

# Concept for US Dept of Labor Pathways Out of Poverty Grant Application September 2009

## JFF/AFL-CIO Institute NFWS Green Pathway Initiative Milwaukee

**Jobs for the Future**, in partnership with the **AFL-CIO Working for America Institute**, will ramp up pathways into green industries for unemployed and disadvantaged individuals in neighborhoods of five cities seriously impacted by the economic downturn – **Chicago, Detroit, Los Angeles, Milwaukee, and Philadelphia**. As the National Entity under this SGA, JFF will deliver expanded education, training, job placement, and retention services in these communities **through five local affiliates of the National Fund for Workforce Solutions**, a 22-site, \$30 million workforce development project implemented by JFF. These local affiliates are leading-edge implementers of the NFWS model, which aligns local workforce training resources behind sectoral partnerships that provide career advancement opportunities for lower-skilled workers while meeting employer needs. In addition to leveraging existing partnerships, this initiative also leverages the NFWS/JFF national project platform of strategic, technical, and financial support to local affiliates; enlists the AFL-CIO Institute's unique expertise and relationships with labor to strengthen local implementation; and includes Wider Opportunities for Women and its expertise helping women and minorities access non-traditional occupations, including green jobs.

### Statement of Need

#### Demonstration of Poverty Rate

Affiliate	Community	PUMA/Rate
Milwaukee	Center City	02003 - 43%

**Overview of Current Economy and Workforce.** All five local affiliates serve high-poverty communities and will target unemployed individuals, high school dropouts, disadvantaged individuals, and individuals with criminal records. Many residents in these communities need to increase their basic, job-readiness, and occupational skills and have uneven employment histories. They share major barriers to employment: lack of child care, transportation (including revoked driver's licenses), and education; substance abuse; and criminal histories.

#### Overview of Local Affiliates' Economies and Workforces

**Milwaukee – Center City:** 12.2% unemployment (PUMA); 50,400 lost jobs in Milwaukee since Aug. 2008 (city); 73,800 unemployed; 18% (105,941) high school drop outs (city); 31,152 with criminal records (city); 123,664 live below the poverty line (PUMA)

### Project Management and Organizational Capacity

JFF is an eligible national entity applicant: it is a private nonprofit 501(c)(3) that works in the fields of workforce development and education and delivers services through networks of local affiliates (22 NFWS sites in 16 states). The local affiliates targeted in this proposal are in five states. JFF has existing grant relationships with these local affiliates.

**i. Staff Capacity.** Initiative partners, nationally and locally, have made staffing commitments that assure high levels of expertise and capacity and proper direction, management, implementation, and timely completion of each local affiliate's project. The national project manager will be JFF senior staff member Geri Scott. Ms. Scott has 25+ years of experience in workforce development, has managed several JFF workforce projects, and served as Director of the MA Association of Regional Employment Boards, New England Director for the National Alliance of Business, Director of Employment and Training for the MA Office for Refugees and Immigrants, and Director of Vocational Education Programs for the MA Department of Manpower Development. JFF is partnering with the *AFL-CIO Working for America Institute*, a union-sponsored, nonprofit that helps workers and employers succeed by creating sector-based, high-road partnerships among employers, unions, government agencies, and community organizations.

National Staffing Pattern	
Positions/Time Commitment	Role
<b>JFF/NFWS</b>	
Project manager (1 FTE)	Oversees the coordination of sites and nationally provided services, contracts with and monitors local affiliates and contractors, manages fiscal tracking and reporting, manages data collection/reporting, manages reporting to DOL.
Project Coordntr (.5 FTE)	Assists Project Manager with tasks associated with contract, data collection, reporting, and meeting coordination.
Program staff (.8 FTE)	Coach local affiliates on implementing approaches to career advancement, employer engagement, organized labor connections, pre-apprentice and apprenticeship development available through AFL-CIO and WOW.
<b>AFL-CIO Working for America Institute</b>	
Program manager (.1 FTE)	Coordinate with national partners on project design and implementation, manage liaison with union locals, oversee development of curriculum products and apprenticeships.
Program staff (2.6 FTE)	Outreach to union locals in each local affiliate, coordinate liaison between unions and workforce partnerships, assist with recruitment and links to union jobs, education regarding union job creation and retention, assist in development of pre-apprenticeship programs and new apprenticeship readiness programs. Green Jobs Economic Analysis of curriculum, assisting with interface for academic credentialing, where appropriate. Support program manager and program staff with materials development, travel and meeting coordination.

**NFWS Local Affiliates.** Each affiliate is a public/private collaboration among local funders and stakeholders that aligns and directs public and private workforce development resources for the

career advancement of low-income workers. Each will leverage its NFWS project management capacity. For this initiative, additional staffing levels will vary based on number, size, and complexity of projects. Each affiliate commits to additional staffing for this project: project manager (20-30% FTE), administrative staff (10% FTE), program staff (2-4 FTE's).

Local Staffing Pattern	
Positions	Role
Project Manager (see table below)	Grant administration and reporting, financial and data reporting, contract development and oversight, oversee and manage partner involvement.
Admin. Staff	Data tracking and administration.
Program Staff	Program implementation, including managing and implementing recruitment and outreach, basic skills education, training, support service delivery, career coaching, employer outreach, job placement, job retention and post-placement support strategies. Collect, track, manage, and report individual participant data.

Local Project Managers		
Local Affiliate	Project Manager	Qualifications & Experience
Milwaukee	Karen Gotzler, Urban Strategies, Inc.	20 years managing workforce development programs and contracts, including a construction outcome-based program, HUD technical assistance grants, and Milwaukee contracts.

## Strategy and Project Work Plan

### Addressing Conditions Described in Need Statement; Targeted Industries/Occupations

**Strategy Summary; Addressing Needs of Targeted Populations.** Following the NFWS model, each local affiliate organizes, invests in, and implements workforce partnerships in key sectors, using a “dual customer” approach to build career advancement pathways for low-skilled workers and meet employer workforce needs. Workforce partnerships develop deep, long-lasting relationships among employers, the public workforce system, and education, training, and support service providers, organizing them to provide a continuum of education, training, career coaching, asset development, job placement, and support services. Workforce partnerships design strategies tailored to the hiring, retention, and advancement challenges of low-skilled individuals in specific industries. All five local affiliates are deeply familiar with their targeted populations and have implemented workforce partnerships that address their needs and challenges. This initiative expands their efforts specifically in green industries.

**Targeted Industries and Occupations.** Local affiliates are responding to local labor markets and targeting in-demand industries and occupations. All five are targeting the Energy Efficiency Building, Construction, and Retrofit industry sector, where labor demand is increasing. They are also targeting growing industries specific to its community.

**Industry: Energy Efficient Building, Construction, and Retrofit**

<b>Local Affiliates Targeting this Industry:</b> Chicago, Detroit, LA, Milwaukee, Philadelphia
<b>Targeted Occupations - Work, Tasks, Knowledge, Skills, and Abilities</b>
<b>Carpenter Helper.</b> Assist carpenters to measure, mark, and arrange materials, cut and shape wood or other materials, and join materials together. HS diploma and OJT required.
<b>Construction Laborer.</b> Clean and prepare construction sites, remove debris, erect and disassemble temporary structures, load, unload, identify, and distribute building materials. High school diploma or equivalent required to enter apprenticeship.
<b>Weatherization Tech/Worker and Energy Conservation Pre-Apprentice.</b> Make minor home repairs improving energy efficiency, work with insulation, repair/replace windows and doors, install weather stripping and solar film, air seal leaks, caulk install energy efficiency light bulbs, etc. High school diploma and OJT required. Training in federal Weatherization Assistance Program is helpful. The union version in Detroit is the Energy Conservation Pre-Apprenticeship program.
<b>Residential Energy Auditor.</b> Conduct energy audits, compute energy use analysis, and record results. Test heating, ventilation, air conditioning, water heating systems and assess doors, windows, lighting and levels of insulation. Proficient in current technology. Some installation. Strong understanding of “whole house” building science. May require State certification in federal Weatherization Assistance Program and/or Building Performance Institute (BPI) certification.

All communities expect increased demand in this industry due to federal ARRA investments in weatherization, retrofit, and green construction and deconstruction. *Milwaukee* green retrofit construction jobs will grow 10% or more, including Carpenter Helpers (1,220 now + 40 new jobs/year) and Construction Laborers (13,790 now + 250 new jobs/year).

<b>Industry: Forestry/Electric Power</b>
<b>Local Affiliates Targeting this Industry:</b> Milwaukee
<b>Targeted Occupations - Work, Tasks, Knowledge, Skills, and Abilities</b>
<b>Tree Trimmer.</b> Remove ill trees, remove trees/materials after a storm, trim and prune trees. Use variety of tools, ability to work machinery, lift heavy loads, and comfort with heights. Training prepares individual Urban Arborist career path or an Electric Line Worker career path.

In *Milwaukee*, the city and county need several dozen additional Tree Trimmer crews to deal with an Ash Borer infestation crisis. Trained Tree Trimmers learn the same “rope and saddle” climbing skills as those required for electric line workers. The local IBEW anticipates hundreds of open positions for linemen, subworkers, and outdoor electricians in the next couple of years. WeEnergies anticipates hiring Tree Trimmer graduates for utility line jobs.

**Partners/Roles – Local Affiliates:** *Milwaukee* will support workforce partnership training programs in the Energy Efficient Building, Construction, and Retrofit industry (called “Milwaukee Builds” – lead partners are Northcott Neighborhood House, Milw. Community Service Corps, Milwaukee Christian Center, and WRTP) and the Forestry/Electric Power industry (Lead partners are the City of Milwaukee Dept. of Public Works and WRTP).

<b>Partners and Roles – Milwaukee</b>
<b>Nonprofit Organizations:</b> Northcott Neighborhood House, Milw. Community Service Corps,

Milwaukee Christian Center (recruitment, assessment, training, OJT in residential rehab, case management services), Justice 2000 (support services)
<b>Public Workforce Investment System:</b> Milwaukee Area WIB, City of Milwaukee Community Development Grants Admin. (Training funds and wage replacement, supportive services, participant recruitment, training stipends and subsidized wages, transitional jobs support)
<b>Other Government:</b> City of Milwaukee Dept. of Public Works (OJT)
<b>Education and Training Community:</b> WRTP (Customized training, pre-apprenticeship program)
<b>Public and Private Employers/Organizations:</b> Assoc General Contractors (placement with member contractors), Milw Dept of Public Works (training curriculum, mentoring, OJT, provide site/materials for OJT program), WeEnergies (site/materials for OJT program, placement)
<b>Labor:</b> AFL-CIO, AFSCME, IBEW (training and placement of apprentices)

**Milwaukee. Recruitment** will include advertising by the WIB in One-Stop Career Centers, Dept of Corrections recruitment of ex-offenders, Housing Authority recruitment of public housing residents, and neighborhood recruitment by nonprofits and training sub-contractors, working with WOW, the YWCA, and the Community Service Corporation.

**Training:** Classroom and on-the-job training in the Milwaukee Builds program trains low-income unemployed adults in basic education and foundational construction skills, including foundation/masonry, framing, HVAC, electrical, plumbing, cabinetry, drywall, and flooring. Training prepares students to enter labor-approved pre-apprenticeship training offered by WRTP. Credentials include the GED and apprentice certifications in the building trades. The Forestry/Electric Power program is a six-month, on-the-job, entry-level training program in Tree Trimming. WRTP's staffing company, Triada, will employ participants during training, which will prepare them to enter an Urban Forestry track, leading to a four-year degree, or an Electric Power track, offered by WRTP and union and employer partners.

**Placement:** Both programs will work with WRTP, which has deep connections with Associated General Contractors and construction unions (for Milwaukee Builds graduates) and with AFSCME and IBEW (for the Forestry and Electronic Power industries). Anticipated placements in the Forestry/Electric Power Track will be with the Department of Public Works, Triada, and WeEnergies.

**Retention:** This project will leverage supportive and retention services provided by training providers and other agencies, CDBG funds for transitional jobs wages and stipends, and WRTP's deep relationships with unions and employers. The AFL-CIO Institute will assist with connections to unions, pre-apprenticeships, and apprenticeships.

**Leveraged Resources.** This initiative leverages extensive resources to augment grant activities. *NFWS/JFF* will leverage deep knowledge of career advancement models and sector strategies and bring a full array of NFWS national activities. JFF provides multilayered services that strengthen

local affiliates' expertise on workforce partnership implementation: coaching and technical assistance on strategy, design, and implementation; a national learning community that includes green sector, manufacturing, and construction "affinity" groups; documentation of best practices; and implementation tools. NFWS invests in a third-party evaluation, as well as a national communications strategy to engage employers and funders and raise the visibility of successful workforce development approaches. This initiative will leverage over \$2 million/year of NFWS learning community, research, documentation, and communications activity.

Local Affiliate and Source	Amount
<b>Milwaukee Area Workforce Funding Alliance</b>	
Milwaukee CDBG – transitional job support & stipends for 90 participants	\$ 1,000,000
Milwaukee Area WIB (MAWIB) – training funds	\$ 1,400,000
Justice 2000 – supportive services for driver's license recovery	\$ 30,000
MAWFA – Investments in workforce partnerships	\$ 800,000
HUD – City of Milwaukee HOME – acquisition of homes for rehabilitation	\$ 525,000
HUD – Milw Neighborhood Stabilization Fund – acquisition of homes for rehab	\$ 500,000
City of Milwaukee Public of Public Work – in-kind training	\$ 200,000
Private Foundations – investments in W RTP	\$ 400,000

## Outcomes and Deliverables

### Milwaukee Projected Performance Outcomes

Projected Outcomes	
1. # participants served	300
2. # participants beginning ed/trning	300
3. # participants receive basic ed services	200
4. # participants receiving supportive svcs funded by grant	205
5. # participants completing ed/trning	270
6. # completers of ed/trng that receive degree/cert.	190
7. # completers of ed/trng placed in unsubsidized emplmt	246
8. # completers of ed/trng placed into training-related unsubsidized employment	225
9. # completers of ed/trng who are still employed in 1 <sup>st</sup> and 2 <sup>nd</sup> quarters after placement	197

### *Data Collection Capacity.*

JFF is prepared to collect required participant-level data/outcomes from local affiliates and will ensure Social Security Numbers are maintained in a secure, confidential manner. Each affiliate's providers now collect this data and report it in aggregate for the NFWS evaluation. JFF, national partners, and contractors will assist affiliates and training providers with data reporting for ETA's participant tracking system.

**ii. Appropriateness/Feasibility, Degrees/Certificates Resulting from Training, Deliverables**  
***Appropriateness/Feasibility.***

The outcomes projected are appropriate and feasible, given the community needs and project objectives. In each community, demand in green industries is growing, with 1,000+ new jobs projected in each targeted industry area and sometimes much more. On average, local affiliates anticipate serving 200-300 participants, which is conservative given projected demand. Meanwhile, the number of unemployed and disadvantaged job seekers is high. Unemployment rates range from 10% (Chicago) to 18% (Detroit), and unemployment numbers range from 70,000-80,000 in Philadelphia and Milwaukee to 600,000+ in LA.

This initiative will build new sustainable partnerships in green jobs and connect very hard-to-serve targeted populations to career advancement pathways. Few such pathways exist; therefore, this work will be groundbreaking and valuable. Additionally, JFF and partners will share curricula and other products developed in this initiative with all 22 NFWS sites and other partners, which will result in increased numbers trained in green jobs. Another unique aspect of this initiative is the inclusion of the AFL-CIO Institute, which will assist communities with building pre-apprenticeship pipelines. Through its close connection to the AFL-CIO, the Institute has unparalleled access to the 57 unions of the AFL-CIO as well as to the comprehensive network of state and local geographically based federations of labor. The Institute also trains and supports labor representatives on WIBs nationally, and as such, it is uniquely poised to strengthen partnerships among union-sponsored training programs, unionized employers, and the nation's workforce system.

Compared to industry standards for the target population, projected rates for common measures of success are high: 91% completion rate, 77% credential rate, 91% placement rate, and 80% 6-month retention rate. Each project can achieve these outcomes because each is grounded in the successful workforce partnership model and supported by a regional funding collaborative, the NFWS platform, and the expertise of national program partners. Each uses "best in field" practices, intensive supports, and strong links to employers and organized labor.

**Industry-Recognized Degrees and Certificates.**

The AFL-CIO Institute will assist local affiliates in connecting participants to pre-apprenticeship and apprenticeship programs as appropriate. Also, many local affiliates are working with community colleges that will grant industry-recognized and academic credentials. The Chicago, Detroit, LA, and Philadelphia affiliates are targeting the weatherization and deconstruction industries, which lack universally recognized credentials. However, JFF and national partners will help affiliates review

curricula and integrate, as appropriate, standards from the Department of Energy's Weatherization Assistance Program, as well as standards associated with weatherization-related certifications offered by the Building Performance Institute.

JFF and partners also will work with affiliates to review deconstruction curricula against the Green Demolition Certification standards issued by the University of Florida Powell Center for Construction and Environment and the Building Materials Reuse Association demolition certification. In Detroit, the Henry Ford Community College programs will result in state-issued certificates. Los Angeles and Milwaukee are targeting the Energy Efficient Building industry, which includes an industry-recognized credential for Energy Auditors (see chart in Section 3.i). Los Angeles will review its Energy Auditor curriculum against the Building Analyst Professional Certificate to assess the appropriateness of this credential for local employer partners. The LA Renewable Electric Power training programs will result in certifications for Smart Grid Technicians, Solar PV Installer (from the North American Board of Certified Energy Practitioners), and Wind Turbine Technicians. The LA Transportation and Logistics training will result in certifications for Auto Service Technicians and Diesel Engine/Alternative Fuels Technician. The Waste Water training will result in Water Quality Technician certificates.

#### **Expected Deliverables from JFF to DOLETA**

<b>Deliverable</b>	<b>Completion date</b>
Outreach materials for women in non-traditional occupations	April 2010
Financial literacy curriculum	June 2010
Career coaching curriculum	July 2010
Pre-apprenticeship model development by the AFL-CIO Institute	February 2011
Family economic success benchmarks	April 2011

iii. **Suitability for Evaluation.** JFF and its national and local partners are ready to participate in a rigorous national evaluation of this project. The *recruitment plans* of local affiliates are robust (see Section 3.iii), and there are enough individuals from the targeted populations in each community to populate both a treatment and a control group. As noted earlier, JFF and each local affiliate are prepared to collect *participant-level information* and have systems and staff in place through the NFWS infrastructure. *Retention strategies and post-program tracking* are incorporated into each project design, as is required staff capacity. Further, each affiliate has a local evaluator who can assist researchers in tracking non-completers. JFF is committed to assessing projects objectively, and most include a robust evaluation. JFF has a long history of *collaborating with outside evaluators and independent researchers* on many projects, including academic researchers using rigorous research methodologies. This project not only leverages the NFWS infrastructure but also the five-year, robust, national NFWS evaluation, which will incorporate the green training programs of the local affiliates. This would complement any evaluation commissioned by the Department and certainly *enhance knowledge in the field about effective programs* – green and otherwise.



## **Budget Narrative**

### **Milwaukee Local Affiliate**

Project Manager	\$ 30,000
Other Direct	\$ 45,000
Travel/Convenings/Meetings	\$ 40,000
Milwaukee Builds Weatherization Partnerships	\$360,000
WRTP Weatherization Pre-apprenticeship	\$250,000
Urban Forestry Workforce Partnership	<u>\$350,000</u>
Total	\$1,075,000