

**COUNTY OF MILWAUKEE**  
DEPARTMENT OF HUMAN RESOURCES  
INTER-OFFICE COMMUNICATION

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DATE : June 6th, 2015

To : Chairwoman Marina Dimitrijevic, County Board of Supervisors

FROM : Matthew Hanchek, Director of Benefits & HR Metrics – DHR 

SUBJECT: **Report from the Director of Benefits & HR Metrics, Department of Human Resources, on the diversity of Milwaukee County's workforce. Informational only. No action requested.**

**Background**

The 2015 adopted budget included an analysis of employee and applicant demographic data to determine the level of gender and racial diversity within the organization. If the analysis of demographic data suggests that Milwaukee County is materially underutilizing a segment of the population, further analysis of underlying cause and contributing factors is to be conducted. Finally, the budget directive seeks a plan addressing issues identified in the analysis.

This report addresses the diversity analysis and provides a summary of HR activity regarding issues identified in the findings. It does not, however, include a comprehensive recruiting strategy.

This referral stated that this report would be provided to two separate committees; Transportation and Public Works, and Finance, Personnel and Audit. However, I request that you refer this item to only one of these committees for greater efficiency – to avoid reporting out the same item twice, and to reduce the amount of staff time required.

**Methodology/Data Sources**

The analysis compares Milwaukee County's current employee population (excluding seasonal employees and elected officials) to the demographic composition of Milwaukee County's overall population as reported by the US Census Bureau. It must be noted that while the Census Bureau data provides insights to the demographic composition of Milwaukee County, it is not specifically reporting the composition of the available workforce in Milwaukee County. The analysis also examines data from the Bureau of Labor Statistics (BLS), which provides insights to the composition of the national workforce, but not specifically Milwaukee County. While both are credible sources of data, neither are a direct comparison/benchmark for evaluating the diversity of Milwaukee County's workforce. As such, the findings will have a degree of subjectivity.

Milwaukee County stratifies and reports employee data by the categories established for EEO-4 reporting. Neither the census data nor the data from the Bureau of Labor Statistics is stratified along similar categories. In general, benchmarks for direct comparison by EEO category are not available.

The data from the Bureau of Labor Statistics (BLS) was useful to gain insights about subsets of employees. However, some key limitations to this data must be noted. First, to the extent possible, the data was manipulated to align with EEO-4 reporting categories. Second, BLS data typically reports the Hispanic population as a part of other racial categories. To draw comparisons, the Hispanic population data had to be extracted from the reported data for White and Black. Finally, BLS data tables primarily focus on White, Black, and Asian categories, with limited detail on multi-racial and other groups. Again, the lack of a clean benchmark to directly compare Milwaukee County data to will add subjectivity to the findings.

Applicant data is drawn from Milwaukee County's current applicant tracking software. It must be noted that this system is severely limited in its capabilities for tracking and analyzing applicant data. Pending approval, the applicant tracking software has been identified for replacement in 2016. To work around the system's limitations, applicant data was filtered to only include certified applicants who met the minimum requirements for the positions they applied for. ATS exports in EEO-1 categories, requiring manual conversion to EEO-4 for consistency.

## **General Findings**

Milwaukee County government's workforce as a whole generally reflects the gender and racial composition of Milwaukee County's population. For example, our workforce gender distribution is within 1% of the overall census figures. Broad comparisons by gender and race are available in Appendix A of this report. The analysis is less conclusive when stratifying data by EEO-4 job groupings. Additional detail is included in both the Gender and Race sections of this report, and in appendix B & C.

## **Gender**

As noted above, Milwaukee County's total workforce very closely mirrors the gender distribution of Milwaukee County as reported by the US Census Bureau.

When breaking the population into EEO-4 categories (Appendix B) we see that females are more highly concentrated in professional, para-professional, and administrative roles, while males are more highly represented in protective services, skilled craft, and service maintenance roles. A direct comparison of these categories to County Census data is not possible, however, the Bureau of Labor Statistics (BLS) evaluates similar categories on a national level. Based on the BLS "table of employed people by occupation, gender, race and Hispanic or Latino ethnicity 2013 averages", Milwaukee County's gender diversity in the professional, para-professional, and protective service categories compares well to national norms.

Skilled craft / service maintenance appears to underutilize females based on census data and national workforce statistics, however, only 7% of Skilled Craft and 24% of service maintenance certified applicants are female. Similarly, administrative roles appear to underutilize males by census data and national workforce statistics, however, only 13% of certified applicants for administrative roles are male

(appendix D). While national norms suggest we could be doing better in these areas, the composition of the workforce is aligned with the applicant pool.

Females appear to be very slightly under represented as officials (upper management) based on a comparison of Milwaukee County employees to County census data (4% deviation). However, when compared to national norms for management, the County is almost identical to the Bureau of Labor Statistics data.

Based on local census data and national norms reported by BLS, it appears that Milwaukee County is appropriately diverse by gender, with the possible exception of administrative roles and skilled craft/service maintenance.

### **Race**

As cited in the general findings, the overall employee demographics is well aligned with the composition of Milwaukee County's residents as reported by the US Census Bureau. However, when breaking the population into EEO-4 categories (Appendix C) we see less racial diversity in among Officials, Professionals, Protective Services, and Skilled Craft/Service Maintenance than the overall population would reflect. While this does not conclusively determine that the level of diversity in these categories does not reflect the demographics of the available workforce, it does require a closer look.

**Officials:** Compared to certified applicant data, the Black population appears to be slightly underutilized in official roles, but overall, the composition of official roles is similar to the composition of the applicant pool. Compared to national norms, White and Hispanic populations appear to be slightly over-utilized. It must be noted that the sample size of official job postings are relatively small. Only 29 officials/administrator positions were posted in 2014.

**Professionals:** At first glance, the professional roles appear to be disproportionately weighted toward white employees compared to census and applicant data. The distribution of professionals does, however, align with national workforce norms.

One possible explanation for variance from census data is that roughly 25 % of Milwaukee County's existing professional roles, and half of the professional positions posted are registered nurses. According to the US Department of Health and Human Services - Health Resources and Services Administration, approximately 85% of registered nurses nationwide are white, 90% are female. Given the prevalence of nursing positions among the County's professionals, this should skew Milwaukee County's numbers toward white females. However, when the RN's are removed from the professional data, Milwaukee County's professional numbers stay roughly the same. This suggests that we are effectively recruiting a diverse population of registered nurses, despite the typical lack of diversity within the profession. This also steers focus back to other professional roles.

The limitations of the Applicant Tracking System preclude examining the applicant data from non-nursing professionals, as a subset of the professionals, limiting our ability to conclusively determine if the population of non-nursing professionals aligns with our applicant pool. When examining the positions posted, a large number of technician and para-professional roles were misclassified as professionals. This appears to be the cause of the deviation from the overall professional applicant data.

**Protective Services:** While the employee population in protective services roles is generally diverse, at first glance, the Hispanic population appears to be underrepresented. The percentage of Hispanic protective service employees is materially lower than Milwaukee County census data indicates. However, the composition of the protective service workforce aligns closely with the applicant pool for these roles.

**Skilled Craft/Service Maintenance:** Minorities, particularly Black and Hispanic, are under represented by census data, national workforce norms. Further, applicant data suggests that we are attracting a diverse pool of candidates who meet the minimum job requirements.

The lack of diversity is particularly evident in the skilled craft roles. Skilled craft roles have generally represented low turnover roles, with incumbents often working to retirement. Only 26 skilled craft positions were posted in 2014, with 7 hires. This is the lowest of any category.

### **Current HR Actions**

Milwaukee County Human Resources actively seeks to improve the diversity of the workforce through both training and development of internal resources and targeted recruiting strategies for attracting external talent. In 2014, Human Resources launched two key initiatives aimed at developing internal talent for leadership roles: The Leadership Excellence program and the Management Development pilot course. While participants in the program are nominated by their department leaders, HR took care to ensure the demographics of participants in these programs aligned with the demographic of Milwaukee County.

The Human Resources posts all positions on the Milwaukee County site, Milwaukeejobs.com, and the State of Wisconsin. In addition to this standard approach Human Resources utilized outreach with over 175 external organizations focused on diversity (appendix D). Finally, for specific positions, Spanish language resources and publications are utilized including UMOs, Spanish Times, and the Spanish Journal.

### **Observations, Recommendations, & Summary**

- Milwaukee County's overall employee gender and racial diversity is aligned with the demographics of the County.
- The limitations of County data, including data integrity issues and ineffective reporting tools, and the lack of benchmarks to use for direct comparison, become evident when breaking the population into subsets such as EEO-4 categories. This makes it difficult to conclusively identify issues and to pin-point root cause. Replacement of the applicant tracking system (pending approval), and a data cleansing project corresponding with implementation will dramatically improve the County data in the future. The lack of external benchmarks will continue to be a challenge.
- There is variance from the census race data between EEO-4 job categories. In general, when Milwaukee County's employee diversity varies significantly from the County's census data, the distribution of employees in each category aligns closely with national workforce data and the County's applicant pool. This suggests that in most categories where groups are under-

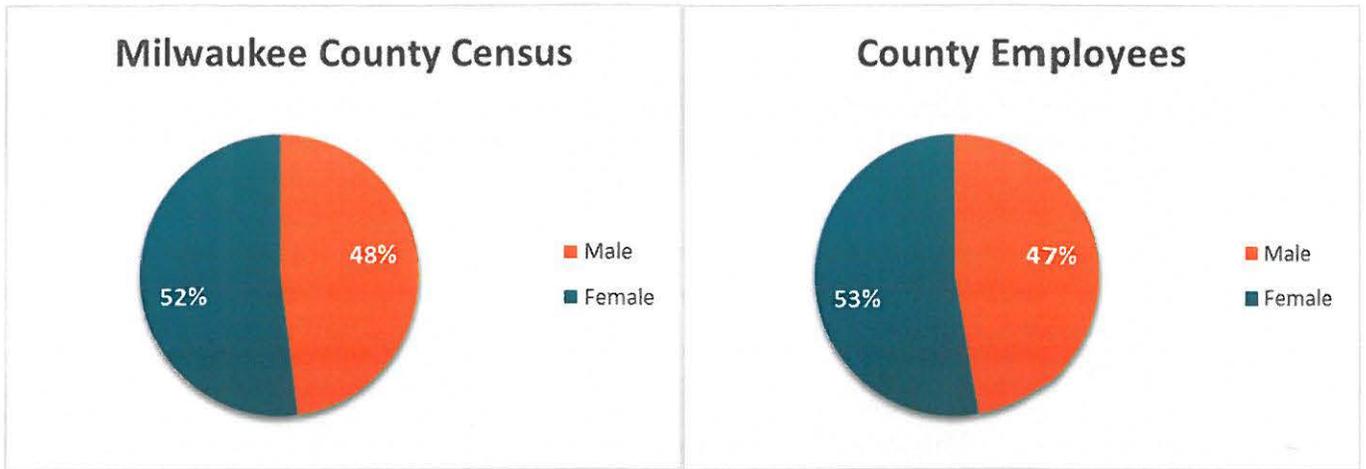
represented by comparison to census data, the issue lies in attracting qualified applicants, rather than hiring practices.

- Human Resources strives to provide hiring managers with a diverse, high-quality applicant pool, and is taking all appropriate steps to attract a diverse talent base by utilizing a wide range of community outreach resources and organizations, and by strategically publishing job postings in bilingual publications.
- In 2014, HR launched the Leadership Excellence program and management certification classes. Diversity in program participation is monitored to ensure that this initiative enhances the County's efforts at promoting diversity and inclusion throughout the leadership levels of the organization.
- Skilled Craft and Service maintenance roles are an area of note. These roles are significantly less diverse than County census data and national workforce data suggest they should be. Further, applicant data would suggest that we are attracting a reasonable level of diversity among candidates who meet the minimum job requirements. Some potential solutions could include diversity training for hiring managers in these areas, working with hiring managers to clarify minimum job requirements, and continued outreach to trades-based diversity organizations.
- Skilled Craft roles at Milwaukee County have low turnover, and have relatively few job postings per year. Average tenure exceeds 12 years, with over 40% of this group exceeding 20 years of service. As such, the lack of diversity in this area could partially be a legacy issue, and efforts to improve diversity could take longer to yield results.

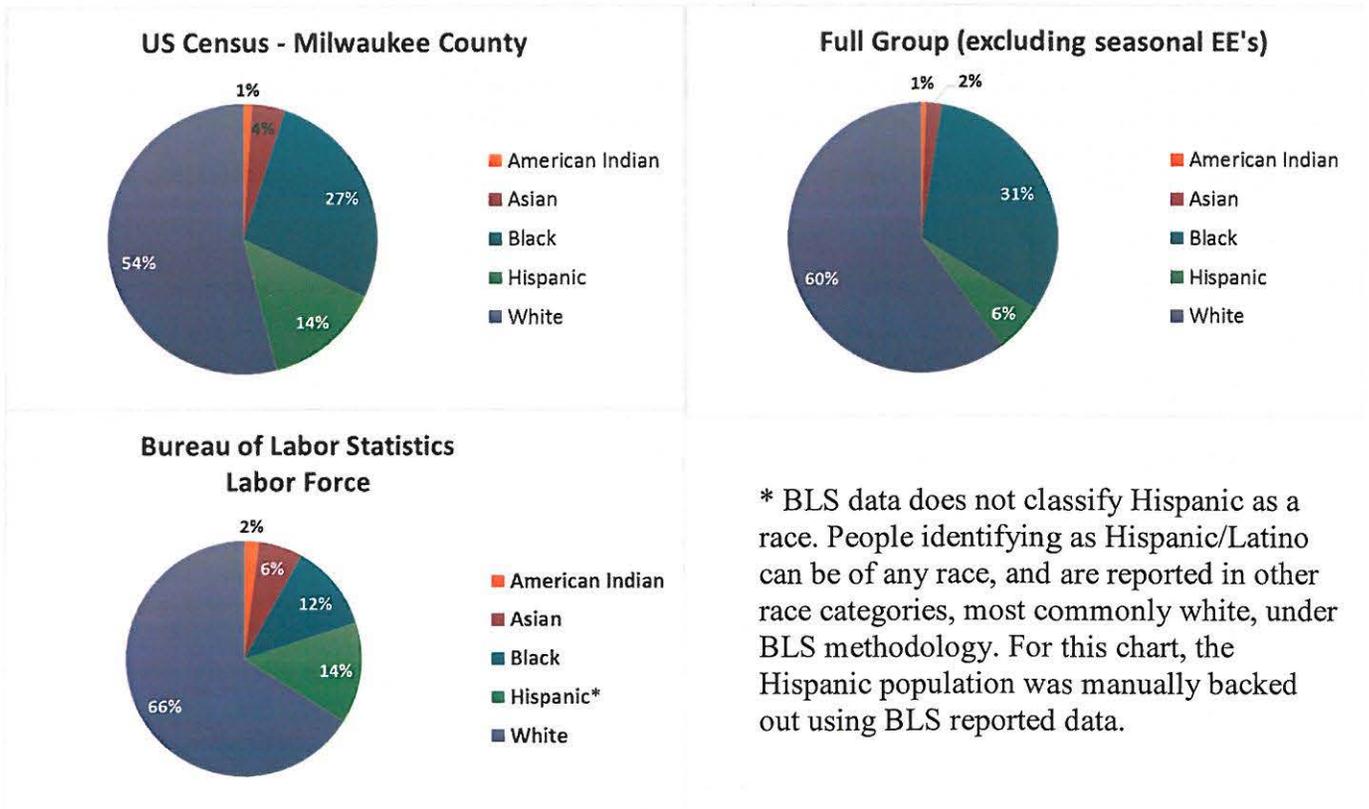
CC: County Executive Chris Abele  
Raisa Koltun, Chief of Staff, County Executive's Office  
Kerry Mitchell, Chief Human Resources Officer  
Paul Bargren, Corporation Counsel  
Supervisor Michael Mayo, Chairman, Transportation & Public Works Committee  
Supervisor Theo Lipscomb, Co-Chairman, Personnel, Finance & Audit Committee  
Supervisor Willie Johnson, Co-Chairman, Personnel, Finance & Audit Committee  
Kelly Bablitch, Chief of Staff, Milwaukee County Board of Supervisors  
Jerry Heer, Director of Audit

## Appendix A: Overview of County Employees / US Census Bureau Data

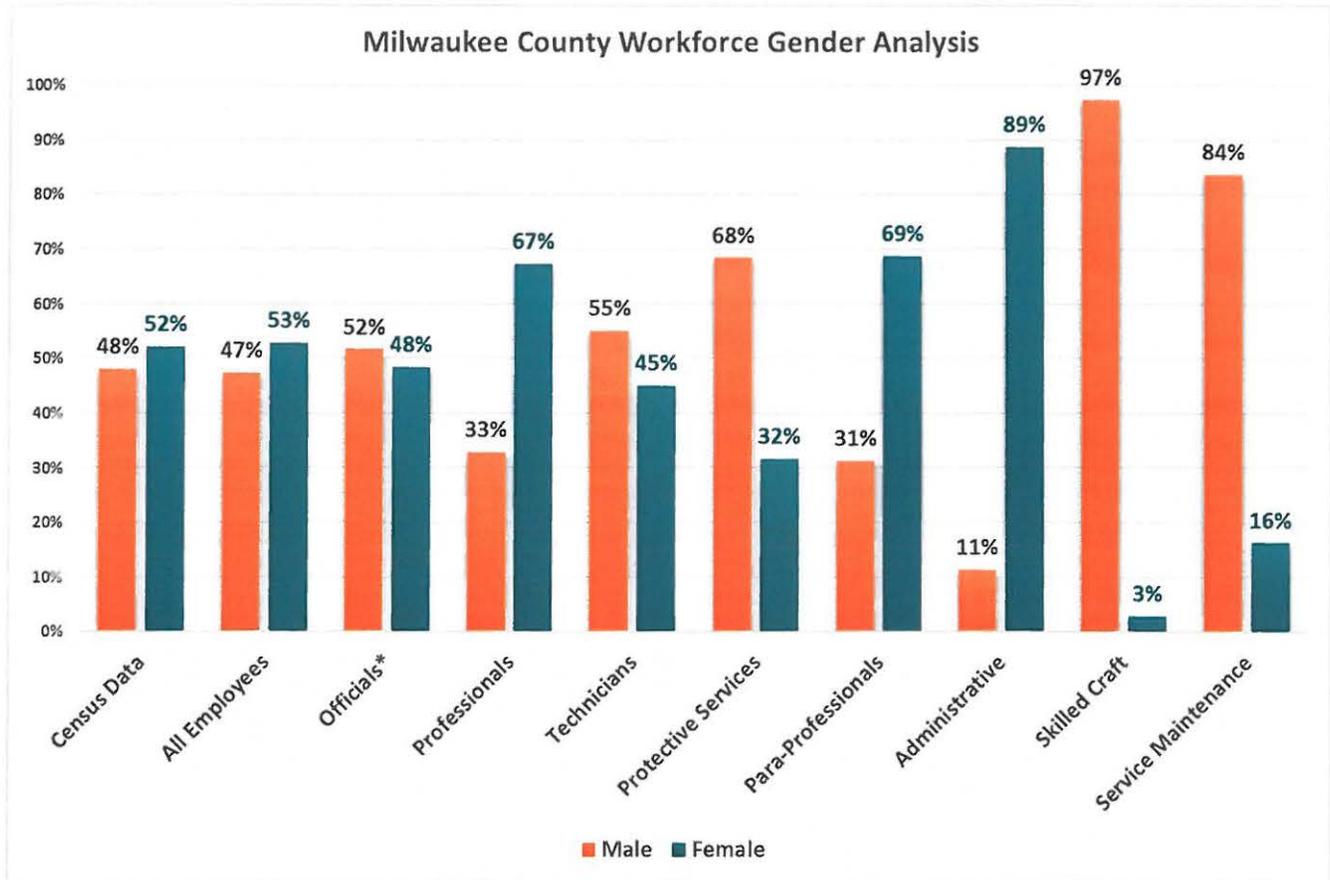
By Gender:



By Race:



## Appendix B: Gender by EEO-4 category



Category <sup>(1)</sup>	Male to Female Ratio	
	National Data	County
Professionals	1 : 3	1 : 2
Administrative	1 : 2.8	1 : 8
Skilled Craft/Maintenance	5.9 : 1	9.5 : 1
Protective Services	3.6 : 1	2.1 : 1
Management/officials <sup>(2)</sup>	1.3 : 1	1.1 : 1

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(1) Source: Bureau of Labor Statistics "Employed people by occupation, gender, race, and Hispanic or Latino ethnicity 2013"

(2) BLS "Management" category is the closest match to EEO-4 "officials"

## Appendix C: Racial Composition of County Workforce by EEO-4 category



	White : Black : Hispanic Ratio	
Category <sup>(1)</sup>	National Data	County
Professionals	8.9 : 1.1 : 1	11 : 3.8 : 1
Skilled Craft/Maintenance	7.1 : 1 : 3.4	12.4 : 1.8 : 1
Protective Services	4 : 1 : 1.2	9 : 6.3 : 1
Management/officials <sup>(2)</sup>	11 : 1 : 1.2	13 : 1 : 2.5

(1) Source: Bureau of Labor Statistics "Employed people by occupation, gender, race, and Hispanic or Latino ethnicity 2013"

(2) BLS "Management" category is the closest match to EEO-4 "officials"

	White : Non-White Ratio	
Category <sup>(1)</sup>	National Data	County
Professionals	2.64 : 1	2 : 1
Skilled Craft/Maintenance	1.4 : 1	4.1 : 1
Protective Services	1.5 : 1	1.2 : 1
Management/officials <sup>(2)</sup>	3.3 : 1	3.5 : 1

(1) Source: Bureau of Labor Statistics "Employed people by occupation, gender, race, and Hispanic or Latino ethnicity 2013"

(2) BLS "Management" category is the closest match to EEO-4 "officials"

## Appendix D: 2014 Milwaukee County Applicant Data & Positions Posted

Applicant Data:

	American Indian	Asian	Black	Hispanic	White	Non Disclosed
<b>Officials / Administrators</b>	<b>0.0%</b>	<b>2.3%</b>	<b>19.7%</b>	<b>4.1%</b>	<b>72.9%</b>	<b>0.9%</b>
Male	0.0%	1.4%	7.3%	2.8%	41.3%	0.5%
Female	0.0%	0.9%	12.4%	1.4%	31.7%	0.5%
<b>Professionals</b>	<b>0.1%</b>	<b>2.4%</b>	<b>45.4%</b>	<b>4.1%</b>	<b>44.1%</b>	<b>3.8%</b>
Male	0.0%	0.9%	5.4%	1.3%	14.1%	0.6%
Female	0.1%	1.5%	39.8%	2.8%	30.0%	1.6%
<b>Technicians</b>	<b>0.8%</b>	<b>3.2%</b>	<b>19.8%</b>	<b>7.9%</b>	<b>62.7%</b>	<b>5.6%</b>
Male	0.0%	2.4%	6.3%	4.0%	43.7%	1.6%
Female	0.8%	0.8%	13.5%	4.0%	18.3%	2.4%
<b>Protective Service</b>	<b>0.5%</b>	<b>1.3%</b>	<b>61.5%</b>	<b>7.2%</b>	<b>27.6%</b>	<b>1.9%</b>
Male	0.2%	1.1%	22.3%	4.3%	17.7%	0.6%
Female	0.3%	0.3%	39.1%	2.9%	9.9%	0.5%
<b>Para-Professionals</b>	<b>0.0%</b>	<b>2.0%</b>	<b>47.1%</b>	<b>10.8%</b>	<b>35.3%</b>	<b>4.9%</b>
Male	0.0%	1.0%	13.7%	4.9%	11.8%	2.0%
Female	0.0%	1.0%	33.3%	5.9%	23.5%	2.9%
<b>Administrative Support</b>	<b>0.8%</b>	<b>2.7%</b>	<b>52.1%</b>	<b>6.0%</b>	<b>34.6%</b>	<b>3.8%</b>
Male	0.0%	0.5%	4.8%	1.0%	6.3%	0.4%
Female	0.7%	2.2%	47.2%	4.9%	28.2%	1.8%
<b>Skilled Craft Workers</b>	<b>0.5%</b>	<b>0.8%</b>	<b>36.5%</b>	<b>4.2%</b>	<b>54.5%</b>	<b>3.6%</b>
Male	0.5%	0.8%	29.7%	4.1%	53.8%	2.1%
Female	0.0%	0.0%	6.8%	0.2%	0.6%	0.0%
<b>Service / Maintenance</b>	<b>0.7%</b>	<b>0.7%</b>	<b>45.1%</b>	<b>6.1%</b>	<b>44.9%</b>	<b>2.3%</b>
Male	0.7%	0.5%	28.9%	4.9%	37.5%	1.6%
Female	0.0%	0.0%	15.9%	1.3%	7.2%	0.2%
<b>All Categories</b>	<b>0.5%</b>	<b>2.3%</b>	<b>49.0%</b>	<b>5.4%</b>	<b>39.33%</b>	<b>3.5%</b>

\* Applicant data is tracked in EEO-1 format. Manually converted to EEO-4 categories for consistency.

External Sources Recruiting Sources Utilized	
General Diversity	65
Women-Specific	21
Minority-Specific	20
Disability	42
Veteran	30
Non-Diversity	74

2014 Postings by EEO-4 Category	
Officials	29
Professionals	245
Technicians	34
Protective Services	154
Para-professionals	145
Administrative support	240
Skilled Craft	26
Service	84

## Appendix E: Definitions

**Census Data:** Milwaukee County data as reported by the US Census Bureau

**All Employees:** Milwaukee County Employees excluding seasonal and elected officials

**Officials:** Excludes elected. Occupations in which employees set broad policies, exercise overall responsibility for execution of policies, direct individual departments or special phases of the agency's operations, or provide specialized consultation on a regional, district, or area basis. **Examples include:** department heads, bureau chiefs, division chiefs, directors, deputy directors, controllers, wardens, superintendents, inspectors, examiners, assessors, investigators, coroners, and kindred workers.

**Professionals:** Occupations which require specialized and theoretical knowledge which is usually acquired through college training. **Examples include:** personnel and labor relations workers, social workers, doctors, psychologists, registered nurses, economists, dieticians, lawyers, systems analysts, accountants, engineers, employment and vocational rehab counselors, police and fire captains/lieutenants, librarians, management analysts, and kindred workers.

**Technicians:** Occupations which require a combination of basic scientific or technical knowledge and manual skill obtained through post-secondary school education or on-the-job training. **Examples include:** computer programmers, drafters, licensed practical nurses, radio operators, technicians (medical, dental, electronic, physical sciences, highway), police and fire sergeants, and kindred workers.

**Protective Services:** Occupations in which workers are entrusted with public safety, security, and protection. **Examples include:** police officers, deputy sheriffs, firefighters, guards, bailiffs, correctional officers, detectives, park rangers, and kindred workers.

**Para-professionals:** Occupations in which workers perform some of the duties of a professional or technician in a supportive role, which usually require less formal training and experience. **Examples include:** research assistants, medical aides, child support workers, recreation assistants, home health aides, library assistants, clerks, ambulance drivers, and kindred workers.

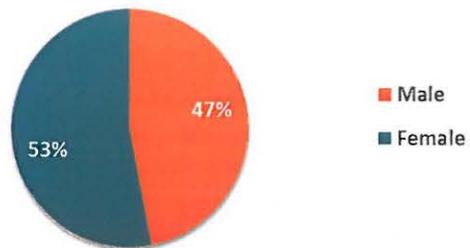
**Administrative Support:** Occupations in which workers are responsible for internal and external communication, recording and retrieving data, and other paperwork required in an office. **Examples include:** bookkeepers, clerk-typists, stenographers, court transcribers, hearing reporters, license distributors, dispatchers, computer/phone operators, legal assistants, cashiers, and kindred workers.

**Skilled Craft:** Occupations in which workers perform jobs which require special manual skill and a thorough and comprehensive knowledge of the process involved in the work which is obtained through on-the-job training and experience through apprenticeship or other programs. **Examples include:** mechanics, electricians, heavy equipment operators, stationary engineers, machinists, carpenters, power plant operators, water/sewage treatment plant operators, and kindred workers.

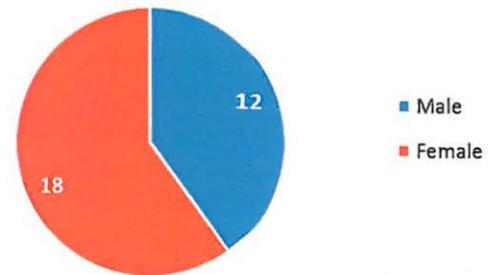
**Service Maintenance:** Occupations in which workers perform duties which result in or contribute to the comfort, convenience, hygiene, or safety of the general public, or contribute to the upkeep and care of buildings, facilities, grounds, or property. **Examples include:** truck drivers, laundry operatives, bus drivers, garage laborers, gardeners, groundkeepers, refuse collectors, constructions laborers, craft apprentices/trainees, farm workers, and kindred workers.

## Appendix F: Leadership Excellence Program / Training

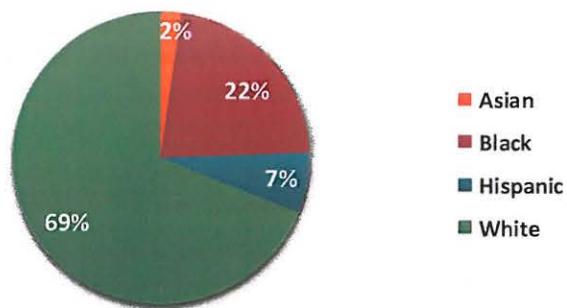
Leadership Excellence Program  
Male/Female Participation



Management Development Pilot



Leadership Excellence Program - Diversity



Management Development Class Racial Diversity

