

# **Job Corps in Milwaukee**

***An examination of the issues, specialties and structure that could make the community's model unique***

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# Job Corps-Milwaukee

## Part One

### Study Overview

Due to the efforts of Congressman Tom Barrett, Southeast Wisconsin is well positioned to receive the next federal designation of a Job Corps site through the Department of Labor. The Housing Authority of the City of Milwaukee retained Webster, Caballero & Associates (WCA) to examine the dimensions of that Milwaukee Jobs Corps model. Included in the study are possible niches in terms of metropolitan employment categories that are expected to have an above average ongoing need for trained individuals, the appropriateness of the residential Jobs Corps model versus day-only services, and the ramifications of those answers on possible site placement of the campus.

There are two parts to this report. Part One answers the employment data and category niche questions. It also provides initial findings on the residential versus non-residential models. Part Two includes more in-depth investigation of Part One's preliminary recommendations. It also includes feedback from youth/young adults from Milwaukee who would be possible candidates for Job Corps, parents of those individuals and other community stakeholders. (A site visit to the greater Chicago Job Corps site helped inform the potential participants and their parents of the residential model offered there.) Finally, Part Two looks at some potential amenities for the Milwaukee model that could further define its service niche and meet community need.

### Demonstration of Need

Despite recent history's strong economy locally and nationally, there continues to be a sizable young adult population that has not been able to participate meaningfully in the economic momentum. Largely, those individuals face multiple barriers to self-sufficiency. Among the too-well-known obstacles are lack of basic educational attainment, spotty or non-existent work records, substance abuse issues, criminal records and very high rates of mobility. Included in the pool of those plagued by the last item, mobility, are a growing number of teens and young adults who "sofa surf". This colloquialism refers to the de facto situation of homeless young people who avoid the more readily identified on-street homelessness by spending one or more days or nights under the roof of extended family, friends or casual acquaintances. At best, the home's sofa is the temporary landing zone for the young person. The welcome worn out, the individual must move to another sofa to exist. Such mobility makes job search and performance difficult at best.

Statistically, there are few current "hard" numbers to rely on for describing the focus population locally. Published census data is now more than a decade old. The specifics of the 2000 Census figures are still being analyzed, and will only be made available in increments over the next 24 months. We do know from preliminary data that Milwaukee County lost some two percent of its population during the 90s, due mainly to a nearly five percent drop in the City's population. The Census also documented major demographic and geographic shifts in population. Milwaukee, for the first time in its history, is now a person of color-majority city. Nearly 70% of the city's children are from once labeled "minority" populations.

Physically, the population has shifted dramatically northwest. Milwaukee's near northside saw a nearly 20,000 person drop in population, with some neighborhoods losing more than 40% of their numbers.

As of the late 90s, the 290,000-person area that defines the City of Milwaukee's Community Development Block Grant (CDBG) area, approximately 15% of the population fell into the Job Corps age window of 16-23 years. That represents some 43,000 age-eligible candidates. Though shrinking, according to the State of Wisconsin's Department of Workforce Development, there were an estimated 113,618 individuals aged 16-24 years in Milwaukee County in 1997. The Census of 2000 counted 247,825 individuals under age 18, representing a slightly higher percentage of the overall population.

In general, however, Southeastern Wisconsin saw younger child number declining in the Census, while older youth and young adults are representing a population “bubble” for the near future.

In some parts of the CDBG area, individuals without high school diplomas constitute more than half the population and the resultant economic stresses of that lack of education are complicated by a rate of single parenthood more than twice the city’s average. Interim reports on employment have estimated that the young adult unemployment rate in the CDBG area still hovers near 20%. There is known to be significant fluidity in that percentage as individuals cycle in and out of employment due to poor work habits, insufficient skills or the allure of “greener pastures” in the contemporary workplace where employers, despite a slowing economy of late, are competing for a shrinking pool of workers.

Regardless of circumstance, significantly more than half the households in the CDBG area have annual incomes of less than \$25,000, resulting in a federal poverty rate of near 50% of households.

**Risk Factors for Target Area Youth.** Economic deprivation is not the only risk factor for young people. Crime, though declining, is still prevalent. Through the first nine months of 2000, 84.7% of 98 homicides recorded in the City occurred in the CDBG area. The youth/young adult age cohort that is the focus of Job Corps is disproportionately represented in those numbers. Young people of color, particularly males, are most impacted.

The Milwaukee County First Time Juvenile Offender Program reported that in 1998, 55.7% of all youth served came from the central city zip codes of the CDBG area.

Recent focus groups of target area youth concurred with the statistics; they cited crime and lack of meaningful employment as the two primary concerns. The linkages are obvious to most: a May, 1999 Metro Milwaukee job study by the University of WI-Milwaukee reported that 62% of full-time job openings required education, training or occupation specific experience beyond high school.

It remains a sad reality of the local public school system that less than half of the enrolling 9<sup>th</sup> graders graduate four years later. At some of the city’s high schools, the dropout rate is as high as 75% over the four-year aggregate.

Employers report that even those candidates arriving at their doors with a high school diploma (or more) in hand often lack the basic skills necessary to succeed in the modern workplace. “Soft skills” as well as a lack of specific vocational competencies combine to equate repeat failure in the workplace for too many young people.

For an alarming number of unemployed individuals, drug and alcohol problems are catalytic in keeping them out of the workforce. Local Wisconsin Works (W-2) administrative agencies have reported that as much as 60-70% of the remaining unplaced former welfare recipients have alcohol or drug issues that undermine their success.

These and other factors, such as parenthood-too-soon and the ensuing child care challenges, call for a holistic approach to self-sufficiency for the hardest to reach youth and young adults. The mismatch between their life circumstances and the demands of the marketplace (see following section) is stark. Clearly the status quo programs and initiatives are not meeting the need.

Within that “status quo” are several unknowns in terms of eventual return on investment. The current transformation of the Private Industry Council into the legislatively mandated Workforce Investment Board, the long anticipated start-up of REACH-Milwaukee, a northside well-funded initiative aimed at 16 to 23-year olds who reside within its boundaries, and the new Milwaukee Technical High School should be factored into the design of the local Job Corps model. Yet, it is difficult to surmise their exact impacts to date.

In addition, there is a long list of community-based programs that are already serving the same target population with work and life skills, career-specific training and placement. They lack only the residential aspect of some Job Corps sites. We would include in that list Esperanza Unida, Milwaukee Community Service Corps, CDBG-funded Neighborhood Improvement Projects, church-affiliated

CBOs, the construction trades' pre-apprenticeship programs, and to a lesser extent, the work of the W-2 agencies, among others.

There is no universal inventory about which agencies are providing which opportunities for the target population. We continue to gather information on their efforts in the hope that the Milwaukee Job Corps site can complement and strengthen rather than compete with those entities.

### **Market Place Demands**

Any local Job Corps's contribution will be evaluated by primarily two factors:

- ♣ Does it transform the prospects of those youth and young adults for whom traditional education and employment & training programs have fallen short?  
--- AND ---
- ♣ Does it prepare participants for the contemporary and future needs of the regional workplace?

The metropolitan Milwaukee economy –parallel to the rest of the nation's good economic times—has added jobs to the workforce total in nearly each of the past 32 quarters, resulting in a 15% growth in jobs between 1991 and 1999. That exceeded the national average of 13% growth for the same period, but trailed the state's rate of 21%.

Presently, the market's appetite for entry-level and highly skilled workers has declined slightly but remains comparatively voracious to other periods of our history. The ongoing need is across the board in terms of job classifications. While a generic need exists for at least the moment, there are employment sectors or categories that have been prolific in the volume of job growth in recent years. Some of those, as well as others, are projected to be the "hot" sectors for the near-term years ahead. Some, but not likely all, of these categories will be appropriate targets for a Job Corps model's curricula and training programs.

There were 105,000 jobs added in the metropolitan Milwaukee area between '91 and '99. Business services, help supply services (temp agencies), health and allied services (e.g. hospitals and doctors' offices), and educational services were statewide growth leaders and pervasive in Milwaukee as well. Close to 25,000 "high tech" jobs were added across the state with just fewer than 10,000 of those being in metro Milwaukee. Most of the employment growth in any sector came from employers with between 50 and 100 employees.

Of the 105,000 metro jobs added, just 4,000 were added in Milwaukee's central city. This brings obvious implications for transportation to the surface.

The private sector was the main engine of growth locally and statewide, and most of the public sector growth is attributable to the need for elementary and secondary teachers to accommodate the baby boomlet of recent years (though law enforcement saw healthy gains, too). Private sector employment standards, nonetheless, need to be the focus of any Job Corps model. That is certainly the case for Milwaukee's.

The chart below shows the actual number of metro Milwaukee jobs existing in 1999, followed by the number of jobs added for the '91-'99 period and the percentage of growth that represents.

| <b>Industry</b>      | <b>'99 Employment</b> | <b>'91-'99 Growth</b> | <b>Percentage</b> |
|----------------------|-----------------------|-----------------------|-------------------|
| Agriculture & Mining | 4,621                 | 1,575                 | 51.7%             |
| Construction         | 29,077                | 5,334                 | 22.5%             |

|                     |         |         |       |
|---------------------|---------|---------|-------|
| Manufacturing       | 178,327 | 9,523   | 05.6% |
| Transport/Utilities | 39,870  | 5,052   | 14.5% |
| Wholesale trade     | 49,527  | 5,638   | 12.8% |
| Retail trade        | 129,251 | 4,300   | 03.4% |
| FIRE                | 56,161  | 4,580   | 08.9% |
| Services            | 254,523 | 65,566  | 34.7% |
| Government          | 85,643  | 3,453   | 04.2% |
| Total               | 827,071 | 105,092 | 14.6% |

Of course, these categorical figures represent hundreds of different occupations under the Standard Industrialization Code (SIC). The ten metro industries with the largest gain in employment from '91-99 were:

- ♣ Business Services (29,469)
- ♣ Health & Allied Services (13,518)
- ♣ Social Services (9,038)
- ♣ Educational Services (6,325)
- ♣ Air Transportation (6,022)
- ♣ Wholesale Trade/Durable Goods (5,681)
- ♣ Special Trade Contractors (4,206)
- ♣ Engineering & Management Services (3,801)
- ♣ Printing & Publishing (3,371)
- ♣ Fabricated Metal Products (2,908)

These ten accounted for 84,339 of the metro jobs added since 1991. Business services and health/allied services accounted for more than 40% of the metro economy's job growth.

The construction and manufacturing categories of the Code often draw the most attention from employment programs such as Job Corps. The seasonality of the construction data makes it difficult to specify significant changes reliably, but within the metro Milwaukee manufacturing figures just six occupations added more than a thousand positions during the '91-'99 period. Those include:

- ♣ Commercial printing/lithographic
- ♣ Metal stampings
- ♣ Plastics products
- ♣ Motorcycles, bicycles and parts
- ♣ Electronic components
- ♣ Sausage and other prepared meats

Of the six, lithographic printing had growth nearly four times the size of the other occupations.

Three other occupations from elsewhere in the SIC warrant mention for their impressive growth during the period: non-local trucking, medical office/clinic employees (overlapping some with Milwaukee's sizable insurance industry presence), and air courier services. Though spread across numerous job classifications, technology jobs, such as programming, data processing and computer related services also had noteworthy expansion.

## **Forecasting Job Growth & Sector Turnover Resulting in a Need for Employees**

The Department of Labor's Bureau of Labor Statistics (BLS) has done projections for more than 250 occupations through the year 2008. Obviously, such long term projections must be couched in appropriate caveats, such as the unknowns in the forecasted time period around market fluctuations, trade imbalances, political turmoil and natural disasters.

Some factors, however, are rather predictable. We will continue to automate and become more information services-based as a culture. The comparative aging of the U.S. population makes the projections for increased need for home health and other medical services a strong bet to at least some degree.

That same aging phenomenon will have regional impacts on certain occupations as individuals retire, and do so at an increasingly early age with the back-up of healthy securities portfolios. Therefore, some occupations, though they may not grow in raw numbers will have high need simply due to attrition of older workers. Others will grow and have high turnover due to the entry-level nature of the work.

Many of the projected fastest growing occupations will require at least a four-year post-secondary degree. For such occupations, Job Corps will be at best a stepping stone to a longer-range goal. Most Job Corps graduates begin or continue their work careers in jobs that require no formal degree beyond high school or its equivalent, certain certificate or licensing programs, or less often, Associate Degrees.

Finally, prior to discussing the BLS projections, it must be stated that there is a complex set of variables that we will need to digest before landing on a particular set of employment tracks that will define the Milwaukee Job Corps model. Included in that list are:

- ♣ Wisconsin's economy's variances or specializations versus the national picture;
- ♣ Participant choice or interests;
- ♣ Participant aptitude;
- ♣ Participant willingness to look beyond southeast Wisconsin for opportunities;
- ♣ Clarity of distinction between what Job Corps would offer versus other existing programs in the local area; and
- ♣ Offering a spectrum of occupational tracks that will result in attraction of a diversity of individuals and abilities so as to insure an enriching culture within the program (or conversely, avoid its being labeled in negative social terms).

We will reflect on these elements in presenting our recommended occupational focus areas in Part Two of this report.

### *BLS Projections*

BLS projections through 2008 offer some important insight into the types of program specializations that should meet with growing demand, as well as those which have often been targeted by employment and training programs but are actually in decline. For each we present the occupational category, the projected raw number of jobs to be added or lost nationally and the percentage of the current workforce reflected in that gain/loss.

In the category of declining jobs often targeted by employment and training programs for non-degreed, GED/HSED, or high school graduate participants are:

| <b><u>Job Classification</u></b>          | <b><u>#Increase(Decrease)</u></b> | <b><u>% Change</u></b> |
|---|-----------------------------------|------------------------|
| Word processors/typists/data entry clerks | (54,000)                          | -6%                    |
| Bank tellers                              | (31,000)                          | -5%                    |
| Non-specialized computer operators        | (64,000)                          | -26%                   |

|   |          |      |
|---|----------|------|
| Bookkeeping, accounting/auditing clerks | (81,000) | -4%  |
| Payroll/timekeeping clerks              | (11,000) | -6%  |
| Electronic/home entertain. repair       | ( 4,300) | -12% |
| Forestry, conservation, logging         | ( 3,800) | -3%  |
| Tool and die makers                     | ( 2,100) | -2%  |

Overall, the U.S. economy is expected to grow 20% more jobs by 2008 to a total employment level of 160.8 million. On at least a national basis, a variety of other traditional employment and training job targets are expected to be flat or experience little growth by 2008 compared to the “average” growth rate of 20%. Those include some traditional trades or construction related positions that are common in Job Corps and elsewhere, such as:

| <u>Job Classification</u>                | <u>#Increase(Decrease)</u> | <u>% Change</u> |
|--|----------------------------|-----------------|
| Carpenters                               | 76,000                     | +7%             |
| Bricklayers/stonemasons                  | 19,000                     | +12%            |
| Carpet, tile, floor installers/finishers | 8,300                      | +6%             |
| Cement masons, concrete finishers        | 8,500                      | +6%             |
| Drywall installers/finishers             | 12,000                     | +7%             |
| Insulation workers                       | 5,000                      | +7%             |
| Plumbers, pipefitters, steamfitters      | 22,000                     | +5%             |

From a long list of job classifications expected to see strong growth, including many well beyond the economy average of 20%, we have selected a significant number that do not require a four-year degree, and include a variety that do not include any formal education beyond basic skills. They are presented in descending order of projected growth percentage.

| <u>Job Classification</u>                      | <u>#Increase(Decrease)</u> | <u>% Change</u> |
|--|----------------------------|-----------------|
| Paralegals                                     | 84,000                     | +62%            |
| Medical Assistant                              | 146,000                    | +58%            |
| Home health/personal health care aide          | 433,000                    | +58%            |
| Human service workers/assistants               | 141,000                    | +53%            |
| Services sales reps                            | 429,000                    | +51%            |
| Health information technicians                 | 41,000                     | +44%            |
| Physical therapy assistants/aides              | 36,000                     | +44%            |
| Dental assistants                              | 97,000                     | +42%            |
| Occupational Therapy Asst./Aides               | 7,400                      | +40%            |
| Corrections officers                           | 148,000                    | +39%            |
| Teacher assistants                             | 375,000                    | +31%            |
| Flight attendants/air cargo                    | 30,000                     | +30%            |
| Security guards                                | 294,000                    | +29%            |
| Police persons/detectives                      | 205,000                    | +27%            |
| Pre-school teachers/child care workers         | 328,000                    | +26%            |
| Sheet metal workers/duct installers            | 32,000                     | +26%            |
| Receptionists                                  | 305,000                    | +24%            |
| Counter and rental clerks                      | 108,000                    | +23%            |
| Nursing and psychiatric aides                  | 332,000                    | +23%            |
| Licensed Practical Nurses                      | 136,000                    | +20%            |
| Information clerks                             | 386,000                    | +20%            |
| Landscaping, groundskeeping, nursery, lawn svc | 262,000                    | +20%            |
| Line installers/repairers                      | 56,000                     | +20%            |
| Office & administrative support supervisors    | 313,000                    | +19%            |
| Hazardous materials removal workers            | 38,000                     | +19%            |
| Cashiers                                       | 556,000                    | +17%            |
| Auto mechanic/service technician               | 132,000                    | +17%            |

|   |         |      |
|---|---------|------|
| Bus drivers                                       | 108,000 | +17% |
| Plasterers and stucco masons                      | 40,000  | +17% |
| Auto body repairers                               | 36,000  | +16% |
| Truck drivers                                     | 507,000 | +15% |
| Office clerks-general                             | 463,000 | +15% |
| Chefs, cooks, kitchen workers                     | 442,000 | +13% |
| Janitors, cleaners, institution supv. of cleaning | 374,000 | +11% |

Upon initial review, an important number of the projected non-four year degree needs parallel the Job Corps offerings at sites across the country. Others do not and might provide innovative niches for a Milwaukee model.

Among those that do appear regularly on the list of offerings at other Job Corps campuses are those which have an in-house utility in addition to labor force marketability. By that we mean that for those campuses which are retro-fitted into existing, sometimes aged, structures, and to a lesser degree even those with brand new campuses, the Job Corps plant itself is a work lab for participants. Cleaning, cooking, construction, various repair specialties, etc., are integral to the campus operations. They also can prepare individuals for self-sustaining employment beyond Job Corps.

### **Narrowing the Possibilities**

To winnow the long list of projected employment niches down to our preliminary recommendations we have used a nine-item matrix against which all of the flat growth and significant growth non-four-year degree BLS job classifications were compared.

The nine (9) factors against which the jobs were scrutinized were:

- A. *Projected Need.* The raw number of jobs projected to be added by 2008 was the primary barometer used here, although the pace (percentage) of growth, too, was factored in.
- B. *Local Competition.* This factor looked at how many other venues were offering identical or similar preparation and whether there were significant waiting lists for those programs.
- C. *Local Assets.* If it isn't being offered, or is but is saturated, are there the local assets to support the addition of the specialty through Job Corps?
- D. *Compensation.* Based on a philosophical desire to see Milwaukee Job Corps graduates do more than subsist on their earnings, the possible jobs were assessed for general compensation averages, with obviously, the higher the better.
- E. *Gender Attraction.* While we all wish it were not true, there is some gender interest correlation with certain training specialties. While efforts should be intense to overcome any real or perceived gender bias in employment categories, it is also important to offer diverse occupations so as to facilitate the desired gender balance in recruits.
- F. *Regional or local economic need/niche.* Although the national BLS data is well researched, even its authors emphasize that the U.S. economy is made up of sometimes highly distinct local or regional economies. A proven state or Southeastern Wisconsin need, therefore, should be factored in.
- G. *Capital Intensity.* Job Corps sites are fortunate to have great flexibility in retro-fitting or constructing appropriate, state-of-the-art facilities for programs. This factor, however, weighs in on those which require unusually high expenditures for relatively few participants.
- H. *In-house Value.* As stated above, some jobs can be useful on campus as part of the operating budget.
- I. *Standard Job Corps.* For purposes of identifying a Milwaukee niche, the possibilities were assessed as to whether or not they are generally "run of the mill" in Job Corps sites. Those that are received lower scores in an attempt to value uniqueness or a niche for the Milwaukee model.

Each of the nine factors could give a job specialty points in the matrix using the scale below:

|                 |   |          |
|-----------------|---|----------|
| Strong positive | = | 5 points |
| Above average   | = | 4 points |
| Average         | = | 3 points |
| Below average   | = | 2 points |
| Weak/negative   | = | 1 point  |

The matrix beginning on the following page will give the reader the full perspective on how the job classifications measured up. The letters at the top of each column correspond to the nine factors discussed above.

## Milwaukee Job Corps Niche Matrix

| Job Classification                         | Niche Factor Score |   |   |   |   |   |   |   |   | Tot. |
|--|--------------------|---|---|---|---|---|---|---|---|------|
|  | A                  | B | C | D | E | F | G | H | I |      |
| Carpenters                                 | 2                  | 4 | 3 | 5 | 2 | 4 | 4 | 5 | 2 | 31   |
| Bricklayers/stonemasons                    | 2                  | 4 | 3 | 5 | 1 | 3 | 4 | 3 | 3 | 28   |
| Carpet, tile, floor installers/finishers   | 1                  | 3 | 3 | 4 | 2 | 3 | 4 | 4 | 4 | 28   |
| Cement masons, concrete finishers          | 2                  | 3 | 3 | 5 | 1 | 3 | 3 | 3 | 4 | 27   |
| Drywall installers/finishers               | 2                  | 2 | 4 | 4 | 2 | 3 | 4 | 5 | 3 | 29   |
| Insulation workers                         | 1                  | 3 | 3 | 3 | 2 | 3 | 4 | 3 | 3 | 25   |
| Plumbers, pipefitters, steamfitters        | 2                  | 3 | 3 | 5 | 1 | 4 | 4 | 5 | 5 | 32   |
| Paralegals                                 | 5                  | 3 | 3 | 4 | 5 | 3 | 5 | 2 | 5 | 35   |
| Medical Assistant                          | 5                  | 4 | 5 | 3 | 5 | 5 | 4 | 2 | 4 | 37   |
| Home health/personal health care aide      | 5                  | 3 | 4 | 3 | 5 | 5 | 3 | 2 | 4 | 34   |
| Human service workers/assistants           | 5                  | 2 | 4 | 3 | 5 | 4 | 5 | 1 | 5 | 34   |
| Services sales reps                        | 5                  | 3 | 3 | 2 | 4 | 5 | 4 | 1 | 4 | 31   |
| Health information technicians             | 4                  | 4 | 3 | 3 | 5 | 4 | 4 | 2 | 5 | 34   |
| Physical therapy assistants/aides          | 4                  | 5 | 4 | 4 | 5 | 4 | 4 | 1 | 5 | 36   |
| Dental assistants                          | 5                  | 4 | 3 | 4 | 5 | 4 | 3 | 2 | 5 | 35   |
| Occupational Therapy Asst./Aides           | 3                  | 4 | 3 | 4 | 5 | 3 | 3 | 1 | 5 | 31   |
| Corrections officers                       | 5                  | 5 | 3 | 4 | 3 | 4 | 4 | 1 | 5 | 34   |
| Teacher assistants                         | 5                  | 4 | 4 | 3 | 5 | 5 | 5 | 3 | 5 | 39   |
| Flight attendants/ground crew              | 3                  | 4 | 4 | 4 | 5 | 2 | 1 | 1 | 5 | 29   |
| Security guards                            | 5                  | 4 | 4 | 1 | 3 | 4 | 5 | 2 | 5 | 33   |
| Police persons/detectives                  | 4                  | 3 | 3 | 4 | 3 | 3 | 3 | 1 | 5 | 29   |
| Pre-school teachers/child care workers     | 5                  | 3 | 4 | 1 | 4 | 5 | 4 | 2 | 5 | 33   |
| Sheet metal workers/duct installers        | 4                  | 3 | 4 | 4 | 3 | 3 | 3 | 1 | 5 | 30   |
| Receptionists                              | 5                  | 3 | 3 | 3 | 5 | 5 | 5 | 3 | 2 | 34   |
| Counter and rental clerks                  | 4                  | 3 | 3 | 2 | 3 | 4 | 5 | 2 | 3 | 29   |
| Nursing and psychiatric aides              | 5                  | 3 | 4 | 3 | 4 | 4 | 3 | 1 | 3 | 30   |
| Licensed Practical Nurses                  | 4                  | 4 | 4 | 4 | 4 | 3 | 3 | 2 | 4 | 32   |
| Information clerks                         | 4                  | 3 | 3 | 3 | 3 | 4 | 3 | 2 | 4 | 29   |
| Landscaping, groundskeeping, etc.          | 4                  | 4 | 3 | 3 | 2 | 3 | 3 | 4 | 4 | 30   |
| Line installers/repairers                  | 4                  | 5 | 3 | 4 | 2 | 4 | 3 | 1 | 5 | 31   |
| Office & administrative support supv       | 4                  | 2 | 4 | 4 | 4 | 4 | 4 | 2 | 3 | 31   |
| Hazardous materials removal workers        | 3                  | 3 | 3 | 3 | 3 | 3 | 3 | 1 | 5 | 27   |
| Cashiers                                   | 4                  | 3 | 3 | 3 | 3 | 4 | 4 | 1 | 3 | 28   |
| Auto mechanic/service technician           | 3                  | 2 | 3 | 4 | 2 | 3 | 2 | 4 | 4 | 27   |
| Bus drivers                                | 3                  | 4 | 2 | 5 | 4 | 2 | 2 | 1 | 5 | 28   |
| Plasterers and stucco masons               | 3                  | 3 | 4 | 4 | 2 | 3 | 4 | 4 | 2 | 29   |
| Auto body repairers                        | 2                  | 3 | 3 | 3 | 2 | 3 | 3 | 1 | 4 | 24   |
| Truck drivers                              | 4                  | 3 | 4 | 4 | 3 | 5 | 2 | 1 | 5 | 31   |
| Office clerks-general                      | 3                  | 2 | 4 | 3 | 4 | 4 | 4 | 2 | 2 | 28   |
| Chefs, cooks, kitchen workers              | 3                  | 3 | 3 | 3 | 3 | 5 | 3 | 5 | 2 | 30   |
| Janitors, cleaners, institution supv., etc | 3                  | 4 | 2 | 3 | 3 | 4 | 5 | 5 | 2 | 31   |

Most existing Job Corps programs have 10-12 specialties in their portfolios. Though imperfect, the matrix highlights that across all categories with significant BLS projected need, the top ten niches in rank order are:

- ♣ Teacher assistant (39)
- ♣ Medical assistant (37)
- ♣ Physical therapy aide/assistant (36)
- ♣ Paralegal (35)
- ♣ Dental assistant (35)
- ♣ Home health/personal health care aide (34)
- ♣ Human service worker/assistant (34)
- ♣ Health information technician (34)
- ♣ Corrections officer (34)
- ♣ Receptionist (34)

Several of these are not uncommon at existing Job Corps sites, though equally as many are. Perhaps more noteworthy is the strong tendency toward health and human services at the expense – in traditional Job Corps set-ups – of the trades and heavy industry.

Another way to dissect the matrix's calculations is to identify top scorers in five or more categories of occupations. For example:

#### *Automotive/Transportation Careers*

- ♣ Truck driver (31)
- ♣ Flight attendant/ground crew (29)
- ♣ Bus driver (28)
- ♣ Auto mechanic/service technician (27)
- ♣ Auto body repairer (24)

#### *Business & Commerce Careers*

- ♣ Paralegal (35)
- ♣ Receptionist (34)
- ♣ Security guard (33)
- ♣ Services sales rep (31)
- ♣ Office & Administrative support supervisor (31)
- ♣ Chef, cook, kitchen worker (30)
- ♣ Counter/rental clerk (29)
- ♣ Information Clerk (29)
- ♣ Cashier (28)
- ♣ Office Clerk-general (28)

#### *Construction & Facilities Careers*

- ♣ Plumber, pipefitter, steamfitter (32)
- ♣ Carpenter (31)
- ♣ Janitor, cleaner, institutional supv of cleaning (31)
- ♣ Sheet metal worker/duct installer (30)
- ♣ Drywall installer/finisher (29)
- ♣ Plasterer/stucco mason (29)
- ♣ Bricklayer/stonemason (28)
- ♣ Carpet, tile, floor installer/finisher (28)
- ♣ Cement mason/concrete finisher (27)
- ♣ Hazardous materials removal worker (27)
- ♣ Insulation worker (25)

*Health, Education & Social Services*

- ♣ Teacher assistant (39)
- ♣ Medical assistant (37)
- ♣ Physical therapy assistant/aide (36)
- ♣ Dental assistant (35)
- ♣ Home health/personal health care aide (34)
- ♣ Human service worker/assistant (34)
- ♣ Health information technician (34)
- ♣ Corrections officer (34)
- ♣ Pre-school teacher/child care worker (33)
- ♣ Licensed Practical Nurse (32)
- ♣ Occupational therapy aide/assistant (31)
- ♣ Nursing and psychiatric aide (30)
- ♣ Police person/detective (29)

*Other*

- ♣ Line installer/repairer (31)
- ♣ Landscaping, groundskeeping, nursery, lawn services (30)

Under this method, the top ten candidates for Milwaukee's model would be: truck driver, flight attendant/grounds crew, paralegal, receptionist, plumber, carpenter, teacher assistant, medical assistant, line installer/repairer, and landscaping/grounds crew.

This method appears to give weight to a mix of specialties that adequately cover diverse interests, aptitude levels, internal and external work environment preferences and learning styles. Given that it is probable that a national provider would operate the Milwaukee site, that provider might find economy of scale in offering related specialties that complement this list as precursors or post-track offerings. Of course, it is a given that services such as GED/HSED and English as a Second Language will be in the service mix.

Yet a third option for the first cut, of course, is to prioritize/weight the variables in the matrix or eliminate one or more of them. This may or may not affect the rankings significantly.

Despite the "science" of it all, there will likely be other factors that need to be looked at before final decisions are made. For example, two other possibilities that deserve consideration due to their strength in the Wisconsin/local marketplace are lithographic printing and business services (though broadly defined). Metal stamping and plastics/injection moldings also deserve a second look. The significant growth trends seen in these areas over the past eight years are expected to continue. It would be foolish not to be prepared to take advantage of that outplacement gold mine.

Finally, there have been popular press reports, but less thorough data released about the expected volume of tradesperson retirements in the local area. If this can be better documented, some modestly scoring trade specialties would warrant addition to the preliminary focus areas.

**What The Preliminary Review Did Not Cover**

Part Two of this report includes additional findings leading up to our final recommendations. We thought it useful for the reader to see the universe from which they emerged, however. The preliminary finalists, therefore, are listed shortly.

In Part Two, we examine the feasibility of whether or not the preliminary specialties were practical given the typical enrollment time in Job Corps settings and the standard aptitude deviations in the target population. Also reviewed is more specific saturation data in the local employment and training programs, any harder data on tradesperson retirements, and an updated read on the accomplishments of several new start-ups. Those answers pointed to alternative specialties for some on the preliminary list.

Part Two also includes some insight from young people in the targeted age group. This stems from parallel focus groups WCA has recently conducted with youth and the input of those who participated in a site visit to the Chicago Job Corps site. Their opinions were used to corroborate or refute the career interest areas and labor market specializations identified through other means.

### *A Residential Site Only?*

Similarly, we looked to the young people to comment on the notion of a blended site, meaning one that offers day program options as well as the standard Job Corps residential features. A site visit to the Portland, Oregon day-only program to better understand it's potential is pending as we go to press.

Our informal discussions and interviews with local persons in direct services to the target age group, confirm rather uniformly that the standard Job Corps residential format will be a useful strategy for many of the young people in need of such services. This is perceived to be true particularly for those with multiple barriers and great instability in living situation (e.g. "sofa surfers"). Can a blended site do that and attract others who would eschew the residency dimension or be a useful tool in creating separation from the highly structured traditional model?

Other issues raised by those same interviewees will require some additional strategy formation by Milwaukee vis-à-vis the standard Job Corps model. Those include:

- ♣ Whether to engage, and if so, how to engage those individuals with substance abuse issues admitted to or discovered;
- ♣ Whether to formally structure in the amenities for young families, such as family housing, child care, etc., or serve only individuals;
- ♣ Which public and private certificate, two-year and four-year schools and colleges have high-potential partnership services?
- ♣ If site finalists are identified by then, would the location(s) preclude any of the preliminarily recommended specialties?
- ♣ What have the evolving WIB, REACH-Milwaukee, and other initiatives emerged as?

We expect the readers of this report will have other questions or perspectives worthy of addressing in the final planning documents for Milwaukee.

### **Preliminary Recommendations**

Based on all the preliminary information gathered, WCA recommended to the Job Corps exploratory committee the following:

1. Plan on a residential model for Milwaukee, but leave open for further review the possibility of offering a blended model that would include a day-only program for appropriate candidates and/or those transitioning away from the more tightly structured residential component.
2. Consider the following list of career specialties as the pool from which approximately 12-14 will be finally selected as Milwaukee's niche in the Job Corps network:

#### **Automotive/transportation**

- ♣ Truck driver
- ♣ Flight attendant/ground crew (but particularly the latter)

- ♣ Auto mechanic/service technician

#### **Business & Commerce Careers**

- ♣ Paralegal
- ♣ Receptionist
- ♣ Security guard
- ♣ Chef, cook, kitchen worker
- ♣ Lithographic printing
- ♣ Information Technology

#### **Construction, Manufacturing & Facilities Careers**

- ♣ Plumber, pipefitter, steamfitter
- ♣ Carpenter
- ♣ Sheet metal worker/duct installer
- ♣ Drywall installer-finisher/plasterer-stucco mason
- ♣ Metal stamping
- ♣ Plastics/injection molding

#### **Health, Education & Social Services**

- ♣ Teacher assistant
- ♣ Medical assistant
- ♣ Dental assistant
- ♣ Home health/personal health care aide
- ♣ Health information technician

#### **Other**

- ♣ Line installer/repairer
- ♣ Landscaping, groundskeeping, nursery, lawn services

3. Given these realities:

- ♣ the demographic need in Milwaukee's central city;
- ♣ the difficulties of finding a geographical footprint that would not require granting of major variances from DOL Job Corps standards;
- ♣ the probability that to accommodate some of the career specialties above, new construction will be required; and
- ♣ the inherent value in having at least some of the physical plant used for the "real work" lab of participants

Seek only sites within a 10-mile radius of the City of Milwaukee CDBG area that offer both existing structures for upkeep or rehab and adequate acreage for construction of needed new facilities (dormitories, classrooms, specialty labs, etc.).

## Milwaukee Job Corps Final Report, Part 2

This report will present additional information that leads to the final list of recommended job/career specialties. It will also address these issues:

- ⊖ Whether to make the Milwaukee model a blend of residential and non-residential;
- ⊖ How to address the real life issues for likely participants that would otherwise limit or eliminate their likelihood of success;
- ⊖ How the emergence of other parallel Milwaukee initiatives should be accommodated; and
- ⊖ Key collaborations the planning committee will want to develop prior to implementation.

### **Final Recommendations on Job/Career Specialties**

Realistically, the “final” list of job/career specialties will be subject to review up until the time when concrete implementation planning begins. There is enough fluidity in the economy and the employment and training fields to make that caveat only prudent.

Based, however, on the information available to date, we have reviewed each of the preliminary recommendations and issue an assessment after each of those job/career specialties below. Included in this final assessment are any new data discoveries, the perceptions of the young people who participated in the Chicago site visit, the practicality of completing the specialty given the average Job Corps participant’s stay, and the overall balance of specialties in the model’s entirety. These factors, where present, are added to the preliminary analysis to reach the stated conclusion.

#### 1. Truck driver

The available data continues to point to strong job growth in the transportation industry, particularly in long distance trucking. Preparation time fits reasonably within the Job Corps enrollment average, although any necessity to remedy past department of motor vehicles violations will compound that. As an occupation, trucking requires long hours away from home and time alone. The advanced, on-road training required could be achieved through a contractual relationship with one of several private sector vendors. For space, capital investment and liability reasons such training on-site would be cost prohibitive. The PIC/WIB has an existing private sector contractual relationship under OJT and maybe an appropriate referral source for participants who develop an interest in the field.

#### **Final Recommendation:**

#### **Exclude**

#### 2. Flight attendant/ground crew

The preliminary recommendation for this specialty hinged mostly on the ground crew aspect, though the demonstrated need for flight crew persons is real. Only Milwaukee’s air traffic market size limits its dual-track potential. On the positive side, positions are well compensated with good benefits. The type of work is attractive for young people who admire travel opportunities. It is rare if not unparalleled in other Job Corps sites. The specialty will require some negotiated linkages with the marketplace, which is used to finding its own candidates. The specialty may be supported by existing connections through the Wisconsin Regional Training Partnership for the grounds crew component. Both tracks should fit within the typical Job Corps tenure or be an advanced training opportunity on the back end of Job Corps time. The recommendation is also predicated on the assumption that local

and state leaders will act to retain Midwest Express Airlines' growing operations hub at Mitchell International Airport.

**Final Recommendation:**

**Include**

3. Auto mechanic/service technician

While auto repair is a nearly guaranteed constant in American life, the preliminary assessment showed only modest growth in the field, in part due to increased automation of the service regimens. Those regimens are prone to change quickly and require constant upgrading of training and equipment. Milwaukee has several automotive repair programs on the CBO and educational institution level. REACH-Milwaukee was designed with an expansion of Esperanza Unida's program included. As a plus, there are bound to be Job Corps vehicles that could be serviced by the specialty. This is a close call. Our final recommendation below might be open for reconsideration if REACH-Milwaukee fails to implement the expansion.

**Final Recommendation:**

**Exclude**

4. Paralegal

We have learned that there is growing breadth to what is considered "paralegal" services. Correspondingly, the type of aptitude and amount of training is spread out across a similar breadth. Time did not permit researching a niche within the paralegal spectrum that might (or might not) fit well with the Job Corps culture. If sufficient interest exists on the Planning Committee this could be researched further, but for now the ambiguity results in the following recommendation.

*Final Recommendation:*

*Exclude*

5. Receptionist

National figures and local marketplace pressures make the receptionist specialization an easy one to defend on the demand side of things. The short supply has increased compensation and benefits in recent years. Changes in the workplace have made this more than a phone answering position. The positions are also often a stepping stone to other jobs within an organization. Overhead to train individuals is comparably low.

**Final Recommendation:**

**Include**

6. Security guard

As one manager in a temp agency put it to us: "Demand is high; qualifications and compensation are low." Private firms conduct their own training for individuals interested in this line of work. Those firms run the gambit in terms of work climate and compensation. Too many are inadequate on both counts. While this would be an easily chosen option for young people who are lacking in skill or focus, we don't think that Milwaukee Job Corps wants to begin with standards that low. And given the marketplace, most individuals who want a security guard job and can meet minimal qualifications could get one without the Job Corps experience behind them.

**Final Recommendation:**

**Exclude**

## 7. Chef, cook, kitchen worker

Southeastern Wisconsin has quality chef/cook training programs. MATC's is award winning. It also functions on a very long waiting list. National and local labor demand is high, though the higher paying jobs sit atop a very large pyramid of rather modestly paid cooking staff. Some institutional jobs in the public sector offer well-paid jobs with excellent benefits. There is also a benefit to the Job Corps campus to have such a specialization. Further exploration of a niche either leading into the vo-tech's offerings or complementary to it to meet other sector needs is recommended.

**Final Recommendation:****Include**

## 8. Lithographic printing

Prior to Governor Thompson's announced departure, there was talk about again expanding the State's printing apprenticeship program. It remains to be seen whether that will happen under new leadership. As Part One of our report highlighted, this specialty was far ahead of most business services in regional job growth. Wisconsin has a key economic stake in the printing market that appears to continue to rise. Compensation is well above average though upward mobility in job title is not as expansive as one might imagine. The computerization of the work, however, could translate into other occupations. There might be some limited in-house value for the Job Corps operational budget. A small social entrepreneurship experiment could also be feasible.

**Final Recommendation:****Include**

## 9. Information Technology

This category is as broad as it is fast changing, yet few would argue that it isn't a skill set for the future. Similar to the paralegal challenge, we did not put time into defining a possible niche here, though one will be required. Virtually every educational institution from high schools to two and four-year institutions has an array of info tech offerings. Private sector shops and community-based training programs are also plentiful. The PIC/WIB's regular contracts as well as REACH-Milwaukee have IT specializations. Based on the assumption that some niche can be found we have issued our recommendation. Failure to find a niche might change that.

**Recommendation:****Include**

- 10. Plumber, pipefitter, steamfitter
- 11. Carpenter
- 12. Sheet metal worker/duct installer
- 13. Drywall installer-finisher/plasterer-stucco mason

We intentionally cluster these four specialties based on further examination of available data. The Wisconsin Regional Training Partnership graciously submitted a brief in response to Part One of our report and provided data and first-hand experience of the escalating labor need in these and other (e.g. road building) trades. Their information and that of the labor unions regarding upcoming openings due to retirements as well as job growth is convincing. UWM's periodic job opening surveys corroborate the need. We have some misgivings about the often promised, but much less often realized union membership extended to individuals who come through pipelines such as Job Corps, but that might be improved upon given the labor need. Even if it could, Job Corps could only begin the journey for participants given the average stay compared to the multi-year apprenticeship/journeyman process. There are also opportunities with these skill sets in non-union shops, however. Obviously, the campus will benefit from such specialties as well.

**Final Recommendation:****Include**

- 14. Metal stamping
- 15. Plastics/injection molding

The aforementioned UWM study (Employment & Training Institute) in 1999 reported that 20-25% of the area's job openings were in manufacturing, even though the expected (new) job growth for the sector is sub-par compared to others. These two specialties might be joined or displaced by others from the manufacturing sector. The PIC/WIB, vo-tech colleges, CBOs and WRTP have contracts with various industries to train specialized employees and feed them to employers in need. Again, at best a niche within a niche would have to be found. Such start-ups, though sometimes subsidized by the industry would not come cheaply. Any potential here needs further definition rather than rote acceptance of BLS job classifications.

**Final Recommendation:****Exclude**

- 16. Teacher assistant

In Southeastern Wisconsin and statewide, K-12 teachers, paraprofessionals and teacher assistants are in short supply. The Job Corps model will only be conducive as a stepping stone to full licensure as an educator, but paraprofessionals and teacher assistants in the public school systems earn good wages and excellent benefits. More than ever, the local districts and unions are open to partnerships that can produce quality personnel for their schools.

**Final Recommendation:****Include**

- 17. Medical assistant
- 18. Dental assistant
- 19. Home health/personal health care aide

Signals are mixed on this cluster of support positions within the health care field. They are not unusual inclusions for Job Corps across the country and market demand, though volatile in recent years has had more "up" periods than "down". Persons in the field were contradictory as to whether or not the Job Corps typical enrollment period could position a participant strongly for the available jobs. We recommend a small task force of appropriate industry departmental or HR types be convened to get to the bottom of this question.

**Final Recommendation:****TBD**

- 20. Health information technician

Further investigation revealed that this "specialty" could be incorporated in the previously recommended information technology focus, and does not warrant separate consideration. Similar attitudes exist for telecommunications info techs/service reps, even though local industry has a big need for those workers.

**Final Recommendation:****Exclude (as self-standing)**

- 21. Line installer/repairer

The WIB already has an OJT contract for this type of work with the cable industry sector. Nationwide it is projected to be a growth occupation, and although Milwaukee's private and public sectors have

teamed up to focus on growing or attracting more technology and optical businesses to the local economy, it is not yet a mainstay of the economy. Most companies who do this type of work also have extensive in-house training programs.

**Final Recommendation:**

**Exclude**

22. Landscaping, groundskeeping, nursery, lawn services

This specialization remains on the “bubble”. There is a need for workers in the industry locally and nationally, albeit mostly seasonal. The Milwaukee Community Service Corps has developed a reputation and considerable fee-for-service business in preparing young adults for the field. Pending further negotiations of how the specialty could complement their work.

**Recommendation:**

**Exclude**

**Definition of Job Corps Campus Life**

Most of the Job Corps campuses around the nation follow a rather standard, highly structured residential format that aims to bring personal behavioral change and stability to participants’ lives as much as new occupational skills. This, in part, is what has earned the movement its bi-partisan congressional and administrative support for more than 35 years.

The residential element is most obviously necessary for those Job Corps campuses that are set in remote areas, including the Blackwell site in northern Wisconsin. Some urban areas, however, have either blended their model to include both residential and day program components, or as in the case of a small number of agencies, run only daytime, non-residential programming.

One such campus is the smaller Pivot Job Corps just outside the downtown of Portland, Oregon, run by a partnership between the City of Portland and the Portland Public School District. There, an all-female enrollment attends for a slightly longer “work day,” then returns to their home residences. The site is also unique because it offers just one vocational specialty beyond the HSED/GED coursework: business/clerical and computer science. Enrollment is capped at 50 participants.

A significant number of the enrollees are parenting and continue to fulfill their parental obligations in the non-Job Corps hours of their day. There are four standard residential campuses within a half-day’s drive of Pivot.

The flipside of the programmatic success of the highly structured residential model is a significantly high wash out rate at most campuses. While the national private providers for the vast majority of campuses do a masterful job at camouflaging the attrition, the fact remains that while the occupational skill sets available are attractive to participants the campus culture often is not.

At the Chicago Job Corps site, less than 80% of enrollees make it to even their 60<sup>th</sup> day, and the average tenure is just 175 days, less than 6 months. A conscientious service provider will admit that it is tough to “turn around” a young life in such a short programmatic interface. While some of this attrition is no doubt attributable to a healthy economy and ample jobs, the fact remains that the one-size fits all residential model does not fit all. This is evidenced by not only the aggregate attrition numbers but the volume of participants who go AWOL from even highly rural sites, choosing to risk a long walk or even perilous journey over staying in the culture. Most sites choose to state that it was simply a programmatic mismatch; others would contend, however, that opportunities are lost by losing so many young people who stepped forward with an interest in self-improvement.

Regarding Southeastern Wisconsin, some will argue that we already have day program corps experiences, such as the Wisconsin Conservation Corps and the Milwaukee Community Service Corps. Both those entities fight their own attrition battles, and often from the reverse perspective: that the individual's life is so unstable that s/he can't focus energy on the job.

Though disappointingly small, the group of young people who visited the Chicago site as part of our research (inclusive of a couple MCSC corpsmembers) were universally uninterested in the highly structured residential aspect of the Job Corps experience, even when strongly attracted to a particular vocational track offered there. Clearly some of those misgivings could be overcome with an effective marketing and "admissions counseling" approach, but for many young adults in the latter years of the Job Corps target age group, the prospect will be difficult to make appealing. Mature adults may see the experience as just what is needed, but if the participant does not, their tenure will be short and the slot often times wasted.

It appears to us that there are numerous arguments for a blended model of residential and day-only programming to be part of Milwaukee's niche. Both could be structured to effectuate the personal behavior shifts desired and the residential option would meet the need identified by the WCC and MCSC in terms of the provision of stability for highly mobile participants or those in chaotic home situations.

The day-only program could serve several functions, including appropriate status for parenting participants, a phase of participation earned by successful goal accomplishment in the residential component, and as a transition to full independence for those who are completing a particular vocational track. The "graduation" into the independent living component could be a very tangible benchmark for individual development plans and a visible reminder to those still in the residential component that success is achievable, to be expected. Staffing for a blended model would obviously look different.

We even see value in a third component being blended in to keep young families intact and provide a safe, supportive environment for them to create family norms while achieving individual goals. This is discussed in the following section of this report as a recommended program amenity.

Finally, as a flexible element of the blended model dedicated to timely intervention, the Milwaukee campus might choose to keep some residential space available for those who flounder once outside the residential structure. This transitional support element will improve the success numbers in the long run as long as it is run so as not to create dependence on that safety net.

## **Recommended Optional Enhancements for the Milwaukee Model**

### *Serving Intact Young Families*

Job Corps is focused on the individual. Like many social and employment/training interventions its accomplishments are also diminished by the regression and recidivism that often occurs once a corpsmember leaves the highly structured campus environment and returns to a spouse/significant other and/or extended family that live a life in sharp contrast to the Job Corps values and behaviors.

More and more social practitioners are realizing that intervention with the individual is not enough. Dysfunctional family systems quickly unravel the individual's progress or intent on continued self-improvement, and therefore, are seen as being a needed addition to the intervention plan. Others are going further, such as the community-centered social service movement in the literature and practice, and working to create healthy individuals in healthy families that live in healthy community.

While such a tall reconstructionist philosophy would be too broad for the Job Corps experience, Milwaukee's niche could be partially defined by intentionally helping individuals in their family context. Among all the Job Corps sites researched and/or visited none is focusing beyond the individual. Whether

legally married or not, there are more young family units in Milwaukee than might be imagined who are struggling with getting an individual and collective foothold in the economy in a family-supporting way.

What if the Milwaukee campus included a limited number of cottages for married (or some other standard of commitment) couples with a child or children to help them create a family system undergirded by the Job Corps values and behaviors? The adults would be expected to fulfill their Job Corps duties as individuals and appropriate campus rules could be extended to the conduct in the “private” cottages to enable the young family to have stability and a chance to develop patterns that can withstand external pressures once their Job Corps experience is over.

Milwaukee’s Job Corps could reclaim in a most progressive way the concept of “family values.”

It is our contention that the Corps movement’s de facto impact decay for the individual who simply returns to a counterculture home environment could be significantly reduced, if not eliminated. Furthermore, the Corps’ reach could stand a chance for extending to the next generation in those families – the children -- in ways other than the residual benefits of one adult’s paycheck, however long it may be earned.

### *Addressing the Reality of Addiction in our Community*

While not totally surprising, it was impressive to hear without fail from providers of all types that for even the best designed programs, alcohol and drug addictions were undermining satisfactory outcomes for rapidly growing numbers of Milwaukeeans. As mentioned in Part One of our report, the W-2 administrative entities now estimate that 60-70% of those individuals who remain in their caseloads are impeded by an addiction. The scourge knows no age boundaries and Milwaukee Job Corps needs to be prepared for a proportional prevalence in its targeted population.

National providers of Job Corps sites have both published and de facto approaches to the issue. Most eliminate from consideration those who test positive during the recruitment/application phase (though not always). And through a mixture of testing policies and programs, most apply an EAP approach to those who fail random tests once enrolled. Repeat violations, of course, result in dismissal from the program.

Opinion will be strong and diverse on whether an employment and training program is really the place to try to place an individual’s addiction in check. Given the prevalence of the problem in our community, we don’t see how a Job Corps can avoid the issue without quickly being accused of creaming applicants and avoiding the true need of local neighborhoods.

At the same time, we do not feel that Job Corps should get away from its core competencies of general personal development and occupational skill training.

The solution, we believe, is to factor in from start-up a contractual relationship with a proven provider of addiction intervention that can be woven into the Job Corps culture. There might be multiple options, but one provider with whom we had general discussions is Meta House. Their model of helping women and their children through the throes of addiction is unique and widely acclaimed. Residential living is a core ingredient of their success, though they are challenged to sustain funding for the highly successful program that keeps women and children together while addiction as a family system issue is tackled. Linking treatment to real life goals and needs such as shelter and employment are central to the approach.

The concept needs more in-depth exploration, but we do not see Milwaukee’s model gaining from a “head in the sand” approach on this topic. Nothing could establish Milwaukee’s niche better than successfully moving to stability and independence this most challenging population of our community. Again, the benefits will be multi-generational.

### *Child Care*

Even if the Planning Committee and the national provider that is ultimately chosen elect to disregard the two previous topics in the implementation of Milwaukee's model, failure to address young parents' child care needs will be extremely counterproductive.

We highlight here up front that child care and early childhood education constitute a significant percentage of WCA's business, and therefore, we have a bias towards the matter's importance in community life. Nonetheless, the still widespread issue of parenthood-too-soon is a reality that must be accommodated if the 16 to 24-year old population is going to be fairly served.

Many Job Corps sites that began with no attention paid to the issue have now moved to tackle the need because of its direct and powerful distraction for parenting young adults. (Chicago Job Corps, a \$30 million upstart, just secured an external grant of \$1million to start their own child care operation.) Any employer in the existing market will tell you that child care issues impede employee punctuality, attendance and attentiveness even for "mature" employees. Those working with teen or young adult parents scoff at any approach as being insincere in its stated goals if it does not aggressively address the issue.

As early as Part One of our report we eliminated child care/early childhood education as an occupational specialty for Milwaukee's Job Corps, but that does not imply that we do not believe the model must progressively take action. Whether on-site and self-run or contracted to a nearby vendor, the service will help retention of participants who will otherwise be torn between their loyalties to their own development goals and their family obligations. If appropriately structured, the provider's operations could also be a useful lab for the included specialization in Teacher Assistant preparation.

### **Accommodating Other Emerging Community Initiatives**

Part One of our report specifically mentioned three emerging entities whose activities would need to be monitored to assure that the Job Corps model is complementary in design: the Wisconsin Regional Training Partnership/Milwaukee Jobs Initiative, the PIC/WIB, and REACH-Milwaukee. We add to that list three other entities that are in transition or are soon expected to be: the Milwaukee Community Service Corps, the Milwaukee Foundation's Community Youth Strategy and Milwaukee Area Technical College.

#### *Wisconsin Regional Training Partnership/Milwaukee Jobs Initiative (WRTP)*

The Annie E. Casey Foundation-funded Milwaukee Jobs Initiative will sunset in 2004. One of its main accomplishments has been support of the partnership between business and labor known as the WRTP. The WRTP currently has strategic planning underway to further focus its activities for 2001-2004 and beyond. Market niche, sustainability and collaborations are central planning process themes.

The WRTP currently has specializations in manufacturing, hospitality, health care, telecommunications, transportation and construction. In brief, the group's work in those specialties includes brokering four resources: funding, training, employer demand and potential employee recruitment (via a network of community-based organizations). An unsurprising union-supported interest of WRTP's work is creation of more permanent jobs and a corresponding reduction in the volume of temporary employment agency placements.

WCA is facilitating the initial phase of WRTP's planning and will be well positioned to assure as much symmetry as possible between their future and Jobs Corps. Thus far, it is evident that WRTP is strong on employer partnerships and brokering specialized trainings that result in guaranteed job placement. We believe that there may be considerable potential for the WRTP to be any Job Corps model's outplacement arm as a direct example of complementing rather than duplicating existing assets in the community.

*Private Industry Council of Milwaukee County Evolving to a Workforce Investment Board (PIC/WIB)*

The PIC/WIB has just completed implementation of the legislatively mandated Youth Council that will help determine how the local non-profit will spend its more limited and reclassified youth and young adult moneys. Frankly, the dust is still settling on how it will function and where its emphases will be.

Partnership with the WIB will be important on at least three fronts:

First, their \$24 million REACH-Milwaukee Initiative focuses on the same target age group, albeit within tightly defined geographic boundaries. The Initiative is off to a slow start, but has resources and a parallel mission. Residential services were even in the initial proposal's scope. At the very least, a Job Corps model should be an option extended to residents of the focus area and the REACH staff should be able to assist with post-enrollment case management of those individuals.

Second, the WIB will continue the PIC tradition of On-the Job training contracts (OJT). These tailored contracts with employers who receive subsidized training of individual recruits to meet an existing labor shortage could be excellent transition services for Job Corps participants. At the same time, individuals who do not flourish in the OJT system might be appropriately referred to Job Corps if age-eligible.

And finally, for at least the time being, the WIB will continue the Step-Up program, that included in-school employees who work on employment readiness and employment placement for high school students. Those employees, along with other school personnel, should be a natural pipeline of young people in need of the Job Corps model, however it is ultimately defined. Similarly, individuals who are not deemed eligible for the new Milwaukee Technical High School, could be directed to Jobs Corps as an alternative to dropping out.

*The Greater Milwaukee Foundation Youth Development Initiative*

After several strategy re-alignments, the Foundation is in the early stages of investing in its own model of youth development at the same time it tries to act as a catalyst for a broader community discussion and best practices on the issue. At one end of the focus population, Job Corps should be a part of the Foundation's continuum and might benefit from the learnings taking place around the most effective practices for reaching Milwaukee's youth and young adults, especially as it relates to inclusion of the young people in governance of local initiatives.

*Milwaukee Area Technical College and the Milwaukee Community Service Corps*

Both of these institutions are in or are nearing times of important transition due to leadership changes at the board and management levels. Any re-tooling of focus for one or both of these entities should be factored into the Job Corps design. To date, it is too early to tell what that fit might be, but continued due diligence on the transitions is encouraged.

## **Summary**

Milwaukee has many assets to wrap-around a Job Corps model. At the same time, Job Corps can fill an important gap in the service to youth and young adults in the community who are not finding completion in the existing local programs.

The final recommendations of specializations for the Milwaukee Job Corps will require ongoing monitoring as the timeframe grows between this report and any actual implementation.

To truly have a niche in town and in the Job Corps movement, however, might require looking beyond the simple occupational focus areas to a more holistic model that breaks the mold. Included in such a vision would be services to intact young families and individuals who wrestle with issues of addiction.