition to Wagner-Peyser funds, AWI also administers the federal Workforce Investment Act of 1998, Temporary Assistance to Needy Families (TANF), the Food Stamp Employment and Training programs, the Unemployment Compensation Program, and the School Readiness Program.

WORKFORCE FLORIDA, INC.

The Governor appoints the board of directors of WFI, a majority of whose members are representatives of the business community. The county commissioners in each region appoint the members of the regional workforce boards, from among business representatives, local educational entities, labor groups, economic development organizations, and others. The regional boards develop local plans for using funds provided by AWI and select contractors to operate local One Stop Career Centers that deliver services to job seekers and employers.

ONE-STOP CENTERS

The One Stop Career Centers refer qualified job seekers to employers, provide career counseling, basic employment skills training, childcare and transportation assistance, and refer some job seekers to training and education programs. They provide labor market information to employers and offer them a place to interview applicants.

IMMEDIATE REALITIES

Florida's workforce development system is facing significant reductions in federal funding during the next fiscal year, while the amount of state funding for particular programs has also been decreasing due to budget constraints.

In FY 2004-05, the amount of federal workforce development funding that Florida will receive will decrease by one-third. (To be verified). This will inevitably lead to a substantial decrease in the amount of services being provided at One-Stop Centers.

Funding for particular state programs such as the Department of Corrections education and rehabilitative curricula have already suffered reductions of approximately 30% since 2000, despite documented efficacy in reducing recidivism and its attendant cost.⁷

CREDITS

"Developing Florida's Workforce" was researched and jointly written by the Human Services Coalition of Miami-Dade County and the Florida Fiscal Policy Project. Special thanks to our Statewide and South Florida advisory groups. The template for the workforce funding matrix was adapted from similar.....

⁷ Corrections Education and Rehabilitative Programs Significantly Reduced, OPPAGA Report No. 04-59, 2, August 2004.

WORKFORCE DEVELOPMENT IN FLORIDA

State Agency/ Umbrella Agency	Agency for Workforce Innovation: Policy Implementation/Workforce Florida: Policy Development								
Program	Job Corps	Workforce Investment Act (WIA)	Wagner-Peyser	Displaced Homemaker Program	Florida Alien Labor Certification Program	Veterans Program (DVOP/LVER)	Employment Protection for Reservists, National Guard & Veterans	Welfare Transition Program	Welfare Tax Credit
Federal Funding	\$2,005,849	\$137,496,119	\$36,944,410	\$2,083,700	\$2,000,000	\$7,439,000		\$113,067,599	\$85,000,000
State Funding									
Access Point	One-stop center	One-stop center	One-stop center	One-stop center		One-stop center	One-stop center	One-stop center	One-stop center
Provider	Job Corps Centers	One-stop centers, community colleges, other service providers	Workforce board, One-stop center			One-stop center			
Services	Job search/preservation Vocational & job training Self sufficiency/life skills/work readiness	Job search/preservation Vocational & job training	Job search/preservation	Job search/preservation	Job search/preservation	Job search/preservation Self sufficiency/life skills/work readiness	Job search/preservation	Job search/preservation Vocational & job training Education Self sufficiency/life skills/work readiness Income support & supportive services	Job search/preservation
Target Population	At-risk youth, ages 16-24	Adult, youth, dislocated	Veterans, migrant & seasonal workers (MFSW)	Homemakers who have lost income support	Foreign workers	Veterans	Reservists, National Guard members, veterans	TANF recipients	Long-term assistance recipients
Number Served	2,625	66,079	1,049,398	4,722	6,703	81,889		130,720	15,000
Year	2002-2003	2002-2003	2002-2003	2002-2003	2002-2003	2002-2003	2002-2003	2002-2003	2002-2003

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							Department of Children & Families			Dep
Out-of-Work Credit (WtW)	Florida Work Opportunity Tax Credit Program (WOTC)	Florida's Federal Bonding Program	Unemployment Compensation	REACT	Incumbent Worker Training	Quick Response Training	Food Stamp & Training Program (FSET)	Refugee Adult Education Program	Refugee Employment & Training Program	Basic Ac
67,944	\$772,632	\$5,000/Bond	\$63,781,268	\$12,596,784	\$2,000,000		\$6,345,550	\$35,385,506	\$17,125,139	
			\$65,191,510			\$5,000,000				
One-stop center	One-stop center	One-stop center	One-stop center	One-stop center			DCF Offices	School districts, Technical Centers, Community Colleges, State Universities	Voluntary agencies	School technical community state u
								Technical Centers, Community Colleges, State Universities, other providers	Technical Centers, Community Colleges, State Universities, other providers	
Job search/preservation	Job search/preservation	Job search/preservation	Job search/preservation	Job search/preservation	Job search/preservation	Job search/preservation	Job search/preservation		Job search/preservation	
							Vocational & job training		Vocational & job training	
								Education		Ed
								Income support & supportive services	Income support & supportive services	
Employer services	Employer services	Employer services		Employer services	Employer services	Employer services				
Low-income family assistance recipients	Qualified IV-A Recipients (includes AFDC) and others*	Anyone who needs a bond to get a job	Qualified out-of-work individuals	Workplaces facing massive lay-offs	Qualified Florida businesses	Qualified Florida businesses	Able bodied adults (ages 18-49); food stamp recipients		Refugees & asylees	Low-literate illiter
15,820	22,000	98	532,460	29,098	14,713	10,815	79,809	21,000		4
2002-2003	2003	2003	2003				2002-2003			

* Others include: Qualified IV-A Recipients (includes AFDC); Qualified Veterans; Qualified Ex-Felons; Qualified High-Risk Youths; Qualified Vocational Rehabilitation Referrals; Qualified Summer Youths; Qualified Food Stamp Recipients; and Qualified Supplemental Security Income Recipients.

Department of Education

Adult Literacy	GED & Adult HS	ESOL & Citizenship	Vocational Preparatory Instruction	Post-secondary/Adult Vocational/Applied Technology Diploma	Continuing Workforce Education	Vocational Rehabilitation	Farmworker Jobs & Education Program	Adults with Disabilities	Apprenticeship Program	Assisted Science Applied
\$22,809,560		\$5,302,797		\$56,057,616			\$3,936,703	\$18,489,297		
\$227,213,263				\$145,883,503	\$20,045,147		\$300,000		\$13,810,804	
Local districts, technical centers, community colleges, universities	School districts, technical centers, community colleges, state universities	Community colleges, vocational/technical centers	Community colleges, vocational/technical centers		Community colleges, vocational/technical centers		One-stop Center	Local school districts	Local school districts, community colleges	
			Community colleges, vocational/technical centers		Community colleges, vocational/technical centers		Colleges, vocational centers, county governments, non-profit agencies			
					Job search/preservation	Job search/preservation	Job search/preservation			
			Vocational & job training			Vocational & job training	Vocational & job training	Vocational & job training	Vocational & job training	
Education	Education	Education			Education	Education	Education		Education	E
			Self sufficiency/life skills/work readiness			Self sufficiency/life skills/work readiness	Self sufficiency/life skills/work readiness	Self sufficiency/life skills/work readiness		
						Income support & supportive services	Income support & supportive services			
				Employer services						
Disadvantaged adults, at-risk adults	Individuals not enrolled in an accredited high school or have not received a high school equivalency diploma.	Individuals with limited English proficiency	Students in need of basic skills remediation to reach minimum grade-level requirements for completion of a career/technical certificate program	Individuals with limited English proficiency	Individuals who are required to have training for licensure or certification renewal by a regulatory agency or credentialing body.	Disabled needing re-employment assistance	Migrant & seasonal farm workers (MSFW)	Adults with disabilities	18/HS Diploma or GED	
47,561	447,561	447,561	72,670	72,670	69,774		1,317		8,954	
2003	2003	2003					2003-2004			

	Florida School for the Deaf & the Blind	Department of Corrections			Dept. of Elder Affairs	Dept. of Environ. Protection	Dept. of Juvenile Justice	Dept. of Military Affairs	
Associate in Science	FL School for the Deaf & the Blind	Other Programs	Project Re-Connect	GED & Adult Education	Senior Community Service Employment Program	Americorps	Employment Services & Job Training	About Face	Forward March
	\$200,000				\$5,178,281	\$10,200,000			
		\$5.2 mill	*	\$1.2 mill				\$5,078,251	
	FL School for the Deaf & the Blind	Correctional Facilities						National Guard Armories	National Guard Armories
	FL School for the Deaf & the Blind					Various locations	Correctional facilities	Private companies	
			Job search/preservation		Job search/preservation	Job search/preservation	Job search/preservation		
		Vocational & job training	Vocational & job training		Vocational & job training	Vocational & job training	Vocational & job training		Vocational & job training
Education	Education			Education					
	Self sufficiency/life skills/work readiness							Self sufficiency/life skills/work readiness	
	Hearing or visually impaired	Incarcerated individuals, ex-offenders			Qualified 55 years or older Florida residents	Disabled	Jueveniles in system	Qualified 13-17 year olds	Qualified TANF recipients
		5,549	800	1,820	1,730	940		2,146	408
			2003-2004	2003-2004	2003-2004			2003-2004	