

oppaga Program Review

January 2000

Report No. 99-30

WAGES Caseload Declines; the Program Faces Participant Employment Challenges

at a glance

Florida's welfare-reform initiative, the WAGES Program, is intended to develop opportunities for cash assistance recipients, remove barriers to employment, and end reliance on welfare.

WAGES caseloads substantially decreased in recent years due to the program's emphasis on work participation, time limits on benefits, and a strong economy. However, many adult WAGES participants appear to be experiencing difficulty finding permanent work.

As expected under Florida's work-first strategy, most WAGES participants are employed in low-paying jobs. Few participants earn enough to be financially self-sufficient.

The Legislature should

- promote the placement of participants in better-quality jobs. Private providers could be provided incentives for placing participants in higher wage jobs that also provide benefits.
- require the development of post-employment services to help former participants who are working and the working poor achieve long-term financial self-sufficiency.

Purpose

In the 1997-98 General Appropriations Act, the Legislature created three Work and Gain Economic Self-Sufficiency (WAGES) pilot projects to demonstrate the feasibility of privatizing all program services within a WAGES service area. WAGES services are intended to help public cash assistance recipients obtain and retain employment. The Legislature directed OPPAGA to report its evaluation of the pilot projects' startup and early implementation efforts by December 31, 1998, and to evaluate the pilot projects' outcomes by December 31, 1999. OPPAGA issued a report on the pilot projects' startup and early implementation in December 1998.¹

The 1998 Legislature passed legislation that resulted in all WAGES services being privatized on a statewide basis. Because all WAGES regions are now privatized to the same extent as the three pilot projects, we expanded our evaluation to assess outcomes of the statewide WAGES Program rather

¹ Review of Start-up and Early Implementation Efforts Related to the WAGES Privatization Pilot Projects, OPPAGA [Report No. 98-35](#), December 1998.

than limit our review to the three pilot projects.²

Background

The 1996 Legislature created the WAGES Program to develop opportunities for public cash assistance recipients, remove barriers to employment, and end reliance on welfare. The program's goals are to help welfare recipients become financially self-sufficient, and achieve independent and productive lives. The WAGES Program was established to take advantage of flexibility provided to states by the federal Personal Responsibility and Work Opportunity Reconciliation Act of 1996. The federal act ended entitlement to welfare assistance for eligible families (Aid to Families with Dependent Children) and replaced it with Temporary Assistance to Needy Families (TANF).

To qualify for TANF block grants, states must impose work requirements on welfare recipients and establish time limits on the receipt of TANF cash assistance. Most Florida recipients are subject to a 24-month time limit on cash assistance out of any consecutive 60-month period. The harder to serve are subject to a 36-month time limit on cash assistance out of any consecutive 72-month period. All recipients are limited to receiving benefits for a total of 48 months.

Program Organization

The State WAGES Board of Directors is responsible for overseeing program operations and assisting state agencies in implementing the program.³

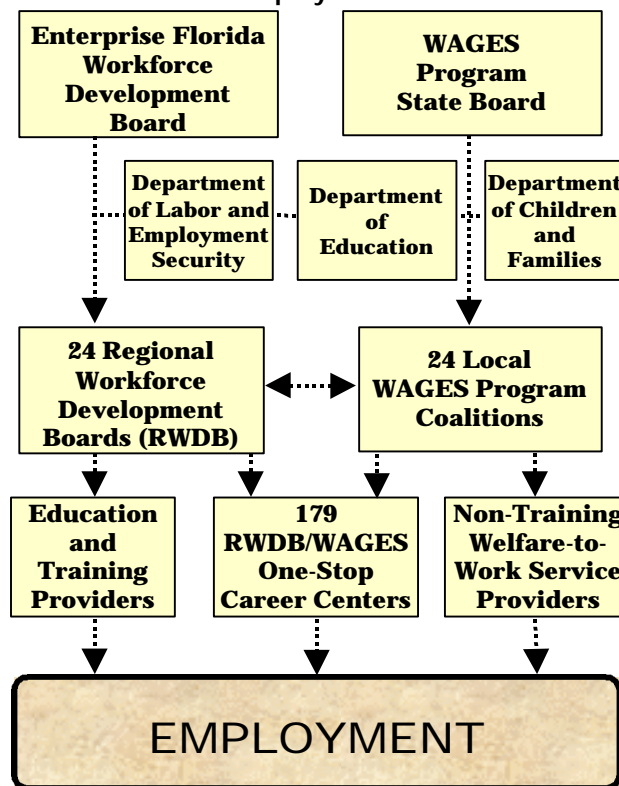
² The WAGES Program is in the process of starting a pilot test in Palm Beach County to determine the feasibility of privatizing the TANF eligibility determination process.

³ The board is composed of (1) the Commissioner of Education, or the commissioner's designee; (2) the Secretary of Children and Family Services; (3) the Secretary of Health; (4) the Secretary of Labor and Employment Security; (5) the Secretary of Community Affairs; (6) the Secretary of Transportation, or the secretary's designee; (7) the

State agencies represented on the board are responsible for many of the services to WAGES participants. For example, the Department of Children and Families is responsible for determining whether participants are eligible for services and administering childcare, Food Stamps, and medical assistance programs. (See Exhibit 1.)

Exhibit 1

Florida's WAGES Employment Partners¹



¹ A more detailed description of workforce system will be available at <http://www.oppaga.state.fl.us> in a report on OPPAGA's review of the workforce development system which will be issued soon.

Source: The Florida Senate, Interim Project Summary 97-P-13, The 1997 Interim Project on Florida's Job Training Programs.

director of the Office of Tourism, Trade, and Economic Development; (8) the chairperson of the Florida

Partnership for School Readiness; (9) the president of the Enterprise Florida workforce development board, established under s. 288.9952, F.S.; (10) the chief executive officer of the Florida Tourism Industry Marketing Corporation, established under s. 288.1226; and, (11) nine members appointed by the Governor with at least six employed in the private sector and of those five must have management experience. Six of the members must be selected from lists of five each provided by the President of the Senate and the Speaker of the House.

The State WAGES board charters local WAGES coalitions, which are responsible for overseeing local programs. WAGES participants receive services at local one-stop career centers that are intended to provide integrated access to various assistance programs. (See Exhibit 2 for a description of the services that local WAGES coalitions are required to provide program participants).

The WAGES Program also provides participants with a wide array of transitional services after they obtain employment. Participants may receive child care services for up to two years with co-payments based on their income levels. Education and job training services may also be provided to help participants move into higher paying jobs. Participants may also be eligible for transportation services, Medicaid and Food Stamps benefits. As of August 1999, Florida's WAGES caseload was 39,307 families.⁴

⁴ In August 1999, Florida's total cash assistance caseload was 76,180 families. Approximately one-half of the August caseload represented one-parent or two-parent families subject to the TANF work participation requirement and served by the WAGES Program. The remainder of the caseload represented child-only cases in which a child is being raised by relatives whose financial needs are not reflected in the amount of TANF cash assistance.

Resources

The Legislature appropriated \$995,462,077 for the WAGES Program in Fiscal Year 1999-2000. This appropriation included \$616 million in TANF funds, and \$379 million for the state's maintenance of effort (MOE) required as a condition of eligibility for federal TANF funds (see Exhibit 3). These appropriations are used to fund WAGES services (TANF cash assistance, transportation, child care and other support services for current and former WAGES participants and teen pregnancy prevention services) and operations of the local WAGES coalitions and the State WAGES Board.

Findings

Florida's welfare caseload has substantially decreased under WAGES, but major challenges remain in helping former recipients retain jobs

WAGES caseloads have substantially decreased in recent years. As shown in Exhibit 4, our analysis of WAGES one- and two-parent families receiving TANF cash assistance found that this caseload had decreased from 108,235 in July 1997 to 57,562 in December 1998 (a decrease of 47%). This significant reduction is attributable to a combination of factors including the WAGES Program's emphasis on work participation, time limits on benefits, and a strong economy.

Exhibit 2

Local WAGES Coalitions Provide a Variety of Services to Program Participants

1. Referral to diversion and relocation programs
 2. Pre-placement services, including assessment, staffing, career plan development, work orientation, and employability skills enhancement
 3. Job placement services necessary to secure employment
 4. Employment retention services, including but not limited to, remedial education, language skills, and personal and family counseling
 5. Transition services, including child care and transportation, transportation services are available for the first year and may include payment for a vehicle valued at no more than \$8,500 if the vehicle is needed for training, employment, or educational purposes
 6. Education and job training services to help former participants move into higher paying jobs
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Source: Chapter 99-241, Laws of Florida; ss. 414.027(1)(j) and 414.0252(12), F.S.

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Exhibit 3

State WAGES Program Appropriations for Fiscal Year 1999-2000

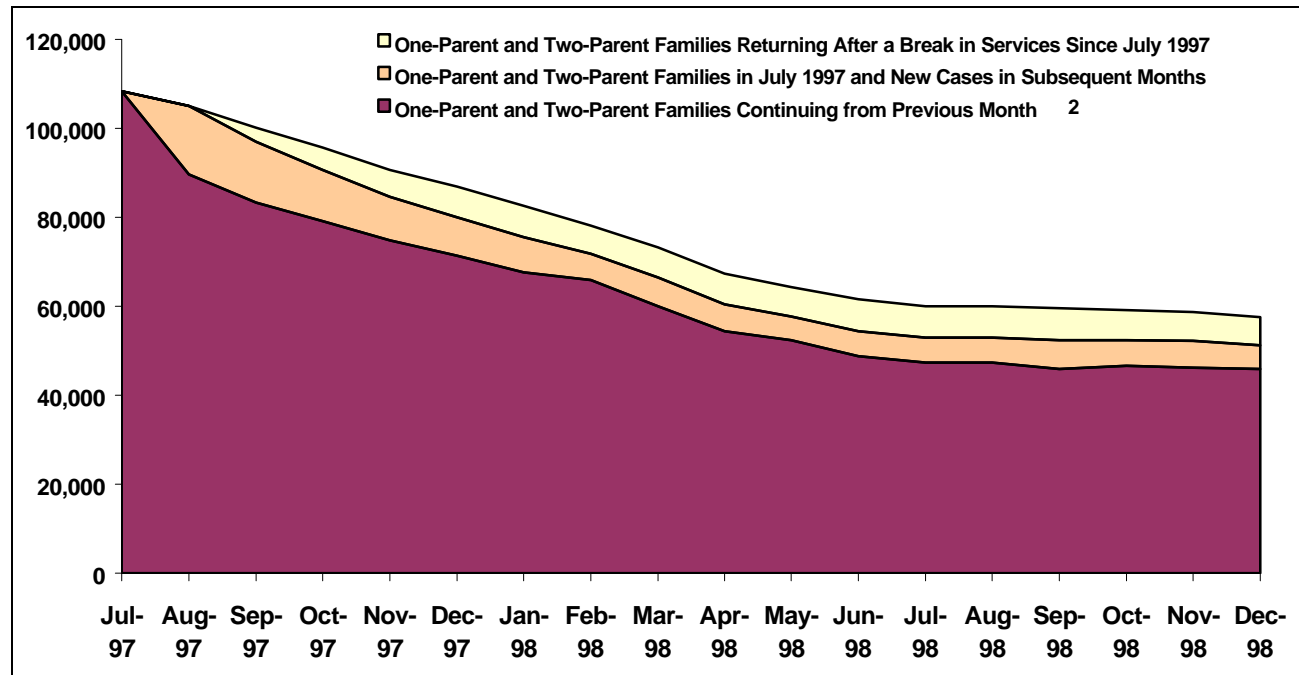
Department	Major Programs	General Revenue Funds	Federal TANF Funds	State Trust Funds	Total Appropriations
Children and Families	- TANF Cash Assistance - WAGES Childcare	\$365,341,796	\$408,853,601	\$12,871,847	\$787,067,244
Labor and Employment Security ¹	- Local WAGES Coalitions - WAGES Information System	500,000	201,376,990	0	201,876,990
Health	- Teen Pregnancy Prevention - Ounce of Prevention	422,762	4,275,446	69,715	4,767,923
Executive Office of the Governor	- State WAGES Board	0	1,749,920	0	1,749,920
Total		\$366,264,558	\$616,255,957	\$12,941,562	\$995,462,077

¹In Ch. 99-241, s. 5, Laws of Florida, the Legislature made the Department of Management Services responsible for providing funds for the administrative and service delivery operations of the local WAGES coalitions by contract effective October 1, 1999. At that time, the Department of Children and Families assumed responsibility for WAGES Information System functions formerly provided through a contract with the Department of Labor and Employment Security.

Source: The Department of Children and Families and Ch. 99-226, Laws of Florida.

Exhibit 4

WAGES Families Receiving TANF Cash Assistance Decreased 47% from July 1997 to December 1998¹



¹ Our analysis does not include child-only cases in which adult family members do not receive cash assistance.

² This group includes 5,487 one-parent and two-parent families on TANF cash assistance for 18 consecutive months.

Source: OPPAGA analysis of Department of Children and Families data on TANF participants.

However, our analyses also determined that welfare caseload reductions varied widely among Florida counties. Counties with distressed rural and urban areas generally experienced smaller decreases (see Exhibit 5).

Appendix A shows the change in WAGES caseload for each county over the period from July 1997 to December 1998.

Exhibit 5 Decreases in WAGES Caseloads Varied Widely Among Florida's Counties

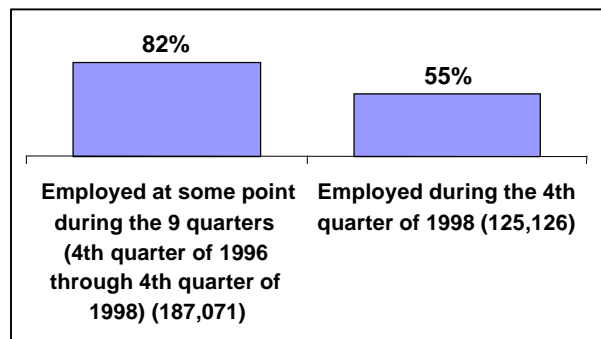
County	% Change From July 1997 to December 1998
Walton	-85.9
DeSoto	-71.7
Marion	-71.0
Hardee	-70.1
Duval	-69.3
Hendry – Glades	-30.7
Union	-30.7
Dixie	-27.9
Taylor	-27.6
Dade	-27.3

Source: OPPAGA staff analysis of Department of Children and Families data.

Many Adult WAGES participants appear to be experiencing difficulty finding permanent employment or retaining jobs

During the period covering the fourth quarter of calendar year 1996 through the fourth quarter of calendar year 1998, 82% (187,071) of the 227,247 adult WAGES participants identified as being able to work were employed at some point in time. However, only 55% (125,126) of these participants were employed during the fourth quarter of 1998 (see Exhibit 6). This data implies that WAGES participants may be experiencing difficulty finding permanent employment or retaining jobs.

Exhibit 6 82% of the WAGES Adult Participants Able to Work Were Employed During the Nine Quarters of Our Review, but the Percentage Employed in the 4th Quarter of 1998 Dropped to 55%



Source: OPPAGA staff analysis of data on TANF recipients obtained from the Department of Children and Families data on employment outcomes obtained from the Florida Employment and Training Placement Information Program located in the Department of Education.

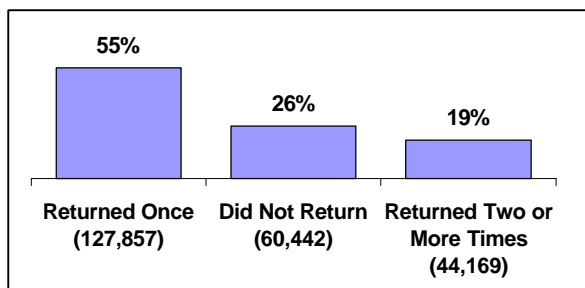
This conclusion is supported by other data indicating that WAGES families frequently leave the program, but subsequently return for additional services and cash assistance. Of the 232,468 one- and two-parent families served by the WAGES Program during the 18-month period covered in our study, 55% left the program and then returned to TANF cash assistance once, while 19% left and returned two or more times (see Exhibit 7).

Families return to cash assistance for many reasons, including adult family members' placement in temporary jobs, personal problems such as poor physical or mental health, lack of transportation, and low skills which create difficulties for adult participants trying to adjust to the work environment.

These results are consistent with the experiences of other states. For example, from August 1996 to December 1998, Texas had a 49% reduction in its TANF cash assistance caseload and Georgia experienced a 53% reduction. However, some states experienced smaller caseload decreases, including California (28%) and New York (27%).

Exhibit 7

74% of the 232,468 WAGES One- and Two-Parent Families Who Left Cash Assistance Returned at Least Once



Source: OPPAGA staff analysis of data on TANF recipients obtained from the Department of Children and Families data on employment outcomes obtained from the Florida Employment and Training Placement Information Program located in the Department of Education.

Former recipients of TANF cash assistance in other states also appear to be having difficulties finding and retaining permanent work. For example, a survey of 1,396 individuals who no longer received TANF cash assistance in Texas determined that 55% were working at the time of they were surveyed.

WAGES participants who are working earn more cash income than when they were receiving state cash assistance, but few have yet become financially self-sufficient

The WAGES Program was designed based on a "work-first" strategy that assumes that most participants are capable of finding work and that the best way to help them achieve self-sufficiency is to move them into employment as quickly as possible. Under this strategy, it is expected that many individuals will initially find work in jobs that pay low wages and lack benefits, but that higher wages will come from the experience of working. Our analyses confirmed that most participants (53%) were employed in low-paying jobs and earned less than the amount that would be earned for a full-time job paying the minimum wage (see Exhibit 10). As most participants would have earned at least the minimum hourly wage, this means that many of the participants worked part-time or had gaps between a series of jobs. As shown in Exhibit 8, most of the jobs obtained by WAGES participants were in the service industry and retail industry sectors.

Exhibit 8

Service Industries and Retail Trade

Accounted for 78% of the Jobs Held by 125,126 Adult WAGES Participants ¹

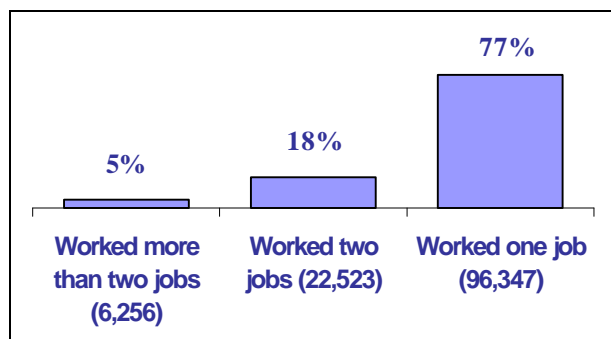
Major Industry Group	Total WAGES Participants with Jobs in Industry	Percent of all WAGES Participants with Jobs in Industry	Percent of WAGES Participants Working in Industry Making Above Minimum Wage ¹
Service Industries	68,177	47.7%	46.1%
Retail Trade	43,453	30.4%	34.9%
Finance, Insurance, and Real Estate	7,532	5.3%	55.0%
Manufacturing	5,936	4.1%	61.7%
Wholesale Trade	4,930	3.4%	57.5%
Agriculture, forestry, and fisheries	3,749	2.6%	37.0%
Transportation, communication, and utilities	3,671	2.6%	60.2%
Construction Industries	3,228	2.3%	57.6%
Public Administration	2,281	1.6%	70.6%
Mineral Industries	110	0.1%	68.2%

¹ Minimum wage is \$2,343 per quarter (\$5.15 per hours for 35 hours a week for 13 weeks).

Source: OPPAGA staff analysis of data on TANF recipients obtained from the Department of Children and Families and data on employment outcomes from the Florida Employment and Training Placement Information Program located in the Department of Education.

Our analyses further suggest that adult WAGES participants often worked several jobs to attain this level of income. During the fourth quarter of 1998, 18% of the adult participants who worked held two jobs and 5% worked more than two jobs (see Exhibit 9).

Exhibit 9
23% of the Adult WAGES Participants
Worked Two or More Jobs



Source: OPPAGA staff analysis of data on TANF recipients obtained from the Department of Children and Families data on employment outcomes obtained from the Florida Employment and Training Placement Information Program located in the Department of Education.

Data were not available from the Unemployment Compensation database that would enable us to determine if adult participants worked multiple jobs each day or changed from job to job in a quarter. However, working multiple jobs during the same time period would be highly problematic for WAGES families that are primarily single female-headed households.

Adult WAGES participants who worked earned more cash income than when they were only receiving TANF cash assistance. Exhibit 10 indicates that 75% of the 125,126 adult WAGES participants included in our analyses earned more than the maximum cash assistance allowed under TANF for a family of three of \$303 per month.⁵

⁵ Exhibit 10 indicates that 2% earned sufficient income, 44% earned the minimum wage but less than sufficient income, and 29% earned more than the TANF allotment but less than minimum wage.

However, little progress appears to have been made so far toward achieving the WAGES Program's longer-term goal of helping participants achieve financial self-sufficiency. We found that most adult WAGES participants failed to earn enough to be self-sufficient (defined by the amount of income needed to pay for housing, child care, food, and transportation). For example, 2% of the 125,126 adult WAGES participants working in the fourth quarter of 1998 earned enough to be self-sufficient. We defined the amount needed as three times the U.S. Department of Housing and Urban Development's (HUD) fair market rent for a three-bedroom apartment in the participant's county of residence, based on HUD's recommendation that affordable housing costs be no more than 30% of a family's gross income.⁶ We estimated that the average income needed statewide would be \$2,122 per month.

These results should be interpreted with caution since more time is needed to evaluate the WAGES Program's long-term success in helping participants progress from initial low-paying jobs to jobs offering salaries needed to achieve self-sufficiency.

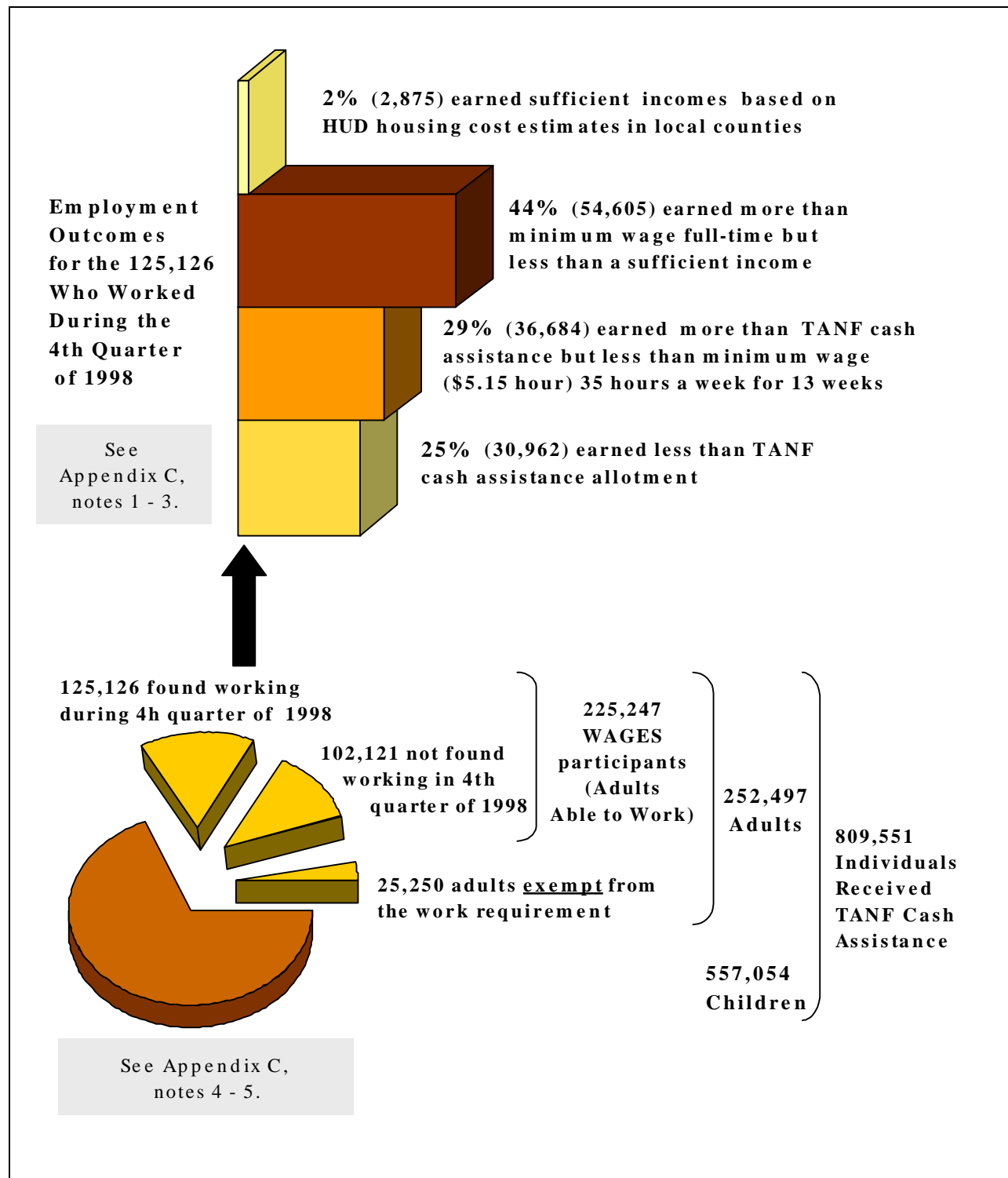
The WAGES Program faces major challenges in helping improve participant employment outcomes

The WAGES Program faces several major challenges that must be overcome in order for it to further help improve participant employment outcomes.

⁶ For the data we analyzed, the average family size was one parent with two children. A family of three with two children, one male and one female, would need three bedrooms, (depending upon the ages of the children). We therefore used a three-bedroom apartment in our analyses, because HUD generally does not under-house a family.

Exhibit 10

**Most WAGES Participants Working in the Fourth Quarter of Fiscal Year 1998
Failed to Earn Enough to Be Self-Sufficient--\$2,122 Per Month for a Family of Three**



See Appendix C for notes explaining OPPAGA analyses.

Source: OPPAGA staff analysis of data on TANF recipients obtained from the Department of Children and Families data on employment outcomes obtained from the Florida Employment and Training Placement Information Program located in the Department of Education.

Many of the individuals remaining in the WAGES Program have been identified as being “hard-to-serve.” These individuals often have multiple barriers to work and need individualized services such as mental health counseling, substance abuse treatment, and health care. ⁷

- Adult WAGES participants typically have low educational skills. This is significant because skill requirements for higher paying jobs are becoming more technically demanding. Our analyses indicate that WAGES participants with higher educational levels achieve better employment outcomes. We determined that 57% of the adult participants who reported having a high school education earned more than the minimum wage compared to 42% of the participants with less than a high school education (see Exhibit 11).

Exhibit 11
Adult Participants with a High School Education Have Better Employment Outcomes

Employment Outcomes ¹	Percentage Less than 12 th Grade Education	Percentage High School Graduates
Less than minimum wage (n = 26,854)	54%	46%
More than minimum wage (n = 19,512)	42%	57%

¹Based on \$5.15 per hour for a 35-hour work week.
Source: OPPAGA staff analysis of data from Department of Children and Families.

⁷ Studies of the population receiving TANF cash assistance have estimated that almost half of the families receiving TANF cash assistance typically have at least one barrier to long-term employment. A report on the hard-to-serve welfare population estimated that 30% of welfare families have a moderately disabled mother or child that is ineligible for Supplemental Security Income. This study estimated that 62% had low basic skills and/or learning disabilities, and that 5.2% of the adults had significant substance abuse-related impairments. Other barriers cited in the report included domestic violence and criminal/legal problems, and mental illness. See Kramer, Fredrica D. *The Hard-to-Place: Understanding the Population and Strategies to Serve Them*. Welfare Information Network Issue Notes. Vol. 2, No. 5, March 1998.

- Further, individuals in low-skill, low paying jobs will need to improve their skills to advance to jobs offering higher earnings and benefits, and achieve self-sufficiency. The WAGES Program is beginning to develop services designed to assist employed individuals move to better jobs. Development of employability, literacy, and life skills is essential to long-term employment, which can lead to economic self-sufficiency.
- Problems in helping adult WAGES participants achieve financial self-sufficiency are compounded in distressed rural and urban areas of the state. Rural areas often offer limited employment opportunities. Jobs in agricultural industries are often seasonal in nature. Jobs in rural small businesses often provide low wages and limited benefits. Furthermore, jobs available to WAGES participants residing in distressed urban areas are typically located outside their neighborhoods. Individuals living in these areas face significant problems and often need transportation, childcare, and job training assistance. To address this concern, the 1999 Legislature enacted s. 414.030, F.S., which authorizes the Governor to designate employment projects in areas of the state needing assistance to provide jobs for WAGES clients. Our review of the WAGES Program employment projects initiative is presented in a separate report. ⁸

The 1999 Legislature amended the law to address several of these challenges.

- It eliminated the requirement that not more than 20% of WAGES participants can use vocational education or training as their primary work activity. This should allow more WAGES participants to

⁸ *Performance Review: WAGES Employment Projects Initiative Must Address Its Design and Implementation Problems*, OPPAGA [Report No. 99-21](#), December 1999.

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participate in training and activities intended to increase their job skills.

- It required employers participating in WAGES employment projects to commit to hire WAGES participants for a period of at least three years and provide health benefits.
- It required WAGES participants that go off TANF cash assistance to be provided case management and counseling services to ensure they are aware of transitional benefits and services for which they may be eligible, such as childcare, food stamps, and medical care. Florida has experienced a significant decline in food stamp participation since the enactment of the Welfare Reform Act. Between Fiscal Years 1996-97 and 1998-99, food stamp participation in Florida has decreased 27.8%. Some of this decrease is likely due to factors, such as WAGES participants who obtained employment no longer needing nutrition assistance. However, recent reports on welfare reform programs throughout the country have expressed concern that people leaving welfare who remain eligible for food stamps mistakenly believe they can no longer receive them.⁹
- It authorized cash payments of up to \$8,500 for purchasing an automobile for a WAGES participant who needs such a means of transportation in order to participate in training or employment activities.

Nevertheless, the Legislature should consider taking more action to improve employment outcomes. The Legislature should

- require local WAGES coalitions to negotiate contracts with private

⁹ *Food Stamp Program: Various Factors Have Led to Declining Participation*. U.S. General Accounting Office, RCED-99-185, July 2, 1999.

service providers that include performance criteria that take into account the quality of placements. Presently, local WAGES coalitions' contracts pay providers regardless of the quality of jobs obtained for WAGES participants.

- require the WAGES Program to develop additional post-employment services, including follow-up services to help former participants who are working and the working poor achieve long-term financial self-sufficiency.

Recommendations

We recommend that the Legislature require the WAGES Board to promote the placement of adult participants in better quality jobs. This can be accomplished by providing incentives to private providers that improve the quality of WAGES participants' employment placements. For example, the Legislature can require local WAGES coalitions to negotiate contracts with private providers to provide incentives for placing participants in higher wage jobs that also provide benefits, such as health insurance and family sick leave.

We also recommend that the Legislature require the WAGES Board to develop additional post-employment services, including follow-up services, to help former participants and working poor who are working achieve long-term financial self-sufficiency.

Agency Response

The State WAGES Board of Directors did not provide a written response in time to meet OPPAGA's publication schedule. OPPAGA will make relevant response information available on its Florida Monitor web site when the information becomes available.



Work and Gain Economic Self-Sufficiency

Jeb Bush
Governor

February 22, 2000

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Mr. John W. Turcotte, *Director*
Office of Program Policy Analysis and
Government Accountability
111 West Madison Street Room 312
Claude Pepper Building
Tallahassee, Florida 32399-1475

Dear Mr. Turcotte:

Enclosed are our comments on the Program Review entitled:

WAGES Caseload Declines; The Program Faces Participant Employment Challenges

The State WAGES Board approved this response at their meeting on February 17, 2000.

We appreciate the opportunity to provide these comments and the time spent by your staff in preparing it.

Please do not hesitate to contact me at (813) 272-3802 if further clarification is required.

Sincerely,

Phyllis Busansky
Executive Director

Attachment

PB/jkb

WAGES Response to OPPAGA Draft Program Review Dated December 1999

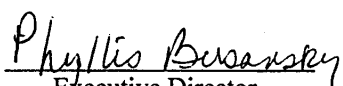
Comments:

Recommendations (page 14)

The promotion of better quality placements for WAGES participants in and of itself will not solve the self-sufficiency challenge. WAGES is primarily a work first program and we should not expect the first job for this population to be of any better quality than the first job of any other population with similar skill sets. Many start at the bottom of the employment ladder and must continually work to improve their condition. There are several things that can be done to assist them in this endeavor. First, we need to improve the quality of the participants before placement. This involves more basic education, and vocational training that is directed to the needs of local employers. Second, we need to continue servicing this population after they are employed. As a minimum this includes transitional benefits, but there are also a needs for services at a more personal level. Coaching, mentoring and post employment education can play a big part in people's ability to retain their current job and then move up the employment ladder toward self-sufficiency. Third, the participants themselves must commit to education now, which is a real challenge when faced with a job, raising children and other barriers facing this particular population.

We agree that changes are needed in the service provider contracting area and that this will improve placement quality, however we urge caution by the legislature to avoid unintended consequences such as what has happened with the 40-50-10 and 50-25-25 strictures on contracts that were put in place in previous sessions. The disincentive for quality placements perpetuated by the current system, which allows a provider to start the payment process over again if a participant returns to the system, must be eliminated. Further, placement outcomes can be improved with bonuses based on educational activities, better than average earnings, jobs with benefits, etc.

We also agree that additional attention needs to be focused on post-employment services. Some of these programs are already in place in some of the coalitions. To gain a more universal approach we have asked all the coalitions to address this issue in their planning for FY 00 - 01. We believe current legislation is adequate to allow these services to be provided, although there may need to be a reapportionment of funding away from case management type services and toward more post employment services.

State of Florida WAGES Board
AGENDA ITEM <i>Response to OPPAGA Report, WAGES Caseload Declines; the Program Faces Participant Employment Challenges</i>
BACKGROUND INFORMATION The Office of Program Policy Analysis and Government Accountability (OPPAGA), an office of the Florida Legislature, recently released a report detailing their review of the WAGES Program. The report recognizes the successes to date and outlines some of the challenges that remain. A copy of the report is attached. Staff's response to the findings and recommendations in this report is also attached for Board consideration and approval.
RECOMMENDATION/MOTION Approve response as prepared by staff.
<div data-bbox="414 1522 755 1627"> Executive Director</div> <div data-bbox="974 1533 1209 1627"><u>Feb 10, 2000</u> Date</div>

Appendix A

The WAGES Caseload¹ Decreased 46.8%

From July 1997 to December 1998

County	Number of WAGES Participants in July 1997	Number of WAGES Participants in December 1998	Percentage Change in Caseload from July 1997 to December 1998
Statewide	108,235	57,562	-46.8%
Alachua	2,252	1,100	-51.2%
Baker	135	56	-58.5%
Bay	763	369	-51.6%
Bradford	284	121	-57.4%
Brevard	2,220	692	-68.8%
Broward	7,272	2,571	-64.6%
Calhoun	165	100	-39.4%
Charlotte	309	115	-62.8%
Citrus	553	230	-58.4%
Clay	344	166	-51.7%
Collier	546	225	-58.8%
Columbia	601	375	-37.6%
Dade	30,720	22,333	-27.3%
DeSoto	314	89	-71.7%
Dixie	158	114	-27.8%
Duval	5,291	1,625	-69.3%
Escambia	2,554	1,278	-50.0%
Flagler	209	82	-60.8%
Franklin	31	15	-51.6%
Gadsden	726	444	-38.8%
Gilchrist	83	54	-34.9%
Glades and Hendry	345	239	-30.7%
Gulf	70	32	-54.3%
Hamilton	206	127	-38.3%
Hardee	244	73	-70.1%
Hernando	680	271	-60.1%
Highlands	573	222	-61.3%
Hillsborough	8,099	4,065	-49.8%
Holmes	176	66	-62.5%
Indian River	338	204	-39.6%
Jackson	361	145	-59.8%
Jefferson	182	112	-38.5%
Lafayette	53	32	-39.6%
Lake	1,399	459	-67.2%

¹ The WAGES caseload includes adults able to work whose families are receiving TANF cash assistance.

Progress Report

County	Number of WAGES Participants in July 1997	Number of WAGES Participants in December 1998	Percentage Change in Caseload from July 1997 to December 1998
Lee	1,417	576	-59.4%
Leon	1,896	1,190	-37.2%
Levy	352	148	-58.0%
Liberty	63	22	-65.1%
Madison	187	92	-50.8%
Manatee	1,051	523	-50.2%
Marion	2,059	597	-71.0%
Martin	456	271	-40.6%
Monroe	289	138	-52.2%
Nassau	140	79	-43.6%
Okaloosa	455	238	-47.7%
Okeechobee	159	73	-54.1%
Orange	5,079	2,551	-49.8%
Osceola	959	572	-40.4%
Palm Beach	4,387	2,690	-38.7%
Pasco	1,956	964	-50.7%
Pinellas	4,392	2,412	-45.1%
Polk	4,669	1,668	-64.3%
Putnam	1,117	436	-61.0%
Santa Rosa	630	258	-59.0%
Sarasota	563	265	-52.9%
Seminole	1,555	714	-54.1%
St. Johns	287	108	-62.4%
St. Lucie	1,454	707	-51.4%
Sumter	389	151	-61.2%
Suwannee	297	182	-38.7%
Taylor	246	178	-27.6%
Union	101	70	-30.7%
Volusia	2,887	1,308	-54.7%
Wakulla	153	100	-34.6%
Walton	149	21	-85.9%
Washington	185	59	-68.1%

¹ The WAGES caseload includes adults able to work whose families are receiving TANF cash assistance.

Source: OPPAGA staff evaluation of data on TANF recipients obtained from Department of Children and Families and data on employment outcomes obtained from the Florida Employment and Training Placement Information Program located in the Department of Education.

Appendix B

Employment Outcomes Better in Some WAGES Regions

WAGES Region		Number of WAGES Participants July 1997 to December 1998	Percentage of the Participants Employed in the Fourth Quarter of 1998	Percentage of Those Working that Earned More than the Minimum Wage ¹
No.	Counties			
	Statewide	227,257	55.1%	45.9%
1	Escambia and Santa Rosa	7,749	45.1%	37.7%
2	Okaloosa and Walton	1,862	43.4%	35.7%
3	Calhoun, Holmes, Jackson, Liberty, and Washington	2,570	39.4%	42.4%
4	Bay, Franklin, and Gulf	2,588	43.0%	36.0%
5	Gadsden, Leon, and Wakulla	6,179	53.0%	40.6%
6	Hamilton, Jefferson, Lafayette, Madison, Suwannee, and Taylor	2,832	46.4%	39.3%
7	Baker, Columbia, Dixie, Gilchrist, and Union	3,160	45.6%	38.7%
8	Clay, Duval, Nassau, Putnam, and St. Johns	16,250	54.3%	43.9%
9	Alachua and Bradford	5,541	51.3%	43.0%
10	Citrus, Levy, and Marion	7,569	48.1%	42.1%
11	Flagler and Volusia	7,794	50.8%	42.8%
12	Lake, Orange, Osceola, Seminole, and Sumter	25,875	56.8%	46.2%
13	Brevard	5,827	52.0%	40.5%
14	Pinellas	11,804	55.5%	47.0%
15	Hillsborough	19,951	53.5%	46.4%
16	Hernando and Pasco	6,980	46.1%	41.3%
17	Polk	11,310	51.5%	41.7%
18	Manatee and Sarasota	4,616	59.2%	43.3%
19	DeSoto, Hardee, and Highlands	2,712	49.6%	39.1%
20	Indian River, Martin, Okeechobee, and St. Lucie	6,167	53.1%	43.1%
21	Palm Beach	11,247	48.9%	46.9%
22	Broward	16,378	52.8%	50.9%
23	Dade and Monroe	66,190	42.5%	51.8%
24	Charlotte, Collier, Glades, Hendry, and Lee	7,413	52.1%	43.3%

¹ Based on working 35 hours per week at \$5.15 for all 13 weeks in the quarter.

Source: OPPAGA staff evaluation of data on TANF recipients obtained from Department of Children and Families and data on employment outcomes obtained from the Florida Employment and Training Placement Information Program located in the Department of Education.

Appendix C

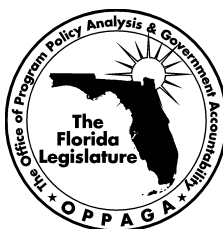
Notes Explaining OPPAGA Analyses in Exhibit 10

1. We obtained employment data from the Department of Education's Florida Education and Training Placement Information Program (FETPIP). FETPIP obtains the employment information from the Department of Labor and Employment Security's Unemployment Compensation Program and through surveys of Florida employers.
2. We calculated self-sufficiency based on the U.S. Housing and Urban Development (HUD) listing of fair market housing costs in each county in Florida. The HUD program recommends that housing costs not exceed one-third of a family's income, therefore, we calculated the self-sufficient income amount as the fair market housing cost multiplied by three.
3. The maximum allotment for TANF cash assistance is \$241 per month for a family of two, \$303 for a family of three, \$364 for a family of four, and \$426 for a family of five. We used the \$303 per month level, because most (85%) of the TANF caseload between July 1997 and December 1998 were families of two to four people: 40% were families of two, 29% families of three and 16% families of four or more
4. These 809,551 individuals represent 309,658 families that received TANF cash assistance. The typical assistance group consists of a single parent and two children. Assistance groups also include two parent families and child-only cases where the parents are caretakers are not TANF recipient.
5. Exemption status data was available from the Department of Children and Families database on TANF beginning in February 1998. From February to December 1998, an average of 10% of the adults eligible for TANF cash assistance were exempt from the work requirement, so we estimated the overall exemption rate as 10%. The department can grant exemptions from the WAGES Program for individuals such as disabled parents and parents who must care full-time for disabled dependents and one parent during an infant's first three months.

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The Florida Legislature

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