

Strategic Policy and Performance and Council Meeting Agenda

MAY 20, 2025 • 10:00 A.M. – 12:00 P.M., ET
MARRIOTT SANIBEL HARBOUR RESORT & SPA
MEETING ROOM: CALOSSA BALLROOM

Chair's Welcome and Remarks

Sophia Eccleston

Consent Agenda

1. February 19, 2025, Joint Council Meeting Minutes
2. Sunset Policies:
 - Statewide Workforce Development Board Policymaking Authority and Delegation
 - Contract Payment Documentation
 - Close-out of State Level Contracts/Grants
 - Accounting, Reporting, and Disposition Requirements for Property
 - Final Guidance: Prepayment of Costs
 - Final Guidance: Responsibilities Following Theft of Federal Funds

Action Items

Erin Sampson

1. State Workforce Development Board Roles and Responsibilities Policy
2. Adult and Dislocated Worker Program Design and Framework Policy
3. Reemployment Services Eligibility and Assessments Design and Framework Policy
4. On-the-Job Training Policy
5. WIOA Waiver Request

Workforce Program Development Initiatives Update

- Master Credentials List & Credential Inventory Database
- 2024-25 State-level 15% Set-aside Funding Initiatives
- Letter Grades

*Liz Glenn
Dehryl McCall
Erin Sampson
Erin Sampson*

WIOA Combined Plan Two-year Modification

*Warren Davis
Erin Sampson*

Digital Literacy Engagement

Garrick Wright

Performance Update

- **Program Performance**

Kristy Farina

Economic Research and Analysis Administrator

FloridaCommerce

- **Statewide Labor Market Update**

Jimmy Heckman

Chief, Bureau of Workforce Statistics and Economic Research

FloridaCommerce

Open Discussion/Public Comment

Chair's Closing Remarks

Sophia Eccleston



Consent Item 1

February 19, 2025, JOINT COUNCIL MEETING MINUTES

In accordance with Article VII, Section 7.3 of the approved bylaws, the corporation is required to keep correct and complete books and records of accounts and shall keep minutes on the proceedings of the board of directors.

FOR CONSIDERATION

- **Approval of February 19, 2025, Joint Council Meeting Minutes, to include any modifications or changes noted by the council.**

CareerSource Florida
Joint Strategic Policy and Performance and Finance Council Meeting Minutes
February 19, 2025

I. Call to Order

Chair of the Strategic Policy and Performance Council Sophia Eccleston called the joint Strategic Policy and Performance and Finance Council meeting to order at 10:00 a.m. on February 19, 2025.

II. Roll Call

CareerSource Florida Board Relations Director Madison Frazee conducted a roll call for each council, starting with the Strategic Policy and Performance Council. The following members were present:

Sophia Eccleston
Erik Arroyo
Bayne Beecher
Robert Doyle
Eric Hall
Casey Penn
Tim Hinson
Joe Marino
Laurie Sallarulo
Scott Singer

Frazee then moved on to call roll for the Finance Council. The following members were present:

Kevin McDonald
John Adams
Jennifer Anderson
Robert Salonen
Andrew Schmadeke
Les Sims
Meredith Stanfield

III. Consent Agenda

Chair Eccleston called for a vote to approve the Consent Agenda as presented, starting with the Finance Council to approve their meeting minutes and the financial banking account options before moving onto the Strategic Policy and Performance Council.

- 1. December 10, 2024, Finance Council Meeting Minutes**
- 2. Financial Banking Account Options**

Motion: Robert Salonen

Second: Jennifer Anderson

Chair Eccleston then moved on to the Strategic Policy and Performance Council for the rest of the consent items listed on the agenda.

3. **December 10, 2024, Strategic Policy and Performance Council Meeting Minutes**
4. **Recommendation to Sunset Three CareerSource Florida Strategic and Administrative Policies:**
 - **CareerSource Florida Strategic Policy – Performance Incentives Policy**
 - **CareerSource Florida Administrative Policy – Reemployment and Eligibility Assessment (REA) Program**
 - **CareerSource Florida Administrative Policy – Employed and Incumbent Worker Training**

Motion: Scott Singer

Second: Bayne Beecher

The consent items passed unanimously. There were no public comments.

IV. Action Items

CareerSource Florida Vice President of External Affairs and Strategic Initiatives Keri Nucatola presented the first Action Items for the Strategic Policy and Performance Councils' consideration.

1. CareerSource Florida Workforce Policy – Florida Workforce System Statewide Brand

Chair Eccleston called for a vote to approve the action item.

Motion: John Adams

Second: Casey Penn

The action item passed unanimously. There were no public comments.

CareerSource Florida Vice President of Workforce Program Development presented the last two action items for the Strategic Policy and Performance Councils' consideration.

2. CareerSource Florida Workforce Policy 088 – Performance Requirements for Local Workforce Development Boards

Chair Eccleston called for a vote to approve the action item.

Motion: Bayne Beecher

Second: Robert Doyle

The action item passed unanimously. There were no public comments.

3. CareerSource Florida Workforce Policy 100 – Work-Based Training and Work-Based Learning Opportunities

Chair Eccleston called for a vote to approve the action item.

Motion: Eric Hall

Second: Tim Hinson

The action item passed unanimously. There were no public comments.

V. CareerSource Florida Financial Operations Update

CareerSource Florida Chief Operating Officer Jason McCandless shared an update on the organization's finances. McCandless talked through the annual financial cycle and operational expenditure variances from 2024 to 2025.

VI. Workforce Program Development Initiatives Update

CareerSource Florida Director of Workforce Program Development Dehryl McCall gave an update on CareerSource Florida's workforce initiatives, starting with the Credentials Review Committee's recently approved actions involving the 2025-2026 Master Credentials List and revisions to the Framework of Quality. McCall also touched on the Credential Inventory Database before he handed it over to CareerSource Florida Director of Workforce Program Development Susan Bosse.

Bosse highlighted the 2024-2025 state-level 15% set-aside funding initiatives like Hope Florida and sector-based training before concluding the presentation.

VII. CareerSource Florida Grants Management Update

CareerSource Florida Grants Manager Malissa Counts provided updates on the allocation of CareerSource Florida's Incumbent Worker Training (IWT) Grant program as well as the Quick Response Training (QRT) Grant program.

Counts also highlighted IWT and QRT grants awarded in fiscal year 2023-2024.

VIII. Statewide Labor Market & Program Performance Update

FloridaCommerce Bureau Chief of Workforce Statistics and Economic Research Jimmy Heckman began by providing a labor market information update for the state. Heckman highlighted Florida's labor force participation rate and what factors into it, like, demographic forces, retirements, youth labor force, and more.

FloridaCommerce Economic Research and Analysis Administrator Kristy Farina wrapped up the presentation with an update on the most recent program performance for the state.

IX. Open Discussion/Public Comment

Chair Eccleston asked if any council members or members of the public wished to comment.

There was no further discussion from the councils and no public comments.

X. Chair's Closing Remarks

Chair Eccleston thanked the councils for their participation and engagement.

Chair Eccleston noted the actions of these councils are instrumental in advancing Florida's workforce system and ensuring local workforce development boards are held to the highest performance standards.

The meeting was adjourned at 11:13 a.m.

Additional meeting dialogue is recorded and available online at [this link](#).

Consent Item 2

RECOMMENDATION TO SUNSET SIX CAREERSOURCE FLORIDA POLICIES AND TECHNICAL ASSISTANCE LETTERS

The CareerSource Florida Board of Directors serves as the principal workforce policy organization for the state as described in Chapter 445.004(2), Florida Statutes. The state board establishes and directs the vision for the state workforce system. The state workforce development board may delegate the performance of any duties or the exercise of any powers to such officers and agents as the board may from time to time, designate by resolution; however federal and state law and describes what items the state workforce development board (SWDB) must review, approve, or consider, including workforce development policies.

CareerSource Florida and the Florida Department of Commerce (FloridaCommerce) reviews policies for their effectiveness and efficiency and recommend the recission of policies, as necessary. CareerSource Florida and FloridaCommerce reviewed the policies described below.

Policy 2021.06.09.A.1 - Statewide Workforce Development Board Policymaking Authority and Delegation Policy – This strategic policy created in 2021 defines the policymaking authority of CareerSource Florida and its professional team, outlining roles and responsibilities while ensuring FloridaCommerce provides guidance to local workforce development boards and other affected parties.

Revisions to CareerSource Florida Workforce Policy G1 – State Workforce Development Board Roles and Responsibilities address processes described in Policy 2021.06.09.A.1 making the Policymaking Authority and Delegation policy obsolete.

Policy 11: Contract Payments Documentation – This administrative guidance was issued by FloridaCommerce (formerly the Agency for Workforce Innovation) in May 2000 to establish minimum requirements for written local procedures governing the maintenance of backup documentation for contract payments. This 25-year-old directive issued under the Workforce Investment Act (WIA), is not relevant to the Workforce Innovation and Opportunity Act (WIOA) and is obsolete.

Policy 28: Close-out of State Level Contracts/Grants – This administrative guidance was issued by the Agency for Workforce Innovation in June 2002 to provide guidance regarding state procedures established by the SWDB concerning the closeout of state-level contracts. This guidance is specific to WIA, it is not relevant to WIOA and processes currently in place by FloridaCommerce. This 23-year-old guidance is obsolete.

Policy 99-101: Accounting, Reporting and Disposition Requirements for Property Policy – This workforce development policy was issued by the Florida Department of Labor and Security to expand procedures for the accounting, reporting and disposition requirements for tangible personal property being used in several workforce programs, prior to the implementation of WIOA. Some of the programs described no longer exist or are now operated consistent with WIOA and Florida's current Workforce Development Plan. This 26-year-old guidance is obsolete.

Final Guidance 04-043 Prepayment of Costs – This guidance paper was issued by the Agency for Workforce Innovation in July 2004 to assist regional workforce boards and other grant subrecipients to determine if the prepayment of a cost is appropriate and allowable under federal guidelines. This guidance is specific to WIA, it is not relevant to WIOA and processes currently in place by FloridaCommerce. This 21-year-old guidance is obsolete.

Final Guidance 066 - Responsibilities Following Theft of Federal Funds – This administrative guidance was issued by the Agency for Workforce Innovation in January 2009, to describe the responsibilities of Regional Workforce Boards when federal funds they receive through the Agency are misspent due to fraud or theft. This guidance is specific to WIA, it is not relevant to WIOA and processes currently in place by FloridaCommerce. This 16-year-old guidance is obsolete.

CareerSource Florida and FloridaCommerce recommend the sunset of these six (6) policies and their removal from the CareerSource Florida Policy Portfolio.

FOR CONSIDERATION

- **Approve sunset of six (6) CareerSource Florida policies and their removal from the CareerSource Florida Policy Portfolio and move this consent item forward for full board approval.**

Approved _____
Disapproved _____

Action Item 1

REVISIONS TO CAREERSOURCE FLORIDA POLICY G1: STATE WORKFORCE DEVELOPMENT BOARD ROLES AND RESPONSIBILITIES

The primary responsibilities of the State Workforce Development Board (SWDB) are set forth in [s. 445.004\(6\)\(a\)-\(i\), F.S.](#), [20 CFR 679.100](#) and [679.130](#). The SWDB is responsible for assisting the state in aligning and enhancing the capacity and performance of the workforce development system and achieving the state's strategic and operational vision and goals as outlined in the state's approved WIOA Plan.

CareerSource Florida Policy G1 – State Workforce Development Board Roles and Responsibilities (formerly Strategic Policy 2020.06.04.A.2) (2021) defined the SWDB's roles in Florida's workforce development system, ensuring alignment with strategic partners in investment, education, and economic development under federal and state guidelines. This policy is revised to better align with WIOA, the Code of Federal Regulations, and Florida Law. Revisions to the policy include clarifying the SWDB's role in the CareerSource Florida network comprised of the SWDB, the Florida Department of Commerce (FloridaCommerce), Florida's local workforce development boards (LWDBs), chief local elected officials, and local career centers.

The revised State Workforce Development Board Roles and Responsibilities Policy describes how the SWDB fulfills the following critical roles:

1. **Communicate the Vision** and goals for the state's workforce development system through its work on the State's WIOA plan, workforce policies, technical assistance, and strategic investments.
2. **Keep Florida's Workforce System Accountable** through its focus on data-driven decision making and partnership in workforce monitoring and accountability efforts.
3. **Leverage Strategic Partnerships** to cultivate local, regional, and state capacity building that increases economic opportunity.


The policy describes the role of SWDB leadership, the Credentials Review Committee (created pursuant to Section 445.004(4), F.S.), and the Florida Workforce Training Institute. This policy specifies what policies, contract templates, plans, and other items the SWDB must review, approve, or consider.

FOR CONSIDERATION

- **Approve revisions to CareerSource Florida Policy G1: State Workforce Development Board Roles and Responsibilities and move forward for full board approval.**

Attachments:

- State Workforce Development Board Roles and Responsibilities Policy Development Tracker

 Workforce Policy		G1
Title:	State Workforce Development Board Roles and Responsibilities	
Type:	Governance	
Effective:	06/04/2020	
Revised:	05/21/2025	

I. PURPOSE AND SCOPE

The state workforce development board (SWDB), known as the CareerSource Florida Board of Directors, is established pursuant to Public Law 113-128, the Workforce Innovation and Opportunity Act (WIOA), Title I, Section 101 and section 445.004, Florida Statutes (F.S.). Charged with assisting the Governor with state workforce policy and investments, the SWDB establishes and directs the vision for the state workforce system, known as the CareerSource Florida network, to align with strategic partners within workforce investment, education, and economic development systems. The SWDB has all the powers and authority not explicitly prohibited by statute which are necessary and convenient to carry out and effectuate its purposes, as determined by state and federal law and the Governor, as well as its functions, duties, and responsibilities.

The CareerSource Florida network comprises the SWDB, CareerSource, Inc. (CareerSource Florida), the Florida Department of Commerce (FloridaCommerce), Florida's local workforce development boards (LWDBs), chief local elected officials, and local career centers. FloridaCommerce serves as the administrative entity for state workforce programs in accordance with s. 20.60 and [Chapter 445, F.S.](#) CareerSource Florida works at the direction of the SWDB in consultation with FloridaCommerce as required by Chapter 445, F.S. This policy delineates the roles and responsibilities of the SWDB within the CareerSource Florida network, including consultation among the entities as set forth in law.

II. POLICIES AND PROCEDURES

Roles of the SWDB

The SWDB, consistent with [20 CFR 679.100](#), is responsible for assisting the state in aligning and enhancing the capacity and performance of the workforce development system and achieving the state's strategic and operational vision and goals as outlined in the State's

approved WIOA Plan. Consistent with state and federal laws, the SWDB fulfills the following critical roles:

1. **Communicate the Vision** and goals for the state's workforce development system through its work on the State's WIOA plan, workforce policies, technical assistance, and strategic investments.
2. **Keep Florida's Workforce System Accountable** through its focus on data-driven decision making and partnership in workforce monitoring and accountability efforts.
3. **Leverage Strategic Partnerships** to cultivate local, regional, and state capacity building that increases economic opportunity.

Primary Responsibilities of the State Workforce Development Board

The primary responsibilities of the SWDB are set forth in s. 445.004(6)(a)-(i), F.S., 20 CFR 679.100 and 679.130. The SWDB focuses on these responsibilities within its critical roles to effectively lead the vision and strategies of the state's workforce system.

1. Communicate the Vision.

Core duties associated with this role include the following:

WIOA State Plan: As directed in [s. 445.003\(2\), Florida Statutes](#), the SWDB develops, implements, and modifies the WIOA State Plan, consistent with the requirements of WIOA. As described in the WIOA State Plan, Section IV, Coordination with State Plan Programs, CareerSource Florida convenes meetings of core, required one-stop partner programs and other partners on behalf of the SWDB.

Policies, Templates, and Technical Assistance: The SWDB, develops, reviews, and revises workforce policies that provide policy directions to the LWDBs. On behalf of the SWDB, CareerSource Florida will also collaborate with FloridaCommerce in the production and review of technical assistance on the operation of federal programs and the expenditure of federal funds by the SWDB or any LWDB.

The SWDB, as the principal workforce policy organization of the state, is responsible for all policy directions to LWDBs. Consistent with [s. 20.60, F.S.](#), FloridaCommerce, Division of Workforce Services, is responsible for administering plans and policies of the SWDB.

All workforce policies that impact the strategies, operations, or funding of the SWDB, local workforce development boards, and local workforce development regions are reviewed, created and revised according to the SWDB's published Policy Development Framework. Policies are presented to the CareerSource Florida Strategic Policy and Performance Council, which may recommend or reject policies for approval, revision, or sunset. The Workforce Program Development unit of CareerSource Florida reports progress and makes recommendations to the SWDB.

The CareerSource Florida Board of Directors or the CareerSource Florida Executive Committee acting as the Board of Directors are the only entities that may approve Florida workforce development policies, by action or consent.

Additionally, the SWDB requires the use of state established templates for contracts to ensure all contract mechanisms follow certain standards established by the SWDB.

Strategic Investments: At the Governor's direction, the SWDB allocates discretionary funds to support initiatives, including training grants and set-aside, otherwise known as the Governor's Reserve Funds. These initiatives support the workforce system of the state, build on evidence-based practices to serve job seekers facing barriers to employment, meet the needs of Florida's businesses, and promote strategic and cross-sector partnerships. CareerSource Florida reports progress and makes recommendations to the SWDB.

Workforce and Economic Conditions: Analyze economic trends, projections, and comparisons that may impact workforce system strategies.

2. Keep Florida's Workforce System Accountable.

Core duties associated with this role include the following:

Ethics: As set forth in the CareerSource Florida Board of Directors Conflict of Interest Disclosure Policy, members of the SWDB are subject to the Code of Ethics for Public Officers and Employees, adopted by the Florida Legislature as Chapter 112, Part III, Florida Statutes.

Florida Workforce Network Performance: The SWDB monitors and reviews LWDB local and regional plans and performance. This includes evaluating trends in LWDB letter grades published on the [CareerSource Florida Analytics web page](#), required federal and state indicators, as well as any other indicators identified by the SWDB, to ensure workforce system accountability.

As part of their responsibility to monitor the network performance of the workforce system, CareerSource Florida and FloridaCommerce jointly review LWDB waiver requests associated with federal and state requirements and presents recommendations to the SWDB related to these requests.

Finance and Programmatic Evaluation: Establish financial and budget priorities, monitor and review resulting findings and trends. CareerSource Florida, on behalf of the SWDB also assists in the monitoring of the use of discretionary funds to support strategic initiatives, including training grants and set-aside initiatives, as described above. FloridaCommerce, as the administrative entity for WIOA Title I funds, provides fiscal and programmatic guidance to the SWDB, CareerSource Florida, and all LWDBs to hold both the state and LWDBs strictly accountable for adherence to policies and subject to regular and periodic monitoring by FloridaCommerce.

Workforce Technology and Infrastructure Support: The SWDB develops strategies and provides resources for projects designed to leverage technology, designated information systems, and innovation to strengthen effective and efficient service delivery.

3. Leverage Strategic Partnerships.

Core duties associated with this role include the following:

Strategic Outreach and Education: The SWDB designs and implements strategies to assist Floridians in all phases of career development, target underserved populations, employers in targeted industry sectors, small businesses, industry associations, education partners, and other stakeholders in connecting with employment, training, and support services available through the CareerSource Florida network.

Strategic Training: Training priorities for the CareerSource Florida Network are established

by the SWDB for SWDB members, local elected officials, LWDBs, strategic partners and CareerSource Florida team members. Additionally, CareerSource Florida, on behalf of the SWDB, collaborates in the production and review of LWDB training to ensure alignment with the strategic objectives of the SWDB.

Sharing Best Practices: The SWDB provides opportunities for the CareerSource Florida network, strategic partners, and other experts to highlight and share best practices to increase performance, alignment, and consistency through the workforce system.

4. Other SWDB Responsibilities

In accordance with the state and federal laws identified below, the SWDB, must review, approve, or consider the following:

Item	Authority
Workforce Policies	20 CFR 679.130; s. 445.004, F.S.
Contract Templates	s. 445.004, F.S.
WIOA plans, progress, reports, and modifications	20 CFR 679.130 (a) and (c); 20 CFR 676.143; 20 CFR 676.145
Strategies regarding staff training	20 CFR 679.130(c)(7)
Guidance regarding One-Stop Infrastructure Funding	20 CFR 678.705
Development of allocation formulas for the distribution of funds for employment and training activities for adults and youth workforce investment activities	20 CFR 679.130(i); s. 445.004, F.S.
Updates on state and federal performance and accountability measures for LWDBs and regional planning areas	20 CFR 679.130(d)
Development of and revisions to uniform performance accountability measures that apply across the core workforce programs in collaboration with appropriate state agencies, LWDBs, and public and private providers	20 CFR 679.130
Updates specific to the statewide workforce and labor market information system described in section 15(e) of the Wagner-Peyser Act	20 CFR 679.130(k)
Waiver requests from LWDBs regarding Individual Training Accounts	s. 45.003(3)(a)1.- .. F.S.
Identification of or adjustments to planning regions	20 CFR 679.130(c)(5)
Design or adjustments to the workforce development strategies for the state	20 CFR 679.100(d); 20 CFR 679.130 (c)(3); s. 445.004, F.S.
Master Credentials List	s. 445.004, F.S.
LWDB waiver requests for WIOA and Wagner Peyser requirements	20 CFR 679.410; 20 CFR 679.610; 20 CFR 679.620

SWDB Leadership

In accordance with s. 445.002, F.S., the SWDB is the board of directors of CareerSource Florida, Inc. The SWDB hires the President and CEO of CareerSource Florida, who serves at the pleasure of the Governor. The SWDB is chaired by a member designated by the Governor and is required by law to establish an executive committee consisting of the chair and least six additional members selected by the chair. Both the executive committee and the President/CEO of CareerSource have such authority as the SWDB delegates to them, except that the SWDB may not delegate to the executive committee authority to take action that requires approval by a majority of the entire board.

Credentials Review Committee

Pursuant to [s. 445.004\(4\), F.S.](#), the SWDB shall appoint a Credentials Review Committee (CRC) to identify nondegree credentials and degree credentials of value for approval by the SWDB and inclusion in a Master Credentials List.

The CRC acts as an advisory committee or similar group created by CareerSource Florida, Inc. The CRC, its leadership, and CareerSource Florida do not have any direct or implied authority to withhold or direct funds appropriated by the U.S. Congress or the Florida Legislature for distribution by the partner entities who make up the membership of the committee.

The CRC is governed by Florida law and a charter developed and approved by the CRC. All information pertaining to the CRC must be made available and be easily accessible to the public on all relevant state agency websites. The Workforce Program Development unit of CareerSource Florida reports progress and makes recommendations to the Reimagining Education and Career Help or REACH office within the Office of the Governor, the CRC, and the SWDB.

Florida Workforce Training Institute

The SWDB coordinates with FloridaCommerce to ensure the system of training made available to LWDBs and partners is aligned, measurable, clear, and designed to support and improve the workforce system. Consistent with this and [s. 445.008, F.S.](#), the SWDB may create the Workforce Training Institute, which shall be a comprehensive program of workforce training courses for workforce and education professionals with information on the state workforce system's responsibilities under WIOA and state law.

III. AUTHORITY

[Public Law 113-128, Workforce Innovation and Opportunity Act \(2014\)](#)

[20 CFR 676](#)

[20 CFR 678.705](#)

[20 CFR § 679.100, Subpart A – State Workforce Development Board](#)

[20 CFR 679.130](#)

[Section 14.36, Florida Statute](#)

[Section 20.60, Florida Statute](#)

IV. HISTORY

Date	Description
TBD	Revised to include terminology adjustments and structural changes that update language for clarity and consistency; reorganized sections to improve readability and coherence. Policy and legal references updated to align with current procedures, regulations, and strategic directions. Details specific to SWDB requirements consistent with relevant state and federal law added. Details added specific to SWDB requirements related to processes surrounding the Master Credentials List.
12/09/2021	Updated to reflect changes to Florida Statutes and implementation of the 2021 Reimagining Education and Career Help (REACH) Act
06/04/2020	Approved by CareerSource Florida Board of Directors.

STATE WORKFORCE DEVELOPMENT BOARD ROLES AND RESPONSIBILITIES POLICY DEVELOPMENT TRACKER

A. GENERAL INFORMATION

Policy Name:	State Workforce Development Board Roles and Responsibilities
Policy Type:	Governance
Policy Rationale:	Delineates the roles and responsibilities of the State Workforce Development Board (SWDB) within the workforce system
Date to Publish:	May 22, 2025

B. PROJECT SUMMARY

The State Workforce Development Board (SWDB) is established under the Workforce Innovation and Opportunity Act (WIOA) and Florida Statutes to assist the Governor with state workforce policy and investments. The SWDB's key roles include developing and implementing the WIOA State Plan, reviewing workforce policies, allocating discretionary funds for strategic initiatives, monitoring economic trends and workforce performance, and leveraging strategic partnerships to enhance career development and training.

The SWDB's responsibilities align with WIOA by ensuring the state's workforce development system is accountable, data-driven, and strategically aligned with economic and educational partners. The board's efforts to communicate the vision, maintain accountability, and foster strategic partnerships are consistent with WIOA's goals of creating a comprehensive, high-quality workforce development system that meets the needs of job seekers and employers.

This governance policy helps ensure the SWDB's activities support WIOA's objectives by promoting effective governance, strategic investments, and continuous improvement in workforce development, ensuring that Florida's workforce system is responsive to the evolving needs of the economy and its workforce.

C. OVERVIEW OF CHANGES

1. Terminology Adjustments and structural changes update language for clarity and consistency and reorganized sections to improve readability and coherence.
2. Policy Updates: Policy and legal references are updated to align with current procedures, regulations and strategic directions.
3. Revisions include adding details specific to State Workforce Development Board (SWDB) requirements consistent with relevant state and federal law (section 20.60, F.S., 20 CFR 679.100 and 679.130) including:
 - a. requirements specific to workforce policy development, dissemination and revision;
 - b. requirements specific to contract template development and dissemination;

- c. requirements specific to collaboration with FloridaCommerce on technical assistance, training and monitoring of LWDBs;
 - d. ethics requirements; and
 - e. other listed items the SWDB must review, approve, or consider.
- 4. Details added specific to the SWDB's requirements related to processes surrounding the Master Credential List.

E. LEGAL REFERENCES AND APPLICABLE GUIDANCE

[Public Law 113-128, Workforce Innovation and Opportunity Act \(2014\)](#)

[20 CFR 676](#)

[20 CFR 678.705](#)

[20 CFR § 679.100, Subpart A – State Workforce Development Board](#)

[20 CFR 679.130](#)

[Section 14.36, Florida Statute](#)

[Section 20.60, Florida Statute](#)

[Chapter 445, Florida Statutes](#)

[Florida Credentials Review Committee Overview of Duties](#)

Approved _____
Disapproved _____

Action Item 2

CAREERSOURCE FLORIDA WORKFORCE POLICY ADULT AND DISLOCATED WORKER PROGRAM FRAMEWORK AND DESIGN

The primary responsibilities of the State Workforce Development Board (SWDB) are described in [s. 445.004\(6\)\(a\)-\(i\), F.S.](#), [20 CFR 679.100](#) and [679.130](#). The SWDB is responsible for assisting the state in aligning and enhancing the capacity and performance of the workforce development system and achieving the state's strategic and operational vision and goals as outlined in the State's approved Workforce Innovation and Opportunity Act (WIOA) Plan. The SWDB must approve policies to be implemented by the CareerSource Florida network including those that impact local workforce development boards (LWDB).

CareerSource Florida and FloridaCommerce worked with executive directors and staff of LWDBs to develop a new policy describing LWDB requirements for the design and framework for implementing local WIOA adult and dislocated worker programs pursuant to WIOA Section 134(b)-(d). This new policy provides guidance to LWDBs consistent with WIOA, federal regulations on Adult and Dislocated Worker Activities and Training and Employment Guidance Letters on One-Stop Operations Guidance for the American Job Center Network and Guidance on Services provided through the Adult and Dislocated Worker Programs under WIOA and the Wagner-Peyser Act Employment Service.

FOR CONSIDERATION

- **Approve CareerSource Florida Policy W2 – Adult, Dislocated Worker Program Framework and Design and move policy forward for full board approval.**

Attachments:

- Adult And Dislocated Worker Program Framework and Design Policy Development Tracker



**POLICY
NUMBER
TBD**

Workforce Policy

Title:	Adult and Dislocated Worker Program Framework and Design
Policy Type	Programmatic
Program:	Workforce Innovation and Opportunity Act
Effective:	

I. PURPOSE AND SCOPE

The purpose of this policy is to provide local workforce development boards (LWDBs) the requirements for the design and framework implementing local Workforce Innovation and Opportunity Act (WIOA) adult and dislocated worker programs pursuant to WIOA Section 134(b)-(d).

II. KEY OBJECTIVES

a. Enhance Access to Career Services

- Ensure all eligible adults and dislocated workers have access to basic, individualized, and follow-up career services.
- Increase the number of participants receiving career services through the one-stop delivery system.

b. Improve Employment Outcomes

- Facilitate the placement of participants into unsubsidized employment.
- Support participants in achieving sustainable employment with competitive wages.

c. Promote Skill Development

- Provide training services that lead to recognized postsecondary credentials.
- Enhance participants' skills to meet the demands of in-demand industry sectors and occupations.

d. Strengthen Partnerships and Coordination

- Foster collaboration with required and additional partners to deliver comprehensive services.
- Coordinate with other programs, such as the WIOA Youth Program and Trade Adjustment Assistance (TAA), to maximize service delivery.

e. Ensure Compliance and Accountability

- Adhere to nondiscrimination and equal opportunity provisions.
- Maintain accurate and timely data entry into Employ Florida.

III. MEASURABLE PERFORMANCE OUTCOMES

Details specific to targets associated with performance outcomes above can be found in Florida's approved [Combined WIOA Four-year Plan](#) and in each LWDB's local negotiated performance.

Consistent with guidance in [Training and Employment Guidance Letter TEGL 04-23, Requirements for Workforce Innovation and Opportunity Act \(WIOA\) State Plans for Program Years \(PY\) 2024 – 2027](#), there is a heightened emphasis on coordination and collaboration among programs, including programs like Wagner-Peyser activities, faith-based and community-based programs, vocational rehabilitation services, and veteran services. Every effort should be made by all partners, including LWDBs, to accurately report numbers of co-enrolled participants and to eliminate or minimize barriers, which can be accomplished through strategic implementation of co-enrollment activities.

These objectives and outcomes align with the WIOA requirements and goals and will help ensure the success of the Adult and Dislocated Worker programs.

IV. BACKGROUND

WIOA embraces a vision to strengthen talent pipelines and workforce systems by providing a foundational platform which supports an integrated service delivery system and increases access to a workforce system that is universally accessible, customer-centered and employment driven.

The Adult and Dislocated Worker (ADW) programs provide training and employment services to WIOA-eligible participants. The one-stop delivery system is the basic delivery system for such services. Through this system, adults and dislocated workers can access a continuum of services that range from access to self-service information about job postings, labor market information, available training programs, etc., to occupational skills training and work-based learning opportunities for high skill, high demand jobs. LWDBs and local career centers work collaboratively with economic development, industry and business partners to determine the talent needs for the local economy, and with educational institutions, service agencies, and other workforce partners to ensure that the mix of services available to job seekers can meet

those talent needs and engage program participants in career pathways that lead to self-sufficiency.

V. POLICIES AND PROCEDURES

WIOA authorizes a continuum of career services and training services for adults and dislocated workers. Staff must assess each participant and determine the most appropriate mix of these services to offer to participants. Staff must identify the assessments to be used to determine eligibility and must ensure eligibility determination procedures are consistent with state policies. Staff may use recent (within the most recent six months) interviews, evaluations, or assessments, including those used by partner programs, when available, rather than creating a new document.

A. Career Services

As identified in 20 CFR 678.430, there are three types of career services: basic career services, individualized career services, and follow-up services. Each LWDB must ensure that career services are available in at least one physical, comprehensive career center in their local area. Career services also may be available at affiliated sites or at specialized centers.

LWDBs must ensure that adults and dislocated workers who receive services funded under WIOA are registered in Employ Florida and are eligible for either the adult or dislocated worker program prior to the provision of individualized career services, training services or follow-up services.

1. Basic Career Services¹

Basic career services are universally accessible and may be provided to individuals in the Adult, Dislocated Worker, and Wagner Peyser programs. Basic career services do not require significant staff involvement. Basic career services include:

- “Information-Only Services or Activities”, i.e. those services or activities that have readily available information that does not require an assessment by a staff member of the individual’s skills, education, or career objectives; and
- “Self-Service”, i.e. services or activities that an individual accesses independently and without the assistance of a staff member for any workforce development system program’s information and activities in either a physical location, such as a career center resource room or partner agency, or remotely via the use of electronic technologies.

Basic career services that must be made available at a minimum are:

- a) Program eligibility determinations.

¹ [20 CFR 678.430\(a\)](#)

- b) Outreach, intake (including identification through the state's Worker Profiling and Reemployment Services system of Reemployment Assistance (RA) claimants likely to exhaust benefits), and orientation to information and other services available through the one-stop delivery system. Temporary Assistance for Needy Families (TANF) program individuals must be provided with the opportunity to initiate an application for TANF assistance and non-assistance benefits and services.
- c) Initial assessment of skill levels, including literacy, numeracy, and English language proficiency, as well as aptitudes, abilities (including skills gaps), and supportive service needs.
- d) Labor exchange services, including job search and placement assistance, and, when needed by an individual, career counseling, including the provision of:
 - 1) Information on in-demand industry sectors and occupations.
 - 2) Information on nontraditional employment.
 - 3) Information from career profiles and interest inventories.
- e) Referrals to, and coordination of activities with, other programs and services.
- f) Workforce and labor market employment information, including:
 - 1) Job vacancy listings in labor market areas.
 - 2) Information on job skills necessary to obtain the vacant jobs listed.
 - 3) Information relating to local occupations in-demand; and the earnings, skill requirements, and opportunities for advancement for occupations in-demand.
- g) Provision of performance information and program cost information on eligible providers of training services by program and type of providers and workforce services by program and type of providers.
- h) Provision of information about how the local area is performing on local performance accountability measures, as well as any additional performance information relating to the area's CareerSource network.
- i) Provision of information relating to the availability of supportive services or assistance, and appropriate referrals to those services and assistance.
- j) Assistance in establishing eligibility for financial aid assistance for training and education programs not provided under WIOA.
- k) Provision of information and assistance regarding filing claims under RA programs, including meaningful assistance (which triggers WIOA participation) to individuals seeking assistance in filing a claim. "Meaningful assistance," as described in Unemployment Insurance Program Letter (UIPL) 20-15 and 20 CFR 678.430, 34 CFR 361.430, and 34 CFR 463.430, means providing assistance as follows:
 - 1) Only merit staff (State government employees) may, in person at career centers or remotely, answer questions, provide advice, or make decisions that could affect claimants' RA eligibility. However, other career center staff may assist in claims by acceptance of information from claimants.

- 2) If an individual in a career center is referred to a telephone for RA claims assistance, it must be a phone line dedicated to serving RA customers in a timely manner. Individuals must not simply be referred to a general information/dial-in line with the state RA agency contact center where the individual is placed into a phone queue along with all other claimants in the State. If the assistance is provided remotely using technology, it must be a technology that enables trained staff to provide the assistance.
- 3) The costs associated in providing meaningful assistance may be paid for by the State's RA program, the WIOA Adult or Dislocated Worker programs, Wagner-Peyser, or some combination of these programs.

See the [Employ Florida Service Code Guide for Jobseeker Services](#) for the specific service code and case note/documentation requirements for basic career services.

2. Individualized Career Services²

Individualized career services must be made available to a participant after staff determine that such services are required by the participant to retain or obtain employment. Individualized career services involve significant staff time and must be customized to each individual's need.

Individualized career services include but are not limited to:

- Comprehensive and specialized assessments of the skill levels and service needs, such as diagnostic testing and use of other assessment tools, and in-depth interviewing and evaluation.
- Development of an individual employment plan.
- Group counseling, which involves two or more participants.
- Individual counseling
- Career planning (e.g. case management, see WIOA sec. 3(8)).
- Short-term pre-vocational services, including development of learning skills, communication skills, interviewing skills, punctuality, personal maintenance skills, and professional conduct services.
- Internships and work experiences (including transitional jobs).
- Workforce preparation activities.
- Financial literacy services as described in WIOA sec. 129(b)(2)(D) and 20 CFR part 681.500.
- Out-of-area job search assistance and relocation assistance.
- English language acquisition and integrated education and training programs pursuant to 20 CFR 680.200(j).

² [20 CFR 678.430\(b\)](#)

Individualized career services trigger and extend participation. LWDBs can only record service codes for these services with the knowledge and current agreement of the participant.

See the [Employ Florida Service Code Guide for Jobseeker Services](#) for the specific service code and case note/documentation requirements for individualized career services.

a. Objective Assessment Summary

The Objective Assessment Summary (OAS), which is a documented evaluation of the academic and occupational skills, career interests, personal needs, and developmental needs of the participant, is a crucial tool that helps staff and participants make informed decisions. The OAS must include a review of prior work experience; aptitudes for both traditional and nontraditional careers; academic history; basic skills; work readiness, and barriers to employment. Staff must document any formal or informal assessment and/or testing used to gauge an individual's current knowledge, skills and abilities.

The OAS wizard in Employ Florida must be fully completed by staff for program participants. Should there be instances where the system is not available (i.e. system disruptions/outages), LWDBs may use other assessment tools, given the chosen assessment tool contains the same information as the system-generated OAS. Additionally, staff must update the system as soon as it is available but no later than 15 days from the date the service was provided.

When a participant completes the background wizard and/or resume' builder, some of the participant's information will automatically populate into the OAS. As a result, limited information will need to be inputted to complete the OAS. Staff must review the results of the OAS with the participant to make certain the information was accurately documented.

Participants enrolled in or receiving services from a partner program may already have a previously completed OAS in Employ Florida. A new OAS is not required if the OAS was completed within the last six months. If the participant has an open OAS, then staff must work with the partner program and update the OAS to incorporate new components.

b. Individual Employment Plan

The LWDB must establish an Individual Employment Plan (IEP) for each participant in the WIOA Adult and Dislocated Worker program. The provision of individualized career services must be based on the employment needs of the participant and documented in an IEP, as appropriate. The IEP is a negotiated agreement between the participant and the program detailing what the participant will do to obtain/return to employment and what the program will do to support the participant's efforts. The IEP is an ongoing strategy to identify employment goals,

achievement objectives, and an appropriate combination of services for the participant to achieve the stated employment goals. The IEP must include at least one short term goal (less than one year in duration) and one long term goal (one year or longer in duration). Staff must work with the participant to outline the steps necessary to achieve each goal. The IEP must address any barriers that may prohibit the participant from achieving the goals.

If the participant has an existing IEP in Employ Florida, staff must determine if the IEP is still active and work with the program partner who created the existing IEP to determine if the plan should be closed or will require joint coordination. An IEP that is coordinated across multiple programs requires constant communication between the career center staff and partner program staff to maximize the effectiveness of the plan and prevent the duplication of services.

The IEP must be created using the Employ Florida IEP/Service Strategy wizard. If there are instances where the system is not available (i.e. system disruptions/outages), then LWDBs may use locally created IEPs, given the document contains the same information as the system-generated IEP. Additionally, staff must update the system as soon as it is available but no later than 15 days from the date the service was provided. Instructions on how to create an IEP using the Employ Florida IEP/Service Strategy wizard are available in the Virtual OneStop® User Guide for Staff, Section 4: Individuals - Case Management. The IEP must be printed and signed by both the participant and staff. A copy of the IEP must be retained in the participant's file. Staff should provide the participant a copy of the signed IEP.

c. Statutory Priority for Adult Funds

WIOA establishes a priority requirement with respect to WIOA adult local formula funds and state-level grants when using such funds to provide individualized career services and training services, LWDBs must give priority to recipients of public assistance, low-income individuals, and individuals who are basic skills deficient (including English language learners) for individualized career services and training services. LWDBs must prioritize services to these populations at all times, regardless of the amount of funds available to provide services in the local area.

Please refer to [Administrative Policy 105 – Priority of Service](#) for the requirements for providing priority of service under WIOA.

Additionally, veterans and eligible spouses (covered persons) must receive priority of service over non-covered persons for all U.S. Department of Labor (USDOL) funded job training programs, including WIOA programs. This means that veterans and eligible spouses either receive access to a service earlier in time than a non-covered person or, if the resource is limited, the veteran or eligible spouse receives access to the service instead of or before the non-covered person. Veterans and eligible spouses who receive priority of service must meet all WIOA Adult program

eligibility requirements. Under the priority of service provisions of the Jobs for Veterans Act (38 USC 4215(a) – (b) and [20 CFR Section 1010.200](#), separating service members who, upon discharge, meet the eligibility criteria for dislocated workers must be afforded priority over non-veterans. Please see [Administrative Policy 111 – Priority of Service for Veterans and Eligible Spouses](#) for specific requirements.

d. Employment Status Clarification

Consistent with TEGL 19-16, LWDBs must develop local operating procedures for serving individuals who are underemployed³. Examples of underemployed individuals include:

- 1) Individuals employed less than full-time who are seeking full-time employment.
- 2) Individuals who are employed in a position that is inadequate with respect to their skills and training.
- 3) Individuals who are employed who meet the definition of a low-income individual as defined in WIOA section 3(36).
- 4) Individuals who are employed, but whose current job's earnings are not sufficient compared to their previous job's earnings from their previous employment.

LWDBs may provide services to a dislocated worker individual who is dislocated from a full-time job, but who has found part-time, bridge or income maintenance employment, pursuant to local policy.

e. Supportive Services and Needs-Related Payments

Supportive services are those services necessary to enable an individual to participate in career services or training services. LWDBs must engage in resource and service coordination to ensure participants receive supportive services, either as part of an IEP/ISS, through co-enrollment or thorough referral to community partners, whenever possible. Supportive services may be made available to any adult or dislocated worker participating in Title I career services or training activities who is unable to obtain supportive services through other programs providing such services. Additionally, the supportive services must be reasonable and necessary to enable the individual to participate in career services or training activities. WIOA requires that adults and dislocated worker individuals be participants to receive supportive services. Thus, LWDBs may not fund supportive services with WIOA funds as follow-up services to adult and dislocated worker participants.

³ Such individuals will only meet the WIOA priority of service for Adults if they also meet the criteria listed in subparagraph b, above.

The provision of supportive services must be documented in the participant's IEP/ISS. Additional requirements governing supportive services are prescribed in [Administrative Policy Number 109: Supportive Services and Needs-Related Payments](#).

3. Work-Based Learning and Work-Based Training

Work-based learning activities include on-the-job training, customized training, incumbent worker training, registered apprenticeships, pre-apprenticeships, transitional jobs, work experience, and internships. Of these work-based learning activities, on-the-job training, customized training, incumbent worker training, and registered apprenticeships are also considered work-based training.

The following work-based learning activities are considered individualized career services under WIOA: work experience and internships, transitional jobs, and pre-apprenticeship programs. See [Workforce Policy Number 100: Work-Based Training and Work-Based Learning Opportunities](#) for details and requirements on this topic.

LWDBs and local workforce development regions must align local strategies and policies for training with WIOA, Florida Law, and the state workforce development plan and should leverage all allowable work-based training and other work-based learning opportunities

B. Training Services

LWDB staff, after conducting an interview, an evaluation, or assessment, and career planning, may provide training services to adult and dislocated worker participants, who:

- 1) Are unlikely or unable to obtain or retain employment that leads to economic self-sufficiency or wages comparable to or higher than wages from previous employment through career services alone, are in need of training services to obtain or retain employment that leads to economic self-sufficiency or wages comparable to or higher than wages from previous employment and have the skills and qualifications to successfully participate in the selected program of training services;
- 2) Are unable to obtain grant assistance from other sources to pay the costs of such training, including such sources as State-funded training funds or Federal Pell Grants established under Title IV of the Higher Education Act of 1965, or requires WIOA assistance in addition to other sources of grant assistance, including Federal Pell Grants⁴;
- 3) Are members of a worker group covered under a petition filed for TAA and is awaiting a determination. If the petition is certified, the worker may then transition to TAA approved training. If the petition is denied, the worker will continue training under WIOA;

⁴ [20 CFR 680.230](#) and WIOA sec. 134(c)(3)(B) contain provisions relating to fund coordination

- 4) Are determined eligible in accordance with the adult statutory priority, if training services are provided through the WIOA Adult local formula funding stream; and
- 5) Selected a program of training services that is directly linked to the employment opportunities in the local area, or in another area to which the individual is willing to commute or relocate.

Training services must be documented in the IEP. Additionally, training services, when determined appropriate, must be funded either through an Individual Training Account (ITA) or through a training contract. Except in certain instances listed in WIOA sec. 122(h) and 20 CFR 680.320, training services must be provided by an Eligible Training Provider (ETP) in accordance with WIOA sec. 122(d). Section 445.003(3)(a)(1), F.S. requires that a minimum of 50 percent of the Adult and Dislocated Worker formula funds expended annually must be used to provide training services, but LWDBs are allowed an automatic waiver which may reduce this to 30 percent. The waiver process is detailed in [Administrative Policy 074 Individual Training Account Expenditure Requirements and Waiver Request Process](#).

LWDBs must use the standardized contract template approved by CareerSource Florida and distributed to LWDBs by FloridaCommerce. Using the template ensures consistency and compliance with organizational standards across the network and is supportive of employer engagement across the system. LWDBs may not alter or amend the language in the template. Any supplemental agreement language required to be added by the LWDB or training provider may be accomplished through a locally created addendum to the agreement. Any such addendums will be subject to compliance monitoring. Failure to use the approved template may result in required corrective action.

C. Follow-up Services⁵

Follow-up services must be made available, as determined appropriate by the LWDB, to adults and dislocated worker⁶ participants who are placed in unsubsidized employment, for up to 12 months after the first day of employment. Follow-up services cannot be given to participants, as follow-up services are only available to individuals who are no longer participating in a WIOA program. Conversely, follow-up services do not extend the date of exit in performance reporting. Follow-up services for Adult and Dislocated Worker participants may begin immediately following placement into unsubsidized employment if it is expected that the participant will not receive any future services.⁷ To ensure participants receive the full benefit of follow-up services, LWDBs must begin follow-up services within the first quarter after exit, or as soon as the information is received.

⁵ [20 CFR 678.430\(c\)](#)

⁶ For the title I Adult and Dislocated Worker programs, only participants may receive supportive services.

⁷ [TEGL 10-16. Change 3](#)

The types of follow-up services provided, and the duration of services must be determined based on the needs of the individual. Follow-up services must include more than an attempted contact, or a contact made to secure documentation for reporting a performance outcome. Follow-up services must be documented as one of the services listed as an “F” code in the [Employ Florida Service Code Guide for Jobseeker Services](#).

Staff must enter a case note when follow-up services are refused by a participant or the participant cannot be located. Additionally, follow-up attempts must be documented in a case note.

See the [Employ Florida Service Code Guide for Jobseeker Services](#) for the specific service code and case note/documentation requirements for follow-up services.

D. Nondiscrimination

Section 188 of WIOA prohibits discrimination against individuals who apply to, participate in, work for, or come into contact with programs and activities that receive financial assistance under Title I of WIOA. This includes programs and activities operated by one-stop partners (both required and additional partners) to the extent that these programs and activities are being conducted as part of the one-stop delivery system. It prohibits discrimination on the basis of race, color, religion, sex, national origin, age, disability, political affiliation or belief and, for WIOA beneficiaries, applicants, and participants only, an individual's citizenship⁸ status or participation in a WIOA Title I-financially assisted program or activity.

E. Co-Enrollment

Co-enrolling WIOA participants in multiple core programs aims to provide comprehensive support by leveraging resources and services from different programs to better meet the needs of individuals seeking employment and training assistance. Co-enrollment allows participants to benefit from the combined strengths of these programs, such as receiving both job training and educational services simultaneously. This integrated approach helps improve employment outcomes and ensures that participants receive a more holistic set of services tailored to their specific needs.

Consistent with WIOA Section 108 related to local plans [and 20 CFR 679.560\(2\)](#), local plans should describe how the LWDB works with entities carrying out core programs to facilitate the development of career pathways and co-enrollment, as appropriate, and must include strategies designed to leverage resources from all partners including partner agencies, for participants who may be eligible for co-enrollment (including youth, individuals with disabilities, trade-certified workers, veteran services, etc.). In these efforts, LWDBs should also be guided by other relevant policies and technical guidance such as the approaches and objectives outlined in [CareerSource Florida Policy 2021.12.09.A.1 – Comprehensive Employment, Education, and Training Strategy](#).

⁸ <https://www.ecfr.gov/current/title-29/section-38.11>

These strategies must be written and placed in each LWDB's four-year plan and reflected in its local operating policies. These strategies must also be designed in ways to assist the state in meeting or exceeding the goals and targets identified in Florida's approved WIOA State Plan.

1. Coordination with the WIOA Youth Program

Individuals aged 18-24 may be eligible for both the WIOA Youth and Adult programs and can be co-enrolled in the two programs. The LWDB must develop a strategy to coordinate the adult and dislocated worker programs with the youth program to maximize flexibility and service delivery to eligible populations. Such determinations regarding the appropriate program for the participant must be based on the service needs of the participant and if the participant is career-ready based on an assessment of his/her occupational skills, prior work experience, employability, and the participant's needs.

Staff must determine, for these individuals, the appropriate level and balance of services under the Youth and Adult programs. An important difference to note here is that while receiving an assessment from the Adult, Dislocated Worker, or ES programs does trigger participation and inclusion in the performance accountability calculations for those programs, an objective assessment carried out under WIOA sec. 129(c)(1)(A) does not trigger participation in the Youth program. Staff must identify and track the funding streams which pay the costs of services provided to individuals who are participating in Youth and Adult programs concurrently and ensure no duplication of services. Some examples where enhanced coordination could take place include:

- Referring individuals aged 18–24 to the Title I Youth program if they need more intensive support around specific program elements described under WIOA sec. 129(c)(2).
- Utilizing WIOA Adult formula program funded ITAs as part of a career pathway strategy for Youth program participants co-enrolled as adults or dislocated workers.
- Utilizing work-based training opportunities for Youth program participants co-enrolled as adults or dislocated workers, as identified in their Individual Service Strategy (ISS) as part of a career pathway.
- Career pathway planning.

Note: Staff for the Adult and Dislocated Worker programs should also determine the benefit of co-enrollment in the Adult Education and Family Literacy Act and the Vocational Rehabilitation programs.

2. Coordination with Trade Adjustment Assistance (TAA)

Consistent with guidance issued in TEGL 13-21, LWDBs are to continue serving trade-effective workers from groups certified prior to July 1, 2022. These individuals may also be eligible for Dislocated Workers. See [Administrative Policy Number 116: Trade Adjustment Assistance and Workforce Innovation and Opportunity Act Dislocated Worker Co-enrollment](#) for details and requirements on this topic.

3. Coordination with Reemployment Services and Eligibility Assessment (RESEA)

Reemployment Services and Eligibility Assessment (RESEA) program participants who are deemed unlikely to return to a previous industry or occupation indicated as declining are also qualified to receive WIOA Dislocated Worker (DW) services.

F. Timely and Accurate Data Entry into Employ Florida

FloridaCommerce is required to submit data quarterly to the USDOL, for individual records that include demographic information, information on services received and outcomes for each reportable individual and program participant. Failure to enter data timely into Employ Florida may result in decreased performance for a local area.

LWDBs must ensure staff enter all information related to services provided to individuals and activities completed by WIOA participants in a timely manner. A best practice would be to enter the information on the same day a service is provided; however, all information and corresponding service codes must be entered into Employ Florida no later than the 15th day after a service is rendered.

Dates of services recorded in Employ Florida must reflect the date of actual service. Service codes recorded in Employ Florida must align with the services defined in the [Employ Florida Service Code Guide for Jobseeker Services](#).

G. Local Operating Procedures

Local Operating Procedures (LOP) help local areas further define and clarify how programs will be operated locally and are unique to each LWDB. Each LWDB must develop LOPs that align to state and federal requirements to establish the local requirements for adult, dislocated worker, and youth programs. LOPs must be publicly posted and are subject to random monitoring and audits.

At a minimum, LOPs must:

1. Establish standardized procedures to identify appropriate assessments to be used to determine appropriate services that should be offered to customers.
2. Define underemployment for both the adult and dislocated worker programs.
3. Define how the LWDB will serve individuals that are underemployed.
4. Describe how the LWDB works with entities carrying out core programs to facilitate the development of career pathways and co-enrollment, including strategies designed to leverage resources for participants who may be eligible for co-enrollment.

VI. IMPLEMENTATION

FloridaCommerce will monitor the requirements outlined in this policy and local operating procedures. Additionally, LWDBs must establish local monitoring policies and procedures that include local monitoring procedures for implementation of this policy.

VII. AUTHORITY

[WIOA, Public Law 113-128](#)

[20 Code of Federal Regulations \(CFR\) Section 680](#)

29 CFR Parts [31](#) and [38](#)

[TEGL 10-16, Change 3 Attachment 7, Table A](#)

[Training and Employment Guidance Letter \(TEGL\) 16-16, One-Stop Operations Guidance for the American Job Center Network](#)

[Training and Employment Guidance Letter \(TEGL\) No. 19-16, Guidance on Services provided through the Adult and Dislocated Worker Programs under the Workforce Innovation and Opportunity Act \(WIOA\) and the Wagner-Peyser Act Employment Service \(ES\), as amended by title III of WIOA, and for Implementation of the WIOA Final Rules](#)

[Training and Employment Notice \(TEN\) No. 13-24, Updated Promising Practices in Achieving Nondiscrimination and Equal Opportunity: A Section 188 Disability Reference Guide](#)

[Training and Employment Guidance Letter \(TEGL\) 07-20, Effective Implementation of Priority of Service Provisions for Most in Need Individuals in the Workforce Innovation and Opportunity Act \(WIOA\) Adult Program](#)

ADULT AND DISLOCATED WORKER PROGRAM FRAMEWORK AND DESIGN POLICY DEVELOPMENT TRACKER

A. GENERAL INFORMATION

Policy Name: Workforce Policy - Adult and Dislocated Worker Program Framework and Design
Policy Type: Programmatic – WIOA
Policy Rationale: New policy provides programmatic guidance to LWDBs
Date to publish: May 23, 2025

B. PROJECT SUMMARY

This policy provides local workforce development boards (LWDBs) requirements for the design and framework implementing a local Workforce Innovation and Opportunity Act (WIOA) adult and dislocated worker programs pursuant to WIOA Sections 134(b), (c) and (d). This new policy provides guidance to LWDBs consistent with WIOA, federal regulations on Adult and Dislocated Worker Activities and Training and Employment Guidance Letters on One-Stop Operations Guidance for the American Job Center Network and Guidance on Services provided through the Adult and Dislocated Worker Programs under WIOA and the Wagner-Peyser Act Employment Service.

CareerSource Florida and FloridaCommerce worked with executive directors and staff of local workforce development boards, and CareerSource Florida leadership to align the updated policy with the law, and existing policies. The policy was sent for consultation from all LWDBs.

C. OVERVIEW OF CHANGES

Substantive Change	Location	Reason
Key Objectives added	Section II. Key Objectives (Page 1-2)	Key objectives serve as guiding principles that define the strategic and operational goals of the policy. This helps ensure clarity, consistency, and effectiveness by outlining what the policy aims to achieve.
Measurable Outcomes added to include WIOA Indicators of Performance. Refers to associated outcomes in Key objectives and those performance indicators in WIOA Combined Plan.	Section III. Measurable Performance Outcomes (Page 2)	Measurable outcomes serve as key indicators of success and effectiveness allowing the SWDB, LWDBs, and stakeholders to assess whether the policy achieves its intended purpose.
LWDBs must ensure career services are available in at least one physical, comprehensive	Section V. Policies and Procedures, A. Career Services (Page 3)	These requirements are consistent with 20 CFR 678.430

<p>career center in their local area. Career services also may be available at affiliated sites or at specialized centers.</p> <p>LWDBs must ensure ADWs who receive services funded under WIOA are registered in Employ Florida and determined to be eligible for adult or dislocated worker program prior to the provision of individualized career services, training or follow-up services.</p>		
<p>Information added to define and clarify basic career services including information only services or activities.</p>	<p>Section V. Policies and Procedures, 1. Basic Career Services (Page 3-4)</p>	<p>These requirements are consistent with 20 CFR 678.430(a)</p>
<p>Information clarified about LWDB use of locally developed Individual Employment Plans (IEPs).</p> <p>When using the Employ Florida Service Strategy wizard and OAS, activity codes for such services are auto populated. Use of the wizard/OAS removes the requirement to create a case note to document the service details.</p> <p>IEPs must be created using the Employ Florida Service Strategy wizard; however, LWDBs may use a locally created IEP in the event there are system outages. Staff must transfer the information to the system generated IEP as soon as the system is available but no later than 15 days after the service is provided.</p> <p>The Employ Florida OAS must be completed.</p>	<p>Section V. Policies and Procedures, 2. Individualized Career Services, b. Individual Employment Plan (p. 7)</p>	<p>These activities are authorized in the Employ Florida Service Code Guide for Jobseeker Services.</p>
<p>Information clarified for LWDBs to apply priority to statutory groups when using statewide grant funds.</p>	<p>Section V. Policies and Procedures, 2. c. Statutory Priority for Adult Funds (Page 7)</p>	<p>Consistent with WIOA Section 134(c)(3)(E), LWDBs must apply the priority requirement with respect to WIOA adult local formula funds and state-level grants when using such funds to provide individualized career services and training services.</p>

Information about supportive services and IEP/ISS plans through co-enrollment included.	Section V. Policies and Procedures, 2. Individualized Career Services, e. Employment Status Clarification (Page 8)	Requirements governing supportive services are prescribed in CareerSource Florida Administrative Policy Number 109: Supportive Services and Needs-Related Payments.
Added link to updated Workforce Policy 100 – Work-Based Training and Work-Based Learning Opportunities	Section V. Policies and Procedures, 3. Work-Based Learning and Work-Based Training (Page 9)	Work-based learnings activities are described in detail in Workforce Policy 100 – Work-Based Training and Work-Based Learning Opportunities
Policy language updated to clarify which items are inclusive as required eligibility for training services.	Section V. Policies and Procedures B., Training Services (Page 10)	Revised for clarity, consistent with Training and Employment Guidance Letter 19-16.
Requires contracts for training to be written using the standardized contract template approved by CareerSource Florida.	Section V. Policies and Procedures, 3. Work-Based Learning and Work-Based Training, B Training Services (Pages 10)	This complies with board approved CareerSource Florida Statewide Standardization of Tools and Services Policy.
Identifies Co-enrollment strategy to provide assistance from multiple core programs and services from combined partners.	Section V. Policies and Procedures, E. Co-Enrollment (Page 11-12)	Consistent with WIOA Section 108 related to local plans, 20 CFR 679.560(2), and board approved CareerSource Florida Comprehensive Employment, Education, and Training Policy, co-enrollment is a feature of WIOA and Florida's WIOA Combined Plan.
Local Operating Procedures (LOPs) required.	Section V. Policies and Procedures, G. Local Operating Procedures (Page 13)	LOPs help local areas provide guidance for career center staff and further define and clarify how programs are operated locally.
Section VI. Implementation describes monitoring requirements.	Section VI. Implementation (Page 14)	This policy requires FloridaCommerce to monitor the requirements outlined in this policy and LOPs. LWDBs must establish local monitoring policies and procedures aligned with this policy.

D. LEGAL REFERENCES AND APPLICABLE GUIDANCE

[Public Law 113-128, Workforce Innovation and Opportunity Act \(2014\)](#)

[20 CFR 680](#), [29 CFR 31](#), [29 CFR 38](#)

[Training and Employment Guidance Letter \(TEGL\) 16-16](#)

[Training and Employment Guidance Letter \(TEGL\) No. 19-16](#)

[Chapter 445, Florida Statutes](#)

Approved _____
Disapproved _____

Action Item 3

CAREERSOURCE FLORIDA ADMINISTRATIVE POLICY REEMPLOYMENT SERVICES AND ELIGIBILITY ASSESSMENT (RESEA) PROGRAM DESIGN AND FRAMEWORK

The primary responsibilities of the State Workforce Development Board (SWDB) are described in [s. 445.004\(6\)\(a\)-\(i\), Florida Statutes](#), [20 CFR 679.100](#) and [679.130](#). The SWDB is responsible for assisting the state in aligning and enhancing the capacity and performance of the workforce development system and achieving the state's strategic and operational vision and goals as outlined in the State's approved Workforce Innovation and Opportunity Act (WIOA) Plan. The SWDB must approve policies for implementation by the CareerSource Florida network including those that impact local workforce development boards (LWDB).

The Unemployment Insurance (UI) program is a key part of the public workforce system, providing benefits to individuals who lose their jobs through no fault of their own and meet eligibility requirements. In 2005, the U.S. Department of Labor (USDOL) initiated the UI Reemployment and Eligibility Assessment (REA) pilot program to help UI claimants with reemployment and to prevent improper benefit payments. This program was replaced by the RESEA program in January 2016.

The RESEA program was permanently authorized by the Bipartisan Budget Act (BBA) of 2018, which amended the Social Security Act (SSA). The program has four main purposes:

- Improve employment outcomes for Reemployment Assistance (RA) claimants and reduce the duration of RA receipt.
- Strengthen program integrity by preventing improper RA payments.
- Align with WIOA to enhance service delivery for job seekers.
- Serve as an entry point for RA claimants into other workforce system partner programs.

CareerSource Florida and the Florida Department of Commerce (FloridaCommerce) worked with executive directors and staff of LWDBs to develop a new policy – CareerSource Florida Administrative Policy – Reemployment Services and Eligibility Program Design and Framework to provide RESEA program requirements and guidance to Local Workforce Development Boards (LWDBs) and program service providers. This policy replaces Administrative Policy 68 – Reemployment and Eligibility Assessment (REA) Program which was sunset in February 2025 by approval of the CareerSource Florida Board of Directors.

FOR CONSIDERATION

- **Approve New CareerSource Florida Administrative Policy – Reemployment Services and Eligibility Assessment (RESEA) Program Design and Framework and move policy forward for full board approval.**

Attachments:

- RESEA Program Design and Framework Administrative Policy Development Tracker



Administrative Policy

**POLICY
NUMBER
TBD**

Title:	Reemployment Services and Eligibility Assessment (RESEA) Program Design and Framework
Policy Type	Programmatic
Program:	RESEA
Effective:	TBD

I. PURPOSE AND SCOPE

The purpose of this policy is to provide the Reemployment Services and Eligibility Assessment (RESEA) program requirements and guidance to Local Workforce Development Boards (LWDBs) and program service providers.

II. KEY OBJECTIVES

- A. Identify required services that must be provided to RESEA participants by LWDB staff.
- B. Align practice with required performance metrics described in the RESEA State Plan.

III. MEASURABLE PERFORMANCE OUTCOMES

- A. [WIOA Primary Indicators of Performance](#)
- B. [LWDB Letter Grades](#)
- C. RESEA State Plan

Florida Department of Commerce (FloridaCommerce) will use data from calendar years 2024 and 2025 to establish a baseline for RESEA performance metrics. Performance

metrics will be based on RESEA appointment attendance, no-show reschedules and partner co-enrollment. Performance Outcomes for the RESEA Program are:

- A. Number of RESEA initial appointments scheduled and completed.
- B. Number of No Shows successfully rescheduled and completed.
- C. Number of customers referred to and co-enrolled in partner programs.

IV. BACKGROUND

The Unemployment Insurance (UI) program is a required partner in the public workforce system and provides unemployment benefits to individuals who have lost their employment through no fault of their own and who otherwise meet initial and continuing UI eligibility requirements. Beginning in 2005, the United States Department of Labor (USDOL), Employment and Training Administration (ETA) funded the voluntary UI Reemployment and Eligibility Assessment (REA) pilot program to address individual reemployment needs of UI claimants, and to prevent and detect improper benefit payments. RESEA replaced REA effective January 2016.

The RESEA program was permanently authorized by amendments to the Social Security Act (SSA) under the Bipartisan Budget Act (BBA) of 2018, Public Law 115-123. The RESEA provisions are contained in Section 30206 of the BBA, which enacted Section 306 of the SSA. Pursuant to Section 306 of the SSA, the RESEA program has the following four purposes:

- 1) To improve employment outcomes of Reemployment Assistance (RA) claimants and reduce the average duration of RA receipt through employment.
- 2) To strengthen program integrity and reduce improper RA payments through the detection and prevention of such payments to ineligible individuals.
- 3) To promote the alignment with the broader vision of Workforce Innovation and Opportunity Act (WIOA) of increased program integration and service delivery for job seekers, including RA claimants.
- 4) To establish RESEA as an entry point for RA claimants into other workforce system partner programs.

V. POLICIES AND PROCEDURES

LWDBs must schedule an initial RESEA appointment for all claimants selected for participation in the RESEA program. Subsequently, claimants selected for participation in the RESEA program must attend the scheduled initial appointment to avoid adverse action on their claim.

Florida's RESEA program targets services to:

- Unemployment Compensation for Ex-Service Members (UCX) and
- Claimants determined most likely to exhaust their benefits before returning to work.

Claimants are selected for RESEA through a profiling model. The profiling model is a statistical process that predicts the probability of an individual exhausting their benefits before securing employment based on the following variables:

- Separation reason,
- Primary occupation,
- Education level,
- County of residence, and
- Local unemployment rate.

Attendance is **mandatory** for claimants selected for RESEA to avoid adverse action on their claim. Failure to attend the appointment or complete the required program services will adversely affect the claimant's RA benefits, except if the participant meets one of the exemptions outlined in Section VI.A.5.c.

LWDBs must ensure that all RESEA participants have equitable access to services. This includes but is not limited to:

- Providing accessible alternatives (see section title **Service Delivery Methods**) to technological and digital tools. This includes identification and provision of logistical support needed to best serve individuals selected for RESEA participation in rural and urban communities.
- Providing reasonable accommodations, modifications, and auxiliary aids and services.
- Ensuring all communications are provided in the language the participant is most familiar with based on their selection in their profile in the state's Management Information System (MIS).

A. PROGRAM OPERATIONS

The RESEA program framework design includes the initial RESEA appointment and appropriate referrals to other programs and community resources, as needed.

1. Initial RESEA Appointment

The term "initial RESEA" means the actual meeting (appointment) between career center staff and the participant where the required RESEA services are completed.

LWDB staff must ensure the services below are provided during the initial appointment. Services must be documented in Employ Florida and comply with requirements outlined in the [Employ Florida Service Code Guide for Jobseeker Services](#). Note: The Initial RESEA Appointment is considered “complete” only after the following services have been provided and recorded in Employ Florida.

a. Orientation

The first step in the initial RESEA appointment is to complete an orientation with the participant. The orientation is a session where staff provide an overview of the programs and services available in the career center to RESEA participants. During the orientation, staff must outline requirements for RESEA program participation, and provide information about available career center services, partner programs, and community resources. The orientation session may be facilitated on an individual or a group basis. Further, the manner in which orientation may be provided includes a staff-led or self-paced presentation, pre-recorded webinar, or other comparable format(s).

b. Objective Assessment Summary

The next step is the Objective Assessment Summary (OAS), which is a documented evaluation of the academic and occupational skills, career interests, personal needs, and developmental needs of the participant. It must include a review of prior work experience; aptitudes for both traditional and nontraditional careers; academic history; basic skills; work readiness, and barriers to employment. Staff must document any formal or informal assessment and/or testing used to gauge an individual’s current knowledge, skills, and abilities.

The OAS wizard in Employ Florida must be fully completed by LWDB staff during the initial RESEA appointment. Should there be instances where the system is not available (i.e. system disruptions/outages), LWDBs may use other assessment tools, given the chosen assessment tool contains the same information as the system-generated OAS. Additionally, staff must update the system as soon as it is available but no later than 15 days from the date the service was provided.

When a participant completes the background wizard and/or résumé builder, some of the participant’s information will automatically populate into the OAS. As a result, limited information will need to be inputted to complete the OAS. Staff must review the results of the OAS with the participant.

Participants enrolled in or receiving services from a partner program may already have a previously completed the OAS in Employ Florida. A new OAS is not required if the OAS was completed within the last six months. If the

participant has an open OAS, RESEA staff must work with the partner program and update the OAS to incorporate the RESEA components.

c. Employability Development Plan

The third step is the creation of a service plan or Employability Development Plan (EDP). The information obtained from the OAS builds the foundation for creating a step-by-step guide to support the participant in returning to work as quickly as possible. The EDP is designed to help jobseekers navigate the increasingly complex steps to their next job or a better career.

The EDP must include steps the participant must take to identify and achieve education and employment goals, as appropriate. The EDP must be unique and specific to each participant and identified goals must be based on the participant's past work experience or future desired occupation. The EDP must include at least one short-term goal (0-12 months) and the accompanying objectives to complete the goal.

An effective EDP must use the S.M.A.R.T. principle to create specific, measurable, attainable, relevant, and time-bound goals and objectives, as described below:

- **Specific** goals are easy to comprehend and clearly indicate what the participant intends to do. Specific objectives are the action steps outlining exactly what the participant should do in order to achieve the goal.
- **Measurable** goals have benchmarks allowing participants to see progress towards successfully achieving the goal. Goals are measurable by establishing objectives to show progress.
- **Attainable** goals and objectives can be realistically expected to be completed within the timeframe given.
- **Relevant** goals and objectives must be relevant to what the participant is trying to achieve. A relevant goal is based on the participant's work history, education, training, special skills, interests, and aptitudes.
- **Time-bound** goals and objectives should be limited to a defined period and include a specific timeline for each step of the process.

Staff must create the EDP using the wizard in Employ Florida. Staff must print the EDP and obtain the appropriate signatures (staff and participant). A copy of the signed EDP must be provided to the participant and the original must be maintained in the participant's Employ Florida file. Should there be instances where the system is not available (i.e. system disruptions/outages), LWDBs may use locally created EDPs, given the document contains the same information as the system-generated EDP. Additionally, staff must update the

system as soon as it is available but no later than 15 days from the date the service was provided.

For EDPs created remotely, staff and the participant must sign the EDP electronically. Once signed, staff must provide a copy of the document to the participant electronically or via mail.

Additionally, the EDP must include Work Search Activities (WSA) that support the participant finding suitable employment and are documented as an objective within the participant's plan. Each participant must be assigned to complete a minimum of one specific work search activity¹. Although provision of work search activities is required, they are not considered a permissible use of RESEA grant funds; therefore, each RESEA participant must be co-enrolled in the Wagner-Peyser (WP) program during the initial appointment.

Note: A separate work search activity appointment is not required as a part of the RESEA initial appointment.

In addition, as part of the career planning process, staff are required to utilize tools that:

- Assist with demonstrating future financial impacts of the participant's change in income over time;
 - Focus on mitigating benefit cliffs for participants seeking employment that leads to self-sufficient employment; and
 - Better understand specific gaps and barriers faced by participants.
- d. The state approved tool is the Career Ladder Identifier and Financial Forecaster (CLIFF) Dashboard. The education and employment goals identified for participants must be created using information or data obtained through the administration of the CLIFF Dashboard. Usage of the tool should be tracked in Employ Florida using the service code "CLF" as defined in the Employ Florida Service Code Guide for Jobseeker Services.

e. Labor Market Information

Labor Market Information (LMI) is the specific and unique information pertaining to the socio-economic forces which can guide participants with their job search. It provides occupational staffing and hiring patterns, wage information and labor market employment data relating to local, regional, and national labor market areas.

¹ Attachment A - Menu of Possible Work Search Activities provides a list of permissible work search activities.

Labor market information must be customized to each participant and provided as a part of the initial RESEA appointment. Staff may not utilize universal or template LMI. Because the goal of LMI is to provide a general guide to jobs and the job market, staff may provide LMI as often as needed; however, staff must not duplicate previous information provided to the participant. Documentation and case note requirements must align with the Employ Florida Service Code Guide for Jobseeker Services.

f. Eligibility Review Process (ERP)

LWDB staff must conduct the Eligibility Review Process (ERP) with each RESEA participant to determine continued eligibility for reemployment assistance benefits. The ERP must be conducted on a one-on-one basis, and it includes the review of the individual's availability to work, work search activities and referral to the RA adjudication office if one or more issue or potential issue(s) is identified. FloridaCommerce created a standard ERP form that must be used by LWDBs to conduct the ERP. The ERP form will be a part of the standard notification letter each RESEA participant receives.

The notification letter informs individuals of their selection for and mandatory participation in the program. Participants must bring the completed ERP form and submit it to staff at the initial RESEA appointment. Staff must review the ERP form during the initial RESEA appointment with the participant to ensure completeness and accuracy. When issues are identified, the LWDB staff must submit the completed ERP form that identifies potential issues to: RESEA.ELGISS@commerce.fl.gov. The identified issues will be referred to the RA Adjudication team for handling. LWDB staff must upload the completed ERP form to the participant's case file in Employ Florida within one business day of the completed initial RESEA appointment.

2. Service Delivery Methods

LWDBs must make RESEA services available for participants via more than one alternative, which may include in-person, remote, virtual, telephonic, or a hybrid format using any two or more methods. For remote or virtual options, LWDBs may use person-to-person technologies such as Skype, Zoom, FaceTime, Teams or other similar applications.

These tools:

- a) enhance the participants' experience with RESEA services;
- b) complement the resources and services provided during the initial RESEA;
- c) significantly expand the number of RA claimants who can be served under the RESEA program; and
- d) significantly reduce the participant's burden and hurdles to participation.

The level and timeliness of these service delivery methods must be comparable to the in-person services.

3. Pool Management, Appointment Scheduling and Notification

LWDBs are required to manage their RESEA pool(s) each Monday morning. Staff must select a “number” or “percentage” of participants to be placed in their pool. On the following Tuesday, LWDB staff must print and mail RESEA appointment letters to all claimants selected for RESEA program participation. It is understood that these days may shift when there are office closures, system issues/changes or other actions beyond the state or LWDB’s control.

LWDBs must use the standard notification letter provided by FloridaCommerce; however, it can be appended to include specific local processes and/or information. The letters must include the date, time, manner by which services will be delivered, location of the appointment and contact information for the RESEA staff. FloridaCommerce has translated the standard letter from English to Spanish and Haitian Creole. LWDBs may print the letter based on the language selected by the RESEA participant in Employ Florida from the login page.

LWDBs must develop a process that will take place after the notification letter is mailed, but prior to the appointment, to engage participants and cause an increase in attendance and completion of the Initial RESEA Appointment. Staff should engage participants in a manner deemed appropriate as defined in the LWDB’s local operating procedures, to reiterate the mandatory participation requirements and consequences for non-participation. LWDBs are encouraged to use technological tools and resources to automate this process.

4. The Wagner-Peyser Application

The RESEA participant’s WP application must be completed prior to, or during the initial RESEA appointment. Failure to complete the application could adversely impact benefits due to the current system configuration which will not allow staff to result the participant as “Attended” until the WP application is complete.

5. RESEA Documentation Requirements

All services provided by LWDB staff during any RESEA appointment must be documented in Employ Florida. The four-pack of services (Orientation, OAS, EDP, and LMI), are automatically generated in the system’s event calendar. Once staff results the participant’s attendance, the four-pack of services will automatically attach to the participant’s service plan. LWDBs may require additional actions or services beyond the four-pack of services during the RESEA appointments. When this happens, those services must be manually attached to the event calendar by LWDB staff, and appropriate case notes must be entered in accordance with the

Employ Florida Service Code Guide for Jobseeker Services. To attach services to a case file manually, staff must:

- a. Select “Manage Activities”
- b. Select “Individual Services”
- c. Select the appropriate activity to attach

a. Resulting Attendance

RESEA appointments must be resulted to reflect the participant’s attendance or non-attendance on the appointment date. A participant’s benefits may be adversely impacted if staff does not result their non-attendance timely. Adverse impacts may include:

- 1) The participant could erroneously lose benefits.
- 2) The participant could receive a payment during the period of ineligibility, e.g., they were a no-show, but staff did not result the participant’s attendance timely, potentially creating an overpayment.

LWDB staff must document the failure of a participant to engage in or complete any of the required RESEA services in the case file.

Any participants who fail to report for their initial RESEA appointment must be resulted as a “no show.” Note: Pursuant to UIPL 08-24, Section d.ii.: An individual may not be found ineligible for RA for failure to report for any [week] time in which no RESEA services were available. FloridaCommerce is aware that certain instances may preclude services, such as a natural disaster, planned office closures, holidays, etc.

When disasters or other situations occur that are beyond the control of the LWDB, the LWDB must notify FloridaCommerce via email at RESEA@commerce.fl.gov within one business day of the occurrence. The notification must include the reason services are not available, and a date by which the LWDB expects to restart services. The LWDB must provide a list of participants affected by the lack of services so that FloridaCommerce can ensure there is not an adverse impact to benefits.

If the LWDB permanently closes or inactivates an office that usually holds RESEA services, then the LWDB must notify FloridaCommerce via the above email at least two weeks prior to the planned closure/inactivation. The LWDB must submit to FloridaCommerce a statement on how it plans to provide services to RA claimants selected for RESEA in the impacted area and explain how it will maintain its current performance.

b. Rescheduling Appointments

Participants who make a request to reschedule their initial appointment must be allowed to do so. The appointment must be rescheduled in the event calendar in Employ Florida and completed within 30 calendar days of the originally scheduled date. LWDB staff must advise participants that failure to complete the appointment within the allotted 30 days may adversely impact their benefits. LWDB staff must also advise participants that they will not be permitted to reschedule their appointment after the 30-day period has passed, unless extenuating circumstance² occur, and approval is granted by FloridaCommerce staff.

LWDBs must allow customers who receive a disqualification through the RA process to reschedule their appointment. Once those customers complete the rescheduled appointment, LWDB staff must submit an email to: RESEA@commerce.fl.gov to notify FloridaCommerce of the completion. The email must include the participant's name, state ID, date appointment was completed and notification that the participant was disqualified and rescheduled due to the disqualification.

LWDB staff must reschedule customers through the event calendar in Employ Florida. LWDB staff must enter a case note into Employ Florida to document the reason for the reschedule, and any additional details to support the rescheduling. Note: Participants may access other career services at any time, regardless to whether they complete their RESEA appointment.

c. Exemptions

If a participant fails to attend an RESEA appointment or notify the LWDB of an exemption prior to an appointment, then staff must record "no show" in Employ Florida and document the exemption in the event calendar. If an exemption is recognized after an appointment, then staff must case note the exemption. Following are exemption reasons that may be applied to RA claimants selected for RESEA:

- 1) Persons who are attached to regular jobs.
- 2) Persons who are temporarily unemployed due to lack of work and have a fixed or approximate return-to-work date within six weeks.
- 3) Persons who are non-Florida residents.

² An extenuating circumstance is an action that is beyond the participant's control, e.g. death in the immediate family, natural disaster, unexpected office closure, etc.

- 4) Persons who are in training approved by FloridaCommerce RA staff, including WIOA.
- 5) Persons who have to appear for jury duty screening and/or performing the service of jury duty, as evidenced by documentation from the court.
- 6) Persons who are union members who customarily obtain employment through a union hiring hall. The career center staff must obtain from the participant and document the union hiring hall local number.
- 7) Persons who are unemployed as a result of a temporary layoff or who are claiming benefits under an approved short-time compensation plan.
- 8) Persons who are unable to complete the online work registration due to illiteracy, physical or mental impairment, a legal prohibition from using a computer, or a language impediment. If a person is exempted from the online work registration, then the filing of his or her claim constitutes registration for work.

d. Reporting Employment

When a participant reports employment before, during or after any RESEA appointment, the LWDB must verify and record the employment in Employ Florida with the service code for Obtained Employment. LWDB staff must not require a participant who is working full time to participate in an RESEA appointment. The participant must be marked as a “no show” with reason of “employment.”

6. Integration With Other Workforce Programs

One of the statutory goals of the RESEA program is to serve as an entry point for individuals receiving RA into other workforce system partner programs. LWDBs must support this goal by ensuring that the RESEA program is integrated into the workforce system broadly to enable participants’ access to the full range of services offered through the one-stop delivery system. RESEA must supplement rather than supplant current reemployment activities provided by the workforce system.

Participants who are deemed unlikely to return to a previous industry or occupation indicated as declining are also qualified to receive WIOA Dislocated Worker (DW) services.

7. Staffing Requirement

LWDBs must use state merit staff to provide Wagner-Peyser Act Employment Service (ES) services. Employment Services include, but are not limited to:

- a. Job search assistance;

- b. Career counseling;
- c. Job listings;
- d. Job placement assistance;
- e. Reemployment assistance services;
- f. Recruitment services;
- g. Labor market information;
- h. Training referrals.

There is no merit staffing requirement for providing RESEA services. RESEA may be provided by any appropriately trained staff. The RESEA services may be delivered by qualified and trained merit staff, WIOA staff or other career center staff. However, LWDBs must ensure that staff providing RESEA services have attended and received sufficient training from RA staff before conducting the eligibility review and making referrals to RA merit staff for adjudication. Training will be provided no less than annually by FloridaCommerce, and LWDBs will receive advance notification of training dates to allow time to plan for staff attendance.

Decisions regarding RA eligibility determinations and redeterminations resulting from issues identified through RESEA participation must be made by RA merit staff only.

8. Local Operating Procedures (LOPs)

Local Operating Procedures (LOPs) help local areas further define and clarify how programs will operate locally and are unique to each LWDB and must be publicly posted. LOPs govern approaches to the implementation of the RESEA program and must specifically address the roles and responsibilities of the LWDB staff required for the successful outcome of the program. LOPs guide how LWDBs operationalize policies related to the services required for the RESEA program, and it must align with this policy. Each LWDB must develop LOPs that at a minimum:

- 1) Establish standardized procedures on the method the local area will use to conduct the initial appointment, e.g., remote, in person, telephonic, virtual, and/or hybrid. Procedures must be customer focused.
- 2) Provide comprehensive, customer-driven, and seamless services that offers services to the participants.
- 3) Establish a process to identify better strategies and practices for successful outcomes of participants.
- 4) Outline the local process for rescheduling customers who missed their initial appointment and were subsequently disqualified for benefits by RA.
- 5) Outline the strategies for programmatic implementation and usage tracking of the CLIFF Dashboard as a component of the local area's case management model. Additional guidance specific to the CLIFF Dashboard is provided in [Policy 2023.06.07.A.5](#).

VI. IMPLEMENTATION

Services and activities provided under WIOA must be monitored no less than annually for compliance with WIOA requirements by FloridaCommerce pursuant to WIOA sec. 185(c). FloridaCommerce will monitor the requirements outlined in this policy and LOPs. Additionally, LWDBs must establish local monitoring policies and procedures that include monitoring of eligibility and enrollment activities, to include the adult statutory priority to ensure that all parties are, and remain in, compliance with federal and state laws, as well as state and local policies and procedures.

LWDBs must ensure service providers agree to cooperate with monitoring requirements conducted by the state and/or LWDB and adhere to all other applicable local, state, and federal rules and regulations.

VII. DEFINITIONS

1. **No Show** – Means a participant selected for RESEA participation did not attend or reschedule their appointment.
2. **Participant** - An individual who is determined eligible to participate in the program and receives a service funded by the program in either a physical location (CareerSource Florida Network Career Center or affiliate site) or remotely through electronic technologies.
3. **Pool** – The complete list of RA participants per career center in each local area who available to be placed on the RESEA roster for participation in the RESEA program.
4. **Result** – Means to enter the outcome of a participant as attended or no show for a RESEA appointment.

VIII. AUTHORITIES

[Public Law 103-152](#)

[Public Law 115-123 Bipartisan Budget Act of 2018](#)

[Social Security Act \(SSA\) Title 03; Section 306](#)

[Unemployment Insurance Program Letter \(UIPL\) 13-94, UIPL No. 13-21., UIPL 10-22, UIPL 02-23, UIPL 08-24](#)

[Training and Employment Guidance Letter \(TEGL\) 08-22, TEGL 11-23](#)

[Training and Employment Notice 10-23 - Release of WP Staffing Final Rule](#)

[Florida Statutes, Chapter 443](#)

IX. ATTACHMENTS

RESEA Notification Letter

Menu of Possible Work Search Activities

X. RESOURCES

[Reemployment Services and Eligibility Assessment RESEA Fact Sheet](#)

[Reemployment Services and Eligibility Assessment RESEA Grants](#)

[Worker Profiling and Reemployment Services WPRS](#)

Attachment One

Menu of Possible Work Search Activities	
1. Creating a reemployment plan (EDP/ISS/IEP).	2. Creating a resume and/or uploading resumes to an online job board.
3. Registering for work with: <ul style="list-style-type: none"> State's labor exchange system, currently Employ Florida Placement firms, Temporary work agencies, or Educational institutions that have placement offices. 	4. Using online career tools, such as: <ul style="list-style-type: none"> Job match advisors, Other national job boards, or MySkills MyFuture.
5. Logging on and looking for work: <ul style="list-style-type: none"> In the state's labor exchange, currently Employ Florida or In any other online job matching system, e.g. Monster, Indeed, USAjobs. 	6. Using reemployment services in one-stop career centers, such as: <ul style="list-style-type: none"> Obtaining and using labor market and career information, Participating in RESEA, when selected, Participating in skills assessment for occupational matching, Participating in instructional workshops (resume, interviewing, job searching, etc.), or Participating in other activities/specialized services (e.g., job clubs, job fairs, etc.).
7. Completing job applications for employers that have (or are reasonably expected to have) job openings or following through on job referrals or job development attempts, as directed by workforce center staff.	8. Applying for and/or participating in: <ul style="list-style-type: none"> Partner-sponsored reemployment services, or Non-WIOA-related/sponsored training. <p>Example: Digital literacy, GED, or ESL training.</p> <ul style="list-style-type: none"> The following conditions must be met: <ul style="list-style-type: none"> Must be job-related, and Participants must remain available for work.
9. Creating a personal user profile on a professional networking site.	10. Participating in work-related networking events. (i.e. job clubs, industry association events).
11. Making in-person visits to employers that have or are reasonably expected to have job openings.	12. Going on interviews with employers (virtually or in-person).

RESEA PROGRAM DESIGN AND FRAMEWORK ADMINISTRATIVE POLICY DEVELOPMENT TRACKER

A. GENERAL INFORMATION

Policy Name:	Reemployment Services and Eligibility Assessment (RESEA) Program Design and Framework
Policy Type:	Programmatic – RESEA
Policy Rationale:	RESEA policy replaces REA Policy ended in 2016
Date to Publish:	May 22, 2025

B. PROJECT SUMMARY (Final Draft Includes Summary of Revisions)

Background and Executive Instructions: The Unemployment Insurance (UI) program is a key part of the public workforce system, providing benefits to individuals who lose their jobs through no fault of their own and meet eligibility requirements. In 2005, the U.S. Department of Labor (USDOL) initiated the UI Reemployment and Eligibility Assessment (REA) pilot program to help UI claimants with reemployment and to prevent improper benefit payments. This program was replaced by the Reemployment Services and Eligibility Assessments (RESEA) program in January 2016.

The RESEA program was permanently authorized by the Bipartisan Budget Act (BBA) of 2018, which amended the Social Security Act (SSA). The program has four main purposes:

1. Improve employment outcomes for Reemployment Assistance (RA) claimants and reduce the duration of RA receipt.
2. Strengthen program integrity by preventing improper RA payments.
3. Align with the Workforce Innovation and Opportunity Act (WIOA) to enhance service delivery for job seekers.
4. Serve as an entry point for RA claimants into other workforce system partner programs.

This new policy developed by FloridaCommerce provides the Reemployment Services and Eligibility Assessment (RESEA) program requirements and guidance to Local Workforce Development Boards (LWDBs) and program service providers. CareerSource Florida conducted a thorough review and the policy was sent to all local workforce development boards for consultation.

C. OVERVIEW OF CHANGES

Substantive Change	Location	Reason
Key Objectives added.	Section II. Key Objectives (Page 1)	Key Objectives serve as guiding principles that define the strategic and operational goals of the policy. This helps ensure clarity, consistency, and effectiveness by outlining what the policy aims to achieve. Key objectives identify services that must be provided to

		RESEA participants by LWDB staff including aligning practice with required performance metrics described in the RESEA State Plan (WIOA Combined Plan, Section VII).
<p>Measurable Performance Outcomes including WIOA Primary Indicators of Performance and LWDB Letter Grades added.</p> <p>Outcomes for the RESEA Program are:</p> <p>A. Number of RESEA initial appointments scheduled and completed.</p> <p>B. Number of No Shows successfully rescheduled and completed.</p> <p>C. Number of customers referred to and co-enrolled in partner programs.</p>	Section III. Measurable Performance Outcomes, (Page 1-2)	<p>Measurable outcomes serve as key indicators of success and effectiveness allowing the SWDB, LWDBs and stakeholders to assess whether the policy achieves its intended purpose.</p> <p>FloridaCommerce will use data from the calendar years 2024 and 2025 to establish a baseline for RESEA performance metrics. Performance metrics will be based on RESEA appointment attendance, no-show reschedules and partner co-enrollment. Performance</p>
Requires use of the OAS wizard in Employ Florida to be fully completed by LWDB staff during the initial RESEA appointment and for staff to review results of the OAS with participant.	Section V. Policies and Procedures, A. Program Operations, b. Objective Assessment Summary (OAS) (Page 5-6)	Use of the OAS wizard in Employ Florida streamlines the work registration process for job seekers and employment assistance claimants. The wizard helps individuals complete necessary steps such as background information, resume creation, and eligibility verification. The OAS wizard guides users through the registration process, making it easier for them to comply with state requirements and connect with potential job opportunities.
Requires use of state approved tool is the Career ladder Identifier and Financial Forecaster (CLIFF)	Section V. Policies and Procedures, A. Program Operations, c. Employability Development Plan (Page 6)	Board approved Career Ladder Identifier and Financial Forecaster (CLIFF) Strategy allows one-stop center staff to assist Floridians (including reemployment assistance recipients) in visualizing how returning to work or upskilling to a higher-paying occupation could impact their future earnings and public benefits as their household progresses along the path to self-sufficiency.
The requirement to upload the completed ERP form to the case file is changed from 24 hours to “one business day.”	Section V. Policies and Procedures, A. Program Operations, f. Eligibility Review Process (ERP) (Page 7)	Updated at the request of LWDBs to provide clarity that this requirement excludes weekends and holidays.
Language updated in policy to require a reason for	Section V. Policies and Procedures, 5. b.	FloridaCommerce provided and will continue to provide a training call

<p>rescheduling appointments and to allow the inclusion of other supporting information/documentation.</p> <p>This section does not require staff to distinguish exceptions.</p> <p>Participants who make a request to reschedule their initial appointment must be allowed to do so. The appointment must be rescheduled in the event calendar in Employ Florida and completed within 30 calendar days of the originally scheduled date.</p> <p>LWDB staff must advise participants that they will not be permitted to reschedule their appointment after the 30-day period has passed, unless extenuating circumstances occur, and approval is granted by FloridaCommerce staff.</p>	<p>Rescheduling Appointments (Page 10)</p>	<p>on this process during the monthly RESEA workgroup. FloridaCommerce will distribute a guidance document on this process to the local areas.</p> <p>The goal is to provide the services outlined in the mandated initial appointment. Participants must be allowed to reschedule their appointment to meet the RESEA requirements.</p> <p>Rescheduling feature in Employ Florida identifies the date and time of rescheduled appointments.</p> <p>The letter participants receive states that the initial appointment is mandatory. Participants marked as “no show” will become disqualified until they attend their appointment.</p> <p>If the ERP identifies that the participant is unable to work/look for work, an eligibility issue may be identified, which may lead to disqualification for a period of time.</p>
<p>Section VI. Implementation added.</p> <p>LWDBs must establish local monitoring policies and procedures that include monitoring of eligibility and enrollment activities, to include the adult statutory priority to ensure that all parties are, and remain in, compliance with federal and state laws, as well as state and local policies and procedures.</p> <p>LWDBs must ensure service providers agree to cooperate with monitoring requirements conducted by the state and/or LWDB and adhere to all other applicable local, state, and federal rules and regulations.</p>	<p>Section VI (Page 13)</p>	<p>Pursuant to WIOA sec. 185(c), this section requires FloridaCommerce to monitor services and activities provided under WIOA no less than annually for compliance with WIOA requirements.</p>

D. LEGAL REFERENCES AND APPLICABLE GUIDANCE

[Public Law 103-152](#)

[Public Law 115-123 Bipartisan Budget Act of 2018](#)

[Social Security Act \(SSA\) Title 03; Section 306](#)

[Unemployment Insurance Program Letter \(UIPL\) 13-94, UIPL No. 13-21., UIPL 10-22, UIPL 02-23, UIPL 08-24](#)

[Training and Employment Guidance Letter \(TEGL\) 08-22, TEGL 11-23](#)

[Training and Employment Notice 10-23 - Release of WP Staffing Final Rule](#)

[Florida Statutes, Chapter 443](#)

Approved _____
Disapproved _____

Action Item 4

REVISIONS TO CAREERSOURCE FLORIDA WORKFORCE POLICY 009 ON-THE-JOB TRAINING

The primary responsibilities of the State Workforce Development Board (SWDB) are described in [s. 445.004\(6\)\(a\)-\(i\), F.S.](#), [20 CFR 679.100](#) and [679.130](#). The SWDB is responsible for assisting the state in aligning and enhancing the capacity and performance of the workforce development system and achieving the state's strategic and operational vision and goals as outlined in the State's approved Workforce Innovation and Opportunity Act (WIOA) Plan. The SWDB must approve policies for implementation by the CareerSource Florida network including those that impact local workforce development boards (LWDB).

CareerSource Florida Administrative Policy 009 – On-the-Job Training was implemented in May 2000 to provide program requirements to LWDBs for On-the-Job (OJT) training, an “earn and learn” model where eligible participants may upgrade, retool and increase employability skills. In February 2020, the SWDB approved revisions to this policy to provide guidance to LWDBs to deploy work-based training strategies for WIOA-eligible participants. In February 2025, the SWDB approved revisions to CareerSource Florida Workforce Policy 100 – Work-Based Training and Work-based Learning Opportunities. Information in Workforce Policy 009 – On-the-Job Training was duplicative and removed from this policy.

CareerSource Florida and the Florida Department of Commerce (FloridaCommerce) worked with executive directors and staff of LWDBs to revise CareerSource Florida Workforce Policy 009 – On-the-Job Training. The revised policy establishes guidelines and procedures for LWDBs and local workforce development regions to implement and sustain OJT to support the needs of businesses and improve employment outcomes for participants.

The revised policy requires LWDBs to provide OJT under a written contract using the standardized template approved by the SWDB and distributed to LWDBs by FloridaCommerce. LWDBs must develop local operating procedures (LOP) that govern the eligibility and training process. The addition of key objectives and measurable outcomes serve as guiding principles that define the strategic and operational goals of the policy, help ensure clarity, consistency, and effectiveness by outlining indicators of success and effectiveness.

FOR CONSIDERATION

- **Approve revisions to CareerSource Florida Workforce Policy 009 – On-the-Job Training and move policy forward for full board approval.**

Attachments:

- On-The-Job Training Workforce Policy Development Tracker



**POLICY
NUMBER
009**

Workforce Policy

Title:	On-the-Job Training		
Policy Type:	Programmatic		
Program:	Workforce Innovation and Opportunity Act		
Effective:	05/30/2000	Revised:	TBD

I. PURPOSE AND SCOPE

This policy establishes guidelines and procedures for local workforce development boards (LWDBs) and local workforce development regions to implement and sustain On-the-Job Training (OJT) to support the needs of businesses and improve employment outcomes for participants. LWDBs must describe these programs in their Workforce Innovation and Opportunity Act (WIOA) local plans and ensure compliance with WIOA, the Trade Adjustment Assistance Program (TAA), U.S. Department of Labor (USDOL) regulations, Florida Law, guidance, and state requirements.

II. KEY OBJECTIVES

- Identify required elements of On-the-Job Training.
- Ensure all LWDB's utilize standardized OJT contracts without unapproved edits.
- Support employers with On-the-Job Training.
- Align practice with required performance metrics.
- Enhance workforce skills and employability.
- Support employers in workforce development.
- Promote in-demand occupations.

- Facilitate co-enrollment in eligible programs, effective training and supervision with eligible training providers, employers, and other stakeholders including WIOA combined planning partners.
- Monitor and evaluate program effectiveness.
- Expand opportunities to use OJT to support apprenticeships.
- Ensure compliance and accountability.

III. MEASURABLE PERFORMANCE OUTCOMES

Consistent with the requirements in Section II of Florida's WIOA Combined Plan, performance outcomes associated with this policy include:

- Employment (Second Quarter after Exit).
- Employment (Fourth Quarter after Exit).
- Median Earnings (Second Quarter after Exit).
- Credential Attainment Rate.
- Measurable Skill Gains.
- Effectiveness in Serving Employers.

Details specific to targets associated with the performance outcomes above can be found in Florida's WIOA Combined Plan and in each LWDB's local negotiated performance targets.

IV. BACKGROUND

Among the various training programs available through WIOA for eligible participants, OJT helps employers cover the costs of training new employees. OJT allows participants to earn while they learn, acquire transferable skills, and enhance their financial independence. OJT is uniquely suited to help individuals facing employment barriers to gain a foothold in the workforce. Individuals must meet WIOA eligibility criteria to participate in OJT programs.

Co-enrolling WIOA participants in multiple programs, including OJT, provides comprehensive support by using resources from different programs to meet the needs of job seekers. This approach allows participants to receive job training and educational services at the same time, improving employment outcomes and offering a more complete set of services tailored to their needs.

V. POLICIES AND PROCEDURES

The requirements of [Workforce Policy \(WP\) 100: Work-Based Training and Work-Based Learning Opportunities](#) are incorporated in this policy.

Consistent with 20 CFR 680.700, OJT is a work-based training that provides WIOA-eligible participants occupational skills training essential to the performance of a specific job. OJT provides reimbursement to the employer for up to 50% of the participant's wage rate for the costs of training and supervision related to training. LWDBs shall develop strategies to use this training method to address critical workforce needs, enhance skills of eligible participants and to aid eligible employers in attaining a qualified, skilled workforce with competencies needed to meet the employer's needs.

On-the-Job Training is training conducted by an employer that is provided to a paid participant while engaged in productive work in a job that:

1. Provides knowledge or skills essential to the full and adequate performance of the job.
2. Is made available through a program that provides reimbursement to the employer of up to 50 percent of the wage rate of the participant, although LWDBs may increase the wage reimbursement level above 50 percent up to 75 percent under circumstances described in subsection G.1, below.
3. Is limited in duration as appropriate to the occupation for which the participant is being trained, taking into account the content of the training, the prior work experience of the participant, and the service strategy of the participant, as appropriate. “Limited in duration” refers to the time required for a participant to become proficient in the occupation for which the training is being provided. LWDBs should use information provided through O*Net, including Job Zones and Specific Vocational Preparation ranges, taking into account the participant’s skills and experience.

1. Participant Eligibility

1. Participants must meet WIOA and/or TAA eligibility and have been determined to need training services¹. LWDBs must apply the priority of services requirements for individuals receiving training services through local WIOA Adult formula funds in accordance with Administrative Policy 105 and 118, as applicable.
2. Individual Service Strategy (ISS)/Individual Employment Plan (IEP)²

Prior to receiving services, the individual employment plan (IEP) or individual service strategy (ISS), must be developed. The ISS/IEP is a living document that must be reviewed regularly by front-line staff and adjusted throughout participation, jointly with the participant. The details of the OJT assignment must be incorporated into the ISS and/or IEP and must include the participant’s details regarding the OJT assignment, as appropriate.

When enrolling a participant in OJT, LWDB staff must consider:

- a. The skill requirements of the occupation.
- b. The academic and occupational skill level of the participant;
- c. Prior work experience; and
- d. The participant’s service strategy.

Additionally, OJT may not be suitable for In-School-Youth (ISY) who may be enrolled in secondary school. However, OJT may be an appropriate strategy for eligible youth when the need is identified by the objective assessment and included in the service strategy.

3. Employed Workers

¹ For adults and dislocated workers, see [Administrative Policy 122](#). For youth, see [Administrative Policy 095](#).

² 20 CFR 680.170; see definitions in Section V.

OJT contracts may be written for eligible employed workers only when one of the following occurs:

- a. The employee is not earning a self-sufficient wage or wages comparable to or higher than wages from previous employment, as determined by the LWDB policy.
- b. The OJT relates to the introduction of new technologies, introduction to new production or service procedures, upgrading to new jobs that require additional skills, workplace literacy, or other appropriate purposes identified by the LWDB in the local operating procedures (LOPs).

2. Employer and Occupation Eligibility

1. Employer eligibility

LWDBs must enact policies to ensure that they do not enter into an OJT contract with an employer who has exhibited a pattern of failing to provide OJT participants with continued long-term employment as regular employees with wages and benefits and working conditions at the same level and to the same extent as other similarly situated employees.

2. Occupation eligibility

The LWDB is encouraged to place participants in OJT for occupations that are in demand in the local area.

Occupations or job types that are not suitable for OJT are occupations that are:

- a. Based on commission³;
- b. Seasonal in nature; or
- c. Less than full-time⁴.

3. OJT Contract Requirements

LWDBs must ensure that all OJT is provided under a written contract with an employer using the standardized contract template approved by CareerSource Florida and distributed to LWDBs by FloridaCommerce.

Using the template ensures consistency and compliance with organizational standards across the network and is supportive of employer engagement across the system. LWDBs may not alter or amend the language in the template. Any supplemental agreement language required to be added by the LWDB or local business may be accomplished through a locally created addendum to the agreement. Any such addendums will be subject to compliance monitoring. Failure to use the approved template may result in required corrective action.

When developing the local area's OJT strategy, the LWDB should use a readily available occupational information source, such as O*NET, or any other occupation classification model used to determine the appropriate duration of training. The duration of OJT for each participant must be

³ Salary based on sales and not an hourly wage.

⁴ Part-time is considered 20 hours per week or less/Full-time is considered 32 hours or more.

based on the amount of time it takes to learn the job. In determining the appropriate length of training, the academic and occupational skill level and prior work experience of the participant must also be taken into consideration. The length for the OJT must be included in the OJT contract with the employer and the participant's ISS/IEP. LWDBs must describe how they will define the duration of OJT in the LOPs. LWDBs must ensure OJT contracts do not exceed 12 months, except when a longer duration is necessary for occupations requiring extended training, such as registered apprenticeships. If an OJT exceeds 12 months, the LWDB must document the justification. To justify an OJT exceeding 12 months, staff must demonstrate that the participant's training needs, learning pace or specific circumstances require a longer duration. Staff should consider:

- Complex or Specialized skills – whether the job requires highly specialized or complex skills that cannot be acquired within 12 months
- Individual Learning Needs/Disabilities – whether the participant may require more time to grasp certain skills/concepts and acquire competencies
- Employer Needs – whether the employer requires a longer period to ensure that the participant is fully trained, especially when there are highly specialized or complex skills that must be acquired (i.e. apprenticeship)

When determining the appropriate OJT duration, LWDBs should use occupational data sources like O*NET or other classification models. The training length should reflect the time needed for the participant to gain proficiency, considering:

- Job-specific skill requirements
- Participant's prior work experience and education
- Individual Service Strategy (ISS) or Individual Employment Plan (IEP)

The OJT duration must be specified in the OJT contract and aligned with the LWDB's LOPs.

4. OJT Training Plan

The OJT training plan is a formal document detailing the structured job training and must provide participants with a combination of instruction in observable, and measurable job-readiness skills, general employment competencies and occupational skills. OJT may be combined with other career and training services, if appropriate. LWDBs must ensure that each OJT training plan is developed based on the participant's ISS/IEP, and the occupation the participant has selected. The OJT Training Plan must be agreed upon and signed by the participant, employer and the LWDB.

5. OJT In-Person Worksite Monitoring Visit

LWDBs must conduct an in-person monitoring visit to each worksite where an OJT participant is placed during the participant's OJT participation and at least once per year. The purpose of the in-person monitoring visit is to assess the appropriateness of the site and to ensure that it meets all the terms of the worksite agreement. The monitoring site visit must be recorded in a monitoring tool and must include the date of the visit, the name of the LWDB staff member who conducted the visit, names of participant(s) and supervisor(s), and the outcome of the visit. If a LWDB identifies any concerns with the site, the information must be recorded in the monitoring

tool. LWDB staff must ensure that all identified findings are resolved in order to continue the OJT and documented, including the steps taken, results and timeline.

6. Payments to Employers, Wages and Participant Hours

Payments to employers for OJT must be made based on the OJT contract and proper documentation of time worked, payroll records, and training accomplishments. OJT payments are compensation for the employers' "extraordinary costs" associated with training participants and potentially lower productivity of the participants while in OJT.

1. Wage Reimbursement Rate

LWDBs may adopt policies to increase the wage reimbursement level above 50 percent up to 75 percent. Such policies must describe factors to be used when deciding on an increase and must include the following:

- a. The characteristics of the participants, taking into consideration whether they are individuals with barriers to employment.
- b. The size⁵ of the employer, with an emphasis on small businesses.
- c. The quality of employer-provided training and advancement opportunities (for example, if the OJT contract is for an in-demand occupation and will lead to an industry-recognized credential); and
- d. Other factors the LWDB may determine appropriate (for example, the number of employees participating in the training, the wage and benefit levels of the employees, and the relation of the training to the competitiveness of the participant).

2. Wage Reimbursement Restrictions

The LWDB must ensure WIOA funds are not used to pay for the following:

- a. Paid or unpaid holidays.
- b. Sick leave.
- c. Vacation.
- d. Overtime hours.
- e. Fringe benefits; and/or
- f. Work performed outside the OJT contract.

3. Record Retention.

The LWDB and employers must retain records for each OJT employer and OJT participant for a minimum of five years. Records regarding the OJT assignment may be requested by FloridaCommerce, USDOL, and other state and federal agencies for monitoring purposes.

⁵ This refers to the number of employees.

7. Reverse Referral

Under certain circumstances OJT initiated through “reverse referral” may be permitted. Reverse referral occurs when an individual is referred to the career center from a prospective employer (under either formal or informal agreement) for assessment as to whether the individual meets the employer’s hiring requirements for a specific position and is eligible and suitable for an OJT. Employers must not make or have made a hiring decision prior to the participant becoming eligible for the OJT program through the local career center. Development of an OJT for an individual referred by the employer may be permitted only when:

1. The individual progresses through the intake process as with any other career center customer and meets all requirements for eligibility as specified in this policy.
2. The completed ISS/IEP indicates training is necessary for the individual to perform the work associated with the position for which the employer has an opening.
3. The employer meets all the eligibility requirements under this policy; and
4. The employer provides assurance that the individual has not previously been employed by the employer in the same or similar position.

8. General Guidelines

LWDBs must ensure that restrictions listed in WIOA section 181 and 20 CFR 680.840 are in effect for any OJT contract. Additionally, LWDB’s must ensure employers operating under an OJT contract are documented as such within Salesforce.

9. Registered Apprenticeship Programs and Pre-Apprenticeships

LWDBs are encouraged to partner with registered apprenticeship programs (RAPs) and pre-apprenticeship providers as part of a career pathway for job seekers and as part of a job-driven strategy for employers and industries. For more details about RAPs and pre-apprenticeships, see [Workforce Policy 100: Work-Based Training and Work-Based Learning Opportunities](#).

10. Local Operating Procedures

Local Operating Procedures (LOPs) help local areas further define and clarify how programs will be operated locally and are unique to each LWDB. LOPs govern the eligibility and training process and must specifically discuss the assessment tool used to determine a participant eligible for services.

LWDBs must develop LOPs that:

1. Clarify and define the eligibility criteria for OJT.
2. Govern and establish criteria, and eligibility for employed workers to participate in OJT.
3. Define the criteria used to determine when an employed worker is eligible for OJT.
4. Govern the eligibility, suitability, and training process, which must specifically discuss the initial assessment tool used to determine a participant eligible for services.
5. Details the process of reverse referrals.

6. Incorporate requirements of this policy and define how the OJT program will be implemented in the local area, including factors to be used when deciding on an increase in wage reimbursement rate.
7. Define the criteria for extending the duration of an OJT beyond 12 months.
8. Are publicly posted.

11. State and Local Monitoring

Services and activities provided under WIOA must be monitored annually for compliance with WIOA requirements by FloridaCommerce pursuant to Section 185(c), WIOA.

FloridaCommerce will monitor the requirements outlined in this policy and local operating procedures. Additionally, LWDBs must establish local monitoring policies and procedures that include, at minimum:

Roles of the employer, participant, and LWDB staff.

1. Local monitoring procedures of work-based training employers and worksites to ensure that all parties are, and remain in, compliance with federal and state laws, as well as state and local policies and procedures. LWDBs should include in the monitoring process visits to the worksite and interviews of participants and supervisors by individuals who are not responsible for the management of the worksite agreement or the case management of participants at the worksite; and
2. Validation of skills and competency attainment for participants.

LWDBs must ensure participating employers agree to cooperate with monitoring requirements conducted by the state, federal government, and LWDB and adhere to all applicable local, state and federal rules and regulations.

VI. IMPLEMENTATION

- This policy and any subsequent changes become effective upon issuance.
- LWDBs shall implement this policy by training LWDB staff on the updated OJT policy, developing/updating LOPs that involve engaging employers, and providing comprehensive participant assessments and support.
- LWDBs, CareerSource Florida and FloridaCommerce shall collect feedback as appropriate and use information that may include customer satisfaction surveys and input from Education and Industry Consortiums to improve how OJT and work-based training programs are used statewide to ensure high performance, accurate reporting, and documentation.
- FloridaCommerce shall monitor this policy, local policies, and track performance outcomes to ensure compliance with regulations.

VII. AUTHORITIES

[Public Law 113-128, Workforce Innovation and Opportunity Act](#)

[20 CFR 680.700 - 680.840](#)

[20 CFR 683.400](#)

[20 CFR 683.410](#)

[Training and Employment Guidance Letter \(TEGL\) 19-16](#)

[2 CFR Appendix II to Part 200, Contract Provisions for Non-Federal Entity Contracts Under Federal Awards](#)

[Chapter 445, Florida Statutes](#)

[CareerSource Florida Strategic Policy 2021.12.09.A.1 – Comprehensive Employment Education and Training Strategy](#)

[CareerSource Florida Workforce Policy – Work-Based Training and Work-Based Learning Opportunities](#)

VIII. HISTORY

Date	Description
TBD	Updated policy to align with CareerSource Florida Work-Based Training and Work-Based Learning Opportunities Administrative Policy.
02/20/2020	Approved by CareerSource Florida Board of Directors.
06/11/2019	Revised and issued by the Florida Department of Economic Opportunity.
05/30/2000	Issued by the Agency for Workforce Innovation. This policy supersedes and replaces LET BJT 90-135.

IX. ATTACHMENT

[On-the-Job Training Agreement Template](#)

ON-THE-JOB TRAINING WORKFORCE POLICY DEVELOPMENT TRACKER

A. GENERAL INFORMATION

Policy Name: Workforce Policy 009 -- On-the-Job Training
Policy Type: Programmatic – WIOA-General
Policy Rationale: Revised to align with Workforce Policy 100 – Work-Based Training and Work-Based Learning Opportunities
Date to Publish: May 22, 2025

B. PROJECT SUMMARY

CareerSource Florida Workforce Policy 009 – On-the-Job Training establishes guidelines and procedures for local workforce development boards (LWDBs) and local workforce development regions to implement and sustain On-the-Job Training (OJT) to support the needs of businesses and improves employment outcomes for participants. Information in the OJT Policy was duplicative of board approved Workforce Policy 100 – Work-Based Training and Work-Based Learning Opportunities and was removed.

Issuing technical assistance as an alternative to formal policy was considered. CareerSource Florida and FloridaCommerce elected to proceed with actionable and monitorable workforce policy.

CareerSource Florida and the FloridaCommerce worked with executive directors and staff of local workforce development boards, and CareerSource Florida leadership to align the updated policy with the law and existing policies.

C. OVERVIEW OF CHANGES

Substantive Change	Location	Reason
Key Objectives added.	Section II. Key Objectives (Pages 1-2)	Key Objectives serve as guiding principles that define the strategic and operational goals of the policy. This helps ensure clarity, consistency, and effectiveness by outlining what the policy aims to achieve.
Measurable Performance Outcomes added consistent with the requirements in Section II of Florida's WIOA Combined Plan. Details specific to targets associated with the performance outcomes can be found in Florida's Combined	Section III. Measurable Outcomes (Page 2)	Measurable outcomes serve as key indicators of success and effectiveness allowing the SWDB, LWDBs and stakeholders to assess whether the policy achieves its intended purpose.

Plan and in each LWDB's local negotiated targets.		
<p>1. Participant Eligibility Section Modified</p> <p>This section describes requirements for WIOA participant eligibility, Individual Service Strategies (ISS) and Individual Employment Plans (IEP), and OJT contracts established for employed workers.</p>	Section V. Policies and Procedures, 1. Participant Eligibility (Page 3-4)	Revisions consistent with WIOA, 20 CFR 680, 20 CFR 681, and 20 CFR 682. This aligns with CareerSource Florida Workforce Policy 100 – Work-Based Training and Work-Based Learning Opportunities and CareerSource Florida Policy 111 – Priority of Services for Veterans and Eligible Spouses.
Removes a requirement that the occupation be listed on the local Targeted Occupation List.	Section V. Policies and Procedures 2. Employer and Occupation Eligibility (Page 3)	The TOL policy specifically excludes OJT. The reason for that is that there can be some good one-off positions where an eligible participant can get a good job with good wages (and maybe transferable skills).
Requires OJT to be provided under a written contract using the standardized template approved by CareerSource Florida and distributed to LWDBs by FloridaCommerce.	Section V. Policies and Procedures, 3. OJT Required Contracts (Page 4)	This complies with the board approved CareerSource Florida Statewide Standardization of Tools and Services Policy.
<p>LWDBs should use O*NET or another occupation classification model to determine the appropriate duration of training. The length for the OJT must be included in the OJT contract with the employer and in the participant's individual Service Strategy, Individual Employment Plan.</p> <p>Contracts must not exceed 12 months, except when a longer duration is necessary for occupations requiring extended training, such as registered apprenticeships. If an OJT exceeds 12 months, the LWDB must document the justification.</p>	Section V. Policies and Procedures, 3. OJT Required Contracts (Page 4-5)	<p>Leveraging occupational information sources, such as O*NET and other systems, ensures OJT strategies are grounded in reliable and data-driven insights.</p> <p>Consistent with 20 CFR, Part 680 Subpart F, policy language updated to include considerations when justifying and OJT contract beyond 12 months</p>
LWDB's must ensure employers operating under an OJT contract are documented as such within Salesforce.	Section V. Policies and Procedures, 8. General Guidelines, (Page 7)	Ensuring employers operating under an OJT contract are documented in Salesforce ensures statewide access to information about business stakeholders.
LWDBs must develop local operating procedures (LOP) that govern the eligibility and training process.	Section V. Policies and Procedures, 10. Local Operating Procedures (Page 7)	LOPs help local areas provide guidance for career center staff and further define and clarify how programs are operated locally.

Section VI. Implementation Section added.	Section VI. Implementation (Page 8)	This section identifies when policy is effective, how LWDBs shall implement policy, and how CareerSource Florida and FloridaCommerce will monitor policy and track performance.
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D. LEGAL REFERENCES AND APPLICABLE GUIDANCE

[Public Law 113-128, Workforce Innovation and Opportunity Act](#)

[2 CFR Appendix II to Part 200, Contract Provisions for Non-Federal Entity Contracts Under Federal Awards](#)

[20 CFR 680.700 - 680.840](#)

[20 CFR 683.400](#)

[20 CFR 683.410](#)

Training and Employment Guidance Letter [\(TEGL\) 19-16](#)

[Chapter 445, Florida Statutes](#)

[CareerSource Florida Strategic Policy 2021.12.09.A.1 – Comprehensive Employment Education and Training Strategy](#)

[CareerSource Florida Workforce Policy 100 – Work-Based Training and Work-Based Learning Opportunities](#)

Action Item 5

U.S. DEPARTMENT OF LABOR ON-THE-JOB TRAINING REIMBURSEMENT WAIVER REQUEST

The U.S. Department of Labor (USDOL) Secretary is granted certain waiver authority under the Workforce Innovation and Opportunity Act (WIOA) to promote workforce system innovation and focus on outcomes. WIOA Section 189(i)(3)(A)(i) establishes the limitations of the Secretary's general waiver authority for WIOA Title I, subtitles A, B, and E and the Wagner-Peyser Act Sections 8-10. USDOL may approve waivers for a period of time shorter than the full life of the WIOA Combined State Plan, which will give USDOL an opportunity to assess the State's progress in meeting specific conditions of the waiver.

USDOL review of waiver requests includes assessing alignment with the Governor's strategic vision for workforce services in Florida, USDOL priorities, state strategic goals, quantifiable programmatic outcomes and WIOA populations affected by the waiver. At the direction of the Executive Office of the Governor, the CareerSource Florida professional team works with the Florida Department of Commerce (FloridaCommerce) to evaluate opportunities for Florida's workforce system to request certain waivers from USDOL.

[Training and Employment Notice Letter \(TEN\) No. 25-24](#) was issued May 6, 2025 to encourage state and local WIOA Title I grantees to leverage waivers that may increase labor force participation and enhance worker productivity in response to the Presidential Memorandum of January 20, 2025, titled, "[Delivering Emergency Price Relief for American Families and Defeating the Cost-of-Living Crisis](#)." All state and local grantees are encouraged to request waivers as necessary, to ensure WIOA Funds are being used effectively to increase labor force participation by drawing discouraged workers into the labor force, and to upskill the workforce to enhance worker productivity.

In accordance with the Governor's strategic vision for workforce services in Florida, The Florida Department of Commerce (FloridaCommerce) and CareerSource Florida request approval from the state workforce board to submit a waiver to USDOL

requesting that the Secretary of Labor waive the requirements outlined in WIOA Section 134(c)(3)(H)(i) and [20 CFR 680.720\(b\)](#). If approved, this waiver will increase the percentage allowed for employer reimbursement for on-the-job training (OJT). Florida currently allows an employer reimbursement of up to 50 percent of the wage rate of an OJT participant, and up to 75 percent using the criteria in [s. 680.730](#), if specific criteria is met, for the extraordinary costs of providing the training and additional supervision related to OJT.

FloridaCommerce and CareerSource Florida are seeking a waiver to increase the OJT wage reimbursements up to 90 percent statewide and up to 100 percent for OJT opportunities with businesses located in areas designated as [Opportunity Zones](#) or residents within an Opportunity Zone. Opportunity Zones represent economically distressed census tracts identified by state governors and certified by the U.S. Department of the Treasury. Nationally, there are 8,764 Opportunity Zones, which are in all 50 states, five territories and the District of Columbia. These communities have historically faced significant barriers to economic growth and have often been overlooked for investment and job creation. These areas continue to face chronic underinvestment and disproportionately high barriers to employment. In Florida, there are a total of 427 Qualified Opportunity Zones, covering every county in the state. These Opportunity Zones equate to 40,292 business establishments, representing 936,691 jobs statewide.

Consistent with [20 CFR 679.410](#), [20 CFR 679.610](#), and [20 CFR 679.620](#) and CareerSource Florida Workforce Policy G1 – State Workforce Development Board Roles and Responsibilities, the CareerSource Florida Board of Directors must review, approve, or consider all waiver requests.

If approved by the CareerSource Florida Board of Directors, Florida will include in its WIOA Combined Plan, submitted to USDOL and the U.S. Department of Education in March 2026, this waiver will allow Florida to align with its additional goals outlined in the WIOA Combined Plan by:

1. Providing a targeted incentive to employers in Opportunity Zones to drive job creation and improve access to work-based learning opportunities for job seekers in need.
2. Addressing the talent pipeline shortages faced by many employers in Opportunity Zones by ensuring participants have the skills and preparation needed to enter the workforce and be contributing members of the local and State economy.
3. Attracting additional private investment in Opportunity Zones.
4. Expanding access to work-based learning in Opportunity Zones, particularly for those individuals residing within the Opportunity Zone with limited experience or credentials, to gain access to hands-on training and career pathways, improving their long-term earning potential and job stability.
5. Accelerating hiring and job placements, reduce unemployment duration and increase workforce participation.

6. Improving WIOA performance outcomes statewide such as employment rate and median earnings.

There are no state, local, statutory, or regulatory barriers to implementing the waiver requested. Strategic goals projected programmatic outcomes, and description of individual, groups, or populations impacted by the waiver are described in the document attached as: FloridaCommerce State of Florida Waiver Request – Workforce Innovation and Opportunity Act (WIOA) Increasing On-the-Job Training Reimbursement Limits for Businesses in Opportunity Zones.

FOR CONSIDERATION

- **Authorize FloridaCommerce and CareerSource Florida to submit a USDOL waiver requesting authority to increase the wage rate reimbursement to employers statewide up to 90 percent and up to 100 percent for businesses in Opportunity Zones or residents that reside within an Opportunity Zone.**
- **Once prepared, the waiver will be posted for public comment at careersourceflorida.com for 30 calendar days before submission to USDOL.**
- **The waiver request will be included in Florida’s WIOA Combined Plan Two-Year Modification.**

Attachments

- FloridaCommerce State of Florida Waiver Request – Workforce Innovation and Opportunity Act (WIOA) Increasing On-the-Job Training Reimbursement Limits for Businesses in Opportunity Zones.
- [Training and Employment Notice No. 25-24 – Leveraging Workforce Innovation and Opportunity Act Waivers to Increase Labor Force Participation and Worker Productivity \(May 6, 2025\).](#)

State of Florida Waiver Request Workforce Innovation and Opportunity Act (WIOA) Increasing On-the-Job Training Reimbursement Limits for Businesses in Opportunity Zones

Statutory and/or Regulatory Requirements to be Waived

The State of Florida is requesting a waiver from the requirements outlined in WIOA Section 134(c)(3)(H)(i) and 20 CFR 680.720(b) that states “employers may be reimbursed up to 50 percent of the wage rate of an OJT participant, and up to 75 percent using the criteria in § 680.730, for the extraordinary costs of providing the training and additional supervision related to OJT.”

For Program Years 2025 and 2026, Florida requests to increase on-the-job training (OJT) wage reimbursements up to 90 percent statewide and up to 100 percent for OJT opportunities with businesses located in areas designated as Opportunity Zones or residents within an Opportunity Zone. According to the [Training and Employment Notice 24-25](#), released on May 5, 2025, nine jurisdictions – California, Colorado, Illinois, Maryland, Missouri, Nevada, Puerto Rico, Rhode Island, Wisconsin – are already approved for OJT wage reimbursements up to 90 percent statewide.

Opportunity Zones represent economically distressed census tracts identified by state governors and certified by the U.S. Department of the Treasury. Nationally, there are 8,764 Opportunity Zones, which are in all 50 states, five territories and the District of Columbia. These communities have historically faced significant barriers to economic growth and have often been overlooked for investment and job creation. As well, these areas continue to face chronic underinvestment and disproportionately high barriers to employment. In Florida, there are a total of 427 Qualified Opportunity Zones, covering every county in the state. These Opportunity Zones equate to 40,292 business establishments, representing 936,691 jobs statewide.

Over the last four years, Florida has seen a decline in businesses taking advantage of OJTs as a tool to hire and train talent, while offsetting costs associated with onboarding and training new staff. As seen in the chart below, the decline is slightly more than 50 percent for the number of participants served. Additionally, there was a 75 percent decline in the number of positions created through OJT. Furthermore, the number of local workforce development boards that employ OJT as a work-based training encountered fluctuations over this period, resulting in a slight decline, even while using OJT as a means to support the training costs associated with apprenticeship’s “earn and learn” model.

Program Year(s)	Participants Served	Employers Served	Job Orders Created	Positions Created	LWDB Usage
2021	566	221	221	1423	18/24 (75%)
2022	462	158	158	277	20/24 (83%)
2023	439	238	238	372	19/24 (79%)
2024	277	241	241	350	15/21 (71%)*

*Florida consolidated its workforce development boards from 24 to 21 effective July 1, 2024.

Actions the State Has Undertaken to Remove State or Local Barriers

There are no state, local, statutory, or regulatory barriers to implementing the waiver.

Strategic Goals of the Waiver

The strategic goals associated with this waiver are to:

1. Provide a targeted incentive to employers in Opportunity Zones to drive job creation and improve access to work-based learning opportunities for job seekers in need.
2. Address the talent pipeline shortages faced by many employers in Opportunity Zones by ensuring participants have the skills and preparation needed to enter the workforce and be contributing members of the local and State economy.
3. Attract additional private investment in Opportunity Zones.
4. Expand access to work-based learning in Opportunity Zones, particularly those individuals residing within the Opportunity Zone with limited experience or credentials, to gain access to hands-on training and career pathways, improving their long-term earning potential and job stability.
5. Accelerate hiring and job placements, reduce unemployment durations and increase workforce participation in Opportunity Zones.
6. Improve WIOA performance outcomes statewide.

Alignment with U.S. Department of Labor/Employment and Training Administration Policy Priorities

WIOA places an emphasis and priority on work-based learning opportunities, and this waiver will enable Florida to create more of these opportunities with businesses in the state so workers can advance. USDOL's Fiscal Year 2022-26 Strategic Plan established ETA's Performance Goal 1.1 to "create customer-focused workforce solutions that serve all workers, including underserved communities." Approval of this waiver allows Florida to support businesses in building or rebuilding their workforce through work-based learning opportunities and target businesses in Opportunity Zones for OJT to participate in the workforce system, and thus increase opportunities for jobseekers to access high quality training and employment.

This waiver will meet the following ETA strategies outlined in goal 1.1:

1. Preparing America's workers for the jobs of the 21st century by investing in high-quality workforce training programs and expanding access to underserved communities; and,
2. Strengthening training and employment services by supporting the workforce system to provide critical employment and training services in a rapidly changing environment.

The flexibility to provide an increased wage reimbursement for OJTs ensures that scarce workforce dollars are allocated to strengthen the local talent pipeline, especially in communities with the greatest barriers to employment and economic growth. Employers operating in distressed areas often cite training costs as a deterrent to hiring. Offering an increased reimbursement mitigates that disincentive and strengthens public-private collaboration in workforce development. The waiver enables scalable, employer-driven training approaches that are essential for building pipelines in in-demand industries, especially for youth, dislocated workers, and individuals with limited formal education. By targeting OJT reimbursements to employers in Opportunity Zones, this waiver helps ensure a higher return on investment through improved employment outcomes and stronger community economic resilience.

Projected Programmatic Outcomes Resulting from Implementation of the Waiver

The State expects to achieve the following goals and programmatic outcomes as a result of this waiver:

1. Increased number of OJT placements for businesses, particularly in Opportunity Zones.

2. Increased employment retention rates in the 2nd and 4th quarters after exit.
3. Increased number of unique employer work sites using OJT.

Description of Individuals, Groups, or Populations Impacted by the Waiver

1. Employers.
2. Small and mid-size businesses in Opportunity Zones.
3. WIOA participants (Adult, Dislocated Workers, Youth).
4. The State's career centers and the one-stop delivery system.

The Process to Monitor the Waived Activities and Collect Waiver Outcome Information

Annual WIOA on-site and remote programmatic reviews will include an evaluation of how the waiver is being utilized locally and the success of achieving the stated goals and outcomes. Local workforce development boards will also be responsible for assessing the use and effectiveness of the waiver. Local areas will also be required to report on implementation and performance as a result of the waiver in their local and regional plans.

Most Recent Data Available Regarding the Results and Outcomes Observed Through the Implementation of the Existing Waiver

The State of Florida does not have an OJT waiver in place at present.

Opportunity for Local Workforce Development Board and Public Comment on the Waiver

Workforce development stakeholders, including LWDBs, businesses, and Chief Local Elected Officials, were notified of the State's waiver request through an email alert and post on CareerSource Florida's website. This included instructions on how to submit comments. In addition, both the public and stakeholders had access to the waiver request on CareerSource Florida's website, CareerSourceFlorida.com, in the WIOA combined plan. The public comment period was open for 30 calendar days.

TRAINING AND EMPLOYMENT NOTICE	NO . 25-24
	DATE May 6, 2025

TO: STATE WORKFORCE AGENCIES
STATE WORKFORCE LIAISONS
STATE WORKFORCE DEVELOPMENT BOARDS AND STAFF
LOCAL WORKFORCE DEVELOPMENT BOARDS AND STAFF

FROM: LORI FRAZIER BEARDEN 
Acting Assistant Secretary

SUBJECT: Leveraging Workforce Innovation and Opportunity Act Waivers to Increase Labor Force Participation and Worker Productivity

1. **Purpose.** To encourage state and local Workforce Innovation and Opportunity Act (WIOA) title I grantees to leverage waivers that may increase labor force participation and enhance worker productivity in response to the Presidential Memorandum of January 20, 2025, titled, “Delivering Emergency Price Relief for American Families and Defeating the Cost-of-Living Crisis.”
2. **Action Requested.** All state and local grantees are encouraged to request waivers as necessary, such as those outlined in this Training and Employment Notice (TEN), to ensure WIOA funds are being used effectively to increase labor force participation by drawing discouraged workers into the labor force, and to upskill the workforce to enhance worker productivity.
3. **Summary and Background.**
 - Summary – This TEN shares information about four WIOA waiver options that grantees may use to help improve labor force participation rates and productivity to increase the prosperity of the American worker.
 - Background – President Trump issued the Presidential Memorandum on January 20, 2025, which is available at: <https://www.whitehouse.gov/presidential-actions/2025/01/delivering-emergency-price-relief-for-american-families-and-defeating-the-cost-of-living-crisis/>.¹ All federal agencies are taking steps to implement this memo, which calls upon the Federal Government to create employment opportunities for American workers, including drawing discouraged workers into the labor force, with the goal of lowering America’s cost of living.

¹ Also available in the Federal Register at: <https://www.federalregister.gov/documents/2025/01/28/2025-01904/delivering-emergency-price-relief-for-american-families-and-defeating-the-cost-of-living-crisis> and <https://www.govinfo.gov/content/pkg/FR-2025-01-28/pdf/2025-01904.pdf>.

WIOA section 189(i) provides states the opportunity to request waivers of some statutory or regulatory requirements for Secretary of Labor approval. A full description of what does and does not fall under that waiver authority can be found in WIOA Section 189(i)(3) and at [20 CFR 679.610](#) and [20 CFR 679.620](#). State and local areas have used WIOA waivers to respond creatively to economic pressures and business needs in their communities. Waivers modify a state's Unified or Combined State Plan and, therefore, are generally approved for the length of the approved State Plan (four years). Youth waivers and some disaster related business capitalization waivers, however, are tied to the length of funding and are approved for two-year increments.

This TEN provides examples of ways in which states can leverage the waiver authority to increase labor force participation and employment opportunities for American workers, but this is not an exhaustive list of waiver authority. More information about waivers can be found at <https://www.dol.gov/agencies/eta/wioa/waivers>.

4. **Leveraging WIOA Waivers to Enhance Labor Force Participation and Worker Productivity.** WIOA is intended to help American workers receive the training and career services necessary to take advantage of employment opportunities in their communities. Section 134 of WIOA allows states and local areas to fund a variety of training approaches, including several types of work-based training. Some states use waivers to provide even more flexibility within the allowable training opportunities. Following are some waiver options states can use to engage discouraged workers and assist in their re-entering the workforce. Waivers may also support employers in delivering training and upskilling to close skills gaps that improve worker productivity and generally enhance employment opportunities for Americans.

- ***Increasing On-the-Job Training (OJT) reimbursement for Local Workforce Development Boards (Local Boards).***

OJT is a work-based learning strategy that helps individuals to build or update their skills or establish themselves in emerging, high-demand fields. It also incentivizes businesses to hire individuals and invest in their skill development by providing wage reimbursement to program participants. OJT programs can be particularly successful for individuals who are unable or unlikely to obtain employment without retraining; individuals who are low income, receiving unemployment insurance or public assistance, or need to earn a wage while learning occupational skills; and individuals who can learn the skills necessary for the occupation more easily and thoroughly on the job. OJT may also be a good option for currently employed individuals who are not earning a family-sustaining wage.

Under Section 134(c)(3)(H)(i) of WIOA and the implementing regulation at [20 CFR 680.720](#), a Local Board may reimburse an employer up to 50 percent of the wage rate of an OJT participant for the extraordinary costs of providing the training and additional supervision related to the training. In limited circumstances, the reimbursement may be up to 75 percent of the wage rate of the participant. The Secretary has the authority to waive this provision, and has previously approved waivers to allow up to 90 percent of OJT employer reimbursement for businesses with less than 50 employees. This allows for

more small businesses to take advantage of OJT reimbursement while training new employees in their communities, bringing new opportunities to previously discouraged workers.

As of March 2025, nine states have taken advantage of this waiver.

- ***Increasing Transitional Jobs.***

Transitional jobs are a type of service that Local Boards may provide to help discouraged workers to re-enter the labor force. Transitional jobs are time-limited and wage-paid work experiences that are subsidized up to 100 percent by WIOA funding. Transitional jobs are particularly useful for discouraged workers who are chronically unemployed, may not have robust work experience, have large gaps in their employment history, or experience other barriers to employment. Transitional jobs provide an individual with work experience, generally for a fixed time period, during which the worker develops on-the-job skills while receiving a wage and supportive services. Transitional jobs also assist employers, particularly small businesses, who may be experiencing worker shortages or need to hire additional staff to rebuild their business operations after experiencing economic impacts, by reimbursing a greater portion of their training and wage costs.

Under Section 134(d)(5) of WIOA and its implementing regulation at [20 CFR 680.195](#), a Local Board may use up to 10 percent of its combined total of Adult and Dislocated Worker allocations for these transitional jobs. The Secretary has the authority to waive this provision, and has previously approved an increase in allowable use of funds for transitional jobs up to 50 percent of Adult and Dislocated Worker allocations. This waiver allows states to fund more transitional jobs, which can be used as tools to re-engage workers in the American economy.

As of March 2025, only one state has ever taken advantage of this waiver.

- ***Increase Funds Available for Incumbent Worker Training (IWT)***

States interested in helping lower costs by increasing a worker's wage through career advancement may choose to leverage IWT. IWT consists of work-based training designed to ensure that workers of a company can acquire the skills necessary to retain employment and advance within the company, or to acquire the skills necessary to avert a layoff, while remaining employed. IWT can also be used for underemployed workers, or workers who would prefer full-time work but are working part-time for economic reasons. For instance, IWT training may focus on increasing skills for frontline workers in an effort to advance those workers to more skilled positions with the same employer or industry sector, leading to an increase in earnings through more work hours or an increase in pay.

Under WIOA Section 134(d)(4) and the implementing regulation at [20 CFR 680.800\(a\)](#), a Local Board may reserve up to 20 percent of their combined total of Adult and Dislocated Worker allocations funds for IWT. The Secretary has authority to waive this provision, and has previously approved an increase of the allowable threshold available for IWT from 20 to 50 percent.

By increasing allowable funding from 20 to 50 percent, a Local Board can invest in its existing businesses and workforce, assisting businesses to upskill workers, which increases retention and worker productivity.

As of March 2025, three states have taken advantage of this waiver.

- ***Increasing Work Experience Opportunities for In-School Youth (ISY)***

Work Experiences are a planned, structured learning experience that takes place in the workplace for a limited period of time. In the WIOA Youth program, there are a variety of work experiences including: summer employment opportunities and other employment opportunities throughout the school year; pre-apprenticeship programs and Registered Apprenticeship programs; internships; job shadowing; and OJT.

Under Section 129(a)(4) of WIOA and the implementing regulation at 20 CFR 681.410, local areas must spend not less than 75 percent of local area WIOA Youth funds on out-of-school youth (OSY). The Secretary has authority to waive this provision, and has previously approved waivers to reduce the OSY expenditure requirement from 75 percent to 50 percent. By reducing the OSY expenditure minimum to 50 percent, Local Boards can spend up to 50 percent of WIOA Youth funds on ISY, thereby providing additional work experience opportunities for ISY, including pre-apprenticeship and Registered Apprenticeship programs. Evidence shows that work experience and work-based learning interventions improve several outcomes related to success in the labor market including short-term annual earnings, long-term annual earnings, short-term employment, and long-term employment.² By increasing opportunities for ISY to participate in work experience, WIOA Youth programs can help set them up for short- and long-term success in the labor market.

As of March 2025, 28 states have taken advantage of this waiver and the majority of states requesting this waiver report using it primarily to expand work experience opportunities for ISY.

5. **Inquiries.** For further information, please contact the appropriate Regional Office.

6. **References.**

- Workforce Innovation and Opportunity Act (WIOA), Sec. 189(i), 29 U.S.C. § 3249
- WIOA Regulations at 20 CFR parts 679, 680, and 681
- Training and Employment Guidance Letter No. 08-18, *Workforce Innovation and Opportunity Act (WIOA) Title I and Wagner-Peyser Act Waiver Requirements and Request Process*, December 19, 2018, available at

² Pathways to Work Evidence Clearinghouse prepared for the Office of Planning, Research, and Evaluation, Administration for Children and Families, U.S. Department of Health and Human Services; and available at: https://pathwaystowork.acf.gov/pathways_publications/work-experience-and-work-based-learning

<https://www.dol.gov/agencies/eta/advisories/training-and-employment-guidance-letter-no-08-18>.

- Training and Employment Guidance Letter No. 19-16, *Guidance on Services provided through the Adult and Dislocated Worker Programs under the Workforce Innovation and Opportunity Act (WIOA) and the Wagner-Peyser Act Employment Services (ES), as amended by title III of WIOA, and for implementation of the WIOA Final Rules*, March 1, 2017, available at <https://www.dol.gov/agencies/eta/advisories/training-and-employment-guidance-letter-no-19-16>.
- Presidential Memorandum, “Delivering Emergency Price Relief for American Families and Defeating the Cost-of-Living Crisis,” January 20, 2025, available at <https://www.federalregister.gov/documents/2025/01/28/2025-01904/delivering-emergency-price-relief-for-american-families-and-defeating-the-cost-of-living-crisis> and <https://www.govinfo.gov/content/pkg/FR-2025-01-28/pdf/2025-01904.pdf>.

7. **Attachment(s)**. N/A

Information Items



Speaker Bios

Jimmy Heckman



Jimmy Heckman is an economist and bureau chief for Workforce Statistics and Economic Research (WSER) at FloridaCommerce. Heckman researches a variety of topics including reducing unemployment, long-term growth industries, and in-demand job skills.

Heckman is a Florida native and attended Florida State University where he earned a master's degree in applied economics.

Kristy Farina



Kristy Farina serves as the administrator of economic research and program performance in FloridaCommerce's Bureau of Workforce Statistics and Economic Research. Farina's team analyzes labor market and workforce data to support economic decision-making and policy planning across Florida.

Before her role with FloridaCommerce, Farina served as faculty at Florida State University, supporting K-12 education research through data analysis and measure design.