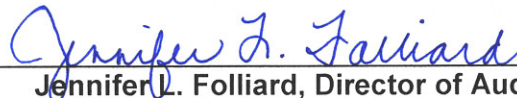**Pulling Back the Curtain:**
A Look at Milwaukee County's Workforce
Through Racial and Gender Equity Lenses
from 2009 to 2019

February 2020

Milwaukee County Office of the Comptroller
Audit Services Division

Scott B. Manske, CPA
Milwaukee County Comptroller

Jennifer L. Folliard

Jennifer L. Folliard, Director of Audits
Molly R. Pahl, Deputy Director of Audits

Audit Team
Bruce Landrum, Jr.
Joseph Williams, CIA
Diana Xiong
Molly Xiong

Review Team
Paul Grant, CPA
Narcisia (Edie) Bland

Administrative Support
Cheryl A. Hosp

Office of the Comptroller
Audit Services Division

Milwaukee County

Jennifer Folliard, Director of Audits
Molly Pahl, Deputy Director of Audits

To the Honorable Chairman
  of the Board of Supervisors
   of the County of Milwaukee

February 20, 2020

We have completed an audit, *Pulling Back the Curtain: A Look at Milwaukee County's Workforce through Racial and Gender Equity Lenses from 2009 to 2019.* A response from the Department of Human Resources is attached as **Exhibit 2**. We greatly appreciated the cooperation extended by management and staff of the Department of Human Resources during the course of this audit.

Our report provides a look back at what the County workforce has looked like for the past ten years and provides data to policymakers and hiring managers as they being work towards the new strategic goals of the County related to racial equity. Our analysis includes full-time, non-elected County employees from 2009 to 2019.

We found that while the overall County workforce has some variances to the 2018 Census Bureau population estimates, there continues to be a wide disparity in staffing by race and gender within functional areas and agencies at the County. We also found disparity when comparing the average salary of racial groups to that of the County overall. This disparity exists in all three methods we used to evaluate salaries. Disparity in salaries for females exists in two out of our three methods of review. At the very top level of compensation we found minimal to no disparity between female staffing and their representation for 2019 which was a change from prior years of review. Separation by employees from the County is now just below the national average while in 2009 it was lower than the average. Resignations have seen the largest growth in separation type since 2009 and involuntary separations are higher for Black or African American and Hispanic or Latino employees than the County average.

We made eight recommendations that we believe will help the County address the issues raised in the repot.

Please refer this report to the Committee on Finance and Audit.

Jennifer L. Folliard
Director of Audits

JLF/mrp

Attachment

cc: Scott B. Manske, CPA, Milwaukee County Comptroller
       Milwaukee County Board of Supervisors
       Chris Abele, Milwaukee County Executive
       Julie Landry, Director, Department of Human Resources
       Teig Whaley-Smith, Director, Milwaukee County Department of Administrative Services
       Kelly Bablitch, Chief of Staff, Milwaukee County Board Staff
       Steve Cady, Research & Policy Director, Office of the Comptroller
       Janelle Jenson, Legislative Services Division Manager, Office of the Milwaukee County Clerk

Why We Did This Audit

In August of 2014 we released an audit titled, *Milwaukee County Can Benefit from a Contemporary, Comprehensive Workforce Diversity Policy.* The major findings included a lack of a contemporary, comprehensive workforce diversity among full-time staff in major County departments and data issues. We provided seven follow-up reports to the County Board on the status of pending recommendations. The length of time that has passed since the initial audit and a new emphasis at Milwaukee County on racial equity resulted in a decision for our office to revisit the countywide data in regards to its workforce.

What We Recommend

ASD made 8 recommendations that, if implemented, will address the issues raised in the report. The Department of Human Resources accepted all of our recommendations. Key recommendations include:

- *Work with County agencies that are outliers in both directions for both racial groups and genders to formulate a plan to diversity their staffing.*
- *Set up a system to regularly monitor the variance in salaries by race and analyze the data to determine the cause. Once cause has been determined, establish appropriate steps to eliminate the variance and report actions to County leadership and policymakers.*
- *Review, update and distribute all relevant diversity AMOPs (e.g. Diversity and Inclusion, Equal Employment Opportunity, Hiring for a Vacant Position).*
- *Conduct a review of all involuntary separations to determine if there is a reason for the disproportionate number of Black or African American employees or other racial groups. Devise a plan to work with managers to combat this trend.*
- *Work to establish a toolkit for recruiting and hiring a diverse workforce to provide specific guidelines and train hiring managers on how to hire a diverse staff.*
- *HR should establish policies and procedures regarding the production, publication and retention of the biennial EEOC report.*
- *HR should evaluate whether manager diversity performance should be added to the annual performance evaluation process.*
- *Update, publish and present County workforce data to policymakers annually.*

For more information on this or any of our reports visit
https://county.milwaukee.gov/EN/Comptroller/Reports
To report County government fraud, waste or abuse call 414-933-7283 or visit
http://county.milwaukee.gov/Audit/Fraud-Reporting-Form.htm

February 2020

Pulling Back the Curtain: A Look at Milwaukee County's Workforce through Racial and Gender Equity Lenses from 2009 to 2019.

BACKGROUND

During the fall of 2019 an administrative strategic planning effort resulted in the development of three-year objectives for Milwaukee County. This effort followed multiple events that looked to foster changes at Milwaukee County related to racial equity. A prior audit found the County lacking in a clear diversity policy and having wide variations in workforce diversity at the department level. Given these developments this audit was focused on a review of findings from the prior audit and to conduct an analysis of the exiting workforce to provide a benchmark and starting point for the County as it works to achieve its workforce diversity.
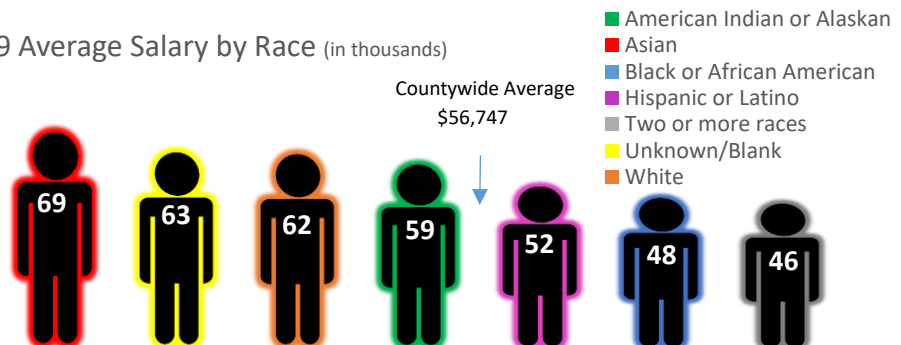
OVERALL OBJECTIVE

The objective of the audit was to provide a look back at what the County workforce has looked like for the past ten years and provide data to policymakers and hiring managers as they begin to work to achieve the County's new strategic goals. The analysis includes full-time, non-elected County employees from 2009 to 2019. For certain analysis, we used four years for comparison – 2009, 2012, 2015 and 2019.

WHAT WE FOUND

- From 2009 to 2019, the County workforce dropped from 4,448 employees to 3,424; average age dropped by 2.1 years from 46.2 to 44.1 and average length of service dropped 3.6 years from 12.7 to 9.1.

- Comparing the overall County workforce to the 2018 Milwaukee County population's census estimates shows some variance. Hispanic or Latino employees are 8.1% lower than the census estimate, Black or African American employees are 5.9% higher and White employees are 5.7% higher than the census estimates.

- Large disparities exists at the functional area level and agency levels versus the County workforce for both racial groups and gender. The biggest outlier was the Parks and Recreational functional area with staffing of 89% from the White racial group. The Zoological agency had 93% staffing from the White racial group. For gender, the Transportation functional area employed 15% Females. The Fleet Management agency had 3% female employees.

- The greatest workforce variance between race and gender was for Black or African Americans with Males representing 33% of all Black or African American employees in 2019.

- Black or African American employees had the lowest average salary in three out of four years we reviewed (see chart below for 2019 data). We also found this racial group to be 50% of the County workforce earning in the bottom third of salaries and 11% of the top 100 earners while being 31% of the County workforce. Hispanic or Latino employees saw the smallest growth in earnings since 2009 at 12% while the countywide average was 16%.

- Females overall earned less than males in every year we reviewed but were 49% of the top 100 earners.

- In 2009, the County had a lower separation rate than the Bureau of Labor Statistics average rate for state and local governments. By 2019 it was just under the average.

- Resignations have seen the largest growth in separation type since 2009. Involuntary separations are higher for Black or African American and Hispanic or Latino employees than the county average.

2019 Average Salary by Race (in thousands)

Countywide Average $56,747

- American Indian or Alaskan
- Asian
- Black or African American
- Hispanic or Latino
- Two or more races
- Unknown/Blank
- White

69 63 62 59 52 48 46

Pulling Back the Curtain: A Look at Milwaukee County's Workforce Through Racial and Gender Equity Lenses from 2009 to 2019.

Table of Contents   Page

Summary

In August of 2014 the Milwaukee County Office of the Comptroller – Audit Services Division released an audit titled, *Milwaukee County Can Benefit from a Contemporary, Comprehensive Workforce Diversity Policy.* The audit began with a focus on workforce diversity at General Mitchell International Airport, but many of the findings and recommendations were countywide in scope. The major findings of our prior work included a lack of a contemporary, comprehensive workforce diversity policy, a wide variation in workforce diversity among full-time staff in major County departments and problems with the collection and maintenance of data necessary to accurately report and effectively analyze and manage issues relating to workforce diversity. Our audit recommendations were adopted in October of 2014. Since that time, we have provided seven follow up reports to the County Board regarding the status of pending recommendations. The length of time that has passed since the initial audit and a new emphasis at Milwaukee County on racial equity resulted in a decision for our office to revisit the countywide data in regards to its workforce.

Since 2009 Milwaukee County's workforce has dropped from 4,448 full-time, non-elected employees to 3,424 employees in 2019 based on employee data from November 1 of each year.

On November 1 of 2009, Milwaukee County had 4,448 employees. By 2019 that number had dropped by 1,024 to 3,424 employees. Major policy changes account for more than half of the decline.

Since 2009, Milwaukee County's workforce is younger by 2.1 years and their average length of service has dropped by 3.6 years.

In 2009 Milwaukee County's workforce had an average age of 46.2 years old. In 2019 the average was 44.1 years old which is a decrease of 2.1 years in average age. In 2009, the Milwaukee County workforce had an average length of service of 12.7 years. By 2019, the length of service time had declined by 3.6 years to 9.1 years or a 28% decrease in the amount of years employees had worked for Milwaukee County.

The highest salary at Milwaukee County in 2019 was $304,763 while the lowest was $27,872 and the average was $56,747.

The average salary of Milwaukee County's workforce in November of 2019 was $56,747 based upon the sum of all salaries divided by the number of employees. The range of salaries earned in 2019 was a low of $27,872 to a high of $304,763 with a difference between them of $276,891.

Milwaukee County employees reside in every zip code within Milwaukee County. The largest change during the period of our review was the percentage of employees residing outside of Milwaukee County which went from 3.6% in 2009 to 14.5% in 2019.

Milwaukee County is comprised of 19 municipalities and is over 241 square miles in size. Prior to June of 2013, Milwaukee County employees were required to reside within Milwaukee County within six months of employment. Milwaukee County employees reside in every zip code within Milwaukee County.

In June of 2013 the State of Wisconsin adopted its biennial budget which changed the law on local residency qualifications for municipal employees. The change in state law now prohibits local governments from requiring that employees live within a particular jurisdiction as a condition of employment and nullifies any prior local residency requirements. While the total number of employees has declined since 2009, the number of employees residing outside of Milwaukee County has more than tripled from 158 employees in 2009 to 496 in 2019.

As a part of our review we requested, but were unable to obtain copies of the biennial Equal Employment Opportunity Commission (EEOC) reports submitted by Milwaukee County for all of the odd years during our review.

As a part of our field work for this audit we contacted the Department of Human Resources (DHR) to request copies of the EEOC reports that were submitted in 2009, 2011, 2013, 2015, 2017 and 2019. DHR was only able to provide copies of the report from 2017 and 2019.

Comparing the Milwaukee County workforce to the 2018 Census estimate shows the County with some variance to the Census data.

We found the following groups to have a larger percentage in the County workforce than the Census estimate:

- White racial group 5.7% over the Census estimate.
- Black or African American racial group 5.9% over the Census estimate.

We found the following groups to have a lower percentage in the County workforce compared to the Census estimate:

- Hispanic or Latino racial group 8.1% lower than the Census estimate.
- Asian racial group 2.8% lower than the Census estimate.
- Two or more races 1.1% lower than the Census estimate.
- American Indian or Alaskan 0.2% lower than the Census estimate.

The racial make-up of the County workforce has seen minimal overall change since 2009.

In comparing the overall make-up of the County workforce in 2009, 2012, 2015 and 2019, there have been minor changes in the percentage of the workforce from each racial group. Black or African Americans were 34% of the County workforce in 2009 and are 31% in 2019. Asians increased from less than 1% to 2% in 2019. Hispanics or Latinos increased their share of the workforce by 2% from 2009 to 2019. All other racial groups were within one percent of their prior workforce percentage.

In our 2014 Audit we found that there is wide variation in workforce diversity among full-time staff in major County departments. Our updated analysis of County functional areas workforce by race shows that wide variations continue to exist.

We reviewed the Milwaukee County workforce by functional areas and race for the years 2009 to 2019. The two functional areas with the largest variance between the countywide workforce and the racial diversity of its workforce for 2009 was the Parks and Recreation and Transportation functional areas. In 2009, 83% of Parks and Recreation functional area employees were from the White racial group. By 2019, the number had grown to 89%. In 2009, 68% of the employees in the Transportation functional area were from the White racial group. By 2019, that number had grown to 70%. In 2009 58% of the countywide workforce was from the White racial group. In 2019, 57 of the countywide workforce was from the White racial group.

An in depth look at 2019 employee data shows a wide variance in employees in agencies by racial groups versus the countywide totals.

The data shows that the agency with the largest variance to the countywide staffing numbers for small agencies that have more than 10 employees was the Office of Corporation Counsel which has 80% of its employees from the White racial group. The County Clerk had staffing from four out of seven racial groups with staffing of 58% from the White racial group. From the mid-size agency group, the Zoo has staffing of 93% from the White racial group. The Office of Child Support had staffing from six out of seven racial groups with staffing of 39% from the White racial group. From the large-size agency group, Parks had staffing of 86% from the White racial group. The Department of Health and Human Services had staffing from all seven racial groups with staffing of 31% from the White racial group. For 2019, 57% of the countywide staffing was from the White racial group.

The County employed more Females than Males in all years that we reviewed and by 2015 was nearly identical to the Census Bureau percentage of Females in Milwaukee County.

In 2009, 54% of the County's workforce was Female. In 2012, 53% was Female and in 2015 and 2019, 52% were Female. In 2018, the Census Bureau reported the Milwaukee County population to be 51.6% Female.

The County continues to employ more Female than Male employees, though disparity remains at the functional level.

In 2019 the functional area with the highest percentage of female employees was the Courts and Judiciary functional area with 83%. The functional area with the lowest percentage of female employees was the Transportation functional area with 15%. The functional area that most closely matched the countywide average was the Public Safety functional area which had 46% of all staff being female employees.

Gender distribution varied by agencies with high percentages of Males and Females in certain agencies.

The countywide percentage of female employees for 2019 was 52%. The Register of Deeds had the highest percentage of female employees at 75% for small-size agencies with 10 or more employees. For the mid-size agencies, the Department on Aging had 90% female employees in 2019 while the Department of Child Support had 87% female employees and the District Attorney had 84% female employees. The Highway Maintenance agency had 4% female employees while the Fleet Management agency had 3% female employees. For the large-size agencies, the Courts had 81% female employees in 2019 while Behavioral Health Division had 74% female employees. The Airport had 18% female employees while the Parks Department had 27% female employees.

Milwaukee County's workforce distribution by race and gender shows the greatest variance between genders for the Black or African American racial group with Black or African American Males representing 30% of all Black or African American employees in 2009 and 33% of all Black or African American employees in 2019.

For all four years we reviewed, the highest percentage of employees are: White Males, White Females and Black or African American Females. For the years 2009, 2012 and 2015 these three groups comprised 82% of all County employees. For 2019, these three groups were 77% of all County employees. In 2009, Black or African American Females were 70% of all Black or African American employees. In 2012 and 2015, they were 68% and in 2019, they were 67% of all Black or African American employees. The countywide average for those years for Female employees was: 54% for 2009, 53% for 2012, and 52% in 2015 and 2019.

4

Reviewing the average salary data by race for 2009, 2012, 2015 and 2019 shows that there has been minimal movement by racial groups.

Using 2019 dollars, for 2019, we found that the overall average salary was $56,747. The range of averages from the highest average salary earned by the top racial group to the lowest racial group is $22,159. Four racial groups earned in excess of the average. Asians earned in excess of the average by $11,871, Unknown or Blank earned in excess of the average by $5,756, Whites earned in excess of the average by $5,004 and American Indians or Alaskans earned in excess of the average by $1,900. Three racial groups were below average. Hispanics or Latinos were below average by $4,982 and Black or African Americans were $8,300 below average and Two or more races were $10,288 below average.

Countywide salaries increased by an average of 16% from 2009 to 2019 using nominal dollars. Some racial groups grew at or above the countywide rate while others did not. For groups that were below average in 2009 growing at or below the countywide rate does not close the gap between groups and the overall County average.

From 2009 to 2019 using nominal dollars, the countywide average salary increased 16% from an average of $48,793 in 2009 to $56,747 in 2019. Hispanic or Latino employees saw the smallest growth from 2009 to 2019 with a 12% growth or 4% less than the countywide average growth. In every year we reviewed, Hispanic or Latino employees were below the countywide average and with a growth percentage also below the average, this group of employees will not close the gap between their average wage and the countywide average.

The change in average salary for both White employees and Black or African American employees increased by 16% or equal to the countywide average. Black or African American employees were the lowest earning group in three out of the four years we reviewed. Similar to the Hispanic and Latino employees, a larger than average growth factor is needed to close the gap between their average salary and the countywide average.

Dividing up the County workforce by racial groups into thirds in terms of salaries shows that the Black or African American racial group has the largest variance between its countywide percentage and its representation at the three levels of incomes we reviewed.

Black or African Americans were 50% of the County's workforce earning in the bottom third of salaries. In 2019, this racial group was 31% of the County's overall staffing. Black or African Americans were 26% of the County's workforce earning in the middle third of salaries. The White racial group was 73% of employees earning in the top third of salaries while being 57% of the

County's overall staffing.   Black or African Americans were 17% of the County's workforce earning in the top third of salaries. All other racial groups were within 1-2% of their countywide percentage.

The variance between the County's racial groups and the County's overall workforce is more pronounced at the top level of compensation.

In 2019, 77% of the top 100 earners were from the White racial group. In 2019, the overall County workforce was 57% White. The racial group with the largest negative variance between percentage of the County workforce and percentage in the top 100 earners was the Black or African American racial group which was 31% of the overall County workforce but only 11% of the top 100 earners. The Asian racial group was 2% of the workforce and 4% of the top 100 earners.

In every year we reviewed, Female employees earned less than the countywide average. The gap increased from 2009 to 2019.

In 2009, Females earned $2,790 less than the countywide average while Males earned $3,276 over the average. In 2012, Females earned $2,336 less than the countywide average while Males earned $2,583 over the average. In 2015, Females earned $2,843 less than the countywide average while Males earned $3,036 over the average. In 2019, Females earned $3,238 less than the countywide average while Males earned $3,527 over the average.

65% of the employees in the bottom third of salaries are Females versus 43% of the top third of salaries.

The bottom third of salaries earned an average of $38,591 versus the countywide average salary for 2019 of $56,747. Female employees were 65% of the bottom third of salaries, 48% of the middle third and 43% of the top third for 2019. Overall countywide staffing for 2019 was 52% female.

The variance between the County's genders and the County's overall workforce is no longer evident at the top level of compensation.

In 2009 32% of the top 100 earners were Female versus 54% of the countywide workforce. By 2019, 49% of the top 100 earners were Female versus 52% of the workforce.

Dividing up the County workforce by racial groups and gender shows that the White Male group had the largest positive variance and the Female Black or African American racial group had the largest negative variance between workforce representation and income earned in 2019.

The Female Black or African American group was 35% of the County's workforce earning in the bottom third of salaries while being 21% of the County's overall staffing. The Male White group was 15% of employees earning in the bottom third of salaries while being 32% of the County's overall staffing.   The middle third of salaries earned an average of $50,329 versus the countywide average salary for 2019 of $56,747. The Male White group was 36% of employees earning in the middle third of salaries while being 32% of the County's overall staffing.

The top third of salaries earned an average of $81,337 versus the countywide average salary for 2019 of $56,747. White males are the largest group at 45% of all employees in the top third of salaries. This group is 32% of the County's overall staffing.   Female Black or African Americans were 10% of the County's workforce earning in the top third of salaries while being 21% of the County's overall staffing.

Analyzing the top 100 earners by racial group and gender at the County show variances between the percentage in the County workforce and the percentage in the top 100 earners.

The group with the largest variance between overall County staffing and top 100 earners are Black or African American Females who are 21% of the County's overall staffing and 7% of the top 100 earners. The second largest variance is for Black or African American Males who are 10% of the County's overall staffing and 4% of the top 100 earners. White Females and Males both had variance of 10% between their overall County staffing percentage and the percentage of top 100 earners.

Analysis of separation data reveals the County to be on par with other governmental entities in overall separations but variances in racial groups is found when a detailed review is conducted.

From 2009 to 2012, there was no discernable pattern to separations, however, Milwaukee County saw a steady increase in separations from 421 in 2013 to over 600 to 2018 even though the total workforce during that time period declined from 3,675 in 2013 to 3,306 in 2018 based on employee data from November 1.

In 2009, Milwaukee County's separation rate was lower than other governmental entities by 4.8% but by 2018 that difference had dropped to only 0.4% lower than the rate calculated by the Bureau of Labor Statistics for state and local governments.

The BLS separation rate has grown from 15.2% in 2009 to 19.4% in 2018. Milwaukee County's rate grew from 10.4% in 2009 to 19.0% in 2018. Milwaukee County's separation rate was below the BLS rate for every year except for 2011 and 2016. In 2011 Milwaukee County's rate was higher and in 2016 both rates were 19%. However, the gap between the two rates has closed from a 4.8% gap in 2009 to a 0.4% gap in 2018.

Since 2009 the County has seen a large increase in the number of resignations while other separation reasons remain relatively steady.

During the period of 2009 to 2018 there were a total of 5,737 employees who separated from Milwaukee County. Of those, 1,195 or 21% were **involuntary** separations while 4,542 or 79% were **voluntary.** While the County has seen a gradual reduction in total staffing since 2009, resignations have seen a significant increase at the same time that the County workforce has decreased. In 2009 there were 151 resignations with a workforce of 4,448. By 2018 resignations had increased by 282 to a total of 433 with a workforce of 3,306.

Separation rates by functional area show that the Public Safety and Health and Human Services functional areas had a higher separation rate than the County excluding the Legislative and Executive functional area.

The data showed that two functional areas, Public Safety and Health and Human Services, had a higher separation rate than the County in every year we reviewed. The Transportation functional area had a higher separation rate than the County in three out of the four years we reviewed.

Milwaukee County's workforce average age saw a drop of 1.5 years from 2009 to 2018 while the average age of separated employees dropped by 6.2 years.

The average age of the Milwaukee County workforce dropped from 46.2 years in 2009 to 44.7 years in 2018. At the same time, employees who separated from Milwaukee County dropped from an average age of 47.7 years in 2009 to 41.5 years in 2018.

The variance between Milwaukee County's workforce average length of service and that of separated employees was nearly identical in 2009 but by 2018 a gap of 2.5 years in length of service was found.

In 2009, the County's overall workforce was averaging a length of service of 12.7 years while separated employees averaged 12.0 prior to separating. In 2018 the workforce's average

length of service had dropped to 9.8 years while the average length of service for separated employees was 7.3 years. This resulted in a gap of 2.5 years in 2018 versus a gap of 0.7 years in 2009.

Separations by race show that for all four years we reviewed the Black or African American racial group was a higher percentage of employees who separated than their countywide workforce percentage.   The opposite was true for the White racial group.

In 2018, Black or African American employees accounted for 34% of all separations and 31% of the workforce while White employees were 53% of all separations and 57% of the workforce. These two racial groups accounted for 87% of all separations and 88% of the County workforce. Hispanics or Latinos were 9% of the separations and 7% of the workforce

The disparity between voluntary and involuntary separation by race has lessened since 2009, however, Black or African American and Hispanic or Latino employees separated involuntarily at a rate higher than the County average.

Black or African American employees separated involuntarily at a rate higher than the countywide average for all four years we reviewed. Hispanic or Latino employees separated involuntarily at a rate higher than the countywide average for three out of four years we reviewed. White employees separated involuntarily at a rate lower than the countywide average for all four years we reviewed.

Separations by gender show that by 2018 the separations by gender matched the overall County workforce gender distribution and the data did not show a disparity between voluntary and involuntary separation by gender for the four years we reviewed.

Separations by gender did not show a wide variation from the gender distribution of the countywide staff. The data showed that in 2009 Males were 45% of the separated employees and 46% of the countywide staffing. In 2012, Males were 49% of the separated employees and 47% of the workforce. In 2015, Males were 45% of the separated employees and 48% of the workforce. In 2018, Males were both 48% of the separated employees and of the workforce. Male and Female employees separated involuntarily at similar rates in three out of four years we reviewed.

Salary data showed that separated employees earned less than the countywide average salary in all ten years we reviewed.

We reviewed the annual salary of all separated employees during the ten year period of our review. The data showed that on average separated employees were earning approximately $4,130 less than the County workforce overall.

Total annual hires for the County increased from a low of 290 in 2010 to a high of 660 in 2018.

In 2009 the County hired 337 employees with a County workforce of 4,448 employees as of November 1, 2009. In 2018, the County hired 660 employees with a County workforce of 3,306. The higher amount of hires in 2018 with a workforce that was more than 1,000 fewer employees shows the impact that the increase in the number of separations has on the County workforce.

Milwaukee County's workforce average age saw a drop of 1.6 years from 2009 to 2018 while the average age of hired employees dropped by 5.3 years to a low of 35.6 years.

The average age of the Milwaukee County workforce dropped from 46.2 years in 2009 to 44.6 years in 2018. At the same time, employees who were hired by Milwaukee County dropped from an average age of 40.9 years in 2009 to 35.6 years in 2018.

In every year we reviewed, hiring of the White racial group was lower than its countywide staffing percentage and the Black or African American and Hispanic or Latino racial groups were hired at a higher rate than their countywide staffing percentage.

In 2018, while the White racial group was 59% of the County workforce, this racial group was 46.4% of the employees that were hired. The Black or African American racial group was 30% of the County workforce and was 37.0% of hired employees. The Hispanic or Latino racial group was 7% of the County workforce and 9.1% of hired employees. The American Indian or Alaskan racial group was 1% of the County workforce and were 0.8% of hired employees. The Asian racial group was 2% of the County workforce and were 1.7% of hired employees. The Two or more races racial group was 2% of the County workforce and was 4.1% of hired employees. The Unknown or Blank racial group was 1% of the County workforce and was 1.1% of hired employees.

In every year we reviewed, except 2012, more Females were hired than Males by the County.

In 2009, 57% of new hires were Female. In 2012, 49% of new hires were Female. In 2015, 55% were Females and in 2018, 52% were Females.

Salary data showed that newly hired employees earned less than the countywide average salary in all ten years we reviewed.

We reviewed the annual salary of all hired employees during the ten year period of our review. The data showed that on average hired employees were earning approximately $4,670 less than the County workforce overall.

Background

In August of 2014 the Milwaukee County Office of the Comptroller – Audit Services Division released an audit titled, *Milwaukee County Can Benefit from a Contemporary, Comprehensive Workforce Diversity Policy*. The audit began with a focus on workforce diversity at General Mitchell International Airport, but many of the findings and recommendations were countywide in scope. Our prior work included an overview of important developments in the evolution of both local and national changes as they related to the concepts of affirmative action and workforce diversity. It noted that the Department of Human Resources was working with the Office of the County Executive and various departmental diversity committees to develop a Diversity Committee mission statement and goals for countywide application.

Our 2014 Audit found a lack of a comprehensive workforce diversity policy, data collection issues and wide variation in workforce diversity in major County departments.

The major findings of our prior work included:

- Milwaukee County did not have a contemporary, comprehensive workforce diversity policy.
- Since 2007, Milwaukee County has experienced problems with the collection and maintenance of data necessary to accurately report and effectively analyze and manage issues relating to workforce diversity.
- There is wide variation in workforce diversity among full-time staff in major County departments.

Our audit recommendations were adopted in October of 2014. Since that time, we have provided seven follow up reports to the County Board regarding the status of pending recommendations. The length of time that has passed since the initial audit and a new emphasis at Milwaukee County on racial equity resulted in a decision for our office to revisit the countywide data in regards to its workforce.

On its website, Milwaukee County describes itself as, "an Equal Opportunity/E-verify employer committed to diversity. All qualified applicants will receive consideration for employment and will not be discriminated against based on age, race, color, religion, sex,

sexual orientation, gender identity, national origin, disability, genetic information or protected veteran status."

Our prior audit found a lack of overall guidance for departments in relation to creating a working environment that is committed to diversity. In addition, when we sought during the current audit to analyze how well Milwaukee County is achieving its stated self-described commitment to diversity, we found many parties interested in the data but no party having the data or having analyzed the data. The County does operate an Office for Veteran's Affairs and an Office for Persons with Disabilities. Multiple programs for persons with disabilities are operated through the Department of Human Resources.

Since the time of our last audit work a number of changes have occurred at Milwaukee County under the racial equity umbrella. We have compiled the following timeline of the major events.

Timeline for Major Racial Equity Events at Milwaukee County
- May 2016 – Ratification of Resolution to create and fund the Office of African American Affairs at Milwaukee County
- October 2018 – Milwaukee County becomes a member of GARE – Government Alliance on Race and Equity
- November 2018 – Racial Equity Training launched
- May 2019 - Resolution passed by the County Board and signed by the County Executive where Racism was declared as a public health crisis
- July 2019 – All departments used racial equity criteria in budget planning for FY 2020
- September 2019 – 85% of employees complete Racial Equity Training
- 2020 – Planned Implementation of Milwaukee County's Strategic Plan to achieve racial equity

A new strategic plan includes a goal of the County's leadership, management and staff reflecting the County's demographics by 2023 and racial equity by 2030.

During the fall of 2019 an administrative strategic planning effort resulted in the development of three-year objectives for Milwaukee County. The Objective Category of a Diverse and Inclusive Workforce contained the following goals:

A. Milwaukee County leadership, management, and staff will reflect the demographics (including but not exclusively racial) of Milwaukee County.
B. Milwaukee County will have an inclusive workplace culture where differences are welcomed, where different perspectives are heard, and where individuals feel a sense of safety and belonging with no significant differences by race and gender.
C. Employees will understand what skills and experience are expected to advance to the next level and will have opportunities to gain those skills and experiences.

In addition to the objectives of the strategic plan, Milwaukee County has a goal of achieving racial equity by 2030. With the emphasis on racial equity and the objective of a workforce reflective of the Milwaukee County demographics by 2023, we focused this audit on a review of findings and recommendations from the prior audit but also to provide an analysis of the existing workforce to provide a benchmark and starting point for the County as it works to achieve its goals in terms of the diversity of its workforce.

Our work is intended to provide a look back at what the County workforce has looked like for the past ten years and provide data to policymakers and hiring managers as they begin to work to achieve the strategic goal. We only included in our analysis full-time, non-elected County employees. Our analysis does not include employees of the Milwaukee County Transit System as they are not part of the County workforce.

Data Source

We accessed information from the County's payroll system, Ceridian's Human Resources Payroll Web. Demographic data in the system is gathered from employees upon their hiring by the County and is entered by the Department of Human Resources.

13

The work in this audit was conducted using employee information from the County's Payroll system from 2009 – 2019.

We utilized this information from 2009 to 2019. For data that was based upon a point in time we used November 1 of each year. In addition, we defined the Milwaukee County workforce as employees who were non-elected and work full-time. As such, seasonal and part-time employees are not included.

Depending on the analysis required, we looked at all ten years of data or four targeted years of data. We used November 1 of 2009, 2012, 2015 and 2019 for any point in time demographic analysis which resulted in a cutoff date of November 1, 2019 for data. In order to have a complete year to compare for the section on employee separation and hiring we used 2018 as our final year instead of 2019. We also conducted a deeper analysis of data from November 1, 2019 that due to time constraints could not be performed for additional years.

Where appropriate we compared Milwaukee County demographic data to the Census data. In analyzing trends, we typically used the countywide percentages for race and gender demographics as our benchmark when we analyzed the data at other levels. For example, we compared the percentage of separations by racial group to the racial group's percentage of the County workforce.

Report Layout

This report includes four sections: Section 1 which is a review of workforce demographics from 2009 to 2019, Section 2 is a review of the workforce's salaries by race and gender, Section 3 is a review of the County's separation ratio, and demographics for separations and hires, and Section 4 is our findings and recommendations. Sections 1 through 3 contain a data book which has the full spectrum of charts and graphs we used in our analysis at the end of each section.

Section 1: Analysis of Employee payroll data reveals that the County's variance to the Census Data is significantly higher when analyzing at the functional area and agency levels.

Overall County Workforce Demographics

The County's overall workforce has declined in size by more than 1,000 employees since 2009.

Since 2009 Milwaukee County's workforce has dropped from 4,448 full-time, non-elected employees to 3,424 employees in 2019 based on employee data from November 1 of each year.

On November 1 of 2009, Milwaukee County had 4,448 employees. By 2019 that number had dropped by 1,024 to 3,424 employees. One major area that resulted in a decline in the County's workforce was the 2011 State of Wisconsin takeover of the Income Maintenance and Child Care (MECA/Miles) program which resulted in the separation of 226 employees, 197 were laid off and 29 retired. The State converted the employees to State employees in the 2011-2013 State Biennial Budget.

In addition, a large number of retirements occurred in 2011 due to the change in the Medicare Part B Reimbursement. There were 414 retirements in 2011 versus the average of 187 over the 10-year period we reviewed.

Since 2009, Milwaukee County's workforce is younger by 2.1 years and their average length of service has dropped by 3.6 years.

In 2009 Milwaukee County's workforce had an average age of 46.2 years old. In 2019 the average was 44.1 years old which is a decrease of 2.1 years in average age. The Census Bureau reported the average age for Milwaukee County as 33.8 in 2009 and 34.6 in 2017 which is an increase of 0.8 years. The Census Bureau includes all individuals not just the relevant labor market age group which explains the lower average age.

15

In 2009, the Milwaukee County workforce had an average length of service of 12.7 years. This was based upon the date contained in the field for most recent hire in the payroll system. By 2019, the length of service time had declined by 3.6 years to 9.1 years or a 28% decrease in the amount of years employees had worked for Milwaukee County.

The highest salary at Milwaukee County in 2019 was $304,763 while the lowest was $27,872 and the average was $56,747.

The average salary of Milwaukee County's workforce in November of 2019 was $56,747 based upon the sum of all salaries divided by the number of employees. The range of salaries earned in 2019 was a low of $27,872 to a high of $304,763 with a difference between them of $276,891. The highest paid employee is the Chief Medical Director at the Behavioral Health Division. The lowest paid employee also works at the Behavioral Health Division as an "Assistant Office" in the Clerical Pool Unit.

We also calculated the median salary for 2019 which is the salary in the middle when counting from the highest to the lowest. This resulted in a median salary of $49,580. We included the median salary in part due to the large range of salaries earned by the Milwaukee County workforce. The highest salaries pull the overall average up $7,167 when compared to the median. While not directly comparable, according to estimates for 2018 provided by the Census Bureau, the median household income for Milwaukee County in 2017 dollars was $46,784.

16

Chart 1 shows the salary data as of November 1, 2019 for the highest, lowest, median and average salaries for Milwaukee County.
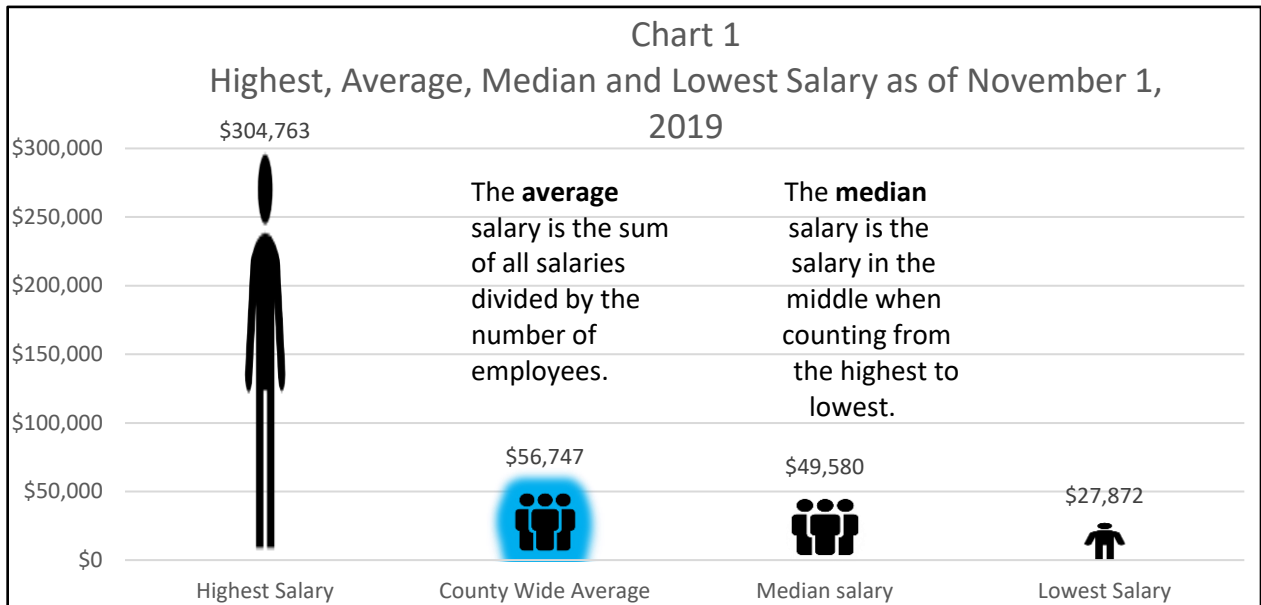
Chart 1
Highest, Average, Median and Lowest Salary as of November 1, 2019

$304,763

The **average** salary is the sum of all salaries divided by the number of employees.

The **median** salary is the salary in the middle when counting from the highest to lowest.

$56,747

$49,580

$27,872

$300,000			
$250,000			
$200,000			
$150,000			
$100,000			
$50,000			
$0			
Highest Salary	County Wide Average	Median salary	Lowest Salary

Source: Audit Services Division created chart based upon data from the County's payroll system.

Milwaukee County employees reside in every zip code within Milwaukee County. The largest change during the period of our review was the percentage of employees residing outside of Milwaukee County which went from 3.6% in 2009 to 14.5% in 2019.

The County's workforce represents all zip codes within Milwaukee County but not in amounts equal to the population of each zip code.

Milwaukee County is comprised of 19 municipalities and is over 241 square miles in size. Prior to June of 2013, Milwaukee County employees were required to reside within Milwaukee County. We analyzed employee zip code data to review the diversity of where the workforce resides compared to where the Milwaukee County population in general resides. We compared data from 2009 for zip codes to the 2010 census data for population. We found the three zip codes with the lowest percentage of employees compared to the population to be: 53215, 53204 and 53211. A portion of each of these zip codes are within the City of Milwaukee along with some areas of West Milwaukee, Shorewood and Whitefish Bay. In 2009, these three zip codes accounted for 5% of the County workforce but 14.6% of

the County population. In 2019, these zip codes accounted for 5.7% of the County workforce.

The top three zip codes with the highest percentage of the workforce compared to the population were 53209, 53216, and 53132. The zip codes are located in the City of Milwaukee, Glendale, Brown Deer, Franklin and Greendale. In 2009, these zip codes accounted for 17.6% of the County workforce versus 12.1% of the County population. In 2019, these zip codes accounted for 12.9% of the County workforce.

In 2009, 158 employees or 3.6% of the workforce resided outside of Milwaukee County. By 2019 that number had grown to 496 employees or 14.5% of the workforce. This was due in part to a state law change in 2013.

The percentage of employees residing outside of Milwaukee County grew from 3.6% in 2009 to 14.5% in 2019.

In June of 2013 the State of Wisconsin adopted its biennial budget which changed the law on local residency qualifications for municipal employees. The change in state law now prohibits local governments from requiring that employees live within a particular jurisdiction as a condition of employment and nullifies any prior local residency requirements. The law includes partial exceptions for police, fire, and emergency personnel and for certain other residency requirements.   Prior to this change, Milwaukee County had a residency requirement for employees to reside within Milwaukee County within six months of employment.

While the total number of employees has declined since 2009, the number of employees residing outside of Milwaukee County has more than tripled from 158 employees in 2009 to 496 in 2019. Employees residing in Milwaukee County during the same time period decreased by 1,362 employees from 4,290 employees in 2009 to 2,928 employees in 2019. In 2009, the percentage of the workforce residing outside of Milwaukee County was 3.6% of the workforce. By 2019 that number has grown to 14.5%.

Demographics by Race

In 2009, Milwaukee County used the following racial categories for employees: American Indian or Alaskan, Asian, Black or African American, Hispanic or Latino or White. Some employees had records that say "Unknown" and some employees' records for ethnicity, as the category is labeled in the County's payroll system, are blank. We combined employee data for the categories of "Unknown" and where the category was blank. In 2016, Milwaukee County added "Two or more races" as a category that employees could select.

The U.S. Census Bureau, Population Estimates Program (PEP) provides an updated listing of population by County by its racial categories annually. The Census Bureau, based on Office of Management and Budget (OMB) requirements, collects race data for a minimum of five groups: White, Black or African American, American Indian or Alaska Native, Asian, and Native Hawaiian or Other Pacific Islander. The OMB permits the Census Bureau to also use a sixth category – Two or more races. Respondents may report more than one race. According to the Census Bureau, the concept of race is separate from the concept of Hispanic origin. However, the data does include a population percentage for individuals who identify themselves of Hispanic Origin.

In addition, the Census Bureau uses Native Hawaiian or Other Pacific Islander racial category which is not currently used by Milwaukee County. It listed this category for Milwaukee County as less than one-half of one percent of its population.

As a part of our review we requested, but were unable to obtain copies of the biennial Equal Employment Opportunity Commission (EEOC) reports submitted by Milwaukee County for all of the odd years during our review.

As a part of our field work for this audit we contacted the Department of Human Resources (DHR) to request copies of the EEOC reports that were submitted in 2009, 2011, 2013, 2015,

2017 and 2019. DHR was only able to provide copies of the reports from 2017 and 2019. The Office of the Comptroller's Payroll Manager was able to provide the 2009 report and the data used to generate the 2015 report.

Comparing the Milwaukee County workforce to the 2018 Census estimates shows the County with some variance to the Census data.

We compared the Milwaukee County workforce to the racial data estimate issued by the Census Bureau for 2018. The population data for the census includes people of all age categories.

The Black or African American and White racial groups are a higher percentage of the workforce compared to the 2018 Census Bureau estimates while the remaining four racial groups are a lower percentage of the workforce.

We found the following groups to have a larger percentage in the County workforce than the Census estimate:

- White racial group 5.7% over the Census estimate.
- Black or African American racial group 5.9% over the Census estimate.

We found the following groups to have a lower percentage in the County workforce compared to the Census estimate:

- Hispanic or Latino racial group 8.1% lower than the Census estimate.
- Asian racial group 2.8% lower than the Census estimate.
- Two or more races 1.1% lower than the Census estimate.
- American Indian or Alaskan 0.2% lower than the Census estimate.

For the Milwaukee County workforce 0.6% remains with an unknown racial category.

Chart 2 displays the Milwaukee County workforce by racial group and the estimates for the Milwaukee County population provided by the Census Bureau.
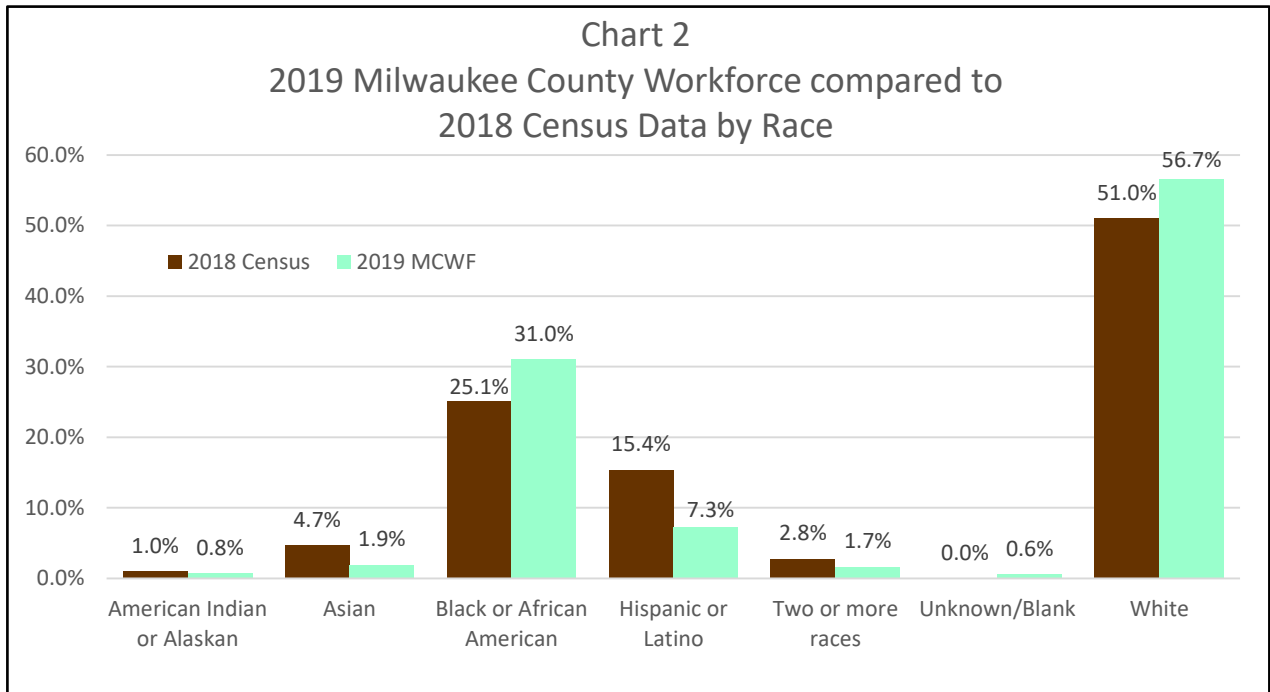
Chart 2
2019 Milwaukee County Workforce compared to
2018 Census Data by Race

Source: Audit Services Division created chart based upon data from the County's payroll system. The Census Data identified Whites alone as 64.3% and White alone, not Hispanic or Latino as 51.0% which results in 13.3% of Hispanics were from the white racial group. The category for Black or African American was reduced by 2.1% to account for Hispanic or Latino origin of non-white race for the Census Data. Hispanics were listed by Census Bureau as 15.4% which resulted in the category for Black or African American being reduced by 2.1% to account for Hispanic or Latino origin of non-white race for the Census Data.

The racial make-up of the County workforce has seen minimal overall change since 2009.

In comparing the overall make-up of the County workforce in 2009, 2012, 2015 and 2019, there have been minor changes in the percentage of the workforce from each racial group. Black or African Americans were 34% of the County workforce in 2009 and are 31% in 2019. Asians increased from less than 1% to 2% in 2019. Hispanics or Latinos increased their share of the workforce by 2% from 2009 to 2019. All other racial groups were within one percent of their prior workforce percentage.

Table 1 shows the percentage for each racial group for 2009, 2012, 2015 and 2019 as of November 1 of each year.

Table 1
Employees by Race 2009, 2012, 2015 and 2019

Racial Group	2009	2012	2015	2019
American Indian/Alaskan	1%	1%	1%	1%
Asian	<1%	<1%	1%	2%
Black or African American	34%	32%	31%	31%
Hispanic or Latino	5%	5%	6%	7%
Two or more races*				2%
Unknown or Blank	2%	1%	1%	1%
White	58%	60%	61%	57%

*This category was not used prior to 2016.

Source: Audit Services Division created table based on information from the County's payroll system. Total may not equal 100% due to rounding.

In our 2014 Audit we found that there is wide variation in workforce diversity among full-time staff in major County departments. Our updated analysis of County functional areas workforce by race shows that wide variations continue to exist.

Milwaukee County covers a diverse range of services to its residents from Parks to Public Safety to Human Services. The County structure breaks its staff and financial functions down by a variety of levels to provide the ability to analyze aspects of the County from varying lenses depending on the need. There are 8 major functional areas at Milwaukee County which are listed below with the 2019 major agencies:

- Administration – Administrative Services, Human Resources, Office of Corporation Counsel, Office of African American Affairs
- Courts and Judiciary – Child Support and Courts
- General Governmental – County Clerk, Register of Deeds, Treasurer, Comptroller
- Health and Human Needs – Aging, Health and Human Needs and Behavioral Health Division
- Legislative and Executive – County Board and County Executive, Veteran's Services, Intergovernmental Relations
- Parks and Recreation – Parks and Zoo
- Public Safety – Sheriff, House of Correction, District Attorney, Office of Emergency Management, Medical Examiner
- Transportation – Airport, Highway, Fleet, Transportation Services, Director's Office

At the end of this section is a listing of the agencies contained within each functional area for the years 2009, 2012, 2015 and 2019. At times there has been movement between functional areas from one year to the next. For example, the Office of the Comptroller was created in 2012 and became a part of the General Government Functional area which required the relocation of over 40 employees from the Administration and Legislative and Executive functional areas.

We found wide variation in functional areas for percentage of employees from each racial group.

We reviewed the Milwaukee County workforce by functional areas and race for the years 2009 to 2019. The two functional areas with the largest variance between the countywide workforce and the racial diversity of its workforce for 2009 was the Parks and Recreation and Transportation functional areas. In 2009, 83% of Parks and Recreation functional area employees were from the White racial group. By 2019, the number had grown to 89%. In 2009, 68% of the employees in the Transportation functional area were from the White racial group. By 2019, that number had grown to 70%.

The functional area in 2009 with the highest percentage of employees from the American Indian or Alaskan racial group was Courts and Judiciary functional area which had 0.8% of employees from this racial group. In 2019, it was the Administration functional area which had 1.7% of employees from this racial group.

The functional area in 2009 with the highest percentage of employees from the Asian racial group was Health and Human Needs functional area which had 0.5% of its staffing from this racial group. In 2019, it was the General Government functional area which had 4.3% of its employees from this racial group.

The functional area in 2009 with the highest percentage of employees from the Black or African American racial group was the Health and Human Needs functional area which had 45.7% of its staffing from this racial group. In 2019, it was the Courts and

23

Judiciary functional area which had 44.1% of its employees from this racial group.

The functional area in 2009 with the highest percentage of employees from the Hispanic or Latino racial group was the General Government functional area functional area which had 6.3% of its staffing from this racial group. In 2019, it was the Courts and Judiciary functional area which had 8.1% of its employees from this racial group.

The functional area in 2019 with the highest percentage of employees from the Two or more races racial group was the Public Safety functional area which had 2.7% of its staffing from this racial group.

The functional area in 2009 with the highest percentage of employees from the Unknown or Black racial group was Legislative and Executive functional area which had 3.3% of its staffing from this racial group. In 2019, it was the Courts and Judiciary functional area which had 2.0% of its employees from this racial group.

An in depth look at 2019 employee data shows a wide variance in employees in agencies by racial groups versus the countywide totals.

We took an in depth look at the County's workforce as of November 1, 2019 in order to analyze the variations in the workforce across agencies and to provide, at times, a more detailed analysis of data.

As seen in functional areas, we also found wide variation within agencies in representation from various employee racial groups.

The data shows that the agency with the largest variance to the countywide staffing numbers for small agencies that have more than 10 employees was the Office of Corporation Counsel which has 80% of its employees from the White racial group. From the small-size agency listing with agencies that have more than 10 employees the County Clerk had staffing from four out of seven racial groups with staffing of 58% from the White racial group.

24

The Zoo has staffing of 93% from the White racial group. The Office of Child Support had staffing from six out of seven racial groups with staffing of 39% from the White racial group.

From the large-size agency group, Parks had staffing of 86% from the White racial group. For 2019, 57% of the countywide staffing was from the White racial group. For the large-size agencies, the Department of Health and Human Services had staffing from all seven racial groups with staffing of 31% from the White racial group.

Demographics by Gender

The County employed more Females than Males in all years that we reviewed and by 2015 was nearly identical to the Census Bureau percentage of Females in Milwaukee County.

In 2009, 54% of the County's workforce was Female. In 2012, 53% was Female and in 2015 and 2019, 52% were Female. In 2018, the Census Bureau reported the Milwaukee County population to be 51.6% Female.

The County continues to employ more Female than Male employees, though disparity appears when analyzing the data at the County's functional level.

While the County employs females at a rate nearly identical to the population in general, wide variations exist at the functional levels at both ends of the spectrum.

Milwaukee County covers a diverse range of services to its residents from Parks to Public Safety to Human Services. The County structure breaks its staff and financial functions down by a variety of levels to provide the ability to analyze aspects of the County from varying lenses depending on the need. There are 8 major functional areas at Milwaukee County which were detailed on page 22. Similar to the discussion on racial groups at the County, while there is diversity among the genders at the countywide level, we found great disparity in the distribution of gender in the workforce when looking at the functional level.

In 2009 the functional area with the highest percentage of female employees was the General Government area with 88% followed

closely by the Courts and Judiciary functional area with 87%. The functional area with the lowest percentage of female employees was the Transportation functional area with 16%. The functional area that most closely matched the countywide average was the Administrative functional area which had 56% of all staff being female employees.

In 2012 the functional area with the highest percentage of female employees was the Courts and Judiciary functional area with 84%. The functional area with the lowest percentage of female employees was the Transportation functional area with 15%. The functional area that most closely matched the countywide average was the Administrative functional area which had 49% of all staff being female employees.

In 2015 the functional area with the highest percentage of female employees was the Courts and Judiciary functional area with 84%. The functional area with the lowest percentage of female employees was the Transportation functional area with 15%. The functional area that most closely matched the countywide average was Public Safety functional area which had 45% of all staff being female employees.

In 2019 the functional area with the highest percentage of female employees was the Courts and Judiciary functional area with 83%. The functional area with the lowest percentage of female employees was the Transportation functional area with 15%. The functional area that most closely matched the countywide average was the Public Safety area which had 46% of all staff being female employees.

Gender distribution varied by agencies with high percentages of Males and Females in certain agencies.

The data showed some agencies with less than 5% of Female staffing while the highest percentage we found was 90% showing the wide variation when analyzing the data at the agency level.

The countywide percentage of female employees for 2019 was 52%. The Register of Deeds had the highest percentage of female employees at 75% for small-size agencies with 10 or more employees. For the mid-size agencies, the Department on Aging had 90% female employees in 2019 while the Department of Child Support had 87% female employees and the District Attorney had 84% female employees. The Highway Maintenance agency had 4% female employees while the Fleet Management agency had 3% female employees. For the large-size agencies, the Courts had 81% female employees in 2019 while Behavioral Health Division had 74% female employees. The Airport had 18% female employees while the Parks Department had 27% female employees.

Demographic Data by Race and Gender

Milwaukee County's workforce distribution by race and gender shows the greatest variance between genders for the Black or African American racial group with Black or African American Males representing 30% of all Black or African American employees in 2009 and 33% of all Black or African American employees in 2019.

The data showed that for all four years the Black or African American racial group had the largest variance between male and female employees.

For all four years we reviewed, the highest percentage of employees are: White Males, White Females and Black or African American Females. For the years 2009, 2012 and 2015 these three groups comprised 82% of all County employees. For 2019, these three groups were 77% of all County employees. White males maintained their percentage of the County workforce at 32% in 2009 and in 2019 while White Females declined from 26% to 25% and Black or African American Females declined from 24% to 21%.

The data shows that for all four years the Black or African American racial group had the largest variance between male and female employees. In 2009, Black or African American Females

27

were 70% of all Black or African American employees. In 2012 and 2015, they were 68% and in 2019, they were 67% of all Black or African American employees. The countywide average for those years for Female employees was: 54% for 2009, 53% for 2012, and 52% in 2015 and 2019.

White Females fall below the countywide average for females for all four years we reviewed. In 2009, White Females were 45% of all White employees. In 2012 they were 44%. In 2015 and 2019 they were 43% of all White employees. The countywide average for those years for Female employees was: 54% for 2009, 53% for 2012, and 52% in 2015 and 2019.

Charts 3 through 6 display the Employees by Gender and Race for 2009, 2012, 2015 and 2019.

Chart 3
2009 Employees by Gender and Race

Race	Female	Male
American Indian or Alaskan	14	15
Asian	5	3
Black or African American	1,065	461
Hispanic or Latino	117	118
Unknown or Blank	46	39
White	1,155	1,410

Source: Audit Services Division created chart based upon data from the County's payroll system.

Chart 4
2012 Employees by Gender and Race

■ Female ■ Male

Race	Female	Male
American Indian or Alaskan	10	13
Asian	5	2
Black or African American	814	379
Hispanic or Latino	99	97
Unknown or Blank	26	24
White	975	1,230

Source: Audit Services Division created chart based upon data from the County's payroll system.

Chart 5
2015 Employees by Gender and Race

■ Female ■ Male

Race	Female	Male
American Indian or Alaskan	9	15
Asian	15	6
Black or African American	715	341
Hispanic or Latino	115	92
Unknown or Blank	23	16
White	894	1,188

Source: Audit Services Division created chart based upon data from the County's payroll system.

29

Chart 6
2019 Employees by Gender and Race

■ Female ■ Male

Category	Female	Male
American Indian or Alaskan	13	13
Asian	39	27
Black or African American	708	354
Hispanic or Latino	135	116
Two or more races	34	24
Unknown/Blank	13	8
White	843	1,097

Source: Audit Services Division created chart based upon data from the County's payroll system.

Section 1: Data Book

The following pages contain tables and graphics analyzing the employee data we extracted from the payroll system. Some of the charts also appear within Section 1 of our report. The tables are here to provide additional information to our readers.
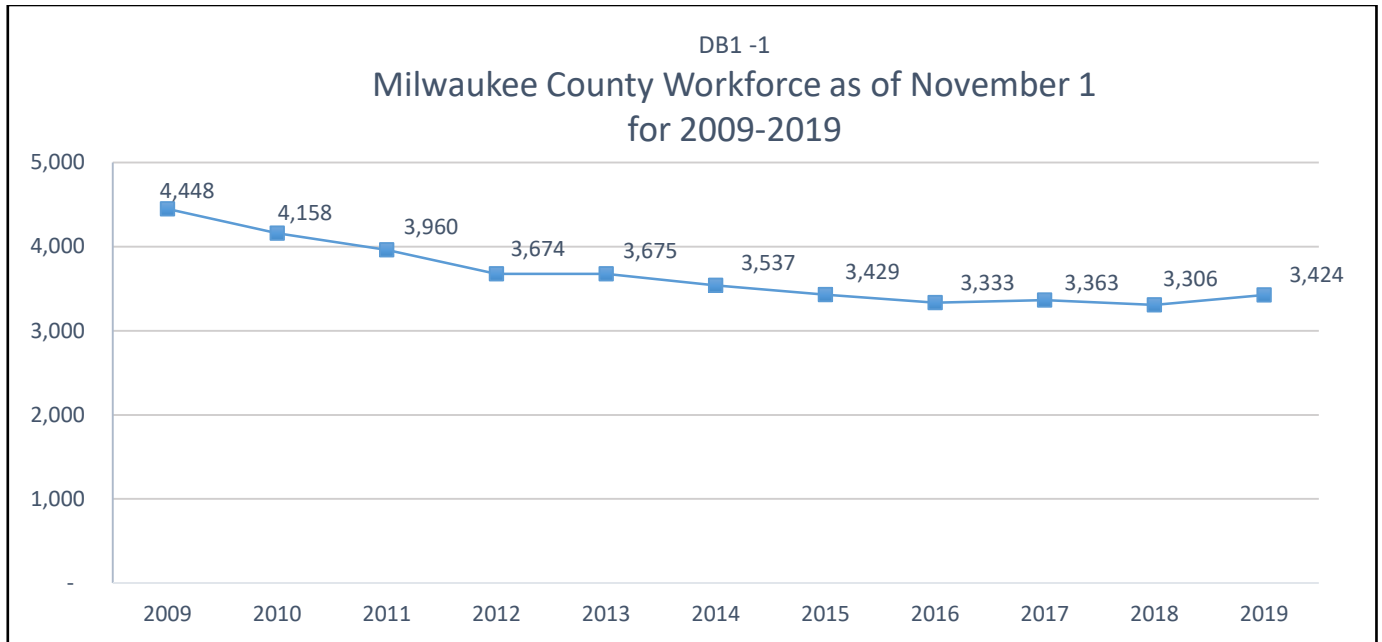
DB1 -1
Milwaukee County Workforce as of November 1 for 2009-2019

Year	Workforce
2009	4,448
2010	4,158
2011	3,960
2012	3,674
2013	3,675
2014	3,537
2015	3,429
2016	3,333
2017	3,363
2018	3,306
2019	3,424

Source: Audit Services Division created chart based on data from the County's payroll system.

DB1 - 2
Average Age of Employees 2009 - 2019

Year	Average Age
2009	46.2
2010	46.3
2011	45.9
2012	46.0
2013	45.9
2014	46.1
2015	45.5
2016	45.2
2017	44.9
2018	44.6
2019	44.1

Source: Audit Services Division created chart based on data from the County's payroll system.

DB1 - 3

Average Length of Service for years 2009 - 2019 for Active Employees

Source: Audit Services Division created chart based on data from the County's payroll system.

DB1 - 4

Highest, Average, Median and Lowest Salary as of November 1, 2019

The average salary is the sum of all salaries divided by the number of employees.

The median salary is the salary in the middle when counting from the highest to lowest.
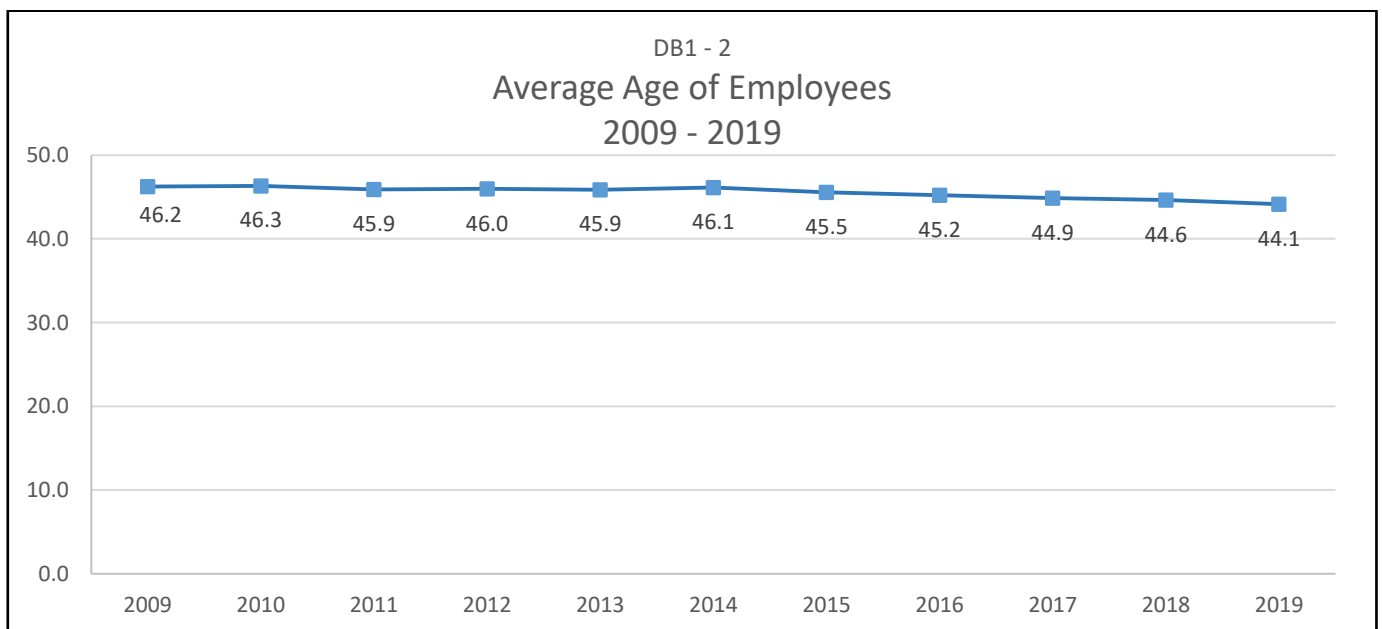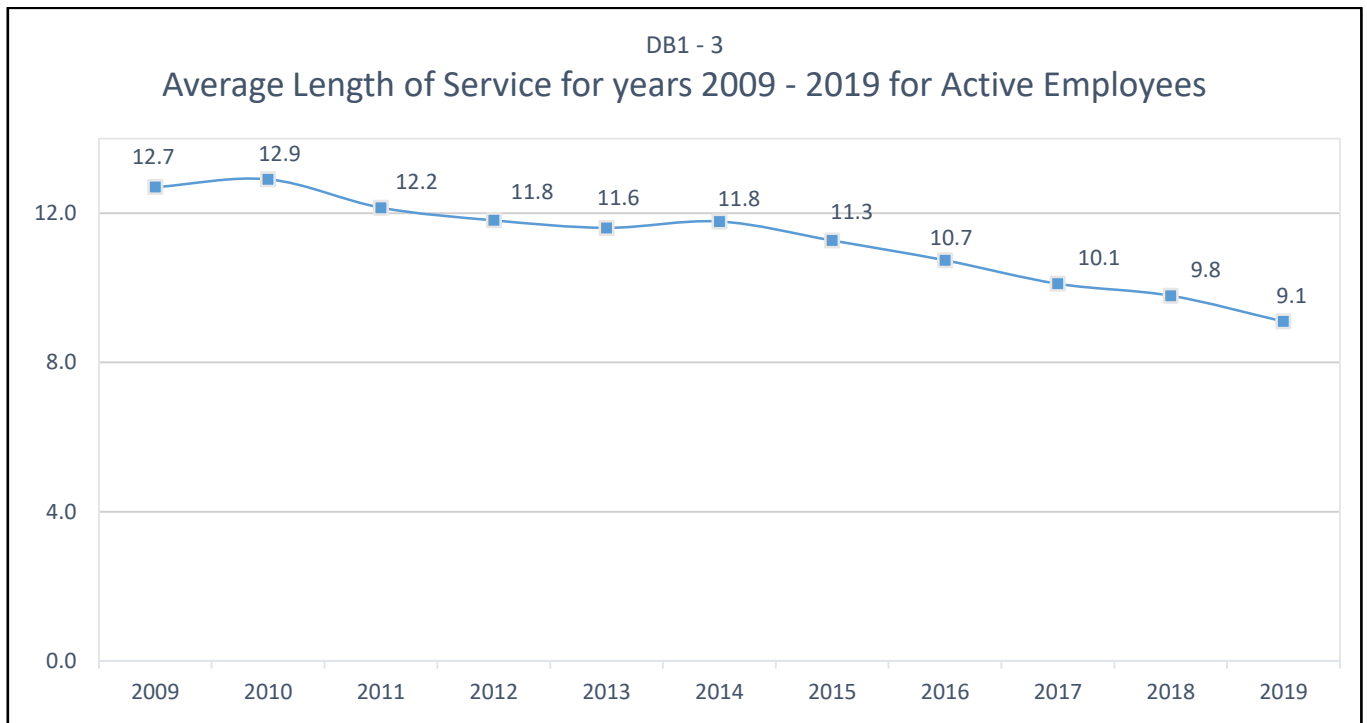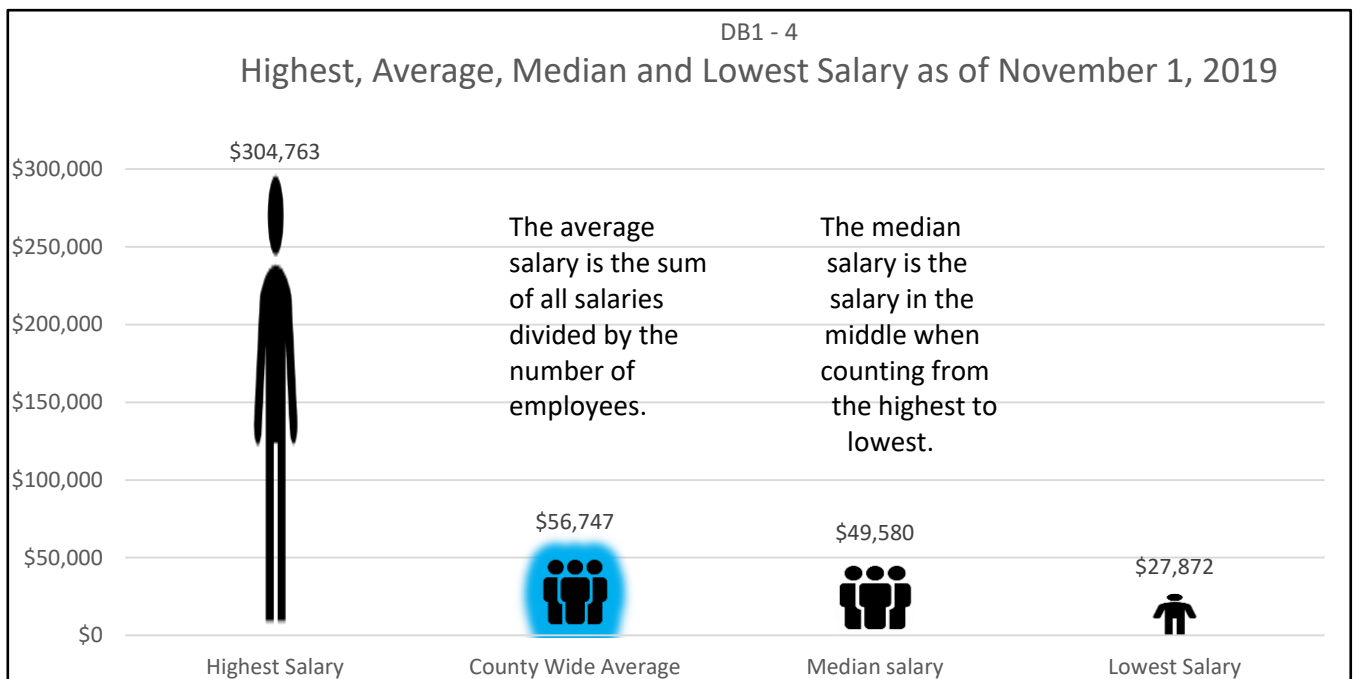
Source: Audit Services Division created chart based on data from the County's payroll system.

				Variance between %	
DB1 - 5					
Highest and Lowest Zip Codes with Variance between Workforce and Population 2009					

Zip Code	Municipality	2009 % of Workforce	2010 % of Census Population	Variance between % of Workforce and % of Population '09-'10	2019 % of Workforce
53215	Milwaukee, West Milwaukee	2.6%	6.4%	(3.8%)	2.5%
53204	Milwaukee	0.7%	4.5%	(3.8%)	1.2%
53211	Milwaukee, Shorewood, Whitefish Bay	1.7%	3.7%	(2.0%)	2.0%
53209	Milwaukee, Glendale, Brown Deer	6.2%	5.0%	1.2%	4.1%
53216	Milwaukee	5.2%	3.4%	1.8%	4.6%
53132	Franklin, Greendale	6.2%	3.7%	2.5%	4.2%
Various	Outside of Milwaukee County	3.6%	0.0%	3.6%	14.5%

Source: Audit Services Division created table based on data from the County's payroll system.

DB1 - 6

Highest and Lowest Zip Codes with Change in Number of Employees from 2009 to 2019

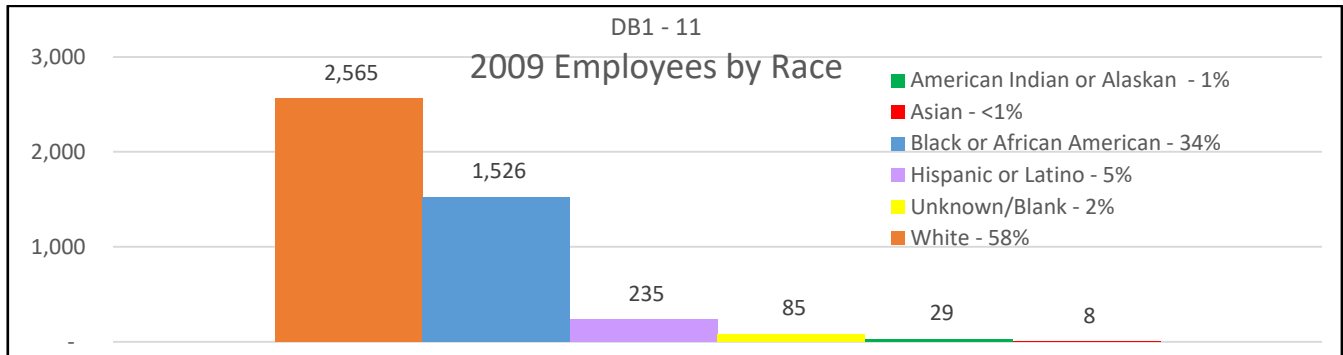| Zip Code	Municipality	2009 Employees	2019 Employees	Change 2009 to 2019
53209	Milwaukee, Glendale, Brown Deer	277	140	(137)
53132	Franklin, Greendale	277	143	(134)
53218	Milwaukee	246	156	(90)
53203	Milwaukee	4	11	7
53202	Milwaukee	49	58	9
53204	Milwaukee	32	42	10
Various	Outside of Milwaukee County	158	496	338

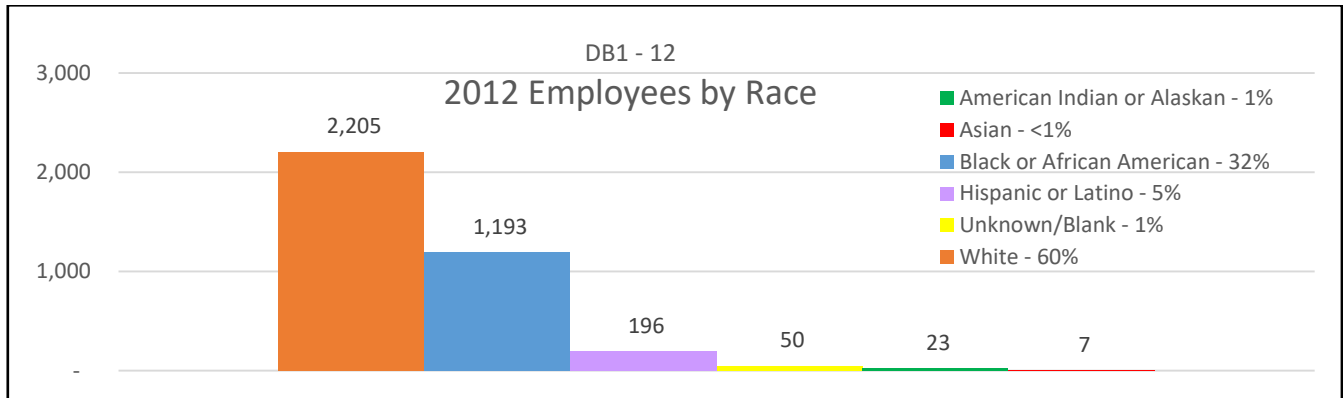Source: Audit Services Division created table based on data from the County's payroll system.

DB1 - 7

Annual Percentage of Workforce Residing in and outside of Milwaukee County

	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Milwaukee County	96.5%	96.6%	96.4%	96.4%	95.9%	94.1%	91.6%	90.3%	88.3%	86.7%	85.5%
Outside Milwaukee County	3.6%	3.4%	3.6%	3.6%	4.1%	5.9%	8.4%	9.8%	11.7%	13.3%	14.5%
Change from Prior Year		(.2%)	.2%	0%	.5%	1.8%	2.5%	1.4%	1.9%	1.6%	1.2%

Source: Audit Services Division created table based on data from the County's payroll system.

DB1 - 8
Milwaukee County Residents vs. Non-Residents based on Zip Codes
for 2009 - 2019

Year	Total Workforce	Milwaukee County Residents	Residents Outside of Milwaukee County
2009	4,448	4,290	158
2010	4,158	4,017	141
2011	3,960	3,819	141
2012	3,674	3,543	131
2013	3,675	3,524	151
2014	3,537	3,329	208
2015	3,429	3,142	287
2016	3,333	3,008	325
2017	3,363	2,970	393
2018	3,306	2,865	441
2019	3,424	2,928	496

Source: Audit Services Division created chart based on data from the County's payroll system.

53217
97
62

53224
85
65

53223
185
122

53209
277
140

53225
141
101

53218
246
156

53222
134
104

53216
230,**158**

53211
76
70

53206
111
49

53212
91
69

53210
134,**100**

53226
103
70

53213
145
80

53208
125
98

53205
47,**27**

53202
49
58

53233
14,**14**

53214
127,**100**

53204
32,**42**

53203
4
11
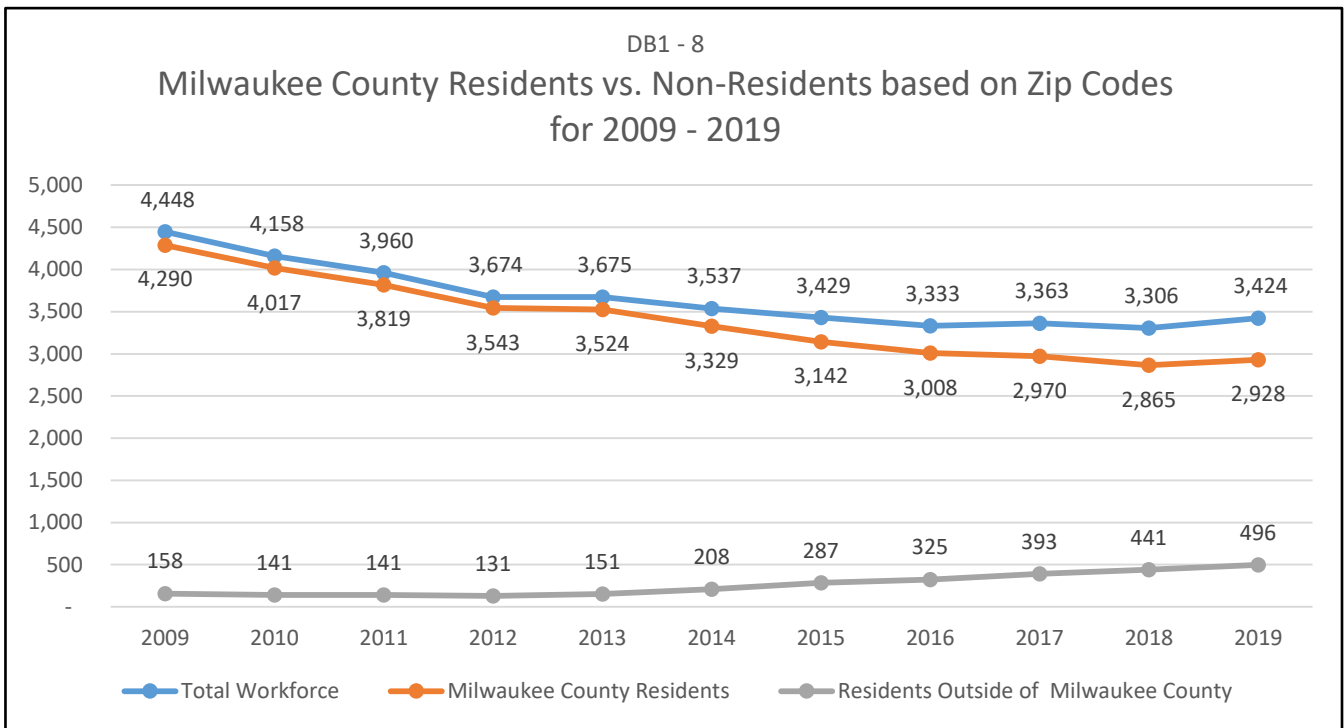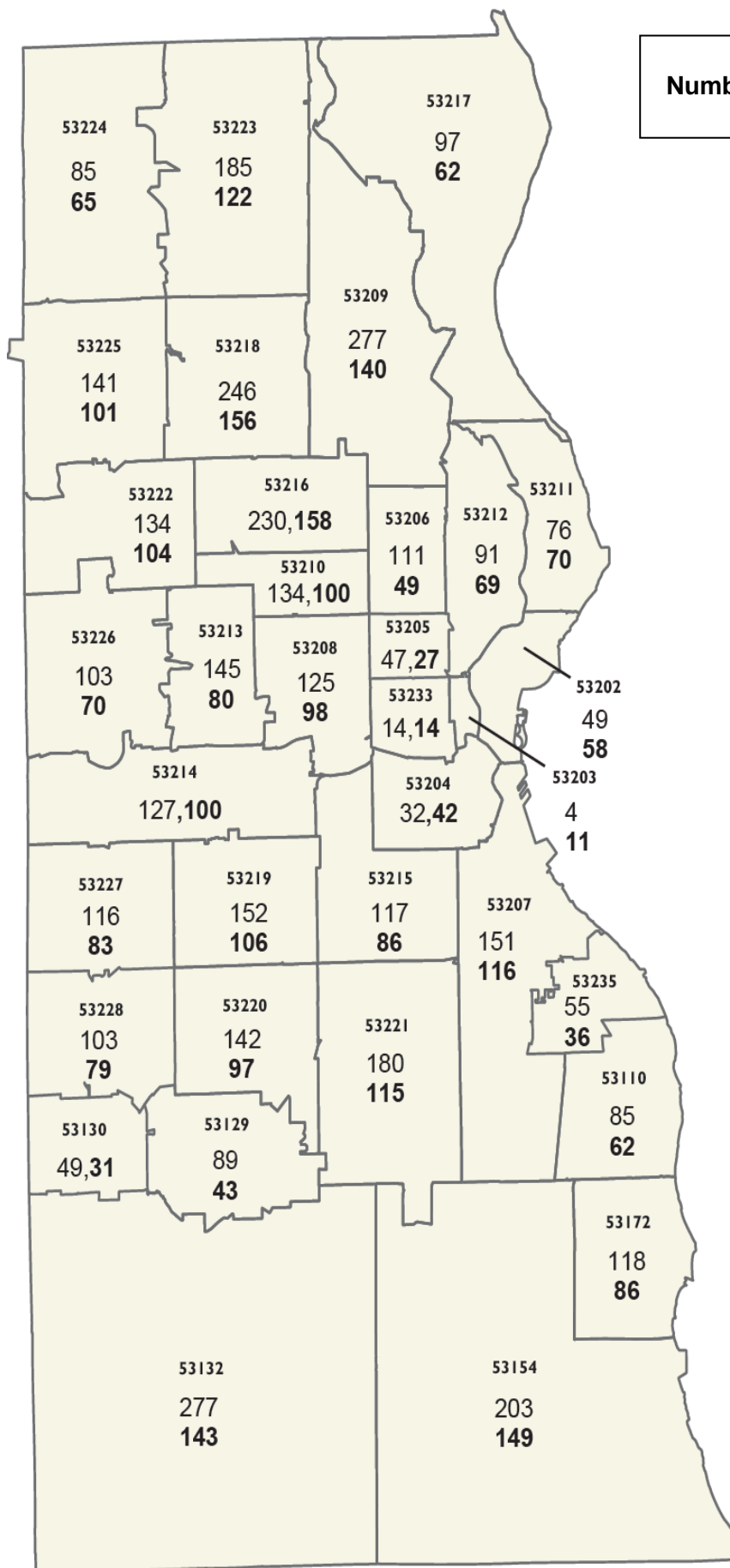
Legend
Zip code
2009 Number of Employees
**2019 Number of
Employees**

53227
116
83

53219
152
106

53215
117
86

53207
151
116

53228
103
79

53220
142
97

53221
180
115

53235
55
36

53110
85
62

53130
49,**31**

53129
89
43

53172
118
86

53132
277
143

53154
203
149

Outside of Milwaukee County
2009 ─ 158
2019 ─ 496

Source: Audit Services Division created chart
based on data from the County's payroll system.

DB1 - 10
2019 Milwaukee County Workforce compared to 2018 Census Data by Race

■ 2018 Census ■ 2019 MCWF

	American Indian or Alaskan	Asian	Black or African American	Hispanic or Latino	Two or more races	Unknown/Blank	White
2018 Census	1.0%	4.7%	25.1%	15.4%	2.8%	0.0%	51.0%
2019 MCWF	0.8%	1.9%	31.0%	7.3%	1.7%	0.6%	56.7%

Source: Audit Services Division created chart based upon data from the County's payroll system. The Census Data identified Whites alone as 64.3% and White alone, not Hispanic or Latino as 51.0% which results in 13.3% of Hispanics were from the white racial group. The category for Black or African American was reduced by 2.1% to account for Hispanic or Latino origin of non-white race for the Census Data. Hispanics were listed by Census Bureau as 15.4% which resulted in the category for Black or African American being reduced by 2.1% to account for Hispanic or Latino origin of non-white race for the Census Data.

DB1 - 11
2009 Employees by Race

- American Indian or Alaskan - 1%
- Asian - <1%
- Black or African American - 34%
- Hispanic or Latino - 5%
- Unknown/Blank - 2%
- White - 58%

2,565 1,526 235 85 29 8

Source: Audit Services Division created chart based on data from the County's payroll system.

DB1 - 12
2012 Employees by Race

- American Indian or Alaskan - 1%
- Asian - <1%
- Black or African American - 32%
- Hispanic or Latino - 5%
- Unknown/Blank - 1%
- White - 60%

2,205 1,193 196 50 23 7

Source: Audit Services Division created chart based on data from the County's payroll system.

DB1 - 13
2015 Employees by Race

- American Indian or Alaskan - 1%
- Asian - 1%
- Black or African American - 31%
- Hispanic or Latino - 6%
- Unknown/Blank - 1%
- White - 61%

2,082 1,056 207 39 24 21

Source: Audit Services Division created chart based on data from the County's payroll system.

DB1 - 14
2019 Employees by Race

- American Indian or Alaskan - 1%
- Asian - 2%
- Black or African American - 31%
- Hispanic or Latino - 7%
- Two or more races - 2%
- Unknown/Blank - 1%
- White - 57%

1,940 1,062 251 66 58 26 21

Source: Audit Services Division created chart based on data from the County's payroll system.

DB1 - 15				
Agencies within Functional Areas for 2009, 2012, 2015 and 2019				
Administration				
Department of Administrative Services	2009	2012	2015	2019
Community Development Business Partners	2009	2012		
Procurement	2009	2012		
Personnel Review Board/Ethics	2009	2012	2015	2019
Office of Corporation Counsel	2009	2012	2015	2019
Human Resources	2009	2012	2015	2019
DAS-Information Management Services Division	2009	2012	2015	2019
DAS - Risk	2009	2012	2015	2019
Benefits	2009	2012		
Labor Relations	2009	2012		
Office of African American Affairs				2019
Courts and Judiciary				
Courts	2009	2012	2015	2019
Child Support	2009	2012	2015	2019
Public Safety				
Sheriff	2009	2012	2015	2019
House of Correction	2009		2015	2019
District Attorney	2009	2012	2015	2019
Office of Emergency Management	2009	2012	2015	2019
Medical Examiner	2009	2012	2015	2019
General Government				
Election Commission	2009	2012	2015	2019
Treasurer	2009	2012	2015	2019
Clerk	2009	2012	2015	2019
Register of Deeds	2009	2012	2015	2019
Comptroller		2012	2015	2019
Health and Human Needs				
Behavioral Health Division	2009	2012	2015	2019
County Health Related Programs	2009			
Department on Aging	2009	2012	2015	2019
Family Care	2009	2012	2015	
Department of Health and Human Services	2009	2012	2015	2019
Legislative and Executive				
County Board	2009	2012	2015	2019
Veterans Services	2009	2012	2015	2019
Intergovernmental Relations				2019
DAS Office for Persons with Disabilities	2009	2012		
County Executive	2009	2012	2015	2019
Audit	2009			

Parks				
Parks	2009	2012	2015	2019
Zoo	2009	2012	2015	2019
Transportation				
Airport	2009	2012	2015	2019
Transportation Services	2009			2019
Highway Maintenance	2009	2012	2015	2019
Fleet Management	2009	2012	2015	2019
DOT Director's Office	2009	2012	2015	2019
Facilities Management	2009	2012		
Architecture, Engineering and & Environment	2009			

Source: Audit Services Division created table based on data from the County's Chart of Accounts and Budget documents.

Functional Areas by Race for the Years 2009 – 2019

- ■ Hispanic or Latino
- ■ Blank or Unknown
- ■ American Indian/Alaskan
- ■ Asian
- ■ Two or more races
- ■ Black or African American
- ■ White

Administration

2009
- 1
- 68
- 120
- 10
- 5

2012
- 4
- 9
- 103
- 51

2015
- 3 3
- 2
- 20
- 190
- 57

2019
- 10 5 3
- 18
- 3
- 205
- 56

Courts and Judiciary

2009
- 3
- 212
- 162
- 5 18

2012
- 3 1
- 188
- 173
- 6 18

2015
- 2 1
- 199
- 178
- 27
- 8

2019
- 2 6
- 169
- 175
- 8 5 32

General Government

2009
- 9
- 3
- 36

2012
- 19
- 46
- 8
- 1

2015
- 1 2
- 21
- 60
- 8

2019
- 1 4
- 23
- 58
- 6

Health and Human Needs

2009
- 9 7
- 643
- 655
- 36 83

2012
- 4 6
- 509
- 401
- 18 52

2015
- 3 8
- 384
- 307
- 48
- 15

2019
- 5 15
- 311
- 288
- 55
- 9 11

Legend: Hispanic or Latino · Blank or Unknown · American Indian/Alaskan · Asian · Two or more races · Black or African American · White

Legislative and Executive

2009: 18, 38, 3, 2

2012: 1, 10, 26, 1, 2

2015: 3, 18

2019: 7, 14, 1

Parks and Recreation

2009: 2, 40, 15, 3, 288

2012: 1, 22, 13, 268

2015: 2, 15, 14, 286

2019: 2, 1, 19, 18, 2, 331

Public Safety

2009: 11, 1, 446, 862, 71, 26

2012: 10, 409, 713, 62, 18

2015: 11, 7, 409, 672, 11, 65

2019: 9, 25, 425, 592, 94, 32

Transportation

2009: 3, 128, 366, 32, 8

2012: 4, 108, 352, 32, 2

2015: 2, 1, 66, 273, 25, 2

2019: 2, 5, 69, 260, 27, 1, 5

Source: Audit Services Division created chart based on data from the County's payroll system.

41

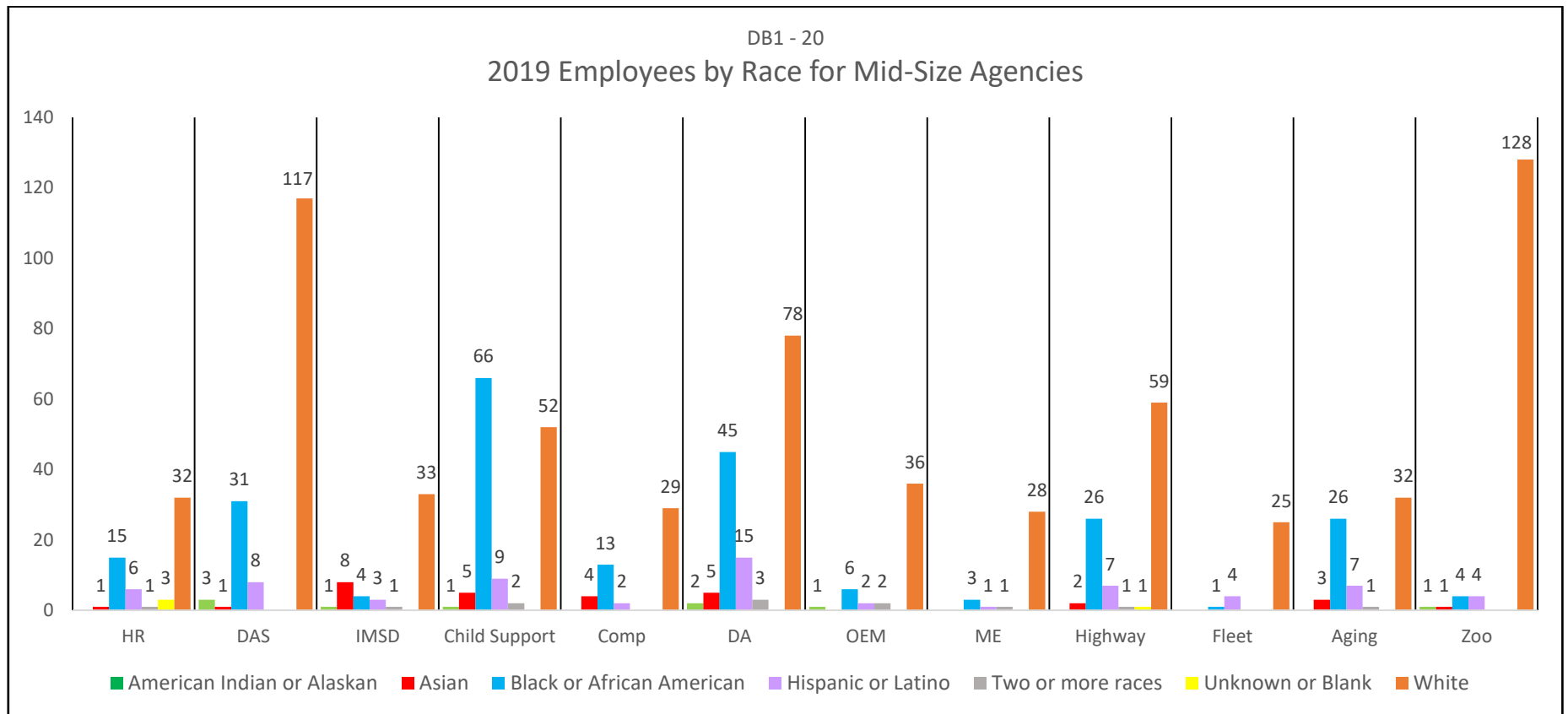| DB1 - 17 Functional Area by Race for 2009, 2012, 2015 and 2019								
	Adm	Courts & Judiciary	Gen Gov't	Health & Human Needs	Legis & Exec	Parks, Rec & Culture	Public Safety	Trans	Total
2009									
American Indian/Alaskan	1	3	0	9	0	2	11	3	29
Asian	0	0	0	7	0	0	1	0	8
Black or African American	68	162	9	655	18	40	446	128	1,526
Hispanic or Latino	10	18	3	83	3	15	71	32	235
Two or more races	0	0	0	0	0	0	0	0	0
Unknown or Blank	5	5	0	36	2	3	26	8	85
White	120	212	36	643	38	288	862	366	2,565
Total	**204**	**400**	**48**	**1,433**	**61**	**348**	**1,417**	**537**	**4,448**
2012									
	Adm	Courts & Judiciary	Gen Gov't	Health & Human Needs	Legis & Exec	Parks, Rec & Culture	Public Safety	Trans	Total
American Indian/Alaskan	0	3	0	4	1	1	10	4	23
Asian	0	1	0	6	0	0	0	0	7
Black or African American	51	173	19	401	10	22	409	108	1,193
Hispanic or Latino	9	18	8	52	2	13	62	32	196
Two or more races	0	0	0	0	0	0	0	0	0
Unknown or Blank	4	6	1	18	1	0	18	2	50
White	103	188	46	509	26	268	713	352	2,205
Total	**167**	**389**	**74**	**990**	**40**	**304**	**1,212**	**498**	**3,674**
2015									
	Adm	Courts & Judiciary	Gen Gov't	Health & Human Needs	Legis & Exec	Parks, Rec & Culture	Public Safety	Trans	Total
American Indian/Alaskan	3	2	1	3	0	2	11	2	24
Asian	2	1	2	8	0	0	7	1	21
Black or African American	57	178	21	307	3	15	409	66	1,056
Hispanic or Latino	20	27	8	48	0	14	65	25	207
Two or more races	0	0	0	0	0	0	0	0	0
Unknown or Blank	3	8	0	15	0	0	11	2	39
White	190	199	60	384	18	286	672	273	2,082
Total	**275**	**415**	**92**	**765**	**21**	**317**	**1,175**	**369**	**3,429**
2019									
	Adm	Courts & Judiciary	Gen Gov't	Health & Human Needs	Legis & Exec	Parks, Rec & Culture	Public Safety	Trans	Total
American Indian/Alaskan	5	2	1	5	0	2	9	2	26
Asian	10	6	4	15	0	1	25	5	66
Black or African American	56	175	23	288	7	19	425	69	1,062
Hispanic or Latino	18	32	6	55	1	18	94	27	251
Two or more races	3	5	0	11	0	2	32	5	58
Unknown or Blank	3	8	0	9	0	0	0	1	21
White	205	169	58	311	14	331	592	260	1,940
Total	**300**	**397**	**92**	**694**	**22**	**373**	**1,177**	**369**	**3,424**

Source: Audit Services Division created table based on data from the County's payroll system.

DB1 - 18					
		List of Abbreviated Agencies			
Cty Board	County Board	Treas	Treasurer	DA	District Attorney
Vet	Veteran's Services	Cty Clerk	County Clerk	OEM	Office of Emergency Management
IGR	Office of Intergovernmental Relations	ROD	Register of Deeds	ME	Medical Examiner
OAAA	Office for African American Affairs	Trans Srvcs	DOT – Transportation Services	Highway	DOT – Highway Maintenance
CEX	County's Executive's Office	MCDOT Dir	MCDOT – Director's Office	Fleet	DOT – Fleet Management
PRB	Personnel Review Board	HR	Human Resources	HOC	House of Correction
OCC	Office of Corporation Counsel	DAS	Department of Administrative Services	Airport	DOT – Airport
Risk	DAS – Risk Management	COMP	Office of the Comptroller	BHD	Behavioral Health Division
Elec Comm	Election Commission	IMSD	DAS-Information Management Services Division	DHHS	Department of Health and Human Services

Source: Audit Services Division created table based on data from the County's payroll system.

DB1 - 19
2019 Employees by Race for Small-Size Agencies

Legend: American Indian or Alaskan, Asian, Black or African American, Hispanic or Latino, Two or more races, Unknown or Blank, White

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB1 - 20
2019 Employees by Race for Mid-Size Agencies

Legend: American Indian or Alaskan, Asian, Black or African American, Hispanic or Latino, Two or more races, Unknown or Blank, White

Source: Audit Services Division created chart based upon data from the County's payroll system.

44

DB1 - 21
2019 Employees by race for Large-Size Agencies

	American Indian or Alaskan	Asian	Black or African American	Hispanic or Latino	Two or more races	Unknown or Blank	White
Courts	1	1	109	23	3	8	117
Sheriff	5	13	220	57	16		316
HOC	1	7	151	19	10		134
Airport	2	2	36	16	4		167
BHD	1	10	109	20	4	4	191
DHHS	4	2	153	28	6	5	88
Parks			15	14	1	2	203

Source: Audit Services Division created chart based upon data from the County's payroll system.

45

DB1 - 22
Employees by Gender for 2009, 2012, 2015 & 2019

Legend: ■ Female ■ Male

Year	Female	Male
2009	2,402	2,046
2012	1,929	1,745
2015	1,771	1,658
2019	1,785	1,639

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB1 - 23
2009 Functional Area by Gender

Functional Area	% Females	% Males
Transportation	16%	84%
Parks, Recreation & Culture	31%	69%
Administrative	56%	44%
Public Safety	44%	56%
Legislative & Executive	59%	41%
Health & Human Services	73%	27%
General Government	88%	12%
Courts & Judiciary	87%	13%

Legend: ■ % Females ■ % Males — % Female Countywide

Source: Audit Services Division created chart based on data from the County's payroll system.

DB1 - 24
2012 Functional Area by Gender

	Transportation	Parks, Recreation & Culture	Administrative	Public Safety	Legislative & Executive	Health & Human Services	General Government	Courts & Judiciary
% Females	15%	35%	49%	45%	70%	72%	74%	84%
% Males	85%	65%	51%	55%	30%	28%	26%	16%

Legend: % Females, % Males, % Female Countywide

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB1 - 25
2015 Functional Area by Gender

	Transportation	Parks, Recreation & Culture	Administrative	Public Safety	Legislative & Executive	Health & Human Services	General Government	Courts & Judiciary
% females	15%	35%	39%	45%	62%	70%	78%	84%
% Males	85%	65%	61%	55%	38%	30%	22%	16%

Legend: % females, % Males, % Female Countywide

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB1 - 26
2019 Functional Area by Gender

Functional Area	% Females	% Males
Transportation	15%	85%
Parks, Recreation & Culture	38%	62%
Administrative	42%	58%
Public Safety	46%	54%
Legislative & Executive	64%	36%
Health & Human Services	73%	27%
General Government	76%	24%
Courts & Judiciary	83%	17%

Legend: % Females, % Males, % Female Countywide

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB1 - 27
2019 Employees by Gender for Small-Size Agencies

Agency	Female	Male
Cty Board	5	5
Vets	1	1
IGR	1	1
OAAA	4	1
CEX	7	1
PRB	1	1
OCC	14	6
Risk	2	3
Elec comm	3	
Treas	8	1
Cty Clerk	9	3
ROD	15	5
Trans Srvs	5	4
MCDOT Dir.	4	3

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB1 - 28

2019 Employees by Gender for Mid-Size Agencies

Agency	Female	Male
HR	48	10
DAS	39	121
IMSD	17	33
Child Support	117	18
Comp.	35	13
DA	125	23
OEM	27	20
ME	23	10
Highway	4	92
Fleet	1	29
Aging	62	7
Zoo	79	59

■ Female ■ Male

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB1 - 29

2019 Employees by Gender for Large-size Agencies

Agency	Female	Male
Courts	211	51
Sheriff	228	399
HOC	142	180
Airport	41	186
BHD	252	87
DHHS	191	95
Parks	64	171

■ Female ■ Male

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB1 - 30
2009 Employees by Race and Gender

- Female
- Male

Race	Female	Male
American Indian or Alaskan	14	15
Asian	5	3
Black or African American	1,065	461
Hispanic or Latino	117	118
Unknown or Blank	46	39
White	1,155	1,410

Source: Audit Services Division created chart based on data from the County's payroll system.

DB1 - 31
2012 Employees by Race and Gender

- Female
- Male

Race	Female	Male
American Indian or Alaskan	10	13
Asian	5	2
Black or African American	814	379
Hispanic or Latino	99	97
Unknown or Blank	26	24
White	975	1,230

Source: Audit Services Division created chart based on data from the County's payroll system.

50

2015 Employees by Gender and Race

Source: Audit Services Division created chart based on data from the County's payroll system.

DB1 - 33
2019 Employees by Race and Gender

Source: Audit Services Division created chart based upon data from the County's payroll system.

2019 Employees by Race and Gender Small Agencies - 1

Source: Audit Services Division created chart based on data from the County's payroll system.

2019 Employees by Race and Gender Small Agencies - 2

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB1 - 36
2019 Employees by Race and Gender for Mid-Size Agencies 1

Source: Audit Services Division created chart based on data from the County's payroll system.

DB1 - 37
2019 Employees by Race and Gender for Mid-Size Agencies 2

Source: Audit Services Division created chart based upon data from the County's payroll system.

53

DB1 - 38

2019 Employees by Race and Gender for Large Agencies 1

Source: Audit Services Division created chart based on data from the County's payroll system.

DB1 - 39

2019 Employees by Race and Gender for Large Agencies 2

Source: Audit Services Division created chart based upon data from the County's payroll system.

Section 2: There continues to be large disparity in earnings by race in all measures we reviewed while the disparity by gender has closed in some measures.

Salary Data by Race

Reviewing the average salary data by race for 2009, 2012, 2015 and 2019 shows that there has been minimal movement by racial groups.

The Hispanic or Latino and Black or African American racial groups were in the bottom three for all years we reviewed for average salary.

Using 2009 dollars, for 2009, we found that the overall average salary was $48,793. The range of averages from the highest average salary earned by the top racial group to the lowest racial group is $42,764.   Two racial groups, Asian and White, earned in excess of the average. The Asian group earned in excess of the average by $35,817, however, it should be noted that in 2009 there were only eight employees listed in this category. Whites earned in excess of the average by $4,291. Two of the four groups, American Indian or Alaskan and Unknown or Blank that earned below average were under by less than $650. Of the two remaining groups, the Hispanic or Latino group was below average by $2,702 while the Black or African American group was $6,947 below average.

Chart 7 shows the average salary by racial category for 2009 and the overall countywide average salary.
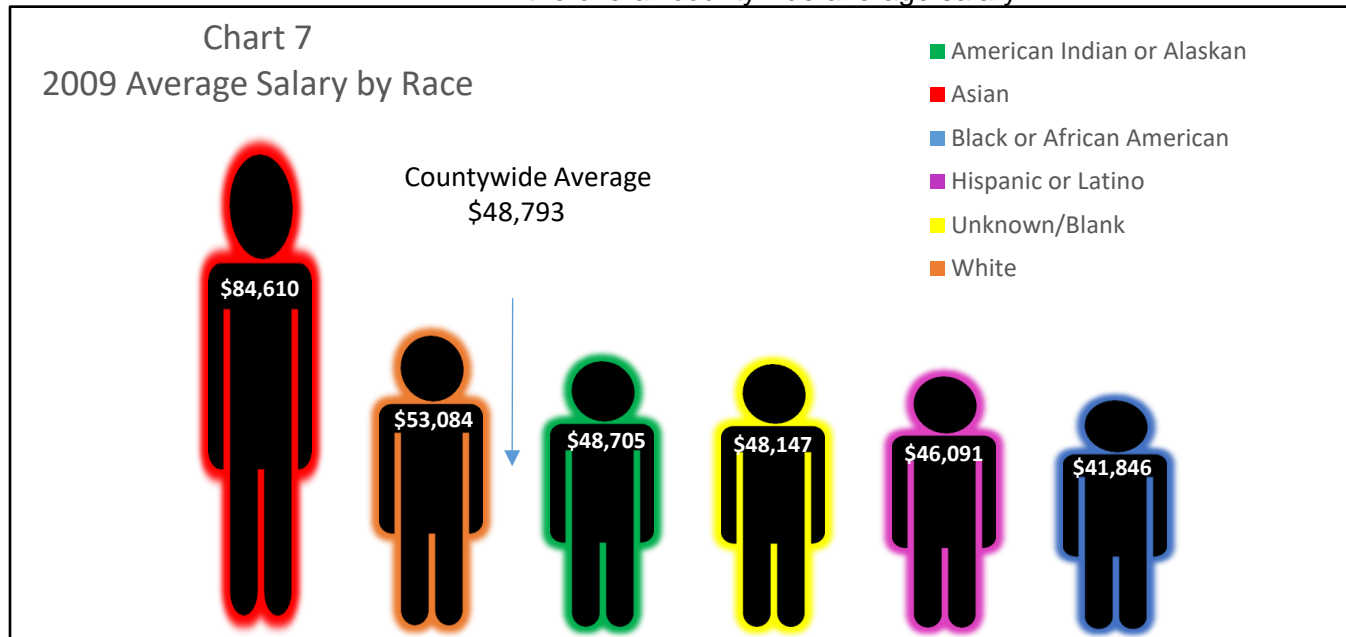
Chart 7
2009 Average Salary by Race

Countywide Average
$48,793

$84,610

$53,084

$48,705

$48,147

$46,091

$41,846

■ American Indian or Alaskan
■ Asian
■ Black or African American
■ Hispanic or Latino
■ Unknown/Blank
■ White

Source: Audit Services Division created chart based upon data from the County's payroll system.

Using 2012 dollars, for 2012, we found that the overall average salary was $50,193. The range of averages from the highest average salary earned by the top racial group to the lowest racial group is $33,842. Three racial groups, Asian, Blank or Unknown and White, earned in excess of the average. Asians earned in excess of the average by $26,434, Whites earned in excess of the average by $4,159 and Unknown or Blank earned in excess of the average by $2,104. Three groups earned below the average. Hispanics or Latinos were below average by $2,641, American Indians or Alaskans were below average by $4,604 while Blacks or African Americans were $7,408 below average.

Chart 8 shows the average salary by racial category for 2012 and the overall countywide average salary.
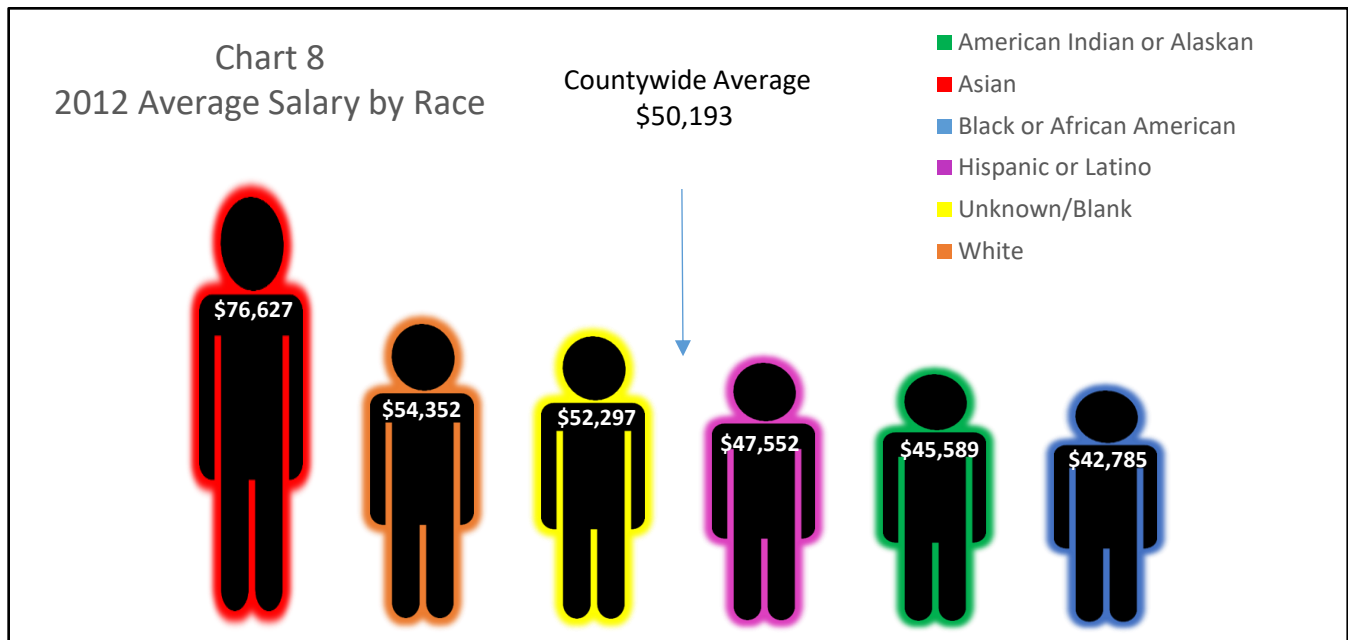
Chart 8
2012 Average Salary by Race

Countywide Average
$50,193

Legend:
- ■ American Indian or Alaskan
- ■ Asian
- ■ Black or African American
- ■ Hispanic or Latino
- ■ Unknown/Blank
- ■ White

$76,627
$54,352
$52,297
$47,552
$45,589
$42,785

Source: Audit Services Division created chart based upon data from the County's payroll system.

Using 2015 dollars, for 2015, we found that the overall average salary was $52,403. The range of averages from the highest average salary earned by the top racial group to the lowest racial group is $23,706. Three racial groups earned in excess of the average. Asians earned in excess of the average by $15,334, Unknown or Blank earned in excess of the average by $8,048, and Whites earned in excess of the average by $4,254. Three racial groups were below average. American Indian or Alaskans were below average by $1,717, Hispanics or Latinos were below average by $2,957 and Blacks or African Americans were $8,372 below average.

Chart 9 shows the average salary by racial category for 2015 and the overall countywide average salary.
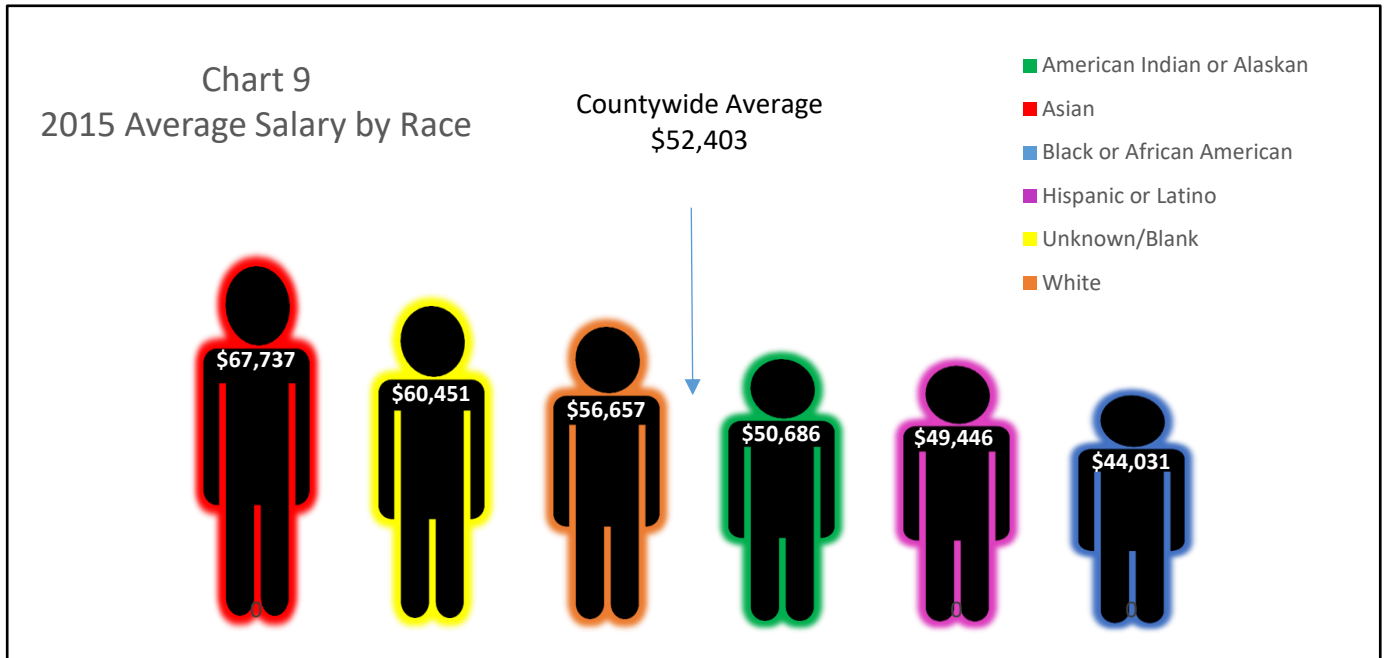
Chart 9
2015 Average Salary by Race

Countywide Average
$52,403

American Indian or Alaskan
Asian
Black or African American
Hispanic or Latino
Unknown/Blank
White

$67,737 $60,451 $56,657 $50,686 $49,446 $44,031

Source: Audit Services Division created chart based upon data from the County's payroll system.

Using 2019 dollars, for 2019, we found that the overall average salary was $56,747. The range of averages from the highest average salary earned by the top racial group to the lowest racial group is $22,159. Four racial groups earned in excess of the average. Asians earned in excess of the average by $11,871, Unknown or Blank earned in excess of the average by $5,756, Whites earned in excess of the average by $5,004 and American Indians or Alaskans earned in excess of the average by $1,900. Three racial groups were below average. Hispanics or Latinos were below average by $4,982 and Black or African Americans were $8,300 below average and Two or more races were $10,288 below average.

Chart 10 shows the average salary by racial category for 2019 and the overall countywide average salary.
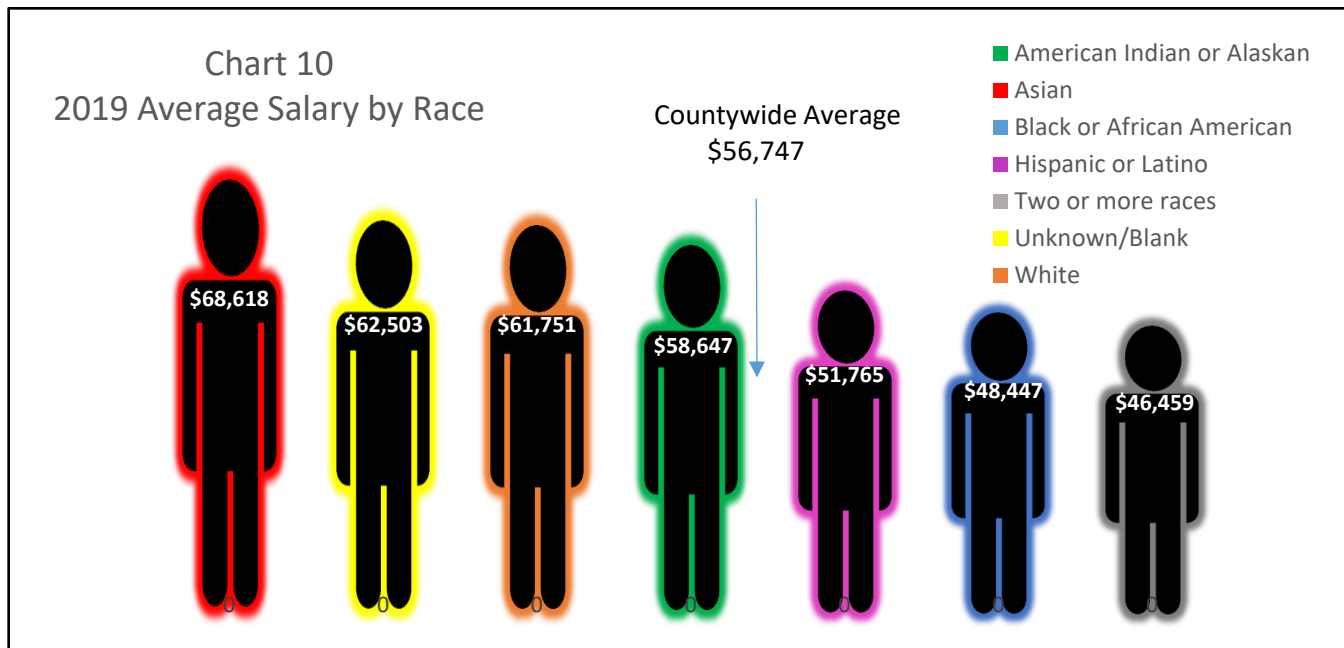
Chart 10
2019 Average Salary by Race

Countywide Average
$56,747

$68,618
$62,503
$61,751
$58,647
$51,765
$48,447
$46,459

■ American Indian or Alaskan
■ Asian
■ Black or African American
■ Hispanic or Latino
■ Two or more races
■ Unknown/Blank
■ White

Source: Audit Services Division created chart based upon data from the County's payroll system.

Salary growth by racial groups from 2009 to 2019 has not been enough to close the earnings gap.

Countywide salaries increased by an average of 16% from 2009 to 2019 using nominal dollars. Some racial groups grew at or above the countywide rate while others did not. For groups that were below average in 2009 growing at or below the countywide rate does not close the gap between groups and the overall County average.

From 2009 to 2019 using nominal dollars, the countywide average salary increased 16% from an average of $48,793 in 2009 to $56,747 in 2019. Hispanic or Latino employees saw the smallest growth from 2009 to 2019 with a 12% growth or 4% less than the countywide average growth. In every year we reviewed, Hispanic or Latino employees were below the countywide average and with a growth percentage also below the average, this group of employees will not close the gap between their average wage and the countywide average.

The change in average salary for both White employees and Black or African American employees increased by 16% or equal to the countywide average. Black or African American employees were the lowest earning group in three out of the four years we

reviewed. Similar to the Hispanic and Latino employees, a larger than average growth factor is needed to close the gap between their average salary and the countywide average.

American Indians or Alaskans increased 20% from 2009. Asians decreased by 19% although in 2009 there were 8 employees who identified as Asian while in 2019 that number had grown to 66. Unknown or Blank increased by 30% however, the number of employees in that category decreased from 85 to 21 which may indicate a cleaning up of data rather than an actual increase in average salary. The racial category Two or more races was not used in 2009.

Dividing up the County workforce by racial groups into thirds in terms of salaries shows that the Black or African American racial group has the largest variance between its countywide percentage and its representation at the three levels of incomes we reviewed.

As a part of the detailed 2019 review, we looked to see the distribution of employees by race with the bottom, middle and top third of salaries as we believed this could show if the racial distribution of the County's workforce was consistent at all levels with the overall representation.

The Black or African American racial group is the highest group in the bottom third of salaries.

The bottom third of salaries earned an average salary of $38,591 versus the countywide average salary for 2019 of $56,747. Black or African Americans were 50% of the County's workforce earning in the bottom third of salaries. In 2019, this racial group was 31% of the County's overall staffing. The White racial group was 35% of employees earning in the bottom third of salaries while being 57% of the County overall staffing. All other racial groups were within 1% of their countywide percentage other than the Hispanic or Latino group which was 7% of countywide staffing and 9% of the bottom third of salaries.

The middle third of salaries earned an average salary of $50,329 versus the countywide average salary for 2019 of $56,747. The

White racial group was 62% of employees earning in the middle third of salaries while being 57% of the County's overall staffing. Black or African Americans were 26% of the County's workforce earning in the middle third of salaries. In 2019, this racial group was 31% of the County's overall staffing. All other racial groups were within 1% of their countywide workforce percentage.

The top third of salaries earned an average salary of $81,337 versus the countywide average salary for 2019 of $56,747. The White racial group was 73% of employees earning in the top third of salaries while being 57% of the County's overall staffing. Black or African Americans were 17% of the County's workforce earning in the top third of salaries. In 2019, this racial group was 31% of the County's overall staffing. All other racial groups were within 1-2% of their countywide percentage.

The White racial group is the highest group in the top third of salaries.

The variance between the County's racial groups and the County's overall workforce is more pronounced at the top level of compensation.

Because we based our analysis on payroll data, we calculated the top 100 earners at the County for the years of 2009, 2012, 2015 and 2019. We then analyzed the racial breakdown of these 100 employees.

For 2009, there are 101 employees included in the data because two employees earned the same salary as the 100th spot and were not of the same racial category. We included both employees in our data.

The top 100 earners has been dominated by the White racial group although 2019 saw a slight decrease over the prior years.

In 2009, 82% of the top 100 earners were from the White racial group. In 2009, the overall County workforce was 58% White. The racial group with largest negative variance between percentage of the County workforce and percentage in the top 100 earners was the Black or African American racial group which was 34% of the overall County workforce but only 9% of the top 100 earners. The Asian racial group was less than one percent of the workforce but was 2% of the top 100 earners.

In 2012, 85% of the top 100 earners were from the White racial group. In 2012, the overall County workforce was 60% White. The racial group with largest negative variance between percentage of the County workforce and percentage in the top 100 earners was the Black or African American racial group which was 32% of the overall County workforce but only 7% of the top 100 earners. The American Indian or Alaskan racial group did not have a member in the top 100 earners in 2012, 2015 or 2019.

In 2015, 84% of the top 100 earners were from the White racial group. In 2015, the overall County workforce was 61% White. The racial group with largest negative variance between percentage of the County workforce and percentage in the top 100 earners was the Black or African American racial group which was 31% of the overall County workforce but only 5% of the top 100 earners. The Hispanic or Latino racial group was 6% of the workforce and 7% of the top 100 earners.

In 2019, 77% of the top 100 earners were from the White racial group. In 2019, the overall County workforce was 57% White. The racial group with largest negative variance between percentage of the County workforce and percentage in the top 100 earners was the Black or African American racial group which was 31% of the overall County workforce but only 11% of the top 100 earners. The Asian racial group was 2% of the workforce and 4% of the top 100 earners.

Charts 11 to 14 show the racial breakdown of the top 100 earners at Milwaukee County for 2009, 2012, 2015 and 2019.

Chart 11
2009 Top 100 Earners
by Race
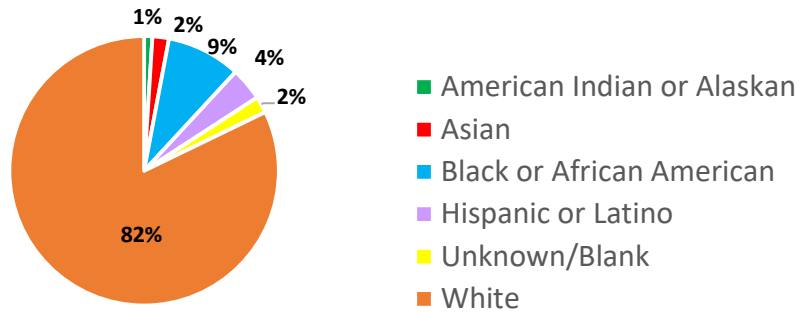
- American Indian or Alaskan
- Asian
- Black or African American
- Hispanic or Latino
- Unknown/Blank
- White

1% 2% 9% 4% 2% 82%

Source: Audit Services Division created chart based upon data from the County's payroll system.

Chart 12
2012 Top 100 Earners
by Race
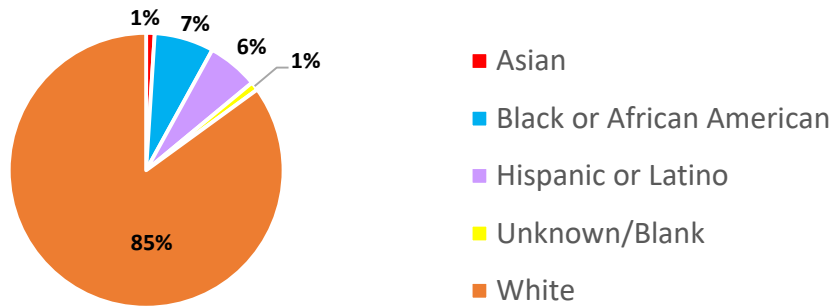
- Asian
- Black or African American
- Hispanic or Latino
- Unknown/Blank
- White

1% 7% 6% 1% 85%

Source: Audit Services Division created chart based upon data from the County's payroll system.

Chart 13
2015 Top 100 Earners
by Race
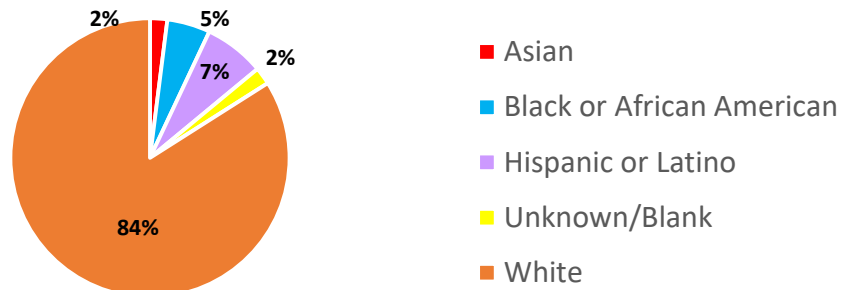
- Asian
- Black or African American
- Hispanic or Latino
- Unknown/Blank
- White

2% 5% 7% 2% 84%

Source: Audit Services Division created chart based upon data from the County's payroll system.

Chart 14
2019 Top 100 Earners
by Race
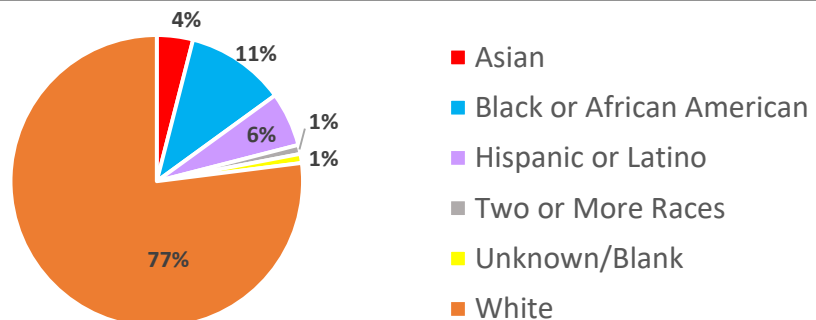
- Asian
- Black or African American
- Hispanic or Latino
- Two or More Races
- Unknown/Blank
- White

4% 11% 6% 1% 1% 77%

Source: Audit Services Division created chart based upon data from the County's payroll system.

Salary Data by Gender

In every year we reviewed, Female employees earned less than the countywide average. The gap increased from 2009 to 2019.

Females earned less than the countywide average in every year we reviewed.

In 2009, Females earned $2,790 less than the countywide average while Males earned $3,276 over the average. In 2012, Females earned $2,336 less than the countywide average while Males earned $2,583 over the average. In 2015, Females earned $2,843 less than the countywide average while Males earned $3,036 over the average. In 2019, Females earned $3,238 less than the countywide average while Males earned $3,527 over the average.

Since 2009, the countywide average salary increased 16% from an average of $48,793 in 2009 to $56,747 in 2019. The change in average salary for females was 16.3% while it was 15.8% for males.

Charts 15 to 18 show the average salary by gender category for 2009, 2012, 2015 and 2019 and the overall countywide average salary.
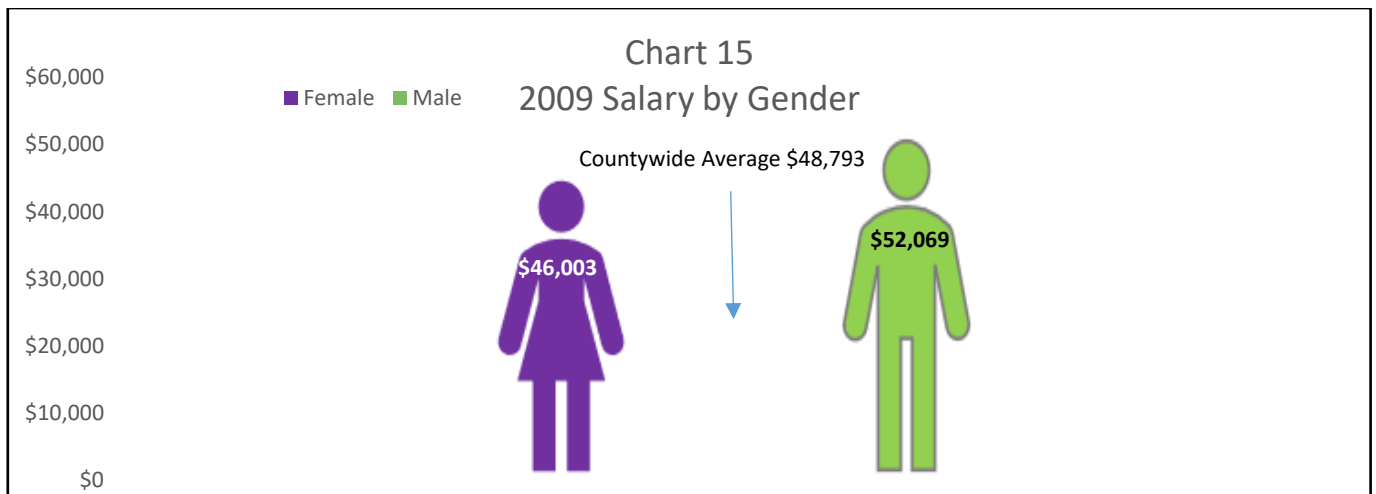
Chart 15
2009 Salary by Gender

Countywide Average $48,793

Female   Male

$46,003

$52,069

Source: Audit Services Division created chart based upon data from the County's payroll system.

Chart 16
2012 Salary by Gender

$60,000

$50,000   ■ Female ■ Male

Countywide Average $50,193

$40,000

$30,000   **$47,857**   **$52,776**

$20,000

$10,000

$0

Source: Audit Services Division created chart based upon data from the County's payroll system.

Chart 17
2015 Salary by Gender

$60,000

$50,000   ■ Female ■ Male   Countywide Average $52,403

$40,000

$30,000 $49,560   **$55,439**

$20,000

$10,000

$0

Source: Audit Services Division created chart based upon data from the County's payroll system.

Chart 18
2019 Salary by Gender

$60,000   ■ Female ■ Male

$50,000   Countywide Average $56,747

$40,000 $53,509   **$60,274**

$30,000

$20,000

$10,000

$0
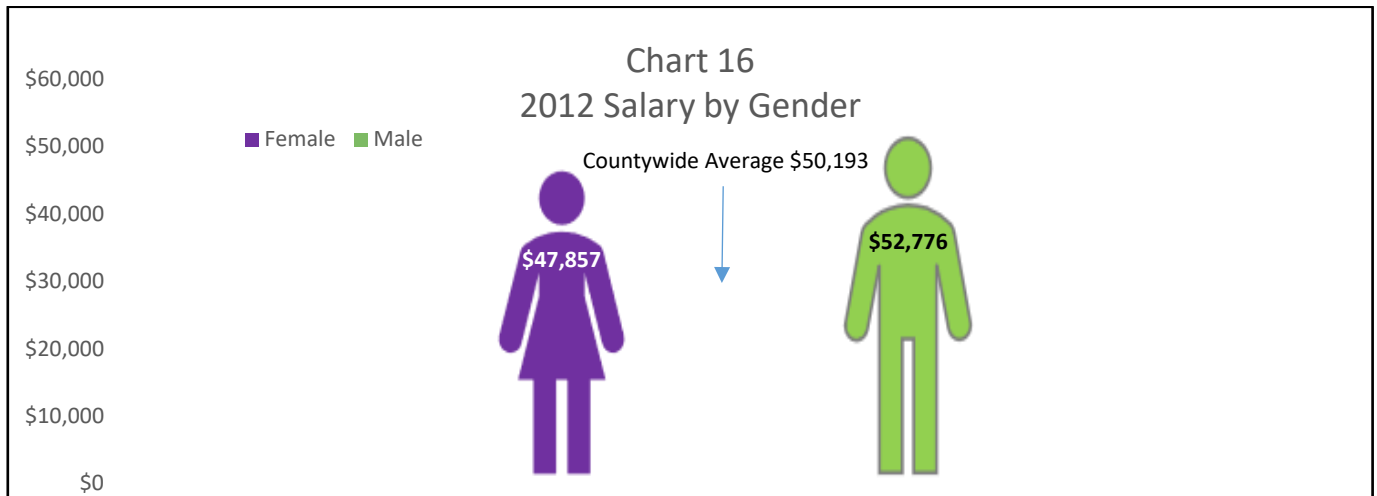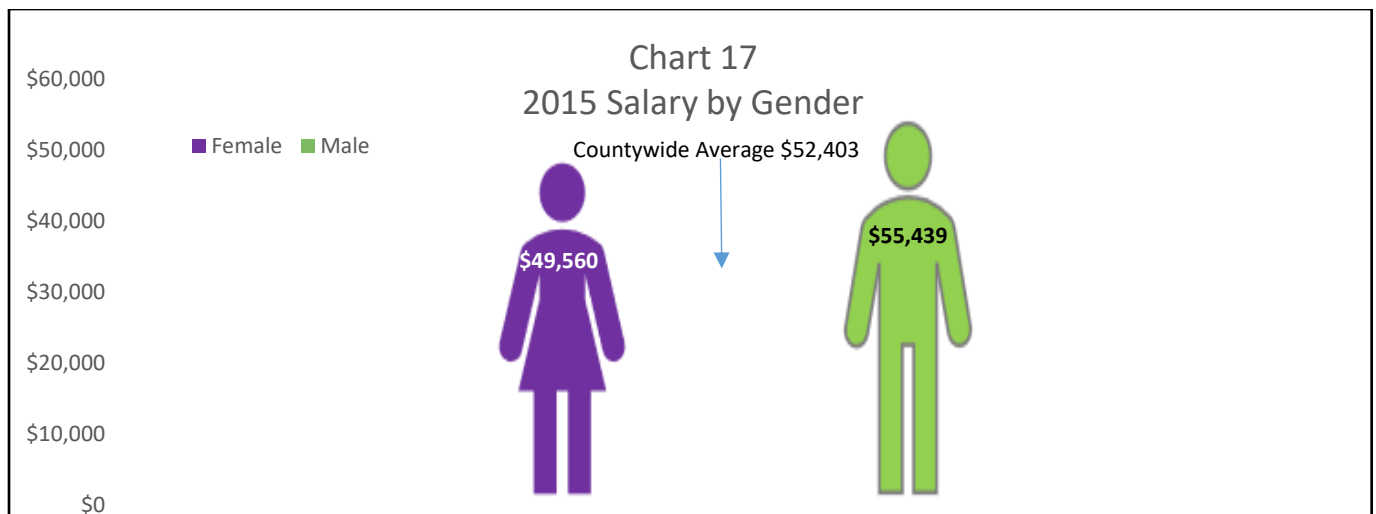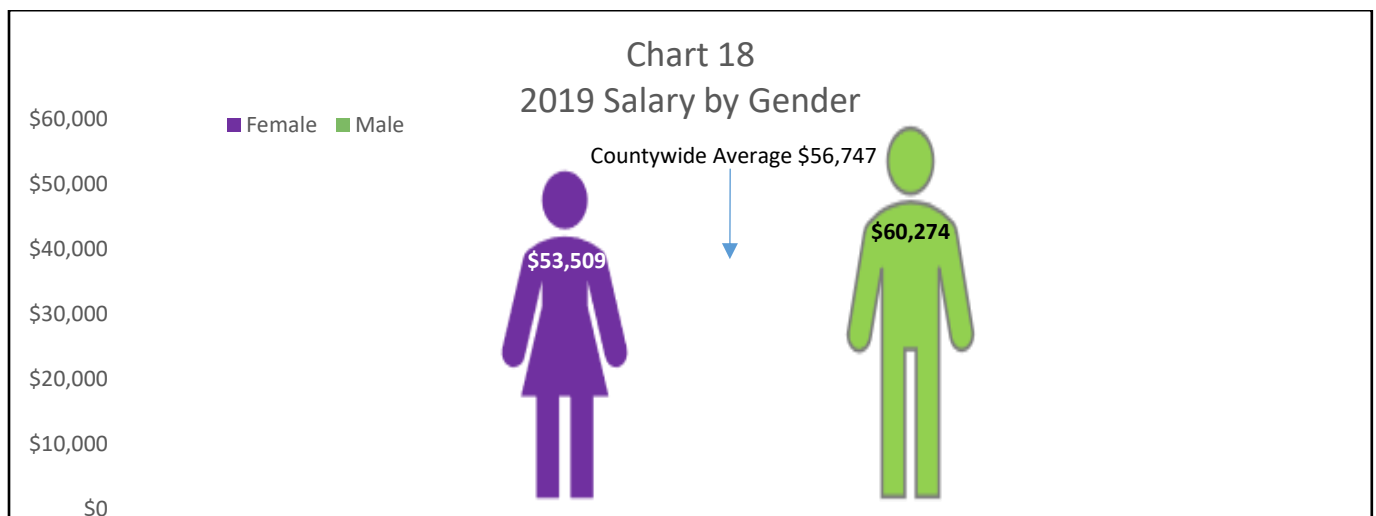
Source: Audit Services Division created chart based upon data from the County's payroll system.

65% of the employees in the bottom third of salaries are Females versus 43% of the top third of salaries.

In 2019, Females were 65% of the employees in the bottom third of salaries versus 43% of the top third.

As a part of the detailed 2019 review, we looked to see the distribution of employees by gender with the bottom, middle and top third of salaries. Since the County's strategic goal calls for the Milwaukee County leadership, management, and staff to reflect the demographics (including but not exclusively racial) of Milwaukee County by 2023 and achieve racial equity by 2030, we believed this could show if the gender distribution of the County's workforce was consistent at all levels with the overall representation.

The bottom third of salaries earned an average of $38,591 versus the countywide average salary for 2019 of $56,747. Female employees were 65% of the bottom third of salaries, 48% of the middle third and 43% of the top third for 2019. Overall countywide staffing for 2019 was 52% Female.

The variance between the County's genders and the County's overall workforce is no longer evident at the top level of compensation.

We also analyzed the top 100 earners based upon gender. In 2009 32% of the top 100 earners were Female versus 54% of the countywide workforce. By 2019, 49% of the top 100 earners were Female versus 52% of the workforce. Chart 19 displays the Top 100 earners by gender for 2009, 2012, 2015 and 2019 along with the percentage of the workforce that was Female in those years.
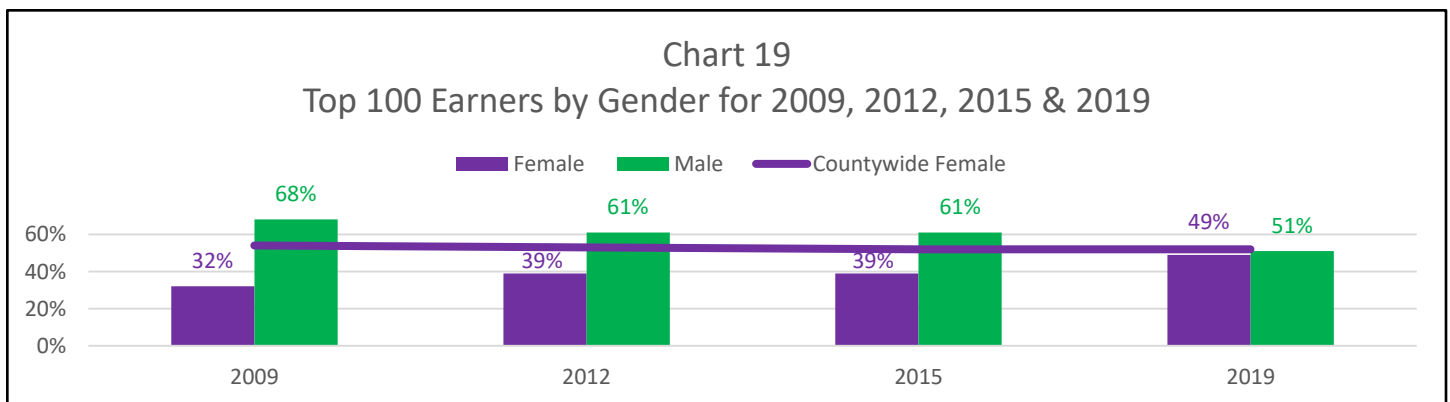
Chart 19
Top 100 Earners by Gender for 2009, 2012, 2015 & 2019

Source: Audit Services Division created chart based upon data from the County's payroll system.
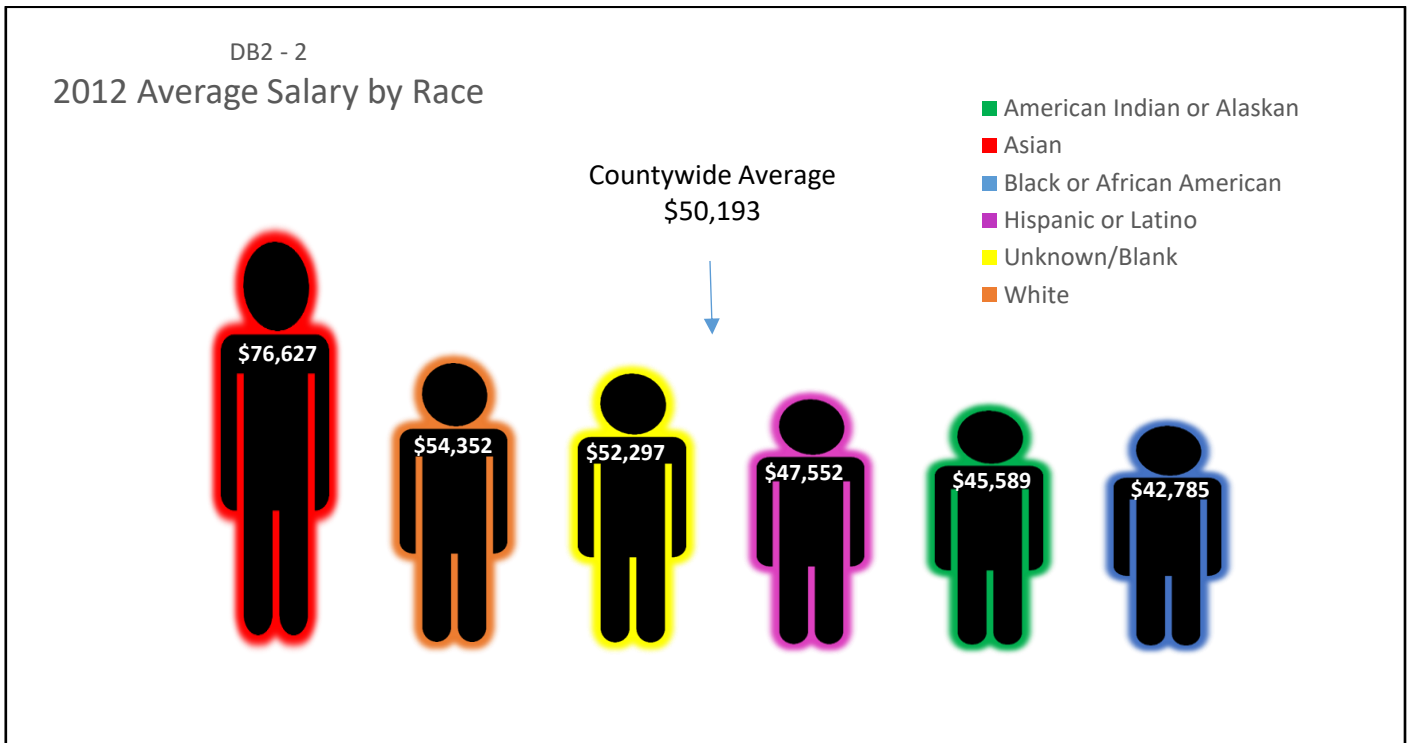
Salary Data by Race and Gender

Dividing up the County workforce by racial groups and gender shows that the White Male group had the largest positive variance and the Female Black or African American racial group had the largest negative variance between workforce representation and income earned in 2019.

The bottom third of salaries earned an average of $38,591 versus the countywide average salary for 2019 of $56,747. The Female Black or African American group was 35% of the County's workforce earning in the bottom third of salaries while being 21% of the County's overall staffing. The Male White group was 15% of employees earning in the bottom third of salaries while being 32% of the County's overall staffing.

When looking at salary data, Female Black or African American employees were 35% of the employees earning in the bottom third while being 21% of the County's workforce.

The middle third of salaries earned an average of $50,329 versus the countywide average salary for 2019 of $56,747. The Male White group was 36% of employees earning in the middle third of salaries while being 32% of the County's overall staffing.

The top third of salaries earned an average of $81,337 versus the countywide average salary for 2019 of $56,747. White Males are the largest group at 45% of all employees in the top third of salaries. This group is 32% of the County's overall staffing. Black or African American Females were 10% of the County's workforce earning in the top third of salaries while being 21% of the County's overall staffing.

Male White employees were 45% of the employees earning in the top third while being 32% of the County's workforce.

Analyzing the top 100 earners by racial group and gender at the County show variances between the percentage in the County workforce and the percentage in the top 100 earners.

The group with the largest variance between overall County staffing and top 100 earners are Black or African American Females who are 21% of the County's overall staffing and 7% of the top 100 earners. The second largest variance is for Black or African American Males who are 10% of the County's overall staffing and 4% of the top 100 earners. White Females and Males both had variance of 10% between their overall County staffing

The percentage of Female and Male employees from the White racial group in the top 100 earners was 10% higher than their share of the County's workforce.

percentage and the percentage of top 100 earners. White Females were 25% of the countywide staffing and 35% of the top 100 earners. White Males were 32% of the County's overall staffing and 42% of the top 100 earners.

There are no employees in the top earners from the American Indian/Alaskan racial group. This group is 0.8% of countywide staffing. Asian Females are 2% of the top earners and 1.1% of the countywide staffing. Asian Males are 2% of the top earners and 0.8% of the countywide staffing. Hispanic Females are 3% of the top earners and 3.9% of the countywide staffing. Hispanic Males are 3% of the top earners and 3.4% of the countywide staffing. Two or more races Females are 1% of the top earners and of the countywide staffing. There are no Two or more races Males in the top earners and they are 0.7% of countywide staffing. Unknown or Blank Females are 1% of the top earners and 0.4% of the countywide staffing. There are no Unknown or Blank Males in the top earners and 0.2% in the countywide staffing. Chart 20 displays the Top 100 earners by race and gender for 2019.
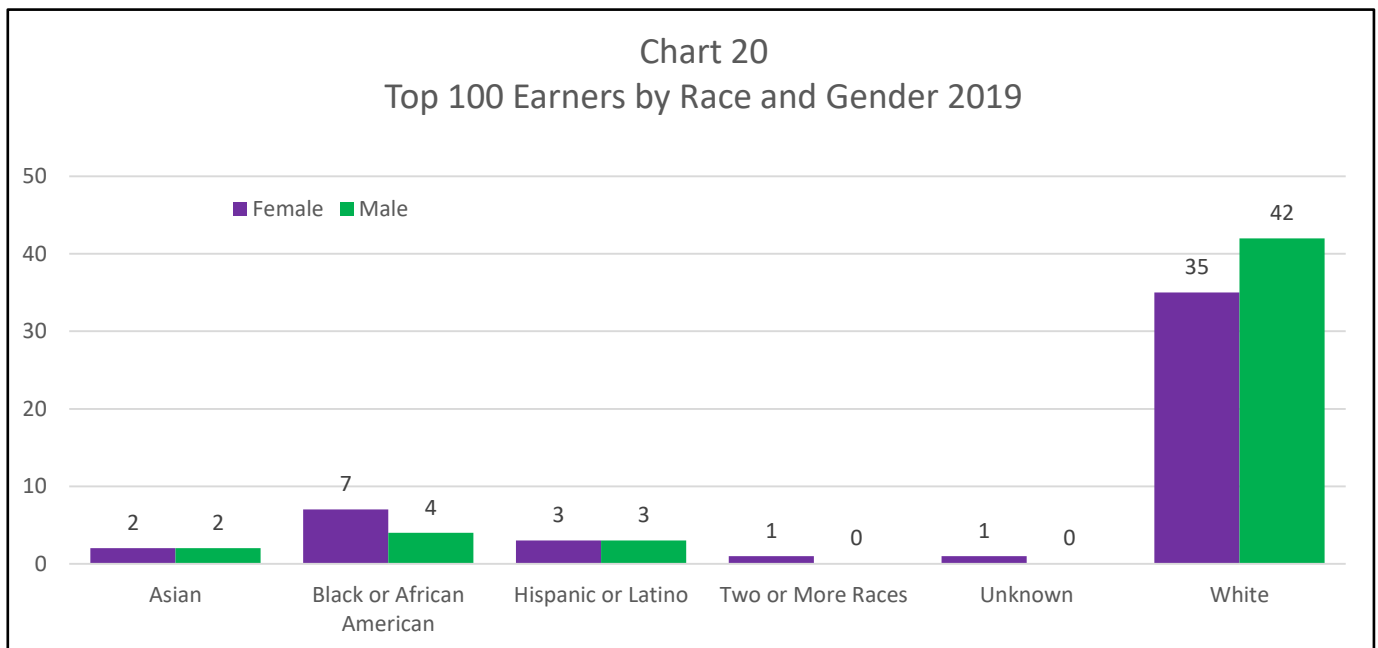
Chart 20
Top 100 Earners by Race and Gender 2019

Source: Audit Services Division created chart based upon data from the County's payroll system.

Section 2: Data Book

The following pages contains tables and graphics analyzing the employee data we extracted from the payroll system. Some of the charts also appear within Section 2 of our report.   The tables are here to provide additional information to our readers.

DB2 - 1
2009 Average Salary by Race

Countywide Average
$48,793

$84,610
$53,084
$48,705
$48,147
$46,091
$41,846

- American Indian or Alaskan
- Asian
- Black or African American
- Hispanic or Latino
- Unknown/Blank
- White

Source: Audit Services Division created chart based upon data from the County Payroll system.

DB2 - 2

2012 Average Salary by Race

Countywide Average
$50,193

- American Indian or Alaskan
- Asian
- Black or African American
- Hispanic or Latino
- Unknown/Blank
- White

$76,627

$54,352

$52,297

$47,552

$45,589

$42,785

Source: Audit Services Division created chart based upon data from the County Payroll system.

DB2 - 3

2015 Average Salary by Race

Countywide Average
$52,403

- American Indian or Alaskan
- Asian
- Black or African American
- Hispanic or Latino
- Unknown/Blank
- White

$67,737

$60,451

$56,657

$50,686

$49,446

$44,031

Source: Audit Services Division created chart based upon data from the County Payroll system.

DB2 - 4
2019 Average Salary by Race

Countywide Average
$56,747

- American Indian or Alaskan
- Asian
- Black or African American
- Hispanic or Latino
- Two or more races
- Unknown/Blank
- White

$68,618 $62,503 $61,751 $58,647 $51,765 $48,447 $46,459

Source: Audit Services Division created chart based upon data from the County Payroll system.

DB2 - 5
Change in Salary from 2009 to 2018 by Racial Group

	2009		2012		2015		2019		$$ Change from '09-'19	% Change from '09 – '19
	# of Emp.	Avg. Salary	# of Emp.	Avg. Salary	# of Emp.	Avg. Salary	# of Emp.	Avg. Salary		
American Indian/Alaskan	29	$48,705	23	$45,589	24	$50,686	26	$58,647	$9,942	20%
Asian	8	$84,610	7	$76,627	21	$67,737	66	$68,618	($15,992)	(19%)
Black or African American	1,526	$41,846	1,193	$42,785	1,056	$44,031	1,062	$48,447	$6,601	16%
Hispanic or Latino	235	$46,091	196	$47,552	207	$49,446	251	$51,765	$5,674	12%
Two or more races	0	$0	0	$0	0	$0	58	$46,459	N/A	N/A
Unknown or Blank	85	$48,147	50	$52,669	39	$60,955	21	$62,503	$14,356	30%
White	2,565	$53,084	2,205	$54,352	2,082	$56,657	1,940	$61,751	$8,667	16%
CW average		**$48,793**		**$50,193**		**$52,403**		**$56,747**	**$7,954**	**16%**

Source: Audit Services Division created table based on data from the County's payroll system.

DB2 - 6

2019 Employees by Race in Bottom Third of Salaries - Average salary = $38,591

Legend:
- American Indian or Alaskan - 1%
- Asian - 1%
- Black or African American - 50%
- Hispanic or Latino - 9%
- Two or more races - 3%
- Unknown/Blank - < 1%
- White - 35%

Values: 566, 403, 108, 39, 16, 7, 3

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB2 - 7

2019 Employees by Race in Middle Third of Salaries - Average Salary = $50,329

Legend:
- American Indian or Alaskan - 1%
- Asian - 2%
- Black or African American - 26%
- Hispanic or Latino - 8%
- Two or more races - 1%
- Unknown/Blank - 1%
- White - 62%

Values: 703, 301, 88, 20, 11, 9, 9

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB2 - 8

2019 Employees by Race in Top Third of Salaries - Average Salary = $81,337

Legend:
- American Indian or Alaskan -1%
- Asian - 3%
- Black or African American - 17%
- Hispanic or Latino - 5%
- Two or more races - 1%
- Unknown/Blank - 1%
- White - 73%

Values: 834, 195, 55, 30, 10, 9, 8

72

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB2 - 9
2009 Top 100 Earners by Race

- American Indian or Alaskan
- Asian
- Black or African American
- Hispanic or Latino
- Unknown/Blank
- White

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB2 - 10
2012 Top 100 Earners by Race

- Asian
- Black or African American
- Hispanic or Latino
- Unknown/Blank
- White

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB2 - 11
2015 Top 100 Earners by Race

- Asian
- Black or African American
- Hispanic or Latino
- Unknown/Blank
- White

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB2 - 12
2019 Top 100 Earners by Race

- Asian
- Black or African American
- Hispanic or Latino
- Two or More Races
- Unknown/Blank
- White

Source: Audit Services Division created chart based upon data from the County's payroll system.

73

DB2 - 13
2009 Salary by Gender

$60,000
$50,000
$40,000 · ■ Female ■ Male
$30,000
$20,000
$10,000
$0

Countywide Average
$48,793

$46,003

$52,069

Source: Audit Services Division created chart based on data from the County's payroll system.

DB2 - 14
2012 Salary by Gender

$60,000
$50,000 · ■ Female ■ Male
$40,000
$30,000
$20,000
$10,000
$0

Countywide Average
$50,193

$47,857

$52,776

Source: Audit Services Division created chart based on data from the County's payroll system.

DB2 - 15
2015 Salary by Gender

$60,000
$50,000 · ■ Female ■ Male
$40,000
$30,000
$20,000
$10,000
$0

Countywide Average
$52,403

$49,560

$55,439

Source: Audit Services Division created chart based on data from the County's payroll system.

DB2 - 16
2019 Salary by Gender

$60,000 · ■ Female ■ Male
$50,000
$40,000
$30,000
$20,000
$10,000
$0

Countywide Average
$56,747

$53,509

$60,274

Source: Audit Services Division created table based upon data from the County's payroll system.

					Change from	Percent
DB2 - 17						
Change in Average Salary by Gender from 2009 — 2019 both in Dollars and in Percentage						
	2009	**2012**	**2015**	**2019**	**Change from 2009—2019**	**Percent Change**
Female	$46,003	$47,857	$49,560	$53,509	$7,506	16.3%
Male	$52,069	$52,776	$55,439	$60,274	$8,205	15.8%
CW Average	**$48,793**	**$50,193**	**$52,403**	**$56,747**	**$7,954**	**16.3%**

Source: Audit Services Division created table based upon data from the County's payroll system.

DB2 - 18

2019 Employees by Gender for Bottom, Middle and Top Third of Salaries
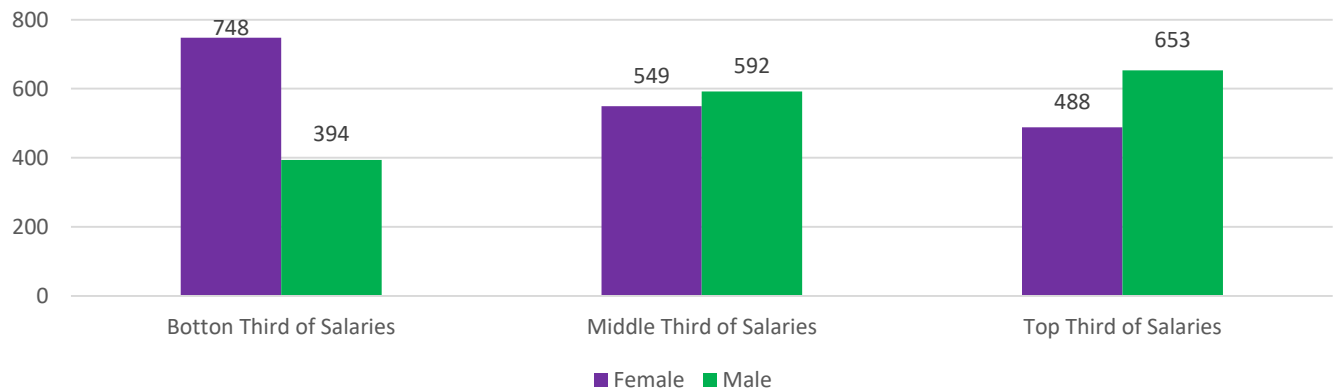
Source: Audit Services Division created chart upon data from the County's payroll system.
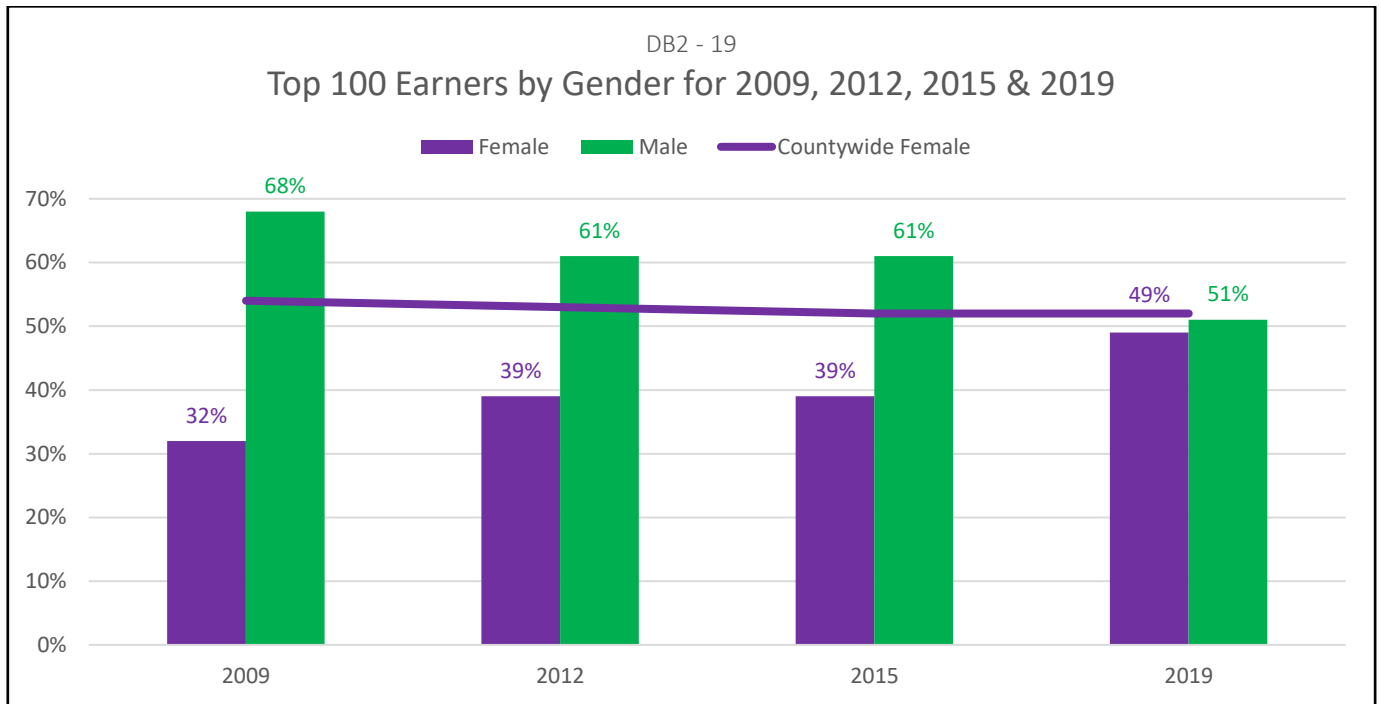
Top 100 Earners by Gender for 2009, 2012, 2015 & 2019

■ Female　■ Male　━ Countywide Female

	2009	2012	2015	2019
Female	32%	39%	39%	49%
Male	68%	61%	61%	51%

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB2 - 20
2019 Employees by Race and Gender Bottom Third of Salaries
Average Salary $38,591

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB2 - 21
2019 Employees By Race and Gender Middle Third of Salaries
Average Salary $50,329

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB2 - 22
2019 Employees by Race and Gender Top Third of Salaries
Average Salary $81,337

Source: Audit Services Division created chart based upon data from the County's payroll system.

77

DB2 - 23
2019 Top 100 Earners by Race and Gender
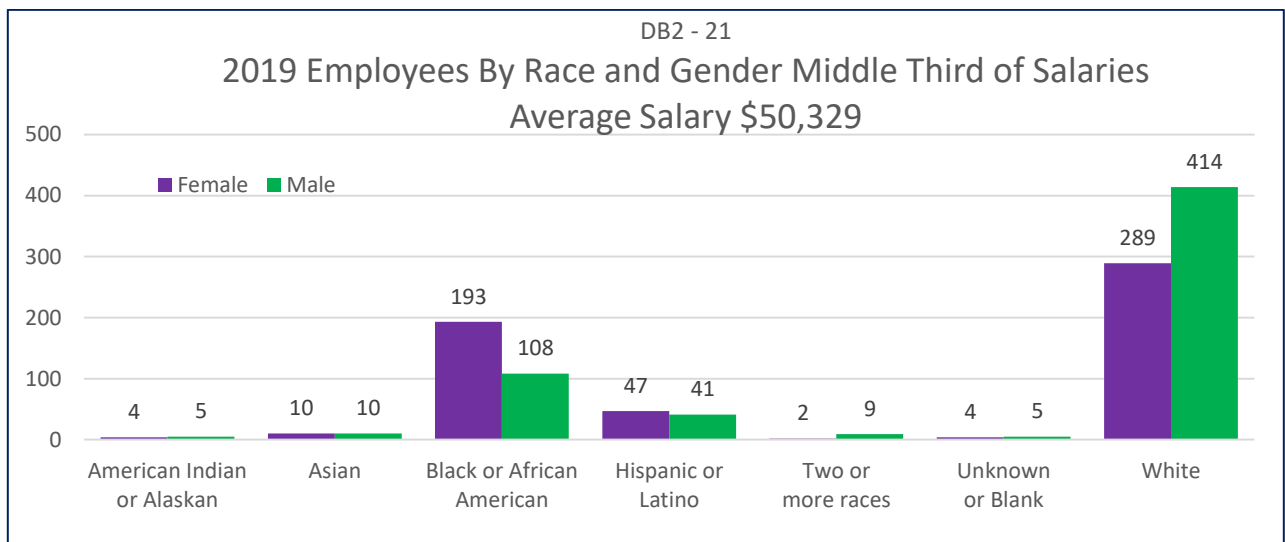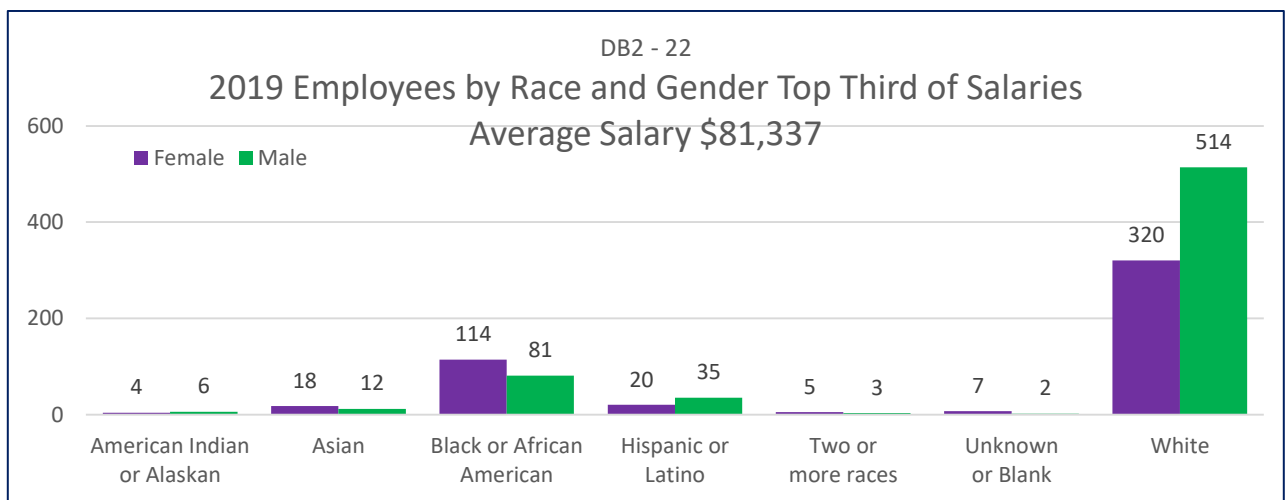
Source: Audit Services Division created chart based upon data from the County's payroll system.

Section 3: Employees are leaving the County at a much higher rate in 2019 than in 2009; we found variances in the involuntary separation rate for some racial groups compared to the countywide rate.

Overall County Workforce Separations

Analysis of separation data reveals the County to be on par with other governmental entities in overall separations but variances in racial groups is found when a detailed review is conducted.

Separation is an inevitable part of personnel activity for every employer. However, understanding whether the termination was voluntary or involuntary is important in assessing human resources patterns. **Voluntary** separations occur when the employee decided to leave through resignation, job abandonment or retirement. **Involuntary** separations occur when the separation was out of the control of the employee like a firing, layoff, separation during probation or death.

In order to have a complete year of data for separations and hirings we used 2018 as our last year for analysis.

From 2009 to 2012, there was no discernable pattern to separations, however, Milwaukee County saw a steady increase in separations from 421 in 2013 to over 600 to 2018 even though the total workforce during that time period declined from 3,675 in 2013 to 3,306 in 2018 based on employee data from November 1.

Milwaukee County saw a steady increase in separations from 2013 to 2018.

Often separations that occur are driven by policy changes by the County or other governmental entities. We have included information when separations are occurring based upon policy decisions in an attempt to clarify when that had an impact on our

data. We have noted in previous sections as appropriate when the data should be reviewed with a major change in policy in mind.

Table 2 details major policy changes that occurred at Milwaukee County during the period of our review that had an impact upon employee staffing.

Table 2
Major Policy Changes with Approximate Employee Impacts 2009—2019

Year	Change	Department	Employee Impact
2009	Outsourcing of Food Service at BHD	BHD	62 food service positions were abolished in the 2009 Adopted Budget due to the privatization of food service.
2010	Outsourcing of Custodial Services	Various	Facilities unfunded 34.0 FTE in the 2010 Adopted Budget and 27 employees from BHD and DHHS were laid off.
2011	Transition of Income Maintenance to the State	DHHS	29 retirements and 197 layoffs resulted from the transfer of the program to the State for a total impact of 226 employees in 2011.
2011	Benefit change Medicare Part B	Countywide	Non Meca/Miles Retirements in 2011 totaled 385 versus the ten year average per year of 187.2. Increases due to benefit change cannot be isolated.
2012-2013	Creation of the Elected Office of the Comptroller	Dept. of Admin. Services and County Board	Employees were centralized under the elected Comptroller including the following areas: Accounting, Payroll, Accts. Payable, Capital Finance, Research & Audit Services Div. Employees were relocated from the Dept. of Admin. Services and the County Board.
2013-2014	Outsourcing of the Inmate Medical Program	Sheriff	Approximately 128 positions were transitioned through attrition to a private vendor.
2014	Closure of BHD units	BHD	Approximately 74 positions were eliminated in the 2014 Adopted Budget due to the reductions to the Acute Inpatient, Rehab Center Central and the closure of The Center for Independence and Development (formerly Hilltop).
2016	Family Care model Change	Family Care	Approximately 71 employees were transitioned to a nonprofit established to perform the duties previously performed by the County's Family Care Dept.

Source: Audit Services Division created chart based upon data from the County's payroll system and Milwaukee County's annual Adopted Budget.
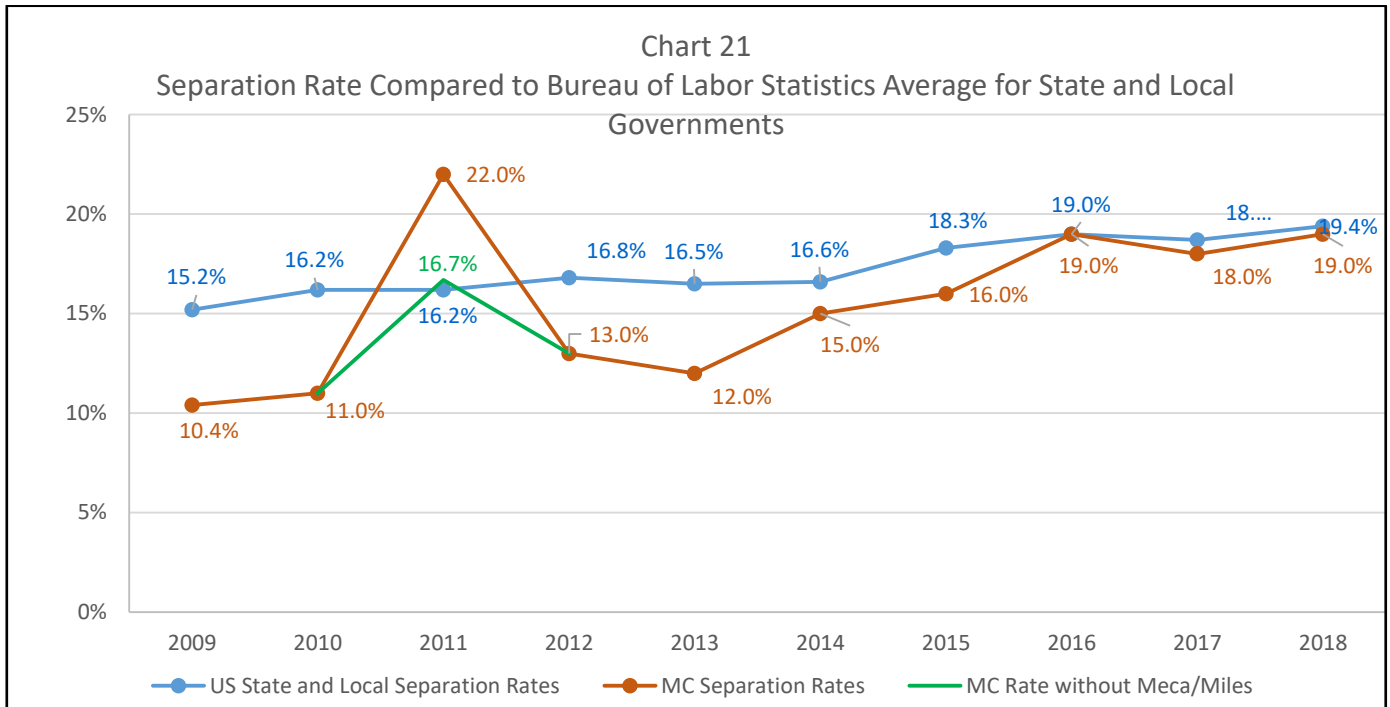
In 2009, Milwaukee County had a lower separation rate than the BLS average rate for state and local governments. By 2019, it was just under the average.

In 2009, Milwaukee County's separation rate was lower than other governmental entities by 4.8% but by 2018 that difference had dropped to only 0.4% lower than the rate calculated by the Bureau of Labor Statistics for state and local governments.

While analyzing the total number of employees who have separated during a period can reveal upward or downward trends, the more relevant data analysis is looking at the ratio of separation to total employees. We calculated the separation rate for Milwaukee County based upon the number of employees who separated from service during a given year and the total workforce, excluding seasonals and elected officials, employed by the County for the year. We used a monthly average for the number of employees. The highest separation rate was for 2011 at 22% while the lowest rate was 2009 at 10.4%.

In addition to calculating the annual separation rate, we compared Milwaukee County's separation rate to that of the Bureau of Labor Statistics (BLS). The BLS calculates the rate for state and local governments annually. We also included a modified separation rate for 2011 where we adjusted for the transfer of the Income Maintenance program to the State of Wisconsin. We were able to remove the Income Maintenance employees because their separation reason in the payroll system listed "MECA/Miles" which is the state name for the program. The removal of these employees dropped the separation rate from 22.0% to 16.7% for 2011.

The BLS separation rate has grown from 15.2% in 2009 to 19.4% in 2018. Milwaukee County's rate grew from 10.4% in 2009 to 19.0% in 2018. Milwaukee County's separation rate was below the BLS rate for every year except for 2011 and 2016. In 2011 Milwaukee County's rate was higher and in 2016 both rates were 19%. However, the gap between the two rates has closed from a 4.8% gap in 2009 to a 0.4% gap in 2018.

Chart 21 shows the separation rate for Milwaukee County along with the BLS separation rate. We have included a modified rate on the chart for 2011 to reflect the rate if MECA/Miles employees are excluded.

Chart 21
Separation Rate Compared to Bureau of Labor Statistics Average for State and Local Governments

Source: Audit Services Division created chart based upon data from the County's payroll system.

Since 2009 the County has seen a large increase in the number of resignations while other separation reasons remain relatively steady.

During the period of 2009 to 2018 there were a total of 5,737 employees who separated from Milwaukee County. Of those, 1,195 or 21% were **involuntary** separations while 4,542 or 79% were **voluntary.**

Resignations have seen the largest growth in separations since 2009.

The largest category of separations were from Resigned – Voluntary which includes the sub categories of Resigned, Quit, and Resigned in Absentia. According the Comptroller's Payroll Manager, Resigned is for employees who provide Milwaukee County with notice of their separation, Quit is for employees who do not provide notice prior to their separation and Resigned in Absentia is for Employees who fail to return to work with no

notification provided to the County. These categories accounted for 2,670 separations during the time period which was 46.5% of all separations.

The second largest category of separations were from retirements which includes the sub category of Retired Meca/Miles, Retired, and Retired – Ordinary Disability. This category accounted for 1,872 separations during the time period which was 32.6% of all separations. Resignations plus retirements accounted for 79.1% of all separations.

As the workforce decreased, the County saw an increase in resignations.

While the County has seen a gradual reduction in total County staffing since 2009, resignations have seen a significant increase at the same time that the County workforce has decreased. In 2009 there were 151 resignations with a workforce of 4,448. By 2018 resignations had increased by 282 to a total of 433 with a workforce of 3,306. Retirements have decreased slightly from 172 in 2009 to 128 in 2018, with 2011 being an outlier due to the Medicare Part B changes as previously discussed.

Chart 22 includes the annual amount of resignations and retirements for the years of 2009 to 2018.

Chart 22
Resignations and Retirements 2009 - 2018

Source: Audit Services Division created chart based upon data from the County's payroll system.

Separation rates by functional area show that the Public Safety and Health and Human Services functional areas had a higher separation rate than the County excluding the Legislative and Executive functional area.

We looked to see if the Separation rate for the County was consistent across functional areas for 2009, 2012, 2015 and 2018. The data showed that two functional areas, Public Safety and Health and Human Services, had a higher separation rate than the County in every year we reviewed. The Transportation functional area had a higher separation rate than the County in three out of the four years we reviewed. The highest variance we found to the County rate, excluding the Legislative and Executive functional area, were in 2009 2.4%, in 2012 2.9%, in 2015 7.5% and in 2018 5.5%.

The functional areas with the highest separation rates in three out of four year were Public Safety and Health and Human Needs.

The Legislative and Executive functional area had a higher rate in three out of four years we reviewed and was the functional area with the largest variance to the countywide rate in three out of the four years we reviewed. We did not include this functional area in the discussion on functional areas with the largest variance for two reasons. First, the Legislative and Executive functional area is the smallest functional area and over the four years we reviewed, it saw the separation of a total of less than 30 employees. Also, 2012, 2016 and 2018 were election years which often results in a turnover of staffing that does not occur in departments headed by non-elected officials.

Milwaukee County's workforce average age saw a drop of 1.5 years from 2009 to 2018 while the average age of separated employees dropped by 6.2 years.

The average age of the Milwaukee County workforce dropped from 46.2 years in 2009 to 44.7 years in 2018. At the same time, employees who separated from Milwaukee County dropped from an average age of 47.7 years in 2009 to 41.5 years in 2018.

Voluntary separations, excluding retirements, were the youngest group with an average age of 40.0 in 2009 and 37.7 in 2018. The

variance between the age of voluntary separations and the age of the County workforce changed from 6.2 years younger to 7.0 younger.   Retired employees' average age increased from 58.0 in 2009 to 59.3 in 2018.

The variance between Milwaukee County's workforce average length of service and that of separated employees was nearly identical in 2009 but by 2018 a gap of 2.5 years in length of service was found.

The length of service for separated employees dropped by 4.7 years from 12.0 years in 2009 7.3 years to 2018

In 2009, the County's overall workforce was averaging a length of service of 12.7 years while separated employees averaged 12.0 prior to separating. In 2018 the workforce's average length of service had dropped to 9.8 years while the average length of service for separated employees was 7.3 years. This resulted in a gap of 2.5 years in 2018 versus a gap of 0.7 years in 2009.

Separations by Race

Separations by race show that for all four years we reviewed the Black or African American racial group was a higher percentage of employees who separated than their countywide workforce percentage.   The opposite was true for the White racial group

Separations by race did not follow racial groups share of the County's workforce.

In 2009, 45% of all separations were by Black or African American employees who comprised 34% of the County's workforce. White employees accounted for 44% of all separations but were 58% of the County's workforce. These two racial groups accounted for 89% of all separations and 92% of the County workforce. Hispanic or Latino employees were 7% of all separations and 5% of the workforce.

In 2012, White employees accounted for 56% of all separations and 60% of the workforce while Black or African American employees were 37% of all separations and 32% of the workforce. These two racial groups accounted for 93% of all separations and 92% of the County workforce.   Hispanic or Latino employees were 3% of the separations and 5% of the workforce.

In 2015, Black or African American employees accounted for 38% of all separations and 31% of the workforce while White employees were 54% of all separations and 61% of the workforce. These two racial groups accounted for 92% of all separations and 92% of the County workforce. Hispanics or Latinos were both 6% of the separations and the workforce.

In 2018, Black or African American employees accounted for 34% of all separations and 31% of the workforce while White employees were 53% of all separations and 57% of the workforce. These two racial groups accounted for 87% of all separations and 88% of the County workforce. Hispanics or Latinos were 9% of the separations and 7% of the workforce

Chart 23 displays the annual number of employees from each racial group that separated from the County for the years 2009, 2012, 2015 and 2018.
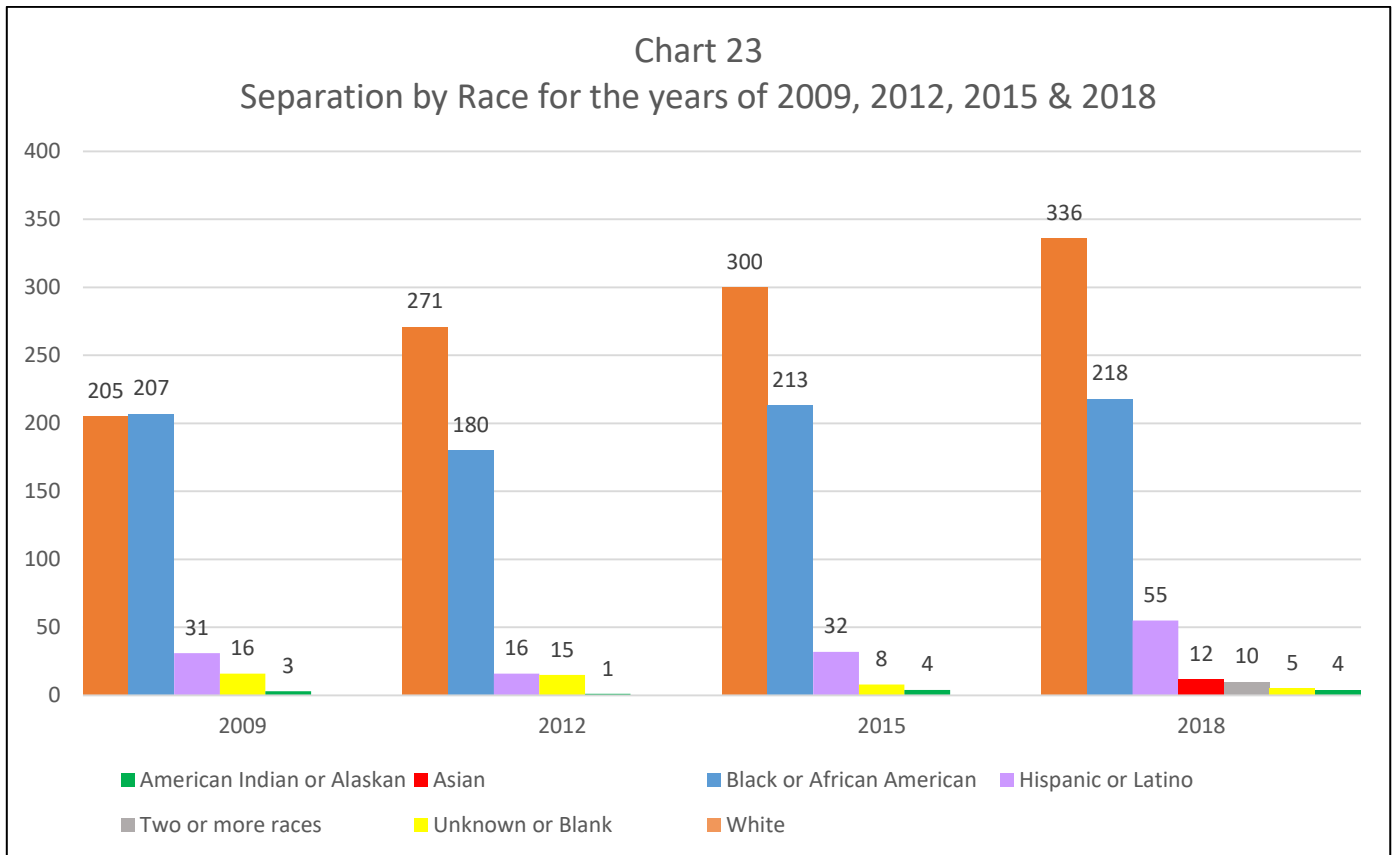
Chart 23
Separation by Race for the years of 2009, 2012, 2015 & 2018

Legend: American Indian or Alaskan, Asian, Black or African American, Hispanic or Latino, Two or more races, Unknown or Blank, White

Source: Audit Services Division created chart based upon data from the County's payroll system.

The disparity between voluntary and involuntary separation by race has lessened since 2009, however, Black or African American and Hispanic or Latino employees separated involuntarily at a rate higher than the County average.

Black or African American employees separated involuntarily at a rate higher than the countywide average for all four years we reviewed.

Voluntary separations (e.g., resignations and retirements) are at the choice of an employee while involuntary separations (e.g., fired and layoffs) are not. We broke down the reason code in the payroll data by race for 2009, 2012, 2015 and 2018 to see if separations were consistent by reason across racial groups. It should be noted that involuntary separations as a percentage of all separations falls from 30% in 2009 to 12% in 2018 due to the increase in resignations that occurred from 2013 to 2018.

Black or African American employees separated involuntarily at a rate higher than the countywide average for all four years we reviewed. Hispanic or Latino employees separated involuntarily at a rate higher than the countywide average for three out of four years we reviewed. White employees separated involuntarily at a rate lower than the countywide average for all four years we reviewed. Table 3 shows the involuntary separation rates for the Black or African American, Hispanic or Latino and White racial groups for 2009, 2012, 2015 and 2018.

		Table 3		
	Involuntary Separation Rates 2009 ─ 2018			
Year	**Countywide**	**Black or African American**	**Hispanic or Latino American**	**White**
2009	30%	38%	42%	19%
2012	18%	30%	25%	11%
2015	21%	26%	25%	17%
2018	12%	19%	7%	8%

Source: Audit Services Division created table based on the County's payroll system.

Separations by Gender

Separations by gender show that by 2018 the separations by gender matched the overall County workforce gender distribution.

We did not find a variance between the genders in terms of separation data.

Separations by gender did not show a wide variation from the gender distribution of the countywide staff. The data showed that in 2009 Males were 45% of the separated employees and 46% of the countywide staffing.   In 2012, Males were 49% of the separated employees and 47% of the workforce. In 2015, Males were 45% of the separated employees and 48% of the workforce. In 2018, Males were both 48% of the separated employees and of the workforce.

The data did not show a disparity between voluntary and involuntary separation by gender for the four years we reviewed.

Voluntary separations (e.g. resignations and retirements) are at the choice of an employee while involuntary separations (e.g. fired and layoffs) are not. We broke down the reason code in the payroll system by gender for 2009, 2012, 2015 and 2018 to see if separations were consistent by reason across genders.   It should be noted that involuntary separations as a percentage of all separations falls from 30% in 2009 to 12% in 2018 due to the increase in resignations that occurred from 2013 to 2018.

Male and Female employees separated involuntarily at similar rates in three out of four years we reviewed.   In 2009, the involuntary separation rate for Male employees was 35%, Female employees was 26% and the countywide rate was 30%. In 2012, the involuntary separation rate for Male employees was 19%, Female employees was 17% and the countywide rate was 18%. In 2015, the involuntary separation rate for Male employees was 21%, Female employees was 20% and the countywide rate was 21%. In 2018, the involuntary separation rate for Male employees was 11%, Female employees was 13% and the countywide rate was 12%.

Table 4 shows the involuntary separation rates from 2009 to 2018 for Females and Males.

Table 4 Involuntary Separation Rates 2009 ─ 2018			
Year	Countywide	Female	Male
2009	30%	26%	35%
2012	18%	17%	19%
2015	21%	20%	21%
2018	12%	13%	11%
Source: Audit Services Division created table based on the County's payroll system.			

Salary data showed that separated employees earned less than the countywide average salary in all ten years we reviewed.

We reviewed the annual salary of all separated employees during the ten year period of our review. The data showed that on average separated employees were earning approximately $4,130 less than the County's workforce overall.

Overall County Workforce Hiring

Total annual hires for the County increased from a low of 290 in 2010 to a high of 660 in 2018.

In 2018, the County hired the most employees in the ten years we reviewed even though it was the smallest workforce of all the years.

In 2009 the County hired 337 employees with a County workforce of 4,448 employees as of November 1, 2009. In 2018, the County hired 660 employees with a County workforce of 3,306. The higher amount of hires in 2018 with a workforce that was more than 1,000 fewer employees shows the impact that the increase in the number of separations has on the County workforce.

Milwaukee County's workforce average age saw a drop of 1.6 years from 2009 to 2018 while the average age of hired employees dropped by 5.3 years to a low of 35.6 years.

The average age of the Milwaukee County workforce dropped from 46.2 years in 2009 to 44.6 years in 2018. At the same time, employees who were hired by Milwaukee County dropped from an average age of 40.9 years in 2009 to 35.6 years in 2018.

Hiring Demographics by Race

In every year we reviewed, hiring of the White racial group was lower than its countywide staffing percentage and the Black or African American and Hispanic or Latino racial groups were hired at a higher rate than their countywide staffing percentage.

In every year we reviewed, the White racial group was hired at a lower rate than its share of the countywide workforce.

In 2009, while the White racial group was 58% of the County workforce, this racial group was 46.9% of the employees that were hired. Black or African Americans were 34% of the County workforce and were 39.5% of hired employees. Hispanics or Latinos were 5% of the County workforce and 7.1% of hired employees. The American Indian or Alaskan racial group was 1% of the County workforce and were 0.3% of hired employees. The Asian racial group was less than 1% of the County workforce and were 0.3% of hired employees. The Unknown or Blank racial group was 2% of the County workforce but 5.9% of hired employees.

In 2012, while the White racial group was 60% of the County workforce, this racial group was 50.3% of the employees that were hired. Black or African Americans were 32% of the County workforce and were 37.8% of hired employees. Hispanics or Latinos were 5% of the County workforce and 7% of hired employees. The American Indian or Alaskan racial group was 1% of the County workforce and were 0.7% of hired employees. The Asian racial group was less than 1% of the County workforce and were 0.7% of hired employees. The Unknown or Blank racial group was 1% of the County workforce but 3.5% of hired employees.

90

In 2015, while the White racial group was 61% of the County workforce, this racial group was 53.0% of the employees that were hired. Black or African Americans were 31% of the County workforce and were 35.1% of hired employees. Hispanics or Latinos were 6% of the County workforce and 8.4% of hired employees. The American Indian or Alaskan racial group was 1% of the County workforce and were 1.1% of hired employees. The Asian racial group was 1% of the County workforce and were 1.3% of hired employees. The Unknown or Blank racial group was 1% of the County workforce but 1.1% of hired employees.

In 2018, while the White racial group was 59% of the County workforce, this racial group was 46.4% of the employees that were hired. The Black or African American racial group was 30% of the County workforce and was 37.0% of hired employees. The Hispanic or Latino racial group was 7% of the County workforce and 9.1% of hired employees. The American Indian or Alaskan racial group was 1% of the County workforce and were 0.8% of hired employees. The Asian racial group was 2% of the County workforce and were 1.7% of hired employees. The Two or more races racial group was 2% of the County workforce and was 4.1% of hired employees. The Unknown or Blank racial group was 1% of the County workforce and was 1.1% of hired employees.

Hiring Demographics by Gender

In every year we reviewed, except 2012, more Females were hired than Males by the County.

In 2009, 57% of new hires were Female. In 2012, 49% of new hires were Female. In 2015, 55% were Females and in 2018, 52% were Females.

Salary data showed that newly hired employees earned less than the countywide average salary in all ten years we reviewed.

We reviewed the annual salary of all hired employees during the ten year period of our review. The data showed that on average hired employees were earning approximately $4,670 less than the County workforce overall.

Section 3: Data Book

The following pages contains tables and graphics analyzing the employee data we extracted from the payroll system. Some of the charts also appear within Section 3 of our report.   The tables are here to provide additional information to our readers.

DB3 - 1
Separations and Hires by Year 2009─2018

Year	Separations	Hires	Separations Less Hire	MC Workforce (as of Nov. 1)
2009	462	337	125	4,448
2010	478	290	188	4,158
2011	895	457	438	3,960
2012	483	429	54	3,674
2013	421	428	(7)	3,675
2014	537	389	148	3,537
2015	557	547	10	3,429
2016	650	597	53	3,333
2017	614	614	0	3,363
2018	640	660	(20)	3,306
Total	**5,737**	**4,748**	**989**	

Source   Audit Services Division created table based upon data from the County's payroll system.

DB3 - 2
Number of Employee Separations
2009-2018

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB3 - 3
Employee Separation Ratio 2009 - 2018

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB3 - 4

Separation Rate Compared to Bureau of Labor Statistics Average for State and Local Governments

| US State and Local Separation Rates | MC Separation Rates | MC Rate without Meca/Miles |
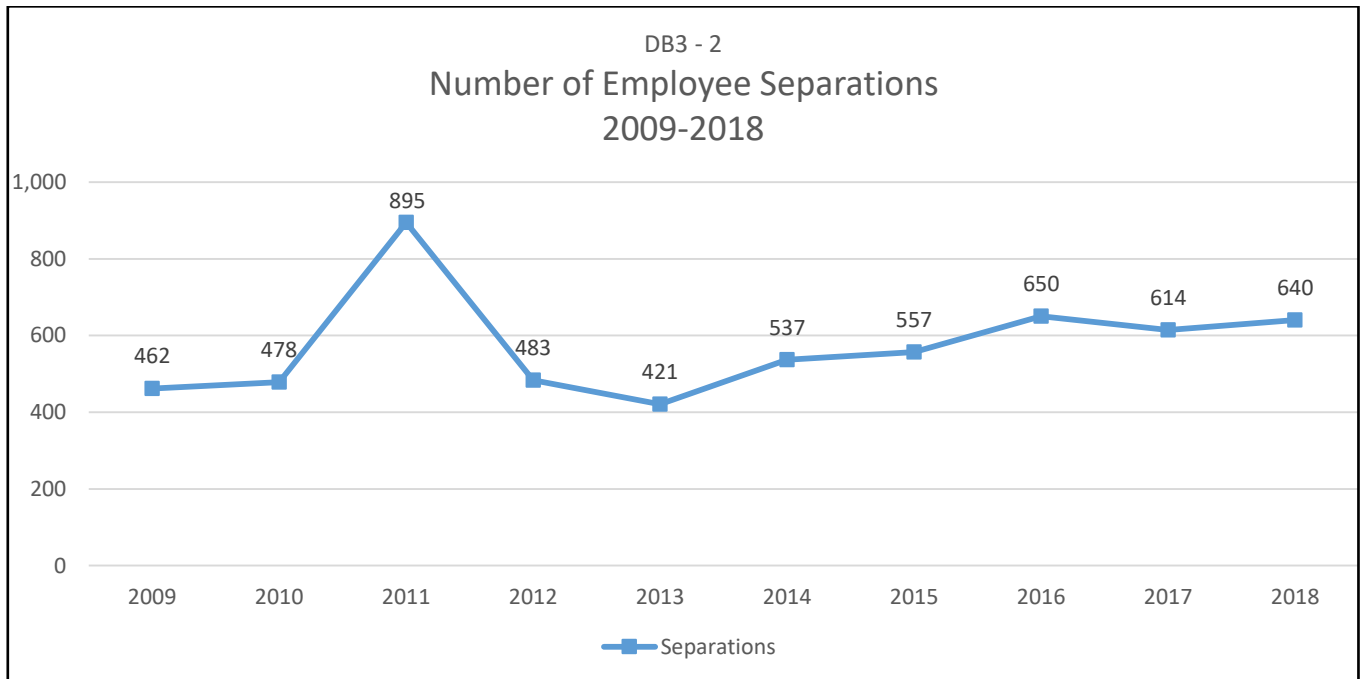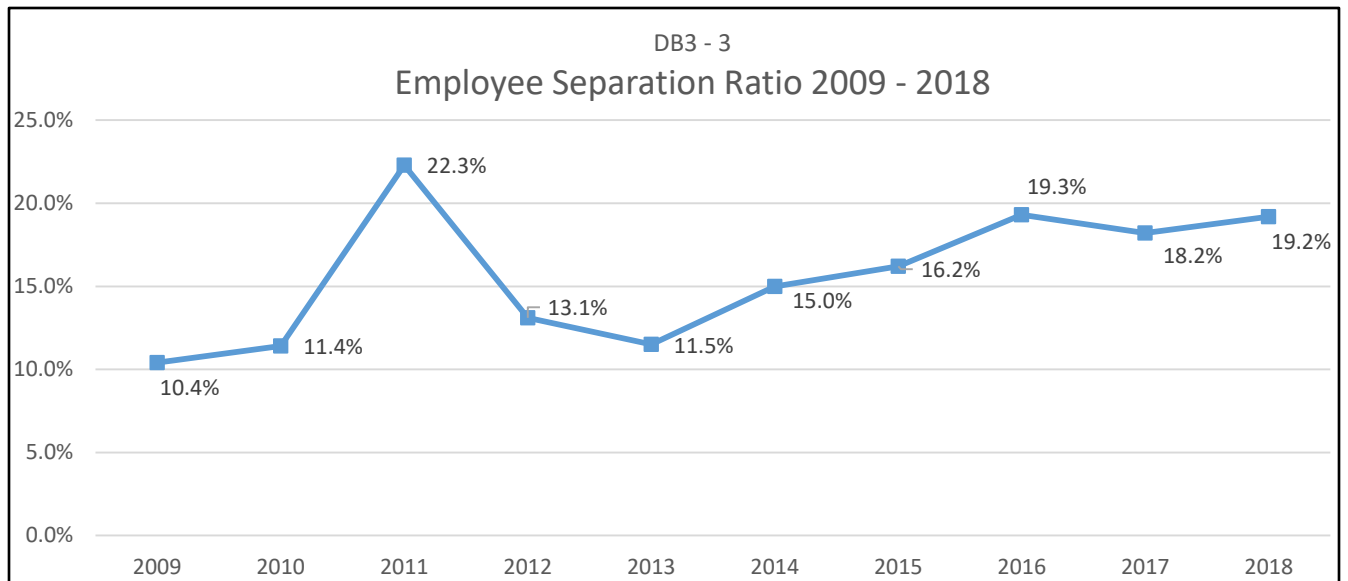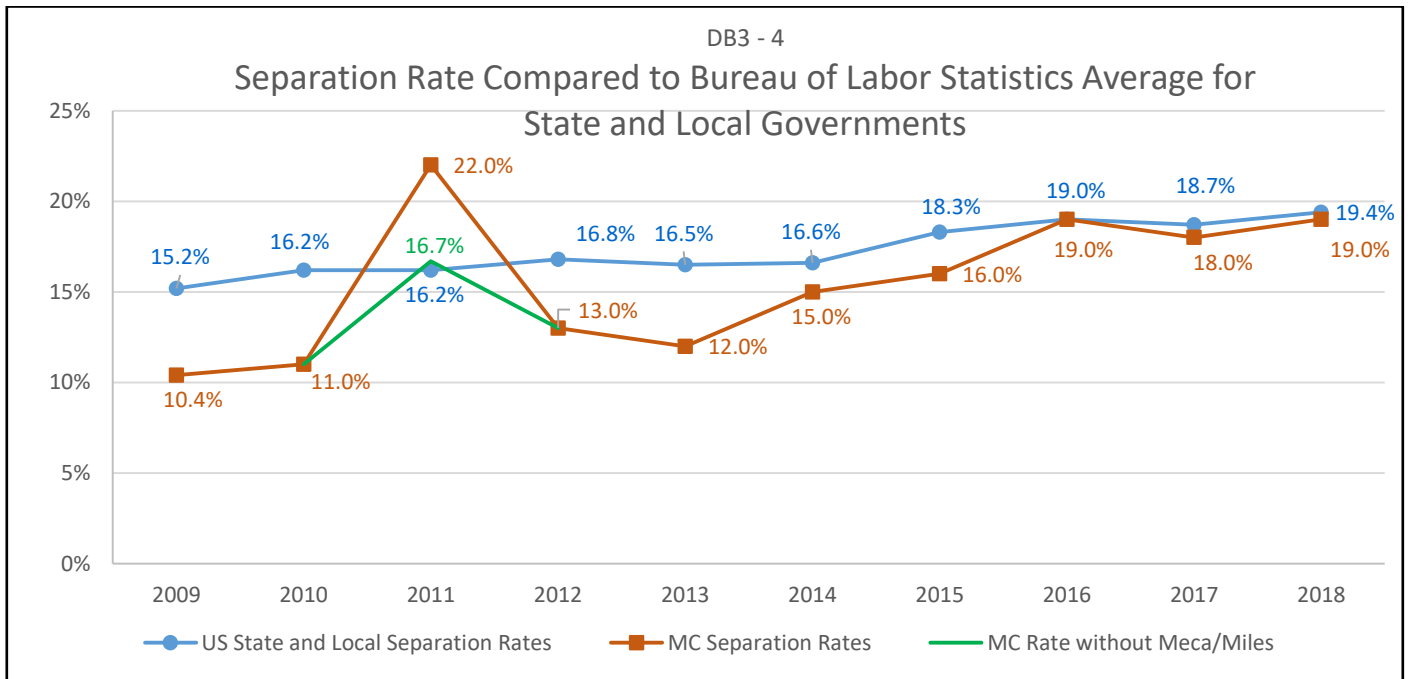
Source: Audit Services Division created chart based upon data from the County's payroll system.

DB3 - 5 Separation Reason by Grouping and Total Number of Employee Separations from 2009 - 2018			
Grouping	Codes included	Employees By Reason	Total Employees by reason category
Deceased			**52**
	Deceased	52	
Retired			**1,872**
	Retire Miles/Meca	29	
	Retired	1,836	
	Retired – Ordinary Disability	7	
Separated during Probationary Period			**395**
	Separated During Probationary Period	385	
	Separated During Reevaluation Period	10	
Layoff			**363**
	Layoff	162	
	Layoff Miles/Meca	197	
	Remove Layoff Stat – Refused Job	2	
	Remove Layoff Status-Time Exp	2	
Other			**27**
	Contract Termination	1	
	Conversion	9	
	New Hire	9	
	Previous Hire	2	
	Return to Work from LAW	1	
	Reconfirmation	1	
	Return to Layoff Status	2	
	Return from Layoff	2	
Terminated – Involuntary			**358**
	Discharged – Non Disciplinary	8	
	Discharged – Fired	196	
	Term	6	
	Term of EA or TA-Seasonal Position	17	
	Term of Emergency Appointment	11	
	Term of Exempt Appointment	20	
	Term of RA Seasonal Position	2	
	Term of Temporary Appointment	59	
	Termination – Hired in Error	4	
	Termination – See Personnel File	35	
Resigned – Voluntary			**2,670**
	Quit	409	
	Resigned	2,206	
	Resignation in Absentia	55	
TOTAL			**5,737**

Source: Audit Services Division created table based upon data from the County's payroll system.

Year	Deceased	Layoff	Other	Resigned	Retired	Sep. During Probation	Terminated	Total
2009	9	53	1	151	172	44	32	462
2010	6	55	10	147	203	25	32	478
2011	4	199	7	203	414	24	44	895
2012	3	5	3	241	153	38	40	483
2013	6	1	3	215	133	36	27	421
2014	6	16	1	278	163	39	34	537
2015	6	23	1	286	156	50	35	557
2016	3	3		357	195	34	58	650
2017	3	7		359	155	57	33	614
2018	6	1	1	433	128	48	23	640
Total	52	363	27	2,670	1,872	395	358	5,737
Percent of Total	0.9%	6.3%	0.5%	46.5%	32.6%	6.9%	6.2%	
Average Per Year	5.2	36.3	2.7	267	187.2	39.5	35.8	573.7

DB3 - 6
Separations by Reasons 2009 — 2018

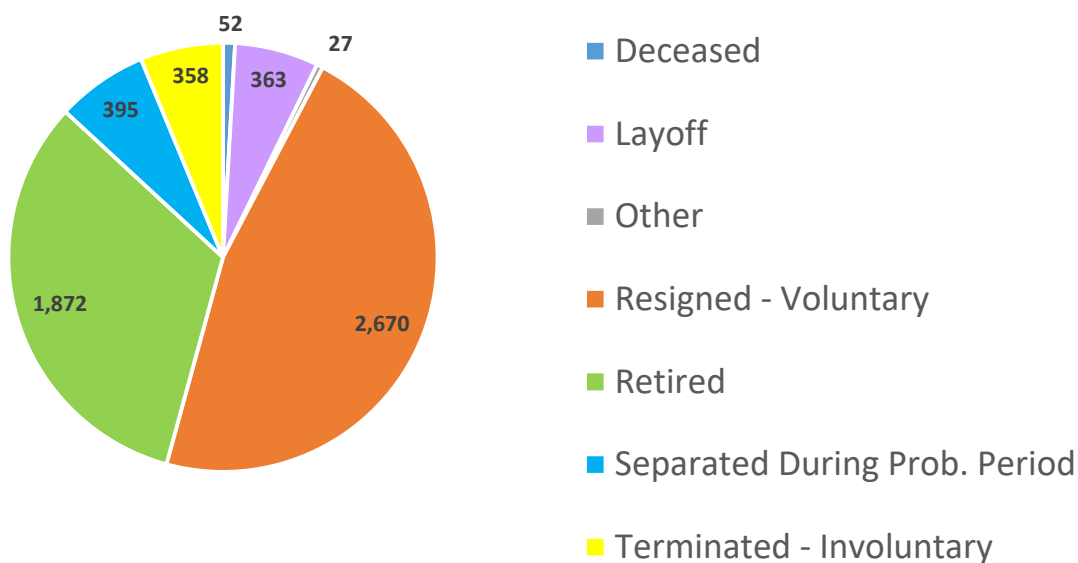Source: Audit Services Division created table based upon data from the County's payroll system.

DB3 - 7
Total Separation by Reason - 2009 - 2018
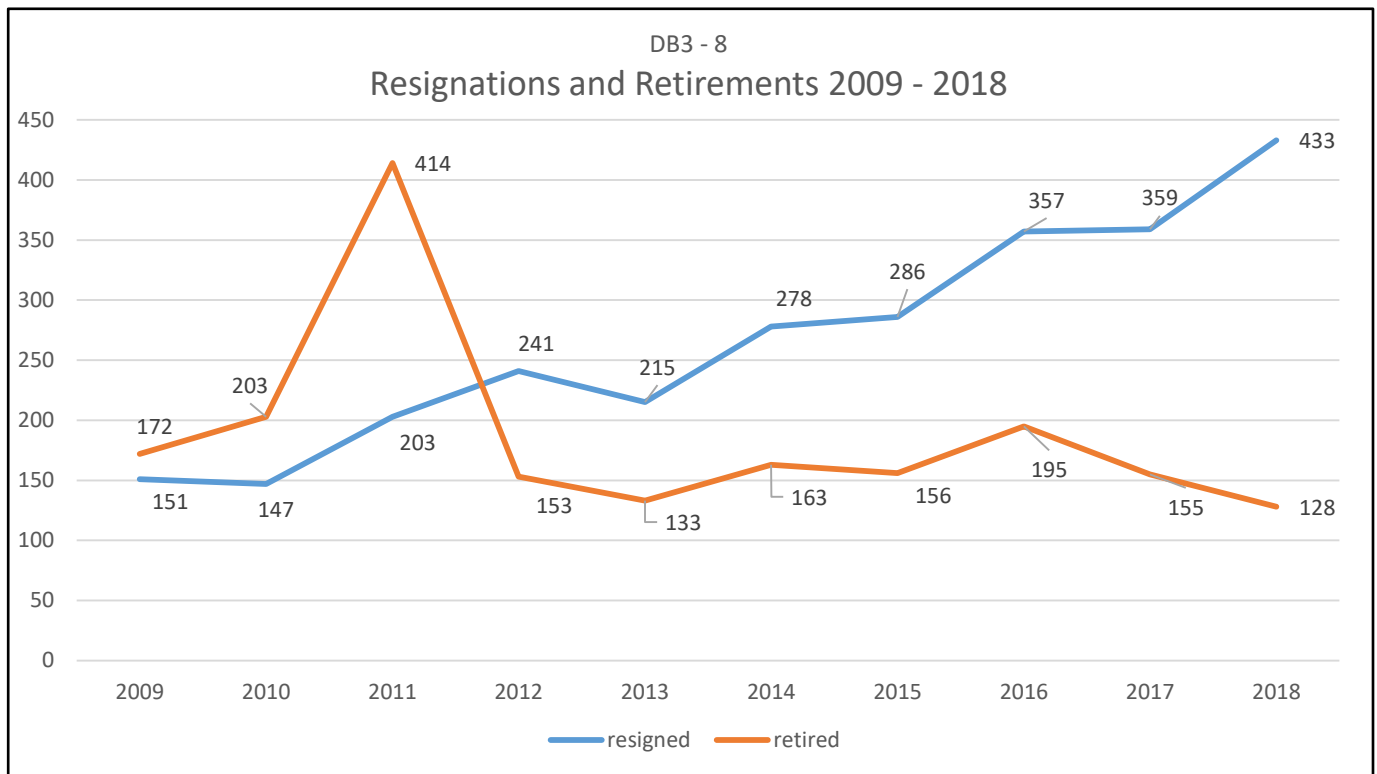
- Deceased
- Layoff
- Other
- Resigned - Voluntary
- Retired
- Separated During Prob. Period
- Terminated - Involuntary

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB3 - 8
Resignations and Retirements 2009 - 2018

Source: Audit Services Division created chart based on data from the County's payroll system.

DB3 - 9
Terminations and Separated During Probation 2009 - 2018

Source: Audit Services Division created chart based on data from the County's payroll system.

DB3 - 10

2009 Separation Rates by Functional Area

Administrative: 6.4%
Courts & Judiciary: 3.8%
General Government: 10.4%
Health & Human Services: 12.3%
Legislative & Executive: 4.9%
Parks, Recreation & Culture: 6.3%
Public Safety: 11.2%
Transportation: 12.8%

Legend: Functional Area, Countywide Separation Rate

Source: Audit Services Division created chart based on data from the County's payroll system.

DB3 - 11

2012 Separation Rates by Functional Area

Administrative: 12.6%
Courts & Judiciary: 7.2%
General Government: 8.1%
Health & Human Services: 13.7%
Legislative & Executive: 32.5%
Parks, Recreation & Culture: 6.6%
Public Safety: 15.9%
Transportation: 13.3%

Legend: Functional Area, Countywide Separation Rate

Source: Audit Services Division created chart based on data from the County's payroll system.

DB3 - 12
2015 Separation Rates by Functional Area

Source: Audit Services Division created chart based on data from the County's payroll system.

DB3 - 13
2018 Separation Rates by Functional Area

Source: Audit Services Division created chart based on data from the County's payroll system.

Average Age of Employees who left by Year 2009 — 2018

Year	Active MC Employees	All Separated Employees	Voluntary Separations Excluding Retirements	Retired Employees
2009	46.2	47.7	40.0	58.0
2010	46.3	49.0	40.3	58.7
2011	45.9	48.7	38.4	58.0
2012	46.0	44.8	37.5	57.8
2013	45.9	45.0	37.9	57.7
2014	46.1	45.1	38.6	58.4
2015	45.5	44.7	37.9	58.8
2016	45.2	43.7	37.2	58.1
2017	44.9	43.1	37.5	58.6
2018	44.7	41.5	37.7	59.3

Source: Audit Services Division created table based upon data from the County's payroll system.

DB3 - 15

Average Age of Separated Employees, Voluntary Terminations, Actives and Retirees 2009 - 2018
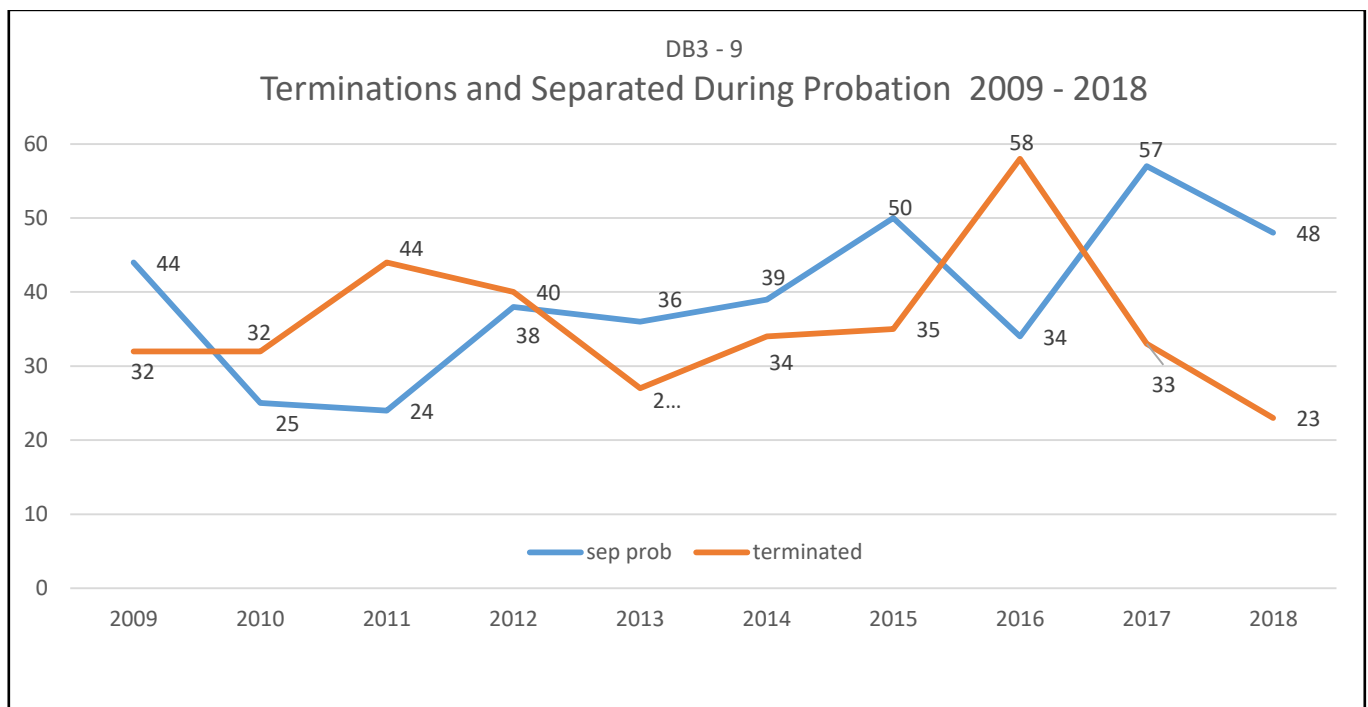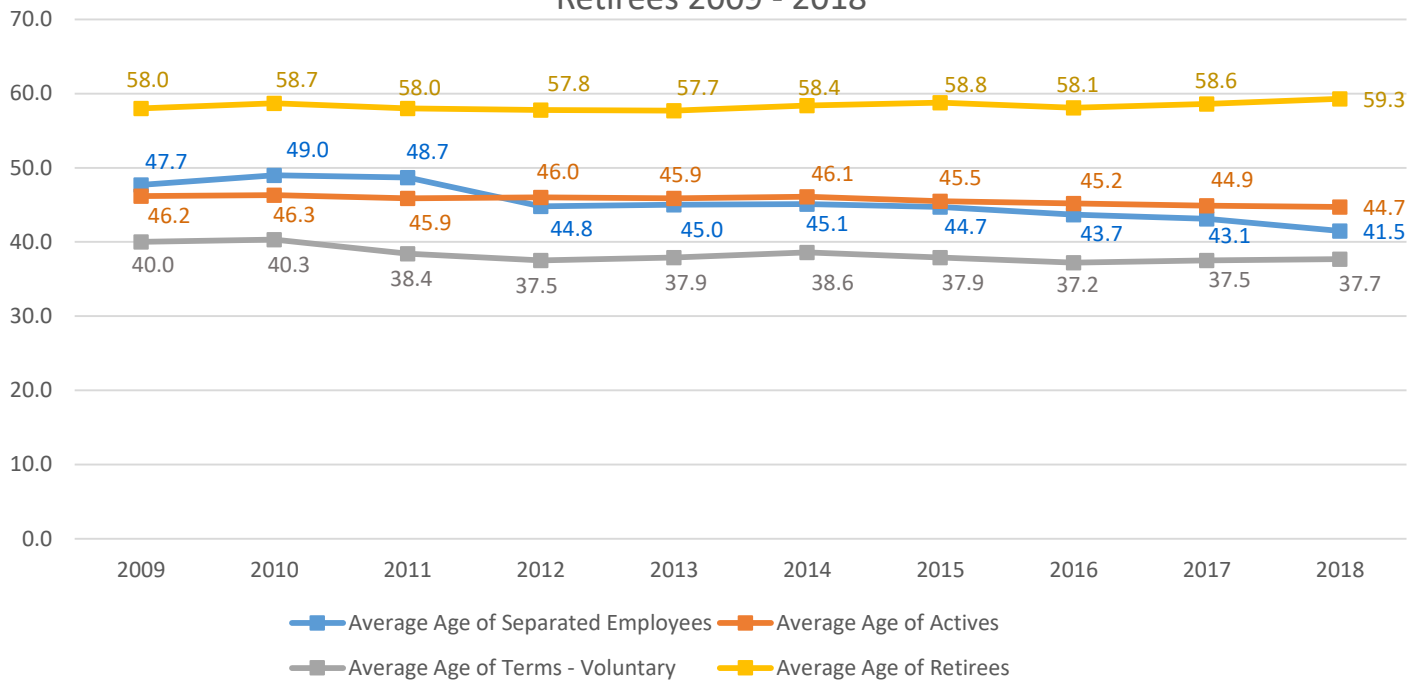

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB3 - 16
Average Length of Service for Active Employees and Separated Employees

Year	Separated	Active
2009	12.0	12.7
2010	12.3	12.9
2011	14.5	12.2
2012	9.2	11.8
2013	9.1	11.6
2014	9.4	11.8
2015	9.4	11.3
2016	9.4	10.7
2017	8.3	10.1
2018	7.3	9.8

— Average Length of Service for Separated Employees   — Average Length of Service for Active Employees
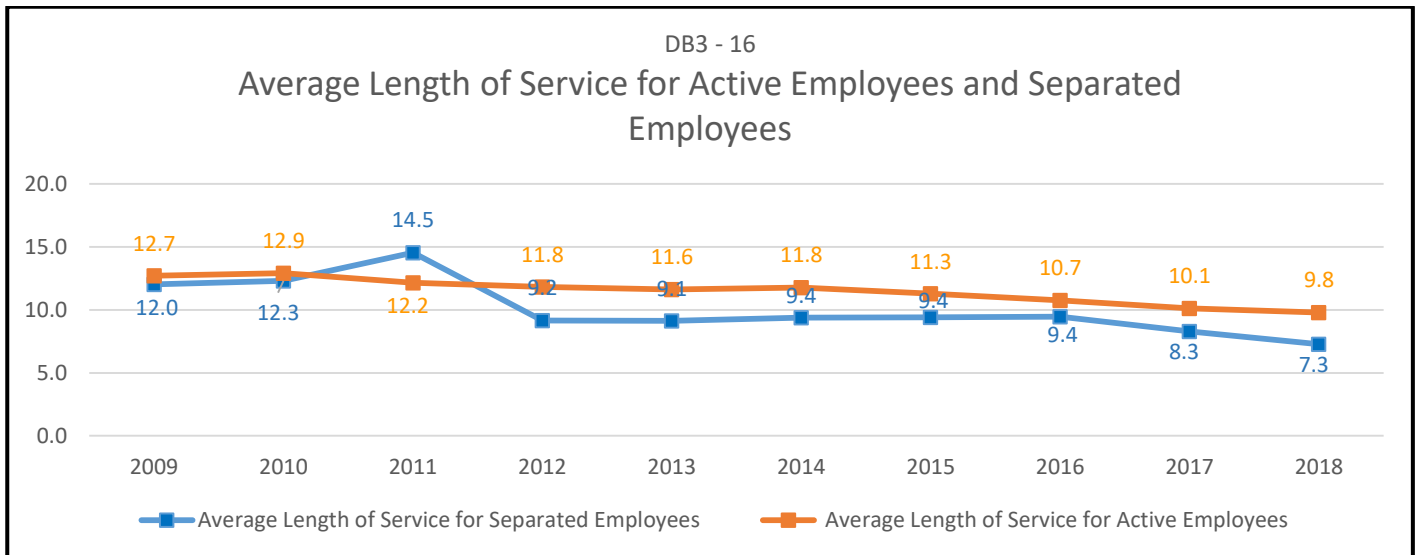
Source: Audit Services Division created chart based upon data from the County's payroll system.

DB3 - 17
Months in which level of Separation occurred 2009 - 2018

Month	Number of Times Highest Level of Separation	Years with Highest Separations
January	5	2010, 2012, 2013, 2015, 2017
March	1	2018
June	1	2009
August	1	2016
December	2	2011, 2014

DB3 - 18
2018 Employees by Race -
(used to compare Separation and Hiring data to countywide workforce)

Race	Count
American Indian or Alaskan - 0.8%	28
Asian - 1.5%	49
Black or African American - 30.1%	994
Hispanic or Latino - 6.9%	229
Two or More Races - 1.1%	36
Unknown - 0.8%	28
White - 58.7%	1942

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB3-19
Separation by Race for the years of 2009, 2012, 2015 & 2018
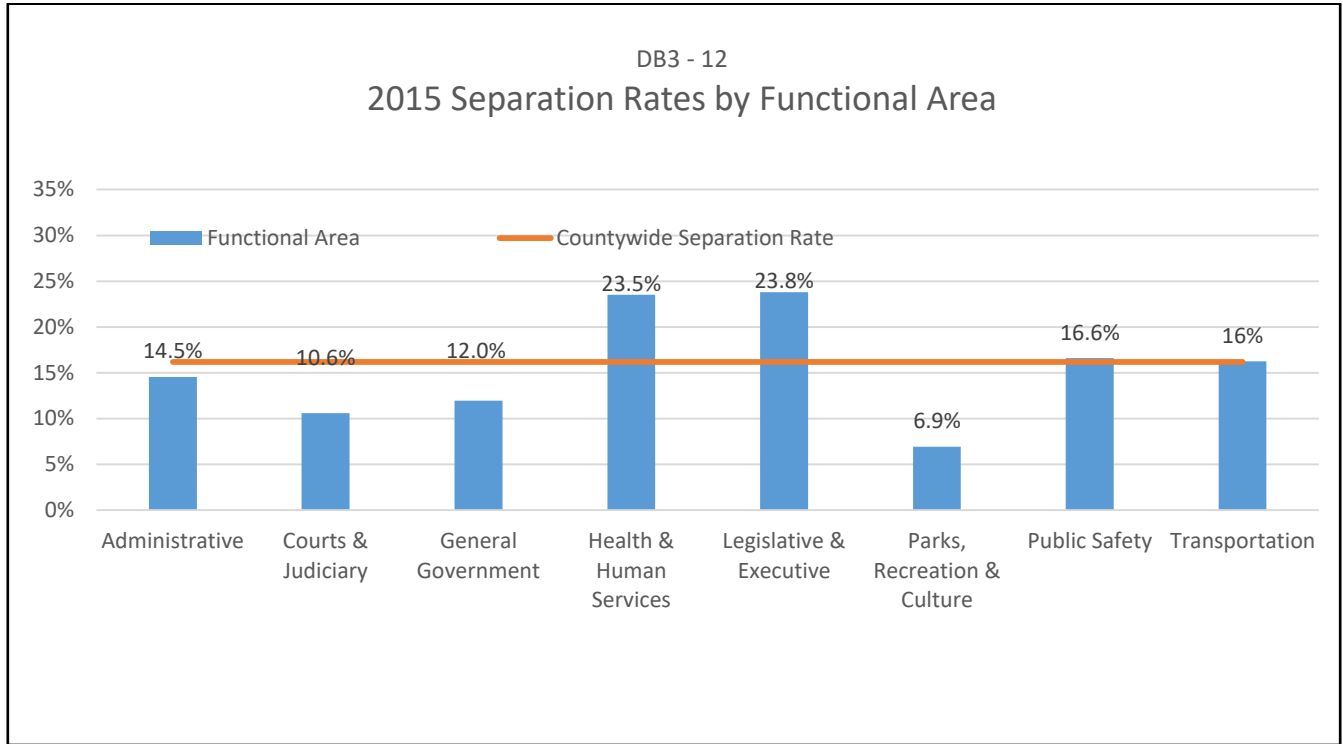
Legend:
- American Indian or Alaskan
- Asian
- Black or African American
- Hispanic or Latino
- Two or more races
- Unknown or Blank
- White

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB3 - 20
2009 Separations by Race and Reason

Retired: American Indian or Alaskan 3, Black or African American 63, Hispanic or Latino 3, Unknown or Blank 2, White 101

Resigned: Black or African American 65, Hispanic or Latino 15, Unknown or Blank 6, White 65

Separated During Probation: Black or African American 20, Hispanic or Latino 6, Unknown or Blank 5, White 13

Terminated: Black or African American 21, Hispanic or Latino 2, White 9

Deceased: Black or African American 2, White 7

Layoff: Black or African American 35, Hispanic or Latino 5, Unknown or Blank 3, White 10

Other: 1

Legend: American Indian or Alaskan | Black or African American | Hispanic or Latino | Unknown or Blank | White

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB3 - 21
2012 Separations by Race and Reason

Retired: American Indian or Alaskan 1, Black or African American 43, Hispanic or Latino 3, Unknown or Blank 3, White 103

Resigned: Black or African American 83, Hispanic or Latino 9, Unknown or Blank 10, White 139

Separated During Probation: Black or African American 31, Hispanic or Latino 1, White 6

Terminated: Black or African American 17, Hispanic or Latino 2, Unknown or Blank 2, White 19

Deceased: Black or African American 1, Hispanic or Latino 1, White 1

Layoff: Black or African American 3, White 2

Other: Black or African American 2, White 1

Legend: American Indian or Alaskan | Black or African American | Hispanic or Latino | Unknown or Blank | White

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB3 - 22
2015 Separations by Race and Reason

Legend: American Indian or Alaskan, Black or African American, Hispanic or Latino, Unknown or Blank, White

	American Indian or Alaskan	Black or African American	Hispanic or Latino	Unknown or Blank	White
Retired	2	51	5	3	95
Resigned	2	107	19	4	154
Separated During Probation		26	4	1	19
Terminated		21	2		12
Deceased			1		5
Layoff		8			15
Other				1	

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB3 - 23
2018 Separations by Race and Reason

Legend: American Indian or Alaskan, Asian, Black or African American, Hispanic or Latino, Two or more races, Unknown or Blank, White

	American Indian or Alaskan	Asian	Black or African American	Hispanic or Latino	Two or more races	Unknown or Blank	White
Retired			29	7			92
Resigned	4	9	148	44	6	4	218
Separated During Probation			31	2	3		12
Terminated	1		9	2	1	1	9
Deceased			2				4
Layoff							1
Other							1

Source: Audit Services Division created chart based upon data from the County's payroll system.

105

DB3 - 24
Separations by Gender for 2009, 2012, 2015 & 2018

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB3 - 25
2009 Separations by Gender and Reason

Source: Audit Services Division created chart based upon data from the County's payroll system.

2012 Separations by Gender and Reason

■ Female ■ Male

	Retired	Resigned	Separated During Probation	Terminated	Deceased	Layoff	Other
Female	88	116	18	19	1	3	2
Male	65	125	20	21	2	2	1

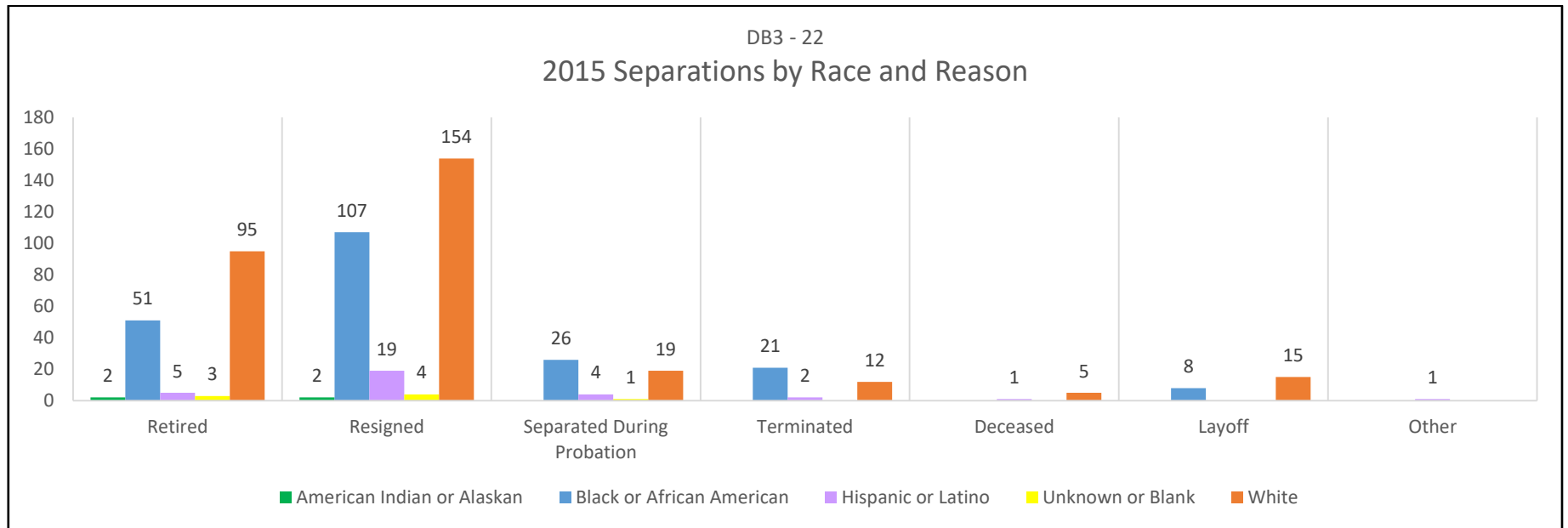Source: Audit Services Division created chart based upon data from the County's payroll system.

2015 Separations by Gender and Reason

■ Female ■ Male

	Retired	Resigned	Separated During Probation	Terminated	Deceased	Layoff	Other
Female	91	154	25	15	5	17	0
Male	65	132	25	20	1	6	1

Source: Audit Services Division created chart based upon data from the County's payroll system.

2018 Separations by Gender and Reason

■ Female ■ Male

	Retired	Resigned	Separated During Probation	Terminated	Deceased	Layoff	Other
Female	69	222	32	9	1	1	1
Male	59	211	16	14	5	0	0

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB3 - 29

Average Salary Separated Staff and Overall Average for Milwaukee County Employees 2009 - 2018

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB3 - 30

Total Hires 2009-2018

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB3 - 31
Average Age of Hires, Separated Employees and Milwaukee County Workforce 2009 - 2018

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB3 - 32
2009 Hires by Race
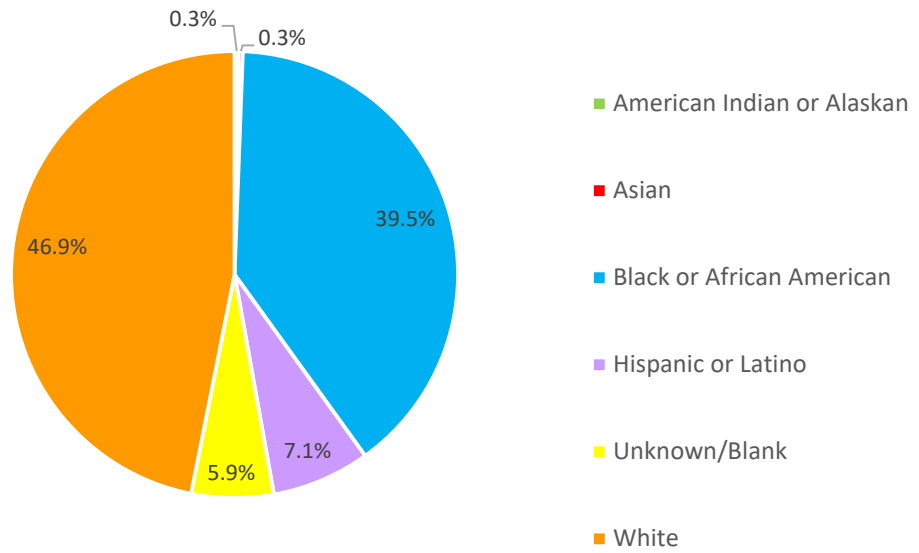
- American Indian or Alaskan
- Asian
- Black or African American
- Hispanic or Latino
- Unknown/Blank
- White

0.3% 0.3%
39.5%
46.9%
7.1%
5.9%

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB3 - 33
2012 Hires by Race

- American Indian or Alaskan
- Asian
- Black or African American
- Hispanic or Latino
- Unknown/Blank
- White

0.7% 0.7%
37.8%
50.3%
7.0%
3.5%

Source: Audit Services Division created chart based upon data from the County's payroll system.

2015 Hires by Race

- American Indian or Alaskan
- Asian
- Black or African American
- Hispanic or Latino
- Unknown/Blank
- White

1.1%   1.3%
35.1%
53.0%
8.4%
1.1%

Source: Audit Services Division created chart based upon data from the County's payroll system.

2018 Hires by Race

- American Indian or Alaskan
- Asian
- Black or African American
- Hispanic or Latino
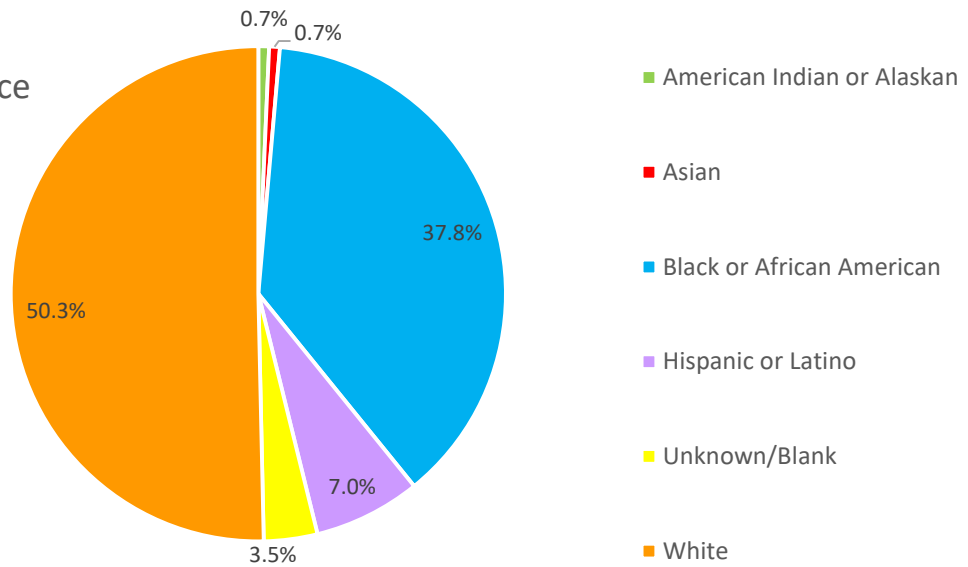- Two or more races
- Unknown/Blank
- White

0.8%   1.7%
37.0%
46.4%
9.1%
4.1%
1.1%
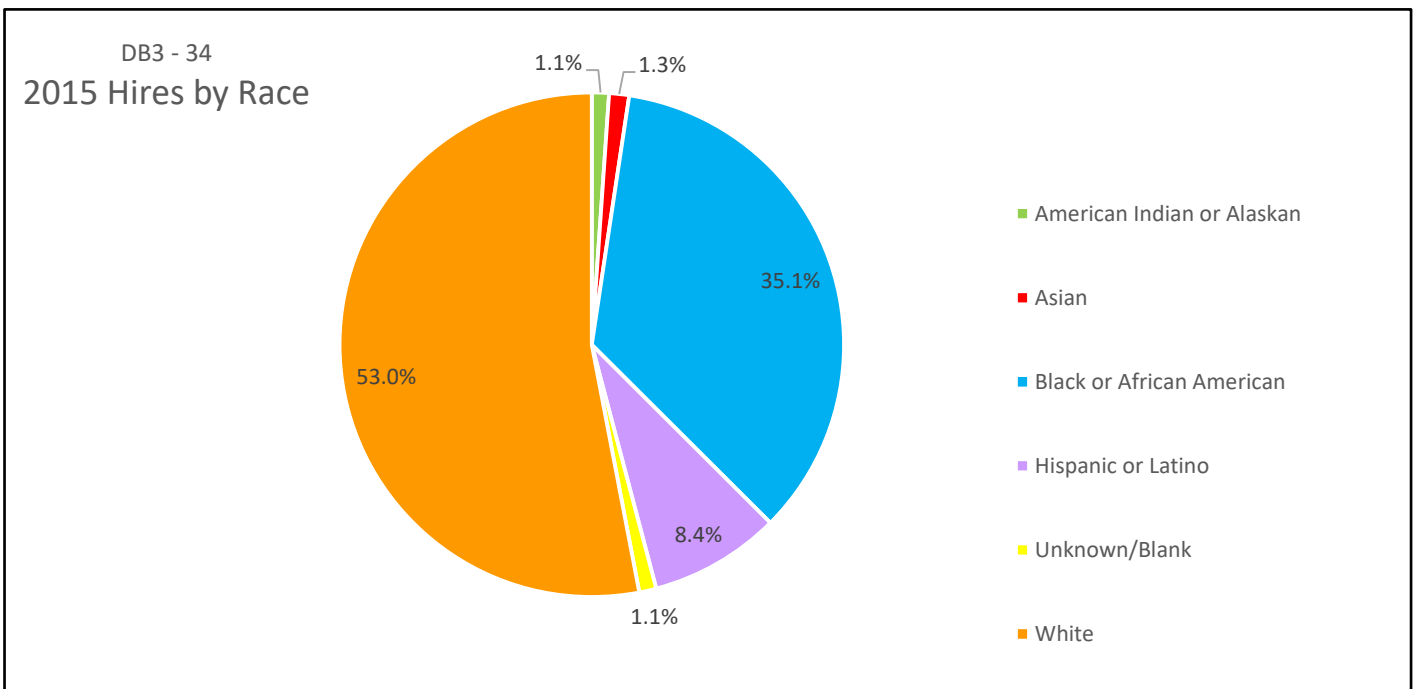
Source: Audit Services Division created chart based upon data from the County's payroll system.

DB3 - 36
Hired by Gender for 2009, 2012, 2015, 2018

Source: Audit Services Division created chart based upon data from the County's payroll system.

DB3 - 37
Salary of Hires vs. Active Employees 2009 - 2018
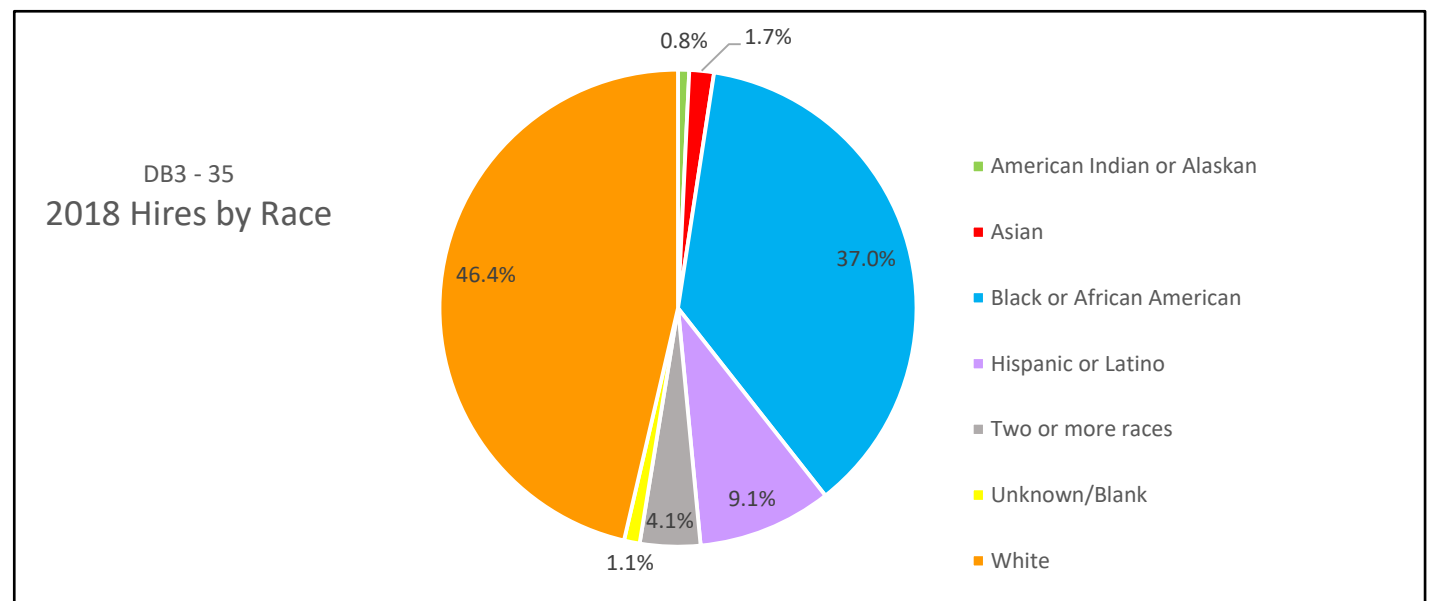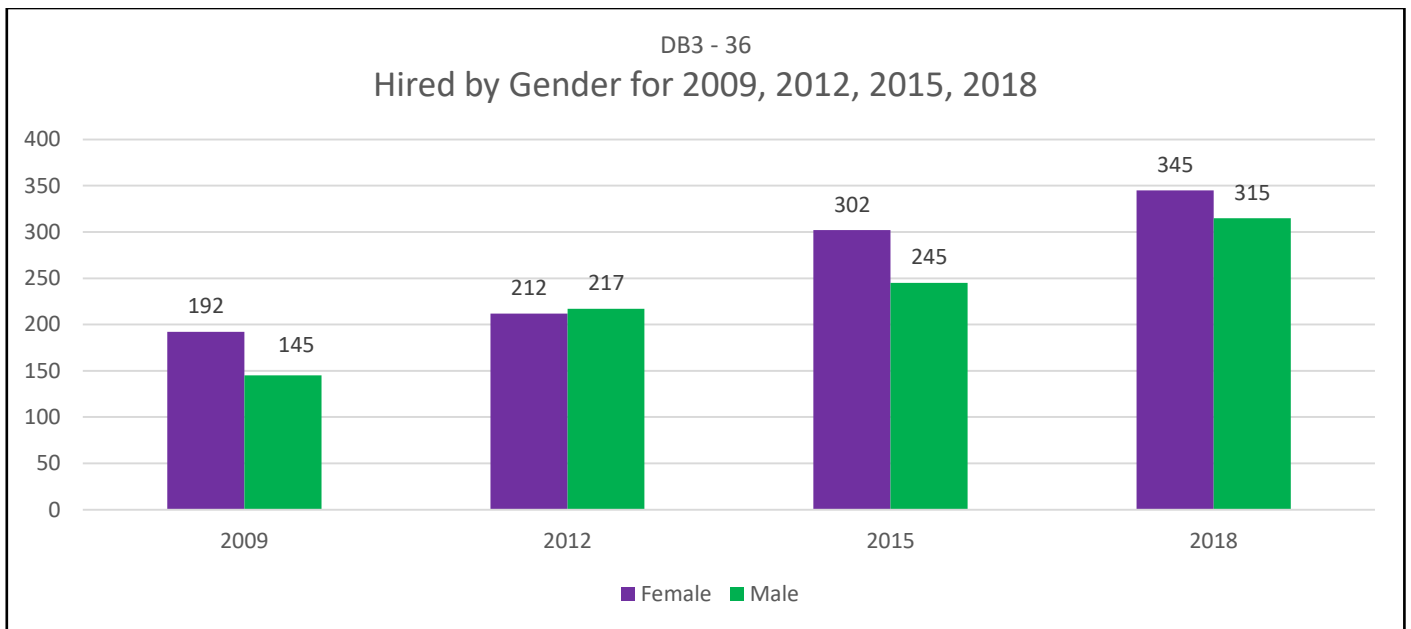
Source: Audit Services Division created chart based upon data from the County's payroll system.

Section 4: Conclusions and Recommendations.

In developing an updated, contemporary workforce diversity plan to achieve the stated strategic goal that by 2023 Milwaukee County leadership, management, and staff will reflect the demographics (including but not exclusively racial) of Milwaukee County and achieve racial equity by 2030. Our data showed:

- There are racial groups countywide that do not reflect the population estimates issued by the Census Bureau for 2018 for Milwaukee County.
- Staffing representation varied widely by department.
- Salary analysis showed that the diversity of staff diminished the larger the salary was.

In our interview with the Department of Human Resources they indicated that some departments were an area of focus to increase their diversity. They mentioned the Airport, Parks and Zoo. The Department has recently hired a new Diversity and Inclusion Manager to in part focus on these areas. We did review existing Administrative Manual Operation Procedures (AMOPs) that HR had on file.

This report's findings were similar to the findings from the 2014 audit we conducted which found that Milwaukee County did not have a contemporary, comprehensive workforce diversity policy. It also found that there was wide variation in workforce diversity among fulltime staff in major County departments. The prior audit also found that since 2007, Milwaukee County has experienced problems with the collection and maintenance of data necessary to accurately report and effectively analyze and manage

113

issues relating to workforce diversity. While we saw evidence of improved data, additional work is needed to fully diversity the County workforce.

Therefore, we recommend that DHR address the following issues identified in this report:

1. *Work with County agencies that are outliers in both directions for both racial groups and gender to formulate a plan to diversify their staffing.*

2. *Set up a system to regularly monitor the variance in salaries by race and analyze the data to determine the cause. Once cause has been determined, establish appropriate steps to eliminate the variance and report actions to County leadership and policymakers.*

3. *Review, update and distribute all relevant diversity AMOPs (e.g. Diversity and Inclusion, Equal Employment Opportunity, Hiring for a Vacant Position).*

4. *Conduct a review of all involuntary separations to determine if there is a reason for the disproportionate number of Black or African American employees or other racial groups. Devise a plan to work with managers to combat this trend.*

5. *Work to establish a toolkit for recruiting and hiring a diverse workforce to provide specific guidelines and train hiring managers on how to hire a diverse staff.*

6. *Establish policies and procedures regarding the production, publication and retention of the biennial EEOC report.*

7. *Evaluate whether manager diversity performance should be added to the annual performance evaluation process.*

8. *Update, publish and present County workforce data to policymakers annually.*

Exhibit 1

Audit Scope

The objective of this audit, developed in consultation with the Comptroller, was to obtain and analyze payroll data from 2009 to 2019 to review if findings from the prior audit released in 2014 were still valid in 2019. In addition, we sought to provide policymakers and County Leadership with a look back at what the County workforce has looked like for the past ten years and provide data as they begin work to achieve the County's strategic goals by 2023 and racial equity by 2030.

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

We limited our review to the areas specified in this Scope Section. During the course of the audit, we:

- Reviewed Adopted Budget information for Milwaukee County and the related audit objectives for the years 2009 - 2018.

- Obtained and reviewed applicable policies and procedures and internal forms, reports, correspondence, etc. relating to the audit objectives.

- Reviewed applicable State of Wisconsin Ordinances and Statues relating to the audit objectives.

- Reviewed prior Milwaukee County audit reports, Comprehensive Annual Financial Report (CAFR), and Employee Retirement System (ERS) reports relating to the audit objectives.

- Reviewed Association of Local Government Auditors (ALGA) and Government Finance Officers Association (GFOA) articles relating to the audit objectives.

- Conducted Internet research to identify studies and audits that provide useful background information, relevant industry standards, performance measures, best practices comparisons, and recommendations concerning the auditee and its operations.

- Reviewed surveys, research reports, briefings, communication, and data and policy analyses undertaken by Milwaukee County pertaining to the auditee and its operations.

- Obtained an organizational chart of the Department of Human Resources and its operations.

- Designed a data needs plan and methodology for extracting data from the Human Resources Payroll System (HPW).

- Interviewed Payroll staff and obtained employee data using a query template created within the County's HPW system for Audit and confirmed separation method and new hire date analysis using the last hire date data field.

- Interviewed Human Resources staff that perform functions directly related to the audit objectives to obtain additional perspectives on how well operations are performed.

- Performed risk assessment of potential areas that could be involved in potential fraud in addition to loss, waste and abuse that fall within the parameters of our audit scope and objectives and met with fraud auditor to discuss possible approaches for determining the extent, if any, of potential fraud.

- Extracted data (computer-generated) for active and terminated (separated) employees for the years 2009-2018; November 1, 2019.

- Performed data integrity tests on employee data downloaded from HPW files which included spot checks of at least one of the downloaded files.

- Filtered the data files to remove duplicate clock numbers, elected officials, and to include only active/terminated full-time employees who worked 80 hours or more per pay period.

- Determined how department codes will be grouped to form the functional areas for analysis.

- Extracted active and termination data for each of the selected demographics for the years 2009-2019. Summarized the results and graphed each demographic.

- Obtained the 2010 United States Census population data and estimated 2018 population data for comparison purposes. In addition, 2010 US Census population based on zip codes.

- Determined separation reason codes for all the years 2009-2018.

- Researched employee turnover formulas to confirm turnover ratio formula used.

- Created a template to facilitate the calculation of employee turnover ratios for Milwaukee County for the period 2009-2018.

- Researched and obtained relevant labor force separation ratio data for the US and State Governments from the Bureau of Labor Statistics for the years 2009-2018.

- Determined Milwaukee County active employee totals by zip code for the years 2009 and 2019.

Exhibit 2

Milwaukee County

Department of Human Resources

INTER-OFFICE COMMUNICATION

Date: February 17, 2020

To: Jennifer L. Folliard, Director of Audits

From: Julie Landry, Chief Human Resources Officer

Subject: Response to March 2020 Audit – Pulling Back the Curtain: A Look at Milwaukee County's Workforce Through Racial and Gender Equity Lenses from 2009-2019

The Department of Human Resources provides the following responses to the eight recommendations as noted on page 111 of the audit report.

Recommendations:

1. **Work with County agencies that are outliers in both directions for both racial groups and genders to formulate a plan to diversify their staffing.**

   Human Resources acknowledges that Milwaukee County has diversity, but there are agencies within the organization where diversity is minimal in one or both areas. The recruitment team will collaborate with agency leaders, diversity and inclusion program manager, and HR business partners to develop and implement unique recruitment targets and strategies to increase the diversity of staff by race and gender.

   The HR Operations Director and the recruitment manager are currently developing a county-wide recruitment plan recognizing that we have diversity in MC, but there are agencies where diversity could be increased at all job levels by race and gender. Increasing diversity is a 2020 HR performance management goal. Our goal is to increase the diversity of the applicant pools by 3% for leadership (cabinet), Managers/supervisors (people leaders) and classified and support staff positions inclusive of all agencies. By increasing the diversity of the applicant pool, we should see an increase in the number of diverse candidates hired.

2. **Set up a system to regularly monitor the variance in salaries by race and analyze the data to determine the cause. Once cause has been determined, establish appropriate steps to eliminate the variance and report actions to County leadership and policymakers.**

   The department of human resources will develop and implement a system to regularly monitor the variances in salaries by race and analyze the data to determine the cause by the end of Q2 2020. HR will report the findings and recommendations to county leadership and policymakers in Q3, 2020.

3. **Review, update and distribute all relevant diversity AMOPs (e.g. Diversity and Inclusions, Equal Employment Opportunity, Hiring for a vacant position).**

   In January 2020 the department of human resources set AMOP expectations and put a process in place to monitor our progress and compliance with the AMOP process. We also assigned this responsibility to our HR Analyst to ensure we are accountable. The HR Analyst met with each division leader to identify AMOPs and established a timeline/schedule for review. Each division leader has also added "AMOP review" as a standing agenda item for team meetings. The Chief

Human Resources Officer also receives AMOP update from division leaders in their bi-weekly meetings (if one is up for review/updating or a new AMOP is being created).

Our Diversity and Inclusion Program Manager is currently updating the referenced AMOPs and will be submitting them to the AMOP committee review in the months to come.

4. **Conduct a review of all involuntary separations to determine if there is a reason for disproportionate number of Black and African American employees or other racial groups. Devise a plan to work with managers to combat this trend.**

    The HR employee relations team in collaboration with the Diversity and Inclusion Program Manager and Employee Engagement Program Manager will review involuntary separations and devise a plan to support managers to reduce the trend in involuntary separations of Black/African American employees. The data review and recommended plan will be developed and implemented by Q3 2020.

5. **Work to Establish a toolkit for recruiting and hiring a diverse workforce to provide specific guidelines and train hiring managers on how to hire a diverse staff.**

    The department of human resources will develop a toolkit for recruiting and hiring a diverse workforce with specific guidelines and strategic actions for HR recruiting team and people managers by Q3 2020.   HR has piloted a few strategies that will be included in the toolkit.

6. **HR should establish policies and procedures regarding the production, publication and retention of the biennial EEOC report**.

    The department of human resources will create an AMOP for completing and retaining the biennial EEOC report.

7. **HR should evaluate whether manager diversity performance should be added to the annual performance evaluation process.**

    Increasing employee diversity is a HR goal and an organizational goal as indicated in the Strategic Plan. The department of human resources will identify and integrate key performance indicators that measure diversity into manager and department leader annual goals to measure progress on increasing diversity within the agency by Q2 2020.

8. **Update, publish and present County workforce data to policy makers annually**.

    The department of human resources will develop a report to share workforce data on a monthly basis as a standing item that is presented to the personnel committee and full board. This report will be public as it will be a board item.   Annually the department of human resources will publish an annual diversity and inclusion report to be included as part of the HR budget narrative starting with the FY21 budget process.