

An Evaluation

**Wisconsin Works**  
(W-2) Program

*Department of Workforce Development*

**2005-2006 Joint Legislative Audit Committee Members**

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## Response

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From the Department of Workforce Development





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State Auditor

April 7, 2005

Senator Carol A. Roessler and  
Representative Suzanne Jeskewitz, Co-chairpersons  
Joint Legislative Audit Committee  
State Capitol  
Madison, Wisconsin 53702

Dear Senator Roessler and Representative Jeskewitz:

We have completed an evaluation of the Wisconsin Works (W-2) program, as requested by the Joint Legislative Audit Committee. W-2 is designed to help participants achieve economic self-sufficiency through employment. It is administered at the state level by the Department of Workforce Development (DWD) and at the local level through 52 contracts with public and private agencies. From the program's inception through June 2004, expenditures have totaled \$1.5 billion. In June 2004, there were 15,539 participants, 79.8 percent of whom were in Milwaukee County.

The program's success in helping participants achieve economic self-sufficiency has been mixed. We examined Wisconsin income tax returns and quarterly wage data reported to DWD for 9,958 participants who left W-2 from 1999 through 2002. Approximately 20.0 percent of these former participants earned more than the poverty level in the year after they left the program; the majority likely did not. When tax credits are included, approximately 33.0 percent had incomes above the poverty level.

We identified concerns with DWD's management of the program and its oversight of W-2 agencies. For example, the number of work hours assigned to many participants has declined over time; some participants received payments when they were not eligible to receive them; participants are not consistently screened to determine whether they have potential barriers to employment; and sanctions are not applied consistently statewide. We make a number of recommendations for DWD to improve its management and oversight, and we identify issues the Legislature will need to consider as it debates the future funding and structure of the W-2 program.

We appreciate the courtesy and cooperation extended to us by DWD and the W-2 agencies we contacted during our evaluation. DWD's response follows the appendices.

Respectfully submitted,

Janice Mueller  
State Auditor

JM/PS/ss





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## Report Highlights ■

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***W-2's success in helping participants achieve economic self-sufficiency has been mixed.***

***An increasing number of participants are nearing their lifetime limit of program eligibility.***

***We identified concerns with DWD's oversight of W-2 agencies.***

***Service delivery among W-2 agencies statewide is inconsistent.***

The Wisconsin Works program, commonly known as W-2, was created by 1995 Wisconsin Act 289 to help participants achieve economic self-sufficiency through employment. It took effect statewide in September 1997. W-2 is administered at the state level by the Department of Workforce Development (DWD), and locally through 52 contracts with public and private agencies. It is funded primarily by the federal Temporary Assistance for Needy Families (TANF) program. From September 1997 through June 2004, W-2 expenditures totaled \$1.5 billion. Program services and cash benefits for participants, as well as W-2 agencies' administrative costs, accounted for 76.8 percent of that total.

Concerns were raised about the program's rising caseloads, how W-2 agencies serve participants, and the extent to which DWD has addressed issues we identified in prior reports. Therefore, at the direction of the Joint Legislative Audit Committee, we evaluated:

- trends in expenditures, program caseloads, and services provided to participants;
- the extent to which W-2 has helped participants achieve economic self-sufficiency;
- DWD's management of the program;
- the use of monetary sanctions on participants; and
- funding and policy issues that the Legislature and DWD will need to consider.

## **Caseload Changes**

Participants, who are primarily women with dependent children, are assigned to subsidized or unsubsidized placements based on their level of preparedness for employment. In June 2004, 79.8 percent of the program's 15,539 participants were in Milwaukee County, and 12,539 participants were in subsidized placements.

Participants in subsidized placements who meet work and other program requirements receive cash grants of \$628 or \$673 per month. Services such as job-search assistance, education, and training are also available to them. Participants in unsubsidized placements do not receive cash grants, but they may receive program services.

W-2 increasingly serves participants who are custodial parents of infants. These participants, who are not required to work outside the home, are eligible for monthly cash grants of \$673 until their infants are older than 12 weeks.

The number of new participants who were custodial parents of infants more than doubled from June 1998 to June 2004, increasing from 18.0 to 37.3 percent. W-2 agencies attributed this increase to women in jobs that do not provide fringe benefits using W-2 as a form of paid maternity leave. We found that custodial parents of infants who were never in any other W-2 placement increased from 8.5 percent of all such placements in 1998 to 49.8 percent in the first six months of 2004.

## **Eligibility Limits**

Both state and federal law limit individuals to 60 months of lifetime participation in subsidized placements. However, W-2 agencies may approve extensions to the eligibility limits under certain circumstances.

There were more requests for extensions during the first six months of 2004 than during all of 2003. In June 2004, 6.4 percent of participants had used more than 48 months of their lifetime eligibility, including 346 participants who continued to receive services through extensions after reaching their lifetime limits.

## **Program Effectiveness**

Because W-2 is intended to help participants achieve economic self-sufficiency through employment, we analyzed the extent to which

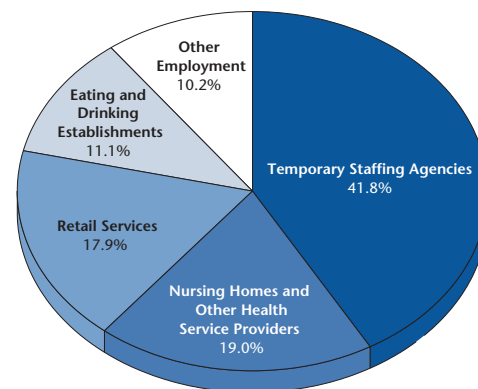
all 9,958 participants who left the program during the last three months of each year from 1999 through 2002 earned more than the federal poverty level. We found:

- approximately 20.0 percent of former participants earned more than the poverty level in the year after they left W-2, while the majority likely did not;
- the percentage of former participants with incomes above the poverty level increased slightly each year from 2000 to 2003; and
- 42.1 percent of those who left W-2 in 1999 earned more than the poverty level in 2003, after the inclusion of several tax credits.

We identified the types of employment obtained by former participants who left the program during the last three months of 2002. Figure 1 shows the types of employers that hired ten or more former participants.

Figure 1

#### Employers of Former W-2 Participants



The extent to which former participants subsequently return to subsidized placements provides another indication of how well W-2 has helped participants achieve economic self-sufficiency. Returning participants increased from 38.6 percent of all subsidized placements in June 2000 to 52.3 percent in June 2004.

## Improving Program Management

Community service jobs provide work experience and training to those who are able to perform some job duties. Although statutes allow participants in community service jobs to be assigned to work for up to 30 hours per week, we found the average number of work hours assigned to these participants declined from 26.5 per week in June 1998 to 17.7 per week in June 2004. Moreover, in June 2004 approximately one-fifth of participants in community service jobs were assigned to no work.

We identified other areas needing improved management. For example:

- From September 1997 through June 2004, we estimate that W-2 agencies paid 2,500 custodial parents of infants longer than the statutory maximum 12 weeks, resulting in \$1.3 million in excess payments.
- From January 2000 through February 2004, W-2 agencies erroneously issued approximately \$1.9 million in excess payments to participants who were in both subsidized and unsubsidized placements during the same month.
- From May 2003 through June 2004, only 43.5 percent of participants were screened to identify potential barriers to employment. Agencies are required to offer this screening to all participants, although participants are not required to complete it. Significant variations in agencies' screening rates raise concerns about whether all agency staff explain the benefits of screening and encourage participants to complete it.

## Inconsistent Service Delivery

W-2 agencies have provided considerably different types and amounts of services to participants. For example, average monthly expenditures for all program services during the 2002-2003 contract period ranged from \$310 per participant by United Migrant Opportunity Services, Inc., a private provider in Milwaukee County, to \$731 per participant by Racine County.

W-2 agencies can impose sanctions, or fines, on participants receiving cash benefits. Participants may be sanctioned \$5.15 for each hour they miss work or fail to participate in training or other required activities without good cause.

From October 1999 through June 2004, agencies imposed \$30.2 million in sanctions. However, sanctions are not applied consistently statewide. During the first six months of 2004, 7 agencies sanctioned more than 20 percent of their participants, while 25 sanctioned less than 10 percent.

## Future Considerations

W-2 has successfully helped some participants obtain unsubsidized employment, but it has also faced challenges, including shifts in focus that have caused confusion among W-2 agencies and others, a potential funding shortfall during the 2004-2005 contract period, and contract management issues. As DWD prepares for the next contracts, which will begin in January 2006, it will be especially important to address these issues.

## Recommendations

We include recommendations for DWD to:

- ☑ report to the Joint Audit Committee by October 1, 2005, on:
  - progress in increasing consistency among W-2 agencies in approving and denying extension decisions (*p. 47*);
  - actions it has taken to ensure W-2 agencies assign participants to appropriate types and hours of activities (*p. 68*);
  - how it plans to ensure custodial parent of infant placements end at the appropriate time (*p. 70*);
  - its suggestions for modifying administrative rule provisions for job access loans (*p. 73*);
  - the results of its review of the barrier screening tool and its plans to ensure participants' barriers are appropriately assessed (*p. 78*); and
  - actions it plans to take in response to its study that found different racial groups are sanctioned at different rates (*p. 96*).

In addition, we recommend that DWD:

- ☑ ensure W-2 agencies pay the correct cash benefit amounts to participants (*p. 71*);
- ☑ provide guidance to W-2 agencies on recording accurate and complete information about participants' W-2 activities in the electronic case files (*pp. 74 and 81*);
- ☑ either instruct W-2 agencies to comply with statutory provisions relating to drug sanctions, Learnfare program sanctions, and W-2 strikes, or recommend statutory changes to eliminate or modify these provisions (*p. 90*); and
- ☑ require W-2 agencies to uniformly report information on fact-finding hearings and comply with hearing decisions within ten days (*pp. 93 and 94*).

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## Introduction ■

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To receive W-2 services, applicants must meet two financial eligibility requirements:

- the family's gross income must be at or below 115 percent of the federal poverty level, which was \$18,021 for a family of three in 2004; and
- the family must have assets at or below \$2,500, excluding the combined equity of vehicles valued at up to \$10,000 and the home the family occupies.

In addition, each applicant must:

- be a custodial parent who is 18 years of age or older, a United States citizen or a qualifying alien, and a Wisconsin resident;
- cooperate with efforts to establish paternity for any minor child and to obtain support or other payments or property to which the applicant and any minor child may have rights;
- have made a good-faith effort to obtain employment; and

- not receive either Supplemental Security Income (SSI), state supplemental payments, or Social Security Disability Income (SSDI).

***Eligible applicants are assigned to subsidized or unsubsidized placements.***

Eligible applicants are assigned to subsidized or unsubsidized placements based on their level of preparedness for employment. There are four types of subsidized placements:

- Transitional placements provide work practice and training for those who are unable to perform independent, self-sustaining work or work associated with community service or trial jobs. They include a monthly cash grant of \$628.
- Community service jobs provide work experience and training to those who are able to perform some job duties and are expected to move eventually into trial jobs or unsubsidized employment. They include a monthly cash grant of \$673.
- Trial jobs provide work experience and training and may become permanent, unsubsidized positions. W-2 participants in these jobs earn not less than the minimum wage for every hour worked, and the employer receives a per-participant subsidy of not more than \$300 per month. Each trial job may not exceed three months, with an opportunity for a three-month extension.
- Custodial parents of infants are not required to work outside of the home until their infants are older than 12 weeks. They receive a monthly cash grant of \$673.

***Program services are available to participants in subsidized and unsubsidized placements.***

Participants in both subsidized and unsubsidized placements are eligible to receive program services that are intended to assist them in finding or retaining employment; increasing their skills or wages; and overcoming barriers to employment, such as mental health problems and substance abuse. In addition, most W-2 participants are eligible for services through other public assistance programs, including Medical Assistance, food stamps, and subsidized child care, and they must be referred to the local child support agency.



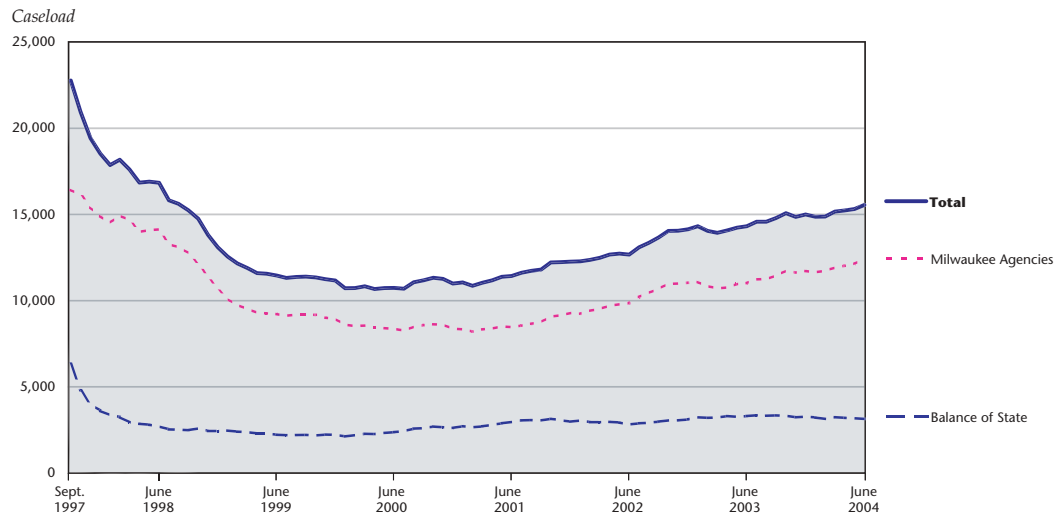
## Trends in Program Participation

***In June 2004,  
79.8 percent of all  
participants were in  
Milwaukee County.***

Statewide, the total number of W-2 participants declined from 22,761 in September 1997 to 10,671 in April 2000, but as shown in Figure 2, the monthly caseload then increased. In June 2004, it reached 15,539. In that month, 79.8 percent of the program's participants were in Milwaukee County. It should be noted that the number of participants receiving cash benefits has recently begun to decline, falling from 12,539 in June 2004 to 10,547 in January 2005, or by 15.9 percent.

Figure 2

### W-2 Monthly Caseload September 1997 through June 2004



The caseload increase through June 2004 and concerns about the effectiveness with which participants are being served and program funds are being managed prompted questions about whether DWD is adequately managing the program. Therefore, we analyzed the budgets and expenditures of the W-2 agencies with which DWD contracts to provide program services, data on both participants and the services provided to them, and information on monetary sanctions that agencies have imposed on participants. We also interviewed DWD staff; visited 16 W-2 agencies throughout the state, including the 3 agencies that administered the program in Milwaukee County in 2004; spoke with advocates and organizations interested in the program; and contacted social service officials in

Illinois, Indiana, Iowa, Michigan, Minnesota, and Ohio. Finally, we analyzed state income tax returns and wage information for approximately 10,000 individuals who left the program from 1999 through 2002. In a separate report that we will release later this year, we present the results of our review of a selection of transactions made by 17 W-2 agencies and the salaries and bonuses paid to senior agency officials.

## **Contracting with Local Providers**

In most counties, the county human or social service agency provides W-2 services either directly or through subcontractors. DWD also contracts with private agencies that provide program services. A listing of all W-2 agencies is included with the caseload data provided in Appendix 1. Appendix 2 profiles 18 W-2 agencies throughout the state, including all five agencies that have provided program services in Milwaukee County since the program began, agencies in rural and urban areas, and both public and private agencies.

***The private agencies that provide W-2 services in Milwaukee County have changed over time.***

When the W-2 program was implemented in 1997, DWD divided Milwaukee County into six regions that were administered by private agencies, as shown in Table 1. However, a number of these agencies are no longer involved with the program. For example, Employment Solutions, Inc., (ESI) stopped providing program services and discontinued its operations after the 2000-2001 contract period, after we identified inappropriate expenditures in a 2001 report. In February 2005, Opportunities Industrialization Center of Greater Milwaukee (OIC-GM) discontinued its operations during an ongoing criminal investigation of the agency and after DWD, our office, and another independent auditor completed audits that were critical of the agency's operations. Maximus, Inc., United Migrant Opportunity Services, Inc. (UMOS), and YW Works took over OIC-GM's three regions in early 2005.

Table 1

**W-2 Agencies in Milwaukee County, by Region**

Region	September 1997– December 1999 Contract Period	2000-2001 Contract Period	2002-2003 Contract Period	2004-2005 Contract Period	
				2004	2005
1	YW Works	YW Works	YW Works	OIC-GM	YW Works
2	UMOS	UMOS	UMOS	UMOS	UMOS
3	OIC-GM	OIC-GM	OIC-GM	OIC-GM	UMOS/Maximus
4	ESI	ESI	YW Works	OIC-GM	UMOS
5	ESI	ESI	UMOS	Maximus	Maximus
6	Maximus	Maximus	Maximus	Maximus	Maximus

***DWD requires W-2 agencies to meet performance standards.***

Beginning with the 2000-2001 contract period, DWD has required W-2 agencies to meet performance standards. Under the current contracts, which run from January 2004 through December 2005, seven standards measure the extent to which participants obtain and retain employment after leaving the program, receive and complete various types of program services, and receive assessments of their ability to perform employment tasks soon after entering the program. A W-2 agency that meets all performance standards earns the “right of first selection,” which allows it to bid for the next W-2 contract without competition.

If an agency does not meet programmatic or operational requirements, the W-2 contracts allow DWD to impose a corrective action plan that stipulates how identified concerns must be corrected. If the agency does not implement the plan’s provisions, DWD can either revoke its right of first selection for future contracts or cancel its W-2 contract. Since 1997, DWD has issued four corrective action plans: two for OIC-GM (in 2000 and 2004), and two for UMOS (in 2000 and 2002).





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## Program Expenditures ■

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***W-2 program  
expenditures totaled  
\$1.5 billion from  
September 1997  
through June 2004.***

W-2 program expenditures totaled \$1.5 billion from September 1997 through June 2004. The majority were for services and cash benefits provided to program participants and for W-2 agency administration. In addition, from September 1997 through December 2001, the contracts between DWD and W-2 agencies provided additional funding in the form of both unrestricted “profits” that W-2 agencies could use for any purpose, without restriction, and community reinvestment funds that were required to be spent on services for low-income individuals.

### **Total W-2 Expenditures**

***Expenditures for primary  
contract services  
accounted for  
76.8 percent of  
the total.***

Table 2 shows total W-2 and related expenditures reported by W-2 agencies since the program’s implementation. Expenditures for primary contract services, which include program services and cash benefits provided to participants, as well as W-2 agency administrative costs, accounted for 76.8 percent of the total.

The \$75.2 million spent for state administration includes costs associated with DWD’s management and oversight of W-2 and other TANF-related programs statewide. DWD currently devotes approximately 94 full-time equivalent (FTE) staff positions to TANF-related administration. Start-up contracts, which provided agencies with funds through August 1998, included costs related to hiring and training staff and renting and purchasing facilities. Transition funds were provided under the 2000-2001 and 2002-2003 contracts to new W-2 agencies and agencies expanding to serve additional geographic areas. Appendix 3 lists contract amounts and total contract expenditures for each agency.

Table 2

**Total Reported W-2 Expenditures**  
September 1997 through June 2004  
(In Millions)

Category	Amount	Percentage of Total
<b>Primary Contract Services<sup>1</sup></b>		
September 1997-December 1999	\$ 413.6	27.6%
January 2000-December 2001	348.0	23.2
January 2002-December 2003	313.9	21.0
January 2004-June 2004	74.6	5.0
<b>Subtotal</b>	<b>1,150.1</b>	<b>76.8</b>
<b>Additional Contract Services<sup>2</sup></b>		
September 1997-December 1999	26.6	1.8
January 2000-December 2001	30.8	2.0
January 2002-December 2003	25.7	1.7
January 2004-June 2004	4.1	0.3
<b>Subtotal</b>	<b>87.2</b>	<b>5.8</b>
<b>Unrestricted Profits</b>		
September 1997-December 1999	65.1	4.3
January 2000-December 2001	12.8	0.9
<b>Subtotal</b>	<b>77.9</b>	<b>5.2</b>
<b>Community Reinvestment Funds</b>		
September 1997-December 1999	66.5	4.5
January 2000-December 2001	5.4	0.4
<b>Subtotal</b>	<b>71.9</b>	<b>4.9</b>
<b>State Administration</b>	<b>75.2</b>	<b>5.0</b>
<b>Start-up Contracts and Transition Funds</b>	<b>34.7</b>	<b>2.3</b>
<b>Total</b>	<b>\$1,497.0</b>	<b>100.0%</b>

<sup>1</sup> Includes the costs of cash benefits, program services, and W-2 agency administration.

<sup>2</sup> Includes the costs of services such as on-site child care at job centers, and job access loans and emergency assistance provided to participants, which are included as addenda to DWD's contracts with W-2 agencies.

***Spending on program participants has declined over time.***

As shown in Table 3, expenditures for primary contract services have declined from \$413.6 million during the 1997-1999 contract period to an estimated \$284.5 million during the 2004-2005 contract period, or by 31.2 percent. Average monthly expenditures per participant have fallen in each contract period since December 2001.

Table 3  
**Expenditures for W-2 Primary Contract Services**  
 (In Millions)

Contract Period	Total for Period	Average Monthly Expenditures per Participant
September 1997-December 1999	\$413.6	\$1,001
January 2000-December 2001	348.0	1,290
January 2002-December 2003	313.9	948
January 2004-December 2005 <sup>1</sup>	284.5	772

<sup>1</sup> Expenditures are estimated, based on W-2 agencies' actual expenditures from July through November 2004.

***The W-2 contract for the 2004-2005 contract period is budgeted at \$286.4 million.***

The current W-2 contracts run from January 2004 through December 2005. Through June 2004, \$74.6 million of a budgeted \$286.4 million for primary contract services was spent under 52 W-2 contracts, including:

- 33 contracts with county social service agencies;
- 13 contracts with private agencies, 3 of which are for-profit organizations, for administration of the program in 21 counties; and
- 6 contracts with consortia of county social service agencies that administer W-2 in 18 counties.

**Primary Contract Services**

DWD has developed categories for reporting W-2 expenditures. As shown in Table 4, 51.4 percent of expenditures for primary contract services were for program services provided to participants. The largest portion (29.0 percent) was spent on work activities, which includes the costs associated with providing assessments, counseling, and case management services, as well as job search and job

development activities. It should be noted that expenditures for services to participants include the salary and benefit costs of W-2 agency staff who deliver the services.

Table 4

**Expenditures for Primary Contract Services, by Type**  
 September 1997 through June 2004  
 (In Millions)

	Amount	Percentage of Total
<b>Services to Participants</b>		
Work Activities	\$ 334.3	29.0%
Eligibility Determination	103.8	9.0
Food Stamp Employment and Training Program Services	42.3	3.7
Educational Activities	28.8	2.5
Skills Training	27.1	2.4
Post-employment Services	27.0	2.3
Case Management <sup>1</sup>	14.7	1.3
Transportation	11.8	1.0
Other	0.6	0.1
Trial Job Subsidies	0.6	0.1
Refugee Assistance	0.2	<0.1
<b>Subtotal</b>	<b>591.2</b>	<b>51.4</b>
<b>Cash Benefits</b>		
Community Service Jobs	253.4	22.0
Transitional Placements	124.2	10.8
Custodial Parents of Infants	52.7	4.6
Sanctions <sup>2</sup>	15.0	1.3
<b>Subtotal</b>	<b>445.3</b>	<b>38.7</b>
<b>Local Administrative Costs</b>	<b>113.6</b>	<b>9.9</b>
<b>Total</b>	<b>\$1,150.1</b>	<b>100.0%</b>

<sup>1</sup> Case management was a discrete category only during the 1997-1999 contracts.

<sup>2</sup> Sanctions of participants' grants were counted as expenditures and were charged against a W-2 agency's contract under the first two contracts. Milwaukee County agencies retained sanctioned funds during the 1997-1999 contract only.



Cash benefits paid to participants accounted for 38.7 percent of expenditures for primary contract services. Local administrative costs, which include the cost of salaries and benefits for administrative and other W-2 agency staff not involved in direct program delivery, as well as office space, utilities, and other overhead costs, accounted for 9.9 percent of expenditures. Appendix 4 lists the types of contract expenditures for each W-2 agency.

### Other Contract Payments

***W-2 agencies received a total of \$77.9 million in unrestricted profits under the 1997-1999 and 2000-2001 contracts.***

W-2 agencies could receive unrestricted profits and community reinvestment funds under the first two W-2 contracts. As shown in Table 5, expenditures for unrestricted profits have totaled \$77.9 million, while reported expenditures of community reinvestment funds have been \$71.9 million. Appendix 5 provides information on the unrestricted profits and community reinvestment fund expenditures of each agency under the 1997-1999 and 2000-2001 contracts.

Table 5

**Expenditures for Unrestricted Profits and Community Reinvestment Funds**  
(In Millions)

	1997-1999 Contract	2000-2001 Contract	Total
Unrestricted Profits	\$65.1	\$12.8	\$77.9
Community Reinvestment Funds	66.5	5.4	71.9

W-2 agencies were not required to report on their use of unrestricted profits, so available data are limited. In contrast, to receive community reinvestment funds, W-2 agencies were required to provide detailed plans for DWD’s approval, including the activities they wished to fund and the groups to be served. Agencies used the funds to supplement their W-2 budgets, as well as to provide:

- family and youth supportive and counseling services;
- food and clothing assistance, homeless shelters, and other emergency services; and
- vehicle repairs, bus passes, and other transportation services.

Funding has not been appropriated for either unrestricted profits or community reinvestment funds since the 2000-2001 contract period. The Governor has not proposed any funding for either category for the 2005-07 biennium.

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## Provision of Services ■

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While the characteristics of the program's participants have remained generally consistent since W-2 was implemented statewide in September 1997, the percentage of participants who are custodial parents of infants has increased significantly outside of Milwaukee County. We also found that W-2 agencies have provided considerably different types and amounts of services to participants, and there have been considerable variations in the proportion of the caseloads considered ready for unsubsidized employment.

### Participant Characteristics

***In June 2004,  
53.9 percent of W-2  
participants had at least  
a high school diploma.***

As shown in Table 6, most W-2 program participants have been female, between the ages of 18 and 29, and in single-parent households. In June 2004, 53.9 percent had at least a high school diploma or its equivalent, including 11.0 percent who had some post-secondary education. More than 90 percent of participants were enrolled in the Food Stamp and Medical Assistance programs, while 50.5 percent received a child care subsidy. Only 1.9 percent of participants self-reported a disability, but disability levels appear to be understated. Recent national studies have found that disability rates among public assistance recipients exceed 10 percent. In addition, 11 of the 16 W-2 agencies we visited indicated that transitional placements are increasingly made up of individuals who cannot participate in work-related services because of physical or mental disabilities, substance abuse problems, or other barriers to employment.

Table 6

**Profile of W-2 Participants**  
June 2004

Description	Number	Percentage of Total	Description	Number	Percentage of Total
<b>Age of Participants</b>			<b>Level of Education</b>		
Under 18	1	<0.1%	No Formal Education	100	0.6%
18 to 29	9,454	60.8	Grade 8 or Less	432	2.8
30 to 49	5,873	37.8	Some High School	6,638	42.7
50 to 64	211	1.4	High School <sup>1</sup>	6,656	42.9
65 and Over	0	0.0	Some Post-Secondary	1,713	11.0
<b>Total</b>	<b>15,539</b>	<b>100.0%</b>	<b>Total</b>	<b>15,539</b>	<b>100.0%</b>
<b>Gender of Participants</b>			<b>Household Status</b>		
Female	14,707	94.6%	One-Parent	15,080	97.0%
Male	832	5.4	Two-Parent	389	2.5
<b>Total</b>	<b>15,539</b>	<b>100.0%</b>	Unknown	70	0.5
<b>Race/Ethnicity of Head of Assistance Group</b>			<b>Assistance Group Size</b>		
African American	10,186	65.5%	1 Person	50	0.3%
White	3,335	21.5	2 Persons	6,819	43.9
Hispanic/Latino	1,408	9.1	3 Persons	4,401	28.3
Other	192	1.2	4 or More Persons	4,269	27.5
Asian	187	1.2	<b>Total</b>	<b>15,539</b>	<b>100.0%</b>
American Indian	134	0.9	<b>Disability Status</b>		
Nat. Hawaiian/Pacific Isl.	30	0.2	Reported Disability	297	1.9%
Multiracial <sup>2</sup>	67	0.4	No Reported Disability	15,242	98.1
<b>Total</b>	<b>15,539</b>	<b>100.0%</b>	<b>Total</b>	<b>15,539</b>	<b>100.0%</b>
<b>Support Services</b>					
Medical Assistance	15,323	98.6%			
Food Stamps	14,136	91.0			
Child Care Subsidy	7,849	50.5			

<sup>1</sup> Includes those who graduated from high school and those who have completed the equivalent of a high school education.

<sup>2</sup> Includes those who reported more than one race or ethnicity.

We noted a number of differences between the characteristics of June 2004 participants in Milwaukee County and the balance of the state. For example:

- 40.7 percent of Milwaukee County participants had a high school diploma or its equivalent, compared to 51.1 percent of participants in the balance of the state;
- 53.9 percent of Milwaukee County participants received child care subsidies, compared to 37.0 percent in the balance of the state; and
- 0.8 percent of participants in Milwaukee County had a self-reported disability, compared to 6.1 percent in the balance of the state.

***In June 1998, 80.8 percent of participants received food stamps, compared to 91.0 percent in June 2004.***

We also analyzed how the characteristics of participants changed from June 1998 to June 2004. For example:

- in June 1998, 43.8 percent of participants had a high school diploma, its equivalent, or some post-secondary education, compared to 53.9 percent in June 2004;
- in June 1998, 80.8 percent of participants received food stamps, compared to 91.0 percent in June 2004; and
- in June 1998, 66.8 percent of assistance groups had three or more persons, compared to 55.8 percent in June 2004.

Taken together, changes in their characteristics indicate that some 2004 participants might be better able to find and retain unsubsidized employment than participants in prior years.

## **Caseload Changes**

***The subsidized caseload has increased since June 2000.***

Subsidized placements declined from June 1998 to June 2000, but as shown in Table 7, the subsidized placement caseload reached a high of 12,539 in June 2004. During the same period, unsubsidized placements declined by nearly one-half. The increase in subsidized placements occurred in both Milwaukee County and the balance of the state.

Table 7

**Changes in Subsidized and Unsubsidized Caseloads**

Month	Subsidized Placements		Unsubsidized Placements		Total	
	Number	Percentage Change	Number	Percentage Change	Number	Percentage Change
June 1998	10,927	–	5,900	–	16,827	–
June 1999	7,924	(27.5%)	3,527	(40.2%)	11,451	(31.9%)
June 2000	6,543	(17.4)	4,194	18.9	10,737	(6.2)
June 2001	7,504	14.7	3,922	(6.5)	11,426	6.4
June 2002	9,441	25.8	3,224	(17.8)	12,665	10.8
June 2003	10,654	12.8	3,658	13.5	14,312	13.0
June 2004	12,539	17.7	3,000	(18.0)	15,539	8.6

***The number of new participants who are custodial parents of infants more than doubled from 1998 to 2004.***

As shown in Table 8, the percentage of new W-2 participants in subsidized placements increased from 78.8 percent of participants who first entered the program in June 1998 to 87.1 percent of those who first entered in June 2004. The number of new W-2 participants who were custodial parents of infants more than doubled during this period. Few participants are placed in trial jobs.

Table 8

**Placements of New W-2 Participants**

Placement Type	June 1998		June 2004	
	Number	Percentage of Total	Number	Percentage of Total
<b>Subsidized Placements</b>				
Custodial Parents of Infants	127	18.0%	251	37.3%
Community Service Jobs	306	43.3	218	32.3
Transitional Placements	121	17.1	118	17.5
Trial Jobs	3	0.4	0	0.0
<b>Subtotal</b>	<b>557</b>	<b>78.8</b>	<b>587</b>	<b>87.1</b>
<b>Unsubsidized Placements</b>				
	150	21.2	87	12.9
<b>Total</b>	<b>707</b>	<b>100.0%</b>	<b>674</b>	<b>100.0%</b>

As shown in Table 9, the number of custodial parents of infants receiving W-2 benefits in Milwaukee County has not changed significantly. However, in the balance of the state it increased from 265 in June 1998 to 818 in June 2004. W-2 agencies have attributed the change to women in jobs that do not provide fringe benefits using the W-2 program as a form of paid maternity leave. They indicated that because these women have left employment to be at home with their newborns, most do not require W-2's employment services. We found that custodial parents of infants who were never in any other placement increased from 8.5 percent of all such placements in 1998 to 49.8 percent in the first six months of 2004.

## Services Provided to Participants

***Participants in subsidized placements generally receive more W-2 services than those in unsubsidized placements.***

Participants in subsidized placements generally receive more W-2 services than those in unsubsidized placements. As shown in Table 10, approximately one-half of all participants statewide from January through June 2004 received employment search services, and one-half received work experience services. Adult basic education services, which include courses to increase basic reading, writing, and math skills, were provided to 32.3 percent of participants, while motivational training, parenting and life skills, and employment counseling were each provided to approximately 21.0 percent. The 16 W-2 agencies we visited reported that assessment and counseling services are available to all participants with known barriers to employment, but data indicate that agencies provided relatively few participants with specialized assessment services: 11.9 percent of participants received mental health counseling, 6.2 percent received physical rehabilitation services, and 3.4 percent received alcohol and other drug abuse counseling during the first six months of 2004.

Table 9  
Custodial Parents of Infants

W-2 Agency	June 1998	June 2001	June 2004
<b>Milwaukee County</b>			
Region 1 <sup>1</sup>	61	71	58
Region 2	76	60	64
Region 3	100	88	121
Region 4 <sup>2</sup>	125	117	116
Region 5 <sup>3</sup>	94	118	137
Region 6	115	110	87
<b>Subtotal</b>	<b>571</b>	<b>564</b>	<b>583</b>
<b>Balance of State</b>			
Brown County	7	17	69
Dane County	38	63	93
Fond du Lac County	8	23	26
Grant County	0	5	5
Kenosha County	26	49	57
La Crosse County	6	11	23
Marathon County	8	12	17
Oneida County	1	4	4
Outagamie County	5	5	22
Rock County	15	57	55
Sheboygan County	4	13	23
Waukesha County	10	20	38
Wood County	7	7	18
Other Agencies	130	249	368
<b>Subtotal</b>	<b>265</b>	<b>535</b>	<b>818</b>
<b>Total</b>	<b>836</b>	<b>1,099</b>	<b>1,401</b>

<sup>1</sup> Region 1 was administered by YW Works from 1997 through 2003, and by OIC-GM in 2004.

<sup>2</sup> Region 4 was administered by ESI from 1997 through 2001, by YW Works from 2002 through 2003, and by OIC-GM in 2004.

<sup>3</sup> Region 5 was administered by ESI from 1997 through 2001, by UMOS from 2002 through 2003, and by Maximus in 2004.



Table 10

**Selected Types of W-2 Program Services**  
January through June 2004

Program Service	Number Receiving Service <sup>1</sup>	Percentage Receiving Service
<b>General Employment Services</b>		
Employment Search	10,940	51.1%
Work Experience	10,823	50.6
Motivational Training	4,536	21.2
<b>Education and Training Services</b>		
Adult Basic Education	6,916	32.3
Parenting and Life Skills	4,500	21.0
Job Skills Training	1,463	6.8
General Educational Development	1,358	6.3
English as a Second Language	415	1.9
Technical College Courses	403	1.9
High School Equivalency	203	0.9
Driver Education	48	0.2
Other Post-Secondary Education	1	<0.1
<b>Assessment and Counseling Services<sup>2</sup></b>		
Employment Counseling	4,525	21.1
Physician's Assessment	3,017	14.1
Mental Health Counseling	2,545	11.9
Mental Health Assessment	1,536	7.2
Physical Rehabilitation	1,330	6.2
Occupational Testing	1,053	4.9
Disability and Learning Assessment	832	3.9
Alcohol and Other Drug Abuse Counseling	737	3.4
Alcohol and Other Drug Abuse Assessment	398	1.9
Domestic Violence Assessment and Support Services	323	1.5

<sup>1</sup> The number of participants within each service is unduplicated, although a participant may have received more than one service.

<sup>2</sup> Includes approved W-2 services for increasing employability that other programs, such as Medical Assistance, may have funded.

As shown in Table 11, the percentage of participants provided with selected services changed from January 1999 through June 2004. For work experience services, the percentage declined from 59.0 percent of participants in 1999 to 45.1 percent in 2001, then increased to 50.6 percent in the first six months of 2004. The reason for this and other changes in the services provided to participants is unclear.

Table 11

**Percentage of Participants Provided with Selected W-2 Services**

Program Service	1999	2000	2001	2002	2003	2004 <sup>1</sup>
Work Experience	59.0%	48.9%	45.1%	53.4%	50.9%	50.6%
Adult Basic Education	27.6	33.0	30.8	38.7	36.9	32.3
Employment Counseling	8.4	13.8	17.0	21.3	25.5	21.1
Physician's Assessment <sup>2</sup>	n.a.	n.a.	1.7	12.1	17.0	14.1
Mental Health Assessment <sup>2</sup>	n.a.	n.a.	1.2	6.2	8.6	7.2
Job Skills Training	15.4	15.4	19.5	19.7	13.0	6.8
General Educational Development	17.4	17.2	18.9	13.6	8.6	6.3
Physical Rehabilitation	14.6	17.6	15.7	5.7	6.5	6.2
Occupational Testing	17.0	12.9	9.5	10.8	13.6	4.9
Alcohol and Other Drug Abuse Assessment <sup>2</sup>	n.a.	n.a.	0.3	1.9	2.4	1.9

<sup>1</sup> January through June 2004.

<sup>2</sup> W-2 agencies began reporting this service in November 2000.

***W-2 agencies provided considerably different types of services during the first half of 2004.***

We also found that W-2 agencies provided considerably different types of services during the first half of 2004. As shown in Table 12:

- Employment search services were provided to 20.2 percent of participants in Milwaukee Region 2 (which was administered by UMOS), compared to more than 60.0 percent in the other five Milwaukee County regions. Outside Milwaukee County, the proportion ranged from 15.1 percent in Dane County to 48.3 percent in Wood County.

- Motivational training services were provided to 8.3 percent of participants in Milwaukee Region 1 (which was administered by OIC-GM), compared to 32.9 percent in Milwaukee Region 5 (which was administered by Maximus). Elsewhere, the proportion ranged from 6.4 percent in Brown County to 40.7 percent in Rock County.
- Adult basic education services were provided to more than one-third of participants in each Milwaukee County region. Elsewhere, the proportion ranged from 1.7 percent in Fond du Lac County to 31.2 percent in Kenosha County.
- Parenting and life skills services were provided to 8.0 percent or fewer of participants in OIC-GM's three Milwaukee County regions, compared to more than 30.0 percent in the other Milwaukee County regions. Elsewhere, the proportion ranged from 3.4 percent in Fond du Lac County to 56.7 percent in Racine County.
- Employment counseling services were provided to 5.4 percent of participants in Milwaukee Region 3 (which was administered by OIC-GM), compared to 54.7 percent in Milwaukee Region 2 (which was administered by UMOS). Outside Milwaukee County, the proportion ranged from 0.2 percent in Dane County to 34.7 percent in Rock County.

***Agencies' policies likely play a significant role in determining the types of services provided.***

Differences in service delivery do not necessarily indicate that some W-2 agencies provided more appropriate services than others. Participant characteristics and needs may vary throughout the state, and agencies are required to provide services based on an assessment of each participant's individual needs. However, the magnitude of the variations, including variations among the six Milwaukee County regions, suggests that agencies' policies play a significant role in determining the types of services provided.

Detail concerning the services provided by all W-2 agencies is included in Appendix 6 (employment), Appendix 7 (education and training), and Appendix 8 (assessment and counseling).

Table 12

**Percentage of Participants Receiving Selected W-2 Services, by Agency**  
January through June 2004

W-2 Agency	Employment Search	Motivational Training	Adult Basic Education	Parenting and Life Skills	Employment Counseling
<b>Milwaukee County</b>					
Region 1 (OIC-GM)	61.1%	8.3%	43.0%	7.2%	21.1%
Region 2 (UMOS)	20.2	25.7	44.6	31.5	54.7
Region 3 (OIC-GM)	60.7	16.3	36.5	8.0	5.4
Region 4 (OIC-GM)	62.8	10.4	38.8	4.6	32.0
Region 5 (Maximus)	67.3	32.9	36.9	34.8	25.5
Region 6 (Maximus)	61.6	26.1	37.3	32.0	24.7
<b>Balance of State<sup>1</sup></b>					
Brown County	17.0	6.4	5.0	4.5	2.2
Dane County	15.1	11.3	10.8	23.3	0.2
Fond du Lac County	25.7	37.7	1.7	3.4	1.1
Kenosha County	48.1	13.9	31.2	9.3	4.4
Marathon County	41.9	9.4	17.5	48.8	30.6
Racine County	28.2	23.8	19.8	56.7	1.5
Rock County	34.7	40.7	24.5	18.3	34.7
Waukesha County <sup>2</sup>	30.6	26.0	5.5	4.1	2.3
Winnebago County	41.1	20.2	2.5	8.0	1.8
Wood County	48.3	21.9	11.8	38.2	6.7
Statewide	51.1	21.2	32.3	21.0	21.1

<sup>1</sup> Includes W-2 agencies that served 150 or more participants during the first six months of 2004.

<sup>2</sup> ACS State and Local Solutions provided W-2 services in Waukesha County.

## Levels of Service

Using program expenditures incurred under the 2002-2003 contracts, which were the most recently completed contracts at the time of our fieldwork, we compared the extent of services provided by eight W-2 agencies that served an average of at least 150 participants per month. In completing this analysis, we analyzed average monthly per participant expenditures for total services and four service types:

- work activities, which include costs associated with providing assessments, counseling, and case management services, as well as job search and job development activities;
- skills training, which includes costs associated with providing training on parental responsibilities, anger management, problem solving, nutrition, and other life skills;
- education activities, which include costs associated with providing testing, assessing, and mentoring services, as well as the costs of remedial, vocational, and literacy education courses; and
- other services, which include costs associated with encouraging job retention, providing information about available job resources, and purchasing bus tokens and van services.

***The amounts W-2 agencies spent on services for participants varied considerably.***

Monthly per participant expenditures for different types of services varied considerably among W-2 agencies, as shown in Table 13. For example, Kenosha County spent an average of \$6 per participant on skills training, compared to \$71 in Dane County. In Milwaukee County, total expenditures for services ranged from a low of \$310 per participant for UMOS to a high of \$479 per participant for YW Works; in the balance of the state they ranged from \$537 per participant in Kenosha County to \$731 in Racine County. Appendix 9 lists all agencies' average monthly expenditures per participant for selected services during the 2002-2003 contract period.

Table 13

**Average Monthly Services Expenditures, by W-2 Agency**  
2002-2003 Contract Period

W-2 Agency	Average Number of Participants Served per Month <sup>1</sup>	Average Monthly Expenditures per Participant				
		Work Activities	Skills Training	Education Activities	Other Services	Total Services
<b>Milwaukee County<sup>2</sup></b>						
Maximus	1,788	\$245	\$ 7	\$11	\$ 67	\$330
OIC-GM	2,106	241	9	18	47	315
UMOS	3,965	222	20	15	53	310
YW Works	2,807	270	25	50	134	479
<b>Balance of State<sup>3</sup></b>						
Dane County	578	434	71	20	81	606
Kenosha County	400	331	6	42	158	537
Racine County	190	302	38	19	372	731
Rock County	200	252	32	82	319	685
Statewide	13,801	271	25	27	122	445

<sup>1</sup> Represents the average number of participants served each month during the two-year contracts.

<sup>2</sup> Maximus and OIC-GM each administered one region, while UMOS and YW Works each administered two regions.

<sup>3</sup> Includes W-2 agencies that served an average of 150 or more participants per month during the 2002-2003 contract period.

There are a number of possible reasons for these variations in expenditures. For example, spending a relatively small amount per participant on a particular type of service may indicate that an agency:

- was able to provide that service at a lower cost;
- chose to spend less than was required to serve participants appropriately; or
- had insufficient funds in its contract to meet participants' needs.

Some amount of differences based on W-2 agencies' assessments of participants' needs is desirable, as it is more likely to result in positive program outcomes. However, the extent to which an

agency's participants required each type of service is not known. Therefore, significant variations in agencies' per participant expenditures raise concerns about whether participants statewide consistently received the level of services they needed to find and maintain unsubsidized employment.

## Job-Ready Participants

***Job-ready participants are considered ready for unsubsidized employment.***

W-2 participants who enter the program without a job and are determined by a W-2 agency to be ready for unsubsidized employment are commonly known as "job-ready" participants. These participants do not receive cash benefits but can receive assistance in searching for jobs, employment counseling, job training, and adult basic education. If a job-ready participant does not find a job within 30 days of being assigned to this placement, DWD requires the W-2 agency providing services to consider the appropriateness of a community service job or other subsidized placement.

Some advocacy groups have been concerned:

- that some participants assigned to the job-ready placement category should instead be placed in subsidized placements;
- that job-ready participants do not receive adequate services; and
- that they remain in the W-2 program for too short a period of time because of dissatisfaction with the level of services provided.

DWD has policies and procedures that list four characteristics of job-ready participants, and in March 2004 it clarified these policies by indicating that a participant must possess all four of the following characteristics in order to be placed in the job-ready category:

- have no barriers to work that cannot be addressed through supportive services;
- be capable of working and have a willing attitude;
- have steady and/or recent work experiences; and
- have an education or training background that allows the participant to compete for available jobs in the unsubsidized labor market.

***W-2 agencies statewide do not consistently determine which participants are job-ready.***

The clarification was issued because some W-2 agencies, particularly those in Milwaukee County, were not requiring participants to have all four characteristics before determining them to be job-ready. However, some agencies continue to express concerns about these four characteristics. For example, 6 of the 16 agencies we visited stated that it can be difficult to determine whether a participant has a willing attitude to work. We also found that the agencies differ in what they consider to be recent work experience. For example:

- eight agencies considered recent work experience to include employment within the previous six months;
- one agency considered the previous nine months;
- five agencies considered the previous year; and
- two agencies considered the previous two years.

As shown in Table 14, the number of job-ready participants statewide remained relatively stable from 2001 through 2003. However, in Milwaukee County their number declined significantly during the first six months of 2004.

Table 14

**Number of Job-Ready Participants**

	1999	2000	2001	2002	2003	2004 <sup>1</sup>
Milwaukee County	1,914	2,482	2,421	2,547	2,586	588
Balance of State	1,094	1,198	1,586	1,580	1,482	695
<b>Total</b>	<b>3,008</b>	<b>3,680</b>	<b>4,007</b>	<b>4,127</b>	<b>4,068</b>	<b>1,283</b>

<sup>1</sup> January through June 2004.



***Job-ready participants accounted for 2.4 percent of the program's overall caseload in June 2004.***

In June 2004, there were 375 job-ready participants in the W-2 program. As shown in Table 15, job-ready participants accounted for 2.4 percent of the program's total caseload in that month, which is a decline from earlier years. In June 2004, the six regions in Milwaukee County had an average of 2,066 total participants each, but they averaged only 29 job-ready participants each.

Table 15

**Job-Ready Participants as a Proportion of the Total W-2 Caseload**

	June 2002	June 2003	June 2004
Milwaukee County	4.3%	4.2%	1.4%
Balance of State	9.3	7.8	6.3
Overall	5.4	5.0	2.4

***In June 2004, the proportion of job-ready participants in agency caseloads varied considerably.***

The proportions of W-2 agencies' total caseloads that were made up of job-ready participants also varied considerably. In June 2004, 27.9 percent of Jefferson County's caseload was made up of job-ready participants, while there were no job-ready participants in La Crosse, Walworth, Portage, and Clark counties. Although some of this variation is likely the result of differences in the characteristics of participants, it is likely also to be the result of differences in how agencies interpret DWD's guidelines.

Table 16 summarizes the characteristics of all 375 job-ready participants in June 2004. Compared to the W-2 participant population overall, job-ready participants were slightly younger, more likely to be white, less likely to have a self-reported disability, and more educated.

Table 16

**Profile of Job-Ready Participants**  
June 2004

Description	Number	Percentage of Total	Description	Number	Percentage of Total
<b>Age of Participants</b>			<b>Level of Education</b>		
Under 18	0	0.0%	No Formal Education	0	0.0%
18 to 29	233	62.1	Grade 8 or Less	9	2.4
30 to 49	139	37.1	Some High School	127	33.9
50 to 64	3	0.8	High School <sup>1</sup>	186	49.6
65 and over	0	0.0	Some Post-Secondary	53	14.1
<b>Total</b>	<b>375</b>	<b>100.0%</b>	<b>Total</b>	<b>375</b>	<b>100.0%</b>
<b>Gender of Participants</b>			<b>Household Status</b>		
Female	355	94.7%	One-Parent	367	97.9%
Male	20	5.3	Two-Parent	3	0.8
<b>Total</b>	<b>375</b>	<b>100.0%</b>	Unknown	5	1.3
<b>Race/Ethnicity of Head of Assistance Group</b>			<b>Assistance Group Size</b>		
African American	188	50.1%	1 Person	0	0.0%
White	136	36.3	2 Persons	141	37.6
Hispanic/Latino	38	10.1	3 Persons	113	30.1
Unknown	6	1.6	4 or More Persons	121	32.3
Asian	0	0.0	<b>Total</b>	<b>375</b>	<b>100.0%</b>
American Indian	2	0.5	<b>Disability Status</b>		
Multiracial <sup>2</sup>	4	1.1	Reported Disability	1	0.3%
Native Hawaiian/Pacific Islander	1	0.3	No Reported Disability	374	99.7
<b>Total</b>	<b>375</b>	<b>100.0%</b>	<b>Total</b>	<b>375</b>	<b>100.0%</b>
<b>Support Services</b>					
Medical Assistance	370	98.7%			
Food Stamps	350	93.3			
Child Care Subsidy	205	54.7			

<sup>1</sup> Includes those who graduated from high school and those who have completed the equivalent of a high school education.

<sup>2</sup> Includes those who reported more than one race or ethnicity.

**Only 79.8 percent of job-ready participants were assigned to employment search activities.**

Table 17 shows the most common activities to which job-ready participants were assigned during the first six months of 2004. Although all job-ready participants were unemployed when served by W-2 agencies, only 79.8 percent had been assigned to employment search activities. While the percentage of job-ready participants assigned to employment search was greater than the percentage of other W-2 participants assigned to that activity, job-ready participants were less likely to receive a number of other services. In addition, 71 job-ready participants (5.5 percent) received no services, compared to 1,531 participants overall (7.2 percent).

Table 17

**Selected W-2 Activities of Job-Ready Participants**  
January through June 2004

Program Service	Job-Ready Participants		All Participants	
	Number Receiving Service	Percentage Receiving Service	Number Receiving Service	Percentage Receiving Service
Employment Search	1,024	79.8%	10,940	51.1%
Employment Counseling	465	36.2	4,525	21.1
Motivational Training	239	18.6	4,536	21.2
Adult Basic Education	200	15.6	6,916	32.3
Parenting and Life Skills	131	10.2	4,500	21.0
Occupational Testing	85	6.6	1,053	4.9
Personal Development	44	3.4	1,868	8.7
Job Skills Training	42	3.3	1,463	6.8
General Educational Development	38	3.0	1,358	6.3

These findings may indicate that job-ready participants are, in fact, ready for unsubsidized employment. It would be expected that W-2 agencies would provide all job-ready participants with at least one of four activities: employment search, motivational training, parenting and life skills, and employment counseling. During the first six months of 2004, 90.2 percent of all job-ready participants received at least one of these four services, but among the six regions in Milwaukee County, the proportion ranged from 80.0 percent in Region 6, administered by Maximus, to 94.1 percent in Region 4, administered by OIC-GM. We could not determine why agencies did not assign these activities to all job-ready participants.





## Eligibility Limits ■

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***Federal and state laws limit the time individuals can participate in the program.***

Both federal and state law limit individuals to 60 months of lifetime participation in subsidized W-2 placements, and Wisconsin also limits individuals to 24 months of participation in each of three subsidized placements. While W-2 agencies may approve extensions to eligibility limits under certain circumstances, these extensions are approved at considerably different rates. In addition, the number of participants who are nearing the ends of their 60-month lifetime limits on program eligibility is increasing.

### **Extensions to Eligibility Limits**

The 60-month eligibility limit applies to full or partial months, which need not be consecutive, in which an adult participant or any other adult in the participant's household is in a subsidized placement, has received benefits that were funded by TANF dollars in Wisconsin or any other state, or participated in the former Job Opportunities and Basic Skills program after September 1996. However, some months of participation do not count toward the 60-month limit, and Wisconsin statutes allow the 60-month limit to be extended under "unusual circumstances." Currently, the custodial parent of an infant is exempt from the 60-month limit until the child is 12 weeks old if the child was born less than 10 months after the parent was first determined eligible for W-2. The Governor's proposal for the 2005-07 Biennial Budget would limit this exemption to custodial parents of infants whose children were born as a result of sexual assault or incest.

***In some cases, the 60-month limit does not apply.***

Under DWD's administrative rules, the 60-month limit may be extended because of the personal disability or incapacitation of either the participant or another member of the W-2 assistance group; mental or emotional limitations that prevent a participant from finding or retaining unsubsidized employment but are insufficient to meet federal SSI or SSDI requirements; family problems of such severity that they prevent a participant from obtaining or retaining unsubsidized employment; or a participant's inability to find unsubsidized employment because of local labor market conditions.

In addition, Wisconsin statutes permit extensions to the 24-month time limit for community service job and trial job participants who have made "all appropriate efforts" to find employment but are unable to do so because of local labor market conditions, or for transitional placement participants on a case-by-case basis. Administrative rules permit extensions for participants in transitional placements who have participated in assigned program activities but have not advanced to a community service job, a trial job, or unsubsidized employment because of significant barriers.

Initially, W-2 agencies were responsible for reviewing all cases approaching the 24- and 60-month time limits to determine whether participants were eligible for extensions, which are granted for up to 6 months for the 24-month extensions and for up to 12 months for the 60-month extensions. Extensions can be renewed. If an agency determined a participant was potentially eligible, it compiled supporting documentation that was submitted to DWD for final approval. Because the review process was time-consuming and DWD never overturned an agency's preliminary decision to approve an extension, DWD gave W-2 agencies the authority to approve and deny benefit extensions beginning in April 2003.

Participants can appeal denials of extensions. Nevertheless, advocates have questioned whether W-2 agencies treat all participants equitably when approving extensions. In addition, some are concerned that the broad use of extensions undermines the program's goal of reducing welfare dependency and promoting self-sufficiency. Therefore, we analyzed extension data for all participants who requested extensions from April 1999 through June 2004.

***Almost 94 percent of extension requests come from Milwaukee County.***

As shown in Table 18, the 13,550 extensions requested during the period of our review included 12,700 (93.7 percent) in Milwaukee County and 850 (6.3 percent) in the balance of the state. The number of requests increased considerably over time, and there were more requests during the first six months of 2004 than during all of 2003. Further increases are anticipated because the longer W-2 is in operation, the more likely it is that participants will reach eligibility limits.

Table 18

**Extensions Requested by W-2 Agencies<sup>1</sup>**

Year	Milwaukee County	Balance of State	Total
1999 <sup>2</sup>	394	46	440
2000	917	64	981
2001	1,266	76	1,342
2002	2,296	144	2,440
2003	3,860	265	4,125
2004 <sup>3</sup>	3,967	255	4,222
<b>Total</b>	<b>12,700</b>	<b>850</b>	<b>13,550</b>

<sup>1</sup> Participation in the former Job Opportunities and Basic Skills program counted toward participants' lifetime W-2 eligibility.

<sup>2</sup> April through December 1999.

<sup>3</sup> January through June 2004.

Participants who requested extensions were somewhat older than the W-2 population overall. For example, in June 2004, 43.9 percent were 30 or older, compared to 39.2 percent of all participants. In addition, they were:

- more likely to be African American (79.2 percent, compared to 65.5 percent of all participants);
- less educated (42.8 percent had at least a high school diploma or equivalent degree, compared to 53.9 percent of all participants); and
- more likely to be in a larger W-2 assistance group (40.8 percent had four or more individuals in their assistance group, compared to 27.5 percent of all participants).

By type, extension requests varied considerably between W-2 agencies in Milwaukee County and the balance of the state, as shown in Table 19.

Table 19

**Extension Requests, by Type**  
April 1999 through June 2004

Type of Extension Request	Milwaukee County		Balance of State		Overall	
	Number of Requests	Percentage of Total	Number of Requests	Percentage of Total	Number of Requests	Percentage of Total
24-Month Transitional Placement	3,559	28.0%	655	77.0%	4,214	31.1%
24-Month Community Service Job Placement	7,537	59.4	139	16.4	7,676	56.6
60-Month Lifetime Limit	1,604	12.6	56	6.6	1,660	12.3
<b>Total</b>	<b>12,700</b>	<b>100.0%</b>	<b>850</b>	<b>100.0%</b>	<b>13,550</b>	<b>100.0%</b>

***Approval rates for extension requests are lower in Milwaukee County than in the balance of the state.***

As shown in Table 20, W-2 agencies also approved extensions at significantly different rates. Among Milwaukee County agencies, approval rates ranged from 14.3 percent for ESI to 53.0 percent for UMOS. Elsewhere in the state, the approval rate was 66.7 percent. Among agencies outside of Milwaukee County that had 20 or more extension requests, approval rates ranged from 56.1 percent for Kenosha County to 87.0 percent for Douglas County.

Statewide, the percentage of approved extensions increased from approximately 30.0 percent annually from 2000 through 2002, to 54.9 percent in 2003, then dropped to 50.4 percent during the first six months of 2004. The increase in 2003 may be attributable to DWD's April 2003 decision to transfer the authority to decide extension requests to agencies. Appendix 10 shows the number and outcome of extension requests for each W-2 agency from April 1999 through June 2004.

As shown in Table 21, extensions for 24-month transitional placements and 60-month lifetime limits were far more likely to be approved than 24-month extensions for community service job placements. It is possible that many participants in transitional placements have significant barriers to employment that hinder them from obtaining unsubsidized employment and, therefore, make it more likely that W-2 agencies will approve their extensions. Similarly, more than three-fourths of 60-month extensions involved participants in transitional placements, which likely accounts for the higher approval rates for this type of extension.



Table 20

**Outcomes of Extension Requests**  
April 1999 through June 2004

W-2 Agency	Number of Extension Requests	Percentage Approved	Percentage Declined <sup>1</sup>	Percentage Denied	Percentage Unknown
ESI <sup>2</sup>	1,036	14.3%	20.1%	64.4%	1.2%
Maximus	3,266	34.2	8.4	42.6	14.8
OIC-GM	3,726	50.5	2.5	39.2	7.8
UMOS	2,927	53.0	2.9	38.6	5.5
YW Works <sup>3</sup>	1,745	34.8	20.4	40.2	4.6
Balance of State	850	66.7	6.1	14.7	12.5
<b>Overall</b>	<b>13,550</b>	<b>43.3</b>	<b>7.9</b>	<b>40.4</b>	<b>8.4</b>

<sup>1</sup> Eligible participants who declined extensions requested on their behalf by W-2 agencies.  
<sup>2</sup> ESI ceased providing W-2 services after December 2001.  
<sup>3</sup> YW Works did not provide W-2 services in 2004.

Table 21

**Outcomes of Extension Requests, by Type**  
April 1999 through June 2004

Outcome	24-Month Transitional Placement Extensions		24-Month Community Service Job Extensions		60-Month Lifetime Limit Extensions	
	Number	Percentage	Number	Percentage	Number	Percentage
Approved	2,663	63.2%	2,015	26.3%	1,194	71.9%
Denied	783	18.6	4,500	58.6	194	11.7
Unknown	569	13.5	324	4.2	242	14.6
Participant Declined Extension	199	4.7	837	10.9	30	1.8
<b>Total</b>	<b>4,214</b>	<b>100.0%</b>	<b>7,676</b>	<b>100.0%</b>	<b>1,660</b>	<b>100.0%</b>

***A total of 2,313 participants who were denied an extension left the program and did not return through June 2004.***

If an agency denies an extension request, the participant either leaves the program or moves to a different placement. A total of 2,313 participants who were denied extensions from April 1999 through June 2004 left the program and did not return through June 2004, including 1,809 participants who had requested community service job extensions, 365 who had requested transitional placement extensions, and 139 who had requested extensions to the 60-month lifetime limit.

Within Milwaukee County, we found considerable differences in extension request outcomes by agency:

- approval rates for 24-month transitional placement extensions ranged from 49.6 percent at ESI to 75.5 percent at UMOS;
- approval rates for 24-month community service job extensions ranged from 0.4 percent at ESI to 40.6 percent at OIC-GM; and
- approval rates for 60-month extension requests ranged from 60.3 percent at Maximus to 84.0 percent at UMOS.

### **Months of Eligibility Used by Participants**

***Milwaukee County participants have used more program eligibility than those elsewhere.***

As shown in Table 22, participants statewide had used an average of 18.7 months of program eligibility in June 2004, compared to 15.0 months in June 1999. In June of each year shown, participants in Milwaukee County had used more than twice as many months of eligibility, on average, as those in the balance of the state.

Table 22

**Average Number of Months of Program Eligibility Used by Participants**

	Milwaukee County	Balance of State	Statewide
June 1999	16.7	8.0	15.0
June 2000	17.3	6.8	15.0
June 2001	17.1	6.3	14.3
June 2002	17.5	7.6	15.3
June 2003	18.8	8.0	16.3
June 2004	21.2	8.9	18.7

As shown in Table 23, 35.9 percent of participants in Milwaukee County had used 25 months or more of their lifetime eligibility in June 2004, compared to 9.8 percent of participants in the balance of the state.

Table 23  
**Number of Months of Program Eligibility Used by W-2 Participants**  
 June 2004

Number of Months Used	Milwaukee County		Balance of State		Statewide	
	Number of Participants	Percentage	Number of Participants	Percentage	Number of Participants	Percentage
0 <sup>1</sup>	429	3.5%	886	28.2%	1,315	8.5%
1-12	4,228	34.1	1,444	46.0	5,672	36.5
13-24	3,286	26.5	502	16.0	3,788	24.4
25-36	2,298	18.5	192	6.1	2,490	16.0
37-48	1,199	9.7	78	2.5	1,277	8.2
49-60	620	5.0	31	1.0	651	4.2
More Than 60	339	2.7	7	0.2	346	2.2
<b>Total</b>	<b>12,399</b>	<b>100.0%</b>	<b>3,140</b>	<b>100.0%</b>	<b>15,539</b>	<b>100.0%</b>

<sup>1</sup> Includes participants, such as custodial parents of infants and those in case management services, who do not incur any time against their eligibility limits.

***In June 2004, 6.4 percent of participants had used more than 48 months of program eligibility.***

Further, in June 2004, 6.4 percent of participants statewide had used more than 48 months of their lifetime program eligibility and were nearing the end of their lifetime 60-month limits. In Milwaukee County, the figure was 7.7 percent, while it was 1.2 percent in the balance of the state. Almost three-quarters of these participants were in transitional placements. These figures include 23 participants who had been in the W-2 program for more than seven years, and 4 who had been in the program for almost eight years.

Of the 346 participants who had used more than 60 months of lifetime eligibility in June 2004, only 7 had received their last extension from a W-2 agency outside Milwaukee County. As shown in Table 24, OIC-GM approved the most recent extensions for 161, Maximus for 139, and UMOS for 39. In June 2004, 272 of the 346 participants (78.6 percent) were in transitional placements, and 178 (51.4 percent) had received only one extension. The 346 participants are somewhat less likely to have high school

diplomas or their equivalents, more likely to be African American, and more likely to belong to larger assistance groups than all participants for whom extensions were requested.

Table 24  
**Participants Who Had Used More Than 60 Months of Program Eligibility**  
 June 2004

Description	Number of Participants	Description	Number of Participants
<b>W-2 Agency That Approved the Last Extension</b>		<b>Number of 60-Month Lifetime Limit Extensions Received</b>	
OIC-GM	161	1	178
Maximus	139	2	56
UMOS	39	3	57
Balance of State	7	4-6	48
<b>Total</b>	<b>346</b>	Unknown	7
<b>Current Placement</b>		<b>Total</b>	<b>346</b>
Transitional Placement	272		
Community Service Job Placement	56		
Case Management	18		
<b>Total</b>	<b>346</b>		

***There are concerns that participants are not treated equitably in receiving program extensions.***

The considerably different rates at which W-2 agencies have approved extensions indicate that participants may not be treated equitably statewide. This issue will likely become even more important in the future, as both the number of requested extensions and the number of participants who are nearing the program's 60-month lifetime limit on participation are likely to increase.

**☑ Recommendation**

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*We recommend the Department of Workforce Development:*

- *review, as part of its ongoing monitoring of W-2 agencies, a sample of extension cases to ensure that agencies are assessing and deciding whether to approve or deny extensions appropriately and consistently statewide; and*
- *report to the Joint Legislative Audit Committee by October 1, 2005, on its progress in achieving greater consistency in extension decisions among W-2 agencies.*

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## Program Effectiveness ■

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***W-2 has had mixed success in helping individuals achieve economic self-sufficiency through employment.***

Because W-2 is intended to help individuals achieve economic self-sufficiency through employment, we analyzed both the extent to which the incomes of participants who left the program have exceeded the federal poverty level and the extent to which participants who left have subsequently returned to the program. We found that the program's success in helping participants achieve economic self-sufficiency has been mixed and that many W-2 agencies have not met the program's performance standards.

### **Financial Status of Former Participants**

To determine the financial status of former participants, we reviewed their Wisconsin income tax returns and, for those who did not file tax returns, quarterly wage data that Wisconsin employers reported to DWD to determine:

- whether the program has become more successful over time in helping participants achieve economic self-sufficiency;
- whether those who left the program fared better over time; and
- the relative success of participants in different program placements and participants served by different W-2 agencies.

To do so, we analyzed:

- the financial status of former participants in the year immediately after they left the program;
- changes over the next four years in the financial status of those who left the program in 1999; and
- the financial status of former participants based on their last W-2 program placements and the W-2 agencies that served them.

Our analyses include former participants who left a subsidized placement for at least two consecutive months, which is the definition commonly used by researchers of public assistance programs. This definition excludes participants who left a subsidized placement but returned soon thereafter, such as those whose cases were closed because a W-2 agency made an administrative error, those who were temporarily ineligible for the program, or those who were unable to find employment and quickly returned to the program.

We included participants who left the program in the last three months of each year from 1999 through 2002 and compared two measures of their financial status with the federal poverty level:

- average annual income; and
- average annual income that includes state and federal earned income tax credits (EITCs) and the state homestead tax credit.

State and federal EITCs offset low-income working families' tax liabilities and provide tax refunds that can be used for any purpose. Similarly, Wisconsin's homestead tax credit, which was available to households earning less than \$24,500 during 2003, provides cash refunds. An additional child tax credit is a refundable federal credit that is available to families with three or more qualifying children, but information on this credit was not available for all individuals because the Department of Revenue does not collect federal income tax returns for all individuals who file state tax returns.

In 2004, the federal poverty level for a family of three was \$15,670. The current federal definition of poverty includes only earnings that would be reported as income on tax returns, and not the value of tax credits or noncash benefits such as food stamps, child care subsidies, and Medical Assistance benefits. We chose to include the effects of state and federal EITCs and the homestead credit on former participants' incomes because the amounts of these credits can be substantial, and individuals can use the tax refunds from these



credits like cash income. We did not include other noncash benefits in order to present a picture of income based solely on employment.

***What to include in the measure of poverty is the subject of debate.***

What to include in measures of poverty status is the subject of some debate among researchers, and there is currently no consensus on whether noncash benefits should be included along with earnings and other cash income. Some studies have included the estimated value of food stamps, child care subsidies, and Medical Assistance benefits in income calculations. However, others question whether a family whose income consists primarily of publicly funded program benefits can be considered self-sufficient. Because the purpose of the W-2 program is economic self-sufficiency, and not simply economic well-being, we chose to exclude the cash value of public assistance benefits in our analyses.

Some also believe that child support payments should be included when analyzing former W-2 participants' incomes. However, we did not include child support in our analysis because most former participants did not receive it and because its inclusion has a negligible effect on the overall results. The effect of child support is small, in part, because some former participants receiving child support had no other reported income. For example, child support was the only income reported by 157 of the 1,013 participants who left W-2 during the last three months of 2002 and who received child support payments in 2003. The average annual child support received by these 157 former participants was \$2,423, and none earned more than the poverty level.

Some individuals who left W-2 did not file Wisconsin income tax returns in some or all subsequent years. Those who did not file presumably were not required to do so because they earned too little, were no longer Wisconsin residents, or became eligible for SSI. For example:

- 1,967 of the 2,965 participants who left the program during the last three months of 1999 (66.3 percent) filed 2000 tax returns. Of those who filed, 859 (43.7 percent) were required to do so because their incomes exceeded an established threshold based on their filing status. The other 1,108 (56.3 percent) were not required to file but did so to claim refundable tax credits.
- 2,103 of the 3,624 participants who left the program during the last three months of 2002 (58.0 percent) filed 2003 tax returns. Of those who filed, 1,015 (48.3 percent) were required to do so, but the other 1,088 (51.7 percent) filed to claim refundable tax credits.

### Next-Year Financial Status

***Approximately one-third of former participants had next-year incomes above the poverty level after the inclusion of tax credits.***

To determine whether W-2 may have become more successful over time at helping former participants achieve economic self-sufficiency, we analyzed the next-year incomes of participants who left during the last three months of 1999 through 2002. As shown in Table 25, the percentage of former participants with incomes above the poverty level increased slightly in each year from 2000 to 2003. After the inclusion of tax credits, approximately one-third of former participants had incomes above the poverty level.

Table 25

**Percentage of Former W-2 Participants Above the Poverty Level**  
Individuals Who Left from October through December of 1999 through 2002

Year	Number Who Left W-2	Number with Data Available <sup>1</sup>	Average Annual Income	Percentage Above Poverty Level Based on Income	Average Income with State and Federal EITC and Homestead Credit	Percentage Above Poverty Level with Tax Credits
2000 <sup>2</sup>	2,965	2,436	\$8,306	19.2%	\$10,407	33.8%
2001	2,979	2,422	8,829	20.9	10,890	33.6
2002	3,062	2,344	9,107	21.3	11,293	35.9
2003 <sup>2</sup>	3,624	2,756	9,291	21.6	11,351	33.7

<sup>1</sup> Includes individuals who filed Wisconsin income tax returns or those for whom quarterly wage data were available.

<sup>2</sup> When child support payments are included in the analysis, average income with tax credits increased by only \$66 in 2000 and \$165 in 2003, and the percentage above the poverty level increased to 34.2 percent and 34.7 percent, respectively.

It should be noted that these figures do not take into account 2,672 former participants for whom income information was unavailable because these participants:

- did not earn incomes;
- moved out of the state;
- were deceased; or
- were unmarried and lived with other individuals who provided financial support.

Therefore, these data overstate the average income of all former participants. The percentage of former W-2 participants for whom income information was unavailable increased from 17.8 percent in 2000 to 24.0 percent in 2003. We found that 191 of the 2,672 former participants for whom no income information was available each received an average of \$545 in monthly SSI benefits after they left W-2. Because many of the former participants for whom wage information was unavailable may have had little or no income, there may be a downward trend in the short-term economic status of participants who left the program in recent years.

**Financial Status over Time**

***In 2003, 42.1 percent of participants who left the program in 1999 had incomes above the poverty level, after the inclusion of tax credits.***

Because the financial status of former participants could be expected to improve over time as these individuals gain work experience and, therefore, command higher wages, we analyzed the 2000, 2001, 2002, and 2003 incomes of those who left the program during the last three months of 1999 and for whom income tax or wage information was available. As shown in Table 26, average annual income of these former participants increased from \$8,306 in 2000 to \$11,577 in 2003, or by 39.4 percent over four years. Based solely on income, the percentage of former W-2 participants above the poverty level increased from 19.2 percent in 2000 to 27.4 percent in 2003. When tax credits are included, that percentage increased from 33.8 percent in 2000 to 42.1 percent in 2003. However, the number of participants with available income information declined over the four years shown.

Table 26

**Percentage of Former W-2 Participants Above the Poverty Level**  
 Individuals Who Left from October through December of 1999  
 and Who Had Reported Income in One or More of the Following Four Years

Year	Number with Data Available <sup>1</sup>	Average Annual Income	Percentage Above Poverty Level Based on Income	Average Income with State and Federal EITC and Homestead Credit	Percentage Above Poverty Level with Tax Credits
2000	2,436	\$ 8,306	19.2%	\$10,407	33.8%
2001	2,249	9,748	23.3	11,971	37.1
2002	2,108	10,534	24.4	12,892	37.7
2003	1,978	11,577	27.4	13,944	42.1

<sup>1</sup> Includes individuals who filed Wisconsin income tax returns or those for whom quarterly wage data were available.

The significance of longer-term employment can be seen by comparing the increase in incomes of those who left the program in the year immediately after they left—the “one-year leavers”—with the increase in incomes of those who left the program in 1999 and who reported income in one or more of the following four years. From 2000 to 2003, the average annual income of one-year leavers increased by 11.9 percent. In contrast, the average annual income of the 1999 leavers increased by 39.4 percent over this same period.

***Participants who left the program in 1999 and filed tax returns in each of the next four years had the highest incomes.***

Among the 1,047 former participants who left W-2 during the last three months of 1999 and filed tax returns each year from 2000 through 2003, average income increased from \$11,508 in 2000 to \$14,095 in 2003, or by 22.5 percent, as shown in Table 27. After the inclusion of tax credits, 56.8 percent of these individuals had incomes that exceeded the poverty level in 2003, compared to 53.2 percent in 2000. Not surprisingly, the average income of former participants who filed tax returns each year after they left the program was higher than that of participants who did not file every year after leaving.

Table 27

**Percentage of Former W-2 Participants Above the Poverty Level**  
 Individuals Who Left from October through December 1999  
 and Who Had Reported Income in Each of the Following Four Years

Year	Average Annual Income	Percentage Above Poverty Level Based on Income	Average Income with State and Federal EITC and Homestead Credit	Percentage Above Poverty Level with Tax Credits
2000	\$11,508	28.8%	\$14,524	53.2%
2001	12,760	33.1	15,886	53.9
2002	13,550	34.7	16,739	53.3
2003	14,095	36.5	17,300	56.8

Former participants who were married had higher incomes than those who were unmarried. Among the 1,047 former participants who left the program in 1999 and filed tax returns for each of the next four years, 2003 incomes averaged \$26,672 for 80 individuals who were married, compared to \$13,055 for 967 who were not. In 2003, 66.3 percent of married former participants had incomes above the poverty level, and 73.8 percent were above the poverty level after the inclusion of tax credits.

## Financial Status Based on Last Placement

***In the year after leaving W-2, custodial parents of infants earned more than other former participants.***

As shown in Table 28, the highest average 2003 incomes were earned by former participants whose last W-2 placements were as custodial parents of infants. The reason may be that some of these individuals were already employed before they entered W-2 and were using the program as a form of paid maternity leave, which W-2 agencies told us is occurring. The lowest average 2003 incomes were earned by former participants who had been placed in trial jobs, but there were too few individuals in this placement to draw conclusions about their incomes compared to those of former participants in other placements.

Table 28

### Percentage of Former W-2 Participants Above the Poverty Level in 2003, by Last Program Placement Individuals Who Left from October through December 2002

Program Placement	Number with Data Available <sup>1</sup>	Average Annual Income	Percentage Above Poverty Level Based on Income	Average Income with State and Federal EITC and Homestead Credit	Percentage Above Poverty Level with Tax Credits
Custodial Parent of an Infant	772	\$9,989	25.8%	\$12,165	38.9%
Transitional Placement	426	9,355	21.4	11,225	33.1
Community Service Job	1,537	8,943	19.8	10,993	31.6
Trial Jobs	21	7,798	4.8	10,125	19.0
<b>Total</b>	<b>2,756</b>	<b>9,291</b>	<b>21.6</b>	<b>11,351</b>	<b>33.7</b>

<sup>1</sup> Includes individuals who filed Wisconsin income tax returns or those for whom only quarterly wage data were available.

The average income of those who had been in transitional placements was greater than the average income of those who had been in community service jobs. This result is unexpected, given that those in community service jobs could be expected to be more prepared for unsubsidized employment. However, it is likely that the data in Table 28 overstate the average income of participants in transitional placements, both because their spouses' incomes likely raised the average for the group and because income data were less likely to be available for former participants in transitional placements than in the other placement categories. Overall, married couples who filed income taxes jointly had the highest average incomes, and a greater proportion (12.9 percent) of those in transitional placements before leaving W-2 were married.

### Financial Status Based on W-2 Agency

Finally, we reviewed the 2003 financial status of participants who left W-2 in the last three months of 2002 based on the agency that last provided them with services. Table 29 shows this information for each agency that served 25 or more former participants with income data available. We found that 25.0 percent or more of former participants served by four W-2 agencies—Brown, Outagamie, Racine, and Waukesha counties—had incomes above the poverty level. The average annual income of former participants ranged from \$11,302 for those served by Outagamie County to \$6,903 for those served by Fond du Lac County. When the value of tax credits is included, the percentage of former participants above poverty ranged from 41.0 percent in Brown County to 17.9 percent in Fond du Lac County. Appendix 11 provides additional information on the financial status of former participants served by different agencies.

Table 29

#### Percentage of Former W-2 Participants Above the Poverty Level in 2003, by Agency<sup>1</sup> Individuals Who Left from October through December 2002

W-2 Agency	Number Who Left W-2	Number with Data Available <sup>2</sup>	Average Annual Income	Percentage Above Poverty Level Based on Income	Average Income with State and Federal EITC and Homestead Credit	Percentage Above Poverty Level with Tax Credits
Brown County	67	61	\$ 9,468	27.9%	\$11,763	41.0%
Racine County	105	88	9,833	25.0	11,991	39.8
OIC-GM	619	444	9,524	21.6	11,763	37.4
Rock County	103	81	8,311	19.8	10,399	37.0
Waukesha County <sup>3</sup>	47	40	9,960	27.5	11,585	35.0
UMOS <sup>4</sup>	741	550	9,987	24.4	12,153	34.6
Outagamie County	40	33	11,302	27.3	13,300	33.3
Dane County	182	130	8,415	23.1	10,130	33.1
Maximus	389	300	9,258	20.3	11,270	33.0
YW Works <sup>5</sup>	646	476	8,939	18.8	11,026	31.5
Winnebago County	36	29	7,516	10.3	9,807	31.0
Kenosha County	119	93	7,674	15.1	9,542	25.8
Marathon County	72	62	7,597	12.9	9,600	24.2
Fond du Lac County	34	28	6,903	17.9	8,379	17.9
Statewide	3,624	2,756	9,291	21.6	11,351	33.7

<sup>1</sup> Includes agencies with 25 or more former W-2 participants who had income data available.

<sup>2</sup> Includes individuals who filed Wisconsin income tax returns or those for whom only quarterly wage data were available.

<sup>3</sup> ACS State and Local Solutions provided W-2 services in Waukesha County.

<sup>4</sup> UMOS served Regions 2 and 5 in Milwaukee County.

<sup>5</sup> YW Works served Regions 1 and 4 in Milwaukee County.

At 27.9 percent, Brown County had the highest percentage of former participants with incomes above the poverty level. However, as was shown in Table 12, Brown County provided relatively few program services to participants. Therefore, the financial success of former Brown County participants is likely the result either of Brown County’s ability to provide participants with the specific services they needed or of local economic conditions. It should be noted that Brown County will no longer administer the W-2 program beginning in May 2005. Forward Service Corporation has been selected as the contractor through 2005.

### Employers of Former Participants

***Temporary staffing agencies employed the most participants who left the program in 2002.***

Using data that DWD collects from employers statewide, we identified the types of employment obtained by former participants who left W-2 during the last three months of 2002. As shown in Table 30, temporary staffing agencies employed 41.8 percent of these former participants in 2003. Other common employers were nursing homes, retailers, and eating and drinking establishments.

Table 30

**2003 Type of Employer for Individuals Who Left the W-2 Program from October through December 2002<sup>1</sup>**

Type of Employer	Number of Individuals	Percentage of Total
Temporary Staffing Agencies	954	41.8%
Nursing Homes and Other Health Service Providers	433	19.0
Retail Services	409	17.9
Eating and Drinking Establishments	252	11.1
Other <sup>2</sup>	95	4.2
Finance/Insurance/Real Estate	49	2.2
Milwaukee Public Schools	44	1.9
Janitorial Services	43	1.9
<b>Total</b>	<b>2,279</b>	<b>100.0%</b>

<sup>1</sup> Includes only employers of ten or more former participants.

<sup>2</sup> Includes transportation, communications, utilities, social services, child care, and tribal gaming employers, as well as Milwaukee County.

## Participants Who Left the Program

As noted, DWD's definition of a participant who left the program, which we used for our analyses, includes any individual who left a subsidized placement for at least two consecutive months. As shown in Table 31, the number of participants in subsidized placements who left the program declined from June 1998 to June 2000, then increased. However, because more participants are entering the program, returning to the program, or remaining in subsidized placements, the percentage of the subsidized caseload that left the program has continued to decline since June 2001. Compared to all participants in subsidized placements, participants who left the program were more likely to be under 30 years old, more likely to be white, more likely to have at least a high school diploma or its equivalent, and slightly more likely to be in assistance groups of two individuals or less.

Table 31

### Participants Who Left the W-2 Program<sup>1</sup>

	Number of Participants Who Left the Program	Total Subsidized Caseload	Percentage of the Subsidized Caseload That Left the Program
June 1998	1,082	10,927	9.9%
June 1999	1,067	7,924	13.5
June 2000	945	6,543	14.4
June 2001	989	7,504	13.2
June 2002	1,104	9,441	11.7
June 2003	1,176	10,654	11.0
June 2004	1,347	12,539	10.7

<sup>1</sup> Includes participants in subsidized placements.

***Participants in Milwaukee County are less likely to leave the program than those in the balance of the state.***

As shown in Table 32, the rate at which participants in subsidized placements left W-2 agencies has been considerably lower in Milwaukee County than in the balance of the state. For example, in June 2004, 8.2 percent of participants in subsidized placements in Milwaukee County left the program, compared to 21.4 percent of those elsewhere.



Table 32

**Participants Who Left the W-2 Program, by Area<sup>1</sup>**

	Milwaukee County			Balance of the State		
	Number of Participants Who Left the Program	Total Subsidized Participants	Percentage of Subsidized Participants Who Left the Program	Number of Participants Who Left the Program	Total Subsidized Participants	Percentage of Subsidized Participants Who Left the Program
June 1998	772	9,490	8.1%	310	1,437	21.6%
June 1999	774	6,578	11.8	293	1,346	21.8
June 2000	637	5,157	12.4	308	1,386	22.2
June 2001	613	5,708	10.7	376	1,796	20.9
June 2002	724	7,534	9.6	380	1,907	19.9
June 2003	722	8,220	8.8	454	2,434	18.7
June 2004	829	10,115	8.2	518	2,424	21.4

<sup>1</sup> Includes participants in subsidized placements.

When determining the status of participants who leave public assistance programs such as W-2, researchers commonly use a two-year period, which is sufficiently long to overcome the effects of short-term changes in the employment status of former participants and allows for comparisons over time. That is, researchers determine the status of participants two years after they left the program. We analyzed more closely participants who left the program for the first time, who may be different from those who have left multiple times.

As shown in Table 33, the percentage of participants who left W-2 for the first time during June of each year and did not return for any services within the next two years has increased over time, a sign of improving success. In contrast, the percentage who returned to receive only case management services has declined, but the percentage who returned to a subsidized placement has remained relatively constant. These trends suggest:

- that W-2 agencies may not always have made participants aware of the continued availability of case management services after they have left subsidized placements;

- that agencies may not have provided the same level of case management services over time; or
- that more participants may be declining case management services over time.

Table 33

**Two-Years Status of Participants Who Left W-2 for the First Time**

Month in Which Participants Left the Program	Participants Who Did Not Return to the Program		Participants Who Returned for Only Case Management Services		Participants Who Returned to a Subsidized Placement	
	Number	Percentage of the Total	Number	Percentage of the Total	Number	Percentage of the Total
June 1998	238	22.7%	458	43.7%	352	33.6%
June 1999	209	25.3	342	41.5	274	33.2
June 2000	199	33.6	197	33.2	197	33.2
June 2001	199	32.3	216	35.0	202	32.7
June 2002	272	44.3	143	23.3	199	32.4

The extent to which former participants subsequently return to a subsidized placement provides another indication of how well the program has helped them to achieve economic self-sufficiency. A returning participant is one who had previously left the program for at least two months and then subsequently returned to a subsidized placement. Compared to all participants in subsidized placements, returning participants were slightly more likely to be younger than 30 years old, less likely to be white, more likely to have a high school diploma or some post-secondary education, and more likely to be in assistance groups of three or more individuals.

***Returning participants increased from 38.6 percent of all subsidized placements in June 2000 to 52.3 percent in June 2004.***

Returning participants made up 38.6 percent of all subsidized placements in June 2000 and then steadily increased to 52.3 percent in June 2004. They represented 56.9 percent of subsidized placements in Milwaukee County in June 2004, compared to 33.3 percent in the balance of the state. Differences in participant characteristics, such as their education levels, and local economic factors likely contribute to the differences between Milwaukee County and the balance of the state. From September 1997 through

June 2004, 40.1 percent of all participants in subsidized placements were returning participants.

We also analyzed the number of times that participants returned to a subsidized placement within two years of leaving such a placement. As shown in Table 34, approximately two-thirds of those who left W-2 for the first time from June 1998 to June 2002 did not return to a subsidized placement within the next two years. Of those who did return, most did so only once; none of these participants returned more than three times within a two-year period. This is consistent with findings from studies of other states' work programs.

Table 34

**Participants Who Left W-2 for the First Time and Subsequently Returned to the Program within the Next Two Years**

Number of Times Participants Returned	Month in Which Participants Left the Program				
	June 1998	June 1999	June 2000	June 2001	June 2002
Never Returned	696	551	396	415	415
One Time	251	214	152	166	155
Two Times	88	54	41	34	41
Three Times	13	6	4	2	3
<b>Subtotal</b>	<b>352</b>	<b>274</b>	<b>197</b>	<b>202</b>	<b>199</b>
<b>Total</b>	<b>1,048</b>	<b>825</b>	<b>593</b>	<b>617</b>	<b>614</b>

Not surprisingly, we found that those who left W-2 and subsequently returned to a subsidized placement in the following year had considerably lower incomes than those who did not return. As shown in Table 35, participants who left in the last three months of 2002 and returned in 2003 had an average income of \$5,374 in 2003, and only 13.3 percent were above the poverty level after tax credits were included in their incomes. As was noted in Table 25, participants who left the program in the last three months of 2002 had average incomes of \$9,291 in 2003, and 33.7 percent of them were above the poverty level.

Table 35

**Percentage of W-2 Participants Above the Poverty Level**  
 Individuals Who Left in 2002 and Returned in 2003

	Number Who Returned to W-2 <sup>1</sup>	Average Annual Income in 2003	Percentage Above Poverty Level Based on Income	Average State and Federal EITC and Homestead Credit in 2003	Percentage Above Poverty Level with Tax Credits
Milwaukee County	690	\$5,355	5.4%	\$1,673	12.9%
Balance of State	147	5,466	8.8	1,379	15.0
<b>Statewide</b>	<b>837</b>	<b>5,374</b>	<b>6.0</b>	<b>1,621</b>	<b>13.3</b>

<sup>1</sup> Includes individuals who filed Wisconsin income tax returns and those for whom only quarterly wage data were available.

DWD has indicated that the number of returning participants may not be a valid measure of program performance because W-2 is designed both to encourage employment and to allow individuals to return if they cannot find jobs or if they lose their jobs as a result of economic conditions. Other factors, such as the characteristics of participants, likely contribute to the number of those who return. The percentage of former participants with incomes above the poverty level increased slightly in each year from 2000 through 2003, indicating that the program has helped some. Nevertheless, the significant proportion of the subsidized caseload that is made up of returning participants—52.3 percent in June 2004—as well as the significant proportion of those who leave W-2 and do not earn incomes above the federal poverty level, indicate that W-2 has not been entirely successful in helping participants to achieve economic self-sufficiency.

**Performance Standards**

The 2002-2003 contracts, which were the last completed contracts at the time of fieldwork, included 11 performance standards. Three standards had two parts that were separately calculated, and W-2 agencies needed to meet both parts to meet the overall standard. As shown in Table 36, only 29 agencies met all 11 standards. Appendix 12 describes each of the 2002-2003 performance standards, and Appendix 13 lists each agency’s performance. The appendices show all 14 parts of the 11 performance standards.

Table 36

**W-2 Agencies' Performance**  
2002-2003 Contract Period

Number of Performance Standards Met	Number of W-2 Agencies	Percentage of Total
All 11	29	43.3%
10	22	32.8
9	6	9.0
8 or Fewer	10	14.9
<b>Total</b>	<b>67</b>	<b>100.0%</b>

DWD has made many of the performance standards more outcome-based than when they were first introduced, which has allowed it to more clearly determine how well W-2 agencies are administering the program. Preliminary performance standard results, which DWD calculates on a monthly basis for each agency, can identify areas that need improvement. Given the recent concerns about some agencies' operations, DWD will need to closely monitor the monthly results throughout the remainder of the 2004-2005 contract period. If problems are indicated at some agencies, DWD will need to take steps to ensure participants are being served effectively.

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## Improving Program Management ■

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***We identified concerns with program management and DWD's oversight of W-2 agencies.***

There are many reasons why more than one-half of former W-2 participants have not earned incomes that exceed the federal poverty level. Some, such as local economic conditions, are beyond DWD's control. However, we identified concerns with DWD's program management and its oversight of W-2 agencies that, if addressed, could increase the program's effectiveness in helping participants find and retain unsubsidized employment.

### **Ensuring Active Participation**

***W-2 agencies assigned many participants in community service jobs to few hours of program services.***

W-2 is intended to simulate actual employment as closely as possible and, as a result, participants are expected to be engaged in program activities to the fullest extent possible. For example, s. 49.147(4)(as), Wis. Stats., states that W-2 agencies shall require a participant to work in a community service job for up to 30 hours per week and to participate in education and training activities for up to 10 hours per week. DWD's administrative rules allow participants to exceed the ten-hour maximum in limited circumstances, such as to attend technical college courses. Program supporters believe that matching a 40-hour work week as closely as possible is important to the program's success. However, many participants in community service jobs are engaged in few or no hours of work activities, and many are receiving fewer than 30 hours per week of total program services.

***The average number of work hours assigned to participants declined from 1998 to 2004.***

As shown in Table 37, the average number of work hours assigned to participants in community service jobs declined from 26.5 per week in June 1998 to 17.7 per week in June 2004. Similarly, their average hours of education and training services declined from 15.8 to 15.3 per week. Nevertheless, all assigned program services, including assessment and counseling services, work experience, and education and training services, totaled an average of 36.6 hours per week in both June 1998 and June 2004.

Table 37

**Average Number of Weekly Hours of Program Services Assigned to Participants in Community Service Jobs<sup>1</sup>**

Type of Program Service	Average Number of Hours per Week in June 1998 (6,641 participants)	Average Number of Hours per Week in June 2004 (4,774 participants)
Work Experience <sup>2</sup>	26.5	17.7
Education and Training <sup>3</sup>	15.8	15.3
All Program Services	36.6	36.6

<sup>1</sup> Based on the first full week of the month.

<sup>2</sup> Statutes limit participation to no more than 30 hours per week.

<sup>3</sup> Statutes limit participation to no more than ten hours per week.

In June 2004, three-fourths of participants in community service jobs were assigned to 1 to 20 hours per week of work experience, and approximately one-fifth were assigned to no work experience. In that month, agencies assigned 22.3 percent of these participants to 30 or fewer hours per week of total services. Although W-2 agencies assigned participants to fewer hours of work experience in June 2004 than in June 1998, they assigned them to more hours of personal development activities, which participants can typically complete at home.



It is unclear why W-2 agencies have assigned participants in community service jobs to fewer hours of work per week in recent years. Although participants' education levels have increased, agencies have indicated that a number of participants lack the basic writing and mathematical skills needed for many jobs. In addition, three agencies we visited told us they have had difficulty finding enough community service jobs for participants.

Section 49.147(5)(bs), Wis. Stats., states that W-2 agencies shall require participants in transitional placements to be engaged for up to 28 hours per week in program activities such as alcohol and other drug abuse evaluations, assessments, and treatment programs; mental health activities; counseling and physical rehabilitation; and other activities consistent with their capabilities. These participants may also be assigned to education and training activities for up to 12 hours per week. DWD's administrative rules allow participants to exceed the 12-hour maximum in limited circumstances, such as to attend technical college courses.

***In June 2004, participants in transitional placements were assigned to an average of 34.2 hours per week of program services.***

We were unable to determine the extent to which W-2 agencies assigned participants in transitional placements to 28 hours of the specified activities, because the available data were not sufficiently detailed. As shown in Table 38, the average number of hours to which participants in transitional placements were assigned to education and training services increased from 12.3 per week in June 1998 to 13.2 per week in June 2004. All program services to which participants were assigned increased from an average of 32.8 hours per week in June 1998 to 34.2 hours per week in June 2004.

Table 38

**Average Number of Weekly Hours of Program Services Assigned to Participants in Transitional Placements<sup>1</sup>**

Type of Program Service	Average Number of Hours per Week in June 1998 (1,654 participants)	Average Number of Hours per Week in June 2004 (4,058 participants)
Education and Training <sup>2</sup>	12.3	13.2
All Program Services	32.8	34.2

<sup>1</sup> Based on the first full week of the month.

<sup>2</sup> Statutes limit participation to no more than 12 hours per week.

**☑ Recommendation**

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*We recommend the Department of Workforce Development report to the Joint Legislative Audit Committee by October 1, 2005, on the actions it has taken to ensure W-2 participants in community service jobs and transitional placements are assigned to appropriate types and hours of activities.*

**Payment Errors**

In making monthly cash payments to participants in subsidized placements, W-2 agencies may incorrectly calculate the amounts owed. We reviewed the extent to which two types of payment errors have occurred in recent years.

**Custodial Parents of Infants**

***Payments to custodial parents of infants are not always limited to 12 weeks, as required by law.***

As noted, statutes require W-2 agencies to provide a custodial parent of an infant with a monthly cash grant of \$673 until the infant is 12 weeks old. From September 1997 through June 2004, we found that 2,664 custodial parent of infant placements were open for longer than 12 weeks each, which is not permitted by statutes. Approximately one-half of these placements were open for only an extra 1 to 10 days, but 262 (9.8 percent) were open for more than 60 days longer than allowed under the law. While 1,393 of the 2,664 participants were subsequently moved to other subsidized placements and continued to receive cash benefits, the other 1,271 participants did not receive cash benefits after their custodial parent of infant placements ended. As shown in Table 39, failure to comply with the 12-week statutory limit resulted in approximately \$645,000 in excess payments made to the 1,271 participants who were subsequently moved to unsubsidized placements, and it delayed the imposition of work requirements for the 1,393 who continued to receive cash benefits.

Table 39

**Excess Payments Made to Participants in Custodial Parent of Infant Placements**  
September 1997 through June 2004

Year	Number	Excess Payments to Participants
1997 <sup>1</sup>	174	\$183,506
1998	234	133,063
1999	125	41,291
2000	143	53,226
2001	194	84,461
2002	191	82,522
2003	166	50,122
2004 <sup>2</sup>	44	17,148
<b>Total</b>	<b>1,271</b>	<b>\$645,339</b>

<sup>1</sup> September through December 1997.

<sup>2</sup> January through June 2004.

***We estimate that excess payments totaled \$1.3 million to approximately 2,500 custodial parents of infants.***

The electronic case files did not contain complete information for an additional 17,421 cases involving custodial parents of infants, which prevented us from determining the precise extent to which all cases exceeded 12 weeks. However, if all placements were open for the same average time as placements for which complete information was available, we estimate that excess payments would total \$1.3 million to approximately 2,500 custodial parents of infants. In addition, the imposition of work requirements, which many believe to be a fundamental part of the program, was delayed for approximately 2,700 participants who subsequently moved into other subsidized placements.

In a September 2001 letter to the Joint Audit Committee, DWD stated that although some custodial parent of infant placements had been open for longer than 12 weeks in the early years of W-2, errors had not been frequent and were not occurring at all in 2001. However, we found 316 cases open for longer than 12 weeks in 2001, 335 in 2002, and 291 in 2003. In 2001, DWD considered requiring the electronic case files to automatically close such placements after 12 weeks to prevent cash grants from being issued beyond that time, but this did not occur.

The Governor's proposal for the 2005-07 Biennial Budget would extend the time limit for participation in a custodial parent of infant placement from 12 weeks to 26 weeks, and would require that individuals participate in program services after the first 12 weeks. This proposal would allow parents to remain at home longer and care for their children, thereby decreasing the amount of subsidized child care provided to participants. It is estimated that this proposal would save \$2.3 million over the 2005-07 biennium.

Currently, pregnant women with no other children are eligible to receive case management services but not to participate in subsidized positions. The Governor's proposal for the 2005-07 Biennial Budget would allow single pregnant women who do not have children, are in their third trimester of an at-risk pregnancy, and meet W-2's other eligibility criteria to obtain \$673 in cash benefits per month. It is estimated that this provision would cost \$2.1 million over the 2005-07 biennium.

As the Legislature decides whether changes to the custodial parent of infant placement should be made, DWD needs to take steps to ensure such placements do not exceed the statutorily required 12-week limit, particularly given the increase in the number of such placements in recent years.

#### Recommendation

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*We recommend the Department of Workforce Development report to the Joint Legislative Audit Committee by October 1, 2005, on how it plans to change the W-2 program's computerized management system so that custodial parent of infant placements automatically end at the appropriate time.*

### **Program Placement Changes**

***W-2 agencies overpaid participants approximately \$1.9 million because of improperly handled placement changes.***

When a participant moves from a subsidized to an unsubsidized placement, or vice versa, a W-2 agency must process the change using a specific procedure to correctly calculate the cash benefit during the month affected by it. We analyzed a statistically significant sample of 700 cases from January 2000 through February 2004 in which a placement change could have resulted in overpayment, and we estimate that W-2 agencies made approximately \$1.9 million in excess payments statewide. Milwaukee County agencies accounted for approximately 94.2 percent of this amount. The \$1.9 million includes only overpayments resulting from agencies' failure to correctly process placement changes. It does not include overpayments that could have resulted from other types of errors.

In contrast, failure to correctly process placement changes could also result in participants not receiving a portion of the cash benefits to which they are entitled. We attempted to estimate the extent to which this occurred, but a lack of information prevented us from doing so.

### Recommendation

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*We recommend the Department of Workforce Development take steps to ensure W-2 agencies correctly pay participants, and exercise contractual provisions that allow it to impose monetary penalties on W-2 agencies that consistently make payment errors.*

## Job Access Loans

Section 49.147(6)(a), Wis. Stats., states that a participant is eligible to receive a job access loan from an agency if the participant:

- needs the loan to address an immediate and discrete financial crisis;
- needs the loan to obtain or continue employment, including for the repair or purchase of a vehicle needed for employment;
- has not defaulted on repaying a prior job access loan; and
- is not a migrant worker.

DWD's administrative rules state that a W-2 agency shall issue an eligible participant a job access loan of no more than \$1,600 in a 12-month period, and that the average of all loans issued by an agency in a 12-month period shall not exceed \$800. Participants must repay loans, with funds or by providing in-kind services, within 12 months unless the agency grants an extension, which is limited to 12 months. If a participant does not repay the loan, DWD may collect the amount owed from a participant's state income tax refund and pursue other legal means of forcing repayment.

***Approval rates for job access loans varied widely among W-2 agencies.***

We compared job access loan applications and expenditures among the 13 W-2 agencies that served an average of at least 100 participants per month during the 2002-2003 contract period. According to available records, most of these loans financed the purchase of used automobiles or paid for automobile repairs. As shown in Table 40, the rate at which W-2 agencies in Milwaukee County approved participants' applications for job access loans ranged from

27.4 percent for UMOS (Region 5) to 94.6 percent for OIC-GM (Region 3). Approval rates elsewhere in the state were generally higher than in Milwaukee County. Marathon County, as well as 15 other W-2 agencies statewide, reported receiving no job access loan applications from participants. Appendix 14 provides job access loan information for each W-2 agency during the 2002-2003 contract period.

Table 40

**Job Access Loans, by W-2 Agency**  
2002-2003 Contract Period

W-2 Agency	Number of Applications	Percentage of Applications Approved	Total Job Access Loan Expenditures	Average Per-Participant Job Access Loan
<b>Milwaukee County</b>				
YW Works (Region 1)	165	69.1%	\$104,615	\$ 918
UMOS (Region 2)	176	75.6	104,893	789
OIC-GM (Region 3)	129	94.6	136,904	1,122
YW Works (Region 4)	151	52.3	72,805	922
UMOS (Region 5)	237	27.4	55,030	847
Maximus (Region 6)	651	38.1	159,830	644
<b>Balance of State</b>				
Brown County	23	100.0	16,388	713
Dane County	45	97.8	26,579	604
Kenosha County	71	95.8	77,520	1,140
Marathon County	0	0.0	0	0
Outagamie County	8	75.0	3,528	588
Racine County	7	71.4	2,152	430
Rock County	19	94.7	7,448	414
Waukesha County <sup>1</sup>	14	92.9	14,330	1,102
Wood County	28	96.4	15,757	584
Statewide	2,003	61.4	976,957	794

<sup>1</sup> ACS State and Local Solutions provided W-2 services in Waukesha County.

***DWD could make it easier for W-2 agencies to comply with job access loan requirements.***

Some W-2 agencies have indicated that it is time-consuming to calculate ongoing average job access loan amounts to ensure the average disbursement during any 12-month period does not exceed \$800. DWD could make it easier for agencies to comply with job access loan requirements by, for example, eliminating the administrative rule regarding \$800 average loan amounts and replacing it with provisions that restrict agencies from disbursing any job access loans over a given amount, such as \$1,200. This would also likely reduce agencies' administrative costs.

#### **☑ Recommendation**

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*We recommend the Department of Workforce Development report to the Joint Legislative Audit Committee by October 1, 2005, on its suggestions for modifying administrative rule provisions that pertain to job access loans.*

### **Additional Monitoring Procedures**

In addition to its financial monitoring program, which began in 2002 and is a technical assistance effort to help contractors, DWD implemented a new monitoring plan in June 2004 to determine whether W-2 agencies are complying with selected contract requirements and are operating effectively and consistently. Under the plan, DWD monitors agencies' case management practices, their progress toward meeting contract performance standards, financial management practices, administrative expenditures, and participant complaints.

In April 2004, DWD began reviewing the information reported by W-2 agencies on participants who had completed a degree or certificate—such as a general educational development certificate, high school equivalency diploma, or technical college training—to determine whether the information supported the agencies' claims. The percentage of participants who complete these activities is one of the performance standards in the current W-2 contracts.

***W-2 agencies do not always report accurate information about participants' educational achievements.***

DWD reviewed electronic case records for all 365 participants W-2 agencies claimed had obtained a degree or certificate from January through March 2004. It found that the records for 243 participants (66.6 percent) indicated the participants may not have obtained degrees or certificates. Two problems were identified:

- First, the electronic records in some instances contradicted the claims of W-2 agencies. For example, some cases were closed before the participants obtained degrees or certificates. In

other instances, agencies claimed credit for degrees or certificates that had actually been awarded under the prior contract period, or for participants who had completed only a portion of the work necessary to obtain a degree or certificate.

- Second, some electronic records contained insufficient information to determine whether a participant had actually earned a degree or certificate.

The information from DWD's review did not allow us to determine how many instances likely resulted from errors made by W-2 agencies, as opposed to a lack of supporting documentation.

Although W-2 agencies are required to enter all important information, including the completion of degrees or certificates, into participants' electronic case files, the agencies contend their paper case files contain additional information confirming that some of the participants identified by DWD did, in fact, obtain degrees or certificates. DWD does not plan to review the paper files.

***DWD needs accurate electronic records for effective program management.***

It is not practical for DWD to oversee W-2 agency operations if it must rely on paper files. Rather, DWD needs accurate electronic records for effective program management. It relies on these records to determine whether agencies have achieved performance standards, which are used to determine whether agencies will have the right of first selection on future W-2 contracts, or whether they must compete with other bidders to earn the right to continue to administer the program.

**Recommendation**

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*We recommend the Department of Workforce Development emphasize the need for W-2 agencies to enter complete and accurate participant information into electronic case files and execute, when necessary, contractual provisions that allow monetary penalties or the denial of the right of first selection to a W-2 agency that fails to satisfactorily perform its responsibilities.*



## Barriers to Employment

***The barrier screening tool is intended to identify participants' potential barriers to employment.***

In our 2001 evaluation (report 01-7), we recommended that DWD collect and review more complete data about the type and severity of barriers to employment faced by W-2 participants, such as learning disabilities and medical conditions. In May 2003, DWD implemented a "barrier screening tool," which is a list of questions that W-2 agencies ask a participant in order to identify potential barriers that may prevent the completion of basic employment tasks. DWD requires agencies to offer the tool within 30 days to all new participants assigned to a subsidized placement and to those determined to be job-ready. However, participants are allowed to decline use of the screening tool. If the screening tool indicates a participant has a potential barrier, DWD requires an agency to refer the participant to a physician or other qualified provider for a formal assessment of whether a barrier exists and the severity of the barrier.

***Only 43.5 percent of participants completed the barrier screening tool from May 2003 through June 2004.***

From May 2003 through June 2004, 8,742 of 20,106 participants, or 43.5 percent, completed barrier screening with DWD's tool, according to data provided by the agency. Some participants declined the voluntary screenings. Nevertheless, the percentage completed raises concerns about the extent to which agencies explained the tool's benefits and encouraged participants to be screened.

As shown in Table 41, the percentage of participants who completed screening varied significantly among the W-2 agencies that served 150 or more participants from May 2003 through June 2004. Completion rates in Milwaukee County ranged from 54.9 percent in Region 3 (OIC-GM) to 32.7 percent in Region 5 (Maximus), while rates in balance of state agencies ranged from 87.3 percent in Rock County to 19.9 percent in Dane County. Moreover, we found that completion rates for the barrier screening tool varied considerably among staff within a single agency.

Table 41

**Barrier Screening Rates for Selected W-2 Agencies<sup>1</sup>**  
 May 2003 through June 2004

W-2 Agency	Number of Participants Offered Screenings	Number of Screenings Completed	Percentage Screened
<b>Milwaukee County<sup>2</sup></b>			
Region 3 (OIC-GM)	3,010	1,653	54.9%
Region 1 (OIC-GM)	1,533	804	52.4
Region 2 (UMOS)	2,105	1,045	49.6
Region 4 (OIC-GM)	2,531	928	36.7
Region 6 (Maximus)	2,818	934	33.1
Region 5 (Maximus)	3,666	1,198	32.7
<b>Balance of State</b>			
Rock County	332	290	87.3
Wood County	83	68	81.9
Waukesha County <sup>3</sup>	167	127	76.0
Marathon County	105	69	65.7
Fond du Lac County	118	76	64.4
Winnebago County	97	51	52.6
Racine County	251	100	39.8
Brown County	219	86	39.3
Kenosha County	878	294	33.5
Dane County	764	152	19.9
Statewide	20,106	8,742	43.5

<sup>1</sup> Includes agencies with 150 or more participants from May 2003 through June 2004.

<sup>2</sup> In 2003, YW Works administered Regions 1 and 4, and UMOS administered Region 5.

<sup>3</sup> ACS State and Local Solutions provided W-2 services in Waukesha County.

Some variation in completion rates is to be expected because W-2 agencies and individual staff may serve different types of participants. In addition, agencies told us they are often aware of participants' barriers even if the participants do not complete barrier screening with the tool. For example, a participant may have already completed a formal assessment before entering the program, or a participant's barrier may be obvious. Nevertheless, the variation in completion rates indicates that agencies and staff have likely

provided different levels of encouragement to participants to use the screening tool and that agencies may be unaware of some participants' barriers. Indeed, 8 of the 16 agencies we visited do not believe the tool is useful in identifying participants' barriers.

***Participants with potential barriers are not consistently referred for formal assessments.***

We also noted concerns about the frequency with which W-2 agencies subsequently referred participants with potential barriers for formal assessments, as required by DWD. Table 42 shows the number of participants with each type of potential barrier that was identified by the barrier screening tool from May 2003 through June 2004. According to DWD's data, agencies referred approximately 60 percent of these participants for formal assessments, which subsequently confirmed that relatively few participants had barriers.

Table 42

**Barrier Screening Tool Results**  
May 2003 through June 2004

Type of Barrier	Number of Participants with Potential Barriers	Number of Participants Referred for Formal Assessments	Number of Participants with Confirmed Barriers <sup>1</sup>
Trauma	3,421	1,984	6
Medical	2,118	1,337	163
Mental Health	1,492	1,016	543
Learning Disability	1,256	764	91
Domestic Violence	1,016	626	119
Alcohol and Other Drug Abuse	939	552	248
Traumatic Brain Injury	651	399	0

<sup>1</sup> Based on the results of formal assessments.

W-2 agencies may, in fact, have referred additional participants for formal assessment but then neglected to record this information in the participants' electronic case files.

In July 2004, DWD began a formal review of the barrier screening tool that it expects to complete later in 2005. This review is expected to determine:

- why participants decline to use the tool;

- how accurately the tool identifies barriers;
- the extent to which agencies comply with program policies for referring participants for formal assessments;
- whether the formal assessments are appropriate; and
- how information gained from the assessments is applied to participants' employability plans and assigned activities.

#### Recommendation

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*We recommend the Department of Workforce Development report to the Joint Legislative Audit Committee by October 1, 2005, on the results of its review of the barrier screening tool and on its plans to ensure that participants' barriers are appropriately assessed.*

### **Trial Job Wages**

In 2001, we also recommended that DWD:

- begin to collect and analyze data on the wages of all trial job participants;
- ensure those individuals are paid at least the minimum wage; and
- determine the wages paid to all former trial job participants when they first entered unsubsidized employment.

In its April 2001 response to our 2001 report, DWD indicated it would comply with this recommendation. However, it took no action until April 2002, when it decided that the relatively small number of trial job participants made it too costly to collect and analyze these data. Instead, it reviewed the case files for wage information on 37 trial job participants who were in the program from April through June 2002. DWD stopped analyzing wage information after June 2002 because it found no significant concerns with the 37 cases it had reviewed.

***The electronic case files for many trial jobs participants are incomplete.***

We conducted a more thorough analysis of trial job wages by reviewing the electronic case files of 262 W-2 participants who, according to data provided by DWD, had held trial jobs from January 2001 through February 2004. Each participant's case file is supposed to indicate the beginning and end dates of the trial job, the trial job employer, the hourly wage earned, and the number of hours worked per week. If a participant subsequently obtained unsubsidized employment, a case file should indicate the name of the employer and the initial hourly wage, to the extent that the participant provides this information. However, we found that the case files for 26 participants contained no information to indicate that the participants had actually held trial jobs, and the records for the other 236 participants were often incomplete.

From case files with complete employment information, we identified 82 different employers of 163 participants, including child care and preschool service providers, manufacturers, and medical service providers. Participants were most commonly employed as assistant teachers (19 individuals), manufacturing workers (16 individuals), and cashiers (11 individuals). Section 49.148(1)(a), Wis. Stats., requires that trial job participants be paid at least the minimum wage of \$5.15 per hour, and we were able to confirm this was the case for 161 of the 163 participants (98.8 percent).

The case files indicate that only 81 trial jobs participants (34.3 percent) subsequently obtained unsubsidized employment. A total of 152 did not obtain unsubsidized employment, and 3 participants still held trial jobs at the time we reviewed their case files.

***The average trial job wage for 52 participants was \$7.67 per hour.***

Table 43 shows the range of wages earned by 52 individuals for whom information was available. The average trial job wage was \$7.67 per hour, ranging from a low of \$5.35 to a high of \$19.40. The average unsubsidized employment wage was \$7.74 per hour, ranging from a low of \$5.15 to a high of \$19.40. Unsubsidized employment wages for 38 individuals stayed the same as their trial job wages. They increased for 11 individuals and decreased for 3 individuals.

Table 43

**Trial Job and Unsubsidized Wages of Trial Job Participants**  
January 2001 through February 2004

Hourly Wage	Participants in Trial Jobs		Participants in Unsubsidized Employment	
	Number	Percentage	Number	Percentage
\$6.00 or less	4	7.7%	5	9.6%
\$6.01 to \$7.00	17	32.7	13	25.0
\$7.01 to \$8.00	25	48.1	24	46.2
\$8.01 to \$9.00	3	5.8	6	11.6
\$9.01 to \$10.00	1	1.9	2	3.8
\$10.01 to \$11.00	0	0.0	1	1.9
Greater than \$11.00	2	3.8	1	1.9
<b>Total</b>	<b>52</b>	<b>100.0%</b>	<b>52</b>	<b>100.0%</b>

Fifty of the 52 individuals who moved into unsubsidized employment initially worked for the same employers that had provided them with trial jobs. On average, the 52 individuals worked 37 hours per week in their unsubsidized positions.

***None of six other midwestern states we contacted offer placements similar to trial jobs.***

There are a number of reasons why few participants have been placed in trial jobs. The W-2 agencies we visited noted that many employers believe the \$300 monthly wage subsidy they receive for each trial job participant is insufficient, the administrative requirements are too burdensome, and participants are sometimes unqualified for the available jobs. In addition, 7 of the 16 W-2 agencies we visited do not have a strategy to encourage employers to offer trial jobs, in part because they do not believe trial jobs are an effective way to provide work experience to participants. This presumption is supported to some extent by practices in other states. We found that none of the six other midwestern states we contacted offer placements similar to trial jobs.

***The Governor is proposing \$3.1 million for a “trial jobs plus” pilot project for up to 1,000 participants.***

DWD believes that the absence of a viable subsidized wage-paying job tier limits the program’s effectiveness in helping participants obtain unsubsidized employment. As a result, the Governor’s proposal for the 2005-07 Biennial Budget would create a “trial jobs plus” pilot project for up to 1,000 participants in Milwaukee County and two other counties. The project, which would operate from January 2006 through June 2007, would reimburse employers for the monthly costs of participants’ wages, not to exceed the federal minimum wage, for up to 30 hours per week, as well as applicable social security taxes, unemployment insurance contributions, and worker’s compensation premiums. Participants could be in trial jobs plus placements for up to six months, with the opportunity for a three-month extension. The project would cost \$3.1 million.

Regardless of whether the Legislature authorizes the “trial jobs plus” pilot project, DWD needs complete and accurate information in participants’ electronic case files in order to manage the W-2 program effectively and to ensure trial job participants are properly served and are paid the minimum wage.

#### **Recommendation**

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*We recommend the Department of Workforce Development provide W-2 agencies with additional guidance on entering accurate and complete information into the electronic case files of all trial job participants, and monitor the information on a regular basis to ensure its reliability.*

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## Participant Sanctions and Complaint Resolution ■

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If the W-2 program is to be effective in helping participants achieve self-sufficiency through employment, participants need to comply with program requirements, and W-2 agencies need to establish processes to fairly address the concerns of participants who believe that program rules have been applied incorrectly. To evaluate these processes, we examined available data on the sanctions, or fines, that agencies impose when participants receiving cash benefits fail to comply with program requirements, as well as efforts to address participants' complaints. Improved oversight would allow DWD to more effectively monitor these issues, including determining whether inconsistent outcomes across agencies warrant further review.

### Sanctions of Participant Benefits

***Cash benefits are sanctioned if participants miss work or fail to participate in required activities without good cause.***

Participants receiving cash benefits through community service jobs or transitional placements are sanctioned \$5.15 for each hour they miss work or fail to participate in a required activity without good cause. Additional sanctions may be imposed on participants who commit fraud in obtaining benefits or increasing the value of their benefits, or who intentionally violate other program requirements. Trial job participants and custodial parents of infants are not subject to sanctions. Statutes also do not provide for the sanctioning of participants who are in unsubsidized placements and, therefore, not receiving cash benefits. As of June 2004, DWD prohibited the imposition of sanctions on participants who have yet to complete or decline barrier screening.

Unlike surrounding midwestern states, Wisconsin sanctions a participant's benefits based on the hours of assigned activities missed. This method of imposing sanctions was chosen to simulate an actual work setting, where employees are paid only for the hours actually worked. In contrast, for first-time violations of program rules:

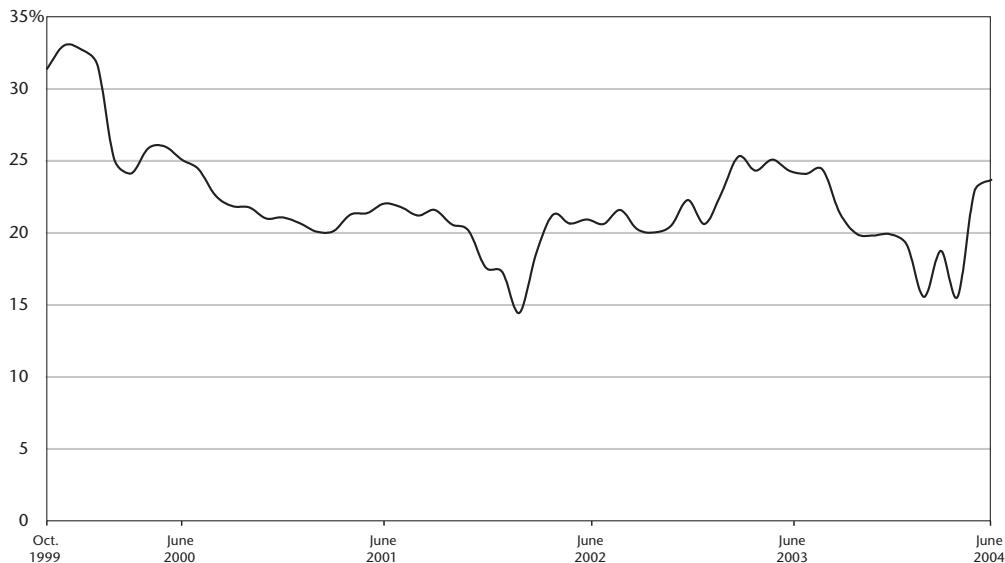
- Minnesota reduces the monthly benefit amount by 10 percent;
- Illinois reduces the monthly benefit amount by 50 percent; and
- Iowa and Ohio impose sanctions equal to the entire monthly benefit.

***The percentage of participants sanctioned has varied from a high of 33.0 percent in November 1999 to a low of 14.4 percent in February 2002.***

From October 1999 through June 2004, W-2 agencies imposed a total of \$30.2 million in sanctions, and every agency sanctioned at least one participant. As shown in Figure 3, the percentage of sanctioned cash benefit participants varied from a high of 33.0 percent (2,204 of 6,680 participants) in November 1999 to a low of 14.4 percent (1,318 of 9,134 participants) in February 2002. In June 2004, 23.7 percent of cash benefit participants (3,021 of 12,761 participants) were sanctioned. The sanction rate has been consistently higher in Milwaukee County than in the balance of the state. Agencies do not keep the amounts that they sanction, but instead return the funds to DWD.

Figure 3

Percentage of Cash Benefit Participants Who Were Sanctioned  
October 1997 through June 2004



We reviewed sanction rates for the 46 agencies that served an average of at least ten cash benefit participants per month from January through June 2004, which is the most recent period for which data were available during the course of our fieldwork. Table 44 shows the seven agencies that sanctioned more than 20 percent of their cash benefit participants during this time period. In contrast, 25 agencies each sanctioned less than 10 percent of their participants. Sanction rates for all 46 agencies are listed in Appendix 15.

Table 44

**W-2 Agencies with the Highest Percentage of Cash Benefit Participants Sanctioned<sup>1</sup>**  
January through June 2004

	Average Number of Participants per Month	Average Number Sanctioned per Month	Percentage of Participants Sanctioned
Milwaukee Region 2 (UMOS)	1,168.5	358.5	30.7%
Milwaukee Region 3 (OIC-GM)	2,102.0	567.7	27.0
Marathon County	74.7	18.0	24.1
Kenosha County	336.5	81.0	24.1
Milwaukee Region 6 (Maximus)	1,449.2	335.5	23.2
Juneau County <sup>2</sup>	12.0	2.7	22.5
Monroe County <sup>2</sup>	31.3	6.3	20.1
Statewide	12,327.5	2,383.0	19.3

<sup>1</sup> Includes agencies that served an average of ten or more cash benefit participants per month during the first six months of 2004.

<sup>2</sup> Workforce Connections, Inc., provided W-2 services in Juneau and Monroe counties.

***Participants in community service jobs are sanctioned more frequently than those in transitional placements.***

Participants in community service jobs were sanctioned at higher rates than those in transitional placements. From January through June 2004, 31.2 percent of participants in community service jobs statewide were sanctioned, compared to 9.8 percent of participants in transitional placements. The relatively high sanction rates at some Milwaukee County agencies resulted, in part, from the many agency participants with community service jobs.

Higher percentages of participants' cash benefits were sanctioned by W-2 agencies in Milwaukee County from March through December 2000 than from January through June 2004. For example:

- Maximus sanctioned 58.9 percent of participants' benefits in the earlier period, when it administered the program in one region. From January through June 2004, Maximus sanctioned 23.2 percent of participants' benefits in Region 5 and 28.9 percent in Region 6.
- UMOS sanctioned 54.4 percent of participants' benefits from March through December 2000, and 28.3 percent from January through June 2004. UMOS administered one region during both time periods.
- OIC-GM sanctioned 51.7 percent of participants' benefits from March through December 2000, when it administered the program in one region. From January through June 2004, it sanctioned 32.0 percent of participants' benefits in Region 1, 35.1 percent in Region 3, and 33.8 percent in Region 4.

Appendix 15 lists the percentage of benefits sanctioned by each of the 46 agencies that served an average of ten or more cash benefit participants per month from January through June 2004.

### **Inappropriate Sanctions**

***DWD has implemented procedures to reduce the number of inappropriate sanctions.***

Statutes state that participants can be sanctioned only for missed work or training during the portion of the month when they are assigned to these activities as part of community service jobs or transitional placements. Following our 2001 evaluation, DWD determined that inappropriate sanctions most often occurred when custodial parents of infants or participants receiving only case management services were also in community service jobs or transitional placements during the same month. DWD subsequently implemented procedures by which agencies review potentially inappropriate sanctions and issue corrective payments when necessary. It also changed the program's computer system to reduce the possibility of inappropriate sanctions.

In our December 2002 progress review, we found that W-2 agencies had reviewed only 36.1 percent of cases from April 2001 through June 2002 with potentially inappropriate sanctions and had not

consistently identified participants who had been inappropriately sanctioned. DWD subsequently provided training to the agencies that had imposed the largest number of inappropriate sanctions and modified its W-2 contracts so that, beginning in 2004, failure to correct an inappropriate sanction in a timely manner can result in an agency penalty of up to \$5,000. Through October 2004, DWD had not imposed any monetary penalties on agencies for imposing inappropriate sanctions.

As part of this evaluation, we reviewed cases of potentially inappropriate sanctions issued from July 2002 through December 2003. During that period, DWD identified 470 instances of potentially inappropriate sanctions statewide, and W-2 agencies reviewed these cases to determine whether inappropriate sanctions had, in fact, been imposed. The agencies determined that the sanction amounts had been calculated correctly in 195 cases and incorrectly in 275 cases. As a result, 23 agencies issued corrective payments totaling \$22,482 for the 275 cases in which participants were identified as having been sanctioned inappropriately. Milwaukee County agencies accounted for 219 of the 275 cases, or 79.6 percent of the total.

We reviewed all 195 cases for which the W-2 agencies determined that participants had been sanctioned appropriately. As shown in Table 45, corrective payments were not required in 121 cases, but 26 cases required corrective payments averaging \$74 each. The accuracy of sanctions could not be determined in 48 cases because of incomplete or contradictory information in the case files.

Table 45

**Accuracy of Sanctions W-2 Agencies Had Determined to Be Appropriate**  
July 2002 through December 2003

	Number	Percentage
No Corrective Payment Required	121	62.1%
Corrective Payment Required	26	13.3
Unknown	48	24.6
<b>Total</b>	<b>195</b>	<b>100.0%</b>

OIC-GM accounted for 19 of the 26 cases in which corrective payments were owed; UMOS accounted for 4; and YW Works, Monroe County, and Oneida County each accounted for 1. DWD concurred with our findings and notified the W-2 agencies of these errors. The agencies subsequently issued corrective payments for 24 cases. In one case, the participant could not be located. No corrective payment was issued by OIC-GM in one other case because the W-2 agency disagreed with our findings.

We also randomly selected and reviewed 50 of the 275 cases for which the W-2 agencies determined that an inappropriate sanction had occurred and issued a corrective payment. In all 50 cases, we confirmed the W-2 agencies' judgments that inappropriate sanctions had been imposed. However, we found that the agencies had not always issued accurate corrective payments. Documentation in the electronic case files was complete for 48 cases, for which we found that the corrective payments issued by W-2 agencies were:

- correct in 36 cases;
- higher than the correct amount owed in 11 cases, by an average of \$247 per case; and
- \$35 lower than the correct amount owed in 1 case.

In most of the 11 cases in which participants were overpaid, W-2 agencies did not correctly calculate the original benefit payment when the participant changed from a subsidized to an unsubsidized placement.

## Other Penalties

***Statutory penalties exist for positive drug tests and noncompliance with Learnfare and W-2 program requirements.***

In addition to sanctioning cash benefits for nonparticipation, three other statutory penalties exist for participants who:

- fail a required drug test;
- do not comply with Learnfare program requirements; or
- refuse to cooperate with W-2 program requirements.

First, s. 49.148(4), Wis. Stats., provides that any participant who has had a drug-related felony conviction within the past five years must take a drug test as a condition of eligibility for placement in community service jobs or transitional placements. If the test is

positive, statutes require the participant's cash benefit to be reduced by not more than 15 percent for at least 12 months or the participant's remaining time in a community service job or transitional placement. From September 1999 through June 2004, seven agencies imposed 40 drug sanctions totaling \$2,391 on 11 participants. DWD has not monitored agencies' use of these sanctions.

***No Learnfare sanctions were imposed in 2003 or 2004.***

Second, s. 49.26(1)(gm)2, Wis. Stats., establishes W-2 sanctions for participants in the Learnfare program, which is intended to encourage school attendance. W-2 participants whose children are not enrolled in school and who do not cooperate with Learnfare case management staff without good cause may be subject to sanctions of \$50 per month per child. From September 1999 through June 2004, seven agencies imposed 144 Learnfare sanctions totaling \$11,617 on 121 participants: 124 of the 144 sanctions were imposed in 2001, and none were imposed in either 2003 or 2004. Maximus imposed 129 of the 144 sanctions, or 89.6 percent. DWD has only recently begun to review W-2 agencies' use of Learnfare sanctions.

Finally, W-2 agencies may impose a "strike" against a participant who refuses to participate in a community service job or transitional placement. A strike is a formal warning of the consequences of nonparticipation. No penalty is imposed for the first two strikes, but a participant who accumulates three strikes in a program placement becomes permanently ineligible to participate in that placement. Actions that may be considered a refusal to participate include failing to appear for an interview, voluntarily leaving employment, or refusing to accept an employment offer.

***W-2 agencies seldom impose strikes on program participants.***

Based on our interviews with W-2 agencies and a review of available data, we found that strikes are seldom imposed on program participants. Of the 16 agencies we visited, only Dane County reported that it routinely imposes strikes. Ten agencies reported they impose strikes occasionally or rarely, and five (including all three in Milwaukee County) reported never imposing them. The circumstances under which agencies impose strikes vary.

W-2 agencies indicated that strikes are imposed infrequently because there are no consequences associated with first and second strikes, and some agencies believe that making a participant permanently ineligible for a given placement after a third strike is too severe. To date, DWD has not monitored agencies' use of strikes.

The Legislature established the statutory provisions regarding drug sanctions, Learnfare program sanctions, and strikes to help ensure W-2 funds are spent effectively. W-2 agencies' infrequent and inconsistent use of these penalty options raises equity and

compliance concerns. In addition, the lack of penalties associated with the first and second strikes, and the severe penalty associated with the third strike, may reduce the effectiveness of strikes.

#### Recommendation

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*We recommend the Department of Workforce Development either instruct W-2 agencies to comply with the statutory provisions relating to the imposition of drug sanctions, Learnfare program sanctions, and W-2 program strikes, or recommend statutory changes to the Legislature to eliminate or modify these provisions.*

### **Resolution of Participant Complaints**

***W-2 agencies issue findings of fact in response to participant complaints.***

Section 49.152, Wis. Stats., allows program participants and applicants, if they believe they have been treated unfairly, to request that W-2 agencies review their eligibility and benefit decisions, including application denials, employment placements, benefit reductions, and case closures. These reviews occur through a fact-finding process conducted by W-2 agencies or by independent parties with whom agencies contract. Participants or agencies may appeal fact-finding decisions to DWD, which has delegated its authority to decide appeals to the Department of Administration's Division of Hearings and Appeals.

Our April 2001 evaluation analyzed fact-finding requests that were made through September 2000. We subsequently analyzed all requests that were made from January 2001 through December 2003, the most recent month for which information was available during our fieldwork. During this three-year period, participants made 2,858 fact-finding requests, some for multiple reasons. As shown in Table 46, the most frequent reason for fact-finding requests was related to employment position, a category that includes participant sanctions, case terminations, application denials, and decisions about whether to put participants in W-2 placements that provide cash benefits.



Table 46

**Reasons for Fact-Finding Requests  
2001 through 2003**

	Number
Employment Position	2,226
Child Care <sup>1</sup>	386
Emergency Assistance	176
Extension of Benefits Denied	161
Job Access Loan	57
Other <sup>2</sup>	79
<b>Total</b>	<b>3,085</b>

- <sup>1</sup> Includes individuals who were not in the W-2 program but who received child care subsidies. As of November 2003, dispute resolution for these cases is conducted through a fair hearing process, rather than through the fact-finding process.
- <sup>2</sup> Includes requests related to child support and the Food Stamp Employment and Training program, as well as requests for which no reason was provided.

***Almost 84 percent of fact-finding requests were made by Milwaukee County participants.***

From 2001 through 2003, Milwaukee County agencies received 2,393 (83.7 percent) of the 2,858 fact-finding requests. Agencies in six other counties accounted for almost two-thirds of the balance of state requests: Kenosha (86 requests), Racine (64 requests), Brown (52 requests), Rock (37 requests), Dane (36 requests), and Winnebago (32 requests).

A fact-finding request can be disposed of before a hearing. It is denied if a participant does not make the request within 45 days of the disputed agency decision, as stipulated by statutes, and it is considered to be abandoned if a participant does not attend the hearing and does not present a good cause for the absence. In addition, a request can be withdrawn by a participant or resolved to a participant's satisfaction by a W-2 agency.

***Outcomes of fact-finding requests varied between Milwaukee County and the balance of the state.***

We found that outcomes of fact-finding requests varied among agencies. As shown in Table 47, 49.4 percent of fact-finding requests in Milwaukee County were disposed of before a hearing, compared to 27.5 percent in the balance of the state. While Milwaukee County agencies were somewhat more likely to find in the agency's favor than in the participant's, agencies outside of Milwaukee County were substantially more likely to do so.

Table 47

**Disposition of Fact-Finding Requests  
2001 through 2003**

	Milwaukee County		Balance of State	
	Number	Percentage	Number	Percentage
<b>Disposed of Before the Hearing</b>				
Withdrawn by Participant <sup>1</sup>	564	23.6%	47	10.1%
Abandoned by Participant	380	15.9	65	13.9
Resolved by Agency	195	8.1	10	2.2
Denied by Agency	42	1.8	6	1.3
<b>Subtotal</b>	<b>1,181</b>	<b>49.4</b>	<b>128</b>	<b>27.5</b>
<b>W-2 Agency Decision at Hearing</b>				
In Favor of the Agency	577	24.1	270	58.1
In Favor of the Participant	496	20.7	53	11.4
Split, Joint, or Conditional Decision	139	5.8	14	3.0
<b>Subtotal</b>	<b>1,212</b>	<b>50.6</b>	<b>337</b>	<b>72.5</b>
<b>Total</b>	<b>2,393</b>	<b>100.0%</b>	<b>465</b>	<b>100.0%</b>

<sup>1</sup> May include an unknown number of cases that were resolved in favor of the participant.

***Outcomes of fact-finding requests differed considerably among W-2 agencies in Milwaukee County.***

There were also considerable differences among Milwaukee County agencies in the disposition of fact-finding requests from 2001 through 2003. The percentage of cases disposed of before hearings ranged from 16.0 percent at OIC-GM to 73.1 percent at ESI. Hearing decisions in favor of the agency ranged from 12.1 percent at Maximus to 41.8 percent at OIC-GM. The available information did not allow us to determine the reasons for these differences.

Wisconsin is unusual in using an agency-level review process to resolve participant complaints. Other states' TANF programs have typically retained the fair hearing process that had been used in the former AFDC program and that is still used for the Food Stamp, Medical Assistance, and child care programs. In Wisconsin, the Department of Administration's Division of Hearings and Appeals conducts fair hearings for these programs.

Various legislative proposals have been made in recent years to replace the W-2 fact-finding process with fair hearings. In addition,

many advocates favor the restoration of fair hearings because they believe that fact finders are not always objective. Of the 16 W-2 agencies we visited, 7 favored restoring fair hearings, 7 favored keeping the fact-finding process, and 2 had no preference.

### Oversight Issues

***DWD needs to improve its oversight of fact-finding outcomes.***

DWD requires W-2 agencies to submit monthly fact-finding reports that list the reasons for fact-finding requests, hearing dates, and outcomes. We identified several factors that limit the usefulness of these reports for program monitoring. First, the reports are submitted on paper, and some of the reported information had not been entered into DWD's electronic spreadsheet at the time of our fieldwork. Without complete information, it is difficult for DWD to review fact-finding results, identify trends, and act in a timely manner.

Second, DWD requires W-2 agencies to report the reasons for fact-finding requests in broad categories, but some agencies use subcategories that more precisely identify the reasons for the fact-finding requests and provide the level of information needed for detailed analysis.

Third, it is difficult to accurately analyze the extent to which complaints are disposed of before hearings are held, because W-2 agencies do not consistently report on pre-hearing dispositions. As a result, we were unable to determine whether pre-hearing dispositions favored the agencies or participants. Improved monitoring of fact-finding outcomes could help determine the reasons for the variation in outcomes across agencies.

### Recommendation

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*We recommend the Department of Workforce Development require W-2 agencies to:*

- *submit monthly fact-finding reports in a uniform, electronic format;*
- *use identical, detailed subcategories, to be specified by the Department of Workforce Development, when reporting the reasons for fact-finding hearings; and*
- *consistently report on pre-hearing dispositions.*

DWD policy requires W-2 agencies to offer a fact-finding review within eight working days of receiving a request, and the decision must be issued within five working days after the review is conducted. However, decisions are not always made that quickly. From 2001 through 2003, 93.5 percent were completed in less than one month. Participants and their legal representatives sometimes requested delays in the process, but we were unable to determine how often this occurred.

If a fact-finding review is decided in favor of the participant, DWD requires a W-2 agency to comply with the decision within ten calendar days and to note the compliance date on the monthly fact-finding report. We were unable to determine the W-2 agencies' compliance with DWD policy because the agencies did not report the date of compliance for 27.1 percent of the decisions made from 2001 through 2003. For the 72.9 percent of cases for which a compliance date was reported, agencies complied with 83.6 percent of decisions within ten calendar days.

#### Recommendation

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*We recommend the Department of Workforce Development ensure agencies comply with fact-finding decisions within ten days and record the compliance dates on the W-2 agencies' monthly fact-finding reports.*

### Appeals Process

***From 2001 through 2003, 158 of 2,858 fact-finding decisions were appealed.***

Statutes permit appeal of a W-2 agency's fact-finding decision when an applicant or participant petitions within 21 days of the date the decision is mailed. From 2001 through 2003, participants appealed 158 of 2,858 fact-finding decisions (5.5 percent) to the Division of Hearings and Appeals. The most common reasons for participants' appeals involved:

- agency attempts to recover benefit overpayments (38 cases);
- sanctions of participant benefits and strikes (22 cases);
- timeliness of fact-finding and appeal requests, notices, and hearings (19 cases); and
- disputes about placement of participants in W-2 employment positions (14 cases).

At W-2 agencies that issued at least five fact-finding decisions, 4.7 percent of the decisions were appealed from 2001 through 2003, which represents a decline from the 14.1 percent appealed from May 1999 through September 2000. The decline may suggest that participants are more satisfied with fact-finding decisions. Appeal rates in Milwaukee County agencies were less than 5 percent. Outside Milwaukee County, the rate for agencies that had five or more fact-finding decisions was 10.3 percent. Appendix 16 provides information on agencies that issued five or more fact-finding decisions from 2001 through 2003.

***From 2001 through 2003, 45.6 percent of appeals were decided in favor of participants.***

As shown in Table 48, 50.6 percent of appeals were resolved in favor of the agency, while 45.6 percent were decided in favor of the participant. Decisions in Milwaukee County were evenly split between the agency and the participant, while decisions in the balance of the state were more likely to favor the agency than the participant. Compared to the period from September 1997 through December 2000, the percentage of appeals resolved in the participant’s favor has declined from 69.9 percent, and the difference between Milwaukee County and the balance of the state has narrowed considerably. These changes may suggest that agencies, particularly in Milwaukee County, are more often making correct decisions during the fact-finding reviews.

Table 48

**Decisions Issued by the Division of Hearings and Appeals  
2001 through 2003**

Disposition of Appeal	Number	Percentage
Ruling in Favor of the W-2 Agency	80	50.6%
Ruling in Favor of the Participant	72	45.6
Split Ruling	5	3.2
Resolved	1	0.6
<b>Total</b>	<b>158</b>	<b>100.0%</b>

**Differences in Sanction Rates**

Concerns have been raised about the possibility that W-2 participants are treated differently in the sanctions and complaint resolution processes based on their race. In February 2002, the National Association for the Advancement of Colored People and the American Civil Liberties Union of Wisconsin requested that the

federal Office of Civil Rights investigate disparities in the imposition of sanctions. This investigation remains ongoing.

***Sanctioning rates varied by racial group from January through June 2004.***

We examined sanctioning rates across racial groups during the first six months of 2004, the most recent period for which information was available, and updated information from a December 2002 letter we released on this issue. As shown in Table 49, sanctioning rates varied by racial group, with wider variation in the balance of the state than in Milwaukee County. In December 2004, DWD completed a study that determined participants of different racial groups are sanctioned at different rates.

Table 49

**Sanctioning Rates by Race**  
January through June 2004

Race/Ethnicity	Milwaukee County Agencies		Selected Balance of State Agencies <sup>1</sup>	
	Average Number of Participants per Month	Percentage of Participants Sanctioned	Average Number of Participants per Month	Percentage of Participants Sanctioned
African American	7,904.3	20.8%	531.2	25.3%
White	1,062.5	18.6	663.3	12.6
Hispanic/Latino	1,033.5	25.6	90.2	17.2
Asian	108.5	9.7	25.7	9.7
American Indian	68.2	26.9	17.0	12.7
Multi-racial	22.8	26.3	20.3	18.0
Native Hawaiian/ Pacific Islander	22.2	13.5	2.5	0.0
Unknown	168.8	25.0	8.0	20.8
<b>Total</b>	<b>10,390.8</b>	<b>21.0</b>	<b>1,358.2</b>	<b>17.9</b>

<sup>1</sup> Includes agencies that served an average of 20 or more African American participants per month: Brown, Dane, Kenosha, Racine, Rock, and Waukesha county agencies.

**☑ Recommendation**

*We recommend the Department of Workforce Development report to the Joint Legislative Audit Committee by October 1, 2005, on the actions it plans to take in response to its December 2004 study that found different racial groups are sanctioned at different rates.*



## Future Considerations ■

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Since W-2 was implemented statewide in September 1997, it has successfully helped some participants obtain unsubsidized employment. However, the program has also faced challenges over time, including shifts in focus that have caused confusion among W-2 agencies and others, a potential funding shortfall during the current contract period, and contract management issues. As DWD prepares for the next two-year contract period, which will begin in January 2006, it will be especially important to address new and ongoing concerns related to the program's purpose, funding, and oversight and management.

### Changes in Program Philosophy

***DWD recently stated it was refocusing the program to emphasize job placement.***

A number of legislators and W-2 agencies have recently raised concerns about perceived changes to the W-2 program's objectives and focus. Some are confused about recent public statements DWD made regarding its efforts to refocus the program on job placement, when the program's principal statutory goal has always been employment.

Originally, the program's principles, as stated in policy manuals, requests for proposals, contracts, and other written guidance, emphasized the work requirements of W-2, noting that:

- "for those who can work, only work should pay;"

- “W-2 assumes everybody is able to work, or if not, at least capable of making a contribution to society through work activity;” and
- “the W-2 system provides only as much service as an eligible individual asks for or needs. Many individuals do much better with just a ‘light touch.’”

However, some believe that during the first several months of program implementation, the concept of “light touch” was inappropriately applied to federal entitlement programs by some W-2 agencies, and this contributed to declines in Food Stamp and Medical Assistance program caseloads beginning in the last several months of 1997. In response, DWD undertook additional training efforts beginning in 1998, but it was not until mid-2002 that it formally changed the “light touch” approach to one that emphasized giving applicants information about the range of program services available beyond W-2 and allowing them to make a more informed choice about whether to pursue those services.

***A number of W-2 agencies believe the program’s objectives have shifted over time.***

In May 2003, DWD indicated that W-2 should be participant-friendly. However, a number of the W-2 agencies we visited in the 2004-2005 contract period now believe that the program’s emphasis has shifted from providing services to participants to quickly moving as many participants as possible into unsubsidized employment positions. As noted, subsidized caseloads declined 15.9 percent from June 2004 to January 2005.

It can be expected that there will be differences of opinion on W-2’s principal objective. Advocates for program participants, for example, have been critical of the program’s historical emphasis on quickly moving participants into unsubsidized placements, rather than providing training or educational services, because they believe this approach fails to provide the services participants need to achieve long-term economic self-sufficiency. In contrast, many legislators and others believe that any change in a “work first” emphasis weakens the core framework of W-2 and that unsubsidized employment provides participants with the best opportunities for advancement and eventual economic self-sufficiency. But regardless of which approach one believes to be the most effective, some W-2 agencies and others are concerned that DWD’s approach to serving participants may be more dependent on financial concerns than on effective service delivery. They believe the change in program philosophy occurred primarily as the result of concerns about rising caseloads and the adequacy of funding under the 2004-2005 contracts.



## Emerging Issues

Several issues involving program management and financing issues will need to be addressed in the coming months, as DWD prepares for the 2006-2007 contract period that will begin in January. They include:

- resolving a 2004-2005 funding shortfall and assessing the adequacy of future funding levels;
- effectively targeting funds to encourage administrative efficiency; and
- providing improved contract oversight.

## Future Funding Needs

In W-2's first several years, funding levels greatly exceeded program needs, largely because caseloads initially fell much faster than had been anticipated. Based on language in the initial contracts, W-2 agencies received millions of dollars in profits simply because program funds remained unspent on participants. In more recent years, caseloads have increased, contract funding has decreased, and agencies have repeatedly requested supplemental funds to serve participants.

***DWD has encouraged W-2 agencies to more quickly find unsubsidized employment for participants.***

During the first six months of 2004, many W-2 agencies concluded that the \$257.5 million initially allocated to them under their 2004-2005 contracts was insufficient to serve participants effectively. To help address these concerns, DWD announced plans to reduce the number of subsidized placements by at least 4,500 participants by December 2005. Agencies have been encouraged to work more aggressively at finding unsubsidized placements for participants and are explicitly authorized to close cases if applicants refuse to verify eligibility information, or if participants fail to:

- search for unsubsidized employment when assigned to do so;
- keep appointments with agency staff to update their employability plans; or
- have contact with the W-2 agency for 30 consecutive days, despite repeated efforts by the agency to contact them.

In addition, in June 2004, DWD identified several strategies to reduce subsidized caseloads, including:

- providing up-front program services, such as employability screening and intensive job search activities, that will help participants find employment before they begin to receive cash benefits;
- providing participants with comprehensive career assessments; and
- moving participants directly into unsubsidized employment following short placements in community service jobs.

***DWD has provided W-2 agencies with additional TANF funds to serve participants.***

DWD has also recently provided W-2 agencies with additional TANF funds to serve participants. As summarized in Table 50, a total of \$28.9 million appropriated by the Legislature for the 2004-2005 contracts was not initially allocated by DWD, so that these funds would be available to cover potential shortfalls and to implement the Governor's proposal for a transitional subsidized private sector jobs placement category, which the Legislature rejected. In December 2003, the Joint Finance Committee transferred \$15.7 million in unallocated funds into its federal program supplements appropriation and required DWD to obtain Joint Finance approval for their release. DWD was allowed to allocate the remaining \$13.2 million at its own discretion.

DWD allocated the \$13.2 million in a number of ways:

- It provided \$1.8 million in December 2003 as an incentive for W-2 agencies to form consortia, which are intended to reduce agencies' administrative costs.
- To help serve approximately 3,600 Hmong refugees who arrived in the last six months of 2004, DWD distributed \$1.0 million to 18 W-2 agencies in July 2004. This funding level anticipates that most of the refugees will end their participation in the W-2 program by the end of 2005 because they will have found unsubsidized employment.
- DWD provided \$315,000 in July 2004 to ten agencies with the most immediate funding needs.

Table 50

**Key Events in 2004-2005 W-2 Program Funding**

May 2003	DWD issues its request for proposals to administer W-2 during the 2004-2005 contract period.
July 2003	2003 Wisconsin Act 33, the 2003-05 Biennial Budget Act, appropriates \$286.4 million to DWD for the 2004-2005 W-2 contract period.
October 2003	DWD contracts with 52 W-2 agencies for \$257.5 million and withholds \$28.9 million in TANF funds for future allocations, primarily to cover W-2 funding shortfalls and to implement the Governor's proposal for a transitional subsidized private sector jobs placement category.
December 2003	The Joint Finance Committee transfers \$15.7 million of the \$28.9 million from DWD to the committee's federal program supplements appropriation, allowing DWD to access these funds with the committee's approval. DWD is allowed to allocate the remaining \$13.2 million to the W-2 agencies at its discretion.
December 2003	From the \$13.2 million, DWD allocates \$1.8 million as incentive funds to W-2 agencies that formed consortia or expanded their service areas during the 2004-2005 contract period.
May 2004	DWD releases survey results of W-2 agencies' budget projections; most agencies believe they will require additional funding for the 2004-2005 contract period.
July 2004	From its remaining \$11.4 million, DWD allocates \$1.0 million to 18 W-2 agencies to serve Hmong refugees, and \$315,000 for 10 W-2 agencies with the most urgent funding needs.
August 2004	DWD provides W-2 agencies with instructions for accessing additional funds. Agencies must submit plans to DWD by September 2004.
January 2005	DWD plans to distribute the remaining \$10.1 million that it controls to W-2 agencies with projected deficits. It also requests approval from the Joint Finance Committee to use \$15.7 million in TANF funds for this purpose.
January 2005	The Joint Finance Committee authorizes \$4.2 million of the \$15.7 million to be transferred to DWD. However, before releasing the remaining \$11.5 million, it requires DWD to provide a plan for how W-2 agencies in Milwaukee County will use the funds.
March 2005	DWD provides the Joint Finance Committee with the requested plan and requests a s. 13.10 hearing for the release of the \$11.5 million in TANF funds.

DWD indicated that it has distributed the remaining \$10.1 million that it controls, and it plans to seek the Joint Finance Committee's approval to allocate funds under the committee's control. In January 2005, Joint Finance released \$4.2 million of its funds, but it has required DWD to provide a plan for how agencies in Milwaukee County will use the remaining \$11.5 million before these funds will be released. DWD provided its plan and requested the committee's approval to release the funds in March 2005. Its request is pending.

***We project that an additional \$25.7 million will need to be allocated to fund W-2 benefits and services through 2005.***

Despite W-2 agencies’ additional efforts to reduce the number of participants receiving cash benefits—and the recent decline in the number of subsidized placements—we estimate that approximately \$25.7 million in additional funds will be needed to cover program benefits and services through 2005, as shown in Table 51. Release of the \$11.5 million controlled by the Joint Finance Committee and allocation of all remaining W-2 funds currently at the discretion of DWD should be adequate to meet projected funding needs, unless caseloads increase during the remaining months of 2005.

Table 51  
**Estimated 2004-2005 W-2 Program Expenditure Shortfall**  
 (In Millions)

	Milwaukee County	Balance of State	Total
Current W-2 Allocation	\$184.4	\$74.4	\$258.8
Estimated Expenditures <sup>1</sup>	207.0	77.5	284.5
<b>Funding Shortfall</b>	<b>(\$ 22.6)</b>	<b>(\$ 3.1)</b>	<b>(\$ 25.7)</b>

<sup>1</sup> Based on W-2 agencies’ actual expenditures from July through November 2004.

***The Governor’s proposed budget would reduce contract funding.***

2005 Assembly Bill 100, the Governor’s proposal for the 2005-07 Biennial Budget, would appropriate \$228.9 million for the 2006-2007 W-2 contracts. This amount represents a decline from the \$286.4 million that was appropriated for the 2004-2005 contracts and anticipates caseloads will remain at current levels.

**Encouraging the Development of Consortia**

In developing a request for proposals for the 2004-2005 contract period, DWD encouraged W-2 agencies to develop consortia that would deliver services across a wider geographic area more cost-effectively and efficiently than any single agency could. It also allowed private agencies in Milwaukee County to obtain consortium incentive funds for assuming responsibility for service delivery in additional Milwaukee County regions during the 2004-2005 contract period.

***In December 2003, DWD allocated \$1.8 million in consortium incentive funds to ten W-2 agencies.***

In December 2003, DWD allocated \$1.8 million in consortium incentive funds to ten W-2 agencies that intended to form consortia in the 2004-2005 contract period. The funds covered one-time, initial costs associated with developing infrastructure, such as information technology and telephone systems. Of this amount, Maximus was allocated \$1.0 million for assuming responsibility for the W-2 program in Region 5, and OIC-GM was allocated \$476,000 for assuming administrative responsibility for Regions 1 and 4. The combined \$1.5 million that these two agencies received represented 83.3 percent of all consortium incentive funds awarded statewide.

We question whether providing W-2 agencies with additional funds to assume responsibility for more W-2 regions in Milwaukee County was warranted, because much of the infrastructure and expertise needed to administer the program had already been established. In addition, the Milwaukee County W-2 agencies were already spending W-2 funds to help coordinate the provision of services. For example, during the 2002-2003 contract period, Milwaukee County agencies entered into a \$72,000 agreement with a consultant to coordinate W-2 services among themselves.

**Improving Contract Oversight**

***The number of private agencies administering the W-2 program has increased steadily.***

Although private agencies have always been involved in administering W-2 for counties, their numbers have been steadily increasing during each contract period, as shown in Table 52. During the 2004-2005 contract period, private agencies are administering the W-2 program throughout the state, in both urban and rural areas, including Brown (as of May 2005), Columbia, Florence, Forest, Jackson, Juneau, Kewaunee, Langlade, Lincoln, Menominee, Milwaukee, Monroe, Oneida, Ozaukee, Pierce, St. Croix, Shawano, Vilas, Walworth, Washington, Waukesha, and Waushara counties.

Table 52

**Counties in Which the W-2 Program is Administered by Private Agencies**

Contract Period	Number of Counties
1997-1999	9
2000-2001	11
2002-2003	16
2004-2005	22

Since the inception of the program, we have identified significant problems with the administration of W-2 by three private agencies: Maximus, ESI, and OIC-GM. These problems resulted from a lack of appropriate internal controls instituted by the W-2 agencies, and inadequate contract oversight by DWD. The expansion of private agencies providing W-2 services increases the need for DWD to improve its efforts to provide effective contract management. Before the 2004-2005 contract period, monitoring was less extensive. More recently, we noted substantially improved monitoring efforts, especially in 2004, when DWD initiated more focused reviews of W-2 agencies, including OIC-GM. To ensure adequate oversight in the future, these efforts will likely need to be expanded.

### Program Modifications

Although the W-2 program has been successful in helping some participants obtain unsubsidized employment, a substantial proportion of former participants remain in poverty, and publicly subsidized benefits such as health care, child care, and food stamps remain important to supporting former participants' efforts to find and retain unsubsidized employment. Given the challenges faced by the program, it may be useful to focus efforts on attainable, shorter-term goals related to program management and W-2 agency oversight. Improvements in areas that could allow agencies to serve participants more effectively, and thereby increase the likelihood they will find and retain unsubsidized employment without needing to return to the program for additional services or cash benefits, will become increasingly important given the financial constraints under which the program is likely to operate in the next few years.

***DWD will need to address the programmatic deficiencies we identified.***

The extent to which DWD is able to achieve these goals will depend on its ability to address the programmatic deficiencies we have identified, including:

- ensuring the amount and type of services provided by W-2 agencies are more consistent statewide;
- determining whether extensions to eligibility limits should be reviewed more closely;
- determining how best to serve the increasing number of former participants who return to the program;
- routinely monitoring W-2 agency performance in ensuring that participants in community service jobs are actively engaged in appropriate activities;

- working to improve the accuracy of cash benefits payments;
- increasing the usefulness of the barrier screening tool and encouraging participants to complete it; and
- maintaining gains that have been made to date in avoiding the inappropriate sanctioning of participants.

***DWD should ensure its monitoring and oversight of W-2 agencies in Milwaukee County are adequate.***

In addition, DWD will need to continue to closely review its financial oversight, particularly in Milwaukee County, to ensure all expenditures are appropriate. After DWD determined that OIC-GM was not meeting the terms of the corrective action plan that it had imposed in September 2004, it ended that agency’s responsibility for providing program services in Regions 1 and 4 in Milwaukee County, citing inadequate program operations and management. In February 2005, DWD terminated its contract with OIC-GM and selected Maximus, UMOS, and YW Works to provide program services through 2005 to the participants whom OIC-GM had served. OIC-GM was the third W-2 agency serving Milwaukee County for which we have identified significant questioned costs since the inception of the W-2 program. ESI has since been dissolved, and Maximus continues as a W-2 provider but has improved its fiscal controls and financial management practices.

We believe the Legislature will need to consider a number of issues associated with the future of the W-2 program, including:

- how best to work with Wisconsin’s congressional delegation to ensure the reauthorization of federal TANF legislation, which has expired but continues to be funded at prior levels through congressional extensions;
- whether to approve the Governor’s requests in Assembly Bill 100, the proposed 2005-07 Biennial Budget, for creating a “trial jobs plus” pilot project or for extending benefits to custodial parents of infants from 12 weeks to 26 weeks; and
- whether DWD’s efforts to correct problems and provide oversight of W-2 agencies, particularly in Milwaukee County, are adequate.

Finally, determining how best to provide W-2 services to Milwaukee County participants, who represent approximately 80 percent of the

statewide caseload, will be important to W-2's overall effectiveness. Questions associated with the provision of services in Milwaukee County include:

- whether W-2 contracts should be further subdivided among additional vendors, as the Governor has indicated he is considering;
- whether Milwaukee County should assume any role in administering the program;
- whether DWD should select the independent auditor for W-2 agencies, rather than allow each agency to contract with the auditing firm of its own choosing; and
- whether eliminating provisions associated with the right of first selection and encouraging competition among service providers could improve effectiveness and reduce costs.

The manner in which these issues are addressed will likely determine the future structure, cost, and effectiveness of the W-2 program.

■ ■ ■ ■



Appendix 1

**W-2 Agencies' Total Caseloads**

W-2 Agency	June 1998 <sup>1</sup>	June 2001 <sup>2</sup>	June 2004 <sup>3</sup>	Percentage Change 1998 to 2004
Adams County	10	9	11	10.0%
Ashland County	3	9	6	100.0
Barron County	3	18	19	533.3
Bayfield County	1	4	9	800.0
Brown County	51	63	155	203.9
Buffalo County	16	9	7	(56.3)
Burnett County	11	2	1	(90.9)
Calumet County	15	15	8	(46.7)
Chippewa County	32	35	19	(40.6)
Clark County	6	10	32	433.3
Columbia County	8	18	42	425.0
Crawford County	2	2	4	100.0
Dane County	479	595	496	3.5
Dodge County	28	67	52	85.7
Door County	18	15	10	(44.4)
Douglas County	58	82	59	1.7
Dunn County	38	49	47	23.7
Eau Claire County	68	58	61	(10.3)
Florence County	9	4	0	n.a.
Fond du Lac County	81	55	108	33.3
Forest County	2	12	8	300.0
Grant County	4	9	12	200.0
Green County	7	3	14	100.0
Green Lake County	7	8	8	14.3
Iowa County	8	4	3	(62.5)
Iron County	0	4	2	n.a.
Jackson County	3	9	13	333.3
Jefferson County	12	23	43	258.3
Juneau County	31	26	19	(38.7)
Kenosha County	419	349	412	(1.7)
Kewaunee County	8	7	2	(75.0)
La Crosse County	93	58	57	(38.7)
Lafayette County	0	2	4	n.a.
Langlade County	11	13	13	18.2
Lincoln County	9	9	12	33.3

W-2 Agency	June 1998 <sup>1</sup>	June 2001 <sup>2</sup>	June 2004 <sup>3</sup>	Percentage Change 1998 to 2004
Manitowoc County	9	2	5	(44.4)%
Marathon County	96	128	82	(14.6)
Marinette County	1	7	7	600.0
Marquette County	1	5	5	400.0
Menominee County	46	5	9	(80.4)
Milwaukee Region 1	1,590	914	1,298	(18.4)
Milwaukee Region 2	1,866	1,230	1,395	(25.2)
Milwaukee Region 3	2,764	1,539	2,563	(7.3)
Milwaukee Region 4	2,921	1,406	2,285	(21.8)
Milwaukee Region 5	2,587	1,489	2,926	13.1
Milwaukee Region 6	2,354	1,869	1,930	(18.0)
Milwaukee Other	39	9	2	(94.9)
Monroe County	49	38	50	2.0
Oconto County	5	7	8	60.0
Oneida County	18	18	16	(11.1)
Outagamie County	74	81	62	(16.2)
Ozaukee County	2	3	15	650.0
Pepin County	1	1	1	0.0
Pierce County	13	7	16	23.1
Polk County	14	40	10	(28.6)
Portage County	34	18	44	29.4
Price County	20	14	6	(70.0)
Racine County	195	161	227	16.4
Richland County	8	5	6	(25.0)
Rock County	103	223	205	99.0
Rusk County	3	12	3	0.0
St. Croix County	10	15	11	10.0
Sauk County	22	16	10	(54.5)
Sawyer County	19	9	3	(84.2)
Shawano County	29	28	11	(62.1)
Sheboygan County	31	63	68	119.4
Taylor County	5	10	11	120.0
Trempealeau County	16	14	19	18.8
Vernon County	13	4	9	(30.8)
Vilas County	10	4	3	(70.0)
Walworth County	44	47	44	0.0
Washburn County	5	5	5	0.0
Washington County	39	17	30	(23.1)
Waukesha County	60	98	124	106.7

W-2 Agency	June 1998 <sup>1</sup>	June 2001 <sup>2</sup>	June 2004 <sup>3</sup>	Percentage Change 1998 to 2004
Waupaca County	12	38	40	233.3%
Waushara County	6	0	18	200.0
Winnebago County	55	83	81	47.3
Wood County	45	64	108	140.0
Lac Du Flambeau Tribe	14	n.a.	n.a.	n.a.
Bad River Tribe	11	10	n.a.	n.a.
Oneida Tribe	17	15	n.a.	n.a.
<b>Total</b>	<b>16,827</b>	<b>11,426</b>	<b>15,539</b>	<b>(7.7)</b>

<sup>1</sup> Five private agencies provided services in Milwaukee County under the 1997-1999 W-2 contract:

- Region 1—YW Works
- Region 2—United Migrant Opportunity Services, Inc. (UMOS)
- Region 3—Opportunities Industrialization Center of Greater Milwaukee, Inc. (OIC-GM)
- Region 4—Employment Solutions, Inc.
- Region 5—Employment Solutions, Inc.
- Region 6—Maximus, Inc.

Eight counties other than Milwaukee County were served by five private agencies under the 1997-1999 W-2 contract:

- Curtis & Associates, Inc.—Waukesha County
- Forward Service Corporation—Forest County, Kewaunee County, Oneida County, Vilas County
- Kaiser Group, Inc.—Walworth County
- Shawano County Job Center—Shawano County
- Western Wisconsin Private Industry Council, Inc.—Juneau County

<sup>2</sup> Five private agencies provided services in Milwaukee County under the 2000-2001 W-2 contract:

- Region 1—YW Works
- Region 2—UMOS
- Region 3—OIC-GM
- Region 4—Employment Solutions, Inc.
- Region 5—Employment Solutions, Inc.
- Region 6—Maximus, Inc.

Ten counties other than Milwaukee were served by these five private agencies under the 2000-2001 W-2 contract:

- Curtis & Associates, Inc.—Waukesha County
- Forward Service Corporation—Florence County; Forest, Oneida, and Vilas (FOV) counties, operating as a consortium;  
Kewaunee County
- Kaiser Group, Inc.—Walworth County
- Shawano County Job Center—Shawano County
- Workforce Connections, Inc.—Juneau and Monroe counties

<sup>3</sup> Four private agencies provided services in Milwaukee County under the 2004-2005 W-2 contract:

- Region 1—OIC-GM in 2004; YW Works in 2005
- Region 2—UMOS
- Region 3—OIC-GM
- Region 4—OIC-GM in 2004; UMOS in 2005
- Region 5—Maximus, Inc.
- Region 6—Maximus, Inc.

Twenty counties other than Milwaukee County are served by six private agencies under the 2004-2005 W-2 contract:

- ACS State and Local Solutions, Inc.—Waukesha County
- Forward Service Corporation—Florence, Kewaunee, and Menominee Counties, operating as the Bay Area Consortium;  
Forest, Vilas, Oneida, Langlade and Lincoln counties, operating as the Northern Consortium; Waushara County
- Kaiser Group, Inc.—Walworth County
- Shawano County Job Center—Shawano County
- Waukesha-Ozaukee-Washington Workforce Development Board, Inc.—Ozaukee and Washington counties,  
operating as a consortium
- Workforce Connections, Inc.—Columbia County; Jackson, Juneau, and Monroe counties, operating as a consortium;  
and Pierce and St. Croix counties, operating as a consortium



## Appendix 2

### Profiles of 18 W-2 Agencies

This appendix describes the organization, primary services, and expenditures of 18 W-2 agencies:

Brown County	Milwaukee County—Maximus
Dane County	Milwaukee County—OIC-GM
Fond du Lac County	Milwaukee County—YW Works
Grant County	Milwaukee County—UMOS
La Crosse County	Oneida County
Kenosha County	Outagamie County
Marathon County	Rock County
Milwaukee County— Employment Solutions, Inc.	Sheboygan County
	Waukesha County
	Wood County

Information is organized alphabetically by county, using the following categories:

- **Agency**—names the W-2 provider, which may be a county social or human service agency or a private agency;
- **Service Delivery Area**—may be a county or portion of a county;
- **Caseload Information**—shows the number of participants served in June 1998, June 2001, and June 2004;
- **Use of Funds**—provides information on W-2 contract expenditures, unrestricted profits, and community reinvestment funds;
- **Performance Standards**—provides information on a W-2 agency's performance during the 2000-2001 and 2002-2003 contract periods;
- **Extensions**—shows the number and type of extensions approved from April 1999 through June 2004;
- **Leavers and Returners**—shows the status of participants who left the program during the second quarter of 2002;
- **Sanctions**—indicates the number and dollar amount of participants sanctioned from January through June 2004; and
- **Fact-Finding Reviews**—summarizes the number, type, and outcomes of fact-finding reviews requested by participants from January 2001 through December 2003.

## Brown County

**Agency:** Brown County Human Services Department

**Service Delivery Area:** Brown County

**Caseload Information:** Brown County's participant caseload increased 203.9 percent from June 1998 to June 2004.

Placement Type	June 1998	June 2001	June 2004
Community Service Job	3	2	17
Transitional Placement	19	4	50
Trial Job	0	0	0
Custodial Parent of an Infant	7	17	69
Case Management	22	40	19
<b>Total</b>	<b>51</b>	<b>63</b>	<b>155</b>

**Use of Funds:** The Brown County Human Services Department spent \$13.9 million from September 1997 through December 2003. It received \$2.5 million in unrestricted profits and reported \$2.8 million in community reinvestment fund expenditures.

**Contract Expenditures**  
September 1997 through December 2003

	Expenditures	Percentage of Total
<b>Services</b>		
Work Activities	\$ 1,774,372	12.8%
Eligibility Determination	3,682,525	26.5
Case Management	363,711	2.6
FSET Services	1,887,660	13.6
Skills Training	129,459	0.9
Post-Employment Services	1,480,078	10.7
Education Activities	348,518	2.5
Transportation	0	0.0
Other Assistance Payments	102,070	0.7
Trial Jobs	16,972	0.1
<b>Subtotal</b>	<b>9,785,365</b>	<b>70.5</b>
<b>Cash Benefits</b>		
Community Service Jobs	1,347,872	9.7
Transitional Placements	556,827	4.0
Sanctions <sup>1</sup>	17,635	0.1
<b>Subtotal</b>	<b>1,922,334</b>	<b>13.8</b>
<b>Administration</b>	<b>1,228,091</b>	<b>8.8</b>
<b>Additional Services</b>		
Contracted Child Care	0	0.0
Job Access Loans	20,281	0.1
Emergency Assistance	623,605	4.5
Children First	0	0.0
Additional FSET Services	11,177	0.1
Workforce Attachment and Advancement	64,164	0.5
Other Services	233,401	1.7
<b>Subtotal</b>	<b>952,628</b>	<b>6.9</b>
<b>Total</b>	<b>\$13,888,418</b>	<b>100.0%</b>

<sup>1</sup> Sanctions of participants' grants were counted as expenditures and were charged against the agency's 1997-1999 and 2000-2001 contracts.

From January through June 2004, the Brown County Human Services Department spent \$1.1 million, including \$661,000 for services, \$396,000 for cash benefits, \$15,000 for administration, and \$17,000 for additional services.

### **Use of Unrestricted Profits**

The Brown County Human Services Department received \$2.4 million in unrestricted profits during the 1997-1999 contract period and \$145,000 during the 2000-2001 contract period. It reported using these funds to supplement its budget.

### **Use of Community Reinvestment Funds**

Under the provisions included in the 1997-1999 and 2000-2001 contracts, the Brown County Human Services Department reported \$2.8 million in community reinvestment fund expenditures. According to available expenditure information, these funds were spent as follows:

	Amount	Percentage
Administration	\$ 57,935	2.0%
Program Services	2,772,477	98.0

The agency reported using these funds on:

- job retention bonuses for participants;
- transportation services;
- legal services;
- teen and family programming, including kinship care and case management;
- community grants through The United Way;
- occupational training for Hispanic individuals;
- administrative and operational costs; and
- supplements to W-2 program services.



**Performance Standards:** Brown County met all 7 base level performance standards during 2000-2001 and 13 of 14 during 2002-2003.

Performance Standard	2000-2001 Contract Period	2002-2003 Contract Period
Entered Employment	Yes	Yes
Assigned to Basic Education Activities	Yes	Yes
Education Activities Attainment	n.a.	Yes
Average Wage <sup>1</sup>	Yes	n.a.
Job Retention (30-Day)	Yes	Yes
Job Retention (180-Day)	Yes	Yes
Health Insurance Benefits <sup>2</sup>	Yes	n.a.
Full and Appropriate Engagement	Yes	Yes
Assessment for Appropriate Placement	n.a.	Yes
Formal Assessment for Appropriate Placement (for Transitional Placements)	n.a.	Yes
Timely Processing of Extensions Forms	n.a.	Yes
Timely CARES Processing of Extensions	n.a.	No
W-2 Agency Staff Training	n.a.	Yes
Financial Management (No Significant Audit Findings)	n.a.	Yes
Contract Compliance (Not Under Corrective Action Plan)	n.a.	Yes
Customer Satisfaction	n.a.	Yes

<sup>1</sup> This standard was for information purposes only during the 2002-2003 contract period.

<sup>2</sup> This was an optional standard during the 2002-2003 contract period.

**Extensions:** From April 1999 through June 2004, 60.7 percent of the 28 extension requests for Brown County participants were approved.

Extension Type	Extensions Requested	Extensions Approved	Percentage Approved
60-Month Lifetime Limit	7	4	57.1%
24-Month Community Service Job	7	4	57.1
24-Month Transitional Placement	14	9	64.3
<b>Total</b>	<b>28</b>	<b>17</b>	<b>60.7</b>

**Leavers and Returners:** As of June 2004, 35.7 percent of the 28 participants who had left the program for the first time two years earlier (during the second quarter of 2002) had returned to W-2 for cash benefits or case management.

Placement Type at Time of Leaving	Number of Leavers	Leavers Not Returning	Leavers Returning for Case Management Services Only	Leavers Returning for Cash Benefits
Community Service Job	2	1	0	1
Transitional Placement	1	0	0	1
Trial Job	0	0	0	0
Custodial Parent of an Infant	25	17	5	3
<b>Total</b>	<b>28</b>	<b>18</b>	<b>5</b>	<b>5</b>

**Sanctions:** Brown County issued 144 sanctions from January through June 2004.

Placement Type	Number of Sanctions Issued	Average Sanction Amount
Community Service Job	42	\$273
Transitional Placement	102	149
Other	0	0
<b>Total</b>	<b>144</b>	<b>185</b>

**Fact-Finding Reviews:** From January 2001 through December 2003, 46 participants requested 52 fact-finding reviews.

Topic of Complaint	Ruled in Favor of Agency	Ruled in Favor of Participant	Split Ruling	Request Resolved or Withdrawn	Request Abandoned	Request Dismissed
Employment	7	1	0	2	1	0
Child Care	26	4	0	2	2	0
Emergency Assistance	1	1	0	0	0	0
Job Access Loan	0	0	0	0	0	0
Extensions	0	1	0	0	0	0
Other	1	1	0	0	1	0
Multiple Reasons	0	0	0	0	1	0
<b>Total</b>	<b>35</b>	<b>8</b>	<b>0</b>	<b>4</b>	<b>5</b>	<b>0</b>

## Dane County

**Agency:** Dane County Department of Human Services. Beginning with the 2004-2005 contract period, Dane County is a member of, and the administrative agency for, the Capitol Consortium, a collaborative effort by Dane, Dodge, Marquette, and Sauk Counties to provide W-2 services.

**Service Delivery Area:** Dane County

**Caseload Information:** Dane County's participant caseload increased 3.5 percent from June 1998 to June 2004.

Placement Type	June 1998	June 2001	June 2004
Community Service Job	119	159	120
Transitional Placement	120	141	193
Trial Job	7	1	0
Custodial Parent of an Infant	38	63	93
Case Management	195	231	90
<b>Total</b>	<b>479</b>	<b>595</b>	<b>496</b>

**Use of Funds:** The Dane County Department of Human Services spent \$58.3 million from September 1997 through December 2003. It received \$3.2 million in unrestricted profits and reported \$3.6 million in community reinvestment fund expenditures.

**Contract Expenditures**  
September 1997 through December 2003

	Expenditures	Percentage of Total
<b>Services</b>		
Work Activities	\$16,418,944	28.3%
Eligibility Determination	5,006,953	8.6
Case Management	759,803	1.3
FSET Services	1,397,282	2.4
Skills Training	2,586,665	4.4
Post-Employment Services	1,140,772	2.0
Education Activities	976,355	1.7
Transportation	498,095	0.9
Other Assistance Payments	181,519	0.3
Trial Jobs	53,480	0.1
<b>Subtotal</b>	<b>29,019,868</b>	<b>49.9</b>
<b>Cash Benefits</b>		
Community Service Jobs	8,949,623	15.4
Transitional Placements	5,759,195	9.9
Sanctions <sup>1</sup>	1,055,154	1.8
<b>Subtotal</b>	<b>15,763,972</b>	<b>27.0</b>
<b>Administration</b>	<b>5,791,930</b>	<b>9.9</b>
<b>Additional Services</b>		
Contracted Child Care	892,119	1.5
Job Access Loans	319,607	0.5
Emergency Assistance	1,727,610	3.0
Children First	482,857	0.8
Additional FSET Services	2,900,109	5.0
Workforce Attachment and Advancement	863,172	1.5
Other Services	516,967	0.9
<b>Subtotal</b>	<b>7,702,441</b>	<b>13.2</b>
<b>Total</b>	<b>\$58,278,211</b>	<b>100.0%</b>

<sup>1</sup> Sanctions of participants' grants were counted as expenditures and were charged against the agency's 1997-1999 and 2000-2001 contracts.

From January through June 2004, the Capitol Consortium spent \$3.4 million, including \$901,000 for services, \$1.5 million for cash benefits, \$750,000 for administration, and \$218,000 for additional services, which included expenditures for all members of the consortium.

### Use of Unrestricted Profits

The Dane County Department of Human Services received \$2.6 million in unrestricted profits during the 1997-1999 contract period and \$645,000 during the 2000-2001 contract period. It reported using these funds to offset administrative expenses for W-2 programs and other benefit programs.

### Use of Community Reinvestment Funds

Under the provisions included in the 1997-1999 and 2000-2001 contracts, the Dane County Department of Human Services reported \$3.6 million in community reinvestment fund expenditures. According to available expenditure information for these contract periods, the funds were spent as follows:

	Amount	Percentage
Administration	\$ 444,511	12.2%
Program Services	3,189,779	87.8

The agency reported using these funds on:

- employment-related services, such as coordination of programming for economic development, job training and placement activities on Madison’s south side, assistance in locating improved employment opportunities, apprenticeships, and job retention;
- crisis assistance, such as emergency food and clothing, eviction protection services, and aid to homeless families;
- parenting skills;
- transportation services;
- transitional services for those entering the community after incarceration;
- day services for Southeast Asian adults with disabilities;
- child welfare staff and services;
- community reinvestment administration; and
- W-2 services

**Performance Standards:** Dane County met all 7 base level performance standards during 2000-2001 and all 14 during 2002-2003.

Performance Standard	2000-2001 Contract Period	2002-2003 Contract Period
Entered Employment	Yes	Yes
Assigned to Basic Education Activities	Yes	Yes
Education Activities Attainment	n.a.	Yes
Average Wage <sup>1</sup>	Yes	n.a.
Job Retention (30-Day)	Yes	Yes
Job Retention (180-Day)	Yes	Yes
Health Insurance Benefits <sup>2</sup>	Yes	n.a.
Full and Appropriate Engagement	Yes	Yes
Assessment for Appropriate Placement	n.a.	Yes
Formal Assessment for Appropriate Placement (for Transitional Placements)	n.a.	Yes
Timely Processing of Extensions Forms	n.a.	Yes
Timely CARES Processing of Extensions	n.a.	Yes
W-2 Agency Staff Training	n.a.	Yes
Financial Management (No Significant Audit Findings)	n.a.	Yes
Contract Compliance (Not Under Corrective Action Plan)	n.a.	Yes
Customer Satisfaction	n.a.	Yes

<sup>1</sup> This standard was for information purposes only during the 2002-2003 contract period.

<sup>2</sup> This standard was optional during the 2002-2003 contract period.

**Extensions:** From April 1999 through June 2004, 60.5 percent of the 152 extension requests for Dane County participants were approved.

Extension Type	Extensions Requested	Extensions Approved	Percentage Approved
60-Month Lifetime Limit	11	7	63.6%
24-Month Community Service Job	21	1	4.8
24-Month Transitional Placement	120	84	70.0
<b>Total</b>	<b>152</b>	<b>92</b>	<b>60.5</b>

**Leavers and Returners:** As of June 2004, 56.3 percent of the 87 participants who had left the program for the first time two years earlier (during the second quarter of 2002) had returned to W-2 for cash benefits or case management.

Placement Type at Time of Leaving	Number of Leavers	Leavers Not Returning	Leavers Returning for Case Management Services Only	Leavers Returning for Cash Benefits
Community Service Job	39	15	9	15
Transitional Placement	18	12	0	6
Trial Job	0	0	0	0
Custodial Parent of an Infant	30	11	12	7
<b>Total</b>	<b>87</b>	<b>38</b>	<b>21</b>	<b>28</b>

**Sanctions:** Dane County issued 509 sanctions from January through June 2004.

Placement Type	Number of Sanctions Issued	Average Sanction Amount
Community Service Job	386	\$222
Transitional Placement	121	163
Other	2	229
<b>Total</b>	<b>509</b>	<b>208</b>

**Fact-Finding Reviews:** From January 2001 through December 2003, 34 participants requested 36 fact-finding reviews.

Topic of Complaint	Ruled in Favor of Agency	Ruled in Favor of Participant	Split Ruling	Request Resolved or Withdrawn	Request Abandoned	Request Dismissed
Employment	5	1	0	3	1	0
Child Care	6	0	0	1	2	2
Emergency Assistance	2	0	0	0	1	0
Job Access Loan	0	0	0	0	0	0
Extensions	0	2	0	0	0	0
Other	2	0	0	1	0	1
Multiple Reasons	4	1	1	0	0	0
<b>Total</b>	<b>19</b>	<b>4</b>	<b>1</b>	<b>5</b>	<b>4</b>	<b>3</b>

## Fond du Lac County

**Agency:** Fond du Lac County Department of Social Services

**Service Delivery Area:** Fond du Lac County

**Caseload Information:** Fond du Lac County's participant caseload increased 33.3 percent from June 1998 to June 2004.

Placement Type	June 1998	June 2001	June 2004
Community Service Job	5	2	28
Transitional Placement	19	19	40
Trial Job	0	0	0
Custodial Parent of an Infant	8	23	26
Case Management	49	11	14
<b>Total</b>	<b>81</b>	<b>55</b>	<b>108</b>

**Use of Funds:** The Fond du Lac County Department of Social Services spent \$7.7 million from September 1997 through December 2003. It received \$570,000 in unrestricted profits and reported \$899,000 in community reinvestment fund expenditures.



**Contract Expenditures**  
September 1997 through December 2003

	Expenditures	Percentage of Total
<b>Services</b>		
Work Activities	\$ 697,430	9.1%
Eligibility Determination	492,217	6.4
Case Management	219,257	2.9
FSET Services	494,174	6.4
Skills Training	588,921	7.7
Post-Employment Services	560,895	7.3
Education Activities	535,354	7.0
Transportation	467,094	6.1
Other Assistance Payments	5,904	0.1
Trial Jobs	1,591	<0.1
<b>Subtotal</b>	<b>4,062,837</b>	<b>53.0</b>
<b>Cash Benefits</b>		
Community Service Jobs	971,004	12.7
Transitional Placements	821,385	10.7
Sanctions <sup>1</sup>	23,099	0.3
<b>Subtotal</b>	<b>1,815,488</b>	<b>23.7</b>
<b>Administration</b>	<b>1,067,563</b>	<b>13.9</b>
<b>Additional Services</b>		
Contracted Child Care	0	0.0
Job Access Loans	68,742	0.9
Emergency Assistance	167,959	2.2
Children First	339,253	4.4
Additional FSET Services	35,028	0.5
Workforce Attachment and Advancement	79,992	1.0
Other Services	31,212	0.4
<b>Subtotal</b>	<b>722,186</b>	<b>9.4</b>
<b>Total</b>	<b>\$7,668,074</b>	<b>100.0%</b>

<sup>1</sup> Sanctions of participants' grants were counted as expenditures and were charged against the agency's 1997-1999 and 2000-2001 contracts.

From January through June 2004, the Fond du Lac County Department of Social Services spent \$666,000, including \$222,000 for services, \$286,000 for cash benefits, \$92,000 for administration, and \$65,000 for additional services.

### Use of Unrestricted Profits

The Fond du Lac County Department of Social Services received \$465,000 in unrestricted profits during the 1997-1999 contract period and \$105,000 during the 2000-2001 contract period. It reported using those funds to pay for W-2 and other program operations, as well as for overhead costs.

### Use of Community Reinvestment Funds

Under the provisions included in the 1997-1999 and 2000-2001 contracts, the Fond du Lac County Department of Social Services reported \$899,000 in community reinvestment fund expenditures. According to available expenditure information, these funds were spent as follows:

	Amount	Percentage
Administration	\$136,932	15.2%
Program Services	761,882	84.8

The agency reported using these funds on:

- emergency loans for TANF-eligible families;
- transitional living services;
- services to help individuals secure homes;
- various services for families and children, including a program for at-risk youth, a family support program, a program for families with children with severe emotional disabilities, and a family center;
- employment-related programming, such as job retention training and creating an Internet-based system to help job seekers;
- an interpreter program;
- programs to stop sexual assault; and
- employing a clinical social work supervisor.

**Performance Standards:** Fond du Lac County met all 7 base level performance standards during 2000-2001 and 13 of 14 during 2002-2003.

Performance Standard	2000-2001 Contract Period	2002-2003 Contract Period
Entered Employment	Yes	Yes
Assigned to Basic Education Activities	Yes	Yes
Education Activities Attainment	n.a.	No
Average Wage <sup>1</sup>	Yes	n.a.
Job Retention (30-Day)	Yes	Yes
Job Retention (180-Day)	Yes	Yes
Health Insurance Benefits <sup>2</sup>	Yes	n.a.
Full and Appropriate Engagement	Yes	Yes
Assessment for Appropriate Placement	n.a.	Yes
Formal Assessment for Appropriate Placement (for Transitional Placements)	n.a.	Yes
Timely Processing of Extensions Forms	n.a.	Yes
Timely CARES Processing of Extensions	n.a.	Yes
W-2 Agency Staff Training	n.a.	Yes
Financial Management (No Significant Audit Findings)	n.a.	Yes
Contract Compliance (Not Under Corrective Action Plan)	n.a.	Yes
Customer Satisfaction	n.a.	Yes

<sup>1</sup> This standard was for information purposes only during the 2002-2003 contract period.

<sup>2</sup> This standard was optional during the 2002-2003 contract period.

**Extensions:** From April 1999 through June 2004, 87.5 percent of the 16 extension requests for Fond du Lac County participants were approved.

Extension Type	Extensions Requested	Extensions Approved	Percentage Approved
60-Month Lifetime Limit	3	3	100.0%
24-Month Community Service Job	0	0	–
24-Month Transitional Placement	13	11	84.6
<b>Total</b>	<b>16</b>	<b>14</b>	<b>87.5</b>

**Leavers and Returners:** As of June 2004, 33.3 percent of the 12 participants who had left the program for the first time two years earlier (during the second quarter of 2002) had returned to W-2 for cash benefits or case management.

Placement Type at Time of Leaving	Number of Leavers	Leavers Not Returning	Leavers Returning for Case Management Services Only	Leavers Returning for Cash Benefits
Community Service Job	1	0	1	0
Transitional Placement	4	3	1	0
Trial Job	0	0	0	0
Custodial Parent of an Infant	7	5	1	1
<b>Total</b>	<b>12</b>	<b>8</b>	<b>3</b>	<b>1</b>

**Sanctions:** Fond du Lac County issued 80 sanctions from January through June 2004.

Placement Type	Number of Sanctions Issued	Average Sanction Amount
Community Service Job	38	\$245
Transitional Placement	42	279
Other	0	0
<b>Total</b>	<b>80</b>	<b>263</b>

**Fact-Finding Reviews:** From January 2001 through December 2003, seven participants requested eight fact-finding reviews.

Topic of Complaint	Ruled in Favor of Agency	Ruled in Favor of Participant	Split Ruling	Request Resolved or Withdrawn	Request Abandoned	Request Dismissed
Employment	3	0	0	2	0	0
Child Care	2	0	0	1	0	0
Emergency Assistance	0	0	0	0	0	0
Job Access Loan	0	0	0	0	0	0
Extensions	0	0	0	0	0	0
Other	0	0	0	0	0	0
Multiple Reasons	0	0	0	0	0	0
<b>Total</b>	<b>5</b>	<b>0</b>	<b>0</b>	<b>3</b>	<b>0</b>	<b>0</b>

## Grant County

**Agency:** Grant County Department of Social Services, which is a member of and administrative agency for the Southwest Consortium, a collaborative effort by Grant, Green, Iowa, Lafayette, and Richland counties to provide W-2 services.

**Service Delivery Area:** Grant County

**Caseload Information:** Grant County's participant caseload increased 200.0 percent from June 1998 to June 2004.

Placement Type	June 1998	June 2001	June 2004
Community Service Job	0	0	1
Transitional Placement	2	3	1
Trial Job	0	0	0
Custodial Parent of an Infant	0	5	5
Case Management	2	1	5
<b>Total</b>	<b>4</b>	<b>9</b>	<b>12</b>

**Use of Funds:** The Southwest Consortium spent \$8.1 million from September 1997 through December 2003. It received \$892,000 in unrestricted profits and reported \$1.4 million in community reinvestment fund expenditures.

**Contract Expenditures for Southwest Consortium**  
September 1997 through December 2003

	Expenditures	Percentage of Total
<b>Services</b>		
Work Activities	\$1,661,992	20.5%
Eligibility Determination	1,672,298	20.6
Case Management	158,743	2.0
FSET Services	1,564,383	19.3
Skills Training	466,030	5.7
Post-Employment Services	90,350	1.1
Education Activities	28,914	0.4
Transportation	2,020	<0.1
Other Assistance Payments	2,850	<0.1
Trial Jobs	706	<0.1
<b>Subtotal</b>	<b>5,648,286</b>	<b>69.6</b>
<b>Cash Benefits</b>		
Community Service Jobs	392,867	4.8
Transitional Placements	370,748	4.6
Sanctions <sup>1</sup>	5,680	0.1
<b>Subtotal</b>	<b>769,295</b>	<b>9.5</b>
<b>Administration</b>	<b>1,142,671</b>	<b>14.1</b>
<b>Additional Services</b>		
Contracted Child Care	0	0.0
Job Access Loans	17,635	0.2
Emergency Assistance	26,332	0.3
Children First	50,089	0.6
Additional FSET Services	206,024	2.5
Workforce Attachment and Advancement	258,012	3.2
Other Services	1,879	<0.1
<b>Subtotal</b>	<b>559,971</b>	<b>6.8</b>
<b>Total</b>	<b>\$8,120,223</b>	<b>100.0%</b>

<sup>1</sup> Sanctions of participants' grants were counted as expenditures and were charged against the agency's 1997-1999 and 2000-2001 contracts.

From January through June 2004, the Southwest Consortium spent \$323,000, including \$154,000 for services, \$89,000 for cash benefits, \$77,000 for administration, and \$3,000 for additional services.

### Use of Unrestricted Profits

The Southwest Consortium received \$813,000 in unrestricted profits during the 1997-1999 contract period and \$79,000 during the 2000-2001 contract period. It reported using those funds for expanding services and supplementing W-2 program funding.

### Use of Community Reinvestment Funds

Under the provisions included in the 1997-1999 and 2000-2001 contracts, the Southwest Consortium reported \$1.4 million in community reinvestment fund expenditures. According to available expenditure information, these funds were spent as follows:

	Amount	Percentage
Administration	\$ 95,578	6.7%
Program Services	1,338,509	93.3

The agency reported using these funds on:

- family counseling;
- a parent mentoring program; and
- development of a database.

**Performance Standards:** Southwest Consortium met all 7 base level performance standards during 2000-2001 and 12 of 14 during 2002-2003.

Performance Standard	2000-2001 Contract Period	2002-2003 Contract Period
Entered Employment	Yes	Yes
Assigned to Basic Education Activities	Yes	Yes
Education Activities Attainment	n.a.	Yes
Average Wage <sup>1</sup>	Yes	n.a.
Job Retention (30-Day)	Yes	Yes
Job Retention (180-Day)	Yes	Yes
Health Insurance Benefits <sup>2</sup>	Yes	n.a.
Full and Appropriate Engagement	Yes	Yes
Assessment for Appropriate Placement	n.a.	Yes
Formal Assessment for Appropriate Placement (for Transitional Placements)	n.a.	No
Timely Processing of Extensions Forms	n.a.	Yes
Timely CARES Processing of Extensions	n.a.	No
W-2 Agency Staff Training	n.a.	Yes
Financial Management (No Significant Audit Findings)	n.a.	Yes
Contract Compliance (Not Under Corrective Action Plan)	n.a.	Yes
Customer Satisfaction	n.a.	Yes

<sup>1</sup> This standard was for information purposes only during the 2002-2003 contract period.

<sup>2</sup> This standard was optional during the 2002-2003 contract period.

**Extensions:** From April 1999 through June 2004, the one extension request for a Grant County participant was not approved.

Extension Type	Extensions Requested	Extensions Approved	Percentage Approved
60-Month Lifetime Limit	0	0	–
24-Month Community Service Job	0	0	–
24-Month Transitional Placement	1	0	0.0%
<b>Total</b>	<b>1</b>	<b>0</b>	<b>0.0</b>



**Leavers and Returners:** As of June 2004, 50.0 percent of the six participants who had left the program for the first time two years earlier (during the second quarter of 2002) had returned to W-2 for cash benefits or case management.

Placement Type at Time of Leaving	Number of Leavers	Leavers Not Returning	Leavers Returning for Case Management Services Only	Leavers Returning for Cash Benefits
Community Service Job	3	1	1	1
Transitional Placement	0	0	0	0
Trial Job	0	0	0	0
Custodial Parent of an Infant	3	2	1	0
<b>Total</b>	<b>6</b>	<b>3</b>	<b>2</b>	<b>1</b>

**Sanctions:** Grant County did not issue any sanctions from January through June 2004.

**Fact-Finding Reviews:** From January 2001 through December 2003, two participants requested three fact-finding reviews. All three fact finding requests were related to employment position, and all three were decided in favor of the agency.

## Kenosha County

**Agency:** Kenosha County Department of Human Services

**Service Delivery Area:** Kenosha County

**Caseload Information:** Kenosha County's participant caseload declined 1.7 percent from June 1998 to June 2004.

Placement Type	June 1998	June 2001	June 2004
Community Service Job	64	71	57
Transitional Placement	46	80	135
Trial Job	2	0	0
Custodial Parent of an Infant	26	49	57
Case Management	281	149	163
<b>Total</b>	<b>419</b>	<b>349</b>	<b>412</b>

**Use of Funds:** The Kenosha County Department of Human Services spent \$41.7 million from September 1997 through December 2003. It received \$1.9 million in unrestricted profits and reported \$1.4 million in community reinvestment fund expenditures.

**Contract Expenditures**  
September 1997 through December 2003

	Expenditures	Percentage of Total
<b>Services</b>		
Work Activities	\$ 8,637,383	20.7%
Eligibility Determination	7,294,352	17.5
Case Management	0	0.0
FSET Services	24,731	0.1
Skills Training	295,881	0.7
Post-Employment Services	2,929,035	7.0
Education Activities	2,057,607	4.9
Transportation	274,685	0.7
Other Assistance Payments	0	0.0
Trial Jobs	7,255	<0.1
<b>Subtotal</b>	<b>21,520,929</b>	<b>51.6</b>
<b>Cash Benefits</b>		
Community Service Jobs	5,729,359	13.7
Transitional Placements	2,883,093	6.9
Sanctions <sup>1</sup>	584,225	1.4
<b>Subtotal</b>	<b>9,196,677</b>	<b>22.0</b>
<b>Administration</b>	<b>4,223,459</b>	<b>10.1</b>
<b>Additional Services</b>		
Contracted Child Care	1,327,731	3.2
Job Access Loans	281,685	0.7
Emergency Assistance	1,036,585	2.5
Children First	486,600	1.2
Additional FSET Services	490,792	1.2
Workforce Attachment and Advancement	1,076,701	2.6
Other Services	2,075,000	5.0
<b>Subtotal</b>	<b>6,775,094</b>	<b>16.3</b>
<b>Total</b>	<b>\$41,716,159</b>	<b>100.0%</b>

<sup>1</sup> Sanctions of participants' grants were counted as expenditures and were charged against the agency's 1997-1999 and 2000-2001 contracts.

From January through June 2004, the Kenosha County Department of Human Services spent \$3.0 million, including \$1.2 million for services, \$1.0 million for cash benefits, \$527,000 for administration, and \$208,000 for additional services.

### **Use of Unrestricted Profits**

The Kenosha County Department of Human Services received \$1.6 million in unrestricted profits during the 1997-1999 contract period and \$309,000 during the 2000-2001 contract period. It reported using those funds to cover increased costs associated with the Child Support program and placement costs within the Division of Children and Family Services.

### **Use of Community Reinvestment Funds**

Under the provision of the 1997-1999 and 2000-2001 contract periods, the Kenosha County Department of Human Services reported \$1.4 million in community reinvestment fund expenditures. According to available expenditure information, these funds were spent as follows:

	Amount	Percentage
Administration	\$ 170,577	12.4%
Program Services	1,207,642	87.6

The agency reported using these funds for family support services for TANF-eligible children and families.

**Performance Standards:** Kenosha County met all 7 base level performance standards during 2000-2001 and all 14 during 2002-2003.

Performance Standard	2000-2001 Contract Period	2002-2003 Contract Period
Entered Employment	Yes	Yes
Assigned to Basic Education Activities	Yes	Yes
Education Activities Attainment	n.a.	Yes
Average Wage <sup>1</sup>	Yes	n.a.
Job Retention (30-Day)	Yes	Yes
Job Retention (180-Day)	Yes	Yes
Health Insurance Benefits <sup>2</sup>	Yes	n.a.
Full and Appropriate Engagement	Yes	Yes
Assessment for Appropriate Placement	n.a.	Yes
Formal Assessment for Appropriate Placement (for Transitional Placements)	n.a.	Yes
Timely Processing of Extensions Forms	n.a.	Yes
Timely CARES Processing of Extensions	n.a.	Yes
W-2 Agency Staff Training	n.a.	Yes
Financial Management (No Significant Audit Findings)	n.a.	Yes
Contract Compliance (Not Under Corrective Action Plan)	n.a.	Yes
Customer Satisfaction	n.a.	Yes

<sup>1</sup> This standard was for information purposes only during the 2002-2003 contract period.

<sup>2</sup> This standard was optional during the 2002-2003 contract period.

**Extensions:** From April 1999 through June 2004, 56.1 percent of the 164 extension requests for Kenosha County participants were approved.

Extension Type	Extensions Requested	Extensions Approved	Percentage Approved
60-Month Lifetime Limit	8	6	75.0%
24-Month Community Service Job	50	22	44.0
24-Month Transitional Placement	106	64	60.4
<b>Total</b>	<b>164</b>	<b>92</b>	<b>56.1</b>

**Leavers and Returners:** As of June 2004, 62.5 percent of the 48 participants who had left the program for the first time two years earlier (during the second quarter of 2002) had returned to W-2 for cash benefits or case management.

Placement Type at Time of Leaving	Number of Leavers	Leavers Not Returning	Leavers Returning for Case Management Services Only	Leavers Returning for Cash Benefits
Community Service Job	17	7	2	8
Transitional Placement	7	4	1	2
Trial Job	0	0	0	0
Custodial Parent of an Infant	24	7	6	11
<b>Total</b>	<b>48</b>	<b>18</b>	<b>9</b>	<b>21</b>

**Sanctions:** Kenosha County issued 486 sanctions from January through June 2004.

Placement Type	Number of Sanctions Issued	Average Sanction Amount
Community Service Job	357	\$186
Transitional Placement	125	115
Other	4	153
<b>Total</b>	<b>486</b>	<b>168</b>

**Fact-Finding Reviews:** From January 2001 through December 2003, 77 participants requested 86 fact-finding reviews.

Topic of Complaint	Ruled in Favor of Agency	Ruled in Favor of Participant	Split Ruling	Request Resolved or Withdrawn	Request Abandoned	Request Dismissed
Employment	30	6	6	7	16	0
Child Care	7	2	1	1	2	0
Emergency Assistance	2	0	1	0	0	0
Job Access Loan	1	0	0	0	0	0
Extensions	0	0	0	0	0	0
Other	0	0	0	0	0	0
Multiple Reasons	1	0	0	0	3	0
<b>Total</b>	<b>41</b>	<b>8</b>	<b>8</b>	<b>8</b>	<b>21</b>	<b>0</b>

## La Crosse County

**Agency:** La Crosse County Human Services Department

**Service Delivery Area:** La Crosse County

**Caseload Information:** La Crosse County's participant caseload declined 38.7 percent from June 1998 to June 2004.

Placement Type	June 1998	June 2001	June 2004
Community Service Job	5	4	2
Transitional Placement	29	12	29
Trial Job	0	0	0
Custodial Parent of an Infant	6	11	23
Case Management	53	31	3
<b>Total</b>	<b>93</b>	<b>58</b>	<b>57</b>

**Use of Funds:** The La Crosse County Human Services Department spent \$8.3 million from September 1997 through December 2003. It received \$1.8 million in unrestricted profits and reported \$1.6 million in community reinvestment fund expenditures.

**Contract Expenditures**  
September 1997 through December 2003

	Expenditures	Percentage of Total
<b>Services</b>		
Work Activities	\$4,480,063	54.0%
Eligibility Determination	315,417	3.8
Case Management	6,843	0.1
FSET Services	117,169	1.4
Skills Training	6,840	0.1
Post-Employment Services	0	0.0
Education Activities	10,299	0.1
Transportation	12,989	0.2
Other Assistance Payments	0	0.0
Trial Jobs	0	0.0
<b>Subtotal</b>	<b>4,949,620</b>	<b>59.7</b>
<b>Cash Benefits</b>		
Community Service Jobs	799,390	9.6
Transitional Placements	782,332	9.4
Sanctions <sup>1</sup>	20,951	0.3
<b>Subtotal</b>	<b>1,602,673</b>	<b>19.3</b>
<b>Administration</b>	<b>818,184</b>	<b>9.9</b>
<b>Additional Services</b>		
Contracted Child Care	0	0.0
Job Access Loans	54,672	0.7
Emergency Assistance	243,252	2.9
Children First	0	0.0
Additional FSET Services	20,543	0.2
Workforce Attachment and Advancement	228,040	2.7
Other Services	378,731	4.6
<b>Subtotal</b>	<b>925,238</b>	<b>11.1</b>
<b>Total</b>	<b>\$8,295,715</b>	<b>100.0%</b>

<sup>1</sup> Sanctions of participants' grants were counted as expenditures and were charged against the agency's 1997-1999 and 2000-2001 contracts.



From January through June 2004, the La Crosse County Human Services Department spent \$368,000, including \$162,000 for services, \$146,000 for cash benefits, \$23,000 for administration, and \$38,000 for additional services.

### **Use of Unrestricted Profits**

The La Crosse County Human Services Department received \$1.7 million in unrestricted profits during the 1997-1999 contract period and \$159,000 during the 2000-2001 contract period. It reported using those funds to offset the tax levy associated with the Human Services Department.

### **Use of Community Reinvestment Funds**

Under the provision included in the 1997-1999 and 2000-2001 contracts, the La Crosse County Human Services Department reported \$1.6 million in community reinvestment fund expenditures. According to available expenditure information, these funds were spent as follows:

	Amount	Percentage
Administration	\$ 48,006	3.0%
Program Services	1,558,320	97.0

The agency reported using these funds on:

- programs and services to promote job retention, recidivism prevention, and strengthening attachment to the workforce;
- increasing participants' basic skills and literacy levels; and
- basic life skills and parenting training.

**Performance Standards:** La Crosse County met all 7 base level performance standards during 2000-2001 and all 14 during 2002-2003.

Performance Standard	2000-2001 Contract Period	2002-2003 Contract Period
Entered Employment	Yes	Yes
Assigned to Basic Education Activities	Yes	Yes
Education Activities Attainment	n.a.	Yes
Average Wage <sup>1</sup>	Yes	n.a.
Job Retention (30-Day)	Yes	Yes
Job Retention (180-Day)	Yes	Yes
Health Insurance Benefits <sup>2</sup>	Yes	n.a.
Full and Appropriate Engagement	Yes	Yes
Assessment for Appropriate Placement	n.a.	Yes
Formal Assessment for Appropriate Placement (for Transitional Placements)	n.a.	Yes
Timely Processing of Extensions Forms	n.a.	Yes
Timely CARES Processing of Extensions	n.a.	Yes
W-2 Agency Staff Training	n.a.	Yes
Financial Management (No Significant Audit Findings)	n.a.	Yes
Contract Compliance (Not Under Corrective Action Plan)	n.a.	Yes
Customer Satisfaction	n.a.	Yes

<sup>1</sup> This standard was for information purposes only during the 2002-2003 contract period.

<sup>2</sup> This standard was optional during the 2002-2003 contract period.

**Extensions:** From April 1999 through June 2004, 69.2 percent of the 13 extension requests for La Crosse County participants were approved.

Extension Type	Extensions Requested	Extensions Approved	Percentage Approved
60-Month Lifetime Limit	0	0	–
24-Month Community Service Job	0	0	–
24-Month Transitional Placement	13	9	69.2%
<b>Total</b>	<b>13</b>	<b>9</b>	<b>69.2</b>

**Leavers and Returners:** As of June 2004, 35.7 percent of the 14 participants who had left the program for the first time two years earlier (during the second quarter of 2002) had returned to W-2 for cash benefits or case management.

Placement Type at Time of Leaving	Number of Leavers	Leavers Not Returning	Leavers Returning for Case Management Services Only	Leavers Returning for Cash Benefits
Community Service Job	1	1	0	0
Transitional Placement	6	3	1	2
Trial Job	0	0	0	0
Custodial Parent of an Infant	7	5	1	1
<b>Total</b>	<b>14</b>	<b>9</b>	<b>2</b>	<b>3</b>

**Sanctions:** La Crosse County issued seven sanctions from January through June 2004.

Placement Type	Number of Sanctions Issued	Average Sanction Amount
Community Service Job	3	\$ 84
Transitional Placement	4	196
Other	0	0
<b>Total</b>	<b>7</b>	<b>148</b>

**Fact-Finding Reviews:** From January 2001 through December 2003, five participants requested five fact-finding reviews.

Topic of Complaint	Ruled in Favor of Agency	Ruled in Favor of Participant	Split Ruling	Request Resolved or Withdrawn	Request Abandoned	Request Dismissed
Employment	2	1	0	0	0	0
Child Care	0	0	0	0	1	0
Emergency Assistance	1	0	0	0	0	0
Job Access Loan	0	0	0	0	0	0
Extensions	0	0	0	0	0	0
Other	0	0	0	0	0	0
Multiple Reasons	0	0	0	0	0	0
<b>Total</b>	<b>3</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>

## Marathon County

**Agency:** Marathon County Department of Employment and Training

**Service Delivery Area:** Marathon County

**Caseload Information:** Marathon County's participant caseload declined 14.6 percent from June 1998 to June 2004.

Placement Type	June 1998	June 2001	June 2004
Community Service Job	20	45	33
Transitional Placement	24	41	9
Trial Job	5	0	0
Custodial Parent of an Infant	8	12	17
Case Management	39	30	23
<b>Total</b>	<b>96</b>	<b>128</b>	<b>82</b>

**Use of Funds:** The Marathon County Department of Employment and Training spent \$14.6 million from September 1997 through December 2003. It received \$1.4 million in unrestricted profits and reported \$2.1 million in community reinvestment fund expenditures.

**Contract Expenditures**  
September 1997 through December 2003

	Expenditures	Percentage of Total
<b>Services</b>		
Work Activities	\$ 2,169,246	14.9%
Eligibility Determination	2,650,013	18.3
Case Management	94,730	0.7
FSET Services	723,202	5.0
Skills Training	2,091,889	14.4
Post-Employment Services	106,556	0.7
Education Activities	454,010	3.1
Transportation	55,618	0.4
Other Assistance Payments	0	0.0
Trial Jobs	22,263	0.2
<b>Subtotal</b>	<b>8,367,527</b>	<b>57.5</b>
<b>Cash Benefits</b>		
Community Service Jobs	1,909,337	13.1
Transitional Placements	1,298,757	8.9
Sanctions <sup>1</sup>	70,373	0.5
<b>Subtotal</b>	<b>3,278,467</b>	<b>22.5</b>
<b>Administration</b>	<b>1,580,444</b>	<b>10.8</b>
<b>Additional Services</b>		
Contracted Child Care	0	0.0
Job Access Loans	27,699	0.2
Emergency Assistance	252,174	1.7
Children First	0	0.0
Additional FSET Services	633,912	4.4
Workforce Attachment and Advancement	293,660	2.0
Other Services	136,445	0.9
<b>Subtotal</b>	<b>1,343,890</b>	<b>9.2</b>
<b>Total</b>	<b>\$14,570,328</b>	<b>100.0%</b>

<sup>1</sup> Sanctions of participants' grants were counted as expenditures and were charged against the agency's 1997-1999 and 2000-2001 contracts.

From January through June 2004, the Marathon County Department of Employment and Training spent \$1.0 million, including \$516,000 for services, \$211,000 for cash benefits, \$129,000 for administration, and \$158,000 for additional services.

### **Use of Unrestricted Profits**

The Marathon County Department of Employment and Training received \$1.3 million in unrestricted profits during the 1997-1999 contract period and \$135,000 during the 2000-2001 contract period. It reported using those funds on a variety of services for TANF-eligible families:

- job retention activities;
- financial assistance for vehicle-related costs and housing needs;
- family preservation and parent training;
- mentoring and youth programs;
- non-medical alcohol and other drug addiction services; and
- marketing of available services.

### **Use of Community Reinvestment Funds**

Under the provisions included in the 1997-1999 and 2000-2001 contracts, the Marathon County Department of Employment and Training reported \$2.1 million in community reinvestment fund expenditures. According to available expenditure information, these funds were spent as follows:

	Amount	Percentage
Administration	\$ 57,929	2.7%
Program Services	2,064,406	97.3

The agency reported using these funds on:

- High School Equivalency Degree and literacy education;
- bilingual tutors;
- the Hunger Task Force;
- senior aide programming; and
- non-reimbursed W-2 and community reinvestment benefits and expenditures and Food Stamps Employment and Training costs.

**Performance Standards:** Marathon County met all 7 base level performance standards during 2000-2001 and 13 of 14 during 2002-2003.

Performance Standard	2000-2001 Contract Period	2002-2003 Contract Period
Entered Employment	Yes	Yes
Assigned to Basic Education Activities	Yes	Yes
Education Activities Attainment	n.a.	Yes
Average Wage <sup>1</sup>	Yes	n.a.
Job Retention (30-Day)	Yes	Yes
Job Retention (180-Day)	Yes	Yes
Health Insurance Benefits <sup>2</sup>	Yes	n.a.
Full and Appropriate Engagement	Yes	Yes
Assessment for Appropriate Placement	n.a.	Yes
Formal Assessment for Appropriate Placement (for Transitional Placements)	n.a.	No
Timely Processing of Extensions Forms	n.a.	Yes
Timely CARES Processing of Extensions	n.a.	Yes
W-2 Agency Staff Training	n.a.	Yes
Financial Management (No Significant Audit Findings)	n.a.	Yes
Contract Compliance (Not Under Corrective Action Plan)	n.a.	Yes
Customer Satisfaction	n.a.	Yes

<sup>1</sup> This standard was for information purposes only during the 2002-2003 contract period.

<sup>2</sup> This standard was optional during the 2002-2003 contract period.

**Extensions:** From April 1999 through June 2004, 56.7 percent of the 30 extension requests for Marathon County participants were approved.

Extension Type	Extensions Requested	Extensions Approved	Percentage Approved
60-Month Lifetime Limit	2	2	100.0%
24-Month Community Service Job	8	0	0.0
24-Month Transitional Placement	20	15	75.0
<b>Total</b>	<b>30</b>	<b>17</b>	<b>56.7</b>

**Leavers and Returners:** As of June 2004, 38.7 percent of the 31 participants who had left the program for the first time two years earlier (during the second quarter of 2002) had returned to W-2 for cash benefits or case management.

Placement Type at Time of Leaving	Number of Leavers	Leavers Not Returning	Leavers Returning for Case Management Services Only	Leavers Returning for Cash Benefits
Community Service Job	16	10	3	3
Transitional Placement	5	0	1	4
Trial Job	0	0	0	0
Custodial Parent of an Infant	10	9	0	1
<b>Total</b>	<b>31</b>	<b>19</b>	<b>4</b>	<b>8</b>

**Sanctions:** Marathon County issued 108 sanctions from January through June 2004.

Placement Type	Number of Sanctions Issued	Average Sanction Amount
Community Service Job	102	\$144
Transitional Placement	6	118
Other	0	0
<b>Total</b>	<b>108</b>	<b>142</b>

**Fact-Finding Reviews:** From January 2001 through December 2003, 11 participants requested 11 fact-finding reviews. Three requests related to child care were all decided in favor of the agency. Eight requests were related to employment positions, with six decided in favor of the agency and two in favor of the participant.



## Milwaukee County—Employment Solutions, Inc.

**Agency:** Employment Solutions, Inc. (ESI), a private nonprofit organization

**Service Delivery Area:** Milwaukee County Regions 4 and 5 during the 1997-1999 and 2000-2001 contract periods. ESI was not a W-2 contractor for the 2002-2003 or 2004-2005 contract periods.

**Caseload Information:** The participant caseload in Region 4 declined 21.8 percent from June 1998 to June 2004, while the caseload in Region 5 increased by 13.1 percent.

### Milwaukee County Region 4

Placement Type	June 1998	June 2001	June 2004 <sup>1</sup>
Community Service Job	1,683	589	1,043
Transitional Placement	177	270	644
Trial Job	16	0	2
Custodial Parent of an Infant	125	117	116
Case Management	920	430	480
<b>Total</b>	<b>2,921</b>	<b>1,406</b>	<b>2,285</b>

<sup>1</sup> Region 4 was administered by ESI from 1997 through 2001, by YW Works from 2002 through 2003, and by OIC-GM during 2004.

### Milwaukee County Region 5

Placement Type	June 1998	June 2001	June 2004 <sup>1</sup>
Community Service Job	1,421	598	1,373
Transitional Placement	235	301	823
Trial Job	3	0	10
Custodial Parent of an Infant	94	118	137
Case Management	834	472	583
<b>Total</b>	<b>2,587</b>	<b>1,489</b>	<b>2,926</b>

<sup>1</sup> Region 5 was administered by ESI from 1997 through 2001, by UMOS from 2002 through 2003 and by Maximus for the 2004-2005 contract period.

**Use of Funds:** ESI spent \$180.7 million from September 1997 through December 2001. It received \$12.1 million in unrestricted profits and reported \$511,000 in community reinvestment fund expenditures.

**Contract Expenditures**  
September 1997 through December 2003

	Expenditures	Percentage of Total
<b>Services</b>		
Work Activities	\$ 68,954,083	38.3%
Eligibility Determination	7,185,473	4.0
Case Management <sup>1</sup>	0	0.0
FSET Services	1,619,056	0.9
Skills Training	2,335,996	1.3
Post-Employment Services	307,068	0.2
Education Activities	2,215,720	1.2
Transportation	1,225,469	0.7
Other Assistance Payments	0	0.0
Trial Jobs	36,040	<0.1
<b>Subtotal</b>	<b>83,878,905</b>	<b>46.5</b>
<b>Cash Benefits</b>		
Community Service Jobs	61,305,375	33.9
Transitional Placements	13,627,876	7.5
Sanctions <sup>2</sup>	3,769,263	2.1
<b>Subtotal</b>	<b>78,702,514</b>	<b>43.5</b>
<b>Administration</b>	<b>8,553,249</b>	<b>4.7</b>
<b>Additional Services</b>		
Additional Milwaukee Services <sup>3</sup>	4,854,739	2.7
Contracted Child Care	1,460,006	0.8
Job Access Loans	748,634	0.4
Emergency Assistance	1,245,775	0.7
Children First	0	0.0
Additional FSET Services	395,356	0.2
Workforce Attachment and Advancement	887,702	0.5
Other Services	1,000	<0.1
<b>Subtotal</b>	<b>9,593,212</b>	<b>5.3</b>
<b>Total</b>	<b>\$180,727,880</b>	<b>100.0%</b>

<sup>1</sup> ESI recorded its case management expenditures under other categories.

<sup>2</sup> Sanctions of participants' grants were counted as expenditures and were charged against Milwaukee County agencies' contracts during the 2000-2001 contract period only.

<sup>3</sup> These Milwaukee services, which were funded only during the 1997-1999 contract, included the MATC Learning Labs and funding for facilities that housed county workers who determined eligibility for the Medical Assistance, Food Stamp, and child care programs.

## Use of Profits

ESI received \$9.5 million in unrestricted profits during the 1997-1999 contract period and \$2.6 million during the 2000-2001 contract period. Information on the agency's use of profits was unavailable.

## Use of Community Reinvestment Funds

Under the provisions included in the 1997-1999 contract, ESI reported \$511,000 in community reinvestment fund expenditures. According to available expenditure information, these funds were spent as follows:

	Amount	Percentage
Administration	\$ 40,380	7.9%
Program Services	470,317	92.1

Information on how ESI used these funds was unavailable.

**Performance Standards:** ESI met all seven base performance standards during 2000-2001. It did not administer W-2 services during the 2002-2003 contract period.

Performance Standard	2000-2001 Contract Period
Entered Employment	Yes
Assigned to Basic Education Activities	Yes
Average Wage	Yes
Job Retention (30-Day)	Yes
Job Retention (180-Day)	Yes
Health Insurance Benefits	Yes
Full and Appropriate Engagement	Yes

**Extensions:** From April 1999 through December 2001, 14.3 percent of the 1,036 extension requests for ESI participants were approved.

Extension Type	Extensions Requested	Extensions Approved	Percentage Approved
60-Month Lifetime Limit	28	19	67.9%
24-Month Community Service Job	754	3	0.4
24-Month Transitional Placement	254	126	49.6
<b>Total</b>	<b>1,036</b>	<b>148</b>	<b>14.3</b>

**Leavers and Returners:** ESI was not a W-2 contractor during the second quarter of 2002.

**Sanctions:** ESI was not a W-2 contractor from January through June 2004.

**Fact-Finding Reviews:** From January through December 2001, 279 participants requested 350 fact-finding reviews.

Topic of Complaint	Ruled in Favor of Agency	Ruled in Favor of Participant	Split Ruling	Request Resolved or Withdrawn	Request Abandoned	Request Dismissed
Employment	49	11	14	136	75	1
Child Care	4	1	1	5	7	0
Emergency Assistance	4	1	0	6	10	0
Job Access Loan	0	0	0	2	0	0
Extensions	3	1	0	2	0	0
Other	1	0	0	0	6	0
Multiple Reasons	3	0	1	2	4	0
<b>Total</b>	<b>64</b>	<b>14</b>	<b>16</b>	<b>153</b>	<b>102</b>	<b>1</b>

## Milwaukee County—Maximus

**Agency:** Maximus, Inc., a private for-profit organization

**Service Delivery Area:** Milwaukee County Region 6 during all contract periods and Milwaukee County Region 5 for the 2004-2005 contract period.

**Caseload Information:** The participant caseload in Region 6 declined 18.0 percent from June 1998 to June 2004, while the caseload in Region 5 increased by 13.1 percent.

### Milwaukee County Region 5

Placement Type	June 1998 <sup>1</sup>	June 2001 <sup>1</sup>	June 2004
Community Service Job	1,421	598	1,373
Transitional Placement	235	301	823
Trial Job	3	0	10
Custodial Parent of an Infant	94	118	137
Case Management	834	472	583
<b>Total</b>	<b>2,587</b>	<b>1,489</b>	<b>2,926</b>

### Milwaukee County Region 6

Placement Type	June 1998	June 2001	June 2004
Community Service Job	1,347	720	904
Transitional Placement	364	434	582
Trial Job	1	6	4
Custodial Parent of an Infant	115	110	87
Case Management	527	599	353
<b>Total</b>	<b>2,354</b>	<b>1,869</b>	<b>1,930</b>

<sup>1</sup> Region 5 was administered by ESI from 1997 through 2001, by UMOS from 2002 through 2003, and by Maximus during the 2004-2005 contract period.

**Use of Funds:** Maximus spent \$139.1 million from September 1997 through December 2003. It received \$6.1 million in unrestricted profits and reported \$451,000 in community reinvestment fund expenditures.

**Contract Expenditures**  
September 1997 through December 2003

	Expenditures	Percentage of Total
<b>Services</b>		
Work Activities	\$ 35,187,240	25.3%
Eligibility Determination	5,233,510	3.8
Case Management	1,869,919	1.3
FSET Services	7,499,000	5.4
Skills Training	2,397,027	1.7
Post-Employment Services	1,813,340	1.3
Education Activities	3,164,138	2.3
Transportation	1,142,317	0.8
Other Assistance Payments	331	<0.1
Trial Jobs	29,531	<0.1
<b>Subtotal</b>	<b>58,336,353</b>	<b>41.9</b>
<b>Cash Benefits</b>		
Community Service Jobs	42,494,678	30.6
Transitional Placements	16,568,562	11.9
Sanctions <sup>1</sup>	2,242,521	1.6
<b>Subtotal</b>	<b>61,305,761</b>	<b>44.1</b>
<b>Administration</b>	<b>13,126,845</b>	<b>9.4</b>
<b>Additional Services</b>		
Additional Milwaukee Services <sup>2</sup>	1,629,788	1.2
Contracted Child Care	715,275	0.5
Job Access Loans	657,310	0.5
Emergency Assistance	1,726,580	1.2
Children First	0	0.0
Additional FSET Services	396,236	0.3
Workforce Attachment and Advancement	695,157	0.5
Other Services	504,312	0.4
<b>Subtotal</b>	<b>6,324,658</b>	<b>4.6</b>
<b>Total</b>	<b>\$139,093,617</b>	<b>100.0%</b>

<sup>1</sup> Sanctions of participants' grants were counted as expenditures and were charged against Milwaukee County agencies' contracts only during the 2000-2001 contract period only.

<sup>2</sup> These Milwaukee services, which were funded only during the 1997-1999 contract, included the MATC Learning Labs and funding for facilities that housed county workers who determined eligibility for the Medical Assistance, Food Stamp, and child care programs.

From January through June 2004, Maximus spent \$22.7 million, including \$6.4 million for services, \$13.6 million for cash benefits, \$1.5 million for administration, and \$1.2 million for additional services. This includes expenditures for Regions 5 and 6.

### Use of Unrestricted Profits

Maximus received \$4.4 million in unrestricted profits during the 1997-1999 contract period and \$1.7 million during the 2000-2001 contract period. It reported using those funds to cover program costs not approved by DWD, community investments, state and federal taxes, and reinvestments in the company's growth.

### Use of Community Reinvestment Funds

Under the provisions included in the 1997-1999 and 2000-2001 contracts, Maximus reported \$451,000 in community reinvestment fund expenditures. According to available expenditure information, these funds were spent as follows:

	Amount	Percentage
Administration	\$ 55,113	12.2%
Program Services	396,214	87.8

The agency reported using these funds on:

- special needs loans;
- refugee housing assistance;
- a women's emergency shelter;
- a second-hand clothier;
- food pantries and outreach; and
- outreach to Asian individuals.

**Performance Standards:** Maximus met all 7 base level performance standards during 2000-2001 and all 14 during 2002-2003.

Performance Standard	2000-2001 Contract Period	2002-2003 Contract Period
Entered Employment	Yes	Yes
Assigned to Basic Education Activities	Yes	Yes
Educational Activities Attainment	n.a.	Yes
Average Wage <sup>1</sup>	Yes	n.a.
Job Retention (30-Day)	Yes	Yes
Job Retention (180-Day)	Yes	Yes
Health Insurance Benefits <sup>2</sup>	Yes	n.a.
Full and Appropriate Engagement	Yes	Yes
Assessment for Appropriate Placement	n.a.	Yes
Formal Assessment for Appropriate Placement (for Transitional Placements)	n.a.	Yes
Timely Processing of Extensions Forms	n.a.	Yes
Timely CARES Processing of Extensions	n.a.	Yes
W-2 Agency Staff Training	n.a.	Yes
Financial Management (No Significant Audit Findings)	n.a.	Yes
Contract Compliance (Not Under Corrective Action Plan)	n.a.	Yes
Customer Satisfaction	n.a.	Yes

<sup>1</sup> This standard was for information purposes only during the 2002-2003 contract period.

<sup>2</sup> This was an optional standard during the 2002-2003 contract period.

**Extensions:** From April 1999 through June 2004, 34.2 percent of the 3,266 extension requests for Maximus participants were approved.

Extension Type	Extensions Requested	Extensions Approved	Percentage Approved
60-Month Lifetime Limit	471	284	60.3%
24-Month Community Service Job	1,838	319	17.4
24-Month Transitional Placement	957	514	53.7
<b>Total</b>	<b>3,266</b>	<b>1,117</b>	<b>34.2</b>



**Leavers and Returners:** As of June 2004, 69.7 percent of the 142 participants who had left the program for the first time two years earlier (during the second quarter of 2002) had returned to W-2 for cash benefits or case management.

Placement Type at Time of Leaving	Number of Leavers	Leavers Not Returning	Leavers Returning for Case Management Services Only	Leavers Returning for Cash Benefits
Community Service Job	91	24	32	35
Transitional Placement	30	15	5	10
Trial Job	0	0	0	0
Custodial Parent of an Infant	21	4	9	8
<b>Total</b>	<b>142</b>	<b>43</b>	<b>46</b>	<b>53</b>

**Sanctions:** Maximus issued 3,771 sanctions from January through June 2004.

Placement Type	Number of Sanctions Issued	Average Sanction Amount
Community Service Job	3,104	\$182
Transitional Placement	642	110
Other	25	108
<b>Total</b>	<b>3,771</b>	<b>169</b>

**Fact-Finding Reviews:** From January 2001 through December 2003, 308 participants requested 363 fact-finding reviews.

Topic of Complaint	Ruled in Favor of Agency	Ruled in Favor of Participant	Split Ruling	Request Resolved or Withdrawn	Request Abandoned	Request Dismissed
Employment	25	50	1	157	51	5
Child Care	5	7	0	5	2	0
Emergency Assistance	1	1	0	6	4	1
Job Access Loan	7	2	0	7	5	0
Extensions	3	0	0	5	1	0
Other	0	0	0	0	0	1
Multiple Reasons	3	1	0	5	2	0
<b>Total</b>	<b>44</b>	<b>61</b>	<b>1</b>	<b>185</b>	<b>65</b>	<b>7</b>

## **Milwaukee County—Opportunities Industrialization Center of Greater Milwaukee**

**Agency:** Opportunities Industrialization Center of Greater Milwaukee, Inc. (OIC-GM), a private nonprofit organization

**Service Delivery Area:** Milwaukee County Region 3 during all contract periods and Milwaukee County Regions 1, 3, and 4 for the 2004-2005 contract period.

**Caseload Information:** The participant caseload in Region 3 declined by 7.3 percent from June 1998 to June 2004, the caseload in Region 1 declined by 18.4 percent, and the caseload in Region 4 declined by 21.8 percent.

### **Milwaukee County Region 1**

Placement Type	June 1998 <sup>1</sup>	June 2001 <sup>1</sup>	June 2004
Community Service Job	791	210	404
Transitional Placement	156	315	597
Trial Job	4	0	2
Custodial Parent of an Infant	61	71	58
Case Management	578	318	237
<b>Total</b>	<b>1,590</b>	<b>914</b>	<b>1,298</b>

<sup>1</sup> Region 1 was administered by YW Works from 1997 through 2003 and by OIC-GM in 2004.

### Milwaukee County Region 3

Placement Type	June 1998	June 2001	June 2004
Community Service Job	1,401	644	1,357
Transitional Placement	178	303	716
Trial Job	5	0	0
Custodial Parent of an Infant	100	88	121
Case Management	1,080	504	369
<b>Total</b>	<b>2,764</b>	<b>1,539</b>	<b>2,563</b>

### Milwaukee County Region 4

Placement Type	June 1998 <sup>1</sup>	June 2001 <sup>1</sup>	June 2004
Community Service Job	1,683	589	1,043
Transitional Placement	177	270	644
Trial Job	16	0	2
Custodial Parent of an Infant	125	117	116
Case Management	920	430	480
<b>Total</b>	<b>2,921</b>	<b>1,406</b>	<b>2,285</b>

<sup>1</sup> Region 4 was administered by ESI from 1997 through 2001, by YW Works from 2002 through 2003, and by OIC-GM in 2004.

**Use of Funds:** OIC-GM spent \$144.5 million from September 1997 through December 2003. It received \$6.4 million in unrestricted profits and reported \$2.1 million in community reinvestment fund expenditures.

**Contract Expenditures**  
September 1997 through December 2003

	Expenditures	Percentage of Total
<b>Services</b>		
Work Activities	\$ 45,426,772	31.4%
Eligibility Determination	6,564,604	4.5
Case Management	37,307	<0.1
FSET Services	1,418,764	1.0
Skills Training	1,594,262	1.1
Post-Employment Services	2,160,029	1.5
Education Activities	3,416,673	2.4
Transportation	950,073	0.7
Other Assistance Payments	0	0.0
Trial Jobs	43,085	<0.1
<b>Subtotal</b>	<b>61,611,569</b>	<b>42.6</b>
<b>Cash Benefits</b>		
Community Service Jobs	46,055,028	31.9
Transitional Placements	14,662,750	10.2
Sanctions <sup>1</sup>	2,711,613	1.9
<b>Subtotal</b>	<b>63,429,391</b>	<b>44.0</b>
<b>Administration</b>	<b>9,590,747</b>	<b>6.6</b>
<b>Additional Services</b>		
Additional Milwaukee Services <sup>2</sup>	2,351,797	1.6
Contracted Child Care	4,568,684	3.2
Job Access Loans	609,612	0.4
Emergency Assistance	1,061,368	0.7
Children First	0	0.0
Additional FSET Services	196,051	0.1
Workforce Attachment and Advancement	1,034,124	0.7
Other Services	0	0.0
<b>Subtotal</b>	<b>9,821,636</b>	<b>6.8</b>
<b>Total</b>	<b>\$144,453,343</b>	<b>100.0%</b>

<sup>1</sup> Sanctions of participants' grants were counted as expenditures and were charged against Milwaukee County agencies' contracts during the 2000-2001 contract period only.

<sup>2</sup> These Milwaukee services, which were funded only during the 1997-1999 contract, included the MATC Learning Labs and funding for facilities that housed county workers who determined eligibility for the Medical Assistance, Food Stamp, and child care programs.

From January through June 2004, OIC-GM spent \$26.2 million, including \$7.8 million for services, \$16.2 million for cash benefits, \$1.6 million for administration, and \$752,000 for additional services. This includes expenditures for Regions 1, 3, and 4.

### Use of Unrestricted Profits

OIC-GM received \$4.6 million in unrestricted profits during the 1997-1999 contract period and \$1.8 million during the 2000-2001 contract period. OIC-GM used the unrestricted profits it received during the 1997-1999 contract for a variety of activities, including:

- funding pensions for agency executives;
- purchasing a cellular communication business in central-city Milwaukee;
- developing a food service program to provide meals to child care providers;
- paying for stock in a Virgin Islands television station;
- providing after-school programming; and
- providing community meal programs.

Information was not available regarding how the agency spent funds received during the 2000-2001 contract period.

### Use of Community Reinvestment Funds

Under the provisions of the 1997-1999 and 2000-2001 contracts, OIC-GM reported \$2.1 million in community reinvestment fund expenditures. According to available expenditure information, these funds were spent as follows:

	Amount	Percentage
Administration	\$ 324,410	15.1%
Program Services	1,822,705	84.9

Our April 2001 audit (report 01-7) stated that the agency planned to use the funds received during the 1997-1999 contract period on activities such as:

- employment and education programming;
- transportation services for employed families;
- financial assistance and services for participants and families, including education services related to credit, budgeting, and savings;

- crisis services, including housing assistance, food and clothing vouchers, shelter for homeless families, and counseling; and
- personnel, operational, and administrative costs associated with implementing community reinvestment-funded projects.

Information was not available regarding how the agency spent funds received during the 2000-2001 contract period.

**Performance Standards:** OIC-GM met all 7 of the base level performance standards during 2000-2001 and 10 of 14 during 2002-2003.

Performance Standard	2000-2001 Contract Period	2002-2003 Contract Period
Entered Employment	Yes	Yes
Assigned to Basic Education Activities	Yes	Yes
Educational Activities Attainment	n.a.	Yes
Average Wage <sup>1</sup>	Yes	n.a.
Job Retention (30-Day)	Yes	Yes
Job Retention (180-Day)	Yes	Yes
Health Insurance Benefits <sup>2</sup>	Yes	n.a.
Full and Appropriate Engagement	Yes	Yes
Assessment for Appropriate Placement	n.a.	Yes
Formal Assessment for Appropriate Placement (for Transitional Placements)	n.a.	No
Timely Processing of Extensions Forms	n.a.	No
Timely CARES Processing of Extensions	n.a.	No
W-2 Agency Staff Training	n.a.	Yes
Financial Management (No Significant Audit Findings)	n.a.	Yes
Contract Compliance (Not Under Corrective Action Plan)	n.a.	Yes
Customer Satisfaction	n.a.	No

<sup>1</sup> This standard was for information purposes only during the 2002-2003 contract period.

<sup>2</sup> This was an optional standard during the 2002-2003 contract period.

**Extensions:** From April 1999 through June 2004, 50.5 percent of the 3,726 extension requests for OIC-GM participants were approved.

Extension Type	Extensions Requested	Extensions Approved	Percentage Approved
60-Month Lifetime Limit	510	371	72.7%
24-Month Community Service Job	2,282	926	40.6
24-Month Transitional Placement	934	584	62.5
<b>Total</b>	<b>3,726</b>	<b>1,881</b>	<b>50.5</b>

**Leavers and Returners:** As of June 2004, 67.4 percent of the 95 participants who had left the program for the first time two years earlier (during the second quarter of 2002) had returned to W-2 for cash benefits or case management.

Placement Type at Time of Leaving	Number of Leavers	Leavers Not Returning	Leavers Returning for Case Management Services Only	Leavers Returning for Cash Benefits
Community Service Job	71	17	15	39
Transitional Placement	14	10	1	3
Trial Job	1	0	1	0
Custodial Parent of an Infant	9	4	4	1
<b>Total</b>	<b>95</b>	<b>31</b>	<b>21</b>	<b>43</b>

**Sanctions:** OIC-GM issued 6,228 sanctions from January through June 2004.

Placement Type	Number of Sanctions Issued	Average Sanction Amount
Community Service Job	5,380	\$235
Transitional Placement	819	152
Other	29	117
<b>Total</b>	<b>6,228</b>	<b>224</b>

**Fact-Finding Reviews:** From January 2001 through December 2003, 375 participants requested 450 fact-finding reviews.

Topic of Complaint	Ruled in Favor of Agency	Ruled in Favor of Participant	Split Ruling	Request Resolved or Withdrawn	Request Abandoned	Request Dismissed
Employment	126	108	21	51	3	0
Child Care	28	25	0	1	0	0
Emergency Assistance	13	3	3	3	0	0
Job Access Loan	3	1	0	2	0	0
Extensions	11	11	4	5	0	0
Other	0	0	0	0	0	0
Multiple Reasons	7	11	3	7	0	0
<b>Total</b>	<b>188</b>	<b>159</b>	<b>31</b>	<b>69</b>	<b>3</b>	<b>0</b>

## **Milwaukee County— United Migrant Opportunity Services, Inc.**

**Agency:** United Migrant Opportunity Services, Inc. (UMOS), a private nonprofit organization

**Service Delivery Area:** Milwaukee County Region 2 during all contract periods and Milwaukee County Region 5 for the 2002-2003 contract period.

**Caseload Information:** The participant caseload in Region 2 declined 25.2 percent from June 1998 to June 2004, while the caseload in Region 5 increased by 13.1 percent.

### **Milwaukee County Region 2**

Placement Type	June 1998	June 2001	June 2004
Community Service Job	784	503	577
Transitional Placement	313	247	492
Trial Job	13	0	2
Custodial Parent of an Infant	76	60	64
Case Management	680	420	260
<b>Total</b>	<b>1,866</b>	<b>1,230</b>	<b>1,395</b>

### **Milwaukee County Region 5**

Placement Type	June 1998 <sup>1</sup>	June 2001 <sup>1</sup>	June 2004 <sup>1</sup>
Community Service Job	1,421	598	1,373
Transitional Placement	235	301	823
Trial Job	3	0	10
Custodial Parent of an Infant	94	118	137
Case Management	834	472	583
<b>Total</b>	<b>2,587</b>	<b>1,489</b>	<b>2,926</b>

<sup>1</sup> Region 5 was administered by ESI from 1997 through 2001, by UMOS from 2002 through 2003, and by Maximus for the 2004-2005 contract period.

**Use of Funds:** UMOS spent \$163.8 million from September 1997 through December 2003. It received \$5.7 million in unrestricted profits and reported \$2.2 million in community reinvestment fund expenditures.



**Contract Expenditures**  
September 1997 through December 2003

	Expenditures	Percentage of Total
<b>Services</b>		
Work Activities	\$ 38,303,766	23.4%
Eligibility Determination	5,231,179	3.2
Case Management	8,637,578	5.3
FSET Services	2,369,165	1.4
Skills Training	4,924,703	3.0
Post-Employment Services	4,365,891	2.7
Education Activities	3,379,944	2.1
Transportation	2,888,062	1.8
Other Assistance Payments	1,773	<0.1
Trial Jobs	138,605	0.1
<b>Subtotal</b>	<b>70,240,666</b>	<b>42.9</b>
<b>Cash Benefits</b>		
Community Service Jobs	50,113,523	30.6
Transitional Placements	19,161,414	11.7
Sanctions <sup>1</sup>	1,305,391	0.8
<b>Subtotal</b>	<b>70,580,328</b>	<b>43.1</b>
<b>Administration</b>	<b>12,646,939</b>	<b>7.7</b>
<b>Additional Services</b>		
Additional Milwaukee Services <sup>2</sup>	2,351,536	1.4
Contracted Child Care	3,015,933	1.8
Job Access Loans	467,495	0.3
Emergency Assistance	2,484,570	1.5
Children First	0	0.0
Additional FSET Services	468,325	0.3
Workforce Attachment and Advancement	1,467,851	0.9
Other Services	90,775	0.1
<b>Subtotal</b>	<b>10,346,485</b>	<b>6.3</b>
<b>Total</b>	<b>\$163,814,418</b>	<b>100.0%</b>

<sup>1</sup> Sanctions of participants' grants were counted as expenditures and were charged against Milwaukee County agencies' contracts during the 2000-2001 contract period only.

<sup>2</sup> These Milwaukee services, which were funded only during the 1997-1999 contract, included the MATC Learning Labs and funding for facilities that housed county workers who determined eligibility for the Medical Assistance, Food Stamp, and child care programs.

From January through June 2004, UMOS spent \$7.5 million, including \$2.6 million for services, \$3.7 million for cash benefits, \$798,000 for administration, and \$333,000 for additional services.

### **Use of Unrestricted Profits**

UMOS received \$4.3 million in unrestricted profits during the 1997-1999 contract period and \$1.3 million during the 2000-2001 contract period. It reported using those funds for:

- paying two building mortgages;
- establishing an account for future unfunded initiatives;
- purchasing a vacant lot for future construction;
- funding a low-income housing project; and
- purchasing and constructing the UMOS administration building.

### **Use of Community Reinvestment Funds**

Under the provisions included in the 1997-1999 and 2000-2001 contracts, UMOS reported \$2.2 million in community reinvestment fund expenditures. According to available expenditure information, these funds were spent as follows:

	Amount	Percentage
Administration	\$ 239,312	10.9%
Program Services	1,947,075	89.1

The agency reported using these funds on:

- alcohol and other drug addiction, mental health, family violence, and legal services to help participants succeed in the workplace;
- outreach to increase awareness of services provided by UMOS and Milwaukee Job Centers;
- employment training and basic education services to non-custodial parents;
- child care transportation services;
- a contingency fund to supplement participant benefits;
- assisting low-income families obtain tax credits;

- a food pantry;
- supplements to W-2 and related programs; and
- administration of community reinvestment funded projects.

**Performance Standards:** UMOS met all 7 base level performance standards during 2000-2001 and 10 of 14 during 2002-2003.

Performance Standard	2000-2001 Contract Period	2002-2003 Contract Period
Entered Employment	Yes	Yes
Assigned to Basic Education Activities	Yes	Yes
Educational Activities Attainment	n.a.	Yes
Average Wage <sup>1</sup>	Yes	n.a.
Job Retention (30-Day)	Yes	Yes
Job Retention (180-Day)	Yes	Yes
Health Insurance Benefits <sup>2</sup>	Yes	n.a.
Full and Appropriate Engagement	Yes	Yes
Assessment for Appropriate Placement	n.a.	Yes
Formal Assessment for Appropriate Placement (for Transitional Placements)	n.a.	No
Timely Processing of Extensions Forms	n.a.	No
Timely CARES Processing of Extensions	n.a.	No
W-2 Agency Staff Training	n.a.	Yes
Financial Management (No Significant Audit Findings)	n.a.	Yes
Contract Compliance (Not Under Corrective Action Plan)	n.a.	Yes
Customer Satisfaction	n.a.	No

<sup>1</sup> This standard was for information purposes only during the 2002-2003 contract period.

<sup>2</sup> This was an optional standard during the 2002-2003 contract period.

**Extensions:** From April 1999 through June 2004, 53.0 percent of the 2,927 extension requests for UMOS participants were approved.

Extension Type	Extensions Requested	Extensions Approved	Percentage Approved
60-Month Lifetime Limit	343	288	84.0%
24-Month Community Service Job	1,734	622	35.9
24-Month Transitional Placement	850	642	75.5
<b>Total</b>	<b>2,927</b>	<b>1,552</b>	<b>53.0</b>

**Leavers and Returners:** As of June 2004, 66.3 percent of the 264 participants who had left the program for the first time two years earlier (during the second quarter of 2002) had returned to W-2 for cash benefits or case management.

Placement Type at Time of Leaving	Number of Leavers	Leavers Not Returning	Leavers Returning for Case Management Services Only	Leavers Returning for Cash Benefits
Community Service Job	192	58	46	88
Transitional Placement	32	18	5	9
Trial Job	1	0	1	0
Custodial Parent of an Infant	39	13	14	12
<b>Total</b>	<b>264</b>	<b>89</b>	<b>66</b>	<b>109</b>

**Sanctions:** UMOS issued 2,151 sanctions from January through June 2004.

Placement Type	Number of Sanctions Issued	Average Sanction Amount
Community Service Job	1,773	\$199
Transitional Placement	356	127
Other	22	138
<b>Total</b>	<b>2,151</b>	<b>186</b>

**Fact-Finding Reviews:** From January 2001 through December 2003, 498 participants requested 549 fact-finding reviews.

Topic of Complaint	Ruled in Favor of Agency	Ruled in Favor of Participant	Split Ruling	Request Resolved or Withdrawn	Request Abandoned	Request Dismissed
Employment	64	107	15	189	68	4
Child Care	11	10	5	6	6	0
Emergency Assistance	5	1	0	7	0	0
Job Access Loan	2	2	0	2	0	0
Extensions	6	5	3	12	5	1
Other	0	0	0	1	0	0
Multiple Reasons	2	2	2	4	1	1
<b>Total</b>	<b>90</b>	<b>127</b>	<b>25</b>	<b>221</b>	<b>80</b>	<b>6</b>

## Milwaukee County—YW Works

**Agency:** YW Works is a private non-profit organization. During the 1997-1999 contract period, YWCA of Greater Milwaukee was the managing member of a limited-liability corporation, YW Works, that included two for-profit organizations: CNR Health, Inc., and Kaiser Group, Inc. Since January 2000, YW Works has been a nonprofit limited-liability corporation wholly owned by YWCA of Greater Milwaukee.

**Service Delivery Area:** Milwaukee County Region 1 through the 2002-2003 contract period and Milwaukee County Region 4 during the 2002-2003 contract period. YW Works was not a W-2 contractor during 2004.

**Caseload Information:** The participant caseload in Region 1 declined by 18.4 percent from June 1998 to June 2004, while the caseload in Region 4 declined by 21.8 percent.

### Milwaukee County Region 1

Placement Type	June 1998	June 2001	June 2004 <sup>1</sup>	Percentage Change
Community Service Job	791	210	404	–
Transitional Placement	156	315	597	–
Trial Job	4	0	2	–
Custodial Parent of an Infant	61	71	58	–
Case Management	578	318	237	–
<b>Total</b>	<b>1,590</b>	<b>914</b>	<b>1,298</b>	<b>(18.4%)</b>

<sup>1</sup> Region 1 was administered by YW Works from 1997 through 2003 and by OIC-GM in 2004.

### Milwaukee County Region 4

Placement Type	June 1998 <sup>1</sup>	June 2001 <sup>1</sup>	June 2004 <sup>1</sup>	Percentage Change
Community Service Job	1,683	589	1,043	–
Transitional Placement	177	270	644	–
Trial Job	16	0	2	–
Custodial Parent of an Infant	125	117	116	–
Case Management	920	430	480	–
<b>Total</b>	<b>2,921</b>	<b>1,406</b>	<b>2,285</b>	<b>(21.8%)</b>

<sup>1</sup> Region 4 was administered by ESI from 1997 through 2001, by YW Works from 2002 through 2003, and by OIC-GM in 2004.

**Use of Funds:** YW Works spent \$140.4 million from September 1997 through December 2003. It received \$4.8 million in unrestricted profits and reported \$2.0 million in community reinvestment fund expenditures.

**Contract Expenditures**  
September 1997 through December 2003

	Expenditures	Percentage of Total
<b>Services</b>		
Work Activities	\$ 40,276,915	28.7%
Eligibility Determination	4,848,095	3.5
Case Management	495,758	0.4
FSET Services	3,299,233	2.3
Skills Training	3,528,472	2.5
Post-Employment Services	6,991,567	5.0
Education Activities	6,082,167	4.3
Transportation	2,191,515	1.6
Other Assistance Payments	0	0.0
Trial Jobs	86,091	0.1
<b>Subtotal</b>	<b>67,799,813</b>	<b>48.3</b>
<b>Cash Benefits</b>		
Community Service Jobs	35,408,834	25.2
Transitional Placements	13,996,518	10.0
Sanctions <sup>1</sup>	2,004,616	1.4
<b>Subtotal</b>	<b>51,409,968</b>	<b>36.6</b>
<b>Administration</b>	<b>13,541,388</b>	<b>9.6</b>
<b>Additional Services</b>		
Additional Milwaukee Services <sup>2</sup>	2,390,625	1.7
Contracted Child Care	1,099,609	0.8
Job Access Loans	428,682	0.3
Emergency Assistance	1,454,029	1.0
Children First	0	0.0
Additional FSET Services	555,549	0.4
Workforce Attachment and Advancement	1,678,787	1.2
Other Services	63,603	<0.1
<b>Subtotal</b>	<b>7,670,884</b>	<b>5.5</b>
<b>Total</b>	<b>\$140,422,053</b>	<b>100.0%</b>

<sup>1</sup> Sanctions of participants' grants were counted as expenditures and were charged against Milwaukee County agencies' contracts during the 2000-2001 contract period only.

<sup>2</sup> These Milwaukee services, which were funded only during 1997-1999 contract, included the MATC Learning Labs and funding for facilities that housed county workers who determined eligibility for the Medical Assistance, Food Stamp, and child care programs.

## Use of Unrestricted Profits

YW Works received \$3.4 million in unrestricted profits during the 1997-1999 contract period and \$1.4 million during the 2000-2001 contract period. Our April 2001 audit (report 01-7) reported that the agency spent the unrestricted profits it received during the 1997-1999 contract to fund programs and services offered by the three agencies that created YW Works: YWCA of Greater Milwaukee, CNR Heath, Inc., and Kaiser Group, Inc.

Information was not available regarding how the agency spent funds received during the 2000-2001 contract period.

## Use of Community Reinvestment Funds

Under the provisions included in the 1997-1999 and 2000-2001 contracts, YW Works reported \$2.0 million in community reinvestment fund expenditures. According to available expenditure information, these funds were spent as follows:

	Amount	Percentage
Administration	\$ 151,799	7.6%
Program Services	1,836,672	92.4

Our April 2001 audit (report 01-7) reported that the agency planned to use the funds received during the 1997-1999 contract period on:

- expansion of community service job sites;
- customized job training programs;
- emergency assistance to participants needing cash grants for items such as food and shelter;
- various services for families; and
- expansion of local food pantries.

The community reinvestment funds received during the 2000-2001 contract period were used as matching funds to enable the agency to access W-2 contingency funds for providing cash benefits to participants.

**Performance Standards:** YW Works met all 7 base level performance standards during 2000-2001 and 11 of 14 during 2002-2003.

Performance Standard	2000-2001 Contract Period	2002-2003 Contract Period
Entered Employment	Yes	Yes
Assigned to Basic Education Activities	Yes	Yes
Educational Activities Attainment	n.a.	Yes
Average Wage <sup>1</sup>	Yes	n.a.
Job Retention (30-Day)	Yes	Yes
Job Retention (180-Day)	Yes	Yes
Health Insurance Benefits <sup>2</sup>	Yes	n.a.
Full and Appropriate Engagement	Yes	Yes
Assessment for Appropriate Placement	n.a.	Yes
Formal Assessment for Appropriate Placement (for Transitional Placements)	n.a.	Yes
Timely Processing of Extensions Forms	n.a.	Yes
Timely CARES Processing of Extensions	n.a.	No
W-2 Agency Staff Training	n.a.	No
Financial Management (No Significant Audit Findings)	n.a.	Yes
Contract Compliance (Not Under Corrective Action Plan)	n.a.	Yes
Customer Satisfaction	n.a.	No

<sup>1</sup> This standard was for information purposes only during the 2002-2003 contract period.

<sup>2</sup> This was an optional standard during the 2002-2003 contract period.

**Extensions:** From April 1999 through December 2003, 34.8 percent of the 1,745 extension requests for YW Works participants were approved.

Extension Type	Extensions Requested	Extensions Approved	Percentage Approved
60-Month Lifetime Limit	252	192	76.2%
24-Month Community Service Job	929	92	9.9
24-Month Transitional Placement	564	323	57.3
<b>Total</b>	<b>1,745</b>	<b>607</b>	<b>34.8</b>



**Leavers and Returners:** As of June 2004, 76.2 percent of the 189 participants who had left the program for the first time two years earlier (during the second quarter of 2002) had returned to W-2 for cash benefits or case management.

Placement Type at Time of Leaving	Number of Leavers	Leavers Not Returning	Leavers Returning for Case Management Services Only	Leavers Returning for Cash Benefits
Community Service Job	138	33	35	70
Transitional Placement	21	6	4	11
Trial Job	0	0	0	0
Custodial Parent of an Infant	30	6	11	13
<b>Total</b>	<b>189</b>	<b>45</b>	<b>50</b>	<b>94</b>

**Sanctions:** YW Works was not a W-2 contractor from January through June 2004.

**Fact-Finding Reviews:** From January 2001 through December 2003, 560 participants requested 681 fact-finding reviews.

Topic of Complaint	Ruled in Favor of Agency	Ruled in Favor of Participant	Split Ruling	Request Resolved or Withdrawn	Request Abandoned	Request Dismissed
Employment	132	99	55	119	87	19
Child Care	9	12	3	1	13	0
Emergency Assistance	22	6	1	3	12	0
Job Access Loan	5	3	0	1	4	0
Extensions	12	9	3	2	7	5
Other	2	0	0	0	0	2
Multiple Reasons	9	6	4	5	7	2
<b>Total</b>	<b>191</b>	<b>135</b>	<b>66</b>	<b>131</b>	<b>130</b>	<b>28</b>

## Oneida County

**Agency:** Forward Service Corporation (FSC), a private nonprofit organization. During the 1997-1999 contract period, a separate W-2 program was operated in Oneida County. However, since the 2000-2001 contract period, Oneida County has been a member of the Northern Consortium, which currently includes Forest, Vilas, Oneida, Langlade, and Lincoln counties.

**Service Delivery Area:** Oneida County

**Caseload Information:** Oneida County's participant caseload declined 11.1 percent from June 1998 to June 2004.

Placement Type	June 1998	June 2001	June 2004	Percentage Change
Community Service Job	7	2	8	-
Transitional Placement	5	5	3	-
Trial Job	0	0	0	-
Custodial Parent of an Infant	1	4	4	-
Case Management	5	7	1	-
<b>Total</b>	<b>18</b>	<b>18</b>	<b>16</b>	<b>(11.1%)</b>

**Use of Funds:** The W-2 program in Oneida County and the Northern Consortium spent \$5.4 million from September 1997 through December 2003. It received \$436,000 in unrestricted profits and reported \$390,000 in community reinvestment fund expenditures.

**Contract Expenditures**  
September 1997 through December 2003

	Expenditures <sup>1</sup>	Percentage of Total
<b>Services</b>		
Work Activities	\$1,474,158	27.5%
Eligibility Determination	1,317,861	24.6
Case Management	6,791	0.1
FSET Services	223,930	4.2
Skills Training	35,495	0.7
Post-Employment Services	60,710	1.1
Education Activities	26,608	0.5
Transportation	7,070	0.1
Other Assistance Payments	0	0.0
Trial Jobs	2,928	0.1
<b>Subtotal</b>	<b>3,155,551</b>	<b>58.9</b>
<b>Cash Benefits</b>		
Community Service Jobs	505,093	9.4
Transitional Placements	446,141	8.3
Sanctions <sup>2</sup>	10,044	0.2
<b>Subtotal</b>	<b>961,278</b>	<b>17.9</b>
<b>Administration</b>	<b>500,792</b>	<b>9.4</b>
<b>Additional Services</b>		
Contracted Child Care	0	0.0
Job Access Loans	8,512	0.2
Emergency Assistance	318,859	6.0
Children First	13,239	0.2
Additional FSET Services	2,303	<0.1
Workforce Attachment and Advancement	390,854	7.3
Other Services	0	0.0
<b>Subtotal</b>	<b>733,767</b>	<b>13.8</b>
<b>Total</b>	<b>\$5,351,388</b>	<b>100.0%</b>

<sup>1</sup> Includes expenditures for all counties participating in the Northern Consortium.

<sup>2</sup> Sanctions of participants' grants were counted as expenditures and were charged against the agency's 1997-1999 and 2000-2001 contracts.

From January through June 2004, the Northern Consortium spent \$482,000, including \$221,000 for services, \$177,000 for cash benefits, \$36,000 for administration, and \$48,000 for additional services.

### Use of Unrestricted Profits

The W-2 program in Oneida County received \$367,000 in unrestricted profits during the 1997-1999 contract period, and the Northern Consortium, of which Oneida County was a member, received \$69,000 during the 2000-2001 contract period. Forward Service Corporation reports that these profits have not been spent.

### Use of Community Reinvestment Funds

Under the provisions included in the 1997-1999 and 2000-2001 contracts, Oneida County and the Northern Consortium reported \$390,000 in community reinvestment fund expenditures. According to available expenditure information, these funds were spent as follows:

	Amount	Percentage
Administration	\$ 25,791	6.6%
Program Services	364,392	93.4

The agency reported spending these funds on:

- financial assistance for housing, tuition, child care, vehicle repairs and maintenance;
- job retention incentive payments;
- an Internet terminal at the Job Center;
- assessment materials to enhance case management;
- programming for teen parents;
- employer subsidies; and
- supplements to its W-2 program.

**Performance Standards:** The Northern Consortium met all 7 base level performance standards during 2000-2001 and all 14 during 2002-2003.

Performance Standard	2000-2001 Contract Period	2002-2003 Contract Period
Entered Employment	Yes	Yes
Assigned to Basic Education Activities	Yes	Yes
Education Activities Attainment	n.a.	Yes
Average Wage <sup>1</sup>	Yes	n.a.
Job Retention (30-Day)	Yes	Yes
Job Retention (180-Day)	Yes	Yes
Health Insurance Benefits <sup>2</sup>	Yes	n.a.
Full and Appropriate Engagement	Yes	Yes
Assessment for Appropriate Placement	n.a.	Yes
Formal Assessment for Appropriate Placement (for Transitional Placements)	n.a.	Yes
Timely Processing of Extensions Forms	n.a.	Yes
Timely CARES Processing of Extensions	n.a.	Yes
W-2 Agency Staff Training	n.a.	Yes
Financial Management (No Significant Audit Findings)	n.a.	Yes
Contract Compliance (Not Under Corrective Action Plan)	n.a.	Yes
Customer Satisfaction	n.a.	Yes

<sup>1</sup> This standard was for optional purposes only during the 2002-2003 contract period.

<sup>2</sup> This standard was optional during the 2002-2003 contract period.

**Extensions:** From April 1999 through June 2004, the one extension request for a Oneida County participant was not approved.

Extension Type	Extensions Requested	Extensions Approved	Percentage Approved
60-Month Lifetime Limit	0	0	–
24-Month Community Service Job	0	0	–
24-Month Transitional Placement	1	0	0.0%
<b>Total</b>	<b>1</b>	<b>0</b>	<b>0.0</b>

**Leavers and Returners:** As of June 2004, none of the three participants who had left the program for the first time two years earlier (during the second quarter of 2002) had returned to W-2 for cash benefits or case management.

Placement Type at Time of Leaving	Number of Leavers	Leavers Not Returning	Leavers Returning for Case Management Services Only	Leavers Returning for Cash Benefits
Community Service Job	0	0	0	0
Transitional Placement	1	1	0	0
Trial Job	0	0	0	0
Custodial Parent of an Infant	2	2	0	0
<b>Total</b>	<b>3</b>	<b>3</b>	<b>0</b>	<b>0</b>

**Sanctions:** Oneida County issued two sanctions from January through June 2004.

Placement Type	Number of Sanctions Issued	Average Sanction Amount
Community Service Job	1	\$5
Transitional Placement	1	5
Other	0	0
<b>Total</b>	<b>2</b>	<b>5</b>

**Fact-Finding Reviews:** From January 2001 through December 2003, no participants requested fact-finding reviews.

## Outagamie County

**Agency:** Outagamie County Department of Health and Human Services

**Service Delivery Area:** Outagamie County

**Caseload Information:** Outagamie County's participant caseload declined 16.2 percent from June 1998 to June 2004.

Placement Type	June 1998	June 2001	June 2004	Percentage Change
Community Service Job	14	19	11	-
Transitional Placement	32	12	13	-
Trial Job	2	0	0	-
Custodial Parent of an Infant	5	5	22	-
Case Management	21	45	16	-
<b>Total</b>	<b>74</b>	<b>81</b>	<b>62</b>	<b>(16.2%)</b>

**Use of Funds:** The Outagamie County Department of Health and Human Services spent \$9.2 million from September 1997 through December 2003. It received \$1.0 million in unrestricted profits and reported \$1.4 million in community reinvestment fund expenditures.

**Contract Expenditures**  
September 1997 through December 2003

	Expenditures	Percentage of Total
<b>Services</b>		
Work Activities	\$1,708,380	18.5%
Eligibility Determination	2,694,406	29.1
Case Management	124,708	1.4
FSET Services	422,978	4.6
Skills Training	60,367	0.7
Post-Employment Services	116,681	1.3
Education Activities	137,517	1.5
Transportation	221,529	2.4
Other Assistance Payments	47,491	0.5
Trial Jobs	19,717	0.2
<b>Subtotal</b>	<b>5,553,774</b>	<b>60.2</b>
<b>Cash Benefits</b>		
Community Service Jobs	1,369,162	14.8
Transitional Placements	836,617	9.1
Sanctions <sup>1</sup>	70,428	0.8
<b>Subtotal</b>	<b>2,276,207</b>	<b>24.7</b>
<b>Administration</b>	<b>1,131,616</b>	<b>12.3</b>
<b>Additional Services</b>		
Contracted Child Care	0	0.0
Job Access Loans	26,223	0.3
Emergency Assistance	120,780	1.3
Children First	19,148	0.2
Additional FSET Services	9,891	0.1
Workforce Attachment and Advancement	70,424	0.8
Other Services	6,543	0.1
<b>Subtotal</b>	<b>253,009</b>	<b>2.8</b>
<b>Total</b>	<b>\$9,214,606</b>	<b>100.0%</b>

<sup>1</sup> Sanctions of participants' grants were counted as expenditures and were charged against the agency's 1997-1999 and 2000-2001 contracts.



From January through June 2004, the Outagamie County Department of Health and Human Services spent \$511,000, including \$278,000 for services, \$147,000 for cash benefits, \$76,000 for administration, and \$10,000 for additional services.

### Use of Unrestricted Profits

The Outagamie County Department of Health and Human Services received \$866,000 in unrestricted profits during the 1997-1999 contract period and \$103,000 during the 2000-2001 contract period. It reported using those funds to offset the tax levy for the county Department of Health and Human Services.

### Use of Community Reinvestment Funds

Under the provisions included in the 1997-1999 and 2000-2001 contracts, the Outagamie County Department of Health and Human Services reported \$1.4 million in community reinvestment fund expenditures. According to available expenditure information, these funds were spent as follows:

	Amount	Percentage
Administration	\$ 203,675	14.7%
Program Services	1,177,514	85.3

The agency reported using these funds on:

- employment-related services, such as education and short-term training, job coaching and development, work readiness training, case management and employment support services, and a job retention incentive program;
- transportation;
- services for families and youth, including tutoring, mentoring, and therapy;
- a revolving loan fund; and
- supplementing W-2 and related programs.

**Performance Standards:** Outagamie County met all 7 base level performance standards during 2000-2001 and all 14 during 2002-2003.

Performance Standard	2000-2001 Contract Period	2002-2003 Contract Period
Entered Employment	Yes	Yes
Assigned to Basic Education Activities	Yes	Yes
Educational Activities Attainment	n.a.	Yes
Average Wage <sup>1</sup>	Yes	n.a.
Job Retention (30-Day)	Yes	Yes
Job Retention (180-Day)	Yes	Yes
Health Insurance Benefits <sup>2</sup>	Yes	n.a.
Full and Appropriate Engagement	Yes	Yes
Assessment for Appropriate Placement	n.a.	Yes
Formal Assessment for Appropriate Placement (for Transitional Placements)	n.a.	Yes
Timely Processing of Extensions Forms	n.a.	Yes
Timely CARES Processing of Extensions	n.a.	Yes
W-2 Agency Staff Training	n.a.	Yes
Financial Management (No Significant Audit Findings)	n.a.	Yes
Contract Compliance (Not Under Corrective Action Plan)	n.a.	Yes
Customer Satisfaction	n.a.	Yes

<sup>1</sup> This standard was for information purposes only during the 2002-2003 contract period.

<sup>2</sup> This was an optional standard during the 2002-2003 contract period.

**Extensions:** From April 1999 through June 2004, 85.7 percent of the 14 extension requests for Outagamie County participants were approved.

Extension Type	Extensions Requested	Extensions Approved	Percentage Approved
60-Month Lifetime Limit	0	0	–
24-Month Community Service Job	1	0	0.0%
24-Month Transitional Placement	13	12	92.3
<b>Total</b>	<b>14</b>	<b>12</b>	<b>85.7</b>

**Leavers and Returners:** As of June 2004, 100.0 percent of the 15 participants who had left the program for the first time two years earlier (during the second quarter of 2002) had returned to W-2 for cash benefits or case management.

Placement Type at Time of Leaving	Number of Leavers	Leavers Not Returning	Leavers Returning for Case Management Services Only	Leavers Returning for Cash Benefits
Community Service Job	7	0	5	2
Transitional Placement	1	0	0	1
Trial Job	0	0	0	0
Custodial Parent of an Infant	7	0	6	1
<b>Total</b>	<b>15</b>	<b>0</b>	<b>11</b>	<b>4</b>

**Sanctions:** Outagamie County issued 56 sanctions from January through June 2004.

Placement Type	Number of Sanctions Issued	Average Sanction Amount
Community Service Job	31	\$158
Transitional Placement	23	74
Other	2	113
<b>Total</b>	<b>56</b>	<b>122</b>

**Fact-Finding Reviews:** From January 2001 through December 2003, 17 participants requested 18 fact-finding reviews.

Topic of Complaint	Ruled in Favor of Agency	Ruled in Favor of Participant	Split Ruling	Request Resolved or Withdrawn	Request Abandoned	Request Dismissed
Employment	0	0	0	0	1	0
Child Care	6	2	0	2	1	0
Emergency Assistance	1	0	0	0	0	0
Job Access Loan	0	0	0	0	0	0
Extensions	0	0	0	0	0	0
Other	4	1	0	0	0	0
Multiple Reasons	0	0	0	0	0	0
<b>Total</b>	<b>11</b>	<b>3</b>	<b>0</b>	<b>2</b>	<b>2</b>	<b>0</b>

## Rock County

**Agency:** Rock County Human Services Department.

**Service Delivery Area:** Rock County

**Caseload Information:** Rock County's participant caseload increased 99.0 percent from June 1998 to June 2004.

Placement Type	June 1998	June 2001	June 2004	Percentage Change
Community Service Job	10	70	46	-
Transitional Placement	19	70	81	-
Trial Job	2	1	0	-
Custodial Parent of an Infant	15	57	55	-
Case Management	57	25	23	-
<b>Total</b>	<b>103</b>	<b>223</b>	<b>205</b>	<b>99.0%</b>

**Use of Funds:** The Rock County Human Services Department spent \$19.9 million from September 1997 through December 2003. It received \$2.7 million in unrestricted profits and reported \$4.9 million in community reinvestment fund expenditures.

**Contract Expenditures**  
September 1997 through December 2003

	Expenditures	Percentage of Total
<b>Services</b>		
Work Activities	\$ 2,963,021	14.9%
Eligibility Determination	4,247,143	21.4
Case Management	404,345	2.0
FSET Services	1,410,516	7.1
Skills Training	467,426	2.4
Post-Employment Services	368,774	1.9
Education Activities	699,432	3.5
Transportation	158,828	0.8
Other Assistance Payments	30,903	0.2
Trial Jobs	10,589	0.1
<b>Subtotal</b>	<b>10,760,977</b>	<b>54.2</b>
<b>Cash Benefits</b>		
Community Service Jobs	2,837,816	14.3
Transitional Placements	1,902,415	9.6
Sanctions <sup>1</sup>	182,097	0.9
<b>Subtotal</b>	<b>4,922,328</b>	<b>24.8</b>
<b>Administration</b>	<b>2,193,042</b>	<b>11.0</b>
<b>Additional Services</b>		
Contracted Child Care	254,496	1.3
Job Access Loans	190,119	1.0
Emergency Assistance	936,276	4.7
Children First	0	0.0
Additional FSET Services	26,791	0.1
Workforce Attachment and Advancement	472,943	2.4
Other Services	106,400	0.5
<b>Subtotal</b>	<b>1,987,025</b>	<b>10.0</b>
<b>Total</b>	<b>\$19,863,372</b>	<b>100.0%</b>

<sup>1</sup> Sanctions of participants' grants were counted as expenditures and were charged against the agency's 1997-1999 and 2000-2001 contracts.

From January through June 2004, the Rock County Human Services Department spent \$1.2 million, including \$480,000 for services, \$511,000 for cash benefits, \$74,000 for administration, and \$93,000 for additional services.

### Use of Unrestricted Profits

The Rock County Human Services Department received \$2.6 million in unrestricted profits during the 1997-1999 contract period and \$97,000 during the 2000-2001 contract period. It reported using those funds to supplement the agency's budget and to provide a local match for certain income maintenance programs.

### Use of Community Reinvestment Funds

Under the provisions included in the 1997-1999 and 2000-2001 contracts, the Rock County Human Services Department reported \$4.9 million in community reinvestment fund expenditures. According to available expenditure information, these funds were spent as follows:

	Amount	Percentage
Administration	\$ 494,696	10.1%
Program Services	4,414,484	89.9

The agency reported using these funds on:

- education and employment-related services, such as basic skills education at the local technical college, literacy services, and career advancement and retention services;
- emergency services, such as short-term housing costs and energy services;
- services for children and families, such as drop-in childcare for clients who are working and are victims of domestic violence, intensive family case management, before- and after-school services, parenting and life skills training, and juvenile justice services;
- legal representation for low-income individuals;
- alcohol and other drug addiction services and mental health outpatient services;
- bus service expansion;
- community reinvestment loan program; and
- supplemental funding for W-2 related services.

**Performance Standards:** Rock County met all 7 base level performance standards during 2000-2001 and all 14 during 2002-2003.

Performance Standard	2000-2001 Contract Period	2002-2003 Contract Period
Entered Employment	Yes	Yes
Assigned to Basic Education Activities	Yes	Yes
Educational Activities Attainment	n.a.	Yes
Average Wage <sup>1</sup>	Yes	n.a.
Job Retention (30-Day)	Yes	Yes
Job Retention (180-Day)	Yes	Yes
Health Insurance Benefits <sup>2</sup>	Yes	n.a.
Full and Appropriate Engagement	Yes	Yes
Assessment for Appropriate Placement	n.a.	Yes
Formal Assessment for Appropriate Placement (for Transitional Placements)	n.a.	Yes
Timely Processing of Extensions Forms	n.a.	Yes
Timely CARES Processing of Extensions	n.a.	Yes
W-2 Agency Staff Training	n.a.	Yes
Financial Management (No Significant Audit Findings)	n.a.	Yes
Contract Compliance (Not Under Corrective Action Plan)	n.a.	Yes
Customer Satisfaction	n.a.	Yes

<sup>1</sup> This standard was for information purposes only during the 2002-2003 contract period.

<sup>2</sup> This was an optional standard during the 2002-2003 contract period.

**Extensions:** From April 1999 through June 2004, 77.8 percent of the 54 extension requests for Rock County participants were approved.

Extension Type	Extensions Requested	Extensions Approved	Percentage Approved
60-Month Lifetime Limit	1	0	0.0%
24-Month Community Service Job	4	1	25.0
24-Month Transitional Placement	49	41	83.7
<b>Total</b>	<b>54</b>	<b>42</b>	<b>77.8</b>

**Leavers and Returners:** As of June 2004, 36.6 percent of the 41 participants who had left the program for the first time two years earlier (during the second quarter of 2002) had returned to W-2 for cash benefits or case management.

Placement Type at Time of Leaving	Number of Leavers	Leavers Not Returning	Leavers Returning for Case Management Services Only	Leavers Returning for Cash Benefits
Community Service Job	10	3	3	4
Transitional Placement	11	9	0	2
Trial Job	0	0	0	0
Custodial Parent of an Infant	20	14	3	3
<b>Total</b>	<b>41</b>	<b>26</b>	<b>6</b>	<b>9</b>

**Sanctions:** Rock County issued 140 sanctions from January through June 2004.

Placement Type	Number of Sanctions Issued	Average Sanction Amount
Community Service Job	81	\$184
Transitional Placement	58	91
Other	1	10
<b>Total</b>	<b>140</b>	<b>144</b>

**Fact-Finding Reviews:** From January 2001 through December 2003, 29 participants requested 37 fact-finding reviews.

Topic of Complaint	Ruled in Favor of Agency	Ruled in Favor of Participant	Split Ruling	Request Resolved or Withdrawn	Request Abandoned	Request Dismissed
Employment	8	5	1	3	8	1
Child Care	0	1	0	2	3	0
Emergency Assistance	1	0	0	0	0	0
Job Access Loan	1	0	0	0	0	0
Extensions	1	0	0	0	0	0
Other	1	0	0	0	0	0
Multiple Reasons	1	0	0	0	0	0
<b>Total</b>	<b>13</b>	<b>6</b>	<b>1</b>	<b>5</b>	<b>11</b>	<b>1</b>



## Sheboygan County

**Agency:** Sheboygan County Department of Health and Human Services. Beginning with the 2004-2005 contract period, Sheboygan County is a member of and administrative agency for the Lakeshore Consortium, a collaborative effort by Sheboygan and Manitowoc Counties to provide W-2 services.

**Service Delivery Area:** Sheboygan County

**Caseload Information:** Sheboygan County's participant caseload increased 119.4 percent from June 1998 to June 2004.

Placement Type	June 1998	June 2001	June 2004	Percentage Change
Community Service Job	2	13	12	-
Transitional Placement	8	8	25	-
Trial Job	0	0	0	-
Custodial Parent of an Infant	4	13	23	-
Case Management	17	29	8	-
<b>Total</b>	<b>31</b>	<b>63</b>	<b>68</b>	<b>119.4%</b>

**Use of Funds:** The Sheboygan County Department of Health and Human Services spent \$5.6 million from September 1997 through December 2003. It received \$770,000 in unrestricted profits and reported \$601,000 in community reinvestment fund expenditures.

**Contract Expenditures**  
September 1997 through December 2003

	Expenditures	Percentage of Total
<b>Services</b>		
Work Activities	\$1,221,389	21.6%
Eligibility Determination	694,808	12.4
Case Management	49,181	0.9
FSET Services	637,523	11.4
Skills Training	225,937	4.0
Post-Employment Services	212,809	3.8
Education Activities	29,319	0.5
Transportation	0	0.0
Other Assistance Payments	5,328	0.1
Trial Jobs	0	0.0
<b>Subtotal</b>	<b>3,076,294</b>	<b>54.7</b>
<b>Cash Benefits</b>		
Community Service Jobs	772,589	13.8
Transitional Placements	462,359	8.2
Sanctions <sup>1</sup>	14,693	0.3
<b>Subtotal</b>	<b>1,249,641</b>	<b>22.3</b>
<b>Administration</b>	<b>515,321</b>	<b>9.2</b>
<b>Additional Services</b>		
Contracted Child Care	367,492	6.5
Job Access Loans	32,379	0.6
Emergency Assistance	105,494	1.9
Children First	46,000	0.8
Additional FSET Services	9,576	0.2
Workforce Attachment and Advancement	102,670	1.8
Other Services	111,238	2.0
<b>Subtotal</b>	<b>774,849</b>	<b>13.8</b>
<b>Total</b>	<b>\$5,616,105</b>	<b>100.0%</b>

<sup>1</sup> Sanctions of participants' grants were counted as expenditures and were charged against the agency's 1997-1999 and 2000-2001 contracts.

From January through June 2004, the Lakeshore Consortium spent \$508,000, including \$235,000 for services, \$163,000 for cash benefits, \$43,000 for administration, and \$66,000 for additional services (including expenditures for both members of the consortium)

### Use of Unrestricted Profits

The Sheboygan County Department of Health and Human Services received \$710,000 in unrestricted profits during the 1997-1999 contract period and \$59,000 during the 2000-2001 contract period. It reported using these funds for W-2 related expenses, including office computer equipment and transitional living expenses for participants. In addition, funds were used to supplement the agency's budget.

### Use of Community Reinvestment Funds

Under the provisions included in the 1997-1999 and 2000-2001 contracts, the Sheboygan County Department of Health and Human Services reported \$601,000 in community reinvestment fund expenditures. According to available expenditure information, these funds were spent as follows:

	Amount	Percentage
Administration	\$ 76,041	12.7%
Program Services	524,643	87.3

The agency reported using these funds on:

- programming for families, such as a first-time parents program, a family training program, parent aide services, and a "parents as teachers program" for TANF- eligible parents and children;
- financial assistance, such as housing assistance, transportation expenses and automobile repairs, and emergency services for TANF-eligible families;
- bilingual services;
- life skills workshops and an incentive program for attending life skills courses;
- community outreach;
- an automated psychological diagnostic tool;
- database development; and
- supplemental funding for W-2 related services.

**Performance Standards:** Sheboygan County met all 7 base level performance standards during 2000-2001 and all 14 during 2002-2003.

Performance Standard	2000-2001 Contract Period	2002-2003 Contract Period
Entered Employment	Yes	Yes
Assigned to Basic Education Activities	Yes	Yes
Educational Activities Attainment	n.a.	Yes
Average Wage <sup>1</sup>	Yes	n.a.
Job Retention (30-Day)	Yes	Yes
Job Retention (180-Day)	Yes	Yes
Health Insurance Benefits <sup>2</sup>	Yes	n.a.
Full and Appropriate Engagement	Yes	Yes
Assessment for Appropriate Placement	n.a.	Yes
Formal Assessment for Appropriate Placement (for Transitional Placements)	n.a.	Yes
Timely Processing of Extensions Forms	n.a.	Yes
Timely CARES Processing of Extensions	n.a.	Yes
W-2 Agency Staff Training	n.a.	Yes
Financial Management (No Significant Audit Findings)	n.a.	Yes
Contract Compliance (Not Under Corrective Action Plan)	n.a.	Yes
Customer Satisfaction	n.a.	Yes

<sup>1</sup> This standard was for information purposes only during the 2002-2003 contract period.

<sup>2</sup> This was an optional standard during the 2002-2003 contract period.

**Extensions:** From April 1999 through June 2004, 81.8 percent of the 11 extension requests for Sheboygan County participants were approved.

Extension Type	Extensions Requested	Extensions Approved	Percentage Approved
60-Month Lifetime Limit	0	0	–
24-Month Community Service Job	2	2	100.0%
24-Month Transitional Placement	9	7	77.8
<b>Total</b>	<b>11</b>	<b>9</b>	<b>81.8</b>

**Leavers and Returners:** As of June 2004, 73.3 percent of the 15 participants who had left the program for the first time two years earlier (during the second quarter of 2002) had returned to W-2 for cash benefits or case management.

Placement Type at Time of Leaving	Number of Leavers	Leavers Not Returning	Leavers Returning for Case Management Services Only	Leavers Returning for Cash Benefits
Community Service Job	3	0	3	0
Transitional Placement	1	0	1	0
Trial Job	0	0	0	0
Custodial Parent of an Infant	11	4	5	2
<b>Total</b>	<b>15</b>	<b>4</b>	<b>9</b>	<b>2</b>

**Sanctions:** Sheboygan County issued 29 sanctions from January through June 2004.

Placement Type	Number of Sanctions Issued	Average Sanction Amount
Community Service Job	16	\$253
Transitional Placement	13	139
Other	0	0
<b>Total</b>	<b>29</b>	<b>202</b>

**Fact-Finding Reviews:** From January 2001 through December 2003, no participants requested fact-finding reviews.

## Waukesha County

**Agency:** ACS State and Local Solutions, Inc. (for Waukesha County), a private for-profit organization

**Service Delivery Area:** Waukesha County

**Caseload Information:** ACS State and Local Solutions' participant caseload increased 106.7 percent from June 1998 to June 2004.

Placement Type	June 1998	June 2001	June 2004	Percentage Change
Community Service Job	6	4	14	–
Transitional Placement	11	22	47	–
Trial Job	0	0	0	–
Custodial Parent of an Infant	10	20	38	–
Case Management	33	52	25	–
<b>Total</b>	<b>60</b>	<b>98</b>	<b>124</b>	<b>106.7%</b>

**Use of Funds:** The agency spent \$13.2 million from September 1997 through December 2003. It received \$1.2 million in unrestricted profits and reported \$1.9 million in community reinvestment fund expenditures.

**Contract Expenditures**  
September 1997 through December 2003

	Expenditures	Percentage of Total
<b>Services</b>		
Work Activities	\$ 4,410,127	33.5%
Eligibility Determination	2,772,567	21.1
Case Management	17,755	0.1
FSET Services	223,008	1.7
Skills Training	212,132	1.6
Post-Employment Services	95,349	0.7
Education Activities	17,559	0.1
Transportation	0	0.0
Other Assistance Payments	0	0.0
Trial Jobs	0	0.0
<b>Subtotal</b>	<b>7,748,497</b>	<b>58.9</b>
<b>Cash Benefits</b>		
Community Service Jobs	1,470,855	11.2
Transitional Placements	801,569	6.1
Sanctions <sup>1</sup>	24,284	0.2
<b>Subtotal</b>	<b>2,296,708</b>	<b>17.5</b>
<b>Administration</b>	<b>1,735,880</b>	<b>13.2</b>
<b>Additional Services</b>		
Contracted Child Care	320,623	2.4
Job Access Loans	107,123	0.8
Emergency Assistance	179,439	1.4
Children First	389,434	3.0
Additional FSET Services	12,085	0.1
Workforce Attachment and Advancement	332,319	2.5
Other Services	29,231	0.2
<b>Subtotal</b>	<b>1,370,254</b>	<b>10.4</b>
<b>Total</b>	<b>\$13,151,339</b>	<b>100.0%</b>

<sup>1</sup> Sanctions of participants' grants were counted as expenditures and were charged against the agency's 1997-1999 and 2000-2001 contracts.

From January through June 2004, ACS State and Local Solutions spent \$858,000, including \$360,000 for services, \$333,000 for cash benefits, \$90,000 for administration, and \$75,000 for additional services.

### Use of Unrestricted Profits

The agency received \$1.1 million in unrestricted profits during the 1997-1999 contract period and \$135,000 during the 2000-2001 contract period. It reported using the profits from 2000-2001 to pay shareholders.

### Use of Community Reinvestment Funds

Under the provisions included in the 1997-1999 and 2000-2001 contracts, the agency reported \$1.9 million in community reinvestment fund expenditures. According to available expenditure information, these funds were spent as follows:

	Amount	Percentage
Administration	\$ 294,531	15.7%
Program Services	1,586,017	84.3

The agency reported using these funds on:

- employment-related programming and services, such as a job retention call center, and job-search techniques and outreach for county jail inmates;
- financial assistance, such as loans for employment advancement and retention, expanded rental assistance grants, housing grants cooperating with local church congregations, a housing loan program, food vouchers, financial counseling, child support assistance, and medical assistance case management;
- services for families and children, such as an early truancy prevention program for TANF-eligible children, an at-risk youth employment project for TANF-eligible youth, domestic violence services for TANF-eligible participants, and child care for children with special needs;
- a food pantry; and
- a child care resource specialist.



**Performance Standards:** ACS State and Local Solutions met all 7 base level performance standards during 2000-2001 and all 14 during 2002-2003.

Performance Standard	2000-2001 Contract Period	2002-2003 Contract Period
Entered Employment	Yes	Yes
Assigned to Basic Education Activities	Yes	Yes
Educational Activities Attainment	n.a.	Yes
Average Wage <sup>1</sup>	Yes	n.a.
Job Retention (30-Day)	Yes	Yes
Job Retention (180-Day)	Yes	Yes
Health Insurance Benefits <sup>2</sup>	Yes	n.a.
Full and Appropriate Engagement	Yes	Yes
Assessment for Appropriate Placement	n.a.	Yes
Formal Assessment for Appropriate Placement (for Transitional Placements)	n.a.	Yes
Timely Processing of Extensions Forms	n.a.	Yes
Timely CARES Processing of Extensions	n.a.	Yes
W-2 Agency Staff Training	n.a.	Yes
Financial Management (No Significant Audit Findings)	n.a.	Yes
Contract Compliance (Not Under Corrective Action Plan)	n.a.	Yes
Customer Satisfaction	n.a.	Yes

<sup>1</sup> This standard was for information purposes only during the 2002-2003 contract period.

<sup>2</sup> This was an optional standard during the 2002-2003 contract period.

**Extensions:** From April 1999 through June 2004, 85.0 percent of the 40 extension requests for Waukesha County participants were approved.

Extension Type	Extensions Requested	Extensions Approved	Percentage Approved
60-Month Lifetime Limit	5	4	80.0%
24-Month Community Service Job	11	9	81.8
24-Month Transitional Placement	24	21	87.5
<b>Total</b>	<b>40</b>	<b>34</b>	<b>85.0</b>

**Leavers and Returners:** As of June 2004, 73.9 percent of the 23 participants who had left the program for the first time two years earlier (during the second quarter of 2002) had returned to W-2 for cash benefits or case management.

Placement Type at Time of Leaving	Number of Leavers	Leavers Not Returning	Leavers Returning for Case Management Services Only	Leavers Returning for Cash Benefits
Community Service Job	4	2	1	1
Transitional Placement	4	3	0	1
Trial Job	0	0	0	0
Custodial Parent of an Infant	15	1	12	2
<b>Total</b>	<b>23</b>	<b>6</b>	<b>13</b>	<b>4</b>

**Sanctions:** ACS State and Local Solutions issued 42 sanctions from January through June 2004.

Placement Type	Number of Sanctions Issued	Average Sanction Amount
Community Service Job	29	\$109
Transitional Placement	13	81
Other	0	0
<b>Total</b>	<b>42</b>	<b>100</b>

**Fact-Finding Reviews:** From January 2001 through December 2003, 16 participants requested 17 fact-finding reviews.

Topic of Complaint	Ruled in Favor of Agency	Ruled in Favor of Participant	Split Ruling	Request Resolved or Withdrawn	Request Abandoned	Request Dismissed
Employment	1	0	0	0	0	0
Child Care	10	5	0	1	0	0
Emergency Assistance	0	0	0	0	0	0
Job Access Loan	0	0	0	0	0	0
Extensions	0	0	0	0	0	0
Other	0	0	0	0	0	0
Multiple Reasons	0	0	0	0	0	0
<b>Total</b>	<b>11</b>	<b>5</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>

## Wood County

**Agency:** Wood County Department of Social Services. Beginning with the 2004-2005 contract period, Wood County is a member of and administrative agency for the Portage, Adams, and Wood (PAW) Counties Consortium, a collaborative effort by those counties to provide W-2 services.

**Service Delivery Area:** Wood County

**Caseload Information:** Wood County's participant caseload increased 140.0 percent from June 1998 to June 2004.

Placement Type	June 1998	June 2001	June 2004	Percentage Change
Community Service Job	4	7	16	-
Transitional Placement	15	17	19	-
Trial Job	0	0	0	-
Custodial Parent of an Infant	7	7	18	-
Case Management	19	33	55	-
<b>Total</b>	<b>45</b>	<b>64</b>	<b>108</b>	<b>140.0%</b>

**Use of Funds:** The Wood County Department of Social Services spent \$8.0 million from September 1997 through December 2003. It received \$939,000 in unrestricted profits and reported \$1.6 million in community reinvestment fund expenditures.

**Contract Expenditures**  
September 1997 through December 2003

	Expenditures	Percentage of Total
<b>Services</b>		
Work Activities	\$2,065,341	25.7%
Eligibility Determination	851,161	10.6
Case Management	122,627	1.5
FSET Services	1,105,327	13.8
Skills Training	66,412	0.8
Post-Employment Services	309,592	3.9
Education Activities	168,176	2.1
Transportation	23,544	0.3
Other Assistance Payments	0	0.0
Trial Jobs	3,847	<0.1
<b>Subtotal</b>	<b>4,716,027</b>	<b>58.7</b>
<b>Cash Benefits</b>		
Community Service Jobs	1,001,380	12.5
Transitional Placements	721,619	9.0
Sanctions <sup>1</sup>	9,555	0.1
<b>Subtotal</b>	<b>1,732,554</b>	<b>21.6</b>
<b>Administration</b>	<b>1,094,971</b>	<b>13.6</b>
<b>Additional Services</b>		
Contracted Child Care	0	0.0
Job Access Loans	94,335	1.2
Emergency Assistance	105,188	1.3
Children First	0	0.0
Additional FSET Services	20,714	0.3
Workforce Attachment and Advancement	266,973	3.3
Other Services	2,968	<0.1
<b>Subtotal</b>	<b>490,178</b>	<b>6.1</b>
<b>Total</b>	<b>\$8,033,730</b>	<b>100.0%</b>

<sup>1</sup> Sanctions of participants' grants were counted as expenditures and were charged against the agency's 1997-1999 and 2000-2001 contracts.

From January through June 2004, the PAW Consortium spent \$853,000, including \$340,000 for services, \$339,000 for cash benefits, \$145,000 for administration, and \$29,000 for additional services (including expenditures for all members of the consortium).

### **Use of Unrestricted Profits**

The Wood County Department of Social Services received \$851,000 in unrestricted profits during the 1997-1999 contract period and \$88,000 during the 2000-2001 contract period. The agency reported using those funds for:

- software and computer training;
- consultant services;
- remodeling office space;
- purchasing office equipment; and
- funding community projects through the YMCA.

### **Use of Community Reinvestment Funds**

Under the provisions included in the 1997-1999 and 2000-2001 contracts, the Wood County Department of Social Services reported \$1.6 million in community reinvestment fund expenditures. According to available expenditure information, these funds were spent as follows:

	Amount	Percentage
Administration	\$ 24,708	1.6%
Program Services	1,565,997	98.4

The agency reported using these funds on:

- services for children and families, such as daycare for special needs children, a youth employment specialist, group daycare expansion, a boys and girls club, expansion of Head Start services, first-aid training for low-income parents, enhancement of services to families who are or are at risk of becoming homeless, Girls Scouts, a youth development project, family strengthening, an Adolescent Day Treatment Program, enhanced child care matching, and intensive intervention services for W-2 and TANF-eligible families;
- employment-related services, such as short-term training, post-employment case management, case management, and subsidized employment;

- education-related services, such as expansion of computer classroom training;
- financial assistance, such as a financial information and service center for individuals needing budget and credit counseling and transitional housing;
- case management expansion for the Southeast Asian population;
- intensive in-home services focusing on alcohol and other drug addiction issues;
- a case manager and discharge planner for incarcerated pregnant women; and
- supplementing its W-2 services.

**Performance Standards:** Wood County met all 7 base level performance standards during 2000-2001 and 13 of 14 during 2002-2003.

Performance Standard	2000-2001 Contract Period	2002-2003 Contract Period
Entered Employment	Yes	Yes
Assigned to Basic Education Activities	Yes	Yes
Educational Activities Attainment	n.a.	Yes
Average Wage <sup>1</sup>	Yes	n.a.
Job Retention (30-Day)	Yes	Yes
Job Retention (180-Day)	Yes	Yes
Health Insurance Benefits <sup>2</sup>	Yes	n.a.
Full and Appropriate Engagement	Yes	Yes
Assessment for Appropriate Placement	n.a.	Yes
Formal Assessment for Appropriate Placement (for Transitional Placements)	n.a.	No
Timely Processing of Extensions Forms	n.a.	Yes
Timely CARES Processing of Extensions	n.a.	Yes
W-2 Agency Staff Training	n.a.	Yes
Financial Management (No Significant Audit Findings)	n.a.	Yes
Contract Compliance (Not Under Corrective Action Plan)	n.a.	Yes
Customer Satisfaction	n.a.	Yes

<sup>1</sup> This standard was for information purposes only during the 2002-2003 contract period.

<sup>2</sup> This standard was optional during the 2002-2003 contract period.

**Extensions:** From April 1999 through June 2004, 58.3 percent of the 12 extension requests for Wood County participants were approved.

Extension Type	Extensions Requested	Extensions Approved	Percentage Approved
60-Month Lifetime Limit	0	0	–
24-Month Community Service Job	3	0	0.0%
24-Month Transitional Placement	9	7	77.8
<b>Total</b>	<b>12</b>	<b>7</b>	<b>58.3</b>

**Leavers and Returners:** As of June 2004, 80.0 percent of the ten participants who had left the program for the first time two years earlier (during the second quarter of 2002) had returned to W-2 for cash benefits or case management.

Placement Type at Time of Leaving	Number of Leavers	Leavers Not Returning	Leavers Returning for Case Management Services Only	Leavers Returning for Cash Benefits
Community Service Job	3	1	2	0
Transitional Placement	4	0	2	2
Trial Job	0	0	0	0
Custodial Parent of an Infant	3	1	1	1
<b>Total</b>	<b>10</b>	<b>2</b>	<b>5</b>	<b>3</b>

**Sanctions:** Wood County issued 42 sanctions from January through June 2004.

Placement Type	Number of Sanctions Issued	Average Sanction Amount
Community Service Job	38	\$207
Transitional Placement	4	220
Other	0	0
<b>Total</b>	<b>42</b>	<b>208</b>

**Fact-Finding Reviews:** From January 2001 through December 2003, no participants requested fact-finding reviews.





Appendix 3

**Contract Amounts and Reported Expenditures in Four W-2 Contract Periods**

*September 1997 through December 1999*

W-2 Agency	Contract Amount	Total Contract Expenditures	Percentage Spent
<b>Counties</b>			
Adams County	\$ 2,312,112	\$ 1,021,861	44.2%
Ashland County	2,136,051	692,338	32.4
Barron County	2,840,732	1,495,363	52.6
Bayfield County	782,037	596,957	76.3
Brown County	18,684,322	6,202,482	33.2
Buffalo County	1,295,730	542,630	41.9
Burnett County	1,808,875	602,743	33.3
Calumet County	1,427,259	602,179	42.2
Chippewa County	5,732,223	1,864,498	32.5
Clark County	1,678,742	534,376	31.8
Columbia County	2,674,029	1,320,340	49.4
Crawford County	1,071,277	486,530	45.4
Dane County	27,230,397	17,996,730	66.1
Dodge County	3,407,516	1,278,458	37.5
Door County	1,176,133	776,119	66.0
Douglas County	8,153,131	2,884,783	35.4
Dunn County	4,265,318	1,896,181	44.5
Eau Claire County	11,558,545	3,986,320	34.5
Florence County	704,055	317,445	45.1
Fond du Lac County	3,994,910	1,789,196	44.8
Grant County—SW Consortium <sup>1</sup>	7,184,439	3,455,244	48.1
Green Lake County	1,306,952	632,875	48.4
Iron County	665,495	242,729	36.5
Jackson County	2,057,637	824,584	40.1
Jefferson County	3,348,304	1,119,324	33.4
Kenosha County	19,637,922	15,700,903	80.0
La Crosse County	12,428,718	3,369,122	27.1
Langlade County	2,149,597	853,071	39.7
Lincoln County	2,175,447	685,684	31.5
Manitowoc County	4,839,797	1,738,786	35.9

W-2 Agency	Contract Amount	Total Contract Expenditures	Percentage Spent
Marathon County	\$11,351,099	\$ 5,757,797	50.7%
Marinette County	4,150,189	1,188,457	28.6
Marquette County	835,850	402,669	48.2
Menominee County	2,771,821	1,269,135	45.8
Monroe County	4,029,473	1,297,377	32.2
Oconto County	2,267,220	874,685	38.6
Outagamie County	7,488,589	3,264,434	43.6
Ozaukee County	1,518,109	733,630	48.3
Pepin County	481,360	352,052	73.1
Pierce County	1,465,471	789,122	53.8
Polk County	3,107,064	915,180	29.5
Portage County	5,774,922	1,810,534	31.4
Price County	1,300,860	669,384	51.5
Racine County	28,657,639	12,014,359	41.9
Rock County	20,382,439	7,323,695	35.9
Rusk County	2,057,312	551,240	26.8
St. Croix County	2,369,276	956,050	40.4
Sauk County	3,581,617	1,400,950	39.1
Sawyer County	3,071,428	766,752	25.0
Sheboygan County	5,578,628	1,805,753	32.4
Taylor County	1,253,401	400,697	32.0
Trempealeau County	2,108,508	767,027	36.4
Vernon County	1,582,930	767,546	48.5
Washburn County	1,727,818	681,255	39.4
Washington County	4,171,711	2,011,722	48.2
Waupaca County	3,287,937	1,215,803	37.0
Waushara County	2,150,441	927,536	43.1
Winnebago County	10,583,824	4,540,575	42.9
Wood County	7,037,870	2,828,571	40.2
<b>Subtotal</b>	<b>304,872,508</b>	<b>133,793,838</b>	<b>43.9</b>
<b>Tribes</b>			
Bad River Band	739,359	501,427	67.8
Lac du Flambeau	1,298,138	686,754	52.9
Oneida Nation	1,402,988	503,834	35.9
<b>Subtotal</b>	<b>3,440,485</b>	<b>1,692,015</b>	<b>49.2</b>

W-2 Agency	Contract Amount	Total Contract Expenditures	Percentage Spent
<b>Private Agencies in Milwaukee County<sup>2</sup></b>			
Employment Solutions	\$112,425,421	\$ 92,079,596	81.9%
Maximus	58,290,959	52,653,010	90.3
OIC-GM	57,209,283	48,657,479	85.1
UMOS	50,922,210	41,272,140	81.0
YW Works	40,033,798	32,245,679	80.5
<b>Subtotal</b>	<b>318,881,671</b>	<b>266,907,904</b>	<b>83.7</b>
<b>Private Agencies in Other Counties<sup>3</sup></b>			
Forest—Fwd. Serv.	1,143,977	568,798	49.7
Juneau—W. WI PIC	2,275,855	981,293	43.1
Kewaunee—Fwd. Serv.	919,612	481,239	52.3
Oneida—Fwd. Serv.	2,846,511	916,346	32.2
Shawano—Job Center	2,503,609	1,322,489	52.8
Vilas—Fwd. Serv.	1,030,492	639,303	62.0
Walworth—Kaiser	4,199,447	1,934,654	46.1
Waukesha—Curtis	9,381,306	4,358,270	46.5
<b>Subtotal</b>	<b>24,300,809</b>	<b>11,202,392</b>	<b>46.1</b>
<b>Total</b>	<b>\$651,495,473</b>	<b>\$413,596,149</b>	<b>63.5</b>

<sup>1</sup> The Southwest Consortium consists of Grant, Green, Iowa, Lafayette, and Richland counties.

<sup>2</sup> These agencies served six regions in Milwaukee County:

Region 1—YW Works

Region 2—United Migrant Opportunity Services, Inc.

Region 3—Opportunities Industrialization Center of Greater Milwaukee, Inc.

Region 4—Employment Solutions, Inc., a subsidiary of Goodwill Industries of Southeastern Wisconsin and Metropolitan Chicago, Inc.

Region 5—Employment Solutions, Inc., a subsidiary of Goodwill Industries of Southeastern Wisconsin and Metropolitan Chicago, Inc.

Region 6—Maximus, Inc.

<sup>3</sup> Eight counties other than Milwaukee were served by these five private agencies under the 1997-1999 W-2 contract:

Curtis & Associates, Inc.—Waukesha County

Forward Service Corporation—Forest County, Kewaunee County, Oneida County, Vilas County

Kaiser Group, Inc.—Walworth County

Shawano County Job Center—Shawano County

Western Wisconsin Private Industry Council, Inc.—Juneau County

**January 2000 through December 2001**

W-2 Agency	Contract Amount	Total Contract Expenditures	Percentage Spent
<b>Counties</b>			
Adams County	\$ 500,084	\$ 471,895	94.4%
Ashland County	659,996	567,456	86.0
Barron County	1,249,525	1,135,574	90.9
Bayfield County	400,000	399,066	99.8
Brown County	3,810,898	3,651,024	95.8
Buffalo County	400,000	233,167	58.3
Burnett County	450,000	384,462	85.4
Calumet County	569,996	502,876	88.2
Chippewa County	1,621,292	1,194,461	73.7
Clark County	617,510	360,826	58.4
Columbia County	812,264	767,745	94.5
Crawford County	300,000	300,021	100.0
Dane County	16,986,518	17,329,795	102.0
Dodge County	1,540,663	1,497,917	97.2
Door County	627,909	584,509	93.1
Douglas County	2,873,783	2,202,339	76.6
Dunn County	1,465,427	1,393,544	95.1
Eau Claire County	3,187,098	2,998,116	94.1
Fond du Lac County	2,769,798	2,565,239	92.6
Grant County—SW Consortium <sup>1</sup>	2,501,245	2,276,193	91.0
Green Lake County	533,559	397,661	74.5
Iron County	200,000	208,739	104.4
Jackson County	698,760	603,540	86.4
Jefferson County	1,011,526	952,711	94.2
Kenosha County	9,285,649	9,284,253	100.0
La Crosse County	4,180,927	2,313,167	55.3
Langlade County	872,088	525,095	60.2
Lincoln County	617,822	563,028	91.1
Manitowoc County	825,768	825,742	100.0
Marathon County	3,720,273	3,763,983	101.2
Marinette County	814,434	1,011,319	124.2
Marquette County	400,000	303,402	75.9
Menominee County	706,259	613,853	86.9
Oconto County	701,242	701,367	100.0
Outagamie County	3,437,071	3,433,261	99.9

W-2 Agency	Contract Amount	Total Contract Expenditures	Percentage Spent
Ozaukee County	\$ 723,881	\$ 576,094	79.6%
Pepin County	250,000	222,914	89.2
Pierce County	641,554	544,567	84.9
Polk County	786,213	745,442	94.8
Portage County	1,295,757	1,291,527	99.7
Price County	682,015	608,498	89.2
Racine County	7,270,142	7,270,857	100.0
Rock County	4,696,860	4,692,143	99.9
Rusk County	400,000	276,426	69.1
St. Croix County	736,139	736,122	100.0
Sauk County	1,088,434	1,088,421	100.0
Sawyer County	760,784	453,025	59.5
Sheboygan County	1,554,573	1,320,945	85.0
Taylor County	450,000	437,996	97.3
Trempealeau County	745,057	638,960	85.8
Vernon County	537,192	343,679	64.0
Washburn County	500,086	439,759	87.9
Washington County	1,445,148	1,336,269	92.5
Waupaca County	1,114,279	900,623	80.8
Waushara County	713,956	775,934	108.7
Winnebago County	3,717,106	3,122,046	84.0
Wood County	2,418,077	2,378,033	98.3
<b>Subtotal</b>	<b>103,876,637</b>	<b>96,517,626</b>	<b>92.9</b>
<b>Tribes</b>			
Bad River Band	350,000	374,809	107.1
Oneida Nation	530,286	385,260	72.7
<b>Subtotal</b>	<b>880,286</b>	<b>760,069</b>	<b>86.3</b>
<b>Private Agencies in Milwaukee County<sup>2</sup></b>			
Employment Solutions	87,467,255	79,055,072	90.4
Maximus	45,083,756	43,795,665	97.1
OIC-GM	47,140,124	45,658,699	96.9
UMOS	37,027,252	36,915,530	99.7
YW Works	36,451,896	34,540,448	94.8
<b>Subtotal</b>	<b>253,170,283</b>	<b>239,965,414</b>	<b>94.8</b>

W-2 Agency	Contract Amount	Total Contract Expenditures	Percentage Spent
<b>Private Agencies in Other Counties<sup>3</sup></b>			
Florence—Fwd. Serv.	\$ 200,000	\$ 185,935	93.0%
FOV—Fwd. Serv.	1,829,990	1,763,260	96.4
Juneau—Wkfce. Conn.	1,262,342	1,084,838	85.9
Kewaunee—Fwd. Serv.	250,000	230,824	92.3
Monroe—Wkfce. Conn.	1,393,615	1,330,520	95.5
Shawano—Job Center	1,070,576	1,033,111	96.5
Walworth—Kaiser	1,828,434	1,828,866	100.0
Waukesha—Curtis (ACS)	3,552,280	3,321,144	93.5
<b>Subtotal</b>	<b>11,387,237</b>	<b>10,778,498</b>	<b>94.7</b>
<b>Total</b>	<b>\$369,314,443</b>	<b>\$348,021,607</b>	<b>94.2</b>

<sup>1</sup> The Southwest Consortium consists of Grant, Green, Iowa, Lafayette, and Richland counties.

<sup>2</sup> These agencies served six regions in Milwaukee County:

Region 1—YW Works

Region 2—United Migrant Opportunity Services, Inc.

Region 3—Opportunities Industrialization Center of Greater Milwaukee, Inc.

Region 4—Employment Solutions, Inc., a subsidiary of Goodwill Industries of Southeastern Wisconsin and Metropolitan Chicago, Inc.

Region 5—Employment Solutions, Inc., a subsidiary of Goodwill Industries of Southeastern Wisconsin and Metropolitan Chicago, Inc.

Region 6—Maximus, Inc.

<sup>3</sup> Ten counties other than Milwaukee were served by these five private agencies under the 2000-2001 W-2 contract:

Curtis & Associates, Inc.—Waukesha County

Forward Service Corporation—Florence County; Forest, Oneida, and Vilas (FOV) counties, operating as a consortium; Kewaunee County

Kaiser Group, Inc.—Walworth County

Shawano County Job Center—Shawano County

Workforce Connections, Inc.—Juneau County, Monroe County

*January 2002 through December 2003*

W-2 Agency	Contract Amount	Total Contract Expenditures	Percentage Spent
<b>Counties</b>			
Adams County	\$ 234,865	\$ 234,865	100.0%
Ashland County	335,233	335,233	100.0
Ashland County (for Price County) <sup>1</sup>	7,664	7,664	100.0
Barron County	647,168	647,168	100.0
Bayfield County	285,915	287,233	100.5
Brown County	3,082,284	3,082,284	100.0
Buffalo County	247,574	247,574	100.0
Burnett County	147,549	147,549	100.0
Calumet County	525,526	525,526	100.0
Chippewa County	1,213,872	1,213,872	100.0
Clark County	412,379	412,379	100.0
Crawford County	307,810	307,810	100.0
Dane County	15,249,245	15,249,245	100.0
Dodge County	1,664,876	1,664,876	100.0
Door County	485,963	485,963	100.0
Douglas County	1,783,664	1,783,664	100.0
Dunn County	1,018,138	1,018,138	100.0
Eau Claire County	2,094,172	2,094,172	100.0
Fond du Lac County	2,591,453	2,591,453	100.0
Grant County—SW Consortium <sup>2</sup>	1,828,815	1,828,815	100.0
Green Lake County	399,396	399,396	100.0
Iron County	188,814	195,767	103.7
Jefferson County	492,888	492,888	100.0
Kenosha County	9,955,909	9,955,909	100.0
La Crosse County	1,688,188	1,688,188	100.0
Lincoln County	553,419	553,419	100.0
Manitowoc County	575,473	575,473	100.0
Marathon County	3,704,658	3,704,658	100.0
Marinette County	803,019	943,212	117.5
Marquette County	256,512	256,512	100.0
Menominee County	320,798	320,798	100.0
Oconto County	588,095	588,095	100.0
Outagamie County	2,263,902	2,263,902	100.0
Ozaukee County	584,666	584,666	100.0
Pepin County	166,950	166,207	99.6
Pierce County	369,758	369,758	100.0
Polk County	844,398	844,398	100.0

W-2 Agency	Contract Amount	Total Contract Expenditures	Percentage Spent
Portage County	\$ 1,180,553	\$ 1,180,553	100.0%
Price County	327,803	419,535	128.0
Racine County	6,423,967	6,423,967	100.0
Rock County	5,860,509	5,860,509	100.0
Rusk County	150,727	150,727	100.0
St. Croix County	465,620	465,620	100.0
Sauk County	838,660	838,660	100.0
Sawyer County	239,579	252,216	105.3
Sawyer-Washburn Consortium <sup>3</sup>	37,226	37,226	100.0
Sheboygan County	1,714,558	1,714,558	100.0
Taylor County	266,093	266,093	100.0
Trempealeau County	514,749	523,485	101.7
Vernon County	254,943	254,943	100.0
Washburn County	206,325	213,531	103.5
Washington County	1,126,303	1,126,303	100.0
Waupaca County	670,318	670,318	100.0
Waushara County	115,898	117,460	101.3
Winnebago County	2,931,067	2,933,303	100.1
Wood County	2,336,948	2,336,948	100.0
<b>Subtotal</b>	<b>83,582,854</b>	<b>83,854,684</b>	<b>100.3</b>
<b>Tribes</b>			
Oneida Nation <sup>4</sup>	264,830	264,830	100.0
<b>Subtotal</b>	<b>264,830</b>	<b>264,830</b>	<b>100.0</b>
<b>Private Agencies in Milwaukee County<sup>5</sup></b>			
Maximus	36,320,284	36,320,284	100.0
OIC-GM	40,315,529	40,315,529	100.0
UMOS	75,280,263	75,280,263	100.0
YW Works	65,965,042	65,965,042	100.0
<b>Subtotal</b>	<b>217,881,118</b>	<b>217,881,118</b>	<b>100.0</b>
<b>Private Agencies in Other Counties<sup>6</sup></b>			
Columbia—Wkfce. Conn.	810,743	810,743	100.0%
Florence—Fwd. Serv.	226,316	226,316	100.0
FLOV—Fwd. Serv.	1,938,015	1,938,015	100.0
JJM—Wkfce. Conn.	2,043,859	2,043,859	100.0
Kewaunee—Fwd. Serv.	235,886	235,886	100.0



W-2 Agency	Contract Amount	Total Contract Expenditures	Percentage Spent
St. Croix—Wkfce. Conn.	\$ 71,015	\$ 71,015	100.0%
Shawano—Job Center	798,433	798,434	100.0
Walworth—Kaiser	1,346,496	1,346,497	100.0
Waukesha—ACS	4,101,671	4,101,671	100.0
Waushara—Fwd. Serv.	298,510	298,510	100.0
<b>Subtotal</b>	<b>11,870,944</b>	<b>11,870,945</b>	<b>100.0</b>
<b>Total</b>	<b>\$313,599,746</b>	<b>\$313,871,578</b>	<b>100.1</b>

<sup>1</sup> Ashland County began providing W-2 services in Price County on November 1, 2003.

<sup>2</sup> The Southwest Consortium consists of Grant, Green, Iowa, Lafayette, and Richland counties.

<sup>3</sup> The Sawyer-Washburn Consortium began providing W-2 services in Sawyer and Washburn counties on July 1, 2003.

<sup>4</sup> The Oneida Nation stopped providing W-2 services on April 30, 2003.

<sup>5</sup> These agencies served six regions in Milwaukee County:

Region 1—YW Works

Region 2—United Migrant Opportunity Services, Inc.

Region 3—Opportunities Industrialization Center of Greater Milwaukee, Inc.

Region 4—YW Works

Region 5—United Migrant Opportunity Services, Inc.

Region 6—Maximus, Inc.

<sup>6</sup> Fifteen counties other than Milwaukee were served by these five private agencies under the 2002-2003 W-2 contract:

ACS State and Local Solutions, Inc.—Waukesha County

Forward Service Corporation—Florence County; Forest, Langlade, Oneida, and Vilas (FLOV) counties, operating as a consortium; Kewaunee County; Waushara County (beginning August 1, 2002)

Kaiser Group, Inc.—Walworth County

Shawano County Job Center—Shawano County

Workforce Connections, Inc.—Columbia County; Juneau, Jackson and Monroe (JJM) counties, operating as a consortium; St. Croix County (beginning October 1, 2003)

**January 2004 through June 2004**

W-2 Agency	Contract Amount <sup>1</sup>	Contract Expenditures through June 2004	Percentage Spent through June 2004
<b>Counties</b>			
Ashland Consortium <sup>2</sup>	\$ 626,498	\$ 95,922	15.3%
Barron County	630,266	164,795	26.1
Bayfield County	232,515	53,951	23.2
Brown County	3,905,460	1,071,718	27.4
Buffalo County	160,351	51,131	31.9
Burnett County	201,587	25,170	12.5
Calumet County	328,163	99,802	30.4
Chippewa County	783,322	200,083	25.5
Clark County	721,405	159,371	22.1
Crawford County	133,277	62,011	46.5
Dane County—Capitol Consortium <sup>3</sup>	14,594,550	3,189,808	21.9
Door County	377,578	90,541	24.0
Douglas County	1,244,445	344,621	27.7
Dunn County	923,780	285,843	30.9
Eau Claire County	2,036,999	406,102	19.9
Fond du Lac County	2,285,775	600,828	26.3
Grant County—SW Consortium <sup>4</sup>	1,082,121	320,299	29.6
Green Lake County	311,580	104,446	33.5
Iron County	114,713	45,267	39.5
Jefferson County	720,233	141,192	19.6
Kenosha County	9,240,085	2,754,535	29.8
La Crosse County	1,736,510	330,200	19.0
Marathon County	3,000,265	856,357	28.5
Marinette County	536,162	118,829	22.2
Oconto County	429,117	183,643	42.8
Outagamie County	2,109,651	501,008	23.7
Pepin County	161,779	23,224	14.4
Polk County	431,267	137,079	31.8
Racine County	5,771,592	1,638,505	28.4
Rock County	4,729,426	1,064,607	22.5
Rusk County	201,104	32,431	16.1
Sawyer-Washburn Consortium <sup>5</sup>	393,195	101,089	25.7
Sheboygan County—Lakeshore Consortium <sup>6</sup>	2,116,576	441,517	20.9
Taylor County	237,013	69,047	29.1

W-2 Agency	Contract Amount	Contract Expenditures through June 2004	Percentage Spent through June 2004
Trempealeau County	\$ 412,131	\$ 89,858	21.8%
Vernon County	264,535	62,339	23.6
Waupaca County	740,656	142,587	19.3
Winnebago County	2,290,154	572,997	25.0
Wood County—PAW Consortium <sup>7</sup>	3,528,425	823,833	23.3
<b>Subtotal</b>	<b>69,744,261</b>	<b>17,456,586</b>	<b>25.0</b>
<b>Private Agencies in Milwaukee County<sup>8</sup></b>			
Maximus	83,046,359	21,561,962	26.0
OIC-GM	70,455,377	25,497,064	36.2
UMOS	37,782,159	7,123,632	18.9
YW Works	12,718,234	0	0.0
<b>Subtotal</b>	<b>204,002,129</b>	<b>54,182,658</b>	<b>26.6</b>
<b>Private Agencies in Other Counties<sup>9</sup></b>			
Bay Area Consortium—Fwd. Serv.	512,852	96,994	18.9
Columbia—Wkfce. Conn.	625,328	173,537	27.8
JJM—Wkfce. Conn.	1,689,685	447,147	26.5
Northern Consortium—Fwd. Serv.	1,832,004	433,890	23.7
Pierce and St. Croix—Wkfce. Conn.	707,158	178,181	25.2
Shawano—Job Center	530,133	143,883	27.1
Walworth—Kaiser	1,137,536	258,427	22.7
Waukesha—ACS	3,151,099	783,260	24.9
Waushara—Fwd. Serv.	441,511	105,591	23.9
WOW—Wkfce. Develop. Board	1,321,453	304,754	23.1
<b>Subtotal</b>	<b>11,948,759</b>	<b>2,925,664</b>	<b>24.5</b>
Unallocated Funds	728,269	0	0.0
<b>Total</b>	<b>\$286,423,418</b>	<b>\$74,564,908</b>	<b>26.0</b>

<sup>1</sup> Includes additional allocations, including those awaiting Joint Finance Committee approval.

<sup>2</sup> The Ashland Consortium consists of Ashland and Price counties.

<sup>3</sup> The Capitol Consortium consists of Dane, Dodge, Marquette, and Sauk counties.

<sup>4</sup> The Southwest Consortium consists of Grant, Green, Iowa, Lafayette, and Richland counties.

<sup>5</sup> The Sawyer-Washburn Consortium consists of Sawyer and Washburn counties.

<sup>6</sup> The Lakeshore Consortium consists of Manitowoc and Sheboygan counties.

<sup>7</sup> The PAW Consortium consists of Portage, Adams, and Wood counties.

<sup>8</sup> As of June 2004, these agencies serve six regions in Milwaukee County:

Region 1—Opportunities Industrialization Center of Greater Milwaukee, Inc.

Region 2—United Migrant Opportunity Services, Inc.

Region 3—Opportunities Industrialization Center of Greater Milwaukee, Inc.

Region 4—Opportunities Industrialization Center of Greater Milwaukee, Inc.

Region 5—Maximus, Inc.

Region 6—Maximus, Inc.

- <sup>9</sup> Twenty counties other than Milwaukee County are served by six private agencies under the 2004-2005 W-2 contract:
- ACS State and Local Solutions, Inc.—Waukesha County
  - Forward Service Corporation—Florence, Kewaunee, and Menominee Counties, operating as the Bay Area Consortium; Forest, Vilas, Oneida, Langlade and Lincoln counties, operating as the Northern Consortium; Waushara County
  - Kaiser Group, Inc.—Walworth County
  - Shawano County Job Center—Shawano County
  - Waukesha-Ozaukee-Washington Workforce Development Board, Inc.—Ozaukee and Washington Counties, operating as a consortium
  - Workforce Connections, Inc.—Columbia County; Jackson, Juneau, and Monroe (JJM) counties, operating as a consortium; and Pierce and St. Croix counties, operating as a consortium

Appendix 4

**Reported W-2 Contract Expenditures, by Type**

*September 1997 through December 1999*

W-2 Agency	Services	Cash Benefits	Administrative Costs	Additional Services	Total Expenditures
<b>Counties</b>					
Adams County	\$ 696,109	\$ 95,342	\$ 230,410	\$ 13,700	\$ 1,035,561
Ashland County	534,245	70,762	87,331	4,034	696,372
Barron County	1,156,756	86,750	251,857	10,921	1,506,284
Bayfield County	512,680	36,245	48,032	175,752	772,709
Brown County	5,042,943	611,123	548,416	302,612	6,505,094
Buffalo County	288,296	134,719	119,615	6,205	548,835
Burnett County	470,499	86,584	45,660	12,203	614,946
Calumet County	395,496	78,526	128,157	40,814	642,993
Chippewa County	1,082,269	271,676	510,553	9,635	1,874,133
Clark County	434,908	35,456	64,012	31,157	565,533
Columbia County	983,580	116,525	220,235	65,114	1,385,454
Crawford County	359,460	24,487	102,583	3,600	490,130
Dane County	10,041,047	6,120,219	1,835,464	1,340,208	19,336,938
Dodge County	641,176	406,869	230,413	27,578	1,306,036
Door County	514,350	155,259	106,510	2,711	778,830
Douglas County	1,519,743	755,701	609,339	44,376	2,929,159
Dunn County	1,164,653	354,969	376,559	255,638	2,151,819
Eau Claire County	2,227,789	765,785	992,746	330,403	4,316,723
Florence County	229,451	22,297	65,697	1,273	318,718
Fond du Lac County	894,515	535,128	359,553	160,863	1,950,059
Grant County—SW Consortium <sup>1</sup>	2,549,829	276,388	629,027	73,912	3,529,156
Green Lake County	439,904	101,104	91,867	13,552	646,427
Iron County	174,929	1,256	66,544	0	242,729
Jackson County	605,055	46,914	172,615	27,789	852,373
Jefferson County	886,722	160,524	72,078	25,598	1,144,922
Kenosha County	11,120,189	2,828,987	1,751,727	1,623,750	17,324,653
La Crosse County	2,213,546	766,949	388,627	316,910	3,686,032
Langlade County	491,481	177,991	183,599	15,235	868,306
Lincoln County	536,207	98,673	50,804	900	686,584
Manitowoc County	1,177,809	113,340	447,637	21,200	1,759,986
Marathon County	3,947,610	1,184,580	625,607	184,628	5,942,425

W-2 Agency	Services	Cash Benefits	Administrative Costs	Additional Services	Total Expenditures
Marinette County	\$ 729,738	\$ 52,928	\$ 405,791	\$ 25,436	\$ 1,213,893
Marquette County	301,560	23,046	78,063	2,672	405,341
Menominee County	565,773	534,186	169,176	11,538	1,280,673
Monroe County	716,650	319,429	261,298	46,231	1,343,608
Oconto County	658,343	49,885	166,457	358,345	1,233,030
Outagamie County	1,826,542	1,010,203	427,689	52,605	3,317,039
Ozaukee County	539,900	64,690	129,040	672	734,302
Pepin County	304,973	21,359	25,720	3,798	355,850
Pierce County	542,262	100,313	146,547	111,244	900,366
Polk County	709,850	58,283	147,047	47,949	963,129
Portage County	1,056,638	316,814	437,082	462,582	2,273,116
Price County	539,749	68,863	60,772	121,587	790,971
Racine County	7,229,296	2,658,903	2,126,160	569,742	12,584,101
Rock County	4,946,242	1,260,016	1,117,437	342,038	7,665,733
Rusk County	353,862	29,691	167,687	21,416	572,656
St. Croix County	618,099	113,373	224,578	37,160	993,210
Sauk County	843,518	288,563	268,869	12,223	1,413,173
Sawyer County	578,405	104,839	83,508	71,607	838,359
Sheboygan County	1,362,767	308,936	134,050	216,675	2,022,428
Taylor County	315,125	60,727	24,845	7,192	407,889
Trempealeau County	459,898	134,765	172,364	3,776	770,803
Vernon County	499,035	114,359	154,152	8,478	776,024
Washburn County	476,575	52,295	152,385	12,789	694,044
Washington County	1,445,096	308,234	258,392	40,762	2,052,484
Waupaca County	658,849	277,411	279,543	232,560	1,448,363
Waushara County	682,337	27,615	217,584	35,608	963,144
Winnebago County	3,174,307	802,588	563,680	69,946	4,610,521
Wood County	1,828,331	504,251	495,989	44,946	2,873,517
<b>Subtotal</b>	<b>87,296,966</b>	<b>26,187,693</b>	<b>20,309,179</b>	<b>8,113,848</b>	<b>141,907,686</b>
<b>Tribes</b>					
Bad River Band	243,167	228,944	29,316	63,007	564,434
Lac du Flambeau	345,953	249,903	90,898	9,973	696,727
Oneida Nation	186,305	182,617	134,912	117,738	621,572
<b>Subtotal</b>	<b>775,425</b>	<b>661,464</b>	<b>255,126</b>	<b>190,718</b>	<b>1,882,733</b>

W-2 Agency	Services	Cash Benefits	Administrative Costs	Additional Services	Total Expenditures
<b>Private Agencies in Milwaukee County<sup>2</sup></b>					
Employment Solutions	\$ 37,268,881	\$ 51,045,036	\$ 3,765,679	\$ 6,016,720	\$ 98,096,316
Maximus	22,107,002	26,203,021	4,342,987	2,112,439	54,765,449
OIC-GM	18,827,149	27,106,745	2,723,585	3,819,900	52,477,379
UMOS	20,242,717	18,675,555	2,353,868	3,124,855	44,396,995
YW Works	14,266,078	15,353,752	2,625,849	2,793,620	35,039,299
<b>Subtotal</b>	<b>112,711,827</b>	<b>138,384,109</b>	<b>15,811,968</b>	<b>17,867,534</b>	<b>284,775,438</b>
<b>Private Agencies in Other Counties<sup>3</sup></b>					
Forest—Fwd. Serv.	402,654	94,808	71,336	2,463	571,261
Juneau—W. WI PIC	516,853	384,541	79,899	17,164	998,457
Kewaunee—Fwd. Serv.	337,503	76,384	67,352	3,640	484,879
Oneida—Fwd. Serv.	593,083	208,419	114,844	19,564	935,910
Shawano—Job Center	890,762	294,770	136,957	8,943	1,331,432
Vilas—Fwd. Serv.	428,482	140,277	70,544	2,029	641,332
Walworth—Kaiser	1,196,919	403,560	334,175	41,495	1,976,149
Waukesha—Curtis	3,036,996	675,987	645,287	304,826	4,663,096
<b>Subtotal</b>	<b>7,403,252</b>	<b>2,278,746</b>	<b>1,520,394</b>	<b>400,124</b>	<b>11,602,516</b>
<b>Total</b>	<b>\$208,187,470</b>	<b>\$167,512,012</b>	<b>\$37,896,667</b>	<b>\$26,572,224</b>	<b>\$440,168,373</b>

<sup>1</sup> The Southwest Consortium consists of Grant, Green, Iowa, Lafayette, and Richland counties.

<sup>2</sup> These agencies served six regions in Milwaukee County:

Region 1—YW Works

Region 2—United Migrant Opportunity Services, Inc.

Region 3—Opportunities Industrialization Center of Greater Milwaukee, Inc.

Region 4—Employment Solutions, Inc., a subsidiary of Goodwill Industries of Southeastern Wisconsin and Metropolitan Chicago, Inc.

Region 5—Employment Solutions, Inc., a subsidiary of Goodwill Industries of Southeastern Wisconsin and Metropolitan Chicago, Inc.

Region 6—Maximus, Inc.

<sup>3</sup> Eight counties other than Milwaukee were served by these five private agencies under the initial implementation contracts:

Curtis & Associates, Inc.—Waukesha County

Forward Service Corporation—Forest County, Kewaunee County, Oneida County, Vilas County

Kaiser Group, Inc.—Walworth County

Shawano County Job Center—Shawano County

Western Wisconsin Private Industry Council, Inc.—Juneau County

*January 2000 through December 2001*

W-2 Agency	Services	Cash Benefits	Administrative Costs	Additional Services	Total Expenditures
<b>Counties</b>					
Adams County	\$ 319,064	\$ 68,237	\$ 84,594	\$ 79,096	\$ 550,991
Ashland County	423,684	62,764	81,008	17,072	584,528
Barron County	875,054	85,021	175,499	57,639	1,193,213
Bayfield County	299,744	39,322	60,000	5,173	404,239
Brown County	2,921,802	306,801	422,421	173,457	3,824,481
Buffalo County	157,139	35,973	40,055	2,857	236,024
Burnett County	298,943	25,580	59,939	34,158	418,620
Calumet County	349,294	74,829	78,753	43,854	546,730
Chippewa County	874,757	232,290	87,414	8,176	1,202,637
Clark County	262,877	51,426	46,523	65,682	426,508
Columbia County	551,980	134,747	81,018	79,393	847,138
Crawford County	241,627	15,468	42,926	43,037	343,058
Dane County	10,571,027	4,493,342	2,265,426	3,280,712	20,610,507
Dodge County	934,249	366,517	197,151	109,966	1,607,883
Door County	392,230	97,377	94,902	56,209	640,718
Douglas County	1,470,563	402,604	329,172	114,444	2,316,783
Dunn County	914,930	277,375	201,239	128,371	1,521,915
Eau Claire County	2,257,201	306,055	434,860	609,742	3,607,858
Fond du Lac County	1,646,314	544,466	374,459	257,522	2,822,761
Grant County—SW Consortium <sup>1</sup>	1,760,040	194,342	321,811	301,233	2,577,426
Green Lake County	296,923	43,571	57,167	26,654	424,315
Iron County	143,068	20,676	44,995	262	209,001
Jackson County	449,020	49,706	104,814	3,512	607,052
Jefferson County	761,885	99,800	91,026	96,938	1,049,649
Kenosha County	5,242,375	2,906,535	1,135,343	3,140,843	12,425,096
La Crosse County	1,714,211	348,872	250,084	423,420	2,736,587
Langlade County	328,102	138,073	58,920	115,092	640,187
Lincoln County	456,487	68,662	37,879	76,625	639,653
Manitowoc County	679,115	22,788	123,839	129,775	955,517
Marathon County	2,446,399	830,667	486,917	490,381	4,254,364
Marinette County	836,810	52,367	122,142	26,311	1,037,630
Marquette County	226,799	47,965	28,638	43,133	346,535
Menominee County	375,788	133,938	104,127	6,538	620,391
Oconto County	549,804	46,377	105,186	54,383	755,750
Outagamie County	2,371,741	545,959	515,561	63,407	3,496,668



W-2 Agency	Services	Cash Benefits	Administrative Costs	Additional Services	Total Expenditures
Ozaukee County	\$ 442,996	\$ 24,897	\$ 108,201	\$ 64,726	\$ 640,820
Pepin County	184,795	873	37,246	14,760	237,674
Pierce County	400,483	44,019	100,065	164,755	709,322
Polk County	511,577	122,164	111,701	248,475	993,917
Portage County	1,015,090	94,567	181,870	423,107	1,714,634
Price County	474,513	73,341	60,644	93,974	702,472
Racine County	4,657,553	1,587,557	1,025,747	2,019,634	9,290,491
Rock County	2,527,913	1,628,108	536,122	932,433	5,624,576
Rusk County	196,099	44,271	36,056	22,922	299,348
St. Croix County	527,215	98,486	110,421	41,479	777,601
Sauk County	752,713	172,708	163,000	103,891	1,192,312
Sawyer County	373,753	34,240	45,032	49,578	502,603
Sheboygan County	757,686	384,586	178,673	291,874	1,612,819
Taylor County	340,524	35,967	61,505	23,692	461,688
Trempealeau County	438,305	81,517	119,138	30,936	669,896
Vernon County	208,162	57,015	78,502	14,004	357,683
Washburn County	324,264	47,369	68,126	12,623	452,382
Washington County	1,019,561	198,270	118,438	197,376	1,533,645
Waupaca County	466,011	303,704	130,908	235,257	1,135,880
Waushara County	587,002	3,603	185,329	102,838	878,772
Winnebago County	2,146,708	639,063	336,275	112,016	3,234,062
Wood County	1,662,374	422,956	292,703	256,431	2,634,464
<b>Subtotal</b>	<b>64,416,343</b>	<b>19,269,773</b>	<b>12,831,510</b>	<b>15,621,848</b>	<b>112,139,474</b>
<b>Tribes</b>					
Bad River Band	236,279	96,768	41,762	17,498	392,307
Oneida Nation	180,632	164,064	40,564	91,832	477,092
<b>Subtotal</b>	<b>416,911</b>	<b>260,832</b>	<b>82,326</b>	<b>109,330</b>	<b>869,399</b>
<b>Private Agencies in Milwaukee County<sup>2</sup></b>					
Employment Solutions	46,610,024	27,657,478	4,787,570	3,576,492	82,631,564
Maximus	22,061,084	17,089,190	4,645,391	1,817,157	45,612,822
OIC-GM	26,846,656	15,266,520	3,545,523	3,492,177	49,150,876
UMOS	20,510,702	12,399,481	4,005,347	2,643,870	39,559,400
YW Works	21,262,591	9,171,598	4,106,259	2,125,308	36,665,756
<b>Subtotal</b>	<b>137,291,057</b>	<b>81,584,267</b>	<b>21,090,090</b>	<b>13,655,004</b>	<b>253,620,418</b>

W-2 Agency	Cash Benefits	Services	Administrative Costs	Additional Services	Total Expenditures
<b>Private Agencies in Other Counties<sup>3</sup></b>					
Florence—Fwd. Serv.	\$ 139,710	\$ 23,675	\$ 22,550	\$ 31,016	\$ 216,951
FOV—Fwd. Serv.	1,341,422	196,250	225,588	405,219	2,168,479
Juneau—Wkfce. Conn.	803,687	175,497	105,654	25,632	1,110,470
Kewaunee—Fwd. Serv.	157,120	49,246	24,458	24,710	255,534
Monroe—Wkfce. Conn.	937,544	283,484	109,492	66,270	1,396,790
Shawano—Job Center	702,044	199,609	131,458	42,058	1,075,169
Walworth—Kaiser	1,137,802	416,800	274,264	192,705	2,021,571
Waukesha—Curtis (ACS)	2,197,288	601,649	522,207	584,663	3,905,807
<b>Subtotal</b>	<b>7,416,617</b>	<b>1,946,210</b>	<b>1,415,671</b>	<b>1,372,273</b>	<b>12,150,771</b>
<b>Total</b>	<b>\$209,540,928</b>	<b>\$103,061,082</b>	<b>\$35,419,597</b>	<b>\$30,758,455</b>	<b>\$378,780,062</b>

<sup>1</sup> The Southwest Consortium consists of Grant, Green, Iowa, Lafayette, and Richland counties.

<sup>2</sup> These agencies served six regions in Milwaukee County:

Region 1—YW Works

Region 2—United Migrant Opportunity Services, Inc.

Region 3—Opportunities Industrialization Center of Greater Milwaukee, Inc.

Region 4—Employment Solutions, Inc., a subsidiary of Goodwill Industries of Southeastern Wisconsin and Metropolitan Chicago, Inc.

Region 5—Employment Solutions, Inc., a subsidiary of Goodwill Industries of Southeastern Wisconsin and Metropolitan Chicago, Inc.

Region 6—Maximus, Inc.

<sup>3</sup> Ten counties other than Milwaukee were served by these five private agencies under the 2000-2001 implementation contracts:

Curtis & Associates, Inc.—Waukesha County

Forward Service Corporation—Florence County; Forest, Oneida, and Vilas (FOV) counties, operating as a consortium; Kewaunee County

Kaiser Group, Inc.—Walworth County

Shawano County Job Center—Shawano County

Workforce Connections, Inc.—Juneau County, Monroe County

*January 2002 through December 2003*

W-2 Agency	Services	Cash Benefits	Administrative Costs	Additional Services	Total Expenditures
<b>Counties</b>					
Adams County	\$ 115,879	\$ 95,596	\$ 23,390	\$ 51,427	\$ 286,292
Ashland County	182,844	98,827	53,562	82,744	417,977
Ashland County (for Price County) <sup>1</sup>	442	3,488	3,734	9,664	17,328
Barron County	389,837	166,521	90,810	116,564	763,732
Bayfield County	133,045	92,828	61,360	14,615	301,848
Brown County	1,820,620	1,004,410	257,254	476,559	3,558,843
Buffalo County	155,385	57,887	34,302	7,213	254,787
Burnett County	88,633	26,070	32,846	25,455	173,004
Calumet County	341,479	87,099	96,948	55,924	581,450
Chippewa County	839,973	189,691	184,208	47,343	1,261,215
Clark County	153,913	196,740	61,726	4,000	416,379
Crawford County	210,664	35,418	61,728	29,961	337,771
Dane County	8,407,794	5,150,411	1,691,040	3,081,521	18,330,766
Dodge County	878,456	564,067	222,353	109,562	1,774,438
Door County	323,497	81,088	81,378	37,566	523,529
Douglas County	1,001,075	479,237	303,352	131,328	1,914,992
Dunn County	577,403	275,032	165,703	132,403	1,150,541
Eau Claire County	1,265,386	529,928	298,858	379,593	2,473,765
Fond du Lac County	1,522,008	735,894	333,551	303,801	2,895,254
Grant County—SW Consortium <sup>2</sup>	1,338,417	298,565	191,833	184,826	2,013,641
Green Lake County	226,551	94,004	78,841	24,033	423,429
Iron County	132,479	14,865	48,423	10,782	206,549
Jefferson County	260,130	185,686	47,072	32,273	525,161
Kenosha County	5,158,365	3,461,155	1,336,389	2,010,501	11,966,410
La Crosse County	1,021,863	486,852	179,473	184,908	1,873,096
Lincoln County	401,479	124,257	27,683	30,311	583,730
Manitowoc County	490,182	34,899	50,392	79,554	655,027
Marathon County	1,973,518	1,263,220	467,920	668,881	4,373,539
Marinette County	548,404	85,981	308,827	53,483	996,695
Marquette County	162,846	55,510	38,156	17,455	273,967
Menominee County	207,910	54,544	58,344	14,824	335,622
Oconto County	448,602	49,793	89,700	1,226	589,321
Outagamie County	1,355,491	720,045	188,366	136,997	2,400,899
Ozaukee County	374,718	89,723	120,225	41,038	625,704
Pepin County	122,570	8,217	35,420	1,200	167,407
Pierce County	213,363	77,471	78,924	50,436	420,194

W-2 Agency	Services	Cash Benefits	Administrative Costs	Additional Services	Total Expenditures
Polk County	\$ 545,187	\$ 132,771	\$ 166,440	\$ 46,481	\$ 890,879
Portage County	720,064	262,880	197,609	195,515	1,376,068
Price County	203,118	55,846	160,571	23,373	442,908
Racine County	3,336,480	2,064,473	1,023,014	1,298,728	7,722,695
Rock County	3,286,822	2,034,204	539,483	712,554	6,573,063
Rusk County	97,741	28,254	24,732	17,426	168,153
St. Croix County	341,246	69,910	54,464	28,746	494,366
Sauk County	532,326	185,145	121,189	67,665	906,325
Sawyer County	167,147	16,299	68,770	43,125	295,341
Sawyer-Washburn Consortium <sup>3</sup>	24,583	5,057	7,586	10,691	47,917
Sheboygan County	955,841	556,119	202,598	266,300	1,980,858
Taylor County	208,110	41,125	16,858	7,628	273,721
Trempealeau County	287,431	119,221	116,833	23,371	546,856
Vernon County	131,367	74,566	49,010	9,453	264,396
Washburn County	116,105	47,750	49,676	24,286	237,817
Washington County	679,180	291,131	155,992	142,179	1,268,482
Waupaca County	324,844	210,299	135,175	200,958	871,276
Waushara County	86,437	5,853	25,170	452	117,912
Winnebago County	1,648,431	667,112	617,760	151,033	3,084,336
Wood County	1,225,322	805,347	306,279	188,801	2,525,749
<b>Subtotal</b>	<b>47,763,003</b>	<b>24,648,381</b>	<b>11,443,300</b>	<b>12,098,736</b>	<b>95,953,420</b>
<b>Tribes</b>					
Oneida Nation <sup>4</sup>	133,860	95,282	35,688	72,492	337,322
<b>Subtotal</b>	<b>133,860</b>	<b>95,282</b>	<b>35,688</b>	<b>72,492</b>	<b>337,322</b>
<b>Private Agencies in Milwaukee County<sup>5</sup></b>					
Maximus	14,168,267	18,013,550	4,138,467	2,395,062	38,715,346
OIC-GM	15,937,764	21,056,126	3,321,639	2,509,559	42,825,088
UMOS	29,487,247	39,505,292	6,287,724	4,577,760	79,858,023
YW Works	32,271,144	26,884,618	6,809,280	2,751,956	68,716,998
<b>Subtotal</b>	<b>91,864,422</b>	<b>105,459,586</b>	<b>20,557,110</b>	<b>12,234,337</b>	<b>230,115,455</b>

W-2 Agency	Services	Cash Benefits	Administrative Costs	Additional Services	Total Expenditures
<b>Private Agencies in Other Counties<sup>6</sup></b>					
Columbia—Wkfce. Conn.	\$ 594,874	\$ 146,730	\$ 69,139	\$ 71,809	\$ 882,552
Florence—Fwd. Serv.	184,005	17,918	24,393	15,505	241,821
FLOV—Fwd. Serv.	1,221,046	556,609	160,360	308,984	2,246,999
JJM—Wkfce. Conn.	1,374,595	506,550	162,714	184,505	2,228,364
Kewaunee—Fwd. Serv.	182,083	34,535	19,268	24,980	260,866
St. Croix—Wkfce. Conn.	49,601	8,412	13,002	7,700	78,715
Shawano—Job Center	517,691	199,885	80,858	32,859	831,293
Walworth—Kaiser	666,516	478,504	201,477	130,601	1,477,098
Waukesha—ACS	2,514,213	1,019,072	568,386	480,765	4,582,436
Waushara—Fwd. Serv.	188,367	82,985	27,158	56,355	354,865
<b>Subtotal</b>	<b>7,492,990</b>	<b>3,051,200</b>	<b>1,326,755</b>	<b>1,314,064</b>	<b>13,185,009</b>
<b>Total</b>	<b>\$147,254,275</b>	<b>\$133,254,449</b>	<b>\$33,362,853</b>	<b>\$25,719,628</b>	<b>\$339,591,206</b>

<sup>1</sup> Ashland County began providing W-2 services in Price County on November 1, 2003.

<sup>2</sup> The Southwest Consortium consists of Grant, Green, Iowa, Lafayette, and Richland counties.

<sup>3</sup> The Sawyer-Washburn Consortium began providing W-2 services in Sawyer and Washburn counties on July 1, 2003.

<sup>4</sup> The Oneida Nation stopped providing W-2 services on April 30, 2003.

<sup>5</sup> These agencies served six regions in Milwaukee County:

Region 1—YW Works

Region 2—United Migrant Opportunity Services, Inc.

Region 3—Opportunities Industrialization Center of Greater Milwaukee, Inc.

Region 4—YW Works

Region 5—United Migrant Opportunity Services, Inc.

Region 6—Maximus, Inc.

<sup>6</sup> Fifteen counties other than Milwaukee were served by these five private agencies under the 2002-2003 implementation contracts:

ACS State and Local Solutions, Inc.—Waukesha County

Forward Service Corporation—Florence County; Forest, Langlade, Oneida, and Vilas (FLOV) counties, operating as a consortium; Kewaunee County; Waushara County (beginning August 1, 2002)

Kaiser Group, Inc.—Walworth County

Shawano County Job Center—Shawano County

Workforce Connections, Inc.—Columbia County; Juneau, Jackson and Monroe (JJM) counties, operating as a consortium; St. Croix County (beginning October 1, 2003)

*January 2004 through June 2004*

W-2 Agency	Services	Cash Benefits	Administrative Costs	Additional Services	Total Expenditures
<b>Counties</b>					
Ashland Consortium <sup>1</sup>	\$ 43,381	\$ 46,100	\$ 6,441	\$ 14,945	\$ 110,867
Barron County	108,817	42,012	13,966	18,028	182,823
Bayfield County	18,548	27,234	8,169	3,612	57,563
Brown County	661,441	395,612	14,665	17,164	1,088,882
Buffalo County	24,817	16,098	10,215	1,274	52,405
Burnett County	18,061	3,078	4,031	5,776	30,946
Calumet County	51,166	25,963	22,673	9,967	109,769
Chippewa County	123,082	57,237	19,764	15,816	215,899
Clark County	30,948	89,598	38,826	5,074	164,446
Crawford County	39,022	16,445	6,544	1,250	63,261
Dane County—Capitol Consortium <sup>2</sup>	900,685	1,538,731	750,391	217,934	3,407,742
Door County	39,907	33,125	17,509	14,149	104,690
Douglas County	181,946	128,079	34,596	15,910	360,531
Dunn County	136,724	127,878	21,241	16,361	302,204
Eau Claire County	201,063	161,446	43,593	45,671	451,773
Fond du Lac County	222,431	286,006	92,391	65,409	666,237
Grant County—SW Consortium <sup>3</sup>	154,488	88,856	76,955	3,136	323,435
Green Lake County	52,176	32,192	20,078	6,486	110,932
Iron County	31,062	3,067	11,138	600	45,867
Jefferson County	49,629	90,288	1,275	9,479	150,671
Kenosha County	1,228,039	999,522	526,974	207,800	2,962,335
La Crosse County	161,852	145,788	22,560	38,120	368,320
Marathon County	516,104	210,862	129,390	157,843	1,014,200
Marinette County	75,943	16,442	26,443	16,000	134,829
Oconto County	118,450	22,735	42,458	1,926	185,569
Outagamie County	277,653	147,335	76,020	9,794	510,802
Pepin County	11,581	8,914	2,729	300	23,524
Polk County	91,504	14,433	31,143	5,119	142,198
Racine County	833,463	548,913	256,129	234,672	1,873,177
Rock County	480,137	510,602	73,868	92,895	1,157,502
Rusk County	15,215	11,953	5,262	4,540	36,970
Sawyer-Washburn Consortium <sup>4</sup>	60,436	12,748	27,905	20,007	121,096
Sheboygan County—Lakeshore Consortium <sup>5</sup>	235,335	162,963	43,219	66,079	507,596
Taylor County	34,826	29,695	4,527	0	69,047
Trempealeau County	43,016	32,361	14,481	527	90,385
Vernon County	28,942	24,155	9,242	1,677	64,016

W-2 Agency	Services	Cash Benefits	Administrative Costs	Additional Services	Total Expenditures
Waupaca County	\$ 29,923	\$ 70,613	\$ 42,051	\$ 57,608	\$ 200,195
Winnebago County	278,407	218,737	75,853	58,590	631,587
Wood County—PAW Consortium <sup>6</sup>	340,008	338,685	145,140	29,288	853,121
<b>Subtotal</b>	<b>7,950,229</b>	<b>6,736,501</b>	<b>2,769,855</b>	<b>1,490,827</b>	<b>18,947,412</b>
<b>Private Agencies in Milwaukee County<sup>7</sup></b>					
Maximus	6,432,939	13,647,204	1,481,819	1,163,691	22,725,654
OIC-GM	7,779,623	16,157,275	1,560,166	751,729	26,248,793
UMOS	2,594,437	3,731,326	797,869	332,658	7,456,290
<b>Subtotal</b>	<b>16,806,999</b>	<b>33,535,805</b>	<b>3,839,854</b>	<b>2,248,078</b>	<b>56,430,737</b>
<b>Private Agencies in Other Counties<sup>8</sup></b>					
Bay Area Consortium—Fwd. Serv.	65,014	19,046	12,934	3,016	100,010
Columbia—Wkfce. Conn.	99,030	59,629	14,879	8,828	182,365
JJM—Wkfce. Conn.	257,093	158,659	31,395	30,074	477,221
Northern Consortium—Fwd. Serv.	220,761	177,358	35,771	48,491	482,381
Pierce and St. Croix—Wkfce. Conn.	104,861	57,699	15,621	102,805	280,986
Shawano—Job Center	76,930	53,264	13,689	7,665	151,548
Walworth—Kaiser	94,610	128,845	34,972	12,634	271,061
Waukesha—ACS	360,216	332,562	90,482	74,587	857,847
Waukesha—Fwd. Serv.	37,496	60,110	7,985	6,525	112,116
WOW—Wkfce. Develop. Board	135,629	132,533	36,593	60,063	364,817
<b>Subtotal</b>	<b>1,451,639</b>	<b>1,179,705</b>	<b>294,320</b>	<b>354,688</b>	<b>3,280,352</b>
<b>Total</b>	<b>\$26,208,868</b>	<b>\$41,452,011</b>	<b>\$6,904,029</b>	<b>\$4,093,593</b>	<b>\$78,658,501</b>

<sup>1</sup> The Ashland Consortium consists of Ashland and Price counties.

<sup>2</sup> The Capitol Consortium consists of Dane, Dodge, Marquette, and Sauk counties.

<sup>3</sup> The Southwest Consortium consists of Grant, Green, Iowa, Lafayette, and Richland counties.

<sup>4</sup> The Sawyer-Washburn Consortium consists of Sawyer and Washburn counties.

<sup>5</sup> The Lakeshore Consortium consists of Manitowoc and Sheboygan counties.

<sup>6</sup> The PAW Consortium consists of Portage, Adams, and Wood counties.

<sup>7</sup> As of June 2004, these agencies serve six regions in Milwaukee County:

Region 1—Opportunities Industrialization Center of Greater Milwaukee, Inc.

Region 2—United Migrant Opportunity Services, Inc.

Region 3—Opportunities Industrialization Center of Greater Milwaukee, Inc.

Region 4—Opportunities Industrialization Center of Greater Milwaukee, Inc.

Region 5—Maximus, Inc.

Region 6—Maximus, Inc.

<sup>8</sup> Twenty counties other than Milwaukee are served by these six private agencies under the current contracts:

ACS State and Local Solutions, Inc.—Waukesha County

Forward Service Corporation—Florence, Kewaunee, and Menominee counties, operating as the Bay Area Consortium; Forest, Vilas,

Oneida, Langlade and Lincoln counties, operating as the Northern Consortium; Waushara County

Kaiser Group, Inc.—Walworth County

Shawano County Job Center—Shawano County

Waukesha-Ozaukee-Washington Workforce Development Board, Inc.—Ozaukee and Washington counties, operating as a consortium

Workforce Connections, Inc. Columbia County; Jackson, Juneau, and Monroe (JJM) counties, operating as a consortium; and Pierce and

St. Croix counties, operating as a consortium





Appendix 5

**Unrestricted Profits and Reported Community Reinvestment Fund Expenditures of W-2 Agencies<sup>1</sup>**

W-2 Agency	Unrestricted Profits	Community Reinvestment Funds
<b>Counties</b>		
Adams County	\$ 298,504	\$ 552,989
Ashland County	296,835	528,172
Barron County	347,777	298,368
Bayfield County	66,703	124,143
Brown County	2,533,521	2,830,412
Buffalo County	155,106	168,000
Burnett County	245,432	428,568
Calumet County	180,561	259,842
Chippewa County	788,285	1,475,327
Clark County	238,613	173,200
Columbia County	326,365	487,771
Crawford County	133,817	231,000
Dane County	3,245,328	3,634,290
Dodge County	478,604	599,942
Door County	136,310	96,535
Douglas County	1,133,837	2,126,910
Dunn County	523,607	729,950
Eau Claire County	1,585,923	2,404,067
Florence County	82,029	122,706
Fond du Lac County	570,033	898,814
Grant County—SW Consortium <sup>2</sup>	891,979	1,434,087
Green Lake County	168,049	213,790
Iron County	89,543	65,767
Jackson County	249,239	302,246
Jefferson County	464,155	607,192
Kenosha County	1,927,584	1,378,219
La Crosse County	1,824,652	1,606,326
Langlade County	286,072	509,873
Lincoln County	305,362	107,900
Manitowoc County	636,681	867,416
Marathon County	1,390,400	2,122,335

W-2 Agency	Unrestricted Profits	Community Reinvestment Funds
Marinette County	\$ 577,871	\$ 1,738,134
Marquette County	109,912	90,260
Menominee County	324,521	368,411
Milwaukee County <sup>3</sup>	0	7,608,000
Monroe County	520,150	1,002,171
Oconto County	301,097	550,465
Outagamie County	969,380	1,381,189
Ozaukee County	192,062	139,604
Pepin County	42,071	29,781
Pierce County	181,829	140,715
Polk County	423,005	670,124
Portage County	794,579	1,385,964
Price County	167,790	40,997
Racine County	3,711,108	4,381,390
Rock County	2,650,344	4,909,180
Rusk County	291,627	463,971
St. Croix County	314,414	490,396
Sauk County	475,169	845,479
Sawyer County	432,723	270,802
Sheboygan County	769,173	600,684
Taylor County	179,393	123,459
Trempealeau County	291,433	192,186
Vernon County	198,817	34,418
Washburn County	229,807	303,669
Washington County	523,507	528,867
Waupaca County	438,842	546,775
Waushara County	251,651	473,888
Winnebago County	1,346,349	1,951,028
Wood County	939,299	1,590,705
<b>Subtotal</b>	<b>39,239,829</b>	<b>60,238,869</b>
<b>Tribes</b>		
Bad River Band	51,755	80,679
Lac du Flambeau	141,389	193,651
Oneida Nation	176,189	262,120
<b>Subtotal</b>	<b>369,333</b>	<b>536,450</b>

W-2 Agency	Unrestricted Profits	Community Reinvestment Funds
<b>Private Agencies in Milwaukee County<sup>4</sup></b>		
ESI	\$12,076,161	\$ 510,697
Maximus	6,118,074	451,327
OIC-GM	6,413,069	2,147,115
UMOS	5,679,809	2,186,387
YW Works	4,799,810	1,988,471
<b>Subtotal</b>	<b>35,086,923</b>	<b>7,283,997</b>
<b>Private Agencies in Other Counties<sup>5</sup></b>		
Columbia—Wkfce. Conn.	n.a	18,959
Florence—Fwd. Serv.	6,330	2,652
FLOV—Fwd. Serv.	n.a	43,002
Forest—Fwd. Serv.	128,233	87,598
FOV—Fwd. Serv.	69,498	n.a
Juneau—Wkfce. Conn.	47,941	204,196
Juneau—W. WI PIC	268,288	n.a
JJM—Wkfce. Conn.	n.a	33,018
Kewaunee—Fwd. Serv.	109,806	111,067
Monroe—Wkfce. Conn.	52,926	n.a
Oneida—Fwd. Serv.	366,831	347,181
Shawano—Job Center	313,427	228,422
Vilas—Fwd. Serv.	102,134	94,015
Walworth—Kaiser	552,398	758,224
Waukesha—Curtis (ACS)	1,210,789	1,880,548
<b>Subtotal</b>	<b>3,228,601</b>	<b>3,808,882</b>
<b>Total</b>	<b>\$77,924,686</b>	<b>\$71,868,198</b>

<sup>1</sup> In some instances, such as when a consortium was formed, the amounts earned by a W-2 agency were actually spent by another agency. The table shows the amounts each agency spent.

<sup>2</sup> The Southwest Consortium consists of Grant, Green, Iowa, Lafayette, and Richland counties.

<sup>3</sup> ESI provided a portion of the community reinvestment funds it received under the 1997-1999 and 2000-2001 contracts to Milwaukee County.

<sup>4</sup> These agencies served six regions in Milwaukee County:

Region 1—YW Works

Region 2—United Migrant Opportunity Services, Inc.

Region 3—Opportunities Industrialization Center of Greater Milwaukee, Inc.

Region 4—Employment Solutions, Inc., a subsidiary of Goodwill Industries of Southeastern Wisconsin and Metropolitan Chicago, Inc.

Region 5—Employment Solutions, Inc., a subsidiary of Goodwill Industries of Southeastern Wisconsin and Metropolitan Chicago, Inc.

Region 6—Maximus, Inc.

<sup>5</sup> Eight counties other than Milwaukee were served by these five private agencies under the 1997-1999 W-2 contract:

Curtis & Associates, Inc.—Waukesha County

Forward Service Corporation—Forest County, Kewaunee County, Oneida County, and Vilas County

Kaiser Group, Inc.—Walworth County

Shawano County Job Center—Shawano County

Western Wisconsin Private Industry Council, Inc.—Juneau County

Ten counties other than Milwaukee were served by these five private agencies under the 2000-2001 implementation contracts:

Curtis & Associates, Inc.—Waukesha County

Forward Service Corporation—Florence County; Forest, Oneida, and Vilas (FOV) counties, operating as a consortium;  
Kewaunee County

Kaiser Group, Inc.—Walworth County

Shawano County Job Center—Shawano County

Workforce Connections, Inc.—Juneau and Monroe counties

Appendix 6

**Percentage of Participants Receiving Employment-Related Services**  
January through June 2004

W-2 Agency	Total Unduplicated Participants	Employment Search	Employment Counseling	Work Experience	Motivational Training
Adams County	19	21.1%	0.0%	26.3%	0.0%
Ashland County	16	25.0	0.0	18.8	18.8
Barron County	31	19.4	9.7	9.7	16.1
Bayfield County	17	11.8	29.4	17.6	0.0
Brown County	359	17.0	2.2	11.1	6.4
Buffalo County	9	33.3	0.0	0.0	11.1
Burnett County	3	0.0	0.0	0.0	0.0
Calumet County	22	54.5	0.0	22.7	9.1
Chippewa County	41	9.8	0.0	9.8	2.4
Clark County	53	71.7	39.6	30.2	3.8
Columbia County <sup>1</sup>	63	38.1	0.0	6.3	66.7
Crawford County	11	9.1	0.0	9.1	0.0
Dane County	843	15.1	0.2	28.6	11.3
Dodge County	85	30.6	0.0	5.9	45.9
Door County	18	33.3	0.0	44.4	33.3
Douglas County	104	39.4	0.0	17.3	7.7
Dunn County	81	51.9	12.3	7.4	14.8
Eau Claire County	113	22.1	8.8	13.3	0.0
Florence County <sup>1</sup>	2	50.0	0.0	0.0	50.0
Fond du Lac County	175	25.7	1.1	9.7	37.7
Forest County <sup>1</sup>	14	14.3	0.0	14.3	28.6
Grant County	21	9.5	0.0	0.0	14.3
Green County	30	16.7	0.0	6.7	36.7
Green Lake County	23	8.7	0.0	17.4	8.7
Iowa County	7	14.3	14.3	14.3	14.3
Iron County	4	25.0	0.0	25.0	25.0
Jackson County <sup>1</sup>	27	18.5	0.0	14.8	55.6
Jefferson County	67	67.2	3.0	4.5	67.2
Juneau County <sup>1</sup>	33	51.5	0.0	9.1	87.9
Kenosha County	794	48.1	4.4	25.3	13.9
Kewaunee County <sup>1</sup>	7	42.9	0.0	0.0	28.6
La Crosse County	115	7.0	0.9	8.7	0.9

W-2 Agency	Total Unduplicated Participants	Employment Search	Employment Counseling	Work Experience	Motivational Training
Lafayette County	8	0.0%	0.0%	0.0%	12.5%
Langlade County <sup>1</sup>	24	25.0	8.3	4.2	12.5
Lincoln County <sup>1</sup>	25	20.0	0.0	8.0	40.0
Manitowoc County	13	23.1	0.0	15.4	15.4
Marathon County	160	41.9	30.6	36.3	9.4
Marinette County	15	13.3	0.0	0.0	13.3
Marquette County	11	45.5	9.1	9.1	36.4
Menominee County <sup>1</sup>	11	81.8	0.0	45.5	45.5
Milwaukee Region 1 (OIC-GM)	1,699	61.1	21.1	63.7	8.3
Milwaukee Region 2 (UMOS)	2,113	20.2	54.7	53.6	25.7
Milwaukee Region 3 (OIC-GM)	3,403	60.7	5.4	66.6	16.3
Milwaukee Region 4 (OIC-GM)	2,999	62.8	32.0	51.8	10.4
Milwaukee Region 5 (Maximus)	3,858	67.3	25.5	67.1	32.9
Milwaukee Region 6 (Maximus)	2,632	61.6	24.7	65.6	26.1
Milwaukee Other	12	0.0	0.0	8.3	0.0
Monroe County <sup>1</sup>	93	29.0	0.0	19.4	53.8
Oconto County	18	5.6	5.6	0.0	5.6
Oneida County <sup>1</sup>	26	19.2	0.0	7.7	30.8
Outagamie County	130	22.3	9.2	24.6	10.8
Ozaukee County <sup>1</sup>	25	8.0	0.0	12.0	8.0
Pepin County	5	0.0	0.0	0.0	0.0
Pierce County <sup>1</sup>	27	33.3	7.4	14.8	51.9
Polk County	18	55.6	0.0	5.6	50.0
Portage County	73	32.9	0.0	12.3	13.7
Price County	13	7.7	15.4	0.0	30.8
Racine County	404	28.2	1.5	16.8	23.8
Richland County	9	11.1	0.0	44.4	44.4
Rock County	383	34.7	34.7	13.6	40.7
Rusk County	6	33.3	0.0	66.7	66.7
St. Croix County <sup>1</sup>	19	31.6	0.0	15.8	100.0
Sauk County	29	20.7	3.4	0.0	10.3
Sawyer County	6	0.0	0.0	0.0	0.0
Shawano County <sup>1</sup>	34	20.6	0.0	11.8	23.5
Sheboygan County	127	26.0	0.0	9.4	22.8
Taylor County	18	16.7	0.0	22.2	0.0

W-2 Agency	Total Unduplicated Participants	Employment Search	Employment Counseling	Work Experience	Motivational Training
Trempealeau County	31	29.0%	0.0%	3.2%	16.1%
Vernon County	19	5.3	0.0	0.0	0.0
Vilas County <sup>1</sup>	4	0.0	0.0	0.0	0.0
Walworth County <sup>1</sup>	73	4.1	0.0	2.7	5.5
Washburn County	11	54.5	0.0	0.0	9.1
Washington County <sup>1</sup>	62	12.9	8.1	1.6	11.3
Waukesha County <sup>1</sup>	219	30.6	2.3	16.0	26.0
Waupaca County	68	57.4	64.7	22.1	0.0
Waushara County <sup>1</sup>	30	40.0	0.0	6.7	26.7
Winnebago County	163	41.1	1.8	8.6	20.2
Wood County	178	48.3	6.7	11.8	21.9

<sup>1</sup> Twenty counties other than Milwaukee County are served by six private agencies under the 2004-2005 contract:  
 ACS State and Local Solutions, Inc.—Waukesha County  
 Forward Service Corporation—Florence, Kewaunee, and Menominee Counties, operating as the Bay Area Consortium; Forest, Vilas, Oneida, Langlade and Lincoln counties, operating as the Northern Consortium; Waushara County  
 Kaiser Group, Inc.—Walworth County  
 Shawano County Job Center—Shawano County  
 Waukesha-Ozaukee-Washington Workforce Development Board, Inc.—Ozaukee and Washington Counties, operating as a consortium  
 Workforce Connections, Inc.—Columbia County; Jackson, Juneau, and Monroe (JJM) counties, operating as a consortium; and Pierce and St. Croix counties, operating as a consortium





Appendix 7

**Percentage of Participants Receiving Education and Training Services**

January through June 2004

W-2 Agency	Total Unduplicated Participants	English as a Second Language	Literacy Skills	Adult Basic Education	Regular High School	High School Equivalency	Technical College Courses	Other Post-Secondary Education	Job Skills	Parenting/ Life Skills	Driver Education
Adams County	19	0.0%	0.0%	15.8%	0.0%	10.5%	5.3%	0.0%	0.0%	5.3%	0.0%
Ashland County	16	0.0	0.0	6.3	0.0	6.3	0.0	0.0	0.0	6.3	12.5
Barron County	31	0.0	0.0	6.5	3.2	3.2	0.0	0.0	9.7	35.5	0.0
Bayfield County	17	0.0	5.9	23.5	0.0	0.0	0.0	0.0	29.4	47.1	0.0
Brown County	359	1.1	5.0	5.0	0.3	0.6	0.6	0.0	7.8	4.5	0.3
Buffalo County	9	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Burnett County	3	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Calumet County	22	4.5	0.0	9.1	0.0	9.1	0.0	0.0	0.0	22.7	9.1
Chippewa County	41	0.0	0.0	4.9	0.0	2.4	0.0	0.0	0.0	7.3	0.0
Clark County	53	0.0	0.0	17.0	0.0	1.9	0.0	0.0	0.0	1.9	1.9
Columbia County <sup>1</sup>	63	0.0	4.8	0.0	1.6	0.0	0.0	0.0	4.8	49.2	0.0
Crawford County	11	0.0	0.0	9.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Dane County	843	1.9	0.6	10.8	1.4	0.7	0.1	0.0	4.0	23.3	0.1
Dodge County	85	0.0	12.9	10.6	0.0	0.0	0.0	0.0	0.0	9.4	0.0
Door County	18	0.0	0.0	16.7	0.0	0.0	11.1	0.0	5.6	27.8	0.0
Douglas County	104	0.0	1.9	13.5	1.0	0.0	0.0	0.0	19.2	10.6	2.9
Dunn County	81	1.2	1.2	6.2	1.2	3.7	1.2	0.0	11.1	38.3	1.2
Eau Claire County	113	2.7	0.0	5.3	2.7	0.9	0.0	0.0	0.9	8.0	0.9
Florence County <sup>1</sup>	2	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Fond du Lac County	175	0.6	9.7	1.7	0.0	4.6	1.7	0.0	3.4	3.4	4.6
Forest County <sup>1</sup>	14	0.0	0.0	14.3	0.0	0.0	0.0	0.0	0.0	14.3	0.0
Grant County	21	0.0	0.0	14.3	0.0	0.0	0.0	0.0	0.0	14.3	0.0

W-2 Agency	Total Unduplicated Participants	English as a Second Language	Literacy Skills	Adult Basic Education	Regular High School	High School Equivalency	Technical College Courses	Other Post-Secondary Education	Job Skills	Parenting/ Life Skills	Driver Education
Green County	30	0.0%	0.0%	0.0%	0.0%	0.0%	3.3%	0.0%	0.0%	0.0	0.0
Green Lake County	23	0.0	0.0	0.0	0.0	8.7	0.0	0.0	0.0	4.3%	4.3%
Iowa County	7	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	14.3	0.0
Iron County	4	0.0	0.0	0.0	0.0	0.0	0.0	0.0	25.0	25.0	0.0
Jackson County <sup>1</sup>	27	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.7	0.0	0.0
Jefferson County	67	0.0	0.0	3.0	0.0	17.9	1.5	0.0	4.5	56.7	1.5
Juneau County <sup>1</sup>	33	0.0	3.0	0.0	3.0	9.1	3.0	0.0	6.1	12.1	0.0
Kenosha County	794	0.5	3.4	31.2	1.5	0.4	1.1	0.0	7.4	9.3	0.0
Kewaunee County <sup>1</sup>	7	0.0	0.0	28.6	0.0	0.0	0.0	0.0	14.3	42.9	0.0
La Crosse County	115	0.9	0.0	4.3	0.0	0.0	0.0	0.0	0.0	62.6	0.0
Lafayette County	8	0.0	0.0	12.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Langlade County <sup>1</sup>	24	0.0	0.0	41.7	0.0	0.0	0.0	0.0	0.0	20.8	0.0
Lincoln County <sup>1</sup>	25	0.0	0.0	4.0	0.0	0.0	0.0	0.0	0.0	20.0	4.0
Manitowoc County	13	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Marathon County	160	4.4	0.0	17.5	1.3	0.6	0.6	0.0	1.9	48.8	0.0
Marinette County	15	0.0	0.0	6.7	0.0	0.0	0.0	0.0	6.7	13.3	0.0
Marquette County	11	0.0	0.0	18.2	0.0	0.0	0.0	0.0	0.0	9.1	0.0
Menominee County <sup>1</sup>	11	0.0	0.0	18.2	9.1	0.0	0.0	0.0	0.0	27.3	0.0
Milwaukee Region 1 (OIC-GM)	1,699	1.8	0.5	43.0	3.9	0.8	2.3	0.0	6.4	7.2	0.1
Milwaukee Region 2 (UMOS)	2,113	8.3	0.7	44.6	3.0	0.2	2.3	0.0	4.7	31.5	0.0
Milwaukee Region 3 (OIC-GM)	3,403	0.3	1.8	36.5	2.6	0.6	2.6	0.0	7.1	8.0	0.0
Milwaukee Region 4 (OIC-GM)	2,999	0.4	1.2	38.8	2.8	1.7	1.1	0.0	7.2	4.6	0.1
Milwaukee Region 5 (Maximus)	3,858	0.5	1.5	36.9	2.5	0.5	3.1	0.0	9.2	34.8	0.0
Milwaukee Region 6 (Maximus)	2,632	4.6	1.1	37.3	3.5	0.6	2.4	0.0	9.7	32.0	0.2
Milwaukee Other	12	0.0	0.0	33.3	0.0	0.0	0.0	0.0	0.0	8.3	0.0

W-2 Agency	Total Unduplicated Participants	English as a Second Language	Literacy Skills	Adult Basic Education	Regular High School	High School Equivalency	Technical College Courses	Other Post-Secondary Education	Job Skills	Parenting/ Life Skills	Driver Education
Monroe County <sup>1</sup>	93	0.0%	0.0%	0.0%	0.0%	2.2%	0.0%	0.0%	5.4%	3.2%	1.1%
Oconto County	18	0.0	0.0	0.0	0.0	0.0	0.0	0.0	5.6	5.6	0.0
Oneida County <sup>1</sup>	26	0.0	0.0	11.5	0.0	0.0	7.7	0.0	3.8	46.2	0.0
Outagamie County	130	6.9	0.0	20.0	2.3	0.8	0.0	0.0	2.3	54.6	1.5
Ozaukee County <sup>1</sup>	25	0.0	0.0	0.0	0.0	0.0	4.0	0.0	8.0	20.0	0.0
Pepin County	5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Pierce County <sup>1</sup>	27	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.7	14.8	3.7
Polk County	18	0.0	0.0	5.6	0.0	5.6	0.0	0.0	11.1	22.2	11.1
Portage County	73	0.0	0.0	6.8	2.7	2.7	0.0	0.0	1.4	82.2	0.0
Price County	13	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Racine County	404	0.7	1.7	19.8	0.7	1.7	0.2	0.0	2.0	56.7	0.2
Richland County	9	0.0	0.0	11.1	0.0	0.0	0.0	0.0	0.0	22.2	0.0
Rock County	383	0.0	0.5	24.5	0.3	0.3	0.3	0.0	0.8	18.3	0.3
Rusk County	6	0.0	0.0	33.3	0.0	0.0	0.0	0.0	0.0	33.3	0.0
St. Croix County <sup>1</sup>	19	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	10.5	0.0
Sauk County	29	0.0	3.4	3.4	3.4	0.0	0.0	0.0	3.4	24.1	0.0
Sawyer County	6	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Shawano County <sup>1</sup>	34	0.0	2.9	2.9	0.0	0.0	0.0	0.0	2.9	11.8	0.0
Sheboygan County	127	3.1	0.8	13.4	2.4	1.6	0.0	0.0	0.0	3.9	0.0
Taylor County	18	0.0	5.6	5.6	0.0	5.6	0.0	0.0	0.0	11.1	0.0
Trempealeau County	31	0.0	0.0	9.7	0.0	0.0	0.0	0.0	0.0	9.7	0.0
Vernon County	19	0.0	0.0	5.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Vilas County <sup>1</sup>	4	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	25.0	0.0
Walworth County <sup>1</sup>	73	0.0	0.0	11.0	1.4	0.0	0.0	0.0	1.4	4.1	0.0
Washburn County	11	0.0	0.0	0.0	0.0	0.0	0.0	0.0	18.2	0.0	0.0
Washington County <sup>1</sup>	62	0.0	1.6	12.9	0.0	6.5	0.0	0.0	0.0	6.5	1.6
Waukesha County <sup>1</sup>	219	5.9	0.0	5.5	0.5	1.8	0.5	0.5	4.6	4.1	2.3

W-2 Agency	Total Unduplicated Participants	English as a Second Language	Literacy Skills	Adult Basic Education	Regular High School	High School Equivalency	Technical College Courses	Other Post-Secondary Education	Job Skills	Parenting/ Life Skills	Driver Education
Waupaca County	68	0.0%	1.5%	23.5%	0.0%	1.5%	0.0%	0.0%	2.9%	41.2%	2.9%
Waushara County <sup>1</sup>	30	0.0	3.3	26.7	0.0	3.3	0.0	0.0	0.0	3.3	0.0
Winnebago County	163	0.6	12.3	2.5	0.6	0.0	0.0	0.0	0.6	8.0	0.0
Wood County	178	0.0	0.6	11.8	1.7	5.6	3.9	0.0	6.2	38.2	1.1

<sup>1</sup> Twenty counties other than Milwaukee County are served by six private agencies under the 2004-2005 contract:

ACS State and Local Solutions, Inc.—Waukesha County

Forward Service Corporation—Florence, Kewaunee, and Menominee Counties, operating as the Bay Area Consortium; Forest, Vilas, Oneida, Langlade and Lincoln counties, operating as the Northern Consortium; Waushara County

Kaiser Group, Inc.—Walworth County

Shawano County Job Center—Shawano County

Waukesha-Ozaukee-Washington Workforce Development Board, Inc.—Ozaukee and Washington Counties, operating as a consortium

Workforce Connections, Inc.—Columbia County; Jackson, Juneau, and Monroe (JJM) counties, operating as a consortium; and Pierce and St. Croix counties, operating as a consortium

Appendix 8

**Percentage of Participants Receiving Assessment and Counseling Services**

January through June 2004

W-2 Agency	Total Unduplicated Participants	Physician's Assessment	Physical Rehabilitation	AODA Assessment	AODA Counseling	Mental Health Assessment	Mental Health Counseling	Occupational Testing	Disability and Learning Assessment	Domestic Violence Assessment
Adams County	19	0.0%	0.0%	0.0%	5.3%	5.3%	10.5%	5.3%	0.0%	0.0%
Ashland County	16	18.8	12.5	0.0	6.3	12.5	18.8	0.0	0.0	0.0
Barron County	31	12.9	6.5	6.5	6.5	9.7	12.9	0.0	3.2	0.0
Bayfield County	17	23.5	11.8	5.9	0.0	17.6	17.6	23.5	0.0	17.6
Brown County	359	10.6	6.4	0.0	0.6	1.9	8.4	0.6	1.4	1.1
Buffalo County	9	33.3	11.1	0.0	0.0	0.0	11.1	0.0	11.1	0.0
Burnett County	3	0.0	0.0	33.3	0.0	0.0	33.3	0.0	33.3	0.0
Calumet County	22	4.5	0.0	0.0	0.0	4.5	18.2	0.0	0.0	0.0
Chippewa County	41	7.3	4.9	0.0	2.4	0.0	7.3	0.0	0.0	0.0
Clark County	53	3.8	0.0	0.0	0.0	0.0	15.1	0.0	0.0	0.0
Columbia County <sup>1</sup>	63	15.9	1.6	0.0	0.0	3.2	15.9	0.0	0.0	0.0
Crawford County	11	0.0	0.0	0.0	9.1	0.0	9.1	0.0	0.0	0.0
Dane County	843	13.5	6.2	2.3	5.6	7.5	19.8	3.1	3.6	0.2
Dodge County	85	20.0	17.6	2.4	1.2	8.2	22.4	1.2	0.0	1.2
Door County	18	0.0	0.0	0.0	0.0	11.1	44.4	11.1	5.6	0.0
Douglas County	104	20.2	11.5	4.8	11.5	4.8	35.6	2.9	0.0	2.9
Dunn County	81	11.1	3.7	2.5	7.4	7.4	12.3	2.5	3.7	6.2
Eau Claire County	113	18.6	1.8	0.0	2.7	13.3	8.8	0.9	0.0	0.9
Florence County <sup>1</sup>	2	0.0	0.0	0.0	0.0	0.0	50.0	0.0	0.0	0.0
Fond du Lac County	175	16.0	2.3	1.7	2.9	13.1	25.1	0.0	4.0	15.4
Forest County <sup>1</sup>	14	42.9	7.1	7.1	7.1	0.0	50.0	0.0	0.0	0.0

W-2 Agency	Total Unduplicated Participants	Physician's Assessment	Physical Rehabilitation	AODA Assessment	AODA Counseling	Mental Health Assessment	Mental Health Counseling	Occupational Testing	Disability and Learning Assessment	Domestic Violence Assessment
Grant County	21	4.8%	19.0%	0.0%	0.0%	0.0%	4.8%	0.0%	4.8%	0.0%
Green County	30	26.7	10.0	0.0	3.3	3.3	10.0	0.0	0.0	0.0
Green Lake County	23	13.0	0.0	4.3	4.3	0.0	17.4	4.3	4.3	0.0
Iowa County	7	0.0	0.0	0.0	0.0	14.3	28.6	0.0	0.0	0.0
Iron County	4	0.0	0.0	0.0	0.0	0.0	50.0	0.0	0.0	25.0
Jackson County <sup>1</sup>	27	29.6	0.0	0.0	0.0	3.7	18.5	3.7	0.0	0.0
Jefferson County	67	10.4	7.5	0.0	1.5	1.5	9.0	0.0	4.5	0.0
Juneau County <sup>1</sup>	33	21.2	6.1	0.0	3.0	0.0	12.1	9.1	0.0	0.0
Kenosha County	794	19.9	6.3	0.0	1.6	2.4	12.2	20.0	4.7	1.6
Kewaunee County <sup>1</sup>	7	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
La Crosse County	115	19.1	2.6	0.0	2.6	1.7	7.0	0.0	7.0	0.0
Lafayette County	8	0.0	0.0	0.0	0.0	37.5	0.0	0.0	0.0	0.0
Langlade County <sup>1</sup>	24	12.5	4.2	0.0	0.0	4.2	12.5	0.0	0.0	0.0
Lincoln County <sup>1</sup>	25	20.0	4.0	0.0	4.0	0.0	24.0	0.0	0.0	0.0
Manitowoc County	13	15.4	0.0	0.0	0.0	7.7	7.7	0.0	0.0	0.0
Marathon County	160	11.9	5.6	0.0	1.3	3.1	8.8	1.3	5.0	0.0
Marinette County	15	6.7	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Marquette County	11	18.2	0.0	0.0	0.0	0.0	9.1	0.0	9.1	0.0
Menominee County <sup>1</sup>	11	27.3	9.1	27.3	9.1	0.0	9.1	0.0	0.0	9.1
Milwaukee Region 1 (OIC-GM)	1,699	17.4	7.8	3.5	5.2	9.9	11.9	1.2	2.9	1.8
Milwaukee Region 2 (UMOS)	2,113	16.3	4.4	2.7	3.9	9.0	14.4	2.4	2.7	2.6
Milwaukee Region 3 (OIC-GM)	3,403	8.1	7.7	1.5	4.2	4.2	9.4	1.4	0.6	0.8
Milwaukee Region 4 (OIC-GM)	2,999	12.0	5.1	2.0	3.2	7.4	9.5	4.1	3.2	1.6
Milwaukee Region 5 (Maximus)	3,858	12.6	6.9	1.7	2.6	8.6	9.2	8.1	6.3	0.9

W-2 Agency	Total Unduplicated Participants	Physician's Assessment	Physical Rehabilitation	AODA Assessment	AODA Counseling	Mental Health Assessment	Mental Health Counseling	Occupational Testing	Disability and Learning Assessment	Domestic Violence Assessment
Milwaukee Region 6 (Maximus)	2,632	15.2%	4.8%	2.0%	4.0%	7.5%	13.1%	10.1%	6.4%	1.4%
Milwaukee Other	12	8.3	16.7	8.3	25.0	8.3	16.7	8.3	8.3	0.0
Monroe County <sup>1</sup>	93	26.9	5.4	0.0	0.0	5.4	7.5	0.0	2.2	0.0
Oconto County	18	16.7	11.1	0.0	0.0	11.1	11.1	5.6	0.0	11.1
Oneida County <sup>1</sup>	26	11.5	11.5	0.0	3.8	11.5	19.2	3.8	0.0	0.0
Outagamie County	130	8.5	1.5	1.5	0.8	3.1	10.0	0.8	1.5	0.0
Ozaukee County <sup>1</sup>	25	12.0	20.0	0.0	4.0	0.0	8.0	0.0	0.0	0.0
Pepin County	5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Pierce County <sup>1</sup>	27	14.8	3.7	0.0	0.0	7.4	14.8	0.0	3.7	0.0
Polk County	18	11.1	11.1	0.0	0.0	5.6	11.1	0.0	0.0	0.0
Portage County	73	24.7	6.8	2.7	0.0	17.8	23.3	0.0	8.2	8.2
Price County	13	23.1	30.8	0.0	15.4	7.7	38.5	7.7	7.7	0.0
Racine County	404	5.2	5.2	0.2	1.7	1.7	6.2	6.4	13.4	0.2
Richland County	9	0.0	11.1	11.1	0.0	0.0	22.2	0.0	11.1	0.0
Rock County	383	20.6	4.7	1.3	2.3	15.9	14.1	0.3	2.1	0.5
Rusk County	6	0.0	0.0	16.7	0.0	0.0	16.7	0.0	33.3	0.0
St. Croix County <sup>1</sup>	19	57.9	10.5	0.0	0.0	10.5	15.8	0.0	0.0	5.3
Sauk County	29	10.3	6.9	0.0	10.3	0.0	6.9	0.0	6.9	0.0
Sawyer County	6	0.0	50.0	16.7	0.0	0.0	0.0	0.0	0.0	0.0
Shawano County <sup>1</sup>	34	26.5	5.9	2.9	2.9	2.9	11.8	0.0	0.0	0.0
Sheboygan County	127	13.4	1.6	1.6	3.1	3.1	8.7	2.4	3.9	1.6
Taylor County	18	16.7	0.0	5.6	5.6	16.7	33.3	0.0	5.6	0.0
Trempealeau County	31	12.9	16.1	0.0	0.0	6.5	9.7	0.0	16.1	0.0
Vernon County	19	10.5	21.1	0.0	0.0	0.0	0.0	0.0	5.3	0.0
Vilas County <sup>1</sup>	4	25.0	25.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Walworth County <sup>1</sup>	73	24.7	12.3	1.4	0.0	8.2	27.4	0.0	6.8	2.7

W-2 Agency	Total Unduplicated Participants	Physician's Assessment	Physical Rehabilitation	AODA Assessment	AODA Counseling	Mental Health Assessment	Mental Health Counseling	Occupational Testing	Disability and Learning Assessment	Domestic Violence Assessment
Washburn County	11	9.1%	54.5%	0.0%	0.0%	0.0%	9.1%	0.0%	0.0%	0.0%
Washington County <sup>1</sup>	62	9.7	19.4	1.6	1.6	3.2	8.1	0.0	8.1	4.8
Waukesha County <sup>1</sup>	219	21.5	5.0	0.5	3.7	10.0	13.2	0.5	0.0	5.0
Waupaca County	68	10.3	0.0	0.0	0.0	2.9	16.2	0.0	1.5	1.5
Waushara County <sup>1</sup>	30	40.0	13.3	0.0	0.0	0.0	6.7	0.0	0.0	0.0
Winnebago County	163	23.3	4.9	0.0	2.5	2.5	15.3	3.7	2.5	4.9
Wood County	178	12.9	2.2	1.7	1.7	2.8	14.0	2.2	0.6	2.2

<sup>1</sup> Twenty counties other than Milwaukee County are served by six private agencies under the 2004-2005 contract:

- ACS State and Local Solutions, Inc.—Waukesha County
- Forward Service Corporation—Florence, Kewaunee, and Menominee Counties, operating as the Bay Area Consortium; Forest, Vilas, Oneida, Langlade and Lincoln counties, operating as the Northern Consortium; Waushara County
- Kaiser Group, Inc.—Walworth County
- Shawano County Job Center—Shawano County
- Waukesha-Ozaukee-Washington Workforce Development Board, Inc.—Ozaukee and Washington Counties, operating as a consortium
- Workforce Connections, Inc.—Columbia County; Jackson, Juneau, and Monroe counties, operating as a consortium; and Pierce and St. Croix counties, operating as a consortium



Appendix 9

**Average Monthly Expenditures per Participant  
for Selected Services**  
2002-2003 Contract Period

W-2 Agency	Average Monthly Number of Participants Served	Work Activities	Skills Training	Education Activities	Post- Employment Services	Transportation Services
<b>Counties</b>						
Adams County	9	\$ 261	\$ 0	\$ 0	\$ 0	\$ 3
Ashland County	11	338	11	7	1	10
Ashland County (for Price County)	20	14	0	0	0	0
Barron County	17	302	24	2	4	24
Bayfield County	9	257	19	27	18	8
Brown County	119	154	11	43	14	0
Buffalo County	5	388	0	67	0	11
Burnett County	5	208	8	15	4	0
Calumet County	13	350	114	96	233	0
Chippewa County	18	475	391	93	6	8
Clark County	23	131	0	0	0	0
Crawford County	4	1,595	79	48	15	2
Dane County	578	434	71	20	39	19
Dodge County	59	184	76	92	96	11
Door County	16	380	87	24	24	12
Douglas County	56	377	13	104	8	35
Dunn County	33	485	9	61	39	0
Eau Claire County	65	350	98	6	0	0
Fond du Lac County	77	155	129	127	129	129
Grant Count—SW Consortium	31	784	152	16	18	3
Green Lake County	10	226	42	1	58	1
Iron County	2	1,737	92	104	6	1
Jefferson County	32	37	74	1	5	1
Kenosha County	400	331	6	42	106	19
La Crosse County	47	665	0	0	0	6
Lincoln County	12	663	0	85	0	5
Manitowoc County	5	1,465	3	24	33	2
Marathon County	145	212	223	32	19	10
Marinette County	7	2,213	0	2	128	41
Marquette County	5	869	0	67	16	10
Menominee County	6	592	31	136	151	12

W-2 Agency	Average Monthly Number of Participants Served	Work Activities	Skills Training	Education Activities	Post- Employment Services	Transportation Services
Oconto County	\$ 5	\$ 524	\$ 0	\$ 179	\$ 2	\$ 4
Outagamie County	102	241	8	23	14	60
Ozaukee County	8	1,124	0	0	0	0
Pepin County	2	1,615	446	12	1	1
Pierce County	12	421	0	14	2	5
Polk County	21	104	163	2	110	8
Portage County	28	464	209	22	75	6
Price County	6	1,129	0	1	0	8
Racine County	190	302	38	19	16	7
Rock County	200	252	32	82	45	25
Rusk County	8	165	0	0	41	26
St. Croix County	10	842	12	8	103	0
Sauk County	20	347	216	154	192	0
Sawyer County	5	674	1	65	2	293
Sawyer-Washburn Consortium	10	76	0	0	0	3
Sheboygan County	61	341	51	3	40	0
Taylor County	4	398	56	28	25	20
Trempealeau County	14	521	0	2	0	1
Vernon County	6	285	0	0	0	0
Washburn County	7	238	3	1	6	46
Washington County	28	209	0	19	0	0
Waupaca County	32	216	14	22	6	16
Waushara County	2	5,051	0	0	122	44
Winnebago County	74	325	91	17	8	24
Wood County	107	207	5	8	56	5
<b>Tribes</b>						
Oneida Nation	20	92	18	90	12	104
<b>Private Agencies in Milwaukee County</b>						
Maximus	1,788	245	7	11	6	14
OIC-GM	2,106	241	9	18	11	11
UMOS	3,965	222	20	15	14	19
YW Works	2,806	270	25	50	65	24

W-2 Agency	Average Monthly Number of Participants Served	Work Activities	Skills Training	Education Activities	Post- Employment Services	Transportation Services
<b>Private Agencies in Other Counties<sup>1</sup></b>						
Columbia—Wkfce. Conn.	19	\$ 912	\$ 10	\$ 19	\$ 53	\$ 59
Florence—Fwd. Serv.	3	1,665	12	95	45	3
FLOV—Fwd. Serv.	51	759	2	2	1	4
JJM—Wkfce. Conn.	80	435	26	38	39	63
Kewaunee—Fwd. Serv.	4	1725	0	2	0	3
St. Croix—Wkfce. Conn.	8	1394	33	79	136	32
Shawano—Job Center	25	391	76	126	82	5
Walworth—Kaiser	45	253	13	13	16	0
Waukesha—ACS	111	762	65	7	36	0
Waushara—Fwd. Serv.	14	355	7	10	80	11

<sup>1</sup> Fifteen counties other than Milwaukee were served by these five private agencies under the 2002-2003 W-2 contract:  
ACS State and Local Solutions, Inc.—Waukesha County  
Forward Service Corporation—Florence County; Forest, Langlade, Oneida, and Vilas (FLOV) counties, operating as a consortium;  
Kewaunee County; Waushara County (beginning August 1, 2002)  
Kaiser Group, Inc.—Walworth County  
Shawano County Job Center—Shawano County  
Workforce Connections, Inc.—Columbia County; Juneau, Jackson and Monroe (JJM) counties, operating as a consortium;  
St. Croix County (beginning October 1, 2003)



Appendix 10

**Extension Requests<sup>1</sup>**  
 April 1999 through June 2004

W-2 Agency	Approved	Declined <sup>2</sup>	Denied	Unknown	Total	Percentage Approved
Adams County	5	0	0	0	5	100.0%
Ashland County	1	0	2	0	3	33.3
Barron County	0	1	0	0	1	0.0
Bayfield County	1	0	0	0	1	100.0
Brown County	17	0	10	1	28	60.7
Burnett County	1	0	0	0	1	100.0
Chippewa County	1	1	0	0	2	50.0
Clark County	5	0	0	0	5	100.0
Columbia County	4	0	0	1	5	80.0
Dane County	92	5	38	17	152	60.5
Dodge County	12	0	0	3	15	80.0
Door County	3	1	0	0	4	75.0
Douglas County	20	0	1	2	23	87.0
Dunn County	8	0	1	3	12	66.7
Eau Claire County	9	0	0	0	9	100.0
Florence County	1	0	0	0	1	100.0
Fond du Lac County	14	0	0	2	16	87.5
Forest County	3	0	0	0	3	100.0
Grant County	0	0	1	0	1	0.0
Green Lake County	1	1	0	0	2	50.0
Iowa County	7	0	0	1	8	87.5
Iron County	1	0	0	0	1	100.0
Jefferson County	2	3	2	1	8	25.0
Juneau County	5	0	0	0	5	100.0
Kenosha County	92	19	13	40	164	56.1
Kewaunee County	0	2	0	0	2	0.0
La Crosse County	9	0	1	3	13	69.2
Lincoln County	1	0	1	0	2	50.0
Marathon County	17	1	10	2	30	56.7
Marinette County	1	0	0	0	1	100.0
Marquette County	0	0	0	1	1	0.0
Menominee County	3	0	0	0	3	100.0
Monroe County	1	1	0	0	2	50.0
Oneida County	0	0	1	0	1	0.0

W-2 Agency	Approved	Declined	Denied	Unknown	Total	Percentage Approved
Outagamie County	12	0	0	2	14	85.7%
Pierce County	2	0	0	0	2	100.0
Portage County	4	0	8	1	13	30.8
Price County	2	0	0	0	2	100.0
Racine County	46	4	19	7	76	60.5
Richland County	2	0	0	0	2	100.0
Rock County	42	2	6	4	54	77.8
St. Croix County	3	0	0	0	3	100.0
Sauk County	1	2	0	0	3	33.3
Shawano County	6	1	0	1	8	75.0
Sheboygan County	9	1	1	0	11	81.8
Taylor County	1	0	0	0	1	100.0
Trempealeau County	2	0	0	0	2	100.0
Walworth County	23	1	2	3	29	79.3
Washington County	6	0	1	1	8	75.0
Waukesha County	34	1	0	5	40	85.0
Waupaca County	7	1	3	0	11	63.6
Waushara County	2	0	0	0	2	100.0
Winnebago County	19	2	1	5	27	70.4
Wood County	7	2	3	0	12	58.3
<b>Subtotal</b>	<b>567</b>	<b>52</b>	<b>125</b>	<b>106</b>	<b>850</b>	<b>66.7</b>
<b>Private Agencies in Milwaukee County</b>						
ESI <sup>3</sup>	148	208	667	13	1,036	14.3
Maximus	1,117	274	1,391	484	3,266	34.2
OIC-GM	1,881	91	1,462	292	3,726	50.5
UMOS	1,552	86	1,130	159	2,927	53.0
YW Works <sup>4</sup>	607	355	702	81	1,745	34.8
<b>Subtotal</b>	<b>5,305</b>	<b>1,014</b>	<b>5,352</b>	<b>1,029</b>	<b>12,700</b>	<b>41.8</b>
<b>Total</b>	<b>5,872</b>	<b>1,066</b>	<b>5,477</b>	<b>1,135</b>	<b>13,550</b>	<b>43.3</b>

<sup>1</sup> Includes agencies with at least one extension request from April 1999 through June 2004.

<sup>2</sup> Indicates cases in which participants declined to accept extensions even though W-2 agencies had requested them.

<sup>3</sup> ESI ceased providing W-2 services after December 2001.

<sup>4</sup> YW Works did not provide W-2 services in 2004.

Appendix 11

**Income and Poverty Status in 2003 of Former W-2 Participants**  
 Individuals Who Left the W-2 Program in the Last Three Months of 2002

W-2 Agency	Number Who Left	Number with Data Available <sup>1</sup>	Average Tax Credit	Average Income	Percentage Above Poverty	Percentage Above Poverty with Credits
Adams County <sup>2</sup>	–	–	–	–	–	–
Ashland County <sup>2</sup>	–	–	–	–	–	–
Barron County	13	10	\$1,744	\$11,034	40.0%	40.0%
Bayfield County <sup>2</sup>	–	–	–	–	–	–
Brown County	67	61	2,295	9,468	27.9	41.0
Buffalo County <sup>2</sup>	–	–	–	–	–	–
Burnett County <sup>2</sup>	–	–	–	–	–	–
Calumet County <sup>2</sup>	–	–	–	–	–	–
Chippewa County <sup>2</sup>	–	–	–	–	–	–
Clark County <sup>2</sup>	–	–	–	–	–	–
Columbia County <sup>2,3</sup>	–	–	–	–	–	–
Crawford County <sup>2</sup>	–	–	–	–	–	–
Dane County	182	130	1,715	8,415	23.1	33.1
Dodge County	18	15	1,195	6,338	13.3	13.3
Door County <sup>2</sup>	–	–	–	–	–	–
Douglas County	19	14	1,626	5,823	14.3	21.4
Dunn County	11	9	1,161	9,544	44.4	44.4
Eau Claire County	21	17	2,292	8,266	17.6	29.4
Florence County <sup>2,3</sup>	–	–	–	–	–	–
Fond du Lac County	34	28	1,476	6,903	17.9	17.9
Forest County <sup>2,3</sup>	–	–	–	–	–	–
Grant County <sup>2</sup>	–	–	–	–	–	–
Green County <sup>2</sup>	–	–	–	–	–	–
Green Lake County <sup>2</sup>	–	–	–	–	–	–
Iowa County <sup>2</sup>	–	–	–	–	–	–
Iron County <sup>2</sup>	–	–	–	–	–	–
Jackson County <sup>3</sup>	8	7	1,579	7,797	28.6	28.6
Jefferson County <sup>2</sup>	–	–	–	–	–	–
Juneau County <sup>2,3</sup>	–	–	–	–	–	–
Kenosha County	119	93	1,868	7,674	15.1	25.8
Kewaunee County <sup>2,3</sup>	–	–	–	–	–	–
La Crosse County	27	23	2,504	11,145	34.8	56.5

W-2 Agency	Number Who Left	Number with Data Available <sup>1</sup>	Average Tax Credit	Average Income	Percentage Above Poverty	Percentage Above Poverty with Credits
Lafayette County <sup>2</sup>	–	–	–	–	–	–
Langlade County <sup>2,3</sup>	–	–	–	–	–	–
Lincoln County <sup>2</sup>	–	–	–	–	–	–
Manitowoc County <sup>2</sup>	–	–	–	–	–	–
Marathon County	72	62	\$2,003	\$7,597	12.9%	24.2%
Marinette County <sup>2</sup>	–	–	–	–	–	–
Marquette County <sup>2</sup>	–	–	–	–	–	–
Menominee County <sup>2</sup>	–	–	–	–	–	–
Milwaukee Dept. of Social Services	8	3	0	351	0.0	0.0
Milwaukee—YW Works	646	476	2,087	8,939	18.8	31.5
Milwaukee—UMOS	741	550	2,166	9,987	24.4	34.6
Milwaukee—OIC-GM	619	444	2,239	9,524	21.6	37.4
Milwaukee—Maximus	389	300	2,012	9,258	20.3	33.0
Monroe County <sup>3</sup>	17	14	2,842	18,113	42.9	64.3
Oconto County <sup>2</sup>	–	–	–	–	–	–
Oneida County <sup>2,3</sup>	–	–	–	–	–	–
Outagamie County	40	33	1,998	11,302	27.3	33.3
Ozaukee County <sup>2</sup>	–	–	–	–	–	–
Pepin County <sup>2</sup>	–	–	–	–	–	–
Pierce County <sup>2</sup>	–	–	–	–	–	–
Polk County <sup>2</sup>	–	–	–	–	–	–
Portage County <sup>2</sup>	–	–	–	–	–	–
Price County <sup>2</sup>	–	–	–	–	–	–
Racine County	105	88	2,158	9,833	25.0	39.8
Richland County <sup>2</sup>	–	–	–	–	–	–
Rock County	103	81	2,088	8,311	19.8	37.0
Rusk County <sup>2</sup>	–	–	–	–	–	–
St. Croix County <sup>3</sup>	9	8	2,275	17,024	50.0	62.5
Sauk County <sup>2</sup>	–	–	–	–	–	–
Sawyer County <sup>2</sup>	–	–	–	–	–	–
Shawano County <sup>3</sup>	15	12	1,901	9,759	16.7	16.7
Sheboygan County	28	22	1,782	7,823	18.2	18.2
Taylor County <sup>2</sup>	–	–	–	–	–	–
Trempealeau County	9	9	1,356	11,668	33.3	44.4
Vernon County <sup>2</sup>	–	–	–	–	–	–
Vilas County <sup>2,3</sup>	–	–	–	–	–	–



W-2 Agency	Number Who Left	Number with Data Available <sup>1</sup>	Average Tax Credit	Average Income	Percentage Above Poverty	Percentage Above Poverty with Credits
Walworth County <sup>3</sup>	17	13	\$1,974	\$ 4,593	0.0%	7.7%
Washburn County <sup>2</sup>	–	–	–	–	–	–
Washington County	20	15	1,694	10,507	33.3	40.0
Waukesha County <sup>3</sup>	47	40	1,625	9,960	27.5	35.0
Waupaca County	17	17	2,173	9,491	11.8	17.6
Waushara County <sup>2,3</sup>	–	–	–	–	–	–
Winnebago County	36	29	2,291	7,516	10.3	31.0
Wood County	30	21	1,921	10,828	33.3	47.6
Tribal Agencies <sup>2</sup>	–	–	–	–	–	–
Balance of State <sup>2</sup>	137	112	1,751	9,612	22.3	33.9
Overall	3,624	2,756	2,060	9,291	21.6	33.7

<sup>1</sup> Includes individuals who filed Wisconsin income tax returns and those for whom quarterly wage data were available.

<sup>2</sup> When agencies had fewer than eight participants, data are reported under Balance of State to protect participants' privacy.

<sup>3</sup> Fifteen counties other than Milwaukee were served by these five private agencies under the 2002-2003 W-2 contract:

ACS State and Local Solutions, Inc.—Waukesha County

Forward Service Corporation—Florence County; Forest, Langlade, Oneida, and Vilas (FLOV) counties, operating as a consortium;  
Kewaunee County; Waushara County (beginning August 1, 2002)

Kaiser Group, Inc.—Walworth County

Shawano County Job Center—Shawano County

Workforce Connections, Inc.—Columbia County; Juneau, Jackson and Monroe (JJM) counties, operating as a consortium;  
St. Croix County (beginning October 1, 2003)



## Appendix 12

### **Performance Standards** January 2002 through December 2003

Performance Standard	Base Performance Level	First Bonus Level	Second Bonus Level
Entered Employment	35% or more of all participants served have been placed in a job.	35% or more of all participants served have been placed in a job.	40% or more of all participants served have been placed in a job.
Job Retention Rate— 30-Day	At least 75% of the participants who obtained a job remained employed after 30 days.	At least 80% of the participants who obtained a job remained employed after 30 days.	At least 85% of the participants who obtained a job remained employed after 30 days.
Job Retention Rate— 180-Day	At least 50% of the participants who obtained a job remained employed after 180 days.	At least 55% of the participants who obtained a job remained employed after 180 days.	At least 60% of the participants who obtained a job remained employed after 180 days.
Full and Appropriate Engagement	80% or more of all participants are engaged in appropriate work or education activities for the required number of hours each week.	85% or more of all participants are engaged in appropriate work or education activities for the required number of hours each week.	90% or more of all participants are engaged in appropriate work or education activities for the required number of hours each week.
Basic Education Activities	At least 80% of all FSET participants and adults in subsidized placements who do not have a high school education are assigned to appropriate education activities.	At least 85% of all FSET participants and adults in subsidized placements who do not have a high school education are assigned to appropriate education activities.	At least 90% of all FSET participants and adults in subsidized placements who do not have a high school education are assigned to appropriate education activities.
Education Activities Attainment	35% or more of all participants successfully completed a specified education activity.	40% or more of all participants successfully completed a specified education activity.	45% or more of all participants successfully completed a specified education activity.
W-2 Agency Staff Training	90% of W-2 agency staff receive training in accordance with DWD policies by the end of December of each year of the contract.	95% of W-2 agency staff receive training in accordance with DWD policies by the end of December of each year of the contract.	100% of W-2 agency staff receive training in accordance with DWD policies by the end of December of each year of the contract.

Performance Standard	Base Performance Level	First Bonus Level	Second Bonus Level
Assessment for Appropriate W-2 Placements	80% of participants receive an informal assessment within 30 calendar days of beginning their W-2 placement, to identify any potential barriers to employment or need for further assessment.	85% of participants receive an informal assessment within 30 calendar days of beginning their W-2 placement, to identify any potential barriers to employment or need for further assessment.	90% of participants receive an informal assessment within 30 calendar days of beginning their W-2 placement, to identify any potential barriers to employment or need for further assessment.
Assessment for Appropriate W-2 Transitions	80% of participants in a transitional placement receive a formal assessment from a medical professional within 30 calendar days of beginning their placement, to identify any potential barriers to employment or need for further assessment.	85% of participants in a transitional placement receive a formal assessment from a medical professional within 30 calendar days of beginning their placement, to identify any potential barriers to employment or need for further assessment.	90% of participants in a transitional placement receive a formal assessment from a medical professional within 30 calendar days of beginning their placement, to identify any potential barriers to employment or need for further assessment.
Timely and Complete Processing of Extension Requests	The cumulative percentage of extension requests processed according to DWD timeliness policies must be 85% or greater.	No Bonus Criteria	No Bonus Criteria
Timely and Complete Processing of Extension Requests	The cumulative percentage of W-2 agency decisions regarding extensions that are entered into DWD's database and reported to the participant must be 95% or greater.	No Bonus Criteria	No Bonus Criteria
Customer Satisfaction	Each W-2 agency must score 6.5 or higher on a 10-point scale for each of six customer satisfaction questions answered by participants.	No Bonus Criteria	No Bonus Criteria
Financial Management	Each W-2 agency must submit timely audits and have no significant audit findings from DWD or LAB.	No Bonus Criteria	No Bonus Criteria
Contract Compliance	Each W-2 agency must not be subject to a corrective action plan for substantial non-compliance.	No Bonus Criteria	No Bonus Criteria







	Entered Employment	Job Retention Rate (30-Day)	Job Retention Rate (180-Day)	Full and Appropriate Engagement	Basic Education Activities	Education Activities Attainment	Assessment for Appropriate Placement— W-2 Placements <sup>2</sup>	Assessment for Appropriate Placement— W-2 Transition <sup>3</sup>	Timely and Complete Processing of Extension Requests (Submission of Forms)	Timely and Complete Processing of Extension Requests (Entry into CARES)	Customer Satisfaction Survey Response <sup>4</sup>	W-2 Agency Staff Training <sup>5</sup>	Financial Management <sup>5</sup>	Contract Compliance <sup>5</sup>
W-2 Agency	35%	75%	50%	80%	80%	35%	80%	80%	85%	95%	Met/Not Met	Met/Not Met	Met/Not Met	Met/Not Met
<b>Private Agencies in Milwaukee County<sup>11</sup></b>														
Maximus	48%	87%	62%	95%	97%	61%	95%	82%	96%	86%	Met	Met	Met	Met
OIC-GM	41%	88%	63%	92%	95%	60%	88%	65%	68%	55%	Not Met	Met	Met	Met
UMOS	37%	87%	57%	92%	86%	49%	89%	67%	77%	76%	Not Met	Met	Met	Met
YW Works	40%	86%	55%	97%	96%	49%	95%	91%	89%	88%	Not Met	Not Met	Met	Met
<b>Private Agencies in Other Counties<sup>12</sup></b>														
Columbia—Wkfce. Conn.	51%	85%	63%	99%	81%	60%	99%	88%	100%	100%	Met	Met	Met	Met
Florence—Fwd. Serv.	53%	95%	59%	99%	83%	64%	100%	86%	85%	95%	Met	Met	Met	Met
FLOW—Fwd. Serv.	40%	91%	63%	99%	98%	40%	95%	89%	85%	100%	Met	Met	Met	Met
JJM—Wkfce. Conn.	48%	90%	71%	100%	86%	37%	100%	99%	100%	100%	Met	Met	Met	Met
Kewaunee—Fwd. Serv.	58%	92%	80%	99%	100%	50%	100%	100%	85%	100%	Met	Met	Met	Met
Shawano	52%	93%	62%	97%	100%	55%	99%	88%	100%	100%	Met	Met	Met	Met
Walworth—Kaiser	59%	86%	61%	100%	99%	48%	96%	95%	100%	100%	Met	Met	Met	Met
Waukesha—ACS	49%	88%	70%	98%	99%	43%	96%	89%	91%	100%	Met	Met	Met	Met
Waushara—Fwd Serv.	45%	85%	71%	96%	92%	44%	92%	88%	100%	100%	Met	Met	Met	Met

<sup>1</sup> Shaded areas indicate the W-2 agency did not meet the standard.  
<sup>2</sup> Calculated from June 2002 through December 2003.  
<sup>3</sup> Calculated from February 2002 through December 2003.



- <sup>4</sup> The customer satisfaction standard requires a score of 6.5 or better on each of eight survey questions.
- <sup>5</sup> Calculated from January 2003 through December 2003.
- <sup>6</sup> Ashland County began providing W-2 services in Price County on November 1, 2003.
- <sup>7</sup> The Southwest Consortium consists of Grant, Green, Iowa, Lafayette, and Richland counties.
- <sup>8</sup> Workforce Connections, Inc. began providing W-2 services in St. Croix County on October 1, 2003.
- <sup>9</sup> The Sawyer-Washburn Consortium began providing W-2 services in Sawyer and Washburn counties on July 1, 2003.
- <sup>10</sup> The Oneida Nation stopped providing W-2 services on April 30, 2003.
- <sup>11</sup> These agencies served six regions in Milwaukee County:
- Region 1—YV Works
  - Region 2—United Migrant Opportunity Services, Inc.
  - Region 3—Opportunities Industrialization Center of Greater Milwaukee
  - Region 4—YV Works
  - Region 5—United Migrant Opportunity Services, Inc.
  - Region 6—Maximus, Inc.
- <sup>12</sup> Fifteen counties other than Milwaukee were served by these five private agencies under the 2002-2003 W 2 contract:
- ACS State and Local Solutions, Inc.—Waukesha County
  - Forward Service Corporation—Florence County; Forest, Langlade, Oneida, and Vilas (FLOY) counties, operating as a consortium;
  - Kewaunee County; Waushara County (beginning August 1, 2002)
  - Kaiser Group, Inc.—Walworth County
  - Shawano County Job Center—Shawano County
  - Workforce Connections, Inc.—Columbia County; Juneau, Jackson and Monroe (JJM) counties, operating as a consortium



Appendix 14

**Job Access Loan Status**  
2002-2003 Contract Period

W-2 Agency	Total Loan Amount	2002 Average Loan Amount	2003 Average Loan Amount	Percentage Approved
Adams County	\$ 1,315	\$ 657	\$ 0	100.0%
Ashland County	3,688	772	600	83.3
Barron County	213	0	213	100.0
Bayfield County	0	0	0	0.0
Brown County	16,388	629	725	100.0
Buffalo County	600	600	0	100.0
Burnett County	3,678	617	457	87.5
Calumet County	2,888	963	0	100.0
Chippewa County	800	800	0	100.0
Clark County	1,440	0	288	55.6
Columbia County <sup>1</sup>	2,549	836	438	100.0
Crawford County	0	0	0	0.0
Dane County	26,579	616	583	97.8
Dodge County	7,430	765	1,202	88.9
Door County	2,684	0	447	100.0
Douglas County	10,492	874	0	100.0
Dunn County	15,685	829	1,600	94.7
Eau Claire County	975	0	975	100.0
Florence County <sup>1</sup>	140	140	0	100.0
Fond du Lac County	2,963	150	533	100.0
Forest County <sup>1</sup>	0	0	0	0.0
Grant County	0	0	0	0.0
Green County	0	0	0	0.0
Green Lake County	526	482	44	100.0
Iowa County	0	0	0	0.0
Iron County	0	0	0	0.0
Jackson County <sup>1</sup>	3,405	280	1,283	100.0
Jefferson County	1,028	343	0	100.0
Juneau County <sup>1</sup>	3,501	1,125	1,188	75.0
Kenosha County	77,520	1,209	1,028	95.8
Kewaunee County <sup>1</sup>	110	0	110	100.0
La Crosse County	12,596	759	804	94.1

W-2 Agency	Total Loan Amount	2002 Average Loan Amount	2003 Average Loan Amount	Percentage Approved
Lafayette County	\$ 0	\$ 0	\$ 0	0.0%
Langlade County <sup>1</sup>	600	600	0	100.0
Lincoln County	0	0	0	0.0
Manitowoc County	0	0	0	0.0
Marathon County	0	0	0	0.0
Marinette County	481	0	160	100.0
Marquette County	0	0	0	0.0
Menominee County	175	100	75	100.0
Milwaukee Region 1 (YW Works)	104,615	937	910	69.1
Milwaukee Region 2 (UMOS)	104,893	795	350	75.6
Milwaukee Region 3 (OIC-GM)	136,904	1,172	1,099	94.6
Milwaukee Region 4 (YW Works)	72,805	970	901	52.3
Milwaukee Region 5 (UMOS)	55,030	847	0	27.4
Milwaukee Region 6 (Maximus)	159,830	633	656	38.1
Monroe County <sup>1</sup>	16,652	860	1,150	100.0
Oconto County	0	0	0	0.0
Oneida County <sup>1</sup>	800	0	800	50.0
Outagamie County	3,528	702	474	75.0
Ozaukee County	0	0	0	0.0
Pepin County	0	0	0	0.0
Pierce County	232	0	232	100.0
Polk County	4,411	1,255	646	100.0
Portage County	19,570	690	706	96.6
Price County	1,428	286	0	100.0
Racine County	2,152	334	495	71.4
Richland County	1,592	0	398	100.0
Rock County	7,448	392	448	94.7
Rusk County	2,070	690	0	100.0
St. Croix County <sup>1</sup>	500	500	0	100.0
Sauk County	1,147	574	0	100.0
Sawyer County	17,753	1,006	1,413	100.0
Shawano County <sup>1</sup>	992	0	496	100.0
Sheboygan County	6,891	686	360	100.0
Taylor County	500	500	0	100.0
Trempealeau County	835	311	213	100.0
Vernon County	525	0	525	100.0
Vilas County <sup>1</sup>	0	0	0	0.0

W-2 Agency	Total Loan Amount	2002 Average Loan Amount	2003 Average Loan Amount	Percentage Approved
Walworth County <sup>1</sup>	\$ 6,182	\$ 442	\$ 315	94.1%
Washburn County	1,397	698	0	100.0
Washington County	6,722	337	376	100.0
Waukesha County <sup>1</sup>	14,330	1,010	1,181	92.9
Waupaca County	5,152	986	604	100.0
Waushara County <sup>1</sup>	892	0	446	100.0
Winnebago County	2,975	533	688	100.0
Wood County	15,757	718	315	96.4
Oneida Tribe	0	0	0	0.0

<sup>1</sup> Fifteen counties other than Milwaukee were served by these five private agencies under the 2002-2003 W-2 contract:  
ACS State and Local Solutions, Inc.—Waukesha County  
Forward Service Corporation—Florence County; Forest, Langlade, Oneida, and Vilas (FLOV) counties, operating as a consortium; Kewaunee County; Waushara County (beginning August 1, 2002)  
Kaiser Group, Inc.—Walworth County  
Shawano County Job Center—Shawano County  
Workforce Connections, Inc.—Columbia County; Juneau, Jackson and Monroe (JJM) counties, operating as a consortium; St. Croix County (beginning October 1, 2003)



Appendix 15

**Average Monthly Sanction Rates and Sanctions as  
a Percentage of Cash Benefits<sup>1</sup>**

January 2004 through June 2004

W-2 Agency	Average Number of Participants per Month	Average Number Sanctioned per Month	Percentage of Participants Sanctioned	Average Sanction Amount	Average Sanction Amount as a Percentage of Cash Benefits
Barron County	13.2	0.2	1.5%	\$ 15	2.3%
Brown County	142.8	24.0	16.8	185	29.1
Chippewa County	17.5	0.5	2.9	24	3.8
Clark County	26.3	1.8	6.8	179	27.0
Columbia County <sup>2</sup>	17.3	0.2	1.2	10	1.6
Dane County	435.5	84.8	19.5	208	31.6
Dodge County	40.3	1.5	3.7	22	3.4
Door County	10.3	0.5	4.9	311	46.2
Douglas County	40.8	1.7	4.2	179	28.5
Dunn County	38.8	1.0	2.6	133	23.1
Eau Claire County	51.8	2.0	3.9	199	30.5
Fond du Lac County	91.2	13.3	14.6	263	41.7
Green County	10.2	0.7	6.9	21	3.2
Green Lake County	10.7	0.0	0.0	0	0.0
Jackson County <sup>2</sup>	10.5	1.5	14.3	382	58.4
Jefferson County	28.8	0.7	2.4	17	2.7
Juneau County <sup>2</sup>	12.0	2.7	22.5	162	29.6
Kenosha County	336.5	81.0	24.1	168	25.8
La Crosse County	49.2	1.2	2.4	148	22.8
Lincoln County <sup>2</sup>	13.8	0.2	1.4	5	0.8
Marathon County	74.7	18.0	24.1	142	21.3
Milwaukee Region 1 (OIC-GM)	1,024.8	170.8	16.7	212	32.0
Milwaukee Region 2 (UMOS)	1,168.5	358.5	30.7	186	28.3
Milwaukee Region 3 (OIC-GM)	2,102.0	567.7	27.0	226	35.1
Milwaukee Region 4 (OIC-GM)	1,626.7	299.5	18.4	225	33.8
Milwaukee Region 5 (Maximus)	2,361.5	293.0	12.4	151	23.2
Milwaukee Region 6 (Maximus)	1,449.2	335.5	23.2	185	28.9
Monroe County <sup>2</sup>	31.3	6.3	20.1	265	39.8
Oneida County <sup>2</sup>	16.2	0.3	1.9	5	1.2
Outagamie County	51.2	9.3	18.2	122	18.6
Ozaukee County <sup>2</sup>	13.5	0.8	5.9	328	48.8
Pierce County <sup>2</sup>	10.0	1.2	12.0	225	34.3

W-2 Agency	Average Number of Participants per Month	Average Number Sanctioned per Month	Percentage of Participants Sanctioned	Average Sanction Amount	Average Sanction Amount as a Percentage of Cash Benefits
Portage County	31.3	2.3	7.3%	\$174	26.4%
Racine County	196.3	32.2	16.4	260	39.7
Rock County	170.2	23.3	13.7	144	22.1
Sauk County	10.2	0.2	2.0	417	66.4
Shawano County <sup>2</sup>	18.2	3.2	17.6	161	24.9
Sheboygan County	49.5	4.8	9.7	202	30.9
Trempealeau County	10.7	0.0	0.0	0	0.0
Walworth County <sup>2</sup>	40.8	0.0	0.0	0	0.0
Washington County <sup>2</sup>	25.0	1.2	4.8	130	20.7
Waukesha County <sup>2</sup>	104.7	7.0	6.7	100	15.5
Waupaca County	21.8	2.7	12.4	88	13.5
Waushara County <sup>2</sup>	16.8	0.5	3.0	120	18.7
Winnebago County	71.3	6.0	8.4	39	6.1
Wood County	68.3	7.0	10.2	208	32.9
Statewide	12,327.5	2,383.0	19.3	198	30.3

<sup>1</sup> Includes those agencies with an average of ten or more cash benefit participants per month.

<sup>2</sup> These counties are served by six private agencies under the 2004-2005 W-2 contract:

ACS State and Local Solutions, Inc.—Waukesha County

Forward Service Corporation—Oneida and Lincoln counties, operating as members of the Northern Consortium;

Waushara County

Kaiser Group, Inc.—Walworth County

Shawano County Job Center—Shawano County

Waukesha-Ozaukee-Washington Workforce Development Board, Inc.—Ozaukee and Washington Counties, operating as a consortium

Workforce Connections, Inc.—Columbia County; Jackson, Juneau, and Monroe (JJM) counties, operating as a consortium; and Pierce County, operating as a member of a consortium (with St. Croix County)



Appendix 16

**Number of Appeals as a Percentage of Fact-Finding Decisions<sup>1</sup>**  
2001 through 2003

W-2 Agency	Number of Fact-Finding Decisions	Number of Appeals	Appeals as a Percentage of Fact-Finding Decisions
<b>Private Agencies in Milwaukee County</b>			
YW Works	681	30	4.4%
ESI	350	15	4.3
UMOS	549	22	4.0
OIC-GM	450	15	3.3
Maximus	363	9	2.5
<b>Subtotal</b>	<b>2,393</b>	<b>91</b>	<b>3.8</b>
<b>Balance of State</b>			
Dodge County	7	2	28.6
Dane County	36	10	27.8
Outagamie County	18	4	22.2
Washington County	5	1	20.0
Rock County	37	5	13.5
Winnebago County	32	4	12.5
Waukesha County <sup>2</sup>	17	2	11.8
Brown County	52	6	11.5
Kenosha County	86	5	5.8
Racine County	64	2	3.1
Iowa County	13	0	0.0
Marathon County	11	0	0.0
Fond du Lac County	8	0	0.0
Waupaca County	7	0	0.0
La Crosse County	5	0	0.0
<b>Subtotal</b>	<b>398</b>	<b>41</b>	<b>10.3</b>
Other <sup>3</sup>	67	26	–
<b>Total</b>	<b>2,858</b>	<b>158</b>	<b>5.5</b>

<sup>1</sup> Includes W-2 agencies that issued five or more fact-finding decisions.

<sup>2</sup> ACS State and Local Solutions, Inc. provided W-2 services in Waukesha County.

<sup>3</sup> Data for W-2 agencies with fewer than five fact-finding decisions. Data inconsistencies make it inappropriate to calculate the percentage of decisions that were appealed.





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March 30, 2005

Janice Mueller  
State Auditor  
Legislative Audit Bureau  
22 E. Mifflin Street, Suite 500  
Madison, WI 53703

Dear Ms. Mueller:

Thank you for the opportunity to respond to the Legislative Audit Bureau's 2005 evaluation of the Wisconsin Works (W-2) program. The Department of Workforce Development recognizes the significant work that the Audit Bureau invested in producing this report. We appreciate the recommendations included in the report and we are already working on their implementation. We look forward to reporting to the Joint Legislative Audit Committee by October 1, 2005, on our follow-up actions regarding each of the recommendations. I offer the following comments on some of the broad findings included in the report.

#### **The Goal of W-2 is Workforce Attachment**

The Department fully supports the goal of W-2 to assist low-income families in achieving economic self-sufficiency through employment. We do not believe, however, that W-2 was designed to be the sole vehicle for moving families out of poverty. With ultimate self-sufficiency as the goal, W-2 is a key step in a continuum of workforce development programs and services that help families become self-sufficient. Related to this, the economic supports that W-2 provides, such as access to child care, medical assistance, FoodShare and strong child support collection, are also critical in helping low-income families move from poverty to self-sufficiency.

#### **DWD is Committed to Strong W-2 Program and Financial Management**

The Department has taken many positive steps over the past two years to strengthen the program and financial management of W-2. Our goal is to ensure that W-2 is administered in a manner that best serves our customers while protecting public resources.

Because the report covers the program from its inception in 1997 through June 2004, many of the following improvements the Department has implemented over the past two years were not underscored in the Audit Bureau's report.

- **Improving Agency Assignment of Community Service Job (CSJ) Participants**

In 2004, the Department issued a series of administrative memos providing guidance to W-2 agencies on appropriate assignment of activities for CSJ participants. These memos required W-2 agencies to review all CSJ placements to ensure that all participants were intensively engaged in work experience activities, in appropriate placements and at required levels.

- **Improving Agency Payment Practices to W-2 Participants**

To address agency processing errors related to when participants move from a subsidized placement to an unsubsidized placement, the Department in 2004 began providing remedial training for all W-2 agency case managers on appropriate practices. Improvements have resulted since the training began.

The Department has reviewed the use of custodial care of an infant (CMC) placements intensively and has taken strong steps to eliminate overpayments. Beginning in 2004, we have been generating a monthly report to provide follow-up to each W-2 agency that has any CMC cases open for longer than twelve weeks. The Department's regional monitoring staff review these reports with the W-2 agencies to ensure that proper steps are taken to close these cases or to reassign them to a different W-2 placement category. We are pleased, as reflected in the report, that such steps taken by the Department have resulted in a marked decrease from prior years in the number of CMC cases open beyond the twelve week period in 2004.

- **Implementing the Barrier Screening Tool**

The Department updated its policies on barrier screening and assessment in January 2003 and implemented the Barrier Screening Tool (BST) in May 2003. W-2 agencies are required to offer the BST to W-2 participants within thirty days after initial placement in the program. If the BST indicates the potential presence of an employment barrier, the agency is required to assist the participant in obtaining a formal assessment. In complying with the Americans with Disabilities Act, the Department has made completion of the Barrier Screening Tool and cooperation with formal assessment voluntary on the part of W-2 participants. All W-2 agency staff who administer the tool must go through training on its use. Since implementation of the BST, the Department has begun monitoring agencies through targeted case reviews and distribution of monthly reports that identify potential problems. An evaluation of the barrier screening and assessment process is currently underway.

- **Applying Program Sanctions Consistently**

The Department implemented an extensive study on how W-2 agencies were applying W-2 sanctions from the middle of 2003 to December 2004. The Sanction Study Steering Committee included representatives from W-2 agencies, community groups, Department staff and a national researcher with expertise in this area. The Steering Committee's final report was published in March 2005 and contains 19 priority recommendations for steps the Department can take to ensure more equitable treatment of all participants in the application of W-2 sanctions by agencies. The Department supports these recommendations and is prioritizing work to implement them.

- **Improved Monitoring**

Since the inception of W-2, each two-year contract cycle has seen the Department strengthen its monitoring techniques to assure the highest quality service for all customers. Some of the Department's improvements in program monitoring over the past two years include:

- Monthly reviews of performance standards to ensure positive performance outcomes and identify and correct any performance problems;

- Case reviews to monitor appropriate placements, quality case management, and the completion of employment plans for participants by Financial and Employment Planners (FEPs);
- Reviews of a sample of twenty-four and sixty month extension requests to determine if requests were approved or denied appropriately;
- Reviews of all non-extension requests on a monthly basis to determine if the agency's decision not to grant a participant extension request was appropriate;
- Reviews of all subcontracts that agencies enter into for provision of W-2 services; and,
- Monthly fact-finding reviews of all agencies.

The Department has implemented many financial monitoring changes including:

- In 2002, the Division of Workforce Solutions (DWS) began contracting with independent accounting firms to conduct on-site financial reviews of all Milwaukee agencies and many of the larger W-2 providers in the balance of the state;
- DWS regional monitoring staff review all W-2 agency expenditure reports on a monthly basis and meet with the management of W-2 agencies to reconcile all questionable billing or cost allocation practices;
- DWS central staff review all single agency audits that all agencies are required to submit; if discrepancies or questionable practices are found, DWS audit staff work with the regional monitoring staff to reconcile these areas with the W-2 agencies; and,
- The Department, when necessary, has required a W-2 agency to hire a different firm to conduct its annual single agency audit to ensure an independent review of the agency's financial status.

### **Future Considerations**

As we prepare for the future, the Department is committed to ensuring that the W-2 program advances participant connections to employment and career ladders. This focus on workforce attachment will build upon the more than 11,200 job placements that we have seen since the start of the current contract in January 2004 through February 2005.

The Department will focus future contracts and program services on strengthened participant connections to work and career ladders, providing employment stabilization services and, for those individuals with multiple and severe barriers, assistance in obtaining Supplemental Security Income (SSI)/Social Security Disability Income (SSDI).

The Department also believes that implementing the Trial Jobs Plus initiative, increasing the minimum wage and increasing service integration will support the success of W-2 participants. W-2 must be viewed as one program within Wisconsin's broader public workforce system. As such, W-2 is often the program that supports individuals in making their initial connection to employment. Once unsubsidized employment is obtained, connections to other workforce programs, such as those provided under the Workforce Investment Act and through the

technical colleges, will allow individuals to continue to move up a career ladder, closer to the goal of achieving economic self-sufficiency.

To better connect individuals to work and career ladders, the Department has already begun to work with W-2 agencies to: improve connections to employers; strengthen case management; enhance services to participants who have not yet obtained employment through increased services to a "job ready" category; provide more intensive activities and services for individuals in CSJs; and, promote advancement opportunities through improved career development activities.

Once a participant obtains employment, it is critical that agencies provide services to stabilize the individual's ability to retain that employment. The Department is committed to ensuring that agencies strengthen participant connections to job centers, Workforce Investment Act services and the technical colleges.

For some individuals, assistance and advocacy in obtaining SSI/SSDI are the most appropriate services for the W-2 agency to provide.

As the Department continues to strengthen outcomes for families, we believe it is essential that we increase service integration. DWD is working with the Departments of Health and Family Services, Corrections, and Public Instruction to improve services for those families who are involved with multiple programs administered by different state and local agencies. Improved coordination across programs through service integration will improve outcomes, especially for Wisconsin's most vulnerable families.

The W-2 program presents a variety of challenges, but we believe we are on the right path to improving outcomes for participants, increasing W-2 agency accountability, connecting W-2 individuals to the broader public workforce system and improving service integration across programs.

Thank you again for the opportunity to comment on the Audit Bureau's report and for the professionalism of your staff throughout the audit process.

Sincerely,

A handwritten signature in black ink that reads "Roberta Gassman". The signature is written in a cursive, flowing style.

Roberta Gassman  
Secretary