

**Surveys: Milwaukee County  
Departments Collect Information  
Primarily from Program Users but  
Guidance should be Provided to  
Improve Data Collection Methods**

**November 2022**

**Milwaukee County Office of the Comptroller  
Audit Services Division**

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# Milwaukee County

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

November 4, 2022

We have completed an audit, *Surveys: Milwaukee County Departments Collect Information Primarily from Program Users but Guidance should be Provided to Improve Data Collection Methods*. A response from the Office of Equity is attached as **Exhibit 4**. We greatly appreciated the cooperation extended by the Office of Equity, the Department of Administrative Services and other County departments during the course of this audit.

We conducted a review of whether Milwaukee County departments conduct scientific surveys, what type of topics they are surveying, and what areas of the County's population are reached via their surveys. In addition, we reviewed two cities that have conducted comprehensive resident input surveys to identify costs, strengths, challenges and lessons learned.

We found that the select County departments we contacted have conducted over 160 surveys in recent years. The surveys tended to be more customer participation in nature rather than scientific surveys and many were conducted with in-house staff. We found that the County does not currently have guidelines for departments to use. Some, but not all of the surveys, included demographic data. In addition to the surveys conducted most departments also participated in community engagement activities.

We made three recommendations that we believe will help the County address the issues raised in the report. Please refer this report to the Committee on Audit.

Jennifer L. Folliard  
Director of Audits

JLF/mrp

Attachment

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## Why We Did This Audit

The County Board expressed concerns regarding what community outreach and surveys are being released by departments and the type of surveys that are being conducted. These concerns led to the adoption of a County Board resolution which requested an audit of how Milwaukee County has engaged public or employee opinions of service delivery and efforts. Questions regarding if these efforts were producing statistically valid results and whether the results are representative of people of color, people with disabilities, people with language or technical barriers and people that have been marginalized were raised.

## What We Recommend

Should policymakers desire a county-wide survey be conducted a vendor would likely be required to support the project. We found a wide range of cost estimates depending on how a survey is conducted with many considerations to ensure a survey is representative of the County's community.

ASD made 3 recommendations that, if implemented, will address the issues raised in the audit.

- *The Office of Equity lead efforts to develop a guide for departments to use when conducting surveys and gathering data. This guide should be completed and distributed to departments within a year.*
- *The Office of Equity should lead efforts to encourage departments, via both its guide to surveys and when providing assistance to departments to include demographics of respondents and the methods used in conducting the survey including but not limited to: type of sample selection if applicable, conducted in-house or via contract, and cost of contract when results of a survey are reported to the public or the County Board.*
- *The Office of Equity lead efforts to develop a guide to maximize the results of community engagements that departments are participating in and provide the guide to departments within one year.*



November 2022

## Surveys: Milwaukee County Departments Collect Information Primarily from Program Users but Guidance should be Provided to Improve Data Collection Methods.

### BACKGROUND

With as diverse a community as Milwaukee County and with as wide a variety of services provided by the County to those residents, soliciting and hearing from all sectors of the County is a difficult task.

### OVERALL OBJECTIVE

Our overall objective was to determine whether Milwaukee County departments conduct scientific surveys and received responses representative of the County's community.

### WHAT WE FOUND

We contacted select County departments and found they conducted over 160 surveys in recent years. Most were customer participation surveys. The table below shows the number of surveys by department.

Summary of Surveys Conducted by Select Departments		
Department	Number of Surveys	Date Range
Airport	32	2015-2022
DHHS including Aging & BHD	46	2015-2022
Human Resources	3	2016-2020
Office of Equity	1	2020
Parks	26	2016-2022
Strategy, Budget and Performance	5	2018-2021, 2023
Sheriff	6	2015-2021
Zoo	42	2015-2022
<b>Total (estimated)</b>	<b>161</b>	

- The County does not currently have guidelines or standards for departments to use to guide their survey development, deployment and analysis.
- Some but not all of the County's surveys included demographic data.
- In addition to the surveys conducted by County departments, we found that most departments also participated in community engagement activities.
- We reviewed a select number of these surveys to answer the questions below. Many of the surveys were conducted in-house by existing staff and none were conducted following all common protocols for scientific surveys but some did incorporate items such as sampling of users and oversampling of underrepresented populations.

Review Questions for each County Survey
Was it a customer satisfaction based survey?
Was it conducted using scientific methods such as sampling?
Were other methods employed beyond a survey?
Were actions taken to increase the participation of historically underrepresented groups?
Was demographic data included?
Was the survey conducted by an outside vendor?

- Major issues for scientific surveys include: random sampling is required, underrepresented groups are less likely to respond to surveys so often weighing of results is required to ensure survey is representative, wording of questions can impact the results.
- Over sampling and community outreach is often required to get representative results.
- There are multiple factors to consider when deciding to conduct a county-wide encompassing survey. We reviewed two cities, Charlotte and Philadelphia, and their use of city wide surveys to identify costs, strengths, challenges and lessons learned by those entities in conducting their comprehensive resident input surveys. Our analysis of the Cities' work showed that in addition to employing methods to ensure a representative survey, additional community based work with a variety of partners produces the most comprehensive results.

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To report County government fraud, waste or abuse call 414-933-7283 or visit <http://county.milwaukee.gov/Audit/Fraud-Reporting-Form.htm>

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# Surveys: Milwaukee County Departments Collect Information Primarily from Program Users but Guidance should be Provided to Improve Data Collection Methods

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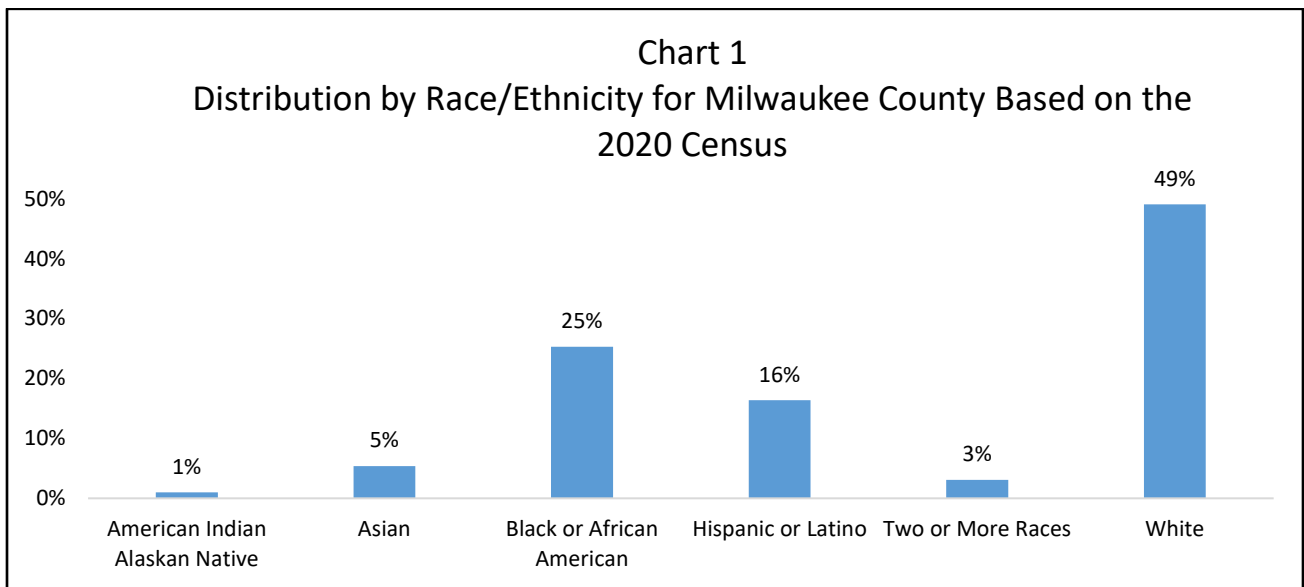
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## Background

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Milwaukee County covers an area of approximately 242 square miles and consists of ten cities and nine villages. The County serves as the population, economic and financial center of Wisconsin. The population of Milwaukee County was estimated to be 928,059 as of July 1, 2021 by the U.S. Census Bureau. The County has a diverse population with no racial or ethnic category above 50%. The County's population is comprised of 51.4% of residents who identify as female. For County residents under 65, 9% reported having a disability and 9% reported not having health insurance. Chart 1 shows the distribution of the County's population by Race/Ethnicity based upon the estimated population from the 2020 Census.



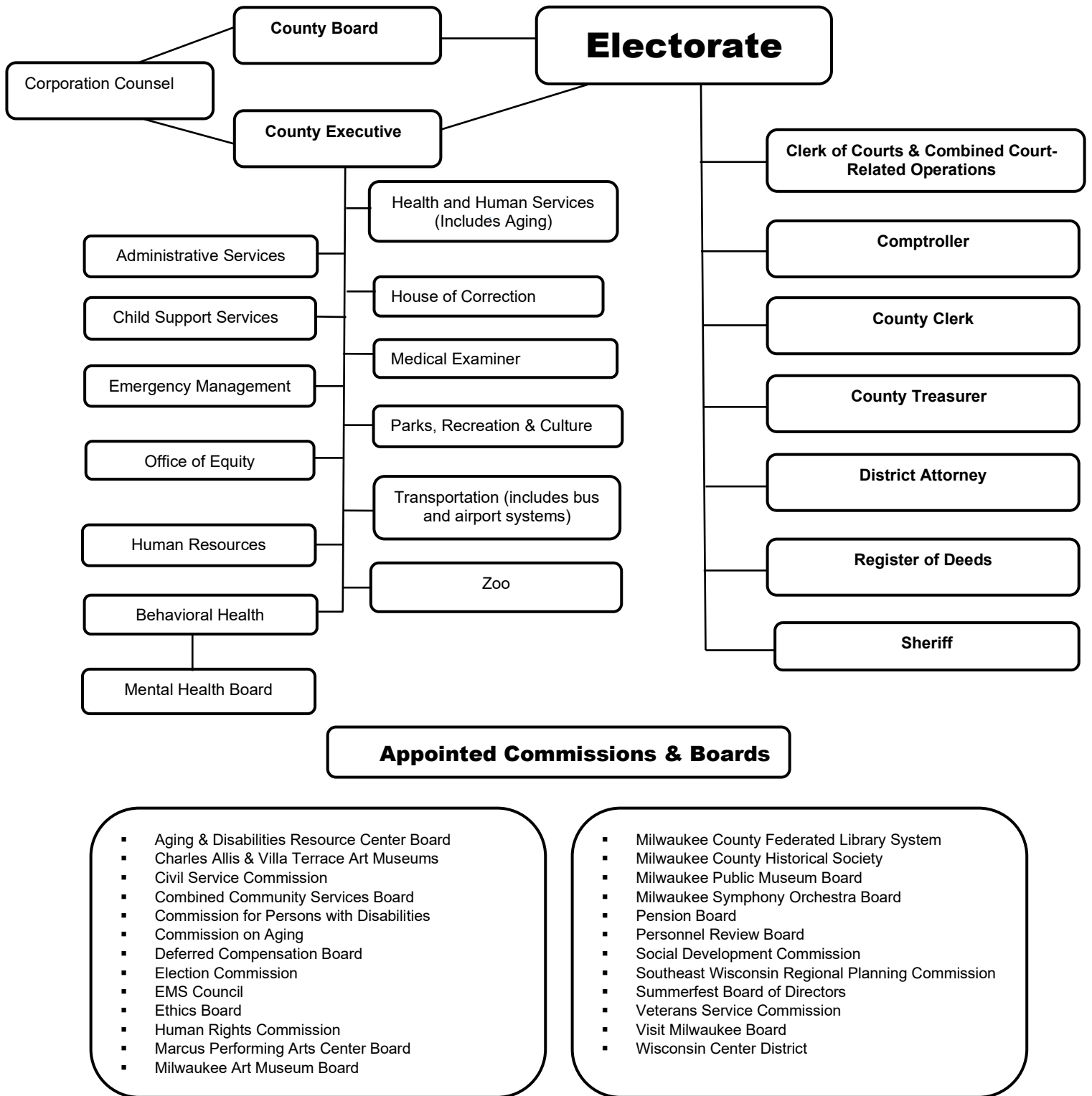
Source: Chart created by Audit Services Division based on Census Bureau Data.

Based on the 2020 estimates from the Census Bureau, the median household income for the County was \$52,260 with 19% of the County living in poverty. The County has a median home value of \$164,200 with an owner-occupied housing rate of 49.1%. Its median gross rent was \$899 per month. The average persons per household is 2.42 and 85% of residents were residing in the same household they were as of one year ago. 17.5% of County residents have a language other than English spoken at home. 89% of households reported having a computer present while 81% had a broadband internet subscription from 2016 – 2020. 78% of the County residents are high school graduates and 31% hold a bachelor's degree or higher. The mean travel time to work is 22.5 minutes.

Milwaukee County government provides a wide variety of services to its citizens with many demands on the capped tax levy funding available to the County. The County is wholly incorporated into the 19 municipalities which can lead to confusion among residents over which entity is responsible for

service provision. Figure 1 depicts the varied County Departments and Boards and Commissions based upon the 2022 Adopted Budget.

**Figure 1 – Milwaukee County Organizational Chart**



**Source:** Auditor created chart using Milwaukee County 2022 Adopted Operating Budget data.

With as diverse a community as Milwaukee County is and with as wide a variety of services provided by the County to those residents, soliciting and hearing from all sectors of the County is a difficult task. Concerns by County Board Supervisors regarding what type of community outreach and surveys are being released by departments and concern over the type of surveys that are being conducted including, but not limited to, if they are scientific have been raised. Results that are being received by departments who conduct surveys or community engagement with their users may not be reflective of all County residents.

These concerns led to the adoption of a County Board resolution which requested that the Office of the Comptroller, Audit Services Division, conduct an audit of how Milwaukee County offices and departments have engaged public or employee opinions of service delivery and efforts. The County Board would like to determine whether engagements produce statistically valid results and whether the results are representative of people of color, people with disabilities, people with language or technical barriers and people that have been marginalized.

This audit is in response to the request from the County Board and seeks to review and report on what standards and best practices exist to guide the County in conducting reliable and usable surveys including the aspects needed to reach all stakeholders especially those that historically have not been represented in surveys and community engagement. We reviewed surveys and community engagement conducted by other governmental entities along with outreach to County Departments to determine what surveys and community engagements the County conducted recently.

One definition of a survey is to investigate the opinions or experiences of a group of people by asking them questions. There are three common types of assessments that come to mind when people use the word survey. There are 1) scientific surveys which are often used when conducting polling or obtaining the opinion of a large number of people based upon a representative sample, 2) customer participation surveys where people are asked about their experience with a given service, and 3) community engagement activities.

#### Scientific Survey/Polls

According to the National Institute of Health, surveys are an important means of collecting information from a sample of people in a standardized way to better understand a larger population. There are many methods used to conduct surveys, including questionnaires and in-depth interviews via phone, mail, email, and in-person. Scientific surveys allow researchers to collect empirical data in a relatively short period of time. Depending on the design and scope, surveys can collect data on

a representative sample of people, particularly when samples are randomized or sampling is used which involves selecting units for the sample based on characteristics that are important for the research question.

### Customer Participation Survey

Customer participation surveys are used to understand the satisfaction levels with an organization's products, services, or experiences. It is often used to measure customers' needs, understand problems with products and/or services, or divide customers by their score. These types of surveys often are based upon a rating scale which makes it easier to measure changes over time, and gain a deeper understanding of whether or not an organization is meeting the customer's expectations.

### Community Engagement

According to the website, Racial Equity Tool, civic and community engagement includes strategies to organize individuals for collective action, as well as strategies to make sure that all voices in a community are heard as part of inclusive decision-making. People often use civic or community engagement strategies to work towards racial equity goals. It is useful to consider the extent to which the work is based on the expressed wishes of the people whose lives are most likely to be affected positively and negatively by the work.

In this report we sought to find guidelines on how to conduct all three versions of surveys, what surveys exist in other governmental entities, and what County departments are currently doing or have done in recent years. We used these findings to create recommendations for County management which are contained in Section 5.

We direct our recommendations to the County's Office of Equity (OOE). One of OOE's four service areas includes Community Engagement and Strategic Partnerships. Its goal is to develop standard practices and frameworks for community engagement, and to lead and support countywide community outreach initiatives and strategic partnerships with an emphasis on communities of color and vulnerable populations across the County. For this reason, we are directing the recommendations to this department. In 2022 the Milwaukee County Adopted Budget reimagined the Office on African American Affairs as the Office of Equity, expanding the work of the department and creating the County's first Chief Equity Officer. The mission of the OOE is to support the County and empower the community to achieve the County's vision of racial equity. As a part of this mission, OOE engages county residents, builds the capacity of county leaders, departments, and municipalities, and facilitates collective impact to assess and transform policies, practice and power structures.



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**Section 1: Multiple organizations publish guidelines for conducting scientific surveys; many of those guidelines can be applied to customer participation surveys and community engagement activities to enhance the quality of data received.**

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**Scientific surveys made prominent by political polling throughout election cycles require the most precise of methods to ensure the results maintain their integrity. Multiple national organizations publish information on the requirements for a quality scientific survey.**

The National Council on Public Polls (NCP) is an association of polling organizations established in 1969. Its mission is to set the highest professional standards for public opinion pollsters, and to advance the understanding, among politicians, the media and general public, of how polls are conducted and how to interpret poll results.

NCP uses only scientific polls as criteria from a random sample or size. The NCP recommends using a professional organization to conduct surveys. By using unscientific results, information from polls is skewed, biased, and could provide flawed results. Interviews conducted with a scientific sample can accurately reflect the opinions of millions of American adults.

According to the NCP, in scientific polls the pollster uses statistical methods to select participants compared to unscientific polls where self-selection occurs. When the chance of selecting each person in the target population is known, the results of the sample survey can be used to reflect the entire population. This is called a random sample or a probability sample. This is the reason that interviews with 1,000 American adults can

**Even a random sample cannot be purely random in practice as some people don't have phones, refuse to answer phones, or are not home.**

**Mail surveys can be excellent sources of information, but it takes weeks to do a mail survey, meaning that the results cannot be as timely as a telephone survey.**

accurately reflect the opinions of more than 210 million American adults. The NCPP does caution that even a random sample cannot be purely random in practice as some people don't have phones, refuse to answer phones, or are not home.

Using the sampling method will produce more accurate results regardless of the methods used to conduct the survey. The four most common methods are: in person, by telephone, online or by mail. Mail surveys can be excellent sources of information, but it takes weeks to do a mail survey, meaning that the results cannot be as timely as a telephone survey. NCPP says that unscientific poll methods are widespread including 900 call-in number polls, man-on-the-street surveys, and many internet polls.

NCPP includes 20 questions to use to determine if survey results are scientific or unscientific. Of the questions, 12 can be applied to non-polling surveys. They are:

1. Who did the survey?
2. Who paid for the survey and why was it done?
3. How many people were interviewed for the survey?
4. How were those people chosen? What area (nation, state, or region) or what group (teachers, lawyers, Democratic voters, etc.) were these people chosen from?
5. Are the results based on the answers of all the people interviewed?
6. Who should have been interviewed and was not? Or do response rates matter?
7. When was the survey done?
8. How were the interviews conducted?
9. What is the sampling error for the survey results? Pollsters express the degree of certainty of results based on a sample as a "confidence level." This means a sample is likely to be within so many points of the results one would have gotten if an interview were attempted with the entire target

**The very wording of questions can make major differences in the results and the order of questions can impact the result.**

population. Most polls are usually reported using the 95% confidence level.

10. What other kinds of factors can skew results? Poll results can be skewed by the sampling error, question phrasing and weighted answers.
11. What questions were asked? It is important to find the exact wording for questions to be sensitive and avoid biases.
12. In what order were the questions asked? The impact of order can often be subtle.

**In 2006 the Federal Office of Management and Budget issued a document that details 20 standards for statistical programs conducted by agencies within the federal government.**

**The Federal Office of Management and Budget issued a document that contains standards for statistical programs.**

In response to the Information Quality Act in 2006, the Office of Management and Budget developed a document to provide policy and procedural guidance to Federal agencies for ensuring and maximizing the quality, objectivity, utility, and integrity of information released by Federal agencies. The document provides 20 standards for Federal statistical programs that “apply to Federal censuses and surveys whose statistical purposes include the description, estimation, or analysis of the characteristics of groups, segments, activities, or geographic areas in any biological, demographic, economic, environmental, natural resource, physical, social, or other spheres of interest.”

Also, this document lists statutory and administrative provisions that govern the protection of information like the Privacy Act and the Freedom of Information Act.

The standards are for statistical surveys and are detailed in Table 1.

<b>Table 1</b>	
<b>Office of Management and Budget Statistical Survey Standards</b>	
<u>Section</u>	<u>Standards Detailed</u>
Section 1 – Development of Concepts, Theories & Design	Survey planning, survey design, survey response rates, pretesting survey systems
Section 2 – Collection of Data	Developing sampling frames, required notifications to potential survey respondents, data collection methodologies
Section 3 – Processing & Editing of Data	Data editing, nonresponse analysis and response rate collection, coding, data protection, evaluation
Section 4 – Production of Estimates & Projections	Production of estimates and projections
Section 5 – Data Analysis	Analysis and report planning, inference and comparisons
Section 6 – Review Procedures	Review of information products
Section 7 – Dissemination of Information Products	Releasing information, data protection and disclosure avoidance for dissemination, survey documentation, documentation and release of public use microdata
Source:	Table created by Audit Services Division based on information from the U.S. Office of Budget and Management.

**The American Association for Public Opinion Research, an association of public opinion and survey research professionals, maintains a list of 12 recommendations on how to produce a quality survey.**

The American Association for Public Opinion Research (AAPOR) was founded in 1947 and is an association of public opinion and survey research professionals in the U.S., with members from academia, media, government, the non-profit sector and private industry. Included in its information, the AAPOR maintains a list of 12 recommendations on how to produce a quality survey:

**In surveys using a probability-based sample, the sample is not selected haphazardly or only from persons who volunteer to participate. It is scientifically chosen so that each person in the population will have a chance of selection.**

**Interviewers must also be carefully equipped through training with effective responses to deal with concerns that reluctant respondents might express.**

1. Have specific goals for the survey.
2. Consider alternative data beyond a survey.
3. Select samples that well represent the population to be studied.
4. Use designs that balance costs with errors.
5. Take great care in matching question wording to the concepts being measured and the population studied.
6. In interviewer-administered surveys, train interviewers carefully on interviewing techniques and the subject matter of the survey.
7. Pretest questionnaires and procedures to identify problems prior to the survey.
8. Construct quality checks for each stage of the survey.
9. Maximize cooperation or response rates within the ethical treatment of human subjects.
10. Use statistical analytic and reporting techniques appropriate to the data collected.
11. Carefully develop and fulfill pledges of confidentiality given to respondents.
12. Disclose all relevant methods of the survey to permit evaluation and replication.

Additional items of note from the AAPOR include that there are several questions to ask to understand the potential bias due to coverage issues. It notes that in an ideal world, all or nearly all of the target population would be identifiable and accessible such as a full email directory of all employees used for an employee survey or email addresses for everyone who participated in an online webinar for an evaluation survey. Once a sampling frame is determined or created, a sample can be selected.

Bias can occur when a sample is selected which potentially could affect the validity of the survey results. Weighting the sample based on known characteristics of the target population, such as demographics, is often used to ensure that the weighted distribution of these characteristics in the sample is in the same proportions as in the target population.

Nonresponse occurs when people or households are sampled but from whom no data is collected. This can be due to any number of factors: refusal by the selected respondent; not being home when contact is made; or forgetting to complete the survey during the field period. A common term used in survey development is response rate which is the percentage of those initially sampled who actually completed the interview. The type of survey used can impact response rates, for example, mail surveys are less likely to be filled out by young adults who are more likely to respond to online surveys versus older adults.

**The Department of Defense has an instructional report to provide guidance to its staff on surveys. Of note, it includes policies on coordinating or executing surveys that cross departments.**

The Department of Defense uses its Instruction Report to establish policies and assign responsibilities for coordination of survey requests. The guide includes procedures for state, local, tribal governments, other federal agencies, public organizations, and government contractors.

The guide establishes procedures for evaluating and obtaining mandatory reviews by different departments along with any coordination of surveys that may need to occur. The guide calls for surveys to be well-planned and to establish safeguards that the consent of individuals is received before data is requested.

Finally, the guide also provides departments with procedures for collecting information involving the use of surveys that is then shared with other departments. This helps to avoid unnecessary duplication of surveys and allows for maximum coordination among several federal departments.

**The Department of Defense includes guidance on how to coordinate surveys across departments within an agency.**

**The Urban Institute's *Using Survey Information to Provide Evaluative Citizen Feedback for Public Service Decisions* is used to assist in the application of survey results to resource allocation and service delivery.**

The Urban Institute was founded by President Lyndon B. Johnson in 1968 to provide leading research for organizations dedicated to improving people's lives and strengthening communities.

**The Urban Institute issued a paper that provides guidance in applying survey results to resource allocation and service delivery.**

In June 2010, the Urban Institute issued *Using Survey Information to Provide Evaluative Citizen Feedback for Public Service Decisions*. This paper focused on the use of performance information obtained from citizens to help make decisions about resource allocations and improving service delivery. Special challenges in conducting surveys and uses of survey-based performance indicators are presented.

According to the paper, surveys of citizens are a major data collection tool for obtaining evaluative data on the quality and effectiveness of public programs. This is typically done by interviewing the customers/clients of the service. The information can be used to establish program baselines, with a follow-up survey used to compare to evaluate the effectiveness of the program.

**The Institute includes customer participation surveys as a recommended option to obtain relevant data.**

The Urban Institute recommends two options that can be used to conduct the surveys: one is a survey that includes representative samples of all potential customers; and, the other is a customer participation survey that surveys only the customers that actually used the service. The report discussed several techniques that are available for surveying citizens:

- Mail surveys - the cheapest method but also a low response rate.

- Telephone surveys - have a higher response rate than mail surveys, are less costly than in-person interviews but are more expensive than mailed surveys since the phone interviewers require compensation and training.
- In-person surveys - have the highest response rate but also are the most costly to administer unless they are administered at a services facility.
- Online surveys - only where substantial proportions of respondents have access to a computer and are literate. The costs are small, but response rates are not as high as in-person interviews.
- A combination of the above methods can be used.

**The Urban Institute also issued a guide for engaging the community via surveys and other techniques in 2021.**

In October 2021, the Urban Institute published *Community-Engaged Surveys: From Research Analysis and Dissemination*. The toolkit shows methods for gathering and documenting community input, the four phases of engaging the community in survey work and best practices for all phases of engaging the community in survey work.

**The Urban Institute issued a guide to assist with gathering and documenting community input.**

The Institute report stated that engaging with stakeholders is particularly important when conducting community-based and collective impact initiatives. Methods to be employed during survey design can vary by the size of the group you are working with. The methods can be informal or formal and depend on the scale of a project and the desired level of engagement. The Institute recommends small work groups, individual work sessions and large group discussions.

**The Urban Institute recommends small work groups, individual work sessions and large group discussions when collecting community-based input.**

The Institute has found that surveys are a research tool well suited for community engagement and has developed four stages for engaging the community in survey work which are detailed below.



## **Contextualizing Research Questions**

- Read through the literature on the community.
- Study surveys that involve the community, similar communities, or similar topics.
- Spend time with the community.
- Engage broadly with the community in structured settings, like focus groups and interviews.
- Think through nuances or differences if the survey will be administered on a larger scale.

## **Developing Survey Questions and Tools**

- Establish a level of responsiveness to community feedback.
- Identify collaborating leaders within the community, but do not neglect other members.
- Scan the community to create a representative group of community members.
- Create an equitable and empowering atmosphere that facilitates contributions from all community members.
- Establish a method for collecting feedback.
- Record all questions and comments from community members taking the survey.
- If feasible, pilot multiple methods of survey dissemination.

## **Implementing the Survey**

- Make a plan for disseminating the survey.
- Pay community members to administer the survey or conduct outreach.
- Train community members to administer the survey.
- Create a sampling/recruitment strategy to ensure the survey reaches a representative group within the community.

## **Collaborating on Data Analysis, Report Drafting, and Product Dissemination**

- Present and analyze the data with the community.
- Draft the final materials with the community.
- Honor the authorship of community members.
- Circulate the final report among survey participants and the larger community.
- Create alternative products with communities.

**Harvard University issued guidance to include when collecting demographic data as a part of a survey.**

**According to Harvard University, demographic data should only be included in survey questions when it is needed to accomplish the goal or aims of the study.**

Harvard University operates the Office of Regulatory Affairs and Research Compliance (ORARC) under its School of Public Health. Its mission is to ensure the quality and integrity of research conducted at the School of Public Health. This is accomplished through education and monitoring of research studies in order to ensure compliance with federal, state, and local regulations as well as institutional policies.

ORARC released a tip sheet to guide entities for Inclusive Demographic Data Collection. The purpose of the tip sheet is to provide researchers with guidance on how to collect demographic data from participants in an inclusive, representative way. According to the ORARC tip sheet, it recommends the following when designing a survey/study:

- Allow participants the option to skip, omit, and/or not respond to any questions.
- Do not force a response/choice on any demographic question.
- Allow participants to select multiple responses.
- Remind participants that participation is voluntary.

Gender identity, sexual orientation, race and ethnicity are four categories where inclusive options should be provided. However, this data should only be collected when needed.

Table 2 shows options Harvard recommends when conducting a survey related to the four categories.

<b>Table 2</b>	
<b>Demographic options to include when conducting a survey according to Harvard University</b>	
<b>Race Options</b>	<b>Gender Identity Options</b>
<ul style="list-style-type: none"> <li>• American Indian or Alaskan Native</li> <li>• Asian</li> <li>• Black or African American</li> <li>• Native Hawaiian or Other Pacific Islander</li> <li>• White</li> <li>• Some other race, ethnic or origin</li> <li>• Prefer to self-describe</li> <li>• Prefer not to say</li> </ul>	<ul style="list-style-type: none"> <li>• Female</li> <li>• Male</li> <li>• Transgender</li> <li>• Cisgender</li> <li>• Non binary/third gender</li> <li>• Agender</li> <li>• Genderqueer</li> <li>• A Gender not listed</li> <li>• Prefer to self-describe</li> <li>• Prefer not to say</li> </ul>
<b>Ethnicity Options</b>	<b>Sexual Orientation Options</b>
<p>Are you of Hispanic, Latino/a/x or of Spanish origin? (One or more categories may be selected).</p> <ul style="list-style-type: none"> <li>• No, not of Hispanic, Latino/a/x or of Spanish origin</li> <li>• Yes, Mexican, Mexican American, Chicano/a/x</li> <li>• Yes, Puerto Rican</li> <li>• Yes, Cuban</li> <li>• Yes, Another Hispanic, Latino/a/x or of Spanish origin</li> <li>• Some other race, ethnicity or origin</li> <li>• Prefer to self-describe</li> <li>• Prefer not to say</li> </ul>	<ul style="list-style-type: none"> <li>• Queer</li> <li>• Straight/Heterosexual</li> <li>• Asexual</li> <li>• Gay or Lesbian</li> <li>• Prefer to self-describe</li> <li>• Prefer not to say</li> </ul>
Source: Chart created by Audit Services Division based on information from Harvard University.	

**We conducted interviews with two national centers who conduct surveys while following guidelines similar to those we identified above to hear how they conduct surveys. The University of Wisconsin Survey Center via its 50 member staff provides a variety of survey services to entities both within the UW system and outside of it.**

**Since 1987 UW-Madison has operated a Survey Center.**

The University of Wisconsin Survey Center (UWSC) is under the College of Letters & Science. The Center has conducted thousands of studies working in the field of survey research. Originally established in 1987 to support the instructional and research needs of faculty on the UW-Madison campus, it now serves a wide-range of clients including state agencies, local governments, other universities, federal agencies and not-for-profit organizations.

The Center via its 50 member staff conducts study design and implementation for surveys for multiple methods including mail, web, telephone, face-to-face and mixed methods. Qualitative methods such as focus groups, cognitive interviews and structure observations are also offered.

**The UWSC provides surveys that range in cost from \$2,500 to \$13 million. Our interview with the Associate Director provided many insights on the benefits and limitations of using surveys.**

**The cost of surveys conducted by UW-Madison range from \$2,500 to \$13 million with web survey being the least expensive.**

We conducted an interview with the Associate Director of the UWSC who indicated that the range of costs for their surveys are from \$2,500 up to \$13 million with mailings. The higher ended surveys are typically well funded with grants. A web survey can range from \$5,000 to \$8,000, and a telephone survey could range from \$40,000 to \$80,000.

**The type of survey you select and the number of people you are trying to reach is the main cost driver of the overall survey.**

There are two factors that would increase the cost of surveys; the mode of the survey and how many people the survey is trying to reach. For example, the survey that cost \$13 million had 150 people that worked on the survey which included full-time staff, students and up to ten hourly workers conducting the phone surveys.

According to staff at UW-Madison, a contracted survey could take a month or so to have public results. Other contracts could take 6 months. The UWSC staff is usually in the field for two or three months depending on the contract. The time it takes to complete a survey varies depending on if the survey is mailed or if the survey needs to be translated from English to Spanish. The staff indicated that it can take a long time to translate from English to Spanish and it can be a challenging task.

In our interview it was stated that the goal of the UWSC is to reach the respondents that are hard to reach. There is no perfect way to get a response rate. They stated that a response rate between 25% to 60% would be a representative response of those surveyed. The Center has to tailor to what they really want to find out. There must be an opportunity to make judgment calls. For example, would the survey require a Hmong translator? A judgement call must be made on whether the survey should be translated into Hmong to reach the small number of people represented in Wisconsin. Most of the UWSC surveys are mail surveys because more people respond to a mail survey than on the phone. It is very expensive to conduct an in-person survey.

**A survey may not be the best method to include hard to reach populations.**

The Associate Director of the Center stated that sometimes a survey is not the tool to get hard to reach people. The survey is a particular tool with questions, and doesn't reach the harder targeted populations. It may be better to reach some harder populations through focus groups and bringing them together to have a discussion with their peers surrounding them. This could mean that to reach the desired group more qualitative studies are needed. It can be that a survey would represent 98% of that group in the design, but the 2% of the group that is missing are the people that the survey needed to reach.

**The research center at the University of New Orleans has switched from the traditional live telephone interviews to interactive voice responses or robocalls which are less expensive.**

**Since 1985 University of New Orleans has operated a survey research center.**

Since 1985, the University of New Orleans has operated a research center that is an independent academic survey research center offering customized surveys of targeted populations and poll studies. The University of New Orleans Survey Research Center (UNOSRC) has collected information about public opinions, beliefs, and values on a wide range of social, economic and political issues. The UNOSRC provides customized surveys and surveys of targeted populations.

**A switch to robo calls reduces the costs of surveys and eliminates interviewer bias but the prohibition on cell phones causes problems with achieving a representative population.**

The UNOSRC traditionally used to do live telephone interviews before switching predominately to interactive voice response (IVR) also known as robocalls. UNOSRC reported that the advantages of IVR surveys include their low cost, the almost immediate collection of data, and the simple and convenient processing of data. They also reduce interviewer bias to zero by eliminating the live human interviewer. Every survey respondent hears the same question read the same way. IVR surveys employ an automated, recorded voice to call respondents who are asked to answer questions by punching telephone keys.

**While there are benefits to using IVR surveys there are a number of issues as well including a federal prohibition on calling cell phones and the potential requirement of post survey weighting to ensure representation from all groups.**

UNOSRC included cautions when using IVR surveys which include not relying on all details of a call list since the person in the file may not match the individual who picks up the call. Demographic categories of race, age, gender, and political party identification must be self-reported by the respondent to ensure a valid and accurate analysis. Because IVR surveying is prohibited by Federal Communications Commission rules from

calling cell phone numbers coupled with the growing trend of people of color and younger households without land lines IVR surveying can result in a coverage error. As such, no reliable conclusions can be drawn from the observed survey data unless the sample has been post-weighted to correct for the lack of representation. It is imperative that survey analysts accurately post weight the cases to reflect the demographics of the population of interest.

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**Section 2: We found many County departments that are soliciting user input primarily via customer participation surveys but they are not conducting scientific surveys.**

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**We contacted eight County departments to discover what surveys they had conducted. They reported back with more than 160 examples.**

We contacted several County departments and found that there were more than 160 surveys that had recently been conducted.

We contacted the following County departments to find out what current surveys they had released: the Airport; Department of Health and Human Services including Aging and Behavioral Health Division; Human Resources; Office of Equity; Parks; Strategy, Budget, and Performance; Sheriff and Zoo. The departments responded with over 160 examples of their recent outreach. Included in Exhibit 2 is a listing of all events provided by the departments. Table 3 shows the number by department.

**Table 3  
Summary of Surveys Conducted by Department**

<u>Department</u>	<u>Number of Surveys</u>	<u>Date Range</u>
Airport	32	2015-2022
DHHS including Aging & BHD	46	2015-2022
Human Resources	3	2016-2020
Office of Equity	1	2020
Parks	26	2016-2022
Strategy, Budget & Performance	5	2018-2021, 2023
Sheriff	6	2015-2021
<u>Zoo</u>	<u>42</u>	2015-2022
Total (Estimated)	161	

Source: Table created by Audit Services Division on information received from County Departments.

**Overall we found that the surveys we selected for review from departments are seeking feedback from their users but are not large scientifically conducted surveys.**



The County does not currently have any county-wide standards or guidelines for departments to use while conducting surveys. We asked departments while requesting survey information if they had department specific guidelines and did not find any.

In reviewing the list of surveys submitted by departments, we found that the majority of surveys were conducted as customer participation surveys. These surveys sought to obtain people's satisfaction levels with the County's products, services or experiences and provided valuable information to departments. Many of the surveys were conducted in-house by existing staff and none were conducted using all of the scientific protocols that were discussed in Section 1. Some surveys did incorporate some protocols found in Section 1 such as sampling of users and oversampling of underrepresented populations.

The lack of scientific protocols does not negate the value of the customer participation surveys the County departments conducted. However, opportunity for improvements does exist. We did a more detailed review of some of the surveys submitted to determine the answers to questions about the surveys such as if it was conducted using scientific methods or did it take actions to increase participation for groups such as people of color, people with disabilities, people with language or technical barriers and people that have

been marginalized. Table 4 is a summary of the major questions we asked for each County survey.

<b>Table 4</b>		
<b>List of Questions Reviewed for each County Survey</b>		
<b>Questions</b>	<b>Yes</b>	<b>No</b>
Was it a customer participation based survey?		
Was it conducted using scientific methods such as sampling?		
Were other methods employed beyond a survey?		
Were actions taken to increase the participation of historically underrepresented groups?		
Was demographic data included?		
Was the survey conducted by an outside vendor?		

Source: Chart created by Audit Services Division based on information gathered on conducting surveys.

**Airport’s Passenger Satisfaction Survey**

**The Airport participates in an international program that conducts surveys and reports quarterly to the Airport on passengers’ satisfaction.**

**The Airport participates in an international survey program of passengers’ satisfaction.**

**The reports are provided quarterly to the Airport. The membership dues in 2021 were \$51,070 while the Airport Service Quality program fees were \$23,684.**

The County’s airport, Milwaukee Mitchell International Airport (Airport), is a member of the Airports Council International (ACI). The cost to the Airport for its membership dues to ACI for 2021 was \$51,070. In addition, the Airport paid \$23,684 for a subscription to ACI’s Airport Service Quality (ASQ) program which operates a program that measures passengers’ satisfaction at Airports globally. There are close to 400 participating airports in 95 countries. Since the surveys are conducted on a quarterly basis, ACI is able to show customer satisfaction trends. Table 5 shows the results of the review by audit staff.

<b>Table 5</b>		
<b>List of Questions Reviewed for the Airport Survey</b>		
<b>Questions</b>	<b>Yes</b>	<b>No</b>
Was it a customer participation based survey?	X	
Was it conducted using scientific methods such as sampling?	X	
Were other methods employed beyond a survey?		X
Were actions taken to increase the participation of historically underrepresented groups?		X
Was demographic data included?	X	
Was the survey conducted by an outside vendor?	X	

Source: Chart created by Audit Services Division based on information provided by the Airport.

**Survey results show the overall rating for the Airport and its score in eight categories along with comparisons to prior quarters' surveys.**

**The Airport had 352 respondents to its survey in the fourth quarter of 2021.**

In the fourth quarter of 2021, there were 352 responses to the survey for Milwaukee County. A total of 96,632 passengers completed the ASQ Departure Survey globally. The results for other participating airports are confidential. Of the County's respondents, 42% were female and 58% male. The largest percentage of respondents were from the ages of 26 – 34 with 18% of respondents within this age grouping.

**The overall satisfaction for the Airport was a 4.38 out of five for the fourth quarter of 2021.**

The overall satisfaction for the Airport was 4.38 out of five for the fourth quarter of 2021. The Airport's overall satisfaction rate ranged from a low of 4.34 in the first quarter of 2019 to a high of 4.48 in the first quarter of 2021 according to the fourth quarter 2021 report.

**The ACI survey was distributed in multiple forms, multiple languages and included 55 questions.**

**The passenger satisfaction questionnaire contains 55 questions.**

The ACI surveys were distributed in paper form or entered by computer tablets. According to ACI the questionnaire is available in forty-two languages. The survey is composed of 55 questions including:

- 34 items where passengers are asked to rate specific service related topics and their overall satisfaction with the airport on a scale of 1 (poor) to 5 (excellent).
- Questions related to the passenger profile.

The questionnaire is self-completed by randomly selected passengers at the boarding gates of pre-selected flights. Flights are selected based on destination and carrier in order to obtain a representative sample of all departures from a participating airport. The survey is conducted over all

operating hours of the participating airport. Data is weighted according to the proportion of actual international traffic and actual domestic traffic, when applicable.

### **DHHS- Adult Protective Services/Elder Abuse Survey**

**The Department of Health and Human Services Adult Protective Services conducted a survey in 2020 to 2021 for participants in its Adult Protective Services and Elder Abuse Programs.**

The Department of Health and Human Services (DHHS) operates the Adult Protective Services program within its Disabilities Services Division (DSD). This program responds to reports of abuse, neglect, financial exploitation, and self-neglect of people ages 18-59 who have incapacities that impair a person's ability to care for his or her needs.

In addition, DHHS operates an Elder Abuse program within its Division on Aging that responds to reports of abuse, neglect, financial exploitation, and self-neglect of people age 60 and older. For many years, Milwaukee County had been unique in that Adult Protective Services (APS) and Elder Abuse programs were operated separately. In 2020 DHHS integrated both programs into one program as a part of its No Wrong Door Policy. The goal of No Wrong Door is to serve people throughout their lifespan with services tailored to each individual and care that promotes dignity, regardless of race, gender, or socio-economic status. As a part of the transition DHHS began a pilot of a combined Triage Call Center on June 15, 2020. The Pilot was scheduled to end December 31, 2020.

**DHHS recently merged its Elder Abuse program and its Adult Protective Services program as a part of its No Wrong Door Policy.**

**DHHS conducted a survey of the Adult Protective Services Program in 2020 – 2021.**

**A survey conducted in 2020 – 2021 looked at the results of a pilot program for both Aging and APS clients.**

DHHS conducted a survey of the APS and Elder Abuse program in 2020-2021. The goal of the survey was to measure and improve customer satisfaction outcomes in addition to improving timeliness of services to adults-at-risk. Table 6 shows the results of the review by audit staff.

<u>Questions</u>	<u>Yes</u>	<u>No</u>
Was it a customer participation based survey?	X	
Was it conducted using scientific methods such as sampling?		X
Were other methods employed beyond a survey?		X
Were actions taken to increase the participation of historically underrepresented groups?		X
Was demographic data included?		X
Was the survey conducted by an outside vendor?		X

Source: Chart created by Audit Services Division based on information provided by DHHS - Aging Division.

**Conducted over the phone, 26 surveys were completed of the 345 people who completed the program during the survey time period.**

**In a December 7, 2020 letter to the County Board, DHHS reported survey results.**

In October and November of 2020 a phone satisfaction survey was conducted with APS consumers. According to an interview with DHHS, surveys were conducted by telephone calls to adults that need protection services. APS and Housing Management Services Division staff listened to the audio files, analyzed the data, and entered it into a spreadsheet. Outreach is intended to ease services for all zip codes.

**The overall score for the Disabilities Services Division was 3.8 while it was 3.4 for the Division on Aging.**

A total of 26 surveys were completed. Of those, 21 were surveys from Division on Aging consumers. The total Elder Abuse referrals for Aging was 287 with closed dates during this period. There were a total of five surveys from the Disability Services Division which oversees the APS program for people between the ages of 18-59. The DSD program had 58 referrals with closed dates during this period. In addition, the results were split into pre-pilot and full implementation sections. On a scale of 1 – 5, the overall score for DSD was 3.8 while it was 3.4 for Aging.

### **DHHS-BHD Psychiatric Crisis Redesign Project**

**The DHHS Behavioral Health Division conducted a multifaceted community engagement for the Psychiatric Crisis Redesign Community Engagement Project Report.**

**The DHHS Behavioral Health Division conducted a multi-pronged community engagement program to solicit input for all parties on the redesign of the Psychiatric Crisis Services.**

For the past decade, the Milwaukee County Behavioral Health Division (BHD) has been engaged in a long-term transition to a more community-based continuum of care for residents needing mental health and substance use treatment and services. In the latest phase of this process, the County decided to close the Milwaukee County Mental Health Complex (MHC) inpatient units and contract with a private provider for inpatient behavioral health services. The MHC was also the site of the BHD-operated psychiatric emergency department and observation unit known as Psychiatric Crisis Services (PCS).

In February 2020, BHD and its partners launched the Psychiatric Crisis Redesign Community Engagement Project to educate the community on the behavioral health service redesign efforts and to get community input on the current and future state of behavioral health

services in Milwaukee County. Table 7 shows the results of the review by audit staff.

<u>Questions</u>	<u>Yes</u>	<u>No</u>
Was it a customer participation based survey?	X	
Was it conducted using scientific methods such as sampling?		X
Were other methods employed beyond a survey?	X	
Were actions taken to increase the participation of historically underrepresented groups?		X
Was demographic data included?	X	
Was the survey conducted by an outside vendor?	X	

Source: Chart created by Audit Services Division based on DHHS - Behavioral Health Division.

**Using an outside vendor, BHD engaged the community to solicit feedback from not only users of the BHD PCS but also partners such as BHD staff, mental health advocates, law enforcement partners and providers.**

BHD conducted virtual input sessions, interviews, and online surveys as a part of its Psychiatric Crisis Redesign Community Engagement project. The survey looked at:

**In partnership with its vendors, BHD conducted community conversations, virtual input sessions, interview and online surveys.**

- access to mental health services
- barriers to receiving services
- the experiences of community members who utilize or are connected to behavioral health services

In addition, BHD hosted eight community conversations for up to 20 participants per session. The community conversations, led by trained facilitators, were attended by BHD staff, mental health advocates, law enforcement partners, providers, and the community at large.

**The community engagement was conducted using multiple methods.**

**Responses were gathered from 144 people from February 2020 to November 2020.**

Originally slated to run for the first six months of 2020, the onset of the Covid-19 pandemic required adjustments to the survey design. The project was shifted from face-to-face to virtual community conversations. The final community conversation was held on November 12, 2020, as a general community-wide session. The blended approach to the engagement included face-to-face community conversations, virtual community conversations, pre and post community conversation surveys, online surveys, and one-on-one interviews. Responses were gathered from 144 respondents from February 2020 to November 2020.

Demographic information in the report stated that participants were 57% White, 27% Black or African American, 2% Latino, 2% Other, 1% Asian, and 1% Native American. Participation by gender was 74% female and 21% male. The two most represented age groups were 35-44 and 45-54 with 27% from each group which represented a majority of the participants.

**BHD paid \$225,000 for the project.**

The cost to conduct the community engagement with the County's vendor was \$225,000.

#### **DHHS Aging's Survey for its Area Plan**

**The DHHS Division on Aging conducted user surveys in order to assist in the development of the required current Area Plan of the Division on Aging.**

**The Division on Aging conducted user surveys as part of the development of its latest Area Plan.**

The Older Americans Act requires that area agencies on aging create an Area Plan every three years to outline their goals in serving the older adults in their area. The plan includes predefined categories as well as local priorities identified through public input. The plan should address the needs of older adults, adults with disabilities



and their caregivers while assessing the strength and weaknesses of current community resources available to them. The Area Plan is developed with broad public input required by the Older Americans Act but does not require a survey.

**The Division on Aging conducted its community wide survey in 2021 with over 7,500 surveys distributed or mailed to various locations in addition to an online option.**

The Division on Aging conducted a comprehensive community-wide survey in 2021 using in-house staff.

Table 8 shows the results of the review by audit staff.

<b>Table 8</b>		
<b>List of Questions Reviewed for the Aging Survey</b>		
<u>Questions</u>	<u>Yes</u>	<u>No</u>
Was it a customer participation based survey?	X	
Was it conducted using scientific methods such as sampling?	X	
Were other methods employed beyond a survey?	X	
Were actions taken to increase the participation of historically underrepresented groups?	X	
Was demographic data included?	X	
Was the survey conducted by an outside vendor?		X

Source: Chart created by Audit Services Division based on information provided by DHHS-Aging Division.

**Over 7,500 paper surveys were delivered or mailed by the Division on Aging.**

**A drawing for \$50 was used as an incentive to increase survey participation.**

Survey modes employed were online availability, paper surveys that were distributed or mailed to various locations, and several public listening sessions that were held to solicit additional feedback from seniors and their families. The Division on Aging created a sample of current participants and mailed 5,500 printed copies with pre-paid return envelopes. An additional 2,200 copies were printed in Spanish and Hmong.

Surveys were also distributed to the Division on Aging staff, vendors, housing sites and religious groups. The cover letter indicated that interpretation services for other languages were available. Underrepresented zip

codes received additional outreach and Aging worked with community groups to increase the participation of these groups. As an incentive for completing the 2021 survey participants were entered into three drawings for \$50.

**The Division on Aging received over 1,000 survey responses via online, paper versions and from the newspaper.**

According to the Division on Aging, there was a total of 1,061 responses to the survey. Thirty surveys were filled in from the newspaper, 215 were generated online, and 816 were from the paper version mailed to a sample of clients. The target audience within Milwaukee County was adults over 55 years old which totals 185,400 people.

**The majority of survey responses were derived from the paper version mailed to a sample of clients.**

According to an interview with the Division on Aging, respondents to the survey are more diverse racially and ethnically than the older adult population of Milwaukee County, skewing slightly closer to the actual service population of Division on Aging programs. Females made up three quarters of all respondents.

**Post survey community input was solicited in the fall of 2021.**

The Commission on Aging Advisory Council and Division on Aging staff reviewed and analyzed the survey data, and in September the Advisory Council presented Area Plan goals to the Commission on Aging. The Advisory Council and Division on Aging staff coordinated four public listening sessions in September and early October to solicit feedback on the proposed Area Plan goals, and additional feedback was collected via an online comment form on Division on Aging's website.

**In addition to conducting the survey, four listening sessions were held.**

**75% of respondents rated the County “Good” or higher.**

**The survey included 27 topic area questions and 15 demographic questions.**

**Starting in 2016, DHR conducted three employee engagement surveys.**

The 2021 Milwaukee County Aging survey instrument contains 27 topic areas with 69 questions to help improve the well-being of older adults. Respondents were asked about health and wellness, housing, activities, employment, volunteerism, continuing education, transportation, and meals. There were an additional 15 questions related to demographic information. 10% rated the County as Excellent, 32% as Very Good, 33% as Good, 19% as Fair, and 6% as Poor.

### **DHR Employee Engagement Survey**

**The Department of Human Resources conducted Countywide Employee Engagement Initiative Surveys in 2016, 2018 and 2020 using an outside vendor.**

The Department of Human Resources (DHR) conducted three Employee Initiative Surveys in 2016, 2018, and 2020. Surveys are conducted every two years, with the next survey launching October 18, 2022. The surveys assessed employment engagement and satisfaction, which provided actionable feedback to leaders. In 2016, the purpose of the survey was to establish a baseline, reveal areas of opportunities, and set future goals for leaders. In 2018 and 2020, the employee surveys showed if departments had improved. Table 9 shows the results of the review by audit staff.

**Table 9  
List of Questions Reviewed for DHR Employee Engagement Survey**

<u>Questions</u>	<u>Yes</u>	<u>No</u>
Was it a customer participation based survey?		X
Was it conducted using scientific methods such as sampling?		N/A
Were other methods employed beyond a survey?	X	
Were actions taken to increase the participation of historically underrepresented groups?		X
Was demographic data included?		X
Was the survey conducted by an outside vendor?	X	

Source: Chart created by Audit Services Division based on information provided by the Department of Human Resources.

**Outside vendors were used for all three surveys to protect confidentiality, provide analysis and use of best practices by the vendors.**

All surveys were conducted by outside firms because of their expertise in providing analysis and use of best practices. Surveys were designed for anonymity and non-identifiable data was shared with department heads. Listening sessions were designed to increase communications with employees and provide actionable feedback.

**Survey results tracked the most and least favorable aspects for employees which showed minimal change over the three surveys.**

In 2016 there was a total eligible employee population of 2,562 and 1,764 responded to the survey. In 2018, eligible employees grew due to the inclusion of Sheriff and Courts staff to 3,370. There were 2,240 respondents. In 2020, there were 3,745 employees and 1,778 respondents. According to DHR the decline in 2020 was due in part to administering the survey in December.

The survey was offered in English and employees received an invite to participate via email with reminder emails also sent. To minimize challenges to access, DHR worked with IMSD and leaders to determine where employees were without computers to set up areas to

have access to surveys such as creating a kiosk terminal at central locations.

In 2020, DHR facilitated 18 focus groups with employees. The purpose of these focus groups was to help identify the key drivers of employee engagement in support of the data collected via the survey itself. The responses to the surveys were confidential and stored by the vendor to ensure the confidentiality offered to employees when completing the surveys.

**The County paid each of its vendors between \$66,000 and \$76,000 to conduct the three surveys.**

DHR entered into three separate Professional Service contracts with different firms to administer the Employee Engagement Initiative Survey. All three contracts were to set up, administer, and report results of an Employee Engagement Census Survey for 3,000 employees. The County paid \$75,883 for the 2016 survey, \$74,929 for the 2018 survey and \$66,000 for the 2020 survey.

#### **OOE and the American Rescue Plan Act Survey**

**The County's Office of Equity lists Community Engagement as one of its four main missions.**

The Milwaukee County 2022 budget reimagined the Office on African American Affairs as the Office of Equity (OOE), expanding the work of the department and creating all new staff positions, including Milwaukee County's first Chief Equity Officer. OOE's essential responsibilities remain to provide advice, guidance and technical assistance to County leaders, departments and municipalities to ensure that race no longer predicts health and quality of life outcomes, and that outcomes for everyone improve. OOE's mission is

**The County's Office of Equity (OOE) includes Community Engagement as one of its four service areas.**

spread across four service areas with dedicated staff positions:

- Equity Operations, Strategy and Innovation
- Equity Research and Policy Advocacy
- Community Engagement and Strategic Partnerships
- African American Affairs

**According to an interview with OOE’s Director there are plans to create a countywide guide for departments to use when conducting surveys.**

In an interview with the OOE Director, he stated that the office, once fully staffed, plans on having and preparing policies and procedures for conducting surveys not only in OOE but also for the overall County and to provide guidance on how the County should collect data.

**The OOE intends to create a countywide guide for surveys and data collection once staff positions are filled.**

It is anticipated by the Director that once OOE is at full staff capacity there will be a significant increase in surveys. Eventually the plan is to do ten types of surveys a year. It is the intention to hire a Research Advocacy Manager that will handle those jobs.

**The American Rescue Plan Act Task Force solicited the assistance of OOE with its community engagement.**

The American Rescue Plan Act (ARPA) of 2021 was signed into law on March 11, 2021. Milwaukee County received \$184 million in ARPA funding through the federal government’s State and Local Fiscal Recovery Fund. These funds are intended to allow flexibility for jurisdictions to meet local needs and fund local solutions to support families, small businesses, impacted industries, essential workers and the communities disproportionately affected by the pandemic. Funds must be encumbered by Dec. 31, 2024 and spent by Dec. 31, 2026.

**The County has \$36.7 million in ARPA funds to be spent on Community Support Programs. Plans for the use of the funds must be complete by end of year 2024.**

On its website Milwaukee County states that Milwaukee County wants to understand the community’s priorities and ideas on how to allocate \$36.7 million in ARPA funding to Community Support programs through 2024. Table 10 shows the results of the review by audit staff.

<u>Questions</u>	<u>Yes</u>	<u>No</u>
Was it a customer participation based survey?		X
Was it conducted using scientific methods such as sampling?		X
Were other methods employed beyond a survey?		X
Were actions taken to increase the participation of historically underrepresented groups?		X
Was demographic data included?		X
Was the survey conducted by an outside vendor?	X	

Source: Chart created by Audit Services Division based on information provided by the ARPA taskforce.

**The ARPA taskforce is soliciting the public’s input on how to spend recovery dollars from the federal government.**

On June 24, 2021, the Milwaukee County Board of Supervisors approved a resolution to establish the American Rescue Plan Act of 2021 Task Force. The task force uses a public process to make non-binding recommendations for ARPA allocations to the County Board of Supervisors. The taskforce includes on its website a fillable form for community members to fill out to rank their priorities for how funds should be directed for community support within the following categories: public health, household assistance, household support, economic impacts, health childhood environments, social determinants of health and infrastructure.

The website logged responses from 117 participants. The residents selected their first, second and third areas that Milwaukee County should prioritize. Mental Health Services was first. Rent, Mortgage, Utility Aid, and Eviction Prevention was second and Aid to Nonprofit Organizations was third. The website did not collect

demographics of its participants and allowed unlimited submissions.

### **Parks' Survey as part of its Master Plan**

**Parks has conducted numerous surveys over the prior few years to solicit users' opinions about their services and offerings. They conducted a large comprehensive survey in 2015.**

In November of 2015, Parks entered into a memorandum of understanding with the Southeast Wisconsin Regional Planning Commission (SEWRPC) to assist with the 2050 Park and Open Space Plan and 10-year Parks System Master Plan. The Master Plan provides recommendations for facilities, programs and services, maintenance and operation, and administration and management of the County Park system. According to the County's financial records, Parks encumbered \$200,000 for SEWRPC's work on the project but actual payments totaled \$129,283. As a part of the project a household survey was conducted at a cost of \$20,400.

In August of 2016, Parks launched a community outreach effort for both planning processes. Activities included community workshops, a statistically-valid household survey, and an online survey. Table 11 shows the results of the review of the survey by audit staff.



**Table 11  
List of Questions Reviewed for Parks Master Plan Survey**

<u>Questions</u>	<u>Yes</u>	<u>No</u>
Was it a customer participation based survey?	X	
Was it conducted using scientific methods such as sampling?	X	
Were other methods employed beyond a survey?	X	
Were actions taken to increase the participation of historically underrepresented groups?		X
Was demographic data included?	X	
Was the survey conducted by an outside vendor?	X	

Source: Chart created by Audit Services Division based on information from Parks.

**1% of County households or 4,180 were selected at random to receive the survey. Parks received 600 responses.**

Of the 418,053 households in the County, 1% (or 4,180) were selected at random to receive the survey. Of these, 600 responded which is a 14.4% response rate. The national average for response rates to similar community surveys is about 10%. The survey results have an accuracy of at least +/-4% with a 95% level of confidence.

The vendor mailed a survey packet to a random sample of households in Milwaukee County in August of 2016. Each survey packet contained a cover letter, a copy of the survey, and a postage-paid return envelope. Residents who received the survey were given the option of returning the survey by mail or completing it online. Ten days after the surveys were mailed, the vendor sent emails and placed phone calls to recipients to encourage participation. The emails contained a link to the online version of the survey to make it easy for residents to complete the survey. To ensure that all participants resided in Milwaukee County, those who completed the online survey were required to enter their home address prior to submitting the survey. If the address did not match, that survey was not counted.

Demographic data of the survey respondents with a comparison to the 2010 Census Bureau population estimates was included in the survey results and reported as shown in Table 12.

**Table 12**  
**Demographic Data Included in the Parks Survey**

<u>Demographic Data</u>	<u>Survey Respondents</u>	<u>2010 Census</u>
White	62.3%	65.1%
African American	24.5%	26.8%
Hispanic	11.3%	13.3%
Asian	3.5%	3.4%
Over 65 among those 18 and older	15.5%	15.3%
Male	47.3%	48.3%
Female	52.7%	51.7%

Source: Chart created by Audit Services Division based on Information from the Parks survey.

In answering the question of the most important service/facility the highest ranked response was to “provide large parks with a range of experiences” with 48% of respondent households selecting the item. The next most important service was “provide walking, hiking, biking and nature trails”.

**Parks used an online survey to supplement the household survey and received 933 responses.**

**In addition to the surveys Parks held six focus groups and nine community workshops.**

In addition to the mailed survey, in 2016, Parks conducted an online survey for a better understanding of the characteristics, preferences, and satisfaction levels of Milwaukee County residents in relation to facilities, amenities and recreation programs. The online survey questions correlated to questions issued via the mailed survey. The survey received a total of 933 responses and responses were consistent with those found within the mailed survey. Parks held focus groups and community workshops as another means of soliciting citizen input in the preparation of the new Master Plan.

**Strategy, Budget and Performance’s Budget Survey**

**Beginning in 2017, the County’s annual budget process contained an online solicitation of what the community would like to see funded.**

**The development of the County’s annual budget has at times included an online tool to allow for the community to prioritize spending and revenue options for the County.**

The County’s Office of Strategy, Budget and Performance used the Balancing Act tool as a part of the development of the 2018 annual budget. The goal was to get the community to share their priorities on what the County should fund. Balancing Act allows a user to interact with the County’s budget which exceeds a billion dollars. It allows users to decide to increase, maintain, or decrease funds allocated for each expenditure category including the ability to choose which services to cut to close the gap or introduce a new source of revenue to fund increases in their local priorities. Balancing Act strives to give a realistic picture of the County’s fiscal situation. The cost of the subscription to use Balancing Act was \$14,500. Table 13 shows the results of the review by audit staff.

<b>Table 13</b>		
<b>List of Questions Reviewed for Budget’s Balancing Act Survey</b>		
<b><u>Questions</u></b>	<b><u>Yes</u></b>	<b><u>No</u></b>
Was it a customer participation based survey?		X
Was it conducted using scientific methods such as sampling?		X
Were other methods employed beyond a survey?		X
Were actions taken to increase the participation of historically underrepresented groups?		X
Was demographic data included?	X	
Was the survey conducted by an outside vendor?	X	
Source: Chart created by Audit Services Division based on information from the County’s Adopted Budget.		

**The County used the Balancing Act survey as a part of the development of its budgets from 2018 to 2021. After a hiatus for the 2022 budget, the Balancing Act has returned as a part of the 2023 budget process.**

For the 2018 Adopted Budget 240 people participated in the online budget survey. For the 2019 Adopted Budget

there were 653 submissions which was a 250% increase over the participation from the 2018 Adopted Budget. Of those, 93% were Milwaukee County residents and 38% resided in the City of Milwaukee. The respondents accounted for 100% representation of all Milwaukee County zip codes. The top mandated priorities listed were Public Safety, Transportation, and Health and Human Services. The top non-mandated services were Parks Maintenance, Transportation Paratransit and Transportation Fixed Route.

For the 2020 Adopted Budget, there were 1,153 total submissions which was a 176% increase over the 2019 Adopted Budget. 71% chose increase in revenues and 29% chose reductions in expenditures to close the 2020 budget gap. Most funding increases were for public safety, health and human services and recreation and culture. Most decreases occurred in administration, debt services and transportation.

The results for the 2021 Adopted Budget included participation from 653 total budget submittals. Demographics included in the report showed that 61% of participants identified as White, 20% Preferred Not to Say, 9% identified as Black or African American, 9% identified as Hispanic/Latinx and 1% identified as Asian. 70% of participants reported having a Bachelor's Degree or higher and the highest participation was from the 31-40 age group who were 29% of participants.

According to the Director of the Office of Strategy, Budget and Performance, the Balancing Act program was not used for the development of the 2022 Adopted Budget in part due to the responses not being highly representative of the demographics of the County overall. The program was relaunched for the 2023

budget process with changes made with an aim to increase participation including shortening the time required to complete the survey from about 24 minutes to 10 minutes. In addition outreach efforts were expanded to promote the launch of the tool including a virtual media briefing and promotions on online outlets, social media, and town halls.

**The Zoo’s Exit Survey**

**After a switch to an emailed version in 2020 due to the pandemic, the Zoo completed an exit survey mostly in person in 2021.**

In 2021 the Zoo conducted an exit survey of visitors to gain visitors’ feedback in order to, “make decisions that best serve our visitors and the surrounding community.”

Table 14 shows the results of the review by audit staff.

<u>Questions</u>	<u>Yes</u>	<u>No</u>
Was it a customer participation based survey?	X	
Was it conducted using scientific methods such as sampling?		X
Were other methods employed beyond a survey?		X
Were actions taken to increase the participation of historically underrepresented groups?		X
Was demographic data included?	X	
Was the survey conducted by an outside vendor?		X

Source: Chart created by Audit Services Division based on information from the Zoo.

The exit survey was distributed via three different methods: in person interviews, emails, and via a Quick Response code. For in-person interviews, every third person the surveyors encountered was asked to complete the survey.

**The 2021 Exit Survey had 371 total responses.**

There was a total of 371 responses with the majority, 300, being conducted in person. Two Zoo admission tickets were given out to thank the in-person respondents and a prize drawing was held for the email and Quick Response versions.

The survey was provided in English and in Spanish. Survey questions covered topics related to how often the visitor attends the Zoo, animal care, customer service at various points, activities that the visitor participated in at the Zoo, their overall experiences at the Zoo, and key demographic questions. According to the Exit Survey Report data was collected between June 25, 2021 and August 9, 2021 with 47% on weekends and 53% on weekdays. The overall rating for the Zoo on a scale of 1 to 5 was 4.6.

The survey also included demographic information. It stated that the respondents were 3% Asian, 11% Black or African American, 11% Hispanic, Latino/a/x or Spanish Origin, 7% Multiracial, 6% unknown, 62% White and less than 1% Native Hawaiian or Pacific Islander. 63% of respondents were female, 33% male and 4% choose "prefer not to answer."

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**Section 3: In addition to conducting surveys, many County departments are involved in community engagement activities that provide opportunities for both awareness of the County’s programs and opportunity for feedback to departments.**

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**Almost every County department we spoke to also spends time in the community. We asked for or found examples of other types of community engagements.**

We contacted the departments we received surveys from to inquire about their use of the community engagement method for increasing input from the community. Included in Exhibit 3 is a listing of all events provided by the departments. We include a discussion below of what we were provided.

The Airport identified 22 community engagement events held in 2021 including items such as the Hidden Disabilities Sunflower Program which makes travel easier for passengers with non-visible “hidden disabilities” such as autism.

The DHHS identified 35 events in its snap shot of community engagement events staff attended in its 2021 Annual Report, including events such as Community Conversations held on April 8th, 15th, and 22<sup>nd</sup>. In addition to the overall DHHS events listed on their annual report, we obtained a listing of the total number of outreach and community engagement events, dates, places, number of people engaged, presenters and the topics conducted by Adult Protective Services for the year 2021. There were a total number of 38 events listed for Adult Protective Services. Most of the events related to abuse prevention.

**Many departments conduct community engagements that do not involve surveys.**

DHHS provided a listing from 2021 of 40 events that they attended for Aging and Disabilities Services which include events such as: Community Café and Black Families' Perspectives on Navigating an Autism Diagnosis and Services. In 2021, the Behavioral Health Division participated in over 14 events.

The Department of Human Resources stated their Talent Acquisition area participated in one community event in 2021, the Pro Start at American Family Field with the Brewers. In an interview the department said the Talent Acquisition Area is participating in many more events in 2022.

The Zoo offered 48 community engagement events at the Zoo in 2021. They stated that due to the pandemic they had to cancel some of their larger events such as Zoo A la Carte. In 2021, Parks participated in over 23 events throughout the County on a variety of topics. In 2021, the then-Office on African American Affairs participated in 108 events. Community engagement for the American Rescue Plan Act was about 20 events.

The Office of the Sheriff's Public Affairs and Community Engagement (PACE) staff is responsible for community contact and outreach. Activities they engage in include: attending safety events and community resources fairs, speaking to groups of children and adults, and attending school career days. In addition, the staff volunteers to help food pantries, Special Olympics, and book drives. Total staffing in the office is three employees.

The Office of the Sheriff provided us with a list of community engagements that shows 111 events for 2021, and 53 events from January 1 through July 26, 2022, for a total of 164 events. According to the PACE



office, the total number of people impacted, or citizens engaged in 2021 was 14,892.

**The Sheriff operates the Explorer Program which exposes young people to the duties of the Milwaukee County Sheriff.**

The Explorer Program is an internationally recognized program that exposes young people to a variety of careers. Explorers, usually between the ages of 14 and 21, have an opportunity to learn about law enforcement, government, journalism, the medical fields, and other areas. Instructors provide training while emphasizing the importance of personal responsibility, leadership, and dedication to the community. Explorers learn how to make traffic stops, process crime scene evidence, and basic law enforcement tactics. Explorers also participate in community events. The Explorer Program is sponsored by the Boy Scouts of America. Currently, the Milwaukee County Sheriff's Office Explorer Unit meets twice a month.

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**Section 4: We conducted a review of two large city-wide engagement programs at the City of Philadelphia and the City of Charlotte that involved both scientifically conducted surveys and large community engagement activities.**

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We reviewed two public entities use of surveys to identify costs, strengths, challenges and lessons learned by those entities in conducting city-wide comprehensive resident input surveys. We reviewed the surveys' results and methodology. In addition, we conducted interviews with staff from the City of Philadelphia and the City of Charlotte. In 2021, the Census Bureau reported Milwaukee County's population to be 928,059, the City of Philadelphia was 1,576,251 and the City of Charlotte was 879,709 residents.

**The City of Philadelphia worked with Temple University's Institute for Survey Research Center for solicitation of community members' opinions.**

The City of Philadelphia has worked with Temple University to solicit community members' input. Temple University is a public state-related research university in Philadelphia, Pennsylvania. It was founded in 1884. In 1967, Temple University founded its Institute for Survey Research (ISR). ISR is one of the oldest academic survey research centers in the U.S. It has more than 50 years of experience conducting national, state and local surveys. Its work includes: statistical research; focus group research; needs assessments; and program evaluations. ISR includes a 35-seat call center. ISR has success in tracing longitudinal study participants and experience working with communities of color, and data

**The City of Philadelphia selected Temple University, a public state-related research university, for its survey needs via an RFP process.**

collection in both under-resourced neighborhoods and transient populations.

**Temple University maintains BeHeardPhilly which is an organization to create dialogue between residents, non-profits and governments.**

In addition to conducting surveys the ISR created and maintains BeHeardPhilly. The organization strives to create an opportunity for ongoing dialogue between all residents with an emphasis on representation from all zip codes, non-profit/local organizations and government departments. BeHeardPhilly delivers comprehensive results to key decision makers which allows them to base policy decisions upon reliable data. BeHeardPhilly administers surveys online, over the phone or via text message. BeHeardPhilly offers gift cards and prizes for participation.

**The City of Philadelphia has had a citywide survey conducted by Temple University's ISR who has been conducting work for the City for over 50 years.**

**In 2017, Temple University issued the first resident survey in 10 years followed by an updated survey in 2019-2020 based upon over 11,000 responses.**

The first resident survey in nearly 10 years was issued in 2017 by ISR. The results of the 2019-2020 survey provided an update on how residents perceive which City services to be satisfactory, and areas that residents feel need improvement and were compared to the 2017 results in the published survey.

**The City of Philadelphia deployed its survey via mail, phone and web based options. Weighting of the responses was required to reflect the City's demographics.**

For the survey, ISR worked collaboratively with the Mayor's Policy Office, the Office of Performance Management, the Mayor's Office of Public Engagement, and the Mayor's Office of Civic Engagement & Volunteer Service to administer the multi-lingual survey. It was available in English, Spanish, and simplified Chinese.

**Data from 11,370 respondents was used for the City of Philadelphia survey. The survey was issued in English, Spanish and simplified Chinese.**

The survey deployment consisted of mailing to 6,000 randomly selected households, an opt-in sample of city residents, and 3,695 eligible BeHeardPhilly panelists. Residents received up to six survey invitations. In addition, the survey was available via the web to all city residents. Approximately 14,440 residents participated in the survey. This number includes both partial and completed surveys. Only data for 11,370 of the participants included enough survey and demographic information needed for weighting and analysis. The English and simplified Chinese paper surveys were scan-friendly and only required key entry for open end items. The Spanish paper instrument required manual data entry. Data processing staff double keyed surveys that were not scan-friendly surveys.

**The survey oversampled Asian, African-American and Hispanic households to attempt to increase the response rates of those groups.**

The combined survey results were weighted at the city level to more closely reflect the distribution of gender, age, ethnicity, race, education, and income in Philadelphia. It was especially important to do so because it reached people who respond to opt-in surveys at lower rates, such as people of color, people without college degrees, and younger people. The mail sample consisted of a random sample of 4,000 selected households and 2,000 random oversamples of select households. One thousand oversamples of Asian households and 500 oversamples each of African-American and Hispanic households were randomly selected based on census geography and density.

**In addition to the traditional survey models, the Philadelphia survey utilized community engagement to increase responses and representation within the responses.**

The City publicly launched the project with a press release, conducted four press interviews and provided

**Over a three month collection period, the City worked with over 60 partners to administer the survey.**

stories to twelve media outlets. Over the three month collection period, from early August to early November, the City worked with over 60 partners to administer the survey. Partners that helped collect surveys included community members, City employees, community organizations, local nonprofits, external organizations, internal City agencies, elected officials, the Mayor's Office, and coalitions that comprised all of those stakeholders.

In addition to in-person collection during the course of the open period, survey materials and drop boxes were located at over 20 sites across the City. The City of Philadelphia also collected surveys over the phone and online. The link to the online survey was shared in over 40 digital communications.

**Our interview with staff from Temple University's Institute of Survey Research yielded additional information to guide other entities who seek to conduct a city or county-wide survey.**

The staff commented that ISR has 56 years of experience with surveying the City of Philadelphia and that experience greatly assists them in working with surveys of the residents of Philadelphia.

**Temple University's Institute for Survey Research has been conducting surveys of Philadelphia for over 50 years.**

Staff from ISR concurs with the national trends of survey responses and stated that White females and males respond more often to surveys than African Americans, Asians or Latino Americans. In general, White women are very responsive to surveys, so for survey purposes ISR has to weigh down their responses.

**Temple University also has a panel of 10,000 Philadelphians who they use to provide input and answer survey questions.**

A key advantage that the ISR has is having the ability to access BeHeardPhilly, which is a panel of 10,000 residents to provide input and answer survey questions.

In addition, it was stated that ISR targeted underrepresented groups at Community Centers. According to ISR, for any client or contractor, the demographic groups to target would be people of color when taking a survey. ISR indicated the preferred mode would be a text that states that an online survey or that a paper survey is waiting to be completed. The link would connect to an online web-based survey that targets underrepresented groups who are oversampled for survey responses.

**Interviews with staff from the City of Philadelphia showed that turnover of staff has limited their knowledge of work performed prior to their assumption of the job.**

The Deputy Policy Director in the Mayor's Office in Philadelphia agreed to be interviewed during our field work, however, she was not a part of the planning of the survey project.

The City of Philadelphia issued a Request for Proposals (RFP) because they wanted a survey that was more representative of the City of Philadelphia. They found that online samples skewed results towards White women with a higher level of income and education. They chose the ISR Survey Center as they were one of the people that responded to the RFP. Because the survey was bid as a small contract via the City's process it could not cost the City more than \$34,000. The cost did not include additional community engagement work and the final report which was completed by the City of Philadelphia staff.

**Temple University was selected through a Request for Proposal process via a small contract that was not to exceed \$34,000.**

The Mayor's Office and Office of Performance Management oversaw and collaborated with ISR for the analysis and drafting. The final report was done in-house. The Mayor's Office helped with outreach to complete the survey by creating partnerships and to provide paper surveys to those groups, where they could administer the survey. There were no incentives provided for the survey that was paid through the City of Philadelphia. The impact of the survey was lessened due to the onset of the Covid-19 pandemic.

**The City of Charlotte supplemented traditional surveys with multiple public engagement methods as a part of its Future Comprehensive Plan.**

The City of Charlotte is one of the fastest growing cities in the United States with an average annual growth rate of over 1.7% during the past 10 years. The City's most recent comprehensive plan was developed in 1975. The rapid growth led to a desire to produce a more current comprehensive plan for the City. In 2018, the City embarked on a two and a half year community engagement process to develop its plan.

The City of Charlotte's plan stated that in order to create a Comprehensive Plan that is successful and meaningful, the values of the community must be central to the process and outcomes. The Plan's equitable and inclusive process focused on hearing from a great number and variety of voices. The process to complete the plan included significant analysis, community outreach, education, and coordination across departments, organizations, and entities.

The outreach portion of the plan focused on accessibility and gaining input from groups representing all segments

**The rapid growth in the City of Charlotte led to a desire to produce a more comprehensive plan for the City.**

**Aspects of the City's process included analysis, community outreach, education and coordination.**

of Charlotte’s population, including those typically underrepresented – people of color, youth, non-English speaking residents, and those with lower incomes. Over the course of the planning process, the City of Charlotte team had over 500,000 interactions with over 6,500 voices through more than 40 methods of engagement.

**Primary methods for engagement included workshops, open houses, online surveys, and pop-up events.**

The primary methods for plan engagement included workshops, open houses, online surveys, pop-up events, the Growing Better Places Board Game, Ambassadors and Strategic Advisors meetings, Elected and Appointed Officials meetings and workshops, virtual meetings and open houses, the Charlotte Card Game, a socially-distanced drive-in workshop, social media outreach and education, and focus groups. All in-person meetings included translation services, refreshments, and access to childcare. All major materials were translated into Spanish.

Phase 1 of the plan was completed in 2019 and asked for input on three main topics:

- The perception of Charlotte’s current issues and trends.
- What is available and what is lacking in Charlotte’s neighborhoods.
- The community vision and priorities for the future of Charlotte and how that input can be used to create the framework for the Comprehensive plan.

There were over 256,000 views of Charlotte Future related content, including flyers, Instagram posts, Next-door ads, e-mails, news-articles, and radio. Over 1,500 residents gave their input. The estimated participation was 240 through community meetings, 650 through online surveys and 700 through pop-up events.

**Over 1,500 residents provided input with pop-ups providing the largest input.**



Participants provided feedback on what is important to their lives by using a combination of surveys as follows:

- Exit Workshop Surveys – collected as participants were leaving workshops. To maximize participation, refreshments, childcare, ADA accessibility and interpretation services were offered.
- Workshop Text Polling – attendees used their mobile phones to provide feedback.
- Paper Surveys – a paper version was provided for participants who did not have cell phones.
- Online Surveys – workshop attendees were offered the option to take online surveys.
- Intercept Surveys – was used to reach residents who could not appear personally.
- Residents Surveys – a 15 minute survey previously conducted was included.

**The estimated cost of the Future Comprehensive Plan was \$900,000. The City partially offset the costs with a grant for \$250,000 to target underrepresented groups.**

**The City of Charlotte spent \$900,000 to complete their community engagement plan.**

The City of Charlotte mainly conducted the Future Comprehensive Plan in-house but did use a consultant firm to provide some assistance. In an interview with the City's representative it was stated, that even though they targeted zip codes of people of color, they would have liked to hear more from Hispanic/Latino, Asian, and foreign-born residents as well as lower-income households, during this phase. They also said that people heard about the outreach by email (37% of attendees), social media (29% of attendees) and word of mouth (24% of attendees). Exit surveys were hard to conduct when Covid hit in February or March of 2020, therefore, they started using Kahoot (which is a mobile app that is easy to use and not expensive) during their drive-in meetings to collect survey data.

The City of Charlotte used two types of community conversations. The first was virtual town hall meetings and the second was speaker series. The speakers

were brought in to talk about what was going on in the different neighborhoods. According to the City of Charlotte staff, the one-on-one conversations produced a lot of feedback and that was the favorite type of interaction because people talk about what is important to them. The City of Charlotte representative felt that that experience is very rich.

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## Section 5: Findings and Recommendations.

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Our review of standards for scientific studies and for customer participation studies found many common themes of how to conduct a survey. Key points for a scientifically valid survey include:

- A requirement of a scientifically selected sample where participants are selected by the entity conducting the survey and not by participants themselves.
- Unscientific methods can skew results.
- A careful review of both the wording and order of questions is necessary to combat bias.
- Many surveys employ oversampling of hard to reach or historically underrepresented groups.
- Tracking of survey participants is required to determine if weighting of survey results is required to reflect the population being surveyed.
- Use additional data methods to enhance knowledge gathered via scientific surveys.
- Use of inclusive and consistent demographic language.
- Cost of varying methods should be considered when designing the survey.

Few surveys currently conducted or used by the County fall under the scientifically valid grouping. The current surveys are providing departments with valuable information about the services they are providing however, in some cases the surveys are not representative of the County or the users of the service.

A comprehensive county-wide survey would likely be a policy decision that would need to weigh the cost of the survey along with the consideration that the County provides a wide array of services from the Airport to the Zoo. Determining what additional benefits would be derived beyond what is currently being gathered would need to be factored into the decision.

However, should the County desire to conduct a county-wide survey, these items would need to be considered when designing the survey. The City of Charlotte's survey provides the County with an example of what an overall entity-wide survey with extensive community engagement would look like. The City of Charlotte estimated their costs to be \$900,000. The City of Philadelphia paid Temple University approximately \$34,000 to conduct its survey but much of the outreach and post survey work was completed in-house. Depending on the size and capacity of the survey, the UW Madison cost estimates range from \$2,500 to \$13 million. All three entities cautioned that a survey alone will not reach the underrepresented populations which often require community engagement activities beyond the survey.

During the course of our review, the Office of Equity was very short staffed. According to both our interview with the Director and recent budgets, supporting community engagement functions will be a part of the Office's mission when fully staffed. However, even when fully staffed, according to the Director, the office would not have the capacity to fully implement a countywide survey in-house. Should policymakers desire to pursue a county-wide survey, additional details on the project scope would need to be finalized in order to determine the amount of support County staff could provide. It is likely that a vendor would be needed to support the project and as listed above, there is a wide range of cost estimates depending on how the survey is conducted.

In the interim, the OOE could help County leadership be more consistent and inclusive when seeking input from its citizens.

An important vehicle for gathering information remains the use of customer participation surveys. Some of the key points identified for a scientifically valid survey apply along with additional customer participation specific items. They are:

- Employing methods to solicit input from hard to reach or historically underrepresented groups.
- A careful review of both the wording and order of questions is necessary to combat bias.
- Tracking of survey participants is required to determine if weighting of survey results is required to reflect the population being surveyed.
- Alternate additional data methods enhance knowledge gathered via customer participation surveys.
- Use of inclusive and consistent demographic language.
- Cost of varying methods should be considered when designing the survey.
- Engaging with stakeholders.
- For entities of larger size who have a variety of departments a method to ensure there is not a duplication of efforts.

While we believe many of the customer participation surveys currently being conducted are providing the County with valuable feedback from its users, the County does not currently have guidelines for departments to use when developing and executing customer participation surveys, therefore, we recommend:

1. *The Office of Equity lead efforts to develop a guide for departments to use when conducting surveys and gathering data. This guide should be completed and distributed to departments within a year.*

Many of the surveys we reviewed had presented their results to a County Board Committee, however, we found that the presentations did not include all the relevant information regarding the structure of the survey, therefore, we recommend:

- 2. The Office of Equity should lead efforts to encourage departments, via both its guide to surveys and when providing assistance to departments to include demographics of respondents and the methods used in conducting the survey including but not limited to: type of sample selection if applicable, conducted in-house or via contract, and cost of contract when results of a survey are reported to the public or the County Board.*

A third method of gathering input from the community is through community engagement events to provide opportunities for diverse voices to be heard. We found most departments are already conducting community engagement events. Community engagement strategies are often used to work toward racial equity. Having meaningful community engagements would assist the County on its path toward achieving racial equity, therefore, we recommend:

- 3. The Office of Equity lead efforts to develop a guide to maximize the results of community engagements that departments are participating in and provide the guide to departments within one year.*

## AUDIT SCOPE

The Milwaukee County Board of Supervisors requested an audit of how Milwaukee County offices and departments have engaged public or employee opinion of service deliveries and efforts. The objectives of the audit were to determine whether engagements produce statistically significant results and whether the surveys include representation of people of color, people with disabilities, people with language or technical barriers and people that are marginalized. In addition, the audit sought to determine whether it may be beneficial to consolidate county engagement efforts into one comprehensive annual or biennial community survey.

The Milwaukee County Board of Supervisors adopted a resolution (File No. 21-532) requesting an audit of how Milwaukee County offices and departments have engaged public or employee opinion for the enhancement of program and service delivery and efficiency, whether engagement has produced representative, statistically significant results, and whether it may be beneficial to consolidate County engagement efforts.

Our focus covered the years 2015 through 2021.

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:

- Researched best practices and guides for conducting scientific surveys, customer participation surveys and community engagement from National Council on Public Polls, Federal Office of Management and Budget, American Association for Public Opinion Research, Department of Defense, Urban Institute, Harvard University, University of Wisconsin Survey Center and the University of New Orleans Survey Research Center.
- Reviewed relevant regulations, policies, and administrative procedures, budgets, resolutions, and County Board and Committee minutes, and County Legislative Information Center data pertaining to surveys and community engagements completed by or on behalf of Milwaukee County.
- Assessed internal controls relevant to the audit objectives. Based on the review no Internal Control processes relevant to the audit objectives exist.
- Analyzed completed surveys by Milwaukee County and other agencies from 2015 through 2021 to determine if the survey used scientific methods or was a user based survey.

- Analyzed completed surveys by Milwaukee County to determine if other methods beyond surveys were employed to solicit input from the community.
- Analyzed completed surveys by Milwaukee County to review if the results included demographics that were inclusive of minority groups, reached diverse populations like people with disabilities, were provided in multiple languages, and if the types of outreach methods used reached historically underrepresented people.
- Analyzed completed surveys by Milwaukee County to determine if departments used an outside vendor or conducted the work in-house.
- Interviewed key Milwaukee County departmental staff and representatives from other agencies, and government entities, to gain an understanding of their survey and community engagement processes and methods.
- Reviewed and charted standards, best practices, outreach methods, processes, and procedures used by other agencies in their survey efforts, including the City of Charlotte, North Carolina, and City of Philadelphia, Pennsylvania for comparison to Milwaukee County's survey practices and methods.
- Reviewed and charted survey results used by Milwaukee County departments and other agencies to compare survey processes including types of surveys, in-house vs. contracted out, costs, target audiences, outreach plans (targeted zip codes), groups of people surveyed, the number of participants, scientific vs. non-scientific, whether survey results resulted in policy and procedure changes, methods used to inform policymakers, and the impact of the surveys to the agencies.
- Reviewed the contractual agreements relevant to the audit between Milwaukee County departments and vendors.
- Reviewed the County's financial data to determine the payments made to vendors for conducting surveys on behalf of the County.



## Listing of Surveys Conducted by Select County Departments

<b>Milwaukee Mitchell International Airport</b>				
<b>Count</b>	<b>Year(s)</b>	<b>Survey Title</b>	<b>Description</b>	<b>Respondents</b>
32	2015 - 2022	Airport Service Quality Passenger Satisfaction Surveys	Airport Service Quality is a benchmarking program that measures passengers' satisfaction at Airports globally. The Passenger Satisfaction Report compares customer satisfaction trends over time for Milwaukee County Airport in quarterly intervals.	Customers
<b>32</b>	<b>Total Surveys for Milwaukee Mitchell International Airport</b>			
<b>Department of Health and Human Services</b>				
<b>Count</b>	<b>Year(s)</b>	<b>Survey Title</b>	<b>Description</b>	<b>Respondents</b>
1	2015	Kane Communications Group Survey	Purpose was to strengthen BHD communications to inspire workforce engagement and improve recruitment and retention.	Employees
1	2015	Youth Survey: Lincoln Hills	Purpose was to gauge youth satisfaction in regard to Lincoln Hills stay.	Customers
3	2015-2017	Community Connections Program - Parent Evaluation	Purpose was to gauge parent satisfaction on the Community Connections Program.	Community
3	2015-2017	Community Connections Program - Youth Evaluation	Purpose was to gauge youth satisfaction on the Community Connections Program.	Community
1	2015	Community Listening Sessions	Purpose was to gain feedback from the community on the proposed BHD "North Side Hub".	Customers
2	2016 & 2018	Milwaukee County Combined Community Services Board Listen Sessions	To gauge community feedback with Milwaukee County.	Customers
1	2017	BHD Transition Communication Employee Survey	Purpose was to gain a baseline of understanding of employee awareness about the transition process, along with insights and feedback to inform a communications plan.	Employees
1	2017	Milwaukee County DHHS Youth Justice Report Survey	Purpose was to establish an awareness baseline for each target audience group, measuring awareness, specific knowledge and perception of youth justice work in Milwaukee County.	Community
5	2017-2021	Parent Survey - Client Satisfaction	Purpose was to gauge parent satisfaction of youth supervision.	Customers
5	2017-2021	Youth Survey - Client Satisfaction	Purpose was to gauge youth satisfaction of youth supervision.	Customers
1	2017	Easter Seals Adult Recreation Programs Survey	Purpose was to gauge satisfaction of adult recreation programs put on by Easter seals in collaboration with the Office of Persons with Disabilities.	Customers
1	2018	Easter Seals Summer Camps Survey	Purpose was to gauge satisfaction of summer camp put on by Easter Seals in collaboration with the Office of Persons with Disabilities.	Customers
1	2018	ADRC Consumer Listening Session	To gauge customer feedback with DHHS.	Customers

1	2019	Employee Listening Session	To gauge employee satisfaction with Milwaukee County.	Employee
1	2019	Parent Survey - AODA Screening and Referral	Purpose was to gauge parent satisfaction on the AODA/Mental Health screening and referral process.	Customers
1	2019	Youth Survey - AODA Screening and Referral	Purpose was to gauge youth satisfaction on the AODA/Mental Health screening and referral process.	Customers
1	2019	Future state of Employee Listening Session	To gauge employee satisfaction with Milwaukee County.	Employees
1	2019	Wraparound APR Listening Session	To gauge feedback with Wraparound services provided by DHHS.	Customers
1	2020	Perception Survey	Purpose was to educate the community about the behavioral health service redesign efforts taking place throughout Milwaukee County and gain community input on the current and future state of behavioral health services in Milwaukee County.	Community
1	2020	Protective Services Customer Satisfaction Survey	Purpose was to measure and improve customer experience outcomes.	Customers
1	2020	Jewish Family Services CSQ	Purpose was to gauge satisfaction of Aging services.	Customers
1	2020	ADRC Listening Session and Survey	Purpose was to provide feedback of services from the Aging and Disability Resource Center.	Customers
1	2020	Life Navigators Satisfaction Survey	Purpose was to gauge satisfaction of Aging services.	Customers
1	2020	Community Conversations	To gauge employee satisfaction with Milwaukee County.	Community
1	2021	Protective Services Customer Satisfaction Survey	Purpose was to measure and improve customer experience outcomes.	Customers
1	2021	Milwaukee County Senior Dining-Participant Survey Results	Survey responders were asked how satisfied attendees were with the taste of food, food appearance, how much the senior's daily food nutrition is from the carryout meal program etc.	Customers
1	2021	Milwaukee County Meals on Wheels - Participants Survey (Senior Dining) Results (Flyer)	Purpose was to rate how the food tastes, appearance, how often does the food arrive or is it at the appropriate temperature etc.	Customers
1	2021	Psychiatric Crisis Redesign Community Engagement and Survey	Survey was used as part of an ongoing process to work together to redesign the psychiatric crisis delivery system.	Customers
1	2021	Milwaukee County Carry-Out Meal Participant Survey (Senior Dining) Highlight (Flyer)	Survey responders were asked to rate carry-out meals from Senior Centers.	Customers

1	2021	Psychiatric Crisis Redesign Community Engagement and Survey	Survey was used as part of an ongoing process to work together to redesign the psychiatric crisis delivery system.	Customers
1	2022	Youth and Family Satisfaction Survey	Purpose is to gauge satisfaction of CYFS services.	Customers
1	Ongoing	CYFS All Providers Listening Session	To gauge community feedback with youth services.	Community
1	Unknown	BHD - CARS All Provider Listening Session	To gauge provider feedback with Milwaukee County.	Customers
<b>46</b>	<b>Total Surveys for DHHS</b>			
<b>Human Resources Department</b>				
<b>Count</b>	<b>Year(s)</b>	<b>Survey Title</b>	<b>Description</b>	<b>Respondents</b>
1	2016	2016 Employee Initiative Survey	This was Milwaukee County's first ever all employee survey. The purpose of the survey was to assess employee engagement and satisfaction, and to provide leaders with actionable goals.	Employees
1	2018	2018 Employee Initiative Survey	Human Resources conducted its second all employee survey to follow-up from the 2016 survey. "Its purpose was not to determine a baseline, but to understand if the County had improved employee engagement and satisfaction since 2016."	Employees
1	2020	2020 Employee Initiative Survey	The Purpose of the third survey was to assess employee engagement and satisfaction. In support of this survey HR also facilitated eighteen focus groups with employees.	Employees
<b>3</b>	<b>Total Surveys for Human Resources</b>			
<b>Office of Equity</b>				
<b>Count</b>	<b>Year(s)</b>	<b>Survey Title</b>	<b>Description</b>	<b>Respondents</b>
1	2/28/20 to 3/13/20	Milwaukee County Racial Equity Baseline Survey	Survey requested that employees provide feedback on their understanding and attitudes toward the County's collective efforts to improve health and racial equity.	Employees
<b>1</b>	<b>Total Surveys for Office of Equity</b>			
<b>Milwaukee County Sheriff's Office</b>				
6	Ongoing	Community Satisfaction Survey with Parks	In person door-to-door and face-to-face surveys that identifies the residential neighborhoods and patrons that surround the selected park. Surveys are used to gauge how safe residents and patrons feel about public safety to help improve services.	Community
<b>6</b>	<b>Total Surveys for Milwaukee County Sheriff's Office</b>			
<b>Milwaukee County Parks</b>				
<b>Count</b>	<b>Year(s)</b>	<b>Survey Title</b>	<b>Description</b>	<b>Respondents</b>
1	2016	PRO Consulting & ETC Institute of Milwaukee County Parks Households	The household survey was administered as part of the County's efforts to create two master plans: the 10-Year Parks System Master Plan and the 2050 Park & Open Space Plan	Customers
1	2017	Trails Network Plan: Public Input Survey	Input from trail users on future trail plans.	Customers

1	2017	Milwaukee County Parks Beer Garden Feedback	User feedback on beer gardens.	Customers
1	2018	McKinley Marina Survey	User input on future use of Roundhouse.	Customers
1	2018	Milwaukee County Parks Beer Garden Feedback	User feedback on beer gardens.	Customers
1	2019	Customer Satisfaction Survey - Special Events	Special Events April 2019	Customers
1	2019	Milwaukee County Parks Beer Garden Feedback	User feedback on beer gardens.	Customers
1	2019	Oak Leaf Trail wayfinding surveys –	Feedback from trail users on signage designs.	Customers
1	2020	Milwaukee County Environmental Focus	Input on environmental concerns.	Customers
1	2020	Vine Humboldt Beer Garden Feedback	User feedback on beer gardens.	Customers
1	2020	2020 Whitnall Park Beer Garden Feedback	User feedback on beer gardens.	Customers
1	2020	2020 Milwaukee County Parks Golf Season Feedback	Feedback on Golf Courses.	Customers
1	2020	Love Your Parks & Trails Survey	Large survey on how the public use parks & trails.	Customers
1	2020	SST South Shore Terrace Feedback	User feedback on beer gardens.	Customers
1	2020	Traveling Beer Garden Feedback	User feedback on beer gardens.	Customers
1	2021	Whitnall Park Beer Garden Feedback	User feedback on beer gardens.	Customers
1	2021	South Shore Terrace Feedback	User feedback on beer gardens.	Customers
1	2021	Traveling Beer Garden Feedback	User feedback on beer gardens.	Customers
1	2021	Vine Humboldt Beer Garden Feedback	User feedback on beer gardens.	Customers
1	2021	Love Your Parks & Trails Survey	Large survey on how the public use parks & trails.	Customers
1	2021	Milwaukee County Parks Golf Season Feedback	Survey on golf courses.	Customers

1	2021	Playground feedback – throughout summer	Feedback from playground users on equipment design.	Customers
1	2022	South Shore Chalet Feedback	User feedback on beer gardens.	Customers
1	2022	Root River Parkway Lighting Survey	Feedback on lighting options for parkway capital project.	Customers
1	Ongoing	Dog Exercise Areas Customer Satisfaction Survey – ongoing	Dog Exercise Areas Customer Satisfaction Survey – ongoing.	Customers
1	Ongoing	Customer Satisfaction Survey - Building Rentals – ongoing	Customer Satisfaction Survey - Building Rentals.	Customers
<b>26</b>	<b>Total Surveys for Milwaukee County Parks</b>			
<b>Milwaukee County Zoo</b>				
<b>Count</b>	<b>Year(s)</b>	<b>Survey Title</b>	<b>Description</b>	<b>Respondents</b>
8	Annual	Exit Survey	In person, random intercept interviews conducted during the summer and on free days to provide insight on guest experience.	Customers
1	2015	Samson Stomp Event Survey	Online survey to assess event success and plan for future events.	Customers
1	2015	Outdoor Gorilla Exhibit Evaluation	Customers were asked to evaluate the Gorilla Exhibit.	Customers
6	2015-2020	Kohl's Wild Theater Evaluation	Questionnaires distributed by actors in community outreach shows or Zoo Pride volunteers for at the Zoo mainstage and reported to Kohl's as part of the grant. Assessed learning outcomes and experience.	Customers
1	2016	Party for the Planet Polar Bear Migration Game Survey for Girl Scouts	Online survey to assess event success and plan for future events.	Customers
2	2017-2018	Evaluative observations for Animal Connections Continuum class visits for 2nd grade (starting Sep 2017)	Collected data for outside evaluator hired through grant to research empathy.	Customers
1	2017	Viewing African and Asian Elephants at Accredited Zoological Institutions.	Over a 12-month period, the Chicago Zoological Society (CZS) partnered with 8 AZA accredited facilities to collect 1,600 surveys to examine the conservation education relevancy of African and Asian elephants in zoos.	Customers
1	2017	Body Worlds: Animals Inside Out Special Exhibit Survey	Comment cards placed at the end of the exhibit to assess guest response to the exhibit.	Customers
1	2018	Party for the Planet Elephant Safari Game Survey (Girl Scout Program)	Online survey to assess event success and plan for future events.	Customers
1	2018	Milwaukee County Customer Service Survey	A 10-question survey was created in Survey Monkey to elicit external, voluntary customer feedback to get baseline knowledge about customer service experience.	Customers

1	2018	Why Zoos and Aquariums Matter	Data collection from the project deepened understanding of how the public views zoos/aquariums.	Customers
2	2018-2019	Animal Ambassador program evaluations	Surveys sent to teachers whose class participated in the program to assess if programs are meeting goals.	Customers
2	2019; 2022	Group Sales Event Survey	Brief survey emailed out to group sales event clients - responses anonymous; evaluating experience including cleanliness, food quality, pay, etc.	Customers
1	2019	Spring and Summer Zoo Class Parent Survey	The questions focused on overall satisfaction, value, customer service, future Zoo class attendance, discussion of class content at home and the age range of participants.	Customers
1	2019	Bonobo Interactive Study	Observational study to assess guest engagement and use of the bonobo interactive exhibit.	Customers
1	2019	Otter Exhibit Summative Evaluation	Observation study to assess guest interaction with interpretive graphics and how they moved through the space.	Customers
1	2019	North American Bird Conservation survey	Data collection for collaboration with the North American Bird Conservation Initiative and the Columbus Zoo, explored Zoo guests' understanding and willingness to act on behalf of the challenges faced by migratory birds along their seasonal flights.	Customers
1	2019	Wild Connections Animal Experience Survey	Brief survey emailed to participants; used to assess experience and adjust the new program accordingly.	Customers
1	2020	Boo at the Zoo Event Survey	Email survey sent out to event participants to assess satisfaction about the new drive thru event.	Customers
1	2020	COVID-19 Return to Work Survey	Assess employee comfort levels with the Zoo reopening to the public and whether they had the resources they needed.	Employees
1	2020	COVID-19 Post-Reopening Survey	Assess the public's comfort levels with the Zoo's actions and communication of the Zoo's response to the pandemic, plus overall experience during their visit.	Customers
1	2020 (pre-Covid)	Hippo Exhibit Front End Evaluation	Interviewed zoo patrons about potential hippo exhibit content.	Customers
4	2021	Wild Lights Event Survey	Email survey sent out to event participants focused on overall satisfaction, food/beverage quality and service, length of the route, etc.	Employees and Customers
1	2022	Employee Engagement Survey Follow-up	Following up with staff on the 2020 employee engagement survey conducted by Milwaukee County - addressed trust and preferred methods of communication.	Employees
<b>42</b>	<b>Total Surveys for Milwaukee County Zoo</b>			
<b>Milwaukee County Strategy, Budget and Performance</b>				
5	2018-2021, 2023	Budget Exercise	Survey allowing users to craft the County Budget according to their priorities.	Community
<b>5</b>	<b>Total Surveys for Strategy, Budget and Performance</b>			
<b>Source:</b> Chart prepared by the Audit Services Division using data provided from selected departments' list of surveys conducted.				

## Listing of Community Engagement Activities Conducted by Select County Departments

<b>Types of community engagements conducted by Milwaukee County Departments in 2021</b>
<b>Milwaukee Mitchell International Airport</b>
Coordinated a Black History Month social media initiative in conjunction with the Mitchell Gallery of Flight.
Coordinated a Women’s History Month social media initiative in conjunction with the Mitchell Gallery of Flight.
Coordinated the ACE (Aviation Careers Education) student internship program in partnership with the State of Wisconsin Bureau of Aeronautics and Milwaukee Public Schools. This provides paid summer internships for 35 disadvantaged Milwaukee students.
Gave a free winter hat to travelers who checked their coats during the first week of the 2021 Coat Check season at Summerfest Marketplace. Promoted this on social media.
Held two successful pilot events (Flour Drop Contest and Spot Landing Contest) to engage the General Aviation community at Timmerman Airport.
Hosted a “Letters to Santa” campaign in partnership with Alaska Airlines. Promoted heavily on social media.
Hosted a Girls in Aviation Day to inspire young people to pursue careers in aviation.
Hosted a grand opening for a new Spanx retail store at MKE.
Hosted a TSA PreCheck mobile enrollment event for the community in July/August.
Hosted an aviation photography contest on social media in Spring 2021 and awarded the winner a free discovery flight.
Hosted MKE Airport booth at the Milwaukee Night Market.
Hosted Oktoberfest celebration at Barons Beer Garden, which is the first beer garden in a U.S. airport.
Hosted three Stars & Stripes Honor Flights.
Launched a Human Trafficking awareness campaign in conjunction with the Department of Homeland Security.
Launched the Hidden Disabilities Sunflower Program, which makes travel easier for passengers with non-visible “hidden disabilities” such as autism.
Launched the MKE Cares public relations initiative, which provides passenger-friendly terminal amenities and accessibility features.
Organized a successful MKE Job Fair in June, which led to more than 100 new hires by airport tenants.
Performed random acts of kindness in the terminal, including randomly handing out roses on Valentine’s Day, Mother’s Day, etc.
Revamped our Lost and Found Program in 2021 to allow for the electronic submissions of lost items.
Special colors displayed on our MKE monument lights in recognition of Domestic Violence Awareness, Alzheimer’s Awareness, Gun Violence Awareness, and Light Unite Red for Substance Abuse Awareness.
Supported the Flight to the North Pole, which targets children with life-threatening illnesses and provides an experience of “flying to the north pole” to visit Santa and receive gifts.
Supported the Mitchell Gallery of Flight, which operates the only aviation museum in Milwaukee. Features exhibits on Black aviators and Women aviators.
<b>Milwaukee County Department of Health &amp; Human Services</b>
Abuse in Later Life - 6 events
Abuse in Later Life Comm Conversations
Abuse in Later Life Love without violence
Abuse in Later Life NCALL
Abuse in Later Life Virtual Training
Advanced Dementia CIT Training
Advisor Council presentation
APS

APS EA ALZ
CCR
CCR Meeting
CIT APS Training
Coordinated Community Response
Crisis workgroup Dementia Redesign
Dementia and Isolation a Community Response
Direct Services Abuse in Later Life
Direct Services Abuse in Later Life NCALL
DRW and Milwaukee County
EMDT
EMS Training
FAST Team
Health and Inclusion resource event
Law Enforcement training abuse in later life NCALL
Law Enforcement Training for NCALL - 4 events
State Dementia Crisis Group
State Dementia Crisis Leadership Meeting
State Dementia Steering Committee - 3 events
World EA Awareness Day Walk and outreach event
414 Trust Youth Kickball Game
ADRC Overview
Autumn Festival
Brentwood's Community Day
Caring for the Caregiver
Coffee and Convo/Snow
Community Health Resource Fair
Creating Connections - Building Bridges....Together - 4 events
CSM Virtual Resource Fair
District 2 MPD OPEN HOUSE
District 3 MPD Faith & Blue Community Resource Fair
District 4 Faith Based Meeting
District 4 MPD Faith & Blue Community Harvest
DOA Presentation
Fall Community Gathering
Falls Prevention Week FB Kickoff
Falls Prevention Week Resource Fair - 2 events
Garden Homes Community Health Fair
Healthy Homes Resource Fair
Holiday Breakfast and Bingo with Law Enforcement
Holiday Drive
Holiday Participant Gathering
Introduction to the Division on Aging
Juneteenth Celebration
McGovern National Night Out
Medicare 101
Medicare 101 - Coordination of Benefits and Medicare Savings Plans
Medicare 101 - Medicare Fraud and Insurance Marketing
Medicare 101 - Medicare Part D in Detail, Senior Care and Extra Help



Medicare 101 - Special Circumstances Eligibility (ERSD, ALS, SSI, etc.)
Medicare 101 - Supplement/Medigap Plans
National Night Out
National Night Out 5th District
National Night Out 7th District MPD
National Security Retirement Month
Northwest Side CDC Resource Fair
Race to Wellness Health Fair and Vaccination Clinic
Safety Town Hall Meeting
Senior Transportation Seminar - 2 events
Seniorfest Day
St. Rita's Square
The Art of Aging Senior Resource Fair - 2 events
Town Hall Meetings with County Supervisor Felesia Martin
Trunk or Treat
UMCS Chili Fest and Community Resource Fair
Veterans Day at the Zoo
Victim Witness Lunch and Learn
Wauwatosa Senior Commission
Wauwatosa Senior Health and Wellness Fair
WIC Summer Celebration
16th Street Clinic
Active Streets 2021
African American Women's Center for Marshall H.S. Students
Auer Ave. Community Fair
Best Buddies
Brentwood Church
Brentwood Church of Christ Community Day
Brentwood Church of Christ Turkey Giveaway
Brentwood Church-Food Giveaway
Care4Kids CLTS / CCOP Lunch and Learn Discussion
Children's Community Health Plan
Children's Services 101 - 2 events
Columbia St Mary's Lunch N' Learn
Community Café: Black Families' Perspectives on Navigating an Autism Diagnosis and Services
Community Café: Intersection of Disability and LGBTQ
Community Café: It's Not Taboo
CSP Operations Meeting
Down Syndrome Assoc.
DSD Health and Inclusion Resource Fair - Washington Park
DSD Presentation for LGBTQ Center
DVR Staff meeting
Ephesians Missionary Baptist Church-ReEntry UnBlemished
Facets
Froedtert Hospital Social Workers
Grand and Go Event
Juneteenth Day Outreach Event
Marshall High School
McGovern Park Night Out

Molina HMO Staff
MPS Resource Bag Outreach
MPS Resource Bag Outreach II (Outlying schools in Milwaukee County)
Northwest Side CDC
Sinai Hospital
Task Force for Re Entry Health Care
WEAAD
Yippe
Access Clinic East Virtual Open House
Access Clinics' key messages, talking points and brochure/flyer
Community Calendars for Mental Health Board Meeting
Crisis Communications Plan
Grab & Go flyer for Wraparound Milwaukee
Light & Unite Red
Mental Health Board Community Engagement Facebook Recommendation
Mental Health Emergency Center Landing Page
MKE Lifestyle Story on Mental Health Trends in Teens
No Wrong Door Infographic
Overdose/SUD Resource Campaign
Past, Present, Future video series
TANF Landing page
Wraparound Milwaukee - Wrap the City Campaign
<b>Milwaukee County Human Resources</b>
ProStart Career & Expo Recap 2021
<b>Milwaukee County Office of Equity</b>
2022 County Budget Virtual Townhall - 2 events
3C Strategy Team Meeting - 3 events
Alverno Community Conference
Black Fatherhood Project Documentary Screening
CJC Community Town Hall Meeting
Combined Community Services Board Meeting
DHHS Racial Equity in Contracting Panel and Stakeholder Meeting - 2 events
District 7 Virtual Townhall (Sup. Martin)
HaRUNbee Walk & Run
ICC Meeting - 2 events
Meeting w/ Bayside Muni Leaders
Meeting w/ Fox Oak Creek Muni Leaders
Meeting w/ River Hills Muni Leaders
Meeting w/ West Allis Muni Leaders
Milwaukee Community Resilience Network Meeting - 9 events
Milwaukee MENTOR Summit
MKE BLAQTIPOC Summit
MKE Bronzeville Week Kick-off Presser
MKE Civic Action Leadership Team Meeting - 2 events
MKE Health Start Community Action Network Meeting - 3 events
MKE Juneteenth Day Celebration
MKE Juneteenth Kickoff
MKE Men's Health Referral Network Meeting
MKE Region of Choice Public Sector Partners Meeting - 4 events

National Night Out McGovern Park
Rally & March for Black Pride
REID Inaugural Leadership Team Meeting
REID Leadership Team Meeting
RH3 Research Collaborative Meeting - 3 events
State of Wisconsin Juneteenth Day Flag Raising Ceremony
WAATPN-WTPN Network Meetings
We Care Crew Bike Drive Washington Park
We Care Crew Coalition Meeting
WGLB Joy 1320 Radio Interview
What's the 411 Young Professionals Panel
WI No Menthol Sunday Kick-off Meeting
YMCA Dr MLK Jr Day Celebration
YWCA Stand Against Racism Campaign
<b>Milwaukee County - American Rescue Plan Act (ARPA)</b>
African American Roundtable presentation
Aging & Disability Resource Center Board presentation
ARPA media kit
ARPA panel presentation at Governor's Conference on Diverse Business Development Summit
ARPA Town Hall - 3 events
Budget Town Hall - 2 events
Commission on Aging presentation
Community Justice Council presentation
ICC information sharing
Milwaukee County Mental Health Board presentation
MKE Arts Resource Network
MKE Civic Action Leadership Team presentation
MKE Community Resilience Initiatives presentation
Public info sharing at ARPA Taskforce Meetings - 3 events
Social Development Commission presentation
<b>Milwaukee County Sheriff's Office</b>
414 Trust Kickball Tournament
3 Kings Toy giveaway
3 Kings Toy giveaway meeting
Airport Job Fair
Back to School Drive Urban League
Barbershop and youth session
Beckum Little League Awards Ceremony/guest speaker
Bingo and Breakfast with Senior Citizens Planning with community partners
Book Reading - 4 events
Cadet meetings
Camp Hero
Car seat install - 15 events
Car Seat Program partnership meeting
CARDIFF CRIME DATA Meetings
Career Presentation 5th grade Mount Mary Calvary Lutheran
Center for Self Sufficiency
COA and MCSO
Consumer Protection resource meeting

County Wide 4th of July parades
County Wide National Nights Out
Crime Victims Virtual Resource Event (Guest Speaker)
Cudahy Christmas Parade
Dangers of Social Media - 4 events
District 3 Neighborhood Cleanup
Driving Presentation Escuela Verde
Drug Take Back Day Johnson's Park
Drug Take Back Meeting with Community Partners
El Conquistador Family Expo
Environmental and Social Justice Panel Discussion Washington Park
FBI youth academy Presentation
Fellowship Tailgate St. Matthews
Grab And Go school supplies (Owens Place)
Heroes Day Event with Marcus Theater
Heroes Day Marcus Arts Center partnership
Hotdogs for Hope Garden Homes Park
International Institute of WI
Juneteenth Parade / Festival
Kickball event meetings with community partners
King Center and MCSO breakfast with Santa
King Park Community Meeting regarding homeless concerns
Kozi Park and MPD 2 National Night Out meeting
Lincoln Park Bike Giveaway
MCSO Bingo and Breakfast with senior citizens Wilson Park
MCSO Drug Take Back
MCSO Thanksgiving Turkey Drive Washington Park
Miller Park Honor Parade
Moody Park Easter Egg Hunt with MPD and COA
MPD 2 Open House Community Event
MPD 5 Easter Event planning
MPD 6 Trunk or Treat Event
MPD 7 and MCSO check in with County Parks Administration
Neighborhood cleanup Northwest Side Community Development Corporation
Northwest Side Community Development Corporation
Notre Dame Middle School Career Day presentation
Notre Dame Women's Day Guest speaker middle school
Park Rangers Safety Meeting
Presentation Office of Violence Prevention
Puerto Rican Festival
Pumpkins in the Park with West Allis
Reach A Child Board Meetings
Safe & Sound/Escuela Verde Safe Driving presentation
Safe and Sound Covid 19-Vigil
Safe and Sound Fall Festival
Safe and Sound touch base
Safe Summer Kick off Meeting
Senior Citizens Engagement
Sherman Park Bloom and Groom

Sherman Park Community Meeting - 2 events
Sherman Park Community Resource Fair
Sherman Park Pizza with Boys and Girls club
Shopping for toys with community partners for 3 Kings event
Stars and Stripes (Honor Drive thru)
Tennis with youth at Sherman Park
Tiefenthaler Park Peak Initiative Meeting
Turkey Drive Community planning meetings
Turkey Drive shopping with deputies and community partners
UCC 2nd Grade book reading
Urban Ecology Center Winter Event
UW-Milwaukee Campus Safety Fair
Virtual 3 Kings Debrief meeting
Walker Square Park Clean up
Washington Park Bike Drive 2 events
Washington Park Community Meeting
Washington Park Safety Meeting
Washington Park Staff Safety Meeting - 2 events
WE CARE CREW Meetings
West Allis Community Relations
West Allis PD Community pop up
<b>Milwaukee County Parks</b>
Administration - CAMPAC Funding Application Deadline
Bringing Back Fish & Wildlife on the Milwaukee River: Community Meeting - 2 events
Community Centers - programming, Back-to-School; We Care Turkey Giveaway
Concessions - Beer Gardens, Winter Chalets, Golf Course service
Connect to Community through numerous special events /programs produced by non-Parks organizations, hosted at Milw Co Parks-- events such as runs for charity, district neighborhood events, National Night Out events, concerts in the parks, lectures eg Oak Leaf Discovery Tour Kickoff, Passport Sales & Beer Specials
Creating a Sustainable Future for Local Parks - A Virtual Event
Domes - Domes Glow Green to Support Bucks in NBA Finals
Engagement - Brew Hero Blitz - Micro-Trash Cleanup
Golf - leagues, outings
KK River & Jackson Park WALKshops - 3 events
Marketing - We Care Crew Bike Drive & Giveaway
Milwaukee Northwest Trails Connection Plan Open House, at Lincoln Park
Natural Areas - Community Science (monitoring)
Operations - WeedOut!, Cleanups
Planning - RampUp: Walk in the Park- Parks are for Families! at Wisconsin Avenue Park
Progress of Improvements to the Bradford Beach House
Public Hearing on Proposal for Development of the Bradford Beach Pavilion – LDAC
Restoring Habitat in the Little Menomonee River Parkway - Public Information Meeting
Trails - council meetings, cleanups
Virtual Open House / Master Plan Development at Kosciuszko Community Center
Wehr Nature Center – programming
<b>Milwaukee County Zoo</b>
Free Days: 1/2, 2/6, 3/6, 10/2, 11/2, 12/4
Frosty Free Week
Egg Day

Mother's Day
Father's Day
Military Veterans & Family Day
Senior Celebration
Boo at the Zoo Drive Thru
Wild Lights - 28 days



Date: November 3, 2022

To: Jennifer Folliard, Director of Audits

From: Jeff Roman, Director and Chief Equity Officer

Subject: Audit Response Letter regarding audit titled "Surveys: Milwaukee County Departments Collect Information Primarily from Program Users but Guidance should be Provided to Improve Data Collection Methods"

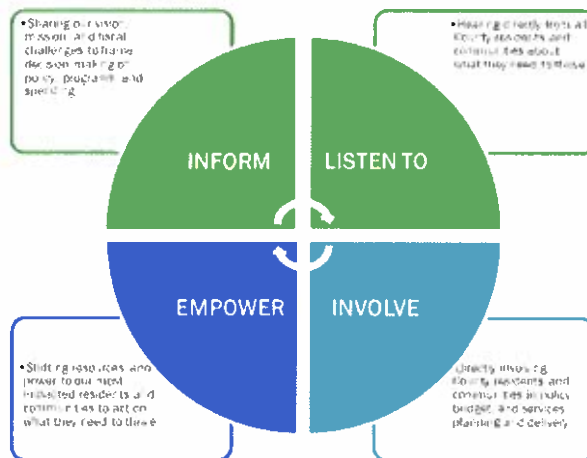
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The Office of Equity was asked to provide a response to Audit Services regarding the audit of Milwaukee County offices and departments' information gathering through surveys and community outreach activities, as requested by the County Board of Supervisors. The scope of the audit covers the period of 2015-2022.

As noted in the audit, surveys are implemented to meet a variety of functions in the offices and departments of Milwaukee County. Some instances focus on data-gathering, while many others seek to develop relationships where there is bi-directional communication. Frequently the desired function is then guided by specific best practices as determined by professional associations or other governing bodies. While those hold professional credibility which should be recognized, it is simultaneously important to align with known and emerging best practices for racial equity. The validation of this in the audit findings is appreciated.

Of note in the audit report is its recognition of the method(s) we choose to engage resident voices in shaping and determining how much progress we make toward realizing the County's vision that by achieving racial equity, Milwaukee is the healthiest county in Wisconsin. That is of particular significance in relation to the Community Engagement Framework I presented to the County Board of Supervisors during the department's 2023 recommended budget overview on October 11, 2022 (slide below). We must continue to implement relational processes with County residents to enact the racial equity vision regarding [who has the power to make change](#) in our community.

## Community Engagement Framework



### Why this model?

- Centers racial equity and health
- Frames engagement as a tool for shared learning and action
- Increases participation of most impacted residents, communities
- Engages strategic outreach partners with established credibility in hard-to-reach communities
- Builds the leadership, organizational, and advocacy capacity of County residents

I further commend the Audit Department for its work articulating findings around the financial commitments involved in data-gathering, surveys, and meaningful community engagement. The importance of doing this work well cannot be understated, and this audit foreshadows the budgetary implications for offices, departments, and any County-wide efforts.

I have reviewed the findings of the conducted audit and recognize that while the activities reviewed are distributed throughout the County organization and not under my immediate purview, I am committed to providing leadership that guides and facilitates implementation of the recommendations to improve the overall success of all Milwaukee County offices and departments as we work to achieve our shared vision. Please see my responses below to the questions posed from the Audit Department:

1. How the recommendations in the report that your office is responsible for will be implemented?

The three recommendations (a guide for use when conducting surveys and gathering data; a guide to reporting around demographics and methods; a guide for maximizing use of results from community engagement) will be implemented using:

- A collaborative process, involving County staff, departments, and community stakeholders to inform the work and the adoption of best practices,



- An iterative approach so that the guide(s) continue to evolve as does the County's work and understanding of advancing racial and health equity, and
- A holistic view of how these are integral to County work around expanding resident voices in how we advance equitable decision-making.

2. Who shall be responsible for seeing that implementation is carried out?

The Community Engagement Manager in the Office of Equity will be responsible for implementing recommendations, with work supported by members of the Office of Equity team and relevant collaborators in other County offices and departments. The Community Engagement Manager serves to socialize, and development standard practices related to the community engagement framework, including mechanisms to collect and analyze community input to inform decision-making.

3. When the implementation will be completed?

The implementation will be completed by October 1, 2023. The resulting resources will be introduced and distributed via a variety of communication channels in order to ensure widespread awareness of the resources.

4. Alternate solutions to problems noted in the report if the recommendations are not to be implemented.

This year Milwaukee County has a FUSE Executive Fellow in the Office of Equity. The [FUSE Corps](#) program is designed to augment local government capacities around racial equity. As part of that work, we are also exploring and designing infrastructure where data is transparent and shared across offices and departments as well as shared back with the residents whose voices we are hearing. Aligning these recommendations with that work is high priority. We hope to implement a FUSE innovation lab, a design thinking approach to ideation and development which engages resident and community partners along with key County stakeholders, to support the visioning and prototyping of this work. With this, Milwaukee County would serve as a leader for other jurisdictions and deliver a proof-of-concept and model approach to community engagement and data collection.

