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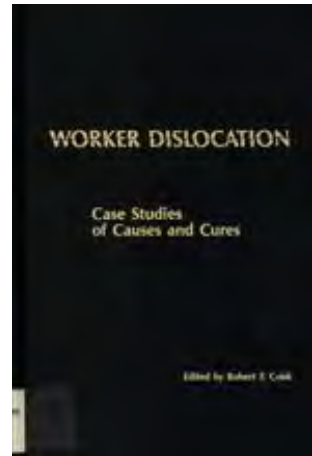
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# The Dane County, Wisconsin Dislocated Worker Project

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# 10

## The Dane County, Wisconsin Dislocated Worker Project

### *Introduction*

Dane County, Wisconsin, which includes the City of Madison, has a heavily white-collar labor force with unemployment concentrated among blue-collar workers in the manufacturing and construction industries. This project, operated by a consortium of three community-based organizations, was designed for Title III eligibles in the county, with priority given to former employees of Giddings and Lewis, a foundry that closed.

### *The Nature of the Labor Market*

The local labor market is generally considered to be Dane County, with its population of 323,545 and labor force of about 185,000. Unemployment is persistently low in this labor market, in which one-third of all workers are employed by government or the University of Wisconsin. The current unemployment rate of 4.8 percent, however, conceals the much higher rates in construction and manufacturing. About 20 percent of workers in Dane County belong to unions, with about 20 percent craft unions, 40 percent industrial and service unions, and 40 percent public employee unions. Real growth in new jobs in Dane County in recent years (see table 10-1) has not been in the public sector, but in service and trade jobs, as well as in the financial, real estate, and insurance industries. High-paying jobs associated with the construction and manufacturing industries are becoming an endangered species.

**Table 10-1**  
**Dane County, Wisconsin**  
**Workforce Distribution and Percent Change from 1978 to 1983**

Sector	1978	Percent of workforce	1983	Percent of workforce	Percent change
Transportation & public utilities	5,400	3.5	6,300	3.6	+16.6
Contract construction	7,400	4.7	5,400	3.0	-27.0
Finance, real estate, insurance	11,300	7.2	13,300	7.6	+17.7
Manufacturing	17,800	11.4	19,000	10.8	+6.7
Services	25,800	16.5	35,000	19.9	+35.7
Trade	35,500	22.8	40,100	22.8	+13.0
Government	52,700	33.8	56,400	32.1	+7.0
Total	155,900		175,600		+12.6

NOTE. The construction figure reflects the lingering recession in that industry. Manufacturing, while showing an increase shows that increase primarily in skilled and semi-skilled jobs.

Employment in Dane County, already very white and very white-collar, is becoming more so. The few major manufacturing firms are cutting back or closing all together.

A letter of support for the proposal for this project by the president of the Madison Federation of Labor notes:

For example, in the last two years, production employment at the Oscar Mayer plant has dropped from 2,000 to 1,500 (on top of a reduction of well over 1,000 in previous years). Production worker employment at Dairy Equipment has dropped from 440 to 90 in the last two years. According to the union representatives of these workers, most of those who have been laid off in the past year have not been able to find new jobs.

Giddings & Lewis announced a couple of weeks ago that it intends to close (permanently) its foundry in Madison. That foundry currently employs 45 workers; their average seniority is 20 years. Another 60 workers are currently on lay-off status; an additional 30 or so have just recently lost recall rights. Nearly all of these workers and the ones mentioned above desperately need re-training, counseling, and placement aid.<sup>1</sup>

This shift away from blue-collar employment is reflected in the list below, submitted as part of the Title III application:

**Expanding**

Chemical & Allied  
 Finance, Real Estate  
 and Insurance  
 Trade, Retail Services  
 Scientific & Control  
 Instruments

**Recovering**

Non-Electrical Machinery  
 Construction  
 Stone, Clay, Glass  
 Primary Metals

**Steady**

Agriculture  
 Transportation, Communications  
 and Utilities  
 Printing and Publishing  
 Food and Kindred Products  
 Rubber & Plastics

**Weak**

All Government  
 Fabricated Metals  
 Electrical & Electronics  
 Machinery

In a labor market study commissioned by the Greater Madison Task Force for Planning Occupational Skills Education, labor analysts prepared table 10-2, estimating annual average job openings by occupation, from both growth and turnover. The conclusion is that between 1980 and 1990, the largest number of job openings will be in four categories: clerical; professional, technical and kindred; service; and managers and officials. Operators and laborers show a net loss in jobs.

A local survey done by the voc-tech school showed popular support here for the retention and expansion of blue-collar jobs. The city's three-year economic development plan emphasizes (on paper) the importance of expanding private sector production, especially in those sectors in which the country is importing goods from basic industries which operate elsewhere. Yet, as reflected in the statistics presented, the shift away from blue-collar employment continues.

When the shutdown of the Giddings and Lewis foundry was announced, the president of the labor federation, in consultation with the local steelworkers union at the plant, got funding for a feasibility study of whether the plant was economically viable. The study concluded that while the foundry was not state of the art, its problems resulted mainly from an absence of any attempt to find additional markets. It had been used by its conglomerate owner as an in-house foundry, part of a vertical integration, and now that the owner needed the capacity of only one of its two foundries, it was shutting down the Madison operation. Production at the Madison plant was of good quality and at reasonable cost.

As a result of the study, Wisconsin Community Development Finance Authority staff and union representatives wanted to explore keeping the foundry open. They felt that Madison elected officials were noticeably passive, first in helping to explore the possibility of keeping the foundry open, and second, in conducting the negotiations necessary to allow local economic development people to even attempt to find a buyer and develop a market.

**Table 10-2**  
**Estimated Annual Average Job Openings for Dane County, 1980 through 1990**

Occupation	Mechanical projections			Judgmental projections		
	Total	Growth	Separations	Total	Growth	Separations
Personal service workers	117	46	71	0	0	0
Sales workers	640	198	441	452	140	312
Health service workers	235	100	135	110	47	63
Food service workers	751	251	500	537	179	358
Protective service workers	448	139	309	448	139	309
Service workers - all	1,954	641	1,313	1,954	641	1,313
Profession, technical & kindred occupations	1,445	551	894	2,340	893	1,447
Clerical - office machine operatives	73	26	47	50	18	32
Clerical - secretarial, steno & typists	356	122	234	439	150	289
Clerical - all positions	2,224	547	1,677	2,224	547	1,677
Clerical - other clerical workers	1,235	395	840	385	123	262
Managers and officials	1,018	293	725	1,596	460	1,136
Cleaning service workers	300	70	230	487	114	373
Transportation equipment operatives	233	80	153	163	56	107
Crafts and kindred occupations	720	233	497	504	156	348
Other service workers	67	29	38	53	23	30
Operatives, except transportation	418	120	298	- 184		
Laborers, except farm	454	128	326	- 116		
All other operatives	78	20	58	- 36		

### *State Organization of Title III*

This project operated during the period March 5, 1984 through December 31, 1984. While it was funded by both transition year 1984 and program year 1984 Title III funds, the project was selected during the transition year 1984 funding process. Therefore, this report will discuss the Title III administrative arrangements and processes which were in effect at that time.

At the time this project was funded, the Governor's Employment and Training Office (GETO) was responsible for the administration of JTPA. The agency had been created by an executive order in 1975 in a reorganization of the CETA administrative structure. In January 1983, approximately two weeks after the new democratic governor was inaugurated, he signed an executive order continuing the Governor's Employment and Training Office and giving the agency responsibility for the funding decisions and administration of JTPA.

GETO was given cabinet level status in that executive order. Previously, most administrative functions, i.e., payroll, personnel and data processing, had been handled by the Department of Industry, Labor, and Human Relations (DILHR). As of January 31, 1983, all administrative functions were taken in-house.

At the time this project was selected, the director of GETO was appointed by, and served at the pleasure of, the governor. The director reported to the governor and attended all cabinet meetings with him to brief him on employment and training issues.

Subsequently, there has been a major restructuring in the administration of the JTPA program in the State of Wisconsin. Responsibility for JTPA has been transferred to the Department of Industry, Labor and Human Relations and, pending legislative approval, as of July 1, 1985 GETO will become a division there. As part of DILHR, the Wisconsin Title III JTPA program will have direct access to the governor through the cabinet position of the DILHR department head and through the division administrator. The present executive director of GETO will become the division administrator within DILHR.

The allocation procedures for Title III in Wisconsin have changed over time. Initially, with eligibility broadly defined, allowable program services all inclusive, and a program purpose statement which was very general, the Title III monies were amenable to political distribution. About 85 percent of the fiscal year 1983 and transition year 1984 monies were allocated without an RFP.

The remaining transition year 1984 funds were distributed through two rounds of competitive funding (RFP) and through a reserve fund (\$170,000 transition year 1984, \$400,000 program year 1984) through which the state could respond quickly to plant closings or assist new industry or employers. The latter was considered an open RFP.

By the time of the second round of RFPs, under which the Dane County project was funded, the program was operating under the following program purpose/intent:

To develop and implement projects under the Wisconsin Re-employment Program that will assist dislocated workers and their families in overcoming the obstacles of unemployment and help facilitate workers' reentry into the work force at their former rate of pay.

However, among the variety of specified program priorities, such as target group, occupational/other training, participant support, all of them general and inclusive, there was a "program model priority" which gave state focus to this program. That was "training and program design with preference to consortia or cooperative arrangements." The focus was on the structure through which the program grants operated. GETO wanted agencies to work together in a coordinated approach to assure a broad array of services, one of the distinctive features of the Dane County project.

With its emphasis on providing a full range of services through a cooperative or consortia arrangement, the state, in distributing the RFP funded Title III monies, influenced program mix only in the sense that it required the full mix to be available. There was emphasis that any skill training or OJT lead to real employment at the end of the process.



Further, the state set specific performance goals. Programs must achieve reasonable program outcomes for the following measures: (a) a placement rate of 60 percent; (b) cost per entered employment of less than \$4,000; (c) an average wage at placement of 85 percent of preprogram wage; and (d) a job retention rate of 90 percent after six months.

Priority in this project was to be given to laid-off Giddings & Lewis workers, steelworkers union members whose wage (\$9.00/hr., \$4.00 fringe) is considerably above the wages of the occupations in Dane County in which they are likely to find employment. They are generally skilled workers. However, they accounted for only 54 of the 218 served in this program.

### *The Nature of the Project*

Over 55 Employment Service, Inc., is the recipient of the Title III grant. There is a unique arrangement which allows Over 55 to be the grant recipient and provide services, but the program impetus, design, implementation, and operational management have been handled by a group calling itself the Title III Consortium. The Consortium is made up of the three largest and most respected Community-Based Organizations in Dane County. This group includes Over 55 Employment Service, Inc., Project Fresh Start (PFS), and Employment and Training Association (ETA). These groups have over 40 years combined experience providing employment and training services in Dane County.

Although Over 55 is the grant recipient, this does not connote any special role for that agency in program operations except that it provides the recordkeeping and houses the compliance materials.

Over 55 subcontracts with ETA and PFS for services to participants; each agency is responsible for enrolling its own participants. Each organization has a recognized expertise in addressing different types of problems. It is not unusual for participants to be referred to one of the other agencies in the group for more appropriate services. A coordinator is responsible for keeping the three operators informed about

enrollment and placement issues, and for chairing a monthly meeting between the groups to keep in touch with overall program goals, objectives, and problem areas.

These agencies have an interesting experience with older workers. Over 55, as the name implies, has always served older workers. It has not always received CETA or JTPA funds, but has helped older people secure employment. The other agencies also have target groups to whom they are recognized service providers. Fresh Start has traditionally served young people with multiple problems, such as drug or alcohol users, offenders, and school dropouts. It also serves women, but has difficulty attracting them to the program. Employment and Training Association has served a wide variety of people, but is most closely identified with welfare mothers and General Assistance recipients.

A number of people on the board of Fresh Start and ETA questioned the wisdom of securing funds to serve people laid off from Giddings and Lewis and others who fit the traditional view of a Title III participant. Both agency directors were anxious to expand Title III participation. They saw the more open eligibility criteria for Title III as an opportunity to provide service to other groups. They were able to convince their boards of the wisdom of their plan. The groups had come together to apply for the Title III funds before the Giddings and Lewis closing was announced. The plant provided a public relations vehicle to ensure that this project would be funded.

This program was conceived to strengthen linkages within the Dane County service delivery area. The three major service providers, former competitors, came together to present a comprehensive plan to the state that would utilize the strengths of all three agencies, as well as other service providers in the area. All three believe that an individual approach to the participants' particular needs and goals is most effective. They set up the program to allow the operators to contract with the service provider in the area who could best meet those needs.

The SDA, while not involved in the planning or operation of the program, supported the proposal initially and allowed the consortium to

enter the participant and financial data on their computers. In the second year of the project, this was provided at no cost to the program. The program also had contracts for basic education at the technical school. They would also pay for slots at the technical school or at some private schools in the community. The coordination process was simple. After a participant completed the assessment process, the agency would contract with the necessary service delivery agents to complete the program.

The state required all Title III operators to use Job Service for Title III certification. All three grantees agreed that this was the one linkage that didn't work. These agencies are used to doing their own certification and found the state service to be expensive, inaccurate, and cumbersome for the agencies and participants.

The project is a communitywide effort to serve the Title III eligible population. During the RFP evaluation process at the state level, Giddings and Lewis, a multinational corporation, announced that it was closing its Madison foundry facility which employed over 100 people. The timing was good for the local proposal. It gave some immediacy to the proposal and ensured its funding, but the program was not specifically designed to serve this particular group. In fact, the proposal was altered to include the people laid off from Giddings and Lewis, but there were no programmatic alterations made because of this addition. The project became known as the Giddings and Lewis program, even though only 54 of the 218 participants were from that plant.

There were no other firms that had a block of participants like Giddings and Lewis but the participants did come from interesting industry segments. Dane County has been experiencing a major battle in the grocery business; several chains have been bought and sold with adverse effects on the workers in this industry. The purchase of a local retail drugstore chain also adversely affected their local employees. Both of these groups were being served by the project. Also included were laid-off workers from state and local government, the largest local employer.

No particular industries were targeted for placement because the project was designed to individualize placement goals for each participant.

In Madison, however, the insurance and retail areas were growing, while government and manufacturing were declining.

The program has been implemented as proposed. The group has made one budget modification based upon their experience in placement activities. Money had been budgeted for OJT contracts with employers, but they found that employers were willing to take Title III participants without the on-the-job training incentive. Instead of wasting time trying to sell OJT, they modified the grant, reducing funds for OJT and adding another placement person to the staff. The change has worked well, as they have exceeded their placement goals.

The people served by the program are served on a first come first served basis although priority is given to participants who have a number of barriers to employment and to any worker laid off from Giddings and Lewis.

The Consortium did attempt to centralize the job club function with one agency but they were not happy with the results. The counselors working with the participants felt the ongoing relationship was important and, therefore, each agency continued its own placement and job club activities.

The private sector played no real role in the design, implementation or delivery of services involved in the operation of this program. However, the private sector is critical to the program's placement efforts.

The Giddings and Lewis personnel department did provide access during working hours, for the purpose of Title III certification, to the people who were to be laid off. It also gave each employee a typed one-page sheet which included biographical information and job skills. This information was helpful in putting together resumes for the people from Giddings and Lewis. The effort lasted only until the plant was actually closed. The Consortium had asked for a cash contribution to the program and were told it was under consideration. Shortly after the plant closed, they were told the company had decided against any financial contribution.

The members of the Consortium were unanimous in their opinion that the private sector does not have a role in designing this type of program except at the hiring end. “Employers have said to us, ‘give us people who show up, want to work hard, and have good attitudes and we will train them. We don’t need OJT subsidies or other JTPA incentives.’ ” Although the agencies have private sector representatives on their boards and employer advisory committees, these are really for public relations and placement value rather than substantive input to the design of the program.

The Steelworkers Union and the Madison Federation of Labor have played an active and supportive role in the implementation and operation of the Title III program. The Steelworkers union hall was used for job club and job search activities. The Steelworkers Union president actively encouraged his members to participate. The Federation of Labor, the local union umbrella organization, actively supported the initial grant and its renewal. The Federation has been an excellent source of referrals and outreach activities for the program. All the efforts of the Federation were undertaken without any reimbursement.

The union was criticized for its efforts surrounding the Giddings and Lewis closing. The Federation led an effort to explore the feasibility of selling the foundry and continuing its operation. Some people thought that this effort had raised false hopes among the foundry workers. The buy-out prospect, according to these critics, was never feasible. Because it was an issue in the press, however, it enabled the workers to put off confronting the reality that their jobs were ending and that they could not expect to get jobs paying the same wage rates that they had received for the past 10 to 20 years.

### ***Program Services***

A wide variety of services are provided by this project. Each person is assessed and a plan is developed for that individual. The plan may include any of a wide variety of placement activities, from direct placement assistance, to job clubs, to job seeking skill training, to employment counseling. Of the 250 people who registered for the program,

210 received employment counseling. This could be as minimal as assistance with an employability plan to ongoing counseling and placement. Job seeking skills training was provided, including resume writing to 154 participants, while 195 of the 218 enrollees were referred to job openings. Seven participants asked for in-depth assessment services. Seventeen people enrolled in basic education classes. OJT contracts were written for only 10 people. Sixty-five participants enrolled in some form of classroom training.

There is no service sequence in the project. Everyone must agree to look for work with a placement person and on their own. Some training classes have particular entry requirements, but these are detailed in the assessment process. Some people wanted to continue their education but needed a GED or wanted some adult basic education (ABE) courses as a tryout to see if they could handle going to school. Some of the ABE people did then move on to specific training.

The program has a heavy emphasis on individual needs. If one accepts that thesis and looks at the services chosen by participants, it is clear that the participants were most anxious to go to work. They used the placement assistance that they believed would provide employment as soon as possible.

According to the program operators, the Giddings and Lewis people were the most confused and reluctant about job seeking. Unemployment compensation alone provides over \$5.00 per hour in Wisconsin. The Giddings and Lewis people were adamant about wanting jobs paying from \$6.50 to \$10.00 per hour plus benefits. Some of this masked a fear of looking for work, because most of these people had been working in the same place for 10 to 20 years. As it happened, the first person in the group to get a job as a janitor, at \$5.75 per hour with full benefits, was a likable fellow who, it was said, was not the brightest person in the group. The feeling was, "If he could land that type of job, so can we." The job search interest picked up considerably after this fellow went to work.

The kinds of training provided were again on an individualized basis. The OJT slots were as follows:

Gilson Electronics	Sub assembler
Lessner Cabinet	Cabinet makers
McFarland Schools	Custodian
Wisconsin Power & Light	Clerical
WISCO Industries	Punch press operator
Electric Motor Co.	Salesman

The classroom program provided training in the following areas:

<b>Class</b>	<b>Participants</b>
Truck Driving	1
Word Processing	10
Janitorial Maintenance	4
Accounting	1
Intro to Computers	8
Starting Your Own Small Business	8
Graphic Design	1
Principles of Real Estate	1
Real Estate Law	1
Financial Management	1
Data Processing	3
Electronics	1
Nursing	1
Hotel Management	1

The only difference in this list of training selections by participants and a group of Title IIA participants in a similarly designed program is the large group of people in the course, "Starting Your Own Small Business." All the people in the course were from the Giddings and Lewis foundry. It is clear that these people were reacting to losing long-term jobs. As it worked out, five of the people who took the course left the program as nonpositive terminations.

Counseling is an extremely important part of this project. It consists not only of the traditional counselor-client relationship, but also the project organized a variety of other vehicles for counseling. There were

small group sessions each week to share experiences and progress. They held large group meetings to ensure feedback to the program operators. The job search skills were most important and were provided in a variety of ways. There were structured classes teaching job seeking skills and assisting with resumes and interviewing techniques. There were job clubs which included group support, interview practice and help with the telephone. There were individual counselors who would work one on one with people who felt uncomfortable about working in group settings.

Counseling experienced workers about the availability of jobs that pay below their previous wage was difficult but important. Madison has the lowest unemployment rate in the state. It is the state capital, and over 30,000 government workers are employed there. It was hard but important for the participants to see their co-workers take jobs at lower pay levels, in order to make it acceptable for everyone to do so.

Counseling for personal problems was also available and in steady demand. One of the subcontractors, Project Fresh Start, dealt with the people's personal problems, working with those who had alcohol, drug, or other personal problems. Their method has had great success. For example, the organization purchases homes in disrepair so that the Title III participants may be assigned to a work crew to fix up and refurbish the house. The crew leader is not only a skilled craftsman, but also has had counseling training. The crew fixes up the home and sells it to a low income family. This work discipline and support enables people with multiple problems to feel good about themselves and begin a serious job search.

### ***Participant Characteristics***

The participants in this program come from a wide variety of occupations. The single largest employer was the Giddings and Lewis plant that closed. Fifty-four of the 218 served were from Giddings and Lewis. Professional and administrative was the next largest group with 39 participants. Included in this group were a number of state, local and federal government workers, nurses laid off from local hospitals, and mid-management people from Ohio Medical, another take-over victim.



Clerical workers included 17 from government, Oscar Mayer, and other smaller employers. There were also a number of workers laid off from Eagles, Kohls, or Sentry (food stores) taking part in the program.

Participants are enrolled on a first come first served basis except for the Giddings and Lewis employees. If there was an enrollment conflict, priority was given to employees with the most barriers to employment. Previous occupations of participants are shown in table 10-3. Characteristics of terminees are shown in table 10-4.

**Table 10-3**  
**Prior Occupations, Dane County Program**

<b>Job category</b>	<b>Participants number</b>	<b>Percent</b>
Professional, administrative	39	18
Clerical	17	8
Housekeeping, cleaning	1	—
Drivers, deliveries	2	—
Food services	9	4
Maintenance, janitorial	15	7
Skilled trades	73 <sup>a</sup>	34
Sales, retailing	11	5
Production work	12	6
Miscellaneous <sup>b</sup>	35	16
Total	214	

a Fifty-four from Giddings and Lewis.

b Includes categories such as greenskeeper, service station operator, printer, dairy farmer.

### ***Program Outcomes***

This Title III project is probably characterized by a unique program model, one which can be viewed as nontraditional, though one which is probably a reasonable model for the use of the Title III monies in areas which are not heavily industrial and do not display large populations of dislocated workers as envisioned by the drafters or JTPA Title III.

The problem this project sets out to address is that of secondary, or hidden, displaced workers. As the major blue-collar employers in Dane

**Table 10-4**  
**Enrollment and Participants Characteristics**  
**from March 1, 1984 to December 31, 1984**

Selected characteristics	Number	Percent
Total participants	218	
Total terminations	154	
Entered employment	119	77 <sup>a</sup>
Other positive terminations	10	6
Other terminations	25	16
Sex		
Male	159 <sup>b</sup>	73
Female	59	27
Age		
14-15	—	—
16-19	—	—
20-21	—	—
22-44	108	62
45-54	58	27
55 and over	52	24
Education		
School dropout	42	19
School (H S or less)	0	—
High school graduate or more	158	72
Race		
White	191	88
Black	24	11
Hispanic	2	1
Native American	0	—
Asian	1	*
Employment barriers		
Limited English	3	1
Handicapped	32	14
Offender	24	11
Other	—	—
Benefit reciprocity		
U.I. claimant	100 <sup>c</sup>	46
U.I. exhaustee	44	20
Public assistance (GA)	50	23
AFDC	6	3
Youth AFDC	—	—
Labor force status (prior 26 weeks)		
Unemployed 1-14 weeks	NA	
Unemployed 15 or more weeks	NA	
Not in labor force	NA	

NOTE: The tables in this report do not match precisely because the program operator and the state showed slightly different enrollment and placement counts.

a. 81 percent without Giddings and Lewis.

b. 104 males minus the 54 males from Giddings and Lewis.

c. Filed: 58; receiving: 42.

\*Less than .5 percent.

NA - Information not available.

County curtail operations or shut down altogether, there is a population of workers who, while not directly employed at the affected plants, find themselves laid off in the rippling of the primary layoffs, throughout the community. These employees, from restaurants, bars, retail and service shops of various kinds, are no less displaced workers, but are not so concentrated and not so visible. As discussed previously, there is also an emerging population of displaced workers who are casualties of take-overs, buyouts, and private sector reorganizations. Moving these individuals back into employment is the problem to which this project intended to respond. In addition, the more traditional group of Giddings and Lewis males happened to come along during the funding process. The principal population does not look very different from the Title IIA population generally served, but is somewhat older, has held jobs successfully, and holds in common the process by which they had lost those jobs.

The project has generally done what it set out to do. Because of the project and the level at which it was funded, it could not provide retraining to everyone if they all wanted it. But the project has brought Title III monies into the county, served a somewhat different population from what these agencies usually see, and has overseen their movement back into employment at a very respectable rate, for both the initial population and the Giddings and Lewis group. The agencies serve as a labor market mediator and advocate for the persons enrolled and provide a protected and caring place during the bewildering journey between a job loss unrelated to personal performance and securing new employment.

We seem to have here an imaginative and credible, if limited, approach to pulling Title III monies into an area where traditional displaced workers are few, and using those funds to assist secondary displaced workers into employment. However, the frustrations born of this limited approach are apparent. One operator said, "We've done our part. People are motivated, ready to work. But where are the jobs?" There is also the observation that some displaced workers do not feel successful because of the quality of the job they've managed to find.

Specific program outcome information, where applicable, in relation to the state performance standards, is shown in table 10-5.

**Table 10-5**  
**Program Outcomes, Dane County Project**

<b>Outcome information</b>	<b>Standard</b>	<b>Actual total</b>	<b>Giddings and Lewis only</b>
Enrolled	—	214	54
Placed	—	119	30
Placement rate	60%	74%	68%
Wage on prior job	—	\$6.93	\$9.06 <sup>1</sup>
Wage at placement (85% of pre-program)	\$5.79	\$5.81	\$6.19
Wage replacement rate	85%	84% <sup>2</sup>	68%
Cost per placement	\$4,000	\$1,551	—

1. Plus \$4.00 fringe benefits.

2. For the total minus Giddings and Lewis, this figure was 88 percent

### ***Overall Assessment***

The individualized approach utilizes a wide variety of placement strategies. There is a lot of encouragement for individual job search with the assistance from a job coach. There is also some job development done for individual participants. The agencies staff felt that the biggest hurdle to overcome was and is the wage expectations of the participants, particularly those from Giddings and Lewis.

There is little, if any, placement done by prior agreement with particular employers. Placement activity appears excellent with 119 placements for the 218 participants. Only 25 people terminated non-positively, 14 from Giddings and Lewis. According to program staff, over half of the nonpositive terminees were older workers who decided to leave the labor force and live on savings or other income.

Relocation is not used as a placement strategy. Madison has the lowest unemployment rate in the state. Very few workers expressed interest in relocation. The union president, however, did think that more effort

should be directed at exploring employment opportunities at the prior wage scales in a much larger geographic area.

There are several groups in the eligible population for this project and the appropriateness and relative effectiveness of the project's approach differs for the various groups. There are a traditional group of dislocated workers from Giddings and Lewis; a group of secondary displaced workers who are younger with shorter work histories, and less investment in their former firm; and in both groups, older workers with few work years left, and younger workers closer to the beginning of their work lives.

For all these subsets, the first role of these agencies is to break the news to them, in terms they can understand, of the realities of today's labor market. They will *not* be working at the same wage and benefit level immediately and perhaps not for a very long time, if ever. The burden of actually bringing the bad news, which is going to fall somewhat differentially on the subsets, resides with these agencies.

This kind of program is a resource that can support people through frightening times. However, it is unique among those resources, because it is targeted and it is intended to go beyond income support to assist people to get back into a job. Because of the variety of problems, it was appropriate that this consortium attempted an approach which, while principally job matching, does have some flexibility to permit everything from long-term training for some who are interested to intensive job search assistance for those who want immediate employment.

#### NOTE

1. Giddings and Lewis has now closed permanently.