



# The Florida Senate

*Interim Project Report 98-09*

*February 1999*

Committee on Commerce and Economic Opportunities

Senator George Kirkpatrick, Chairman

## AN EFFECTIVENESS REVIEW OF FLORIDA'S JOB TRAINING PROGRAMS

### SUMMARY

In 1997, the Legislature authorized the Office of Tourism, Trade, and Economic Development (OTTED) and the Workforce Development Board of Enterprise Florida, Inc., (EFI) to administer separate pilot job training grant programs. The OTTED program provided for four matching grants of \$500,000 each, utilizing general revenue funds; the EFI program provided for at least three grants of up to \$500,000 each, utilizing Title III funds under the federal Job Training Partnership Act (JTPA). In prescribing the conditions under both programs, the Legislature placed emphasis on training Work and Gain Economic Self-sufficiency (WAGES) participants, but it did not restrict the programs solely to WAGES participants.

The seven pilot projects that were funded produced mixed results. Identifiable benefits included the development of training curriculums capable of replication, the forging of relationships between industry and state and local workforce development partners, and the training of about 900 individuals in total. However, the results for five of the seven projects, when measured in terms of the number of individuals who enrolled in and completed training, were below those envisioned at the outset. For three of the projects, those results were significantly lower. In addition, several grant recipients experienced difficulty in recruiting eligible WAGES participants.

A number of factors may have contributed to the fact that fewer individuals than originally anticipated were trained, including: potential incompatibility between the JTPA Title III funding source and the targeted WAGES population, difficulty in recruiting and certifying potential trainees through the state's workforce development and WAGES infrastructure, time constraints in designing and implementing pilot training activities, and a smaller pool of prospective trainees due to low unemployment rates in key areas.

### BACKGROUND

In the wake of the 1996 reforms to the state welfare system, which accentuated the importance of job creation, the Florida Senate in 1997 commenced a two-year "Job Opportunities and Business Stimulus" (JOBS) initiative. As part of the effort, a wide variety of business leaders testified before the Senate's various committees in February and October 1997, and offered insights on actions state government could take to foster a business environment conducive to economic growth. One of the messages delivered by some members of the business community was that employers were frequently experiencing difficulty in finding qualified workers to fill job vacancies and that training initiatives were needed to meet specific employment demands in certain industries.

### OTTED-Awarded Job Training Grants

During the 1997 Regular Session, the Legislature authorized the Office of Tourism, Trade, and Economic Development (OTTED) to award not more than four pilot, matching job training grants designed to encourage innovative, cost-efficient, and performance-based training proposals -- with particular emphasis on training opportunities related to the Work and Gain Economic Self-sufficiency (WAGES) Program. (See s. 8, ch. 97-278, L.O.F.)

Codified in s. 288.90152, F.S., the authorizing language specified that funding proposals could be submitted by a private business, an educational institution, a not-for-profit corporation, a local or regional economic development council, or other organization, or jointly by a combination of such entities (s. 288.90152(1), F.S.). Funding priority was to be given to proposals submitted on behalf of a coalition of businesses, but program funds could not be used to subsidize the ongoing staff development of a business or industry. OTTED was authorized to award no more than four grants in a single fiscal year. Each grant was not to exceed \$500,000 and

was to be matched on a one-for-one basis by non-state dollars. (The statute did not specify whether the term “non-state dollars” referred to cash or in-kind contributions. The projects ultimately featured a mixture of in-kind and cash matching contributions.)

The statute specified that the following criteria be used in evaluating applications for funding:

- The number of people to be trained.
- The estimated number of jobs that will be created as a result of the training.
- The extent to which the proposed training is not available through other sources, or improves upon training currently available through other sources.
- The forecasts of employment demand for the occupation to which the training will apply.
- The commitment of the applicant to hire or secure employment for WAGES Program participants.
- The qualifications of the proposed training provider (s. 288.90152(2), F.S.).

The sum of \$2 million in general revenue was designated for this grant program in the Fiscal Year 1997-98 General Appropriations Act (GAA). Proviso language designated one of the \$500,000 OTTED grants for a seaport employment training program as amended by ch. 97-278, L.O.F. (*Conference Report on Senate Bill 2400: General Appropriations for Fiscal Year 1997-98*, Florida Legislature, pp. 321-22.)

OTTED received six proposals in response to a request for proposals to be submitted by September 30, 1997. Ultimately four grants were awarded, with two of the proposals being combined and one proposal not receiving funding. The OTTED grant recipients were:

- Florida Center for Manufacturing Excellence, providing manufacturing skills training and employment.
- SER/Jobs for Progress, providing travel and tourism industry training and employment.
- Tallahassee Community College, providing historic preservation and restoration training and employment.
- Seaport Training and Employment Program, providing seaport and maritime skills training and employment.

### **EFI-Awarded Job Training Grants**

The FY 97-98 GAA also provided authority for the workforce development unit of Enterprise Florida, Inc.,

(EFI) to conduct a similar job training demonstration program for dislocated workers using federal funds under Title III of the Job Training Partnership Act (JTPA). The proviso language called for at least three “geographically dispersed private demonstration programs for applied basic and work skills job training.” (*Conference Report on Senate Bill 2400: General Appropriations for Fiscal Year 1997-98*, Florida Legislature, pp. 321-22.) In addition, the GAA specified that the training should be in the areas of:

- retraining employees who are displaced by contracting or obsolete industries in order to help them move from one industry to another;
- training individuals for specific industries, such as seaports and construction or other related industries that support international trade; or
- training employees for industries that are expanding their employment base in Florida (*id.* at p. 322.).

In prescribing the program, the Legislature also emphasized effective management and supervision of trainees, the transportability of curriculum by geographic region, the use of applied technologies such as computer-based applications, and the ability to train the largest number of employees within the shortest period of time during the 1997-98 fiscal year. Individuals affected by the WAGES Program were to receive special preferences for training.

Title III of the JTPA, which was the funding source for the EFI-awarded grants, is also known as the Economically Dislocated Worker Adjustment Act (EDWAA). Under this federal law, participation is limited to eligible dislocated workers, who are defined as individuals who:

- have been terminated or laid off or who have received a notice of termination or layoff from employment, are eligible for or have exhausted their entitlement to unemployment compensation, and are unlikely to return to their previous industry or occupation;
- have been terminated or have received a notice of termination of employment, as a result of any permanent closure of or any substantial layoff at a plant, facility, or enterprise;
- are long-term unemployed and have limited opportunities for employment or re-employment in the same or a similar occupation in the area in which such individuals reside, including older individuals who may have substantial barriers to employment by reason of age; or

- were self-employed and are unemployed as a result of general economic conditions in the community in which they reside or because of natural disasters.

EFI received approximately 12 proposals in response to a request for proposals to be submitted by August 29, 1997. Three projects were ultimately recommended and approved for funding:

- Jacksonville Career Training Center (formerly ITT Federal Services Corp.), providing business services skills training and employment.
- Florida Restaurant Association, providing food industry training and employment.
- Greater Tampa Chamber of Commerce (in cooperation with the Hillsborough County School Board), providing customer service and hospitality training and employment.

## METHODOLOGY

The principal methodological tool employed in this interim project was a survey sent to the organizations receiving grants under the two programs. Among other questions, the survey enlisted data on the numbers of individuals who enrolled in training, who completed training, and who were placed in employment related to the training. The survey also solicited input from the grant recipients on barriers impeding the effectiveness of their grants. In addition, interviews were conducted with representatives of OTTED and EFI as administrators of the grant programs in order to obtain feedback on perceived strengths and weaknesses of the overall programs, as well as on the performance of the seven grant recipients.

## FINDINGS

### Scope and Nature of the Findings

Because information useful in the evaluation process is still outstanding, the findings in this report are preliminary in nature. The grant periods under the contracts entered into between OTTED and four of the grant recipients had ending dates ranging from mid-November to mid-December 1998, and in some cases training or placement efforts were still being concluded at the time grant recipients were surveyed. In addition, under the terms of the contracts, each of the OTTED grant recipients has up to three months after the conclusion of the grant period to submit a final project performance report. Further, each OTTED grant recipient must submit an independent audit report within

120 days after completion of the expenditure of grant funds or after the grantee's fiscal year, if the grant is included in the grantee's annual fiscal year audit.

The grant periods under the three EFI contracts ended on June 30, 1998, although some placement activities continued briefly into the 1998-99 fiscal year. EFI, however, plans to monitor over the next several months whether individuals who completed training secured employment related to the training and retained those positions. Such data will be an important component in the ultimate evaluation of the effectiveness of the training efforts under the grant program administered by EFI.

Following, therefore, are initial performance profiles based on information available to date on the four OTTED-awarded and three EFI-awarded grant recipients.

### OTTED-Awarded Job Training Grants

- *Florida Center for Manufacturing Excellence (FCME)*: This project, marketed under the name CareerWorks, featured the provision of manufacturing technology skills training in Manatee, Sarasota, and Taylor counties through a partnership among businesses, three county technical centers, and a community college. Three training sessions were provided in the urban region, and two training sessions were provided in the rural region. Each session was 10 weeks in duration and included craft training, forklift operator training, federal Occupational Safety and Health Administration (OSHA) safety training, and employability skills training.

Craft training courses offered in the urban region included: soldering and electronics assembly, welding, machinist helper, industrial mechanic helper, electrician's helper, warehouse operations clerk, entry-level hydraulics, air conditioning duct installer, and marine fabrication. Craft training courses offered in the rural region included: industrial machine, industrial machine maintenance assistance, machinist helper, rough carpenter, welder helper, automotive lube technician, and electronics assembler.

FCME received \$464,679 of the \$500,000 originally approved by OTTED. In its survey response, FCME reported that during the grant period approximately 157 individuals, of 229 enrollees, completed training, for a cost per completer of about \$2,960. (The cost per enrollee was \$2,029.) Of the completers, 143 secured training-related employment, at an average initial wage of \$7.50 to \$10 per hour, FCME stated. At the outset, FCME estimated it would graduate and place 150

students. FCME reported that 14 WAGES program clients participated in the training program, and it estimated that additional trainees may have qualified for WAGES participation but elected not to or were unaware of such benefits.

- *SER/Jobs for Progress, Inc. (SER)*: This project featured the provision of travel and tourism industry skills training in Dade and Broward counties. The SER proposal called for the training of 120 participants in travel and tourism business operations, management, and entrepreneurial skills (40 in Broward County and 80 in Dade County), with the goal of preparing individuals who become tourism and travel reservationists to potentially become business owners once sufficient experience is gained. Initial employment associated with this training was oriented toward airlines, cruise lines, rental car companies, attractions, and similar businesses related to tourism and travel. The proposal also called for the training of 26 participants in customer service, with an orientation toward employment in hotels, restaurants, attractions, and other tourism-related businesses. Four business operations classes were offered in Dade County, and two were offered in Broward County. One customer service class was offered.

The business operations and management curriculum, which was designed to be 400 hours, included training in reservations software, domestic and international ticketing, invoicing and itinerary preparation, sales and customer service, business planning, and tour planning, among other topics. The customer service curriculum, which was designed to be approximately 150 to 175 hours, included training in attire, conducting a job search, interviewing, and loss prevention, among other topics.

SER received \$468,665 of the \$500,000 originally approved by OTTED. In its survey response, SER reported that 99 individuals, of 112 enrollees, completed the business operations and management training, while 10 individuals, of 18 enrollees, completed the customer service training. SER reported a total of 109 completers, for a cost per completer of approximately \$4,300. (The cost per enrollee was \$3,605.) SER reported that 81 of the individuals who completed the operations and management training secured positions in fields related to the training, while all 10 of the individuals who completed the customer service training secured positions. The starting wages ranged from \$7.50 to \$16.43 per hour. SER reported that eight WAGES

program participants were among the individuals who completed the training.

- *Tallahassee Community College (TCC)*: This project featured preservation skills training in three primary areas: masonry, carpentry, and painting and finishing. The project included classroom sessions as well as hands-on work on historic buildings at the Pensacola Naval Air Station. Three sessions were offered over a 36-week period, with the program structured in such a way that a student could enroll in up to three consecutive 12-week sessions, in order to receive advanced levels of training in a particular subject. The program also secured approval from the City and Guilds of London Institute to become a City and Guilds center. Under the agreement, a student could be assessed at the end of the second session for a City and Guilds Certificate of Unit Credit in his or her respective area of study.

TCC received the full \$500,000 originally approved by OTTED. TCC's survey response indicates that 22 individuals, of 25 total enrollees, completed training under the project, which represents an average cost per completer of \$22,727. (In one survey answer, TCC responded that 25 individuals actually completed training; however, disaggregated data provided on the trainees indicates that three trainees dropped out of the one session of training in which they respectively enrolled. If 25 individuals did complete training, the cost per trainee would be \$20,000.) The trainees completed a total of 36 courses of study, because some students completed multiple sessions in a particular subject, while other students completed one session. Consequently, some students received more advanced or extensive levels of training than others. The project proposal estimated that 60 students would be trained, which would have represented an average cost per trainee of \$8,333. TCC reports that, although several of the individuals who enrolled in training were economically disadvantaged and may have qualified for WAGES, none were technically WAGES participants. TCC reported that about five students were pursuing self-employment/entrepreneurial activities related to the training, while about four students secured jobs related to the training.

- *Seaport Training and Employment Program, Inc. (STEP)*: Proviso language in the FY 1997-98 GAA specified that one of the four OTTED-awarded grants should be designated for a port training program as provided in substantive legislation being considered during the 1997 Regular Session. (Section 49 of ch. 97-

278, L.O.F., amended s. 311.11, F.S., the Seaport Employment Training Grant Program, to require OTTED to grant appropriated funds to the program to stimulate and support seaport training and employment programs.)

STEP is a not-for-profit corporation funded with the OTTED grant, and it features five components: 1) an Internet-based maritime employment service designed to link human resource professionals and job seekers by providing information on job openings and enabling individuals to electronically file applications; 2) a secondary schools program, which aims to develop and implement programs focusing on career exploration, education, and job training for high school students; 3) a career development program, which coordinates job fairs, symposiums, and similar events to offer adults employment and training information; 4) a minority business enterprise program, which aims to facilitate the employment and training of minorities in the international trade and maritime fields; and 5) a Targeted Jobs Training Program featuring the development of industry-driven curriculum and the coordination of entry-level training as well as upgrading of employee skills.

This report focuses on the activities of the Targeted Jobs Training Program. The program's curriculum during the grant period included training in the following subjects: reservations clerk, truck driver, private security officer, and customer service. In its survey response, STEP reported that 408 individuals, of approximately 428 enrollees, completed training, and that 393 individuals secured employment in areas related to training. At the outset, STEP estimated that 350 individuals would complete training. STEP reported that only two individuals involved in the training were WAGES Program participants.

STEP received the full \$500,000 originally approved by OTTED. Dividing this figure by the number of individuals who completed training results in an average cost per completer of approximately \$1,225. (The cost per enrollee would be \$1,168.) Targeted job training, however, was one of five component activities funded with the grant. Pending submission of a final audit, it may be possible to isolate the portion of the grant that was utilized exclusively for the job-training component and thereby calculate a more accurate cost-per-trainee figure. Preliminary estimates indicate that approximately \$125,000 was used for job training, which would represent a cost per completer of \$306 and a cost per enrollee of \$292.

## EFI-Awarded Job Training Grants

- *Jacksonville Career Training Center (CTC) (formerly ITT Federal Services Corp.):* This project featured the provision of computerized business services training designed to qualify individuals from the Jacksonville area for a cross-section of occupations. The eight-week, 280-hour curriculum included training in word processing, electronic spreadsheet, and electronic database programs popular with many businesses. Life skills training, such as interviewing and resume preparation, was also incorporated into the curriculum. Training was delivered in a simulated workplace environment. Once a trainee completed an eight-week session, no additional formal course work was required; however, completers who secured training-related employment were able to return to or call the centers for technical support.

CTC received \$333,988 of the maximum \$500,000 available under its contract with EFI. In its survey response, CTC reported that during the grant period approximately 108 individuals, of 115 enrollees, completed training, for a cost per completer of about \$3,092. (The cost per enrollee was \$2,904.) CTC's project proposal estimated 180 trainees. Of the completers, 101 secured training-related employment. EFI estimated that the average starting wage for these placements was \$9.65 per hour. CTC reported that, to its knowledge, no WAGES program participants were trained utilizing the JTPA Title III grant funds from EFI, although it noted that it is possible some clients might have been dually qualified for or receiving WAGES benefits as long-term unemployed individuals. CTC reported that all of the positions secured by completers entailed the use of computer software skills in an office environment.

- *Florida Restaurant Association (FRA):* This project featured the provision of training related to employment in the restaurant industry in the Orlando area. The curriculum included about 60 hours of classroom training, as well as some hands-on training in a commercial kitchen, provided over a four-week period. The two principal components of the training were employability skills, including self-esteem, conflict management, and workplace behavior and expectations; and concrete restaurant skills, including cooking, serving, managing, and expectations in the hospitality field. Four sessions of this training were offered between February and June 1998.

FRA received \$276,093 of the maximum \$500,000 available under its contract with EFI. In its survey

response, FRA reported that during the grant period approximately 44 individuals, of approximately 75 enrollees, completed training, for a cost per completer of about \$6,275. (The cost per enrollee was \$3,681.) Of the completers, 24 secured employment in the food-service field in Central Florida. EFI estimated that the average starting wage for these placements was \$6.09 per hour. FRA reported that all trainees were WAGES program participants. FRA’s grant proposal estimated that approximately 280 to 240 individuals, of 400 enrollees, would complete the training.

- *Greater Tampa Chamber of Commerce (in cooperation with the Hillsborough County School Board):* This project featured two alternative tracks: customer service training and hospitality training. The chamber subcontracted with the Hillsborough County School Board for provision of the training through the Brewster Technical Center and the Learey Technical Center. All students received academic upgrade assistance, GED preparation, and basic typing skills. Students selecting the customer service curriculum then engaged in an eight-week series of lessons, while students selecting the hospitality curriculum were trained using a module developed by a statewide hotel association. Elements common to both curriculums included: communication skills, phone skills, employability, diversity training, computer skills, team work, and dealing with difficult people.

According to EFI, the Tampa Chamber of Commerce utilized \$34,295 of the maximum \$352,054 available under the chamber’s contract with EFI. In its survey response, the chamber reported that 40 individuals, of approximately 43 enrollees, completed training, for a cost per completer of about \$857. (The cost per enrollee was \$798.) Of the completers, about 29 secured employment in areas related to the training, at an average starting wage of approximately \$8.96. The chamber’s grant proposal estimated that approximately 135 individuals would enroll in the training. The chamber reported that 36 of the trainees were WAGES participants.

Exhibit 1:  
Estimated Cost Per Training Completer  
(Grant Amount Divided by Number of Completers)

Grantee	Grant amt. utilized	Number of completers	Cost per completer
FCME	\$464,679	157	\$ 2,960

Grantee	Grant amt. utilized	Number of completers	Cost per completer
SER	\$468,665	109	\$ 4,300
TCC	\$500,000	22	\$22,727
STEP	\$500,000	408	\$ 1,225
CTC	\$333,988	108	\$ 3,092
FRA	\$276,093	44	\$ 6,275
Chamber	\$ 34,295	40	\$ 857

(Source: Grantee survey responses, OTTED, and EFI)

**Factors Influencing Effectiveness**

In most cases, the job training projects funded through OTTED and EFI produced results below those estimated in the project proposals, when measured in terms of the number of training enrollees and completers. For three of the projects, the numbers of completers were substantially below original estimates. In addition, the majority of individuals trained under these projects were not WAGES participants. Although each project experience was unique, survey responses and interviews with OTTED and EFI representatives reveal barriers to program effectiveness that were common to some of the projects.

- *Potential incompatibility between funding source and target WAGES population:*

The three EFI-awarded grants were funded utilizing Job Training Partnership Act (JTPA) Title III dollars. As noted in the “Background” section above, federal law prescribes that an eligible participant trained with such funds must be a *dislocated worker* who falls within one of four categories of circumstances, such as having been terminated due to a plant closing. (The OTTED-awarded grants were funded with general revenue.) At the same time, in authorizing the EFI grant program, the Florida Legislature specified that special preference for training be offered for persons affected by the WAGES Program.

In its assessment of the grant program, EFI noted a potential incompatibility between using Title III funds for those projects placing a heavy emphasis on entry-level job training for WAGES Program participants, such as the Florida Restaurant Association (FRA) project. EFI explained that most individuals who are Title III eligible have a work history and are interested in training for jobs with a pay scale higher than entry-level positions. In addition, although some WAGES

participants with a prior work history might fit within the Title III category of being long-term unemployed, other WAGES participants who may be entering the workforce for the first time are not likely to qualify under Title III.

- *Difficulties in recruiting and certifying eligible training participants:*

Some of the organizations receiving grants from OTTED and EFI reported difficulty in recruiting and certifying potential trainees through the state's workforce development and WAGES infrastructure. TCC, for example, stated that it experienced difficulty in obtaining client referrals from the WAGES coalition serving the Pensacola area because the coalition disagreed with TCC's assessment about job opportunities in the preservation area and because the coalition was oriented toward working with local education providers. As a consequence, TCC reported, more time and money than anticipated had to be spent on independent marketing and recruitment activities.

Other grant recipients indicated that, once potential candidates for training were identified, significant delays occurred in having the candidates certified as JTPA Title III eligible or WAGES eligible through the one-stop career centers or other local mechanisms. For example, under the EFI-awarded grants, individuals who responded to the advertising and marketing efforts by the grant recipients were then referred to the one-stop center for an eligibility determination. One concern expressed was that the certification process was too cumbersome -- in some cases entailing multiple appointments with JTPA case managers -- and thereby discouraged participation by potential trainees. EFI noted that in some instances individuals sent to the one-stop center by the grant recipient were ultimately re-routed by the center to an altogether different activity. In its survey response, the Jacksonville Career Training Center (CTC) recommended that qualified training providers be allowed to make eligibility determinations and be provided authority to input data into the state database used to track training activities.

EFI noted that the relative newness of the WAGES Program at the time these grants were being administered may have contributed to the difficulty in recruiting WAGES participants. In addition, EFI and one grant recipient noted that thus far the WAGES Program has placed greater emphasis on job placement than training.

- *Impact of economic conditions on interest in job training:*

A comparatively healthy economy and low unemployment rates in some markets also may have affected the ability of the grant projects to recruit trainees. With jobs plentiful in some markets, individuals may view training less favorably. The FRA, in particular, noted that a low unemployment rate in the Orlando area resulted in a far smaller pool of potential trainees than originally anticipated.

- *Time constraints in designing and implementing pilot training activities:*

Both the OTTED and EFI job training grant programs were funded through the FY 1997-98 GAA. Time periods involved in clarifying appropriations, issuing requests for proposals, reviewing grant applications, making grant awards, and executing grant contracts meant that grant recipients generally had considerably less than one year to complete their projects. Performance under the three EFI contracts ran from October 1997 through June 1998. Performance periods under the OTTED contracts varied. The seaport training grant period ran from July 1997 through November 1998, and the three remaining grants began in January or March 1998 and continued until mid-November or mid-December 1998. (Although the seaport grant period began in July 1997, the first payment under the grant did not occur until December 1997.) Particularly in the case of pilot or demonstration projects, in which curriculum and operations may be being built from the ground up, these shortened time frames may impact project effectiveness.

- *Other issues:*

One grant recipient noted that funding mechanisms for community colleges and technical centers can create an incompatibility with shorter-term training periods emphasized by private-sector employers. The Florida Center for Manufacturing Excellence (FCME) noted that, although industry maintains that a 10-week course is adequate for entry-level training into manufacturing jobs, community colleges and technical centers may view longer periods of instruction as necessary in order to satisfy vocational competencies qualifying an individual to enter an occupation linked to a vocational program. FCME said this system affected the negotiations over fee arrangements with these providers, because special fee structures and schedules had to be developed to meet the industry need for shorter training periods.

### Nature of the Contractual Relationship

One of the notable differences between the two job training initiatives was in the approaches taken toward the contractual relationship with the funding recipients. The statute authorizing the OTTED-awarded grants encouraged “the submission of innovative, cost-efficient, and performance-based training proposals” (s. 288.90152, F.S.). Although OTTED required the development of performance measures and the submission of regular performance-measure reports as a condition for payment under the contracts, payments were not explicitly linked to achievement of any particular training or placement outcomes. Two of the OTTED-awarded grant recipients received the full \$500,000. Two others ultimately agreed to a slight reduction in their final installment because project spending or achievement was lower than expected. EFI, on the other hand, executed contracts containing two sections -- one based on reimbursement and one based on performance such as placement in related work. Under these contract terms, all three of the EFI-awarded grant recipients ultimately received less than the maximum amounts available to them.

### RECOMMENDATIONS

Because submission of final performance and audit reports by recipients of OTTED-awarded grants, as well as the development of long-term placement and retention data under the EFI-awarded grants, is pending, this report does not make recommendations with respect to whether the Legislature should provide future funding for any of the seven pilot projects.

The projects produced mixed results. Identifiable benefits included the development of training curriculums capable of replication; the forging of relationships between industry and state and local workforce development partners; and the training of about 900 individuals in total. In some cases, however, the results, when measured in terms of the number of individuals who enrolled in and completed training, were significantly below those estimated at the outset. In addition, several grant recipients reported difficulty in recruiting eligible WAGES participants. Initial review

of these projects does reveal factors the Legislature might consider if it elects to authorize similar job-training programs in the future:

- Ensure that the funding source is compatible with the population targeted for job training and compatible with the type of training to be provided. For example, if the policy goal is providing training for entry-level positions for WAGES participants, JTPA Title III may not be the most effective funding source, because Title III eligible individuals are likely to have work histories that orient them toward job opportunities with a pay scale above traditional entry-level positions. Dollars under the Temporary Assistance for Needy Families (TANF) program may be a more compatible funding source for such a goal.
- Engage local workforce development and WAGES organizations in grant development, award, and contracting processes, to help ensure that any potential difficulties in the referral and certification of eligible trainees are identified in advance. These workforce development partners could be parties to the contract between the state and the grant recipient or could enter into a memorandum of understanding with the grant recipient governing referral and eligibility-determination issues.
- Expedite activities associated with making grant awards, to the extent feasible, in order to dedicate the maximum amount of time possible in the funding period for project development and implementation by the grant recipients.
- Clarify whether the contractual relationship between the state and the funding recipient is to be payment for performance, reimbursement of costs, or an unconditional grant for a specified amount.
- When matching funds are required, specify the nature of the match envisioned -- in terms of cash versus in-kind contributions.

#### COMMITTEE(S) INVOLVED IN REPORT *(Contact first committee for more information.)*

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#### MEMBER OVERSIGHT

Senators Jim Horne and George Kirkpatrick