

The Village of Shorewood

Diversity, Equity, and Inclusion

ENVIRONMENTAL SCAN



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Executive Summary

Kairo Communications conducted an environmental scan, a process used to collect and analyze data that is relevant to the Village of Shorewood's efforts to address issues of diversity, equity, and inclusion, terms used to describe policies and programs that promote the representation and participation of different groups of individuals, of different ages, races and ethnicities, abilities and disabilities, genders, religions, cultures and sexual orientations. Diversity is viewed as the characteristics that define individuals and groups that make them different from others. Equity focuses on fair treatment that provides access, opportunity, and advancement for all people. Equity is the application of fair policy, practices and processes so that one's identity does not predict the outcomes of one's life. Inclusion focuses on having a voice; having one's ideas respected; having a sense of belonging in the environment individuals participate in.

The scan starts with a broad review of the metropolitan Milwaukee environment and narrows to a more concentrated focus on the Village of Shorewood government. Kairo employs this strategy to ensure a solid contextual understanding of the issues on which to create and implement a strategic plan. The scan acknowledges how government historically worked to create and perpetuate inequities and disparities and how the Village of Shorewood operates within an ecosystem, metropolitan Milwaukee that can impede and/or support efforts to dismantle barriers.

The Kairo Communications project team acknowledges the breadth of issues regarding diversity, equity, and inclusion. There are many aspects to diversity, equity, and inclusion. Our focus on racial equity and the use of examples of experiences specifically of African Americans is intended to provide a brief, clear, specific review of history and to identify how past inequities have impacted the Village. However, this focus is not intended to diminish the importance of other marginalized groups or inequities regarding race/ethnicity, gender, sexual orientation, and persons with disabilities. During the creation of a strategic plan, attention will be given to addressing a broader scope of diversity, equity, and inclusion.

The Kairo Communications project team used a mixed-methods approach. The team conducted interviews and/or conversations with almost fifty individuals including Board members, Village staff, school administrators, residents, students, entrepreneurs, and community activists. Our work included document review, data collection and analysis, historical research, literature review, utilization of Government Alliance for Racial Equity (GARE) racial equity tools, review of consultant reports, review of media publications, and observations of committee meetings, and presentations at Village Board and staff meetings.

The GARE tools and resources including its Model of the Theory of Change and information about the work of other municipalities were valuable resources. We also reviewed the excellent racial equity work of Milwaukee County and the tools the county uses to generate strategies, documents, and community-buy-in.

The mixed method approach enabled Kairo to collect information that answers these five fundamental questions the environmental scan:

1. *How did we get here?*
2. *Where are we?*
3. *What have we done currently?*
4. *Where do we want to go?*
5. *How do we move forward?*

As a result of the scan, the team identified 10 findings which drove our identification of two goals and four essential strategies for inclusion in a strategic plan. The findings are:

- 1.** The Board has not articulated a clear vision, mission, and expected outcomes for an effective diversity, equity, and inclusion agenda.
- 2.** While the Village has provided significant education and training opportunities, a more strategic learning approach would be more impactful.
- 3.** The current workplace lacks an inclusive culture which must be addressed before staff are motivated to focus on broader diversity, equity, and inclusion issues.
- 4.** The Village lacks equitable internal operations, specifically in hiring, purchasing, and contracting processes.
- 5.** The Police Department can improve relationships with communities of color by implementing the Police Organization Study recommendations and utilizing the expertise.
- 6.** The Village lacks a data management and evaluation system hampering its ability to analyze diversity, equity, and inclusion metrics.
- 7.** The Village must continue to address structural or systemic barriers, such as those that have persisted in housing, zoning, traffic, and development, that prohibit achievement of diversity, equity, or inclusion.
- 8.** The Village has not utilized the expertise of organizations and communities of color that have expertise regarding the diversity, equity, and inclusion issues the Village experiences.
- 9.** The Village can maximize its achievement of diversity, equity, and inclusion by participating with key partners, such as, Milwaukee County.
- 10.** The Village must adopt a commitment to a sense of urgency and accountability to move diversity, equity, and inclusion forward.

To facilitate transitioning into the strategic planning phase, the team identified two goals and four essential strategies. The goals are:

- 1.** Dismantle barriers that perpetuate marginalization, inequity, and exclusion.
- 2.** Implement strategies that create a diverse, equitable and inclusive environment.

Dismantling barriers that perpetuate inequity requires an intentional approach with concrete, realistic steps. This environmental scan provides an understanding of barriers: a) the historical discriminatory dynamics that continue to impact the Village of Shorewood, b) policies and procedure that perpetuate inequity, (3) community incidents that reflect a lack of understanding and/or respect for diverse communities, and (4) the bias and prejudice experience by Shorewood residents of color.

To create an equitable and inclusive culture, implementation of innovative strategies is critical. This scan identifies the positive steps the Village has taken, but also identifies that a strategic adjustment, a refocusing of efforts is necessary. This requires intentional work, the establishment of partnerships with marginalized communities, and a willingness to evaluate the work and be accountable. But most of all, it requires a commitment to do the hard work for the long term.

To facilitate change, four essential strategies: (1) Design Strategy Approach, (2) Optimize Internal Operations, (3) Create Inclusive Community, and (4) Invest in Sustainability are recommended for the strategic plan.

This report reflects the work invested in producing a quality environmental scan; its purpose is to lay the foundation for the development of a strategic plan. Its goal is to facilitate a process that culminates in the Village achieving greater diversity, equity, and inclusion.

These actions codified racial segregation in Shorewood, impacting racial wealth gaps, and patterns of racial and housing segregation today. Redlining and racial covenants which were instituted to deny ownership to specific groups based on race and fueled by prejudice had a far-ranging impact. These restrictions confined people of color to highly segregated neighborhoods that received little services or resources from government. Further, these government sanctioned actions destroyed the ability of many people of color to purchase homes, improve their housing options, or generate wealth through home ownership. This inability to invest in quality housing, to secure stability for their families through home ownership, and to achieve economic prosperity through housing equity and wealth associated with suburban homeownership are the long-term outcomes of redlining and racial covenants.

While the U.S. Supreme Court in 1948 ruled in *Shelley v. Kraemer* that federal and state courts could no longer endorse such covenants, the Wisconsin legislature did not repeal the state statute which permitted racial covenants until three years later. Thus, racially restrictive covenants prohibiting the sale of homes to non-whites in many Milwaukee neighborhoods and suburbs continued into the 1950s. Afterwards, local governments instituted zoning ordinances and other new discriminatory practices to continue perpetuation of residential segregation. Many of these laws in Milwaukee, Shorewood, and other communities were not invalidated until 1972 by the U.S. Court of Appeals as a violation of the 1968 Fair Housing Law. In 1967, the Village of Shorewood adopted an ordinance relating to equal opportunities in housing which was amended and included in the Village Code as Chapter 283 Fair Housing. In 1980, the Village also adopted Policy No. 13 Fair Housing. As a result of the past discriminatory actions reinforced over decades, the Milwaukee metro area, including Shorewood, earned the label of being “hyper-segregated”. A USA Today study based on the 1990 Census ranked metro Milwaukee as the seventh most segregated of more than 200 metropolitan areas.

Residential segregation worked in tandem with confinement of Black students to inner city schools.

In the 1950s, the Milwaukee Public School Board used a variety of techniques including intact busing, transfer policies, new building construction in white neighborhoods, and changes in school boundaries to intentionally exclude Blacks from attending predominantly white schools. Board member Lorraine Radtke conveyed the underlying prejudice stating that inner-city children “can’t understand our plumbing. You have urination in water bubblers.”

In 1965, during Radtke’s tenure as Board president parents of Black and White children sued the district. In 1976, Federal Judge John W. Reynolds ruled in favor of the parents indicating that the segregation had been intentionally created and maintained by the Milwaukee School Board. A Shorewood Herald 2/5/1976 editorial indicated that “residential segregation, lest any of us forget, is at the heart of the school desegregation problem, now undergoing intensive analysis as the result of Federal Judge John Reynold’s recent desegregation order. Except for segregated housing there would be no segregated schools.”

Employment discrimination has also been a persistent issue that impacts residential segregation. Historically people of color have been relegated to the dirtiest, most physically demanding, lowest paying jobs; the last hired, first fired. For example, African Americans have consistently experience high unemployment in the metro Milwaukee area. In the study, *The State of Black Milwaukee*, Marc Leving found that “In 1970, 85% of Black males (of prime working age, between 25 – 54) were employed. That figure dropped to 66% in 2016 – 2018, the third-lowest rate among large metros. In 1990, Milwaukee had the greatest gap between Black and white unemployment rates of any metropolitan area. In 2016 – 2018, the disparity between Black and white male employment was second only to Buffalo.”

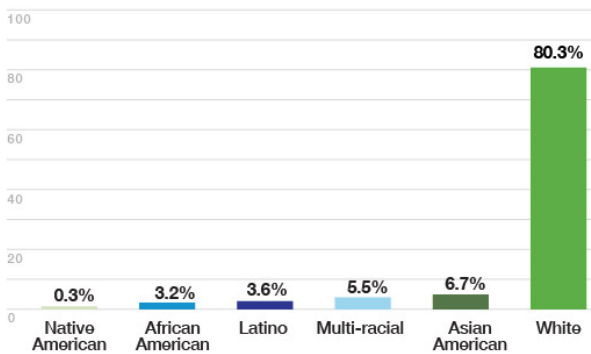
Decades of discrimination wreaked havoc on the lives of generations of African Americans. Levine also found that of the 50 largest metro areas in the country, Milwaukee had the lowest Black median family income, the second lowest Black homeownership rate, the highest Black male incarceration rate, and the highest Black poverty rate.

The Impact of the Past on Contemporary Shorewood

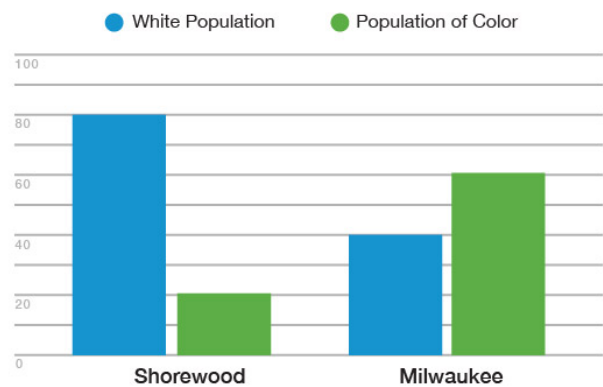
On the surface, there is little evidence of how housing, school, and employment discrimination in metro Milwaukee impacted the Village of Shorewood. The Village covers approximately 1.6 square miles and is Wisconsin’s most densely populated community. It is a walkable, bike-friendly, and architecturally diverse community with a school district recognized for excellence and a viable business district. Shorewood is located near Lake Michigan and adjacent to the city of Milwaukee and the University of Wisconsin – Milwaukee. It ranks highly in Wisconsin regarding quality of housing, education, lake shore property, and other key indicators of an affluent, prosperous community.

However, past policies and practices have shaped the current Shorewood environment, resulting in a lack of diversity, equity, and inclusion. Milwaukee is consistently ranked as one of the most racially segregated cities in the country; Shorewood is located in a metropolitan area having the lowest rate of Black suburbanization in the nation. While about 10% of Black households live in metro Milwaukee’s suburbs, over 80% of white households live in the suburbs. About 80% of the population in Shorewood is comprised of White residents compared to 20% residents of color. Conversely, 60% of the population in Milwaukee is comprised of people of color compared to 40% White residents. The general breakdown is shown in the chart below.

Percent of Race



Comparison of Racial Populations: Shorewood and Milwaukee

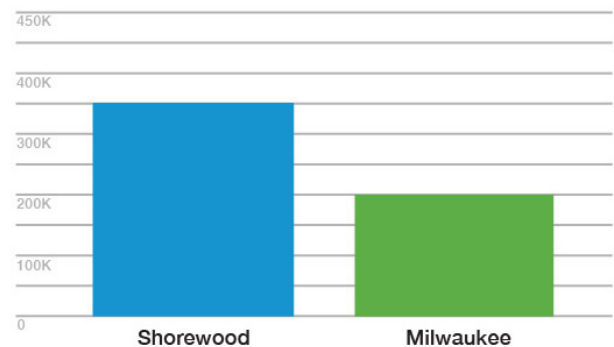


What makes Shorewood a prosperous community can also serve as a barrier to addressing issues of diversity, equity, and inclusion. There is a high cost of entry for a family wanting to relocate to Shorewood. This cost includes housing cost, or rent cost, property tax, childcare and after school cost. Based on Census data, the median household income in Shorewood was \$81,016 between 2017 - 2021. Monthly mortgage and related housing costs were approximately \$2,500, and median gross rent was \$1,054. For some families the cost for a four-year old to attend after school care to supplement half day K-4 is almost \$3,500 annually.

The past discriminatory actions have impacted the housing stock and home cost in Milwaukee and Shorewood in very different ways. The chart below illustrates the significant difference in the Shorewood’s median home cost of \$357,000 compared to Milwaukee’s median home cost of \$135,600.

This data suggests that Shorewood must be intentional in its equity efforts. Many individuals wanting to relocate from Milwaukee to Shorewood may find the cost of housing and the additional cost of entry too great. Many individuals, including Village staff, have indicated that they cannot afford to move to Shorewood.

Comparison of Median Home Cost: Shorewood and Milwaukee



Shorewood 2020 Demographics

Population Density

13,248 per
1.6 sq. mi.



Median Age

38.6



55% Female

\$75,779 Median
Household
income



\$54,522 per
capita income

12.1% of residents are
Below poverty level

12.1% Persons
11% Children
13% Seniors (65+)



Travel time to work



22.4
mins

6,180 Households
6,448 Housing units
2.1 persons
per household



96% occupied
52% renter occupied

58% of
units are
multi unit



352,600 median
value of owner
occupied units



17.2%
Annual migration



60% of households
are married couples

76.3%
bachelors
degree
or higher



98.9% high school
grads or higher



82% speak only
English at home

14.9%
are
foreign
born



55% of foreign
born are Asian



4% are veterans

Current Evidence of Racialized Issues

While Shorewood has a reputation of being a progressive community, it continues to wrestle with issues of diversity, equity, and inclusion which are demonstrated in two ways: (1) incidents that fueled racialized debate/division and (2) situations experienced by people of color that demonstrate how inequity is actualized.

First, Shorewood has experienced incidents over the last several years that have divided the community. As during the Civil Rights movement of the 1950 – 60s, youth have often initiated conversation or protest in response to their perception of injustice. Also, as history has shown, issues regarding youth of color attending integrated schools can evoke polarizing responses. Thus, the Shorewood School District has had a pivotal role in the incidents identified below even as it has worked to increase equity in its environment. It would be easy, convenient to simply characterize the events as isolated incidents, label them as “school” issues instead of recognizing that they reflect the community and its residents.

Incidents that fueled Racialized Debate/Division

- 2016** – The School District painted over the mural depicting how Black and Brown students felt.
- 2018** – Division regarding the play *To Kill a Mockingbird*
- 2019** – Suspension of gym teacher
- 2020** – Murder of George Floyd
- 2020** – Protests in Shorewood in response to the murder of George Floyd
- 2020** – Resident spitting on protesters
- 2020** – Curfew set by former Village Board president
- 2022** – Text messages sent by four Black Shorewood School District staff
- 2022** – Termination of Shorewood School District IT Director

Some of these incidents sparked significant discussion, political change, media coverage, and community participation. These incidents also highlighted contrasting opinions on issues of race and a level of polarization in the community. A school Board member indicated that the controversy regarding the play *To Kill a Mockingbird* and its subsequent cancellation was a lost opportunity, that a public conversation about the issue could have been valuable for the community and increased understanding of different perspectives.

In 2020, the action of the Village Board president was a turning point for Village government and sparked significant changes in Board leadership and composition which increased Board interest in addressing diversity, equity, and inclusion issues and opportunities.

Second, some residents of color have expressed concerns regarding the level of implicit and explicit bias as well as personal and institutional racism they have experienced in Shorewood. In fairness, Shorewood residents of color have expressed positive and negative perspectives regarding their experiences living in Shorewood. The voices of residents of color have been represented in the Shorewood Today Magazine, in fact the Fall 2020 was the Issue of Racial Inequity. Underrepresented voices have also been included in Community Development Authority and Human Resources Commission meetings, in community meetings led by Shorewood Moving Forward and the Shorewood Solidarity Network, and in interviews with the Kairo Communications project team. The examples below illustrate how people of color experience implicit and explicit bias conveyed, at times, through micro and macro aggressions.

Perspectives of People of Color regarding Racialized Experiences	
Types of Experiences	Quotes of People of Color
Implicit Bias	<i>“Oh, you own your own house? You’re not renting?’ It’s not a multi-family building, it’s just a house. Why would you ask me that? Is that a normal question?”</i>
Explicit Bias	<i>“When we first moved to Shorewood in 2001, I felt a lot of hostility. I thought we’d made a mistake moving here, but I do think things have improved since then.”</i>
Inclusion	<i>“My heart goes out to the younger generation when I hear some of the same stories repeated – things that I lived through many years ago – about the discomfort they feel in the community and the feeling that they are not welcome. “</i>
Stereotyping	<i>A dark complexion tall black man entered an elevator at the location of his new job. The lady in the elevator was concerned, telling the Black man, “Don’t get on. I’m afraid of you.”</i>
Missionary Complex	<i>“I had a lady tell me, ‘the Blacks don’t know what they need,’ and ‘we have to help the Blacks.’”</i>
Criminalization	<i>“The problem is that the police get called for everything, even when there is no real criminal act. So often our society criminalizes those we view as mentally ill or poor, and the police are used as the weapon to eradicate them from our view.”</i>
Racial Profiling	<i>“What saved me from arrest is that I had my receipts. The first time I was stopped by security, the white customer who tripped the alarm wasn’t stopped. The next time, another Black woman and I were stopped. We both had our receipts. When a White woman was stopped, she wasn’t asked to show her receipt. Six months later, I’m still not comfortable going to this store four blocks from my home.”</i>

The Metro Milwaukee Ecosystem

While the past discriminatory actions in the ecosystem have impacted Shorewood, the Village continues to be an active partner with Milwaukee County and its suburbs to dismantle barriers that reinforce inequity and inclusion. As such, the Village does not operate in isolation but is a part of a broader interdependent, interconnected ecosystem as evidenced by the following:

- 1.** Shorewood is a strong partner with Milwaukee County. Village Board President Ann McKaig leads the Intergovernmental Cooperation Council's (ICC) Racial Equity Committee and participates on the County's Dismantling Racism and Barriers Group. The Village adopted Milwaukee County's Racial Equity Framework to work in concert with rather than siloed away from the County and its suburbs. The County has implemented many actions led by the County Executive, the Office of Equity, other departments, and stakeholders to dismantle barriers to equity.
 - a.** In May 2019, Milwaukee County passed a first-of-its kind resolution declaring racism a public health crisis.
 - b.** In April 2020, Milwaukee County passed an Ordinance to advance racial equity and improve health outcomes. County leadership stated that "By achieving racial equity, Milwaukee will be the healthiest county in Wisconsin." The County identified Wisconsin "as ranking at or near the bottom of the nation for racial disparity in unemployment, poverty, infant mortality, incarceration, school disparity, school suspensions, high school graduates, college attendance and graduations, and economic mobility."
 - c.** Milwaukee County leadership committed to eliminating institutional racism by addressing County policies, practices, and power structures through a racial equity lens.
 - d.** Milwaukee County utilizes several tools including a Strategy Dashboard, a performance measure tool, and a Health & Equity Framework designed to address the root causes of racial inequities.
- 2.** Shorewood is a partner in the North Shore Fire Department and the North Shore Health Department with Bayside, Brown Deer, Fox Point, Glendale, River Hills, and Whitefish Bay. Several of its partners in these collaborations have also taken steps to promote diversity, equity, and inclusion.
 - a.** The Village of Brown Deer adopted a Proclamation of Racial Equity on June 1, 2020.
 - b.** The School District of Brown Deer approved an Equity Plan "spurred by the marginalization of our Brown Deer scholar athletes when white football players from another school used the "N" word directed at our quarterback and other students of color." The Equity Plan contained an Equity in Excellence Policy adopted in August 2020.
 - c.** The Village of Whitefish Bay Board approved a Racial Equity Statement in July 2020. The Board passed Resolution 3125 in support of the "Mapping Prejudice & Racism in Milwaukee County" Project which documents restrictive covenants.
 - d.** The Whitefish Bay School District included racial equity as a core construct of values in its District Focus Plans. The School District sent a letter to parents in which it stated that the tragic deaths of "Ahmaud Arbery, George Floyd, and Breonna Taylor and many others have brought our cultures to a flash point over systemic racism in our society.

- e. The City of Glendale issued a Diversity, Equity, and Inclusion Statement. One of the five core priorities of Glendale's 2040 Comprehensive Master Plan conducted by Vandewalle & Associates in 2022 was to promote inclusion, diversity, and high quality of life.
 - f. In 2022, the Glendale – River Hills School Board passed a resolution to celebrate June every year as Lesbian, Gay , Bisexual, Transgender and Queer (LGBTQ) Pride Month.
- 3.** The Shorewood School District implemented a Strategic Plan that focuses on “excellence, growth, and equity” and contracted for diversity training with Integrated Comprehensive Systems for Equity. A study “Experiences of African American Students in Shorewood School District” conducted by Cheyenne Cole and the research of Joan Blakely and Gary Williams focused on the challenges faced by students but is applicable to challenges faced by other marginalized groups Joan Blakely and Gary Williams “Race an Equity in Shorewood School” focused on the challenges faced by students, families, and teachers. The research discussed the importance of relational trust and is applicable to challenges faced by other marginalized groups.
- 4.** Shorewood community organizations include those who work regularly with the Village – the BID, Shorewood Today Magazine, Shorewood Historical Society, Shorewood Foundation, and Shorewood Connects. Some of these organizations receive Village funding, have Trustees on their Boards, and/or partner with the Village Board on mutually beneficial efforts.
- 5.** Shorewood has conscientious residents who participate in community events, forums, and organizations. Some resident organizations, such as, Shorewood Moving Forward and the Shorewood Solidarity Network, have supported, opposed, and/or proposed solutions counter to proposed Village policies. Regardless of residents' positions on issues, it is critical that diverse voices are heard. Open dialogue can facilitate community understanding of and support for the Village's diversity, equity, and inclusion strategic plan. Quality community/government relations can promote equity and inclusion.

Recognizing its unique and valuable role in the ecosystem, the Village can utilize an effective systemic approach to addressing racial equity which promotes working across silos to achieve a more comprehensive impact.

The Village of Shorewood Government

While the Village of Shorewood denotes the Village Board, Trustee Board, administration, and operations, it represents the Shorewood community which has strengths and challenges. The Kairo team conducted a SWOT Analysis to identify the strengths, weaknesses, opportunities, and threats, Shorewood faces, many of which are elements that the Village government embraces and seeks to enhance or considers detrimental to the long-term vitality of the community and seeks to suppress.

SWOT ANALYSIS



Strengths

- Wealthy Community
- Quality Schools
- Quality Housing Stock
- Walkability of Village
- Intergenerational Community
- High level of Citizen Involvement
- Significant level of public services
- Financial Stability of Government
- Qualified Workforce
- DEI Training of School/ Village staff
- DEI community education through departments and committees



Weaknesses

- High Cost of Entry
- Past Racial Incidents
- History of Housing Discrimination
- Dense Area – No Expansion Capacity
- Declining School Enrollment
- Workforce Capacity
- Current Workforce Issues
- Racial Profiling
- Resident concerns about equity initiative in school district



Opportunities

- Strong Intergovernmental Partnerships
- Strong reputation as progressive community
- Intergovernmental Racial Equity Committee
- Significant Partner with Milwaukee County
- Partnership with YMCA Unlearning Racism

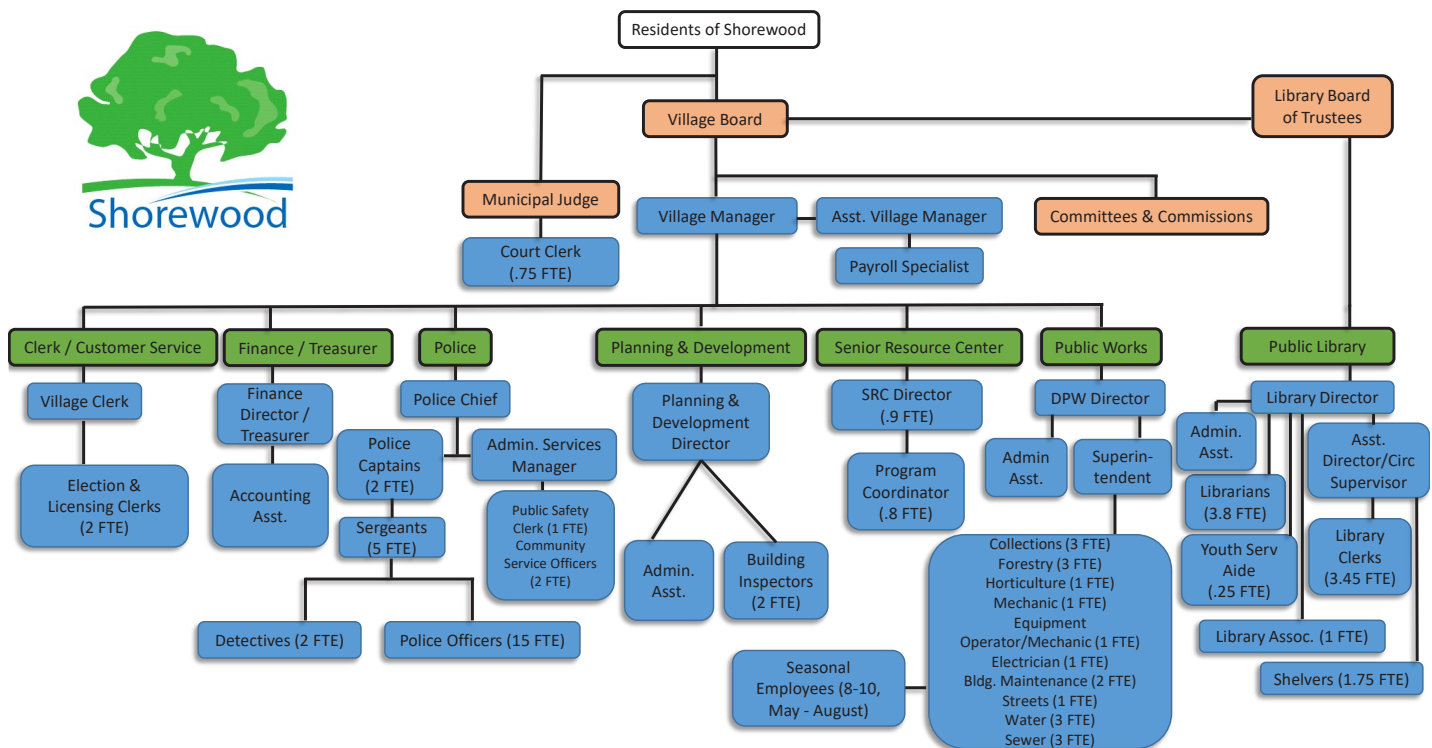


Threats

- Polarized Society
- Increase in Hate Speech
- Perception of increase in crime
- Perpetuation of Historical Inequity

The Village government system includes a seven-member Board of Trustees, a Village Manager, and administrative departments that employ residents of seven counties, and active participation of residents on numerous committees. The government also includes the Library Board of Trustees and its staff. The organization chart below illustrates Shorewood government. The Village of Shorewood is a governmental entity that has a purview over the structures and experiences within its statutory power: policy that the Village has control over, and people employed by the Village. Much of what Village government is charged with is controlled by other levels of government.

The Village government structure that this report focuses on is the Village Board of Trustees, the Library Board of Trustees, and their staff as the chart below illustrates.



An Overview of the Village's Racial Equity Work

The commitment of Shorewood to address issues of diversity, equity, and inclusion is reflected in the many educational, communication, and training initiatives that the Village Board, Library Board, School Board, and others have undertaken over the last few years. These entities and their citizen committees have hosted informational sessions, presentations, and trainings to increase citizen education, community awareness, and staff trainings. The Village Board adopted Milwaukee County's Racial Equity framework contained in Appendix A which focuses on education, awareness, training, and policy. Below is a listing of the activities, the Village Board has supported in these areas.

Quality educational series and events, focusing on critical issues of affordable housing and other diversity, equity, and inclusion related issues have been sponsored by the Community Development Authority, the Library, Senior Resource Centers, and the Human Relations Commission. Many of these educational opportunities have engaged community residents.

EDUCATION: A commitment to learning- both individually and as a community – about the lived experiences of people of color. Several entities, often working in partnership, were very involved in providing education regarding diversity, equity, and inclusion. For instance, the Community Development, Public Library, Senior Resource Center often co-sponsored educational events.

- Community Development A: seven-part series on the Role of Suburbs Creating a Diverse and Inclusive Region: Spotlight on Housing
- Human Relations Commission created a Social Justice Repository
- Human Relations Commission hosted Shorewood Speaks video series.
- Shorewood Public Library community educational events (2016 – 2022)
- Government Alliance for Racial Equity Training

The Village Board of Trustees passed several resolutions, ordinances, and policies and commissioned several studies and plans that addressed diversity, equity, and inclusion issues

POLICY: Ensuring all decision making is rooted in creating and nurturing an inclusive community.

- Resolution 2021 – 24: A Resolution Adopting a Framework for the Village of Shorewood to Achieve Racial Equity within Milwaukee County.
- Resolution 2022-12: Repudiating the History of Discriminatory Covenants in Milwaukee County Ordinance
- Land Acknowledgment
- Ordinance 3001 – Creating Section 319-12: Prohibit the Practice of Conversion Therapy
- Proclamation of Recognition of Juneteenth Day HRC 6/21; Library 10/22
- Policy No. 21: Purchasing and Accounts Payable
- Policy No. 40: Tax Increment District (TID) creation & Tax Increment Financing (TIF) assistance; Section 5: Hiring and Contracting for TIF Funded Projects Goals
- Shorewood Comprehensive Plan 2040
- Commercial Zoning Plan
- Shorewood Police Department Organization Study
- Revised Parking Ordinances
- Shorewood Police: Pursuit Policy
- Village Board Justice and Dignity Resolution

Some of the issues identified above have served as catalyst for change, motivation for the Village. The Village staff have also communicated information to keep the community aware of the work being done and to provide opportunity for citizen input.

AWARENESS: Communicating what the Village is doing to tackle issues of EDI.

- Village Manager's EDI Update to the Board
- Village Department Open Houses to obtain community feedback on major initiatives.
- Village Surveys and Comment Forms
- Public Participation Plans for Key Village Studies

Staff trainings have been provided to staff with mixed results. For instance, many participants on the Equity, Diversity, and Inclusion (EDI) Committee led in 2021 by Sam Coleman, former Director of Curriculum and Instruction for the Shorewood School District, indicated that the committee was ineffective. A review of documents used in the EDI committee showed that Coleman had clear goals, a clear set of information, a strategic focus, and identified action steps. However, the perceptions of participants regarding their experiences on the EDI committee differed from Mr. Coleman's in part due to differing learning styles, a preference for a different type of learning process, and a different view of the importance of the effort. Many of EDI committee participants did not feel there were clear expectations about their participation on the committee, did not view the committee as a safe place for conversation, and felt frustrated and uncomfortable with the process.

TRAINING: Applying an equity lens to all decisions surrounding how we do our jobs.

- Shorewood Police Trainings including De-escalation Training
- EDI Committee
- Library Staff Training
- YWCA Unlearning Racism
- Village Staff Internal Work Group

The Library Board of Trustees and the library are a part of Village government and has undertaken issues of diversity, equity, and inclusion. The Library Board created a mission statement to publicly affirm its commitment to diversity, equity, and inclusion.

While the Library staff have worked in concert with the Village Board and Committees to host or support educational and training events, the Library Board and staff have implemented specific actions in the library policy, operations and service delivery as well as charted below.

Actions of Library Board/ staff to address DEI issues
Approving and Equity Commitment to be clearly posted on the Library website with public feedback opportunity
Approving funding for guest speakers and other associated costs for public programs on EDI related topics
Attending Staff and Board educational programming on EDI
Supporting Job posting strategies that expand exposure range and target a more diverse audience
Offering financial assistance to candidates required to travel for our Director Search interviews
Approving adjusting fines and fees policies to avoid loss of access to resources for those burdened by such charges
Reviewing and revising our security policy with an equity lens
Through the Board’s Planning Committee working with the Library Director to develop measurable outcomes for the Equity Commitment
Through the Board’s Renovation Committee, adding an equity statement to the draft RFP for Renovation construction and an equity variable to the review criteria
Through the Board’s Budget Committee, requesting diversity in our investment portfolio options held by GMF
Outreach to neighbors and community members to provide education about library board participation in an effort to increase diversity
Supporting staff in efforts to select a diverse array of materials, authors, and topics
Acknowledging Juneteenth Day as an official federal holiday and compensating benefited staff with Holiday pay beginning in 2023

The Village has invested in external expertise to provide professional insight and counsel regarding several critical issues. These studies have, at times, influenced Board policies, management decisions, and internal operations.

Consultant Studies: Expertise that provided insight to the Village of Shorewood regarding diversity, equity, and inclusion issues.

- Police Reorganization Study - Alexander Weiss (2020)
- Transportation and Parking Analysis - Walker Consultants; Eriksson Engineering Associates, Ltd. (2020)
- Comprehensive Plan 2040 - Vandewalle & Associates, Inc. (2021)
- Police Recruitment and Selection Process - The Rising Group (2022)
- Commercial Zoning Update – Duncan Associates; CodeMetrics (2022)
- Diversity, Equity, and Inclusion Environmental Scan - Kairo Communications (2022)

The number of educational, policy, awareness, and training activities the Village has undertaken is impressive. However, the Village would benefit from a clearly defined approach that informs staff, residents, and other stakeholders about the vision, values, mission, and goals of the Board. Without this, the activities can be uncoordinated and fail to achieve the desired goals.

Staff have consistently reinforced these sentiments, conveying that Shorewood leadership must communicate a clear purpose regarding the Village’s focus on inequity, including a vision, mission statement, and expected outcomes.

As Shorewood government is continuing to stabilize after the challenging years the Board experienced under the leadership of a former Board president, clear direction from the Board and increased support for the work of the workforce is needed to effectuate positive change. Also, the Board must re-energize citizens and community organizations that do not want to be viewed a mere “rubber stamps” because they support diversity, equity, and inclusion efforts but have serious concerns about what actions are key. Thus, it is critical that the Board ensure that critical citizen committees, such as the Community Development Authority and Human Relations Commission are supported in a way that facilitates their ability to function effectively.

The Board has supported activities that provide increased education, training, awareness, and communication. While these actions are laudable, more systemic work must be done to achieve equity. Village government must address more fundamental issues including hiring, purchasing, and contracting processes, police/community relations, and increased utilization of data management systems.

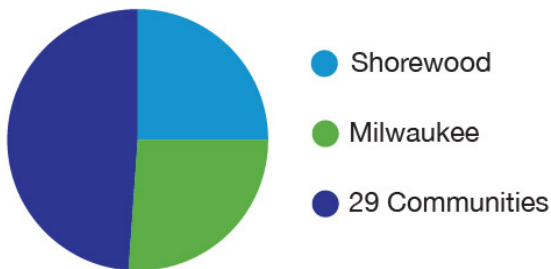
Shorewood Workforce

The Village workforce consisting of Village and Library staff is almost 90% white with equal representation of men and women. The Village of Shorewood workforce consists of about 100 employees which fluctuates based on the seasonal work and the use of police civilians. Employees have worked at the municipality from 6 months to 40 years. Specifically, staff longevity is as follows:

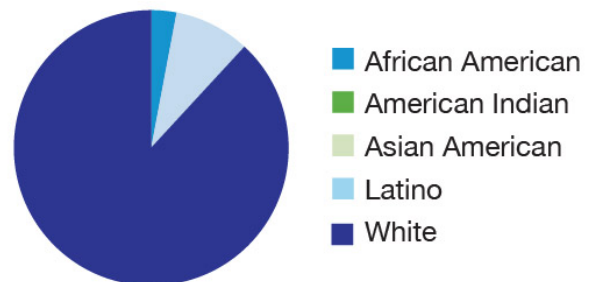
Longevity of Village Employees	
Longevity of Village Employment	Percent of Employees
5 years or less	50%
6 – 10 years	22%
11 – 20 years	20%
21+ years	8%
Months – 40 years	100%

The racial breakdown of the Village workforce is shown below.

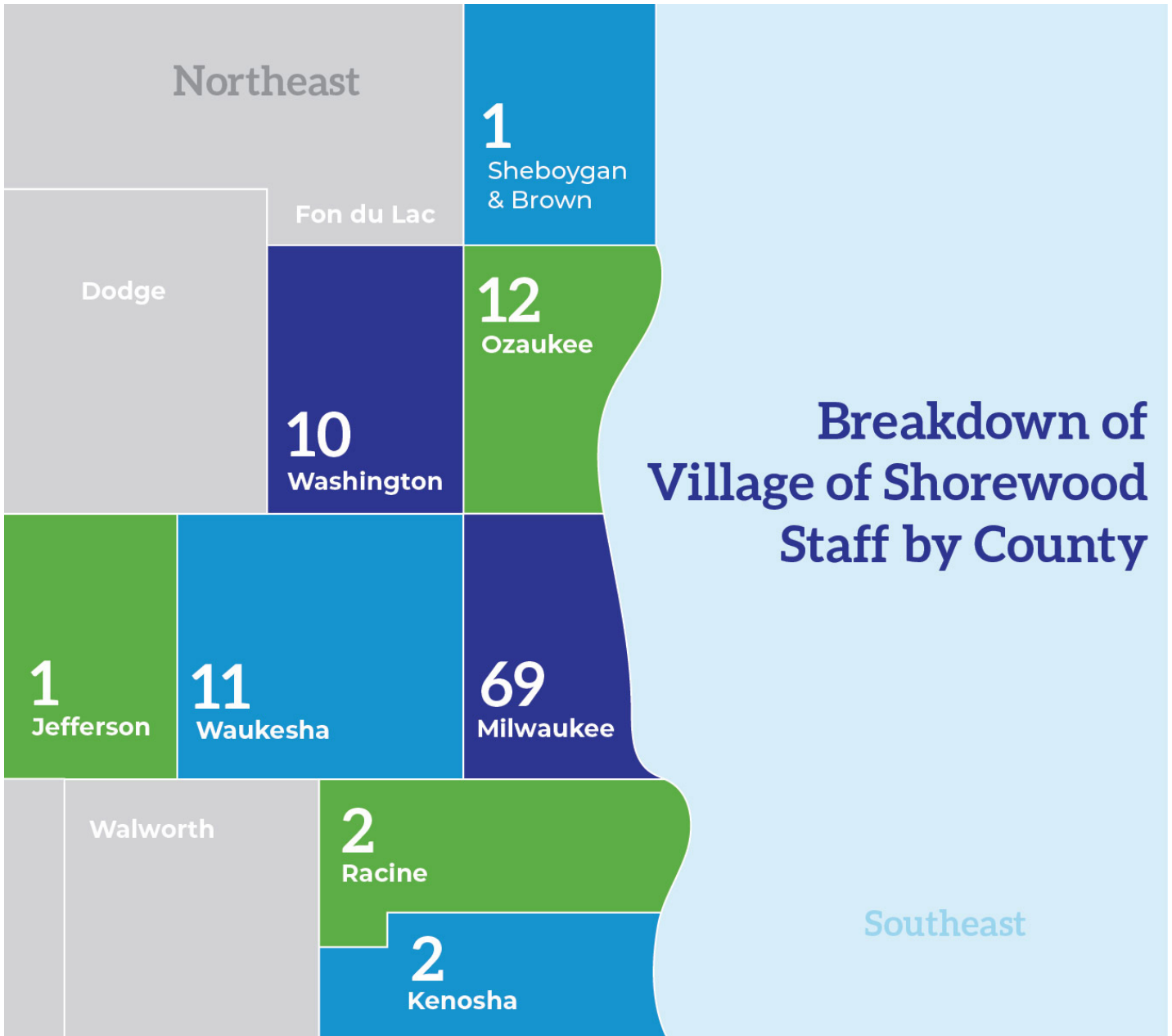
Residency of Staff



Number of Staff



The majority of the workforce commutes to the Village to work with only 25% being Shorewood residents. Employees that are not Shorewood residents represent thirty other communities, nine counties. Many employees reside in communities that have predominantly White residents; Milwaukee is the only community where residents of color were the majority population. Milwaukee residents comprise about 26% of the workforce. The fact that only 25% of Shorewood employees reside in Shorewood initially raised concern regarding whether staff bought into Shorewood’s interest in diversity, equity, and inclusion. The residency of employees is no longer a concern because the reality is that many individuals do not work in the community which they live in. For example, many Shorewood residents work outside of the Village with an average commute time for Shorewood residents to work being about 22 minutes.



Data is not routinely collected for gender, race, ethnicity, age, or disability which makes it difficult for staff to identify changes in the workforce demographics. However, the collection of demographic data that identifies personal information is a sensitive issue. Security and privacy measures must be taken to protect the information. Guidelines must address the sensitivity of the information. However, collection and analysis of data can assist Shorewood’s ability to evaluate its effectiveness and to make the necessary course corrections in its quest to achieve diversity, equity, and inclusion.

Workplace Culture

The Village staff is a relatively small governmental group in size, located in four locations. While fairly homogeneous racially, there is diversity in age, gender, sexual orientation, disability, and other factors that highlight diversity. Often conversations with staff about diversity became conversations about workplace culture. Some employees wanted to feel that their professional opinions were valued. Specifically, some staff did not feel that they were supported by some Board members; some felt that their professional expertise was not respected by the community at large. Staff indicated the culture reflected a lack of engagement and a sense of isolation. Turnover was cited as an indicator of a workplace that lacked a sense of belonging, camaraderie, and inclusion.

A priority for staff was the need for improvement in their workplace – to make it more inclusive, a positive place for them to work. In interviews and follow-up meetings and conversations with staff, a common theme was the fact that staff did not feel a part of an inclusive work community. At least one employee indicated that they would not relocate to Shorewood even if they could afford to in part due to the disconnected relationship between elected/appointed officials and staff.

Staff were less focused on diversity, equity, and inclusion issues. In fact, requests from the Kairo team for department heads to identify staff that could be interviewed were not always responded to. Opinions about diversity, equity, and inclusion initiatives ranged from “People bristle when they hear EDI– afraid they did something wrong” to “They’re disgusted that people are just recognizing the importance of diversity now.” “It’s an eye roll either way.” “People will be against it if its labeled EDI- that doesn’t mean they’re against the ideas.” Employees identified major challenges that could serve as barriers to achieving equity.

What is the biggest challenge to achieving diversity, equity, and inclusion goals?			
<i>Lack of clarity about the problem</i>	<i>Lack of understanding their role/ purpose on the EDI Committee</i>	<i>Identifying the end goal</i>	<i>Lack of communication</i>
<i>Lack of transparency</i>	<i>Lack of time – already overworked</i>	<i>Lack of relevance – where does this fit in?</i>	<i>Fear of speaking honestly</i>
<i>Fear of reduced standards</i>		<i>Fear of displacement in jobs</i>	

Staff suggestions for improving the workplace culture focused on building a sense of team, of connection through activities. These specific concerns were identified.

1. The failure of Shorewood leadership to communicate a clear purpose for the overall Village focus on inequity, expected outcomes, a common vision.
2. A fear about what achievement of diversity, equity, and inclusion goals means regarding their employment with the Village.
3. A sense of being overwhelmed by their job responsibilities and a lack of department capacity to take on more.
4. A perspective that the Village Board that does not value their professional opinions or demonstrate a value for their work or contributions to the Shorewood.
5. The perception of some staff that residents' service expectations are extremely high which can create tension between residents and staff.

What the Kairo team came to understand is that before Village staff can effectively focus on diversity and inclusion as it pertains to people of color or other marginalized groups, their views regarding how the Village culture affects them in a negative way must be addressed. While staff discussed diversity issues at various levels of engagement, staff were more engaged when discussing their views about the lack of inclusiveness of all staff in Village government.

Village Policies and Practices

Kairo analyzed the policies and practices implemented in three key functional areas: employee hiring, purchasing, and contracting.

Workforce Equity: Employee Hiring Process

While the significant hiring of individuals who reside outside of Shorewood is not a concern, it should be noted that only two of the thirty communities that Shorewood staff reside in have significant populations of color. People of color comprise about 60% of the Milwaukee population and about 40% of the Racine population.

The ability of Shorewood to diversify its workforce is further limited because of its current hiring practices. The Village's standard operating procedure for the employee hiring process raised these concerns in the Kairo analysis:

- 1.** Interview panels routinely include staff who will be co-workers or subordinates to the new hire which can result in in-group favoritism on the selection committee. Having a person who does not work for the Village participate as a member of the selection committee, participating on interview panels can add diversity and relevant expertise. Adding individuals that represent marginalized communities to selection committees lessen the impact of in-group favoritism.
- 2.** Interview panels include Village Board members which can negatively influence the dynamics between the Board, Village Manager, and staff. The Village Manager should be the employee that is directly supervised and hired by the Board; it is important that clear lines of authority, reporting, and supervision are respected and maintained. This facilitates a culture of equity and inclusion.
- 3.** An in-depth review of the hiring process is required to eliminate, if present, procedures that can inadvertently bias hiring decisions and diminish opportunities to ensure workforce equity. Areas for assessment include how the Village values applicants' education and experience, ensures inclusive language in job descriptions, and utilizes the web primarily for dissemination of job information.
- 4.** Access to demographic data is not readily available.
- 5.** The Village does not advertise in media or other resources that traditionally connect with people of color.
- 6.** The Village does not have a recruiting and information dissemination process that includes professional organizations that are led by people of color or provide professional or employment services to marginalized communities.

Greenwald and Pettigrew found that when employers engage in the hiring process, they unintentionally fail to use a racial lens. Instead, they use a traditional approach that does not make employment information available in communities of color. This traditional approach reinforces in-group favoritism; individuals automatically favor others like them resulting in greater access to jobs and promotions for people similar to those of the in-group. This does not mean there is an intentional effort or decision to be exclusive, but there is no intentional effort to be inclusive in the provision of opportunities to participate in the hiring process. In fact, the literature reinforces the fact that often employment discrimination is not caused by an intention to harm people different from us, but by favoritism directed at helping people similar to us.

The recent selections of the Village Clerk, Chief of Police and Police Captain demonstrate the Village's commitment to diversity in hiring. However, concrete strategies must be consistently employed to achieve workforce equity. A pilot effort employed by the Village administration and Kairo Communications focused on disseminating information to professional organizations that could increase dissemination of job opportunities to communities of color to assist with getting the word out about the vacancy at Shorewood. The leaders of the organizations contacted were all interested and identified ways they could support the Village by (1) using their social media to get the word out about the vacancy, (2) informing their clients about vacancies, (3) sharing the information with other organizations, (4) sharing their resource network with Shorewood, (5) meeting with Shorewood staff to share their knowledge as a resource.

This type of action is necessary to change the status quo. However, beyond diverse hiring, staff retention is critical as well. A study conducted by University of Wisconsin-Milwaukee researchers for the Shorewood School District reinforced the fact that while hiring people of color can increase diversity, the culture of the workplace determines whether they stay. Specifically, the research emphasized how a lack of relational trust impacts teachers, students, and the environment which affects the retention of diverse staff. Increasing diversity through hiring can have unintended consequences if the organization's does not have a culture that fosters relational trust and empathy. Thus, management must ensure effective on-boarding, training, and support are provided to new employees in an equitable and inclusive culture.

Contracting Equity: Village Purchasing and Contracting Processes

The Village Board adopted purchasing and contracting policies that could generate utilization of businesses owned by people of color and women. However, these policies have not been implemented. Shorewood does not have purchasing and/or contracting processes that include minority businesses in general, and/or certified minority and women owned businesses specifically.

In 2017, the Village Board adopted Policy No. 21: Purchasing and Accounts Payable for the purpose of establishing guidelines for purchasing and accounts payable. One of the goals of this policy is for the Village to promote open and competitive processes, which provide equal opportunity access to any qualified and interested potential vendor for the major purchases of the Village. These policies which could increase participation of vendors and contractors of color, these policies are not effectively utilized resulting in underrepresentation of people of color in these opportunities.

The Village uses a decentralized purchasing process that requires different department staff to lead the procurement process when they are purchasing commodities, implementing a construction process, or engaging professional services for their department. This can result in a fragmented, inconsistent approach that negatively affects efficiency, cost effectiveness and suppresses the utilization of underrepresented communities.

In 2021, the Board adopted Policy No. 40: Tax Increment District (TID) creation & Tax Increment Financing (TIF) assistance; Section 5: Hiring and Contracting for TIF Funded Projects Goals Developer receiving over \$1 million in TIF assistance must submit a plan complying with the Village of Shorewood's goals of utilizing Targeted Business Enterprise (TBE) vendors for 25% of the construction and 17% professional services for the approved development. Even though the Village Board adopted Section 5 of Policy No. 40, it has never been used. It is important to note that the Village has not received an application from a developer for a public assistance project since the policy was adopted. Given the limited availability for development within the community, it is important that the Village develop a process to ensure effective implementation of the policy when there is an opportunity to do so.

While language in a Request for Proposal (RFP) may identify the existence of DBE requirements, no such requirements have been developed. While bids may have language that requires the use of D/M/WBEs, no process exists even though a DBE is required on some bids, such as the Private Lead Service Line Replacement which included a Disadvantaged Business Enterprise requirement. However, DPW staff indicated that the department does not have a DBE requirement. Thus, the adoption of these policies is performative rather than substantive and will not provide opportunities for the intended parties without significant improvement in policy implementation.

Other issues that impact the utilization of vendors/businesses of color include:

- 1.** Contracts are advertised in the Daily Reporter and available on the Village website, but not in papers or sources that minority business owners usually contact to learn about purchasing and contracting opportunities.
- 2.** Village staff that are responsible for purchasing and contracting are not familiar with Disadvantaged, Minority, Women Business Enterprises (D/M/WBEs) or the certification process.
- 3.** The decentralization purchasing process lacks accountability regarding the notification, coordination, or utilization of minority/women owned businesses.
- 4.** The Village does not maintain data regarding the use of minority, women owned businesses. A lack of measurement indicates that the utilization of these businesses is not a priority for the Village of Shorewood.

While staff may not view implementation of these policies as priorities, other obstacles may also dampen their ability to implement these policies. Staff have indicated that they experience heavy workloads, do not have a highly functioning data management system, and lack knowledge about minority/women owned businesses or the certification process. These obstacles are not insurmountable for two reasons:

- 1.** Kairo Communications has significant experience in government purchasing, certification, and minority/women business utilization, and contracting which could support the Village's work to implement the policies as part of the strategic plan.
- 2.** There are government entities that operate D/W/WBE utilization and certification programs that the Kairo team is familiar with. These entities can serve as resources to support the Village integration of D/M/WBE processes into its operation.
- 3.** The Kairo team is familiar with minority and women owned businesses that could be informed of potential business opportunities in the Village.
- 4.** The Kairo team is also familiar with organizations that provide technical assistance and support to many minority and women owned businesses. These organizations have mechanisms for informing entrepreneurs about potential business opportunities.

Police Department and Community Relations

Police leadership changed significantly in 2022, increasing diversity. The hirings of Chief Heather Wurth and Captain Fernando Santiago demonstrate specific hiring decisions that valued equity and professional excellence.

In many communities, police relations with communities of color are sometime fragile. Issues of disparities in the rate of arrests, stops for traffic violations, traffic citations instead of written warnings are some of the issues discussed nationally and locally. The Weiss Police Organizational Report confirmed evidence of these issues in Shorewood. Some of the key findings of the report include the following data regarding the Shorewood Police Department (SPD):

- 1.** Of all the drivers stopped, 57% of drivers stopped are male and 44% are members of racial or ethnic minorities.
- 2.** Black drivers were cited 44% of the time (363/820) while white drivers were cited 35% of the time (522/1481).
- 3.** Among Milwaukee residents arrested by the SPD, 74% are Black, while the Black population of Milwaukee is 39%.
- 4.** Among Shorewood residents arrested by the SPD, 11% are Black, while the Black population of Shorewood is 3.2%.

While this data from the report reflects similar issues raised in many communities of color regarding the existence of bias in policing, there is also additional information that provides a different context for viewing this data. In March 2021, Julie Paque provided contrasting information based on her analysis of the data. One of the key points made by Ms. Paque is that an analysis of police data requires understanding of some nuances of the events. For instance, in some cases, police do not have the discretion to decide not to arrest some drivers if once they are pulled over and police find that they have an outstanding warrant.

Community organizations also raised issues regarding the SPD; Shorewood Moving Forward and Shorewood Solidarity Network raised the following issues:

- 1.** There is clear evidence of racial inequity in policing in Shorewood.
- 2.** The Village needs to create a more robust process of civilian oversight.
- 3.** The complaint process must be brought up to national “best practice” standards.
- 4.** Data collection, analysis, and access must be improved to ensure accurate reporting and transparent public access.
- 5.** The Village must explore ways to go “beyond” policing, using non-sworn staff with different skills for activities that do not require/would better be served by alternatives to sworn police officers.

While differing on some issues, they also raised some similar issues regarding SPD's Use of Force policies and Vehicle Pursuit policies. Regardless of the differences in perspectives it is encouraging that the Police leadership acknowledge the data and recommendations of the Police Organization study and consider conflicting opinions from the community. The Chief and Captain have indicated an understanding of the need for positive interactions and clear communications when working not just with people of color, but all residents and visitors to Shorewood. This aligns with the recommendation of the Comprehensive Plan 2040 that the Board/leadership "consider implementation of the Shorewood Police Organization Study that will promote equity, diversity, and inclusion in department operations and policies." Information obtained for the environmental scan supports this recommendation.

The Police Organization Study focuses on both community outreach and organizational strategies that impact marginalized communities and include:

- 1.** Strengthen Community Policing through enhanced Community Engagement and Proactive problem-solving.
- 2.** Address Racial Bias and Disparities in Police Response
 - a.** Implement more effective communication channels with minority community leaders (e.g., business, service, religious) and with residents.
 - b.** Institute several organizational changes to address concerns regarding differential police response.
 - c.** Systematic evaluation of police responses using data.
 - d.** Continued efforts to recruit and retain minority officers.
 - e.** Training of Police Officers
- 3.** Responding to Citizen Complaints and Concerns

While the Kairo team agrees with the Police Organization Study regarding the need for additional police training, it must be acknowledged that currently the police department is engaged in significant trainings.

In alignment with the Policy Organization Study, the environmental scan reinforces the need to address racial bias and disparities in police response. Similarly, both reports identified several entities that play a role in police oversight which include the Village Board of Trustees and its Public Safety Committee, Village Administration, the Police Commission, Human Relations Commission and the Police Department. A well-defined coordination of responsibility and accountability would support the SPD efforts to implement the recommendations of the Police Organization Study, the efforts of the new Police leadership, and ensure progress and accountability.

Community Development: Eradicating Structural Barriers

The historical information contained in this report highlighted Shorewood's past included discussion about redlining, racial covenants, and other discriminatory laws and actions sanctioned and perpetuated by government, often implemented and enforced by the corporate sector. While that discussion will not be duplicated in this section of the report, it is important to acknowledge the need to continue to eliminate actions and policy that perpetuate past racist actions and their residual impact.

However, research, in many disciplines, indicates that it is not sufficient to merely eradicate destructive actions or tear down structural barriers because a void will be created in society. If the void is not filled with productive, effective policies and practices, the void will be refilled with restrictive, debilitating policies that reinforce the worst of the past. As history has shown when the public has rejected racist policies in housing and other areas, government has eliminated them only to institute new racist policies in a different form with similarly devastating effect.

To its credit during the last five years, Shorewood has engaged in significant work to remediate the past and to carve out a new direction in housing, zoning, traffic, and community development. The Village Board, Community Development Authority, the Planning and Development Department, the Public Works Department, and others have played critical roles in this work. The Village has commissioned several studies which have documented the past and identified current opportunities for innovative change and improvement to Shorewood in general, and its diversity, equity, and inclusion, specifically. Those studies include:

1. Comprehensive Plan 2040
2. Housing Affordable Analysis
3. New Housing Fee Report
4. Transportation and Parking Analysis
5. Community Zoning Update

The Community Development Authority, along with the Library and Senior Resource Center, have sponsored educational forums where presenters have discussed the issues and responded to citizen questions and concerns. In addition, Shorewood residents have had the opportunity to review the related plans and provide their perspectives in Open Houses and other forums held by Village staff with the consultants.

While these studies and the related actions taken by the Village can have a positive impact, they are not an instant panacea and do not guarantee that the voids are filled in a way that increase diversity, equity, and inclusion. While a review of the studies found that issues relevant to diversity, equity, and inclusion were included, too often they were discussed in general, non-measurable terms. Kairo does not mean to be overly critical of the studies which reflect considerable investment of time, research, strategic thought, and professional expertise. These studies also provide comprehensive information that can support Village decisions in many critical areas. Kairo advocates for:

1. The use of quality strategies with a process for data collection, analysis, and evaluation to ensure that the recommendations in these reports are implemented in ways that are sustainable.
2. Village Board commitment to an ongoing focus on these issues regardless of other priorities.
3. The involvement of individuals from marginalized communities to ensure the continued use of a racial lens in the actualization and operationalization of recommendations.

While government can achieve great results, community support is often critical. This may include community willingness to transition from traditional values, such as wanting to maintain the height of buildings at four stories, to supporting changes that can raise not just the height of the buildings but the community's capacity to locate more families and businesses, including those owned and operated by individuals of marginalized communities. Community education continues to be necessary.

Thus, it is imperative that the Village continue to address structural and systemic barriers, such as those that have persisted in housing, zoning, traffic, and development, that preclude achievement and sustainability of diversity, equity, or inclusion.

Racial Equity Planning Tools

GARE and Milwaukee County resources have been valuable tools in the development of the environmental scan. For example, Village leadership have used the Milwaukee County's Racial Equity Framework (Appendix A) and GARE's Theory of Change (Appendix B). The Village could also benefit from the use of basic planning tools to enhance their ability to address diversity, equity, and inclusion issues. Specific tools include the use of:

1. Utilization of a racial equity lens.
2. Data collection and analysis methods
3. An evaluation process to assess whether policies and processes implemented to address diversity, equity, and inclusion issues are effective and to make course corrections if appropriate.
4. Identification of organizations and networks that can add value to the work and build relationships that can be beneficial to the Village long term.
5. Assignment of accountability to ensure individuals are held responsible for specific actions, decisions, or outcomes.

Without the use of these tools, Village policies, operations, service delivery, and partnerships may not impact or be impacted by diversity, equity, or inclusion considerations. These tools could be utilized in the following manner:

1. In the refinement of the Village's current hiring processes to make it more equitable. The Village does not automatically track demographics of its workforce. This results in the Village not knowing the diversity of its workforce. Without a baseline measurement, there is little way of measuring changes or identifying if actions taken are effective.
2. In the implementation of policies intended to infuse equity into Village operations, such as, purchasing and contracting. The Village does not track utilization in its contracting process even though utilization of DBE is identified in its contracts. Also, the Village does not collect data regarding whether the Village purchases commodities from vendors of color. Regular tracking and reporting would have highlighted the fact that the policies were not being utilized.
3. In the way in which the Shorewood Police Department implements the Police Organization Study recommendations. The lived experiences of employees can impact an organization's ability to utilize an equity lens. Chief Wurth and Captain Santiago have the opportunity to utilize their lived and professional experiences in a way that impact the department's ability to provide quality services and build strong community relations. Their unique perspectives could assist the Village in building a more diverse, equitable, and inclusive police department and strong relations with marginalized communities.
4. In the implementation of critical parts of the Comprehensive Plan 2040. While the plan identifies several opportunities to increase diversity, equity, and inclusion, it does not provide any specifics or strategic steps for implementation of these ideas. For example, a recommendation of the Comprehensive Plan 2040 identified the need for Village government to "work with the Shorewood BID, the business community, and other partners to develop small business programs that attract and support small businesses led by people of color." However, neither the Village nor the BID collect or analyze data regarding whether the small businesses they contract with are owned by people of color or women.

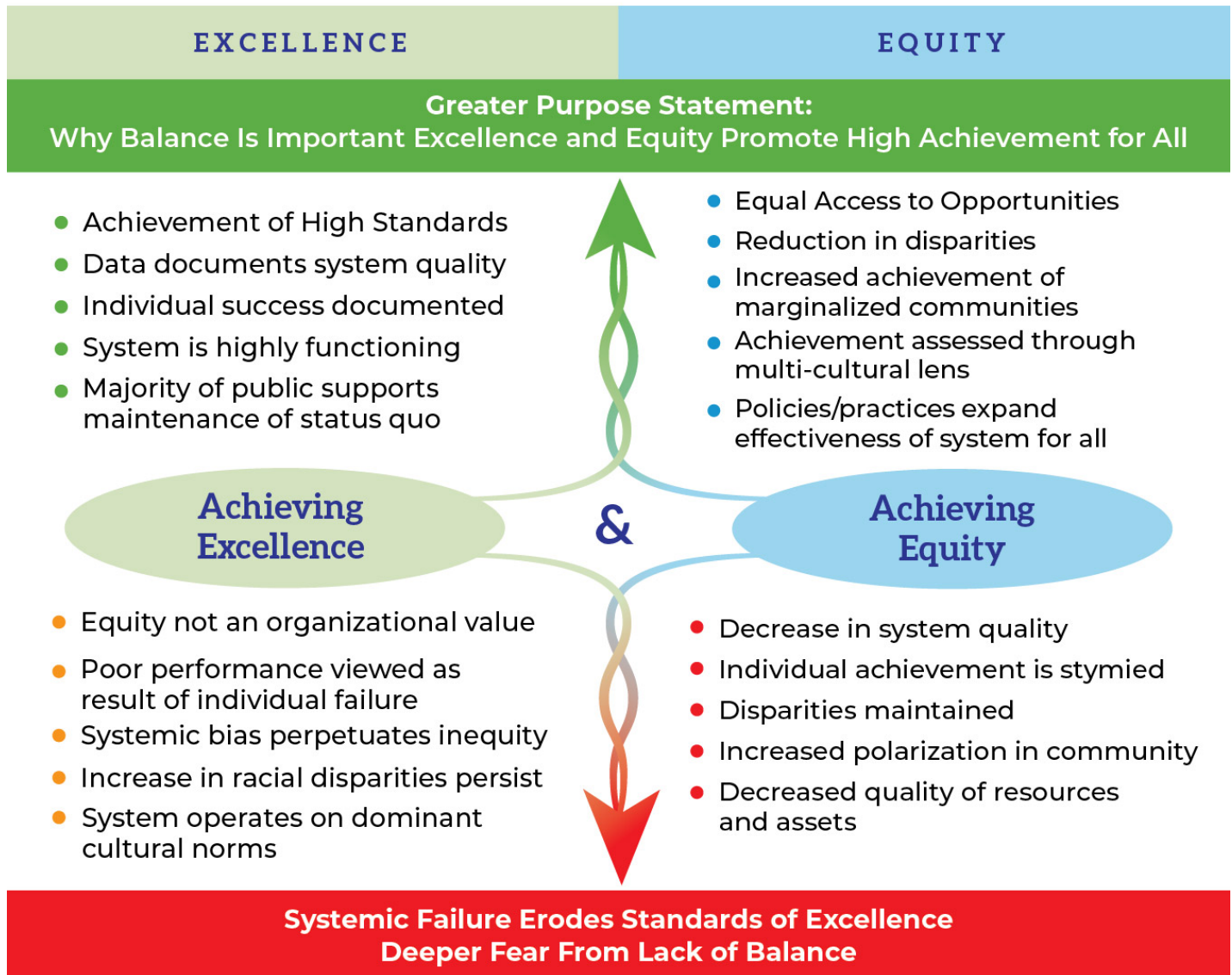
The tools are an essential part of a strategic plan focused on making significant improvements in its internal operation and the formulation of a framework for dismantling barriers from a policy, operations, and service perspective. Without the use of these tools, it is likely that current Villages policies and operations will fail to have significant impact in changing the dynamics of the government in relations to diversity, equity, and inclusion. These tools support a strategic plan aimed at not only recognizing issues but addressing them as well. Failure to use these tools suggest limited commitment or resources on the part of the Village and relegate these issues to a low priority status.

The Challenge to Achieving Excellence and Equity

At times, people believe that excellence and equity cannot exist in the same space; that excellence will be sacrificed in an effort to achieve equity. Kairo believes that this is false choice and that both excellence and equity are simultaneously achievable and that they can effectively complement each other and strengthen the organizational foundation. The Polarity Chart, a concept developed by Barry Johnson, illustrates the belief that excellence and equity can support each other.

An equitable system promotes the achievement of a high level of excellence. An over focus on excellence can have a detrimental impact on an organization; an over focus on equity can be detrimental as well. Both can have upsides, favorable attributes that propel an organization forward and both can have downsides that can harm an organization when one is the priority and the other dismissed as irrelevant.

POLARITY CHART



Findings

As result of the implementation of a multi-method research approach, the Kairo team identifies these key findings:

- 1.** The Board has not articulated a clear vision, mission, and expected outcomes for an effective diversity, equity, and inclusion agenda.
- 2.** While the Village has provided significant education and training opportunities, a more strategic learning approach would be more impactful.
- 3.** The current workplace lacks an inclusive culture which must be addressed before staff are motivated to focus on broader diversity, equity, and inclusion issues.
- 4.** The Village lacks equitable internal operations, specifically in hiring, purchasing, and contracting processes.
- 5.** The Police Department can improve relationships with communities of color by implementing the Police Organization Study recommendations and utilizing the expertise of department leadership.
- 6.** The Village must continue to address structural or systemic barriers, such as those that have persisted in housing, zoning, traffic, and development, that preclude achievement of diversity, equity, or inclusion.
- 7.** The Village lacks a data management and evaluation system hampering its ability to analyze diversity, equity, and inclusion metrics.
- 8.** The Village has not collaborated with organizations and communities of color that have expertise regarding the diversity, equity, and inclusion issues the Village experiences.
- 9.** The Village can maximize its achievement of diversity, equity, and inclusion by participating with key partners, such as, Milwaukee County and GARE.
- 10.** The Village must adopt a commitment to a sense of urgency and accountability to move diversity, equity, and inclusion forward.

Recommendations for Strategic Plan

The Village has a core group of Shorewood Board members, administrators, staff, and residents committed to increasing diversity, equity, and inclusion. To facilitate the planning for strategic, the Kairo team identified these two goals that are critical for the Village to achieve:

1. Dismantle barriers that perpetuate marginalization, inequity, and exclusion.
2. Implement strategies that create a diverse, equitable and inclusive environment.

To achieve these goals, implementation of these four objectives is essential: (1) Design Strategic Approach, (2) Optimize Internal Operations, (3) Create Inclusive Community, and (4) Invest in Sustainability. For each objective, the team identified three strategies which are provided as a starting point for the development of a strategic plan. The team recognizing that Board, staff, and the community will consider, and perhaps, modify the goals, objectives, and strategies, but we offer this foundation for strategic plan development as a starting point. It is critical that the Village continue its efforts to achieve diversity, equity, and inclusion.

Foundation for Strategic Plan Development	
Develop and implement a strategic plan that clearly identifies roles of Board, staff, residents, and partners to ensure quality goal achievement.	
Design Strategic Approach	Ensure articulation by leadership of clear vision, mission statement, and expected outcomes.
	Maximize organizational capacity and manage system limitations.
	Facilitate use of resources and training to prepare stakeholders for plan development and implementation.
Optimize Internal Operations	Ensure equitable operational processes (i.e., hiring, purchasing, and contracting, effective community policing).
	Ensure community focused, efficient service delivery.
	Implement data management, evaluation, and accountability systems.
Create Inclusive Community	Create inclusive workplace culture.
	Create intentional learning community.
	Strengthen collaboration with Village partners.
Invest in Sustainability	Establish partnerships with organizations and communities of color.
	Utilize racial lens in decision making regarding organizational policies, internal operations, and service delivery.
	Work in partnership with Milwaukee County.

Getting Started

While the environmental scan has been completed, the real work begins now. Without creation of a work plan, the Village's work to address issues of diversity, equity, and inclusion could stall. While there may be some uncertainty about how to proceed, the Kairo team has created a work plan that provides basic information about key actions that must be taken to create and implement the strategic plan. This work plan will facilitate the Village's effort to be strategic in its work to dismantle barriers, fill voids, and achieve diversity, equity, and inclusion.

Conclusion

Kairo Communications thanks the Village of Shorewood for the opportunity to conduct this environmental scan and looks forward to development and implementation of a strategic plan. Dismantling barriers is a challenging task. There can be a tendency to want to retreat, to step away from tackling the issues of diversity, equity, and inclusion. In fact, some individuals interviewed suggested that the words diversity, equity, and inclusion be changed or not used in our work. So, in an effort to prevent individuals from shutting down or walking away from the proverbial "table", we could acquiesce to this subtle demonstration of privilege and power. But we know that those most affected by discrimination and inequity cannot walk away even if they wanted to and that the words hurled at them are demeaning and dehumanizing.

So instead of accommodating fear and the natural resistance to change, we work very hard to be intentional with our language and concentrated on our work. Because the reality is that the words can change...but the issues will remain. History can be ignored...but the policies and practices continue to impact families and communities. The words are not what caused the problem or what continues to perpetuate the consequences of inequity. Changing the words won't address the problem...changing policy, operations, and culture will.

We realize there is a fear often attached to change, especially when connected to issues of race and equity. Fear of the unknown, fear of losing privilege and power, fear of being marginalized and left out. For far too long, we have been in that swamp of fear, misunderstanding, and mistrust. It's time we put one foot in front of the other and make our way out together. For the research confirms that organizations that embrace diversity, equity, and inclusion can benefit in a host of ways - increased organizational performance, higher productivity, innovative strategies, excellent leadership, and a more inclusive and respectful workplace for all.

We hope that Village leadership will continue to promote, support, learn and lead to reap the benefits that diversity, equity, and inclusion can bring. As Village government, you have the power, control, and authority. Yes, we acknowledge that it is not limitless and there are parameters you must operate in, but you can be extremely impactful. We acknowledge that taking on this challenge could be viewed as a political risk, a competing priority among many others the Village has. But while all of that may be true, we are hopeful that the Village Board will see this as a matter of urgency, one that merits high prioritization. We hope you have the will.

While we are proud of our work; this work must be fluid and collaborative in nature. We look forward to continuing to talk with a variety of individuals, to review numerous documents, to analyze information through a racial equity lens. But perhaps, most important, the Kairo team will continue to listen, to learn, and to be a quality partner in this valuable endeavor.

Appendix A

The Village of Shorewood’s Board of Trustees adopted the Equity, Diversity, and Inclusion Framework created by Milwaukee County which is provided below. In reviewing this framework, we were able to categorize many of the activities implemented by Shorewood in the four main categories of the Framework: Education, Awareness, Training, and Policy. The adoption of the framework by the Village Board reflects the strong partnership between the County Executive David Crowley and Village Board President Ann McKaig. It also demonstrates the strong working relationship between the County’s Office of Equity, the Intergovernmental Cooperation Council (ICC) and the Shorewood Village Board.



Appendix B

GARE Model of the Theory of Change

A GARE tool used in this environmental scan is its Model of Change Theory which identifies three goals: Normalize, Organize, and Operationalize. Kairo used this model to guide our work and the development of the recommendations for the strategic plan.

Normalize

- 1. Use a racial equity framework:** A jurisdiction uses a racial equity framework to clearly articulate its vision for racial equity and to develop a shared understanding of key concepts, and a sense of urgency to make changes.
- 2. Operate with urgency and accountability:** The most effective path to accountability comes when a jurisdiction creates clear action plans with built-in mechanisms accountability.

Organize

- 1. Build organizational capacity:** Build staff and organizational capacity, skills and competencies. Involve staff at all levels of the organization to achieve institutional transformation. Build an infrastructure to support the work, internal changes and external partnerships with other institutions and community.
- 2. Partner with other institutions and communities:** Government must work in partnership with residents, organizations, and other jurisdictions to achieve meaningful results.

Operationalize

- 1. Build organizational capacity:** Build staff and organizational capacity, skills and competencies. Involves Implement racial equity tools: Implement new tools for decision-making, measurement, and accountability. Utilize strategies and tools to change the policies, programs, and practices that perpetuate inequities.
- 2. Be data-driven:** Measurement must take place (1) to measure the success of specific programmatic and policy changes, and (2) to develop baselines, set goals, and measure progress towards goals.

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The Village of Shorewood

Diversity, Equity, and Inclusion

ENVIRONMENTAL SCAN



KAIRO
COMMUNICATIONS

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