# County of Milwaukee INTEROFFICE MEMO

DATE: February 15, 2013

TO: Supervisor Dimitrijevic, County Board Chairwoman

FROM: Charles Wikenhauser, Director, Milwaukee County Zoo

**SUBJECT:** Capital Improvement Committee Process

#### Issue

Milwaukee County Ordinance 36.04 requires all Departments to submit five-year capital improvement program (Program) requests to their respective standing committees. Standing committees shall then submit Programs along with recommendations to the newly created Capital Improvements Committee (CIC).

#### **Background**

The purpose of the CIC is to develop a Program for the entire County and establish criteria on how each capital project will be evaluated. The ordinance also requires Departments to submit Programs to their respective standing committees, which will then forward their recommendations to the CIC.

#### Request

The Milwaukee County Zoo has evaluated its anticipated maintenance and facility needs. The attached includes the Department's outstanding capital needs, listed in priority order. Requested capital projects assume current operations.

The major items impacting the Zoo for the next ten years will be the Zoo Interchange Project and the implementation of the Zoo's Master Plan. Planning for the Zoo Interchange with WIDOT is ongoing. The 2012 and 2013 capital budgets included a total funding of \$300,000 for a Zoo Master Plan, which is estimated to be completed in August of 2013.

The Master Plan will establish a road map for improving the Zoo's facilities and operations to enhance animal care and exhibition, visitor appeal, and revenue streams and to meet the changing regulatory and accreditation standards. There will be an emphasis on Zoo facilities and areas that were not modified in the 1985 and 1997 plans. This plan will also address the major changes in facilities, infrastructure and traffic patterns that will result from the Zoo Interchange Project.

The attached capital needs presented for the auxiliary parking lot and the master planrelated improvements are only rough approximations. Accurate cost estimates will be available at the completion of the Zoo Interchange and Master Plans.

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Charles Wikenhauser Zoo Director

Cc: Chris Abele, County Executive

Amber Moreen, Chief of Staff, County Executive's Office

Kelly Bablitch, Chief of Staff, County Board

Michael Mayo, Sr., Chair, Transportation, Public Works, and Transit Committee

Willie Johnson, Jr., Co-Chair, Finance Personnel, and Audit Committee

David Cullen, Co-Chair, Finance Personnel, and Audit Committee

TBD, Chair, Capital Improvements Committee

TBD, CEX Appointee #1, Capital Improvements Committee

TBD, CEX Appointee #2, Capital Improvements Committee

Craig Kammholz, Fiscal & Budget Director, DAS

Brian Dranzik, Interim Director, Department of Transportation

Scott Manske, Comptroller

Vince Masterson, Strategic Asset Coordinator, DAS

Chris Lindberg, CIO, IMSD

Laurie Panella, Deputy CIO, IMSD

Pamela Bryant, Capital Finance Manager, Comptroller's Office

Justin Rodriguez, Capital Finance Analyst, Comptroller's Office

Gregory High, Director, AE&ES-FM-DAS

Vera Westphal, Deputy Zoo Director (Administration and Finance)

1	File No.
2	(Journal, )
3	
4 5 6	(ITEM *) A resolution to authorize the attached Five Year Capital Improvements Program for the Milwaukee County Zoo to be recommended to the Capital Improvement Committee (CIC):
7 8	A RESOLUTION
9	A KESOLOTION
10	WHEREAS, the 2013 Adopted Capital Improvements Budget includes the
11 12	creation of a Capital Improvements Committee (CIC); and
13	WHEREAS, ordinance 36.04 was also approved in 2013, which codified
14	the creation, composition, duties, reports, and staffing of the CIC; and
15	
16	WHEREAS, the purpose of the CIC is to develop a Five Year Program for
17 18	the entire County and establish criteria on how each capital project will be evaluated; and
19	evaluateu, allu
20	WHEREAS, the ordinance also requires Departments to submit Five Year
21	Programs to their respective standing committees, which will then forward their
22	recommendations to the CIC; and
23	
24	WHEREAS, The Milwaukee County Zoo has evaluated its anticipated
25	maintenance and facility needs; and
26	
27	WHEREAS, the attached Five Year Program includes the department's
28	outstanding capital needs, listed in priority order; now, therefore,
29	
30	BE IT RESOLVED, the attached Five Year Program (Exhibit A) is
31	recommended to the CIC.
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#### ATTACHMENT A

						Project Description/Annual Operating
Rank	Project Number	Project Name	Total Cost	Reimbursement Revenue	County Financing	Impact
1	New	Auxiliary Parking Lot	\$18,252,363	\$18,252,363	\$0	The Zoo will lose 700 parking spaces due
						to the Zoo Interchange Project. The
				Į		State will have to provide a parking
						structure or an alternative in order to
						provide replacement value for the loss
						of parking. A 1,200 (700 spaces plus 500
						additional spaces due to loss from the
			1			foot print of the structure) car parking
						structure has an estimated cost of \$24
						M (\$20,000 per space). An alternative to
						the parking structure is an auxiliary
					Į.	parking lot on the Bliffert site located on
				l		the corner of Hwy 100 and Bluemound.
				1		The Zoo and representatives from DPW,
						DAS-Facilities and WIDOT are meeting
					1	on this issue. The Auxiliary Parking Lot
						Project located on the Bliffert site will
						require the following: 700 parking
				1		spaces, a new entrance to the Zoo, ticke
						booths, Welcome Center with
	j			i		admissions, concessions and novelty
	1					shops, utility work, perimeter fencing
					1	and other necessary elements for the
						auxiliary entrance. Preliminary
						estimates for the Auxiliary parking lot
						total \$18,252,363. It is anticipated that
						this project will be 100% funded by the

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						Project Description/Annual Operating
Rank	Project Number	  Project Name	Total Cost	Reimbursement Revenue	County Financing	Impact
		Zoo Life Support Emergency Generators	\$59,100	\$0		The Zoo is requesting \$59,100 annually for emergency life support generators to cover five major areas of the Zoo. Continuous electrical power is critical in maintaining life support for the animal collection. Life support systems include light, heat, air conditioning, water filtration, and water systems. The Zoo is requesting to install permanent electrical generators in the following animal areas to maintain power to lifecritical systems in the event of a power outage in the following animal areas: Aviary/Flamingo, Apes/Primates/ Macaque Island, Aquatic & Reptile Center, Small Mammals, Big Cat Country/Winter Quarters, Pachyderm East/West and Giraffe.
3	New	Great Apes Mechanical Room Roof Replacement	\$50,650		\$50,650	The Zoo is requesting \$50,650 for replacement of the Great Apes Mechanical Room roof. Project includes excavating the ground from the existing green roof over the mechanical room and replacing and tying in the two existing roof systems including new drainage. Water is currently leaking into the mechanical room with the worst leak directly above the control panels for the boilers, air handlers and the air conditioning units. If not replaced, the control panel will fail and require over \$100,000 in funding to repair or replace.

	[		<u> </u>		T	Project Description/Annual Operating
Rank	Project Number	Project Name	Total Cost	Reimbursement Revenue	County Financing	Impact
		Bear Service Area Structures-Grizzy Bear	\$193,350			The 2013 Capital Budget provided \$185,000 as the initial phase to renovate five zoo bear service areas (American Black Bear, Polar Bear, Grizzly Bear, Brown Bear and Himalayan Black Bear) and planning and design for the second phase. The bear service areas and bear dens at the Zoo were constructed 50 years ago. Extensive upgrades are necessary to maintain AZA accreditation standards, improve staff safety and facilitate modern animal management practices. These upgrades are being completed in 2013 for the Black Bear service areas. The 2014 request is for the Grizzly Bear service areas, Polar Bear for 2015, Brown Bear for 2016, and Himalayan Black Bear for 2017.
5	WZ101	Apes of Africa Boiler and A/C Replacement (2)	\$284,000		\$284,000	An appropriation of \$284,000 is requested to replace two boilers in the Apes of Africa Building. Both boilers are over 20 years old and are inefficient. The new boilers will be more efficient and only heat when needed. Utility savings will be generated with the replacement of these boilers.
6	New	Northwestern Mutual Family Farm Cow Barn Renovations	\$31,350		\$31,350	Funding of \$31,350 is requested to replace sections of siding and trim, paint to match the Family Farm Barn and gutter replacement. These renovations are needed to meet AZA and USDA requirements.
7	New	Pachyderm Building Tunnel Reinforcement	\$541,700		\$541,700	Funding of \$541,700 is requested to reinforce and rebuild the pachyderm building tunnel. The roof is deteriorating, which will cause significant structure integrity issues in the near future.

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						Project Description/Annual Operating
Rank	Project Number	Project Name	Total Cost	Reimbursement Revenue	County Financing	Impact
8	New	Water Valve Replacement	\$68,930		\$68,930	The Zoo is requesting \$68,930 to replace five pairs of sectional valves in the Zoo water system. The water distribution system at the Zoo is 60 years old and most of the sectional valves no longer hold. When a water main break occurs, much time is wasted trying to find a valve that will hold and large sections of the Zoo need to be shut down, which, depending on the location can negatively impact revenue generating areas.
9	WZ102	Marque Replacement	\$59,135		\$59,135	An appropriation of \$59,135 is requested to replace the Zoo's failing marquee electronic sign. The sign promotes the Zoo's events and provides general information for Zoo visitors. This sign also promotes the Zoo's sponsors that contribute over \$275,000 in revenues to the Zoo.
10		Aviary Roof Replacement	\$1,609,290		\$1,609,290	Funding of \$1,609,290 is requested to replace the Aviary roof in 2014. Funding of \$\$77,300 was budgeted in 2013 for the design phase. Serious structural issues will arise if not addressed.
Total			\$21,149,868	\$18,252,363	\$2,897,505	

				Keimbursement		
Rank	Project Number	Project Name	Total Cost	Revenue	County Financing	Project Description
1	New	Zoo Life Support Emergency Generators	\$59,100			The Zoo is requesting \$59,100 annually for emergency life support generators cover five major areas of the Zoo. Continuous electrical power is critical in maintaining life support for the animal collection. Life support systems include light, heat, air conditioning, water filtration, and water systems. The Zoo is requesting to install permanent electrical generators in the following animal areas to maintain power to life-critical systems in the event of a power outage in the following animal areas: Aviary/Flamingo, Apes/Primates/ Macaque Island, Aquatic & Reptile Center, Small Mammals, Big Cat Country/Winter Quarters, Pachyderm East/West and Giraffe.
2		Asphalt Replacement-Family Farm & Savannah Yard to Camel	\$228,070		\$228,070	Funding of \$228,070 is requested in 2015 to replace the asphalt in Family Farm from the facade going east to the children's playground and replace asphalt walkway from Savannah Yard to Camel Yard. The asphalt in these areas is uneven and cracked which is a safety hazard for visitors and employees.

				Reimbursement		
Rank	Project Number	Project Name	Total Cost	Revenue	County Financing	Project Description
3		Polar Bear Exhibit	\$172,554		\$172,554	The 2013 Capital Budget provided \$185,000 as the initial phase to renovate five zoo bear service areas (American Black Bear, Polar Bear, Grizzly Bear, Brown Bear and Himalayan Black Bear) and planning and design for the second phase. The bear service areas and bear dens at the Zoo were constructed 50 years ago. Extensive upgrades are necessary to maintain AZA accreditation standards, improve staff safety and facilitate modern animal management practices.  These upgrades are being completed in 2013 for the Black Bear service areas. 2014 is for the Grizzly Bear service areas, Polar Bear for 2015, Brown Bear for 2016, and Himalayan Black Bear for 2017.
4		Red Panda Exhibit Modifications	\$105,300		\$105,300	Funding of \$105,300 is requested in 2015 to install shade covering over outdoor red panda exhibit and modify exhibit, service, and public space elements. The shade structure is required for animal welfare and it will increase viewing opportunities for the
5		Renovations of Oak, Maple, Little Oak Picnic Areas	\$139,700		\$139,700	An appropriation of \$139,700 is requested to replace the siding and roof at the Oak/Maple picnic areas. These picnic areas generate over \$110,000 in annual revenues for the
6		Floor Resurface Work-Apes, Primates, Aquatic & Reptile Center, Restrooms	\$788,800			Funding of \$788,800 is requested in 2015 to resurface floors that are chipped in Primates, Apes of Africa, Aquatic and Reptile Center. The Primate floor is failing and the underlying material may need to be removed before a new surface is installed. The underlying material is asphalt from 1958. Resurface of chipped epoxy floors/walls in various restrooms are also needed throughout the park. The epoxy has chipped or separated from the existing surface and is peeling off.

Rank	Project Number	Project Name	Total Cost	Reimbursement Revenue	County Financing	Project Description
7	New	Underwater Hippo Exhibit (Master Plan item)	\$4,045,534	\$0	\$4,045,534	Construct a new outdoor hippo underwater-viewing exhibit. This would replace the existing hippo exhibit pool and yard, and the existing bongo indoor facilities and yard, all which were constructed 50 years ago. Major components of the new exhibit would include a visitor plaza, visitor underwater-viewing structure, large hippo pool, hippo exhibit land area, and specialized water-filtration plant.  Most of the design has been completed to the construction-document phase, but modifications are needed in the hippo pool shape and in the addition of a backwash water recycling system. Construction would commence in September 2015 and be completed late spring of 2016. A comprehensive cost estimate was completed in September of 2009 and updated in September of 2012 and again in 2013. The revised estimated project total is \$10,337,356. We anticipate that the Zoological Society will be providing 50% of the funding for this project. We anticipate that 40% of the funding for this project will be required in 2015, and 60% in 2016.

				Reimbursement		
Rank	Project Number	Project Name	Total Cost	Revenue	County Financing	Project Description
8	New	African Plains Exhibit (Master Plan Item)	\$2,588,625			To meet AZA accreditation standards for maintaining elephants at the Zoo, a new elephant facility is required. This will be one of the premiere animal exhibits at the Zoo, and will feature indoor quarters, holding facilities, and several acres of exhibits that will allow us to maintain and exhibit up to three African bull elephants in conjunction with other African plains animals.  To meet the accreditation standards schedule, the design phase of the project needs to be completed in 2015. 2015 would include the design of the project up to completion of construction documents. The design phase will cost an estimated \$2,588,625. Although we assume that the Zoological Society will fund 50% of the total cost of the Elephant Facility, we anticipate that cash flow considerations will preclude the Society contributing to the expenditures in 2015. 2016 would include project bidding, contractor selection, and construction, and will require approximately 60% of the total project costs. It is assumed that the Zoological Society would pay for half of the 2016 costs. 2017 would include the completion and opening of the facility. Both the Society and County would pay the remainder of
					\$0	
Tota			\$8,127,683	\$0	\$8,127,683	

				Keimbursement		
Rank	Project Number	Project Name	Total Cost	Revenue	County Financing	Project Description
1	New	Zoo Life Support Emergency Generators	\$59,100			The Zoo is requesting \$59,100 annually for emergency life support generators cover five major areas of the Zoo. Continuous electrical power is critical in maintaining life support for the animal collection. Life support systems include light, heat, air conditioning, water filtration, and water systems. The Zoo is requesting to install permanent electrical generators in the following animal areas to maintain power to life-critical systems in the event of a power outage in the following animal areas: Aviary/Flamingo, Apes/Primates/ Macaque Island, Aquatic & Reptile Center, Small Mammals, Big Cat Country/Winter Quarters, Pachyderm East/West and Giraffe.
2	New	Underwater Hippo Exhibit (Master Plan item)	\$6,291,822	\$5,168,678	\$1,123,144	Construct a new outdoor hippo underwater-viewing exhibit. This would replace the existing hippo exhibit pool and yard, and the existing bongo indoor facilities and yard, all which were constructed 50 years ago. Major components of the new exhibit would include a visitor plaza, visitor underwater-viewing structure, large hippo pool, hippo exhibit land area, and specialized water-filtration plant.  Most of the design has been completed to the construction-document phase, but modifications are needed in the hippo pool shape and in the addition of a backwash water recycling system. Construction would commence in September 2015 and be completed late spring of 2016. A comprehensive cost estimate was completed in September of 2012 and again in 2013. The revised estimated project total is \$10,337,356. We anticipate that the Zoological Society will be providing 50% of the funding for this project. We anticipate that 40% of the funding for this project will be required in 2015, and 60% in 2016.  The total request for County funding for 2015 will then be 40% or \$4,045,534, and \$1,1234,144 in

				Reimbursement		
Rank	Project Number	Project Name	Total Cost	Revenue	County Financing	Project Description
3		Brown Bear Exhibit	\$182,804			The 2013 Capital Budget provided \$185,000 as the initial phase to renovate five zoo bear service areas (American Black Bear, Polar Bear, Grizzly Bear, Brown Bear and Himalayan Black Bear) and planning and design for the second phase. The bear service areas and bear dens at the Zoo were constructed 50 years ago. Extensive upgrades are necessary to maintain AZA accreditation standards, improve staff safety and facilitate modern animal management practices.  These upgrades are being completed in 2013 for the Black Bear service areas. 2014 is for the Grizzly Bear service areas, Polar Bear for 2015, Brown Bear for 2016, and Himalayan Black Bear for 2017.
4	New	Master Plan Funding	\$7,500,000	\$3,750,000	\$3,750,000	The 2012 and 2013 Budgets included a total funding \$300,000 for a Zoo Master Plan, which will be completed in 2013. It is difficult to estimate the cost of the Master Plan projects before the planning is complete. As a place holder, the Zoo is estimating \$7,500,000 for the years 2016 through 2018 with the Society fund raising for 50% of the
Total	1		\$14,033,726	\$8,918,678	\$5,115,048	

				Keimbursement		<u>-</u>
Rank	Project Number	Project Name	Total Cost	Revenue	County Financing	Project Description
1	New	Zoo Life Support Emergency Generators	\$59,100		\$59,100	The Zoo is requesting \$59,100 annually for emergency life support generators to cover five major areas of the Zoo. Continuous electrical power is critical in maintaining life support for the animal collection. Life support systems include light, heat, air conditioning, water filtration, and water systems. The Zoo is requesting to install permanent electrical generators in the following animal areas to maintain power to life-critical systems in the event of a power outage in the following animal areas: Aviary/Flamingo, Apes/Primates/ Macaque Island, Aquatic & Reptile Center, Small Mammals, Big Cat Country/Winter Quarters, Pachyderm East/West and Giraffe.
2	WZ107	Himlalayan Black Bear Exhibit	\$151,107	\$0	\$151,107	The 2013 Capital Budget provided \$185,000 as the initial phase to renovate five zoo bear service areas (American Black Bear, Polar Bear, Grizzly Bear, Brown Bear and Himalayan Black Bear) and planning and design for the second phase. The bear service areas and bear dens at the Zoo were constructed 50 years ago. Extensive upgrades are necessary to maintain AZA accreditation standards, improve staff safety and facilitate modern animal management practices.  These upgrades are being completed in 2013 for the Black Bear service areas. 2014 is for the Grizzly Bear service areas, Polar Bear for 2015, Brown Bear for 2016, and Himalayan Black Bear for 2017.
3	New	Master Plan Funding	\$7,500,000	\$3,750,000	\$3,750,000	The 2012 and 2013 Budgets included a total funding \$300,000 for a Zoo Master Plan, which will be completed in 2013. It is difficult to estimate the cost of the Master Plan projects before the planning is complete. As a place holder, the Zoo is estimating \$7,500,000 for the years 2016 through 2018 with the Society fund raising for 50% of the
Total			\$7,710,207	\$3,750,000	\$3,960,207	
· Jtai			\$7,710,207	\$3,750,000	\$3,300,207	

## Milwaukee County Zoo 2018

Rank	Project Number	Project Name	Total Cost	Reimbursement Revenue	County Financing	Project Description
1	New	Zoo Life Support Emergency Generators	\$59,100			The Zoo is requesting \$59,100 annually for emergency life support generators to cover five major areas of the Zoo. Continuous electrical power is critical in maintaining life support for the animal collection. Life support systems include light, heat, air conditioning, water filtration, and water systems. The Zoo is requesting to install permanent electrical generators in the following animal areas to maintain power to life-critical systems in the event of a power outage in the following animal areas: Aviary/Flamingo, Apes/Primates/Macaque Island, Aquatic & Reptile Center, Small Mammals, Big Cat Country/Winter Quarters, Pachyderm East/West and Giraffe.
2	New	Master Plan Funding	\$7,500,000	\$3,750,000		The 2012 and 2013 Budgets included a total funding \$300,000 for a Zoo Master Plan, which will be completed in 2013. It is difficult to estimate the cost of the Master Plan projects before the planning is complete. As a place holder, the Zoo is estimating \$7,500,000 for the years 2016 through 2018 with the Society fund
Total			\$7,559,100	\$3,750,000	\$3,809,100	

### MILWAUKEE COUNTY FISCAL NOTE FORM

DAT	E: 2/15/13	Origin	al Fiscal Note	
		Subst	itute Fiscal Note	
	SJECT: Submission of the Milwaukee County Zovernent Program	<u>'oo 5 Yea</u>	r (2014 – 2018) Capital	
FISC	CAL EFFECT:			
∏ Ir	No Direct County Fiscal Impact		Increase Capital Expenditures  Decrease Capital Expenditures  Increase Capital Revenues	
	☐ Existing Staff Time Required			
	Increase Operating Expenditures (If checked, check one of two boxes below)			
	Absorbed Within Agency's Budget		Decrease Capital Revenues	
	Not Absorbed Within Agency's Budget			
	Decrease Operating Expenditures		Use of contingent funds	
	Increase Operating Revenues			
	Decrease Operating Revenues			
	cate below the dollar change from budget for a eased/decreased expenditures or revenues in the			

	Expenditure or Revenue Category	Current Year	Subsequent Year
Operating Budget	Expenditure		
	Revenue		
	Net Cost		
Capital Improvement	Expenditure	\$0	\$0
Budget	Revenue	\$0	\$0
	Net Cost	\$0	\$0

#### **DESCRIPTION OF FISCAL EFFECT**

In the space below, you must provide the following information. Attach additional pages if necessary.

- A. Briefly describe the nature of the action that is being requested or proposed, and the new or changed conditions that would occur if the request or proposal were adopted.
- B. State the direct costs, savings or anticipated revenues associated with the requested or proposed action in the current budget year and how those were calculated. If annualized or subsequent year fiscal impacts are substantially different from current year impacts, then those shall be stated as well. In addition, cite any one-time costs associated with the action, the source of any new or additional revenues (e.g. State, Federal, user fee or private donation), the use of contingent funds, and/or the use of budgeted appropriations due to surpluses or change in purpose required to fund the requested action.
- C. Discuss the budgetary impacts associated with the proposed action in the current year. A statement that sufficient funds are budgeted should be justified with information regarding the amount of budgeted appropriations in the relevant account and whether that amount is sufficient to offset the cost of the requested action. If relevant, discussion of budgetary impacts in subsequent years also shall be discussed. Subsequent year fiscal impacts shall be noted for the entire period in which the requested or proposed action would be implemented when it is reasonable to do so (i.e. a five-year lease agreement shall specify the costs/savings for each of the five years in question). Otherwise, impacts associated with the existing and subsequent budget years should be cited.
- D. Describe any assumptions or interpretations that were utilized to provide the information on this form.
  - A. Milwaukee County Ordinance 36.04 requires all Departments to submit 5 Year Capital Improvement Program requests to their respective standing committee. The standing committee shall then submit the Program along with its recommendations to the Capital Improvements Committee (CIC).

This fiscal note is for initial submission of the Milwaukee County Zoo's 5 Year (2014 – 2018) Capital Improvement Program.

- B. There are no direct costs or savings associated with the 5 Yr. Capital Improvement Program at this time as this item is only proposed for initial policymaker consideration. Any formal appropriation related to this 5 Year Program would occur in the future as part of the 2014 Capital Budget process.
- C. There are no budgetary costs or savings associated with the 5 Yr. Capital Improvement Program at this time as this item is only proposed for initial policymaker consideration. Any formal appropriation related to this 5 Year Program would occur in the future as part of the 2014 Capital Budget process.
- D. The projects included in the 5 Year Program are estimated based upon information that is currently available. The projects proposed and the final projects adopted as part of the 2014 Capital Budget process may vary. Refer to Items B and C for additional assumptions regarding formal appropriation of the projects proposed.

<sup>&</sup>lt;sup>1</sup> If it is assumed that there is no fiscal impact associated with the requested action, then an explanatory statement that justifies that conclusion shall be provided. If precise impacts cannot be calculated, then an estimate or range should be provided.

<sup>2</sup> Community Business Development Partners' review is required on all professional service and public work construction contracts.

Department/Prepared By	<u>Milwaukee</u>	County 4 2 2	<u> Zoo/Vera Westpha</u>	al	
Authorized Signature	la	-6	Libla	il a	
Did DAS-Fiscal Staff Revie	w? 🗀	Yes	⊠ No		
Did CBDP Review? <sup>2</sup>		Yes	No	Not Required     ■	