

M I L W A U K E E C O U N T Y



RACIAL EQUITY BUDGET TOOL



INCORPORATED
1835

2026 BUDGET CYCLE

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By achieving racial equity, Milwaukee is the healthiest county in Wisconsin.

MILWAUKEE COUNTY VISION STATEMENT

Overview

Racism has been and is a public health crisis in Milwaukee County. According to the County Health Rankings, Milwaukee County is, and has consistently been, one of the lowest-ranked counties for health in Wisconsin and, according to Federal Reserve Economic Data, Milwaukee County is one of our nation's most racially segregated areas.

According to 2019 statistics, a white person lives, on average, nearly 14 years longer than a black person and the infant mortality rate is nearly three (3) times higher for black infants compared to white infants. Race is a social construction with no biologic basis, yet racism may produce an assigned societal value based on the way a person looks that has resulted in race being a consistent predictor of a person's quality and length of life.

The Racial Equity Budget Tool (REBT) is a structured racial equity lens for departments to use to critically assess the impacts of budget decisions on communities of color. The tool is structured around Milwaukee County's strategic focus areas to help departments and decision makers better understand the pain points and opportunities to advancing the County's vision.

Milwaukee County's Racial Equity Budget Tool (REBT) is designed to:

Make intentional connections between the strategic plan and the budget.

Use racial equity as the key guiding principle for important decisions regarding investments or disinvestments.

Initiate conversations on topics related to the three-year strategic objectives among department leaders and employees.

Provide baseline data on departmental efforts to inform enterprise-wide decisions.

Milwaukee County Strategic Focus Areas

In 2019, Milwaukee County launched its first strategic plan in 20 years. This plan explicitly recognizes that racism is a public health crisis and leads with the vision that: **By achieving racial equity, Milwaukee is the healthiest county in Wisconsin.**

As part of the strategic plan, Milwaukee County leaders have committed to use a racial equity budget tool to ensure resource allocations advance the strategic focus areas and vision. The questions in this budget tool were guided by the strategic plan and were informed by best practices from other jurisdictions and the Government Alliance on Race and Equity (GARE).

1. Create Intentional Inclusion

- Reflect the full diversity of Milwaukee County at every level of County government.
- Create and nurture an inclusive culture across the Milwaukee County government.
- Increase the number of Milwaukee County contracts awarded to minority- and women-owned business.

2. Bridge the Gap

- Determine what, where, and how we deliver services based on the resolution of health disparities.
- Break down silos across Milwaukee County government to maximize access to and quality of services offered.
- Apply a racial equity lens to all decisions.

3. Invest in Equity

- Invest “upstream” to address root causes of health disparities.
- Enhance Milwaukee County’s fiscal health and sustainability.
- Dismantle barriers to diverse and inclusive communities.

Instructions

1. Submit only one REBT per department.

The REBT should reflect an analysis of the suite of budget decisions per department. Within answers to each question, **details may be provided at the division level**, as determined appropriate. Decision points should be analyzed as part of the comprehensive effort that your department is undertaking in addressing racial equity in programs, plans, policies, and power structures. Since departments are often tasked with cutting their budgets to reflect a reduction from their previous fiscal year's budget, a REBT should also include an analysis of how proposed reductions may or may not burden Black and Brown individuals and communities.

2. Keep the focus on the analysis of departments' improvements, reductions, and overall budget.

The REBT will focus on a racial equity analysis of decisions for new policies, programs, and plans under consideration, and the department's ongoing commitment to racial equity.

3. Use demographic data to help your department determine benefits and burdens of new decisions and overall budget.

State and federally collected demographic data resources are provided in [Appendix C](#). Departments are encouraged to

use any data they collect on their service users throughout the completion of the REBT. Data from other relevant and credible sources a department may have is also acceptable.

4. REBT technical assistance information and opportunities.

If you have questions related to the 2025 REBT, please attend one of the Strategy, Budget and Performance Open Office hours and bring the questions. All persons who may be expected to assist the department director in completing the REBT will be encouraged to participate.

- If you understand the question, but have difficulty determining how to answer a question, please contact your Budget Analyst for assistance.
- The Office of Equity should only be contacted on questions related to the racial equity components (glossary, concepts, etc..) that are unclear and cannot be addressed by your Budget Analyst. Send correspondence via email to equityoffice@milwaukeecountywi.gov.



MILWAUKEE COUNTY

RACIAL EQUITY BUDGET TOOL

Date Submitted:

Department: Parks

Please note: each response field below has a 2,500-character limit.

STRATEGIC FOCUS AREA 1: CREATE INTENTIONAL INCLUSION

1. What activities are you doing to attract and retain a diverse and inclusive workforce in your department? What are the associated costs of these activities?

2025 is the second year that Milwaukee County Parks is operating under a 3-year Strategic Plan. That plan has identified 5 key objectives, one of which is to “Grow and Retain a Diverse Workforce”. Within that objective are 4 Actions – 1) Increase direct engagement with communities of color for recruitment efforts, 2) Improve training, support, coaching for hiring managers to reduce bias in all personnel management, 3) Increase retention through focused training for entry level and seasonal employees. Create career pathing with mentoring and shadowing to increase diversity of leadership, 4) Identify and remove all potential barriers and biases for hiring. In 2025 Parks continued focused implementation on #3 – creating career pathways and #4 – reducing barriers to acquiring CDLs. The career pathway goal was completed and Parks now has a tool that can show interested staff members how they can advance through the workforce by being transparent about what trainings and competencies are needed to grow. Parks also subsidizes the cost of attaining a CDL license for our staff in order to reduce this barrier to our workforce. Parks continues to include an equity statement in all job postings which affirms our commitment to this goal as well.

2. How do you use professional development and advancement opportunities to promote equity in your department’s workforce? What resources are used to support these opportunities for professional development and advancement?

Parks has limited resources for professional development to spread across a large department, but we make every effort to encourage professional development among staff. This may occur through attendance at conferences, trainings, or other similar events. Parks has a unique opportunity to coordinate with MATC to offer expanded trainings for employees that will build their skills and support hiring into full time positions based on an agreement that has at times been underutilized in the past.

3. Our employees can be a great resource for innovation and knowing what is working well and what needs work. Have you engaged a diverse group of frontline employees to inform decisions about your proposed budget changes? If yes, how was input solicited, who was involved, and what were the results?

Parks’ 3-year Strategic Plan includes an objective to “Equitably balance the parks system to be sustainable”, within which there is an Action to “Encourage and empower staff to identify unsustainable practices and implement new ways of doing things to save costs. Share success stories across Parks to implement more widely.” The 2026 requested operating budget is the first budget in years where Parks is required to make substantial cuts to services. These decisions were made by department leadership in an approach that has been informed by experience but not through direct conversations with frontline staff.

4. Are you tracking contracts with minority and women-owned business? If yes, please share percentages of each. If no, why not?

Yes – Parks tracks TBE participation in multiple ways. As it relates to public works contracting (capital projects and major maintenance expenses) TBE participation is thoroughly tracked and a follow up report on participation can be provided.

STRATEGIC FOCUS AREA 2: BRIDGE THE GAP

5. How and when have service users, in diverse and inclusive communities, and other key stakeholders been

engaged to inform decisions about changes in funding levels for services provided in your requested budget (who was involved, what was the forum, what were the results)?

Parks engages with the community on various planning initiatives and community input is considered in final recommendations. Recommendations from planning studies are added to annual capital improvement project requests.

6. Describe ways in which demographic and economic data were used to prioritize resource distribution. (Data can include sources found in the resources section of this tool, department collected data, or any other relevant data from other sources.) a. Please provide specific examples of data and how that influenced decision making.

b. Are there gaps in the data that need to be addressed to better understand disparities in equity?

Parks has developed a Park Equity Index that is issued to inform and prioritize resource distribution. The Park Equity Index is a weighted score based on demographics, park service level radius, and equity data that is updated annually. The methodology behind the Park Equity Index is always improving and a more thorough description of how the Index was developed in 2024 can be found in County Board File #24-431. The Park Equity Index was used in the development of the requested capital and operating budget and is used consistently by the department as resource allocation decisions need to be made. There are no gaps in data and Parks is considering improvements to health data in the Park Equity Index.

7. a. How does your budget reflect efforts to work across departments to break down silos to maximize access to and quality of services offered? b. How does this help us achieve the vision of achieving equity and health?

Parks and MCDOT are closely aligned and working collaboratively to improve the safety of our pedestrians and cyclists on roads and trails. Parks spent considerable time in 2025 developing a strategic partnership with DHHS, DAS, Office on Equity and other departments in support of a creative solution at the McGovern Park Senior Center. Parks is committed to identifying public-private partnerships that help relieve the County of its capital backlog and deliver improved services for residents, including those services that benefits racial and health equity.

8. What are the expected benefits and potential unintended consequences to disadvantaged communities of your proposed budget changes?

a. What analysis did you do to determine the expected benefits and potential unintended consequences?

b. What will your department do to mitigate unintended consequences resulting from your proposed budget changes?

c. What are the demographic impacts of any fines and fees accessed by your department? Are there disproportionate impacts on any particular groups?

The 2026 requested budget from Parks includes additional revenue from the Milwaukee Parks Foundation donations of \$560,391. These funds will be allocated using the Park Equity Index and in consideration for achieving racial equity throughout the parks system. The 2026 budget is one that requires service reductions to the amenities that parks offers the community. This is an unfortunate reality of Milwaukee County's fiscal situation and one that requires structural reform to resolve. Service level reductions within the parks system will impact disadvantaged communities, but Parks will continue to use the Park Equity Index to make decisions that help mitigate these impacts.

STRATEGIC FOCUS AREA 3: INVEST IN EQUITY

9. If your department were to receive some additional funding for addressing equity, what specific strategic plan priority would you address, what would be the project/activity and intended outcome, and how much would it cost?

Parks' primary need for additional funding is to supplement its seasonal labor budget to allow for more people to be hired to keep open Parks facilities throughout the year.

10. What is your department doing to dismantle barriers to diverse and inclusive communities, including meeting multilingual needs and other communication or accessibility barriers?

Within Parks' 3-year strategic plan is an Objective to Advance Racial Equity and Enhance Accessibility. Within that objective is an action to "Provide multi-lingual signage in targeted areas and multi-lingual options for external communications and processes". In addition, there is an action to "Assess and reduce barriers for different users through an equity review; identify changes needed to make processes more accessible". Finally, there is an action to "Innovate and increase the number of accessible facilities above and beyond ADA compliance". These are all high priorities for the Parks Department to focus on over the 3-year period.



Appendices

Appendix A:
Glossary

Appendix B:
Frequently Asked Questions

Appendix C:
Resources by Strategic Focus Area

Appendix D:
Public Participation Model

APPENDIX A

GLOSSARY

Communities of color: In the context of the Milwaukee County Racial Equity Budget Tool, the term communities of color is interchangeable with Black and Brown communities and inclusive of all non-white populations of color.

Disadvantaged communities: A collective term for referencing communities that have historically experienced inequities where they learn, live, and work that were/are not optimal due to disenfranchisement, disinvestment, marginalization, racism, and other systems of oppression.

Diversity: Diversity includes all the ways in which people differ, and it encompasses all the different characteristics that make one individual or group different from another. It is all-inclusive and recognizes everyone and every group as part of the diversity that should be valued. A broad definition includes not only race, ethnicity, and gender — the groups that most often come to mind when the term “diversity” is used — but also age, national origin, religion, disability, sexual orientation, socioeconomic status, education, marital status, language, and physical appearance. It also involves different ideas, perspectives, and values.

Diverse group: As it relates to question 5, an intentional effort to include individuals from different racial, ethnic, gender, and social backgrounds proportionate to the diversity of the department.

Economic data: Numerical data collected based on service delivery criteria determined by departments.

Equity: The just, fair, and impartial treatment, acceptance, or behavior of people without favoritism or discrimination. Equity means righting wrongs, doing what’s right, and giving people what they need to thrive, which is different from equality, which means everyone gets the same thing regardless of circumstance or need.

Frontline employees: A grouping of Milwaukee County employees that serves as the initial point of contact for service users or a range of employees from all levels of the workforce with emphasis on the inclusion of direct service rendering staff.

Inclusion: Assurance that the culture, values, and opinions of individuals and groups are represented in the decision-making processes.

Inclusive workforce: A workplace environment that recognizes the contributions of all employees, while valuing their social status, race, gender, or other demographic classifications.

Key stakeholders: Both internal and external individuals, agencies, or organizations who participate in the planning, development, implementation and decision-making process of an activity, process, or service delivery. (AMOP: Key stakeholders are service users, the workforce, partners, governing boards, donors, suppliers, taxpayers, regulatory bodies, policy makers, funders, and local and professional communities.)

Multilingual needs: The ability of Milwaukee County departments to address linguistic needs for all service users through staffing, documentation, and other communication platforms.

Professional advancement: Opportunities for staff to build their capacity and ascend or pursue lateral movement to further advance their career trajectory.

Racial data: Demographic data collected by Milwaukee County departments that identifies the race/ethnicity of service recipients.

Racial equity: The just and fair inclusion of all people in society, regardless of their race/ethnicity, with unfettered ability to participate, prosper, and reach their full potential. Racial equity is achieved when race no longer determines one’s health and socioeconomic outcomes and when everyone has what they need to thrive and decide what’s best for themselves, their families, and their communities, no matter where they live.

Service user: Current or potential user of Milwaukee County services.

Unintended consequences: Outcomes of a purposeful action that are not intended or foreseen.

FREQUENTLY ASKED QUESTIONS

PURPOSE

1) What is the purpose of using this tool?

The Racial Equity Budget Tool (REBT) has many intended purposes:

- It is about making an intentional connection between the strategic plan and our budget. We cannot sufficiently change our institution if we do not think critically about how and what we are spending money on.
- Whether we are making investments or disinvestments, we must do so with racial equity as the key guiding principle to those important decisions.
- It is meant to spur conversation on topics related to the strategic focus areas among department leaders and employees so we are all challenging ourselves to think critically about our efforts to advance the vision.
- This tool is an opportunity to baseline departmental efforts to make informed enterprise-wide decisions.

These are only some of the many answers to why we are using a tool to assess budget decisions.

2) What other jurisdictions have used a racial equity budget tool? Where did the budget tool questions come from?

Milwaukee County's REBT builds on the success of other jurisdictions in implementing a budget tool. Jurisdictions Milwaukee County looked to for guidance include the City of Seattle, the City of Portland (Ore.), King County (Wash.), and the City of San Antonio. Resources from the Government Alliance on Race and Equity (GARE) were also used. The questions are largely framed around Milwaukee County's strategic plan.

3) How does this tool work when departments must make budget cuts year over year? What is the point of doing this when departments don't have a lot of latitude about what disinvestments to make?

Milwaukee County's structural deficit and budget challenges are no secret. However, Milwaukee County still has an annual budget of over \$1 billion. Whether the County is

making disinvestments or investments, those decisions must be made with racial equity at the forefront of decision-makers' minds. Departments should think critically about their current assumptions and spending versus shifting investments to address root-causes of inequities.

COMPLETING THE TOOL

4) Are there right answers to the questions?

Responses to this tool will inform our future action to see where Milwaukee County can improve on the path to health and racial equity. There are no right answers to the questions, and each department is starting in a different place, serves different people with different needs, and faces a different set of barriers and opportunities. While there are no right answers, the information provided in the tool will be used for decision making throughout the budget process and will be available to the public. Therefore, answers should be robust, defensible, and easy to understand. Your department's answer may look very different than another department's answer and that is okay as long as the answers address the question.

5) What if there are inequities to other groups other than racial groups? Should we be talking about those inequities in our analysis?

Yes! Milwaukee County is race forward, but not race exclusive. If there are other inequities identified in your analysis, please include them.

6) Does every department complete one tool, or is it one tool for each division?

Please submit one tool per department. Responses can be broken down at the division level within your department's tool, as appropriate. All questions should be completed.

7) Who is responsible for filling out the budget tool?

The department head is ultimately responsible for the content in the REBT. It is up to department leadership to determine who in their department is most appropriate to be involved in completing questions in the tool, which will differ from department to department. Likely people to include are department leaders, fiscal staff, and administrative staff.

FREQUENTLY ASKED QUESTIONS

8) Is this tool supposed to imply that we should be taking actions on each of these items? Are the questions meant to be directives to departments?

The REBT will focus on an equity analysis of decisions for

A budget is a reflection of priorities. Ultimately, Milwaukee County's budget should reflect our values and advance our vision and strategic plan. However, we acknowledge our organization is on a journey to continuously improve our efforts toward health and racial equity. The REBT is meant to spur conversations among department leaders and staff about what they are and are not able to do in a given budget year to advance the vision. To that end, the tool is not an absolute directive to departments. We fully expect that some departments' answers to some of the questions will be that they are not doing anything this year with an explanation about why that is the case. Looking ahead to future years, departments will be expected to show how their budgets help Milwaukee County make progress toward its vision.

9) How do I use this when my work is statutorily required?

What services Milwaukee County provides is often statutorily required. However, how we do our work usually is not a directive. This tool is meant to challenge us all to think about how to do the enormous part of our work that is within our discretion and control.

10) Is there a standard approach all departments are expected to take to answer the questions?

No. Answer the questions based on the approach your department currently takes on these items.

11) What type of analysis is expected for each of the questions?

It depends on what your department is currently doing in each area. Please use the diverse expertise and experiences of staff in your department to determine the most appropriate way for your department to answer the questions.

12) What part of the budget is this tool being applied to?

new policies, programs, and plans under consideration, and the department's ongoing commitment to equity. Your department is asked to identify what considerations are considered in the overall budget to maximize equitable outcomes.

Performance, Strategy and Budget and the County Board.

USING THE DATA

13) Who will receive the data departments provide in the REBT? Who will be expected to answer questions about the information provided?

Responses to the REBT will be publicly available and will be presented to the County Board. If any decision-makers (e.g., County Executive, County Board Supervisors, department directors) have questions about the information provided in the REBT, the department should be prepared to answer them. We are all partners in Milwaukee County's strategic planning effort to achieve racial equity, and the budget tool is in-part meant to inform and focus conversations around strategic priorities, understanding that not all questions have known answers or solutions.

14) What if someone questions the analysis, conclusions, or recommendations made in the budget tool?

Like all research and analysis, there will be questions and critiques and we should embrace these important conversations. The work presented in the budget tool should be defensible, but most of these questions do not have a clear right or wrong answer. If someone finds something wrong in the analysis, then we need to fix it. However, if it is a question about the interpretation and meaning of the analysis, then we can make space for different perspectives to find the best path forward with the information we have available.

14) Will the budget tool submissions be scored?

No, the REBT submissions will not be scored. However, they will be made available to the public and reviewed by the County Executive's office, the Office of Equity, the Office of

FREQUENTLY ASKED QUESTIONS

(CONTINUED)

LOGISTICS

16) When will the budget tool be due?

The REBT is due on July 15 — the same due date as the requested budget.

17) Where do I go if I have questions?

If you understand the question, but have difficulty determining how to answer a question, please first try to problem solve within your department by looping in additional experts (e.g., people leaders, frontline staff, etc.).

If you need assistance understanding what the question is asking, contact your Budget Analyst for assistance.

The Office of Equity should only be contacted on questions related to racial equity components (glossary, concepts, etc.) that are unclear and cannot be addressed by your budget analyst. Send correspondence via email to equityoffice@milwaukeecountywi.gov.

APPENDIX C

RESOURCES BY STRATEGIC FOCUS AREA

STRATEGIC FOCUS AREA 1: **Create Intentional Inclusion**

- [2020 Milwaukee County Workforce Audit](#)

STRATEGIC FOCUS AREA 2: **Bridge the Gap**

- [American Community Survey](#) (from US Census Bureau – descriptions below from US Census Bureau)
 - [Data Profiles](#) have the most frequently requested social, economic, housing, and demographic data. Each of these four subject areas is a separate data profile. The data profiles summarize the data for a single geographic area, both numbers and percent, to cover the most basic data on all topics. (Can compare state/County/Municipal data. With some effort, can get zip code level data.)
 - [Narrative Profiles](#) are short, analytic reports derived from the ACS 5-year estimates. Each Narrative Profile covers 15 different topic areas and provides text and bar charts to display highlights of selected social, economic, housing, and demographic estimates for a selected geographic area. (Easy to get zip code level data)
- [Personal Income Data](#) (Bureau of Economic Analysis) Per Capita Personal Income by State/County, 2016 – 2018 for the entire nation.
- Per Capita Income by County
- [Public School Enrollment](#) (Wisconsin Department of Public Instruction)
- [Private School Enrollment](#) (Wisconsin Department of Public Instruction)
- [State of Wisconsin WBE/MBE/DVE](#) This provides a list of all Woman/Minority/Disabled Vets Business Enterprise information. You can search by business name, by product/service, and by location.
- [Milwaukee County Diversity and Compliance Website \(B2GNow\)](#) Links to certified lists for the State of Wisconsin ACDBE/DBE/SBE Directory and the Milwaukee County approved DBE/SBE vendors (training available on using system).

STRATEGIC FOCUS AREA 3: **Invest in Equity**

- [Public Participation Model](#)




Additional County Resources

- [Strategic Plan \(Objectives\)](#)
- [Health and Equity Framework](#)

APPENDIX D

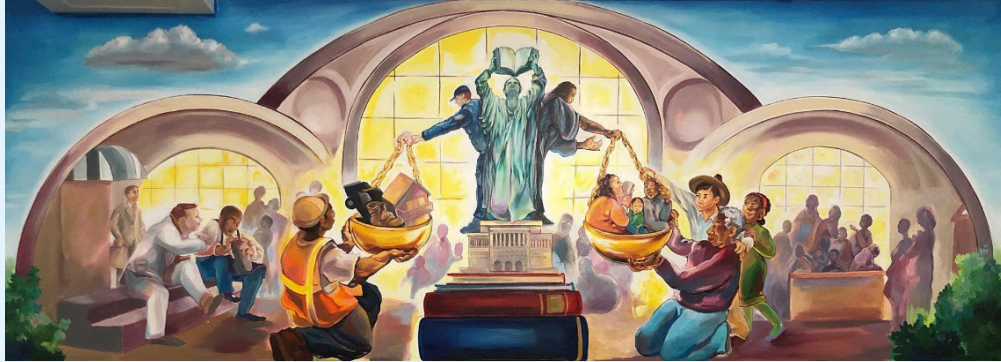
PUBLIC PARTICIPATION MODEL



	INFORM 	CONSULT	INVOLVE	COLLABORATE 	EMPOWER/LEAD 
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions	To obtain public analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

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ON THE COVER



“WELCOME TO THE PEOPLE’S HOUSE”

Artist: Tia Richardson

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MILWAUKEE COUNTY
HEALTH &
RACIAL EQUITY

**ONE COUNTY
ONE VISION**

By achieving racial equity, Milwaukee
is the **healthiest county in Wisconsin.**

county.milwaukee.gov/vision