

Facilities Management Deferred Maintenance and Project Delivery Capacity

June 2026



Background

- **2026 Budget Amendment #5** requests information on how the Investing in Justice Courthouse Complex (IJCC) project will impact service capacity and Milwaukee County's ability to address a significant backlog of deferred maintenance across other facilities.
- **File 26-445:** The Director of Capital Finance provided an info report on the Capital Finance Division: Budget, Debt & Project Oversight
- **File 25-746** provided an overview of the facilities conditions of the Wil-O-Ways and County owned Senior Centers and the funding for capital projects at those facilities.
- **File No. 24-112** highlighted progress made by the Architecture, Engineering and Environmental Services Section in navigating turnover and increased project load due to ARPA funding.

Core Questions

- ▶ How will IJCC impact the County's ability to address deferred maintenance?
- ▶ How will IJCC impact service delivery?
- ▶ What is staff capacity and current project load?



Example of deferred maintenance impacts at the Public Safety Building

This report looks at this from a Facilities Management point of view.



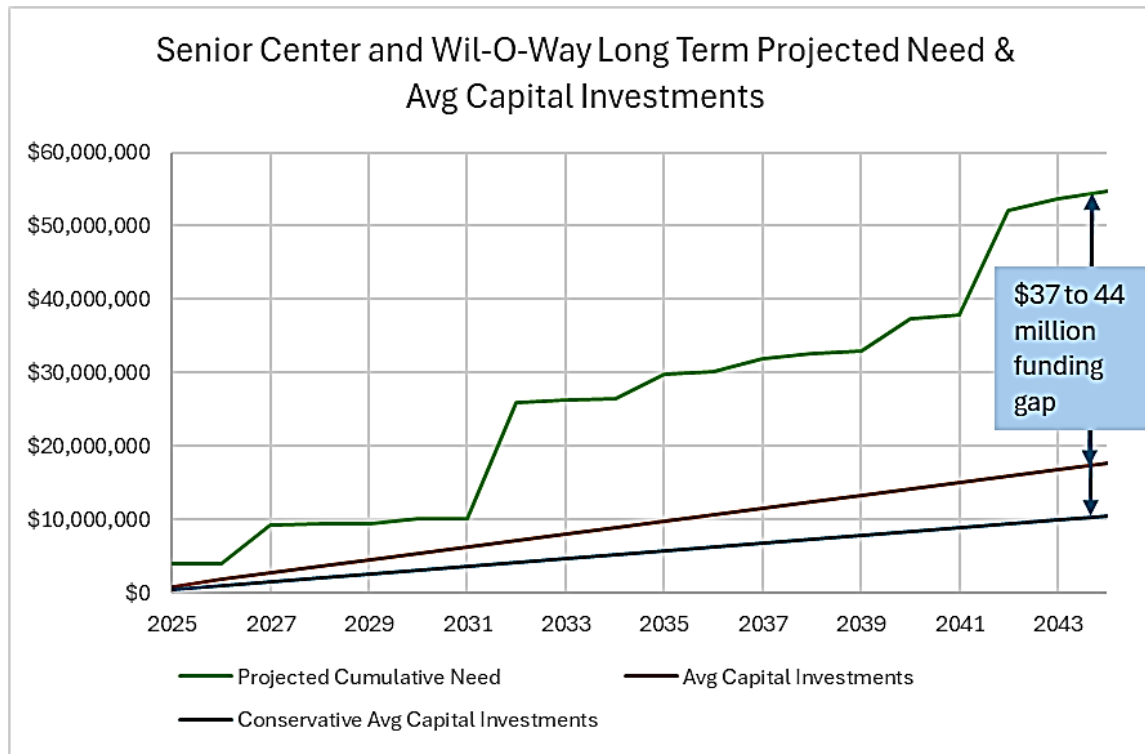
Public Safety Building gym roof beyond useful life

Main Tradeoff

- The IJCC project addresses the largest deferred maintenance project in the County's portfolio
- It does not fix Park's buildings, the CRC, senior centers, Zoo facilities, etc.
- While we undertake the IJCC project should we:
 - Take a "Capital Holiday"?
 - Fund the IJCC project while maintaining the normal capital program?

Backlog Reality

The County's deferred maintenance backlog is nothing new.



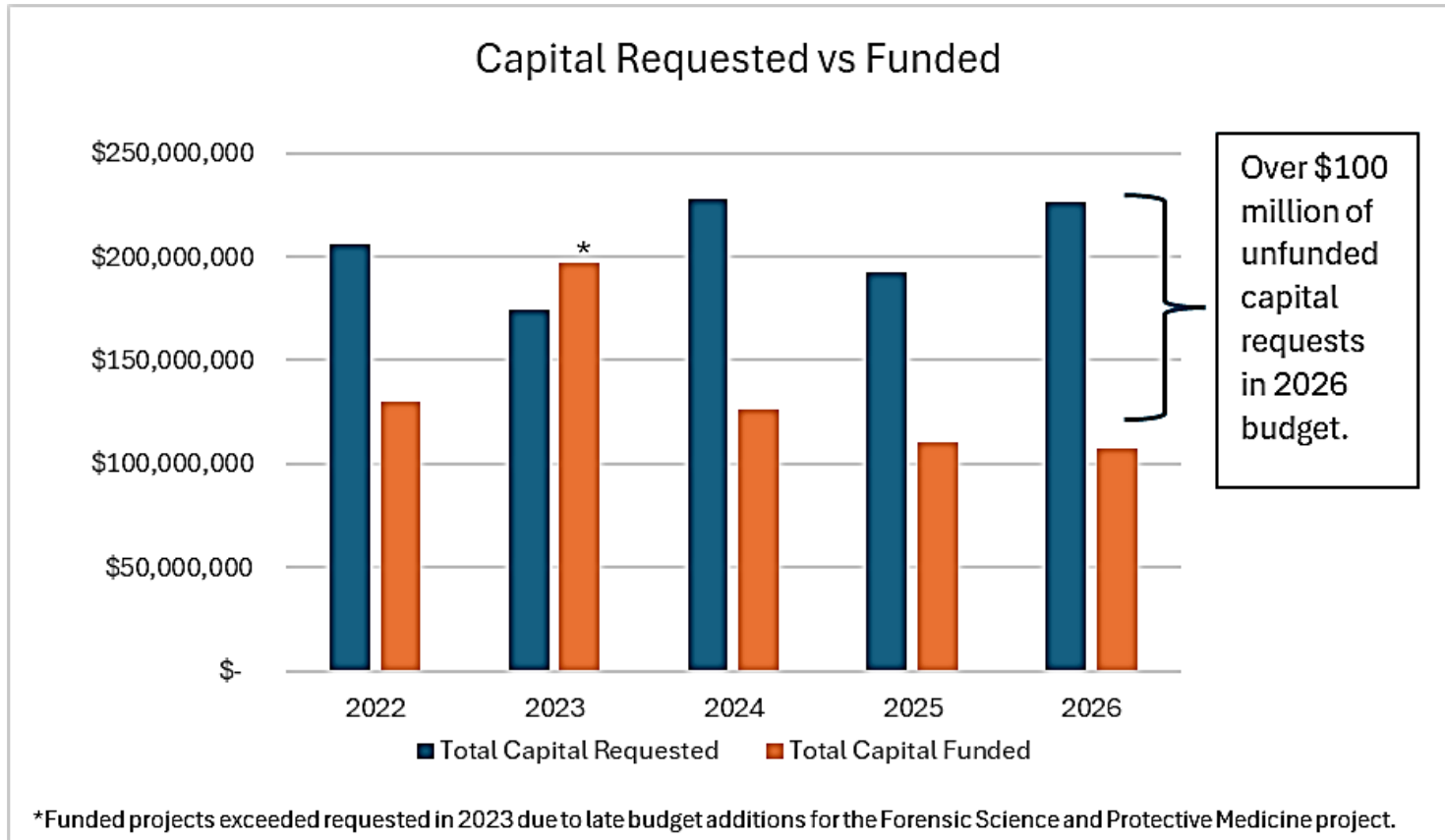
Senior Center and Wil-O-Way Long Term Projected Need & Avg Capital Investments. Anticipated capital funding gap vs needs at the Milwaukee County Senior Center and Wil-O-Way Facilities

Documenting the Deferred Maintenance Challenge

- Wisconsin Policy Forum reporting
- Recent Senior Center board reports
- Internal VFA Condition Assessment Data

Backlog Reality

Bottom line: Needs exceed funding



Capital Requested vs Funded. Total capital requests vs total capital funded per year



County Response

- ▶ Over **3M square feet in divestment** of facilities since 2013 including:
 - City Campus
 - Behavior Health Complex
 - Cultural Institutions transitions, etc.
- ▶ Use of **one-time ARPA funds** to aggressively target capital needs.



- ▶ Major **investments in core assets**:
 - New Marcia P. Coggs Health & Human Services Center (Coggs)
 - Center for Forensic Science & Protective Medicine (CFSPM)

Investment needs remain.

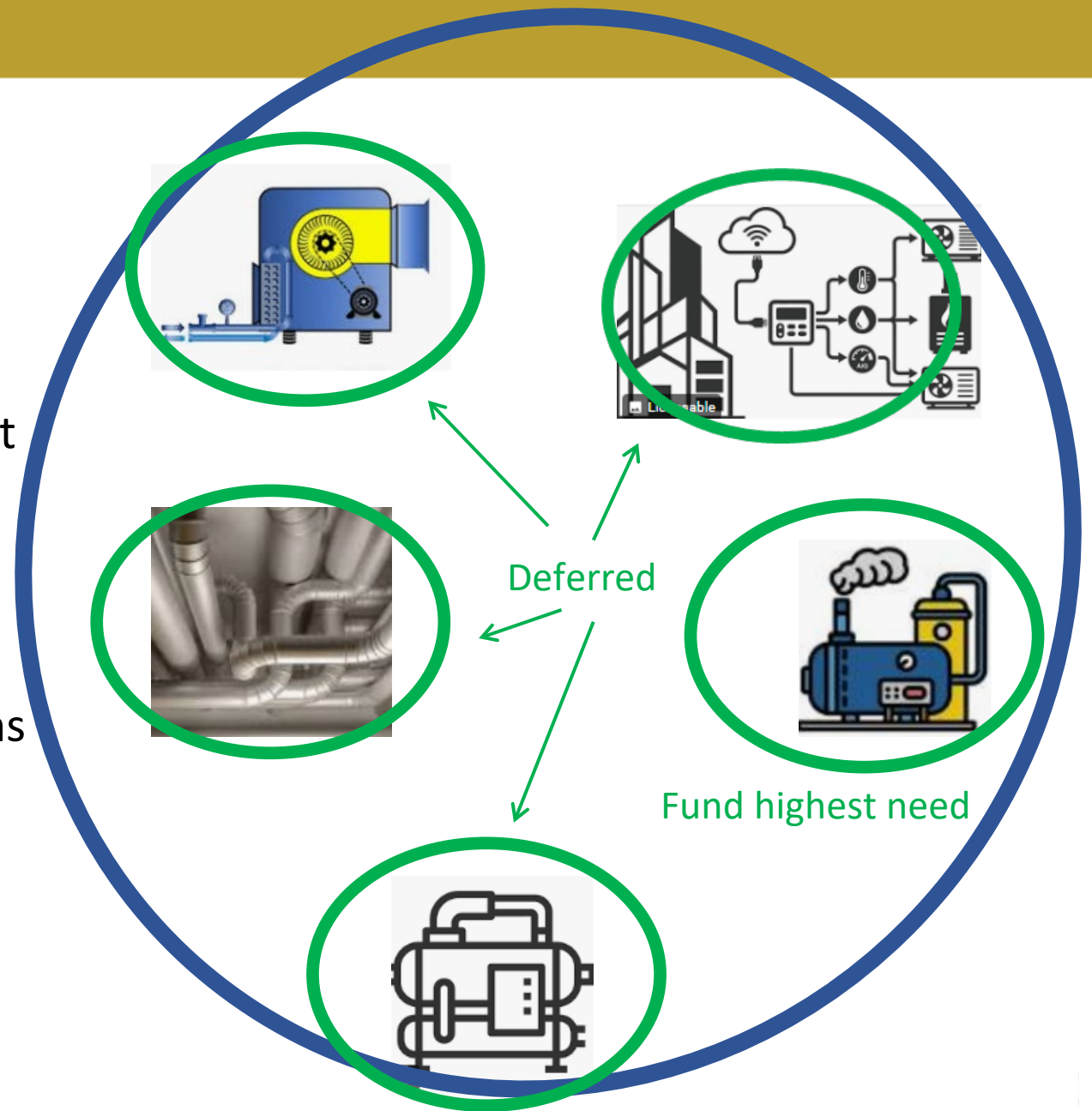
Backlog Example

ONE PROJECT:

- One design, addresses whole system at once, full system renewal, once complete can shift to proactive mode

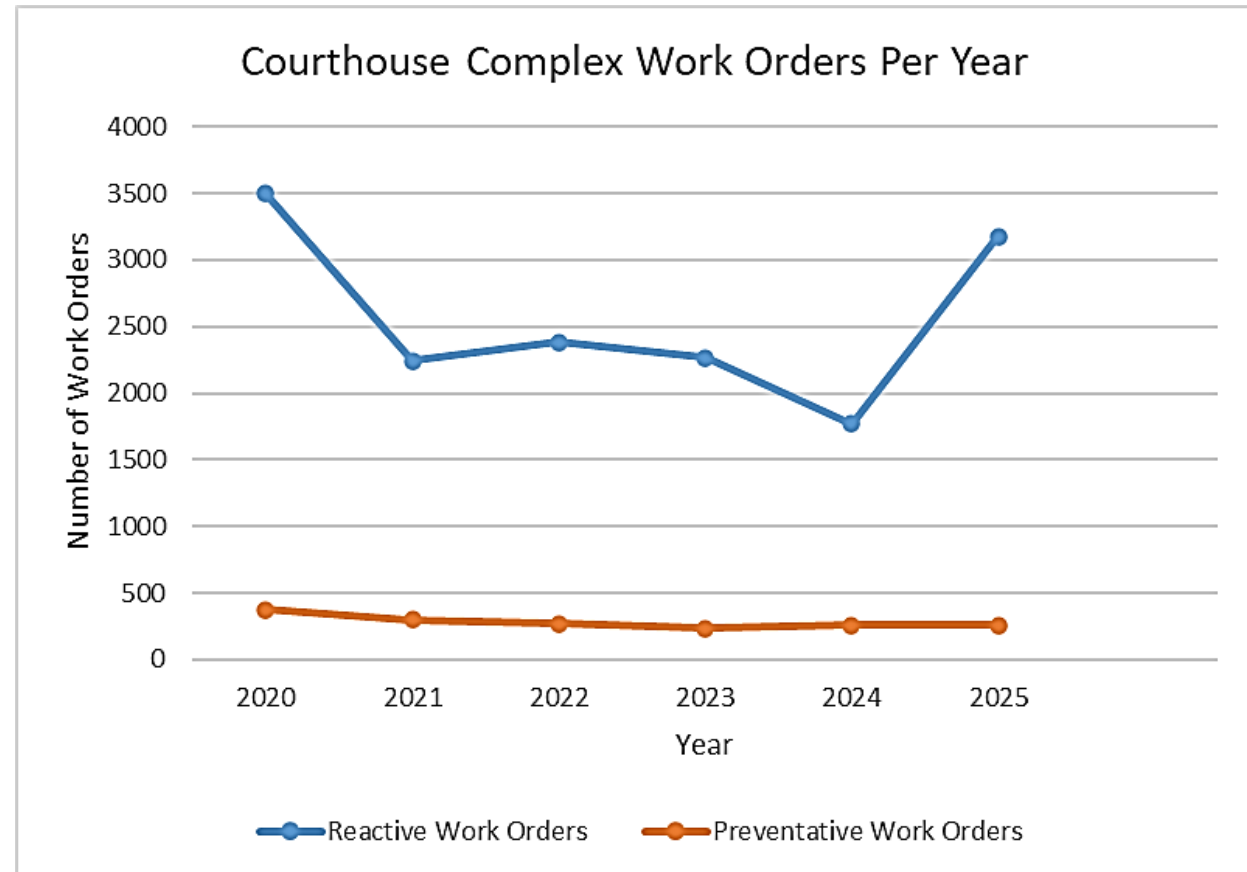
FIVE PROJECTS:

- Only do the absolute most critical items now, the rest later. Pay 5x design, admin, etc. Maintain inefficient operations, shifts work to operating. 5 years minimum or longer that systems stay in reactive mode



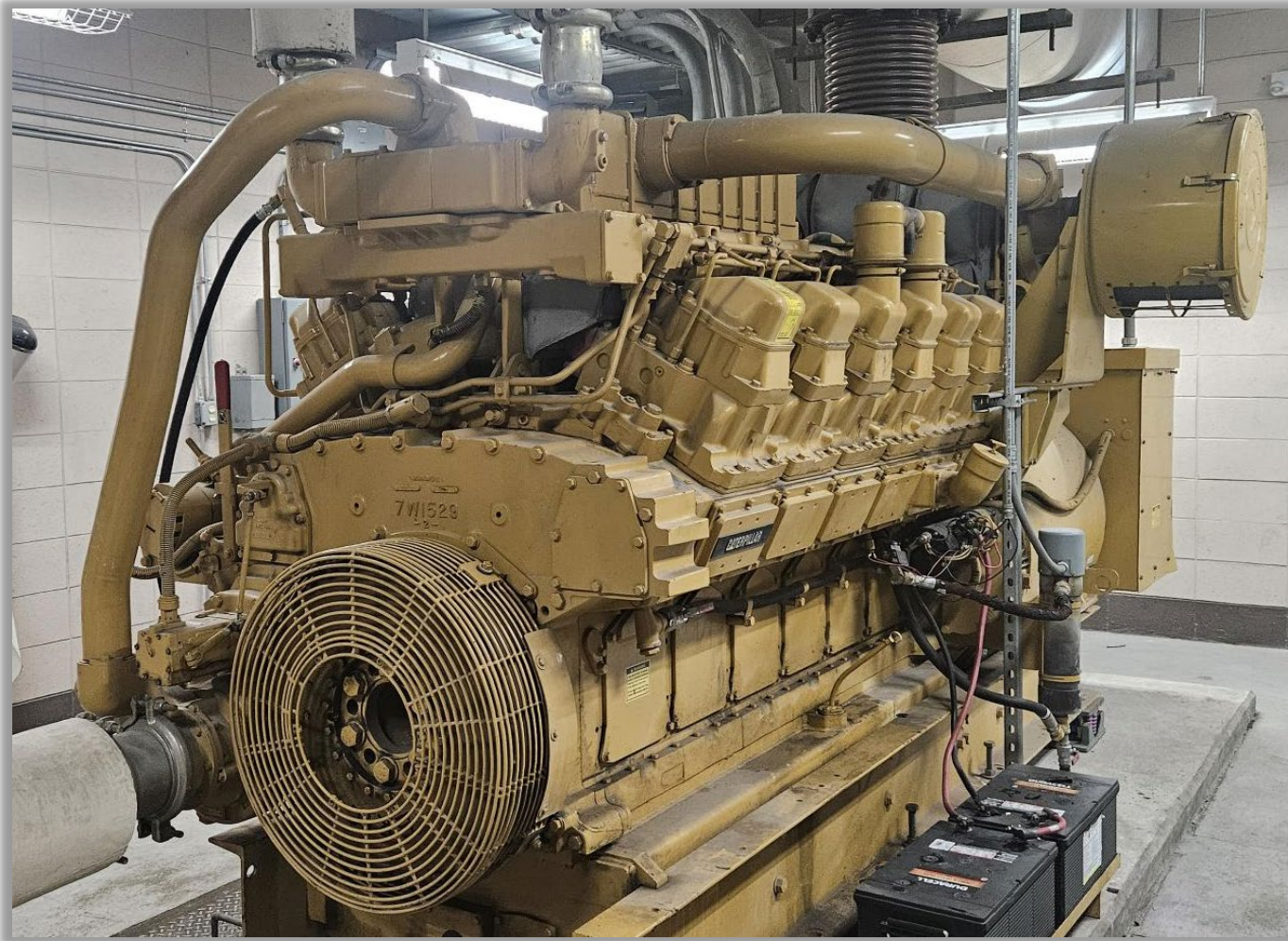
Why Backlog Matters

- More failures
- More emergencies
- Reactive vs proactive
- Higher future costs
- Impacts to service delivery
 - Facility interruptions
 - Complaints
 - Closures
- Other costs
 - Morale
 - Productivity
 - Attracting employees



Courthouse Complex Work Orders Per Year. An average of 10% of DAS FMD work orders have been for preventive maintenance over the last five years. Typical world class facilities target >85% of all work orders to be preventative.

Why Backlog Matters



SCENARIO: In Fall 2024, the emergency generator at the Criminal Justice Facility failed. FMD needed to quickly mobilize a rental and coordinate repairs.

RESULT: Unplanned, reactive, cost to our operating budget of over \$600K; \$500K of this was to rent the emergency generator.

Scenario A: Capital Holiday

SCENARIO IMPACTS

- Fewer projects at Parks, Zoo, senior centers, etc. will be undertaken while funding IJCC
- More risk deferred
- Project costs increase
- Costs shift to operating
- Total cost of ownership can increase
- Reactive vs proactive



Failed internal storm sewer system at McGovern Senior Center

Scenario B: Normal Program + IJCC

SCENARIO IMPACTS

- Normal capital work continues as IJCC moves forward
- Portfolio risk is better managed



Phase 1 Clinton Rose Senior Center Facility Upgrades Construction

Impacts on Capital Project Delivery

- AEES is tasked with the delivery of capital projects.
- The choice between Scenario A & B requires flexibility.
 - Scenario A requires some redirection and refocus of the team toward existing projects and a reduction in consultant use.
 - Scenario B has been discussed and considered over the last few years. **The team is already working toward Scenario B.**



Impacts on Capital Project Delivery

SCENARIO B PLANNING AND IMPLEMENTATION

- Leverage consultants strategically
- Increase flexibility with new tools:
 - On-call consultants
 - Construction Manager at Risk delivery
 - Job Order Contracting delivery
- Align with DAS Initiatives
 - Increase team collaboration
 - Increase departmental collaboration
 - Streamline existing processes
 - Reduce staff vacancy



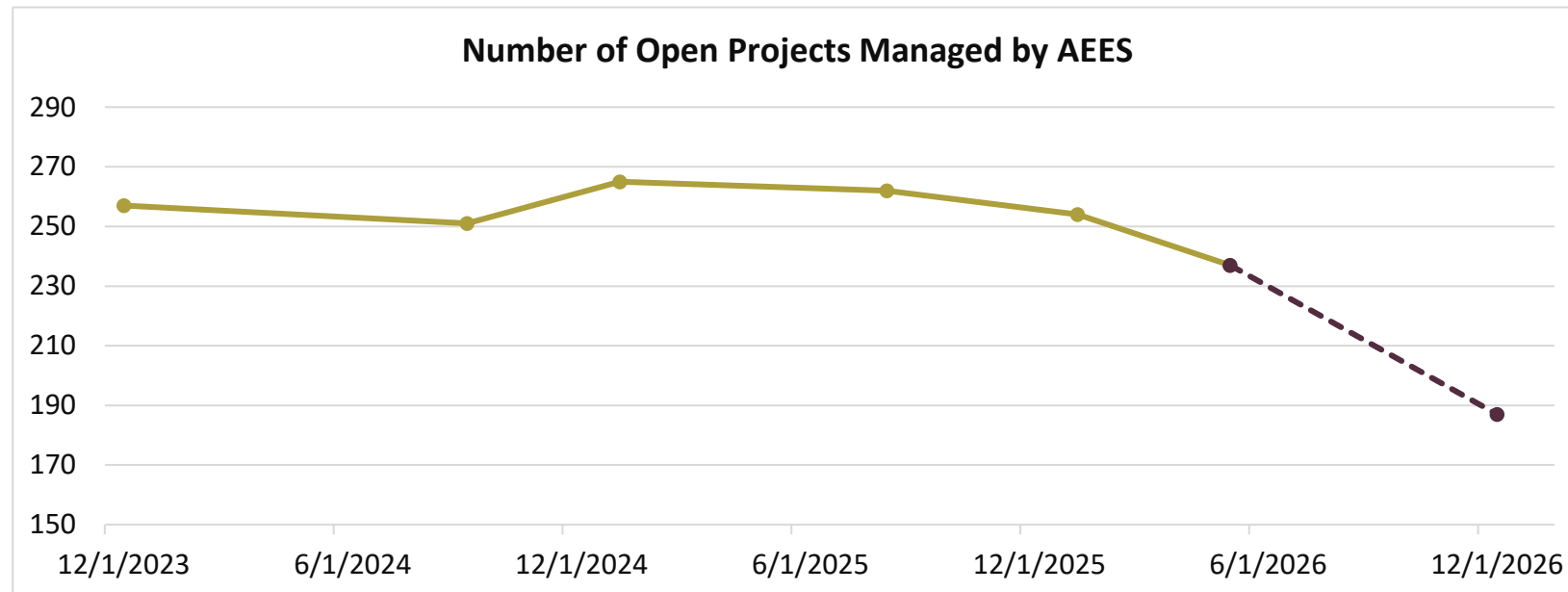
New Marcia P. Coggs Health & Human Services Center



Impacts on Capital Project Delivery

RESULTS ARE ALREADY VISIBLE

- Current portfolio: 237
- Anticipated portfolio 12/31: 187
- Net reduction in 1 year: 28 (Including 26 new in Jan)



Impacts on Capital Project Delivery

FURTHER CAPACITY CONSIDERATIONS

- The team has already been leading the IJCC Design & Construction work group
- The team will be completing \$307M in large capital projects prior to IJCC construction:
 - CFSPM
 - Coggs
 - Secured Youth Facility Addition
 - MKE International Terminal



New CFSPM Facility

Conclusions

IJCC addresses the **largest single capital need** within Milwaukee County, but it does not address *all* the deferred maintenance and capital renewal backlog across Milwaukee County. Taking a capital holiday would not eliminate those needs; it would push them into future years, often with greater risk and higher cost.

From a Facilities Management perspective, Milwaukee County should avoid reducing ongoing capital investment without clearly identifying the facility needs, service risks, and deferred maintenance impacts that would result. AE&ES has established the appropriate project delivery capacity to accommodate the IJCC project in addition to Milwaukee County's standard capital program.



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