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Lois M. Quinn

University of Wisconsin - Milwaukee, lquinn@uwm.edu

John Pawasarat

University of Wisconsin - Milwaukee, pawasara@uwm.edu

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A “Milwaukee Plan” for Construction Trade Apprenticeships? Workforce Challenges for 2014

Prepared by Lois M. Quinn and John Pawasarat, Employment and Training Institute,
University of Wisconsin-Milwaukee, 2014

Background on the 1970s Milwaukee Plan Proposal

As part of its effort to reduce barriers to employment for nonwhites in the construction industry, in 1969 the Nixon Administration implemented a “Philadelphia Plan,” requiring federal contractors to make “good faith efforts” to reach federally-established goals for employment of African Americans and other minorities.¹ In 1970 the U.S. Department of Labor placed Milwaukee and eighteen other cities on notice that unless they improved their hiring of minorities they would also have to adopt “Philadelphia-type plans” requiring timelines and quotas for opening up job training to nonwhites in the skilled construction trades as a condition for eligibility for larger federally funded projects.

The Labor Department called for a “Milwaukee Plan” that over five years would bring the number of African Americans in the skilled construction jobs proportional to their percentage of the population.² Accordingly, the Plan would have expected African Americans to have 11-12% of apprenticeships in the city of Milwaukee and 6-7% of the apprenticeships in the four-county area. As an alternative the Milwaukee Building and Construction Trades Council worked with the Milwaukee Urban League to bring minorities into the trades through the Labor Education Advancement Program (LEAP). As of December 1, 1973, the Wisconsin Department of Industry, Labor and Human Relations (the Department of Workforce Development’s predecessor) reported that the number of construction trade apprentices in the four-county Milwaukee metro area totaled 1,099. The number of African American apprentices was reported at 104, or 9% of the total apprentices – exceeding the metro area goal.

The Status of Minority Apprentices Today

The minority population of the Milwaukee metro area has grown considerably in the past forty years. A third of the residents of the four-county metro area are now African Americans, Latinos, Native Americans, and Asian Americans, and the youth population is 50% non-white. Milwaukee is now a “majority-minority” city (with 63% of residents persons of color and 39% African Americans), and where the need for job training is most acute.

- Training for skilled construction workers of all races/ethnicities has declined precipitously since 2007, even as growing numbers of minority youth approach adulthood.
- In 2013, in spite of the seismic demographic changes occurring during the forty years since the “Milwaukee Plan” was proposed, the number of African Americans receiving apprenticeship training in the metro area has dropped to 75 – a decline from 104 in 1973 and 204 in 2007.
- Hispanics suffered a decline from 120 construction trade apprentices in 2007 to only 69 in April 2013. Only 1 Native American was reported as receiving apprenticeship training in 2013, and only 9 Asians were receiving apprenticeship training.

Using the DOL 1970s Milwaukee Plan proposal standards, 39% of the construction trade apprentices working on federal construction contracts in the city should be African Americans and 17% Hispanics (based on 2010 Census population counts). At least 16% of apprentices in firms working on federal projects in the metro area should be African Americans and 9% Hispanics. The “Milwaukee Plan” goals would have expected 63% of construction trade apprentices in firms working on federal contracts in the city to be held by minorities and 31% of apprentices in firms working on federal contracts in the metro area to be held by minorities (i.e., African Americans, Latinos, Native Americans, and Asian Americans).

| Race/Ethnicity | City of Milwaukee | Milwaukee Metro Area |
|------------------------------|--------------------------|-----------------------------|
| White, not Hispanic | 220,219 | 1,073,109 |
| African American | 233,325 | 255,779 |
| Hispanic/Latino | 103,007 | 147,503 |
| Native American | 3,408 | 6,594 |
| Asian American | 20,553 | 45,588 |
| Other | 14,321 | 27,335 |
| TOTAL | 594,833 | 1,555,908 |
| Percent of Population | City of Milwaukee | Milwaukee Metro Area |
| White, not Hispanic | 37.0% | 69.0% |
| African American | 39.2% | 16.4% |
| Hispanic/Latino | 17.3% | 9.5% |
| Native American | 0.6% | 0.4% |
| Asian American | 3.5% | 2.9% |
| Other | 2.4% | 1.8% |
| TOTAL | 100.0% | 100.0% |

Instead, Wisconsin has seen a sharp decline in construction trade apprenticeship training – and with that decline a substantial loss of training opportunities for the growing minority populations in the city of Milwaukee and in the Milwaukee metro area.

Job Training Declines 40 Years after the “Milwaukee Plan” Was Proposed

| Milwaukee Area Construction Trade Joint Apprentice Committees | Total Apprentices³ | | | African American Apprentices | | | White Apprentices | | |
|--|--|--------------|-------------|---|-------------|-------------|------------------------------|--------------|-------------|
| | Dec | Sept | April | Dec | Sept | April | Dec | Sept | April |
| | <u>1973</u> | <u>2007</u> | <u>2013</u> | <u>1973</u> | <u>2007</u> | <u>2013</u> | <u>1973</u> | <u>2007</u> | <u>2013</u> |
| Milwaukee Area Bricklaying JAC-- | 57 | 46 | 9 | 8 | 14 | 3 | 49 | 32 | 4 |
| Milwaukee Area Cement Masonry JAC | 19 | 34 | 7 | 1 | 6 | 1 | 16 | 21 | 5 |
| Milwaukee Area Electrical JATC | 170 | 201 | 108 | 19 | 13 | 14 | 150 | 180 | 83 |
| Milwaukee Area Ironworking JAC | 82 | 209 | 57 | 9 | 15 | 1 | 69 | 173 | 49 |
| Milwaukee Area Painting & Decorating JAC | 60 | 68 | 26 | 5 | 9 | 4 | 54 | 51 | 19 |
| Milwaukee Area Plumbing JAC | 132 | 198 | 51 | 11 | 9 | 8 | 119 | 180 | 34 |
| Milwaukee Area Sheet Metal JAC | 134 | 165 | 112 | 9 | 11 | 6 | 125 | 149 | 101 |
| Milwaukee Area Sprinkler Fitter JAC | 45 | 69 | 23 | 4 | 3 | -- | 39 | 61 | 23 |
| Milwaukee Area Tile Setters JAC | | 7 | 5 | | -- | -- | | 7 | 5 |
| SE WI Area Carpentry JAC | 267 | 337 | 57 | 26 | 44 | 10 | 234 | 262 | 44 |
| SE WI Area Steamfitting JAC | 95 | 158 | 68 | 7 | 9 | 1 | 86 | 141 | 64 |
| SE WI Construction Craft Laborers JAC | | 110 | 24 | | 39 | 8 | -- | 52 | 9 |
| SE Wisconsin Roofing & Waterproofing JAC | 6 | 88 | 46 | -- | 17 | 9 | 6 | 51 | 31 |
| Southeastern Glazing JAC | 8 | 41 | 11 | 3 | -- | -- | 5 | 38 | 11 |
| Southern WI Heat & Frost Insulators JAC | | 45 | 39 | | 2 | -- | | 42 | 35 |
| Other in 1973 [asbestos workers, lathers] | 24 | NA | NA | 2 | NA | NA | 22 | -- | -- |
| Associated Builders and Contractors of WI- Waukesha (non-union) | | 250 | 175 | | 13 | 10 | | 212 | 147 |
| Total | 1,099 | 2,026 | 818 | 104 | 204 | 75 | 974 | 1,652 | 664 |

Hispanic, Native American, and Asian Apprentices: 2007-2013

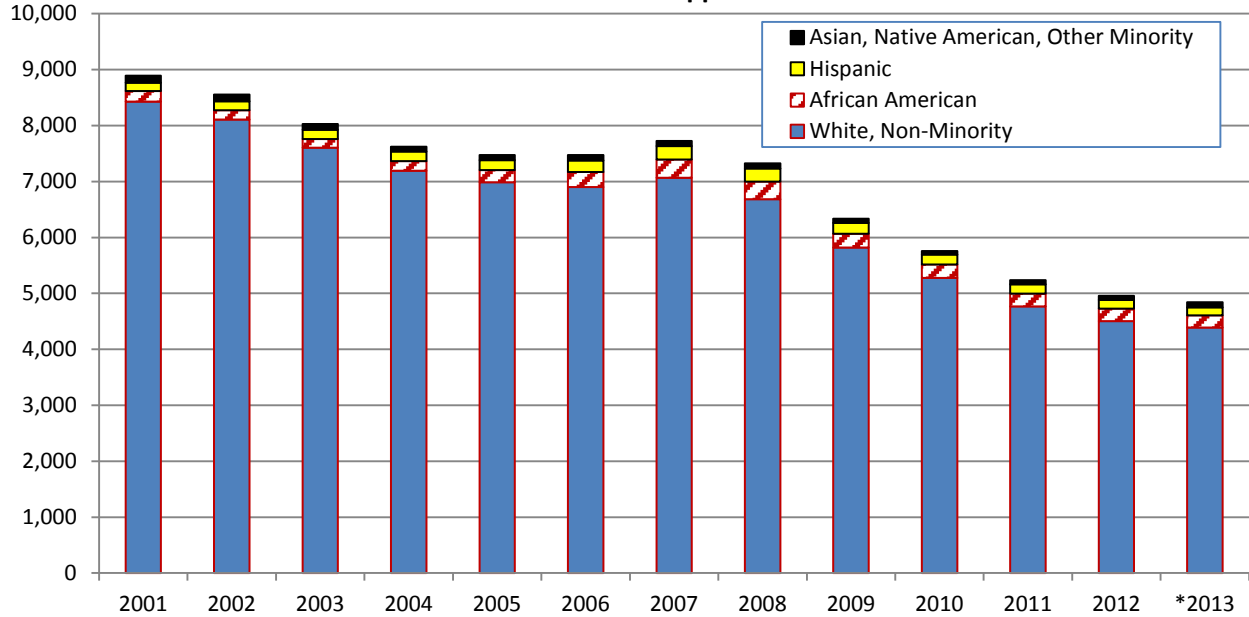
| Milwaukee Area Construction Trade Joint Apprentice Committees | Hispanic Apprentices | | | Native American Apprentices | | | Asian/Pac. Islander Apprentices | | |
|--|-------------------------|--------------------|----------------------|--------------------------------|--------------------|----------------------|------------------------------------|--------------------|----------------------|
| | Sept <u>2007</u> | Jan <u>2010</u> | April <u>2013</u> | Sept <u>2007</u> | Jan <u>2010</u> | April <u>2013</u> | Sept <u>2007</u> | Jan <u>2010</u> | April <u>2013</u> |
| Milwaukee Area Bricklaying JAC | -- | 2 | 2 | -- | -- | -- | -- | -- | -- |
| Milwaukee Area Cement Masonry JAC | 7 | -- | 1 | -- | 1 | -- | -- | -- | -- |
| Milwaukee Area Electrical JATC | 7 | 6 | 6 | 1 | 1 | -- | -- | 4 | 5 |
| Milwaukee Area Ironworking JAC | 14 | 11 | 6 | 5 | 2 | -- | 2 | -- | 1 |
| Milwaukee Area Painting & Decorating JAC | 8 | 2 | 3 | -- | -- | -- | -- | -- | -- |
| Milwaukee Area Plumbing JAC | 7 | 5 | 8 | 2 | 1 | -- | -- | -- | 1 |
| Milwaukee Area Sheet Metal JAC | 4 | 5 | 5 | 1 | 1 | -- | -- | -- | -- |
| Milwaukee Area Sprinkler Fitter JAC | 3 | 2 | -- | -- | -- | -- | 2 | -- | -- |
| Milwaukee Area Tile Setters JAC | -- | -- | -- | -- | -- | -- | -- | -- | -- |
| SE WI Area Carpentry JAC | 29 | 18 | 3 | 2 | -- | -- | -- | 2 | -- |
| SE WI Area Steamfitting JAC | 6 | 4 | 2 | 2 | 1 | -- | -- | 1 | 1 |
| SE WI Construction Craft Laborers | 14 | 10 | 7 | 4 | -- | -- | 1 | -- | -- |
| SE Wisconsin Roofing & Waterproofing JAC | 19 | 20 | 6 | 1 | 1 | -- | -- | -- | -- |
| Southeastern Glazing JAC | 1 | 1 | -- | 2 | -- | -- | -- | -- | -- |
| Southern WI Heat & Frost Insulators | 1 | 2 | 4 | -- | -- | -- | -- | -- | -- |
| ABC of WI-Waukesha (non-union) | | 21 | 16 | | 1 | 1 | | 3 | 1 |
| Total | 120 | 109 | 69 | 20 | 9 | 1 | 5 | 10 | 9 |

Tracking Apprenticeship Training Declines since 2001

In response to requests from the Milwaukee NAACP Ad Hoc Construction Committee, the Wisconsin Department of Workforce Development (DWD) agreed to publish monthly and yearly data on apprenticeship contracts by race/ethnicity, gender, and sponsoring joint apprenticeship committee. The graphs below show the total number of workers who received apprenticeship training at some time during the calendar year. The postings for 2001 through December 4, 2013 indicate a serious decline in apprenticeship training in the state and the small numbers of African Americans, Latinos, Native Americans and Asian Americans currently receiving training in Wisconsin.

Note: In December 2013 the Department of Workforce Development Bureau of Apprenticeship Standards discontinued posting reports on the number of Wisconsin workers receiving apprenticeship training. See the DWD "Apprenticeship Statistics & Data" website at http://dwd.wisconsin.gov/apprenticeship/statistics_data.

Wisconsin Construction Trade Apprentices: 2001-2013

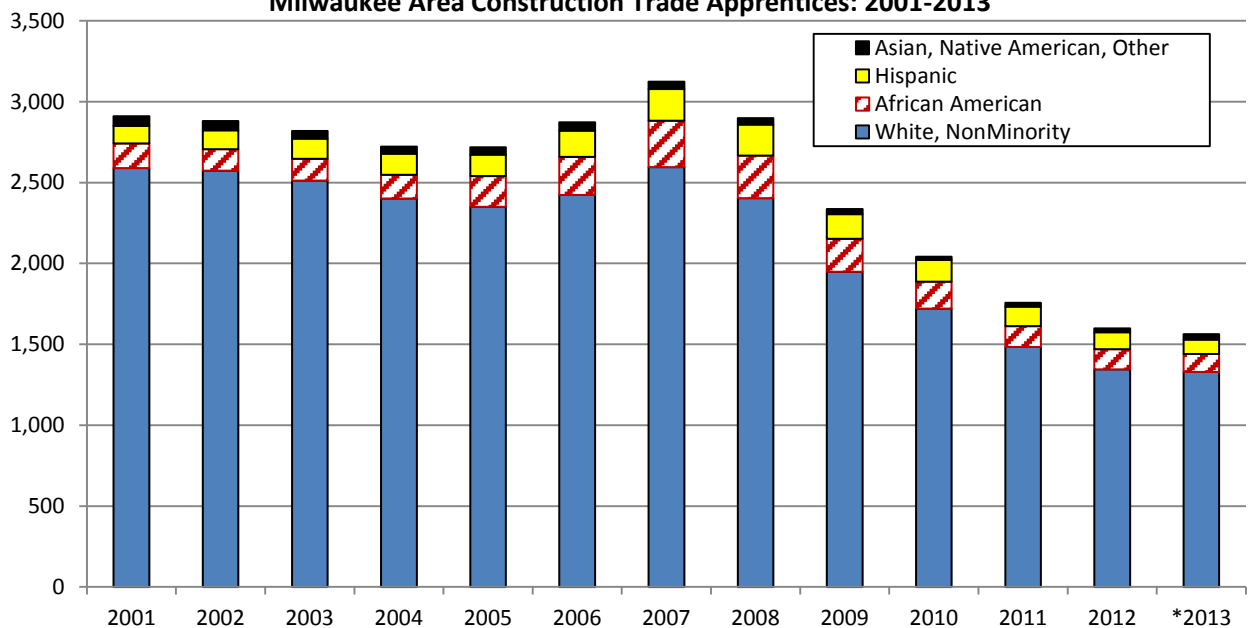


*The 2013 yearly count is as of 12/4/2013.

The declines in apprenticeship training are even more drastic in the Milwaukee area.

- Minority enrollments in apprenticeships reached a high in 2007 after the 2006 NAACP report cards began highlighting the need for increased training of African Americans, Latinos, Native Americans and Asian Americans.⁴ Since that time, however, the number of workers receiving training has plummeted.
- By 2013 the total number of apprentices was down by 50%.

Milwaukee Area Construction Trade Apprentices: 2001-2013

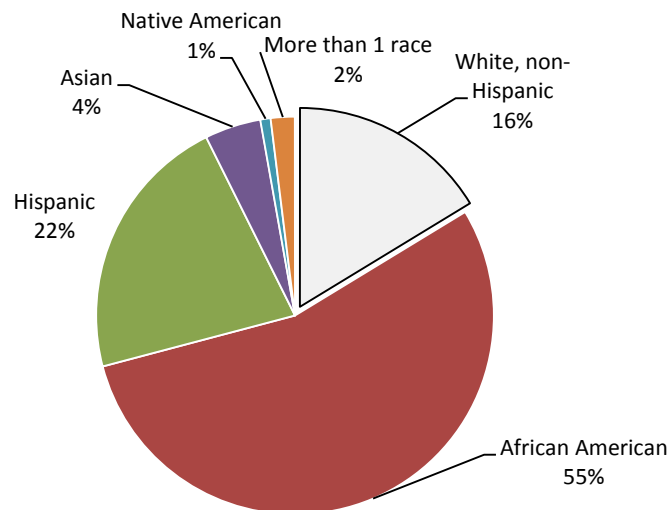


Data from the Wisconsin Department of Workforce Development. *The 2013 yearly count is as of 12/4/2013.

MILWAUKEE'S COMING-OF-AGE MALE POPULATION IS MOST IN NEED OF TRAINING

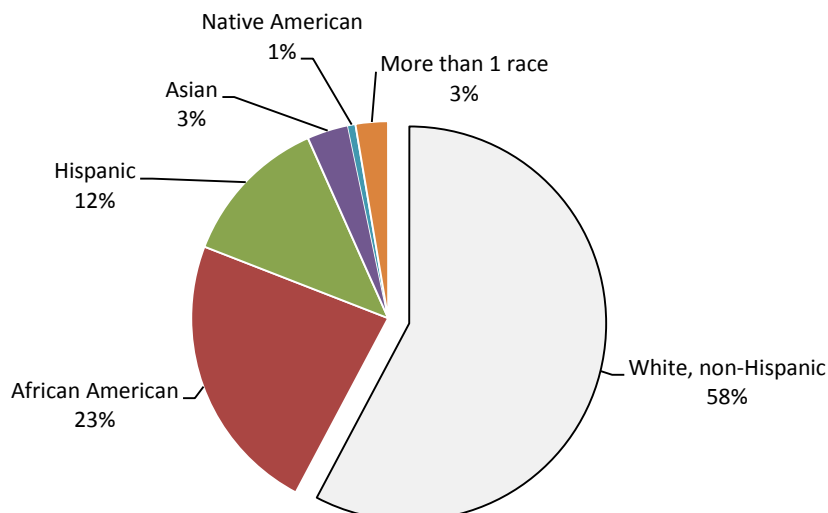
One reasonable approach in setting goals for training of young African American, Latino, Native American and Asian men in construction trades would be to examine the race/ethnicity of the resident male teen population ages 14 through 17 at the time of the 2010 U.S. Census (and now 18-21 years of age). In the city of Milwaukee this male teen population is 84% minority (i.e., 55% African Americans, 22% Hispanics, 4% Asians, 1% Native Americans, and 2% persons of more than 1 race).

Race/Ethnicity of Males Ages 14-17: City of Milwaukee, 2010 Census



In the four-county Milwaukee metropolitan area the white youth population is higher, given the intense levels of white racial segregation in most suburban communities. Among male teens ages 14-17 in 2010 (and now 18-21 in 2014) in the four counties (Milwaukee, Ozaukee, Washington and Waukesha), 58% are whites/non-Hispanic and 42% minorities (including 23% African Americans, 12% Hispanics, 3% Asians, 1% Native Americans, and 3% persons of more than 1 race).

Race/Ethnicity of Males Ages 14-17: Milwaukee Metro Area, 2010 Census



A MILWAUKEE PLAN APPEARS URGENTLY NEEDED

Over forty years after Milwaukee construction firms and unions promised to increase hiring of African American, Hispanic, Native American, and Asian apprentices, Milwaukee minorities remain excluded from an equitable share of skilled construction trade jobs. What now appears needed is an enforceable MILWAUKEE PLAN to train the current and future workforce and to retool for future building projects in our community and the state.

First and foremost, essential to the “Milwaukee Plan” concept of the 1970s were **specific racial goals** for employment of nonwhites in the construction trades **within a five-year period**. The 1970s Plan proposed timelines and sanctions for noncompliance and identified funding for training. A current plan must likewise establish goals (both the numbers of apprentices to be enrolled and fair shares for the underrepresented minority groups) with time tables for performance. To ensure implementation the state Bureau of Apprenticeship Standards may need to be restructured into a more effective oversight agency charged with and held responsible for monitoring apprenticeship training affirmative action requirements, affirmative action compliance with state and federal contracts, and enforcement of non-discrimination in hiring and on-the-job activities.⁵

¹ Judson MacLaury, “History of the Department of Labor, 1913-1988” on the U.S. Department of Labor website at <https://www.dol.gov/dol/aboutdol/history/dolchp07.htm>.

² Leon Hughes, “Some Knots Untied in Minority Job Plan,” *Milwaukee Sentinel*, September 14, 1970; Gordon Gottlieb, “Spirits Sagging in Jobs Projects,” *Milwaukee Sentinel*, March 29, 1971.

³ In December 1973 there were also 18 asbestos workers (2 black, 16 white), and 6 lathers (all white). The 1973 data were collected by Ruth Zubrensky from the Wisconsin Department of Industry, Labor and Human Relations for “Milwaukee Area – Counties of Milwaukee, Waukesha, Washington and Ozaukee: Numbers of Construction Trades Apprentices as of December 1, 1973.” The 2007 and 2013 data were provided to the NAACP by the Wisconsin Department of Workforce Development under state open records law requests.

⁴ **Report Card on Minority and Female Participation in Construction Trade Apprentices in the Milwaukee Area: Who’s in the Pipeline for Skilled Construction Trades (2006)** ; **Report Card on Apprentices by Construction Trade: A Two-Year Progress Report (2008)** – Part One (company report cards), Part Two (joint apprenticeship trade committee report cards); **Losing Ground: 2010 Report Card on Apprentices in the Construction Trades (2010)**; **Who’s Training Milwaukee’s Future Builders? Race/Ethnicity of Construction Trade Apprentices in the Milwaukee Area (2013)**. See also Jerry Ann Hamilton, “A Dream Deferred: NAACP Cover Memorandum on Apprenticeship Report Card,” January 12, 2006). The reports are posted at <http://www4.uwm.edu/eti/pages/ordrfrm.htm>.

⁵ See **An Evaluation: Minorities and Women in Construction Trade Apprenticeships, Department of Workforce Development**. Wisconsin Legislative Audit Bureau Report 10-12, September 2010, posted at <https://legis.wisconsin.gov/lab/reports/10-12full.pdf>.

Research assistance for this report was provided by the NAACP-Milwaukee Branch Industry and Labor Committee members. For more information on workforce issues, see the University of Wisconsin-Milwaukee Employment and Training Institute website at www.eti.uwm.edu.