

# oStrengthening Florida's Workforce – Strengthening the Economy

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An Assessment of Conditions and Policies Encouraging  
Economic Self-Sufficiency in Florida

Florida Chamber of Commerce Foundation, Inc.

Orlando Regional Chamber of Commerce

Research by: Cambridge Systematics, Inc.

Sponsored by: The Annie E. Casey Foundation

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Chapter on Diversity-Economic Opportunities for Floridians.*

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## Introduction & Acknowledgements:

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# An Assessment of Conditions and Policies Encouraging Economic Self-Sufficiency in Florida

Over the past 18 months, the Florida Chamber of Commerce Foundation has led the development of a framework of indicators that assesses Florida's efforts to aid the working poor in making ends meet the budget and achieving economic self-sufficiency. The emphasis of this study is to provide a better understanding of the working poor in Florida and the characteristics of this population. In addition, the framework details the infrastructure (policies and programs) intended to support the working poor, and assesses the performance of these efforts both within Florida and compared to other states.

Roughly half of all poor families in the state (and the U.S.) work. However, many of these adults are not prepared to succeed in the labor market due to inadequate education/literacy, lack of health care, etc. This study views the working poor as an asset for the state and Florida's employers, and the goal is to highlight some of the key issues today to lead to a stronger workforce in the near and long-term. The success of the state's economy depends on the ability of Florida to transition these workers into careers and jobs that will lead to economic self-sufficiency.

The Annie E. Casey Foundation as part of a five state pilot study provided funding for this project, and the Florida Chamber Foundation is thankful for their support. Brandon Roberts & Associates facilitated the development of the indicator framework for this pilot study, collected the federal data resources, and consulted on the writing of this report. This initiative is based on several perceptions:

- In every state, a significant number of working families cannot earn enough income to meet basic family needs for housing, food, clothing, transportation, health care, and child care; in fact, many working families earn less than the federal poverty threshold.
- This situation occurs in large part because many individuals do not have the basic educational competencies and occupational skills necessary to obtain family-supporting jobs; lack of jobs with good pay and working conditions are factors as well.
- State governments oversee a number of policies and resources that can address this situation, including the state community college system and other education/training activities; federally-financed programs such as Temporary Assistance for Needy Families (TANF), the Workforce Investment Act (WIA), Perkins (Postsecondary), and Adult Education; state-financed economic development programs; and state-administered programs that provide basic employment protections and supports.

The framework is intended as a tool for assessing state efforts to assist working poor families to become economically self-sufficient, particularly in the context of achieving success in the labor market. Indicators identify current conditions and related state policies and program efforts in each of four areas of concern:

1. The conditions of working families in economic distress;
2. Education and skills training for working adults;
3. Employment opportunities for entry level and low-wage workers; and

4. The conditions of employment (e.g., availability of health insurance, workers' compensation) at existing jobs

Research teams from each of the pilot study states (Arkansas, Florida, Michigan, Texas and Wisconsin) participated in shaping and evaluating these indicators and the following report details the data gathered for the state of Florida. The purpose of the report is to promote discussion about the state's commitment to and effectiveness in moving working poor families towards economic self-sufficiency. The Florida Chamber Foundation and the Orlando Regional Chamber of Commerce partnered to gather, analyze, and evaluate data with assistance from a sub-contractor firm, Cambridge Systematics.

Florida's team and perspective is unique for this project. The other pilot study teams were led by low-income, poverty reduction and workforce development advocacy groups and examine the indicators with emphasis placed on the worker's perspective. The Florida team, formed through a partnership of two pro-business associations, examines the indicators with emphasis placed on the job provider's perspective. Among other reasons, this is significant because it highlights the importance of the working poor as a resource that is underutilized for the state and its employers, limiting the potential for overall economic vitality and growth.

#### **Why would a Chamber of Commerce undertake this project?**

*More attention needs to be paid to integrating employers into solutions regarding the workforce. Typically, government sponsored programs have focused on the needs of the welfare recipient ... Employers want employees who will contribute to productivity and profitability. If public agencies can help them achieve this, they will participate; if they are being asked by public agencies to sacrifice productivity and profitability for other objectives, employers are less eager to participate. To achieve employer involvement, employers need to be engaged in the issues facing their workforce of the 21st Century and play an active role in defining and crafting collaborative efforts that can bridge employer needs with the needs of the welfare recipient.*

— *Public/Private Ventures, Philadelphia, Pennsylvania  
Spring, 1998*

Changes in state and federal welfare and workforce policies have ignited in America's communities an effort to fundamentally change the culture of our public welfare system and the workforce offices through which the system operates. These changes provided an unprecedented opportunity for the private sector to become more engaged in shaping workforce policy. Where in the past the private sector and the interests of employers might have been ignored or discounted, incorporating the needs of job providers today is a critical element in the success of any workforce development initiative.

The Florida team has a long history of involvement in issues affecting the business community including those surrounding workforce development. The Florida Chamber Foundation is a research and problem solving organization working in partnership with state business leaders to fund activities in public policy research in order to promote a healthy Florida economy. In 1989 the Foundation released *Cornerstone: Foundations for Economic Leadership*. During the 1990's *Cornerstone* guided the state's public and private decision makers in shaping Florida's progress in economic development and many other critical issues. Several notable initiatives grew out of the *Cornerstone* initiative including creation of Enterprise Florida, Inc., a public-private partnership to

oversee the state's economic development functions; and establishment of the Foundation's *WorldClass* education partnership to increase business involvement in Florida's school system. Currently the Foundation is completing *New Cornerstone: Foundations for Florida's 21st Century Economy*. This study will build on the success of the original *Cornerstone* and continue to provide direction as Florida defines policies and strategies to build a strong economy for all Floridians. The current study emphasizes intellectual infrastructure (workforce and education), entrepreneurial support, international trade, and economic equity/diversity issues in the state. With a long history of examining economic and workforce issues, the Foundation is well positioned to provide insight on indicators of Florida's Working Poor.

***The journey to Workforce 2020 is a journey to an uncertain destination. Government, businesses and individuals must base decisions and reform on the best information. Business and government leaders must understand the full dimensions of the labor-force challenges we all confront. The challenges ahead call for solutions tailored to individual circumstances. One size does not fit all levels of government. Individual and local experimentation must be the order of the day, to promote competition in some instance and increased knowledge in others. The twenty-first century holds incredible promise for America's workers. Workforce 2020 can be the most prosperous, flexible, intellectually stimulated and safest workforce the world has ever known. We need to understand our situation and confront our challenges.***

— Richard W. Judy and Carol D'Amico  
*Workforce 2020: Work and Workers in the 21<sup>st</sup> Century*

The Orlando Regional Chamber of Commerce is Florida's largest chamber and believes that a strong community goes hand in hand with a strong business community. The chamber's involvement in workforce development issues began with the WorkForce 2020 project. WorkForce 2020 began in the fall of 1997 and its purpose was to engage the business community in meaningful dialog about hiring, training, and retaining workers to ensure long-term global competitiveness. Initially the discussion focused on welfare reform, but it quickly expanded to all entry-level workforce discussions. Through the course of the project, the chamber became a strong advocate to ensure that the voice of the job provider be included in workforce development.

WorkForce 2020's success in the central Florida market led to replication across Florida and a partnership with the Center for Workforce Preparation at the U.S. Chamber of Commerce to introduce the model to eleven communities across America. Since 1998 employers in the Orlando region have become heavily engaged in all aspects of workforce development, from job placement to job retention and advancement. The focus, however, is on having a workforce that is well-trained and ready to work. The job provider community views self-sufficiency as a requirement of being ready to work.

The scope of this current assessment is statewide and all indicator data reflect a state level perspective. A few examples, however, come from the central region of the state. This is a reflection on the expertise of the project team and is not an indication that similar examples do not exist outside of the central region of the state.

Chambers are uniquely positioned to engage the business community on any number of issues because chambers are in the business of building and maintaining relationships with a wide range of business leaders and community partners. In the process of completing this project, many community partners provided data and supported the efforts of the Florida team. In

particular, very useful data collection and policy guidance were provided by Workforce Florida, Inc. (WFI); the Agency for Workforce Innovation (AWI); the Florida Education and Training Placement Information Program (FETPIP) with the Department of Education; the Partnership for School Readiness; and the Florida Department of Corrections.

### **Organization of the report**

The remainder of this report is organized into four chapters. The first chapter (Working Families in Economic Distress) presents data on the number, conditions, and characteristics of working poor families in Florida. Chapters 2, 3, and 4 deal with various policies, programs, and performance of working poor adults:

- Chapter 2 places emphasis on Education and Skills Training, including programs such as WIA, TANF, Perkins, and adult education;
- Chapter 3 is entitled Employment Opportunity and examines the economic conditions of the labor force; state policies influencing employment availability, and the performance of state employment efforts; and
- Chapter 4 assesses the Conditions of Employment in Florida, including topics such as unemployment insurance, workers' compensation, pensions, and health insurance.

The report concludes with a summary of findings and policy implications for Florida as it strives to improve the conditions of the working poor and increase the opportunities for sustained labor market success.

# CHAPTER 1

## Working Families In Economic Distress:

Even though most working families (almost 92 percent in Florida) are not in poverty, many poor families do work (over 46 percent in Florida), struggling day-to-day to earn wages to meet basic needs such as food, shelter, and health care. Among the many factors that contribute to these conditions, lack of education and occupational skills leave working poor parents unprepared to succeed in today's economy. The following data, prepared by the Population Reference Bureau from the 2000 Census files, show how working families in Florida compare to working families across the 50 states.

INDICATOR	FLORIDA	FLORIDA RANK	OTHER STATES
1. Percent of Poor Families Engaged in Work	46.1%	19	47.2%
2. Percent of Working Families That Are In Poverty	7.9%	32	7.5%
3. Percent of Working Families With a Minority Parent That Are In Poverty	13%	26	13.1%
4. Percent of Working Families With Income Less Than 200% of Poverty	31%	35	27.8%
5. Percent of Working Families in Poverty Spending Over 1/3 of Income on Housing	77%	34	72.5%
6. Percent of Working Families in Poverty With a Parent Without HS Degree or GED	43.8%	40	43.6%
7. Percent of Working Families in Poverty With a Parent With Some Postsecondary Education	31.6%		32.4%
8. Ratio of Income Received by Most Affluent Working Families Compared to the Least Affluent	8.3	40	8.5
9. Ratio of Income Received by Middle Class Working Families Compared to of the Least Affluent	2.8	23	2.9
10. Percent of Working Poor Families Self-Employed	7.8%		12.9%
11. The range is 2.2% to 37.3%			
12. Percent of Working Families in Poverty With One Parent Between 25-54 Years Old	83.5%	20	85.4%
13. Percent of Working Families in Poverty With One Parent Without Health Insurance	52.3%		46.7%
14. The range among states is 9%-68%			

Relative to the U.S., Florida is at best a middle of the road state in terms of the economic characteristics of working poor families. This is borne out by the rankings for the Chapter 1 indicators that typically show Florida in the middle third of the 50 states, and not in the top 15 of states for any indicator. These indicators highlight at least three areas of concern for Florida compared to the U.S. First, Florida has a high percentage of working families that earn less than

200 percent of poverty. Second, despite relatively low housing prices across the state, more Florida working families in poverty (77 percent) spend over one-third of their income on housing, compared to the U.S. at 72.5 percent. Third, a greater percentage of working poor families in Florida struggle to obtain health insurance than at the U.S. level.

Florida's income distribution indicators (most affluent to least affluent, and middle class to least affluent) are each slightly more equitable than the U.S. average. All workforce research shows that post secondary education is an activity that tends to lead to a worker's advancement. Florida is just slightly below the national level, but as both percentages are in the low 30 percent range, this is clearly a significant issue for both the state and nation, and suggests that access to post secondary education needs to be improved. Financial and other family barriers prevent many working poor from gaining the education that could help them out of poverty.

**Additional key findings include:**

- Almost half of all poor families work, indicating that many adults are striving to lead a successful career in the workplace but are not capable of doing so. The remainder of the report highlights many of the reasons for these struggles. These numbers suggest that simply working hard and participating in the labor force is not adequate for success in today's economy – additional opportunities and programs may be required.
- Almost 44 percent of working poor families lack a parent with a high school degree, and over 52 percent of these families have at least one parent without health insurance.

## CHAPTER 2

### Education and Skills Training:

States have control and influence over policies and programs that seek to raise the education and skill levels of low-wage adults. This chapter examines the specific education and skill conditions of adults in Florida, the policies that Florida deploys to address the education and skills training needs of adults, and the outcomes of state education and skills training efforts.

#### A. Education and Skills Status of Adults Within Florida

The following data, prepared by the Population Reference Bureau, measure the extent to which adults have the necessary education and skills to engage in employment that leads to economic self-sufficiency. The focus is on educational achievement levels as well as the extent to which adults are literate, are prepared to succeed in the labor market, and are enrolled in postsecondary education.

INDICATOR	FLORIDA	FLORIDA RANK	OTHER STATES
1. Percent of Adults 18-64 without High School Degree/GED 2. Range 8.4 to 22.5%	16.3%		16.5%
3. Percent of Adults 18-64 With Only High School Degree/GED 4. Range 20.8 to 41.2%	30.3%		29.2%
5. Percent of Adults at Literacy Levels 1 and 2	51%	26	50%
6. Percent of Adults 25-54 without High School Degree/GED 7. Range is 5.9 to 20.3%	14.3%		14.2%
8. Percent of Adults 25-54 With Only High School Degree/GED	29.3%		28.1%
9. Percent of Adults 25-54 With Some Postsecondary Education, No Degree	22.3%		22.0%
10. Percent of Adults 25-54 With Associate Degree or Higher 11. Range is 21.7 to 49.1%			
12. Percent of Young Adults 18-24 enrolled in Postsecondary Institutions 13. Range is 20.9 to 38.6%	32.9%		31.4%
14. Percent of Adults 25-54 enrolled in Postsecondary Institutions 15. Range is 3.9 to 8.2%	6.2%		6.2%
16. Percent of Students Enrolled in Community Colleges Requiring Remediation <sup>1</sup>	58.6%		

<sup>1</sup>According to Community College data provided by FETPIP, the percent requiring remediation is 34 percent. Further research is needed to understand the reasons for this significant difference.

Approximately 50 percent of Americans have literacy skills at level 2 or below, which means that they cannot function adequately in today's society. In Florida, the educational achievement of almost half of the population (46.6 percent) is high school / GED or less, and just over half of the population is not literate. In addition, Florida has a larger relative population of adults age 25 to 54 (prime working years) with only a high school degree or GED, and these numbers are bolstered by domestic population inflows – the indicator would look worse if only Florida-educated adults were included. These numbers (especially the literacy problems), for Florida and the U.S. overall, are obstacles that need to be faced to create a stronger workforce.

Florida postsecondary education rates generally mirror national averages, though there are slightly more Floridians age 18 to 24 in postsecondary education than the national average. The issue is a national one. America's economy no longer is dominated by manufacturing jobs and physical labor. Success of the U.S. economy now largely depends on technology, productivity, intellect, and problem solving. Florida is no exception. The current literacy and education levels prevent the workforce from matching its potential or meeting the demand of employers for an educated workforce.

**B. State Policies That Support Career Skills Development for Low-Income Adults**

The career skills development indicators examine whether Florida has policies that give explicit attention to preparing educationally and economically successful adults to the labor market. The indicators focus on whether postsecondary policies are directed at helping low-income workers afford school and gain the opportunity to complete career development programs that lead to high-skilled and high-wage jobs. The indicators also examine how policies in the workforce development system support adults in accessing and obtaining education and career skills. Finally, attention is given to adult basic education and literacy programs, important elements of the overall workforce development system.

<i><b>INDICATOR</b></i>	<b>FLORIDA</b>	<b>OTHER STATES/US RANGE</b>
<b>1.</b> State Need-Based Financial Aid Equal to Pell Resources	12%	US range 0% to 136%
<b>2.</b> Community College Tuition is Less Than 25% of Average Family Income	Yes (23%)	US range 16% to 30%
<b>3.</b> State Funding Available to Students Taking Short-term, Non-Degree Career Classes	No	Five states - yes
<b>4.</b> State FTE Resources Provided to Community Colleges to Support Non-Credit Career Classes	No	20 states - partial
<b>5.</b> State Able to Monitor and Assess Progress/Completion of Community College Remediation Students	Yes	22 states - yes
<b>6.</b> Community Colleges Receive State Incentives for Positive Performance in Remedial Education	Yes	5 states - yes
<b>7.</b> State Allocates Fifty Percent or More of Federal Career/Technical Resources to Postsecondary	No (47%)	US 39%
<b>8.</b> Local Postsecondary Career/Technical Program Applications Reviewed by Local Workforce Board Prior to Submission to State	Yes	
<b>9.</b> State Measures Career/Technical Program Performance by Program Completion of Low-Income Students	<i>Florida measures by special populations such as low-income (1 of 3 states to do so)</i>	

In Florida, financial aid is based on merit and not solely on need, which is the reason for the relatively low need-based financial aid compared to Pell Resources. While this strategy rewards hard workers, many potential achievers can be left behind. Community college tuition in Florida is 23% of the average family's income, and it should be noted that while there are 22 states whose costs are below 20%, those states have higher average family incomes. Consequently, community college tuition in the state of Florida is relatively affordable. Still, one remaining key question for merit-achieving low-income students is whether or not there are sufficient resources to serve them, in particular as these low-income students attempt to pursue four-year university programs (as opposed to local community college system programs).

Florida focuses on degree seeking students, and does not provide funding for non-degree career classes. Non-degree career classes can be an integral part of adult education, especially for those not able to enroll in degree-seeking classes but still pursuing important technical/career skills. This lack of funding suggests a potential gap in the community college system, in particular for classes that help adults transition to higher-quality, higher-pay employment. At the same time, non-degree students pursuing non-career studies are discouraged and one reason is the crowded conditions that already exist in many Florida community colleges.

Florida generally does well at measuring the performance of its community college and workforce development programs, and is one of only five states to provide incentives to community colleges for positive remedial education outcomes. In addition, Florida is one of the only states to focus on high-wage jobs measurement for the placement of career/technical program completers. This type of performance monitoring increases the accountability of the system and the ability of decision-makers to accurately assess the effectiveness of programs.

Unfortunately, remediation is greatly needed at the community college level in Florida. This is related to low levels of education and literacy in the state's population. Often if parents are not educated or have issues with basic literacy, then they are not equipped to support children with their education, accentuating a vicious cycle.

Indicator 8 (above) examines the regional workforce board (RWB) and its influence over Postsecondary education programs. While not subject to approval by RWBs, input is provided and RWBs do control the eligible training provider list used for issuing WIA individual training accounts and TANF RITA's, a Florida innovation. RWBs also recommend occupations for the "targeted occupations list" (TOL), which greatly influences funding for such courses/programs (source: Workforce Florida, Inc.).

While Florida does not measure placement of low-income students explicitly, the state does monitor placement of special populations, such as low-income students.

### **Community Colleges in Florida**

Florida's community college system is an essential component of the educational and workforce infrastructure of the state. Florida relies more heavily on its community colleges than many other states as a common and often encouraged track to first attend two years of local community college before moving on to a bachelor's degree program at one of the state's universities. Challenges presented by this system are detailed in the Florida Chamber Foundation's *New Cornerstone* study in Chapter Three, focused on Intellectual Infrastructure. This section highlights the importance of community colleges to working poor adults in the state, and profiles a few of the current efforts to link students with technology and employers.

The state's community colleges are a key component of the workforce infrastructure and are expected to supply a major share of the workforce, with two-thirds of the jobs by 2009 projected

to require postsecondary education, but less than a baccalaureate degree. For example, community colleges provide a significant portion of the region's law enforcement, nursing, and EMT/paramedic workforce. In Polk County over 95 percent of the city and county law enforcement officers, over 60 percent of the county's nurses, and over 90 percent of EMT's and paramedics were educated at Polk Community College.

Community college graduates have opportunities for high-quality jobs with high wages. Initial quarterly earnings of Florida Associate in Science degree graduates are higher than those for baccalaureate degree graduates (\$8,373 for 1999-2000 AS degree graduates and \$8,103 for 1999-2000 State University System baccalaureate degree graduates). While it is true that lifetime earnings for baccalaureate degree graduates are higher, associate degree graduates targeted to specific technical occupations are often the labor that is in greatest demand by employers and therefore results in significantly higher than average wages.

To improve its workforce education and training and attract higher paying jobs Florida must aggressively support the expansion of innovative workforce educational programs, encompassing high school, community college and technical college programs. In addition, the state needs to at least maintain current funding, and ideally expand it to allow for enrollment growth at community colleges. Failure to do so will likely hurt the state, placing in jeopardy the tradition of the open door community college and, in turn, restricting the pipeline of future baccalaureate-degree seekers, teachers, nurses, high-tech workers, and other professionals needed for economic growth.

Florida's community colleges, while receiving national recognition and competitive in terms of results (graduates, placement rates) are not always rewarded for their performance, but rather have sometimes been forced to absorb significant numbers of unfunded students. An enhanced mechanism to connect performance and results to funding would provide an incentive to community colleges. In addition, the state needs to consider the extent to which the community college system should be geared towards students pursuing two-year degrees and technical certificates aimed at short-term work opportunities, as opposed to a transitional opportunity prior to pursuing a four-year bachelor's degree.

A couple of recent successes at the community college level are worth noting. For example, Valencia Community College was named one of the nation's top four community colleges for the quality of the First-Year experience of students by Time Magazine in 2001. In 1995, Brevard Community College began implementation of its Virtual Campus, and in 1997 was featured by Forbes Magazine as one of the top twenty "Cyber U's" in the nation - the only community college to receive such acclaim.

**Workforce and Adult Education Policies – WIA:**

<b>INDICATOR</b>	<b>FLORIDA</b>	<b>OTHER STATES</b>
1. State Mandates Federal and State Programs, Beyond Those Required by WIA, to be Formal Partners in One-stop System.	Not Officially	6 States-Yes
2. State Uses Alternative Funding Formula to Allocate Funds to Local Areas with Excess Poverty.	Yes	6 States-Yes
3. Over Fifty Percent of WIA Funds Dedicated to Training	Yes	
4. State Has Policy for Determining When Local WIA Training Funds Are Limited and Requires Local WIAs to Establish Training Priorities	Yes	
5. State Established Training Provider Eligibility/Performance Criteria Beyond WIA Requirements and Include Data in Consumer Reports	Yes	
6. State Requires Local WIBs to Do Basic Skills Assessment for all Without High School Degree or GED and Refer to Adult Education	Not officially	
7. State Requires Local WIBs To Provide Funds for Supportive Services	Yes	

Florida's policies and programs regarding the Workforce Investment Act (WIA) are fairly progressive and the state is often regarded as a national leader in this area. Though Florida did not officially choose to develop a unified plan beyond what is required by WIA (e.g., Food Stamps, Perkins Postsecondary) to be formal partners in its One-stop System, state law does require some unification such as with TANF. The state's policy for determining when local WIA training funds are limited is required as part of the RWB plan, including a policy regarding serving "employed workers."

Basic skill assessments are not required in Florida although these are commonly done at local option as part of the intake process and case management. One challenge with assessments from the job provider point of view is finding common language or a definition of what the assessment actually means. Still, this type of basic skills assessment, in light of the large numbers of working poor adults without high school degrees and lacking reasonable literacy skills, could be an important next step for the state.

**TANF:**

<b>INDICATOR</b>	<b>FLORIDA</b>	<b>OTHER STATES</b>
8. Postsecondary Education/Training Alone Satisfies TANF Work Requirement	No	5 States-Yes
9. Postsecondary Education/Training Alone Satisfies TANF Work Requirement for More than 12 Months	No	14 States-Yes
10. TANF Time Clock Stopped When Engaged in Postsecondary Education and Training	No	4 States-Yes
11. TANF/MOE Funds Used for Education and Training for Working Poor Not Receiving Case Assistance	Unknown in Florida, as the information is not captured in that way	
12. State Provided Match for TANF IDA/ILA Training Accounts	Florida - Yes	

Education and training activities do not satisfy the TANF work requirement in Florida. In some cases, a business may view training as part of work activity, but this is not frequently the case. Five states (Alabama, Connecticut, Nevada, Oregon, and Pennsylvania) allow TANF participants to meet their work requirement as a result of exclusive participation in postsecondary education and training for 12 months or less. This is an important issue for Florida employers. The booming economy of the late 1990s allowed for a relatively quick transition of many people from TANF to the workplace. However, the current national recession is highlighting the need for real skills and true workforce preparation for employment success. Employers need workers who are prepared to succeed in the labor market and those without proper training will not be productive assets for Florida firms. As has been done in other states, Florida may want to consider allowing education and training activities to count as “work activity” while on TANF so that the working poor population of the state can become a more productive long-term component of the economy.

**Adult Education and Literacy:**

<b>INDICATOR</b>	<b>Florida</b>	<b>OTHER STATES</b>
<b>13.</b> State Resources Allocated for Adult Education and Literacy Places the State in the Top One-Third of States Nationally Range \$9.12 - \$155.40	Yes (\$ 45.67)	Top third > \$33.16
<b>14.</b> State Provides Own Dedicated Resources for Workplace Literacy	Yes	
<b>15.</b> State Mandates Adult Education for Prison Inmates with Deficient Basis Skills	Yes	22 states - yes
<b>16.</b> States Offers Certified Occupational Skills Training Programs for Prison Inmates	Yes	

Florida allocates \$45.67 per adult for adult education and literacy placing it comfortably within the top one-third states nationally. (Source: Computed based on expenditure data submitted to U.S. Department of Education and Census data on number of adults without HS/GED) Still, this amount is less than one-third the amount spent per adult in the top state, and leads one to wonder whether \$46 per adult is truly sufficient to significantly improve the literacy problems in Florida.

The state uses general revenue funds for dedicated resources for workplace literacy, sometimes coupled with digital divide initiatives. Florida does mandate adult education for prison inmates, and a recent survey of the states (47) sponsored by the U.S. Department of Education found 22 states that have mandatory education in adult corrections. WFI has a partnership agreement with the Department of Corrections covering the exchange of data on demand/targeted occupations, release destinations, and referral of released inmates at One Stop Centers.

**C. Performance of State Education and Training Efforts**

The education and training performance indicators reflect the extent to which Florida's efforts are effectively achieving results on behalf of low-income participants. The performance indicators for postsecondary initiatives concentrate on completion rates for those enrolled in college programs and the extent to which students served by the Perkins Vocational program achieve positive results at school and in the labor market. Performance indicators also are provided on three federally supported workforce programs, with a particular emphasis on whether participants increase their earnings.

## Postsecondary Performance

INDICATOR	FLORIDA	US RANGE
1. Percent of High School Freshmen Enrolling in College	28%	24%-59%
2. Percent of First Year Community College Students Returning Second Year	63%	Range 40% - 67%
3. Percent of Adults 25-44 Enrolled Part-time in Postsecondary Education	3.6%	Range 1.5% - 6/0%
4. Percent of Community Colleges Students Obtaining a Certificate/Degree or Transferring to a Four-Year College	Not able to collect information	
5. Percent of Community College Students Obtaining High-Wage Jobs	30.6%	
6. Percent of Community College Students in Developmental Education Moving Ahead	Not able to collect information	
7. Ratio of Career Certificates Awarded to Associate Degrees in Community Colleges	0.59	Range 0.04 – 4.72
8. Percent of Perkins Students Attaining a Credential	28.1%	
9. Percent of Economically Disadvantaged Perkins Students Achieving Placement Relative to All Perkins Students	2.1%	
10. Percent of Perkins Students Served Relative to Adults Without Postsecondary Education	2.5%	
11. Percent of Placed Perkins Students Earning Above Poverty	88.1%	Source: FETPIP
12. Percent of Placed Perkins Students Earning Above 200% of Poverty	71.0%	Source: FETPIP

In Florida, 28 percent of high school freshman enroll in college, which is fairly low compared to the national range of 24 to 59 percent among the states. (Source: Measuring Up 2002) These trends are highlighted in the *New Cornerstone* study that demonstrates that on average for every ten students entering high school, only six graduate high school, and of those three go on to college, with two finishing a bachelor's degree. Florida's continuation rate from high school to college is ranked 43<sup>rd</sup> in the nation. In addition, the state ranks 37<sup>th</sup> for adult population with a college degree, and last among 50 states for the number of Ph.D. scientists and engineers as a percent of workforce. These parallel studies emphasize the educational challenges for Florida and recommends that the state continue to prioritize these needs to strengthen the workforce and overall economy.

The state does much better at retaining its first year community college students (63 percent return for their second year), as the national range is 40 to 67 percent. (Source: Measuring Up 2002) According to FETPIP, 30.6 percent of community college students obtain high-wage jobs, based on quarterly wages of \$7,202 or greater.

Despite repeated efforts with the state's leading education and workforce agencies, we were not able to collect relevant information regarding: 1) the percent of community colleges students obtaining a certificate/degree or transferring to a four-year college; or 2) the percent of community college students in developmental education moving ahead. Both of these indicators would be valuable in helping determine the educational success of community college students in

Florida and the state should consider making this information more accessible. In terms of Perkins participation, it appears that there is the potential to reach more Floridians who would likely benefit from adult education, as indicated by only 2.5 percent of all adults without postsecondary education that are Perkins students. However, those that do participate, generally fare well in the labor market since over 88 percent earn above poverty and over 70 percent earn more than 200 percent above poverty (Source: FETPIP; for definition of the data indicator – see the Appendix).

**Workforce and Adult Education Program Performance – WIA:**

<b>INDICATOR</b>	<b>FLORIDA</b>
1. Percent of Exiters Receiving Training Services	Information unavailable at time of publication
2. Percent of WIA Dollars Spent on Training	56.2% Source: WFI
3. Percent of Adults Receiving Training Obtaining Employment and Credential	42.5%
4. Adult Employment Retention Rate	81.6%
5. Percent of Exiters Receiving Training Services Relative to Adults Without HS/GED	0.2%
6. Percent Exiters Earning Above Poverty	72.2% Source: FETPIP
7. Percent Exiters Earning Above 200% of Poverty	45.7% Source: FETPIP

Florida's performance indicators for WIA are from the WIA Annual Report (except where noted). According to WFI, the state expends approximately \$70 million on WIA and over \$38 million worth of funds are dedicated to individual training accounts (ITAs). Still, the coverage of WIA is somewhat limited compared to the potential population that could be served. Of those served, there is a fairly high employment retention rate (over 80 percent), and almost half of the exiters earn more than 200 percent of poverty.<sup>2</sup>

One of the more striking data indicators in this report is that only 0.2 percent of all adults without a high school/GED degree in the state receive WIA training services. Given the progressive nature of the WIA policies in Florida, and the relative success of the exiters (over 70 percent earn above poverty within one year), it would seem that an increased reach of the program to others likely to be lacking skills and in need of training could be beneficial to the state.

**TANF:**

<b>INDICATOR</b>	<b>FLORIDA</b>	<b>OTHER STATES</b>
8. Percent TANF Participants Enrolled in Education/Training	5.7%	5.7%
9. Adult Employment Retention Rate	64%	
10. Percent TANF Leavers Earning Above Poverty	56.7% Source: FETPIP	
11. Percent TANF Leavers Earning 200% Above Poverty	21.0% Source: FETPIP	

<sup>2</sup> FETPIP took all individuals who were employed in both the 4<sup>th</sup> quarter of 2000 and the 4<sup>th</sup> quarter of 2001, and compared their 4th quarter 2001 total wages against the poverty threshold for a single individual. They measured to see if it was greater than the poverty threshold and also if greater than 200 percent of the threshold. This was the method used to measure performance versus poverty levels for Perkins, WIA, TANF, and adult basic education and literacy.

Florida has the exact same rate of TANF participants enrolled in education/training as the U.S., which is less than 6 percent. The adult employment retention rate, and earning potential after leaving TANF are both lower than WIA exiters, especially the opportunities to earn more than 200 percent of poverty (only 21 percent). These numbers suggest that many exiters do not have the proper training or skills to achieve sustained economic self-sufficiency, and perhaps efforts to increase the percent of TANF participants in education/training activities should be considered. On a positive note, Florida is one of the only states capable of tracking the job and wage performance of TANF exiters, an important step as the state continues to try to improve the delivery of its programs and to monitor the impacts.

**Adult Basic Education and Literacy:**

<b>INDICATOR</b>	<b>FLORIDA</b>	<b>SOURCE</b>
<b>12.</b> Percent of Students Improving in Beginning Literacy Skills	24.5%	
<b>13.</b> Percent of All Students Enrolled in Adult Education Relative to Adults Without HS/GED	18.2%	
<b>14.</b> Percent of Adult Education Students Advancing Relative to All Students Enrolled in Adult Education	16.4%	
<b>15.</b> Percent of Participants Gaining Employment and Earning Above Poverty	67%	Source: FETPIP
<b>16.</b> Percent of Participants Gaining Employment and Earning Above 200% Poverty	31%	Source: FETPIP
<b>17.</b> Percent of Eligible Prison Inmates Receiving Adult Education	28.5%	Source: Florida Department of Corrections

The reach of adult basic education and literacy efforts is wider than most other education/workforce initiatives, with over 18 percent of all adults without a high school degree or GED participating in some form of adult education. Still, relative to the total population of adults with significant basic education needs, the coverage is limited (much less than one-third). Performance is somewhat mixed as two-thirds of participants earn above poverty, but less than a third earn above 200 percent of poverty. 27,961 of a total of 98,056 inmates received some form of adult education (28.5%); 5,644 mandatory literacy, 12,304 adult basic education, 2,661 GED, and 7,352 vocational (Florida Department of Corrections).

## CHAPTER 3

# Employment Opportunity

This chapter focuses on Florida's policies and programs aimed at increasing the availability of jobs, particularly good jobs for entry-level and low-income workers. The chapter examines specific economic conditions in the state, economic development or business assistance policies in Florida that relate to these conditions, and, where possible, the outcomes of state efforts.

### A. Economic Conditions in Florida

The following data, prepared by the Population Reference Bureau, measure labor force participation and the extent to which workers in Florida are able to get jobs that can support a family. In particular, it assesses the extent to which workers do not have a job but would like one, have a job on which it is difficult to support a family because the job is part-time, or, have more than one job. The section also looks at the extent to which the state's job structure depends on low-wage jobs. (Source for all labor force participation rate indicators: U.S. Bureau of Labor Statistics. [http://www.bls.gov/opub/gp/pdf/gp00\\_12.pdf](http://www.bls.gov/opub/gp/pdf/gp00_12.pdf))

INDICATOR	FLORIDA	OTHER STATES
1. Labor Force Participation Rate	63%	67%
2. Labor Force Participation Rate for Women	56%	60%
3. Labor Force Participation Rate for Men	70%	75%
4. Labor Force Participation Rate for Non-whites	69%	66%
5. Percent of All Workers Not Fully Employed	7.9%	7.8%
6. Percent of All Workers Who Are Unemployed	4.5%	4.5%
7. Percent of All Workers Who Are Marginally Attached to the Labor Market	0.8%	0.8%
8. Percent of All Workers Employed Part-Time Due to Economic Reasons	2.7%	2.6%
9. Percent of Unemployed Workers Out of Work for More Than 26 Weeks	12.3%	11.4%
10. Range from 3.8 to 19.2%		
11. Percent of Workers Over 18 Who Hold More Than One Job	4.5%	5.7%
12. Percent of Jobs In Low Wage Occupations	30.2%	22.3%

Overall labor force rates in Florida are slightly lower than in the U.S. but interestingly, the participation rate for non-whites is higher in Florida than the nation as a whole. Rates of unemployed, partially employed, and part-time workers are similar in Florida compared to the U.S., but the state does have a slightly higher percentage of unemployed workers who have been without a job for over 26 weeks. Given the weakness of the current U.S. economy, these numbers are worth watching, especially as unemployment rates remain relatively high and unemployment benefits expire.

Despite the largely service-based economy, Florida has fewer workers holding multiple jobs, but also has a significantly higher percentage of jobs in low-wage occupations (source: Occupational Employment Statistics from the U.S. Bureau of Labor Statistics). Given other economic indicators

(such as lower per capita income than the U.S. overall), the number of jobs in low wage occupations are not surprising, but does highlight the issue of whether the state is satisfied with this performance, or would like to increase the number of high-paying jobs. The next section looks at programs and policies that attempt to increase the availability of “quality” jobs.

## **B. State Policies Influencing Employment Availability**

The job development indicators examine whether Florida has policies that give explicit attention to creating better jobs for the working poor. Such programs include workforce investment and training, public works, and business assistance.

<b>INDICATOR</b>	<b>FLORIDA</b>
1. State Customized and Incumbent Worker Training Includes Target to Serve Entry-Level and Low-Income Workers	Yes/No
2. State Tax Credits Available for Training Entry-Level and Low-Income Workers	Not Directly
3. State Primary Business Assistance Programs Include Job Creation Goals with Wage	Yes
4. State Primary Business Assistance Programs for Distressed Places Include Job Creation Goals with Wage Standards and Targets for Serving Entry-Level and Low-Income Workers	Yes/No
5. State Has a Formal Business Retention Program	Yes
6. State Supports Sectoral Development Initiatives	Yes
7. State Public Works Projects Utilize Targeted Hiring Agreements	No
8. State Resources Used to Support Transitional Employment Programs	Somewhat
9. State Employment Service and One-stops Systems Fully Integrated	Yes

Florida has a three-tiered approach to workforce development. Separate task forces are focused on entry-level, advancing, and high wage. State tax credits are not directly available for training entry-level and low-income workers, but priority is given based on poverty-related indicators such as enterprise zones. Enterprise zones (EZs) are targets (usually located in economically struggling areas of Florida’s cities) for enhanced business investment through a number of tax incentives, such as sales or corporate income tax credits (but not both) based on the number of jobs provided and the wages paid. As stipulated by Florida law, the tax credit is only available if the wages paid are at least on par with average private sector wages in the state, thus providing wage standards. It covers the use of Welfare Transition Program participants as long as they work in the EZ, even if they live outside of it.

However, there are no specific job target amounts stipulated, and no precise requirements regarding the percentage of jobs that must go to entry-level or low-income workers. Earlier this year, the Governor named four new EZs within the cities of Cocoa, Pensacola, Tallahassee, and Hillsborough County. There are now over 55 enterprise zones throughout the state of Florida (<http://www.floridaenterprisezone.com/Map.htm>).

The state’s primary business assistance programs include job creation goals with wage standards including the Quick Response Training (QRT) program for entry level and incumbent worker training for current employees. Information regarding QRT is available from WFI, Enterprise Florida, and the Governor’s Office of Tourism, Trade, and Economic Development (OTTED). Enterprise Florida and OTTED lead the state’s business retention and attraction programs, in addition to industry sector initiatives. Current target industries are: information technology;

health and biotechnology; space, aerospace, aviation, and defense; simulation and modeling; photonics; plastics; and digital entertainment.

Regarding the use of state resources to support transitional employment programs, Florida provides minimal community service employment, having made the policy decision to emphasize direct placement in subsidized employment without transitional steps (Source: WFI). Florida's employment service and One Stop systems are highly integrated, as the operators of the local One Stop system manage offices and staff of the state employment service.

While it is true that Florida has many economic development programs in place, and there is truly an emphasis on rewarding firms that create jobs with higher than average wages, two issues remain. First, what mechanisms are available to measure the impact of these programs? As is the case with many economic development initiatives and their performance measurement, it is often difficult to directly measure the impact made by these efforts, in particular with regard to the effect on the working poor. Second, since there aren't specific "targets" for hiring low-income or entry-level workers, there could still be more policy emphasis placed on directly targeting the working poor.

### **C. Performance of State Employment Efforts**

The job development and availability performance indicators examine whether state job creation and advancement efforts serve economically disadvantaged workers and do so in ways that help them achieve economic self-sufficiency.

<b>INDICATOR</b>	<b>PERCENTAGES</b>
<b>1.</b> Percent of Low-Income Workers Benefiting From State Business Assistance Efforts	No data available
<b>2.</b> Percent of Benefiting Low-Income Workers Earning Above 200% of Poverty After Assistance	No data available
<b>3.</b> Percent of Businesses that Participate in State Business Assistance Efforts Targeting Low-Income Workers	No data available
<b>4.</b> Percent of Low-Income Workers Employed by Companies Participating in State Business Assistance Efforts Targeting Low-Income Workers	No data available
<b>5.</b> Percent of Unemployed Workers Receiving Intensive or Training Services From the One-stop Centers	81.3% of WIA, 2% total

Unfortunately, data for most of the indicators in this section created by this study are not available at this time. It is hoped that including these potential indicators (even without data) helps to reveal the importance of the information, and may lead to collection of the information in the future. In the most recent year of data, roughly 1.2 million people visited One Stop Centers, but the only ones eligible for intensive training are those in WIA. Of those 29,032 Wagner Peyser clients, 23,597 received intensive services & job training, so 81.3 percent of WIA clients received intensive or training services, but only 2 percent of all those who visit One Stops received such training (Source: AWI).

## CHAPTER 4

# Conditions of Employment

States can take a number of steps to insure that workers are treated appropriately and fairly, as well as acquire sufficient income and benefits to support their families. This chapter focuses on the policies and programs that can improve the quality of jobs, and the benefits and support available to workers. As such, this chapter examines specific employment conditions in Florida, employment and worker support policies, and outcomes of the state's efforts.

### A. Conditions of Employment in Florida

The following data, prepared by the Population Reference Bureau, measures the extent to which workers in Florida have good jobs, ones with decent pay and benefits. In particular, it assesses the extent to which workers have jobs that are low-paying, jobs that are contingent, and jobs that do not provide important benefits, including health insurance, a pension, and workers' compensation coverage. It also focuses on workers who lost their job, but are not getting unemployment insurance, either because they exhausted their coverage or they lack eligibility.

INDICATOR	FLORIDA	OTHER STATES
1. Percent of Workers in Low-Wage Jobs	26.5%	23.7%
2. Percent of Workers Over 18 Who Hold Contingent Jobs	1.2%	1.2%
3. Percent of Workers Age 18-64 Without Health Insurance	22%	16%
4. Percent of Workers Over 18 Without Employer Provided Pensions	64%	55%
5. Percent of Workers Over 18 Not Covered by Workers' Compensation Insurance	11.1%	9.3%
6. Percent of Unemployed Not Receiving Unemployment Insurance Benefits	70%	57%

The employment conditions indicators in Section A generally show that Florida lags the nation in a number of areas including a greater percentage of workers in low-paying jobs, more workers without health insurance, more workers without an employer provided pension, more workers not covered by workers' compensation insurance, and more unemployed not receiving unemployment insurance benefits. This is likely a combination of both the industry mix in Florida (more service and tourism oriented than the nation) and state policies. The state is roughly in line with the U.S. for contingency jobs. At the very least, it is hoped that the state and its employers are aware of this data and the ways in which Florida's employment conditions and job supports are not on par with the rest of the country.

### B. State Policies Influencing Conditions of Employment

The worker support and protection indicators examine whether Florida has policies that help compensate for low paying work and the absence of benefits. It also addresses whether the state provides protection to low-wage, part-time, contingent workers, and those at risk of becoming such workers (i.e., ex-offenders), with regard to unemployment insurance, workers' compensation, and general rights of employment.

**Income:**

<b>INDICATOR</b>	<b>FLORIDA</b>	<b>OTHER STATES</b>
<b>1.</b> State Has Minimum Wage Law and the Defined Wage Exceeds Federal Level	No	10 states - Yes
<b>2.</b> State Established Living Wage Law	No	
<b>3.</b> State Has Earned Income Tax Credit	No	15 States-Yes
<b>4.</b> State Tax Burden for Working Families Earning Poverty Threshold	14.4%	Range is 3.8% to 17.6%
<b>5.</b> State Provides Wage Replacement for Parental Leave	No	3 states - Yes

Florida has no minimum wage law (beyond the federal law) nor does it have a living wage law. Consistent with economic efficiency theories, the market drives wage levels across the state, which is generally accepted by most economists as a benefit to both job providers and job seekers. Living wage policies have been proposed in some city and county government entities but there is no law forcing the policy. Ten states have minimum wage laws that exceed the federal level. Seven states have no minimum wage laws at all, which means occupations not covered under the federal law are not covered by state law.

Florida taxes are typically considered to be fairly low and business-friendly, largely because of the absence of a state personal income tax. However, the regressive nature of sales taxes can create a significant tax burden for working poor families. While Florida does not provide wage replacement this is a benefit that many companies offer to those eligible employees. Three states - Minnesota, Missouri and Montana - provide a wage replacement subsidy to cover at home infant care for parents taking parental leave. Minnesota's program is the oldest, in effect since 1997.

**Health and Child Care:**

<b>INDICATOR</b>	<b>FLORIDA</b>	<b>OTHER STATES</b>
<b>6.</b> State Provides Medicaid to Working Poor Adults Earning Up to 200% of Poverty	No (66%)	4 states - Yes
<b>7.</b> State Subsidy Available to Small Businesses Who Provide Health Care for Workers	No	8 states – Yes
<b>8.</b> State Sets Income Eligibility for Child Care at 85% of State Median Income	No (50%)	4 states – Yes Range is 36% to 94%
<b>9.</b> State Requires Child Care Co-Payment for Families Earning Less Than Poverty	No (\$69) (Highest -\$180)	5 states –Yes
<b>10.</b> State Sets Maximum Child Care Reimbursement Rate at 75% or Greater of Market Rate	Yes (75%)	18 states – No

Florida provides Medicaid to working poor adults up to 66 percent of poverty. Only four states - Minnesota, New Jersey, Washington and District of Columbia - provide Medicaid coverage to the working poor earning 200 percent or more of poverty. Florida sets income eligibility for childcare assistance at 50 percent of the state median income, and again only four states are above 85 percent of the state's median income.

Florida does set the maximum childcare reimbursement rate at 75 percent, while eighteen states fail to achieve this level of childcare reimbursement. Only one state exceeds the 75 percent benchmark suggested by the federal government.

Childcare assistance and reimbursement is an important issue, but a bigger issue for the working parent is often the quality and availability of childcare. Many working poor families are forced to choose substandard childcare for the youngest children, and older children may become latchkey children and spend several hours each day alone and unsupervised. Working poor parents with limited childcare options miss more days of work than non-parent workers or workers with multiple childcare choices. Also, working parents who are concerned about the safety and well being of their children can be less productive due to the distraction.

**Unemployment Insurance:**

INDICATOR	FLORIDA	OTHER STATES
11. State Eligibility Requirements for Unemployment Insurance (UI) Are Supportive of Low-Income Workers	No	2 states - Yes
12. State Protects Temporary Workers from Being Excluded from UI Coverage	No	27 states - No
13. State UI Benefits Available to Workers Leaving Employment for Domestic Reasons	by court order	18 states - Yes
14. State Unemployment Insurance Maximum Benefits Exceed Poverty Level	Yes (\$275)	(Poverty \$274.40) Range- \$190-\$562
15. State Provides Temporary Disability Insurance	No	6 states - Yes

Florida does not offer alternate base period or eligibility for half-time workers at minimum wage; only two states – Rhode Island and Vermont – satisfy all three criteria for facilitating the provision of unemployment insurance for low-income workers.

Florida offers unemployment when workers leave a job due to domestic reasons only in circumstances as a result of court orders or administrative policies. Eighteen states have laws that explicitly allow survivors of domestic violence to leave their jobs due to the violence.

Florida's maximum unemployment insurance benefit exceeds the poverty level, but at \$275, it is just above the poverty level. Forty-two states provide maximum benefit levels that exceed the poverty level of a two-child family (\$274.40/week). Only Massachusetts provides a maximum weekly benefit that exceeds 200 percent of poverty.

Florida does not provide temporary disability insurance, however this is a benefit that many employers offer to qualified employees as a retention tool. Six states currently provide temporary wage replacement for non-work-connected sickness or injury.

**Workers' Compensation:**

INDICATOR	FLORIDA	OTHER STATES
16. State Workers' Compensation Law Fulfills Recommendations of Report of the National Commission of State Workmen's Compensation Laws	Florida meets 11 of 19 recommendations	0 states meet all 19 recommendations Range is 7 to 16
17. Workers' Compensation Minimum Benefits Exceed 80% of Minimum Wage Income	No (80% = \$165)	Range is \$20 to \$377

Florida currently meets 11 of the 19 recommendations of the Report of the National Commission of State Workmen's Compensation Laws; the range among states is 7 to 16 and no state fulfills all 19 recommendations. The Florida Legislature is in session as of the writing of this report, and revisions to Florida's worker's compensation laws are under discussion.

**Work Protections:**

<b>INDICATOR</b>	<b>FLORIDA</b>	<b>OTHER STATES</b>
<b>18.</b> State Has Broad Wage and Hour Law Coverage and Does Not Exempt Low-Wage Occupations	No	
<b>19.</b> State Requires Greater Coverage for Family Medical Leave than Federal Law	No	17 states-Yes
<b>20.</b> State Has Laws and Regulations to Protect Employment Rights of Day Laborer	Yes	5 states-Yes
<b>21.</b> State Law Protects Ex-Offenders from Employment Discrimination	No	6 states-Yes

Florida follows Federal wage and hour laws with no additional state statutes and the state does not expand on the Federal Medical Leave Act (FMLA). Again, expanded leave coverage is often provided to employees by employers as a benefit and a retention tool.

Florida is one of five states to have enacted comprehensive laws regulating day labor pools along with Arizona, Georgia, Illinois and Texas. These laws address such issues as: disclosure requirements, unlawful charges, accommodations, additional protections, and enforcement provisions. Florida does not have any specific provisions to protect ex-offenders from discrimination, and in fact only 6 states do.

**C. Performance of State Efforts to Improve Conditions of Employment**

The work support and protection indicators examine whether state efforts to assist low-wage workers in obtaining health care and tax benefits are being fully accessed and used by the intended beneficiaries.

<b>INDICATOR</b>	<b>FLORIDA</b>
<b>1.</b> Percent of Eligible Families Utilizing State and Federal EITC	No data available in Florida
<b>2.</b> Percent of Eligible Workers Utilizing State Medicaid	53.5%
<b>3.</b> Percent of Small Business Using State Health Care Assistance	No data available for Florida
<b>4.</b> Percent of Those Eligible for Child Care Assistance on Waiting List	24.7%
<b>5.</b> Percent of Unemployed Receiving Benefits that Exceed Poverty	No data available for Florida

Unfortunately, data for most of the indicators in this section are not available in Florida (or other states), though they would be interesting pieces of information for the state to understand. The maximum weekly unemployment benefit in Florida is \$275, while the minimum amount to be above the poverty level (for a 2 child family) is \$274.40 per week. Therefore, to be above poverty, one essentially needs to be receiving the Florida maximum – unfortunately data is not available (or easily accessible) to quantify how many people are at the maximum.

# Summary of Findings and Policy Implications

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Since 1996, the U.S. has been transitioning welfare clients into the workforce, and that transition was highly successful at moving people off of welfare (especially in the booming late 1990s). The critical next step is the transition from entry-level and low-paying jobs to self-sufficiency. Any system seeking to transition people from a state of working poor to a state of self-sufficiency operates with at least three variables:

- Macroeconomic conditions. Is it strong, or is there a recession on the horizon? Is productivity growing? Is business output growing fast enough to sustain employment growth?
- Labor market conditions. What is the rate of unemployment, underemployment, and the labor force? How many jobs are being created in the marketplace? Are there labor shortages or mismatches? What is the mix of low- and high-paying jobs?
- Working poor conditions. What are their skills, and what are the barriers that need to be overcome? Are there sufficient education/training opportunities to become the types of workers that employers seek?

The U.S. economy and labor market has changed drastically over the last seven years. In the late 1990s and 2000, unemployment dropped to record lows and the expansion of the economy seemed limitless in Florida and the U.S. Welfare reform moved record numbers of people out of subsidies and into the workforce, but many of those people faced multiple obstacles in obtaining and keeping a sustainable job. Then, the U.S. economy stalled as the high-tech bubble burst, gas and oil prices spiked, and terrorist attacks and military involvements have created uncertainty. These new trends have pushed unemployment levels back up, with local and state fiscal woes across the country. This is a challenging time for the working poor, and those that face time limits to unemployment and welfare benefits.

Findings from this study indicate that Florida is doing well in some areas, but has great potential to further enhance the opportunities of the working poor to achieve quality jobs with reasonable pay and benefits. Improved conditions and performance of the working poor would be a benefit to both the workforce and Florida's employers.

The state does particularly well in measuring the performance of the working poor through the various programs (TANF, WIA, Perkins) and has a robust community college system. Still, Florida rarely ranks in the top third of states on this study's indicators and there are other states implementing more worker-friendly policies. Specifically, this study finds that:

- Florida is generally not in very good shape with respect to the working poor, and ranks in the bottom-half of the country on most indicators, suggesting needs for improved education, access to health care, and affordable housing. Florida employers need a productive workforce and the data indicates that there is a large pool of working poor who are unlikely to be successful in the labor market, and therefore unlikely to provide a positive contribution to the Florida economy.
- Florida, like much of the country, has significant numbers of adults without a high school education or reasonable literacy levels. This is likely the leading cause of the working poor. Some of Florida's postsecondary policies do support the working poor, and the community college system is generally a strength, but there is room for improvement,

especially at improving the connection between community college students and employers and the workplace.

- Florida is generally very strong at measuring the performance of the working poor and has a solid system of accountability. The ability to track the performance of TANF, WIA, and Perkins exiters should be commended. The state should now focus on ways to improve the impact on these program participants and the breadth of coverage provided.
- The state's policies with respect to WIA are very supportive and proactive and Florida is looked at as a national leader in this area. Still, the amount of working poor with access to WIA training activities could be expanded, and similarly, the state may want to re-consider allowing TANF participants to receive education and training activities to bolster their chances of success upon exiting TANF and entering the workplace.
- The state's adult education policy is roughly similar with the U.S. overall, but this may not be sufficient to achieve the levels of high school degrees and literacy for the state's workforce that will produce a healthy economy. Today's employers require skilled employees more than ever and business location decisions are increasingly affected by the quality of the labor force, suggesting that investments in adult education and literacy produce positive net results for the state.
- Florida's policies and programs do not provide employment conditions on par with national averages with respect to access to health insurance and pensions, unemployment insurance, and workers' compensation.

In this time of uncertainty, one thing is clear: business as usual in our current market will not deliver the required results. The pool of the working poor continues to expand and the question remains – Will Florida have the workforce needed to be globally competitive and successful? Integrating the working poor into self-sufficient jobs with benefits is a necessary component of a healthy workforce. Indicators, such as the ones contained in this report, can help to evaluate the status of this resource and inform the state's policymakers to continue the progress of moving the working poor into self-sufficient jobs.

## **APPENDIX A:**

### **Indicator Definitions and Sources**

This appendix provides definitions and source information for the over 100 indicators of working poor families. There are three types of indicators: a) data-based indicators, b) policy indicators, and c) performance indicators. The appendix first describes the sources for the databased indicators and then defines key terms used in a number of indicators, such as family, working family, family in poverty, and jobs in low-wage occupations. After this introduction, each indicator in Working Poor Families is defined and the source of data or information identified. If an indicator does not list a data source, it means that the data came from a Florida-specific data source (and listed in the main report) or the data is simply not available.

**Primary Sources for Data based Indicators:** The data-specific indicators are obtained primarily from two sources – the American Community Survey (ACS) and the Current Population Survey (CPS).

The ACS, annually published by the U.S. Census Bureau, provides a detailed socioeconomic and demographic profile of the U.S. population. The ACS is replacing the “long form” of the Decennial Census; the advantage of the ACS is annual collection, compared to collection once every ten years through the Decennial Census.

The ACS will be fully operational in 2003, involving 3 million households annually nationwide. For the years 2000-2002, the ACS form is being used nationwide in a Census Supplementary Survey, using an annual sample of 700,000 households. The purpose of the Supplementary Surveys is to demonstrate the operational feasibility of collecting “long form” information in a separate process from the Decennial Census. Working Poor Families uses the results of the Census 2000 Supplementary Survey.

The CPS is carried out by the Bureau of the Census on behalf of the Bureau of Labor Statistics (BLS). Working Poor Families uses three components of the CPS. The CPS Basic Monthly Survey asks questions of over 50,000 households about employment status. The Annual Demographic Survey goes into some detail regarding income and work experience. Every two years, the Contingent Work Supplement asks questions regarding the temporary or permanent nature of employment.

Two indicators, Percent of Jobs, which are Low Wage and Percent of Workers in Low-Wage Jobs, rely on data published annually through the Occupational Employment Statistics (OES) program of BLS. The OES program, which surveys approximately 400,000 establishments per year, produces employment and median wage estimates for over 700 occupations.

To determine a “low wage” figure for each state, the national low wage figure is adjusted by the state’s cost of living index, as published in Annual Federal Budget and the States by the Taubman Center for State and Local Government, Kennedy School of Government, Harvard University.

## **Definition of Key Terms:**

*Family:* Primary married-couple or single parent family with at least one child under age 18.

*Working family:* A family where all family members age 15 and over have a combined work effort of 39 or more weeks in the last 12 months; or, all family members age 15 and over have a combined work effort of 26 or more weeks in the last 12 months and one currently unemployed parent looked for work in the previous four weeks.

*Family in poverty:* A family with an income below the threshold for poverty as defined by the U.S. Census Bureau.

*Minority:* A person who does not classify himself or herself as Caucasian (white, non-Hispanic).

*Labor force:* Persons with a job or without a job and actively seeking one.

*Marginally attached to the labor market:* Persons who are not in the labor force, have looked for work in the past 12 months, want a job, and are available for work.

*Employed part-time for economic reasons:* Persons currently working a part-time job and who would prefer, but cannot find, a full-time job.

*Low-wage:* For 1999, hourly pay less than or equal to \$7.90, adjusted for the state's relative cost of living; for 2000, hourly pay less than or equal to \$8.26, adjusted for the state's relative cost of living; for 2001, hourly pay less than or equal to \$8.41, adjusted for the state's relative cost of living. By definition for the purposes of Working Poor Families, 20 percent of U.S. jobs are in low wage occupations.

*Workers in contingent jobs:* Workers with jobs of limited duration or otherwise not considered to be permanent. Such jobs include temporary work provided by the employer or arranged through a temporary staffing agency; independent contracting; a job with an employee leasing firm; on-call work; and day labor.

*Civilian non-institutional population:* Persons 16 years of age and older who are not inmates of institutions (for example, penal and mental facilities and homes for the aged) and who are not on active duty in the Armed Forces.

## **Chapter I: Working Families In Economic Distress**

### **1. *Percent of Poor Families Engaged in Work***

This is a measure of the extent to which families in poverty have members who work, as defined above. Data drawn from the Census 2000 Supplementary Survey.

### **2. *Percent of Working Families That Are In Poverty***

This is a measure of the extent to which working families incomes fall below the poverty threshold. Data drawn from the Census 2000 Supplementary Survey.

### **3. *Percent of Working Families with a Minority Parent That Are In Poverty***

This is a measure of the extent to which families with at least one minority-working parent are in poverty. A minority parent is defined as a parent who does not classify him or herself as Caucasian (white, non-Hispanic). Data drawn from the Census 2000 Supplementary Survey.

**4. *Percent of Working Families with Income Less Than 200% of Poverty***

This is a measure of the extent to which working families have annual income less than double the poverty level. Double the poverty threshold is used as a proxy for economic "self-sufficiency" or "family living standard," the income a family requires to take care of basic needs, including housing, food, clothing, health care, transportation, and child care. Data drawn from the Census 2000 Supplementary Survey.

**5. *Percent of Working Families in Poverty Spending Over one third of Income on Housing***

This is a measure of the extent to which working poor families spend over a third of their income for shelter. Data drawn from the Census 2000 Supplementary Survey.

**6. *Percent of Working Families in Poverty with at Least One Parent without HS Degree or GED***

This is a measure of the extent to which working poor families have at least one parent without a high school degree or equivalent. Data drawn from the Census 2000 Supplementary Survey.

**7. *Percent of Working Families in Poverty with a Parent with Some Postsecondary Education***

This is a measure of the extent to which working poor families have at least one parent with some postsecondary education. Data drawn from the Census 2000 Supplementary Survey.

**8. *Ratio of Income Received by Most Affluent Working Families Compared to Least Affluent***

This is a measure of the relative size of the gap between the incomes of the one-fifth of families that are the highest income generators and the one-fifth of families that are the lowest. Data drawn from the Census 2000 Supplementary Survey.

**9. *Ratio of Income Received by Middle Class Working Families Compared to Least Affluent***

This is a measure of the relative size of the gap between the incomes of the one-fifth of families that represent the middle quintile of income generators and the one-fifth of families that are the lowest. Data drawn from the Census 2000 Supplementary Survey.

**10. *Percent of Working Poor Families Self-Employed***

This is a measure of the percent of working poor families with at least one parent who is self-employed (unincorporated). Data drawn from the Census 2000 Supplementary Survey.

**11. *Percent of Working Families in Poverty with One Parent Between 25-54 Years Old***

This is a measure of the proportion of working poor families that have an adult in the age range of 25-54 years old, the traditional age range for work. Data drawn from the Census 2000 Supplementary Survey.

**12. *Percent of Working Families in Poverty with at Least One Parent without Health Insurance***

This is a measure of the extent to which at least one parent in working poor families does not have health insurance, whether provided through an employer or the government. If one spouse has health insurance and reported having group insurance, the spouse is automatically considered to have health insurance. Data a three-year average, drawn from the Annual Demographic Survey of the CPS. (Footnote: Due to the small size of the CPS sample, the confidence interval for this measure is quite large (22 percentage points or more) in every state. (The confidence interval is the range within which the true measure lies, with 95 percent certainty.) As a consequence, the decision was made not to rank the states. The estimates provided are the mid-points of the confidence intervals. For point of reference, for the U.S. as a whole, 47 percent of working poor families have at least one parent without health insurance, (the confidence interval is 43 percent to 51 percent.)

## **Chapter II: Education and Skills Training**

### **A. Education and Skills Status of Adults in Florida**

**1. *Percent of Adults 18-64 without High School Degree/GED***

This is a measure of the extent to which residents between the ages of 18 and 64 years old do not have a high school degree or GED. Data drawn from the Census 2000 Supplementary Survey.

**2. *Percent of Adults 18-64 With Only High School Degree/GED***

This is a measure of the extent to which residents between the ages of 18 and 64 years old have only a high school degree or GED. Data drawn from the Census 2000 Supplementary Survey.

**3. *Percent of Adults 16 and Older at Literacy Levels 1 and 2***

This is a measure of the extent to which adults 16 and older have poor literacy skills, defined as Literacy Level 2 or below in the National Adult Literacy Survey (NALS). Estimates are provided by the National Institute for Literacy, based on algorithms that utilize data from the 1992 NALS and the 1990 Decennial Census. (See <http://www.nifl.gov/readers/reder.htm>.) A National Assessment of Adult Literacy (NAAS) was carried out in 2002; if new state level estimates were developed, they would not be available until 2004.

**4. *Percent of Adults 25-54 without High School Degree/GED***

This is a measure of the extent to which residents between the ages of 25 and 54 years old do not have a high school degree or GED. Data drawn from the Census 2000 Supplementary Survey.

**5. *Percent of Adults 25-54 With Only High School Degree/GED***

This is a measure of the extent to which residents between the ages of 25 and 54 years old have only a high school degree or GED. Data drawn from the Census 2000 Supplementary Survey.

**6. *Percent of Adults 25-54 With Some Postsecondary Education, No Degree***

This is a measure of the extent to which residents between the ages of 25 and 54 years old have some postsecondary education, but no degree. Data drawn from the Census 2000 Supplementary Survey.

**7. *Percent of Adults 25-54 With Associate Degree or Higher***

This is a measure of the extent to which residents between the ages of 25 and 54 years old have an associate degree or higher degree such as a bachelor, master or doctoral degrees. Data drawn from the Census 2000 Supplementary Survey.

**8. *Percent of Young Adults 18-24 Enrolled in Postsecondary Institutions***

This is a measure of the extent to which residents between the ages of 18 and 24 years old are enrolled in college. Data drawn from the Census 2000 Supplementary Survey.

**9. *Percent of Adults 25-54 Enrolled in Postsecondary Institutions***

This is a measure of the extent to which residents between the ages of 25 and 54 years old are enrolled in college. Data drawn from the Census 2000 Supplementary Survey.

**10. *Percent of Students Enrolled in Community Colleges Requiring Remediation***

This is a measure of the extent to which community college entrants do not have sufficient basic skills to effectively undertake college-level work. At present, this measure is not published on a national basis although data is collected and available in individual states through a publication from the Education Commission of the States (ECS) covering 28 states responding to a 2002 survey. In addition, FETPIP provided alternative estimates of this concept from community college data.

**B. State Policies That Support Career Skills Development for Low-Income Adults**

Policies for Postsecondary

**1. *State Need-Based Financial Aid Equal to Pell Grant Resources***

This measures whether a state provides its own resources to support low-income individuals participating in postsecondary programs at a level commensurate with federal Pell Grant aid received by low-income families in the state. Data available from National Center for Public Policy and Higher Education, *Losing Ground: A National Status Report on the Affordability of American Higher Education*, 2002.

**2. *Community College Tuition Expenses Are Less Than 25% of Average Family Income***

This measures the extent to which the tuition expenses for attending community college minus financial aid exceeds more than 25% of the median family income in the state. Data available from the National Center for Public Policy and Higher Education, *Measuring Up 2002: The State-by-State Report Card for Higher Education*, 2002.

**3. *State Funding Available to Students Taking Short-Term, Non-Degree Career Classes***

This measures whether a state has taken steps to provide funding for adults seeking short-term career training in non-degree classes for which traditional scholarship and support dollars (e.g., Pell Grants) are not generally applicable. Information on this measure is contained in a report from FutureWorks, *Held Back: How Student Aid Programs Fail Working Adults*, 2002, pg. 53. (See: <http://www.thefwcompany.com/projects/postsecondary.htm>)

**4. *State FTE Resources Provided to Community Colleges to Support Non-Credit Career Classes***

This measures whether community colleges receive state funding for students taking non-credit career classes, which means that financial support for the classes is based on full-time enrollments (FTE) and not solely dependent on tuition, fees or other outside resources. At present, information on this measure is presented in Table 18 in a report by the Community College Policy Center, Education Commission of the States, *State Funding for Community Colleges: A 50-State Survey, 2000* (based on a July 2000 survey).

**5. *State Able to Monitor and Assess Progress/Completion of CC Remediation Students***

This measures whether state community colleges have systems which track the progress of students who take remedial or developmental education classes. Information on this measure is presented based on a 2002 survey of various states by the Community College Policy Center, Education Commission of the States. A publication is forthcoming in the fall 2003.

**6. *Community Colleges Receive State Incentives for Positive Performance in Remedial Education***

This measure reveals whether states encourage colleges to improve the performance of their remedial or developmental education efforts by offering financial incentives. Information on this measure is based on a 2002 survey of the states by the Community College Policy Center, Education Commission of the States.

**7. *State Allocates Fifty Percent or More of Federal Career/Technical Resources to Postsecondary***

This indicator reveals the choice a state makes in allocating its federal career/technical program resources (i.e., Carl D. Perkins Vocational and Technical Education Act) between secondary and postsecondary education. Data for this measure for fiscal year 2002 is available from the U.S. Department of Education, Office of Vocational and Adult Education.

**8. *Local Postsecondary Career/Technical Program Applications Reviewed by Local Workforce Board Prior to Submission to State***

This indicator reports whether a state has required that all local applications to the state for career/technical resources first be reviewed and approved by the appropriate workforce development organization or board in the area. Information on this topic is not available at this time for all fifty states, but provided by WFI for Florida.

**9. *State Measures Career/Technical Program Performance by Placement in High-Wage Jobs***

This measures whether states assess the performance of community colleges relative to their ability to place students in high-wage jobs. At present, limited information on this measure is presented in Table 24 in a report by the Community College Policy Center, Education Commission of the States, State Funding for Community Colleges: A 50-State Survey, 2000; and in Florida by WFI.

**10. *State Measures Career/Technical Program Performance by Placement of Low-Income Students***

This measures whether states assess the performance of community colleges relative to their ability to place students and graduates in high-wage jobs. At present, limited information on this measure is presented in Table 24 in a report by the Community College Policy Center, Education Commission of the States, State Funding for Community Colleges: A 50-State Survey, 2000; and in Florida by WFI.

**11. *State Measures Career/Technical Program Performance by Completion of Low-Income Students***

This measures whether states assess the performance of community colleges based on the percentage of low-income students that successfully complete a program of study. At present, limited information on this measure is presented in Table 24 in a report by the Community College Policy Center, Education Commission of the States, State Funding for Community Colleges: A 50-State Survey, 2000; and in Florida by WFI.

**Workforce and Adult Education Policies – WIA:**

**1. *State Mandates Federal and State Programs, Beyond Those Required By WIA, To Be Formal Partners in One-stop System***

This measure reveals whether states have integrated key elements of their workforce development system in an effort to optimize resources and improve the delivery of services. At a minimum, formal partners should include the TANF, Food Stamp Employment and Training program, and the Carl D. Perkins postsecondary program. Information on this topic is found in material collected by the National Governors' Association (NGA).  
(See: [http://www.nga.org/center/divisions/1,1188,C\\_ISSUE\\_BRIEF%5ED\\_3748,00.html](http://www.nga.org/center/divisions/1,1188,C_ISSUE_BRIEF%5ED_3748,00.html))

**2. *State Uses Alternative Funding Formula to Allocate Funds to Local Areas with Excess Poverty***

This measure indicates whether a state utilizes the provision in the WIA legislation that allows for 30% of the WIA funds that go to local areas for adult and youth services to be distributed through an alternate funding formula that recognizes the additional need of areas with excess poverty. Information on this topic can be found in material collected by the NGA.

(See: [http://www.nga.org/center/divisions/1,1188,C\\_ISSUE\\_BRIEF%5ED\\_3748,00.html](http://www.nga.org/center/divisions/1,1188,C_ISSUE_BRIEF%5ED_3748,00.html))

**3. *Over Fifty Percent of WIA Funds Dedicated to Training***

This measure reflects whether states require local areas to spend at least fifty percent of their adult WIA funds to support training activities. Information on this topic for all states is not available from a published source at this time, but information available from WFI for Florida.

**4. *State Has Policy for Determining When Local WIA Training Funds Are Limited and Requires Local WIBs to Establish Training Priorities***

This indicator reveals whether a state sets uniform policy for determining when local WIB adult employment and training funds are limited, and requires local WIBs to establish policies that set priorities for allocating intensive and training services for populations most in need of services. Although limited, information on this topic can be found in material collected by the NGA.

(See: [http://www.nga.org/center/divisions/1,1188,C\\_ISSUE\\_BRIEF%5ED\\_3748,00.html](http://www.nga.org/center/divisions/1,1188,C_ISSUE_BRIEF%5ED_3748,00.html))

**5. *State Established Training Provider Eligibility/Performance Criteria Beyond WIA Requirements and Include Data in Consumer Reports***

This indicator reflects whether a state provides consumers with extensive data and information on training outcomes to better facilitate their choice of a training provider. Information on this topic for all states is not available from a published source at this time, but Florida-specific information obtained from WFI.

**6. *State Requires Local WIBs to Do Basic Skills Assessment for all Without High School Degree or GED and Refer for Adult Education***

This measure reveals the level of cooperation between the state WIA/One-stop system and the state's adult education program, with a particular focus on the extent to which the WIA/One-stop system is trying to serve individuals with low basic literacy skills. Information on this topic for all states is not available from a published source at this time, but Florida-specific information obtained from WFI.

**7. *State Requires Local WIBs Provide Funds For Supportive Services***

This indicator reveals whether a state has used its authority to mandate local WIBs provide monies to participants for supportive services such as childcare and transportation when they are necessary for participants to complete intensive or training services. Information on this topic for all states is not available from a published source at this time, but Florida-specific information obtained from WFI.

**TANF:**

**8. *Postsecondary Education/Training Alone Satisfies TANF Work Requirement***

This measure reveals whether a state allows TANF recipients to engage exclusively in education or training prior to placement into employment. Information on this measure is available from the Center for Law and Social Policy. See: Forty States Likely to Cut Access to Postsecondary Training and Education Under House Welfare Bill, 2002.

(See: [http://www.clasp.org/Pubs/DMS/Documents/1024591231.74/Postsec\\_table\\_I\\_061902.pdf](http://www.clasp.org/Pubs/DMS/Documents/1024591231.74/Postsec_table_I_061902.pdf))

**9. *Postsecondary Education/Training Alone Satisfies TANF Work Requirement for More Than 12 Months***

This measure reveals whether a state allows TANF recipients to engage exclusively in education or training prior to placement into employment for longer than the federal threshold of 12 months. Information on this measure is available from the Center for Law and Social Policy.

(See: [http://www.clasp.org/Pubs/DMS/Documents/1024591231.74/Postsec\\_table\\_I\\_061902.pdf](http://www.clasp.org/Pubs/DMS/Documents/1024591231.74/Postsec_table_I_061902.pdf))

**10. *TANF Time Clock Stopped When Engaged in Postsecondary Education and Training***

This measure reveals whether a state precludes time spent in education and training from counting against a TANF recipient's maximum benefit award period. Information on this measure is available from the Center of Law and Social Policy's State Policy Documentation Project.

(See: <http://www.spdp.org/tanf/timelimits/TLexempt2.PDF>)

**11. *TANF/MOE Funds Used for Education/Training for Working Poor Not Receiving Cash Assistance***

This measure reveals whether states are using their TANF surplus or state TANF match funds to provide education and training to the working poor in an effort to prevent their need for cash assistance in the future. Recent information for this measure is not available for all fifty states, including Florida.

**12. *State Provided Match for TANF IDA/ILA Training Accounts***

This measure reveals whether states are providing financial resources to TANF participants to match their savings invested in individual development or learning accounts. Information is available on this matter from the Corporation for Enterprise Development ([www.cfed.org](http://www.cfed.org)) or the Center for Social Development, George Washington University in St. Louis.

(See: <http://gwbweb.wustl.edu/csd/statepolicy/stateIDAtable.pdf>)

**Adult Education and Literacy:**

**13. *State Resources Allocated for Adult Education and Literacy Places the State in the Top One-Third of States Nationally***

This indicator reveals the level of state funding allocated for adult education and literacy as measured by state funds reported to the U.S. Department of Education divided by the number of adults in the state without a high school or general equivalency degree. Information on this topic for all states is not available from a published source at this time. Analysis and ranking of fifty states computed by Brandon Roberts & Associates.

**14. *State Provides Own Dedicated Resources for Workplace Literacy***

This indicator reveals whether state resources other than those received from the federal government are available to support adult education and literacy efforts targeted to employees at a workplace. Such resources can include grant funds or tax incentives/credits. Information on this topic for all states is not available from a published source at this time, but Florida-specific information obtained from WFI.

**15. *State Mandates Adult Education for Prison Inmates with Deficient Basic Skills***

This indicator reveals whether a state requires that state prison inmates who are deficient in basic skills (and perhaps without a high school degree or GED) should receive adult educational services while incarcerated. Information from WFI and Florida Department of Corrections.

**16. *State Offers Certified Occupational Skills Training for Prison Inmates***

This indicator reveals whether a state has instituted vocational or occupation skills training programs for state prison inmates that award recognized certifications that signify an inmate has acquired specific skills and competencies for an occupation or industry. Information collected from WFI and Florida Department of Corrections.

## C. Performance of State Education and Training Efforts

### Postsecondary Performance

**1. *Percent of High School Freshmen Enrolling in College***

This indicator measures the percentage of high school freshmen that four years later enter into a degree granting institution in any state. Data available from the National Center for Public Policy and Higher Education, Measuring Up 2002: The State-by-State Report Card for Higher Education, 2002.

**2. *Percent of First Year Community College Students Returning Second Year***

This measure reflects the percentage of first year community college students who persist in their education by returning for the second year. Data available from the National Center for Public Policy and Higher Education, Measuring Up 2002: The State-by-State Report Card for Higher Education, 2002.

**3. *Percent of Adults 25-44 Enrolled Part-time in Postsecondary Education***

This indicator measures the number of working aged adults (25-44) enrolled part-time in some type of postsecondary education. Data available from the National Center for Public Policy and Higher Education, Measuring Up 2002: The State-by-State Report Card for Higher Education, 2002.

**4. *Percent of Community College Students Obtaining a Certificate/Degree or Transfer to a Four- Year College***

This indicator measures the percentage of community college students that persist in their studies to obtain a credential or gain access to a four-year college within four years of entering community college. Information not accessible in Florida.

**5. *Percent of Community College Students Obtaining High-Wage Jobs***

This indicator measures the percentage of community college students who complete or leave school who gain employment in a job that pays wages and benefits that are considered within the state as exceeding low-wage employment. Data from FETPIP.

**6. *Percent of Community College Students in Developmental Education Moving Ahead***

This indicator measures the number of students initially enrolled in developmental or remedial education that obtained a one year certificate or associate degree in four years or transferred to a four year college. Information not accessible in Florida.

**7. *Ratio of Career Certificates Awarded to Associate Degrees in Community Colleges***

This indicator measures the extent to which state community colleges are producing graduates in occupationally specific training (certificates) versus general education and liberal arts (associate degrees). Information for 1996-97 is published by the American Association of Community Colleges based on analysis of data from the National Center for Education Statistics. See: Table 3.5, National Profile of Community Colleges: Trends and Statistics. American Association of Community Colleges, Washington, DC, 2000.

**8. *Percent of Perkins Students Attaining a Credential***

This indicator measures the extent to which participants in Perkins funded vocational programs complete their programs through the achievement of a degree or a certified credential. All states are required to report on this measure to the U.S. Department of Education. Data presented is for the program year 2000-2001 from the Consolidated Annual Report For Perkins Vocational and Technical Education Act.

**9. *Percent of Economically Disadvantaged Postsecondary Perkins Students Achieving Placement Relative to All Perkins Postsecondary Students Served***

This measure shows the percentage of economically disadvantaged Perkins postsecondary students who achieve placement relative to the total number of all Perkins students served through the postsecondary system. Data for this measure is generated from the 2000-2001 Consolidated Annual Report For Perkins Vocational and Technical Education Act.

**10. *Percent of Perkins Students Served Relative to Working Poor Without Postsecondary***

This measure reveals the number of postsecondary participants enrolled in Perkins supported vocational programs relative to the number of adults who may need such training. At present, this indicator is not published. As such, this indicator is computed by using data on enrollments from the state 2000-2001 Perkins report and the data on number of working poor without postsecondary is computed by Population Reference Bureau.

**11. *Percent of Placed Perkins Students Earning Above Poverty***

This measure seeks to reveal the percentage of employed Perkins completers that earn above poverty one year after placement. Data from FETPIP. For any given program, FETPIP took all individuals who were employed in both the fourth quarter of 2000 and the fourth quarter of 2001, and compared their fourth quarter 2001 total wages against the poverty threshold for a single individual. They measured to see if it was greater than the poverty threshold and also if greater than 200 percent of the threshold.

**12. *Percent of Placed Perkins Students Earning Above 200% of Poverty***

This measure seeks to reveal the percentage of employed Perkins completers that earn above 200% of poverty or an established economic self-sufficiency standard for the state one year after placement. Data from FETPIP.

**Workforce and Adult Education Program Performance – WIA:**

**1. *Percent of Exiters Receiving Training Services***

This indicators reports on the number of adults who have received training services relative to all WIA participants that have completed or ended their WIA services. Data is from individual state WIA performance report, program year 2000.

**2. *Percent of WIA Dollars Spent on Adult Training***

This indicator reports on the percentage of total WIA dollars received by a state that is used to support adult participants in skills training. Information for this indicator is derived from a state's Annual WIA Program Year 2000 Performance Report.

**3. *Percent of Adults Receiving Training Obtaining Employment and Credential***

This indicator reports on the percent of adults who engaged in training and then were employed in the first quarter after exit and received a training credential by the end of the third quarter after exit. Information for this indicator is derived from a state's Annual WIA Program Year 2000 Performance Report.

**4. *Percent of Exiters Receiving Training Relative to Adults Without High School/GED***

This measure reveals the percent of adults engaged in WIA supported training relative to the number of working poor adults age 18-64 who may need such training due to the absence of high school completion. This measure is computed using data from a state's WIA performance report, program year 2000 and data generated by the Population Reference Bureau. At present this indicator is not presented in a published report.

**5. *Adult Employment Retention Rate***

This is a measure of the extent to which adult WIA participants who have entered work have retained employment six months after initial placement. Data for this indicator is derived from a state's Annual WIA Program Year 2000 Performance Report.

**6. *Percent Exitters Earning Above Poverty***

This measure seeks to reveal the percentage of employed adult WIA participants that earn above the poverty line one year after placement. Data from FETPIP.

**7. *Percent Exitters Earning Above 200% of Poverty***

This measure seeks to reveal the percentage of employed adult WIA participants that earn above 200% of poverty or an established economic self-sufficiency standard for the state one year after placement.

Data from FETPIP.

TANF:

**8. *Percent of TANF Participants Enrolled in Education/Training***

This is a measure of the extent to which TANF recipients are being placed in education and training activities. State level data are compiled annually by the U.S. Department of Health and Human Services and include data for on-the-job training, vocational education, skills training and education related to employment.

See: Table 3:4.c, *Temporary Assistance for Needy Families: Fourth Annual Report to Congress*, April 2002. (<http://www.acf.dhhs.gov/programs/opre/ar2001/chapter03.pdf>)

**9. *Adult Employment Retention Rate***

This is a measure of the extent to which TANF recipients who have entered work have retained employment three (3) consecutive quarters after initial placement. Data for states are prepared by the U.S. Department of Health and Human Services. See: High Performance Bonus Rates, Office of Planning, Research and Evaluation.

**10. *TANF Leavers Earning Above Poverty***

This measure seeks to reveal the percentage of employed TANF recipients that earn above poverty one year after placement. Data from FETPIP.

**11. *TANF Leavers Earning Above 200% of Poverty***

This measure seeks to reveal the percentage of employed TANF recipients that earn above 200% of poverty or an established economic self-sufficiency standard for the state one year after placement. Data from FETPIP.

Adult Basic Education and Literacy:

**12. *Percent of Students Improving Beginning Literacy Skills***

This measure reports on the demonstrated improvement in literacy skills in reading, writing, numeracy, problem solving and speaking the English language. All states are required to report on this measure to the U.S. Department of Education. Data presented is for the program year 1999-2000, which is the latest available from the Department.

**13. *Percent of All Students Enrolled in Adult Education Relative to Adults Without High School/GED***

This measure reveals the number of adults engaged in Adult Basic Education programs relative to the number of adults who may need such training due to the absence of high school completion.

All states are required to report enrollments to the U.S. Department of Education. This measure is computed using data for the program year 1999-2000, which is the latest available from the Department. At present this indicator is not presented in a published report.

**14. *Percent of Adult Education Students Advancing Relative to All Students Enrolled in Adult Education***

This measure reveals the extent to which participants in adult education successfully move forward to obtain additional education and training that may be necessary to succeed in the labor market. It also provides insight into the extent to which state adult education programs are focused on the objective of preparing participants to succeed in the labor market. All states are required to report the number of students entering other academic or vocational programs to the U.S. Department of Education. This measure is computed by dividing the number of all enrolled students by the number of students entering other academic or vocation programs. Data is from the program year 1999-2000, which is the latest available from the Department. At present this indicator is not presented in a published report.

**15. *Percent of Participants Gaining Employment and Earning Above Poverty***

This measure reveals the percentage of employed adult basic skills graduates that earn above poverty one year after placement. Although states report the number of participants gaining employment to the U.S. Department of Education, they do not report on earnings. Data presented is this report from FETPIP.

**16. *Percent of Participants Gaining Employment and Earning Above 200% of Poverty***

This measure reveals the percentage of employed adult basic skills graduates that earn above 200% of poverty or an established economic self-sufficiency standard for the state one year after placement. Although states report the number of participants gaining employment to the U.S. Department of Education, they do not report on earnings. Data presented is this report from FETPIP.

**17. *Percent Eligible Prison Inmates Receiving Adult Education***

This measure reports on the percentage of eligible inmates receiving adult education. Information on this topic is from the Florida Department of Corrections.

**Chapter III: Employment Opportunity**

**A. Economic Conditions in Florida**

**1. *Labor Force Participation Rate***

Percent of civilian noninstitutional population in the labor force. Data taken from Geographic Profile of Employment and Unemployment, published by the Bureau of Labor Statistics, and based on the Current Population Survey.

**A) *Labor Force Participation Rate for Women***

Percent of civilian noninstitutional female population in the labor force. Data taken from Geographic Profile of Employment and Unemployment, published by the Bureau of Labor Statistics, and based on the Current Population Survey.

**B) *Labor Force Participation Rate for Men***

Percent of civilian noninstitutional male population in the labor force. Data taken from Geographic Profile of Employment and Unemployment, published by the Bureau of Labor Statistics, and based on the Current Population Survey.

*C) Labor Force Participation Rate for Non-whites*

Percent of civilian noninstitutional minority population in the labor force. Data taken from Geographic Profile of Employment and Unemployment, published by the Bureau of Labor Statistics, and based on the Current Population Survey.

**2. *Percent of All Workers Not Fully Employed***

Persons age 18 to 64 who are either (1) unemployed, (2) marginally attached to the labor market, or (3) employed part-time for economic reasons, as a percent of all persons age 18 to 64 who are in the labor force or who are marginally attached to the labor market. Data drawn from the Basic Monthly Survey of the CPS.

*A) Percent of All Workers Who Are Unemployed*

Persons age 18 to 64 who do not have a job and are actively seeking one as a percent of all persons age 18 to 64 who are either in the labor force or who are marginally attached to the labor market. (Note: this is not the standard definition of unemployment rate, as the denominator includes workers marginally attached to the labor market.) Data drawn from the Basic Monthly Survey of the CPS.

*B) Percent of All Workers Who Are Marginally Attached to the Labor Market*

Persons age 18 to 64 who are marginally attached to the labor market as a percent of all persons age 18 to 64 who are either in the labor force or who are marginally attached to the labor market. Data drawn from the Basic Monthly Survey of the CPS.

*C) Percent of All Workers Employed Part-Time Due to Economic Reasons*

Persons age 18 to 64 who are working part-time for economic reasons as a percent of all persons age 18 to 64 who are either in the labor force or who are marginally attached to the labor market. Data drawn from the Basic Monthly Survey of the CPS.

**3. *Percent of Unemployed Workers Out of Work for More Than 26 Weeks***

This is a measure of the proportion of the unemployed whose duration of unemployment is greater than 26 weeks. Data taken from Geographic Profile of Employment and Unemployment, published by the Bureau of Labor Statistics, and based on the Current Population Survey.

**4. *Percent of Workers Over 18 Who Hold More Than One Job***

Percentage of all workers over 18 who hold more than one job data are drawn from the Basic Monthly Survey of the CPS.

**5. *Percent of Jobs Which Are in Low Wage Occupations***

This is a measure of the extent to which wage and salary jobs are in "low wage" occupations (with hourly pay less than or equal to \$8.26, adjusted for the state's relative cost of living). The indicator is created using 2000 data from the Bureau of Labor Statistics' Occupational Employment Statistics program (see <http://www.bls.gov/oes/home.htm>) and the state cost of living index published by the Taubman Center for State and Local Government, Kennedy School of Government, Harvard University, Annual Federal Budget and the States (See: <http://www.ksg.harvard.edu/fisc99/>)

## **B. State Policies Influencing Employment Availability**

### **1. *State Customized and Incumbent Worker Training Includes Target to Serve Entry-Level and Low-Income Workers***

This indicator reveals whether state programs to assist business to train new or exiting workers includes provisions to direct such assistance to entry-level or low-income workers in order to upgrade their skills and wages. Information on this topic for all states is not available from a published source at this time, but information for Florida provided by WFI.

### **2. *State Tax Credits Available for Training Entry-Level and Low-Income Workers***

This indicator reveals whether a state provides targeted tax credits to businesses that direct upgrade training and education to entry-level or low-wage workers. Information on this topic for all states is not available from a published source at this time, but information for Florida provided by WFI.

### **3. *State Primary Business Assistance Programs Include Job Creation Goals with Wage Standards and Targets for Serving Entry-Level and Low-Income Workers***

This measure identifies whether a state's primary business assistance programs (i.e., for infrastructure, equipment, expansion, technology, trade, training, etc.) require wage standards for all created jobs and has specific targets for directing a portion of such jobs to new workers and workers currently in low-wage jobs. For 2001, a low-wage job is one with hourly pay less than or equal to \$8.41, adjusted for the state's relative cost of living. For this indicator, a wage standard should require an hourly wage greater than the state's low-wage benchmark (\$8.41, adjusted for state cost of living). (By definition for the purposes of Working Poor Families, 20 percent of U.S. jobs are in occupations with median pay of less than or equal to \$8.41.) Information on this topic for all states is not available from a published source at this time, but information for Florida provided by WFI.

### **4. *State Primary Business Assistance Programs for Distressed Places Include Job Creation Goals with Wage Standards and Targets for Serving Entry-Level and Low-Income Workers***

This measure identifies whether a state's primary business assistance programs targeted to distressed places (i.e., for infrastructure, equipment, expansion, technology, trade, training, etc.) require wage standards for all created jobs and has specific targets for directing a portion of such jobs to entry-level and low-wage workers. The wage standard is defined in the prior indicator. Information on this topic for all states is not available from a published source at this time, but information for Florida provided by WFI.

### **5. *State Has a Formal Business Retention Program***

This measure reveals whether a state has business assistance programs focused on averting loss of jobs in existing firms. Information on this topic for all states is not available from a published source at this time, but information for Florida provided by WFI.

### **6. *State Supports Sectoral Development Initiatives***

The indicator reveals whether state resources are made available to support sectoral development projects that are directed at improving the quality of existing low-wage jobs or improving the access of low-wage workers to higher wage jobs. Information on this topic for all states is not available from a published source at this time, but information for Florida provided by WFI and Enterprise Florida.

### **7. *State Public Works Projects Utilize Targeted Hiring Agreements***

This indicator reveals whether a state has taken any effort to link the expenditure of funds on public works projects (e.g., transportation, government buildings, tax-payer financed facilities,

etc.) to requirements that call for targeted individuals to receive hiring preferences during construction or operation of the facility. Information on this topic for all states is not available from a published source at this time, but information for Florida provided by WFI.

**8. *State Resources Used to Support Transitional Employment Programs***

This indicator reveals whether a state provides resources for transitional jobs programs that offer subsidized and supported work to hard-to-employ, low-income individuals who need assistance in moving into the formal labor market. Information on transitional jobs programs is available from the Economic Opportunity Institute. See: <http://www.transitionaljobs.net/Programs.htm>.

**9. *State Employment Service and One-stops Systems Fully Integrated***

This indicator addresses the extent to which a state has developed a One-stop program that brings key employment assistance resources together into a fully integrated system that has a common set of facilities and management as well as shared staff responsibilities. Information on this topic for all states is not available from a published source at this time, but information for Florida provided by WFI.

**C. Performance of State Employment Efforts**

**1. *Percent of Low-Income Workers Benefiting from State Business Assistance Efforts***

This indicator compares the number of low-income workers benefiting from state business assistance efforts to the overall number of low-income workers in the state to reveal the extent to which such efforts address the possible need within the state. Information on this topic for all states is not available from a published source at this time.

**2. *Percent of Benefiting Low-Income Workers Earning Above Poverty After Assistance***

This indicator examines whether low-income workers served by business assistance programs are helped to the extent that their earnings one year after assistance are above 200% of poverty. Information on this topic for all states is not available from a published source at this time.

**3. *Percent of Businesses that Participate in State Business Assistance Efforts Targeting Low-Income Workers***

This indicator reveals how many businesses relative to the total number of eligible businesses within the state use business assistance resources targeted to help low-income or entry-level workers. Information on this topic for all states is not available from a published source at this time.

**4. *Percent of Low-Income Workers Employed by Companies Participating in State Business Assistance Efforts Targeting Low-Income Workers***

This indicator shows the percent of low-income workers in the state benefiting from state business assistance efforts that are designed to help low-income or entry-level workers. Information on this topic for all states is not available from a published source at this time.

**5. *Percent of Unemployed Workers Receiving Intensive or Training Services From the One-stop Centers***

This indicator examines the extent to which unemployed workers are receiving One-stop services (i.e., intensive and training) that go beyond helping them look for another job. Information on this topic for all states is not available from a published source at this time, but relevant and accessible information for Florida from AWI.

## **Chapter IV: Conditions of Employment**

### **A. Conditions of Employment in Florida**

#### **1. *Percent of Workers in Low-Wage Jobs***

This is a measure of the extent to which wage and salary workers earn low wages. (For 2001, a low wage is below \$8.71/hr., adjusted for the state cost of living index. See definition of "low wage.") Data drawn from the Basic Monthly Survey of the CPS, and do not include self-employed workers.

#### **2. *Percent of Workers Over 18 Who Hold Contingent Jobs***

This is a measure of the extent to which workers 18 and over hold contingent jobs. Data drawn from the Contingent Worker Supplement of the CPS.

#### **3. *Percent of Workers Age 18-64 Without Health Insurance***

This is a measure of the extent to which workers 18 to 64 do not have health insurance, whether provided through an employer or the government. (It is assumed that workers over 64 are eligible for government-provided health insurance.) Data drawn from the Annual Demographic Survey of the CPS.

#### **4. *Percent of Workers Over 18 Without Employer Provided Pensions***

This is a measure of the extent to which workers over 18 do not have an employer-provided pension. Data drawn from the Annual Demographic Survey of the CPS.

#### **5. *Percent of Workers Not Covered by Workers' Compensation Insurance***

This is a measure of the extent to which workers are not covered by workers' compensation insurance. Number of workers covered provided by National Academy of Social Insurance, Workers' Compensation: Benefits, Coverage, and Costs, 2000 New Estimates (see <http://www.nasi.org/>); data on all wage and salary workers provided by the U.S. Bureau of Economic Analysis (See: <http://www.bea.doc.gov/bea/regional/spi/>)

#### **6. *Percent of Unemployed Not Receiving Unemployment Insurance Benefits***

This is a measure of the extent to which unemployed workers do not receive unemployment insurance. This measure is derived from data provided by the Office of Workforce Security, Employment and Training Administration, U.S. Department of Labor.

(See: <http://workforcesecurity.doleta.gov/unemploy/content/data.asp>)

### **B. State Policies Influencing Conditions of Employment**

#### **Income:**

#### **1. *State Has Minimum Wage Law and the Defined Wage Exceeds Federal Level***

This is a measure of whether a state has enacted its own minimum wage law and the state wage standard exceeds the federal minimum wage.

Information is provided by the Wage and Hour Division, Employment Standards Administration, U.S. Department of Labor. (See: <http://www.dol.gov/esa/programs/whd/state/state.htm>)

#### **2. *State Established Living Wage Law***

This indicator reveals whether a state has approved any measure that provides minimum wage and benefit levels for state contractors and/or specific public employees.

**3. *State Enacted Earned Income Tax Credit***

This is a measure of whether a state has enacted its own earned income tax credit for low- and moderate-income workers. This data is available from numerous sources, including publications of the Center on Budget and Policy Priorities. See page 133 of the Center report: *The Poverty Despite Work Handbook (3<sup>rd</sup> edition)*, Washington, DC, August 2001. For the latest status on state laws see: <http://www.cbpp.org/pubs/eitc.htm>

**4. *State Tax Burden for Working Families Earning Poverty Threshold***

This measure indicates the combined state and local tax burden (including sales, excise, property, and income taxes) on working poor families compared to income. The measure uses the average state and local total tax rate for families in the bottom quintile of earnings, as provided by The Institute on Taxation and Economic Policy, *Who Pays: A Distributional Analysis of the Tax Systems in All 50 States*, (2nd edition), January 2003. (See: <http://www.itepnet.org/whopays.htm>)

**5. *State Provides Wage Replacement for Parental Leave***

This indicator reveals whether a state allows working parents who meet income requirements to receive a wage replacement subsidy in lieu of child care assistance for caring for infants. Information on this topic is available from the National Partnership for Women and Families. (See: <http://www.nationalpartnership.org/content.cfm?L1=202&DBT=Documents&NewsItemID=472>)

Health Care:

**6. *State Provides Medicaid to Working Poor Adults Earning Up to 200% of Poverty***

This is a measure of whether a state allows working poor adults (defined conservatively at the federal poverty level) eligibility to receive state financed health care for adults. This data is available from numerous sources, including the Center on Budget and Policy Priorities. (See: Table 3, <http://www.cbpp.org/7-19-01health.htm>)

**7. *State Subsidy Available to Employers Who Provide Health Care for Workers***

This is a measure of whether a state has provided resources to encourage small businesses to provide health insurance for employees. Recent data on state program efforts is presented in a paper funded by The Commonwealth Fund. See: Sharon Silow-Carroll, Stephanie E. Anthony and Jack A. Meyer, *State and Local Initiatives to Enhance Health Coverage for the Working Poor*, Economic and Social Research Institute, pg. 5, November 2000. (See: <http://www.cmf.org/publist/publist2.asp?CategoryID=4>)

**8. *State Sets Income Eligibility for Child Care at 85% of State Median Income***

This indicator reveals whether a state sets income eligibility standard for child care that meets the maximum allowed by federal law; state may also exceed this standard when using their own funds. Information on this topic is available from the Children's Defense Fund. See: *Fragile Foundations: State Child Care Assistance Policies, 2002*, pg. 27.

**9. *State Requires Child Care Co-Payment for Families Earning Less Than Poverty***

This indicator reveals whether a state requires a family of three with one child in care to make a co-payment toward the cost of childcare when their earnings are less than the poverty threshold. Information on this topic is available from the Children's Defense Fund. See: *Fragile Foundations: State Child Care Assistance Policies, 2002*, pg. 85.

**10. *State Sets Maximum Child Care Reimbursement Rate at 75% or Greater of Market Rate***

This measure reveals whether a state sets a maximum reimbursement rate for childcare assistance that is at least equal to or greater than 75% of the market rate for child care. Information on this topic is available from the Children's Defense Fund.

See: *Fragile Foundations: State Child Care Assistance Policies*, 2002, pg. 95.

Unemployment Insurance:

**11. *State Eligibility Requirements for Unemployment Insurance Are Supportive of Low-Income Workers***

This indicator identifies whether or not a state's eligibility requirements for unemployment insurance allow low-income workers to participate. The three criteria are: alternate base period available to meet earnings requirements; eligibility of a half-time worker at minimum wage; and eligibility of laid-off workers seeking part-time work, with a previous part-time job, and meeting earnings requirements. Information provided by the Economic Policy Institute, Center on Budget and Policy Priorities, and the National Employment Law Project: *Failing the Unemployed: A State-by-State Examination of Unemployment Insurance Systems*, March 2002.

(See <http://www.epinet.org/briefingpapers/bp122.html>)

**12. *State Protects Temporary Workers From Being Excluded From Unemployment Insurance Coverage***

This indicator reveals whether states have refused to adopt or repeal legislation that requires temporary workers to accept a new temp assignment or else be deemed ineligible for benefits because they are considered to have "voluntarily quit" their jobs. Information on this topic is available from the National Employment Law Project: *Temp Work and Unemployment Insurance—Helping Employees at Temporary Staffing and Employee Leasing Agencies*, August 2001. (See: <http://www.nelp.org/pub63.pdf>)

**13. *State Unemployment Insurance Benefits Available to Workers Leaving Employment for Domestic Reasons***

This indicator reveals whether a state has laws that cover workers who leave employment as a result of domestic violence or because of other domestic reasons such as caring for a sick relative. Information on this topic relative to domestic violence is available in a report from the National Employment Law Project: *Unemployment Insurance For Survivors of Domestic Violence: Expanding Unemployment Insurance for Women, Low-Wage & Part-Time Workers*, May 2002. (See: <http://www.nelp.org/pub135.pdf>) A forthcoming NELP report will provide comprehensive coverage of this issue.

**14. *Unemployment Insurance Maximum Benefits Exceed Poverty Level***

This indicator measures whether a state provides unemployment insurance benefits that exceed the poverty level when the maximum weekly benefit amount is sufficient to prevent a one-parent, two-child family from living in poverty (\$274.40/week). Information on this topic is available from the Economic Policy Institute. See Table 4, *Failing the Unemployed: A State-by-State Evaluation of Unemployment Insurance Systems*, 2002.

**15. *State Provides Temporary Disability Insurance***

This indicator reveals whether a state exercises its authority to use UI funds to support workers who have no earnings as a result of a non-work connected sickness or injury and do not meet the UI program's "able" to work requirement. Information on this topic is available from the U.S. Department of Labor. (See: <http://ows.doleta.gov/unemploy/pdf/temporary.pdf>)

Workers' Compensation:

**16. *State Workers' Compensation Law Fulfills Recommendations of Report of the National Commission of State Workmen's Compensation Laws***

This indicator identifies whether or not a state has fulfilled the 19 essential recommendations of the National Commission on Workmen's Compensation Laws.

(See: [http://www.workerscompresources.com/National\\_Commission\\_Report/National\\_Commission/1-2002/Jan2002\\_nat\\_com.htm](http://www.workerscompresources.com/National_Commission_Report/National_Commission/1-2002/Jan2002_nat_com.htm))

**17. *Workers' Compensation Minimum Benefits Exceed 80% of Minimum Wage Income***

This indicator measures whether a state provides workers' compensation benefits that at least exceed 80% of the wages earned working full-time at federal minimum wage (\$165 weekly). Information on this topic is available from the U.S. Department of Labor, Employment Standards Administrations.

(See: <http://www.dol.gov/esa/regs/statutes/owcp/stwclaw/stwclaw.htm>)

Work Protections:

**18. *State Has Broad Wage and Hour Law Coverage and Does Not Exempt Low-Wage Occupations***

This indicator identifies whether a state has laws or regulations that broadens the wage and hour law coverage for all workers beyond the provisions of the federal law and does not provide exemptions for certain low-wage occupations. Information on this topic for all states is not available from a published source at this time, but Florida-specific information is from WFI.

**19. *State Requires Greater Coverage for Family Medical Leave than Federal Law***

This measure reveals whether a state authorizes family medical leave for workers employed in business with less than 50 employees, which is the threshold established by the federal Family and Medical Leave Act. Information on this topic is available from the National Partnership for Women and Families.

(See: <http://www.nationalpartnership.org/content.cfm?L1=202&DBT=Documents&NewsItemID=259>)

**20. *State Has Laws and Regulations to Protect Employment Rights of Day Laborer***

This indicator reveals whether a state has explicit laws that protect day laborers from employers who disregard state health and safety rules, charge excessive costs for meals, transportation and supplies, and ignore basic work protection laws. Information on this topic is available from a report from the National Employment Law Project: *Drafting Day Labor Legislation: A Guide for Organizers and Advocates*, 2001. (See: <http://www.nelp.org/pub39.pdf>)

**21. *State Law Protects Ex-Offenders from Employment Discrimination***

This indicator identifies whether a state has explicit laws that make it illegal for a private employer to discriminate against an ex-offender unless the duties of the job is related to a person's conviction record. Information on this topic is available from the Legal Assistance Center (New York, NY) based on a survey of state laws. Publication forthcoming.

## **C. Performance of State Efforts to Address Conditions of Employment**

### **1. *Percent of Eligible Families Utilizing State and/or Federal EITC***

This indicator intends to measure the percent of eligible families that filed for the Earned Income Tax Credit. There is, however, no reliable national data and analysis on this issue at the state level. The U.S. Internal Revenue Service does produce the number of filing per state annually, however, does not calculate the number of those eligible for filing. To see the IRS data for state, See: <http://www.irs.gov/taxstats/display/0,i1%3D40%26genericId%3D16889,00.html>

### **2. *Percent of Eligible Workers Utilizing State Medicaid***

This indicator measures the percent of workers eligible for Medicaid who are not covered by other health insurance that have availed themselves of a state's Medicaid program. Information on this topic is from The Urban Institute for 1999.

### **3. *Percent of Small Business Using State Health Care Assistance***

This indicator measures the percent of small businesses (under 500 employees) that utilize state health care assistance, if such assistance is available. Information on this topic for all states is not available at this time from a published source.

### **4. *Percent of Those Eligible for Child Care Assistance on Waiting List***

This indicator reveals how many families eligible for childcare have yet to receive the assistance. Information on this topic is available from the Children's Defense Fund. (See: *Fragile Foundations: State Child Care Assistance Policies*, 2002, pg. 64. Florida-specific data is from the Partnership for School Readiness).

### **5. *Percent of Unemployed Receiving Benefits That Exceed Poverty***

This indicator measures the percent of those receiving unemployment insurance whose payments exceed the poverty level when the maximum weekly benefit amount is sufficient to prevent a one-parent, two-child family from living in poverty (\$274.40/week). Information on this topic for all states is not available from a published source at this time.

### About the Florida Chamber Foundation:

The Florida Chamber Foundation, celebrating 32 years of pro-Florida, pro-business research action, has earned a national reputation for conducting credible, respected research. From the publication of *Cornerstone: Foundations for Economic Leadership* (the de facto state blueprint for creating a healthy economy), to *Florida Cornerstone: Foundations for Florida's 21<sup>st</sup> Century Economy*, the Foundation has produced action research and impacted public and private sector initiatives.

Other studies, reports and recommendations produced by the Florida Chamber Foundation include: *Transportation Cornerstone Florida: Moving Florida's Economy into the 21st Century* (1998); *International Cornerstone Florida: Building a Crossroads Economy* (1997); and *No More Excuses: What Business Must Do To Help Improve Florida's Schools* (1993). Each has had an extraordinary impact on the course and direction of government in Florida. The Florida Chamber Foundation carries forward its work based on the contributions of companies and individuals who set a priority on excellence in our governmental institutions.

For more information about the Florida Chamber Foundation, please contact Jane McNabb at (850) 521-1231 or [jmcnabb@flchamber.com](mailto:jmcnabb@flchamber.com).

# FLORIDA CHAMBER Foundation

### About the Orlando Regional Chamber of Commerce:

The Orlando Regional Chamber of Commerce is the largest chamber in the state of Florida with more than 8,500 member businesses. The chamber believes that a strong, vital community goes hand in hand with a strong, vital business community. Under the visionary leadership of Jacob V. Stuart, president since 1984, the chamber is anything but business as usual. The chamber advocates regionalism, and by educating the region's business community to look beyond day-to-day operations and embrace the long-term concept of Building Community, the chamber has affected monumental change. By advancing these ideals, the chamber is becoming a catalyst for change, primarily in four strategic areas: transportation, education, technology, and regionalism.

Programs such as myRegion.org, the Transportation Roundtable, *WorldClass Schools, Inc.*, the Central Florida Technology Roundtable, and WorkForce 2020 present long-term, business-based strategies to alter core values and achieve higher standards.

For more information please contact the Orlando Regional Chamber at (407) 425-1234 or visit them on the web at [www.orlando.org](http://www.orlando.org).

### About Cambridge Systematics, Inc.:

In 2002, Cambridge Systematics, Inc. (CS) celebrated 30 years of providing management and planning consulting services and information systems to the public, non-profit and private sectors. CS delivers need-based solutions that help clients solve current and future economic development and transportation problems. In partnership with our clients, Cambridge Systematics contributes to better public policy and planning and a better quality of life.

The firm serves a broad mix of public organizations and private corporate clients. These organizations include: local, state, national, and international agencies; non-profit organizations; and transportation, logistics, and manufacturing companies.

For more information about Cambridge Systematics, Inc. please contact Daniel J. Hodge at (617) 354-0167 or [dhodge@camsys.com](mailto:dhodge@camsys.com).