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# Special Examination

## Review of the Workforce Development System

Report No. 03-10 January 2003

*Office of Program Policy Analysis  
and Government Accountability*

*an office of the Florida Legislature*

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*John W. Turcotte, OPPAGA Director*



# The Florida Legislature

## OFFICE OF PROGRAM POLICY ANALYSIS AND GOVERNMENT ACCOUNTABILITY



John W. Turcotte, Director

January 2003

The President of the Senate,  
the Speaker of the House of Representatives,  
and the Joint Legislative Auditing Committee

I directed our office to examine the Workforce Development System administered by Workforce Florida, Inc., and Agency for Workforce Innovation. OPPAGA reports findings and recommendations as required by ss. 445.003(6)(b) and 445.009(3)(d), *Florida Statutes*. Darwin Gamble, Shunti Houston, Cleo Johnson, Nathan Lassila, Larry Novey, Alex Regalado, and Susan Speck conducted the review under the supervision of Tom Roth.

We wish to express our appreciation to the staffs of Workforce Florida, Inc., and the Agency for Workforce Innovation for their cooperation and the many courtesies shown us during the course of the examination.

Sincerely,

A handwritten signature in black ink, appearing to read "John W. Turcotte".

John W. Turcotte  
Director

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# Review of the Workforce Development System

## Scope

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This review was conducted pursuant to ss. [445.003\(6\)\(b\)](#) and [445.009\(3\)\(d\)](#), *Florida Statutes*, which require the Office of Program Policy Analysis and Government Accountability to review the state's workforce development system.<sup>1</sup> This review examines

- the impact of the Legislature's efforts to restructure the workforce development system through the Workforce Innovation Act of 2000;
- the delivery of employment services under the federal Wagner-Peyser Act, and the integration of those services with other activities provided by the one-stop career centers; and
- the system's performance in achieving its intended goals.

## Background

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Prior to 2000, Florida's workforce development system was highly fragmented, consisting of over 270 state and local organizations responsible for planning and delivering workforce services. The system lacked comprehensive measures and standards to assess its performance and an integrated data system on participant information. The system also was perceived as not adequately serving the needs of the employers. Many employers were not using the system to find employees because they did not know about available services. There was also no comprehensive plan for marketing services to employers.

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<sup>1</sup> The Agency for Workforce Innovation, which implements workforce development programs, also implements the Unemployment Compensation Program that provides benefits to unemployed workers and the School Readiness Program that provides developmentally appropriate educational services to children from birth to kindergarten to ensure readiness for school and reduce academic failure. However, we did not include these programs in our review since they were addressed in other OPPAGA reports. See *Program Review: School Readiness Program's Potential Not Realized With Critical Issues Unresolved*, OPPAGA [Report No. 02-07](#), January 2002; and *Follow-up Report on the Unemployment Compensation Program Administered by the Department of Labor and Employment Security*, OPPAGA [Report No. 97-14](#), November 1997.

## *Executive Summary*

Further, there was a shortage of workers with technical and work readiness skills to meet the present and future needs of employers. In addition, there was a need for higher-paying jobs for people moving from welfare to work, and for training programs that enhance the skills of businesses' current employees.

To address these concerns, the Legislature passed the Workforce Innovation Act of 2000. The act transferred responsibility for providing employment services under the federal Wagner-Peyser Act from the Department of Labor and Employment Security to the newly created Agency for Workforce Innovation. The act also established requirements for performance measures and standards, an integrated data system, and employer participation. In addition, the act provided that state and regional entities govern the workforce development system.

Workforce Florida, Inc., (WFI) is responsible for developing statewide policies for the system. The Agency for Workforce Innovation is responsible for implementing Workforce Florida, Inc.'s policies. Twenty-four regional workforce boards govern the delivery of program services at the local level. Currently, 144 one-stop career centers provide employment services to job seekers and employers.

The Legislature appropriated \$417,600,230 to the Agency for Workforce Innovation for workforce services in Fiscal Year 2002-03. The Legislature also appropriated \$9,652,593 to Workforce Florida, Inc., to provide oversight, planning, and policymaking for the workforce development system.

## Findings

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The workforce development system has achieved most legislative goals of the Workforce Innovation Act of 2000. The current system is less fragmented, has a performance accountability system, and is developing a unified automated information system to better manage participant data. The act also required majority business representation on state and regional workforce boards providing employers a greater role in policymaking.

While employer participation in the workforce development system increased in Fiscal Year 2001-02, many employers are unaware of workforce services and do not use the program to fill job vacancies. To address this problem, Workforce Florida, Inc., and regional workforce boards are taking actions to increase awareness and participation, including a new marketing campaign and assigning specific employees to contact and recruit local employers. However, these efforts to increase employer participation may result in conflicts with private staffing firms that have served this market. We recommend that Workforce Florida,

Inc., work with the regional workforce boards to develop Memoranda of Understanding with private staffing firms in their respective regions to clearly identify their roles and activities. This should reduce potential conflicts and improve coordination between one-stop centers and staffing firms.

Regional workforce boards are integrating Wagner-Peyser services with other workforce services. However, federal funding and personnel restrictions hamper further integration. Workforce Florida, Inc., petitioned the U.S. Department of Labor for a waiver to the rule requiring that only publicly funded merit-system employees provide Wagner-Peyser services. In October 2002, the department responded that it lacked authority to grant such a waiver, but that it would explore the issue further. We recommend that Workforce Florida, Inc., continue to seek this waiver. If the waiver is granted, non-state (city, county, and private sector) employees would be permitted to provide Wagner-Peyser services, which could potentially allow more of Wagner-Peyser funds to be used to fund additional employment services.

The system substantially met most legislatively approved performance standards in Fiscal Year 2001-02. However, participants generally earned relatively low wages and had difficulty maintaining employment. This reflects the fact that many participants lack the required training and education to fill higher paying jobs. While the program refers many persons to job training programs, few participants actually complete these programs. We recommend that Workforce Florida, Inc., and the regional workforce boards work with workforce education and training providers to identify strategies for improving completion rates. Workforce Florida, Inc., should also consider expanding the use of Individual Training Accounts for basic skills training. This would better enable program participants to complete more intensive education and training programs needed to attain high wage jobs.

To help job seekers achieve economic self-sufficiency, we recommend that Workforce Florida, Inc., develop performance standards that, if achieved, would demonstrate that workforce program participants are making significant progress over time toward earning the wage level that Workforce Florida, Inc., identifies as needed to attain financial self-sufficiency. This should include standards that annually increase over a multi-year period (such as over 5 to 10 years) and "stretch" the system to exceed its standards from one year from the next. The standards should culminate in participants earning a self-sufficient wage.

To achieve these standards, the system needs to continue its ongoing efforts to expand employer participation to increase job openings, especially those paying higher wages. These efforts include implementing a marketing plan, the Office of Business Outreach activities, and local employer outreach.

# Agency Response

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In accordance with the provisions of s. 11.51(5), *Florida Statutes*, a draft of our report was submitted to the president of Workforce Florida, Inc., for his review and response. The president's written response was not received within 30 days. If we receive a response, we will make it available on our website.



# Introduction

## Purpose

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This review was conducted pursuant to ss. [445.003\(6\)\(b\)](#) and [445.009\(3\)\(d\)](#), *Florida Statutes*, which require the Office of Program Policy Analysis and Government Accountability to review the state's workforce development system.<sup>2</sup> This review examines

- the impact of the Legislature's efforts to restructure the workforce development system through the Workforce Innovation Act of 2000;
- the delivery of employment services under the federal Wagner-Peyser Act, and the integration of those services with other activities provided by the one-stop career centers; and,
- the system's performance in achieving its intended goals.

## Background

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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. The system provides employment-related services to job-seekers and employers through several federally-funded programs.

- The Wagner-Peyser Act requires states to provide employment services that match employers with qualified applicants, such as job search and referral, career counseling, and providing labor market information.<sup>3</sup>
- The federal Workforce Investment Act of 1998 requires states to provide education and employment training for youth, adults, and

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<sup>2</sup> The Agency for Workforce Innovation, which implements workforce development programs, also implements the Unemployment Compensation Program that provides benefits to unemployed workers and the School Readiness Program that provides developmentally appropriate educational services to children from birth to kindergarten to ensure readiness for school and reduce academic failure. However, we did not include these programs in our review since they were addressed in other OPPAGA reports. See *Program Review: School Readiness Program's Potential Not Realized With Critical Issues Unresolved*, OPPAGA [Report No. 02-07](#), January 2002; and *Follow-up Report on the Unemployment Compensation Program Administered by the Department of Labor and Employment Security*, OPPAGA [Report No. 97-14](#), November 1997.

<sup>3</sup> *United States Code*, Title 29, Chapter 4b, Section 49.

## Introduction

dislocated workers through one-stop career centers. The act also requires that one-stop career centers provide Wagner-Peyser services.

- Temporary Assistance for Needy Families, Welfare-to-Work, and the Food Stamp Employment and Training programs assist persons on public assistance in finding employment and improving their job skills.

The workforce development system has undergone substantial change over the past two years. Prior to that time, as noted in previous OPPAGA reports, Florida's workforce development system was highly fragmented, consisting of over 270 state and local organizations responsible for planning and delivering workforce services.<sup>4</sup> The system lacked comprehensive measures and standards to assess its performance and an integrated data system on participant information. The system also was perceived as not adequately serving the needs of the employers. Many employers were not using the system to find employees because they did not know about available services. There was also no comprehensive plan for marketing services to employers.

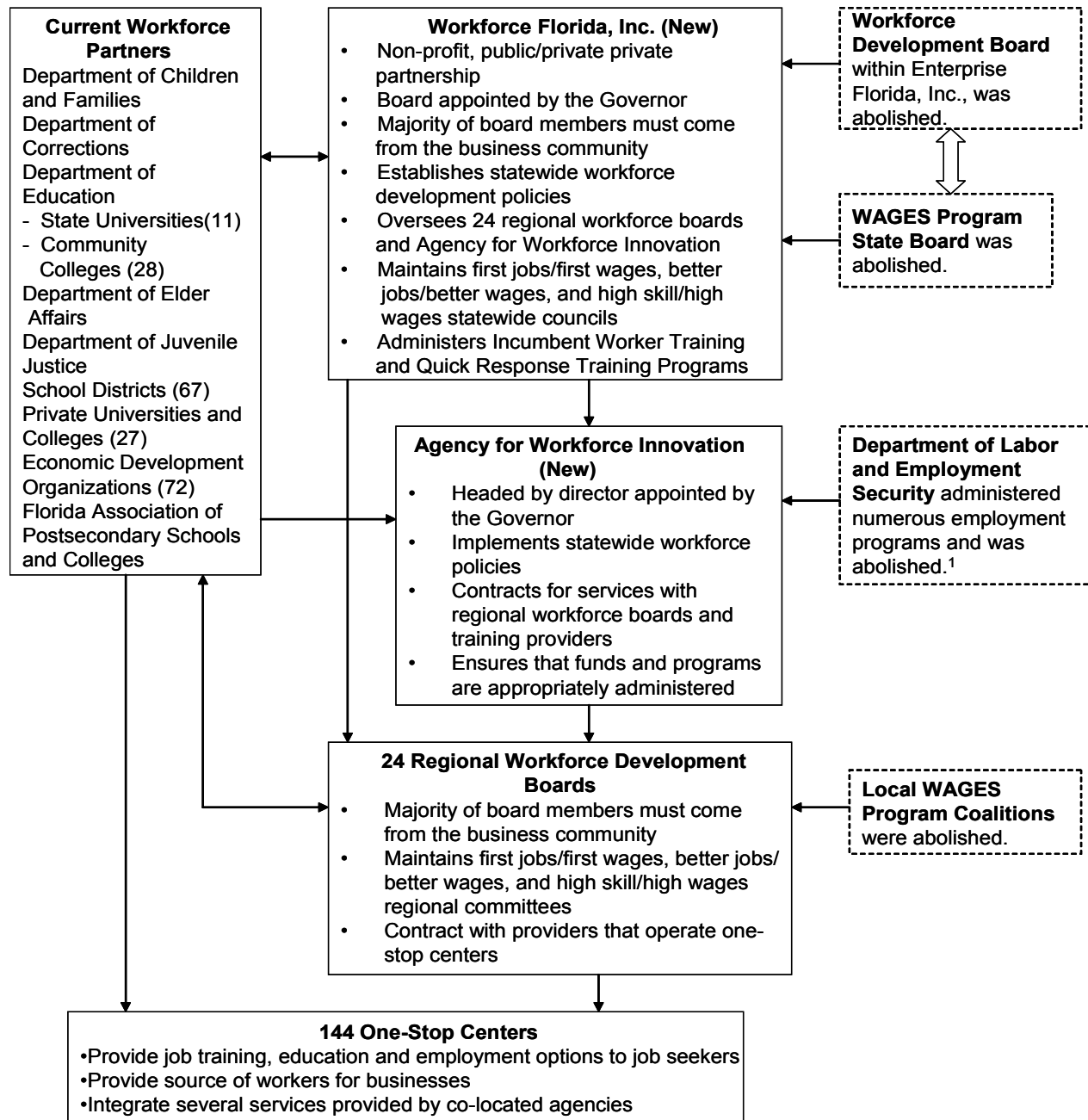
In 2000, the Senate Select Committee on Workforce Innovation identified additional concerns, including a shortage of workers with technical and work readiness skills to meet the present and future needs of employers. The report also cited a need for higher-paying jobs for people moving from welfare to work, and for training programs that enhance the skills of businesses' current employees.

To address these concerns, the Legislature passed the Workforce Innovation Act of 2000. The act transferred responsibility for providing employment services under the federal Wagner-Peyser Act from the Department of Labor and Employment Security to the newly created Agency for Workforce Innovation. The act also established requirements for performance measures and standards, an integrated data system, and employer participation. As shown in Exhibit 1, the act provided that state and regional entities govern the workforce development system.

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<sup>4</sup> *Review of the Job Service Program, Department of Labor and Employment Security*, [OPPAGA Report No. 96-29](#), January 1997; *Follow-Up Report on the Job Service Program Department of Labor and Employment Security*, [OPPAGA Report No. 98-23](#), December 1998; *Review of the Workforce Development Board of Enterprise Florida, Inc.*, [OPPAGA Report No. 98-34](#), December 1998; and *Review of the Workforce Development System*, [OPPAGA Report No. 99-34](#), February 2000.

**Exhibit 1**  
**The Workforce Innovation Act of 2000 Legislation**  
**Streamlined the Workforce Development System**



<sup>1</sup> Programs administered by the Department of Labor and Employment Security were transferred to several state agencies, including Agency for Workforce Innovation, or abolished. Appendix B shows the programs transferred and the respective agencies and the programs that were abolished.

Source: Workforce Florida, Inc.

## Introduction

**Workforce Florida, Inc., (WFI)** is responsible for developing statewide policies for the system.<sup>5</sup> Workforce Florida, Inc., is a non-profit public-private partnership that oversees 24 regional workforce boards that implement workforce programs at the local level. The Governor appoints its board of directors, and a majority of its members must be representatives from the business community. Other board members represent organized labor, private staffing firms, private colleges and universities, and workforce services customers.

**The Agency for Workforce Innovation** is responsible for implementing Workforce Florida, Inc.'s policies.<sup>6</sup> The agency receives federal funds for employment-related programs, such as Welfare to Work, Temporary Assistance to Needy Families, and the Workforce Investment Act, and distributes these funds to the state's 24 regional workforce boards. The agency also monitors regional workforce board and one-stop career center activities to ensure they comply with federal and state requirements.

### *Regional workforce boards oversee local one-stop centers*

Twenty-four **regional workforce boards** govern the delivery of program services at the local level (see Exhibit 2, and Appendix A for a list of the counties served by each regional workforce board). These boards, appointed by county commissioners in each region, include business representatives, local educational entities, labor groups, economic development organizations, and other individuals. The boards develop local plans for using funds provided by the Agency for Workforce Innovation and oversee workforce development activities in their regions. Each board operates under a performance contract with the Agency for Workforce Innovation. The boards also select contractors to operate local one-stop career centers that deliver employment services to job seekers and employers.

### *Local one-stop centers located throughout the state provide workforce development services*

Currently, 144 **one-stop career centers** provide employment services to job seekers and employers. These centers maintain information on the local job market and enable job seekers to search for job openings on computers. Once the job seekers select jobs of interest, one-stop center employees compare qualifications to the job requirements and refer those qualified to employers. The one-stop centers also provide career counseling and basic employment skills training, such as resumé writing or interviewing. Other services provided by the one-stop centers include employment support services to eligible persons including financial assistance for childcare and transportation. The centers refer some job seekers to training and education programs, such as a community college or vocational technical center. The one-stop centers serve employers by

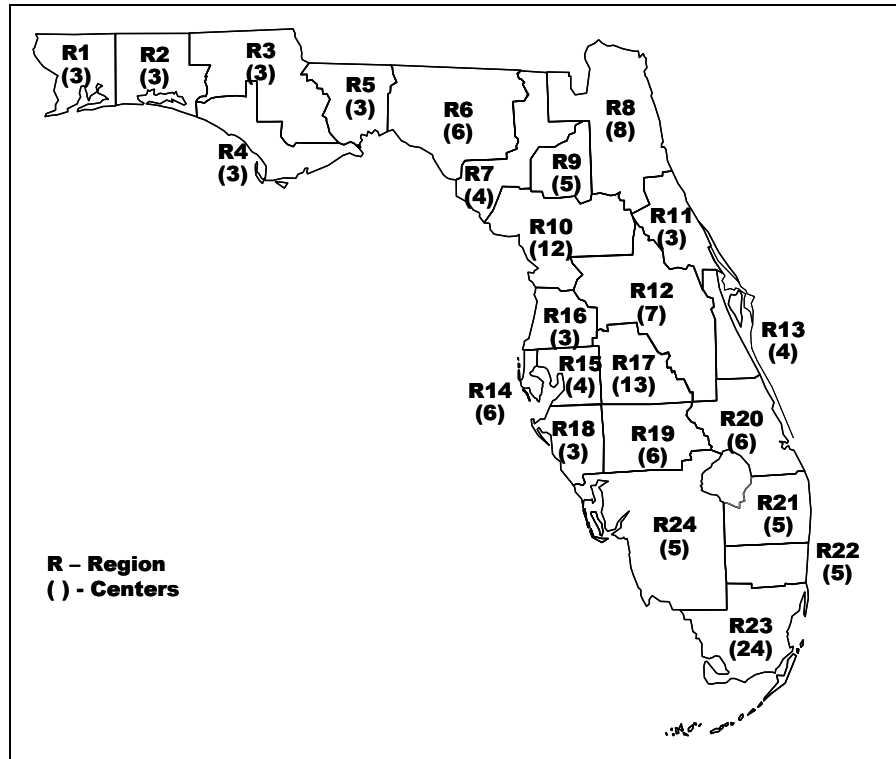
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<sup>5</sup> Chapter [2000-165](#), *Laws of Florida*.

<sup>6</sup> The Agency for Workforce Innovation is administratively housed in the Department of Management Services, but is not under the control of that department. The Legislature transferred the responsibility for administering workforce development programs from the Department of Labor and Employment Security to the Agency for Workforce Innovation in 2000. The Legislature abolished the Department of Labor and Employment Security in 2002.

providing labor market information and facilities where employers can interview applicants. Employers can also list their job openings at the one-stop career centers.

**Exhibit 2**  
**24 Regional Workforce Boards Oversee 144 One-Stop Centers**



Source: Agency for Workforce Innovation.

## Funding

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The Legislature appropriated \$417,600,230 to the Agency for Workforce Innovation for workforce services in Fiscal Year 2002-03. Of this amount, \$404,091,810 (96.7%) is for direct services to program participants in the 24 workforce regions, while the remaining \$13,508,420 (3.3%) funds administrative costs. The Legislature also appropriated \$9,652,593 to Workforce Florida, Inc., to provide oversight, planning and policymaking for the workforce development system.

# Findings

The main components of the Workforce Innovation Act of 2000 have been implemented as required by law. Notably, the Agency for Workforce Innovation and Workforce Florida, Inc., have consolidated administration of the system, established performance measures and standards, developed an integrated management information system, and increased business representation on state and regional boards.

Wagner-Peyser services have been integrated into other workforce activities provided at one-stop career centers. However, federal law and regulations create several barriers to further integration of Wagner-Peyser employment services.

*System met most measures and standards; jobs have been secured but wages are low*

The workforce development system substantially met most legislatively approved measures and standards for Fiscal Year 2001-02 related to employment, wages, and customer satisfaction. Available earnings data shows that the system has helped participants get jobs. However, most participants earned relatively low wages because they lacked the required skills to fill higher wage positions. As a result, participants have difficulty achieving self-sufficiency and meeting employers' needs for highly skilled workers. The system is helping some participants upgrade their skills by referring them to training and education programs. Although most workforce program participants who complete education and training programs achieve positive outcomes, the program completion rate is low.

## Workforce Innovation Act of 2000 Has Been Implemented

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The Legislature passed the Workforce Innovation Act of 2000 to address deficiencies of the workforce development system, including system fragmentation, lack of accountability, and inability to meet employer needs. To this end, the act mandated a consolidated system, performance measures and standards, a unified management information system, and increased business representation on state and regional boards. These mandates generally have been met. Despite these improvements, many employers are still unaware of workforce development services. The program is taking steps to improve marketing and outreach, which may improve employers' awareness of the program. However, these efforts to

increase employer participation may result in competition with private staffing firms.

## ***Major components of the Workforce Innovation Act of 2000 have been implemented***

**State and local workforce administration has been consolidated, resulting in reduced costs.** Prior to 2000, the workforce development system was highly fragmented. Policy development was divided between the Workforce Development Board and the WAGES (Work and Gain Economic Self-Sufficiency) Program State Board. The Workforce Development Board, located within Enterprise Florida, Inc., was responsible for statewide policymaking, oversight and administration of employment services. The WAGES board developed policies and assisted other state agencies in implementing employment programs for welfare recipients. At the local level, 24 regional workforce boards provided workforce services administered by 179 one-stop career centers. In addition, local WAGES coalitions (24) were responsible for planning and coordinating the delivery of services for the welfare programs.

***Merger of boards reduced expenses by \$2.5 million in Fiscal Years 2000-02***

The act merged the Workforce Development Board and the WAGES Program State Board to create Workforce Florida, Inc. Workforce Florida Inc., managers report that the merger of these boards helped reduce staffing and board expenses by \$1.9 million in Fiscal Year 2000-01. Continuing consolidation of functions and staff further saved an additional \$592,000 in Fiscal Year 2001-02, for a total savings of \$2.5 million. According to workforce officials, these funds were shifted into workforce programs. The act also streamlined services at the local level by consolidating regional workforce boards and local WAGES coalitions.

**A performance accountability system has been developed.** The act required that performance measures and standards be developed for evaluating the system's performance in meeting its goals of helping Floridians acquire and retain employment and achieve economic self-sufficiency. These performance measures and standards, developed by Workforce Florida, Inc., are discussed on page 23 in Appendix C of this report.

**A unified management information system is being developed.** The act also required Workforce Florida, Inc., to develop and implement an automated information system for efficiently and effectively operating and managing the workforce development system services.<sup>7</sup> In response to this requirement, Workforce Florida, Inc., and the Agency for Workforce Innovation are developing the One-Stop Management Information System. This system is expected to enhance the one-stop

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<sup>7</sup> Sections [445.009\(6\)\(a\)2](#), and [445.011\(1\)\(a\)](#), F.S.

## Findings

centers' ability to integrate services and provide a common customer intake and eligibility determination process. The system is scheduled to be fully operational by May 2003.

**Business representation on state and regional workforce boards has been increased.** Employers play an integral role in determining current and future job opportunities for job seekers. Prior to passage of the act, there was no business representation required for the WAGES Board or local WAGES coalitions. The act now requires that business community representatives compose the majority membership on the Workforce Florida, Inc., and the regional workforce boards.<sup>8</sup> As a result, business representation on state-level boards increased from 43% prior to the act to 52% after the act. Business representation on these boards is important for developing specific workforce strategies to meet the needs of businesses and job seekers.

### *Continuing employer participation critical to act's success*

While the Workforce Innovation Act increased the participation of businesses on workforce boards, the ultimate goal of the provision was to improve employer participation. Employer participation is important in creating job opportunities for program participants and helping businesses in meeting their employment needs. Since the act's implementation, there are signs of improved employer participation. For example, 29% of employers with new hires during Fiscal Year 2001-02 reported that they received workforce services, an increase from 24% in the prior fiscal year.<sup>9</sup>

Despite this improvement, many employers are unaware of services available from the workforce development system. A Workforce Florida, Inc., survey of 284 employers who did not use the system to hire employees in 2001 found that 173 (61%) were unaware of the system's services. Most of the employers relied on newspaper advertisements or the Internet to fill job openings instead of using the workforce development program's services. Of the 111 employers who said they were aware of the system's services and did not use them, 30 employers (27%) responded that they received needed placement services elsewhere.

### *Improved marketing and outreach may increase employer awareness and participation*

To improve employer participation, Workforce Florida, Inc., has taken steps to better market services and increase outreach. It awarded a contract to the Portnoy Group, Inc., in June 2002 to develop a statewide marketing effort for the program. A principal element of this effort is to establish a statewide "brand" for the workforce development system and to develop a plan for helping regional workforce boards convert to the statewide brand. This brand is to communicate the scope of services provided under the workforce development system and the value of

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<sup>8</sup> Sections [445.004](#) and [445.007](#), F.S.

<sup>9</sup> State and federal law require employers to report new hires every month. The Department of Revenue collects and reports this information in the [New Hire Report](#).



these services, and will be used to market the program. Statewide marketing and branding of one-stop center services is expected to begin in December 2002.<sup>10</sup>

In addition to marketing efforts, WFI also created the Office of Business Outreach in August 2002 to be more responsive to the needs of Florida employers. The office is implementing partnerships with the business community, providing better outreach and communications to businesses about opportunities to participate in the workforce development system, and conducting forums to learn more about employer hiring needs.

Regional workforce boards also are taking action to increase employer participation. Seventeen of the 24 one-stop center managers we surveyed reported that their centers are taking steps to strengthen employer outreach services. These include holding job fairs, encouraging employers to list job openings at the one-stop centers, and promoting workforce services through direct mail, telephone calls, and the media. Also, 15 of the 24 regional workforce board directors we surveyed reported that they dedicated staff to contact and recruit employers. Performance data shows that employer participation increased for 14 of 24 regional workforce boards in Fiscal Year 2001-02 from the prior fiscal year.

### ***Efforts to increase employer participation may produce conflicts with private staffing firms***

While the system's efforts to improve employer participation may improve job opportunities for participants, it may result in claims of unfair competition with private sector staffing firms. With the passage of the Workforce Innovation Act of 2000, Workforce Florida, Inc., broadened the workforce development system's scope to serve employers and job seekers at all levels. This includes youth entering the workforce for the first time to employees needing specialized skills to fill Florida's fast growing technology sectors. According to the Florida Staffing Services Association, about 90% of Florida's businesses use temporary help services provided by private staffing firms. Consequently, there is a potential that the workforce development system will compete with private staffing firms for the same job seekers.

A June 2001 report by the James Madison Institute raised concerns that some regional workforce boards were using public funds to unfairly compete with the private sector, and asserted that the system had forced some private staffing firms to go out of business in the Ocala area.<sup>11</sup> The

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<sup>10</sup> In the absence of a statewide brand, some regional workforce boards developed their own efforts to market their services.

<sup>11</sup> *"Just Say No" to State Building on Workforce Development*, James Madison Institute [Policy Report No. 34](#), June 2001.

## Findings

report said that this regional workforce board had moved beyond serving the unemployed to targeting underemployed individuals and employers. In addition, private staffing association representatives said that some regional workforce boards are using public funds to advertise free staffing services.

The system is taking steps to reduce these potential conflicts. For example, Workforce Florida, Inc., the Florida Workforce Development Association, and the Florida Staffing Services Association (which represents private sector employment firms) organized a task force to address coordination issues. In September 2001, the task force recommended that Workforce Florida, Inc., conduct a study on the use of private staffing firms in the workforce development system's operations. Workforce Florida, Inc., is working to complete the study, which is to be submitted to the Legislature in January 2003. Workforce Florida, Inc., managers do not expect to recommend legislative changes.

### ***Most workforce directors and managers work with private firms in providing workforce services***

Further, most regional workforce executive directors and one-stop center managers we surveyed reported that they coordinated with private staffing firms in providing workforce services. These efforts included allowing staffing firm employees to come into the regions' one-stop career centers (11 regions) to recruit job candidates and placing private staffing firm representatives on the regional workforce boards (6 regions).<sup>12</sup> Some regional workforce boards have signed Memoranda of Understanding with private staffing firms in their service areas that clearly identify the roles and joint activities of each entity.<sup>13</sup> For example, the memorandum developed in Region 11 (Flagler and Volusia counties) states that staffing firms will help one-stop career centers develop "soft-skills" training for workforce program participants.<sup>14</sup> This memorandum also states that the one-stop career centers will provide job skills screening prior to referring participants to staffing firms. Staffing firm association representatives state that such memoranda have improved relationships between the boards and private staffing firms. Efforts to improve coordination, such as these memoranda of understanding, could reduce potential conflicts between private staffing firms and regional workforce boards in other regions.

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<sup>12</sup> Regional workforce boards with staffing firm representation are 10, 15, 16, 17, 18, and 20.

<sup>13</sup> Regional workforce boards with agreements include 5, 11, 13, 17, and 22.

<sup>14</sup> Soft-skills are non-technical skills such as oral communications and teamwork skills.

# Integration of Wagner-Peyser Services

## *Wagner-Peyser services are being integrated with other workforce services, but federal regulations limit further integration*

The Workforce Innovation Act of 2000 requires OPPAGA to review the delivery of employment services under the federal Wagner-Peyser Act and the integration of those services with other activities performed through the one-stop delivery system.<sup>15</sup> The federal act provides funds to states to pay for services to assist individuals seeking employment. A job seeker applying for services at a one-stop career center can obtain labor market information, search job listings, and receive referrals to job openings or other workforce development programs for support services or job training.

Prior to 2000, Wagner-Peyser services were not integrated with other one-stop career center services. For example, personnel who provided Wagner-Peyser services were often not co-located with personnel who provided other workforce program services, thereby forcing participants to visit multiple locations to receive a full range of services. Each workforce program also maintained its own information system resulting in duplicative data collection for the same participant. In addition, a Senate report found that some employees refused to deliver services that were not directly funded through the Wagner-Peyser Act.<sup>16</sup> This lack of integration led to service delivery fragmentation and delays.

The Agency for Workforce Innovation and the regional workforce boards are currently taking steps as shown below to better integrate Wagner-Peyser services with those of other workforce development programs.

- Wagner-Peyser services are now co-located with other workforce services at one-stop career centers.
- One-stop center operators in 14 of the 24 workforce regions we surveyed provide cross-training to their employees about the various workforce programs and services. This training is intended to allow caseworkers to provide more accurate and timely information about available programs and services to job seekers.
- A new information system under development will facilitate integration by allowing caseworkers to access data on participants

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<sup>15</sup> Section [445.009\(3\)\(d\)](#), *F.S.*

<sup>16</sup> *Devolution of Employment Services*, Florida Senate Committee on Commerce and Economic Opportunities, [Interim Project Report 2000-18](#), September 1999.

## Findings

enrolled in multiple programs. The new system is scheduled to be fully operational by May 2003.

- State employees are delivering both Wagner-Peyser and Workforce Investment Act core services, including job search assistance, job referral, and placement assistance for job seekers.<sup>17</sup>

However, federal law and regulations create several barriers to further integration of Wagner-Peyser employment services with other services provided at one-stop career centers. These barriers include restrictions on the use of federal funds and requirements that only merit system (public) employees may provide some services, which restricts privatization of program services.

- **Restrictions on the use of federal program funds.** Federal regulations restrict how federal funds may be used for services offered by individual workforce programs at one-stop career centers. For example, the Wagner-Peyser funds may be used to pay for basic employment services to job-seekers such as referrals to job openings, but cannot be used to pay for employability training. This limits the system's flexibility in using its resources to provide needed services to job seekers.
- **Requirements for publicly funded merit system employees.** Although private contractors selected by the regional workforce boards operate the one-stop centers, federal regulations prohibit outsourcing Wagner-Peyser services.<sup>18</sup> As a result, both the private contractor's employees and Agency for Workforce Innovation employees staff the one-stop career centers. The private contractors' workers provide most services to job seekers and employees, while the state employees provide Wagner-Peyser services. Workforce Florida, Inc., has requested a federal waiver that would allow city, county, or private sector employees to provide Wagner-Peyser services. In October 2002, the U.S. Department of Labor responded that it lacked authority to grant such a waiver, but would explore the issue further. Workforce Florida, Inc., managers stated that they will continue to pursue the waiver.

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<sup>17</sup> WIA services also include intensive services (i.e., individual counseling and career planning) and training services (i.e., occupational skills and on-the-job training).

<sup>18</sup> The U.S. Department of Labor requires that publicly funded merit system employees must execute the delivery of services under the Wagner-Peyser Act. Publicly funded merit system employees refer to full-time equivalent state employees, who must be members of the Career Service System. It does not include city, county, or private sector employees.

# Workforce System Performance

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## *The workforce development system was successful in finding jobs for participants*

In Fiscal Year 2001-02, the workforce development system substantially met its legislatively approved standards for employment and wage rate measures. For example, the system filled 61% of job openings, exceeding its standard of 55%. Moreover, the average wage rates of program participants exceeded standards. The average wage for a Wagner-Peyser participant was 86.8% of the Lower Living Standard Income Level, surpassing the standard of 79.0%.<sup>19</sup> The regional workforce boards also met most standards for their local performance measures, such as employment rates, customer satisfaction, and new hire involvement rates. A detailed discussion of the system's performance measures and standards is given in Appendix C.

## *Program participants made low wages and had difficulty keeping jobs*

While the workforce system was successful in finding employment for job seekers, this success was mitigated by the fact that most of these participants earned low wages and had difficulty maintaining employment. Although the system met its wage rate performance standards, these standards are relatively low, and generally are below Workforce Florida, Inc.'s definition of the wages needed for workers to gain financial self-sufficiency. For example, the average entry wage rate earned by Wagner-Peyser participants in Fiscal Year 2001-02 was \$8.98 per hour, which was 86.8% of the program's definition of a self-sufficient wage (\$10.35 per hour for a family of three). The standard of 79% reflects a wage of \$8.18 per hour. While not all program participants are supporting a family of three, these wage rates still reflect relatively low earnings.

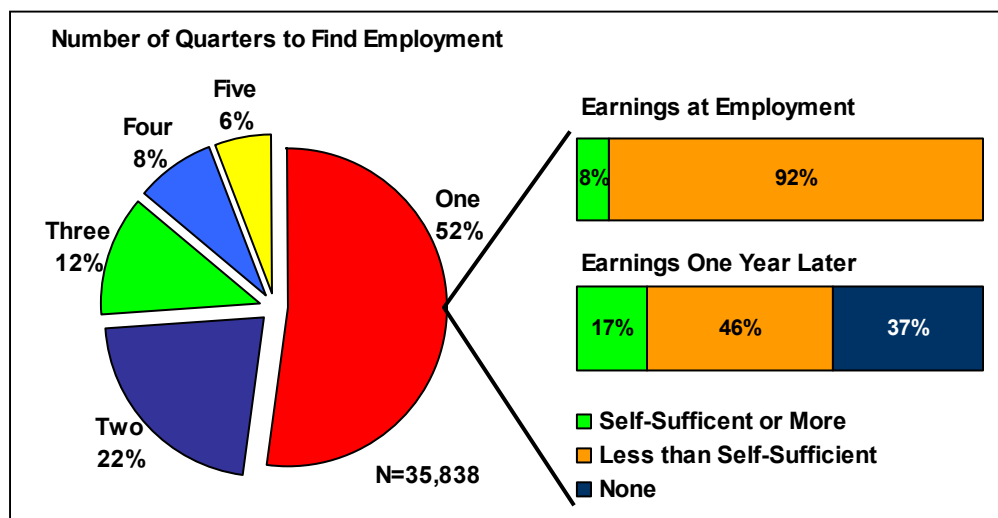
Our supplemental analyses of earnings data also found that participants using the workforce development system generally earn low wages or

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<sup>19</sup> The Workforce Investment Act of 1998 uses the Lower Living Standard Income Level for eligibility purposes and defining a "low income individual" as one who receives public assistance. Workforce Florida, Inc., uses a Lower Living Standard Income Level for a family of three for Florida as an indicator of a financially self-sufficient wage. The Fiscal Year 2001-02 Lower Living Standard Income Level for a family of three for Florida was \$10.35 per hour or a quarterly wage of \$5,382 (\$10.35 x 40 hours x 13 weeks).

have trouble keeping jobs.<sup>20</sup> Of the 35,838 participants who were unemployed at entry in a workforce program during the fourth quarter of 2000, 49% were still unemployed five quarters later. Of those participants who found jobs, 52% found them within the first quarter after entering a program (see Exhibit 3). However, relatively few (8%) of these participants were earning self-sufficient wages. One year later, 17% of these participants who found jobs in the first quarter were earning self-sufficient wages, but 37% were unemployed.

**Exhibit 3  
Participants Unemployed at Program Entry Earned Low Wages and Had Difficulty Keeping Jobs**

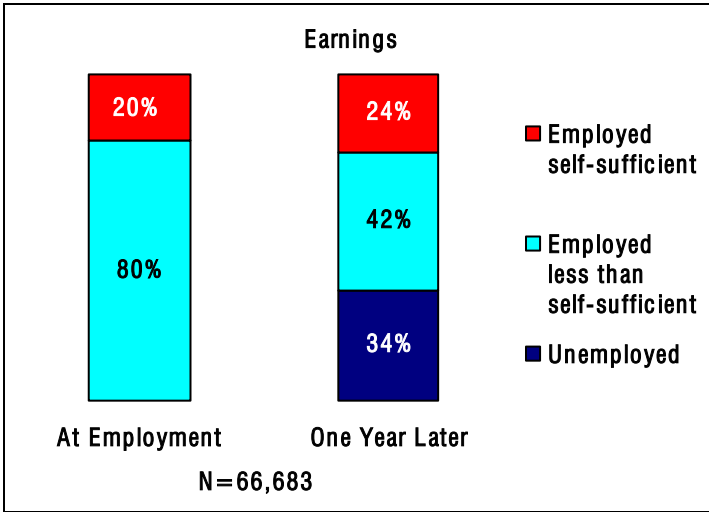


Source: OPPAGA analysis of FETPIP data.

Workforce program participants who were already employed when they entered a workforce program also earned low wages and had trouble keeping their jobs. Our analyses found that only 20% of 66,683 employed participants earned a self-sufficient wage. One year later, the percentage of employed participants making self-sufficient wages increased from 20% to 24%; however, 34% were unemployed (see Exhibit 4).

<sup>20</sup> We analyzed employment and wages data for workforce system participants we obtained from the Florida Education and Training Placement Information Program (FETPIP). FETPIP maintains a data collection system that uses unemployment compensation records and other information to provide follow-up data on participants of several state programs. We examined data for 102,521 participants entering a workforce program for the first time in the fourth quarter of 2000. The workforce programs included Welfare-to-Work, Temporary Assistance for Needy Families, Wagner-Peyser, Workforce Investment Act, and the Food Stamp Employment and Training.

**Exhibit 4  
Participants Employed at Program Entry  
Also Earned Low Wages and Had Difficulty Keeping Jobs**



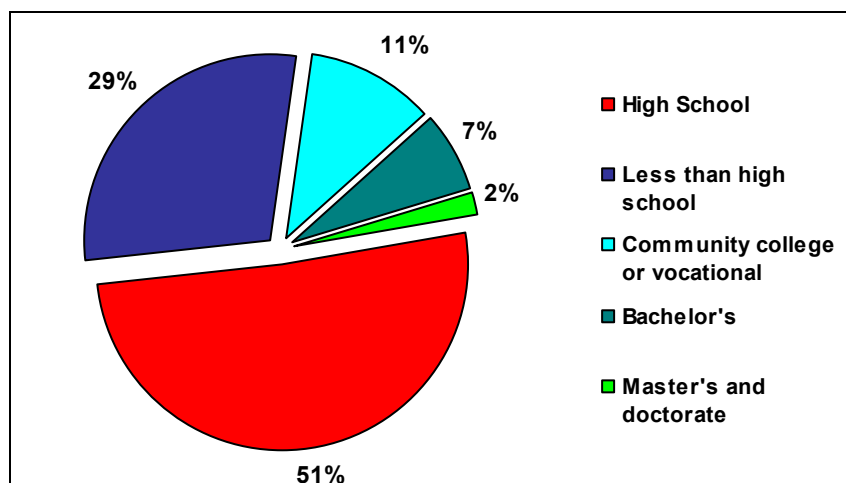
Source: OPPAGA analysis of FETPIP data.

***Program participants lack job skills for better wage jobs, and few complete programs to improve skills***

A primary reason why workforce program participants earn low wages is that most of them lack the required training and education to fill higher paying jobs. Higher paying jobs require training and education beyond high school. However, most workforce program participants have, at most, a high school diploma and often lack basic work skills. As shown in Exhibit 5, of 101,013 job seekers in our analysis, 51% had a high school diploma and 29% did not.<sup>21</sup> One-stop managers we surveyed in July 2002 said that they believed current workforce system participants had similar low educational levels and skills.

<sup>21</sup> Education level data for 1,508 of the 102,521 Workforce Program participants was not available.

**Exhibit 5  
Most Workforce Program Participants Have High School Diplomas or Less**



Source: OPPAGA analysis of FETPIP data.

To improve program participants' educational and job skill levels, the system provides basic skills training, such as how to interview for a job and write a resumé. The system also refers participants to training and education programs at community colleges, vocational-technical schools, and private educational institutions. In federal Fiscal Year 2000-01, the system spent \$24 million in Workforce Investment Act funds to train adults and dislocated workers.<sup>22</sup> Florida law requires that at least 50% of these funds must be allocated to individual training accounts for preparing individuals to fill high demand/high skill occupations.<sup>23</sup>

***Programs have low completion rates, but 81% of participants achieve positive outcomes***

However, workforce education and training programs have low completion rates, although the participants who complete these programs achieve positive outcomes as shown in Exhibit 6.<sup>24</sup> One-stop career center employees referred 20,149 Workforce Investment Act adult and dislocated worker participants to education and training programs during the federal Fiscal Year 1999-2000. Only 8,145 (41%) of the participants referred to these programs completed them. Of the 8,145 persons who completed training, 81% either found new or better paying jobs. This underscores the significance of job training for improving employment outcomes.

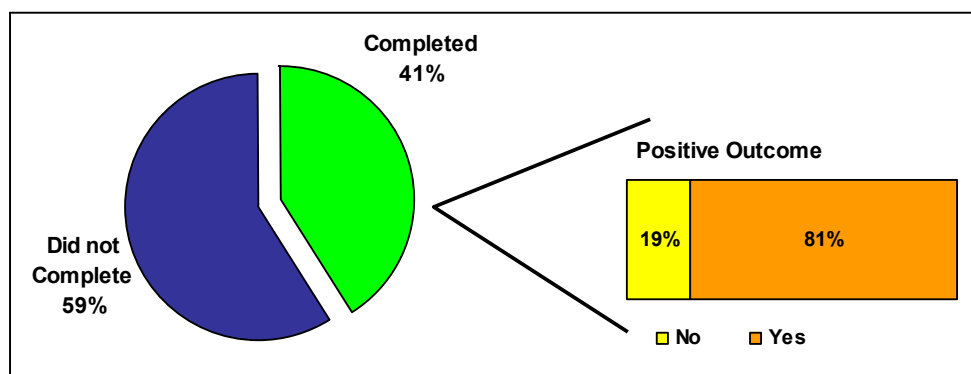
<sup>22</sup> The federal program year covers the period from October 1 to September 30.

<sup>23</sup> An individual training account is a voucher for reimbursing education and training expenditures.

<sup>24</sup> Prior OPPAGA reports found that participants in workforce education programs tend to have low completion rates. Nonetheless, participants who completed the programs improved their earnings. See *Program Review: Workforce Development Education Program, Florida Department of Education*, OPPAGA [Report No. 01-56](#), November 2001, and *Justification Review: Workforce Development Education Program*, OPPAGA [Report No. 02-32](#), May 2002.



### Exhibit 6 Program Participants Have Low Completion Rates for Education and Training Programs



Source: OPPAGA analysis of Workforce Florida, Inc., data.

There are several reasons why participants may not complete training programs. Some workers may not be able to commit the time and money needed to complete training programs such as earning an associate in science degree, which typically takes two years to complete. Other participants may decide after beginning training that the occupation is not suitable for them, or they may decide to enter the labor market before completing a program. Other training participants may discontinue programs for personal reasons, such as lack of interest or the need to work more hours to support a family.

Finally, some one-stop career center managers assert that many participants lack basic skills, such as literacy or basic math, necessary to complete certain education and training programs, especially those designed to prepare workers for high-wage occupations. However, as noted earlier, at least 50% of these training funds must be allocated to individual training accounts for preparing individuals to fill high wage occupations.

### *Workforce Florida, Inc., has established programs to upgrade job skills*

To address these challenges, Workforce Florida, Inc.'s Better Jobs/Better Wages Council has established programs to assist families transitioning from welfare, former welfare recipients working in low wage jobs with limited mobility, and the larger population of underemployed adult workers. The council created a Career Advancement and Retention Program to improve employment outcomes for temporary cash assistance

## Findings

recipients.<sup>25</sup> This program provides grants to workforce regions to better prepare unemployed welfare clients for employment or upgrade the skills of former welfare clients. The program is focused on training in industries and occupations that Workforce Florida, Inc., managers believe will continue to be viable in the current economy. This initiative began in January 2002, and there is currently no data available for assessing its effectiveness.

Workforce Florida, Inc., also administers the Quick Response Training Program that provides training grant funds for new and expanded businesses that create high skill/high wage jobs. Workforce Florida, Inc., reports that 7,646 individuals received training for higher paying jobs in Fiscal Year 2001-02.<sup>26</sup> In addition, Workforce Florida, Inc., administers the Incumbent Worker Training Program that provides grants to businesses for training to upgrade their current employees' skills to prevent layoffs and keep the businesses competitive. The program provided training for 7,735 incumbent workers in Fiscal Year 2001-02.

Another program, the Targeted Industry Training Challenge, provides skills upgrade training to incumbent workers in industries that Enterprise Florida, Inc., and the Governor's Office of Tourism, Trade and Economic Development have identified as having the greatest potential for growth and overall economic impact to the state. This program resulted in the training of 4,202 incumbent workers in Fiscal year 2001-02. Another 3,998 incumbent workers received industry-recognized certifications. These programs have resulted in upgrading the skills level of job seekers in Florida.

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<sup>25</sup> For more information about Better Jobs/Better Wages initiatives, see *Progress Report: Legislature Improves Welfare Reform in Florida*, [OPPAGA Report No. 02-48](#), September 2002.

<sup>26</sup> *Workforce Florida, Inc., Annual Report FY 2001-2002*, December 2002 draft report.

# Conclusions and Recommendations

The workforce development system has achieved most legislative goals of the Workforce Innovation Act of 2000. The current system is less fragmented, has a performance accountability system, and is developing a unified automated information system to better manage participant data. The act also required majority business representation on state and regional workforce boards providing employers a greater role in policymaking.

*Though participation has increased, program use lags*

While employer participation in the workforce development system increased in Fiscal Year 2001-02, many employers are unaware of workforce services and do not use the program to fill job vacancies. To address this problem, Workforce Florida, Inc., and regional workforce boards are taking actions to increase awareness and participation, including a new marketing campaign and assigning specific employees to contact and recruit local employers. However, these efforts to increase employer participation may result in conflicts with private staffing firms that have served this market. We recommend that Workforce Florida, Inc., work with the regional workforce boards to develop Memoranda of Understanding with private staffing firms in their respective regions to clearly identify their roles and activities. This should reduce potential conflicts and improve coordination between one-stop centers and staffing firms.

Regional workforce boards are integrating Wagner-Peyser services with other workforce services. However, federal funding and personnel restrictions hamper further integration. Workforce Florida, Inc., petitioned the U.S. Department of Labor for a waiver to the rule requiring that only publicly funded merit-system employees provide Wagner-Peyser services. In October 2002, the department responded that it lacked authority to grant such a waiver, but that it would explore the issue further. We recommend that Workforce Florida, Inc., continue to seek this waiver. If the waiver is granted, non-state (city, county, and private sector) employees would be permitted to provide Wagner-Peyser services, which could potentially allow more of Wagner-Peyser funds to be used to fund additional employment services.

The system substantially met most legislatively approved performance standards in Fiscal Year 2001-02. However, participants generally earned relatively low wages and had difficulty maintaining employment. This reflects the fact that many participants lack the required training and education to fill higher paying jobs. While the program refers many

## *Conclusions and Recommendations*

persons to job training programs, few participants actually complete these programs. We recommend that Workforce Florida, Inc., and the regional workforce boards work with workforce education and training providers to identify strategies for improving completion rates. Workforce Florida, Inc., also should consider expanding the use of Individual Training Accounts for basic skills training. This would better enable program participants to complete more intensive education and training programs needed to attain high wage jobs.

To help job seekers achieve economic self-sufficiency, we recommend that Workforce Florida, Inc., develop performance standards that, if achieved, would demonstrate that workforce program participants are making significant progress over time toward earning the wage level that Workforce Florida, Inc., identifies as needed to attain financial self-sufficiency. This should include standards that annually increase over a multi-year period (such as over 5 to 10 years) and "stretch" the system to exceed its standards from one year from the next. The standards should culminate in participants earning a self-sufficient wage.

To achieve these standards, the system needs to continue its ongoing efforts to expand employer participation to increase job openings, especially those paying higher wages. These efforts include implementing a marketing plan, the Office of Business Outreach activities, and local employer outreach.

## Appendix A

# Regional Workforce Boards

### Twenty-Four Regional Workforce Boards Oversee Workforce Program in Florida Counties

Regional Workforce Board	Board Name	Counties Served
1	Escarosa Regional Workforce Development Board, Inc.	Escambia and Santa Rosa
2	Workforce Development Board of Okaloosa and Walton Counties	Okaloosa and Walton
3	Chipola Regional Workforce Development Planning Board	Calhoun, Holmes, Jackson, Liberty, and Washington
4	Gulf Coast Workforce Development Board	Bay, Franklin, and Gulf
5	Big Bend Jobs and Education Council, Inc.	Gadsden, Leon, and Wakulla
6	North Florida Workforce Development Board	Hamilton, Jefferson, Lafayette, Madison, Suwannee, Taylor
7	Florida Crown Workforce Development Board	Columbia, Dixie, Gilchrist, Union
8	WorkSource	Baker, Clay, Duval, Nassau, Putnam, St. Johns
9	Alachua/Bradford Jobs and Education Partnership	Alachua and Bradford
10	Citrus Levy Marion Regional Workforce Development Board	Citrus, Levy, and Marion
11	Workforce Development Boards of Flagler and Volusia Counties, Inc.	Flagler and Volusia
12	Workforce Central Florida	Orange, Osceola, Seminole, Lake, and Sumter
13	Brevard Workforce Development Board	Brevard
14	WorkNet Pinellas	Pinellas
15	Hillsborough County Workforce Board, Inc.	Hillsborough
16	Pasco-Hernando Jobs and Education Partnership Regional Board, Inc.	Hernando and Pasco
17	Polk County Workforce Development Board, Inc.	Polk
18	Suncoast Workforce Board, Inc.	Manatee and Sarasota
19	Heartland Workforce Investment Board, Inc.	DeSoto, Hardee, and Highlands
20	Workforce Development Board of the Treasure Coast	Indian River and Martin
21	Palm Beach County Workforce Development Board	Palm Beach
22	Broward Workforce Development Board	Broward
23	South Florida Workforce Board	Dade and Monroe
24	Southwest FL Workforce Development Board, Inc.	Charlotte, Collier, Glades, Hendry, and Lee

Source: Workforce Florida, Inc.

## Appendix B

# Department of Labor and Employment Security Programs Transferred or Abolished

### Department of Labor and Employment Security Programs and Offices Transferred or Abolished

Programs/Offices Transferred or Abolished	Agency Programs/Offices Transferred to	Effective Date of Transfer or Abolishment
Alien Certification	Agency for Workforce Innovation	10/01/2000
Division of Blind Services	Department of Education	12/31/2000
Child Labor (Compliance Enforcement)	Department of Business and Professional Regulation	07/01/2002
Office of Civil Rights,	Agency for Workforce Innovation	10/01/2000
Office of Disability Determination	Department of Health	07/01/2000
Farm Labor ( <i>Compliance Enforcement</i> )	Department of Business and Professional Regulation	07/01/2002
Information Management Center: V-One Client and Application Services	State Technology Office	07/01/2002
Judges of Compensation Claims	Division of Administrative Hearings	10/01/2001
Labor Law Issues	Agency for Workforce Innovation	10/01/2000
Labor market Statistics	Agency for Workforce Innovation	10/01/2000
Labor Organizations ( <i>Compliance Enforcement</i> )	Department of Business and Professional Regulation	07/01/2002
Prevailing Wage	Agency for Workforce Innovation	10/01/2000
Public Employees Relations Commission	Department of Management Services	07/01/2001
<b>Safety, Division of</b>	<b>Abolished</b>	<b>06/30/2000</b>
Training Investment Program (TIP)	Agency for Workforce Innovation	10/01/2000
Training Readjustment Allowance (TRA)	Agency for Workforce Innovation	10/01/2000
Unemployment Appeals Commission	Agency for Workforce Innovation	07/01/2002
Unemployment Compensation ( <i>Claims and Benefits</i> )	Agency for Workforce Innovation	10/01/2000
Unemployment Tax ( <i>Employer Taxpayer Information Services</i> )	Department of Revenue	10/01/2000
Division of Vocational Rehabilitation	Department of Education	06/20/2000
Wagner-Peyser Grants	Agency for Workforce Innovation	10/01/2000
Welfare-to-Work	Agency for Workforce Innovation	10/01/2000
Worker Adjustment Retraining Notification Act	Agency for Workforce Innovation	10/01/2000
<b>Workers' Compensation</b>		
Division of Workers' Compensation	Department of Insurance	07/01/2002
Administrative Services	Department of Insurance	07/01/2002
Assessments	Department of Insurance	07/01/2002
Customer Service	Department of Insurance	07/01/2002
Occupational Safety and Health Administration Statistics	Department of Insurance	07/01/2002
Permanent Total Supplemental Benefits	Department of Insurance	07/01/2002
Special Disability Trust Fund	Department of Insurance	07/01/2002
Bureau of Compliance	Department of Insurance	07/01/2002
Employer Assistance Office	Department of Insurance	07/01/2002
Bureau of Information Management	Department of Insurance	07/01/2002
Bureau of Monitoring and Adult	Department of Insurance	07/01/2002
Bureau of Operations Support	Abolished	01/31/2001
Bureau of Rehabilitation and Medical Services	See Below	
Rehabilitation and Reemployment	Department of Education ( <i>Division of Vocational Rehabilitation</i> )	07/01/2002
Medical Services	Agency for Health Care Administration	07/01/2002
Bureau of Research and Education	Abolished	06/30/2000

Source: Department of Labor and Employment Security website.

## Appendix C

# Performance Measures and Standards

The workforce development system met or exceeded 13 of the 18 legislatively approved outcome standards for Fiscal Year 2001-02. (See Exhibit C-1.) These standards included the percentage of job openings filled and employment and wage rates for various workforce programs. The system also came close to meeting its standards for Wagner-Peyser, food stamp, and welfare recipient employment rates, job seeker satisfaction, and employer satisfaction with its services. Workforce Florida, Inc., managers assert that poor performance in some workforce regions is responsible for the system not fully meeting its employment rate standards.

### Exhibit C-1 The Workforce Development System Met or Exceeded 13 of 18 Performance Standards in Fiscal Year 2001-02

Performance Measure	Definition	Standard	Actual
Percent of job openings filled	The number of job openings filled divided by the number of openings received	55.0%	61.0% <sup>1</sup>
Wagner-Peyser total entered employment rate	Number of people entering employment divided by the number of applicants registered	33.0%	32.7%
Wagner-Peyser entered employment wage rate	Average wage at placement divided by the Lower Living Standard of Income for a family of three	79.0%	86.8% <sup>1</sup>
Wagner-Peyser new hire involvement rate	Individuals employed divided by applicants reported on FL Department of Revenue's New Hire List	12.0%	19.1% <sup>1</sup>
Wagner-Peyser employer involvement rate	Number of Employers served divided by Employers reporting New Hires by Florida Department of Revenue	20.0%	29.87% <sup>1</sup>
Workforce Investment Act overall employment rate inclusive of employed workers	The total number of adults, dislocated workers, and older youth inclusive of employed workers employed at exit divided by the number of adults, dislocated workers and older youth inclusive of employed workers registered	70.0%	81.2% <sup>1</sup>
Workforce Investment Act adult entered employment rate	Number of adults unemployed at registration and employed at exit divided by the number of adult exiters unemployed at registration	70.0%	77.8% <sup>1</sup>
Workforce Investment Act adult wage rate	The average wage at entry into employment divided by the Lower Living Income Standard Level for a family of three	90.0%	102.37% <sup>1</sup>
Workforce Investment Act dislocated worker entered employment rate	The number of dislocated workers employed at exit divided by the number of dislocated workers registered	85.0%	86.67% <sup>1</sup>
Workforce Investment Act dislocated worker wage rate	The average dislocated worker wage at exit divided by the Lower Living Income Standard Level for a family of three	110.0%	125.27% <sup>1</sup>
The youth attainment rate for basic skills, work readiness and occupational skills (14-18 years of age)	Number of youth goals attained divided by the number of goals due to be attained added to goals attained early added to the number of younger youth without a goal set in the participation year	67.0%	75.87% <sup>1</sup>
The percentage of youth exiters with positive outcomes (14-18 years of age)	The number of youth exiters with positive outcomes divided by the number of youth exiters	86.0%	92.87% <sup>1</sup>
Welfare entered employment rate	The number of cases that received Temporary Aid for Needy Families (TANF) during the report period that were closed due to earned income divided by the number of cases that received TANF during the report period	27.5%	25.9%
Welfare Transition entered employment wage rate	The average welfare transition hourly wage at entry into employment divided by the Lower Living Income Standard Level for a family of three	66.0%	68.0% <sup>1</sup>

## Appendix C

Performance Measure	Definition	Standard	Actual
Welfare return rate	The number of cases that begin receiving TANF during the report period that were previously closed due to earned income divided by the number of cases that begin receiving TANF during the report period	15.5%	14.0% <sup>1</sup>
Percentage of Food Stamp Employment and Training (FSET) customers employed	The number of FSET customers who entered employment divided by the number of FSET customers who completed Orientation	50.0%	49.0%
Customer Satisfaction – individuals <sup>2</sup>	Customer satisfaction is measured on a scale of 1 to 100	80.0	78.6
Customer satisfaction – employers <sup>2</sup>	Customer satisfaction is measured on a scale of 1 to 100	80.0	76.2

<sup>1</sup> Met or exceeded standard.

<sup>2</sup> The customer satisfaction measures are based on surveys that use the American Customer Satisfaction Index. (See [www.theacsi.org](http://www.theacsi.org)).

Source: Agency for Workforce Innovation.

**Most regional workforce boards met the majority of their local performance standards.**<sup>27</sup> (See Exhibit C-2.) However, most boards did not meet the standard of 33% for the Wagner-Peyser entered employment rate. This means that less than one-third of participants receiving basic employment services in 14 regions found jobs through one-stop career centers. Only 9 of 24 regions met the 27.5 standard for the welfare entered employment rate, or the percentage of welfare cases that were closed because participants found jobs that paid them enough to no longer need public assistance. Economic conditions related to the recession that began in March 2001 and the September 11, 2001, terrorist attack could account for poor performance on these measures. Further, Wagner-Peyser customer satisfaction scores in the regions ranged from 70.60 to 78.70, which indicates a generally high level of satisfaction in most workforce regions, but not high enough to meet the standard of 80.

For more information about local performance measures and standards, see Workforce Florida, Inc.'s *Red and Green Report* at <http://www.workforceflorida.com/wages/wfi/news/red-green/red-green01-02YearEnd10.01.pdf>.

<sup>27</sup> Workforce Florida, Inc. (WFI), uses 17 performance measures to assess the 24 regional workforce boards' performance. WFI negotiated local performance standards with each workforce board. Fifteen of the 17 measures used to assess the regional workforce boards' performance are the same as the legislatively approved performance measures for the overall, statewide workforce development system. The two local measures are Workforce Investment Act employed worker outcome rate and customer satisfaction with Wagner-Peyser employment services.



**Exhibit C-2**  
**Most Regional Workforce Boards Met the Majority of Their Local Performance Standards**

Local Performance Measure	Standard	Actual	Boards Meeting Standard
Workforce Investment Act Youth Goal Attainment Rate	45-78% <sup>1</sup>	53.1-98.7%	24
Wagner-Peyser New Hire Involvement Rate	12%	12.1-42.6%	24
Customer Satisfaction - Workforce Investment Act Individuals	68	71-86	24
Customer Satisfaction - All Employers	65	71.1-83	24
Workforce Investment Act Dislocated Worker Entered Employment Rate	62.9-80% <sup>1</sup>	65.4-100%	22
Workforce Investment Act Adult Entered Employment Rate	59.5-72.3% <sup>1</sup>	45.7-100%	22
Wagner-Peyser Employer Involvement Rate	20%	15.4-74.4	20
Welfare Return Rate	16%	11-17.9% <sup>2</sup>	20
Wagner-Peyser Wage Rate	79%	69.9-107.2%	20
Workforce Investment Act Dislocated Worker Wage Rate	110%	93.1-135.4%	19
Workforce Investment Act Youth Positive Outcome Rate	86%	79.8-100%	18
Welfare Entered Employment Wage Rate	66%	64.3-72.9%	18
Workforce Investment Act Adult Wage Rate	90%	78.1-119.5%	17
Wagner-Peyser Entered Employment Rate	33%	21.4-38.9%	10
Welfare Entered Employment Rate	27.5%	17.8-29.9%	9
Customer Satisfaction - Wagner-Peyser Individuals <sup>3</sup>	80	70.6-78.7	0

<sup>1</sup> Negotiated standards vary by region for this measure.

<sup>2</sup> The actual value should be less than or equal to the standard for this measure.

<sup>3</sup> The customer satisfaction measures are based on surveys that use the American Customer Satisfaction Index. (See [www.theacsi.org](http://www.theacsi.org).)

Source: OPPAGA analysis of Workforce Florida, Inc., documents.

## *Appendix D*

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# Response from Workforce Florida, Inc.

In accordance with the provisions of s. 11.51(5), *Florida Statutes*, a draft of our report was submitted to the president of Workforce Florida, Inc., for his review and response. The president's written response was not received within 30 days. If we receive a response, we will make it available on our website.