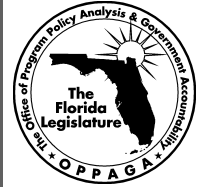




Office of Program Policy Analysis And Government Accountability



John W. Turcotte, Director

December 1998

Review of the Workforce Development Board of Enterprise Florida, Inc.

Abstract

- Although responsible for designing, coordinating, and evaluating Florida's workforce development system, Enterprise Florida's Workforce Development Board, more commonly known as the Jobs and Education Partnership (JEP), has not established outcomes to comprehensively assess its performance. Nor has it made adequate progress in developing an integrated accountability system that can be used to evaluate and report on the effectiveness of Florida's workforce development system.
- Several factors have and will continue to contribute to JEP's inability to fully develop the workforce development system. These include lack of clarity in the roles and responsibilities of JEP and other workforce partners, a shift in emphasis from preparing individuals for high skill/high wage jobs to accommodating the "work first" philosophy of welfare reform, and the inherent difficulty of overseeing a system comprising multiple programs and funding streams.
- In light of recent changes in federal legislation that are consistent with Florida's workforce development strategy and will increase JEP's capacity to oversee the further integration of the system, the Legislature should continue JEP.

Purpose

The Legislature directed the Office of Program Policy Analysis and Government Accountability to review the Workforce Development Board of Enterprise Florida, Incorporated.¹ In this review we sought to determine:

- the board's progress toward achieving established outcomes;
- circumstances contributing to the board's ability to achieve, not achieve, or exceed its established outcomes; and,
- whether it would be sound public policy to continue or discontinue funding the board and the consequences of doing so.

Background

Enterprise Florida's Workforce Development Board, more commonly known as the Jobs and Education Partnership (JEP), is responsible for designing, coordinating, and evaluating the state's workforce development system. In this role, JEP serves as Florida's Human Resource Investment Council, overseeing job training programs funded through the federal Job Training Partnership Act (JTPA). JEP charters and monitors the state's 24 regional workforce development boards that administer most local job training programs.

¹ This is one of seven reports that OPPAGA will issue as part of its review of Enterprise Florida, Inc. The other reports will be on the Technology Development Board, the International Trade and Economic Development Board, the Capital Development Board, the Cypress Equity Fund, private matching contributions, and an overall assessment of Enterprise Florida, Inc.

JEP also administers two incentive programs designed to link workforce development efforts with the needs of business. These two incentive programs are the performance-based incentive fund and the quick response training program. The performance-based incentive fund awards incentives to community colleges and vocational schools that train students for and place them in targeted occupations. The quick response training program provides grants to new and expanding businesses for customized training.

JEP, established in 1994, is one of four boards affiliated with Enterprise Florida, Inc., a government/business partnership within the Executive Office of the Governor's Office of Tourism, Trade and Economic Development.² JEP's affiliation with Enterprise Florida, Inc., is intended to link the state's workforce development efforts with its economic development needs.

Boards of directors comprising business, labor, community, and state government leaders govern JEP and its constituent regional boards. These boards and their staffs are charged with developing a workforce system that is market driven, placement based, community managed, and customer focused. Of the JEP and regional board members, nearly 53% represent private industry.

State and local workforce efforts are concentrated on four strategic components.

- **School-to-Work** helps public school students achieve long-term career goals by providing students career development and job preparation training.
- **Welfare-to-Work** encourages self-sufficiency for welfare recipients by emphasizing job placement and support services for welfare recipients.
- **High Skill/High Wage** aligns the state's business job demands with relevant education and training programs by providing incentives to job training programs that prepare individuals for and place them in high demand jobs.
- **One-Stop Career Centers** consolidate the delivery of the state's workforce development programs, providing clients with information about the full range of workforce services available from the state.

While JEP is responsible for designing and overseeing a workforce development system centered around these four strategic components, other state and local

² The other Enterprise Florida boards are the International Trade and Economic Development, Capital Development, and Technology Development boards.

agencies have direct authority for most workforce programs (see Appendix A). JEP's role is to coordinate the efforts of these partners, ensure that programs are aligned with the needs of business, and assess the overall effectiveness of Florida's workforce development system.

For Fiscal Year 1998-99, JEP has 17 staff and an operating budget of nearly \$1.5 million to coordinate and oversee the state's workforce programs and to administer the performance-based incentive fund and the quick response training program. In Fiscal Year 1998-99, it will distribute approximately \$26 million through these two incentive programs.

Findings

JEP has not established outcome measures that provide a comprehensive assessment of its coordinating and oversight responsibilities. Nor has it made adequate progress in developing an integrated accountability system that can be used to evaluate and report on the effectiveness of Florida's workforce development system.

Florida law charges JEP with broad responsibilities related to designing, implementing, and overseeing the state's workforce development system. Critical to this charge is the need for JEP to provide information that assesses its progress in fulfilling these responsibilities as well as assessing how well Florida's workforce development system is doing. While JEP is currently operating under performance-based budgeting (PB²) and is working with other workforce partners to develop a framework for three tiers of workforce performance measures, it has not provided sufficient information to comprehensively assess its performance or the performance of the overall system.

JEP's PB² measures do not allow a comprehensive assessment of JEP's progress in achieving its coordinating and oversight responsibilities. As a component of Enterprise Florida, JEP began operating under PB² in Fiscal Year 1998-99. However, the PB² performance measures approved for JEP are not appropriate, as they cannot be used to assess JEP's progress in fulfilling its responsibilities.

Although JEP is responsible for coordinating and overseeing the state's workforce development system, its PB² measures focus only on the two incentive funds that it administers, both of which are part of the high skill/high wage strategic component.³ There are no

³ This refers to the performance-based incentive fund and the quick response training program.

measures that report on other aspects of JEP’s responsibilities. For example, measures are needed that focus on the other three strategic components as well as on JEPs coordination and oversight responsibilities for the overall workforce development system.

In addition to focusing only on a small slice of JEP’s responsibilities, the current PB² outcome measures are not meaningful indicators of the impact of the high skill/high wage component. These measures, currently expressed as numbers, could be improved by expressing them as rates. For example, the “percentage of participants/completers placed and retained in targeted occupations for at least one year” is a better indicator of the impact of the performance-based incentive fund than the two current related measures: “individuals completing training programs and placed in targeted occupations”; and “individuals exiting at a defined program point and placed in target occupations.” (See Appendix B for a list of suggested PB² measures for JEP to consider.)

Workforce partners generally believe that JEP has played an important role in Florida’s workforce development efforts. In the absence of adequate PB² outcome measures, we surveyed the regional workforce development boards and interviewed state-level partners to assess JEP's performance. We found that these workforce partners generally perceive JEP as playing an important role in designing, implementing, and coordinating a workforce development system that responds to Florida's economic needs.

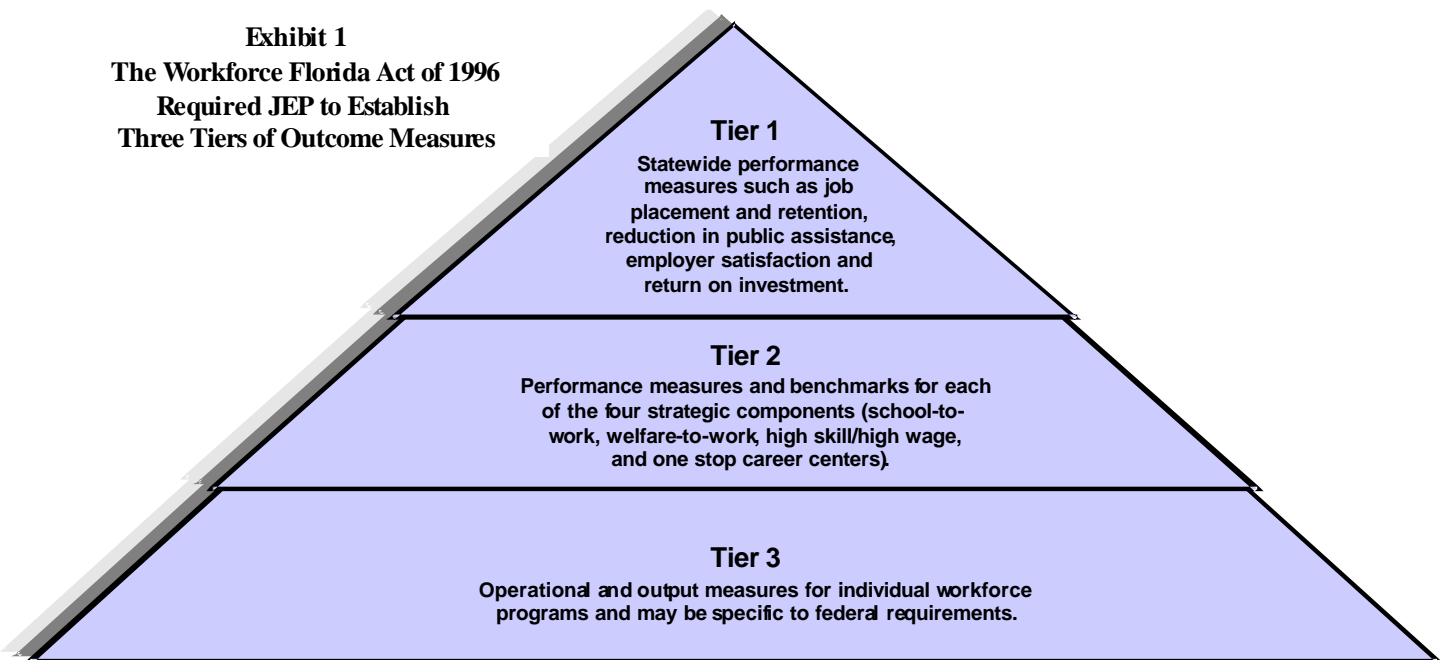
The regional boards credit JEP with providing them with consistent and timely information related to workforce development issues and policies. This has

helped the local boards understand how the system fits together. JEP has also assisted regional boards to develop their local workforce systems and to coordinate local workforce and economic development activities. In addition, a majority of the regional boards believe that JEP has increased the responsiveness of state government to local workforce needs as well as increased flexibility in how state and federal funds are used to deliver local services.

State-level partners see JEP as playing an important role by providing a vision of how the state's workforce development system should be structured and implemented. Some of these partners describe JEP as high-powered, committed, and ever mindful that a trained workforce is an important part of economic development. State-level partners also view JEP as being more flexible and independent than state bureaucracies.

However, JEP has not developed an integrated accountability system that can be used to evaluate and report on the effectiveness of the state’s workforce development system. The Workforce Florida Act of 1996 requires JEP to establish uniform performance measures and standards to evaluate the workforce development system and the effectiveness of the four strategic components. Specifically, the act directs that measures and standards be organized in three outcome tiers (see Exhibit 1). The first tier is to provide benchmarks for systemwide performance, such as job retention, reduction in public assistance, and employer satisfaction. The second tier is to provide benchmarks for each of the four strategic components and the third tier is to contain operational and output measures of agencies that implement workforce programs.

Exhibit 1
The Workforce Florida Act of 1996
Required JEP to Establish
Three Tiers of Outcome Measures



To implement this requirement, JEP convened a working group of partners in early 1997. While the workgroup recommended measures for evaluating the effectiveness of the system and the four strategic components, JEP has not facilitated the development of an integrated data system that will allow for the production of reports on overall system performance. Nor has JEP produced the baseline information needed to establish standards for systemwide or strategic component performance measures. This information is needed to enable stakeholders to judge whether Florida's workforce development system is meeting the needs of the state's employers and employees.

A lack of consistent definitions and reporting requirements has contributed to the difficulty in developing these performance reports. Various workforce programs define performance outcomes such as completion differently. Consequently, valid comparisons can be made only within similar programs. In addition, the various agencies that operate workforce programs have different reporting formats and requirements.⁴ Consistency in definitions and reporting is needed for JEP to assess how well the workforce system is doing across employment and training programs. Further, while the Department of Education's Florida Education and Training Placement Information Program (FETPIP) is expected to provide job placement, earnings, and retention information on the workforce development system, it matches records received by the various agencies and is not responsible for ensuring that definitions and reporting formats are consistent. Rather, JEP is responsible for doing so.⁵

Florida's Legislature has recognized the need for better workforce development information. Chapter 98-58, Laws of Florida, requires that the Department of Education, community colleges, and school districts develop, by July 1, 1999, an information system for allocating funds to and reporting performance of vocational education programs. Additional steps should be taken to ensure consistency in how information is defined and captured across all workforce development programs. Until Florida has an adequate system for integrating information from these varied programs, stakeholders will not be able to determine how well the state's workforce development

⁴ Prior OPPAGA reports have noted that consistent definitions and reporting protocols are necessary to adequately evaluate the state's workforce development system. These include: Report No. 95-16, *Review of Enterprise Florida Jobs and Education Partnership*; Report No. 95-24, *Employment Training Programs: Varied Purposes and Varied Performance*; and Report No. 98-03, *Follow-up Report on the Enterprise Florida Jobs and Education Partnership*.

⁵ Due to an omission by statutory revision, the 1997 and subsequent versions of the Workforce Florida Act do not contain reference to the required performance measurement system. JEP staff suggested that this omission has also contributed to JEP's difficulty in developing workforce system performance reports.

system is meeting the needs of Florida's employers and employees.

Several factors have contributed to JEP's inability to fully achieve the Legislature's expectations for Florida's workforce development system.

Three major factors have affected and could continue to affect JEP's ability to develop an integrated workforce development system:

- the lack of clarity in roles and responsibilities of workforce partners in a collaborative environment;
- a shift in emphasis from preparing for high skill/high wage jobs to accommodating the "work first" philosophy of welfare reform; and
- the difficulty inherent in overseeing a system comprising a number of programs and funding streams.

Providing leadership in a collaborative environment requires clear articulation of the authority and responsibilities of all workforce partners. Although the Workforce Florida Act of 1996 broadened JEP's responsibilities, JEP does not directly administer most education or training programs. However, as the state's Human Resource Investment Council, the Legislature expects JEP to integrate federal and state workforce development programs and policies and to evaluate the success of Florida's workforce strategy. While state law provides that JEP may take any actions it deems necessary to achieve the purposes of the act, JEP is expected to accomplish this in partnership with other entities, such as public agencies and private enterprises.

While providing leadership in an environment of partnership and collaboration is challenging and likely to require special skills such as the ability to build consensus, it also requires that roles and responsibilities be clearly articulated. For example, building consensus helps ensure that workforce partners have an opportunity to understand and "buy into" issues related to designing and implementing the system. However, for JEP to be an effective leader of the state's workforce development efforts, its oversight authority as well as the responsibilities of other state-level partners need to be clearly articulated in state law. For example, state law could prescribe formal mechanisms such as written interagency agreements to encourage coordination and integration of services. Such agreements between JEP and state-level partners could delineate how partners will work together to achieve workforce goals and include dates for agencies

to deliver required information as well as indicate sanctions for agencies that do not meet requirements.

Welfare reform has caused JEP to shift its focus from training workers for targeted occupations to placing people who may have limited skills in entry-level jobs. JEP has been responsible for including individuals from selected populations such as recipients of public assistance in its education and training activities since it was first established in 1994. However, federal and state welfare reform which emphasizes "work-first" has necessitated a shift in JEP's focus.

While JEP initially focused its efforts on training people for high skill/high wage jobs, it must now help a sizeable number of welfare recipients find jobs within established time limits.⁶ Thus, JEP now serves a large constituency that needs to find work prior to obtaining the education and training that would enable them to qualify for high skill/high wage jobs. To accommodate this change, JEP has devoted time and resources to help regional boards develop an infrastructure capable of serving the full spectrum of the workforce, from entry level job seekers who need intensive assistance to find and maintain their jobs to highly skilled workers who attract industries to the state.

As it continues to serve welfare recipients, JEP will face the additional challenge of finding ways to help recipients to not only find jobs but to move towards self-sufficiency. This will involve enabling recipients to retain jobs by helping them get the support services they need, such as health care and child care. It will also involve identifying opportunities for recipients to obtain the education and training necessary to move along a career ladder towards self-sufficiency. Further, as Florida's welfare rolls continue to decrease, the remaining pool of recipients will likely be the most difficult to serve, as they will lack basic education and job skills necessary to obtain minimum wage jobs. Thus, JEP and other workforce partners will need to accommodate the needs of larger numbers of individuals needing intensive services. As a result, JEP may need to develop more subsidized and on-the-job training experiences for welfare recipients with limited work experience so they may obtain the needed experience.

Multiple agencies, programs, and funding streams contribute to confusion, duplication, and lack of integration. Although JEP is responsible for designing the state's workforce development system

⁶ In general, clients who qualify for temporary cash assistance are limited to receiving benefits for 24 months in any consecutive 60-month period and may not receive a lifetime total of more than 48 months of benefits.

centered around four integrated strategic components (school-to-work, welfare-to-work, high skill/high wage jobs, and one-stop career centers), other state agencies either share or have direct authority over these strategies. In addition, the specific programs comprising these components have different eligibility criteria, allowable expenses, planning processes, and reporting requirements.

At both the state and local levels, separate processes are involved in planning the four strategic components of the state's workforce strategy. For example, the Department of Education (DOE) takes the lead in developing school-to-work activities, while the Department of Labor and Employment Security (DLES) has the lead in developing one-stop career centers. Assisted by DOE and DLES, JEP is primarily responsible for the high skill/high wage component. The welfare-to-work component is even more diffuse. Four separate entities have responsibilities related to planning, administering, and funding this component.⁷

To further complicate the situation, the nature of JEP's relationship with the state's Work and Gain Economic Self-sufficiency (WAGES) board is confusing. In 1996, Florida's Legislature established a WAGES structure separate from but closely parallel to JEP's structure. Although WAGES legislation allows regions to combine workforce development and WAGES boards at the local level, not all of them have chosen to do so. This situation contributes not only to confusion but also to the perception that duplication of effort and lack of integration exists at both the state and local levels. For example, individuals who sit on both boards attend multiple meetings focusing on similar issues. In addition, separate plans address WAGES activities and JEP's welfare-to-work strategic component.

All of these factors have compromised JEP's ability to develop an integrated workforce development system that avoids duplication and meets the needs of job seekers and employers. To address these challenges and to ensure that the policies set forth by the Legislature are carried out requires that one entity have oversight authority of the state's workforce development system. However, strengthening the ability of JEP to be successful will require state law to clearly specify JEP's authority as well as the specific responsibilities of the other workforce partners.

⁷ The following entities have major responsibilities for the welfare-to-work strategic component: JEP and the local regional boards, the WAGES state board and local coalitions, the Department of Labor and Employment Security and the Department of Children and Families.

In light of its experience and continued progress in establishing an integrated workforce development system and recent changes in federal law, the Legislature should continue JEP.

JEP is in an excellent position to lead the state in implementing the intent and provisions of the federal Workforce Investment Act of 1998 (WIA). The WIA prescribes a structure and operating philosophy that is similar to the Workforce Florida Act of 1996 currently being implemented under JEP's leadership. For example, the state-level workforce investment board and the local workforce investment areas prescribed by the new federal act mirror Florida's JEP and regional workforce structure. As the state's Human Resource Investment Council since 1996, JEP is experienced in coordinating and overseeing federal job training programs. In addition, under the Workforce Florida Act, JEP is charged with developing a workforce system that includes one-stop service delivery, a vital component of the workforce system envisioned by the WIA. (See Exhibit 2 for the key principles of the federal Workforce Investment Act.)

The changes in federal law provide an opportunity for states to build comprehensive workforce investment systems intended to help employers get the workers they need and empower job seekers to obtain the training they need for the jobs they want. State and local workforce investment systems are expected to improve the quality of the workforce, reduce dependency on welfare, and enhance productivity and competitiveness. To achieve these goals, the WIA gives states broad authority to develop systems comprising workforce activities that are expected to increase participant employment rates, retention rates, earnings, and skill attainment. States' performance will be monitored against goals established by the federal act and states could receive sanctions or incentive funds based on their performance.

While Florida could eliminate JEP, there will still be a need for some entity to fulfill this responsibility and such an action would likely reduce the state's ability to expeditiously implement the new federal legislation.⁸

⁸ All states must implement the WIA by July 1, 2000; however, states may choose to submit a five-year plan and begin implementation a year early.

Exhibit 2
The Federal Workforce Investment Act of 1998 Provides for Major Reforms in National and State Job Training Programs to Be Built Around Several Key Principles

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| <ul style="list-style-type: none">• Streamlined services -- Multiple employment and training programs will be integrated through one-stop centers. States should build on their one-stop implementation efforts already underway. Local workforce boards will be responsible for overseeing the one-stop system in their area.• Empowered individuals -- Eligible participants will be able to choose the qualified training program that best meets their needs. With limited exceptions states are to provide training services through Individual Training Accounts (ITAs). States will decide how to structure their ITA system.• Universal access -- Every individual will have access to core employment-related services through one-stop centers. Core services include eligibility determination, initial assessment, job search assistance, career counseling, and provision of information on the labor market, training providers, unemployment insurance, and support services.• Increased accountability -- States, local boards, and training providers will be held accountable for their performance. States will be expected to meet performance goals in identified core indicators. Core indicators will include job placement rates, earnings, employment retention, credentials earned, and gains in skills. Failure to meet performance goals will lead to sanctions, while exceeding goals could lead to incentive funds. | <ul style="list-style-type: none">• Strong role for local boards and the private sector -- Local boards will become business-led "boards of directors" for their areas. Boards will be expected to focus on strategic planning, policy development, and oversight of the local workforce system.• State and local flexibility -- States and their local partners will be able to implement innovative and comprehensive workforce investment systems by building on existing reforms. Through mechanisms such as unified planning, waivers and grandfathering provisions, states will have the flexibility to tailor delivery systems to meet local needs.• Improved youth services -- Youth programs will be linked more closely to local labor market and community needs and will provide a strong connection between academic and occupational learning. Each local area is to establish a youth council as a subgroup of the local board. Youth council responsibilities will include recommending providers to be awarded grants, overseeing these providers, and coordinating youth activities. |
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The experience that JEP has gained working with many of the agencies and programs that are required partners under the new federal act coupled with its experience in developing an integrated workforce system, suggests that it would be in Florida's best interest to continue JEP. It would be wiser for the state to build on the foundation already established than to begin anew.

Conclusions and Recommendations

Based on surveys of the regional boards and interviews with state-level workforce partners, we concluded that JEP has made reasonable progress in establishing an integrated workforce development system. However, several conditions have impeded JEP and its progress. Even so, JEP should be continued, especially in light of recent changes to federal law affecting workforce development, some which could strengthen JEP's ability to meet the challenges it has faced. Several of the changes required by the federal Workforce Investment Act of 1998 are already in place in Florida. Thus, Florida is in a good position to consider implementing the WIA a year early.

To ensure that Florida has a fully developed workforce system that meets the needs of both employers and employees and that produces the results expected of the WIA, the Legislature may wish to revisit and make revisions to the Workforce Florida Act of 1996. It is particularly opportune to revisit the Act at this time given the changes in federal law. Legislative action could strengthen the ability of the designated Workforce Investment Board to fulfill its role by clearly articulating a vision for Florida's workforce investment system as well as the responsibilities of the board and other workforce partners. We believe that the Legislature should continue to build on the foundation already established and design a workforce investment system that will meet the needs of all of the state's employers and employees. We, therefore, recommend the Legislature take the following actions:

- **Continue funding JEP and designate it the state's workforce investment board, allowing the state to build on the foundation already established in implementing federal reform.** The federal WIA requires states to establish a state-level workforce investment board and local workforce investment areas comprising representatives similar to Florida's current structure. JEP and the regional boards are in a good position to meet these requirements of the WIA.
- **Clearly define JEP's oversight responsibilities and authority in the development of Florida's workforce development system, making it clear that the board is to focus on policy issues by developing, overseeing, and evaluating the integration of the state's system of workforce activities.** The new federal law requires the development of an integrated accountability system that includes performance information at all levels of the workforce system. Given JEP's lack of progress in developing both adequate measures and an integrated data system to facilitate reporting on performance, the Legislature should establish deadlines for their completion. Periodic reporting by JEP on the progress made and factors impeding its progress in developing an integrated accountability system should also be required.
- **Direct JEP as the state's workforce investment board to develop PB² measures that allow a comprehensive assessment of its coordinating and oversight responsibilities.** For example, a major responsibility under both state and federal law is the development of a one-stop delivery system. Thus, it would be appropriate to include a PB² measure to assess the board's progress in developing the one-stop delivery system.
- **Clearly articulate the responsibilities and expectations of all state-level workforce partners and prescribe sanctions or disincentives for partners who do not adhere to agreed upon deliverables or do not perform as expected.** To ensure the Legislature's expectations for the state's workforce system are met, the Legislature should clearly articulate the responsibilities and expectations of the major workforce partners, to include the timely reporting of performance information to JEP. The Legislature should also prescribe sanctions or disincentives for major partners that do not comply with reporting requirements.
- **Require the state to submit a unified workforce investment plan that includes secondary vocational education.** The WIA allows states to submit a unified plan for two or more of the required one-stop partners. While a unified plan is not required, it would serve to help ensure coordination and avoid duplication between workforce activities. However, since vocational education activities will continue to be funded under a separate funding stream, federal law requires the Legislature to give its approval for the board to include secondary vocational education.

Agency Response

ENTERPRISE FLORIDA

Government & Business Developing Florida's Economy

December 29, 1998

John W. Turcotte, Director
Office of Program, Policy Analysis
and Government Accountability
P. O. Box 1735
Tallahassee, FL 32302

Dear Mr. Turcotte:

I am submitting the response to the preliminary findings and recommendations of the OPPAGA review of The Workforce Development Board of Enterprise Florida, Inc. As you know, in this process there will be disagreements as to the purposes and relative success in accomplishing these purposes of government programs. However, I want to thank you for the fair and professional manner of the review staff in conducting the review. They conducted their business in such a manner as to reinforce the standards I have come to expect from OPPAGA.

If you have any questions concerning the response, please call me at 921-1119.

Sincerely,

Curtis C. Austin
President of the Workforce Development Board

JEP's RESPONSE TO THE OPPAGA REVIEW

The OPPAGA review of the Jobs and Education Partnership (JEP), the workforce development board of Enterprise Florida, Inc. is a fair and constructive look at how JEP can better be used to move the workforce development goals of the state forward.

COMPREHENSIVE MEASUREMENT SYSTEM

Given the oversight responsibilities that the workforce development board of Enterprise Florida, Inc. has been granted by the legislature, it is appropriate that the OPPAGA review begin with the ability of JEP to monitor progress in the workforce system. While we agree with some of the concerns articulated in the review, it is important to note that the OPPAGA review does not accurately reflect the current state of the law.

The review details the value and the mandate of the 1996 legislature to provide a systemwide, three-tiered performance review. This analysis, except for footnote No. 5, ignores the fact that the legislative mandate changed in 1997. What footnote No. 5 does not explain is that with the passage of Chapter 97-97, Laws of Florida (L.O.F.), the requirement and the statutory authority of the workforce development board to develop such a measurement system was no longer the law in Florida. Chapter 97-97, L.O.F., known as the adoption act, ratified any changes made by statutory revision and any other subsequent changes by the legislature as the "official statute law of the state . . ." The passage of Chapter 97-97, L.O.F., had the effect of repealing the three-tiered measurement system.

OPPAGA Comments. OPPAGA's intent was not to advocate the development of the three-tier system outlined in the 1996 Workforce Florida Act but rather to reinforce the need for JEP to develop a system of accountability that allows stakeholders to assess the performance of the state's workforce development system. At a minimum, such a system should contain several well-articulated systemwide objectives with associated performance targets. OPPAGA's footnote No. 5 was intended to acknowledge the change in legislation and the impact this may have had on JEP's efforts to develop an integrated accountability system.

Given this fact, it is surprising that the OPPAGA review did not discuss those measurement systems used by the workforce development board to assess workforce performance. During the OPPAGA review, the state workforce development board issued the Regional Year-end Outcome Report for the 1997-98 program year. This second annual report is a region-by-region accounting for the performance by the local workforce boards in serving the various clients eligible for services under federal law. It also attempts to measure performance of local boards in conjunction with the local offices of the Division of Jobs and Benefits of the Florida Department of Labor and Employment Security. In this report, the number of persons applying for services, number of persons placed in employment, wage rate at entry, and number of other factors are tracked and compared. In response to the 1997-98 program year report, the lowest performing regions of the state were asked to review the data and all confirmed the data's accuracy.

Likewise, there is no examination of the reports done on the performance-based incentive funding program or a discussion of the occupational forecasting responsibilities of the JEP board. In addition to the reports issued by JEP, the workforce development board has played a significant role coordinating the workforce evaluation system in Florida. JEP has worked closely with the Department of Education's Florida Education and Training Placement Information Program (FETPIP) and the WAGES (Work and Gain Economic

Self-sufficiency) state board in developing appropriate performance measurement instruments. In concert with the Bureau of Labor Market Performance Information, JEP is working to integrate all performance reporting systems, particularly to be compatible with the performance measures in the federal Workforce Investment Act of 1998.

It is clear that there would be a value to a unified statewide report relating to the success or failures of Florida's workforce development system. JEP staff is currently working toward such a product even without statutory mandate.

OPPAGA Comments. OPPAGA recognizes that JEP monitors the performance of the regional workforce areas and has worked with its partners to identify performance objectives and to obtain data to support these objectives. While OPPAGA applauds JEP's efforts, they have not been adequate. The information provided by these reports is not sufficient for assessing the overall performance of the state's workforce development system. For example, JEP evaluates the workforce regions by comparing them to the statewide average; however, JEP does not set statewide targets for these indicators. In the absence of established targets or standards, it is difficult to judge whether Florida's workforce development system is meeting expectations. In addition, definitions and reporting requirements continue to be inconsistent among the workforce partners. Until the state has an adequate system that integrates information from the varied workforce programs, stakeholders will not be able to determine how well the workforce development system is meeting the needs of Florida's employers and employees.

PERFORMANCE BASED BUDGETING

JEP agrees that the PB2 measures are not comprehensive measures of all of the responsibilities of the workforce development board. PB2 measures are generally attempts to measure those activities over which an agency or entity has direct (or principal) control. The PB2 measures approved by the legislature reflect attempts at measuring programs over which Enterprise Florida has direct or principal control and for which it can be logically held responsible (for budgetary purposes). PB2 measures are not designed to be the only measures of performance.

OPPAGA Comments. OPPAGA's position is that JEP's PB² measures should be comprehensive. JEP's purpose is to coordinate and oversee the development of the state's workforce development system. For stakeholders to be able to determine the extent to which JEP has influenced or impacted workforce development efforts in the state, it is particularly important that PB² measures include indicators that focus on JEP's coordination and oversight responsibilities as well as on all four strategic components.

REVIEW RECOMMENDATIONS

In terms of the recommendations and conclusions of the OPPAGA review, the actions suggested would strengthen the ability of the workforce development board to perform its oversight and coordination responsibilities. With the exception already noted relative to the measurement system required in the Workforce Development Act of 1996, the recommendations of the review are harmonious to JEP's current mission.

Appendix A

JEP Has Multiple State and Local Workforce Development Partners¹

Major Partners STATE LEVEL	Role in the Workforce Development System	Relationship to JEP
Florida Department of Labor and Employment Security	<ul style="list-style-type: none"> Administers federal JTPA funds Administers federal one-stop grants Administers federal welfare-to-work grant Administers federal Wagner-Peyser funds and the regional Jobs and Benefits Offices 	<ul style="list-style-type: none"> JEP approves the state JTPA plan JEP approves the state one-stop plan JEP approves the state welfare-to-work plan JEP works with the department in tracking client outcomes
WAGES State Board	<ul style="list-style-type: none"> Develops a statewide WAGES plan Provides oversight to the 24 local WAGES coalitions (17 of the coalitions are combined with regional workforce development boards) 	<ul style="list-style-type: none"> JEP consults with the state WAGES Board as it designs its statewide plan JEP president sits on the Board of Directors of the WAGES State Board
Florida Department of Children and Families	<ul style="list-style-type: none"> Administers temporary assistance to needy families (TANF) funds Determines which TANF clients must participate in WAGES work activities Applies sanctions to clients who do not participate in work activities as required 	<ul style="list-style-type: none"> JEP involves the department in decisions affecting WAGES clients JEP works with the department in tracking client outcomes
Florida Department of Education	<ul style="list-style-type: none"> Administers vocational education programs offered by school districts and community colleges Administers federal school-to-work grants Administers the Florida Education and Training Placement Information Program (FETPIP), a data collection and analysis system that provides accountability information. 	<ul style="list-style-type: none"> JEP participates in an occupational forecasting process that designates high skill/high wage occupations JEP oversees the performance-based incentive fund program JEP reviews but does not approve the state school-to-work plan, although the state school-to-work leadership team is a subcommittee of JEP JEP uses FETPIP to follow up on people who have participated in workforce development programs
Enterprise Florida, Inc. (EFI) and its affiliate boards	<ul style="list-style-type: none"> EFI's Technology Development Board creates new high technology and high wage jobs. EFI's International Trade and Economic Development Board coordinates with local economic development organizations to promote Florida as a competitive business center. EFI's Capital Development Board develops products that ensure high growth Florida businesses have access to capital to finance their growth. 	<ul style="list-style-type: none"> As EFI's Workforce Development Board, JEP coordinates with the other EFI affiliates to ensure that Florida's workforce is prepared to meet the demands of businesses served by the other affiliate boards. JEP also administers the quick response training program.
Major Partners LOCAL LEVEL	Role in the Workforce Development System	Relationship to JEP
Regional Workforce Development Boards	<ul style="list-style-type: none"> Develop local plans for the use of JTPA funds Develop local plans for the use of welfare-to-work funds Designate the fiscal and administrative entities for JTPA funds Designate all local service providers Responsible for the development of local one-stop career centers Coordinate with local economic development initiatives Provide oversight related to all local workforce activities 	<ul style="list-style-type: none"> JEP grants charters to regional boards based on how well they align resources and services JEP approves local JTPA and welfare-to-work plans JEP monitors the job placement outcomes of regional boards, and rewards positive outcomes and penalizes negative outcomes JEP staff participate with the Department of Labor and Employment Security in approving applications for local one-stop career centers
Local WAGES Coalitions	<ul style="list-style-type: none"> Develop plans for the use of WAGES funds (Some regions, 17 of 24, have combined WAGES and Workforce Development boards.) 	<ul style="list-style-type: none"> JEP has the same relationship with combined WAGES/Workforce Development Boards as it does with stand-alone Workforce Development Boards (see relationship to regional boards, above)
Local school districts	<ul style="list-style-type: none"> Oversee local school-to-work programs 	<ul style="list-style-type: none"> JEP's constituent Regional Workforce Development Boards review local school-to-work plans, but only five boards have approval authority.

¹ This table does not provide an exhaustive list of all Florida's workforce partners; rather, it focuses on the major partners with which JEP is involved.
Source: Office of Program Policy Analysis and Government Accountability

Appendix B
OPPAGA Suggests New Measures for Assessing JEP's Workforce Development Responsibilities

Area of JEP Responsibility	OPPAGA Suggested Measures	OPPAGA Comments
Strategic Components	<ul style="list-style-type: none"> • Percentage of regions/counties with at least one established fully integrated one-stop career center. • Percentage of regions/school districts in which at least 75% of the high schools offer school-to-work programs. • Percentage of welfare recipients placed and retained in jobs for at least one year. • Percentage of participants/completers placed and retained in targeted high skill/high wage occupations for at least one year. 	These measures would provide an assessment of how well JEP, in its oversight and coordinating role is facilitating the development of each of the state's four strategic components.
Administration of Performance-based Incentive Programs	<ul style="list-style-type: none"> • Percentage increase in the number of new jobs created for which individuals were trained and placed through quick response programs. • Average cost of quick response training as a percent of average beginning annual salary (Return on Investment). • Percentage of programs offered by community colleges and school districts that provide training in targeted occupations. • Percentage of participants/completers placed and retained in targeted occupations for at least one year. 	These measures would give stakeholders an indication of the benefit and continued benefit derived from the two incentive programs administered by JEP.
Coordination of Federal, State, Local, and Private Funds for Maximum Impact	<ul style="list-style-type: none"> • Ratio of total funds to state funds (Leveraging state funds). 	This measure would report on the outcome of JEP's efforts to leverage state funds to obtain funding sources outside the state treasury.
Advisement and Coordination of Statewide Workforce Development System	<ul style="list-style-type: none"> • Customer satisfaction measured by surveys of regional and state-level partners. 	While qualitative, surveys of workforce partners would provide useful information about how JEP is perceived in fulfilling its responsibilities.

Source: Office of Program Policy Analysis and Government Accountability

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