

2009

Second Year Evaluation of the Center for Driver's License Recovery & Employability

Lois M. Quinn

University of Wisconsin - Milwaukee, lquinn@uwm.edu

John Pawasarat

University of Wisconsin - Milwaukee, pawasara@uwm.edu

Follow this and additional works at: http://dc.uwm.edu/eti_pubs

 Part of the [Public Policy Commons](#), [Race and Ethnicity Commons](#), [Transportation Commons](#), and the [Work, Economy and Organizations Commons](#)

Recommended Citation

Quinn, Lois M. and Pawasarat, John, "Second Year Evaluation of the Center for Driver's License Recovery & Employability" (2009). *ETI Publications*. Paper 34.

http://dc.uwm.edu/eti_pubs/34

This Technical Paper is brought to you for free and open access by UWM Digital Commons. It has been accepted for inclusion in ETI Publications by an authorized administrator of UWM Digital Commons. For more information, please contact kristinw@uwm.edu.

Second Year Evaluation of the Center for Driver's License Recovery & Employability

PREPARED BY

Lois M. Quinn and John Pawasarat
Employment and Training Institute
University of Wisconsin-Milwaukee

November 2008

Second Year Evaluation of the Center for Driver's License Recovery & Employability

Executive Summary

The Center for Driver's License Recovery & Employability (CDLRE) was established in March 2007 to increase the number of licensed drivers among low-income Milwaukee County residents. The CDLRE provides driver's license recovery assistance to county residents aged 18 and above, with suspended and revoked driver's licenses, income at 200% of poverty or below, and having no pending Operating While Intoxicated (OWI) offenses. Major partners in the program include Justice 2000, Legal Action of Wisconsin, Milwaukee Area Technical College, and the Municipal Court of Milwaukee.

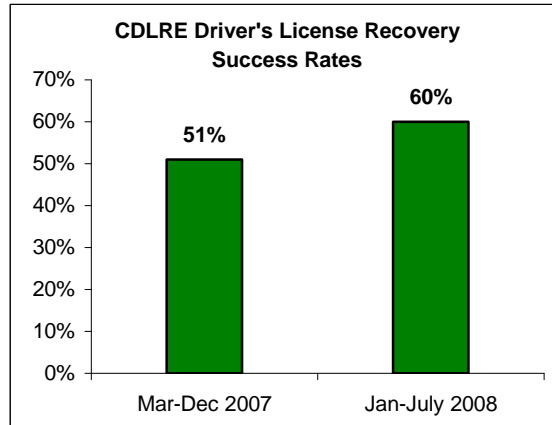
The CDLRE contracted with the University of Wisconsin-Milwaukee Employment and Training Institute to provide independent assessments of the client outcomes. This evaluation report examines driver's license recovery rates for 862 Milwaukee County residents who completed case management services in the first sixteen months (March 1, 2007 - July 21, 2008). The employment outcomes of 401 program participants are measured using First Quarter 2008 data for clients who completed their case management services by December 31, 2007. First Quarter 2008 earnings are compared to pre-program First Quarter 2007 earnings for successful and unsuccessful CDLRE participants. Wisconsin Department of Transportation driver's license records (2000-2008) and Wisconsin Department of Corrections records (1993-2008) were examined for all clients served by the CDLRE and for the resident populations of Milwaukee County.

Clients Served

1. The Center for Driver's License Recovery & Employability targeted a very difficult-to-serve client population. All clients had incomes below 200% of poverty and 92% were extremely low-income, 89% were minorities, 66% were males (the population most affected by driver's license problems), and 28% of the males had records of incarceration in state correctional facilities.
2. Low-income residents seeking assistance from the CDLRE faced a daunting array of obstacles for restoration of their driving privileges. They owed \$782,815 in outstanding fines and had 4,140 cases involving 60 different court systems, including 34 different municipal court systems and 26 different county circuit court systems. Two-thirds of their court cases were in City of Milwaukee municipal courts, 15% in Milwaukee County circuit courts, and 18% in other court systems in Wisconsin.
3. The CDLRE secured a standing stipulation agreement to allow low-income residents to use payment plans and perform community service work to pay off outstanding fines. Over the past sixteen months, clients of the CDLRE have worked 8,250 hours on supervised community service projects – providing over four years of full-time service to the community. A total of 264 individuals have worked an average of 31 hours each on community service projects.

CDLRE License Recovery Success Rates

4. From January to July 2008, 60% of CDLRE clients served obtained their driving privileges, even higher than the 51% success rates reported for 2007. These license recovery success rates are particularly notable compared to the experience of other programs, both local and national, serving high-risk low-income clients. Typically, employment and training programs serving these types of clients have success rates of 4% to 9%, or lower.

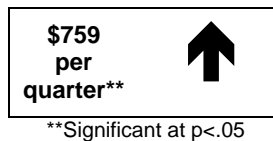


- License recovery success rates for the 16-month period reached 70% for clients who received legal services as part of their case management, even though these cases are more difficult to resolve, and 70% for clients referred by employment service agencies.
- License recovery success rates for clients with state prison records rose from 44% in 2007 to 58% in 2008. License recovery rates for clients coming to the CDLRE with suspensions and revocations, but no Wisconsin driver's license nearly doubled, from 24% success in 2007 to 45% success in 2008.

CDLRE Employment Outcomes

- First Quarter (January-March) 2008 earnings were examined for female clients who completed case management services by December 31, 2007 and compared to earnings before the program began in First Quarter 2007. **Women successfully obtaining their driving privileges earned an average of \$759 more in First Quarter 2008 (\$253 more per month) than those leaving the program without driving privileges**, after controlling for pre-program earnings.

Initial Wage Gains for Successful Female CDLRE Clients

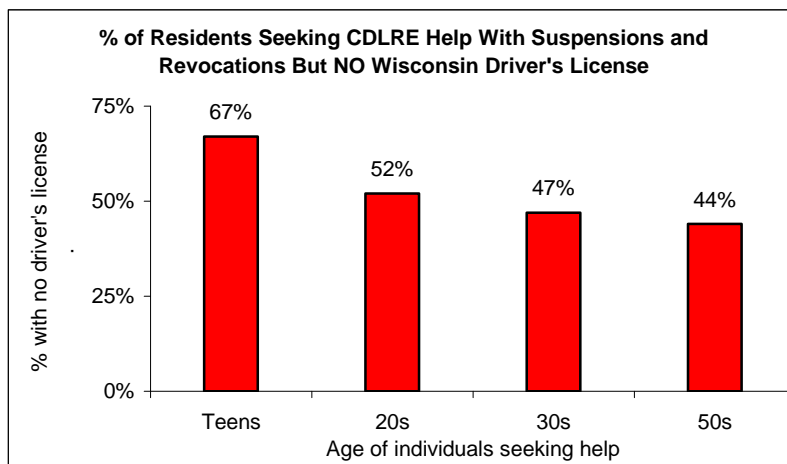


- The First Quarter 2008 earnings for women securing their driving privileges rose 62% over their earnings in First Quarter 2007, while the wages for women leaving the program without obtaining their driving privileges only rose 4% over the prior year.
- The pre- and post-program labor market experiences of men seeking assistance from the CDLRE for suspensions and revocations were very different from those of women. Over half (58%) of men entering the program were unemployed and over a fourth (27%) were ex-offenders with a history of incarceration in state correctional facilities (compared to a 3% incarceration rate for female clients). **The former prison status of male clients was a stronger negative predictor of First Quarter 2008 earnings than the positive impact of either level of schooling or driver's license status.**
- Men who obtained driving privileges through the CDLRE showed an average quarterly wage increase of \$106, but this increase was not statistically significant. **Improvements were seen in the unemployment rate among successful CDLRE males (dropping from 58% to 54%) and in the percentages of men earning at least full-time wages at double the minimum wage (rising from 3% to 6%).**

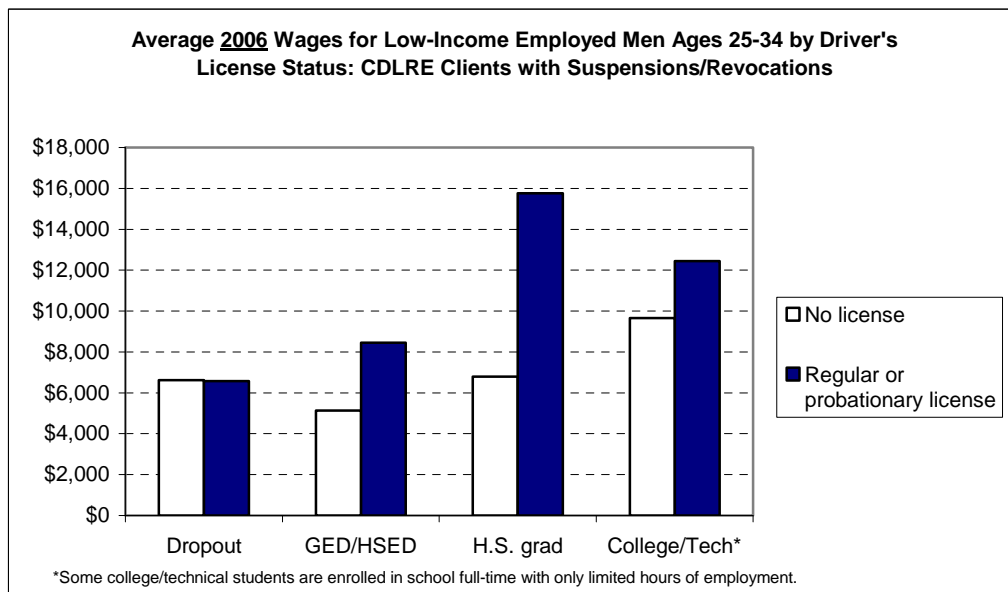
11. The long-term consequences of chronic unemployment/underemployment and felony status among the predominantly African American CDLRE male population appear to have mitigated against significant short-term wage gains in the first three months of 2008 for men obtaining their driving privileges compared to those driving without a valid license. As a critical first step, the CDLRE program helped 58% of the ex-offender population obtain their driving privileges, allowing them to drive legally. The evaluation will continue to monitor wages to determine the number of men who find higher level employment over the next three quarters of 2008.

Pre-Program License and Wage History

12. The problem of low-income residents, and particularly younger workers, driving without a license has serious negative consequences for the courts and was reflected in lower earnings reported for clients prior to their entry into the CDLRE program. Two-thirds of the teenagers referred to the CDLRE had suspensions and revocations but no driver’s license, as did 52% of persons in their twenties.

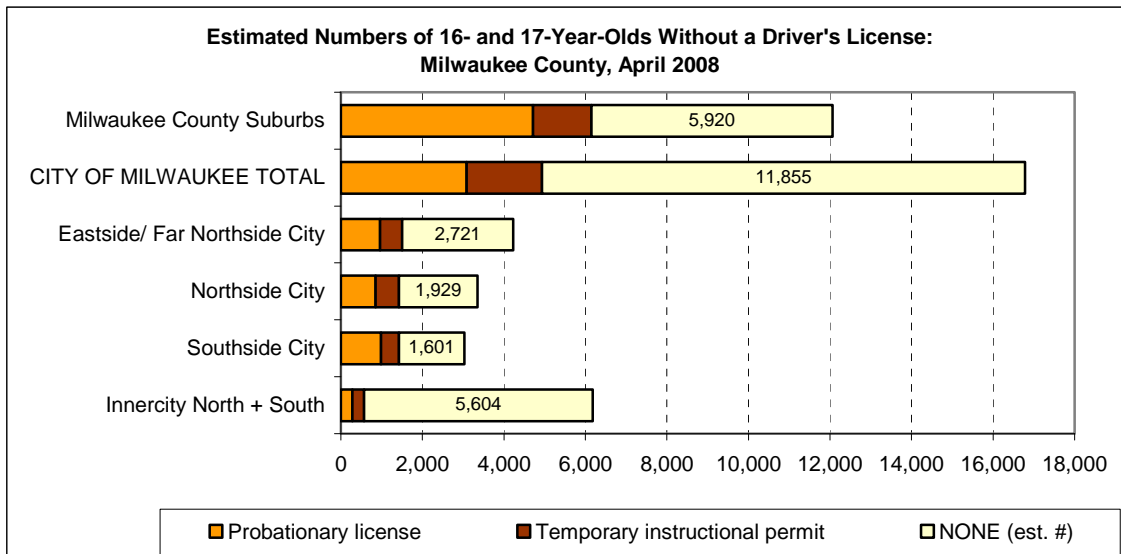


13. Younger men with a history of suspensions and revocations and no Wisconsin driver’s license had far lower wages before entering the CDLRE program than those possessing a license, valid or not.



Unlicensed Teens in Milwaukee County

14. An examination of April 2008 Wisconsin Department of Transportation (DOT) driver's license files shows that only 10% of 16- and 17-year-olds living in innercity Milwaukee neighborhoods (north and south) had a probationary license (5%) or an instruction permit (5%), while 90% were unlicensed. In the Milwaukee County suburbs, 49% of 16- and 17-year-olds had a probationary driver's license or instruction permit.
15. As of April 2008, an estimated 11,855 City of Milwaukee teens ages 16 and 17 did not have a driver's license or learning permit, and almost half of these teens lived in the innercity neighborhoods.



16. The long-term consequences of suspensions and revocations (many imposed for failure to pay municipal fines and forfeitures unrelated to driving) on teens who had not yet obtained a driver's license can be seen in comparing DOT files for January 2000 and April 2008.
- Most Milwaukee County teens that had a probationary license in 2000 showed a regular license as of April 2008. In all, 10,037 youth ages 15 through 17 had a probationary license in January 2000, and 86% of these individuals had obtained their regular license by April 2008.
 - Most teens that had instructional permits in 2000 later obtained their licenses. A total of 3,358 youth ages 15 through 17 had an instruction permit in January 2000, and 79% showed a regular or probationary license by April 2008.
 - Less than a fourth of young teens with suspensions/revocations placed on their driving record before they got a license or learning permit ever got a regular license as of April 2008. A total of 9,061 youth ages 15 through 17 had suspensions and revocations in the DOT file but no license ("NON" status) as of January 2000, and only 23% showed a regular or probationary license as of April 2008 (at ages 23 through 25).

Report prepared by Lois M. Quinn and John Pawasarat of the University of Wisconsin-Milwaukee Employment and Training Institute, 161 W. Wisconsin Avenue, Suite 6000, Milwaukee, WI 53203, for the Center for Driver's License Recovery & Employability, a Program of Justice 2000, located at Milwaukee Area Technical College, Foundation Hall, 8th Floor, 700 West State Street, Milwaukee, WI 53233.

November 2008

Contents

	<u>Page</u>
Executive Summary	ii
I. Background on the CDLRE: An Integrated Service Delivery System	1
II. CDLRE Driver’s License Recovery Success Rates	5
III. Initial Employment Outcomes for CDLRE Clients	12
IV. Pre-Program Employment Patterns for Non-Licensed and Suspended Drivers	16
V. Long-Term Licensing Effects for Suspensions and Revocations on Teens	19
VI. Profile of the CDLRE Client Populations Receiving Case Management Services	24
VII. CDLRE Active Client Cases and Advice Only Populations	28

Graphs

The CDLRE Partnership Approach	1
CDLRE Referral Network	3
CDLRE Driver’s License Recovery Success Rates: 2007 and 2008	5
License Recovery Success Rates for Hard-to-Serve Populations	6
License Recovery Success Rates for CDLRE Clients by Referral Source	6
License Recovery Success Rates by Type of Legal Barrier	7
Monthly Variations in the Unemployment Rate for Milwaukee County: January 2005-July 2008	12
% Seeking CDLRE Help with Suspensions/Revocations But NO WI Driver’s License	16
Avg. 2006 Wages for Low-Income Employed Men (25-34 Yr) with or without a Driver’s License	17
Wage History of Clients Receiving Case Management Services in 2007	18
Wage History of Clients Coming to CDLRE Case Management with Prior State Incarceration	18
Percent of 16- and 17-Year-Olds with a Driver’s License or Instruction Permit: April 2008	20
Estimated Numbers of 16- and 17-Year-Olds without a Driver’s License: April 2008	21
Profile of CDLRE Clients Completing Case Management Services, March 2007-July 2008	26
Barriers Facing CDLRE Clients	27
Referral Sources for Active CDLRE Cases, as of July 2008	28

Tables

License Recovery Success Rates by Type of Service Provided	5
Recovery Success Rates by Client Demographics: March 2007-July 2008	8
Recovery Success Rates by Types of Steps Required to Obtain Driving Privileges	9
Recovery Success Rates by Referring Agency Type: March 2007-July 2008	10
Recovery Success Rates by Referring Agency: March 2007-July 2008	11
Pre-/Post-Program Earnings of Female Clients Completing Case Management Services, 2007	14
Improvement in Earnings for Women Obtaining Their Driving Privileges in 2007	14
Pre-/Post-Program Earnings of Male Clients Completing Case Management Services in 2007	15
Improvements in Earnings for Men Obtaining Their Driving Privileges in 2007	15
Driver's License Status of 16- and 17-Year-Olds in Milwaukee County: April 2008	19
2008 License Status of Teens Who Had Suspensions/Revocations in 2000 But No License	22
2008 License Status of Teens Who Had Instruction Permits in 2000	23
Active CDLRE Cases by Referral Type, as of July 2008	28
Referral Sources for Current Active Client Cases, as of July 2008	29
"Advice Only" Services by Referral Type: March 2007-July 2008	30
Referral Sources for "Advice Only" Services: March 2007-July 2008	30

Maps

Milwaukee County Residents Receiving CDLRE Case Management Services	25
---	----

I. Background on the CDLRE: An Integrated Service Delivery System

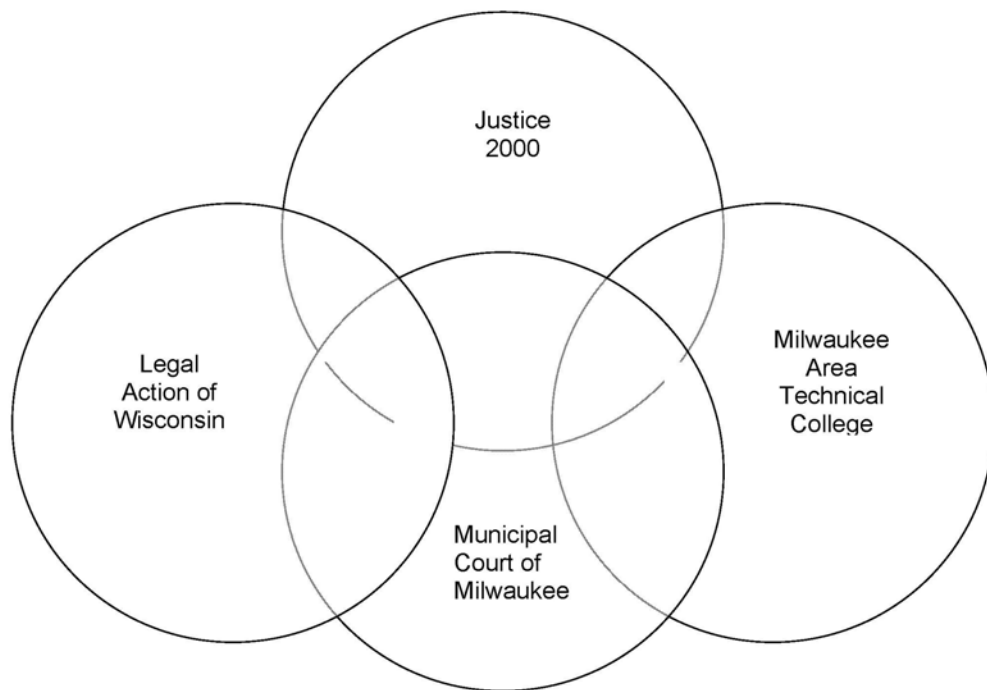
The driver's license recovery program targets low-income Milwaukee County residents with suspensions or less serious revocations. In the years prior to establishment of the Center for Driver's License Recovery & Employability, Wisconsin Department of Transportation data files showed that more than 89,000 Milwaukee County residents had received license suspensions and revocations. For the majority of these residents, the suspensions and revocations were imposed for failure to pay fines and civil forfeitures rather than for bad driving. Many low-income workers have continued to drive without a valid driver's license, or, in the case of unpaid parking tickets, without a valid vehicle registration. Untangling the consequences of unpaid fines and unlawful driving often involves hundreds of dollars and a variety of city and suburban municipal courts and county courts.

Community Partnership

In 2007 the Center for Driver's License Recovery & Employability (CDLRE) was established to help low-income Milwaukee County residents with suspended and revoked driver's licenses to obtain their driving privileges. The CDLRE has become an essential service component for anti-poverty and job training efforts in Milwaukee County as well as a key component in assisting the courts in addressing problems of driving offenses related primarily to failure to pay fines and fees rather than dangerous driving. The early success of the Center for Driver's License Recovery & Employability is attributable in large part to the community-wide partnerships that have been established to plan and execute the Center's programs and to provide a referral network for identifying residents in need of services.

First, the CDLRE's structure and day-to-day operations have been guided by an effective, working partnership forged between public and non-profit institutions with commitments to addressing driver's license issues and with expertise in establishing effective client delivery systems: Justice 2000, Legal Action of Wisconsin, Milwaukee Area Technical College, and the Municipal Court of Milwaukee.

The CDLRE Partnership Approach



The CDLRE's Board of Advisors includes court judges, attorneys, and educators with long experience in addressing legal and educational needs of low-income workers.

**Board of Advisors for the Justice 2000, Inc.
Center for Driver's License Recovery & Employability**

Theresa Barry
Student Services-Vice President
Milwaukee Area Technical College

Tyrone Dumas
Project Manager, Diversity and Community Engagement
Milwaukee Public Schools

The Honorable James A. Gramling, Jr.
Municipal Court of Milwaukee (Retired)

Herman John
Courts Committee, Milwaukee Bar Association
Commissioner, Municipal Court of Milwaukee

The Honorable Phillip Chavez
Municipal Court of Milwaukee

David Pifer
LIFE Project Director
Legal Action of Wisconsin

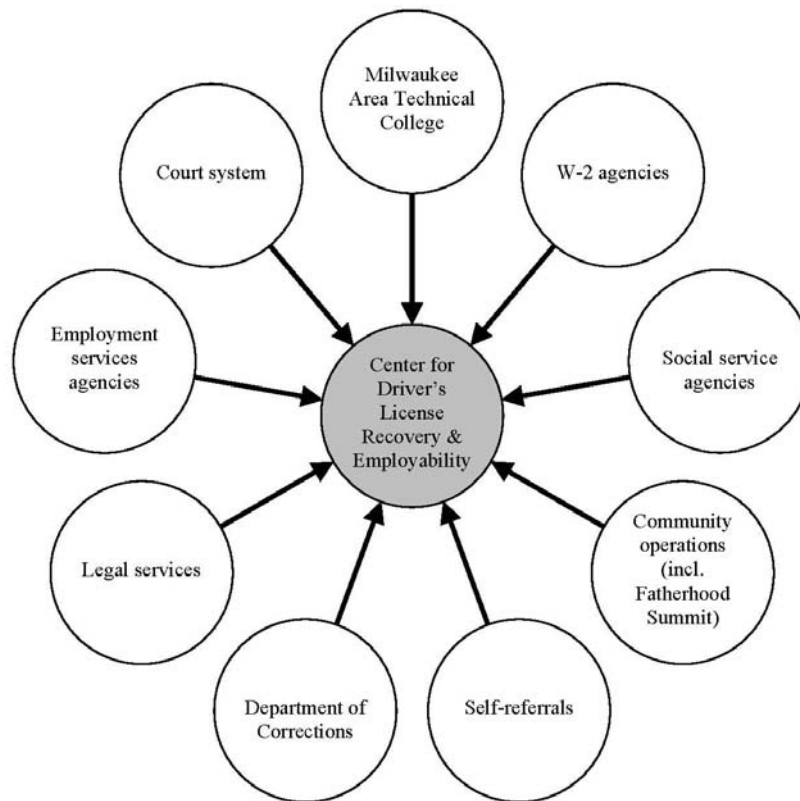
Clarence Johnson
Executive Director
Justice 2000, inc.

Staff:
Nicole L. Yunk, Director
Center for Driver's License Recovery & Employability

Justice 2000, Inc. is the operating partner in the project, providing case management and intake services and administrative leadership. Legal Action of Wisconsin provides guidance on legal issues related to license restoration and offers direct services to clients with more complex legal needs. Municipal court judges refer individuals to the CDLRE, and court staff work with the CDLRE to identify community service alternatives for clients with outstanding fines and fees. The program operates out of the Milwaukee Area Technical College, with MATC students encouraged to use the CDLRE to obtain advice and case management services in order to restore their driving privileges.¹

The CDLRE has become a service hub for a network of over 40 government and community agencies with clients needing a driver's license for employment or for meeting their family responsibilities. These include referrals from the City of Milwaukee municipal courts, Milwaukee County circuit courts, W-2 agencies administering federal TANF (Temporary Assistance to Needy Families) programs, social service agencies, employment service agencies, and legal service agencies.

CDLRE Referral Network



Funding Support

The Center for Driver's License Recovery & Employability secured contracts and grants from local and state governments and foundations to fund the start-up of the center and first two years of operation. These funding sources included the Milwaukee Bar Association, City of Milwaukee, Wisconsin Department of Transportation, Wisconsin Department of Workforce Development, Helen Bader Foundation, Greater Milwaukee Foundation, Jane Bradley Pettit Foundation, Annie E. Casey Foundation, Milwaukee Area Technical College, Forest County Potawatomi Community Foundation, Patrick and Anna M. Cudahy Fund, Wisconsin Energy Foundation, and Miller-Coors Brewing Company.

Service Delivery Model Prioritizing Need

Using a service delivery model developed in Milwaukee to address driver's license suspension and revocations, the CDLRE provides advice, direct support, and legal services to clients, works with court judges to increase the use of community service and payment plans for low-income clients unable to pay fines, supports driver's education opportunities for teens, and addresses public policies affecting suspension and revocation of licenses for non-driving offenses. Through the CDLRE, residents are provided guidance on how to restore or obtain their driving privileges, while addressing outstanding court fines, SR 22 insurance issues, damage judgments, and licensing requirements. **The emphasis of the CDLRE services model is on personal responsibility with clients empowered to redress their licensing problems.** Clients are provided advice on the steps required to restore or obtain their driving privileges and offered tools needed to maintain a clear license in the future. Case managers and legal staff provide training to clients on how to work through the court systems, identify deadlines and action steps required, and monitor each client's progress.

The first sixteen months of operation of the Center for Driver's License Recovery & Employability showed a sound processing system for prioritizing the high level of need for such services in Milwaukee County and demonstrated high success rates in driver's license restoration. A triage approach is used to accept and assign clients for the program. Residents eligible for services and with manageable license problems are provided CDLRE **case management services** and receive training on how to redress their driving problems, assistance identifying options for meeting fine and fee requirements, referrals for needed services, and monitoring of their case progress. Residents with more serious legal problems including multiple court cases and court jurisdictions, running demerit point suspensions, and recent revocations receive **case management services combined with legal assistance**.

Services to clients are completed and cases are closed once an individual either obtains driving privileges or becomes inactive or non-compliant with the action steps identified at the beginning of the service. Given the number of Milwaukee County residents needing services, once clients complete or leave the CDLRE program, it is expected that they will have acquired the knowledge and skills needed to maintain their driver's license and CDLRE services are not provided to former clients for new problems that may arise.

Given the limited resources of the CDLRE and the volume of residents needing help, some residents are given **"advice only"** services and do not receive ongoing case management services. Residents with very serious problems deemed to require more intensive services and financial resources than are currently available through the CDLRE program resources are provided **"advice only" services** but not enrolled as clients. These individuals receive a review of their driving records (accessed through the online Wisconsin Department of Transportation abstract) and are provided with an **individual recovery plan** that they can use to pursue license restoration. Additionally, several hundred residents attending the Fatherhood Summit held annually in the Fall are each provided an **"advice only" assessment and individual recovery plan**, based on their individual driving record.

As of July 21, 2008, the Center for Driver's License Recovery & Employability had initiated services to 2,256 Milwaukee County residents, including:

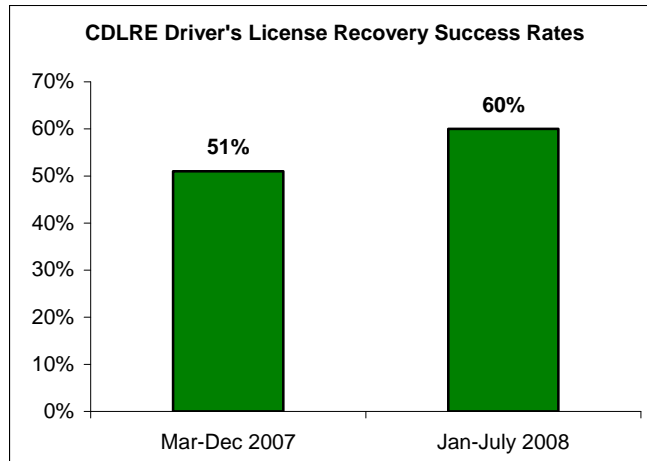
- 862 clients who received case management services between March 1, 2007 and July 21, 2008.
- 491 clients accepted into the program with active cases as of July 21, 2008.
- 903 Milwaukee County residents provided "advice only" services based on a review of their driver's license record but were not enrolled as clients in the CDLRE program.

Demographics and referral sources for these populations are described later in this report.

II. CDLRE Driver’s License Recovery Success Rates

Driver’s license recovery rates were calculated for all 862 CDLRE clients completing case management services over the sixteen-month period from March 1, 2007 through July 21, 2008. The high success rates identified in 2007 were exceeded in 2008 for nearly all categories of high-risk clients.²

1. Success rates for clients receiving case management services in the first half of 2008 were even higher than in 2007, with 60% of clients obtaining their driving privileges in 2008 (January-July), up from a 51% success rate in 2007. The combined success rate for the entire 16-month period was 57%. These license recovery success rates are extremely high compared to the experience of other local and national programs serving high-risk low-income clients. Typically, employment and training programs serving these types of clients have success rates of 4% to 9%, or lower. (See endnote #3.³)



2. Driver’s license recovery rates were higher for the 212 clients who received legal services as part of their case management, even though those cases were more difficult to resolve. Over the sixteen month period from March 2007 – July 2008, 70% of clients receiving case management with legal services obtained their driving privileges. For 650 clients receiving case management (without legal services) for license impediments, 53% resolved all necessary issues and obtained a clear driver’s license.

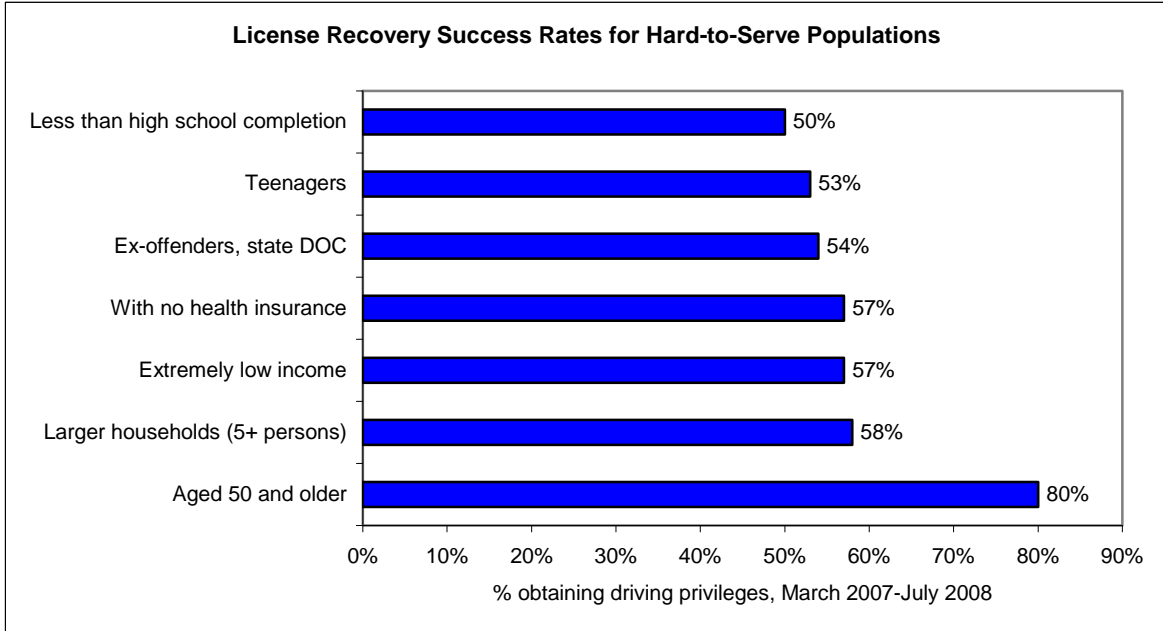
License Recovery Success Rates by Type of Service Provided

Type of Services for Clients Completing Case Management Services by July 2008	Number Obtaining Driving Privileges	Number Not Obtaining Privileges	Total Served	License Recovery Success Rate
Case management services with legal	149	63	212	70%
Case management services (without legal)	346	304	650	53%
TOTAL Clients Completing Service in 2007-2008	495	367	862	57%

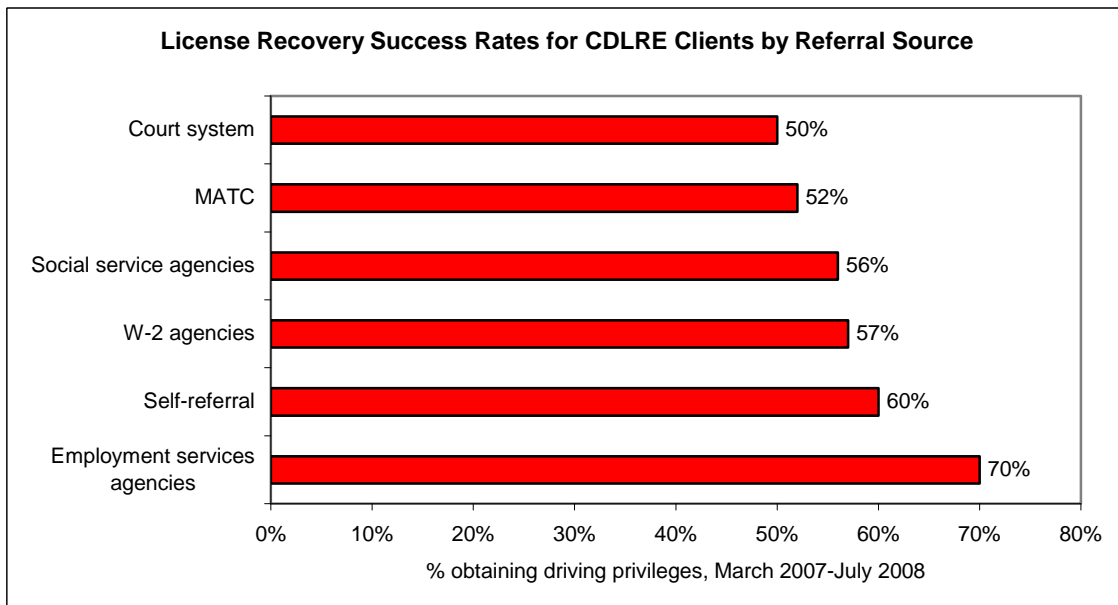
3. Success rates were very high for the hardest-to-serve populations, with 58% of 2008 clients formerly incarcerated in state correctional facilities obtaining their driving privileges (up from a 44% success rate in 2007), with many of these clients seeking out the program on their own. The 58% recovery success rate for this population in 2008 is notable given the level of problems faced, including the potential for drug convictions, SR 22 (safety responsibility) insurance requirements, and damage judgments to limit any access to immediate license recovery and the extremely low rates of licensed

drivers among Milwaukee County ex-offenders. (As of 2006, only 7% of Milwaukee County adults who had been released from state correctional facilities held a valid driver's license without recent suspensions and revocations.)

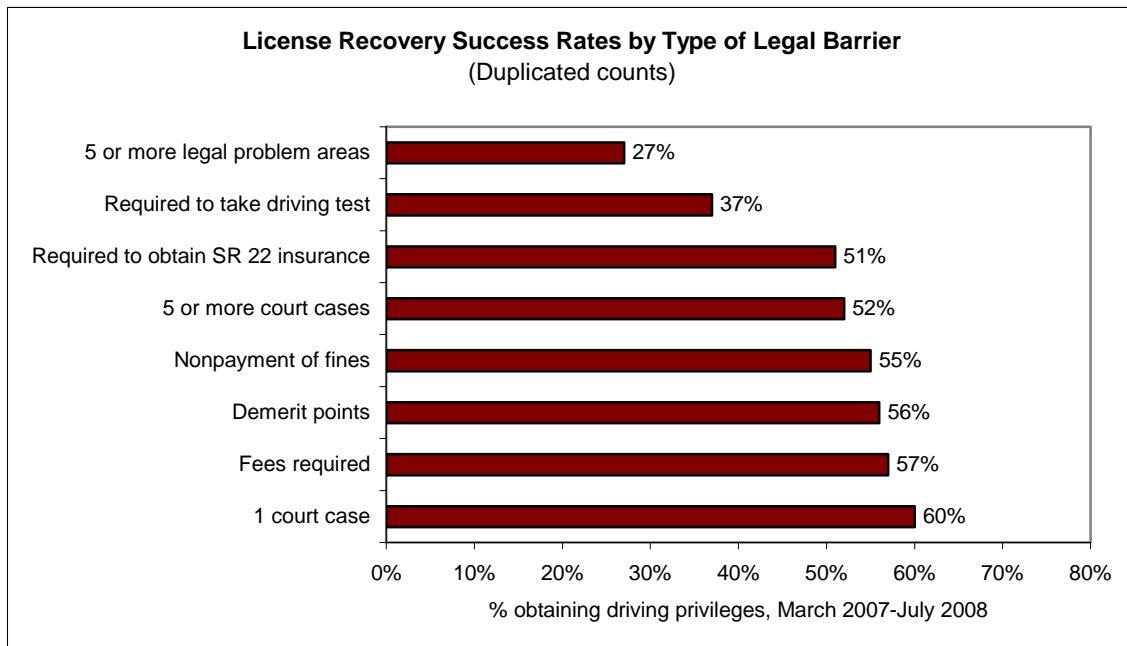
- Similarly high driver's license recovery success rates were seen in CDLRE clients obtaining their driving privileges among African American men (57% success), African American women (59% success), Hispanic males (65% success), clients who had not completed high school (50% success), and clients with extremely low income (57% success).



- Clients referred from employment services agencies showed 70% success rates in obtaining their licenses, as did 57% of clients referred by W-2 agencies, 56% of clients referred by social service agencies, and 50% of clients referred by the court system.



- A majority of clients facing fines and fees secured their driving privileges as did those required to obtain SR 22 insurance. License recovery rates were lower for clients with multiple legal barriers and for those with suspensions and revocations but no Wisconsin driver's license (valid or not).



- In part as a result of the community service option, the program was notably successful with clients with extremely low income levels, where clients showed a 57% recovery success rate. (These “extremely low” income levels, as defined by HUD, are established by household size, i.e., annual income of less than \$13,350 for a single person, income of less than \$19,050 for a household of 4, income of less than \$23,000 income for a household of 7).

The CDLRE secured a standing stipulation agreement with the Milwaukee County District Attorney’s Office to allow low-income residents to use payment plans and perform community service work to pay off outstanding fines. Over the past sixteen months CDLRE participants have worked 8,250 hours on supervised community service projects. Community service has been performed by 105 clients (2,918 total hours) who successfully completed case management and obtained their driving privileges, 63 clients (1,873 total hours) who left case management without obtaining their driving privileges, 68 currently active clients (744 total hours), 19 “advice only” cases (744 total hours), and 9 others (316 total hours).

- Clients receiving services from the CDLRE ranged in age from 18 to 67, and license recovery rates were high for all age groups. Nearly half of the clients served were in their twenties; this group showed a 52% recovery success rate. The best success rates (80%) were seen in older clients ages 50 and above.
- Those clients with more education showed better success in completing the requirements of their recovery plans and restoring or obtaining their driving privileges. A total of 325 clients had not completed high school or had a GED/High School Equivalency Diploma only, and 49% of these clients obtained driving privileges. Over half (57%) of clients who graduated from high school but had no college or technical school training obtained driving privileges, while clients with college (including MATC) showed recovery success rates of 67%.

**Recovery Success Rates by Client Demographics
(Clients Completing Services from March 2007-July 2008)**

Client Demographics	Number Served	License Recovery Success Rate
Gender		
Males	570	58%
Females	291	57%
Race/Ethnicity and Gender		
African American Males	479	57%
African American Females	237	59%
Hispanic Males	34	65%
Hispanic Females*	23	39%
White Males	45	62%
White Females*	20	55%
Other and Mixed Race, Males and Females*	23	52%
Age Group		
Teens	36	53%
20s	423	52%
30s	201	62%
40s	148	61%
50s and older	54	80%
Level of Education		
Less Than High School	218	50%
GED/HSED	107	48%
High School Graduate	241	57%
Attended College	274	67%
College Graduate*	16	69%
Household Income		
Extremely Low Income	770	57%
Very Low Income	72	62%
Number in Household		
One	303	60%
Two	189	59%
Three	142	49%
Four or more	217	58%
State Corrections Status		
Formerly Incarcerated in State Facility	164	54%
Health Insurance Coverage		
None	497	57%
Government (Medicaid, BadgerCare, VA, GAMP, Medicare, or I-Care)	255	62%
Private (employer-based or self-insured)	99	50%

***Note:** The recovery success rates for subpopulations with less than 30 clients are subject to fluctuations due to the small sample size and as such are not reliable measures of outcomes.

Clients with Multiple License Restoration Barriers

The clients served faced multiple challenges toward obtaining their driving privileges: 97% faced financial costs (court files, filing and reinstatement fees, and other costs), 42% faced 3 or more categories of legal barriers, 39% lacked a driver's license (and needed to take their written and road tests), and 36% were required to obtain SR-22 proof of liability insurance (an expensive hurdle for low-income drivers). The vast majority of clients (746 clients out of 862) faced at least two categories of legal barriers to license restoration, and over 40% (359 clients out of the 862) had three or more categories of legal barriers. Complicating the delivery of services and the ability of clients to redress their licensing problems were the number of different municipal and county courts where CDLRE clients had license cases. Over two-thirds (69%) of court cases were in the City of Milwaukee Municipal Court, 14% were in Milwaukee County Circuit Court, 12% were in other municipal court systems, and 6% were in other county circuit court systems.

A majority of clients with multiple problems to be addressed and with multiple court cases requiring resolution secured their driving privileges.

Recovery Success Rates by Types of Steps Required to Obtain Driving Privileges (862 Clients Completing Services from March 2007- July 2008)

<u>Number of Major Problem Areas</u>	<u>Clients (N=)</u>	<u>License Recovery Success Rate</u>
One	78	47%
Two	387	63%
Three	126	61%
Four	147	63%
Five or More	86	27%
<u>Major Problem Areas (Duplicated Count)</u>	<u>Clients with This Problem</u>	<u>License Recovery Success Rate*</u>
Fees Required	824	57%
Nonpayment of Fines	609	55%
Required to Take Written and/or Driving Test	337	37%
Required to Obtain SR 22 Insurance	307	51%
Demerit Points	72	56%
Damage Judgments	51	41%
Drug Conviction	35	51%
AODA Assessment	34	41%
*Note: Recovery rates here are for duplicated counts. Most clients have several problem areas and as a result are included in the calculations of recovery rates shown above for more than one problem area.		

Unlicensed Drivers

One of the challenging areas for service delivery is the population of clients who have received driving suspensions and revocations but did not have a driver's license. These clients **need to take their written and road tests** after clearing up outstanding fines, fee requirements, and other impediments.

For this subpopulation which had driving suspensions and revocations but no license, the success rate for clients obtaining their driving privileges in 2008 was still 45% -- nearly double the 24% success rate for unlicensed clients in 2007. The average license recovery rate for the sixteen-month period was 37% -- where clients both cleared up their driving and outstanding fine records and also obtained their probationary driver's license.

Success Rates by Referral Source

Referrals to the CDLRE were made by a wide variety of local agencies, including social service agencies, W-2 agencies, MATC, the court systems, employment services agencies, legal services, and community operations. Driver's license recovery success rates are shown below by type of referring agency.

Recovery Success Rates by Referring Agency Type: March 2007-July 2008

<u>Type of Referral Agencies</u>	<u>Number Obtaining Driving Privileges</u>	<u>Number Not Obtaining Privileges</u>	<u>Total Served</u>	<u>License Recovery Success Rate</u>
Self-referral	160	108	268	60%
Social service agencies	98	76	174	56%
W-2 agencies	79	60	139	57%
Milwaukee Area Technical College	59	55	114	52%
Court system	46	46	92	50%
Employment services agencies	42	18	60	70%
Community operations (incl. Fatherhood Summit)*	8	4	12	67%
Legal services*	3	0	3	100%
Total Clients Completing Case Management Services	495	367	862	57%

***Note:** The recovery success rates for subpopulations with less than 30 clients are subject to fluctuations due to the small sample size and as such are not reliable measures of outcomes.

Social service agencies include: New Concept Self-Development Center, City of Milwaukee Constituent Services, Wisconsin Community Services, Guest House, Justice 2000 Pretrial Programs, Repairers of the Breach, Project Return, MCM/Project Return, MCM/F.U.T.U.R.E.

W-2 agencies include: UMOS, Maximus, Policy Solutions, YWCA.

Court system agencies include: State Public Defender's Office, Municipal Court of Milwaukee, Milwaukee Municipal Court – Justice 2000 Court Alternative, Milwaukee County Circuit Court, outlying courts, House of Corrections.

Employment services agencies include: Milwaukee Urban League, Esperanza Unida, WRTP-Big Step, Milwaukee Careers Cooperative.

The largest sources of referrals (after self-referrals) were Milwaukee Area Technical College, UMOS, New Concept Self Development Center, the City of Milwaukee Constituent Services, and the Milwaukee Urban League. Recovery success rates are shown below for each referral source.

Recovery Success Rates by Referring Agency: March 2007-July 2008

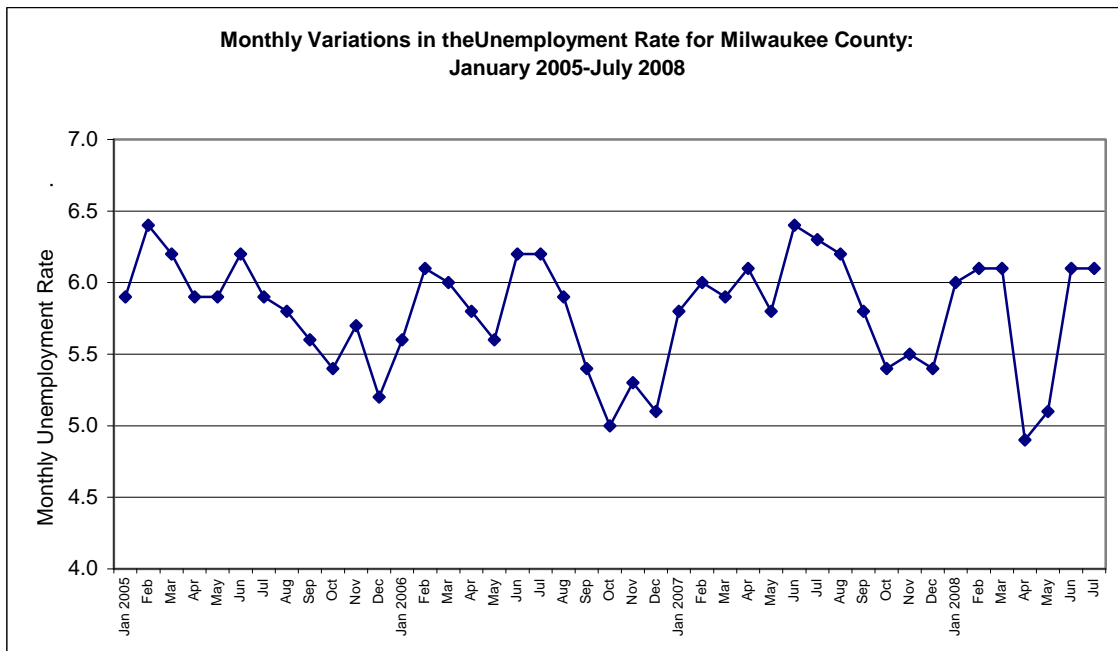
<u>Type of Referral Agencies</u>	<u>Number Obtaining Driving Privileges</u>	<u>Number Not Obtaining Privileges</u>	<u>Total Served</u>	<u>License Recovery Success Rate</u>
Self-referral	160	108	268	60%
Milwaukee Area Technical College	59	55	114	52%
UMOS (W-2 Agency)	32	29	61	52%
New Concept Self Development Center	35	23	58	60%
City of Milwaukee Constituent Services	34	16	50	68%
Milwaukee Urban League	33	13	46	72%
Wisconsin Community Services	15	26	41	37%
Milwaukee Municipal Court - incl. Justice 2000 Court Alt.	22	18	40	55%
Maximus (W-2 Agency)	19	18	37	51%
Policy Studies Inc (W-2 Agency)	23	8	31	74%
State Public Defender's Office*	11	17	28	39%
Milwaukee County District Attorney*	11	10	21	52%
Fatherhood Summit*	7	4	11	64%
YWCA (W-2 Agency)*	5	5	10	50%
Guest House*	5	4	9	56%
Esperanza Unida*	6	1	7	86%
Justice 2000 Pretrial Programs*	2	4	6	33%
Repairers of the Breach*	3	2	5	60%
WRTP-Big Step*	2	2	4	50%
Milwaukee Careers Cooperative*	1	2	3	33%
Project Return*	2	1	3	67%
Legal Action*	2	0	2	100%
Centro Legal*	1	0	1	100%
Community Operations*	1	0	1	100%
House of Corrections*	1	0	1	100%
MCM/F.U.T.U.R.E.*	1	0	1	100%
MCM/Project Return*	1	0	1	100%
Milwaukee County Circuit Court*	0	1	1	0%
Outlying Courts*	1	0	1	100%
Total Clients Completing Case Management Services	495	367	862	57%

***Note:** The recovery success rates for subpopulations with less than 30 clients are subject to fluctuations due to the small sample size and as such are not reliable measures of outcomes.

III. Initial Employment Outcomes for CDLRE Clients

Clients receiving case management services from the Center for Driver’s License Recovery & Employability gave permission for the CDLRE to obtain their pre- and post-program wages as reported by Wisconsin employers to the state Department of Workforce Development. This DWD file contains quarterly earnings for all employees covered by unemployment compensation in Wisconsin, or about 90% of the total labor force. Earnings were obtained for the period from First Quarter (January-March) 2005 through First Quarter 2008. Clients’ wage histories were examined for 862 clients completed or ending case management services from March 2007 to July 2008, and the First Quarter 2008 was used as a post-program assessment period for 409 clients completing services in 2007. The employment experiences of clients obtaining their driving privileges were compared to the experiences of those clients not obtaining privileges, taking into account clients’ prior wage history in First Quarter 2007 and in the 2006 calendar year, before the driver’s license recovery program began. These initial post-program earnings data, while offering encouraging outcomes for many clients, have several limitations.

- A majority of CDLRE clients are extremely low-income and have not shown prior success as full-time workers. These clients are particularly vulnerable to downturns in the economy and lack of job opportunities for lesser-skilled workers and usually experience longer bouts of unemployment than the general population.
- Fifteen percent of the study population showed no wages in the DWD file for any of the last 13 quarters (First Quarter 2005 through First Quarter 2008). The DWD wage file includes over 90% of employment in Wisconsin, but does not include earnings from self-employment, informal and unreported work, and jobs with employers not part of the Wisconsin unemployment compensation system (i.e., churches, other exempt establishments, out-of-state companies). Others may have had errors on their social security number entries or illegible data on their intake forms.
- Unemployment rates were higher in the post-program First Quarter 2008 (6.0% in January and 6.1% in February and March) than in the pre-program First Quarter 2007 (5.8% in January, 6.0% in February, and 5.9% in March).



- Many of the clients in the assessment group ended their CDLRE case management services late in 2007, making it unlikely they would find new or improved employment within the first months of 2008.
- The quarter available for this evaluation report (First Quarter, January through March) is historically a volatile economic period. The first quarters of each year typically show higher unemployment and lower earnings than the fourth quarters (October-December), particularly in the retail sector where many low-income residents are employed, given their timing after the holiday season.
- Over a fourth of men with no earnings in First Quarter 2008 had records of incarceration in state correctional facilities (and others may have incarceration records with the House of Corrections), raising the concern that some may have been again incarcerated during some or all of the quarter.
- Not all clients are seeking full-time employment. Fifteen percent of the CDLRE clients were students at Milwaukee Area Technical College and may be postponing full-time employment (and utilizing student loans) while they pursue their studies. Mothers of young children may also not be seeking full-time employment,

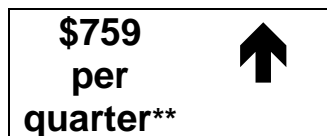
Still, some very encouraging employment findings were identified.

Employment Success Rates for Women

Wage earnings were examined for 132 female clients who received case management services from the Center on Driver's License Recovery & Employability with their cases closed during 2007. All clients entering the program had suspensions and/or revocations. The 76 female clients obtaining their driving privileges in 2007 were compared to 56 female clients who exited the program in 2007 without obtaining their driving privileges.

1. Even given the short amount of time since completing the CDLRE program, women who obtained driving privileges through the CDLRE showed a significant gain in First Quarter 2008 earnings when compared to those who left the program without a valid license. **Women successfully obtaining their driving privileges earned an average of \$759 more per quarter (\$253 per month) than those leaving the program without driving privileges, after controlling for pre-program earnings.**

Initial Wage Gains for Successful Female CDLRE Clients



**Significant at p<.05

2. Total First Quarter 2008 wages for women securing their driving privileges rose 62% over their earnings in First Quarter 2007, while the wages for women leaving the program without obtaining their driving privileges only rose 4% over the prior year.

Pre-/Post-Program Earnings of Female Clients Completing Case Management Services in 2007

<u>Female Client Outcome</u>	<u>Average Earnings, First Quarter 2007</u>	<u>Average Earnings, First Quarter 2008</u>	<u>% Increase</u>
Obtained driving privileges	\$1,392	\$2,257	62%
Did not obtain driving privileges	\$1,567	\$1,633	4%

- Improvements were seen for women at all levels of the earnings scale. The percentage of women with no earnings dropped from 45% in First Quarter 2007 (before entering the program) to 37% in First Quarter 2008 (after obtaining their driving privileges).
- The percentage of women with earnings equivalent to at least full-time employment paying double the minimum wage (\$6,240 per quarter) quadrupled from 3% in First Quarter 2007 (before entering the program) to 12% in First Quarter 2008 (after completing the program), among the group obtaining their driving privileges.
- In all, a third (32%) of the successful female clients had First Quarter 2008 earnings equivalent to at least full-time at minimum wage, compared to only 17% of these clients who showed this level of wages in First Quarter 2007 before they entered the program.

Improvement in Earnings for Women Obtaining Their Driving Privileges in 2007

<u>Quarterly Earnings</u>	<u>Pre-Program: First Quarter 2007</u>	<u>Post-Program: First Quarter 2008</u>	<u>Change</u>
<u>Those with Earnings Above Full-Time Minimum Wage:</u>			
\$6,240 and above (double full-time at minimum wage)	3%	12%	↑
\$4,680 - \$6,239	8%	12%	↑
\$3,120 - \$4,679 (at least full-time at minimum wage)	6%	8%	↑
<u>Those with Earnings Below Full-Time Minimum Wage:</u>			
\$1,560 - \$3,119 (less than full-time earnings)	16%	10%	↓
\$1-\$1,559 (less than 1/2 time earnings)	22%	21%	↓
No earnings shown	<u>45%</u>	<u>37%</u>	↓
Total	100%	100%	

Employment Success Rates for Men

Wage earnings were examined for 277 male clients who received case management services from the Center on Driver’s License Recovery & Employability with their cases closed during 2007. All clients entering the program had suspensions and/or revocations. The 149 male clients obtaining their driving privileges in 2007 were compared to 128 male clients who exited the program in 2007 without obtaining their driving privileges.

- Men who obtained driving privileges through the CDLRE showed an average quarterly wage increase of \$106, but this increase was not statistically significant.

Initial Wage Gains for Successful Male CDLRE Clients

\$106	Increase is not statistically significant.
per	
quarter	

- Total First Quarter 2008 wages for men securing their driving privileges rose 24% over their earnings in the prior year, and First Quarter 2008 wages for men leaving the program without obtaining their driving privileges rose 15% over the prior year. The differences in earnings gains between the two groups were not statistically significant.

Pre-/Post-Program Earnings of Male Clients Completing Case Management Services in 2007

<u>Male Client Outcome</u>	<u>Average Earnings, First Quarter 2007</u>	<u>Average Earnings, First Quarter 2008</u>	<u>% Increase</u>
Obtained driving privileges	\$1,283	\$1,592	24%
Did not obtain driving privileges	\$1,301	\$1,496	15%

- The pre- and post-program labor market experiences of men seeking assistance from the CDLRE for suspensions and revocations were very different from those of women. First, the unemployment rate for male clients entering the program was 58% and over a fourth (28%) of the men were ex-offenders with a history of incarceration in state correctional facilities. Indeed, **men’s history of prior state incarceration was a stronger predictor of their First Quarter 2008 earnings than their level of schooling or driver’s license attainment.**
- The long-term consequences of chronic unemployment/underemployment and felony status among the predominantly African American CDLRE client population appear to have mitigated against significant immediate earnings gains (in January-March 2008) for men obtaining their driving privileges. **Improvements were seen in the unemployment rate among successful CDLRE males (dropping from 58% to 54%) and in the percentages of men earning at least full-time wages at double the minimum wage (rising from 3% to 6%), but workers at other employment thresholds did not show immediate earnings gains.**

Improvement in Earnings for Men Obtaining Their Driving Privileges in 2007

<u>Quarterly Earnings</u>	<u>Pre-Program: First Quarter 2007</u>	<u>Post-Program: First Quarter 2008</u>	<u>Change</u>
<u>Those With Incomes Above Full-Time Minimum Wage:</u>			
\$6,240 and above (double full-time at minimum wage)	3%	6%	↑
\$4,680 - \$6,239	9%	9%	
\$3,120 - \$4,679 (at least full-time at minimum wage)	7%	8%	↑
<u>Those With Income Below Full-Time Minimum Wage:</u>			
\$1,560 - \$3,119 (less than full-time earnings)	7%	7%	
\$1-\$1,559 (less than 1/2 time earnings)	17%	17%	
No earnings shown	<u>58%</u>	<u>54%</u>	↓
Total	100%	100%	

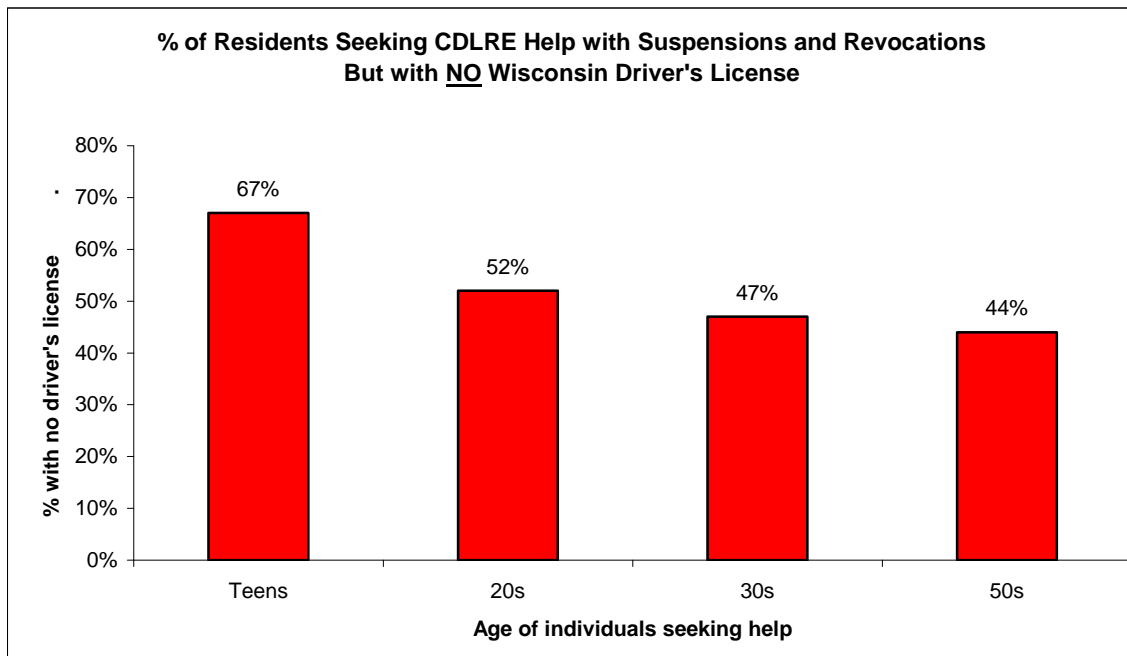
- The pre-program wage data available on male clients coming to the CDLRE for case management services offered sobering evidence of very low earnings for men with state prison records (and for other men, mainly minorities, seeking CDLRE services as well). In 2006 the average wages of men without records of state incarceration were almost 50% higher than the wages of men with records of state incarceration. When men were excluded who showed no earnings in 2006 (according to the DWD wage file), men without state incarceration records still showed a 25% advantage in wages.

IV. Pre-Program Employment Patterns for Non-Licensed and Suspended Drivers

The wage data collected on client's earnings history in 2005 and 2006 before the driver's license program was initiated offers an opportunity to examine the history of employment levels for non-licensed and suspended drivers in Milwaukee County. The long-term effects of large numbers of working age residents without driving privileges cannot be overstated. "Driving while poor" has taken on new meaning in Milwaukee, where thousands of residents drive without possessing a license, valid or suspended, and the Wisconsin Department of Transportation is called upon to enforce policies preventing teens and adults from obtaining a license based on non-driving offenses. The long-term effects of these policies on the low-income poor are evident in the populations seeking services from the Center for Driver's License Recovery & Employability.

Earnings History of Non-Licensed Drivers

1. A total of 1,253 Milwaukee County residents who came to the CDLRE from March 2007-July 2008 for case management or advice assistance related to driver's license suspensions or revocations had no driver's license and needed to take their written and road driving tests.
2. Two-thirds (67%) of the teens coming to the CDLRE for help with suspensions and revocations had no Wisconsin driver's license and needed to take their written and road tests. This young population is driving without securing a license – a most serious problem among teens, particularly given the elimination of state aid support for free driver's education in the schools. Milwaukee County residents in their twenties also showed 52% with no license (valid or not) but with suspensions and revocations.



Note: Percentages are calculated for Milwaukee County residents coming to the CDLRE for case management or advice services from March 2007-July 2008 and whose Wisconsin driving records were reviewed by CDLRE staff.

3. Younger men who had both a history of suspensions and revocations and also no driver's license had far lower wages than those possessing a license, valid or not, even given their suspension/revocation history. Average annual wages of case management clients (males, ages 25-34) are shown below for 2006 (before entering the CDLRE program).

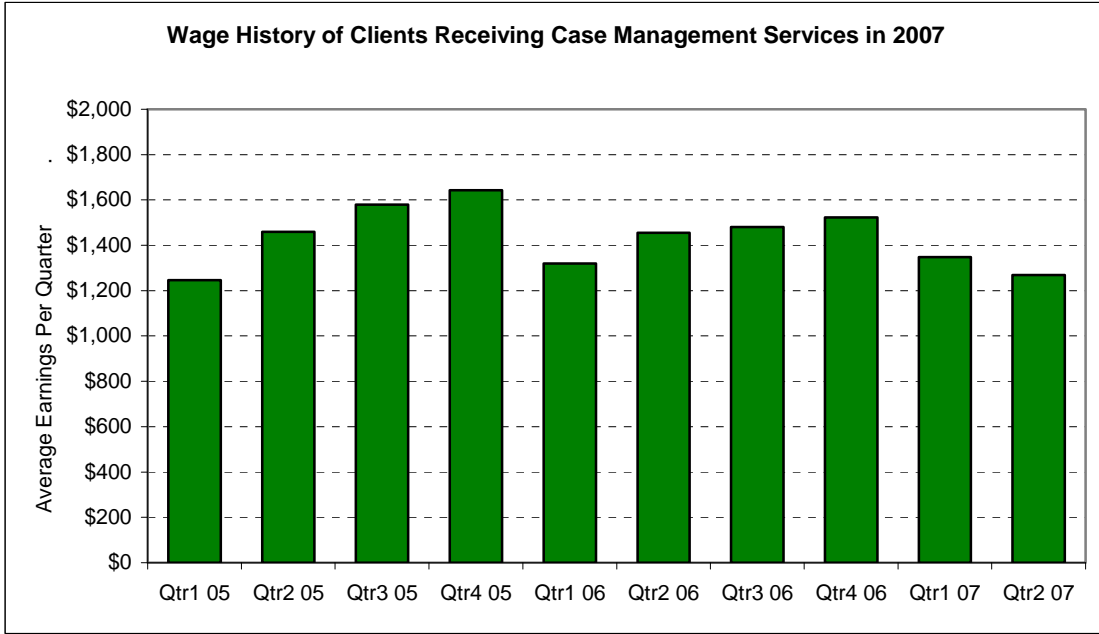


4. The average 2006 wages for employed men (ages 25-34) possessing a regular or probationary license were \$11,889, or 66% higher than the average 2006 wages for men with no driver's license (\$7,150) among CDLRE clients receiving case management services for suspensions and revocations.
5. The wage gap between clients with and without a regular or probationary license was not nearly as large for women as for men. Employed women (ages 25-34) coming to the CDLRE for case management help with suspensions and revocations showed average 2006 wages of \$10,936 for the group already possessing a regular or probationary license, compared to average 2006 wages of \$9,075 for the group without a license.

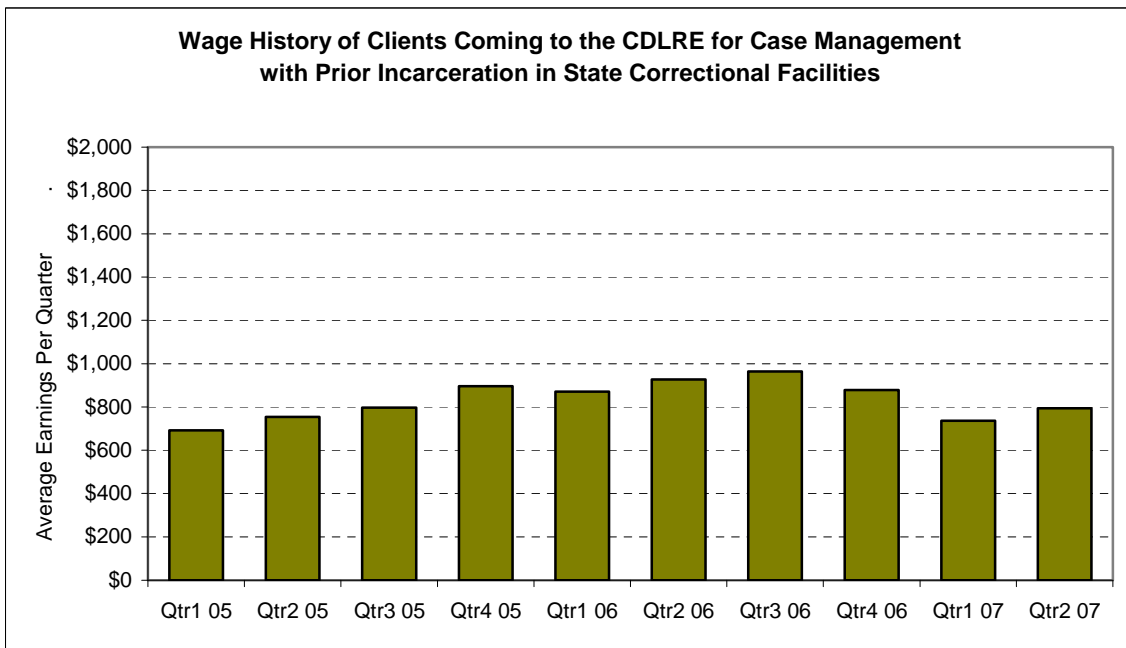
Pre-Program Earnings History of the Targeted CDLRE Populations

The CDLRE program focuses its services on the lowest income residents in the county -- individuals who have not successfully obtained driving privileges in the past. Pre-program average wages of clients were exceptionally low, in part due to the number of clients with no earnings in many of the quarters prior to their entry to the program.

1. The population receiving case management in 2007 and in the first half of 2008 showed average pre-program earnings above \$1,600 per quarter (\$533 per month) in only one quarter (Fourth Quarter of 2005).
2. In the 2-1/2 years prior to the establishment of the CDLRE, the clients had earned an average of \$1,432 per quarter (or \$477 per month).



3. One out of four males receiving case management services from the CDLRE had a prior history of incarceration in a Wisconsin Department of Corrections facility. Those clients with records of incarceration in state correctional facilities showed even lower average wages. In no quarter prior to the start of the program did ex-offenders as a group show average wages above \$1,000 (or \$333 per month) when all clients including those with no wages were analyzed.
4. In the 2-1/2 years prior to the establishment of the CDLRE, the ex-offenders had earned an average of \$831 a quarter (\$277 per month).



V. Long-Term Licensing Effects for Suspensions and Revocations on Teens

One of the first steps taken when individuals are referred to the CDLRE is to review their Wisconsin driver's license record to determine impediments to restoration of their driving privileges. In the first 16 months of operation, half of those coming to the CDLRE for case management or advice services had suspensions and revocations but **no** Wisconsin driver's license. Younger residents coming to the center showed two-thirds without a license and needing to take their written and/or road tests after clearing up other impediments.

Given the high proportion of teenagers driving without a driver's license (valid or not), Wisconsin Department of Transportation driver's license files were examined for youth by neighborhood to estimate the number of teens who are not obtaining driver's licenses.⁴ U.S. Census data population estimates by PUMS (Public Use Microdata Sample) geographical areas were used to estimate the 2008 population of youth sixteen and seventeen years of age. (See p. 23 for a definition of PUMS neighborhoods.) The DOT files were used for April 2008.

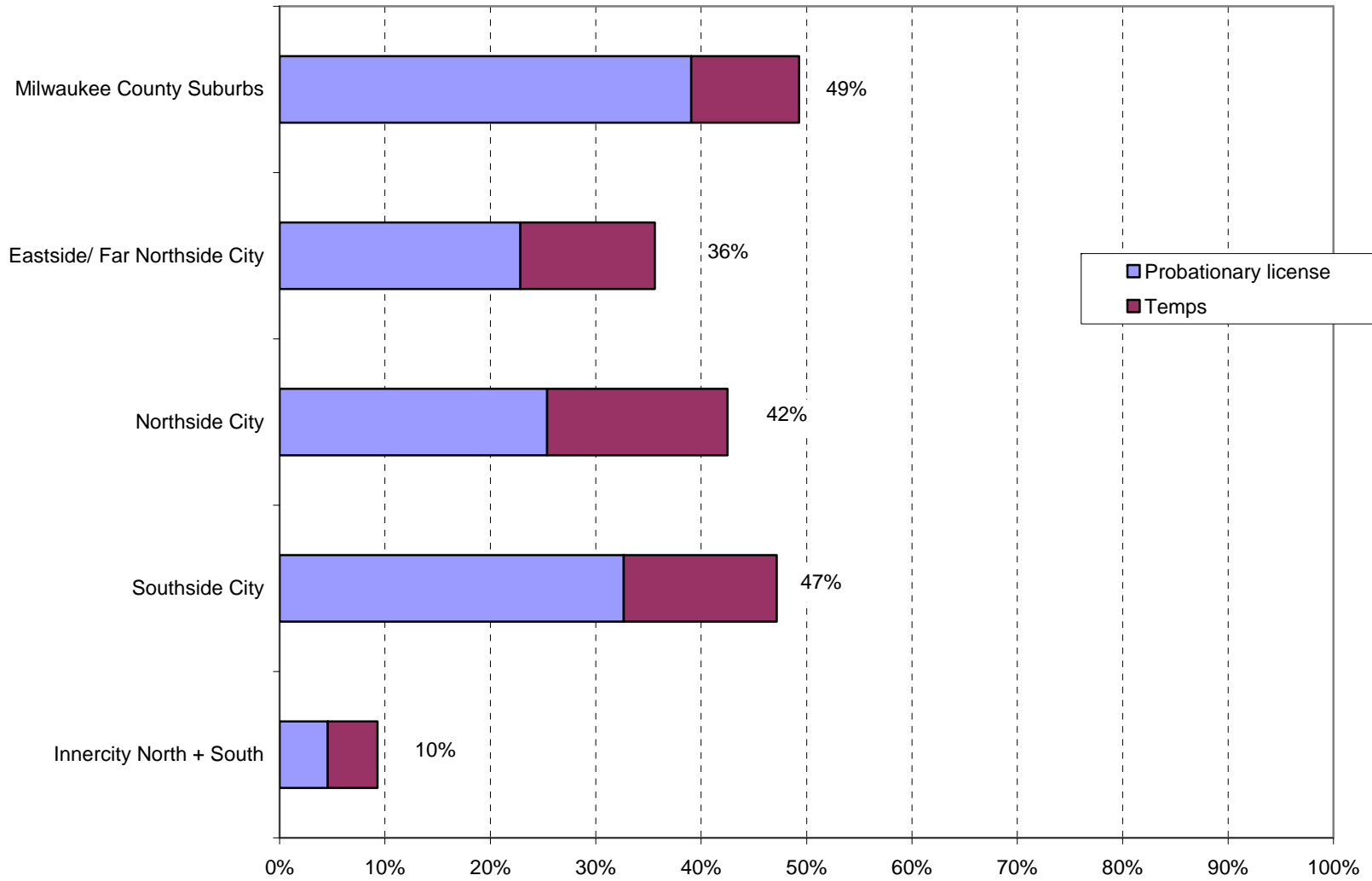
As of April 2008, an estimated 11,855 City of Milwaukee youth ages 16 and 17 did not have a probationary driver's license or a learning permit, and over 5,600 of these teens lived in the poorest areas of the city.

Driver's License Status of 16- and 17-Year-Olds in Milwaukee County: April 2008

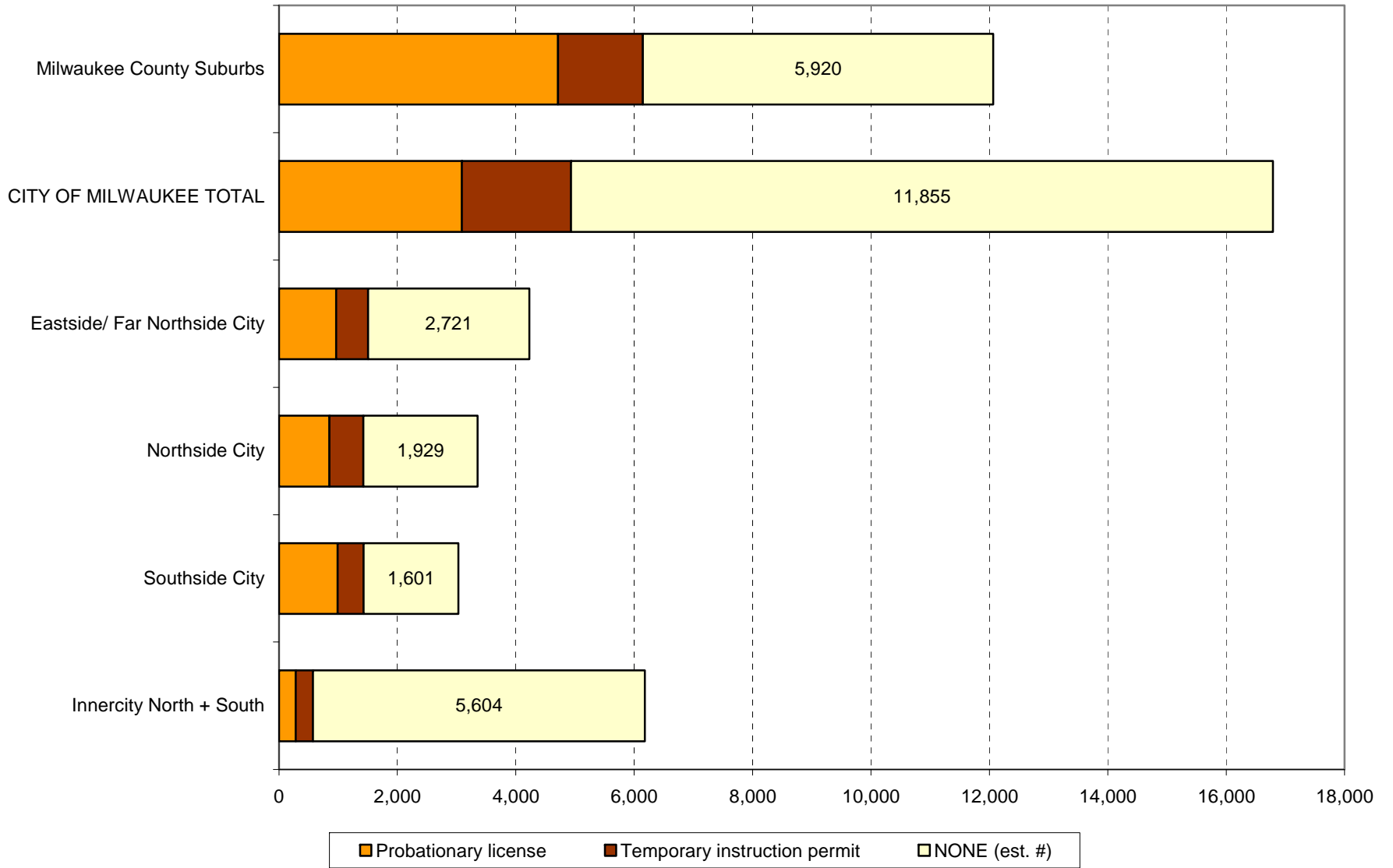
<u>License Status</u>	CITY OF MILWAUKEE:				<u>City Total</u>	<u>Milwaukee</u>
	<u>Innercity</u>	<u>Southside</u>	<u>Northside</u>	<u>Eastside/ Far Northside</u>		<u>County Suburbs</u>
Probationary license	282	990	851	966	3,089	4,713
Temporary instruction permit	293	439	574	539	1,845	1,233
Estimated number with no license	<u>5,604</u>	<u>1,601</u>	<u>1,929</u>	<u>2,721</u>	<u>11,855</u>	<u>6,120</u>
Total	6,179	3,030	3,354	4,226	16,789	12,066

- In innercity Milwaukee, only 10% of youth ages 16 and 17 have a probationary driver's license (5%) or instruction permit (5%), while 90% are unlicensed and not preparing for their license.
- By contrast, in the Milwaukee County suburbs 49% of 16- and 17-year-olds have a probationary license or learner's permit.

Percent of 16- and 17-Year-Olds with a Driver's License or Temporary Instruction Permit: Milwaukee County, April 2008



**Estimated Numbers of 16- and 17-Year-Olds without a Driver's License:
Milwaukee County, April 2008**



Suspensions and Revocations for Youth without Licenses: The “NONs”

Long-term consequences can be seen for early suspensions and revocations placed on teens for failure to pay municipal fines and forfeitures often unrelated to driving. The odds of these teens later obtaining their driving privileges are very low, particularly for youth from low-income neighborhoods. Driver’s license files from the Wisconsin Department of Transportation (DOT) were examined for teens ages 15 through 17 in January 2000 and tracked for their license status as young adults as of April 2008.

Of the 22,456 teens (ages 15 through 17) in the January 2000 DOT file, 10,037 had a probationary license, 3,358 had an instruction permit (temps), and 9,061 had a “NON” status, that is, with a suspension or revocation but no license. These teens subsequent driver’s license status was tracked using the April 2008 DOT license file.

- A total of 9,061 Milwaukee County youth ages 15 through 17 had suspensions and revocations in the DOT file but no license as of January 2000. Only 23% of these individuals had obtained a regular or probationary license as of April 2008 (when ages 23 through 25).
- A total of 10,037 youth ages 15 through 17 had a probationary license in January 2000. Most (86%) of these individuals had obtained a regular license as of April 2008.
- A total of 3,358 youth ages 15 through 17 had an instruction permit in January 2000. Again, most (79%) of these individuals had obtained a regular or probationary license as of April 2008 (by ages 23 through 25).

Teens without drivers’ licenses were most heavily concentrated in the poorest areas of the county.

- The innercity areas (north and south) of the City of Milwaukee showed the highest number of unlicensed teens with a trap on their future licenses due to suspensions and revocations (many due to failure to pay fines unrelated to driving, such as curfew violations, jaywalking, underage drinking) and the lowest rate of recovery from such traps. A total of 3,389 youth ages 15 through 17 had suspensions and revocations entered into the DOT system but no license, and only 16% of these teens subsequently obtained a license, according to the April 2008 DOT file.
- By contrast, the suburban areas showed the lowest number of teens with unpaid fines resulting in suspensions and revocations. Even in the suburbs, less than half of the teens recovered from such traps and secured their license by 2008.

2008 Driver’s License Status of Teens Who Had Suspensions/Revocations in 2000 But No License

<u>Milwaukee County PUMS Area</u>	<u>15- to 17-Year-Olds with Suspensions and and Revocations and No License in 1/2000</u>	<u>% Who Obtained a Regular or Probationary License by 4/2008</u>
Innercity north and south – City	3,389	16%
Northside – City	2,609	21%
Eastside/ Far Northside – City	1,168	26%
Southside – City	1,108	29%
Southside Suburbs	676	41%
Northside Suburbs	111	47%
Total Milwaukee County	9,061	23%

On the other side of the equation, the poorest Milwaukee neighborhoods had the smallest number of teens (ages 15 through 17) with instruction permits. (Given the lack of free driver's education in the high schools, most teens now have to pay for such training.)

- Only 355 teens from the innercity areas of the City of Milwaukee had instruction permits in January 2000 and two-thirds of them (68%) had obtained their licenses (regular or probationary) by April 2008.
- Rates of teens obtaining regular or probationary licenses by 2008 after taking out instruction permits in 2000 were highest in the Milwaukee County suburbs.

2008 Driver's License Status of Teens Who Had Instruction Permits in 2000

Milwaukee County PUMS Area	15- to 17-Year-Olds with Suspensions and and Revocations and No License in 1/2000	% Who Obtained a Regular or Probationary License by 4/2008
Innecity north and south – City	355	68%
Northside – City	646	76%
Eastside/ Far Northside – City	489	80%
Southside – City	526	77%
Southside Suburbs	864	82%
Northside Suburbs	478	86%
Total Milwaukee County	3,358	79%

Definitions of the PUMS Areas

The U.S. Census Bureau PUMS (Public Use Microdata Sample) areas were used to analyze driver's license status for teens and estimates of youth with licenses (see p. 19). The city areas are defined by the City of Milwaukee using census tracts and cover the approximate geographic areas as follows:

- *Innecity north and south (PUMS #2003) is in large part zipcodes 53204, 53205, 53206, 53212, and 53203.*
- *Northside (PUMS #2002) is in large part zipcodes inside the City of Milwaukee in 53209, 53216, 53218, 53210, 53208, and 53214.*
- *Southside (PUMS #2004) is mainly the southside of Milwaukee not including zipcode 53204.*
- *Eastside/Far Northside (PUMS #2001) is mainly the RiverWest and far northwest side of Milwaukee, north of Mill Road and west of 64th Street below Mill Road.*

The Northside Milwaukee County Suburbs (PUMS #2102) include Wauwatosa and the northern suburbs.

The Southside Milwaukee County Suburbs (PUMS #2101) are the suburbs south of the Valley.

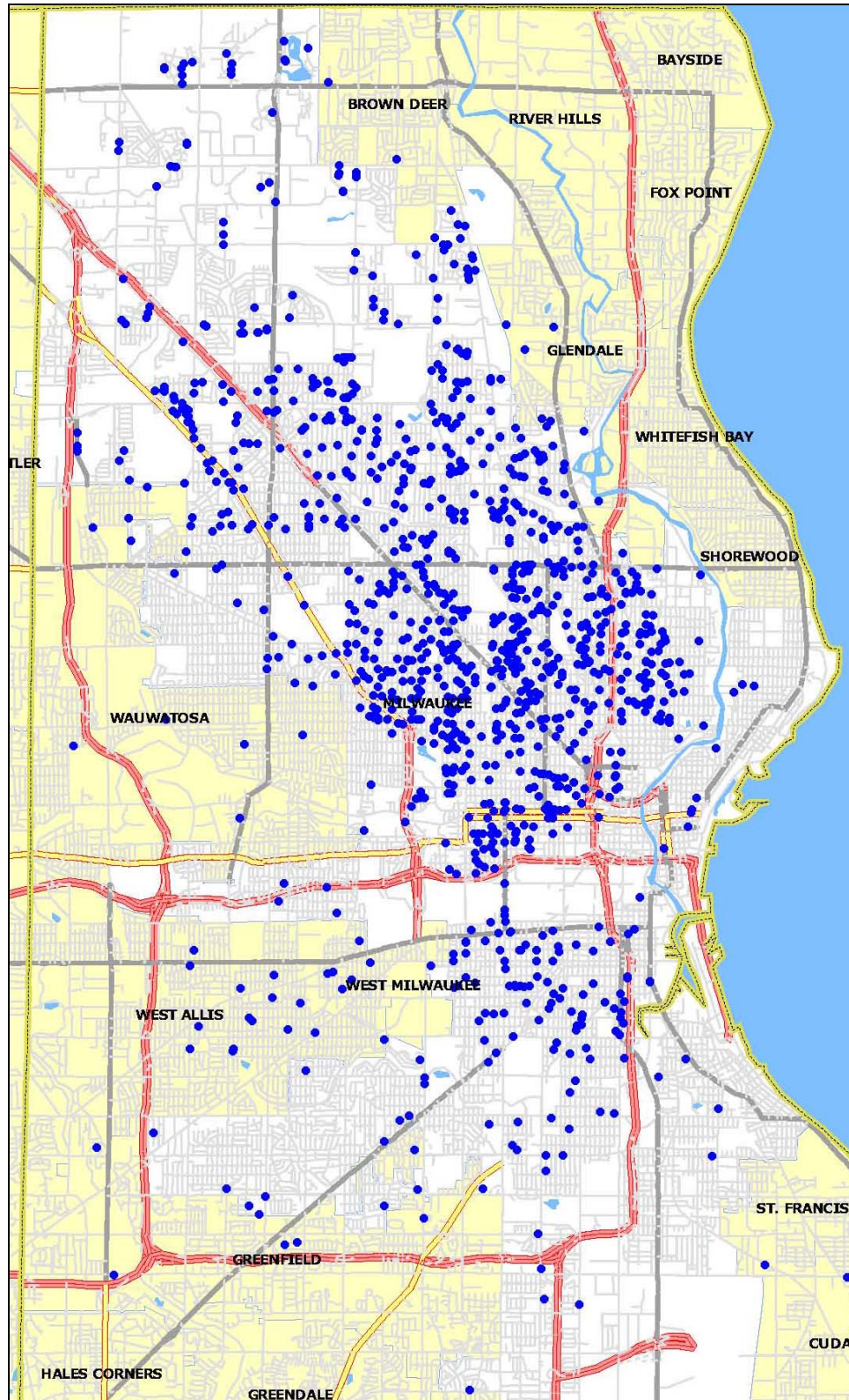
VI. Profile of the CDLRE Client Populations Receiving Case Management Services

The services of the Center for Driver's License Recovery & Employability are available for Milwaukee County residents with a suspended or revoked driver's license, who are at least 18 years of age, low-income (i.e., household income no higher than 200% of poverty), and having no pending Operating While Intoxicated (OWI) offenses.

The demographics of the 862 clients completing case management services from March 2007-July 2008 indicated that the CDLRE is targeting the most difficult-to-serve, high-risk populations with driver's license suspension and revocation problems in Milwaukee County.

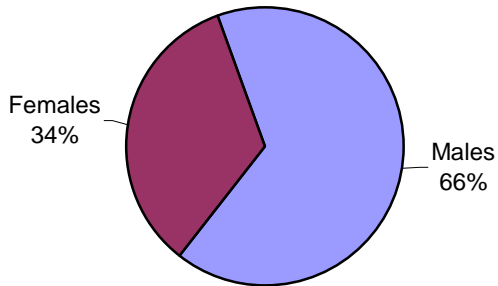
- The client population served by the CDLRE is by intention low-income, and all clients must have income below 200% of the federal poverty level. The vast majority (89%) of clients served had "extremely low" incomes, according to U.S. Department of Housing and Urban Development standards.
- 92% of the clients were minorities (including 84% African Americans and 7% Hispanics). African American males comprised the largest group served.
- Most clients (84%) were never married, 9% were currently married, and 7% were no longer married.
- Two-thirds (66%) of the clients were males – the population most affected by driver's license problems in Milwaukee County.
- Over half (58%) of the clients had no health insurance, 30% had government insurance (Medicaid, BadgerCare, VA, GAMP, Medicare, or I-Care), and only 12% had private insurance (through an employer or self-insurance).
- A fourth (25%) of the clients had not completed high school and another 13% had a GED or High School Equivalency Diploma (HSED) only, while 28% were high school graduates with no post-secondary education and 34% had college and vocational post-secondary education.
- Over a fourth (27%) of the male clients and 3% of the female clients had served time in state correctional facilities, according to Wisconsin Department of Corrections records.
- 11% of the clients reported a serious health service need, i.e., for AODA, physical needs, mental health, or developmental disabilities.
- Clients included individuals who were homeless or living in temporary shelters (3% of the client base), living in group or residential facilities (4%), living independently on their own (23%), and living independently with others (70%).
- Clients were from throughout Milwaukee County, with the highest concentrations from lower-income neighborhoods on Milwaukee's north side. (See map below)

**Milwaukee County Residents Receiving CDLRE Case Management Services,
March 2007 – July 2008**

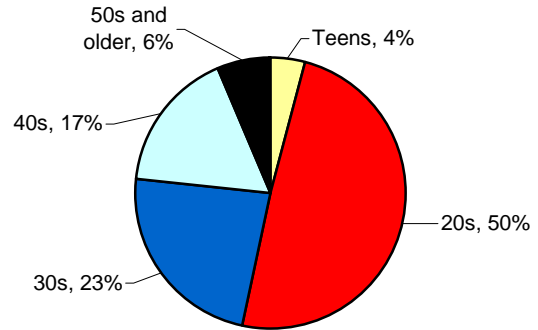


Profile of CDLRE Clients Completing Case Management Services, March 2007-July 2008

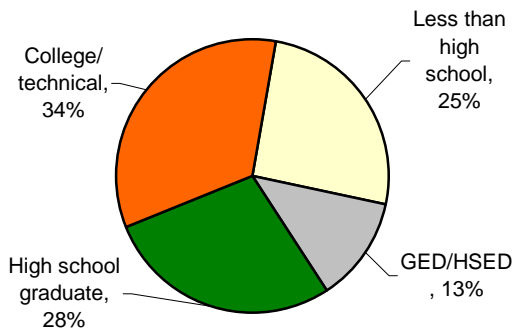
Gender



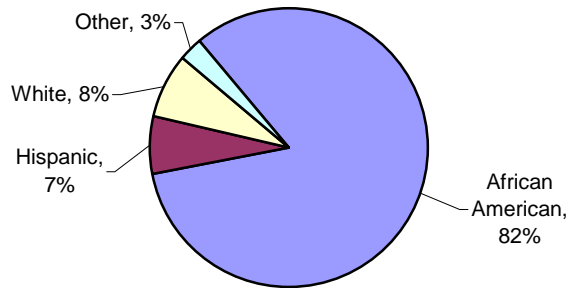
Age



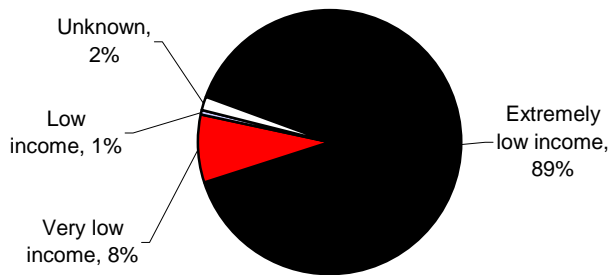
Education



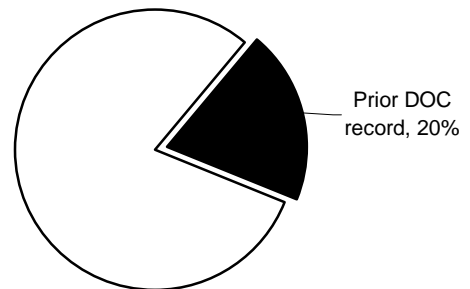
Race/Ethnicity



Income



With Record of State Incarceration



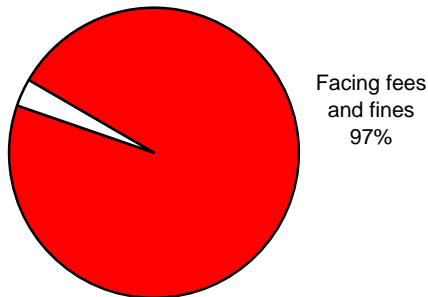
The client population receiving case management services (March 2007-July 2008) faced multiple challenges toward obtaining their driving privileges.

- 97% of the clients faced financial requirements, including court fines, filing and reinstatement fees, and other costs, which impeded their access to a valid driver's license.
- 96% of the clients owed fees, including court filing and license reinstatement fees.
- 71% of the clients owed fines totaling \$238,000, with court cases before at least 40 different municipal and county courts.
- 39% of the clients did not have a previous driver's license and were required to take their driving test (i.e., written and/or road test) in order to obtain their license after clearing up other impediments.
- 36% of the clients were required to obtain SR-22 proof of liability insurance, an expensive hurdle for low-income drivers.

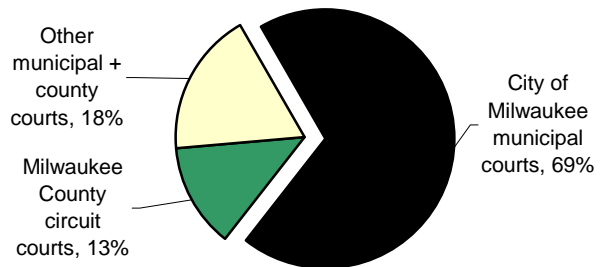
Barriers Facing CDLRE Clients

(Clients Completing Case Management Services, March 2007-July 2008)

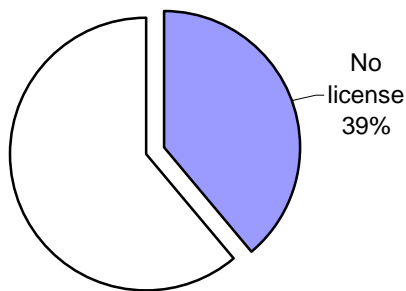
Clients Facing Fines and Fees



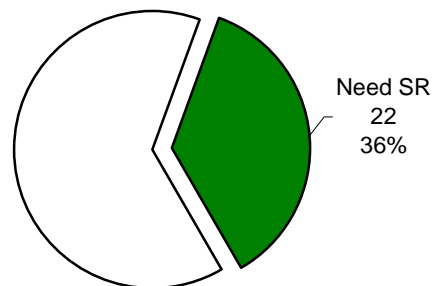
Court Cases of CDLRE Clients (N=2,154 Cases)



No Driver's License



Clients Required to Obtain SR 22 Proof of Liability Insurance

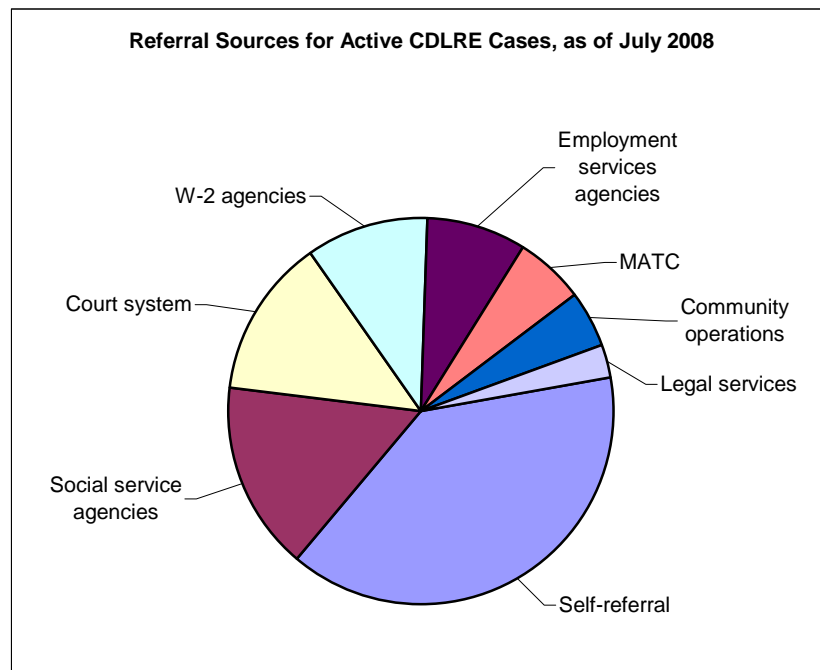


VII. CDLRE Active Client Cases and Advice Only Populations

In addition to the 862 CDLRE clients who had completed their case management services by July 21, 2008, another 491 clients were currently receiving case management services as of July 2008, and 903 residents had received “advice only” services from March 2007-July 2008 based on an individual review of their current driving record. The referral sources for these cases are shown below.

Active Client Cases

As of July 21, 2008, the Center was serving 491 active client cases. Of these active cases, 119 (24%) were receiving case management and legal services, and 372 (76%) were receiving case management (without legal services).



The types of agencies and governmental units referring these clients are shown below.

Active Client Cases by Referral Type, as of July 2008

Referral Source Type	Females	Males	Total#
Self-referral	65	126	191
Social service agencies	17	54	78
Court system	26	38	65
W-2 agencies	33	17	51
Employment services agencies	13	27	40
Milwaukee Area Technical College	10	19	29
Community Operations	5	18	24
Legal Services	4	8	13
Total Active Cases	173	307	491

#Totals include 11 cases with missing gender data.

Referral Sources for Current Active Client Cases, as of July 2008

Referral Source	Females	Males	Total#
Self-referral	65	126	191
Milwaukee Urban League	12	22	34
UMOS (W-2 Agency)	18	12	30
City of Milwaukee Constituent Services	8	15	30
Milwaukee Area Technical College	10	19	29
Milwaukee County District Attorney	6	16	23
New Concept Self Development Center	6	16	22
Milwaukee Municipal Court	6	14	20
Policy Solutions (W-2 Agency)	10	4	15
Community Operations	5	8	14
Legal Action	4	8	13
Fatherhood Summit	0	10	10
Milwaukee Municipal Court-Justice 2000 Court Alternative	8	1	9
MCM/Project Return	0	9	9
Maximus (W-2 Agency)	5	1	6
State Public Defender's Office	2	3	5
Esperanza Unida	1	4	5
Guest House	0	4	4
Milwaukee County Circuit Court	3	1	4
Justice 2000 Pretrial Programs	1	2	3
Project Return	1	2	3
MCM/F.U.T.U.R.E.	0	3	3
Wisconsin Community Services	0	2	2
House of Corrections	0	2	2
Outlying Courts	1	1	2
MCM/WCS	1	1	2
Milwaukee Careers Cooperative	0	1	1
Total Active Clients	173	307	491

#Totals include 11 cases with missing gender data.

Individuals Receiving “Advice Only” Services

The CDLRE staff review the driving record of each person referred using online screens of drivers’ abstracts made available from the Wisconsin Department of Transportation in order to determine the level of services to be provided (i.e., case management and legal services or case management without legal), identify any factors making the referral ineligible for services, and identify individuals appropriate for “advice only” services.

In the sixteen-month period, a total of 903 Milwaukee County residents were given technical assistance in identifying the dimensions of their licensing problems, along with an individual recovery plan for redressing obstacles to obtaining driving privileges. These included 660 residents whose license problems were deemed too severe for service under the program’s present structure and funding levels (including individuals with legal prohibitions or time limits preventing license restoration) and 245 residents who received advice and individual recovery plans developed for them during the Fatherhood Summit.

“Advice Only” Services by Referral Type: March 2007-July 2008

Referral Source Type	Females	Males	Total#
Community operations	10	233	245
Self-referral	56	151	207
Court system	18	106	134
Social service agencies	18	106	128
W-2 agencies	38	37	78
Milwaukee Area Technical College	17	39	56
Employment services agencies	12	39	52
Legal services	0	3	3
Total “Advice Only” Clients	169	714	903

#Totals include 20 cases with missing gender data.

Referral Sources for “Advice Only” Services: March 2007-July 2008

Referral Source	Females	Males	Total#
Fatherhood Summit*	10	231	243
Self-referral	56	151	207
House of Corrections	3	59	72
Milwaukee Area Technical College	17	39	56
UMOS (W-2 Agency)	23	12	35
Milwaukee Urban League	9	24	34
City of Milwaukee Constituent Services	8	24	33
Wisconsin Community Services	3	28	32
New Concept Self Development Center	4	27	31
Policy Solutions (W-2 Agency)	10	12	24
Milwaukee County District Attorney	5	14	19
State Public Defender’s Office	3	16	19
Maximus (W-2 Agency)	4	13	18
Guest House		14	14
Milwaukee Municipal Court-Justice 2000 Court Alt.	1	12	13
Milwaukee Municipal Court	6	5	11
Esperanza Unida	0	8	8
Justice 2000 Pretrial Programs	2	4	6
Milwaukee Careers Cooperative	2	3	5
MCM/Project Return	0	4	4
Project Return	0	4	4
Legal Action	0	3	3
WRTP-Big Step	0	3	3
Community Operations	0	2	2
Word of Hope	0	1	2
MCM/F.U.T.U.R.E.	1	0	1
YWCA (W-2 Agency)	1	0	1
Riverworks Development Corporation	1	0	1
Tramont Corporation	0	1	1
Total “Advice Only” Clients	169	714	903

* Due to the volume of participants, individuals attending the Fatherhood Summit received individual assessments and license recovery plans, but were not enrolled as clients in the CDLRE program. Some participants later returned to the CDLRE as case management clients. # Totals include 20 individuals with missing gender data.

Endnotes

¹ For a history of the development of the Center for Driver's License Recovery & Employability, see David Pifer, "Development of a Community Movement: Driver's License Reform in Milwaukee" (Legal Action of Wisconsin, Inc., March 3, 2008).

² The first year evaluation of the CDLRE, **Assessment of 2007 Client Outcomes for the Center for Driver's License Recovery & Employability** (University of Wisconsin-Milwaukee Employment and Training Institute, February 2008), is posted online at www.eti.uwm.edu/2008/CDLRE2007.pdf.

³ A review of other programs serving very low-income, incarcerated, and/or welfare populations in Milwaukee County have typically shown success rates of 4% to 9% or less. For example, the percentage of Private Industry Council of Milwaukee County clients receiving training through the Workforce Investment Act who were still working for the same employer one year later was **9%**. The percentage of WIA clients with records of state incarceration that held any employment in each of the next 8 quarters after leaving job training programs was **9%**. The percentage of WIA clients from the welfare rolls who showed earnings at or above the poverty level in their first quarter after exiting job training programs was **9%** and that percentage dropped to **4%** for the clients showing earnings above poverty for the next seven quarters. The percentage of Milwaukee County adults released from state correctional facilities holding a valid driver's license after release was **7%**. See John Pawasarat and Lois M. Quinn, **The EARN (Early Assessment and Retention Network) Model for Effectively Targeting WIA and TANF Resources to Participants** (University of Wisconsin-Milwaukee Employment and Training Institute, 2007); Pawasarat, **Barriers to Employment: Prison Time** (University of Wisconsin-Milwaukee Employment and Training Institute, 2007), both posted at www.eti.uwm.edu.

⁴ In order to obtain a driver's license in Wisconsin, youth under age 18 must first obtain an instruction permit (temps). To be eligible for the permit, youth must be at least 15 years 6 months of age; be enrolled in school or in a GED program (or have graduated); have passed knowledge, sign and vision tests; and be enrolled in a certified driver education program. All new driver's, regardless of age, first receive a probationary license. To receive a probationary license, youth under age 18 must be at least 16 years of age, have had an instruction permit for at least 6 months, be in school or have graduated, have passed an approved driver's education course, and have at least 30 hours of driving experience. See the Wisconsin Department of Transportation website at www.dot.wisconsin.gov/drivers/drivers/apply.

The Center for Driver's License Recovery & Employability has as major objectives developing a free driver's education programs for 500 income eligible Milwaukee Public School teens, system changes that increase the use of alternatives to suspensions and revocations for failure to pay fines, public policy changes eliminating suspensions and revocations for non-driving offenses, and reinstatement of universal driver's education for low-income students. See the **Justice 2000, Inc. Center for Driver's License Recovery and Employability 2007 Program Report** (February 2008).

Report prepared by Lois M. Quinn and John Pawasarat of the University of Wisconsin-Milwaukee Employment and Training Institute, 161 W. Wisconsin Avenue, Suite 6000, Milwaukee, WI 53203, for the Center for Driver's License Recovery & Employability, a Program of Justice 2000, located at Milwaukee Area Technical College, Foundation Hall, 8th Floor, 700 West State Street, Milwaukee, WI 53233.

November 2008