

# JOE DAVIS, SR.

Alderman, 2nd District

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# An opportunity lost, and now we're paying the cost

Statement from Alderman Joe Davis, Sr.  
April 17, 2015

Last year, I put forward a proposal to spend \$300,000 to fund the One Summer Plus (OSP) program here in Milwaukee using city Community Development Block Grant funds. The program, a summer youth employment initiative that includes behavioral therapy programming, saw striking results in Chicago, where violent behavior by participants (mainly inner city youth) dropped significantly.

But my proposal was aggressively attacked by the Barrett Administration, and (in my opinion) one reporter went so far as to manufacture false information to discredit my effort.

But now we are seeing a deadly outbreak of violence, and the Mayor wants to spend \$2 million in police overtime to combat it, and we're seeing MPD literally chasing and rounding up some of the very young people who would have benefited from the OSP program.

I wish the administration and some of my colleagues would have had a little responsible foresight last year to invest \$300,000 in CDBG funds to help our youth.

But it now appears that they let politics get in the way of doing what is right, and sadly, we're seeing that failure being played out now on the streets of Milwaukee.

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- SIMPLE AMENDMENT  
 SUBSTITUTE AMENDMENT  
 PROCEDURAL MOTION
- 

**AMENDMENT BY ALD. DAVIS**

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TO FILE NO. 140285

VERSION: ORIGINAL

TITLE: Resolution relative to the establishment of the Year 2015 Funding Allocation Plan.

ITEM NUMBER: 1

COMMITTEE: COMMUNITY & ECONOMIC  
DEVELOPMENT COMMITTEE

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**TEXT OF AMENDMENT**

I move to amend Common Council File Number 140285, a resolution relative to the establishment of the Year 2015 Funding Allocation Plan by amending the 2015 Proposed Funding Allocation Plan (FAP) recommendations attached to this file by:

1. Decreasing the recommended funding for the 2015 Proposed CDBG Entitlement Allocation "Proposed CITY CDBG Allocation" by \$345,000, from \$6,367,650 to \$6,022,650. (page 12)
  2. Increasing the recommended funding for the 2015 Proposed CDBG Entitlement Allocation categories under Public Service-Community Organizing by \$345,000, by increasing the following:
    - Neighborhood Strategic Planning by \$45,000, from \$810,000 to \$855,000. (page 9)
    - Community Partners Initiative by \$300,000, from \$250,000 to \$550,000. (page 9)
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**ANALYSIS OF AMENDMENT**

This amendment decreases the 2015 Proposed CITY CDBG Allocation by \$345,000, from \$6,367,650 to \$6,022,650. This amendment increases by \$345,000, the Proposed CDBG Entitlement Allocation category Public Service-Community Organizing by increasing the following activities: Neighborhood Strategic Planning by \$45,000, and Community Partners Initiative by \$300,000.

The total 2015 Proposed Allocation remains the same.

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LRB140285-motion-Davis  
Drafter: Amy E. Heffer  
Date: 7/21/2014

## Short Term Results of the One Summer Plus 2012 Evaluation<sup>1</sup>

### Executive Summary

In 2012, Chicago's Department of Family and Support Services designed and implemented a youth summer employment program called *One Summer Plus (OSP)*. *OSP* combined a part-time summer job with proven cognitive behavioral therapy-based programming in order to reduce violence involvement and generate lasting improvements in youth outcomes. Importantly, *OSP* was structured like a clinical trial in medicine to generate rigorous evidence on the program's effects – a vital contribution given that there is almost no convincing research on the effects of summer jobs, especially on crime. The program was open to youth in 13 Chicago Public Schools located in high-violence neighborhoods. This brief reports on the early findings from the evaluation study, using administrative data on schooling and crime during a 7-month follow-up period. While participants attended less summer school (4 percentage points lower enrollment) and saw no change in other schooling outcomes, they also showed an enormous proportional drop in violent-crime arrests after 7 post-program months (3.7 fewer arrests per 100 participants, a 51 percent decline). Although it is too early for a full benefit-cost analysis, if these results persist, the program's benefits may eventually outweigh its costs given the extremely high social costs of violent crime. Future work will continue to track study youth, but even these preliminary findings provide convincing evidence that *OSP* was highly successful in reducing violence among adolescents.

### Background

In 2010, over 600,000 American youth ages 14 to 21 were victims of violence-related injuries. Homicide killed more young African-American males than the 9 other leading causes of death *combined* (CDC 2012). Stemming this tide of youth violence has become a pressing policy priority in Chicago; national attention is focused on the city's search for successful strategies.<sup>2</sup>

An oft-repeated saying in Chicago suggests one approach: "nothing stops a bullet like a job." Jobs could reduce violence and improve other outcomes among disadvantaged adolescents for a number of reasons. Work provides money, connections to employers, job-related training, and information on the value of schooling – and it keeps youth busy when they might otherwise be idle. If so, it is a particularly important time to help youth find jobs: Youth employment over the summer, when teenagers are most likely to work, is at a 60-year low, and the 2010 employment rate for low-income black teens is less than one-fourth the rate for higher-income white teens in Illinois (9 vs. 39 percent) (Center for Labor Market Studies 2012; Fernandes-Alcantara 2011).

On the other hand, there is no guarantee that providing a job is a cost-effective use of violence-prevention funds: Jobs also generate money that could be spent on drugs and alcohol, necessitate additional travel and exposure to new groups of peers, and tend to be limited to weekdays rather

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<sup>1</sup> For more information on this research, contact Sara Heller ([sbheller@uchicago.edu](mailto:sbheller@uchicago.edu)). For questions about the Crime Lab, contact Roseanna Ander ([rande@uchicago.edu](mailto:rande@uchicago.edu)). Research funded by the U.S. Department of Labor and the Office of Juvenile Justice and Delinquency Prevention. The content is the responsibility of the author and does not represent the official position or policies of the Chicago Police Department or Chicago Public Schools. Many thanks to Kylie Klein, Tim Lavery, Stacy Norris, and Bob Tracy for their assistance with CPS and CPD data.

<sup>2</sup> See, for example, national media reports from PBS, NPR, and the Washington Post on youth violence in Chicago.

than the evening and weekend hours when crime is most prevalent. Prior research on job training programs also suggests other challenges, such as effects that fade out quickly after the program, the substitution of work for school, and high program costs that fail to outweigh benefits even when crime decreases (Jacobs 2012; Schochet, Burghardt & McConnell 2008).

In 2012, Chicago's Department of Family and Support Services (DFSS) designed an employment program called *One Summer Plus (OSP)* to address these challenges, focusing on summer to reduce the work/school tradeoff and target a peak time for crime, and adding an evidence-based program element (cognitive behavioral therapy-based programming) designed to improve youths' decision-making so program effects would endure. More than that, in partnership with the University of Chicago Crime Lab, DFSS constructed the program so it would produce some of the first rigorous evidence about the effects of summer jobs – which have received billions of dollars in funding over the past half-century but have been subject to almost no rigorous evaluation, especially in terms of crime impacts. This brief presents the early results of *OSP* after seven post-program months.

### ***One Summer Plus 2012***

Because *OSP* was designed mainly as a violence-reduction intervention, DFSS targeted 13 Chicago Public High Schools in high-violence neighborhoods. A total of 1,634 youth in 8<sup>th</sup> – 12<sup>th</sup> grade during the pre-program year applied. To fairly allocate the limited number of program slots, applicants were entered into a fair lottery. Youth were assigned by lottery into three groups: jobs only (n = 364), jobs plus social-emotional learning (SEL) (n = 366), or a control group (n = 904) who received no additional services but were free to pursue outside opportunities. All youth were offered 5 hours per day, 5 days per week of programming (jobs-only youth worked for all 5 daily hours; jobs + SEL youth worked for 3 and participated in SEL for 2). Youth earned Illinois minimum wage (\$8.25/hour) and received one meal per day, plus bus passes when appropriate.

Three non-profit community organizations (Sinai Community Institute, St. Sabina Employment Resource Center, and Phalanx Family Services) placed youth in part-time jobs for seven weeks (an optional 8<sup>th</sup> week was added during the program). Jobs were in the non-profit and government sectors, including positions as summer camp counselors, workers in a community garden, YMCA office and activity staff, office assistants for an alderman, etc. Youth were also assigned job mentors – adults who helped youth learn to be successful employees and to navigate barriers to employment (transportation, family responsibilities, conflicts with supervisors, etc.).

Because prior research suggests that the effects of subsidized jobs sometimes fade out quickly after the program, DFSS also offered some youth a social-emotional learning (SEL) opportunity (provided by Youth Guidance and SGA Youth and Family Services) designed to ensure that program effects persist. The motivating idea is that quick, automatic decision-making often drives youth behavior. Relying on initial, unthinking reactions may lead youth to behave poorly in the workplace or decide not to persist in pro-social programming. If so, then providing CBT-based programming – which teaches youth to reflect on their decision-making process and to think before acting – may improve youth engagement and generate lasting changes in the ways youth interact with their environment. Prior research has shown this strategy can reduce violent crime and create lasting improvements in school engagement (Heller, et al. 2013).

**Table 1: Pre-Program Characteristics of Study Youth**

	Control Mean (N = 904)	Treatment Mean (N = 730)
<b>Demographics</b>		
Age	16.79	16.78
African-American	96%	94%
Grade	10.15	10.12
Male <sup>3</sup>	34%	44%
<b>School and Crime</b>		
% Days Absent (AY 2011-12)	18%	18%
GPA (Cumulative as of Fall 2011)	2.30	2.25
Ever Arrested	19%	22%
<b>Neighborhood Characteristics</b>		
Unemployment Rate	19%	19%
Below Poverty Line	33%	35%
Violent Crime Rate (per 100,000)	2,128	2,136

Notes: Data from program applications, Chicago Public Schools records, Chicago Police Department arrest records, and the 2010 American Community Survey. None of the pre-program differences are significant.

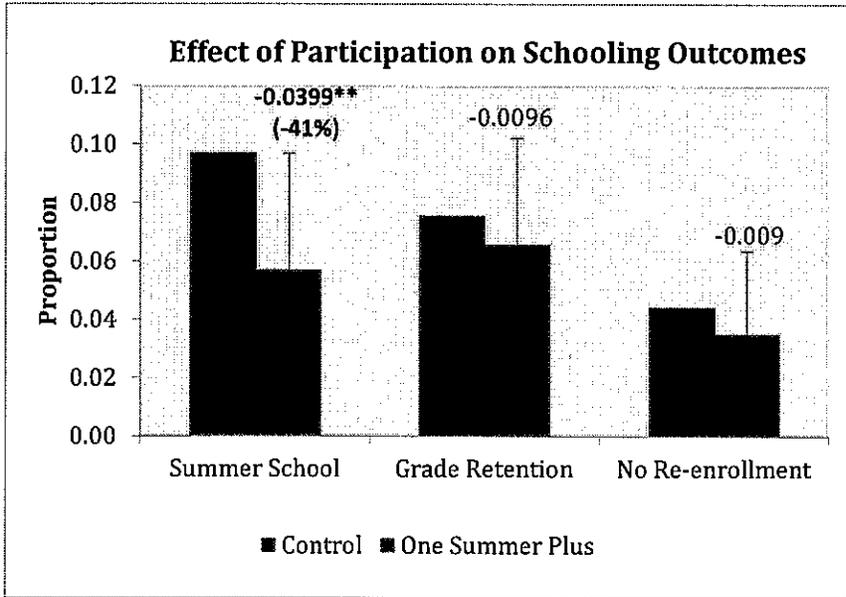
As Table 1 shows, the program successfully targeted youth in high-violence, low-income neighborhoods who faced significant challenges. Study youth missed an average of 18 percent of school (about 6 weeks) the year before the program, and about 20 percent had been arrested before the program started. They also lived in neighborhoods where over 30 percent of households are below the poverty line and 19 percent of adults are unemployed.

### Short-Term Study Findings

Because the program was set up like a clinical trial in medicine, any post-program differences between the treatment and control groups can be definitively attributed to the effect of the program. We measure these effects using data from the Chicago Public Schools and the Chicago Police Department, both available through mid-March 2013, about 7 months after the end of the program.

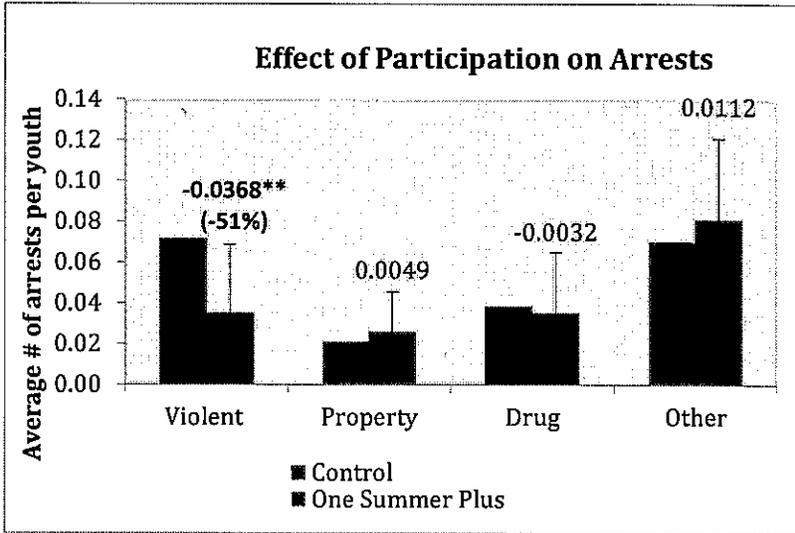
Overall, 75 percent of youth offered the program participated, and 90 percent of participants completed the full 7 weeks of the program. **Our initial findings show that participation decreases summer school enrollment, has little effect on other schooling outcomes, and decreases violent-crime arrests by 51 percent.** Because we do not find any significant differences across the two treatment groups (jobs only versus jobs + SEL), we present results for all participants relative to their control counterparts.

<sup>3</sup> The lottery was structured to over-select male applicants, because males are disproportionately involved in violence. The treatment-control difference in gender representation is therefore part of the experimental design (gender was a “blocking” variable) and controlled for in all analyses.



As shown on the left, while 10 percent of the control group enrolled in summer school, only about 6 percent of participants did so. It is perhaps not surprising that **when offered paid work, youth attend less summer school**, although it is not yet clear whether this decrease will have any long-term effects on schooling outcomes. We find no significant differences in grade retention or failure to re-enroll the following school year (nor in fall GPA or attendance, not shown).

On the other hand, we find an *enormous* proportional decrease in violent-crime arrests. Participants experience 3.7 fewer arrests per 100 youth than their control group counterparts, a decrease of 51 percent. We find no differences in other types of crime.



Because these results are from a relatively short follow-up period, it is too early to complete a full benefit-cost analysis. However, violent crime is clearly hugely socially costly. If the decrease in violent-crime arrests persists, it is possible that program benefits may eventually outweigh program costs (about \$3,000 per participant) – especially if the decline in summer school enrollment continues to have few measurable impacts on future schooling outcomes.

These results draw an early but optimistic picture about the ability of jobs and SEL to reduce violence, at least after the short follow-up period. If the crime decrease persists, this seven-month snapshot may capture only part of the violence drop. Other key outcomes will take more time to develop and measure – especially future employment, most likely to occur in later summers or after high school. The Crime Lab will continue to track study youths’ longer-term schooling and crime outcomes, and pending data availability, their future labor market participation as well.

### Works Cited

Center for Disease Control and Prevention, "Web-based Injury Statistics Query and Reporting System (WISQARS)," (2012).

Center for Labor Market Studies, "The Depression in the Teen Labor Market in Illinois in Recent Years," (2012).

Fernandes-Alcantara, Adrienne L., "Vulnerable Youth: Federal Funding for Summer Job Training and Employment," (Congressional Research Service, 2011).

Heller, Sara, Harold A Pollack, Roseanna Ander, and Jens Ludwig, "Preventing Youth Violence and Dropout: A Randomized Field Experiment," (National Bureau of Economic Research, 2013).

Jacobs, Erin, "Returning to Work after Prison. Final Results from the Transitional Jobs Reentry Demonstration," in *MDRC Final Report*, (2012).

Schochet, PZ, J Burghardt, and S McConnell, "Does Job Corps work? Impact findings from the National Job Corps Study," *American Economic Review*, 98 (2008), 1864-1886.

## Davis Sr., Joe

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**From:** Robert Cherry <RobertC@communityadvocates.net>  
**Sent:** Thursday, July 17, 2014 1:01 PM  
**To:** Davis Sr., Joe  
**Subject:** FW: One Summer Plus  
**Attachments:** One Summer Plus.docx; Plus results brief FINAL 20130802.pdf

Hi Alderman Davis, below is the e-mail in which the State Office of Youth Services housed in DCF will allow us to carryover and allocate unspent Brighter Futures 2014 dollars to the One Summer Plus Program. This permission will allow us to allocate \$234,000 towards the One Summer Plus program next year. Also, attached is a Milwaukee replication of the One Summer Plus program description with a preliminary project timeline and the Chicago One Summer Plus evaluation report. Let me know if you need any additional or supporting documents. I will also request DCF draft a more formalized commitment.

Bests,  
Rob

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**From:** Shelton-Morris, Yolanda D - DCF [<mailto:YolandaD.SheltonMorris@wisconsin.gov>]  
**Sent:** Tuesday, July 15, 2014 9:16 AM  
**To:** Robert Cherry  
**Subject:** RE: One Summer Plus

Hi Robert –

I heard back from the budget staff regarding the timeframe for using the unspent funds from Project Q. Community Advocates will have until the end of December 2015 to use the funds.

I spoke with Wendy about possibly going to visit the site in Chicago, and she is fine with that so if you have some preliminary dates you'd like to visit please let me know.

Thanks-

Yolanda Shelton-Morris  
Prevention and Intervention Youth Services Coordinator  
Dept. of Children and Families – Office of Youth Services  
[Yolandad.sheltonmorris@wi.gov](mailto:Yolandad.sheltonmorris@wi.gov)  
(608)267-7756

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**From:** Robert Cherry [<mailto:RobertC@communityadvocates.net>]  
**Sent:** Thursday, July 03, 2014 9:50 AM  
**To:** Shelton-Morris, Yolanda D - DCF  
**Subject:** Re: One Summer Plus

Thanks Yolanda I'll try to get this to you by the end of next week.

Bests

Rob

Sent from my iPhone

On Jul 1, 2014, at 4:58 PM, "Shelton-Morris, Yolanda D - DCF" <[YolandaD.SheltonMorris@wisconsin.gov](mailto:YolandaD.SheltonMorris@wisconsin.gov)> wrote:

Hi Robert –

Thank you sending the program information. The program sounds very interesting and appears to be making a great impact in the City of Chicago.

Given that the remaining funds are targeted for CY 14, I am checking with budget staff to determine when the remaining funds need to be reallocated/spent by. Ultimately their response will determine how we can proceed with reallocating/spending the remaining funds.

However, Wendy has requested that you send me the following:

- Detailed proposal of how/when this program would be implemented in Milwaukee, including start-up costs, timelines, need for additional DCF/BFI funding, etc.

I hope to hear back from the budget staff soon, so in the meantime please start to draft a proposal for our review.

Any questions please let me know

Thanks-

Yolanda Shelton-Morris  
Prevention and Intervention Youth Services Coordinator  
Dept. of Children and Families – Office of Youth Services  
[Yolandad.sheltonmorris@wi.gov](mailto:Yolandad.sheltonmorris@wi.gov)  
(608)267-7756

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**From:** Robert Cherry [<mailto:RobertC@communityadvocates.net>]

**Sent:** Monday, June 30, 2014 6:22 PM

**To:** Shelton-Morris, Yolanda D - DCF

**Subject:** One Summer Plus

Hi Yolanda,

The links below are the One Summer Plus website and two additional documents about the programs effectiveness. Please let me know what you think.

Bests,  
Rob

[http://www.cityofchicago.org/city/en/depts/mayor/press\\_room/press\\_releases/2013/august\\_2013/study\\_chicago\\_s\\_onesummerplusyouthemploymentprogramcutsviolentcr.html](http://www.cityofchicago.org/city/en/depts/mayor/press_room/press_releases/2013/august_2013/study_chicago_s_onesummerplusyouthemploymentprogramcutsviolentcr.html)

<http://www.onesummerchicago.org>

<http://crimelab.uchicago.edu/sites/crimelab.uchicago.edu/files/uploads/Plus%20results%20brief%20FINAL%2020130802.pdf>

Robert Cherry  
Director  
Community Advocates Public Policy Institute  
Ph. 414-270-2953 Cell: 414-581-7968  
728 N James Lovell Street  
Milwaukee, WI 53223

**Community Advocates – Public Policy Institute**  
**Proposal to the Wisconsin Department of Children and Families**  
**For the Milwaukee One Summer Plus Pilot Program**  
**July 2014**

**Introduction**

The Community Advocates Public Policy Institute (CA-PPI) seeks to replicate a teen summer employment and enrichment program proven to dramatically reduce youth violence and criminal involvement, implementing One Summer Plus with Milwaukee County teenagers who have had past contact with the criminal justice system and those at high risk for criminal involvement. In Chicago, high-quality research including a control group showed that One Summer Plus **reduced violent crime arrests among participants by 51%** - an enormous drop. The Community Advocates Public Policy Institute is committed to engaging skilled partners, learning from Chicago's experience, and implementing an effective program to help Milwaukee-area teens, prevent crime and delinquency, and increase community safety.

**Violent Crime's Impact on Youth in Milwaukee: How to Respond?**

Milwaukee is experiencing its most violent summer in years.<sup>1</sup> As of June 16, 2014, thus far this year, 30 children have been shot in Milwaukee, 185 nonfatal shootings have taken place, and 30 homicides have been committed<sup>2</sup>. The community is extremely concerned about the number of child shooting victims, most recently a 15-year-old girl on July 15th. The most shocking of these cases is that of Sierra Guyton, a ten-year-old who was playing with her sister in the Clarke Street Elementary School playground on a sunny day when she was caught in the crossfire of a gunfight. She was taken off life support and died July 13<sup>th</sup>.

Sierra's fate, and the depressing life story of Sylvester Lewis, Sierra's 18-year-old shooter, who had a long history of criminal involvement, should be a wake-up call to us all. Before his arrest in Sierra's shooting, Lewis had been arrested 15 times for offenses including battery, trespassing, auto theft, robbery and burglary. A May newspaper article<sup>3</sup> looked into the children's court and criminal court records, which reporters characterized as portraying a boy who was "angry, violent and often out of control." In 2009, a 13-year-old Lewis threatened to kill his middle school teacher and her family. In 2010, Lewis and another teen left the group home where they were staying and threatened the teen's father. In 2013, during a sentencing hearing for a felony burglary conviction, Lewis' attorney downplayed Lewis' juvenile record, explaining that Lewis has been abandoned by his mother and lived with his father, who was disabled by cancer. In addition, the lawyer said Lewis had three mental illnesses, but wished to attend technical college and study welding. "He's got a future," the lawyer said. Lewis was given the opportunity to avoid jail time if he successfully completed three years of probation. Sierra Guyton was taken off life support 18 months later.

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<sup>1</sup> According to a March 2014 Milwaukee Police Department report, the year 2013 had 1,385 more incidents of violent crime than two years previous. While total crime has decreased, both 2012 and 2013 saw increases in violent crime.

<sup>2</sup> "Gwen Moore Seeks Assistance to Reduce Milwaukee Gun Violence, Sends Letter to U.S. Attorney General Eric Holder." Press release, July 11, 2014.

<sup>3</sup> Vielmetti, Bruce, Ashley Luthern and Crocker Stephenson. "Charges Filed in playground shooting; second suspect arrested." Milwaukee Journal Sentinel, May 28, 2014.

For some, Lewis' rap sheet is a story of a judge who should have incarcerated the dangerous teenager in 2013 when she had the chance. But for those trying to help youth while preventing crime in Milwaukee, it is also a story of trauma and missed opportunities for intervention. Often, those who perpetrate violence have themselves survived a long list of what experts refer to as Adverse Childhood Experiences (ACEs). Research is revealing that ACEs and childhood trauma can impact everything from one's physical health to reactions to conflict and abilities to maintain healthy relationships. Milwaukee has a need for more programs that address the extent of trauma experienced by inner city youth, some of whom are growing up in extremely violent and impoverished settings. We need to impact teenagers long before they reach the point Sylvester Lewis did on that playground, with 15 arrests and a gun in his hand.

Given Milwaukee's demographics, we expect most of the potential One Summer Plus participants at risk for criminal involvement will be African American males. According to the Milwaukee Homicide Review Commission<sup>4</sup>, in 2013 there were 105 homicides in the City of Milwaukee (a 15% increase from 2012). 79% of the victims were African American, and 83% were male. Of the suspects, 84% were African American, 9% Latino, 5% white, and 2% other. From 2010 through 2013, there has been a 33% increase in nonfatal shootings. Overall, 88% of victims and 93% of suspects were arrested for the first time by the age of 21. In Milwaukee Public Schools, 15.5% of non-white male high school students completing the 2013 Youth Risk Behavior Survey reported having carried a weapon (gun, knife or club) in the past 30 days. 12.8% reported having been in four or more physical fights in the past 12 months.

How can we create a city that allows children to play safely while also empowering teens to thrive? **The Community Advocates Public Policy Institute believes Milwaukee can and should do more, and that addressing employment and trauma at the same time will be key.** We were excited to learn of the proven success One Summer Plus has had in preventing criminal involvement in Chicago, and we believe Milwaukee has a great need for such a program.

As One Summer Plus' evaluators describe, "Work provides money, connections to employers, job-related training, and information on the value of schooling – and it keeps youth busy when they would otherwise be idle." Youth employment rates today are 17 percentage points below what they were in 1989<sup>5</sup>, when nearly 80 percent of youth were working. The annual average employment rate for teens in 2010 was the lowest ever recorded since the end of World War II (McLaughlin and Sum, 2011). The nation's teen summer employment rate plummeted from 45% in 2000 to 26% in 2010, a 40% drop (Ibid.).

In a Center for Labor Market Studies report, McLaughlin and Sum<sup>6</sup> claim, "The substantial drop in teen employment prospects has had a devastating effect on the youngest teens (16-17), males, Blacks, low-income youth, and inner city, minority males. **Those youth who need work experience the most get it the least . . . .** Public policymakers at the national level have failed youth miserably in their lack of any sustained effort to boost teen employment over the past decade."

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<sup>4</sup> Milwaukee Homicide Review Commission: 2013 Data Report: Homicide and Non-Fatal Shootings.

<sup>5</sup> "Employment and Unemployment Among Youth – Summer 2013." Bureau of Labor Statistics News Release, Aug. 20, 2013.

<sup>6</sup> McLaughlin, Joseph and Andrew Sum. "The Steep Decline in Teen Summer Employment in the U.S., 2000-2010 and the Bleak Outlook for the 2011 Summer Teen Job Market." Center for Labor Market Studies, Northeastern University, April 2011.

A local analysis of African American unemployment rates in Milwaukee found that unemployment rates were highest (39.5%) for male teens in the labor force (including teens seeking work).<sup>7</sup> Of the unemployed teens<sup>8</sup>, few had held recent employment – only 16% reported having worked within the last 12 months.

Issues related to driver's licenses<sup>9</sup> are a surprising barrier to employment among minority youth in Milwaukee. While 45% of white males age 16-17 in Milwaukee County had probationary licenses, only 9% of African American males did. In a January 2012 analysis<sup>10</sup>, only 17% of African American and Hispanic male teens (ages 16-17) in the city of Milwaukee had a driver's license, contrasting to 64% of white male teens ages 16-17 living in the suburbs in the county who had a license.

Employment with added support and connections to resources such as help getting a driver's license is needed to stem the tide of youth violence currently being experienced in Milwaukee. We have no time to waste in reinventing the wheel, so we are focusing on a tested program model, One Summer Plus.

We plan to target the young people most likely to become involved with crime – those who have had past contact with the criminal justice system or high risk factors for future involvement. The value of simply keeping this population *busy* through the summer – the time when crime is most likely to occur – is not to be under-estimated. However, the impact One Summer Plus seeks to make is truly life-changing, building lasting improvements in outcomes for the youth in social-emotional learning and connection with employment and mentoring.

### **Replicating Chicago's Success**

One Summer Plus was initially implemented by Chicago's Department of Family and Support Services in 2012. One Summer Plus combines a part-time summer job with proven cognitive behavioral therapy-based programming in order to reduce violence involvement and generate long-term improvements in youth outcomes. It is unusual and highly valuable that the program was implemented with a comparative "control" group which did not receive the intervention, generating a rigorous body of evidence analyzed by University of Chicago researchers<sup>11</sup> (please see attached evaluation report).

**Participants in Chicago's One Summer Plus implementation showed an enormous proportional drop in violent-crime arrests after seven post-program months – a 51% decline compared to the control group.** This decline translates to 3.7 fewer arrests per 100 participants. The researchers suggest it is too early for a full cost-benefit analysis but they predict that, if the results persist, **the program's benefits**

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<sup>7</sup> UW-Milwaukee Employment and Training Institute. "Drilldown on African American Male Unemployment and Workforce Needs." Prepared for the Milwaukee Area Workforce Investment Board. Dec. 2009.

<sup>8</sup> Unemployment rates count those seeking work as part of the labor force; they do not count teens who are students and are *not* seeking work.

<sup>9</sup> Drivers License Status Report for Milwaukee County, by the UW-Milwaukee Employment & Training Institute, June 3, 2012, by Lois Quinn and John Pawasarat.

<sup>10</sup> Milwaukee Drilldown, August 2012 for the Milwaukee Area Workforce Investment Board, by the UW-Milwaukee Employment & Training Institute.

<sup>11</sup> The University of Chicago research was funded by the U.S. Dept. of Labor and the Office of Juvenile Justice and Delinquency Prevention. The control group allows any post-program differences between the treatment and control groups to be definitively attributed to the effect of the program.

may eventually outweigh its costs, given the extremely high social costs of violent crime and incarceration.

One Summer Plus was specifically designed to counter what some other studies had found – that the positive impact of subsidized employment programs sometimes fades out quickly after the program ends. In order to help program effects to endure, the program added an evidence-based element using cognitive behavioral therapy-based programming designed to improve youths’ decision-making. This is referred to as *social-emotional learning*, with mentors facilitating group learning and providing additional mentoring support. As the evaluation report explains, “The motivating idea is that quick, automatic decision-making often drives youth behavior. Relying on initial, unthinking reactions may lead youth to behave poorly in the workplace or decide not to persist in pro-social programming.” Prior research has shown that social-emotional learning strategies can reduce violent crime and create lasting improvements in school engagement.<sup>12</sup>

### **Goals and Objectives**

Goals and objectives of Milwaukee One Summer Plus Pilot Program will be fine-tuned and improved as much as possible following 1) an August 2014 site visit to One Summer Plus in Chicago; 2) ongoing input from Milwaukee and Wisconsin-based community leaders, government agencies, and elected officials; and 3) input from evaluators.

The **goal** of Milwaukee One Summer Plus is to link teens at risk of criminal involvement with subsidized jobs and supportive services to increase employment skills and positive engagement while preventing participation in criminal and delinquent activities.

**Objective 1:** To secure involvement from key government, business, educational, criminal justice, and human service partners, as well as youth, to align the partners necessary to implement Milwaukee One Summer Plus.

**Objective 2:** Teens with prior juvenile justice involvement and/or at risk for criminal involvement are linked with jobs.

**Objective 3:** Teens exhibit good attendance at their jobs (to be further defined and quantified).

**Objective 4:** Teens receiving Social-Emotional Learning mentoring report increased understanding of key learning areas (to be further defined and quantified).

**Objective 5:** Teens stay out of trouble over the summer (i.e., no arrests or criminal or delinquent behavior) (to be further defined and quantified).

### **Milwaukee One Summer Plus Pilot Program Description**

Early discussions about potentially implementing a version of One Summer Plus in Milwaukee have been met with an extraordinarily high level of interest, support and engagement on the part of units of

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<sup>12</sup> Heller, Sara, Harold A Pollack, Roseanna Ander, and Jens Ludwig, “Preventing Youth Violence and Dropout: A Randomized Field Experiment,” (National Bureau of Economic Research, 2013).

government and elected officials. Milwaukee is ready to *do something big* to stem the tide of youth violence in a positive way that builds enduring resilience. At this time, we anticipate the following institutions will in some way be “at the table,” whether as a source of participants, a funder, evaluator, or a project implementation partner:

- State of Wisconsin Dept. of Children and Families
- City of Milwaukee Community Development Grants Administration
- City of Milwaukee
- Milwaukee County Delinquency and Court Services
- Milwaukee Public Schools
- Community-based agencies such as Running Rebels
- Growing Power
- University of Wisconsin-Milwaukee Zilber School of Public Health

Milwaukee One Summer Plus will target Milwaukee County for its geographic scope. We seek to engage adolescents ages 13 to 17 for our target population who either have been involved with the juvenile justice system or are determined to be at risk of criminal involvement. While target service numbers depend on a number of factors, including funding and partners, we initially anticipate serving about 50 teens in 2015. The teens would likely enter the program in two staggered cohorts of about 25 each. Services could continue until a teen’s high school graduation.

The Community Advocates Public Policy Institute has a history of coordinating and managing community-based interventions using a model in which we act as coordinator while contracting with or regranting to community-based agencies who actually provide the on-site direct service intervention with participants. This works extremely well because it builds on Community Advocates’ high level of organizational capacity in terms of being a fiscal agent and grant monitor, while preserving a huge asset of community-based agencies – that of the vibrant internal culture of neighborhood centers or agencies, bustling places where the community’s residents feel a sense of ownership, connection and belonging. Community Advocates Public Policy Institute is skilled as a convener of various community partners and leaders (i.e., getting the right people at the table), and as a coordinator of program evaluation and site visits to monitor for fidelity to evidence-based models. In addition, the Public Policy Institute provides training and technical assistance to build the skill and capacity of participating community-based agencies. This model entails the great majority of program funding being regranting or contracted to outside agencies. This uses funds wisely while ensuring coordination and support are there to foster successful outcomes and partnerships. With Milwaukee One Summer Plus, we propose building upon this program management model, with which we have a track record of success.

As such, Community Advocates Public Policy Institute will house a full-time Program Coordinator and a part-time Monitoring Coordinator. We anticipate that, aside from some modest overhead expenditures, the majority of other funds will pass through our agency, out to contracted program partners who will do the implementation and to youth for compensation based on their hours worked. Contracted off-site personnel will include, at minimum, the following:

- Intake and Matching workers who can recruit youth participants, approve youth applications, screen youth for Adverse Childhood Experiences and trauma, and match youth with appropriate employment opportunities;
- Mentors/group facilitators to provide the Social-Emotional Learning and mentoring component: We expect most youth will receive Social-Emotional Learning in a group learning context, but that mentors will also provide varying degrees of one-on-one assistance and support based on youth needs and situations.
- Part-time on-the-job supervisors to support youth in completing their employment tasks effectively, monitor youth participation, and ensure employer satisfaction.

The Program Coordinator, with the assistance of the Public Policy Institute's Division Director and Prevention Services Manager, will be responsible for convening project partners and ensuring correct linkages with both jobs/employers as well as the correct flow of participants. If we partner with the City of Milwaukee's Earn and Learn Program, it is possible Milwaukee One Summer Plus could build upon that program's existing connections with employers and methods of placing youth within employment opportunities. If we partner with the juvenile justice system, it's possible some youth participants could be court-ordered as part of an alternative sentencing or diversionary agreement.

While part-time employment experiences will take place in the Spring and Summer, we anticipate maintaining the mentoring and Social-Emotional Learning component of the program year-round. Programming will also feature lessons in entrepreneurship and how businesses are started. Groups will be divided according to gender and will exhibit high levels of cultural competency. Maintaining the mentoring year-round will extend engagement and help to build community among the youth. Mentoring will reinforce values such as integrity, accountability, self-determination, positive anger expression, and goal-setting.

We are pleased that the Chicago One Summer Plus has welcomed our interest in their model and invited us for a site visit in August 2014. We are currently inviting potential project partners, including City of Milwaukee department leaders, to travel with us to learn more about One Summer Plus.

### **How will Milwaukee's Implementation Differ from Chicago's?**

Programs are most effective when they are tailored to the setting in which they are being implemented. For this reason, the Public Policy Institute's program model will reflect a few changes to match our take on the Milwaukee context.

- Both of our programs present Social-Emotional Learning mentoring, but the Milwaukee implementation will also overtly seek to identify and address trauma the teens may have experience. In some cases, this may involve referring and helping to link teens with additional services to address and heal from their traumas.
- While Chicago's employment is summer-only, at least some of Milwaukee's employment will also occur in other parts of the year.

- While Chicago’s mentoring is summer-only, Milwaukee’s mentoring and social-emotional learning groups will take place year-round.
- While Chicago’s target population was drawn from public schools only, it is possible and likely that Milwaukee’s participants will be recruited from sources in addition to the public schools.
- Milwaukee’s implementation will be supplemented by training in entrepreneurship, starting a business, and personal finance.

We do not anticipate that the above differences in program plan will harm participant outcomes because the differences build upon or extend the initial program model instead of outright changing or eliminating any elements. We will seek input from a professional evaluator as we proceed to ensure that program outcomes can be assumed to be replicated between the Chicago and Milwaukee implementations.

**Tentative Timeline for Implementation**

August 2014:	Site visit to Chicago One Summer Plus
Summer and Fall 2014:	Convene and gather commitments from partners/employers, funders, and evaluator
Early Winter 2014:	Hire Program Coordinator
Early Winter 2014:	Finalize application procedures and linkages with employers
January 2015:	Applications are open; youth recruitment begins
January 2015:	Sub-contracts begin with 1-3 partner agencies (they hire mentors)
Spring 2015:	Hire part-time Monitoring Coordinator
Spring 2015:	Applications are approved; youth intake/screening/job matching begins
Late Spring 2015:	Youth begin receiving mentoring and preparation for starting their jobs
Early Summer 2015:	First cohort of youth begins paid work
Ongoing:	Weekly mentoring groups, entrepreneurship training, and support
Ongoing:	Youth and employer recruitment
Ongoing:	Program evaluation and data collection and analysis

**Program Management and Contracting Experience**

The Community Advocates Public Policy Institute has extensive experience managing re-granting and contracting processes through its Brighter Futures program (a \$2.9 million annual re-granting process to 13 Milwaukee programs) and its work housing the Milwaukee County Substance Abuse Prevention Coalition (which includes a \$500,000 annual re-granting process to 10 Milwaukee programs). This experience ensures that Community Advocates is accustomed to effectively managing grant funds and requirements, contracting out where appropriate, providing technical assistance and evaluation trainings to organizations throughout Greater Milwaukee, and being accountable for results.

**Evaluation Plan**

The Public Policy Institute has approached the University of Wisconsin-Milwaukee Zilber School of Public Health to discuss their potential role as an ongoing evaluator for Milwaukee One Summer Plus. Magda

Peck, dean of the Zilber School of Public Health, has been particularly outspoken about the importance of implementing a robust public health approach in response to Milwaukee's recent upsurge in violence. The Public Policy Institute has experience partnering with university-level evaluators, and values transparency in communicating outcomes to stakeholders and funders. In addition to tracking demographic data of participants and process measures such as numbers served and numbers of employers, the evaluation plan will, at minimum, effectively measure each of the program objectives, which have been designed for outcome-based monitoring.

### **About Community Advocates and the Public Policy Institute**

For over 35 years, Community Advocates, Inc. (CA) has provided results-focused client advocacy combined with more than 50 basic needs programs. Each year, CA provides direct services to 75,000 individuals representing a sizable portion of all Milwaukee residents living at or below the poverty level. Community Advocates' mission is "To provide individuals and families with advocacy and services to meet their basic needs so they may live in dignity." Community Advocates works towards creating "A community in which each person envisions a future with hope."

Community Advocates' five divisions are: Basic Needs Division (housing, utilities, healthcare, disabilities benefits), Milwaukee Women's Center Division (domestic violence shelter, addiction services), Behavioral Health Division (services for people experiencing homelessness, mental illness and/or substance abuse), Justice-2000 Division (criminal justice interventions), and the Public Policy Institute Division.

To respond to the need for more proactive and formalized advocacy, CA established its Public Policy Institute in 2007 to develop and advance evidence-based public policy and prevention programs designed to reduce poverty, narrow disparities, and promote social justice and public health. The Public Policy Institute is intensely engaged in researching and advocating for policy proposals that aim to directly help impoverished people lead better lives. In addition, the Public Policy Institute works on issues related to poverty through public health efforts and interventions that increase opportunity and wellness for low-income people. The following represents a summary of the Public Policy Institute's projects and programs:

- **"Conversations with Policy Leaders"** speaker series is a regular convening of elected officials, policymakers, community leaders and others interested in lively public policy discussions.
- **Pathways to Ending Poverty** seeks to change the way we think about poverty, and develop and implement a specific package of policies to lower Wisconsin's poverty rate to low single digits.
- **The Effective ACA Implementation Project** seeks to harness the potential of state health insurance exchanges established under the Affordable Care Act.
- We seek to create **Transitional Jobs** to help unemployed Wisconsin residents return to the workforce.
- The **Milwaukee Brighter Futures Initiative** regrants to community-based programs to seek strategies to prevent and reduce child abuse and neglect, youth violence and delinquent behavior, youth alcohol and other drug use and abuse, and non-marital pregnancy.

- The **City of Milwaukee Tobacco-Free Alliance** is a multi-jurisdictional coalition funded by the Wisconsin Tobacco Prevention and Control Program. The Alliance implements tobacco prevention policy, community outreach, and media interventions around Milwaukee.
- The **Milwaukee County Substance Abuse Prevention Coalition (MCSAP)** works to improve the quality of lives in our community by preventing the harmful consequences of substance use and abuse, including both coalition work and re-granting to community-based organizations.
- The **Minority Male Achievement Program** seeks to improve life outcomes for boys and men of color in Milwaukee by creating an infrastructure for impact and mobilizing collaborative action and investment.