

COUNTY OF MILWAUKEE
INTER-OFFICE COMMUNICATION

DATE: July 17, 2019

TO: Members of the Milwaukee County Capital Improvements Committee

FROM: Peter Nilles, Committee Coordinator, County Facilities Planning Steering Committee

SUBJECT: County Facilities Planning Steering Committee Formation and Charter

The County Facilities Planning Steering Committee has reviewed the list of 2020 capital requests and designated each capital request as “Recommend”, “Hold” or “Not Recommended”. This memo is intended to inform the Capital Improvements Committee of the purpose and formation of the County Facilities Planning Steering Committee, specifically as to how the County Facilities Planning Steering Committee relates to facility-related capital requests.

BACKGROUND

The County Facilities Planning Steering Committee (CFPSC), originally chartered as the Consolidated Facilities Planning Steering Committee, was formed to provide a strategic perspective to decisions regarding County facility needs, in response to the recommendations from the *Comprehensive Facilities Plan Consulting Report* prepared by real estate consultant C.B. Richard Ellis (CBRE) and dated February 11, 2013. The CBRE report was introduced and reviewed at the March 12, 2013 Milwaukee County Committee of the Whole and the April 9, 2013 Transportation, Public Works, and Transit Committee meetings (see file 13-176, “Informational Report on the Establishment of a Comprehensive Facilities Plan Workgroup”). The CBRE report listed five focus areas that the County should consider for improving facility management:

- Sell assets to reduce the footprint of occupied space
- Consolidate all real estate functions under one County “Landlord”
- Improve occupied space and optimize utilization
- Develop systems and invest in training and tools
- Reallocate available savings from real estate back into the portfolio

The purpose of the CFPSC, as stated in the charter, is as follows:

- a. Serve as advisor for the County’s owned and leased facilities and land portfolio.
- b. Establish DAS as the County Landlord.
- c. Lead the total lifecycle planning for all County real property as the Portfolio Manager.
- d. Provide a County-wide clearinghouse for all real property and facility changes, moves and additions that are contemplated or planned.
- e. Assure that all real property and facility plans are coordinated across departments, and in alignment with legislative mandates and County over-arching facility strategies and long-term plans.
- f. Assure that all supporting departments are properly informed of impending changes to provide more effective and efficient delivery of services.

The CFPSC voting membership consists of County staff involved in facility management and real estate activities and includes representation from those County departments that have the largest facility footprint, with a threshold set at owning and operating at least 400,000 square feet of building space.

Department/Division	Square Footage
DOT-Airports	4,356,436
Facilities Management Division	2,481,713
Parks	2,186,816
Museum & Art Centers	1,044,496
DOT-MCTS	753,997
Zoo	577,045
House of Correction	451,739
DHHS - Behavioral Health Division	425,400
DOT-Fleet	283,182
Aging	135,597
Sheriff's Office	52,200
DOT-Highway	41,365
Office for Persons with Disabilities	19,957

Current voting membership is as follows:

County Facilities Planning Steering Committee Membership			
Role	Title	Department	Name
Chair (voting member)	[Appointed by the County Executive]	N/A	Jim Tarantino, Director, Recreation and Business Services, Parks
Vice-Chair (voting member)	Facilities Management Division Director	DAS-FMD	Stu Carron
Vice- Chair (voting member)	Director, Economic Development	DAS-ED	Aaron Hertzberg
Committee Coordinator (voting member)	Director, Facilities Planning and Development	DAS-FMD	Peter Nilles
County Engineer (voting member)	Director, Architecture, Engineering, and Environmental Services (AE&ES)	DAS-FMD-AE&ES	Greg High
Voting Member	Cabinet Department designee	DAS – FMD - Operations & Maintenance	Tom Travia
Voting Member	Cabinet Department designee	Parks	Erica Hayden
Voting Member	Cabinet Department designee	Zoo	John Westrich

County Facilities Planning Steering Committee Membership			
Role	Title	Department	Name
Voting Member	Cabinet Department designee	Department of Health & Human Services	David Muhammad
Voting Member	Cabinet Department designee	Department of Transportation (Airport/Fleet/Highway)	Julie Esch
Voting Member	Cabinet Department designee	House of Correction	Shawn Sullivan
Non-Voting Advisory Member	Cabinet Department designee	Office of the Comptroller	Pam Bryant

Functional support is provided by other County departments as requested and listed in the charter.

Please note, the CFPSC charter does define County facilities to include horizontal infrastructure, such as parkways, highways, bridges, playgrounds and dams. Horizontal infrastructure is currently not assigned a building mission category. In the CFPSC review of the 2020 capital requests, the CFPSC did provide a designation for improvements to horizontal infrastructure. One of the recommendations of the CFPSC to the CIC and others involved with the review of roads, parking lots, and other paved infrastructure is to include an objective pavement rating score within the capital request narrative so that there is a universal and clear assessment of the condition of these assets.

Pertaining to the review of 2020 capital requests, the CFPSC has recommended approval of projects that are in alignment with the most current strategic or facility planning effort of the County. For example, the Parks Department has submitted two related capital requests for the Kosciuszko Community Center. The first capital request is a planning effort of approximately \$200,000 to comprehensively assess the condition of, survey services offered to ensure that community needs are met, and to plan for a facility that best meets these needs. The second capital request is for the replacement of the existing HVAC infrastructure, estimated at over \$2,000,000. The planning effort has been designated in the CFPSC analysis as “Recommend”, while the HVAC project has been designated as “Not Recommended”, because the Parks Department has established that this is the preferred strategic path forward for the facility. The HVAC project still exists on the capital list because it is a needed improvement absent a new planning effort. The same logic applies to the BHD requests as a new facility is anticipated and investments in the existing facility are not advised given the pending closure. The CFPSC designation to “Hold” a capital request suggests the need for further refinement of a project or discussion in order for the CFPSC to adequately review the request.

RECOMMENDATION

The CFPSC respectfully requests this information be considered as part of the overall CIC capital request process.



Peter Nilles, Director, Facilities Planning and Development
Facilities Management Division, DAS

Attachment: CFPSC Charter

cc: Jim Tarantino, Chairperson, County Facilities Planning Steering Committee
Vince Masterson, Fiscal & Strategic Asset Coordinator, DAS PSB

County Facilities Planning Steering Committee Charter

1. OBJECTIVE

To establish County procedures regarding the County Facilities Planning Steering Committee.

2. BACKGROUND

In 2013 Milwaukee County received the Comprehensive Facilities Plan Consulting Report from its real estate advisor, CBRE. This report set out the roadmap for an approach to enterprise-wide real property portfolio management based on 5 key tenets:

- a. Develop a strategic plan and dispose of underutilized assets to reduce the footprint of occupied space.
- b. Consolidate all real estate functions under one County “Landlord”.
- c. Optimize utilization of remaining occupied space.
- d. Develop systems and Key Performance Indicators that track facility costs and measure progress.
- e. Reallocate available savings from real estate back into the portfolio.

The County Facilities Planning Steering Committee initiated operation to capitalize on these opportunities, and was officially chartered in 2016. Since that time, the County Department of Administrative Services has in fact reduced its footprint by over 1.5 million square feet, generating savings in excess of \$10 million per year. Additional opportunities lie in extending this success across the entire enterprise.

3. DEFINITIONS

- a. County Facilities Planning Steering Committee (“CFPSC”) – The County Facilities Planning Steering Committee is hereby established by this Charter.
- b. County Facility (“Facility”) – Any improvement on County lands (including without limitation, county buildings, airports, highways, dam sites in parks, parkways and playgrounds) that the County owns or occupies.
- c. County Landlord – DAS acting on behalf of the County for all County Facilities.
- d. County Tenant – Any department that conducts business within any County Facility. Various departments have varying levels of agreement for tenant-led operations, maintenance, and improvements within their facilities. If a County Tenant is solely a user of the facility and not responsible for any element of the total lifecycle management (operations or maintenance), they are not required to be a standing member of the CFPSC.
- e. DAS – Department of Administrative Services.
- f. Facility Owner (“Owner”) – Milwaukee County for County owned facilities or the real estate owner of record for County leased facilities.
- g. Improvement – Constructed, installed or assembled real property assets, or the alteration, expansion, or extension of such assets to accommodate a change of function or unmet programmatic needs, to incorporate new technology, or to extend the life of the asset.
- h. Real Property - fixed property, principally land and buildings.
- i. Strategic Facility Master Plan (“SFMP”) – Master Plan developed for Property to ensure fiscally responsible projects are implemented over a planned duration, which typically varies from 5 to 30 years.

- j. Surplus Property – Real property owned by the County but not presently used for municipal purposes, nor projected in the foreseeable future to be used for municipal purposes.
- k. Sponsor – A County department or division that submits a request for CFPSC review and action.
- l. Tenant Representative – An individual selected by a County Tenant to handle prescribed County facility matters with the CFPSC and DAS.
- m. Total Lifecycle Cost – The total cost of acquisition, operation, maintenance and support of an asset throughout its useful life, including the cost of removal and disposal.

4. CHARTER

1. Purpose

The purpose of the County Facilities Planning Steering Committee is to:

- a. Serve as advisor for the County's owned and leased facilities and land portfolio.
- b. Establish DAS as the County Landlord.
- c. Lead the total lifecycle planning for all County real property as the Portfolio Manager.
- d. Provide a County-wide clearinghouse for all real property and facility changes, moves and additions that are contemplated or planned.
- e. Assure that all real property and facility plans are coordinated across departments, and in alignment with legislative mandates and County over-arching facility strategies and long-term plans.
- f. Assure that all supporting departments are properly informed of impending changes to provide more effective and efficient delivery of services.

The County Facilities Planning Steering Committee will review and update as appropriate its purpose annually, to align with the current state of County real property and facilities.

2. Responsibilities

The County Facilities Planning Steering Committee shall:

- a. Provide oversight for all real estate functions, including but not limited to real property management, move management, real property improvements, new footprint, contractual obligations and centralized facilities management process improvements.
- b. Provide recommendations to the Administration, County Board and Mental Health Board where applicable for County real estate activities.
- c. Maintain consistent application of enterprise-wide services for all of the County's real property management needs.
- d. Provide insight on long-term strategies in support of legislative mandates and in line with the most recent Strategic Facilities Master Plan.
- e. Ensure that business objectives are being adequately addressed and that the County facility portfolio remains right-sized for the services Milwaukee County provides to its citizens and employees. These responsibilities will be carried out by performing the following functions:
 - i. Developing and maintaining a 10-year Milwaukee County Strategic Facilities Master Plan with no gap between updates. The most recent edition was presented February 1, 2013 and titled Milwaukee County Comprehensive Facilities Plan. (This plan focused on twenty-five County Facilities.)
 - ii. Reviewing and recommending approval of County space standards.

- iii. Focusing on the highest priority and valued County facilities within the Milwaukee County portfolio that are operated and maintained through County tax levy funding.
- iv. Providing fiscal impacts regarding efforts that have taken place to date as part of the CFP processes. These impacts should include both direct cost savings and cost avoidance.
- v. Assisting County departments to develop department-specific facility plans where appropriate. This can include, but are not limited to, facility assessments, space needs assessments, strategic facility master plans (SFMPs), initiatives to comply with County-wide space standards as described in the 2013 Comprehensive Facilities Plan and updated periodically, etc. The plans should be coordinated with and adopted by the CFPSC.
- vi. Providing recommendations for approval during preparation of capital budget requests for proposed infrastructure improvement projects that affect Milwaukee County real property and facilities.

3. Scope of CFPSC

- a. Provide recommendations to the Administration, the County Board, and the Mental Health Board where applicable for the following activities:
 - i. Asset Management.
 - 1. The purchase or sale of County real property and facilities of all size and value. (County-owned remnants and foreclosed real property inventory are not included.)
 - 2. The provision of long-term access to County real property for easements, right of entry permits, or other access/land use agreements.
 - 3. Leasing of County real property.
 - a. Leases where the County is a tenant.
 - b. Leases where the County is the landlord.
 - 4. Designating real property as surplus property.
 - ii. Move Management.
 - 1. Internal move management projects with an estimated cost greater than \$25,000 or re-purposed space requirements greater than 10,000 square feet.
 - 2. Projects below these thresholds are managed internally by the department facilities staff in accordance with all existing rules and regulations.
 - iii. Facility Improvements.
 - 1. Improvements to existing County facilities that are estimated to cost greater than \$100,000, and that are funded out of the capital budget.
 - 2. Improvements to existing County facilities that are estimated to cost greater than \$25,000, and that are funded out of the County tenant operating budget.
 - iv. New Footprint.
 - 1. Construction that adds to the County footprint.
 - 2. Improvements to existing County facilities that increase occupied space.
 - v. Contractual Obligations.
 - 1. Contracts that include the use of County real property and are obligating the contractor to maintain County real property.

2. County-contracted use of real property when there is an associated County total lifecycle cost impact.
 - vi. Centralized Facilities Management Process Improvement.
 1. Enterprise-wide facilities operations and maintenance contracts.
 2. Portfolio management processes and IT solutions.
 3. Portfolio planning and development.
 4. Capital project budgeting process review or recommendations.
 5. Emergent facility concerns.
 6. Overarching facilities management strategic guidance.
 - b. Activities that are not included:
 - i. Land access rights related to temporary right of entry permits, e.g. durations less than one year and have no cost to the County.
 - ii. Ongoing maintenance and repair of existing County facilities accomplished through approved budgets.
 - iii. Projects below any thresholds identified in 3.a.ii or 3.a.iii.
 - iv. Capital project requirement development and any capital improvement process that is already accomplished through the Capital Improvements Committee.
4. Review and Guidance Responsibilities
- a. The CFPSC is responsible for balancing common challenges associated with space requirements, facility operation and maintenance coordination, and real property portfolio management.
 - b. Long-term planning and investment decisions (typically greater than 20 years) should be guided by the completion of total lifecycle cost estimates.
 - c. When projects are proposed, an enterprise-wide review should be performed to confirm that the proposed projects are in the best interest of the County. As part of the review process, the CFPSC will consider:
 - i. Prioritized recommendations to achieve the intent of the proposal, in alignment with the requestor's business objectives.
 - ii. Adopted County master facility plans.
 - iii. Potential alternatives.
 - iv. An overview of potential direct and indirect operating and capital budget impacts for the County.
 - v. Schedule overview, analysis, concerns, and expectations.
 - vi. Adopted County initiatives (i.e. racial equity).
 - vii. Regulatory compliance (i.e. ADA accessibility).
 - viii. Risk management strategies to address and mitigate potential threats to the project's completion with a means to track future success.
 - ix. Environmental due diligence and potential impacts.
 - d. The CFPSC will provide a recommendation to the authority in charge of given real property for execution of their duties in adherence to Wis. Stat. §§ 59.52(6) and 51.41(1s).
 - i. Provide recommendations in relation to the findings listed in 3.a. to the Director of Parks, Recreation, and Culture for projects on land zoned as park; to the Director of Administrative Services for projects on land not zoned as park; and to the Director of the Department of Health & Human Services for real property under the governance of the Mental Health Board (individually, the "authorities"). These recommendations serve two purposes:

1. A recommendation from the CFPSC provides assurances to the authorities that the project has formally become a part of the County’s enterprise-wide facilities long-term strategy.
2. A recommendation from the CFPSC provides the authorities a consolidated review regarding lifecycle cost analysis and options, as well as real estate, engineering, architectural, and planning expertise that may not be readily available within the department itself.
 - a. It is the CFPSC’s responsibility to advise that specialized and centralized real estate, engineering, architectural, and planning expertise is readily available through in-house or contracted means.
 - b. It is anticipated that any subject project will then be submitted to the appropriate controlling body, i.e. Parks, Energy and Environment Standing Committee, County Executive, or Mental Health Board and all reviews, approvals, or denials will be subject to the rules and regulations set forth by the State of Wisconsin, Milwaukee County and local municipalities.

5. Approval Responsibilities

- a. The CFPSC provides review and guidance for the authorities within 3.b.i that enter into real property agreements per the State Statutes and County Ordinances.
- b. The CFPSC does not have approval responsibilities, but is an advisory committee to provide programmatic and technical real estate, engineering, architectural, and planning expertise at an enterprise level.

6. County Facilities Planning Steering Committee Membership

- a. The CFPSC will consist of the following members:

County Facilities Planning Steering Committee Membership		
Role	Title	Department
Chair (voting member)	[Appointed by the County Executive]	N/A
Vice-Chair (voting member)	Facilities Management Division Director	DAS-FMD
Vice- Chair (voting member)	Director, Economic Development	DAS-ED
Committee Coordinator (voting member)	Director, Facilities Planning and Development	DAS-FMD
County Engineer (voting member)	Director, Architecture, Engineering, and Environmental Services (AE&ES)	DAS-FMD-AE&ES
Voting Member	Cabinet Department designee	DAS – FMD - Operations & Maintenance
Voting Member	Cabinet Department designee	Parks, Recreation, and Culture
Voting Member	Cabinet Department designee	Zoo

County Facilities Planning Steering Committee Membership		
Role	Title	Department
Voting Member	Cabinet Department designee	Department of Health & Human Services
Voting Member	Cabinet Department designee	Department of Transportation (Airport/Fleet/Highway)
Voting Member	Cabinet Department designee	House of Correction
Non-Voting Advisory Member	Cabinet Department designee	Office of the Comptroller

Functional Support Representatives	
Facilities Management Division	Office of Performance, Strategy, and Budget
Economic Development & Real Estate	Office for Persons with Disabilities
Information Management Services Division	Risk Management
Office of Sustainability	Office of Emergency Management
Procurement Office	CMMS Project Manager & Administration
Community Business Development Partners	Real Estate Advisor (Consultant)

- b. Recommendations for new committee members or changes to the existing structure may be presented by any CFPSC voting member.
 - i. The Director of Administrative Services holds approval authority to alter the membership.
 - ii. Selection of voting members is generally based on quantity of square footage of facilities managed.

7. Role of a CFPSC Member

- a. All CFPSC members will leverage the experience, expertise, and insight of key individuals at organizations committed to building professionalism in real property management for Milwaukee County.
- b. CFPSC members are not directly responsible for managing project activities, but provide support and guidance for those who do. Depending on their specific role, CFPSC members may be identified as the responsible party for a specific topic or project due to their subject matter expertise.
- c. CFPSC members should:
 - i. Understand the strategic implications and outcomes of initiatives being pursued through project outputs.
 - ii. Appreciate the significance of the projects for some or all major stakeholders and represent their interests.

- iii. Be genuinely interested in the process and be an advocate for broad support for the outcomes being pursued.
- iv. Have a broad understanding of respective project management issues and approach being adopted.
- d. In practice, CFPSC members will:
 - i. Review the status of the projects.
 - ii. Ensure the projects' outputs meet the requirements of the County, tenants, and sponsor as applicable.
 - iii. Help balance conflicting priorities and resources.
 - iv. Provide guidance to the project teams and users of the outputs.
 - v. Consider ideas and issues raised.
 - vi. Check adherence of activities to standards of best practice within the organization and in a wider context.
 - vii. Foster positive communication outside of the CFPSC regarding the progress and outcomes.
 - viii. Report on project progress to those responsible at a high level, such as executive management, heads of agencies, or the County Board of Supervisors.
 - ix. Accommodate all required government mandates associated with a project.

8. CFPSC Meetings

- a. Meeting Schedule and Process.
 - i. The CFPSC will meet as required to execute responsibilities as the Portfolio Manager and provide on-going County-wide support to its stakeholders.
 - ii. CFPSC meetings will be held in accordance with Wis. Stat. § 19.81 et seq.
- b. Meeting Agenda.
 - i. At each meeting, the CFPSC will be updated by the project sponsor as part of a standard agenda. This agenda can and will evolve over time. The following sample agenda is only provided as an example.

County Facilities Planning Steering Committee Meeting Agenda

1. Approval of Meeting Minutes
2. County Facilities Plan Update
 - a. System Development, Training, and Tools Overview
 - b. External Coordination with Governments & Private Entities
3. Submitted Requests
 - a. Asset Management
 - b. Move Management
 - c. Facility Improvements
 - d. New Footprint
 - e. Contractual Obligations
 - f. Centralized Facilities Management Process Improvement
4. Pending Topics & Anticipated Requests
5. New Business
6. Announcements
7. Adjournment

9. CFPSC Sub-committees

- a. The CFPSC may form sub-committees to assist with specific requests.
- b. Capital Request Review Sub-committee
 - i. As part of the capital budgeting process, and in coordination with the Office of Performance, Strategy, and Budget (PSB), the Capital Request Review sub-committee reviews and provides recommendations for approval or deferral of capital requests (excluding technology infrastructure requests) submitted by County departments and non-County “Cultural” entities related to new construction or improvements on County facilities. The preliminary recommendations are based on criteria developed by the PSB and the CFPSC as part of the capital request submission process.
 - ii. The sub-committee consists of the CFPSC Committee Coordinator and at least two individuals from the CFPSC.
 - iii. The sub-committee meets as necessary to accommodate review and final recommendations by the CFPSC prior to the established deadline for submission of departmental capital budgets to the PSB.
 - iv. The CFPSC reviews the recommendations of the Capital Request Review Sub-committee, amends as necessary, and approves the recommendations for future consideration by PSB during preparation of the recommended capital budget.
 - v. As part of the capital request process, PSB will submit final capital request recommendations to the County’s Capital Improvement Committee (CIC). The CIC may choose to include the sub-committee’s recommendations as a (potential) weighted criteria component within its overall scoring matrix.
- c. Future sub-committees may include a Space Needs/Move Management Sub-committee, Facilities Management (FM) Round Table, or others as needed to gain formal input from all levels of the organization.