



# Overview of the Milwaukee County 2023 Recommended Budget



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COUNTY OF MILWAUKEE  
INTER-OFFICE COMMUNICATION

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Attached is the Comptroller Research Services Staff's overview of the County Executive's 2023 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 2023 Recommended Budget with the 2022 Adopted Budget.
3. Section 3 provides a summary of **Major Changes**, proposed by the County Executive in the 2023 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 11<sup>th</sup> at 8:30 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 2023 Recommended Budget arrives as the global COVID-19 pandemic is slowing and new challenges are emerging, such as surging inflation and tightening revenues as large pots of pandemic aid are depleted. The annual structural budget gap, estimated at \$12.6 million for 2023, was aided by some good fortune in a couple of areas that resulted in a budget which averts major cuts and allows for some targeted investments that align with the County's [strategic plan](#). But the looming fiscal challenges can be seen in coming budgets as Transit faces a "fiscal cliff" in 2025 when its pandemic aid is exhausted and the list of deferred capital maintenance needs in all areas of the County grows longer and more expensive.

The County Executive made it clear in his budget [address](#) that the annual cycle of structural deficits – where expenditures grow faster than revenues – must be fixed to preserve the current level of services. There is optimism the State of Wisconsin will authorize a local option sales tax<sup>1</sup> that will help Milwaukee County lower the property tax burden while allowing it to diversify its revenue stream. Indeed, it is robust growth in the current 0.5% County sales tax that is expected to yield even higher revenues next year to help fund the County budget.

The Recommended Budget continues to lift and prioritize racial equity and health – aligning it with the County's strategic plan - and backs it up with new investments on top of ones made in the past few budgets. Most American Rescue Plan Act (ARPA) grant funded initiatives are not included in the 2023 Recommended Budget to help make it easier to differentiate from ongoing programming. However, some unspent COVID-19 grant funds were included to help balance the operating budget, including \$25 million for Mass Transit and \$2 million for Correctional Officer [pay](#) increases. The County's structural deficit may have been temporarily obscured by historically large budget surpluses totaling \$93.4 million for 2020 and 2021, along with almost \$680 million in COVID-19 grant funds, both of which are unlikely to be repeated. The 2023 Recommended Budget appears to be a transitional step back to pre-pandemic normality which, without a new local option sales tax, will likely include tighter fiscal constraints in the next few years jeopardizing the County's ability to provide critical programs and services.

The County Executive proposes to increase the tax levy by \$3.6 million, or 1.16 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 and Highway operations. An increase in the VRF to balance the 2023 budget wasn't necessary, as \$23 million of COVID-19 grant funds were instead used to balance the Transit budget, as well as an additional \$0.5 million of tax levy and some service reductions to better prepare for the "fiscal cliff" facing Transit beginning in 2025. Absent additional grant awards, it is likely that the Transit grant funds allocated to the County (see chart later in this section) will be used by the end of 2024 or sooner. Policymakers may wish to consider the modest changes proposed for Transit in 2023 in light of the potential for more significant cuts that may be necessary if no source of revenue can be found for Transit by 2025.

The 2022 Recommended Budget Overview cautioned policymakers to consider the potential impact of a sustained period of higher inflation would have on the County, as inflation was beginning to tick up. For the 12-month period ending in August, inflation had risen 8.3 percent, the full impact of which may not have been felt in the 2023 Recommended Budget. County policymakers are keenly aware of the difficulty in remaining competitive with salary and benefits to fill County positions in a rapidly rising wage market, especially Correctional Officers and seasonal staff. What may not be fully apparent is the impact of inflation on the County's ability to procure goods and services as existing agreements

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<sup>1</sup> In June 2021 the County Board adopted [File No. 21-547](#) in support of local option sales taxes approved by referendum.

expire and the cost to renew is likely to be higher. Inflation does help propel sales tax revenues higher, as the 2023 Recommended Budget benefits from a \$8.8 million increase (+9.75 percent) in revenues compared to the 2022 Adopted Budget, and \$5.8 million increase (+6.2 percent) from the amount projected for the year in September 2022. Many other County revenue streams (besides sales tax revenue) are stagnant, such as State shared revenue payments, and are not adjusted for inflationary increases.

The County's ability to constrain the growth of employee/retiree health care expenditures over the past decade continues and helps mitigate a key cost driver of the annual structural deficit. Indeed, overall tax levy costs for benefits<sup>2</sup> decrease \$3.6 million for 2023 fueled by an \$8.8 million increase in prescription drug rebates. Pension benefit costs also fall by \$2 million due to strong investment returns in recent years. These fringe benefit savings were fortuitous as the 2023 salary budget provided full-year funding for two separate two percent raises granted in April and August of 2022, as well as a two percent raise scheduled for April 2023.

Thanks to unusually large countywide surpluses the past two years, the debt service reserve is at a historically high level. The 2023 Recommended Budget taps \$7.3 million, the same as 2022, to aid the operating budget, and allocates another \$10 million to the Forensic Science Center capital improvement project. The Forensic Science Center project may be the largest single decision facing policymakers in the 2023 Recommended Budget as it proposes to exclude an additional \$62.9 million in general obligation bonds from the County's self-imposed bonding cap, joining the \$45 million commitment policymakers made earlier this year toward a new Milwaukee Public Museum.

The DHHS-Behavioral Health Services Division (BHS) successfully closed the County-operated inpatient services and Psychiatric Crisis Services (PCS) this year and are modifying its service model to expand community mental health and substance use disorder services. The more efficient delivery of services and reduction in fringe benefit expenses allows for the discontinuation of a \$4.6 million charge to DHHS-Children, Youth & Family Services (DHHS-CYFS) for Wraparound services. This change was key in providing a \$7.7 million increase to DHHS-DYFS to help pay for State youth correctional charges. Overall, DHHS-BHS remains at \$53 million in tax levy support, the statutory legal minimum.

The County Executive proposes to rename the House of Correction to the Community Reintegration Center (CRC), to better reflect the mission of the facility, and provides additional funds for new positions and contracts related to psychiatric social work and mental health issues. Funding is also increased to improve food quality, ensure adequate medical coverage, reduce the cost of phone usage charges, and provide Information Technology (IT) training. At the time this Overview was prepared, the House of Correction had an in-custody population of 711 occupants, of which 407, or 57 percent, were overflow residents from the Criminal Justice Facility<sup>3</sup>. Given the recent [request](#) by the Sheriff to house overflow occupants in Racine County, policymakers may wish to better understand the capacity of the House of Correction to house additional jail overflow occupants next year, if necessary.

The Parks Department budget benefits with the addition of 17 net new positions, primarily for front-line park maintenance functions. A few of the positions are funded with monies from seasonal appropriations as it is expected it will be easier to hire a full-time position with benefits than hard-to-fill seasonal positions. It is expected that five outdoor pools will be open next summer, the same as 2022. New fee revenue increases by \$237,000 as fees for golf, boat slip rentals, and other facility rentals are increased. This fee revenue is part of the overall increase of \$1.1 million in revenue as the

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<sup>2</sup> 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.

<sup>3</sup> The House of Correction also had an additional 31 residents on electronic monitoring and 41 on Huber privileges. If factored into the total, the percentage of Jail overflow residents at the HOC drops from 57 to 52 percent.

expectation that park activity is returning to pre-pandemic levels. Overall tax levy for the Department increases only \$413,000 to \$19.4 million, as a \$1.5 million increase in vacancy and turnover (negative salary) reduces funds to fill authorized positions. Expenditures of \$14.4 million are also included in the Capital Improvement Budget, the majority of which designated for the reconstruction of the North Point parking lot (\$5.5M) and the McKinley Park Flushing Channel (\$5.6M). The Five-Year Capital Improvements Plan lists 296 Park projects totaling \$295 million between 2024-2027, the vast majority of which will remain in the cue waiting for funding due to fiscal constraints.

Credit should be given to budget staff and policymakers for continuing to close the annual budget gap each year with permanent fixes as opposed to the use of reserves and other one-time funds. The challenge becomes greater each passing year, especially with rising inflation, to wring additional savings out of employee wage and fringe benefit costs or departmental budgets without significant cuts to programs and services. The Federal Reserve is currently pursuing policies to help reduce inflation, but the side effects of rising interest rates and a slowing economy will likely impact the County in various ways. Policymakers may wish to consider the 2023 Recommended Budget in light of 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-BHS tax levy is at the legal minimum, the remaining tax levy is heavy with obligated employee fringe 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 the public highly value.

The initial analysis of the 2023 Recommended Budget shows there are few major program or service changes or unreasonable expenditure and revenue assumptions to flag. Policymakers may wish to focus on several areas prioritized by the County Executive that are outlined later in this section including:

- The commitment to advance the County’s vision of achieving race and health equity.
- Youth correctional funding and community programming.
- Forensic Science Center capital improvement project and self-imposed bonding caps.
- 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 2023-2027 was released earlier this year and the trend of annual structural deficits due expenditures rising faster than revenues is similar to past reports issued by the Comptroller regarding the County’s financial outlook. The goal of the State-mandated report is to develop a consensus of the County’s fiscal status and future outlook and help promote a more data-driven decision-making process that comports with the forecast. In the report reviewed earlier this year, the County’s expenditures are growing faster (1.6 percent) than the anticipated revenue (0.2 percent) available to pay for them. The Director, Office of Strategy, Budget and Performance estimated the budget gap for the 2023 Budget to be approximately \$12.6 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.

Although the 2023 Recommended Budget addresses the budget gap for next year with a combination of departmental expenditure cuts and revenue enhancements, 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 will make the budget gap even more challenging in future years.

## USE OF DEBT SERVICE RESERVE FUND

The 2023 Recommended Budget proposes to use \$7.3 million from the Debt Service Reserve (DSR) to balance the budget, the same amount as provided in 2022. The *projected* balance in the Debt Service Reserve at the end of 2022 will be \$110.5 million, aided substantially by a \$51.9 contribution from the 2021 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 \$7.3 million in 2023 to fund the budget.

Debt Service Reserve 2022 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
Balance as of December 31, 2019			\$54,520,628
Balance as of December 31, 2020			\$82,599,983
Balance as of December 31, 2021			\$118,635,735
2022 Budget Commitment	2022 Budget	(\$7,339,034)	
April 2022 Lapsed Projects	22-628	\$2,378,133	
Bond/Note Reallocation	22-701	(\$1,910,395)	
Other Project Adjustments	22-704	(\$505,661)	
MCPA 2nd Amendment to Lease	22-850	(\$750,000)	
Projected Balance as of December 31, 2022			\$110,508,778
2023 CEX Recommended Budget Contribution		(\$7,339,034)	
Projected Balance as of December 31, 2023			\$103,169,744



## BUDGET FISCAL SYNOPSIS

The 2022 Budget calls for total expenditures of \$1,373,888,661; an increase of \$90,498,352, or 7.1 percent, compared to the 2022 Adopted Budget. The recommended property tax levy is \$313,047,690, an increase of \$3,585,406 or 1.16 percent, over 2022. The recommended tax levy is comprised of two components: debt service levy of \$36,101,486 and operating levy of \$276,946,204. The recommended tax levy is at the State-limited tax levy cap (See Tax Levy Cap below).

The Recommended Budget allocates \$197,030,825 in expenditures for capital improvements with \$11.3 million for the airport and \$185.7 million for general government. General obligation bonding is \$108,718,761 and exceeds the self-imposed bonding cap by \$62,878,236, which is largely the proposed amount for the Forensic Science and Protective Medicine Center (See *Forensic Science Center later in Section 1*).

## TAX LEVY CAP

The Office of the Comptroller calculated the tax levy limits for 2023 based on the 2023 Recommended 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: change in levy for emergency medical 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 2023 Recommended Budget, any additional changes to the Budget (e.g. debt service, EMS levy) will change the tax levy limit. The estimated tax levy limit for 2023 is an increase of \$3,585,406, or 1.16 percent. The County Executive recommends a tax levy of \$313,047,690 excluding Southeastern Wisconsin Regional Planning Commission levy (“SEWRPC”). Based on current information, this is the maximum the County can levy under State tax levy limits.

### Recommended Budget Tax Levy Limit

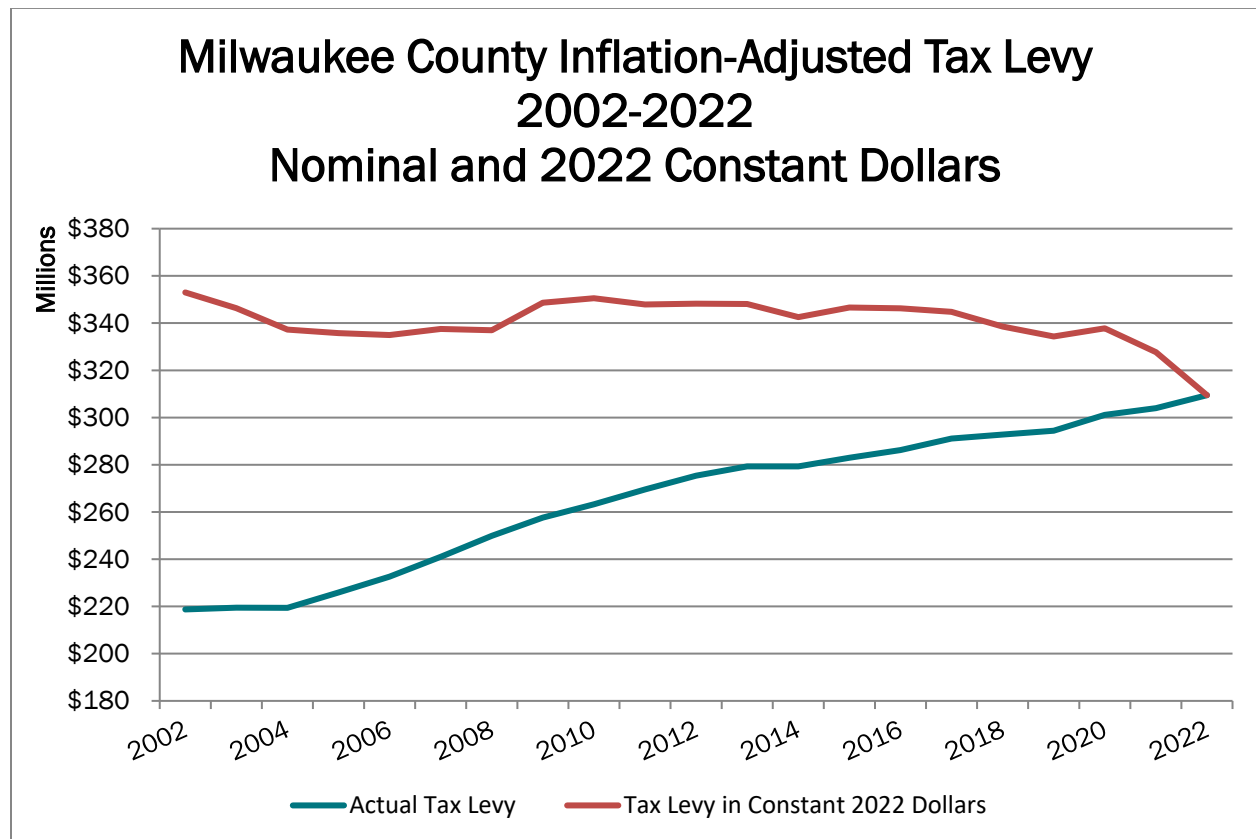
Levy Limit Provision	Additional Allowable Levy
A) Net New Construction and Terminated/Subtracted TIDs	\$2,785,291
B) Change in Debt Service	\$351,643
C) Change in EMS Levy Available to be Levied Separately	\$456,171
D) Personal Property Aid Adjustment	\$0
E) SEWRPC 2022 vs 2023 Levy Change	(\$7,700)
<b>Maximum Additional Allowable Levy</b>	<b>\$3,585,406</b>

The tax levy limit may change before final budget adoption due to factors such as the final sales of the 2022 bonds or changes to the exclusions noted above.

The Office of the Comptroller will provide the updated debt service amounts after the final sales occur and report any changes to the tax levy limit.

## TAX LEVY HISTORY

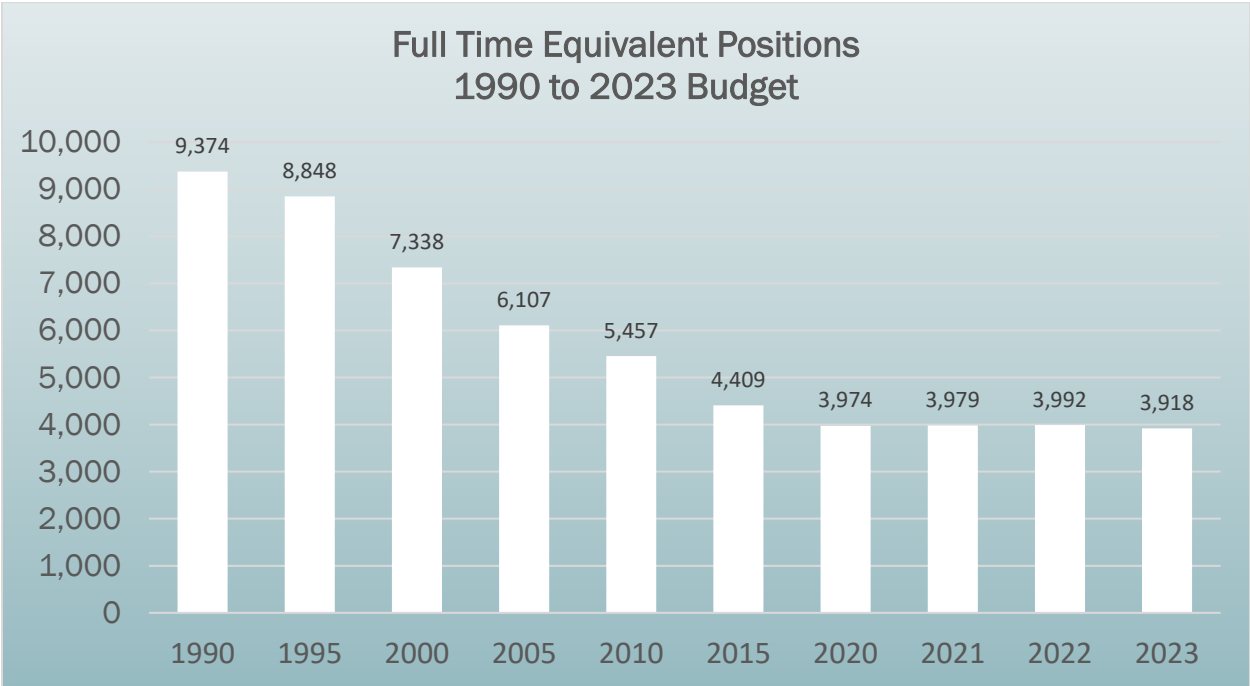
The average increase in the County property tax levy since 2002 is 1.7 percent per year. Through 2022<sup>4</sup>, the average annual inflation since 2002 has been 2.4 percent. The following chart shows the changes in the tax levy from 2002 through 2022 as adjusted for inflation.



<sup>4</sup> The 2022 inflation figure is based on annualizing the CPI-U figure based on data through August 2022.

## FUNDED FULL-TIME POSITIONS

The 2023 Recommended Budget includes 3,918 funded FTEs, a decrease of 74 positions from the 2022 Adopted Budget. The FTE count is net of position creations, abolishments, and unfunding. The Office of Strategy, Budget, and Performance reported to Research Services staff that, as of late September, 43 positions in Behavioral Health Services are “at-risk” of layoff due to the closure of the hospital. It is expected this number will be significantly reduced prior to the end of the year. The chart below provides a historical summary of the number of FTEs within the County since 1990.



## MILWAUKEE COUNTY COVID-19 GRANT AWARDS

Policymakers have been given updates on the COVID-19 grant awards made to Milwaukee County over the past couple of years, 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 approximate \$680 million in COVID-19 grant awards made to Milwaukee County.

COVID-19 Relief Grants	
Provided to Milwaukee County	
<i>(amount in millions)</i>	
Description	Amount
<b><u>General</u></b>	
CARES Act Coronavirus Relief Fund	\$ 62.0
CARES Act Coronavirus Relief Fund - State Share	\$ 15.2
ARPA Act Local Fiscal Recovery Fund	\$ 183.7
<b><u>Mass Transit</u></b>	
Transit Stimulus Funds (CARES, CRRSAA & ARPA)	\$ 191.4
Transit State ARPA Allocation	\$ 19.7
<b><u>Airport</u></b>	
Airport CARES	\$ 29.1
Airport CRRSAA	\$ 8.5
Airport ARPA	\$ 26.7
<b><u>Zoo</u></b>	
ARPA Shuttered Venue Operators Grant (Zoo)	\$ 6.8
State ARPA Tourism Capital Grant Program	\$ 3.5
<b><u>Health and Human Services/Behavioral Health (BHS)</u></b>	
Aging CARES	\$ 2.4
Aging ARPA	\$ 2.0
BHS 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
U.S. Treasury: Emergency Rental Assistance Program	\$ 8.4
State ARPA Neighborhood Investment Fund (\$7.5 & \$3)	\$ 10.5
U.S. HUD CDBG-COVID	\$ 2.0
State CARES COVID Behavioral Health (2021+2022)	\$ 1.0
State CARES COVID Support APS	\$ 0.3
State ARPA ADRC COVID Vaccination Comm. Outreach	\$ 0.2
State ARPA COVID Vaccine Access Supp. Funding	\$ 0.2
State ARPA Exp. Access to Vaccines via Aging Network	\$ 0.2
State ARPA Mobilizing Communities for a Just Response	\$ 0.1
State CARES APS COVID	\$ 0.1
<b><u>Other</u></b>	
Miller Park Testing Site revenue	\$ 0.9
FEMA COVID-19 Emergency Protective Measures (2020)	\$ 1.6
State ARPA for Forensic Science Center	\$ 20.0
State ARPA for Courts	\$ 15.9
<b>Grand Total of COVID Relief Grant Funds</b>	<b>\$ 679.8</b>
<i>(Info provided by Office of Strategy, Budget &amp; Performance. Numbers are rounded for presentation)</i>	
<b>CARES</b> is Coronavirus Aid, Relief, & Economic Security Act	
<b>ARPA</b> is American Rescue Plan Act of 2021	
<b>CRRSAA</b> is Coronavirus Response and Relief Supplemental Appropriations Act	

## MAJOR INITIATIVES

### RACIAL EQUITY

The 2023 Recommended Budget builds on the initiatives started in the past few years to focus and prioritize the County’s vision to allocate resources to help achieve health and racial equity for Milwaukee County residents. The vision now affects all aspects of County operations, including hiring, contracting, development of spending priorities, and allocating funds to achieve [strategic plan](#) goals.

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. The COVID-19 pandemic also disproportionately affected our residents, and highlighted the racial inequity as Black residents are more susceptible to suffer from greater economic harm than white residents.

In 2020, Milwaukee County took a bold step 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.

For the third consecutive year, the 2023 Recommended Budget uses a Racial Equity Budget Tool (REBT) 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 2023 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. Progress on the County's strategy is tracked on a [Strategy Dashboard](#).

The 2023 Recommended Budget included the results of these tools in many ways. The renaming of the House of Correction to the Community Reintegration Center (CRC) is coupled with several investments intended to ensure individuals in our care are connected to the tools they need to re-enter society. These include expanded psychiatric social worker support, technology training, and more funding for medical and mental health services.

Funding is also included in the Department of Human Resources to add a second position of Diversity Recruiter, as well as staff support in the Office of Equity to facilitate community outreach related to American Rescue Plan Act (ARPA) funded initiatives. A new compensation plan is also expected to be introduced next year, along with \$3.7 million in additional salary funds that, among other goals, will further help reduce racial inequities amongst County positions. The DAS-Community Business Development Partners is also being rebranded as the DAS-Office of Economic Inclusion to better reflect their goals and mission to increase the amount spent with minority and women-owned businesses.

## DEPARTMENT OF HEALTH AND HUMAN SERVICES – YOUTH CORRECTIONAL ISSUES

Funding for youth justice correctional charges increase by \$7.7 million to pay the State of Wisconsin for youth housed at Copper Lake and Lincoln Hills Schools as well as the Mendota Juvenile Treatment Center (MJTC). The budgeted average daily population (ADP) for youth housed at these facilities increases from 18 to 35 for next year. The Department projects an \$8.2 million deficit in this area for 2022 based on an average daily population approaching 40 youths. The State charges a daily rate of \$1,178, or \$430,000 per year, in effect until June 30, 2023, for youth held at these facilities. The daily rate could increase again in the next biannual State budget beginning July 1, 2023. Addressing the budgetary shortfall was one of the major challenges in the 2023 Recommended Budget, and it was aided by the discontinuation of a \$4.6 million charge from DHHS-BHS to DHHS for Wraparound services. The services will still be provided but the costs will remain in DHHS-BHS \$53 million tax levy.

To combat the increased cost associated with the increased number of placements at Lincoln Hills and Copper Lakes schools, the Department has reduced and eliminated contracts totaling \$1.9 million. The impact of the eliminated and reduced contracts results in a reduction in the number of youth that can be served in community-based programs. The following contracts listed below have been reduced or eliminated:

Contract	Cost
Targeted Monitoring	(\$466,655)
Education Treatment Program	(\$366,800)
Restorative Justice **	(\$300,000)
Participatory Budgeting **	(\$200,000)
Intensive Monitoring Program (aftercare)	(\$136,290)
Prevention and Aftercare **	(\$195,000)
Alternative Sanctions	(\$147,000)
Youth Employment	(\$150,000)
Total	(\$1,961,745)

\*\*Contracts eliminated

Additionally, the Department will cease operation of the Bakari Residential Care Center contracted through Wisconsin Community Services (WCS), effective December 31, 2022. The \$2 million in savings helps to address the higher charges from the State for youth correctional placements.

An additional \$1.7 million is provided to support the operation of the detention center at the Vel R. Phillips Youth and Family Justice Center, which has experienced high census numbers in 2022 resulting in the need to find alternative placement locations.

## DEPARTMENT OF HEALTH AND HUMAN SERVICES – BEHAVIORAL HEALTH SERVICES DIVISION

These past few years have brought historic changes for the Behavioral Health Services Division (BHS) of the Department of Health and Human Services (DHHS). In early September, the New Mental Health Emergency Center (MHEC) located near the Marcia P. Coggins Center opened to better provide emergency psychiatric services to the community. The MHEC partners 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. Patients will receive timely care and transfer to the appropriate needed care during this time, including inpatient services. The facility will also serve as a training center for psychiatric medical residents.

In 2021, the Granite Hills Hospital in West Allis operated by Universal Health Services (UHS) opened. Granite Hills provides behavioral inpatient and outpatient services. The hospital has 16 beds for adults and one child and adolescent unit for patients referred by BHS. The net effects of these changes result in a decrease of 126.8 FTE positions as the service provision model transitions to community agency partners.

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 2023 Recommended Budget is \$53 million, the same as 2022.

## FORENSIC SCIENCE CENTER AND THE CENTER FOR FORENSIC SCIENCE AND PROTECTIVE MEDICINE

Granting approval for Capital Project WC020901 – Phase 2 Forensic Science Center will authorize spending nearly \$112.9 million, sufficient expenditure authority for Milwaukee County to finish designing and construct the Forensic Science Center (FSC), which will be part of the Medical College

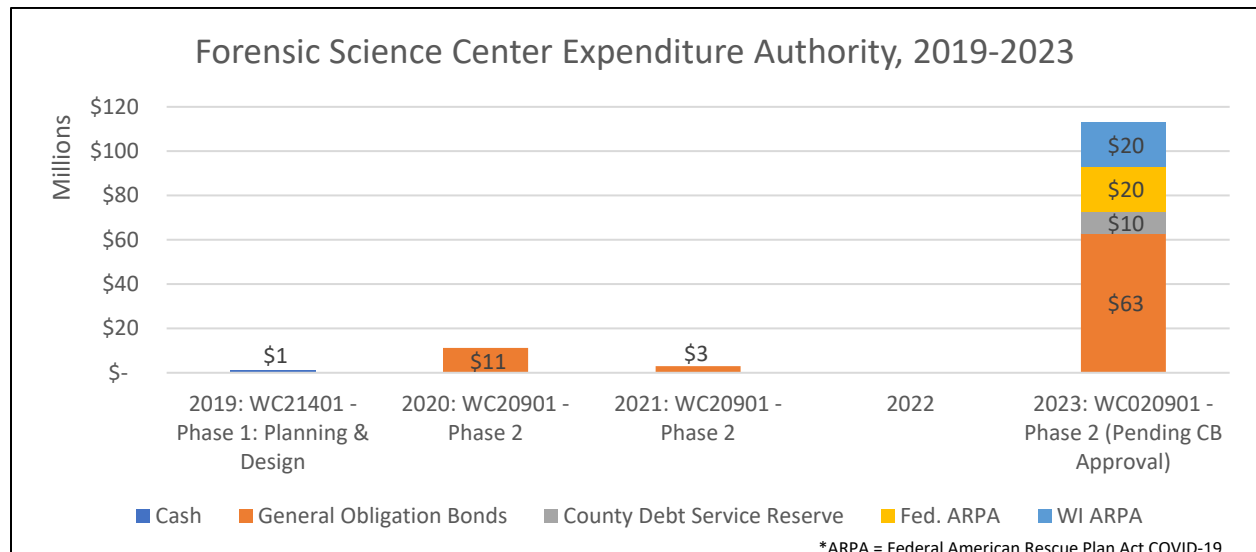


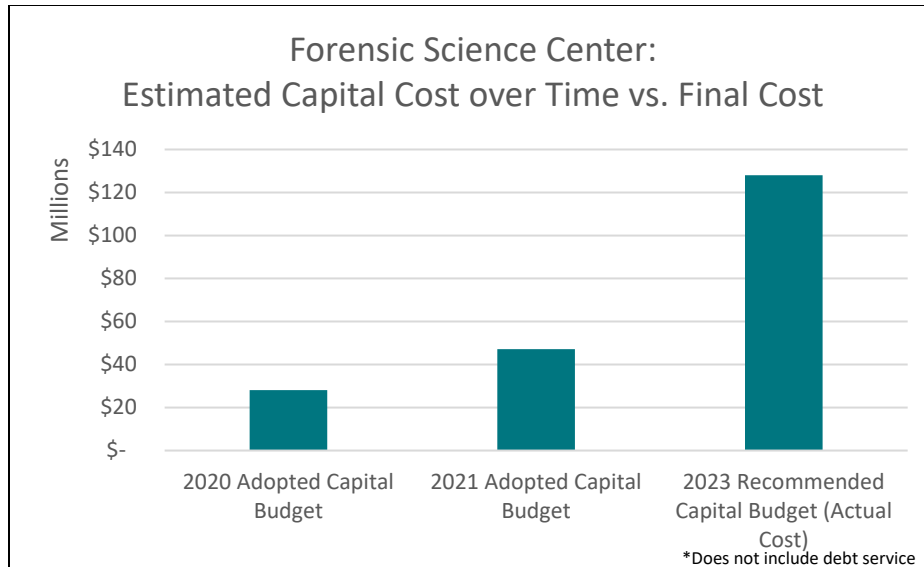
of Wisconsin’s Center for Forensic Science and Protective Medicine (CFSPM). Almost \$63 million of that number will be general obligation bonding, in excess of the County’s annual self-imposed bonding limit. The County has provided the land for the site as well as part of the disposition of the Behavioral Health Services property. The 2023 appropriation was preceded by an allocation of \$14.2 million, providing a total budget of \$127.1 million.

County entities which will occupy the space include the Office of the Medical Examiner and the Office of Emergency Management (OEM). Construction of the FSC will enable the Office of the Medical Examiner to vacate the dilapidated building it occupies downtown. The building’s physical condition has hurt recruitment and retention in addition to the health and safety hazards it poses. The OEM presently has office space in the Safety Building and leases office space at 633 West Wisconsin Avenue. Being in the FSC will enable OEM to be united in one building and to vacate depreciated space in the Safety Building which has poor ventilation and is not up to code in other ways.

The building where the FSC will be located will be shared with the State of Wisconsin Crime Laboratory and the Medical College of Wisconsin Emergency Medicine Program. At its location on the County Grounds, the FSC will be in close proximity to the entities composing the Milwaukee Regional Medical Complex (MRMC). The intent behind the location and shared space is to build an agglomeration of synergies between these various entities.

The FSC capital project will construct the three-story, 212,000 square foot CFSPM building. The County FSC will pay for tenant improvements of an approximate 108,000 square foot area for the Medical Examiner and Emergency Management offices. The County will then lease the space for 30 years, with two five-year optional extensions with the County also being able to acquire condominium status within the building. The base rent does not include operating expenses and Milwaukee County will need to set aside money for future capital improvements after building completion. The final lease with the MCW has not been finalized ([File No. 22-855](#)).





The idea for a forensic science center stemmed from a fiscal necessity for Milwaukee County to reduce its physical office space footprint. The County was reducing the services it provided as the extra space was costly and inefficient in an environment where the County was increasingly more fiscally constrained. In 2011 the County Board approved hiring a consultant to survey the County’s facilities ([File No 11-356](#)). The consultant’s report released on February 11, 2013, recommending selling surplus assets and consolidating where able to optimize cost-savings and delivery of government services. Savings could be redeployed to maintain the remaining real estate. The County Board then endorsed creating a County Master Space Plan in June 2014 ([File No. 14-483](#)).

It was in this environment in 2016 that in [File No. 16-393](#), the Director of Emergency Management proposed the creation of a “Forensic Science and Intelligence Center” which would “house regionally-based public and private entities, a southeastern Wisconsin-based coalition, focused on improving the health and safety of our communities.”

As originally conceived, the new center would have combined the County’s Office of the Medical Examiner, Office of Emergency Management, the Wisconsin Department of Justice Crime Lab, and the MCW. The idea was to create a medical science cluster building upon the existing medical agglomeration at the Milwaukee Regional Medical Center (MRMC). All those agencies sharing a building would ideally create mutually beneficial interactions within a collaborative and synergistic environment. The Medical Examiner’s facilities then and to this point are obsolete and pose several potential health and safety hazards.

In 2016 the Administration began studying the different needs of the various County entities and replied to a State of Wisconsin request for proposals regarding a potential new State Crime Lab ([File No. 16-721](#)). In 2016, the Wisconsin Policy Forum (WPF) began studying the issue and finished its report<sup>5</sup> that December ([File No. 17-298](#)). The WPF concluded that:

Our interviews with other forensic science centers in North America confirmed the potential for many of the co-location benefits anticipated by local stakeholders. Cost savings from construction, operations, and/or personnel efficiencies were realized in each of the facilities. Co-located facilities also have improved collaboration among the partners involved to varying degrees.

<sup>5</sup> Wisconsin Policy Forum, “Breaking New Ground?: Analyzing the Potential for a Public-Private Forensic Science Center in Southeast Wisconsin,” February 2017.

Perhaps the greatest functional benefits of co-location have been realized through partnerships between medical examiner offices and medical schools. Such partnerships appear to be beneficial in attracting and retaining university students and faculty and M.E. staff, and they have resulted in enhanced laboratory practices through student validation and methodological studies. Co-location also offers the opportunity for new state-of-the-art laboratory/autopsy teaching facilities that can be secured as necessary for use by the M.E.

While M.E. and university functions must be securely separated from a crime lab, co-location with a crime lab can provide benefits as well. It can facilitate body identification; enhance the speed and coordination of cases; and result in savings on toxicology and DNA analysis if labs are shared.

In June 2018, the Administration came to a tentative agreement with tenants on the County Grounds, including the MRMC, granting the entities which have been leasing the land to have the option to purchase the land from the County if desired. The Administration's perspective was the original terms of the leases reflected a bygone reality inconsistent with the County's present position ([File No. 18-484](#)). The land where the tentative Forensic Science Center will be situated is part of the County Grounds.

The 2019 Adopted Capital Budget included almost \$1 million for planning and design of a combined facility for the Offices of the Medical Examiner and Emergency Management with a co-location with the MCW. Sometime between 2016 and 2019 the State's potential Crime Lab no longer was part of the equation. In File No. 19-625 it became apparent that the MCW would not be a tenant of a County-owned property, but would share space with County offices if it was the owner. The Comptroller found the net present value cost of the County leasing the shell of an MCW facility versus the County building and owning its facility were comparable, with leasing a shell being cheaper by \$3 million to \$4 million. However, if the County wishes to co-locate with MCW, the County must be an MCW tenant.

In December 2020, the Wisconsin Department of Administration issued a request-for-proposals for construction and lease of a new Milwaukee State Crime Laboratory. However, the State reconsidered ([File No. 21-262](#)) and awarded its RFP to the MCW CFSPM and the Wisconsin Governor contributed \$20 million of Wisconsin ARPA dollars to the project.

## IMPACT ON SELF-IMPOSED BONDING LIMIT

The 2023 Recommended Budget proposes to exclude the new \$62.9 million in general obligation bonds from the County's self-imposed bonding cap. The 2023 proposed general obligation bonding exceeds the \$45.8 million cap by \$62.9 million, or the amount for the FSC. The Comptroller recently calculated initial debt service estimates for the proposed bonding in conjunction with the \$45 million policymakers approved earlier this year for a new building for the Milwaukee Public Museum. Both projects are tentatively scheduled to be bonded in 2024 but are subject to cash flow needs. The year over year change in the debt service tax levy between 2024 and 2025 is approximately \$12.7 million, which will continue for the 15-year life of the bonds. It should be noted that strict State tax levy limits allow the County to increase its overall tax levy to cover higher debt service costs and require it to be lowered when debt service costs decrease.

For more information on the Forensic Science Center, see also [File Nos. 16-393](#), [16-721](#), [17-298](#), [18-484](#), [19-625](#), [19-705](#), [20-235](#), [20-237](#), [20-610](#), [21-262](#), and [22-855](#).

## TRANSIT

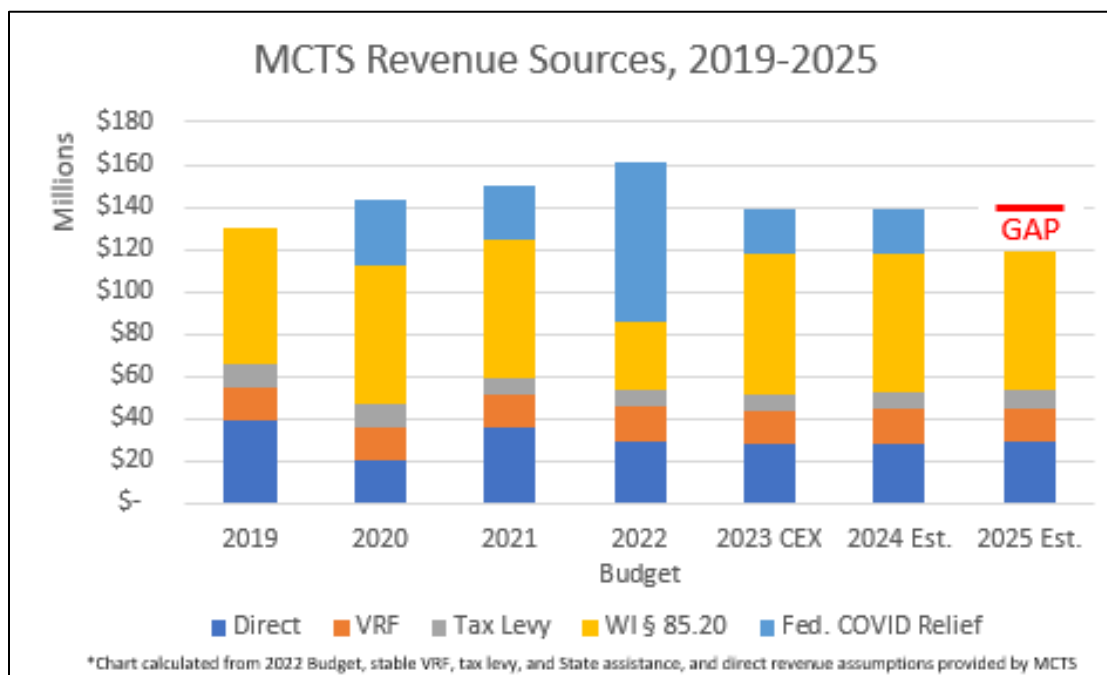
While 2023 will inaugurate the new East-West Bus Rapid Transit and a simplified fare structure, costs continue to rise and federal COVID relief dollars are estimated to be fully expended by 2024. \$23 million of federal COVID dollars are budgeted in 2023 and \$18 million for 2024, leaving a potential gap of approximately \$20 million, assuming all other revenue resources remain stable.

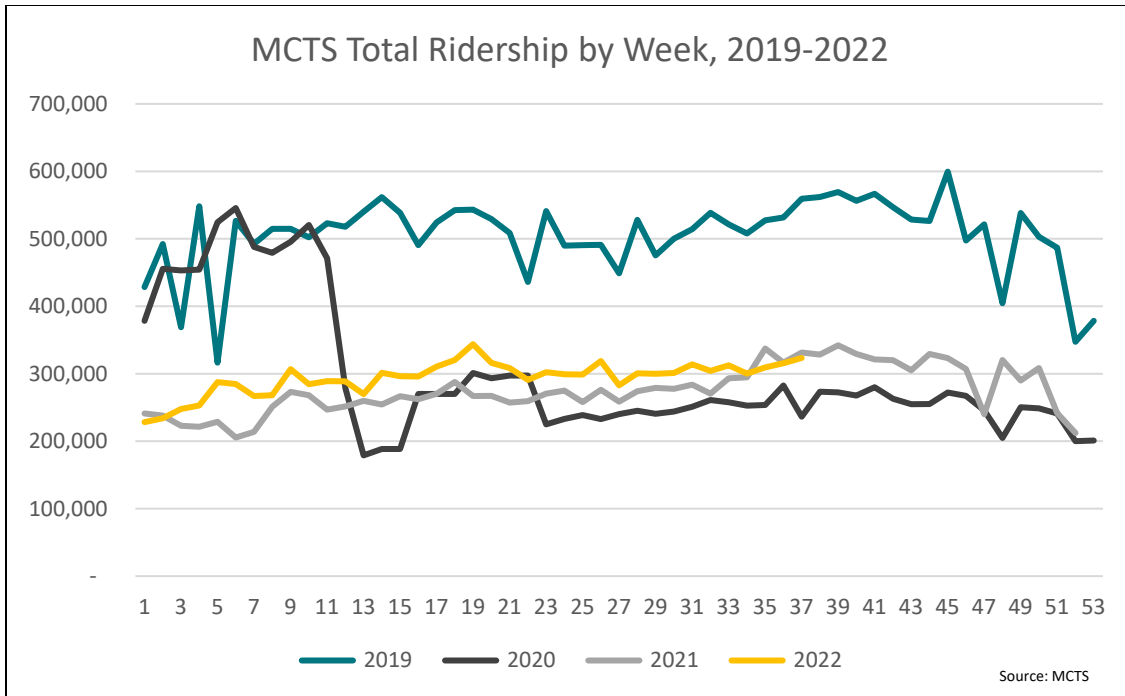
Ridership has trended downward and declined significantly in 2020, though is modestly rising in a post-2020 recovery. Wisconsin § 85.20 Operating Assistance may be precarious depending upon the decisions made in Madison.

To reduce expenditures, the freeway flyers are eliminated. Four more routes will operate one fewer bus, reducing frequency and increasing wait times. Paratransit taxi service will sunset in May 2023, but van service continues. MCTS viewed the taxi service as redundant, and its costs were due to perhaps more than double under new Federal Transit Administration requirements.

Standard inflationary pressure and the long-term downward ridership trajectory, combined with COVID-induced ridership reductions, will by 2025 necessitate policymakers to infuse MCTS with additional tax levy, find additional transit revenues via raised fares and/or the vehicle registration fee, State shared revenue, a local option sales tax, 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 of this Overview.





## CAPITAL IMPROVEMENTS PROGRAM

The Recommended Budget allocates \$197 million in expenditures for capital improvements, with \$11.3 million for the airport and \$185.7 million for general government. These expenditures will require \$133.5 million to be partly financed with: \$108.7 million in general obligation bonds, \$8.1 million in sales tax revenues (cash), \$10 million from the Debt Service Reserve, and \$6.7 million in Airport Passenger Facility Charges (PFC)/Airport Reserve revenues. See the financing chart below. The 2023 Recommended Capital Improvements Program allocates funding for 51 new projects; 14 airport and 37 non-airport projects.

A summary of the financing of the 2023 Capital Improvement Program is as follows:

CAPITAL FINANCING SUMMARY	Non-Airport	Airport	Combined
<b>Total Number of Projects</b>	37	14	51
<b>Total Expenditures</b>	\$185,740,005	\$11,290,820	\$197,030,825
<b>Total Reimbursement Revenues</b>	<u>\$58,895,501</u>	<u>\$4,590,894</u>	<u>\$63,486,395</u>
<b>Net County Financing</b>	<b>\$126,844,504</b>	<b>\$6,699,926</b>	<b>\$133,544,430</b>
<i>Financed as follows:</i>			
<b>General Obligation Bonds</b>	\$108,718,761	\$0	\$108,718,761
<b>Property Tax Levy</b>	\$0	\$0	\$0
<b>Sales Tax Revenue (cash financing)</b>	\$8,125,743	\$0	\$8,125,743
<b>Debt Service Reserve</b>	\$10,000,000	\$0	\$10,000,000
<b>Airport Reserve/PFC</b>	\$0	<u>\$6,699,926</u>	<u>\$6,699,926</u>
<b>Total Financing</b>	<b>\$126,844,504</b>	<b>\$6,699,926</b>	<b>\$133,544,430</b>

The Capital Improvement Budget is much larger for 2023 as the County Executive chose to recommend exceeding the self-imposed bonding cap to finance the Forensic Science Center. (See *Forensic Science Center earlier in Section 1*). For 2023, this project requires \$62.3 in general obligation bond financing as well as a \$10 million contribution from the Debt Service Reserve.

Notable non-airport projects include \$18 million in expenditures for 30 clean diesel buses for Transit. Federal revenue of \$14.4 million reduces the County's cost to \$3.6 million in general obligation bonds. Countywide fleet vehicle replacement is allocated \$7.2 million in bonding to replace 85 vehicles deemed critical for replacement. The Youth Services Administration Relocation and Tenant Improvement project receives an additional \$4.6 million to supplement previous allocations (including \$32.3 million from American Rescue Plan Act grant funds) to replace the Marcia P. Coggs Human Services Center, as [approved](#) by the County Board in September.

A total of \$16.2 million of expenditures are earmarked for Parks and Cultural capital improvement projects. Larger projects include \$5.5 million for the replacement of North Point parking lot and \$5.6 million for the repair of the McKinley Park Flushing Channel. An additional \$1.8 million is budgeted for façade repair at the Charles Allis Museum.

The Airport has 14 projects including \$4.3 million for the replacement of three passenger loading bridges. Eight separate projects totaling \$4.5 million to rehabilitate or remove various taxiways or segments of runways result in a cost to the Airport of \$825,000. The remaining funds are provided by federal and State revenues.

Excluding Airport projects, cash financing accounts for \$18.1 million of the \$126.8 million in County Capital commitments, or 14.3 percent. This includes \$8.1 million in sales tax revenues and \$10 million in contributions from the Debt Service Reserve. This is less than the 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 July 18, 2022 meeting, the CIC [approved](#) a recommended five-year Capital Improvement Plan (CIP) to the County Executive and Board of Supervisors. A summary of that plan, including differences to the 2023 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 2023 is \$45,840,525. The 2023 Recommended Capital Improvements Budget includes \$108,718,761 in general obligation bonding, or \$62,878,236 over the self-imposed bonding limit. This is the result of the inclusion of the Forensic Science Center project, which adds \$62,899,560 in general obligation bonding. Excluding the Forensic Science Center, the

proposed general obligation bonding for 2023 is \$45,819,201, or \$21,324 under the cap. The County Executive recommends excluding the Forensic Science Center from the self-imposed bonding limitations, similar to the [commitment](#) of \$45 million earlier this year for the construction of a new facility for the Milwaukee Public Museum.

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>Agency</u>	<u>Org. Name</u>	<u>2022 Adopted</u>	<u>2023 County Exec.</u>	<u>Levy Change</u>	<u>% Change</u>
<b>DEPARTMENTAL</b>					
<b>Legislative &amp; Executive</b>					
100	County Board	\$ 1,237,849	\$ 1,252,191	\$ 14,342	1.16%
110	County Exec. - General Office	\$ 891,526	\$ 957,708	\$ 66,182	7.42%
103	County Exec. - Government Affairs	\$ 296,158	\$ 400,490	\$ 104,332	35.23%
<i>Legislative &amp; Executive Subtotal</i>		\$ 2,425,533	\$ 2,610,389	\$ 184,856	7.62%
<b>Staff Agencies</b>					
109	Office of Equity	\$ 946,876	\$ 905,454	\$ (41,422)	-4.37%
112	Personnel Review Brd /Civil Service Comm	\$ 259,580	\$ 266,785	\$ 7,205	2.78%
113	Corporation Counsel	\$ 1,312,862	\$ 1,318,659	\$ 5,797	0.44%
114	Human Resources	\$ 5,390,760	\$ 5,949,244	\$ 558,484	10.36%
118	Strategy, Performance, & Budget	\$ 2,020,127	\$ 2,133,667	\$ 113,540	5.62%
<i>Staff Agencies Subtotal</i>		\$ 9,930,205	\$ 10,573,809	\$ 643,604	6.48%
<b>Staff Agencies-Consolidated DAS</b>					
115	DAS - Central Business Office	\$ 739,766	\$ 755,740	\$ 15,974	2.16%
115	DAS - Facilities Operations and Maintenance	\$ 14,296,705	\$ 17,813,053	\$ 3,516,348	24.60%
115	DAS - Procurement	\$ 1,040,383	\$ 1,017,572	\$ (22,811)	-2.19%
115	DAS - Office of Economic Inclusion	\$ 561,714	\$ 585,826	\$ 24,112	4.29%
115	DAS - Mangement	\$ 290,110	\$ 115,502	\$ (174,608)	-60.19%
115	DAS - Office of Sustainability	\$ 190,784	\$ 197,055	\$ 6,271	3.29%
115	DAS - Environmental Services	\$ 254,450	\$ 204,061	\$ (50,389)	-19.80%
115	DAS - Architecture & Engineering	\$ (750,218)	\$ (291,854)	\$ 458,364	-61.10%
115	DAS - Economic Development	\$ 102,887	\$ 118,173	\$ 15,286	14.86%
115	DAS - IMSD Central Purchases	\$ 6,102,823	\$ 6,166,223	\$ 63,400	1.04%
116	DAS - Information Mgt Services Division	\$ 14,713,434	\$ 14,420,018	\$ (293,416)	-1.99%
117	DAS - Risk Management	\$ 11,027,518	\$ 11,213,918	\$ 186,400	1.69%
550	DAS - Water Distribution System	\$ -	\$ (26,000)	\$ (26,000)	
<i>Consolidated DAS Subtotal</i>		\$ 48,570,356	\$ 52,289,287	\$ 3,718,931	7.66%
<b>General Government</b>					
301	Election Commission	\$ 827,165	\$ 555,203	\$ (271,962)	-32.88%
309	County Treasurer	\$ (1,108,705)	\$ (1,080,562)	\$ 28,143	-2.54%
327	County Clerk	\$ 474,619	\$ 532,183	\$ 57,564	12.13%
340	Register of Deeds	\$ (3,580,043)	\$ (3,299,645)	\$ 280,398	-7.83%
370	Office of the Comptroller	\$ 4,762,158	\$ 5,106,843	\$ 344,685	7.24%
<i>General Government Subtotal</i>		\$ 1,375,194	\$ 1,814,022	\$ 438,828	31.91%
<u>Unit</u>	<u>Org. Name</u>	<u>2022 Adopted</u>	<u>2023 County Exec.</u>	<u>Levy Change</u>	<u>% Change</u>
<b>Courts &amp; Judiciary</b>					
200	Combined Court Related Operations	\$ 17,753,170	\$ 17,439,285	\$ (313,885)	-1.77%
243	Department of Child Support Services	\$ 1,833,911	\$ 2,064,116	\$ 230,205	12.55%
290	Courts - Pre-Trial Services	\$ 4,848,003	\$ 4,884,719	\$ 36,716	0.76%
<i>Courts &amp; Judiciary Subtotal</i>		\$ 24,435,084	\$ 24,388,120	\$ (46,964)	-0.19%

**Public Safety**

400	Office of the Sheriff	\$	36,395,159	\$	38,404,336	\$	2,009,177	5.52%
430	Community Reintegration Center	\$	44,905,830	\$	48,721,198	\$	3,815,368	8.50%
450	District Attorney	\$	6,876,386	\$	7,360,432	\$	484,046	7.04%
480	Emergency Management	\$	7,920,259	\$	8,907,616	\$	987,357	12.47%
490	Medical Examiner	\$	1,425,773	\$	1,473,078	\$	47,305	3.32%

**Public Safety Subtotal** \$ 97,523,407 \$ 104,866,660 \$ 7,343,253 7.53%

**Public Works and Transportation**

504	DOT - Airport	\$	-	\$	-	\$	-	0.00%
509	DTPW - Transportation Services	\$	284,150	\$	284,150	\$	-	0.00%
510	DOT - Highway Maintenance	\$	-	\$	-	\$	-	0.00%
530	DOT - Fleet Maintenance	\$	(795,768)	\$	(421,853)	\$	373,915	-46.99%
560	Milwaukee County Transit/Paratransit Sys.	\$	7,429,088	\$	7,943,906	\$	514,818	6.93%
580	DOT - Director's Office	\$	-	\$	-	\$	-	0.00%

**Public Works and Transportation Subtotal** \$ 6,917,470 \$ 7,806,203 \$ 888,733 12.85%

**Health and Human Services**

630	DHHS - Behavioral Health Services	\$	53,000,000	\$	53,000,000	\$	-	0.00%
800	Dept. of Health and Human Services	\$	32,103,447	\$	35,876,635	\$	3,773,188	11.75%

**Health & Human Services Subtotal** \$ 85,103,447 \$ 88,876,635 \$ 3,773,188 4.43%

**Recreation & Culture**

900	Parks, Recreation and Culture	\$	18,994,625	\$	19,407,294	\$	412,669	2.17%
950	Zoological Dept.	\$	(792,795)	\$	(809,023)	\$	(16,228)	2.05%
991	University Extension Service	\$	344,693	\$	329,697	\$	(14,996)	-4.35%

**Recreation & Culture Subtotal** \$ 18,546,523 \$ 18,927,968 \$ 381,445 2.06%

**Cultural Contributions - Agency 199**

1908	Milwaukee Cty. Historical Society	\$	204,105	\$	354,105	\$	150,000	73.49%
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	\$	650,000	\$	600,000	\$	(50,000)	-7.69%
1917	Milwaukee Art Museum	\$	1,290,000	\$	1,290,000	\$	-	0.00%
1966	Federated Library System	\$	66,650	\$	66,650	\$	-	0.00%
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** \$ 6,829,688 \$ 6,929,688 \$ 100,000 1.46%

Unit   Org. Name    2022 Adopted      2023 County Exec.      Levy Change      % Change

**Debt Service**

996	General County Debt Service	\$	36,427,939	\$	36,101,486	\$	(326,453)	-0.90%
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**Debt Service Subtotal** \$ 36,427,939 \$ 36,101,486 \$ (326,453) -0.90%

**NON-DEPARTMENTAL**

**Revenues - Agency 190**

1901	Unclaimed Money	\$	-	\$	(1,250,000)	\$	(1,250,000)	0.00%
1986	Fire Charges Uncollectable	\$	943,948	\$	952,032	\$	8,084	1%
1902	State Personal Property Aid	\$	(1,562,944)	\$	(1,552,371)	\$	10,573	-1%
1937	Potawatomi Allocation	\$	(3,326,352)	\$	(5,881,977)	\$	(2,555,625)	76.83%
1992	Earnings on Investments	\$	(1,720,839)	\$	(5,382,871)	\$	(3,662,032)	
1993	State Shared Taxes	\$	(30,967,836)	\$	(30,967,836)	\$	-	0.00%
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	\$	(82,069,864)	\$	(90,634,411)	\$	(8,564,547)	10.44%
1998	Surplus from Prior Year	\$	(5,000,000)	\$	(5,000,000)	\$	-	0.00%
1999	Other Misc. Revenue	\$	(225,000)	\$	(25,000)	\$	200,000	-88.89%
<b>Non Departmental Revenues Subtotal</b>		\$	(125,058,342)	\$	(140,871,889)	\$	(15,813,547)	-12.64%

**Expenditures - Agency 194**

1913	Civil Air Patrol	\$	11,500	\$	11,500	\$	-	0.00%
1921	Human Resource and Payroll System	\$	2,133,901	\$	1,790,139	\$	(343,762)	-16.11%
1930	Internal Service Abatement					\$	-	0.00%
1935	Charges to Other County Depts.	\$	(7,801,187)	\$	(10,304,052)	\$	(2,502,865)	32.08%
1945	Appropriation - Contingencies	\$	5,000,464	\$	5,000,464	\$	-	0.00%
1950	Employee Fringe Benefits	\$	110,163,604	\$	112,503,450	\$	2,339,846	2.12%
1961	Litigation Reserve Account	\$	186,362	\$	186,362	\$	-	0.00%
1971	Centralized Crosscharges	\$	(9,356,337)	\$	(10,522,889)	\$	(1,166,552)	12.47%
1972	Central Salary Adjustment	\$	(100,000)	\$	2,713,129	\$	2,813,129	-2813.13%
1985	Capital Outlay/Depreciation Contra	\$	(4,119,727)	\$	(2,942,791)	\$	1,176,936	28.57%
1989	Investment Mangement Fee	\$	300,000	\$	300,000	\$	-	0.00%
<b>Non Departmental Expenditures Subtotal</b>		\$	96,418,580	\$	98,735,312	\$	2,316,732	-2.40%

**Expendable Trust Funds**

700	BHD Expendable Trust Fund	\$	17,200	\$	-	\$	(17,200)	-100.00%
<b>Expendable Trust Funds Subtotal</b>		\$	17,200	\$	-	\$	(17,200)	-100.00%

<b>GRAND TOTAL DEBT SERVICE</b>		\$	36,427,939	\$	36,101,486	\$	(326,453)	-0.90%
<b>GRAND TOTAL OPERATING PURPOSE</b>		\$	398,092,687	\$	417,818,093	\$	19,725,406	4.95%
<b>GRAND TOTAL REVENUES</b>		\$	(125,058,342)	\$	(140,871,889)	\$	(15,813,547)	12.64%
<b>GRAND TOTAL</b>		\$	<b>309,462,284</b>	\$	<b>313,047,690</b>	\$	<b>3,585,406</b>	<b>1.16%</b>

# SECTION 3

## MAJOR CHANGES

# LEGISLATIVE & EXECUTIVE FUNCTION

## 100 - 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 \$1,252,191. The amount in the 2023 Recommended Budget is at this cap and is \$14,342 more than amount in the 2022 Adopted Budget. For each additional \$1,000,000 in the levy, the cap for Board expenditures increases an additional \$4,000.

## 101 - COUNTY EXECUTIVE

The County Executive – General Office budget for 2023 maintains nine full-time equivalent (FTE) positions and related salary costs. Tax levy support for the Office increases by \$66,182, or 7.4 percent, to \$957,708. Most of the increase is for ongoing personnel costs.

## 110 – 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 2023, the Office's budget increases by \$104,332 to \$400,490 from \$296,158. The increase reflects contracted help to support efforts at the State and Federal levels to gain more revenue for the County.

## 109 - OFFICE OF EQUITY

In 2022 The Office on African American Affairs was renamed the Office of Equity (OOE), expanding the Office's mandate and vision to expand and reaffirm the County's vision to become the healthiest County in Wisconsin by achieving racial equity. The OOE strives to bridge the gap between County residents and government. The OOE works to eliminate barriers to access and inclusion in ways that are responsive, transparent, and accountable to vulnerable communities. The 2023 Recommended Budget decreases the net tax levy by \$41,422. Expenditures increased by \$126,061 offset by intergovernmental revenue of \$100,000. In 2023, OOE is partnering with the City of Milwaukee on the Advancing Milwaukee Health Literacy Project, a two-year federal grant to reduce COVID-19 related racial health disparities by increasing health literacy. The City of Milwaukee will subgrant \$100,000 to the County to fund a Program Coordinator to work in the County-anchored Milwaukee Community Resilience Imperative Network. Additionally, the 2023 Recommended Budget creates 1.0 FTE Administrative Coordinator position to support the department's daily administrative and operational functions. Also, 1.0 FTE Information and Outreach Coordinator position is created to facilitate community outreach, public information sharing, and assist residents with understanding ARPA-funded community projects.

# GENERAL GOVERNMENT FUNCTION

## 309 - OFFICE OF THE COUNTY TREASURER

The 2023 Recommended Budget for the County Treasurer includes 10 budgeted positions, the same as the 2022 Adopted Budget.

Total revenue remains at \$2,030,000; which is driven by delinquent property tax collections. The Treasurer also manages the earnings on investments function, which is budgeted in Agency 190 - Countywide Non-Departmental Revenues. In a recent [report](#), the Comptroller projects earnings on investments to have a \$3 million shortfall this year. In that report, the Comptroller explained that due to Government Accounting Standards Board (GASB) rules, the County is required to book the market loss or gain on investments held by the County. Since many of the County's investments have book values below the current market value, the County is required to book the market value loss. Through June, the market value loss was nearly \$7.0 million. These market value losses are offset by earnings on the investments, which were approximately \$2.8 million through June. While this deficit could increase, the current best estimate is that the market value losses will slowly decrease over the remainder of the year. That market value reversal coupled with earnings will cause a deficit of \$3.0 million.

Despite the accounting challenges on investment earnings explained above, the 2023 Recommended Budget increases earnings on investment revenue by \$3.6 million to \$5,382,871. It is anticipated that rising interest rates will increase earnings on investment revenue. The Treasurer manages investment earnings with the assistance of outside investment advisors. These three-year contracts were approved by the County Board in [File No. 21-633](#).

## 327 & 301 - 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 2023 Recommended Budget for the Clerk/Election Commission decreases its tax levy by \$214,398 primarily by it being an "off" election year. Expenditures decrease by \$307,579, and revenues decline by \$93,181 compared to 2022. Staffing levels remain unchanged and service levels have been increasing since the Office has reopened to the public by appointment. Revenues are slightly down due to fewer marriage licenses being issued due to the COVID-19 pandemic. Courthouse weddings are anticipated to resume in 2023.

The 2023 Recommended Budget for the Elections Commission reflect reduced expenditures of \$306,962 and reduced revenues of \$35,000 for a net tax levy decrease of \$271,962. Expenditures in this service area decrease as it is an "off" year (i.e. odd year) there are two elections scheduled in 2023: the Spring Primary and Spring Election. An appropriation of \$18,000 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 continue to improve the process of conducting the canvass and conduct voluntary audits after each election.

### **340 - 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, assigning new tax numbers and assisting local assessors with copies of real estate documents.

In 2022, the ROD office reorganized to align with other Wisconsin Register of Deeds Offices. As part of that reorganization in 2023, Document Examination and Cashier Services will be combined into one organizational unit. The 2023 Recommended Budget increases the net tax levy by \$280,398. The primary drivers of the tax levy increase are revenue reductions in recording fees, real estate transfer taxes, digital images, and vital records based on current market trends.

In 2022, the ROD launched its web-based [Official Records Online](#) (ORO) for vital records. Users can scan a QR code and order their certificates without standing in line. Once a certificate is ready for pick-up, the user receives an email. The ORO generates \$2.50 per order placed through the online portal. In addition, the FTE count in this area is increased by one due to a transfer in from the Document Examiner and Cashier Services area.

### **370 - OFFICE OF THE COMPTROLLER**

The Office of the Comptroller was created in 2012 in accordance with [State Statute § 59.255](#). The elected Comptroller maintains Milwaukee County's accounting books, monitors and reports on budgetary versus actual fiscal results, prepares annual financial reports of the County 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 2023 Recommended Budget reflects a tax levy increase of \$344,685 to \$5,106,843 driven primarily by approved pay increases for existing staff. The number of positions for the office remains at 62 FTE assigned to the following areas: Administration/Fiscal Services, Central Accounting, Central Payables, Central Capital, Central Payroll, Audit Services, and Research Services. Areas of focus in 2023 will be the ongoing support of the financial administration of American Rescue Plan Act (ARPA) funding of \$183 million and the ongoing implementation of the Enterprise Resource Planning (ERP) financial system, INFOR.

## ADMINISTRATIVE FUNCTION

### 112 - 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 in the public's best interest. The Commission meets bi-monthly. 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 Ethics Board meets quarterly.

The 2023 Recommended Budget represents a cost to continue and increases the net tax levy by \$7,205. The increase in operational expenditures is the driving force behind the tax levy increase. In 2023, the Ethics Board continues to work with the Information Management Services Division (IMSD) to launch an online filing system for Statements of Economic Interests (SEI's).

### 113 - 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 Employees' Retirement System. Additionally, OCC provides litigation defense services billed to Wisconsin Mutual Insurance Company to generate revenue for the department.

The 2023 Recommended Budget for OCC is a cost to continue and maintains full staffing of 25.0 FTE positions. In addition, the department has a tax levy increase of \$5,797, which was lowered with the addition of \$76,608 in vacancy and turnover salary reductions. In 2023, OCC will continue implementing Granicus software to effectively track, upload, organize and share files, thus eliminating unnecessary paper documents. The use of Granicus will allow OCC to create a digital legal opinion library and generate and produce regular reports.

### 114 - DEPARTMENT OF HUMAN RESOURCES

The 2023 Recommended Budget reflects a tax levy increase of \$558,484 to \$5.9 million. This is primarily due to personnel costs, including the addition of one new position and the full-year funding of two positions [created](#) in 2022 to support Combined Court Related Operations.

The department is the lead agency responsible for one of Milwaukee County's strategic focus areas: Creating Intentional Inclusion. One position of Diversity Recruiter is created at a salary and social security cost of \$80,348. This will provide two Diversity Recruiter positions in HR as the first position was created in 2022. An appropriation of \$69,652 is provided to help recruit professional services, which are aimed at creating a diverse workforce.

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. 22-847](#) reviewed by the Committee on Audit in July 2022.

A compensation study that was expected in 2022 is now expected in 2023 as outlined in [File No. 22-842](#). An appropriation of \$75,000 is provided for a supplemental compensation study to propose a new recommended salary structure where most positions are moved from the step system to broad pay ranges. It should be noted that the compensation study will also help inform the distribution of



\$3.7 million of funds held in Org. Unit 1972 – Central Salary Costs (formerly Wage and Benefit Modification) account.

## **115 – DEPARTMENT OF ADMINISTRATIVE SERVICES**

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

- Central Business Office (CBO)
- Facilities Operations and Maintenance
- Procurement
- The Office of Economic Inclusion formerly known as Community Business Development Partners
- DAS Management
- Office of Sustainability
- Environmental Services
- Architecture and Engineering
- Economic Development
- IMSD – Central Purchases
- IMSD Division (Agency 116 but under DAS)
- Risk Management (Agency 117 but under DAS)
- Water Distribution System/Utilities (Agency 550 but under DAS)

### **1040 - DAS - COMMUNITY BUSINESS DEVELOPMENT PARTNERS**

The 2023 Recommended Budget re-names the Community Business Development Partners as the Office of Economic Inclusion.

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. OEI frequently reports to County Board committees regarding the states of different contracts meeting their TBE and DBE participation goals (For example, see File Nos., [20-7](#), [21-10](#), or [22-12](#)).

In 2019 the Office 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. In 2020 the Office began uploading contract information from the ERP system into B2G Now to more efficiently handle bulk data. OEI intends to implement “acquisition planning” by working with different departments to raise DBE goals rather than on a per contract basis.

For 2023, the budget increases by \$24,112 to \$585,826.

### **1152 - DAS – PROCUREMENT**

The Procurement Division retains 11 positions in 2023. This includes an abolish/create for one Buyer 2 position to an unfunded Purchasing Analyst for a professional development hierarchy. One position of Purchasing Manager is created is also created to provide additional career path advancement opportunities. Overall, tax levy is decreased by \$22,811. Procurement will continue to work with Community Business Development Partners (Office of Economic Inclusion in 2023) to identify and increase participation in contracting for Targeted Business Enterprises (TBEs).

## 1168 - DAS - 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 \$293,416 to \$14.4 million. Expenditures decrease by approximately \$372,000 while revenues decrease by \$78,299. A significant portion of the savings were achieved with a reduction of \$1.1 million in depreciation. In recent years, personal services have increased largely due to the reduced reliance on contractual help. The 2023 Recommended Budget proposes the creation of five new positions for DAS-IMSD, including one position each of Application Developer 2, Application Developer 3, and Senior Network Engineer. In addition, two positions of Project Manager IT are created to be able to respond to requests. The total salary and social cost for these positions is \$455,707.

An allocation of \$10.5 million of American Rescue Plan Act (ARPA) funds were [allocated](#) to DAS-IMSD earlier in 2022. The ARPA Task Force recommended, and County Board approved, the requested \$500,000 for a digital transformation assessment and set aside of \$10 million to execute the digital transformation roadmap. Approximately \$3.2 million of funds were released as part of [File No. 22-977](#) approved in September, including the IMSD projects found [here](#).

An allocation of \$300,000 in sales tax revenue is included in the 2023 Recommended Capital Improvement Budget for Phase 2 of the Asset Protection-Remediation Services project. This initiative aims to remediate legacy systems that are vulnerable to security attack, including devices, servers, network devices, and other devices that connect to the County network. 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 January 2022 in [File 21-1126](#).

The County's Technology Purchase Management (aka Central Spend, Page 192) increases \$63,400 to \$6,166,223. 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 - DAS- ADMINISTRATIVE GROUP/CENTRAL BUSINESS OFFICE

The DAS Business Office (Central Business Office "CBO") was created in 2017 to assist the other DAS Divisions and provide a more seamless and consolidated view of the department.

## 1192 -DAS - 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 2023, this division's budget decreases from \$2,000,287 by \$137,225 to \$1,863,062. This stems primarily from reductions in parking revenue and cell tower revenue. The former is due to more people working remotely and therefore not driving to the office and parking. The latter due to property sales which had cell towers on them.

## 2023 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. 22-26](#), [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](#), [21-760](#), [21-934](#), [21-935](#), [21-940](#), [22-400](#), and [22-983](#))
  - **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](#), [21-491](#), and [22-967](#))
  - **Innovation Campus** in the City of Wauwatosa (File Nos. [20-381](#), [20-484](#), and [21-1089](#))
  - **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](#), [21-263](#), and [22-398](#))

## MONITOR PARTNERSHIP PROGRAMS

- Milwaukee Economic Development Corporation (MEDC)—Small business loans (File Nos. [12-985](#), [13-231](#), [18-646](#), [20-483](#), and [22-852](#))
- 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	2023
East Wisconsin RR Co.	\$25,000	\$25,000	\$25,000	\$25,000
Visit Milwaukee	\$25,000	\$25,000	\$25,000	\$25,000
Milwaukee Workforce Funding Alliance	\$10,000	\$10,000	\$10,000	\$10,000
Milwaukee 7	\$10,000	\$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	
<b>Total</b>	<b>\$84,005</b>	<b>\$74,350</b>	<b>\$74,350</b>	<b>\$76,500</b>

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

**5700 - DAS - 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 in 2023 increase by \$5,147 from \$175,427 to \$180,574, 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 2023, the Architecture & Engineering Division’s budget increases by \$299,050 from \$4,034,845 to \$4,333,895. The 2023 Recommended Budget includes two FTEs, a Principal Project Manager and Project Assistant, which were authorized in [File No. 22-962](#).

**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 of the Office of Sustainability include:

- 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
  - File No. [21-234](#): Application for a Wisconsin Energy Innovation Grant to secure greater energy efficiency
  - File Nos. [22-389](#) & [22-818](#): Climate Action Plan and Lighting Upgrades Capital Project

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](#)
- Milwaukee’s Climate & Equity Plan: Summary of Working Group Recommendations: [File No. 22-64](#)

For 2023, the Office’s budget increases by \$6,271 to \$197,055.

### **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 2023, the LIO’s budget remains at \$941,000 as budgeted in 2022. The LIO will contract with the Southeastern Wisconsin Regional Planning Commission ([SEWRPC](#)) 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.

### **550- WATER DISTRIBUTION SYSTEM**

After years of negotiations going at least as far back as 2019, Milwaukee County concluded negotiations with the Milwaukee Regional Medical Center and the City of Wauwatosa regarding the County’s dispossession of most of the water utility it has operated for some time. As of December 1, 2021 and pursuant to Wisconsin Public Service Commission approval, the MRMC Water, LLC acquired the southeast quadrant water system and all associated assets and liabilities there. The City of Wauwatosa acquired the North Avenue Water Main and its assets and liabilities. Milwaukee County retains some system assets on the County Grounds strictly for County entities.

The 2023 Recommended Budget assumes a tax levy profit of \$26,000 and reduced expenditures down to \$1.6 million reflecting the dispossession of assets.

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.

## 115- DAS - 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 2023, the rollout of Occupational Health Program continues to develop broad policies across all departments. Another initiative is serving on the Equitable Contracting Workgroup to help identify barriers and implement strategies that increase spend to minority and women-owned business contractors.

In 2021, Risk Management [requested](#) authorization to create [Section 32.67](#) of the Milwaukee County Code of General Ordinances to require the Risk Management Division, Department of Administrative Services, to collaborate with the Office of Corporation Counsel to produce an annual report to the Milwaukee County Board of Supervisors by October 1 of each year detailing liability insurance and claims costs by department

## 118 - OFFICE OF STRATEGY BUDGET AND PERFORMANCE

This department was created in the 2022 Budget and is largely comprised of staff previously assigned to DAS-Fiscal Affairs, Office of Performance, Strategy and Budget (DAS-PSB) and the DAS-Grants Management Division. The department has three divisions: Strategy and Performance, Budget, and Project Management Office.

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. One position of Strategy Analyst is created at a salary and social security cost of \$70,065 to support the advancement of departmental and county-wide strategic planning efforts.

The Project Management Office 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. In January 2022, the County Board [approved](#) the abolishment of one position of Director of Organization Performance and created one position of Project Manager, Strategy and Performance. An appropriation of \$50,000 for expenses related to the operation of the newly revitalized Youth Commission. The County Board recently [approved](#) changes General Ordinances in preparation of the new opportunity for youth to engage with county government.

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. In 2022, the Division successfully deployed Sherpa, a new budgeting system to replace the BRASS. This system is being used for the first time in the development and adoption of the 2023 Budget. One position of Senior Analyst Budget and Management is created at a salary and social security cost of \$80,348. In addition, two positions of Analyst Budget and Management are retitled to Senior Analyst Budget and Management to provide career ladder opportunities. A reclassification is expected in December 2022 to change one of the existing Senior Analyst Budget and Management positions to Operating Budget Manager.

# COURTS & JUDICIARY FUNCTION

## 200 - 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, the Family Drug Treatment division, Permanency Plan Review division, Law Library, and Self-Help Services.

The 2023 Recommended Budget reflects a cost to continue and decreases the tax levy by \$313,885 compared to the 2022 Adopted Budget mostly due to an increase of \$516,153 in vacancy and turnover salary reductions. In 2023, the division plans to reorganize several strategic program areas to better reflect and align with the duties of each program area. The Human Resources (HR) function will transition back to the County’s HR Department and Courts will work with an HR Business Partner to coordinate HR services. The Information Technology functions will transition to the Information Management Services Division (IMSD). The 2023 Recommended Budget transitions eight contract Law Clerk positions to full-time County employees. The Recommended Budget further abolishes 17.0 FTE Sr. Assistant Clerical positions and creates 15.0 FTE Clerical Specialists positions. The 2023 Recommended Budget unfunded the Register in Probate position and the Clerk of Court staff and Chief Judge will seek a permanent funding source to fully fund this position.

In 2023, Courts will continue to work to address the backlog cases. There is a backlog of 4,800 cases in Civil Court and the Courts estimate an increase of 10,000 Civil Court filings in 2023. Additionally, the Criminal Division continues to work through its backlog of cases. To combat the backlog of cases, staff will work overtime, look to fill vacant Court Specialist positions, and cross-train administrative staff to assist with case processing.

The following contract is subject to a separate review and approval by the Milwaukee County Board and is being submitted for approval for the 2023 fiscal year:

CONTRACTS		
DESCRIPTION	VENDOR	AMOUNT
Milwaukee County Law Library	State of Wisconsin	\$234,829
	<b>TOTAL</b>	<b>\$234,829</b>

## 243 - 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. Child Support is a performance-funded department that tracks metrics for paternity establishment, court order establishment, arrears collection, and current support collection. The better they perform, the more federal funding the department is able to leverage. This 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 2023 Recommended Budget reflects a cost to continue for CSS and increases the net tax levy by \$230,205. CSS remains open to the public, with the staff working in a hybrid format with 30 staff working in-person and 90 teleworking. The COVID-19 pandemic continues to adversely impact the volume of services. The department is getting fewer referrals for case starts, reduced program capacity, and virtual court hearings. Therefore, reductions in performance are expected. Paternity

Establishment is down 2.16 percent, Order Establishment is down 1.04 percent, Arrears Collection is down 1.44 percent, and Current Support Collections is up 0.5 percent.

## 290 - 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 and recommend program development and annual budget guidance. The goals of the pre-trial services division are to reduce the failure rate 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 2023 Recommended Budget increases the net tax levy by \$36,716. The primary driver of the tax levy increase is the decrease in revenue and corresponding expenditures due to the MacArthur Safety and Justice Challenge Phase IV Sustainability grant ending in January 2023 requiring County funding of \$54,064 to continue.

In 2020, the Milwaukee County Board approved the Pre-trial Services division's annual contracts for three years from January 1, 2020, through December 31, 2022, totaling \$4,945,744, which covers operating costs. A one-year extension of the approved contracts for Justice Point and Wisconsin Community Service Inc was approved by the Milwaukee County Board (File No. 21-1014) to continue in 2023. In 2022, 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. In addition, the department is on year three of the grant award from the Bureau of Justice Assistance Adult Drug Court and Veterans Treatment Court Discretionary grant (File No. 20-914) totaling \$666,666, which includes a local match of \$166,666 over the three years. Additionally, in 2023 the department has three contracts funded by the State of Wisconsin's ARPA appropriation totaling \$841,500 ([File No. 22-476](#)) that are not included in the department's total operational expenses or revenues.



The following contracts are subject to separate review and approval by the County Board and are being submitted for approval for the 2023 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
Racial and Ethic Disparity Data	Medical College of Wisconsin	\$13,891
DTC and VTC Research and Evaluation	University of Wisconsin	\$32,000
VTC Drug Testing & SCRAM	Wisconsin Community Services	\$86,574
ARPA Project Manager	Wisconsin Policy Forum	\$80,000
Mental Health Treatment Court Psychiatry	Medical College of Wisconsin	\$35,000
Expanded GPS and Pretrial Supervision	Justice Point	\$726,500
	<b>Total</b>	<b>\$5,919,709</b>

## PUBLIC SAFETY FUNCTION

### 400 – 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 Office of the Sheriff has five service areas: Detention Services Bureau, Investigative Services Bureau, Police Services Bureau, and Administration and Compliance. Collectively, these units oversee and manage the Milwaukee County Jail (MCJ), perform police services for Milwaukee County Courts, airports, parks, and expressways; conduct criminal investigations, effectuate arrests and warrants, serve process papers, and extradite criminals. The 2023 Recommended Budget increases expenditures by \$1,483,511 and reduces revenues by \$525,666 for a net tax levy increase of \$2,009,177 compared to the 2022 Adopted Budget. The tax levy increases to account for anticipated general salary increases, changes to the County's vacation policy, and the partial transition of the \$3.00 per hour premium pay increase for Correctional Officers from ARPA funding to tax levy funding. Increases are reduced by higher vacancy and turnover (i.e. reduced salary), reductions in commodities and services, and a reduction in the FTE count.

New in 2023, the Milwaukee County Sheriff's Office (MCSO) is implementing two new initiatives to alleviate, better support, and manage the workload of Correctional Officers. First, the MCSO will abolish four vacant Correctional Officer positions and create eight to ten part-time hourly Correctional Officer positions. This change is cost neutral. The goal is to establish a program targeted at individuals who are already certified to work in the jail and desire to work part-time. The MCSO will focus its efforts on recruiting retirees and resigned staff. In 2023, the MCSO will also develop a Peer Support group at the cost of \$10,000 to enhance resiliency and provide support to staff experiencing personal, work-related stress or traumatic incidents resulting from job-related actions.

The 2023 Recommended Budget creates one Accounting Supervisor position and abolishes two Fiscal Assistant I positions to provide operational management of accounting services, transactional auditing, and public facing electronic payment kiosks management in the Administrative and Compliance Bureau. Additionally, in this Bureau one Deputy Sheriff Director position is added to provide strategic leadership and operational support to the detention services bureau.

The 2022 Adopted Budget included an appropriation of \$1.5 million of ARPA funding to support a \$3.00 per hour increase for Correctional Officers. In the 2023 Recommended Budget, this cost will transition to tax levy funding as part of a phased approach to reduce the reliance on ARPA dollars for the increased pay cost.

In the Detention Services Bureau, the jail population continues to grow. To address the increasing population at the jail, the Sheriff requests the Community Reintegration Center (CRC) to house overflow pre-trial residents on an almost daily basis. However, due to staffing shortages, the CRC is often unable to accept transfers, but the majority of the in-custody population at the time of this Overview were from the jail. To alleviate the jail population, Milwaukee County entered into a short-term contract with Racine County Jail (RCJ) to house transferees through December 31, 2022. If the CRC is able to hire and retain staff, the jail will rely on the CRC to house overflow transfers. Also, in the Detention Services Bureau, two vacant Clerical Specialists positions are abolished and two Store Clerk I positions are created. The changes in these positions are cost-neutral. ICSolutions was awarded the communication services contract ([File No.21-1004](#)) to provide phone, video visitation, and tablets to residents housed at the MCJ. Phone charge revenues in this area are reduced by \$125,000 to provide phone cost savings to residents. Additionally, in 2023 the MCSO will reinstate the \$500 incentive for Weapons Officers who are also agency CDL drivers.

Milwaukee County is the sole Wisconsin county statutorily responsible for patrolling expressways. The State Highway Patrol has primary responsibility for expressway enforcement in all other 71 Wisconsin

counties. In the Police Services Bureau, tax levy support is provided for State-mandated expressway patrol services through the Expressway Policing Aids (EPA) in the amount of \$1,023,900 and the General Transportation Aids (GTA) program in the amount of \$2,766,092. In addition, one Assistant Office Supervisor position is added to the Bureau by abolishing one Administrative Assistant. The Assistant Office Supervisor will provide administrative support to the Assistant Office Commander, Lieutenants, and Sergeants. Additionally, this service bureau provides security for Froedtert Memorial Lutheran Hospital, which was scheduled to end in the first quarter of 2022. However, the contract will continue in 2023. The projected contract revenue for the two quarters is \$550,474, which is sufficient to support the overtime needed to staff the location.

In 2021 the Office of the Sheriff collaborated with the Behavioral Health Services Division (BHS) to launch the Crisis Assessment and Response Team (CART). CART pairs Deputies with a Psychiatric Clinician from BHS 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. The CART team will continue to operate in 2023 but will be moved to the specialized services unit.

Funding of \$10,150 is included for payment of uniform allowances for Public Safety Officers authorized in [File No. 22-751](#). Personnel costs for Public Safety Officers are cross charged to facilities and are not reflected in the building security program area.

The following contracts are included in the 2023 Recommended Budget in lieu of separate County Board approval during the fiscal year.

CONTRACTS		
DESCRIPTION	VENDOR	AMOUNT
Secured Transportation	G4S Secure Solutions (USA) Inc	\$2,713,481
Service of Legal papers	State Process Service Inc	\$235,000
Lease of motorcycles	House of Harley	\$60,000
Body Cameras, tasers, arbitrators and storage	Axon Enterprise Inc	\$527,916
Body Cameras and Storage	Axon Enterprise Inc	\$300,000

### 430 - COMMUNITY REINTEGRATION CENTER (HOUSE OF CORRECTION)

In late 2022, the House of Correction (HOC) rebranded and changed its name to the Community Reintegration Center to better align with its mission and vision to comprehensively meet the needs of residents by offering supportive resources to reduce recidivism, including access to the American Job Center, housing resources, educational opportunities, and more. The HOC is responsible for the custody of all persons sentenced to less than one year of prison time in Milwaukee County and other jurisdictions as authorized by the Milwaukee County General Ordinance. Wisconsin State Statutes § [302](#), [303](#), [304](#), and [973](#) define the functions of the HOC. Additionally, the HOC oversees the contracts for inmate medical 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 alcohol and other drug abuse (AODA) treatment services.

The 2023 Recommended Budget increases the net tax levy by \$3,815,368. Expenditures increase by \$3,256,931 and revenues decrease by \$558,437. Expenditures increase to support increased personnel costs, the food budget, medical contract increase, brand advertisement, and a peer specialist program. Personnel expenditures are expected to increase by \$1 million to support the permanent \$3.00 per hour increase for Correctional Officer pay. Initially, the \$3.00 per hour increase was funded through ARPA ([File No. 22-680](#)), but this cost in 2023 will transition to tax levy funds with a reduction of \$500,000 to \$1 million in ARPA support. Increased vacancy and turnover of \$1.6 million

to \$3.4 million reduces salary appropriations and reduces tax levy support. The food service contract increases by \$320,000 due to food price increases and higher caloric meal options provided at the HOC and MCJ. Additionally, the medical services contract for Wellpath increases by \$1.57 million to hire and retain professional medical staff and fulfill other contractual obligations. Additional funding is included for advertising, employee clothing, resident clothing, and signage due to the department's rebranding and name change.

The 2023 Recommended Budget increases the number of positions by nine. One Correctional Manager position is created to provide backup coverage for third shift. One Senior Budget Analyst position is created to provide budget and management assistance to the Fiscal Administrator, one Quality Assurance Coordinator position is created to track programming metrics, and two Maintenance positions are created. The HOC is abolishing one position and reducing maintenance service contracts to fund the Maintenance positions. Additionally, one Public Relations Manager position is created to promote and manage the rebranding of the HOC. Also, a Community Outreach Coordinator position is included to correspond with correction staff to respond to inquiries, requests, and complaints raised by family or community members regarding individuals in our care.

In 2022 the HOC partnered 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. The partnership was successful and will continue in 2023. The Community Intervention Specialist is in the Housing Division that the HOC funds through a cross charge. The cost of the position, including salary and social security, is \$63,902.

Lastly, ICSolutions was awarded the communication services contract ([File No.21-1004](#)) to provide phone, video visitation, and tablets to residents housed at the CRC and MCJ. Phone charge revenues in this area are reduced by \$125,000 to provide phone cost savings to residents.

The following contracts are subject to separate review and approval by the County Board and are being submitted for approval as part of the 2023 fiscal year.

CONTRACTS (CONTINUING)		
DESCRIPTION	VENDOR	AMOUNT
Electronic Monitoring**	Wisconsin Community Services (WCS)	\$678,558
Reentry Programming	Benedict Center	\$198,045
	<b>Total</b>	<b>\$876,604</b>

*\*\*variable based on daily number of units deployed.*

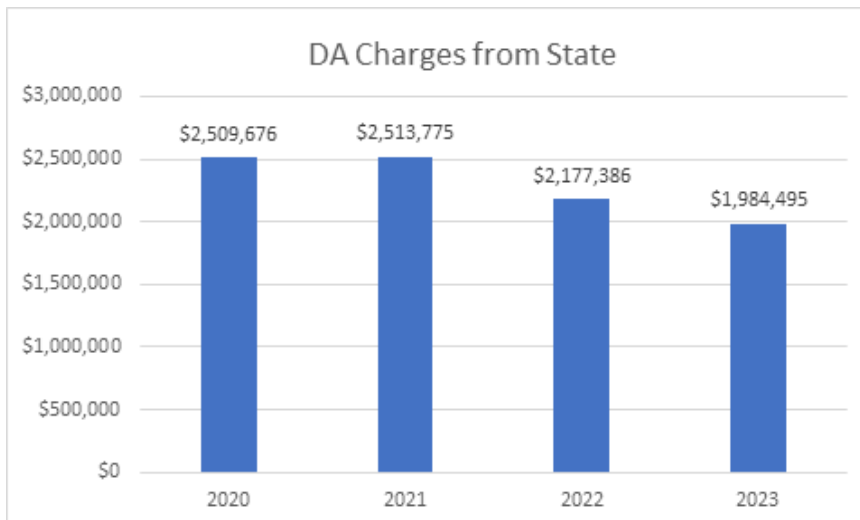
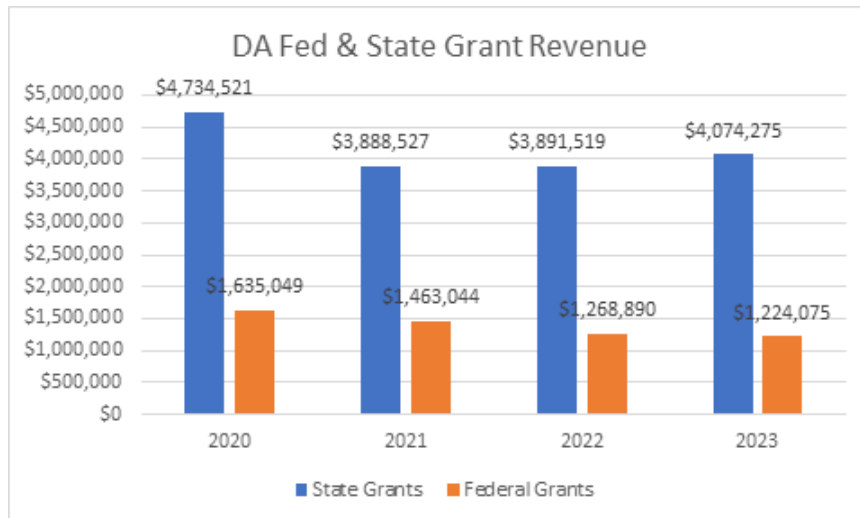
## 450 – DISTRICT ATTORNEY

The District Attorney's (DA) 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, Juvenile, Violent Crimes, Sensitive Crimes, Victim/Witness, Investigations, and Special Units. Each unit works collaboratively to ensure the guilty are prosecuted, the innocent go free, and impartial justice for victims.

The 2023 Recommended Budget expenditures increase by \$468,687, and revenues decrease by \$15,359 for a net tax levy increase of \$484,046. In addition, the 2023 Recommended Budget decreases the number of positions by one. The increase in expenditures and decrease in FTEs is related to the discontinuation of Child Support Enforcement program due to a lack of referrals and higher priority cases. The budgeted revenue for the Child Support Enforcement program was \$469,962 cross charged to the department. As a result, of the program's discontinuation, two Investigator positions are abolished in the budget. Increases in expenditures are further driven by increased personnel and fringe costs not included in the Recommended Budget but adopted by the County Board mid-year 2022 ([File No. 22-828](#)).

In 2022, Milwaukee County was awarded \$15 million from the State of Wisconsin's ARPA funding to support expanding court operations, including a night court pilot program (File 22-476) to address court case backlogs due to the COVID-19 pandemic. The night court pilot program will run through June 2024. The DA's ARPA allocation will fund prosecutor positions. Likewise, two new and unfunded Secretarial positions, a new and unfunded Network Tech Specialist position, and a new previously unfunded Paralegal position will be added to support the night court operations funded through ARPA.

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



## 480 -- EMERGENCY MANAGEMENT

Office of Emergency Management (OEM) operates under [Chapter 323](#) of the Wisconsin Statutes and 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 2023 Recommended Budget increases expenditures by \$1,079,298 and revenues by \$91,941 for a net tax levy increase of \$987,357. In addition, a funding appropriation of \$3 million is included for the municipal EMS Agreement. The County will distribute this funding to municipalities based on an equitable formula considering population, geographic square miles, call volume, and necessary improvements to the EMS system.

2022 was a monumental year for the 9-1-1 Communications Division. The Communications Division earned national standard compliance from the Association of Public Safety Communications Officials (APCO). The Division seeks to become a certified Emergency Medical Dispatch Center by quarter two in 2023. Funding of \$110,861 is included in the Recommended Budget to close the pay disparity gap and raise the pay grade of each dispatcher. In 2023, the Division will work to become the primary Public Safety Answering Point (PSAP) for Milwaukee County and will request grant funding provided by the [2019 Wisconsin Act 26](#). Funding provided by this bill would be the first step to creating a consolidated communication center designed to expedite call responses and maximize collaboration while upholding our fiduciary responsibility to public stakeholders. Additionally, in 2023 the Communications Division will provide dispatch support for the Milwaukee County Fire Department at Milwaukee Mitchell International Airport.

In 2023, the Emergency Medical Services (EMS) Division is planning a cautious return to cover events scheduled at Fiserv Forum. The EMS Division is slated to receive an increase in EMS subsidy funding. The increase in subsidy funding will support OEM’s collaboration with fire departments to enhance EMS service delivery across the county and achieve an equitable formula for the distribution of monies. The formula was scheduled to meet its target in 2027, but with the increase in funding, EMS was able to achieve this goal in 2022. Additionally, \$100,000 is included in the Division for emergency flex spending. Flex spending will be used exclusively for emergency purchases to provide emergency services for citizens when no other funds are available, and time is of the essence. It should be noted that EMS related expenses can be excluded from the strict state-imposed tax levy limit. Based on the 2023 Recommended Budget, the allowable tax levy was increased \$456,171 to reflect the higher allocation to EMS.

## 490 – 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. In addition, the MCMEO performs referral autopsies for other counties and operates an annual two-day Forensic Science Education Program. The weighted average charge for referral autopsies has increased to \$1,690 per autopsy. However, referrals for autopsies are trending downwards due to increased competition.

The 2023 Recommended Budget has a net tax levy increase of \$47,305. The department projects additional revenue of \$143,000 due to a seven percent fee increase for death certificates, cremation permits, and body transport in accordance with Wisconsin State Statute [§ 59.365](#), which allows an increase in fees not to exceed the annual percentage in the U.S. consumer price index for all urban consumers as determined by the U.S. Department of Labor. In 2022, the department received a three-year grant from the U.S. Department of Justice, Bureau of Justice, Comprehensive Opioid, Stimulant, and Substance Abuse Program (COSSAP). This grant allowed the MCMEO to create an Overdose Public Health and Safety Team (OD-PHAST) through a partnership with the Medical College of Wisconsin. This program will continue in 2023. The 2023 award amount is \$514,630. Additionally, one Forensic Assistant position is created to assist with the increased autopsy workload.

The contract with Dr. Schneider continues in 2023 at the cost of \$75,000. Dr. Schneider provides oversight of the Forensic Laboratory.

## 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 charged \$20 from 2008 through 2020, increasing to \$30 beginning in 2021. City of Milwaukee residents pay both the City and County fees. The 2023 Recommended Budget does not propose raising the VRF, with the revenue generated expected to be relatively consistent with prior years.

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



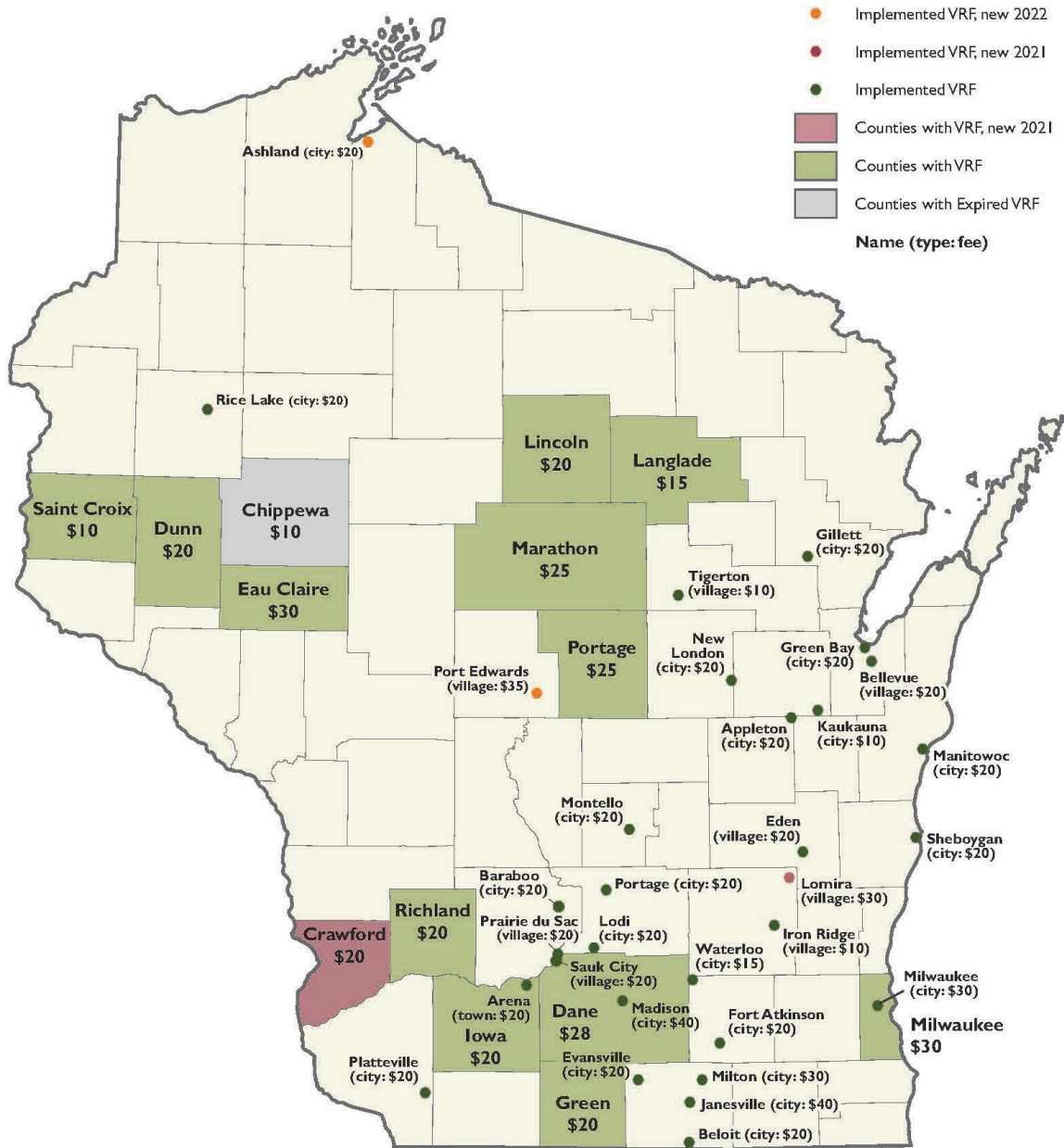
Milwaukee County GIS and Land Information

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 2022



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

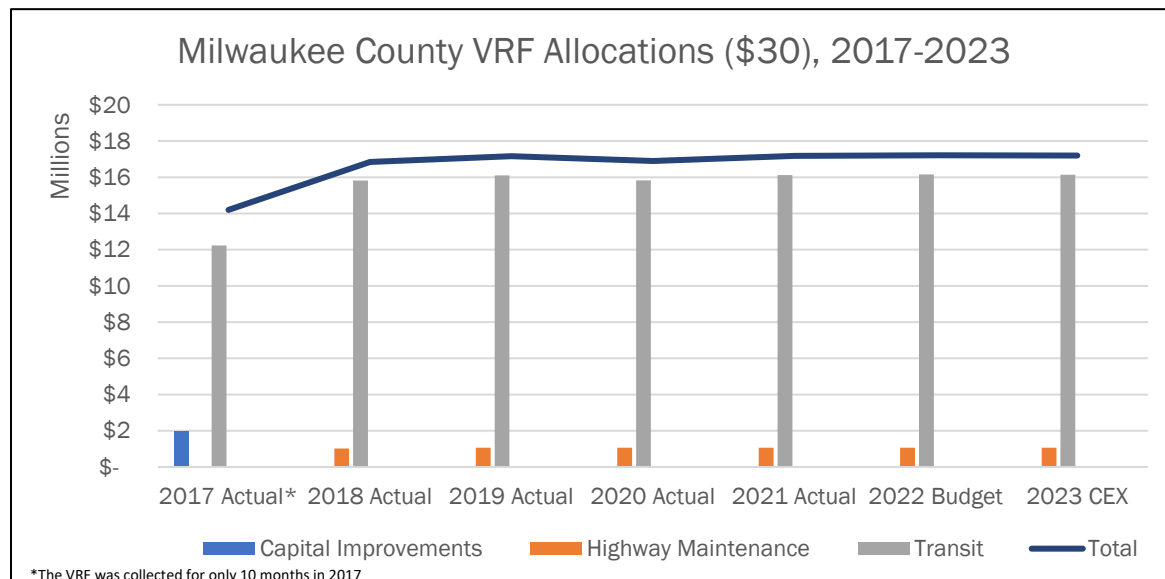
Like elsewhere in Wisconsin, Milwaukee County’s ability to finance transportation operations, infrastructure, and mass transit from general revenue has been constrained by ongoing inflationary pressures from higher costs to continue.

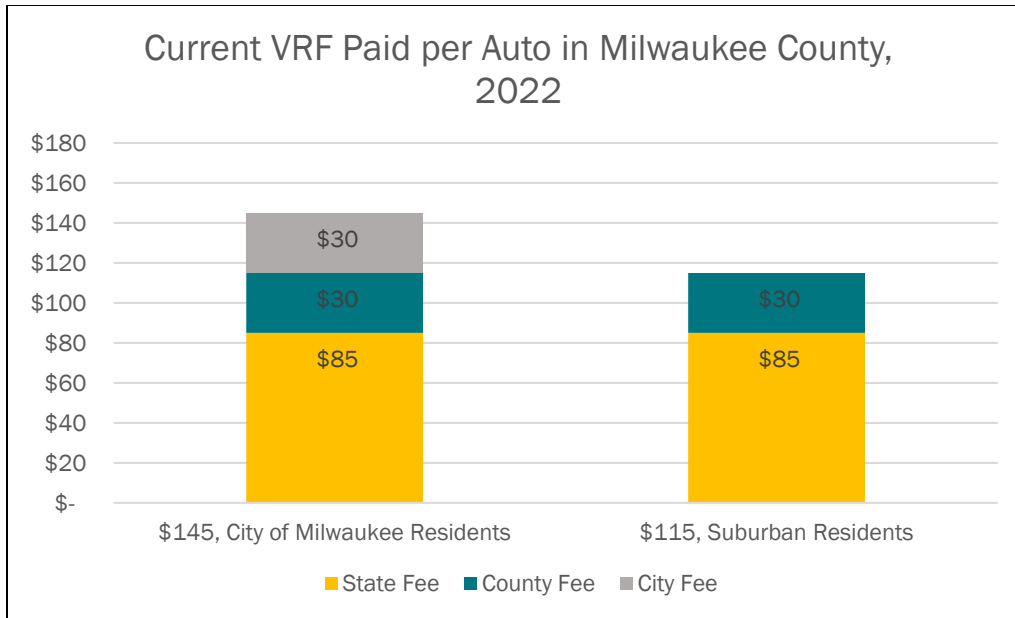
Serious consideration of a VRF in Milwaukee County began in 2016 when the Recommended Budget proposed a \$60 VRF for the 2017 Budget. In the 2017 Adopted Budget, the County Board halved the proposal to \$30 and initiated a Spring 2018 nonbinding referendum for the electorate to advise the County on raising 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 2023 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	2023 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](#)).





## 504 – DEPARTMENT OF TRANSPORTATION – AIRPORT

### *Milwaukee Mitchell International Airport (International Airport Code: MKE)*

Milwaukee Mitchell International Airport (MMIA) is an important asset for Milwaukee County, southeastern Wisconsin, and northern Illinois. MMIA is an economic catalyst for the region, providing connections to domestic and international markets for business and leisure travelers. It accounts for thousands of direct and indirect jobs for the County and the region. MMIA’s operations budget is paid for entirely through passenger and airline fees under a residual lease agreement. Any airport surplus or deficit has no impact on the County’s budget or its taxpayers.

The Airport recently completed its Master Plan which will provide a development framework for the next 20 years, allowing for the airport to continue to access federal funding for future airfield projects. The Master Plan began in 2019, and over the course of the last four years, the Airport worked with consultants and area stakeholders seeking their input. This included a review of the Airport’s long-term capital improvement plan, analysis of financial feasibility, and documenting everything in its Technical Master Plan Narrative. At the time of this writing, the master plan process is scheduled to conclude in late 2022. The County Board of Supervisors approved MMIA’s Airport Layout Plan in [File No. 22-372](#), which staff then submitted to the Federal Aviation Administration for review.

In 2022, the air travel industry is still challenged with a full rebound to pre-pandemic levels. Airline staffing levels declined during the pandemic as airlines incentivized employee retirement and separation, coupled with fewer new pilots entering the profession. These factors have contributed to fewer flights from MMIA due to constrained airlines. At MMIA and elsewhere, airlines have scheduled flights, however they have been unable to provide service based on these staffing challenges. The Airport Division reports demand remains high at Mitchell as most flights depart with planes 90 percent full or more, their “passenger loads.” The Airport is currently utilizing federal COVID funds to support the revenue loss offset from airlines not flying their full schedules. Once MMIA’s federal COVID dollars are fully expended in 2023 or 2024, the airlines will return to their contractual obligation to cover any budgetary shortfalls for airport operations under the master use and lease agreement, unless airlines can meet the passenger demand for service.

### COVID-19 EFFECT

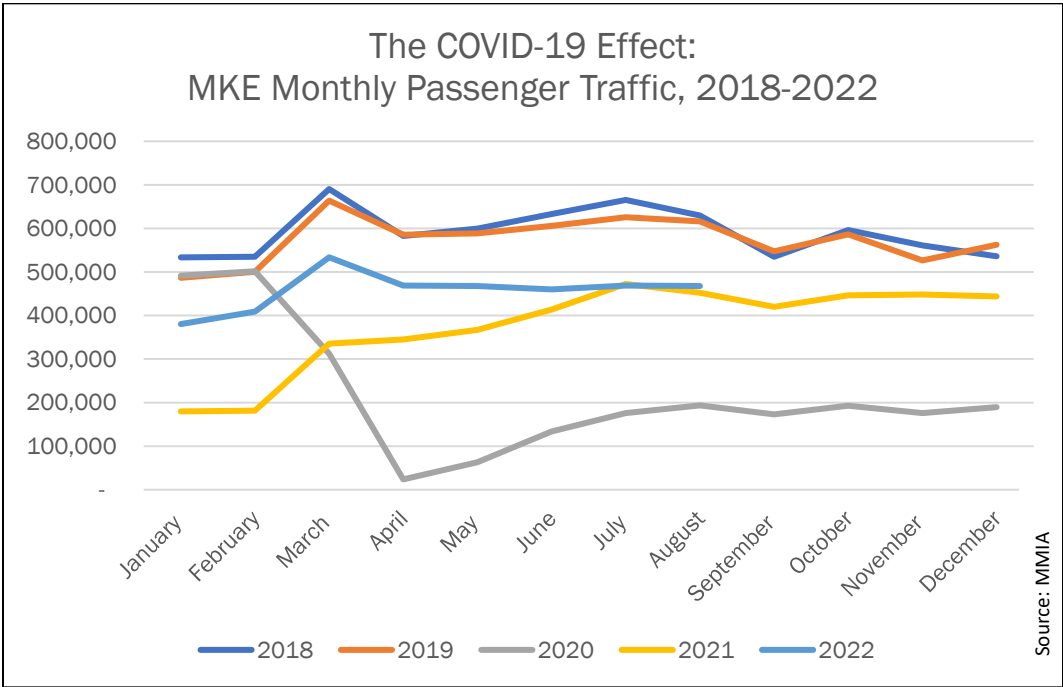
The global pandemic has greatly affected passenger traffic and revenues at MMIA as elsewhere across the United States and the world. In April 2020 MMIA saw a 96 percent year over year drop in passenger traffic. By August 2020, passenger traffic only rebounded to approximately a third of pre-pandemic levels. Subsequently, Airport activity and revenues substantially declined, necessitating expenditure reductions including delays and reprioritization of capital improvement projects such as the International Terminal Redevelopment. A source of funds for airport capital projects is the Airport Development Fund (ADF). 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. Reduced passenger traffic, and the concession’s inability to hire and retain staffing, has resulted in lower revenue collections than past years. The airport continues to monitor the collection of these funds and revise capital project forecasts accordingly.

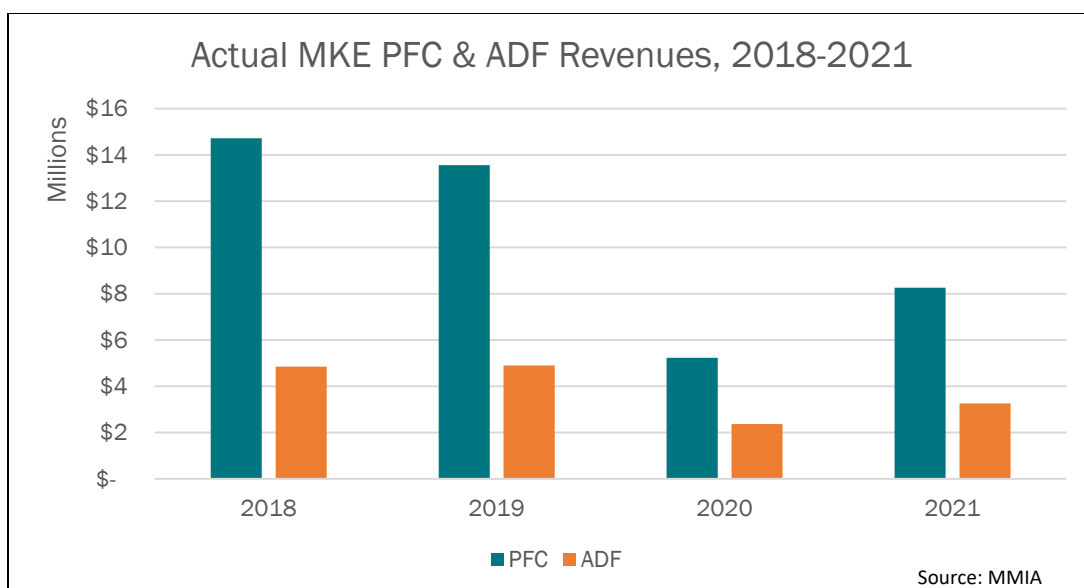
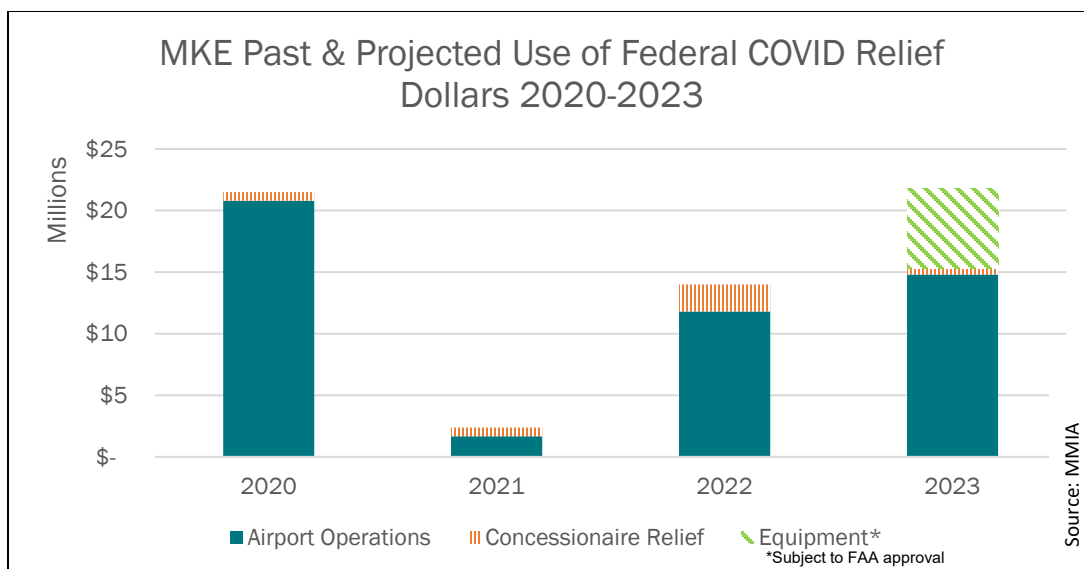
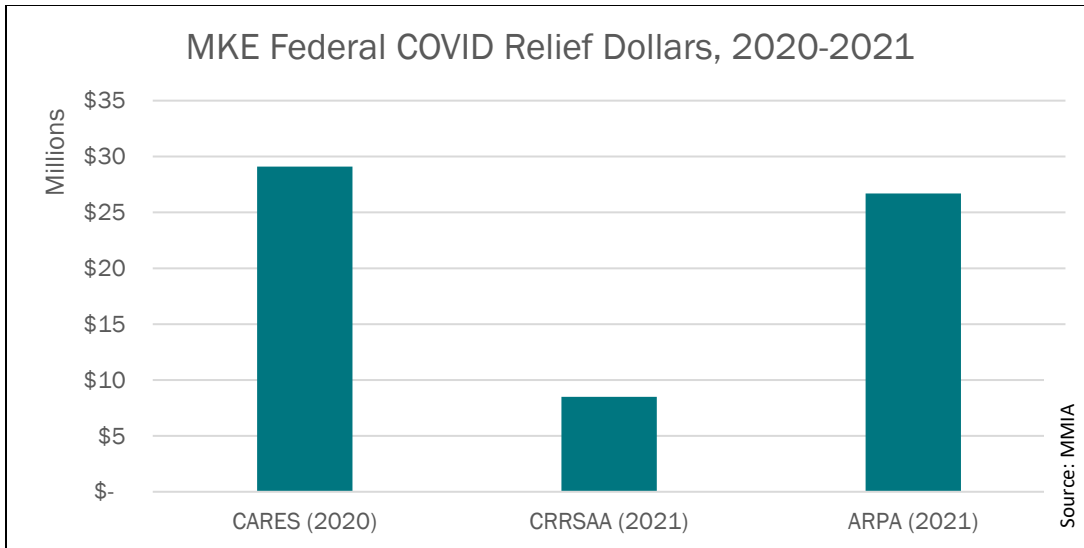
Airport utilization and revenues have not yet recovered to pre-pandemic levels. A consequence of the pandemic accelerating adoption of new technology may be a permanent reduction in business travel as so many public and private entities have utilized virtual meetings to substitute being in person. At the very least, business travel may not recover until 2023 or 2024.

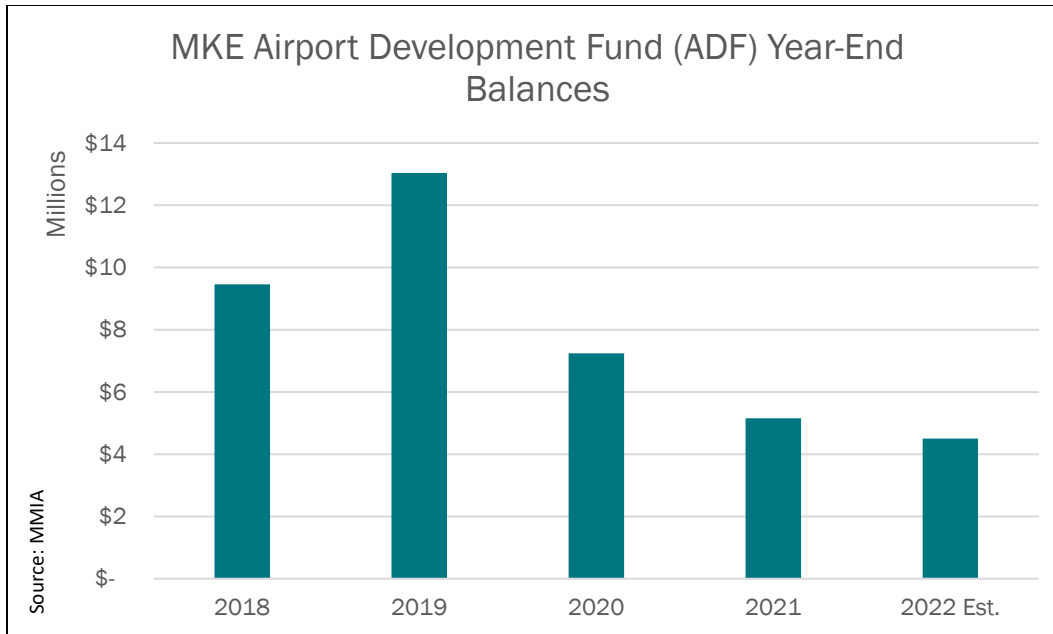
Federal COVID relief money originates from the federal Coronavirus Aid, Relief, and Economic Security (CARES) Act of 2020, the Coronavirus Response and Relief Supplemental Appropriations Act of 2021 (CRRSAA), and the American Rescue Plan Act of 2021 (ARPA). Most federal money received has gone toward 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 was executed in 2021 and a two-year extension was agreed to for 2022 and 2023.

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







### FOR 2023:

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 and has been extended through December 31, 2023.

14 airport maintenance work assistant positions are left unfunded in 2023 but are not abolished. The 2023 Adopted Budget includes a financial manager position authorized in [File No. 22-942](#).

	2020 Budget	2021 Budget	2022 Budget	2023 Budget
<b>Parking</b>	\$30,000,000	\$17,062,798	\$24,638,500	<b>\$28,350,000</b>
<b>Car Rentals</b>	\$10,800,000	\$8,832,244	\$9,144,116	<b>\$9,507,777</b>
<b>Taxi &amp; TNC* Fee</b>	\$875,000	\$610,475	\$892,000	<b>\$623,350</b>
<b>Food &amp; Beverage Concessions</b>	\$3,800,000	\$3,589,820	\$3,263,000	<b>\$4,647,508</b>
<b>Non-Food &amp; Beverage Retail Sales</b>			\$1,618,200	<b>\$1,866,040</b>
<b>TOTAL</b>	<b>\$45,475,000</b>	<b>\$30,095,337</b>	<b>\$37,937,616</b>	<b>\$44,994,675</b>

\*TNC = Transportation Network Company (Uber, Lyft)

### MAJOR INITIATIVE: INTERNATIONAL TERMINAL REDEVELOPMENT

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).

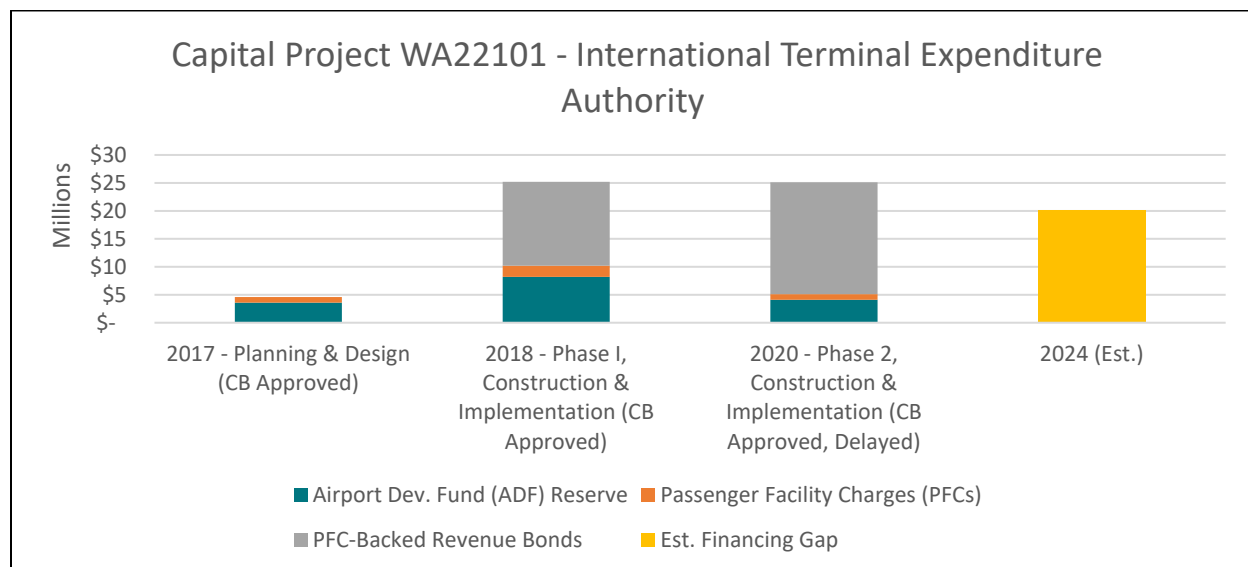
Meanwhile, due to changes in the travel market, the older Concourse E became under-utilized and was shuttered in early 2017. The international terminal redevelopment would raze and build a new concourse, leading to the eventual demolition of the IAB, ultimately reducing operation and maintenance costs 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 may not begin until 2024 or later, contingent upon passenger traffic and therefore airport revenues rebounding. In addition to uncertain financing, ongoing supply chain issues may further delay the project.

Due to the delay between when construction may begin and when the County Board granted expenditure authority, and more recent supply chain and inflationary problems, this capital project is now estimated to cost approximately \$75 million, requiring the County Board to eventually authorize an increase in expenditure authority.

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

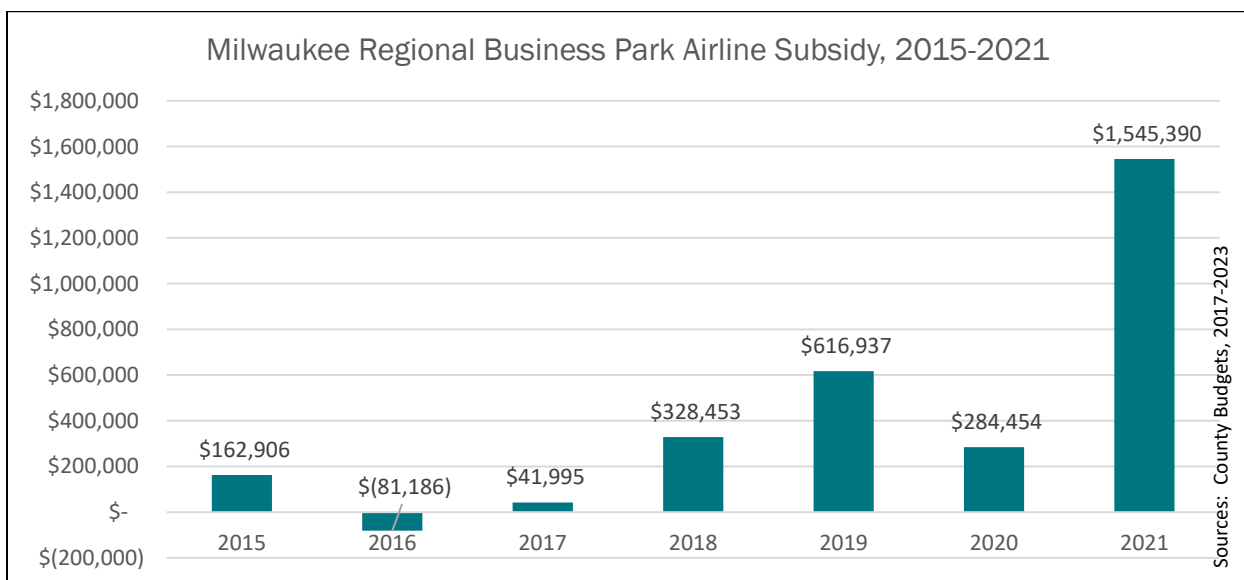
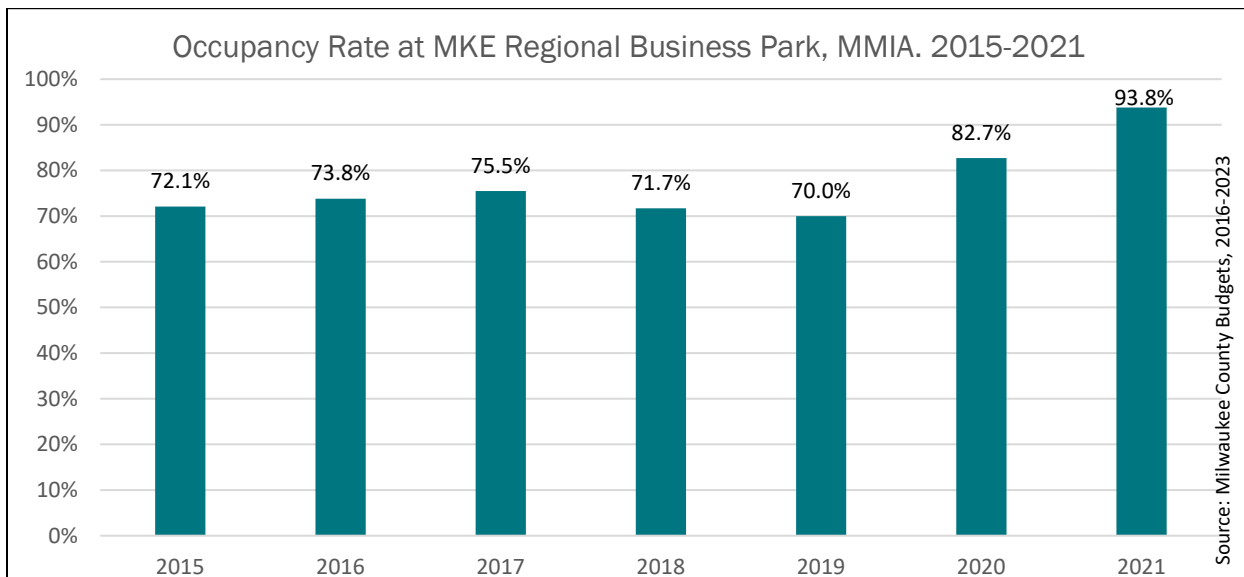


## MILWAUKEE REGIONAL BUSINESS PARK

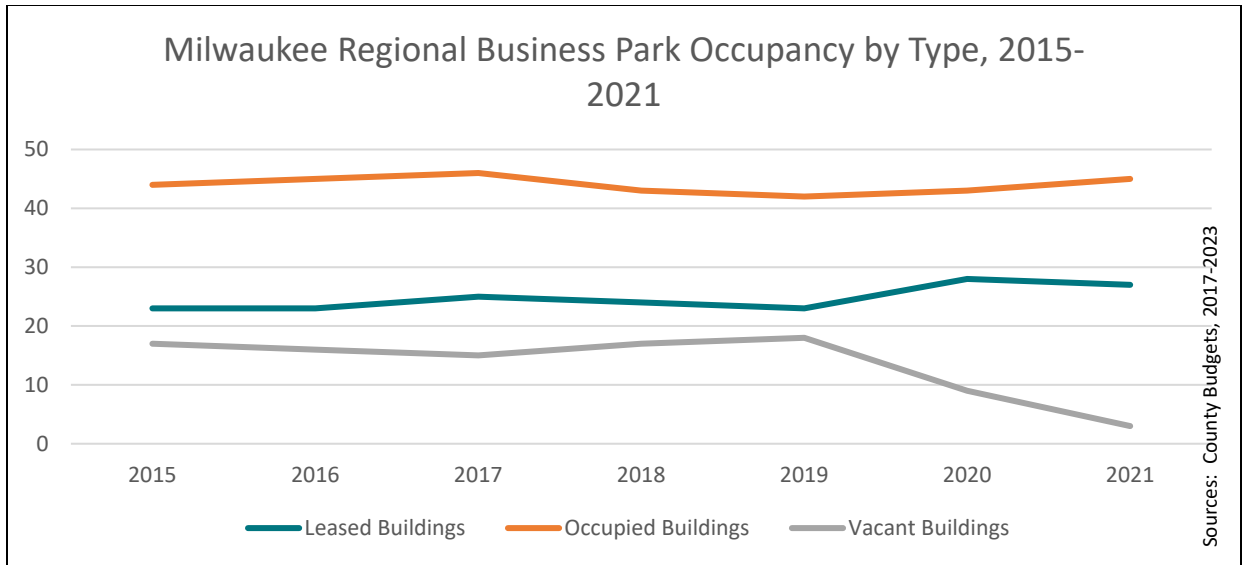
The Milwaukee Regional Business Park is the area of MMIA formerly occupied by the 440th Air Reserve Base until 2010 in Milwaukee at South Howell Avenue and East College Avenue ([File No. 11-311](#)). In late 2017, SkyWest made a substantial investment by purchasing the former Midwest hangars located 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 intends to continue doing so as many buildings have depreciated to the end of their useful lives. The Airport Division does not view substantial reinvestment in many of these older structures or new construction as cost-effective and is prioritizing its resources elsewhere.

The budgeted airline subsidy for the business park will decrease by \$28,563, from \$723,654 for 2022 to \$695,091 in 2023.





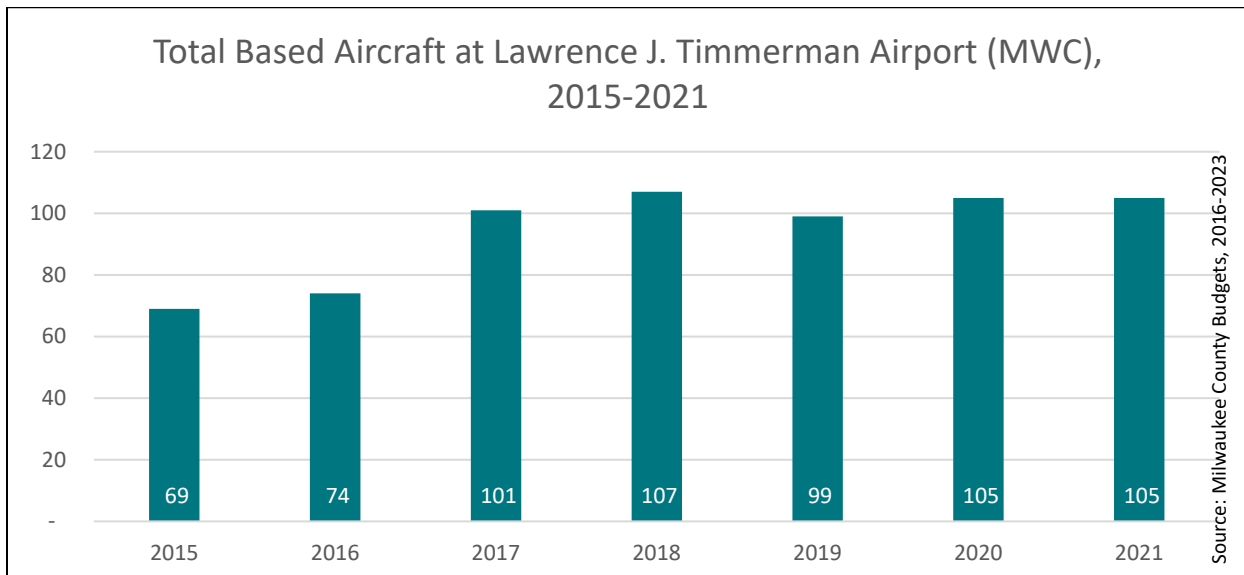


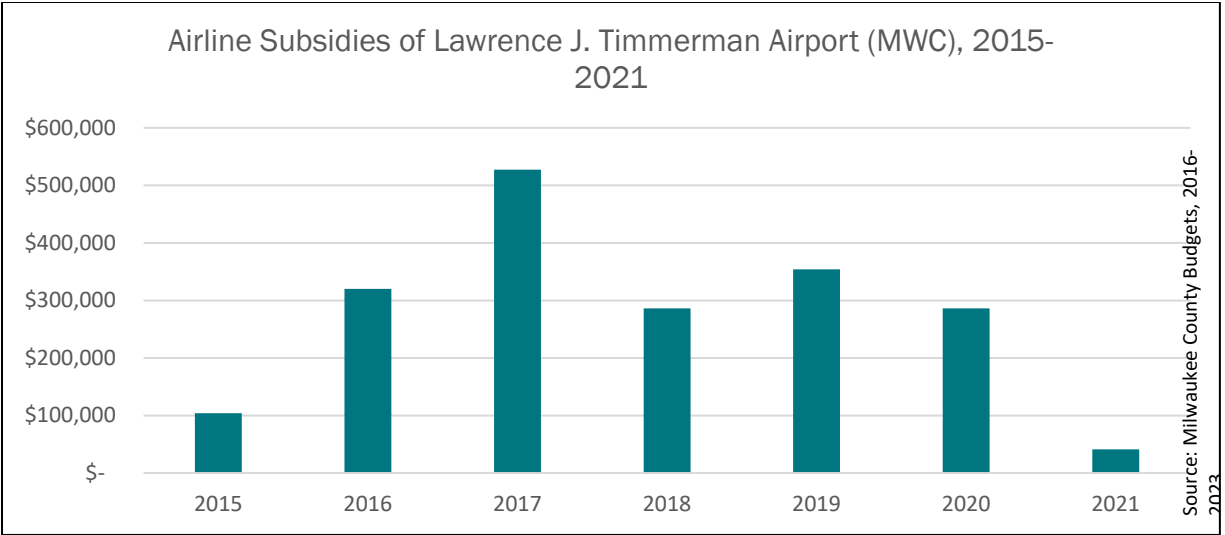
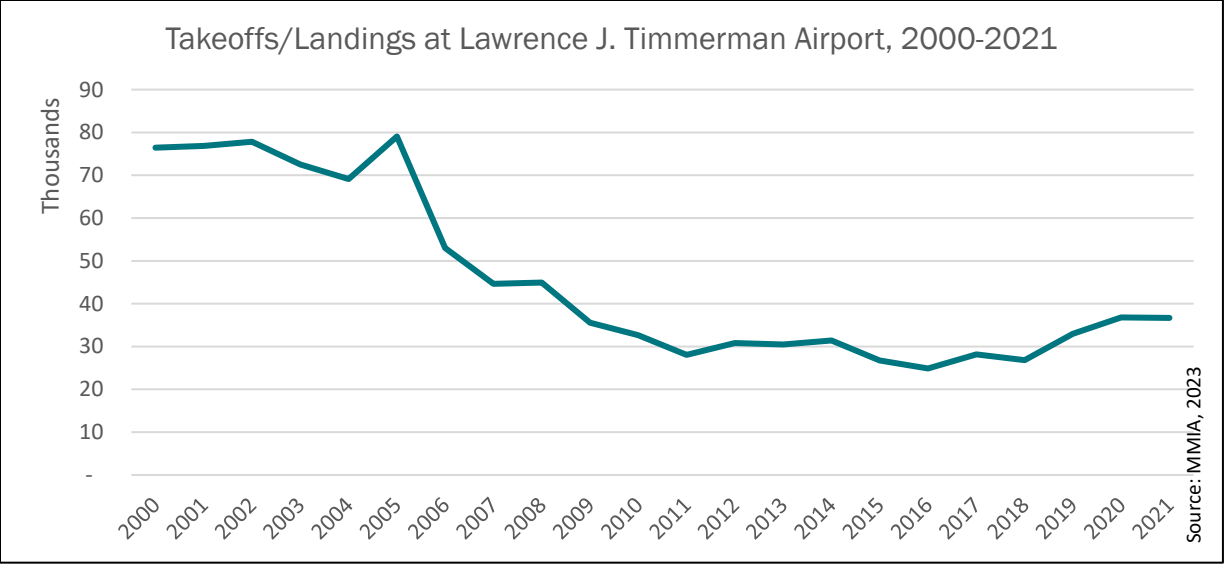
### LAWRENCE J. TIMMERMAN AIRPORT (LJT) (AIRPORT CODE MWC)

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 increase by \$52,307 from \$436,913 in the 2022 Adopted Budget to \$489,220 in the 2023 Recommended Budget.





**509 – 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 has been a separate division since 2019. The separation allows MCDOT to better monitor the Transportation Services’ budget and performance.

The 2023 Recommended Budget increases total budgeted expenditures by \$21,860 from \$2,159,910 to \$2,181,770.

**510 – 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 2023 Recommended Budget increases the operating budget of this division by \$2,259,907, from a budgeted \$24,132,143 in 2022 to \$26,392,050. The capital outlay remains budgeted at \$373,361, as it has since the 2021 Recommended Budget.

In the 2023 Recommended Budget, 7.44 highway maintenance worker 3 positions are left unfunded.

## 530 – 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 NAFA Fleet Management organization.

The 2023 Recommended Budget increases the budget by \$1,557,448 to \$19,590,261, from \$18,033,173 for an increase in the amortized debt service reflecting the bond rather than vehicle life.

## 560 – TRANSIT/PARATRANSIT SYSTEM

For 2023:

- Severe cuts to MCTS will be required in 2025 under current trends, barring substantial increases in ridership, operating assistance, and/or local funding
- Funding for the freeway flyers is eliminated
- Routes 34, 52, 88, and 92 have reduced service by one bus each, reducing frequency (increasing wait times) by approximately eight minutes
- MCTS intends to initiate its new East-West Bus Rapid Transit (BRT) line, deploy its new battery-electric buses, and implement the new WisGO fare collection system by June 2023
- The fare structure is revised to be simpler and cash fares decline by 25¢, with a corresponding elimination of cash transfers
- Paratransit taxi service will be eliminated when its contract expires on May 31, 2023

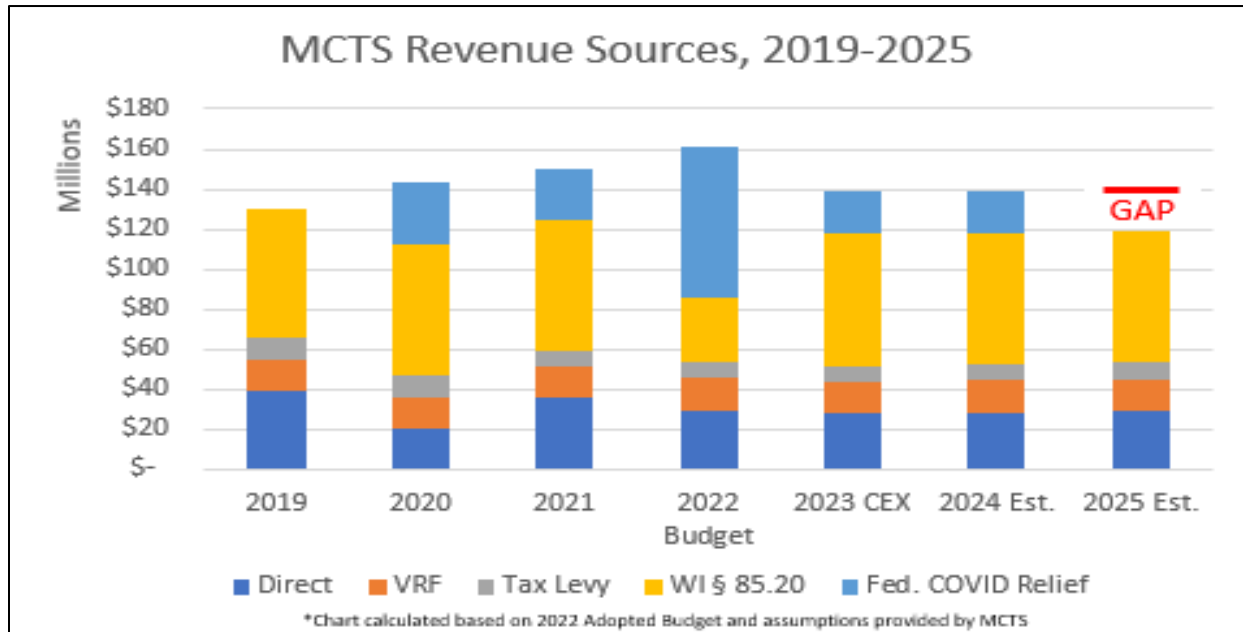
## GENERAL

In the 2023 Recommended Budget, continuity of service with some reductions is maintained with one-time federal COVID relief funds due to be spent by 2024. \$23 million of the one-time funds are budgeted in 2023 and \$18 million in 2024. MCTS may have a gap of approximately \$20 million in 2025 assuming all other revenue sources remain stable.

The 2023 Recommended Budget reduces MCTS' budget by \$4,172,346, even while increasing the tax levy to MCTS by \$514,818. It assumes flat vehicle registration fee revenue and an approximate \$1.7 million decline in direct revenue. The lower direct revenue accounts for elimination of contracted routes with Waukesha and Ozaukee Counties, elimination of the Ozaukee Freeway Flyer, and elimination of Waukesha County contracting with MCTS to drive the GoldLine into Waukesha County. The GoldLine will be replaced with the East-West Bus Rapid Transit's inauguration.

The MCTS budget achieves lower expenditures by eliminating the freeway flyer service, eliminating paratransit taxi service, and removing a bus from the low-frequency routes 34, 52, 88, and 92, further reducing frequency by approximately 8 minutes. MCTS also reduces costs by leaving two vacant supervisor positions unfilled. Funds from the OPEB Trust (pre-funded Obligations for Postemployment Benefits other than pensions) help fund retiree medical insurance.

The stated intent for service reductions is to reduce the shock which will occur if and when dramatic reductions occur in 2025 when federal COVID dollars are entirely spent. Since 2020, federal COVID dollars have maintained the system within its current budgetary footprint.



**Past & Projected Federal COVID Relief Appropriations for MCTS**

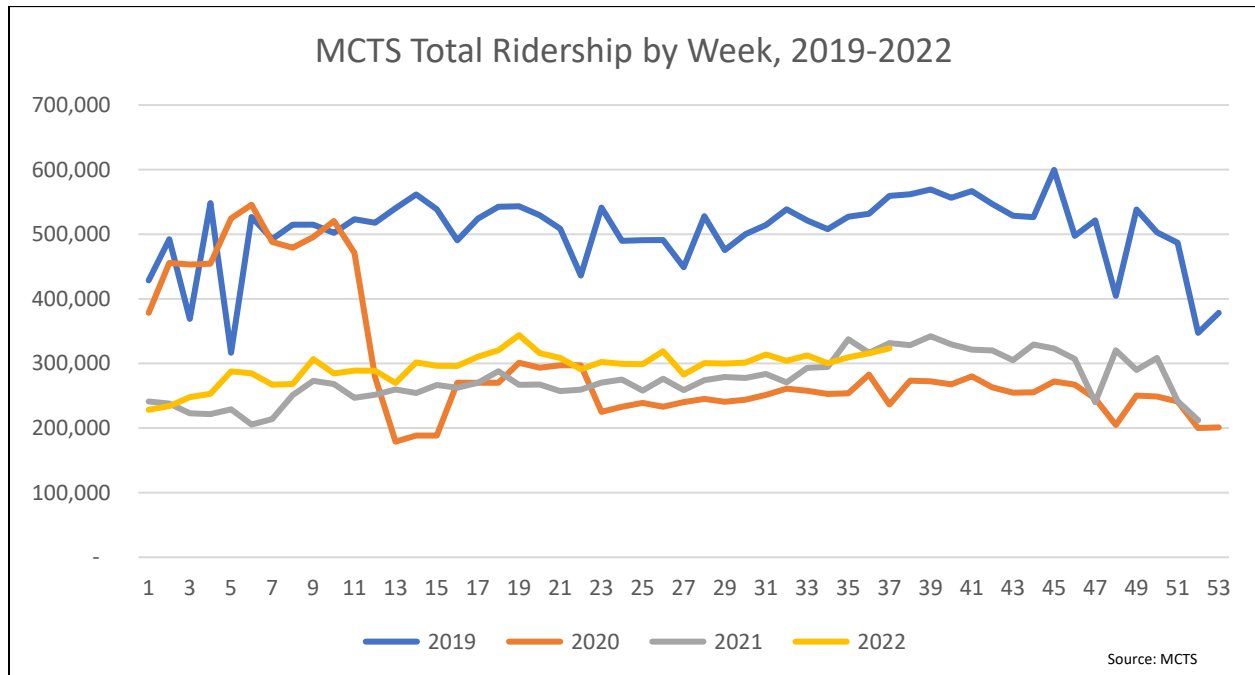
Fund Use	2020	2021	2022	2023	2024	2025
Transit Operations	\$31.5 million	\$23.4 million	\$74.8 million	\$23 million	\$18 million	\$0
Long Range Transit Plan <sup>^</sup>	-	\$1.2 million	-	-	-	-
North-South Transit Enhancement Project (Capital)	-	-	\$20 million	-	-	-
Couture BEB Charger <sup>**</sup> (Capital)	-	-	\$1 million	-	-	-
<b>Annual Total</b>	<b>\$31.5 million</b>	<b>\$26 million</b>	<b>\$95.8 million</b>	<b>\$23 million</b>	<b>\$18 million</b>	<b>\$0</b>
Federal Appropriations to Milwaukee County: \$191.4 million						
Gubernatorial Grant to Milwaukee County: \$19.7 million*						
Source: MCDOT & MCTS						

\*Includes \$13.4 million of \$19.7 million of ARPA funds appropriated from the Wisconsin Governor with the remaining \$6.36 million used for the 2022 local match of bus replacement purchases

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

<sup>^</sup>See Org. Unit 5800 – MCDOT Director’s Office

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



## LOCAL REVENUES AND STATE OPERATING ASSISTANCE

MCTS' operating budget is derived from local and intergovernmental revenues. Locally, MCTS gains direct revenue from fares and advertising, but also from County property tax levy and vehicle registration fee (VRF) dollars. Lastly, under [Wis. Stat. § 85.20](#), the Wisconsin Legislature every biennium appropriates operating assistance to transit agencies across Wisconsin. The federal government only provides transit capital assistance to agencies.

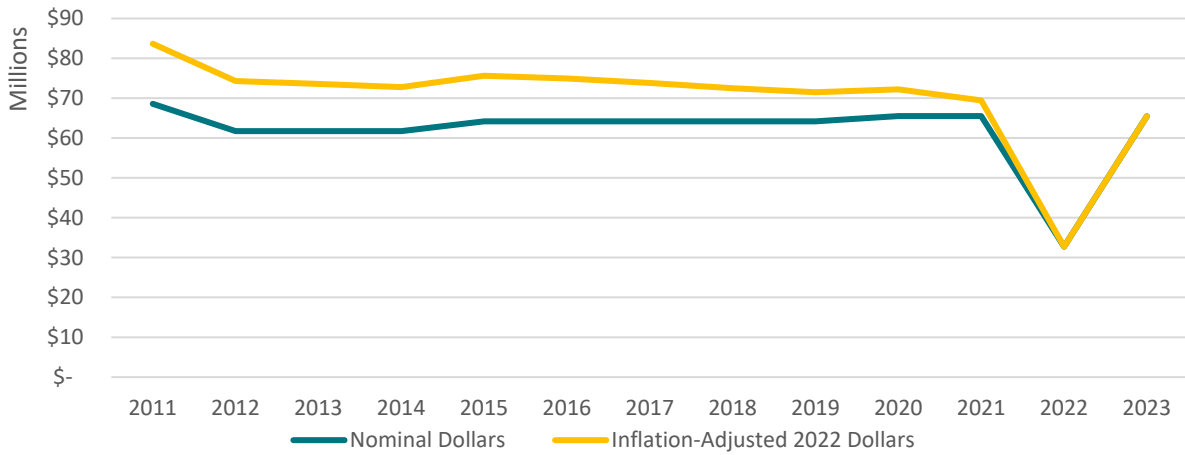
As ridership and subsequently direct revenue has declined for MCTS, the system has had to rely more and more on local and state operating subsidies. However, without a dedicated funding source, MCTS must compete with other County policy objectives.

Exacerbating transit funding challenges, the State of Wisconsin has limited local revenue-generating capacity and simultaneously cut or stagnated operating assistance, as in other areas of the County budget. Under levy limit statutes, the property tax can only increase with net new construction. The VRF is not a reliable funding source as it would only increase substantially with an increase in its rate and/or a significant gain in Milwaukee County vehicle registrations.

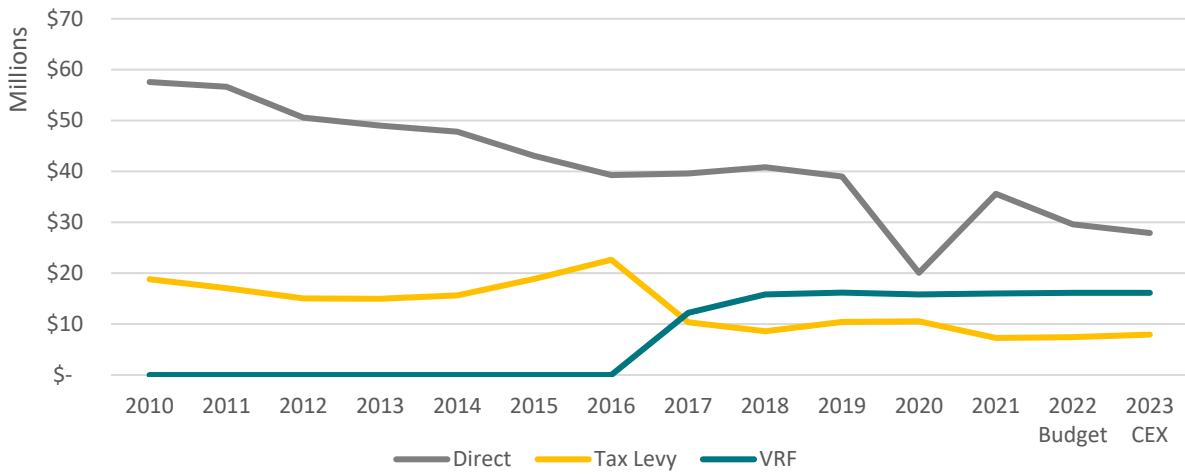
In recent years, primarily federal COVID relief dollars, and small increases in property tax levy subsidy, have forestalled further cuts as ridership and State operating assistance has declined.

Federal COVID relief dollars may have maintained present service a little longer. However, during deliberations in for the 2021-2023 Wisconsin Biennial Budget, [a majority \(see page 7\)](#) of the [Legislative Joint Committee on Finance](#), including a Milwaukee County state representative, for 2022 reduced by 50 percent the transit operating assistance solely for the Milwaukee County Transit and Madison Metro systems due to their receipt of federal COVID relief. This was despite every other Wisconsin transit agency also receiving COVID relief dollars ([File No. 21-515](#)). The full Legislature subsequently approved the reduction 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.

Wisconsin § 85.20 Operating Assistance to MCTS, Nominal vs. 2022 Real Dollars, 2011-2023

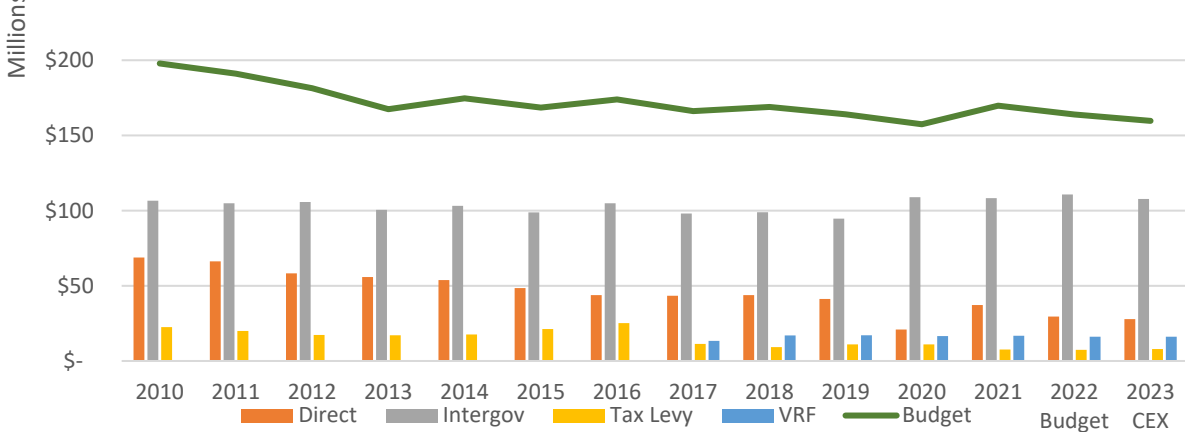


MCTS Local Operating Revenues, 2010-2023



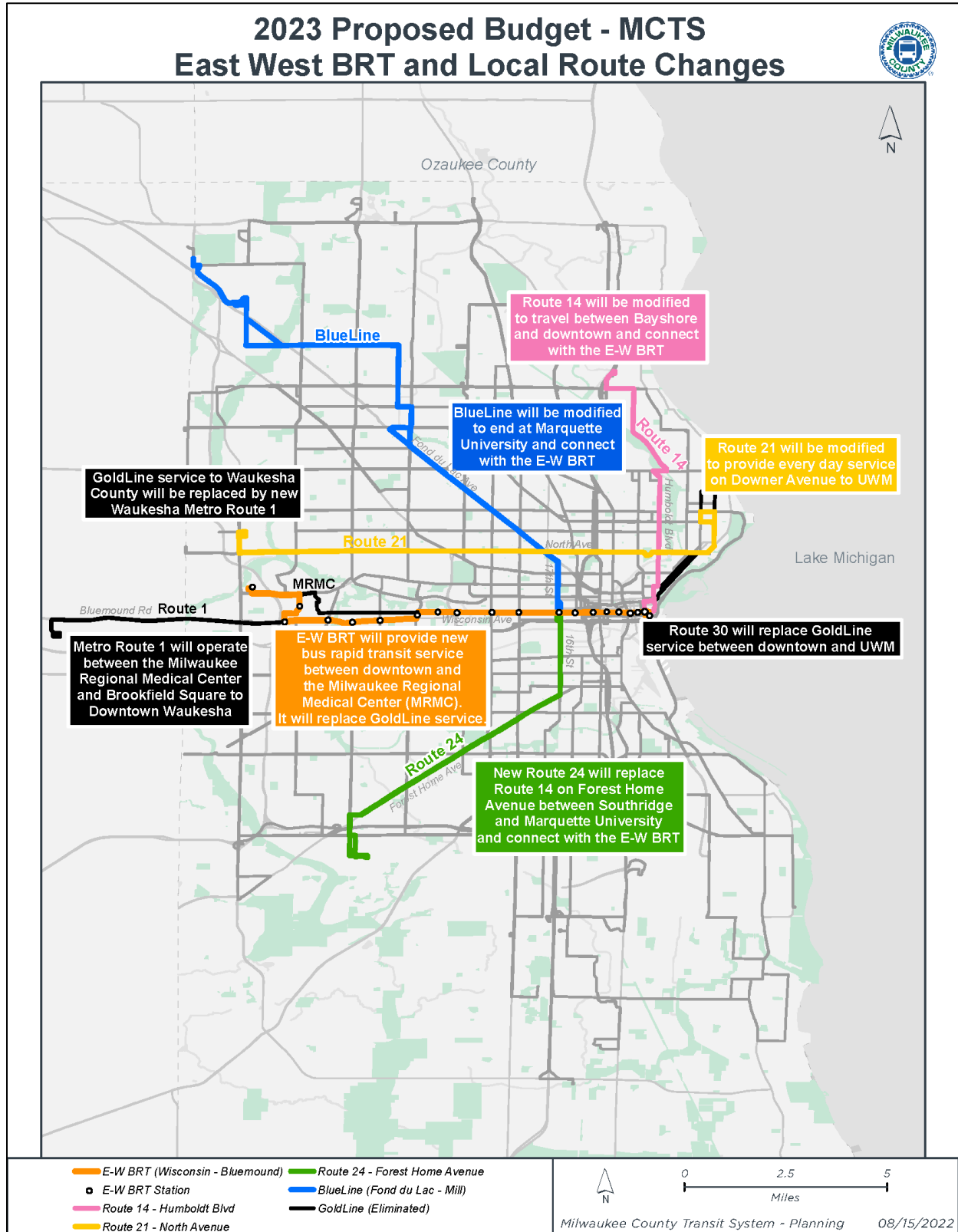
Source: 2012-2023 County Budgets

MCTS Revenues by Type in 2021 Dollars, 2010-2023



Source: 2012-2023 County Budgets

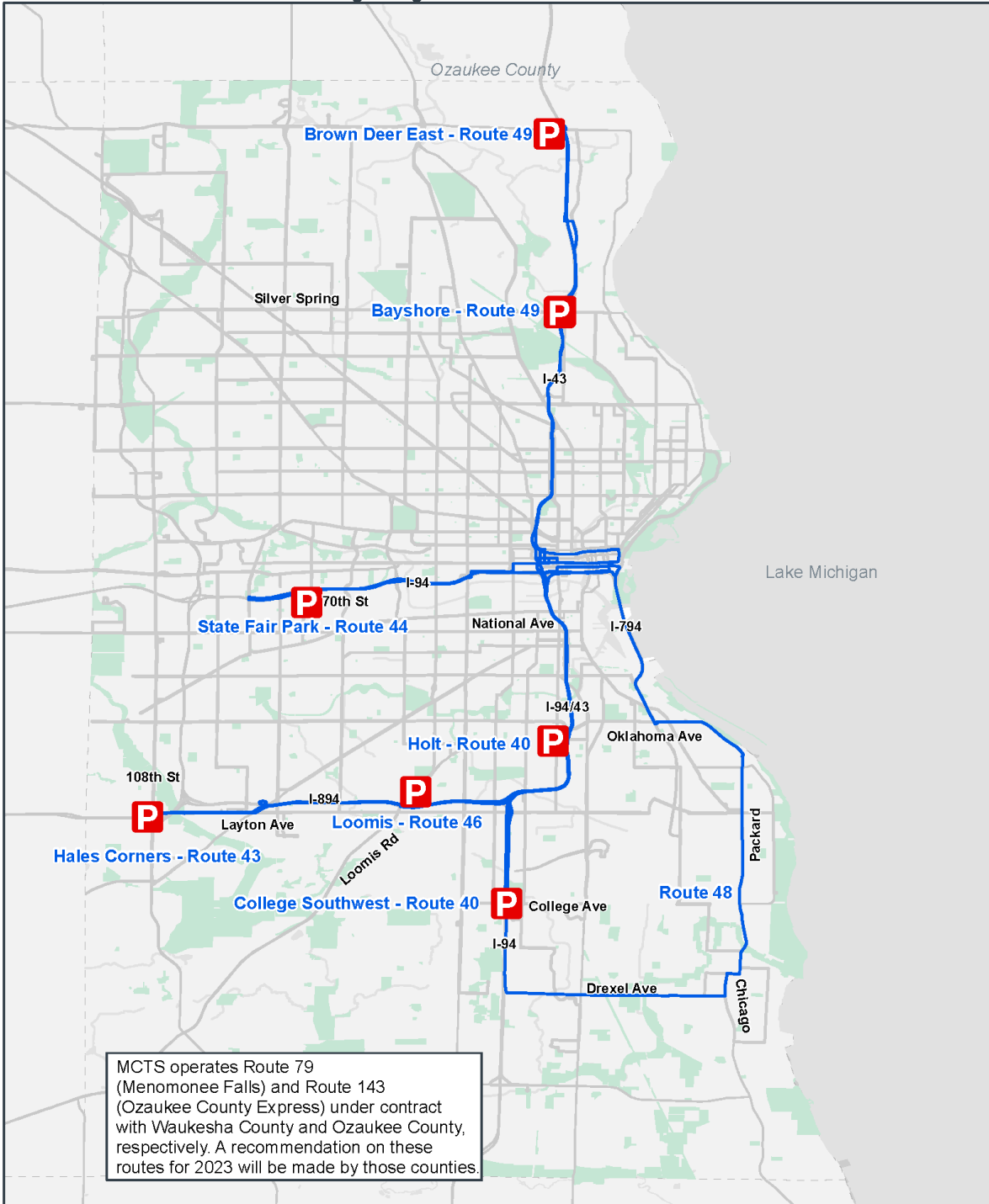
**2023 MODIFIED ROUTES: BLUELINE, GOLDLINE REPLACED BY EAST-WEST BRT, 14, 21**





**2023 ELIMINATED ROUTES: (FREEWAY FLYERS) 40, 43, 44, 46, 48, 49**

**2023 Proposed Budget - MCTS  
Freeway Flyer Route Eliminations**



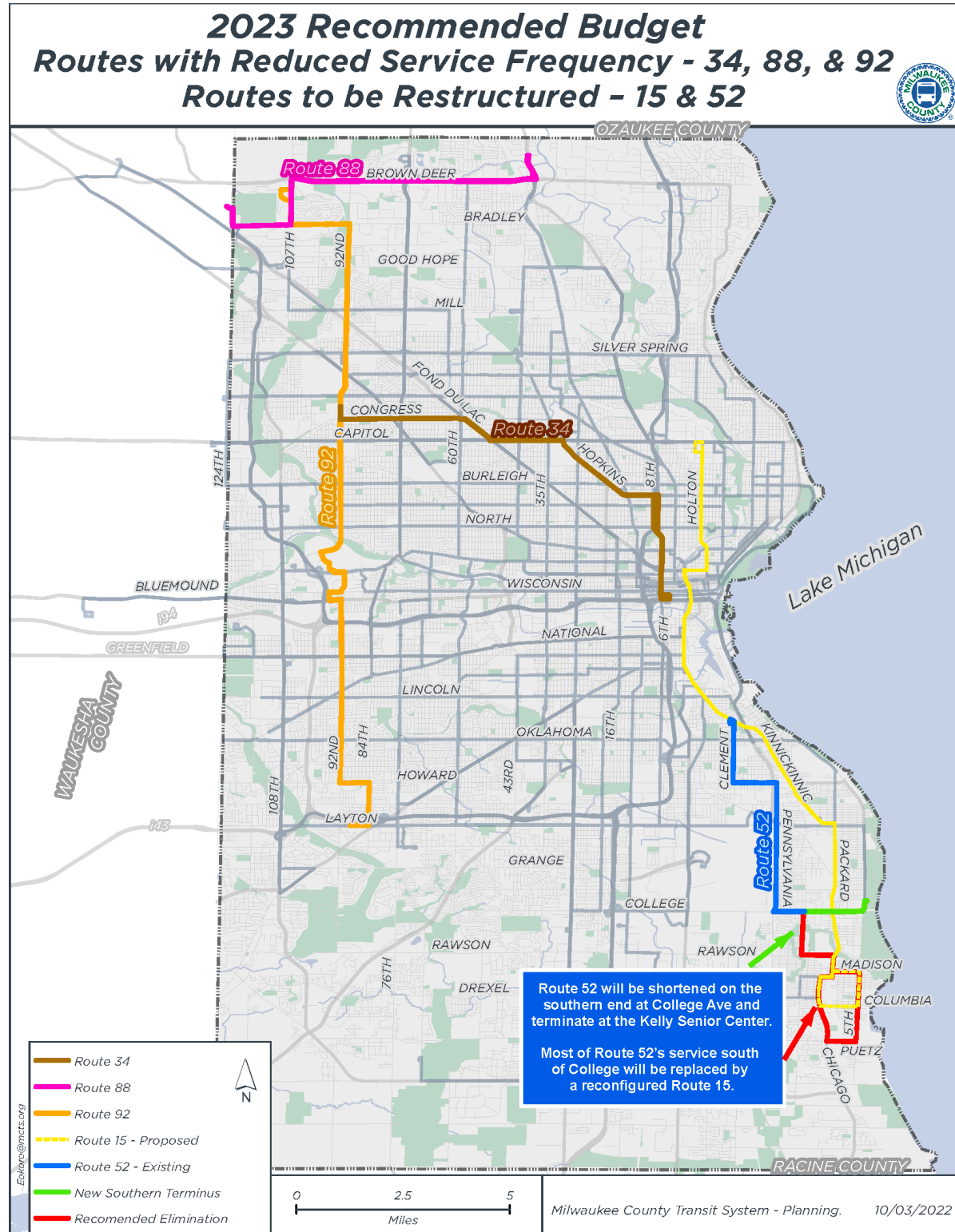
**P** Park & Ride Lots  
 — Flyer Eliminations



Milwaukee County Transit System - Planning 08/15/2022

**SERVICE REDUCTIONS: 34, 52, 88, 92; ROUTE RESTRUCTURING: 15, 52**

Routes with service reductions will each have one fewer bus, decreasing frequency and thereby extending wait times by approximately eight minutes. Route 52 will be shortened in length and Route 15 will be modified to incorporate most of the shortened segment of Route 52.



Estimated Costs-to-Continue 2022 Service in 2023	
Route	2023 Cost
34	\$341,878
52	\$472,427
88	\$330,052
92	\$538,313
40 (Flyer Route)	\$188,487
43 (Flyer Route)	\$265,416
44 (Flyer Route)	\$215,359
46 (Flyer Route)	\$197,481
48 (Flyer Route)	\$282,744
49 (Flyer Route)	\$273,668
<b>TOTAL</b>	<b>\$1,423,155</b>

## THE WISGO FARE COLLECTION SYSTEM AND CHANGES TO FARE STRUCTURE

MCTS collaboration with Cubic/UMO has yielded upgrades including new on-bus validators, smartcards, ticket vending machines, and an integrated mobile application. The app integrates with Waukesha Metro and can further integrate with other Wisconsin transit agencies. UMO incorporates educational and employer Commuter Value Passes and the app further allows users to plan trips, integrate with transportation-network companies, and Bublr.

In lieu of riders buying passes, UMO provides a “best price” based on ridership frequency. Eliminating manually-loaded transfers for riders paying with cash, will speed boarding times and encourage more electronic fare adoption. As cash riders are more commonly low income or minorities, it was determined to possibly have a disparate impact and therefore the \$2.25 fare was reduced to \$2.

MCTS reported it did not analyze charging digital users \$2.25 rather than \$2 as it would have placed digital fares at same rate as cash fares, and MCTS wishes to continue incentivizing against cash for ease of administration and loss prevention.

## STRUCTURAL CHALLENGES TO MCTS’ FINANCES AND RIDERSHIP (see also [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 requirements<sup>6</sup>) 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*

<sup>6</sup> Examples include: separating land uses, banning mixed-use properties, minimum lot sizes, maximum density rules, minimum parking standards, minimum setback requirements, and more

*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 storage of private property in high-demand public roadways,<sup>7</sup> and whether the interstate system (File Nos. [21-378](#) & [21-758](#)) and the County's network of county trunk highways should be [widened](#), even while wider roads in urban areas do not solve traffic congestion in the long term due to the phenomenon of [induced demand](#). Furthermore, adding more automobile infrastructure to the County's portfolio adds more depreciating assets which also require maintenance, at the expense of property tax base. Land devoted to cars as a public right-of-way cannot be used for more productive commercial, industrial, or residential uses and is not taxed. Further construction of depreciating assets and erosion of County property tax base amid the County being in a fiscally constrained condition belies other tools and policies which may actually mitigate urban congestion are available.<sup>8</sup>

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)<sup>9</sup> 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 the [North-South Transit Enhancement on 27th Street](#) may work toward reversing the negative ridership trend. Prior to COVID-19, similar programs in other cities had shown positive results.

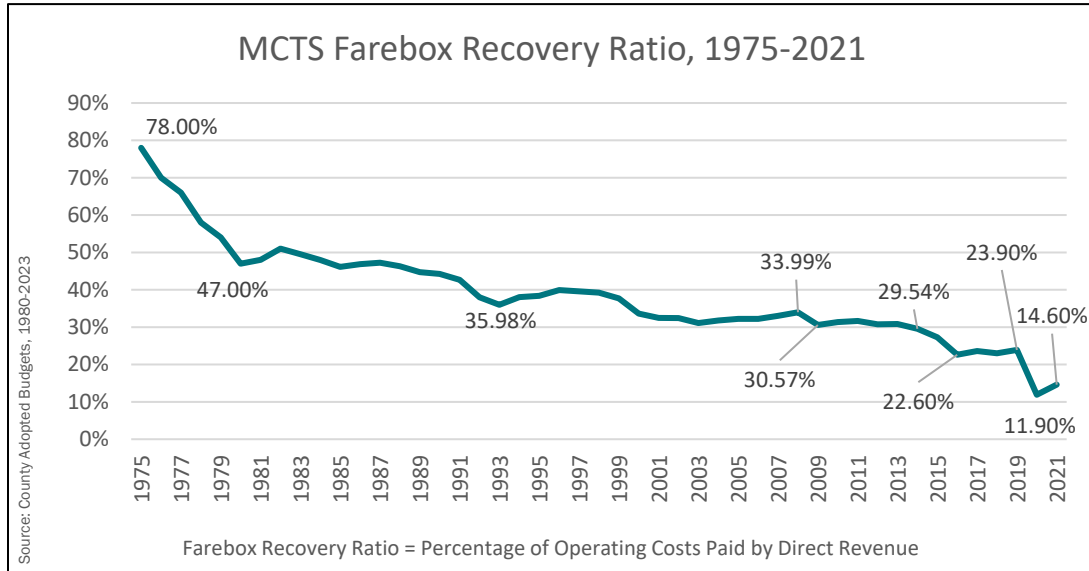
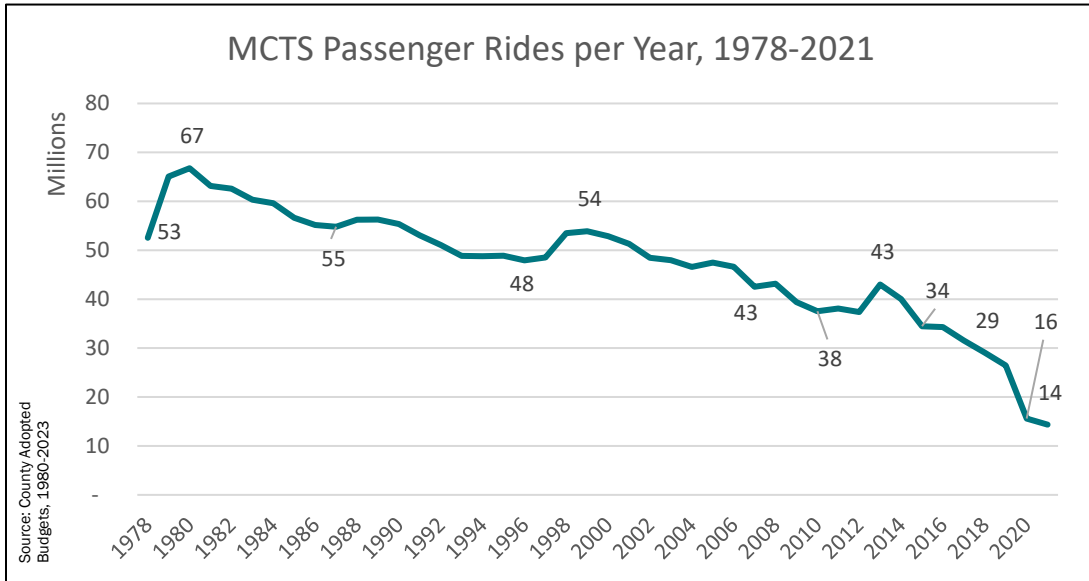
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<sup>7</sup> See: Donald Shoup, [The High Cost of Free Parking](#) 3<sup>rd</sup> Ed. (New York: Routledge, 2019)

<sup>8</sup> See: Charles L. Marohn Jr., PE, [Confessions of a Recovering Engineer: Transportation for a Strong Town](#) (Hoboken, NJ: Wiley, 2021)

<sup>9</sup> Uber and Lyft are the two most prominent TNCs in the United States

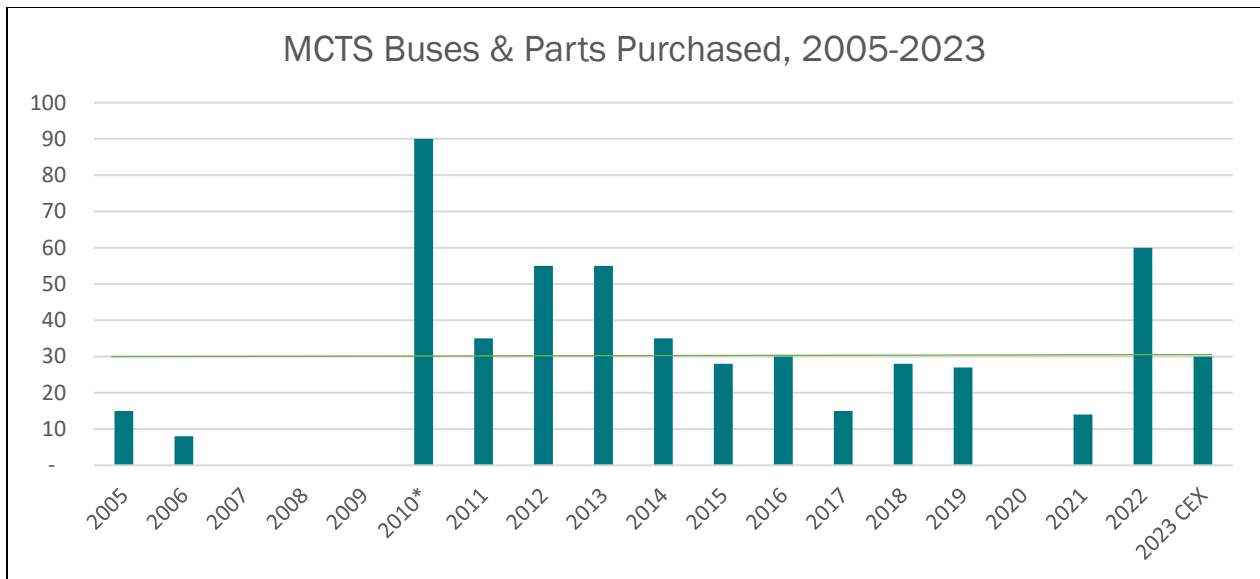
At the macrolevel, perhaps the greatest structural factors in improving transit ridership would be land use and transportation decisions which do not subsidize and prioritize automobile usage, such as maintaining lower housing density and widening roads and highways to accommodate highly speculative traffic projections. To promote transit among other things, the best available information suggests local governments must promote density in land use decisions and in transportation, emphasize moving people rather than cars, done via transit, pedestrian walkability, and cyclists.



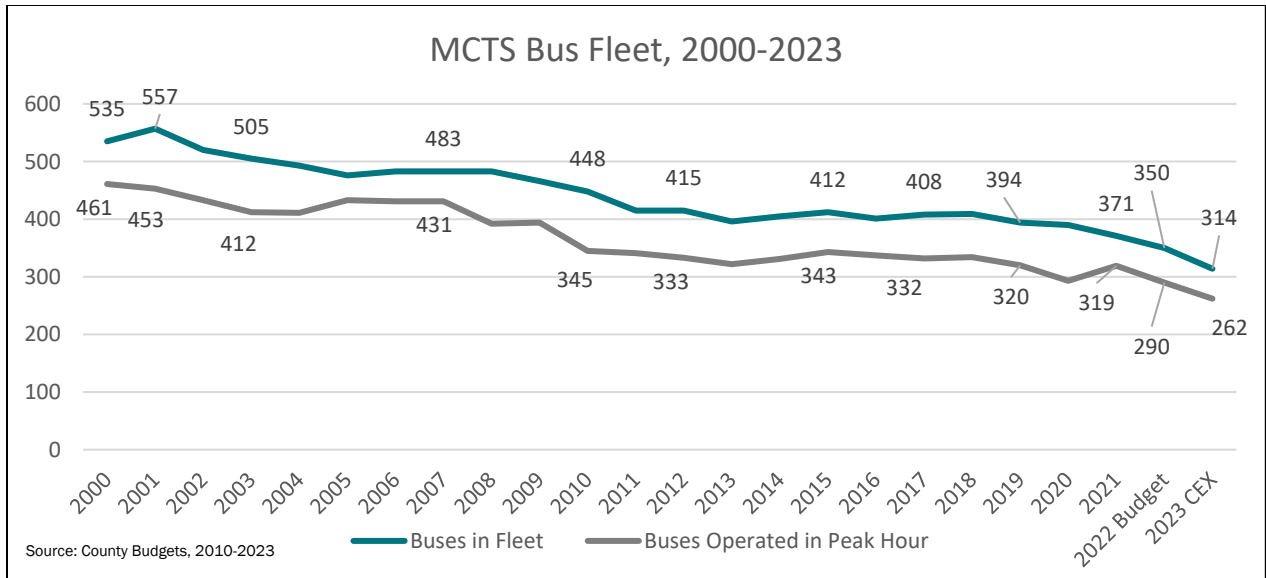
## BUS REPLACEMENT AND FLEET SIZE

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. While buses can be operated beyond the FTA definition of full depreciation, they are more prone to breakdowns and service interruptions, increasing the cost to maintain the bus fleet. To keep the number of depreciated buses manageable, the County must continually purchase at least 30 buses per year through 2027 at minimum, even with a reducing fleet.

As Milwaukee County is increasingly able to afford less bus service, and fewer people ride, the need for more buses also decreases. The graph below shows how the fleet has shrunk over time. The fleet in 2022 is budgeted to decline to 350 buses from 371, and down to 314 in 2023. A smaller fleet reduces MCTS' capacity to provide special service to events like the Wisconsin State Fair and Summerfest.



*The green line indicates MCTS' intended annual bus replacement goal*



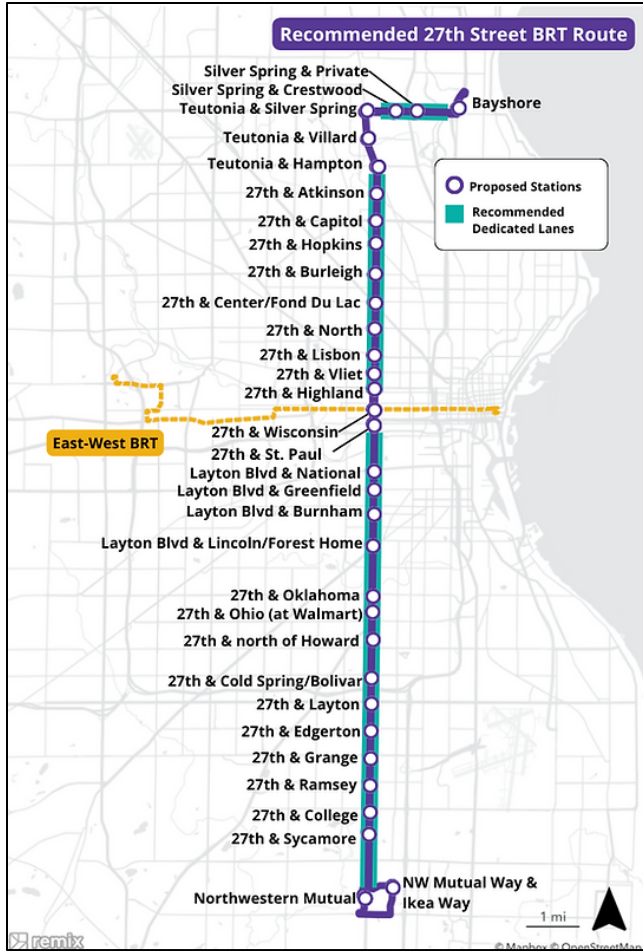
## MAJOR INITIATIVE: NORTH-SOUTH TRANSIT ENHANCEMENT STUDY

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 27<sup>th</sup> Street, a busy transportation corridor, in the north and south of the County. SEWRPC has reached out to local stakeholders while conducting its feasibility study. The study was due for completion with a locally preferred alternative by the end of 2021 but was not released until September 16, 2022. As of this writing it has not yet been presented to the County Board. However, a preliminary recommendation was given in July. The locally preferred alternative has termini at Bayshore Mall in the north and Northwestern Mutual’s Franklin campus in the south. (File Nos. [20-897](#), [21-273](#), [21-927](#), and [22-834](#))



Capital Project WT15301 – North-South Transit Enhancement Study, in the 2022 Adopted Capital Budget, appropriated \$20 million for engineering, design, and environmental review of the locally preferred alternative.

Summary of Milwaukee North-South Transit Enhancement Locally Preferred Alternative	
<b>Mode</b>	Bus Rapid Transit
<b>Locally Preferred Alternative</b>	North Option 2 (Bayshore Terminus), South Option A (Northwestern Mutual Franklin Campus Terminus)
<b>Municipalities</b>	Franklin, Glendale, Milwaukee
<b>Recommended Percent Dedicated Lanes</b>	80 percent
<b>Recommended Number of Station Locations</b>	33 locations spaced .25 mile to 1 mile apart
<b>Capital Cost (80% Federal Share+20% Local Share)</b>	~\$148 million (\$118.4m Federal + \$29.6m County)
<b>Annual Maintenance Cost</b>	~\$11.5 million



SEWRPC actively sought public feedback on its dedicated North-South transit enhancement [webpage](#) until October 2, 2022. An update for the County Board on the North-South Transit Enhancement may be forthcoming by December 2022 or January 2023.

### 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.

In 2022, the Board of Supervisors approved the resolution in [File No. 22-686](#) which permitted bus service modifications which adjusted service to meet rider demand, removed inefficient route segments, and facilitated locales where drivers can find restroom facilities on layover.

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](#).<sup>10</sup>

## BENEFITS OF REDESIGNING ROUTES

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

### What is High Frequency?

High frequency buses arrive every 15 minutes (or better)

<sup>10</sup> "Bus Stop Balancing," <<https://vimeo.com/240382367>>.



## MAJOR INITIATIVE: MCTS' EAST-WEST BUS RAPID TRANSIT AND BATTERY-ELECTRIC BUSES

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.

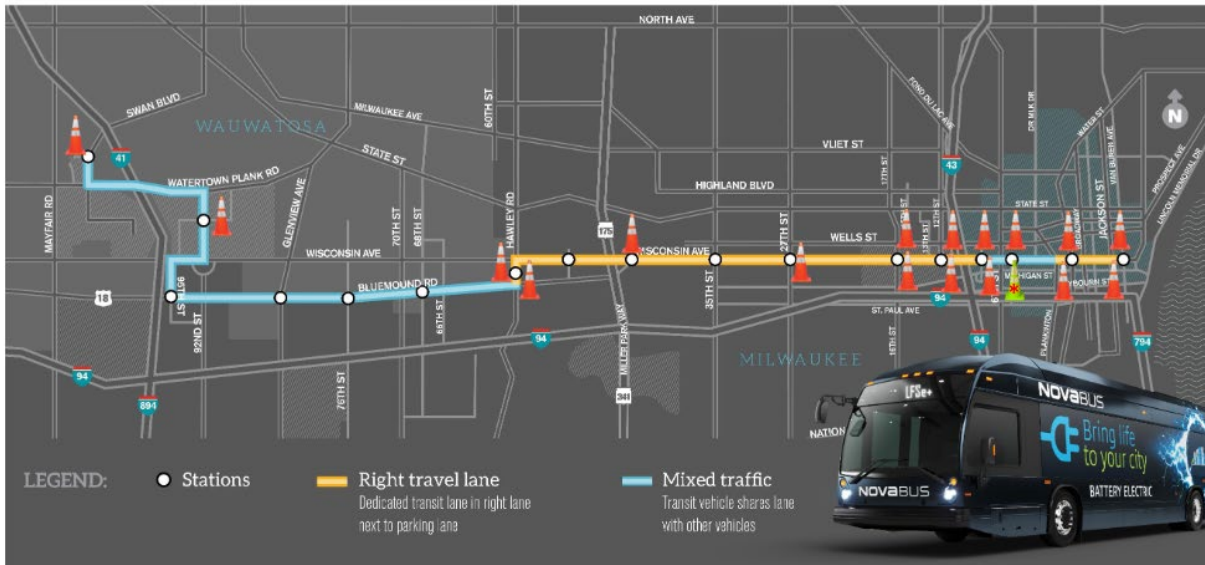
The East-West BRT follows principals of MCTS Next but will differ where most bus routes will continue to share the roads with other automobiles in what is called "mixed traffic." The BRT on the other hand, will operate in its own "dedicated right-of-way" for about 50 percent of the nine-mile route between 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](#)).

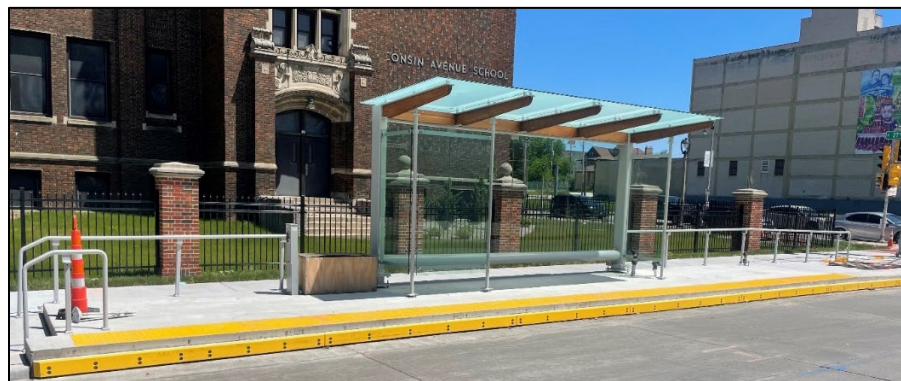
For primary federal funding of 80 percent with a 20 percent local match, MCTS submitted its amended application in September 2018 expecting to receive federal approval by August 2019, but that did not occur until May 2020. The delay may have been due to what the federal Government Accountability Office (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 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, is ongoing primarily in and near downtown. Revenue service was originally scheduled to begin in Fall 2022 but the County's order of battery-electric buses was delayed due to supply chain issues and is now due to begin in 2023. An update on the East-West BRT project's progress is anticipated for January 2023 (File Nos. [21-780](#), [21-931](#), [22-376](#) & [22-596](#)).

# Advancements in the East-West Corridor



Actual photo of the westbound station located on West Wisconsin Avenue at 27th Street from 2022 (MCTS).



## PARATRANSIT

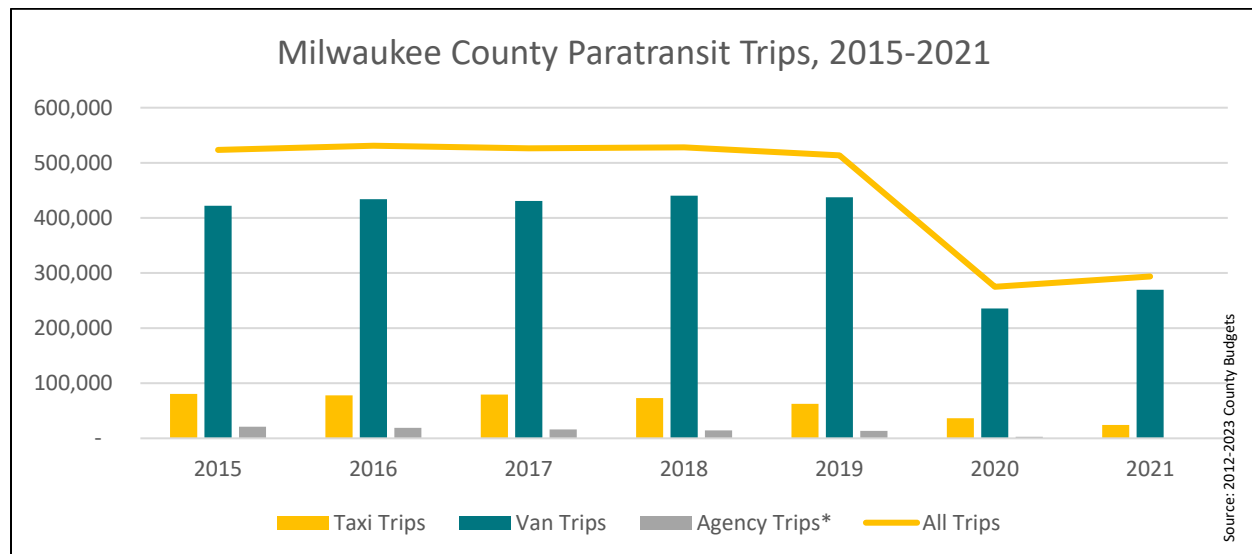
MCTS contracts with outside providers for the Transit Plus paratransit program for those who are Americans with Disabilities Act paratransit eligible. COVID-19 has decreased demand for paratransit service but reported increased costs per ride due to social distancing requirements. In 2021 and 2022 MCTS 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 2023, MCTS' paratransit taxi service is eliminated upon termination of its contract on May 31, 2023. Paratransit van service will continue uninterrupted. The projected annualized savings for 2023 is \$275,000. However, prior to the pandemic, the service could cost approximately \$800,000 per year.

MCTS' decision to eliminate taxi service stemmed from their determination of it being a costly, duplicative, and non-mandated service. Furthermore, MCTS reports the Federal Transit Administration has issued requirements dramatically increasing the cost of taxi service: handicap accessible taxis, and drug and alcohol testing for taxi drivers. The cost of such requirements was estimated to increase the cost from around \$14 per ride to more than \$30 per ride.

In 2023, the paratransit budget increases by \$107,938 to \$17,334,950. The 2023 Recommended Budget assumes higher revenues by around \$2.27 million and correspondingly its tax levy subsidy declines by around \$2.16 million



## 580 – 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 office’s budget in 2023 increases by \$30,625 from \$409,359 to \$439,984.

### ***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 Milwaukee Urbanized Area local governments, and the private sector, to strategize and identify transportation opportunities. The plan may also have to consider how to address the impending 2025 transit revenue shortage barring no significant changes to current trends.

The position the County Board authorized in [File No. 21-602](#) will be the lead individual for this plan. MCDOT may have an update on this initiative in January or March 2023.

### ***Initiative: Jurisdictional Highway Plan***

In collaboration with SEWRPC, the Director’s Office since 2021 has been 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 AND HUMAN SERVICES FUNCTION

### 630 -- MILWAUKEE COUNTY 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 Behavioral Health Services (BHS) 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 Behavioral Health Services of Milwaukee County, which includes all program and service functions related to mental health.

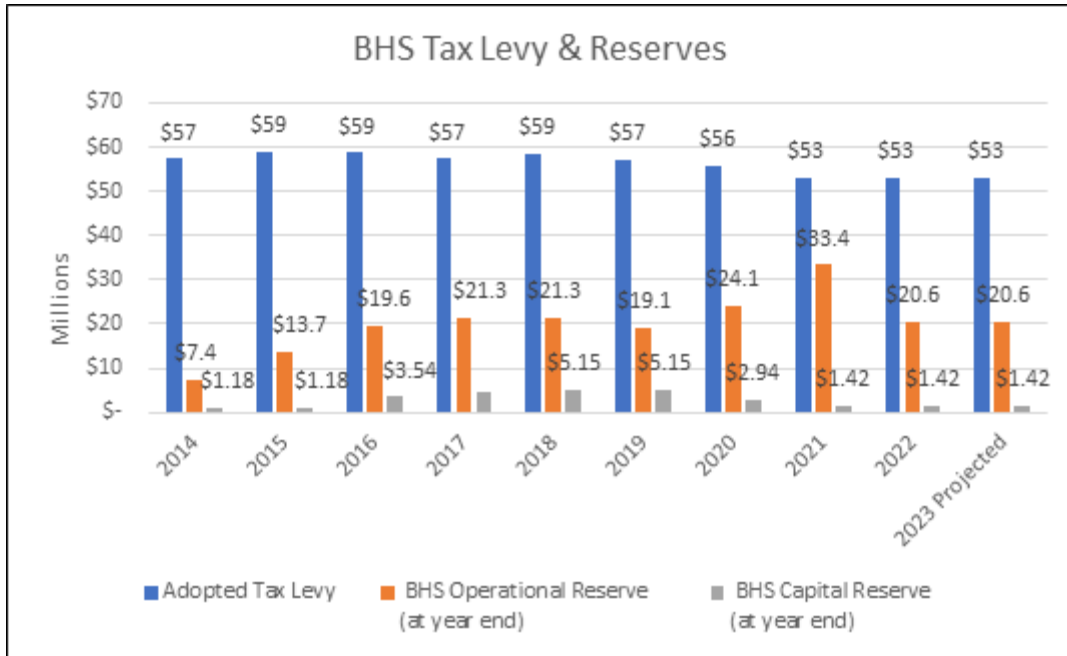
Per State statute, the County Board “shall incorporate into the budget for Milwaukee County” the “tax levy amount as proposed by the County Executive.” State statute mandates that the MHB may not propose a tax levy that is less than \$53 million, nor more than \$65 million. The total tax levy for 2023 is \$53,00,000 the same funding level as the 2022 Adopted Budget amount.

#### *Major changes or initiatives include:*

- In 2022, Milwaukee County ceased operations of its inpatient hospital and transitioned to a new service model at Granite Hills hospital. As a result of the closure expenditures, decrease significantly in the Management and Support Services unit. A Healthcare Applications and Training Support Program will be implemented to consolidate and integrate healthcare applications, expand and support demand for healthcare application training, and provide support related to DHHS’ “No Wrong Door” initiative.
- Granite Hills Behavioral Health Hospital opened in late 2022, and 2023 will be the first full operational year for the facility. The 2023 Recommended Budget anticipates an average daily census of 15 at the hospital and a budget of \$5.2 million and \$4.5 million for clients placed at state institute facilities. As a result of the Granite Hills opening, expenditures in the Management and Support Services area decreases significantly.
  - As a result of the Granite Hills opening, the number of FTE decreases by 126.8.
- The Mental Health Emergency Center (MHEC) is located in the 1500 block of North 12<sup>th</sup> street. The MHEC will operate in partnership with Advocate Aurora Health, Ascension Wisconsin, Children’s Wisconsin, and Froedtert Health. As a result, in 2023, the County’s expenditures in this area will decrease by \$13.6 million.
- In 2023, expenditures in the Community Access to Recovery Services (CARS) Division will increase by \$12.0 million to support expanding services and anticipated enrollment increases. As a result, 2.0 FTE Administrative Coordinator staff positions are added, 1.0 FTE Registered Nurse (RN) and 18.5 FTE are transferred from Mental Health Emergency Center and Inpatient Services as these program areas have shifted to community-based services.
- New in 2023, a Peer Specialist Academy will be created to provide ongoing quarterly training and support for up to 100 Peer Specialists per year for \$100,000.
- In 2023, BHS will partner with the Department of Health and Human Services to support a joint initiative for the Lesbian, Gay, Bi-sexual, and Transgender (LGBT) support initiative. BHS will provide \$30,000 in funding.
- Funding is included to provide a shift differential pay for the Mobile Crisis Unit to maintain high staffing levels on nights and weekends.
- Expenditures increase by \$4.9 million for Wraparound Services to support the increased enrollment for Youth Comprehensive Community Services. Interdepartmental revenue in this

area decreases by \$4.6 million due to the ongoing deficit related to youth justice programming. These new funds were critical to the DHHS-DYFS to increase the amount of funds available to pay charges from the state for youth held in State correctional facilities.

The chart below details the adopted levy, operational reserves, and capital reserves for BHS. 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.



## 800 - DEPARTMENT OF HEALTH AND HUMAN SERVICES

In 2020, the Department of Health and Human Services (DHHS) underwent a restructuring to better align with the department's "No Wrong Door" initiative that connects residents to services regardless of demographics, 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), Aging and Disabilities Services (ADS), Housing Services, and Behavioral Health Services (budgeted in org. 6300). To better streamline services, the Department further refined its "No Wrong Door" initiative by developing separate adult and children's systems of care. The adult system of care provides services for aging adults and adults with disabilities. The children's system of care includes youth detention services, youth justice, and children's programming.

The 2023 Recommended Budget increases expenditures by \$22.3 million and revenues by \$18.5 million for a tax levy increase of \$3.8 million. Expenditures for youth justice correctional charges increase by \$7.7 million to pay the State of Wisconsin for youth housed at Copper Lake and Lincoln Hills Schools and the Mendota Juvenile Treatment Center (MJTC). The budgeted average daily population (ADP) for youth housed at these facilities increases from 18 to 35 for next year. The State of Wisconsin charges a daily rate of \$1,178 in effect until June 30, 2023. This daily rate could increase again in the next biennial State budget. Based on the current rate, counties are charged \$430,000 per young person placed at these facilities per year. An additional \$1.7 million is provided to support the operation of the detention center at the Vel R. Phillips Youth and Family Justice Center, which has

experienced high census numbers in 2022 resulting in the need to find alternative placement locations.

In 2021, Milwaukee County received \$183 million in federal funding through the American Rescue Plan Act (ARPA) and from the State of Wisconsin's ARPA allocation. DHHS received ARPA funding to support several initiatives, which are listed on the County's ARPA Task Force [webpage](#). Notable initiatives include the Right to Counsel Program, senior meal expansion, and funding to support a \$3.00 per hour increase in Youth Correctional Officer pay.

Veteran's Services are included in the Director's Office and Management Services. 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, Veteran Services maintains the Needy Veteran's fund that 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.

The 2023 Recommended Budget also increases the number of FTEs by 17.5, which is driven by five current year (2022) creates and 14 new positions for 2023. This would provide 438 FTE positions for DHHS, not including the 303 FTEs budgeted in Behavioral Health Services.

## 2023 STAFFING CHANGES

- Create 2.0 Human Service Worker (offset by administrative funding)
- Create 1.0 Assistant Financial Analyst (offset by administrative funding)
- Create 2.0 Aging and Disability Resource Professionals (ADRC)
- Create 2.0 ADRC Advance Professional
- Abolish 1.0 Human Service Worker
- Abolish 1.0 Resource Center Manager
- Create 1.0 ADS Recreation Services Coordinator
- Create 3.0 Community Intervention Specialists (funding offset by housing revenue budgeted within the division)
- Create 1.0 Grant Accountant (funding offset by housing revenue budgeted within the division)

### ***Children, Youth, and Family Services (CYFS)***

The Children, Youth, and Family Services consists of administration, community-based programming, and youth detention. This area specializes in care for youth and children ages birth to 23 years old. Beginning with the 2022 Budget, CYFS now includes the former Division of Youth and Family Services as well as children's programs within the former Disabilities Services Division. The long-term vision of this unit is to reduce youth recidivism, provide easier access to care, transitional assistance from short-term to long-term needs, earlier care assistance for children and youth with complex needs, and strengthen relationships to meet the needs of the whole family.

### ***Youth Justice Reform***

Since the passage of [2017 Wisconsin Act 185](#) authorizing the closure of Lincoln Hills and Copper Lake Schools, DHHS has been working to develop a plan to transition youth from these facilities closer to their community in Milwaukee County. In early 2020, CYFS was awarded \$15.2 million of a requested \$23.6 million to build and construct a Secured Residential Care Center for Children and Youth (SRCCCY). Due to insufficient funding and uncertainty around the State's Type 1 facility planning, the County Executive and DHHS elected to defer acceptance. In July 2022, DHHS leaders met with the Department of Corrections (DOC) to discuss Milwaukee County's position and advocate for additional funding for the SRCCCY. On August 16, 2022, the State of Wisconsin Joint Finance Committee voted unanimously to reallocate \$13.1 million from Dane and Brown Counties to Milwaukee County based on recommendations from the DOC. The grant award still requires approval by the State Building

Commission, which is scheduled to meet sometime in December 2022. The total estimated capital budget for the SRCCY is about \$30 million, of which \$15.2 million was previously approved and \$13.1 million is pending approval by the State Building Commission for a total of \$28.3 million in State grant funding. The remaining \$1.6 million is already available in the existing capital project WS0124 – Secure Youth Facility – Phase 1. The proposal includes a 32-bed buildout, an increase of eight beds, and four beds exclusively for girls. In addition, two existing Milwaukee County Accountability Program pods (MCAP) at Vel R. Philips Youth and Family Justice Center will be renovated to include educational classrooms, mental, health, and dental care enhancements in the main building, including space for ill youths, recreation space, and a visitation and welcome center.

Placements at Lincoln Hills and Copper Lakes School have been trending upwards with an ADP of 35 youth, reflecting an increase of 18 youth compared to the 2022 Adopted Budget. To combat the increased cost associated with the increased number of placements at Lincoln Hills and Copper Lakes schools, the department has reduced and eliminated contracts totaling \$1.9 million. The impact of the eliminated and reduced contracts results in a reduction in the number of youth that can be served in community-based programs. The following contracts listed below have been reduced or eliminated.

Contract	Cost
Targeted Monitoring	(\$466,655)
Education Treatment Program	(\$366,800)
Restorative Justice **	(\$300,000)
Participatory Budgeting **	(\$200,000)
Intensive Monitoring Program (aftercare)	(\$136,290)
Prevention and Aftercare **	(\$195,000)
Alternative Sanctions	(\$147,000)
Youth Employment	(\$150,000)
<b>Total</b>	<b>(\$1,961,745)</b>

*\*\*contracts eliminated*

Additionally, the Department will cease operation of the Bakari Residential Care Center contracted through Wisconsin Community Services (WCS) effective December 31, 2022. Due to the significant increase in costs associated with youth placements at Lincoln Hills and Copper Lakes School, funding is no longer available to support the program. As a result of this, the Department is able to realize \$2 million in savings. The department will work with WCS to determine if they are interested in taking over operational support of the program, and the County will provide referrals to the program. If the program is no longer operational, youth nearing completion of the program will transition home, and the Courts will order those youth in need of additional out-of-home placement.

The Youth Aids revenue allocation for 2023 has decreased by \$603,926. The Youth Aids formula is complex but considers metrics such as the number of youth placed in youth corrections compared to the state-wide total over three years. Although Milwaukee County’s census of youth sentenced to Lincoln Hills and Copper Lakes has increased over the past year, the County’s proportion of placements, which had been steadily declining over the past three years, factored into the estimated 2023 contract resulting in a reduction of \$600,000 in Youth Aids revenue.

Placements in youth detention at Vel R. Philips Youth and Family Justice Center have also increased compared to 2022. Since September 2021, the census has been gradually increasing, averaging 131 youth during the first six months of 2022 compared to 89 over the last ten years. As a result of the increased census, an additional \$257,000 is allocated for food and medical care and an additional \$1.5 million for additional support services. Other support services include additional slots for in-home monitoring and supervision services, additional post dispositional programming, contracted shelter



space for up to five girls and 15 boys, and contracted services with Racine County to be implemented as a last resort to manage the census.

Funding of \$1.7 million is included to expand the Cream City Credible Messengers program, and this amount is an increase of \$500,000 compared to 2022. A portion of the funding is being provided through a three-year Office of Juvenile Justice and Delinquency Prevention (OJJDP) grant. The Credible Messengers Program provides critical support for youth transitioning from Lincoln Hills and Copper



Lake Schools, such as mentoring, emotional support, community engagement, and violence mediation. In addition, the MCAP is being redesigned as the Champions Make Change (CMC) Program, which operates according to the following five pillars:

### CHILDREN’S LONG-TERM SUPPORT (CLTS)

The Children’s Long-Term Support (CLTS) program is catered to children and youth ages birth to age 23 who are eligible for Medicaid in need of care that is typically provided in an institutional setting. Enrollment in the CLTS program is anticipated to increase to 2,900 in 2023, representing a 45 percent increase in the number of kids receiving services. The State of Wisconsin estimates that 12,000 to 14,000 children in Milwaukee County are potentially eligible for the Medicaid funded program. Due to the increased enrollment of children and youth in the program, three additional positions have been created: one Human Service Worker, one Disabilities Coordinator, and one Financial Analyst position. Additionally, the Recommended Budget reflects additional service expenses offset by revenue of \$20 million for a total budget of \$32.4 million.

### AGING AND DISABILITIES SERVICES (ADS)

This area includes the Aging and Disability Resource Center (ADRC), Adult Protective Services (APS), senior nutrition, senior centers, Area on Aging Agency programs, Office for Persons with Disabilities, the General Assistance Burials Program, and the Interim Disability Assistance Program (IDAP). Collaboratively, this unit simplifies access to care for adults, provides better care coordination between DHHS and other providers, and advocates for finding solutions for those individuals.

In 2021, the Aging Resource Center merged with the Disabilities Resource Center to form the new Aging and Disability Resource Center (ADRC). The ADRC connects individuals to community services to help them live independently in the community. Services include benefits counseling, long-term care entitlement benefits eligibility and enrollment, social security disability insurance, Medicaid, and Foodshare. Calls to the ADRC continue to increase, and additional support is needed. Therefore, mid-year, in 2022, an Information and Assistance position ([File No. 22-408](#)) was created, and in 2023, two new ADRC professional positions will be added.

The APS is responsible for providing an “Adult-At-Risk” program that investigates allegations of abuse, neglect and self-neglect, and financial exploitation for all Milwaukee County adults regardless of age or disability. The caseload for this area has increased at an unprecedented rate since the COVID-19 pandemic. The APS unit reports an increase of 25 percent for self-neglect cases and an increase of 48 percent for financial exploitation cases of adults ages 60 and older.

The Aging Unit works directly with the Commission on Aging and its subcommittees to coordinate aging services throughout the County. The Aging unit coordinates the distribution of federal and state funds

for the purchase of service contracts with home and community-based providers that provide comprehensive services and programs designed to allow older adults to live independently in their own homes. The 2023 Recommended Budget reflects a net revenue increase of \$184,250 tied to funding from the American Rescue Plan Act (ARPA) specific to Older Americans Act funding streams. An additional \$255,560 in tax levy funding is shifted into the aging programming area to support additional administrative and interdepartmental charges.

In 2023, the Aging Unit will collaborate with the Commission on Aging, DHHS Housing Services, and community partners to coordinate an effort to build new and affordable housing and a community center on the northwest side of Milwaukee. Additionally, the Aging Unit will pilot a new Lesbian, Gay, Bi-Sexual, and Transgender (LGBT) support initiative for older adults in Milwaukee County.

The Office for Persons with Disabilities (OPD) transitioned from the Department of Administrative Services into the Aging and Disabilities Services unit to further align with the County's "No Wrong Door" initiative. The Office for Persons with Disabilities strives to ensure that Milwaukee County complies with the Americans with Disabilities Act (ADA). The OPD manages contracted adult recreation programs and children's summer camps at the Wil-O-Way Grant and Wil-O-Way Underwood County facilities. A Recreation Services Coordinator position is created to enhance recreational programming for persons with disabilities and older adults, including programming at the five-county senior centers. The five County-owned senior centers will remain open five days a week in 2023. Additionally, the OPD Director will continue serving as the County ADA Coordinator.

## HOUSING SERVICES

Housing Services administers the Supportive Housing and Homeless Programs, Housing Choice Voucher Program, Community Development Block Grant, Home Repair Loans, Housing Outreach Services, Real Estate Services, and the Energy Assistance Program.

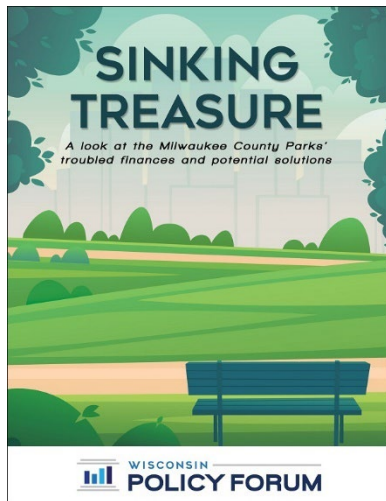
Housing Services will continue to focus on eviction prevention. Housing Services and its partners prevented over 11,000 evictions for residents of Milwaukee County by providing rental arrearages and case management services. In addition, since 2015, Housing Services has collaborated with Behavioral Health Services, the City of Milwaukee, the Milwaukee Police Department, and other network providers to house homeless individuals and families through the Housing Choice Voucher Program.

New in 2023, the Street Outreach Team will partner with the City of Milwaukee, which will provide one Registered Nurse (RN) to provide nursing services to the unsheltered population. Milwaukee County will reimburse the City of Milwaukee 50 percent of the position's cost, estimated at \$52,248. In addition, four contracted case management services for the chronically homeless population will be transitioned to internal Housing Services staff. As a result, contracted services decrease by \$228,000 and are offset by the creation of three Community Intervention Specialist positions. In addition, one Grant Accountant position is created and offset by revenue budgeted within Housing Services.

The Wisconsin Home Energy Assistance Program (WHEAP) is funded by the Wisconsin Department of Energy, Housing, and Community Relations and is operated by Milwaukee County, which subcontracts to Community Advocates and United Migrant Opportunity Services (UMOS). At the time of this writing, the allocation amount for the 2023 fiscal year is \$2.4 million. This reflects a reduction of \$500,000 due to a private vendor exclusively taking over the online forms processing.

# PARKS, RECREATION, AND CULTURE FUNCTION

## 900 - DEPARTMENT OF PARKS, RECREATION AND CULTURE



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](#)). The report, titled [“Sinking Treasure: A look at the Milwaukee County Parks’ troubled finances and potential solutions”](#) was published in October 2021.

The report highlighted the troubling trend Milwaukee County Parks has experienced in the steady reduction of a full-time workforce since the 1980’s that resulted in an increased reliance upon seasonal employees to help maintain parks and recreational offerings. From 1989 to 2019, the department has seen staffing levels decline 56 percent from 1,073 FTEs to 469 FTEs. The decline in FTE positions corresponds closely with nearly 51 percent decline in inflation-adjusted budgeted operating expenditures. Similarly, the report showed how in 1989, the Parks Department received 23 percent of

the county’s total \$120 million property tax levy; however, in 2019, The department was budgeted to receive only 5 percent of the total \$294 million levy. The reduced property tax support has been partially offset by a doubling in non-property tax revenues during that same 30-year period from \$9.5 million to \$20.8 million.

The research by the Wisconsin Policy Forum outlined potential solutions in three separate categories: 1) financial and structural solutions that would require a change in state law 2) financial and structural solutions that may not require change in state law and 3) less comprehensive strategies that may not fully resolve the parks department’s financial challenges but may help reduce them while providing other community benefits. The 2023 Recommended Budget does not take a meaningful step towards implementing any of the policy options outlined by the Wisconsin Policy Forum’s research.

This year, the Parks Department will receive a \$19,407,294 tax levy allocation, approximately 6 percent of the County’s total tax levy and a \$412,669 increase in tax levy dollars compared to 2022. The department is also anticipated to generate \$22,386,501 in direct revenue, meaning roughly 54 percent of the Parks budget is directly supported by its own revenue generating operations. The Wisconsin Policy Forum report recognizes the Department’s ingenuity in closing funding holes by generating revenue but raises broader questions about whether the principles of earned revenue maximization and robust public access, especially with a racial equity lens, can co-exist. Furthermore, the upkeep and maintenance of parks is a major expense that cannot be substantially offset with earned revenues. The deferred maintenance and capital backlog in the Parks Department alone is in the \$300 to \$400 million range, meaning the capital allocation in 2023 of \$14,438,248, or roughly 11 percent of the total capital budget, is providing for only a fraction of the parks’ true capital needs.

Relating to its workforce, the demographics of Milwaukee County have changed over time resulting in a smaller population of young adults eligible for hire to support Park operations. This reduced labor pool has caused intense competition for staff, high turnover, and service level reductions. Despite actions by the County Board to raise lifeguard and seasonal park worker wages, vacancy rates remain high and parks are understaffed. In response to the continued difficulty the Parks Department is has relating to hiring seasonal part-time workers, the 2023 Recommended Budget seeks to create new full-time positions which are partially offset by a reduction of funding previously used to hire seasonal staff. This strategy relies on full-time positions providing healthcare and pension benefits as a recruiting tool that is absent in seasonal positions.

The Runway Dog Exercise Area south of General Mitchell Airport will be closing permanently in 2022. This closure is necessary to bring the airport into compliance with Federal Aviation Administration requirements, which is essential for eligibility for federal grant funding. The dog exercise area, which has been open as an off-leash dog park for the past 15 years, is in conflict with FTA regulations and must close. The 2023 budget includes funding for a site selection review of county land for planning the replacement of Runway Dog Exercise Area.

## AQUATIC FACILITIES & LIFEGUARDS

The 2023 Recommended Budget includes funding to operate five summer pools or aquatic facilities and two indoor pools in the winter, along with as many wading and splash pads as facility functionality and personnel allow. At this time, the Parks Department has not identified which wading pools, splash pads, and outdoor deep well pools will be opened for the 2023 summer season. Decisions on summer pool and aquatic facility openings is largely dependent on the ability to recruit, train, and retain lifeguards and pool maintenance staff while factoring in facility operation costs, the Park equity index and diversifying the previous year's openings.

Despite action by the County Board to increase pay for seasonal lifeguards and park workers, funding for enhanced recruitment and new recruitment and retention bonuses ([20-250](#), [21-556](#), [21-992](#)) lifeguard and seasonal worker vacancies remain high and parks are understaffed. The Parks Department has presented several reasons for the national lifeguard shortage that is significantly impacting Milwaukee County 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](#)).

Milwaukee County Parks Aquatic Attendance						
Location	2017	2018	2019	2020*	2021	2022
<b>Grobschmidt</b>	6,869	6,213	3,739	-	#	#
<b>Sheridan</b>	13,445	14,049	12,707	-	14,097	13,494
<b>McCarty</b>	14,213	16,707	10,945	-	#	15,168
<b>Hales Corners</b>	7,591	8,440	6,325	-	#	#
<b>Holler</b>	2,924	2,738	-	-	#	#
<b>Jackson</b>	6,964	5,444	6,382	-	#	#
<b>Cool Waters</b>	60,812	70,535	45,935	-	35,265	^
<b>Pelican Cove</b>	9,423	8,192	7,595	-	^	#
<b>Wilson Pool</b>	12,047	10,430	7,128	-	15,812	15,674
<b>Noyes</b>	16,008	11,776	10,410	1,234	1,053	3,608
<b>Pulaski</b>	35,671	25,476	20,396	3,710	4,616	9,973
<b>Schulz</b>	20,212	17,411	14,250	-	12,187	19,981
<b>Washington</b>	5,155	2,720	2,261	-	^	^
<b>Total</b>	211,334	200,131	148,073	4,944	77,361	77,898
*Due to the COVID-19 Virus facilities were closed throughout most of 2020.						
# Closed due to budget constraints						
^ Budgeted to open however lifeguard staffing was unavailable						

<b>Budgeted Seasonal Funding by Position and Year<sup>11</sup></b>					
<b>Seasonal Position</b>	<b>2020 Budget</b>	<b>2021 Budget</b>	<b>2022 Budget</b>	<b>2023 Budget</b>	<b>2022/2023 Variance</b>
<b>General</b>					
Park Worker I	\$274,752	-	-	-	
Park Worker II	\$895,986	-	-	-	
Park Worker III	\$2,291,522	\$32,584	\$78,693	\$81,178	\$2,485
Park Worker IV	\$101,778	\$16,472	\$208,658	\$329,258	\$120,600
Park Worker V	-	\$3,420,338	\$3,452,661	\$3,379,378	(\$73,283)
<b>Sub-Total</b>	<b>\$3,564,038</b>	<b>\$3,469,394</b>	<b>\$3,740,012</b>	<b>\$3,789,814</b>	<b>\$49,802</b>
<b>Aquatic Positions</b>					
Aquatic Program Supervisor	\$27,400	\$11,584	\$11,277	\$11,671	\$394
Assistant Head Lifeguard	\$138,276	\$196,604	\$196,387	\$203,242	\$6,855
Head Lifeguard	\$108,666	\$54,114	\$53,809	\$55,688	\$1,879
Lifeguard	\$688,710	\$197,360	\$205,306	\$336,648	\$131,342
Aquatic Facility Maintenance	-	\$19,160	\$19,182	\$19,852	\$670
<b>Sub-Total</b>	<b>\$963,052</b>	<b>\$478,822</b>	<b>\$485,961</b>	<b>\$627,101</b>	<b>\$141,140</b>
<b>Other</b>					
Office Assistant I	\$60,866	\$58,498	\$64,100	\$65,777	\$1,677
Park Patrol	\$78,444	\$19,460	\$19,499	\$18,494	(\$1,005)
Food Service Operator	\$218,272	\$248,184	\$248,311	\$242,214	(\$6,097)
Horticulturalist I	\$62,648	\$63,372	\$63,402	\$65,616	\$2,214
Park Athletic Official	-	\$11,870	\$12,032	\$12,452	\$420
<b>Sub-Total</b>	<b>\$420,230</b>	<b>\$401,384</b>	<b>\$407,344</b>	<b>\$404,553</b>	<b>(\$2,791)</b>
<b>Total</b>	<b>\$4,947,320</b>	<b>\$4,349,600</b>	<b>\$4,633,317</b>	<b>\$4,821,468</b>	<b>\$188,151</b>

Overall, funding for seasonal positions stays relatively stable compared to 2022 with a 3.9 percent raise in seasonal funding. To combat high vacancy rates and difficulty hiring seasonal positions, some new FTE positions will be partially offset by seasonal staff funding to better serve the parks labor demand.

<sup>11</sup> This chart includes base salary plus social security

## FEE INCREASES

Milwaukee County's regulation golf courses are major revenue sources for the Parks Department. Increases to golf fees for 2022 are proposed to address the expenses associated with providing golf services and to keep County fees aligned with the market rate. A round of golf at most county facilities will see a \$1-\$2 fee increase, while season passes will increase by \$25, discount cards increase by \$5 and golf cart rentals (both motorized and pull carts) will increase by \$1.

A fee increase is also proposed at the McKinley Marina slip rentals, horticultural admissions at Boerner Botanical Gardens and Mitchell Park Horticultural Conservancy and select facility/room rentals. All Park fee increases combined are estimated to generate an additional \$236,584 of revenue, with golf alone generating an additional \$116,069. Total earned revenue is expected to increase by \$954,000 as activities resume to pre-pandemic levels.

## STAFFING LEVEL CHANGES

The 2023 Recommended Budget includes an increase of 17 FTE positions, for a total of 283 FTEs. Budgeted funds for Seasonal/Hourly/Pool salaries increased \$185,459 for a total of \$4,752,553.

### Creation

- 1.0 Assistant Golf Course Superintendent funded entirely through an agreement with First Tee of Southeastern Wisconsin for Noyes Park
- Park Maintenance Worker 2 In-Charge and 2.0 Park Maintenance Workers **offset by seasonal funding reduction** to create a rotating mow crew to add as-needed capacity across the system.
- 1.0 Playground Technician funded from the Playground Trust to focus on playground repair and maintenance which allows a Natural Resource Technician to return to primary forestry duties
- 1.0 Landscape Architect 1 **offset by seasonal funding reduction** to add administrative capacity for the Planning division
- 1.0 Park Maintenance Worker 2 In-charge **partially offset by seasonal funding reduction** to assist the Trails Coordinator with trail upkeep and maintenance.
- 1.0 Digital Marketing Assistant to pursue and enhance revenue opportunities in the Golf and Food & Beverage divisions
- 5.0 Park Maintenance Workers to increase capacity for Central, South and North Operations regions
- 2.0 Park Unit Coordinator 2 to subdivide operation units in the South Operations region to improve service.
- 1.0 Park Naturalist to increase capacity to manage the natural areas at Wehr Nature Center
- 1.0 Park Maintenance Worker to assist with facility operations at both Wehr Nature Center and Boerner Botanical Gardens
- 1.0 FTE Office Assistant 3 to assist with customer service requests



Bradford Beach photography by Nate Vomhoff

### Transfers

1. 1.0 Office Assistant 3 from Recreation & Business Services to Operations & Trades

### Abolished Positions

1. 1.0 Receptionist in Marketing

## MITCHELL PARK DOMES



In March 2016, the Milwaukee County Board adopted [Resolution File No. 16-200](#) which resolved to pursuing the “repair and preservation of the existing Mitchell Park Conservatory Domes.” Since then, numerous studies, analyses and reports have been produced evaluating alternatives, exploring funding and examining feasibility of repairing the Domes. Despite the long legislative history on this topic, the 2023 Recommended Budget does not include any funding to address the future of the Domes or the recommendations of the Milwaukee County Task Force on the Mitchell Park Conservatory Domes (the “Domes Task Force”) as no clear path forward has been presented to and approved by the County Board.

In 2016, the County Board authorized the [Mitchell Park Horticultural Conservatory Future Path & Feasibility Study](#) and contracted with ConsultEcon, Inc. and HGA to consider a variety of approaches for the future of the Domes, ranging from no action or demolition to large scale redevelopment with new destination attractions. Ultimately, the preferred options by the Task Force were to either 1) pursue targeted investments (which would address deferred maintenance and bring the facility into ADA and Code compliance and enhance revenue-generating capacity) or 2) create a EcoDome Destination Attraction which could reconfigure the Show Dome into an immersive Ecological Habitat Zone (and possibly include canopy walks, aquariums, live animals, butterfly exhibit, outdoor children’s garden/community gardens and a new facility for themes flower shows and public events).

In August 2019, a [Business Plan and Conceptual Design](#) (“The Plan”) was presented to the County Board ([File No. 19-102](#)) by ArtsMarket, Inc that proposed a \$66 million re-envisioning of Mitchell Park and the Domes. The Plan documented a complex capital stack using Historic, New Market and Property Asses Clean Energy (PACE) Tax Credits in addition to federal Opportunity Zone investments, private donations, start-up grants and Milwaukee County financing. The Plan was endorsed by the Domes Task Force and the consultants responsible for the report recommended implementation begin before the end of 2019 to capitalize on the full extent of the funding options.

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.

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](#)). With the 2019 Business Plan and Conceptual Design already laying a blueprint for future action, the County Board approved a contract with Husch Blackwell and Baker Tilly to analyze the legal structures and capital funding stack proposed in The Plan. This report was just presented at the June 2022 Parks, Energy and Environment Committee meeting ([File No. 22-697](#)). The consultants concluded while each capital source outlined in The Plan may be available in some amount in isolation, it was highly unlikely that all the capital sources will be available in the amounts needed to pursue to the Dome Redevelopment Project as envisioned in The Plan. They also went on to explain the fact that various capital sources require varied organizational structures means that pursuing one capital source may make it impossible to pursue another. Their recommended next steps include updating the restoration costs, determining

anticipated revenue from the Domes, and defining the structure and initial leadership of a sponsor entity.

Finally, in December of 2022 an engineering report is anticipated to present the results of testing a mock-up of the glazing system as well as an update on the status of the protective mesh and concrete frame. This report should also include a revised cost estimate for the glass and glazing system which was estimated at \$19.5 million in 2019.

Going forward, the County Board may be required to make several key decisions about a path forward for the Domes. Some questions that policymakers may want to consider include:

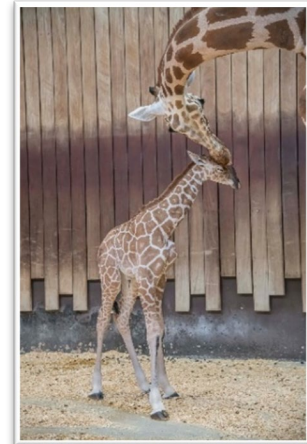
- What is the intended future function of the Domes (horticultural, educational, recreational)?
- What amount of funding is ideal for the County to spend on the repair and restoration of the Domes?
- What priority does the Domes hold in the overall picture of Milwaukee County's capital needs?



## 950 – ZOOLOGICAL DEPARTMENT

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. Budgeted expenses in 2023 include \$9,555,359 in personnel costs and \$8,792,852 in operations costs.

The 2023 Zoo Budget continues to invest in special exhibits, events, and programs which position the Zoo to increase attendance and admissions revenues. The 2023 special exhibit will be an Ice Age outdoor experience replacing the 2022 Dragons and Mythical Beasts exhibit.



### *Event and Programming Opportunities*

The Milwaukee County Zoo must continue to position itself as a top entertainment choice for families; to achieve this, revenue-generating programs and events have grown substantially in recent years. Listed below are the new programs being offered in 2023:

1. The 4D theater experience that was offered for the first time in 2022 will be transitioned to a virtual Gorilla Trek experience in 2023 after determining a VR experience would better maximize revenue while also providing an immersive animal educational experience. The new VR experience increases expenditures by \$444,984 and revenues by \$798,418 for a net profit increase of \$353,434 over the 2022 Budget. The operational cost for the VR theater totals \$723,197 with \$1,158,258 in revenues for a net projected profit of **\$435,061**.
2. Ice Age exhibit: running from Memorial Day through Labor Day the admission to this special exhibit is an additional \$4. Anticipated revenues total approximately \$534,906, while expenditures cost approximately \$468,800 resulting in a net profit of **\$66,106**.
3. Wild Lights: While this is not a new event for the zoo, the event will keep its expanded offering of 25 nights in December, compared to 10 nights in 2019. The Zoo anticipates \$1,453,526 in revenue from this event in 2023. Expenditures for the event are budgeted at \$877,100, including a \$175,000 capital investment in new equipment, resulting in an anticipated net profit of **\$576,426**
4. Zoo A La Carte: This popular event was suspended during the pandemic but made a return in 2022. The 2023 recommended budget anticipates \$905,545 in operating expenses but \$1,088,622 in revenue for a net profit of **\$183,087**.
5. Giraffe feeding: This unique feeding program was expanded in 2022 to allow all-day feeding. The 2023 Budget reflects the additional expense of \$47,488 and recognizes \$152,000 in new revenues which covers the cost of the new Assistant Curator Large Mammal position and the Zoo's conservation efforts.
6. Beginning in 2023, the Zoo will offer a shuttle service to transport guests throughout the Zoo. Expenses total \$70,081 (including new Zoo Worker 4 hours) and is estimated to generate \$123,397 in net revenues for a profit of **\$53,316**. The cost for three electric vehicles is covered by the Zoo's Train Trust fund budget.

### Pricing Strategies

In 2022, the Zoo implemented a strategic pricing plan called Flex Pricing that differentiated based on residency status, age and peak/shoulder/off season. The admissions rates are as follows:

Milwaukee County 2023 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 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

To support its revenue generating functions, the following professional service contracts are requested for approval in the budget in lieu of a separate request to the County Board of Supervisors:

2023 Recommended Professional Service Contracts				
Description	Provider	2022 Actual	2023 Recommended	Change from 2021
Sea Lion Show	Oceans Connections	\$45,000	\$55,000	\$10,000
Strollers and Wheelchairs	Scooterbug, Inc.	\$55,000	\$55,000	\$0
Mold-a-Ramas	Mold-a-Rama, Inc.	\$35,000	\$130,000	\$95,000
Pony Rides	Patch 22	\$33,000	\$36,200	\$3,200
A la Carte Entertainment Consulting	Robert Zigman Marketing	\$0	\$250,000	\$250,000
Raptor Bird Show	World Bird Sanctuary	\$110,000	\$111,000	\$1,000
Wild Lights Event	RWS Entertainment Group	\$150,000	\$200,000	\$50,000
Elephant Care Consulting	McClure International Consulting LLC	\$0	\$15,000	\$15,000
Zoo Librarian/Research Services	MEK Consulting LLC	\$25,000	\$25,000	\$0
Co-funding a Zoological Vet Residency Position	UW Madison	\$0	\$13,402	\$13,402
RSC for Photo Booths*	DNP Imagingcomm America Corp dba Innovative Foto	\$0	\$35,000	\$35,000
Exclusivity Contract for Tenting & Rental Services	JK Rentals	\$0	\$10,000	\$10,000
RSC Entrance photography services*	Personality Portraits, Inc.	\$0	\$50,000	\$50,000
RSC Face painting, caricatures, henna tattoos and airbrush tattoos*	Personality Portraits, Inc.	\$0	\$70,000	\$70,000

RSC for Hurricane Machine*	O8O Leasing	\$0	\$4,000	\$4,000
RSC for Penny Press, Footsies, medallions*	CTM Group	\$0	\$32,000	\$32,000
Special Exhibit Ice Age**	Dino Don, Inc.	\$25,000	\$345,000+shipping	\$320,000
<b>Total</b>		<b>\$478,000</b>	<b>\$1,423,213</b>	<b>\$958,602</b>

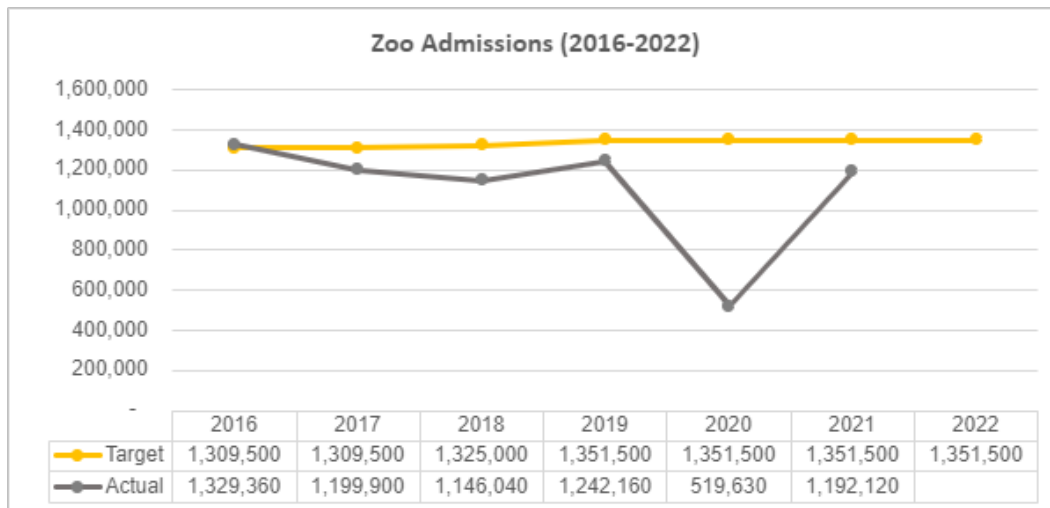
\*RSC stands for "Revenue Share Contract" | \*\*New exhibit debuting in 2023

## REVENUE AND ATTENDANCE DEFICITS

The Milwaukee County Zoo [2021 Annual Report](#) indicated that the impacts of the COVID-19 pandemic were still being felt, especially in the Events and Group Sales categories, which accounted for 66 percent of the 2021 total revenue shortfall. Group Sales were negatively impacted by pandemic restrictions as many clients and companies did not hold their picnics and weddings/gatherings were cancelled. Another area that affected the deficit for Group Sales was the lack of availability of the Zoofari Conference Center due to Children's Court's use of the building to hold COVID-safe hearings.

The Zoo has set their 2023 target attendance at 1,351,500, the same target as 2022. This would be an increase of 109,338 visitors compared to 2019, which was the last non-COVID year. Zoo attendance is particularly susceptible to inclement weather, which has been the identified cause of underperforming annual attendance numbers in the past. Zoo admissions have underperformed compared to their budgeted admissions target 8 out of the 10 most recent years, whether due to inclement weather ([2018](#), [2016](#), [2014](#), [2013](#)), impacts of the COVID-19 pandemic (2020, 2021, 2022), or general low admission ([2017](#)). Despite continual lower-than-expected revenues, the Zoo typically manages to find expenditure cuts to compensate for the revenue shortfall meaning no tax levy is necessary to bridge the gap (except for 2020 when the Zoo had a year-end deficit that required \$5.8M in tax levy).

The new flex pricing structure offering reduced admission fees in the shoulder- and off-season should hopefully help attract visitors during the less optimal seasonal times resulting in higher annual admissions and sales.



## STAFFING CHANGES

There are several position changes recommended in the 2023 Zoo budget, with a net increase of 6 FTE positions. These changes include:

- An overall increase in seasonal staff funding by \$170,509 to **\$1,421,766** from 2022.

- Abolish a vacant Carpenter position and create two additional Maintenance Workers to better cover the needs of the entire Zoo campus.
- Create a new position of Grounds Supervisor to improve operational efficiencies by providing an assistant for the Grounds Manager to help train and assign jobs for over 40 staff members.
- Reclassify two Horticulturist Assistants to Horticulturist and abolish two vacant Horticulturist Assistant positions to create two additional Horticulturists.
- Create one Forestry Supervisor to manage the Zoo's Forest

## 991 – UNIVERSITY OF WISCONSIN EXTENSION

Extension Milwaukee County is the community outreach division of UW-Madison, which under Wisconsin State Statute [§ 59.56\(3\)](#), Extension is partnered with each county in Wisconsin and the State government. The major outreach program areas include:

1. FoodWise—Provides training in the areas of financial literacy, food safety, and nutrition education and nearly 61 percent of participants are Black, Asian, Native American, and Latino/a from low-income and underserved communities. FoodWise works with local farmers markets, youth gardens, community food systems, and food recovery networks.
2. Positive Youth Development—youth-led gardening education, leadership development and exploration of workforce pathways at the community and individual levels in partnership with community-based organizations.
3. 4H Community Clubs & SySTEMatics—Children and youth research-based curricula promoting civic engagement, career exploration, team building, workforce readiness, environmental studies, arts, multicultural awareness, and STEM skills.
4. Urban Gardening—Prepares and maintains dedicated county land at eight community garden sites for Milwaukee County residents to grow food.
5. Community Development—Provides entrepreneur and soft skills training to incarcerated and formerly incarcerated men and women and entrepreneurship education, non-profit leadership, and organization development to small business owners of color.

One 0.75 position is fully funded by the County. The remaining 20 positions at Extension Milwaukee County are funded through the state of Wisconsin. The 2023 Recommended Budget reduces funding for the University of Wisconsin Extension to a tax levy contribution of \$329,697, a \$14,966 reduction compared to the 2022 Adopted Budget. The County's tax levy contribution of \$329,697 is split between personnel costs for a total of \$52,565 with the remainder going towards programming costs.

UW-Extension receives additional grant and contract funds to help support positions in the Milwaukee County Office, including the following:

Program	Amount
Expanded Food and Nutrition Education Program	\$220,433
Supplemental Nutrition Assistance Program Education	\$775,674
Wisconsin Economic Development Corporation	\$71,000
USDA Children, Youth, and Families at Risk (CYFAR)	\$640,000
Wisconsin Department of Corrections	\$253,000
National Science Foundation – Youth Education via UW-Madison	\$17,000

## 199 - CONSOLIDATED NON-DEPARTMENTAL CULTURAL CONTRIBUTIONS

The County's cultural agencies are consolidated into Agency 190, 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.

### ORG. UNIT 1974: MILWAUKEE COUNTY FUND FOR THE ARTS

The Milwaukee County Fund for the Arts, through the Milwaukee County Cultural Artistic and Musical Programming Advisory Council (CAMPAC), allocates tax dollars to support and encourage cultural and artistic activity in the County. The collective budgets of the groups that receive CAMPAC funding have a reported economic impact of almost \$211 million and directly employ 1,737 full-time positions.

CAMPAC is composed of a nine-person council, 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. Since the adoption of the 2020 Budget the Department of Parks, Recreation and Culture has been the administrator of CAMPAC.

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 2023. This amount is consistent with the amounts provided for the past two years.

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.

### ORG. UNIT 1908: MILWAUKEE COUNTY HISTORICAL SOCIETY

The Milwaukee County Historical Society is a non-profit organization that collects, preserves, and shares Milwaukee County history with the public through exhibits, the research library, three historic sites and educational programs. [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 25-year term Lease Management Agreement with the Historical Society requires them to provide reasonable public access to its research library, provide educational exhibits, and steward its collection of over 50,000 artifacts. Since 2020, the MCHS has managed the County's digital records, including undertaking a massive project to preserve 14 years of County emails. A major roadblock to the retention and preservation of these documents is that their digital structure is compromised. The Historical Society, in collaboration with the Office of Corporation Counsel, will need to find a way to digitally repair these files and ensure that they are still meeting public records laws.

Since 2017, the County's cultural contribution to the Milwaukee County Historical Society has been \$258,105, except for 2022 when the contribution was reduced to \$204,105. The Milwaukee County Historical Society proposed an additional \$150,000 contribution toward record retention services to support the annual costs of being the public repository for Milwaukee County's records in addition to the County's annual Cultural Contribution. The requested increase was included in the recommended budget for a **total contribution of \$354,105**.

**ORG. UNIT 1966:  
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 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. Due to the COVID-19 pandemic, the 2021 budget included a one-time allocation of \$50,000 related to the expansion of digital resource materials.

**ORG. UNIT 1916:  
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 to 2025, Milwaukee County’s annual operating support is set to decrease by \$50,000 per year. After 2025, the Marcus Center will be financially independent from County operating support. The County agreed to provide \$600,000 in tax levy operating support to the Marcus Center for 2023.

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. However, in June 2022 the County Board amended the Lease and Management Agreement between the County and the MCPA ([File No. 22-850](#)). The pedestrian pavement replacement projects scheduled for 2022-2024, the Todd Wehr Theatre Entrance project, and the exterior fountain project scheduled for 2026 have been removed from the list of projects. These projects have been replaced by Phased Building Electrical Service and Phased Building Exterior Stone Cladding Restoration. Under the amended LMA, MCPA would be responsible for any future repair/maintenance associated with the projects being removed as well as serve as the managing entity on the projects which shifts responsibility for any overages from the County to the MCPA. The 2023 Capital Budget reflects the updated changes and includes \$762,181 in Capital Support. Detail on the 2023 capital projects can be found in Section 4.

Milwaukee County Capital Support to the Marcus Center per Lease and Management Agreement			
Project	Year	Amount	Capital Support to MCPA per the old LMA
Phased Electrical Service	2022	\$750,000	773,000
Phased Electrical Service	2023	<b>\$762,181</b>	<b>860,000</b>
Phased Exterior Stone Cladding	2024	\$757,852	780,000
Phased Exterior Stone Cladding	2025	\$713,430	500,000
Phased Exterior Stone Cladding	2026	\$757,295	568,270
	Total	<b>\$3,740,758</b>	<b>\$3,481,270</b>

## AGENCY 970: MILWAUKEE PUBLIC MUSEUM



Pursuant to Wisconsin Statutes [§ 59.56\(2\)](#), Milwaukee County may acquire, own, operate and maintain a public museum in the County, and appropriate money for such purposes. Per the amended Lease and Management Agreement (LMA) executed in 2013 between Milwaukee County and the Milwaukee Public Museum (MPM), the County provides \$3.5 million annually in operating support to MPM ([File No. 13-598](#)). The original LMA set operating and financial goals, which if unmet, allowed the County to reduce its annual operating contribution by \$250,000 for the

subsequent year. As MPM has met the amended LMA commitments to fundraising and performance, the 2023 contribution will remain \$3.5 million.

In March 2022 the County Board committed \$45 million in general obligation bonds towards the construction of a new museum facility to replace the existing building located at 800 West Wells Street through the adoption of [File No. 22-454](#). The total cost of the new facility is estimated at \$240 million with an additional \$40 million coming from the State after being included in the [2021-2023 State of Wisconsin Biennial Budget](#). The remaining balance is to be raised through MPM's major capital fund raising campaign. After the new facility is open, the County's annual contribution to MPM will decrease from \$3.5 million to \$1 million to ensure the care of the four million objects and specimens in the County's collections.

Site work began on the new site on the northeast corner of Sixth and McKinley Streets in June 2022 and the building design was released in July 2022. More details can be found on the museum's website <https://www.mpm.edu/future>.



## ORG. UNIT 1915: CHARLES ALLIS/VILLA TERRACE ART MUSEUMS

The Charles Allis and Villa Terrace Art Museums honor the gifts to the community of Charles and Sarah Allis (1946) and Lloyd and Agnes Smith (1967) through the preservation of their architecturally significant homes, world-class art collections, and gardens while telling the story of the founding of Milwaukee as a city of industry and entrepreneurship.

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 2023. Additionally, \$1.8 million is allocated in the capital budget for facade repair. More details on the capital project can be found in Section 4

**ORG. UNIT 1914:  
WAR MEMORIAL CENTER**

Per the 2017 Contribution Agreement between Milwaukee County and the War Memorial, the County's operating support for 2023 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

**ORG. UNIT 1917:  
MILWAUKEE ART MUSEUM**

The Milwaukee Art Museum serves as a vital source of inspiration and education to the community. Exhibitions planned for 2023 include:

- Always New: The Posters of Jules Cheret,
- On Site: Derrick Adams: Our Time Together
- Scandinavian Design and the United States
- 1890-1980, The Ashcan School and the Eight: “Creating A National Art”
- On Repeat: Serial Photography
- Native America: In Translation

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 to 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 2023, the County will provide \$1,290,000 in tax levy operating support to the Art Museum.



# DEBT SERVICE FUNCTION

## 996 – GENERAL COUNTY DEBT SERVICE

The property tax levy for the General Debt Service Fund Budget decreases by \$326,453, from \$36.43 million to \$36.1 million. Expenditures are reduced by \$396,028 and revenues decline \$69,575.

### Debt Service Expenditures

Total principal and interest expenses increase by \$351,643 from \$88,905,377 to \$89,257,020. This amount also includes \$34,110,430 for debt service costs for pension obligation notes issued in 2009 and 2013, and partially refinanced in 2021.

### Debt Service Revenues

The 2023 Recommended Budget includes a Contribution from the Debt Service Reserve (DSR) of \$7,339,034, the same as 2022. As of October 1, 2022, the projected year end DSR balance is \$110.5 million. The projected balance at the end of 2023 is \$93.2 million based on the \$7.3 million contribution from the reserve included in the proposed budget and a \$10 million contribution to the Forensic Science Center Capital Improvement Project. In recent years, most of any year-end County surplus is typically deposited into the DSR. Due to some extraordinary county budget surpluses in recent years, the balance of the DSR has significantly increased<sup>12</sup>. The Comptroller advocated for the Financial Policy adopted in 2014 that sought to build and maintain a *minimum* balance of \$10 million in the DSR.

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<sup>12</sup> In 2021, \$30.5 million was deposited in the DSR as a result of the 2020 year-end surplus. In 2022, a deposit of \$51.9 million was made to the DSR based on the 2021 County surplus.

# NON-DEPARTMENTAL REVENUE FUNCTION

## 190 – NON-DEPARTMENTAL REVENUES

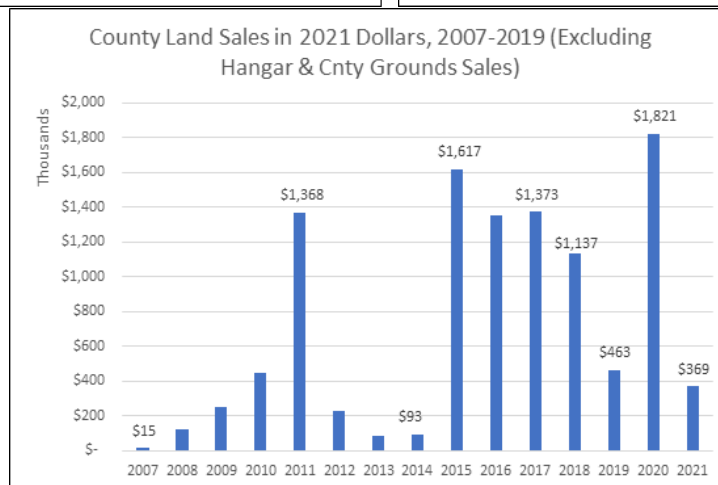
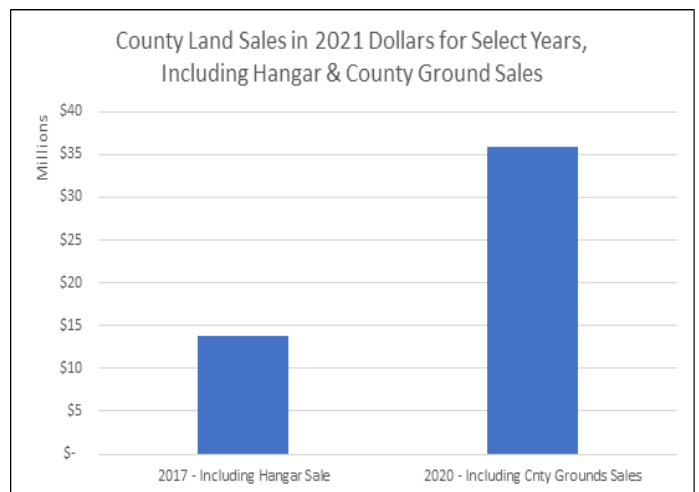
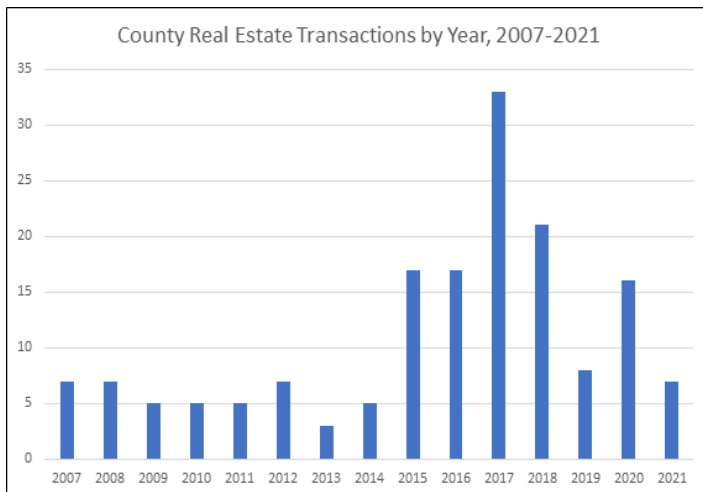
### 1901 - UNCLAIMED MONEY

Unclaimed Money is budgeted at \$1,250,000, an increase of \$1,250,000 from the amount budgeted in 2022. Every other year unclaimed funds are forfeited and recognized by the County. This revenue represents payments to vendors and individuals that go unclaimed.

### 1903 - 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 2023 revenue allocation increases by \$2,555,625 for a total of \$5,881,977 compared to the \$3,755,227 collected in 2022. This is a significant increase over 2021, due in part to the capacity restrictions being fully lifted and certain amenities, including live table games, bingo, poker, and off-track betting reopening.

## 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 2023, the budgeted unrealized revenue increases from \$943,948 by \$8,084 to \$952,032. For more information, see Org. Unit 5500 – Water Distribution System.

## 1991 – PROPERTY TAX

Property Tax revenue is budgeted at \$313,047,690 an increase of \$3,585,406 or 1.16 percent, from the 2022 Adopted Budget. (See Section 1 for tax levy limit discussion.)

## 1992 – EARNINGS ON INVESTMENTS

Earnings on Investments is now budgeted in a non-departmental account instead of within the Office of the Treasurer (Agency 309). The Treasurer still is responsible for the oversight of the earnings on investment function. Click [here](#) to read more.

## 1993 – STATE SHARED TAXES

State Shared Taxes (Shared Revenue) remains at \$30,967,836 for 2023. 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 24th 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 2022 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 under [2015 Wisconsin Act 60](#). 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.

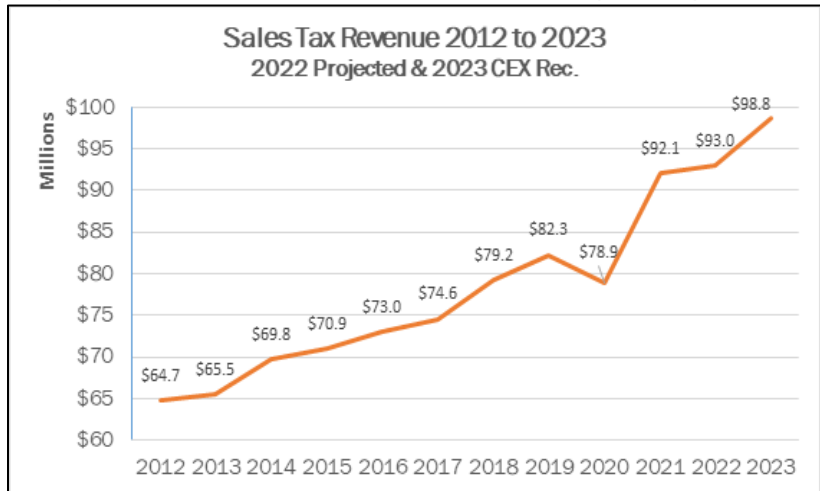
## 1996 – COUNTY SALES TAX REVENUE

Total County sales tax receipts are projected to increase by \$8,775,554 from \$89,984,600 million in 2022 to \$98,760,154 million in 2023. The 2023 recommendation reflects a 9.75 percent increase from the 2022 budgeted amount.

The Comptroller, based on an [analysis](#) dated September 6, 2022, projects 2022 sales tax collections will be \$92,984,600, or \$3 million more than the Adopted Budget. Therefore, the proposed increase in sales tax revenues for 2023 is 6.2 percent higher than the amount projected for 2022. This is subject to further changes as monthly sales tax remittances from the State can vary widely and are often difficult to project.

A total of \$36.1 million in net sales tax revenue is earmarked for debt service costs and \$8.1 million is dedicated to cash finance capital improvement projects. Net County sales tax revenue is projected to exceed debt service/cash financing costs by \$54.5 million, an increase of approximately \$8.9 million from 2022. These monies are therefore available as revenues to offset general operating fund expenses and were a key driver in helping to close the annual budget gap. The Sales and Use Tax Ordinance, Section 22.04, allows ‘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 2012 actual through 2022 projected and the 2023 County Executive Recommended amount.



## **1998 – SURPLUS (OR DEFICIT) FROM PRIOR YEAR**

The 2021 adjusted surplus applied to the 2023 budget is \$5,000,000, the same as the 2022 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 \$25,000, a decrease of \$200,000 from 2022. Historically, this account captures revenues from the closure of Tax Increment Financing (TIF) districts by local municipalities 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.

## **190 – 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 2023 Recommended Budget proposes no changes to the CAP's appropriation of \$11,500. The CAP's appropriation 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 \$1,790,139 are included for 2023, a decrease of \$343,762. In addition to the Ceridian software, this non-departmental budget contains funding for 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. An appropriation of \$445,949 for Benefits administration software used by the Department of Human Resources funding for employee learning content is now budgeted in Org. 1950 – Employee Fringe Benefits.

### **1930 – OFFSET TO INTERNAL SERVICE CHARGES**

This budget includes offsets to charges by internal service fund departments and cross-charging departments so those budgets are not overstated. The amount of the offset decreases by \$3.6 million to reflect charges from internal service funds to other county departments. In 2023, expenditure offsets are equal to revenue offsets for a zero property 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 2023 are based upon the 2023 Cost Allocation Plan, which uses 2021 actual costs as its basis. The Office of the Comptroller calculates the amounts of the Central Service Allocation. The offset (abatement) for 2023 is \$10.3 million, an increase of \$2.5 million.

### **1945 – APPROPRIATION FOR CONTINGENCIES**

The Recommended Budget includes \$5,000,464 million, the same as the amount provided in 2022. 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. These funds have also been tapped during the year for other initiatives/matters that arise, subject to approval by policymakers.

## 1950 – EMPLOYEE FRINGE BENEFITS

The COVID-19 pandemic lowered fringe benefit costs in 2020 and 2021<sup>13</sup>, and may yield additional savings in 2022. The Comptroller, based on an [analysis](#) dated September 6, 2022, is projecting a \$4 million net surplus in employee fringe benefit costs for 2022, with a caution the projection is subject to change as more actual results are reported in the final quarter. The 2023 spending plan, however, is able to *reduce* health and dental costs by \$2.5 million, primarily due to an increase in prescription drug rebates and positive health care claim trends.

### Employee/Retiree Health Care

There are no proposed 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 2022. The Recommended Budget narrative provides some information on health insurance but the benefit is detailed in Milwaukee County General Ordinances [Section 17.14\(7\)](#). (See the chart below for a detailed listing of the benefits).

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<sup>13</sup> The fringe benefit surplus for 2020 and 2021 was \$17.1 million and \$13.5 million, respectively, but revenue offsets (e.g. DHHS-BHS, Airport, etc.) lowered the year-end surplus for the County's bottom line to \$9.3 million and \$4.7 million for these years.

	2022 Adopted		2023 Recommended	
<b>In-Network Annual Deductible</b>	Single:	\$1,250	Single:	\$1,250
	Employee + Child(ren):	\$1,500	Employee + Child(ren):	\$1,500
	Employee + Spouse:	\$2,250	Employee + Spouse:	\$2,250
	Employee + Family:	\$2,500	Employee + Family:	\$2,500
<b>Office Visits</b>	\$30 Copay/\$40 Specialist		\$30 Copay/\$40 Specialist	
<b>Inpatient Hospital</b>	20% Coinsurance		20% Coinsurance	
<b>Outpatient Surgery</b>	20% Coinsurance		20% Coinsurance	
<b>Emergency Room</b>	\$200 Copay		\$200 Copay	
<b>Preventive Services</b>	100% Coverage		100% Coverage	
<b>Medical Out-of-Pocket Maximum</b>	In-Network:		In-Network:	
	Single:	\$3,000	Single:	\$3,000
	Family:	\$6,000	Family:	\$6,000
<b>Pharmacy Co-Pay</b>	<b>Retail:</b>		<b>Retail:</b>	
	Tier 1:	\$10	Tier 1:	\$10
	Tier 2:	\$30	Tier 2:	\$30
	Tier 3:	\$50	Tier 3:	\$50
	<b>Mail Order (90-Day Supply):</b>		<b>Mail Order (90-Day Supply):</b>	
	Tier 1:	\$25	Tier 1:	\$25
	Tier 2:	\$75	Tier 2:	\$75
	Tier 3:	\$125	Tier 3:	\$125
<b>Pharmacy Out-of-Pocket Maximum</b>	Single:	\$2,000	Single:	\$2,000
	Family:	\$4,000	Family:	\$4,000
<b>Dental Plan:</b>	No changes from 2022			
<b>Wellness Plan:</b>	No changes from 2022			
<b>Flexible Spending Accts:</b>	The County will match employee contributions \$1 to \$1 up to a maximum of \$1,000. This is the same as 2022.			
<b>Life Insurance:</b>	No changes from 2022			
<b>Sick, Vacation, Holiday:</b>	In 2023, any accrued sick time will be accessible from date of hire with no six-month waiting period. Vacation is recommended to increase for most general, non-represented employees as follows:			
	<b>2022 (Current Vacation)</b>		<b>2023 (Proposed Vacation)</b>	
<u>Years of Service</u>	<u>Vacation Days/Hours</u>		<u>Years of Service</u>	<u>Vacation Days/Hours</u>
1 to less than 5	10 Days or 80 Hours		0 to less than 3	15 Days or 120 Hours
5 to less than 10	15 Days or 120 Hours		3 to less than 6	18 Days or 144 Hours
10 to less than 15	20 Days or 160 Hours		6 to less than 11	21 Days or 168 Hours
15 to less than 20	25 Days or 200 Hours		11 to less than 20	25 Days or 200 Hours
20+	30 Days or 240 Hours		20+	30 Days or 240 Hours

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. For example, the gross health and dental costs budgeted in 2014 was \$120.1 million, compared to \$111.1 planned for 2023. During this ten-year period, annual health and prescription drug costs have risen, 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.

Prescription drug rebates (i.e. revenue to the County) is anticipated to grow an additional \$8.8 million, from \$19.2 million to \$28 million. The Budget Director cites the budgeted increase includes \$4.1 million based on experience and an additional \$4.7 million based on rate negotiations with UnitedHealthcare's (UHC) pharmacy benefit manager, OptumRx. Recent health care costs by major component area are as follows:

Health Care Expenses by Area - 2019 to 2023					
Item	2019 Final	2020 Final	2021 Final	2022 Proj.	2023 Budget
Dental Claims & Administration	\$ 3,528,044	\$ 2,936,656	\$ 3,692,149	\$ 3,498,156	\$ 3,700,000
Dental Administration	\$ 112,885	\$ 110,505	\$ 110,062	\$ 105,769	\$ 120,000
Employee Dental Ins. Premium Paid	\$ (1,411,184)	\$ (1,378,118)	\$ (1,378,480)	\$ (1,318,406)	\$ (1,400,000)
<b>Total Dental Cost</b>	<b>\$ 2,229,745</b>	<b>\$ 1,669,044</b>	<b>\$ 2,423,731</b>	<b>\$ 2,285,520</b>	<b>\$ 2,420,000</b>
<b>Year-over-Year % Increase</b>	<b>18.4%</b>	<b>-25.1%</b>	<b>45.2%</b>	<b>-5.7%</b>	<b>5.9%</b>
RX Drugs & Administration	\$ 39,521,240	\$ 41,819,996	\$ 46,107,633	\$ 49,941,553	\$ 50,600,000
RX Rebates & Subsidies	\$ (16,121,650)	\$ (20,122,625)	\$ (25,165,915)	\$ (25,000,000)	\$ (28,000,000)
<b>Total Prescription Drug Cost</b>	<b>\$ 23,399,590</b>	<b>\$ 21,697,371</b>	<b>\$ 20,941,719</b>	<b>\$ 24,941,553</b>	<b>\$ 22,600,000</b>
<b>Year-over-Year % Increase</b>	<b>1.26%</b>	<b>-7.27%</b>	<b>-3.48%</b>	<b>19.10%</b>	<b>-9.39%</b>
Health Insurance Claims	\$ 57,729,749	\$ 51,444,092	\$ 56,625,480	\$ 53,000,000	\$ 59,400,000
Medicare Advantage Premiums	\$ 2,416,722	\$ -	\$ -	\$ -	\$ -
Medical Administration	\$ 2,499,015	\$ 2,248,571	\$ 2,528,684	\$ 2,852,690	\$ 2,800,000
Stop Loss Insurance	\$ 2,397,302	\$ 1,883,884	\$ -	\$ -	\$ -
Retiree Medicare Reimbursement	\$ 9,476,216	\$ 9,980,249	\$ 10,099,257	\$ 11,494,737	\$ 11,800,000
Employee Health Ins. Premium Paid	\$ (6,711,495)	\$ (6,544,397)	\$ (6,631,126)	\$ (6,188,567)	\$ (6,100,000)
Retiree Health Ins. Premium Paid	\$ (370,139)	\$ (571,055)	\$ (332,600)	\$ (329,235)	\$ (370,000)
<b>Total Health Insurance Cost</b>	<b>\$ 67,437,371</b>	<b>\$ 58,441,344</b>	<b>\$ 62,289,694</b>	<b>\$ 60,829,625</b>	<b>\$ 67,530,000</b>
<b>Year-over-Year % Increase</b>	<b>0.42%</b>	<b>-13.34%</b>	<b>6.58%</b>	<b>-2.34%</b>	<b>11.01%</b>

#### Flexible Spending Account (FSA) Contribution

The Recommended Budget continues 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 \$17,000 to \$186,000. This pension plan covers seasonal and certain temporary employees who do not elect to enroll in the ERS.

*Doyne Pension Contribution* – This account reflects pension costs for employees that were former County employees under Doyne Hospital, whose laboratory and radiology units, were transferred to a separate company called United Regional Medical Services (URMS). The contribution for 2023 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 \$1,951,363, from \$108,189,793 to \$106,238,430. The pension contribution includes a normal cost contribution of \$19,870,000, an unfunded actuarial accrued liability payment of \$52,258,000, and debt service costs on the pension obligation notes of \$34,110,430. The decrease is driven by a \$2.4 million decrease in the unfunded liability as outlined in reports contained in [File No. 22-728](#).

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, Agency 114, Retirement Plan Services (RPS) section. The 2023 Recommended Budget includes \$1,225,170 in expenses related to the operation of the pension plan, including 17 FTE staff to serve approximately 20,000 members with County retirement benefits.

Beginning in 2011 with [2011 Wisconsin Act 10](#), 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 2023, the employee pension contribution rates for general employees remain at 6.1 percent of salary. Public safety employees' contribution rates are subject to collective bargaining but are estimated to decrease to 9.8 percent from 9.9 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 2023 Recommended Budget for Litigation Reserve is budgeted at \$186,362 consistent with 2022 funding. The Litigation Reserve is used to fund unanticipated litigation costs and is managed by the Office of Corporation Counsel.

### 1972 – CENTRAL SALARY COSTS

The Recommended Budget includes funding in this non-departmental account Org. Unit 194-1972 Central Salary Costs, formerly Wages and Benefits Modification. This account holds \$3,713,129, for employee salary adjustments to be recommended by the Department of Human Resources in 2023 based on the results of a compensation study. County Board approval to release these funds will be required after the compensation study has been presented and reviewed.

This non-departmental account also includes a county-wide vacancy and turnover amount of \$1 million, which is a reduction of \$1.6 million from the \$2.6 million budgeted in this account in 2022. 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. It should be noted that vacancy and turnover is also budgeted in many departmental accounts. Overall, "V&T" is budgeted at \$24.3 million, or approximately \$1 million more than the amount in 2022. This reduction provides funding for 91 percent of authorized and funded positions. In 2022, 91.2 percent of salaries were funded across the county. It should be noted that V&T varies by department and must be managed to stay within net salary appropriations.

The net effect is this non-departmental account has a tax levy of \$2,713,129. 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.

In 2022, departmental accounts were provided funds for a two percent wage increase beginning in April. Due to inflationary pressures, and a desire to retain staff, an additional two percent wage increase for most employees was [authorized](#) to begin in August 2022. In addition, one-time lump sum bonus payments for most employees were [authorized](#) by policymakers and paid in September 2022.

It should be noted that the Recommended Budget includes a two percent general increase for employees not represented by a collective bargaining unit. This increase, effective Pay Period 8, beginning April 2, 2023, provides approximately \$3.4 million in departmental salary accounts. No monies have been provided to departmental accounts for "step increases" as fiscal constraints and a preference by the Administration to implement a different type of compensation model have left it unfunded. It is expected that the compensation study being developed by Human Resources will resolve this issue by moving away from fixed pay steps and to pay ranges as outlined in [File No. 22-842](#). The chart below highlights "new" monies to wage increases in the 2023 Recommended Budget. It also includes new funds to annualize wage increases provided in 2022.

Funds for Salary Increases in 2023 Recommended Budget	
Item	New Funds
<i>Raises Provided in 2022:</i>	
Additional funds to cover 2% raise granted 4/3/2022	\$3.4M
Additional funds to cover 2% raise granted 8/21/2022	\$2.0M *
<i>Sub Total:</i>	\$5.4M
<i>Compensation Increases Scheduled for 2023:</i>	
Funding for 2% raise scheduled 4/2/2023	\$3.4M
<i>Sub Total:</i>	\$3.4M
<i>Other Salary Appropriations:</i>	
Central Equity Funding	\$2.7M
Salary Adjustments Budgeted in Departments (Parks \$216K, OEM \$110K + Misc.)	\$0.5M
<i>Sub Total:</i>	\$3.2M
<i>New Funding for Salary Increases Total:</i>	\$12.0M
* \$4.5M is included for full-year funding of 2% raise. 2022 Budget used \$2.5M of funding available in Org. 1972.	

## 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 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. SEWRPC has the statutory authority to levy up to 0.00300 percent of the region's equalized assessed value but presently levies 0.00101 percent in 2023. As there is some lag between when assessed value is calculated and when taxes are levied, the SEWRPC levy is based on 2021 values. This statutory requirement is not exempt from the statutory levy limit and the County Board of Supervisors has previously sought to have SEWRPC dues exempted from statutory levy limits in [File No. 20-611](#).

Milwaukee County's dues to SEWRPC for 2023 increase by \$7,700 to \$782,840, roughly equal to 2020 dues. Prior to 2023, Milwaukee County's dues had not increased since 2008 due to a years-long trend of assessed property value growing more slowly in Milwaukee County than in other SEWRPC member counties. In other words, Milwaukee County's percentage of the whole region's total property value has generally been waning but grew slightly faster than the region as a whole in 2021.

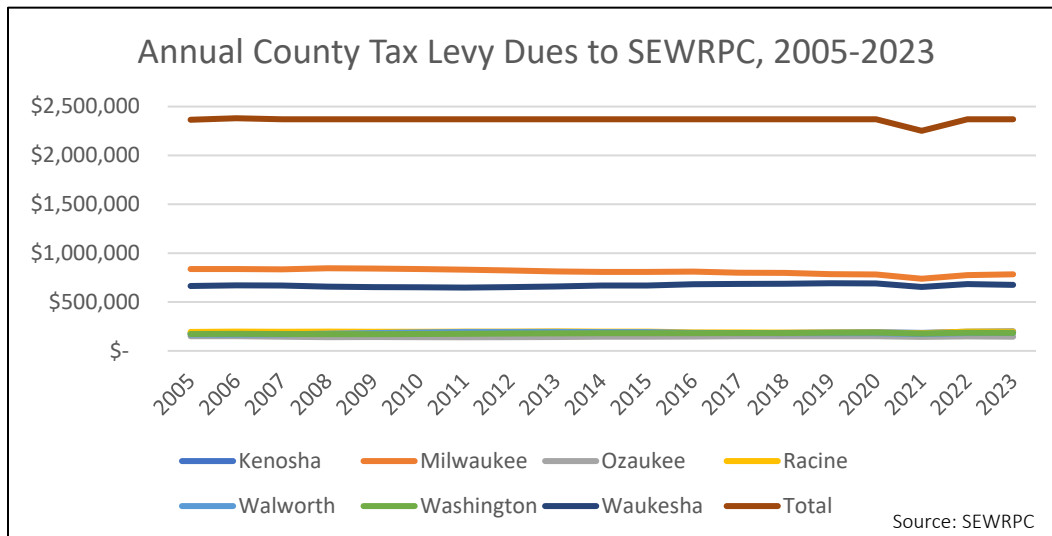
SEWRPC funding is approved through a separate file and not directly in the Adopted Budget. [File No. 22-904](#) will be scheduled for approval concurrently with the 2023 Adopted Budget.

A decline in 2021 was due to SEWRPC temporarily lowering its overall tax levy for 2021 due to the uncertainty around the COVID-19 pandemic. Its levy returned to the pre-pandemic level in 2022. Otherwise, SEWRPC's tax levy on its members has remained at \$2,370,245 since 2007.

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

- 1) [North-South Transit Enhancement](#) Feasibility Study for 27th Street
- 2) Milwaukee County Parks [Long-Range Park and Open Space Plan \(File No. 22-132\)](#)
- 3) Technical services for the County's Independent Redistricting Committee (IRC) and later the County Board; after the Board rejected the IRC's recommendations to directly re-draw the maps during the 2021 redistricting process (File Nos. [HRA-21-307](#), [21-898](#), [21-955](#), [21-972](#), & [21-994](#))
- 4) The East-West Bus Rapid Transit ([BRT](#))
- 5) [VISION 2050](#), the area's regional land use and transportation plan
- 6) The Comprehensive Economic Development Strategy for southeastern Wisconsin approved in [File No. 21-607](#)
- 7) County Park and Open Space [Planning](#)
- 8) [Coastal Management](#) Guidelines
- 9) Milwaukee [Aerotropolis Planning](#)

Annual Tax Levy Dues by County to SEWRPC, 2016-2023								
	Kenosha	Milwaukee	Ozaukee	Racine	Walworth	Washington	Waukesha	Total
2016	\$175,105	\$810,779	\$147,315	\$189,615	\$184,830	\$180,705	\$681,905	\$2,370,245
2017	\$180,030	\$799,775	\$149,850	\$189,805	\$182,685	\$182,585	\$685,515	\$2,370,245
2018	\$184,210	\$797,755	\$149,855	\$187,540	\$180,505	\$183,175	\$687,205	\$2,370,245
2019	\$187,330	\$785,015	\$150,015	\$187,845	\$180,960	\$186,805	\$692,275	\$2,370,345
2020	\$190,715	\$782,635	\$150,255	\$187,805	\$181,215	\$186,960	\$690,660	\$2,370,245
2021	\$184,980	\$738,310	\$142,830	\$181,070	\$172,620	\$177,555	\$654,370	\$2,251,735
2022	\$196,395	\$775,140	\$148,650	\$196,745	\$182,920	\$185,940	\$684,455	\$2,370,245
2023	\$199,970	\$782,840	\$144,735	\$198,285	\$183,800	\$185,175	\$675,440	\$2,370,245



# SECTION 4

## CAPITAL IMPROVEMENTS

# HIGHWAYS (WH)

## RIGHT-OF-WAY ACQUISITION & TAX BASE

Multiple highway projects in the 2023 Recommended Capital Budget for 2023 or in future years call for “right-of-way acquisition,” meaning more land may be removed from the property tax base, the primary source of local revenue. More rights-of-way may also increase long-term maintenance costs. While small, multiple projects can add up over time. Up to \$160,000 of land may be removed from the tax base in 2023, and up to \$2.705 million in future years under the 2023 Recommended Budget.

### WH010201 **SOUTH 76TH STREET BRIDGE OVER WEST FOREST HOME AVENUE**

Expenditure: \$150,000  
Revenue Reimbursement: \$120,000 in federal funds  
Net County Commitment: \$30,000 in general obligation bonds

Planning and design phase to rehabilitate depreciated bridge with a rating of 76/100. Bridge is described as “functionally obsolete” meaning lane or shoulder widths, or vertical clearance does not sufficiently serve traffic demand. It may also mean the bridge may not be able to handle occasional flooding. Construction work is anticipated for 2025.

### WH011101 **RECONDITION WEST FOREST HOME AVENUE (COUNTY TRUNK HIGHWAY OO), HIGH VIEW DRIVE TO SOUTH NORTH CAPE - ROW**

Expenditure: \$5,200,000  
Revenue Reimbursement: \$1,514,996 in State funds (expiring June 2025)  
Net County Commitment: \$3,685,004 in general obligation bonds

This is the construction phase for design work done in 2022. The aim is to improve pavement, shoulders, and drainage.

This project includes \$150,000 for right-of-way acquisition, meaning more land may be removed from the property tax base, the primary source of local revenue. While small, multiple projects can add up over time.

### WH011701 **TRAFFIC SIGNALS FOR COUNTY TRUNK HIGHWAY PP (GOOD HOPE ROAD), 99<sup>TH</sup> STREET TO 60<sup>TH</sup> STREET**

Expenditure: \$709,100  
Revenue Reimbursement: \$633,605 in State funds  
Net County Commitment: \$75,495 in general obligation bonds

This is the construction phase of design work begun in 2022. The project will install overhead traffic signals at five intersections and remove signal poles which have been struck by motorists.

This project includes \$10,000 for right-of-way acquisition, meaning more land may be removed from the property tax base, the primary source of local revenue. While small, multiple projects can add up over time.

WH024701

**RECONSTRUCT WEST RAWSON AVENUE (COUNTY TRUNK HIGHWAY BB) – SOUTH 13TH STREET TO SOUTH HOWELL AVENUE**

Expenditure: \$275,000  
Revenue Reimbursement: \$220,000  
Net County Commitment: \$55,000 in general obligation bonds

This continues the design phase of work begun in 2022 to eventually reconstruct the roadway cited in the title. It includes features for cyclists and pedestrians.

In a future year, this project includes \$285,000 for right-of-way acquisition, meaning more land may be removed from the property tax base, the primary source of local revenue. While small, multiple projects can add up over time.

WH024801

**TRAFFIC SIGNAL IMPROVEMENTS ON WEST SILVER SPRING DRIVE FROM 124<sup>TH</sup> STREET TO 91<sup>ST</sup> STREET**

Expenditure: \$275,500  
Revenue Reimbursement: \$220,400 in federal funds  
Net County Commitment: \$55,100 in sales tax receipts

This project will have traffic signals coordinate their timing within the project area with the intended effect to mitigate congestion and improve air quality by having cars loiter less.

WH025001

**REHABILITATE EAST MASON STREET BRIDGE TO LINCOLN MEMORIAL DRIVE, B-40-0524**

Expenditure: \$150,000  
Revenue Reimbursement: \$120,000 in federal funds  
Net County Commitment: \$30,000 in general obligation bonds

This is the planning and design phase to rehabilitate this depreciated bridge with a rating of 69.9/100. Bridge is described as “structurally deficient” due to deterioration in its concrete and. Construction work is anticipated for 2025.

WH026001

**RECONSTRUCT SOUTH 76<sup>TH</sup> STREET (COUNTY TRUNK HIGHWAY U), SOUTH COUNTY LINE ROAD TO SOUTH CREEK VIEW COURT**

Expenditure: \$400,000  
Revenue Reimbursement: \$0  
Net County Commitment: \$400,000 in general obligation bonds

This is the planning and design phase to reconstruct this 1.5 mile roadway segment which may include pedestrian and cyclist additions. The State will eventually reimburse up to \$1,467,167 of the estimated \$7,032,833 cost.

In a future year, this project includes \$480,000 for right-of-way acquisition, meaning more land may be removed from the property tax base, the primary source of local revenue. While small, multiple projects can add up over time.

WH026201

**RECONSTRUCT NORTH TEUTONIA AVENUE (COUNTY TRUNK HIGHWAY D), 43<sup>RD</sup> STREET TO WEST BRADLEY ROAD**

Expenditure: \$400,000  
Revenue Reimbursement: \$0  
Net County Commitment: \$400,000 in general obligation bonds

This is the planning and design phase to reconstruct this 0.7 mile roadway segment which may include pedestrian and cyclist additions. The State will eventually reimburse up to \$2,631,332 of the estimated \$3,868,668 cost.

In a future year, this project includes \$540,000 for right-of-way acquisition, meaning more land may be removed from the property tax base, the primary source of local revenue. While small, multiple projects can add up over time.

WH026301

**RECONSTRUCT WEST BELOIT ROAD (COUNTY TRUNK HIGHWAY T), 108<sup>TH</sup> STREET TO WEST OKLAHOMA AVENUE**

Expenditure: \$350,000  
Revenue Reimbursement: \$0  
Net County Commitment: \$350,000 in general obligation bonds

This is the planning and design phase to reconstruct this 0.7-mile roadway segment which may include pedestrian and cyclist additions. The State will eventually reimburse up to \$1,518,814 of the estimated \$5,750,000 cost.

In a future year, this project includes \$300,000 for right-of-way acquisition, meaning more land may be removed from the property tax base, the primary source of local revenue. While small, multiple projects can add up over time.

WH026401

**SIGNAL AT INTERSECTION OF COLLEGE AVENUE AT SOUTH 13<sup>TH</sup> STREET**

Expenditure: \$385,000  
Revenue Reimbursement: \$346,500  
Net County Commitment: \$38,500 in general obligation bonds

This project would begin the planning and design of to shift medians and left-turn lanes, and flashing yellow left-turn signals, all to improve safety and comprehension by mitigating left-turn crashes.

WH026501

**RECONSTRUCT WEST COLLEGE AVENUE (COUNTY TRUNK HIGHWAY ZZ), 26<sup>TH</sup> STREET TO WEST HOWELL AVENUE**

Expenditure: \$500,000  
Revenue Reimbursement: \$400,000 in federal funds  
Net County Commitment: \$100,000 in general obligation bonds

This is the planning and design phase to reconstruct this 1.5 mile roadway segment which may include pedestrian and cyclist additions. The federal government will likely reimburse up to \$6.4 million of the estimated \$8 million cost.

In a future year, this project includes \$100,000 for right-of-way acquisition, meaning more land may be removed from the property tax base, the primary source of local revenue. While small, multiple projects can add up over time.

WH26601

**RECONSTRUCT WEST FOREST HOME AVENUE (COUNTY TRUNK HIGHWAY OO), WEST SPEEDWAY DRIVE TO 108<sup>TH</sup> STREET**

Expenditure: \$350,000

Revenue Reimbursement: \$280,000 in federal funds

Net County Commitment: \$70,000 in general obligation bonds

This is the planning and design phase to reconstruct this 0.7 mile roadway segment which may include pedestrian and cyclist additions. The federal government will likely reimburse up to \$4.48 million of the estimated \$5.6 million cost.

In a future year, this project includes \$200,000 for right-of-way acquisition, meaning more land may be removed from the property tax base, the primary source of local revenue. While small, multiple projects can add up over time.

WH026701

**RECONSTRUCT WEST SILVER SPRING DRIVE (COUNTY TRUNK HIGHWAY E), 124<sup>TH</sup> STREET TO WEST APPLETON AVENUE (STATE TRUNK HIGHWAY 175)**

Expenditure: \$400,000

Revenue Reimbursement: \$320,000 in federal funds

Net County Commitment: \$80,000 in general obligation bonds

This is the planning and design phase to reconstruct this 1.3-mile roadway segment which may include pedestrian and cyclist additions. The federal government will likely reimburse up to \$8.92 million of the estimated \$11.15 million cost.

In a future year, this project includes \$500,000 for right-of-way acquisition, meaning more land may be removed from the property tax base, the primary source of local revenue. While small, multiple projects can add up over time.

WH026801

**RECONSTRUCT SOUTH 76<sup>TH</sup> STREET (COUNTY TRUNK HIGHWAY U), WEST LAYTON AVENUE TO WEST HOWARD AVENUE**

Expenditure: \$400,000

Revenue Reimbursement: \$320,000 in federal funds

Net County Commitment: \$80,000 in general obligation bonds

This is the planning and design phase to reconstruct this 1-mile roadway segment which may include pedestrian and cyclist additions. The federal government will likely reimburse up to \$6.68 million of the estimated \$8.35 million cost.



In a future year, this project includes \$300,000 for right-of-way acquisition, meaning more land may be removed from the property tax base, the primary source of local revenue. While small, multiple projects can add up over time.

## MASS TRANSIT (WT)

### WT011101 **CONCRETE YARD REPLACEMENT AT THE KINNICKINNIC (KK) GARAGE SITE**

Expenditure: \$1,310,653

Revenue Reimbursement: \$0

Net County Commitment: \$1,310,653 in general obligation bonds

This is the construction phase of a project begun in 2020. Paving at the KK Garage is more than 30 years old and may not be able to support the additional weight of the significantly heavier battery-electric buses MCTS is procuring. Furthermore, MCTS reports the deteriorated pavement is a safety hazard during winter freezes.

### WT015101 **BUILDING AUTOMATION SYSTEM, HVAC SYSTEM UPGRADES**

Expenditure: \$616,770

Revenue Reimbursement: \$0

Net County Commitment: \$616,770 in sales tax receipts

The HVAC system in the Kinnickinnic (KK) Garage, the Niagara building automaton system (BAS) is obsolete and no longer supported by the manufacturer. This project would install the current Niagara BAS and associated equipment at the KK Garage. The new system will allow remote monitoring and proper facility temperature maintenance, reducing labor requirements, and ensuring employee comfort proper temperatures.

### WT015401 **BUS REPLACEMENT – 30 CLEAN DIESEL BUSES**

Expenditure: \$18,045,000

Revenue Reimbursement: \$14,400,000 in federal formula appropriations

Net County Commitment: \$3,645,000 in general obligation bonds

This project would purchase 30 clean diesel buses to work toward replacing dozens of buses which are at or near the end of their useful lives.

## 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 2015-2023 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 2015-2023 GMIA master lease agreement, extended through 2023 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.

WA029501

## GMIA PARKING STRUCTURE EXPANSION JOINT REPLACEMENT

Expenditure: \$700,000

Revenue Reimbursement: \$0

Net County Commitment: \$700,000 in Airport reserve funds

This is the construction phase of an Airport project whose planning work began in 2022 to continue replacing parking garage expansion joints from iterations in 2018 and 2020. Parking is a major revenue source at the airport.

- WA038301      **MWC (TIMMERMAN) MAKE-UP AIR UNITS**

Expenditure: \$90,790  
 Revenue Reimbursement: \$0  
 Net County Commitment: \$90,790 in Airport reserve funds

This is the design phase of a project which would replace two exhaust/make up air units at Timmerman’s maintenance garage. The units are at the end of their useful lives.
- WA040401      **MKE (MITCHELL) CONCOURSE D ROOF REPLACEMENT**

Expenditure: \$599,990  
 Revenue Reimbursement: \$0  
 Net County Commitment: \$599,990 = 150,000 in Airport reserve funds + \$449,990 in PFC-backed revenue bonds

A 2017 inspection determined the roof of this 1990-1991 Airport segment to be in poor condition and recommended replacement within two years. This is the design phase of the terminal’s partial roof replacement.
- WA040601      **MKE (MITCHELL) DECOMMISSION RUNWAY 13-31 EA ONLY**

Expenditure: \$300,000  
 Revenue Reimbursement: \$0  
 Net County Commitment: \$300,000 in Airport reserve funds

This is the environmental assessment and beginning phase of decommissioning Runway 13/31 and will be performed pursuant to Federal Aviation Administration and National Environmental Policy Act (NEPA) requirements. Design work is anticipated to occur in 2024 and construction in 2026. This project may merge with removal of Taxiways G and U in the future to address all north airfield needs economically.
- WA040801      **MKE (MITCHELL) MASTER DRAINAGE AND STORMWATER STUDY**

Expenditure: \$1,048,060  
 Revenue Reimbursement: \$786,045 in federal funds + \$131,007 in State funds  
 Net County Commitment: \$131,008 in PFC funds

This project will complete review of current stormwater infrastructure and create a stormwater management plan for the entire Airport property. Stormwater assessment began in Capital Project WA251.
- WA040901      **MKE (MITCHELL) OBSTRUCTION REMOVAL (2023)**

Expenditure: \$56,160  
 Revenue Reimbursement: \$0  
 Net County Commitment: \$56,160 in Airport reserve funds

This project will survey and document objects posing as obstructions of air operations at Mitchell Airport. Removal of documented objects is slated for 2024.

WA041201 **MKE (MITCHELL) PASSENGER LOADING BRIDGE REPLACEMENT**

Expenditure: \$4,297,140  
Revenue Reimbursement: \$0  
Net County Commitment: \$4,297,140 in Airport reserve funds

This project would replace passenger loading bridges D41, D43, and D46, all of which are at the end of their useful lives and prone to breakdown. The bridges were installed in 1990 with an expected life of 20 years, which occurred in 2010.

WA041501 **MKE (MITCHELL) REHABILITATE TAXIWAY A3 SOUTH OF RUNWAY 7R**

Expenditure: \$270,230  
Revenue Reimbursement: \$33,779 in State funds  
Net County Commitment: \$33,779 in PFC-backed revenue bonds

This is the planning and design phase to rehabilitate this section of runway at Mitchell Airport. Construction work is anticipated for 2024.

WA041601 **MKE (MITCHELL) REHABILITATION OF TAXIWAY C**

Expenditure: \$1,551,380  
Revenue Reimbursement: \$1,163,535 in federal funds + \$193,923 in State funds  
Net County Commitment: \$193,922 in general obligation bonds

This project will rehabilitate Taxiway C, north of the West Ramp, at Mitchell Airport, ensuring a smooth surface.

WA041801 **MKE (MITCHELL) REHABILITATE TAXIWAY W, RUNWAY 1R-19L, SOUTH OF TAXIWAY W; & TAXIWAY SOUTH, EAST OF 1L; & THE CONVERSION OF RUNWAY 1R/19 SOUTH OF TAXIWAY W INTO A TAXIWAY**

Expenditure: \$\$1,046,950  
Revenue Reimbursement: \$785,212 in federal funds + \$130,869 in State funds  
Net County Commitment: \$130,869 in PFC revenue

This is the planning and design phase to perform the rehabilitation and conversion of the runways and taxiways named in the title. Particular attention will be paid to maintain access for the 128<sup>th</sup> Wisconsin Air National Guard.

WA042101 **MKE (MITCHELL) REMOVE RUNWAY 1R/19L (NORTH OF TAXIWAY W)**

Expenditure: \$729,600  
Revenue Reimbursement: \$547,200 in federal funds + \$91,200 in State funds

Net County Commitment: \$91,200 in PFC revenue

This is the planning and design phase for removing this runway and associated infrastructure including but not limited to drainage, signage, and markings.

WA042201

### **MKE (MITCHELL) REMOVE TAXIWAY A1 BETWEEN TAXIWAYS A AND B**

Expenditure: \$114,900

Revenue Reimbursement: \$86,175 in federal funds + \$14,362 in State funds

Net County Commitment: \$14,363 in Airport reserve funds

This is the planning and design phase to remove the segment of taxiway described in the title. Removal work is anticipated for 2024.

WA042301

### **MKE (MITCHELL) TAXIWAY F1 REMOVAL**

Expenditure: \$331,690

Revenue Reimbursement: \$248,766 in federal funds + \$41,461 in State funds

Net County Commitment: \$41,463 in PFC revenue

This project will remove Taxiway F1. Planning work is underway and scheduled to be completed by year's end.

WA042401

### **MKE (MITCHELL) TAXIWAY F2 REMOVAL**

Expenditure: \$153,930

Revenue Reimbursement: \$115,447 in federal funds + \$19,241 in State funds

Net County Commitment: \$19,242 in PFC revenue

This project will remove Taxiway F2. Planning work is underway and scheduled to be completed by year's end.

## **ENVIRONMENTAL SERVICES (WV)**

WV004301

### **OAKWOOD LIFT STATION UPGRADE**

Expenditure: \$1,010,963

Revenue Reimbursement: \$0

Net County Commitment: \$1,010,963 in general obligation bonds

This project will replace the sanitary lift station at the Oakwood Park Golf Course that was installed in 1976. This project should be substantially completed by the end of 2024. It is important to replace the lift station prior to failure to avoid a discontinuation of sanitary services and closure of facilities. The planning and design of the replacement was funded in the 2021 Adopted Capital Budget. The project is scheduled to begin Q2 2023 and be substantially complete by the end of 2024.

WV005801

### **COUNTY-WIDE SANITARY SEWERS REPAIRS – 2023**

Expenditure: \$174,731  
 Revenue Reimbursement: \$0  
 Net County Commitment: \$174,731 in sales tax

After receiving a Notice of Violation in 2004 from the WDNR, Milwaukee County entered a settlement agreement to improve upon the condition of the sanitary sewer facilities in the county to minimize the inflow and infiltration of clear water into the sanitary sewer system, reducing the possibility of sewer backups and overflows. Approximately 20% of the County’s sanitary sewer system is inspected annually to comply with the requirement that the system be inspected every 5 years. These funds will support the sewer field inspections and begin correcting deficiencies identified from the 2021/2022 inspections.

## 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

### WP032001 **NORTH POINT PARKING LOT**

Expenditure: \$5,496,534  
 Revenue Reimbursement: \$0  
 Net County Commitment: \$5,496,534 in general obligation bonds.

This site was subject to a storm disaster in 2020 that damaged the shoreline armoring on the edge of the site. The pavement rating is 30/100 and the storm sewer system has collapsed in locations causing localized flooding of the parking lot during wet weather. The lot serves Bradford Beach, North Point Concessions Stand, and the Lakefront. This project includes a new surface lot with improved internal circulation,

lighting replacement, stormwater management, and lake path improvements with an overlook. Planning and Design was completed after a 2020 Adopted Capital Budget allocation. Construction should be substantially completed by the end of 2023.

WP037201 **MCKINLEY PARK FLUSHING CHANNEL**

Expenditure: \$5,573,376

Revenue Reimbursement: \$0

Net County Commitment: \$5,573,376 in general obligation bonds.

This project repairs the flushing channel east of Lincoln Memorial Drive and within McKinley Park. The aging wall is showing signs of dry rot with voids intermittently appearing behind the wall causing safety hazards. The 2020 Capital Budget included the planning and design, this second phase will include removal of the deteriorated timber crib walls and concrete parapet walls, install steel sheet pile seawall and cap the walls with a concrete walk and railing. 884 feet of seawall in the flushing channel will also be replaced.

WP069501 **WASHINGTON PARK BRIDGE REPLACEMENTS**

Expenditure: \$1,254,698

Revenue Reimbursement: \$0

Net County Commitment: \$1,254,698 in general obligation bonds.

A 2016 inspection of the two concrete lagoon bridges resulted in a recommendation for replacement. The scope of work includes construction for replacement of two pedestrian bridges as well as the (highly degraded) connecting asphalt walkway between the bridges. Additional work includes lighting, bollards, and approach asphalt walkway. Substantial completion expected by the end of 2023.

WP071301 **KINNICKINNIC RIVER PARKWAY 43RD TO 51ST**

Expenditure: \$1,553,120

Revenue Reimbursement: \$0

Net County Commitment: \$1,553,120 in general obligation bonds.

A design project for the reconstruction of this segment of parkway was funded in the 2017 Budget but had been paused in order to determine whether this segment of the river watershed would be impacted by planned MMSD flood work. Once confirmed this section of road would not be impacted by the MMSD project, design was completed. This phase scope of work includes construction for curb and gutter, pavement, traffic control measures, and storm water management. Substantial completion is anticipated by the 3<sup>rd</sup> quarter of 2023.

WP074801 **OAK LEAF TRAIL CONNECTIVITY – BENDER PARK**

Expenditure: \$224,510

Revenue Reimbursement: \$0

Net County Commitment: \$224,510 in general obligation bonds.

This trail would become part of the regional Oak Leaf Trail system. This project provides the planning and design for 9,810 feet of 10' wide paved asphalt trail spanning the length of Bender Park along the Lake Michigan Shoreline in the City of Oak Creek. In 2020, Parks was awarded \$1,306,400 in CMAQ funding for this project which requires

a 20% match. The capital funding provided in this project contributes towards the 20% match, but an additional appropriation of \$225,550 would be needed in 2024 to complete the project and fulfill the grant's match requirement.

WP074901 **OAK LEAF TRAIL EXTENSION – KOHL PARK CONNECTION**

Expenditure: \$ 336,010

Revenue Reimbursement: \$0

Net County Commitment: \$336,010 in general obligation bonds

This allocation provides for the planning and design of 2.36 miles of a 10' wide paved asphalt trail through Kohl Park, connecting this Oak Leaf Trail Kohl Park segment to the Menomonee River Line. In 2020, Parks was awarded \$1,972,800 in CMAQ funding which requires a 20% match. The capital funding provided in this project for planning & design contributes towards the 20% match requirement, but an additional appropriation in 2024 of \$320,160 would be necessary to complete this project and fulfill the grant's match requirement.

## ZOO (WZ)

WZ017601 **ZOO AVIARY AIR CONDITIONING – DESIGN**

Expenditure: \$1,647,950

Revenue Reimbursement: \$0

Net County Commitment: \$1,647,950 in general obligation bonds

One of the two Aviary AC units failed and is unrepairable and the second unit needs repair often. These units are critical to the animal collection climate control. The 2020 budget included an appropriation for design and construction. The 2023 appropriation is for additional funding required to cover higher than anticipated construction costs.

## COURTHOUSE COMPLEX/Grounds (WC/WG)

WC020901 **Forensic Science Center – Phase 2**

Expenditure: \$112,899,560

Revenue Reimbursement: \$40,000,000 in federal ARPA dollars

Net County Commitment: \$72,899,560 = \$62,899,560 in general obligation bonds + \$10,000,000 from the debt service reserve

This project is the construction phase of the long-awaited Forensic Science Center whose planning and design has been ongoing since 2019. For more detailed information, see Section One of the Overview of the 2023 Recommended Budget.

WC021701 **Courthouse Complex Façade Inspection & Repair Phase 3**

Expenditure: \$2,585,526

Revenue Reimbursement: \$0

Net County Commitment: \$2,585,526 in sales tax



A 2016 façade inspection report detailed the extent of required repairs and recommended a phased approach. This third phase includes areas noted to have moderate stone deterioration on the southern third of the east elevation, the south elevation, and three entrances on the east elevation. The recommended scope includes repair and/or replacement of deteriorated stone, replacement of the copper gutter at the sixth-floor cornice on the south elevation and replacement sealant on upward facing joints and window perimeters. The project should be substantially completed by the end of 2023

WC027001 **CJF ELEVATOR MODERNIZATION**

Expenditure: \$2,590,530

Revenue Reimbursement: \$0

Net County Commitment: \$2,590,530 in sales tax

The Criminal Justice Facility (CJF) has four elevators that serve the secure jail occupants' areas exclusively and are prone to frequently breaking down which creates operational emergencies. The project scope includes upgrades to the elevators including all controllers, machine rooms, AC motors, doors and other necessary replacements. This project is scheduled to be substantially completed by Q1 2024.

## INFORMATION MANAGEMENT (WI)

WI020401 **ASSET PROTECTION-REMEDIAION SERVICES – PHASE 2**

Expenditure: \$300,000

Revenue Reimbursement: \$0

Net County Commitment: \$300,000 in sales tax

County technology requires updates to remain current with cybersecurity patches and fixes to maintain a low risk profile. The scope of work involves continued remediation for County infrastructure and applications. The contractors hired by this project will be using the vulnerability management tool to keep track of vulnerabilities they have remediated

## COMMUNITY REINTEGRATION CENTER (WJ)

WJ011201 **HOC ADMIN BUILDING ROOF REPLACEMENT**

Expenditure: \$1,967,132

Revenue Reimbursement:

Net County Commitment: \$1,967,132 in general obligation bonds.

The roof of the Community Reintegration Center Administration building was installed in 1998. The roof is beyond its useful life and has an overall condition rating of a D. The 2020 Adopted Capital Budget included appropriations for planning and designing. The scope of the project consists of a complete tear-off and roof replacement.

## HEALTH AND HUMAN SERVICES (WS)

### WS012601 **YOUTH SERVICES ADMIN RELOCATION AND TENANT IMPROVEMENT**

Expenditure: \$4,649,886

Revenue Reimbursement: \$0

Net County Commitment: \$4,649,886 in general obligation bonds

Funding of \$4,649,886 is budgeted to start the design and construction of the Marcia P. Coggis building and relocate DHHS staff, furniture, and equipment. The projected cost of this project is \$42.2 million ([File No. 22-974](#)), of which \$32.3 million is funded through the America Rescue Plan Act (ARPA) Revenue Loss Recovery, \$5.2 million of existing capital funding, and \$4.6 million capital funding in the 2023 Recommended Budget.

## FLEET (WF)

### WF060001 **COUNTYWIDE VEHICLE AND EQUIPMENT REPLACEMENT 2023**

Expenditure: \$7,201,365

Revenue Reimbursement: \$0

Net County Commitment: \$7,201,365 in general obligation bonds

This project and debt issuance would permit the procurement of 83 vehicles, one mower for Parks, and one mobile aerial lift for the Zoo:

- Office of the Sheriff: Two freeway service trucks, four 4x4 SUVs, six squad cars, 23 sedans, one medic van, one crew van
- Zoo: Two 4x4 pickups
- Parks: Two welder body pickups, two pickup trucks with welder body, one sedan, two aerial trucks, one swap loader truck, one swap loader truck, one pickup truck with a utility body, 17 4x4 pickup trucks with stake body
- MCDOT Fleet: Two sedans
- MCDOT Highway: Eight cone trucks, two patrol trucks, two aerial trucks
- District Attorney: One sedan
- BHD: Two sedans

The priority for all acquisitions is listed as critical. Since the [2010 Adopted Budget](#), departments have paid the cost and interest associated with fleet acquisitions.

## CULTURAL INSTITUTIONS (WU)

### WU020101 **2023 MCPA PHASED ELECTRICAL SERVICES**

Expenditure: \$762,181

Revenue Reimbursement: \$0

Net County Commitment: \$762,181 in general obligation bonds

This project is included under the annual County Capital Support agreement with the Marcus Center (File No. 22-850). The Marcus Center for the Performing Arts (MCPA) electrical distribution is the original from 1969. The scope of work includes phased

renewal of the transformers, distribution gear, main distribution switchboard, unit substations and motor control centers.

## OTHER COUNTY AGENCIES (WO)

### W0052801 **CHARLES ALLIS FAÇADE REPAIR – DESIGN**

Expenditure: \$1,803,086  
Revenue Reimbursement: \$0  
Net Count Commitment: \$1,803,086 in sales tax

This project addresses the need for façade repairs at Charles Allis Villa Terrace. The scope of the project consists of re-construction for nine gable parapets and associated repointing of the façade brick as well as related roof repairs. Approval by the Milwaukee Historic Preservation Commission is required.

### W0016901 **TRAINING ACADEMY ROOF REPLACEMENT**

Expenditure: \$1,851,769  
Revenue Reimbursement: \$0  
Net County Commitment: \$1,851,769 in general obligation bonds

The existing roof system is beyond its useful life and requires replacement. The failing 24,000 ft<sup>2</sup> roof has multiple leaks with temporary patches. An appropriation for the planning and design was provided in the 2021 Adopted Budget. This project should be substantially completed by the end of 2023.

### W0020001 **TRAINING ACADEMY AND PARKING LOT REPLACEMENT**

Expenditure: \$1,940,055  
Revenue Reimbursement: \$0  
Net County Commitment: \$1,940,055 in general obligation bonds

The Sheriff's Training Academy Parking lot is beyond regular maintenance and repair and needs a complete replacement. The 2020 Adopted Capital Budget included an appropriation for planning and design. This lot replacement will include a new surface, curb and gutter, drainage and storm sewers and LED lighting. Construction should begin in early 2023 and be substantially completed by the end of 2023.

# CIC-CEX Comparison Chart

**In CIC Recommended - Not In CEX Recommended**

Item #	REQ DEPT	DEPT RANK	Project Number	Project Name	2023 County Financing	CIC Grading	Financing
7	PARKS	36	WP055001	PARKS DEMOLITIONS - PHASE 1	\$820,387	B2	CASH
8	SHERIFF	2	WR020101	SHERIFF SECURITY EQUIPMENT REPLACEMENT	\$358,660	B2	CASH
9	PARKS	6	WP073901	PARKS BRIDGES - REPAIRS/REPLACEMENT PHASE 2	\$548,880	B3	CASH
12	DAS-FM-FM	5	WC023001	CH COMPLEX FACADE INSPECT & REPAIR-PHASE 4	\$228,001	C1	CASH
13	PARKS	10	WP074101	SCHULZ AQUATIC POOL GRATES	\$72,550	C1	CASH
14	PARKS	30	WP076201	PLAYGROUND RESURFACING - PHASE 3	\$455,231	C1	CASH
15	SHERIFF	4	WR020301	JAIL MAIL SERVER	\$202,750	C1	CASH
16	CAVT	2	WO012401	CHARLES ALLIS WINDOW AND DOOR REPLACEMENT	\$154,230	C2	CASH
17	SHERIFF	10	WR020201	JAIL KEYWATCHER SYSTEM	\$123,117	C2	CASH
18	DAS-FM-FM	8	WS014501	SR CENTERS SECURITY SYSTEMS UPGRADES	\$97,770	C2	CASH
21	PARKS	27	WP067401	UNDERWOOD CREEK PKWY RD RPLCMNT-ROUNABOUT TO	\$285,660	B3	BOND
22	PARKS	15	WP066501	LINCOLN PARKING LOT AND WALKWAY RECONSTRUCTION	\$314,670	B3	BOND
23	PARKS	33	WP075001	BENDER PARK ROADWAY AND DRAINAGE	\$294,970	B3	BOND
24	PARKS	21	WP074201	GREENFIELD PARK ELIMINATE HIGH VOLTAGE	\$131,240	C1	BOND
25	PARKS	25	WP062601	COOL WATERS OVERFLOW PARKING LOT & SERVICE YARD	\$230,617	C1	BOND
27	PARKS	37	WP0761	PARK WALKWAYS - PHASE 1	\$118,340	C2	BOND
28	PARKS	24	WP0757	AC HANSON PLAYGROUND REPLACEMENT	\$624,577	C2	BOND
29	PARKS	8	WP070501	COOL WATERS HEATERS	\$135,969	C2	BOND
30	PARKS	14	WP051701	NOYES PARK HARD SURFACES	\$152,120	C2	BOND
31	DOT-TRANSIT	9	WT015701	BOILERS AND BOILER PUMPS AT KK GARAGE	\$54,740	C2	BOND
33	PARKS	28	WP074301	CUPERTINO LMD TRAIL CONVERSION	\$28,210	D1	BOND
40	DAS-FM-FM	2	WS014301-05	SR CENTERS BACK UP POWER GENERATOR	\$64,320	C1	BOND
43	PARKS	23	WP0753	LYONS PLAYGROUND REPLACEMENT	\$624,577	C2	BOND
46	PARKS	22	WP0752	SIMMONS BASEBALL & SOFTBALL FIELDS LIGHTING	\$185,700	C2	BOND
<b>Total</b>					<b>\$6,307,286</b>		

**Not In CIC Recommended - In CEX Recommended**

Item #	REQ DEPT	DEPT RANK	Project Number	Project Name	2023 County Financing	CIC Grading	Financing
37	DHHS	1	WS012601	Youth Services Admin Relocation and Tenant Imprv	\$4,649,886	--	BOND
<b>Total</b>					<b>\$4,649,886</b>		

**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
39	DOT-FLEET	1	WF060001	COUNTYWIDE VEHICLE AND EQUIPMENT REPLACEMENT-2023	\$7,201,365	\$8,072,365	(\$871,000)	C1	BOND
35	DAS-FM-FM	17	WC020901	FORENSIC SCIENCE CENTER-PHASE 2	\$62,899,560	\$28,793,994	\$34,105,566	C1	BOND
35	DAS-FM-FM	17	WC020901	FORENSIC SCIENCE CENTER-PHASE 2	\$10,000,000		\$10,000,000	C1	CASH
<b>Total</b>					<b>\$80,100,925</b>	<b>\$36,866,359</b>	<b>\$43,234,566</b>		

2022 Appropriation Transfer for 2023 Request								
Item #	REQ DEPT	DEPT RANK	Project Number	Project Name	Requested	Appropriation Transfer	Change	Financing
11	DAS-FM-EE	3	WV005701	LAKE MICHIGAN BLUFF REPAIRS <sup>1</sup>	\$267,850	\$267,850	\$0	CASH
22	PARKS	18	WP056301	FUEL INVENTORY MANAGEMENT SYSTEM <sup>1</sup>	\$695,047	\$695,047	\$0	CASH
23	EMERGENCY M	2	WO033901	TORNADO SIRENS <sup>1</sup>	\$1,665,283	\$1,665,283	\$0	CASH
25	DAS-FM-FM	7	WS014601	CLINTON ROSE FAÇADE UPGRADE <sup>1</sup>	\$257,320	\$1,998,720	\$1,741,400	CASH
27	DAS-FM-FM	12	WS011101	WILSON SENIOR CENTER ACCESS LIGHTING <sup>1</sup>	\$232,380	\$232,380	\$0	CASH
28	DAS-FM-FM	13	WS011601	WASHINGTON SENIOR CENTER ACCESS LIGHTING <sup>1</sup>	\$244,627	\$244,627	\$0	CASH
30	DAS-FM-FM	9	WS011201	CLINTON ROSE CENTER MULTIPURPOSE RM FIRE SEPARATION <sup>1</sup>	\$83,794	\$478,519	\$394,725	CASH
31	DAS-IMSD	6	WI020801	WIRELESS INFRASTRCTR COUNTY BUILDINGS - PHASE 2 <sup>1</sup>	\$250,000	\$250,000	\$0	CASH
40	EMERGENCY M	1	WQ020101	800 MHZ MICROWAVE BACKHAUL REPLACEMENT <sup>1</sup>	\$3,588,433	\$3,588,433	\$0	CASH
43	DAS-FM-FM	6	WC022801	CH COMPLEX SECURITY TECHNOLOGY (PER 2021 SEC ASSESS) <sup>1</sup>	\$3,180,605	\$3,180,605	\$0	CASH
46	DAS-IMSD	5	WI020201	END USER DEVICE LIFECYCLE - PHASE 1 <sup>1</sup>	\$1,400,000	\$1,400,000	\$0	CASH
57	DOT-TRNS SRV	1	WH025901	MCDOT TRANS SERV LAPHAM OFFICE RELOCATION <sup>1</sup>	\$830,950	\$830,950	\$0	CASH
44	DAS-IMSD	1	WO054701	ENTERPRISE DATA & ANALYTICS-PHASE 1 <sup>1</sup>	\$965,000	\$965,000	\$0	CASH
49	EMERGENCY M	4	WO030401	COUNTYWIDE EMERGENCY MEDICAL DISPATCH <sup>1</sup>	\$226,609	\$226,609	\$0	CASH
54	HOC	2	WJ011401	HOC SAN FOR CRITICAL VIDEO STORAGE CAPACITY <sup>1</sup>	\$406,648	\$406,648	\$0	CASH
60	DAS-IMSD	4	WI020101	HR BENEFITS SYSTEM REPLACEMENT <sup>1</sup>	\$560,665	\$560,665	\$0	CASH
19*	ME	1	WO026501	MEDICAL EXAMINER CASE MANAGEMENT SOFTWARE <sup>1</sup>	\$4,962	\$1,154,160	\$1,149,198	CASH
21	PARKS	12	WP0760	MCKINLEY BEACH SAFETY IMPROVEMENTS <sup>2</sup>	\$144,860	\$712,190	\$567,330	CASH
20	MC HIST SCTY	1	WO013401	TRIMBORN FARM BUNKHOUSE RESTORATION <sup>3</sup>	\$220,039	\$220,000	(\$39)	CASH
<b>Total</b>					\$15,225,072	\$19,077,686	\$3,852,614	

1. In August 2022, RResolution File No. 22-977 was approved for the allocation of \$19,395,496 in ARPA funds to finance various capital projects, including \$18,145,496 for projects requested for the 2023 Capital Improvement Budget. (The requested amounts totaled \$14,860,173. The budget amounts for projects WS014601 Clinton Rose Facade Upgrade (\$1,998,720), WS011201 Washington Senior Center Access Lighting (\$478,519) and WO026501 Medical Examiner Case Management Software (\$1,154,160) increased by a combined \$3,285,323 over the requested amounts. In addition \$750,000 was allocated for Project WY062510-Courthouse 7th Floor Remodel and \$500,000 was allocated for Project WY045605-General Aging SR Center Projects.
2. In June 2022, Resolution File. No. 22-761 was approved to allocate \$721,190 from Org Unit 1940-1945, Appropriation for Contingencies to capital project WP076 - McKinley Beach Safety
3. In June 2022, Resolution File. No. 22-696B was approved to allocate \$220,000 from Org Unit 1940-1945, Appropriation for Contingencies to capital project WO013401-TRIMBORN FARM BUNKHOUSE RESTORATION.

Not In CIC Recommended - Not In CEX Recommended							
Item #	REQ DEPT	DEPT RANK	Project Number	Project Name	2023 County Financing	CIC Grading	Financing
13	PARKS	17	WP070601	SOUTH SHORE BREAKWATER - NORTH SEGMENT	\$13,368,112	C2	BOND
24	ZOO	4	WZ019801	ZOOFARI CONFERENCE CENTER RENOVATION	\$355,070	C2	CASH
26	SHERIFF	9	WO016801	TRAINING ACADEMY HVAC-PLUMBING REPLACEMENTS	\$64,867	C2	CASH
29	SHERIFF	6	WO049101	LAKEFRONT CAMERAS & VIDEO ANALYTICS	\$605,981	C2	CASH
32	HOC	3	WJ011601	HOC POWERHOUSE WINDOWS	\$169,250	C2	CASH
33	DAS-FM-FM	3	WS014401	SR CENTERS FIRE PROTECTION SYSTEM UPGRADES	\$42,450	C3	CASH
36	DAS-FM-FM	10	WC027101	COURTHOUSE COMPLEX STEAM TRAPS	\$260,040	D1	CASH
39	PARKS	20	WP054901	PARKS BENDER LAUNCH REPAIR-RECONFIGURATION	\$604,131	D1	CASH
45	PARKS	9	WP0747	PARKS RIPARIAN WALLS - INVENTORY & ASSESSMENT	\$100,390	D2	CASH
56	PARKS	31	WP0758	SPORT FIELD RECONDITIONING - ZABLOCKI	\$341,150	F1	CASH

34	DAS-FM-FM	11	WO056701	RETRO-COMMISSIONING-PHASE II	\$371,228	C3	CASH
35	SHERIFF	5	WO087901	TRAINING ACADEMY SECURITY IMPROVEMENT	\$159,468	C3	CASH
37	EMERGENCY M	3	WQ020201	COUNTYWIDE RADIO PROJECT	\$300,000	D1	CASH
38	DAS-FM-FM	15	WS013301	SR CENTERS RESTROOM ADA REHAB	\$931,111	D1	CASH
38	PARKS	11	WP074001	KOSCIUSKO COMMUNITY CENTER REHABILITATION	\$4,729,110	C1	BOND
41	DAS-FM-FM	14	WS014701-05	SR CENTERS DDC UPGRADES (ALL FACILITIES)	\$209,610	D2	CASH
41	DOT-TRANSIT	3	WT015501	FDL BUS STORAGE AND GARAGE VENTILATION AND EXHAUST	\$271,420	C2	BOND
42	HOC	4	WJ011701	HOC SECURITY SYSTEM UPGRADE	\$324,650	D2	CASH
42	PARKS	16	WP0759	GRANT PARK ROADWAY RECONSTRUCTION (GRA01)	\$525,820	C2	BOND
44	ZOO	2	WZ017401	ZOO FRONT ENTRANCE-ADMISSIONS RECONFIGURATION	\$925,012	C2	BOND
47	DOT-TRANSIT	11	WT011501	LIGHTING IMPROVEMENTS (KK GARAGE)	\$101,539	D3	CASH
47	PARKS	40	WP052301	LAKE PARK STEEL ARCH BRIDGE	\$188,770	C2	BOND
48	DOT-TRNS SRV	16	WH011501	SIGNAL UPGRADES FOR IMPROVED EFFICIENCY-MOBILITY	\$200,000	D3	CASH
48	PARKS	26	WP054001	ROOT RIVER PKWY RECONSTRUCTION-124TH TO CLVLND (WEST)	\$224,277	C2	BOND
49	PARKS	32	WP053901	ROOT RIVER PARKWAY RECONSTRUCTION - LINCOLN TO CLEVELAND (EAST)	\$342,446	C2	BOND
50	PARKS	19	WP057201	PARKS FACILITY ACTION PLAN	\$1,020,582	D3	CASH
50	DOT-FLEET	3	WF055601	FLEET GARAGE EXTENSION	\$732,440	C2	BOND
51	DAS-FM-EE	4	WV004401	MITCHELL PARK LIFT STATION UPGRADE	\$152,770	C3	BOND
51	PARKS	35	WP054301	PARKS ADA INVENTORY AND ASSESSMENT	\$298,961	F1	CASH
52	DAS-FM-FM	16	WO056301	COUNTY ADMINISTRATIVE SPACE RECONFIG - PHASE 1	\$562,758	F1	CASH
52	ZOO	3	WZ019301	ZOO BONOBO SKYLIGHTS	\$279,000	C3	BOND
53	DAS-IMSD	3	WI020601	ENTERPRISE PLATFORM MODERNIZATION - PHASE 4	\$1,123,200	F1 (F2)	CASH
53	DOT-TRANSIT	8	WT015601	LIFTS AT FDL (4)	\$294,890	C3	BOND
54	PARKS	29	WP041301	GREENFIELD PARK SHELTER RR #5 REPLACEMENT	\$536,131	C3	BOND
55	PARKS	34	WP074601	COOPER PARK ASPHALT PAD-PARKING LOT	\$51,060	D1	BOND
55	EMERGENCY M	5	WQ020301	COMMAND CENTRAL AWARE	\$544,090	F1	CASH
58	PARKS	42	WP0756	ZABLOCKI PLAYGROUND REPLACEMENT	\$624,577	D1	BOND
58	SHERIFF	7	WO044901	AUTOMATED LICENSE PLATE READERS	\$254,220	F2	CASH
59	PARKS	43	WP0755	POPUCH PARK PLAYGROUND REPLACEMENT	\$624,577	D1	BOND
59	SHERIFF	8	WO029301	SHERIFF FORECLOSURE SALE & POSTING SOLUTION	\$276,480	F2	CASH
60	PARKS	41	WP0754	JACOBUS PLAYGROUND REPLACEMENT	\$624,577	D1	BOND
62	PARKS	38	WP075101	BROWN DEER TENNIS & PICKLEBALL	\$95,782	D2	BOND
63	DOT-TRANSIT	10	WT015801	REPLACEMENT OF UNDERGROUND FUEL TANKS KK	\$120,690	D3	BOND
64	DOT-FLEET	2	WF055801	FLEET MANAGEMENT ELECTRICAL UPGRADE	\$268,470	D3	BOND
65	DOT-FLEET	5	WF055701	FLEET STORAGE TANK REPLACEMENT - FLEET	\$136,800	F1	BOND
66	DOT-FLEET	4	WF055901	FLEET MANAGEMENT SALLYPORT	\$145,688	F1	BOND
67	ZOO	5	WZ019201	ZOO BONOBO OUTDOOR EXHIBIT	\$398,620	F1	BOND
68	PARKS	13	WP057001	MCKINLEY PARKING LOTS - PHASE 3	\$200,586	F1	BOND
70	PARKS	39	WP046801	SPORTS COMPTX MUA	\$130,856	F2	BOND
				<b>Total</b>	<b>\$35,213,707</b>		