OFFICE OF THE COUNTY EXECUTIVE

Milwaukee County

CHRIS ABELE • COUNTY EXECUTIVE

TO: Milwaukee County Board of Supervisors

FROM: Office of the County Executive

RE: Milwaukee County Office on African American Affairs: Overview and First Phase Action Plan

DATE: February 1, 2016

I. Introduction

Milwaukee's racial inequities have existed for as long as Milwaukee has had a measureable African American population.[1] Local icons like Lloyd Barbee, Vel Phillips, and Father James Groppi fought against segregated public schools, housing discrimination that resulted in racially segregated communities, and other racial injustices that pervaded Milwaukee's community in their era. Though the Civil Rights era and subsequent efforts have resulted in substantial improvement in the condition of the African American population nationally and locally, the improvement has been too slow coming, especially in Milwaukee. While there have been changes to laws enforced and language used, many of the issues that afflict Milwaukee today are functionally identical[2] in form and degree to the issues our historical icons dedicated their lives to changing.

The factors that contribute to the poor standing of Milwaukee's African American community are numerous. Although the conditions experienced by Milwaukee's African American community are generally shared among our Midwestern Cities peers, Milwaukee persistently performs poorly with regard to virtually all outcomes for African Americans - labor force engagement and employment, health outcomes, incarceration, drug and alcohol abuse, violence, and inequality.

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[1] See generally Patrick D. Jones, "The Selma of the North: Civil Rights Insurgency in Milwaukee," 2010, Harvard University Press.

[2] "Today, the percentage of black children in the Milwaukee area attending intensely segregated schools is about the same as it was in the mid-1960s," Erin Richard and Lydia Mulvany, "60 years after Brown v. Board of education, intense segregation returns," Milwaukee Journal Sentinel, May 17, 2014, available at: http://www.jsonline.com/news/education/60-years-after-brown-v-board-of-education-intense-segregation-returns-b99271365z1-259682171.html. See also Business Insider, "The 25 Most Segregated Cities in America," November 2013, available at: http://www.businessinsider.com/most-segregated-cities-in-america-2013-11?op=1. The authors created an approximate ranking of racial segregation in metropolitan statistical areas by weighing white-black, white-Hispanic, and white-Asian dissimilarity scores by minority population and found Milwaukee to have the highest level of racial segregation.

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Milwaukee's African American poverty rate (38.1%) is among the worst for American cities, even when compared to its Midwestern peers that have similar histories of African American migration, past reliance on a declining manufacturing sector, and other factors that contribute to significant racial disparities today.

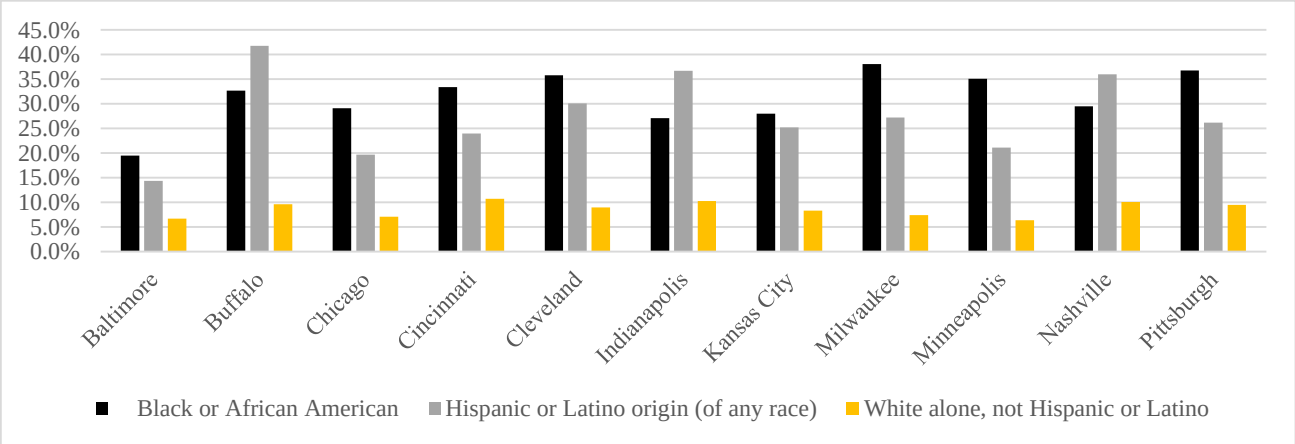

Figure 1: Percent of Population Living Below Poverty Level by Race[3]

What is even more stark – and more concerning – is that Milwaukee has an unusually wide gap between African American and white poverty rates when compared to other major metro areas (30.8%).

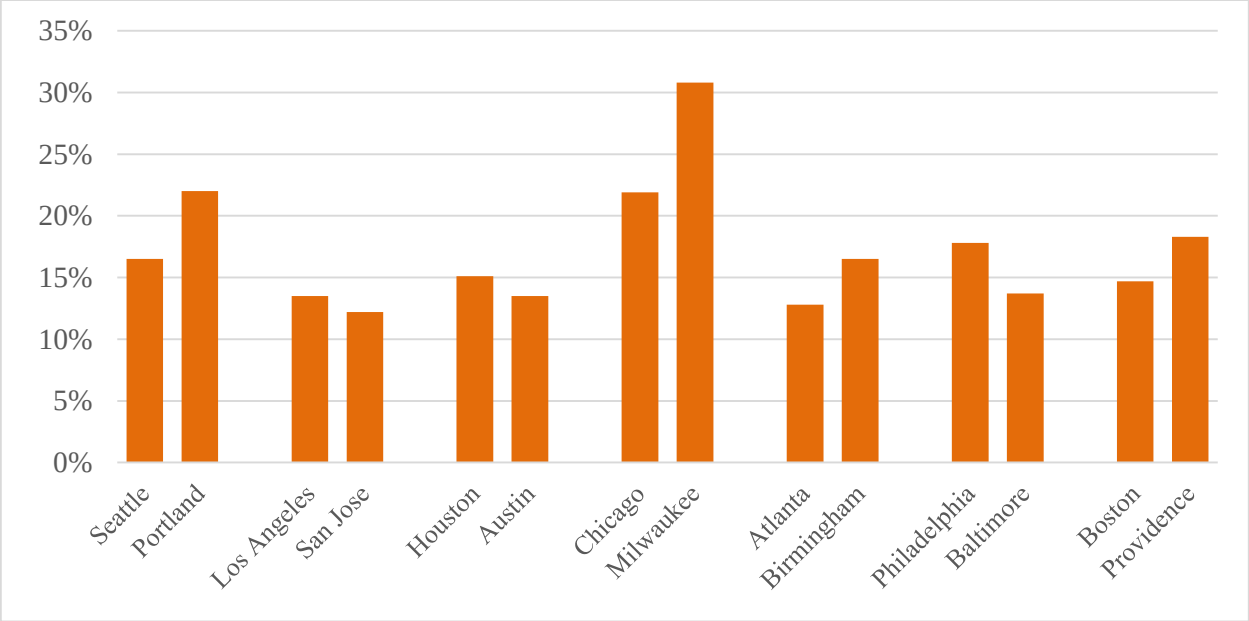

Figure 2: Percentage Point Difference Between African American and White Poverty Rates[4]

While poverty and concentrated poverty are conditions experienced by people of all races, their burdens are particularly felt by the African American community. Milwaukee also has the highest concentration of poor citizens living in areas of concentrated poverty (65.4%) among peer cities.

[3] US Census, 2014 American Community Survey 1-Year Estimates, Table B23002B.
[4] US Census, 2009-2013 American Community Survey 5-Year Estimates.

Unfortunately, this issue is worsening. Milwaukee's population of poor citizens living in areas of concentrated poverty has more than doubled since 2000 (31,173 to 68,045).[5]

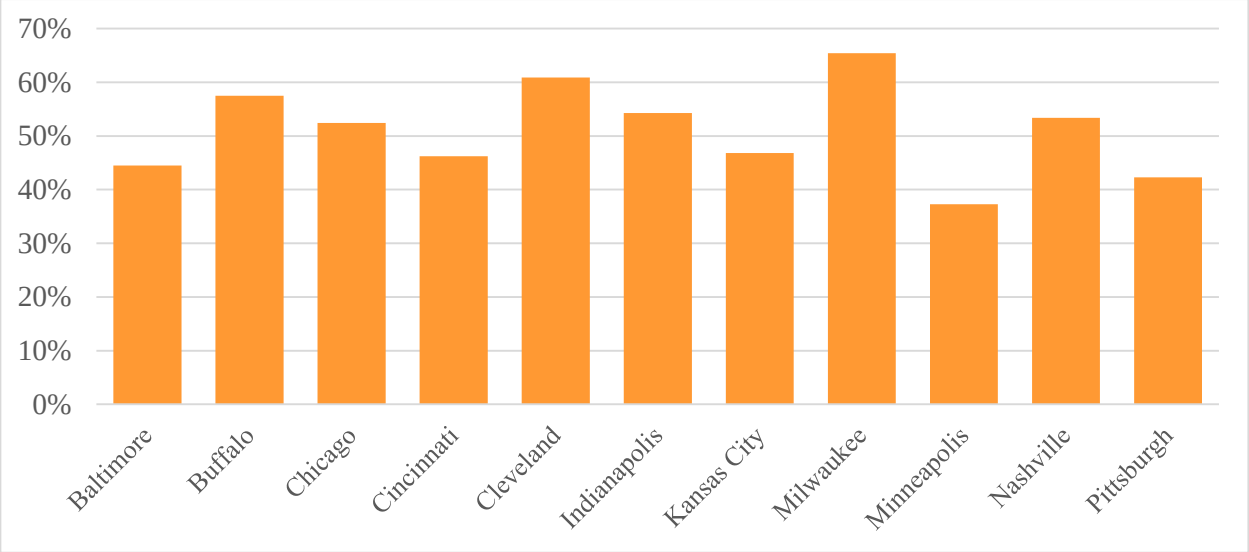

Figure 3: Percent of Poor Population Living in High Poverty Areas[6]

Living in a neighborhood that has a high level of concentrated poverty has been shown to correlate with lower subjective well-being[7] for residents, significantly lower intergenerational income mobility[8] for residents, and significantly decreased future incomes[9] for African American children.

In Milwaukee, the plight of concentrated poverty is most felt by African Americans because race and income are nearly interchangeable from a geographic perspective in Milwaukee. This can be seen visually by comparing Figures 4 and 5 below, which display metro Milwaukee geographically by race and by income, respectively. Milwaukee's income racial disparities are high, its racial segregation is among the highest of any metro area in the country,[10] and its income segregation is the highest in the country.[11]

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[5] Bishaw, Alemayehu. *"Changes in Areas With Concentrated Poverty: 2000 to 2011."* American Community Survey Reports. Issued June 2014.

[6] Brookings Institution analysis of decennial census and American Community Survey data

[7] "Moving to a neighborhood with a 13 percentage point lower poverty rate was associated with an increase in subjective well-being equivalent to a $13,000 increase in household income." Ludwig et al., "Neighborhood Effects On The Long-Term Well-Being Of Low-Income Adults," 2012, available at: http://www.ncbi.nlm.nih.gov/pmc/articles/PMC3491569/.

[8] Chetty, Hendren, Kline, & Saez, 2013, "Equality of Opportunity Project," "Intergenerational income mobility is significantly higher in metropolitan areas that have lower levels of income segregation."

[9] "Black children growing up in neighborhoods that transition from high to low poverty have incomes that are 30 to 40 percent higher than otherwise similar black children who grow up in neighborhoods that remain in concentrated poverty" Sharkey, P. (2013). "Stuck in place: Urban neighborhoods and the end of progress toward racial equality," University of Chicago Press, 2013.

[10] Business Insider, "The 25 Most Segregated Cities in America," November 2013, available at: http://www.businessinsider.com/most-segregated-cities-in-america-2013-11?op=1.

[11] Richard Florida, "The U.S. Cities Where the Poor Are Most Segregated From Everyone Else," March 2014, available at: http://www.citylab.com/housing/2014/03/us-cities-where-poor-are-most-segregated/8655/.

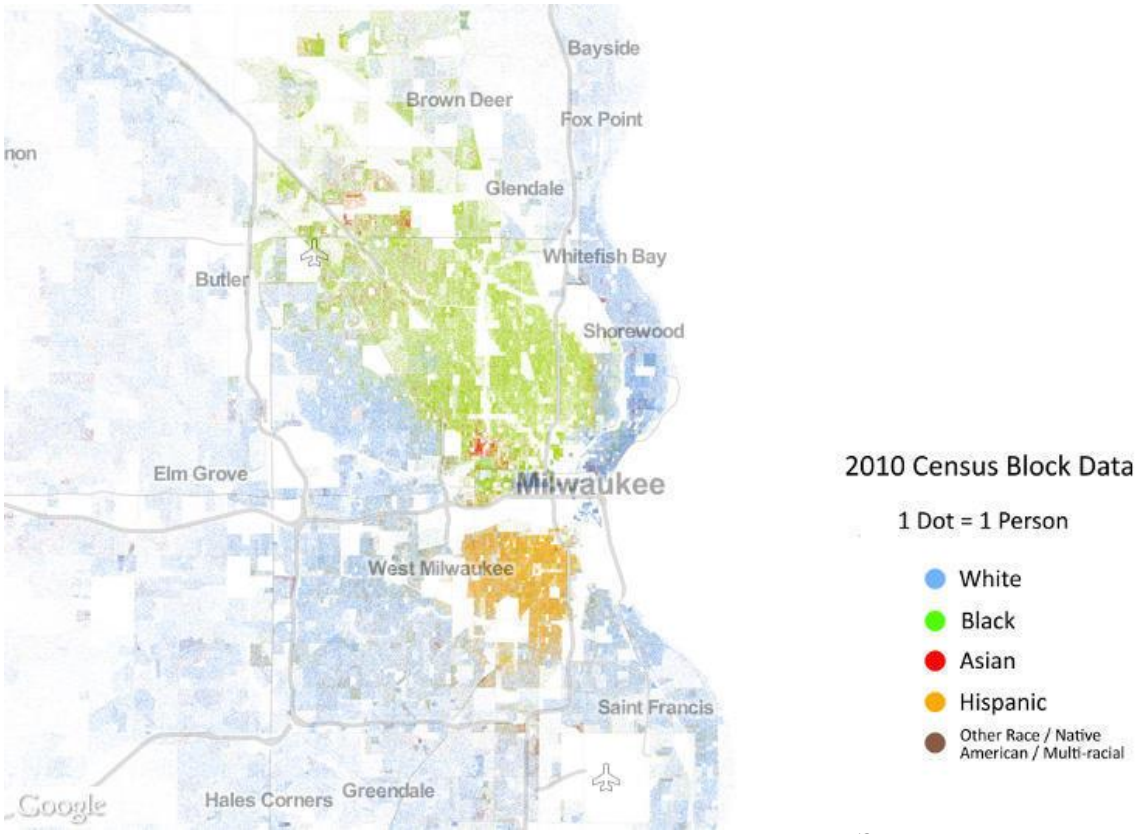

Figure 4: Map of Milwaukee Delineated by Race[12]

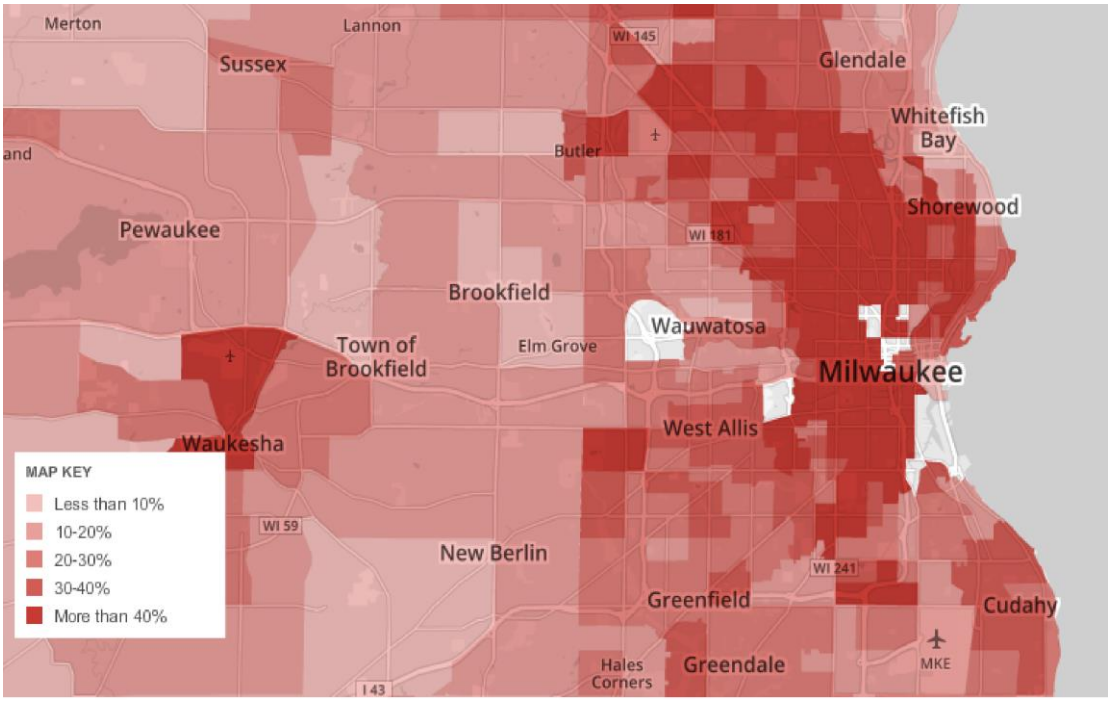

Figure 5: Percent of Households with an Income of Below $30,000[13]

[12] Dustin A. Cable, University Of Virginia, Weldon Cooper Center For Public Service, Reference Data By Stamen Design.

[13] New York Times, Mapping America: Every City, Every Block, available at: http://projects.nytimes.com/census/2010/explorer.

Disparities in incarceration rates further exacerbate the challenges that African Americans in Wisconsin face. Despite having an overall incarceration rate that is close to the national average, African Americans are 10 times more likely to be incarcerated than whites in Wisconsin.

TOTAL CORRECTIONS POPULATION	WI	OH	GA	CO	WA	TX	NY
Total Incarcerated, Prison and Jail	35,589	71,582	98,443	34,009	30,640	226,829	82,963
Prison Population (Rate per 100,000)	21,285 (370)	51,729 (446)	53,478 (533)	20,371 (384)	17,947 (256)	160,295 (602)	53,428 (271)
Jail Population (Rate per 100,000)	14,304 (258)	19,853 (173)	44,965 (496)	13,638 (292)	12,693 (202)	66,534 (291)	29,535 (153)
Probation Population	45,777	257,058	515,896	77,793	85,270	405,653	110,204
Parole Population	20,491	14,653	24,673	11,458	15091	112,288	46,222
RACIAL/ETHNIC DISPARITY IN INCARCERATION							
Black: White Ratio	10.6:1	6.4:1	3.3:1	6.6:1	6.4:1	4.7:1	9.4:1
JUVENILES IN CUSTODY	915	2,490	1,788	1,254	929	4,671	2,139
STATE CORRECTIONS EXPENDITURES ($mm)	$1,245	$1,841	$1,555	$763	1,062	$3,340	3293
FELONY DISENFRANCHISEMENT							
Total Disenfranchised (%)	66,259 (1.5%)	53,842 (0.6%)	275,866 (3.8%)	35,199 (0.9%)	53,090 (1.0%)	532,487 (2.9%)	108,133 (0.7%)
African American (%)	22,574 (8.9%)	25,280 (2.4%)	159,942 (7.5%)	6,648 (4.0%)	8,779 (4.2%)	156,316 (7.1%)	51,318 (2.1%)

Figure 6: Incarceration Statistics By State[14]

A now infamous analysis done by the UWM Employment and Training Institute found that Wisconsin has the highest rate of African American male incarceration in the country. As shown in Figure 7 below, the margin is significant – the difference between Wisconsin's African American male incarceration rate and the next highest state is about the same as the difference between the second highest state and the national average. At the time the study was conducted, approximated 1 out of every 8 African American Wisconsin males were in prison or jail.

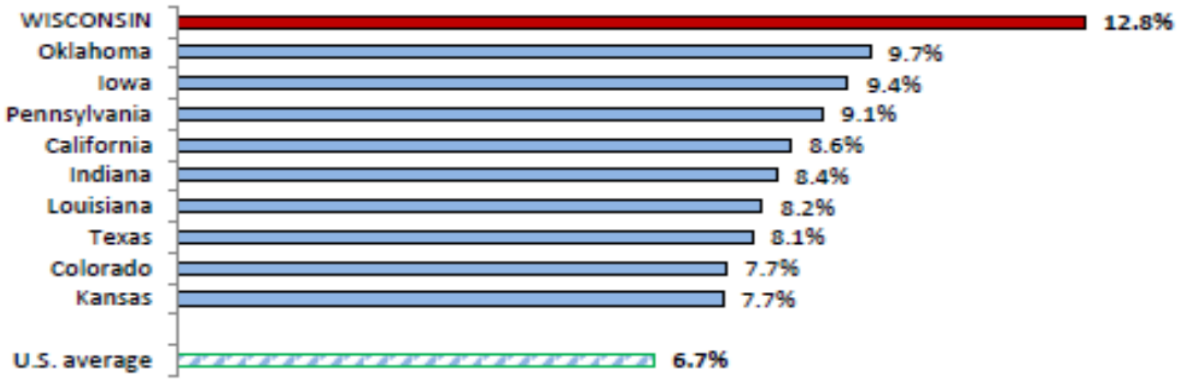

Figure 7: Ten Worst States for Incarceration of African American Men[15]

[14] *"Corrections Population by State"*. The Sentencing Project. Corrections Data sourced from Bureau of Justice Statistics. Web. 12/23/15.

[15] John Pawasarat and Lois M. Quinn, "Wisconsin's Mass Incarceration of African American Males: Workforce Challenges for 2013," Employment and Training Institute, University of Wisconsin-Milwaukee, 2013, available at: https://www4.uwm.edu/eti/2013/BlackImprisonment.pdf.

Additionally, Milwaukee (and, more generally, Wisconsin) has earned a national reputation as a place that is not good for African Americans. A variety of studies[16] have pegged Milwaukee and Wisconsin as the worst place for African Americans using a variety of criteria. Milwaukee's national perception is problematic. A simple Google search of "Black Milwaukee" turns up headlines like "Why is Milwaukee so Bad for Black People," "Does Milwaukee Have America's Worst Black Population?" and "Wisconsin's a Tough Place to Live if You're Black." This national reputation makes attracting talented African American workers and businesses to Milwaukee a considerable challenge.

Every American metropolitan area struggles with income inequality, concentrated poverty, unequal incarceration rates, disparate health outcomes, and poor overall quality of life for African Americans. The statistics cited above are merely a sampling of the socioeconomic racial disparities that tend to be at their most extreme in Milwaukee. Cities in the Upper Midwest share a common history and present similar conditions to their African American populations. Despite this, Milwaukee is unique in the comprehensive issues faced by its African American population. Given this reality, the creation of an Office on African American Affairs charged with "recognizing and resolving the County's racial inequities for the benefit of all of its citizenry, and for the region to achieve its full potential"[17] was critical and, frankly, long overdue. The Milwaukee County Board, led by Supervisor Khalif Rainey, demonstrated leadership in initiating what will be a long-term effort to improve the condition of Milwaukee's African American community.

Milwaukee County Executive Chris Abele has embraced the mission of the Office on African American Affairs since the concept was first introduced and is eager to see it move forward. Under his leadership and oversight, the Office will understand that Milwaukee is capable of being a great county for African Americans and, as described below, it will work every day to lead a collective impact strategy that brings Milwaukee to that place. The Office will strive to empower the African American community to achieve positive, long-term, sustainable outcomes. It will do so through an honest assessment of today's conditions and tomorrow's possibilities. It will demonstrate the courage to address complex and difficult issues in a well-rounded manner and the discipline to maintain a focus on quality decisionmaking, the use of best practices, and the development of an efficient and effective service delivery model. The Office will have the humility necessary to work with the community and other stakeholders in a way that respects all points of view and acknowledges the contributions of all to both Milwaukee's challenges and Milwaukee's solutions.

The following sections of this report will detail the tasks that the Office is charged with, the resources available to achieve the Office's mission, the initial approach the Office will take, and the next steps in the development of the Office and the successful completion of its mission.

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[16] For example, see 24/7 Wall St, "The Worst Cities for Black Americans," October 2015, available at: http://247wallst.com/special-report/2015/10/06/the-worst-cities-for-black-americans/. See also, The Annie E. Casey Foundation, "Race for Results: Building a Path to Opportunity for All Children," available at: http://www.aecf.org/resources/race-for-results/.

[17] County Board File No. 15-636 "Urging the Milwaukee County Executive to develop an Office on African American Affairs." Sponsors include: Supervisors Rainey, Dimitrijevic, Weddle, Romo West, Moore Omokunde, Broderick, Johnson Jr., and Jursik. (Hereafter referred to as "Resolution").

II. Summary of Office on African American Affairs Responsibilities

The County Board Resolution[18] creating the Office on African American Affairs lays out an ambitious set of objectives for the Office. Collectively, these objectives are the component parts of the Office's mission as described in the key Whereas clause of the Resolution, which dictates that the "creation of an Office on African American Affairs is integral to recognizing and resolving the County's racial inequities for the benefit of all of its citizenry, and for the region to achieve its full potential."

Interpreting and organizing the Be It Resolved clauses that provide the means to achieve this mission results in the four primary Office functions outlined below. To truly achieve a mission as ambitious as the "recognizing and resolving [of] the County's racial inequities for the benefit of all of its citizenry," the long-term approach of the Office on African American Affairs will have to include a collective impact strategy, which requires, among many other things, the "commitment of a group of important actors from different sectors to a common agenda for solving a specific social problem."[19]

Research demonstrates that successful collective impact initiatives shares fives attributes that together can produce successful results: a common agenda, shared measurement systems, mutually reinforcing activities, continuous communication, and a backbone support organization. The Office on African American Affairs will act in the role of the backbone support organization,[20] the organization responsible for planning, managing, and supporting the initiative to achieve the mission of the Office. The four primary functions of the Office on African American Affairs mesh well with a collective impact approach to addressing the state of Milwaukee's African American community.

<u>Four Primary Functions of the Office on African American Affairs</u>

1) Examine And Define The Issues Central To The Rights And Needs Of African Americans

In Milwaukee, the issues central to the rights and needs of African Americans have been thoroughly discussed and documented.[21] The socioeconomic issues that negatively impact the African American community in Milwaukee, from job access to educational attainment to quality health and family structure and so forth, are well known. It will be important to update and centralize this body of knowledge, and there are many potential partners who can assist with the process of data collection and centralization related to the socioeconomic status of Milwaukee's African American community.

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[18] See Resolution.

[19] "Collective Impact," John Kania & Mark Kramer, Winter 2011, available at: http://ssir.org/articles/entry/collective_impact (hereafter called "Collective Impact").

[20] See Collective Impact.

[21] See for example, Ruth Zubrensky, "A Report on Past Discrimination Against African-Americans in Milwaukee, 1835-19"; Milwaukee Urban League, "State of Black Milwaukee," 2000; McNeely, R.L., and Pate, David, "Milwaukee Today: An Occasional Report of the Milwaukee NAACP (Monograph)", NAACP, Milwaukee Branch, (40 pp.), 2011, executive summary available at: https://millermps.files.wordpress.com/2011/09/naacp-executive-summary1.pdf; Marc V. Levine, "The Economic State of Milwaukee's Inner City: 2006," University of Wisconsin-Milwaukee Center for Economic Development, available at: https://www4.uwm.edu/ced/publications/innercity51506.pdf.

A true "examination" and "definition" of the "issues central to the rights and needs of African Americans" will require a deeper analysis into the plight of Milwaukee's African African community than the recessitation of rankings and statistics. An initial viewing of the socioeconomic issues that negatively impact Milwaukee's African American community is overwhelming. Job access and training, education, good physical health, solid family structure, equal access to rights and resources, access to quality housing, fair treatment by the criminal justice system, and other issues that impact the African American community all cause and effect each other in complex ways. Deciding where to start on an effort to ameliorate these issues is an inherently difficult and ambiguous exercise.

That said, creating a "common agenda"[22] is a critical component to a successful collective impact initiative. It is the responsibility of the Office on African American Affairs to examine how various social plights interrelate in order to create a common agenda amongst partners that can, over time, improve the socioeconomic status of Milwaukee's African American community in a broad and measureable way.

2) *Advise Policymakers And The Public On Recommendations For Changes In Programs And Laws For The Benefit Of The African American Community*

This function is the logical outgrowth of the first function of the Office on African American Affairs. Examining and defining the issues central to the rights and needs of African Americans and arriving at a common agenda to resolve the County's racial inequities will lead to recommendations for changes in programs and laws.

The language in the Resolution suggests both an internal focus[23] on the laws and programs of Milwaukee County government and an external focus[24] on laws, programs, and policies anywhere that impact Milwaukee's African American population. Section IV and V below detail the plan for the Office on African American Affairs to have both an internal and external focus.

Given the interrelatedness of Milwaukee African Americans' socioeconomic issues, a key component to both an internal and an external strategy for identifying strategic changes in laws and policies will be the ability to access and analyze robust data across Milwaukee County departments and other organizations that touch the lives of Milwaukee's African Americans. Governmental departments, nonprofit agencies, and other good actors often act in silos when attempting to address the various needs of their respective service populations. The siloing of this work, and the information gathered from this work, lowers the ceiling of any organized, community-wide attempt to address Milwaukee's racial issues.

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[22] See Collective Impact. The first condition of collective success is having a common agenda. Partners must have a "common understanding of the problem and a joint approach to solving it through agreed upon actions." Different definitions of the problem and the ultimate goal need to be "discussed and resolved," such that participants ultimately agree "on the primary goals for the collective impact initiative as a whole."

[23] See Resolution. For example, "Advise and provide information to the County Executive on County policies concerning African American communities"

[24] See Resolution. For example, " Review and comment on any proposed Federal/State/County/City legislation and regulations that would affect the African American population in Milwaukee County."

An important component to a collective impact strategy is the existence of a shared measurement system.[25] To objectively gauge the impact of current and suggested future programs and laws on the African American community, a robust data measurement system will be a valuable asset. Additionally, the Office on African American Affairs will need expertise (or access to expertise through partnerships) in program evaluation, policy analysis, and legal analysis.

3) *Develop And Implement Policies, Plans, And Programs Related To The Special Needs Of African Americans*

Not only is the Office on African American Affairs responsible for advising policymakers and the public on recommendations for changes in programs and laws for the benefit of the African American community, it is also responsible for implementing those programs, laws, and policies.

Whether internally to Milwaukee County government or externally to the Milwaukee County community as a whole, the Office of African American Affairs will not be equipped with the subject matter expertise or resources necessary to attempt program or policy implementation itself. Fulfilling this function will require the robust use of partnerships. Fortunately, the Resolution makes it County policy to embrace partnerships for this general purpose.[26]

Rather than be a direct developer and implementer of programs, the Office on African American Affairs will follow the tenets of a successful collective impact strategy and serve a coordinating function,[27] both within Milwaukee County government and in the Milwaukee County community generally. The Office will be responsible for ensuring that partner departments/organizations are engaging in mutually reinforcing activities[28] that further the goals of the Office. It will do so, in part, by taking responsibility for the maintenance of continuous communication[29] between partners related to collective efforts.

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[25] See Collective Impact. Second condition is having shared measurement systems. "Agreement on a common agenda is illusory without agreement on the ways success will be measured and reported. Collecting data and measuring results consistently on a short list of indicators at the community level and across all participating organizations not only ensures that all efforts remain aligned, it also enables the participants to hold each other accountable and learn from each other's successes and failures."

[26] See Resolution. "BE IT FURTHER RESOLVED, it is the policy of the County that the Office on African American Affairs devise strategies to address the public policy concerns of the African American community through its partnerships with County departments, State agencies, corporations, and foundations."

[27] See Resolution. Specific charge of OAAA includes to "Advise the County Executive concerning the coordination and administration of programs serving African American communities."

[28] See Collective Impact. Third condition is having continuous communication. "The power of collective action comes not from the sheer number of participants or the uniformity of their efforts, but from the coordination of their differentiated activities through a mutually reinforcing plan of action. Each stakeholder's efforts must fit into an overarching plan if their combined efforts are to succeed. The multiple causes of social problems, and the components of their solutions, are interdependent. They cannot be addressed by uncoordinated actions among isolated organizations."

[29] See Collective Impact. Fourth condition is having mutually reinforcing activities. Developing trust between participants is essential, and requires regular meetings "to build up enough experience with each other to recognize and appreciate the common motivation behind their different efforts." "Even the process of creating a common vocabulary takes time, and it is an essential prerequisite to developing shared measurement systems."

4) Promote Equal Opportunities For African Americans

Lastly, the Office on African American Affairs is charged with having a public facing function that acts as "a liaison between African American Communities and governmental entities," secures "appropriate recognition of the accomplishments and contributions of the African American population of the County," serves "as a conduit for programs, grants, research, and policy advice for State and local organizations in addressing concerns that are unique to the African American community of the County," and prepares and submits "an annual report concerning its activities with any appropriate recommendations concerning the African American population in the County."

The Office on African American Affairs exists for the betterment of the community and will be held accountable[30] by the community. The public facing function of the Office will ensure the use of robust community input[31] into the future functioning of the Office, the existence of a transparent operation that serves to build and expand trust between Milwaukee County government and the community, and official use of County government's role as a platform to showcase the pride and talent of Milwaukee County's African American community.

III. County Resources Available to Further the Mission of the Office on African American Affairs

When the concept of an Office on African American Affairs was first introduced, there was no funding or positions tied to the proposal.[32] However, over the course of the 2016 Milwaukee County budget process, budget amendments were introduced, passed, and signed by the County Executive that repurposed a new grant writer position[33] to the Office on African American Affairs and provided $300,000 in funding[34] for additional positions for the Office. Additionally, a separate budget amendment appropriated up to $1,000,000 for the African American Community Economic Stimulus Package.[35]

Given the substantial responsibilities given to the Office as specified in Section II, the County Executive concluded that the above resources were not enough for the Office to fulfill its stated mission. The County Executive supports adding an additional $300,000 in funding for staff positions in the Office and will work with the County Board to determine how to bring this additional funding to the Office.

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[30] See Section IV on Leadership and Vision. The placement of the Office on African American Affairs under the leadership of the Milwaukee County Executive ensures a high level of accountability to the community.
[31] See Section IV on Leadership and Vision for the strategy on community engagement.
[32] See Resolution.
[33] Amendment to the County Executive's 2016 Recommended Budget, 1A016, Org. Unit No. 1151, October 28, 2015 (hereafter "Amendment 1A016). Cosponsors include: Supervisors Rainey, Mayo Sr., Johnson Jr., and Moore Omokunde.
[34] Amendment to the County Executive's 2016 Recommended Budget, 1A062, Org. Unit No. 1945, November 4, 2015 (hereafter "Amendment 1A062"). Cosponsors include: Supervisors Rainey and Romo West.
[35] Amendment to the County Executive's 2016 Recommended Budget, 1A025, Org. Unit No. 1945, October 29, 2015. Cosponsored by Supervisors Weddle and Rainey. The language "up to" is used because the stimulus money is funded by land sales, which are not guaranteed to produce enough revenue to finance the stimulus package.

A Sampling of Milwaukee County Workforce Development Programs

- **Children's Court** has received a grant from US Bank and Macpyles Corp. to support an employment program for youth in the court system. Currently there are 50 youth in the program which is geared towards management positions in food service.
- **Economic Development** (ED) has worked with MAWIB and the Workforce Funding Alliance to create sector-based workforce training programs, such as UpLift MKE.
- **UpLift MKE** engages new individuals in placements in non-construction sectors (healthcare, hospitality, etc.). Sector-based strategies have been proven to work well.
- A Pilot Employment program for homeless individuals is managed through **Housing** with support from Bader Philanthropies. Grand Avenue Club provides training, résumé building, and seeks permanent job placements.
- The Ezekiel Hope project is a collaboration between the **House of Correction (HOC), Economic Development** and **Housing**. HOC work release inmates perform deconstruction and trades work on homes supplied by ED and Ezekiel Hope organizes the program as a Housing vendor. Eventually individuals are placed in construction firms that partner with Ezekiel. HOC has a waiting list for new participants
- **HOC** will open the MAWIB Job Center in Q1 2016 that provides case management for inmates with the goal of obtaining a job while in custody or getting the skills needed to be employable when sent home
- **HOC** Home to Stay program is a job training and orientation process hat provides mentors and career counselors to help get participants released to a Word of Hope facility for support
- **Veterans' Services** provides a security deposit grant for most at-risk veterans that are served.
- **Veterans' Services** organizes a job fair in March and October which can be expanded to other populations served by Milwaukee County. VS has reached out to DHHS to expand this outreach.
- **Veterans' Services** administers a state grant program similar to unemployment insurance called "subsistence aid grants" based on lost income that can be given once
- **Veterans' Services** provides a job placement service. Staff meets clients two days a week.
- Earn to Serve is a workforce development program supported by Aramark, the food service vendor at **HOC**
- **Child Supportive Services** has taken an increased focus on employment and economic mobility for fathers that have child support obligations. Through the New Pathways for Families and Fathers (MNPFF) program, Child Supportive Services partners with MAWIB to coordinate job training, placement, and support that MAWIB already offers. MNPFF leverages sector-based skill training, transitional jobs, compete Milwaukee, and Career Pathways specifically targeting men that have child support orders. MAWIB has created 2 new FTE to help coordinate the MNPFF.

Even with an additional $300,000, the total budget for the Office on African American Affairs is modest given its ambitious mission. Fortunately, the Office will work closely with other County Departments that have a proven track record of providing quality services to all populations, including African Americans.

Milwaukee County provides a variety of services, including many state-mandated social services, and, under County Executive Abele, seek to provide those services in an efficient and high-quality way that empowers the residents of Milwaukee County and aims to decrease socioeconomic inequities. For example, the County's Economic Development Division, in partnership with the County Board, is on pace to create thousands of jobs that pay family-supporting wages. From workforce development program like UpLift Milwaukee, which exists to place residents of high unemployment neighborhoods into jobs, to new developments such as the Park East and the Couture, the County has built an economic development structure that is unlike any other in Milwaukee County's history. The Economic Development Division will be a key partner in moving the mission of the Office on African American Affairs forward, and is already participating in a workforce development mapping initiative.[36] A sample of the variety of workforce development programs that exist within Milwaukee County government are listed on the next page.

Since 2011, the County's Department of Transportation has not only stabilized a transit system that had seen significant cuts and fare increases in the 10 prior years, but it has invested significant funds to modernize

[36] See Section V below.

the system – including improvements like a new fare box system and GPS tracking. These improvements make it easier for people to use public transportation to get to jobs. Additionally, as available jobs have increasingly moved out of the city center and to surrounding Milwaukee suburbs, Milwaukee County has been partnering with community stakeholders to figure out the best way to respond to community need around getting to job sites that may not be close to where employees and job seekers live. This opens up job opportunities for many people who could not otherwise find a way to get there. Also, in the 2016 budget, the County Executive and County Board partnered to fund an investment in planning and implementation of Bus Rapid Transit, where Milwaukee County is partnering with the Milwaukee Regional Medical Center to create the first BRT system in Wisconsin history.

Given Milwaukee's disproportionately bad racial disparities in employment, income, and poverty, the social services provided by Milwaukee County disproportionately impact the African American population. Milwaukee County Departments serve thousands of African Americans everyday, and these Departments will out of necessity be important partners in the Office on African American Affairs' mission.

As one example, the Department of Child Support Services has shifted its historic focus on child support enforcement to a model that empowers fathers and seeks out opportunities for them to meaningfully participate in their children's lives. This continues to involve a robust amount of successful job training and job placement. This Department just received a five-year $10 million Pathways to Responsible Fatherhood grant from the federal government that acknowledges the importance of this work and will fund even stronger efforts to strengthen families.

From the work of the Department of Health and Human Services to the Milwaukee County Parks System, to the Department on Aging, to Veterans Services, there are many more examples of services currently provided that positively impact all populations and absolutely impact many within the African American community. Milwaukee County will be taking an "all hands on deck" approach to the mission of the Office on African American Affairs to ensure that the full range of County resources are available to fulfill its mission.

IV. The Approach to be Taken By the Office on African American Affairs

Milwaukee's racial issues are not new. Several generations of leaders in Milwaukee have worked to improve the conditions of African Americans in Milwaukee, and yet the conditions today are still uniquely bad when compared to other metropolitan areas. It is important that the Office on African American Affairs take an approach to fulfilling its mission that is not merely a rebranded version of approaches unsuccessfully attempted by others. It is time to take a hard look at where we are and how we can genuinely move forward. This will require a willingness to consider alternative approaches, new ideas, and departures from past philosophies that, while perhaps sounding good when described to the community, have proven to be unsuccessful or unrealistic in practice.

Last December, long-time Civil Rights attorney and former NAACP Milwaukee President James H. Hall, Jr. gave a speech to the InterFaith Conference of Greater Milwaukee on the state of Milwaukee's African American community and how to improve its conditions. In that speech,

Hall provided an overview of the poor state of the African American community and a historical view of how the situation became what it is today. Hall then provided guidance on what Milwaukee as a community can do to improve the situation. He provided four observations on Milwaukee's current state as it relates to issues in the African American community[37]:

1. Lack of Leadership – Our political, civic, and business leaders have not elevated this issue as one that must be addressed and [have not]brought passion, purpose, vision, and commitment.
2. Lack of a Coordinated Plan – The various efforts are not well coordinated and symbiotic.
3. We have not as a community set specific goals and timetables for "moving the needle."
4. We have not adopted "best practices."

As it relates to the large set of socioeconomic issues that afflict Milwaukee's African American community, it is hard to argue with the accuracy of any of Hall's observations. The Office on African American Affairs intends to take the intelligent and strategic approach to fulfilling its mission that is suggested by Hall's hard-earned observations of Milwaukee's current state.

1) Leadership

For multiple decades, County Executive Chris Abele has demonstrated passion, purpose, vision, and commitment to the people of Milwaukee through his government and philanthropic work. He can list countless examples of his commitment to improving the standing of Milwaukee's African American community. He is a leader with vision, who considers the big picture and shows a unique passion for working to solve "unsolveable" problems. He has demonstrated through his various leadership roles that he is never content with the status quo. Given his commitment, vision, and ability, the Office on African American Affairs has a genuinely legitimate chance of fulfilling its ambitious mission under County Executive Abele.

The vision and leadership of the Office on African American Affairs will be aided by a community engagement strategy that connects the leadership of the Office to the on-the-ground views and experiences of the Milwaukee community. Additionally, the Office will utilize an Advisory Group comprised of community members to provide counsel and input.

In the Resolution, the County Board "urged" the County Executive to locate the Office on African American Affairs within the Office of the Comptroller in order "guarantee the independence" of the Office. The word "urged" was used because, legally, the choice of where to locate the new Office on African American Affairs is given to the County Executive. While the goal of independence is a legitimate one, the only government personnel that are truly "independent" are individuals who are themselves elected. More importantly, as described below there are other considerations regarding where to locate the Office on African American Affairs that should take precedence.

The County Executive has chosen to place the Office under the direction of the County Executive, and the Director of the Office will answer directly to the County Executive. This decision was made because the County Executive is committed to the mission of the Office on African American Affairs and wants to elevate the mission of the Office to the Executive level. This

[37] James H. Hall, Jr. "Social Justice Challenges: How did we get here? How do we move forward?" InterFaith Conference of Greater Milwaukee, December 3, 2015, speech text provided by Hall.

decision ensures that the Office will be highly visible, truly accountable to the community, and fully empowered to succeed in its mission of "recognizing and resolving the County's racial inequities for the benefit of all of its citizenry, and for the region to achieve its full potential." This decision was made after considering a variety of factors.

Accountability and Visibility – For the Office on African American Affairs to have a realistic chance of accomplishing its long-term mission, it is critical that the Office be in a position to be held accountable by the people of Milwaukee County. Placing the Office in the Office of the County Executive ensures that the County Executive personally will be held accountable for its performance.

As the government's chief executive, the County Executive is the most visible elected individual in Milwaukee County government. Given the high visibility of the County Executive and the direct line of authority between that position and the Office on African American Affairs, the Office will have a direct and robust level of accountability with the general public.

Empowerment – For there to be a realistic chance of accomplishing the ambitious goals of the Office on African American Affairs, the Office must be fully empowered to pursue its mission. Placing the Office within the Office of the County Executive accomplishes this. The County Executive manages the day-to-day operations of Milwaukee County government and can thus fully ensure that County Departments fully invest and participate in the mission of the Office.

This is not a consideration to be taken lightly. For the Office to be successful, it will need robust and committed partnerships with a variety of County Departments. The only long-term way to ensure that County Departments will be committed to the mission of the Office on African American Affairs is to demonstrate that the person these Departments answer to – the County Executive – is committed to the mission of the Office on African American Affairs. Placing the Office under the County Executive achieves this critical prerogative.

A variety of truly independent community entities are already positioned to do the important work of holding elected officials accountable for their records on African American affairs. What Milwaukee did not have until now was an entity that is truly *empowered* to improve the standing of Milwaukee's African American community in tangible and sustainable ways. In ensuring that the Office on African American Affairs has a realistic opportunity of accomplishing its mission, it is absolutely critical to place it in a location where it will be empowered. This is accomplished by housing it within the Office of the County Executive.

The resolution creating the Office on African Americna Affairs urged the placement of the Office within the Office of the Comptroller to "guarantee the independence" of the Office. The goal of independence is a meaningful one. However, placing the Office within the Office of the Comptroller will not create an independence Office on African American Affairs. Functionally, the only individuals in government who are truly independent are those individuals who answer directly to the people.

Generally, advocacy-based entities, like the Office on African American Affairs or like an issue-specific citizen commission, exist on a spectrum between independence and empowerment. The primary means of stated "independence" for a commission is through the use of appointee terms.

In theory, a commission appointee is independent once they are appointed, as they have a guaranteed term.

In practice, however, the appointee will often have reasons outside the formal commission structure to follow the lead of the elected official who appointed him or her. When this is not the case – when the appointee has both formal and functional independence - it is rare that the appointee also has any actual power.

Even if the Comptroller were to eschew the traditional analysis role (see "Advocacy" below) and embrace oversight of the Office's role in community advocacy, either the long-term independence or the long-term empowerment of the Office would be significantly constrained. Even under the Comptroller, the Office on African American Affairs would have to consider the fact that the County Board and the County Executive have budgetary authority over the Office. Additionally, both the legislative and the executive branch have a variety of power levers under their control that could be used either to benefit or burden the work of the Office.

Given these real world constraints, over time, the Office on African American Affairs would quite likely go in one of two directions. In one case, the Office would either strike a conciliatory relationship with the legislative and executive branch in order to maintain its budget, its access to County Departments, and its public support from those branches. Functionally, this would make the Office dependent on those branches.

In the other case, the Office would form an adversarial relationship with one or both of the legislative and executive branches. In the future, political theory suggests that the adversarial branches would likely seek to mitigate the threat of the Office through budget reductions, decreased access to County Departments, or a loss of public support. In this case, while the Office would only be dependent on the Comptroller, it would be disempowered and likely would not have the capability of achieving its mission.

Precedence[38] - Elsewhere in the country, Offices on African American Affairs and Offices on Racial Equity report to the Chief Executive of the government those offices are housed within. In researching best practices for this offices, we did not find any offices that reported to a Comptroller or similar official.

Advocacy – Inherent in the mission of the Office on African American Affairs is the idea that the Office will advocate on behalf of Milwaukee County's African American community. There are fundamental differences between the mission of the Office on African American Affairs and the Office of the Comptroller.

The mission of the Office of the Comptroller:[39]

> In accordance with Wisconsin State Statute 59.255, the elected Comptroller *maintains* Milwaukee County's accounting books, *monitors* and *reports* on budget versus actual fiscal results, *prepares* annual financial reports of the government and its agencies, and *analyzes* proposals for the use of County funds. The Office of the Comptroller works to ensure that

[38] See "Best Practices" below for a more detailed examination of the work of other jurisdictions in this area.
[39] Office of the Comptroller Website, last accessed January 10, 2016, available at: http://county.milwaukee.gov/CountyComptroller

> fiscal decisions are made based on sound financial information. In addition, the Office of the Comptroller provides fiscal information to policy makers to assist them in their policy directives. [emphasis added]

The objectives of the Office on African American Affairs:[40]

> The creation of an Office on African American Affairs in Milwaukee County (the County) include as its objectives: the examination and definition of issues central to the rights and needs of African Americans; *recommendations* for changes in programs and laws that disparately impact African Americans; *development and implementation* of policies, plans, and programs related to the special needs of African Americans; and *promotion* of equal opportunities for African Americans. [emphasis added]

Essentially, the Office of the Comptroller is dedicated to analysis and the provision of information, with a particular focus on fiscal matters. In other words, the Comptroller calls balls and strikes on matters of fiscal policy. The mission of the Office on African American Affairs, on the other hand, is to improve the standing of the African American community in Milwaukee through advocacy and action. Although there is some potential overlap in missions insofar as the Office is responsible for "examination and definition" of issues relevant to the Office's mission, the fundamental thrusts of these Office have little in common. Under the County Executive, the Office on African American Affairs will be empowered to advocate and act as well as fulfill its analytical function.

2) Coordination

As described in Section II above, the Office on African American Affairs will take a collective impact approach to fulfilling its mission, which at its core entails coordinating with County Departments internally and with a variety of stakeholders externally. The Office on African American Affairs will be staffed with an eye towards creating a team that can serve as a backbone support organization to a collective impact approach that addresses the mission given to the Office. Following collective impact principles, the County Executive will seek an Office Director that can embody the principles of adaptive leadership[41] and a staff equipped to plan, manage, and support[42] the Office's mission. Collectively, Office staff will need to be capable of managing a collective impact approach and meaningfully engaging the community.

3) Goals and Timetables

Milwaukee has had its share of experience with leaders who have issued generic promises to someday improve the standing of Milwaukee's African American community. Vague promises with no timeline can and often do inspire the community when delivered with conviction and emotion. However, only specific goals with specific timetables allow for public accountability.

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[40] See Resolution.

[41] See Collective Impact. Adaptive leadership includes "the ability to focus people's attention and create a sense of urgency, the skill to apply pressure to stakeholders without overwhelming them, the competence to frame issues in a way that presents opportunities as well as difficulties, and the strength to mediate conflict among stakeholders."

[42] See Collective Impact. An equipped staff will be capable of "ongoing facilitation, technology and communications support, data collection and reporting, and handling the myriad logistical and administrative details needed for the initiative to function smoothly." Office staff will need project management, data management, and facilitation capabilities.

The Office on African American Affairs will undergo a diligent effort to study the current standing of Milwaukee's African American community, the current array of resources available to improve that standing, and the level of improvement in a given timeline that is ambitious, yet attainable. As described in Section V, the Office will conduct these efforts both internally with Milwaukee County government and externally with the Milwaukee County community. The specific goals and timetables will be informed by community input.

4) Best Practices

Any legitimate long-term effort to improve the standing of Milwaukee's African American community has to be based on strong research, social science, and the past experiences of efforts conducted elsewhere. The Office on African American Affairs will take a rigorous, conscientious, community-informed, and academically-influenced approach to fulfilling its given mission. Office staff will demonstrate a capability of understanding the tenets of strong public policy and following a data-driven approach to its activities.

The formulation and structure of the Office itself is based on the best practices of collective impact research and will continue to be based on the experience of similar and related entites in other jurisdictions. Additionally, the direction of the Office will be informed by external technical assistance organizations.

The Experience of Other Jurisdictions – In the course of formulating the overall structure and direction of the Office on African American Affairs, the following entities were included among those examined: Various State Commissions,[43] Local Advisory Commissions,[44] the Seattle Office of Civil Rights (Race and Social Justice Initiative),[45] the New Mexico Office of African American Affairs,[46] Washington D.C. Mayor's Office of African Affairs,[47] City of Portland Office of Equity and Human Rights,[48] Multnomah County Office of Diversity and Equity,[49] Alameda County

[43] The South Carolina Commission for Minority Affairs, available at: http://cma.sc.gov/african-american-affairs/african-american-state-of-affairs-in-sc/; Illinois African-American Family Commission, available at: http://www.aafc.org/; Maryland Governor's Office of Minority Affairs, available at: http://goma.maryland.gov/Pages/default.aspx; State of Washington Commission on African American Affairs, available at: http://www.caa.wa.gov/; State of Pennsylvania Governor's Advisory Commission on African American Affairs, available at: https://www.governor.pa.gov/executive_orders/executive-order-2015-07-governors-advisory-commission-on-african-american-affairs/; State of Connecticut African American Affairs Commission, available at: http://aaac.cga.ct.gov/AAAC/.

[44] Suffolk County African-American Advisory Board, available at: http://www.suffolkcountyny.gov/Departments/CountyExecutive/MinorityAffairs/AfricanAmericanAdvisoryBoard.aspx; City of Tampa Mayor's African American Advisory Council, available at: http://www.tampagov.net/mayors-african-american-advisory-council; Austin African American Resource Advisory Commission, available at: https://www.austintexas.gov/aarac; Denver African-American Commission, available at: https://www.denvergov.org/content/denvergov/en/human-rights-and-community-partnerships/our-commissions/african-american-commission.html.

[45] http://www.seattle.gov/civilrights.

[46] http://www.oaaa.state.nm.us/.

[47] http://oaa.dc.gov/.

[48] https://www.portlandoregon.gov/oehr/.

[49] https://multco.us/diversity-equity.

Public Health Department Health Equity Policy & Planning,[50] and the King County Office of Equity and Social Justice.[51]

In the course of examining these entities, the following observations were made:

- Every office and virtually every commission reported to the Executive of the government in question. These offices and commissions originated from a variety of actions, ranging from executive orders to legislative action.
- The Commissions generally had little dedicated funding or staff, relying on voluntary commissioners and staff that tacked the new duties on to their other primary job responsibilities.
- These offices and commissions focus on a wide variety of issues, including economic development, education, health, legislation, business development, encouraging civic participation, housing, home ownership, homelessness, entertainment, employment, cultural venues, civil rights, and children and families.
- Most of these entities had an external community focus and not an internal focus on the functioning of the government the entity exists within. Often, especially given the lack of staff, the function of these entities appeared to be ceremonial in nature. Entities generally were charged with "increasing awareness" to issues that impact the African American community through hosting events, summits, awards ceremonies, cultural activities, and sometimes by distributing grants.
- Some of these entities, such as the Seattle Office of Civil Rights and the Portland Office of Equity and Human Rights, were well staffed and had substantive roles and responsibilities that focused primarily on inwardly improving the state of racial equity in the functioning of the government the office is housed within. The Local and Regional Government Alliance in Race & Equity, a national network of governments working to achieve racial equity and advance opportunities, defines racial equity as an environment where "race can no longer be used to predict life outcomes and outcomes for all groups are improved."[52]
- The inward mission of these offices is to increase the racial equity of government in how it functions. The Portland Office of Equity and Human Rights is a good example of an office whose mission is similar to the internal mission of the Office on African American Affairs. Portland's office was created in 2011 by city ordinance in order to:[53]
    - Promote equity and reduce disparities within City government;
    - Provide guidance, education and technical assistance to all bureaus as they develop sustainable methods to build capacity in achieving equitable outcomes and service;
    - Work with community partners to promote equity and inclusion within Portland and throughout the region, producing measurable improvements and disparity reductions;
    - Support human rights and opportunities for everyone to achieve their full potential;

[50] http://www.acphd.org/social-and-health-equity.aspx.
[51] http://www.kingcounty.gov/elected/executive/equity-social-justice.aspx.
[52] Local and Regional Government Alliance in Race & Equity, "Advancing Racial Equity and Transforming Government: A Resource Guide to Put Ideas into Action," 2015, available at: http://racialequityalliance.org/newsite/wp-content/uploads/2015/02/GARE-Resource_Guide.pdf.
[53] See Portland Office of Equity and Human Rights, About OEHR, available at: https://www.portlandoregon.gov/oehr/62229.

- Work to resolve issues rooted in bias and discrimination, through research, education, and interventions.

The Office is staffed with six positions that collectively offer policy expertise, facilitation ability, and community engagement skills – a staffing philosophy that is similar to the philosophy that will be utilized by the Office on African American Affairs. The strategies of the office include: using a racial equity framework, building organizational capacity, implementing a racial equity lens, being data driven, partnering with other institutions and communities, and operating with urgency and accountability.[54]

The examination of jurisdictions with entities that relate to the Office on African American Affairs turned up offices that offer a promising model on how to improve the racial equity of Milwaukee County government. This involves an internal focus on the functioning of the government itself – improving the decisionmaking of Departments, providing training to bolster the effectiveness of the government workforce, and positioning the government as a model for other organizations in the community to follow. The work of these offices will continue to inform the approach that the Office on African American Affairs takes in Milwaukee.

The organizations that focus externally on their community tend to utilize a ceremonial approach that, while offering events and other opportunities to show the African American community in a positive light, is unlikely to lead to the fulfillment of the Office on African American Affairs' mission if followed.

Lastly, the examination did not turn up an entity that shares the Office on African American's internal mission, external mission, specific emphasis on the African American community, and dedication of actual resources while also residing in a jurisdiction that suffers from the degree of racial disparity that exists in Milwaukee. In this regard, the creation of the Office on African American Affairs offers a unique opportunity to be a national model.

The Assistance of External Technical Assistance Organizations – While Milwaukee has a many resources available that play a role in addressing our racial disparities, it is important to reach out to national organizations that specialize in areas that will be helpful to the functioning of the Office. In our initial research into the Office, we continue to reach out to technical and philanthropic organizations that can assist the Office in fulfilling its mission. The Local and Regional Government Alliance in Race & Equity,[55] for example, has expertise in internal racial equity initiatives and can be a helpful resource in the development of techniques to build upon the functioning of Milwaukee County government.

The Foundation Strategy Group (FSG) is an experienced and well-resourced organization that serves as a "consulting firm for leaders in search of large-scale, lasting social change" and has considerable expertise in collective impact initiatives.[56] They have shown interest in Milwaukee and may be a valuable partner as the Office on African American Affairs determines initial steps.

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[54] OEHR, Citywide Racial Equity Goals & Strategies, available at: https://www.portlandoregon.gov/oehr/article/537589.
[55] http://racialequityalliance.org/.
[56] http://www.fsg.org/about.

As the Office on African American Affairs ramps up, it will always seek out assistance from organizations that have expertise that could assist the Office in fulfilling its mission.

V. Next Steps in the Development of the Office and Completion of its Mission

The County Executive is committed to ensuring that the Office on African American Affairs is built and directed in a way that maximizes its ability to achieve its ambitious mission. The Office will not be able to "resolve the County's racial inequities" overnight. A long-term, collective impact approach will be necessary for any legitimate chance of achieving this mission. The Office can also achieve short-term progress that both demonstrates the County's commitment to the Office's mission and strategically advances the Office toward completion of its long-term goals. At the same time, the Office has been given responsibilities that are internal to Milwaukee County government and external to the Milwaukee County community.

To determine next steps, it is necessary for the Office to split initial goals between an internal focus and an external focus, and to split between short-term and long-term within those. The internal focus includes appropriating funding to the Office, recruiting and hiring staff, and partnering with County Departments to begin the process of adding a racial equity focus to how the County functions. The external focus includes surveying existing resources in Milwaukee, building parterships with stakeholders, reaching out to technical assistance providers, and conducting research to formulate a long-term plan to attack Milwaukee's inequities in a meaningful, ambitious, and achieveable way.

Internal Focus – In addition to the logistics of establishing the Office and bringing a racial equity lens to Milwaukee County affairs, an immediate short-term focus of the Office on African American Affairs is to conduct a workforce development mapping exercise that analyzes the strength, breadth, and depth of the various workforce development initiatives that exist within Milwaukee County Departments. While Milwaukee's racial issues are complex and interrelated, a

key component of any successful strategy for ameliorating those issues will be policies and programs that increase access to jobs for those who need them.

Initial Goals for Internal Focus

Short-Term Goals

- Fund and staff office
- Create racial equity strategy for County Departments
- Create County workforce development map

Long-Term Goals

- Robust Office that is capable of leading a collective impact strategy
- Milwaukee County as a model government in the area of racial equity

Initial Goals for External Focus

Short-Term Goals

- Host initial community meetings
- Complete a survey of the local environment
- Build partnerships with stakeholders
- Research areas of potential policy focus

Long-Term Goals

- Create rigorous, ongoing, community-informed goals and timelines
- Build a robust community engagement structure
- Successfully lead a collective impact strategy that reduces Milwaukee's racial inequities

External Focus – The Office's efforts to create a collective impact approach that reaches the entire community will be more complex and long-term in scope relative to its internal responsibilities. The first step in conducting a successful collective impact approach, aside from assessing current community resources and building partnerships, is hearing from the community. One of the first activities of the Office will be to hold a series of community meetings in Milwaukee County to get the community's perspective on how the mission of the Office on African American Affairs can be accomplished.

Additionally, it will be important to immediately begin the work of examining policy areas that could be a key focus of a collective impact strategy for addressing Milwaukee's racial inequities. The Office on African American Affairs will seek input from the community, policymakers, researchers, and other experts to assess different policy options to focus on. Below are just a few potential areas of focus:

- *Economic Development and Employment*: Given the critical importance of work, the high African-American unemployment rate, and the shortage in African-American entrepreneurship, a straight forward case[57] can be made for a strategy focused on bolstering economic development efforts that especially impact African Americans.
- *Talent Attraction and Retention*: Milwaukee's African American middle class is unusually small. There is substantial anecdotal evidence[58] showing that, while Milwaukee produces many talented young people of color, they are disproportionately likely to leave Milwaukee when the opportunity arises and not come back. One Office focus might be

[57] "By 2010, barely more than half of African American males in their prime working years were employed, compared to 85 percent almost forty years ago." Marc Levine, Race and Male Employment in the Wake of the Great Recession: Black Male Employment Rates in Milwaukee And the Nation's Largest Metro Areas," University of Wisconsin-Milwaukee Center for Economic Development, 2012, available at: https://www4.uwm.edu/ced/publications/black-employment_2012.pdf.

[58] "A debt to those who came before," Eugene Kane, Milwaukee Journal Sentinel, January 12, 2013, available at: http://www.jsonline.com/news/opinion/a-debt-to-those-who-came-before-4t8aiuk-186557301.html . "I've talked to so many young black people who say, 'I'll just move to Atlanta because I can't get anything going here,' " said Raney, area director for the Boys & Girls Clubs of Greater Milwaukee. "The perceptions are there's just not a lot of opportunity here."

investigating why the attraction and retention of minority talent is difficult for Milwaukee and what strategies[59] could be created to address the issue.

- *Place-Based Initiatives and Residential Segregation*: According to various measures,[60] Milwaukee is the most segregated major metro area in the country when it comes to African American/white residential segregation. Research suggests that such racial (and economic) segregation and other measures of inequality negatively impact communities of color in a litany of ways[61] and also negatively impact regional economies.[62] A strategy to meaningfully reduce Milwaukee's segregation, if successful, could have a lasting impact in Milwaukee.
- *Pre-Childbearing Intervention*: Given the high level of African American poverty in Milwaukee, a major component in any examination of Milwaukee racial disparities should focus on the poverty cycle and how to disrupt it. Research[63] suggests that efforts to ensure that young adults are employed, educated, and in strong relationships prior to having children can yield significantly stronger outcomes for those children.

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[59] For example, see "Wisconsin Talent Development: 2014-2018 Strategic Plan," Governor's Council on Workforce Investment, available at: http://www.wi-cwi.org/pdf/cwi_strategic_plan_2014_2018.pdf. Recommendation include: 1. Develop Career Counseling/Career Month, 2. Add Attraction and Retention Tax Credits for Skilled Graduates, 3. Incorporate Relocation Tax Credit and Loan forgiveness, 4. Expand Youth and Adult Apprenticeship Participation and Programming, 5. Support Transportable Skill Sets for Transportable Careers, 6. Deliver Financial Incentives for Attraction/Entrepreneurship, 7. Engage in Markeketing that Atrracts Millenials and Entrepreneurs, 8. Expand Broadband Access.

[60] For example, see Vital Signs: Benchmarking Metro Milwaukee, 2015. Released July 2015. Sponsored by Greater Milwaukee Foundation, United Way of Greater Milwaukee & Waukesha County, and the Greater Milwaukee Committee. Data available at: http://www.communityresearchpartners.org/wp-content/uploads/2015/06/VitalSigns2015_Top100.xlsx.

[61] "High-poverty neighborhoods, which are often violent, stressful, and environmentally hazardous, can impair children's cognitive development, school performance, mental health, and long-term physical health. These effects occur both directly and indirectly by affecting, for example, parents' mental health and parenting practices." "Creating Opportunity for Children: How Housing Location Can Make A Difference," Barbara Sard and Douglas Rice, Center on Budget and Policy Priorities, October 15, 2014, available at: http://www.cbpp.org//sites/default/files/atoms/files/10-15-14hous.pdf.

[62] Utilizing data from the 1990 and 2000 Census on 341 metropolitan statistical regions in the U.S., researchers found that real per capita income growth was negatively affected, controlling for other variables that should promote growth, by such distributional measures as the ratio of city to suburban poverty, the percent of poor residents in high poverty neighborhoods, the ratio of income at the sixtieth percentile to household income at the twentieth percentile, and the index of dissimilarity between blacks and whites at the metro level. These results held up to challenges of simultaneity, suggesting that the causal direction from equity to growth exists. Pastor, M, "Cohesion and Competitiveness: Business Leadership for Regional Growth and Social Equity. In Competitive Cities in the Global Economy (pp. 393–406)," 2006, OECD Publishing, available at: http://www.oecd-ilibrary.org/urban-rural-and-regionaldevelopment/competitive-cities-in-the-global-economy/cohesion-and-competitivenessbusiness-leadership-for-regional-growth-and-social-equity_9789264027091-16-en.

[63] For example, see "Fragile Families and Child Wellbeing," Jane Waldfogel, Terry-Ann Craigie, and Jeanne Brooks-Gunn, Fall 2010, available at: http://www.ncbi.nlm.nih.gov/pmc/articles/PMC3074431/.