



**POLICY
NUMBER
100**

Workforce Policy

Title:	Work-Based Training and Work-Based Learning Opportunities		
Program:	Workforce Innovation and Opportunity Act		
Effective:	06/11/2019	Revised:	02/20/2025

I. PURPOSE AND SCOPE

The purpose of this policy is to establish guidelines and procedures for local workforce development boards (LWDB) and local workforce development regions to implement and sustain work-based training and work-based learning opportunities, describe these programs in their Workforce Innovation and Opportunity Act (WIOA) local plans, and ensure compliance with WIOA, U.S. Department of Labor (USDOL) regulations, and state requirements. This policy applies to all LWDBs.

LWDBs shall use a combination of available programmatic tools and approaches to promote the use of different types of work-based training activities to support the needs of businesses and participants (including those described in Section V. Policies and Procedures) in a manner that maximizes the number and variety of options available to stakeholders and improves employment outcomes for participants in alignment with performance requirements outlined in Workforce Policy 088.

II. KEY OBJECTIVES

- a. Identify required elements of work-based training, apprenticeship expansion, other work-based learning, and education opportunities for LWDBs.
- b. Align practice with required performance metrics.

III. MEASURABLE PERFORMANCE OUTCOMES

Consistent with the requirements identified and approved in Florida's approved [Combined WIOA Four-year 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; and
- Measurable Skill Gains.

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

Additionally and in alignment with guidance in the [United States Department of Labor's Training and Employment Guidance Letter number 21-22](#), LWDBs should be able to provide accurate data and information on expenditures for WIOA training programs, including work-based training programs. Expenditure reporting should include amounts spent on supportive services when used as a method for increasing participation in and completion of career and training services. Expenditure data serves as additional documentation of a LWDB's work towards performance goals and outcome requirements outlined above and in Workforce Policy 088.

IV. BACKGROUND

WIOA coordinates federal skill development programs to support job seekers through work-based training and learning opportunities, helping participants gain work experience. In Florida, the REACH Act focuses on assisting individuals with barriers to education and employment by improving access to career pathways that lead to self-sufficiency and emphasizes coordination between workforce system partners, including outreach to business leaders, local governments, and education partners.

The [CareerSource Florida Comprehensive Employment, Education, and Training Strategic Policy](#) encourages local workforce boards to develop strategies for expanded access to employment, education, and training services. In alignment with [Training and Employment Guidance Letter \(TEGL\) 19-16](#), these strategies include work-based training and other work-based learning with a focus on paid experiences and diversified education programs. Such models are emphasized as effective tools to help job seekers advance along career pathways while allowing employers to train employees without disrupting productivity.

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. In these efforts, LWDBs should 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](#).

V. POLICIES AND PROCEDURES

Local workforce development boards and local workforce development regions must align local strategies and policies for training with WIOA, Florida law, and the state workforce development plan. Local strategies for training should leverage all allowable work-based training and other work-based learning opportunities and specifically 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.). These strategies must be written and placed in each LWDB's four-year plan and reflected in its 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](#).

Consistent with the requirements outlined in [20 CFR 679.300 and 679.370](#), LWDBs are required to ensure that all training activities are conducted in ways that meet the needs of local businesses and jobseekers and maximize the quality of service, customer satisfaction and effectiveness of all applicable services provided. LWDBs must be able to provide accurate updates on expenditures for WIOA training programs, including work-based training programs. Expenditure reporting must include amounts spent on supportive services when used as a method for increasing participation in and completion of career and training services.

Contracts related to the execution of this policy must be written using the standardized contract template approved by CareerSource Florida, where available. Using the template ensures consistency and compliance with organizational standards across the network and is supportive of employer engagement across the system. No changes to the template are allowed unless the proposed changes have been reviewed and approved in writing by CareerSource Florida. Failure to use the approved template may result in required corrective action. Where a standardized contract template is unavailable, LWDBs may develop a contract specific to the work-based training or learning opportunity requirements as outlined in this policy.

A. Work-Based Training

Work-based training is a form of WIOA training service activity, whereby a participant acquires occupational skills and competencies in a work-based setting. Work-based training includes on-the-job training (OJT), customized training, incumbent worker training (IWT), and registered apprenticeships. These services, outlined in 20 CFR 680.200, are critical for many adults and dislocated worker participants to secure employment and engage on a career pathway that leads to self-sufficiency. LWDBs may offer these training services through Individual Training Accounts (ITAs) or, if specific exceptions apply, through contracts for services. WIOA also envisions other work-based learning opportunities which allow participants to develop employability skills, acquire basic job-specific knowledge, and gain work experience, all of which prepare them for unsubsidized employment. These work-based learning activities include work experiences, internships, transitional jobs, and preapprenticeship programs.

Work-based training is a category of WIOA training services, detailed in WIOA section 134(c)(3) and 20 CFR Part 680 Subpart F, that prepares participants for self-sufficient employment by providing opportunities to acquire occupational skills and competencies in a work-based setting. The goal of work-based training under WIOA is to provide job seekers with the skills and experience needed to secure and retain unsubsidized employment. All participants enrolled in training funded by WIOA are counted for performance accountability purposes, except for IWT participants. However, participants who receive OJT or customized training *are not* included in the

credential attainment indicator at 20 CFR 677.155(a)(1)(iv) for performance accountability purposes but must be included in the calculation of the other performance indicators. Refer to [TEGL 19-16, Section 16. Performance Accountability: Career and Training Services](#) for more specific reporting requirements.

Some of the work-based trainings are also allowable under the Trade Adjustment Assistance Program (TAA). See Table – Work-based Training and Work-based Learning Activities at the end of this document. Additional guidance and requirements specific to training services and the TAA can be found in [Policy 107](#), Training Services and [Policy 101](#), Trade Adjustment Assistance and Other Activities Funding.

Additionally, and consistent with guidance in [TEGL 04-23](#), 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.

1. On-the-Job Training

On-the-job training (OJT), consistent with 20 CFR 680.700, involves employers hiring participants and providing them with the necessary training to perform their jobs effectively. Participants are paid employees who receive hands-on training while engaged in productive work. This training helps bridge skill gaps and ensures workers meet the specific needs of the employer.

On-the-job training:

- (a) Provides knowledge or skills essential to the full and adequate performance of the job.
- (b) Is made available through a program that provides reimbursement to the employer of up to 50 percent of the wage rate of the participant. LWDBs may increase the wage reimbursement level from up to 50 percent, to up to 75 percent for the extraordinary costs of providing the training and additional supervision related to the training, in accordance with local policy/operating procedures.
- (c) Must be limited in duration, specific to the occupation for which the participant is being trained, taking into consideration the content of the training, the prior work experience of the participant, and the service strategy of the participant, as appropriate, consistent with the requirements outlined in 20 CFR 680.700. “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.

Please refer to [Administrative Policy 009, On-the-Job Training](#) for additional details and requirements about the use and operation of OJT.

2. Customized Training

Customized training, per 20 CFR 680.770, is tailored to meet the specific needs of employers by providing targeted skills training to prospective or current employees, with employers sharing the training costs. This activity ensures that trainees are hired or retained upon completion, aligning

training with in-demand skills. It helps job seekers gain necessary qualifications for employment or career advancement, particularly benefiting those at risk of job displacement due to technological advances. Employers must commit to employing the individuals upon completion of the program.

Customized training is helpful for an employer that:

- (a) Is experiencing challenges in finding workers with the specific skills required to perform the work.
- (b) Is introducing new technologies, equipment, or processes and needs to train new or existing employees.
- (c) Wants to retain current employees by upskilling them to take on more advanced roles and career advancement; or
- (d) Has unique or highly specialized skill requirements.

Customized training is only available for adults and dislocated workers.

a. Specific Requirements of an Employer

LWDBs are provided flexibility to ensure customized training meets the unique needs of job seeker(s) and employer(s). Generally, customized training is:

- (1) For training newly or recently hired employees and not for retraining existing employees (as incumbent worker training is typically seen as the best option when being used as a layoff aversion strategy).
- (2) Classroom based.
- (3) Provided by a third party for the employer.

b. Significant Portion of the Cost of Training

LWDBs must define “a significant portion of the cost of training” in their local operating procedures, factoring in the size of the employer and other considerations the LWDB determines are appropriate, such as:

- (1) The number of employees participating in training.
- (2) Wage and benefit levels of those employees (at present and anticipated upon completion of the training).
- (3) Relation of the training to the competitiveness of a participant.
- (4) Other employer-provided training and advancement opportunities.

c. Employed Workers

In addition to the requirements listed above and consistent with 20 CFR 680.770, customized training for an employed individual may be provided when:

- (1) 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.
- (2) The customized training relates to introducing new technologies, production or service procedures, upgrading to new jobs that require additional skills, workplace literacy, or other appropriate purposes identified by the LWDB.

3. Incumbent Worker Training

Consistent with 20 CFR 680.790, Incumbent worker training (IWT) **must be designed to increase the competitiveness of the employee or employer and is:**

- Designed to meet the needs of an employer or group of employers to retain a skilled workforce or avert layoffs by helping the workers/employees obtain the skills necessary to retain employment.
- Conducted with a commitment by the employer to retain or avert the layoffs of those employees trained through IWT.

Per WIOA section 134(d)(4), LWDBs may use up to 20 percent of their combined total of adult and dislocated worker allocation for IWT. LWDBs may also refer employers to CareerSource Florida's state-level Incumbent Worker Training (IWT) Program. Information about CareerSource Florida business initiatives to train and retain employees is on [CareerSource Florida's Business Services website](#).

a. Employer Eligibility

Consistent with the requirements in 20 CFR 680.810, LWDBs must develop local operating procedures to determine an employer's eligibility for participating in IWT based on the following factors:

- (1) Characteristics of the individuals in the program, including the following
 - a. existing barriers to employment for that individual
 - b. assessments of training and supports needed for that individual to be successful in an IWT placement.
- (2) Whether the training improves the labor market competitiveness of the individual participant being placed into an IWT and the employer.
- (3) Other factors such as:
 - (a) the number of employees participating in the training.
 - (b) wage and benefit levels of those employees (both pre- and post-training earnings).
 - (c) the availability of other employer-provided training and advancement opportunities.
 - (d) layoffs averted as a result of the training; and
 - (e) utilization as part of a larger sector and/or career pathway strategy.

IWT is primarily designed to support private sector employers to upskill their existing workforce and avoid layoffs. Local Workforce Development Boards have discretion to include nonprofit and public sector employers. IWT is encouraged to prioritize businesses within key economic sectors or industries that are vital to local or regional workforce development strategies. Incumbent worker training may be used for upskilling apprentices or journey workers who already have an established working/training relationship with a RAP program. TEGL 19-16, pg. 17.

LWDBs must work with employers to identify skills gaps of their workers and develop a strategy to effectively engage the workers in training that will provide the knowledge and skills needed to increase the competitiveness of the employee(s) and/or the employer(s). LWDBs should track data for those awarded IWTs consistent with guidance in TEGL 21-22.

b. Individual Eligibility

Consistent with 20 CFR 680.780, only adults or dislocated workers are eligible for IWT. For an employer to receive IWT funds, LWDBs must ensure the individuals receiving IWT:

- (1) Are employed and meet the Fair Labor Standards Act requirements for an employer-employee relationship.
- (2) Have an established employment history with the employer for six months or more (which may include time spent as a temporary or contract worker performing work for the employer receiving IWT funds). Pursuant to TEGL 19-16, the exception to the six-month requirement is that when there is a cohort of employees, not every employee in the cohort must have an established employment history with the employer for six months or more if the majority of those employees being trained meet the six-month employment history requirement. LWDBs must develop a process for documenting the six-month work-history requirement for IWT recipients.

LWDBs may further define types of workers eligible for IWT services to meet local workforce needs based on local demand and data specific to emerging industries.

Incumbent workers are not required to meet WIOA eligibility criteria¹ or priority of service unless they are also enrolled as participants in the WIOA Adult and/or Dislocated Worker program to receive career and training services.

LWDBs must record participant demographic information for IWT participants in Employ Florida as this information must be reported to USDOL (see [Incumbent Worker Training Required Data Elements](#) for the list of required elements). Although individuals receiving IWT may not be participants for the purpose of inclusion in WIOA performance indicator calculations, states and local areas are still required to report certain participant and performance data on all individuals who receive only IWT. The required elements for these incumbent workers are limited to basic information and the elements needed to calculate IWT performance indicators for employment in the second and fourth quarters after exit, median earnings in the second quarter after exit, measurable skill gains, and credential attainment. For the purposes of calculating these metrics, the exit date for an individual who only has received IWT will be the last date of training, as indicated in the training contract and Employ Florida.

c. Employer Payment Requirement

Consistent with WIOA and 20 CFR 680.820, LWDBs must require employers to pay the non-federal share of the cost of providing IWT to their incumbent workers. This may be done through both cash payments and fairly evaluated in-kind contributions. The employer contribution may include, for example, the wages the employer pays to the incumbent worker trainee while the worker is attending training. The minimum amount of the employer's share of the cost of providing IWT depends on the size of the employer and may not be less than:

- (1) 10 percent of the cost, for employers with 50 or fewer employees.
- (2) 25 percent of the cost, for employers with between 51 to 100 employees.

¹ However, they must be US citizens or authorized to work in the United States and meet the Selective Service Registration requirements.

- (3) 50 percent of the cost, for employers with more than 100 employees.

4. Registered Apprenticeship

[CareerSource Florida Apprenticeship Strategic Policy 2019.02.13.A.1](#) directs the workforce development system to expand registered apprenticeship programs (RAP) in the state. RAPs are an evidence-based training model offering job seekers a clear career pathway, measurable skill gains, and industry-recognized credentials aligned with business needs. These programs are developed for and by businesses and follow approved standards for entry, training, wage progression, and credential attainment. In Florida, RAPs are registered with the Florida Department of Education². An Apprentice signs an agreement with the RAP sponsor and employer accepting the program terms detailed in the approved apprenticeship standards.

These employer-driven, “earn while you learn” programs combine on-the-job learning and mentorship with academic occupational skills training known as related technical instruction (RTI). Available to individuals aged 16 and older, RAPs provide pathways to long-term careers while helping employers build a skilled, diverse talent pipeline. LWDBs are encouraged to engage individuals facing barriers to employment, veterans, youth and other underrepresented populations in RAPs to help them access sustainable career pathways.

WIOA plays a critical role in supporting both registered apprentices and participating employers. RTI may be funded through tuition payments to the training provider³. The on-the-job learning component may be supported through work-based training agreements with participating employers for providing activities like OJT, customized training and/or IWT. In such cases, a participant should be enrolled in both an RAP activity and OJT, customized, training, or IWT, as appropriate.

Prior to enrolling a participant into a registered apprenticeship activity, the LWDB must ensure the RAP includes the work-based (on-the-job learning) component as well as the academic (RTI) component⁴.

RAPs qualify as occupations that are in-demand in the local labor market and LWDBs do not need to determine “occupational-demand- status.” Registered Apprenticeship sponsors are also exempt from many ETPL performance reporting requirements, as detailed in WIOA Sections 116(d)(4) and 122. All RAPs should be encouraged to “opt-in” to the ETPL at the time of registration.

B. Other Work-Based Learning Opportunities

WIOA envisions other work-based learning opportunities which allow participants to develop employability skills, acquire basic job-specific knowledge, and gain work experience, all of which prepare them for unsubsidized employment. These work-based learning activities do not require formal occupational skills training and include work experiences, internships, transitional jobs, and preapprenticeship programs. Like work-based training, the success of work-based learning

² RAPs may also be registered with the U.S. Department of Labor’s Office of Apprenticeship or by other designated state apprenticeship agencies (SAA).

³ An Individual Training Account (ITA) or other contract may be used to fund RTI.

⁴ If an adult or dislocated worker is enrolled into a RAP not funded by an ITA, and the LWDB provides funding through an OJT, customized training or IWT, that activity should be recorded in Employ Florida in addition to the RAP.

opportunities is measured by state-approved WIOA targets and must be designed to improve outcomes based on those measures.

1. Work Experience and Internships

Work experience and internships are structured, short-term learning opportunities in a workplace designed to achieve specific learning goals. These experiences may be paid or unpaid, depending on the situation and in compliance with applicable laws. They can be arranged with public, private, or nonprofit employers, and labor standards apply whenever an employee-employer relationship exists.

Youth participants may also be enrolled in a summer youth employment activity, i.e., a structured learning experience in a workplace with opportunities for career exploration and skill development.

2. Transitional Jobs

Transitional jobs are subsidized, time-limited paid work experiences for WIOA Adult or Dislocated Worker participants with barriers to employment, such as those who are chronically unemployed or have inconsistent work histories. Arranged with public, private, or nonprofit employers, these jobs help individuals establish work histories, demonstrate workplace success, and build skills for unsubsidized employment. The program provider acts as the employer during the transitional job. There is no requirement that the employer retains the participant upon completion of the transitional job; however, job retention is an ideal outcome, where appropriate.

LWDBs must pair transitional jobs with comprehensive career services and supportive services, and they are encouraged to offer job readiness training alongside these positions. LWDBs can reimburse up to 100% of participants' wages and allocate up to 10% of their combined Adult and Dislocated Worker program funds for transitional jobs.

3. Registered Preapprenticeship Programs

A registered preapprenticeship program is a structured learning initiative that equips individuals with the necessary skills and experience to enter a RAP. These programs cater to a diverse audience—including high school students, youth, career changers, veterans, individuals with barriers to employment, and underrepresented populations—by offering foundational training, hands-on experience, and mentorship. This comprehensive approach not only bridges the skills gap but also facilitates a seamless transition into stable, high-demand careers. Preapprenticeships are registered in the state of Florida by the Florida Department of Education.

4. Job Shadowing

Job shadowing is a structured, short-term activity where youth spend time one-on-one with an experienced professional, observing daily tasks and asking questions about the job and industry. This hands-on experience provides valuable insights into careers, job responsibilities, work culture, and the skills needed in a real-world environment.

C. Work Experience Requirement for Youth

WIOA requires LWDBs to expend a minimum of 20% of local formula and of statewide youth funds on “work experiences.” These activities include paid and unpaid work experiences that have as a component academic and occupational education, and may include:

- Summer employment opportunities and other employment opportunities available through the school year
- Preapprenticeship programs
- Internships
- Job shadowing
- On-the-job training opportunities
- Registered apprenticeships

Additional information and requirements specific to youth services can be found in the following policies:

- [Policy 95, Youth Eligibility](#)
- [Policy 120: Youth Services Provider Selection](#)

D. Individual Employment Plan

Except for IWT customers who are not also enrolled as a WIOA participant, LWDBs must develop an Individual Employment Plan (IEP) for adults and dislocated workers or an Individual Service Strategy (ISS) for youth participants enrolled in work-based learning (including work-based training). Consistent with 20 CFR 680.170, the IEP/ISS is a negotiated agreement between the participant and the LWDB 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/ISS is an ongoing strategy that must include a clear employment goal, identify assets and barriers, outline the steps necessary (objectives) to achieve the employment goal, and include appropriate resources and services, including services that may be available through co-enrollment within another WIOA partner agency. The IEP/ISS must address any barriers that may prevent the participant from achieving the employment goal.

When selecting work-based learning for a participant, the case manager must also include the following in the IEP/ISS:

- (1) A determination that a work-based learning activity is appropriate to meet the participant’s needs.
- (2) The specific work-based learning most appropriate for the participant based on an assessment of the participant’s needs, skill set, and other characteristics⁵ necessary to determine the best activity for the participant.
- (3) The specific short and long-term goals for the work-based learning activity, by identifying the purpose of the activity and outcomes expected.
- (4) The employer/worksites with whom the activity will be done and other information relevant to the work-based learning activities.
- (5) Other services/activities necessary to support the work-based learning activity.

⁵ Characteristics include the features and traits of the individuals. It also refers to individuals with barriers to employment.

The IEP/ISS must be created using the Employ Florida “IEP/Service Strategy” wizard. Instructions on how to create an IEP/ISS 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/ISS must be updated periodically to reflect progress in accomplishing identified goals.

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

E. Contracts and Worksite Agreements

When LWDBs enroll participants in work-based training or other work-based learning opportunities, they must utilize a CareerSource Florida approved template or, if a template is unavailable, develop either a worksite agreement or contract with the training worksite, depending on the activity:

- (1) Worksite agreements must be developed for work-based learning activities that do not involve a disbursement of funds to or on behalf of an employer.
- (2) A contract must be developed for work-based learning activities that involve an exchange of consideration or a disbursement of funds to or on behalf of an employer.

LWDBs must ensure all the following elements are included in both worksite agreements and contracts:

- (1) A clear statement of purpose.
- (2) A job description.
- (3) A training outline.
- (4) Requirements of the worksite employer, participant and WIOA service provider and/or staffing agency.
- (5) Contact information, if applicable for the supervisor.
- (6) The worksite address.
- (7) Record-keeping, attendance, and payroll information.
- (8) The duration of the activity.
- (9) Signature and dates of all parties to the contract/worksite agreement.
- (10) A process to monitor the participant’s worksite activities and ensure adherence to the records retention requirements, as applicable.
- (11) Required tools, equipment, or uniforms, if applicable.
- (12) Health and safety standards established under federal and state law otherwise applicable to working conditions of employees shall be equally applicable to working conditions of participants engaged in work-based training activities, and
- (13) Signatures of both the worksite employer and the staffing agency, when relevant.

WIOA section 181 imposes certain restrictions on work-based training. Thus, the following assurances are required for all contracts:

- (1) Funds will not be used to directly or indirectly aid in the filling of a job opening which is vacant because the former employee is on strike or is being locked out in the course of a labor dispute, or the filling of which is otherwise an issue in a labor dispute involving a work stoppage.
- (2) Funds will not be used to directly or indirectly assist, promote, or deter union organizing.
- (3) Funds will not be used to displace (including a partial displacement, such as a reduction in the hours of non-overtime work, wages, or employment benefits) a current employee (as of the date of participation).
- (4) Funds will not be used to impair an existing contract for services or collective bargaining agreement, and no activity that would be inconsistent with the terms of a collective bargaining agreement shall be undertaken without the written concurrence of the labor organization and employer concerned.
- (5) Funds will not be used to employ a participant in a job if any other individual is on layoff from the same or any substantially equivalent job, or the employer has terminated the employment of any regular employee or otherwise reduced the workforce of the employer with the intention of filling the vacancy created with the participant.
- (6) Funds will not be used to create a promotional line that will infringe in any way upon the promotional opportunities of currently employed individuals (as of the date of participation).
- (7) Funds will not be used to encourage or induce relocation.

Contracts for customized training must also include all of the following:

- (1) The specific special training requirements of the employer(s).
- (2) A statement that the training relates to introducing new technologies, production or service procedures, upgrading to new jobs that require additional skills, workplace literacy, or other appropriate purposes identified by the local LWDB.
- (3) A commitment by the employer to employ or retain the individual(s) upon successful completion of the training.
- (4) Clear information that demonstrates the employer pays for a significant cost of the training, as determined by the LWDB in accordance with the factors identified in WIOA sec. 3(14).

Contracts for IWT must also include all of the following:

- (1) The established non-federal reimbursement share of the cost of providing the training.
- (2) A statement that the training is designed to meet the special requirements of the employer (including a group of employers) to retain a skilled workforce or avert layoffs by assisting the workers in obtaining the skills necessary to retain employment.
- (3) A commitment by the employer to retain or avert the layoffs of the incumbent worker(s).
- (4) Documentation that the participant has established a six-month employment history with the employer or that the participant was part of a training group where the majority of the group meets the six-month requirement.
- (5) A statement confirming that funds will not be used to pay the wages of incumbent employees during their participation in economic development activities provided through a statewide workforce development system.

Specific contract requirements for OJT are listed in [Administrative Policy 009, On-the Job Training](#).

In addition to the requirements for specific work-based training and work-based learning opportunities described in this administrative policy, the LWDB must ensure compliance with relevant WIOA requirements and restrictions.

F. Supportive Services

Consistent with 20 CFR 680.900, supportive services are defined as a service that is necessary to enable an individual to participate in activities authorized under WIOA sec. 134(c)(2) and (3) and include work-based training and other work-based learning activities. LWDBs must engage in resource and service coordination to ensure participants receive supportive services, either as part of the IEP/ISS, through co-enrollment or through referral to community partners. The provision of such supportive services must be documented in the participant's IEP/ISS. Additional requirements governing supportive services are prescribed in [Administrative Policy 109, Supportive Services and Needs-Related Payments](#).

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 work-based learning activities. LOPs must be publicly posted and are subject to random monitoring and audits.

At a minimum, the LOP must:

- (1) For customized training:
 - (a) Describe how the LWDB defines the employer's "significant portion of the cost of training," considering the size of the employer and any other factors the LWDB determines are appropriate, as prescribed in this policy.
 - (b) For employed workers, LWDBs must use wage data and information consistent with that produced and used by FloridaCommerce, if available. LWDBs must specify in their criteria how they determine whether the employee is not earning a self-sufficient wage or earning wages comparable to or higher than wages from previous employment.
 - (c) For employed workers, describe the process for ensuring customized training relates to introducing new technologies, production or service procedures, upgrading to new jobs that require additional skills, workplace literacy, or other appropriate purposes identified by the LWDB.
- (2) For IWT:
 - (a) Define local eligibility criteria for participating employers which must incorporate data specific to local demand and emerging industries consistent, where possible, with data and information from FloridaCommerce.
 - (b) Describe how the employer will meet the non-federal share of costs.
 - (c) Develop a process for documenting the six-month work-history requirement for IWT recipients.
 - (d) Define the types or groups of workers that are eligible for IWT services which must incorporate data specific to local demand and emerging industries consistent, where possible, with data and information from FloridaCommerce.

LWDBs are encouraged to develop an upskill/backfill strategy which involves filling jobs vacated by promoted employees with other WIOA participants.

- (3) For transitional jobs:

- (a) Define the transitional jobs strategy/model. Define the provisions on the amount of reimbursement (up to 100%).
- (b) Define the duration of the jobs.
- (c) How supportive services will be provided and documented.
- (d) Define “chronically unemployed” and “have an inconsistent work history” using data and information consistent with FloridaCommerce, where available, as well as how these individuals will be identified.
- (e) Identify the strategy the LWDB uses to promote or encourage participants’ transition into unsubsidized jobs.

H. State and Local Monitoring

Services and activities provided under WIOA must be monitored annually by Florida Commerce for compliance with WIOA requirements pursuant to Section 185(c). FloridaCommerce will monitor the requirements outlined in this policy and local operating procedures.

Additionally, LWDBs must establish and implement local monitoring policies and procedures that include, at a minimum:

- (1) Roles of the employer, participant, and LWDB staff.
- (2) A description of how the LWDB will monitor worksites to ensure compliance with federal and state laws, as well as state and local policies and procedures. As a part of the monitoring process, LWDBs should make visits to worksites and conduct interviews of participants and worksite supervisors. Interviews should be conducted by individuals who are not responsible for the management of the worksite agreement or the case management of participants at the worksite.
- (3) Validation of skills and competency attainment for participants.

LWDBs must ensure participating employers agree to cooperate with monitoring requirements conducted by the U.S. Department of Labor, state and/or LWDB and that employers agree to adhere to all other applicable local, state, and federal rules and regulations.

VI. IMPLEMENTATION

This policy and any subsequent changes become effective upon issuance. A LWDB may contact CareerSource for information on how to apply for a one-year waiver with the submission of a plan describing how the LWDB will come into compliance with adopted policy updates. However, work-based training activities must continue to be recorded and documented consistent with the [Employ Florida Service Code Guide](#). LWDBs must define relevant terms identified in this policy.

VII. AUTHORITIES

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

20 Code of Federal Regulations (CFR) Sections [677.155](#); [680.180 – 680.195](#); [680.200](#); [680.320](#); [680.700 - 680.840](#); [681.480](#); [681.600](#); [682.210\(b\)](#); [682.320\(b\)\(4\)](#)

[29 CFR Part 29](#)

[TEGL 13-16](#), and [13-16, Change 1](#), *Guidance on Registered Apprenticeship Provisions and Opportunities in the Workforce Innovation and Opportunity Act (WIOA)*

[Training and Employment Guidance Letter \(TEGL\) 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*

[TEGL 21-22](#): *Increasing Equitable Service Access and Employment Outcomes for All Jobseekers in Workforce Innovation and Opportunity Act Adult and Dislocated Worker Programs*

[TEGL 04-23](#): *Requirements for Workforce Innovation and Opportunity Act (WIOA) State Plans for Program Years (PY) 2024 - 2027*

[Section 445.004, Florida Statutes](#) [Sections 446.011](#), [446.092](#), and [446.0915](#) Florida Statutes

[CareerSource Florida Strategic Policy 2019.02.13.A.1 -- Apprenticeship](#)

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

[Rule 6A-23.010](#), Florida Administrative Code

IX. HISTORY

Date	Description
02/20/2025	Updated policy to emphasize youth work experience, related reporting requirements, and co-enrollment. Added sections on key objectives, measurable outcomes, and implementation.
06/03/2022	Updated policy issued by the Florida Department of Commerce. The policy name was changed from Work Based Training to Work-Based Training and Work-Based Learning for Adults and Dislocated Workers. This policy repeals and supersedes FG OSPS 89 - Employed and Incumbent Worker Training.
02/20/2020	Approved by CareerSource Florida Board of Directors.
06/11/2019	Issued by the Florida Department of Economic Opportunity (now Florida Department of Commerce)

X. RESOURCES

[Employ Florida Service Code Guide](#)

[Registered Apprenticeship Strategic Policy \(careersourceflorida.com\)](#)

[Apprentice Florida - Apprentice Florida](#)

[Network Toolkit \(apprenticeflorida.com\)](#)

[Apprentice Florida – YouTube](#)

[WorkforceGPS - New On-the-Job Training \(OJT\) Toolkit](#)

WORK-BASED TRAINING AND WORK-BASED LEARNING ACTIVITIES — Quick Reference

* Definitions and instructions for the use of participant service codes can be found in the [Employ Florida Service Code Guide](#).

Activity	Adult	Dislocated Worker	Youth	TAA	Service Codes*
On-the-Job Training	Y	Y	Y	Y	301 – Adult/DW 329 – TAA 428 – Youth
Customized Training	Y	Y	N	Y	304 – Adult/DW 333 – TAA
Incumbent Worker Training	Y	N	N	N	316 – Adult
Registered Apprenticeship	Y	Y	Y	Y	325 – Adult/DW (ITA) 329 – Adult/DW (non-ITA) 338 – TAA 424 – Youth
Internships	Y	Y	Y	N	218 – Adult/DW 408 – Youth (unpaid) 427 – Youth
Work Experiences	Y	Y	Y	N	219 – Adult/DW 425 – Youth (paid) 426 – Youth (unpaid)
Preapprenticeship	Y	Y	Y	N	247 – Adult/DW 423 – Youth
Transitional Jobs	Y	N	N	N	306 – Adult
Summer Youth Employment	N	N	Y	N	400 – Youth
Job Shadowing	N	N	Y	N	307 – Adult/DW 409 – Youth