



# Milwaukee County

State and Local Fiscal Recovery Funds



**MILWAUKEE  
COUNTY**

August 2021 Recovery Plan



# Milwaukee County

## State and Local Fiscal Recovery Funds Recovery Plan



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## GENERAL OVERVIEW

### Executive Summary

#### *Milwaukee County Overview*

In 2019, Milwaukee County was the first jurisdiction in the United States to declare racism a public health crisis. Through that declaration, advancing racial equity became the focus of the organization's first strategic plan in 20 years. In 2020, County Executive David Crowley and the Milwaukee County Board of Supervisors promptly passed an ordinance committing the County to advancing racial equity and eliminating health disparities. These critical actions launched the County into strategic planning to make Milwaukee the healthiest county in Wisconsin by achieving racial equity. Guiding these efforts, Milwaukee County adopted a health and equity framework based on the Wisconsin Population Health Institute's Mobilizing Action Toward Community Health Initiative. This approach is focused on addressing root causes of racial inequities, stemming from organizational policies, practices and systems.

Milwaukee County acknowledges that years of intentional, institutional, and systemic racism have worked to the advantage of white residents and to the disadvantage of people of color. The COVID-19 pandemic has exposed the deep inequities in local systems that continue to harm county residents. Milwaukee County is currently up against two pandemics: racism and COVID-19. In order to defeat both, Milwaukee County is dedicated to changing the way the people of Milwaukee County are served. It is through this racial equity lens that Milwaukee County will allocate \$183 million in American Rescue Plan Act (ARPA) State and Local Fiscal Recovery Funds (SLFRF) to serve the hardest-hit areas of the community.

Milwaukee County's plan for use of SLFRF will be intentionally developed to A) meet the immediate recovery needs of residents and B) further strategic efforts to invest in equity which include advancing upstream services, achieving fiscal sustainability, and dismantling barriers to diverse and inclusive communities. The public health and fiscal crises experienced by Milwaukee County before and during the pandemic will drive the County's SLFRF recovery plan.

#### *Public Health Crisis*

Milwaukee County ranks 71 out of 72 counties on overall health outcomes for its residents, according to County Health Rankings data. The social construct of race is a key predictor of the quality and length of life of residents in Milwaukee County. A white person will live

almost 7 years longer on average than a black person.<sup>1</sup> In addition, Black workers face greater underlying pre-pandemic health insecurities that make them more susceptible to contracting the coronavirus. Preexisting health conditions such as hypertension, asthma, and diabetes are all experienced at a higher rate for Blacks than whites — and are also associated with greater risk of death from the coronavirus.<sup>1</sup> Given the disparities in disease burden and gaps in healthcare access, the pandemic has disproportionately cut through communities of color in Milwaukee County. By April 8, 2020, Black residents accounted for 45% of confirmed cases despite making up 26% of the population.<sup>2</sup>

A majority of county Black workers and their families were financially insecure before the pandemic.<sup>1</sup> The public health crisis and related job losses have been especially harmful for Black residents because they have historically suffered from higher unemployment rates, lower wages, and fewer savings than their white counterparts. The current economic damage is magnified due to those prior insecurities.<sup>2</sup>

### *Fiscal Crisis*

Milwaukee County continues to grapple with a growing structural deficit created by state-imposed funding limits, the growing cost of state-mandated services, and irresponsible decisions made by County leaders decades ago. Since 2012, Milwaukee County has faced cumulative budget gaps of approximately \$320 million — an average of roughly \$30 million per year. This reoccurring structural deficit has put Milwaukee County in a position to make permanent cuts by creating efficiencies, streamlining services, and making the county leaner every year. This severely limits the County's ability to invest in neighborhoods, services, and the people of Milwaukee County.

Milwaukee County's preliminary revenue loss estimate of \$58 million for 2020 demonstrates the significant budgetary impacts of the pandemic. When considering airport revenue loss as well, the county-wide revenue loss for 2020 is over \$94 million. These figures are under review and subject to change in future reports. Each year, actual revenues will be compared to the counterfactual scenario included within the ARPA revenue loss definition to solidify these calculations. The Milwaukee County Office of Performance, Strategy, and Budget currently estimates revenue loss totals in the range of \$300 to \$400 million for the fiscal

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<sup>1</sup> [Life expectancy in Wisconsin | County Health Rankings & Roadmaps](#)

<sup>2</sup> [Milwaukee's Coronavirus Racial Divide. Center for Economic Development, University of Wisconsin-Milwaukee. April 2020.](#)

years of 2020 through 2023. The pandemic’s impact on the County’s already strained operating budget and revenues will be a key factor in determining SLFRF allocations.

**Strategic Alignment for Use of Funds**

Milwaukee County’s mission is to enhance quality of life through great public service. Its vision is to become the healthiest county in Wisconsin by achieving racial equity. The following three strategic focus areas define and drive Milwaukee County’s work to achieve these bold goals and will serve to guide ARPA resource allocations as well.

- I. **Create Intentional Inclusion**: Every level of Milwaukee County government will reflect the full diversity of the County, and the County will create and nurture an inclusive culture throughout the organization.
- II. **Bridge the Gap**: Milwaukee County will determine what, where and how services are delivered based on the resolution of health disparities, break down silos across County government to maximize access and quality of services offered, and apply a racial equity lens to all decisions.
- III. **Invest in Equity**: Milwaukee County will invest upstream to address the root causes of health disparities, enhance the County’s fiscal health and sustainability, and dismantle barriers to achieving diverse and inclusive communities.

Milwaukee County’s plan for use of SLFRF will be developed to A) meet the immediate recovery needs of residents and B) further strategic efforts to invest in equity. These guiding principles promote responsiveness to pandemic-related community needs and support the County’s ability to provide great public service now and into the future for a healthier community.

Milwaukee County’s SLFRF plan will include investments in the following categories: revenue loss recovery, community support programs, COVID-19 mitigation, and fund administration. Key outcome goals are as follows:

**A. Revenue Loss Recovery**

**Outcome:** Use funds to provide government services to the extent of the reduction in revenue experienced due to the pandemic.

<b>Alignment with ARPA Funding Objectives</b>	<b>Milwaukee County Strategic Alignment</b>
Replace lost public sector revenue to strengthen support for vital public services and help retain jobs.	Enhance the County’s fiscal health and sustainability.

**B. Community Support Programs**

**Outcome:** Respond to economic harms to workers, families, small businesses, impacted industries, and the public sector.

Alignment with ARPA Funding Objectives	Milwaukee County Strategic Alignment
Support immediate economic stabilization for households and businesses. Address systemic public health and economic challenges that have contributed to the inequal impact of the pandemic.	Determine what, where and how services are delivered based on addressing health disparities; invest upstream on root causes of health disparities; and dismantle barriers to achieving diverse and inclusive communities.

**C. COVID-19 Mitigation**

**Outcome:** Fund COVID-19 mitigation efforts, medical expenses, behavioral healthcare, and certain public health and safety staff.

Alignment with ARPA Funding Objectives	Milwaukee County Strategic Alignment
Support urgent COVID-19 response efforts to continue to decrease spread of the virus and bring the pandemic under control.	Determine what, where and how services are delivered based on the resolution of health disparities and apply a racial equity lens to all decisions.

**D. Fund Administration**

**Outcome:** Manage and coordinate use of ARPA funds to ensure strong programmatic and fiscal accountability, timely reporting, and alignment with supplementary funding.

Alignment with ARPA Funding Objectives	Milwaukee County Strategic Alignment
Administer the SLFRF program, including costs to support effective management and oversight.	Ensure strong fiscal stewardship of funds in support of Milwaukee County’s Invest in Equity strategic focus area.

**Progress on Outcomes**

On July 13, 2021, County Executive David Crowley signed a [resolution](#) sponsored by Milwaukee County Board of Supervisors Chairwoman Marcelia Nicholson, creating the Milwaukee County ARPA Task Force. The resolution calls on the Task Force to complete two overarching tasks:

1. “Utilize a process that engages broad and diverse input from the community... especially from underrepresented neighborhoods, and from representatives of the major functional

areas of the county, including: Legislative and Executive, General, Administrative, Courts and Judiciary, Public Safety, Transportation, Health and Human Services, and Recreation and Culture.”

2. “Review funding recommendations... and develop non-binding recommendations to the County Board of Supervisors that help to achieve the County’s vision: by achieving racial equity, Milwaukee is the healthiest county in Wisconsin.”

The Task Force will define intended outcomes for categories of funding. The final funded projects will align with these categories. To invest in equity and follow the fidelity of Treasury’s guidance, the Task Force will incorporate the community’s voice into the allocation process. Further explanation of the community engagement strategy is outlined below.

At the task force’s first meeting on August 12, 2021, members volunteered to lead efforts relating to community engagement, categorical allocations, and the process in which projects will be considered for recommendation. The group will reconvene on September 2, 2021 to amend or adopt the proposals on these topics. When the process is solidified and implemented, the first funding requests will be made in the fourth quarter of 2021. These requests will be reviewed by the Finance Committee and submitted for full approval by the Board. Board approval will authorize expenditures and progress towards achieving program-level outcomes.

At the same time of the ARPA Task Force creation, county residents faced significant housing needs. Recognizing this urgent need, the Milwaukee County Board of Supervisors approved a [resolution](#) declaring a “right to counsel” for its residents facing eviction or foreclosure. This pilot program, led by the Milwaukee County Department of Health and Human Services, Housing Division, is the first ARPA allocation for Milwaukee County. Planning efforts are currently underway in preparation for implementation in September 2021.

### ***Challenges and Opportunities***

The County’s challenges are significant. Local ARPA aid will provide a unique opportunity to move Milwaukee towards achieving long-term strategic objectives. There are two major hurdles that can be addressed with the aid. First, the pandemic has shown a spotlight on the disparities that have disproportionality increased the odds of communities of color contracting COVID-19. Secondly, the County’s significant recurring financial gap has been exacerbated by revenue loss from the pandemic. Moving the County forward requires investments both in financial strategies as well as community support programs. It will be a challenging balance to infuse resources into

the Milwaukee community to help households recover from the pandemic, while also ensuring the organization has capacity to deliver critical services beyond 2024.

Opportunity and traction exist as to align city and county resources in addressing local social determinants of health for communities of color. Results of these collaborations will be presented in subsequent plans. The ARPA aid provides a unique opportunity for Milwaukee County to improve equitable service provision while tackling longstanding financial sustainability challenges.

## Uses of Funds

### *Intended Uses*

On June 24, 2021, the Milwaukee County Board of Supervisors approved a [resolution](#) to establish an ARPA Task Force. The task force will use a public process to make non-binding recommendations for ARPA allocations to the County Board of Supervisors. Milwaukee County will leverage its vision and strategic plan to ensure allocations advance the county's vision: By achieving racial equity, Milwaukee will be the healthiest county in Wisconsin.

The Task Force will utilize a process to engage broad and diverse community input. Particular attention will be focused on underrepresented neighborhoods. Representatives of the major functional areas of the county, including: Legislative and Executive, General, Administrative, Courts and Judiciary, Public Safety, Transportation, Health and Human Services, and Recreation and Culture will also provide input on proposed projects.

### *Maximizing Impact and Equitable Outcomes*

At the Milwaukee County ARPA Task Force's first meeting on August 12, 2021, members volunteered to lead efforts relating to community engagement, categorical allocations, and the process in which concepts will be considered for recommendation. The ARPA Task Force is comprised of broad representation from the County Board, County Executive, Committee on Finance, Department of Administrative Services, Office of the Comptroller, and the Office on African American Affairs.

The task force will reconvene on September 2, 2021 to approve and adopt 1) expenditure category allocations, 2) expenditure category purposes and intended outcomes, 3) method for making allocation recommendations, and 4) criteria for projects within expenditure categories. The allocation criteria for recommendations is designed to maximize programmatic impact and



effective, efficient, and equitable outcomes. The criteria, at minimum, will include the following themes for community support investments:

- A. Addresses an immediate pandemic-related need or will have a system-level impact on the upstream social determinants of health
- B. Fits into one of the following Treasury Expenditure Categories: E2) Negative Economic Impacts; E3) Services to Disproportionately Impacted Communities; E4) Premium pay
- C. Intentionally increases equity
- D. Is an evidence-based strategy
- E. Has trackable performance indicators (long term objectives, outcomes, and outputs)
- F. Aligns with the strategic vision and efforts of Milwaukee County
- G. Has a data collection plan, including demographic information for all expenditures (including contracts/subcontracts)
- H. Is informed by community input and/or builds capacity of community organizations
- I. Has been coordinated with local or state partners and/or includes matching funds or resources
- J. Creates employment opportunities for Milwaukee County residents

In the coming months, a portfolio of recommendations will be systematically evaluated using the final criterion within the following categories: Revenue Loss Recovery, Community Support Programs, COVID-19 Mitigation, and Fund Administration. Planning meetings with county and city representatives are also taking place at the program-level to determine common areas of interest including housing and mental health.

### ***Supporting Housing Initiatives***

As part of multi-faceted pandemic response, the County has marshalled other initiatives in response to this public health emergency. In addition to the ARPA allocation, Milwaukee County is using other federal funds to provide critical services to the county's residents. Through the Emergency Rental Assistance Program, Milwaukee County has launched a \$10 million housing initiative aimed at addressing the needs of county residents who are behind on rent, facing eviction or experiencing short-term difficulty paying their mortgages.

This initiative has dedicated \$7 million to eviction prevention efforts through a rent assistance program developed in partnership with Community Advocates. Individuals and families who are facing eviction or who are behind on rent and meet eligibility criteria can apply for aid.

Additionally, \$2 million has been allocated toward housing acquisition efforts. These dollars enable the County to purchase additional facilities to house individuals in need of shelter.

Lastly, \$1 million will be used toward mortgage assistance efforts for individuals and families who have not been able to stay current on mortgage payments due to economic challenges brought on by COVID-19.

As illustrated by this effort, Milwaukee County has the capacity to scale-up efforts quickly and provide services directly to those who need them most. This will be the first of many initiatives aimed at advancing health and racial equity to ensure the county can become the healthiest in Wisconsin.

## Promoting Equitable Outcomes

Milwaukee County is committed to understanding the link between race, government and health and our contributions to inequities. The County has power to change at a systemic level. In April 2020, [Milwaukee County passed an ordinance](#) committing to identify and address policies, practices and power structures that work in favor of white people and create barriers for BIPOC residents. In May 2020, Milwaukee elected its first Black County Executive, leading with a vision to make Milwaukee the healthiest county in Wisconsin.

Shortly after, County Executive announced his vision: **by achieving racial equity, Milwaukee is the healthiest county in Wisconsin**. This will be achieved by dismantling institutional racism in the County and by building up policies, practices and a culture that ensures race no longer predicts health outcomes, and outcomes for everyone improve.

The ARPA allocation provides an opportunity to invest in the immediate disparities that the pandemic is highlighted. Through COVID-19 mitigation funds, the County will continue to be a leader in testing and vaccinating our most affected communities. In addition, the ARPA Task Force will prioritize recommendations of projects that address inequities in communities of color.

Parallel to COVID-19 mitigation allocation, the aid will make investments in the County's financial sustainability. Through this allocation, the County will be better positioned to provide more equitable services to communities of color beyond the life of the ARPA local aid.

### Awareness

In the coming months, the Task Force will build on existing community partnerships and outlets to disseminate information on the allocation process to residents and businesses. In addition to

these efforts, the County has created an [online portal](#) for ARPA related content. A comprehensive communication and outreach plan is being developed to ensure equitable reach for funded projects.

### **Access and Distribution**

Milwaukee County experienced significant revenue loss during the pandemic, and many of the County's revenue sources continue to be below pre-pandemic levels. Financial stabilization through revenue loss recovery will allow the County to maintain service levels and provide funding for government services to residents. Results of an ongoing evaluation detailed below with the University of Wisconsin – Madison will provide insight into the equitability of the CARES Act allocation, including access to benefits and services across community groups.

Alongside these efforts, the County will designate a portion of the ARPA allocation specifically for community support programs. This category of funding will prioritize projects that specifically provide services to county resident who have suffered under the pandemic. For example, dollars have been allocated to the Right to Counsel Milwaukee (RTCM) project. The RTCM provides a right to free legal representation in evictions for eligible households.

### **Outcomes**

The County's vision is supported by three strategic focus areas: create intentional inclusion, bridge the gap, and invest in equity. **Creating intentional inclusion** seeks to reflect the full diversity of the county at every level of County government. It will also create and nurture an inclusive culture across the County. Lastly, this pillar will increase the number of County contracts awarded to minority and women-owned businesses. **Bridging the gap** will determine what, where and how the County deliver services based on the resolution of health disparities. It will break down silos across County government to maximize access to and quality of services offered and will apply a racial equity lens to all decisions. **Investing in equity** will move upstream to address root causes of health disparities. It will enhance the County's fiscal health and sustainability and dismantle barriers to diverse and inclusive communities.

The ARPA Task Force has specifically aligned their efforts under this strategic vision. While the full scope of funding categories and projects are unknown, Milwaukee County is committed to addressing racial equity. The local ARPA aid provides an opportunity to not only address the County's difficult financial position, it also will put dollars behind community informed projects.

To align with the strategic vision the Task Force will draw on several principles in identifying projects that will directly benefit communities of color. Community outreach principles include:

- **Strategic and Contextual:** All stakeholders are informed about eligible ARPA funding uses, the County's strategic plan, and about the County's challenging fiscal situation as part of efforts to solicit ARPA fund ideas.
- **Practical:** All parties are given an appropriate amount of time to contribute their ideas and opinions
- **Fair and Transparent:** All major decisions are made in public meetings that allow for public comment. All meetings are noticed and promoted appropriately.
- **Diverse, Inclusive and Accessible:** Outreach equitably targets populations that are traditionally underrepresented. Tools are provided to target audiences to amplify key messages and promote key dates.

### **Economic and Race Equity**

The County's [strategic vision](#) and the [guiding principles](#) of the ARPA Task Force prioritize addressing racial inequities. In particular, the Community Support Programs category of the allocation will respond to economic harms to workers, families, small businesses, impacted industries, and the public sector. These projects will support immediate economic stabilization for households and businesses and address systemic public health and economic challenges that have contributed to the inequal impact of the pandemic. This approach aligns with Milwaukee County's strategic pillar dedicated to **Bridge the Gap**. This pillar focuses on determining what, where and how services are delivered based on the resolution of health disparities. Additionally, projects within the Community Support Programs category will amplify County efforts to **Invest in Equity**. This is achieved by funding upstream investments to address the root causes of health disparities while dismantling barriers to achieving diverse and inclusive communities. Proposed projects that address the negative economic impacts or provide services to disproportionality impacted communities will be prioritized. As noted, the process for making allocations and project criteria are in development.

### **Qualitative and Quantitative Data**

The County is currently working with the University of Wisconsin – Madison Population Health Institute to evaluate the equitability of investments with the CARES Act allocation. Over the

coming months as results are reported, County leaders and the ARPA Task Force will use the findings to inform the ARPA allocation and project investment process to promote racial equity.

Addressing the systems and policies that perpetuate inequities for people of color in the county will take time. During its first meeting, the ARPA Task Force acknowledged that allocations must have trackable metrics, outputs and/or outcomes, based on community need measured within the [“County Health Rankings & Roadmaps”](#). The County is committed to achieving its strategic vision and will use ARPA resources to move forward systematically and incrementally.

Community support program investments will prioritize communities of color that have disproportionality experienced a high burden of disease and economic strain during the pandemic. Milwaukee County will be better positioned to report on the qualitative and quantitative data on how the jurisdiction’s approach promoted equitable outcomes in future reports as projects are implemented and evaluated.

## **Community Engagement**

At the onset of planning for the ARPA aid, Milwaukee County recognized a multifaceted approach would be necessary for engaging with the community to capture their priorities and be good stewards of ARPA funds. The first phase of community engagement will focus on educating the community on Milwaukee County and ARPA aid. This will likely include an overview of the County’s scope of services, structural financial challenges, and allowable ARPA expenditures. This work started with the launch of the County’s [ARPA webpage](#) and public access to the first [ARPA Task Force meeting](#). Milwaukee County members of the Board of Supervisors have also formally and informally collected constituent feedback and external suggestions which has been inventoried in a tracking tool. Outreach to underrepresented neighborhoods will be equitably prioritized during this phase, especially as the County determines methods for seeking input for the Community Support Programs allocation.

It will be critical for community members to understand that years of addressing the structural deficit has resulted in decreased services. These continued financial challenges and the strain of the pandemic on county residents will guide the allocation process. A significant portion of expenditures will need to be focused on costs incurred as a result of the pandemic, including COVID-19 purchases, COVID-19 related revenue losses, vaccine distribution and COVID-19 testing, technology and remote work-related investments.

An enhanced community engagement plan will be presented for task force agreement on September 2, 2021. The plan will include strategies and a cyclical timeline for capturing diverse feedback from constituents, community-based organizations, and the communities themselves. Milwaukee County is preparing to leverage internal service teams, city and community-based organization partnerships, and board supervisor platforms to accomplish this task and inform requests made to the ARPA Task Force for recommendation.

## Labor Practices

While no infrastructure projects are currently being pursued, Milwaukee County is committed to using exemplary labor standards to promote effective and efficient delivery of high-quality projects, while supporting economic recovery through quality employment opportunities for workers.

## Use of Evidence

Milwaukee County routinely draws on evidence-based and best practice in providing services to residents. In accordance with U.S. Department of the Treasury’s guidance and common practice, evidence-based interventions and projects will receive weighted preference in the recommendation process for funding. If there is a lack of evidence for a particular project, the County will draw on the expertise of area evaluators to rigorously examine project outcomes with the intent to build evidence on the strategy.

## Table of Expenses by Expenditure Category

Category		Cumulative expenditures to date (\$)	Amount spent since last Recovery Plan
1	Expenditure Category: Public Health	\$0	\$0
1.1	COVID-19 Vaccination	\$0	\$0
1.2	COVID-19 Testing	\$0	\$0
1.3	COVID-19 Contact Tracing	\$0	\$0
1.4	Prevention in Congregate Settings (Nursing Homes, Prisons/Jails, Dense Work Sites, Schools, etc.)	\$0	\$0
1.5	Personal Protective Equipment	\$0	\$0
1.6	Medical Expenses (including Alternative Care Facilities)	\$0	\$0

Category		Cumulative expenditures to date (\$)	Amount spent since last Recovery Plan
1.7	Capital Investments or Physical Plant Changes to Public Facilities that respond to the COVID-19 public health emergency	\$0	\$0
1.8	Other COVID-19 Public Health Expenses (including Communications, Enforcement, Isolation/Quarantine)	\$0	\$0
1.9	Payroll Costs for Public Health, Safety, and Other Public Sector Staff Responding to COVID-19	\$0	\$0
1.10	Mental Health Services	\$0	\$0
1.11	Substance Use Services	\$0	\$0
1.12	Other Public Health Services	\$0	\$0
2	Expenditure Category: Negative Economic Impacts	\$0	\$0
2.1	Household Assistance: Food Programs	\$0	\$0
2.2	Household Assistance: Rent, Mortgage, and Utility Aid	\$0	\$0
2.3	Household Assistance: Cash Transfers	\$0	\$0
2.4	Household Assistance: Internet Access Programs	\$0	\$0
2.5	Household Assistance: Eviction Prevention	\$0	\$0
2.6	Unemployment Benefits or Cash Assistance to Unemployed Workers	\$0	\$0
2.7	Job Training Assistance (e.g., Sectoral job-training, Subsidized Employment, Employment Supports or Incentives)	\$0	\$0
2.8	Contributions to UI Trust Funds*	\$0	\$0
2.9	Small Business Economic Assistance (General)	\$0	\$0
2.10	Aid to nonprofit organizations	\$0	\$0
2.11	Aid to Tourism, Travel, or Hospitality	\$0	\$0
2.12	Aid to Other Impacted Industries	\$0	\$0
2.13	Other Economic Support	\$0	\$0
2.14	Rehiring Public Sector Staff	\$0	\$0
3	Expenditure Category: Services to Disproportionately Impacted Communities	\$0	\$0
3.1	Education Assistance: Early Learning	\$0	\$0
3.2	Education Assistance: Aid to High-Poverty Districts	\$0	\$0
3.3	Education Assistance: Academic Services	\$0	\$0
3.4	Education Assistance: Social, Emotional, and Mental Health Services	\$0	\$0
3.5	Education Assistance: Other	\$0	\$0
3.6	Healthy Childhood Environments: Child Care	\$0	\$0

Category		Cumulative expenditures to date (\$)	Amount spent since last Recovery Plan
3.7	Healthy Childhood Environments: Home Visiting	\$0	\$0
3.8	Healthy Childhood Environments: Services to Foster Youth or Families Involved in Child Welfare System	\$0	\$0
3.9.	Healthy Childhood Environments: Other	\$0	\$0
3.10	Housing Support: Affordable Housing	\$0	\$0
3.11	Housing Support: Services for Unhoused persons	\$0	\$0
3.12	Housing Support: Other Housing Assistance	\$0	\$0
3.13	Social Determinants of Health: Other	\$0	\$0
3.14	Social Determinants of Health: Community Health Workers or Benefits Navigators	\$0	\$0
3.15	Social Determinants of Health: Lead Remediation	\$0	\$0
3.16	Social Determinants of Health: Community Violence Interventions	\$0	\$0
4	Expenditure Category: Premium Pay	\$0	\$0
4.1	Public Sector Employees	\$0	\$0
4.2	Private Sector: Grants to other employers	\$0	\$0
5	Expenditure Category: Infrastructure	\$0	\$0
5.1	Clean Water: Centralized wastewater treatment	\$0	\$0
5.2	Clean Water: Centralized wastewater collection and conveyance	\$0	\$0
5.3	Clean Water: Decentralized wastewater	\$0	\$0
5.4	Clean Water: Combined sewer overflows	\$0	\$0
5.5	Clean Water: Other sewer infrastructure	\$0	\$0
5.6	Clean Water: Stormwater	\$0	\$0
5.7	Clean Water: Energy conservation	\$0	\$0
5.8	Clean Water: Water conservation	\$0	\$0
5.9	Clean Water: Nonpoint source	\$0	\$0
5.10	Drinking water: Treatment	\$0	\$0
5.11	Drinking water: Transmission & distribution	\$0	\$0
5.12	Drinking water: Transmission & distribution: lead remediation	\$0	\$0
5.13	Drinking water: Source	\$0	\$0
5.14	Drinking water: Storage	\$0	\$0
5.15	Drinking water: Other water infrastructure	\$0	\$0
5.16	Broadband: "Last Mile" projects	\$0	\$0
5.17	Broadband: Other projects	\$0	\$0
6	Expenditure Category: Revenue Replacement	\$0	\$0
6.1	Provision of Government Services	\$0	\$0



Category		Cumulative expenditures to date (\$)	Amount spent since last Recovery Plan
7	Administrative and Other	\$0	\$0
7.1	Administrative Expenses	\$0	\$0
7.2	Evaluation and data analysis	\$0	\$0
7.3	Transfers to Other Units of Government	\$0	\$0
7.4	Transfers to Nonentitlement Units (States and Territories only)	\$0	\$0

## PROJECT INVENTORY

The County is actively collecting and reviewing proposed projects for the County's ARPA allocation. In the coming months, recommendations will be made by the ARPA Task Force and then to the Milwaukee County Board of Supervisors.

In order to address the urgent needs of county residents, the County and Board of Supervisors acted decisively to allocate a single project to provide legal counsel to residents facing eviction or foreclosure.

Project [001]: Right to Counsel Milwaukee

Funding amount: \$ 2,749,729

Project Expenditure Category: 2.5, Negative Economic Impacts

### *Project Overview*

Right to Counsel Milwaukee (RTCM) provides free legal representation in evictions for eligible households through the lead partner organization – United Way of Greater Milwaukee and Waukesha Counties (United Way) – and a designated organization – the Legal Aid Society of Milwaukee (Legal Aid). The program is tentatively scheduled to launch on September 1, 2021.

The program will begin in a six-month pilot phase focused on representing eligible families with minor children facing eviction. Any family unable to afford a lawyer will be represented by one of RTCM's twelve attorneys specializing in housing law. Robust subcontracting of qualified counsel will ensure appropriate coverage for overflow and conflict issues. The program model is to provide full representation to ensure proper time to develop legal strategy and defenses, prepare discovery, investigate out-of-court resolutions, advocate at hearings, and address often overwhelming monetary damage judgments.

### *Use of Evidence*

Milwaukee County Small Claims Court data indicates families at-risk for evictions are mostly Black and Latino residents in low-income areas. Black women, families with children, and Latino families in mostly White neighborhoods are disproportionately evicted. Citywide, Milwaukee is 38% African American, with a 25% poverty rate. The 10 neighborhoods with the highest eviction rates are 73% African American with a 40% poverty rate. The RTCM will prioritize services to these county residents given the present disparities.

The RTCM is an evidence-based intervention. Research by EvictionLab and the ACLU confirm that evicted families have worse outcomes in critical determinants, such as economic stability employment, education, physical and mental health. The RTCM is based on rigorously evaluated programs in New York City<sup>3</sup> and Cleveland<sup>4</sup>. New York City implemented right to counsel in 2013 and has been able to demonstrate increased legal representation from one percent to 38%, while seeing a 41% decrease in evictions. Eviction filings also decreased by 30%. Research also shows a \$320 million net savings in avoided shelter costs and retention of affordable units. San Francisco saw its filing rate drop 10% from 2018 to 2019 and tenants receiving RTC representation saw their housing retention increase 67%.

Perhaps the best national example of RTC comes out of Cleveland. Since enacting RTC, Cleveland's data shows that 93% of tenants were able to avoid evictions or involuntary moves, 83% that were seeking additional time to move were granted it, and 89% seeking to mitigate damages were able to do so.

### ***Performance Report***

The RTCM project will directly serve those individuals facing eviction or foreclosure. At the time of this plan's release, the performance metrics were being finalized. Based on the Cleveland and New York City models, Milwaukee County will also track similar metrics to:

- Demographics of clients served
- Level of income
- Number of cases provided legal services
- Number of individuals to connect with the RTCM project
- Proportion of clients seeking to avoid an eviction or involuntary move who were able to achieve this outcome
- Proportion of clients seeking more time to move (30 days or more) who were able to achieve this outcome
- Proportion of clients seeking to mitigate their damages who were able to achieve this outcome
- Number of children under the age of 18 that were impacted through RTCM
- Proportion of impacted children who avoid the trauma of disruptive displacement that is caused by eviction or involuntary moves as their cases have been successfully closed

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<sup>3</sup> [OCJ UA Annual Report 2020.pdf \(nyc.gov\)](#)

<sup>4</sup> [2020-Right-to-counsel-annual-report.pdf \(unitedwaycleveland.org\)](#)

In addition to the identified performance metrics, Milwaukee County will also report out on the following required Treasury data elements:

- Household Assistance (EC 2.2 & 2.5) and Housing Support (EC 3.10-3.12):
  - Number of people or households receiving eviction prevention services (including legal representation)
  - Number of affordable housing units preserved or developed
- Negative Economic Impacts (EC 2):
  - Number of workers enrolled in sectoral job training programs
  - Number of workers completing sectoral job training programs
  - Number of people participating in summer youth employment programs
- *\*Education Assistance (EC 3.1-3.5):*
  - *Number of students participating in evidence-based tutoring programs*
- *\*Healthy Childhood Environments (EC 3.6-3.9):*
  - *Number of children served by childcare and early learning (pre-school/pre-K/ages 3- 5)*
  - *Number of families served by home visiting*

*\*Milwaukee County does not anticipate funding projects in these categories as these services do not align with the organization's current scope of services.*

Compiled by the  
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Grants & Special Projects Division



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