



Tom Barrett
Mayor, City of Milwaukee

May 2, 2014

Dear Alderman Davis,

Pursuant to your request, please find below a discussion relative to our conversation on the proposed Transitional Jobs collaboration between the City of Milwaukee and the Milwaukee Area Workforce Investment Board (MAWIB) and United Migrant Opportunity Services (UMOS). Mayor Barrett proposes for the consideration of the Community and Economic Development Committee and the full Common Council an appropriation of \$283,500 from the Community Development Block Grant – Reprogramming allocation to support this collaboration. If the Common Council adopts this appropriation, our goal is to submit the implementing resolution for the consideration of the Public Works Committee on May 21st and the full Common Council on June 3rd.

Background and Eligibility Criteria

The State of Wisconsin, Department of Children and Families awarded funding from the Temporary Assistance for Needy Families (TANF) program to MAWIB and UMOS to assist unemployed parents and low-income workers in transitioning into the workforce through subsidized employment.

The goals of the program are:

1. To transition participants into stable unsubsidized employment.
2. To ensure that both parents support their children through stable unsubsidized employment.
3. To enhance parental capacities and long-term child safety through stable unsubsidized employment.
4. To transition participants in out-of-home care into independent living through stable unsubsidized employment.

These agencies match participants with “host” businesses that provide work opportunities and training. Participants are employees of MAWIB or UMOS and are placed in assignments for a period not to exceed 1,040 hours. The agency is the employer of record and consequently responsible for all employment requirements, including but not limited to fulfilling I-9 requirements, payroll taxes, unemployment compensation, worker compensation and IRS reporting.

It is important to note that by engaging in this partnership, the City will not be employing participants as replacement workers or replacing or delaying the recall of seasonally laid off workers. Furthermore, this partnership will not result in employees being displaced or terminated, and will not delay the filling of current vacant and funded positions. Please find enclosed an April 4th correspondence from DPW.

The following table outlines the funding levels, collaborative partners and eligibility criteria for the agencies:

	MAWIB	UMOS
Funding Level	\$1.7MM	\$7MM
Collaborative Partners	<ul style="list-style-type: none"> • United Neighborhood Centers of Milwaukee • Social Development Commission • St. Charles Youth and Family Services 	<ul style="list-style-type: none"> • Milwaukee Urban League • Northcott Neighborhood House • Silver Spring Neighborhood Center
Eligibility Criteria	<ul style="list-style-type: none"> • Must be 18-21 years old at the time of enrollment • Must be aging out or have aged out of the Foster Care system, or have been in Kinship Care or have been involved in the Child Welfare system • Must have been unemployed for the last four consecutive calendar weeks prior to enrollment • Proof of an annual household income that is less than 150% of the federal poverty guideline for the household size • Cannot be receiving W2 benefits and not eligible to receive Unemployment Insurance Compensation • Proof of Milwaukee County residency 	<ul style="list-style-type: none"> • Must reside within the program area at the time of enrollment (Sherman Blvd. to Hwy 43; Mitchell St. to Silver Spring Dr.) • Must be 18-64 years old at the time of enrollment. • If older than 24 years of age, must be the biological, adoptive or primary relative caregiver of a child under the age of 18. • Must have one of the following: a child support order, a child welfare reunification plan or be an ex-offender. • Must have been unemployed for the last four consecutive calendar weeks prior to enrollment. • Cannot be receiving W2 benefits and not eligible to receive Unemployment Insurance Compensation. • Have an annual income that is less than 150% of the federal poverty guideline for the household size.

As you are aware, Common Council File 131797 approved a Host Worksite Agreement between the City and UMOS for an initiative to utilize 25 UMOS transitional jobs program participants to perform City street maintenance activities for up to 1,040 hours, with UMOS as the employer-of-record and the

Department of Public Works (DPW) as the host worksite. Funding for this initiative was supported by existing funds within the DPW budget.

Current Recommendation and DPW as Host Worksite

The current recommendation of \$283,500 will support an additional 75 assignments with both MAWIB and UMOS as employers-of-record and the DPW serving again as the host worksite providing job experience, skills acquisition and meaningful and needed work.

DPW has identified several service areas that could be supplemented by the use of the agencies' program participants. It employed the following criteria to determine the appropriate number of placement opportunities:

- DPW service area and needs within divisions
- Capacity to train and manage participants consistent with agency requirements
- Capacity to administer program
- Greatest potential for success with placement opportunities in the private or public sector

Additionally, MAWIB and UMOS expressed the importance of capacity and creating the greatest opportunity for participants' success in obtaining unsubsidized employment after the completion of 1,040 hours. The following proposal has been agreed upon by DPW, MAWIB and UMOS. Upon Common Council adoption and orientation of interested persons (discussed below), agencies will determine how many placements will be made with each respective organization. Of a total of 75, the expectation is that MAWIB will facilitate about 20-25 and UMOS will facilitate about 50-55 placements.

These 75 placements will work under the direct supervision of City supervisors and alongside City employees. DPW supervisors will train and monitor performance of the transitional workers, communicating that performance with the workers' employer-of-record. This relationship is designed to ensure training and development of the workers' employment skills.

DPW has extensive contact with contractors in the construction industry who have communicated the need for trained and skilled workers. DPW feels that the work opportunities it has identified for the transitional jobs collaborative lend themselves well to providing the training and experience needed by the construction industry.

Each of the 75 work opportunities identified represent approximately 6 months' worth of full-time work. However, DPW will look for opportunities to rotate between assignments, thereby increasing the variety of work experience and skills obtained.

The following table illustrates Mayor Barrett's and Commissioner Korban's recommendation for job functions within divisions, number of placements per function and City and Agency total costs.

DPW Division	Nature of Assignment	Task	Placements Per 6 Month Period	City			Agency	
				Supplemental Wages and Taxes	Supplies, Materials and Equipment	Total City Cost	Wages and Taxes	Total Cost
Electrical Serv	City Laborer	General labor assisting crews in streets lighting, signal related work.	12	45,360	6,000	51,360	115,404	166,764
Water	Water Distribution Laborer	Water Distribution Laborer type assignments working with a Utility Investigator as a helper in investigating leaks, turning off water at the curb, responding to emergencies.	3	11,340	1,500	12,840	28,851	41,691
Water	Hydrant Service Worker	Inspection and maintenance of hydrants throughout the MWW Service area	8	30,240	4,000	34,240	76,936	111,176
Sewers	City Laborer	General labor assignments assisting the repair crew, including use of tools, digging, sweeping job locations, preparing pipe, install barricading, etc	3	11,340	2,050	13,390	28,851	42,241
Parking	City Laborer	Parking meter and parking space line painting	2	7,560	1,000	8,560	19,234	27,794
Fleet-Services	City Laborer	Cleaning garage, large vehicles, general labor	2	7,560	1,000	8,560	19,234	27,794
Parking	Lot Attendant	Cleaning and detailing of vehicles; lot maintenance; building cleaning and light maintenance.	2	7,560	1,000	8,560	19,234	27,794
Forestry	City Laborer	Trimming, pre-mowing debris collection, back-fill of stump removal	13	49,140	29,250	78,390	125,021	203,411
Sanitation	City Laborer	Sweep road medians, debris collection, cart repair, door tagging, neighborhood clean-up	30	113,400	60,000	173,400	288,510	461,910
TOTAL			75	283,500	105,800	389,300	721,275	1,110,575

For your reference, the City's minimum rate of pay for the City Laborer position is \$14.95/hour.

Critical elements and provisions of the partnership between the City and the MAWIB and UMOS will be documented in the respective agency's Worksite Agreement and Addendum. These documents will include the Collaborative Worksite Agreements in their original form as well as the changes and additions to the agreements in the form of Addendums.

Other items to note regarding DPW as a program host worksite include:

- For each assignment, a description of the nature of work and tasks to be performed, as well as the requirements for the assignments, will be provided to the agency for initial screening. DPW will be responsible for final screening and hiring. DER will coordinate all background checks, pre-employment drug testing and pre-employment medicals for those candidates who accept a conditional offer of employment.
- Participants will be required to comply with all applicable work rules and policies of the Department of Public Works as well as those of the hiring agency.
- Participants will be subject to DPW's random drug testing policy.
- Participants will receive orientation upon hire relative to their job assignments, responsibilities, and expectations.
- DPW will supply necessary safety equipment and tools, including safety shoes.
- Participants will report to the appropriate DPW location and will have work hours that are consistent with the respective work unit. No overtime or weekend work will be required. Transportation from DPW reporting locations to field locations will be provided by DPW.
- Participants will not operate city vehicles.

- Supervision will be provided consistent with requirements of the worksite agreement.
- Participant work hours will be approved by a DPW employee and reported to the agency consistent with provisions of the worksite agreement.
- Participants will be paid \$10.10/hour for actual time worked, with \$7.25 subsidized by the agency and \$2.85 funded by the city.

Recruitment, Tracking and Process

If the Common Council should support this recommendation by adopting the implementing resolution, the MAWIB and UMOS will collaborate on a joint recruitment process. The agencies will conduct outreach to market the available opportunities with the City, highlighting eligibility requirements. A joint orientation of interested persons will occur and they will be screened according to eligibility criteria of each agency and be determined to fit in the following categories.

- **Not eligible:** Those who inquire about the opportunity and follow through with an orientation but are not eligible for this particular program will be provided information about other services he or she may be eligible for, including WIA, FSET, Children First, Pathway to Fatherhood, Child Support services, and Child Welfare services.
- **Eligible not placed:** Those who are eligible but do not receive a placement will be entered into a tracking database for future consideration for this program or other opportunities for job placement or training.
- **Eligible and placed:** Once a placement is made the following information is collected, as discussed in the following section.

Information Collected

Among the key objectives during the initial placement of persons into subsidized positions is developing an employability plan and identifying other services that may be needed. The case manager will work with the participant to get him or her connected to other services while in their subsidized employment, help them learn to manage work and other activities, and teach them how to job search and stay connected to the workforce. In addition, participants may participate in other types of training, such as training in financial literacy.

Both MAWIB and UMOS collect data on participants at the time of application, during placement in the Transitional Jobs program, and when unsubsidized employment is secured. The application process collects a range of data on participants, including demographic information, work experience, education, and income. The agencies work with applicants to identify potential transitional job placements, including personalized employability plans, updated resumes, assessments and related employment services.

When placement occurs, information is collected on employer, position, start date, and pay rate. During placement, participant work experience is tracked, including hours worked, attendance, quality of work, and whether there are any concerns or complaints by the employer. Case managers work with the employer and participant to resolve any issues that arise and to monitor the participants' job performance.

Case managers also use application information to develop referrals to support services and agencies, such as basic skills, housing, child support or legal services, based on the participant's needs and eligibility. Case managers work closely with the participants during their transitional employment, providing assistance in securing unsubsidized employment. When participants secure unsubsidized employment, the agencies track data such as start date, employer, position, pay rate, and full or part time status.

Before participants are referred to the host agency, they are given the worksite's job description and are informed of all pre-employment requirements. Participants placed with the City will need to successfully complete background checks, drug screens, and pre-employment medicals.

Conversations are ongoing relative to integration of these data points with the Data Hub and any other information-sharing options.

Enrollment in City Resident Preference Program (RPP)

The City will enroll all eligible participants in the City's RPP to improve the participants' marketability with construction contractors seeking employees with that certification.

In order to be certified, an individual must reside within the City of Milwaukee. In addition, the individual must meet the work criteria for residency; i.e., any *one* of these criteria: Either has not worked within the last 30 days; or, has not worked more than 1200 hours in the past year; or, fits the "underemployed" criteria. The *individual* must also provide a "proof of residency" which shows that they live at the address they are requesting for verification.

The database for all RPP individuals is maintained in the DPW Contract Office. When an individual is listed on a time report as a RPP resident, their name is checked against the database prior to their hours being counted toward RPP participation. Other organizations (such as Big Step, Prism Technical, Cross Management), as well as contractors, often contact the DPW Contract Office to check whether an individual has been verified for residency participation.

Should an individual move outside of the City of Milwaukee, they are no longer allowed to be counted toward residency participation. Should an individual move but stay within the City of Milwaukee, their *change* of address is verified as simply a change of address, and they do not have to re-fit the work criteria categories.

City/Agency Coordination

DPW will coordinate with agencies throughout the duration of this collaboration, and will monitor and report on its success in providing increased service delivery, employment training and skills to participants and future employment to participants. Additionally, DPW will continue to coordinate other jobs training efforts currently underway in DPW, including: Clean and Green Program - Partnership with Wisconsin Conservation Services; Leaf Collection Program - Partnership with Wisconsin Community Services; Urban Forestry Training Program - Partnership with MAWIB & WRTP/BIG STEP ; Dombrowski Landscape Trainee Program - Partnership with MAWIB; Housing Demolition Program - Partnership with Wisconsin Community Services; Earn and Learn Program - Partnership with Manpower; Vacant Building Board-up Operations - Contract with Cream City Wrecking and Running Rebels Community Organization; Milwaukee Job Corps Center Concrete Field Training.

The MAWIB will assign a specific contact person to do a weekly check in. This person will identify any problems where the case manager would need to provide support to the employer to address challenges that may occur.

Proposed Timeline

- May 5th, Community and Economic Development Committee recommends CDBG-R funding allocation to full Common Council
- May 13th, Common Council adopts CDBG-R funding allocation
- May 21st, Public Works considers implementing Resolution
- June 3rd, Common Council adopts implementing Resolution
- June 4th-July 31st, recruitment, orientation, screening and placement**
- August 4th, placements begin work on job-sites (Schedule will be updated as necessary and is subject to change or potential staggering of start dates).

I hope this information will be useful. Please feel welcome to contact me for any additional information.

Sincerely,

Leslie Silletti – Office of Mayor Tom Barrett

c: Community and Economic Development Members

enc: April 4, 2014 Mr. Thomas correspondence to Mr. Wischer



Department of Public Works
Administration

Ghassan Korban
Commissioner of Public Works
Preston D. Cole
Director of Operations

April 4, 2014

Ken Wischer, District Council 48
3427 W. St. Paul St.
Milwaukee, WI 53208

Dear Mr. Wischer:

I am writing to clarify some issues related to the Transitional Jobs Program. This program is a partnership between the City and two local agencies; United Migrant Opportunity Services (UMOS) and the Milwaukee Area Workforce Development Board (MAWIB).

In early 2014, the City, as a "Host Worksite" will employ 25 program participants in a project in the Infrastructure Services Division (ISD) of the Department of Public Works. These participants will be working to supplement existing ISD staff in the street repair activities (primarily pothole repair).

Please note: These participants will be placed only after all seasonally laid off employees have been recalled. Further, any current vacant and funded position will be filled before these participants will be placed.

If you have any questions please contact me.

Sincerely,

Dan Thomas M.P.A., J.D.
DPW Administrative Services Director

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