



American Rescue Plan Act Funds (ARPA)- Workforce Development Taskforce

Problem Statement: Labor Shortage and Thousands of Job Openings are Threatening our Businesses and the Area's Future

Sheboygan County is dealing with a critical shortage of labor now as well as the foreseeable future. Area employers are facing choices of whether to consider expanding in the area versus expanding elsewhere where skilled labor is more readily available. The shortage is a function of a number of items, but the primary two items are demographic shifts (i.e. there are more people retiring or leaving the workforce than there are entering) and migration (i.e. there are more people leaving the area than moving to it). This is not only a Sheboygan County problem, but a State of Wisconsin problem except in a few select areas. In addition to filling vacancies in their current workforce needs, employers are having a hard time expanding in the area. There are currently 3,000+ jobs available in Sheboygan County.

Charge: Develop Countywide Solutions to Attract and Retain Workers

Use of ARPA funds must be thoughtfully considered and a wise investment, and helping speed the recovery of businesses and connecting people with good jobs is an eligible use. The Workforce Development Taskforce will meet at least monthly to develop recommendations and implementation strategies, and provide a written report to the Sheboygan County Economic Development Corporation (SCEDC) Board of Directors, City of Sheboygan Common Council, Heads of Local Government, and Sheboygan County Board no later than January 2022. Sheboygan County will be a leader in the State in attracting and retaining employees.

Taskforce Membership:

- **Chair- Deidre Martinez, Executive Director, Sheboygan County Chamber of Commerce**
- Chamber of Commerce - Scott Kuehn, Director of Membership and Workforce Development
- Financial Institution- Josh Neeb, Business Banking Lead, Bank First
- Manufacturing - Charm Der, Organizational Development Specialist, Rockline Industries & Diversity Director, Society for Human Resource Management (SHRM)
- Plymouth Industries - John R Knowles, CEO
- Gabe's Construction - Matt Gabrielse, President
- Plymouth Foam - Amanda George, Human Resource Generalist
- Lakeland University - Beth Borgen, President

Taskforce Membership (continued):

- Lakeland University - Jess Lambrecht, Associate VP for Career Readiness & Co-op
- Lakeland University - Brittani Meinnert, Associate Vice President of Cooperative Education
- UW-Green Bay, Sheboygan Campus - Jamie Schramm, CEO
- Lakeshore Technical College – James Lemerond, Vice President of Instruction
- Lakeshore Technical College - Jeff Grunewald, Dean of Apprenticeship & Economic Development
- Krier Foods - Kelly Wiebelhaus, Human Resource Specialist
- Sheboygan County - Dennis Miller, Human Resource Director
- Sargento Foods – Anne Troka, Community Engagement Manager
- Department of Workforce Development - Jolene Wilkens, Employment & Training Supervisor
- Sheboygan County Economic Development Corporation (SCEDC) - Brian Doudna, Executive Director
- Society for Human Resources Management (SHRM) President - Angela Casper, Human Resource Manager, Old Wisconsin
- Inspire Sheboygan - Candice Boutelle, Executive Director
- Inspire Sheboygan - Julie Frausto, Director of Business & Education Partnerships
- Lakeshore Community Health - Kristin Stearns, CEO
- Kohler Company - Claudia Krepsky, Senior HR Project Leader
- Bemis Manufacturing - Michael Klein, Vice President of Human Resources
- United Way of Sheboygan County - Kate Baer, Executive Director
- Local elected officials- County Board Supervisor Charlette Nennig
 - Vice Chairman Robert Ziegelbauer
 - City of Sheboygan Mayor Ryan Sorenson



February 14, 2022

County Administrator Adam Payne and Members of the Sheboygan County Board,

Please find enclosed the Sheboygan County ARPA Funds Workforce Development Task Force Report.

The ARPA Funds Workforce Development Task Force was asked to develop programming and process suggestions to overcome workforce development obstacles. Through our more than ten meetings, September 2021 – January 2022, we pinpointed areas in which we feel the County can make the greatest impact. Providing resources, removing barriers, and giving opportunities for a fresh start and better life is precisely what the ARPA funds are meant to provide. Our total request from the workforce taskforce is **\$3,734,937**, which will support **five recommendations**.

In priority order, we recommend the following:

- 1. Relocation Package (\$1,650,000):** To assist recruits as they await their first paycheck (2-4 weeks), this recommendation will provide temporary housing, moving expenses, and other financial support.
- 2. Concierge/Transition Services (\$349,937):** To create an environment of belonging and drive successful retention, this initiative will provide face-to-face support, navigation, and connection to community resources.
- 3. Financial Literacy/Sustainability Programming (\$135,000):** To support recently relocated individuals and families in achieving long-term financial stability.
- 4. Down Payment Assistance Program (\$600,000):** To assist newly relocated individuals and families with a down payment for housing, increasing the likelihood of permanency.
- 5. Marketing/Attraction Campaign (\$1,000,000):** To build relationships in other Midwest communities, targeting those looking for a real-life change that may include individuals with no high school diploma or equivalency at the time of recruitment, and willing to complete high school equivalency given the access and opportunity or no or limited college.

Thank you for your consideration.

Deidre Martinez
ARPA Funds Workforce Development Task Force

Cc: City of Sheboygan Common Council
Heads of Local Government
SCEDC Board of Directors

AMERICAN RESCUE PLAN ACT (ARPA) TASKFORCE REPORT

Taskforce Information	
Taskforce Name: Workforce Development	Chair: Deidre Martinez
Report Date: February 14, 2022	

Charge
Develop Countywide Solutions to Attract and Retain Workers

Summary of Recommendations (In priority order)
<p>We recommend utilizing a holistic approach to recruiting a new workforce to Sheboygan County. Our research found that most jobs available in Sheboygan County, roughly 2,900 or 78%, are within the \$12 - \$20 per hour range or \$24,960 - \$41,600 annually. According to the 2018 ALICE (Asset, Limited Income Constrained, Employed) report, a single adult at that time would need more than \$20,736 annually to cover the basic cost of living requirements and a family of four more than \$71,244. The cost of living in Sheboygan County has risen significantly since 2018, especially the cost of renting or purchasing a home. Steppingstone positions are in the most desperate need of being filled in the County. This has led this taskforce to identify a holistic approach that supports additional assistance for recruits and their families to move, take on new jobs and settle in Sheboygan County, creating permanent roots. We recognize the need to do things differently to compete with other ‘like’ communities. Providing resources, removing barriers, and giving opportunities for a fresh start and better life is precisely what the ARPA funds were meant to provide. Our total request from the workforce taskforce is \$3,638,500, which will support five recommendations.</p> <p>In priority order, we recommend the following:</p> <ol style="list-style-type: none">1. Relocation Package \$1,650,000: To assist recruits as they await their first paycheck (2-4 weeks), this recommendation will provide temporary housing, moving expenses, and other financial support.2. Concierge/Transition Services \$349,937: To create an environment of belonging and drive successful retention, this initiative will provide face-to-face support, navigation, and connection to community resources.3. Financial Literacy/Sustainability Programming \$135,000: To support recently relocated individuals and families in achieving long-term financial stability.4. Down Payment Assistance Program \$600,000: To assist newly relocated individuals and families with a down payment for housing, increasing the likelihood of permanency.5. Marketing/Attraction Campaign \$1,000,000: To build relationships in other Midwest communities, targeting those looking for a real-life change that may include individuals with no high school diploma or equivalency at the time of recruitment, and willing to complete high school equivalency given the access and opportunity or no or limited college.

Recommendation 1: Relocation Package

Implementation Strategy: Deciding to accept a new position that requires relocation comes with additional barriers, stressors, and concerns. To attract new people to fill open local positions, we have devised a three-prong implementation strategy: a relocation package that includes temporary housing for the first 120 days, relocation expenses, and additional supportive funding. This approach reduces or eliminates many of the financial barriers to relocation.

Implementation Timeline:

1. First three months after funding is approved
 - o Create official scope of work/package available to transplants
 - o Determine who operates package (County versus concierge/transition specialist)
 - o Employer education and engagement of transplants (resettled for purposes of work within last two years and prospective).
2. Go live after three months of preparation
3. Potential for continuation beyond three years depending on achieved outcomes and available funding
4. Measure success – the goal is attracting at minimum 100 new residents for purposes of employment in Sheboygan County and successfully transitioning these new residents and (their families if applicable) annually. Success can be measured through who and how many transplants are utilizing the resources and working with employers to determine the quantity and quality of new employees that are participating in the program successfully.

Total Annual Operational Cost and/or one-time Capital Request: Approximately \$550,000 annually

Funding Breakdown (ARPA request, grant dollars, and any other leveraged resources):

- **ARPA Funds: \$1,650,000.00 over three years**

Funding in full by ARPA for the pilot program for three years. Once this pilot program establishes success, the taskforce will work with local employers to “translate” the findings of the program by establishing a reasonable ongoing resettlement package to provide for basic needs during the transition period for new employees.

The taskforce also recommends negotiating with local gas stations and grocery stores to provide gift cards for purchase at a discounted rate to supply to new employees in our County.

Year 1	Year 2	Year 3
Revenue	Revenue	Revenue
\$550,000.00 ARPA	\$550,000.00 ARPA	\$550,000.00 ARPA
Expense	Expense	Expense
\$200,000: Temporary Housing (120 days) up to 100 annually \$250,000: Relocation Expenses up to 100 annually \$100,000: Supportive Funding (gas cards, groceries, work clothes) up to 100 annually	\$200,000: Temporary Housing (120 days) up to 100 annually \$250,000: Relocation Expenses up to 100 annually \$100,000: Supportive Funding (gas cards, groceries, work clothes) up to 100 annually	\$200,000: Temporary Housing (120 days) up to 100 annually \$250,000: Relocation Expenses up to 100 annually \$100,000: Supportive Funding (gas cards, groceries, work clothes) up to 100 annually
ARPA Eligibility: Responding to Negative Economic Impacts and aid to impacted industries		
Community Impact: By providing access to basic needs, we remove barriers and encourage population growth without adding additional burden to our already strained social sector. This gives opportunity to lift people up, rather than create more debt and less opportunity for populations that are already struggling. Population growth will also increase the tax base of Sheboygan County.		

Recommendation 2: Concierge/Transition Specialist

Implementation Strategy: One of our most significant areas of opportunity is welcoming newcomers to Sheboygan County. Newcomers may arrive here for multiple reasons, but for the sake of this application, we will focus on those moving here (or considering doing so) for employment. To create an environment of belonging and drive successful retention, newcomers need tools and resources. We have found, through qualitative research, newcomers do not always feel welcomed due to lack of ability to navigate community resources, exclusive behavior between longtime residents and newcomers and lack of familiarity with the area and how to get involved and therefore, do not create roots here. Hiring a Transition Specialist will be an important retention tool which would set us apart, as other nearby Counties do not have this.

Like a military transition specialist, this full-time role will help new residents thrive in their transition to Sheboygan County by:

- Building an active relationship with the prospective new resident and their family;
- Serving as an expert on Sheboygan County, the hub of information and connection to their new community; and
- Acting as the connector for the new resident and services they need in the County.

Newcomers will also utilize incentive packages offered by their new employers. They will also be informed of grants for which they are eligible to move to Sheboygan County.

Newcomers will work with the Transition Specialist for their initial settling-in period. In the long-term, this person will assist with the following: locating appropriate housing; and connecting with schools, dentists, doctors, and social services, as needed. They will assist with navigating bus schedules/routes and rideshare opportunities. The Transition Specialist will also connect new residents with community and recreational opportunities clubs to assist in building relationships and friendships. These actions will help new residents plant roots in Sheboygan County.

This person will also serve as the employee and family liaison of newcomers after the pilot program ends, assisting employers in developing transition plans for new recruits.

The primary focus of this role will be geared toward underserved communities, removing barriers to access and success through Sheboygan County opportunities. (The majority of Sheboygan County jobs currently available are within the \$12-\$20/ hour range).

The Sheboygan County Chamber of Commerce annually supports similar short-term programming for our intern and cooperative education participant cohorts that visit us each Summer. The Transition Specialist will take this a step further, becoming a full-time staff member of the Sheboygan County Chamber of. Once a recruit is identified, the recruit and any accompanying family members would be connected immediately with the Transition Specialist to begin the transition period. For the next 1-3 years, the liaison will continue to actively communicate to ensure that recruits are settling in and growing roots. Additionally, they will develop and implement welcome events, dinners, family-friendly activities, and more. This role will actively seek additional recruits through their relationships with new employees, creating a pipeline of friends and family members who may also like to take advantage of the opportunities available in Sheboygan County.

Implementation Timeline:

1. First three months after funding is approved:
 - o Create official scope of work, job description/role in community
 - o Determine who operates package (County versus Chamber of Commerce)
 - o Hire Staff (consideration of bilingual)
 - o Employer education and engagement of transplants (resettled for purposes of work within last two years and prospective).
2. Go live after three months of preparation
3. Potential for continuation beyond three years depending on achieved outcomes and available funding
4. Measure success – the goal is attracting at minimum 100 new residents for purposes of employment in Sheboygan County and successfully transitioning these new residents and (their families if applicable) annually. Success can be measured through who and how many transplants are utilizing the resources and working with employers to determine the quantity and quality of new employees that are participating in the program successfully.

Total Annual Operational Cost and/or one-time Capital Request: Approximately \$117,000 annually

Funding Breakdown:

- ARPA Funds: \$349, 937.00

Funding in full by ARPA for the pilot program. Once this pilot program establishes success, the Chamber will sustain these efforts by creating a tiered membership model with dues/sponsorships for participating employers.

Year 1	Year 2	Year 3
Revenue	Revenue	Revenue
\$118,500 ARPA	\$113,750.00 ARPA	\$117,687.00 ARPA
Expense	Expense	Expense
\$75,000: cost of staff member \$3,500: recruitment \$5,000: Startup costs \$25,000: supplies, programming, and administration costs \$10,000: travel budget	\$78,750: (includes 5% increase) cost of staff \$25,000: supplies, programming, and administration costs \$10,000: travel budget	\$82,687: (includes 5% increase) cost of staff \$25,000: supplies, programming, and administration costs \$10,000: travel budget

ARPA Eligibility: Responding to Negative Economic Impacts and aid to impacted industries.

Supporting low-income workers, providing access to resources, a better quality of life, and jobs with potential growth opportunities are all vital to the success of our County and its labor force.

Community Impact: By providing access and support to underserved individuals, we are lifting others (road to prosperity) solving workforce development issues in Sheboygan County, stimulating population growth in Sheboygan County, and growing Sheboygan County's tax base. We do not just want to offer a job; we want to provide a better life for people and their families. Our fair cost of living and remarkable community resources can provide a pathway to success, helping new employees reach the next level while also benefiting our employers. These concierge/transition services are critical to creating that pathway to success.

Recommendation 3: Financial Literacy

Implementation Strategy: Assisting new employees and their families gain financial literacy and achieve financial sustainability is critical to our County's and our employers' long-term success. We will set them up for financial success by providing information on homebuyer's programs, responsible renting, and managing credit and debt; helping them secure reliable transportation to get to work; and more.

We expect that program implementation of the program will require minimal resources as these programs and classes already exist with programming from Family Services – Consumer Credit Counseling.

New employees will be referred into this program by Human Resource Managers, the Transition Specialist, and our community partners.

Implementation Timeline:

1. First three months after funding is approved:
 - Work with stakeholders and partner agencies to finalize planning and provide oversight
 - Determine connecting point (concierge/transition specialist)
 - Hire Staff (consideration of bilingual)
 - Employer education and engagement of transplants (resettled for purposes of work within last two years and prospective).
2. Go live after four months of preparation
 - Assess the needs of individual participants and connect with appropriate agencies
 - Determine measurable
3. Potential for continuation beyond three years depending on achieved outcomes and available funding
4. Measure success – the goal is attracting at minimum 100 new residents for purposes of employment in Sheboygan County and successfully transitioning these new residents and (their families if applicable) annually. Success can be measured through participation of three financial literacy classes per individual/family, increase in credit scores, reduction of debt, decrease of social service support needed, increase in personal savings which would lead to an increased opportunity to homeownership for participants.

Total Annual Operational Cost and/or one-time Capital Request: Approximately \$45,000 annually

Funding Breakdown:

- \$135,000 ARPA Funds

ARPA to invest \$45,000 annually to support free programming to recently relocated individuals: program evaluation demonstrating degree of program utilization and success. These programs already exist free to participants, but for purposes of not add additional financial strain to partner agencies, this investment would offset the cost of the additional participants.

The taskforce will foster long-term financial sustainability by partnering with financial institutions (which will provide free programming or sponsor such programming) and social service agencies like family services has potential to increase financial support through other avenues, long-term sustainability is realistic for this recommendation.

Year 1	Year 2	Year 3
Revenue	Revenue	Revenue
\$45,000.00 ARPA	\$45,000.00 ARPA	\$45,000.00 ARPA
Expense	Expense	Expense
\$45,000: 100 transplants /families participating in financial literacy programming	\$45,000: 100 transplants /families participating in financial literacy programming	\$45,000: 100 transplants /families participating in financial literacy programming

ARPA Eligibility: Responding to Negative Economic Impacts and aid to impacted industries.

Supporting low-income workers, providing access to resources, a better quality of life, and jobs with potential growth opportunities are all vital to the success of our County and its labor force.

Economic Stability

Community Impact: The series of programs/classes that are already established through Family Services have a well-established positive impact on our community. For those relocating, connecting to supportive programming gives opportunities for learning and growth around creating long-term financial stability.

Recommendation 4: Down Payment Assistance

Implementation Strategy: Partnering with the ARPA Affordable Housing Taskforce, this fourth recommendation supports the needs of those relocating to Sheboygan County for work and their need for safe, stable, and affordable housing.

The funding for the down payment assistance program would be operated and managed by Lakeshore CAP as a county-wide service provider. Other service providers in the County include The City of Sheboygan and Partners for Community Development.

The program will be modeled after existing programs but targeted specifically for those with incomes of 80% to 120% of Sheboygan County’s Area Median Income (AMI). The existing local down payment assistance programs operated by Lakeshore CAP (for Sheboygan County), Partners for Community Development, and the City of Sheboygan focus on populations under 80% of the County AMI.

The funding will be matched by other sources of down payment assistance, including programs through the Wisconsin Housing & Economic Development Authority and the Federal Home Loan Bank of Chicago, the latter of which can provide up to \$6,000 on down payment assistance through their local member banks. Sheboygan County has a minimum of eight (8) member institutions operating in the County.

This funding will provide enough down payment assistance to provide up to 80 eligible homeowners with down payment assistance. The program will track referrals of down payment funding from partners to document how the funding is being fully leveraged to support homeownership.

This recommendation is in support of a down payment assistance funding as also recommended by the Housing Task Force.

Total Annual Operational Cost and/or one-time Capital Request: approximately \$600,000 over three years

Funding Breakdown (ARPA request, grant dollars, and any other leveraged resources):

- **\$600,000 ARPA Funds, this program would not be sustainable**

The program will allocate up to 15% of the grant to administration costs. The remaining (\$) funds will be used to launch the down payment assistance program to individuals earning between 80% and 120% of County AMI. According to ARPA income criteria, a household of three would earn \$65,880. The income level of a family of three as of 2021 would be \$53,700 to \$79,056. This program will require a match from another down payment assistance program or the home buyer.

Year 1	Year 2	Year 3
Revenue	Revenue	Revenue
\$300,000 ARPA	\$300,000 ARPA	\$0 ARPA
Other Programs (WHEDA)	Other Programs (WHEDA)	Other Programs

Expense	Expense	Expense
\$300,000 down payment Assistance and Admin	\$300,000 down payment Assistance & Admin	
<p>ARPA Eligibility: “Finally, to further support sustainable and durable homeownership, ARPA recipients may consider offering down payment assistance, such as contributions to a homeowner’s equity at mortgage origination.” (<i>Final Rule, Page 107</i>).</p>		
<p>Community Impact: This program aims to increase homeownership for the recently relocated workforce and overall housing security for residents of Sheboygan County. This program will be promoted with area employers and financial institutions.</p>		

Recommendation 5: Marketing Attraction Campaign

Implementation Strategy: Create a “big idea” marketing campaign like “Fresh Start in Sheboygan County, Wisconsin” that sets Sheboygan County apart from other communities and states trying to attract and retain entry-level talent. The campaign will target those 18 years and older, with a high school diploma or the willingness to achieve a high school diploma in 12 months, searching for growth opportunities for themselves and their families. The campaign will also market to communities with a higher cost of living and no clear opportunity to learn, grow and earn a living wage.

The campaign will highlight several amazing entry-level employee stories to share human and authentic work-life journeys, with examples including White, Black, Hispanic, Asian, and Female individuals that convey Sheboygan County’s incredible quality of life, due in part to private family-owned national and international billion and multi-billion-dollar companies/employers. The campaign will also feature local high-profile CEOs and why they believe in, and choose to operate in, Sheboygan County.

Implementation Timeline:

1. Create stakeholder committee to finalize planning and provide oversight
2. Hire/Contract marketing/recruitment firm
3. Discovery Phase: First six months
 - Gather information, find “value” messages, understand competition and data from targeted areas, and develop brand awareness.
4. Development & Deliverables: After six months
 - Create and implement messaging (media, radio, billboards), website, branded materials, and a calendar of recruitment events.
5. Execution & Support: Year two and three
 - Execute campaign, set schedule for the multi-phase campaign through 2025, and provide support and strategic marketing plan for internal implementation.
6. Measure Success: the goal is attracting at minimum 100 new residents for purposes of employment in Sheboygan County and successfully transitioning these new residents and (their families if applicable) annually. Success can be measured through increase of marketing reach and engagement from prospective employees year over year, increase of quality applicants to job postings (provided through employer data) and inevitably an increase of transplants to Sheboygan County.

Total Annual Operational Cost and/or one-time Capital Request: Approximately \$333,000.00 annually.

Funding Breakdown (ARPA request, grant dollars, and any other leveraged resources):

- ARPA Funds: \$1,000,000.00

Year 1	Year 2	Year 3
Revenue	Revenue	Revenue
\$353,333.00 ARPA	\$323,334.00 ARPA	\$323,333.00 ARPA
Expense	Expense	Expense
\$30,000: Discovery Phase \$50,000: Development and Deliverables \$273,333: Recruitment events, digital advertising, and social media management and advertising	\$50,000: Execution and support \$273,333: Recruitment events, digital advertising, and social media management and advertising	\$50,000: Execution and support \$273,333: Recruitment events, digital advertising, and social media management and advertising

ARPA Eligibility: Responding to Negative Economic Impacts and aid to impacted industries

Community Impact: Fill entry-level positions that provide opportunities to learn, grow, and advance within 1-3 years. Grow Sheboygan County’s population by adding working-age adults and their families, thus increasing the tax base.