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LRB-0351 1/14/2015 2:59:15 PM Page 2

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Receiv	ed: 10	/2/2014			R	eceived By:	pkahler			
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For:

Administration-Budget

By/Representing: Major

May Contact:

Drafter:

pkahler

Subject:

Public Assistance - Wis works

Addl. Drafters:

Extra Copies:

Submit via email:

YES

Requester's email:

Carbon copy (CC) to:

sbostatlanguage@webapps.wi.gov

elisabeth.shea@legis.wisconsin.gov

Pre Topic:

DOA:.....Major, BB0114 -

Topic:

Payment of wage subsidy that is less than minimum wage

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Bill

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Kahler, Pam

From:

Hanaman, Cathlene

Sent:

Thursday, October 02, 2014 2:08 PM

To:

Kahler, Pam

Subject:

FW: Statutory Language Drafting Request - BB0114

Attachments:

Statutory Authority for the W-2 Program.pdf

From: katrina.major@wisconsin.gov [mailto:katrina.major@wisconsin.gov]

Sent: Thursday, October 02, 2014 2:06 PM

To: Hanaman, Cathlene

Cc: Kraus, Jennifer - DOA; Major, Katrina L - DOA; Connor, Christopher B - DOA

Subject: Statutory Language Drafting Request - BB0114

Biennial Budget: 2015-17

Topic: Statutory Authority for W-2 Program

Tracking Code: BB0114

SBO Team: GGCF

SBO Analyst: Major, Katrina L - DOA

Phone: 608-266-2288

E-mail: katrina.major@wisconsin.gov

Agency Acronym: DCF

Agency Number: 437

Priority: Medium

Intent:

Revise W-2 administrative responsibility to clarify DCF's overall responsibility for administering the w-2 program through contracts with local w-2 agency providers. Amend statutes to authorize agencies to negotiate a subsidy of less than minimum wage.

Attachments: True

Please send completed drafts to SBOStatlanguage@webapps.wi.gov

DEPARTMENT OF CHILDREN AND FAMILIES 2015-17 Biennial Budget White Paper

Issue: Statutory Authority for the Wisconsin Works (W-2) Program

Background

At present, Wisconsin statutes delegate a significant amount of authority directly to W-2 agencies with respect to program decision-making and implementation. Chapter 49 of the Wisconsin Statutes allows for agency discretion in 34 instances relating to assignment of activities, utilization of vocational and educational training, transportation assistance, and extension of eligibility amongst other fundamental programmatic elements. Although it is important to allow agencies to establish and maintain practices that are the best fit for the unique needs of their service area, adherence to federal Temporary Assistance for Needy Families (TANF) statutes and regulations is paramount to the integrity and financial security of the W-2 program. Currently, Chapter 49 does not clearly confer on the Department the authority to ensure that the W-2 program adapts to the evolving guidelines and expectations of the federal government. For example, many of the areas in which the W-2 agencies are granted discretion directly relate to the federal Work Participation Rate (WPR). As a result of federal TANF changes, states must meet increased work participation requirements or risk fiscal penalty. Wisconsin will receive a notice of noncompliance in April 2015 for failure to meet the minimum WPR requirement for Federal Fiscal Year 2012. Wisconsin has the opportunity to negotiate a corrective compliance plan detailing strategies to increase overall participation rates to avoid penalty; however, the Department is currently limited in options for implementing change as a result of the provisions in statute that appear to make those decisions the responsibility of individual agencies, not the department. The statutes place the Department at risk of additional fiscal penalty should agencies exercise their statutory discretion to assign hours and activities in a way that does not meet federal WPR requirements.

In addition, the Department believes additional flexibility is needed in the administration of subsidized employment programs, including the Transform Milwaukee Jobs program, the Transitional Jobs program, and the Trial Employment Match Program placement in W-2 to permit agencies to negotiate subsidies of less than federal or state minimum wage. While a cap on subsidies equal to the statutory minimum wage places a sensible restriction, in situations where there is a tight labor market or where the W-2 agency has provided significant training that would otherwise be an employer expense, it should be possible to negotiate a subsidy less than statutory minimum wage and still attract quality employers who are willing pay the difference between the subsidy amount and either the statutory minimum wage or the employer's normal starting wage, if higher.

Proposal

DCF proposes the following:

- 1. Revising W-2 administrative responsibility in Chapter 49 to clarify the Department's overall responsibility for administering the W-2 program through contracts with local W-2 agency providers. Moving forward, the Department will prescribe discretion to W-2 agencies through contracts with the agencies. This will:
 - Ensure that the W-2 program is implemented according to department contracts, administrative rules, policies and practices that align with federal TANF requirements and with state statute.
 - Allow for swift response and mandatory implementation of comprehensive statewide best practices when changes are necessary to ensure compliance with federal law, to reduce the risk to the state of significant financial penalty for noncompliance.
 - Allow the Department flexibility in designing and improving services for W-2 participants when appropriate and as negotiated through contract, which also provides opportunity for enhanced collaboration with agencies.
 - Clarify the Department's authority to mandate uniform practices and policies where appropriate to assure every participant has full access to the full W-2 program regardless of where in the state that participant is served.
- 2. Amending Wisconsin Statutes, §§ 49.147(3)(ac), 49.148(1)(a), 49.163(3)(a)2, 49.163(3)(a)3a to authorize agencies to individually negotiate a subsidy of *less* than the federal or state minimum wage. This greater flexibility allows agencies to serve more participants in subsidized employment programs where employers are willing to negotiate a subsidy of *less* than federal or state minimum wage. The proposed statutory changes will provide flexibility to respond to changes in the labor market and to consider the added value to employers of services offered by the agencies implementing these programs.

Fiscal Implications

Additional funding may be necessary to provide salary and fringe benefits to at least one additional full-time employee. Current staff cannot absorb the significant workload resultant of the changes to training, W-2 policy, and contracts that will follow the proposed statutory changes for administrative responsibility.

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State of Misconsin 2015 - 2016 **LEGISLATURE**



DOA:.....Major, BB0114 - Payment of wage subsidy that is less than minimum wage

FOR 2015-2017 BUDGET — NOT READY FOR INTRODUCTION

AN ACT ; relating to: the budget.

Analysis by the Legislative Reference Bureau HEALTH AND HUMAN SERVICES

WISCONSIN WORKS

Under the Wisconsin Works (W-2) program in current law, a W-2 agency pays a wage subsidy to an employer that employs an individual placed in a Trial Employment Match Program job. The subsidy amount is negotiated between the W-2 agency and the employer, but it may not be less than the federal or state minimum wage that applies to the individual. The employer must pay the individual at least the minimum wage that applies to the individual. Also under current law, DCF pays a wage subsidy to an employer that employs an individual participating in the Transform Milwaukee Jobs Program or Transitional Jobs Program. The subsidy amount is equal to the wages that the employer pays the individual for hours actually worked, up to 40 hours per week at the federal or state minimum wage that applies to the individual. The employer must pay the individual not less than the applicable federal or state minimum wage for hours actually worked, but the employer may pay the individual more than the amount of the wage subsidy that DCF pays to the employer.

This bill authorizes a W-2 agency DCF to negotiate with the employer of an individual in a Trial Employment Match Program job, and DCF to negotiate with the

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employer of an individual in a job under the Transform Milwaukee Jobs Program or Transitional Jobs Program, a wage subsidy amount that the W-2 agency or DCF will pay to the employer that is less than the federal or state minimum wage that applies to the individual. The employer, however, must still pay the individual for hours actually worked at not less than the federal or state minimum wage that applies to the individual.

For further information see the *state* fiscal estimate, which will be printed as an appendix to this bill.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

SECTION 1. 49.147 (3) (ac) (intro.) of the statutes is amended to read:

49.147 (3) (ac) Employer subsidies and reimbursements. (intro.) The Wisconsin Works agency shall pay to an employer that employs a participant under this subsection a wage subsidy in an amount that is negotiated between the Wisconsin Works agency and the employer but and that is not may be less than the state or federal minimum wage that applies to the participant. The wage subsidy shall be paid for each hour that the participant actually works, up to a maximum of 40 hours per week. In addition to paying the wage subsidy, the Wisconsin Works agency may, as negotiated between the Wisconsin Works agency and the employer, reimburse the employer for all or a portion of other costs that are attributable to the employment of the participant, including any of the following:

History: 1995 a. 289; 1997 a. 27; 1999 a. 9; 2001 a. 16; 2003 a. 33; 2005 a. 25; 2007 a. 20; 2009 a. 28, 333; 2011 a. 32, 257; 2013 a. 20.

****NOTE: I struck the language surrounding "minium wage" because of the definition in s. 49.141 (1) (g).

SECTION 2. 49.148 (1) (a) of the statutes is amended to read:

49.148 (1) (a) *Trial employment match program jobs*. For a participant in a trial employment match program job, the amount established in the contract between the Wisconsin Works agency and the trial employment match program job employer, but not less than minimum wage for every hour actually worked in the trial employment

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match program job, not to exceed 40 hours per week paid by the employer. Hours spent participating in education and training activities under s. 49.147 (3) (am) shall be included in determining the number of hours actually worked.

History: 1995 a. 289; 1997 a. 27; 1999 a. 9; 2009 a. 28; 2011 a. 32, 257; 2013 a. 20, 165.

****NOTE: The drafting instructions specified that the provision above should be amended. Does the provision above refer to the amount of the subsidy or the amount that the participant actually gets paid? If it is the amount that the participant actually gets paid, amending it does not seem necessary.

Section 3. 49.163 (3) (a) 2. of the statutes is amended to read:

49.163 (3) (a) 2. The department shall determine and specify in a contract whether a contractor under sub. (4) or an employer is the individual's employer of record. The employer of record shall pay the individual for hours actually worked at not less than the federal or state minimum wage that applies to the individual.

****Note: The drafting instructions also specified that s. 49.163 (3) (a) 2. should be amended, but I have not done so because it refers to the amount that the employer pays, not the subsidy amount. Let me know if this is not correct.

SECTION 4. 49.163 (3) (a) 3. a. of the statutes is amended to read:

49.163 (3) (a) 3. a. A wage subsidy that is equal to the an amount of wages that negotiated between the department and the employer or contractor pays to the individual, that is paid for hours each hour the individual actually worked, not to exceed 40 hours per week at, and that may be less than the federal or state minimum wage that applies to the individual.

History: 2013 a. 20, 113; 2013 a. 151 s. 27.

SECTION 5. 49.163 (3) (a) 4. of the statutes is repealed.

16 (END)

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DRAFTER'S NOTE FROM THE LEGISLATIVE REFERENCE BUREAU

LRB-0351/7dn PJK:

date

Katie:

This draft contains just the minimum wage part, since you indicated that the other part of this request may not be wanted any longer.

Pamela J. Kahler Senior Attorney (608) 266–2682 pam.kahler@legis.wisconsin.gov

DRAFTER'S NOTE FROM THE LEGISLATIVE REFERENCE BUREAU

LRB-0351/P1dn PJK:jld:jf

October 8, 2014

Katie:

This draft contains just the minimum wage part, since you indicated that the other part of this request may not be wanted any longer.

Pamela J. Kahler Senior Attorney (608) 266–2682 pam.kahler@legis.wisconsin.gov

Kahler, Pam

From:

Major, Katrina L - DOA <Katrina.Major@wisconsin.gov>

Sent:

Monday, December 15, 2014 3:46 PM

To:

Kahler, Pam

Cc:

Kraus, Jennifer - DOA

Subject:

0351/1

Hi Pam, one more change to this beyond what we discussed—in section 4, instead of repealing 3a4, would you please add to it that the employer must pay the participant at least min wage? Thanks!

Other changes descussed by phone: in Section 1, delete language starting w/ "but" on line 5 add to Seition! that employe mest pory difference between subsidy and wage and that wage must be at least

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State of Misconsin 2015 - 2016 LEGISLATURE



DOA:.....Major, BB0114 - Payment of wage subsidy that is less than minimum wage

FOR 2015-2017 BUDGET -- NOT READY FOR INTRODUCTION

July 12

AN ACT ...; relating to: the budget.

Analysis by the Legislative Reference Bureau HEALTH AND HUMAN SERVICES

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Under the Wisconsin Works (W-2) program in current law, a W-2 agency pays a wage subsidy to an employer that employs an individual placed in a Trial Employment Match Program job. The subsidy amount is negotiated between the W-2 agency and the employer, but it may not be less than the federal or state minimum wage that applies to the individual. The employer must pay the individual at least the minimum wage that applies to the individual. Also under current law, DCF pays a wage subsidy to an employer that employs an individual participating in the Transform Milwaukee Jobs Program or Transitional Jobs Program. The subsidy amount is equal to the wages that the employer pays the individual for hours actually worked, up to 40 hours per week at the federal or state minimum wage that applies to the individual. The employer must pay the individual not less than the applicable federal or state minimum wage for hours actually worked, but the employer may pay the individual more than the amount of the wage subsidy that DCF pays to the employer.

This bill authorizes a W-2 agency to negotiate with the employer of an individual in a Trial Employment Match Program job, and DCF to negotiate with the

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For further information see the **state** fiscal estimate, which will be printed as an appendix to this bill.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

SECTION 1. 49.147 (3) (ac) (intro.) of the statutes is amended to read:

Wisconsin Works agency shall pay to an employer that employs a participant under this subsection a wage subsidy in an amount that is negotiated between the Wisconsin Works agency and the employer but and that is not may be less than the state or federal minimum wage that applies to the participant. The wage subsidy shall be paid for each hour that the participant actually works, up to a maximum of 40 hours per week. In addition to paying the wage subsidy, the Wisconsin Works agency may, as negotiated between the Wisconsin Works agency and the employer, reimburse the employer for all or a portion of other costs that are attributable to the employment of the participant, including any of the following:

****Note: I struck the language surrounding "minimum wage" because of the definition in s. 49.141 (1) (g).

SECTION 2. 49.148 (1) (a) of the statutes is amended to read:

49.148 (1) (a) *Trial employment match program jobs*. For a participant in a trial employment match program job, the amount established in the contract between the Wisconsin Works agency and the trial employment match program job employer, but not less than minimum wage for every hour actually worked in the trial employment match program job, not to exceed 40 hours per week paid by the employer. Hours

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spent participating in education and training activities under s. 49.147 (3) (am) shall be included in determining the number of hours actually worked.

****NOTE: The drafting instructions specified that the provision above should be amended. Does the provision above refer to the amount of the subsidy or the amount that the participant actually gets paid? If it is the amount that the participant actually gets paid, amending it does not seem necessary.

****Note: The drafting instructions also specified that s. 49.163 (3) (a) 2. should be amended, but I have not done so because it refers to the amount that the employer pays, not the subsidy amount. Let me know if this is not correct.

SECTION 3. 49.163 (3) (a) 3. a. of the statutes is amended to read:

49.163 (3) (a) 3. a. A wage subsidy that is equal to the an amount of wages that negotiated between the department and the employer or contractor pays to the individual, that is paid for hours each hour the individual actually worked, not to exceed 40 hours per week at, and that may be less than the federal or state minimum wage that applies to the individual.

SECTION 4. 49.163 (3) (a) 4. of the statutes is repealed.

10 (END)

Pust 3-9

2015-2016 Drafting Insert FROM THE LEGISLATIVE REFERENCE BUREAU

PJK:..

INSERT A

The wage subsidy amount is not required to be at least the minimum wage. (END OF INSERT A)

Insert 2-8

The employer shall pay the participant any difference between the wage 1 subsidy amount and the participant's wage and must pay the participant at least 2 minimum wage. 3

(END OF INSERT 2-8)

INSERT 3-9

SECTION 1. 49.163 (3) (a) 4. of the statutes is amended to read: 49.163 (3) (a) 4. An employer, or, subject to the approval of the department, a contractor under sub. (4), that employs an individual participating in the program may pay the individual an amount that exceeds any wage subsidy paid to the employer or contractor by the department under subd. 3. a., except that the employer or contractor must pay the individual at least minimum wage.

History: 2013 a. 20, 113; 2013 a. 151 s. 27.

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(END OF INSERT 3-9)

Kahler, Pam

From:

Major, Katrina L - DOA < Katrina. Major@wisconsin.gov>

Sent:

Monday, January 12, 2015 11:23 AM

To:

Kahler, Pam

Cc:

Kraus, Jennifer - DOA

Subject:

0351

Hi Pam, I had sent this draft to DCF to see if they were happy with our revisions, and they just had a couple changes...would you please make them? Thanks! K

Subsidized Employment Draft Comments

- 1. With regard to trial employment match program subsidies, we recommend that the drafter retain the struck out language on page 2, lines 5 and 6, with the following edits:
 - "...but that is not less more than the state or federal minimum wage that applies to the participant."
- 2. With regard to Transform Milwaukee Jobs and Transitional Jobs programs, we recommend that the drafter revise the added language on page 3, line 1, with the following edits:
 - "... and that may is not more than the federal or state minimum wage that applies to the participant."



State of Misconsin 2015 - 2016 LEGISLATURE



due FR1, 1-16

DOA:.....Major, BB0114 - Payment of wage subsidy that is less than minimum wage

FOR 2015-2017 BUDGET -- NOT READY FOR INTRODUCTION

(i-12)

AN ACT ...; relating to: the budget.

Analysis by the Legislative Reference Bureau HEALTH AND HUMAN SERVICES

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employer of an individual in a job under the Transform Milwaukee Jobs Program or Transitional Jobs Program, a wage subsidy amount that the W-2 agency or DCF will pay to the employer. The wage subsidy amount is not required to be at least the minimum wage. The employer however, must still pay the individual for hours actually worked at not less than the federal or state minimum wage that applies to the individual.

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is not more

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(END)



State of Misconsin 2015 - 2016 LEGISLATURE



DOA:.....Major, BB0114 - Payment of wage subsidy that is less than minimum wage

FOR 2015-2017 BUDGET -- NOT READY FOR INTRODUCTION

AN ACT ...; relating to: the budget.

Analysis by the Legislative Reference Bureau HEALTH AND HUMAN SERVICES

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The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

SECTION 1. 49.147 (3) (ac) (intro.) of the statutes is amended to read:

49.147 (3) (ac) Employer subsidies and reimbursements. (intro.) The Wisconsin Works agency shall pay to an employer that employs a participant under this subsection a wage subsidy in an amount that is negotiated between the Wisconsin Works agency and the employer but that is not less more than the state or federal minimum wage that applies to the participant. The wage subsidy shall be paid for each hour that the participant actually works, up to a maximum of 40 hours per week. The employer shall pay the participant any difference between the wage subsidy amount and the participant's wage and must pay the participant at least minimum wage. In addition to paying the wage subsidy, the Wisconsin Works agency may, as negotiated between the Wisconsin Works agency and the employer, reimburse the employer for all or a portion of other costs that are attributable to the employment of the participant, including any of the following:

SECTION 2. 49.163 (3) (a) 3. a. of the statutes is amended to read:

49.163 (3) (a) 3. a. A wage subsidy that is equal to the an amount of wages that negotiated between the department and the employer or contractor pays to the individual, that is paid for hours each hour the individual actually worked, not to

exceed 40 hours per week at, and that is not more than the federal or state minimum
wage that applies to the individual.
SECTION 3. 49.163 (3) (a) 4. of the statutes is amended to read:
49.163 (3) (a) 4. An employer, or, subject to the approval of the department, a
contractor under sub. (4), that employs an individual participating in the program
may pay the individual an amount that exceeds any wage subsidy paid to the
employer or contractor by the department under subd. 3. a., except that the employer
or contractor must pay the individual at least minimum wage.

(END)