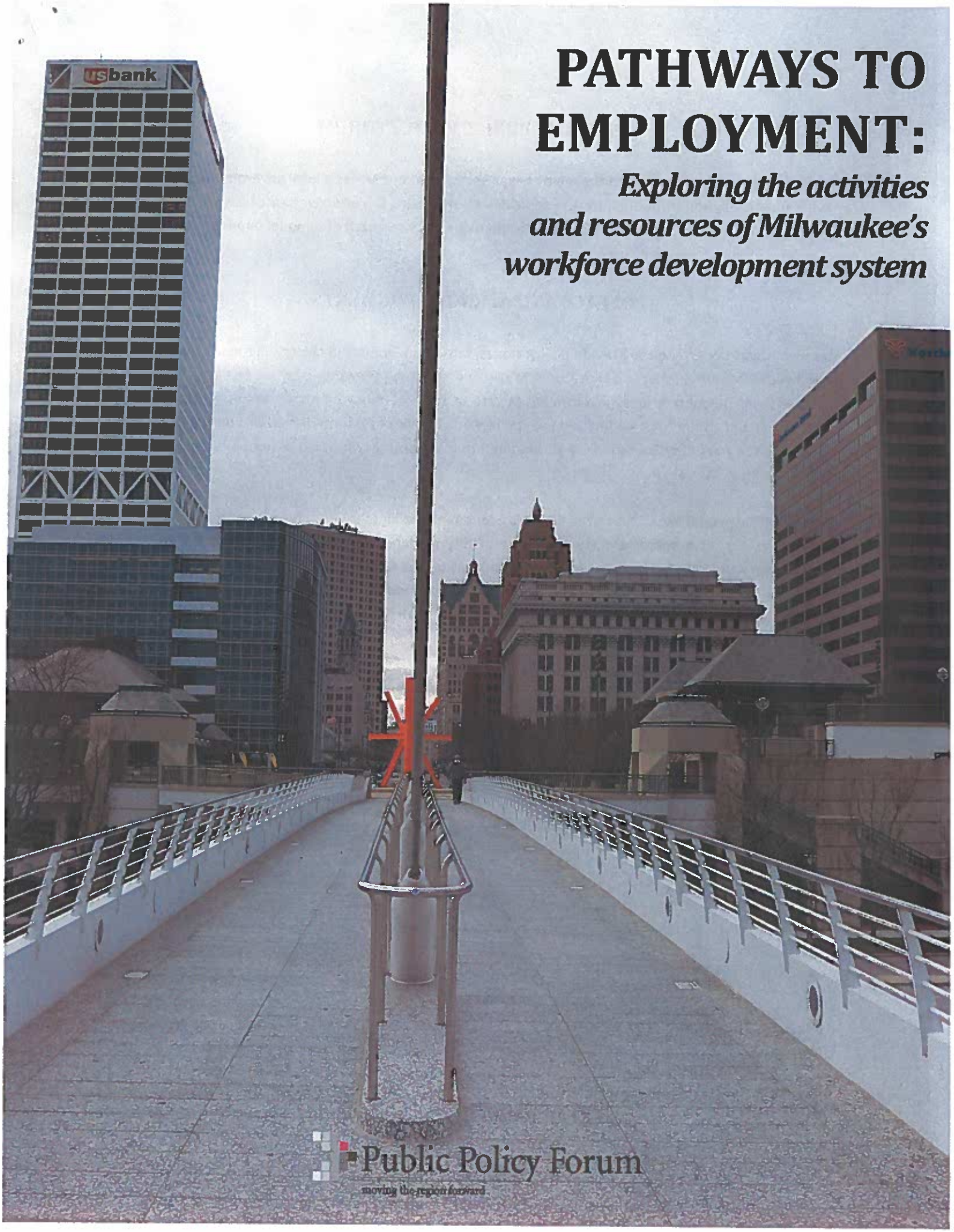

PATHWAYS TO EMPLOYMENT:

Exploring the activities and resources of Milwaukee's workforce development system

Public Policy Forum

moving the region forward

ABOUT THE PUBLIC POLICY FORUM

Milwaukee-based Public Policy Forum – which was established in 1913 as a local government watchdog – is a nonpartisan, nonprofit organization dedicated to enhancing the effectiveness of government and the development of southeastern Wisconsin through objective research of regional public policy issues.

PREFACE AND ACKNOWLEDGMENTS

This report was undertaken to provide policymakers, business leaders and citizens in the Milwaukee region with information that will allow them to better understand the range of workforce development activities being pursued by local government, private sector, and nonprofit organizations. We hope that government and community leaders will use the report's findings to inform discussions during upcoming policy debates, budget deliberations, and civic gatherings regarding workforce development programs and strategies in our region.

Report authors would like to thank the Forum's Economic Development Committee, consisting of 20 Public Policy Forum members and Trustees, for providing guidance during the research process. In addition, we would like to thank the leadership and staff of the Milwaukee Area Workforce Investment Board and Milwaukee Area Technical College, as well as staff and leaders from other workforce development organizations examined in this report, for all of their assistance in providing budget and programmatic information and patiently answering our questions.

Finally, we wish to thank the Helen Bader Foundation for its grant to the Forum for economic development research that made this report possible.

Pathways to Employment:

Exploring the activities and resources of Milwaukee's workforce development system

December 2012

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INTRODUCTION

In July 2012, the Public Policy Forum released a report examining the state and federal funding sources that support workforce development programs in Wisconsin, as well as key trends impacting the state's strategic approach to workforce development.[1] In this report, we turn our focus to Milwaukee, analyzing the resources and activities of the city's key workforce development players, and what that tells us about their ability to appropriately serve the needs of both job seekers and employers.

With the unemployment rate in the City of Milwaukee remaining consistently above 10% since February 2009,[2] and much higher in its central city, the need for jobs is widely considered the most important issue facing the region.[3] At the same time, many local employers contend they have jobs available, but cannot obtain the skilled workers they need. Consequently, a primary focus of this report is exploring the roles of major local workforce development players in helping to address various dimensions of this paradox, known as the "skills gap."

This analysis of Milwaukee's workforce development system is driven by the following key research questions:

- *What are the primary sources of funding for workforce training and development in Milwaukee and how do those funding sources influence the scale and design of programs and services?*
- *How has the local workforce development landscape changed in the wake of the economic recession and since the creation of the Milwaukee Area Workforce Investment Board (MAWIB)?*
- *What are the respective roles and responsibilities of Milwaukee's key workforce development players in addressing workforce needs in Milwaukee – from the perspective both of unemployed workers and area employers – and how do perceptions of the roles of those key local agencies compare with their resources?*
- *Overall, how does Milwaukee's workforce development "system" function in the context of the city's larger economic development goals?*

In addition to providing an overview of funding streams and activities of Milwaukee's key workforce development players, the report takes a closer look at the supply and demand for skilled entry-level workers in two of the region's key industries: manufacturing and health care. We examine the roles and

[1] Public Policy Forum. "Wisconsin's Workforce Development System: A graphical guide to employment and training resources in Wisconsin." July, 2012. http://www.publicpolicyforum.org/pdfs/2012WorkforceMap.pdf

[2] Bureau of Labor Statistics – Local Area Unemployment Statistics: http://www.bls.gov/lau/data.htm

[3] In the most recent People Speak survey, a poll conducted in November 2011 by the Public Policy Forum in partnership with UW-Milwaukee's Center for Urban Initiatives and Research and *The Business Journal Serving Greater Milwaukee*, "jobs" was considered the most important issue facing the Milwaukee area by 47% of respondents, a higher percentage than any other issue. http://epic.cuir.uwm.edu/peoplespeakpoll/pdfs/People_Speak_Research_Brief_December_2011.pdf

resources of local workforce development organizations as they relate to those industries, and explore the many factors that may influence whether area employers can receive the skilled entry-level workers they are seeking at a particular point in time.

This report utilizes information from a variety of sources to assess the current state of Milwaukee's workforce development organizations and activities. Those sources include:

- Financial reports and fiscal documents, such as annual budgets.
- Financial and activity data obtained from workforce development organizations by request.
- Organizational information obtained from websites, electronic documents, media releases, etc.
- Reports from media outlets, including *The Business Journal Serving Greater Milwaukee* and the *Milwaukee Journal Sentinel*.
- Personal interviews with organizational leaders and staff members.

As the Milwaukee region strives to compete economically with other regions in the aftermath of the global recession, it will be essential for the city to have effective strategies in place not only to connect workers to the jobs available today, but also to prepare them for the jobs that will become available in the coming years. We hope this report will help policymakers and workforce development organizations in their efforts to help move Milwaukee toward success in achieving that goal.

THE SKILLS GAP DEBATE

In recent months, a great deal of attention has been paid to the manufacturing "skills gap" in the local news media. Discussion of this issue was particularly heightened following the release of a report from Tim Sullivan, the Governor's special consultant on economic, workforce and education development, which identified the skills gap as a major concern and outlined strategies to address it.[4] While representatives from several local agencies and educational institutions have agreed with many of the report's recommendations, others contend that the city's educational attainment, unemployment, and occupational wage data do not support the existence of a significant skills gap, and argue that the number of local manufacturing jobs that may be going unfilled is relatively insignificant in relation to the number of jobs needed to substantially reduce Milwaukee's high rate of unemployment.

It is not within the scope of this report to weigh in on this debate or measure the local skills gap, nor to assess its place on the list of state and regional workforce development priorities. Given the widespread discussion and focus on this issue by policymakers and workforce development practitioners, however, we do believe it is important to clarify the roles of the various workforce development agencies in addressing it.

[4] Sullivan, Tim. "The Road Ahead: Restoring Wisconsin's Workforce Development." August, 2012. http://doa.wi.gov/secy/documents/sullivanreport.pdf

IDENTIFYING MILWAUKEE'S KEY WORKFORCE DEVELOPMENT ORGANIZATIONS

Workforce development is a multifaceted process aimed at sustaining a strong and viable workforce. A workforce development "system" that seeks to achieve that overarching objective must consider the need to provide a variety of services to assist workers of all ages and skill levels prepare for employment, and the simultaneous need to meet the current and future workforce demands of a diverse range of employers. In fact, whether publicly funded workforce development programs and services should be aimed more toward meeting the needs of workers or the needs of employers, has long been fuel for debate.

The types of services most frequently associated with workforce development are programs that provide job seekers with training in the particular skills needed to perform the activities of a specific occupation. Training for more general "soft skills" related to basic employability, such as punctuality, interpersonal communication, and problem-solving, also have garnered a great deal of emphasis in recent years, as employers have found those skills to be lacking in a large number of potential workers.[5]

In addition, workforce development efforts include activities targeted toward employers, such as surveying and interviewing employers in specific sectors to understand their particular workforce needs, developing and implementing customized training programs for specific businesses, and building relationships between workforce development organizations and employers in order to facilitate the placement of workers into jobs.

Because of the wide variety of activities that prepare individuals for future employment, it could reasonably be argued that Milwaukee's workforce development system includes a vast array of organizations large and small, from Milwaukee Public Schools (MPS) to the myriad community organizations that provide some type of employment-related services. Indeed, a 2006 report from UWM's Center for Workforce Development identified approximately 120 organizations providing workforce development programs and services in Milwaukee at that time.[6]

Based on the need to develop a reasonable and focused scope for this analysis, however, we decided to use a narrower definition for our examination of Milwaukee's most prominent workforce development entities. Informed by discussions with leaders of local organizations and analysis of numerous definitions of workforce development from academics and workforce development organizations around the country, ***our focus is on those agencies providing non-degree programs, activities, and funding aimed***

[5] *The Business Journal Serving Greater Milwaukee*. "Manpower Group: Employers struggling to find qualified workers." May 19, 2011. http://www.bizjournals.com/milwaukee/news/2011/05/18/manpowergroup-employers-struggling-to.html

[6] UWM Center for Workforce Development. "The Milwaukee Workforce Development Landscape Report." January, 2006. http://www.workforceenterprise.org/news/Milwaukee%20Landscape%20Report.pdf

at preparing unemployed, work-age individuals to successfully fill the jobs that are expected to be available in the Milwaukee area.

Consequently, the two agencies that receive primary consideration in this report are the Milwaukee Area Workforce investment Board (MAWiB) and the Milwaukee Area Technical College (MATC). We also briefly examine the local W-2 agencies and their critical role in Milwaukee County's one-stop job centers. in addition, we consider the roles of the recently-created coalition of workforce development donors known as the Milwaukee Area Workforce Funding Alliance, local intermediaries engaged in sector-specific workforce development efforts – including the Wisconsin Regional Training Partnership (WRTP)/BiG STEP – and the Wisconsin Department of Corrections and Division of Vocational Rehabilitation (which is a division of the Wisconsin Department of Workforce Development).

THE MILWAUKEE AREA WORKFORCE INVESTMENT BOARD

While Milwaukee is home to an abundance of organizations that provide employment and training programs and services, the Milwaukee Area Workforce investment Board (MAWiB) is the one major organization that makes workforce development its sole mission. it also is Milwaukee's federally designated workforce development agency, serving as the recipient of federal Workforce Investment Act (WiA) funds. As such, MAWiB is charged with "coordinat(ing) workforce preparation and development programs into a unified workforce investment system."[7] Because of MAWiB's unique and prominent position, we begin our analysis of Milwaukee's workforce development system with an overview of MAWiB and a look at its resources and activities.

MAWiB was established in 2007 when the Private industry Council of Milwaukee County (PIC) – the agency that had previously served as Milwaukee's federally funded workforce development agency – was renamed and transferred from the oversight of Milwaukee County to that of the City of Milwaukee. Although the agency continued to focus on county-wide workforce development, this shift gave Milwaukee's mayor the authority to appoint the organization's board members and executive director.

Since that time, the organization has significantly expanded its budget and sources of revenue. Whereas the PIC received the bulk of its funding from the federal WiA program, that revenue source now accounts for less than half of MAWiB's budget. The agency receives funding from a mix of federal, state and local sources, which together support a variety of programs and initiatives, including career centers, informational kiosks, adult and youth job training programs, an internet-based job matching system, and workforce-related assistance to regional businesses.

[7] Wisconsin Department of Workforce Development. http://dwd.wisconsin.gov/dwdwia/

WORKFORCE INVESTMENT ACT (WIA)

In 1998, Congress replaced the Job Training Partnership Act (JTPA) with the Workforce Investment Act (WIA). The legislation created the largest single source of federal funding for workforce development activities and initiatives. Under WIA, states were instructed to create workforce investment boards to directly oversee workforce investment in assigned regions, with Wisconsin being divided into 11 regions. It required that boards consist of representatives from business, labor, economic development groups, community-based organizations, and local governments. In most cases, boards are prohibited from providing services directly. Instead, providers are contracted to fulfill service needs. The activities of the providers are structured by the boards and the guidelines they establish.

WIA sought to redesign the structure of local workforce systems to streamline service provision and increase system access. The centerpiece of this effort was WIA's requirement that regions develop one-stop career centers to provide a single location for individuals to access training and employment services. The intention behind the one-stop centers was to make employment and training services more accessible for job seekers and to help employers more easily identify and recruit skilled workers.[7]

Altogether, WIA requires that programs in 17 categories be made available through the one-stop job center system. Those program categories are administered by four different federal agencies, and include the following:

- Department of Labor: WIA Adult, WIA Dislocated Worker, WIA Youth, Job Service (Wagner-Peyser), Trade Adjustment Assistance (TAA), Veterans' employment and training programs, Unemployment Insurance (UI), Job Corps, Welfare-to-Work grant-funded programs, Senior Community Service Employment Program, employment and training for migrant and seasonal farm workers, employment and training for Native Americans
- Department of Education: Vocational Rehabilitation Program, Adult Education and Literacy, Vocational Education (Perkins Act)
- Department of Health and Human Services: Community Services Block Grant
- Department of Housing and Urban Development: HUD-administered employment and training [8]

Under the WIA framework, services are specifically directed toward the individual needs of adults, youth, and dislocated workers that meet certain eligibility requirements. For example, youth participants must be between the ages of 14 and 21, low income (70% of the Lower Living Standard Income Level), and possess certain characteristics such as being pregnant, a parent, homeless, or deficient in basic literacy skills. Adult participants must be at least 20.5 years old, have U.S. citizenship, and, if employed, have an income less than 300% of the federal poverty level. If funds are limited in a local area, priority must be given to low-income individuals.

WIA has been up for reauthorization for a decade, and despite increased efforts to push forward a reauthorization bill over the past several years, to date Congress has been unable to agree on new legislation. The lack of a reauthorized WIA has caused uncertainty among workforce development agencies in Wisconsin and throughout the country, thus impeding their ability to plan. This uncertainty also has been coupled with an inflation-adjusted decline in WIA funding of 37% since 2000.

[8] **Government Accountability Office:** http://www.gao.gov/new.items/d03725.pdf
[9] **Ibid.**

MAWIB's predecessor: the Private Industry Council

In 1998, in accordance with WIA's new guidelines, the State of Wisconsin was divided into 11 regions, each containing a separate workforce board. The Private Industry Council (PIC) was designated as the Workforce Development Board for Milwaukee County – the only county that comprised its own region – and was placed under the administration of Milwaukee County government.

The PIC was designed as a public-private partnership with a primary mission of establishing a coordinated workforce development system in Milwaukee County. The organization was governed by a 33-member board consisting of both public and private officials. Representatives included officials from local educational institutions (e.g., Milwaukee Area Technical College, Milwaukee Public Schools), state workforce development agencies (e.g., Wisconsin Department of Workforce Development), community groups, economic development organizations, and businesses.[10] The Milwaukee County executive was given the authority to appoint all board members.

The daily activities of the PIC were controlled by a chief executive officer, also appointed by the Milwaukee County executive. In 2007, the PIC employed 63 staff members, who focused on youth, adult, and dislocated worker services.[11] Employer-led industry committees were created to develop workforce plans and strategies for the manufacturing, health care, and service industries.[12]

PIC AT A GLANCE

Board appoint by	Milwaukee County Executive
Number of board members, 2007	33
Agency revenue, 2007	$11.9 million
Percentage of budget from WIA allocations	80%
Staff members, 2007	63
Counties served	1 (Milwaukee County)

The top priority of the PIC was "to provide workforce services that prepare workers to access jobs in high growth, high demand and economically critical industry sectors."[13] To support this priority, a number of goals were established. Those included:

[10] PIC. 2007.
[11] Ibid.
[12] PIC. March, 2007a. http://www.naswa.org/assets/utilities/serve.cfm?gid=9A02FA9D-F1CD-463F-9142-84131245F000
[13] Ibid.

1. Ensure all organizations in the workforce system share a commitment to serving job seekers, agree upon the missions and goals of the system, and maintain a common accountability for delivering a quality workforce.
2. Ensure employers in the county use the workforce development system as their principle source of employees.
3. Ensure the workforce development system considers future employment trends and trains workers accordingly.
4. Create strong public-private partnerships to achieve common goals.
5. Connect youth to training programs, especially to those that emphasize STEM skills.
6. Promote Milwaukee County employers and employees and emphasize regional cooperation.[14]

In 2007 (its final year of existence), the PIC had a budget of approximately $11 million, most of which was obtained through federal WIA allocations.[15] Table 1 summarizes the 2007 PIC budget.

Table 1: Private Industry Council (PIC) Budget, FY 2007

Expenditures	
Workforce Investment Act (WIA)	$9,792,766
WIA Dislocated National Emergency	$125,182
Transportation	$407,033
Other non major government service contracts	$1,137,437
Private contracts	$188,963
Non-program occupancy costs	$226,533
Total	**$11,877,914**
Revenues	
Government service contracts	$11,462,418
Contributions	$0
Other revenues	$376,789
Total	**$11,839,207**
Change in net assets	**-$38,707**

Source: MAWI8

State policy dictated that the PIC could not provide workforce development services directly. As a result, the PIC contracted with organizations and community agencies to provide workforce services and training. In 2007, seven agencies contracted with the PIC to provide direct services and 181 providers received reimbursement for the provision of training services.[16] PIC-distributed funds helped support three one-stop job center locations throughout the county operated by three vendors – the Northeast (YWCA), Northwest (MAXIMUS), and Southeast (UMOS). According to PIC documents, approximately 17,744 individuals were served over two program years (2003-2005).[17]

[14] PIC. 2007.
[15] Pabst, Georgia. "Worker development authority shifts to city." April 5, 2007. *Milwaukee Journal Sentinel.*
[16] PIC. 2007.
[17] PIC. 2007.

The PIC commonly cited its demand-driven approach to workforce training and development. Data were gathered from surveys sent to regional employers in an effort to assess employer needs, and were used to inform workforce development strategies. Based on its data analyses, the PIC targeted three industry sectors in its later years: manufacturing, education and health services, and information/professional services.[18] As part of this approach, for example, several customized, demand-driven training programs were developed in partnership with local hospitals and health care providers to produce a larger number of surgical technicians. The PIC also worked with Bucyrus (a large regional manufacturer of mining equipment) and MATC to train welders to meet regional needs.[19]

Noting the many barriers faced by low-income job seekers, the PIC provided a number of specialized services to qualifying individuals. Those services included case management, transportation assistance (e.g., shuttle services, driver's license reinstatement programs), and youth programs in collaboration with MPS, local universities, and companies. Youth programs that addressed summer employment, educational attainment, college preparation, and general unsubsidized employment were highlighted.

The PIC also engaged in a number of strategic partnerships to further its mission. For example, the organization worked with the Wisconsin Regional Training Partnership (WRTP) and BIG STEP to develop and place clients in manufacturing and construction-based employment positions. Additional collaborative efforts included a formal association with the Regional Workforce Alliance (RWA), an organization comprised of the three workforce development boards whose services cover southeast Wisconsin's seven counties. Joint efforts with RWA included directing STEM-based programming, and securing a major grant from the U.S. Department of Labor, known as WIRED (Workforce Innovation in Regional Economic Development), which supported additional public and private sector collaboration aimed at strengthening the skills of the regional workforce and fostering economic development.[20]

The Transition

In February 2007, the City of Milwaukee, using a number of previously completed reports on the state of regional workforce development, produced a report entitled "A Review of the Milwaukee Workforce Development System and Recommendations for Improvement." The report identified several systemic problems, including the following:

1. Low levels of employer involvement in workforce development efforts
2. Lack of a strategic planning process and a strategic plan
3. Lack of clear leadership
4. Lack of coordination (local, regional, and statewide)

[18] PIC. 2007a.
[19] The PIC commonly contracted with MATC to provide instructors for customized training programs that typically were designed by PIC staff and private employers and funded mainly by the PIC.
[20] PIC. 2007.

S. Fragmented service delivery[21]

According to the report, the PIC's primary response to those problems had been to develop "project-specific efforts or statements," which it deemed a temporary and largely unsuccessful solution.

To remedy the problems, the report recommended the following:

- Establishment of a City of Milwaukee Office of Workforce Development within the mayor's office.
- Establishment of a City of Milwaukee Workforce Investment Board to receive state and federal workforce development resources and contract and monitor service delivery.
- Development of a Mayor's Advisory Group that would include business and community leaders to strategically direct workforce development efforts.

Additional recommendations included the establishment of a formal Coordinating Team for service delivery, industry-specific intermediary organizations, and a coalition of community-based organizations.[22] The overarching goal of the plan was to "provide employers with workers who have the required skills when employers need them."[23]

The report's release coincided with a request to the governor's office by Mayor Barrett for the City of Milwaukee to be designated as the workforce investment board for Milwaukee County. The request was supported by both law and precedent. Federal legislation stated that once a head of a municipal governmental unit with a population greater than 500,000 asks for the designation, the request must be granted. Additionally, 22 of the 25 most populous cities in the United States at the time had workforce development boards.[24] The request was approved by the governor within a month and a transition date of July 1, 2007 was established.[25]

Several days prior to the transition date, the PIC board voted to reassign its existing president and CEO and hire Donald Sykes, former head of the Office of Community Services at the U.S. Department of Health and Human Services, as his replacement at the newly constituted workforce investment board. When the transition date arrived, the agency was formally transferred from Milwaukee County to the City of Milwaukee. Mayor Barrett was authorized shortly thereafter to appoint members to the new governing board, and the name of the organization was changed to the Milwaukee Area Workforce Investment Board (MAWIB).

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[21] City of Milwaukee. "A Review of the Milwaukee Workforce Development System and Recommendations for Improvement." February, 2007. http://city.milwaukee.gov/ImageLibrary/Groups/MayorAuthors/SykesMRecomm.pdf

[22] City of Milwaukee. 2007.

[23] Ibid.

[24] Pabst, Georgia. April 5, 2007.

[25] Pabst, Georgia. "Job council leader campaigns against city takeover." March 22, 2007. *Milwaukee Journal Sentinel.*

MAWIB: General Structure and Activities

Five years after its transition from Milwaukee County to the City of Milwaukee, MAWIB continues to function as the region's federally-funded workforce development organization. MAWIB is governed by a 28-member Board of Directors comprised of representatives from a variety of public and private organizations, including local educational institutions (MATC and MPS), community foundations, corporations, law firms, organized labor, economic development groups, and city and county government, among others.[26]

MAWIB employs 65 full- and part-time staff members, who are divided into three primary divisions: administration, planning, and programming. Similar to the PIC, MAWIB uses contracts with outside organizations and agencies to provide services. As opposed to being a direct service provider, therefore, MAWIB's primary roles are to serve as the administrative agent for federal, state, and private funds; and to engage in planning, leadership, coordination, and monitoring of the county's workforce development system.[27]

MAWIB AT A GLANCE

Board appoint by	Mayor, City of Milwaukee
Number of board members, 2012	32
Agency revenue, 2011	$22.5 million
Percentage of budget from WIA allocations, 2011	45%
Staff members, 2011	65
Counties served	1 (Milwaukee County)

Federal regulations require organizations that receive WIA allocations to prepare and submit annual local plans that describe their visions and goals for workforce development and program provision. Funding is contingent on the submission of the plan report. The 2011 Local Plan includes six overarching workforce priorities with accompanying descriptions of MAWIB's plans to work toward each one.

MAWIB's stated goal is to meet the needs of both job seekers and employers, and it organizes its programs accordingly. MAWIB connects adults to training programs that include occupational skills, on-the-job development, and literacy improvement. General employment services are offered through several centers for special populations, including the comprehensive HIRE center, which provides services targeting dislocated workers; a mature workers resource center for individuals age 55 years or older; and an employment and career resource room for all adult job seekers. Similar services for persons with disabilities are provided through MAWIB's Disability Program Navigator.

[26] MAWIB Board of Directors: http://milwaukeewib.org/about-us/board-of-director/
[27] MAWIB. 2010 Workforce Investment Act Local Plan. July, 2010. http://milwaukeewib.org/wp-content/uploads/2011/08/MKE-WIB-Local-Plan-10.pdf

in addition to the specialty centers listed above, and in accordance with WIA, MAWIB offers many services via the one-stop job center system it inherited from the PIC. There are three one-stop job centers in Milwaukee County, administered by MAWIB and located at MAXIMUS, UMOS and the YWCA.[28] The services offered by the one-stop job centers include those funded by the WIA Adult Program and by the Food Share Employment and Training program (FSET), both of which are administered by MAWIB.[29] The job centers also offer employers assistance with employee recruitment efforts.

The one-stop job centers offer many additional services funded by sources that do not flow through MAWIB, including W-2, unemployment insurance (UI), and veterans' services. In fact, the job centers play a key role in helping to coordinate Milwaukee's workforce development system. W-2, FSET, and UI case managers work side-by-side with Wisconsin Job Service staff, who administer services funded by WIA and other federal programs, and MATC staff, who provide adult basic education, ESL, and GED/HSED instruction through the job centers' Learning Labs. Thus, it is possible for the staff members of multiple agencies to coordinate the services provided to individual clients.

MAWIB budgets roughly $2 million each year for services provided through the county's three one-stop job centers, as shown in Table 2. In 2011, that represented 9.4% of MAWIB's total expenditures.

Table 2: MAWIB actual expenditures for staffing and overhead at one-stop job centers, 2010-2012

	FY2010	FY2011	FY2012	Total
MAXIMUS	$692,555	$673,621	$674,840	$2,041,016
UMOS	$767,073	$654,049	$703,562	$2,124,684
YWCA	$719,713	$791,336	$550,653	$2,061,702
Total	**$2,179,341**	**$2,119,006**	**$1,929,055**	**$6,227,402**

Source: MAWIB
Note: Expenditure figures are for the WIA Adult and FSET programs.

Youth and young adults (ages 14-21) are another primary area of focus for MAWIB. Its Earn & Learn summer youth employment program matches program applicants with a variety of private businesses and nonprofit organizations, who provide students a wage while also giving them practical work experience. MAWIB's YouthBuild program allows students to earn a GED or high school diploma while building affordable housing. Summer experiences with culinary arts and conservation practices are available, as well. In addition to these programs, youth are able to receive tutoring, basic occupational training, and guidance through MAWIB's contracted providers.

[28] The MAXIMUS office does not offer the full range of services available at the other one-stops and therefore is not considered a "comprehensive" one-stop job center.
[29] The federal FSET program provides unemployed Food Share recipients with job training, job search and placement assistance, and supportive services. FSET was not administered by the PIC and represents a significant addition to MAWIB's budget and service composition.

Employer-focused services offered by the WIB include contracting with MATC for customized training programs, maintaining an internet-based job matching system that assists employers with job recruitment efforts and helps job seekers with their searches, and providing basic human resources assistance, such as application/resume collection and screening, customized recruitment, and interviewing space.

Similar to the PIC, MAWIB seeks to use a demand-based approach to meet employer needs. It has formed partnerships with local educational institutions, training groups, and businesses to further its goal of funding basic or customized training required by potential employers or target industries. In addition, MAWIB engages in efforts to provide pools of candidates to employers for on-the-job training, and provides incentives to employers if a certain number of participants can be placed in full-time positions.

MAWIB also has developed a sector-based strategy to help regional employers with current and future employment needs. The agency works with regional businesses and organizations, including the RWA and Milwaukee 7, to identify key industries that are poised for job growth in the region. As sectors are identified, programs and services are designed to educate and train job seekers to match the needs of employers in each sector, and to develop demand-based career pathways.[30] Sectors identified by MAWIB include health care; retail, hospitality, and tourism; construction/energy (green); manufacturing/power controls; and water.[31]

Collaborative Efforts

The variety of public and private organizations with representation on MAWIB's governing board provides a good indication of the organization's regional connections. As mentioned previously, private businesses, local governments, educational institutions, nonprofit groups, labor organizations, and foundations are represented on the board, thus providing some connection between MAWIB and the region's public, private, and nonprofit sectors.

Collaboration has not been limited to MAWIB's Board of Directors, however. Shortly after the transition from the PIC, MAWIB developed a Coordinating Council comprised of partner agencies engaged in local workforce development. The council –which meets monthly – was designed to coordinate the goals and efforts of these primary organizations and to help direct the allocation of workforce development resources in Milwaukee. The Coordinating Council's membership list, as of July 2012, consisted of representatives from the following entities:

- Milwaukee Area Technical College
- YWCA of Greater Milwaukee
- United Migrant Opportunity Services (UMOS)

[30] MAWIB. 2010.
[31] MAWIB. 2011 Workforce Investment Act Local Plan. November, 2011. http://milwaukeewib.org/wp-content/uploads/2011/11/MKE-WIB-Local-Plan-11.pdf

- Policy Studies, inc. (PSi)
- MAXIMUS Human Services
- DWD Job Service
- DWD's Division of Vocational Rehabilitation (DVR)
- Milwaukee County Department of Health and Human Services
- Milwaukee County Department of Child Support Services
- Wisconsin Department of Corrections
- Goodwill Industries
- Milwaukee Job Corps
- Social Development Commission (SDC)
- Wisconsin Economic Development Corporation (WEDC)
- City of Milwaukee: Community Development Grants Administration
- Center for Veterans Issues, inc.

The formation of the Coordinating Council fulfilled one of the key recommendations from the City's 2007 report, and MAWiB's president and CEO has identified the Coordinating Council's creation and ongoing efforts as the single largest and most impactful change that has been made since the transition from the PIC.

Because of MAWiB's demand-driven, sector approach, strategic partnerships also have been developed with primary stakeholders in the agency's target industries. For example, a focus on green energy and construction has triggered partnerships with the State of Wisconsin's Bureau of Apprenticeship Training, local construction unions, WRTP/BiG STEP, and related employers, among others. This particular collaborative effort, known as SAGE (Sector Alliance for the Green Economy), has been assisted by a federal grant received by the State of Wisconsin.

Similar partnerships have developed around the health care, retail/hospitality/tourism, water, and manufacturing sectors, and are planned for other industries, including food and beverage and financial services/IT.[32] The following is a list of sector-specific councils, employer-driven workgroups, and advisory groups with which MAWiB currently is involved:

- Milwaukee Area Healthcare Alliance (MAHA), Employer Advisory Group
- Wisconsin Energy Research Consortium (WERC), in coordination with the Power Controls industry Partnership Grant
- WRTP's Manufacturing Council
- MAWiB Retail, Hospitality, and Tourism Advisory Group
- Water Council, Talent Development Committee, Career Pathway Taskforce
- SAGE Committee

MAWiB also has utilized grant funds to convene local manufacturing intermediaries, including WRTP, Milwaukee 7, WERC, and the City of Milwaukee's ME3 program, to gather information on manufacturers' training needs. In addition, the WiB serves as the primary funder for the Mayor's

[32] MAWiB. 2011.

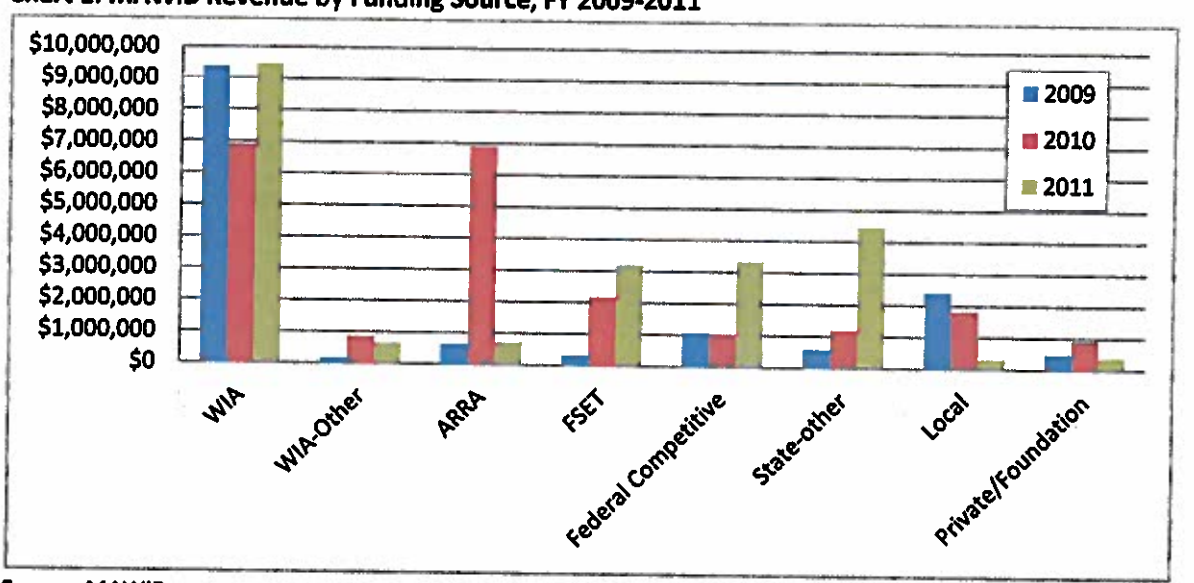
Manufacturing Partnership, a new initiative launched in April that targets Milwaukee's manufacturing skills gap. That effort, which is discussed in greater depth later in this report, also involves the City of Milwaukee, WRTP, MATC, DWD, and several private employers.

Requirements attached to WIA funds also require MAWIB to consider regional partnerships and collaboration efforts. The response to these requirements has, for the last several years, involved MAWIB's association with the RWA. The RWA's core principle is to integrate workforce development planning across the entire southeast Wisconsin region, rather than specific counties or areas. Beyond its involvement with the RWA, MAWIB has attempted to further coordinate regional economic and workforce development efforts by working with the Milwaukee 7.

Budget and Finances

In 2007, the PIC operated with an $11 million budget that largely was supported through WIA allocations. In contrast, MAWIB currently operates with a substantially larger budget – more than $22.5 million in 2011. In 2011, as shown in Chart 1, approximately 45% of MAWIB's budget was supported by WIA funds, 15% came from federal competitive grants, and 14% came from FSET. Another 20%, listed as "State-other" in the chart, came from state and federal funds that flowed through various state departments and boards.[33] The remaining 6% came from a variety of sources, including a small amount from the federal stimulus legislation – also known as the American Recovery and Reinvestment Act (ARRA) – which had supported approximately one third of MAWIB's budget in 2010.

Chart 1: MAWIB Revenue by Funding Source, FY 2009-2011



Source: MAWIB

[33] The "State-other" category includes Jobs for American Graduates (JAG), the Windows to Work program administered by the Wisconsin Department of Corrections (DOC), and the Transitional Jobs program administered by the Wisconsin Department of Children and Families (DCF).

Revenue sources play a significant role in determining MAWIB's programmatic investments and priorities. The use of nearly every grant or revenue stream included in MAWIB's budget, including WIA funds, is associated with a unique set of restrictions. For example, the use of certain funds may be limited to training for a certain industry sector, economic status (e.g., family income no greater than 150% of the federal poverty level), or life circumstance (e.g., dependents, residence within certain ZIP codes). As a result, the grants and their corresponding stipulations often dictate the programs and services that can be offered.

MAWIB's 2009-2011 budgets are broken down by broad expenditure and revenue categories in Table 3. Several trends are immediately apparent. First, while roughly twice as much funding was spent on youth services as compared to adult services in 2009, the reverse was true in 2011. According to MAWIB officials, the large increase in funding for adult services in 2011 was largely due to competitive grant funding MAWIB received for its Transitional Jobs program. Second, revenue from government service contracts has increased dramatically and remained steady after ARRA funds waned in 2011. Finally, revenue from other, smaller sources has decreased substantially. Given the condition of the national and local economy from 2009-2011, these trends are not surprising. High unemployment rates have increased the demand for adult and dislocated worker services, while the weak economy also has reduced the ability of smaller organizations and agencies to distribute substantial grants or financial assistance.

Table 3: MAWIB Budgets, 2009-2011

	2009	2010	2011
Expenditures			
Youth Services	$5,153,051	$7,497,087	$4,590,268
Adult Services	$2,485,298	$4,987,341	$9,756,566
Dislocated worker services	$4,394,217	$5,480,793	$4,216,386
Other	$934	$83,705	$179,187
Management and general	$3,151,452	$3,873,703	$3,827,997
Total Expenditures	**$15,184,952**	**$21,922,629**	**$22,570,404**
Revenues			
Government service contracts	$13,124,680	$21,004,376	$22,223,386
Other revenue	$1,736,229	$799,715	$183,042
Contributions	$54,066	$0	$247,846
Total Revenue	**$14,914,975**	**$21,804,091**	**$22,654,274**
Change in net assets	-$269,977	-$118,538	$83,870

Source: MAWIB

It also should be noted that MAWIB's lack of flexible funding can be traced, at least in part, to Wisconsin's heavy reliance on federal funding for workforce development activities and its relatively low level of state appropriations, which would not be subject to the same restrictions. Federal funds currently comprise more than 10 times the amount of state funding dedicated to employment and training services in Wisconsin.[34] In addition, according to MAWIB officials, each of the nine other states in the DOL's Region 5 contributes a larger percentage of the total funding supporting workforce efforts

[34] Public Policy Forum. July, 2012.

in their states.[35] Additional funding contributions from the state could provide much-needed flexible funding to MAWIB and other workforce development boards in Wisconsin.

Program Data and Analysis

Since its transition from the PIC in 2007, MAWIB has made a number of efforts to track the performance of its services and programs. Table 4 provides a sample of the data produced by MAWIB's Efforts to Outcomes database, which pulls together data from all MAWIB-funded programs. Although the data only are available for two years and a selected number of programs, the table illustrates the scope of MAWIB's services by dividing programs and services—and their participants—by category (e.g., adult, youth, FSET participants).

Table 4. MAWIB Efforts to Outcomes data

	7/1/09-6/30/10	7/1/10-6/30/11
WIA and DOL programs (adult, dislocated worker, BSU)		
Participants registered for all services	4,031	3,207
Participants receiving pre-training services	4,295	4,730
Participants receiving intensive or support services	1,704	1,517
Participants enrolled in training (includes OJTs)	2,212	1,848
Participants entered in Quiet Agent	2,012	712
Participants placed (unsubsidized)	969	1,230
WIA and DOL programs (Youth)		
Participants enrolled year round and other programs and services	1,517	2,236
Participants receiving work readiness certificates	2,227	2,861
Earn & Learn applications	4,542	1,811
Earn & Learn participants	1,507	1,234
Participants receiving intensive or support services	1,517	2,236
Participants enrolled in vouchered training	25	35
Participants placed (unsubsidized)	110	259
FSET core programs[36]		
FSET participants	2,372	2,086
Participants in active job search	992	1,650
Participants enrolled in training	135	369
Participants that entered employment	758	976
Participants enrolled in ABE	313	244
Participants in ESL	83	24
Participants in GED/HSED	294	206
Participants in post-secondary education	304	218
Other		
Resource room visits for all programs	89,923	120,709
Employer contacts for all programs	2,664	1,973

Source: MAWIB

Note: A list of acronyms is provided in the appendix of this report.

[35] The DOL's Region 5 is made up of the states of Iowa, Illinois, Indiana, Kansas, Michigan, Minnesota, Missouri, Nebraska, Ohio, and Wisconsin.

[36] FSET program data are for calendar years 2009 and 2010.

These data reveal some noteworthy trends, including the following:

- Over the two-year period, roughly twice as many adults were registered for WIA services compared with youth, which follows MAWIB's recent budget emphasis on services targeting adults.
- While more than half of the WIA adult and dislocated worker participants were enrolled in some type of training, the same was true for only a small fraction of WIA Youth and FSET participants. FSET is focused on job placement and supportive services rather than training.
- More than 200,000 visits were made to MAWIB's resource room during the two-year period, which shows the substantial number of individuals who are served by MAWIB-funded services without formally enrolling in a program. This figure includes visits to the one-stop job centers and specialty centers offering MAWIB-funded services.

Table S provides more detailed performance measures from the July 1, 2010 through June 30, 2011 program year. Although the single year of data does not permit a trend analysis, it does illustrate job placement, training completion, and industry credential rates associated with recently provided services, when applicable. It is important to note that the figures listed for training completions and industry credentials earned may be underreported, as those are self-reported by participants and their case managers.[37]

[37] MAWIB leaders currently are working with MATC to improve the tracking of training completions and industry credentials earned, and expect these data to be more accurately tracked moving forward.

Table 5: MAWIB Performance Measures, July 1, 2010 – June 30, 2011

WIA Programs	# Served	Subsidized Employment	Placements or Unsubsidized Employment	Training Completions	Industry Credentials Earned
WIA Adult[38]	1,384	N/A	428	147	82
HIRE Dislocated Workers	4,023	N/A	641	53	NA
WIA Youth (14 -18)	1,424	637	40	68	44
WIA Youth COC (18 - 21)	410	7	27	9	11
Total WIA Programs	**7,241**	**644**	**1,136**	**277**	**137**
FSET Programs	# Served	Subsidized Employment	Placements or Unsubsidized Employment	Training Completions	Industry Credentials Earned
FSET	2,360	N/A	972	128	NA
FSET Match	838	NA	38	77	NA
Total FSET Program	**3,198**	**0**	**1,010**	**205**	**0**
Other Programs (Competitive Grants, Sector Initiatives and Special Populations)	# Served	Subsidized Employment	Placements or Unsubsidized Employment	Training Completions	Industry Credentials Earned
CareerWorks - Retail	68	N/A	15	18	NA
CareerWorks - Healthcare	684	N/A	79	368	76
Futures First Initiative (FFI)	241	158	1	2	2
MPS Summer	610	441	NA	NA	NA
DWD Summer	610	441	NA	NA	NA
Milwaukee Conservation Leadership Corps (MCLC)	42	0	0	0	NA
Jobs for American Grads (JAG)	342	22	93	18	18
Job Readiness Training Initiatives	493	NA	NA	NA	NA
YouthBuild	220	173	47	95	95
Earmark Construction	76	76	35	33	33
Weatherization	58	58	13	38	38
Growing Milwaukee	82	82	3	2	2
Project Second Chance/ Windows to Work	66	NA	15	0	0
Milwaukee Works	456	408	20	15	8
Urban Forestry	35	35	12	18	42
Adult Build	90	111	20	87	128
Total - Other Programs	**4,173**	**2,005**	**353**	**694**	**442**
Total - All Programs	14,612	2,649	2,499	1,176	579
Total Resource Room Visits	**120,709[39]**				

Source: MAWIB

Note: A list of acronyms is provided in the appendix of this report.

This information shows that participants in the WIA adult, FSET, construction, and urban forestry programs were the most likely to obtain unsubsidized employment, and participants in the CareerWorks health care, weatherization, and Adult Build programs were among the most likely to complete a training program and/or earn an industry credential. For some programs, the number served appears to

[38] For the WIA Adult program, the number served is the figure MAWIB reported to the Wisconsin Department of Workforce Development through its ASSET reporting system. All other figures in this table are from MAWIB's Efforts to Outcomes database.

[39] This figure may include more than one visit for the same individual.

be lower than the number placed and/or the number earning an industry credential due to the fact that multiple cohorts may cross reporting periods and participants may obtain multiple credentials. Overall, the data show that while more than 14,000 clients were enrolled in a MAWIB-funded program, many more individuals were provided with some type of service through visits to the resource rooms at the one-stop job centers and MAWIB's specialty centers.

Challenges

As would be expected, one of the primary challenges facing MAWIB and its workforce development efforts has been the extended employment challenges that have confronted many of Milwaukee County's residents. Milwaukee's inner-city residents, particularly African-American males, have been plagued by exceedingly high rates of unemployment for many years, a trend that worsened in the recent recession. In 2008, slightly more than 50% of African American males in Milwaukee were employed; by some estimates, less than 45% were employed in 2010.[40] Only Detroit and Buffalo reported lower rates of African American male employment.[41] Although not as extreme, employment rates for whites and Hispanics in Milwaukee have decreased as well.

The sustained economic downturn also impacted regional employment conditions in other ways. For example, the percentage of dislocated job seekers increased dramatically. Based on some estimates, the number of dislocated workers in Wisconsin nearly tripled between 2007 and 2009.[42] As a result of the increase in demand for training services and decline in available employment opportunities, state workforce investment boards, including MAWIB, were forced to increase training efforts while under the threat of overextension. Conditions for populations with previously high rates of unemployment (e.g., inner-city African American males) declined even further. As MAWIB budgets illustrate, these challenges have generated a change in workforce development priorities from youth to adults.

At the same time that the demands on the local workforce development system increased, MAWIB was threatened with reductions to some of its primary revenue sources. WIA allocations to workforce investment boards across Wisconsin declined by more than 26% between 2005 and 2012 – a trend that may continue given federal budget pressures.[43] Although MAWIB has diversified its revenue sources, further cuts to its WIA funds likely would impact service levels.

Funding from the State of Wisconsin has been characterized by similar instability. For example, appropriations for transitional jobs programs had to be reinstated in the 2011 state budget by the Joint Finance Committee and the governor after falling victim to an initial round of cuts. Finally, as MAWIB budgets also illustrate, even smaller revenue resources can be impacted by a struggling economy as

[40] Levine, Marc. "Race and Male Employment in the Wake of the Great Recession." January, 2012. http://www4.uwm.edu/ced/publications/black-employment_2012.pdf
[41] Schmid, John. "Employment of black men drops drastically." January 23, 2012. *Milwaukee Journal Sentinel.*
[42] Dresang, Joel. "Money for retraining displaced workers is running out." October 12, 2009. *Milwaukee Journal Sentinel.*
[43] Public Policy Forum. July, 2012.

local foundations reduce contributions. In sum, the need for the services and programs provided by MAWIB has increased dramatically as the stability of its available resources has become increasingly less certain.

MAWIB faces an additional daunting challenge in that one of its primary tasks is addressing the needs of Milwaukee citizens who face substantial barriers to employment. As shown in Table 6, only 29% of the clients served by MAWIB's seven largest adult-focused programs in state fiscal year 2011 had completed any postsecondary education.[44] In fact, the percentage of MAWIB clients with less than a high school education or its equivalent is higher than the percentage that has attended some college or completed a degree.

Table 6: Educational attainment of clients served by MAWIB's seven largest programs for adults

Educational Attainment	Total	%
Less than High School or Equivalent	2,222	31%
High School Graduate, GED, or HSED	2,842	40%
Some College or Associate degree	1,597	23%
Bachelor's Degree or Advanced Degree	403	6%
Subtotal	7,064	100%
Not Answered	2,977	
Grand Total	10,131	

Source: MAWIB

The difficulty faced by MAWIB in securing employment for its clientele is demonstrated by a May 2009 survey of more than 3,800 regional employers conducted by UWM's Employment and Training Institute, which found that more than 89% of the full-time job openings and 81% of part-time openings in the seven-county Milwaukee region (6,594 of 7,374 openings) required related work experience, a license, or postsecondary education beyond a high school diploma.[45] Furthermore, according to a study by Georgetown University's Center on Education and the Workforce, 61% of job openings in Wisconsin in 2018 "will require at least some postsecondary education, whether it's a one-year certificate from a technical college, a two-year associate degree, a bachelor's degree or more."[46]

This mismatch between the skills of the individuals it is seeking to serve and those required for a large proportion of current and future job openings suggests that MAWIB's dual role in the city's workforce development system should be to develop and support programs that enhance the skill levels of its

[44] Data in this table is for the period of July 1, 2010 to June 30, 2011 and includes the following programs: WIA Adult, WIA Dislocated Worker, WIA Dislocated Worker Special Response, FSET, DCF Transitional Jobs, ACF Healthcare Training Institute, and NEG National Emergency Grants.

[45] Pawasarat, John et al. "Survey of Job Openings in the 7 Counties of Southeastern Wisconsin: Week of May 25, 2009." August, 2009. http://www4.uwm.edu/eti/2009/RegionalJobOpenings.pdf

[46] Herzog, Karen. "University of Wisconsin-Madison told of positives in detailing career prospects." November 8, 2012. *Milwaukee Journal Sentinel.* http://www.jsonline.com/news/education/university-of-wisconsinmadison-told-of-positives-in-detailing-career-prospects-is7ipn6-178019791.html

clients, while at the same time supporting efforts to prepare and steer those clients into the available jobs that do not require high levels of education, skills and experience.

Consequently, it would appear critical for MAWIB to tie its workforce development priorities not only to those sectors identified as the most promising by the region's economic development leadership, but also to those that might provide a better match for the current education and skill levels of its job seekers. Given the education and skill levels of the individuals it is mandated to serve, it will be challenging for MAWIB to match up those clients with jobs in many of the sectors targeted by economic development leaders, such as water, financial services, and perhaps even advanced manufacturing. That is not to suggest the individuals MAWIB serves cannot advance beyond low-skill, entry-level positions through additional work experience and/or education, nor that the sectors targeted by regional economic development efforts should change. It does suggest, however, that MAWIB 's role as the entity serving those with the greatest barriers to employment demands a commitment to a broad array of services and strategies that respond both to the needs of key industry sectors and the needs of its clientele.

Summary

MAWIB plays a central role in Milwaukee's workforce development system, administering and monitoring the use of an increasingly diverse mix of federal, state, and private funds, helping to coordinate the numerous public and nonprofit agencies that provide employment and training services in Milwaukee County, and convening groups of employers and intermediaries to develop sector-specific workforce development strategies and initiatives.

Based on the budget and performance data, qualitative descriptions, and trends discussed above, as well as stakeholder interviews, it is apparent that the organization has made substantial progress in addressing several longstanding concerns that previously had surrounded the PIC and the overall workforce development system. Notable MAWIB accomplishments since its inception in 2007 include the following:

- An expanded and diversified budget that has accommodated a decline in WIA funds and the expiration of ARRA money. Enhanced diversification has been achieved largely by obtaining new resources from federal grants and private sources, and by administering the FSET program.

- Adoption of an expanded array of meaningful performance measures. Those measures will be valuable as a tool for directing resources as trends emerge concerning program quality and effectiveness, particularly if funding pressures intensify.

- Enhanced efforts to coordinate local workforce development services via the establishment of the Coordinating Council and ongoing strategic planning.

- implementation of sector-based strategies in collaboration with major economic development players and other workforce development stakeholders. Those strategies seek to identify and steer resources toward programs that train workers for industries that hold the greatest potential for new or continued employment opportunities.

Despite these signs of success, several interviewees still pointed to a questionable level of employer engagement, "turf battles" among key players, and an overall approach that appeared more social service-oriented than career development–focused. In addition, despite MAWIB's efforts to engage in regular strategic planning, some pointed to continued lack of a system-wide strategic vision, arguing that while there is better connection between key players and programs, MAWIB and its leadership have not defined a comprehensive vision of the goals and priorities of the workforce development system as a whole.

With regard to "turf" issues, it should be noted that in some cases conflict is inevitable between different workforce-related entities based on conflicting responsibilities assigned by federal or state programs, or federal or state contracting practices. For example, the Wisconsin Department of Children and Families is transitioning to an enhanced "pay for performance" model for its W-2 program, which will base funding for W-2 contracted agencies, in part, on their ability to achieve job placement and other performance-related outcomes.[47] (Milwaukee County's W-2 agencies are discussed in greater detail later in this report.) The change is likely to create an even more competitive environment that may undermine the ability of key Milwaukee workforce development agencies to work collaboratively, and that may even cause tension between those agencies and area employers.

Nevertheless, these perceptions indicate that the concerns raised by the City of Milwaukee's own report prior to its takeover of the PIC still linger to some extent.[48] As noted above, MAWIB has created a Coordinating Council to improve service coordination and expand the participation of community stakeholders, but it is difficult to discern whether those positive steps have been broad and inclusive enough to permeate throughout the city's entire range of workforce development agencies and employment sectors, or instead represent a starting point that merits further expansion.

Finally, while MAWIB has made efforts to align with Milwaukee's economic development and business leaders on sector strategies focused on manufacturing and other areas of perceived growth, our review of the characteristics of MAWIB's target population raises questions about where those efforts should fall on the organization's list of priorities. The requirements attached to MAWIB's revenue sources largely dictate which clients each program can serve, with most services targeting dislocated workers, youth, and low-income adults, typically with relatively low levels of education and work experience. As

[47] Schultze, Steve. "New contracts on horizon for state's W-2 agencies." May 5, 2012. *Milwaukee Journal Sentinel.* http://www.jsonline.com/news/wisconsin/new-contracts-on-horizon-for-states-w2-agencies-v759krv-150316195.html

[48] City of Milwaukee. "A Review of the Milwaukee Workforce Development System and Recommendations for Improvement." February 2007. http://city.milwaukee.gov/ImageLibrary/Groups/MayorAuthors/SykesMRecomm.pdf

such, many of the services provided by MAWIB-funded programs assist clients to develop basic employability skills and support them in their job search efforts, as opposed to helping them to develop occupation-specific skills.

MAWIB is actively involved in WRTP's Manufacturing Council, and the new Mayor's Manufacturing Partnership represents a significant new investment by MAWIB and the City of Milwaukee in the manufacturing sector. Until 2012, however, MAWIB logically had placed a greater emphasis on other sectors, including health care and retail/hospitality/tourism, two growth industries that require relatively low skill levels for entry-level workers. Going forward, MAWIB will need to determine whether its role in addressing the manufacturing skills gap – and similar efforts related to sector-based strategies in water and energy – should be limited to coordination and targeted funding, allowing other entities to take the lead.

MILWAUKEE AREA TECHNICAL COLLEGE

Perhaps more than any other organization, the Milwaukee Area Technical College (MATC) is looked to as a principal generator of Milwaukee's skilled workforce. MATC is a 100-year-old institution based in downtown Milwaukee and with regional campuses in Oak Creek, West Allis, and Mequon. With a total annual enrollment of more than 50,000, including roughly 15,000 full-time equivalent students, MATC is the largest of the 16 colleges that make up the Wisconsin Technical College System (WTCS).

Founded as the Milwaukee Continuation School in 1912, the institution has adjusted to the region's needs and expanded over time. After becoming the Milwaukee Vocational School in 1920, the school shifted gears again during the Great Depression, adding a junior college that allowed students to take both vocational courses to prepare for work when the economy improved, and academic courses that gave them the option of transferring to a four-year school within the UW system.[49] Thus, the institution has offered both vocational programs and community college/four-year college transfer programs for approximately 80 years. In 1969, all of the vocational colleges in the Milwaukee area were combined to form the Milwaukee Area Technical College.

General Structure and Activities

MATC operations and finances are overseen by its president and District Board, which is made up of nine citizen volunteer members who serve three-year terms. State legislation adopted in March 2012 altered the board appointment process and increased business representation from two to five of the nine board seats, in response to a longstanding contention that MATC's programming did not sufficiently reflect the needs of area employers.[50] The four non-business community members now include a City of Milwaukee alderman, an MPS school board member, and two additional members. The board appointment committee also was changed to consist of the county executive from Milwaukee County and the county board chairpersons from Milwaukee, Ozaukee, and Washington counties. Board appointments previously had been made by a group of more than 20 area school board presidents.

MATC offers a vast array of educational programs – including approximately 70 associate degree programs, 40 technical diploma programs, 80 certificate programs, and 25 apprenticeship programs – through six academic divisions. The college also offers GED/HSED, ESL, adult enrichment courses, and customized job training programs.

Each MATC occupational associate degree and technical diploma program is overseen by an advisory committee comprised of approximately 8-10 employers in the associated field, adding another layer of private sector involvement to the college's operations. Advisory committees help guide program

[49] MATC. "The MATC Story." http://matc.edu/matc_news/story_of_matc.cfm
[50] MATC 2012-2013 District Board appointments:
http://matc.edu/matc_news/2012_2013DistrictBoardAppointments.cfm

development, expansion, and modification based on regional market needs. According to MATC officials, 876 individuals currently serve on MATC program committees.

Program offerings for all Wisconsin technical colleges are overseen and coordinated by the WTCS, which seeks to ensure that program offerings align with demonstrated need and demand throughout the state. WTCS has a rigorous process for creating new programs. A strong, data-supported case must be presented for the program's need and design, and offerings at neighboring institutions are taken into account when new program proposals are reviewed.[51]

Collaborative Efforts

MATC interacts and partners with other Milwaukee workforce development organizations, including MAWIB, in many ways. MATC's president serves on MAWIB's board of directors, for example, and MATC is represented on MAWIB's Coordinating Council. In addition, MATC instructors teach courses in adult basic education, basic computer literacy, GED preparation, and ESL at MAWIB's HIRE Center and the three Milwaukee one-stop job centers, through their Learning Labs.

MATC also works with other workforce development organizations to develop training programs in key industry sectors. For example, MATC faculty teach occupation-specific courses at the CareerWorks Healthcare Training Institute (HTI), a training and education center administered by MAWIB and the Milwaukee Area Healthcare Alliance (MAHA) that offers customized services for individuals interested in health-related occupations. MATC also is a partner in MAWIB's other CareerWorks center, which provides education and training for job seekers to prepare for work in the retail, hospitality, and tourism industry.

MATC is involved in efforts focused on the manufacturing sector as well, participating in WRTP's Manufacturing Council and the new Mayor's Manufacturing Partnership. With ongoing employer concerns regarding the lack of qualified applicants for manufacturing jobs, MATC is adding welding to its Mequon campus offerings and expanding welding programs at its other campuses. The college also recently launched a new industrial technician apprenticeship program in collaboration with the Wisconsin Department of Workforce Development.[52]

Based on employer demand, MATC developed a new facility in Oak Creek in 2007 called the Center for Energy Conservation and Advanced Manufacturing (ECAM). In addition to providing students with a cutting edge facility for associate degree and technical diploma programs, the ECAM provides space for customized training programs for area employers.

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[51] MATC – Designing new programs and courses: http://ecampus.matc.edu/accreditation/cat1/p3.html

[52] Engel, Jeff. "MATC, DWD announce manufacturing apprenticeship to address skills gap." 8/27/12. *Business Journal Serving Greater Milwaukee.* http://www.bizjournals.com/milwaukee/news/2012/08/27/matc-dwd-announce-manufacturing.html

in other key sectors, MATC is developing new programs in collaboration with economic development and workforce development organizations. For example, several new programs related to the food and beverage industry are being launched in partnership with the Milwaukee 7 and its Food and Beverage (FaB) initiative. MATC also recently partnered with the Milwaukee Water Council to land a $498,216 National Science Foundation grant to train regional workers in water technology fields.[53]

Budget and Finances

MATC had an operational budget of more than $265 million in 2011, making it the third largest institution of higher education in Wisconsin, after UW-Madison ($2.7 billion) and UW-Milwaukee ($680 million).[54] The college's primary source of revenue is the property tax it levies in its district, which includes all of Milwaukee County, a majority of Ozaukee County, and portions of Washington County. Table 7 shows that the property tax accounted for roughly 54% of MATC's total revenues in 2011. That same year, instructional costs accounted for 52% of MATC's expenditures.

Table 7: MATC Revenues and Expenditures, 2011 (in millions)

Source	Revenues	% of Total Revenues
Property Tax	$142.8	53.7%
Federal Aid	$41.1	15.6%
Tuition and Fees	$26.4	9.9%
State Aid	$25.8	9.7%
Contract Services	$17.2	6.5%
Auxiliary/Enterprise	$10.5	3.9%
Other Grants	$2.0	0.7%
Total	$265.8	
Source	**Expenditures**	**% of Total Expenditures**
Instruction	$137.0	52.0%
Student Services	$38.2	14.5%
Auxiliary/Enterprise	$24.6	9.3%
Depreciation	$20.5	7.8%
Physical Plant	$17.9	6.8%
General Institutional	$17.3	6.6%
Instructional Resources	$5.0	1.9%
Interest	$2.9	1.1%
Total	$263.4	

Source: MATC

[53] *Business Journal Serving Greater Milwaukee*. "Grant backs water technology education in Milwaukee." 9/19/11. http://www.bizjournals.com/milwaukee/news/2011/09/19/grant-backs-water-technology-education.html

[54] MATC 2011 Annual Report: http://www.matc.edu/documents/upload/2011_Annual_Report.pdf.
UW System 2010-2011 Budget Redbook: http://www.uwsa.edu/budplan/redbook/

State aid provided about 10% of MATC's revenues in 2011. The state budget for 2011-2013 cut state aid for all Wisconsin technical colleges by 30% and imposed a strict freeze on local revenue for technical colleges during those two years.[55] Prior to passing the state budget, however, the state legislature adopted Wisconsin Act 10, the highly contentious bill that required most public workers, including technical college employees, to make increased pension and health care premium contributions. With MATC faculty contracts in place through 2014 – thus preventing the application of Act 10 requirements until that time – and Act 10 tied up in the courts, it remains to be seen how the college will balance revenue increases and spending cuts in order to maintain existing programming.

Program Data and Analysis

In assessing MATC's role in Milwaukee's workforce development system – as opposed to its higher education system – we focus primarily on the college's technical diploma programs, which typically can be completed in one year or less. Those programs allow individuals who are unemployed or underemployed to start a new career in a relatively short period of time. They differ from associate degree programs, which generally take two years of full-time study to complete, and certificate programs, which typically are taken as part of a larger degree or diploma program.[56] We also look at the college's customized training programs offered by its Office of Workforce and Economic Development (OWED).

MATC's 47 technical diploma programs enrolled 3,260 students in the 2010-2011 academic year. Almost 70% of those students had completed high school or earned a GED or HSED upon entering a technical diploma program, and another 29% already had completed some college or earned a degree.[57] Thus, the biggest difference between the educational attainment of the students entering MATC's technical diploma programs and the population served by MAWIB is that a substantially higher percentage of MAWIB's clients have not completed high school or earned an equivalent diploma. About 31% of MAWIB's clients fall into that category compared with only 2% of MATC's students. Notably, the MATC technical diploma programs that previously had allowed students lacking a high school diploma or GED to enroll – provided they passed an admissions exam – no longer will be allowed to do so because of recent changes at the federal level.

In the 2010-2011 academic year, 1,158 students graduated from one of MATC's technical diploma programs, a graduation rate of 35.5%. It is important to note, however, that the enrollment figure includes both full-time and part-time students, and approximately 82% of students enrolled in a technical diploma program were enrolled part-time.[58] Many part-time students take two or more years

[55] Wisconsin Budget Project: http://wisconsinbudgetproject.blogspot.com/2011/05/technical-colleges-face-increasing.html
[56] Certificate programs also are available as stand-alone programs.
[57] Data provided by MATC at the request of the Public Policy Forum in November, 2012
[58] Program enrollment and graduate data were provided by the Wisconsin Technical College System in March, 2012.

to graduate, while many others "job out," meaning they find work partway through their program and end their studies without earning a diploma.

Table 8 shows the technical diploma programs with total enrollments of more than 100 students in the 2010-2011 academic year. Five of the 11 programs with the highest enrollment are in a health-related field, while two of the top 11 programs are related to manufacturing. Overall, students enrolled in health-related programs represent 1,533 of the 3,260 students in technical diploma programs – or 47% – with the Nursing Assistant program alone accounting for 16% of the total enrollment. The students enrolled in manufacturing-related programs represent 9% (304) of the total.

Table 8: MATC's technical diploma programs with the highest total enrollment

	Program	Program Length	2010-2011 Enrollment	2009-2010 Enrollment	2008-2009 Enrollment
1	Nursing Assistant	6 weeks	515	413	326
2	Barber/Cosmetologist	One year	256	233	208
3	Practical Nursing	One year	222	302	325
4	Emergency Medical Technician	One semester	177	162	120
5	Medical Coding Specialist	One year	141	99	63
6	Machine Shop Tool Operation	One year	139	147	125
7	Automotive Maintenance Technician	One year	127	141	138
8	Medical Assistant	One year	126	137	140
9	Electricity	One year	123	139	128
19	Welding	One year	122	148	144
11	Carpentry	One year	109	120	97

Source: Wisconsin Technical College System

Employment Projections

By examining MATC's technical diploma program enrollment and graduation levels alongside occupational job projections for the Milwaukee area, it is possible to gain insight into how its workforce pipelines align with anticipated job openings. While job projections never are a perfect predictor of job openings that actually will occur, projections from the Wisconsin Department of Workforce Development (DWD) for the Milwaukee area (Milwaukee, Ozaukee, Washington, and Waukesha counties) currently represent the best estimates publicly available.

In projections released in April 2011, DWD estimated that 61 occupations will have at least 100 annual openings in the Milwaukee area between 2008 and 2018. Table 9 lists those occupations and indicates whether MATC offers a related technical diploma or associate degree program. "Annual openings" include both new jobs that are anticipated and existing positions expected to become vacant. "Typical education and training path" is based on the most common path to each occupation, though other paths also may exist. In analyzing these data, it is important to keep in mind that there is not always an obvious connection between a program and an occupation, and that programs often prepare students for multiple occupations.

Table 9: Projected annual regional job openings by occupation, 2008-2018

	Occupational Title	Annual Openings	Typical Education and Training Path
1	Cashiers	830	Short-term on-the-job training
2	Waiters and Waitresses	780	Short-term on-the-job training
3	Customer Service Representatives	690	Moderate-term on-the-job training
4	Retail Salespersons	660	Short-term on-the-job training
5	Registered Nurses	600	Associate or Bachelor's
6	Combined Food Preparation and Serving Workers, Including Fast Food	580	Short-term on-the-job training
7	Personal and Home Care Aides	540	Short-term on-the-job training
8	Laborers and Freight, Stock, and Material Movers, Hand	440	Short-term on-the-job training
9	Home Health Aides	390	Short-term on-the-job training
10	Office Clerks, General	350	Short-term on-the-job training
11	Bartenders	300	Short-term on-the-job training
12	Sales Reps, Wholesale & Manufacturing, Except Technical & Scientific Products	280	Work experience in a related occupation
13	Janitors and Cleaners, Except Maids and Housekeeping Cleaners	270	Short-term on-the-job training
14	Child Care Workers	260	Short-term on-the-job training
14	Nursing Aides, Orderlies, and Attendants	260	Postsecondary vocational training
16	General and Operations Managers	250	Bachelor's Plus
16	Truck Drivers, Heavy and Tractor-Trailer	250	Short-term on-the-job training
18	Counter Attendants, Cafeteria, Food Concessions, and Coffee Shop	240	Short-term on-the-job training
18	Stock Clerks and Order Fillers	240	Short-term on-the-job training
20	Human Resources, Training, and Labor Relations Specialists, All Others	230	Bachelor's
20	Team Assemblers	230	Moderate-term on-the-job training
20	Tellers	230	Short-term on-the-job training
23	Receptionists and Information Clerks	220	Short-term on-the-job training
24	Preschool Teachers, Except Special Education	200	Bachelor's
24	Elementary School Teachers, Except Special Education	200	Bachelor's
26	Accountants and Auditors	190	Bachelor's
27	Correctional Officers and Jailers	180	Moderate-term on-the-job training
27	First Line Supervisors/Managers of Office and Administrative Support Workers	180	Work experience in a related occupation
27	Maintenance and Repair Workers, General	180	Long-term on-the-job training
30	Bookkeeping, Accounting, and Auditing Clerk	170	Moderate-term on-the-job training
30	Business Operations Specialists, All Others	170	Bachelor's
32	Licensed Practical and Licensed Vocational Nurses	160	Postsecondary vocational training
33	Dishwashers	150	Short-term on-the-job training
34	Secondary School Teachers, Except Special and Vocational Education	140	Bachelor's
34	Security Guards	140	Short-term on-the-job training
36	Cooks, Restaurant	130	Long-term on-the-job training
36	Executive Secretaries and Administrative Assistants	130	Work experience in a related occupation
36	Food Preparation Workers	130	Short-term on-the-job training
36	Maids and Housekeeping Cleaners	130	Short-term on-the-job training
36	Network Systems and Data Communications Specialists	130	Bachelor's
36	Shipping, Receiving, and Traffic Clerks	130	Short-term on-the-job training
36	Teacher Assistants	130	Moderate-term on-the-job training
36	Welders, Cutters, Solderers, and Brazers	130	Postsecondary vocational training
44	First Line Supervisors/Managers of Retail Sales Workers	120	Work experience in a related occupation
44	Hairdressers, Hairstylists, and Cosmetologists	120	Postsecondary vocational training
44	Hosts and Hostesses, Restaurant, Lounge, and Coffee Shop	120	Short-term on-the-job training
44	Industrial Truck and Tractor Operators	120	Short-term on-the-job training
44	Lifeguards, Ski Patrol, and Other Recreational Protective Service Workers	120	Short-term on-the-job training
44	Sales Representatives, Services, All Other	120	Work experience in a related occupation
44	Social and Human Services Assistants	120	Moderate-term on-the-job training
51	Landscaping and Groundskeeping Workers	110	Short-term on-the-job training
51	Medical Assistants	110	Moderate-term on-the-job training
51	Postal Service Mail Carriers	110	Short-term on-the-job training
51	Secretaries, Except Legal, Medical and Executive	110	Moderate-term on-the-job training
55	Computer Software Engineers, Applications	100	Bachelor's
55	Computer Systems Analysts	100	Bachelor's
55	Firefighters	100	Long-term on-the-job training
55	Fitness Trainers and Aerobics Instructors	100	Postsecondary vocational training
55	Pharmacy Technicians	100	Moderate-term on-the-job training
55	Recreation Workers	100	Moderate-term on-the-job training
55	Truck Drivers, Light or Delivery Services	100	Short-term on-the-job training

Source: Wisconsin Department of Workforce Development

Note: Occupational titles highlighted in dark blue are those for which MATC has a related technical diploma program, while those in light blue represent occupations for which a related associate degree program is offered. Assistance with defining occupation and program linkages was provided by MATC research staff.

According to these projections, "postsecondary vocational training" – a category that would include MATC's technical diploma programs – is the typical path to only five of the 61 occupations expected to have the highest annual job openings in the Milwaukee area. Among those, MATC has programs established for four. The college also offers programs related to all of the occupations that require an associate or bachelor's degree, though in many cases students must transfer to a four-year college and complete a bachelor's degree to qualify for jobs in the associated field.

Overall, it appears that MATC's program offerings are generally well-calibrated to the educational demands of the local job market. Short- or moderate-term on-the-job training is the most common pathway to a majority of the occupations in the greatest demand (37 out of 61, or 61%), including several of the occupations at the top of the list in Table 9. MATC offers programs related to about one third of those occupations. Some might argue that MATC should not focus its resources on programs in fields that typically do not require postsecondary education, particularly considering that many of those occupations offer relatively low wages and benefits. A counter argument, however, is that though jobs in many fields may not require post-secondary education, diploma holders likely have a competitive advantage over candidates with no postsecondary education for those jobs.

MATC's emphasis on programs in the health care sector also appears justifiable when program enrollment and graduate data is lined up with DWD's projected jobs data. The projections, for example, show a high demand for Nursing Assistant program graduates, who would qualify for jobs as personal and home care aides, home health aides, and nursing aides. UWM's 2009 survey of regional employers also found that about one out of every four job openings at that time was in a health-related field.[59] Table 10 shows the enrollment and graduate data for the 15 largest programs, along with DWD's job projection data.[60] Programs have no job openings listed if it was unclear which occupations in DWD's projection data were related.

[59] Pawasarat, John et al. August, 2009.

[60] In some cases, the projections in this table include positions in multiple related occupations. For example, the Nursing Assistant projections includes Personal and Home Care Aides; Home Health Aides; Nursing Aides, Orderlies, and Attendants, and the EMT projection includes firefighter positions, as they also require EMT training.

Table 10: MATC program enrollment and graduate data compared with projected jobs

		Program Length	2010-2011 Enrollment	2010-2011 Graduates	Projected Annual Job Openings
1	Nursing Assistant	6 weeks	515	344	1,190
2	Barber/Cosmetologist	One year	256	15	120
3	Practical Nursing	One year	222	111	160
4	Emergency Medical Technician (EMT)	One semester	177	134	130
5	Medical Coding Specialist	One year	141	30	-
6	Machine Shop Tool Operation	One year	139	26	110
7	Automotive Maintenance Technician	One year	127	26	120
8	Medical Assistant	One year	126	33	110
9	Electricity	One year	123	29	90
10	Welding	One year	122	27	150
11	Carpentry	One year	109	29	70
12	Phlebotomy Technician	One semester	93	34	-
13	Air Conditioning, Refrigeration and Heating	One semester	72	41	60
14	Dental Assistant (Short-term)	One semester	53	30	80
15	Health Unit Coordinator	20 weeks	45	27	-

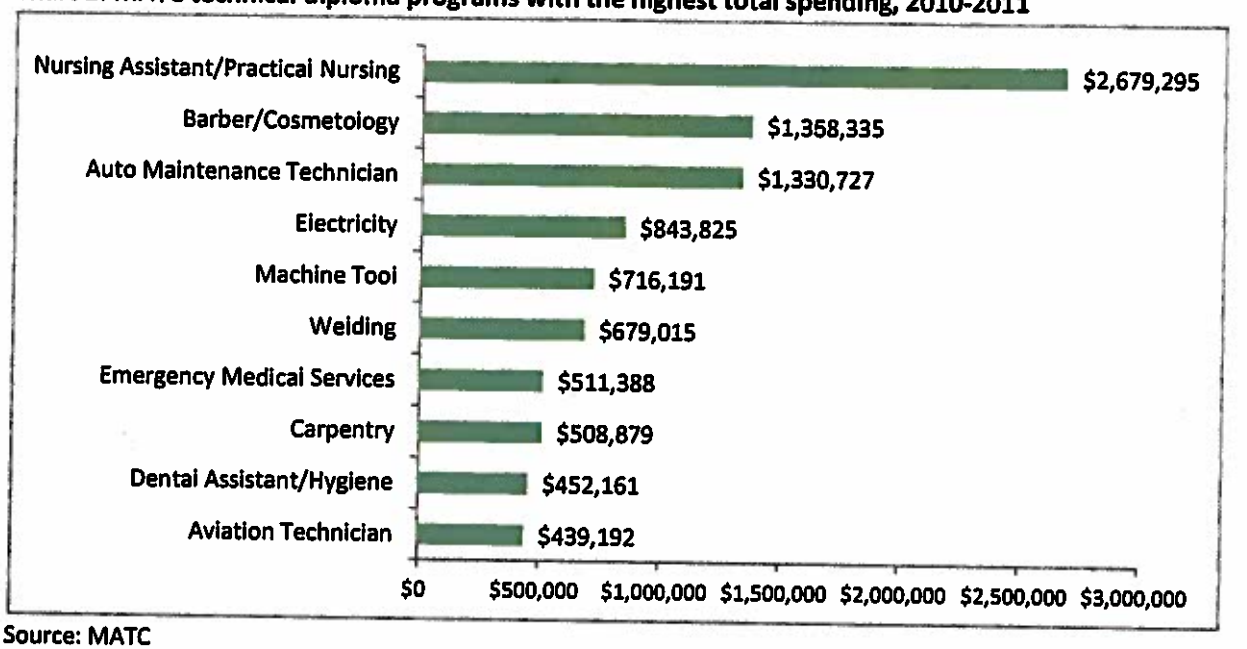
Source: MATC

There are several occupations for which MATC is enrolling more students than the projected annual job openings, but only one for which the number of graduates meets or exceeds the projections. It should be noted, however, that while in many cases, there are far more jobs projected than annual graduates, the projections are for the four-county region, and Waukesha County Technical College (WCTC) also produces graduates who compete for those positions. Also, new graduates from the region's technical colleges are not the only source of qualified workers who fill open jobs. Many openings are filled by job seekers who are reentering the workforce, individuals participating in employment and training programs offered by other area agencies, and individuals new to the Milwaukee area. Based on the number of graduates, however, it appears that several programs could be expanded to meet expected needs, though WCTC data presented later in this section sheds additional light on this matter. In addition, as noted above, graduation levels may not be the best barometer of assessing program performance, as students in some programs find employment before completing all of the coursework required for graduation.

Program Budgets

While MATC budgets at the department rather than program level, college officials were able to provide estimates of each technical diploma program's total expenses for faculty salaries and benefits, which give a sense of the workforce development areas in which the college is investing the greatest resources. The figures in Chart 2 are prorated based on full-time equivalent (FTE) faculty members. In some cases, multiple diploma programs in the same field or closely related fields are included together. In total, MATC spent approximately $12.5 million during the 2010-2011 academic year on faculty salaries and benefits associated with the college's technical diploma programs.

Chart 2: MATC technical diploma programs with the highest total spending, 2010-2011



Source: MATC

Given that the Nursing Assistant and Practical Nursing programs are among the top three programs in terms of enrollments and graduates each year, it follows that those combined programs would have the highest total spending. Together, they account for $2.7 million, or 22% of the total. Several other programs that are among the highest in total spending (Electricity, Welding, Emergency Medical Services, and Carpentry) also are among the programs with the highest enrollments and graduates.

On the other hand, two of the 10 departments with the largest budgets ranked particularly low compared with other MATC programs in terms of number of graduates. In 2011, the enrollment for the Barber/Cosmetology program was the second highest among all technical diploma programs, at 256, but only 15 students graduated that year. Despite the fact that a license is required to work as a barber or cosmetologist in Wisconsin, it appears that many students in MATC's Barber/Cosmetology program are only completing the coursework necessary to gain basic skills, according to MATC officials. To address this problem, MATC recently decided to separate Barbering from Cosmetology, creating a new and shorter Barbering program that allows interested students to graduate more quickly with the basic skill set they desire.

The Aviation Technician program, meanwhile, only graduated one student. According to MATC officials, however, students in the Aviation Technician program typically achieve Federal Aviation Administration (FAA) certification and are placed in jobs before completing their degree. The student-faculty ratio of the Aviation Technician program also is very low, a major factor in program cost.

Some have argued that MATC ought to channel the greatest resources into programs that prepare students for the occupations in the highest demand, such as those in health-related fields, and into programs that provide the greatest benefits to the regional economy, such as those related to the export-oriented field of manufacturing. That appears to be occurring to a greater extent in the case of health care than manufacturing, though this could change in the 2012-2013 academic year as MATC is making significant new investments in manufacturing fields, as previously described in this report.

Ultimately, MATC's level of investment in individual programs is influenced both by college planning and by student demand. In the past, college officials have cited difficulty in filling seats in some manufacturing-related programs because of low student demand, and have stressed the importance of balancing the needs of area employers with the need to provide sufficient capacity in those programs that are sought most by students. Now that the college is reacting to *employer* demand by expanding manufacturing programs, it is possible that additional efforts will be needed to attract students to those programs.

MATC and Waukesha County Technical College (WCTC)

To provide additional context for the preceding analysis of MATC enrollment and graduate data, we examined similar data for Waukesha County Technical College (WCTC) as well. WCTC students also fill jobs in the Milwaukee region, and WCTC is an alternative option for employers seeking customized training opportunities for potential workers. In addition, the occupational job projection figures prepared by the State of Wisconsin target the four-county area of Milwaukee, Ozaukee, Washington, and Waukesha counties, which is an area served by both MATC and WCTC.

WCTC enrolled approximately 2,200 students in technical diploma programs in the 2010-2011 academic year. Table 11 shows WCTC's technical diploma programs with the highest total enrollments. As with MATC, many of the programs with the highest enrollments (seven of the top 10) are in health-related fields. A total of 128 students were enrolled in manufacturing-related programs, accounting for only 6% of total technical diploma enrollments, a lower rate than at MATC.

Table 11: WCTC's technical diploma programs with the highest total enrollment, 2010-2011

	Program	Program Length	2010-2011 Enrollment	2010-2011 Graduates
1	Nursing Assistant	6 weeks	689	658
2	Emergency Medical Technician	One semester	204	180
3	Medical Assistant	One year	180	25
4	Phlebotomy Technician	One semester	90	21
5	Metal Fabrication/Welding	One year	85	28
6	Truck Driving	One semester	83	60
7	Practical Nursing	One year	82	54
8	Medical Coding Specialist	One semester	71	14
9	Food Service Production	One year	56	2
10	Barber/Cosmetologist	One year	49	16
11	Criminal Justice – Law Enforcement	One semester	46	46
12	Facilities Maintenance	One year	43	15
12	Machine Tool Operation	One year	43	4
14	Dental Assistant (Short-term)	One semester	41	26
14	Office Technology Assistant	One semester	41	10

Source: Wisconsin Technical College System

in the 2010-2011 academic year, a significantly higher ratio of students graduated from WCTC programs than from MATC programs. For example, in the Nursing Assistant program, which had the highest enrollment of any technical diploma program in both colleges in each of the last three years, 96% of WCTC's enrollees graduated, as compared to 54% at MATC. Indeed, as shown in Table 12, 59% of the enrollees in all WCTC technical diploma programs in 2010-2011 reached graduation, compared with a 36% ratio for MATC's technical diploma programs.

Table 12: Comparison of MATC and WCTC technical diploma programs

	2010-2011 Total enrollees	2010-2011 Graduated	Ratio of Graduates to Enrollees	Academically Disadvantaged	Economically Disadvantaged
MATC	3,231	1,158	35.8%	26.3%	71.5%
WCTC	2,199	1,235	59.0%	18.6%	21.8%

While the vast majority of students are part-time at both institutions, a likely factor in the difference in graduation ratios is that the two colleges serve very different populations. In particular, poverty is a far greater issue for MATC's student body as compared with that of WCTC, with the percentage of students deemed "economically disadvantaged" over three times higher at MATC than at WCTC.[61] In addition, a higher percentage of MATC students are considered academically disadvantaged, meaning they qualify

[61] The federal definition of "economically disadvantaged" is any individual or member of a family who receives need-based financial assistance, or whose income is at or below the poverty level as defined by the U.S. Department of Health and Human Services, according to a definition provided by the Wisconsin Technical College System.

for specific grant-funded services or academic support because their reading or math test score is below a 9th grade level, or because of a weak academic transcript.[62]

To see how the pipelines generated by the two regional technical colleges compare with projected jobs in the region, in Table 13 we combine the enrollment and graduate data for technical diploma programs at MATC and WCTC with DWD's job projections. In most cases, combined enrollments exceed the number of projected annual job openings, but combined graduate numbers generally fall at or below the projections. The number of Nursing Assistant and Practical Nursing graduates, for example, is close to the number of projected jobs in those high-demand fields. In several other areas, the number of graduates falls far short of the projections, including manufacturing-related programs (Machine Shop Tool Operation and Welding), as well as Barber/Cosmetology, Automotive Maintenance Technician, and Electricity. While in many cases students may be "jobbing out" before graduating, an increased focus on improving student retention in those programs may be needed. According to MATC officials, new retention efforts are being implemented to address this problem.

Table 13: MATC and WCTC combined 2010-2011 enrollments compared with job projections

		2010-2011 Combined Enrollments	2010-2011 Combined Graduates	Projected Annual Job Openings
1	Nursing Assistant	1,204	1,002	1,190
2	Barber/Cosmetologist	305	31	120
3	Practical Nursing	304	165	160
4	Emergency Medical Technician	381	314	130
5	Medical Coding Specialist	212	44	-
6	Machine Shop Tool Operation	182	30	110
7	Automotive Maintenance Technician	145	37	120
8	Medical Assistant	306	58	110
9	Electricity	123	29	90
10	Welding	207	55	150
11	Carpentry	109	29	70
12	Phlebotomy Technician	183	55	-
13	Air Conditioning, Refrigeration and Heating	72	41	60
14	Dental Assistant (Short-term)	94	56	80
15	Health Unit Coordinator	78	30	-

Office of Workforce and Economic Development

In addition to providing technical diploma programs as a means of providing relatively short-term training or education linked to specific occupations, since the 1980s MATC has maintained an office specifically dedicated to workforce training and education, outreach, and economic development activities. The OWED develops contracts with for-profit businesses, nonprofit agencies, governmental agencies, service organizations and associations to develop customized training programs for incumbent and newly-preparing workers. OWED also administers a variety of grants, oversees a majority of MATC's

[62] Definition provided by Wisconsin Technical College System. Students enrolled in English as a Second Language courses are excluded, as are students identified as hearing or visually impaired or disabled.

continuing education programs, and serves as a partner for economic development strategies and initiatives in the Milwaukee area.

OWED's customized training capabilities make it unique in the Milwaukee area. While many OWED contracts are geared toward improving the skills of incumbent workers, the office also does a substantial amount of contract work with agencies serving unemployed clients, including MAWIB. The programs completed for MAWIB have targeted dislocated workers and have been aimed at developing specific skill sets and providing students with the competencies necessary to enter the workforce.[63] Altogether, contracts accounted for about 43% of OWED's revenue in 2010-2011, as shown in Table 14.

Table 14: OWED budget and activities summary, 2010-2011

OWED Activity	Estimated Revenues	Number of Students	Number of Companies
Contracts	$2,045,087	5,240	35
Grants -Workforce Advancement Training (WAT)	$305,671	181	8
Grants - Manufacturing Skill Standards Council (MSSC)	$143,000	120	5
Grants - Community Based Job Training (WISTEC)	$200,000	162	8
Grants - FoodShare Employment and Training (FSET)	$1,000,000	878	NA
Grants - Other	$175,000	90	4
Continuing Education	$917,952	5,525	NA
Totals	$4,786,710	12,196	60

Source: OWED

MAWIB also contracts with OWED to provide pre-vocational training and career readiness services for participants of the FSET program. The training programs teach a variety of skills, including basic computer and financial skills, as well as general skills related to construction, manufacturing, culinary arts, health care, and other fields. FSET program participants also receive case management and support services through the PACE program, which is aimed at helping students successfully complete diploma and degree programs. In 2010-2011, the FSET grant provided approximately 21% of OWED's revenue.

OWED's capacity is limited by the need to coordinate the use of facilities with MATC programs, but the office plays a critical training role in Milwaukee's workforce development system.

Summary

MATC, along with MAWIB, is at the core of Milwaukee's workforce development system. While associate degree and four-year college transfer programs are major components of MATC's offerings, the college's primary role in the workforce development system is to provide job seekers and employers with occupation-driven programs and services, ranging from OWED's short-term, customized training programs for specific employers to technical diploma programs that take up to one year of full-time

[63] OWED Annual Report, 2010-2011: http://www.matc.edu/OWED/upload/OWED_Annual_Report_2011.pdf

study to complete. The capacity of MATC to provide pre-employment and occupation-specific skills training to job seekers is unmatched by any other organization in the Milwaukee area.

MATC's technical diploma program offerings seem generally attuned to the demands of the Milwaukee area job market, as estimated by DWD. In tandem with those offered at WCTC, most MATC technical diploma programs seem to be appropriately scaled in relation to job projection numbers, though in many cases retention appears to be a problem. That seems particularly true for programs lasting a full year, which generally seem to have lower graduate-to-enrollment ratios than programs lasting one semester or less. Increased efforts to retain students may be needed, and/or several programs may need to be scaled up in order to produce a sufficient number of graduates.

While program advisory councils and the MATC board help to determine the size of individual programs, student demand is a significant factor as well. A key question is the extent to which MATC should design its programs and course offerings based on those fields projected to experience growth, as opposed to those that appear to be most heavily demanded by students. Currently, job projection data is far from perfect, though in addition to DWD's projections, MATC officials utilize job projection data produced by EMSI, a private consultant. (WTCS now requires MATC and all technical colleges in the state to utilize EMSI data as part of the program development process.) In addition, the Governor's special consultant on economic, workforce and education development recently proposed the creation of a new and improved job tracking system that could aid in efforts to scale programs more precisely.[64]

Among Milwaukee-area organizations, MATC and WCTC appear to be in the best position to prepare Milwaukee's workforce for jobs in manufacturing and other industry sectors widely viewed as being able to drive economic growth in the region, as training beyond a high school diploma is required for most available positions. A critical consideration, however, is that chronically unemployed individuals in Milwaukee often require additional supports and remediation in order to qualify for and complete those programs and succeed in those fields.

[64] Sullivan, Tim. August, 2012.

OTHER MAJOR WORKFORCE DEVELOPMENT ORGANIZATIONS

W-2 agencies

The Wisconsin Works (W-2) program is a federally-funded program for low-income families with dependent children. The program replaced the Aid to Families with Dependent Children (AFDC) program in 1997, adding a work-based component that required most enrollees to participate in the workforce. The services provided by W-2 include employment preparation services, case management, and cash assistance to eligible families. Employment preparation services often include placements in subsidized and supported jobs where clients gain on-the-job work experience.

W-2's blend of employment-related services and cash benefits has given the program a mixed identity as both a workforce development program and a public assistance program. There is no doubt, however, that the W-2 program and the agencies that administer it are significant elements of Milwaukee's workforce development landscape. In state fiscal year 2012, the total funding allocated to W-2 agency contracts in Milwaukee County was $198.9 million, including $91.2 million for W-2 services and administration and $107.7 million for client cash benefits.[65]

The state currently contracts with six agencies to provide W-2 services in Milwaukee County: MAXIMUS, Policy Studies, Inc. (PSI), Public Consulting Group (PCG), Social Development Commission (SDC), United Migrant Opportunity Services (UMOS), and YWCA. Four of the agencies serve W-2 clients in designated areas: MAXIMUS serves the central and southwest portions of Milwaukee County; PSI the north; UMOS the southeast; and YWCA the northeast. The SDC acts as the "front door" agency, handling eligibility and emergency assistance, and PCG works with clients who qualify for Supplemental Security Income (SSI) payments through Social Security. The four primary W-2 agencies refer clients to PCG, as appropriate. Table 15 shows the funding distribution to each of the contracted agencies for services, program administration, and client cash benefits.

Table 15: Milwaukee County W-2 program budget summary, SFY 2012

Agency	W-2 Services & Admin.	Client Cash Benefits	Total W-2 Contract
MAXIMUS	$30,577,078	$39,381,642	$69,958,720
PCG	$3,676,934	$5,126,827	$8,803,761
PSI	$15,464,411	$18,826,317	$34,290,728
SDC	$15,761,310	$9,065,442	$24,826,752
UMOS	$16,891,513	$23,292,798	$40,184,311
YWCA	$8,806,466	$12,017,228	$20,823,694
TOTAL	$91,177,712	$107,710,254	$198,887,966

Source: Wisconsin Department of Children and Families

[65] Wisconsin Department of Children and Families.
http://dcf.wisconsin.gov/memos/dfes/2011/pdf/dfes11_04_attachment2.pdf

The Wisconsin Department of Children and Families (DCF), which administers the W-2 program, is planning significant changes to Milwaukee County's W-2 agency contracts in 2013, eliminating two of the current participants (SDC and PCG) and adding two new ones. YWCA no longer will be a primary agency, but will subcontract with one of the new agencies, America Works, to carry out the functions currently handled by the SDC and PCG. In addition, MAXIMUS acquired PSI in April 2012, reducing the participating agencies further. In 2013, the W-2 caseload will be distributed among the following four contracted agencies:

- America Works - East Central Region
- Ross Innovative Employment Solutions - West Central Region
- United Migrant Opportunity Services (UMOS) - South Region
- MAXIMUS - North Region

As previously mentioned in this report, the state also is making changes to the way in which W-2 funding is distributed to contracted agencies. Rather than annual lump sums, the new "pay for performance" model will provide W-2 agencies with a base rate per client and bonus payments for achieving job placement and other performance outcome goals.[66] According to DCF officials, some W-2 agencies have not served their clients effectively in the past, and the changes are being made to encourage "organizational efficiency, accountability and equal access." Concerns have been raised, however, that with increased pressure to place clients in jobs, tensions could heighten between W-2 agencies as they seek relationships with area employers.

In addition to providing W-2 services, MAXIMUS, UMOS, and YWCA also are designated as Milwaukee County's one-stop job centers. All of the agencies providing services at the one-stop job centers pay for a portion of the indirect costs associated with those centers based on the size of the program(s) they offer. Since W-2 is the largest program provided at the one-stop job centers, federal funding from W-2 is the centers' largest source of support. The W-2 agencies' designation as the one-stop job centers demonstrates their prominent role in Milwaukee's workforce development system.

The W-2 agencies collaborate with Milwaukee's other workforce development organizations through the one-stop job center system and through participation in MAWIB's Coordinating Council. The president of UMOS also serves on MAWIB's board of directors. Additionally, YWCA and the Milwaukee Area Health Education Center (AHEC) together form the Milwaukee Area Healthcare Alliance (MAHA), which works with MAWIB to direct and staff the CareerWorks Healthcare Training Institute (HTI).

WRTP/BIG STEP

Milwaukee is home to several industry-specific organizations that serve as workforce intermediaries between area employers and workers. WRTP/BIG STEP, which focuses on the skilled trades, is perhaps the most prominent among them. Originally two separate organizations, the Wisconsin Regional

[66] Schultze, Steve. May 5, 2012.

Training Partnership (WRTP) and BiG STEP (Building Industry Group Skilled Trades Employment Program) joined forces in 2001 with a mission to "enhance the ability of private sector organizations to recruit and develop a more diverse, qualified workforce in construction, manufacturing and emerging sectors of the regional economy."[67]

WRTP/BiG STEP works with area employers, unions, technical colleges and others to develop customized training programs, which provide employers with workers who are trained to fill specific vacant positions while also helping unemployed residents to gain the skills necessary to obtain quality, "family-supporting" jobs. One highly publicized example of these efforts was the organization's 2011 partnership with Milwaukee Gear, a local manufacturer. With financial support from MAWiB and training provided by WCTC, WRTP/BiG STEP facilitated the process that ultimately led to the employment of 28 new machinists at Milwaukee Gear over the course of one year.[68]

In addition to developing customized training programs, WRTP/BiG STEP has developed general, pre-employment training certificate programs, in partnership with MATC and WCTC, for numerous occupations, including carpentry, machining, welding, heavy highway construction, underground construction, and utility line construction. The organization also connects individuals with one-on-one tutoring services to prepare them for apprenticeship exams.

While WRTP/BiG STEP's work is "industry-led," what makes the organization's model unique is its emphasis on fostering robust industry partnerships involving employers, workers, labor unions, and industry associations. With many partners at the table, WRTP/BiG STEP develops sector strategies intended to connect regional workforce development and economic development efforts. For example, the organization currently is working to better position the region's construction industry for market recovery, and is nurturing industry commitments aimed at promoting growth in the construction sector.

WRTP/BiG STEP's revenue comes from a broad mix of public and private sources, as shown in Table 16. MAWiB was the second largest revenue provider to WRTP/BiG STEP in 2011, accounting for 13% of the total, while fees charged to employers for customized training services were the largest source, at 24% of the total.

[67] WRTP/BIG STEP: http://www.wrtp.org/index.php
[68] Sandler, Larry. "Barrett to unveil custom-tailored job training plan." *Milwaukee Journal Sentinel.* http://www.jsonline.com/news/milwaukee/barrett-to-unveil-customtailored-job-training-plan-v545b5t-139166399.html

Table 16: WRTP/BIG STEP Budget Summary, 2011

Revenue	2011 Total
Employer Services Fees	$634,573
MAWIB	$349,509
Milwaukee Metropolitan Sewerage District	$274,850
State of Wisconsin - Department of Transportation	$225,790
State of Wisconsin - Department of Commerce	$192,631
City of Milwaukee	$150,122
Wisconsin Manufacturing Extension Partnership	$124,499
Capital Campaign	$102,750
Other - Federal	$76,777
Other - State	$69,079
Other - Private	$198,562
Other - Miscellaneous	$194,546
Total Revenue	**$2,593,688**
Expenditures	**2011 Total**
Program Services:	
Employment Services	$725,275
Industry Services	$333,579
Department of Transportation	$204,268
Big Step Apprenticeship Preparation	$201,607
Youth Services	$68,120
Other Programs	$109,733
Triada Employment Service, LLC	$591,602
Management and Supporting Services	$167,443
Total Expenditures	**$2,401,627**

Source: WRTP/BIG STEP

On the expenditure side, "employment services" accounted for 30% of total expenditures, and another 25% paid for services provided by Triada Employment Services, a staffing company that was formed by WRTP/BIG STEP several years ago.

Table 17 gives an overview of WRTP/BIG STEP's 2011 performance outcomes. While most of the organization's services are provided in the Milwaukee area, WRTP/BIG STEP does provide services in other parts of the state, including Dane County.

Table 17: WRTP/BIG STEP Activity Summary, 2011

Activity	2011 Total
Employers Served	197
Individuals Served	1,258
Individuals Trained	691
Individuals Placed	246
Youth Served	219
Apprenticeship Prep	235

Source: WRTP/BIG STEP

WRTP/BiG STEP also is an active member of the Mayor's Manufacturing Partnership, using the relationships it has developed with area manufacturers to direct participants to manufacturing industry training programs provided by area employers and MATC, and to facilitate the direct placement of participants into available positions.

WRTP/BiG STEP and its workforce intermediary model have been featured in multiple national studies in recent years, and the organization has been lauded frequently for its efforts.[69] With manufacturing experiencing an uptick in the Milwaukee area over the past year, and with the launch of the Mayor's Manufacturing Partnership, WRTP/BIG STEP's role in Milwaukee's workforce development system also may be on the rise.

Milwaukee Area Workforce Funding Alliance

The Milwaukee Area Workforce Funding Alliance (MAWFA) was formed in 2008 as a consortium of public and private workforce development funders and service providers. The organization's aim is to allow local foundations and workforce development agencies to align contributions and coordinate efforts, while also improving the region's standing as it competes for additional direct funding for workforce development from national foundations and the federal government.

The development of MAWFA took place in the context of a national movement to develop regional organizations focused on coordinating private sector workforce development funding in support of sector-based training and workforce partnerships. That movement was driven in part by a Boston-based coalition of national and local foundations known as the National Fund for Workforce Solutions (NFWS), which provided initial funding that helped launch MAWFA.[70] There are currently 30 regional funding organizations across the country, including one in Wisconsin Rapids.

A majority of MAWFA members are local foundations and major regional employers, but several public sector agencies are members as well, including MAWIB and MATC. The complete list of MAWFA members is shown below.

- Annie E. Casey Foundation
- Aurora Health Care
- Children's Hospital
- City of Milwaukee Community Development Grants Administration
- City of Milwaukee/Office of Environmental Sustainability
- City of Milwaukee/Office of Mayor Tom Barrett
- City of Milwaukee/ Municipal Court

[69] Public Private Ventures. "Tuning in to Local Labor Markets: Findings From the Sectoral Employment Impact Study." July, 2010. http://www.issuelab.org/research/tuning_in_to_local_labor_markets_findings_from_the_sectoral_employment_impact_study

[70] National Fund for Workforce Solutions: http://www.nfwsolutions.org/

- Columbia St. Mary's
- Faye McBeath Foundation
- Froedtert Hospital
- Greater Milwaukee Foundation
- Helen Bader Foundation
- Housing Authority City of Milwaukee
- JP Morgan Chase Foundation
- Manpower Foundation
- Metropolitan Milwaukee Sewerage District
- MillerCoors
- Milwaukee Area Technical College (MATC)
- Milwaukee Area Workforce Investment Board (MAWIB)
- Northwestern Mutual Foundation
- Rockwell Automation
- The Foundation of the Wisconsin Automobile & Truck Dealer Association (WATDA)
- The Harley Davidson Foundation
- United Way of Greater Milwaukee
- Waukesha, Ozaukee, Waukesha Workforce Investment Board (WOW)
- Wheaton Franciscan
- Zilber Family Foundation

MAWFA is a funding and coordinating body that does not provide direct services. The organization works to align the contributions of MAWFA member organizations, and at times pools resources for initiatives MAWFA members decide to pursue jointly. Excluding MAWIB, MATC, and WOW, MAWFA members invested more than $9 million into local workforce development efforts in federal fiscal year 2011.[71]

While originally formed with the main objective of promoting coordination and collaboration among local philanthropic entities that fund workforce development activities and partnerships, MAWFA also has successfully applied for several major grants as a part of a group of regional funding collaboratives from throughout the country. The largest grant was from the ARRA-funded Pathways Out of Poverty initiative in 2009, which MAWFA and four other workforce funding collaboratives (from Chicago, Detroit, Los Angeles, and Philadelphia) received jointly in partnership with NFWS and Jobs for the Future, a national nonprofit organization. MAWIB's portion of the grant was $1.1 million. Funding for that initiative was received between 2010 and 2012 and distributed to seven local partner agencies, including WRTP/BIG STEP, which provided education, training, job placement, and retention services focused on the construction sector and green industries.[72]

According to MAWFA, seven of the nine performance targets it had established for its Pathways Out of Poverty program have been met, including total participants served, total participants completing

[71] Data provided by the Milwaukee Area Workforce Funding Alliance at the request of the Public Policy Forum.
[72] Milwaukee Area Workforce Funding Alliance: http://www.milwaukeewfa.org/Pages/PathwaysOutofPoverty.aspx

training, and total job placements in unsubsidized positions. Table 18 shows the Pathways Out of Poverty outcomes data.

Table 18: Pathways Out of Poverty performance data, 2010-2012

	Target	Actual as of 10/17/12
Total participants served	300	521
Total entering training	300	508
Total receiving basic education services	200	128
Total receiving supportive services	205	112
Total completing training	270	293
Total receiving credential	190	249
Total unsubsidized placements	246	260
Total training-related unsubsidized placements	225	258
Total placement retention (two quarters)	197	204

Source: Milwaukee Area Workforce Funding Alliance

Another grant of $600,000 came from the Corporation for National and Community Services and the NFWS through its Social Innovation Fund in 2010.[73] That grant supports capacity-building activities for local organizations engaged in workforce development efforts, and is a two-year renewable grant requiring a one-to-one match of local dollars. A third grant of $901,200 was received in 2011 from the U.S. Department of Labor's Green Jobs Innovation Fund and is being used to support MATC and other agencies in providing workers with job training in renewable energy occupations. Performance targets have been set for the Green Jobs Innovation Fund as well, but that program is funded through June 2014 and outcomes data are not yet available.

Overall, it appears that MAWFA has facilitated greater cooperation among private sector stakeholders and attracted additional funding for workforce development to the Milwaukee area, though it is unclear how much of the overall workforce development funding contributed by MAWFA members represents new versus continued investment. There are indications that coordination between MAWIB and the MAWFA could be improved through joint planning, particularly given that both organizations are dedicated, in part, to coordinating workforce development investments. Given the combined resources and influence of the two organizations, it is crucial that they work together effectively.

Division of Vocational Rehabilitation

The Vocational Rehabilitation Act, administered by DWD's Division of Vocational Rehabilitation (DVR), offers counseling, training, job placement, and case management services for individuals with mental or physical disabilities, and training and technical assistance related to disability employment issues for employers. In 2012, Vocational Rehabilitation Act funding represented the second largest workforce

[73] Milwaukee Area Workforce Funding Alliance:http://www.milwaukeewfa.org/Pages/SocialInnovationFund.aspx

development funding stream in Wisconsin, after W-2. In fact, not including the portion of W-2 funding dedicated to client cash benefits, Vocational Rehabilitation Act funding was the largest.

In Milwaukee County, DVR services are delivered at three locations, including two of the one-stop job centers (YWCA and UMOS) and a third, stand-alone location on Milwaukee's northwest side. Vocational rehabilitation services are coordinated with other workforce development services via the one-stop job centers and through DVR participation in MAWIB's board of directors and Coordinating Council.

One of DVR's key services is to develop individual employment plans for each client. The employment plans assess the client's career goals, identify the services needed to help the client advance toward those goals, and determine how the resources to pay for needed services will be acquired. According to DVR officials, there are currently 3,202 active DVR employment plans for individuals with disabilities in Milwaukee County.

In federal fiscal year 2012, $6.5 million was spent in Milwaukee County on DVR services. Unlike many other workforce development programs, however, DVR funds are not allocated to Wisconsin counties and no funds are dedicated to service providers. Rather, federal law dictates that services be provided statewide, and that all disabled applicants receive services to the extent funding allows and based on the severity of each client's needs. When funding limitations do exist, services are provided to the most significantly disabled individuals first, regardless of income and regardless of location. DVR services are tailored to the specific career needs of the individual, and the cost of services needed to assist each individual to advance toward their career goals varies widely.

Wisconsin Department of Corrections

The Department of Corrections (DOC) administers five workforce development-related programs through a mix of federal and state funds that totaled $3.8 million statewide in fiscal year 2012.[74] Those programs provide a wide range of services for inmates and offenders on probation or parole, from adult basic education and GED preparation to on-the-job training in several different industries.

The DOC's on-the-job training is largely provided via Badger State Industries, a fiscally break-even program that employs willing inmates in manufacturing, printing, textile production, and agriculture, helping participants to develop marketable skills and work experience while creating products for clients. While Badger State Industries does not receive federal funding or state General Purpose Revenue, it is authorized to spend up to $32.9 million per year in Program Revenue Operation funding statewide, which is recouped through the sale of inmate-produced products.

The other large workforce development program administered by the DOC is Windows to Work, which provides inmates and parolees from Wisconsin correctional institutions with education, case management, and other supportive services. Windows to Work is a voluntary program designed to assist

[74] Public Policy Forum. July, 2012.

inmates to make a successful transition back into the community and the workforce. In Milwaukee County, the DOC contracts with MAWIB to administer the Windows to Work program and also participates in MAWIB's Coordinating Council. In fiscal year 2011, MAWIB received $330,150 from the DOC for Windows to Work, and 66 individuals in Milwaukee were served by the program through services provided by contracted agencies.[75]

Milwaukee workforce development leaders interviewed for this report repeatedly cited obstacles to employment for the large number of Milwaukee residents with criminal backgrounds as one of the local system's biggest challenges. Not only do the training needs of ex-offenders stretch the capacity of local workforce development agencies, but there also are limited opportunities for employment in industries that do not deem those individuals eligible. MAWIB's president and CEO, for example, estimated that 30% of the clients his organization serves have criminal backgrounds, which represents an additional barrier to employment for a population that also typically has lower levels of education and work experience.

Summary

In addition to MAWIB and MATC, several organizations play significant roles in Milwaukee's workforce development system through service provision, funding, and program administration. Our review of the contributions of the most prominent of those key players reveals the following:

- The W-2 agencies' designation as the one-stop job centers, and the sheer size of their funding base, make those organizations major players in Milwaukee's workforce development system. Consequently, the education and skills levels of W-2 participants logically should play a prominent role in determining the city's workforce development priorities and strategies. Upcoming changes to streamline Milwaukee County's W-2 agency contracts may allow for even better coordination with other workforce development efforts.

- WRTP/BIG STEP's success in creating productive industry partnerships may serve as a model for other Milwaukee workforce development organizations who wish to focus on key industry sectors.

- The creation of the Milwaukee Area Workforce Funding Alliance has helped to improve the coordination of private sector funding contributions to regional workforce development efforts, but improved coordination between MAWFA and MAWIB may be needed.

- DVR makes a very large investment in workforce development services, but the level and type of support provided to clients varies widely and is based primarily on individual needs. Consequently, DVR funds cannot be spent to support comprehensive programs.

[75] Data provided by MAWIB through its Efforts to Outcomes database.

- The DOC should be viewed as a key partner by the region's workforce development entities, as Milwaukee's large population of ex-offenders is among the groups facing the greatest barriers to employment. Enhanced efforts are required to develop services and employment opportunities for offenders returning to the community.

SECTOR STRATEGIES: HEALTH CARE, MANUFACTURING, AND FOOD & BEVERAGE

Workforce development efforts in Milwaukee have shifted toward sector-specific approaches over the past 20 years, following a national trend. As described throughout this report, collaborative workforce development efforts involving public and private Milwaukee organizations have been developed around several major industries, from energy to retail, hospitality, and tourism. Perhaps the most prominent collaborations, however, have been focused on the region's manufacturing and health care sectors.

In light of the intense focus currently directed toward strengthening the manufacturing workforce, both locally and nationally, and given Milwaukee's recent efforts to develop workers for the growing health care sector, in this section we examine recent initiatives in those two sectors to view Milwaukee's workforce development "system" in action. We also briefly review a budding effort in the region's emerging food and beverage industry, which has been receiving increased attention recently from both economic development and workforce development leaders.

Health Care

UWM's 2009 survey of regional job openings found that one of every four full-time job openings – and one of every three part-time openings – was in a health-related field. Likewise, DWD's job projection figures show the health care sector among those expected to experience the greatest growth in the Milwaukee area in the coming years, with health -related fields comprising four of the 15 occupations projected to have the highest annual job openings. These trends follow long-term growth and stability in the sector, which has spurred local workforce development agencies to increase efforts with regard to health care education and training in recent years.

The health care sector also is attractive to workforce development organizations for several other reasons. First, there are jobs projected at all levels of the industry ladder, including many entry-level positions requiring relatively little training beyond a high school diploma or GED. Second, the duties of many health care occupations are quite consistent from one employer to another, which simplifies training needs. Finally, some workforce development leaders contend that the health care industry has stronger coordination, is more willing to co-invest in employee training, and is better able to communicate trends and needs than many other industries.

The many favorable qualities of the health care sector led MAWIB and the Milwaukee Area Healthcare Alliance (MAHA) to join forces on a major workforce training initiative in 2010.[76] MAHA is a workforce intermediary focused on developing workers for the health care sector. Among other functions, MAHA

[76] MAHA is a partnership between the YWCA and the Milwaukee Area Health Education Center (AHEC). AHEC focuses on "diversifying the healthcare workforce in partnership with employers and educational institutions." http://milahec.org/

facilitates an Employer Advisory Group made up of a large and diverse group of health care employers, from major health systems to long-term care providers.

In 2010, MAHA and MAWIB applied for and received a Health Profession Opportunity Grant (HPOG), which allowed them to develop the CareerWorks Healthcare Training Institute (HTI), a training and education center geared toward TANF-eligible and other low-income individuals. The $3.4 million grant, which comes from the U.S. Department of Health and Human Services, is awarded annually for up to five years. MAWIB and WOW also received a $350,000 Industry Partnership grant from DWD for training and career development services targeting the region's health care sector.

Through the HPOG grant, applicants are screened at the HTI, and those who qualify are directed to one of a number of participating vendors for training. A majority of participants train at MATC or with employers to become CNAs, but the institute is set up to provide training for higher-level positions as well, such as in registered nursing. A key part of the HTI model is supportive coaching, which is often provided by employers' HR staff through contracts with MAWIB. Employer coaches help participants develop and maintain education and career plans and they communicate with HTI management to address concerns related to participant progress. The HTI's employer coaching model has been recognized as a "promising practice" by the U.S. Administration for Children and Families. Transportation, child care assistance, job placement assistance, and other services also are provided by the HTI.

By September 2012 – two years after receiving the HPOG grant – the HTI had enrolled 667 participants in programs and placed 233 trainees in health care positions. Additional outcomes data is provided in Table 19.

Table 19: Health Profession Opportunity Grant outcomes data, October 2010–September 2012

Activity	Two-year total
Enrolled in Program	667
Enrolled in Entry-Level Training	424
Enrolled in Mid-Level Training	12
Enrolled in High-Skill Training	62
Training Completions	310
New Hires	233

Source: MAWIB

Since its creation, the HTI has had its share of challenges. For example, the intention is to train workers for positions at all levels of the health care sector, but as participants become employed and their incomes rise, they are no longer eligible for TANF and therefore do not qualify for HTI services. Thus, the program so far has been less effective at training people for positions above entry-level, low-wage CNA positions. The initiative also has experienced mixed results with area employers, according to agency

leaders, with some employers more willing than others to take risks on TANF-eligible workers who may be more difficult to employ because of limited work experience, soft skills, and/or other factors.

Despite those challenges, the HTI is a promising model for sector-focused workforce development partnerships. It focuses on a stable, growing sector that offers a large number of both entry-level and mid-level positions. It also brings together MAHA's knowledge of local workforce needs, MATC's training capacity, and MAWIB's administrative and monitoring expertise, while also involving health care employers in many aspects of the initiative. Finally, it provides important supportive services that may improve the stability of individuals placed in jobs, while increasing employer confidence.

Manufacturing

Both locally and nationally, employers, elected officials, and the media have focused a great deal of energy in recent months on the skills gap, particularly focusing on the manufacturing sector. While many perspectives exist as to the scale and primary cause of the skills gap – including some who contend there is little evidence to support the existence of a significant local or national skills gap[77] – almost half of U.S. employers surveyed by Manpower Group in January 2012 identified a lack of qualified applicants as a problem, despite high unemployment rates.[78] According to the survey responses, positions in the skilled trades were the most difficult to fill.

In Wisconsin, manufacturing continued its decline in the last decade, shedding more than 25% of the positions in that sector between 2000 and 2010 – a loss of approximately 165,000 jobs.[79] The sector now appears to be forging a modest recovery, however, with 14,200 positions added between 2010 and 2011.[80] Even with modest growth, the export-oriented manufacturing sector is critical to the state's economy, as it brings money into the state from all over the globe. It is vital to the Milwaukee area's economy as well, which still has the second-highest concentration of its workforce in manufacturing among large U.S. metropolitan areas.[81]

Local workforce development efforts geared toward manufacturing face several key challenges, however, which distinguish the sector from health care and other sectors. Area manufacturers produce diverse products and utilize a wide variety of equipment, which complicates training efforts because there is little uniformity between employers. Another challenge is the fear among many young people

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[77] Boston Consulting Group. "Skills Gap in U.S. Manufacturing Is Less Pervasive Than Many Believe." 10/15/12. http://www.bcg.com/media/PressReleaseDetails.aspx?id=tcm:12-118945

[78] Manpower Group. "2012 Talent Shortage Survey." May 29, 2012. http://press.manpower.com/press/2012/talent-shortage/

[79] Stein, Jason. "Huge task ahead for Obama or Romney to improve manufacturing." *Milwaukee Journal Sentinel.* 10/7/12. http://www.jsonline.com/news/statepolitics/huge-task-ahead-for-obama-or-romney-to-improve-manufacturing-1p72mum-173049731.html

[80] Ibid.

[81] Schmid, John. "U.S. manufacturing policy in 'disarray'." *Milwaukee Journal Sentinel.* 12/7/11. http://www.jsonline.com/business/us-manufacturing-policy-in-disarray-6p3bogl-135217593.html

and their families regarding the stability of a career in manufacturing, based on the sector's long legacy of downsizing and outsourcing.

At the same time, many local manufacturers are hiring now and are expecting additional job growth in the coming years as baby boomers continue to retire. According to the City of Milwaukee, there are 757 positions open in welding and machining in the Milwaukee area currently, and the number of openings may increase to 1,860 by 2018.[82] In addition, governments at the local, state, and federal levels are placing a renewed emphasis on the promise of manufacturing, making new investments in workforce development efforts, and providing incentives for manufacturers who hire local workers.

In Milwaukee, the Mayor's Manufacturing Partnership was launched in April 2012, bringing together MATC, WRTP, MAWIB, and other organizations, along with area employers, to tackle the manufacturing skills gap issue. With $500,000 from MAWIB and $207,000 from the City of Milwaukee through the Milwaukee Jobs Act, WRTP and MAWIB are collaborating with employers to determine training needs and identifying candidates for training or job placement.[83] MATC and several area employers provide training, and the partners meet monthly to coordinate activities. Current funding will sustain the partnership through June 2013, with a potential extension dependent upon funding availability and input on job openings from area employers.

As of November 2012, the Mayor's Manufacturing Partnership had made 71 direct employment placements through WRTP and assisted 44 job seekers to obtain employment through a variety of training programs, including on-the-job training with area employers.[84] In addition, 53 individuals had completed customized training programs in welding or computer numerical control (CNC) machining. With a total of 115 job placements to date, the initiative already is more than three-quarters of the way toward its initial goal of placing 150 individuals in manufacturing jobs. In addition, through coordination between partner agencies, the Mayor's Manufacturing Partnership leverages additional resources, including MATC's Workforce Advancement and Training (WAT) funds and customized training contracts, which have led to job placements for 43 additional individuals since April 2012.[85]

As with the Healthcare Training Institute, it is too soon to assess the overall success of the Mayor's Manufacturing Partnership. In addition, it is important to put education and training efforts geared toward the manufacturing sector in perspective when it comes to their potential to significantly reduce central city Milwaukee's high unemployment rate, as the number of entry-level and mid-level jobs available in manufacturing can only make a small impact on that larger problem. Nevertheless, the Mayor's Manufacturing Partnership represents another potential model for sector-specific, public-private workforce development collaborations that warrants close monitoring.

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[82] City of Milwaukee press release, 10/3/12.
[83] Funding contributed by MAWIB includes WIA Adult and National Emergency Grant (NEG) dollars.
[84] Data provided by MAWIB in November 2012 at the request of the Public Policy Forum.
[85] Ibid.

Food and Beverage

Much like the highly publicized efforts to develop a regional water cluster in Milwaukee, recent efforts to expand the region's food and beverage industry were generated from the discovery that the Milwaukee area already had a strong concentration of food and beverage producers and was well-positioned for growth in that sector. In 2010, the Milwaukee 7 determined that the Milwaukee area had the highest concentration of workers in the food and beverage industry among the 50 largest metro areas in the U.S., and that seven of the world's 11 largest food companies had operations in the region.[86] Overall, more than 250 food and beverage manufacturers employ nearly 15,000 workers in the Milwaukee area, and together those companies produce $590 million in annual payroll.[87] In addition, a January 2011 survey of regional employers by the Milwaukee 7 found that most food and beverage companies were expecting significant employment growth in the near future.[88]

The Milwaukee 7's analysis of the region's food and beverage sector revealed additional compelling information. Food and beverage production requires vast quantities of fresh water, and the Milwaukee area has abundant fresh water at among the lowest rates in the country. In addition, the Milwaukee area's identity as a center of manufacturing and brewing has remained relatively intact, and has been supplemented by other innovations in food and beverage production, including the rise of Growing Power as a nationally acclaimed leader in urban agriculture. While most businesses in the food and beverage industry also fall into the manufacturing and/or water industries, the specific focus on food and beverage production appears to play to niche strengths of Milwaukee's local economy and workforce.

Based on these regional strengths, the Milwaukee 7 launched FaB Milwaukee as an industry network in early 2010. Since then, FaB Milwaukee has developed an Advisory Council made up of 38 members, which meets every other month. The Advisory Council includes representatives from many area businesses, which range from large multi-national companies (e.g. Ocean Spray Cranberries) to small local producers (e.g. Great Lakes Distillery), and also includes representatives from MATC and UWM. Soon after its formation, FaB Milwaukee created a Careers Committee focused on developing career pathways in the food and beverage industry. That committee meets monthly and includes many area employers, along with MPS, UWM, MATC, and Gateway Technical College. Notably, MAWIB is not represented on the Careers Committee.

A significant difference between the development of FaB Milwaukee and other regional sector-based efforts has been FaB Milwaukee's dual focus on both economic development and workforce development from its inception. While the network emanated out of the Milwaukee 7's economic development framework and the Advisory Council is primarily made up of area employers, the formation of the Career Committee was one of FaB Milwaukee's first activities, and that committee

[86] FaB Milwaukee. "M7 FaB Industry Summary." http://www.fabmilwaukee.com/?page=m7_fab_summary
[87] Ibid.
[88] Milwaukee 7. http://www.choosemilwaukee.com/food_council.aspx

already has worked with MATC to develop three new training programs related to the food and beverage industry. Those programs include two technical diploma programs (in Food Manufacturing and Processing; and Industrial Maintenance) and one associate degree program (Food Science Technology).[89] MATC expects to begin classes for all three programs in fall 2013. The design of the programs was based in large part on the specific needs of area employers identified through the college's DACUM (Developing a Curriculum) process, which involves extensive survey work. Those surveys indicated that area employers "would hire more than 200 graduates from the programs, and they would also send another 200 current employees into the programs to gain more skills."[90]

While FaB Milwaukee is just getting started and is not completely integrated into the workforce development landscape – as evidenced by its disconnection from MAWIB and other regional workforce investment boards – the network's blending of economic development and workforce development efforts sets it apart as a new model for sector-based strategies in the Milwaukee area.

[89] Engel, Jeff. "Feeding Job Market: MATC readies new food processing programs." 10/19/12. http://www.bizjournals.com/milwaukee/print-edition/2012/10/19/feeding-job-market-matc-readies-new.html?page=all

[90] Ibid.

OBSERVATIONS

Analysis of the resources and activities of Milwaukee's major workforce development organizations, along with interviews with several local workforce development leaders, leads to the following observations about the current state of the local workforce development landscape:

1) **Coordination among Milwaukee's major workforce development players and programs has improved in recent years.**

One of the common themes among past reports that have assessed the region's workforce development landscape – including the City of Milwaukee's report that set the stage for the transition from the PIC to MAWIB – has been a lack of coordination among the system's primary stakeholders. Recently, some important changes have been made to address this issue, including the creation of MAWIB's Coordinating Council and the development of the Milwaukee Area Workforce Funding Alliance, both of which seek to coordinate activities and prioritize funding for workforce development efforts in the region.

Our analysis also shows that the region's two key workforce development players – MAWIB and MATC – have sustained and perhaps even enhanced their linkages through participation on each other's leadership committees, as well as through joint participation in the one-stop job centers and customized training initiatives; and that MAWIB's support of the CareerWorks Healthcare Training Institute and its assumption of the FSET program has fortified its ties to W-2 agencies. Enhanced coordination between workforce players and employers also is evidenced by several sector-specific initiatives that have originated in recent years in the health care, manufacturing, and food and beverage industries. On the whole, coordination among the city's primary workforce development agencies, and between those agencies and area employers, appears to have taken a substantial step forward.

2) **Employment and training services in Milwaukee are largely supported by federal funding sources, which have been declining for many years. Consequently, local workforce development organizations must continue to pursue new revenue sources and improve efficiency in order to maintain existing service levels.**

Total inflation-adjusted funding coming into Wisconsin from the six largest federal workforce development programs has decreased by 30% since 2000, and the temporary supplement provided by ARRA funding is coming to an end. Meanwhile, the state's heavy dependence on federal funding is in itself problematic, in that most federal funding sources have restricted uses that can hamper the flexibility of local agencies to invest in programs and services that may best fit local needs.

Understanding this predicament, MAWIB has worked to diversify its revenue sources and has managed to increase overall funding over the past five years. In addition, the Milwaukee Area Workforce Funding Alliance was created, in part, to better leverage the funding contributions of local philanthropists and to

pursue additional funding from national foundations. With federal funding likely to decrease further in the coming years, these efforts to diversify funding must continue. In addition, increased state and local investment in workforce development programs, and greater philanthropic and employer co-investment in employment and training services, appear to be imperative.

There is a danger, however, that as MAWIB and MATC become more dependent on special federal and philanthropic grants for sector-specific training driven by employer demand in key industries – and as funds for general soft skills training and employment services diminish – that the needs of those with the biggest barriers to employment will suffer. Some workforce development leaders interviewed for this report indicated the local workforce development system already spends too little time and has too little expertise in developing basic employability skills. It will be important for MAWIB and other key players not only to seek grants to pursue new initiatives tied to specific economic development priorities, but also to identify strategies to make up for the potential reduction of WIA and other federal funding sources that traditionally have supported basic employment skills development for individuals with low education and skill levels.

3) **Sector-based strategies show considerable promise, but not all sectors are alike in their relevance to Milwaukee's unemployed population.**

Efforts focused on the region's health care sector, including the development of the Healthcare Training Institute, have benefited from many favorable conditions in that sector, including stable growth and an abundance of entry-level positions that are highly conducive to standardized training. Bringing public and private sector partners together to collaborate on efforts to prepare workers for jobs in the health care industry has proceeded with relatively few major hurdles.

In contrast, manufacturing is a sector defined by a wide variety of skills and practices that are dependent on specific products or companies. As a result, coordinated training has proven more challenging, as a greater degree of customization for individual employers is required. The Mayor's Manufacturing Partnership – a new collaborative effort that includes MAWIB, MATC, WRTP, and many private employers – appears to be finding greater success in training and placing workers in the manufacturing sector. It will be important to determine, however, whether that effort can be enhanced and sustained at a scale that will allow it to be a comprehensive strategy for meeting the needs of the city's unemployed, as opposed to a short-term, focused effort to feed workers to specific manufacturing employers.

Several interviewees for this report also noted a disconnect between the sector strategies being pursued by Milwaukee's workforce development agencies, and the employment and training services provided at the one-stop job centers. Additional efforts may be needed to ensure that job center services are better aligned with the workforce needs of sector-specific initiatives.

4) **Enhanced efforts may be required to synchronize the region's economic development priorities with the needs of its unemployed.**

The manufacturing skills gap has dominated local workforce development discussions in 2012, typically framed as the need to prepare unemployed workers – particularly the large unemployed population in Milwaukee's central city – for available jobs, while supplying local manufacturers with the talent they need. This is a logical pursuit, but also a very challenging one. Indeed, sectors like advanced manufacturing and water, which have been identified as regional economic development priorities, may be unlikely to provide a significant number of jobs for chronically unemployed individuals due to the level of education and training needed to qualify for many positions in those sectors.

Our analysis shows that many of the individuals being served by WIA funds and through the FSET and W-2 programs, as well as individuals coming out of DOC programs/supervision, may not have the education or skill levels to meet the requirements of area employers in sectors being targeted by economic development leaders, or to benefit from related technical diploma programs at MATC or WCTC. As Milwaukee identifies economic development goals, therefore, it is important to determine the extent to which those goals should influence workforce development policies and programs. Should the region's economic development vision – and the demands of specific area employers – drive MAWIB funding priorities, MATC program offerings, and overall workforce development strategies? Or should the education and skill levels of the local workforce be the major factor in the development of both regional economic development planning and workforce development priorities?

Most would argue that the goal should be to strike a proper balance between the two. There is a need both for economic development strategies that seek to maximize growth in key industry sectors that promise to increase exports and attract talent, and to accompany those initiatives with workforce development strategies that will secure the qualified workforce to accommodate such growth; and for economic development strategies that contemplate the characteristics of Milwaukee's unemployed population and respond by targeting resources to sectors and programming that promise the greatest opportunities to secure gainful employment for that population.

A prime example of the latter is the construction industry, which has received some attention through the efforts of WRTP/BIG STEP and is the subject of some investment by MAWIB, but which is seldom viewed as a top workforce development priority and is not a focus of major economic development organizations. Some of the diminished focus as of late can be traced to the impacts of the recession on the construction industry, but in light of the upcoming $1.7 billion Zoo interchange reconstruction project and other major projects planned in Milwaukee's downtown, this may be a sector that would benefit from greater strategic prioritization by key workforce players such as MAWIB and the W-2 agencies even though it falls outside of the context of regional economic development priorities.

During the next two years, the Public Policy Forum will continue its research on Milwaukee's workforce development system and its unemployed population, and will expand that research to investigate best practices used nationally. A particular focus will be on strategies to meet the needs of those facing the

biggest barriers to employment, including individuals re-entering Milwaukee from the state corrections system. We hope that research – as well as the initial findings contained in this report – will help inform elected officials, economic/workforce development leaders, and employers as they seek to harmonize workforce development resources and needs with larger economic development aspirations.

APPENDIX

List of Acronyms

ABE	Adult Basic Education
AFDC	Aid to Families with Dependent Children
ARRA	American Recovery and Reinvestment Act
BIG STEP	Building Industry Group Skilled Trades Employment Program
BSU	Business Services Unit
DACUM	Developing a Curriculum
DCF	Wisconsin Department of Children and Families
DOC	Wisconsin Department of Corrections
DOL	U.S. Department of Labor
DVR	Wisconsin Division of Vocational Rehabilitation
DWD	Wisconsin Department of Workforce Development
ECAM	Center for Energy Conservation and Advanced Manufacturing
ESL	English as a Second Language
FAA	Federal Aviation Administration
FaB	Food and Beverage industry network
FFI	Futures First Initiative
FSET	FoodShare Employment and Training (Wisconsin)
GED	General Educational Development
HIRE	Help-in-Re-Employment
HPOG	Health Profession Opportunity Grant
HSED	High School Equivalency Diploma
HTI	Healthcare Training Institute
HUD	U.S. Department of Housing and Urban Development
JAG	Jobs for America's Graduates
JRT	Job readiness training
JTPA	Job Training Partnership Act
MAHA	Milwaukee Area Healthcare Alliance
MAWFA	Milwaukee Area Workforce Funding Alliance
MAWIB	Milwaukee Area Workforce Investment Board, inc.
MCLC	Milwaukee Conservation Leadership Corps
ME3	Milwaukee E3 Program (Economy, Energy, Environment)
MPS	Milwaukee Public Schools
MSSC	Manufacturing Skills Standards Council
NFWS	National Fund for Workforce Solutions
OJT	On-the-job training
OWED	Office of Workforce and Economic Development
PACE	Partners Advancing Careers & Employment program
PCG	Public Consulting Group
PIC	Private Industry Council
PSI	Policy Studies, inc.
RWA	Regional Workforce Alliance
SAGE	Sector Alliance for the Green Economy
SDC	Social Development Commission
SSI	Supplemental Security Income

STEM	Science, Technology, Engineering, and Mathematics
TAA	Trade Adjustment Assistance
UI	Unemployment insurance
UMOS	United Migrant Opportunity Services
UWM	University of Wisconsin, Milwaukee
W-2	Wisconsin Works
WAT	Workforce Advancement Grants
WCTC	Waukesha Area Technical College
WEDC	Wisconsin Economic Development Corporation
WERC	Wisconsin Energy Research Consortium
WIA	Workforce investment Act
WIRED	Workforce innovation in Regional Economic Development
WOW	Waukesha, Ozaukee, Waukesha Workforce investment Board
WRTP	Wisconsin Regional Training Partnership
WTCS	Wisconsin Technical College System
YWCA	Young Women's Christian Association