



The Florida Senate

Issue Brief 2009-305

October 2008

Committee on Commerce

EFFORTS TO ADDRESS WORKFORCE ISSUES RELATED TO THE SPACE PROGRAM

Statement of the Issue

The 24 Regional Workforce Boards (RWBs) in Florida implement the policies developed by Workforce Florida, Inc. (WFI), consistent with the minimum requirements and parameters set by the US Department of Labor and federal law. RWBs are regionally designed and controlled, chartered non-profit organizations that contract with WFI for the delivery of workforce services. Each RWB must develop a plan consistent with the state's workforce development strategy and the minimum program requirements of federal law. RWBs may also offer additional programs to address regional needs, or partner with local organizations who offer special services. RWB programs and services are provided through the 86 "One-Stop" Centers in the 24 regions.

The last mission for the Space Shuttle program is scheduled for March 2010. The "moon to Mars" successor program (Constellation) is currently scheduled to begin in 2015. The intervening period is referred to as the "shuttle gap," in which a number of employees in the space industry may lose their current positions.

In response to this anticipated shuttle gap, in 2008 the Florida Legislature provided \$1.25 million through the Agency for Workforce Innovation (AWI) to the Brevard Workforce Development Board (BWDB) for services focused on retention and retraining of personnel employed in the space industry. In addition, the BWDB secured other funds to supplement and to provide related services.

The BWDB's plan for using these funds provides communication, assessment, educational skills development, training, and workforce support services to the affected aerospace workers and local industries. The scope of services is more comprehensive than the standard services offered through One-Stop centers throughout the state, and reaches beyond the clients historically served by One-Stop Centers. In addition, these targeted training services exceed the statewide average of the cost per participant for training services provided to dislocated workers through the One-Stop Centers.

However, this "shuttle gap" retention and retraining initiative is consistent with the policies set by WFI and RWBs to target services to high-wage, high-skilled workers and related industries. Similar services are offered, to a lesser degree, by other One-Stop Centers throughout the state.

The primary purpose of this Issue Brief is to outline standard services offered through One-Stop Centers throughout the state and profile the plan developed by BWDB and WFI. In addition, efforts by other organizations to address the shuttle gap are identified.

Discussion

WFI, AWI, and Regional Workforce Boards

Under Florida's Workforce Innovation Act of 2000,¹ the Legislature created Workforce Florida, Inc. (WFI), and the Agency for Workforce Innovation (AWI). In addition, the act revised the duties of the 24 regional workforce boards.

¹ Chapter 2000-165, L.O.F.

Established as a not-for-profit corporation, WFI is the principal workforce policy organization for the state. The purpose of WFI is

“to design and implement strategies that help Floridians enter, remain in, and advance in the workplace, becoming more highly skilled and successful, benefiting these Floridians, Florida businesses, and the entire state, and to assist in developing the state’s business climate.”²

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.³

AWI is an independent state agency of the Department of Management Services that ensures the state appropriately administers federal and state workforce funding by administering the plans and policies of WFI under contract with WFI. AWI is also the lead agency for implementing the state’s unemployment compensation program and maintaining workforce information. The agency houses the Office for Labor Market Statistics and serves as the designated Census Data Center for Florida. The agency also includes the Office of Early Learning, which administers the state’s Voluntary Pre-Kindergarten (VPK) program and the state’s school readiness programs.⁴

The 24 Regional Workforce Boards (RWBs) in Florida implement the policies developed by WFI, consistent with the parameters set by the US Department of Labor and federal law.⁵ RWBs are regionally designed and controlled, chartered non-profit organizations that contract with WFI for the delivery of workforce services. Each RWB must develop a plan consistent with the state’s workforce development strategy, to include ensuring “access to quality workforce development services for all Floridians” and serving “as many individuals as possible within available resources...”⁶

These plans also incorporate WFI’s strategy of shifting Florida’s workforce system to a “demand-driven, customer-centric business model” to deliver “workforce services based on actual business needs.” This strategy recognizes business as the primary customer, which requires the RWBs to understand and anticipate the workforce needs of business and industry and proactively deliver a qualified labor pool to meet those needs.⁷ Services to businesses may include applicant screening, providing space for interviews, hosting mass recruitments, and providing customized training for employed workers.

RWB plans guide the delivery of services through the One-Stop delivery system.⁸

RWB One Stop Centers

The U.S. Department of Labor characterizes One Stop Career Centers as

“...the focal point of America’s workforce investment system, supporting the employment needs of job seekers and the human resource needs of business. At One Stop Centers, workers, job seekers, and other

² Chapter 2000-165, L.O.F. and s. 445.004(2), F.S.

³ Special Examination: Review of the Workforce Development System, Report No. 03-10 January 2003
Office of Program Policy and Government Accountability. Page 4.

⁴ Section 20.50(1), F.S.

⁵ See s. 445.007, F.S., for provisions relating to the organization and responsibilities of Regional Workforce Boards.

⁶ Section 445.004(11), F.S.

⁷ See s. 445.004(6)(a) & (10), F.S. This “relatively new focus” is highlighted in WFI’s Strategic Plan, Strategic Imperative #1: “Partner with Business to Deliver a Demand Driven Workforce System.” See Florida 2005-2010 Strategic Plan, pp. 4, 9, & 23. In addition, WFI states that “Florida’s One-Stop Center system is a key resource for businesses seeking training grants for customized training for existing employees or finding qualified workers; several regions have established dedicated business services One-Stop Centers in business districts to help local employers recruit, train and retain workers.” Workforce Florida 2006-2007 Annual Report, p. 27.

http://www.workforceflorida.com/news/reports/ar/06-07_WIA_Federal_Rpt.pdf

⁸ Section 445.009, F.S. In addition, all of Florida’s workforce services, both for workers and employers, are connected through the Employ Florida network See <https://www.employflorida.com/>

participants can receive training and education, build their skills, and access federal assistance programs, while employers use One Stop Centers to help recruit workers they need for their businesses.⁹

The federal government provides funding for and imposes duties and restrictions on the delivery of workforce services in the states.¹⁰ Federal law requires three types of services that must be provided to customers of One-Stop Centers:¹¹

- Training services, that may include, but are not limited to: occupational skills training, on-the-job training, programs that combine workplace training with related instruction (e.g., cooperative education programs), training programs operated by the private sector, and skill upgrading and retraining.¹²
- Core services, which must include, at a minimum, 11 categories of services, which include: determination of eligibility to receive assistance, initial assessment of skill levels, job search and placement assistance, and the provision of information relating to the availability of support services.¹³
- Intensive services, which are those that are available to adult and dislocated workers and include specialized assessments of skill levels, development of an individual employment plan which identifies specific employment goals, group counseling, individual counseling, case management, and short term-prevocational services such as interviewing skills and communication skills.¹⁴

RWBs provide these services by contracting with third-party vendors who operate the One-Stop Centers.¹⁵ RWBs are prohibited by federal law from directly providing these services, except under specified conditions.¹⁶

Section 445.009, F.S., requires Florida's 86 One-Stop Centers to provide, through service sites or telephone or computer networks, the following services:

- Job search, referral, and placement assistance;
- Career counseling and educational planning;
- Consumer reports on service providers;
- Recruitment and eligibility determination;
- Support services, including child care and transportation assistance to gain employment;
- Employability skills training;
- Adult education and basic skills training;
- Technical training leading to a certification and degree;
- Claim filing for unemployment compensation services;
- Temporary income, health, nutritional, and housing assistance; and
- Other appropriate and available workforce development services.

These general services are provided through a variety of specific programs required both by federal and state law, by WFI, and initiated by the respective RWBs in response to regional needs. These programs include:

- Wagner-Peyser Labor Exchange Services (recruitment and job placement services to job seekers and businesses);
- Welfare Transition Program (education and training, job search and job readiness assistance);

⁹ US Department of Labor. <https://www.youth2work.gov/dol/accomplishments/fl.htm>

¹⁰ 29 U.S.C. Sec. 2864.

¹¹ 29 U.S.C. Sec. 2864(d).

¹² 29 U.S.C. Sec. 2864(d)(4)(D).

¹³ 29 U.S.C. Sec. 2864(d)(2).

¹⁴ 29 U.S.C. Sec. 2864(d)(3)(C).

¹⁵ Section 445.007(5), F.S.

¹⁶ 29 U.S.C. Sec. 2832(f). Consistent with Federal Law, In 2008 the Legislature amended s. 445.007, F.S., (Ch. 2008-161, L.O.F.) to allow RWBs to be direct providers of intake, assessment, eligibility determinations, or other direct provider services, except training services, subject to agreement between the designated chief elected official (the chair of the county commission of the county (or counties) in which the RWB has jurisdiction) and the Governor. The law also requires WFI to establish request procedures and also the criteria for granting permission for a board to be a direct provider of services, to include a reduction in the cost of providing the permitted services.

- Workforce Investment Act (WIA) Employment and Training Services (job readiness assessment, job counseling and job preparation and training services to adults and dislocated workers);
- Youth –WIA Employment and Training Services (educational services and referrals for qualified low-income youth);
- Food Stamp Employment and Training Program (training, education and support services for able bodies adults without dependents);
- The Reemployment and Emergency Assistance Coordination Team (for dislocated workers);
- Migrant and Seasonal Farmworkers (outreach and employment services for migrant and seasonal farm workers);
- Job Corps Outreach and Admissions (education and job training for at-risk youth ages 16-24);
- Federal Bonding Program (helps at-risk applicants get employment by providing a bond to the employer that protects the employer in case of any loss of money or property due to employee dishonesty);
- Military Family Employment Advocacy Program (employment assistance services);
- Displaced Homemaker Program (employment and training services for qualified individuals);
- Disability Program Navigator Pilot Program (employment and training services for persons with disabilities); and
- Disabled Veterans' Outreach Program (job placement assistance, counseling, career and vocational guidance, support services, referrals, and testing).

RWBs may also offer additional programs to address regional needs, or partner with local organizations who offer special services.

RWB Training Programs

A primary responsibility of RWBs is to provide training or specialized workforce education services, through the Quick Response Training (QRT) Program, the Incumbent Worker Training (IWT) Program, and the RWB Employed Worker Training Programs. In addition, training resources may be allocated to fund services through individual training accounts administered by the One-Stop Centers.¹⁷

The Quick Response Training Program provides grant funding for customized training for new or expanding businesses that produce an exportable product or service. The companies must be creating full-time, high-quality jobs requiring specialized training that is not available in the local community. Priority is given to businesses in targeted industries and in distressed urban and rural areas of Florida.¹⁸

The Incumbent Worker Training Program provides expense reimbursement grants for customized skills upgrade training and is available to existing for-profit Florida businesses. Businesses with 25 or fewer employees receive priority and, as with the Quick Response Training Program, priority is given to businesses in targeted industries and in distressed urban and rural parts of Florida.¹⁹

RWB Employed Worker Training Programs are developed and administered by the RWBs to address regional employer needs. These programs are funded by WIA Title I funds appropriated to the RWBs. The state-wide

¹⁷ Such funds may only be used for programs that prepare people to enter high-wage occupations identified by the Workforce Estimating Conference, or other programs as approved by WFI. *See* s. 445.009(8), F.S. *Also see* s. 445.003(3)(a)1., F.S.

¹⁸ Section 288.047, F.S. *Also see: State of Florida 2007-2009 Draft Workforce Investment Act Plan and Waivers*, p. 65. http://www.workforceflorida.com/news/docs/WIA/Master_Draft_2-Year_WIA_Plan_4-19-07_Rev6.pdf

Also see WFI 2006-2007 Annual Report, pp. 9. In FY 2008/9, \$5,000,000 was appropriated for the QRT program.

¹⁹ Section 445.003(3)(a)3., F.S. *Also see: State of Florida 2007-2009 Draft Workforce Investment Act Plan and Waivers*, p. 65.

http://www.workforceflorida.com/news/docs/WIA/Master_Draft_2-Year_WIA_Plan_4-19-07_Rev6.pdf

Also see s. 445.003(3)(a)3., F.S. In 2008/9, \$2,000,000 was appropriated from the Employment Security Administration Trust Fund for the IWT program.

average of the cost per participant for training services provided to dislocated workers (WIA) through the One-Stop Centers is \$2,127.²⁰

One-Stop Services to Professionals and Employers

As outlined above, regional One-Stop Centers provide a variety of services to a broad range of clients. In addition, RWBs have expanded services beyond their traditional clients (the underemployed, unemployed, or “Welfare to Work” clients) to mid-career workers and professionals and businesses who would employ them. These services are offered through the One-Stop Centers or mobile units.

At least one RWB (Region 5) has designated a separate facility to provide “no-cost recruitment and employment services to businesses and professional candidates.”²¹ Services to individuals include training related to professional interviewing techniques, access to skills upgrade resources, individual career counseling and assistance in developing networking skills.²² While the “Executive Center” does not offer more services than are offered at the regional one-stop centers, the services are tailored to the unique needs of this group. Services are available to professionals seeking relocation to the region, recent college graduates, experienced professionals seeking to change careers; and professionals seeking employment due to lay-offs, downsizing or company restructuring.²³

Services available to employers include applicant screening and assessment, and access for on-site professional recruiting and training for current employees.²⁴

The “Shuttle Gap”

The last mission for the Space Shuttle program is scheduled for March 2010. The “moon to Mars” successor program (Constellation) is currently scheduled to begin in 2015. The intervening period is referred to as the “shuttle gap,” in which a number of employees in the space industry may lose their current positions.²⁵

In August 2007, the Brevard Workforce Development Board, Inc., (BWDB) estimated that shuttle-related activity in Florida supports a workforce level of approximately 9,235 employees (6,340 United Space Alliance employees and 2,895 sub-tier and related support contractor employees). The majority of this workforce is located at or near the Kennedy Space Center. However, the total economic impact of the Shuttle Program is state-wide, and it has a specific shuttle-related supplier base of some 1,046 companies throughout the state.²⁶

The BWDB further found that Shuttle workforce skills are highly translatable to any work that the state pursues as part of its next generation space activities. The BWDB estimates that one-third of the Florida Shuttle-related workforce will need transition assistance to a different industry or occupation, and one-third will need skills upgrades for the next generation space programs, public or private. The remaining one-third is expected to retire.²⁷

²⁰ The state-wide average of \$2,127 is the most recent estimate available. See Federal Programs: Workforce Investment Act (WIA) and Related Workforce Programs, Program Year 2006-2007, October 1, 2007. Workforce Florida, Inc. TABLE 6: Program Year 2006-2007 WIA Expenditures, Dislocated Worker Program, in Appendix.

http://www.workforceflorida.com/news/reports/ar/06-07_WIA_Federal_Rpt.pdf

²¹ The **WORKFORCE plus** Executive Center. **WORKFORCE plus** Annual Report 2006-2007, p. 18.

²² **WORKFORCE plus** Annual Report 2006-2007, p. 18.

²³ From information provided by **WORKFORCE plus**, on file with the committee. Also see <http://www.wfplus.org>

²⁴ **WORKFORCE plus** Annual Report 2006-2007, p. 18.

²⁵ To date, there is ongoing debate about the necessity to continue shuttle missions to support the International Space Station past 2010, and the impact on building the capacity for the Constellation mission. Whatever action NASA takes will impact the need for worker retention and retraining services. See “Frustrated NASA chief vents about agency’s fate,” Orlando Sentinel, September 7, 2008. http://blogs.orlandosentinel.com/news_space_thewritestuff/2008/09/frustrated-nasa.html#more

²⁶ Brevard Workforce Development Board, Inc., “Aerospace Workforce Outlook Report,” Executive Summary, August 2007.

²⁷ Brevard Workforce Development Board, Inc., “Aerospace Workforce Outlook Report,” Executive Summary, August 2007.

Disregarding the number of those who will retire, the BWDB estimates that 3,500 to 6,000 aerospace workers will lose their current positions.²⁸

In response to this anticipated shuttle gap, the 2008 Florida Legislature appropriated \$1.25 million to

“...be used to provide services focused on retention and retraining of skilled talent in the space industry and shall include workforce skills analysis, training, and placement services, and may include communications efforts. Workforce Florida, Inc. shall develop a plan to implement this program.”²⁹

The Aerospace Workforce Transition (AWT) Program Implementation Plan

In response to this directive, WFI submitted The Aerospace Workforce Transition (AWT) Program Implementation Plan (the plan) to the legislative budget committee chairs in July 2008. The plan was developed with the BWDB, with input from members of the Aerospace Career Development Council (ACDC).³⁰ The plan proposes to provide training to 350 aerospace workers this fiscal year, and other services to an estimated 1000 aerospace workers.

The AWT program plan addresses five elements: communication, assessment, educational skills development, training, and workforce support services.³¹

The communication element of the plan addresses outreach efforts to regional aerospace workers, to alert them to the implications of the shuttle gap and to the services offered to workers by the BWDB.³² Outreach efforts include notice through newsletters, brochures, and public service announcements. Services include access through:

- The Brevard Job Link *Express!*, a mobile One-Stop Center that provides assessments, career development coaching, and access to training;
- A BWDB satellite facility located at Kennedy Space Center; and
- An on-line program by BWDB offering assessment, coaching and training services.

The communications element of the plan also includes outreach to regional industries (both space-related and non space-related), to identify emerging occupations and opportunities and inform and enlist regional industries in BWDB efforts to match them with available workers.

The assessment element of the plan specifies that the BWDB will provide individual assessments of skills, certifications and education of aerospace industry workers.³³ This assessment will be used to identify skill gaps, which can be used to develop training programs. In addition, the information from the assessments will be aggregated into the Employ Florida Marketplace database and used to market workers to prospective employers or to recruit new businesses.

²⁸ Aerospace Workforce Transition Program Implementation Plan, Brevard Workforce Development Board, July 17, 2008. This estimate constitutes the direct job losses due to the retirement of the shuttle program. BWDB staff also estimate that the indirect job losses could be 2.5 times greater.

²⁹From the Special Employment Security Administration Trust Fund. Line Item 2202, Ch. 2008-152, L.O.F.

³⁰ ACDC is an ad hoc organization established to craft a unified economic development, employment and education plan to address the shuttle gap, and to present a united voice for funding and public policy requests. Participants include federal agencies (NASA, USAF), Space Florida, Enterprise Florida, Inc., other economic development organizations, the local Chamber of Commerce, local governments, industry, labor and education. Adapted from material provided by the BWDB (on file with the committee).

³¹ This overview was adapted from the Aerospace Workforce Transition Program Implementation Plan Through Brevard Workforce Development Board, submitted July 17, 2008, and interviews with BWDB staff. Documents on file with the committee.

³² The communications element is funded by WFI with \$100,000 in Federal Workforce Investment Act (WIA) funds appropriated to WFI by Congress through the Florida Legislature.

³³ The assessment element is funded by \$50,000 from the state appropriation and a portion of an Economic Development Administration (EDA) grant of \$500,000 provided to BWDB by U.S. Commerce Department.

The educational skills development element of the plan specifies that entrepreneurial and business development training will be provided to aerospace workers interested in creating their own businesses.³⁴

The training element specifies that this year, an estimated 350 workers will be provided skills upgrading through Individual Training Accounts or Employed Worker Training programs, which will include testing and certification services.³⁵ The average cost per worker is estimated to be \$3,000.

As specified in the workforce support services element, four positions will be created to develop and deliver transition services to aerospace workers.³⁶ A Career Progression Specialist will develop and coordinate workshops on life change management and contract for career transition services. Three Career Development and Training Specialists will provide one-on-one services to provide resume review and restructure assistance; to conduct interview reviews and data documentation; and to direct workers to training services. In addition, a “Business Liaison” will conduct outreach to industry to determine the skills necessary for jobs in the emerging businesses.

The plan also addresses additional activities to be funded from two other sources. The U.S. Commerce Department awarded an Economic Development Administration (EDA) grant of \$500,000 to BWDB. These funds will be used to address the educational skill element of the AWT plan, and is available to fund three levels of “message development”:

- To affected aerospace workers, to promote the need for lifelong learning;
- To the community at-large, to inform partners in economic development, education and industry of the services available to aerospace workers through the BWDB; and
- To industries in the region,
 - to inform them that a valuable workforce is available and adaptable, provided the workers receive minimal skills enhancement; and
 - To solicit the industries’ to determine the skill sets that will be needed to address their needs in the future.

The U.S. Department of Labor also awarded BWDB a Regional Innovation Grant (RIG) of \$250,000 to

- Facilitate the sharing of the AWT plan with the Central Florida Workforce Board (Lake, Orange, Osceola, Seminole and Sumter Counties) and the Workforce Development Board of Volusia and Flagler Counties; and
- Integrate the AWT plan into economic development and industry recruitment efforts.

Future Funding

In 2007, the BWDB recommended that funding for retention and retraining services be provided over a 4 – 5 year period.³⁷ For FY 2009/10, the BWDB is developing a request for \$3.2 million, which is estimated to double the service capacity from the current year.³⁸

Efforts by Other Organizations to Address the Shuttle Gap

BWDB staff report that other public organizations are contributing to the efforts to address the shuttle gap.

In 2007, Space Florida provided a \$15,000 grant to BWDB to conduct the initial analysis of the Space Shuttle retirement implications with respect to the aerospace industry workforce.³⁹ In February 2008, Space Florida provided a \$250,000 grant to the BWDB to begin providing Workforce services in Brevard County to aerospace

³⁴ The educational skills development element is funded by a portion of an Economic Development Administration (EDA) grant of \$500,000 provided to BWDB by the U.S. Commerce Department.

³⁵ The training element is funded by \$700,000 from the state appropriation, and an additional \$350,000 in WIA funds, for a per-worker cost of \$3,000.

³⁶ The workforce services element is funded by \$375,000 from the state appropriation.

³⁷ Adapted from materials provided by the BWDB (on file with the committee).

³⁸ Lisa Rice, September 4, 2008.

³⁹ This analysis was completed in August 2007. See Brevard Workforce Development Board, Inc., “Aerospace Workforce Outlook Report,” August 2007.

workers. In addition, to the extent that Space Florida is successful in developing commercial launch infrastructure, and recruiting the industry to use these facilities, they will make a major contribution to alleviating the displacement of aerospace workers during the shuttle gap.

Likewise, to the extent that Enterprise Florida, Inc., and the regional economic development entities are successful in their efforts to attract new industry to the region, they will complement the retention and retraining efforts of the BWDB.

The National Aeronautics and Space Administration (NASA) has also been a partner with the BWDB in their efforts to address the shuttle gap. Pursuant to the Space Act Agreement between NASA and the BWDB, the *Job Link Express!* is allowed access to the Kennedy Space Center grounds to provide one-stop services to KSC employees.⁴⁰ At no cost to BWDB, NASA has also provided space to the BWDB for their satellite office at the Kennedy Space Center. In addition, NASA has an ex officio member on the BWDB.

NASA's interest in retention and retraining the shuttle-related industry workforce is identified in NASA's "Workforce Transition Strategy" report, issued in March, 2008.⁴¹ From the goals specified in the report, NASA has created three specific workforce objectives:

- Retain the skills for Space Shuttle operations to safely execute the remaining Space Shuttle missions;
- Manage the transition of appropriate Space Shuttle workforce into Constellation development; and
- Retain the skills after Shuttle retirement needed to safely prepare for and execute the Constellation Initial Operational Capability in 2015 and flight operations beyond.

As identified earlier in this Issue Brief, BWDB estimates that one-third of the Florida Shuttle-related Workforce will need skills upgrades to prepare them for the next generation space programs, to include NASA's Constellation program.

Summary

The 24 RWBs in Florida implement the policies developed by WFI, consistent with the minimum requirements and parameters set by the US Department of Labor and federal law. RWB programs and services, both federally required and locally initiated, are provided through the 86 "One-Stop" Centers in the 24 regions.

In response to the anticipated shuttle gap in the U.S. Space Program, in 2008 the Florida Legislature provided \$1.25 million through AWI to the Brevard Workforce Development Board for services focused on retention and retraining of personnel employed in the space industry.

The BWDB's plan for using these funds provides communication, assessment, educational skills development, training, and workforce support services to the affected aerospace workers and local industries. The scope of services is more comprehensive than the standard services offered through One-Stop centers throughout the state, and reaches beyond the clients historically served by One-Stop Centers. In addition, these targeted training services exceed the statewide average of the cost per participant for training services provided to dislocated workers through the One-Stop Centers.

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⁴⁰ The BWDB *Job Link Express!* is a mobile one stop center that provides assessments, career development coaching, and access to training.

⁴¹ NASA Workforce Transition Strategy initial report to Congress, March 2008, p.9.
http://www.nasa.gov/mission_pages/transition/home/initial_strategy_report.html