



Overview of the Milwaukee County 2022 Recommended Budget



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COUNTY OF MILWAUKEE
INTER-OFFICE COMMUNICATION

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FROM : Comptroller Research Services Staff
SUBJECT: **Overview of County Executive's 2022 Recommended Budget**

Attached is the Comptroller Research Services Staff's overview of the County Executive's 2022 Recommended Budget. This overview consists of the following four sections:

1. Section 1 is a **General Overview** of the Recommended Budget
2. Section 2 shows **Tax Levy Changes** for each Organizational Unit, comparing the 2022 Recommended Budget with the 2021 Adopted Budget.
3. Section 3 provides a summary of **Major Changes**, proposed by the County Executive in the 2022 Recommended Budget.
4. Section 4 is the **Capital Improvements** section, which summarizes the capital improvement projects proposed by the County Executive.

This overview serves as an initial analysis to highlight major policy and budget changes proposed by the County Executive and is intended to assist interested parties in their understanding of the budget. The Committee on Finance will begin its formal review of all budgets as a full committee beginning October 11th at 9:30 a.m.

Please note that while changes in departmental appropriations and revenues are generally clear, the corresponding impact on programs and services is not always apparent.

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SECTION 1

GENERAL OVERVIEW

SUMMARY ANALYSIS

The submission of County Executive Crowley's second annual budget comes more than a year and a half after County operations were rocked by a global pandemic that has whipsawed departmental operations and budgets. Large federal grants eased the immediate budget crisis, but do not correct the County's ongoing structural deficit issues. The collaborative process used by the County Executive's Administration to work with the County Board and other public stakeholders to develop the 2022 Recommended Budget results in few initiatives that are a surprise. The Recommended Budget makes a deliberate and successful effort to elevate and prioritize racial equity and health to the forefront of county decision making and backs that up with investments across the board. Thanks to the aid of COVID-19 grant funds, the budget was able to close the annual budget gap while maintaining most services, especially related to Mass Transit. Masked behind a large 2020 budget surplus (\$35.5 million) and hundreds of millions of COVID-19 grants funds, looms a structural deficit that continues to erode the County's ability to provide critical services or adequately fund quality of life amenities such as parks.

The County's fiscal challenges and lack of tools to address them has been source of many internal and external [reports](#) covering County operations and finances. In early 2019 policymakers approved [File No. 161](#), which adopted the recommendations of the Fair Deal Workgroup. The legislation signaled the County's unified support of a fairer funding partnership with the State of Wisconsin and more options for local control of County finances. In June 2021 the County Board adopted [File No. 21-547](#) in support of a local option sales tax approved by public referendum. State legislation has yet to be introduced, so the County must continue to balance the budget by trimming departmental costs-to-continue and using limited COVID-19 grant funds, especially in Transit, to stave off a major financial reckoning.

In May 2019, Milwaukee County received national attention for declaring racism a public health crisis ([File No. 19-397](#)). Working together, the County Executive and the County Board have elevated Milwaukee County into a national model for change as racial equity initiatives are included in almost every budget. Using a Racial Equity Budget Tool (REBT), county programs and operations were carefully examined and opportunities for improvement were deployed. This budget also deploys organizational changes, as informed by a recent consultant [study](#) to align strategic planning with budgeting and performance measurement in a new department.

The County Executive proposes to increase the tax levy by \$5.6 million, or 1.85 percent, to the state-imposed legal limit. The Recommended Budget proposes no change to the \$30 annual vehicle registration fee (VRF) and the \$17.3 million of revenue it generates is applied to support Transit operations. It was not expected that the County Executive would increase the VRF to balance the 2022 budget, as \$71.9 million of COVID-19 grant funds were instead used to fund Transit operating expenses. Approximately \$26.5 million of COVID-19 grant funds are being used to support Transit operations in 2021. Absent additional grant awards, it is likely the grant funds allocated to the County (see chart later in this section) will be used by 2024 or sooner. Policymakers should assess how long the grant monies will last and where funding to maintain service will be found when that occurs.

The 2022 Recommended Budget benefits from a \$11.4 million increase in budgeted sales tax revenues to \$88.5 million. Although positive news, policymakers should consider the potential impact of a sustained period of higher inflation would have on the County. Much of the County's revenue streams (besides sales tax revenue) do not necessarily increase during periods of rising inflation, which would further exacerbate the annual structural budget deficit. This especially affects the ability to fill critical jobs, such as correctional officers and seasonal staff, in a rapidly rising wage market.

The County's ability to constrain the growth of employee/retiree health care expenditures over the past decade has been remarkable, and key to avoiding greater program and service cuts. Indeed, overall tax levy costs for benefits¹ decrease \$3.8 million for 2022. These savings, along with COVID-19 grant funds, rising sales tax revenues, and reasonable contributions from reserves helps the 2022 Recommended Budget avoid major cuts to programs and services. Besides the \$7.2 million contribution from the debt service reserve to support the debt service budget, the County will help DHHS-Behavioral Health Division (BHD) close Milwaukee County-operated inpatient services and Psychiatric Crisis Services (PCS) by June 2002 aided by \$9.1 million in BHD reserve funds. This helps allow the County to reduce tax levy support for BHD to \$53 million, the statutory legal minimum.

The Parks Department budget appears largely the same as 2021 with continued closure of most pools and a slight funding increase for seasonal staff to reflect the higher wages needed to attract workers, such as lifeguards. Fees increase for golfers while the Department plans to close the Doyme 9-hole course for additional savings. \$13.2 million of capital improvements earmarked for the parks functional area is higher than recent years, but a massive backlog of projects wait in the queue for funding.

The Recommended Budget uses \$1.5 million of tax levy that is exempt from the State-imposed tax levy limit to increase funding to local municipalities for Emergency Medical Services (EMS). This reflects restoration of a funding cut made almost a decade ago. A total of \$3 million is provided to local municipalities to help maintain countywide EMS services and increase health equity.

Impressively, the 2022 Budget does not result in the layoff of any positions, provides a two percent raise in the second quarter to most employees, and allocates \$2.5 million for pay equity adjustments beginning in the third quarter. An allocation of more than \$700,000 is also earmarked for targeted wage increases for classifications in DHHS and the Medical Examiner. There are no funds provided to provide "step" increases as that model has not been funded in a decade due to fiscal constraints. A new compensation plan will be unveiled in 2022 that is expected to recommend changes to this legacy pay system.

Commendably, budget staff and policymakers have largely closed the annual budget gap with permanent fixes as opposed to the use of reserves and other one-time funds. The challenge becomes greater each passing year as it becomes more difficult to find additional savings out of employee wage and fringe benefit costs or departmental budgets without significant cuts to programs and services. As policymakers consider the budget, an eye should be on what the future will hold when COVID-19 grant funds expire and *if* no new local revenue source is authorized by the State. Since the DHHS-BHD tax levy is at the legal *minimum*, the remaining County tax levy is heavy with obligated employee benefits, courts and detention facilities, and other mandated programs and services that may be difficult to reduce. The "discretionary" tax levy is dominated with quality-of-life programming, such as Parks, Zoo, and cultural institutions which are highly valued by the public.

If State legislation related to a local option sales tax is not approved, or voters ultimately reject a binding referendum to generate additional revenue for property tax relief and operations, the County will have to make difficult budget decisions. This includes how to approach a massive backlog of deferred maintenance (especially in the Parks) and large building projects such as a new criminal courthouse or forensic science center.

The initial analysis of the 2022 Recommended Budget shows there are few major program or service changes or unreasonable expenditure and revenue assumptions to flag. Policymakers may wish to

¹ Benefits include employee/retiree health and dental costs, pension costs, and non-tax levy contributions (i.e. premiums, employee pension contributions, etc.) offsetting those costs.

focus on several areas recommended by the County Executive that are outlined later in this section including:

- The use of a Racial Equity approach to allocate and reorganize 2022 Budget resources.
- Creation of a new department of Strategy, Budget, and Performance
- Changes to the delivery of services in the Department of Health and Human Services and the Behavioral Health Division
- A Parks Budget that maintains support at the 2021 levels
- Transit funding and the use of COVID-19 pandemic grant funding to maintain service and reduce tax levy

FIVE YEAR FISCAL FORECAST

The five-year fiscal forecast for 2021 is expected to be released later this year. The trend is expected to be similar to the [report](#) last issued in September 2019 by the Comptroller regarding the County's five-year financial forecast. The goal of the State-mandated report is to develop a consensus of the County's fiscal status and future outlook as well as help promote a more data-driven decision-making process that comports with the forecast. In summary, the County's expenditures are growing faster (2.4 percent) than the anticipated revenue (1 percent) available to pay for them. In September 2021, the Budget Director estimated the budget gap for the 2022 Budget to be approximately \$20 million.

To the extent that the County makes permanent fixes, as opposed to using *one-time* expenditure or revenue changes, the following year's structural deficit will be reduced. Policymakers should keep in mind the type of fixes that are made to annual budgets (one-time or permanent) with an eye on the challenges that lay in the years ahead so that thoughtful planning can be made to address the projected shortfalls. While the 2022 Recommended Budget addresses a significant portion of the annual gap by making departmental expenditure cuts, a new gap will emerge next year due to the cost-to-continue outpacing revenue growth. The use of reserves or other "one-time" funds (e.g. COVID-19 grant funds) will make the budget gap even more challenging in future years.

USE OF DEBT SERVICE RESERVE FUND

The 2022 Recommended Budget proposes to use \$7.2 million from the Debt Service Reserve (DSR) to balance the budget, an increase \$1.5 million from the \$5.7 million provided in 2021. The *projected* balance in the Debt Service Reserve at the end of 2021 will be \$66.7 million, aided substantially by a \$30.5 contribution from the 2020 year-end surplus. It should be noted that contributions from the Debt Service Reserve reduce tax levy funding requirements. The use of reserves is considered a "one-time" use of funds and does not reduce the County's structural deficit for future years. The chart below outlines the recent history of the Debt Service Reserve and the projected impact on using \$7.2 million in 2021 to fund the budget.

Debt Service Reserve Recent Activity & Projection			
		Outflows	Inflows
Balance As of December 31, 2015			\$47,176,189
Balance As of December 31, 2016			\$44,481,241
Balance as of December 31, 2017			\$40,739,015
Balance as of December 31, 2018			\$47,781,793
2019 Budget Contribution	2019 Budget	(\$3,347,553)	
Debt Service/Inmate Medical	19-194	(\$4,971,406)	
Debt Service/North Shop/2019 Refunding	March Transfer	(\$334,670)	
Unspent Bond Reallocation to Projects/2019 Refundings	19-494	(\$1,255,969)	
Apply 2010C Bonds Towards 2019 Refunding	18-398	(\$281,899)	
Reduce ERP bonding in order to replace with cash	19-500	(\$1,500,000)	
Unspent Bond Reallocation to Bus Replacement Project/2019 Refundings	July Transfer	(\$780,842)	
Bond Sale Surplus Bonds/Net Premium	19-245		\$715,863
Carryover Surplus Bonds/Cash	20-309		\$3,066,848
2019 Year-End Surplus	20-336		\$15,428,463
Balance as of December 31, 2019			\$54,520,628
2020 Budget Contribution	2020 Budget	(\$3,598,267)	
Unspent Bond Reallocation	20-401	(\$3,066,848)	
Bond Sale Surplus Bonds/Net Premium	20-241		\$887,151
MPM Fire Panel Surplus 2018F Notes	21-87		\$1,667,624
WT142 Bus Lift Replacement (2019C Notes)	21-87	(\$100,000)	
Carryover Surplus Bonds/Cash	21-494		\$1,799,607
2020 Year-End Surplus			\$30,490,088
Projected Balance as of December 31, 2020			\$82,599,983
2021 Budget Contribution		(\$5,711,360)	
COVID-19 Related Items	20-937/21-196	(\$7,201,653)	
Bonds to Pay 2021 DS - Levy to Contingency	21-89	(\$111,727)	
Parks Major Maintenance	21-402	(\$35,000)	
2018F Notes to Pay 2021 Debt Service	21-518	(\$1,098,952)	
Unspent Bond Reallocation	21-494	(\$1,781,569)	
Projected Balance as of December 31, 2021			\$66,659,722
2022 CEX Recommended Budget Contribution		(\$7,175,458)	
Projected Balance as of December 31, 2022			\$59,484,264

BUDGET FISCAL SYNOPSIS

The 2022 Budget calls for total expenditures of \$1,281,802,284 an increase of \$101,275,944, or 8.6 percent, compared to the 2021 Adopted County Budget. The recommended property tax levy is \$309,578,373, an increase of \$5,609,594 or 1.85 percent, from the 2021 levy. The recommended tax levy is comprised of two components: debt service levy of \$36,707,604 and operating levy of \$272,870,769. The recommended tax levy is at the state-limited tax levy cap. (See Tax Levy Cap below)

The Recommended Budget allocates \$80,256,321 in expenditures for capital improvements with \$14.8 million for the airport and \$65.5 million for general government. General obligation bonding is \$46,275,475 and is at the self-imposed bonding cap.

Tax Levy Cap

The Office of the Comptroller recently issued a [memo](#) outlining the estimated tax levy limits for 2022 based on the 2022 Requested Budget. In general, the allowable increase in levy is limited to the growth in net new construction/terminated (or subtracted) tax incremental financing districts and the estimated growth in the debt service. There are four other factors that could have an impact on the allowable property tax levy. The four factors are as follows: change in levy for emergency management services, change in the levy for Southeastern Wisconsin Regional Planning Commission, adjustments in personal property aid, and tax levy carryover amounts from prior years.

Discussion on the tax levy limit below is based on the 2022 Recommended Budget, additional changes to the Budget (e.g. debt service, EMS levy) will change the tax levy limit. The estimated tax levy limit for 2022 is an increase of \$5,609,595, or 1.85 percent. The County Executive is recommending a tax levy of \$309,578,373 excluding Southeastern Wisconsin Regional Planning Commission levy (“SEWRPC”). Based on current budget information, this is \$1 below the maximum that the County is able to levy under the state levy limits.

Recommended Budget Levy Limit

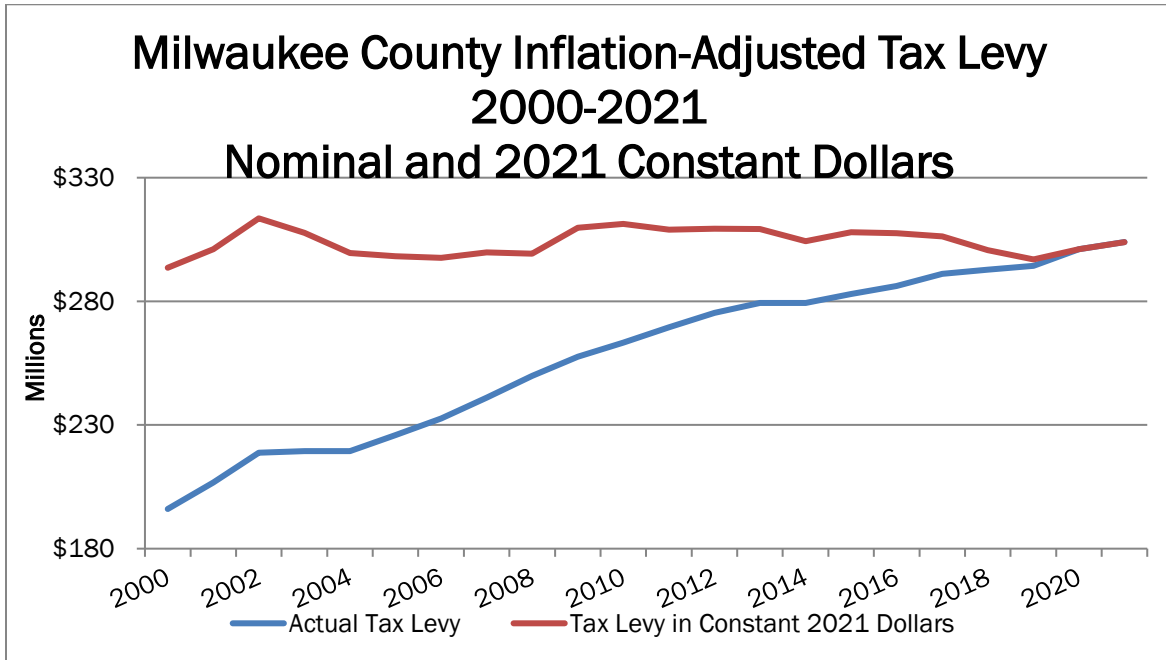
Levy Limit Provision	Additional Allowable Levy
A) Net New Construction and Terminated/Subtracted TIDs	\$2,945,630
B) Change in Debt Service	\$993,910
C) Change in EMS Levy Available to be Levied Separately	\$1,824,632
D) Personal Property Aid Adjustment	(\$117,747)
E) SEWRPC 2021 vs 2022 Levy Change	(\$36,830)
Maximum Additional Allowable Levy	\$5,609,595

The tax levy limit may change before final budget adoption due to factors such as the final sales of the 2021 bonds or changes to the exclusions noted above.

The Office of the Comptroller will provide the updated 2021 debt service amounts after the final sales occur and report any changes to the tax levy limit. There will be two bond sales in late October and two that occur after the budget is adopted.

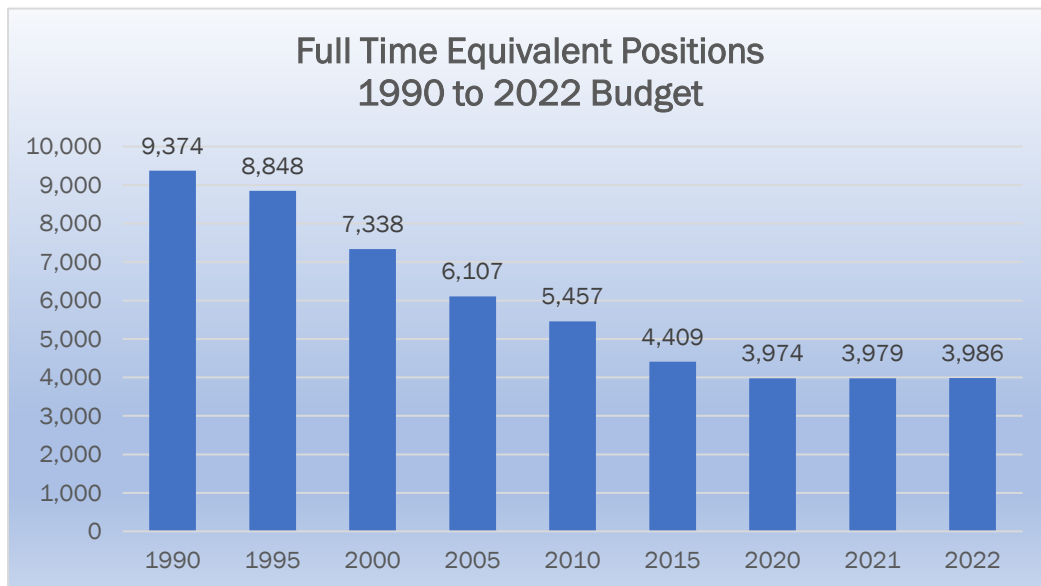
Tax Levy History

The average increase in the County property tax levy since 2000 is 2.11 percent per year. Through 2021², the average annual inflation since 2000 has been 2.15 percent. The following chart shows the changes in the tax levy from 2000 through 202 as adjusted for inflation.



FUNDED FULL-TIME POSITIONS

The 2022 Recommended Budget includes 3,986 funded FTEs, an increase of seven positions from the 2021 Adopted Budget. The Department of Administrative Services reported to Research Services staff that no positions are “at-risk” of layoff due to the planned abolishment of the position. The chart below provides a historical summary of the number of FTEs within the County since 1990.



² The 2020 inflation figure is based on annualizing the CPI-U figure based on data through June 30, 2020.

MILWAUKEE COUNTY COVID-19 GRANT AWARDS

Policymakers have been given updates on the COVID-19 grant awards made to Milwaukee County over the past year, including Coronavirus Aid, Relief, & Economic Security Act (CARES), American Rescue Plan Act of 2021 (ARPA), and the Coronavirus Response and Relief Supplemental Appropriations Act (CRRSAA). Each of these awards have certain funding periods and eligibility requirements that this overview will not address. However, the chart below provides an aggregate look at the COVID-19 grant awards made to Milwaukee County (data provided by DAS-PSB).

COVID-19 Relief Grants Provided to Milwaukee County	
<i>(amount in millions)</i>	
Description	Amount
<i>General</i>	
CARES Act Coronavirus Relief Fund	\$ 62.0
CARES Act Coronavirus Relief Fund - State Share	\$ 15.2
ARPA Act Local Fiscal Recovery Fund	\$ 183.7
<i>Mass Transit</i>	
Transit Stimulus Funds (CARES, CRRSAA & ARPA)	\$ 191.4
Transit State ARPA Allocation	\$ 19.7
<i>Airport</i>	
Airport CARES	\$ 29.1
Airport CRRSAA	\$ 8.5
Airport ARPA	\$ 26.7
<i>Zoo</i>	
ARPA Shuttered Venue Operators Grant (Zoo)	\$ 6.8
<i>Health and Human Services/Behavioral Health (BHD)</i>	
Aging CARES	\$ 2.4
Aging ARPA	\$ 2.0
BHD CARES (Provider Relief Fund)	\$ 2.3
State ARPA: Mental Health Emergency Center	\$ 4.5
Eviction Prevention/Rental Assistance CRRSAA	\$ 10.6
Eviction Prevention/Rental Assistance - State ARPA	\$ 50.0
<i>Other</i>	
Miller Park Testing Site revenue	\$ 0.9
FEMA COVID-19 Emergency Protective Measures (2020)	\$ 1.6
Grand Total of COVID Relief Grant Funds	\$ 617.4

MAJOR INITIATIVES

Racial Equity

The clear focus of the 2022 Recommended Budget is to prioritize the County's vision to allocate resources to help achieve health and racial equity for Milwaukee County residents.

In May 2019, Milwaukee County declared racism a public health crisis ([File No. 19-397](#)). As part of that declaration, institutional and structural racism are identified as areas of improvement in many communities, including Milwaukee County. Data from the City of Milwaukee Health Department indicate that Milwaukee County's Black residents experience negative health outcomes at higher rates than non-Black residents, including higher infant mortality rates, lower life expectancy, and increased incidence of gun violence. Meanwhile, as the COVID-19 pandemic continues to affect our residents, racial inequity has become more apparent as Black Milwaukee County residents are more susceptible to contraction of the virus and suffer from greater economic harm than white residents.

A February 2020 audit found that Milwaukee County could benefit from re-examining its own hiring and compensation policies ([File No. 20-205](#)). Compared to census estimates, the audit found that Hispanic or Latino employees were 8.1 percent lower, Black employees were 5.9 percent higher, and white employees are 5.7 percent higher than the overall Milwaukee County population. Black employees had the lowest average salary in the reviewed years. The 2022 Recommended Budget, along with a general raise for most workers, provides funding to reduce racial and gender pay inequities across the workforce, as well as targeted funding for specific classifications such as human service workers and correctional officers.

As a result, Milwaukee County committed to becoming the healthiest county in Wisconsin through achieving racial equity with the adoption of [File No. 20-174](#), creating Chapter 108 of the Milwaukee County Code of General Ordinances – Achieving Racial Equity and Health. Racial equity is defined by the Government Alliance for Race and Equity as “when race can no longer be used to predict life outcomes and outcomes for all groups are improved.” Milwaukee County's adopted mission is to enhance the quality of life in Milwaukee County through great public service and its adopted vision is to become the healthiest county in Wisconsin through achievement of racial equity. To do this, Milwaukee County will focus on investing in intentional inclusion for its residents, understand and remedy any gaps in services, and invest in those solutions that advance racial equity.

The illustration below, which is also included in Chapter 108 of the County General Ordinances, helps outline the framework of the strategic plan.



The 2022 Recommended Budget offers three strategic focus areas:

- ❖ **Create Intentional Inclusion**
 - Reflect the full diversity of Milwaukee County at every level of county government.
 - Create and nurture an inclusive culture across Milwaukee County.
 - Increase the number of Milwaukee County contracts awarded to minority and women-owned businesses.
- ❖ **Bridge the Gap**
 - Determine what, where and how we deliver services based on the resolution of health disparities.
 - Break down silos across Milwaukee County government to maximize access and quality of services offered.
 - Apply a racial equity lens to all decisions.
- ❖ **Invest in Equity**
 - Invest “upstream” to address root causes of health disparities.
 - Enhance Milwaukee County’s fiscal health and sustainability.
 - Dismantle barriers to diverse and inclusive communities.

The 2022 Recommended Budget again uses a Racial Equity Budget Tool (REBT) for the development of the budget which is designed to:

- Make intentional connections between the strategic plan and the budget

- Use racial equity as the key guiding principle for important decisions regarding investments or disinvestments
- Initiate conversations on topics related to the three-year strategic objectives among department leaders and employees
- Provide baseline data on Milwaukee County efforts and inform enterprise-wide decisions

In preparing the 2022 Requested Budget, departments were asked to complete Racial Equity Budget Tool questionnaires to better analyze their hiring and compensation policies, disbursement of services, employee engagement, and how racial and economic data is used to prioritize resource distribution. The tool is designed to help inform budgetary decisions based on who is helped and who is harmed by a decision and whether a policy favors one group over another. The 2022 Recommended Budget included the results of these tools in many ways. The creation of a new department, the Office of Strategy, Budget, and Performance helps align the County's strategic goals with budgeting and performance measurement. The Recommended Budget also renames the Office on African American Affairs to the Office of Equity to reflect its broader role and scope in helping to achieve health and racial equity. The 2022 spending plan also improves compensation with a significant investment earmarked for equity adjustments, additional resources to attract and retain a diverse workforce, maintenance of a public transit system, and improving access to care with a new Mental Health Emergency Center, for example.

Creation of New Department of Strategy, Budget, and Performance

As mentioned earlier, the County Executive creates a new department to better align the County's strategic goals with budgeting and performance measurement. The department was created by transferring staff from the Department of Administrative Services sections of Performance, Strategy and Budget (DAS-PSB), Grants Procurement, Central Business Office, as well as strategic staff from the Office of the County Executive. The chart on the next page shows the movement/creation of staff to form the new department:

Creation of New Department Office of Strategy, Budget, and Performance			
Position Title	# of FTEs	Moving From	Position Action
<u>Office of SBP Department Head</u>			
Director, Strategy, Budget, and Performance (formerly DAS Director Budget and Management)	1	DAS-PSB	Transfer
<u>SBP - Strategy Division</u>			
Director Strategic Planning	1	CEX Office	Transfer
<u>SBP - Budget Division</u>			
Operating Budget Manager	1	DAS-PSB	Transfer
Capital Budget Coordinator	1	DAS-PSB	Transfer
Analyst Budget and Management	3	DAS-PSB	Transfer
Senior Analyst Budget and Management	2	DAS-PSB	Transfer
<u>SBP - Project Management Office (formerly DAS-Grants Procurement)</u>			
Director Performance & Project Management	1	DAS-Grants Procurement	Transfer & Retitle
Director of Organizational Performance	1	CEX Office	Transfer & Retitle
Senior Analyst Special Projects	2	DAS-Grants Procurement	Transfer
Senior Analyst Grants	1	DAS-Grants Procurement	Transfer
Continuous Improvement Manager	1	DAS-PSB	Transfer
Continuous Improvement Analyst	1	DAS-PSB	Transfer
Coordinator Graphics Services	1	DAS-Central Business Office	Transfer
Digital Program Manager	1	DAS-Central Business Office	Transfer
Internal Communications Coordinator	1	New Position	Create
Total FTE Positions in Office of SBP:	19		

Department of Health and Human Services (DHHS) & DHHS Behavioral Health Services Division **DHHS**

The Department of Health and Human Services (DHHS) started its No Wrong Door initiative to connect adults, youth, children, and families regardless of demographics, economic status, or point of entry for services in the 2021 budget. The 2022 Recommended Budget reconfigures the department to align better with the No Wrong Door initiative. DHHS creates an Adult System of Care and a Children's System of Care. The Adult Services Division includes the Aging Unit, adult protective services, Aging and Disability Resource Center (ADRC), and Office for Persons with Disabilities. The Children, Youth, and Family Services Division includes children's programs from the former Disabilities Division, youth justice reform, and community-based alternative programs. The new reorganization will allow the department to streamline resources and provide optimal timely services to those in need. Additional details can be found in section three of this Overview.

DHHS-BHD

This year has brought monumental changes for the Behavioral Health Services Division (BHD) of the Department of Health and Human Services (DHHS). In August, BHD hosted a beam signing ceremony for the New Mental Health Emergency Center (MHEC) located near the Marcia P. Coggs Center. The MHEC will partner with Advocate Aurora, Ascension Wisconsin, Children's Wisconsin, and Froedtert Health to provide around-the-clock mental health crisis services for adults, children, and youth. The average length of stay is expected to be between four and 23 hours. The goal is to provide patients with timely care and transfer them to the appropriate care setting during this time, including inpatient services. The facility will also serve as a training center for psychiatric medical residents. The current Mental Health Emergency Room is slated to close by June 2022 and the new MHEC is planned to open in Spring of 2022. The 2022 Recommended Budget includes using \$3.3 million from BHD reserves to cover operational and start-up costs for the new MHEC.

In September 2021, the Granite Hills Hospital in West Allis operated by Universal Health Services (UHS) opened. Granite Hills will provide behavioral inpatient and outpatient services. The hospital has 16 beds for adults and one child and adolescent unit for patients referred by BHD. Granite Hills Hospital is already admitting patients and UHS will take over full operations by mid-2022. The 2022 Recommended Budget includes using \$1.8 million from BHD reserves for retention and bonus payments to staff impacted by the hospital's closure. It is expected by the third quarter of 2022 the BHD facility on Watertown Plank Road will not house any County operations.

Per state statutes, BHD operations are overseen by the County Executive and the Mental Health Board. The County Board of Supervisors may not change any of the BHD recommendations and must approve a tax levy recommended by the County Executive of no less than \$53 million nor more than \$65 million. The amount in the 2022 Recommended Budget is \$53 million.

Department of Parks, Recreation, and Culture

The 2022 Recommended Budget for the Department of Parks, Recreation, and Culture (the Parks Department) offers very few changes from 2021, aside from some minor staffing changes. In August 2020, the Parks Department reported that "Milwaukee County Parks is at a cross-roads and the funding mechanisms to sustain our parks are broken" ([File No. 20-639](#)). Without a long-term, dedicated funding source, there are very few ways for Milwaukee County to provide meaningful investment into the Parks Department. Despite a labor shortage that plagued 2021 and led to several high-profile event cancellations (the July 3rd fireworks, the Air and Water Show, and the China Lights festival), only \$80,000 is invested in workforce development programs in 2022. \$40,000 is included for a partnership program with the Metropolitan Milwaukee Sewerage District (MMSD) to train workers in green infrastructure projects so that they can eventually be hired on as Parks staff. Another \$40,000 is included to work with community partners to train diverse communities in swimming skills and

swimming safety so, when eligible, they may apply to be lifeguards. Many County departments highlighted their commitment to racial equity and diversity in their hiring practices and delivery of services and the Parks Department budget acknowledges that they are also in pursuit of this goal.

What options do policymakers have for addressing this “broken” funding model? Milwaukee County awaits a report back from the Wisconsin Policy Forum detailing possible solutions (more information can be found in Section 3). In the interim, it seems the pathway forward is simply a holding pattern: continue to offer as many services and recreation opportunities as possible with whatever limited staffing is available. Many major decision points are forthcoming regarding the Mitchell Park Domes, aging aquatic facilities, new funding models, and prioritization of millions of dollars of capital needs. These decisions are not made in a vacuum; other County needs will need to be considered alongside the needs of the Parks Department. The 2022 Recommended Budget acknowledges several times the need for a local option sales tax for Milwaukee County. The pursuit of this policy is one consideration that may heavily weigh into the future of the Parks Department and is something that policymakers should pay careful attention to in the coming months.

Transit

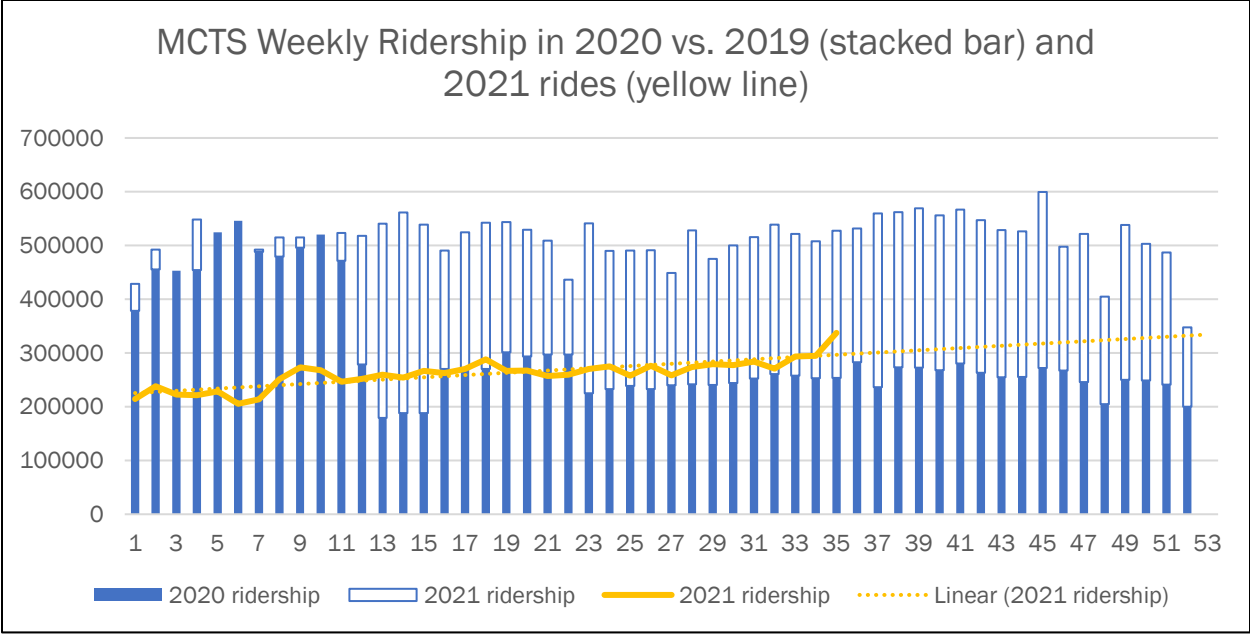
The 2022 Recommended Budget proposes no changes to transit, but that belies long-term fiscal problems and the State legislature taking the opportunity to target transit funding for transit systems solely in Milwaukee and Madison with a 50 percent reduction. There are no proposed Milwaukee County Transit System (MCTS) service reductions solely due to subsidies provided from the federal CARES, CRRSAA, and ARPA Acts. Approximately **\$71.9 million of COVID-19 grant funds will preserve transit operations next year**, an increase of around \$31.5 million and \$26.5 million respectively in 2021 and 2022.

Federal dollars will be depleted by 2024 and potentially in 2023. Policymakers may have to contend with the prospect of service reductions in lieu of more revenue dollars as soon as 2023 or 2024.

Due to a combination of structural land use factors, other policy decisions, and consumer preference, passenger ridership and therefore farebox revenue has trended downward for decades, and that was prior to the COVID-19 Pandemic. The pandemic has resulted in even lower ridership, at a rate of 50 to 60 percent per week in 2020 compared to 2019. Ridership has recovered somewhat in 2021 but remains well below 2019 levels.

Standard inflationary pressure and the long-term downward ridership trajectory combined with COVID-induced ridership reductions will soon necessitate policymakers to infuse MCTS with additional tax levy, find additional transit revenues such as the vehicle registration fee, State shared revenue, a local option sales tax subject to a binding referendum (with State legislation), route reductions, or a combination of these things.

For more detailed information, see the Vehicle Registration Fee and 5600 – Transit/Paratransit System segments under the Transportation Function in Section 3.



Past & Projected Federal COVID Relief Appropriations for MCTS*						
Fund Use	2020	2021	2022	2023	2024	2025
Transit Operations	\$31.5 million	\$26.5 million	\$71.88 million	\$25 million	\$14.3 million	\$0
Long Range Transit Plan [^]	-	\$1.2 million	-	-	-	-
North-South Transit Enhancement Project (Capital)	-	-	\$20 million	-	-	-
Couture BEB Charger ^{**} (Capital)	-	-	\$1 million	-	-	-
Annual Total	\$31.5 million	\$27.7 million	\$92.88 million	\$25 million	\$14.3 million	\$0
Total Direct Appropriations to Milwaukee County: \$191.4 million*						
Source: MCDOT						

**Does not include \$19.7 million of ARPA funds appropriated from the Wisconsin Governor in part (\$6.36 million) being used for the 2022 local match of bus replacement purchases*

***The Couture BEB Charger, part of Capital Project WT126 – BEB Infrastructure and is still under development. A fund transfer may be requested in 2022 otherwise the project will be pushed back to 2023 depending on the project’s development progress*

[^]See Org. Unit 5800 – MCDOT Director’s Office

****Numbers may not add up correctly due to rounding*

CAPITAL IMPROVEMENTS PROGRAM

The Recommended Budget allocates \$130.6 million in expenditures for capital improvements, with \$13 million for the airport and \$117.6 million for general government. These expenditures will require \$59 million to be partly financed with: \$44.5 million in general obligation bonds, \$8.5 million in sales tax revenues (cash), and \$6 million in Airport Passenger Facility Charges (PFC)/Airport Reserve revenues. See the financing chart below. The 2022 Recommended Capital Improvements Program allocates funding for 70 new projects; eight airport and 62 non-airport projects.

A summary of the financing of the 2022 Capital Improvement Program is as follows:

CAPITAL FINANCING SUMMARY			
	Non-Airport	Airport	Combined
Total Number of Projects	62	8	70
Total Expenditures	\$117,611,839	\$12,946,504	\$130,558,343
Total Private Contributions	\$0	\$0	\$0
Total Reimbursement Revenues	<u>\$64,612,637</u>	<u>\$7,013,022</u>	<u>\$71,625,659</u>
Net County Financing	\$52,999,202	\$5,933,482	\$58,932,684
Financed as follows:			
General Obligation Bonds	\$44,464,826	\$0	\$44,464,826
Property Tax Levy	\$0	\$0	\$0
Sales Tax Revenue (cash financing)	\$8,534,376	\$0	\$8,534,376
PFC Backed Airport Bonds	\$0	\$0	\$0
Airport Reserve/PFC	<u>\$0</u>	<u>\$5,933,482</u>	<u>\$5,933,482</u>
Total Financing	\$52,999,202	\$5,933,482	\$58,932,684

Notable non-airport projects include \$15.6 million in expenditures and general obligation bonding to replace the North Shop Highway Maintenance facility, which was originally built in 1928. A couple of Mass Transit projects are made possible with federal revenue including \$31.8 million to purchase 60 clean diesel buses to replace aging vehicles. Besides the federal funding for the 80 percent share, the County is using \$6.36 million of the \$19.7 million the State of Wisconsin allocated to Milwaukee County from its American Rescue Plan Act (ARPA) funding. An allocation of \$20 million of COVID-19 grant funds earmarked for transit is also made for the North South Transit Enhancement project along the 27th street corridor. Options for this corridor include rail or bus and the funds will allow for the engineering, design, and environmental review of the locally preferred alternative. (See [File No. 21-591](#) for updates on the East West Bus Rapid Transit project) A total of \$13.2 million of expenditures are earmarked for park capital improvement projects. An appropriation of \$5.6 million is included for McKinley Parking Lots – Phase 2. As part of a planned three-phase project to minimize disruption, this allocation will allow additional parking lot infrastructure to be replaced. Phase 3, estimated to cost approximately \$1.4 million, is scheduled for 2023-24. An appropriation of \$823,883 to begin planning the replacement of the Service Yard Building in Washington Park. One of 35 service yard locations throughout the park system, the cost for replacing the Washington Park site is expected to cost approximately \$10 million.

The Airport has eight projects including \$3.6 million for the replacement of snow removal equipment. Funding will ultimately be provided by Passenger Facility Charge (PFC) revenues. It should be noted that several capital improvement projects previously approved for the airport have been delayed until passenger traffic rebounds and related revenues accrue. Section 3 – Major Changes for the Airport provides more information on these changes.

Excluding Airport projects, cash financing accounts for \$8.5 million of the \$53 million in County Capital commitments, or 16.1 percent. This is less than County’s goal of 20 percent cash financing of capital improvement projects.

Capital Improvements Committee

The 2013 Adopted Budget included the creation of the Capital Improvement Committee (CIC) to help analyze and rank requested capital improvement projects and develop a five-year plan for capital expenditures. The CIC is comprised of County elected officials, staff, and representatives from local municipalities. The recommendations are not binding on the County Executive or County Board but help develop a capital improvement project approval process that is based on in-depth analysis and quantifiable scoring. This now includes a racial equity component to the project scoring process.

At its meeting on September 10, 2021, the CIC [approved](#) a recommended five-year Capital Improvement Plan (CIP) to the County Executive and County Board of Supervisors. A summary of that plan, including differences to the 2022 Recommended Capital Improvements Plan, can be found at the end of Section 4.

BONDING LIMITS

In 2003, the County Board adopted a change in the County’s debt management goal in conjunction with the major debt restructuring to restrict future borrowing. In effect, this policy limited 2005-2007 borrowing to an increase of no more than \$1 million over the previous year’s corporate purpose bond amount. In addition, the corporate purpose bond amount for 2008 would be set at a not-to-exceed amount of \$30 million, and future not-to-exceed amounts would increase by 3 percent over the previous year’s bond amount. Due to the accelerated capital program in 2009 and 2010 to take advantage of lower interest rates through the Federal Stimulus’ Build America Bond program, no additional bonding authority was available in 2011 and 2012 under the County’s self-imposed limits.

The self-imposed bonding limit for 2022 is \$44,505,364 which is \$40,538 more than the amount of general obligation bonding included in the 2022 Recommended Capital Improvements Budget. It should be noted that policymakers approved two files earlier in 2021 that reduced the bonding cap for 2022 by \$3.16 million less than originally planned. (See File Nos. [21-273](#) and [21-314](#)). Policymakers wishing to better understand the County’s self-imposed bonding limits and alternative limit scenarios may wish to review [File No. 19-626](#), a report from the Comptroller requested as part of the 2019 Capital Improvement Budget.

Remaining sections of this Overview present a more detailed explanation of tax levy changes, major budget changes, and capital improvement projects.

SECTION 2

TAX LEVY CHANGES

<u>Unit</u>	<u>Org. Name</u>	<u>2021 Adopted</u>	<u>2022 County Exec.</u>	<u>Levy Change</u>	<u>% Change</u>
DEPARTMENTAL					
<i>Legislative & Executive</i>					
1000	County Board	\$ 1,215,874	\$ 1,238,313	\$ 22,439	1.85%
1011	County Exec. - General Office	\$ 862,999	\$ 891,526	\$ 28,527	3.31%
1020	County Exec. - Intergovernmental Relations	\$ 281,852	\$ 296,158	\$ 14,306	5.08%
1021	County Exec. - Veterans Service			\$ -	0.00%
<i>Legislative & Executive Subtotal</i>		\$ 2,360,725	\$ 2,425,997	\$ 65,272	2.76%
<i>Staff Agencies</i>					
1090	Office of Equity	\$ 988,666	\$ 935,157	\$ (53,509)	-5.41%
1120	Personnel Review Brd /Civil Service Comm	\$ 263,596	\$ 259,580	\$ (4,016)	-1.52%
1130	Corporation Counsel	\$ 1,331,697	\$ 1,312,862	\$ (18,835)	-1.41%
1140	Human Resources	\$ 4,908,292	\$ 5,390,760	\$ 482,468	9.83%
1157B	Strategy, Performance, & Budget	\$ 1,217,904	\$ 2,020,127	\$ 802,223	65.87%
<i>Staff Agencies Subtotal</i>		\$ 8,710,155	\$ 9,918,486	\$ 1,208,331	13.87%
<i>Staff Agencies-Consolidated DAS</i>					
1019	DAS - Office For Persons with Disabilities	\$ 508,127	\$ -	\$ (508,127)	-100.00%
1150	DAS - Risk Management	\$ 10,394,523	\$ 11,027,518	\$ 632,995	6.09%
1185B	DAS - Fiscal Affairs	\$ 1,063,236	\$ 1,029,876	\$ (33,360)	-3.14%
1152	DAS - Procurement Division	\$ 786,404	\$ 1,040,383	\$ 253,979	32.30%
1040	DAS - Community Business Dev. Partners	\$ 554,116	\$ 561,714	\$ 7,598	1.37%
1160	DAS - Information Mgt Services Division	\$ 15,047,778	\$ 14,713,434	\$ (334,344)	-2.22%
1168B	DAS-IMSD Central Purchases	\$ 6,076,280	\$ 6,102,823	\$ 26,543	0.44%
1192	DAS - Economic Development	\$ 96,738	\$ 102,887	\$ 6,149	6.36%
5700	DAS - Facilities Management	\$ 12,981,638	\$ 13,991,721	\$ 1,010,083	7.78%
<i>Consolidated DAS Subtotal</i>		\$ 47,508,840	\$ 48,570,356	\$ 1,061,516	2.23%
<i>General Government</i>					
3010	Election Commission	\$ 529,652	\$ 827,165	\$ 297,513	56.17%
3090	County Treasurer	\$ (3,499,941)	\$ (2,529,544)	\$ 970,397	-27.73%
3270	County Clerk	\$ 431,788	\$ 474,619	\$ 42,831	9.92%
3400	Register of Deeds	\$ (3,481,586)	\$ (3,580,043)	\$ (98,457)	2.83%
3700	Office of the Comptroller	\$ 4,491,110	\$ 4,762,158	\$ 271,048	6.04%
<i>General Government Subtotal</i>		\$ (1,528,977)	\$ (45,645)	\$ 1,483,332	-97.01%
Courts & Judiciary					
2000	Combined Court Related Operations	\$ 17,050,477	\$ 17,753,170	\$ 702,693	4.12%
2430	Department of Child Support Services	\$ 1,763,163	\$ 1,833,911	\$ 70,748	4.01%
2900	Courts - Pre-Trial Services	\$ 4,809,907	\$ 4,848,003	\$ 38,096	0.79%
<i>Courts & Judiciary Subtotal</i>		\$ 23,623,547	\$ 24,435,084	\$ 811,537	3.44%

Public Safety

4000	Office of the Sheriff	\$ 33,583,928	\$ 36,406,878	\$ 2,822,950	8.41%
4300	House of Correction	\$ 43,587,325	\$ 44,905,830	\$ 1,318,505	3.02%
4500	District Attorney	\$ 6,550,040	\$ 6,876,386	\$ 326,346	4.98%
4800	Emergency Management	\$ 5,950,141	\$ 7,920,259	\$ 1,970,118	33.11%
4900	Medical Examiner	\$ 1,177,447	\$ 1,425,773	\$ 248,326	21.09%

Public Safety Subtotal \$ 90,848,881 \$ 97,535,126 \$ 6,686,245 7.36%

Public Works and Transportation

5040	DOT - Airport	\$ -	\$ -	\$ -	0.00%
5090	DTPW - Transportation Services	\$ 284,339	\$ 284,150	\$ (189)	-0.07%
5100	DOT - Highway Maintenance	\$ -	\$ -	\$ -	0.00%
5300	DOT - Fleet Maintenance	\$ (901,257)	\$ (795,768)	\$ 105,489	-11.70%
5600	Milwaukee County Transit/Paratransit Sys.	\$ 7,285,062	\$ 7,429,087	\$ 144,025	1.98%
5800	DOT - Director's Office	\$ -	\$ -	\$ -	0.00%

Public Works and Transportation Subtotal \$ 6,668,144 \$ 6,917,469 \$ 249,325 3.74%

Health and Human Services

6300	DHHS - Behavioral Health Division	\$ 53,080,449	\$ 53,000,000	\$ (80,449)	-0.15%
7900	Department on Aging			\$ -	0.00%
8000	Dept. of Health and Human Services	\$ 32,107,594	\$ 32,103,447	\$ (4,147)	-0.01%

Health & Human Services Subtotal \$ 85,188,043 \$ 85,103,447 \$ (84,596) -0.10%

Recreation & Culture

9000	Parks, Recreation and Culture	\$ 16,455,724	\$ 17,011,409	\$ 555,685	3.38%
9500	Zoological Dept.	\$ (1,131,349)	\$ (792,795)	\$ 338,554	-29.92%
9910	University Extension Service	\$ 343,458	\$ 344,693	\$ 1,235	0.36%

Recreation & Culture Subtotal \$ 15,667,833 \$ 16,563,307 \$ 895,474 5.72%

Cultural Contributions

1908	Milwaukee Cty. Historical Society	\$ 258,105	\$ 204,105	\$ (54,000)	-20.92%
1914	War Memorial Center	\$ 486,000	\$ 486,000	\$ -	0.00%
1915	Villa Terrace/Charles Allis Museums	\$ 225,108	\$ 225,108	\$ -	0.00%
1916	Marcus Center for the Performing Arts	\$ 700,000	\$ 650,000	\$ (50,000)	-7.14%
1917	Milwaukee Art Museum	\$ 1,290,000	\$ 1,290,000	\$ -	0.00%
1966	Federated Library System	\$ 116,650	\$ 66,650	\$ (50,000)	-42.86%
1974	Fund for the Arts	\$ 407,825	\$ 407,825	\$ -	0.00%
9700	Public Museum	\$ 3,500,000	\$ 3,500,000	\$ -	0.00%

Cultural Contributions Subtotal \$ 6,983,688 \$ 6,829,688 \$ (154,000) -2.21%

Unit	Org. Name	2021 Adopted	2022 County Exec.	Levy Change	% Change
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Debt Service

9960	General County Debt Service	\$ 36,687,770	\$ 36,707,604	\$ 19,834	0.05%
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Debt Service Subtotal \$ 36,687,770 \$ 36,707,604 \$ 19,834 0.05%

Capital Improvements

	Capital Improvements - Exp 1200-1876	\$ -	\$ -	\$ -	0.00%
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* Allocated from County Sales Tax Revenue

Capital Improvements Subtotal \$ - \$ - \$ - 0.00%

NON-DEPARTMENTAL

Revenues

1901	Unclaimed Money	\$	(1,250,000)	\$	-	\$	1,250,000	-100%
1986	Fire Charges Uncollectable	\$	905,071	\$	943,948	\$	38,877	4%
1902	State Personal Property Aid	\$	(1,381,286)	\$	(1,562,944)	\$	(181,658)	13%
1933	Land Sales					\$	-	0.00%
1937	Potawatomi Allocation	\$	(3,018,584)	\$	(3,326,352)	\$	(307,768)	10.20%
1993	State Shared Taxes	\$	(30,905,438)	\$	(30,967,836)	\$	(62,398)	0.20%
1994	State Exempt Computer Aid	\$	(5,129,455)	\$	(5,129,455)	\$	-	0.00%
1995	Milwaukee Bucks Sports Arena	\$	4,000,000	\$	4,000,000	\$	-	0.00%
1996	County Sales Tax Revenue	\$	(69,815,511)	\$	(79,950,224)	\$	(10,134,713)	14.52%
1998	Surplus from Prior Year	\$	(5,000,000)	\$	(5,000,000)	\$	-	0.00%
1999	Other Misc. Revenue	\$	(25,000)	\$	(225,000)	\$	(200,000)	800.00%

Non Departmental Revenues Subtotal \$ (111,620,203) \$ (121,217,863) \$ (9,597,660) -8.60%

Expenditures

1913	Civil Air Patrol	\$	11,500	\$	11,500	\$	-	0.00%
1921	Human Resource and Payroll System	\$	1,755,892	\$	2,133,901	\$	378,009	21.53%
1930	Internal Service Abatement					\$	-	0.00%
1935	Charges to Other County Depts.	\$	(8,144,914)	\$	(7,801,187)	\$	343,727	-4.22%
1945	Appropriation - Contingencies	\$	5,000,000	\$	5,000,000	\$	-	0.00%
1950	Employee Fringe Benefits	\$	105,872,158	\$	109,863,604	\$	3,991,446	3.77%
1951	Centralized Active Fringe					\$	-	
1961	Litigation Reserve Account	\$	186,362	\$	186,362	\$	-	0.00%
1971	Centralized Crosscharges	\$	(9,629,819)	\$	(9,356,337)	\$	273,482	-2.84%
1972	Wage and Benefit Modification	\$	3,233,867	\$	(100,000)	\$	(3,333,867)	-103.09%
1985	Capital Outlay/Depreciation Contra	\$	(5,431,914)	\$	(4,119,727)	\$	1,312,187	24.16%
1987	Debt Issue Expense					\$	-	0.00%

Non Departmental Expenditures Subtotal \$ 92,853,132 \$ 95,818,116 \$ 2,964,984 -3.19%

Expendable Trust Funds

700 BHD Expendable Trust Fund	\$	17,200	\$	17,200	\$	-	0.00%
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Expendable Trust Funds Subtotal \$ 17,200 \$ 17,200 \$ - 0.00%

GRAND TOTAL DEBT SERVICE	\$	36,687,770	\$	36,707,604	\$	19,834	0.05%
GRAND TOTAL OPERATING PURPOSE	\$	378,901,212	\$	394,088,632	\$	15,187,420	4.01%
GRAND TOTAL REVENUES	\$	(111,620,203)	\$	(121,217,863)	\$	(9,597,660)	8.60%
GRAND TOTAL	\$	303,968,779	\$	309,578,373	\$	5,609,594	1.85%

SECTION 3

MAJOR CHANGES

LEGISLATIVE & EXECUTIVE FUNCTION

1000 – County Board of Supervisors

Under 2013 Wisconsin Act 14, expenditures for the County Board are limited to a maximum of 0.4 percent of the County levy, with limited exceptions for other expenses. With the County Executive's proposed increase in the tax levy, the Act 14 cap is \$1,238,313. The amount in the 2022 Recommended Budget is at this cap. For each additional \$1 million in the tax levy, the cap for Board expenditures increases an additional \$4,000. Authorized (staff) positions increase by one to ten with the funding of one Legislative Assistant position. Also, the County Board recently approved the conversion of two office assistant positions to two hourly positions in [File No. 21-748](#).

1011 – County Executive

The County Executive – General Office Recommended Budget for 2022 maintains nine FTE positions and related salary costs, however there are several position actions including:

- Transfer of one position of Director of Legislative Affairs to the recommended new department of Strategy, Budget, and Performance (SBP). Transfer of one position of Strategic Plan Director to SBP.
- Abolishment of one position of Constituent Services Specialist
- Creation of one position of Press Secretary
- Creation of one position of Legislative Affairs Director
- Creation of one position of Public Affairs Director

The realignment of staff is intended to focus efforts on Milwaukee County's strategic plan. It should be noted that the new position of Legislative Affairs Director is intended to serve as a liaison to the Milwaukee County Board of Supervisors. Tax levy support for the office increases by \$28,527 to \$891,526.

1020 – County Executive – Office of Government Affairs

The Office of Government Affairs represents the interests of Milwaukee County and engages with the State of Wisconsin, the federal government, and local governments across Wisconsin. The Office consists of a Government Affairs Director, who works within the Office of the County Executive, and a Government Affairs Liaison, who works with the County Board of Supervisors. Membership in the Wisconsin Counties Association is paid for through the Office of Government Affairs.

For 2022, the Office's budget increases by \$14,306 to \$296,158 from \$281,852.

GENERAL GOVERNMENT FUNCTION

3090 – Office of the County Treasurer

The 2022 Recommended Budget for the County Treasurer includes ten budgeted positions, the same as the 2021 Adopted Budget.

Total revenue decreases by \$1,016,481, to \$3.75 million, due to a similar decrease in earnings on investments. In a recent [report](#), the Comptroller is projecting earnings on investments to have a \$1.3 million shortfall this year. The impact of the COVID-19 pandemic on the economy and plunging short-term interest rates are key factors. The anticipated return on investment is expected to drop to 0.90 percent from 1.09 percent in 2021. The Treasurer recently sought approval for the extension of investment consulting services contracts ([File No. 21-633](#)) for a three-year period.

3270 – Office of the County Clerk & Election Commission

The independently elected County Clerk maintains all legislative files for the County, administers County Board proceedings, including recording and staffing, updating and publishing of Milwaukee County Ordinances, and issuances of marriage licenses and domestic partnership terminations. Additionally, the County Clerk's office receives and processes all court summons and complaints that name Milwaukee County, receives all contract bids, maintains the central files of the County, including lease agreements, contractors, insurance policies, and more. The Clerk's office also administers all oaths of office and the County Clerk serves as the Executive Director of the County Elections Commission.

The 2022 Recommended Budget increases the tax levy by \$340,344. Expenditures increase by \$404,993 and revenues increase by \$64,649 compared to 2021. Staffing levels remain unchanged and service levels are anticipated to increase since the office has reopened to the public by appointment. Revenues are anticipated to increase as Courthouse weddings resume, marriage license requests increase, and requests for passports increase.

The 2022 Recommended Budget for the Elections Commission is a cost to continue. Expenditures in this service area increase as there are four elections scheduled in 2022: the Spring Primary, Spring Election, Fall Election, and Fall Election. An appropriation of \$16,000 is included to support the opt-in program that notifies citizens via text messaging and/or email of upcoming elections. Additionally, the Election Commission will work to improve the process of conducting the canvas and conducting voluntary audits after each election.

3400 – Office of the Register of Deeds

The Register of Deeds (ROD) is mandated under Wisconsin State Statutes § [59.43](#), [69.05](#), and [69.07](#). The Register of Deeds documents and records all vital statistics and land records. The Register of Deeds also reviews all tax descriptions, assigns new tax numbers and assists local assessors with copies of real estate documents.

In 2022 the ROD office will reorganize to align with other Wisconsin Register of Deeds' Offices. As part of the reorganization, one Vital Clerk Records position is being abolished and a Property Analyst I position is created. The 2022 Recommended Budget reduces the tax levy by \$98,457. Expenditures increase by \$195,043 and revenues increase by \$293,500. The ROD launched its web based Official Records Online (ORO). The ORO generates revenue of \$2.50 per order placed through the online portal. The ROD anticipates generating \$15,000 in revenue from this service.

In 2021 the ROD installed the first of its kind in Wisconsin, Vital Records kiosks. Using specialized technology users can request a vital record at the kiosk and the kiosk will verify the requester's identity

as required by law and accept payment. The kiosks are capable of processing requests in English and Spanish.

3700 – Office of the Comptroller

The Office of the Comptroller was created in 2012 in accordance with Wisconsin State Statute § 59.255. The elected Comptroller maintains Milwaukee County’s accounting books, monitors and reports on budget versus actual fiscal results, prepares annual financial reports of the government and analyzes proposals for the use of County funds. The Comptroller serves as the County’s Chief Financial Officer and therefore administers the payroll functions as well.

The 2022 Recommended Budget reflects an expenditure increase of \$271,048 for ongoing costs, mostly related to personnel. There are no position changes for 2022 and the department retains 62 FTE staff assigned to the following areas: Administration/Fiscal Services, Central Accounting, Central Payables, Central Capital, Central Payroll, Audit Services, and Research Services.

ADMINISTRATIVE FUNCTION

1091 – Office of Equity

In April 2020, Milwaukee County passed an ordinance that created [Chapter 108 Achieving Racial Equity and Health](#) in the Milwaukee County Code of General Ordinances. The passage of this ordinance reaffirms Milwaukee County's commitment to achieving racial equity and becoming the healthiest county in Wisconsin. To accomplish this goal the 2022 Recommended Budget transforms the Office on African American Affairs (OAAA) into the Office of Equity. The Office of Equity expands the previous racial equity goals and initiatives made by OAAA. Additionally, the Office of Equity will work towards strengthening the relationship between communities and governments. Also, in 2022 the Office of Equity will work to track the County's progress towards achieving the following equity indicators: power and accountability metrics related to access, awareness, participation, investment, culture/climate, commitment, capacity, and community cohesion.

The 2022 Recommended Budget for the Office of Equity reduces tax levy by \$53,509, partially due to the transfer of contractual funding for Racial Equity Training to the Department of Human Resources. Six positions from the Office on African American Affairs are abolished: Senior Equity Manager, Equity Research and Program Manager, Communications Manager, Research and Policy Manager, Equity Analyst and Senior Clerical Assistant. The following positions are created in the Office of Equity: two Senior Equity Consultants, one Community Engagement Manager, one Community Outreach Coordinator, one Senior Equity Policy Manager, and one Equity Research Analyst position. The Director position from the Office of African American Affairs is retitled to Chief Equity Officer.

1120 – Personnel Review Board, Civil Service Commission, and Ethics Board

The Personnel Review Board (PRB) and the Civil Service Commission (Commission) were established in [Chapter 33](#) of the Milwaukee County Code of General Ordinances (MCGO). The PRB and the Commission consist of five citizen members appointed by the County Executive and approved by the Milwaukee County Board of Supervisors. Each entity is independent of one another and operates with the highest integrity and the public's best interest. The Ethics Board comprises six members who provide advisory opinions, ethics education, ethics code investigations, and interpretation of Chapter 9: Code of Ethics in the MCGO.

The 2022 Recommended Budget has an overall tax levy decrease of \$4,016 compared to 2021. The PRB will maintain all five-part time non-county employee board members and maintain high levels of service. The Ethics Board continues to work with the Information Management Services Division (IMSD) to develop an electronic filing system for Statements of Economic Interest (SEI's). Digitalizing the SEI's forms will allow more accessible and user-friendly access.

1130 – Office of Corporation Counsel

The Office of Corporation Counsel (OCC) serves as the chief legal counsel for all Milwaukee County departments, elected officials, and the Milwaukee County Employees' Retirement System. Additionally, OCC provides litigation defense services billed to Wisconsin Mutual Insurance Company to generate revenue for the department.

The 2022 Recommended Budget for OCC maintains full staffing of 25.0 FTE positions and decreases the tax levy by \$18,835. In 2022, OCC will continue the implementation of OnBase to effectively track, upload, organize and share files, thus eliminating unnecessary paper documents. Additionally, the utilization of OnBase will allow OCC to create a digital legal opinion library.

1140 – Department of Human Resources

The 2022 Recommended Budget reflects a tax levy increase of \$482,268 to \$5.4 million. This is primarily due to rising personnel costs, including the addition of three new positions.

The department is the lead agency responsible for one of Milwaukee County’s strategic focus areas: Creating Intentional Inclusion. The creation of three new positions and additional contractor support will help fund diverse recruitment initiatives. This includes the creation of one position of Data Analytics Coordinator to analyze and maintain current workforce data. The tax levy cost of this position is \$70,557. The creation of one position of Diversity Recruiter is created to focus on external diversity recruitment at a cost of \$77,244 to help departments fill positions with talent that reflect diverse backgrounds and talent pipelines. Accompanying this new position is a \$60,000 appropriation for more resources for advertising job opportunities to diverse communities. Finally, one additional position of Specialist Development and Training is included in the 2022 Recommended Budget at a cost of \$73,695. This position is created in the Learning, Development, and Diversity functional area of HR and works to develop, retain, and engage employees across the County.

The Division of Audit Services, Office of the Comptroller, issued an [audit](#) in February 2020, “Pulling Back the Curtain: A Look at Milwaukee County’s Workforce Through Racial and Gender Equity Lenses from 2009 to 2019. This work has helped inform the process of data analytics on the County’s workforce. Follow up reports on the recommendations contained in the audit have been reviewed by the County Board, including [File No. 21-580](#) reviewed by the Committee on Audit in June 2021.

It should be noted that a compensation study is expected in mid-2022 as part of the plan to allocate \$2.5 million in funds placed into Org. Unit 1972 – Wage and Benefit Modification account. The Compensation and Human Resources Information Systems (HRIS) Division is expected to further recommend streamlining the number of job titles and pay ranges. Policymakers may wish to better understand the scope of the compensation analysis as part of their review of the 2022 Recommended Budget.

1151 – Department of Administrative Services

The Department of Administrative Services includes many divisions that operate under Agency 115. A listing of the divisions under DAS includes:

- Community Business Development Partners (Org. 1040)
- Procurement (Org. 1152)
- IMSD Central Purchases (Org. 1168)
- Administrative Group (Org. 1186) (DAS Central Business Office)
- Economic Development Real Estate Services (Org. 1192)
- Facilities Management (Org. 5700)
- Risk Management (Org. 1150)

Please note that DAS-Grants Procurement and DAS-Fiscal Affairs have been moved to a new department, Office of Strategy, Budget, and Performance (Org. 1157).

1040-COMMUNITY BUSINESS DEVELOPMENT PARTNERS

This office administers the County’s Targeted, Small, and Disadvantaged Business Enterprise (TBE/DBE) programs pursuant to federal regulations and County ordinances. The Office ensures DBE participation goals of 17 percent for professional services jobs and 25 percent for construction jobs. CBDP frequently reports to County Board committees regarding the status of different contracts meeting their TBE and DBE participation goals (for example, see [File No. 21-10](#) or [File No. 20-7](#)).

In 2019 CDBP began using the County's new Enterprise Resource Planning (ERP) software and Business 2 Government Now (B2G Now) to streamline reporting and analysis of TBE/DBE participation. CDBP meets with various County departments to establish realistic goals for departments' contracts for TBE/DBE participation. Beginning in 2020, CDBP will upload contract information from the ERP system into B2G Now to more efficiently handle bulk data. CDBP intends to implement "acquisition planning" by working with different departments to raise DBE goals rather than on a per contract basis.

For 2022, the budget increases by \$7,598 to \$561,714.

1152-PROCUREMENT

The Procurement Division has 11 FTE positions in 2021, an increase of one position. One position of Manager Contract Compliance is created at a tax levy cost of \$87,852 to oversee food service contracting and assisting the House of Correction with other contract-related activities. Overall, personal services increase \$237,661 due to the addition of the new position and a reduction in vacancy and turnover. The Division continues the migration from Marketplace to an Enterprise-wide contracting module in 2022. Procurement will continue to work with Community Business Development Partners to identify and increase participation in contracting for Targeted Business Enterprises (TBE's).

1168-INFORMATION MANAGEMENT SERVICES DIVISION

The DAS-IMSD Division is part of the combined DAS department with portions of its budget in the General Fund, while the remainder stays as an Internal Service Fund. Overall, tax levy decreases by approximately \$334,000 to \$14.7 million. Expenditures decrease by approximately \$451,000 while revenues decrease by \$117,000. A significant portion of the savings were achieved by almost \$600,000 in tax savings due to the discontinuation of mainframe services and transition to the Infor Cloud Suite in 2021. In past years, personal services have increased largely due to the reduced reliance on contractual help. The County Board position changes in 2021 (File Nos. [21-239](#) and [21-241](#)) to strengthen the skill set of IMSD staff. The 2022 Recommended Budget creates one position of Application Tech Architecture Supervisor position at a cost of \$96,207 and one position of Analyst Applications Systems IT at a cost of \$82,723. Savings are achieved by eliminating 0.5 FTE position of Project Manager IT.

Managed Print Services anticipates spending \$527,064 of tax levy in 2022, the same as 2021, despite seeing significant savings as approximately 2,000 employees were working from home. Efficiencies with printing and less reliance on printed documents are expected to yield greater savings in coming budgets.

DAS-IMSD will focus on extending the footprint of the County's computer network and the relocation of County employees from the BHD hospital complex. Efforts will be made to bolster wireless connectivity for employees working in various County locations. An appropriation of \$250,000 is included in the Capital Improvement Budget (Project W0197) for wiring, cabling, and other equipment to boost wireless coverage. Another focus area includes cybersecurity to protect the County from cyber threats. The Milwaukee County Information Security Council (MC-ISC) was established in 2018 to provide oversight and governance over security decisions. IMSD has significantly strengthened cyber security since an audit raised concerns in 2016 about the County's IT security ([File No. 16-352](#)). The County Board has received ongoing updates, most recently in July 2021 in [File No. 21-615](#). To underscore the importance of cyber security, an appropriation of \$460,000 is included in the Capital Improvement Budget (Project W0297) to engage subscription services to protect users from cyber threats. In addition, \$784,500 is included in the Capital Improvement Budget (Project W0653) for

Asset Protection to update old data center equipment (2012) that is vulnerable to security breach after support is no longer provided by Microsoft in October 2023.

Capital cash funding of \$700,000 for Enterprise Platform Modernization – Phase 3 (Project W0647) is recommended to help with the implementation of a budgeting software solution to replace the BRASS system. This was intended to be part of the ERP Infor Cloud Suite implementation but was removed due to limitations with the proposed product.

The County's Technology Purchase Management (aka Central Spend, Page 178) increases \$26,543 to \$6,102,823. These funds are used countywide to support departments by paying for software licenses and providing centralized purchases for IT needs, such as copiers and other technology needs.

1186-ADMINISTRATIVE GROUP/CENTRAL BUSINESS OFFICE

The 2022 Budget will be the sixth year since a new DAS Business Office (Central Business Office "CBO") was created to assist the other DAS Divisions and provide a more seamless and consolidated view of the department. The Recommended Budget transfers one position each of Graphics Services Coordinator and Digital Program Manager to the new Office of Strategy, Budget, and Performance.

1192-ECONOMIC DEVELOPMENT REAL ESTATE SERVICES

The Economic Development Division manages economic development initiatives and real estate services, including leasing County properties, selling surplus properties, and selling properties primarily seized via tax foreclosure. The division studies County real estate issues by examining the total lifecycle cost and serves as a locus for County construction and leasing active ties.

Sale of former County Grounds land to MRMC partners occurred in February 2020. The MRMC will construct infrastructure as a contribution toward the East-West BRT Project (File Nos. [19-913](#) and [20-235](#)). See also Org. Unit 5600 for more detail on the East-West BRT.

For 2022, this division's budget increases by \$15,649 to \$2,000,287.

2022 Initiatives

- Working toward the construction of a forensic science and protective medicine center to house the Office of the Medical Examiner and the Office of Emergency Management together with the Medical College of Wisconsin at the Milwaukee Regional Medical Complex (MRMC) (see File Nos. [16-393](#), [17-298](#), [19-705](#), [19-698A](#), [20-237](#), and [20-610](#))
- Terms of transferring the County's water utility to the City of Wauwatosa, which services the MRMC campus and holds cell tower leases which yield revenue. Terms of the sale and transfer have been ongoing since 2019 ([File No. 20-236](#)).

Ongoing Responsibilities

- Land Sales: Both County surplus and tax-foreclosed properties for failure to pay County property taxes and/or property taxes in Milwaukee County but outside of the City of Milwaukee (For example, see [File No. 21-21](#), [File No. 20-15](#), and Org. Unit 1933 Land Sales).
- Monitor leases to County and State-owned properties yielding the County approximately \$500,000 in net parking revenue and approximately \$250,000 in gross cell tower revenue
- Compliance on real estate and development projects such as:
 - Ballpark Commons baseball stadium and developments in the City of Franklin (File Nos. [17-334](#), [19-455](#), [19-602](#), [19-619](#), [20-94](#), [20-193](#), and [21-760](#))
 - City Campus building in the City of Milwaukee (File Nos. [14-937](#) and [16-338](#))

- Couture development on the City of Milwaukee lakefront (File Nos. [11-401](#), [12-633](#), [13-152](#), [14-827](#), [17-158](#), [17-432](#), [18-312](#), [18-562](#), [18-776](#), [19-661](#), [20-475](#), [20-754](#), [20-904](#), and [21-491](#))
- Innovation Campus in the City of Wauwatosa (File Nos. [20-381](#) and [20-484](#))
- Park East Corridor redevelopments in the City of Milwaukee (File Nos. [11-108](#), [11-285](#), [11-388](#), [12-10](#), [12-213](#), [12-429](#), [12-473](#), [12-474](#), [12-707](#), [12-761](#), [13-468](#), [13-528](#), [13-555](#), [13-599](#), [13-616](#), [13-634](#), [13-801](#), [13-802](#), [13-914](#), [14-184](#), [14-724](#), [15-288](#), [15-413](#), [15-415](#), [15-442](#), [16-90](#), [17-153](#), [17-300](#), [18-644](#), [19-146](#), [19-794](#), [20-123](#), and [21-263](#))

Monitor Partnership Programs

- **Milwaukee Economic Development Corporation (MEDC)**—Small business loans (File Nos. [12-985](#), [13-231](#), [18-646](#), and [20-483](#))
- **Property Assessed Clean Energy (PACE)**—Finance for water and energy efficiency and for renewable energy sources ([File No. 18-536](#))
- **Near West Side Partners**—Economic Development Grants

Milwaukee County Dues Paid via Economic Development Division			
Organization	Dues Changes		
	2020	2021	2022
East Wisconsin RR Co.	\$25,000	\$25,000	\$25,000
Visit Milwaukee	\$25,000	\$25,000	\$25,000
Milwaukee Workforce Funding Alliance	\$10,000	\$10,000	\$10,000
Milwaukee 7	\$10,000	\$10,000	\$10,000
ACTS Housing	\$5,000	\$0	\$0
International Economic Development Council (IEDC)	\$2,000	\$2,000	\$2,000
Wisconsin Economic Development Association (WEDA)	\$2,000	\$2,000	\$2,000
BizStarts	\$2,000	\$0	\$0
CEOs for Cities	\$1,500	\$0	\$0
Wisconsin Policy Forum	\$1,155	\$0*	\$0*
Urban Economic Development Association of Wisconsin (UEDA)	\$350	\$350	\$350
Total	\$84,005	\$74,350	\$74,350

**Wisconsin Policy Forum membership is paid through the Office of Government Affairs*



Milwaukee County

Cell Tower and Parking Lot Lease Locations*

- Parking Lot
- Cell Tower



Milwaukee County GIS and Land Information

*Locations are approximate Information gathered by the Research Services Division, Office of the Milwaukee County Comptroller (kenneth.smith@milwaukeecountywi.gov)

Sources: Milwaukee County DAS-Economic Development/Real Estate Services

5700-FACILITIES MANAGEMENT

Division Functions:

- County facilities operations and maintenance
- Planning and development Countywide
 - Emphasis on total lifecycle and asset management of County real property
- Architecture and engineering
- Environmental Services
- Building Condition assessment and sustainability

Director's Office

Manages the Department of Administrative Service's Facilities Management Division (DAS-FMD). The Office's expenditures of \$175,427 for 2022, an increase from \$148,381 in 2021, are entirely cross-charged to other units of DAS-FMD.

Architecture & Engineering

This division plans, designs, monitors, and provides technical services for various County projects relating to remodeling, improvements, additions, and new construction.

Subdivisions:

- Architectural Services
- Airport Engineering
- Civil Engineering and Site Development
- Facilities Condition Assessment

For 2022, the Architecture & Engineering Division's budget increases by \$132,088 to \$4,034,845 and includes an additional FTE Engineering Tech Surveyor NM pursuant to the resolution in [File No. 21-489](#).

Environmental Services

Provides technical expertise toward making County projects environmentally sustainable, serves as the Milwaukee County Land Conservation Agent, ensures compliance with state and federal environmental regulations, and performs various environmental aspects of engineering. Before 2017, this division reviewed all capital and significant maintenance projects for energy efficiency and sustainability to normalize an environmental ethos in County projects. Since 2018, this division ensures County departments comply with local, state, and federal environmental planning requirements.

Duties:

1. Green building concepts (LEED etc.)
2. Environmental due diligence during property acquisition and sale
3. Grant funding procurement
4. Stormwater management
5. Hazardous substance control (lead, asbestos, PCBs, mercury, pesticides and herbicides, etc.)
6. Soil management, reduction of soil erosion, and minimizing surface and groundwater pollution

For 2022, the Division's budget decreases by \$63,218 to \$690,450.

Office of Sustainability

The Office has two positions including one Energy Efficiency Program Manager position created in 2019. Cost savings and efficiencies found across County operations have exceeded the cost to operate the Office of Sustainability.

Duties:

- Reduce energy costs
- Reduce greenhouse gas emissions
- Improve solid waste tracking and diversion rate
- Promote sustainable design and construction
- Will lead County's climate action plan for County operations
 - File Nos. [20-318](#):and [20-889](#): County government greenhouse gas emissions report

The Office has offered its expertise through participation in the City-County Joint Taskforce on Climate and Economic Equity. Related Files:

- Inception: [File No. 19-582](#) and City of Milwaukee [File No. 19-445](#)
- [Workgroup files](#) (City of Milwaukee)
- Preliminary report: [File No. 20-496](#)

For 2022, the Office's budget increases by \$2,324 to \$190,784.

Facilities Operations & Maintenance

This Division manages the County's properties at the Courthouse Complex, the Office of the Medical Examiner, the Cogg's Human Services Center, the Children's Adolescent Treatment Center, the Vel R. Philips Youth and Family Justice Center, Facilities West, and five senior centers.

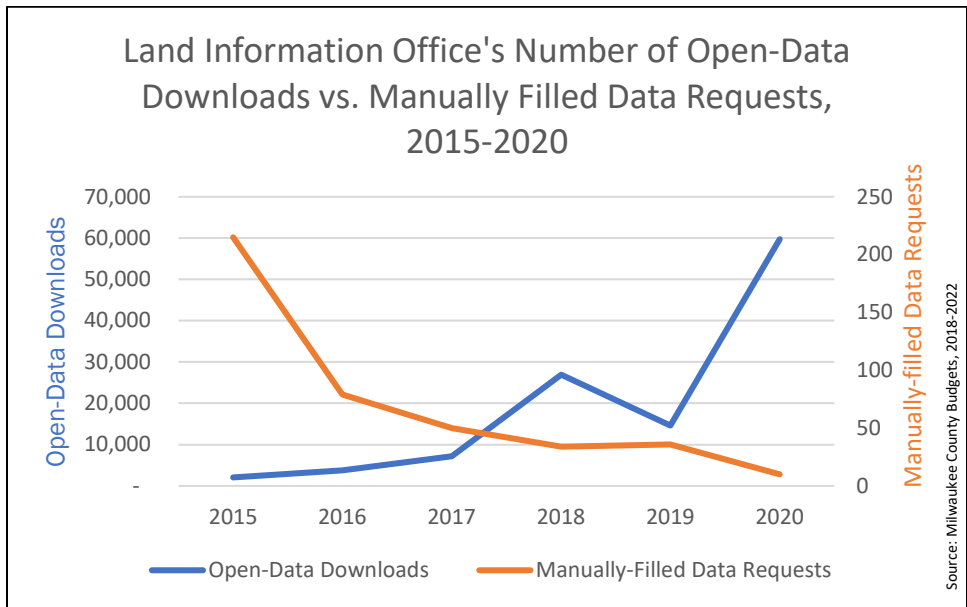
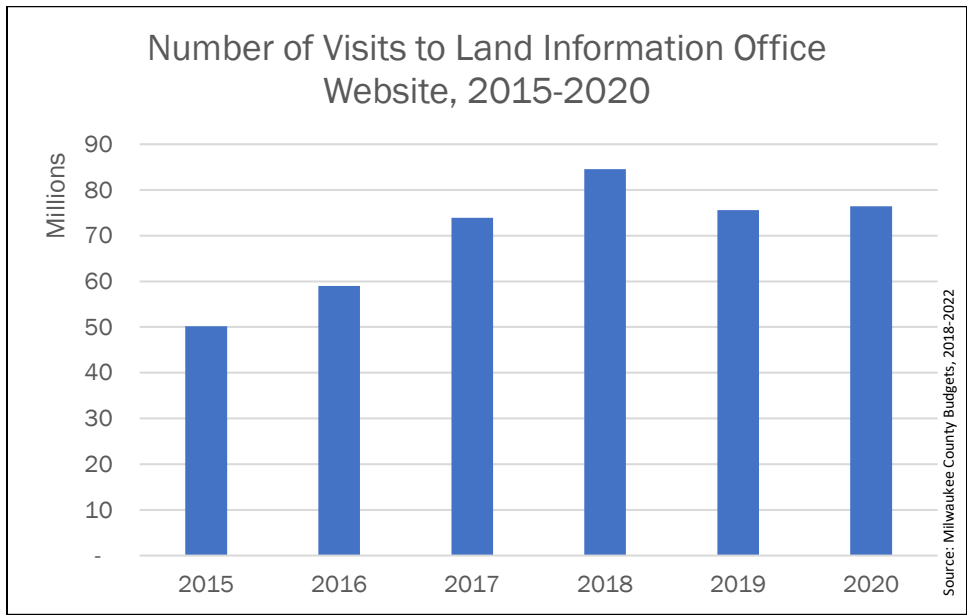
In late 2018 the Division implemented Cityworks, a computerized maintenance management system which has streamlined work orders and improved data collection including for Targeted Business Enterprise contract requirements.

For 2022, the Division's budget declines by \$97,909 to \$19,605,515. One FTE Director of Disability Services is transferred to DHHS while one FTE Disabilities Recreation Manager is transferred to this division so the Director of Disability Services can be part of the Office for Persons with Disabilities in the DHHS, while the FTE Disabilities Recreation Manager can ensure inclusion for disabled persons at the Will-O-Way facilities in Grant and Underwood Parks.

LAND INFORMATION OFFICE

The Land information Office (LIO) maintains the digital application of the County's land records based on ESRI's Geographic Information System (GIS) software. In particular its [website](#) has an [interactive map](#) with property information, but also hosts a variety of data for the public to download among services available. Upon request the LIO also provides additional data which may not exist online. It provides GIS-based support, drafting GIS-based maps for County departments and providing GIS spatial analysis upon request. The LIO also oversees the County's master space planning, utility management, and Facilities Maintenance Division sustainable facilities to evaluate all County facilities for viability and lifecycle based on cost to maintain and operationality.

For 2022, the LIO's budget increases by \$98,179 to \$941,000. The LIO will contract with the Southeastern Wisconsin Regional Planning Commission at the amount of \$82,916 for county surveyor services pursuant to [Wis. Stat. § 59.74](#). This will include compiling all surveying work done in Milwaukee County and providing technical assistance to the LIO.



WATER DISTRIBUTION SYSTEM

The County has been continuing negotiations with the Milwaukee Regional Medical Center (MRMC) and City of Wauwatosa regarding the sale and transfer of the Water Utility. The 2022 Recommended Budget anticipates sale and transfer between the fourth quarter of 2021 and the first quarter of 2022, as it did for the same quarters in succeeding years during deliberations of the 2019, 2020, and 2021 Budgets.

The 2022 Recommended Budget assumes a tax levy appropriation of \$0 and expenditures offset by the Utility’s revenues as the Administration prepares the Utility for sale, as it did for 2019 and 2020. However, the assumed revenues and expenditures decline by \$58,991 to \$4,139,410.

Org. Unit 5500 also assumes an uncollectable and therefore unrealized revenue of \$943,948 related to non-County users of the Water Distribution System on the former Milwaukee County Grounds. That is an increase of \$38,877 from 2021. See also Org. Unit 1986 Fire Charge – Uncollectable.

1150-RISK MANAGEMENT

DAS-Risk Management is an internal service fund that charges its expenses to other County departments. Risk Management is moving towards a centralized safety management model to oversee safety programs, policies and claims investigation. In 2022, the rollout of Occupational Health Program continues to develop broad policies across all departments.

Risk Management will continue its deployment of the Milwaukee County Safety Manual to assist departments in implementing OSHA mandated programs. Overall costs increase due to industry-wide [premium increases](#) for various insurance coverages. Efforts will be made to achieve savings based on the pandemic and resulting economic downturn. However, premium costs are partially offset by significant savings in the frequency and severity of [workers' compensation](#) claims.

In 2021, Risk Management, in conjunction with the Office of Corporation Counsel, developed a procedure to provide an annual report detailing liability insurance claims and costs by department as outlined in [File No. 21-516](#).

1157 – Office of Strategy, Budget, and Performance

A new department is recommended to be created that was largely comprised of staff previously assigned to DAS-Fiscal Affairs, Office of Performance, Strategy and Budget (DAS-PSB) and the DAS-Grants Procurement Division. The primary goal of this initiative according to comments made by the County Executive is to “...clearly connect strategy and budget functions.”

Creation of New Department Office of Strategy, Budget, and Performance			
Position Title	# of FTEs	Moving From	Position Action
<u>Office of SBP Department Head</u>			
Director, Strategy, Budget, and Performance (formerly DAS Director Budget and Management)	1	DAS-PSB	Transfer
<u>SBP - Strategy Division</u>			
Director Strategic Planning	1	CEX Office	Transfer
<u>SBP - Budget Division</u>			
Operating Budget Manager	1	DAS-PSB	Transfer
Capital Budget Coordinator	1	DAS-PSB	Transfer

Analyst Budget and Management	3	DAS-PSB	Transfer
Senior Analyst Budget and Management	2	DAS-PSB	Transfer
SBP - Project Management Office			
(formerly DAS-Grants Procurement)			
Director Performance & Project Management	1	DAS-Grants Procurement	Transfer & Retitle
Director of Organizational Performance	1	CEX Office	Transfer & Retitle
Senior Analyst Special Projects	2	DAS-Grants Procurement	Transfer
Senior Analyst Grants	1	DAS-Grants Procurement	Transfer
Continuous Improvement Manager	1	DAS-PSB	Transfer
Continuous Improvement Analyst	1	DAS-PSB	Transfer
Coordinator Graphics Services	1	DAS-Central Business Office	Transfer
Digital Program Manager	1	DAS-Central Business Office	Transfer
Internal Communications Coordinator	1	New Position	Create
Total FTE Positions in Office of SBP:	19		

The Strategy Division for the Office of Strategy, Budget, and Performance works with all departments “to help drive meaningful progress toward achieving the County’s [strategic plan](#). This includes the development of a Strategy Dashboard for tracking the County’s progress for each strategic initiative to help measure success.

The Project Management Office (previously known as DAS-Grants Procurement) created one position of Senior Grants Analyst – Pandemic Relief in [File No. 21-504](#), approved in June 2021. One new position for 2022 is an Internal Communications Coordinator to help with communications to employees across the County. The tax levy cost of this position is \$80,720.

The Budget Division for the Office of Strategy, Budget, and Performance focuses on long-range financial sustainability. This includes the continued use of a Racial Equity Budget Tool that was implemented for the 2021 Budget to make intentional connections between the strategic plan and budget. The focus in 2022 will be the continued deployment of the new Infor Enterprise Resource Program (ERP) and the development of a new budgeting system to replace BRASS. One position each of Continuous Improvement Manager and Continuous Improvement Analyst is transferred from the Budget Division to the Project Management Division for the new department. Eight FTE remain in the Budget Division.

COURTS & JUDICIARY FUNCTION

2000 – Combined Court Related Operations

The Combined Court Related Operations includes the Chief Judge and the Family Court Commissioner, Register in Probate, and County-funded State Court Services/Clerk of Circuit Court, formerly three separate divisions. In addition, the Chief Judge is responsible for the judicial functions of 47 Circuit Courts within the District that includes ten program areas: General Administration, Criminal court, Children’s Court, Civil Court, Family Court, Probate Administration, and Court, Family Drug Treatment division, Permanency Plan Review division, Law Library, and Self-Help Services.

The 2022 Recommended Budget reflects an effort to eliminate the backlog in cases that has grown since the COVID-19 Pandemic. The tax levy increases by \$702,693 compared to the 2021 Adopted Budget based on an expenditure increase of \$428,567 and a revenue decrease of \$274,126. Personnel increases are the primary driver, as four new positions are created to address the backlog of cases in Civil Courts and in anticipation of a further increase due to the COVID-19 Pandemic. This includes one position of Court Commissioner at a cost of \$102,001, and three positions of Deputy Court Clerk at a total cost of \$170,575. Other personnel are transferred to various program areas to better align with the department’s strategic vision and reflect the actual duties of their assigned positions.

The State of Wisconsin mandates that excess revenue from Family Court services generated from filling fees in certain family cases, user fees for mediation, custody study, placement services, and a portion of marriage license fees be set aside in a reserve account to offset future operating costs in this area. For 2022, a contribution of \$86,121 from the reserve account is budgeted, which is an increase of \$4,917 compared to 2021.

The following contract is subject to a separate review and approval by the Milwaukee County Board and is being submitted for approval for the 2022 fiscal year.

Contracts		
Description	Vendor	Amount
Legal Resource Center	State of Wisconsin	\$234,829
Total		\$234,829

2900 – Pre-Trial Services

The Pre-trial Services division is overseen by the Chief Judge and Judicial Operations Manager. Together they monitor all pre-trial contracts, program outcomes, and fiscal management of the division. The Pre-trial Services Advisory Board also meets to review program outcomes, recommend program development, and provide annual budget guidance. The goals of the pre-trial services division are to reduce the rate of failure to appear for court, reduce re-arrest rates, reduce overcrowding at the Milwaukee County Jail, enhance the processing and adjudication of criminal cases, and enhance public safety.

The 2022 Recommended Budget is a cost to continue that slightly increases the tax levy by \$38,096. The division is fully staffed with 3.0 FTE positions. In 2020, the Milwaukee County Board approved the Pre-trial Services division’s annual contracts for a three-year period from January 1, 2020, through December 31, 2022, totaling \$4,945,744, which covers operating costs.

In 2021, the Pre-Trial Services Division submitted [File No. 21-77](#) requesting authorization to accept the Safety and Justice Challenge Phase IV Sustainability grant to continue the Pre-Trial Court Reminder

Program. In 2021, the Treatment Alternatives and Diversion (TAD) program also received grant funding from the Wisconsin Department of Justice totaling \$507,975, including a local match of \$126,994. The following contracts are subject to separate review and approval by the County Board and are being submitted for approval for the 2022 fiscal year.

Contracts		
Description	Vendor	Amount
Universal Screening and Release Planning	Justice Point	\$1,324,277
Treatment Alternatives and Diversion (TAD)	Justice Point	\$462,471
Repeat Intoxicated Driver Intervention	Justice Point	\$353,690
SCRAM	Wisconsin Community Services	\$90,927
Pre-Trial Drug Testing	Wisconsin Community Services	\$177,361
Pre-Trial Supervision	Justice Point	\$1,589,423
Pre-Trial GPS Supervision	Justice Point	\$326,612
Early Interventions Central Liaison Unit	Justice Point	\$361,636
Pre-trial Court Reminders	Justice Point	\$54,046
Trauma Informed Care	Justice Point	\$57,254
Cognitive Behavioral Programming	Justice Point	\$148,047
Administrative and Racial Equity Support	Wisconsin Policy Forum	\$89,807
Domestic Violence Deferred Prosecution	Alma Center Inc	\$106,966
Racial and Ethnic Disparity Data	Medical College of Wisconsin	\$90,692
SJC Project Manager	Wisconsin Policy Forum	\$35,282
Total		\$5,268,491

2430 – Department of Child Support Services

The Department of Child Support Services (CSS) is a mandated service authorized under Title IV-D of the Federal Social Security Act, Wisconsin State Statutes § [49.22](#) and § [59.53\(5\)](#), and under contract with the State of Wisconsin Department of Children and Families to implement the Child Support Enforcement Act. The CSS works cooperatively with state agencies and Milwaukee County Departments to provide parent locate services, paternity establishment, and enforcement of child, family, and medical support orders. In addition, the department leverages federal funding that generates a return on investment for the Milwaukee Community. Every dollar spent on child support programming generates an additional two dollars in federal funding.

The 2022 Recommended Budget reflects a cost to continue for CSS as tax levy support increases by \$70,748 to \$1,833,911. CSS remains open to the public; staff are working in a hybrid format with 30 working in-person and 100 teleworking. The COVID-19 pandemic impacted paternity establishment, order establishment, and support collection by CSS. Paternity establishment and order establishment is down two percent and current support collection is down one percent. However, arrears collection hit an all-time high of 66 percent.

PUBLIC SAFETY FUNCTION

4000 – Office of the Sheriff

The independently elected Sheriff operates the Office of the Sheriff. The Sheriff is responsible for the day-to-day safety and security of the citizens of Milwaukee County. The Sheriff’s responsibilities include overseeing and managing of the Milwaukee County Jail, police services for Milwaukee County Courts, airports, parks, expressways, major facilities, criminal investigations, effecting arrests and warrants, serving process papers, and extraditing criminals. The 2022 Recommended Budget increases expenditures by \$2,907,143 and reduces revenues by \$84,193 for a net tax levy increase of \$2,822,950 compared to the 2021 Adopted Budget. The Budget allocates \$36.4 million of tax levy to operate the Office of the Sheriff.

The 2022 Recommended Budget reconfigures staffing in the jail to provide additional command staff support and retain Correctional Officers. Twenty-three vacant Correctional Officers positions are abolished, 4.0 FTE vacant Correctional Officer positions are unfunded, and 21.0 FTE Correction Officer Sergeant positions are created. An allocation of \$4 million is included from the County’s American Rescue Plan Act (ARPA) funding in [File No. 21-374](#) to provide a \$3 per hour premium pay increase for Correctional Officers in the Milwaukee County Jail, House of Correction, and Vel R. Phillips Youth and Family Justice Center. This increase represents an average increase of 12.5 percent to 15 percent dependent upon current staff pay amounts. This increase is essential to attract and retain Correctional Officers, as nearby jurisdictions have aggressively increased correctional officer pay. The 2022 Recommended Budget reduces phone revenue charges in the jail by \$321,000, with a goal of reducing costs to occupants in the jail by approximately 25 percent. This reduction increases the tax levy by \$321,000 with no change to expenditures in this service area. A Request for Proposals (RFP) for phone services, video visitation services, and tablet services is expected to be completed by 2022. Additionally, \$300,000 is included in the 2022 Recommended Budget to provide body cameras for the Milwaukee County Jail staff. There may be concerns, however, whether adequate staff are available to process the digital footage.

The 2022 Recommended Budget transfers 8.0 FTE Deputy Sheriff 1 positions assigned to County Ground Security to Court Security and other critical areas as the contract for providing services expires in April 2022. Service charges to County Ground users previously offset expenditures for these positions. These positions are now funded by tax levy at a cost of approximately \$700,000.

In 2021 the Office of the Sheriff collaborated with the Behavioral Health Division (BHD) to expand the Crisis Assessment and Response Team (CART). CART pairs Deputies with a Psychiatric Clinician from BHD to de-escalate and divert individuals from being taken into custody or a hospital by connecting them to a case manager and needed community resources. [File No. 21-431](#) authorized the creation of 3.0 FTE Deputy Sheriff positions to continue this endeavor through 2022 using funds from BHD reserves.

The following contracts are subject to separate review and approval by the County Board and are being submitted for approval for the 2022 fiscal year.

Contracts		
Description	Vendor	Amount
Secured Transportation	G4S Secure Solutions (USA) Inc	\$2,794,206
Service of Legal papers	State Process Service Inc	\$235,000
Lease of motorcycles	House of Harley	\$48,600
Total		\$3,077,806

4300 – House of Correction

The House of Correction (HOC) is responsible for persons in custody sentenced to less than one year of prison time in Milwaukee County and other jurisdictions as authorized by Milwaukee County General Ordinance. Wisconsin State Statutes § [302](#), [303](#), [304](#), and [973](#) define the functions of the HOC. Additionally, HOC oversees the contracts for medical services and food services shared with the Milwaukee County Jail (MCJ). The HOC also manages the Day Reporting Center (DRC) that allows HOC participants and individuals under Deferred Prosecution Agreements to enhance their educational skills, job training skills, and access to alcohol and other drug abuse (AODA) treatment services.

The 2022 Recommended Budget increases the tax levy by \$1,318,505. Expenditures increase primarily due to staffing adjustments and reassignments. Two vacant positions are unfunded. Maintenance service contracts are reduced to allow the creation of 3.0 FTEs in the maintenance department. Additionally, an allocation of \$4 million is included from the County’s American Rescue Plan Act (ARPA) funding in [File No. 21-374](#) to provide a \$3 per hour premium pay increase for Correctional Officers in the Milwaukee County Jail, House of Correction, and Vel R. Phillips Youth and Family Justice Center. This increase represents an average increase of 12.5 percent to 15 percent dependent upon current staff pay amounts. This increase is essential to retain Correctional Officers.

In 2022 the HOC will partner with the Department of Health and Human Services Housing Division on a new initiative to provide housing navigation services to residents transitioning back into the community. In addition, a Human Service Worker will support this initiative by providing literacy resource assistance. The Community Intervention Specialist is created in the Housing Division for this initiative but will be funded by the HOC at a cost of \$60,133. The Human Service Worker position is added at the cost of \$49,152 salary and social security.

In 2022 the HOC will collaborate with the Criminal Justice Facility and Vel R. Phillips Youth Detention Center to develop a Master Food Service Plan. The Food Master Plan will encompass ways to improve the quality and service delivery of meals for residents in our care. A Manager of Contracts will oversee this coordination. The 2022 Recommended Budget reduces phone revenue charges at the HOC by \$378,000, with a goal of reducing costs to occupants in the jail by approximately 25 percent. Coupled with the reduction in the jail facility, telephone revenues by almost \$700,000.

The following contracts are subject to separate review and approval by the County Board and are being submitted for approval as part of the 2022 fiscal year.

Contracts (Continuing)		
Description	Vendor	Amount
Food Service Contract*	ARAMARK Correctional LLC	\$3,100,000
Day Reporting Center	Wisconsin Community Services (WCS)	\$944,244
Electronic Monitoring**	Wisconsin Community Services (WCS)	\$678,558
Reentry Programming	Benedict Center	\$198,045
Total		\$4,920,847
<i>*estimated, as the amount is variable based on Average Daily Population/number of meals served.</i>		
<i>**variable based on daily number of units deployed.</i>		

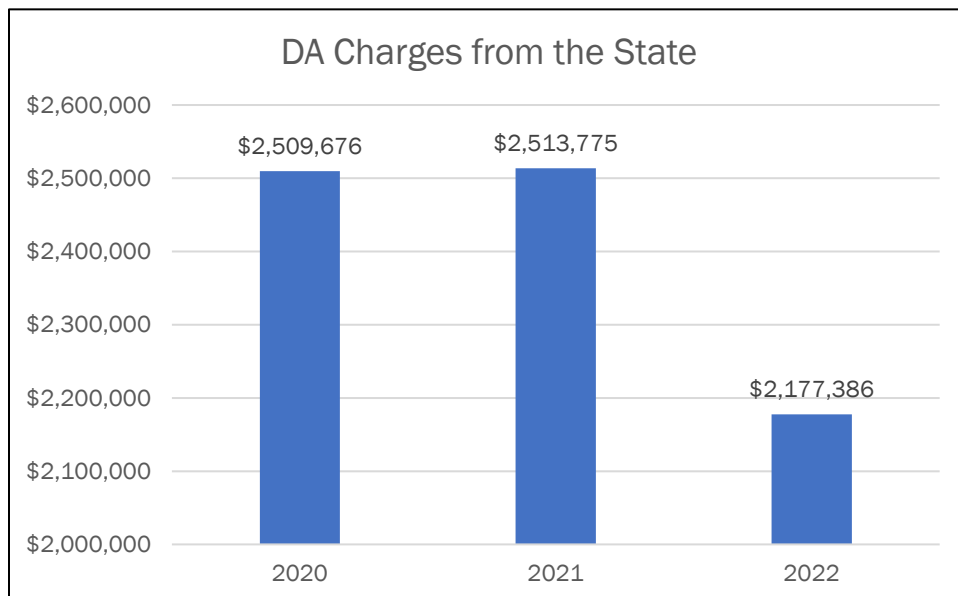
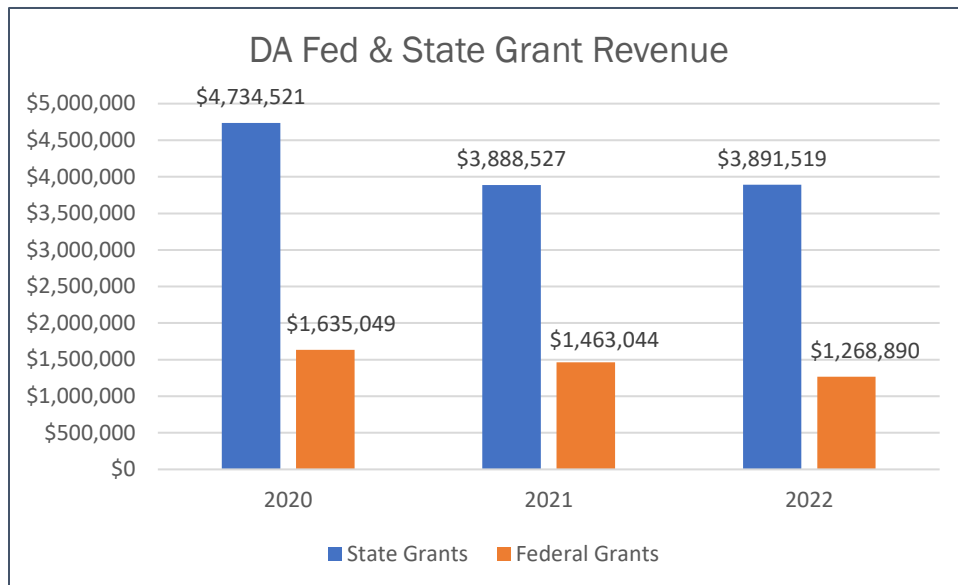
4500 – District Attorney

The District Attorney’s Office is responsible for the prosecution of all criminal, juvenile and ordinance violations in Milwaukee County. The District Attorney’s Office is comprised of nine divisions: Administrative, Information Technology, General Crimes, Community Prosecutions and Early Intervention Division, Juvenile Division, Violent Crimes Division, Sensitive Crimes Division,

Victim/Witness Division, Investigations Division, and Special Units Division. Collaboratively each unit works to ensure the guilty are prosecuted, the innocent go free, and impartial justice for victims.

The 2022 Recommended Budget increases the tax levy by \$326,345 and increases the number of FTE positions by three for a total of 167.0 FTE positions. Two Paralegal positions are created to support digital discovery. These positions will assist in processing digital evidence to be delivered as part of the discovery process to criminal defense lawyers. The tax levy cost for these two positions is \$105,838. One position of Victim Witness Advocate is created at a cost of \$55,411 to provide additional services to the office. Revenues are anticipated to decrease by \$270,293, primarily due to a decrease in the reimbursement rate victim witness advocate positions.

The first graph below displays anticipated grants from the State of Wisconsin and federal grants. The second graph displays anticipated charges from the State of Wisconsin which reflect charges from the state to pay the salary and fringe benefits of any grant funded Assistant District Attorney. These charges are offset with grant revenue in the district attorney's operating budget.



4800 – Office of Emergency Management

The Office of Emergency Management (OEM) operates under authorities provided by Wisconsin State Statute § [323.14](#) and the Milwaukee County Code of General Ordinances (MCGO) [Chapter 99: Emergency Activities of the Government of the County](#). OEM is comprised of five program areas: the Director's Office, Emergency Management, Emergency Medical Services (EMS), 9-1-1 Communications, and Radio Services.

The 2022 Recommended Budget includes an overall tax levy increase of \$1,970,118. Most of this increase in tax levy is due to a rise in costs for the municipal EMS agreement. In 2012, the municipal EMS agreement was reduced from \$3 million to \$1.5 million. The 2022 Recommended Budget restores the \$1.5 million in funding. Milwaukee County distributes this funding to municipalities based on an equitable formula considering population, geographic square miles, call volume, and necessary improvements to the EMS system.

It is important to note that Wis. Stat. § [66.0602\(3\)\(e\)\(6\)](#) states that a County may use a levy limit exemption to raise the tax levy in support of EMS services. However, if actions were taken to remove tax levy funding from OEM, an equal amount would need to be removed from the non-EMS portion of the overall tax levy ([see Section 1 - Tax Levy Limit for more information](#)).

In 2022, OEM will prepare to take over fire dispatch duties for the Milwaukee County Fire Department at the Milwaukee Mitchell International Airport. It is not yet clear how the OEM budget or its operations will change in future years when this program is fully underway.

Staffing Changes:

- Create 1.0 FTE Command Duty Officer Supervisor at a cost of \$67,351 to be offset by tax levy.
- Abolish 1.0 FTE Med Tech 2 and create 1.0 FTE Data Analytics Coordinator.
- Create 1.0 FTE EMS Captain at a cost of \$63,607 to be offset by tax levy.
- Create 1.0 FTE Specialist Radio System at a cost of \$63,607 to be offset by tax levy.
- Fund 2.0 FTE Dispatcher positions at a cost of \$82,665 to be offset by tax levy.
- Through [File No. 21-619](#), the Board approved a contract with the Medical College of Wisconsin for a Chief Health Policy Advisor for a one-year term to support Milwaukee County operations during the ongoing COVID-19 pandemic.

4900 – Medical Examiner

The Milwaukee County Medical Examiner's Office (MCMEO) investigates and determines the cause of death for persons that died from injury, homicide, suicide, suspicious or unusual circumstances, or when a person is not attended by a physician. The MCMEO also identifies public health trends such as potential infectious diseases or injuries that may pose a risk to the public. Additionally, the MCMEO performs referral autopsies for other counties and operates an annual two-day Forensic Science Education Program. The average charge for referral autopsies is \$1,601 per autopsy, but the number may be decreasing due to increased competition.

The 2022 Recommended Budget has a net tax levy increase of \$248,326. The department anticipates an increase in revenues of \$549,777 driven by the addition of a three-year grant from the U.S. Department of Justice Assistance, Comprehensive Opioid, Stimulant and Substance Abuse Program (COSSAP) to create an Overdose Public Health and Safety Team through a partnership with the Medical College of Wisconsin. ([File No. 21-525](#)) The 2022 award is for \$465,000. The department also, projects cremation permits to increase as families are choosing cremation instead of burial as a final disposition.

An appropriation of \$200,000 is included in the Medical Examiner's salary accounts to retain and attract pathologist positions. At the time of this Overview, four of the five pathologist positions were filled. The County Board continues to receive [updates](#) on an audit of the Medical Examiner's Office performed in 2019.

TRANSPORTATION FUNCTION

Vehicle Registration Fee

The vehicle registration fee (VRF), colloquially known as the “wheel tax” is a fee imposed on drivers at the time of annual vehicle registration to cover transportation costs. The State of Wisconsin charges a fee to all drivers annually and local governments have the option to do so as well. Milwaukee County has charged a \$30 VRF since 2017 and the City of Milwaukee has charged \$20 since 2008. For 2021 the City of Milwaukee increased its VRF to \$30 in late 2020. City of Milwaukee residents pay both the City and County fees.

The 2022 Recommended Budget does not propose raising the VRF, but the revenue it generates is expected to increase slightly by approximately \$136,565 due to vehicle registrations. Given the strict tax levy limits, the VRF is one of the few revenue options available to Milwaukee County policymakers to raise revenue to offset transportation-related costs.

Recent History of the Municipal VRF in Wisconsin

The State has permitted local governments to levy a VRF since 1971 but for decades it was rarely used. In 2009 only four local governments collected a VRF but as the State of Wisconsin has simultaneously restricted local government revenue options and reduced shared revenue to local governments (see [File No. 18-944](#)), that has steadily increased and many localities have opted to at least partially fill their budget gaps with VRF revenue. As of October 2021, the number of adoptees increased to 30 municipalities and 13 counties to a total of 43 localities.

Local government transportation costs have grown faster than existing revenues, and declining State aid. Adjusted for inflation, State general transportation aid for roads has been relatively flat from 2009 to 2022. Likewise, for public transit, state overall funding assistance for transit operations in Wisconsin and Milwaukee County declined by nearly \$50 million, or approximately 27 percent from 2009 to 2019 when adjusted for inflation. This is due to shifting State budget priorities but also because the State gas tax has not increased since 2006; combined with greater vehicle fuel efficiency and the decline in value due to inflation, that has exacerbated the ability for the State to fund transportation generally.

In the 2021-2023 Wisconsin Biennial Budget, transportation aid increased by two percent per year. Transit aids solely to Milwaukee and Madison transit systems were cut by 50 percent for 2022 before returning to 2021 levels in 2023. Before the massive cut, transit aid remained well below 2009 levels. State limitations on local governments’ ability to generate revenues remain while costs continue to rise, causing struggles to fill growing gaps in road and transit spending.

State of Wisconsin Vehicle Registration Fees

Communities Implementing Supplemental Vehicle Registration Fees (VRF) in 2009

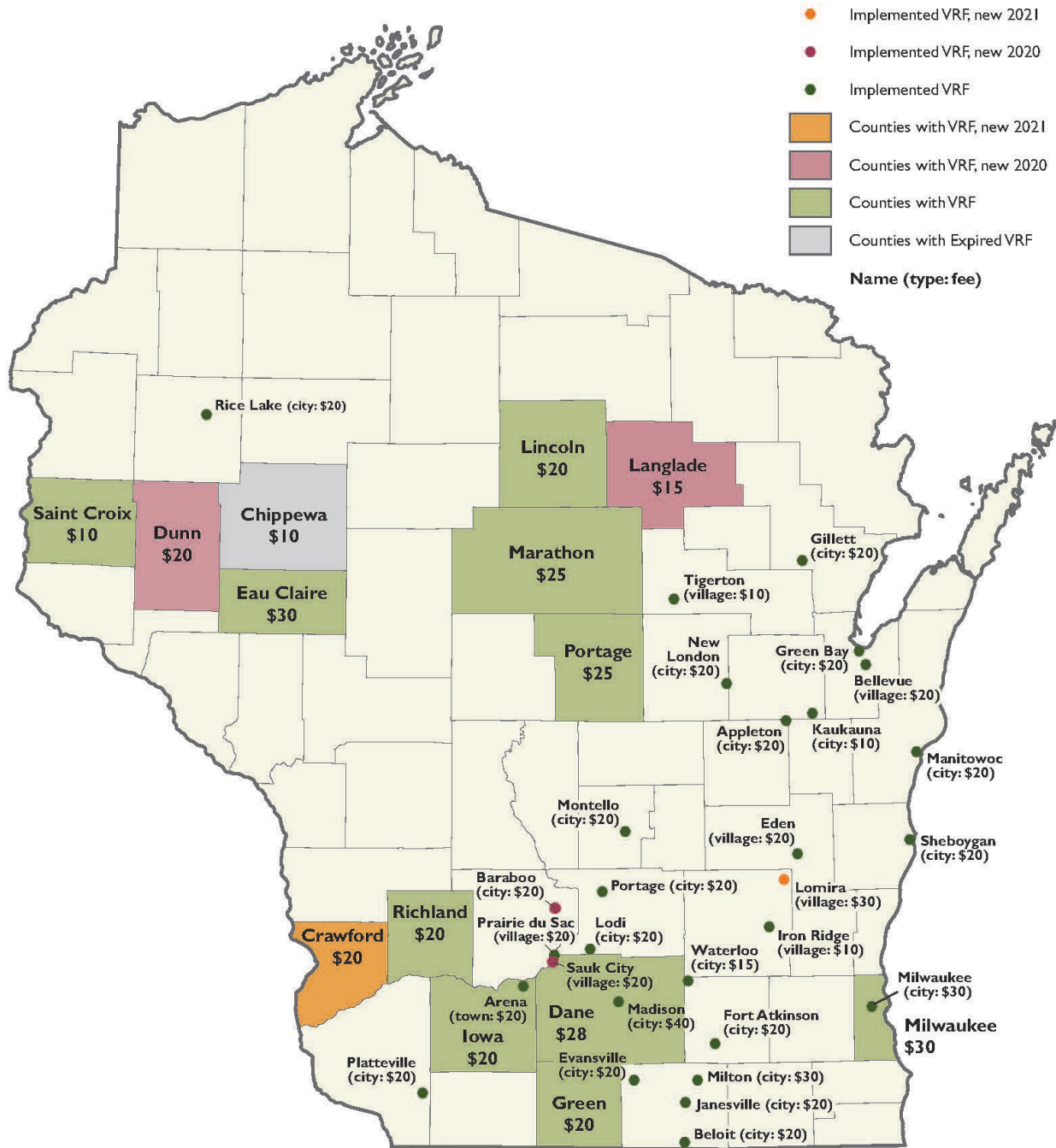


Milwaukee County GIS and Land Information

Information gathered by the Research Services Division, Office of the Milwaukee County Comptroller (kenneth.smith@milwaukeecountywi.gov)
Source: WI LFB

State of Wisconsin Vehicle Registration Fees

Communities Implementing Supplemental Vehicle Registration Fees (VRF) in 2021



Milwaukee County GIS and Land Information

Information gathered by the Research Services Division, Office of the Milwaukee County Comptroller (kenneth.smith@milwaukeecountywi.gov)
Source: WisDOT

The VRF in Milwaukee County

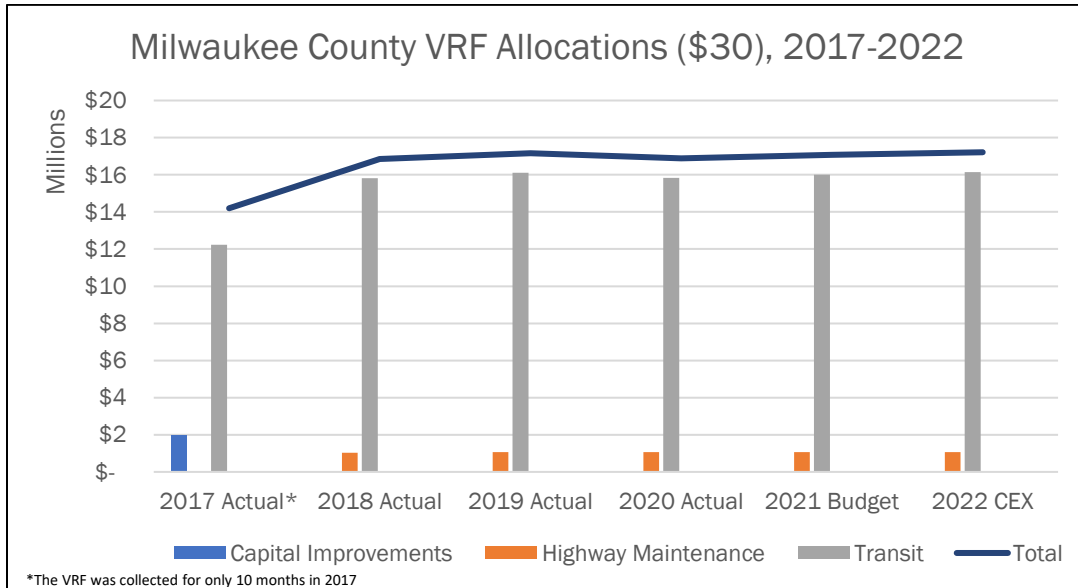
Like elsewhere in Wisconsin, Milwaukee County’s ability to finance transportation operations, infrastructure, and mass transit from general revenue has been constrained by ongoing inflationary pressures from higher costs to continue.

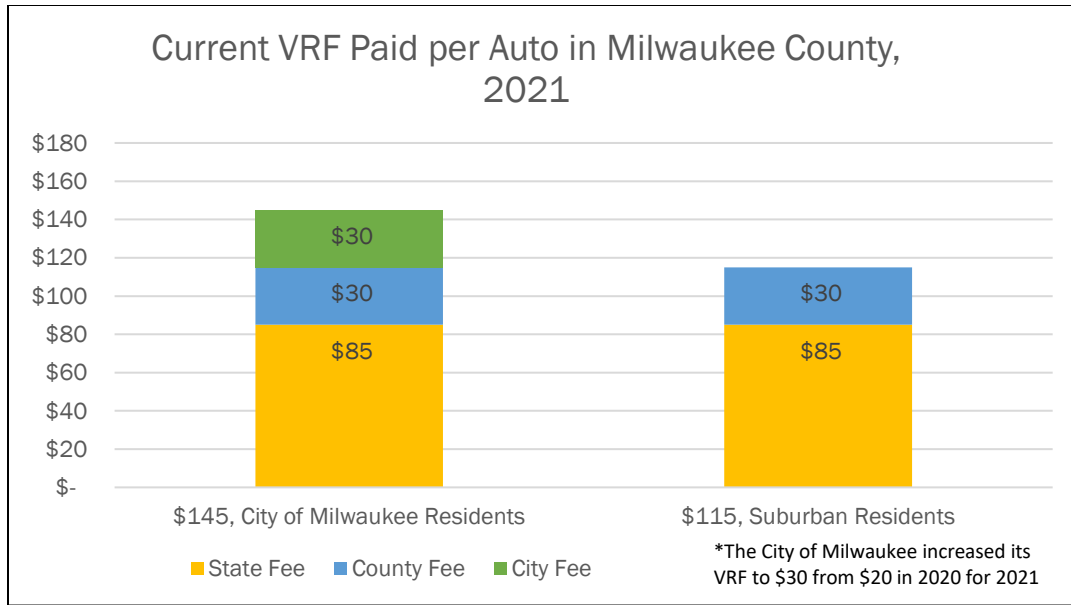
Serious consideration of a VRF in Milwaukee County began in 2016 when the Recommended Budget proposed a \$60 VRF for the 2017 Budget. In the Adopted 2017 Budget the County Board halved the proposal to \$30 and initiated a Spring 2018 nonbinding referendum for the electorate to advise the County on raising the VRF to \$60. The referendum was rejected by 72 percent of the voters and no further action has been taken to increase the County’s VRF.

The Recommended Budget has included approximately \$17.2 million in VRF revenue for 2022 based on past receipts and assuming the \$30 fee remains in place for all 12 months. Should policymakers consider raising the VRF, every \$5 fee increase is estimated to yield approximately an additional \$2.85 million of revenue to offset transportation-related expenditures.

VRF Increase Scenario Estimates*	
Increase Amount	2022 Annualized Increase
\$10	~\$5.7 million
\$20	~\$11.5 million
\$30	~\$17.2 million

*VRF increases become effective three months after an ordinance change. If a VRF change were to be included in a budget adopted in November, it would not be collected for the following full fiscal year. In order to be effective for the subsequent full year, the ordinance would need to be changed in September ([File No. 20-228](#)).





5040 – Department of Transportation – Airport

Milwaukee Mitchell International Airport (International Airport Code: MKE)

Milwaukee Mitchell International Airport (MMIA) rebranded its name from General Mitchell International Airport (GMIA) in early 2019 with the goal of improving marketing for the airport so travelers know the location of their destination. MMIA is an economic development tool to market Metropolitan Milwaukee to companies looking to expand their business while also serving as a local source of employment for hundreds and a convenience to area residents looking to travel. MMIA's operations budget is paid for entirely through passenger and airline fees. Any airport surplus or deficit has no impact on the County's budget or its taxpayers.

Begun in 2019, the Airport has been working with consultants and area stakeholders for its 20-year Airport master plan to qualify for State and Federal grant dollars. That process is scheduled to conclude in late 2022. For more information and to provide input, policymakers and the public may provide input at the plan's [website](#).

COVID-19 Effect

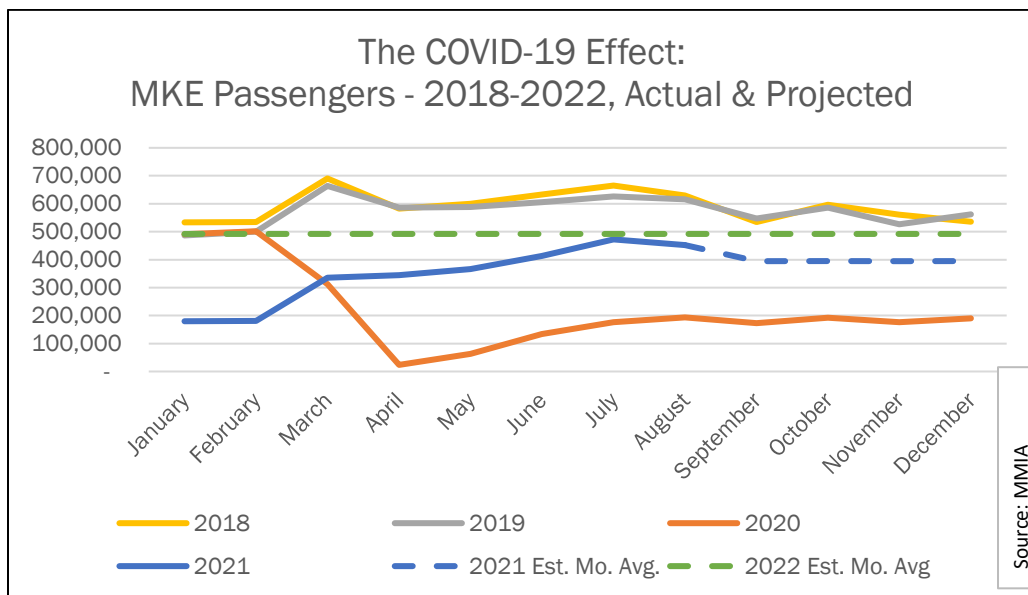
The global pandemic has greatly affected passenger traffic and revenues at MMIA as elsewhere across the United States and the world. In April 2020 MMIA saw a 96 percent year over year drop in passenger traffic. By August 2020, passenger traffic only rebounded to approximately a third of pre-pandemic levels. Subsequently, Airport activity and revenues substantially declined, necessitating expenditure reductions including delays of capital improvement projects such as the International Terminal Redevelopment.

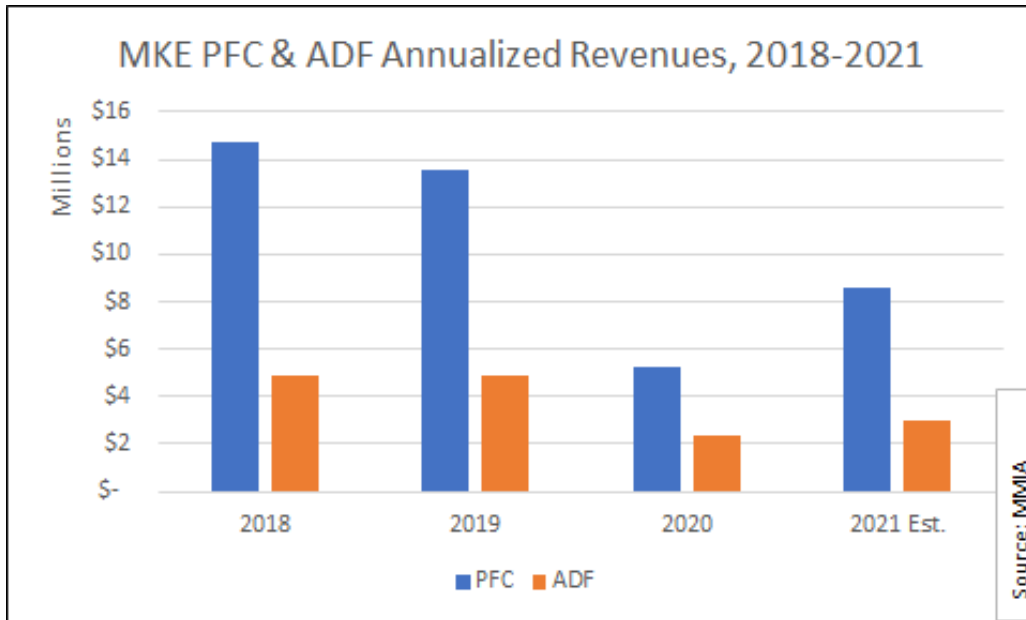
Airport utilization and revenues may not recover until the pandemic has ended. As of August 2021 data, monthly passenger activity has recovered to approximately 75 percent of pre-pandemic levels. July and August 2021 saw a more than [130 percent year-over-year increase](#) at MMIA driven primarily by leisure travel. An effect of the ongoing pandemic may be a permanent reduction in business travel as so many public and private entities have utilized virtual meetings to substitute being in person. At the very least, business travel may not recover [until 2023 or 2024](#).

Reduced passenger levels have subsequently lowered revenues and created budgetary shortfalls. Federal COVID relief has mitigated this impact. Federal COVID relief money originates from the federal Coronavirus Aid, Relief, and Economic Security (CARES) Act of 2020, the Coronavirus Response and Relief Supplemental Appropriations Act of 2021 (CRRSAA), and the American Rescue Plan Act of 2021 (ARPA). Most federal money received has gone toward sustaining Airport operations, but some has been specifically designated to providing relief to concessionaires who have suffered substantial pandemic-related revenue losses by no fault of their own. These federal relief dollars must be spent within four years of accepting the funds.

The Airport also extended by one year its master use and lease agreement with the airlines which would have expired on December 31, 2020 due to volatility in the airline industry. An additional one-year extension has occurred which will occur on December 31, 2022.

(See also File Nos. [20-326](#), [20-644](#), [21-267](#), and [21-781](#))

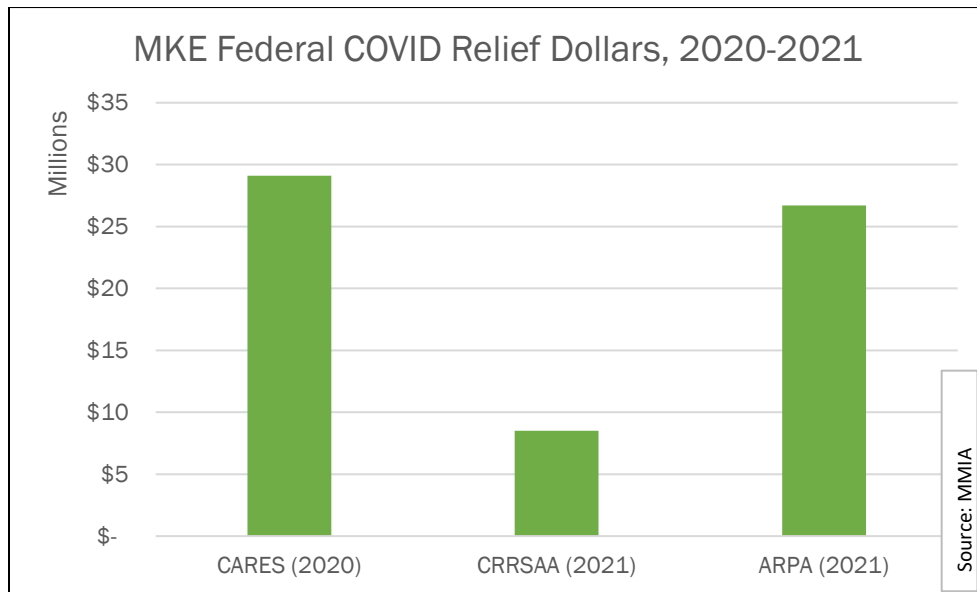


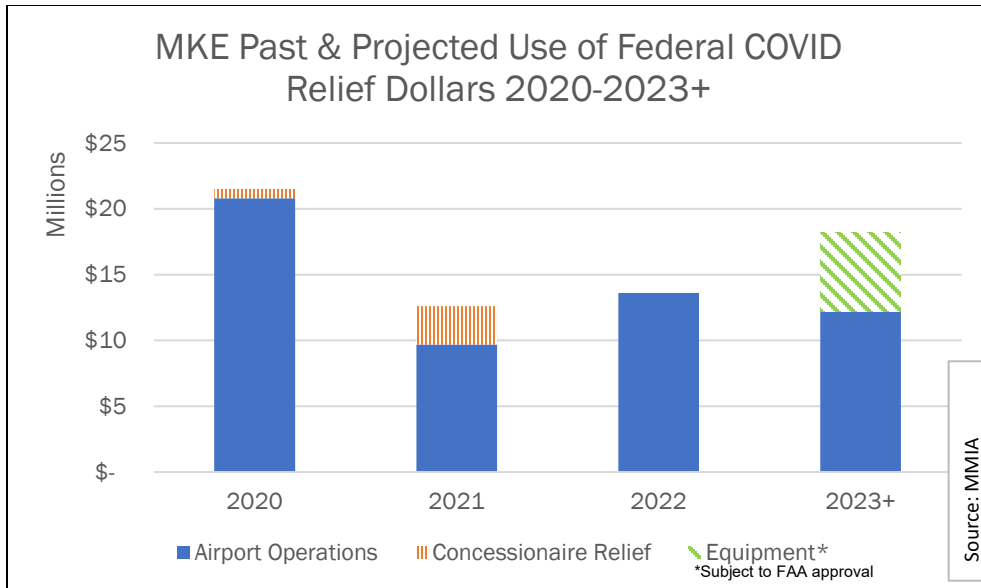


*Passenger Facility Charges (PFCs), which are \$4.50 per airline ticket enplanement (aircraft boarding), of which the Airport nets \$4.39 per eligible enplanement (~90 percent), fund or pay debt service on FAA-approved capital improvement projects ([File No. 15-323](#)).

**Airport Development Fund (ADF), per the Airport's master use and lease agreement with the airlines, MMIA may maintain a fund of up to \$15 million through collections of 10 percent of all parking and concession revenue and are applied toward capital projects. For more detail see the Capital Improvements Section - Airport (WA).

***Estimates provided by Airport staff

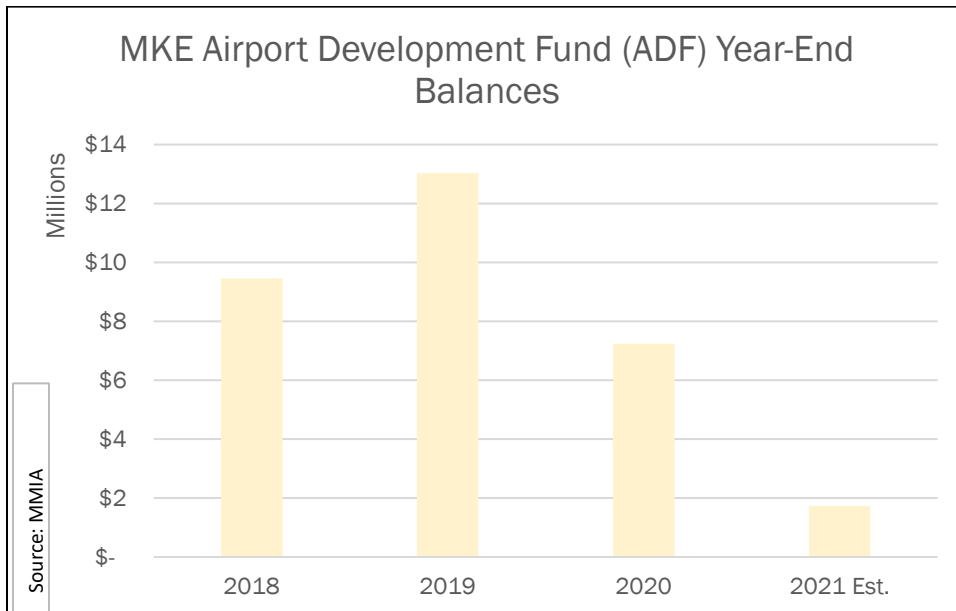




COVID-19 and Capital Project Delays

Due to the ongoing pandemic substantially reducing Airport revenues and federal relief dollars only compensating for operations, the Airport Division has had to delay and reprioritize which capital projects are undertaken.

It has also been spending down its airport development fund (ADF) capital reserves. The ADF reserve, per the master use and lease agreement with the airlines, allows MMIA to collect 10 percent of parking and concession revenue up to \$15 million. The longer it takes for passengers to return to pre-pandemic levels, the greater the potential for a substantial capital project backlog as the 2020 Adopted Five-Year Capital Improvement Plan was contingent upon higher revenues. Pending FAA approval, the County Board authorized the Airport to reimburse the ADF fund with passenger facility charge (PFC) dollars in [File No. 21-781](#), which will help address this issue.



MMIA 2020 Capital Projects Delayed Due to COVID-19			
Capital Project Name	Capital Project Number	Expenditure	Delayed Until
Ticketing Area Remodel	WA270012	\$2,594,311	2023
Concourse E Redevelopment – Construction Phase 1 (International Terminal)*	WA221012	\$23,023,191	2024
Airport Administration Remodel & Reconfiguration**	WA312011/12	\$2,506,651	2025
Elevators L & N**	WA33012	\$1,743,148	2027
TOTAL	5	\$29,867,301	
MMIA 2021 Capital Projects Delayed Due to COVID-19			
Capital Project Name	Capital Project Number	Expenditure	Delayed Until
South Maintenance Air Handling Unit – Design Phase*	WA03777	\$2,290,670	2022
Taxiway R (North Segment) Rehabilitation	WA233(Planning placeholder)	\$5,318,292	2024
Concourse E Redevelopment – Construction Phase 2) (International Terminal)	WA221012	\$27,287,809	2025
Parking Structure Repair	WA0394	\$1,503,047	2027
TOTAL	4	\$36,399,818	
MMIA 2019-2021 Other Capital Projects Delayed			
Capital Project Name	Capital Project Number	Expenditure	Delayed Until
Terminal Roof and Skylight Replacement*	WA0268	\$3,644,881	2022
Parking Structure Façade Rehabilitation*	WA0273	\$335,571	2022
Terminal Fire Alarm Replacement*	WA0269	\$7,350,224	2024
Employee Parking Lot Replacement*	WA0279	\$996,770	2027
TOTAL	4	\$12,327,446	
GRAND TOTAL	13	\$78,594,565	

**County Board previously granted expenditure authority*

***Indicates capital project has lapsed and MCDOT Airport Division will have to again request expenditure authority from the County Board*

****The Overview of the 2021 Recommended Budget included capital projects in the five-year plan which were delayed but had not yet received expenditure authority from the Board. Those projects are no longer included here.*

For 2022:

As passenger levels have substantially dropped due to the ongoing pandemic, a temporary one-year extension of the Airport master use and lease agreement with the airlines due to expire on December 31, 2021 was extended for one additional year and will expire on December 31, 2022.

2022 Staffing Changes	
Position	Number FTEs
Create 3 Firefighter Apprentice positions	+3
Create 1 Assistant Administrative position	+1
Create 1 Business Intelligence & Performance manager position	+1
Create 1 Senior Financial Performance Analyst	+1
Abolish one Accountant II position	-1
Net Effect:	+5

MMIA 2022 Capital Projects		
Capital Project Name	Capital Project Number	Expenditure
MKE Parking Structure Expansion Joint Replacement – Design Phase	WA29501	\$94,378
Taxiway H (Partial) & K Removal – Design & Construction	WA39501	\$2,868,829*
Taxiway D Pavement Demolition – Design & Construction	WA39701	\$2,609,209*
MKE Parking Structure Elevator T Rehabilitation – Design & Construction	WA39801	\$950,526
Taxiway H Pavement Rehabilitation (Taxiway J to Runway 25R-7L) – Design & Construction	WA39901	\$916,535*
North Apron Rehabilitation – Design & Construction	WA40001	\$1,620,310*
MKE New Combo Unit (Snow Removal Equipment) – Replacement	WA40101	\$3,638,250
MKE Obstruction Mitigation	WA40201	\$248,467
TOTAL	8	\$12,946,504

**Subject to receipt of State and/or Federal grants*

***For more information see the Capital Improvements Section of this Overview*

2022 Budgeted Non-Airline Local Airport Revenues				
	2020 Budget	2021 Budget	2022 Budget	Notes
Parking	\$30,000,000	\$17,062,798	\$24,638,500	-
Car Rentals	\$10,800,000	\$8,832,244	\$9,144,116	-
Taxi & TNC Fee	\$875,000	\$610,475	\$892,000	TNC = Transportation Network Company (Uber, Lyft)
Food & Beverage Concessions	\$3,800,000	\$3,589,820	\$3,263,000	-
TOTAL	\$45,475,000	\$30,095,337	\$37,937,616	

Major Initiative: International Terminal Redevelopment



File No. 17-716: The present Concourse E, to be redeveloped as the new international terminal

The MMIA administration and Milwaukee County have worked toward developing an international terminal contiguous to the main airport facility at MMIA.

The current International Arrivals Building (IAB) was completed in 1975 and much of its infrastructure is at or nearing the end of its useful life. It is separate from the main airport facility, requiring shuttling of passengers and luggage. The IAB has a capacity of handling arrivals only. Planes are required to be tugged to the gate, which does not meet present standards of the federal Customs and Border Protection service and can only accommodate one Boeing 737 at a time and not larger Airbus 380s and Boeing 747s. The current setup increases Airport and airline operating costs and studies suggest the setup also limits MMIA's potential air traffic. MMIA presently captures 73 percent of the area's domestic passenger traffic but only 35 percent of international passenger traffic, the remainder typically going to Chicago O'Hare International Airport (ORD).

Meanwhile, due to changes in the travel market, the older Concourse E became under-utilized and was shuttered in early 2017. The international terminal redevelopment would raze and build a new

concourse, leading to the eventual demolition of the IAB, ultimately reducing operation and maintenance costs through a reduced footprint. The new concourse would be modernized, could absorb increased capacity, and would be more efficient and profitable by accommodating both domestic and international flights.

MMIA may become a low-cost international alternative to ORD which would subsequently increase international and domestic flights to and from Milwaukee, including possible European destinations. Several international airlines are adding service in medium-sized markets comparable to Milwaukee.

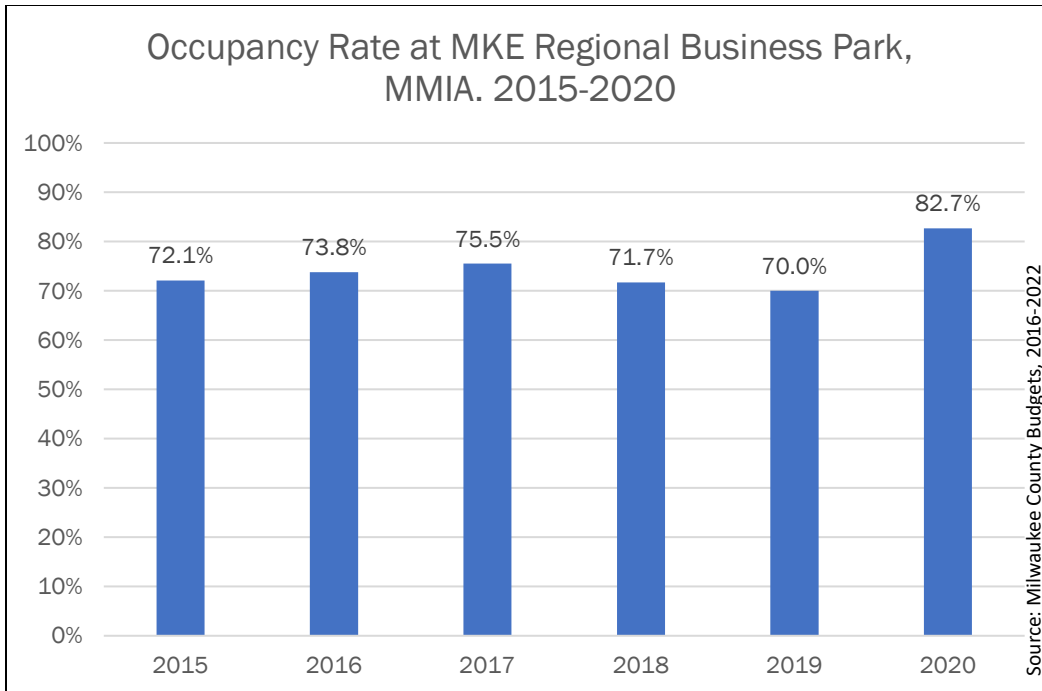
MMIA originally intended to issue construction bids in Fall 2020, begin demolition and construction in April 2021, and achieve substantial project completion in October 2022. Due to the financial repercussions of COVID-19 and the fact that federal COVID relief dollars have applied strictly to Airport operations and not capital expenditures, construction is not projected to begin until 2024 unless airport revenues significantly rebound at a faster pace. Due to the delay between when construction may begin and when the County Board granted expenditure authority, due to construction costs exceeding the rate of inflation, this capital project will likely require a future inflationary increase in expenditure authority.

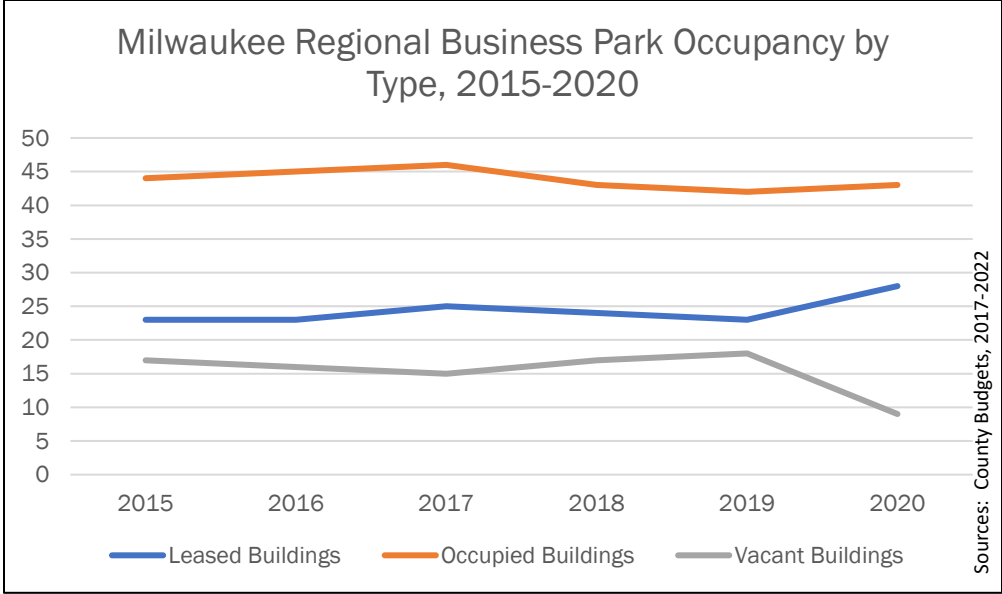
(See also File Nos. [16-483](#), [17-716](#), and [18-511](#))

Milwaukee Regional Business Park

The Milwaukee Regional Business Park is the area of MMIA formerly occupied by the 440th Air Reserve Base until 2010 in Milwaukee at South Howell Avenue and East College Avenue ([File No. 11-311](#)). In late 2017, SkyWest made a substantial investment by purchasing the former Midwest hangars located on Air Cargo Way, vacating its rented space within the MKE Business Park. The Airport Division has razed empty buildings in the business park and has gone from 60 buildings in 2018 to what will be 48 buildings on 102 acres in 2021. MMIA reports efforts toward increasing the occupancy rate of the business park which typically has fluctuated between 71 to 76 percent but reached 82.7 percent in 2020.

MMIA intends to raze more structures as the buildings depreciate and require more upkeep, yielding less and less rental income. The Airport does not view substantial reinvestment in many of these older structures or new construction as cost-effective within its budgetary constraints. The budgeted airline subsidy for the business park will increase by \$30,519, from \$692,737 to \$723,256 in 2022.



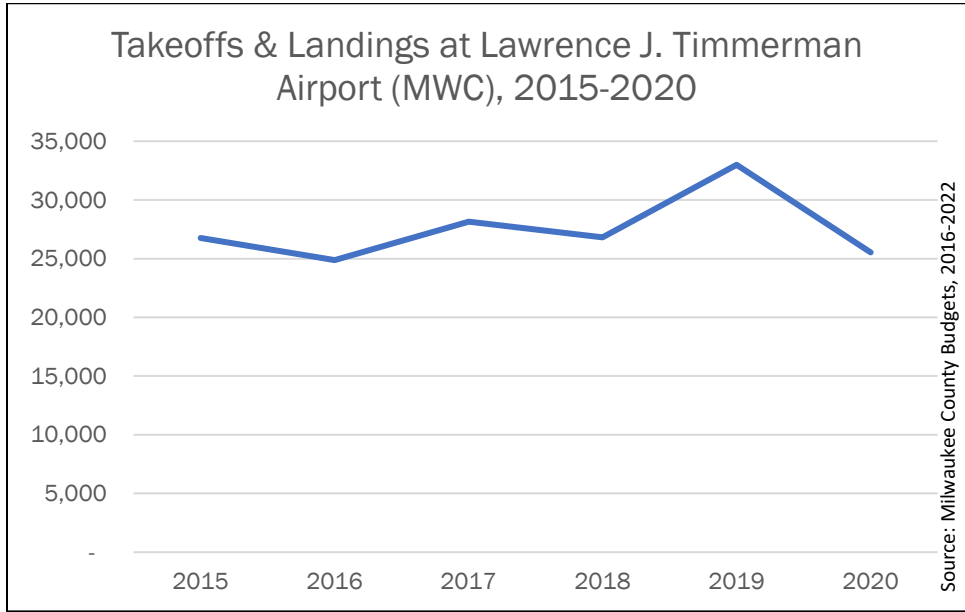
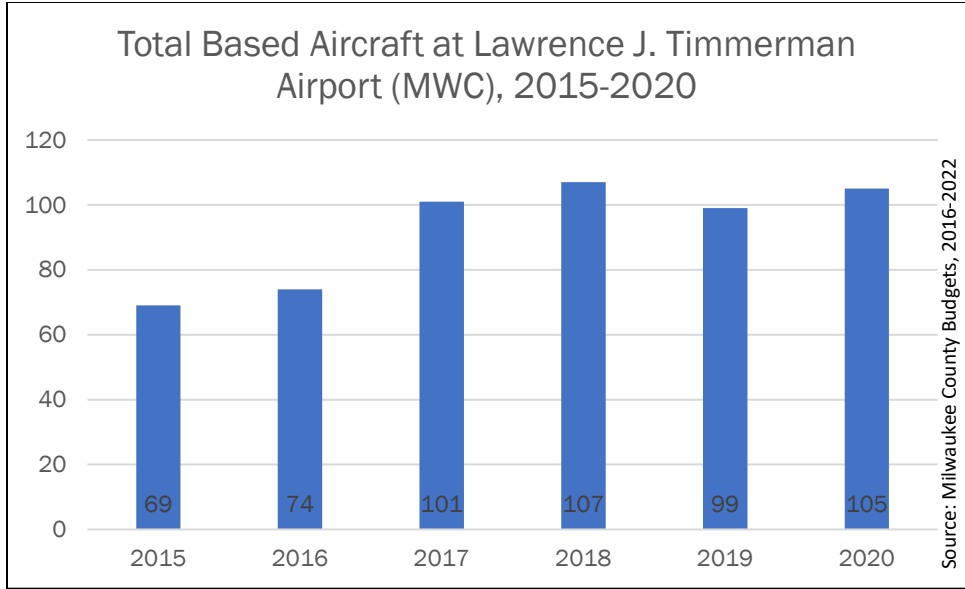


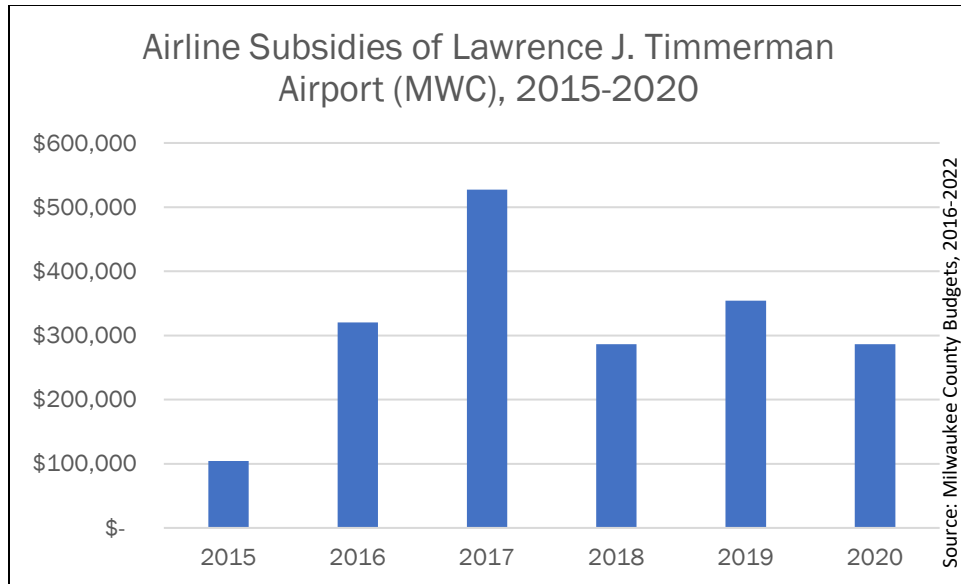
Lawrence J. Timmerman Airport (LJT) (Airport Code MWC)

LJT is a “general aviation reliever” in industry terms, meaning it provides services for private and recreational aviation which otherwise would need to be provided at MMIA. Having LJT as a general aviation reliever reduces congestion and allows for fewer slower-moving aircraft at MMIA. LJT’s operations are likewise subsidized by the MMIA airlines. Increased activity reduces airline subsidies.

Activity at LJT has increased due to the acquisition of a new fixed-base operator, i.e., operating contractor. Originally scheduled for 2018, LJT intends to begin a master planning process in late 2021, planning for the next 20 years. The plan is necessary to qualify for state and federal funding. The commencement of planning was originally intended for late 2019. The study will inform the Airport Division on future development and strategic business opportunities while allowing for future improvement grant applications. The Airport Division reports one future goal may be to upgrade LJT so it may support more small corporate aviation; that would require extending one of its runways to beyond 5,000 feet.

Airline subsidies are budgeted to decrease by \$45,448 from \$482,361 in the 2021 Adopted Budget to \$436,913 in the 2022 Recommended Budget.





LJT 2022 Capital Projects Delayed Due to COVID-19*			
Capital Project Name	Capital Project Number	Expenditure	Delayed Until
LJT Move Security Fence to Accommodate New Security Gate	WA351 (Planning placeholder)	\$221,824	2022
TOTAL	1	\$221,824	

*Projects, costs, and timing are subject to change as Airport staff update the LJT master plan over the next two years

**The Overview of the 2021 Recommended Budget included capital projects in the five-year plan which were delayed but had not yet received expenditure authority from the Board. Those projects are no longer included here.

5090 – Transportation Services

Transportation Services plans, designs, and provides construction management over capital projects relating to county trunk highways, County-owned bridges, and County-owned traffic signals. It also inspects these County assets.

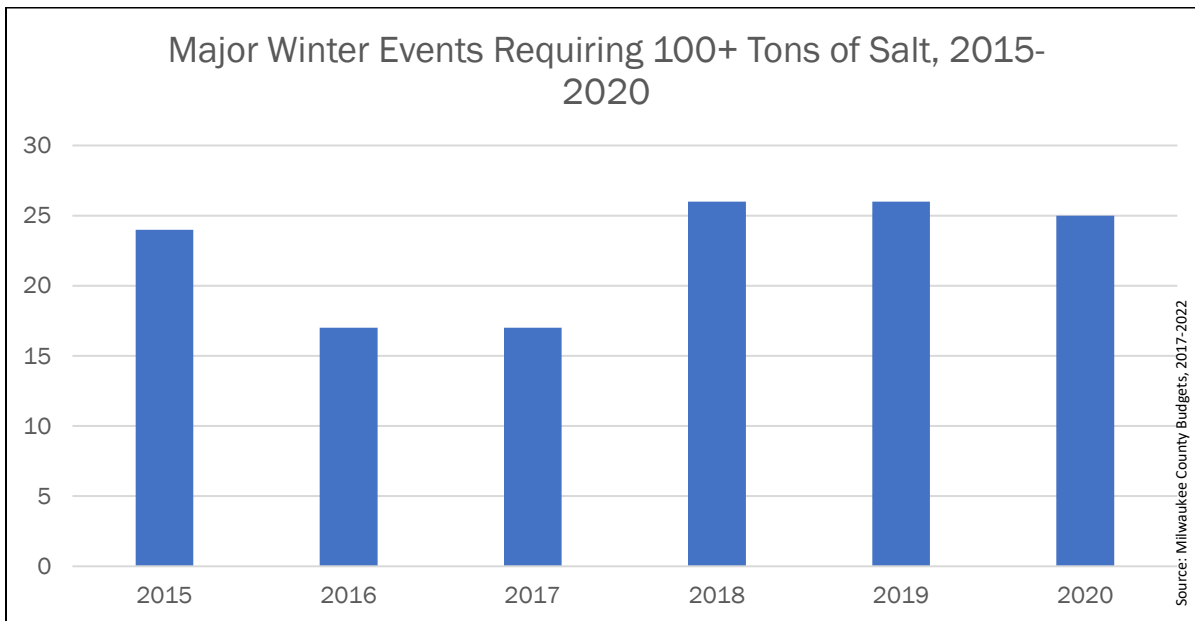
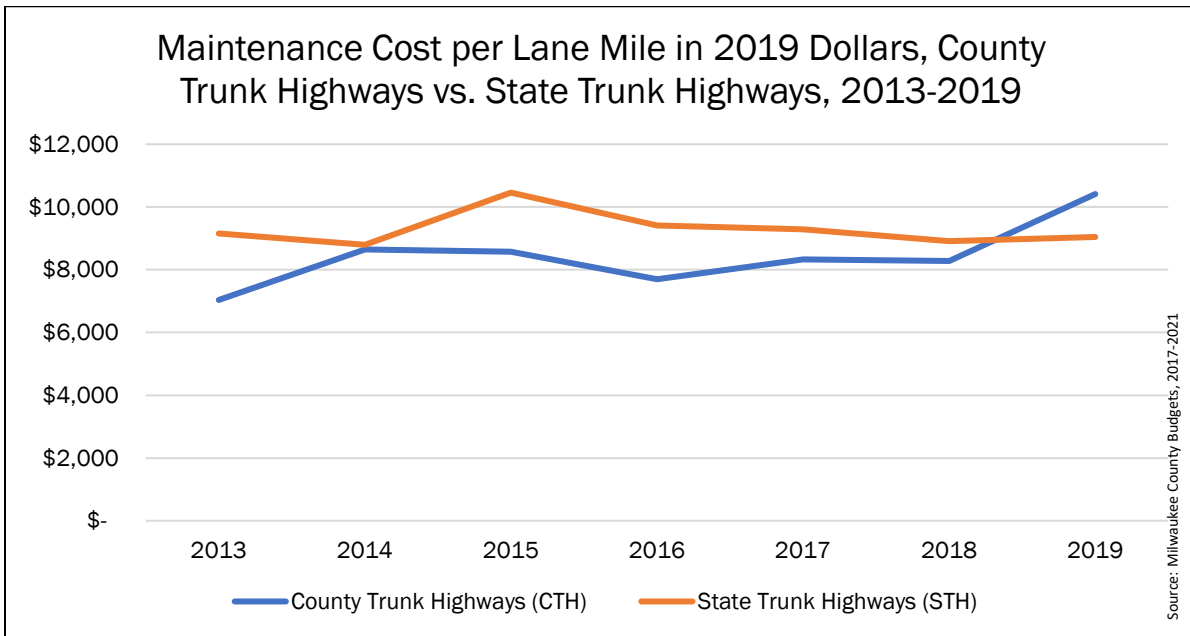
Transportation Services was formerly a section of the 5100-Highway Maintenance Division and is now a separate division as of 2019. The intention is to allow MCDOT to better monitor the Transportation Services' budget and performance.

The 2022 Recommended Budget increases total expenditures by \$137,490 to \$2,159,910.

5100 – Highway Maintenance

Highway Maintenance repairs, maintains, and plows County Trunk Highways and the interstate freeways under the direction of WisDOT. In 2019 the Transportation Services section of Highway Maintenance spun off as its own division to better monitor its budgetary and performance goals.

The 2022 Recommended Budget increases the operating budget of this division by \$907,877, from a budgeted \$23,224,266 in 2021 to \$24,132,143 in 2022. The capital outlay remains budgeted at \$373,361.



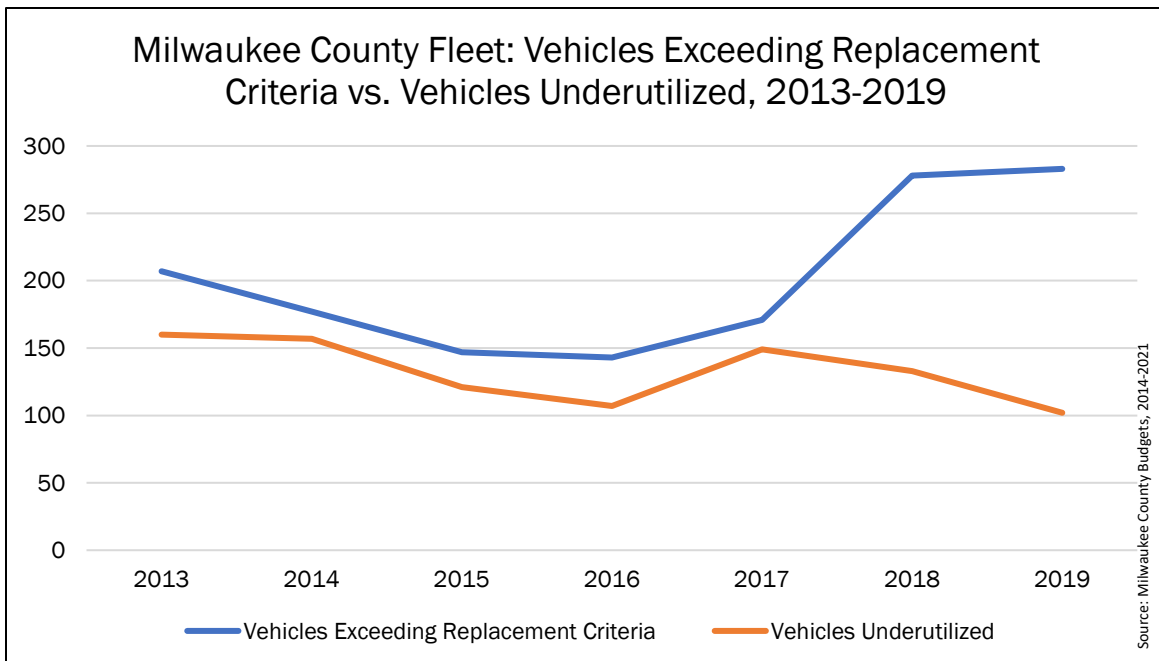
5300 – Fleet Management

Fleet Management purchases, maintains, repairs, and helps with procurement of the County’s stock of approximately 2,206 vehicles and equipment while working with departments to minimize vehicle and equipment inactivity. There are no major changes in 2021. Milwaukee County’s fleet management has been recognized as a “100 Best Fleets” in the Americas from 2016 through 2020 by the 100 Best Fleets of North America organization.

The 2022 Recommended Budget increases the budget by \$2,188,114 to \$18,033,173, from \$15,845,059. Four new positions are created, in part to save money on contracting out for cleaning and maintenance, and to repair accidental damage in-house.

2022 Staffing Changes	
Position	Number FTEs
Create 1 Manager Grounds Facility	+1
Create 1 Facilities Grounds Worker 1 NM	+1
Create 1 Body and Paint Tech	+1
Added 1 Lead Mechanic pursuant to File No. 20-749	+1
Net Effect:	+4

Milwaukee County "100 Best Fleets" Ranking 2016-2020	
Year	Ranking
2016	100
2017	81
2018	69
2019	48
2020	53
2021	No Data



5600 – Transit/Paratransit System

For 2022:

- Barring a significant increase in ridership and/or significant increase in State transit operating assistance, policymakers by 2023 or 2024 will most likely have to make difficult decisions relating to continuity of the transit system once federal COVID relief funds are exhausted
- Milwaukee County has become ever more reliant upon federal and State funds to maintain existing transit service
- There are no changes to any fares
- MCTS will purchase 60 clean diesel buses
- A Southeastern Wisconsin Regional Planning Commission (SEWRPC) 27th Street North-South Transit Enhancement Feasibility [Study](#) is ongoing and is scheduled for completion by the end of this year. It could advise adding bus rapid transit (BRT) in that corridor as the current Purple Line is a heavily utilized route connected with numerous employment, retail, and healthcare destinations
- 2022 will be the first full year of MCTS Next's implementation, allowing for review of the policy
- The East-West BRT is scheduled to begin revenue service in Fall 2022

General

The 2022 Recommended Budget has no major changes for the Milwaukee County Transit System (MCTS) due solely to emergency funding relief provided from the federal Coronavirus Aid, Relief, and Economic Security (CARES) Act of 2020, the Coronavirus Response and Relief Supplemental Appropriations Act of 2021 (CRRSAA), and the American Rescue Plan Act of 2021 (ARPA). Milwaukee County directly received \$191,424,209 from these federal Acts, based on information from the County Department of Transportation. This is despite recent actions taken by the State of Wisconsin, which reduced transit operating assistance to Milwaukee and Madison by 50 percent or around \$32.7 million for Milwaukee County in 2022. Federal funds must be spent by 2025 but are projected to be exhausted by 2024 or sooner.

Without the CARES Act MCTS was initially projected to have had a \$10.6 million budget gap for 2021. The deficit stems from rising costs, stagnant State operating assistance, a decline in tax levy and a definite decline in ridership revenue in 2021 due to COVID-19. However, farebox revenue has trended downward even prior to COVID-19. Instead, federal COVID relief allowed for a MCTS tax levy reduction of around \$3 million in 2021 with a small increase of \$144,026 for 2022. This shows that while transit is important to the community, its funding must compete with other important County priorities as it does not have a designated funding source.³

Federal COVID relief serves as a short-term temporary stopgap, but its tenure has been greatly diminished. During deliberations in for the 2021-2023 Wisconsin Biennial Budget, [a majority of the Legislative Joint Committee on Finance](#), including a Milwaukee County state representative, for 2022, reduced by 50 percent the transit operating assistance for the Milwaukee County Transit and Madison Metro systems due to their receiving federal COVID relief, despite every other Wisconsin transit agency also receiving COVID relief dollars ([File No. 21-515](#)). The full Legislature subsequently approved and the Governor signed the budget. Although, [the Governor later appropriated \\$19.7 million](#) in federal ARPA funds to mitigate the legislature's fiscal impact.⁴

³ Inflationary costs-to-continue are accounted for in the \$5 million. Also, vehicle registration fee (VRF) dollars are not strictly designated for transit though in practice transit receives the vast majority of that revenue

⁴ For 2022, the Recommended Budget proposes using \$6.36 million of the \$19.7 million State-appropriated ARPA funds toward purchase of 60 replacement buses. The remainder is projected to be used for operational costs.

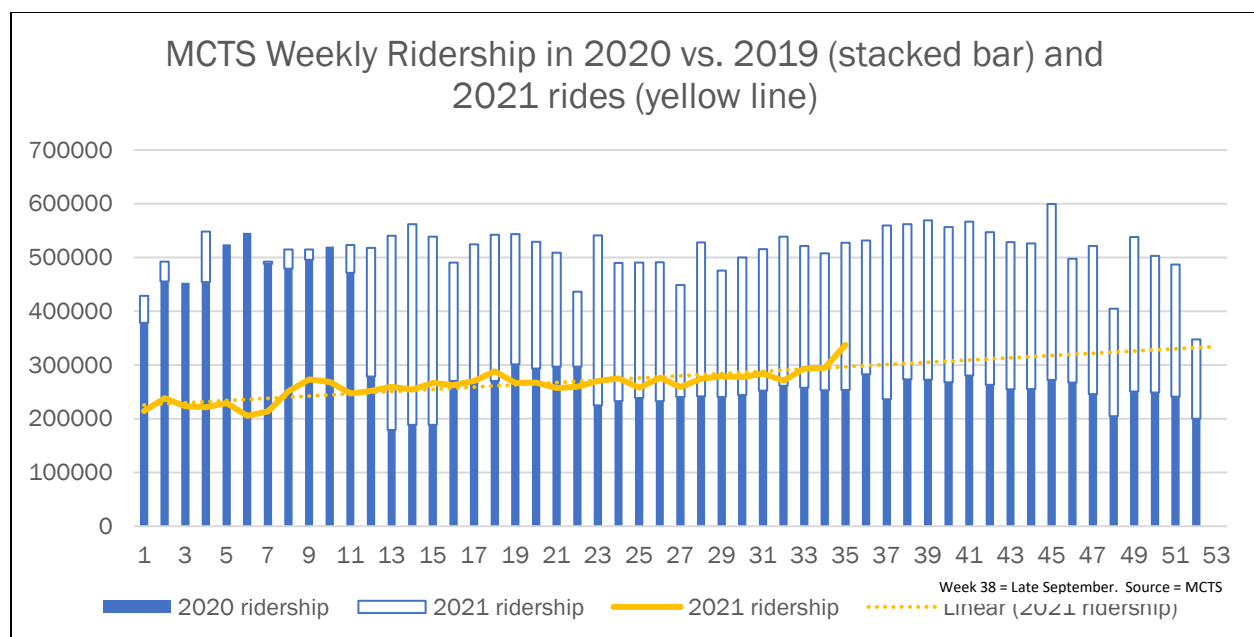
While policymakers have been able to avoid difficult decisions for MCTS until the depletion or expiration of federal COVID funds, recent State action will hasten such a date barring a dramatic increase in ridership above pre-Pandemic levels and/or a substantial reversal of declining State operating assistance. Analysis from the Southeastern Wisconsin Regional Planning Commission shows that without a substantial increase in State transit operating assistance, a racial disparate impact is inevitable (File Nos. [21-396](#) & [21-397](#)), working against Milwaukee County’s declared mission to end racial disparities and improve its public health metrics.

Local policies seeking to reverse the long-term trend in ridership decline and procuring a secure transit funding source rising with inflation will be essential for policymakers to avoid further transit service reduction (see also File No. [20-406](#)). On the microlevel, improving bus frequency via MCTS Next and speed via bus rapid transit are two policies which may attract ridership and yield more direct revenue. Yet on the macrolevel, ridership may not rebound due to Milwaukee County land use patterns and until the COVID-19 pandemic is safely in the past. Ridership declines may require the following in future budgets: tax levy infusions, other revenue increases, route reductions, or a combination thereof.

Even before COVID-19, MCTS has faced a decades-long ridership decline due to a variety of factors and would have had further challenges without the pandemic. As ridership has dropped and costs have risen faster than revenues, and absent a stable funding source, MCTS has had to balance its budget in part by raising fares while cutting routes and other operational expenditures. Many of MCTS’ challenges also stem from structural problems endemic to American transit systems.

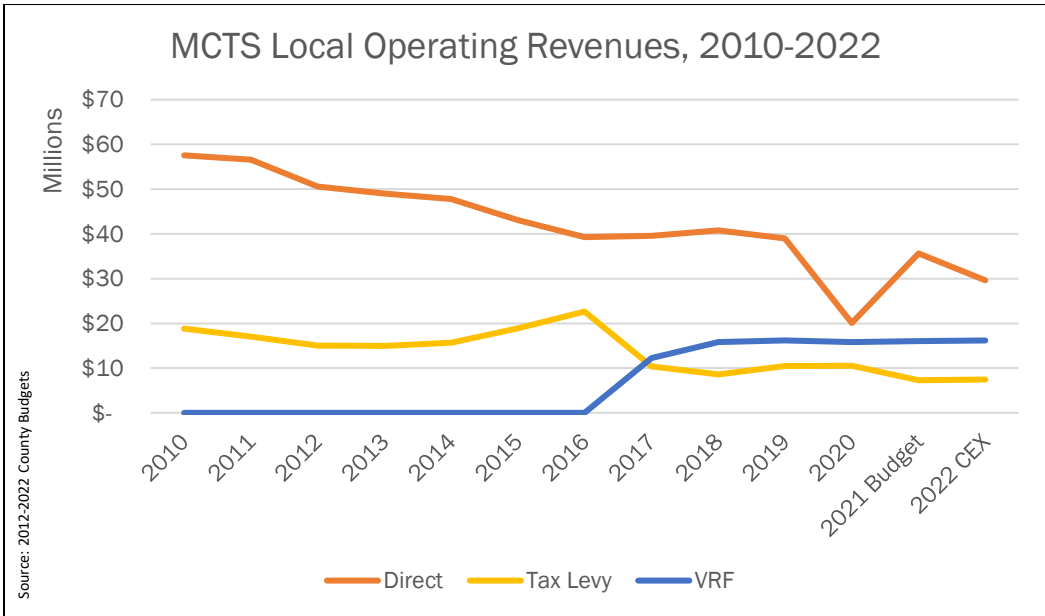
Despite the challenges faced by MCTS, a 2017 audit prepared for the Wisconsin Department of Transportation by SRF Consulting Group found MCTS as “an efficient transit system with dedicated employees that is hampered by inadequate capital and operations funding.” A WisDOT “Public Transit System Cost Efficiency Report” released in July 2019 found on most metrics MCTS is comparable or more efficient than peer systems and all other Wisconsin transit systems.

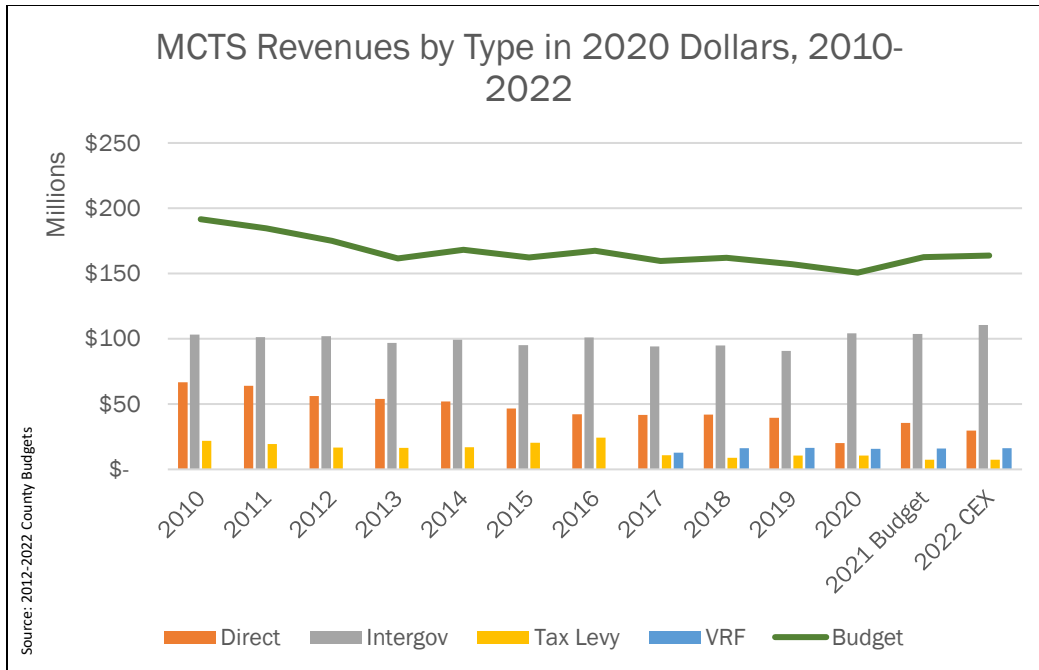
MCTS has three major initiatives called MCTS Next, the East-West Bus Rapid Transit (BRT), and North-South Transit Enhancement which are designed to improve service, increase ridership, and revenue.



Past & Projected Federal COVID Relief Appropriations for MCTS*						
Fund Use	2020	2021	2022	2023	2024	2025
Transit Operations	\$31.5 million	\$26.5 million	\$71.88 million	\$25 million	\$14.3 million	\$0
Long Range Transit Plan^	-	\$1.2 million	-	-	-	-
North-South Transit Enhancement Project (Capital)	-	-	\$20 million	-	-	-
Couture BEB Charger** (Capital)	-	-	\$1 million	-	-	-
Annual Total	\$31.5 million	\$27.7 million	\$92.88 million	\$25 million	\$14.3 million	\$0
Total Direct Appropriations to Milwaukee County: \$191.4 million*						
Source: MCDOT						

*Does not include \$19.7 million of ARPA funds appropriated from the Wisconsin Governor in part (\$6.36 million) being used for the 2022 local match of bus replacement purchases subject to FTA approval
 **The Couture BEB Charger, part of Capital Project WT126 – BEB Infrastructure and is still under development. A fund transfer may be requested in 2022 otherwise the project will be pushed back to 2023 depending on the project’s development progress
 ^See Org. Unit 5800 – MCDOT Director’s Office
 ***Numbers may not add up correctly due to rounding





Structural Challenges to MCTS’ Finances and Ridership (also see File No. [20-406](#))

MCTS has existed as a public entity since 1975 when Milwaukee County acquired the transit assets from a formerly public company which could no longer remain profitable. Like elsewhere in the United States, public land use decisions (i.e. suburbanization and various zoning requirements⁵) have made it more difficult for public transit to be efficient and all levels of government have generally prioritized and subsidized automobile travel and parking over public transit, including with land use policy.

Land use policy, including auto-centric land use policy, begets transportation policy. The Federal Transit Administration [writes](#):

Transit benefits from maintaining and extending the pre-automobile design of American cities; that is, a mixture of land uses within compact corridors easily served by transit lines. Many cities have zoning ordinances and subdivision regulations that do not permit such development to be constructed, not even in areas that already are transit-oriented. Modifying land use policies to permit growth that is concentrated around transit nodes and corridors will help to maintain and increase transit’s base of riders in the future.

At the metropolitan scale, policies which eliminate barriers to in-fill development and concentrated growth in central areas well-served by transit can increase transit use. When major investments such as rail lines or busways are planned, careful attention to station-area land uses can have long-term payback. At a finer scale, transit-oriented development consists of land uses which are pedestrian-friendly.

While most local land use decisions are primarily made by municipalities and not counties, Milwaukee County may at times have the opportunity to directly influence land use regarding how it sells and builds upon its properties, prioritizes and provides subsidies for automobile use by providing free

⁵ Examples include: separating land uses, banning mixed-use properties, minimum lot sizes, maximum density rules, minimum parking standards, minimum setback requirements, and more

storage of private property in high-demand public roadways,⁶ and whether the interstate system (File Nos. [21-378](#) & [21-758](#)) and the County's network of county trunk highways should be [widened](#), adding to the County's portfolio of depreciating assets at the further expense of property tax base, while the County is already fiscally constrained and other tools and policies exist which actually mitigate urban congestion are available.⁷

As automobile use is incentivized through land use decisions and subsidies, growth in incomes to purchase autos and relatively inexpensive fuel deter ridership as well. More recently, research suggests increases in bicycling, bike sharing, electric scooters, and particularly transportation network companies (TNCs)⁸ may also negate public transit ridership.

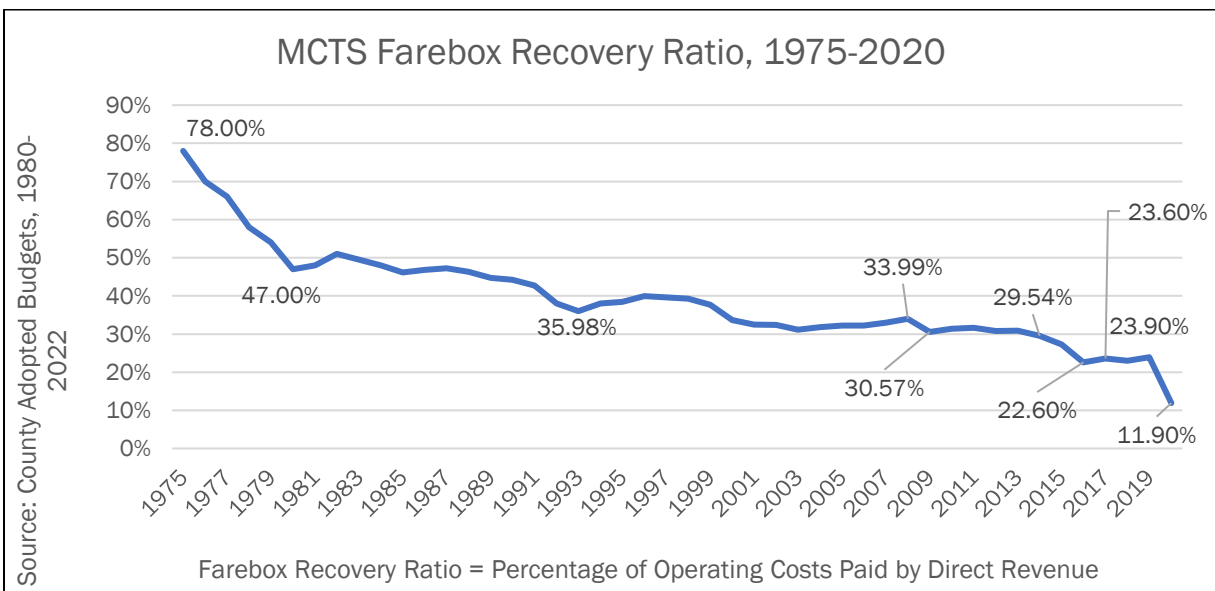
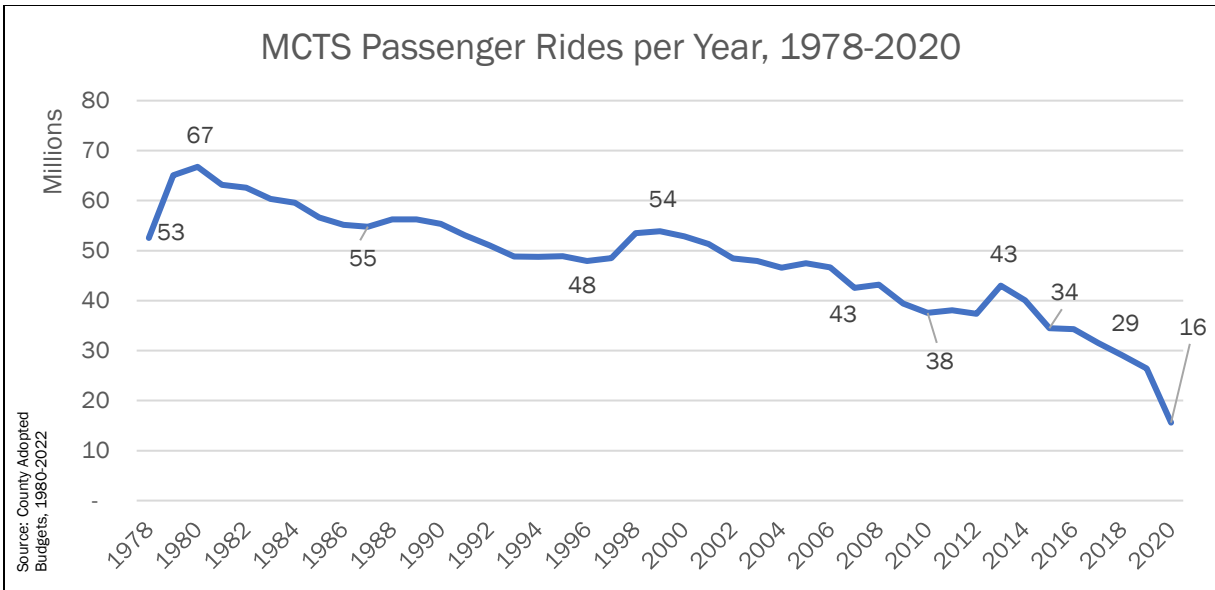
Specific policy decisions which local governments make can also have dramatic effects on ridership. These may include less reliable service, fare increases, and service cuts. How services are cut also matter. Past practice for MCTS' budget cuts included removing the number of buses from routes which generally requires buses coming less frequently and therefore being a less reliable form of transportation. That thereby tends to reduce ridership. Maintaining inefficient routes, including to unproductive suburban industrial parks (see [File No. 20-227](#)), rather than diverting resources to more popular routes, can further deter ridership. Lastly, bus stops spaced too closely together also increase travel time and make transit ridership less reliable and convenient.

The figures below reflect how MCTS has generally followed the national trends. Ridership has trended downward almost since MCTS become a public entity. Likewise, the farebox recovery ratio, the percent of operating costs paid for through transit fares, has similarly trended negatively. However on a microlevel, MCTS' initiatives which include [MCTS Next](#), the [East-West Bus Rapid Transit](#), and any [transit enhancement of 27th Street](#) (See also Capital Project WT15301) may work toward reversing the negative ridership trend. Prior to COVID-19, similar programs in other cities had shown positive results. But at the macrolevel, perhaps the single greatest structural factor in improving transit ridership would be land use and transportation decisions which do not subsidize and prioritize automobile usage above moving the most people via transit, pedestrian walkability, and cyclists.

⁶ See: Donald Shoup, [The High Cost of Free Parking](#) 3rd Ed. (New York: Routledge, 2019)

⁷ See: Charles L. Marohn Jr., PE, [Confessions of a Recovering Engineer: Transportation for a Strong Town](#) (Hoboken, NJ: Wiley, 2021)

⁸ Uber and Lyft are the two most prominent TNCs in the United States

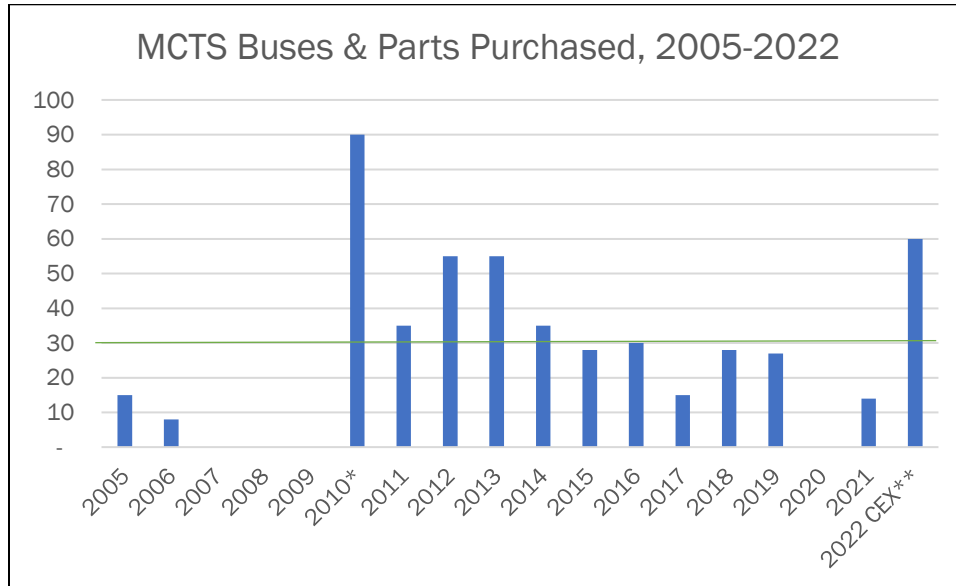


Bus Replacement

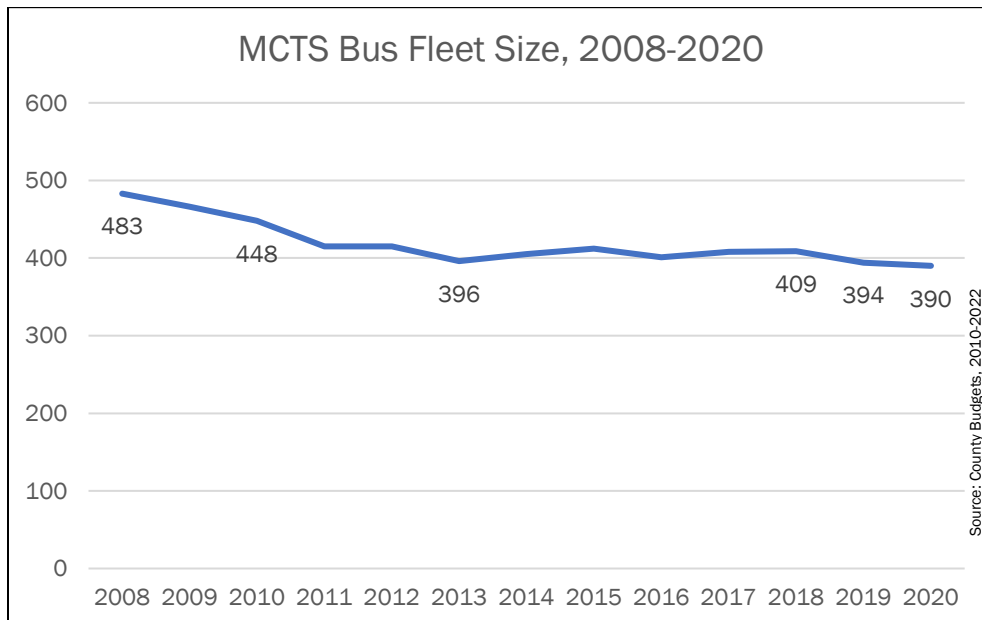
The threshold for when buses reach the end of their useful lives to qualify for capital assistance funding from the Federal Transit Administration (FTA) for MCTS' buses is minimally 500,000 revenue miles or 12 years of revenue service. When MCTS' buses reach the end of their useful lives, MCTS' general goal is to replace approximately 30 buses per year, but in practice that varies due to the availability of local and federal funds and the depreciation of various bus cohorts. Also, as Milwaukee County is increasingly able to afford less and less bus service, the need for more bus purchases also decreases. At present there are more than 100 buses which have reached the end of their useful lives under FTA criteria.

The proposed purchase of 60 buses for 2022 is warranted in part through the use of one-time \$6.36 of the \$19.7 million in federal ARPA funds [appropriated from the Wisconsin Governor](#) in the wake of the Wisconsin Legislature cutting transit operating assistance by 50 percent [solely for Milwaukee and](#)

[Madison](#). Milwaukee County's cut was approximately \$32.7 million for 2022. The remaining local match is paid for with grant money stemming from the federal 5307 and 5339(a) formula grants. MCDOT is in the process of confirming with the FTA that State ARPA dollars can be used as a local match.



*Federal stimulus allowed for purchase of 45 buses with 100% federal funds, 90 total were purchased, all of which are at or near their life expectancies
 **State dollars from the US CARES Act of 2021 will cover the 20% local share
 ***The green line shows the preferred annual average bus replacement

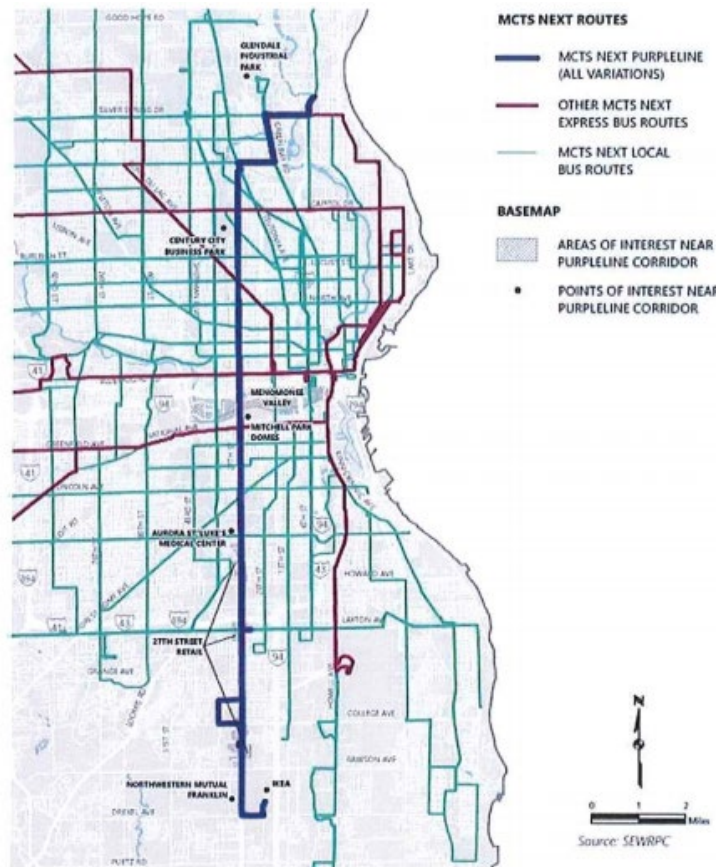


North-South Transit Enhancement Study

Led by the Southeastern Wisconsin Regional Planning Commission (SEWRPC), this [study](#) may lead to the recommendation of a bus rapid transit line or other form of transit augmentation along 27th Street in the north and south of the County, a busy transportation corridor for residents. SEWRPC has reached out to local stakeholders while conducting its feasibility study. The study is due for completion by the end of 2021 and a final recommendation with a locally preferred alternative will be forthcoming by the end of 2021 (File Nos. [20-897](#), [21-273](#), and [21-927](#)).

Capital Project WT15301 – North-South Transit Enhancement would, in 2022, appropriate \$20 million in capital funds for engineering, design, and environmental review of the locally preferred alternative which will be determined from the SEWRPC study by the end of 2021.

Ongoing MCTS Projects



Major Initiative: MCTS Next

MCTS has undertaken its MCTS Next program to improve service by increasing frequency and reducing the time it takes for passengers to arrive at their destinations. The County Board approved MCTS Next in September 2020 ([File No. 20-476](#)). Phase One began in March 2021 ([File No. 20-881](#)). Phase Two began in June 2021 ([File No. 21-430](#)), and Phase Three began at the end of August 2021 ([File No. 21-598](#)). 2022 will be the first full year of MCTS Next’s implementation. Upon completion of a full year of MCTS Next’s implementation, MCTS will be able to assess the initiative’s impact.

Prior to County Board approval, 60 percent of MCTS routes were low frequency and 40 percent were high frequency, the latter meaning buses arrive at bus stops every 15 minutes or less. MCTS is reversing that ratio so 60 percent of MCTS routes are high frequency with shorter wait times.

An important aspect of this is to decrease the number of stops, requiring slightly longer walks to the bus stop for some. The tradeoff is passengers would arrive at their destinations faster. More stops increase the time spent merging in and out of traffic, waiting for people to load and unload, and subsequently being caught at red lights. An online video explains the concept [here](#).⁹

BENEFITS OF REDESIGNING ROUTES

- FREQUENCY:** Buses come more often
- SPEED:** Shorter travel times
- TRANSFERS:** Less waiting when transferring between routes
- ACCESS:** More residents will have access to high frequency routes

What is High Frequency?
High frequency buses arrive every 15 minutes (or better)

Major Initiative: MCTS’ East-West Bus Rapid Transit and Battery-Electric Bus Acquisition

Proposed in 2015 ([File No. 15-755](#)) and Board-approved for development in 2016 ([File No. 16-261](#)), the MCTS’ proposed East-West Bus Rapid Transit project (BRT) will feature improved speed and frequency of service. After receipt of federal funds late last year, construction has begun and is ahead of schedule.

The East-West BRT follows principals of MCTS Next but will differ where most bus routes will continue to share the roads with other automobiles in what is called “mixed traffic.” The BRT on the other hand, will operate in its own “dedicated right-of-way” for about 50 percent of the nine-mile route between the Couture ([File No. 21-491](#)) in Downtown Milwaukee to the east and the Milwaukee Regional Medical Center (MRMC) and Watertown Plank Road Park and Ride to the west. Buses traveling in “dedicated rights-of-way” are less likely to experience traffic delays, increase road safety for pedestrians, and will operate with traffic signal priority. Other features of the BRT include off-board fare payment machines, level-boarding which eases the ability for elderly and disabled individuals to embark and disembark, and battery-electric buses which reduce emissions and improve fuel efficiency.

The 2019 Adopted Budget required MCTS to begin acquisition of battery-electric buses (BEBs). MCDOT applied for a federal Lo-No Grant in May 2019 for four BEBs which was awarded in July 2019 for deployment along the BRT route (File Nos. [19-439](#) & [19-911](#)). Capital Project WT12501 in the 2021 Capital Budget authorized purchase of 15 BEBs, 11 for the BRT route, while four more BEBs will be deployed elsewhere in the MCTS service area (see also [File No. 20-535](#)).

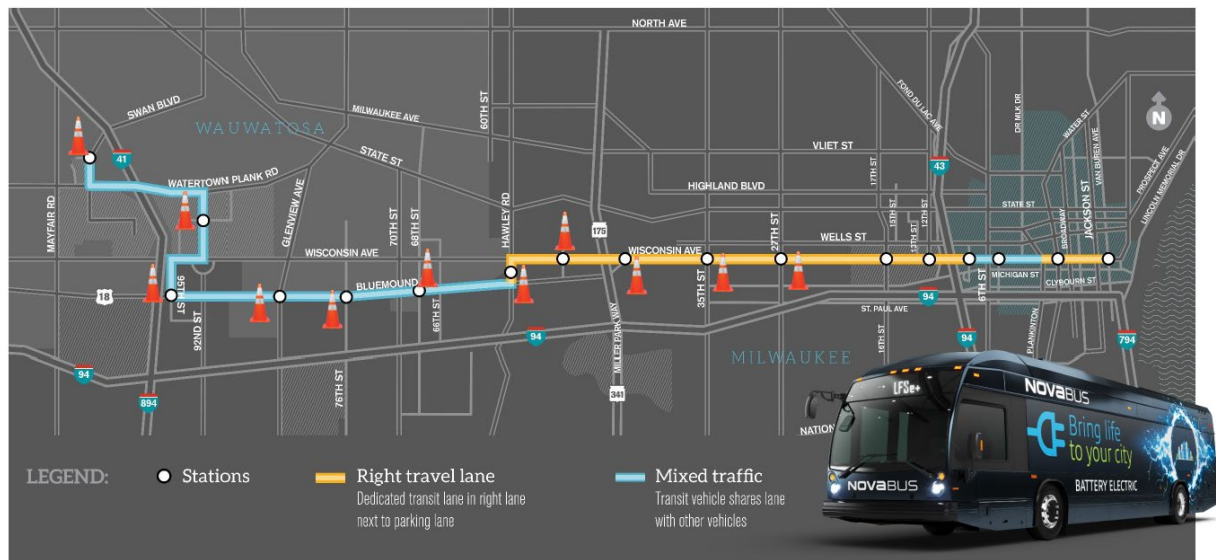
For primary federal funding of 80 percent with a 20 percent local match, MCTS submitted its amended application in September 2018 expecting to receive federal approval by August 2019, but that did not occur until May 2020. The delay may have been due to what the federal Government Accountability Office (GAO) termed as the Federal Transportation Administration (FTA) being noncompliant with Congressional mandates relating to distributing Capital Investment Grant Program (CIG) appropriations in [GAO-18-462](#), and in [GAO-20-512](#), the GAO determined, “FTA’s policies and practices for the Capital Investment Grants program do not fully align with three practices GAO has previously

⁹ “Bus Stop Balancing,” <<https://vimeo.com/240382367>>.

identified that federal agencies should follow to help ensure the effectiveness and transparency of their reviews” ([File No. 20-475](#)).

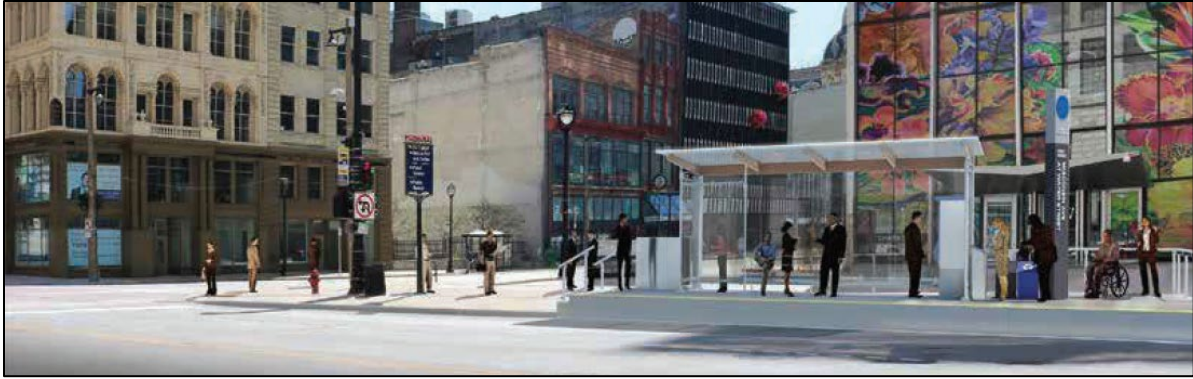
In December 2020, the County Board authorized the County DOT to receive federal CIG funds for the BRT project and grant funds were received on December 14, 2020 (File Nos. [20-916](#) & [21-432](#)). Construction began in June 2021 ([File No. 21-591](#)) and as of this writing, progressing from west to east, construction for stations and dedicated rights-of-way may, weather-permitting, reach 27th Street and is ahead of schedule for completing 35th Street before the end of 2021 (File Nos. [21-780](#) & [21-931](#)). Revenue service is scheduled to begin in Fall 2022.

The East-West Corridor EAST WEST BRT



CONSTRUCTION



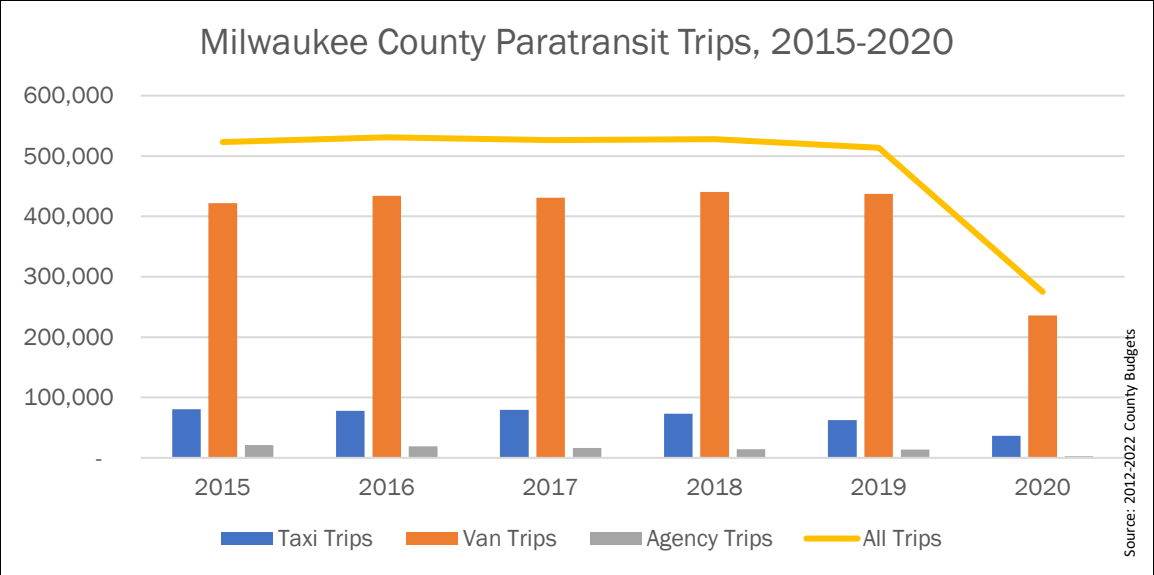


Paratransit

MCTS contracts with outside providers for the Transit Plus paratransit program for those who are Americans with Disabilities Act paratransit eligible. COVID-19 has decreased demand for paratransit service but reported increased costs per ride due to social distancing requirements. In 2021 and 2022 MCTS has anticipated similar costs to pre-pandemic levels with ridership still being significantly reduced due to the ongoing pandemic.

MCTS annually applies for federal Section 5310 funding to cover paratransit costs, community outreach, and ADA sensitivity training.

For 2022, MCTS anticipates a return to pre-pandemic levels of paratransit ridership with a modest inflationary cost increase. However, Paratransit absorbed some of the cut from the [Wisconsin Joint Finance Committee's targeted reduction](#) of \$32.7 million from Milwaukee County's transit operating assistance for 2022. The subsequent reduction in intergovernmental revenue has been compensated for with an influx of tax levy dollars.



5800 – Director’s Office

The Director’s Office oversees all County Department of Transportation divisions as well as Milwaukee Mitchell International Airport, Lawrence J. Timmerman Airport, and the Milwaukee County Transit System (MCTS).

The 2022 proposed budget increases the Director’s Office by one full-time equivalent (FTE) to eight FTEs for a position the County Board approved in [File No. 21-602](#). The office’s budget increases by \$142,520 from \$266,839 to \$409,359.

Initiative: Long-Term Transit Plan

The Milwaukee County Department of Transportation (MCDOT), out of the Director’s Office, is beginning a 10-to-15-year long-range plan which is intended to allow the County to identify current and potential transportation modes and infrastructure for Milwaukee County residents inclusive of but in addition to conventional automobile and transit modes contained within the Southeastern Wisconsin Regional Planning Commission’s (SEWRPC’s) regional land use and transportation plan, [Vision 2050](#). Additional transportation modes may include pedestrian walkability and cycling, among others. The overall objective is to improve individual mobility within the County coinciding with addressing racial disparities and the impacts of COVID-19. The plan would also identify alternative funding sources to the tax levy and potential efficiencies toward making Milwaukee County more fiscally sustainable. According to MCDOT, this may be the first County comprehensive transit plan in more than 50 years.

In so doing, MCDOT intends to collaborate with the Wisconsin Department of Transportation (WisDOT), SEWRPC, other local governments in the Milwaukee Urbanized Area, and the private sector, to strategize and identify transportation opportunities.

The position the County Board authorized in [File No. 21-602](#) will be the lead individual for this plan.

Initiative: Jurisdictional Highway Plan

In collaboration with SEWRPC, the Director’s Office is undergoing a new [jurisdictional highway plan](#), a County-specific highway subset of the overall regional land use and transportation plan, [Vision 2050](#). The last Milwaukee County Jurisdictional Highway Plan was developed in [1969](#).

HEALTH & HUMAN SERVICES FUNCTION

6300 – Mental Health Board – Behavioral Health Services

The Wisconsin State Legislature created the Milwaukee County Mental Health Board (MHB) with the passage of [2013 Wisconsin Act 203](#), removing the Behavioral Health Division from the purview of the Milwaukee County Board of Supervisors. The MHB is governed by a group of mental health professionals, mandated by statute. They are tasked with the operational governance of the Behavioral Health Division of Milwaukee County, which includes all program and service functions related to mental health.

Per State statute, the County Board “shall incorporate into the budget for Milwaukee County” the “tax levy amount as proposed by the County Executive.” State statute mandates that the MHB may not propose a tax levy that is less than \$53 million, nor more than \$65 million. The total tax levy for 2022 is \$53,00,000 a decrease of \$80,449 from the 2021 Adopted Budget amount.

Major changes or initiatives include:

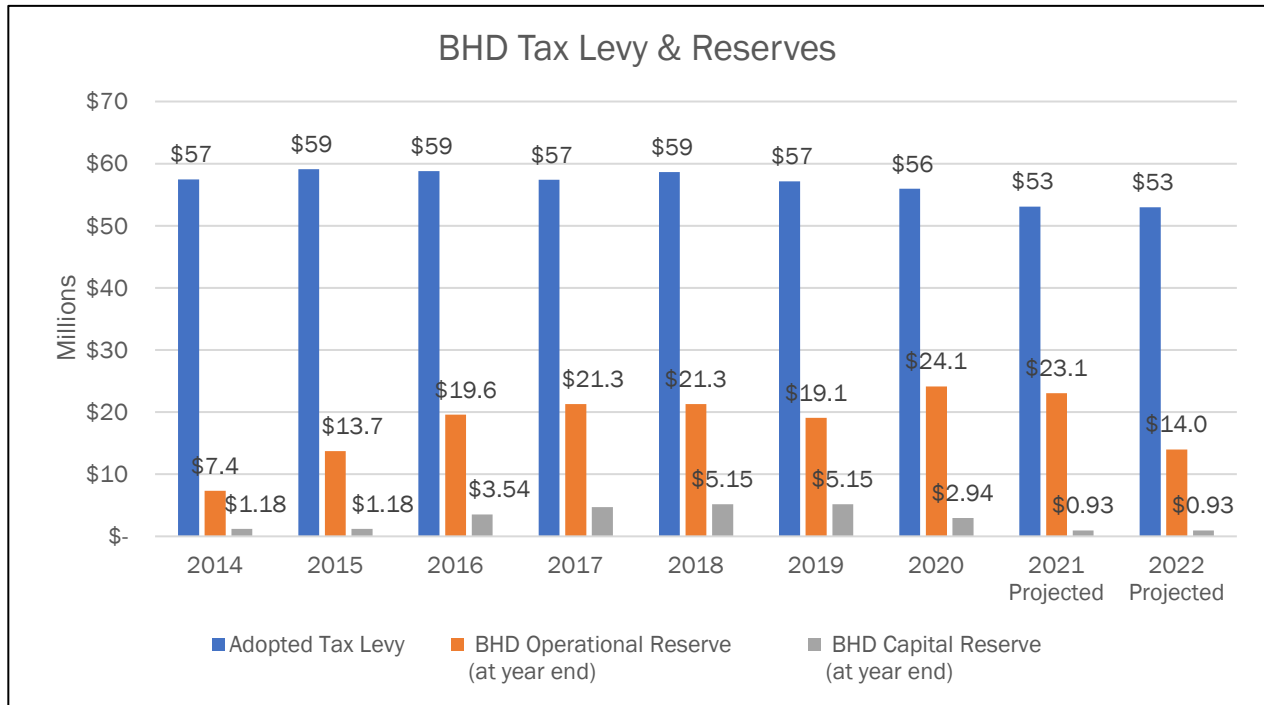
- In 2022, BHD will withdraw \$9.1 million in reserve funds to support the closure of the County-operated hospital and transition to the new delivery service models at [Granite Hills Hospital](#) and the Mental Health Emergency Center.

Expense	Cost
Overtime expenditures	\$1.2 million
Inpatient revenue reduction	\$1.5 million
Retention and bonus payments to staff impacted by closure	\$1.8 million
Operational start-up costs for Mental Health Emergency Center	\$3.3 million
Relocation of Administrative Staff	\$1.0 million
Pilot mobile Crisis Assessment Mobile Team	\$0.2 million
Total Amount from Reserves	\$9.1 million

- In 2022, inpatient services will transition to the new Granite Hills Hospital operated by Universal Health Services due to the closure of the County-operated hospital. There are 16 adult beds and one Child and Adolescent unit for individuals under 18 at the hospital.
- The Psychiatric Crisis Services (PCS) emergency room will close by June 2022 and transition to the new [Mental Health Emergency Center](#) (MHEC) in Spring 2022. The MHEC is in the 1500 block of North 12th street. The MHEC will operate in partnership with Advocate Aurora Health, Ascension Wisconsin, Children’s Wisconsin, and Froedtert Health.
- In 2022 the Crisis Mobile Team (CMC) will merge with the Adult Crisis Mobile Team to form one cohesive unit capable of providing services across the lifespan. An appropriation of \$225,000 is included in the 2022 Recommended Budget to support the collaboration of the Crisis Response Team with the Office of the Sheriff.
- In 2021 DHHS began its No Wrong Door initiative to provide services to people regardless of which door they enter. To support this initiative in 2022, Wraparound Milwaukee will operate the children’s intake area to connect youth and their families with programs and services offered by Wraparound Milwaukee and the Division of Child, Youth, and Family Services.
- An additional \$11.0 million is included to support the expansion of community mental health and crisis services.

Under Wisconsin State Statute § [51.41\(4\)\(d\)](#), the treasurer must hold any funds that have not been spent or encumbered by the MHB in a mental health reserve fund. Any funds over \$10 million “may

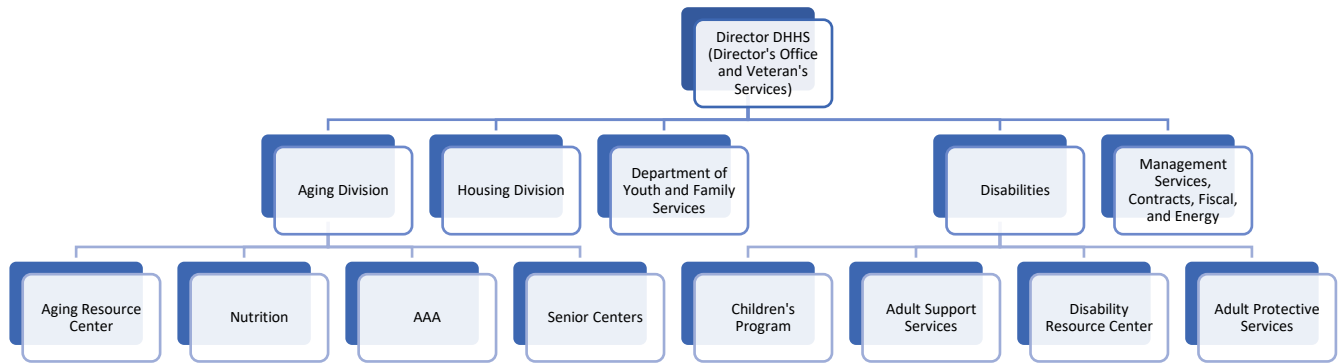
be used at any time for any mental health, function, program, or service in Milwaukee County.” Additionally, Wisconsin Statute § [46.18\(13\)](#) requires an annual cash reserve contribution of 2% of the original cost or appraised value of buildings of “existing mental health infirmary structures and equipment.” Both the 2021 Adopted Budget and the 2022 Recommended Budget include a \$2 million expenditure abatement. Such abatements and other unbudgeted revenue or expenditure changes throughout the year may impact BHD’s financial position at year-end and may result in additional contributions from the reserves beyond those already budgeted. The chart below details the adopted levy, operational reserves, and capital reserves for BHD. The 2021 and 2022 year-end projections include only budgeted and adjusted budgeted withdrawals and do not include any potential withdrawals due to the year-end financial positions.



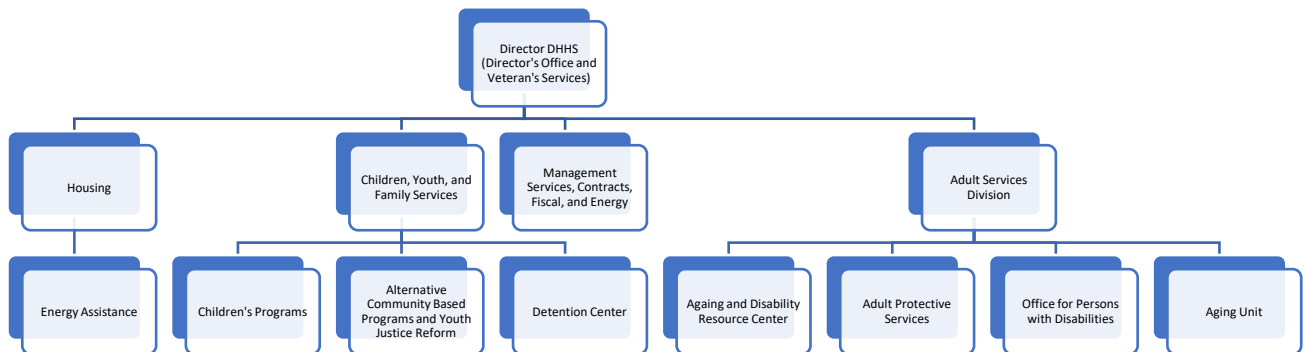
8000 – Department of Health & Human Services

The Department of Health and Human Services (DHHS) has undergone divisional restructuring to better align with the department’s “No Wrong Door” initiative that connects residents to services regardless of demographics or economic status or point of entry for services. The department is comprised of five service areas: the Director’s Office, Children, Youth, and Family Services (CYFS) (former Division of Youth and Family Services), Adult Services Division (ASD) (former Disabilities Services Division and Aging Division), Housing Division, and Behavioral Health Division (budgeted in org. 6300). The changes are outlined in the 2021 Org Chart and the 2022 CEX Recommended Org Chart (see below).

Current Organizational Chart



2022 Recommended Organizational Chart



The 2022 Recommended Budget increases expenditures by \$7,404,649 and revenues by \$7,408,796 for a tax levy decrease of \$4,147. The Recommended Budget creates five positions, of which four are tax levy funded. Additionally, an appropriation of \$520,000 is included for salary adjustments for over 50 percent of Human Service Workers as well as supervisors, and support staff of the Aging and Disability Resource Center to address equity issues for those critical frontline staff. The pay equity adjustments for those employees are offset by revenues generated from the programs they support.

In 2022, DHHS will continue the implementation and refining of its “No Wrong Door” initiative. To refine the vision of the “No Wrong Door” initiative, the department developed an adult system of care

and a children's system of care. The adult system of care will provide services for adults including aging adults and adults with disabilities. The adult system of care also includes integrating the Aging Resource Center, Disability Resource Center, and Office for Persons with Disabilities, which transitioned from the Department of Administrative Services. In addition, the Division of Youth and Family Services and children's programs within the Disabilities Services Division (DSD) have been integrated to form the new Children, Youth, and Family Services Division that will service the children's system of care.

Veteran's Services remains under the Management Services Division of DHHS. Veteran's Services assist veterans and their families with determining eligibility for State and Federal veteran's benefits. Veteran's Services connects veterans with energy assistance, housing assistance, and other programs. Additionally, this area maintains the Needy Veteran's fund which provides emergency financial aid to veterans and their families for housing, security deposits for homeless veterans moving into independent living, and burial assistance for indigent veterans.

Division of Children, Youth, and Family Services (CYFS)

Starting in 2022, the title for the Division of Youth and Family Services is changed to Children, Youth, and Family Services (CYFS). All programs for children and their families are now included in this division as well as youth justice reform, community-based alternative programming services for youth involved in the justice system, and the Vel R. Phillips Youth and Family Justice Center. As part of the new integration of services into this division, Wrap-around Milwaukee will provide intake services for new enrollments for children's programming services.

The transition of children's programming from the former DSD into the CYFS reflects a shift in expenditures of \$21.2 million, revenues of \$20.4 million and net tax of \$800,000. Additionally, 23 personnel positions from DSD were transferred to support this integration. The Birth to 3 Program, Children's Long-Term Support (CLTS) waiver program, and the Children's Community Options Program (CCOP) are now housed in this division. These programs offer supportive services so children can remain in their homes and their communities. Additionally, early intervention services provide support to families of children with developmental delays in a therapeutic/educational format to ensure children are ready for school by the age of three.

The CLTS Program continues to expand. In 2021, the program averaged about 20 new cases per month, an increase of 13 percent compared to 2020. As a result of this expansion, expenditures and revenues in this program increased by \$4,369,135.

CYFS has continued its work to transform the youth justice system. Since the passage of [Wisconsin Act 185](#) authorizing the closure of Lincoln Hills and Copper Lake Schools, DHHS has been developing a plan to support Milwaukee County youth upon the closure of the facilities. Actions by the Wisconsin State Legislature for the creation of Secured Residential Care Centers for Children and Youth (SRCCCY) have stalled and the last action taken by the State of Wisconsin was in March of 2020 ([File No. 20-21](#)). At that time, the CYFS was awarded \$15.2 million of a requested \$23.6 million. In August 2020, DHHS respectfully requested to defer acceptance pending further information about the State's plan for its Type 1 facilities and operational support for SRCCCY.

Placements at Lincoln Hills and Copper Lake continue to trend downward and the budget assumes an average daily population (ADP) of 17 compared to 29 in 2021. Based on State legislative action, the Juvenile Correctional Institution (JCI) rates increased from \$615 to \$1,154/\$1,178 in the [State's 2021-2023 Budget](#). Based on the increased rate, it will cost counties more than \$400,000 per year for each young person housed at Lincoln Hills, Copper Lake School, and Mendota Juvenile Treatment Center. This increase is expected to be partially offset by an increase of \$1.6 million in additional Youth

Aids revenue included in the 2021-2023 Wisconsin State Budget. Policymakers should be concerned, however, that although placements at state facilities are decreasing, the population at the Vel R. Philips Youth Detention Center reached capacity on October 7, 2021 with 118 youths.

The transition of youth back to the community remains the highest priority of the CYFS division. Therefore, funds previously budgeted for the Department of Corrections placements are being reinvested to support youth in Community-Based Alternative Programming. The 2022 Recommended Budget includes an appropriation of \$1,250,000 to expand the Credible Messengers Program that provides critical support for youth transitioning from Lincoln Hills and Copper Lake Schools such as mentoring, emotional support, community engagement, and violence mediation. The CYFS partnered with the National Crittenton Foundation to understand best practices to address the unique needs of girls in the youth justice system. Additionally, an appropriation of \$500,000 is included to continue the support of youth employment opportunities throughout the county.

Adult Services Division (ASD)

The new Adult Services Division will bring all programs previously housed in the Aging Division and Disabilities Services Division (DSD) under one umbrella to focus on providing services to all adults regardless of race, gender, age, socio-economic status, or disability. The Adult Services Division includes the Aging and Disability Resource Center (ADRC), adult protective services, senior nutrition, senior centers, Area Agency on Aging (AAA) programs, Office for Persons with Disabilities, the General Assistance Burials Program, and the Interim Disability Assistance Program (IDAP).

The integration of the Aging Resource Center with the Disability Resource Center resulted in 87 positions combining to form a new ARDC. The ADRC budget reflects expenditures of \$14.4 million, revenues of \$12.2 million and tax levy of \$2.2 million. The 2022 Recommended Budget includes integrating the Office for Persons with Disabilities (OPD) into DHHS to continue the No Wrong Door initiative. Previously, OPD was housed in the Department of Administrative Services (DAS).

OPD's integration into the Adult Services Division aligns with the County's No Wrong Door initiative. As a result of this integration, the Director of Disability Services is transferred to DHHS and one Disability Recreation Manager is transferred to DAS- Facilities Management Division. OPD strives to ensure that Milwaukee County is compliant with the Americans With Disabilities Act (ADA). OPD also manages contracted adult recreation programs and children's summer camps at the Wil-O-Way Grant and Wil-O-Way Underwood county facilities. The OPD also coordinates transportation to the facilities. Additionally, the Director of OPD will continue to serve as the County ADA Coordinator.

The Adult Protective Services agency investigates allegations of abuse, neglect, self-neglect, and financial exploitation for all vulnerable adults in Milwaukee County regardless of age or ability. Previously, the Aging Division performed these services for adults over 60 and DSD performed these services for adults ages 18 to 59. The 2021 Adopted Budget merged these units to establish a centralized intake process to connect people to additional resources. The integration of these units created an unprecedented caseload and additional staff is needed to meet the needs of the customers. Therefore, the 2022 Recommended Budget creates one Human Service Worker position and one Disabilities Services Coordinator position for a total cost of \$108,399, which is partially offset by a savings of \$70,209 due to the abolishment of a vacant Manager Business Operations position. In addition, a Protective Services Program Manager position was created in [File No. 21-68](#) for no tax levy impact due to the abolishment of a vacant Program Coordinator in the Adult Services Division.

Aging Unit

The Aging Unit coordinates all aging services for individuals over the age of 60. The Aging Unit oversees and manages the distribution of federal, state, and local funds through purchase service contracts

with home and community-based agencies that assist individuals with maintaining independence in their homes and their communities. [File No. 21-393](#) authorized the creation of an Aging Director and abolishing the vacant Aging Administrator position. The Aging Unit Director reports to the Director of Health and Human Services and works with the Commission on Aging and its subcommittees. File Nos. 21-916 and [21-593](#) provide additional information regarding the Aging integration, including feedback and responses from surveys and listening sessions.

The 2022 Recommended Budget reflects a net revenue increase of \$109,864 in Older American Act grants and an expenditure increase of \$161,659. Additionally, contracted expenses increased by \$36,659 primarily due to enhanced dining services and expanded transportation services. To support the transportation expansion, a Transportation Coordinator was created and approved in [File No. 21-203](#).

The senior nutrition program continuously looks for ways to reach more seniors in underserved neighborhoods. For example, in 2021, the Dine Out Pilot Program launched in partnership with four minority-owned restaurants to serve as curbside pickup locations for seniors. The program's goal is to offer more cultural food items in a broader range of dietary preferences to older adults in underserved neighborhoods. An additional 7,000 meals will be served through this program. Additionally, the dining staff continuously evaluates new dining meal sites, flexible mealtimes, including congregate sites, and a new online reservation platform.

At the onset of the COVID-19 pandemic, all five County-owned Senior Centers closed and moved to a virtual format. The centers recently reopened and will remain open five days per week in 2022 for in-person and virtual activities. Each center's advisory council helps coordinate and evaluate social programming activities. In addition, the Aging Senior workgroup will continue to meet and discuss the future of the County-owned Senior Centers.

Housing Division

The Housing Division administers the Supportive Housing and Homeless Programs, Housing Choice Voucher Program, Community Development Block Grant (CDBG), Home Repair Loans, Housing Outreach Services, Real Estate Services, and the newly transferred Energy Assistance Program.

The Housing Division will continue to focus on eviction prevention. The Housing Division and its partners prevented over 5,000 evictions for residents of Milwaukee County by providing rental arrearages and case management services. In September 2021, the Housing Division launched the pilot Right to Counsel Program, authorized in [File No. 21-506](#). This program provides free legal representation to eligible households facing evictions and is funded at \$2.7 million.

New in 2022, the Housing Division will partner with the House of Correction (HOC) on an initiative to provide housing navigation services for residents transitioning back into the community. One Community Intervention Specialist position is created at a tax levy cost of \$58,205 to support this initiative. The Community Intervention Specialist will assist residents with securing housing and help reduce recidivism once re-entering society. A Human Service Worker will also support this initiative by helping residents improve their literacy skills to succeed upon reentry into society.

The 2022 Recommended Budget transfers the Energy Assistance Program to the Housing Division from the DHHS-Management Services Division. The program is funded by the Wisconsin Department of Energy, Housing, and Community Relations and is operated through provider contracts with Community Advocates and United Migrant Opportunity Services (UMOS).

PARKS, RECREATION & CULTURE FUNCTION

9000 – Department of Parks, Recreation, and Culture

The Department of Parks, Recreation, and Culture (Parks Department) appears to be at a turning point. In August 2020, during the midst of the COVID-19 pandemic, the Parks Department reported that “Milwaukee County Parks is at a cross-roads and the funding mechanisms to sustain our parks are broken” ([File No. 20-639](#)). The report later goes on to identify that tax levy funds only 40 percent of the Parks Department’s annual budget, with user fees and revenues making up the remaining 60 percent. Summarizing the past several decades of the Parks Department’s budgetary crisis, the report concludes: “over the past decade, operations, equipment, and supplies have been cut past lean. Our staff have carried the burden of these cuts for decades. At this point, there’s nothing left to trim but services.” It should be noted that, despite the detriment of the COVID-19 pandemic, the Parks Department ended 2020 with a \$2.8 million surplus due to assistance from CARES Act funding (File No. 21-946).

These challenges have been well documented over the past several years. The most familiar will be the multi-year challenge of recruiting and hiring lifeguards (discussed in greater detail below), leading first to a revolving schedule of pool openings and then to outright pool closures. The Parks Department has also had challenges carrying out classic events, like the July 3rd fireworks show. Initially, the show was slated to be [cancelled due to lack of funding](#). It was then saved by a group of funders. In 2021, the show was [cancelled](#), not due to COVID-19 concerns, but because of a lack of Parks staff to help run the event. In response, the County Board adopted [File No. 21-556](#) providing bonuses and wage increases to lifeguards and creating a new pay grade for seasonal staff workers to attract and retain employees in 2021 and beyond. Recently, the Parks Department has indicated that they’d like to transition two of their Par 3 golf courses into other amenities because they have low attendance and major capital needs that they cannot afford to address ([File No. 21-765](#)). The 2022 Recommended includes the closure of the Doyne Par 3 golf course (this change is not currently indicated in the budget but will be present in a technical correction). The Noyes Par 3 golf course will remain open as the Parks Department explores partnership opportunities with First Tee of Southeast Wisconsin.

In November 2020, Milwaukee County accepted a grant to work with the Wisconsin Policy Forum to research long-term, dedicated funding options to sustain the Milwaukee County Parks system for future generations ([File No. 20-867](#)). That group of stakeholders has been meeting for approximately ten months and is expected to release an initial report later in October 2021. It has not yet been released at the time of this drafting. However, this group will be exploring a range of solutions to this problem, from smaller measures such as advocating for an additional sales tax to larger solutions such as private-public partnerships, park districts, or park advisory boards. Yet the 2022 Recommended Budget has essentially no major changes to begin any significant work on addressing the “cross-roads” the Parks Department has found itself. There are fewer fee increases than recent years (which makes up 60 percent of the Parks Department budget), no [major](#) investments in attracting or retaining full-time or seasonal staff, and no planning for aging aquatic facilities. There are no major changes to discuss. Perhaps the report from the Wisconsin Policy Forum will illuminate a pathway forward, leading to major changes in future budgets, but at this time, the Parks Department remains at a precipice.

Aquatic Facilities & Lifeguards

The 2022 Recommended Budget includes funding to open the same number of aquatic facilities as 2021: 14 wading pools, seven splash pads, three outdoor deep well pools, all three aquatic centers, and both indoor pools. At this time, the Parks Department has not identified which wading pools, splash pads, and outdoor deep well pools will be opened for the 2022 summer season. Decisions on pools openings will be based on major maintenance needs, racial equity evaluations, cost to operate, and opportunities to diversify from previous year’s openings.

Pool openings will also be guided by the ability to recruit, hire, and train lifeguards. The Parks Department has had difficulty in recent years attracting a strong lifeguard force, but the problem was exacerbated in 2020 and 2021. The Parks Department has identified several reasons for this lifeguard shortage including competition from summer internships, uncompetitive wages, national immigration policy limiting the ability to receive work visas, and high barriers to entry from swimming ability and training requirements ([File No. 21-415](#)). Additionally, pool closures in 2020 due to the COVID-19 pandemic resulted in the usual lifeguard force seeking out other employment opportunities and not returning for the 2021 season.

Milwaukee County Parks Aquatic Attendance						
	2016	2017	2018	2019	2020*	2021
Location						
Grobschmidt	8,949	6,869	6,213	3,739	-	#
Sheridan	14,570	13,445	14,049	12,707	-	14,000
McCarty	19,709	14,213	16,707	10,945	-	#
Hales Corners	10,309	7,591	8,440	6,325	-	#
Holler	4,857	2,924	2,738	-	-	#
Jackson	11,471	6,964	5,444	6,382	-	#
Cool Waters	72,572	60,812	70,535	45,935	-	35,265
Pelican Cove	13,471	9,423	8,192	7,595	-	^
Wilson Pool	13,589	12,047	10,430	7,128	-	8,912
Noyes	16,556	16,008	11,776	10,410	1,234	#
Pulaski	40,237	35,671	25,476	20,396	3,710	#
Schulz	25,615	20,212	17,411	14,250	-	12,109
Washington	6,178	5,155	2,720	2,261	-	^
Total	258,083	211,334	200,131	148,073	4,944	70,286
*Due to the COVID-19 Virus facilities were closed throughout most of 2020.						
# Closed in 2021 due to budget constraints						
^ Budgeted to Open in 2021 however lifeguard staffing was unavailable						

While the Parks Department has received interest in their lifeguard position openings, many are not equipped with the swimming skills necessary to complete the training and pass the final exam. There are many reasons for this, including the observation Milwaukee Public Schools no longer requires swimming lessons as part of its physical education curriculum. The Parks Department is planning to convene with local community groups in 2021 to help Milwaukee County youth receive these critical life skills so they may one day be eligible for a lifeguard job at Milwaukee County. For this effort, the Parks Department has set aside \$40,000 in funding, which is a continuation of their previous efforts to develop a diverse swimming program. Of course, this would not be an immediate solution, but would be an investment to increase lifeguard staffing over the next five to ten years.

Overall, funding for seasonal aquatic positions stays relatively stable compared to 2021. While this may appear like a positive step towards ensuring sufficient lifeguards can be hired in 2022, this funding must absorb the wage increases that were include as part of the aforementioned File No. 21-

556. All seasonal aquatic positions were given a \$3 per hour raise at every step. As a result, the Parks Department will likely end up hiring fewer people because they will be paid at a higher rate than 2021. This may not present a problem if the Parks Department is not able to recruit enough people to max out their budgeted funding for aquatic positions but is something for policymakers to note going forward in case the need for mid-year funding arises in 2022.

Staffing Level Changes

The 2022 Recommended Budget includes the creation of seven new positions, one of which is an abolish/create, for a net total of six new positions:

- Creation of 1.0 FTE Cement Mason to provide in-house services, respond to emergency repairs, and perform regular maintenance, to be offset by reduced expenditures in commodities and services.
- Creation of a 4.0 FTE Parks Maintenance Workers to provide skilled trades within general parks operations, support the cement mason, and to offer a pathway for career advancement within the department.
- Abolishment of 1.0 FTE Office Assistant 3 and the creation of 1.0 FTE Coordinator Office Admin to support trades staff.
- Creation of 1.0 FTE Parks Maintenance Worker 2.

A modest increase in seasonal staff funding is included in the 2022 Recommended Budget. However, this does not necessarily correlate to higher staffing levels. For example, Park Worker 3 and all aquatic positions received a pay increase in 2021 ([File No. 21-556](#)). Therefore, fewer people can be hired at these higher rates within the budgeted amounts. Reports from Parks Department staff also indicate that staffing shortages have prevented them from even spending all the money they've been allocated in previous years, especially 2020 and 2021. Parks administrators have been able to absorb pay increases within their normal budget, without necessarily needing additional funds. Worker shortage is not a problem unique to the Parks Department. Although unemployment in Wisconsin currently sits at 3.9 percent and workforce participation increased to 66.5 percent, an October 7th, 2021 report from the State Department of Workforce Development says that the shortage persists partially due to COVID-19, but also because workers continue to age out and retire from the workforce, but there are not enough younger individuals to replace them ([Journal Sentinel report](#)). The worker shortage will continue to improve as the world continues to learn how to cope with the ongoing COVID-19 pandemic, but progress will be slow and the Parks Department, like most other trades-focused industries, will need to learn how to accommodate in the interim. The chart on the next page illustrates trends in seasonal staff funding by position from 2019 to 2022.

Budgeted Seasonal Funding by Position and Year ¹⁰					
Seasonal Position	2019 Budget	2020 Budget	2021 Budget	2022 Budget	2021/2022 Variance
	General				
Park Worker I	\$335,526	\$274,752	-	-	-
Park Worker II	\$843,772	\$895,986	-	-	-
Park Worker III	\$2,538,918	\$2,291,522	\$32,584	\$78,693	\$46,109
Park Worker IV	-	\$101,778	\$16,472	\$208,658	\$192,186
Park Worker V	-	-	\$3,420,338	\$3,452,661	\$32,323
Sub-Total	\$3,718,216	\$3,564,038	\$3,469,394	\$3,740,012	\$270,618
	Aquatic Positions				
Aquatic Program Supervisor	\$19,272	\$27,400	\$11,584	\$11,277	(\$307)
Assistant Head Lifeguard	\$200,674	\$138,276	\$196,604	\$196,387	(\$217)
Head Lifeguard	\$99,168	\$108,666	\$54,114	\$53,809	(\$305)
Lifeguard	\$841,492	\$688,710	\$197,360	\$205,306	\$7,946
Aquatic Facility Maintenance	-	-	\$19,160	\$19,182	\$22
Sub-Total	\$1,160,606	\$963,052	\$478,822	\$485,961	\$7,139
	Other				
Office Assistant I	\$44,642	\$60,866	\$58,498	\$64,100	\$5,602
Park Patrol	\$67,144	\$78,444	\$19,460	\$19,499	\$39
Food Service Operator	\$262,184	\$218,272	\$248,184	\$248,311	\$127
Horticulturalist I	-	\$62,648	\$63,372	\$63,402	\$30
Park Athletic Official	-	-	\$11,870	\$12,032	\$162
Sub-Total	\$373,970	\$420,230	\$401,384	\$407,344	\$5,960
Total	\$5,319,942	\$4,947,320	\$4,349,600	\$4,633,317	\$283,717

Funding in the amount of \$40,000 is included in the 2022 Recommended Budget for the implementation of the Fresh Coast, Fresh Start and Fresh Coast Ambassador Programs. These programs, in partnership with MMSD, train and prepare individuals for careers in green infrastructure,

¹⁰ This chart includes base salary plus social security. An upcoming technical correction will indicate that the Parks Department is not losing seasonal staffing funding, as is currently reflected in the budget document.

land management, construction, and skilled trades. Work is performed at Milwaukee County Parks sites with the goal of hiring some or all of the individuals on as employees upon successful completion of the program.

Fee Increases

Milwaukee County’s regulation golf courses are major revenue sources for the Parks Department, supporting over 220,000 rounds of golf annually. Increases to golf fees for 2022 are proposed to offset the maintenance required on the courses and to keep County courses on par with private facilities. Golf cart rental fees will increase by \$1 at Tournament, Championship, and Regulation courses. Discount card rates at Executive course will increase by \$1. Currently, golf cart rental fees vary based on course type and number of holes. For example, a golf cart rental at Brown Deer Park, which is a Tournament course, costs \$17 for 18 holes and \$11 for 9 holes. In 2022, the costs will be \$18 and \$12 for 18 and 9 holes, respectively. A golf cart rental at Grant Park, which is a Regulation course, costs \$16 for 18 holes and \$10 for 9 holes. In 2022, the costs will increase by \$1 each. The current discount card rates for Executive courses are \$12 for 18 holes (\$10 for special rates¹¹) and \$9 for 9 holes (\$8 for special rates). Discount cardholders also receive discounts on golf and pull carts. The 2022 budget proposes raising these rates by \$1 each.

The only golf courses that will not see a fee increase in 2022 are the par 3 courses. Rates for both golf carts and discount cards were last raised in 2016 and 2012, respectively.

Course	Type	Fee Increase
Brown Deer Park	Tournament	Golf Cart Rental
Dretzka Park	Championship	Golf Cart Rental
Oakwood Park	Championship	Golf Cart Rental
Whitnall Park	Championship	Golf Cart Rental
Currie Park	Regulation	Golf Cart Rental
Grant Park	Regulation	Golf Cart Rental
Greenfield Park	Regulation	Golf Cart Rental
Lincoln Park	Regulation	Golf Cart Rental
Hanson Park	Executive	Discount Card Rate
Warnimont Park	Executive	Discount Card Rate

17 picnic sites are transitioning from reservations to first-come, first-serve. These sites were selected for removal from the reservation system because they have historically received few reservation requests (less than 8 in 2019) and to provide equitable access to picnic sites throughout the County. There is no cost to this change because the revenue brought in from these sites was negligible. Currently, picnic reservation rates are based on group size. In 2022, the pricing structure will introduce flexibility by offering weekday rates, weekend rates, and nonprofit rates. The following sites are now first-come, first-serve:

Cudahy #1	Cupertino #1	Doctors #3	Greene #1
Hales Corners #3	Humboldt #2	Jacobus #2	Kletzsch #4
Kosciuszko #2	Lincoln #5	McGovern #2	Mitchell #2
Sherman #1	Smith #1	Washington #7	Washington #10
Zablocki #2			

¹¹ To be eligible for special rates for the discount card, you must be under 18, over 60, or disabled.

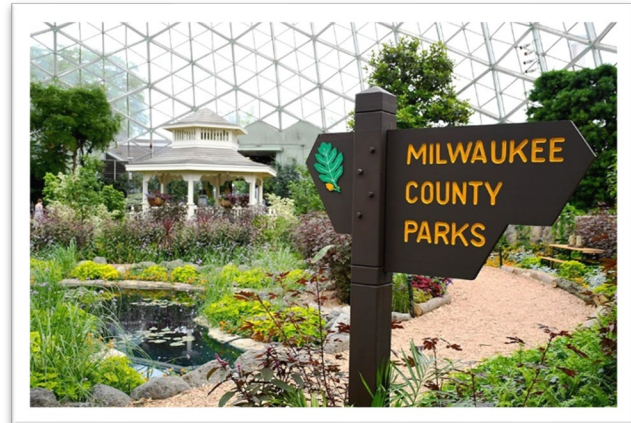
Mitchell Park Domes

The 2022 Recommended Budget does not include any funding to address future of the Domes or the recommendations of the Milwaukee County Task Force on the Mitchell Park Conservatory Domes (the “Domes Task Force”). After meeting for three years, the Domes Task Force held its final meeting in August 2019. At their final meeting, the Domes Task Force endorsed the [business plan and conceptual design](#) prepared by ArtsMarket, Inc., a third-party contractor hired by the Domes Task Force for completion of Phase III of its task. The \$66 million re-envisioning of Mitchell Park and its Domes over the next 50 years, includes a multi-faceted funding structure combining federal tax credits from multiple sources, private philanthropic donations, and approximately \$13.5 million in County bond funding. To capitalize on the full extent of these funding options, it was recommended by the consultants and the Domes Task Force that implementation of this plan begin before the end of 2019.

In September 2019, the Office of Corporation Counsel released a preliminary report regarding the recommendation of the Domes Task Force and concluded that the business plan and conceptual design was extremely complex and relied on an “extraordinarily aggressive timetable.” Moreover, the County would likely be the financial backstop for any other non-County sources of revenue that were not achieved. Through [File No. 19-802](#), an additional \$100,000 was allocated to the Office of the Comptroller to evaluate the feasibility and perform due diligence on the Domes Task Force plan. However, the COVID-19 pandemic forced a temporary freeze on spending and consultants to conduct that work were never hired.

The 2021 Adopted Budget included a provision requesting the new Grants Procurement Division (now part of the Project Management Office of the newly created Office of Strategy, Budget, and Performance) of the Department of Administrative Services conduct a feasibility study and allocated \$75,000 for the exploration of potential funding sources for the repair and restoration of the Domes.

In June 2021, the County Board approved a fund transfer so that the Grants Procurement Division could begin the process of hiring a consultant ([File No. 21-518](#)) In September 2021, an internal County workgroup presented to the County Board an update on the status of the Domes. Although the funding to evaluate the Domes Task Force plan has not yet been awarded to a contractor yet, the workgroup raised several flags about the possibility of repairing and restoring the Domes ([File No. 21-772](#)). First, the workgroup identified several problems with the Domes Task Force’s recommended plan, including that costs to repair and rehabilitate the



Domes were underestimated by approximately \$10 - \$20 million. Second, the funding stack proposed by consultant report is not realistic and some of the identified funding sources are not available to Milwaukee County unless an alternate private partner is secured and a long-term Lease and Management Agreement is entered into for operation of the Domes (similar to the Milwaukee Public Museum or the Marcus Center). Finally, engineering reports on the materials indicate that it may not be feasible to repair and restore all the structures, especially if the goal is to remain a horticultural conservatory.

Going forward, the County Board may be required to make several key decisions about a path forward for the Domes given that the internal workgroup continues to move forward with evaluating alternative options for consideration. Some questions that policymakers may want to consider include:

- What is the intended future function of the Domes (horticultural, educational, recreational)?
- What amount of funding is ideal for the County to spend on the repair and restoration of the Domes?
- What priority does the Domes hold in the overall picture of Milwaukee County’s capital needs?
- Would it be more feasible to consider a pathway that includes repairing and restoring a portion of the existing Domes and building a new horticultural conservatory to protect the plant collection?

9500 – Zoological Department

Like many of other Milwaukee County’s revenue-generating facilities, the Zoo spent much of 2021 bouncing back from the facility closure and capacity limits of the COVID-19 pandemic. The total number of visitors in 2020 was 519,633, compared to 1,242,162 in 2019. On June 1, 2021, the Zoo removed the outdoor mask mandate, although masks are still required at indoor facilities and in animal buildings. At this time, most capacity limits have been lifted and reservations are not required for most amenities, although the Primates of the World exhibit is closed. Despite its challenges, this time also presented the unique opportunity to modernize operations—such as using digital ticketing at the popular Zoo a la carte event—and unveil new exhibits. The 2020 Recommended Budget continues these trends.

Pricing Strategies

In 2022, the Zoo is testing a new pricing strategy. Currently, admission rates are differentiated based on residency status and age and then peak and non-peak season at a fixed rate. The proposed new structure will be broken down between residency status and age, peak season, shoulder season, and off season, and then will offer a range of ticket prices in those categories based on day of the week and time of day. Based on the results of the test strategy in 2022, a refined plan will be enacted in 2023 and the Zoo estimates that admissions revenues will increase in future years. The proposed pricing plans are reflected in the charts below.

Milwaukee County Proposed Admission Rates - Residents			
Category	Peak Season	Shoulder Season	Off Season
Adult	\$10.50-\$18.00	\$10.50-\$17.00	\$10.50-\$12.50
Child	\$8.00-\$15.00	\$8.00-\$14.00	\$8.00-\$9.50
Senior	\$10.50-\$17.00	\$10.50-\$16.00	\$10.00-\$11.50

Milwaukee County Proposed Admission Rates – Non-Residents			
Category	Peak Season	Shoulder Season	Off Season
Adult	\$13.75-\$19.75	\$13.75-\$18.75	\$12.75-\$14.25
Child	\$10.75-\$16.75	\$10.75-\$15.75	\$9.75-\$11.25
Senior	\$12.75-\$18.75	\$12.75-\$17.75	\$11.75-\$13.25

Offering these sliding pricing scales for different seasons provides the Zoo with flexibility to entice visitors in the typical low attendance months of winter and spring, while capitalizing on the high attendance summer months. The ability to slide within seasons also allows the Zoo to ensure that when there are those uniquely nice weather days in March, April, and May, they can enact prices that maximize revenues. However, the difficulty in enacting such a price structure is in communicating the change to visitors, especially frequent visitors that may not have a Zoo pass (a Zoo pass would allow visits without having to buy a ticket at the gate). If visitors show up one week and pay a certain price and show up a month later and pay a different, higher price, there may be confusion.

New Revenue Opportunities

Pivoting from the COVID-19 pandemic, the Zoo is launching several new initiatives to secure revenue in 2022:

1. Climbing Walls: generating an additional **\$38,550** in revenue, the Zoo adds climbing walls to its zip lines and ropes course, which can be staffed by the same seasonal employees. The Train Trust Fund absorbs the cost of adding the infrastructure needed for the walls.
2. 4D Theater: the Zoo will enter into a revenue sharing contract with a vendor to install a screen showing 10-15 minute videos on wildlife conservation, popular short films, and holiday movies. Zoo seasonal staff will operate the theater at an additional cost of \$20,000. Other expenditures will total \$278,213. The Zoo's portion of the revenue sharing contract is \$359,840 for a profit of **\$82,000**.
3. Dragons and Mythical Beasts: admission to the exhibit is an additional \$3. Anticipated revenues total approximately \$535,602, while expenditures, including purchase, shipping, and operation of the exhibit, total approximately \$402,441. The net profit is **\$82,161**, which is \$76,000 more than the 2021 exhibit: indoor LEGOs.
4. Wild Lights: expanded from 10 to 25 nights in December. The Zoo anticipates a 65 percent fill rate for \$1,449,385 in revenue. Expenditures for the event are budgeted at \$836,595, including a \$31,055 increase in seasonal labor needed to support the event. The anticipated net profit is **\$612,790**.

To support its revenue generating functions, the following professional service contracts are requested for approval:

2022 Recommended Professional Service Contracts				
Description	Provider	2021 Amount	2022 Recommended Amount	Change from 2021
Sea Lion Show	Oceans Connections	\$135,000	\$45,000	(\$90,000)
Strollers and Wheelchairs	Scooterbug, Inc.	\$55,000	\$55,000	\$0
Mold-a-Ramas	William A. Jones Co.	\$35,000	\$35,000	\$0
Pony Rides	Patch 22	\$33,000	\$33,000	\$0
Digital Food Tickets for a la Carte Event	Magic Money	\$60,000	\$68,000	\$8,000
Raptor Bird Show*	World Bird Sanctuary	\$0	\$110,000	\$110,000
Wild Lights Event	RWS Entertainment Group	\$0	\$150,000	\$150,000
Zoo Librarian/Research Services	Mary Kazmierczak	\$0	\$25,000	\$25,000
2022 Special Exhibit—Dragons and Mythical Beasts**	Dino Don, Inc.	\$0	\$337,500 + shipping	\$337,500
2023 Special Exhibit—Ice Age***	Dino Don, Inc.	\$0	\$25,000	\$25,000
4D Theater**	Simex Iwerks	\$0	\$240,000	\$240,000
Total		\$318,000	\$1,123,500	\$805,500

*The free raptor bird show was cancelled in 2021 due to COVID-19-related budgetary concerns but returns in 2022.

**New exhibits debuting in 2022.

***This exhibit requires a \$25,000 down payment in 2022. The total cost for 2023 is \$345,000 plus shipping.

Revenue and Attendance Deficits

The Milwaukee County Zoo relies on revenue generating operations to offset expenditures. These operations include admissions sales, membership sales in collaboration with the Zoological Society of Milwaukee, special events and exhibits, facility rentals, and concessions.

Although the Zoo made efforts to recover from the COVID-19 pandemic in the second half of 2020, analysis done by the Office of the Comptroller indicates that the year-end deficit was \$6.8 million (File No. 21-946). The total deficit was \$11.5 million, but \$4.7 million in expenditure savings were identified. This was the largest countywide deficit in 2020. The beginning of 2021 also presented some challenges at the Zoo as both Group Sales and General Visit revenues were down in the first quarter ([File No. 21-531](#)). A projected deficit of \$1.2 million in Group Sales was identified due to capacity limits, lack of school field trips, and decreased business sales. General visit revenues were projected to be at a \$2,008,000 deficit due to decreased admissions, parking fees, ride sales, and exhibit ticket sales.

In the first quarter of 2021, the Zoo had the opportunity to apply for a federal United States Small Business Administration Shuttered Venue Operators Grant (SVOG). Their grant application was successful and Zoo received \$6,849,482, which entirely offsets the deficit from 2020 ([File No. 21-756](#)). Other Milwaukee County departments considered applying for the grant, including the Department of Parks, Recreation, and Culture, but the magnitude of the Zoo's 2020 deficit made it the most suitable candidate for the award. Guidance from the United States Small Business Administration indicates that they will be reopening the SVOG program later this year for original applications to receive supplemental assistance "for 50% of the original award amount, capped at a total of \$10 million (initial and supplemental combined.)" It is possible that later this year, the Zoo could see an additional \$3,150,518 in funding through this program by the end of 2021.

However, revenue and attendance deficits in the Zoo budget for 2021 and 2020 are not solely due to the ongoing COVID-19 pandemic and recovery from reopening and restriction lifting. In previous years, the Zoo has notified the County Board of nearly annual attendance and revenue deficits. Revenue deficits and attendance projections lower than anticipated due to poor weather conditions were reported in [2018](#), [2016](#), [2014](#), [2013](#), [2012](#), and [2011](#). A revenue deficit was also projected in [2017](#), but this was reportedly due to low attendance in general, although the reason for poor attendance was not identified. Repeated low attendance in the months of April, May, and June due to weather conditions in previous years aligns with reported low attendance in the months of April, May, and June of 2020 when the Zoo was closed due the COVID-19 pandemic. In 2020, the deficit was more severe due to total closure of the facility, but this pattern can still be seen throughout the years.

Despite still being in a time of recovery, the Zoo has set their target attendance at 1,351,500 in 2022. This would be an increase of 109,338 visitors compared to 2019, which was the last non-COVID year. While the new exhibits, features, and pricing structure are sure to draw in additional visitors and revenue, it is not clear how the Zoo plans to not only fully recover from COVID-19 in 2022, but also improve upon attendance from some of its best attended years. Weather continues to be a major, but consistent, factor in attendance and there are few, if any, ways the Zoo can remedy rain, snow, and cold.

Staffing Changes

There are several position changes recommended in the 2022 Zoo budget. These include:

- An overall increase in seasonal staff funding of **\$51,805** from 2021 to support the new 4D Theater, expanded Wild Lights event, and other exhibits.
- Creation of 2.0 FTE Visitor Services Specialists to oversee admissions and rides operations, offset by a reduction in seasonal staff funding.

- Abolishment of 1.0 FTE Machinery Operator Engineer Welder and creation of 1.0 FTE Locomotive Engineer to operate the Zoo train for a cost savings of **\$8,873**.
- Abolishment of 1.0 FTE vacant Contractor and Compliance Manager position.
- Abolishment of 1.0 FTE Heating and Ventilating Mechanic 2 position and the creation of 1.0 FTE Welder Mechanic position.
- Abolishment of 1.0 FTE Maintenance Coordinator position and the creation of 1.0 FTE Mechanical Service Manager position.
- Creation of 0.5 FTE Program Coordinator with a focus on Diversity, Equity, Inclusion, and Accessibility at a cost of **\$32,138**. The Association of Zoos and Aquariums requires a DEIA program as part of the zoo accreditation process. The next accreditation review is in 2024.
- Abolishment, upon vacancy, of 1.0 FTE Animal Division Coordinator position and the creation of a 1.0 FTE Zookeeper position, for a savings of **\$16,621**.
- Creation of three additional interns (five total) for the Vincent High School Agriculture Program for a cost of **\$16,763**.
- Abolishment of 1.0 FTE Zoo Worker 4 position and the creation of 1.0 FTE Clerical position.

9910 – University of Wisconsin Extension

There are no major changes to the UW-Extension program proposed in the 2022 Recommended Budget. UW-Extension is the outreach program conducted by the University of Wisconsin – Madison. The major program areas include:

1. FoodWise—Provides training in the areas of financial literacy, food safety, and nutrition education and nearly 65 percent of participants are Black, Asian, Native American, and Latino/a from low-income and underserved communities.
2. Youth Development—Children and youth research-based curricula promoting civic engagement, career exploration, team building, workforce readiness, environmental studies, arts, multicultural awareness, and STEM skills.
3. Urban Gardening—Prepares and maintains dedicated county land for Milwaukee County residents to grow food.
4. Master Gardener Program—Training of certified master gardener volunteers in plant diagnostic education and engagement of services at Boerner Botanical Gardens.
5. Community Development—Provides entrepreneur and soft skills training to incarcerated and formerly incarcerated men and women (new in 2020).

One 0.75 position is funded by the County, at a cost of \$50,513, which is 1 percent increase from 2021. The remainder of the positions are funded through the state of Wisconsin. The remainder of the County’s tax levy contribution, \$394,180, supports the programs outlined above.

UW-Extension receives additional grant and contract funds to support its programming through the State of Wisconsin.

Program	Amount
Expanded Food and Nutrition Education Program	\$220,000
Supplemental Nutrition Assistance Program Education	\$759,519
Wisconsin Economic Development Corporation	\$71,000
Greater Milwaukee Foundation	\$35,000
Wisconsin Department of Corrections	\$253,000

1900 – Consolidated Non-Departmental Cultural Contributions

The County’s cultural agencies are consolidated into Organizational Unit 1900, which consists of the Fund for the Arts (Milwaukee County Cultural, Artistic, and Musical Programming Advisory Council), the Milwaukee County Historical Society, the Federated Library System, the Marcus Center for the Performing Arts, the Milwaukee Public Museum, the Charles Allis & Villa Terrace Museums, the War Memorial Center, and the Milwaukee Art Museum.

Strategic Program Area 1: Milwaukee County Fund for the Arts

It is recommended that the Milwaukee County Cultural, Artistic, and Musical Programming Advisory Council (CAMPAC) receive an allocation of \$407,825 in tax levy support for 2022. This amount is consistent with the amounts provided for the past several years. CAMPAC is composed of a nine-person council, including a Chairperson and Vice Chairperson, which reviews the applications and provides grant award recommendations to the County Board for distribution of the annual funding. Membership to CAMPAC is through appointment by the County Board Chairperson and subject to the confirmation of the Milwaukee County Board of Supervisors. In previous years, \$13,000 of this allocation was used to contract with an administrator to manage the program. The 2020 Adopted Budget eliminated the contract for the CAMPAC administrator, transferred administration of the program to DPRC, and returned the \$13,000 to increase overall allocations for matching grants or to fund the Milwaukee County Parks “Concerts in the Parks” series.

The 2021 Adopted Budget included a provision requiring DPRC, working in conjunction with the CAMPAC council, revise the funding formula for allocating award amounts so that decisions are made in alignment with the County’s mission and vision for racial equity. In January 2021, Milwaukee County adopted [File No. 21-90](#) and the new funding formula. It should be noted that groups receiving CAMPAC funding were not [completely amenable](#) to the funding formula changes. There was an initial request from the community to revise the new formula, but to avoid further delay in receiving anticipated funds, this was request was set aside until the 2022 funding cycle.

In prior years, CAMPAC funding was allocated among two program areas:

1. *Matching Grants*, which leverage outside dollars to sustain the County’s arts organizations. Matching grants comprise the largest percentage of total CAMPAC funding.
2. *Community Cultural Events*, which are targeted to serve minority and underserved communities.

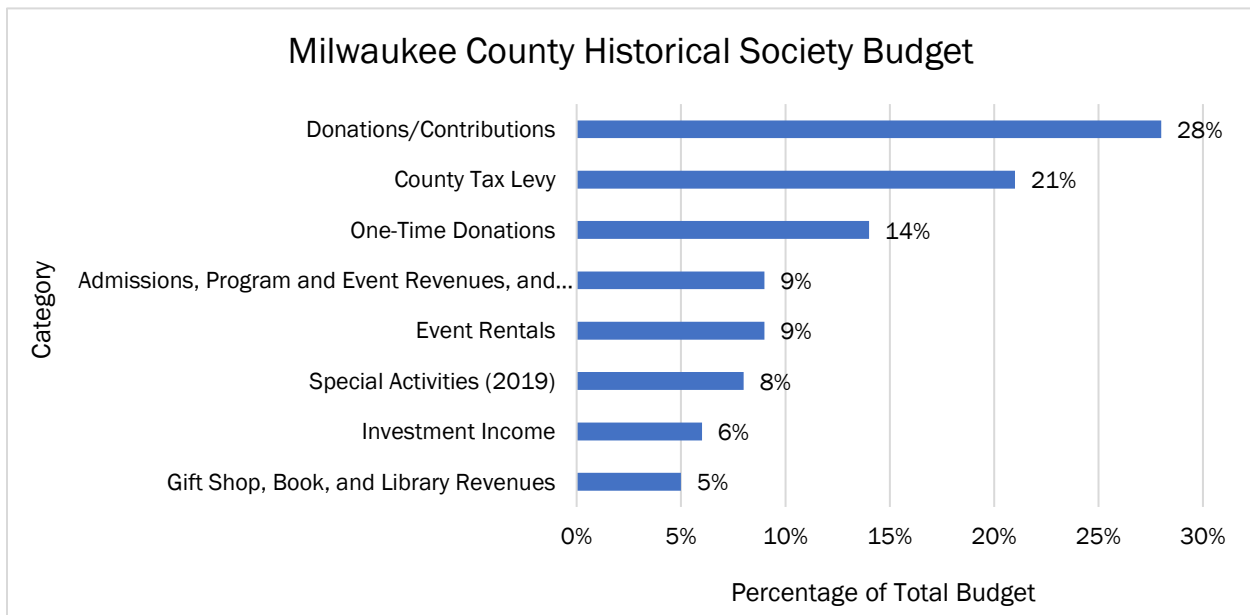
Due to the COVID-19 pandemic, many groups canceled or did not hold community events in 2020, so funding that was normally allocated to community cultural events was [waived](#) and instead placed back in the matching grants program area. As the community continues to recover from the COVID-19 pandemic and in-person events slowly return, the council will have to decide whether to grant a waiver in 2022 for the community cultural events awards. If a waiver is not granted, groups may see a very slight decrease to their matching grant awards.

Strategic Program Area 2: Milwaukee County Historical Society

The County’s contribution to the Milwaukee County Historical Society (MCHS) for 2022 is \$204,105. This is a reduction of \$54,000 from 2021, which is in accordance with the Lease and Management Agreement (LMA) between MCHS and Milwaukee County that was executed on February 8, 2016. The LMA contains a 25-year term with one 25-year extension. In addition to serving as a cultural institution, the Milwaukee County Historical Society also provides a service to Milwaukee County through the preservation of historic records and provision of vital records. [Wisconsin State Statute § 44.10](#) allows Milwaukee County to enter into an agreement with the Milwaukee County Historical Society for record retention and preservation, in accordance with Wisconsin laws governing public records ([Wisconsin State Statute § 19.21](#)). The LMA requires the Historical Society to provide reasonable public access

to its research library, provide educational exhibits, and steward its collection of over 50,000 artifacts. The LMA also outlined a shared financial responsibility to complete cornice repairs to the downtown County-owned building, as well as grate and window well repairs. The cornice project was completed in 2019.

The funding provided by Milwaukee County to the Historical Society covers approximately 20 percent of their operating costs and about two-thirds of the costs associated with carrying out state-mandated services for record retention. The remaining 80 percent of their annual budget is comprised of admission fees, memberships, private donations, special events, corporation sponsorships, and event rentals. The reduction in tax levy support in 2022 necessitates that MCHS continue to rely on other sources of revenue to support its operations.



Beginning in 2020, the Historical Society began management of the County’s digital records. One of the first projects they are working on is the preservation of nearly 14 years of Milwaukee County emails. A major roadblock to the retention and preservation of these documents is that their digital structure is compromised. The Historical Society will need to find a way to digitally repair these files and ensure that they are still meeting public records laws, in collaboration with the Office of Corporation Counsel. It is not entirely clear the cost of repairing these files or if it will be possible with current resources.

The 2020 Adopted Budget included the restoration of the Trimborn Farm Stone Barn Roof project. This was a highly specialized and unique project to preserve one of the last stone barns in the state. The project was substantially complete in September 2021.

Strategic Program Area 3: Federated Library System

Per [Wisconsin State Statute § 43.12](#), the County’s tax levy contribution to the Milwaukee County Federated Library System is set at \$66,650. The 2021 Adopted Budget included a one-time additional allocation of \$50,000, for a total of \$116,650. This additional allocation was not included in the 2022 Recommended Budget.

The Milwaukee County Federated Library System is composed of 15 public libraries throughout the County, including the 14 branches of the Milwaukee Public Library. Public libraries are entirely funded by their municipality and join the Milwaukee County Federated Library System voluntarily. The

Federated Library System helps connect materials to patrons throughout the County and makes public libraries accessible to as many residents as possible. As a result of the COVID-19 pandemic, the Milwaukee County Federated Library System has pivoted its resources to expand its digital materials collection and provide online resources for users. In 2020, MCFLS circulated 167,147 more digital materials than in 2019.

Strategic Program Area 4: Marcus Center for the Performing Arts

[File No. 16-214](#), adopted by Milwaukee County in March of 2016, authorized the current Contribution Agreement between Milwaukee County and the Marcus Center for the Performing Arts. For the period of 2016-2025, Milwaukee County’s annual operating support is set to decrease by \$50,000 per year. After 2025, the Marcus Center is considered independent from the County for the purposes of operating support. Milwaukee County agreed to provide \$650,000 in tax levy operating support to the Marcus Center for 2022.

Milwaukee County Operating Support to the Marcus Center per Lease and Management Agreement			
Year	Amount	Year	Amount
2016	\$950,000	2021	\$700,000
2017	\$900,000	2022	\$650,000
2018	\$850,000	2023	\$600,000
2019	\$800,000	2024	\$550,000
2020	\$750,000	2025	\$500,000

The County is similarly responsible for contributing to the capital expenses of the Marcus Center on an annual basis from 2017 through 2026. For 2022, Milwaukee County agrees to provide \$773,00 in capital support to the Marcus Center, which will be used on roof replacement and pedestrian pavement replacement projects. Detail on the 2022 capital projects can be found in Section 4.

Milwaukee County Capital Support to the Marcus Center per Lease and Management Agreement			
Year	Amount	Year	Amount
2017	\$3,618,868	2022	\$773,000
2018	\$694,782	2023	\$860,000
2019	\$589,000	2024	\$780,000
2020	\$460,000	2025	\$500,000
2021	\$800,000	2026	\$255,451

Strategic Program Area 5: Milwaukee Public Museum

Per the amended Lease and Management Agreement (LMA) executed in 2013 between Milwaukee County and the Milwaukee Public Museum (MPM), the County will provide \$3.5 million in operating support to MPM ([File No. 13-598](#)). This amount remains unchanged for the years 2018 to 2022. After 2022, this Agreement can be renewed for four successive periods of five years through December 31, 2042. Previous action in 2019 by Milwaukee County removed some of the requirements to achieve this funding level so that MPM can focus its efforts on fundraising for a new facility. The LMA was again amended in July 2020 to remove any attendance requirements and the generation of positive unrestricted operating earnings for 2020 or 2021 due to the COVID-19 pandemic. Because this amendment was approved by the County Board, MPM will continue to receive the agreed upon \$3.5 million in operating support for 2022.

In July 2021, Milwaukee County approved an allocation of \$93,500 from the Appropriation for Contingencies to MPM for protection of vulnerable collections ([File No. 21-606](#)). During the annual accreditation process, the commission elected to lay over the museum’s accreditation status for one year due to concerns over the caretaking of the collection and potential for damage from water, dust, and debris. MPM is contributing \$76,395 in funding to the project for a total project cost of \$169,895. Concerns over protection of valuable collections, which are the property of Milwaukee County, are one of the fundamental reasons why MPM is seeking a new facility.

In early September 2020, [MPM announced](#) that they have identified the location of their new facility at the northeast corner of Sixth and McKinley streets in downtown Milwaukee near the Deer District. They will collocate with the Betty Brinn Children’s Museum (this portion of the project is funded entirely through private donations). A report from MPM in early 2021 indicated that construction would begin in late 2022 or early 2023 and be completed in late 2025 or early 2026 ([File No. 21-327](#)) The [2021-2023 State of Wisconsin Biennial Budget](#) included \$40 million for the new MPM facility, which is to be renamed The Wisconsin Museum of Nature and Culture. It is estimated that the new facility will require \$150 million in private donations. The remainder, \$50 million, will come from public funding, likely Milwaukee County funding or federal funding, [according to President and CEO Censky](#).

Strategic Program Area 6: Charles Allis/Villa Terrace Art Museums

Remaining unchanged from previous years, Milwaukee County will provide \$225,108 in tax levy support to the Charles Allis and Villa Terrace Art Museums for 2022.

Strategic Program Area 7: War Memorial Center

Per the 2017 Contribution Agreement between Milwaukee County and the War Memorial, the County’s operating support for 2022 will remain at \$486,000 ([File No. 16-229](#)). Annual operating expenses will continue at this level through 2023, wherein the annual amount provided to the War Memorial will decrease for years 2024-2033.

Milwaukee County Operating Support to the War Memorial Center per Lease and Management Agreement			
Year	Amount	Year	Amount
2020	\$486,000	2027	\$310,000
2021	\$486,000	2028	\$266,000
2022	\$486,000	2029	\$222,000
2023	\$486,000	2030	\$178,000
2024	\$442,000	2031	\$134,000
2025	\$398,000	2032	\$90,000
2026	\$354,000	2033	\$46,000

Two capital projects are recommended for 2022: the Veterans Gallery Windows project and the Saarinen Stairs Study, Design, and Minor Repairs Project. Both projects are considered for inclusion pursuant to the Condominium Agreement between Milwaukee County, the War Memorial Center, and the Milwaukee Art Museum. More information on these projects can be found in Section 4.

Strategic Program Area 8: Milwaukee Art Museum

The 2013 Lease and Management Agreement between Milwaukee County and the Milwaukee County Art Museum provides an annual contribution from the County of \$1,100,000 for years 2014-2023 ([File No. 13-647](#)). Following the arbitration settlement resulting from the sale of the O’Donnell Park parking structure, the County is to pay an additional \$190,000 per year through 2026 to the Art Museum ([File No. 16-229](#)). In 2022, the County will provide \$1,290,000 in tax levy operating support to the Art Museum.

DEBT SERVICE FUNCTION

9960 – General County Debt Service

The property tax levy for the General Debt Service Fund Budget increases by \$19,834, from \$36.68 million to \$36.7 million. Expenditures and revenue both decreased by approximately \$2.6 million.

Debt Service Expenditures

Total principal and interest expenses increase by \$993,910 from \$88,027,556 to \$89,021,466. This amount also includes \$33,411,839 for debt service costs for pension obligation notes issued in 2009 and 2013.

Debt Service Revenues

The 2022 Recommended Budget includes a Contribution from the Debt Service Reserve (DSR) of \$7,175,458, an increase of \$1,464,098 from the \$5,711,360 budgeted in 2021. As of October 4, 2021, the projected year end DSR balance is \$66.7 million. The projected balance at the end of 2022 is \$59.5 million based on the \$7.2 million contribution from the reserve included in the proposed budget. In recent years, a portion of any year-end county surplus is typically deposited into the DSR. As part of the 2014 Budget, the County adopted Financial Policies that included sought to build and maintain a minimum balance of \$10 million in the DSR.

Doyle Hospital Sale Revenues are reduced to \$0 for 2022 based on the sale agreement between Milwaukee County and Froedtert Hospital. In that agreement, the County received annual payments over 25 years beginning in 1996 and ending in 2021. The payment budgeted for 2021, representing an approximate half-year final payment, is \$4 million. The Office of the Comptroller provides an annual accounting of the funds received through the agreement. The last report, [File No. 21-74](#), was reviewed by the County Board in February 2021.

NON-DEPARTMENTAL REVENUE FUNCTION

1800 – Non-Departmental Revenues

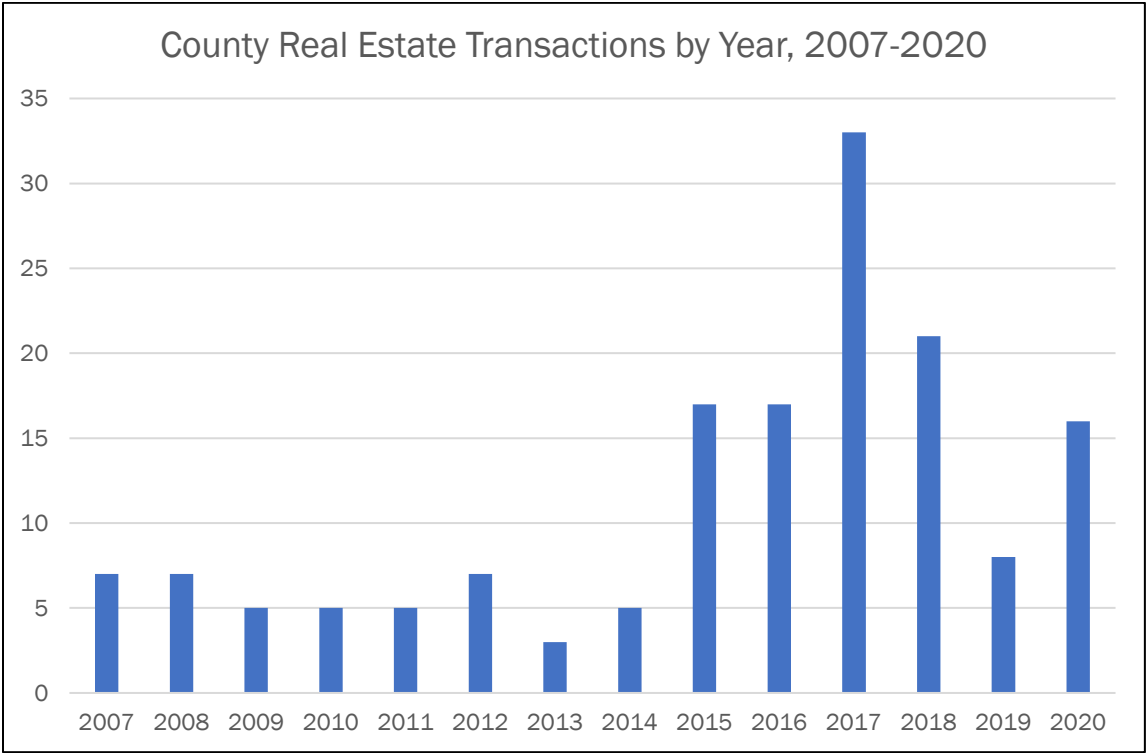
1901-UNCLAIMED MONEY

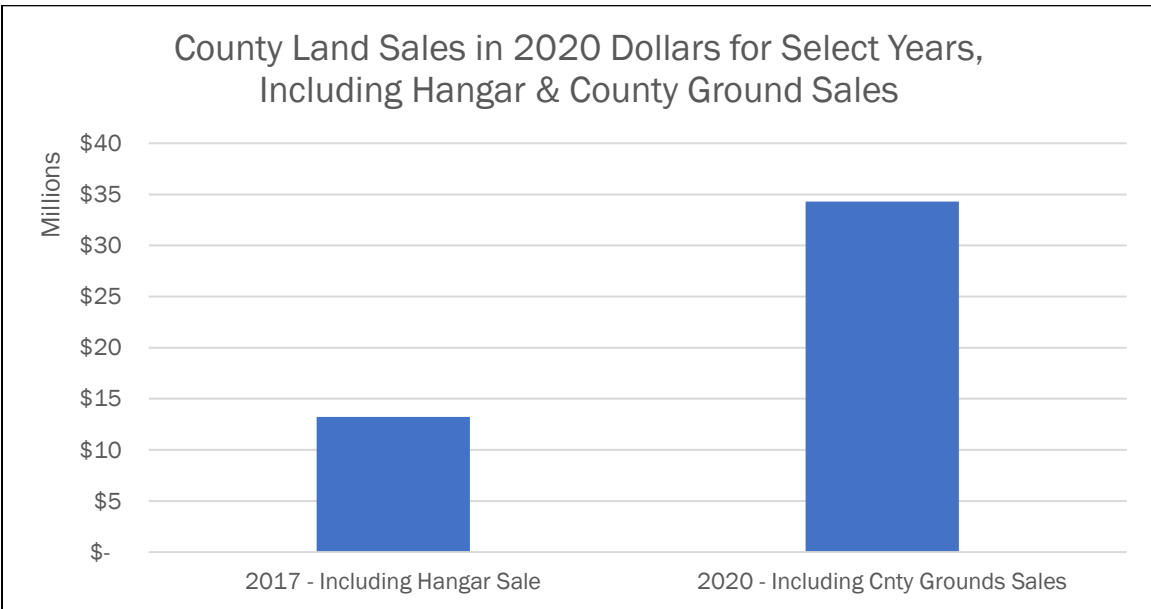
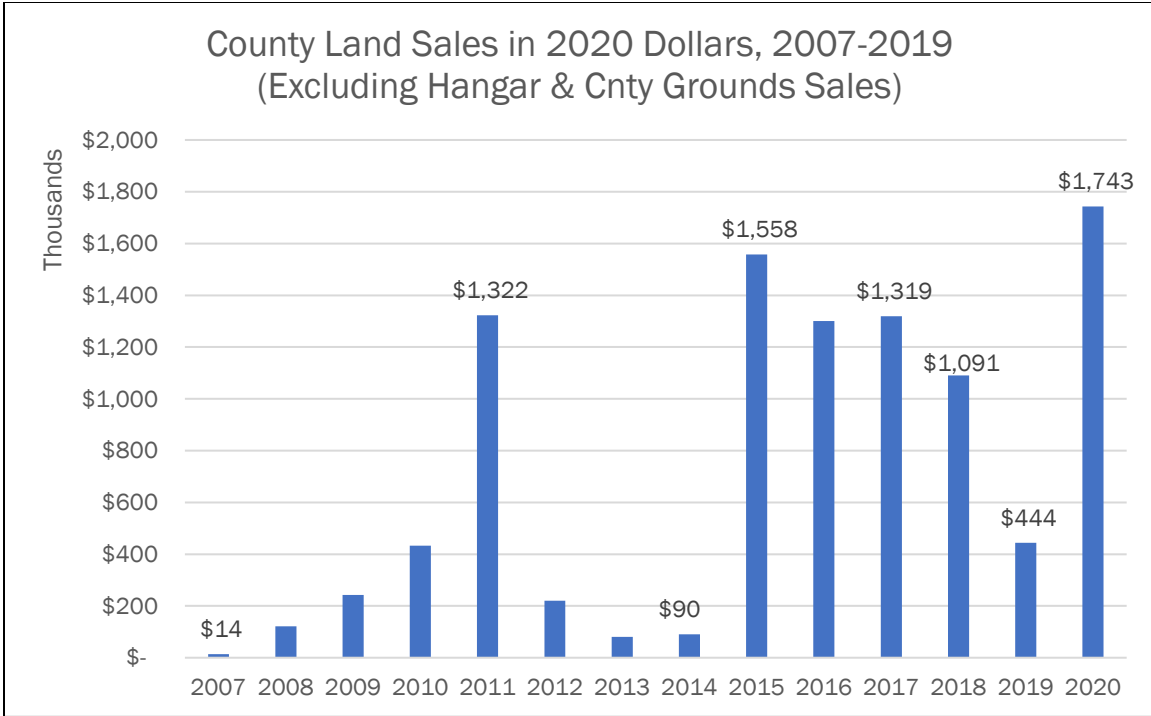
Unclaimed Money is budgeted at \$0, a decrease of \$1,250,000 from the amount budgeted in 2021. Every other year unclaimed funds are forfeited and recognized by the County. This revenue represents payments to vendors and individuals that go unclaimed.

1933-LAND SALES

Most County land sales occur from tax-foreclosed properties but may also come from the sale of remnant parcels and larger County assets. [Chapter 6 of the Milwaukee County Ordinances](#) governs land sales of tax-foreclosed properties and how the proceeds are allocated. [Chapter 32.96](#) governs general real estate sales. Some provisions of these ordinances have been superseded by Wisconsin Statutes in [2015 Wisconsin Act 55](#).

As noted in [File No. 17-204](#) and pursuant to Section 6.03(4) of the Milwaukee County Ordinances, net County land sales from tax-foreclosed properties go to the Treasurer to pay for unpaid property taxes, special assessments, or any other fee whose failure-to-pay led to the foreclosure. Land sales are managed by DAS-Economic Development/Real Estate.





1937-POTAWATOMI REVENUE ALLOCATION

An agreement between the Forest County Potawatomi Tribe and both the City and County of Milwaukee stipulates that Potawatomi shall contribute an annual payment of 1.5 percent of the annual Class III Net Win from Potawatomi Bingo Casino for every 12-month period beginning on July 1, 1999 to the City and the County each.

The anticipated 2022 revenue allocation increases by \$437,716 for a total of \$4,814,875 (after funding is allocated to the below programs at DHHS and DHHS-BHD) due to the lifting of some COVID-19 restrictions. Although capacity restrictions were removed throughout the majority of 2021, certain

amenities, including live table games, bingo, poker, and off-track betting, were closed and will not reopen until November 2021.

Department of Health and Human Services (Org. Unit 8000)

- \$350,000 to increase the level of revenue in the Division's Birth-to-Three program to avoid a reduction in Federal revenue due to non-compliance with the Maintenance of Effort expenditure requirement.
- \$201,320 to support the programs of the Delinquency and Court Services Division.
- \$100,000 to provide case management services for homeless and disabled veterans.

Department of Health and Human Services—Behavioral Health Division (Org. Unit 6300)

- \$337,203 to support the Community Services Section programs.
- \$500,000 to support Alcohol and Other Drug Abuse (AODA) treatment through the Non-Temporary Assistance to Needy Families (TANF) AODA Voucher System.

1986-FIRE CHARGE – UNCOLLECTABLE

The fire protection charge is budgeted within Org. Unit 5500 – Water Distribution System in the former County Grounds. Over many years the County has experienced difficulty receiving payment for fire protection from non-County users and has pursued payment as best as possible.

For 2022, the budgeted unrealized revenue increases from \$905,071 by \$38,877 to \$943,948. For more information, see Org. Unit 5500 – Water Distribution System.

1991-PROPERTY TAXES

Property Tax revenue is budgeted at \$309,578,373 an increase of \$5,609,594 or 1.85 percent, from the 2021 Adopted Budget. (See *Section 1 for tax levy limit discussion.*)

1993-STATE SHARED TAXES

State Shared Taxes (Shared Revenue) is increased by \$62,398 from \$30,905,438 to \$30,967,836 for 2022. The increase is driven by an increase of \$63,566 in the Utility Aid component, partially offset by a reduction of \$1,168 in the Base Payment. The County agreed to a reduction in its Shared Revenue payment of \$409,613 from 2021 through 2030 as part of the award of \$5,461,500 in from the State of Wisconsin for new buses ([File No. 18-640](#)). The monies were part of the Volkswagen national settlement that included \$67.1 million for the State of Wisconsin.

In 2016, the County absorbed a \$3,933,858 reduction in shared revenue primarily due to a \$4 million annual contribution the County is making toward the Milwaukee Sports Arena as outlined in 2015 Wisconsin Act 60. The \$4 million annual contribution is for 20 years, beginning in 2016 and ending in 2035. (See *Org. Unit 1995 – Milwaukee Bucks Sports Arena below.*)

The State previously modified the shared revenue formula so that the previous year's base, plus the utility payment, determines the budgeted amount. The components previously used to calculate the County's shared revenue payment; aidable revenues, county mandate relief and maximum-minimum adjustment have been discontinued. Only the utility aid component is used to calculate adjustments to the shared revenue payment.

Gross shared revenue payments are approximately \$51.4 million, with \$20.1 million intercepted by the State for the Child Welfare reallocation, for the 23rd consecutive year. (County Community Aids are also reduced by \$38.8 million, for a total reallocation of \$58.9 million to the State Bureau of Milwaukee Child Welfare). The Milwaukee Sports Arena contribution of \$4 million and the VW State

grant for busses of \$409,613 also reduces the actual amount of shared revenue received by the County.

1994-STATE EXEMPT COMPUTER AID

State Exempt Computer Aid is budgeted at \$5,129,455, the same as the 2021 amount. This State aid payment originated in the 2000 Budget as an offset to a State-enacted property tax exemption on business computers that went into effect that year. The annual payment was previously based on the equalized value of exempt computers, the Milwaukee County equalized value (excluding TID) and the property tax levy. The formula was changed in the 2017-19 State Budget and replaced with a flat increase of 1.47 percent in 2018 and a percentage equal to inflation thereafter. Beginning in 2020, the State discontinued any inflationary increases.

1995-MILWAUKEE BUCKS SPORTS ARENA

This non-departmental revenue account was established to reflect the County's annual contribution of \$4 million to the new arena for 20 years, from 2016 through 2035. The State collects the County's contribution by reducing its Shared Revenue payments to the County by \$4 million each year. To better highlight the commitment Milwaukee County is making to the new Bucks Sports Arena, Org. Unit 1995 was established in the 2016 Adopted Budget to reflect a *negative* revenue of \$4 million that, coupled with the shared revenue payment budgeted in Org. 1993, would reflect the County's anticipated receipts.

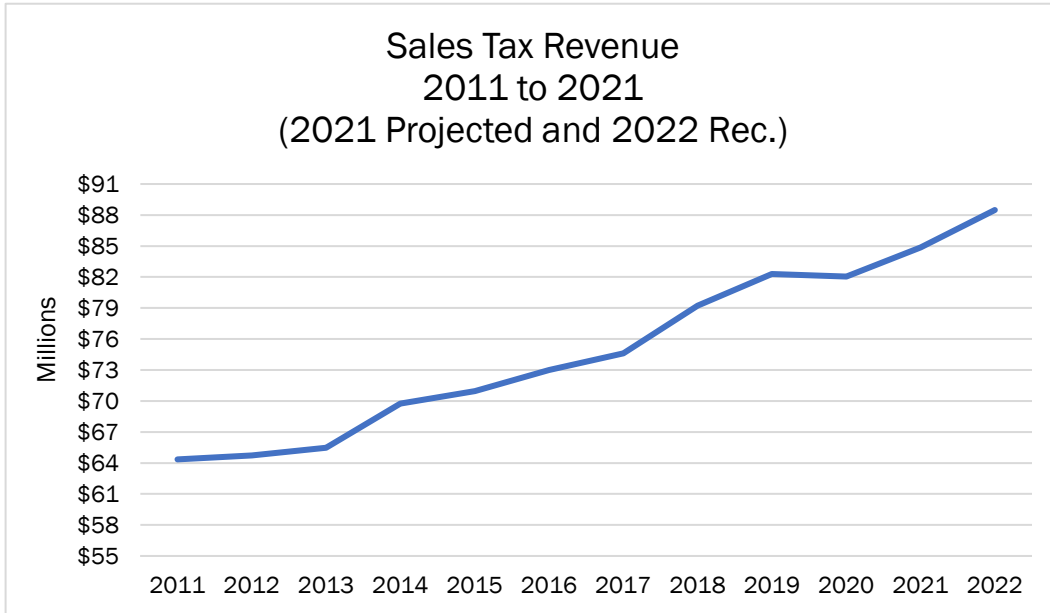
1996-COUNTY SALES TAX REVENUE

Total County sales tax receipts are projected to increase by \$11,412,505 from \$77.1 million in 2021 to \$88.5 million in 2022. The 2022 recommendation reflects a 14.8 percent increase from the 2021 budgeted amount, which was budgeted lower due to the impact of the COVID-19 Pandemic.

The Comptroller, based on an [analysis dated September 10, 2021](#), projects 2021 sales tax collections will be \$7.8 million more than the \$77.1 million budget. This is subject to further changes as sales tax remittances from the State are often difficult to project.

A total of \$36.7 million in net sales tax revenue is earmarked for debt service costs and \$8.5 million is dedicated to cash finance capital improvement projects. Net County sales tax revenue is projected to exceed debt service/cash financing costs by \$43.2 million, an increase of approximately \$10.1 million from 2021. These monies are therefore available as revenues to offset general operating fund expenses. The Sales and Use Tax Ordinance, Section 22.04, was amended to allow 'surplus' sales tax revenue to cash-finance capital improvement projects, prepay outstanding bonds, fund employee benefit cost increases or supplement the appropriation for contingencies.

The chart below provides a history of sales tax collections in Milwaukee County from 2008 actual through 2021 projected and the 2022 County Executive Recommended amount.



1998-SURPLUS (OR DEFICIT) FROM PRIOR YEAR

The 2020 adjusted surplus applied to the 2022 budget is \$5,000,000, the same as the 2021 amount. Therefore, there is no tax levy impact. This account is required by State law to ensure that year-end surplus and deficit amounts are reconciled from two-years prior.

1999-MISCELLANEOUS REVENUE

Other miscellaneous revenue is budgeted at \$225,000, an increase of \$200,000 from 2021. Historically, this account captures revenues from the closure of Tax Increment Financing (TIF) districts as surplus monies are returned to taxing authorities. Revenue due to cancellation of uncashed county checks and Jury Fee revenue from employees is also deposited into this account.

1940 – Non-Departmental Revenues

1913-CIVIL AIR PATROL

The civil air patrol is an educational program for youth and adults focused on aeronautics and provides public service to the County and region. The CAP uses a County-owned hangar at Lawrence J. Timmerman Airport where the County covers the utility costs.

The 2022 Recommended Budget proposes no changes to the CAP’s appropriation of \$11,500, which covers paint, repairs, materials, and basic supplies to maintain the building. The CAP has consistently spent less than their budgeted fiscal allotment over the past several years.

1921-HUMAN RESOURCES AND PAYROLL SYSTEM

The non-departmental account established in 2006 for the implementation of the contracted Ceridian system continues. Operational costs of \$2,133,901 are included for 2022, an increase of \$378,009. The anticipated implementation of the Enterprise Resource Planning (ERP) system in mid-2020 was expected to replace some of the costs contained in this budget. However, the delay in implementing the payroll function required the county to migrate to Ceridian’s new payroll platform in 2020 to eliminate any potential issues with employee payroll. In addition to the Ceridian software, this non-departmental budget contains funding for benefits administration software used by the Department of Human Resources funding for employee learning content, and monies to retain the Segal Company

to provide actuarial services to the Office of the Comptroller to enable the completion of fiscal notes related to pension.

1930-OFFSET TO INTERNAL SERVICE CHARGES

This budget includes offsets to charges by internal service fund departments and crosscharging departments so those budgets are not overstated. The amount of the offset decreases by \$6.5 million to reflect charges from internal service funds to other county departments. In 2022, expenditure offsets are equal to revenue offsets for no tax levy impact.

1935-CHARGES TO OTHER COUNTY ORGANIZATION UNITS

This budget reflects the offset to Central Service costs allocated to departments to show the full cost of operating a department. The Central Service Allocation amounts for 2022 are based upon the 2022 Cost Allocation Plan, which uses 2020 actual costs as its basis. The Office of the Comptroller calculates the amounts of the Central Service Allocation. The offset (abatment) for 2022 is \$7.8 million, a decrease of \$343,727

1945-APPRIORATION FOR CONTINGENCIES

The Recommended Budget includes \$5 million, the same as the amount provided in 2021. The Comptroller has previously recommended to the Committee on Finance the County establish a \$5 million contingency each year to help offset budget deficits in other areas.

1950-EMPLOYEE FRINGE BENEFITS

The COVID-19 pandemic had a positive impact on fringe benefit costs in 2020¹², but that trend may be reverting for health care costs in 2021 as expenditures are trending more in line with the adopted budget. The Comptroller, based on [an analysis dated September 10, 2021](#), is projecting a breakeven employee fringe benefit budget for 2021, with the understanding that activity is subject to change in the final quarter. The 2021 spending plan, however, holds health and dental costs flat for 2021, which is a key reason the Recommended Budget avoids deeper cuts to programs and services. Gross health and dental costs¹³ decrease by \$1.6 million to \$107.7 million based primarily on experience and projections of health care use, but also by a few changes to the budget. These changes include approximately \$2.1 million in savings from the discontinuation of stop loss insurance and approximately \$319,000 in savings from changes to the dental insurance plan. Stop loss insurance was discontinued by the Benefits Division beginning in 2021. Prior to that the County paid stop loss premiums to insure against claims that exceeded \$500,000 in one year. Additionally, gross pension costs¹⁴ decrease \$1.5 million to \$108.4 million due to a reduction in unfunded liability payment of \$1.5 million.

Employee/Retiree Health Care

There are no proposed significant changes to employee/retiree health benefits based on discussions with the Employee Benefits Director. Moreover, monthly premiums, deductibles, and office visit co-payments remain the same as 2021. The Recommended Budget narrative provides some information on health insurance but the benefit is detailed in Milwaukee County General Ordinance [Section 17.14\(7\)](#). (See the chart below for a detailed listing of the benefits).

¹² The fringe benefit surplus for 2020 was \$17.1 million, but revenue offsets (e.g. DHHS-BHD) lowered the year-end surplus for the County's bottom line to \$9.3 million.

¹³ Gross health care costs are before employee and retiree premium payments, other minor program revenues, and departmental revenue offsets (e.g. Airport) and do not reflect the net tax levy costs.

¹⁴ Gross pension costs are before employee and state contributions and departmental revenue offsets and do not reflect net tax levy costs.

The Recommended Budget does make a few adjustments to the employee dental benefit plan. These include:

- Increase the deductible to \$50 from \$25 per person
- Decrease basic co-insurance from 100 percent to 80 percent
- Decreased major co-insurance from 80 percent to 60 percent

These changes allow the amount budgeted for employee dental insurance to decrease by approximately \$319,000 to \$3.3 million. Dental insurance benefits are detailed in Milwaukee County General Ordinance [Section 17.14\(8\)](#). According to the Employee Benefits Director, the changes would disproportionately impact employees in lower pay ranges, which contain a higher percentage of People of Color based on a racial equity analysis performed earlier in 2021. Policymakers may wish to better understand how the new Wellness Plan policies, which require an annual visit to the dentist to receive the lower health care premiums, mesh with the proposed changes to dental insurance benefits.

The County's success in moderating the growth in health care costs the past several years has contributed significantly to the County's ability to positively "bend the curve" on the five-year fiscal forecasts for employee benefits. Indeed, the gross health and dental costs budgeted in 2014 was \$120.1 million, compared to the \$107.7 planned for 2022. During this period, health and prescription drug costs have risen each year, but changes to the plan design (more retiree and employee cost participation), improved prescription drug rebates, and efforts to transition retirees to better and more cost-effective coverage has yielded significant budget savings compared to previous five-year fiscal projections.

Flexible Spending Account (FSA) Contribution

The Recommended Budget retains the flexible spending account contribution made to employees at the current amount. The Recommended Budget maintains the employer match of a \$1 to \$1 match up to a maximum employer contribution of \$1,000. Therefore, if the employee contributed \$1,000, the County would provide \$1,000 for a total of \$2,000 to pay for eligible FSA expenses.

Pension

Retirement System Contribution-OBRA account is used to separately budget for OBRA benefit contributions. This amount decreases \$500,000 to \$203,000. This pension plan covers seasonal and certain temporary employees who do not elect to enroll in the ERS.

Doyme Pension Contribution – This account reflects pension costs for employees that were former County employees under Doyme Hospital, whose laboratory and radiology units, were transferred to a separate company called United Regional Medical Services (URMS). The contribution for 2022 remains at \$0, based on current value of the plan and funding requirements. Contributions may return in future years, depending on investment performance and changes in valuation requirements.

Retirement System Contribution account includes a decrease of \$1,500,281, from \$109,150,119 to \$107,649,838. The pension contribution includes a normal cost contribution of \$19,575,000, an unfunded actuarial accrued liability payment of \$54,663,000, and debt service costs on the pension obligation notes of \$33,411,838. The decrease is driven by a \$1.5 million decrease in the unfunded liability as outlined in [File No. 21-534](#).

In 2019, the County [discontinued the practice](#) of accepting payment for the Employees Retirement System (ERS) from the Pension Trust, and then paying the Trust back in the subsequent year through the annual pension contribution. ERS' expenses are now budgeted as tax levy in the Department of Human Resources, Org. 1140, Retirement Plan Services (RPS) section. The 2022 Recommended

Budget includes \$1,189,250 in expenses related to the operation of the pension plan, including 17 FTE staff.

Beginning in 2011, most employees (except law enforcement and firefighters who were exempted under state law) began contributing one-half of the actuarially required amount toward pension costs. Deputy Sheriffs were later added as part of a new labor agreement. For 2022, the employee pension contribution rates for general employees lower slightly to 6.1 percent from 6.2 percent. Public safety employees' contribution rates are subject to collective bargaining but are estimated to increase to 9.9 percent from 9.7 percent. The contribution amounts for the following year are calculated each year by the county's actuary and were presented to the County Board in [File No. 21-534](#) in June.

1961-LITIGATION RESERVE

The 2022 Recommended Budget for Litigation Reserve is budgeted at \$186,362 consistent with 2021 funding. The Litigation Reserve is used to fund unanticipated litigation costs and is managed by the Office of Corporation Counsel.

1972-WAGES AND BENEFITS MODIFICATIONS

The Recommended Budget includes funding in this non-departmental account Org. Unit 1940-1972 Wages and Benefits Modification to provide \$2.5 million for salary adjustments based on the results of a compensation study that is to be submitted to the County Board in mid-2022. The results of this study will allow for the transfer of all or part of these funds to the appropriate departmental accounts. This non-departmental account also includes a county-wide vacancy and turnover amount of \$2.6 million. The concept of vacancy and turnover is to reduce budgeted appropriations for salary costs as it is understood that staff departures and delays in filling positions yields salary savings. Instead of budgeting these *negative* salary funds in individual departments, this amount will have to be managed on a county-wide basis. The net effect is this non-departmental account has a *negative* tax levy of \$100,000. The Budget Division and the Office of the Comptroller will have to monitor this within the overall County fiscal projection. It will likely result in the approval of fewer requests to transfer surplus salary appropriations to other accounts.

It should be noted that the Recommended Budget includes a 2 percent general increase for employees not represented by a collective bargaining unit. This increase, effective Pay Period 8, beginning April 3, 2022, provides approximately \$3.4 million in departmental salary accounts. No monies have been provided to departmental accounts for "step increases" as fiscal constraints have prohibited the County's ability in recent years to allocate the necessary funds. It is expected that the compensation study being developed by Human Resources will address this issue. The chart on the next page highlights "new" monies to wage increases in the 2022 Recommended Budget. It does not include funds to annualize wage increases provided in 2021.

New Funds for Salary Increases in 2022 Recommended Budget	
Item	New Funds
<i>Across-the-Board Raises:</i>	
Funding for 3/4 year cost of 2% raise scheduled 4/3/2021	\$3.4 million
Funding for Correctional Office \$3/Hour Premium Pay*	<u>\$4.0 million*</u>
<i>Sub Total:</i>	\$7.4 million
<i>Other Salary Appropriations:</i>	
Compensation for Pathologists in Medical Examiner's Office	\$0.2 million
Pay Equity Adjustments for Human Service Workers, Administrators, & other DHHS staff	\$0.52 million
Equity Adjustments for County Workers TBD after completion of compensation study report	<u>\$2.5 million</u>
<i>Sub Total:</i>	\$3.22 million
<i>New Funding for Salary Increases Total:</i>	
	\$10.94 million
*The County's American Rescue Plan Act (ARPA) funding is covering the Premium Pay for Correctional Officers.	

1985-CAPITAL OUTLAY/DEPRECIATION CONTRA

This account is a budgetary device used to provide for proper accounting of capital outlays in Proprietary Fund departments (i.e. Enterprise and Internal Service Fund departments) and depreciation. There is no county-wide tax levy impact from this account.

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

Under [Wisconsin State Statute § 66.0309\(14\)\(b\)](#), Milwaukee County pays dues for SEWRPC's budget based on the proportion of its equalized assessed property value in the region. Milwaukee County's dues to SEWRPC for 2022 increase by \$36,380 to \$775,140. SEWRPC temporarily lowered its county tax levy for 2021 due to the uncertainty around the COVID-19 Pandemic; its levy has returned to the pre-pandemic level.

It should be noted that in general Milwaukee County's dues have been declining every year due to a years-long trend of growing more slowly in assessed property value than the other SEWRPC member counties. In other words, Milwaukee County's percentage of the whole region's total property value has been waning.

SEWRPC funding is approved through a separate file and not directly in the Adopted Budget. [File No. 21-695](#) will be scheduled for approval concurrently with the 2022 Adopted Budget.

SEWRPC provides technical assistance to County departments and provides additional research and services to Milwaukee County upon request. Below is a short list of higher profile efforts it has studied or participated in on behalf of Milwaukee County:

1. [North-South Transit Enhancement](#) Feasibility Study for 27th Street
2. The East-West Bus Rapid Transit ([BRT](#))
3. [VISION 2050](#), the area's regional land use and transportation plan
4. Technical services for the County's Independent Redistricting Committee (IRC)

5. The Comprehensive Economic Development Strategy for southeastern Wisconsin approved in [File No. 21-607](#)
6. County Park and Open Space [Planning](#)
7. [Coastal Management](#) Guidelines
8. Milwaukee [Aerotropolis Planning](#)

Annual Tax Levy Dues by County to SEWRPC, 2016-2022

County	2016	2017	2018	2019	2020	2021	2022
Kenosha	\$175,105	\$180,030	\$184,210	\$187,330	\$190,715	\$184,980	\$196,395
Milwaukee	\$810,779	\$799,775	\$797,755	\$785,015	\$782,635	\$738,310	\$775,140
Ozaukee	\$147,315	\$149,850	\$149,855	\$150,015	\$150,255	\$142,830	\$148,650
Racine	\$189,615	\$189,805	\$187,540	\$187,845	\$187,805	\$181,070	\$196,745
Walworth	\$184,830	\$182,685	\$180,505	\$180,960	\$181,215	\$172,620	\$182,920
Washington	\$180,705	\$182,585	\$183,175	\$186,805	\$186,960	\$177,555	\$185,940
Waukesha	\$681,905	\$685,515	\$687,205	\$692,275	\$690,660	\$654,370	\$684,455
Total	\$2,370,245	\$2,370,245	\$2,370,245	\$2,370,345	\$2,370,245	\$2,251,735	\$2,370,245

SECTION 4

CAPITAL IMPROVEMENTS

HIGHWAYS (WH)

- WH11001 West Beloit Road (County Trunk Highway T): South 124th Street to South Wollmer Road**
Expenditure: \$3,700,000
Revenue Reimbursement: \$807,992 in State dollars and \$100,000 from the City of Greenfield
Net County Commitment: \$2,792,008 to be financed with general obligation bonds
- The culmination of a multiyear project, this is the construction phase of reconstructing 1.4 miles of West Beloit Road from South 124th Street to South Wollmer Road. State reimbursement funding will expire on June 30, 2023.
- WH11101 West Forest Home Avenue (County Trunk Highway 00): High View Drive to South North Cape Road**
Expenditure: \$275,000
Revenue Reimbursement: \$0
Net County Commitment: \$275,000 to be financed with general obligation bonds
- This is the design and land acquisition phase for resurfacing West Beloit Road (County Trunk Highway 00) from High View Drive to South North Cape Road. The design and land acquisition phase began in 2021. Construction would occur in 2023. State reimbursement funding will expire on June 30, 2025.
- WH11801 Traffic Signals for County Trunk Highway PP (Good Hope Road) – County Trunk Highway W (Port Washington Road)**
Expenditure: \$874,373
Revenue Reimbursement: \$786,936 in federal dollars
Net County Commitment: \$87,437 in general obligation bonds
- This is the culmination of design work begun in 2021. This project would install overhead lane signals at six intersections while removing traffic poles subject to repeated crashes. Other safety features are additionally included with the goal of reducing traffic collisions and improving safety. Federal Highway Safety Improvement Program (HSIP) dollars expire on June 30, 2023.
- WH24701 Reconstruct County Trunk Highway BB – South 13th Street to South Howell Avenue**
Expenditure: \$275,000
Revenue Reimbursement: \$220,000 in federal dollars
Net County Commitment: \$55,000 in general obligation bonds
- This project would begin the design phase of a multiyear project reconstructing County Trunk Highway BB from South 13th street to South Howell Avenue. It includes features for cyclists and pedestrians. Federal dollars from the Surface Transportation Program (STP) are appropriated through WisDOT. Expected completion is in 2025.
- WH01022 Reconstruction of 13th Street from West Puetz Road to West Drexel Avenue**
Expenditure: \$530,000
Revenue Reimbursement: \$424,000 in federal dollars
Net County Commitment: \$106,000 in general obligation bonds

This project would continue design work and land acquisition begun in 2020 for the reconstruction of South 13th Street from West Puetz Road to West Drexel Avenue with bicycle and pedestrian features. Construction is expected for 2023 with significant federal reimbursement.

WH09801 South 76th Street Bridge B-40-0574 (Southbound) over Loomis Road

Expenditure: \$1,214,725

Revenue Reimbursement: \$971,780 in State dollars

Net County Commitment: \$242,945 in general obligation bonds

2022 would be the construction phase of rehabilitating this County-owned bridge B-40-0574 concurrent with rehabilitating bridge Capital Project WH11601: South 76th Street Northbound Bridge B-40-0573, also over Loomis Road. Design began in 2020. State Local Bridge Program funding will expire on June 30, 2023.

WH11201 West Good Hope Road Bridge B-40-0370 over Milwaukee River

Expenditure: \$2,060,205

Revenue Reimbursement: \$1,480,000 in State dollars

Net County Commitment: \$580,205 in general obligation bonds

This is the construction phase of replacing this County bridge between North Teutonia Avenue and North Range Line Road. 80 percent of project costs less \$51,815 of ineligible project costs are paid for with State Local Bridge Program (LBP) dollars. This project does not specify when LBP dollars expire.

WH11301 West Hampton Avenue Bridge P-40-0750 over Milwaukee River

Expenditure: \$818,778

Revenue Reimbursement: \$655,022 in State dollars

Net County Commitment: \$163,756 in general obligation bonds

This is the construction phase of rehabilitating the structurally deficient West Hampton Avenue Bridge P-40-0750 over the Milwaukee River. 80 percent of project costs less \$29,485 of ineligible project costs are paid for with State Local Bridge Program (LBP) dollars. State funding expires on June 30, 2023.

WH11601 South 76th Street Bridge B-40-0573 (Northbound) over Loomis Road

Expenditure: \$1,184,305

Revenue Reimbursement: \$947,444

Net County Commitment: \$236,861

2022 would be the construction phase of rehabilitating this County-owned bridge B-40-0573 concurrent with rehabilitating bridge Capital Project WH09801: South 76th Street Southbound Bridge B-40-0574, also over Loomis Road. Design began in 2020. State Local Bridge Program funding will expire on June 30, 2023.

WH24201 North Shop Highway Maintenance Facility Improvement

Expenditure: \$15,592,847

Revenue Reimbursement: \$0

Net County Commitment: \$15,354,046 in general obligation bonds and \$238,801 in sales tax receipts

This project would replace an obsolete 1928 structure lacking a women's bathroom. Phase I in 2017 reviewed a 1999 design. The project was modified to add a parking component in [File No. 20-668](#). In [File No. 21-100](#), the Administration proposed surveying and re-zoning of County parkland to accommodate construction of the new structure. There was subsequent Board concern regarding neighborhood green space access and potential loss of Board control of parkland. However, the Board ultimately approved the surveying work as Schoenecker Park is adjacent to the Havenwoods State Forest.

For 2022, this Phase II would bid for and construct a new North Shop Facility including a garage with heated vehicle parking stalls for 24 trucks and 7 smaller vehicles. A parking lot with 121 will be paved adjacent to Schoenecker Park. The 1928 garage may be converted to a cold storage facility, demolished, or rebuilt. MCDOT favors using it as cold storage.

WH25501 Signal at Intersection of West Forest Home Avenue and West Speedway Drive Intersection

Expenditure: \$30,900

Revenue Reimbursement: \$27,810 in federal dollars

Net County Commitment: \$3,090 in general obligation bonds

This is the design phase of a project which would install overhead lane signals in through lanes with the stated intent of reducing repeated collisions with poles in the center median. The project would also install flashing yellow left turn arrow signals to mitigate left turn crashes. Project work is anticipated for 2024. Federal Highway Safety Improvement Program (HSIP) dollars distributed via WisDOT expire on June 30, 2025.

WH25601 Signals at West Rawson Avenue at the Intersections of South 68th, S. 51st, and S. 31st Streets

Expenditure: \$92,700

Revenue Reimbursement: \$83,430 in federal dollars

Net County Commitment: \$9,270

This is the design phase of a project which would install overhead lane signals in through lanes with the stated intent of reducing repeated collisions with poles in the center median. The project would also install flashing yellow left turn arrow signals to mitigate left turn crashes. Project work is anticipated for 2024. Federal Highway Safety Improvement Program (HSIP) dollars distributed via WisDOT expire on June 30, 2025.

WH25701 Signal at Intersection of West College Avenue and South 20th Street

Expenditure: \$89,597

Revenue Reimbursement: \$62,637 in federal dollars

Net County Commitment: \$26,960 in general obligation bonds

This is the design phase of a project which would install overhead lane signals in through lanes with the stated intent of reducing repeated collisions with poles in the center median. The project would also install flashing yellow left turn arrow signals to mitigate left turn crashes. Project work is anticipated for 2025. Federal

Highway Safety Improvement Program (HSIP) dollars distributed via WisDOT expire on June 30, 2025.

MASS TRANSIT (WT)

WT05901 **Milwaukee County Transit System Administration Building Lighting Upgrades**

Expenditure: \$48,598
Revenue Reimbursement: \$38,878 in federal dollars
Net County Commitment: \$9,720 in sales tax receipts

This is the planning and design phase of a project which would convert all the interior lighting to LED for improved lighting and cost savings. Motion sensor lights will be installed where practical.

WT07801 **Kinnickinnic (KK) Garage Roof Replacement**

Expenditure: \$4,891,921
Revenue Reimbursement: \$3,913,537 in federal dollars
Net County Commitment: \$978,384 in general obligation bonds

This is the construction phase of a project first authorized by the Board in 2020. The KK Garage's roof is beyond its useful life being more than 30 years old. Water infiltration is damaging the interior of the building and must constantly be patched.

WT08001 **MCTS Fleet Maintenance Lighting Upgrades**

Expenditure: \$41,413
Revenue Reimbursement: \$33,130 in federal dollars
Net County Commitment: \$8,283 in sales tax receipts

This is the planning and design phase of a project which would convert all the interior lighting to LED for improved lighting and cost savings. Motion sensor lights will be installed where practical.

WT11401 **Fond du Lac Garage Lighting Upgrades**

Expenditure: \$197,517
Revenue Reimbursement: \$158,013 in federal dollars
Net County Commitment: \$39,504 in sales tax receipts

This is the planning and design phase of a project which would convert all the interior lighting to LED for improved lighting and cost savings. Motion sensor lights will be installed where practical.

WT12201 **Fond du Lac Garage Bus Maintenance Pit Replacements**

Expenditure: \$921,129
Revenue Reimbursement: \$736,903 in federal dollars
Net County Commitment: \$184,226 in sales tax receipts

This project would, for safety and weight-bearing considerations, repair concrete in preparation for full replacement of bus lifts with newer, more powerful, and more environmentally sustainable lifts capable of lifting heavier battery-electric buses.

- WT12801 **Kinnickinnic (KK) Garage Employee Parking Lot Replacement**
 Expenditure: \$257,886
 Revenue Reimbursement: \$206,309 in federal dollars
 Net County Commitment: \$51,577 in sales tax receipts
- Begun in 2021, this project would reconstruct the employee parking lot at the KK Garage while also installing new fencing, LED lighting, and security features.
- WT13701 **Kinnickinnic (KK) Maintenance Building Electrical Systems Upgrades**
 Expenditure: \$367,954
 Revenue Reimbursement: \$294,363 in federal dollars
 Net County Commitment: \$73,591 in sales tax receipts
- The KK Maintenance Building’s electrical systems have reached the point of their useful life which significant deterioration is likely if not addressed within the next year or two. This project would upgrade or replace several electrical panels and transformers.
- WT14101 **Kinnickinnic (KK) Washhouse Building Exhaust System Replacement**
 Expenditure: \$353,974
 Revenue Reimbursement: \$283,179 in federal dollars
 Net County Commitment: \$70,795 in general obligation bonds
- The KK Washhouse Building’s exhaust system is beyond its useful operating life and is in potentially critical condition. Furthermore, there are height clearance issues in the building for taller Battery-Electric Buses which the facility will house in 2022. MCTS reports this project must be done before the BEBs arrive in 2022.
- WT14901 **Fond du Lac Garage Transportation Building Roof Replacement**
 Expenditure: \$367,417
 Revenue Reimbursement: \$293,934 in federal dollars
 Net County Commitment: \$73,483 in general obligation bonds
- The FDL Garage was built in 1981 and retains its original roof more than 40 years later. The roof is beyond its useful life and is prone to leakage.
- WT15001 **Fond du Lac Garage Transportation Building HVAC Replacement**
 Expenditure: \$260,321
 Revenue Reimbursement: \$208,257 in federal dollars
 Net County Commitment: \$52,064 in general obligation bonds
- The FDL Building’s HVAC system is at the end of its useful life and serves the largest number of MCTS employees. This is the continuation of expenditure authority granted in 2021.
- WT15101 **MCTS Building Automation System HVAC System Upgrades**
 Expenditure: \$98,854
 Revenue Reimbursement: \$79,083 in federal dollars
 Net County Commitment: \$19,771 in sales tax receipts

MCTS operates an obsolete operating system for its HVAC units across multiple buildings. New equipment often will not function with the old system. For 2022, the planning and design phase would begin with replacement occurring in 2023.

WT15201 **Bus Replacement Program**
Expenditure: \$31,800,000
Revenue Reimbursement: \$31,800,000 in federal dollars
Net County Commitment: \$0

This project would purchase 60 clean diesel buses to work toward replacing more than 100 buses which have reached the end of their useful lives. There at present is no net County commitment due to a combination of utilizing approximately \$25.44 million in banked federal 5307 and 5339(a) formula grants and the use of \$6.36 million in federal ARPA dollars appropriated from the State Governor. MCDOT is confirming with the FTA that the ARPA dollars may be used for a local match.

WT15301 **North-South Transit Enhancement**
Expenditure: \$20,000,000
Revenue Reimbursement: \$20,000,000 in federal ARPA dollars
Net County Commitment: \$0

The County has collaborated with the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to study 27th Street, one of the busiest transportation corridors in the County. A transit enhancement similar to the East-West Bus Rapid Transit may be proposed by SEWRPC later this year. As of this writing, [File No. 21-927](#) will have the most updated information.

As a capital project, this expenditure authority will enable engineering, design, and environmental review of the locally preferred alternative when the locally preferred alternative is determined. Depending on Board approval and the appropriation of sufficient resources, construction could begin as soon as 2024.

AIRPORT (WA)

Airport Revenues

Milwaukee Mitchell International Airport (GMIA) and Lawrence J. Timmerman Airport (LJT) are the two airports Milwaukee County manages. The funding for the Airport capital program derives from a combination of state and federal grant dollars, Passenger Facility Charge fees (PFCs) assessed on passengers, and Airport reserves funded predominantly from concessions and car rental revenues. Below is a brief description of the funding accounts generally in order of size:

1. **Airline Improvement Program (AIP)** – This fund is generally used for airfield or airside improvements subject to Federal Aviation Administration (FAA) approval. AIP projects are typically paid for 75/12.5/12.5 percent by the federal, state, and local governments respectively. There are two types of AIP funding categories:
 - i. Entitlement – Formula-based according to airport size, traffic, and related variables
 - ii. Discretionary – Competitively allocated based on funding availability
2. **State Block Grant** – This is the primary funding source for eligible projects related to LJT and is administered by the state of Wisconsin as a block grant. LJT projects sometimes can also receive primarily state funding with local share participation varying by project.

3. **Passenger Facility Charges (PFC)** – Every enplaning, or departing, passenger pays a \$4.50 fee which goes into the PFC fund. PFC dollars are spent subject to FAA approval. PFC funds can be used toward the local matching portion of AIP projects, but can also be used for standalone projects. Pursuant to federal guidelines, PFC funds may be used in general for projects which do one of the following:
 - i. Enhance the safety, security, or capacity of the airport
 - ii. Reduce airport noise
 - iii. Increase air carrier competition
4. **Airport Development Fund (ADF)** – The dollars in this fund derive from the master lease agreement which governs the operating relationship between the signatory air carriers and GMIA. Under the terms of the present 2015-2020 lease agreement, extended through 2021 due to the COVID-19 pandemic, GMIA may maintain a fund of up to \$15 million based on collecting 10 percent of all parking and concession revenue. ADF funds can be used as the local matching portion for some projects or for standalone projects that may not otherwise qualify for funding through AIP or PFC dollars.
5. **ADF-D Fund** – As an offshoot of ADF, a provision in the 2015-2020 GMIA master lease agreement, extended through 2021 due to the COVID-19 pandemic, allows for the airport to fund up to \$4 million of projects in the ADF-D account, the cost of which gets funded from depreciation expenses charged to and reimbursed through the airlines.
6. **Capital Improvement Reserve Account (CIRA)** – This fund is often used as a local matching source for capital projects at LJT, the general aviation reliever airport to GMIA. CIRA has also been used for other projects at GMIA like parking. The CIRA portion of projects is funded from depreciation expenses charged to the airlines.
7. **Customer Facility Charges (CFCs)** – The funds in the CFC account derive from a \$0.50 per day per vehicle fee incurred on vehicles rented from the rental car companies operating at GMIA. GMIA uses these funds to address maintenance and construction needs and improvements of the car rental facilities in the parking garage.

WA29501 **Mitchell Airport (MKE) Parking Structure Expansion Joint Replacement**
 Expenditure: \$94,378
 Revenue Reimbursement: \$0
 Net County Commitment: \$94,378 in CIRA and CFC reserves

The parking structure is the largest revenue source for the Airport. Recent inspection reports of the edifice recommended replacement of various expansion joints, sealing and protecting others, and some minor concrete repair. This is the design phase. Work is expected to continue through 2025.

WA39501 **Mitchell Airport (MKE) Taxiway H (Partial) and Taxiway K Removal**
 Expenditure: \$2,868,829
 Revenue Reimbursement: \$2,151,621 in federal dollars and \$358,604 in State dollars
 Net County Commitment: \$358,604 in ADF dollars

Taxiway H pavement removal from Taxiway J to Taxiway K and Taxiway K removal from Taxiway H to Runway 1L-19R are expected to be a part of the new Mitchell

Airport Masterplan Airport Layout. The pavement is in poor condition at 37 out of 100 on the pavement condition index.

This project is contingent upon State and federal funding.

WA39701 **Mitchell Airport (MKE) Taxiway D Removal**
Expenditure: \$2,609,209
Revenue Reimbursement: \$1,956,906 in federal AIP dollars and \$326,151 in State dollars
Net County Commitment: \$326,152 in ADF dollars

Removal of Taxiway D from Runway 13-31 to Runway 7L-25R and Taxiway D from Taxiway D to Taxiway C are expected to be a part of the new Mitchell Airport Masterplan Airport Layout. The pavement is in poor condition at 26 to 39 out of 100 on the pavement condition index.

This project is contingent upon State and federal funding.

WA39801 **Mitchell Airport (MKE) Parking Structure Elevator-T Rehabilitation**
Expenditure: \$950,526
Revenue Reimbursement: \$0
Net County Commitment: \$950,526 in CIRA and CFC dollars

This project would completely recondition the mechanical and electrical systems of public passenger Elevator T in Milwaukee Mitchell International Airport's parking structure.

WA39901 **Mitchell Airport (MKE) Taxiway H Rehabilitation**
Expenditure: \$916,535
Revenue Reimbursement: \$687,401 in federal AIP dollars and \$114,567 in State dollars
Net County Commitment: \$114,567 in ADF dollars

The pavement, dating to 1998, is in poor condition at 34 to 37 out of 100 on the pavement condition index.

This project is contingent upon State and federal funding.

WA40001 **Mitchell Airport (MKE) North Apron Rehabilitation**
Expenditure: \$1,620,310
Revenue Reimbursement: \$1,215,232 in federal AIP dollars and \$202,540 in State dollars
Net County Commitment: \$202,538 in ADF dollars

The pavement is in poor condition at 02 to 40 out of 100 on the pavement condition index. This project is contingent upon State and federal funding.

WA40101 **Mitchell Airport (MKE) Snow Removal Equipment Replacement 2021**
Expenditure: \$3,638,250
Revenue Reimbursement: \$0
Net County Commitment: \$3,638,250 in ADF dollars

This project would replace snow removal equipment ranging in age from 10 to 19 years. The equipment is reportedly at the end of its useful life, is less reliable, and requires more maintenance.

WA40201 **Mitchell Airport (MKE) Obstruction Removal**
Expenditure: \$248,467
Revenue Reimbursement: \$0
Net County Commitment: \$248,467 in ADF dollars

This project would determine how to remove tree obstructions to flight pathways at Mitchell Airport.

ENVIRONMENTAL (WV)

WV02101 **Oak Creek Streambank Stabilization**
Expenditure: \$576,868
Revenue Reimbursement: \$0
Net County Commitment: \$576,868 to be financed by general obligation bonds.

The 2020 Adopted Budget included an allocation of \$68,759 for planning and design for this project. \$576,868 is recommended for 2022 for implementation. Part of this project includes improved water quality by reducing sediment delivery to the Oak Creek and Lake Michigan. After construction is complete in 2022, the project will be closed out.

WV04601 **Warnimont Park Gun Club Remediation**
Expenditure: \$208,000
Revenue Reimbursement: \$0
Net County Commitment: \$208,000 to be paid for by sales tax revenue.

Per the instruction of the State of Wisconsin Department of Natural Resource (WDNR), Milwaukee County is required to investigate and remediate soil contamination at the Warnimont Park Gun Club. The 2019 Adopted Budget included \$241,017 to complete this project, but further investigation is required by the WDNR to evaluate Lake Michigan sediments. Funding in 2022 will prevent direct contact with contaminants and protect the bluff. Barring any additional requirements from the WDNR, this project should be completed in 2022, with project closeout in 2025.

WV05001 **Lead Pipe Lateral Assessment**
Expenditure: \$174,621
Revenue Reimbursement: \$0
Net County Commitment: \$174,621 to be paid for by sales tax revenue.

This project is the first in a multi-phase lead pipe assessment and remediation effort. The scope for this first project will include information gathering, development of a testing plan, prioritization of facilities for testing, and the testing of approximately ten facilities. Results from this first project will inform future phases. The next phases of the project will include more testing and the final phase of the project will be the replacement of lead laterals. It is anticipated that the entirety of the project will be phased through 2025.

WV05601 **County-wide Sanitary Sewers Repairs-2022**
 Expenditure: \$164,999
 Revenue Reimbursement: \$0
 Net County Commitment: \$164,999 to be paid for by sales tax revenue.

Funding in the amount of \$164,999 is recommended for an annual inspection of the County’s sanitary sewer system. As a result of a 2006 agreement with the State Attorney General’s Office, the County inspects its sanitary sewer system every five years. The agreement is the result of a 2004 Notice of Violation from the State of Wisconsin Department of Natural Resources for inadequate sewer conditions. In order to meet this deadline, the County inspects 20 percent of the sewer system on an annual basis. Planning and design is anticipated to cost \$18,703 and construction is anticipated to cost \$146,296. Deficiencies in the system are to be completed within 18 months.

PARKS (WP)

The Department of Administrative Services Facilities Management Division undertakes an assessment of pavement conditions for the Parks system through its Architecture, Engineering, and Environmental Services sub-division. The pavement conditions are assessed and rated on a scale from 0 to 100 every three years, with a region (north, south, central) performed each year. The pavement condition assessments include basketball courts, trails, walkways, service yards, asphalt pads, parkways, parking lots, and tennis courts. These ratings are designed to help track and manage the condition of paved areas over time, as well as assist in prioritizing a project schedule.

A September 2018 report from the Wisconsin Policy Forum, [Delay of Game](#), analyzed the repair and replacement needs of Milwaukee County Parks facilities and infrastructure, including paved assets. The report found that “more than 16.5 of the county’s 63 miles of parkways are in need of immediate reconstruction” and “29 miles need reconstruction within the next decade.” Parking lots were in worse condition; “approximately 39% of parking lots...should be considered for reconstruction immediately, while another 46% need reconstruction in the next two to 10 years.” Finally, the report found that about half of the County’s tennis courts and over half of the basketball courts need reconstruction in the next ten years. Pavement reconstruction is an expensive undertaking, with repair estimates around \$1 million per mile. With shrinking capital costs allocated towards Park projects every year, more funding will be spent on pavement projects and less on aging facilities, structures, and amenities that users interact with for recreation.

Rating Range	Description
0-40	Reconstruct ASAP
41-60	Reconstruct 2-4 years
61-80	Reconstruct 5-10 years
81-90	Normal maintenance
91-100	Excellent condition

WP53801 **Root River Parkway–Reconstruct 92nd & Parking Lot**
 Expenditure: \$2,568,480
 Revenue Reimbursement: \$0
 Net County Commitment: \$2,568,480 to be financed by general obligation bonds.

This section of pavement, which carries part of the Oak Leaf Trail, provides vehicle access along the Root River and to Whitnall Park, and to Boerner Botanical Gardens, is rated 30 out of 100. Funding is included for reconstruction, utility replacement, and road widening to accommodate parking. The 2019 Adopted Budget included

\$153,142 for planning and design of this project. It is not anticipated that any additional funding will be necessary after 2022.

WP54501

Whitnall Golf Course Irrigation

Expenditure: \$332,757

Revenue Reimbursement: \$0

Net County Commitment: \$332,757 to be paid for by sales tax revenue.

Funding in the amount of \$332,757 is included for the planning and design of a new irrigation system at the Whitnall Park Golf Course to replace the original system that was installed in the 1970s. Future funding will be necessary in 2023 and 2024, approximately \$2,071,193 total, for construction of the new system. The new system will improve playability, make the golf course safer, and improve circulation.

Golf revenues exceeded expectations in 2021. Providing investments in golf infrastructure can help continue and improve upon this trend. A report provided by DPRC in September 2021 ([File No. 21-765](#)) found that irrigation system problems are not unique to the Whitnall Park Golf Course. The cost of repairing and replacing the irrigation systems systemwide might be a consideration for policymakers in future years, especially as the Department continues to consider measures to offset declining property tax levy and revenues in other areas.

W56601

Dretzka Park Eliminate High Voltage

Expenditure: \$144,009

Revenue Reimbursement: \$0

Net County Commitment: \$144,009 to be financed by general obligation bonds.

Funding in the amount of \$144,009 is included for the planning and design of the replacement of the electric utility service for Dretzka Park, which is in alignment with projects in recent years to replace high voltage utilities at McCarty, Smith, King, and Sheridan parks. It is anticipated that approximately \$1,126,811 will be needed in future years for implementation of the plan. The current equipment has been in use for over 50 years and provides service throughout the park, to the service building, the chalet, and the clubhouse.

WP56901

New Service Yard Building Plans and Standardization – Washington Park

Expenditure: \$823,883

Revenue Reimbursement: \$0

Net County Commitment: \$773,883 to be financed by general obligation bonds and \$50,000 to be financed by sales tax revenue.

Currently, DPRC has over 35 service yard locations, with an average age of 62 years and a Facility Condition Index score of 0.265 (FCI over 0.11 is considered poor). DPRC is undergoing an inventory process to begin planning for potential infrastructure restoration and replacement. The first location slated for replacement is Washington Park. Funding in the amount of \$823,883 is included in 2022 for planning and design, which will include a new park service yard, maintenance garage, cold storage building, fueling station, outdoor material bins, and parking.

It is important to note that construction and implementation of the design is scheduled for 2024 and will cost approximately \$9,194,151. This will also include demolition and

removal of the existing service yard. The process of evaluating, planning, and reconstructing all 35 service yards (if all need a total replacement) could be a time and resource intensive undertaking.

WP62501 Dretzka Park—Lighting, Stormwater, Parking Improvements

Expenditure: \$1,920,900

Revenue Reimbursement: \$0

Net County Commitment: \$1,920,900 to be financed by general obligation bonds.

One of the lowest rated pavement conditions in the system at 16 out of 100, Dretzka Park is a high-priority reconstruction for DPRC and constituents. Funding was included in the 2020 Adopted Budget for planning and design of this project. Construction will include new pavement, curbs and gutters, landscaping, LED lighting, benches, and utility replacements. It is anticipated that this project will be completed by the end of 2022.

WP68801 McKinley Parking Lots – Phase 2

Expenditure: \$5,621,032

Revenue Reimbursement: \$0

Net County Commitment: \$5,621,032 to be financed by general obligation bonds.

This project is the completion of phase 2 of the McKinley Parking Lot project. Phase 1, which was included in the 2018 Adopted Budget, cost \$2,141,305 and was the replacement of some portions of the lot. The 2020 Adopted Budget included \$512,878 for planning of phase 2 of the project. WP68801 is implementation of phase 2 and includes further reconstruction. The final phase of the project is scheduled for planning in 2023 and construction in 2024, which can be found in the 5 Year Capital Plan.

WP69401 Oak Creek Parkway – South Milwaukee Mill Pond Dam

Expenditure: \$283,681

Revenue Reimbursement: \$0

Net County Commitment: \$283,681 to be financed by sales tax revenue.

In 2012, the WDNR issued an order that Milwaukee County complete gate repairs, masonry repairs, establish benchmarks, and complete tree and brush removal at the South Milwaukee Mill Pond Dam in the Oak Creek Parkway. Several extensions have been granted as DPRC awaited recommendations from SEWRPC and funding to dredge the pond, but this project is being included to be responsive to the order. The brush and tree work was completed in 2018 and capital funding was allocated in 2020 for the Mill Road bridge adjacent to the dam. This project will include both planning and construction of repairs to the dam and drain structure. \$27,917 is included for planning and \$255,764 is included for construction.

WP70301 King Skate Shelter Eliminate High Voltage

Expenditure: \$1,144,684

Revenue Reimbursement: \$0

Net County Commitment: \$1,144,684 to be financed by general obligation bonds.

Planning for this project was included in the 2020 Adopted Budget. This phase of the project will include demolition of high voltage equipment, installation of new WE

Energies service, and replacement of all aged panels. Upon completion of construction, this project will be closed out at the end of 2022.

WP72301 Parks Bridges—Repairs/Replacement- Phase 1

Expenditure: \$362,702

Revenue Reimbursement: \$0

Net County Commitment: \$362,702 to be financed by sales tax revenue.

Funding was included in the 2020 Adopted Budget for a systemwide bridge inventory. The inventory found 160+ bridges and recommended nearly \$1,000,000 in repairs. This first phase will address the planning and construction to repair the highest priorities from the study. \$41,101 is included for planning and \$321,601 is included for the repairs. Construction on the remaining bridges identified in the study will need to be phased over the next several years. This series of projects also does not include repairs or spending on bridges that are addressed in other capital projects, for example, the Lake Park Ravine Road Bridge or Lake Park Steel Arch Bridge.

ZOO (WZ)

WZ17701

Zoo Parking Lot #4—Repavement

Expenditure: \$1,352,320

Revenue Reimbursement: \$0

Net County Commitment: \$1,352,320

The 2020 Adopted Budget included funding for planning and design of this project. This parking lot serves the group sales division and is used for large events. Upon completion of construction, the project is anticipated to be closed out at the end of 2022.

COURTHOUSE COMPLEX/GROUNDS (WC/WG)

WC17401

Courthouse Exterior Roof Drain Replacement

Expenditure: \$191,913

Revenue Reimbursement: \$0

Net County Commitment: \$191,913 in sales tax receipts

This is the design phase of a project which would identify and replace corroded roof drainpipes on the Milwaukee County Courthouse's roof. Another capital expenditure would be required for 2023.

WC18601

Safety Building Window Assessment and Repairs

Expenditure: \$277,909

Revenue Reimbursement: \$0

Net County Commitment: \$277,909 in sales tax receipts

This project would identify for replacement window weather barriers. For 2022 Facilities Maintenance would identify and perform "make-safe" repairs until replacement occurs in the near future in Capital Project WC18501: Safety Building Window Replacement Plan.

WC20101 **Courthouse Complex Piping Repair and Asbestos Abatement: Phase 1**
Expenditure: \$275,008
Revenue Reimbursement: \$0
Net County Commitment: \$275,008 in sales tax receipts

This project would contract with a design consultant to identify piping for replacement and provide construction cost estimates for various piping work over time on the Milwaukee County Courthouse, Safety Building, and Criminal Justice Facility. There would be some immediate replacements in 2022.

WC22701 **Courthouse Elevator Modernization**
Expenditure: \$585,174
Revenue Reimbursement: \$0
Net County Commitment: \$585,174 in sales tax receipts

The current elevators are original to the Milwaukee County Courthouse's construction in 1932. While updates have occurred over the years, though nothing significant since 2000, and many of the internal components have reached the end of their useful lives. This project for 2022 would study how to best improve the elevators cognizant of ADA needs and extend the lives of the elevators by an additional 20 years. Construction work is anticipated for 2024 and 2025.

HOUSE OF CORRECTION (WJ)

WJ11301 **Disaster Recovery Back Up Power**
Expenditure: \$1,452,627
Revenue Reimbursement: \$0
Net County Commitment: \$1,452,627 to be financed by general obligation bonds.

The power system, including the generators, at the House of Correction have failed on multiple recent occasions. This project includes \$164,611 for planning and design and \$1,288,016 for the purchase and installation of two generators for back-up power. After 2022, there is no additional work necessary on this project.

WJ11501 **HOC Chillers Repairs (600 & 400 Facs)**
Expenditure: \$959,853
Revenue Reimbursement: \$0
Net County Commitment: \$959,853 to be financed by sales tax revenue.

Funding in the amount of \$108,771 is included for planning and design and \$851,082 is included for the design and construction for the replacement of two existing chillers with two new chillers and two new chilled water pumps. The existing pumps are beyond their useful life. Planning for this project is scheduled to occur throughout 2022, with installation occurring in 2023.

OTHER AGENCIES (WO)

Department of Administrative Services – Information Management Services Division

WO19701 **Wireless Infrastructure**
Expenditure: \$250,000
Revenue Reimbursement: \$0
Net County Commitment: \$250,000 to be financed by sales tax receipts

This project addresses infrastructure issues in the County. The County's network is hard wired and needs to be converted to a wireless network to accommodate the changing needs of the workforce.

W029701

Asset Protection Security

Expenditure: \$460,000

Revenue Reimbursement: \$0

Net County Commitment: \$460,000 to be financed by sales tax receipts

This project will enhance the County's information management security system to prevent data loss and add a secondary layer of email security. This project also includes a one-year subscription purchase of Identity and Management Access software.

W064701

Enterprise Platform Modernization – Phase 3

Expenditure: \$700,000

Revenue Reimbursement: \$0

Net County Commitment: \$700,000 to be financed by sales tax receipts

Description: Funding of \$700,000 is included to continue implementing the Enterprise Resource Planning (ERP) software. Phase three includes budget software implementation, document integration, and system interfacing, including automated data flows and automated supply chain connections. Phase three will also improve electronic vendor invoicing for enhanced user functionality.

W065301

Asset Protection Remediation Services

Expenditure: \$784,500

Revenue Reimbursement: \$0

Net County Commitment: \$784,500 to be financed by sales tax receipts

This project will continue the County's efforts to migrate from the antiquated Microsoft operating system and database software from 2012. Microsoft 2012 is currently installed on 134 systems in the County and Microsoft will stop providing security patches, fixes, and updates for the platform in October 2023. Half of the County's systems were updated and migrated in 2021 and the remaining half will be updated and migrated in 2022.

Office for Persons with Disabilities

W018901

Countywide ADA Repairs – Phase 3

Expenditure: \$286,749

Revenue Reimbursement: \$0

Net County Commitment: \$286,749 to be financed by sales tax receipts

This expenditure authority would allow for the remodeling of one men's and one women's restroom on the Milwaukee County Courthouse's ground floor to create a handicap accessible public restroom.

Department of Transportation – Fleet Management

W055801 **Fleet General Equipment: 2022**
Expenditure: \$4,291,713
Revenue Reimbursement: \$0
Net County Commitment: \$4,291,713 in general obligation bonds

This project and debt issuance would permit the procurement of 25 vehicles: 13 vehicles for the MCDOT Highway Division, an SUV for the MCDOT Transportation Engineering Division, a sedan for the Office of the District Attorney, an SUV for the Office of Emergency Management, three sedans for the Behavioral Health Division, two 4x4 dump trucks for the DAS-Facilities Management Division, and four vehicles for the Zoo.

The priority for all acquisitions is listed as critical or high.

Since the [2010 Adopted Budget](#), departments have paid the cost and interest associated with fleet acquisitions.

Office of Emergency Management

W072501 **Vel Phillips—Bi-Directional Amplifier (BDA)**
Expenditure: \$123,283
Revenue Reimbursement: \$0
Net County Commitment: \$123,283 to be financed by sales tax revenue.

Currently, the Vel Phillips Juvenile Justice Center operates without a bi-directional amplifier, which causes radio coverage issues at the facility, including complete loss of radio signal. This is a safety hazard to personnel, residents, and visitors. The scope of this project includes the purchase and installation of a new system.

Office of the Sheriff

W072201 **Sheriff Patrol Substation Holding Cell Completion of Inmate Processing Area**
Expenditure: \$41,915
Revenue Reimbursement: \$0
Net County Commitment: \$41,915 in sales tax receipts

The Sheriff Substation Holding Cell was first built in 2014 but did not meet Wisconsin Department of Corrections standards and therefore has not been utilized. A secure interview room and storage need to be constructed and design faults which have created potential safety hazards need correction. This project would increase Sheriff operational efficiency and would eliminate trips to the Criminal Justice Facility. This is the design phase. Construction would occur in 2023.

W020001 **Sheriff's Training Academy Parking Lot Replacement**
Expenditure: \$1,634,732
Revenue Reimbursement: \$0
Net County Commitment: \$1,634,732

This project would perform the construction work of reconstructing the Training Academy's 19-year-old parking lot while incorporating the latest in stormwater best

practices and green infrastructure. New LED lighting would also provide energy efficiency.

WO48501 **Criminal Justice Facility (CJF) Pod 4D Renovations**
Expenditure: \$171,532
Revenue Reimbursement: \$0
Net County Commitment: \$171,532 in sales tax receipts

This project would install new guardrails in the CJF's Pod 4D to prevent suicidal jumps over the pod's balconies. Planning and design were Board-authorized for 2021.

WO49101 **Lakefront Cameras and Video Analytics**
Expenditure: \$699,640
Revenue Reimbursement: \$0
Net County Commitment: \$699,640 in sales tax receipts

This project would install pan/tilt/zoom (PTZ) cameras along the Bradford Beach Lakefront to allow remote monitoring in addition to patrols and facilitate the collection of evidence for criminal convictions.

District Attorney

WO65401 **Security Barriers for the Office of the District Attorney on the 6th Floor of the Safety Building**
Expenditure: \$384,643
Revenue Reimbursement: \$0
Net County Commitment: \$384,643 in sales tax receipts

Project planning and design was Board-authorized for 2021. This expenditure authority would allow the installation of a security barrier to limit public access to the Office of the District Attorney. This would include a security window with ballistic resistance.

War Memorial Center

WO52401 **Veterans Gallery Windows**
Expenditure: \$40,001
Revenue Reimbursement: \$0
Net County Commitment: \$40,001 to be financed by sales tax revenue.

Funding in the amount of \$40,001 is included for the planning and design of the replacement of the windows at the War Memorial Center. The original windows were installed in the 1990s and have now lost their thermal seal. Pursuant to the Condominium Agreement of the Lakefront Cultural Center Condominium, they require replacement. Replacement of the windows are anticipated for 2023.

WO56201 **WMC Saarinen Stairs Study, Design, Minor Repairs**
Expenditure: \$100,023
Revenue Reimbursement: \$0
Net County Commitment: \$100,023 to be financed by sales tax revenue.

Funding in the amount of \$100,023 is included for the planning and design to repair the north stairwell of the War Memorial Center. This will include the stairwell, wall joints, and interior gutter system. The phase will also determine responsibility for completing these repairs per the Condominium Agreement of the Lakefront Cultural Center Condominium. Construction on the project is scheduled for 2024.

Marcus Center for the Performing Arts

WO11701 Marcus Center Roof Replacement

Expenditure: \$1,103,274

Revenue Reimbursement: \$0

Net County Commitment: \$1,103,274 to be financed by general obligation bonds.

Per the Contribution Agreement between Milwaukee County and the Marcus Center ([File No. 16-214](#)), the roof replacement project is part of the agreed upon repairs Milwaukee County is required to perform. The 2020 Adopted Budget included funding in the amount of \$1,346,910 for this project, but construction bids came in significantly higher than anticipated. This project is being included again in the 2022 Recommended Budget to provide an \$1.1 million that, in addition to the previous allocation of \$1.3 million, will provide \$2.4 million to complete the roof replacement. Barring any additional unforeseen costs, the project is scheduled for completion at the end of 2023.

WO54101 Pedestrian Pavement Replacement

Expenditure: \$773,000

Revenue Reimbursement: \$0

Net County Commitment: \$773,000 to be financed by general obligation bonds.

Per the Contribution Agreement between Milwaukee County and the Marcus Center ([File No. 16-214](#)), the pedestrian pavement replacement project is part of the agreed upon repairs Milwaukee County is required to perform. The pavement replacement is part of the Marcus Center masterplan and the scope of work includes replacement at various locations around the campus.

WJ11301 Disaster Recovery Back Up Power

Expenditure: \$1,452,627

Revenue Reimbursement: \$0

Net County Commitment: \$1,452,627 to be financed by general obligation bonds.

The power system, including the generators, at the House of Correction have failed on multiple recent occasions. This project includes \$164,611 for planning and design and \$1,288,016 for the purchase and installation of two generators for back-up power. After 2022, there is no additional work necessary on this project.

WJ11501 HOC Chillers Repairs (600 & 400 Facs)

Expenditure: \$959,853

Revenue Reimbursement: \$0

Net County Commitment: \$959,853 to be financed by sales tax revenue.

Funding in the amount of \$108,771 is included for planning and design and \$851,082 is included for the design and construction for the replacement of two existing chillers with two new chillers and two new chilled water pumps. The existing pumps are beyond

their useful life. Planning for this project is scheduled to occur throughout 2022, with installation occurring in 2023.

CIC – CEX COMPARISON CHART

The following page contains a comparison between capital projects recommended for inclusion in the 2022 Budget by the Capital Improvements Committee and capital projects selected by the County Executive for inclusion in the 2022 Budget.

In CIC Recommended - Not In CEX Recommended

<u>Item #</u>	<u>REQ DEPT</u>	<u>DEPT RANK</u>	<u>Project Number</u>	<u>Project Name</u>	<u>2022 County Financing</u>	<u>CIC Grading</u>	<u>Financing</u>
10	DA	1	WO65401	Security Barriers - Safety Building 6th Floor DA	\$235,668	A1	CASH
12	PARKS	14	WP55001	PARKS DEMOLITIONS - PHASE 1	\$193,619	B2	CASH
15	DAS-FM-FM	4	WS14101	COGGS BUILDING FAÇADE RENOVATION-PHASE 1	\$1,551,426	B1	CASH
18	MC HIST SCTY	1	WO13401	TRIMBORN FARM BUNKHOUSE RESTORATION	\$201,605	B3	CASH
20	PARKS	8	WP32001	NORTH POINT PARKING LOT	\$4,287,507	A1	BOND
21	PARKS	12	WP37201	MCKINLEY PARK FLUSHING CHANNEL	\$3,792,022	A1	BOND
22	PARKS	3	WP56901	NEW SERVICE BLDG & SRVC YARD - WASHINGTON PARK	\$50,000	B3	CASH
26	DAS-FM-FM	5	WS13501	COGGS AHU 2, 3, 4, 5, 7 VAV DISTRIBUTION REPLACEMENT	\$306,162	B3	CASH
27	DAS-FM-FM	16	WG10001	VEL PHILLIPS-WOOD WINDOW REPLACEMENTS	\$139,804	C1	CASH
28	DAS-FM-FM	18	WC22201	COURTHOUSE CMLPX-INTERIOR FINISHES RENEW-PHASE 1	\$158,837	C1	CASH
28	DOT-FLEET	4	WO55901	HOUSE OF CORRECTION FLEET EQUIPMENT-2022	\$149,000	C2	BOND
30	DOT-HWY	2	WH10701	SHORT TERM CTH REHABILITATION-2022	\$500,000	C1	CASH
31	DAS-FM-FM	17	WS13301	SR CENTERS RESTROOM ADA REHAB	\$505,128	C1	CASH
32	SHERIFF	9	WO27701	SHERIFF RADIO REPLACEMENTS-2022	\$340,000	C1	CASH
35	DAS-FM-FM	12	WC22901	COGGS WATER SEEPAGE MITIGATION	\$65,000	C2	CASH
38	PARKS	18	WP70501	COOL WATERS HEATERS	\$83,407	C2	CASH
39	PARKS	24	WP55101	PULASKI PARK PAVILION EXTERIOR IMPROVEMENTS	\$158,900	C2	CASH
41	DOT-FLEET	9	WO55501	FLEET GARAGE OVERHEAD DOORS	\$54,988	C2	CASH
42	DOT-HWY	3	WH25801	COUNTY WIDE CATCH BASIN REHAB-2022	\$500,000	C3	CASH
44	DAS-FM-FM	9	WC17201	CH COMPLEX COURTS CAMERAS/MONITORS PHASE 1	\$100,000	F1	CASH
Total					\$13,373,073		

Not In CIC Recommended - In CEX Recommended

<u>Item #</u>	<u>REQ DEPT</u>	<u>DEPT RANK</u>	<u>Project Number</u>	<u>Project Name</u>	<u>2022 County Financing</u>	<u>CIC Grading</u>	<u>Financing</u>
29	DOT-TRANSIT	5	WT15001	FDL Garage Transportation Bldg-HVAC Rplcmnt	\$52,064	A1	BOND
33	SHERIFF	7	WO20001	Training Academy Parking Lot Replacement	\$1,634,732	A1	BOND
38	DOT-TRANSIT	1	WT15201	Bus Replacement Program-2022 ¹	\$0	B3	CASH
39	HOC	6	WJ11301	Disaster Recovery Back Up Power	\$1,452,627	B3	BOND
41	DOT-FLEET	1	WO55801	Fleet General Equipment-2022	\$4,291,713	C1	BOND
47	SHERIFF	1	WO48501	CJF Pod 4D Renovations	\$171,532	B1	CASH
51	DAS-IMSD	2	WO65301	Asset Protection-Remediation Services-Phase 2	\$784,500	C3	CASH
60	DAS-IMSD	3	WO29701	Asset Protection-Security Subscriptions-Phase 1	\$460,000	D1	CASH
22/35	PARKS	3	WP56901	New Service Bldg & Srvc Yard - Washington Park	\$823,883	B3	BOND
Total					\$9,671,051		

1. Project WT15201 - Bus Replacement Program-2022 was requested by the department with a County match of \$6,360,000 and was not recommended by the CIC. The CEX Recommended Capital Budget includes the project with the County match of \$6,360,000 (20 percent) to be provided from State of Wisconsin American Rescue Plan Act (ARPA) and 80 percent (\$25,400,000) in funding from the Federal Transit Administration. bus replacements under capital project (WT15201-Bus Replacement Program-2022).

Changed In CEX Recommended - No Change In CIC

Item #	REQ DEPT	DEPT RANK	Project Number	Project Name	CEX Recommended Amount	CIC Recommended Amount	Change Between CIC and CEX Recommended	CIC Grading	Financing
10	DA	1	WO65401	Security Barriers - Safety Building 6th Floor DA	\$384,643	\$235,668	\$148,975	A1	CASH
56	DAS-IMSD	5	WO64701	Enterprise Platform Modernization-Phase 3 ¹	\$700,000	\$2,000,000	(\$1,300,000)	C3	CASH
Total					\$1,084,643	\$2,235,668	(\$1,151,025)		

1. Although the CIC did not change the amount for Project WO6401 - Enterprise Platform Modernization - Phase 3, it did not recommend the project.

2021 Appropriation Transfer for 2022 Request

Item #	REQ DEPT	DEPT RANK	Project Number	Project Name	Requested	Appropriation Transfer	Change	Financing
51	DOT-FLEET	8	WO56401	FLEET MAINTENANCE-HVAC REPLACEMENT ¹	\$822,176	\$600,000	(\$222,176)	BOND
Total					\$822,176	\$600,000	(\$222,176)	

1. In July 2021, an appropriation transfer was approved for the construction for the replacement of the HVAC system at the Fleet Maintenance Building on Watertown Plank Road. A request was also submitted from the Fleet Maintenance Division. Since the transfer was approved the request was no longer needed. An updated estimated has been provided from DAS-A&E of \$1,197,900. Therefore, an appropriation transfer has been submitted for the October cycle of the Finance Committee requesting the creation, moving the \$600,000 from the Fleet operating budget to the capital project and addressing the shortfall of \$597,900.

Request Withdrawn By Department

Item #	REQ DEPT	DEPT RANK	Project Number	Project Name	Requested Amount	Financing
13	DAS-FM-FM	19	WC22801	CH COMPLEX FACADE INSPECT & REPAIR-PHASE 4	\$147,290	CASH
34	DHHS	4	WS12401	SECURE YOUTH FACILITY PHASE 1	\$2,784,996	BOND
					\$2,932,286	

Not In CIC Recommended - Not In CEX Recommended

Item #	REQ DEPT	DEPT RANK	Project Number	Project Name	2021 County Financing	CIC Grading	Financing
30	HOC	4	WJ11201	HOC ADMIN BUILDING ROOF REPLACEMENT	\$1,463,524	A1	BOND
31	SHERIFF	5	WO16901	TRAINING ACADEMY ROOF REPAIRS	\$1,076,890	A1	BOND
32	PARKS	6	WP70601	SOUTH SHORE BREAKWATER	\$17,883,306	A1	BOND
36	PARKS	23	WP62601	COOL WATERS OVERFLOW PARKING LOT & SERVICE YARD	\$178,857	C1	BOND
37	PARKS	21	WP57001	MCKINLEY PARKING LOTS - PHASE 3	\$86,140	C2	BOND
40	DOT-FLEET	2	WO56101	FLEET PARKS EQUIPMENT-2022	\$2,430,000	C1	BOND
42	PARKS	15	WP63501	COOPER PARK PLAYGROUND REPLACEMENT	\$296,805	C2	BOND
43	PARKS	19	WP56401	PLAYGROUND RESURFACING - PHASE 2	\$325,231	C2	BOND
44	ZOO	3	WZ17501	ZOO FRONT ENTRANCE-PENGUINS EXHIBIT	\$822,828	C2	BOND
45	DOT-FLEET	3	WO56001	SHERIFF FLEET EQUIPMENT-2022	\$1,035,000	C2	BOND

45	DHHS	3	WS10201	CONTROL CENTER PANEL REPLACEMENT	\$211,976	A1	CASH
46	DAS-FM-FM	7	WC21701	CH COMPLEX FACADE INSPECT & REPAIR-PHASE 3	\$2,659,624	A1	CASH
46	PARKS	16	WP67301	TIPPECANOE PARK PLAYGROUND REPLACEMENT	\$296,805	C2	BOND
47	DAS-FM-FM	8	WC22601	COURTHOUSE NEGATIVE PRESSURE MITIGATION	\$654,663	C2	BOND
48	PARKS	17	WP56501	SOUTH SHORE PLAYGROUND REPLACEMENT	\$593,605	D1	BOND
48	DHHS	1	WS12601	YOUTH SERVICES ADMIN RELOCATION AND TENANT IMPRV	\$6,318,684	A1	CASH
49	DAS-FM-FM	2	WS13401	COGGS ACCESSIBILITY - ELEVATOR	\$500,000	D1	BOND
49	DOT-TRANSIT	12	WT11501	LIGHTING IMPROVEMENTS (KK GARAGE)	\$107,844	B3	CASH
50	DAS-FM-FM	10	WS11601	WASHINGTON SENIOR CENTER ACCESS LIGHTING	\$148,793	C1	CASH
50	DOT-FLEET	6	WO55701	FLEET STORAGE TANK REPLACEMENT - FLEET	\$114,935	D3	BOND
52	DOT-FLEET	7	WO55601	FLEET GARAGE EXTENSION	\$580,001	F1	BOND
52	SHERIFF	8	WO44901	AUTOMATED LICENSE PLATE READERS	\$254,235	C3	CASH
53	DAS-FM-FM	21	WO56701	RETRO-COMMISSIONING-PHASE II	\$281,970	C3	CASH
54	SHERIFF	6	WO63801	CCFC CAMERA SYSTEM-PHASE 3	\$631,054	C3	CASH
55	EMERGENCY MNGT	3	WO27001	700MHZ BACK-UP RADIO SYSTEM (COUNTY)-PHASE 1	\$1,148,728	C3	CASH
57	PARKS	11	WP57101	LAKE MICHIGAN BLUFF REPAIRS	\$181,038	C3	CASH
58	PARKS	13	WP56301	FUEL INVENTORY MANAGEMENT SYSTEM	\$948,909	D1	CASH
59	DAS-IMSD	9	WO56601	COUNTYWIDE CAMERA REPLACEMENT - 2022	\$1,724,268	D1	CASH
61	SHERIFF	2	WO65801	TRAYING EQUIPMENT REPLACEMENT-SHERIFF	\$432,709	D1	CASH
62	DAS-FM-FM	1	WS13701	COGGS - ACCESSIBILITY - GENERAL IMPROVEMENTS	\$499,941	D1	CASH
63	EMERGENCY MNGT	2	WO30401	COUNTYWIDE EMERGENCY MEDICAL DISPATCH	\$413,100	D2	CASH
64	SHERIFF	3	WO65901	KITCHEN EQUIPMENT REPLACEMENT-SHERIFF	\$820,057	D2	CASH
65	ME	1	WO56901	CME UPGRADE - MEDICAL EXAMINER	\$1,154,160	D2	CASH
66	HOC	1	WJ11701	KITCHEN EQUIPMENT REPLACEMENT-HOC	\$3,481,631	D2	CASH
67	SHERIFF	10	WO29301	SHERIFF FORECLOSURE SALE & POSTING SOLUTION	\$182,200	D3	CASH
68	DAS-FM-FM	15	WS13601	COGGS TENANT IMPROVEMENT ALLOWANCE	\$1,452,626	D3	CASH
69	HOC	2	WJ11601	TRAYING EQUIPMENT REPLACEMENT-HOC	\$1,355,856	D3	CASH
70	ZOO	2	WZ17401	ZOO FRONT ENTRANCE-ADMISSIONS RECONFIGURATION	\$806,569	F1	CASH
71	DAS-FM-FM	20	WO28601	FACILITIES SPACE MANAGEMENT SOFTWARE	\$100,000	F1	CASH
72	EMERGENCY MNGT	4	WO49801	800MHZ DOPPLER SYSTEM	\$150,000	F1	CASH
73	DAS-IMSD	8	WO65201	ENTERPRISE VIRTUAL DESKTOP SRVCS-HRDWRE-PHASE 1	\$200,000	F1	CASH
74	DAS-IMSD	6	WO33001	IMSD OPERATIONAL ENHANCEMENTS-PHASE 1	\$372,000	F1	CASH
75	MARCUS CNTR	2	WO34401	MARCUS CENTER EXTERIOR BLDG CAULKING - PHASE 1	\$0	F1	CASH
76	DHHS	2	WS13801	DETENTION TRAYING EQUIPMENT REPLACEMENT	\$296,424	F1	CASH
77	DAS-IMSD	1	WO54701	ENTERPRISE DATA & ANALYTICS-PHASE 1	\$711,600	F1	CASH
78	PARKS	7	WP57201	PARKS FACILITY ACTION PLAN	\$125,571	F2	CASH
79	PARKS	20	WP57401	PARK & PKWY LIGHTING UPGRADE & RETROFIT	\$123,601	F2	CASH
80	DOT-TRNS SRV	13	WH11501	SIGNAL UPGRADES FOR IMPROVED EFFICIENCY-MOBILITY	\$200,000	F2	CASH
81	HOC	5	WJ11401	HOC SAN FOR CRITICAL VIDEO STORAGE CAPACITY	\$289,221	F2	CASH
82	ME	2	WO56801	UNIFY WORKSTATION AND SERVER - MEDICAL EXAMINER	\$160,720	F2	CASH
83	DAS-IMSD	4	WO65701	DIGITAL ENGAGEMENT TRANSFORMATION-PHASE 1	\$491,993	F3	CASH
84	DAS-FM-FM	3	WO56301	COUNTY ADMINISTRATIVE SPACE RECONFIG - PHASE 1	\$493,821	F3	CASH
Total					\$57,269,513		