

1999 DRAFTING REQUEST

Assembly Amendment (AA-AB133)

Received: **06/7/99**

Received By: **malaigm**

Wanted: **Soon**

Identical to LRB:

For: **Legislative Fiscal Bureau 6-8849**

By/Representing: **Shanovich (RR)**

This file may be shown to any legislator: **NO**

Drafter: **malaigm**

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Alt. Drafters:

Subject: **Employ Priv - job training**

Extra Copies:

Pre Topic:

LFB:.....Shanovich (RR) -

Topic:

Governor's work-based learning board membership (LFB motion #995)

Instructions:

See Attached

Drafting History:

<u>Vers.</u>	<u>Drafted</u>	<u>Reviewed</u>	<u>Typed</u>	<u>Proofed</u>	<u>Submitted</u>	<u>Jacketed</u>	<u>Required</u>
/?	malaigm 06/7/99	gilfokm 06/7/99		_____			
/1			martykr 06/8/99	_____	lrb_docadmin 06/8/99		

FE Sent For:

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FE Sent For:

<END>

Representative Kaufert ✓

**WORKFORCE DEVELOPMENT --
EMPLOYMENT, TRAINING AND VOCATIONAL REHABILITATION PROGRAMS**

**Governor's Work-Based Learning Board
[Paper #1055]**

Motion:

Move to expand the membership of the Governor's Work-Based Learning Board to include two additional public members who were not public officers or representatives of business or labor but who would have experience in secondary vocational education and work-based learning.

Note:

Under AB 133, the Governor's Work-Based Learning Board would be created and attached to DWD for administrative purposes. The Board would consist of nine members including: (a) the Governor; (b) the State Superintendent of Public Instruction; (c) the President of the WTCS Board; (d) the Director of the WTCS Board; (e) the Secretary of Workforce Development; (f) the administrator of the Division of Workforce Excellence in DWD; (g) a representative of organized labor; (h) a representative of business and industry; and (i) a member who is not a public officer or a representative of business or labor. The Governor would serve as chairperson of the Board and would appoint the representatives of business and labor and the other member who is not specifically designated. The Board would have an unclassified executive director position who would be responsible for the Board's administrative functions.

The Board would have responsibilities and authority similar to the Division of Connecting Education and Work in DWD. Consequently, it would be required to plan, coordinate, administer and implement youth apprenticeship, school-to-work and work-based learning programs and other employment and educational programs the Governor may assign to the Board by executive order. The Board would be authorized to issue a general or special order waiving limitations placed on the use of state employment and education funds if it found that the waiver would promote coordination of employment and education services. The Board would also be required to promulgate administrative rules to administer the programs under it.



Legislative Fiscal Bureau

One East Main, Suite 301 • Madison, WI 53703 • (608) 266-3847 • Fax: (608) 267-6873

June 1, 1999

Joint Committee on Finance

Paper #1055

TANF

Governor's Work-Based Learning Board (DWD -- Employment, Training and Vocational Rehabilitation Programs)

[LFB 1999-01 Budget Summary: Page 664, #1 and Page 694, #33]

CURRENT LAW

The school-to-work transition initiative is characterized by programs and curricular changes which are intended to better prepare secondary school pupils to enter the workforce, whether immediately following high school graduation or after some type of post-secondary education. Generally, school-to-work programs are aimed at: encouraging students to plan for a career more thoroughly and at an earlier age; acquainting students with alternatives to a baccalaureate degree, such as associate degree programs and apprenticeships; and forging partnerships between K-12 schools and technical colleges, universities and businesses in order to provide distinct pathways from school to the workforce.

Wisconsin's school-to-work initiative is comprised of six major components: (1) local partnerships; (2) youth apprenticeships; (3) career counseling centers; (4) technical preparation; (5) youth options; and (6) at-risk youth programs. These programs are administered primarily by the Department of Public Instruction (DPI), the Department of Workforce Development (DWD) and the Wisconsin Technical College System (WTCS). Federal, state and local funds support the various components. DPI's programs focus on career exploration and planning as well as work- and school-based learning. DWD coordinates development of youth apprenticeship programs and career counseling centers. WTCS and DPI coordinate technical preparation programs.

The Division of Connecting Education and Work (CEW) in DWD is required to plan, coordinate, administer and implement the Department's workforce excellence initiatives, programs, policies and funding, and any other employment and education programs the Governor assigns it by executive order. The Division administers the youth apprenticeship and

career counseling center programs. CEW also is fiscal and administrative agent for the federal School-to-Work Opportunities Act (STWOA) grant which provides funds to states and local partnerships to implement school-to-work programs; however, the grant ends in federal fiscal year 1998-99. The Division has base level funding of \$6,336,600 FED, 6.65 FED positions, \$1,847,200 GPR, 6.7 GPR positions, \$545,200 PR and 1.65 PR positions.

The Governor's Council on Workforce Excellence was authorized in 1995 Act 27. The Council was directed to oversee the planning, coordination and administration of various employment and education programs including the federal STWOA and the youth apprenticeship program. The Council has responsibilities under the federal Job Training Partnership Act and provides strategic direction and policy coordination for the state's workforce development activities including Job Centers, incumbent workforce training, school-to-work, labor market information, labor shortages and moving welfare recipients to work.

GOVERNOR

Eliminate the Division of Connecting Education and Work and transfer responsibility for administering the school-to-work, youth apprenticeship training grants and career counseling center programs to the newly-created Governor's Work-Based Learning Board (Board) that would be attached to DWD for administrative purposes. The current positions, funding and appropriations would be transferred to the Board. The Board would also receive additional positions and funding to administer a local youth apprenticeship program, a self-paced youth apprenticeship training program, a southeast youth employment program, the technical preparation program, a grant program for technical college students and the school-to-work program for at-risk children. The sources of additional funding would be GPR, federal Carl Perkins Act funds received through the WTCS Board and federal temporary assistance to needy families (TANF) funds received through DWD's Division of Economic Support (DES). In total, including transferred base level funding and positions, the Board would be provided \$3,238,400 GPR and \$5,575,300 PR in 1999-00, \$4,388,400 GPR and \$8,678,000 PR in 2000-01, and 6.7 GPR and 10.1 PR positions in each year.

DISCUSSION POINTS

1. Under the bill, Governor's Work-Based Learning Board would be created and attached to DWD for administrative purposes. The Board would consist of nine members including: (a) the Governor; (b) the State Superintendent of Public Instruction; (c) the President of the WTCS Board; (d) the Director of the WTCS Board; (e) the Secretary of Workforce Development; (f) the administrator of the Division of Workforce Excellence in DWD; (g) a representative of organized labor; (h) a representative of business and industry; and (i) a member who is not a public officer or a representative of business or labor. The Governor would serve as chairperson of the Board and would appoint the representatives of business and labor and the other member who is not specifically designated. The Board would have an unclassified executive director position who

would be responsible for the Board's administrative functions. The executive director would be paid at the level of executive salary group 3 and would be appointed by and serve at the pleasure of the Governor.

2. The Board would have responsibilities and authority similar to the Division of Connecting Education and Work in DWD. Consequently, it would be required to plan, coordinate, administer and implement youth apprenticeship, school-to-work and work-based learning programs and other employment and educational programs the Governor may assign to the Board by executive order. The Board would be authorized to issue a general or special order waiving limitations placed on the use of state employment and education funds if it found that the waiver would promote coordination of employment and education services. The Board would also be required to promulgate administrative rules to administer the programs under it.

3. The Board would be responsible for administering the following programs and associated funding: (a) youth apprenticeship training grants (\$940,300 GPR in 1999-00 lapsed from the 1998-99 appropriation); (b) local youth apprenticeship program (\$1,150,000 GPR annual youth apprenticeship training grant base funding); (c) technical college study grants (\$1,100,000 GPR in 1999-00 and \$2,200,000 GPR in 2000-01); (d) federal Carl Perkins Act funds from DPI (\$2,150,000 PR, including \$144,900 PR and 3.0 PR positions, annually); (e) career counseling centers program from CEW (\$300,000 PR from UI interest and penalties account); (f) self-paced youth apprenticeship program (\$2,750,800 PR in 1999-00 and \$5,453,300 PR in 2000-01, including \$48,300 PR and 1.0 PR position annually in federal TANF funds); (g) southeast youth employment program (\$323,300 PR in 2000-01 in federal TANF funds); and at-risk youth program from DPI (\$300,000 GPR annually). These programs and associated funding will be addressed in separate papers.

4. Funding of \$688,400 GPR and 6.70 GPR positions would be transferred from the CEW to the Board and funded through the general program operations appropriation to administer the Board's programs. Funding of \$143,500 PR and 1.65 PR positions would annually be transferred with the technical college school-to-work funding transfer appropriation. The unencumbered balance in the current appropriation account would be transferred to the Board's appropriation on the effective date of the bill. In addition, 4.45 FED positions that are currently funded by a federal STWOA grant, which ends after 1998-99, would be transferred and funded with federal TANF funds. The monies would be transferred from the Division of Economic Support and placed in a newly created program revenue appropriation for the transfer of public assistance funds. A total of \$231,000 PR in 1999-00 and \$307,900 PR in 2000-01 and 4.45 PR positions each year would be provided. Monies in the public assistance funds appropriation would be from the DES federal block grant appropriation and be used for work-based learning programs for youths that are eligible to receive TANF.

In total, the Board would be provided \$3,238,400 GPR and \$5,431,800 PR in 1999-00, \$4,388,400 GPR and \$8,534,500 in 2000-01, and 6.7 GPR and 8.45 PR positions in each year. The following table shows the funding for the Governor's Work-Based Learning Board by source.

Governor's Work-Based Learning Board

	<u>1999-00</u>	<u>2000-01</u>
GPR		
Transfer from Division of Connecting Education and Work	\$688,400	\$688,400
Transfer from Youth Apprenticeship Training Grants (in DWD)	1,150,000	1,150,000
Transfer from At-Risk Youth Program (from DPI)	300,000	300,000
Proposed Funding for Grants for WTCS Students	<u>1,100,000</u>	<u>2,200,000</u>
Subtotal	\$3,238,400	\$4,338,400
PR		
Current WTCS Carl Perkins Funds	\$143,500	\$143,500
Transfer from UI Interest and Penalty Appropriation	300,000	300,000
Carl Perkins Funding Transferred from DPI and WTCS	2,150,000	2,150,000
TANF Funding Transferred from DES	<u>2,981,800</u>	<u>6,084,500</u>
Subtotal	\$5,575,300	\$8,678,000
TOTAL	\$8,813,700	\$13,016,400

5. The Division of Connecting Education and Work, including statutory authority for the Division, would be eliminated. The current GPR appropriations for the Division's general program operations and youth apprenticeship training grants and DPI's appropriation for the at-risk school to work program would be transferred to the Board. In addition, appropriations would be created for local youth apprenticeship grants (GPR), technical college study grants (GPR), career counseling center grants (PR), TANF funded work-based learning programs (PR), and interagency and intra-agency programs.

6. Current responsibilities of the Governor's Council on Workforce Excellence (Council) related to school-to-work, youth apprenticeship and related programs would also be eliminated to reflect creation of the Governor's Work-Based Learning Board to assume similar duties. The Council would no longer be required to oversee the planning, coordination, administration and implementation of employment and training programs provided under the federal STWOA and the youth apprenticeship or other apprenticeship programs for which DWD provides financial assistance. The Council would also no longer be required to recommend occupations for the youth apprenticeship program, statewide skill standards for programs under STWOA and a statewide school-to-work program for children at-risk. The Council, along with the Technical College System Board and DPI, would assist the Work-Based Learning Board in providing Board programs.

7. As noted, the current school-to-work program includes local partnerships, youth apprenticeships, career counseling centers, technical preparation, youth options and at-risk youth programs.

- Local partnerships develop and implement school-to-work programs at the local level. Local programs must meet federally established requirements and state standards established

by DPI, DWD and the WTCS Board. Local partnerships can include employers, school districts, cooperative educational service agencies (CESAs), post-secondary educational institutions, WTCS districts, labor organizations, private industry councils (PICs), chambers of commerce, local government agencies, parent organizations, teacher organizations and student organizations. Local programs are required to have components related to: (a) school-based learning; (b) work-based learning; and (c) activities connecting work-based and school-based components. Wisconsin has 31 local partnerships that provide local school-to-work programs.

- The youth apprenticeship program provides high school juniors and seniors with the option of enrolling in a two-year program combining academic classroom coursework with on-the-job training in specific occupational areas. CEW administers the program with the assistance of DPI and the WTCS Board. Staff from the three agencies work with schools, WTCS districts, employers and labor from local steering committees to establish local programs. Schools and WTCS districts provide the academic component while employers hire youth apprentices and provide on-the-job training.

- Career counseling centers provide pupils with access to comprehensive career education and job training information, including information regarding technical college programs. The centers also assist pupils in locating apprenticeship and other work experience opportunities related to education. Career counseling centers are operated by teams that include groups such as PICs, WTCS districts, school districts, chambers of commerce, nonprofit organizations, business and labor.

- Tech-prep programs are designed to increase high school students' awareness of alternatives to four-year degree programs, better prepare students for technical college and the workforce and improve curriculum and instruction. Tech-prep programs must consist of a sequence of courses designed to allow high school pupils to gain advanced standing in the WTCS district's associate degree program upon graduation from high school.

- Under youth options, a high school pupil can choose to enroll in courses at a two-year or four-year UW campus, a WTCS school, a participating private, nonprofit college or a participating tribally controlled college located in the state. Private institutions and tribally controlled colleges must notify the State Superintendent of DPI of their intent to participate in the program and comply with the pupil nondiscrimination statute.

- The at-risk youth school-to-work program was created in 1997 to provide a grant to a nonprofit agency in Milwaukee County for an innovative school-to-work program for children-at-risk.

8. The federal STWOA is designed to establish local systems that offer opportunities for all students to participate in performance-based education and training programs that will prepare the students for first jobs in high-skill, high wage careers and increase their opportunities for further education. The STWOA provides grants to states and local partnerships to implement school-to-work programs. However, states are expected to use the funding for implementation of

school-to-work programs and to leverage other sources of state and federal funding for ongoing operations costs. Wisconsin was one of the first eight STWOA implementation states and was awarded a federal grant of approximately \$27 million over the five-year period from October 1, 1994, to September 30, 1999. The STWOA grants received by Wisconsin for each federal fiscal year were: (a) \$4.5 million in 1994-95; (b) \$9.34 million in 1995-96; (c) \$6.75 million in 1996-97; (d) \$4.5 million in 1997-98; and (e) \$2.25 million in 1998-99. The federal STWOA grant ends in 1998-99, no STWOA grant monies will be provided to Wisconsin after federal fiscal year 1998-99.

9. Some labor market analysts are concerned that the lack of skilled workers will hinder economic growth in the state. The school-to-work program was created to provide high-skill technical training for students to increase the state's skilled labor force to address this concern. Through the work-based component of the program, students can acquire skills that will improve their future employability while meeting the specific skill needs of employers. According to DWD, the federal STWOA grant allowed Wisconsin to expand the youth apprenticeship program from 348 students in two industry areas to the current level of about 1,400 in eighteen industry areas. However, enrollment in the program has leveled off at the 1,400 student level.

10. The Governor's Work-Based Learning Board would consolidate school-to-work administration and resources that are divided among DWD and DPI. Supporters of the Board concept believe that it would result in better coordination of services, more efficient use of resources and elimination of duplication of activities. The new Board members would bring skills that could improve operation of both the school-based and work-based components of the program. The Board would also act as a state-level forum for building consensus among the different program partners and for developing modifications to make the program operate more effectively. In addition, the elimination of federal STWOA funding is likely to cause local partnerships and school districts to discontinue or limit the work-based components of school-to-work, such as the youth apprenticeship program. By consolidating funding sources for school-to-work, the Board could continue funding for work-based programs and elevate the attention given to this component.

11. However, those opposed to the Board concept would argue that rather than streamlining bureaucracy, the Board would create another level. Attaching the Board to DWD could result in a shift of resources from school-based learning programs to work-based learning programs. The 1997-99 budget that was introduced by the Governor included provisions that would have consolidated administration and the school-to-work activities and 14.0 positions in CEW. However, the Legislature deleted the administrative provisions and transferred only 4.6 DPI positions with specific school-to-work responsibilities to the Division. It was argued that all school-to-work programs include an education component and most include a work component making it desirable to maintain the existing structure to provide significant input from both educational and workforce agencies.

12. An alternative to the Governor's proposal which would not create an additional administrative level would be to transfer the functions and programs currently administered by CEW, as well as any new programs created in the bill, to the State WTCS Board. The membership of the WTCS Board is substantially similar to the proposed Board in that WTCS Board members

include the State Superintendent of DPI, the Secretary of DWD, an employer representative and an employe representative. In addition, the WTCS Board includes the President of the Board of Regents of the UW System, a farmer representative, a WTCS student and six public members. Except for the ex-officio members, WTCS Board members are appointed by the Governor. Arguably, since the WTSC Board is already involved in both school- and work-based programs, transferring responsibility for the school-to-work programs to the WTCS Board would result in a more balanced approach to these programs. WTCS districts are currently involved in developing youth apprenticeship curriculum, offering the academic component of youth apprenticeship training, coordinating technical preparation programs with local school districts and providing services and training for businesses. Because of its connections to secondary and other post-secondary education providers, businesses and organized labor, some have argued that the WTCS Board would provide leadership and coordination in the administration of school-to-work programs more efficiently and effectively than could a new board. Greater involvement by the WTCS Board could also result in increased awareness of technical colleges by secondary students and subsequently, increased enrollment in technical colleges, which has been a goal of the administration.

13. According to a study published in 1999 by the Wisconsin Policy Research Institute, the school-to-work program in the state has had almost no demonstrable impact on the state's schools or economy. The study was conducted by two UW-Milwaukee professors who analyzed the program performance for recent years. The study indicates that "good things have been done" benefiting individual students and employers, but the overall impact has not been significant. School-to-work was shown to have no identifiable impact on the academic learning of K-12 students and involved too few students in its core work-based activities to register a significant impact on Wisconsin's work force. The study does indicate that a tangible accomplishment of the program was graduating 347 students from apprenticeship programs and suggests that, in the future, school-to-work should be a much more limited program focused on activities like apprenticeships. From this view, it could be argued that the Board should not be created and, instead, CEW should focus on using the current youth apprenticeship funding to increase participation in the program.

14. However, others argue that school-to-work activities have had the following impact: over 30,000 students have participated in job shadowing activities; 80% of 11th grade students have developed career plans; about 100,000 students have participated in integrated and applied academic and occupational courses; and 29,000 students have participated in some form of work-based learning with 12,000 employers. Also, some believe that increased enrollment in technical colleges is related to school-to-work activities. From this view, it could be argued that establishing the Board would be a means of building on current school-to-work activities and to consolidate administration and funding to expand the statewide impact of the program.

15. As noted, this paper addresses the transfer of positions and administrative responsibilities from CEW to the Work-Based Learning Board. Individual programs and associated funding are addressed in separate papers. If the Committee wishes to approve the transfer, it would involve an annual transfer of \$688,400 GPR and 6.7 GPR positions and 4.45 FED positions currently funded with STWOA monies that would be converted to PR and funded with federal TANF monies through a separate PR appropriation. Funding of \$231,000 PR in 1999-00 and

\$307,900 PR in 2000-01 would be provided. It should be noted that the current source of FED funding for the 4.45 positions is eliminated after 1998-99. Consequently, if TANF funding is not provided then another funding source would be necessary to fund existing positions. As an alternative, GPR funding could be provided. The bill would also transfer \$143,500 PR and 1.65 PR positions annually. The funding source is federal Carl Perkins money transferred from WTCS.

16. If the Board is created, a number of modifications to the bill could be considered.

- The bill would not transfer 2.2 FED positions funded with federal Wagner-Peyser funds that are current CEW staff. The administration indicates that this was inadvertent. Consequently, the Committee may wish to transfer \$105,800 in 1999-00 and \$106,100 in 2000-01 and 2.2 positions annually and create a program revenue appropriation under the Board.

- Auxiliary services and federal funds appropriations should be created under the Board's appropriation structure.

- A number of accounting adjustments need to be made to reflect the transfer of CEW functions and positions to the Board. These adjustments include deleting expenditure authority and appropriations under CEW to reflect elimination of the Division. The Board's appropriations structure should be modified to parallel the CEW appropriation structure. Positions and funding that were transferred should be deleted from the appropriate appropriation.

ALTERNATIVES

1. Approve creation of the Governor's Work-Based Learning Board and annually transfer \$688,400 GPR, 6.7 GPR positions, \$143,500 PR and 1.65 PR positions, and related appropriations under the Board. In addition, delete 4.45 FED positions and provide \$231,000 PR in 1999-00 and \$307,900 PR in 2000-01 and 4.45 PR positions annually. Create a program revenue appropriation for TANF funding.

2. Approve the Governor's recommendation with the following adjustments:

a. Provide \$103,800 PR in 1999-00, \$106,100 PR in 2000-01, 2.20 PR positions and delete 2.20 FED positions and create a program revenue appropriation under the Board to transfer 2.20 positions from CEW to the Board.

<u>Alternative 2a</u>	<u>PR</u>	<u>FED</u>	<u>TOTAL</u>
1999-01 FUNDING (Change to Bill)	\$209,900	\$0	\$209,900
2000-01 POSITIONS (Change to Bill)	2.20	- 2.20	0.00

b. Delete \$231,000 PR in 1999-00, \$307,900 PR in 2000-01 and 4.45 PR positions each year and provide \$231,000 GPR in 1999-00, \$307,900 GPR in 2000-01 and 4.45 GPR positions each year.

<u>Alternative 2b</u>	<u>GPR</u>	<u>PR</u>	<u>FED</u>	<u>TOTAL</u>
1999-01 FUNDING (Change to Bill)	\$538,900	- \$538,900	- \$538,900	- \$538,900
2000-01 POSITIONS (Change to Bill)	4.45	- 4.45	0.00	0.00

c. Adjust the Department's appropriations to reflect elimination of CEW, modify the Board's appropriations to parallel CEW's and create an auxiliary services and federal funds appropriation under the Board.

3. Modify the bill to delete the proposed Governor's Work-Based Learning Board and, instead, transfer the proposed functions of the Board to the WTCS Board. Provide \$103,800 PR in 1999-00 and \$106,100 PR in 2000-01 and 2.20 PR positions beginning in 1999-00 to transfer 2.20 positions from CEW to WTCS. Delete \$143,500 PR and 1.65 PR positions annually and provide 1.65 FED positions beginning in 1999-00 to reflect this change.

<u>Alternative 3</u>	<u>PR</u>	<u>FED</u>	<u>TOTAL</u>
1999-01 FUNDING (Change to Bill)	- \$77,100	\$0	- \$77,100
2000-01 POSITIONS (Change to Bill)	0.55	1.65	2.20

4. Maintain current law.

<u>Alternative 4</u>	<u>PR</u>	<u>FED</u>	<u>TOTAL</u>
1999-01 FUNDING (Change to Bill)	- \$538,900	\$538,900	\$0
2000-01 POSITIONS (Change to Bill)	- 4.45	4.45	0.00

Prepared by: Ron Shanovich



State of Wisconsin
1999 - 2000 LEGISLATURE

LRBb05627
GMM...*king*

LFB:.....Shanovich (RR) - Governor's work-based learning board membership (LFB motion #995)

FOR 1999-01 BUDGET - NOT READY FOR INTRODUCTION

LFB AMENDMENT

TO 1999 ASSEMBLY BILL 133 AND 1999 SENATE BILL 45

1 At the locations indicated, amend the bill as follows:

2 ✓ 1. Page 131, line 1: after that line insert:

3 "8m. Two members having experience in secondary vocational education and
4 work-based learning who are not public officers and who do not possess the
5 qualifications of the members under subds. 7. and 8." ✓

6 ✓ 2. Page 131, line 5: after "8." insert ", 8m."

7 (END)

next: treat



State of Wisconsin
1999 - 2000 LEGISLATURE

LRBb0562/1
GMM:kmg:km

LFB:.....Shanovich (RR) - Governor's work-based learning board
membership (LFB motion #995)

FOR 1999-01 BUDGET — NOT READY FOR INTRODUCTION

LFB AMENDMENT

TO 1999 ASSEMBLY BILL 133 AND 1999 SENATE BILL 45

1 At the locations indicated, amend the bill as follows:

2 **1.** Page 131, line 1: after that line insert:

3 "8m. Two members having experience in secondary vocational education and
4 work-based learning who are not public officers and who do not possess the
5 qualifications of the members under subds. 7. and 8."

6 **2.** Page 131, line 5: after "8." insert ", 8m."

7 (END)