



Workforce Innovation and Opportunity Act



WISCONSIN **WIOA** ANNUAL REPORT

Program Year 2022 | July 1, 2022 – June 30, 2023



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Tony Evers, Governor
Amy Pechacek, Secretary

November 16, 2023

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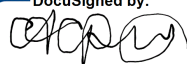
Dear Administrator Gerassimides:

We are pleased to submit Wisconsin's Workforce Innovation and Opportunity Act (WIOA) annual report for program year 2022 (PY2022). Over the past year, Wisconsin's economy has been on a winning streak, reporting a record high number of nonfarm jobs, record low unemployment, a labor force participation rate that is three full percentage points above the national average, and record high participation in Registered Apprenticeship and Youth Apprenticeship programs. The following report highlights strategic and innovative workforce development strategies that have contributed to this success while building and strengthening the workforce for the 21st century and beyond.

Under Gov. Tony Evers, the Wisconsin Department of Workforce Development (DWD) and the Governor's Council on Workforce Investment assess the needs of workers, employers, and job seekers, then align investments in training and program resources to advance a thriving economy. Successful programs and services allow DWD to identify, propagate, and scale practices to the regional and state level to continuously improve the workforce system.

Workforce development provides the foundation for economic development, and Wisconsin's workforce development system is stronger than ever. We continue to build upon our accomplishments and move our workforce, and the entire state of Wisconsin, forward.

Sincerely,

DocuSigned by:

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Amy Pechacek
Secretary
Department of Workforce Development

DocuSigned by:

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Sachin Shivaram
Chair
Governor's Council on Workforce Investment

Introduction

Over the past year, Wisconsin's economy has been on a winning streak, reporting a record high number of nonfarm jobs, record low unemployment, a growing labor force participation rate and record high participation in Registered Apprenticeship and Youth Apprenticeship. The following report by the Wisconsin Department of Workforce Development (DWD) and the Governor's Council on Workforce Investment (CWI) highlights the successes achieved through the Workforce Innovation and Opportunity Act (WIOA) for WIOA Program Year 2022 (PY2022).

Workforce development provides the foundation for economic development, and Wisconsin's workforce development system is stronger than ever. The following statistics help tell this story:

- Wisconsin reached a record-low unemployment rate of 2.4% in May 2023 and historically low unemployment rates continued throughout the reporting period ending in June 2023.
- The state also posted a record-high number of jobs with total nonfarm jobs at more than 3 million during the reporting period.
- The labor force participation rate grew to more than 65% during the period, standing at nearly 3 full percentage points above the national average.
- In addition, participation in Registered Apprenticeship reached a record high of nearly 16,000 apprentices with more than 2,600 participating employers during the period, while Youth Apprenticeship reached a record high of nearly 8,400 participants and more than 5,700 employers.

DWD is Wisconsin's state agency responsible for administering the WIOA Title I and III programs. DWD also oversees other workforce development programs including, Vocational Rehabilitation (WIOA Title IV), Registered and Youth Apprenticeship, state-funded Wisconsin Fast Forward grants, workforce development grants funded by the American Rescue Plan Act-State and Local Fiscal Recovery Funds (ARPA-SLFRF), the migrant and seasonal farm worker program, Unemployment Insurance, Worker's Compensation, and other workforce-related programs. CWI is the federally mandated state workforce board that advises the governor on ways to develop Wisconsin's workforce. Under the strategic direction of Gov. Tony Evers and CWI, the state continues to enhance the services available to the current and future workforce.

This report fulfills the WIOA requirement to submit an annual statewide performance report narrative to the United States Department of Labor (USDOL) on performance progress for WIOA Title I programs (Adult, Dislocated Worker, and Youth) and WIOA Title III Wagner-Peyser Employment Services as described in Training and Performance Guidance letter (TEGL) 05-18. This report provides information on the state's progress on the Combined State Plan strategic vision and goals; performance data on the core common performance measures; status of state evaluation efforts and improvement activities; and workforce development system participant information, from July 1, 2022, through June 30, 2023.

The participant data provided in this report are generated by the Participant Individual Record Layout (PIRL), which have been uploaded to the Workforce Integrated Performance System (WIPS). The state submitted the required performance data to USDOL on Sept. 29, 2023.

Workforce Solutions Initiatives

During PY2022, DWD continued to administer Gov. Evers' Workforce Solutions Initiative. This investment of over \$150 million in ARPA-SLFRF funding has resulted in the following:

- **Worker Advancement Initiative (WAI):** WAI is a \$20 million investment in work-based learning and/or wage-subsidized occupational skills training for individuals who experienced negative economic impacts related to the COVID-19 pandemic. Funds were awarded to each of Wisconsin's 11 local Workforce Development Boards (WDBs). Since its inception on Oct. 1, 2021, this program has seen significant co-enrollment with WIOA Title I programs. DWD's Division of Employment and Training (DET) is using this pilot project to collect data on increased participant success when receiving wage-replacement supportive services while engaged in training. This innovative pilot ensures participant success by providing wage-replacement subsidies to individuals engaged in work-based or classroom learning opportunities. The project realizes greater flexibility than more traditional workforce funding and offers opportunities for co-enrollment and braided funding. To date, the Worker Advancement Initiative has served over 3,500 individuals statewide.
- **Workforce Innovation Grants (WIG):** This grant program is a \$130 million investment in a wide range of innovative strategies to address local workforce and economic concerns. These grants support 27 unique projects addressing shortages of workers in healthcare, childcare, education, advanced manufacturing, skilled trades, and more. Additionally, these grants support projects addressing housing shortages and transportation solutions for low-income workers; access to affordable and high-quality childcare for workers; and entrepreneurial skills training. To date, these projects have made a positive impact on over 27,000 individuals, including occupational skills training for more than 2,000 individuals, support for the construction of seven occupational skills training centers, and safe and reliable workforce transportation for over 3,000 workers.
- **The Worker Connection (WC) Program:** This program is a \$10 million investment in workforce system navigation assistance and outreach to populations that are historically disconnected from workforce services. The program has realized early successes in connecting individuals with myriad workforce services and helping them to navigate the various types of assistance available to them. The program has more than 2,200 participants.

DWD Partnerships to Support Justice-Involved Job Seekers

DWD takes pride in its collaboration with the Wisconsin Department of Corrections (DOC) to engage individuals in their care before they are released, and to connect them with DWD job seeker services after release. DWD equally values its partnerships with the 11 local Workforce Development Boards (WDB) and the Wisconsin Technical College System (WTCS), which help make engaging with and training justice-involved individuals possible.

At the foundation of DWD's work with DOC, local WDBs, and WTCS are the job labs DWD maintains in DOC facilities. These job labs function similarly to the job centers DWD operates in communities around the state. The state recognized the need to place additional focus on reaching harder-to-serve populations to meet employers' workforce needs. Among the targeted groups, DWD identified the need to engage justice-involved individuals in advance of their release from DOC care to re-establish connections to the workforce, so these individuals are best prepared to return to their communities.

DWD identified and implemented several strategies for preparing justice-involved individuals for employment upon release, including:

- Development of a pre-apprenticeship programming in correctional institutions.
- Incorporation of employment/training programs in juvenile justice institutions.
- Expansion of registered apprenticeship opportunities within correctional institutions.

- Development of strategies to increase employer education and awareness of hiring justice-involved individuals.
- Increasing employer collaboration with apprenticeships, workforce training, and placements of justice-involved individuals.
- Creation of job labs within DOC facilities to provide job readiness, career assessment, and job service programming for soon-to-be-released justice-involved individuals.

DWD opened its first job lab at Oakhill Correctional Institution in 2018. Since then, DWD has opened 10 more job labs in DOC facilities around the state. Ten of the job labs are classroom-style rooms within correctional facilities and one, at New Lisbon Correctional Institution, is a mobile lab. In 2023, DWD and DOC continue to partner on innovative solutions and partnerships. This includes additional collaboration between the two agencies to create job labs at local probation and parole offices throughout Wisconsin, as well as new partnerships with the Wisconsin Department of Health Services for two new job labs at the Wisconsin Resource Center in Oshkosh.

WIOA Combined State Plan

Wisconsin's WIOA Combined State Plan for PY2020-2023 envisions a results-driven workforce development system providing the opportunity for Wisconsin's current and future workforce and businesses to sustain economic viability for individual and family self-sufficiency.

Wisconsin will create a workforce development system that shall respond to:

1. Employers' needs around skills, knowledge and abilities, as well as changes in industries and sectors.
2. The needs of workers and job seekers, whether through new skill acquisition or through resources to overcome barriers to employment per WIOA Section 3.
3. Alignment of Combined State Plan activities with education and regional economic strategies that will aid in providing access to self-sufficiency.
4. The worker quantity challenge by connecting those not participating in the workforce to the programs and services needed for them to become ready to participate.
5. Create opportunity for the current and future workforce by addressing systemic inequities within public workforce programs to deliver services equitably.

WIOA Committees

The WIOA Joint Operations committee structure has three leadership committees:

- The **WIOA Executive Committee** is the executive governing body over the development and implementation of the WIOA Combined State Plan. The members of the committee are the Combined State Plan partner agency secretaries.
- The **WIOA Management Committee** provides overall direction on WIOA Combined State Plan activities. The members of the committee are program division administrators.
- The **WIOA Operations Committee** operationalizes the vision for how Wisconsin's Combined State Plan core and partner programs organize and prioritize activities to ensure teams are empowered to carry out those activities. The members of the committee are the bureau directors.

Efforts to coordinate the development of the PY2024 Combined State Plan began in the fall of 2022. The cabinet-level leadership of the WIOA Combined State Plan partners led a state kickoff in October 2022. This event was attended by workforce development system partners and stakeholders and featured a panel on advancing successful partnerships through the WIOA State Plan and a discussion on the state's vision for the WIOA State Plan.

Following the kickoff meeting, DWD organized and facilitated two WIOA State Plan work sessions, one in April and one in June 2023. Representatives of the WIOA Combined State Plan programs and one-stop required partners were invited to these facilitated events to jointly develop shared sections of the WIOA State Plan.

Governor's Council on Workforce Investment

The Governor's Council on Workforce Investment (CWI) is the federally mandated state entity under WIOA that assists the Governor in developing innovative and dynamic approaches to further develop Wisconsin's workforce. The council works to align Wisconsin's workforce and talent development initiatives and investments with its economic development strategies. In assisting the Governor and Legislature in carrying out their federally mandated responsibilities, the Council aids Wisconsin employers in finding the workers they need and provides resources to enable workers to access training for in-demand careers with the goal of moving Wisconsin's economy forward. The council was reconstituted in 2023 under Executive Order #182.

Council, Committee Structure, and Responsibilities

The Governor appoints members of the council in accordance with the requirements enumerated in 20 CFR § 679.110(b)(3) of WIOA, which includes representatives of business, local and state government, education, labor, and community-based organizations across the state. Members serve at the pleasure of the Governor and assist DWD in crafting a comprehensive workforce development strategy that:

- Anticipates employer labor needs while building and strengthening Wisconsin's workforce.
- Supports the development of a highly skilled labor force.
- Empowers individuals of all backgrounds to pursue and retain good-paying careers.

The council includes an executive committee and three standing committees that provide a formalized structure for workforce members and stakeholders to actively participate in the maintenance, support, and refinement of the system's activities:

- **CWI Education Committee:** This committee is responsible for Focus Area #1 – Education in the 2022 – 2026 CWI Strategic Plan with the goal to reinvigorate Wisconsin's culture and value of education and innovation needed to fuel ideas, businesses, and the next generation. As part of their goal, this committee will focus on initiatives related to career pathways, early childhood education, and entrepreneurship.
- **CWI Employer Committee:** This committee is responsible for Focus Area #2 – Employers in the 2022 – 2026 CWI Strategic Plan with the goal to engage all employers to drive, build, and utilize Wisconsin's workforce development system. To advance this goal, the committee's efforts will be centered around work-based learning and employer engagement with the workforce system.

- **CWI WIOA Compliance and Resource Alignment Committee:** This committee will assist the Governor in carrying out his federally mandated WIOA responsibilities while ensuring ongoing alignment of resources across sectors. In addition, this committee also oversees two areas of focus in the 2022 – 2026 CWI Strategic Plan:
 - Focus Area #3 – Workforce: With the goal to increase Wisconsin's workforce participation by promoting infrastructure to improve access to job opportunities, incentivize workforce participation, and by improving sustainability of work for individuals and families.
 - Focus Area #4 – Organization & Resource Alignment: With the goal to advocate for resource alignment to maximize return on investment and use data for continuous improvement of the workforce system.

PY2022 Overview

In PY2021, responding to workforce challenges exacerbated by the pandemic, CWI developed and unanimously approved its 2022-2026 Strategic Plan to meet the demand for skilled workers and sustain Wisconsin's robust recovery from the economic slump at the height of the pandemic. After nearly a year of research, discussions, and development, the Council crafted a strategic plan that focuses on four key priorities related to education, employers, workforce, and organization and resource alignment. The final product is the result of the collaboration of experts from the private sector (represented by the business members of the council), education (K12 and higher ed), and the workforce development system. The plan will lay the foundation for continuing enhancements to benefit Wisconsin businesses and workers.

The council maintains its strategic plan as a living document in PY2022 and beyond for use in continuing to shape and advance Wisconsin's workforce policies, strategies, and desired outcomes. Review and updates to the plan are a standing agenda item at council meetings throughout the course of the plan, and the recommendations may evolve over the years to ensure they reflect input from key stakeholders and incorporate new strategies to meet the state's ever-changing workforce and economic development landscape. Additional details on the council's activities are available in the annual publication of the [CWI Activities Report](#).

WIOA Title I Programs

PY2022 WIOA Funding Overview

Wisconsin received over \$31.2 million in WIOA Title I formula funding from USDOL in PY2022. The Youth program was allocated \$10,957,464 (35%), the Adult program was allocated \$9,438,464 (30%), and the Dislocated Worker program was allocated \$10,874,839 (35%). The funding represented a 9% decrease across the board in Youth, Adult, and Dislocated Worker funding from PY2021.

Wisconsin's 11 local Workforce Development Boards (WDBs) were allocated 85% of the PY2022 Youth and Adult formula funds and 60% of the Dislocated Worker formula funds for the administration and implementation of their respective local programs. Fifteen percent of the total funding was reserved for the state's administrative and statewide activities. The state also reserved 25% of its Dislocated Worker funding for statewide Rapid Response activities and additional assistance.

PY2022 WIOA Monitoring Highlights

DWD's Bureau of Workforce Training (BWT) conducted annual monitoring of WIOA Title I programs, managed by Wisconsin's 11 local WDBs, from July 2022 through June 2023. PY2022 saw a return to hybrid/in-person monitoring activities following the COVID-19 pandemic.

Monitoring of Wisconsin's 11 local WDBs ensures that the programs comply with appropriate policies and procedures and operate within the parameters established by law, regulations, the WIOA Combined State Plan, the respective WIOA Local Plan, Equal Opportunity and Nondiscrimination policies, and program guidelines, including overall compliance with:

- Workforce Innovation and Opportunity Act of 2014.
- Department of Labor Employment and Training Administration Advisories.
- DWD Policy Updates and Administrative Memos.
- DWD's WIOA Policy Guidance.
- Uniform Guidance 2 CFR Part 200 and 2 CFR Part 2900.
- Nondiscrimination and Equal Opportunity provisions contained in Section 188 of WIOA and regulations 29 CFR & 38 applicable to employment and service delivery.

Local WDBs receive reports summarizing their reviews and are required to respond to any findings and areas of concern. BWT staff prepare an executive summary that is shared with DWD management before the report is distributed to the local WDB.

Technical assistance is provided to all local WDB staff upon request. The following are averages for all WDBs from the PY2022 annual monitoring of the 11 local WDBs: 22 findings, five areas of concern, one area of strength, and one positive practice.

Dislocated Worker

The Dislocated Worker program assists workers impacted by job loss to get back to work as quickly as possible by overcoming barriers to employment such as difficulty transferring specialized skills to other occupations or industries, or a decline in market demand for certain skills.

Rapid Response

DWD's Division of Employment and Training (DET), along with its state and local partners including 11 local Rapid Response Teams, uses the centralized Rapid Response Events Tracking System (RRETS) to track dislocation events and Rapid Response services for both employers and workers throughout the state. During PY2022, 130 new dislocation events were recorded in RRETS, including 85 events from layoff notices that covered a total of 3,266 workers. The majority of the 130 new events came from three industries:

- 26% from the manufacturing industry (35 events).
- 15% from the health care and social assistance industry (19 events).
- 11% from the retail trade industry (15 events).

DET Supported Local Rapid Response Services through Grants: Each year, DET reserves a portion of its Rapid Response funds for Annual Allotment, Dislocation, and Additional Assistance grants. Each local WDB receives an Annual Allotment grant based on a formula. Dislocation and Additional Assistance grants are available on a first-come, first-served basis.

- **Annual Allotment Grants:** Annual Allotment grants support the building and maintenance of the local WDBs' Rapid Response programs, including the costs of staffing, planning, coordinating, and providing Rapid Response services. During PY2022, DET provided a total of \$750,000 in Annual Allotment grants. Awards ranged from \$20,923 to \$164,740.

Due to the strength of Wisconsin's economy, and the availability of pandemic-related, non-WIOA funding, local WDBs did not need to access Dislocation or Additional Assistance grants to provide Rapid Response services in PY2022.

National Dislocated Worker Grants: During PY2022, DET administered three National Dislocated Worker Grants (NDWGs). A total of 771 individuals were served through these grants.

- **COVID-19 Employment Recovery National Dislocated Worker Grant:** On Sept. 16, 2020, after submitting an emergency application, DET received a \$4,995,000 COVID-19 Employment Recovery grant. This grant provides additional resources to the state to address the surge in layoff activity resulting from the COVID-19 pandemic by making supplemental funding available to local WDBs to expand their capacity to offer Dislocated Worker program services. During PY2022, 342 new participants were served under this grant, bringing the total to 718 by the end of the program year.
 - DET conducted a statewide outreach effort to increase public awareness of the grant and increase participant enrollment. The outreach campaign, titled "Move On, Move Up...from Job Loss," targeted job seekers through various platforms and directed them to a landing page where they could access information about their local American Job Center or complete a contact form that would be sent directly to program staff. The campaign's success resulted in 2,056 job seeker leads being shared with local program staff. Those job seekers who were not eligible for the grant or the Dislocated Worker Program were referred to partner programs through the local American Job Center systems.
- **Support to Communities (STC): Fostering Opioid Recovery through Workforce Development National Dislocated Worker Grant:** On Aug. 28, 2020, DET received a \$5 million Support to Communities: Fostering Opioid Recovery through Workforce Development grant. The Fox Valley, North Central, Northwest, West Central, and Southwest WDBs serve as the five subgrantees to provide career services, training activities, and employment services to individuals affected by substance use disorder issues or those seeking a career in the substance use disorder and recovery field. The subgrantees have convened local Support to Communities Councils that engage employers in the implementation of innovative approaches to address the economic and workforce-related impacts on local communities affected by the opioid and substance misuse epidemic while aligning and coordinating grant-funded service delivery. At the conclusion of PY2022, 615 participants have been served through STC. This is 180 more participants than the proposal commitment goal of 435 participants and reflects a successful outcome of 141%. Ninety-four Support to Communities participants pursued (or are currently pursuing) training as a Substance Abuse and Behavioral Disorder Counselor. This supports the two main STC grant intentions of providing employment and training services to individuals impacted by the opioid crisis, and transitioning more skilled workers into professions that can impact the crisis. During PY2022, STC served 260 participants. Since the grant's inception, STC has served 649 participants and provided 7,175 total services.

- **Quality Jobs, Equity, Strategy, and Training (QUEST) Disaster Recovery National Dislocated Worker Grant:** On Sept. 26, 2023, DWD received a \$15 million QUEST grant to address known deficiencies in the childcare economy related to access, quality, affordability, and wages through the provision of employment and training services, supportive services, business engagement, microenterprise and entrepreneurial skills development, and the creation of disaster-recovery employment. Wisconsin's QUEST grant is designed to serve 500 individuals seeking employment and training in childcare occupations and create 500 additional childcare slots for Wisconsin's workers. Subrecipients of the grant include all 11 local WDBs, the Wisconsin Department of Children and Families, and the Wisconsin Community Action Program Association.

WIOA Title III: Wagner-Peyser Program Coordination

The Wagner-Peyser program provides career services to job seekers and recruitment assistance to businesses. These services include in-person and virtual job search assistance, workshops for job seekers, job fairs, and various recruiting events. Wagner-Peyser Employment Services are administered by DWD's Bureau of Job Service (BJS) and coordinated amongst WIOA Titles I, III, and IV staff.

Business Services

Title I staff focus on business services to employers serving adults, dislocated workers, and youth, and they work to promote the recruitment, hiring, retention, and advancement of these job seekers. Title IV staff within DWD's Division of Vocational Rehabilitation (DVR) work with individuals with disabilities and provide a wide variety of training to eligible consumers when necessary and appropriate to achieve their employment goal. Title I, III, and IV staff work collaboratively not only at the state level, but also at regional and local levels.

Wisconsin's Regional Business Service Teams coordinate activities and resources with WIOA core and combined state plan programs to provide comprehensive, high-quality, customer-centered services to employers. Team members meet frequently to share program information, including the scope of services each program offers and the eligibility requirements. As a result of this collaboration, team members increase familiarity with one another's programs and become better equipped to share comprehensive information and resources with businesses.

The Business Service Teams use a shared platform – Job Center of Wisconsin Business. By using this shared platform, team members have access to real-time information regarding services delivered to businesses in their region. Teams share employment opportunities and company information with one another to leverage all resources to meet business needs. Any user from a WIOA core or partner program with a demonstrated business need may access the system. Specifying a single tracking system reduces repetitive employer contacts and promotes collaborative business services.

Regional teams will continuously assess the local workforce landscape and identify additional allies and contributors that can add value to the team, including partners that serve underrepresented individuals. WIOA partner programs are continuously exploring methods to co-enroll customers who can benefit from diverse services.

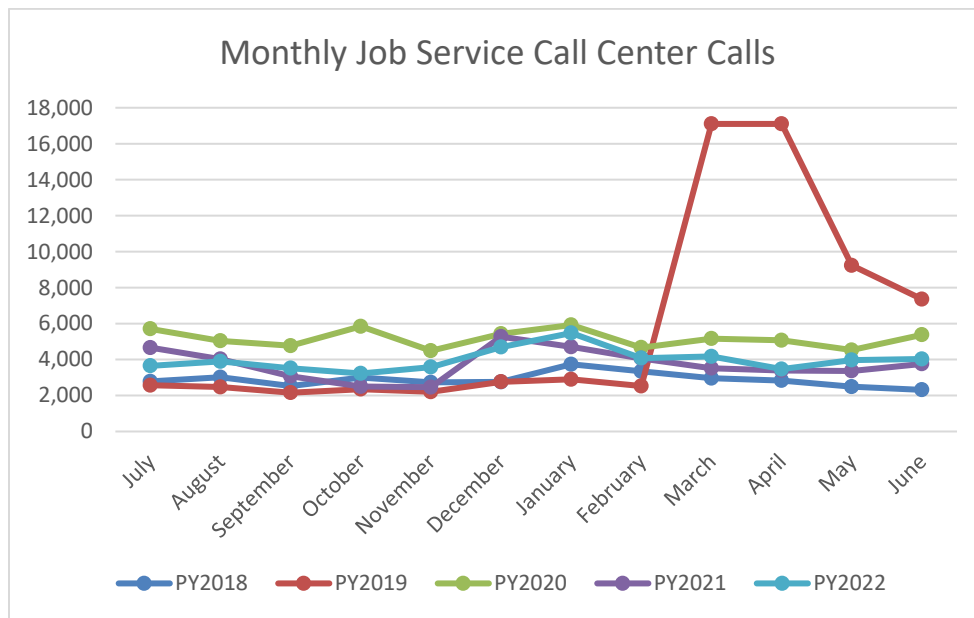
Program Year 2022 Metrics:

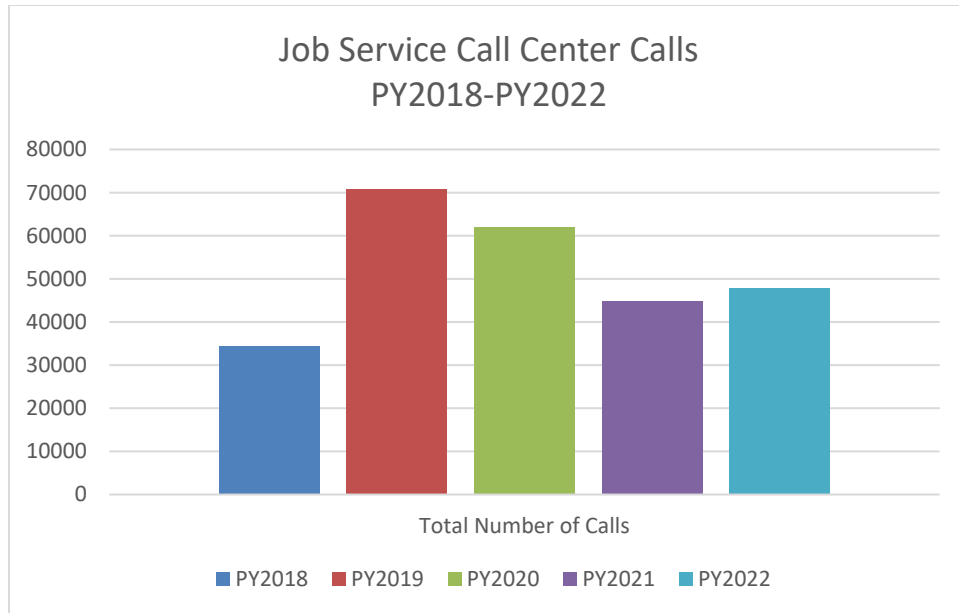
- Employer Penetration Rate: 6.9% (13,923 / 202,009)
- Repeat Business Customer Rate: 38% (10,169 / 26,778)
- Job Center of Wisconsin (JCW) Job Postings: 269,245 (representing 414,189 job openings)
- Number of Employers Posting on JCW: 10,676
- JCW visits during PY2022: 963,590

DWD's Bureau of Job Service has continued to provide business services virtually and in person using its virtual job fair platform alongside its reintroduction of in-person services. Over 3,825 employers have participated in more than 400 recruitment events. Eighty-four percent of these events were conducted in-person and the rest were conducted virtually.

Services for Job Seekers

the Bureau of Job Service call center fielded 48,249 calls, including 820 Spanish language calls, during PY2022. The call center continues to experience higher call volume than before the pandemic and had an increase in call volume over PY2021.





Wisconsin continues to provide services that job seekers can access conveniently from their homes. Wisconsin job seekers can now log in to JCW, view upcoming workshops, register, and attend virtually. JCW also retains a library of previous workshops for on-demand viewing. Recent workshop topics include transferable skills, discouraged job seekers, re-entry, and soft skills. In PY2022, DWD provided 158 online workshops to over 3,412 job seekers, with a total online and in-person workshop attendance of 19,866.

Re-Employment Services

In Wisconsin, the Re-employment Services and Eligibility Assessment (RESEA) program is administered by the Bureau of Job Service. During PY2022, DWD provided re-employment services through both self-scheduled, in-person and virtual sessions. In PY2022, RESEA staff served 18,473 combined initial and subsequent sessions, about 82% of which were served virtually.

Migrant Seasonal Farmworker Services

In Wisconsin, both federal and state laws direct services provided to Migrant and Seasonal Farmworkers (MSFW). The Bureau of Job Service includes MSFW outreach specialists to help employers of MSFWs comply with federal regulations, provide services to MSFWs, administer the H-2A temporary labor visa program, and administer and enforce Wisconsin's Migrant Labor Law.

As required in federal regulations, staff members are assigned to conduct outreach to MSFWs across the state who are not being reached by normal intake activities conducted by local job center offices, this includes workers in Wisconsin on H-2A visas. Services are also provided in person through the job centers, virtually through the Job Center of Wisconsin website, and the bilingual call center. The Bureau of Job Service currently has two job service staff providing outreach services to MSFWs.

The number of H-2A visa holders in Wisconsin continues to increase. Outreach staff are conducting outreach to these workers, but because of the terms of these workers' visas, H-2A workers are not eligible to receive job center services to obtain new or better employment. So, while H-2A visa holders

are included in the number of outreach contacts reported, any services provided are not able to contribute to Wagner-Peyser performance measures.

Bureau of Job Service staff developed a new process in PY2022 to help coordinate outreach across the state and within local areas. The program and planning section chief created a statewide annual outreach plan for the year and works with the local managers to develop goals and prioritize outreach to specific workers. Using the statewide annual outreach plan, the MSFW outreach specialists work with their local manager to develop a weekly and bi-weekly outreach plan and communicate at once per week regarding outreach to MSFWs.

MSFW outreach specialists work closely and communicate with the migrant labor inspectors who implement and investigate violations of the state's migrant labor laws, and the foreign labor certification coordinator, who administers the H-2A visa applications and job orders. Additionally, the foreign labor certification coordinator shares job order information with local job centers to ensure domestic workers interested in the job orders attached to H-2A clearance orders are connected.

The MSFW outreach specialists also coordinate outreach visits with the National Farmworker Jobs Program (NFJP) grantee, the UMOS Anti-Labor Trafficking Team, the Food and Farmworker Relief grantee, the Migrant Education Program, the HEP grantee, the Mexican Consulate, migrant health care partners and others. These partnerships assist migrant and seasonal farmworkers in accessing services and programs.

Program Year 2022 Highlights

MSFW Outreach (PY2022)

- MSFW outreach contacts: 2,733

State Migrant Labor Law (Jan – July 2023)

- Migrant labor camps certified: 260
- Migrant labor contractors certified: 41
- Agents of migrant labor contractors certified: 76

Foreign Labor Certification Program (Oct. 1, 2021 – Sept. 30, 2022)

(Data as of August 2, 2023)

- 186 H-2A applications received and processed.
- 2,943 H-2A workers requested; 2,472 H-2A workers approved.

Job Center of Wisconsin (JCW) Continued Enhancements

In February 2023, DWD launched its new eGain system, which allows customers to chat virtually with JCW customer service representatives while responding to required questions or navigating specific pages. During PY2022, 517 jobseekers took advantage of this service.

Title III and Title IV are engaged in a project designed to modernize the existing JCWB platform. The goals include using "plain language" to describe services, expanding service options to include specific options each WIOA Title offers business customers, and developing the capacity to create reports that

offer a clear picture of the types of services the business is requesting, receiving, and benefitting. Additionally, WIOA partners are continuously engaging in statewide events, such as WIOA Roundtables and the Winning with Wisconsin's Workforce forums, designed to bring regional business and workforce system partners together to discuss economic and labor market opportunities, resources and innovative solutions to meet a variety of workforce needs.

Veteran Employment Services

The mission of DWD's Office of Veteran Employment Services (OVES) is to "advance veterans into the workforce through targeted business engagement and effective employment services." Local Veteran Employment Representatives (LVERs) engage with Job Service and Local Business Service teams and promote veteran hiring to Wisconsin employers and employing agencies. They assist in the organization of job fairs and hiring events and facilitate employer workshops that highlight the value veterans bring to the workforce.

Wisconsin's Jobs for Veterans State Grant (JVSG) Disabled Veteran Outreach Program (DVOP) staff provide individualized career services to veterans with significant barriers to employment (SBE), eligible spouses, and other eligible individuals. OVES has staff assigned and located in each of the 11 Workforce Development Areas (WDAs) in Wisconsin. DVOPs provide comprehensive assessments, career guidance, individualized employment plans, staff-assisted services, labor market information, referrals to supportive services, and other basic staff-assisted career services. DVOPs conduct outreach and follow-up using a case-managed approach.

Wisconsin Job Center staff use a triage tool to determine the needs of veterans at registration. Once the registration process identifies a veteran with a significant barrier to employment, the veteran is referred to DVOP staff for individualized career services. The DVOP completes a comprehensive assessment, develops an individualized employment plan, and conducts necessary follow-up using a case-managed approach to assist the veteran in gaining employment. Once the veteran is job-ready, the LVER works to match the veteran with an employer. LVERs perform a wide range of duties on behalf of our veterans specifically related to outreach to the employer community and facilitation within Wisconsin's employment service delivery system.

LVERs plan and participate in job and career fairs, conduct employer outreach, work with employers on conducting job searches and workshops, establish job search groups, and coordinate with unions, apprenticeship programs, and businesses or business organizations to promote and secure employment and training programs for veterans, inform federal contractors of the process to recruit qualified veterans, and participate with other business outreach efforts.

DVOP staff work with many community partners, such as County Veteran Service Officers, veteran service organizations, Homeless Veteran Rehabilitation Programs, correctional facilities, and other veteran-centric/community entities. The partnership with these agencies creates an all-source environment where a veteran seeking services will have the opportunity to work with DVOP staff and receive other services at the same location. The goal of outreach is to identify veterans seeking other services germane to veterans and providing employment and other services/resources at one location.

JVSG staff work with partner agencies and programs to ensure that priority of service is provided to veterans and eligible spouses. Working closely with partner agencies assures that there is no duplication of services and that veterans receive all services that they are eligible and qualified to receive. JVSG staff partner with numerous state and federal agencies to provide education and workforce training to veterans and certain eligible spouses. Based on comprehensive assessments and

the desire and eligibility of the veteran, JVSG staff provide resources and referrals to the Wisconsin Department of Veteran Affairs which offers free education through the Universities of Wisconsin and Wisconsin Technical College System using the Wisconsin GI Bill (state). Referral to the WIOA Workforce training program that will provide funding to eligible veterans for specific job-related training to enhance or transfer to new skills required for careers. Referral to Veteran Affairs for enrollment into various training programs using the Montgomery GI Bill, Post 9/11 GI Bill, Chapter 31 – Veteran Employment and Readiness program; or state/federal Apprenticeship programs and those associated with apprenticeships – Troops to Teachers, Helmets to Hardhats, Veteran in Piping (VIP), Combat to Construction.

During PY2022, 743 veterans with a significant barrier to employment received career services from DVOP staff within Wisconsin Job Centers and affiliated offices. This group included:

- 642 male veterans.
- 144 women veterans.
- 23 American Indian or Alaska native veterans.
- 60 Hispanic/Latino veterans.
- 592 unemployed veterans.
- 407 veterans with a disability.
- 310 veterans with low income.
- 130 were veterans with long-term unemployment (27 weeks or more).
- 55 formerly incarcerated veterans.

OVES achieved the following performance by the end of PY2022:

Performance Indicators	Goal	Actual Outcome
Percent of Veterans Employed in the 2 nd Quarter After Completing the Program	62.0%	67.7%
Percent of Veterans Employed in the 4 th Quarter After Completing the Program	60.0%	65.3%
Median Earnings for Veterans in the 2 nd Quarter After Completing the Program	\$ 7,700.00	\$ 10,615.00

Vets Ready Employer Initiative

In 2019, DWD launched Vets Ready, a new employer initiative to highlight Wisconsin businesses that go above and beyond for their veteran workforce. Applicants are rated on their commitment to hiring veterans, the supportive services they offer their veteran workforce, and the connections they build in the local veteran community. Based on scores, businesses could receive a gold or silver recognition. Awardees receive recognition from DWD during the month of November each year and employers are identified as VET Ready on JobCenterofWisconsin.com.

Evaluation and Related Research Projects

Evaluation

In accordance with WIOA Section 116(e), the State of Wisconsin conducts ongoing evaluations of its core programs. The Data Stewards and Evaluation and Research Workgroups, comprised of members

from all WIOA core partners, established the following workplan for moving forward over the next four years with evaluation of WIOA programs:

1. With partner and stakeholder feedback, develop and prioritize learning questions and evidence gathering through a [four-year learning agenda](#) and [annual evidence plan](#).
2. Use all four methods of evidence-gathering, including foundational fact-finding, performance measurement, policy analysis, and evaluation.
3. Create data-based continuous improvement loops through qualitative customer and staff feedback loops and quantitative [dashboards](#).
4. Use research and evaluation, data steward, and performance advisory meetings to learn from partner evaluations and to partner on evaluation across WIOA partners.
5. Conduct evidence-gathering through internal resources and external partnerships.

DWD continues to use existing methods of evaluation such as annual compliance program and fiscal monitoring of local WBDs, data validation, and performance evaluation. WIOA programs are partnering with the CWI to establish performance metrics for ongoing performance monitoring and to provide a feedback loop for continuous improvement.

Evidence-based policy and decision-making collaboration: DWD continues to expand its staff and technical research capacity. The DWD [Workforce Data Integration System \(WDIS\) website](#) includes its current learning agenda and evidence plan. The learning agenda was developed by WIOA state partners, with local WDBs and partner input, and informed by the WIOA State Plan. The WDIS website provides links to current research, evaluation findings, and employment and training dashboards, enabling WDBs and the public to make data-informed decisions based on evidence. Further, Wisconsin program and evaluation staff work in partnership with evaluation requirements and technical assistance provided by the Secretary of Labor and the Secretary of Education under WIOA Section 116(e). Wisconsin staff frequently participate in USDOL ETA Regional V evaluation technical assistance meetings.

DWD has developed several tools that support evidence-based decision-making across the variety of employment and training programs. DWD constructed the Longitudinal Workforce Database (LWD) to integrate data from disparate sources to provide a mechanism for cross-program data sharing. Several projects use the LWD to analyze employment outcomes and co-enrollment. The IBM Identity Insight data matching tool is in implementation and aims to match data from different data sources, including DWD's Division of Employment and Training (DET), Division of Vocational Rehabilitation (DVR), and Unemployment Insurance (UI) Division.

Research

WIOA focuses on evaluation activities that go beyond measuring performance to inform WIOA Title I programs. Evaluation efforts that meet these criteria are highlighted first within this report. Performance-related activities and evaluation efforts of other WIOA core programs and partners are reported after these targeted highlights.

Comprehensive Employment Planning Toolkit (CEPT) Evaluation: The CEPT Employment Plan pilot is a joint effort by the Wisconsin Department of Workforce Development (DWD)'s Jobs for Veterans State Grants (JVSG), Trade Adjustment Assistance (TAA), and WIOA Title I Adult, Dislocated Worker and Youth programs to use the same electronic employment plan tool developed in the Comprehensive Employment Planning Toolkit (CEPT) application available through the Division of Employment and Training's Application (DET APPs) portal. The CEPT includes the following tools: Employment Plan, Action Steps List, Self-sufficiency, Budget, Community Resources Search, and links

to career exploration and Labor Market Information (LMI) data through [WisConomy](#). This evaluation aims to answer the following research question: Does CEPT improve employment planning, participation in action steps, and use of self-sufficiency, budget, community, career exploration, and LMI resources?

From July 1, 2022 to Dec. 31, 2022, staff working in WDAs 5, 6, 7, and 9 on the TAA, JVSG, and Title I programs piloted the use of the CEPT. In late December 2022, a survey was administered to career planners and job center service participants (primarily WIOA Title I programs). Forty-two career planners responded, providing quantitative data with qualitative context on their use and impressions of the tools. One hundred fifteen job center participants responded to a separate survey with quantitative data on the use of the different tools and their perceived effectiveness. Results from career planner and customer feedback have identified areas of needed improvement of the tool — some of which have already been implemented — and areas where additional training and/or adjusted guidelines will be useful to career planners. After the survey analysis is completed in Q2 PY2023, the results will be augmented with administrative data on performance metrics for the CEPT users to understand the impact of the tool. Results will influence the final policy and function of CEPT once the CEPT has been updated. Based on these findings, a training will be created and provided to career planners. The findings and recommendations arising from the evaluation will be shared in a report hosted on the WDIS website and through a webinar advertised to Title I program staff, partners, and leadership.

Assessing effectiveness of services: Wisconsin WIOA Titles I, III, and IV staff partnered to conduct an internal data analysis with a subset of individuals who could benefit from WIOA Title I, III, and IV employment and training services. More specifically, analysis focused on teenagers with disabilities and their parents who received Wisconsin Promoting Readiness of Minors in Supplemental Security Income (PROMISE). Data analyses revealed youth and parents who received DVR (WIOA Title IV), or DET (WIOA Titles I and III) services had higher employment rates and wages than those who did not connect to these services. More specifically, DVR (WIOA Title IV) services were associated with higher employment rates, and PROMISE services were related to improved wages. WIOA Title I and III services were associated with even higher employment rates and wages. More specifically, youth receiving SSI were 5.5 times more likely to be employed if they received WIOA Title I Youth services, whereas their parents were 13 times more likely to be employed if they received WIOA Title III, Wagner-Peyser services and WIOA Title I Adult and Dislocated Worker services. Parents' maximum quarterly wages were \$3,000 more after receiving WIOA Title III, Wagner-Peyser services, and WIOA Title I Adult and Dislocated services. Youths' maximum quarterly wages were \$2,000 higher after they participated in a youth apprenticeship. In looking at categories of WIOA Title I and IV services, the analyses showed that Job Center of Wisconsin (JCW) self-services, Title I Youth services, case management, and youth apprenticeship opportunities had the greatest increases in employment rates and wages. This study was presented to local field staff and workforce partners as part of the Beyond Performance Friday series and was accepted for publication in the [Rehabilitation Counseling and Educators Journal](#).

Overall, the study showed that WIOA Title I, III, and IV services together resulted in better employment outcomes for participants than for those who did not receive services. The evidence supports continued collaboration. Based on these research findings, WIOA core programs and partners can work together to set targets to increase observed co-enrollment using Wisconsin [workforce co-enrollment reports](#). These results are important but limited by a very specific population and a small sample size. Therefore, Wisconsin's Workforce Data Integration System (WDIS) Research and Evaluation workgroup is working on a follow-up research study to learn more about what demographics, employment influencers, and training services funded by different WIOA training programs predict employment outcomes for a larger more comprehensive group of job seekers.

Support to Communities Evaluation: National evaluator Abt Associates Inc., in partnership with the nonprofit MDRC, is evaluating Wisconsin's Support to Communities (STC) grant. Evaluation activities include knowledge development, implementation study, analysis, reporting, rapid review of grantee materials, clarification calls, structured video interviews, site visits, in-depth interviews, surveys, administrative data collection, document implementation approaches, challenges, and successes. Evaluators share information/feedback during project implementation for reflective practice. MDRC has coordinated with DWD to complete phone and written surveys with all five STC sites and DWD-DET staff. MDRC did on-site visits with Workforce Development Areas (WDA) 6 and 11 in June 2023 and conducted a virtual visit with DET. Topics covered included project context, grant background and goals, management/staffing, and partnerships. The period of performance for this evaluation is four years and began September 2020 and will be completed on Aug. 31, 2024. Knowledge development was the initial evaluation task and is complete. This evaluation is currently in the implementation study phase.

Worker Connection Evaluation: The Worker Connection program is funded with American Rescue Plan Act (ARPA) funds and is piloting strategies in Milwaukee County (Workforce Development Area 2) and the Bay area (Workforce Development Area 5) that may be adapted by WIOA Title I programs. Specifically, Worker Connection is piloting the use of targeted outreach, one-on-one career navigation services, and work advance training. The Worker Connection Program began enrolling clients in March of 2022, and 2,007 clients have been enrolled in the program within the first 18 months of the program. Within this 18-month period, 80% of Worker Connection's clients have either received a career, navigation, supportive, and/or training service and 62% of them completed a positive personal profile with their career navigator. Participants with two-quarters post-entry were more likely to have a job after participation than before with similar employer-reported UI wages. Participants with a positive personal profile were even more likely to have a job with higher wages. Out of the 2,007 clients enrolled in the program, 68% occurred through partnerships with other organizations and another 10% occurred through partnership events. As a result, the Worker Connection program has been able to reach underserved populations such as individuals who are ex-offenders, homeless, and long-term unemployed. Worker Connection is also partnering with the University of Wisconsin Center for Education Research to conduct a process evaluation. The evaluation will identify the key outreach, career navigation, and training services that lead to improved employment outcomes. The research plan aims to develop a fidelity model for replication and sustainment of improved employment and training services, including WIOA Title I.

Career Pathways Advancement Evaluation: Wisconsin's Career Pathways Advancement (CPA) Initiative is funded by the Rehabilitation Services Administration (RSA) Disability Initiative Fund (DIF). Wisconsin's initiative uses career pathways for career advancement, with the aim to improve employment outcomes for people with disabilities and connect vocational rehabilitation consumers to high-quality, high-demand, local jobs. In addition, the grant aims to increase the number of people with disabilities who connect to training in manufacturing, construction, digital technology, and healthcare career pathways. The Career Pathways project evaluation goes beyond DVR (WIOA Title IV) consumer services and outcomes to include additional WIOA Title partners (including WIOA Title I, II, and III). The evaluation includes co-enrollment across WIOA Title partners, to encourage the coordination of career pathways services and increase the inclusivity of people with disabilities. As of Sept. 30, 2023:

- 161 of 501 DVR CPA participants (or 32%) were co-enrolled in another WIOA or partner program;
- 149 were co-enrolled in WIOA Title III Job Center services;
- 37 were also an Unemployment Insurance (UI) claimant, with 14 co-enrolled in Reemployment Services and Eligibility Assessment (RESEA);

- 31 were co-enrolled in WIOA Title I services (20 Title I Adult, 9 Title I Youth, and 5 in Title I Dislocated Worker);
- Eight were in Youth Apprenticeship programs and three in Registered Apprenticeship programs; and
- Two were in the Wisconsin Fast Forward program.

Already, 90% started training in their chosen career pathway, and 40% have obtained a measurable skill gain and/or credential. Researchers will also determine if these career advancement strategies lead to increases in health care, digital technology, construction, and manufacturing jobs; increases in wages, hours worked per week, and employer benefits; and decreases in public benefits.

Coleridge Democratize Our Data Challenge and USDOL Grant for Promoting Equitable Access to Unemployment Compensation Programs (UI Equity Grant): The Coleridge Democratize Our Data Challenge and UI Equity grant focus on the use of dashboards that identify UI claims, stay rates, and reemployment trends by industry, occupation, demographics, and location to improve data tracking. The information will inform how local Workforce Development Boards (WDBs), businesses, and service providers provide career and training supports to job seekers and workforce supports to employers. The Coleridge Democratize Our Data Challenge included an Applied Data Analytics class in the summer of 2023. Staff from DWD, WIOA programs, and partners accessed and analyzed data to answer relevant workforce development questions to improve workforce development services consistent with unemployment trends.

DWD will partner with UW-Madison's Institute for Research on Poverty (IRP) to complete the objectives in the Equity grant to achieve these purposes:

1. Analyze UI wage record, UI benefit claim, and Directory of New Hire datasets to examine potential inequities regarding delays in the process of filing UI claims, getting UI claims certified, and receiving initial UI benefit payments. These analyses will also support the development of a method to identify eligible non-claimants, and other analysis topics as determined by DWD and IRP.
2. Match data from DWD and administrative data from other Wisconsin state agencies and public benefit programs collected in IRP's Wisconsin Administrative Data Core (WADC). Analyses with these matched data will be used to further understand inequities in benefit pursuit and receipt, and potential obstacles and delays in the UI claims processes. Importantly, the additional administrative data can also be used to identify differences in characteristics between claimants and eligible non-claimants.
3. Work with the UW Survey Center to further explore UI claimant experiences, including potential barriers to equitable UI benefit receipt and potential levers for improving service delivery.
4. Review the results from each task to translate findings into a final report including implications for policy and service delivery practices, for both unemployment services and American Job Center partner strategies, to ensure effective, efficient, and equitable unemployment to reemployment services for all.

Labor Market Information research and reports: Wisconsin continues to provide updated Labor Market Information (LMI) on [WisConomy](#). [New tools](#) on WisConomy include award-winning county profiles (Community, Economic, and Workforce Research 2022 Award for Best Regional Resilience from the Council for Community and Economic Research), updated projections, hot jobs by workforce region, affirmative action reports, degree completion dashboard, and career pathways resources. As employers look to hire a more diverse, inclusive, and equitable workforce, they can use [WisConomy's Affirmative Action dashboard](#), which provides median earnings by demographic from the American Community Survey (ACS) both statewide and by county. LMI staff also provided support to develop the

[DWD Career Pathways website](#), so job seekers can navigate LMI as they explore occupations in sixteen career clusters by education level. The website links users to local trainings for each occupation, apprenticeship opportunities, as well as information about the occupation on the Job Center of Wisconsin's [Skill Explorer](#), which includes information on local job openings, related job openings, and as well as median and range of earnings for each occupation.

LMI staff also collaborated with WIOA Title I, III, and IV staff to build resource mapping for [Wisconsin Workforce grants](#) and [financial capacity-building services](#). Wisconsin has a variety of grants that are short-term funding to train skills that employers are seeking and struggling to find. For example, there are Workforce Innovation Grants funded through the American Rescue Plan Act (ARPA) that can be viewed by [clicking on the badger bounce back link](#). This is just one subset of different training grants available. To get information on all workforce-funded training grants, DVR career pathways staff, with input from DET staff, compiled a list of training grants on a SharePoint site. The list includes the grant name, funding source, industry training areas, counties where training is available, and other relevant information about the training. LMI staff connected the SharePoint site to a [dashboard](#) that allows counselors and job seekers to search for available trainings by county and industry area. In addition, career pathways staff mapped local financial capability trainings with the aim to help consumers manage their budget and finances to increase the likelihood that career advancement will lead to increases in overall income and assets.

RESEA Evaluation: In Wisconsin, the Re-employment Services and Eligibility Assessment (RESEA) program is administered by the DWD's Bureau of Job Service (i.e., WIOA Title III Wagner-Peyser). BJS contracted an outside evaluator, Actus Policy Research, LLC, to conduct a confirmatory impact, exploratory, and process/implementation analysis. The research study aims to confirm the RESEA program increases participation in employment and training services, improves employment outcomes, and reduces the duration of Unemployment Insurance (UI) benefit receipt and the total amount of benefits collected. Further data analysis will explore if an additional RESEA session enhances program impacts and if program effects vary by region, participant characteristics, and/or online assessment scores. The researchers are also implementing a process analysis with an aim to learn if RESEA services are implemented consistently across regions and across participant groups, and if any observed differences are associated with different outcomes. Random assignment started in April 2022 and continued through the fall of 2023. Researchers completed two annual evaluation reports, and have determined random assignment is indeed random, and enrollment numbers are projected to be sufficient to detect differences between groups. As of August 2023, researchers found RESEA led to increases in access to job counseling services, as well as statistically significant decreases in the number of UI benefit weeks collected, benefit amount collected, and proportion of claimants with exhausted benefits. Future evaluation will include calculating the impact of one or two sessions of RESEA on employment outcomes. [Previous Wisconsin Reemployment and Eligibility Assessment \(REA\) research was published in 2019.](#)

Title IV Evaluation: In addition to the Career Pathways Advancement (CPA) evaluation, Wisconsin's WIOA Title IV, Division Vocational Rehabilitation (DVR), continues to engage in evaluation activities in data partnership with the Department of Public Instruction (DPI) and Department of Health Services (DHS) with the aim to track and monitor competitive integrated employment (CIE) for individuals with disabilities who receive publicly funded community services. See most recent data available on the [CIE website](#). DVR is also partnering with the University of Wisconsin – Milwaukee to implement changes based on the findings from [focus groups with Milwaukee consumers with diverse backgrounds](#). These focus groups, founded through partnership with the national Vocational Rehabilitation Technical Assistance Center for Targeted Communities (VRTAC-TC), provided recommendations on improved outreach and engagement with local adults with disabilities from diverse backgrounds looking for support to get a job, keep a job, or get a better job.

WIOA Title II Action Research: As Wisconsin engages in conversations on how to better link education, training, and employment services with outcomes data, partners from the various relevant state agencies continue to meet and share findings from different evidence-gathering activities and explore ways to link the [Wisconsin student longitudinal data system \(SLDS\)](#) and the longitudinal workforce database (LWD). Wisconsin's Title II partners report findings publicly on the [Wisconsin Technical College System \(WTCS\) Action Research webpage](#). Research briefs include findings on equity, changes since COVID-19, measurable skills gains, career pathways, and more.

Customer Satisfaction

DWD's Division of Employment and Training (DET) coordinated monitoring team continued a WIOA Title I participant satisfaction survey, which was implemented in PY2019 for annual WDB monitoring. DET emailed a survey to all WIOA Title I Adult, Dislocated Worker, and Youth participants who were active during the previous 12 months. DET sent reminders to participants to improve response rates. The survey was emailed to 4,658 participants statewide and 726 participants responded for an average statewide response rate of 16%. The response rate within each of the 11 local Workforce Development Areas (WDAs) ranged from 7% to 23%.

The results of each area's participant survey, including both statistical and qualitative feedback and comments, were shared and discussed with each local WDB during annual monitoring. These discussions created the opportunity to highlight both local strengths and areas of improvement. The DET monitoring team retained the participant satisfaction survey as a component of PY2022 annual monitoring to compare year-over-year results and collect information for continuous improvement.

In addition to WIOA Title I participant surveys, DET's one-stop system certification materials require local WDAs to have systems in place for collecting and analyzing customer feedback, both from job seekers and businesses, and to use the information to improve service delivery. These certification materials were distributed and utilized by the local areas at the end of PY2021 for the purposes of certification for the next three-year certification cycle.

Performance Measurement and Reporting

The WIOA core programs all report on common indicators using the federal definitions. The six primary indicators of performance are: Employment Rate 2nd Quarter after Exit, Employment Rate 4th Quarter after Exit, Median Earnings 2nd Quarter after Exit, Credential Attainment Rate, Measurable Skills Gain, and Effectiveness in Serving Employers. Credential Attainment Rate and Measurable Skills Gain are not required for Wagner-Peyser.

Effectiveness in Serving Employers

Wisconsin selected two of the three proposed Effectiveness in Serving Employers indicators for reporting in PY2022. The selected indicators and PY2022 results were:

- Employer Penetration Rate: 6.9% (13,923 / 202,009).
- Repeat Business Customers: 38% (10,169 / 26,778).

On Sept. 14, 2022, U.S. Departments of Labor and Education released a [joint proposed rule](#) that would implement the effectiveness in serving employers indicator. With the pilot completed, the departments

are engaging in this rulemaking that proposes to define in a standardized way the performance indicator for effectiveness in serving employers for the regulations implementing the jointly administered requirements governing WIOA's six core programs. Until the departments finalize the indicator, states must continue to select two of these three approaches to report on this indicator.

Performance Accountability System

Wisconsin's Title I and III programs met or exceeded all 18 negotiated indicators of performance during PY2022 prior to adjusting actual performance using the Statistical Adjustment Model.

During PY2022, the Title I and Trade Adjustment Assistance (TAA) programs included credential data from the National Student Clearinghouse House (NSCH) Tracker service. DWD's agreement with NSCH allows for the automation of some credential collection and reporting.

Wisconsin's Performance Advisory Committee (PAC) facilitated the development and delivery of performance technical assistance and training. Training was delivered via the monthly webinar series "WIOA Performance Friday." The PAC maintained the WIOA Performance SharePoint site with information regarding performance levels, results, and training. In response to the programs that report on measurable skill gain and the common shortcomings discovered throughout the program year, members of the PAC developed and delivered targeted technical assistance to local Workforce Development Boards and to the relevant programs.

Common Exit Policy

Wisconsin has a [common exit policy](#) for DET-administered programs. The common exit will exit program participants at a common date when the participant has not received any services for 90 days and there are no future services planned from any of the affected programs. This definition does not include self-service, information-only activities, or follow-up services from partner programs. The DET partner programs in Wisconsin's common exit are:

- Title IB Adult.
- Title IB Dislocated Worker.
- Title IB Youth.
- National Dislocated Worker Grants.
- Title III Wagner-Peyser Employment Services.
- Office of Veteran Services.
- Trade Adjustment Assistance Act of 1974.

Data Validation

Wisconsin's approach to data validation of performance information was originally set in PY2018. In PY2021, the [data validation policy](#) that applies to Titles I and III was updated to include further clarification from U.S. Department of Labor's (USDOL) Training and Employment Guidance Letter (TEGL) 23-19 and a Data Validation by Element resource. In PY2022, a new WIOA Joint Data Validation and Data Quality Policy and Procedures (included below) was developed to help improve data validation and data quality across programs. A Participant Individual Record Layout (PIRL) documentation clean-up project kicked off in PY2022 and will continue into PY2023 to compare developer code with the PIRL schema to identify any potential discrepancies. The project will also implement a documentation application for program and reporting staff to use when reviewing data.

The WIOA programs under Titles I and III conduct data validation and data quality reviews each program year prior to certification of annual reports. The program's data validation activities are addressed between monitoring and data quality reviews. Program areas follow the requirements in the [TEGL 7-18, Guidance for Validating Jointly Required Performance Data Submitted under the Workforce Innovation and Opportunity Act \(WIOA\)](#); and [TEGL 23-19, Guidance for Validating Required Performance Data Submitted by Grant Recipients Change 1](#) and [Change 2](#) when conducting a review. Each program area is responsible for developing program-specific policy to meet data validation requirements including, but not limited to, allowable sources and procedures for documentation. Programs will also review USDOL's Quarterly Report Analysis (QRA) results, the Trade Adjustment Assistance Data Integrity (TAADI) results, and other analyses for potential issues.

Sample sizes for reviews are determined based on the population size and appropriate confidence intervals and margins of error. The samples include random lists of current and exited participants that are included on the PIRL.

Error rates related to data validation and data quality will be calculated as the percentage of records reviewed that had a data validation or data quality error. Thresholds for error rates per data element, program, and local area will be established once there have been enough reviews and base data collected to determine an appropriate error rate. When an error rate threshold is established, technical assistance will be required when a threshold is met.

In addition to data validation and data quality reviews, there is an ongoing review of data accuracy within data source systems (e.g., ASSET). Federal reporting staff work closely with information technology and product development staff to review potential issues with the collection and reporting of data.

Data validation and quality results and records reviewed will be retained to follow the federal records retention policy. All files submitted for final reporting will be locked down and saved in a secure location. At least once each program year, program staff will review the effectiveness of data validation and data quality policies and procedures and update them as needed.

Statistical Adjustment Model (SAM) Activities

In PY2021, DWD developed and implemented a Local Statistical Adjustment Model (LSAM) to use in local negotiations for PY2022 and PY2023. The LSAM was constructed for Wisconsin by a team of experienced researchers, economists, and policy analysts using the baseline statistical adjustment model concepts from USDOL-ETA. The LSAM was used to determine the Local Adjusted Levels of Performance and Indicator Scores for PY2021, and the same process will be used for PY2022 adjustments.

Title I Local Area Negotiated Levels of Performance

During August and September 2022, DWD successfully set local negotiated levels of performance for PY2022 and PY2023 with all 11 local WDAs. DWD used LSAM as populated using historical USDOL PIRL participant data and economic data from the USDOL Bureau of Labor Statistics. The negotiated results are in Table 1, 2, and 3 in Appendix A.

Performance Results

Wisconsin's Title I and III programs met or exceeded all 18 negotiated indicators of performance during PY2022 prior to adjusting actual performance using the Statistical Adjustment Model.

Wisconsin's PY2022 WIOA performance results for Title I Adult, Dislocated Worker, Youth, and Title III Wagner-Peyser Employment Service programs are explained in Appendix B.

Eligible Training Program List

Under WIOA, DET is required to maintain a list of training institutions and their programs of study that are eligible for Individual Training Accounts (ITAs). This list is referred to as Wisconsin's Eligible Training Programs List (ETPL) and serves as a mechanism to ensure informed customer choice for training options, as well as accountability and quality of training programs.

DET's PY2022 annual ETP performance report includes all training programs that had been published on Wisconsin's ETPL website from Dec. 2, 2019, to June 30, 2023.

PY2022 Annual Report Totals include 2,018 training programs and 4,234 WIOA Title I participants who attended one of those programs using an ITA.

DET did not include any programs from its previous ETPL in the report for two reasons. First, the data from the previous version had not been regularly updated and did not meet the requirements outlined by WIOA. Second, when institutions apply to have their program(s) included on the new ETPL, the new system has no feasible way to connect that program(s) to the version of the same program(s) on the previous ETPL. As such, if DET included programs from the previous ETPL and the Title I participants enrolled in them, DET's report would have undoubtedly contained duplicates for a large number of programs and a significantly inflated number of participants.

Individual Training Accounts Expenditures by Program Year Details

- PY2019: \$514,939
 - DET completed a manual process to gather information on ITA expenditures from Dec. 1, 2019, to June 30, 2020.
- PY2020: \$4,003,308
 - DET completed a manual process to gather information on ITA expenditures from July 1, 2020, to June 30, 2021.
- PY2021: \$3,805,985
 - DET completed a manual process to gather information on ITA expenditures from July 1, 2021, to June 30, 2022.
- PY2022: \$5,082,159.05
 - DET asked local boards to report the ITA expenditures from July 1, 2021, to June 30, 2022, per WIOA individual.

Individual Training Account Funds Received by Program

The WIOA ITA costs are the summation of the WIOA ITA funds expended by Wisconsin for all WIOA participants in each program of study. This was reported on the annual report and was calculated using the following steps:

1. Totaling the ITA expenditures per individual during PY2022 provided by the local boards by program.
2. Adding together the total ITA expenditures from PY2019-PY2022.
3. Dividing the total in Step 2 by the sum of all participants for all programs.

4. Multiplying the result of Step 3 by the number of participants reported in a program to get "ITA Funds Received by Program."

Promising Practices and Areas of Strength

During annual monitoring visits to the local WDBs, DET identified promising practices and areas of strength taking place within the local areas. These are shared with the local WDBs in an annual report to highlight the many local promising practices and allow for implementation in other areas. Several of the PY2022 local WDB promising practices and areas of strength are highlighted in Appendix C.

Waivers

DWD has the following approved waivers, which were initially approved by the USDOL on Dec. 31, 2020, and extended on June 6, 2022, with the approval of Wisconsin's PY2022-PY2023 WIOA State Plan modification:

- **In-School Youth (ISY) Waiver:** The Employment and Training Administration (ETA) approved the state's request to waive the requirement limiting ITAs to only out-of-school-youth, ages 16-24 through the end of PY2023. In addition to out-of-school-youth, the state may use ITAs for ISY, ages 16-21. Please note, that ETA aligned the ISY age for ITAs with the minimum age for working.
- **Youth Expenditure Requirement Waiver:** ETA approved the state's request to waive the requirement that the state expend 75% of the Governor's reserve youth funds and local formula youth funds on OSY through the end of PY2023. Wisconsin may lower the expenditure requirement of the Governor's reserve and local area youth fund expenditure requirement to 50% for OSY.

Technical Assistance Needs

Wisconsin requests technical assistance on best practices related to braiding funds to best maximize multiple funding sources, including non-WIOA funds. Local workforce development areas (WDAs) have expressed concerns with how challenging this is for their fiscal teams, especially since administrative resources are limited. Wisconsin would also like additional technical assistance on the Measurable Skill Gain (MSG) performance indicator, including best practices for reporting MSGs for participants co-enrolled in multiple programs.

As the service delivery model continues to include virtual and in-person services, best practices for collecting data continue to be a technical assistance need. Additionally, best practices for self-monitoring tools will be helpful for the partners working in the job centers.

Wisconsin also requests ongoing technical assistance related to management of its ETPL and related federal reporting to ensure that required information is collected from training providers and local WDBs in a way that results in meaningful data collection while reducing administrative burden.

Wisconsin would also like to request technical assistance on reporting for data element 1332 (Participated in Postsecondary Education During Program Participation), specifically the best method

on how to determine if each training is accredited. Lastly, technical assistance is requested on the performance measure on Effectiveness in Serving Employers.

Workforce System Challenges

Wisconsin continues to see challenges related to common intake practices and co-enrollment between WIOA programs, as well as with non-WIOA programs. While field staff teams recognize the benefits to participants, the co-enrollment between programs that are managed by different governmental entities, subcontractors, etc. adhere to different statutory, regulatory, and policy requirements. Additionally, data is tracked in different systems. Together, these factors create barriers to optimal service delivery.

Additionally, DWD continues to encounter challenges with its dual role as the state workforce agency providing oversight to various WIOA activities and its role as a one-stop system partner directly delivering certain program services. The inherent conflict of interest generated by these dual roles creates burdensome relationship challenges between DWD and its system partners, particularly with respect to the management of Wisconsin's American Job Center network, development of one-stop delivery system Memoranda of Understanding (MOU), and the sharing of infrastructure and service delivery costs. More broadly, there are challenges with the overall MOU process, as certain partners are not held to the same level of accountability as WIOA Titles I and III and, consequently, do not have the same levels of engagement.

The required data collection for enrolling an individual as a Wagner-Peyser participant is challenging for staff and customers. It is difficult to explain in plain language the meaning of the required data elements and customers express frustration with certain questions. Questions are often misunderstood or rushed through, resulting in unreliable data. Within DWD, the Bureau of Job Service and Bureau of Worker Training have coordinated to update data validation policies in an effort to address this challenge. The two bureaus are currently working on developing a data validation checklist to help staff confirm what additional documentation is needed from customers. Finally, the bureaus are planning to hire additional staff to help conduct internal data validation verification.

Looking Ahead: Priorities and Goals for PY2023

Wisconsin's workforce programs strive to implement culturally responsive and equitable policies and practices to reach and engage individuals who have barriers to employment. This requires regional coordination, strong partnerships, and innovative practices to create opportunities for individuals.

In PY2023, DWD's Bureau of Workforce Training (BWT) will continue to leverage lessons learned from ARPA-funded pilot programs to develop and implement strategies to improve delivery of underutilized WIOA services including needs-related payments, supportive services, and work-based learning options. BWT will also leverage funding received through the QUEST DWG program, as well as Rapid Response funding, to help maintain and improve the childcare industry in the state. Additionally, BWT will focus on advancing DOL's "Yes WIOA Can!" initiative through a comprehensive review of policy, procedure, forms, and practices aimed at eliminating barriers to participation for individuals and maximizing flexibility of operations for Wisconsin's local WDBs.

In PY2023, DWD's Bureau of Job Service (BJS) will continue its focus on diversity, equity, and inclusion (DEI) through ongoing efforts to ensure its staff recruitment practices result in a diverse state workforce that is reflective of the customers it serves. One approach the Bureau of Job Services will

take to accomplish this is by aligning job postings on the state's job agency website (Wisc.Jobs) with job feeds on Job Center of Wisconsin so the job opportunities may reach a wider audience. BJS will also continue to incorporate a DEI focus into its customer service delivery model through further implementation of training plans for staff to equip them with competencies to better serve the needs of their diverse customers. Additional BJS priorities related to customer service are to continue to find way to reach customers where they are including expanding partnerships with the Wisconsin Department of Corrections Division of Community Correction and the Wisconsin Resource Center, as well as expanding BJS' virtual capacity through the implementation of VENTURE, which will increase customers' ability to navigate online for needed services and resources. Finally, the Bureau of Job Service will continue active participation in local Business Service Teams throughout the state and serve as board members and labor market experts for local Workforce Development Boards.

Appendix A: Title I Local Negotiated Levels of Performance

During August and September 2022, DWD successfully set local negotiated levels of performance for PY2022 and PY2023 with all 11 local Workforce Development Areas (WDAs). DWD used the Local Statistical Adjustment Model as populated using historical USDOL Participant Individual Record Layout (PIRL) participant data and economic data from the USDOL Bureau of Labor Statistics. The negotiation results are in Tables 1, 2, and 3.

Table 1. Title I Adult Local Area Negotiated Levels of Performance (PY2022 and PY2023)

WDA	Q2 Unsubsidized Employment	Q4 Unsubsidized Employment	Median Earnings	Credential Attainment Rate	Measurable Skill Gain
1	70%	70%	\$6,100	69%	42%
2	69%	70%	\$4,900	68% (PY22) 70% (PY23)	41%
3	77%	80%	\$8,300	68%	79%
4	69%	70%	\$6,200	62%	51% (PY22) 55% (PY23)
5	77% (PY22) 78% (PY23)	74% (PY22) 75% (PY23)	\$6,800 (PY22) \$7,000 (PY23)	68% (PY22) 69% (PY23)	42% (PY22) 50% (PY23)
6	80%	76%	\$6,300	70%	50%
7	79%	70%	\$5,600	69%	56%
8	79%	71%	\$4,900	70%	55%
9	74%	79%	\$7,300	77%	69%
10	75%	72%	\$7,300	72%	79%
11	63%	70%	\$6,000	66%	55%

Table 2. Title I Dislocated Worker Local Area Negotiated Levels of Performance (PY2022 and PY2023)

WDA	Q2 Unsubsidized Employment	Q4 Unsubsidized Employment	Median Earnings	Credential Attainment Rate	Measurable Skill Gain
1	75%	72%	\$8,300	72%	51%
2	68%	76%	\$8,500	55%	37%
3	85%	82%	\$12,100	72%	72%
4	73%	79%	\$8,900	71%	55% (PY22) 58% (PY23)
5	81%	80%	\$8,500 (PY22) \$9,000 (PY23)	70%	60% (PY22) 65% (PY23)
6	78%	79%	\$9,200	66%	84%
7	88%	84%	\$10,400	75%	57%
8	86%	84%	\$8,800	69%	73%
9	89%	85%	\$8,800	86%	79%
10	81%	79%	\$9,600	70%	74%
11	72%	76%	\$8,100	74%	60%

Table 3. Title I Youth Local Area Negotiated Levels of Performance (PY2022 and PY2023)

WDA	Q2 Employment /Education	Q4 Employment /Education	Median Earnings	Credential Attainment Rate	Measurable Skill Gain
1	72%	74%	\$4,600	51% (PY22) 52% (PY23)	38% (PY22) 40% (PY23)
2	72%	70%	\$3,000	49%	40% (PY22) 45% (PY23)
3	87%	87%	\$5,700	65%	66%
4	76%	73%	\$3,800	40%	46%
5	75% (PY22) 76% (PY23)	75% (PY22) 76% (PY23)	\$4,500	57% (PY22) 58% (PY23)	40% (PY22) 45% (PY23)
6	68%	73%	\$3,600	60%	40%
7	76%	78%	\$3,000	56%	60%
8	74%	75%	\$4,400	54%	45%
9	65%	70%	\$2,300	45%	40%
10	76%	75%	\$3,600	65%	79%
11	67%	72%	\$3,400	50%	57%

Appendix B: Title I and III Performance Indicator Results

The following tables present a summary of Wisconsin's PY2022 WIOA performance for the Title I Adult, Dislocated Worker, Youth, and Title III Wagner-Peyser Employment Service programs. The Negotiated column is the state's Negotiated Level of Performance. The Actual column is the Actual Level of Performance results during the program year. The Cohort column is the number of participants included in the indicator. USDOL uses a statistical adjustment model that adjusts the Negotiated Level based on the actual participants served and economic conditions during the program year. This process is completed after this report is submitted.

The statistical adjustment model determines the Adjusted Level of Performance and the Indicator Score. The Indicator Score is the quotient of the Actual Level divided by the Adjusted Level. Per USDOL [TEGL 11-19, Negotiations and Sanctions Guidance for the Workforce Innovation and Opportunity Act \(WIOA\) Core Programs](#), an Indicator Score must be at or above 50%. USDOL released [TEN 04-23, Workforce Innovation and Opportunity Act \(WIOA\) Core Program Performance Accountability Assessment for Program Year \(PY\) 2022](#), which states that Title I will not be assessed on the Measurable Skill Gain indicator for PY2022. USDOL's Training and Employment Notice (TEN) 04-23 also states that Wagner-Peyser will be assessed for Overall Program Score in PY2022. An Overall Program Score takes the average of the Individual Indicator Scores, and it must be at or above 90%.

Table 4. PY2022 WIOA Title I Adult Performance

Indicator	Negotiated	Actual	Cohort	Adjusted	Indicator Score
Q2 Employment	72%	76.7%	1,492	TBD	TBD
Q4 Employment	70%	75.1%	1,280	TBD	TBD
Median Earnings	\$6,200	\$8,394	1,144	TBD	TBD
Credential Attainment Rate	70%	66.3%	632	TBD	TBD
Measurable Skill Gain	49%	66%	1,504	TBD	TBD

Table 5. PY2022 WIOA Title I Dislocated Worker Performance

Indicator	Negotiated	Actual	Cohort	Adjusted	Indicator Score
Q2 Employment	76%	80.8%	694	TBD	TBD
Q4 Employment	79%	82.9%	727	TBD	TBD
Median Earnings	\$8,900	\$10,483	561	TBD	TBD
Credential Attainment Rate	71%	70.5%	424	TBD	TBD
Measurable Skill Gain	62%	70.2%	410	TBD	TBD

Table 6. PY2022 WIOA Title I Youth Performance

Indicator	Negotiated	Actual	Cohort	Adjusted	Indicator Score
Q2 Employment	76%	76.8%	816	TBD	TBD
Q4 Employment	73%	77.4%	888	TBD	TBD
Median Earnings	\$3,800	\$4,582	614	TBD	TBD
Credential Attainment Rate	56%	59.6%	592	TBD	TBD
Measurable Skill Gain	46%	61.9%	1,028	TBD	TBD

Table 7. PY2022 Wagner-Peyser Performance

Indicator	Negotiated	Actual	Cohort	Adjusted	Indicator Score
Q2 Employment	62%	72.2%	12,442	TBD	TBD
Q4 Employment	66%	69.1%	14,418	TBD	TBD
Median Earnings	\$5,800	\$8,048	8,986	TBD	TBD

Appendix C: Promising Practices and Areas of Strength

Southeastern Wisconsin Workforce Development Board (SE WI WDB – WDA #1): SE WI WDB partnered with a media organization, The Savage Way, to deploy outside-the-box outreach campaigns and raise awareness of its programmatic offerings. Implemented by SE WI WDB's Street Team, these "Clean Graffiti" campaigns strategically placed water-based, eco-friendly paints in high-foot-traffic areas highlighting the board's job and education assistance available.

Employ Milwaukee, Inc. (EMI – WDA #2): EMI successfully implemented trauma-informed care trainings, addressing secondary traumas, triggers, and serving targeted populations. By training its staff to support participants and employers, EMI aims to improve employment retention, resulting in at least one notable success at Palermo's Pizza.

Bay Area Workforce Development Board (BAWDB – WDA #5): BAWDB has implemented Virtual Reality (VR) across all WIOA programs; with it being especially beneficial for the WIOA Title I Youth Program. By bringing VR to job fairs and other events, BAWDB has attracted more interest from potential Youth participants, which may lead to more Youth program enrollments. A specific scenario where VR was applied was in the case of a participant who was able to use VR to become more comfortable in a work environment prior to going on-site. This is a benefit not only for this individual, but any participant who may have hesitations about, or barriers to, being on-site immediately.

North Central Wisconsin Workforce Development Board (NCWWDB – WDA #6): The NCWWDB Business Services team collaborates with area businesses through the Employer Round Table Series and the Employer Ambassador program. The Employer Round Table Series offers an informal space for a broad range of employers to share and gather information with job center partners. They discuss employer trends, services offered by Business Services, job center programming, and services provided by various grants. The Employer Ambassador program helps connect employers directly to job seekers. Employers schedule interviews with prospective applicants or have general discussions with job seekers at the Marathon County Job Center. The employers offer application, resume, and interview tips to job seekers.

Workforce Development Board of South Central Wisconsin (WDBSCW – WDA #10): WDBSCW created a digital library to aid in training career planners. The digital library is used as a reference for new career planners as well as seasoned career planners to access as needed. In addition to using them internally, WDBSCW made the videos available to other WDAs across the state.

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