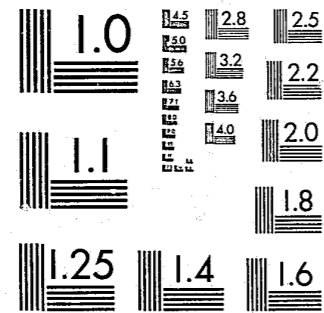


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DHSS Employment and Training Programs:  
A Background and Issue Identification Paper

U.S. Department of Justice  
National Institute of Justice

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August, 1981

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I. Introduction

The Department of Health and Social Services (DHSS) is perhaps best known as the agency responsible for providing public assistance, operating prisons, and providing various health and human services for citizens of Wisconsin. A less well-known role of DHSS is its responsibility to provide employment and training services to persons served by the Department's various programs. The extent of this role is illustrated by the existence of a total of nineteen (19) employment or training programs administered by DHSS.

The rationale for the Department's involvement in employment programs springs from the broad mission of DHSS to increase the self-sufficiency, health, and independence of persons who are living in poverty, persons who may be physically or mentally disabled, and persons who are or have been incarcerated for criminal activity. The mission of each of the Program Divisions within DHSS (except Health) specifies the role that employment and training services have in accomplishing the Department's mission. In addition to administering correctional institutions, the mission of the Division of Corrections includes the provision of programs to reintegrate offenders into society. The Division of Community Services has a mission to support the development of a community-based human services delivery system which assures the availability of treatment and rehabilitation services and which equally promotes services designed to prevent economic and functional dependency. Besides its basic responsibility to administer public assistance programs, the Division of Economic Assistance mission includes the goal of minimizing program costs (which can be achieved through welfare grant reductions due to earned income) and a goal of coordinating its assistance with other related programs. Finally, the mission of the Division of Vocational Rehabilitation is to provide services directed toward increasing the employability of vocationally handicapped persons with priority placed on severely disabled persons.

In order to initiate an examination of the numerous employment programs administered by DHSS, this paper is intended to serve as a foundation for continuing the analysis, discussion, and refinement of Departmental employment policies. This paper will first provide a general overview of the nature and extent of the unemployment problem and governmental policies which are directed toward this problem. Next, a framework or classification system for distinguishing between the various types of employment programs will be presented. This analytical framework will permit a review of the economic theory and policies upon which the Department's programs are based. In the final section of this report, the nineteen employment-related programs administered by DHSS will be examined. Information on the history, purpose, and objectives of each program will be presented along with data on the target population and eligibility factors, services provided, staffing, funding and administrative organization. Issues or policies which are of current interest will also be reviewed. This inventory of programs and policies should increase the recognition of employment services within DHSS. Moreover, this paper should provide the basis for an on-going examination of Departmental employment policies which can best enable the Department to accomplish its mission of assisting persons to become more independent and self-sufficient.

## II. The Nature of Unemployment and Government Policies

### A. Defining Unemployment

It is generally accepted that there are three different types of unemployment in a market economy.

Frictional unemployment refers to the usually brief time period between a job seeker entering the labor market or voluntarily leaving a previous job and finding employment. This type of unemployment may be explained by a lack of knowledge by employers of who is seeking work and at what price and by job seekers as to what jobs are available and at what wage. Frictional unemployment can be reduced by making the flow of information between employers and job seekers more efficient. This explains the job search theory of reducing unemployment and forms the basis for the labor market exchange function of Job Service under the federal Wagner-Peyser Act.

Cyclical unemployment refers to seasonal or longer term reductions in economic activity which periodically put people out of work. This type of unemployment may be explained by changes in consumer preferences, the seasonal nature of some businesses and also as a result of the rising costs of labor when the economy approaches its full productive capacity. As suggested by its name, cyclical unemployment is closely associated with the concept of the business or economic cycle. A pattern of cyclical increases in unemployment has been a constant feature of the U.S. economy. Unemployment compensation, as well as governmental stimulus through fiscal and monetary policy have been used (with limited effectiveness) to reduce the effects of these cycles.

Structural or chronic unemployment occurs when the skills offered by job seekers do not match those labor skills needed by employers and when there is a shortage of jobs relative to the number of persons seeking employment. This type of unemployment is generally explained by several factors: changing technology and production techniques which change or reduce the need for labor; demographic changes which increase the number of persons who are seeking jobs; the incidence of undereducation and the lack of skills and work experience among certain groups of persons; and, the existence of discrimination due to race, sex, age and disability. Current employment and training programs, including those administered by DHSS, are generally directed toward the problem of structural unemployment.

### B. The Extent of Unemployment

The key role of states in planning and administering employment and training programs suggests that an analysis of population, income and employment data is both appropriate and necessary before examining programs and policies. There are three main labor market concepts which can facilitate an examination of the problem of unemployment: the labor force; the number of persons employed; and, the number unemployed. The total labor force is defined as the number of persons

age 16 years and above who are employed or seeking a job, that is, in the labor market. Since not all persons desire a job (i.e., young people choosing to attend college before entering the labor market), a labor force participation rate can be established for various age, race and sex groupings. For example, in 1975 the labor force participation rate for all males ages 25-54 years was 95% while for females ages 25-54 years the rate was 55%. The concept of employment is straightforward - the total number of persons employed at some point in time. The concept of unemployment is derived from the first two concepts as the difference between the number of persons in the total labor force and the number of persons employed. The unemployment rate then is calculated as the percentage of the total labor force represented by the number of unemployed persons. While this percentage represents the conventional measure of unemployment, one should be aware that persons who have ceased seeking employment due to a lack of success in obtaining a job - the so-called "discouraged job-seekers" - are not included in labor force and unemployment data. The significance of this fact according to some labor market analysts is that significant numbers of persons are excluded from the calculation of a more accurate unemployment rate. These analysts also suggest that minorities, handicapped persons, welfare recipients and other groups affected by structural barriers to employment comprise a large element of the "discouraged job-seekers"; this hypothesis has direct implications for the programmatic efforts of this Department to reduce the dependency of persons on public services and aid.

Having reviewed these concepts, it is useful to examine this data for Wisconsin in order to develop a sense of their magnitude and direction. In 1970, Wisconsin's civilian labor force stood at about 1.8 million people out of the total state population of 4.4 million persons. During that decade, the labor force grew to a total of 2.3 million persons in 1979 out of a state population of about 4.7 million persons. These data indicate that while the state population increased 6% from 1970-79, the state's labor force increased by about 29% during that period. (The demographic trends which partially explain these events will be discussed below.) The number of persons employed in 1970 was about 1.7 million persons and grew to slightly more than 2.2 million persons in 1979, which represents an increase in employment of 28%; this increase is slightly less (by about 1%) than the increase in the labor force, however. The impact of those different growth rates can be discovered by examining the third labor market concept, unemployment. The number of persons unemployed and seeking work in 1970 was 70,478. By 1979, though, unemployment had increased to 105,183 persons which represents an absolute increase of 49%. In terms of the unemployment rate, however, which measures the number of unemployed compared to the total labor force, the proportion of unemployed persons grew over the decade from 3.9% to 4.5%. As is evident from this review, one must be cognizant of changes in the size of the labor force and employment level in order to appreciate the significance of changes in the unemployment rate.



Projections made by the Department of Industry, Labor and Human Relations in 1976 provide an estimate of the condition of Wisconsin's labor market in 1985. While changing economic conditions may have reduced the reliability of these projections, they are useful illustrations of Wisconsin's labor market direction. The DILHR report estimated that the labor force would continue to grow to a level of about 2.5 million persons in 1985 for an increase of 8% (200,000 persons) above the 1979 level. Employment on the other hand was projected to increase only marginally, about 1% (12,000 jobs) between 1979 and 1985. The result of these divergent trends was an estimated employment-gap (unemployed plus discouraged job-seekers) of over 11% in 1985. As these estimates suggest, this state (and the entire nation) face a serious shortage of jobs in this decade. Current recessionary conditions act to exacerbate this need for more jobs.

An examination of recent data from the 1980 U.S. Census is useful to understanding why this dilemma has arrived and what the future may bring. The Census indicates that Wisconsin's population grew 6.5% between 1970 and 1980. Within the population, very significant changes have occurred in the age distribution of persons which have implications for the labor market. In general, low birth rates during the decade contributed to the existence of greater proportions of persons in older age cohorts. Specifically, persons who were 15-34 years of age (born during the post-war baby boom) comprised 35% of the state's population in 1980 compared to about 28% in that age cohort in 1970. This large increase coupled with increases in the proportion of persons age 35-39 indicate a large growth in the number of prime working age persons. In addition, the Census demonstrates decreases in the number of persons ages 5-9 and 10-14 years, signaling a demographic trend which should reduce the problem of youth unemployment over the next decade. Other data are indicative of the increasing proportion of people over age 50 which explains the pressure to be placed on the Social Security system in future decades.

Overall, demographic data suggests that larger numbers of prime working age persons than previously experienced will be available and desire jobs during the 1980's and 1990's. In addition, the increasing labor force participation rate of females is expected to continue to rise in the future due to the existence of more single parent female headed households, more families where both parents work due to inflationary pressures and more female college graduates.

Related to the problem of unemployment one finds the problem of poverty. So intertwined are these problems that the major governmental responses to these problems have been initiated almost simultaneously during the Great Depression of the 1930's and expanded through the War on Poverty of the 1960's. Data from the 1970 U.S. Census indicate that 7% of all state families had incomes below the poverty level, which roughly corresponds to the 4% unemployment rate in that year. Indeed, the data indicate the disturbing fact that one can be employed and still have an income below the poverty level. Similarly, the higher incidence of poverty among racial minorities reflects the higher

rates of unemployment, such as females, particularly single parent heads of households and displaced homemakers, offenders, elderly persons and handicapped persons, will frequently be those members of our society who need the public assistance and other human services offered by DHSS to alleviate the poverty and stresses caused by joblessness.

#### C. Governmental Employment Policies

Employment policies have evolved from the classical economic view of unemployment as frictional to the present views on the structural and demographic factors influencing unemployment. Since the first policies toward unemployment and poverty were established during the Great Depression, federal policy has taken two basic approaches to these twin problems. One approach is redistributive: to reduce income deficiencies with direct cash or in-kind public assistance. Such programs may or may not require any type of labor force attachment e.g., workers compensation, medicare, unemployment insurance, SSI, Food Stamps and AFDC. The second approach is structural: to increase the earning capacities and job opportunities of poor persons. These two approaches, structural and redistributive, compete for the taxpayer's dollar, but are essentially complementary public policies. This is due to the fact that some deficiencies of earning power cannot be wholly remedied by the structural approach, such as the low incomes of families without breadwinners, persons with severe physical or mental disabilities and persons reaching old age. In addition, the structural approach takes time, even if given generous resources. Labor markets cannot be changed quickly and retraining people can be difficult and slow. Meanwhile, without public assistance these people would remain poor until their job status improved.

Analyses of the incidence of unemployment and poverty have uncovered the identity of certain "at risk" groups that are likely to experience life with only intermittent, short term, low wage employment which will be insufficient to support a family. The results of joblessness for persons in these "at risk" groups can take different forms: criminal behavior, substance abuse, mental illness, family instability and abuse, with the minimum result being life with a sub-poverty level income. These groups represent nearly all of this Department's target groups: adult and juvenile offenders; persons with physical, mental and developmental disabilities; single parent heads of households; displaced homemakers; senior citizens; and, refugees.

Five policies and their related policy tools represent the principle elements of state and national full employment policies. In Wisconsin, state policies to stimulate and retain labor demand have been provided through machinery and equipment tax exemptions as well as for the personal property tax, while also investing funds in labor supply programs administered by DHSS, the VTAE system and other state agencies. The policies reflect the evolving understanding of the economics and demographics of unemployment.

1. Keynesian Aggregate Demand policies which were initiated in the 1930's are designed to pump up economic activity in order to absorb the unemployed. Under this policy, the government stimulates the economy to increase the aggregate demand for labor through expansionary fiscal and monetary policies. The Kennedy Tax Cut of the 1960's represents a recent application of this policy to stimulate the economy and generate new jobs.
2. Human Capital Supply policies are intended to increase the work skills of the uneducated, illiterate and young persons, and other socially and economically disadvantaged persons to provide them with the skills (human capital) to earn an above-poverty income. The human capital theory of structural unemployment grew out of the employment dislocation which was predicted to result from automation and other technological changes in the post-Sputnik era. By the mid-1960's, however, research had demonstrated that certain groups of persons (women, minorities, offenders, etc.) experienced chronic structural unemployment which lead to the targeting of federal training programs to these disadvantaged persons. Programs illustrating this approach include the Job Corps, WIN, vocational rehabilitation and the Comprehensive Employment and Training Act (CETA). There are several different policy tools used to improve the human capital of a person. Classroom training is an educational tool which follows the vocational education model. On-the-Job Training (OJT) is a policy tool whereby an employer receives a subsidy for training a person in exchange for hiring the person at the end of the training period. Work Experience (WE), as its name implies, is a program which uses short-term subsidized jobs to provide persons who have not worked with experience in a job and to develop their work habits and discipline. Supported Work is a new training strategy for long-term unemployed persons which provides work experience and requires increasing productivity from the trainees.
3. The Dual Labor Market hypothesis was developed in the late 1960's to explain the limitations of the human capital theory of unemployment. This hypothesis states that the labor market is actually divided into a primary sector (good jobs with high wages, advancement opportunities and job security) and a secondary sector (jobs with low wages, little job training and job instability). This hypothesis suggests that unemployment is not caused by a lack of human capital but rather by the association of various groups of persons (e.g., women) with secondary jobs which limits them to that low wage, unstable job sector. Policies suggested by the Dual Labor Market view include intensive placement services and enforcement of non-discrimination laws to ensure that a human capital investment results in a primary section job to break out of poverty.

4. Labor Demand policies gained prominence during the 1970's in recognition of the demographic changes which increased the number of persons seeking jobs. Policy tools to increase private sector demand for labor have included the New Jobs, Targeted Jobs and WIN Tax Credits. The structural problem of insufficient jobs has also been addressed with public job creation through Public Service Employment (PSE) programs. Counter-cyclical PSE jobs were primarily established to deal with the 1970's recessions, though PSE jobs have also been used as a labor supply/training policy tool. Current federal policy calls for the elimination of all CETA PSE jobs by September 1981.
5. Supply Side policies advocated by the current Administration represent the latest direction in federal unemployment/economic policy. The Supply Side policy of tax and budget cuts is expected to increase the incentive to work, save and invest and thereby generate increased productivity, economic activity and to create a sufficient number of jobs to achieve full employment. Besides this major policy, one finds the continuation of labor supply policies and the consideration of targeted policies such as urban zone investment credits to address urban decay and unemployment among minorities and youth.

These policies designed to reduce unemployment represent the current "treatment models" in the field of economic dependency. Each policy model combines different techniques, services and training and have demonstrated varying strengths, weaknesses and efficiency. These employment policies, while apparently failing to meet public expectations, have had significant positive outcomes. Recent research on the longitudinal impact of participation in an employment and training program has found a consistent pattern of increases in the income earned and number of hours worked per year compared to pre-program levels. Research on the long-term earnings impact of OJT and Classroom Training with welfare recipients found increases of \$1,400 and \$500 per year, respectively. While difficult to monitor and control, substitution of regular employees with subsidized workers from public employment programs has been estimated to be at the relatively low levels of 8-15%. These programs, however, generally have placed only about half of all participants into unsubsidized jobs with less than perfect retention rates.

III. A Framework for Employment Policies and Programs

As discussed in the preceding section, it will be useful to examine this Department's employment programs according to their purpose to influence either labor supply or labor demand to increase employment. The nature of unemployment among DHSS clients reflects the characteristics of structural unemployment: chronic or frequent unemployment; little or no work experience; and, illiteracy. The primary employment responsibility of DILHR is to reduce frictional unemployment, thus serving somewhat different policy ends than DHSS' structural goals.

While frameworks or classification systems for comparing and contrasting different policies are imperfect tools, they do permit one to clarify the policy assumptions and purposes of a program and do provide a basis for examining outcomes and revising policy or program directions.

The 19 Departmental employment programs will be classified under their stated purpose of increasing either the supply of or demand for labor. Supply side policies will be subdivided according to the principal training strategies: classroom, on the job training, work experience, as well as employment (placement) assistance and supportive services. Programs utilizing the policy of increasing labor demand will be separately examined according to the strategies of public or private sector wage subsidies and public or private sector job creation. The 19 programs are distributed across the spectrum of policies and methods as follows.

Policy

DHSS Program

A. Labor Supply Policies

- |                                                  |                                                                                                                                                                                                                                                |
|--------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. Classroom/Institutional Training              | - <u>Community Services</u> Refugee Resettlement<br>- <u>Correction's</u> Institutional Education<br>- <u>Correction's</u> Study Release<br>- <u>Vocational Rehabilitation</u> Basic Services<br>- <u>Vocational Rehabilitation</u> Homecrafts |
| 2. Work Experience                               | - <u>Correction's</u> Adult Work Experience<br>- <u>Correction's</u> Youth Work Experience<br>- <u>Correction's</u> Work Release<br>- <u>Economic Assistance</u> RNIP Work Experience                                                          |
| 3. Employment Assistance and Supportive Services | - <u>Community Services'</u> WIN Program<br>- <u>Community Services'</u> Displaced Homemaker Program<br>- <u>Community Services</u> Title XX<br>- <u>Correction's</u> Purchase of Service                                                      |

B. Labor Demand Policies

- |                                  |                                                                                                                                                                                                                                                            |
|----------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. Subsidized Public Sector Jobs | - <u>Community Services'</u> Senior Community Services Employment Program, Older Americans Act<br>- <u>Correction's</u> Transitional Employment Program                                                                                                    |
| 2. Subsidized Job Creation       | - <u>Community Services</u> (Title XX and 51 Boards) and <u>Vocational Rehabilitation</u> Sheltered Workshops<br>- <u>Community Services</u> Employment Grants for Developmentally Disabled<br>- <u>Vocational Rehabilitation's</u> Workshop for the Blind |
| 3. Unsubsidized Job Creation     | - <u>Correction's</u> Wisconsin Corrections Industries                                                                                                                                                                                                     |

A second framework for examining the purposes of each program will also be used in the following program review. This framework will attempt to classify programs according to the amount of skill training to be provided (high or low emphasis) and the priority attached to job placement (high or low). This analytical system permits one to determine appropriate short and long term objectives for different types of programs.

Program Purpose Matrix

Skill Training Objective

		HIGH	LOW
Placement Objective	HIGH	DVR Basic Services DOC Study Release DOC Work Release DOC Purchase of Service DCS Title 20 Economic Self-Sufficiency Goal	DOC Adult WEP DOC Youth WEP DOC Transitional Employment Program DEA RNIP WEP DCS Older Americans Act Employment Program DCS Work Incentive (WIN) Program
	LOW	DCS Refugee Resettlement DCS Displaced Homemakers DOC Institutional Education DOC Corrections Industries	DVR Workshop for the Blind DVR Homecrafts DVR/DCS Sheltered Employment DCS Employment Grants for Developmentally Disabled Persons

Programs have been assigned to one of four boxes in this matrix according to the objectives specified in a program's enabling legislation. The categories also reflect the barriers to employment for different target groups. A high placement objective was assigned to programs designed to achieve direct and immediate job placements. A low placement objective was applied to programs designed for longer term, indirect placement outcomes through other short-term positive objectives i.e., education. On the skill training criteria, programs were assigned the high objective where specific job skill training or job seeking skills training are the primary activity. Actual budgets for training serve as a good indicator for assessing the priority of training objectives in a program. Programs with low skill training objectives were those which provided general work experience with no resources for occupational training.

IV. Description of DHSS Employment Programs

A. Division of Corrections

The mission of the DOC is to promote community and facility-based services for juvenile and adult offenders committed by the courts which promote public safety and conserve human resources. Two primary goals of DOC are 1) to involve the offender and the community with the resources necessary to achieve reintegration and 2) to provide each individual with opportunities to develop more adequate life-coping skills and to achieve a higher likelihood of independent community participation. This mission and goals are addressed by the DOC through the operation of seven programs to develop employment skills and job placement. To reinforce the concept of reintegration into society, these programs offer opportunities both within and upon release from correctional facilities. At present, there are about 4,000 adults and about 500 juveniles incarcerated in state facilities. It is been estimated that of the average adult correctional population of 4,000 persons, about 1,500 persons could be assigned to Education and Training (primarily at maximum and medium security institutions), about 400 people could have Corrections Industries jobs, another 700 persons could have institutional work assignments (cooks, etc.) about 300 persons could be in work or study release, leaving about 1,000 persons in stages of reception or in an unassigned (no activity) status.

1. Institutional Education and Training

Target Population	# Served	Funding	Staff
Persons Incarcerated in Juvenile and Adult Institutions	Estimated at 1,900 in 1979	\$3.6 mil.GPR 1.4 mil.FED \$5.0 mil.Annual	212 Professional Staff

a. Purposes and Objectives

The purpose of the Institutional Education and Training Program is to improve the supply of labor offered by offenders so as to increase their job placement potential and reduce one's likelihood of returning to criminal behavior. The objective of this program is to provide academic and vocational training to incarcerated persons.

b. Target Population

Institutional education and training is provided to all juveniles committed to the state's two juvenile facilities. Educational services for adults are targeted toward individuals with an expected release date of about two years. All prison residents are assigned activities (education or work) based on the initial Assessment and Evaluation performed during intake and reception and based on subsequent reviews by a Program Review Committee during incarceration.



Studies of the offender population indicate that these persons typically have less than a high school education and little or no work experience which, along with a record of a criminal conviction, severely limits one's ability to obtain jobs in society sufficient to support one's self and/or family.

c. Services

Programs offered to meet the objective of academic and vocational training include high school equivalency degrees (GED), adult basic education and accredited comprehensive high school programs. Vocational training is available in sixteen VTAE system-certified occupations and several non-certified training programs. For the adult target population, institutional education is largely provided at the two maximum security and two medium security correctional institutions. Training in vocational fields covers the first two years of a vocational curriculum in the institution while the final two years of instruction must be pursued by the individual after release or in pre-release activities outside the institution.

d. Administration

The Institutional Education program is administered by the DOC Bureau of Program Resources in conjunction with the Bureaus of Adult Institutions and Juvenile Services. Actual services are provided by 212 professional staff. Programs are developed in cooperation with the Department of Public Instruction for youth and with the VTAE system for adults. The 1980-81 program budget of about \$5 million consists of \$3.6 million GPR, with the remainder from federal sources.

e. Current Issues

Policy and program administration issues concerning Institutional Education and Training are related to 1) the difficulty experienced with planning labor supply skill training programs which will provide skills demanded by private employers and 2) the difficulty of providing an appropriate sequence of training services in the correctional environment which also demands custody and supervision, pre-release movement through the institutions with decreasing levels of security and finally, supervised release to a community.

The institutional training approach to improving labor supply is predicated on successful planning to provide training for skills actually demanded in the labor market. The efficient use of this employment strategy implies that the DOC certified and non-certified vocational training programs should continuously be re-examined to assure responsiveness to labor demand and to determine the occupational outcomes of participants.

The progression of incarcerated persons through prisons of different institutional security levels forms a basic tenet of correctional strategy to reintegrate offenders into community living. This movement through the system, however, imposes barriers to the complete implementation of individual employment training plans. Since persons receiving Institutional Education services are likely to reside in other correctional facilities on the road to release, the administration of training activities is faced with the task of ensuring coordination within and among each institution's employment or training programs.

2. Work Release (WR)

Target Population	# Served	Funding	Staff
Adult Offenders with a Minimum Security Classification, Nearing Their Release or Parole Date	Over 900 Persons in 1979	\$310,000 GPR (1979) (Also Includes Study Release Program)	9 FTE (Also Staff the Study Release Program)

a. Purposes and Objectives

The Work Release (and Study Release) Program was established in 1965 by enactment of s.56.065, Wisconsin Statutes. The purpose of the program reflects the correctional policy of reintegrating incarcerated persons into society and the employment policy of improving labor supply. The objective of Work Release is to permit and assist eligible inmates to work at jobs outside the (minimum security) institution and earn an income to repay debts and have savings prior to release. While research has not been able to identify the precise relationship between employment and the return to criminal behavior, it is generally asserted that holding a job and receiving a steady income can be the difference between parole success or failure.

b. Target Population

The offender population which is eligible for WR consists of adult offenders who are classified as minimum security, are generally within 12 months of their release date and who meet other good behavior and minimum time served criteria. Estimates of the number of persons fitting these criteria and the number who actually participate in WR were not available. All participants reside at a Correctional Camp or Minimum Security Institution.

c. Services

The main services provided to persons accepted into the Work Release program are job counseling, training in job seeking skills and placement assistance; in addition, staff monitor the observance of WR privilege regulations. Part of the income earned from jobs obtained through work release is paid to the State Treasury to partially reimburse the state for room and board. Nine staff (8 state and 1 contract) located at Taycheedah, Oakhill, the camps system and community facilities operate the WR/SR program.

d. Administration

Work Release is administered by the DOC Bureau of Program Resources in coordination with the Bureau of Adult Institutions. The WR and Study Release program are currently funded at a level of \$310,000 GPR which supports the WR and SR Coordinator positions in the Bureau of Adult Institutions.

e. Current Issues

The enactment of a state law authorizing the release of persons from incarceration in order to work at community jobs prior to release represents a policy designed to maximize the reintegrating and stabilizing effects of employment for offenders. Recent evidence, suggests that only about half of the persons released annually have participated in Work Release.

No quantitative objectives are established for WR by the Division in order to restrict or expand WR based on local labor markets, the number of minimum security eligible persons and community attitudes towards release. Since WR traditionally represents the final employment program available to person's leaving the correctional system, the utilization levels, effectiveness with respect to jobs and recidivism and actual services provided should receive periodic review. For the many persons released without participating in WR, the provision of placement assistance by (Probation and) Parole Officers assumes greater significance.

3. Study Release (SR)

Target Population	# Served	Funding	Staff
Adult Offenders Classified as Minimum Security and Near Their Release Date	Over 200 Persons in 1979	\$310,000 GPR for WR/SR in 1979	(9 FTE WR/SR Combined Staff)

a. Purposes and Objectives

Authorized along with the Work Release Program in 1965 was the Study Release Program. Also based on reintegrative and labor supply policies, the purpose of SR is to permit incarcerated persons nearing their release date to begin or continue a course of college or vocational study at a school outside the institution.

b. Target Population

Same as for WR, minimum security residents nearing release from a correctional institution.

c. Services

Minimum security residents of state institutions and camps, county jails and other community facilities are permitted to pursue college and vocational studies beyond that available at the institutions. WR/SR coordinators provide information and assistance to enable residents to complete application and admission to vocational institutes and colleges.

d. Administration

Study Release is administered by the DOC Bureau of Program Resources in cooperation with the Bureau of Adult Institutions. Funding for administration of WR and SR are combined in a single appropriation and staff provide services for both release programs.

e. Current Issues

As was discussed in the Work Release section, a continuing issue of the two Release programs is the limited extent of its use (about 50%) compared to the total number of persons released each year. In addition, the training services provided prior to and subsequent to Study Release should be examined to determine the sequence of services which produces the best placement outcomes. This information would be useful for planning and implementing a coordinated sequence of employability improvement. For example, DOC staff have indicated the SR participants attain higher (study) completion rates when the person begins these studies in the institution.

4. Adult Work Experience Program (AWEP)

Target Population	# Served	Funding	Staff
Adult Offenders Residing in a Minimum Security Facility and Participating in Work Release Prior to Parole	90 (est) (FY 80-81)	\$138,000 FED (FY 80-81)	2.0 FTE

a. Purposes and Objectives

The objective of AWEP is to provide subsidized work experience to enable persons to develop a positive work history and record at the time of release.

At present, AWEP is operated by DOC with funding from one of the 10 Wisconsin CETA Prime Sponsors. The AWEP has been available since its establishment in 1977 as an option within the WR program. The subsidized nature of AWEP jobs in community organizations gives WR/AWEP the capability of creating temporary jobs as a bridge to unsubsidized jobs. The CETA limit of 1,000 hours of work per person in a year assures observance of the work experience policy objectives of short term subsidized jobs to improve work habits in preparation for entering the private labor market.

b. Target Population

The eligible population for AWEP consists of those inmates who are eligible for WR and who also meet certain CETA eligibility requirements. As a CETA funded program, AWEP's use at state or community institutions is limited by the number of the state's 10 prime sponsors which support AWEP since a prime sponsor may only serve persons who would have residence in their jurisdiction if not incarcerated.

At present, only one prime sponsor, the DILHR administered Balance of State Prime Sponsor which covers 49 counties, funds AWEP. Among the adult institutional population in 1978, almost 22% of all residents were eligible for AWEP based on their planned residence in a Balance of State county upon release. Prime sponsors have typically been able to meet their planned service levels for offenders by providing services to persons already released, or on probation, and currently residing in the county. The locations of most correctional institutions within Balance of State counties increases that Prime Sponsor's interest in AWEP while perhaps reducing the interest of the remaining sponsors.

c. Services

The services provided by the AWEP include the development of subsidized job sites (paying wage and fringe benefit costs) in government or non-profit agencies for WR participants who are being released to a community within a cooperating CETA prime sponsor. About 90 incarcerated adults are able to work, earn an income and develop work habits at FY 81's funding level. Other staff activities include monitoring worksites as well as other conditions of WR. Placement assistance is also provided to follow the basic AWEP policy objective of transition and "reintegration" into the private (unsubsidized) labor market.

d. Administration

AWEP, as part of the Work Release Program, is also administered by the Bureau of Program Resources. Coordination between Program Resources staff and Institution staff is essential to assure that AWEP jobs are established which build upon the training received in the institution.

e. Current Issues

There appear to be two longstanding issues concerning AWEP: 1) developing a method to increase the number of Prime Sponsors cooperatively funding AWEP in order to increase its statewideness; and, 2) the need to improve coordination between WR and prime sponsor services in home communities at the time of release. The first issue may require a significant Divisional effort to demonstrate the results of AWEP and to negotiate contracts with prime sponsors. The administration of AWEP (and YWEP) could be simplified and be more efficient for DOC with the development of common application and reporting procedures among prime sponsors for these programs. As the final employment assistance program offered prior to release to community supervision, AWEP/WR raises the fundamental policy question of the advantages of and opportunities to administer employment/training services in a sequential linked process. It should be evident that the provision of an appropriate progression of training services within the relatively self-contained correctional system could be examined as a potential goal of this Department.

5. Youth Work Experience Program (YWEP)

Target Population	# Served	Funding	Staff
Youth (16-18 Years of Age) Incarcerated in a Juvenile Institution who are Nearing their Date of Release	100-125 (FY 80-81)	\$84,000 FED (FY 80-81)	3.0 FTE (2 to be laid off in near future)

a. Purposes and Objectives

The YWEP parallels the objectives (employability development) of AWEP only within the smaller state juvenile institutional system. The lack of work experience (and basic educational credentials) seriously limits future job opportunities for juvenile offenders. This program was established in 1978 with staff funding for a three year period from the Governor's Employment and Training Office. Participant wage and fringe benefit costs were paid by 9 participating prime sponsors. Juvenile employment services, in general, are more limited than adult services due to the shorter period of incarceration for juveniles and the state policy promoting community based services. Institutional services essentially consist of high school or GED instruction and YWEP.

b. Target Population

As with AWEP, CETA eligibility requirements can be a barrier to providing services within the juvenile correctional environment. Eligibility for YWEP is limited to juveniles who are residents of prime sponsor/counties participating in YWEP. About 100-125 youth will receive work experience training during FY 81.

c. Services

In contrast to AWEP which creates subsidized jobs in agencies outside the institution, YWEP provides a period of in-the-institution worksites followed by a period of work experience in subsidized jobs in the community. YWEP staff monitor attendance, performance and respond to problems of participants. Upon release, the YWEP is also responsible for providing placement assistance or referral to the home prime sponsor to continue training.

d. Administration

The YWEP is administered by the Bureau of Program Resources in cooperation with the Bureau of Juvenile Services. The YWEP did not achieve its planned enrollment levels during FY 78 and 79, its first two years, due to corresponding state hiring freezes which delayed the hiring of YWEP staff. The program has been operated by 3 staff (with 2 lay offs in the near future) at the Ethan Allen and Lincoln Hills institutions and the Milwaukee DOC regional office. The participation of prime sponsors has decreased from 9 in FY 78 to 5 in FY 81. Since the termination of GETO funding for YWEP staff in FY 80, the continued operation of YWEP with limited prime sponsor administrative funds is threatened.

e. Current Issues

There are at least three issues related to the YWEP. First, as with AWEP, the DOC should attempt to increase the number of prime sponsors participating in the funding of YWEP. Second, there remains a question whether CETA regulations for the Governor's Special Grants create an on-going responsibility to provide services to institutionalized juveniles. This issue could be addressed to GETO's State Employment and Training Council for consideration. Finally, YWEP staff should examine the potential for improving coordination to obtain continuing services for youth when released to their home community.

6. Transitional Employment Program (TEP)

Target Population	# Served	Funding	Staff
Persons on Parole who are unemployed	100-150 Parolees (FY 80-81)	\$173,700 GPR (FY 80-81)	1.0 FT

a. Purposes and Objectives

The purpose of TEP, which was established in 1977, is to provide subsidized jobs and a source of income to parolees who are unemployed at the time of release. The objectives of TEP include the development of basic work habits, provision of a work record and provision of an income to assist with living expenses during the period immediately following release. Beside these labor supply purposes, the TEP primarily appears to be a short term program to increase the demand for the labor of offenders through publicly subsidized jobs. The 13 week maximum duration of a TEP job (actual average about 7 weeks) limits the overall demand created but does increase the number of persons who can receive this service.

b. Target Population

Unemployed parolees statewide. The lack of job opportunities in rural areas makes TEP especially valuable outside urban areas.

c. Services

Services of TEP are provided at the request of parole agents supervising unemployed clients. It would appear that the agents have the responsibility to assist in the development of suitable worksites, monitor performance and to provide counseling and placement assistance to obtain unsubsidized jobs.

d. Administration

The TEP is administered by the Bureau of Program Resources in conjunction with the Bureau of Community Corrections, particularly local parole agents. Funding for the FY 80-81 TEP was decreased (due to budget reductions ordered by the Governor) to \$173,700 compared to about \$235,000 during FY 78-79.

e. Current Issues

Compared to the large budget for Institutional Education and the security concerns involved with SR/WR, the TEP is a small program. Little information is available on the type of subsidized jobs created, and the permanent job outcomes after termination from TEP. The program appears to be used by DOC as temporary, emergency employment available on a limited basis due to its small budget. At the same time, TEP does not appear to have established standards for approving worksites nor to require any basic or specific job skill training.

7. Purchase of Services (POS)

Target Population	# Served	Funding	Staff
Persons on Probation or Parole or Incarcerated in a Correctional Institution	4,000 (est) (1980)	\$1.6 mil. GPR (1980-81)	NA
		\$1.3 mn. GPR for 1981-82	

a. Purposes and Objectives

The purpose of the POS program is to provide a wide range of personal adjustment services to persons both in and out of institutions. Purchase of Service enables DOC to fill programming gaps and to meet the special needs of individuals or groups of persons. In terms of employment services, POS has been used to cover individual tuition and other classroom training expenses for vocational or college courses and to purchase placement services for persons on probation or parole. These activities suggest that the labor supply policy approach to unemployment underlies the employment services arranged with POS funds.

b. Target Population

POS program funds are available within budget limitations to all incarcerated persons and to those on probation or parole.

c. Services

In the past, services purchased or contracted with POS funds have included: diagnostic services; evaluation; treatment; counseling; recreation; special education; vocational training; school tuition, books and fees; work adjustment; sheltered employment; special living arrangements; and, legal services. As this list indicates, POS is used for many services not related to employment assistance.

d. Administration

The POS budget is allocated and administered separately, by two bureaus, Adult Institutions (about 20% of total funds) and Community Corrections (about 80% of total funds). The criteria used to determine which services could be purchased do not appear clearly defined.

e. Current Issues

The variety of services obtained with POS funds raises questions concerning the amount of funds used for different categories of services and even what those categories are. It is not presently known what proportion of POS funds are expended on employment services. Data on the use of these funds is essential to examining the issue of the appropriate priority for employment services within the "POS program."

The issue of the criteria, if any, for determining services appropriate for POS also raises questions concerning the role and responsibility of probation and parole agents in providing placement assistance and other employment related services. The broader question of the direct service versus



case manager role of agents is not directly addressed in this paper. The present system would appear, however, to allow the use of POS to provide services which could be the direct service responsibility of an agent.

Finally, the existence of Institutional Education, SR and POS education services raises a question regarding possible duplication of effort or lack of coordination among similar services.

8. Wisconsin Corrections Industries (WCI)

Target Population	# Served	Funding	Staff
All Incarcerated Persons Residing at the 2 Maximum and 2 Minimum Security Institutions	430 (1981)	\$5 Million PR (1980)	45 FTE

a. Purposes and Objectives

The two main purposes of WCI are to promote the reintegration of incarcerated persons into home communities by providing meaningful employment opportunities within institutions and, to maintain the prison industries program as self-supporting from revenues generated from product sales. The most recent period of change for WCI began in 1977 when new management staff increased pay rates and hours of employment, new products and jobs were developed and marketing efforts were intensified. The objectives of WCI are to offer training in marketable occupations with modern manufacturing practices and equipment and, to increase the number of WCI jobs to about 1,300 by 1983 or 1984. As a self-supporting government business (albeit with a restricted market and subminimum wages), WCI represents a labor demand policy designed to create new jobs for incarcerated persons. WCI also contributes to the maintenance of a secure institutional environment by providing jobs which can occupy a resident during incarceration.

b. Target Population

WCI is available (waiting lists, notwithstanding) to all residents incarcerated at the 2 maximum and 2 medium security institutions where WCI shops are located.

c. Services

WCI offers numerous different jobs in 14 product shops ranging from a computer center to furniture and sign-making shops. The jobs appear to be popular since the WCI pay scale is the best opportunity within an institution: employees of WCI earn somewhere between the starting wage of 20¢ per hour and the maximum of \$1.00 per hour, with a 35 hour work week.

Employees are evaluated monthly for possible wage raises and may also be fired for poor productivity. In this very real business setting with time clocks and production deadlines, WCI employees can learn and develop realistic expectations about the world of work.

d. Administration

WCI is administered as a separate unit of DOC, organizationally known as the Office of Industrial Operations attached to the Division Administrator's Office. As a state operation and a prison industry, WCI operates under the same personnel and fiscal procedures as a state agency, provides security officers and is also expected to maintain high employment levels at the expense of less profit to reinvest in capital equipment.

e. Current Issues

As noted earlier with respect to other programs, the role and function of WCI with respect to Institutional Training, WR/SR and TEP is unclear. These programs do provide the framework and opportunity for the development of a sequential and progressive employment services program within DOC.

On a related topic, the variety of services suggests that consideration could be given to a new policy of alternate or multiple activity assignments compared to present policy which restricts residents to one type of activity.

Finally, WCI staff have questioned whether their self-supporting, non-tax funded quasi-business operation could be administered under personnel and purchasing requirements which would be more flexible than standard procedures. It is worth noting that several other state agencies, primarily the regulatory bodies, operate self-sufficiently with program revenues while still following standard administrative procedures.

B. Division of Community Services

The mission of DCS is to promote the development of a community-based human services delivery system which equally provides services to treat as well as to prevent economic and functional dependency. The human services encompass a wide range of services, frequently called social services. The assistance available through this system is addressed to the needs of a diverse population: juvenile delinquents, persons with mental illness and physical or developmental disabilities, welfare recipients, elderly persons and substance abusers. Broad policy direction in this service area of DHSS has emphasized the development of County Human Service Departments to administer all DHSS - county

programs. As in the other Divisions, the Department's mission to promote economic self-sufficiency through employment is also reflected in the relationship of employment to the problems and needs of person's desiring assistance from the county "social services" agency.

1. Senior Community Services Employment Program (SCSEP)

Target Population	# Served	Funding	Staff
Persons Age 55 Years or Over with Income Less than or Equal to 125% of the Poverty Level	1,400 (est) (FY 81)	\$6,841,000 FED 10% In-Kind GPR Match (FY 81)	3 FTE

a. Purposes and Objectives

The SCSEP is a federally funded program authorized as Title V of the Older Americans Act, as amended. This program is intended to provide income through the creation of subsidized jobs, as well as to increase self-esteem and social acceptance for older persons experiencing difficulty entering or re-entering the labor market. Older persons encounter barriers to employment associated with their age, lack of job skills or lack of recent work experience. Federal law targets this program to low income elderly in order to direct the employment income support to those most in need. The program represents an approach to unemployment among older persons of increasing the demand for labor through a publicly subsidized job creation program.

b. Target Population

See Above

c. Services

This program is actually administered in part by the DCS Bureau of Aging and to a larger extent by four direct federal-to-local agency contractors. The Bureau of Aging administers about \$1.2 million for the creation of 263 jobs, the four local contractors administer \$5.6 million which subsidizes almost 1,200 additional jobs for older workers. The full range of SCSEP services include recruitment, physical examinations, the part-time subsidized job and a limited use of funds for specific training activities.

d. Administration

This program which is administered by the federal Department of Labor has historically funded both state and local contractors to operate the SCSEP. Recent federal amendments have increased the state's role vis-a-vis the other

contractors to assure an equitable distribution of these employment opportunities throughout the state. The Bureau's 263 job slots are solicited, approved and monitored by 3.0 DCS staff funded through this program.

e. Current Issues

Federal regulations specify that SCSEP jobs will be created to provide community services, with a choice between services directed toward the elderly or to the general community. Program reports indicate that the vast majority of services are directed toward the elderly, particularly for outreach, nutrition or employment assistance. It may be possible to re-direct job sites and services toward home health and similar services designed to keep older persons residing in their own homes or apartments, consistent with other DHSS policies.

Secondly, while a placement emphasis is not mandated by the federal government, increased placement efforts could increase position turnover and permit serving larger numbers of persons. A placement program for older workers funded by DCS and operated in conjunction with Job Service should be evaluated for continuation or revision of program services.

2. Refugee Resettlement Employment and Training Program

Target Population	# Served	Funding	Staff
Adult Indo-Chinese and Cuban/Haitian Refugees	2,500 (est) (FY 81)	\$2.4 million FED	2 FTE (est)

a. Purposes and Objectives

The purpose of the 100% federally funded Refugee Resettlement Program is to provide income assistance and social services to enable refugees to establish residence and to adjust to living and supporting themselves in a new county. Employment services have been a part of this program since 1976, the second year of state program operations. The objectives of the employment services program are to eliminate language barriers, to increase occupational information, to provide work experience and to assist persons to obtain unsubsidized jobs for self-support. The Resettlement Program strongly reflects the need to overcome employment barriers in order to prevent continuing public dependency.

b. Target Populations

Adult refugees from Indo-China (Vietnamese, Laotians, Hmong, Cambodians) and Cuba and Haiti.

c. Services

The Refugee Resettlement Program provides a full range of labor supply training programs: classroom training, work experience, OJT and placement assistance. The two main services offered are English as a Second Language along with assessment and career counseling which is provided under contract with vocational schools, and employment services such as WE, OJT and placement which is provided under a contract with the DILHR Job Service Division. The language and cultural/occupational adjustment to a modern industrial society suggests that a wide range of services are needed to develop economic self-sufficiency among refugees.

d. Administration

The employment services are operated by VTAE system schools and Job Service under contract with DCS.

e. Current Issues

Since the future federal funding level for this program is doubtful to remain at previous levels, the Resettlement program may wish to consider developing linkages to obtain services from the generic services system including CETA as well as VTAE and DILHR.

Alternatively, the program could re-examine the full range of services currently provided to determine the most cost effective services. Subsequently, contracts for future services could specify a narrower range of reimbursable services.

3. Work Incentive (WIN) Program

Target Population	# Served	Funding	Staff
Registration and Participation in WIN is Mandatory for all AFDC-UP Recipients and for AFDC - Regular Recipients who have no Children Under 6 Years of Age. Other AFDC Recipients may Volunteer for WIN	42,885 (FFY 80)	\$3,160,000 FED \$ 316,000 GPR	11.5 FTE

a. Purposes and Objectives

The WIN program was established by Congress in 1967 by amending the Social Security Act's AFDC program to require registration and participation in job training and placement services offered through WIN for certain mandatory persons, primarily those persons with no children in the home under the age of 6 years e.g., freeing the parent to work while children attend school. The Wisconsin WIN program is administered jointly by 2 state agencies, DILHR and DHSS, as in most other states. The objective of WIN is to reduce welfare costs by assisting AFDC recipients to receive job training and/or placement services to obtain unsubsidized jobs. Since 1972, federal amendments to WIN have established a clear priority that placement assistance be the first WIN service for all registrants. The DHSS role in WIN, carried out by county social/human services departments, is to assess individuals and to provide those social services which would remove barriers to accepting a job. DILHR bears primary responsibility to design and implement the WIN employment services, though DHSS is fully involved in all aspects of WIN as a co-signer to the State WIN Plan.

b. Target Population - see above. (AFDC-UP refers to the state-optional two parent family assistance program.)

c. Services

The social services provided by county departments under contract with DHSS, in descending order of usage, are: appraisal, day care; psychological, psychiatric or health testing; home and financial management; individual and family adjustment; as well as housing, transportation and others.

After registering with WIN, a person's job skills, education, work history and family situation is assessed to determine the social service needs that would enable one to accept a job and to develop a job search plan consistent with the person's skills and the job opportunities currently available. An intensive 1-2 month job search and assistance component is the first and principal WIN service. If a job is not obtained, WIN can assign a person to classroom training, WE, OJT, PSE, to a less intensive but active job search component (OWNCA) or to the unassigned status. Additional social services can be provided throughout one's participation in WIN when certified as needed through a Supplemental Appraisal. Persons employed less than 30 hours per week are not exempt from WIN but are typically placed in the "Working Registrant" status and receive few services.

d. Administration

In DHSS, WIN is administered by 11.5 staff in the central Office of Coordinated Community Services and Regional Offices. Services are provided by DILHR and DHSS/counties in accordance with an Annual State WIN Plan developed and approved by both state agencies. Funds provided to counties for WIN support between 60-100 FTE local staff. The WIN program also requires coordination with the Division of Economic Assistance to develop systems for referrals to WIN, employment and income reporting, sanctioning persons for non-compliance and reporting welfare grant reductions due to employment. DCS is in the process of implementing a WIN Social Services Performance Reporting System which will provide the basis for the WIN Allocation Formula which was recently revised through a COPE Committee.

e. Issues

The most fundamental issue surrounding the WIN program is its role and priority within work-related welfare reform initiatives. While remaining a low visibility program in DHSS and with the general public, the Wisconsin WIN program has consistently ranked as one of the best state programs within federal Region V and among the top fifteen programs nationally based on numbers of placements, average wage, job retention and welfare grant reductions.

Other issues here include improving the coordination among income maintenance staff supervised by DEA and county and Job Service WIN staff and examining the potential benefits and costs of joint staff training for county and Job Service WIN staff. A potentially significant issue within the next two years may be the impact of a current budget proposal to eliminate the AFDC-UP program in Wisconsin. The reduced caseload and performance outcomes associated with that population may require the development of new strategies and services to maintain the effectiveness of WIN. Placing greater emphasis on the recruitment and delivery of services to volunteer WIN registrants (at present, about 10% of all cases) represents one such alternative.

4. Displaced Homemaker Center Program

Target Population	# Served	Funding	Staff
Persons who: 1. have worked to provide unpaid household services for several years; 2. are not gainfully employed 3. have difficulty obtaining jobs; and 4. have been dependent on other person's income or receive public assistance which will be terminated within 2 years (S.46.90, Wis. Stats.)	400  (1978-80)	\$100,000 GPR Annually	NA

a. Purpose and Objectives

The Displaced Homemaker Program was established in 1978 as s.46.90, Wis. Stats. The objective of this Act was to authorize the establishment of one multi-purpose center to assist displaced homemakers to receive services necessary to make the transition to the competitive labor market. The increasing number of female headed households due to death, divorce or separation has contributed to a recognition of the employment barriers encountered by this population which may be simultaneously struggling to establish economic and personal self-sufficiency and stability.

b. Target Population

The chart above identifies the statutory eligibility criteria for receiving Displaced Homemaker services. In general, this group may be described as older women (35-65 years) who have been housewives and are suddenly forced to become independent and self-sufficient due to death, divorce or separation or are welfare recipients facing the loss of AFDC benefits due to one's youngest child reaching age 18.

c. Services

The primary services provided by the "model" Displaced Homemakers Center operated by Skilled Jobs for Women, Inc. of Madison include: job counseling; career exploration and development classes; placement assistance and follow-up supportive services. The Center's program is provided through individual and group workshops offered 3 days per week over a 3-4 month period. About 25% of the \$95,000 Center budget is used to pay minimum wage stipends for attending the scheduled sessions.

The statutory objective of the Program places significant emphasis on training services as well as placement. Two years experience from the Madison Center indicates that 40% of the participants obtained jobs at an average wage of \$4.40 per hour and an additional 32% enrolled in school to continue their job training, for an overall positive outcome of 72% of all 400 participants. A key service of the Center is the use of the Job Club, a group placement assistance strategy which has been successfully demonstrated by WIN offices and several General Assistance programs (outside Wisconsin).

d. Administration

The Center program is relatively small and is administered by the Bureau of Aging. Operation of the Center was originally awarded on the basis of a competitive proposal process.

e. Current Issues

Limited experience with Displaced Homemaker Centers funded by DHSS and CETA have provided indications that these services are effective and cost-efficient. As a preliminary step toward considering methods to expand this program concept, additional data on job retention, the total cost-effectiveness including the cost of classroom training programs and clear definitions of the services provided should be obtained.

An additional issue - or potential means to expand upon the Center concept - is the similarity or duplication between WIN and Center services. Upon examination of actual Center services, it may be possible to redirect WIN Social Services and some employment services toward effective services for this population.

5. Grants for Employment of Developmentally Disabled Persons

Target Population	# Served	Funding	Staff
Developmentally disabled persons eligible for services from the 51.437 Board	approx. 10 (FY 78-79)	\$120,000 GPR (FY 78-79)	NA

a. Purpose and Objectives

The purpose of this grant program enacted by the Legislature in May 1978 and continued in the 1979-81 budget is to provide pilot funding for non-profit agencies to provide a new type of employment to developmentally disabled persons. The unique features of this pilot program was the requirement to

pay no less than the minimum wage and the requirement that the program be engaged in the production and sale of some marketable goods or services. The apparent objective of this program is to up-grade the work experience, productivity and consequently, to raise the wages paid to such disabled persons, in contrast to conventional sheltered employment.

b. Target Population - see above

c. Services

The DHSS grants support the operation of 4 pilot projects which are testing the new statutory criteria. The grants were awarded to agencies which already were providers of traditional, sub-minimum wage sheltered workshops.

d. Administration

DCS Bureau of Developmental Disabilities

e. Current Issues

The difficulty experienced by the pilot projects observing the new minimum wage payment standard has raised questions about the efficacy of this training strategy for such clients. The 1981-83 budget bill includes language authorizing grants to for-profit organizations to further experiment with this program. On the other hand, a Dane County funded program called Vocational Education Alternative has defined an alternative employment services model which emphasizes normalization and the use of generic employment agencies e.g., DILHR. Both these experiences and others have raised questions about the appropriate content of sheltered employment as a service to assist developmentally disabled persons to make the transition to unsubsidized jobs.

6. Sheltered Employment

Target Population	# Served	Funding	Staff
Title XX: persons with physical or mental handicaps which cause partial or total incapacitation from remunerative employment	1,100 (est) (CY 1981)	\$840,000	NA
51 Boards: NA	1,336 (est) (CY 1981)	\$12.3 million GPR	NA
DVR: mentally or physically disabled persons	1,000 (est) (FY 1981)	\$1.5 million	NA



a. Purpose and Objectives

Sheltered employment, as defined for the Title XX program, is non-competitive employment in a workshop, at home or in a regular work environment for persons with physical and mental handicaps preventing gainful employment. The largest source of funds for sheltered employment is the 51.437 Board system which provides community services to developmentally disabled persons. The next largest funding source is the Division of Vocational Rehabilitation which provides about \$1.5 million to purchase work adjustment training from sheltered workshops, while Title XX represents the smallest funding source. There are differing views concerning the purposes of sheltered employment which are reflected in the multi-funding sources for this service. One treatment approach suggests that sheltered workshops should provide long term, non-competitive jobs for the least employable and to also assist with the transition to competitive employment for those capable of entering the labor market. The other rehabilitation model contends that sheltered employment is a segregated program which provides few useful services to increase one's employability for the private sector and may merely result in long term sheltered services.

b. Target Population

The sheltered employment eligible population consists of persons eligible for services from 51.437 Boards, persons eligible for DVR services, as well as SSI recipients served by Title XX.

c. Services

Sheltered employment consists of part-time employment at sub-minimum wage rates (usually piece rate payment systems) for persons with any of several handicaps: alcohol or substance abusers; physical impairments; mental illness; mental retardation; or, a developmental disability. Sheltered facilities also frequently receive contracts to provide other services to some or all of these persons, such as diagnosis and evaluation, day services and transportation. The actual number of hours of work available is usually dependent on successful marketing and subcontracting by the facility to produce various goods and services for private businesses.

d. Administration

Sheltered employment programs are typically operated by local non-profit rehabilitation facilities which may be receiving funds from each DHSS source: the 51 Board, DVR and Title XX.

e. Issues

As mentioned earlier, the numerous different client groups which are receiving the same sheltered employment services has given rise to concern about the appropriateness of this service for all those groups. This general issue of sheltered work also involves the question of what other vocational and non-vocational services are compatible with sheltered employment services. Some analysts suggest that offering non-employment services detracts from the need to concentrate on developing appropriate work behavior.

With three different, but inter-related DHSS service systems providing similar services to several client groups, issues of duplication and client priority groups for each system have developed. Increased attention to this question has been stimulated by the President's proposal to create a Social Services Block Grant to states which would include Title XX and Vocational Rehabilitation services.

7. Title XX Education and Training Services

Target Population	# Served	Funding	Staff
All Title XX eligible persons including AFDC and SSI recipients plus income eligible persons	6,000 (est) (CY 1981)	\$2.7 million (CY 1981)	NA

a. Purpose and Objectives

The first of the five federally defined Title XX goals is to assist persons to achieve and maintain economic self-support to prevent, reduce or eliminate dependency. Education and Training Services is one of the 23 allowable Title XX services, but is not one of the 9 state mandated services. Nevertheless, a large number of counties (about 45) have chosen to allocate Title XX funds for this service.

b. Target Population - see above

c. Services

As one of many state supervised, county administered programs, not much is known about the specific types of education or training which are provided by counties under this Title XX service category. While persons from all Title XX eligible populations may be eligible to receive this service, the 1981 state/county plan indicates that AFDC recipients and income eligible persons (perhaps local General Assistance recipients) are targeted to receive most of these services. One well known example of the use of this service is the counseling and placement services purchased under the Work Assistance Program for Milwaukee County's Title XX eligible General Assistance recipients.

d. Administration

The Title XX program is largely administered by county human or social services departments under the supervision of DCS.

e. Current Issues

A potential issue within Title XX is the priority which could be assigned to employment-related services or the targeting of other services such as day care which can directly enable a person to obtain or maintain a job. In an environment of federal budget reductions, employment services which are available from other sources may need to supplant Title XX employment activities.

C. Division of Vocational Rehabilitation

The Division of Vocational Rehabilitation has the most direct and nearly singular mission within DHSS to increase the employability of disabled persons. DVR administers three main programs; each of which are employment-related: the Basic VR Services or Title I-B Program; the Homecrafts Program; and, the Workshop for the Blind.

1. Title I-B Basic VR Services

Target Population	# Served	Funding	Staff
Mentally or physically disabled persons where	38,969	\$20,596,671 FED	approx. 400 FTE
1. the disability is a barrier to employment,	(FY 80 cases "on record"	\$3,600,000 GPR (est)	
2. there is a reasonable expectation that VR services will lead to employment	i.e., open cases)		

a. Purposes and Objectives

The purpose of the federal-state VR program is to provide a comprehensive, planned approach to physically and vocationally rehabilitating disabled persons. Originating after World War I to rehabilitate injured veterans, the VR program has expanded from a focus on the physically disabled to include socially disadvantaged persons as well as people with mental disabilities.

b. Target Population

The eligible population is described in the box above. Federal requirements since 1973 have required that priority for services be given to severely disabled persons.

c. Services

After application and acceptance for DVR services, a person is assigned to a VR Counselor who will continue to work with that client to plan and carry out an "Individual Written Rehabilitation Plan." Prior to developing the Plan, the client receive medical, psychological and vocational assessments upon which the future training plan is based. Services purchased or provided by a DVR counselor include: career and personal counseling; sheltered employment; college or vocational degree training; tutoring; transportation; and other services.

d. Administration

The VR program is administered by DVR as a direct service program. Approximately 400 staff, mostly VR counselors, provide services through field offices in the 6 DHSS regions.

e. Current Issues

The traditional manner of providing VR services as a direct staff service by DVR has been questioned within broad discussions of the role of a comprehensive community Human Services Board to deliver all DHSS social services. At the same time, persons opposing the merger of DVR services into such a system point out the uniqueness of employment services compared to social services (more quantifiable and measurable, particularly with respect to job outcomes). Other viewpoints suggest that county agencies may not have the experience to maintain the service levels achieved by DVR.

A second issue being considered within DVR at present involves the adoption of a functional employability model or policy rather than continuation of the medical rehabilitation model. The functional model would appear to offer some cost-efficiencies compared to the present system. More work needs to be done to develop fiscal estimates of the cost-savings from this change. If federal regulations were changed to permit adoption of a functional model (as proposed in the block grant), it might become more practical to consider shifting some DHSS employment programs to DVR, such as WIN, the older workers program and even the Refugee Resettlement employment services. Such a unit might be conceived of as a more generic Division of Vocational or Employment Services.

2. Homecrafts

Target Population	# Served	Funding	Staff
Homebound disabled persons capable of producing goods for marketing and sales.	900 (FY 79-80)	(\$1.6 million funding from Title I-B program, above)	17 FTE

a. Purposes and Objectives

The goal of the Homecrafts Program is to provide training and sales assistance to severely disabled persons who are homebound but able to produce craft items in one's home. As part of the basic Title I-B program, Homecrafts also operates in terms of the economic self-sufficiency objective.

b. Target Population

Homebound, severely disabled persons

c. Services

After applying and being accepted for VR services, a counselor would refer a potential participant to a Homecrafts Teacher. Services unique to this program include assistance to select a product line or craft, training to produce the craftwork and the collection, distribution and marketing of clients' products.

d. Administration

Homecrafts is funded and administered as part of the Title I-B program described above.

e. Current Issues

It has been suggested by some analysts that the Homecrafts Program is neither cost-effective nor consistent with the overall employment purpose of Title I-B VR services. This program is currently being evaluated by the DPB Bureau of Evaluation which should contribute to the discussion of this question.

3. Workshop for the Blind

Target Population	# Served	Funding	Staff
Persons handicapped by blindness	40-42 (FY 79-80)	\$370,000 GPR \$576,400 REV	17 FTE

a. Purpose and Objectives

The Workshop for the Blind has been in existence for about 70 years for the purpose of providing sheltered employment facilities for blind persons.

b. Target Population - Blind persons

c. Services

The Workshop provides sheltered employment jobs which pay about \$3.43 per hour, a rate above the minimum wage. Jobs are available in three different production units (hand assembly; mats; machine work). The Workshop does not provide placement services to sheltered workers.

d. Administration

The Workshop is a separate administrative/budgetary unit within DVR with its facilities located in Milwaukee.

e. Current Issues

For several Departmental budget cycles, the cost-effectiveness of the Workshop has been questioned based on the continuing need to provide a GPR subsidy to balance its accounts. The Workshop has been and is currently increasing its efforts to reach a more profitable level of services.

D. Division of Economic Assistance

In addition to DEA's coordination with the WIN program, the Division is also responsible for supervising the administration of a welfare program with strong work requirements.

1. Relief to Needy Indian Persons (RNIP)  
Work Experience Program (WEP)

Target Population	# Served	Funding	Staff
Recipients of RNIP over the age of 18 years, not enrolled in school and not employed more than 100 hours/month	500-1000(est) (FY 80-81)	\$145,000 GPR (FY 80-81)	NA

a. Purpose and Objectives

RNIP is a 100% state-funded program which provides public assistance to Indian persons who reside on tax-free land. This program eliminated county and/or municipal and town responsibility for providing General Assistance to county-tribal residents who live on land which has been exempted from local property taxes. This program provides assistance equal to the AFDC standard as well as providing coverage under Medical Assistance and tests eligibility for Food Stamps. Eligibility requirements and client reporting responsibilities for RNIP are virtually identical to those in the AFDC program. In June 1978, the Legislature enacted the Work Experience Program requirement for RNIP recipients. This change was initiated and supported by tribal leaders attempting to further prevent welfare dependency from becoming a way of life on the reservations. The objective of the WEP is to provide meaningful work experience and training which may lead to gainful employment.

b. Target Population

Certain recipients of RNIP are statutorily mandated to participate in the WEP. Exemptions are similar to the AFDC exemptions from WIN.

c. Services

Each tribal or county RNIP program includes a WEP component which arranges a minimum of 15 hours per week of work or training at public agencies and/or private businesses on or near the reservation. Most worksites do not have the staff or resources to provide skill training however strong linkages have been created between the WEP and tribal GED programs. WEP staff also assess the employability strengths and weakness of WEP candidates, develop a work or training plan with the client in addition to developing and monitoring worksites. Coordination and communication is maintained with local Job Service Offices to provide limited placement services to RNIP WEP participants.

d. Administration

Both RNIP and the WEP are administered by tribal governments with some remaining county involvement. Each tribal WEP is provided with administrative funds to support 1 WEP staffperson for each of the eleven tribal reservations/settlements. Funding is not permitted for training or educational activities.

e. Current Issues

The RNIP WEP constitutes one program which could offer DHSS information on the experiences, strengths and weaknesses appropriate to state planning for an AFDC Workfare program. Specific WEP reporting forms prepared by DEA should yield worksite and training information.

V. Issues Beyond the Scope of this Report

This paper has attempted to provide an employment problem and policy framework for reviewing 19 Departmental employment programs. There are several topics, however, which this report has not addressed. Examples include the Bureau of Community Correction's Probation and Parole Agent system, its employment responsibilities and how they can be achieved. Since this function is broader than a specific employment program, it has not been examined. The extent and impact of work tests or requirements associated with welfare programs as well as the incentive-effect of earned income disregards are other topics outside the narrow scope of this employment paper.

This report has just barely scratched the surface of questions that one might ask about Departmental employment programs. Issues of placement effectiveness, retention, wage rates, types of occupational placements as well as the acceptable or optimal outcomes one could expect from labor supply policy programs remain to be addressed.

Finally, while this report imposed a framework for defining programs and their underlying policies, it should be evident that there is little cohesiveness or consistent policy to support this system. In this respect, it is anticipated that this report will suggest some parameters and guidelines for further program analysis and policy development to enable DHSS to accomplish its mission to assist persons to attain economic self-sufficiency.

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**END**