



BARBARA DITTRICH

STATE REPRESENTATIVE • 38th ASSEMBLY DISTRICT

September 24, 2019

Assembly Committee on Workforce Development

RE: Rep. Dittrich Testimony on AB 72/SB 72 – requiring certain occupational areas to be included in the youth apprenticeship program

Good Afternoon...I would like to thank Chairman Petryk and the committee for taking up this important bill that seeks to further provide students with available training opportunities and help employers in filling hiring gaps in high-demand fields.

Assembly Bill 72 would expand the generally accepted career clusters to the full 16 categories, whereas the Department of Workforce Development currently sanctions only 11 of them, leaving out important areas including Business Management and Administration; Education and Training; Government and Public Administration; Human Services; and Law, Public Safety, Corrections and Security.

As I am sure Senator Jacque will agree in his testimony, it is our hope that by including these categories, bringing us up to the full 16 career clusters, we can continue to help fill the career gaps in our workforce and give students more options to find fulfilling and meaningful careers where they can flourish in our state.

In a time where we are speaking to expanding our workforce and educational opportunities for our students, it is only logical that we increase information about these clusters. Not every student is seeking the same vocational outcomes when enrolling in school. In fact, our state's technical colleges are seeing increased enrollment as students take other options than a traditional 4-year degree. However, too often they are unaware of the myriad options available to them.

By increasing information available to them, thus providing them additional career options, we are helping to move them down the road to self-determination, independence, and a skill set that can serve them well over the course of their career. We see no detriment in making information available and providing students with more choices to ensure their success.

According to the Wisconsin Policy Forum, we are facing a collision of an expansion of the retiree population due to the baby-boom generation and the decline in our state's youth population; surely we will face increased workforce and economic challenges in coming years. It is all the more important to have our upcoming generations enter the workforce. It would be even

more advantageous if they find jobs and careers that are fulfilling, allowing them to flourish, start families of their own, and become productive assets to our economy. AB 72 will make them aware of more options, and help them find a match for their aptitude and skill set.

While it is undeniable this bill will assist our students, it will also help businesses mold the next generation and their future workforce so they are able to work together, allowing both sides to work hand-in-hand. When government steps out of the way and allows the workforce and businesses to operate in a free-flow of information and ideas, we will see a stronger workforce and business climate which will benefit our state in the long-run.

Finally, I would like to thank the representatives from the Waukesha Business Alliance who will be testifying on this bill. I am excited to hear directly from our business community how this legislation has a much-needed, direct impact on the way they operate and adapt for future challenges.

Wisconsin's Workforce Challenges Intensify

Census data suggest the number of working-age individuals living in Wisconsin has declined for several straight years, as has the state's youth population. Meanwhile, the aging baby-boom generation is greatly expanding the population of retirees. These shifts signal challenges ahead for the state's workforce and economy.

Demographic changes can have profound effects on the economic and fiscal health of a community. For many years, our research on demographic trends in Wisconsin has exposed an "impending storm" on the horizon. In short, projections pointed to rapid growth in the state's senior population coupled with almost no growth among those of working age (18-64), who are critical to the state's productivity and ability to fill and create jobs.

Here, we examine how these trends have already begun to play out across the state and consider both possible future impacts and potential policy options to address them.

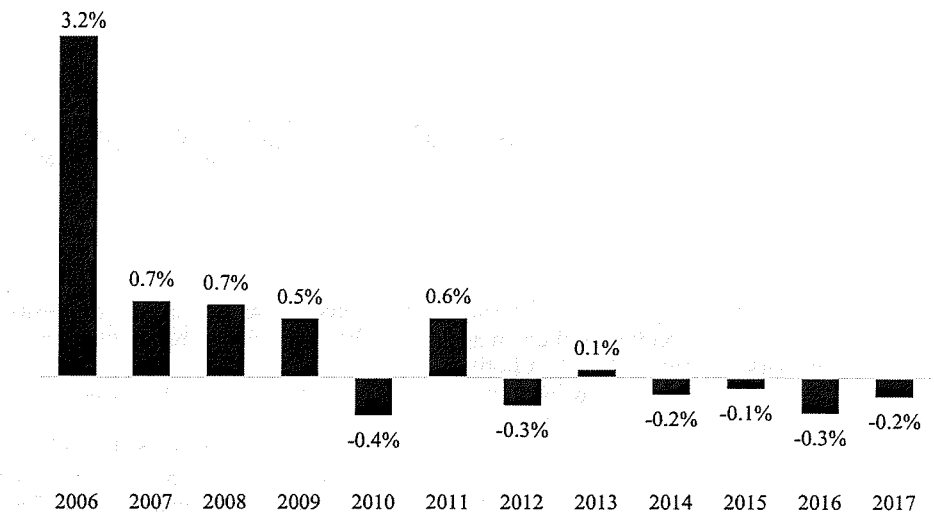
A Shrinking Labor Pool

After peaking in 2011 at 3.6 million, Wisconsin's working-age population has receded by over 35,000 (or 1%) since, U.S. Census data show. In fact, the state's working-age population has declined slightly in each of the last four consecutive years. (See Figure 1.) While relatively small, this string of losses reverses a long-term growth trend and heightens concerns about the state's future workforce.

Making matters worse, Wisconsin's population of youth under the age of 18—a key source of future workers—also has decreased in recent years. The youth population has declined by over 45,000 since 2011, a 3.4% drop. That trend is likely to continue in the future as well; our past research has shown that the state's birth rate is at its lowest point in at least a generation, and its fertility rate (births relative to population of women ages 15 to 44) also has declined over the past decade.

The latest population and employment projections only add to concerns that Wisconsin could experience future worker shortages. The state's Department of Workforce Development projects that between 2016 and 2026, total jobs in Wisconsin will increase by 210,178 (6.8%), and many more job openings will be created as baby boomers continue to retire. At the same time, state projections show virtually no growth in the state's working-age

Figure 1: Wisconsin's Potential Labor Pool Declines
Percentage Change in State's Working-Age Population (ages 18-64)



Source: U.S. Census Bureau—American Community Census

population through 2040, meaning if job growth continues an even larger gap could develop. While long-term jobs projections are difficult to make and could turn out to be inaccurate (due to a variety of factors such as changing technology and automation), these numbers paint an ominous picture.

Notably, the statewide decline in working-age residents has affected most though not all counties. Among the state's 23 most populous counties, 17 have seen their working-age populations shrink since 2011. (See Figure 2 on page 2.) The working-age population in Wood County (where Wisconsin Rapids and Marshfield are located) has declined by the largest percentage (-5.9%) during that period, followed by Manitowoc County (-4.6%). Milwaukee County has lost the largest number of working-age residents (-8,846).

On the other end of the spectrum, Dane County has increased its working-age population by the largest number (>15,000) and percentage (4.7%) since 2011, a trend likely influenced by UW-Madison's attraction and retention of students from both within and outside the state. Dane County also has shown

strong and steady growth in its population of youth under 18, which will help to ensure a healthy labor force well into the future.

Another exception is Outagamie County, where Appleton is located, which has seen its working-age population grow by 2.9%. St. Croix and Kenosha counties also have seen modest increases in their working-age populations, but both counties border neighboring states and many of the jobs held by their residents are located in the Twin Cities and Chicago metro areas.

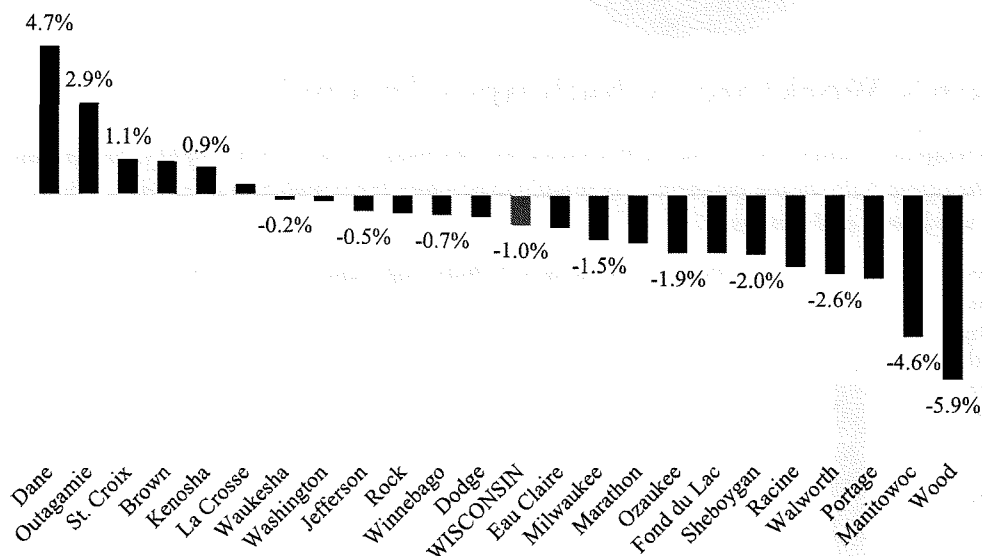
An Aging Population

While younger age cohorts have waned in recent years, Wisconsin's senior population has grown rapidly. That growth has been driven primarily by the aging of the state's population of baby boomers rather than to seniors moving into the state. Since 2011, the state's population ages 65 and over has increased by 163,970. (See Figure 3.) Since 2005, it has grown by 42%.

As Wisconsin's demographic makeup skews older, what does that mean for the state's economy and fiscal health? In the

Fig. 2: Few Counties Gain, Most Lose Working-Age Population

Percentage Change in Working-Age Population by County, 2011-17



Source: U.S. Census Bureau—American Community Census

near term, with unemployment at a historic low, it means fewer potential workers in a tight labor market. That could affect both the state’s ability to fill existing jobs and its efforts to attract new businesses and convince existing businesses to expand.

In the long term, it also means fewer people working to help support a growing population of retirees. Working people tend to generate more income tax revenue for the state and spend more on taxable goods than retirees, while retirees typically place greater demands on certain public services (like emergency medical services, public health, and human services). If lagging income and sales taxes exacerbate state budget challenges, then that could diminish the state’s ability to keep up with growing demand for health-related services and to

share revenue with local governments to meet their own increasing service demands.

Possible Solutions

Wisconsin is far from the only state facing this set of challenges. National research by the Economic Innovation Group shows half of U.S. states and 80% of U.S. counties lost “prime” working-age adults (ages 25-54) between 2007 and 2017. To address the challenge, a range of state, federal, and private sector strategies have been proposed or could be considered.

First, new or expanded efforts could be made to increase labor force participation for Wisconsin’s existing population. For example, creating more flexible, part-time employment options could make it more attractive for seniors to stay in the labor force longer or for stay-at-home parents to pursue paid work.

Other efforts to encourage teens to work part time could be pursued as well, as teen labor force participation has declined substantially since the 1990s. Census data show Wis-

consin has been among the states with the highest teen labor force participation rates for at least a decade, but participation in Wisconsin has declined along with the national trend and was under 52% in 2017.

People with criminal records are another potential labor pool that could be better utilized. Reducing barriers to employment imposed by criminal records, such as by expanding reentry services that help ease the transition of formerly incarcerated individuals into the community and workforce, could prove effective. To that end, the state has recently begun to incorporate job centers into its correctional facilities.

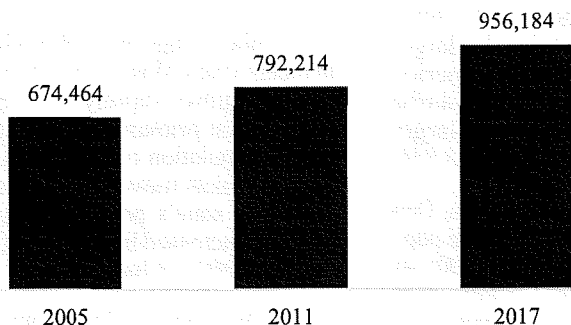
Another set of strategies could focus on attracting more people to Wisconsin from other states or countries. Our research has shown more people have moved away from Wisconsin than to the state every year for more than a decade. One option, for example, would be for the University of Wisconsin System to continue to increase enrollment of non-resident students at its institutions, which it has already been doing in recent years.

Though always a highly contentious topic, proposals to expand immigration in a targeted manner to fill identified workforce shortages have begun to garner national attention as well. For example, the bipartisan Economic Innovation Group has proposed a federal “Heartland Visa” program to attract skilled workers from abroad to areas of the country with declining populations. The concept envisions allowing individual communities to “opt in” to welcoming skilled immigrants, with eligibility criteria established by federal, state, and local governments.

While solutions to the challenges brought on by Wisconsin’s shrinking workforce could come in a range of forms, it is clear that the situation demands increased attention from state policymakers. Efforts to grow Wisconsin’s economy will be hampered by a flat or declining workforce, and Wisconsin’s growing population of retirees creates additional challenges for the state and local governments that policymakers will need to address.

Fig. 3: Senior Population Growing Rapidly

Wisconsin’s Population Ages 65 and Over



Source: U.S. Census Bureau—American Community Census





ANDRÉ JACQUE

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*Testimony before the Committee on Workforce Development
State Senator André Jacque
September 24th, 2019*

Chairman Petryk and Members of the Assembly Committee on Workforce Development,

Thank you for the opportunity to testify before you today in support of Assembly Bill 72. Wisconsin's Youth Apprenticeship program has proven to be both popular and extremely beneficial for both students and employers. Rep. Dittrich and I are proposing legislation to expand Youth Apprenticeship even further to provide students with training opportunities and assist employers in filling workforce gaps in even more high-demand fields.

For example, according to the Burning Glass 2017 - 2020 reports of largest and fastest growing industries in Brown County, Local Government and Elementary and Secondary Schools are in the top 3 of the largest industries while Corporate, Subsidiary and Regional Managing Offices is the fastest growing industry in Brown County. It is also critical that we address the need to train future social workers, paralegals, court reporters, law enforcement and a host of other professions. Unfortunately, there are no Wisconsin Department of Workforce Development Youth Apprenticeship programs for any of these career areas, so local chambers of commerce cannot engage students interested in those fields.

Under current law, the Department of Workforce Development needs to approve and maintain a list of occupational areas, often known as "career clusters," however is not required to include any specific career cluster. Of the 16 generally accepted career clusters, DWD presently sanctions youth apprenticeship programs in 11 of them, leaving out the following areas:

- Business Management & Administration
- Education & Training
- Government & Public Administration
- Human Services
- Law, Public Safety, Corrections & Security

AB 72 will require DWD to approve and maintain programs in all 16 specific occupational areas for the youth apprenticeship program. This legislation is supported by the Wisconsin Economic Development Association, Greater Green Bay Chamber, Waukesha County Business Alliance, Green Bay Area School District, the City of De Pere, and many others.

Please support this common sense workforce development initiative for expanding youth apprenticeship, and thank you for your consideration of Assembly Bill 72.

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Insert Date Here



Tony Evers, Governor
Caleb Frostman, Secretary

Testimony on Assembly Bill 72
Assembly Committee on Workforce Development
September 24, 2019

Thank you, Chair Petryk and Committee Members, for the opportunity to provide testimony on behalf of the Wisconsin Department of Workforce Development (DWD) regarding Assembly Bill 72.

Assembly Bill 72 directs DWD to develop occupational areas and curricula for youth apprenticeship programs in specific "occupational areas" or "career clusters." Currently, the development of programs is driven by Wisconsin industry- and labor market-supported demand for specific occupations. While we appreciate the objective of this legislation, the Department is concerned that mandated development of an occupational area could lead to programs that are not used by schools or youth and are not supported by Wisconsin businesses.

Assembly Bill 72 mandates the development of curricula in all 16 Career Clusters and incorporates the terminology of those occupational areas. The Career Cluster initiative began in 1996 as the Building Linkages Initiative and was a collaborative effort between the U.S. Department of Education, the Office of Vocational and Adult Education (OVAE), the National School-to-Work Office (NSTWO) and the National Skill Standards Board (NSSB). The goal was to create curricular frameworks in broad career clusters, designed to prepare students to transition successfully from high school to post-secondary education and employment in a career area. Career Clusters are broad occupational groupings that serve as an organizing tool for schools that help categorize common knowledge and skill sets for secondary and post-secondary education. This framework was not in existence when DWD developed its YA program areas.

Between 1992 and 2005, DWD had developed 22 industry-specific program areas (and curricula) for YA based on state and national skill standards. By 2006, Wisconsin's education community had widely adopted the 16 Career Cluster Framework. To bridge the terminology between schools' course work (career clusters/pathways) and DWD's industry-specific programs (occupations), DWD took steps to align the YA program areas within the associated Career Clusters. DWD's 22 program areas happened to fall under 10 of the 16 career clusters.

The Career Cluster framework and industry occupations are not synonymous, but they do help facilitate the road map for stakeholders. DWD will continue to associate new YA program areas under the appropriate cluster; however, the Department is concerned with aligning terminology in statute, as it is possible that the Career Cluster terminology may be replaced with another mechanism to organize career development and exploration by the educational community in the future.

On the other hand, occupations will remain as defined by industry and labor and we will continue to need employer sponsors for our programming. For example, an automotive company will not approach DWD to ask for help with a labor shortage by developing a YA program in "Transportation, Distribution and Logistics," which is an organizing tool for the career/education/training folks. Instead, the company would likely express a need for qualified Auto Technicians, Auto Body Repair Technicians, Sales and Parts employees, etc. Then, our staff will research labor market information for that occupational area to confirm that it is a good fit for a new program.

The Department recognizes and appreciates the committee's support of Youth Apprenticeship. We look forward to a close partnership as we review LMI and work with industry stakeholders, including those in the five Career Clusters not currently represented, to determine whether the development of a new YA program may be appropriate.

John Keckhaver, DWD Legislative Liaison



GREATER GREEN BAY
CHAMBER

To: Assembly Committee on Workforce Development

From: Jayme Sellen, VP of Government and Community Relations

Date: September 24, 2019

RE: Assembly Bill 72 – requiring certain occupational areas to be included in the youth apprenticeship program.

Thank you for the opportunity to speak in support of Assembly Bill 72 which will add areas of career exploration to the Youth Apprenticeship program within the Department of Workforce Development.

The Greater Green Bay Chamber is a diverse group of 1,200 businesses, non-profit organizations and municipalities who work collaboratively on economic and workforce development for the improvement of our community and region. When meeting with or surveying members, nearly all of our members cite the lack of workforce or skilled workforce to be their biggest concern. Our members' industries span across all 16 career clusters, including education, municipal government and human services.

Our Chamber also houses the Youth Apprenticeship Consortium for 16 schools, 194 students and 152 employers. We employ one full-time program manager and have recently added a part-time person due to the growth we are experiencing in both the number of students and number of employers involved in Youth Apprenticeship.

Each year, we offer informational sessions for students and parents to learn about Youth Apprenticeship. At each session, we have students tell us that YA does not offer programming in their career area of interest; specifically, in public safety and social work. This is a lost opportunity for the student to gain the benefits of Youth Apprenticeship and employers to meet their staffing needs and build a pipeline of future employees.

We support Assembly Bill 72 because it would allow our YA Consortium to market to students who are looking for experiential learning opportunities in all career clusters. It also provides employers in these fields an opportunity to build a workforce pipeline.



Michelle S. Langenfeld
Superintendent of Schools & Learning
200 S. Broadway | Green Bay, WI 54303
Phone: (920) 448-2000 | www.gbaps.org

September 24, 2019

RE: Assembly Bill 72

Please accept my written testimony in support of Assembly Bill 72 to amend to create statutes relating to requiring certain occupational areas to be included in the youth apprenticeship program.

As the superintendent of Green Bay Area Public Schools, I encourage you to vote in favor of Assembly Bill 72 that would provide opportunities for students to pursue youth apprenticeship opportunities in the career cluster areas of:

- Business Administration,
- Education/Training,
- Government Administration,
- Human Services, and
- Public Safety.

As a school district, we value work-based learning for our high school students and look to increase the value and partnerships of these programs. To reach our District mission of college, career and community readiness for all students, Academic and Career Planning (ACP) is the foundation on which our students develop short- and long-term goals. Through this process students explore the 16 career clusters and develop a plan to work towards career interest of their choosing. The District provides experiences in all of the career clusters, and in many cases offers a framework within a Program of Study to develop skills within one of the career clusters, culminating in a capstone experience in high school. Youth Apprenticeship is a key work-based learning capstone opportunity to prepare students for postsecondary learning and careers in high demand.

It is important that Wisconsin Department of Workforce Development (DWD) offer Youth Apprenticeship in all 16 career clusters. As states begin to transition into the implementation and administration of the Strengthening Career and Technical Education for the 21st Century Act (Perkins V), local school districts will be asked to provide a comprehensive local needs assessment, which includes a labor market analysis of the school district's region. This analysis will yield different market needs and some of these needs may be within one of the five career clusters not currently represented. It is imperative that school district career and technical education programs have access to workforce development through Youth Apprenticeship, if so identified.

Like other school districts across the state of Wisconsin, we have an ongoing need for dedicated education professionals. Green Bay Area Public Schools offers students the ability to take courses in the Education and Business Administration career pathways in career and technical education and the District would benefit from work-based learning opportunities in these career clusters. Upon analysis, we may also find we have high demand fields with employers that struggle further to create a workforce pipeline of future employees in the other career clusters. Green Bay Area Public Schools need access to Youth Apprenticeship program as an option to build a pipeline of interested individuals to fill high demand positions and develop rewarding careers.

Assembly Bill 72 gives high school juniors and seniors opportunities to work in any of the 16 career cluster fields while obtaining the education they need to pursue their field of interest upon high school graduation. Please support this bill to give employers access to a pool of qualified workers and students experiential learning opportunities. Thank you for your consideration.

Sincerely,

Michelle S. Langenfeld, Ed.D.



From: Pat Schramm, CEO
Workforce Development Board of South Central WI
(On behalf of the South Central WI Youth Apprenticeship Consortium)
3513 Anderson Street
Madison, WI 53714

To: State of Wisconsin Assembly Committee on Workforce Development

March 15, 2019

RE: Support for 2019 Assembly Bill 72

My name is Pat Schramm, I serve as the CEO of the Workforce Development Board and provide staff support to the South Central Youth Apprenticeship Consortium's Advisory Council which is comprised of 22 Industry Representatives and Educators who guide the South Central WI Youth Apprenticeship Program.

I am writing to support Assembly Bill 72 which expands the legislative language to approve and maintain **occupational areas** over the prior legislative language referencing only occupations (which implies individual occupations). This legislation will give YA Consortia more flexibility to work with industry partners and DWD to create broad occupational pathways that in the current Labor Market environment often require grouping multiple occupations into a concentrated cluster of skills that can be applied by the Youth Apprentices across multiple occupations and industries.

A specific example is that within the Information Technology cluster, persons working in the skill area of "Information Support and Services" can be found in the majority of occupational areas and industries found within the State of Wisconsin.

The South Central YA consortium encourages the State of Wisconsin to continue to adhere to the rigor that is currently practiced that requires that Youth Apprenticeships only be developed where there is clear job demand, backed up by Labor Market Information and support of employers willing to hire in the specific occupation.

We thank you for your consideration of this bill and look forward to a favorable outcome.

Sincerely,

Pat Schramm, WDBSCW CEO

South Central Wisconsin YA Advisory Council Members;

Heather Dale, Covance • Dan Klecker, WI Automotive and Truck Dealers Association • Sarah Bass, Long-Term Care Workforce Alliance • Marshall Behringer, Greater Madison Chamber of Commerce • Cindy Brady, McFarland High School • Dave Branson, Building Trades of South Central WI • Michol Banes, American Marketing Association and Baker Tilly • Michelle Chawla, Chawla T-Acres • Kari Davis, State Bank of Cross Plains • Josh Fassl, Dane County Schools Consortium • Greg Granberry, Oregon High School • Sheila Hibner, Middleton High School • Craig Kittleson, MadREP • Morgan Myers, Hilton Madison Monona Terrace • Ron Roehl, CNC Solutions • Jeff Roach, AGC • Cyndy Sandburg, Jefferson County School Districts • Pat Schramm, Workforce Development Board of SC • Sherrie Stussey, Madison Metropolitan School