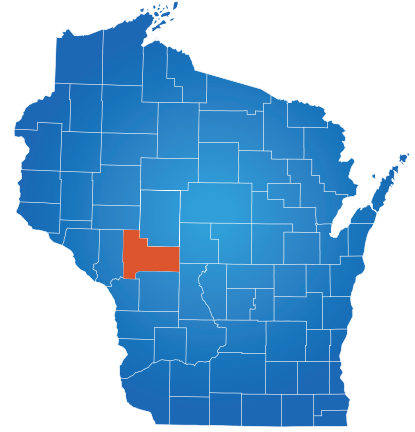


# Jackson County

## 2023 WORKFORCE PROFILE



## 2022 Wisconsin Overview

Wisconsin's economy broke numerous records during 2022, as the rebound from the COVID-19 pandemic continued.

During January through April, the state achieved a record low seasonally adjusted unemployment rate of 2.8%, while also achieving record lows in initial and continuing weekly unemployment insurance claims. As the number of unemployed people trended downward, construction employment reached a record high, and the manufacturing industry also experienced strong growth.

By year end, the state had regained 99% of the 404,000 jobs lost during the COVID-19 pandemic, including the short, sharp recession of March and April 2020. In addition to the strong rebound in jobs during 2022, Wisconsin's real GDP reached record highs and the state concluded the year with a record high state surplus approaching \$7 billion.

While Wisconsin's year-ending labor force participation rate of 64.6% remained more than 2 percentage points above the national average, demographic trends including the aging and retirement of Baby Boomers contributed to the labor quantity challenge. Concerns over inflation, compounded by China's response to the COVID-19 pandemic and resulting supply chain disruptions, also defined the year.

As demand for workers grew throughout 2022, employers voiced concerns about their inability to attract talent and workers in general. This is unlikely to change in the foreseeable future. The primary underlying challenge is the demographic situation as Baby Boomers exit the workforce. This lifecycle event will continue to complicate employers' ability to find workers and talent. These demographic problems extend beyond Wisconsin and affect the upper Midwest, the U.S. as a whole, much of Western Europe, and in fact, the developed world. Even China faces a talent shortage.

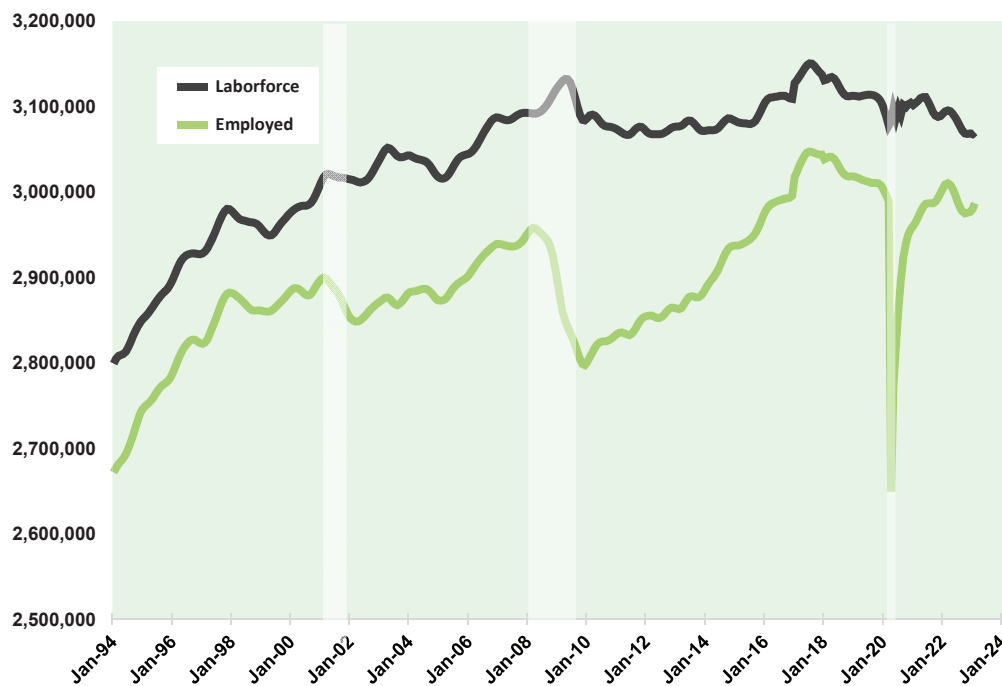


## EMPLOYMENT

Wisconsin's labor force held relatively steady through the pandemic, while employment dropped severely and then recovered quickly. See Graphic 1.

The employment gyrations pushed the unemployment rate to 14.1% in April 2020. As employment recovered, the unemployment rate fell to new lows of 2.8% in March and April of 2022. As of December 2022, Wisconsin's seasonally adjusted unemployment is 3.2%.

**Graphic 1: Wisconsin's Labor Force and Employment**



Source: Local Area Unemployment Statistics (LAUS), Bureau of Labor Statistics

## SHORT-RUN OUTLOOK

The short-run outlook for the state looks positive. Job levels continue at high levels, registering gains in 10 out of 12 months in 2022.

Job gains coupled with higher wages translate into healthy consumption, which makes up two-thirds of the economy. Wage gains have been robust. However, the surge in inflation brought about by supply chain disruptions and the war in Europe have undercut the gains in real terms. We expect high inflation to be transitory while wage gains will be permanent. With continued job and wage gains, consumption will be the underpinning of economic growth.

The most prominent economic risk is the Federal Reserve Bank (Fed) aggressively combatting inflation through higher interest rates. The Fed raised interest rates seven times in 2022 – going from essentially zero to 5%. They set a range of 25 basis points. As of March 1, 2023 the range is 4.7 – 5%. Interestingly, Fed fiscal policy contributed to inflation pressures over the last few years.

Experts expect that inflation pressures will ease as supply chains readjust. As inflation pressures ease, the Fed will be able to conduct a more accommodative monetary policy. Tighter fiscal policy will have an influence over the coming years as well.

Businesses continue to voice lack of workforce talent as the primary constraint on production growth. Pursuit of workers has brought about wage and benefit increases, signing bonuses, and other incentives to attract workers. However, other workforce barriers such as transportation, dependent care, housing affordability, and the uncertainty of workplace safety surrounding COVID-19. Solutions to these barriers are discussed below.



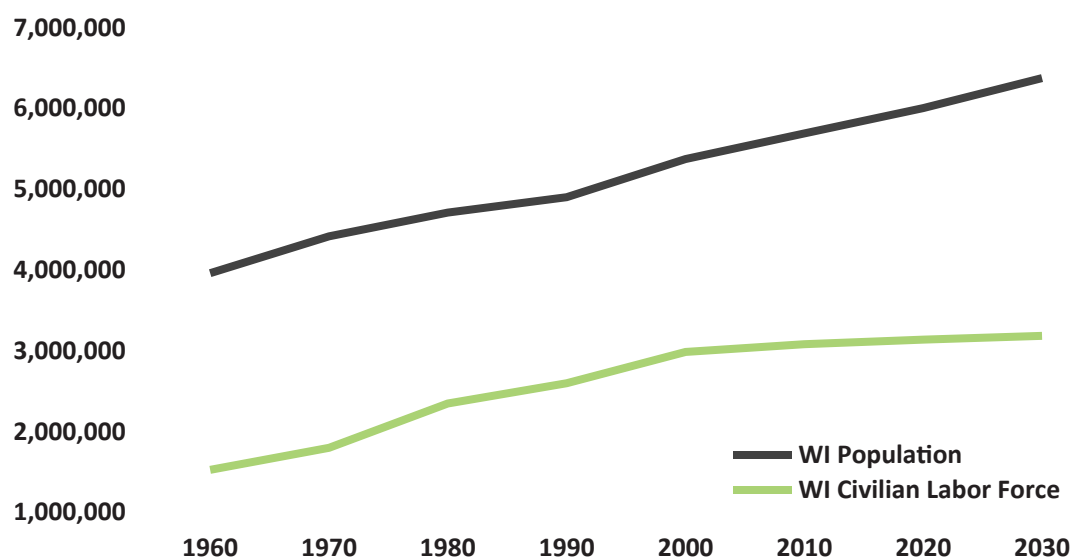
## LONG-RUN CHALLENGE

Workforce quantity is the primary challenge facing Wisconsin's economic future. The demographic dynamics facing the state, other upper-Midwest states, the U.S., and most of the developed economies will advance unaltered in the coming decades.

While Wisconsin's population will continue to grow over the next 20 years, the workforce faces serious constraints. The labor force trend began to seriously flatten in 2008 after slowing in the late 1990s as the first baby boomers (those born in 1946) reached age 62 and began to leave the workforce. Baby boomers continue to exit the workforce in great numbers and will continue to do so over the next 20 years.

The number of retiring baby boomers nearly match the influx of new workers, resulting in a slow-growing workforce. This constrains employers' ability to secure talent across industries. Many businesses report that the lack of available workers has hindered expansion, and in some cases, even curtailed the ability to meet current business needs.

**Graphic 2: Wisconsin Population and Labor Force**



Source: WI DWD, OEA Special Tabulation

There are four solutions to the macroeconomic labor quantity challenge: 1) offshoring production, 2) immigration, 3) mitigating barriers to employment of the chronically unemployed, and 4) technological advancement. Critical to the technology solution is the concomitant match of labor skills with technologies' sophistication. This is true for designing, building, installing, operating, and maintaining the advanced technology being put in place as well as for development of the infrastructure and facilities needed to support technological progress: broadband, power, water, transportation.

Worker skills must align with skills demanded by the position. If you have the talent and not the job, the talent goes elsewhere. If you have the job and not the talent, the job goes elsewhere. For Wisconsin to successfully compete in the global economy, the state needs to attract and retain every body it can and educate and train everybody to match the requirements of the new technologies.

## FOUR SOLUTIONS



## Jackson County

### POPULATION AND DEMOGRAPHICS

Jackson County is the 23rd least populated county among Wisconsin's 72 counties. With an estimate of 21,118 residents, the county's population experienced significant growth from 2010 to 2020, but has remained stable from 2020 to 2022. Since 2020, Jackson County lost 27 residents, equivalent to 0.1% of its population. In comparison, the state and nation experienced population growth during the same period, 0.9% and 0.3%, respectively. Of the county's 10 most populous municipalities, the Town of Adams gained the most residents (17), while the Town of Brockway lost the most residents (-44).

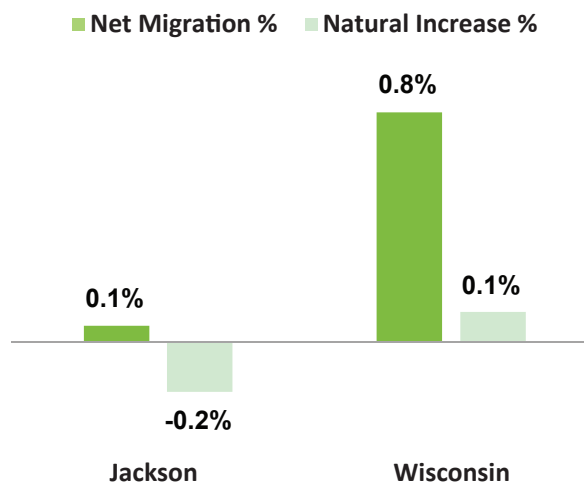
**Graphic 3: 10 Most Populous Municipalities in County**

	2020 Census	2022 Final Estimate	Numeric Change	Percent Change
Black River Falls, City	3,523	3,519	-4	-0.1%
Brockway, Town	3,035	2,991	-44	-1.5%
Adams, Town	1,389	1,406	17	1.2%
Albion, Town	1,197	1,200	3	0.3%
Alma, Town	1,033	1,045	12	1.2%
Irving, Town	853	861	8	0.9%
Manchester, Town	825	822	-3	-0.4%
Garfield, Town	756	761	5	0.7%
Springfield, Town	693	698	5	0.7%
Northfield, Town	674	683	9	1.3%
<b>Jackson County</b>	<b>21,145</b>	<b>21,118</b>	<b>-27</b>	<b>-0.1%</b>
<b>Wisconsin</b>	<b>5,893,718</b>	<b>5,949,155</b>	<b>55,437</b>	<b>0.9%</b>

Source: WI Dept. of Administration, Demographic Services Center

Net migration and natural increase are the two factors that contribute to population change. A net migration rate of 0.1% in Jackson County indicates that there are more people moving into the county than exiting. This rate is lower than the statewide rate, which stands at 0.8%. While net migration has an immediate impact on the county's labor force, natural increase provides insight into the county's future labor force condition. A natural decrease rate of -0.2% implies that the number of deaths exceed the number of births in the county. Natural increase is largely a function of age and is expected to decline in the coming decade due to the state's low birth rates since 1975. Currently, births in the state exceed deaths by only 11%. Improving net migration could help mitigate long-run workforce challenges as baby boomers age out of the workforce.

**Graphic 4: Components of Population Change**



Source: Demographic Services Center, WI Dept. of Administration

## EMPLOYMENT BY INDUSTRY

Jackson County's employment has not fully recovered from COVID-19. From 2020 to 2021, employment in the county decreased 127 jobs (-1.6%) across all industries. This decline dropped total employment to 7,739, -11.6% below the pre-pandemic level in 2019 (8,751). In contrast, Wisconsin's total employment grew by 2.4% over the year, and the state's total employment was 3.1% below 2019's pre-pandemic levels.

**Graphic 5: Employment Change by Industry**

	2021 Average Monthly Employment	1-year Numeric Change	1-year Percent Change	2-year Numeric Change	2-year Percent Change	Percent of Total Employment
Construction	472	-69	-12.8%	-185	-28.2%	6.1%
Education & Health Services	1,460	6	0.4%	-66	-4.3%	18.9%
Financial Activities	179	-32	-15.2%	-39	-17.9%	2.3%
Information	41	0	0.0%	-4	-8.9%	0.5%
Leisure & Hospitality	790	36	4.8%	118	17.6%	10.2%
Manufacturing	725	72	11.0%	14	2.0%	9.4%
Natural Resources & Mining	546	-24	-4.2%	-111	-16.9%	7.1%
Other Services	101	8	8.6%	3	3.1%	1.3%
Professional & Business Services	274	8	3.0%	-31	-10.2%	3.5%
Public Administration	1,265	-29	-2.2%	-540	-29.9%	16.3%
Trade, Transportation, Utilities	1,885	-106	-5.3%	-172	-8.4%	24.4%
<b>All Industries</b>	<b>7,739</b>	<b>- 127</b>	<b>-1.6%</b>	<b>- 1,012</b>	<b>-11.6%</b>	<b>100.0%</b>

Source: WI DWD, Labor Market Information, QCEW 2021

Five of 11 industries registered growth from 2020 to 2021, and two of the five industries surpassed 2019 levels. The three largest industries in terms of employment share are trade, transportation, and utilities; education and health services; and public administration. Together, they make up 59.6% of total employment in the county. Education grew from 2020 to 2021, while the other two industries declined.

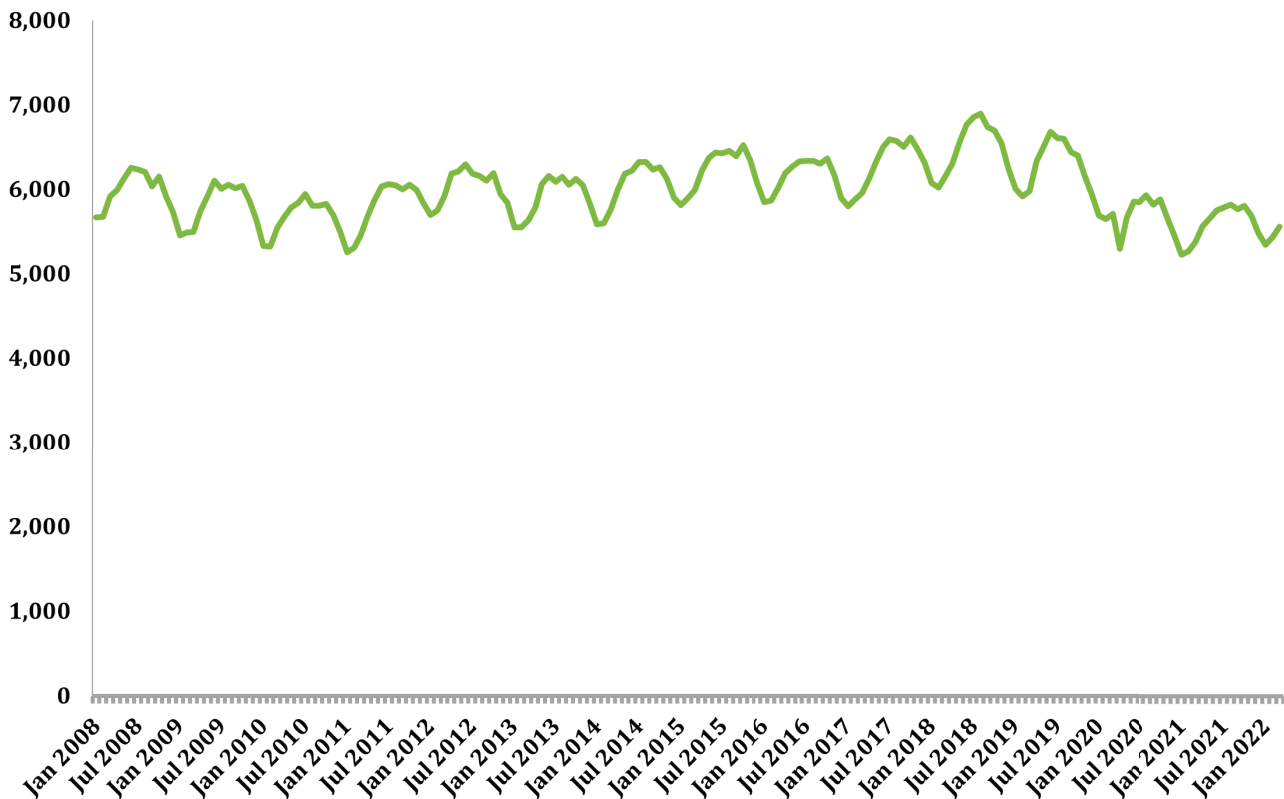
In Jackson County, public administration experienced both the greatest numerical and proportional loss in employment in 2020 due to COVID-19. The downward trend continued in 2021, as the industry lost 106 jobs during the year. On the other hand, the manufacturing industry saw strong growth, at an 11% growth rate for 2021. This industry is the fastest-growing in the county and has surpassed its 2019 employment level by 2%. In contrast, the manufacturing industry on the state level grew roughly 1.6% during the same time frame.



## TOTAL MONTHLY EMPLOYMENT

Graphic 6 is a traditional staple of the county profiles. In non-pandemic years, it provides a sufficient summary of how local employment conditions have changed in the past year. However, economic disruption and volatility driven by COVID-19 complicate efforts to separate structural economic shifts from ephemeral changes. Prior to COVID-19, the county's average monthly private sector employment levels remained relatively flat, hovering at around 6,000 since 2012. During economic shutdowns in April 2020, the county employment dropped to 5,293, a near historic low. Since then, the county has recovered some of the jobs lost. The county's employment is at approximately 90% of the 2019 level.

Graphic 6: QCEW Monthly Employment



Source: WI DWD, Labor Market Information, QCEW Second Quarter

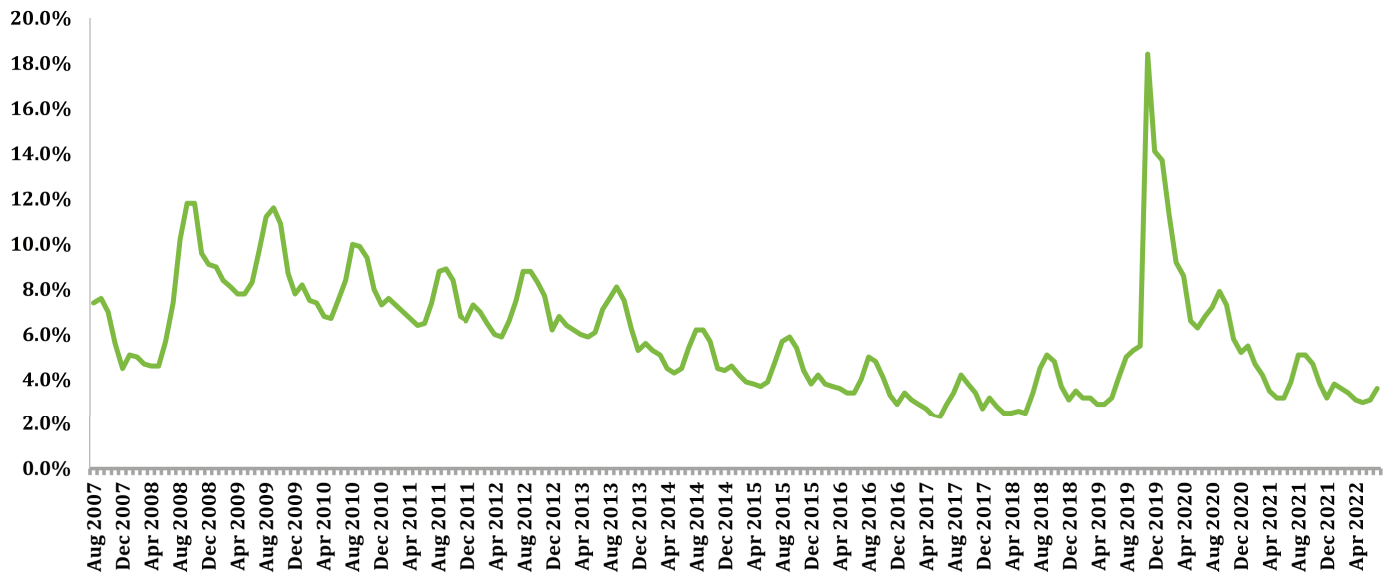
Seasonal fluctuation occurs regardless of economic conditions. For example, retail employment generally ramps up for the winter holiday season and construction activity is higher during the summer months. Comparing the same month across different years accounts for these seasonal patterns. In April 2020, county job counts were down 16.4% compared to April 2019. In fourth quarter 2020, county job counts were down 8% compared to fourth quarter 2019, which indicates a quick initial employment recovery. As of March 2022, county employment was down 7% compared to March 2019.

While the overall employment recovery is strong, many employment trends were accelerated by COVID-19. These are structural changes that often arise in economic recoveries. Perhaps the most significant change is the dramatic increase in remote work and education. On the positive side, digital transformation of the economy creates more workplace flexibilities and unlocks more opportunities for job seekers. However, automation may replace jobs and workers will need to adapt to occupational transitions. Challenges that existed prior to COVID-19 such as income polarization and inequity in high-speed internet access still need attention.

## UNEMPLOYMENT AND LABOR FORCE PARTICIPATION

In contrast to the Great Recession, jobs swiftly declined at the onset of the COVID-19 but bounced back quickly. In April 2020, Jackson County's unemployment rate climbed 12.9 percentage points, resulting in a peak rate of 18.4%, significantly higher than the rates following the 2008 financial crisis. In November 2021, nearly two years after this initial spike, the unemployment rate fell to a near historic low of 2.7%. However, high inflation has slowed the rapid economic recovery. In June 2022, the Consumer Price Index for All Urban Consumers increased 9.1% year-over-year, the largest increase in 40 years. The economy began to slow down as the Federal Reserve raised interest rates to tackle inflation. The unemployment rate increased to 3.6% in December 2022.

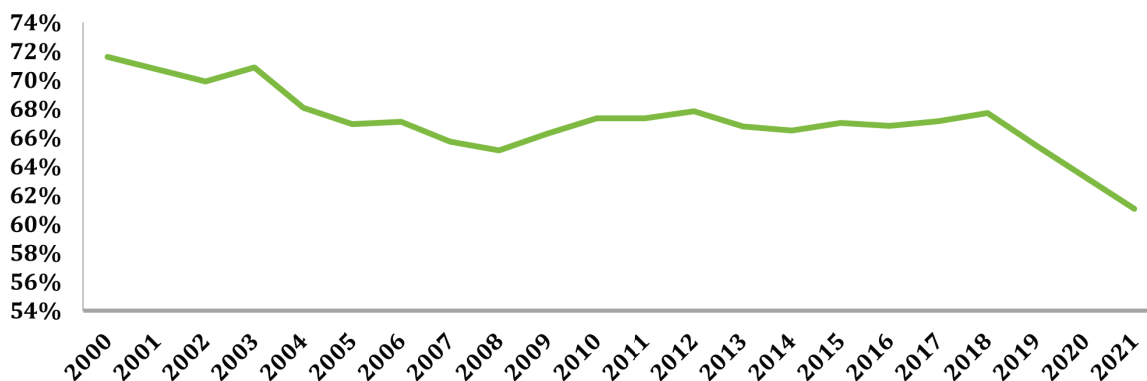
**Graphic 7: Unemployment Rate**



Source: Local Area Unemployment Statistics (LAUS), Bureau of Labor Statistics

Many of the current labor market pressures such as talent attraction and retention existed before COVID-19 and will continue. The labor force participation rate (LFPR) measures the percentage of the civilian noninstitutional population 16 years and older that is working or actively looking for work. This rate faces downward pressure anytime there is an aging population. Jackson County's LFPR has been dropping sharply since 2018, when the oldest baby boomers were in the late stages of their prime working years. The local LFPR was 67.7% in 2018 and has diminished to 61.1% in 2021.

**Graphic 8: Labor Force Participation Rate**



Source: WI DWD, Office of Economic Advisors (OEA)



## BARRIERS TO FULL UTILIZATION

Given the aging population in Wisconsin, staffing difficulties will be an ongoing challenge. Therefore, it is increasingly important to address barriers that prevent people from attaining their full employment potential. Although there is no single solution to demographically driven staffing challenges, four common barriers persist across areas and industries. These barriers are transportation, housing, childcare, and access to broadband.

### Transportation

Lack of reliable transportation can prevent individuals from pursuing opportunities and employers from filling good paying positions. Jackson County is a rural county. There is no local or intercity public transit system available in the county as of 2022. 31.5% the residents travel outside of the county for work, and 33.4% of the county's workers reside in another county. As expected, 87.7% of employed county residents rely on a car to get to work and more than 75% drive alone. Car-centered infrastructure leads to a difficult conundrum: qualified individuals could fill a job if they had transportation and could afford transportation if they had a job. Some employers address this issue by offering telecommuting and transportation reimbursement.

**Graphic 9: Means of Transportation**

	Wisconsin	Jackson County
Drive Car	87.6%	87.7%
Drive Alone	79.9%	78.7%
Mean Commute Time - Residents	22.2	23.4
Mean Commute Time - Workers	21.9	N
% of Residents Working in another County	28.0%	31.5%
% of Workers Residing in another County	24.3%	30.6%

Source: US Census Bureau, American Community Survey, 2020 5-year File



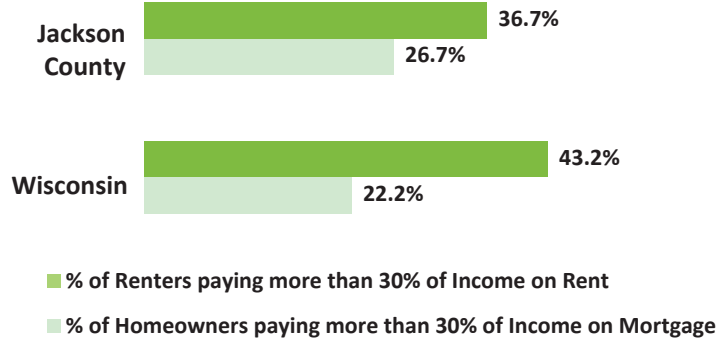
## Housing

Affordable and available housing that can fit different lifestyles and family needs are essential to attracting and retaining a productive workforce. Less time commuting lead to higher productivity and better mental health. However, as of December 2022, home prices have surged almost 40% since 2020, while mortgage rates have more than doubled since January. This has priced many buyers out of the market and slowed the construction of new homes, putting more stress on the rental market. High housing costs discourage job seekers from moving into the region, leading to a shortage of workers, especially for lower-wage roles.

The Department of Housing and Urban Development uses 30% of income as a guideline for housing affordability. Jackson County has a lower share of renters allocating more than 30% of income for housing compared to the state.

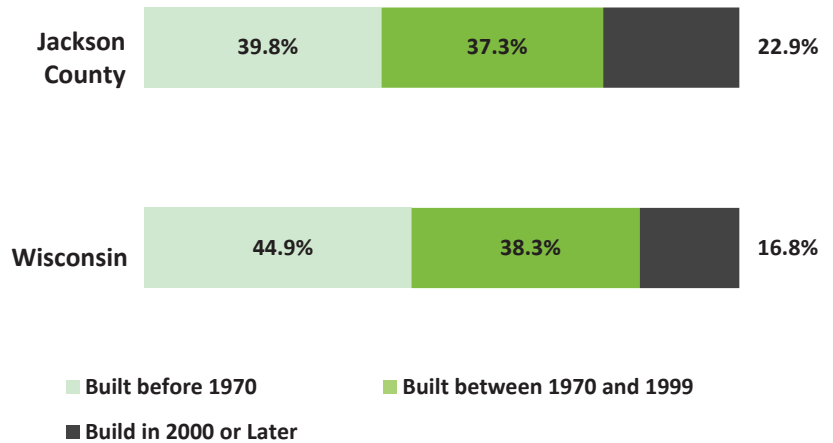
Nonetheless, nearly four out of 10 renters still pay more than 30% of income on housing. In addition to cost, housing availability is also a challenge in Wisconsin. According to the National Low Income Housing Coalition, the state has a shortage of more than 120,000 rental units. Owner-occupied housing is in short supply in many communities as well. Like the state, construction of new homes in the county had slowed down significantly after the housing bubble burst in 2008. A direct way to increase quality and affordable housing stock is to incentivize the creation of multi-family units, which requires loosening zoning regulation. Since the county's population has remained stable, consolidating existing neighborhoods, providing more funds and loans for replacement housing, and housing rehabilitation could be relevant solutions.

**Graphic 10: % Paying more than 30% of Income on Housing**



Source: US Census Bureau, American Community Survey, 2020 5-year File

**Graphic 11: Housing Share by Year Built**



Source: US Census Bureau, American Community Survey, 2020 5-year File



## Childcare

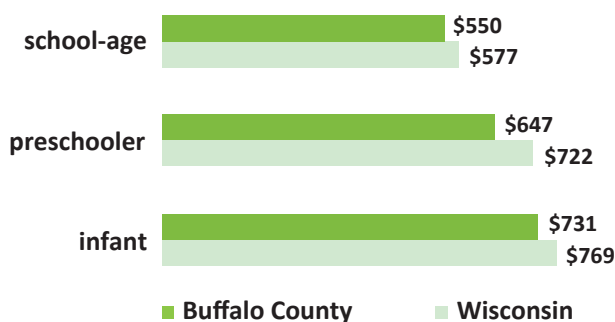
Childcare cost in Jackson County is lower than the state average. Nonetheless, it is costly. The monthly cost of care ranges from \$731 for an infant to \$550 for a school age child. To put this cost in perspective, a median Jackson County household would need to allocate 15% of their earnings to infant care. Childcare availability is also a barrier to employment for Wisconsin families. According to the YoungStar provider database, which tracks approximately 82% of providers in the state, there are 16 total providers with a potential capacity of 210 in Jackson County. The county has a relatively low capacity when compared to the state. There are six childcare slots for every 100 children under the age of 14 in Jackson County compared to 14 statewide. Additionally, families that have childcare struggle with childcare disruptions. Easing the cost and access burden would help more parents enter or participate more fully in the labor market. Employers could also improve participation by providing flexibility to parents with childcare responsibilities.

**Graphic 12: Childcare Capacity**

	Wisconsin	Buffalo County
Providers	3,863	16
Maximum Capacity	132,075	210
Capacity/100 Children Under 14**	0.14	0.06

Source: Wisconsin Department of Children and Families, Youngstar Database

**Graphic 13: Childcare Cost**



Source: Center for Women's Welfare, Uni. of Washington, 2019 Self-Sufficiency Standards

## Broadband

Innovations in the work-from-home economy and virtual learning environment arose during the pandemic. Employers can use these innovations developed out of necessity to meet Wisconsin's workforce needs. For example, increased work-from-home options could alleviate talent shortages by providing flexible scheduling options that benefit workers. However, access to high-speed internet access is needed to reap the benefits of virtual options.

Graphic 14 displays the share of households that do not have internet in the home. It compares the percentages of households who do not have internet access in the county to the state based on income level. According to the Public Service Commission (PSC) of Wisconsin's coverage map, nearly all municipalities in Jackson County have high-speed internet coverage. However, service in rural areas vary. Low-income households are especially likely to lack internet access, 41.1% of households with income below \$20,000 do not have internet. However, it is worth noting that PSC has a Lifeline Program which provides low-income Wisconsin residents affordable access to essential telecommunications services by discounting the cost of phone, cell, and internet services.

**Graphic 14: Percent of Households that DO NOT have Internet Access by Annual Household Income**

	Wisconsin	Buffalo County
Total	14.8%	19.2%
Less than \$20,000:	38.4%	41.1%
\$20,000 to \$74,999:	17.5%	19.9%
\$75,000 or more:	4.6%	6.8%

Source: US Census Bureau, American Community Survey, 2020 5-year File



## INDUSTRY EMPLOYMENT PROJECTIONS

Graphic 15: Industry Employment Projections

Industry	2020 Employment	Projected 2030 Employment	Employment Change	Percent Change (2020-2030)
Total All Industries	154,728	164,757	10,029	6.5%
Natural Resources and Mining	5,842	5,774	-68	-1.2%
Construction	4,941	5,409	468	9.5%
Manufacturing	21,541	22,558	1,017	4.7%
Trade, Transportation, and Utilities	29,226	31,312	2,086	7.1%
Information	1,112	1,304	192	17.3%
Financial Activities	6,097	6,923	826	13.6%
Professional and Business Services	8,806	9,373	567	6.4%
Education and Health Services	36,241	37,675	1,434	4.0%
Leisure and Hospitality	11,215	13,126	1,911	17.0%
Other Services (except Government)	6,558	7,749	1,191	18.2%
Public Administration	12,538	13,395	857	6.8%
Self Employed and Unpaid Family Workers	10,611	10,159	-452	-4.3%

The previous sections examined past and current economic trends. DWD also produces future projections of industry and occupation employment because the workforce is constantly evolving. DWD's projection methodology accounts for retirement, career changes, promotions, and retraining. The state is split into 11 Workforce Development Areas (WDAs), and projections are updated every two years. Jackson County is part of the Western WDA that also includes Buffalo, Crawford, Juneau, La Crosse, Monroe, Trempealeau, and Vernon Counties.

Regional employment is expected to grow by 6.5% (10,029 jobs) over the 10-year period. Statewide employment is projected to grow by 6.3% during the same timeframe. Growth is projected to be stronger in service industries than product industries due to strong growth in trade, transportation, and utilities and leisure and hospitality. This projection only forecasts levels of filled positions rather than potential demand, which further illustrates the issues associated with the aging population. While growth in the labor force is slowing, and in some counties even declining, job growth is expected to continue. Employers may experience difficulties finding replacement workers even if overall employment in the industry declines. Businesses are already having challenges filling the job openings vacated by retirees, but they will feel this difficulty when filling new openings as well. This could constrain job growth by limiting expansions. Solutions will be different for each business but will likely include a combination of talent pipeline development, increased focus on talent attraction and retention, engagement of under-utilized populations, increased automation, and retainment of retirees in non-conventional work arrangements.





## OCCUPATIONAL EMPLOYMENT PROJECTIONS

Graphic 16: Occupational Employment Projections

Occupation Title	2020 Employment	Projected 2030 Employment	Occupational Openings	Percent Change (2020-2030)
Total All Occupations	154,728	164,757	18,538	6.5%
Management	9,391	9,418	795	0.3%
Business and Financial Operations	7,759	8,554	782	10.3%
Computer and Mathematical	2,677	2,860	211	6.8%
Architecture and Engineering	1,733	1,867	138	7.7%
Life, Physical, and Social Science	1,179	1,297	122	10.0%
Community and Social Service	2,324	2,469	251	6.2%
Legal	465	510	36	9.7%
Education, Training, and Library	9,683	9,879	879	2.0%
Arts, Design, Entertainment, Sports, & Media	1,827	1,976	206	8.2%
Healthcare Practitioners and Technical	11,142	11,840	710	6.3%
Healthcare Support	7,717	8,554	1,063	10.9%
Protective Service	2,673	2,864	335	7.2%
Food Preparation and Serving Related	11,352	13,106	2,328	15.5%
Building & Grounds Cleaning & Maintenance	3,843	4,079	541	6.1%
Personal Care and Service	3,735	4,534	656	21.4%
Sales and Related	13,256	13,696	1,844	3.3%
Office and Administrative Support	17,292	17,116	1,878	-1.0%
Farming, Fishing, and Forestry	3,442	3,106	474	-9.8%
Construction and Extraction	5,555	6,264	649	12.8%
Installation, Maintenance, and Repair	6,566	7,195	714	9.6%
Production	15,688	16,180	1,749	3.1%
Transportation and Material Moving	15,429	17,393	2,177	12.7%

While industry projections provide a broad view of employment expectations, a more functional approach is projected occupational need. Occupational projections are separated into three categories: growth, labor force exits, and occupational transfers. Retirements will be a key driver in the labor force exits category. While actual retirement age varies among individuals, age 65 is used as a rough proxy for expected retirement. Considering this benchmark, Wisconsin is approximately at the halfway point of baby boomer retirement. The other category is occupational transfers, which can include workers that advance in careers or make lateral movements into different occupations. Generally, a higher need for replacements due to transfers can be expected in lower-paying occupations.

An examination of projected occupational employment reveals a higher need for replacements than filling new positions due to growth. Office and administrative support occupations provide a perfect example of the importance of replacements, as this occupation group has the third-highest number of projected openings but a declining total number of jobs. The need is entirely driven by labor force exits and occupational transfers. Personal care and service occupations stand out as the fastest growing field in the western WDA. It is expected to expand by 21% over 10 years. This growth rate is driven by the rapid recovery of service industries from the pandemic.