This document serves as a preliminary planning outline and will be updated at various milestones.
BACKGROUND

Prior to the outbreak of the COVID-19 virus, San Antonio experienced a relatively low unemployment rate along with substantial job and population growth. Yet, poverty rates in the community were among the highest in the country. Also prior to outbreak, the City completed various reports, including the Status of Women Report and the Poverty Report, that disaggregated data and included specific recommendations to effect change.

One of the most substantial contributors to San Antonio’s poverty rate is the relatively low educational attainment among our residents. Census data show wages increase as educational attainment increases. In 2018, 27% of the adult population in San Antonio had earned a high school diploma or equivalent, and 30% of the adult population had some college or an associate’s degree. For those adults, the annual average earnings were $26,754 and $32,181 respectively. Meanwhile, only 16% of the adult population had a bachelor’s degree and 10% had a professional degree or higher. The average annual earnings for these groups of adults were $46,737 and $64,577. This reality set the foundation for how COVID-19 impacted the economy, and specifically San Antonio’s workforce.

The reality today is that 154,000 San Antonio workers have filed for unemployment since mid-March 2020, further compounding the various financial burdens faced by residents. Claims in the industries of accommodations and food services, retail, and health care and social assistance account for over a third of that figure. According to Dr. Steve Nivin and Jon Hockenyos’ financial forecast presentation to City Council in June 2020, there are some industries in which jobs in San Antonio will likely not return. At the top of that industry list is accommodations and food services – where projections show that approximately 20% of the jobs lost this year will not return within the next five years.
Recovery and Resiliency Plan
In June 2020, City Council approved the COVID-19 Recovery and Resiliency Plan (Recovery Plan) as an immediate short-term approach to rebuild the San Antonio economy. This Recovery Plan included substantial investments in workforce development and focuses on providing subsidized job training and certificates for in-demand occupations for up to 10,000 residents. In particular, the target population for the Recovery Plan is displaced workers having earned a high school diploma or equivalency, or having completed less education. Moreover, the Recovery Plan targets displaced workers from the following populations: veterans, persons with disabilities, formerly incarcerated persons, persons experiencing homelessness, and persons living in poverty. These residents will receive intake, assessment, referral and wraparound case management services, along with a living wage stipend while in training. This strategy is being implemented collaboratively with workforce development partners and will conclude in September 2021. However, given the vast need in the community, additional intervention is necessary.

Workforce and Education Initiative
In July 2020, Mayor Ron Nirenberg appointed a Workforce and Education Leadership Taskforce to reassess community workforce development priorities and identify strategies beyond the immediate crisis. This taskforce includes leaders from education, workforce development, asset-building, business, community organizations, representatives from labor, economic development, and philanthropy. Recommendations from this taskforce have informed the proposed program.

Feedback from this Taskforce indicates that job openings for skilled workers currently exist and will remain. For example, the Jobs Report, COVID-19 Edition released by SA Works, in collaboration with Workforce Solutions Alamo, indicated more than 10,000 openings in bioscience and healthcare, including occupations such as nursing assistants, which have an average annual wage of $26,000. The report also shows there are 7,000 job openings in information technology and security, such as computer systems analysts, which have an average annual wage of nearly $90,000. An additional 6,000 job openings are reported in construction and trades, including truck drivers, with an average wage of $40,000 annually. The taskforce also shared that it is critical to close the skills gaps to connect residents with these jobs.
PLAN OVERVIEW

This plan will provide substantial, continued investment in workforce development and degree completion among residents of San Antonio as the city emerges from this public health and economic crisis. This initiative builds on the Recovery Plan workforce development pillar that serves as the immediate response to the need to assist San Antonio residents unemployed as a result of the COVID-19 pandemic. This new training and education initiative will commence in fall 2021 and will extend through December 2025, with approximately $154M funded over that four-year period, contingent upon a voter-approved 1/8 of one percent sales tax ballot initiative. Each year of the initiative, up to 10,000 residents will be served with a total of up to 40,000 residents served over the four years.

The core services provided in this initiative are:
- **Tuition Assistance** – for workforce training and two- and four-year degree completion.
- **Wraparound Services** – to help navigate barriers and promote training and degree completion, with referrals to available social services.
- **Emergency Financial Assistance** – for the unexpected expenses that can compromise a participant’s ability to focus on training completion.

**Tuition Assistance**

For participants pursuing workforce training, tuition assistance will be provided for programs that result in industry-recognized certifications in occupations that are currently in demand. Training providers include Alamo Colleges, as well as other area training providers. A variety of workforce training providers exist in San Antonio, and participants will not be limited to public higher education institutions. While these institutions provide the most cost-effective options and can scale to accommodate the increased volume of potential participants, additional private training providers at times provide more appropriate options for participants based on industry-specific needs, pace and program complexity. Participants will also be able to access apprenticeships and other On-the-Job-Training (OJT) programs if the training provided is transferrable from one employer to another within the same occupation. *Apprenticeships in this program will include a broader definition than that which the U. S. Department of Labor uses. Apprenticeships are a form of “OJT” programs that combines paid work experience plus structured learning during a designated amount of time. The combined work experience and learning should result in obtaining an industry-recognized certification that allows participants to access career paths with upward economic and social mobility.* Training programs for certifications can vary from two to twelve weeks in duration and can include a pathway of credentials that build upon each other leading to higher wage jobs.

Since March 2020, approximately 34,000 unemployment claimants in San Antonio documented having some college credit but no degree. By providing access and support, these adults are more likely to complete a two- or four-year degree that prepares them for occupations that are in demand and have higher earning potential. For participants pursuing a two- or four-year degree, this initiative provides last dollar financial assistance to close the gap between other available financial aid and the cost of tuition and fees.

A maximum value of tuition assistance for workforce training and degree completion will be established through program policies. For planning purposes, these figures are $2,000 and $3,000 per participant, respectively.
Wraparound Services

Wraparound services will be made available to all participants in the program, regardless if they are in a training program or in a degree program. An important component of wraparound services is case management. Case management ensures that participants are assessed for needs and provided solutions to address those needs. Case management also ensures participants will be tracked throughout the program from intake to training/degree completion to job placement. These services will be focused on addressing the individual and unique needs of each participant. Wraparound services also include academic and skill assessment, academic remediation, career mapping and coaching, college and technical education, soft skills training, financial assistance, and job placement. It will also connect participants to existing resources to help with housing, childcare, utility assistance, etc., on an as needed basis. The goal of job placement services is to assist participants to secure long-term employment with a living-wage salary, benefits, and the opportunity for growth.

This initiative will build on the existing infrastructure associated with this work. Higher education institutions already provide student support services delivered by a complement of staff including academic advising professionals, peer mentors, tutors and academic success coaches. Counselors spearhead career navigation support and connect students with experiential learning, including research, work-study and student work on campus. Students have access to medical and mental health services. More comprehensive wraparound support services include mentoring, coaching, emergency funding, and case management as well as a food and resource pantry for particularly disadvantaged student populations. This initiative will supplement existing student support services with intensive wraparound support to promote sustainable engagement and degree completion.

Emergency Financial Assistance

While case managers will initially refer participants to available social services within the community, including rental and childcare assistance, participants will also be able to access cash assistance for unanticipated and immediate expenses. This type of emergency financial assistance will be available on a case-by-case basis, as needed by program participants. Maximum amounts per participant will be established and may include items such as car repairs and medical expenses. This funding is not designed to supplant a participant’s entire income, as participants may still be working while completing their training or degree. Instead, this funding will be available to address unexpected costs that can derail
participants from completing training programs. The preliminary budget for emergency financial assistance is $2.5 million annually.
The target population for this program includes three overlapping categories, that, when combined, will set the foundation for an equitable implementation. Approximately 154,000 San Antonio residents have filed for unemployment from mid-March through early July 2020. Of these residents, approximately 114,000 have either completed high school (or equivalent) or have some college credit but did not complete a degree program. Further disaggregating this population, approximately 68,000 unemployment claimants were earning less than $22,000 prior to COVID-19. The services and resources associated with this initiative will be focused on serving this population.
Various stakeholder groups have been identified and will inform and help refine the implementation of this initiative. Among those groups are potential program participants, employers, various training providers including trade/labor organizations, and community organizations. Individually, these various groups provide valuable perspective and contributions to this work. The stakeholders will collaborate with the city to design an accessible education and training program that results in economic mobility for residents most in need.

### Potential Participants
While representatives of employees and working families were included in the Leadership Taskforce, end users will be directly engaged via focus groups and surveys beginning in September 2020. The goals of this engagement are to socialize the preliminary plan and solicit feedback to refine the approach and guide implementation.

### Employers
Executives from San Antonio’s largest employers participated on the Leadership Taskforce. However, small and mid-size businesses also provide employment opportunities for San Antonio residents. Feedback from these businesses will promote alignment between training options and job placements. Electronic surveys will be distributed directly to business owners, and chambers of commerce and professional and trade organizations will be engaged to socialize the preliminary plan and solicit feedback. A catalogue of businesses interested in providing on-the-job training or more formal apprenticeships will also be developed via this engagement.

### Training Providers
Public higher education institutions also participated in the Leadership Taskforce. To further refine this initiative, additional training providers will be surveyed to identify and catalogue training programs available. Professional and trade associations will also be surveyed, as they often provide both formal and informal apprenticeship programs and facilitate on-the-job training opportunities for workers.

**e.g.**
- COPS/Metro Family Service
- Chrysalis Ministries
- disABILITYSA
GOVERNANCE AND IMPLEMENTATION

The proposed governance and implementation structure is a result of the funding options available to support workforce development and degree completion. Chapter 379A of the Texas Local Government Code provides for the use of a municipal development corporation to undertake the variety of functions.

In 2012, the City Council authorized the creation of the San Antonio Early Childhood Education Municipal Development Corporation, which is charged with developing early childhood literacy and educational programs. That same year, voters approved a 1/8 of one percent sales tax to support PreK4SA. In 2020, City Council called an election for the renewed adoption of the sales and use tax for a maximum of eight years starting in 2021. While Chapter 379A allows for municipal development corporations to conduct a variety of workforce development functions, municipalities are limited to creating only one municipal development corporation.

For this reason, if approved by voters, the proposed sales tax revenue from the workforce and education initiative will flow through the existing municipal development corporation, commonly referred to as the Pre-K4 SA Board, that would in turn, contract with the City of San Antonio for oversight and implementation of this workforce program. City Council will directly set policies associated with this program, and the City Manager will be responsible for implementation.
FUNDING AND BUDGET

This initiative will be sales tax supported, if approved by voters, and will result in approximately $38.5 million available annually. The four-year estimate for sales tax available through the 1/8th cent is $154 million. The preliminary sample budget below includes cost projections for tuition, wraparound support, emergency aid, along with implementation costs. The preliminary sample budget also assumes a 60/40 split between workforce training and two- and four-year degrees.

The actual budget for Year 1 will be developed in the Spring of 2021 and presented to City Council for consideration and approval.

Sample Annual Budget

<table>
<thead>
<tr>
<th></th>
<th>Tuition</th>
<th>Wraparound Support</th>
<th>Emergency Aid</th>
<th>Implementation Cost</th>
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<td>Average</td>
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<td><strong>TOTAL</strong></td>
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</table>

$38.5M TOTAL

Based on industry feedback, the sample budget places an initial emphasis on workforce training, estimating a 60/40 split between workforce training and college degrees. Maximum tuition costs are projected at $2,000 for workforce training and $3,000 for last dollar tuition for participants completing degrees. All participants will receive wraparound support, with associated personnel costs estimated at $1,000 per participant. This amount supports a 1 to 100 case manager to participant ratio which has proven successful in providing participants the needed support to complete training and transition into demand occupations with family sustaining wages.

The sample budget also includes $2.5 million for emergency financial assistance to participants. This figure was calculated on the assumption that half of the program participants would access the maximum amount of $500. Lastly, the sample budget also includes approximately $2 million for implementation costs. Among these costs are overhead expenses associated with implementation. While existing delivery systems and internal City administration processes will be leveraged, incremental overhead costs, specifically within the Economic Development Department, will increase due to the volume of participants being served and contract monitoring requirements. In addition, external evaluation of the efficacy of the program is critical to documenting progress and impact. These types of implementation expenses should be considered within preliminary or sample budgets to accurately project participant numbers and service levels.
PROGRAM METRICS AND OUTCOMES

The figure below outlines the preliminary program metrics based on feedback from the Leadership Taskforce, which recommended aggressive goals, understanding these are aspirational in nature.

The goal for certificate and degree completion are somewhat similar to each other, with the understanding that degree completion may take more time and is dependent upon the credits a participant has earned at entry into the program. In addition, the preliminary job placement rate may be affected by the COVID-19 pandemic, as its effects on our economy are yet to stabilize. Job retention rates will be measured at the one-year mark after a participant completes the program and will not require that the participant remain with the same employer or in the same position for the entire year.

From an outcome perspective, this initiative includes a high expectation for wage and benefits increases. An expected outcome is an overall reduction in the poverty rate in San Antonio.
NEXT STEPS

Upon voter approval of the ballot proposition, program policies and a detailed implementation strategy will be developed and presented for City Council consideration in the spring of 2021. The major engagement milestones leading up to potential program launch are referenced below.

<table>
<thead>
<tr>
<th>Milestone</th>
<th>Estimate Timeframe</th>
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<tr>
<td><strong>Target population engagement</strong></td>
<td>September 2020 - January 2021</td>
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<tr>
<td><strong>Trade organization engagement, including feedback related to on-job-training and apprenticeships</strong></td>
<td>October 2020 - January 2021</td>
</tr>
<tr>
<td>Status Update to Economic and Workforce Development Committee</td>
<td>October 2020</td>
</tr>
<tr>
<td>Business engagement, both direct and via chambers of commerce and business organizations*</td>
<td>November 2020 - January 2021</td>
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<tr>
<td>Training provider engagement*</td>
<td>November 2020 - January 2021</td>
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<tr>
<td>Status Update to Economic and Workforce Development Committee*</td>
<td>December 2020</td>
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<tr>
<td>City Council briefing on program policy development and implementation status**</td>
<td>January/February 2021</td>
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<tr>
<td><strong>City Council approval of program policy</strong></td>
<td>April 2021</td>
</tr>
<tr>
<td><strong>City Council approval of program implementation plan and budget</strong></td>
<td>June 2021</td>
</tr>
<tr>
<td><strong>Program Launch</strong></td>
<td>Fall 2021</td>
</tr>
</tbody>
</table>

*If proposition is approved by voters.

**Additional stakeholder engagement activities will be conducted to solicit feedback and inform the program implementation plan, as necessary.
Follow Up Questions from City Council

1. **How will the funds associated with this program be spent?**
   The funding for the program will support four main components: (1) Tuition for training and last dollar financial support for degree completion; (2) Wraparound services; (3) Emergency financial assistance; and (4) Administrative cost. For more details, refer to page 9.

2. **How and when will the program details be established?**
   Upon voter approval, City Council will receive various briefings in early to mid-2021 in preparation for program launch in fall 2021. Major milestones are listed on page 11.

3. **What will the application process and qualifications look like?**
   The application process will be designed to be as accessible to residents as possible. Lessons learned from the intake process of the Recovery Plan workforce program will be incorporated, as will feedback gathered through the engagement strategies described on page 7. Qualifications and eligibility criteria will be set via policy by City Council.

4. **Are apprenticeships an option available through this program?**
   Yes. Formal apprenticeships registered with the U.S. Department of Labor and less formal on-the-job training opportunities will be considered as part of this program.

5. **How much funding will be available for apprenticeship programs?**
   Information from trade associations, professional organizations, training providers, and employers will be collected and analyzed to determine the supply and demand of potential apprenticeship and on-the-job-training opportunities. This analysis will shape the resources that will be used for apprenticeships. For more information, see page 3.

6. **Will trade associations be included within the design and implementation of this initiative?** Yes. Trade associations and professional organizations will be engaged initially to socialize the preliminary plan and solicit feedback. A catalogue of businesses interested in on-the-job training or more formal apprenticeships will also be developed via this engagement.

7. **Will local training programs provided by trade associations, private colleges and other accredited schools be accessible through this program?**
   Yes. For industry-recognized certifications, training providers will include higher education institutions as well as programs that provide transferrable training by way of apprenticeships or On-the-Job Training (OJT). Participants will not be limited to specific providers.

8. **What is the anticipated distribution between workforce training and two and four year degrees? And will there be flexibility to change this based on the actual need from the community?**
   The initial ratio of training options recommended by the Leadership Taskforce was approximately 60% workforce training and 40% degree completion. However, flexibility in this ratio will be incorporated to best address participant and employer demands.
9. What are the jobs for which people will be trained? And in which industries?
   An analysis of current and future job trends will inform the training and degree programs that this initiative promotes. A variety of sources will be considered for information and data collection, including the SA Works Jobs Report, COVID-19 Edition. The targeted jobs and industries must provide participants the opportunity to access career pathways that pay $15+/hour with benefits. Examples of these types of industries include manufacturing, aerospace, bioscience and healthcare, tech and cyber, construction and trades.

10. How will participants be accountable to stay in San Antonio to fill local jobs?
    Preliminary policy recommendations are to not include a requirement for participants to remain and work in San Antonio. The Leadership Taskforce was not in support of this type of requirement, as this could limit participant employment options. More importantly, the Leadership Taskforce indicated employers were responsible for creating the jobs and career pathways that keep participants in San Antonio. Effectively designed training programs that connect participants with meaningful careers in target industries have documented high participant placement levels with local employers. Additionally, any participant repayment policy will require substantial monitoring and fiscal administration resulting in substantial overhead expense. This consideration will be explored further with the various stakeholder groups referenced on page 7.

11. What types of progress tracking will be in place to hold participants accountable for successfully completing the program?
    The wraparound support, and specifically the case management component, are critical components within this initiative. For more details on the types and intensity of support, see page 4. Penalties for failing to complete are not recommended as a preliminary program policy, nor were they recommended by the Leadership Taskforce, as even with wraparound support, numerous barriers may still prevent participants from completing. Meaningful employment opportunities may present themselves and the financial burden to repay tuition costs should not prevent participants from these careers. This consideration will be explored further with the various stakeholder groups referenced on page 7.

12. What are wraparound services?
    Wraparound services include case management, academic and skill assessment, academic remediation, career mapping and coaching, college and technical education, soft skills training, financial assistance, and job placement. The goal of job placement services is to assist participants in securing long-term employment with a living-wage salary, benefits, and the opportunity for growth. For more details, see page 4.

13. Colleges already provide wraparound services for their students. Can we shift that funding to small business or more training offered by programs outside of the colleges?
    Support services offered to students are referenced on page 4. Comprehensive wraparound services are only available to specific populations. This initiative will supplement existing support services with intensive wraparound support to promote sustainable engagement and degree completion.

14. How will participants support themselves while they are in training or education programs?
    This program will not preclude participants from working while completing training. Wraparound support services can assist participants with identifying temporary and/or part-time employment while
training. In addition, work-study and work on campus opportunities will also be available for participants enrolled in higher education institutions.

15. What is the target population for this program? Will it only be available to those who are unemployed due to COVID, or will working low income residents also be eligible?
The preliminary target population for this program is low income (prior to COVID-19) unemployment claimants with a high school diploma or some college credit, but no degree. Eligibility criteria will ultimately be established through policy approved by City Council.

16. How will opportunity youth be served?
Opportunity youth are young adults ages 16 to 24 who are not currently enrolled in school, job training, or employed. The City of San Antonio targets services for this population via the NXT Level Youth Opportunity Center. Opportunity youth with a high school diploma or equivalency may be included as eligible participants in this program.

17. What about executives and mid-level workers that lost their jobs due to the COVID-19 pandemic? Will they be eligible for this program?
Due to limited resources and in order to maximize impact, the target population for this program will be low-income (prior to COVID-19) displaced workers with a high school diploma or some college credit, but not degree. Executive and mid-level workers may fall within the target population. Additional resources including entrepreneurship opportunities may also be available to these residents.

18. How does this align with the workforce development support included in the Recovery and Resiliency Plan approved by City Council in June 2020?
The workforce development component of the Recovery and Resiliency Plan is a short-term response, focused on workforce training for in-demand jobs for up to 10,000 residents with an educational attainment of a high school diploma or less. It includes wraparound support and training stipends for participants. This program concludes in September 2021, and the $65 million budget is primarily funded through one-time dollars from the General Fund. The Workforce Initiative will continue the work of the Recovery Plan through 2025, with program modifications to increase training options and prioritize direct financial support to an ‘as-needed’ basis, while maintaining critical wraparound services.

19. How does this initiative connect with Alamo Promise?
The Alamo Promise makes college more accessible to area graduating high school seniors by providing the support necessary to earn a certificate or associate’s degree at one of the five Alamo Colleges. This workforce initiative aligns with Alamo Promise objectives and may be included as an option for participants.

20. How will the end-users be part of the decision-making process?
Potential participants, employers and training providers will all be engaged in the program design. See page 7 for details.

21. How many businesses that shut down are anticipated to not reopen?
According to Dr. Steve Nivin and Jon Hockenyos’ financial forecast presentation to City Council in June 2020, approximately 1,700 business establishments are projected to permanently close as a result
of the pandemic. The two industries most impacted are accommodations and food services and retail trade, which represent approximately 800 of the businesses projected to permanently close.

22. What kind of jobs have people lost, been laid off or furloughed from and become unemployed in San Antonio/Bexar County? (Numbers/categories).
Approximately 154,000 San Antonio residents have filed for unemployment from mid-March through early July 2020. Of these claimants, 33,000 people were employed in accommodations and food service, 16,000 people were employed in retail, and 15,000 people were employed in health care and social assistance.

23. How many or what percentage of the jobs are projected to be permanently lost and in what job categories? What are the average salaries paid with these jobs? What about benefits?
According to Dr. Steve Nivin and Jon Hockenyos’ financial forecast presentation to City Council in June 2020, approximately 55,000 jobs will be lost in our community as a result of the pandemic. The two industries most impacted are accommodations and food services and retail trade, which represent approximately 37,000 of the job losses. The average annual wage is $20,425 for accommodations and food services jobs, and the average annual wage is $32,834 for retail trade jobs.

24. What is the current and future demand for jobs, in which industries and fields? What are the typical salaries and benefits in these industries or fields?
The Jobs Report, COVID-19 Edition produced by SA Works provides detailed information on the current job opportunities, salary ranges and skill/training requirements.

25. How many participants will be trained for careers in industries with current and future job demands?
All training and degree completion associated with this program will be aligned with in-demand fields.

26. How many people do we plan to retrain and over what period of time?
Approximately 10,000 residents will receive workforce training or continue in their path for a two or four year degree every year of this program. Over the four year term, up to 40,000 residents will be served.

27. How do we assess people’s capabilities to transfer skills or knowledge from previous employment to new job opportunities?
The case management and career navigation components of the wraparound support assess educational attainment, prior work experience and relevant skills to best match participants with training options and employment opportunities.

28. Will participants receive support throughout training?
Yes. The program will include wraparound support services. See page 4 for more details.

29. What is the estimated length of training for program participants?
Workforce certificates can be completed in as little as 2-12 weeks. Associate’s and bachelor’s degree completion will be dependent on the credits participants already have when entering the program and course load (i.e. full-time, part-time). Training providers will also incorporate flexible schedules to best serve participant demands.
30. What will be the projected cost per retrained worker?
Costs per participant will be dependent on the training path in which they enroll and may range from $3,000 to $4,500 annually.

31. How are we going to measure success? What are the metrics?
The preliminary metrics recommended by the Leadership Taskforce include 80% certification completion; 70-80% degree completion; 80-90% job placement; 80% job retention and 90% compensation increases. The overall goal is a decrease in our current poverty rate of 18.6%.

32. Can we guarantee participants a new job in their trained industry/field?
Industry leaders representing some of the largest employers in San Antonio have expressed commitment to prioritize hiring program participants. However, even when not in a global pandemic, job placement guarantees are not possible. Alignment between training options and demand occupations will foster higher job placement rates.

33. How does this program support businesses to ramp up employment?
Employers may benefit from the pool of skilled workers developed through this program. In addition, financial support for on-the-job training and apprenticeship can directly support businesses interested in offering this type of training option for participants.

34. What if some take longer than others to complete the program they enrolled in? Do they have to return some of the funding?
Time to completion for participants will depend on the training program and degrees chosen by participants. Moreover, time to completion will depend on course load (full-time vs. part-time) as well as previously earned credits. Through the case management services, participants will have regular check-ins with participants to ensure participants are on a timely path to complete. If participants are not on track to complete, they will not be allowed to continue in the program.

35. Are training providers required to repay tuition funds if metrics are not met?
Many public and private training providers and higher education institutions are familiar with student progress tracking requirements associated with financial assistance. Training providers will be responsible for contract deliverable aside from the metrics developed for this program. While it is not currently recommended that training providers repay tuition costs if overall program metrics are not met, failure to meet contract deliverables will compromise a training partners continued participation in the program.