



Wisconsin Legislative Council

Legislative Interim Research Report

July 2021

THE ORGANIZATION OF WISCONSIN'S WORKFORCE DEVELOPMENT SYSTEM

Prepared by:

Margit Kelley and Ethan Lauer, Senior Staff Attorneys
Tom Koss, Staff Attorney

EXECUTIVE SUMMARY

In Wisconsin, nine state agencies administer at least 45 separate workforce development programs, depending on how programs are classified. As shown in recent publications, including a 2018 report from the Wisconsin Policy Forum, these programs involve a multitude of services, federal supervisory agencies, funding sources, target populations, and levels of coordination that vary between programs.

At the direction of the 2019-20 Joint Legislative Council Co-Chairs, this legislative interim research report describes the structure, interrelationship, and coordination between the state's workforce development programs, taking into account federal requirements where applicable. Specifically, it categorizes workforce development system programs based on target population and identifies which workforce development objective or objectives are met by each program. The report also includes recommendations from stakeholders to improve the structural framework for administering workforce development programs in Wisconsin.

- **Part I** provides a brief overview of Wisconsin's workforce development system and the main underlying federal laws. This part also identifies the state agencies and entities that deliver workforce development services and graphically depicts the number of programs administered by each agency and the type of workforce development service offered.
- **Part II** lists the entities and individuals contacted for information and feedback in the preparation of this report and summarizes the suggestions received. Recommendations addressed both general topics and certain specific programs. Recommendations regarding general topics included system adaptability, consolidation of programs and agencies, coordination of services, data sharing, and participant interface tools. Recommendations for specific programs focused on accessibility, funding, and management.
- **Parts III through X** summarize workforce development system programs. These parts include a brief description of each program, its eligibility criteria, the type of service offered, any coordination required with another workforce development system program, information on funding sources, and the number of program participants in recent years. The workforce development programs are organized into the following categories:
 - Programs for Persons With Unemployment or Low-Income Needs (**Part III**).
 - Programs for Skills Training, Basic Education, and Employment Connection. (**Part IV**).
 - Programs Integrated Into K-12 and Postsecondary Education (**Part V**).
 - Programs for Persons Under Supervision by the Department of Corrections (**Part VI**).
 - Programs for Veterans (**Part VII**).
 - Programs for Persons With a Disability (**Part VIII**).
 - Programs for Refugees (**Part IX**).
 - Programs for Employers and Other Community Assistance (**Part X**).

- **Part XI** describes anticipated projections of workforce needs in the state and steps already being taken by agencies to address the foreseeable needs.
- **Part XII** provides examples of recent workforce development system initiatives in other states.

Two appendices containing supplemental information accompany this report. [Appendix 1](#) provides a compilation of the materials submitted by state agencies and [Appendix 2](#) provides a compilation of the materials submitted by other contributors, in response to a solicitation for suggestions and background information on the topic of this report.

CONTENTS

PART I OVERVIEW OF THE WORKFORCE DEVELOPMENT SYSTEM.....	4
Introduction	4
Workforce Development System Programs by Agency and Type of Service.....	6
PART II SUMMARY OF RECOMMENDATIONS RECEIVED	8
Summary of Recommendations Received.....	9
PART III PROGRAMS FOR PERSONS WITH UNEMPLOYMENT OR LOW-INCOME NEEDS.....	15
Workforce Innovation and Opportunity Act Title I – Workforce Development Activities.....	17
Wisconsin Works	18
Children First.....	23
Transform Milwaukee Jobs and Transitional Jobs Programs.....	25
FoodShare Employment and Training.....	27
Re-Employment Services and Eligibility Assessments.....	31
Federal Trade Adjustment Assistance	32
Community Services Block Grants	34
Wisconsin Employment Assistance Transportation Program	36
Senior Community Services Employment Program	37
PART IV PROGRAMS FOR SKILLS TRAINING, BASIC EDUCATION, AND EMPLOYMENT CONNECTIONS	40
Registered Apprenticeship.....	41
Youth Apprenticeship.....	44
Federal Employment Service Under the Wagner-Peyser Act.....	46
Cooperative Education Program.....	48
Technology for Educational Achievement	49
REWARD.....	50
Wisconsin Internship Initiative.....	52
Workforce Innovation and Opportunity Act Title II – Adult Education and Literacy	53
General Educational Development and High School Equivalency Diploma Tests.....	55
PART V PROGRAMS INTEGRATED INTO K-12.....	56
Federal Carl Perkins V Act.....	57
Perkins V State Programs	61
Academic and Career Planning.....	64

CTE Technical Incentive Grants.....	67
Federal Elementary and Secondary Education Act, Title I - Parts C and D.....	68
Wisconsin Educational Opportunities Program	69
WEDC Fabrication Laboratories Grant Program	72
PART VI PROGRAMS FOR PERSONS UNDER SUPERVISION BY THE DEPARTMENT OF CORRECTIONS	74
Overview	75
Community Corrections Employment Program	76
Badger State Industries	78
Windows to Work.....	79
Basic Education and CTE Programs.....	81
Contracted Workforce Services.....	83
PART VII PROGRAMS FOR VETERANS.....	85
Veterans Tuition and Fee Remission Program.....	86
Veterans Education Reimbursement Grant.....	88
Veterans Employment Grant Program and Veterans Entrepreneurship Grant Program.....	89
Veterans Housing and Recovery Program	90
Veterans Occupational License Waiver	92
Veterans Retraining Grant.....	93
Hire Heroes.....	95
PART VIII PROGRAMS FOR PERSONS WITH A DISABILITY	97
Federal Vocational Rehabilitation Act	97
Programs Administered by the Division of Vocational Rehabilitation	101
Special Education Plan	104
Competitive Integrated Employment.....	106
PART IX PROGRAMS FOR REFUGEES.....	107
Refugee Cash Assistance	108
Refugee Support Services	110
PART X PROGRAMS FOR EMPLOYERS AND OTHER COMMUNITY ASSISTANCE	112
Fast Forward.....	113
Expanded Fast Forward	116
WEDC Workforce Training Grant Program	120

Workforce Advancement Training Grants	121
Work Opportunity Tax Credit	123
Libraries Activating Workforce Development Skills (LAWDS)	125
PART XI PROGRAMS FOR WORKFORCE NEEDS.....	126
Overview	126
Steps Being Taken by State Agencies	129
PART XII EXAMPLES OF RECENT WORKFORCE DEVELOPMENT SYSTEM INITIATIVES IN OTHER STATES	132
Organizational Initiatives	132
Program-Specific Initiatives	134

PART I

OVERVIEW OF THE WORKFORCE DEVELOPMENT SYSTEM

INTRODUCTION

Wisconsin's workforce development system may generally be described as the twin efforts to help people—particularly those with employment barriers—move into permanent, high-paying jobs and careers, and to help employers hire and retain skilled workers.

In Wisconsin, the workforce development system is multilayered and involves groups and governments at the federal, state, regional, and local levels, with funding from both governmental and private sources. This report focuses on efforts that are authorized by Wisconsin law and administered by state agencies, although many of these programs are also subject to federal law.

As described in Part XI, Wisconsin is facing a workforce shortage. Prior to the COVID-19 pandemic, many employers reported that they were unable to find enough workers for their available jobs. Additionally, many prospective workers face a number of barriers to entering the workforce. While some individuals are willing to work but lack the requisite training for available jobs, others are qualified for available jobs but face other barriers to employment, such as a lack of transportation or childcare.

Workforce development programs provide a variety of services to address these challenges, ranging from training prospective workers for specific jobs or career pathways to reducing barriers to employment. As described in this report, programs also widely vary in the populations that they serve or the needs that they intend to target.

Federal Law

Federally Funded Workforce Development Efforts

In Wisconsin, federal funding supports three primary workforce development efforts: the Wisconsin Works (W-2) program; the FoodShare Employment and Training program (FSET); and the Vocational Rehabilitation program. However, several other programs also receive federal funding and are subject to federal requirements. While federal funding allows more Wisconsinites to participate in workforce development programs, federal requirements may restrict the populations that may be served by a program or create administrative barriers between programs by imposing program-specific requirements or by requiring a certain agency to administer a program.

Relevant aspects of federal law are referenced elsewhere in the report if pertinent to a particular program.

Workforce Innovation and Opportunity Act

The federal Workforce Innovation and Opportunity Act (WIOA) supplies much of the infrastructure behind Wisconsin's workforce development system and is the principal federal law

coordinating federal and state workforce development efforts. Enacted in 2014, it repealed and replaced the Workforce Investment Act of 1998. WIOA is described briefly here and more fully in Parts III and IV, and referenced elsewhere in the report where relevant to a particular program.

In order to be eligible to receive federal WIOA funds, a state must have submitted, and the U.S. Department of Labor must have approved, a plan that outlines a four-year strategy for the Title I and Title II programs (among other programs). The Department of Workforce Development (DWD) has submitted Wisconsin's WIOA Combined State Plan for years 2020 to 2023.¹

Title I of WIOA consists of programs administered primarily by the Employment and Training Administration of the U.S. Department of Labor. These programs include state and local workforce development boards, one-stop service centers, youth workforce investment activities, adult and dislocated worker employment and training activities, and a Job Corps to connect youth with the labor force.

WIOA specifies the composition of state and local workforce development board membership and requires that a majority of members and the chair be representatives of private business, but does not specify the number of board members. [29 U.S.C. ss. 3111 (b) (1) and 3122 (b) (2).]

The state board, constituted in Wisconsin as the Governor's Council on Workforce Investment² (GCWI), is responsible for assisting the governor in the following activities:

- Developing and implementing the WIOA Combined State Plan.
- Reviewing statewide policies, programs, and recommendations to align workforce development programs.
- Designating local workforce investment areas.
- Developing and updating state performance accountability measures.
- Developing the statewide workforce and labor market information system.

[29 U.S.C. s. 3111 (d).]

Wisconsin has 11 local workforce development boards,³ which are responsible for the following activities:

- Developing a local plan for workforce investment activities.
- Analyzing regional labor market conditions.
- Engaging regional employers to promote business participation on the local board and to coordinate workforce activities with the needs of employers.
- Selecting operators of one-stop service centers.

[29 U.S.C. s. 3122 (d).]

¹ See <https://dwd.wisconsin.gov/wioa/pdf/wi-wioa-state-plan-2020.pdf>.

² The Council's website is available at: <http://www.wi-cwi.org/>.

³ Information about the local workforce development boards is available on the DWD website at: <https://dwd.wisconsin.gov/dislocatedworker/wda/wda-map.htm>. Additional information is available through the Wisconsin Workforce Development Board Association at: <https://www.wwda.org/boards>.

The one-stop service centers are intended to allow a person to be welcomed at any point of intake, regardless of the programs for which a person may be eligible. In a service center, sometimes referred to as a “job center,” a person may apply, be assessed, and access services for a range of programs.

Title II of WIOA consists of programs administered by the U.S. Department of Education. These programs provide financial assistance to the states for adult education and literacy services.⁴

WORKFORCE DEVELOPMENT SYSTEM PROGRAMS BY AGENCY AND TYPE OF SERVICE

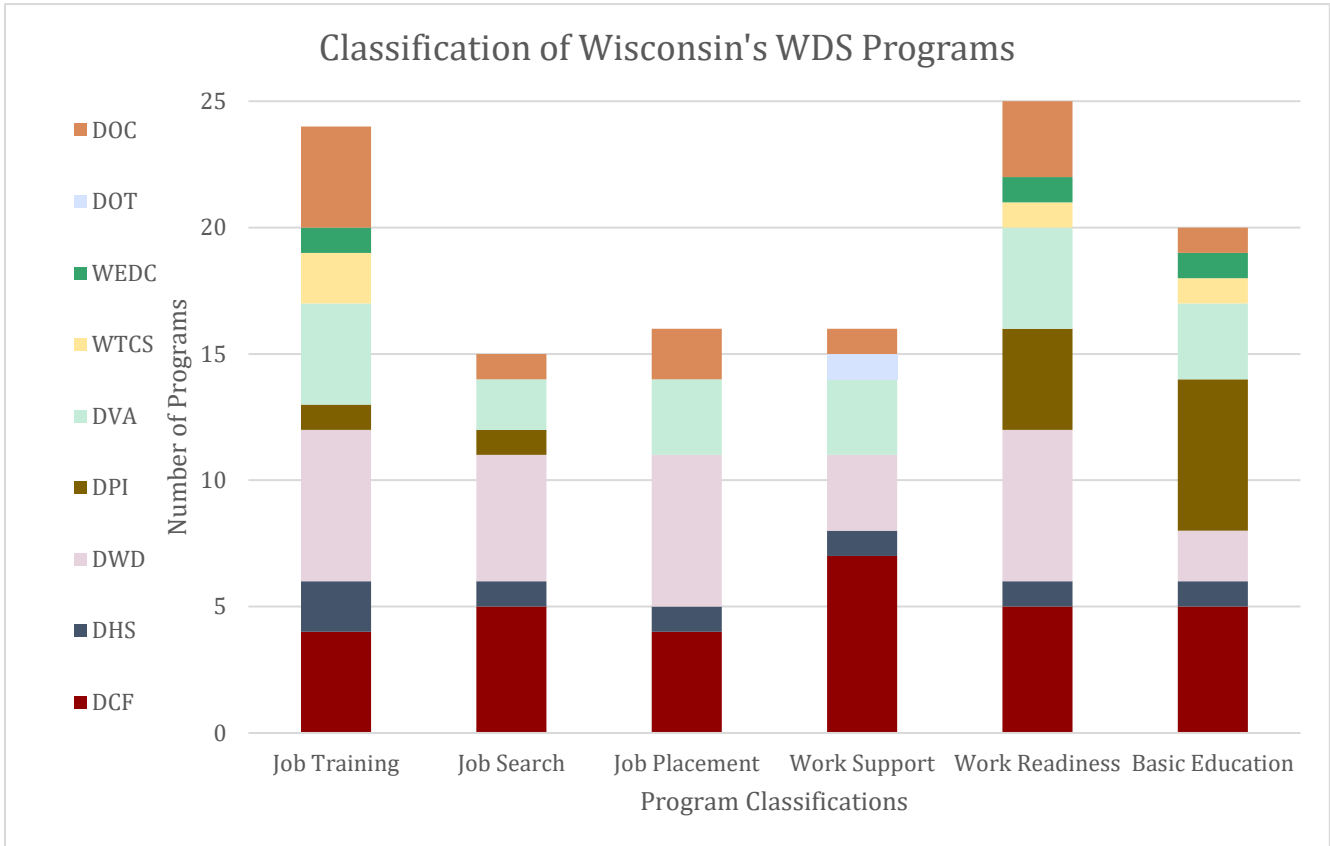
At least nine state agencies and entities play a role in the administration of Wisconsin’s workforce development system. This report includes information on programs involving the following: Department of Children and Families (DCF), Department of Corrections (DOC), Department of Health Services (DHS), Department of Public Instruction (DPI), Department of Transportation (DOT), Department of Veterans Affairs (DVA), Department of Workforce Development (DWD), Wisconsin Economic Development Corporation (WEDC), and the Wisconsin Technical College System (WTCS).

Within the workforce development system, the types of workforce support vary, and can include efforts ranging from assisting persons in achieving basic job skills to facilitating transportation to and from a jobsite. Some of the common assistance measures described in this report can be classified as offering one or more of the following services:

- **Basic education.** These programs help workers attain the educational foundations needed to enter the workforce. Examples include high school equivalency and adult literacy programs.
- **Work readiness.** These programs help workers build competency for workplace performance expectations. Examples include preparing workers for expectations on attendance, punctuality, appearance, and communication skills.
- **Job training.** These programs provide workers with the specific skills needed to work in a particular field. Examples include apprenticeships, internships, and technical college certification programs.
- **Job search.** These programs help job seekers find employment by offering resources such as access to computers and assistance with resume development. One-stop service centers are a traditional example of this type of program.
- **Job placement.** These programs provide referrals to jobs and connect workers with employers. Examples include the W-2 employment programs and Transform Milwaukee Jobs.
- **Work support.** These programs provide ancillary support to help a worker stabilize into a position. Examples include transportation assistance, fee waivers for occupational licenses, and entrepreneur grants.

⁴ Remaining substantive titles of WIOA consist of amendments to the Wagner-Peyser Act regarding the Employment Service and to the Rehabilitation Act of 1973 regarding vocational rehabilitation services for individuals with disabilities. Those two acts are described in Parts IV and VIII, respectively, of this report.

The following graph provides an overview of the services offered by Wisconsin's workforce development system. The horizontal axis shows the types of services offered and the vertical axis shows the number of programs providing that service; many programs provide more than one classification of service. The colors in each bar correspond to the agency that administers the program.



PART II

SUMMARY OF RECOMMENDATIONS RECEIVED

The following individuals and organizations were contacted for input and recommendations regarding how to improve the structural framework for administering workforce development programs in Wisconsin:

- Ray Allen, Director of Workforce Development of the Urban League of Greater Madison, and former Secretary of the Department of Workforce Development (Allen).
- Associated Builders and Contractors (ABC).
- Associated General Contractors (AGC).
- Competitive Wisconsin, Inc. (CWI).
- Employ Milwaukee (EM).
- Governor's Council on Workforce Investment (GCWI).
- National Conference of State Legislatures (NCSL).
- U.S. Department of Labor (USDOL).
- Wisconsin American Federation of Labor and Congress of Industrial Organizations (AFL-CIO).
- Wisconsin Association of Independent Colleges and Universities (WAICU).
- Wisconsin Economic Development Association (WEDA).
- Wisconsin Library Association (WLA).
- Wisconsin Manufacturers and Commerce (WMC).
- Wisconsin Policy Forum (WPF).
- Wisconsin Workforce Development Association (WWDA).

In addition, the following state agencies and entities were consulted for their recommendations and expertise in administering the relevant programs:

- Department of Children and Families (DCF).
- Department of Corrections (DOC).
- Department of Health Services (DHS).
- Department of Public Instruction (DPI).
- Department of Transportation (DOT).
- Department of Veterans Affairs (DVA).
- Department of Workforce Development (DWD).
- Wisconsin Economic Development Corporation (WEDC).

- Wisconsin Technical College System (WTCS).

SUMMARY OF RECOMMENDATIONS RECEIVED

This part summarizes the recommendations received from various state agencies, boards, councils, employers, and other actors in the system, either in the course of meetings and discussions or in formal written submissions. [Appendix 1](#) reproduces the materials submitted by state agencies and [Appendix 2](#) reproduces the materials submitted by other contributors.

As described below, recommendations addressed both general topics and certain specific programs. Recommendations regarding general topics included system adaptability, consolidation of programs and agencies, coordination of services, data sharing, and participant interface tools. Recommendations for specific programs focused on accessibility, funding, and management.

System Recommendations

Contributors submitted recommendations to improve the structural framework of, and opportunities to increase coordination among, Wisconsin's workforce development programs. Several contributors also offered general recommendations applicable to the entire workforce development system.

Adaptability to Changing Circumstances

It was suggested that the workforce development system should be positioned to adapt quickly to changing circumstances. For instance, when unemployment is low, the system should focus on helping employers with training programs, and when unemployment is high, the system should aid displaced workers. [WMC.]

Advisory Board to Consolidate Programs

To combat issues related to fragmentation of efforts, it was recommended that the state explore uniting all workforce development programs under a centralized bureau, with an advisory board to coordinate efforts.⁵ [WMC.]

Coordination of Services Across Programs

Several ideas were offered to improve the delivery of services, including the following:

- Align geographic delivery service areas across programs. [DCF.]
- Maximize funding transferability from low-demand to high-demand programs. [WMC.]
- Co-enroll participants in programs when possible. [DWD.]
- Enhance the existing cooperation between DWD and WEDC, such as by DWD furnishing unemployment insurance records in relation to a WEDC tax credit program to verify job creation. [Allen.]

⁵ One contributor, however, cautioned that consolidation can have the unintended consequence of diluting the specialized services of individual programs. [DCF.]

- Coordinate existing workforce training programs, particularly in Wisconsin Works (W-2) under the federal Temporary Assistance for Needy Families (TANF) and in FoodShare Employment and Training (FSET) under the federal Supplemental Nutrition Assistance Program (SNAP). [Allen.]

Data Sharing Among Agencies and Programs

Several contributors recommended a general improvement in data sharing among the state’s workforce development agencies and among all of the state’s educational systems and institutions. [Allen, DCF, DWD.] One suggestion to improve data sharing was to allow data management systems of the various workforce development programs to interface with one another to share information and improve service delivery. [DCF.]

One contributor recommended expanding data sharing through the Master Customer Index.⁶ The Master Customer Index could be expanded to include all workforce development programs and to assign each participant in any program a single personal identification number. [DCF.]

It was also suggested that agencies use a common reporting framework (such as geographic region) across all programs to allow better comparisons between programs. [DCF.]

Create More User-Friendly Interfaces

Contributors also sought improvements in participant access to programs and services, as follows:

- Create a participant data tool to allow a job seeker to access information on multiple programs at one location. [DCF.]
- Establish a single point of contact and more centralized resources for employers to navigate the system. [WMC.]
- Coordinate between DWD and the Wisconsin Broadband Office of the Public Service Commission to improve broadband access in rural areas to promote workforce development. [GCWI.]
- Increase delivery of services remotely or virtually. [DCF.]

Specific Recommendations

Beyond recommendations for system-wide improvements of the workforce development system, contributors also provided many recommendations for improvements in the operation of specific aspects of the system.

Apprenticeship Programs

The Registered Apprenticeship program trains workers for careers in vocational and technical fields by combining on-the-job training with supplemental classroom education, typically offered

⁶ The Master Customer Index is a web-based database used by some agencies, especially DHS, to coordinate a common method of identifying an individual and validating information with the Social Security Administration. It contains an individual’s first and last name, date of birth, gender, and sometimes Social Security number.

through WTCS. The Youth Apprenticeship program trains juniors and seniors in high school for these careers by combining school-based and work-based learning in a specific occupational area.

Contributors were generally positive about apprenticeship programs, but thought they may be underutilized. Contributors recommended a few modifications to the structural framework for Wisconsin's apprenticeship programming in order to increase participation:

- Integrate apprenticeship programs into the job training services offered in juvenile detention and adult correctional facilities. Contributors would like to find ways to increase employer interest and participation in apprenticeships for persons confined in those institutions, perhaps by offering employers an incentive. [DWD; WMC.]
- Strengthen connections between the Youth Apprenticeship program and the Registered Apprenticeship program in the hope of creating a "seamless pipeline" for youth wishing to enter apprentice-amenable industries. [Allen; WMC.]
- Improve connections between the Youth Apprenticeship program and DPI activities in K-12 schools. [Allen.]

Additionally, contributors made the following recommendations regarding financial aspects of the apprenticeship programs:

- Convert funding for the Apprenticeship Completion Award from annual to biennial appropriations, which would assist in distribution of awards over a two-year period. [DWD.]
- Increase state match-funding to incentivize employers and organizations to become program sponsors or otherwise participate in workforce development training programs. [AGC.]
- Assist students in paying for materials required to participate on the jobsite. [GCWI.]

One contributor also suggested providing more encouragement to unemployed individuals to consider careers that begin with apprenticeship training. [WMC.]

Career Pathways, Academic and Career Planning, and Career and Technical Education

A Career Pathway is a coherent, articulated sequence of rigorous academic and career-related courses that begins in ninth grade and leads to an associate degree, an industry-recognized certificate or licensure, or a bachelor's degree and beyond. Every student in grades six through 12 must participate in Academic and Career Planning (ACP), a program that is intended to ensure that students successfully transition from high school to postsecondary school or a career.

Contributors were generally positive about Wisconsin's Career Pathway and ACP programming, but offered the following suggestions to build upon current successes:

- Emphasize the needs of the economy. For instance, it was suggested that K-12 teachers be supplied with supportive materials to help them understand, and thus encourage students to pursue, the career pathways needed to support the state's economy. [WMC.]
- Provide DPI \$89,000 general purpose revenue in fiscal year 2022 and \$466,000 general purpose revenue in fiscal year 2023 to maintain the agency's current level of service to school districts. Specifically, this funding would support software programs used by schools and would allow DPI to study the impact of ACP on student outcomes. [DPI.]

- Increase DPI funding to expand programming, as follows:
 - Hire a dedicated career and workforce education coordinator in each Cooperative Educational Service Agency (CESA) area.
 - Hire a statewide K-12 talent development coordinator.
 - Hire nine regional staff to recruit, train, and support employer mentors and coaches. [DPW; GCWI.]

One contributor identified that two agencies presently collaborate on the administration of Career and Technical Education (CTE). Although collaboration may often be a worthy goal, in this situation it was noted that DWD served primarily as a pass-through for CTE funds ultimately administered by DPI. This function requires a considerable amount of DWD's time, and perhaps it would be beneficial for the CTE program if that function were transferred from DWD to DPI.⁷ [DWD.]

Dual Enrollment⁸ and Higher Education Credit Transfer

One contributor noted that programs allowing a student to simultaneously obtain a high school diploma and earn technical college credit or a degree expedite credentialing and therefore entry into the workforce. The contributor suggested that these programs be expanded to all secondary schools. In addition, the contributor encouraged fuller recognition of course credit between technical colleges and other institutions of higher education. [WMC.]

Fast Forward

Wisconsin Fast Forward provides grants to reimburse employers for expenses related to developing and implementing workforce training programs.

Contributors suggested that Fast Forward could be improved by changing its appropriations from annual to continuing, and by coordinating its grants with the activities and grants of local workforce development boards. [Allen; DWD.]

FoodShare Employment and Training

The FoodShare program provides federally funded benefits to low-income individuals and families to buy food. FoodShare includes an employment and training program known as FSET.

The agency administering FSET suggested that funding be provided for a third party review and analysis of the program. [DHS.]

Internships

DWD operates the website WisConnect⁹ as a central location for internships for all postsecondary students in Wisconsin. A contributor noted that participation in WisConnect might be hindered by

⁷ It appears that DWD is referring to the CTE Incentive Grant program administered by DPI. DWD is responsible for distributing the funds for that program under s. 106.273 (3) to (5), Stats.

⁸ The Wisconsin Legislative Council published a [Legislative Interim Research Report on Dual Enrollment](#) in December, 2020.

⁹ <https://internshipwisconsin.com>.

the desire of some higher educational institutions to operate their own internship programs. The contributor recommended finding a solution to these issues so that all students have an equal opportunity at finding and pursuing internships. [Allen.]

Programs for Veterans

DVA noted that the federal Departments of Defense and Veterans Affairs should improve their sharing of veteran contact information with DVA in order to facilitate that agency's efforts to connect new veterans with the civilian workforce. [DVA.]

DWD, one of the agencies participating in the Hire Heroes program, suggested eliminating the statutory requirement¹⁰ that a veteran is eligible for the program only during the first seven years after discharge. DWD also suggested that the program would benefit from increased funding. [DWD.]

Subsidized Employment Programs¹¹ and Veterans Employment and Training

The following two suggestions were made to improve coordination among various subsidized employment programs and between those programs and the Veterans Employment and Training program:

- Program managers from each of these programs should conduct periodic meetings to share information and resources and generally improve coordination.
- Case workers from each of these programs should receive training on the other programs in order to effectively refer potential participants to the program that best fits their needs and eligibility. [DCF.]

Transform Milwaukee Jobs and Transitional Jobs

Transform Milwaukee Jobs (TMJ) and Transitional Jobs (TJ) provide low income, young adults and parents with subsidized employment placements and assistance in obtaining unsubsidized employment.

The agency administering the TMJ and TJ programs recommended removing the statutory requirement¹² that ineligibility for unemployment insurance be a prerequisite for participation in these two programs. The agency stated that if an individual could receive both benefits simultaneously, the two administering agencies—DCF and DWD— could better coordinate the delivery of services. [DCF.]

Transportation Services and Wisconsin Employment Transportation Assistance Program

Both the Wisconsin Employment Transportation Assistance Program (WETAP) and Commute to Careers fund grants to organizations that provide employment transportation assistance.

Stakeholders identified a need to improve transportation services that help an employee get to a job, especially the WETAP administered by DOT. That program is operated in part with

¹⁰ See s. 106.38 (4) (a) 2m., Stats.

¹¹ "Subsidized employment programs" here means Hire Heroes, Transform Milwaukee Jobs, Transitional Jobs, and W-2 Trial Employment Match.

¹² See s. 49.163 (2) (am) 5., Stats.

discretionary funding from DWD that has generally been delivered pursuant to an annual memorandum of understanding between the two agencies. In order to facilitate longer-term planning within WETAP, the terms of the memorandum could be extended to multiple years. [DOT].

Additionally, it was recommended that WETAP be integrated with the Commute to Careers program operated by DWD.¹³ [Allen.]

Recognizing that assistance may come from a number of sources, an administering agency suggested that guidance regarding available funding resources be provided to each participant of a workforce development program. Further, it was suggested that the state establish an inter-agency transportation committee¹⁴ to coordinate transportation services across workforce development agencies.¹⁵ [DOT.]

W-2

W-2 provides services, generally through subsidized employment placements, for low-income parents.

The agency administering the program recommended eliminating the statutory requirement¹⁶ that the Wisconsin Works administering agency must coordinate with a community steering committee regarding certain aspects of the program. The agency asserted that it can make those determinations on its own. [DCF.]

Workforce Innovation and Opportunity Act

Under federal law, 15 percent of funds under the Workforce Innovation and Opportunity Act are reserved for use for statewide innovations. By practice, these funds generally end up being allocated to the same cohort of local providers. It was expressed that this practice could hinder opportunities for new or innovative local workforce providers to compete for WIOA funding. [Allen.]

¹³ DWD and DOT pooled resources in fiscal year 2019 for transportation services to workers. See DWD *Agency Budget Request 2019-2021 Biennium* here: <https://dwd.wisconsin.gov/dwd/pdf/2019-2021-budget-request.pdf>.

¹⁴ Suggested membership for such a committee could include staff from, among others, DOT, DHS, DWD, and DVA.

¹⁵ An Inter-Agency Council on Transportation existed from 2008 to 2010, serving a similar purpose, and issued a [2008 report](#).

¹⁶ See s. 49.147 (5m) (a) 1. and (c), Stats.

PART III

PROGRAMS FOR PERSONS WITH UNEMPLOYMENT OR LOW-INCOME NEEDS

This part describes the following programs for persons with unemployment and low-income needs: Workforce Innovation and Opportunity Act (WIOA) Title I - Workforce Development Activities; Wisconsin Works (W-2); Children First; Transform Milwaukee Jobs (TMJ) and Transitional Jobs (TJ); FoodShare Employment and Training (FSET); Reemployment Service and Eligibility Assessments (RESEA); Federal Trade Adjustment Assistance (TAA); Community Services Block Grants (CSBG); Wisconsin Employment Assistance Transportation Program (WETAP) ; and the Senior Community Services Employment Program (SCSEP).

The following table summarizes these programs, and they are each described in more detail, below.

Program	Agency	Target Population	Services	Funding Source
WIOA Title I	Local workforce development boards, in coordination with DWD	Unemployed and underemployed adults	One-stop service centers and career and training services	Federal WIOA funds
W-2	DCF and W-2 agencies, in coordination with local workforce development boards and technical college district boards	Low-income parents	Basic education, work readiness, job training, job search, job placement, and work support services	Federal TANF ¹⁷ block grant and state maintenance-of-effort funding
Children First	DCF (or W-2 agencies in certain locations)	Noncustodial parents who are unemployed or underemployed	Basic education, work readiness, job search, and work support services	State TANF maintenance-of-effort funding
TMJ and TJ	DCF	Low-income, unemployed young adults	Basic education, work readiness, job training, job search, job placement, and work support services	Federal funding
FSET ¹⁸	DHS, in consultation with Governor's Council on Workforce Investment	Unemployed, able-bodied adults without dependents who are eligible for FoodShare	Basic education, work readiness, job training, job search, and work support services	State and federal funding

¹⁷ Temporary Assistance for Needy Families.

¹⁸ Required by federal law.

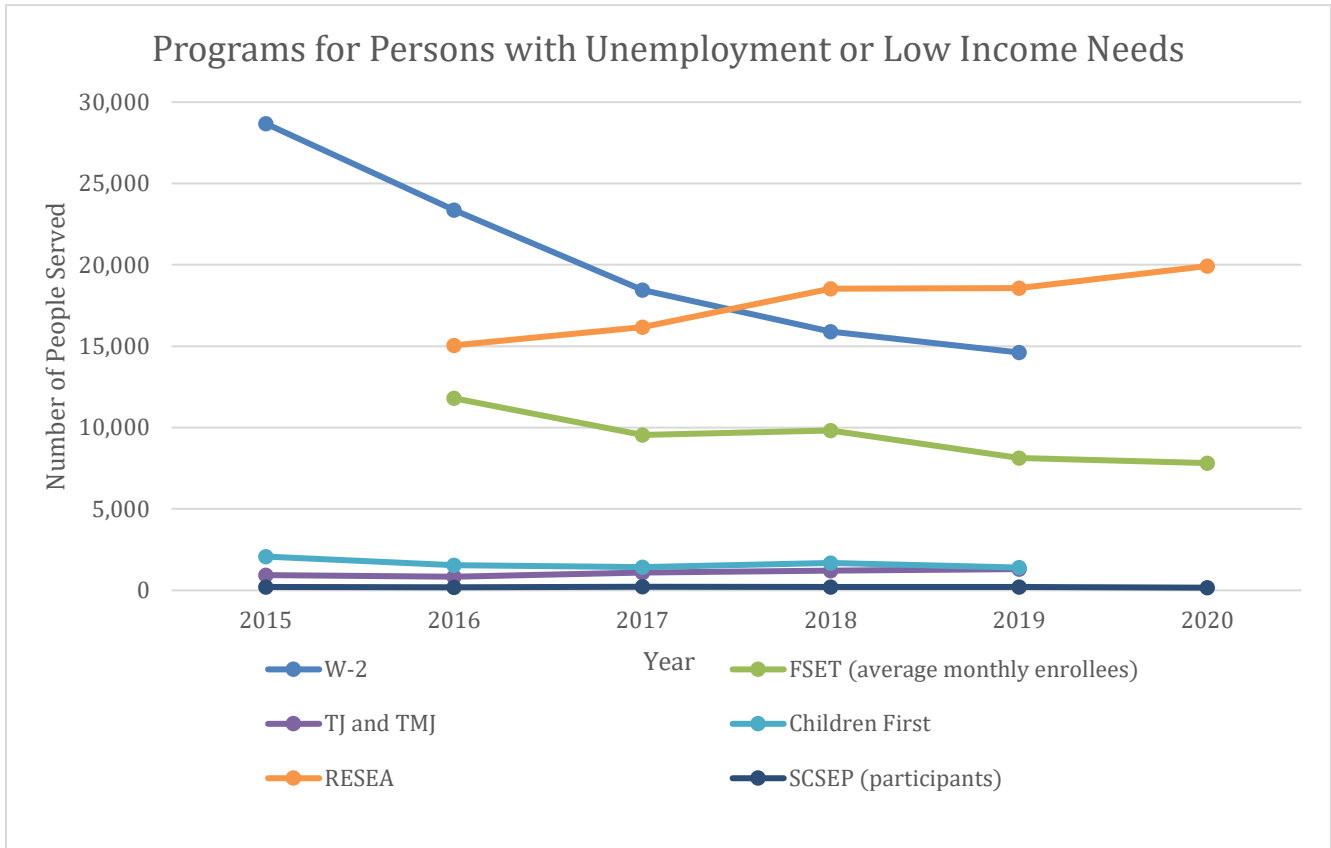
Program	Agency	Target Population	Services	Funding Source
RESEA ¹⁹	DWD	Unemployment insurance claimants who are required to search for work and have been determined to need additional assistance in finding suitable employment	Work readiness and job search services	Federal funding
TAA ²⁰	U.S. Department of Labor	Workers who lost employment or employment hours due to trade-related impacts	Employment and case management services and job training	Federal funding
CSBG	Local community action agencies (funds are distributed by DCF)	Low-income individuals as defined by the local agency	Work readiness, job training, job search, job placement, and work support services	Federal funding
WETAP	DOT, in coordination with DWD	Private nonprofit organizations that provide employment transportation services to residents at or below 150 percent of the federal poverty level	Transportation services to support individuals accessing jobs or job training	Federal and state funding
SCSEP ²¹	DHS	Older populations of veterans and people who are homeless or at risk of homelessness, have a disability, have low literacy or limited English proficiency, or live in rural areas	Job training and job placement services; subsidized part-time work experience	Federal (up to 90% per project) and state funding

¹⁹ Required by federal law.

²⁰ Must be aligned with the state's employment, training, education, and human services programs.

²¹ Must coordinate activities with training and other services under WIOA.

The following graph shows the recent participation rates for the services provided by the programs described in this part.



WORKFORCE INNOVATION AND OPPORTUNITY ACT TITLE I – WORKFORCE DEVELOPMENT ACTIVITIES

Title I of the Workforce Innovation and Opportunity Act (WIOA) authorizes funding to states for job training and related services to unemployed or underemployed²² individuals. One of its main features builds upon the establishment in the Workforce Investment Act of 1998 of one-stop service centers. The local workforce development boards discussed in Part I, above, operate these centers, sometimes referred to as the American Job Centers, to deliver coordinated workforce development services.²³ Title I also funds youth workforce investment activities, adult and dislocated worker employment and training activities, and the Job Corps.

²² WIOA does not define the term “underemployed.”

²³ There are nearly 2,400 American Job Centers nationwide to help people search for jobs, find training, and provide other employment-related services. There are 57 American Job Centers in Wisconsin. [See [Workforce Innovation and Opportunity Act Combined State Plan 2020-2023](#), DWD (2020), p. 39.]

Application

In order to be eligible to receive federal WIOA funds, a state must submit, and the U.S. Department of Labor must approve, a plan that outlines a four-year strategy for Title I programs (among other programs).

Beneficiaries

One-stop service centers serve any adult 18 years or older. Other Title I programs serve specific populations. Some of them focus on youth facing a hardship with regard to entering the workforce, such as having dropped out of secondary school.

Eligibility

Individual eligibility for a Title I benefit varies by program. For instance:

- Youth Workforce Investment Activities are available to out-of-school youth between the ages of 16 and 24, or to in-school youth between the ages of 14 and 21, who meet specified criteria such as being basic skills deficient, homeless, pregnant, or parenting. [29 U.S.C. s. 3164 (a) (1) (B) and (C).]
- One-stop service centers serve all adults without additional qualification.
- Dislocated worker services are available to an individual who, among other qualifications, has been or will be terminated or laid off and is unlikely to return to the previous industry or occupation.

Services Provided to Workers

Title I supports a wide array of career services and training services, such as:

- Labor exchange services (e.g., job search assistance).
- Skills assessment.
- Incumbent worker training.
- Adult education and literacy provided concurrently or in combination with job training activities. [29 U.S.C. s. 3174 (c) (2) and (3) (C).]

Youth workforce investment activities include tutoring, occupational skill training, financial literacy education, and more. [29 U.S.C. s. 3164.]

WISCONSIN WORKS

Wisconsin Works, more commonly known as W-2, is Wisconsin's primary assistance program for families with dependent children. The primary goals of the W-2 program are to help eligible parents prepare for, obtain, and keep wage-paying employment, provide for their families, and become self-sufficient members of the community in which they live. [42 U.S.C. ss. 601 to 619; and ss. 49.141 to 49.161, Stats.]

The Department of Children and Families (DCF) administers the W-2 program and divides the state into geographical areas for administration. [s. 49.143 (6), Stats.] DCF awards contracts on a competitive basis to local W-2 agencies, which may be a county department, tribal governing body, or private party, and which are then evaluated for certain performance standards.²⁴ Funding comes from the federal Temporary Assistance for Needy Families (TANF) block grant and the required state maintenance-of-effort match to that funding.²⁵ It includes the following components:

- Job programs to connect individuals seeking employment with employment opportunities.
- An educational needs assessment.
- Case management services.
- Trial Employment Match Program (TEMP).
- Community Service Job (CSJ).
- Transitional Placement (W-2T).
- Postsecondary Education.
- Job Access Loan.

Services Provided

According to DCF, W-2 provides low-income parents with basic education, work readiness, job training, job search, job placement, and work support services.

Eligibility

A person must meet nonfinancial, financial, and lifetime criteria to be eligible for W-2.

Regarding nonfinancial criteria, a person must:

- Be a custodial parent of at least 18 years age.
- Be a Wisconsin resident and a U.S. citizen or qualifying alien.
- Provide full cooperation in efforts to establish paternity and obtain child support.
- Satisfy substance abuse testing and treatment requirements.

[ss. 49.145 (2) and 49.162, Stats.]

Regarding financial criteria, a person generally must:

- Have a household gross income that does not exceed 115% of the federal poverty level.

²⁴ The performance standards must be based on the following criteria: the placement of W-2 participants into unsubsidized employment and whether that employment is full-time or part-time, the job retention rate at periodic intervals for former participants, wages and benefits earned by former participants, appropriate implementation of W-2, and customer satisfaction. [s. 49.143 (3), Stats.]

²⁵ For more information on TANF funding for W-2 and other economic support programs, see Legislative Fiscal Bureau, [*Wisconsin Works \(W-2\), Child Care, and Other Economic Support Programs*](#), Informational Paper 45 (Jan. 2021).

- Have household assets that do not exceed \$2,500 in combined equity value, excluding the equity value of vehicles up to a total of \$10,000 and one homestead property that does not exceed 200% of the statewide median value for homes.

[s. 49.145 (3), Stats.]

Regarding lifetime criteria, a person may qualify for up to 48 months.

Certain W-2 services and employment components have additional eligibility criteria, some of which are described below. [See ss. 49.147 (2) (am) 1., (3) (a), (4) (a), and (5) (a) and 49.15, Stats.]

Services Provided to Workers

After a person applies for W-2 services, the W-2 agency conducts a personal interview and makes an initial assessment of the person's skills, prior work experience, and employability; conducts an educational needs assessment; and helps the applicant make a written employability plan.²⁶ [s. 49.147 (1m) (a), Stats.; and ss. DCF 101.06 and 101.15, Wis. Adm. Code.]

W-2 applicants have several possible outcomes. First, if the W-2 agency determines that the applicant is best suited for unsubsidized or subsidized²⁷ employment but the applicant needs and wants to pursue basic education, the W-2 agency must pay for the applicant's basic education services.²⁸ Second, the W-2 agency may provide an applicant with case management services in seeking unsubsidized employment, if the applicant meets the case management eligibility requirements. Third, the W-2 agency may place the applicant in one of the subsidized W-2 employment programs. Finally, the W-2 agency may deny the application altogether.

Case Management Services

W-2 agencies provide Case Management Services for participants who are able to work and do not require a W-2 subsidized placement. Examples of such services include employment skills training, job retention services, English language classes, courses of study for a GED or HSED, or other remedial education courses. Additionally, W-2 agencies must provide case management services to participants who move from a W-2 subsidized position to an unsubsidized job. [ss. 49.147 (2) (am) and 49.1475, Stats.]

Trial Employment Match Program

Under TEMP, participants who are not yet ready for unsubsidized employment receive subsidized employment placements with program employers. The program requires that participants be paid at least minimum wage, for up to 40 hours per week. [s. 49.148 (1) (a), Stats.]

²⁶ The employability plan must include the participant's W-2 placement, required activities, and unsubsidized employment goal. [s. DCF 101.15 (2), Wis. Adm. Code.]

²⁷ The subsidized W-2 employment programs (TEMP, CSJ, and W-2T) provide a wage subsidy to the employer or a monthly grant to the participant. [ss. 49.147 (3) (ac) and 49.148, Stats.] A participant who is receiving case management services or who is in a W-2 subsidized employment position must search for unsubsidized employment throughout W-2 participation.

²⁸ Basic education services could include courses for a high school equivalency diploma, English language courses, or literacy tutoring.

Community Service Job Program

A CSJ provides financial support and work experience to applicants and ongoing W-2 participants who are not yet ready for unsubsidized employment, through placement in jobs that must serve a useful public service. Generally, CSJ participants have little or no work history, no evidence of reliable work habits, a work history with frequent turnover, or other limitations to regular employment. As participants gain work experience and training, it is intended that they move into unsubsidized employment or a TEMP job. Participants are generally expected to complete 40 hours of activities per week.²⁹ [s. 49.147 (4) (a), Stats.]

CSJ placements may also provide education and training activities. Training activities allow participants to practice work habits and skills at public, private nonprofit, and private for-profit employers, as CSJ work sites offer an environment that attempts to replicate regular employment. Placements must serve a useful public purpose or the costs must be partially or wholly offset by revenue generated from the project. The W-2 agency may also assign education activities, including a course of study that will lead to a GED, technical college courses, English language courses, educational courses that provide an employment skill, adult basic education courses that will help to obtain employment, and employer-sponsored training. [s. DCF 101.16 (3) (b), Wis. Adm. Code.]

Full-time participants receive \$653 per month and may participate for up to 24 months. [ss. 49.147 (4) (b) and 49.148 (1) (b), Stats.]

W-2 Transition

W-2T provides financial support and work training activities to applicants who are not ready for unsubsidized employment and are unable to successfully participate in another W-2 employment position, generally due to incapacitation or an inability to perform a TEMP job or CSJ. Typical reasons that a person may not be able to successfully participate in another W-2 employment position include the person's incarceration, physical limitation, or need to remain home to care for another W-2 group member³⁰ who is incapacitated or disabled. [s. 49.147 (5) (a), Stats.]

The W-2 agency must assign the W-2T participant to work activities such as a community rehabilitation program, a job similar to a CSJ, or a volunteer activity. A W-2 agency may require a participant to participate in an alcohol and other drug abuse evaluation, assessment, and treatment program; mental health activities; counseling or physical rehabilitation activities; education and training activities; and other activities the W-2 agency determines are consistent with the participant's capabilities. [s. 49.147 (5) (b) and (bm), Stats.]

²⁹ Participants may be assigned fewer hours depending on the participant's circumstances, such as enrollment in school.

³⁰ A W-2 group member includes all dependent children for whom the participant is a custodial parent, and all dependent children for whom the participant's dependent child is a custodial parent. A group member also includes any nonmarital co-parent or any spouse of the participant who resides in the same household, and any dependent children for whom the spouse or nonmarital co-parent is a custodial parent. [s. 49.141 (1) (s), Stats.]

W-2T participants who meet all requirements receive \$608 per month.³¹ [s. 48.148 (1) (c), Stats.]

Job Access Loans

Job Access Loans are short-term, no-interest loans that are intended to help recipients meet emergency needs that allow the recipient to obtain or continue employment. In any 12-month period, a loan amount may be between \$25 and \$1,600. An example of an emergency need is a loan to repair or purchase a vehicle. [s. 49.147 (6), Stats.; and s. DCF 101.17, Wis. Adm. Code.]

Services Provided to Employers

Employers also receive W-2 services, subject to the condition that W-2 is intended to supplement an employer's workforce, as long as the employer meets certain program requirements.

Accordingly, no W-2 employer may use a placement to fill a vacancy created by an employer terminating a regular employee or otherwise reducing its workflow or fill a position when any other person in the same position is on layoff, on strike, or engaged in any other labor dispute. [s. 49.141 (5) (am), Stats.]

In addition to other requirements, the employer must provide a structured work environment with adequate supervision and coaching. [s. DCF 101.14 (3), Wis. Adm. Code.]

In particular, employers that employ a TEMP participant receive subsidies and reimbursements from the W-2 agency. Employers receive a negotiated wage subsidy of up to the applicable minimum wage for each hour the participant works, up to 40 hours per week. The W-2 agency may also negotiate to reimburse the employer for all, or part, of other costs attributable to the participant's employment, such as federal Social Security and Medicare taxes, unemployment contributions, and worker's compensation insurance premiums. [s. 49.147 (3) (ac), Stats.]

Additionally, TEMP employers must meet certain requirements, including making a good faith effort to retain the participant as a permanent unsubsidized employee and provide the participant with the same education and training opportunities as are provided to similar, unsubsidized employees. [s. DCF 101.14 (2), Wis. Adm. Code.]

Coordination

W-2 agencies are required to collaborate with local workforce development boards and establish a referral system with other relevant programs. First, each W-2 agency must collaborate with local workforce development boards to connect people looking for jobs with employment opportunities. State law requires that W-2 agencies create a local steering committee, which in turn must coordinate with local workforce development boards to ensure that their purposes are compatible and they do not duplicate efforts. Second, W-2 agencies must establish a referral relationship with other employment and training programs so that participants may make use of education and training opportunities that are available through integrated one-stop service centers. [ss. 49.143 and 49.149 (1), Stats.]

³¹ Participants who fail without good cause to fully participate have their benefits reduced by \$5 per hour for each hour per week below 40 hours that the person fails to participate without good cause. [s. 49.148 (c), Stats.]

In addition, a W-2 participant’s placement in a CSJ or W-2T may include participation in a technical college education program. In order to place the participant, state law requires the W-2 agency to consult with a community steering committee and technical college district board to determine whether the program is likely to lead to employment. [s. 49.147 (5m), Stats.]

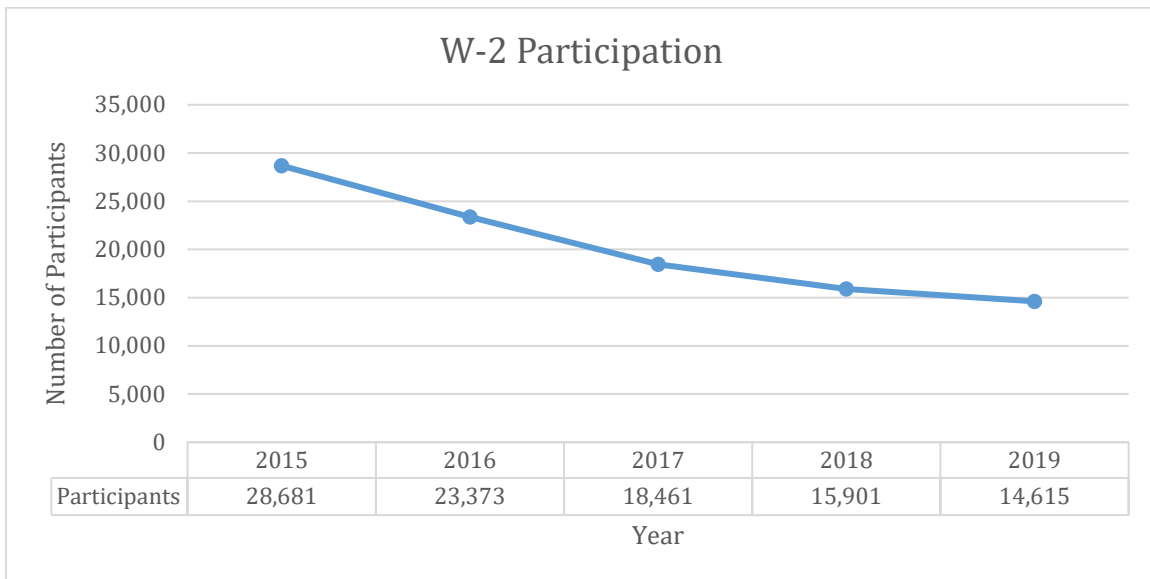
Funding

W-2 funding for fiscal year 2021 included \$31.7 million for benefits, \$2.7 million for case management incentive payments, and \$50 million for contracts with agencies to administer the program. W-2 is primarily federally-funded from the TANF block grant, with additional state funding to satisfy maintenance-of-effort requirements.

Funding allocations are re-estimated each biennium based on current and anticipated caseloads.

Data

The following graph shows participation in W-2 programs since 2015.



CHILDREN FIRST

Children First is intended to encourage and enable noncustodial parents to contribute to the financial support of their children by providing the parent with services related to finding employment. The program is part of the federal TANF funding structure and is overseen by DCF. DCF may contract with any county, tribal governing body, or W-2 agency to administer the program; most recently, Children First was administered in 16 counties but no tribal areas.³²

³² In 2020, the following counties had Children First programs: Ashland, Burnett, Calumet, Dane, Jefferson, Kenosha, Milwaukee, Oneida, Outagamie, Pierce, Portage, Racine, Sheboygan, Walworth, Waukesha, and Wood. [DCF, [2021-2022 Children First Program Guide](#), p. 3.] In prior years, several other counties and tribal areas had Children First programs.

Services Provided

According to DCF, Children First provides certain noncustodial parents with basic education, work readiness, job search, and work support services.

Eligibility

Participation in Children First is required for noncustodial parents who fail to pay child support or to meet their children's needs for support as a result of unemployment or underemployment. Under the program, a person may be required to participate in the program if the person:

- Is a noncustodial parent.
- Is subject to a court order to make child support payments.
- Is able to work full time.
- Resides in a county or resides within a reasonable driving distance from a county that has a Children First program that agrees to enroll the parent.
- Averages less than 32 hours of work per week and is not participating in an employment or training program.
- Has a weekly gross income that averages less than 40 times the federal minimum hourly wage or earns less than the parent has the ability to earn.

[ss. 49.36 (3) and 767.55, Stats.]

Program Description

A county, tribal governing body, or W-2 agency provides case management and employment services under the Children First program to noncustodial parents who owe child support. Participants may receive job search assistance, job orientation activities, and the kinds of work experience and job training services available under the W-2 programs TEMP or CSJ.

Coordination

In some locations, Children First is administered by W-2 agencies. Participants may also be required to participate in the W-2 programs TEMP or CSJ.

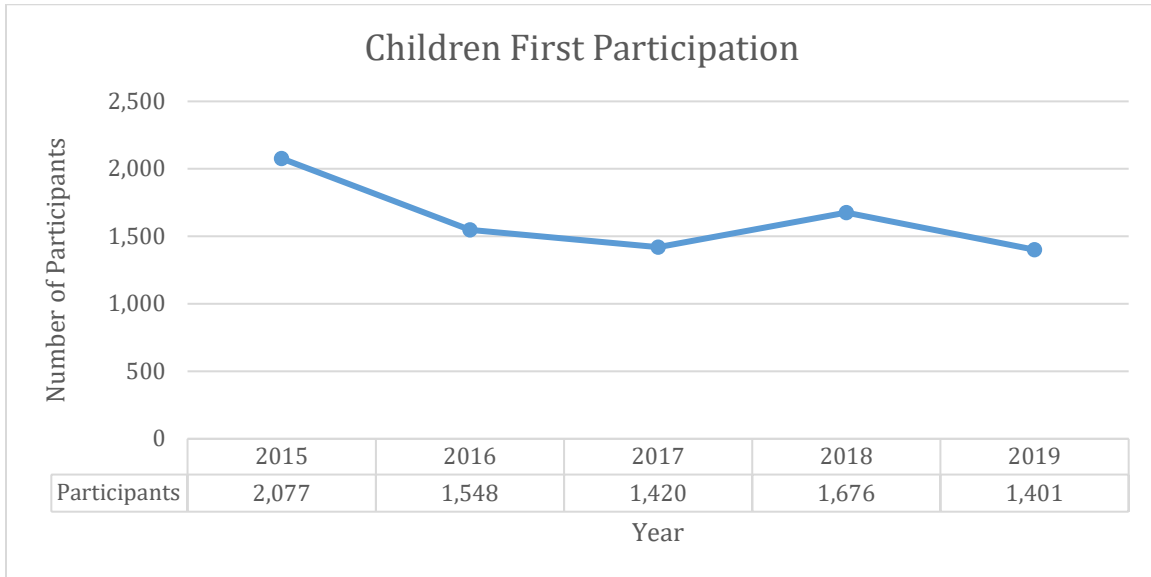
Funding

Children First is funded through the required state match to the federal TANF block grant. DCF pays each county, tribal governing body, or W-2 agency up to \$800 for each person who participates, and each agency is responsible for any additional program costs. [s. 49.36 (7), Stats.]

According to DCF, the program is typically funded by the state's required maintenance-of-effort match to the federal TANF block grant funds, but could also be funded using TANF block grant funds. For fiscal year 2021, funding totaled \$1,140,000. [s. 20.437 (2) (dz) and (k), Stats.]

Data

The following graph shows participation in Children First since 2016.



TRANSFORM MILWAUKEE JOBS AND TRANSITIONAL JOBS PROGRAMS

DCF administers the Transform Milwaukee Jobs (TMJ) and Transitional Jobs (TJ) programs. TMJ serves Milwaukee County. TJ serves the remainder of the state, depending on funding availability. Each program serves unemployed low-income adults. Both programs are federally funded.

Services Provided

According to DCF, the TMJ and TJ programs provide young, low-income adults with basic education, work readiness, job training, job search, job placement, and work support services.

Eligibility

The programs are open to adults between 18 and 25 years old and to parents or primary caregivers of a child under 18 who:

- Have an annual household income that is below 150 percent of the federal poverty level.
- Are unemployed for at least four weeks (meaning not having worked for more than 16 hours within a calendar week).
- Are ineligible for unemployment insurance benefits.
- Do not receive W-2 benefits or services.
- Satisfy substance abuse testing and treatment requirements.
- Have not previously worked a total of 1,040 hours in either of these programs.

Finally, a participant in TMJ must live in Milwaukee County and a participant in TJ must live in a county in which that program is offered.³³

Program Description

One benefit offered by these two programs is the subsidization of a job for an unemployed individual. The program pays a wage subsidy to an employer, at no more than the state or federal minimum wage, for up to 40 hours of work per week.

In the event a participant is unable to find employment following completion of subsidized employment, the program offers assistance such as resume writing and interviewing skills, job counseling, and referrals to job leads matching the participant's skills and interests.

Once a participant has achieved unsubsidized employment, the program offers continuing assistance, such as career and educational development, transportation assistance, and work materials.

Coordination

Individuals participating in either of these two programs cannot be concurrently enrolled in W-2. An individual may, however, access employment assistance from a number of other sources, such as FSET and Children First. If a recipient accesses employment from another source, the contractor administering TMJ or TJ must work with the case manager from the other program to ensure assigned activities do not conflict.

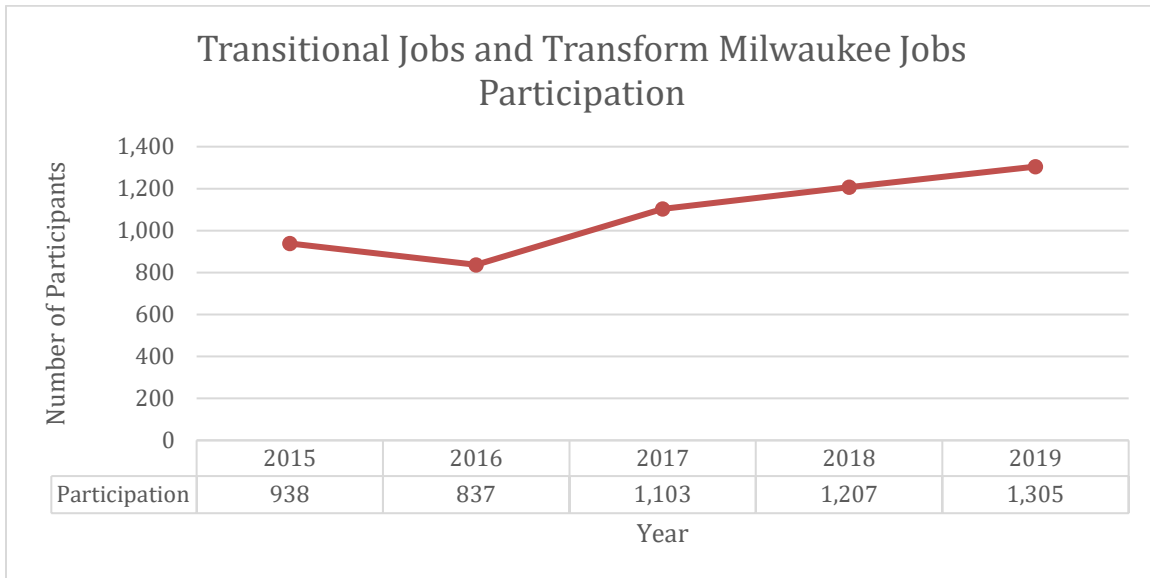
Funding

TMJ and TJ are both federally funded. In 2020, TMJ contracts totaled \$5.5 million and TJ contracts totaled \$1.6 million. Additional counties added to the TJ program in 2021 will increase contract funding for that program by \$2.3 million.

³³ With the addition in 2021 of 12 counties, TJ is now offered in the following counties: Adams, Ashland, Bayfield, Barron, Brown, Burnett, Chippewa, Clark, Douglas, Dunn, Florence, Forest, Iron, Jackson, Juneau, Langlade, Kenosha, Marinette, Menominee, Oconto, Outagamie, Pierce, Polk, Price, Racine, Rock, Rusk, Sawyer, St. Croix, Taylor, Walworth, Winnebago, and Washburn.

Data

The following graph shows the statewide aggregate number of participants in the TJ and TMJ programs since 2015.



FOODSHARE EMPLOYMENT AND TRAINING

Federal law requires states to implement an employment and training program for members of households that participate in the Supplemental Nutrition Assistance Program (SNAP)—known in this state as FoodShare Wisconsin—to help the individuals gain skills, training, or work experience that will increase their ability to gain regular employment and meet state or local workforce needs. [7 U.S.C. s. 2015 (d) (4) (A) (i).] In Wisconsin, that program is FSET.

FSET provides employment and training services to FoodShare³⁴ recipients who are able-bodied unemployed adults. It is intended to provide FoodShare recipients over age 16 with the education, skills, or work experience necessary to obtain competitive employment, enhance earning potential, and promote self-sufficiency. [DHS Response.] Generally, able-bodied adults who are unemployed must participate in FSET in order to receive FoodShare benefits for longer than three months. On average, since 2016, one to two percent of FoodShare recipients have participated in FSET each year. [DHS Response.]

FSET is funded by both the state and federal governments. At the federal level, programs are overseen by the U.S. Department of Agriculture. Federal law requires that the program be administered by the state agency responsible for administering federally-aided public assistance programs; in Wisconsin, the designated agency is DHS. [7 U.S.C. s. 2012 (s).] DHS may administer the program by contracting with county departments of social services, county departments of

³⁴ For information on FoodShare generally, see Legislative Fiscal Bureau, [FoodShare](#), Informational Paper 52 (Jan. 2021).

human services, multicounty consortia, local workforce development boards, tribal governing bodies, or other organizations. In turn, these bodies may subcontract with a W-2 agency or other provider to administer the program. [s. 49.79 (9) (a) 1., Stats.] Programs are currently delivered by 11 regional contract vendors and eight tribal governments.³⁵

Services Provided

FSET can best be described as providing FoodShare recipients with basic education, work readiness, job training, job search, and work support services.

Eligibility

Unemployed able-bodied adults without dependents who are eligible for FoodShare benefits must work or participate in a qualifying work program for at least 80 hours per month to maintain their FoodShare eligibility, unless they meet several exceptions related to their ability to work. An able-bodied adult without dependents, sometimes referred to as an ABAWD, is an individual who is:

- Between the ages of 18 and 49.
- Physically and mentally fit for employment.
- Not pregnant.
- Not a parent of a household member who is younger than 18 years old.
- Not residing in a household with a household member who is younger than 18 years old.

[s. 49.79 (1) (am) and (ap), Stats.]

An ABAWD is subject to the work requirement unless the person is one of the following:

- Employed at least 30 hours per week.
- A caretaker of a child under age six.
- A caretaker of a dependent who has a disability.
- Enrolled at least half time in a school, training program, or institution of higher education.
- Participating in substance abuse treatment.
- Receiving unemployment insurance benefits.
- Complying with W-2 work requirements.

[7 C.F.R. ss. 273.7 and 273.24; and s. 49.79 (9) (a) and (10) (a), Stats.]

Wisconsin requires participants to participate in FSET at the maximum number of hours allowed by federal law, which is 80 hours per month. [s. 49.79 (9) (a) 1m., Stats.; and 7 C.F.R. s. 273.24 (a) (1).] An ABAWD who does not fulfill this requirement may receive no more than three months of FoodShare benefits in a 36-month period. [7 C.F.R. s. 273.24 (b); s. 49.79 (10) (a) 2., Stats.; and [FSET Handbook](#), 6.2.3.]

³⁵ See DHS, [FoodShare Employment and Training \(FSET\) Regions](#).

Additionally, FoodShare recipients who are not required to participate in FSET may still do so voluntarily.³⁶

Program Description

Federal law requires FSET to use case management services such as comprehensive intake assessments, individualized service plans, progress monitoring, or coordination with service providers. Programs also must contain at least one of the following components:

- Supervised job search programs that occur at state-approved locations where participants' activities are directly observed and tracked.
- Job search training programs, including job search training and support activities.
- Workfare programs.³⁷
- Programs designed to improve the employability of household members through actual work experience or training and to allow those individuals to easily move into regular employment.
- Educational programs or activities that provide basic skills and literacy, or that otherwise improve employability.
- Programs designed to increase the self-sufficiency of recipients through self-employment.
- Programs intended to help recipients retain their jobs.
- For certain pilot programs, a demonstrable impact on the ability of participants to find and retain employment that leads to increased household income and reduced reliance on public assistance.
- Other employment, educational and training programs, projects, and experiments aimed at accomplishing the purpose of the employment and training program.

[7 U.S.C. s. 2015 (d) (4) (B) (i).]

Additionally, federal law requires participants to be reimbursed for certain expenses that are related to FSET participation, such as transportation costs that are reasonably necessary and directly related to participation in the program and the actual costs of dependent care. [7 U.S.C. s. 2015 (d) (4) (I) (i).]

Participants meet with an FSET worker, who must conduct an initial assessment to identify the participant's strengths, needs, and preferences. Assessment includes identifying job readiness, level of job-seeking skills, and other potential barriers to employment. After the initial assessment,

³⁶ The statutes require all able-bodied adults receiving FoodShare to participate in FSET. However, the funding for that provision was vetoed in the 2019-21 biennial budget act, and the Governor directed DHS to exempt able-bodied adults with school-age dependents from sanctions under the work requirements. [s. 49.79 (9) (a) 1g., Stats.; and 2019 Wisconsin Act 9, [Veto Message](#) Part D #40.]

³⁷ Workfare programs provide participants with the opportunity to learn new job skills and establish work references to improve their employability. Programs are similar to regular employment in benefits and working conditions and may include work sites with easily expandable work crews, such as departments of parks and recreation or sanitation, or work sites available through nonprofit community organizations in the human services field. [[FSET Handbook](#), 1.4.3.]

the participant and case manager develop an employment plan, which integrates the participant’s career interests with local labor market conditions and must include at least one employment goal and an action plan. The employment plan includes action steps and appropriate FSET activities and related supportive services that are necessary to meet the goal or goals described in the plan. [FSET Handbook, ss. 4.4 and 4.5.]

Coordination

Federal law requires Wisconsin to implement FSET in consultation with the state workforce development board (the Governor's Council on Workforce Investment). Additionally, each component of the FSET program must be delivered through the statewide workforce development system. [7 U.S.C. s. 2015 (d) (4) (A).] FSET regional service area boundaries correspond with the State’s 11 workforce development areas and each region contains at least one FSET office that is co-located at a one-stop service center. [WIOA Combined State Plan, pp. 305 to 306.]

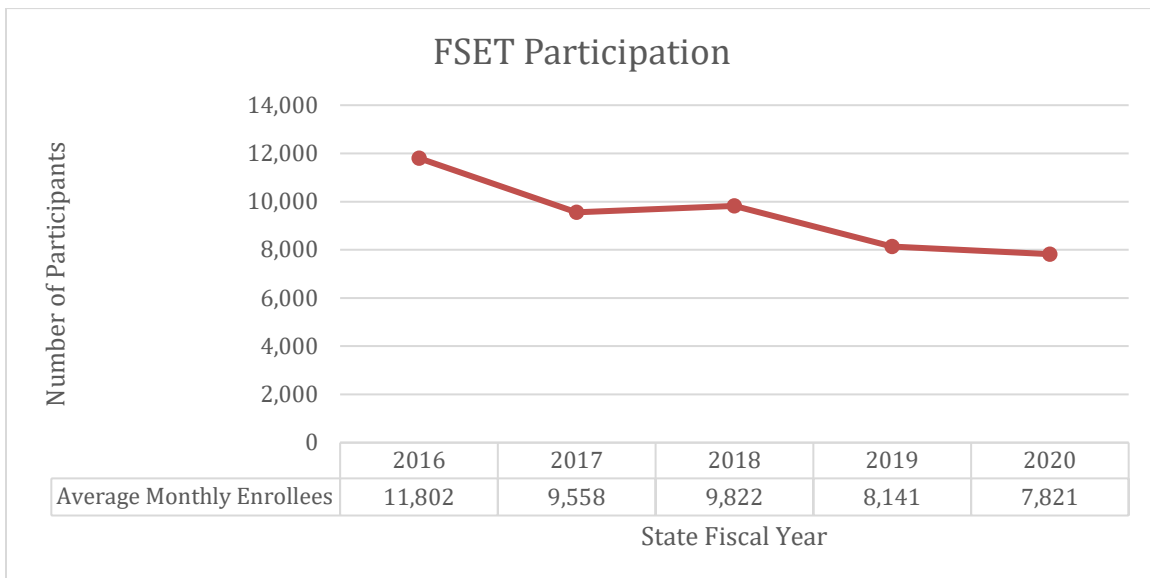
The Department of Health Services (DHS), which administers FSET, has recently become a partner in developing the WIOA Combined State Plan to align state and local employment and training efforts.

Funding

According to DHS, FSET is funded with state appropriations, a 50 percent federal match on those funds, and a small additional annual allocation of federal funding. The additional annual allocation of federal funding is the state’s share of a nationwide total allocation that is capped under federal law. [DHS Response, p. 3.]

Data

The following graph shows participation in FSET since 2016.



RE-EMPLOYMENT SERVICES AND ELIGIBILITY ASSESSMENTS

Re-Employment Services and Eligibility Assessments (RESEA) is intended to improve the employment outcomes of unemployment insurance (UI) recipients, reduce improper unemployment benefit payments, promote integration and service delivery for job seekers, and establish an entry point for UI claimants. [42 U.S.C. s. 506 (b).] RESEA programs help UI claimants become re-employed as quickly as possible by providing certain employment-related services while the claimant's continued eligibility for UI benefits is reviewed.

Created by the federal Social Security Act, RESEA programs supplement existing state programs. In Wisconsin, RESEA is administered by the Department of Workforce Development (DWD), Division of Employment and Training. By statute, DWD may require a UI claimant to participate in re-employment services that do not charge the claimant a fee and that offer instruction designed to improve the claimant's ability to obtain suitable work. [s. 108.04 (15) (a) 2., Stats.]

Services Provided

According to DWD, RESEA provides UI claimants with work readiness and job search services.

Eligibility

UI claimants may be selected for mandatory participation in RESEA if they are required to search for work, have received their first UI benefits payment, have completed an online work readiness assessment, and have been determined to need additional assistance in finding suitable employment. Failure to complete the required services may affect a claimant's UI benefits.

Program Description

Initially, RESEA claimants meet with DWD staff to receive information on local one-stop service centers and partner agency programs and services. After the meeting, each claimant meets individually with RESEA staff to develop an employment plan, receive labor market information, and review their continued eligibility to receive UI benefits. [WIOA Combined State Plan, p. 57.]

Before returning for a required meeting with RESEA staff, claimants must complete certain follow-up activities that support their employment plan, such as job-seeking workshops, meeting with a career counselor, and completing a skills assessment. As appropriate, claimants are also referred to other WIOA service providers in areas such as veterans' services and vocational rehabilitation. [WIOA Combined State Plan, p. 57.] Additionally, claimants who participate in re-employment services are exempt from standard UI work search requirements. [s. 108.04 (2) (bb) 6., Stats.]

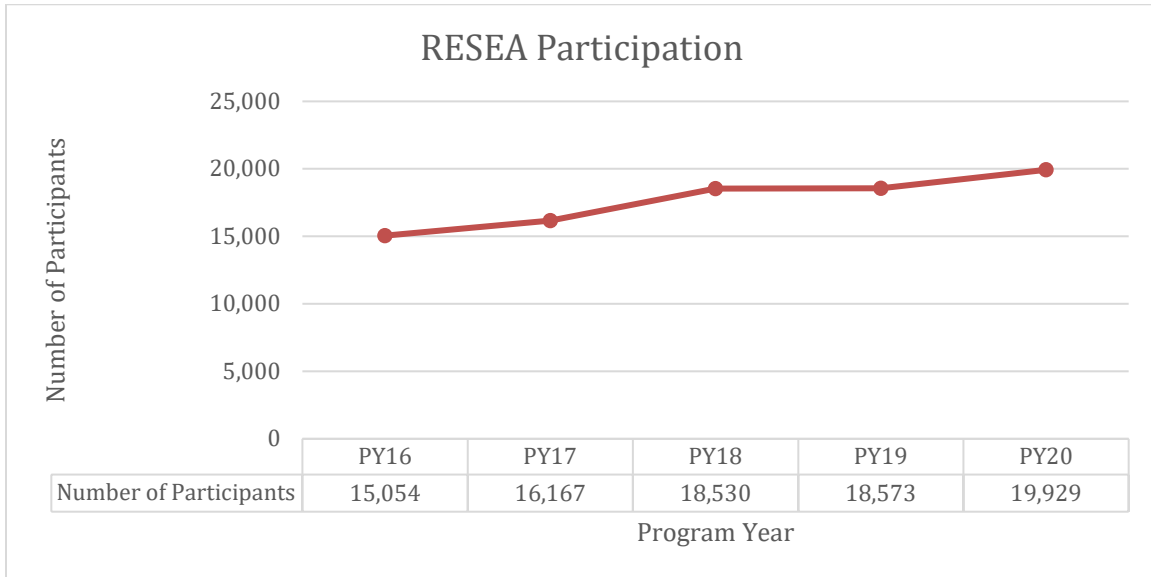
Federal law requires RESEA programs to be evidence-based. A program must demonstrate that it reduced the number of weeks for which participants receive unemployment benefits by improving employment outcomes. [42 U.S.C. s. 506 (c).]

Funding

RESEA is federally funded. Funding was grant-based until 2020. Starting in federal fiscal year 2021, RESEA will be based on a formula that considers each state's rate of insured unemployment. [42 U.S.C. s. 506 (f) (1) (A).]

Data

The following graph shows the annual participation in RESEA since 2016.



FEDERAL TRADE ADJUSTMENT ASSISTANCE

The U.S. Department of Labor administers a program of benefits and support to workers who lose employment or hours of employment as a result of the impacts of international trade. The program, known as Trade Adjustment Assistance (TAA), is authorized by the Trade Act of 1974. TAA services are included in the WIOA combined state plan that is overseen by DWD. [19 U.S.C. ss. 2271 to 2323.]

Application

Eligibility for TAA re-employment services and benefits is determined on the basis of a petition for certification that is filed simultaneously with the U.S. Department of Labor and the governor of the relevant state. The petition may be filed by a group of three or more workers, a union, an employer, a WIOA one-stop service center, or a state employment security agency. [19 U.S.C. s. 2271.]

If the U.S. Department of Labor approves the petition, it issues a group eligibility certification. An individual covered by that group certification may then apply for a determination of individual eligibility and benefits through that individual's local American Job Center. As noted above, in Wisconsin those centers are overseen by DWD and managed by the local workforce development boards.

Beneficiaries

To qualify for assistance, a significant number or proportion of workers in a firm must be totally or partially separated (or be threatened to become so). In addition, either: (1) the sales or production of the firm must have decreased because of increases in directly competitive imports;

or (2) the firm must have shifted work to a foreign country or must have acquired goods from a foreign country and these actions must have contributed importantly to worker separation (or to the threat of separation). [19 U.S.C. s. 2272 (a).] Similar criteria apply to the firm's suppliers and downstream producers.

Eligibility

As described above, a worker may be eligible for TAA if that worker lost employment or employment hours due to trade-related impacts. Additional eligibility requirements may apply for particular benefits. For example, in order to receive a living expenses stipend, known as a trade readjustment allowance, an individual must have completed or be enrolled in a TAA training program. This requirement, however, may be waived on the basis that such training is not feasible or appropriate for that worker. [19 U.S.C. s. 2291.]

Services Provided to Workers

TAA services will vary depending on when the petition is approved, but may include the following employment and case management services: skills assessment; development of an individual employment plan; information on training available and how to apply; referral of workers to educational opportunity centers described in s. 402F of the Higher Education Act of 1965; development of "soft" skills, such as interviewing, communications, and appearance; and career counseling. [19 U.S.C. s. 2295.]

Limits on State's Use of Federal Funds

The Secretary of the U.S. Department of Labor may enter into an agreement with a state or with any state agency to administer TAA in that state. Under such an agreement, the state or state agency acts on behalf of the federal secretary to receive applications, pay trade readjustment allowances, and provide employment and case management services. Among the fiscal restrictions that apply to state administration of TAA under such an agreement are the following:

- Any UI otherwise payable to a TAA-eligible individual may not be denied or reduced by reason of any TAA payments.
- Not more than 10 percent of TAA funds may be used on administration of the program (including processing waivers of the training requirement, described above).
- At least 5 percent of TAA funds must be used on employment and case management services, described above. [19 U.S.C. ss. 2295a and 2311.]

Services Provided to Employers

If there is not suitable employment available to the separated worker and if job training would lead to employment, TAA benefits may be used for the costs of certain job training. Training may include on-the-job training, an apprenticeship under the National Apprenticeship Act, training provided by a state under WIOA, or any training paid for under a federal or state program. [19 U.S.C. s. 2296.]

Coordination

In order to promote coordination of workforce investment activities, a state must submit a description of how its TAA activities will be aligned with the state's employment, training, education, and human services programs, including those that are addressed in the state's WIOA Combined State Plan. [19 U.S.C. s. 2311 (h).]

Also, a federal inter-agency committee coordinates the adjustment assistance programs of several federal agencies to promote the efficient and effective delivery of adjustment assistance benefits. [19 U.S.C. s. 2392.]

COMMUNITY SERVICES BLOCK GRANTS

Community Services Block Grants (CSBGs) provide flexible funding for community action agencies and nonprofits that serve low-income households. Community action agencies are private, nonprofit groups that are governed by a board of directors and meet certain requirements. Requirements include that the agency must allow people whose income is at or below 125 percent of the federal poverty level to influence the character of the agency's programs and that the agency must involve members of the community in planning, conducting, and evaluating its programs. [s. 49.265, Stats.]

CSBGs are funded by the federal government through a designated lead state agency that receives and distributes funding. The lead state agency must submit an application to the U.S. Department of Health and Human Services that includes certain provisions, including assurances that the funds will be used to help eligible individuals secure and retain meaningful employment, attain an adequate education, and increase their self-sufficiency. [42 U.S.C. s. 9908.]

In Wisconsin, DCF acts as the lead agency and distributes CSBG funding through grants to local community action agencies and statewide agencies that focus on serving special populations. Many of the agencies offer workforce-related services. Of the money that DCF receives from the federal government, at least 90 percent is passed through to community action agencies and organizations. Up to five percent of the funds may be used for state administrative expenses. [s. 49.265 (4), Stats.]

Services Provided

According to DCF, local agencies that receive CSBG funds may use funds to provide low-income individuals with work readiness, job training, job search, job placement, and work support services.

Eligibility

To be eligible for services provided by a CSBG recipient, an individual generally must have a household income of 125 percent of the federal poverty level or less. Community action agencies may set additional, non-income-related criteria for programs supported by CSBG funds. For example, a community action agency may create a program that serves only homeless families with minor children. [[Handbook](#), 1.2.]

Program Description

Community action agencies generally have discretion to create programs with, and for, the communities they serve. Community action agencies are explicitly given the power to create a community action program that helps eligible individuals:

- Secure and retain employment.
- Improve their education.
- Make better use of available income.
- Obtain and maintain adequate housing and a suitable living environment.
- Secure needed transportation.
- Obtain emergency assistance.
- Participate in community affairs.
- Make better use of other available programs.

Additionally, for individuals who work at least 20 hours per week and whose earned income is at or below 150 percent of the federal poverty level, a community action agency may provide skills enhancement programs that include access to transportation, childcare, career counseling, job placement assistance, and financial support for education and training. [s. 49.265 (3) (b), Stats.]

Coordination

Each state's application must include the following, among other provisions:

- An assurance that the state will make more effective use of and coordinate with other programs that are related to the purposes of the CSBG program.
- An assurance that the state will coordinate, and establish linkages between, governmental and other social service programs so that services for low-income individuals are delivered efficiently.
- An assurance that the state will coordinate between antipoverty programs in each community.
- A description of how recipient agencies deliver services.
- A description of how recipient agencies develop linkages to fill identified gaps in services, through the provision of information, referrals, case management, and follow-up consultations.
- A description of how grant funds are coordinated with other resources, including coordination with statewide and local workforce development systems under WIOA.³⁸

[42 U.S.C. s. 9908 (b).]

³⁸ For more information on coordination of CSBG employment and training activities under WIOA, see DCF, [Wisconsin State Plan for Administration of the Community Services Block Grant for Federal Fiscal Years 2020 and 2021](#), (Sept. 1, 2019).

Funding

Funding may vary from one federal fiscal year to another. DCF received almost \$9 million in federal funding from the U.S. Department of Health and Human Services, plus an additional \$12 million through the CARES Act.³⁹ The extra funding received through the CARES Act must be spent before September 30, 2022.

Data

The following table shows DCF's reported number of individuals served in CSBGs in the three most recent years for which data is available.

Program Year	2015	2016	2017
Number of Individuals Served	286,762	212,785	243,570

WISCONSIN EMPLOYMENT ASSISTANCE TRANSPORTATION PROGRAM

The Department of Transportation (DOT), working cooperatively with DWD, administers the Wisconsin Employment Assistance Transportation Program (WETAP) to fund transportation services to support individuals accessing jobs or job training. WETAP is funded at both the state and federal levels. Wisconsin has chosen DOT to administer the program.

Services Provided

According to DWD, the transportation assistance under WETAP provides low-income workers with work support services.

Eligibility

Because of a restriction in federal law, WETAP assistance is limited to private nonprofit organizations that provide employment transportation services to residents at or below 150 percent of the federal poverty level.⁴⁰

Program Description

WETAP provides funds to nonprofit organizations to provide transportation services to low-income individuals. Transportation services typically consist of a vanpool service or zero- or low-interest rate loans for the purchase or repair of a vehicle. In either case, the transportation services must be for commuting to employment, employment training (including schooling), or an employment workshop event. WETAP funds may also be used by the nonprofit organization for mobility management programs that help individuals figure out transportation options, find employment opportunities, or participate in financial planning classes.

³⁹ Coronavirus Aid, Relief, and Economic Security Act (P.L. 116-136).

⁴⁰ By way of examples, for 2020 the annual income limits were \$19,140 for a single person and \$39,300 for a household of four.

Coordination

WETAP combines two federal and two state funding streams into one coordinated program. It is administered by DOT, in coordination with DWD.

Funding

WETAP is funded from both federal (U.S. Department of Transportation) and state (DOT and DWD) sources. The recipient of a grant must provide matching funds or in-kind services. Federal and state funding for calendar year 2020 totaled \$1.7 million.

Data

A total of 45 grants were issued between 2016 and the first quarter of 2020, serving 12,750 employed participants and 566 unemployed participants. For 2020, WETAP projects occurred in 51 different counties, eight of which did not have any modes of public transit available to residents.

SENIOR COMMUNITY SERVICES EMPLOYMENT PROGRAM

The Senior Community Services Employment Program (SCSEP), also known as the Wisconsin Senior Employment program, or WISE, is intended to provide unemployed older adults who want to work with training opportunities and part-time work experience in community services organizations. Beneficiaries receive subsidized part-time work experience.

SCSEP is funded by the U.S. Department of Labor and may be administered by public or nonprofit private agencies and organizations, state agencies, or tribal organizations. Each state must designate an agency that is responsible for certain provisions, including advocating for older individuals. [42 U.S.C. ss. 3025 (a) (1) and 3056 (b) (1).] In Wisconsin, SCSEP is administered by the DHS Office on Aging, utilizing three grantees, as part of the federal Older Americans Act.

Services Provided

According to DHS, SCSEP provides unemployed older adults with job training and job placement services.

Eligibility

SCSEP targets and prioritizes older populations of veterans and people who are homeless or at risk of homelessness, have a disability, have low literacy or limited English proficiency, or live in rural areas. Additionally, to qualify an individual must:

- Be 55 years of age or older.
- Be a resident of Wisconsin.
- Be unemployed.
- Earn at or below 125 percent of the federal poverty level.

Program Description

Under federal law, state programs must meet several requirements, such as contributing to the general welfare of the community, employing eligible individuals in service related to publicly owned facilities and projects or projects sponsored by nonprofit organizations, and providing individuals with training and employment counseling. [42 U.S.C. s. 3056 (b) (1).]

Beneficiaries work in community service agencies (not-for-profit or government agencies) for approximately 20 hours per week at minimum wage, which is \$7.25 per hour. Typical work placements include schools, hospitals, and conservation programs in positions such as nurse's aides, teacher's aides, library clerks, and clerical workers. Beneficiaries may also receive job-related training such as skill development, education, job counseling, and assistance in finding and keeping a job.

Coordination

Each state must coordinate its activities with training and other services under WIOA, such as using the one-stop delivery system to recruit eligible individuals and provide them with appropriate services. [42 U.S.C. s. 3056 (b) (1).]

SCSEP funding is also provided to two local workforce development boards and other organizations that partner with local workforce development boards to pool resources. All participating organizations also work with local one-stop service centers to offer resources such as job searches, classes, and job fairs.

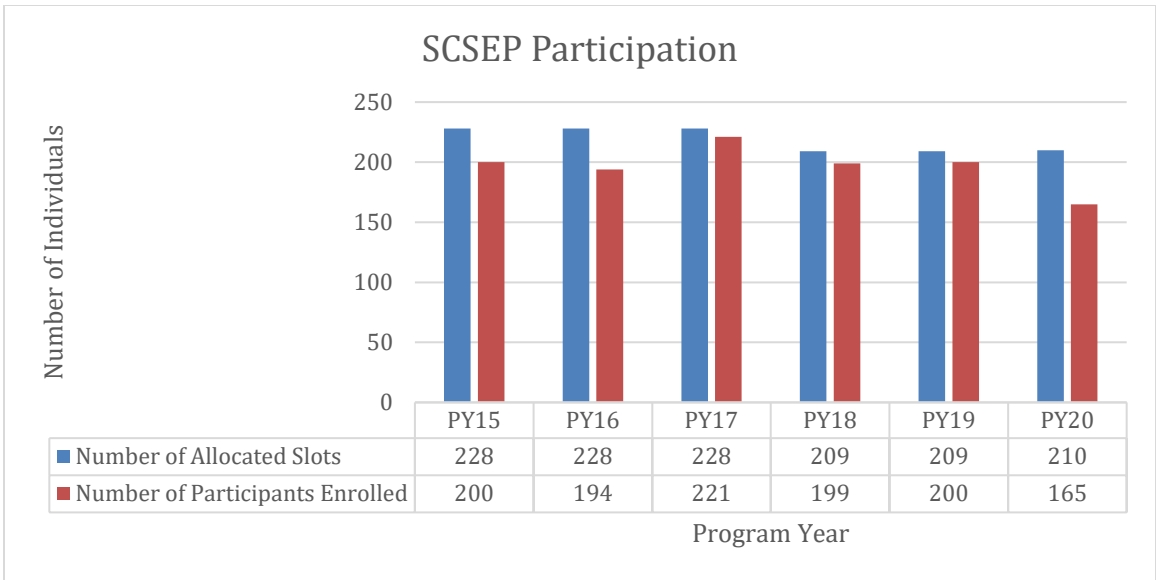
Funding

SCSEP is funded annually by a grant from the U.S. Department of Labor. Federal funds may be used for up to 90% of any project. Funds may be used for administrative functions, participant wages and benefits, participant training, job placement assistance, certain participant supportive services, and outreach and intake activities. [42 U.S.C. s. 3056 (c).]

Wisconsin received a grant of \$2 million for the 2020 program year, which was about the same amount it received during each of the previous five program years.

Data

The following graph shows SCSEP participation since 2015.



PART IV

PROGRAMS FOR SKILLS TRAINING, BASIC EDUCATION, AND EMPLOYMENT CONNECTIONS

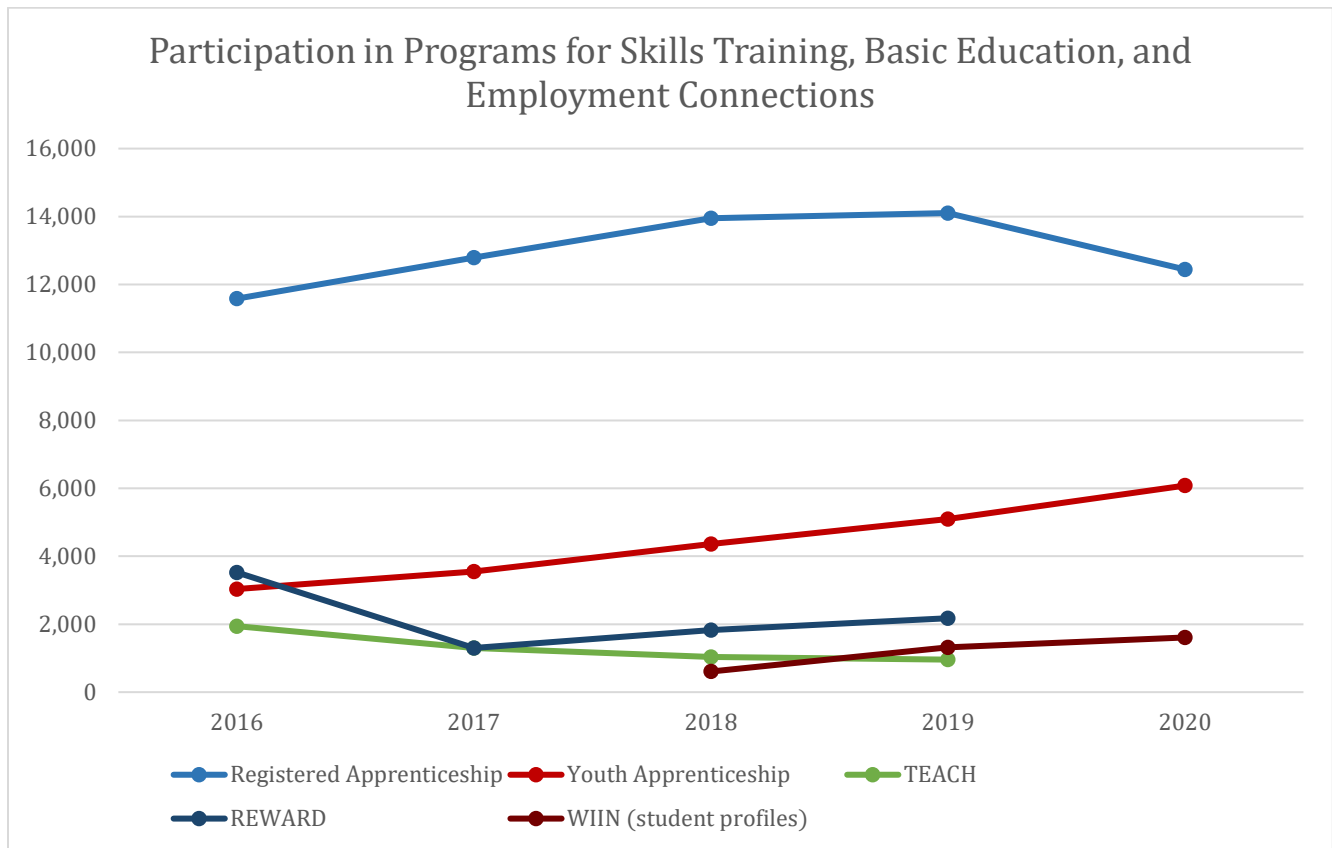
This part describes the following skills training, basic education, and employment connection programs: Registered Apprenticeship; Youth Apprenticeship; Federal Employment Service under the Wagner-Peyser Act; Cooperative Education program; Technology for Educational Achievement (TEACH); REWARD; Wisconsin Internship Initiative (WIIN); Workforce Innovation and Opportunity Act (WIOA) Title II - Adult Education and Literacy; and General Educational Development (GED) and High School Equivalency Diploma (HSED) tests.

The following table summarizes these programs, and they are each described in more detail, below.

Program	Agency	Target Population	Services	Funding Source
Registered Apprenticeship	DWD	Workers	Job training services in trades	Federal grant funds and state funding
Youth Apprenticeship	DWD, in cooperation with the Governor's Council on Workforce Investment, WTCS, and DPI	Junior and senior high school students	Work readiness, job training, job search, job placement, and work support services in trades	State funding
Federal Employment Services	DWD, through American Job Centers	Persons seeking employment	Job search services	Federal Wagner-Peyser funds
Cooperative Education program	DPI and educators, in coordination with business, industry, and labor	Junior and senior high school students	Work readiness and job training services	Schools, local businesses, and industry
TEACH	DCF	Early education workers	Basic education and work support services through scholarships for higher education	Federal funding
REWARD	DCF	Early childhood education workers	Work support services through stipends	Federal funding
WIIN	DWD	College students	Work readiness, job training, job search, and job placement services through facilitating searches for internships	State funding

Program	Agency	Target Population	Services	Funding Source
WIOA Title II	WTCS, in coordination with American Job Centers and other federal programs	Adults in need of education	Basic education at the secondary level and in English as a foreign language	Federal WIOA funds
GED and HSED	DPI	Adults without a high school diploma	Basic education services through attaining a diploma	State funding

The following graph shows the recent participation rates for the services provided by the programs described in this part.



REGISTERED APPRENTICESHIP

The Registered Apprenticeship program trains workers for careers in vocational and technical fields by combining on-the-job training with supplemental classroom education, typically offered through the Wisconsin Technical College System (WTCS). An apprentice signs a contract with an approved employer to work for a fixed term and at specified graduated wages, and apprentices and employers receive completion awards to offset a portion of the tuition costs. Wisconsin's apprenticeship program dates to 1911 and is the oldest in the country. [Department of Workforce

Development (DWD) Response.] The program is administered by DWD's Bureau of Apprenticeship Standards.

Services Provided

According to DWD, Registered Apprenticeship programs provide workers with job training services.

Eligibility

To be eligible to participate as an apprentice, a person generally must be at least 18 years old and meet the minimum requirements of the applicable trade or employer. However, in some limited circumstances, a person aged 16 or 17 may enter the program. [ss. 106.01 (1) and 106.07, Stats.]

To become registered and eligible for apprentice placements, an apprenticeship program must be approved by DWD. DWD may only approve apprenticeship programs that meet occupational criteria, program standards, and equal opportunity standards, as described below. [ss. DWD 295.01 and 295.15 (1), Wis. Adm. Code.]

First, the occupation served by the apprenticeship program must satisfy the following occupational criteria:

- Involve skills that are customarily learned in a practical way through a structured, systematic program of on-the-job supervised training.
- Be clearly identified and commonly recognized throughout an industry.
- Involve the progressive attainment of manual, mechanical, or technical skills and knowledge that would require the completion of at least 2,000 hours of on-the-job learning to attain.
- Require related instruction to supplement on-the-job learning.

[s. DWD 295.15, Wis. Adm. Code.]

Second, an apprenticeship program must use established acceptable program standards. These standards address various aspects of the apprenticeship, such as the apprentice's employment and training in the skilled occupation, the apprentice's supplemental instruction, and a progressively increasing schedule of wages. [s. DWD 295.02, Wis. Adm. Code.]

Third, the program must meet certain requirements relating to equal employment and affirmative action, in compliance with federal standards. [s. DWD 295.02 and ch. DWD 296, Wis. Adm. Code.]

Program Description

Each Registered Apprenticeship program requires that a contract be signed by the apprentice, DWD, and the sponsor. The sponsor is the person or group that operates the apprenticeship program, and is often an employer, association, or union. Then, a sponsor that is not the apprentice's proposed employer assigns the apprentice contract to the proposed employer. [s. 106.01 (1) and (5m), Stats.]

Related Instruction

Apprenticeship programs require the sponsor to provide the apprentice with instruction. For the first two years of the apprenticeship, the sponsor must provide the apprentice with at least 144 hours of related instruction⁴¹ per year. If the apprenticeship is for longer than two years, the sponsor must provide at least 400 hours of related instruction over the term of the apprenticeship. [s. 106.01 (6), Stats.]

Graduated Wage Scale

Apprenticeship contracts include a graduated wage scale, which during the term of training must average at least 60 percent of the current journeyworker⁴² rate or skilled wage rate for that occupation. [s. DWD 295.05 (1), Wis. Adm. Code.]

Completion Award Program

After completing the apprenticeship contract, apprentices and sponsors who pay for tuition receive completion awards to partially offset those costs. DWD may provide to the apprentice or sponsor an award for the lesser amount of 25 percent of the cost of tuition incurred by the apprentice or sponsor or \$1,000. [s. 106.05, Stats.]

Coordination

DWD is undertaking efforts to bridge the competencies learned in the Youth Apprenticeship program, described below, with a corresponding Registered Apprenticeship program. The goal is to assist a youth apprentice in obtaining work and educational credit toward a registered apprenticeship, if the youth chooses to remain in the trade after high school. [Workforce Innovation and Opportunity Act (WIOA) Combined State Plan, p. 50.]

Funding

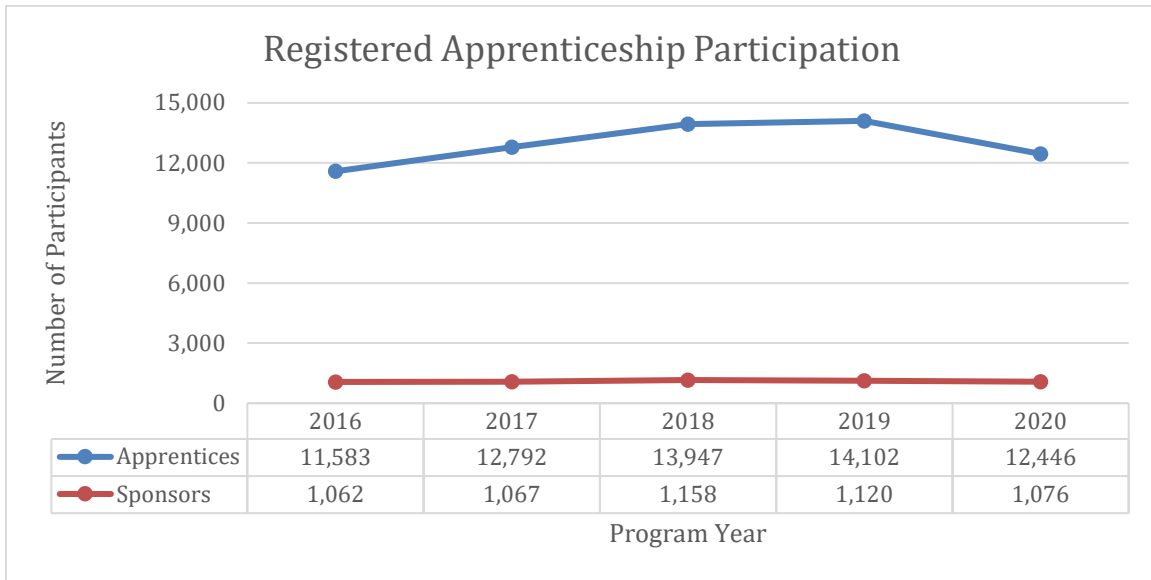
The Registered Apprenticeship program is funded by a combination of federal grant funds and state appropriations for program administration and completion awards. The program received total funding of almost \$15 million for program year 2020. The previous four program years each had funding between roughly \$3 million and \$5 million.

⁴¹ "Related instruction" means an organized and systematic form of instruction that is designed to teach the apprentice about the occupation's theoretical and technical aspects. It may be provided in a classroom, through occupational or industrial courses, by correspondence, or electronically. [s. DWD 295.001 (20), Wis. Adm. Code.]

⁴² A journeyworker is a worker who has attained a level of skill, abilities, and competencies that are recognized as mastery by those within an industry. [s. DWD 295.001 (12), Wis. Adm. Code.]

Data

The following graph shows participation for apprentices and sponsors in the Registered Apprenticeship program since 2016.



YOUTH APPRENTICESHIP

The Youth Apprenticeship program trains juniors and seniors in high school for careers in vocational and technical fields by combining school-based and work-based learning in a specific occupational area. The available occupational areas must be approved by DWD and, by statute, must include certain areas such as agriculture, construction, information technology, and health science. DWD is responsible for developing curricula for each approved occupational area. [s. 106.13, Stats.]

The program is overseen by DWD's Bureau of Apprenticeship Standards and is administered locally by regional consortia.

Services Provided

According to DWD, the Youth Apprenticeship program provides junior and senior high school students with work readiness, job training, job search, job placement, and work support services.

Eligibility

To be eligible for a Youth Apprenticeship placement, a student must:

- Be enrolled in a participating public or private secondary school or another approved program that leads to high school graduation or its equivalent.
- Be entering at least the junior year of high school.

- Have participated in career exploration, guidance, or education activities that allow the student to make an informed choice about a chosen career area.

[DWD Response.]

Program Description

Youth Apprenticeship programs provide students with academic and related instruction, paid work experience, dual enrollment, and a state-issued skill certificate. Employers receive technical assistance, mentor training, and assistance with coordinating programs.

Additionally, DWD may award grants to local partnerships to implement and coordinate local youth apprenticeship programs. A local partnership is a school district or any combination of one or more school districts, other public agencies, nonprofit organizations, or other persons who agree to be responsible for implementing and coordinating a local youth apprenticeship program. The grants may provide up to \$900 per youth apprentice, and the local partnership must match 50 percent of the grant. [s. 106.13 (3m), Stats.]

A local partnership may use the grant to:

- Recruit and provide technical assistance to employers to provide on-the-job training and supervision for youth apprentices.
- Recruit students to participate and monitor the progress of youth apprentices.
- Coordinate youth apprenticeship training activities within participating school districts and among participating school districts, postsecondary institutions, and employers.
- Coordinate academic, vocational, and occupational learning, school- and work-based learning, and secondary and postsecondary education for youth apprenticeship participants.
- Help employers identify and train workplace mentors and match youth apprentices with mentors.
- Perform any other permitted implementation or coordination activity.

For programs that receive these grants, it is expected that of the youth apprentices who participate in the program for two years, at least 80 percent receive a high school diploma and at least 60 percent are offered employment by the employer who provided the on-the-job training. [s. 106.13 (3m), Stats.]

Coordination

The Governor's Council on Workforce Investment, WTCS, and the Department of Public Instruction (DPI) must work with DWD to administer the program. [s. 106.13 (2), Stats.] As discussed above, local partnerships may use DWD grants for certain coordination purposes, such as coordinating youth apprenticeship training activities among participating schools and employers and coordinating academic, vocational, and occupational learning for local Youth Apprenticeship participants.

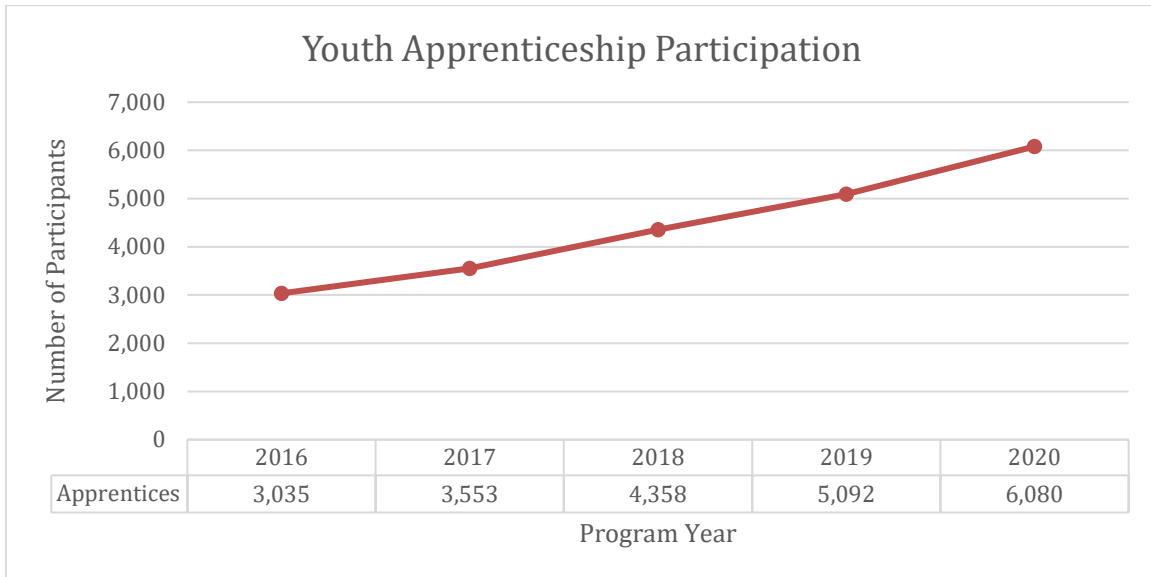
DWD is also attempting to coordinate the Youth Apprenticeship program with the Registered Apprenticeship program, as discussed above.

Funding

The Youth Apprenticeship program is state-funded, and received total funding of about \$5.5 million for program year 2020.

Data

The following chart shows participation in the Youth Apprenticeship program since 2016.



FEDERAL EMPLOYMENT SERVICE UNDER THE WAGNER-PEYSER ACT

The federal Wagner-Peyser Act of 1933 created a nationwide system of employment offices known as the federal Employment Service (ES). The mission of ES is to facilitate a match between an individual seeking employment and an employer seeking a worker. ES is jointly operated by the U.S. Department of Labor and state employment security agencies. A few ES programs are operated nationally, such as the Work Opportunities Tax Credit discussed in Part X, but many ES workforce development programs are operated by states with federal funding, such as labor exchange services that provide counseling and job search assistance through the American Job Centers.⁴³ [29 U.S.C. ss. 49 to 49L-2.]

In 1998, the federal Workforce Investment Act made ES part of the one-stop delivery system. In 2014, WIOA co-located ES offices within American Job Centers.

Beneficiaries

Any person seeking employment may register with ES.

⁴³ See Congressional Research Service, [The Workforce Innovation and Opportunity Act and the One-Stop Delivery System](#), R44252, pp. 8-10 (Jan. 21, 2021).

Services Provided to Workers

Through ES, states provide three escalating tiers of service to an individual seeking employment: self-service; facilitated self-help; and staff-assisted.

Services include career counseling, job search workshops, labor market information, job listings, applicant screening, and referrals to job openings.

Limits on State's Use of Federal Funds

In order to receive federal funding, a state must enact a statute accepting the provisions of the Wagner-Peyser Act and vest a state agency with all powers necessary to cooperate with the federal Secretary of Labor regarding the federal act. In Wisconsin, the designated agency is DWD.⁴⁴ An allocation of funds must be expended by a state in the program year for which funds were provided or in the next two program years.

Of funds made available, a state may use 90 percent for any of the following:

- Job search and placement services to job seekers, including counseling, testing, assessment, and referral to employers.
- Recruitment services and special technical services for employers.
- Evaluation of programs.
- Developing linkages with related federal or state legislation, including the provision of labor exchange services at educational sites.
- Providing services for workers who have received notice of permanent layoff or impending layoff.
- Providing services for workers in occupations that are experiencing limited demand due to technological change, impact of imports, or plant closures.
- Developing and providing labor market and occupational information.
- Administering the "work test" for unemployment insurance: able to work; available for work; and actively seeking work.
- Providing unemployment insurance claimants with referrals to, and application assistance for, training and education resources and programs, including training and education programs provided under Titles I and II of WIOA, and Title I of the Rehabilitation Act of 1973.

A state must reserve 10 percent of the funds for any of the following:

- Performance incentives for ES offices and programs, taking into account direct or indirect placements, wages on entered employment, retention, and other factors.
- Services for groups with special needs.

⁴⁴ See s. 106.09 (5), Stats. ("[DWD] is authorized and directed to cooperate with the U.S. employment service in the administration of its functions.").

- The extra costs of exemplary models for delivering services with the 90 percent of funds, and models for enhancing professional development and career advancement opportunities of state agency staff.

Services Provided to Employers

At one-stop service centers (discussed in the context of WIOA Title I, in Part III), employers can obtain various services, such as advice on increasing potential applicants' interest in a job opening or workshops on the use of labor market information.

Coordination

ES offices administer the “work test” requirements of the unemployment insurance program as described above. In addition, most recipients of unemployment benefits are required to register with ES.

The American Job Centers in Wisconsin coordinate the core services under the Wagner-Peyser and WIOA programs to give all individuals access to reemployment services, program referrals, and job search assistance. [WIOA Combined State Plan, p. 146.]

COOPERATIVE EDUCATION PROGRAM

A Cooperative Education program (“certified co-op”) is a DPI-certified, work-based learning option in fields such as agriculture and agribusiness, business, and food service. A certified co-op is designed in partnership with businesses, industry and labor representatives, and educators. It provides juniors and seniors in high school with paid work experience as part of their overall academic and career plan (ACP).⁴⁵ A certified co-op must include school-based learning, work-based learning, and connecting activities. [DPI, [Wisconsin's State-Certified Cooperative Education Implementation Guide](#), p. 4 (June 2020).]

Services Provided

Certified co-ops can best be described as providing students with work readiness and job training services.

Eligibility

Juniors and seniors in high school may participate in a certified co-op, if offered by their school.

Program Description

Each student's work experience is divided between workplace learning and classroom instruction that is related to the work experience. Students must achieve certain competencies, including employability skills and technical competencies, to gain certification of their co-op experience. [DPI, [Wisconsin's State-Certified Cooperative Education Implementation Guide](#), p. 6.]

⁴⁵ ACPs are discussed further in Part V.

Coordination

Educators work with businesses and industry and labor representatives to develop certified co-ops. Businesses and industry representatives have three major roles in providing quality assurance in the certification process: (1) implementing industry-based skill standards; (2) providing workplace mentors who participate in assessment and skill credentialing; and (3) establishing industry-based quality assurances that provide portability of the student's skill credential. [*Wisconsin's State-Certified Cooperative Education Implementation Guide*, pp. 5 to 6.] During the co-op experience, local business and industry establishments provide students with on-site work experiences, time to collaborate with a teacher-coordinator, a workplace mentor, and an assessment of technical competencies. [DPI, *Wisconsin's State-Certified Cooperative Education Implementation Guide*, pp. 6 to 7.]

A business and advisory committee also serves as a planning and assessment resource for certified co-ops, and assesses factors such as the workplace sites, classroom instruction, workplace mentors, teacher-coordinator performance, and student access and performance. [DPI, *Wisconsin's State-Certified Cooperative Education Implementation Guide*, p. 16.]

TECHNOLOGY FOR EDUCATIONAL ACHIEVEMENT

The Technology for Educational Achievement (TEACH) program provides federally funded financial incentives to workers in the early education field who continue their education. TEACH provides employees with scholarships for higher education with the goal of encouraging early education workers to obtain additional education and credentials. TEACH is entirely federally funded and is administered as part of the Department of Children and Families' (DCF) Preschool Development Grant. Scholarships are offered through the Wisconsin Early Childhood Association.

Services Provided

According to DCF, TEACH provides workers in the early education field with basic education and work support services.

Eligibility

To be eligible for benefits, a person must:

- Work at least 25 hours per week in either of the following:
 - A full-time group childcare program that is licensed or participates in YoungStar.⁴⁶
 - A licensed or certified family childcare program.
- Have the support of a sponsoring childcare or school-age care program.
- Have either a diploma from an approved high school or a GED.

⁴⁶ YoungStar is Wisconsin's system for rating childcare quality. Providers receive a rating of up to five stars based on certain objective factors, such as the provider's education and training and the program's curriculum. [<https://dcf.wisconsin.gov/youngstar>.]

- Be employed by a sponsoring program for at least three months prior to applying for TEACH benefits.
- Plan to attend school at a Wisconsin-based college or university.

[DCF response.]

Program Description

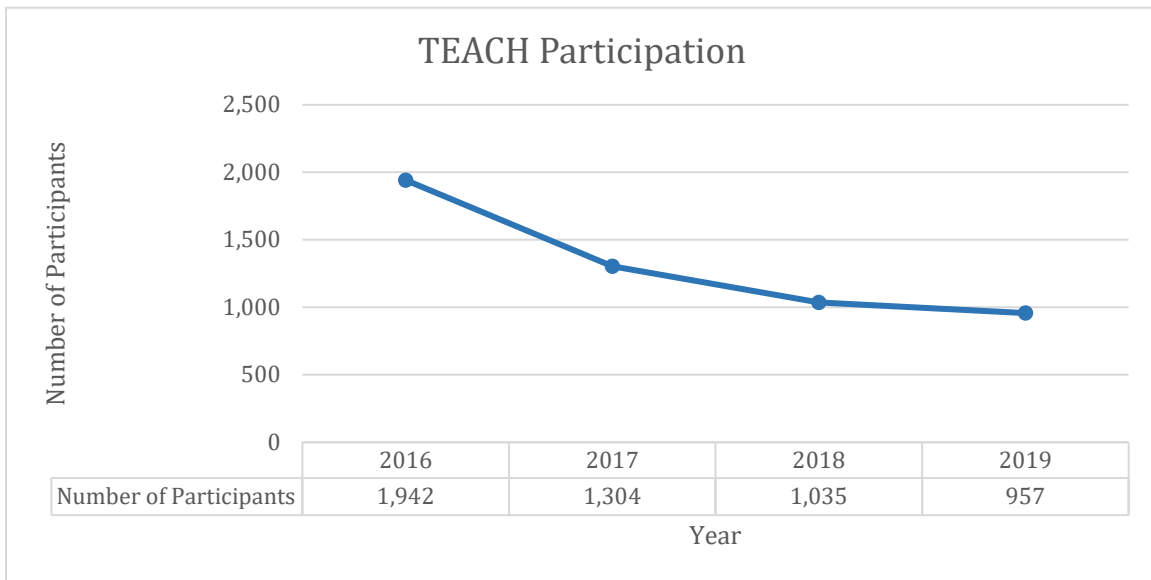
Participants receive benefits from a partnership between the TEACH program and their employer. TEACH provides participants with “a major share” of tuition and related expenses, a travel stipend, a bonus upon completion of a contract, reimbursement to employers for release time, and counseling and administrative support. Employers provide participants with a portion of the cost of tuition, paid release time for attending school, and a bonus or raise upon completion of the contract.⁴⁷

Funding

TEACH is funded jointly with REWARD, described next. Combined, the two programs receive about \$4 million annually in federal funding.

Data

The following graph shows TEACH participation since 2016.



REWARD

REWARD provides federally funded stipends to workers in the early education field who have completed a minimum amount of credit-based education and have demonstrated commitment to

⁴⁷ <https://wisconsinearlychildhood.org/programs/t-e-a-c-h/cost-sharing/>.

the early childhood education field. Like TEACH, REWARD is entirely federally funded and administered as part of DCF's Preschool Development Grant. Stipends are offered through the Wisconsin Early Childhood Association.

Services Provided

According to DCF, REWARD provides workers in the early childhood education field with work support services.

Eligibility

To be eligible for REWARD benefits, a person must:

- Be employed by either of the following:
 - A full-time group childcare program that is licensed or participates in YoungStar.
 - A licensed or certified family childcare program.
- Work at least 20 hours per week.
- Work at least 5 percent of the time in an early childhood classroom, either directly with children or in supervision and support of staff.
- Earn \$16.50 or less per hour.

Program Description

Eligible early childhood education workers receive a financial stipend of \$50 to \$450 in exchange for a six-month agreement to continue to meet program requirements.⁴⁸ The amount of a recipient's stipend depends on the recipient's registry level, which is determined based on work history, record of coursework taken, and professional contributions.⁴⁹

Funding

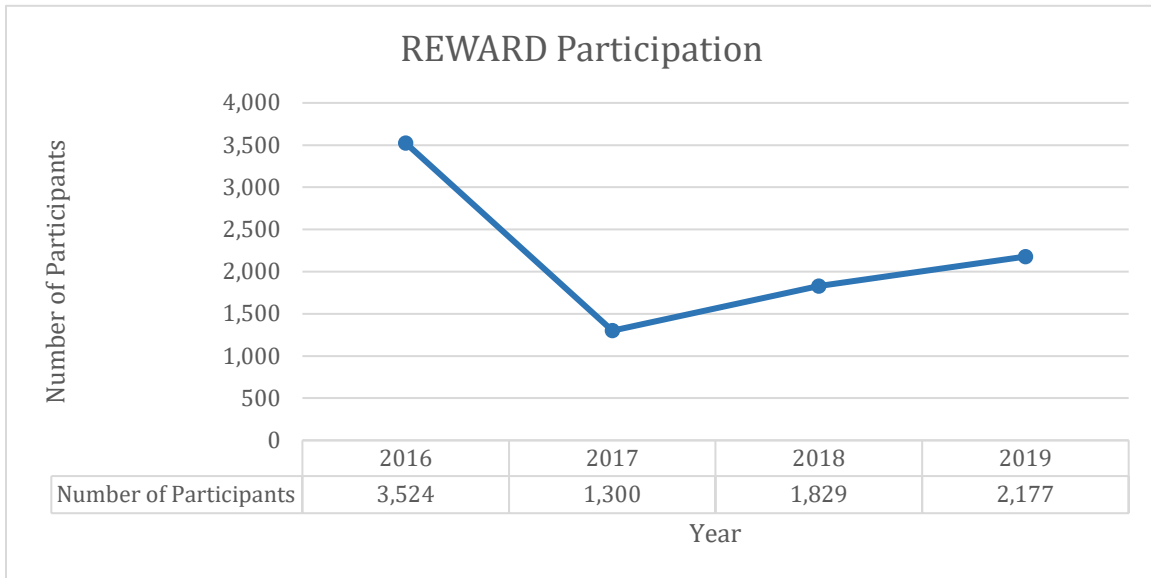
REWARD is funded jointly with TEACH, described previously. Combined, the two programs receive about \$4 million annually in federal funding.

⁴⁸ <https://wisconsinearlychildhood.org/programs/reward/faq/>;
<https://wisconsinearlychildhood.org/programs/reward/see-if-you-are-eligible/>.

⁴⁹ <https://wisconsinearlychildhood.org/programs/reward/faq/>.

Data

The following graph shows REWARD participation since 2016.



WISCONSIN INTERNSHIP INITIATIVE

The Wisconsin Internship Initiative (WIIN) is intended to coordinate and increase the availability of internship opportunities for Wisconsin college students. Through WIIN, DWD administers WisConnect (www.InternshipWisconsin.com), which provides both employers and students with an internship resource library.

Services Provided

According to DWD, WIIN provides college students with work readiness, job training, job search, and job placement services.

Eligibility

WIIN is available to all Wisconsin college students who have an active email address that ends in ".edu." WIIN is also available to all Wisconsin employers.

Program Description

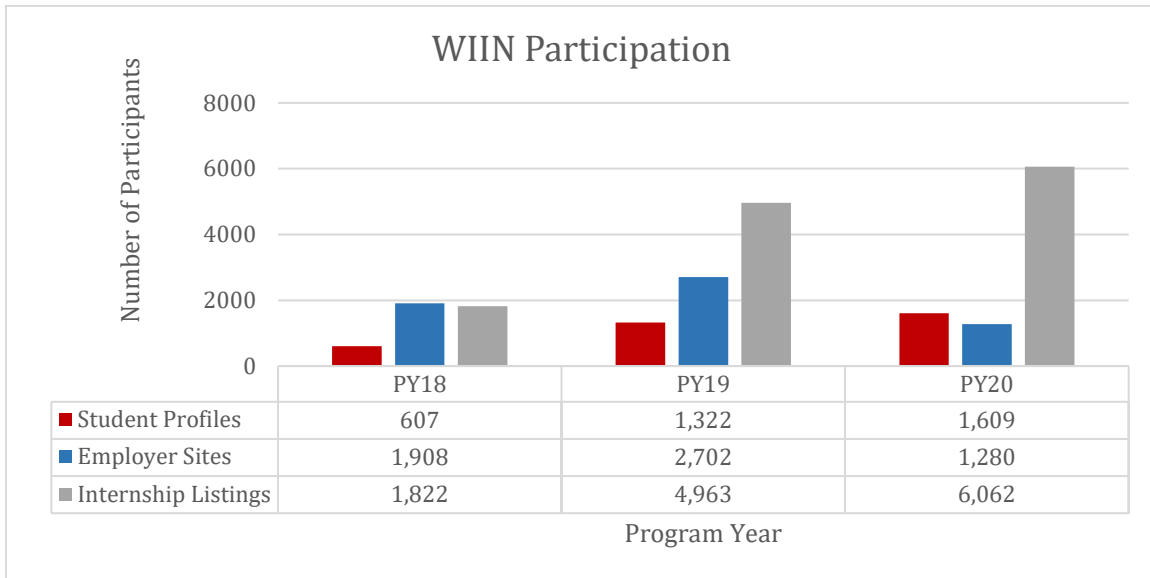
WIIN creates and funds the WisConnect website, which facilitates internship searches for students who wish to gain work experience and for employers who wish to create an internship or hire an intern. WIIN also provides students, employers, and academic advisors with outreach and technical assistance.

Funding

WIIN received about \$180,000 in state funding during fiscal year 2020.

Data

The following graph shows WIIN participation by student profiles, employer sites, and internship listings since the program's inception in 2018.



WORKFORCE INNOVATION AND OPPORTUNITY ACT TITLE II – ADULT EDUCATION AND LITERACY

Title II of WIOA, known as the Adult Education and Family Literacy Act, authorizes funding to states for adult literacy programs to increase literacy among the adult population and English proficiency among English language learners. The program also authorizes funding for state adult education programs to assist adults in obtaining a secondary school diploma. The program is administered by WTCS.

Beneficiaries

Title II of WIOA provides funds for services for adults who are not enrolled in school at the secondary grade level and below. It also funds literacy services to English language learners and educational programs for criminal offenders in correctional institutions.

Eligibility

Generally, to be eligible to receive services funded by a federal grant under Title II of WIOA, an individual must have attained 16 years of age, not be enrolled, or be required to be enrolled, in secondary school as provided in state law, and meet any of the following criteria:

- Be deficient in “basic skills,” which means that the individual is unable to compute or solve problems, or is unable to read, write, or speak English, at a level necessary to function on the job, in the individual’s family, or in society.
- Not have a secondary school diploma or the equivalent level of education.

- Be an English language learner, which means that the individual has limited abilities in reading, writing, speaking, or comprehending English, and either has a native language other than English or lives in a family or community environment where a language other than English is the dominant language.

Services Provided

Title II of WIOA provides funds for education-related services, with the goal of enabling an adult to pursue postsecondary training or obtain employment.

For services to criminal offenders in correctional institutions, services may include academic programs for integrated education and training and career pathways.

Title II of WIOA generally does not include funding for training activities. Certain funds, however, may be used for education and literacy activities offered in collaboration with an employer at a workplace and designed to improve the productivity of the workforce. [29 U.S.C. s. 3272 (16).]

Limits on State's Use of Federal Funds

A state may allocate up to 12.5 percent of its federal funds for activities of statewide significance, referred to as "state leadership activities." These activities must be designed to develop or enhance the adult education system of the state, such as the establishment or operation of professional development programs to improve instruction or integrating literacy and English language instruction with occupational skill training. [29 U.S.C. ss. 3302 (a) (2) and 3303.]

At least 82.5 percent of the federal funds must be subgranted to local providers of adult education services. Local providers may include a local educational agency, an institution of higher education, a library, a public housing authority, or a community-based or faith-based organization.

Adult education grants require a state match. A state must ensure that 25 percent of the state's total adult education resources are from non-federal sources. [29 U.S.C. s. 3302 (b).]

Coordination

As part of a state's allotments for state leadership activities, a state must include activities to align its adult education and literacy activities with one-stop service center partners and with the following core programs:

- Youth workforce investment activities and adult and dislocated worker employment and training activities.
- Federal Employment Service activities authorized under the Wagner-Peyser Act.
- Rehabilitation Act of 1973 activities.

[29 U.S.C. s. 3303 (a) (1) (A).]

GENERAL EDUCATIONAL DEVELOPMENT AND HIGH SCHOOL EQUIVALENCY DIPLOMA TESTS

DPI's General Educational Development (GED) and High School Equivalency Diploma (HSED) tests offer Wisconsin residents who do not have a high school diploma the ability to earn its equivalent.

Services Provided

The GED and HSED programs can best be described as providing basic education services.

Eligibility

To be eligible for a GED or HSED credential, a person must:

- Be at least 18 and one-half years old, or the class with which the person entered ninth grade must have graduated from high school.
- Have resided in Wisconsin for at least 10 days or be a migrant worker or child of a migrant worker.
- Complete an application form and pay a testing and credential fee.
- Complete a counseling session provided by a qualified agency, such as a high school. The session must include:
 - An assessment of the person's reading level, career interests, and career aptitudes.
 - A discussion of the person's options regarding the completion of high school, the HSED, and the GED, and the requirements, expectations, benefits, and limitations of each option.
 - The development of a plan for completing one of the options discussed and subsequent activities necessary to work toward an identified goal, career, or occupation.

[s. PI 5.03, Wis. Adm. Code.]

Program Description

The GED and HSED programs offer counseling to assess the person's reading level and career interests, and testing to obtain the educational credential.

PART V

PROGRAMS INTEGRATED INTO K-12

This part describes the following programs that are integrated into K-12 and postsecondary education: Federal Carl Perkins V Act and the state programs it authorizes; Academic and Career Planning (ACP); Career and Technical Education (CTE) Technical Incentive Grants; Elementary and Secondary Education Act Title I - Parts C and D; Wisconsin Educational Opportunities Program (WEOP); and Wisconsin Economic Development Corporation (WEDC) Fabrication Labs.

The following table summarizes these programs, and they are each described in more detail, below.

Program	Agency	Target Population	Services	Funding Source
Perkins V and state programs	DPI, in coordination with the Governor's Council on Workforce Investment, WTCS, DOC, schools, businesses, and employers	All students	Basic education, work readiness, and job training services, particularly in CTE programs	Federal funding
ACP	DPI, in coordination with schools, businesses, and employers	Students in grades six through 12	Basic education and work readiness services	State funding
CTE Technical Incentive Grants	DPI, with DWD and WTCS	Public school districts and students	Basic education and work readiness services for students in CTE programs	State funding
Elementary and Secondary Education Act Title I - Parts C and D	DPI	Migrant, neglected, delinquent, and at-risk students	Basic education services	Federal funding
WEOP	DPI	Students, particularly minority and economically-disadvantaged	Basic education and work readiness services, particularly for college and career planning	State and federal funding
WEDC Fabrication Labs	WEDC	Public school districts and tribal schools	Equipment to provide students with basic education and work readiness services	State, with 50 percent recipient match

FEDERAL CARL PERKINS V ACT

Through the Strengthening Career and Technical Education for the 21st Century Act (commonly referred to as Carl Perkins V or Perkins V, as the latest reauthorization of the Carl D. Perkins Vocational and Technical Education Act), the federal government develops and supports local career and technical education (CTE) programs at the secondary and postsecondary levels. States receive grant money from the federal government and then distribute funds to local CTE providers according to certain allocation formulas.

Federal law requires that the funds be directed to the state's sole agency responsible for administering or supervising the administration of career and technical education. [20 U.S.C. ss. 2302 (18), 2341, and 2342.] In Wisconsin, the Wisconsin Technical College System (WTCS) acts as the recipient state agency and works with DPI to administer the grants.

One of Perkins V's stated purposes is to increase state and local flexibility in providing services and activities to improve career and technical education. Recipients must use funds for certain purposes that help CTE students attain technical skills and earn an industry-recognized credential, certificate, or postsecondary degree.

Application

Each state must submit a state plan to the U.S. Department of Education every four years. In developing the plan, the lead state agency must consult with certain stakeholders, including the governor, representatives of secondary and postsecondary CTE programs, representatives of state workforce development boards, and representatives of agencies that serve homeless children and at-risk youth.

Program Description

Each local educational agency⁵⁰ (sometimes referred to as a LEA) receiving funding must develop, coordinate, implement, or improve CTE programs to meet the needs identified in a comprehensive needs assessment. The funds must be used to support CTE programs that are effective and that do the following:

- Provide career exploration and development activities through an organized systematic framework that is designed to aid students in making informed decisions about their future education by, for example, providing an introductory course on career exploration.
- Provide professional development for educators.
- Provide within CTE programs the skills necessary for students to pursue careers in high-skill, high-wage, or in-demand industry sectors or jobs.
- Support integration of academic skills into CTE programs and programs of study to support CTE participants at the secondary and postsecondary levels.

⁵⁰ A local educational agency is a public board of education or other public authority that administratively controls, directs, or performs a service function for a public elementary or secondary school. In Wisconsin, it generally means a school district. [20 U.S.C. ss. 2302 (31) and 7801 (30).]

- Plan and implement elements that support CTE programs that result in increasing student achievement at the local level, such as by creating a curriculum aligned with the requirements for a program of study.

[20 U.S.C. s. 2355.]

Additionally, each state that receives funds must establish, and meet, certain performance measures. The performance measures are created by the federal government, while states and agencies set determined levels of performance that each state and agency must meet. These performance measures must include:

- At the secondary level, core indicators of performance for CTE concentrators,⁵¹ such as the percentage of CTE concentrators who graduate from high school, indicators of CTE quality, the percentage of CTE concentrators who attained relevant additional credit or experience, and the percentage of CTE concentrators in programs that lead to jobs in non-traditional fields.
- At the postsecondary level, core indicators of performance for CTE concentrators,⁵² such as the percentage of CTE concentrators in postsecondary education, the military, a service program, or employment; the percentage of CTE concentrators who receive a recognized postsecondary credential during participation or within one year; and the percentage of CTE concentrators in CTE programs for jobs in nontraditional fields.

These measures are designed to ensure that each state continually makes meaningful progress towards increasing and improving available CTE programs. [20 U.S.C. s. 2323.]

Beneficiaries

Perkins V is intended to improve career and technical education for students in secondary and postsecondary education programs, particularly students in special populations⁵³ and students taking classes in nontraditional fields.⁵⁴

Limits on State's Use of Federal Funds

Funding is determined by a formula that awards proportionally larger grants to states with proportionally larger populations aged 15 to 19 and to states with per capita incomes that are lower than the 50-state average. [20 U.S.C. s. 2321.] States must use 85 percent of funding for local secondary or postsecondary education, and may use up to 10 percent to fund state leadership activities and 5 percent to fund administration costs.

⁵¹ At the secondary level, a CTE concentrator is a person has completed at least two courses in a single CTE program or program of study and is served by an eligible recipient of Perkins V funds. [20 U.S.C. s. 2302 (12) (A).]

⁵² At the postsecondary level, a CTE concentrator is someone who is enrolled at an eligible recipient for Perkins V funds and has earned at least 12 credit within a CTE program or program of study (or completed the program, if it requires fewer than 12 credits). [20 U.S.C. s. 2301 (12) (B).]

⁵³ The following comprise special populations: individuals with disabilities; individuals from economically disadvantaged families; individuals preparing for nontraditional fields; single parents and pregnant women; individuals not in the workforce; English learners; homeless individuals; youth who are in or have aged out of the foster care system; and youth with a parent on active duty in the military. [20 U.S.C. s. 2302 (48).]

⁵⁴ Nontraditional fields are those where individuals from one gender comprise less than 25 percent of the individuals employed in the field. [20 U.S.C. s. 2302 (33).]

Local Secondary and Postsecondary Education Programs

As stated above, each state must use at least 85 percent of its funding for local secondary or postsecondary education programs. States may use this portion of funding for secondary education programs, postsecondary education programs, and recruiting special populations to enroll in CTE programs.

Generally, each state must distribute 30 percent of the funding that it allocates for secondary education under this provision to local educational agencies in proportion to the number of students in the district, and 70 percent to local educational agencies in proportion to the number of in the district who live below the poverty line. However, an allocation generally only may be made to a local educational agency that would receive at least \$15,000 under the formula.⁵⁵ [20 U.S.C. s. 2351.]

For postsecondary institutions, funds are generally allocated from a formula based on the number of students who are Pell Grant recipients and recipients of assistance from the Bureau of Indian Affairs. [20 U.S.C. s. 2352 (a) (2).]

States may also use up to 15 percent of this funding to recruit special populations to enroll in CTE programs, and of this 15 percent allocation, agencies may award grants for certain CTE programs in rural areas, areas with high percentages of CTE concentrators or participants, and areas with disparities or gaps in performance. Additionally, a state may award grants to eligible recipients for certain local CTE activities in underserved areas. Specifically, these grants may be used for rural areas, areas with a high percentage or high number of CTE concentrators or participants, and areas with performance disparities. [20 U.S.C. ss. 2322 (a) (1) and 2355 (c).]

State Leadership Activities

Each state may use up to 10 percent of its funding to carry out certain state leadership activities. As part of this funding:

- Up to 2 percent of the state's allotment must be used to fund services in correctional institutions and educational institutions that serve individuals with disabilities.
- Between \$60,000 and \$150,000 must be available for services that prepare people for careers in nontraditional fields.
- The lesser amount of 0.1 percent of the state's allotment or \$50,000 must be used for recruiting special populations to enroll in CTE programs.

[20 U.S.C. s. 2322 (a) (2).]

The state leadership activities must be used to improve CTE programs, including support for preparing students for jobs in nontraditional fields in current and emerging professions; programs for special populations; individuals in state institutions; and recruiting, preparing, or retaining CTE educators. There are a number of additional permissive uses. [20 U.S.C. s. 2344.]

⁵⁵ A local educational agency may enter into a consortium with other local educational agencies for purposes of meeting the minimum allocation requirement.

Administration Costs

Each state may use up to the greater amount of 5 percent of its allotment or \$250,000 to fund the administration of the plan. Administrative costs include the costs of developing the state plan, renewing local applications, and monitoring program effectiveness. The state agency that receives funding for administration costs, which in Wisconsin is WTCS, must match those costs dollar-for-dollar. [20 U.S.C. s. 2322 (a) (3) and (b).]

Additional Grants

Additionally, the U.S. Department of Education may award grants to programs that “identify, support, and rigorously evaluate” strategies and activities that are “evidence-based and innovative.” These activities must be used to improve and modernize CTE programs and align workforce skills with labor market needs (as part of the state plan), and are primarily used to serve students from low-income families. For example, a grant recipient may design and implement courses or programs that are aligned with labor market needs in new or emerging fields. [20 U.S.C. s. 2324 (e) and (f).]

Coordination

Several aspects of Perkins V require states to coordinate with stakeholders in the workforce development system.

As part of the state plan, each state must describe the coordination of workforce development system activities. When developing the state plan, each state must conduct public hearings and solicit public comments. [20 U.S.C. s. 2342 (a) (3).] The state agency also must consult with, for example, the state workforce development board (the Governor's Council on Workforce Investment), and the heads of other state agencies with authority for CTE programs. [20 U.S.C. s. 2342 (c) (1).] Each state plan must include, among other components, a description of how programs are aligned and coordinated. These requirements include:

- A summary of the state-supported workforce development activities, including the degree to which the state’s CTE programs are aligned with and address the education and skill needs of the state’s employers.
- A strategy for any joint planning, alignment, coordination, and leveraging of funds between the state’s CTE programs and for certain other programs carried out with other federal programs.
- The state’s strategic vision and goals for preparing an educated and skilled workforce and for meeting the workforce needs of employers, and how the state’s CTE programs will meet these goals.

[20 U.S.C. s. 2342 (d)].

Additionally, the state agency that receives Perkins V funds must develop the portion of the state plan regarding adult CTE, postsecondary CTE, and secondary CTE after consulting with the state agency that oversees each respective area of programming. [20 U.S.C. ss. 2333 (b) and 2342 (e).]

Finally, the U.S. Department of Education evaluates states, in part, on the extent to which employers are involved in and benefit from CTE programs. [20 U.S.C. s. 2334 (b) (iii).]

PERKINS V STATE PROGRAMS

Perkins V provides funding for job training and work readiness services for Wisconsin students at the secondary and postsecondary levels. At the secondary level, the Department of Public Instruction (DPI) administers funding for students in grades five through 12 through targeted, high skill, and in-demand career pathways programs. At the postsecondary level, WTCS administers funding for students preparing for high skill, high wage, or in-demand occupations.

In Wisconsin, WTCS and DPI work together to create Wisconsin's state plan. In 2016, DPI, the University of Wisconsin, the Wisconsin Association of Independent Colleges and Universities, and WTCS signed a pledge to work collaboratively to reduce institutional barriers and expand Wisconsin's career pathways aligned with and informed by labor market information. [[Wisconsin 2020 Perkins V State Plan](#), p. 5.] The technical colleges work with employer, industry, and workforce development partners to ensure that programs are aligned directly with workforce needs and skills. They develop and review programs based on labor market research and expertise from program advisory committees. [[Wisconsin 2020 Perkins V State Plan](#), p. 7]

Services Provided

According to WTCS, Perkins V provides Wisconsin secondary and postsecondary students with basic education, work readiness, and job training services.

Eligibility

At the secondary level, DPI provides grants of \$15,000 or more to local educational agencies that meet certain requirements. The local educational agencies must: meet the requirements of at least one approved program of study or career pathway; employ a licensed CTE coordinator or local vocational education coordinator; complete a local needs assessment; answer certain application questions; submit annual reports; and provide certain assurances. In 2020-21, 77 local educational agencies and consortia⁵⁶ qualified and received funds.

At the postsecondary level, all 16 WTCS schools and both Wisconsin tribal colleges receive funding. In 2020, 30,068 students participated in programming funded by Perkins V.

Program Description

At the secondary level, DPI uses Perkins V grants to fund regional career pathways.

A career pathway is a coherent, articulated sequence of rigorous academic and career-related courses that begins in ninth grade and leads to an associate's degree, an industry-recognized certificate or licensure, or a bachelor's degree and beyond. Career pathways in K-12 education are realized through each local educational agency's academic and career planning process. A career pathway:

- Includes academic and CTE content in a coordinated, nonduplicative progression of courses.

⁵⁶ A local educational agency may enter into a consortium with other local educational agencies for purposes of meeting the minimum allocation requirement.

- Offers secondary students the opportunity to obtain postsecondary credits, where appropriate.
- Leads to an industry-recognized credential or certificate at the postsecondary level, or an associate or bachelor's degree.
- Is developed, implemented, and maintained in partnership among secondary and postsecondary education, business, and employers.
- Is available to all students and is designed to lead students through the desired levels of education and training to rewarding careers.

DPI requires each career pathway to include a sequence of courses and at least two of the four following components:

- Work-based learning.
- Industry-based certifications.
- Dual enrollment.
- Career and technical student organization.

At the postsecondary level, the WTCS Board identifies four priorities for the use of postsecondary funding:

- Strengthening CTE programs.
- Funding student support services to promote academic success for CTE students.
- Providing services to retain students in nontraditional occupations training and promote nontraditional occupations fields.
- Facilitating transitions from high school to college.

[WTCS Response.]

Under a new statewide program in the 2020-21 school year, career pathways are developed in consultation with representatives from industry sector employers and associations, workforce development, economic development, higher education, local educational agencies, and Cooperative Educational Service Agencies (CESAs). DPI will organize and leverage collective resources at the regional, rather than local, level.

Coordination

At the secondary level, DPI creates regional career pathways by working with secondary and postsecondary institutions, businesses, and employers. These regional career pathways create a sequence of coursework that connects from high school to credentialing pathways available in the region. The pathways require partners to align state and local economic and education needs, including with in-demand industry sectors and occupations. [WTCS Response, p. 2, and [Wisconsin 2020 Perkins V State Plan](#), p. 24.]

At the postsecondary level, the WTCS Board reviews and approves all new and updated programs through a process that involves labor market research and input from local advisory committees to ensure that programs meet workforce demands. WTCS programs are designed to link together

to create comprehensive career pathways, with multiple entry and exit points. Local workforce development boards support access to career pathways through one-stop service centers and other programs. [[Wisconsin 2020 Perkins V State Plan](#), p. 27.] WTCS also employs career prep coordinators to serve as a liaison between the district's high schools and technical colleges. [[Wisconsin 2020 Perkins V State Plan](#), p. 24.]

DPI and WTCS work with employers, the Department of Workforce Development (DWD), and Workforce Innovation and Opportunity Act (WIOA) partners to coordinate activities and resources. Both the State Superintendent and the President of WTCS serve on the Governor's Council of Workforce Investment, which oversees Wisconsin's WIOA Combined State Plan. Locally, there are 16 Career-Prep consortia in Wisconsin. Members of these consortia include all K-12 school districts in the state, secondary schools funded by the Bureau of Indian Affairs, University of Wisconsin System institutions, and business, industry, and labor organizations. [[Wisconsin 2020 Perkins V State Plan](#), pp. 9-10.]

Funding

DPI receives 45 percent of the Perkins V state funds and WTCS receives the remaining 55 percent. [[Wisconsin 2020 Perkins V State Plan](#), p. 55.]

At the secondary level, DPI allocates funding for local educational agencies based on two factors: 70 percent of funding is based on the district's poverty data, and 30 percent of funding is based on student enrollment. [[Wisconsin 2020 Perkins V State Plan](#), p. 52.]

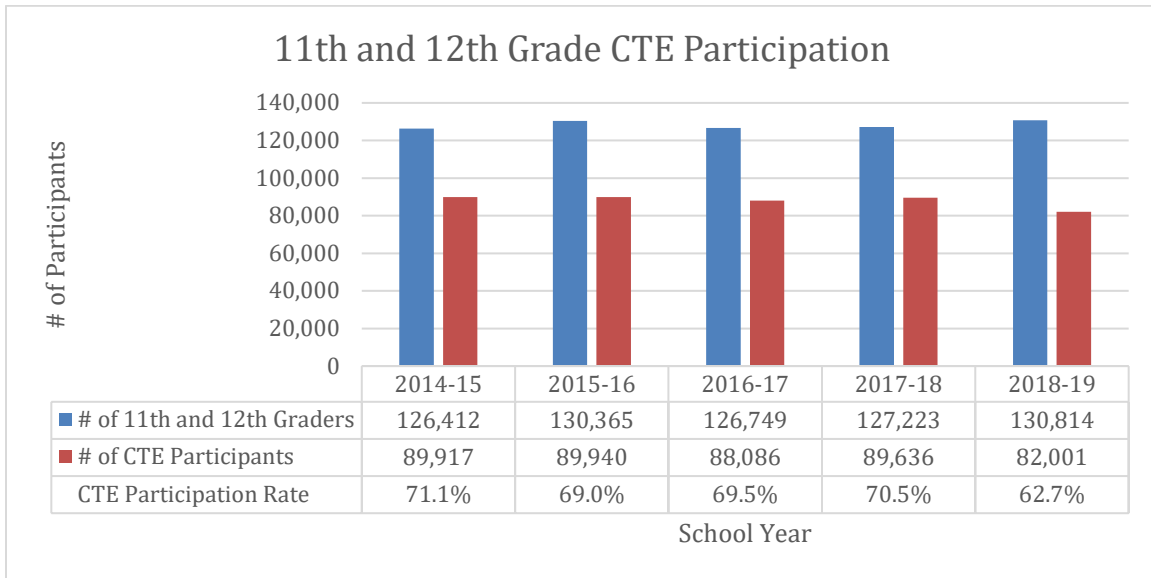
At the postsecondary level, WTCS uses the funds according to four priorities:

- Strengthening CTE programs, such as improving student performance, identifying skill attainment, and building career pathways for adult learners (20 percent of funding).
- Achieving student success, such as providing direct student services, establishing assessment processes for various programs, purchasing student tracking software systems, and participating in the collaborative development of common program outcomes for annually targeted statewide programs (50 percent of funding).
- Assuring access and participation in nontraditional training occupational employment, such as providing career exploration activities, career guidance and counseling, and transition services; developing materials and coordinating marketing strategies to support nontraditional career exploration; developing and offering nontraditional occupation pre-technical courses to provide students with basic competencies or necessary foundational skills; and planning transitional services (5 percent of funding).
- Promoting and supporting high school to college transitions for CTE students, such as developing programs of study (0 to 25 percent of funding).

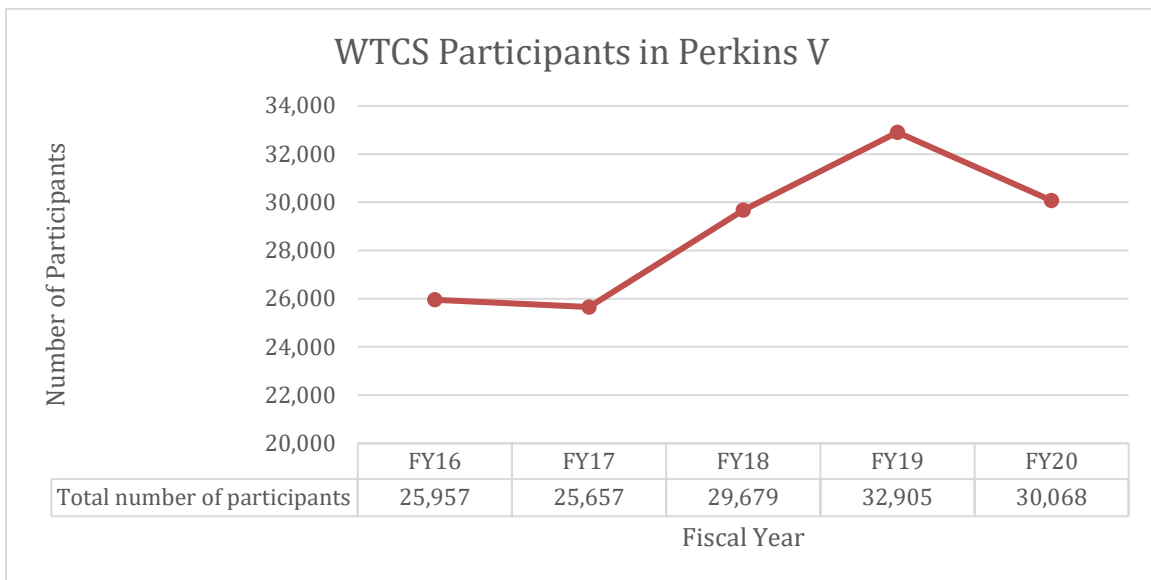
WTCS received just over \$10.5 million in postsecondary funding in 2020. WTCS does not anticipate changes to federal funding. At the secondary level, DPI administered almost \$7.4 million in federal funding to individual school districts, consortia, and charter schools for the 2020-21 school year. WTCS uses 25 percent of its allotment as flex funds, which are allocated locally for any category. [[Wisconsin 2020 Perkins V State Plan](#), p. 51.]

Data

The following graph shows the participation in CTE programs among 11th and 12th grade students since the 2014-15 school year.



The following graph shows the number of participants in programs administered by WTCS and funded by Perkins V since 2016.



ACADEMIC AND CAREER PLANNING

Every student in grades six through 12 must create an academic and career plan (ACP) that is intended to ensure that students successfully transition from high school to postsecondary school or a career. An ACP is a comprehensive plan that includes a student's academic, career, personal,

and social goals and the means for achieving those goals before and after high school graduation. The requirement was created in the 2013-14 biennium and first took effect for the 2017-18 school year. To implement the ACP requirement, DPI must:

- Ensure that every school board provides academic and career planning services.
- Procure, install, and maintain information technology that is used by school districts statewide to provide academic and career planning services.
- Provide guidance, training, and technical assistance to school districts and staff on how to implement model ACPs.

[s. 115.28 (59), Stats.; and s. PI 26.02 (1), Wis. Adm. Code.]

Services Provided

An ACP can best be described as providing secondary students with basic education and work readiness services.

Eligibility

Because every school district in the state must provide students in grades six through 12 with an ACP, there are no eligibility criteria, and the number of students who have an ACP depends simply on the number of students in public schools in those grades across the state.

Program Description

DPI provides students in grades six through 12 with a Xello account.⁵⁷ Xello allows students to take career-related assessments, explore online career and college profiles, and find information about financial aid and employment. [DPI Response, p. 4.] Other services are defined by local school districts.

ACP is intended to ensure that students are ready for employment or postsecondary education upon graduation from high school. To that end, DPI describes the plan as one that presents students with a series of four considerations:⁵⁸

- Who am I? (Know)
- What do I want to do? (Explore)
- How do I get there? (Plan)
- Do it! (Go)

Additionally, each school district is required to provide students with access to a DPI-approved Education for Employment Program, which must include ACP services. The program must incorporate applied curricula, guidance and counseling services, technical preparation, college preparation, youth apprenticeship or other job training, and instruction in skills relating to employment. The program requires school boards to create a long-range plan in conjunction with community stakeholders, such as businesses, postsecondary institutions, and workforce

⁵⁷ More information on Xello is available on DPI's website: <https://dpi.wi.gov/acp/xello-in-wisconsin>.

⁵⁸ https://dpi.wi.gov/sites/default/files/imce/acp/pdf/2020_03_09_ACP_FAQs.pdf.

development organizations. The plan must meet certain requirements regarding career awareness in elementary school, career exploration in middle school, and career planning and preparation in high school. [s. 121.02 (1) (m), Stats.; and s. PI 26.03, Wis. Adm. Code.]

Coordination

ACP is similar to the Perkins V career pathways. However, instead of assisting students only in CTE pathways, ACP is required for all students. As described in the Carl Perkins section, above, DPI creates the regional career pathways in conjunction with secondary and postsecondary institutions, businesses, and employers.

DPI defines a career pathway as a coherent, articulated sequence of rigorous academic and career related courses that:

- Begins in ninth grade and leads to an associate degree, industry-recognized certificate or license, or baccalaureate and beyond.
- Includes academic and CTE content in a coordinated, nonduplicative progression of courses.
- Where appropriate, offers the opportunity for secondary students to acquire postsecondary credits.
- Is developed, implemented, and maintained in partnership with secondary and postsecondary educational institutions, businesses, and employers.
- Is available to all students and is designed to lead to rewarding careers through the desired levels of education and training.⁵⁹

Regarding Education for Employment plans, each school board must create a long-range plan in conjunction with community stakeholders, such as businesses, postsecondary institutions, and workforce development organizations, as described above. Among the provisions required in an Education for Employment plan are the following:

- An analysis of local, regional, and state labor market needs and the educational and training requirements for occupations that will fill those needs.
- A process used to engage parents in academic and career planning that informs parents of academic and career planning services that their child receives, provides parents with opportunities to participate in their child's academic and career planning, and updates parents on their child's progress.
- A strategy for engaging business, postsecondary institutions, and workforce development organizations in implementing the plan.

[s. PI 26.03, Wis. Adm. Code.]

Funding

DPI receives \$1.1 million annually in state funding to implement this program.

⁵⁹ Career Clusters and Pathways, <https://dpi.wi.gov/cte/career-clusters>.

CTE TECHNICAL INCENTIVE GRANTS

CTE Technical Incentive Grants are intended to train students for careers in industries and occupations that face workforce shortages. To administer training programs for these industries and occupations, DPI receives funding from DWD under a memorandum of understanding, and in turn provides funding to public school districts that gain DPI approval. [s. 106.273 (5), Stats.]

DWD, DPI, and WTCS must confer annually to identify industries and occupations that face workforce shortages or shortages of adequately trained, entry-level workers. Once the industries and occupations are identified, DPI must notify school districts so that they may create relevant certification programs. DPI must approve industry-recognized certification programs that are designed to address the workforce shortages identified by DWD, DPI, and WTCS or that prepare students for occupations as firefighters, emergency medical responders, or emergency medical services practitioners. [s. 106.273 (1) and (2), Stats.]

Services Provided

CTE Technical Incentive Grants can best be described as providing funding for students to receive basic education and work readiness services.

Eligibility

CTE Technical Incentive Grants are available to all secondary public school districts. Grants are also available to students who complete certain training programs for occupations as a firefighter, emergency medical responder, or emergency medical services practitioner.

Program Description

DPI may provide grants to a school district or directly to students.

DPI provides funding to school districts that meet eligibility criteria based on the number of students who earn certificates from an approved list of certifications established by DWD, and on the number of students who graduate with a regular high school diploma or technical education high school diploma. The statutory award for each school district is \$1,000 per pupil who meets the eligibility requirements, but due to funding shortages, each approved school district receives a prorated amount. [s. 106.273 (3), Stats.]

DPI also provides money directly to students. Students who complete an Emergency Medical Technician, Emergency Medical Responder, Firefighter 1, Firefighter 2, or Firefighter Inspector certificate receive \$500 for each certificate earned. [s. 106.273 (4), Stats.]

Coordination

As discussed above, the program requires DWD, DPI, and WTCS to confer annually to identify the industries and occupations that face workforce shortages. [s. 106.273 (1), Stats.]

The grant program is connected to the regional career pathway councils (under Perkins V) to help employers identify credentials desired for employees.

Funding

For the class of 2019, \$6.5 million in state funding was made available to DPI for awards to school districts.

Data

For the class of 2019, DPI received a total of 8,813 claims from 322 school districts, of which 7,766 claims were eligible. Also for that class, 111 students received \$500 for each certificate earned.

FEDERAL ELEMENTARY AND SECONDARY EDUCATION ACT, TITLE I - PARTS C AND D

Title I - Parts C and D are federal programs that are authorized and funded under the federal Elementary and Secondary Education Act. Part C addresses the education of migrant children. Part D addresses the education of neglected, delinquent, and at-risk students.

Application

For Part C, states must submit an application that includes certain descriptions, including the steps the state will take to provide migrant children with the opportunity to meet the same academic standards that all children are expected to meet. [20 U.S.C. s. 6394.]

Eligibility

All states are eligible to receive funding. Under Part C, students whose parents are migrant agricultural workers and migrant agricultural workers up to age 21 who do not have a high school diploma or General Educational Development (GED) are eligible for services. Under Part D, students who are neglected, delinquent, or at-risk are eligible for services.

Services Provided

Title I - Parts C and D can best be described as providing migrant children and neglected, delinquent, and at-risk students with basic education services.

Program Description

For Part C, states must prioritize services to migrant children who are failing, or most at risk of failing, to meet the state's academic content and achievement standards, and whose education has been interrupted during the regular school year by migration. [20 U.S.C. s. 6394 (d).]

At the state level, Part C funds the Migrant Education Program (MEP). MEP is a federal supplemental education program for students whose parents are migrant agricultural workers and for migrant agricultural workers up to age 21 who do not have a high school diploma or GED. In Wisconsin, MEP is a summer-only program and is administered by educational entities in five regions. Each educational entity serves as a regional coordinator and creates a unique summer program intended to meet the needs of migrant students.

For Part D, the U.S. Department of Education provides grants for programs of education for neglected, delinquent, or at-risk children. The programs are intended to: provide these students with improved educational services so that they meet the same state academic content and

achievement standards that other students are required to meet; provide these students with the services needed to successfully transition from institutionalization to further schooling or employment; prevent at-risk youth from dropping out of school; and provide students who have dropped out with a support system so that they can continue their education. [20 U.S.C. s. 6421.]

At the state level, Part D funds programming for youth in state-operated correctional facilities and local school districts that provide instruction in locally operated juvenile correctional facilities.

Funding

For Part C, each state receives funding from the U.S. Department of Education. Funding is based on two sources of information: the number of migrant children aged three through 21 who live in the state full time or part time; and average per-pupil spending in the state. [20 U.S.C. s. 6393.]

For Part D, each state may use funds from the U.S. Department of Education to establish or improve programs of education for neglected, delinquent, or at-risk children. [20 U.S.C. s. 6421 (b).]

WISCONSIN EDUCATIONAL OPPORTUNITIES PROGRAM

The Wisconsin Educational Opportunities Program (WEOP) is intended to encourage and assist students, generally minority and economically-disadvantaged students, to pursue postsecondary educational opportunities. By helping students achieve postsecondary academic success, it is intended to prepare students to enter Wisconsin's workforce by helping them gain advanced skills.

Services Provided

WEOP can best be described as providing students with basic education and work readiness services.

Eligibility

Eligibility for WEOP varies based on the particular program. In general, WEOP programs are intended to assist minority and economically disadvantaged students.

Program Description

WEOP includes four state programs and three federal programs: the state-funded Precollege Scholarship Program, Early Identification Program, Talent Incentive Program (TIP), and State Talent Search Program, and the federally funded Gaining Early Awareness and Readiness for Undergraduate Programs (GEAR UP), Federal Talent Search Program, and Upward Bound. Each of these programs is described in more detail, below.

WEOP services are free for students and provide students with financial and academic services. Academic services that students may receive include academic, career, and financial counseling, career and educational assessments and exploration, and college preparation assistance.

Financial services that students may receive include scholarships, grants, and fee waivers for college admission applications and college admission test registration.

Precollege Scholarship Program

The Precollege Scholarship program awards precollege scholarships to economically disadvantaged students⁶⁰ in grades six through 12 on a competitive basis. To be eligible, students must be enrolled in either: (1) a technical college or (2) college or university classes or programs that are “designed to improve academic skills that are essential for success in postsecondary school education.” [ss. 115.28 (23) (c) and 115.43, Stats.]

The programs must include at least one of the following components:

- Reinforcement in basic skills and competencies, such as reading, writing, speaking, listening, math, and reasoning.
- Reinforcement in skills and attitudes necessary for success in college and employment, including study skills, work habits, and instructor and employer expectations.
- Special experiences, such as computer camps and workshops in science, math, writing, reading, arts, and humanities.
- Reinforcement in employability skills and attitudes.

[s. PI 22.04 (2), Wis. Adm. Code.]

DPI must set annual goals relating to increasing the percentages of economically disadvantaged students who graduate from high school and are prepared for postsecondary school education, and must give preference when awarding scholarships to students who are inadequately represented in the WTCS and University of Wisconsin System. [ss. 115.28 (23) (c) and 115.43, Stats.] Scholarships are awarded to students and paid to the postsecondary educational institution that provides the precollege program in which the student is enrolled. [s. PI 22.06, Wis. Adm. Code.]

Early Identification Program

The Early Identification program helps minority and economically disadvantaged students in grades eight through 12 pursue higher educational opportunities by providing direction toward the attainment of career goals. [s. 115.44, Stats.]

Talent Incentive Program

TIP provides supplemental aid to students with financial need and nontraditional or disadvantaged circumstances in order to promote attendance at a Wisconsin college or university. TIP grant awards range from \$600 to \$1,800 based on the number of continuing students, as determined by the Higher Educational Aids Board (HEAB).⁶¹ Grants may be renewed for up to 10 semesters and are awarded on a first-come, first-served basis.⁶² [s. 115.28 (23) (b), Stats.]

⁶⁰ An economically disadvantaged student is a student who qualifies for a free or reduced-price lunch under 42 U.S.C. s. 1758 (b) (1). [s. 115.43 (1), Stats.]

⁶¹ HEAB is the state agency that is responsible for managing and overseeing financial aid for Wisconsin residents who attend institutions of higher education. It is distinct from DPI.

⁶² See <https://dpi.wi.gov/weop/tip-grant>.

State Talent Search Program

The State Talent Search program provides youths and adults with information about postsecondary education and counseling, thus helping students define educational goals, apply for and enroll in postsecondary institutions, and obtain financial aid. There are no specific student eligibility requirements. Examples of services provided by the State Talent Search program include helping families navigate the college admissions and financial aid process and presenting information and resources about college and career readiness activities. [s. 115.28 (23) (a), Stats.]

DPI's funding for WEOP services also comes from the following federal programs, which are discussed below: GEAR UP; the Federal Talent Search Program; and Upward Bound.

Gaining Early Awareness and Readiness for Undergraduate Programs

To be eligible for a GEAR UP grant, a student must be enrolled in grades six through 12 at a GEAR UP target school and be eligible for free or reduced price meals. Grants are intended to meet the following objectives for enrolled students:

- Increase academic performance and preparation for postsecondary enrollment.
- Increase the rate of high school graduation and enrollment in postsecondary education, without the need for remediation.
- Increase students' and families' knowledge of postsecondary education options, preparation, and financing.

GEAR UP provides students with the following services:

- One-on-one academic, career, or personal advising.
- Personalized mentoring throughout the senior year of high school and first year of college.
- Close monitoring of grades, attendance, and homework completion and early intervention through tutoring or referrals.
- Instruction and guidance on college and career readiness topics.
- College visits and cultural events.
- Consideration for the GEAR UP Scholarship.⁶³

Federal Talent Search Program

The Federal Talent Search program assists low-income and first-generation students prepare for their future educational goals. It provides services for students in grades six through 12 at target schools. The program provides students with the following services:

- One-on-one academic, career, or personal advising.
- Instruction on topics such as study skills, how to choose courses to be successful in high school, time management, and how to apply for college.
- Transition strategies from eighth grade to high school and from high school to college.

⁶³ See <https://dpi.wi.gov/weop/gearup>.

- College visits.
- Cultural events.
- College admission test preparation.
- College admission and financial aid application assistance.
- Fee waivers for college admission applications and college admission test registration.
- Grade, attendance, and homework monitoring.⁶⁴

Upward Bound Program

The Upward Bound program provides support to low-income and first-generation students enrolled in three high schools in Wausau as they prepare for college entrance. The program provides the following services:

- A six-week summer academic program on a college campus.
- Instruction on topics such as study skills, how to choose courses to be successful in high school, time management, and how to apply for college.
- Transition strategies from eighth grade to high school and from high school to college.
- College visits.
- Cultural events.
- College admission test preparation.
- College admission and financial aid application assistance.
- Fee waivers for college admission applications and college admission test registration.
- Grade, attendance, and homework monitoring.⁶⁵

Funding

The Precollege Scholarship program and Early Identification program are funded by state appropriations made to DPI. [s. 20.255 (1) (a) and (3) (fz), Stats.] For the TIP grants, HEAB determines each year the amount of funds awarded for continuing students.

GEAR UP, the Federal Talent Search program, and Upward Bound are funded by the U.S. Department of Education.

WEDC FABRICATION LABORATORIES GRANT PROGRAM

The Wisconsin Economic Development Corporation (WEDC) administers the Fabrication Laboratories Grant program (known as Fab Labs) to support science, technology, engineering, arts, and math in public schools.

⁶⁴ See <https://dpi.wi.gov/weop/federal-talent-search>.

⁶⁵ See <https://dpi.wi.gov/weop/upward-bound>.

Services Provided

The Fab Labs program can best be described as providing basic education and work readiness services.

Eligibility

An applicant must be either a school district or a tribal school (or consortia thereof). WEDC makes awards on a competitive basis.

Program Description

Fab Lab grants may be used to purchase and install equipment used for instructional and educational purposes by elementary, middle, or high school students. A grant may be up to \$25,000 (or up to \$50,000 for a consortium). An applicant must provide 50 percent matching funds.

Funding

Fab Labs are state-funded. In fiscal year 2020, WEDC awarded Fab Labs grants of almost \$700,000, bringing the total awards since program inception to around \$2.8 million.

Data

In fiscal year 2020, WEDC awarded 31 grants (out of 31 applications). Since program inception, WEDC has made 119 Fab Lab grants to 77 recipients.

WEDC's goal for fiscal year 2021 is to make 20 awards totaling \$500,000.⁶⁶

⁶⁶ See WEDC, [FAQs for Fab Labs](#) and [program guidance](#).

PART VI

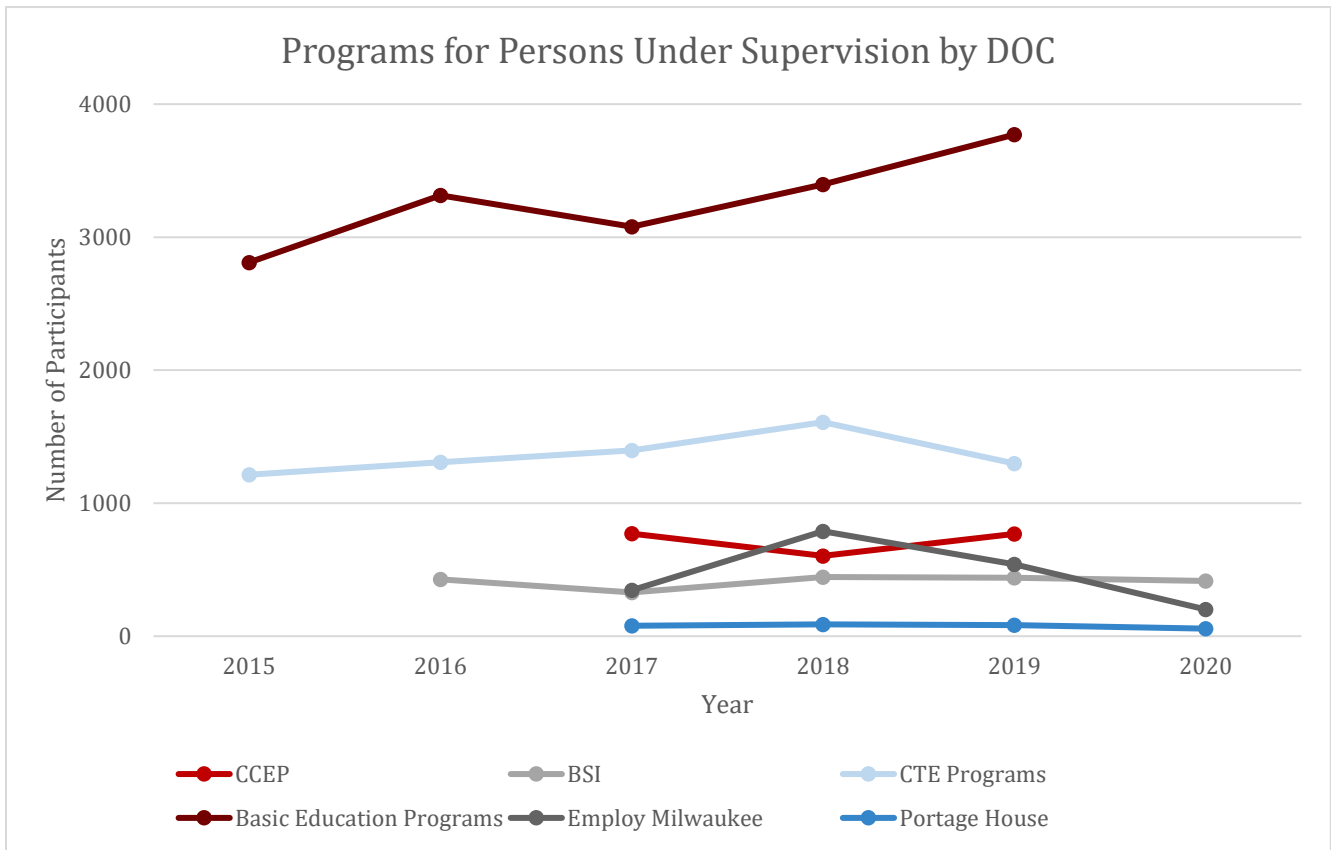
PROGRAMS FOR PERSONS UNDER SUPERVISION BY THE DEPARTMENT OF CORRECTIONS

This part describes the following programs for persons under supervision by the Department of Corrections: Community Corrections Employment Program (CCEP); Badger State Industries (BSI); Windows to Work; Education programs (basic education and career and technical education (CTE)); and Contracted Workforce Services (consisting of Employ Milwaukee and Portage House).

The following table summarizes these programs, and they are each described in more detail, below.

Program	Agency	Target Population	Services	Funding Source
CCEP	DOC, in coordination with employers	Inmates nearing release	Work readiness and job training services	State funding
BSI	DOC	Inmates	Job training services in industry and trades	State funding
Windows to Work	DOC, in coordination with local workforce development boards	Inmates	Work readiness, job training, job search, job placement, and work support services, including reducing barriers to employment	State funding
Education programs	DOC, in coordination with WTCS for certain programs	Inmates	Basic education and work readiness in CTE fields	State funding
Contracted Workforce Services	Local providers	Offenders on supervision	Job training, job placement, and work support services	State funding

The following graph shows the recent participation rates for the services provided by the programs described in this part.



OVERVIEW

The Department of Corrections (DOC) is required to establish community services that are intended to increase public safety and reduce the risk that offenders on community supervision will reoffend. These services must include alcohol and other drug treatment, cognitive group intervention, day reporting centers, and treatment and services that are demonstrated to be successful and reduce recidivism. When establishing these community services, DOC must consider the capacity of existing services, as well as any needs that are not met by those services.

DOC's community services are also required to focus on reducing offender attributes and factors that are likely to lead to criminal behavior, through services such as employment training and placement, educational assistance, transportation, and housing. DOC currently employs five programs, or groups of programs, under the community services framework. Each program is state-funded. [s. 301.068, Stats.]

COMMUNITY CORRECTIONS EMPLOYMENT PROGRAM

The Community Corrections Employment Program (CCEP) is a statewide program designed to help clients gain the skills that are necessary to obtain and maintain employment. The program has three main components: work experience; on-the-job training; and educational and training assistance. CCEP services are primarily provided to offenders who are nearing release from custody, but offenders on probation are considered for the program as resources allow. [[2019 Becky Young report](#), p. 12.]

Services Provided

CCEP can best be described as providing offenders with work readiness and job training services.

Eligibility

When determining an offender's eligibility, DOC considers whether the offender:

- Has an identified probable or highly probable employment need according to COMPAS.⁶⁷
- Is nearing release in a Division of Adult Institutions facility and has at least six months of community supervision remaining.
- Is willing to fully participate in the program, including any requirements and training.
- Receives similar services from another agency.
- Has any barrier, legal or otherwise, that would preclude participation in competitive full-time employment, such as a pending court case or mental health issues.
- Has unresolved criminogenic needs that would preclude participation in competitive full-time employment, such as intense substance use disorder treatment needs or day treatment requirements that would preclude participation in employment.

Program Description

Through CCEP, DOC offers five programs to clients: Direct Placement Services, the Work Experience Program, the On-the-Job Training Program, the Training Opportunities for Placement Program, and Cognitive-Behavioral Interventions for Offenders Seeking Employment.

Direct Placement Services provide clients with orientation and referral to local employment resources, local labor market information, assistance with resume development, assistance obtaining a state identification or driver's license, and help with job search strategies.

The ***Work Experience Program*** is designed to provide meaningful work experience opportunities to clients with limited work history, so that they are better prepared for permanent employment. The program is intended to provide clients with employment experience, work history, positive work references, and an immediate basic income. Clients are placed at work sites, which are limited to public agencies and 501 (c) (3) nonprofit organizations. Clients' wages are paid by DOC.

⁶⁷ COMPAS, or Correctional Offender Management Profiling for Alternative Sanctions, is a criminogenic risk and needs assessment tool. See <https://doc.wi.gov/Pages/AboutDOC/COMPAS.aspx>.

The *On-the-Job Training Program* is designed to help clients find permanent employment. Through the program, CCEP contracts with employers, who are provided with wage subsidies in exchange for agreeing to hire clients in a permanent position at a prevailing wage for the position. CCEP reimburses the employer for part of the costs of training.

The *Training Opportunities for Placement Program* is intended to reimburse education costs for clients who are in postsecondary education or certified vocational training programs. Clients receive financial vouchers, which they may use for tuition, fees, books, supplies, and other required material.

Cognitive-Behavioral Interventions for Offenders Seeking Employment is intended to provide clients with the skills needed to obtain and maintain employment. The program uses cognitive-behavioral teaching strategies so that clients are better equipped to identify and manage high-risk situations, with a particular emphasis on developing cognitive, social, emotional, and coping skills.

Coordination

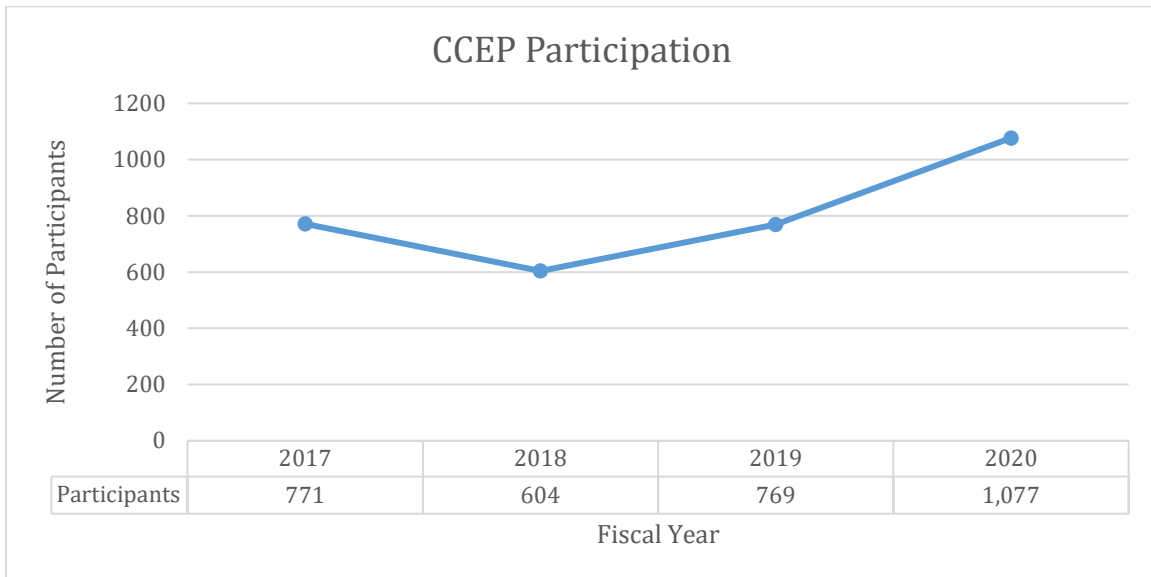
CCEP employment program coordinators build relationships with employers to grow engagement and conduct employment readiness groups. The coordinators may also refer participants to training opportunities and other activities with Wisconsin Technical College System (WTCS) schools, local workforce development boards, the Department of Workforce Development (DWD), and other community providers. [[2020 Becky Young Report](#), p. 12.]

Funding

CCEP funding for fiscal year 2019 totaled approximately \$750,000.

Data

The following graph shows CCEP participation since 2017.⁶⁸



BADGER STATE INDUSTRIES

Badger State Industries (BSI) provides incarcerated offenders with work skills, habits, and training necessary to retain employment in business and industry after their release from incarceration. BSI may “engage in manufacturing articles for and providing services to” the state, state agencies, and any tax-supported institution or nonprofit. BSI is a component of DOC’s Bureau of Correctional Enterprises. [s. 303.01 (1), Stats.; and s. DOC 313.01 (1), Wis. Adm. Code.]

DOC may establish prison industries, subject to approval by the Prison Industries Board and the Joint Committee on Finance. BSI is funded with revenue from the sale of goods manufactured by participants. [s. DOC 313.04 (1), Wis. Adm. Code.]

Services Provided

BSI programs can best be described as providing offenders with job training services.

Eligibility

Offenders who have no major institutional rule violations in the last 12 months and who have earned a high school diploma or equivalency degree are eligible to participate in BSI.

⁶⁸ DOC divides programming among eight regions shown in this [map](#).

Program Description

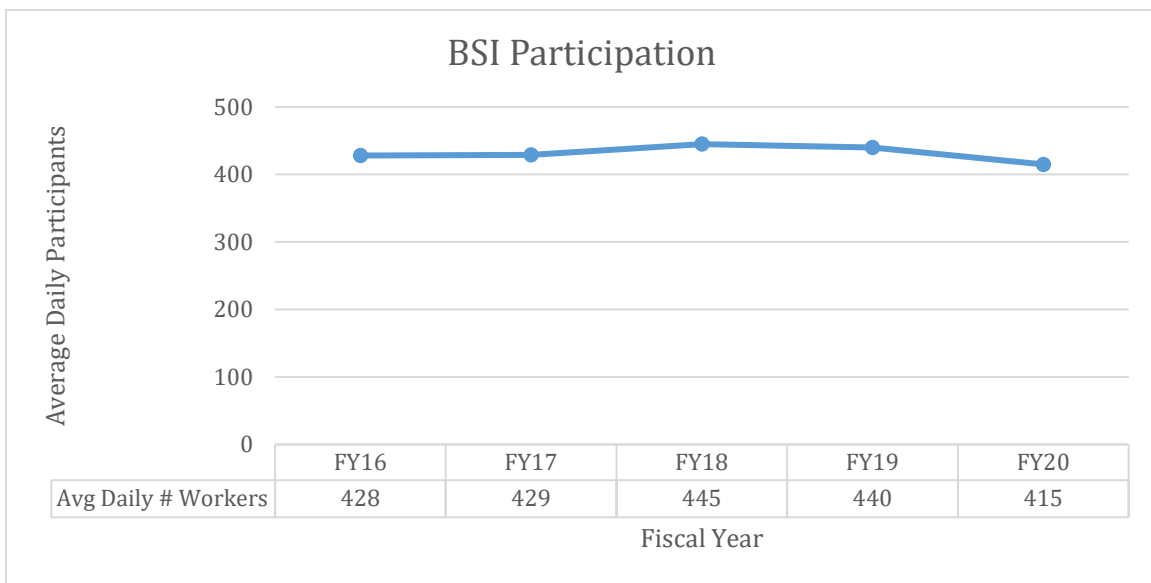
Participants receive on-the-job training, experience and an hourly wage. The work experience depends on the facility, as each of the 11 participating DOC facilities⁶⁹ operates a different industry. Industries include, for example, custom signs, wood fabrication, and durable medical equipment refurbishing.

Funding

In addition to funds from sales revenue, BSI also received \$75,500 in fiscal year 2019 appropriations for the durable medical equipment refurbishing industry.

Data

The following graph shows participation in Badger State Industries since 2016.



WINDOWS TO WORK

Windows to Work is a pre- and post-release program that is intended to help clients gain and maintain meaningful employment by providing interventions that are targeted to address criminogenic needs that can otherwise lead to recidivism. DOC contracts with the 11 workforce development boards to provide (or subcontract to provide) a Windows to Work program at certain state institutions or county jails in each regional workforce development area. Currently, the program is offered in 15 DOC institutions and six county jails. The program is a component of DOC's Reentry Unit.

⁶⁹ The participating facilities are: Columbia, Fox Lake, Green Bay, Jackson, New Lisbon, Oakhill, Oshkosh, Redgranite, Stanley, Taycheedah, and Waupun Correctional Institutions.

Services Provided

Windows to Work can best be described as providing offenders with work readiness, job training, job search, job placement, and work support services.

Eligibility

To be eligible for Windows to Work, offenders must:

- Be incarcerated at a participating institution or county jail.
- Be scheduled for release to the community between 60 days and 12 months after enrollment in the program.
- Have at least one year of community supervision remaining after release.
- Not be medically identified with a “no work” status in the institution.
- Have mental health that is adequately stable for participation in competitive, full-time employment.
- Not have an active detainer that would prevent post-release participation.
- Have a COMPAS risk level of medium, medium with override consideration, or high.
- Not have received supplemental security income (SSI) or Social Security disability insurance (SSDI) benefits within 12 months preceding incarceration, and not be eligible for SSI or SSDI benefits upon release.

Additionally, priority in enrollment is offered to an offender whose DOC agent is within the local workforce development board area associated with the participating facility.

Program Description

Five components comprise the Windows to Work program:

- Cognitive intervention.
- General work skills and expectations.
- Financial literacy.
- Community resources.
- Job seeking, applications, and resumes.

Pre-release services begin about three to nine months prior to release from incarceration. During the pre-release portion of the program, participants receive classroom training in the five components. [[Windows to Work Program Manual](#), p. 17 (2018).]

After an offender is released, Windows to Work coaches provide services for approximately 12 months, up to a maximum of 18 months. [[Windows to Work Program Manual](#), p. 21 (2018).] A coach helps a participant access available community resources, and in some situations may have funding available to assist with transportation, education, and obtaining identification and work supplies, to reduce barriers to employment. [[2020 Becky Young Report](#), p. 13.]

Windows to Work also may support educational programming where appropriate.

Coordination

DOC contracts with the local workforce development boards to provide Windows to Work services.

Funding

Windows to Work programs are funded through two DOC appropriations. For fiscal year 2020, the total appropriation was around \$1.5 million.

Data

In fiscal year 2020, participants obtained 447 episodes of employment, of which 98 percent were unsubsidized employment. [[2020 Becky Young Report](#), p. 21.]

According to fiscal year 2019 data, there were also 23 participants enrolled in educational programming opportunities: 17 were enrolled in a WTCS program for vocational or technical training and six were working on college coursework. [[2019 Becky Young Report](#), p. 13.]

BASIC EDUCATION AND CTE PROGRAMS

DOC's Office of Program Services oversees education opportunities for offenders in DOC institutions.

Services Provided

DOC's education services can best be described as providing offenders with basic education and work readiness services.

Program Description

Basic Education

All offenders who are enrolled in educational programming at medium- and maximum-security institutions are required to take the Test of Basic Adult Education (TABE). The TABE identifies a person's academic strengths and weaknesses and can be used to produce an education plan.

Most institutions offer adult basic education instruction, which generally includes reading, writing, math, and life skills. It may be provided through individualized instruction, computer-assisted instruction, peer or community tutor assistance, small group instruction, and regular class instruction

Most institutions also offer instruction to prepare offenders to take the High School Equivalency Diploma (HSED) examination. DOC provides instruction on each subject included on the HSED: citizenship/civics; employability skills; health; mathematics; science; social studies; and reasoning through language arts. An offender's TABE score is used for determining whether HSED preparation is appropriate. DOC also provides HSED testing and successful students receive a diploma from DPI.

DOC and DPI coordinate a separate education program for offenders who demonstrate strong learning credentials, but cannot translate or apply those skills on standardized HSED or General Educational Development (GED) testing formats.

Career and Technical Education Programs

Most facilities with on-site education services also provide career and technical education (CTE) programs. Each CTE program is affiliated with and accredited by WTCS. Students may receive certificates, CTE diplomas, or credit towards an associate degree in approximately 20 different occupational areas.

DOC also provides apprenticeship and pre-apprenticeship programs. Offenders may participate in internships in positions such as restaurant cook, baker, horticulturist, and carpenter.

DOC also provides pre-apprenticeship opportunities in computer numerical control (commonly referred to as CNC), manufacturing, building maintenance and construction, and welding.

Finally, DOC offers accelerated, academy-style CTE opportunities in several facilities in areas such as construction fundamentals, industrial maintenance, and gas metal arc welding. These programs are based on local job markets, area technical college program offerings, and available resources at the institution.

College Programs

Several University of Wisconsin System and WTCS programs offer correspondence courses that offenders may take to earn college credit.

Eligibility

DOC assigns offenders to education programs based on the offender's TABE score.

Coordination

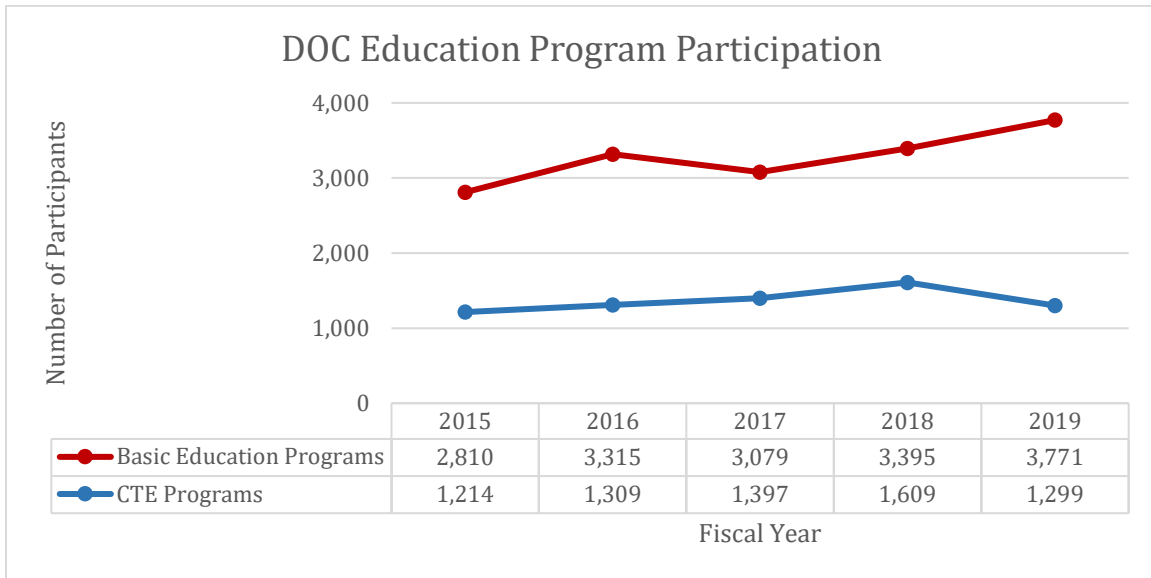
DOC's CTE programs are affiliated with and accredited by WTCS. Also in collaboration with WTCS, DOC offers academy-style CTE training opportunities at some institutions.

Funding

In addition to various federal funds, the division of DOC that houses the Office of Program Services received state funding of about \$2.9 million for fiscal year 2021.

Data

The following graph shows offender participation in DOC education programs, grouped by program classification, since 2015.



CONTRACTED WORKFORCE SERVICES

Portage House and Employ Milwaukee are two programs that operate under the umbrella category of Contracted Workforce Services. The programs are contracted to providers and managed by the Division of Community Corrections within DOC.

Program Description

Employ Milwaukee, the local workforce development board for Milwaukee County, provides certain services to offenders pursuant to a contract with DOC. Employ Milwaukee provides employment services, including job development, job placement, advocacy, and training, to offenders who have been convicted of a crime in adult court and are under DOC supervision.

Portage House is a community-based residential facility that provides offenders with a structured living and learning experience. It focuses on helping offenders maintain sobriety and gain employment and basic living skills. It is located in Stevens Point and operated by Portage County Health and Human Services.

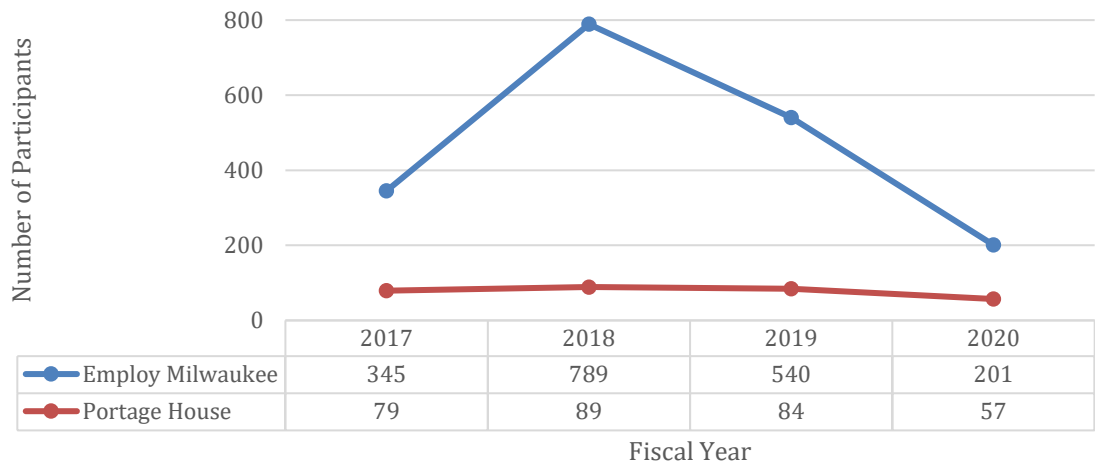
Funding

In fiscal year 2020, Employ Milwaukee received around \$210,000 and Portage House received \$600,000 in state funding for these services.

Data

The following graph shows participation in Employ Milwaukee and Portage House since 2017.

Contracted Services Participation



PART VII

PROGRAMS FOR VETERANS

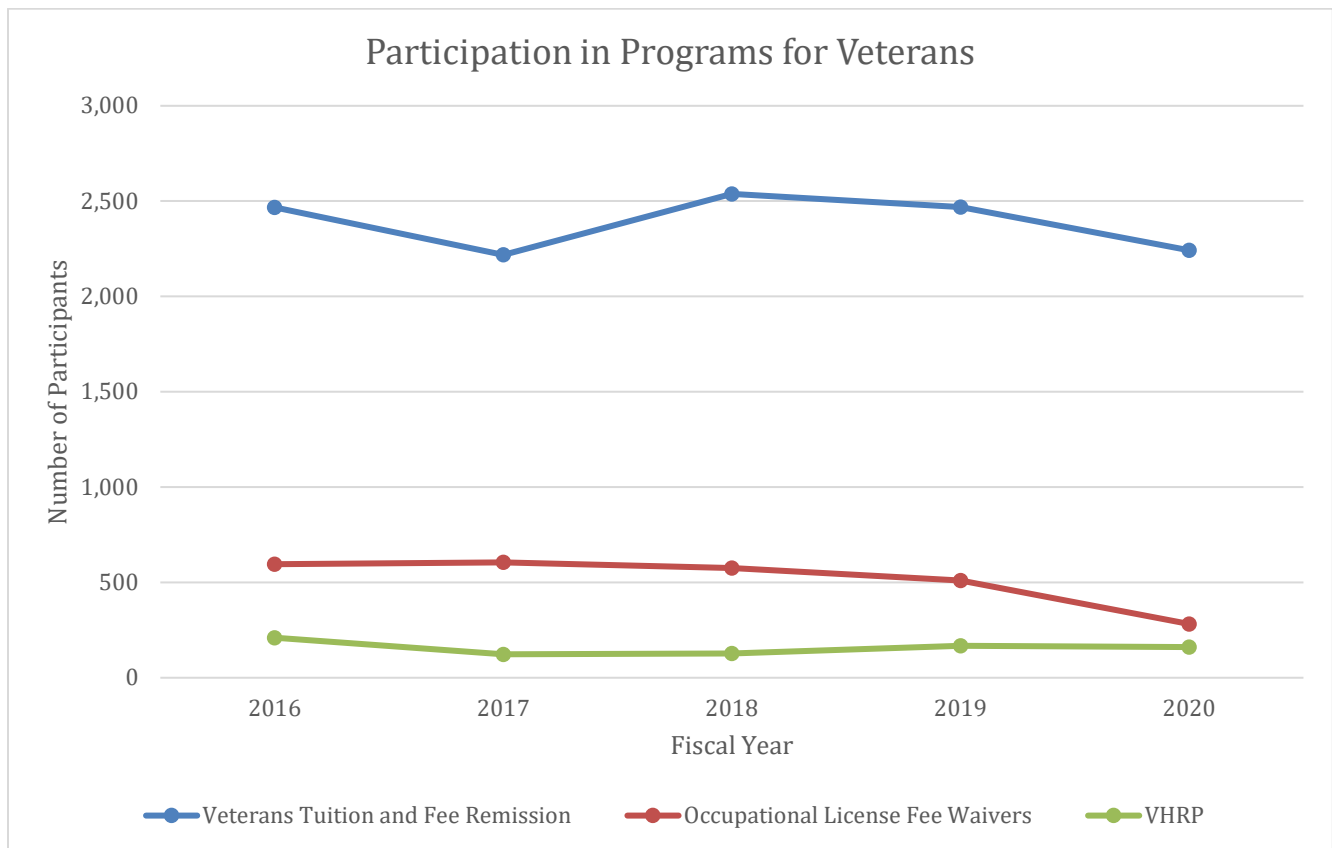
This part describes the following programs for veterans: Veterans Tuition and Fee Remission (VTFR) program; Veterans Education Reimbursement Grant (VetEd); Veterans Employment Grant program and Veterans Entrepreneurship Grant program; Veterans Housing and Recovery Program (VHRP); Veterans Occupational License Waiver; Veterans Retraining Grant (VRG); and Hire Heroes.

The following table summarizes these programs, and they are each described in more detail, below.

Program	Agency	Target Population	Services	Funding Source
VTFR	UW System and WTCS	Veteran postsecondary students	Forgives tuition and fees at UW System and WTCS schools	State funding, through tuition and fee waivers
VetEd	DVA	Certain veteran students	Reimburses qualified veterans for certain tuition expenses at a high school or undergraduate institution	State funding
Veterans Employment Grant and Veterans Entrepreneurship Grant programs	DVA	Veterans with disabilities and veteran entrepreneurs	Financial aid to businesses to hire veterans with disabilities and nonprofits that provide assistance to veteran entrepreneurs	State funding
VHRP	DVA	Veterans who are homeless or at risk of homelessness	Work readiness and job training services to encourage stable employment	Federal grant and state funding
Veterans Occupational License Waiver	Credentialing agencies	Veterans obtaining a professional or occupational license	Work readiness and work support services through waiver of licensure fees and recognition of licensure reciprocity	State funding, through fee waivers
VRG	DVA, in coordination with relevant federal agencies, DWD, and other occupational	Veterans with financial need	Job training services through reimbursing veterans for training in WTCS schools and grants to employees who train veterans in	State funding

Program	Agency	Target Population	Services	Funding Source
	training program administrators		structured on-the-job training	
Hire Heroes	DWD, in coordination with DVA and DCF	Certain unemployed, recently-discharged veterans	Job placement services by reimbursing employers for work done by eligible veterans	State funding

The following graph shows the recent participation rates for the services provided by the three largest programs described in this part.



VETERANS TUITION AND FEE REMISSION PROGRAM

The University of Wisconsin System (UW System) and Wisconsin Technical College System (WTCS) each administer the Veterans Tuition and Fee Remission (VTFR) program, also known as the Wisconsin GI Bill. The program forgives tuition and fees for attending a school in one of those two systems. [ss. 36.27 (3n) and (3p) and 38.24 (7) and (8), Stats.]

Services Provided

According to the state Department of Veterans Affairs (DVA), VTFR provides veterans with basic education, work readiness, job training, job search, job placement, and work support services.

Eligibility

VTFR is available to a veteran with service in, or separation from, the armed forces under specified conditions. It is also available to spouses, surviving spouses, and dependents of certain veterans.

Program Description

The program forgives tuition and fees for up to eight semesters or 128 credits, whichever is greater.

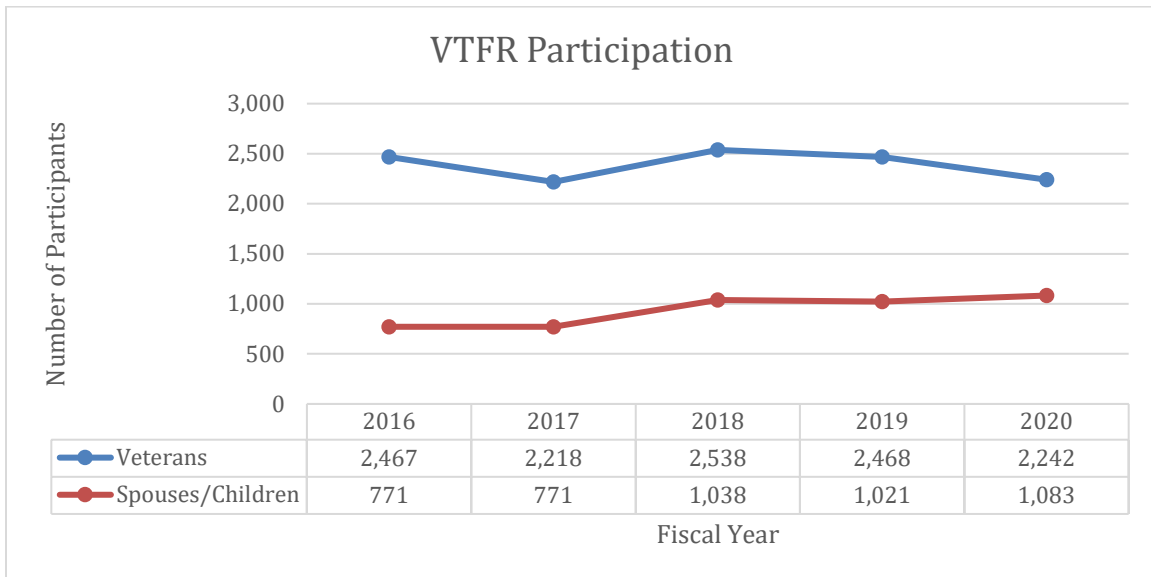
A student must use any federal veterans' educational assistance to cover tuition and fees before VTFR forgiveness applies.

Funding

In the 2019-20 academic year, UW System provided a total of \$11.4 million in tuition and fee remissions, and WTCS provided a total of \$2 million in tuition and fee remissions.⁷⁰

Data

The following graph shows the number of participants in VTFR since 2016, grouped by the category of persons receiving tuition and fee remission.



⁷⁰ See Legislative Fiscal Bureau, [State Programs for Veterans](#), Informational Paper 91 (Jan. 2021).

VETERANS EDUCATION REIMBURSEMENT GRANT

DVA administers the Veterans Education Reimbursement Grant (VetEd) program, also known as the Tuition Reimbursement program. The program reimburses a qualifying veteran for certain tuition expenses. [s. 45.20, Stats.; and s. VA 2.02, Wis. Adm. Code.]

Services Provided

According to DVA, the VetEd program provides veterans with basic education services.

Eligibility

As with many state programs for veterans, an applicant for a VetEd grant must have had qualifying military experience, which generally requires service in, or separation from, the U.S. armed forces under specified conditions. [s. 45.01 (12), Stats.]

In addition, an applicant must meet the following eligibility requirements:

- Annual income not in excess of \$50,000, plus \$1,000 for each dependent over two dependents.
- Specified Wisconsin residency criteria.
- Lack of an undergraduate degree.

Program Description

A VetEd grant may be used to reimburse a veteran for tuition expenses at a public, private, or tribal high school or at an undergraduate institution of higher education. The amount of an award increases with the length of a veteran's military service.

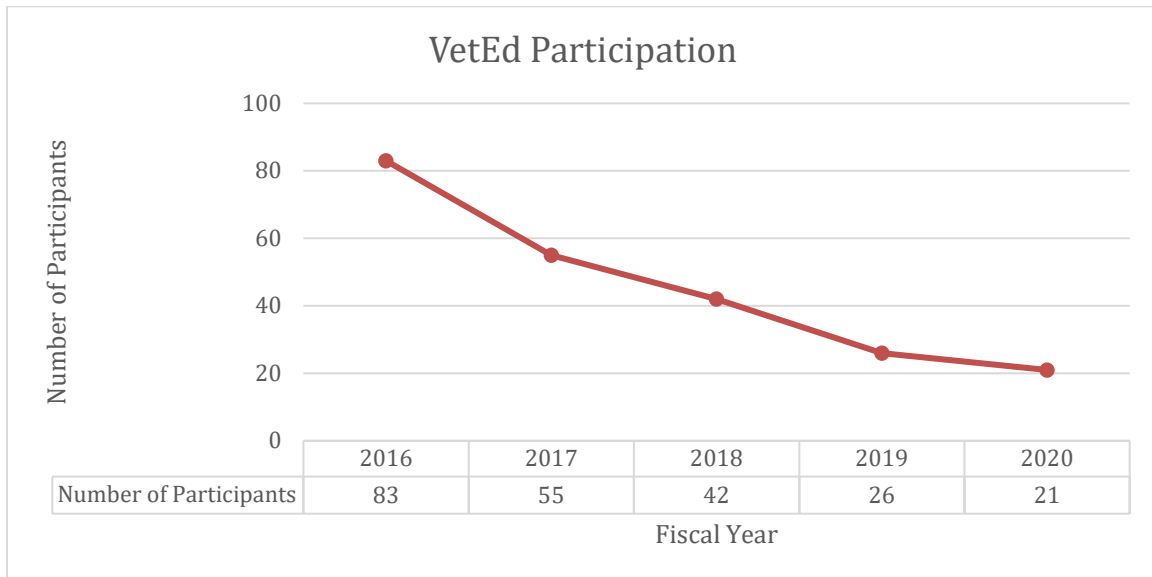
A VetEd grant may not be used for tuition expenses that were paid for by any other grant or scholarship. [s. VA 2.02 (3) (d), Wis. Adm. Code.]

Funding

VetEd is state-funded. Funding for the VetEd program has been consistent at around \$150,000 annually in recent years.

Data

The following graph shows VetEd participation since 2015.



VETERANS EMPLOYMENT GRANT PROGRAM AND VETERANS ENTREPRENEURSHIP GRANT PROGRAM

DVA administers the Veterans Employment Grant program and the Veterans Entrepreneurship Grant program. The first provides financial aid to a business that hires a veteran with a disability. The second provides financial aid to a nonprofit organization that provides assistance to a veteran entrepreneur. [s. 45.437, Stats.; and s. VA 2.08, Wis. Adm. Code.]

Services Provided

According to DVA, these two grant programs provide veterans with disabilities and veteran entrepreneurs with basic education, work readiness, job training, job search, job placement, and work support services.

Eligibility

The Veterans Employment Grant program is available for a nongovernmental employer who employs a veteran having a service-connected disability rating of at least 50 percent. [s. 45.437 (1), Stats.]

The Veterans Entrepreneurship Grant program is available for a nonprofit organization that meets specified fiscal standards and provides entrepreneurship training, technical or business assistance, financial assistance, or other assistance to veteran entrepreneurs to improve employment outcomes. [s. VA 2.08 (5) (a), Wis. Adm. Code.]

For each program, the veteran must have had service in, or separation from, the armed forces under specified conditions.

Program Description

Under the Veterans Employment Grant program, an employer may receive up to \$5,000 for employing a disabled veteran in a full-time position for 12 consecutive months, and half that amount for a part-time position.

Under the Veterans Entrepreneurship Grant program, nonprofit organizations apply for grants on a competitive basis. As part of the application, an organization must describe the entrepreneurship training and the technical, business, financial, or other entrepreneurship assistance that it provides to veterans.

Coordination

The Veterans Employment Grant program is not formally coordinated with any other workforce development program.

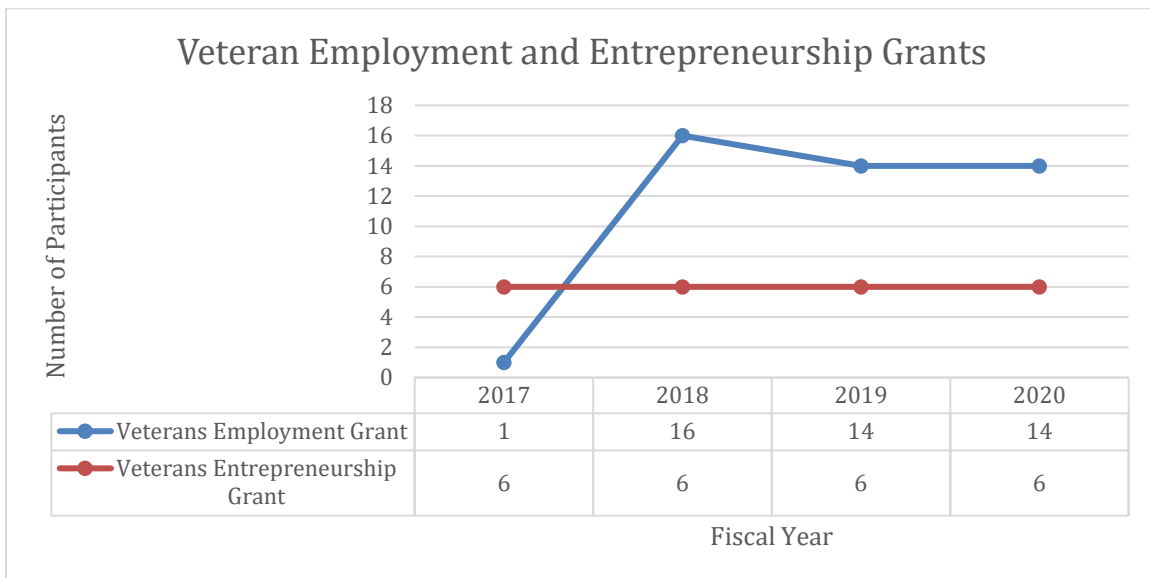
Under the Veterans Entrepreneurship Grant program, an organization must explain in its application for the grant how the organization collaborates with other agencies to strengthen the delivery of programs, resources, and services to veteran entrepreneurs.

Funding

The two programs are state-funded. Total funding for both grant programs is \$500,000 annually.

Data

The following graph shows the number of each type of grant awarded since 2017.



VETERANS HOUSING AND RECOVERY PROGRAM

DVA administers the Veterans Housing and Recovery Program (VHRP). The program provides services for veterans who are homeless or at risk of becoming homeless. As relevant to workforce

development, VHRP assists veterans with education and job training to enable them to obtain steady employment. [s. 45.43, Stats.; and ch. VA 13, Wis. Adm. Code.]

Services Provided

According to DVA, VHRP provides homeless veterans with work readiness and job training services.

Eligibility

To be eligible for VHRP, a veteran must enter into a written agreement with DVA and be experiencing one of the following:

- Homelessness or conditions that indicate a risk of becoming homeless.
- Incarceration.
- Unemployment or underemployment that significantly limits the ability to be self-sufficient.
- Physical or mental health issues that significantly limit the ability to be self-supporting.

In addition, the veteran must have had service in, or separation from, the armed forces under specified conditions.

Program Description

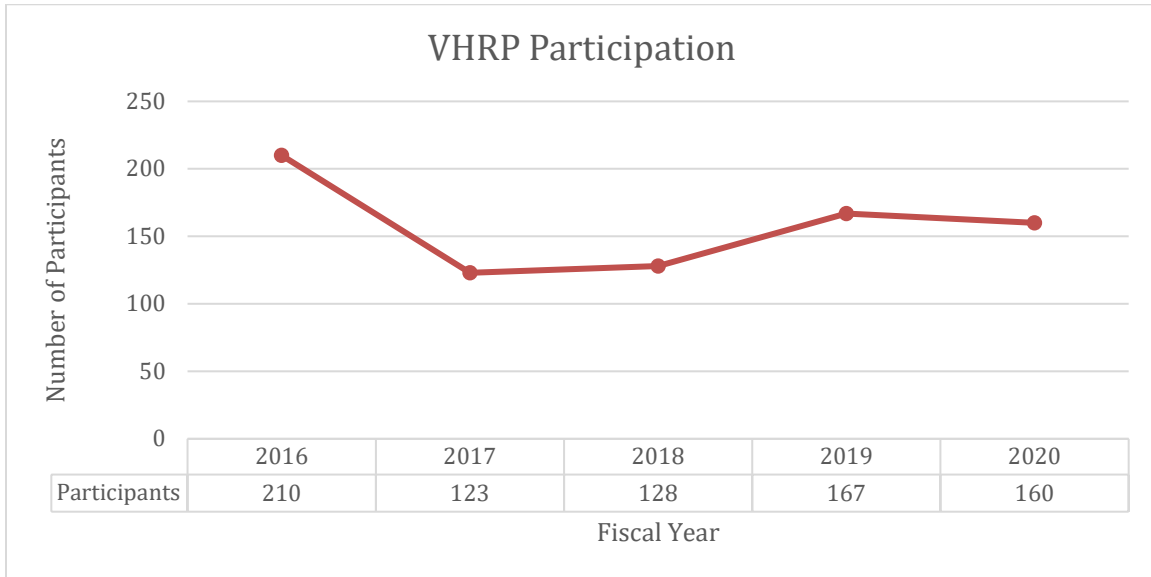
As relevant to workforce development, applicants are assessed for their vocational and employment assistance needs, and VHRP provides veterans at transitional housing sites with vocational assistance and referrals to service providers. [ss. VA 13.03 and 13.04, Wis. Adm. Code.]

Funding

VHRP is funded primarily through a competitive three-year grant from the U.S. Department of Veterans Affairs, but also receives state funding from program revenue generated from participant rent payments and segregated funds from the Veterans Trust Fund. For federal fiscal year 2021, federal and state funds totaled about \$2.3 million.

Data

The following graph shows the number of participants in VHRP programs since 2016.



VETERANS OCCUPATIONAL LICENSE WAIVER

In order to ease the entry of veterans into certain regulated civilian occupations, state law recognizes and rewards training and experience gained while the veterans served in the armed forces. Veterans may be eligible for such benefits as waiver of licensure fees or recognition of licensure reciprocity. Many of these waivers were created by 2011 Wisconsin Acts 120, 209, and 210.

Services Provided

According to DVA, occupational license waivers provide work readiness and work support services.

Eligibility

For each benefit, the veteran must have had service in, or separation from, the armed forces under specified conditions. Additional eligibility requirements may apply, depending on the credential.

Program Description

Occupational license waiver benefits available to eligible veterans include the following:

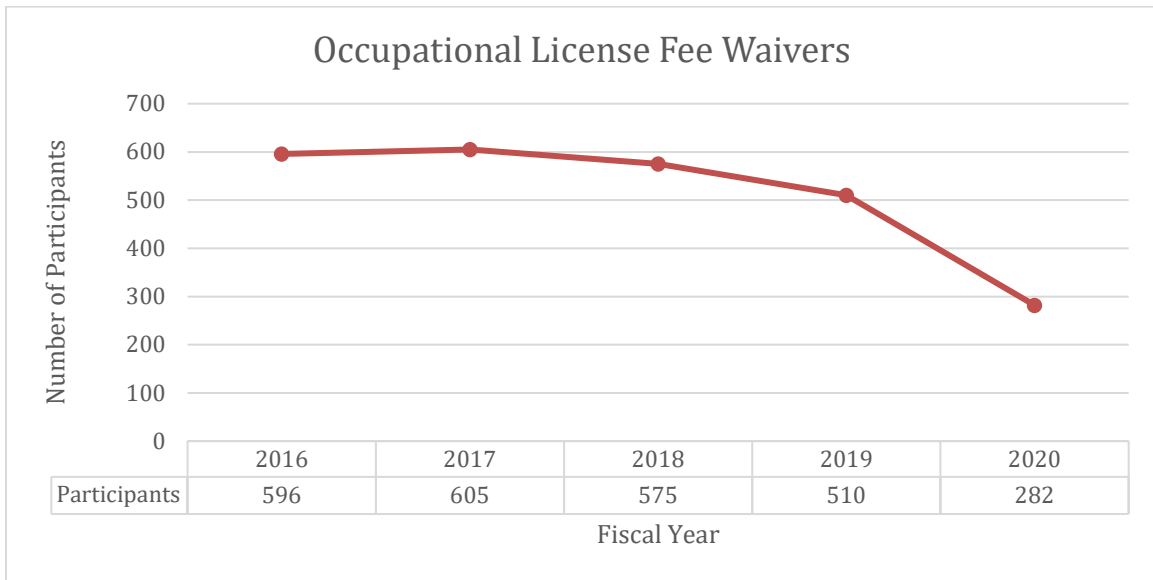
- One initial professional or occupational license fee waiver.
- Application of military training toward satisfying professional or occupational licensure training requirements.
- Reciprocity exam in lieu of preparatory officer training for law enforcement certification.

Funding

Any costs associated with each occupational license waiver are born by the relevant credentialing agency.

Data

The following graph shows the number of veterans who have received occupational license fee waivers each year since 2016.



VETERANS RETRAINING GRANT

DVA administers the Veterans Retraining Grant (VRG) program. Under the program, DVA may provide a grant to a qualifying veteran for retraining to enable the veteran to obtain gainful employment. [s. 45.21, Stats.; and s. VA 2.03, Wis. Adm. Code.]

Services Provided

According to DVA, the VRG program provides veterans with job training services.

Eligibility

An applicant for the VRG program must meet all of the following eligibility requirements:

- Financial need.
- Unemployment, underemployment,⁷¹ or receipt of a notice of job termination.

⁷¹ “Underemployed” means that the veteran’s income is below federal poverty guidelines. [s. VA 2.03 (1) (f), Wis. Adm. Code.]

- Determination by DVA that the training could lead to gainful employment.⁷²

In addition, the veteran must have had service in, or separation from, the armed forces under specified conditions.

Program Description

A grant under this program may be used to reimburse a veteran for a training course in a WTCS school or in certain other schools in Wisconsin that do not offer four-year degrees or programs. Alternatively, DVA may provide the grant directly to an employer who has engaged a qualified veteran in a structured on-the-job training program.

A grant may be awarded to a veteran only once per year, may not exceed \$3,000, and may be awarded only twice. DVA determines the amount of a grant on the basis of the applicant's financial need.

Coordination

Department rules require DVA to promote cooperation with relevant federal agencies, the Department of Workforce Development (DWD), and other occupational training program administrators. [s. 45.21 (3) (e); and s. VA 2.03 (4), Wis. Adm. Code.]

In addition, a veteran may not receive both a VRG and reimbursement under the VetEd program, described above, for courses completed during the same semester.

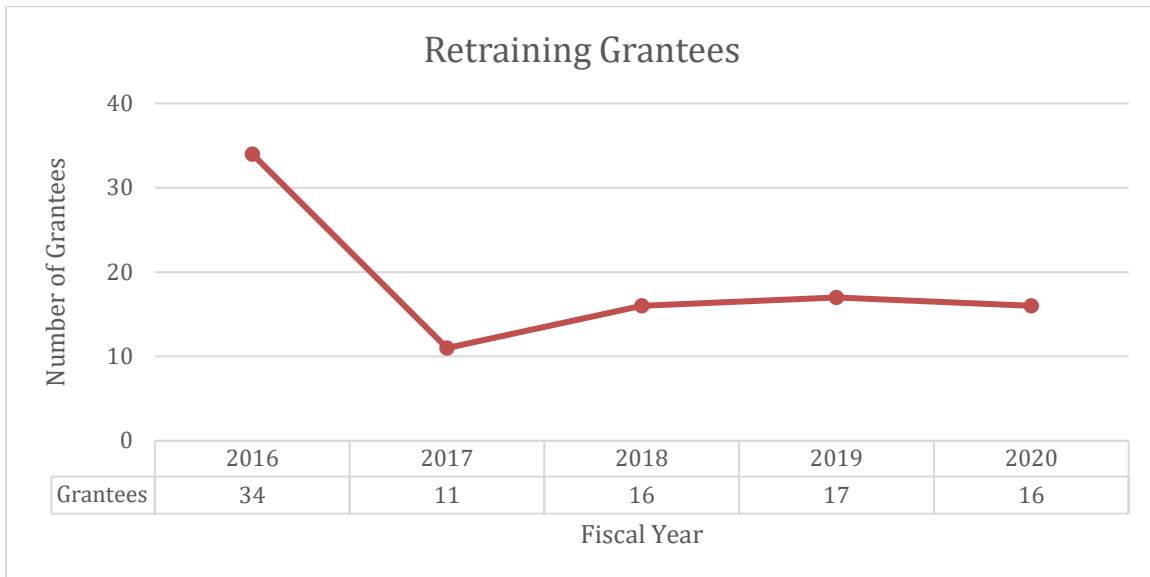
Funding

The VRG program receives \$210,000 in state funds annually.

⁷² In making this determination, DVA must consider both the employment skills the veterans will obtain and whether favorable employment opportunities are anticipated in the proposed occupation. [s. 45.21 (2) (e), Stats.]

Data

The following graph shows the number of participants in the VRG program.



HIRE HEROES

The Hire Heroes program, established in 2018, is a work experience program to provide transitional jobs to veterans recently separated from military service. The program is primarily administered by DWD. [s. 106.38, Stats.]

Services Provided

The Hire Heroes program can best be described as providing unemployed, recently discharged veterans with job placement services.

Eligibility

To be eligible, a veteran must apply for the program within seven years of discharge, and be unemployed for at least four weeks, but ineligible for W-2 participation. An applicant also must satisfy substance abuse testing and treatment requirements. [ss. 49.162 (1) (c) 4m. and 106.38 (4) (a), Stats.] Preference is given to individuals with a household income that is less than 60 percent of the statewide median household income. [s. 106.38 (4) (b), Stats.]

Program Description

Under the program, DWD may reimburse an employer for the wages paid to an eligible veteran for at least 20 hours of work per week for a maximum of 1,040 total hours actually worked.⁷³ [s. 106.38 (3), Stats.]

⁷³ Employers may also be reimbursed for federal Social Security and Medicare taxes, state and federal unemployment insurance contributions or taxes, and worker's compensation insurance premiums. [s. 106.38 (3) (c), Stats.]

Coordination

DWD, DVA, and the Department of Children and Families (DCF) are required to enter a memorandum of understanding regarding operation of the program. By statute, the memorandum must allocate responsibilities as follows:

- DWD funds and administers the program.
- DVA refers veterans and verifies eligibility.
- DCF minimizes administrative costs by utilizing the infrastructure of the Transform Milwaukee Jobs and Transitional Jobs programs (see Part III, above) and coordinates any future expansion of those two programs with any future expansion of the Hire Heroes program.

[s. 106.38 (5), Stats.]

Funding

DWD may allocate up to \$400,000 each fiscal year for the program. [s. 106.38 (5) (b), Stats.]

Data

Hire Heroes has served two veterans since inception in 2018.

PART VIII

PROGRAMS FOR PERSONS WITH A DISABILITY

This part describes the following programs for persons with a disability: the Federal Vocational Rehabilitation Act; Programs Administered by the Division of Vocational Rehabilitation; Special Education Plan; and Competitive Integrated Employment (CIE).

The following table summarizes these programs, and they are each described in more detail, below.

Program	Agency	Target Population	Services	Funding Source
Vocational Rehabilitation Act and corresponding state programs	DWD, in coordination with DPI, DHS, and schools	Individuals with disabilities and their employers	Basic education, work readiness, job training, job search, job placement, and work support services	78.7% federal funding and 21.3% state match
Special Education	DPI, in coordination with DWD and DHS	Students with disabilities	Basic education services through the development of an individualized education plan	State funding
CIE	DWD, DHS, DPI	Individuals with disabilities	Employment opportunities	Agencies' operating budgets

FEDERAL VOCATIONAL REHABILITATION ACT

The Rehabilitation Act of 1973 (Rehab Act), as amended by the Workforce Innovation and Opportunity Act (WIOA), helps states operate vocational rehabilitation services that are comprehensive, coordinated, effective, efficient, and accountable. As relevant to state-administered workforce development programs, the Rehab Act provides funding for states to assist a person in developing an individualized plan for employment (IPE) and to provide the person with the vocational rehabilitation services needed to enter the workforce. [29 U.S.C. s. 720.]

Vocational rehabilitation services are those that are necessary for helping an individual with a disability prepare for, secure, retain, or regain an employment outcome that is consistent with the individual's strengths, resources, priorities, concerns, abilities, capabilities, interests, and informed choice. Examples of vocational rehabilitation services include counseling and guidance to help an individual make an informed choice; job search and placement assistance; vocational training; and diagnosis and treatment of mental and physical impairments. [29 U.S.C. s. 723.]

Application

To receive funds, a state must submit a plan to the U.S. Department of Education that includes all of the following:

- The order of selection for vocational rehabilitation services and methods for administration, including a provision that the state agency take affirmative action to employ and advance qualified individuals with disabilities.
- Comparable services and benefits, including assurances that the designated state agency will determine whether comparable services and benefits are available under any other program and that the governor of the state will ensure that an interagency agreement for coordination will take effect between any appropriate public entities.
- An IPE, including an assurance that an IPE will be developed and implemented in a timely manner.
- Cooperation, collaboration, and coordination.

[29 U.S.C. s. 721.]

Eligibility

A person who has all of the following is eligible for assistance:

- A physical or mental impairment that creates a substantial impediment⁷⁴ to employment.
- The ability to benefit from vocational rehabilitation services.
- A need for vocational rehabilitation services for employment that are consistent with the person's strengths and abilities.

Additionally, a person who is eligible for supplemental security income (SSI) or social security disability insurance (SSDI) benefits is presumed to be eligible for services provided under the Rehab Act. [29 U.S.C. ss. 705 (20) and 722 (a) (1).]

Services Provided to Workers

A person's IPE⁷⁵ is the core of the vocational rehabilitation service model. An IPE must contain certain provisions, including descriptions of the following:

- A chosen employment outcome that is consistent with the individual's strengths, resources, priorities, abilities, career interests, and informed choice.
- The specific vocational rehabilitation services needed to achieve that outcome.
- The applicable vocational rehabilitation services available as part of the plan, including those directly relating to employment, such as occupational licenses and supplies, supported employment services, customized employment, and on-the-job assistance services; and those

⁷⁴ A "substantial impediment to employment" is defined as a physical or mental impairment that "hinders an individual from preparing for, entering into, engaging in, advancing in, or retaining employment consistent with the individual's abilities and capabilities." [34 C.F.R. s. 361.5 (c) (52).]

⁷⁵ An IPE is distinct from an individualized education plan (IEP). See "Special Education Plan", below.

that more generally relate to a person's health, such as diagnosis and treatment for mental and emotional disorders, necessary hospitalization in connection with surgery or treatment, and certain transportation services.

- The entity that will provide the chosen services.
- The criteria that will be used to evaluate the individual's progress toward achievement of the employment outcome.

[29 U.S.C. ss. 722 (b) and 723 (a).]

The designated state agency, which in Wisconsin is the Department of Workforce Development (DWD) Division of Vocational Rehabilitation (DVR), must provide each eligible applicant with certain information on the person's options for developing an IPE, such as an explanation of the agency's guidelines and criteria for financial commitments concerning a plan and a description of the rights and remedies available. Then, an IPE is developed and implemented in a way that provides individuals with the opportunity to exercise informed choice when choosing an employment outcome, specific vocational rehabilitation services, and the methods for providing vocational rehabilitation services. [29 U.S.C. ss. 722 (b) and 723 (a).]

Each state must use at least 15 percent of its allotment to fund pre-employment transition services for individuals transitioning from secondary school to postsecondary school or the workforce. These funds must be used to provide the following services:

- Job exploration counseling.
- Work-based learning experiences.
- Counseling on opportunities for enrollment in comprehensive transition or postsecondary educational programs at institutions of higher education.
- Workplace readiness training to develop social skills and independent living.
- Instruction in self-advocacy.

The pre-employment transition funds also may be used to provide certain additional authorized activities, such as developing and improving strategies for individuals with intellectual disabilities or significant disabilities to live independently, to participate in postsecondary education programs, and to obtain and retain competitive integrated employment. [29 U.S.C. s. 733.]

Limits on State's Use of Funds

Vocational rehabilitation grants require a state match. The federal share of the program is 78.7 percent and the state share is 21.3 percent. [29 U.S.C. s. 705 (14).] Each state's grant is based on its population and per capita income relative to the national per capita income. [29 U.S.C. s. 730.]

Of the federal allotment, each state must use 15 percent for funding pre-employment transition services, described above.

The Rehab Act is administered by a designated state agency that must be primarily concerned with vocational rehabilitation. As mentioned above, in Wisconsin, DVR administers the program. [29 U.S.C. ss. 721 and 730.]

Services Provided to Employers

In addition to providing training and benefits to individuals, the Rehab Act provides training and services for employers. A state may use funding to educate and provide services to employers who have hired or are interested in hiring individuals with disabilities, such as:

- Providing training and technical assistance to employers regarding the employment of individuals with disabilities, including on workplace accommodations and assistive technology.
- Working with employers to provide opportunities for work-based learning experiences, recruit qualified applicants with disabilities, train employees with disabilities, and promote awareness of disability-related obstacles to continued employment.
- Helping employers utilize financial support for hiring or accommodating individuals with disabilities.

[29 U.S.C. s. 728a.]

Coordination

Several aspects of the Rehab Act require states to coordinate with other stakeholders in the workforce development system and to work with other groups that participate in the statewide workforce development system.

First, each state's plan must include certain provisions regarding cooperation, collaboration, and coordination, including:

- Descriptions of interagency cooperation with, and utilization of the services and facilities of, federal, state, and local agencies and programs.
- Plans, policies, and procedures for coordination between the designated state agency and education officials responsible for the public education of students with disabilities.
- A description of how the designated state agency will work with employers to identify competitive integrated employment opportunities and career exploration opportunities.
- A description of coordination with statewide independent living councils and independent living centers.

[29 U.S.C. s. 721.]

Finally, the Rehab Act requires each state to create a state rehabilitation council⁷⁶ ("Council") made up of gubernatorially appointed recipient advocates, disability advocacy groups, rehabilitation services providers, a member of the state workforce development board, a representative from DPI, and representatives of business, industry, and labor. The Council's functions include reviewing and advising the designated state agency on its performance regarding vocational rehabilitation services, helping the designated state agency in developing the

⁷⁶ See, the [Wisconsin Rehabilitation Council](#).

state goals and priorities, and coordinating activities with other councils and entities that provide services or planning to individuals with disabilities. [29 U.S.C. s. 725.]

PROGRAMS ADMINISTERED BY THE DIVISION OF VOCATIONAL REHABILITATION

Wisconsin's grant under the Rehab Act is received by DWD in order to fund its DVR. That division provides services to individuals who have a disability that poses a substantial barrier to employment and who require services to overcome that barrier. [29 U.S.C. s. 721 (a) (2) (B).]

To administer vocational rehabilitation services, Wisconsin is divided into 11 workforce development areas.⁷⁷ In each such area, DVR contracts with statewide service providers to deliver the services to participants.

Services Provided

According to DWD, DVR provides individuals with a disability with basic education, work readiness, job training, job search, job placement, and work support services.

Program Description

DVR must provide certain services to eligible persons with a disability, including making vocational rehabilitation services available in every county, providing free medical evaluations to applicants for vocational rehabilitation services, and helping individuals secure the services that they need to become employable. [s. 47.02 (3m), Stats.]

DVR also must help individuals with a disability create an IPE, as described in the section on the Rehab Act. [s. 47.02 (3m) (e), Stats.] The IPE is a written plan that outlines the individual's vocational goal and the services that DVR contractors will provide. The most common services that DVR provides to individuals are the following:

- Career guidance and counseling.
- Job search and placement assistance.
- IPE development.
- Transition-to-work services for high school students with disabilities.
- Supported Employment services for persons with severe disabilities, including time-limited on-the-job supports.
- Rehabilitation Technology.
- Vocational and other training.
- Disability and employment assessment.

⁷⁷ The workforce development areas served by DVR are the same workforce development areas associated with the workforce development boards created by WIOA and discussed in Part I. Information about the local workforce development boards is available on the DWD website at: <https://dwd.wisconsin.gov/dislocatedworker/wda/wda-map.htm>. Additional information is available through the Wisconsin Workforce Development Board Association at: <https://www.wwda.org/boards>.

- Transportation assistance.
- Occupational licenses, tools, and other equipment.
- Interpreter services.
- Rehabilitation teaching services.
- Post-employment services.

DVR also provides services to businesses that hire individuals with a disability. The most common services that DVR provides to businesses are:

- Consultations.
- Connections to DVR talent pools and Wisconsin workforce partners.
- Coordination of paid internships and temporary work experiences.
- Connections to financial incentives for hiring job seekers with disabilities.
- Recommendations for workplace accommodations and job restructuring solutions to maximize employee performance.
- Connections to worker retention resources for employees with disabilities.
- Access to labor market information for businesses related to an industry sector.

Eligibility

To be eligible for DVR services, a person must have a disability that poses a substantial barrier to employment and whose employability can be reasonably expected to benefit from vocational rehabilitation services. A person with a severe disability⁷⁸ has priority in obtaining vocational rehabilitation services. [ss. 47.01 (3) and (3g) and 47.02 (3m), Stats.]

Coordination

DVR coordinates the administration of vocational rehabilitation services with several other agencies in order to simplify the administration of services through a system of shared data governance and a common intake system. DVR works with the Department of Health Services (DHS) and the Department of Public Instruction (DPI) to support competitive and integrated employment opportunities and works with DPI, DHS, and local educational agencies to help students with disabilities transition from high school to employment.

Competitive Integrated Employment

DVR, DHS, and DPI must work together to promote competitive integrated employment, which refers to work for which an individual with disabilities meets certain requirements related to compensation, location, and advancement. For more information, see the description of Competitive Integrated Employment, below.

⁷⁸ A severe disability is one that seriously limits one or more of a person's functional employability capacities, whose vocational rehabilitation can be expected to require multiple vocational rehabilitation services over an extended period of time, and who has one or more physical or mental disabilities determined to cause comparable substantial functional limitation. [s. 47.01 (3g), Stats.]

Local Educational Agencies and Transitioning to Employment

DVR works with DPI, DHS, and local educational agencies to help students with disabilities transition from high school to employment. With DPI, DVR has an interagency agreement to help students with disabilities transition from high school to employment. DVR also has an interagency agreement with DPI and DHS to create common understandings and establish collaborative efforts to improve employment outcomes for students with disabilities. This agreement has four overarching principles:

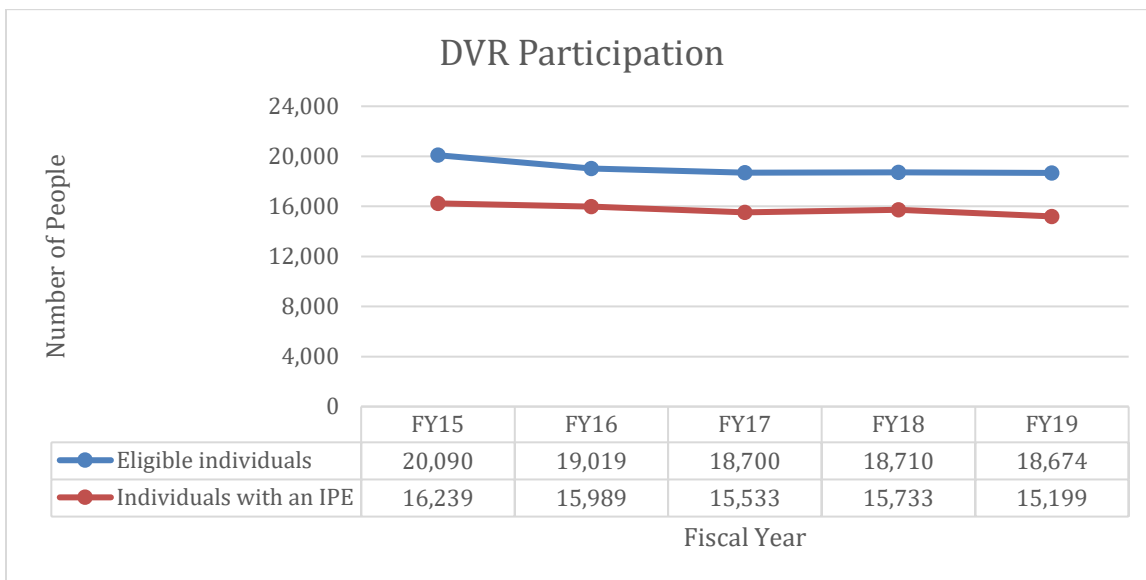
- To comply with federal legal mandates under the Rehab Act, as amended by WIOA.
- To provide practical guidance, technical assistance, and training to stakeholders and staff regarding employment-related services and supports.
- To provide information on employment services to individuals with disabilities and their family members or guardians to allow full participation in employment.
- To provide clarification of the roles of stakeholders in each department.

[WIOA Combined State Plan, p. 194-95.]

As required by WIOA, DVR collaborates with local educational agencies to provide pre-employment transition services to students with disabilities in a high school or postsecondary training program. These services include job exploration counseling, work-based learning experiences, counseling on enrollment opportunities for comprehensive transition or postsecondary educational programs, workplace readiness training, and instruction in self-advocacy or peer mentoring. [WIOA Combined State Plan, p. 196]

Data

The following graph shows, since 2015, the numbers of eligible individuals and individuals with an IPE.



SPECIAL EDUCATION PLAN

State and federal special education plans are intended to ensure that all children with disabilities have access to a free appropriate public education that prepares them for education, employment, and independent living. Students who receive special education services must have an individualized education plan (IEP), under the federal Individuals with Disabilities Education Act. Special education services also focus on ensuring that children with disabilities are educated in the least restrictive environment.

Although special education plans are not designed specifically to provide workforce training skills, they can provide students with skills that help them become ready for college or a career, if appropriate. Additionally, each student's special education plan must describe appropriate postsecondary goals, and DPI coordinates special education services with DVR.

Services Provided

Special education plans can best be described as providing students with disabilities with basic education services.

Eligibility

A student must be evaluated before receiving special education services. Physicians, nurses, psychologists, social workers, and social agency administrators who reasonably believe that a child has a disability must refer the child to the local educational agency for evaluation. [ss. 115.777 (1) (a), 115.79 (1) (a), and 115.782, Stats.]

Program Description

Each child with a disability must have an IEP. Among other components, each child's IEP must include the following:

- A statement of the child's level of academic achievement and functional performance, including a statement of how the child's disability affects involvement and progress.
- A statement of measurable annual academic and functional goals that are designed to meet the child's needs.
- A statement of the special education and related services and supplementary aids and services that are to be provided to the child, as well as the projected date for when the services will begin and the anticipated frequency, location, and duration of the services.
- Beginning when the student turns 14 and then updated annually, a statement of appropriate, measurable postsecondary goals based on age-appropriate transition assessments related to training, education, employment, and independent living skills.

[s. 115.787, Stats.]

Additionally, if the child's IEP includes obtaining a technical education high school diploma, the IEP must specify the course of study required to attain that goal. Students with disabilities must be

educated with students who do not have disabilities to the greatest extent appropriate. [ss. 115.79 and 118.33 (1) (g), Stats.]

Coordination

DPI, DVR, and DHS have an interagency memorandum of understanding regarding coordination of activities and programs for students with disabilities.⁷⁹ The memorandum is intended to coordinate transition services for students as they move from secondary school to postsecondary school activities. Among other provisions in the memorandum, the agencies agree to:

- Complete an annual status report regarding four identified priorities: complying with federal mandates; providing practical guidance, technical assistance, and training to stakeholders and staff regarding employment-related services and supports; providing information on employment services to individuals with disabilities and their families; and providing clarification on the roles of stakeholders within each agency.
- Share data and information regarding individuals with disabilities who are served or may be served by another agency.
- Cooperate with existing teams, committees, and work groups within each agency.
- Provide directories of resource information to all collaborating agencies.

Funding

Wisconsin law provides several funding sources for special education programs.

First, DPI may certify to the Department of Administration (DOA) as costs eligible for reimbursement a sum equal to the amount spent for the preceding year for salaries of personnel and services for certain personnel who are employed in a special education program by educational institutions and Cooperative Educational Service Agencies (CESAs). DPI also may certify to DOA for reimbursement a sum equal to the amount spent by an educational institution or CESA for funds spent on special or additional transportation if required in students' IEPs. [s. 115.88, Stats.]

Second, Transition Incentive Grants provide \$3.6 million per year to school districts and independent charter schools for the positive postsecondary outcomes of students with IEPs. School districts receive \$1,000 per student who enrolled in the school, had an IEP, and left the school for a higher education program, postsecondary education or training program, or competitive employment. [s. 115.884, Stats.]

Third, Transition Readiness Grants provide \$1.5 million per year to school districts and independent charter schools to fund services that support special education transitions, including transportation for students, professional development for school personnel, and employing adequate school personnel. DPI must award grants in amounts of \$25,000 to \$100,000. [s. 115.885, Stats.] However, DPI regularly receives requests for more than is allocated; in 2020, DPI received 86 applications that totaled \$3.3 million in grant proposals. [DPI Response, p. 7.]

⁷⁹ See <https://dwd.wisconsin.gov/dvr/partners/agreements/pdf/dpi-interagency-agreement.pdf>.

COMPETITIVE INTEGRATED EMPLOYMENT

DVR, DHS, and DPI must collaborate to develop a joint plan that is intended to increase Competitive Integrated Employment (CIE) for individuals with disabilities. CIE is work that: (1) meets certain compensation requirements, including pay of at least minimum wage and the customary rate paid by the employer for similar work; (2) is at a location where the employee interacts with people who do not have disabilities to the same extent that employees without disabilities do; and (3) as appropriate, provides opportunities for advancement that are similar to those for other employees who do not have disabilities. [29 U.S.C. s. 705 (5).]

The CIE joint plan developed by DVR, DHS, and DPI must establish performance targets and describe specific coordination methods to ensure that programs, policies, and procedures support CIE.⁸⁰ Created by 2017 Wisconsin Act 178, the CIE program requires the three agencies to collaborate with each other and other stakeholders and agencies, including the Wisconsin Rehabilitation Council. The provision requires DVR, DHS, and DPI to report on their respective department's progress, outcomes, and achievements in increasing participation in competitive integrated employment, and share these reports with other agencies. [s. 47.05, Stats.]

⁸⁰ The joint plan and more information about CIE is available on DWD's page for Wisconsin's [Competitive Integrated Employment](#).

PART IX

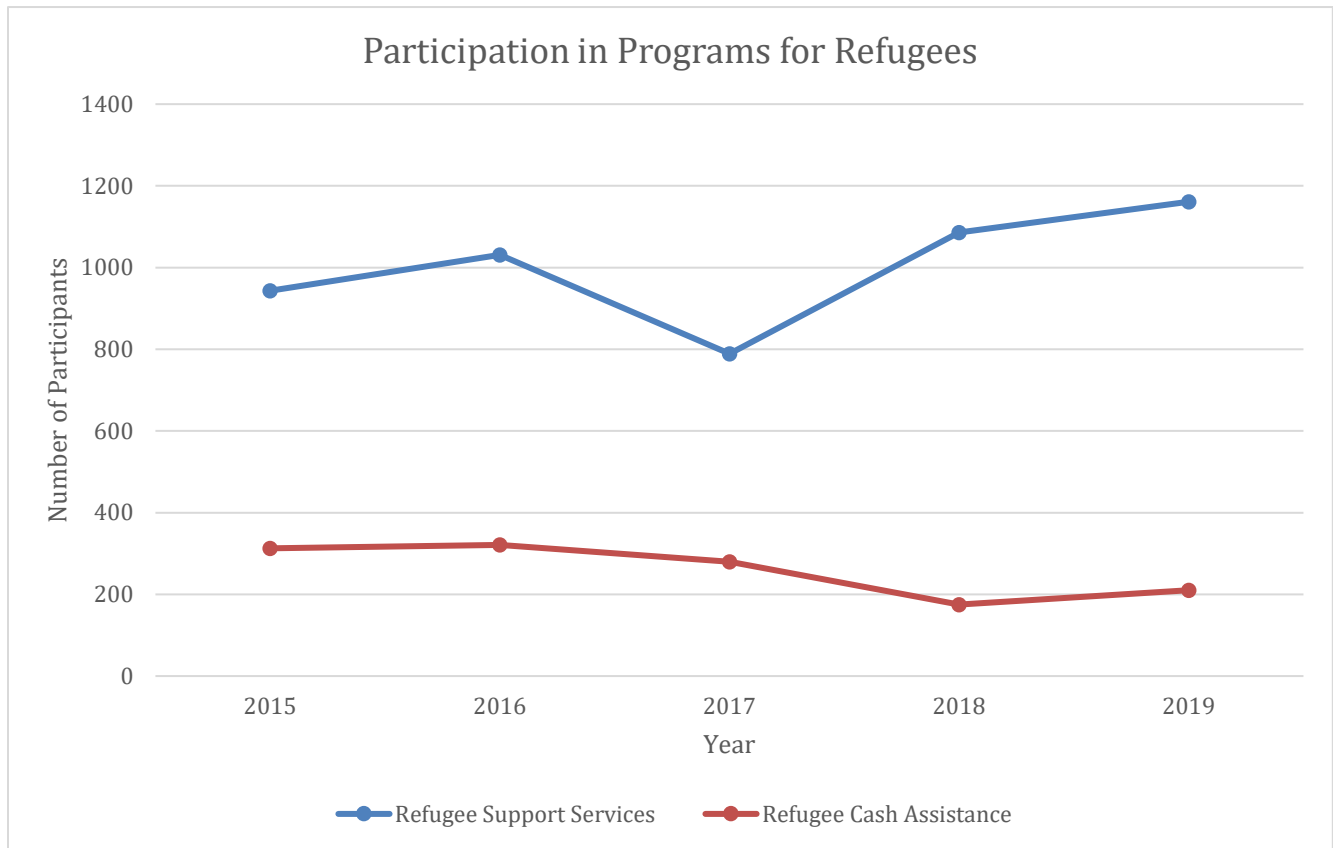
PROGRAMS FOR REFUGEES

This part describes two Refugee Employment and Training programs: Refugee Cash Assistance (RCA) and Refugee Support Services (RSS).

The following table summarizes these programs, and they are each described in more detail, below.

Program	Agency	Target Population	Services	Funding Source
RCA	DCF	Refugees	Referrals and benefits to provide rapid economic self-sufficiency	Federal funding
RSS	DCF	Refugees	Basic education, work readiness, job training, job search, job placement, and work support services	Federal funding

The following graph shows the recent participation rates for the services provided by the programs described in this part.



REFUGEE CASH ASSISTANCE

Under the Refugee Cash Assistance (RCA) program, the Department of Children and Families (DCF) uses federal funding to provide a basic standard of living to recently arrived refugees to promote rapid economic self-sufficiency (i.e., income covering basic necessities like rent, food, and transportation). RCA provides benefits for a limited period of time, currently up to 18 months.

Services Provided

According to DCF, the RCA program refers refugees to either Refugee Support Services or FoodShare Employment and Training (FSET)⁸¹ for basic education, work readiness, job training, job search, job placement, and work support services.

⁸¹ See Part III for description of FSET.

Eligibility

To be eligible for RCA, an individual must possess proof of a qualifying immigration status, and must:

- Have been in the United States no longer than a maximum amount of time as determined annually by the Director of the Office of Refugee Resettlement at the U.S. Department of Health and Human Services on the basis of appropriated funds available.⁸²
- Be a Wisconsin resident.
- Not have quit a job or refused a job offer within 30 days of applying for RCA.
- Not be enrolled as a full-time higher education student.

In addition, a refugee is not eligible if receiving, or eligible to receive, Wisconsin Works.

An RCA recipient must participate in mandatory employment and training activities within 30 days of receiving RCA, and continue to do so until either attaining employment or until the end of RCA eligibility.

Program Description

In fulfilling the employment and training requirement of RCA, a refugee must participate in services designed to meet the unique needs of a newly arrived refugee, such as lack of proficient English skills. These services are designed with the limited RCA eligibility period in mind. The agencies providing the services develop an individual employability plan that specifies clear employment objectives and concrete steps needed to obtain the recipient's goal. Services may include the following:

- Job search and placement assistance.
- Interest, aptitude, and skills testing.
- English courses.
- Vocational training.
- Subsidized employment.

Federal law authorizes the U.S. Department of Health and Human Services to provide reimbursement to a state for 100 percent of the cash assistance provided, or to contract directly with public or private nonprofit agencies. [8 U.S.C. s. 1522 (e) (1).] In Wisconsin, responsibility for the administration of RCA was transferred from the Department of Workforce Development to DCF in 2009. [2009 Wisconsin Act 28, SEC. 9156 (1).]

Coordination

A recipient of RCA may fulfill the employment and training requirements by participating in FSET.

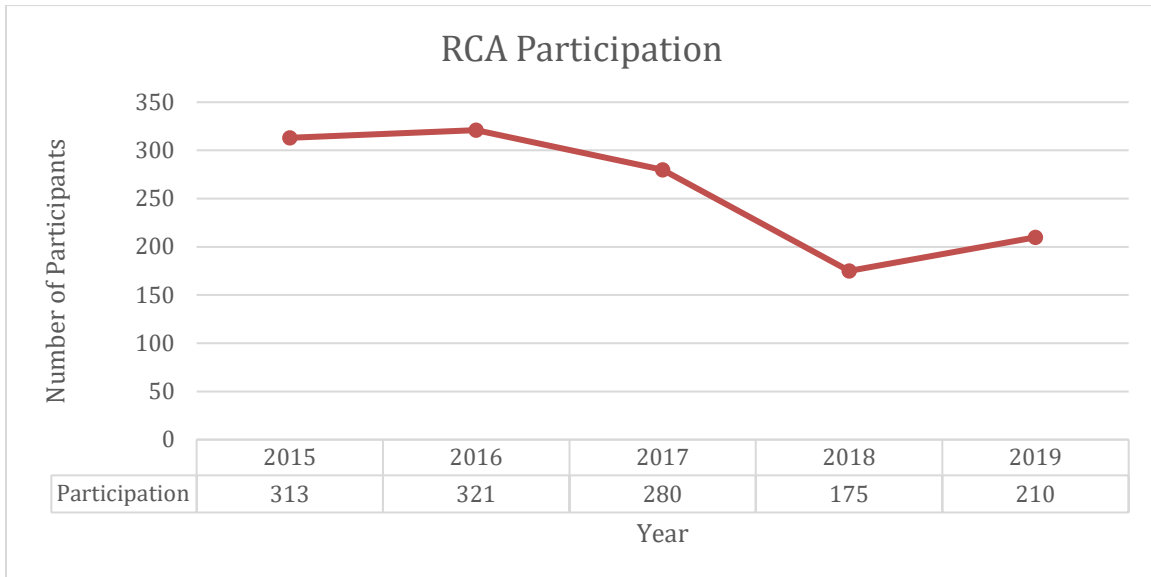
⁸² See 45 C.F.R. s. 400.211. According to DCF, the limit was recently increased from no more than eight months to no more than 18 months.

Funding

RCA is funded by a cost-reimbursement grant from the U.S. Department of Health and Human Services. The amount for the first three quarters of 2020 was about \$1.9 million.

Data

The following graph shows RCA participation since 2015.



REFUGEE SUPPORT SERVICES

Using federal funds, DCF offers financial assistance to refugee agencies and service providers that help refugees prepare for, obtain, and maintain employment through the Refugee Support Service (RSS) program.

Services Provided

According to DCF, the RSS program provides refugees with basic education, work readiness, job training, job search, job placement, and work support services.

Eligibility

The RSS program is available to a refugee during the first 60 months that person is present in the country. Employment-related services are reserved for a refugee age 16 or older who is not a full-time K-12 student.

RSS is offered in regions with high refugee arrivals or concentrations. At present, those are the counties of Barron, Brown, Dane, Milwaukee, Outagamie, and Winnebago.

Program Description

Among the employment-related benefits of the RSS program are the following:

- Career assessments.
- Job orientation.
- Job referrals.
- Job retention services.
- Cultural orientation.

The RSS program also offers a variety of benefits designed to help a participant gain self-sufficiency in a new country, such as language and interpretation services.

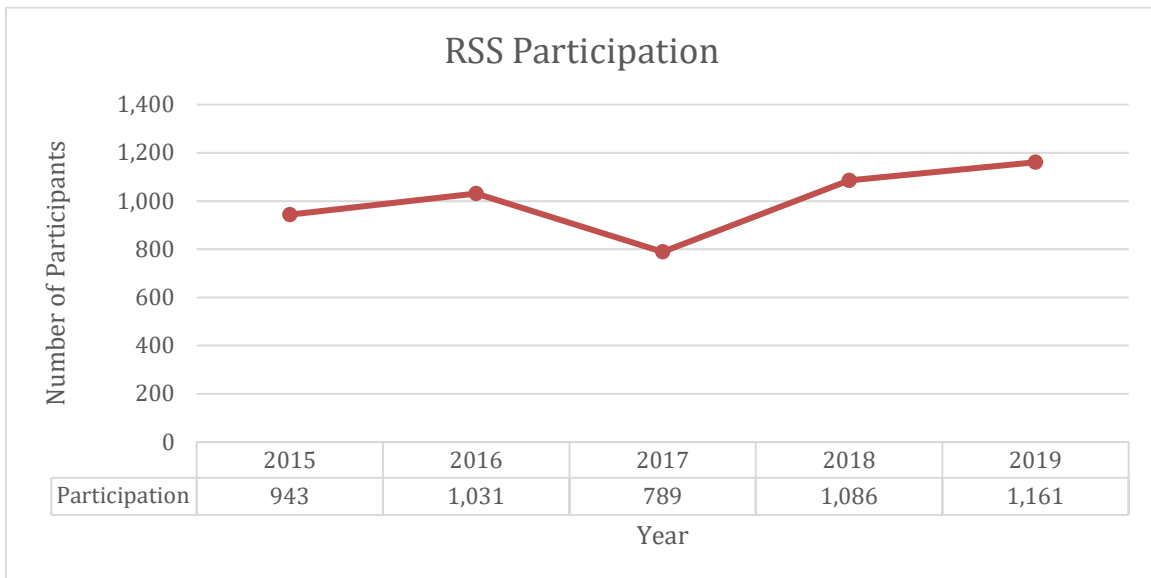
Federal regulations authorize a governor or state legislature to designate a state agency or agencies to administer the RSS program. [45 C.F.R. s. 400.2.] In Wisconsin, responsibility for the administration of this program was transferred from DWD to DCF in 2009. [2009 Wisconsin Act 28, SEC. 9156 (1).]

Funding

DCF received about \$1.3 million from the U.S. Department of Health and Human Services for the RSS program in 2020.

Data

The following graph shows RSS participation since 2015.



PART X

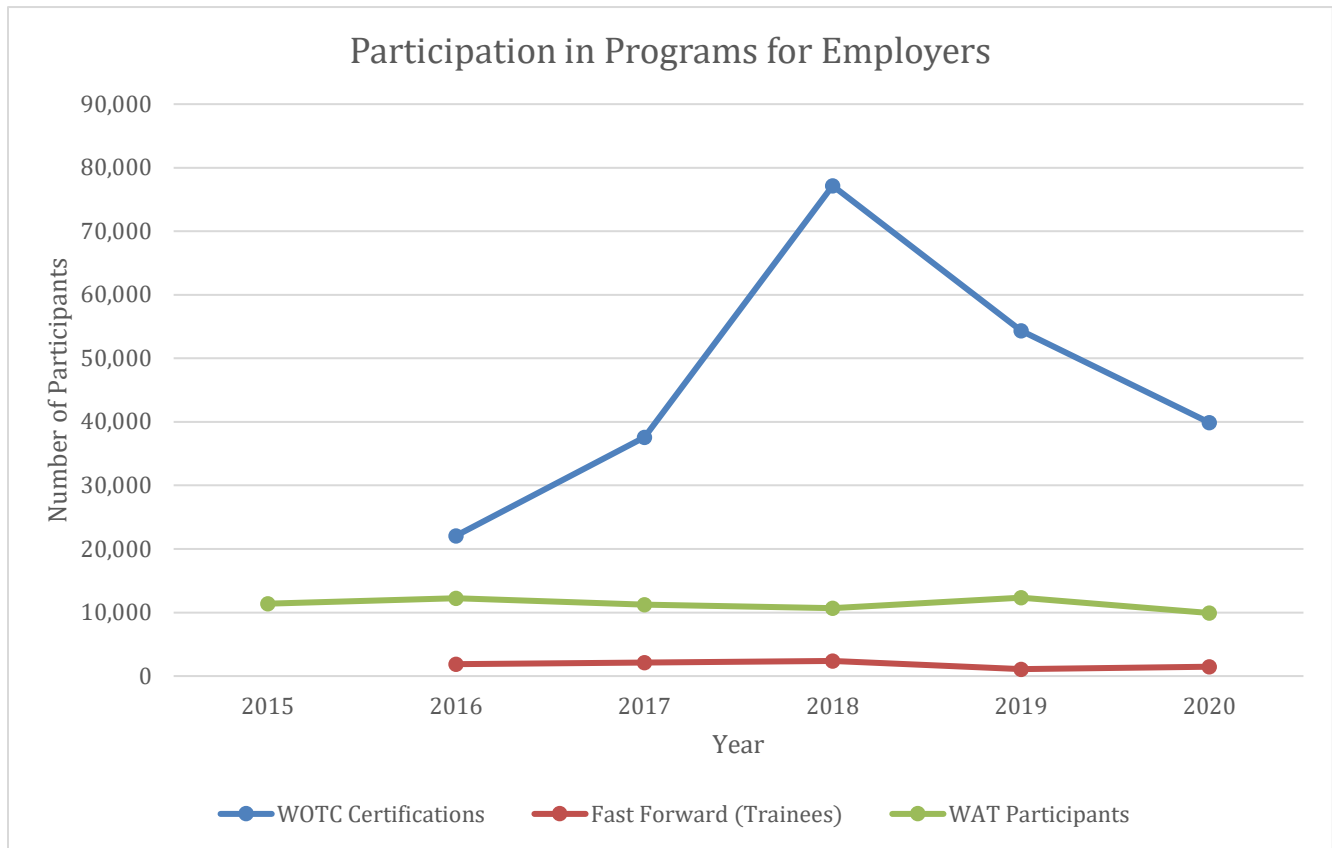
PROGRAMS FOR EMPLOYERS AND OTHER COMMUNITY ASSISTANCE

This part describes the following employer and community assistance programs: Fast Forward; Expanded Fast Forward; Wisconsin Economic Development Corporation (WEDC) Workforce Training Grant program; Workforce Advancement Training (WAT) Grants; Work Opportunity Tax Credit (WOTC); and Libraries Activating Workforce Development Skills (LAWDS).

The following table summarizes these programs, and they are each described in more detail, below.

Program	Agency	Target Population	Services	Funding Source
Fast Forward	DWD, in coordination with WTCS and WEDC	Employers	Grants for employee training	State funding
Expanded Fast Forward	DWD, in coordination with other state agencies for certain grants	Employers	Periodic, targeted grants for employee training	State funding
WEDC Workforce Training Grant	WEDC	New and expanding businesses	Grants for employee training	State funding
WAT	WTCS	Businesses in a WTCS district	Grants for employee training	State funding
WOTC	DWD, U.S. Internal Revenue Service	Employers	Tax credits to incentivize hiring workers from targeted groups with barriers to employment	Federal tax credits
LAWDS	DPI, with training led by DWD and local workforce development boards	Librarians and jobseekers	Training librarians to provide job search services for jobseekers	Federal grant

The following graph shows the recent participation rates for certain programs described in this part.



FAST FORWARD

Wisconsin Fast Forward provides grants to reimburse employers for expenses related to developing and implementing workforce training programs. The program was created by 2013 Wisconsin Act 9 and is entirely state-funded, with funding from each biennial budget act. [s. 106.27 (1), Stats.]

Fast Forward is administered by the Department of Workforce Development (DWD) Office of Skills Development. DWD evaluates applications using certain criteria, such as the applicant's capacity to implement the project, the applicant's stated purpose and objectives for the program, and the potential impact on economic development. DWD may also consider whether the proposal would serve underserved populations or geographic areas, and may consider other criteria, including strategic priorities, past performance, potential to replicate the program, and available funding. [s. DWD 801.05 (5) and (6), Wis. Adm. Code.]

Services Provided

According to DWD, Fast Forward helps employers provide employees with work readiness, job training, and job placement services.

Eligibility

To be eligible to receive a Fast Forward grant, a public agency, private organization, coalition of public or private entities, or tribal governing body must be current on all federal and state tax obligations and be financially viable. A program or project proposed by an applicant must demonstrate plans and progress in increasing new jobs, reducing layoffs, and increasing overall employment in Wisconsin by increasing workers' skills to better match employers' needs. DWD begins each grant cycle by publishing a grant program announcement, which includes information such as a description of the grant program and criteria for awarding grants. [ss. DWD 801.13 (10), 801.04, and 801.05, Wis. Adm. Code.]

Program Description

Fast Forward provides any of the eligible employers with financial and technical assistance for customized employee job training and upskilling. Employers may use funds to train "unemployed and underemployed workers and incumbent employees." [s. 106.27 (1), Stats.]

Use of Funds

Several requirements apply to Fast Forward grants. As mentioned above, DWD may award grants to organizations for the development and implementation of workforce training programs, and recipients may use the grant for training unemployed and underemployed workers and incumbent employees of Wisconsin businesses. DWD may require recipients to match a certain percentage of the funds received. [s. 106.27 (1), Stats.; and s. DWD 801.08, Wis. Adm. Code.]

Recipients may receive grants of between \$5,000 and \$400,000 per calendar year. Grant funds may be used to:

- Develop or implement a curriculum of workforce training programs that is designed to increase the skills of unemployed workers to meet the needs of employers or increase the skills of underemployed or incumbent workers to a level that would qualify them for employment with higher wages, more hours, or increased functionality.
- Develop or implement a special project that generates creative problem solving skills, creates a competitive work culture and environment, inspires underachieving workers, increases the organization's productivity, or facilitates and encourages the development of individual employees.
- Rent capital equipment, if specified and approved in the grant agreement.

[ss. DWD 801.09 (1) and 801.10, Wis. Adm. Code.]

Grant funds must be used only to pay for or reimburse expenses that are reasonable, necessary, and properly assignable to the purposes of an approved grant. Specifically, recipients may not use funds to:

- Supplant existing employee wages and compensation or fund trainee wages, stipends, or fringe benefits.
- Purchase real estate or pay for construction or major remodeling.

- Fund secondary education.
- Fund trainee wages, stipends, or fringe benefits.
- Support the enactment, repeal, modification, or adoption of any law, regulation, or policy at any level of government.
- Support sectarian purposes or activities.

[ss. DWD 801.07 and 801.09, Wis. Adm. Code.]

Coordination

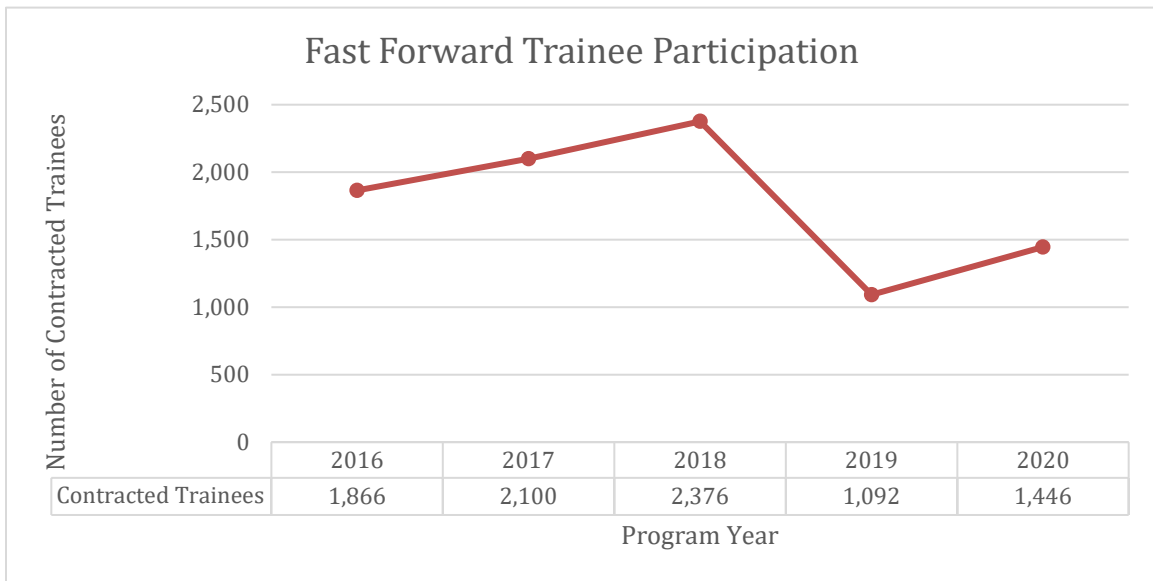
DWD must consult with the Wisconsin Technical College System (WTCS) and the Wisconsin Economic Development Corporation (WEDC) in administering Fast Forward grants. [s. 106.27 (2m), Stats.]

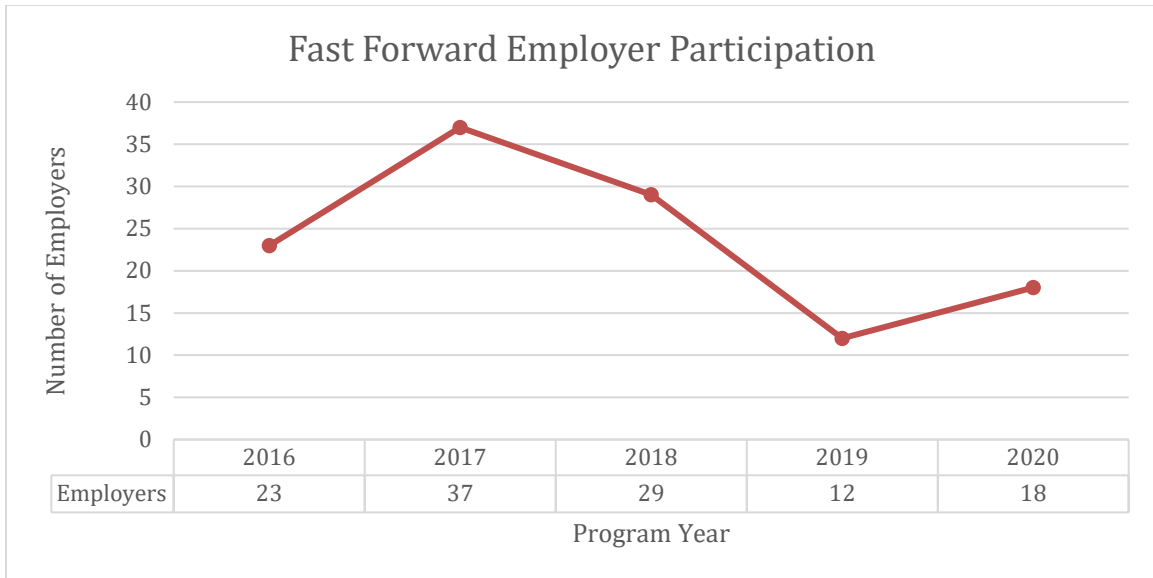
Funding

Fast Forward is state-funded, as determined in each biennial budget act. Fast Forward received about \$6.3 million in state funding in fiscal year 2020. [ss. 20.445 (1) (b) and 106.27, Stats.]

Data

The following graphs show Fast Forward participation since 2016, by number of trainees and by number of employers.





EXPANDED FAST FORWARD

Closely related to Fast Forward is Expanded Fast Forward. Since the creation of Fast Forward, the Legislature has periodically created Expanded Fast Forward programs, which includes programs that generally target specific populations, industries, or timeframes.⁸³ This section describes certain current and recent programs identified by DWD.

Services Provided

According to DWD, Expanded Fast Forward helps employers provide employees with work readiness, job training, job search, job placement, and work support services.

Program Description

Expanded Fast Forward includes numerous component programs, as described below, some of which are not currently active.

Jump Start targeted unemployed and entry-level workers. Funding was provided to organizations offering both supportive services and training that focused on essential skills coupled with customized skill training specifically related to workforce needs. Jump Start prioritized training offered to individuals with barriers to successful employment. The Jump Start program aimed to place 60 percent of trainees. In fiscal year 2019, the Office of Skills Development awarded 10 organizations a total of about \$1 million to provide training to 823 individuals. These projects provided career training opportunities in health sciences, banking, arboriculture, construction, heavy equipment, manufacturing, and customer service.⁸⁴

⁸³ DWD, [Wisconsin Fast Forward Grant Archive](#); and DWD, [Fast Forward Annual Report](#) (Dec. 2020).

⁸⁴ DWD, [Fast Forward Annual Report](#), p. 4 (Dec. 2019).

Blueprint for Prosperity - Commute to Careers provides employment transportation assistance for workers in outlying suburban and sparsely populated areas. Grants are awarded to local public bodies or private organizations, and may be used to conduct projects or to match federal grants. A grant may not exceed 80 percent of the total cost of a project and may only be made to an applicant that provides transportation service to permanent employment or to Wisconsin Works employment positions. [s. 106.26, Stats.]

Reentry Initiatives Grant Program provides grants for worker training to connect adults transitioning out of incarceration with employment and training opportunities for businesses in need of skilled workers. The program is operated in coordination with the Department of Corrections (DOC). [s. 106.27 (1), Stats.]

WTCS Grant Program recently provided a \$250,000 grant to the WTCS board for apprenticeship training at technical colleges. Project funds were to be used to sustain registered apprenticeship opportunities across the 16 WTCS campuses where demand has exceeded the available apprenticeship funding. The training included classroom instruction as a component of 158 apprenticeship training programs in 71 distinct occupations.⁸⁵ [s. 106.27 (1), Stats.]

High School Student Certifications provided grants for collaborative projects among school districts, technical colleges, and businesses to provide high school students with industry-recognized certifications in high-demand fields. This program was authorized twice; 2013 Wisconsin Act 139 provided grants to businesses in collaboration with school districts, technical colleges, and employers, while 2017 Wisconsin Act 59 provided grants to technical colleges in partnership with school districts and employers. [s. 106.27 (1) (a) and (1g) (b), Stats.]

Training Teachers to Teach Dual Enrollment Courses provides grants to technical colleges, in partnership with high schools, for programs that train teachers and that train individuals to become teachers, including in dual enrollment programs. [s. 106.27 (1) (b), Stats.]

Employee Resource Network Pilot - Workforce Retention Grants provided grants to develop public-private partnerships that are designed to improve workforce retention through employee support and training. Grants were awarded to consortia of employers, economic development agencies, technical colleges, or other organizations providing workforce support. [s. 106.27 (1) (c), Stats.]

Increase Student Internships was intended to increase the number of students placed with employers for internships by providing grants to nonprofit organizations, institutions of higher education, and employers. [s. 106.27 (1) (d), Stats.] As of December 2020, DWD had not awarded any grants through this program.

Nursing Training for Middle and High School Students funded nurse training programs for middle and high school students by providing grants to community-based organizations for public-private partnerships. [s. 106.27 (1) (e), Stats.]

⁸⁵ See Legislative Audit Bureau, *Wisconsin Fast Forward Program*, [Audit Report 19-24](#), Appendix 4 (Nov. 2019); and DWD, [Fast Forward Annual Report](#), p. 5 (Dec. 2019).

Technical Education Building Modifications provided grants to school districts to fund building modifications that are needed to support school districts' career and technical education programs. [s. 106.27 (1) (f), Stats.]

Personal Care Workers was intended to provide grants for programs that promote the attraction and retention of personal care workers. [s. 106.27 (1) (g), Stats.] As of December 2020, DWD had not awarded any grants through this program.

Mobile Classrooms provided grants to DOC to fund the creation and operation of mobile classrooms that provide job skills training to Wisconsinites in underserved areas, including state minimum- and medium-security correctional institutions. The statute allowed DOC to use the funds to purchase capital equipment for a mobile classroom and to purchase and install any furniture, equipment, and supplies that are necessary or desirable for the mobile classroom. Additionally, DWD may allocate up to \$50,000 per fiscal year to fund the upkeep and maintenance of mobile classrooms. [s. 106.27 (1j), Stats.]

Labor Market Information (LMI) System collects, analyzes, and disseminates information on Wisconsin's current and projected employment opportunities and other appropriate information relating to labor market dynamics. State law requires that the LMI system be available free of charge.⁸⁶ [s. 106.27 (1m), Stats.]

Student Internship Coordination (WisConnect) requires DWD to provide coordination between nonprofit organizations, institutions of higher education, and employers in order to increase the number of students who are placed with employers for internships. [s. 106.27 (1r), Stats.]

Shipbuilder Training Grants assist shipbuilders in training new and current employees. The program provided \$1 million in each year of the 2019-21 fiscal biennium. [s. 106.27 (1u), Stats.]

Worker Training and Employment Program was intended to provide funding, through grants or other means, to institutions of higher education to facilitate worker training and employment. DWD must consult with the WTCS Board and WEDC in administering the program. The program has not received funding. [s. 106.271, Stats.]

Teacher Development Program Grants provided school boards, private schools, or charter management organizations⁸⁷ grants to design and implement a teacher development program. DWD must consult with DPI to confirm that the program is designed to prepare incumbent employees who work closely with students to successfully obtain a teaching permit or initial teaching license, allows employees enrolled in the program to satisfy student teaching requirements, provides employees with intensive coursework, and allows individuals without a bachelor's degree to enroll. [ss. 106.272 and 118.196, Stats.]

Advanced Manufacturing Technical Education Equipment Grant Program provided grants to school districts to fund the acquisition of equipment and software used in advanced manufacturing fields.

⁸⁶ This information is available on DWD's [Wisconomy](#) site.

⁸⁷ The charter management organization must be partnered with an educator preparation program that is approved by the Department of Public Instruction (DPI) and headquartered in Wisconsin. [s. 106.272 (1), Stats.]

Each school district could receive up to \$50,000, but was required to provide matching funds equal to 200 percent of the grant amount awarded. [s. 106.275, Stats.]

Grants for Teacher Training and Recruitment provides grants to nonprofit organizations that recruit and prepare individuals to teach in schools in low-income or urban districts. DWD must give preference to programs that, among other factors, focus on future teachers who plan to teach in Wisconsin. [s. 106.277, Stats.]

Building Occupational Skills for Success directed DWD to provide a \$200,000 grant in fiscal year 2017-18 to the Milwaukee Development Corporation, if certain conditions were satisfied, in order to provide students with the skills and tools needed to become future business owners. [2017 Wisconsin Act 59, SEC. 9151 (5q).]

Blueprint for Prosperity - Technical College Waiting List provides grants to technical colleges to reduce waiting lists for enrollment in programs and courses in high-demand fields. [s. 106.27 (1g) (a), Stats.]

Blueprint for Prosperity - Disabled Workers provides grants to public and private organizations, or services provided by DWD, to improve employment opportunities for persons with disabilities. [s. 106.27 (1g) (c), Stats.]

Blueprint for Prosperity - Project SEARCH provides grants to public and private organizations, or services provided by DWD, to improve employment opportunities for persons with disabilities. [s. 106.27 (1g) (c), Stats.] Each project involves a partnership between the DWD Division of Vocational Rehabilitation, a local business, a school, a vocational services agency, and a disability services agency.⁸⁸

Coordination

DWD is required to consult or coordinate with other agencies to administer certain Expanded Fast Forward programs. DWD must consult with WTCS and WEDC in administering grants for the following Expanded Fast Forward programs:

- Reentry Initiatives.
- WTCS Grant Program.
- High School Student Certifications.
- Training Teachers to Teach Dual Enrollment Courses.
- Employee Resource Network Pilot - Workforce Retention Grants.
- Increase Student Internships.
- Nursing Training for Middle and High School Students.
- Technical Education Building Modifications.
- Personal Care Workers.
- Mobile Classrooms.

⁸⁸ DWD, [Fast Forward Annual Report](#), p. 6 (Dec. 2019).

- LMI System.
- Student Internship Coordination (WisConnect).
- Shipbuilder Training Grants.

[s. 106.27 (2m), Stats.]

Regarding the Worker Training and Employment Program, DWD must coordinate the program with the WTCS Board and WEDC. [s. 106.271 (3), Stats.]

Regarding Teacher Development Program grants, DWD must consult with the Department of Public Instruction (DPI) to confirm that the program is designed to prepare incumbent employees who work closely with students to successfully obtain a teaching permit or initial teaching license, allows employees enrolled in the program to satisfy student teaching requirements, provides employees with intensive coursework, and allows individuals without a bachelor's degree to enroll. [ss. 106.272 (2) (a) and 118.96 (2), Stats.]

Funding

As with Fast Forward, Expanded Fast Forward is entirely state-funded, as determined in each biennial budget act. Expanded Fast Forward received about \$2.6 million in fiscal year 2020. [ss. 20.445 (1) (b) and 106.27, Stats.]

WEDC WORKFORCE TRAINING GRANT PROGRAM

WEDC administers the Workforce Training Grant program to assist new and expanding businesses in attracting, developing, and retaining employees by upgrading the job skills of existing and new employees.

Services Provided

The program can best be described as helping businesses provide employees with job training services.

Eligibility

To be eligible, a business must: (1) commit to either locate a new facility in the state or expand an existing facility in the state; and (2) upgrade a product, process, or service that requires training employees in new technology and skills. Several categories of businesses (for example, retail and farms) are generally ineligible.

Program Description

Grants may be used for any of the following:

- Wages of employees participating in the training.
- Training materials.
- Trainer costs.

Grants may not be used for travel, meals, or lodging, or training that addresses any of the following:

- Orientation.
- Training unrelated to the job.
- State or federally mandated programs.
- Routine training not related to a specific project.

Grants cover up to 50 percent of eligible training costs (or up to 75 percent in certain rural counties or in opportunity zones under the federal income tax system). The maximum grant is \$5,000 per employee expected to be trained.

Coordination

Assistance is not available if training is available through other sources, including the WTCS or Fast Forward.

Funding and Data

These grants are state-funded. WEDC has made eight awards over the past five years, totaling \$2.5 million. WEDC indicates that the program did not receive funding for fiscal year 2021.⁸⁹

WORKFORCE ADVANCEMENT TRAINING GRANTS

Workforce Advancement Training (WAT) grants provide financial assistance, directed through WTCS districts, to local businesses to fund skills training, education, and business assistance. Training focuses on occupational skills but also may include a combination of occupational, academic, and employability topics or courses. [s. 38.41, Stats.]

Services Provided

According to WTCS, WAT grants provide funding to WTCS districts to help local businesses provide employees with basic education, work readiness, and job training services.

Eligibility

The WTCS Board awards grants on a competitive basis to WTCS district boards, who apply on behalf of local employers or consortia of employers. WTCS districts may receive up to \$200,000 per fiscal year. In turn, WTCS districts provide services to businesses, who may apply individually or as part of a consortium. As part of the application process, an applicant must complete a WTCS Economic Impact Survey that provides a quantifiable value of the training provided by the technical college. [WTCS Response; and s. TCS 17.03 (1), Wis. Adm. Code.]

WTCS must evaluate grant applications based on the following criteria:

⁸⁹ See WEDC, [Workforce Training Grants Program Guidelines for Fiscal Year 2021](#).

- Whether the grant proposal indicates that the WTCS district will allocate enough resources to successfully provide the proposed training or education.
- The extent to which the proposed training or education will improve employee skill levels, workplace efficiency, and productivity.
- The extent to which the proposed training or education will improve the availability of services to businesses and promote an increased investment in the development of incumbent workers.
- The extent to which the proposed training or services will support regional workforce and economic development efforts.

[s. TCS 17.05, Wis. Adm. Code.]

Program Description

The WTCS Board may award two categories of grants to WTCS districts:

- Skills training or other education related to the needs of local businesses.
- Skills training, education, assistance with market expansion, or assistance with business diversification for a business that has 250 or fewer employees, had no more than \$10 million in gross annual income in its most recent fiscal year, and is based in Wisconsin.

[s. 38.41, Stats.]

Examples of permissible grant activities include:

- Assessing employees' learning needs to determine what knowledge and skills are needed to more effectively perform current or future job assignments.
- Developing curricula that apply directly to employees' occupational tasks.
- Providing professional learning opportunities for instructional staff to develop the expertise needed to offer proposed training.
- Purchasing supplies, equipment, computer software, or other instructional materials that are directly related to the instructional activities completed under the grant.
- Supporting basic skills or English Language Learning instruction directly related to the occupational skill training provided under the grant.
- Providing technical assistance to an employer, where the technical assistance will result in the advancement of existing employees through a career pathway or hiring of new employees.

[WTCS Response, p. 4.]

Districts may not use grants for administration, marketing, or indirect costs. [s. TCS 17.06, Wis. Adm. Code.]

Coordination

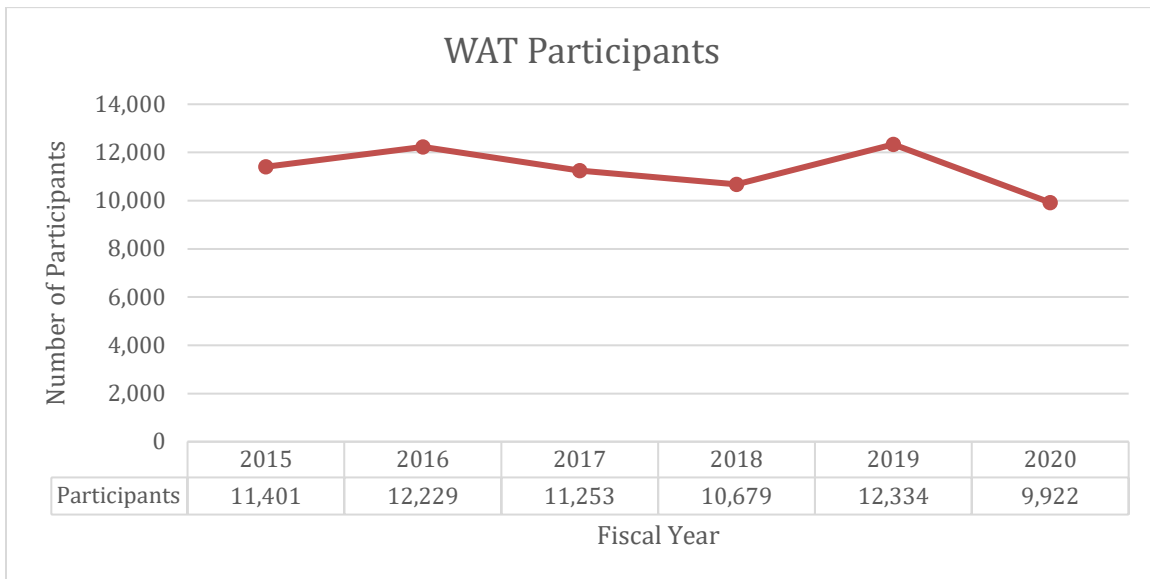
WTCS Districts must partner with established businesses in order to receive a grant.

Funding

WTCS identified \$4 million in annual state appropriations as the primary funding source for WAT grants. [s. 20.292 (1) (f), Stats.] Total awards under the second category of grants identified above (i.e., assisting smaller businesses) may not exceed \$500,000 per fiscal year. [s. 38.41 (3) (c), Stats.] An individual WTCS district may receive no more than \$200,000 per year in grants. WTCS does not anticipate changes in funding.

Data

The following graph shows the number of workers who have participated in WAT programs since 2015.



WORK OPPORTUNITY TAX CREDIT

The Work Opportunity Tax Credit (WOTC) is a federal tax credit available to employers that is intended to encourage them to hire employees from certain targeted groups who have consistently faced significant barriers to employment.⁹⁰ To qualify, an employer's hiring activity must be certified by the state employment security agency, which in Wisconsin is DWD. [26 U.S.C. s. 51 (d) (12).]

Services Provided

DWD indicated that WOTC does not provide any of the six major categories of workforce services. To the extent a tax credit can be characterized as delivering a service, WOTC may provide job placement services by incentivizing the hiring of workers.

⁹⁰ For more information, see the Internal Revenue Service guidance page, <https://www.irs.gov/businesses/small-businesses-self-employed/work-opportunity-tax-credit>.

Eligibility

In general, an employer who hires an employee receiving any of the following benefits may qualify for the tax credit:

- Temporary Assistance for Needy Families benefits.
- Supplemental Nutrition Assistance Program benefits.
- Supplemental security income benefits.
- Long-term family assistance.
- Long-term unemployment.

Additionally, employers who hire individuals who have been referred for vocational rehabilitation services or who are veterans or ex-felons may qualify for the tax credit. [26 U.S.C. s. 51 (d) (1).]

Program Description

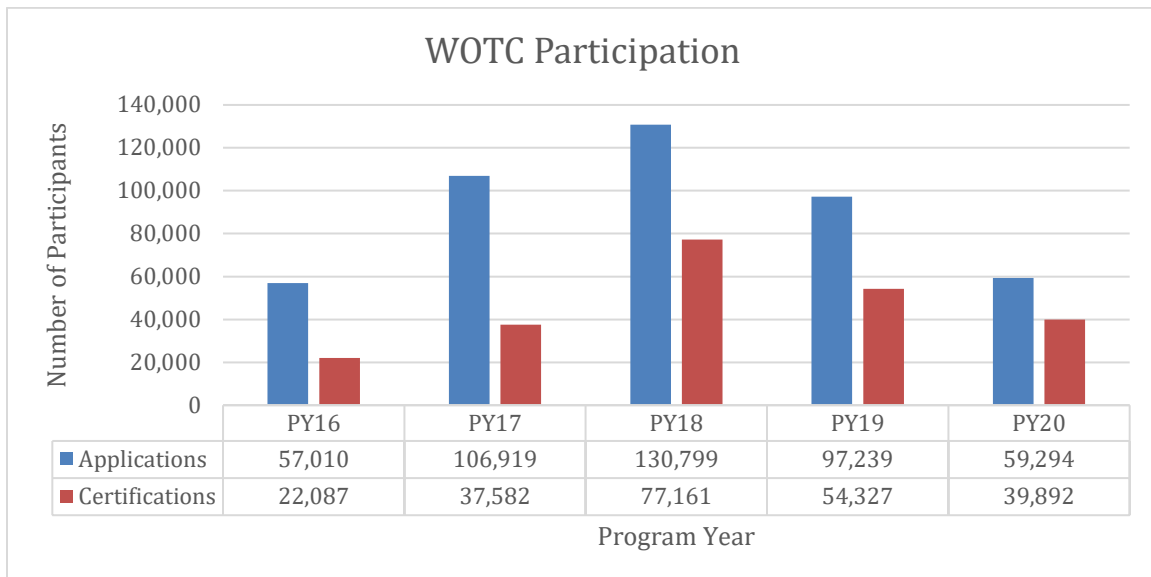
Employers receive a tax credit for 40 percent of the employee’s qualified first year wages. [26 U.S.C. s. 51 (a).] The amount of an employee’s qualified first year wages depends on the target group to which the employee belongs.

Funding

Funding from the U.S. Department of Labor for WOTC has averaged around \$300,000 during each of program years 2016 through 2020.

Data

The following graph shows the numbers of applications and certifications for tax credits since 2015.



LIBRARIES ACTIVATING WORKFORCE DEVELOPMENT SKILLS (LAWDS)

Libraries Activating Workforce Development Skills (LAWDS) is intended to help librarians support patrons who use the library for workforce development-related purposes, such as looking for and applying for a job. LAWDS is administered by DPI but training is provided by DWD and local workforce development boards. The training provides librarians with new continuing education opportunities, partnerships with workforce development teams, and tools to increase their familiarity with workforce development systems.

Services Provided

LAWDS can best be described as training librarians to provide jobseekers with job search services.

Program Description

LAWDS provides librarians with training about available workforce development systems and programs, in turn allowing librarians to share that information with jobseekers.

Coordination

Librarians are trained by a local workforce development board, which develops a curriculum on the tools available to the public to reduce barriers to career and job achievement goals. DPI and DWD allow public libraries to supplement the access and expertise of the state's one-stop service centers, if access to a center is difficult for persons with transportation barriers.⁹¹

Funding

DPI received a federal grant of almost \$250,000 in 2018 to fund LAWDS.

⁹¹ See https://dpi.wi.gov/sites/default/files/imce/pld/Website_Version- LAWDS_Narrative.pdf.

PART XI

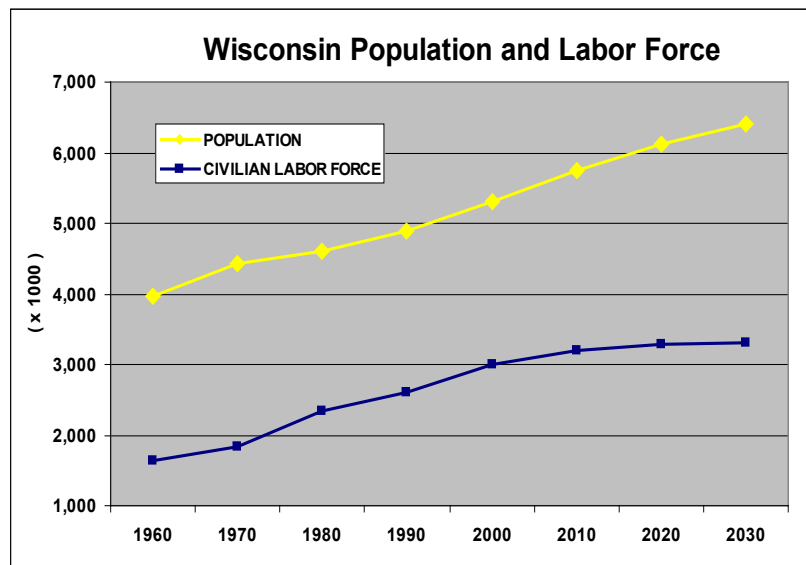
PROGRAMS FOR WORKFORCE NEEDS

OVERVIEW

This part describes projections of Wisconsin's workforce needs: where the state workforce has needs now, and where the education and training needs will grow. It also outlines steps that already are being taken by agencies to better collaborate in the delivery of workforce development services.

Labor and Unemployment Outlook

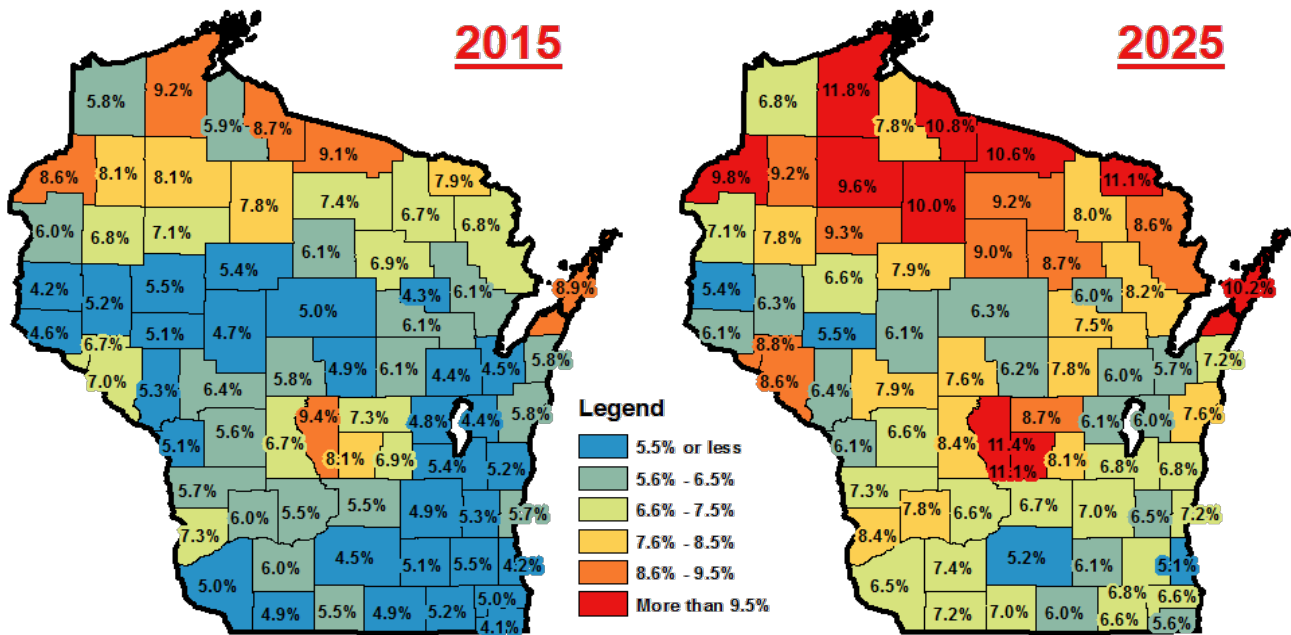
The Department of Workforce Development (DWD) has stated that the growth of the Wisconsin labor force has remained fairly flat over the last few years. The flat labor force numbers are primarily driven by the state's population demographics. Many people are aging out of the workforce, and limited numbers of younger people are replacing them. Precise projections vary, but Wisconsin's working age population (ages 25-64) is expected to remain relatively stable from 2010 to 2040, while the share of Wisconsin's population that is elderly is projected to increase.⁹²



From: DWD, Workforce & Economic Outlook, 4th Annual Partner Ideas Exchange Forum (Jan. 19, 2019).

⁹² For example, residents aged 65 years old and above are projected to rise from 13.7 percent of the state's population in 2010 to 23.7 percent in 2040, while adults under 65 years old are project to fall from 62.8 percent to 55.1 percent during that same time period. [Workforce Innovation and Opportunity Act \(WIOA\) Combined State Plan 2020-2023](#), DWD (2020). See also, [Wisconsin Workforce Competitiveness Evaluation](#), Future Wisconsin Project, Wisconsin Manufacturers and Commerce (WMC) Foundation (Feb. 2019); [The Road Ahead: Restoring Wisconsin's Workforce Development](#), Tim Sullivan (2012); and [Wisconsin's Workforce Development System](#), Wisconsin Policy Forum (Apr. 2018).

Projected Population Change 2015 – 2025: People Aged 65 & Older



Source: DOA Demographic Services
Map Created by OEA

From: DWD, *Workforce & Economic Outlook*, 4th Annual Partner Ideas Exchange Forum (Jan. 19, 2019).

However, although the labor force may not be growing, Wisconsin generally has been adding jobs in the recent past, and that trend was expected to continue. For example, nonfarm payroll grew 1.1 percent from October, 2017, to October, 2018, slightly below the national average of 1.7 percent during that period. Of that 1.1 percent growth, the construction and manufacturing sectors saw the largest gains, with contraction in the financial services, business and professional services, and government sectors.⁹³

Wisconsin is projected to add about 210,000 jobs between 2016 and 2026, which is about 6.8 percent growth.⁹⁴ Another 3.53 million job openings are expected during that time period due to permanent worker exits and occupational transfers.⁹⁵

⁹³ [Wisconsin Workforce Competitiveness Evaluation](#) – Future Wisconsin Project – WMC Foundation (Feb. 2019).

⁹⁴ [Understanding Wisconsin's Job Outlook](#), Industry and Occupation Projections, 2016-2026 in Brief, DWD (Sep. 2019).

⁹⁵ [Understanding Wisconsin's Job Outlook](#), Industry and Occupation Projections, 2016-2026 in Brief, DWD (Sep. 2019). Because of Wisconsin's labor shortage, employers may use other avenues to supplement the available workforce, such as the process of obtaining foreign labor certification to fill certain jobs. This certification allows an employer to bring a foreign national into the United States to fill a temporary agricultural job under an H-2A visa. The visa may be utilized in instances of insufficient labor supply. In 2016, 384 workers received the visa; in 2020 this had grown to 2,007 workers. [DWD Response.]

According to DWD, this inequality, where the slow labor force growth is not expected to match job growth, could lead to a shortage of workers by 2030 that will limit the state's economic growth potential. For example, in one projection from 2018, job growth was expected to increase by 6 percent between 2014 and 2024, but population growth of only 0.2 percent was expected during a similar period (2015-2025).⁹⁶

It should be noted that most of these projections were made before the arrival of COVID-19 in the state in March, 2020. Pandemic conditions surrounding that disease have had a notable effect on the number of jobs and on unemployment, both in Wisconsin and nationwide.⁹⁷

With regard to seasonally adjusted nonfarm jobs in Wisconsin in 2020, there were 2,993,700 in February, a high for the year. That number fell to a year-low 2,518,100 in April, 2020. The number had rebounded to 2,779,400 by December, 2020, but that was still well below the 2,987,500 in December of the previous year.⁹⁸

The state's seasonally adjusted unemployment rate had steadily declined from about 9 percent in January, 2010, to a low of around 3 percent in most of 2018 and 2019 and into the first quarter of 2020.⁹⁹ It then climbed in April, 2020, to 13.6 percent before falling back to 3.9 percent by April, 2021.¹⁰⁰ Although not as low as the unemployment rates in 2018 and 2019, the April rate was below the national average of 6.1 percent.¹⁰¹

Projected Education and Training Needs

For the job openings that Wisconsin is projected to have through 2026, estimates for the typical education or training that will be required are as follows:

- No formal educational credential – 32 percent.
- High school diploma but no postsecondary education – 41 percent.
- For those job openings requiring only a high school diploma, about 87 percent will require some additional training, as follows:
 - Apprenticeship – four percent.
 - Short-term on-the-job training – 47 percent.
 - Moderate-term on-the-job training – 32 percent.
 - Long-term on-the-job training – four percent.

⁹⁶ [Wisconsin's Workforce Development System](#), Wisconsin Policy Forum (Apr. 2018).

⁹⁷ For more discussion on the COVID-19 impact, see DWD, [Wisconsin Economy and Workforce: 2020](#) (March 25, 2021).

⁹⁸ Wisconsin, [Current Employment Statistics \(CES\)](#), DWD.

⁹⁹ For example, the state's unemployment rate was 3.1 percent in both May, 2018, and March, 2020, with a dip to 2.8 percent in May, 2019, and a rise to 3.5 percent in November, 2019. See [WIOA Combined State Plan 2020-2023](#), DWD (2020); and <https://www.jobcenterofwisconsin.com/wisconsin/pub/whatsnew>. However, unemployment rates were higher during those periods for certain populations, such as persons with disabilities and veterans. [WIOA Combined State Plan 2020-2023](#), DWD (2020).

¹⁰⁰ <https://www.jobcenterofwisconsin.com/wisconsin/pub/whatsnew>.

¹⁰¹ *Id.*

- Associate degree or postsecondary vocational training – 10 percent.
- Bachelor’s degree or higher – 17 percent.¹⁰²

STEPS BEING TAKEN BY STATE AGENCIES

Wisconsin state agencies report that they are engaged in a number of current initiatives to improve coordination among their workforce development programs and to strengthen the overall effectiveness of those programs.

As discussed in Part I, above, the Combined State Plan required by the Workforce Innovation and Opportunity Act (WIOA) is the primary tool for a state to coordinate its workforce development efforts. The goal of each plan is to achieve fuller integration of a state’s workforce and talent development systems. Plans must be submitted every four years and must be approved by the U.S. Department of Labor. DWD, the state agency charged with preparing Wisconsin’s plan, has most recently submitted a plan for years 2020 through 2023.¹⁰³ This plan includes three state agencies as new participating partners: Department of Children and Families (DCF), Department of Health Services (DHS), and Department of Corrections (DOC). Contributors noted the following regarding the latest WIOA Combined State Plan:

- In general, DWD noted that the state is using enhancements to data and case management systems as one way of achieving the strategic goals of the latest WIOA Combined State Plan.
- DCF emphasized that Wisconsin Works (W-2) and the other related employment programs funded by federal Temporary Assistance for Needy Families (TANF) were included in the latest version of the plan for the first time.
- DWD indicated that DOC’s participation in the development of the plan will improve collaboration between those two agencies as they assist the ex-offender population in overcoming barriers to entering the workforce. DOC’s commitment to the WIOA Combined State Plan builds upon an existing partnership between DWD’s Office of Special Initiatives and DOC’s Reentry Office.
- The agencies are sharing information to improve the process of providing DWD’s Division of Vocational Rehabilitation (DVR) services including coordinating business and technological services, reducing duplication, and leveraging individual program strengths.
- The agencies are combining data and creating certain automated data gathering to allow program administrators to view co-enrollment.
- DWD is developing a “Common Intake” system, which will share data between participating partners, showing whether a participant already works with another partner and making and tracking electronic referrals between participating partners.

[WIOA Combined State Plan p. 105.]

¹⁰² [Understanding Wisconsin’s Job Outlook](#), Industry and Occupation Projections, 2016-2026 in Brief, DWD (Sept. 2019).

¹⁰³ *Id.*

Beyond the Combined State Plan prepared pursuant to WIOA, the agencies report that the following additional collaborative efforts within and between Wisconsin's workforce development system agencies are underway:

- With regard to services provided to individuals with a disability, DCF and DWD collaborate in the administration of W-2 and Vocational Rehabilitation. The two agencies have entered a memorandum of understanding, engage in staff cross-training, utilize a joint Technical Assistance Guide, and share data to identify co-enrollees. [DCF Response.]
- In a recent reorganization, DHS separated its personnel responsible for FoodShare policy from those responsible for FoodShare Employment and Training (FSET) contract monitoring and management. Presumably, this will enable greater concentration of resources on the administration of the FSET program. [DHS Response.]
- Program coordinators for Senior Community Services Employment Program (SCSEP) co-enroll participants in other workforce development program where possible, and also provide participants with information on FSET and other support services when appropriate. SCSEP participants are also encouraged to use the Wisconomy.com website to locate permanent job placement. [DHS Response.]
- DOC has strengthened its partnership with DWD in recent years, especially in the area of data sharing. [DOC Response.]
- As noted in Part II, above, the Department of Transportation (DOT) and DWD enter an annual memorandum of understanding to coordinate the state's portion of funding for Wisconsin Employment Transportation Assistance Program. [DOT Response.]
- The Department of Public Instruction (DPI) and DWD work collaboratively to advance youth apprenticeship opportunities in schools. [DPI Response.]
- DPI administers the State-Certified Cooperative Education program in partnership with business, industry, and labor representatives. This program provides paid work experience for high school juniors and seniors as part of their overall academic and career plan. [DPI Response.]
- DPI, DHS, and DWD collaboratively develop a joint plan to increase Competitive Integrated Employment pursuant to 2017 Wisconsin Act 178. The plan must address specific coordination methods to ensure that the programs, policies, and procedures of each agency support this employment. [DPI Response.]
- Using federal funding, DWD developed a case management application called Comprehensive Employment Planning Tools. Besides more effectively connecting an individual dislocated worker to information and services, this application also facilitates co-case management between multiple workforce development programs. [DWD Response.]
- DWD's Division of Employment and Training is creating a Job Center Taskforce to be composed of representatives from DWD, local workforce development boards, and several state agencies. The goal of the taskforce will be to connect workforce development partners, create common understandings, and identify areas where coordination is possible. [DWD Response.]

- Using a Workforce Data Quality Initiative grant from the U.S. Department of Labor, DWD is expanding and enhancing Wisconsin's Workforce Data Integration System. The goal of the improvement system is to efficiently identify services that lead to successful outcomes for participants and how workforce development services impact employment patterns and educational outcomes. [DWD Response.]
- The state plan for career and technical education authorized by the federal Carl Perkins V Act is reviewed and updated every five years and must be approved by the U.S. Department of Education. Performance indicators are regularly evaluated to show continuous improvement. [Wisconsin Technical College System (WTCS) Response.]
- The Adult Education and Family Literacy Act programming is evaluated every two years and must be approved by the U.S. Department of Labor. [WTCS Response.]

PART XII

EXAMPLES OF RECENT WORKFORCE DEVELOPMENT SYSTEM INITIATIVES IN OTHER STATES

In the years immediately preceding the COVID-19 pandemic, several other states were experiencing labor market pressures and skill shortages similar to Wisconsin. These states also determined that the fragmented nature of their state workforce development systems could benefit from increased coordination and efficiency.

To address these issues, several states (Alabama, Arkansas, Indiana, Kentucky, and Vermont) created new commissions or government offices, or tasked an existing one, to examine ways to improve workforce development and to make recommendations to the governor or to the state legislature. Other states (Connecticut, Michigan, Missouri, and New Hampshire) focused on improvements to specific workforce development programs, rather than examining the entire workforce development system.

The following descriptions of recent state actions were derived in part from information provided by the National Conference of State Legislatures.

ORGANIZATIONAL INITIATIVES

Alabama

In 2019, Alabama created the Lieutenant Governor's Commission on 21st Century Workforce. Chaired by the Lieutenant Governor, the commission consists of several members from each house of the legislature. The commission was charged with studying and making recommendations to the legislature regarding the coordination of workforce development efforts across Alabama state government.

The commission released its report, [Alabama Workforce Development: Accelerating the Transformation to Excellence](#), in 2020. The report includes 10 specific recommendations for the legislature, including the creation of a new state "Department of Talent and Workforce Development" to oversee the efforts of several other agencies having responsibility for workforce development.

Arkansas

The Arkansas Legislature in 2019 found that its workforce education system was administered by a "variety of agencies without coordination, often with significant inefficiencies arising from overlapping and repeated programming." It therefore directed the state Office of Skills

Development and the Career Education and Workforce Development Board to take several actions aimed at ameliorating those conditions, including:

- Bringing together relevant stakeholders to develop a strategic plan and road map for meeting current and future workforce demands.
- Developing and overseeing a comprehensive apprenticeship office.
- Creating a website that exhibits all aspects of workforce development opportunities in the state.
- Drawing an asset map with all state and federal funding and programs related to workforce development, in order to promote coordination.

[\[2019 Arkansas Act 1079.\]](#)

Indiana

In 2018, Indiana created a Governor’s Workforce Cabinet to provide advice on coordinating state and federal workforce development programs and funds. The cabinet serves as the state entity responsible for many federal programs, including the Workforce Innovation and Opportunity Act (WIOA), Wagner-Peyser, Carl D. Perkins, and the Adult and Family Literacy Act. [\[2018 Senate Enrolled Act No. 50.\]](#) The cabinet was subsequently tasked with creating a comprehensive strategic plan to ensure alignment between Indiana’s early childhood, primary, secondary, and postsecondary education systems with its workforce training programs and employer needs. [\[2020 House Enrolled Act No. 1153.\]](#)

The cabinet released a [strategic plan](#) in March, 2020, which contains some recommendations that echo those submitted by Wisconsin’s stakeholders: improve data sharing, enable co-enrollment, co-locate staff, and better engage employers.

Kentucky

In 2017, the Kentucky Workforce Innovation Board (KWIB)¹⁰⁴ reviewed the commonwealth’s workforce development strategy in light of various negative statistical indicators, including a workforce participation rate ranked 43rd in the nation. After a review of labor market data and interviews with employers and workforce development leaders, KWIB released a five-year strategic plan called [Kentucky Work Ready: An Urgent Call to Action](#) in 2018.

Among other recommendations, the plan suggested the following:

- Actively engaging employers to drive the commonwealth’s workforce development system.
- Aligning and integrating education from early childhood through adulthood to provide lifelong learning opportunities that prepare residents with advanced skills needed in the workplace.
- Increasing the workforce participation rate.
- Focusing resources on the most effective initiatives.

¹⁰⁴ KWIB is Kentucky’s state level workforce development board established pursuant to WIOA (discussed in Part I, above).

In 2020, the governor approved the report and issued [Executive Order 2020-551](#) creating the Kentucky Education and Workforce Collaborative to ensure the continued implementation of the five-year strategic plan.¹⁰⁵

Vermont

In 2018, the Vermont Legislature addressed its “series of fragmented workforce development programs” by requiring the state workforce development board to examine its workforce development system with the goal of redesigning it into a more coherent, efficient, and effective system. The board was also authorized to create a workforce development “social network map” of service providers, employers, state administrators, and industry to gather data about the level of workforce development connectivity within and outside state government and ways to increase connectivity. [[2018 Act No. 189](#).] An interim [report](#) on implementation of that act was submitted in 2019.

The Vermont Legislature built upon its 2018 enactment with another comprehensive workforce development act in 2019. With a heavy focus on workforce training, that act declared the legislature’s goal of creating a fully integrated postsecondary career and technical education system to coordinate the efficient use of training resources and provide consistency across the system while maintaining flexibility to respond to local and regional workforce demands. It further established the goal that at least 70 percent of working-age Vermont residents would hold a “credential of value” (such as an educational degree, occupational license, or industry-recognized certification) by the year 2025.

In addition, the legislature established workforce programs with an emphasis on assisting certain populations or bolstering certain occupations, such as incarcerated individuals, recent immigrants, nurse educators, and persons separating from military service. [[2019 Vermont Act No. 80](#).]

PROGRAM-SPECIFIC INITIATIVES

Connecticut

In 2019, Connecticut created a committee to focus on apprenticeship programs. The committee also was directed to help school boards incorporate relationships with manufacturing in middle and high school curricula and to use other methods to enhance interest among students in various labor sectors. [[Connecticut Public Act 19-68](#).]

Michigan

In 2018, Michigan enacted the “Marshall Plan for Talent” in response to a projection of more than 800,000 openings in high-demand fields through the year 2024. The legislation defines “high-demand fields” as professional trades, manufacturing, engineering, information technology and

¹⁰⁵ Legislation to codify the Kentucky Education and Workforce Collaborative was introduced in the Kentucky Legislature in 2021. [2021 KY S.B. 276.]

computer science, machine learning and artificial intelligence, mobility, health care, and business. [[Enrolled Senate Bill No. 941](#); see also the Senate Fiscal Agency’s [bill analysis](#).]

In addition to providing funds for scholarships to assist low-income individuals obtain a higher education degree or credential, the Marshall Plan for Talent also provides competitive grants to consortia of school districts and employers or organizations representing employers designed to increase the number of students who could enter high-demand fields. The state board of education developed criteria for the award of the competitive grants.¹⁰⁶ In the first round of funding, grants were awarded to consortia to purchase new classroom equipment, hire career navigators, and develop educational curricula, among other purposes.¹⁰⁷

Missouri

In 2019, the Governor of Missouri issued an executive order creating an Office of Apprenticeship and Work-Based Learning within the state Department of Higher Education and Workforce Development. The new office coordinates apprenticeship activities across state agencies in order to significantly increase the number of participants in apprenticeship programs, with the ultimate goal of 20,000 participants by the year 2025. [[Mo. Exec. Ord. 19-20](#).]

Also in 2019, the Missouri Legislature created a grant program for adults to attend a postsecondary institution to obtain a certificate, undergraduate degree, or other industry-recognized credential in a field designated as an area of occupational shortage.¹⁰⁸ The program is open to individuals at least 25 years old and earning not more than \$40,000 annually. [s. 173.2553 R.S. Mo. ([summary](#)).].] The program, called “[Fast Track](#),” is part of the state’s goal of helping 60 percent of working-age adults obtain a postsecondary certificate or degree by the year 2025.

New Hampshire

In 2019, New Hampshire established a commission to study career pathways. The commission was instructed to make recommendations to support the expansion of career pathways from full-time service year programs to postsecondary education and employment in order to support the state’s future workforce needs. [[2019 HB 570](#).]

¹⁰⁶ https://www.michigan.gov/documents/mde/Marshall_Plan.Grant_Criteria.FINAL_COPY_628707_7.pdf.

¹⁰⁷ <https://www.michigan.gov/leo/0,5863,7-336-76741-485626--,00.html>.

¹⁰⁸ Program areas approved and funded during the 2019-20 academic year as part of the initial launch of Fast Track focused on health and computer programming, science, and information technology. Other program areas, including culinary arts, social work, and business administration, received approval but not funding during that year. [Coordinating Board for Higher Education, [Fast Track Program Designation](#) (Mar. 4. 2020).]