



**Workforce**  
*florida, inc.*

**Annual Report**  
**FY 2000-2001**

*As required by section 445, Florida Statutes*

[WWW.WORKFORCEFLORIDA.COM](http://WWW.WORKFORCEFLORIDA.COM)

Dear Workforce Partners:

The events of September 11, 2001, have demonstrated the wisdom of lawmakers and citizen volunteers in creating Florida's new workforce system. Legislators and governors, frustrated with a social welfare system approach to employment problems, decided to take a new course. For too long, the employment system seemed better prepared to study and bemoan the problems of underemployment and unemployment than it was to solve such problems. Building upon the experiments of the State WAGES (Work and Gain Economic Self-sufficiency) Board and the Workforce Development Board of Enterprise Florida, Workforce Florida in its inaugural year has taken a new direction.



Workforce Florida and its administrative arm, The Agency for Workforce Innovation, were created to see if a social-welfare centered system could be reoriented by a business lead, business-driven board and become a catalyst of the economic development system. Workforce Florida was created as a change agent. At the first board of directors' meeting, a Chairman's Challenge was issued to each of the newly created Councils, to see if a system, notoriously bureaucratic and slow, could become a flexible and responsive tool to assist in economic growth. The system responded and it demonstrated that training could take place at a more rapid pace than normal, that all learning did not have to occur in semesters, and that competitive processes would allow both public and private providers to assist in the building of a stronger economy.

As the Board contemplated the needs of business and the changes needed in the system, little focus was placed on what became an economic shock after the September 11<sup>th</sup> attack. The month immediately after the attack produced the largest number of filings for unemployment compensation in the history of the state. More than 80,000 people came looking for temporary assistance and thousands more turned to the system looking to replace lost jobs. It has been a pleasure to see that in such a situation the preparations made for prosperity serve us well in times of economic concern. The educational system has become a great partner through Operation Paycheck. This program includes the innovative concept of "credit for life-experience" as part of the training and has been a creative and quick solution to the problems of many who were affected by the tragedy.

While the experiment in workforce development lead by Workforce Florida has had its critics, few would have anticipated how well prepared the system was for the economic downturn. Even as the business leaders that sit on the Workforce Florida Board of Directors are impatient for greater change and efficiency, it is a blessing to the state that the changes in Florida's workforce system were already in progress. This annual report only gives a glimpse of what the workforce system has become. In future years we hope to highlight the great leaps of progress that have taken place by regional workforce boards and other workforce partners. But for today, we are fortunate for the progress that the business leaders have enabled as they have guided and directed this program.

Very Truly Yours,

A handwritten signature in black ink that reads "Toni Jennings". The signature is written in a cursive, flowing style.

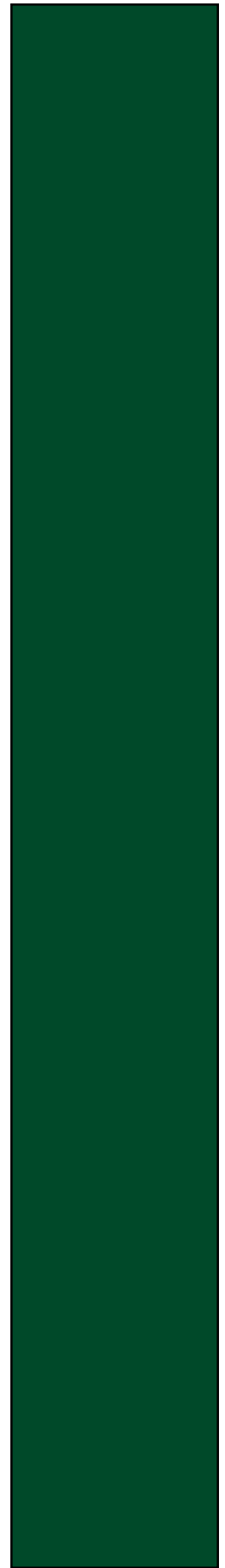
Toni Jennings, Chairman  
Workforce Florida Board of Directors

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# **Workforce Florida Executive Summary**



# **Workforce Florida - A New Way of Doing Business**

## **Executive Summary**

### **Streamlining the System**

In the first year of operation, Workforce Florida was charged by Chairman Toni Jennings with creating a new way of doing business for the workforce system. This new approach required four major changes:

- 1) Business was recognized as the principal customer of the workforce system;
- 2) Resources were to be redirected to programs and services, primarily at the local level;
- 3) The workforce system had to be performance driven, with the state board responsible for performance measurement; and
- 4) All elements of the system would be held to greater accountability through performance contracting.

This annual report highlights how Workforce Florida and its workforce partners have addressed these challenges within the first year of operation.

In addition to asking the system to change how business was done, the chairman issued a challenge to the newly created councils to demonstrate that concerted effort on specific goals could transform the workforce system into a more flexible and useful tool of public policy. The Chairman's Challenge included:

### ***Serving the Needs of Business***

The new customer of the workforce system is Florida businesses. To be successful at serving the new workforce customer the system had to involve business leaders at all levels of the system. The first requirement was that all local and state workforce boards be comprised of business leaders. These business led regional boards determine the public/private partnerships and initiatives that are implemented locally.

Workforce Florida greatly expanded the program to train workers already employed to prevent future layoffs. The program, known as the Incumbent Worker Training Program, prepared 6,285 employees, more than three times the number trained the previous year, at the cost of \$401 per person. Each dollar of state funds was matched by more than nine dollars of private sector investment. Employees from 115 companies received training in addition to employees from 33 companies in the plastics industry. This training program, part of the new way of doing business, attempts to stop lay offs before they occur. Several of the local workforce boards followed the example and have sought to aggressively upgrade the skills of those currently employed and at risk.

Florida also attempted to redirect the customer focus to business by partnering with The Society of the Plastics Industry, Inc. to train 230 workers from 33 companies located across 12 Florida counties, in both urban and rural areas. Of those enrolled in the training, 210 passed the National Certification in Plastics exam, thereby receiving a nationally recognized, portable credential as either an injection molding or extrusion operator. This grant strengthened the entire industry, and made Florida more

## Executive Summary

*(continued from page 2)*

competitive for plastic manufacturers, securing the future of many more jobs.

These innovations built upon an existing strong foundation of business services. More than 35,000 employers hired 248,103 new employees using the workforce system. This is an increase of 30,000 employees over the previous year. Nearly 30% of the 836,611 individuals that registered for employment with the local one-stops or on-line obtained a job.

### ***Redirecting More Funds to Programs***

In one of the early moves to create a new way of doing business, Workforce Florida reduced administrative service cost by 38.76 percent. These savings came from consolidating the functions previously performed by the Workforce Development Board under Enterprise Florida and the Work and Gain Economic Self-Sufficiency (WAGES) Board. Funds were redirected from administrative services to the regional workforce boards. As a result these funds were used to offer programs and services to Florida businesses and job seekers. This redirection of funds resulted in training opportunities for 493 additional Floridians (assuming a training cost of \$3,000 per person).

The new system also transferred many of the functions of the Department of Labor and Employment Security to a smaller Agency for Workforce Innovation, which also assumed fiscal and contracting responsibility for welfare transition from the Department of Management Services. More than 749 positions were eliminated and more than \$46 million was shifted to local control for direct services.

### ***Accountability***

With the workforce system allowing regions the flexibility to deliver customized programs that best meet the needs of their local businesses, the state board had to devise an avenue to hold these programs accountable and to ensure that the highest level of performance was being achieved. The performance measures instituted by Florida are more stringent than the federally required performance measures.

To track results, Florida developed the Red/Green Report to evaluate short term performance and the 3-Tier report to evaluate long-term performance. The Red/Green Report is a comparative report on the performance of all the regional boards. The report compares the regions with each other on categories such as employment rates, wage rates, welfare return rate, customer service and others. Green blocks on the report represent regions that are in the top 25 percentile and the red blocks represent the bottom 25 percentile.

The Red/Green report was used to give performance



*Performance Award given to the six highest performing regions for the 2000-2001 program year*

## Executive Summary

*(continued from page 3)*

incentive awards to those regions consistently performing in the top quartile and to alert the Board of Directors when a region continually performs in the bottom quartile. If a region continues to have poor performance, the state board will offer technical assistance. After technical assistance has been provided and the region continues to perform poorly, the region can face sanctions, including the loss of funding and ultimately the removal of the board's charter.

Regions receiving performance awards for the 2000-2001 program year due to top quartile performance were: Region 1 (Escambia and Santa Rosa counties); Region 3 (Calhoun, Jackson, Holmes, Liberty and Washington counties); Region 4 (Bay, Gulf and Franklin counties); Region 13 (Brevard county); Region 15 (Hillsborough county); and Region 17 (Polk county).

To gauge long-term success of workforce programs, the 3-Tier report is used. The report looks at where participants in workforce programs are after a specific period of time. The report will show if the individual has remained employed and if the individual still is in the educational system or accessing other government services. The 3-Tier numbers also evaluate workforce programs on a program by program basis, at a council level (High Skills/High Wages, Better Jobs/Better Wages, or First Jobs/First Wages) or as part of all the state activities for a specified period of time.

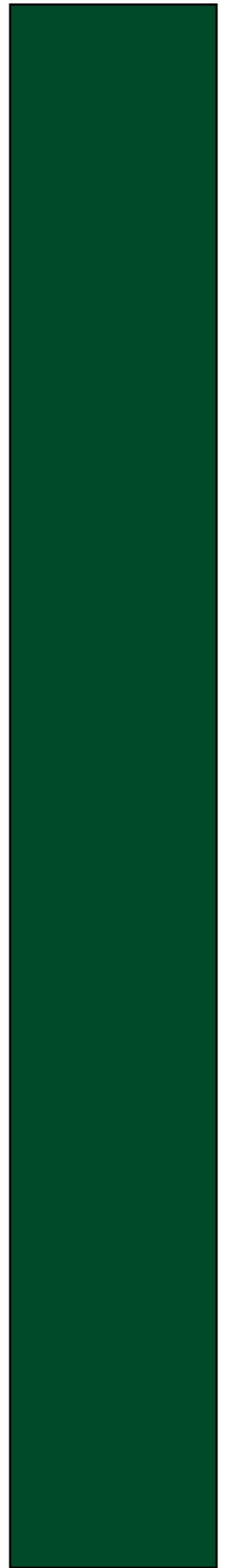
### ***Performance-Based Contracts***

*Regional Contracts:* The workforce development system uses a charter-process with the regional boards aimed at encouraging local design and control of service delivery. Workforce Florida is responsible for granting charters to regional workforce boards and ultimately to remove charters if performance, fiscal accountability and other factors fall below accepted standards.

In addition to the charters, each regional board is under a performance-based contract with the Agency for Workforce Innovation. These contracts identify performance levels, fiscal strategies, and other elements that each board must maintain to be in contract compliance. In addition, each regional board is required to have performance-based contracts with all vendors, educational institutions, or other agencies with which they contract with to provide workforce services at the local level. Performance contracts are required as they tie payment, incentives and contract continuation to agreed upon performance levels.

*Agency for Workforce Innovation Contract:* In a first-of-its-kind move for Florida, the new workforce system created a structure where the state agency is accountable to a private organization. The Agency for Workforce Innovation has a performance contract with Workforce Florida, Inc., stipulating performance levels that must be maintained, reporting requirements, and other functions the Agency must be complete to be in compliance.

**Workforce Florida  
The First Year  
at a Glance**



## **Workforce Florida's First Year**

As Florida positions itself to be an economic and high technology leader, the skills of Florida's workforce need to be aligned with jobs this type of economy will create. That is why Workforce Florida is committed to creating a globally competitive workforce. This annual report highlights Workforce Florida's first year and the many accomplishments that have laid the foundation for the quality workforce needed in the 21st century.

### **Florida's Workforce System - How Did We Get Here?**

To understand the workforce system today, a perspective of where the system has been is needed. Here is a brief history of Florida's workforce system and events leading up to the integrated system now in place:

#### ***Before July 1996***

Regional private industry councils (PICs) existed in Florida . The federal Job Training Partnership Act (JTPA) established the councils to oversee spending of federal job training funds. There was minimal state law governing job training and other workforce programs.

#### ***July 1996***

The state Workforce Florida Act replaced private industry councils with regional workforce development boards and realigned regions to match community college districts. The Legislature also passed the Work & Gain Economic Self-Sufficiency (WAGES) Act to implement welfare reform. While two separate governing boards existed at the state level, the law allowed regional workforce boards to also function as WAGES coalitions overseeing welfare reform at the local level.

#### ***July 1998***

The Legislature took all WAGES responsibilities from the Department of Labor and transferred them to local boards, which were already contracting for case management and support services for welfare recipients in their areas. WAGES contracting and fiscal management was transferred to the Department of Management Services.

#### ***August 1998***

The federal Workforce Investment Act was signed into law replacing the Job Training Partnership Act and consolidated about 14 different funding streams under the One Stop System, which was governed by local workforce boards. Florida was one of six states approved as an early implementing state, beginning July 1999.

#### ***October 1999***

Senate President Toni Jennings announced the creation of a Senate Select Committee on Workforce Innovation to consolidate workforce and welfare reform programs into a single point of accountability. The committee's report became the foundation for the Workforce Innovation Act of 2000.

### **Workforce Innovation Act of 2000 - Creating A New Way of Doing Business**

The Workforce Innovation Act of 2000 was designed to streamline the workforce system. At the state level, Workforce Florida was created as a separate not-for-profit corporation replacing the Workforce Development Board of Enterprise Florida, Inc. and the WAGES Board. Regional boards were also consolidated. Senate President Toni Jennings was named chairman of the new Workforce Florida Board of Directors and Curtis Austin was named president of Workforce Florida, Inc. The

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Workforce Board was comprised of business leaders from around the state who would set policy that would align workforce initiatives with needs of new and existing Florida businesses. Workforce Florida was empowered to guide the new workforce system.

The law transferred many of the functions of the Department of Labor to a smaller Agency for Workforce Innovation, which also assumed fiscal and contracting responsibility for Welfare Transition Services (formally WAGES) from the Department of Management Services. Tom McGurk was appointed to lead the new agency.

### ***Chairman's Challenge***

At the inaugural meeting of Workforce Florida's Board of Directors, Chairman Toni Jennings charged the new board with devising strategies to train 3,000 workers for higher skill, higher pay jobs within the next six months to demonstrate that this new system could create the workforce needed to sustain a 21st century economy. Specific assignments to the Board's three councils were as follows:

#### *High Skills/High Wages*

- 1 Present a plan to rapidly train 1,000 Information Technology professionals.
- 2 Develop a list of tasks and responsibilities for the local committees that would assist in redesigning the workforce system.

#### *Better Jobs/Better Wages*

- 1 Present a plan to rapidly train 1,000 former cash assistance recipients who are employed for advancement that will allow them to be self-sufficient.
- 2 Develop a plan to use idle resources to significantly move Florida in the preparation of the skills and capabilities of those who can be served by these significant resources.

#### *First Jobs/First Wages*

- 1 Identify opportunities to place 1,000 Florida youth in unsubsidized after school jobs.
- 2 Convene a Florida Youth Summit to develop a strategy for youth programs and ensure that our programs integrate with those ongoing efforts of the Department of Education and Department of Juvenile Justice, to meet this performance measure.

### ***Measuring Success***

In its first year of operation, Workforce Florida has made significant gains in creating the quality workforce needed by existing and new Florida businesses. This Annual Report highlights how Workforce Florida, during the 2000 – 2001 program year (July 1, 2000 – June 30, 2001), constructed a new way of doing business while at the same time training individuals with skills necessary to fill high tech jobs, forging relationships with businesses and the economic development community, and creating a true One-Stop approach to job seekers and business leaders alike.

In addition to successes in achieving strategic goals, Workforce Florida has also positioned itself as a national frontrunner in workforce development reform. In a report just released in September 2001, the United States Department of Labor (USDOL) reported that Florida exceeded all of its federal performance measures under the Workforce Investment Act. Florida has also implemented more stringent performance standards at the state and regional level. These state and federal performance measures allow for accountability within the system to ensure that not only is a quality workforce being developed within our state, but that the system is accountable to the tax payers.

Workforce Florida looks forward to building upon the strong foundation laid in the first year.

## Workforce Florida: The First Year At A Glance

### *July 2000*

- ◆ Workforce Innovation Act of 2000 becomes law.
- ◆ Members of the Workforce Florida Board of Directors appointed by the Governor.
- ◆ Senate President Toni Jennings appointed Chairman of the Workforce Florida Board of Directors.

### *August 2000*

- ◆ Workforce Florida Board holds first meeting.
- ◆ By-Laws for Workforce Florida Board of Directors approved.
- ◆ Members of Executive Committee appointed.
- ◆ Members of the three councils appointed with the following to serve as council chairs:

High Skills/High Wages:	Ray Gilley
Better Jobs/Better Wages:	Carolyn Franz
First Jobs/First Wages:	Cathy Martin
- ◆ Chairman issues challenge to 3 councils.

### *October 2000*

- ◆ Agency for Workforce Innovation opens for business.

### *November 2000*

- ◆ Approval of design for the new IT system, known as OSMIS, which will consolidate workforce activities into one IT system and provide a job matching system for job seekers and businesses.
- ◆ Performance measures were approved.
- ◆ Incentive payments for high performing regions approved by Board.

### *January 2000*

- ◆ Strategic plan which includes the vision, mission and guiding principals for the new workforce system is adopted by the Workforce Florida Board of Directors.

### *March 2000*

- ◆ Councils exceed Challenge issued by Chairman Jennings
- ◆ Workforce Florida Board of Directors begins discussion on a new regional funding formula for Temporary Assistance for Needy Families (TANF) funds.

### *May 2000*

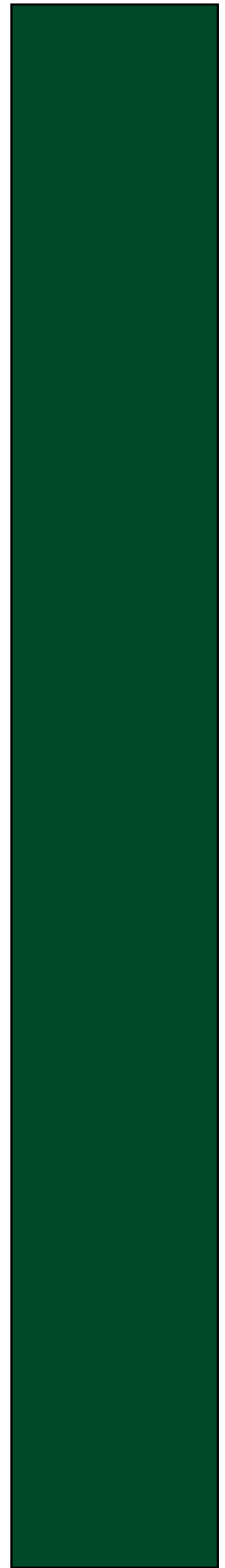
- ◆ Workforce Florida Board approves new TANF funding formula for regional allocation.
- ◆ Workforce and AWI staff directed to begin researching One-Stop Credentialing Committee and make recommendation to committee on services, appearance, technology level and other elements each One-Stop Career Center must offer.

### *June 2000*

- ◆ Workforce Policy Summit was held to bring regional and state level workforce development professionals for an intensive three-day educational event.

# **The Workforce System**

## **An Overview**



## The Workforce System

In July 2000, Florida enacted landmark legislation, the Workforce Innovation Act of 2000, which consolidated a variety of state workforce programs, including Florida's highly acclaimed welfare transition program known as WAGES, under a single umbrella. This consolidation is designed to better serve employers and job seekers at all levels, from youth entering the workforce for the first time to workers needing specialized skills to fill coveted jobs in Florida's fast-growing technology sectors.

A key aim of the Workforce Innovation Act of 2000 is aligning workforce development efforts with state economic development strategies to develop the workers Florida needs to attract and grow job-creating businesses. The new integrated workforce system will help ensure that businesses can hire work-ready employees – and that the working poor have the opportunity to upgrade their skills and obtain jobs that allow them to become self-sufficient.

Florida businesses cite workforce issues as their single most important concern, according to surveys by the Florida Chamber of Commerce and the state chapter of the National Federation of Independent Business. That concern is consistent with national studies highlighting the difficulties of finding and keeping qualified workers. According to the U.S. Bureau of Labor Statistics from 1996 to 2006 the need for employees across the United States will increase by 14 percent, but the population of workforce age Americans will increase only 10 percent.

The challenge is magnified in Florida, which continues to be a leader in new job growth, creating one of every 13 new jobs in the nation. Additionally, the growing prominence of the technology sector increases the need to produce skilled workers. According to the American Electronics Association, the state created 57,300 high-tech jobs between 1994 and 2000, placing it fifth nationally in high-tech employment growth. Demand for systems analysts and computer engineers, among the fastest-growing occupations, continues to outstrip the supply of available workers.

Florida also is ranked among the top 10 states in the nation in growth of new companies and diversity of businesses, according to the 2000 Development Report Card issued by the Corporation for Enterprise Development. However, the same study ranked Florida among the bottom 30 states in such areas as basic educational proficiency in reading and math, high school graduation rates and college attainment.



*While all One-Stop Career Centers provide numerous services and programs for businesses located in their area, some One-Stops have designated rooms or locations whose function is to provide business services and job seekers are serviced at other locations. Pictured is a Business Service Center located in Miami, Florida.*

# Workforce System

(continued from page 9)

## **Workforce Innovation Act of 2000**

The Workforce Innovation Act provides for a business- led board, Workforce Florida, Inc., to establish policy for and to evaluate the performance of the state workforce system. This private sector board, unlike other boards that serve to set state policy. It actually state agency, the Agency for Acting as a translator of policy AWI implements policy set by performance-based contracts The contracts are structured to delivery of community Stop Service centers – while dollars they receive generate local boards have the ability to region, if they out perform

“The Workforce Innovation Act of 2000 established a private sector board that was authorized to set state policy and allowed each of the 24 regions local innovation and flexibility while ensuring federal and state dollars generate results.”

Toni Jennings, Chairman  
Workforce Florida Board

The Workforce Board has welfare reform, workforce compensation programs, million in federal TANF (Temporary Assistance to Needy Families), \$825 million in UC Benefits (Unemployment Compensation) and \$120 million in WIA (Workforce Investment Act). These funds are directed to the local boards through their performance contracts to provide services that compliment and leverage other local priorities. For example, it is expected that vocational or employment training would focus on those industries critical in the local area or industries that economic developers are attempting to attract to the area.

in an advisory capacity, is authorized gives direction to the newly created Workforce Innovation (AWI). as well as an administering agency, the state board into action through with each of the 24 regional boards. allow for local innovation and identified services through the One- ensuring that federal and state results. This means that each of the bring additional resources to the other regions in the state.

authority over \$1.3 billion in development, and unemployment including approximately \$174

## **Structure:**

### *Workforce Florida, Inc*

To overcome fragmented policy and decision making, Workforce Florida, Inc. (WFI) was created as an independent, not-for-profit, public/private partnership to serve as the state’s principal workforce policy organization. Workforce Florida is governed by a board of directors appointed by the Governor, that must include a majority of business community representatives.

### *Agency for Workforce Innovation*

The Agency for Workforce Innovation (AWI) is the state agency responsible for implementing policy and programs approved by the Workforce Florida Board and for ensuring that workforce funds and programs are appropriately administered. AWI operates under a performance-based contract with WFI to carry out board policy and for the delivery of the workforce system programs and services.

## **Regional Workforce Boards**

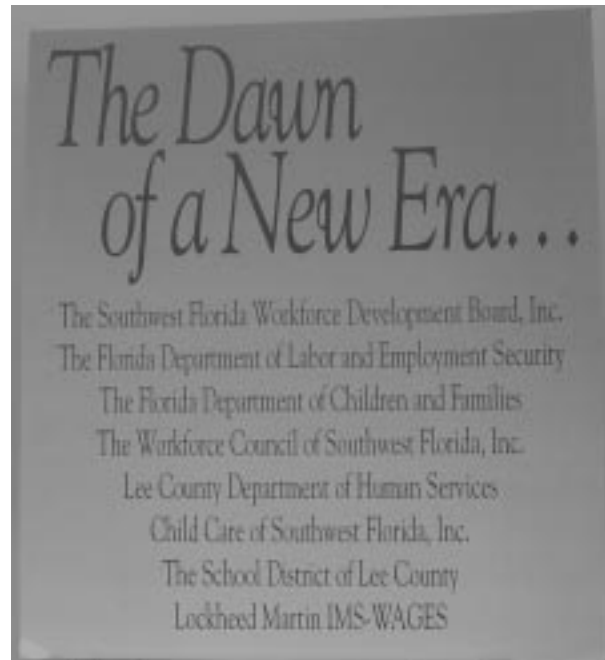
There was broadening consensus in Washington and Tallahassee during the 1990s that local control and flexibility in service delivery produces better results. Community-managed programs can create better-tailored and more innovative solutions to local problems than “broad brush” solutions from state government. The 24 regional workforce boards were created as the platform for building a world-class workforce for the new economy.

The local boards are business-led “boards of directors” for the local area. They focus on strategic planning, policy development and oversight of the local system, choosing local managers to direct the operational details of their One-Stop Career Centers.

### ***One-Stop Career Centers***

Florida’s One-Stop Career Center system was established to bring workforce and welfare transition programs together under one physical or “virtual” roof to simplify and improve access for employers seeking qualified workers or training programs for their existing employees and job seekers.

Recent federal and state workforce legislation has emphasized the importance of serving the business customer, and made the system more accountable as a whole by tying performance funding to customer satisfaction. Florida’s One-Stop Career Center system is a key resource for businesses seeking training grants for customized training for existing employees or finding qualified entry-level workers. To further assist businesses, several regions have established dedicated employer One-Stop Career Centers in business districts to help local employers recruit, train and retain workers.



*The new workforce system offers businesses and individuals access to many services at one location. Pictured is the sign from Ft. Myers*

One-Stop Career Centers are the “front door” for Floridians seeking unemployment, temporary cash assistance, job placement, workforce education and training, and workforce support services such as childcare. The federal Workforce Investment Act of 1998 mandates participation by nearly a dozen agencies that determine eligibility for and provide:

- ◆ Adult job placement and training
- ◆ Unemployment insurance
- ◆ Vocational Rehabilitation services
- ◆ Transitional services to assist job seekers move from welfare to work
- ◆ Veterans Employment and Training.

Today, there are nearly 200 One-Stop Career centers across Florida managed at the local level by regional workforce boards. Some are full-service centers providing direct access to a comprehensive array of programs at a single location, while others are satellite facilities capable of providing referrals or electronic access. The goal is to move beyond co-location of programs to full integration to provide seamless service to customers.

### ***Councils***

The Workforce Innovation Act of 2000 specified that three councils were to be created at both the state and local levels, each one targeting a specific workforce population. The goal is to improve

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Florida's workforce and thus positively impact existing and new Florida businesses through funded initiatives and programs.

### **High Skills/High Wages**

The High Skills/High Wages Council seeks to develop a more skilled workforce by aligning education and training programs with higher-paying, high-demand jobs. This is done by partnering with economic development organizations to enhance the state's efforts to attract, grow and expand job-creating businesses. It is also accomplished by working with chambers of commerce to meet the needs of existing businesses.

### **Better Jobs/Better Wages**

The Better Jobs/Better Wages Council assists families transitioning from welfare to work and former welfare recipients working in low-wage jobs with limited mobility, and the larger population of under-employed adults.

### **First Jobs/First Wages**

The First Jobs/First Wages Council promotes successful entry into the workforce through education and job experience, including school-to-work initiatives that enlist business and community support to ensure that students have the educational and occupational skills required to succeed in the workforce. The council also addresses adults entering the workforce for the first time and youth programs related to welfare reform.

## ***Strategic Plan***

The workforce strategic plan, developed in the Fall of 2000 and updated annually, outlines goals and strategies for developing a skilled workforce with key action plans addressing the three workforce initiatives for first jobs, better jobs and high skill occupations. Other action plans target small business needs and help stimulate job creation in rural and distressed urban areas.

Featured in the strategic plan are action plans on workforce marketing, enhancing one-stops career centers, and developing an integrated approach to managing performance, funding and information systems. Detailed supporting data and documentation on performance measures, allocations to workforce regions, and performance based payment structures are included in appendices to this report.

By design, the development of the Strategic Plan was a highly collaborative process with economic development organizations, the Florida Chamber, businesses, and other workforce partners. Issue briefs were developed first by staff with Councils' approval, and then posted on the workforce web site for feedback and comment. These narratives provided the background for developing specific workforce goals and strategies. The Workforce Florida Board of Directors and executive directors of the 24 regional boards, met in January 2001, to critically review and refine goals and strategies. A complete draft of the Strategic Plan was presented to the Board in January 2001, for final approval after reflecting input and improvements. Chairman Jennings appointed a Strategic Planning Committee headed by Dorothy Weaver to spearhead the continued refinement and updates to the plan.

This strategic blueprint is a living document that will be reviewed and refined by the board and its partners to evaluate progress and ensure that workforce strategies are on course and helping to achieve goals. Success will be measured against progress toward specific goals.