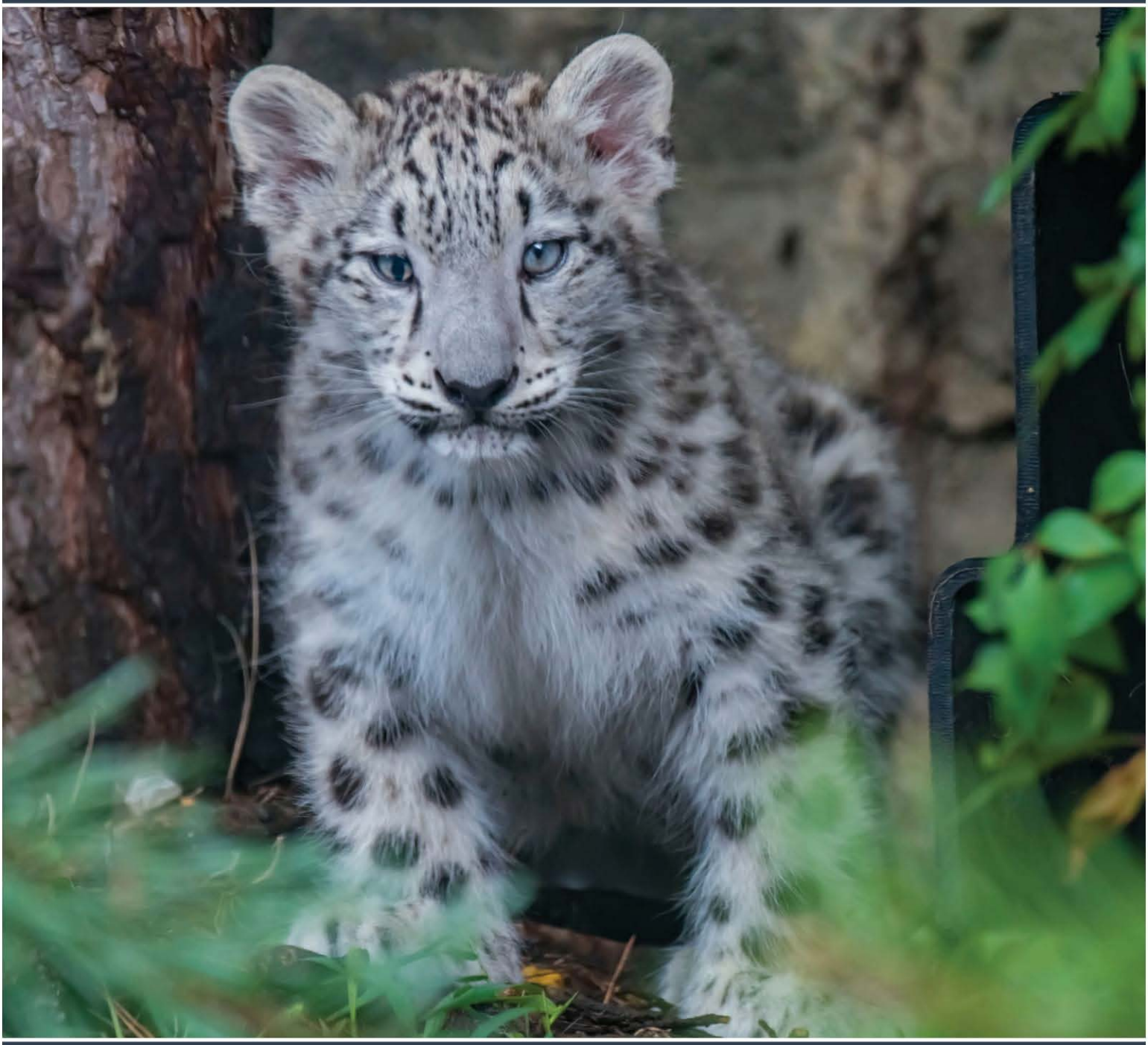
Overview of the Milwaukee County 2021 Recommended Budget



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COUNTY OF MILWAUKEE
INTER-OFFICE COMMUNICATION

DATE : October 9, 2020

FROM : Comptroller Research Services Staff

SUBJECT: **Overview of County Executive's 2021 Recommended Budget**

Attached is the Comptroller Research Services Staff's overview of the County Executive's 2021 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 2021 Recommended Budget with the 2020 Adopted Budget.
3. Section 3 provides a summary of **Major Changes**, proposed by the County Executive in the 2021 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 12th at 9:30 a.m.

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

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Cover photo features Milja, a female Snow Leopard cub born May 11, 2020 at the Milwaukee County Zoo. Photo courtesy of the Milwaukee County Zoo. Cover graphics provided by Jeremy Hooper.
Cover art by Jeremy Hooper, Office of the County Clerk.

SECTION 1

GENERAL OVERVIEW

SUMMARY ANALYSIS

Despite a change in County Executive leadership, a government roiled by a global pandemic, and a community protesting for social justice, the 2021 Recommended Budget turned out surprisingly well. Shutdowns and facility closures have touched almost every aspect of county government, upending budgets and making forecasting for 2021 next to impossible. The Recommended Budget, compared to previous years, makes relatively few major changes and tackles the annual budget gap, estimated at $34.7 million, by most departments absorbing costs-to-continue. The proposed budget appears to pivot around Transit's ability to use COVID-19 pandemic grants to support bus service and free up tax levy to cover other critical needs.

The County Executive proposes to increase the tax levy by $3.6 million, or 1.19 percent, to the state-imposed legal limit. The Recommended Budget proposes no change to the $30 annual vehicle registration fee (VRF) and the $17.1 million of revenue it generates is applied to support Transit operations. While it was not expected that the County Executive would increase the VRF to balance the 2021 budget, it may be concerning that to close the budget gap tax levy support for Transit operations was reduced by $5 million. In its place, almost $13 million in COVID-19 pandemic grant funds (and perhaps more) will be used to fund the cost-to-continue and maintain service during a period of low ridership. Policymakers should assess how long the grant monies will last and where funding to maintain service will be found when that occurs.

The 2021 Recommended Budget is full of assumptions on the impact the COVID-19 pandemic will have on the ability of departments to fully operate and achieve program revenues. Countywide major revenues such as sales taxes are down by $7.4 million, which added to the budget challenges. Some revenue dependent operations, such as the Parks and the Zoo, generally do not have access to COVID-19 pandemic grants to cover normal operations. Other departments, such as Transit and the Airport, can tap these outside funds to help avoid program cuts and/or deficits.

County Executive Crowley has embraced the challenges of striving for racial equity to make Milwaukee County the healthiest county in the state as evidenced by the budget narratives that place a sharp focus on racial equity and the allocation of scarce resources. In May 2019, Milwaukee County received national attention for declaring 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 our community and local government. Using a racial equity lens, county programs and operations were carefully examined and opportunities for improvement were deployed. Those decisions can be difficult, as evidenced by the debate this year on the role, duties, and appropriate funding of the Sheriff in context of nationwide calls for policing reforms.

The County's fiscal challenges and lack of tools to address them has been frequently reported by internal staff and confirmed by the Wisconsin Policy Forum in numerous reports covering County operations and finances. On February 7, 2019 the County Board unanimously approved – and then County Executive Abele immediately signed -- File No. 161, which adopted the recommendations of the Fair Deal Workgroup. The legislation signaled the County Executive and County Board were in alignment in seeking a fairer funding partnership with the State of Wisconsin and more options for local control over the County's financial destiny. State legislation has yet to be introduced, so the County must resort to the seemingly annual process of balancing the budget by reducing departmental resources in almost all areas.

One budget area that has been aided by the COVID-19 pandemic is employee/retiree health care expenditures. A sizable health care budget surplus is projected for 2020 likely due to lower utilization, and expenditures are held flat for next year. These savings, along with modest contributions from reserves, and squeezing departmental budgets, helps the 2021 Recommended Budget avoid major cuts to programs and services. The County also benefits from a $2.9 million reduction in the DHHS-Behavioral Health Division tax levy to $53.1 million, which is nearly at the $53 million state-imposed minimum tax levy support. Some reductions to programs and services are apparent, such as continued closing of some pools and limited seasons at Boerner Botanical Gardens and the Mitchell Park Domes, while other reductions are difficult to assess. The Department of Health and Human Services, for example, is anticipating savings of $2.9 million due to a lower average daily population (ADP) at Lincoln Hills/Copper Lake Schools. The department invests $1 million of these savings into additional community-based alternatives, but the remainder of the funds, $1.9 million, is used to help the department absorb its cost-to-continue and meet tax levy reduction targets.

In a year with few major changes, one of the larger budget initiatives that has emerged is the integration of the Department of Aging and Veteran Services into the Department of Health and Human Services (DHHS). The programmatic advantages of aligning services provided by DHHS and breaking down silos as part of the "No Wrong Door" initiative is documented later in this Overview. But the initiative also achieved position savings of approximately $271,000 that were used to maintain senior center programming and meet tax levy reduction targets.

Remarkably, the 2021 Budget eliminates the need to lay off any positions or increase employee health insurance costs while still providing a one percent raise mid-year to most employees. An additional allocation of $367,000 is provided to strategically provide equity adjustments related to race and gender. Another $900,000 is provided to boost wages for Building and Trades positions, while $1.3 million is set aside for Milwaukee Sheriff Deputies Association wage agreements. There are no funds provided to allow employees to advance in the pay range based on merit or retention needs, making it a challenge for many departments to retain their best performers.

The County has made considerable progress to reduce its structural deficit, but the challenge becomes greater each passing year. It is difficult to wring additional savings out of employee wage and fringe benefit costs or departmental budgets without more cuts that are more visible to the public. With DHHS-BHD tax levy controlled by the County Executive and Mental Health Board, and now at or near the legal minimum, the remaining tax levy is heavy with public safety (e.g. jails) and mandated programs and services that may be difficult to reduce. The "discretionary" tax levy is dominated with quality of life programming, such as Parks, Zoo, and cultural institutions which are highly valued by the public.

If state legislation related to the Fair Deal initiative is not approved or voters ultimately reject a binding referendum to help generate additional sales tax revenue for property tax relief and support of County operations, the county will have to address sizable annual budget gaps. This includes a seemingly insurmountable backlog of deferred maintenance (especially in the Parks) and expensive building projects such as the Forensic Science Center and a new criminal courthouse on the horizon.

The 2021 Recommended Budget does not include any issues such as a proposed increase in the Vehicle Registration Fee, or proposals to charge for parking at the lakefront or County parkways. Policymakers may wish to focus on several initiatives recommended by the County Executive, which are outlined later in this section, including:

- The use of a Racial Equity approach to allocate 2021 Budget resources.
- Transit funding and the use of COVID-19 pandemic grant funding to maintain service and reduce tax levy.
- The integration of the Department of Aging and Veteran Services into the Department of Health and Human Services (DHHS) as part of the No Wrong Door initiative.
- The reduction of tax levy support for the Office of the Sheriff.
- Parks and Zoo funding and the reliance on program revenues to achieve a balanced budget.

COVID-19 PANDEMIC GRANT FUNDING

As a result of the COVID-19 pandemic that struck earlier this year, Milwaukee County received several grants to help offset extraordinary costs related to protecting employees and the public from the spread of the disease. In some cases, such as the Airport and Transit, grant funds may be used to help maintain operations that were severely impacted by the loss passengers and riders. A sizable portion of the monies were also eligible for distribution to the community for housing to prevent homelessness, eviction prevention, and small business grants to name a few. The main grant of $77.4 million was a combination of a federal grant ($62M) and a state grant ($15.4M). Policymakers approved the allocation of the funds in File No. 20-557. The chart below provides a summary of the major COVID-19 pandemic grants received by the County and the deadline to expend the funds.

Milwaukee County COVID-19 Pandemic Grant Dollars Received		
County Entity	Amount	Fund Expiration Date
All County - Federal	$62,044,048	12/30/2020
All County - State	$15,384,444	11/15/2020
Airport – Mitchell	$29,029,159	Not Specified
Airport – Timmerman	$69,000	Not Specified
Transit	$54,928,728	2025
Aging	$3,080,000	2020
DHHS	$5,000	12/30/2020
DHHS-BHD	2,000,000	12/30/2020
DHHS-Housing	$992,237	20% for Admin by 12/30/20 Remainder in next six years
Sheriff	$53,000	12/30/2020
TOTAL	**$167,585,616**	

*Does not include FEMA application for $2 million

FIVE YEAR FISCAL FORECAST

The five-year fiscal forecast for 2020 is expected to be released later this year. The trend is expected to be similar to the report issued in September 2019 by the Comptroller regarding the County's five-year financial forecast. The goal of the State-mandated report is to develop a consensus of the County's fiscal status and future outlook as well as help promote a more data-driven decision-making process that comports with the forecast. The report indicated that the County faced an *estimated* structural deficit (shortfall) of $16 million for 2020 with the gap growing to $79.6 million in 2024 if no permanent fixes were made. In summary, the County's expenditures are growing faster (2.4 percent) than the anticipated revenue (1 percent) available to pay for them. In September 2020, the Budget Director estimated the budget gap for the 2021 Budget to be approximately $34.1 million.

To the extent 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 2021 Recommended Budget addresses a significant portion of the annual gap by making departmental expenditure cuts, a new gap will emerge next year due to the cost-to-continue outpacing revenue growth. The use of reserves or other "one-time" funds will make the budget gap even more challenging in future years.

USE OF DEBT SERVICE RESERVE FUND

The 2021 Recommended Budget proposes to use $5.3 million from the Debt Service Reserve (DSR) to balance the budget, an increase of $1.7 million from the $3.6 million provided in 2020. The *projected* balance in the Debt Service Reserve at the end of 2020 will be $47.9 million. 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 balance of the Debt Service Reserve is also a factor used by bond rating agencies to determine the credit worthiness of the County and its ability to pay its debt. The chart below outlines the recent history of the Debt Service Reserve and the projected impact on using $5.3 million in 2021 to fund the budget.

Debt Service Reserve Recent Activity & Projection

		Outflows	Inflows
Balance As of December 31, 2015			$47,176,189
Balance As of December 31, 2016			$44,481,241
Balance as of December 31, 2017			$40,739,015
2018 Budget Contribution	2018 Budget	($6,554,710)	
Carryover Adjustment	18-311	($16,719)	
Oak Creek Parkway	18-282	($1,074,992)	
Zoo New Entry Complex	18-311	($325,000)	
Carryover Bond Reallocation- Reduce 2018 Bond Issuances	18-398	($2,397,471)	
Carryover Bond Reallocation- Apply Funds Towards 2018 Refundings	18-398	($773,331)	
Carryover Bond Reallocation- Cathedral Square Playground	18-398	($185,000)	
Carryover Bond Reallocation- Menomonee River Streambank	18-398	($35,000)	
Unspent Bonds to Reduce 2018 Issuances	18-210	($1,463,796)	
Bid Premium/Surplus Bonds - Apply funds towards 2018 Refunding	18-517	($533,467)	
Bond Sale Surplus Bonds/Net Premium	18-211		$659,725
Carryover Surplus Bonds/Cash	19-432		$1,432,217
2018 Year-End Surplus	19-457		$18,310,323
Balance as of December 31, 2018			$47,781,793
2019 Budget Contribution	2019 Budget	($3,347,553)	
Debt Service/Inmate Medical	19-194	($4,971,406)	
Debt Service/North Shop/2019 Refunding	March Transfer	($334,670)	
Unspent Bond Reallocation to Projects/2019 Refundings	19-494	($1,255,969)	
Apply 2010C Bonds Towards 2019 Refunding	18-398	($281,899)	

Reduce ERP bonding in order to replace with cash	19-500	($1,500,000)	
Unspent Bond Reallocation to Bus Replacement Project/2019 Refundings	July Transfer	($780,842)	
Bond Sale Surplus Bonds/Net Premium	19-245		$715,863
Carryover Surplus Bonds/Cash	20-309		$3,066,848
2019 Year-End Surplus	20-336		$15,428,463
Balance as of December 31, 2019			$54,520,628
2020 Budget Contribution	2020 Budget	($3,598,267)	
Unspent Bond Reallocation	20-401	($3,066,848)	
Projected Balance as of December 31, 2020			$47,855,513
2021 Recommended Budget Contribution		($5,340,186)	
Projected Balance as of December 31, 2021			$42,515,327

BUDGET FISCAL SYNOPSIS

The 2021 Recommended Budget calls for total expenditures of $1,179,612,701, a decrease of $4,205,212, or 0.36 percent, compared to the 2020 Adopted Budget. The recommended property tax levy is $304,692,948, an increase of $3,583,612 or 1.19 percent, from the 2020 levy. The recommended tax levy is comprised of two components: debt service levy of $37,783,113 and operating levy of $266,909,835. The recommended tax levy is at the state-limited tax levy cap. (See Tax Levy Cap below)

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

TAX LEVY CAP

The Office of the Comptroller recently issued a memo outlining the estimated tax levy limits for 2021 based on the 2021 Requested Budget. In general, the allowable increase in levy is limited to the growth in net new construction/terminated (or subtracted) tax incremental financing districts and the estimated growth in the debt service. There are four other factors that could have an impact on the allowable property tax levy. The four factors are as follows: change in levy for emergency management services, change in the levy for Southeastern Wisconsin Regional Planning Commission, adjustments in personal property aid, and tax levy carryover amounts from prior years.

Discussion on the tax levy limit below is based on the 2021 Recommended Budget, additional changes to the Budget (e.g. debt service, EMS levy) will change the tax levy limit. The estimated tax levy limit for 2021 is an increase of **$3,583,612,** or 1.19 percent. The County Executive is recommending a tax levy of $304,692,948 excluding Southeastern Wisconsin Regional Planning Commission levy (SEWRPC). Based on current budget information, this is the maximum that the County is able to levy under the state levy limits.

Recommended Budget Levy Limit

Levy Limit Provision	Additional Allowable Levy
Net New Construction and Terminated/Subtracted TIDs	$2,951,906
Change in Debt Service	$895,387
Change in EMS Levy Available to be Levied Separately	($425,753)
Personal Property Aid Adjustment	$117,747
SEWRPC 2020 vs 2021 Levy Change	$44,325
Maximum Additional Allowable Levy	**$3,583,612**

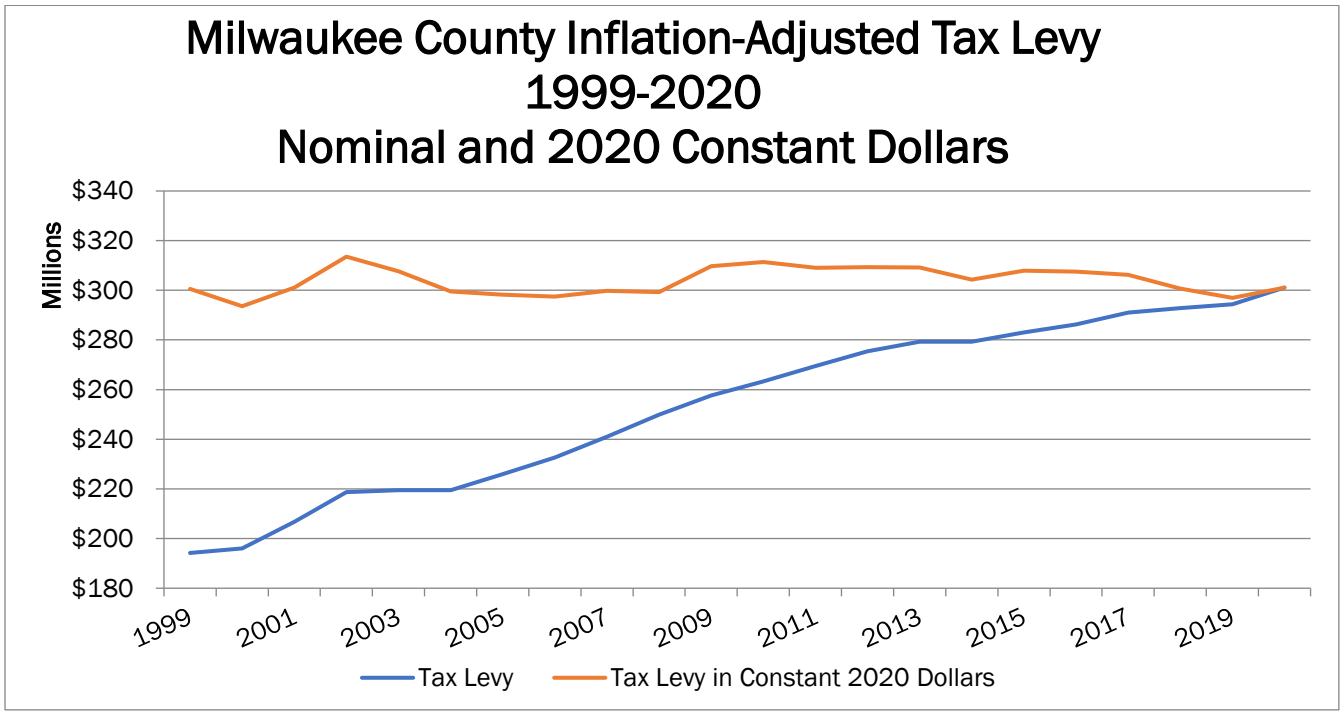
The tax levy limit may change before final budget adoption due to factors such as the final sales of the 2020 general obligation bonds that are expected later in October or changes to the exclusions noted above.

The first two of the County's 2020 bond sales occurred on September 30, 2020, after the Recommended Budget was complete. As a result of these sales the total estimate debt service expenses has **decreased by $513,566** compared to the Recommended Budget. Therefore, the County's Maximum Additional Allowable Levy also **decreases by $513,566**. An amendment will need to be approved to reflect the revised estimates so that the County does not exceed its maximum allowable levy.

The Office of the Comptroller will provide the updated 2020 debt service amounts after the final sales occur and report any changes to the tax levy limit. The final 2020 bond sales as anticipated to occur on October 15, 2020.

Tax Levy History

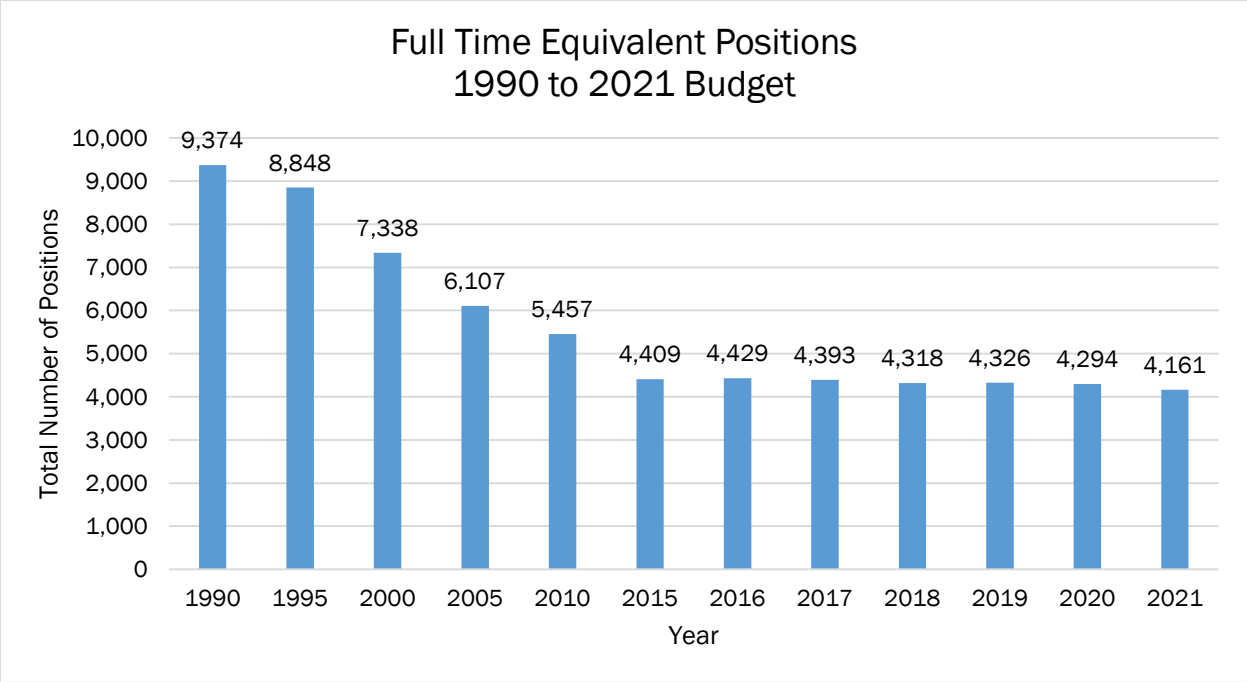
The average increase in the County property tax levy since 1999 is 2.12 percent per year. Through 2020[1], the average annual inflation since 1999 has been 2.11 percent. The following chart shows the changes in the tax levy from 1999 through 2020 as adjusted for inflation:



FUNDED FULL-TIME POSITIONS

The 2021 Recommended Budget includes 4,161 funded FTEs, a decrease of 133 positions from the 2020 Adopted Budget. The FTE count is net of position creations, abolishments, and unfunding. It should be noted that these figures include overtime and vacancy and turnover to calculate the FTE number. The Recommended Budget (p. 82) presents the FTE for 2021 as 3,988.9 with no adjustment for vacancy and turnover and overtime to "prove a better picture of actual full-time positions budgeted." The Department of Administrative Services reported to Research Services staff that no positions are "at-risk" of layoff due to the planned abolishment of the position. The chart below provides a historical summary of the number of FTEs within the County since 1990.

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



MAJOR INITIATIVES

Racial Equity

The 2020 Recommended Budget uses a Racial Equity Tool developed by the Government Alliance on Race and Equity (GARE). In preparing the 2021 Requested Budget, departments were asked to complete Racial Equity Budget Tool questionnaires to better analyze their hiring and compensation policies, disbursement of services, employee engagement, and how racial and economic data is used to prioritize resource distribution. The tool is designed to help inform budgetary decisions based on who is helped and who is harmed by a decision and whether a policy favors one group over another. The 2021 Recommended Budget included the results of these tools in many ways. It helped identify and prioritize playground replacements and pool closures within the Parks Department, prioritized the Department of Health and Human Services No Wrong Door policy, and addressed compensation inequities.

In May 2019, Milwaukee County declared racism a public health crisis (File No. 19-397). As part of that declaration, institutional and structural racism are identified as areas of improvement in many communities, including Milwaukee County. Data from the City of Milwaukee Health Department indicate that Milwaukee County's Black residents experience negative health outcomes at higher rates than non-Black residents, including higher infant mortality rates, lower life expectancy, and increased incidence of gun violence. Meanwhile, as the COVID-19 pandemic continues to affect over 100,000 Wisconsinites, racial inequity has become more apparent as Black Milwaukee County residents are more susceptible to contraction of the virus and suffer from greater economic harm than white residents. The City of Milwaukee contained over 22,000 of the 30,000 confirmed cases in Milwaukee County. Of those cases, 7,720 were Hispanic or Latino individuals and 6,499 were Black individuals. Combined, Hispanic/Latino individuals and Black individuals made up more confirmed cases than all white City of Milwaukee residents.

A February 2020 audit found that Milwaukee County could benefit from re-examining its own hiring and compensation policies (File No. 20-205). Compared to census estimates, the audit found that Hispanic or Latino employees were 8.1 percent lower, Black employees were 5.9 percent higher, and

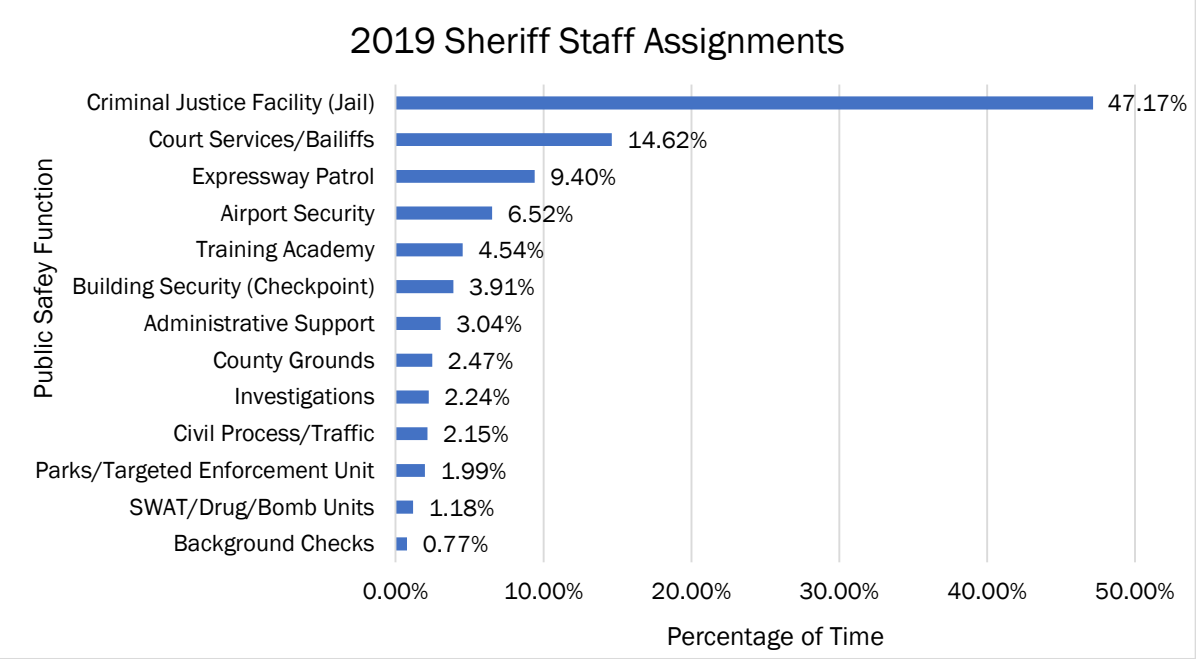
white employees are 5.7 percent higher than the overall Milwaukee County population. Black employees had the lowest average salary in the reviewed years. The 2020 Recommended Budget provides funding to reduce pay inequities between those earning an average of less than $100,000 per year and those earning an average of more than $100,000 per year, as well as funding for trades professionals and correctional officers.

As a result, Milwaukee County committed to becoming the healthiest county in Wisconsin through achieving racial equity with the adoption of File No. 20-174, creating Chapter 108 of the Milwaukee County Code of General Ordinances – Achieving Racial Equity and Health. Racial equity is defined by GARE 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.

Sheriff Operations

The 2021 Recommended Budget for the Office of the Sheriff makes several changes that allow the overall tax levy to be reduced by $1.3 million to $45.9 million. This includes the abolishment of six Deputy Sheriff positions and increasing vacancy and turnover (reduced salary appropriations) by more than $260,000. Appropriations for commodities have also been reduced by approximately $428,000.

To help illuminate how the Sheriff deploys staff resources, the Office of the Comptroller developed the chart below that shows the staff hours expended in 2019 (last full year) grouped by activity code. As illustrated, the Sheriff performs relatively little general community policing as a majority of the hours are allocated to the operation of the jail, court (bailiff) services, expressway patrol, and airport security.



The Milwaukee County Board of Supervisors, in response to social injustices that have been occurring across the United States and calls for policing reform, requested that the Office of the Sheriff review its policies relating to community policing, training including racial equity, crisis intervention and

appropriate use of deadly force. (File No. 20-464) Since Sheriff Lucas took office in January 2019, the Office of the Sheriff has made significant strides with eliminating practices that disproportionately impact marginalized groups. The Office of the Sheriff ceased the execution of "no knock" search warrants and banned practices that dehumanize and degrade individuals that make contact with law enforcement, such as sitting on the curb during field interviews. The Sheriff changed the criteria for engaging in vehicular pursuits, as deputies must obtain permission from a supervisor before engaging in pursuits.

Deputy Sheriffs are required to participate in several trainings including cultural competency. Consistent with the requirements of the Law Enforcement Standards Board, all Deputy Sheriffs undergo de-escalation training and training in use of less-than-lethal and lethal force in accordance with the State's governing Defensive and Arrest Tactics Manual. Additionally, all supervisors at or above the rank of sergeant attend three eight-hour trainings that focus on administrative law, ethical and practical obligations for a manger or supervisor, accountable supervision, and best practices for supporting and communicating with subordinates.

In response to community policing concerns, the Office of the Sheriff developed strategies to better hold its office accountable. This includes problem-oriented and intelligence led policing in the Parks which engaged both conventional and unconventional partners to develop community-based response networks to support neighborhood parks. They engaged Parks Friends groups, community activists, educators and non-profit stakeholders to promote youth safety and programming options. Resources were also deployed to park patrol during peak times of unlawful activity.

On September 24, 2020, the Milwaukee County Board of Supervisors adopted File 20-536 that stated their opposition to the use of chokeholds asphyxia by County employees to gain compliance from individuals when physical force is required and stating personnel should use de-escalation techniques first whenever possible.

Near-Term Transit Fiscal Health

The 2021 Recommended Budget proposes no changes to transit. But that belies long-term fiscal problems as there are no proposed Milwaukee County Transit System (MCTS) service reductions solely due to subsidies provided from the federal CARES Act. More concerning is the CARES Act dollars may be spent by 2022. Policymakers may have to contend with the prospect of service reductions in lieu of more revenue dollars as soon as 2022 or 2023.

Passenger ridership and therefore farebox revenue has trended downward for decades, and that was prior to the COVID-19 Pandemic. The pandemic has resulted in even lower ridership, at a rate of 50 to 60 percent per week in 2020 compared to 2019. MCTS has also necessarily limited the number of passengers per bus at any given time to mitigate the potential for viral spread. At present each bus is limited to 15 passengers.

To address COVID-19 related issues, Congress passed the Coronavirus Aid, Relief, and Economic Security (CARES) Act early in 2020. $25 billion was appropriated for transit nationally, with MCTS receiving $54.9 million of that amount. The CARES Act is currently preventing any loss in Milwaukee County's transit service.

Tentative MCTS Expenditure Schedule of Transit CARES Act Dollars	
Year	Value (Rounded)
2020	$20-25 million
2021	$12.75-20 million
2022-2025	$9.9-22.15 million
TOTAL	**$54.9 million**

In 2020 MCTS will spend approximately $20 to $25 million of the $54.9 million allocated to MCTS. The 2021 Recommended Budget reduces County tax levy by nearly $5 million, necessitating

a higher usage of CARES Act dollars, minimally $12.75 million and MCTS estimates it could be as high as $20 million due to reduced ridership. Standard inflationary pressure and the long-term downward ridership trajectory combined with COVID-induced ridership reductions will soon necessitate policymakers to infuse MCTS with additional tax levy, find additional transit revenues such as the vehicle registration fee or State shared revenue, 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.

Initial 2021 Fiscal Deficit Projection on the MCTS Budget without the CARES Act		2021 Recommended Budget (made whole with CARES Act)
Revenue or Expenditure	Amount (Rounded)	Amount (Rounded)
Inflationary Cost-to-Continue	$2.5 million (1.6%)	$2.5 million
Direct Farebox Revenue Decline	$5.3 million	$5.3 million
Tax Levy Decline	$2.8 million	$4.95 million
TOTAL	**$10.6 million**	**$12.75 million**

Integration of Department on Aging into DHHS

The 2021 Recommended Budget proposes merging the Department on Aging and Department of Veteran's Services into DHHS. Integration of these two departments into DHHS will help better align DHHS as they continue to implement the No Wrong Door initiative. No Wrong Door aims to allow DHHS to meet its customers where they are no matter where they enter the system for services. Currently, there are more than 15 doors to access services in DHHS and often providers do not coordinate with other providers to determine an individual's eligibility for other county services. Currently, the senior and veteran populations are separate from DHHS and often are eligible for additional services provided by DHHS.

In 2019, DHHS outlined key strategies to transform and make DHHS more robust. The report suggested that integrating the Departments on Aging and Veteran's Services would serve a vital role in moving the County forward with helping it achieve its goal of becoming the healthiest county due to the elimination of racial barriers, eliminating silos, and offering easier access to services. This integration will allow DHHS to organize its services into two systems of care – one for children and their families and one for adults.

The integration of the Department on Aging will not impact the vital role played by the Commission on Aging or any of its committees. Additionally, this integration will not change the roles and responsibilities for the Aging and Disability Resource Center Governing Board.

The Disabilities Services Division (DSD) Adult Protective Services and the Aging's Elder Abuse unit will merge under the proposed budget. This merger will eliminate operational inefficiencies, shorten turnaround time for services, and allow for more co-outreach services for those populations served. Consolidation of the Disabilities Resource Center and Aging Resource Center into the Aging and Disabilities Resource Center (ADRC) is being planned during 2021 and is anticipated to be completed and operational in 2022.

The merger of the Department on Aging results in several position actions that produced approximately $271,000 in savings. The table below outlines the positions that were impacted as a result of the integration. These savings were used to help maintain Senior Center hours of operation, avoid deeper

cuts to senior programming, and meet tax levy targets. Additional funding is also included for senior dining to include weekend meal delivery.

Department on Aging Merger into DHHS Position Actions		
Position	**Salary**	**Action**
Program Coordinator - Resource Center	($71,892)	Unfund
Director Administration - Aging	($101,364)	Abolish
Administrator Finance - Aging	($98,274)	Unfund
Executive Director Aging	($116,086)	Unfund
Division Administrator- Aging	$116,076	Create
Total:	**($271,540)**	

Milwaukee County Parks and the Milwaukee County Zoo

Beyond Milwaukee County tax levy appropriations, both the Parks Department and the Milwaukee County Zoo rely heavily upon user-generated revenue through fee collection, admissions, special events and exhibits, concession sales, and other amenities. The COVID-19 pandemic is detrimental to those operations. Throughout 2020, the Parks Department either permanently or temporarily closed many of its facilities, including its pools and aquatic centers, the Domes and the Boerner Botanical Gardens, golf courses, Wehr Nature Center, picnic and pavilion rentals, and canceled special events. Similarly, the Zoo closed from mid-March 2020 to mid-June 2020. Reopening of the Zoo was dependent upon the ability to adhere to public health guidelines including social distancing, requirements to wear a mask throughout indoor and outdoor portions of the facility, reservation systems, attendance caps, and closure of indoor exhibits. Towards late summer, the Parks Department and the Zoo were able to reopen, at least partially, its facilities and amenities as Milwaukee County COVID-19 cases dropped in August.

The 2021 Recommended Budget optimistically plans for a situation in which the COVID-19 pandemic does not result in further closures. However, COVID-19 cases in Milwaukee County and the state of Wisconsin appear to be resurging, resulting in an Emergency Order released by Governor Evers limiting indoor gatherings to 25 percent. There is the possibility that COVID-19 will be under control by the time both the Parks Department and the Zoo enter their peak season in the summer, but it is not certain that large gatherings, indoor venues, or amenities will be able to return to normal in 2021. To address the revenue decline in 2020 and the uncertainty of 2021, both the Parks Department and the Zoo will be segregating $494,000 and $908,000 in expenditure authority, respectively. Unless certain revenue benchmarks are achieved, the additional expenditures cannot be accessed.

To achieve savings, the Parks Department plans to close four outdoor pools due to historically low attendance and relative location (this is in addition to Holler Park Pool, which has been permanently closed since 2019) and half of its wading pools. The Domes and Boerner Botanical Gardens will be operating on alternate schedules to better cater to their individual peak seasons. Fee increases for golf permits, marina slip rentals, boat launch fees, and facility rentals are expected to generate a $225,000 increase in revenue.

There are no admission fee increases at the Milwaukee County Zoo in the 2021 Recommended Budget. Rather, the Zoo will focus on enhancing its revenue-generating special exhibits and events to offset its tax levy reduction. Two of its most popular events, LEGO dinosaurs and the Zoo a la Carte event, are planned to return in 2021, as well as the reimagining of past events to attract new audiences. The Zoo is hoping to draw in guests old and new with these attractions, which have significant revenue potentials. Under normal circumstances, these events would be well-attended, but as we await the future of the COVID-19 pandemic it is unclear whether or not the desired attendance levels will be achieved.

Policymakers will need to examine the potential revenue achievements anticipated in 2021 for the Parks Department and the Zoo, alongside the fact that we know the COVID-19 pandemic is reaching its "third peak" in Milwaukee County and it is not certain how prevalent the virus will be come spring and summer.

CAPITAL IMPROVEMENTS PROGRAM

The Recommended Budget allocates $80.3 million in expenditures for capital improvements, with $14.8 million for the airport and $65.5 million for general government. These expenditures will require $80.3 million to be partly financed with: $46.3 million in general obligation bonds, $7.3 million in sales tax revenues (cash), $3.8 million from the DHHS – BHD Capital Reserve, and $5.9 million in Airport Passenger Facility Charges (PFC)/Airport Reserve revenues. See the financing chart below. The 2021 Recommended Capital Improvements Program allocates funding for 64 new projects; four airport and 60 non-airport projects.

Notable non-airport projects include $4.7 million in expenditures for the Department of Health and Human Services Youth Services Administration Relocation and Tenant Improvement to move approximately 230 staff to a yet-to-be-determined location as part of the No Wrong Door customer service model goal. Funding for this project includes $900,000 in sales tax revenue and $3.8 million in contributions from DHHS – BHD Reserves. $7 million is earmarked for replacement buses for the Milwaukee County Transit System. This will allow for the replacement of 14 new clean diesel buses. $4 million is allocated for the Zoo's Adventure Africa Elephant Exhibit for a water filtration system to reduce water use and ensure clean drinking water. The costs are being shared with the Zoological Society thereby reducing the County's commitment to approximately $2 million. An appropriation of $3,276,215 of general obligation bonds is also earmarked for the Forensic Science Center. More background on the Forensic Science Center is below.

The Parks Department will be able to replace aging playgrounds at Rainbow, Pulaski-Cudahy, Lindsay, and Vogel parks with a $1.1 million appropriation. The Mitchell Park Domes is also allocated $500,000 to inspect the mesh and make necessary repairs that was installed in 2016 to reduce the risk of spalling concrete falling on employees and guests.

Excluding Airport projects, cash financing accounts for $11 million of the $57.3 million in County Capital commitments, or 19.2 percent. This nearly meets the County's goal of 20 percent cash financing of capital improvement projects.

A summary of the financing of the 2020 Capital Improvement Program is as follows:

CAPITAL FINANCING SUMMARY	Non-Airport	Airport	Combined
Total Number of Projects	60	4	64
Total Expenditures	$65,496,013	$14,760,308	$80,256,321
Total Private Contributions	$2,280,034	$0	$2,280,034
Total Reimbursement Revenues	$5,920,104	$8,813,058	$14,733,162
Net County Financing	**$57,295,875**	**$5,947,250**	**$63,243,125**
Financed as follows:			
General Obligation Bonds	$46,275,475	$0	$46,275,475
Property Tax Levy	$0	$0	$0
Sales Tax Revenue (cash financing)	$7,256,584	$0	$7,256,584
Misc. Revenue (DHHS-BHD Reserve)	$3,763,816	$0	$3,763,816
PFC Backed Airport Bonds	$0	$0	$0
Airport Reserve/PFC	$0	$5,947,250	$5,947,250
Total Financing	**$57,295,875**	**$5,947,250**	**$63,243,125**

Capital Improvements Committee

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

At its meeting on August 28, 2020, the CIC approved a recommended five-year Capital Improvement Plan (CIP) to the County Executive and County Board of Supervisors. A summary of that plan, including differences to the 2021 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 to 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 2021 is $46,275,475, which is the exact amount of general obligation bonding included in the 2021 Recommended Capital Improvements Budget. 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.

Forensic Science Center

Policymakers have previously deliberated over whether the County should build its own Forensic Science Center to house the Medical Examiner and consolidate Office of Emergency Management functions or be a tenant in a structure built by the Medical College of Wisconsin (MCW). [Note: This information was provided in a previous Overview but is worth repeating given the change in Administration and new County Board members.]

Appropriations for 2019 Adopted through the 2021 Recommended Budget and estimated total project costs are shown in the chart below. Funds to complete the project are required between 2022 and 2024.

Forensic Science Center Funding Allocated and Estimated Total Project Cost		
Year	Amount Allocated	Est. Project Cost
2019	$940,262	$23.8 million
2020	$11,191,328	$28.1 million
2021 (Rec.)	$3,276,215	$47.2 million

Previous Capital Improvement Budgets propose debt-financing approximately $11.2 million to design and construct the interior within a shell constructed, owned, and managed by the Medical College of Wisconsin. This would be the annual lease payment, estimated to be about $1.7 million per year that are in addition to the costs shown in the table above. The lease payment could potentially be adjusted (higher or lower) to change the County's estimated capital cost of $47.2 million in a proportionate manner.

The idea for a forensic science center stemmed from a fiscal goal to reduce the County's physical office space footprint. 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).

That year 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[2] in December 2017 (File No. 17-298) weighing the merits of collocating with MCW.

In September 2019, the Committee on Finance and Audit reviewed file (19-625) prepared by various departments, including the Comptroller, on financing scenarios for the new forensic science center project. Policymakers may find this information helpful despite the change in the estimated total project cost since the report was issued.

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

[2] Sue Moser and Joe Peterangelo, "Breaking Ground?: Analyzing the potential for a public-private forensic science center in southeast Wisconsin," Wisconsin Policy Forum, February 2017, https://wispolicyforum.org/research/breaking-new-ground-analyzing-the-potential-for-a-public-private-forensic-science-center-in-southeast-wisconsin/.

SECTION 2

TAX LEVY CHANGES

Unit	Org. Name	2020 Adopted	2021 County Exec.	Levy Change	% Change
DEPARTMENTAL					
Legislative & Executive					
1000	County Board	$ 1,204,437	$ 1,218,771	$ 14,334	1.19%
1011	County Exec. - General Office	$ 856,882	$ 862,999	$ 6,117	0.71%
1020	County Exec. - Intergovernmental Relations	$ 246,017	$ 281,852	$ 35,835	14.57%
1021	County Exec. - Veterans Service	$ 249,890		$ (249,890)	-100.00%
Legislative & Executive Subtotal		$ 2,557,226	$ 2,363,622	$ (193,604)	-7.57%
Staff Agencies					
1090	Office on African American Affairs*	$ 963,723	$ 988,666	$ 24,943	2.59%
1120	Personnel Review Brd /Civil Service Comm	$ 270,406	$ 263,596	$ (6,810)	-2.52%
1130	Corporation Counsel	$ 1,113,121	$ 1,103,113	$ (10,008)	-0.90%
1140	Human Resources	$ 4,959,105	$ 4,908,292	$ (50,813)	-1.02%
Staff Agencies Subtotal		$ 7,306,355	$ 7,263,667	$ (42,688)	-0.58%
Staff Agencies-Consolidated DAS					
1019	DAS - Office For Persons with Disabilities	$ 524,004	$ 508,127	$ (15,877)	-3.03%
1050	DAS - Grants Procurement	$ -	$ 300,000	$ 300,000	0.00%
1150	DAS - Risk Management	$ 10,237,776	$ 10,394,523	$ 156,747	1.53%
1185B	DAS - Fiscal Affairs	$ 1,359,861	$ 1,063,236	$ (296,625)	-21.81%
1157B	DAS- Performance, Strategy & Budget	$ 853,504	$ 842,904	$ (10,600)	-1.24%
1152	DAS - Procurement Division	$ 616,006	$ 786,404	$ 170,398	27.66%
1040	DAS - Community Business Dev. Partners	$ 523,156	$ 554,116	$ 30,960	5.92%
1160	DAS - Information Mgt Services Division	$ 14,378,614	$ 15,047,778	$ 669,164	4.65%
1168B	DAS-IMSD Central Purchases	$ 5,326,978	$ 6,076,280	$ 749,302	14.07%
1192	DAS - Economic Development	$ 195,030	$ 96,738	$ (98,292)	-50.40%
7990	DAS- Department of Family Care	$ -		$ -	0.00%
5500	DAS - Water Utility			$ -	0.00%
5700	DAS - Facilities Management	$ 13,291,824	$ 12,981,638	$ (310,186)	-2.33%
Consolidated DAS Subtotal		$ 47,306,753	$ 48,651,744	$ 1,344,991	2.84%
General Government					
3010	Election Commission	$ 886,896	$ 529,652	$ (357,244)	-40.28%
3090	County Treasurer	$ (7,120,655)	$ (3,499,941)	$ 3,620,714	-50.85%
3270	County Clerk	$ 353,497	$ 328,786	$ (24,711)	-6.99%
3400	Register of Deeds	$ (3,131,617)	$ (3,481,586)	$ (349,969)	11.18%
3700	Office of the Comptroller	$ 4,204,450	$ 4,241,110	$ 36,660	0.87%
General Government Subtotal		$ (4,807,429)	$ (1,881,979)	$ 2,925,450	-60.85%
Courts & Judiciary					
2000	Combined Court Related Operations	$ 17,935,479	$ 17,050,477	$ (885,002)	-4.93%
2900	Courts - Pre-Trial Services	$ 4,815,718	$ 1,763,163	$ (3,052,555)	-63.39%
2430	Department of Child Support Services	$ 2,056,517	$ 4,809,907	$ 2,753,390	133.89%
Courts & Judiciary Subtotal		$ 24,807,714	$ 23,623,547	$ (1,184,167)	-4.77%

Unit	Org. Name	2020 Adopted	2021 County Exec.	Levy Change	% Change
Public Safety					
4000	Office of the Sheriff	$ 34,814,196	$ 33,708,918	$ (1,105,278)	-3.17%
4300	House of Correction	$ 43,021,729	$ 43,587,325	$ 565,596	1.31%
4500	District Attorney	$ 6,024,561	$ 6,550,040	$ 525,479	8.72%
4800	Emergency Management	$ 5,933,926	$ 5,950,141	$ 16,215	0.27%
4900	Medical Examiner	$ 1,299,545	$ 1,177,447	$ (122,098)	-9.40%
Public Safety Subtotal		$ 91,093,957	$ 90,973,871	$ (120,086)	-0.13%
Public Works and Transportation					
5040	DOT - Airport	$ -	$ -	$ -	0.00%
5070	DTPW - Transportation Services	$ 287,083	$ 284,339	$ (2,744)	-0.96%
5100	DOT - Highway Maintenance	$ -	$ -	$ -	0.00%
5300	DOT - Fleet Maintenance	$ (1,073,007)	$ (901,257)	$ 171,750	-16.01%
5600	Milwaukee County Transit/Paratransit Sys	$ 12,218,453	$ 7,285,062	$ (4,933,391)	-40.38%
5800	DOT - Director's Office			$ -	0.00%
Public Works and Transportation Subtotal		$ 11,432,529	$ 6,668,144	$ (4,764,385)	-41.67%
Health and Human Services					
6300	DHHS - Behavioral Health Division	$ 55,942,698	$ 53,080,449	$ (2,862,249)	-5.12%
7900	Department on Aging	$ 2,314,631		$ (2,314,631)	-100.00%
8000	Dept. of Health and Human Services	$ 30,781,598	$ 31,257,594	$ 475,996	1.55%
Health & Human Services Subtotal		$ 89,038,927	$ 84,338,043	$ (4,700,884)	-5.28%
Recreation & Culture					
9000	Parks, Recreation and Culture	$ 16,234,564	$ 15,534,665	$ (699,899)	-4.31%
9500	Zoological Dept.	$ (819,843)	$ (1,381,349)	$ (561,506)	68.49%
9910	University Extension Service	$ 343,450	$ 343,458	$ 8	0.00%
Recreation & Culture Subtotal		$ 15,758,171	$ 14,496,774	$ (1,261,397)	-8.00%
Cultural Contributions					
1908	Milwaukee Cty. Historical Society	$ 258,105	$ 258,105	$ -	0.00%
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	$ 750,000	$ 700,000	$ (50,000)	-6.67%
1917	Milwaukee Art Museum	$ 1,290,000	$ 1,290,000	$ -	0.00%
1900	Federated Library System	$ 66,650	$ 66,650	$ -	0.00%
1900	Fund for the Arts	$ 407,825	$ 407,825	$ -	0.00%
9700	Public Museum	$ 3,500,000	$ 3,500,000	$ -	0.00%
Cultural Contributions Subtotal		$ 6,983,688	$ 6,933,688	$ (50,000)	-0.72%

Unit	Org. Name	2020 Adopted	2021 County Exec.	Levy Change	% Change
Debt Service					
9960	General County Debt Service	$ 33,566,007	$ 37,783,113	$ 4,217,106	12.56%
Debt Service Subtotal		$ 33,566,007	$ 37,783,113	$ 4,217,106	12.56%
Capital Improvements					
	Capital Improvements - Exp 1200-1876	$ 4,245,310	$ -	$ (4,245,310)	-100.00%
** Allocated from County Sales Tax Revenue*					
Capital Improvements Subtotal		$ 4,245,310	$ -	$ (4,245,310)	-100.00%
NON-DEPARTMENTAL					
Revenues					
1901	Unclaimed Money	$ -	$ (1,250,000)	$ (1,250,000)	0.00%
1986	Fire Charges Uncollectable	$ 850,000	$ 905,071	$ 55,071	6%
1902	State Personal Property Aid	$ (1,499,781)	$ (1,381,286)	$ 118,495	-8%
1933	Land Sales	$ -		$ -	0.00%
1937	Potawatomi Allocation	$ (4,608,613)	$ (3,018,584)	$ 1,590,029	-34.50%
1993	State Shared Taxes	$ (31,315,051)	$ (30,905,438)	$ 409,613	-1.31%
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	$ (75,142,024)	$ (67,815,511)	$ 7,326,513	-9.75%
1998	Surplus from Prior Year	$ (5,000,000)	$ (5,000,000)	$ -	0.00%
1999	Other Misc. Revenue	$ (25,000)	$ (25,000)	$ -	0.00%
Non Departmental Revenues Subtotal		$ (117,869,924)	$ (109,620,203)	$ 8,249,721	7.00%
Expenditures					
1913	Civil Air Patrol	$ 11,500	$ 11,500	$ -	0.00%
1921	Human Resource and Payroll System	$ 943,100	$ 1,755,892	$ 812,792	86.18%
1930	Internal Service Abatement	$ -		$ -	0.00%
1935	Charges to Other County Depts.	$ (6,562,950)	$ (8,144,914)	$ (1,581,964)	24.10%
1945	Appropriation - Contingencies	$ 6,505,575	$ 5,000,000	$ (1,505,575)	-23.14%
1950	Employee Fringe Benefits	$ 102,160,090	$ 105,872,158	$ 3,712,068	3.63%
1951	Centralized Active Fringe	$ -		$ -	
1961	Litigation Reserve Account	$ 414,946	$ 414,946	$ -	0.00%
1971	Centralized Crosscharges	$ (8,226,647)	$ (9,629,819)	$ (1,403,172)	17.06%
1972	Wage and Benefit Modification	$ (1,124,683)	$ 3,233,867	$ 4,358,550	-387.54%
1975	Law Enforcement Grants			$ -	0.00%
1985	Capital Outlay/Depreciation Contra	$ (4,448,079)	$ (5,431,914)	$ (983,835)	-22.12%
1987	Debt Issue Expense			$ -	0.00%
Non Departmental Expenditures Subtotal		$ 89,672,852	$ 93,081,716	$ 3,408,864	-3.80%
Expendable Trust Funds					
700	BHD Expendable Trust Fund	$ 17,200	$ 17,200	$ -	0.00%
Expendable Trust Funds Subtotal		$ 17,200	$ 17,200	$ -	0.00%
GRAND TOTAL DEBT SERVICE		$ 33,566,007	$ 37,783,113	$ 4,217,106	12.56%
GRAND TOTAL OPERATING PURPOSE		$ 385,413,253	$ 376,530,037	$ (8,883,216)	-2.30%
GRAND TOTAL REVENUES		$ (117,869,924)	$ (109,620,203)	$ 8,249,721	-7.00%
GRAND TOTAL		$ 301,109,336	$ 304,692,947	$ 3,583,611	1.19%

SECTION 3

MAJOR CHANGES

Legislative & Executive Function

General Government Function

Administrative Function

Courts & Judiciary Function

Public Safety Function

Transportation Function

Health & Human Services Function

Recreation & Culture Function

Debt Service Function

Non-Departmental Revenue Function

Non-Departmental Expenditures Function

LEGISLATIVE & EXECUTIVE FUNCTION

1000 – County Board of Supervisors

Under 2013 Wisconsin Act 14, expenditures for the County Board are limited to a maximum of 0.4 percent of the County levy, with limited exceptions for other expenses. With the County Executive's proposed increase in the tax levy, the Act 14 cap is $1,218,771. The amount in the 2021 Budget is at this cap. For each additional $1,000,000 in the levy, the cap for Board expenditures increases an additional $4,000. Authorized positions remain the same for 2021.

1011 – County Executive – General Office

The County Executive – General Office budget for 2021 maintains nine positions and related salary costs. The remainder of the budget remains largely the same as 2020.

1020 – County Executive – Office of Government Affairs

The Office of Government Affairs represents the interests of Milwaukee County and engages with the State of Wisconsin, the federal government, and local governments across Wisconsin. There are two Government Affairs Liaisons, one who works within the Office of the County Executive and the other in the Office of the County Board of Supervisors.

For 2021, the Office's budget increases by $35,835 to $281,852 due to the paid membership in the Wisconsin Counties Association being moved to this office from the Office of the County Clerk.

GENERAL GOVERNMENT FUNCTION

3090 – Office of the County Treasurer

The 2021 Recommended Budget for the County Treasurer includes 10 positions, the same as the 2020 Adopted Budget.

Total revenue decreases by $3,556,020, to $4.8 million, primarily due to a $3.2 million decrease in earnings on investments. In a recent report, the Comptroller is projecting earnings on investments to have a $2.2 million shortfall this year. The impact of the COVID-19 pandemic on the economy and plunging short-term interest rates are key factors. The anticipated return on investment is expected to drop to 0.98 percent from 2.43 percent in 2020. The Treasurer recently sought approval for the extension of investment consulting services contracts (File No. 20-526) which is expected to reduce their annual costs by 10 percent. A total of $300,000 is budgeted for consultant services, which includes a contract with US Bank for custodial banking and trust services in the amount of $37,500.

3270 – Office of the County Clerk & Election Commission

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

The 2021 Recommended Budget reflects a decrease in expenditures of $441,299 and a decrease in revenues of $59,344 for a net tax levy decrease of $381,955. Staffing and service levels remain the same. Expenditures decrease due to funding for the Wisconsin Counties Association membership being allocated to Government Affairs. Expenditures in the Election Commission are reduced as there are only two scheduled elections in 2021. Revenues are decreasing due to a decline in the number of passports and marriage licenses issued as a direct result of the COVID-19 pandemic.

The 2021 budget for the Elections Commission is a cost to continue. Service levels remain unchanged from 2020. The 2021 Recommended Budget appropriates $15,000 to continue the opt-in program which notifies citizens, via text-messaging and/or email of upcoming elections. The amount appropriated is the same as 2020. There are two scheduled elections for 2021: The Spring Primary and Spring General Election. Additionally, the Election Commission will work to improve the process of conducting the canvass, as well as conduct voluntary audits after each election.

3400 – Office of the Register of Deeds

The Register of Deeds 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 of new tax numbers and assisting local assessors with copies of real estate documents.

In the 2021 Recommended Budget expenditures are reduced by $381,969. Several factors contribute to this decrease, such as selecting a new credit card vendor for a savings of $10,000, overtime elimination, and a reduction in postage and travel expenses. Revenues decrease by $32,000 for a

total tax levy decrease of $349,969. The department projects revenue of $85,000 for indexed data no longer held as credit by the vendor.

Additionally, one Document Examiner position has been abolished. The Assistant Register of Deeds Coordinator position is currently vacant but will be filled in early 2021. Further savings include delaying of the 2020 and 2021 Book Binding Project to refurbish deteriorated real estate books at a cost of $60,000. The software Lifecycle is also renewed at no additional cost.

3700 – Office of the Comptroller

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

The 2021 Recommended Budget reflects an expenditure decrease of $147,520 for ongoing costs. A revenue decrease of $184,180 is due to the loss of revenue provided by the Enterprise Resource Planning (ERP) Capital Improvement Project. One position of Business Systems Analyst is created to support the ERP Project at a tax levy cost of $71,892.

To help offset the loss of revenue from the ERP Project, the Comptroller increased vacancy and turnover (reduced salary appropriations) by $302,136 from the 2020 Adopted Budget. This provides an 83.4 percent funding level of salaries, significantly less than the countywide average of 93.7 percent. This may cause further delays in the launch of the ERP Project as positions will have to be kept vacant to meet the reduced salary budget.

ADMINISTRATIVE FUNCTION

1090 – Office on African American Affairs

The Office on African American Affairs (OAAA) was established in 2016 via File No. 15-636 to address and resolve racial inequalities in Milwaukee County internally within County Departments and externally within community stakeholders. In April 2020, Milwaukee County created Chapter 108 Achieving Racial Equity and Health in the Milwaukee County Code of General Ordinances. The passage of this ordinance reaffirms Milwaukee County's commitment to achieving racial equity and becoming the healthiest county in Wisconsin with support and guidance from OAAA.

The 2021 Recommended Budget for OAAA reflects a tax levy reduction of $24,943. OAAA remains fully staffed with seven positions. In 2021, OAAA will continue with racial equity training for employees and track improvements in racial equity awareness. OAAA will expand the accessibility of racial equity tools and resources for County departments. Additionally, OAAA will continue to provide guidance and support to County departments surrounding racial equity and serve as a liaison between African American communities and governmental entities.

1120 – Personnel Review Board, Civil Service Commission & 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). Both the PRB and the Commission consist of five citizen members appointed by the County Executive and approved by the Milwaukee County Board of Supervisors. Each entity is independent of one another and operates with the highest integrity and the best interest of the public. The Ethics Board is comprised of six members who provide advisory opinions, ethics education, ethics code investigations, and interpretation of Chapter 9: Code of Ethics in the MCGO.

The 2021 Recommended Budget has on overall tax levy decrease of $6,810 compared to 2020. The Department realizes savings in personnel and operation expenditures. The PRB will maintain all five part-time non-county employee board members and maintain high levels of service. The Ethics Board is still working with the Information Management Services Division (IMSD) to develop an electronic filing system for Statements of Economic Interest (SEI's). Digitalizing the SEI's forms will allow easier and user-friendly access.

1130 – Corporation Counsel

The Office of Corporation Counsel (OCC) is tasked with providing legal services to all County departments, including elected officials. Additionally, OCC serves as the chief legal counsel to the Milwaukee County Employees Retirement System.

The 2021 Recommended Budget for OCC maintains full staffing of 23 positions. The department has a tax levy decrease of $10,008. In 2021, OCC will implement phase two of utilizing OnBase as a legal practice management system. OnBase will allow OCC to effectively track, upload, organize and share files, thus eliminating unnecessary paper documents. OnBase will also allow OCC to create a centralized digital legal opinion library.

1140 – Department of Human Resources

The 2021 Recommended Budget reflects a slight tax levy decrease of $50,813.

In 2019, the County discontinued the practice of accepting payment for the Employees Retirement System (ERS) from the Pension Trust, and then paying the Trust back in the subsequent year through the annual pension contribution. ERS' expenses are now budgeted as tax levy in the Department of Human Resources, Org. 1140, Retirement Plan Services (RPS) section. The 2021 Recommended Budget includes $1,165,444 in expenses related to the operation of the pension plan, an increase of $148,804, or almost 15 percent more than the $1,016,640 allocated in 2020. This is primarily due to the creation of two new positions in 2020, including one position each of Information Systems Developer and Information Systems Compliance and Research Analyst (File No. 20-246).

The Compensation/Human Resource Information Systems (HRIS) will be implementing a new HRIS system in 2021. A consolidation of job titles and pay ranges will be recommended to policy makers as part of that effort.

HR Operations and Talent Acquisition abolishes one position of receptionist in the 2021 Recommended Budget. Expenditures for pre-employment and annual Occupational Health Screens are reduced due to reduced hiring. Costs for job advertisements are reduced as more effort is made to promote from within and by targeting less costly social media platforms to announce position openings.

Agency 115 – Department of Administrative Services

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

- Office for Persons with Disabilities (Org. 1019)
- Community Business Development Partners (Org. 1040)
- Grants Procurement (Org. 1050)
- Procurement (Org. 1152)
- IMSD Central Purchases (Org. 1168)
- Fiscal Affairs (Org. 1185)
- Administrative Group (Org. 1186) (DAS-Central Business Office)
- Economic Development Real Estate Services (Org. 1192)
- Facilities Management (Org. 5700)
- Water Distribution System (Org. 5500)
- Risk Management (Org. 5500)

1151—DAS—Office for Persons with Disabilities Division

The Office for Persons with Disabilities (OPD) is tasked with assuring that people with disabilities have equal access and opportunities to the County's services and programs.

The 2021 Recommended Budget for OPD includes a tax levy reduction of $15,877. The department's expenses are reduced by $12,666 and a slight revenue increase of $3,211 is anticipated in 2021.

In 2021, the Office will continue management of the Wil-O-Way facilities. The Wil-O-Way facilities are leased to Goodwill and Adult Day Services during the weekdays. On weeknights, recreation programs, daytime summer camp, and Sunday church services are held at the facilities. On weekends the

facilities are available to rent to by the public. Due to COVID-19 pandemic restrictions, the Wil-O-Way facilities have been closed since mid-March. The Office is currently working on a reopening plan for weekday programming. Private and weekend rentals at the facilities have been approved to resume at the end of October 2020.

The Office continues its work on Americans with Disabilities Association (ADA) compliance, accessibility, and disability recreation throughout the County. The Office will also continue to publish the "Rec on Deck" newsletter, Rec Room webpage, and Recreation Text Blasts.

1040—Community Business Development Partners

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

In 2019 CBDP 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. CBDP meets with various County departments to establish realistic goals for departments' contracts for TBE/DBE participation. Beginning in 2020, CBDP will upload contract information from the ERP system into B2G Now to more efficiently handle bulk data. CBDP intends to implement "acquisition planning" by working with different departments to raise DBE goals rather than on a per contract basis.

For 2021, the budget increases by $30,960 to $554,116.

1050—DAS—Grants Procurement

The Department of Administrative Services–Grants Procurement Division was created in 2020 to work with departmental staff to help secure grants from state, federal, and other funding sources. Three positions were created in File No. 20-534, including one position each of Grants Director, Senior Grants Analyst, and Special Projects Analyst. There is $300,000 in tax levy allocated to the new office.

1152—DAS—Procurement Division

The Procurement Division remains at eight positions in 2021. The division will be migrating from Marketplace to an Enterprise-wide contracting module in 2021. Procurement will continue to work with Community Business Development Partners to identify and increase participation in contracting for Targeted Business Enterprises (TBE's). Expenditures and tax levy increase by $170,398 to $786,404 due to expenses "…to build an inventory of personal protective equipment once federal pandemic support ends."

1160—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 support increases by approximately $670,000 to $15 million. Expenditures increase by approximately $575,000 while revenues decrease by $95,000. In past years, personal services have increased largely due to the reduced reliance on contractual help. The County Board approved 12 new positions in File Nos. 18-648 and 19-84 primarily to assist in the deployment of the new Enterprise Resource System, Voice over Internet Protocol (VoIP), BHD's electronic medical records, and other county software applications. In 2020, the County Board approved one Lead IT Asset Management position (File No. 19-910) and one Business Analyst position (File No. 20-209).

The 2021 Recommended Budget includes the creation of two new positions, including an Applications System Analyst and Application Technical Architect. The Applications System Analyst will be charged to DHHS for development and ongoing administration of the Case Management application suite. The tax levy cost of these two positions is $159,154.

DAS-IMSD will continue to assist in the deployment of a new Enterprise Resource Planning (ERP) system that will allow for the discontinuation of the mainframe and focusing on risk mitigation by using hosted services. Another focus area includes cybersecurity to protect the County from cyber threats. The Milwaukee County Information Security Council (MC-ISC) was established in 2018 to provide oversight and governance over security decisions. IMSD has significantly strengthened cyber security since an audit raised concerns in 2016 about the County's IT security (File No. 16-352).

Capital cash funding of $422,025 is included for the telephone and voice mail replacement project. This appropriation mostly completes the funding for the $5.7 million project to update the phone system and migrate to Voice over Internet Protocol (VoIP). An additional $485,000 in cash capital financing is provided to help implement security enhancements to the Criminal Justice Information Systems (CJIS) to help comply with a state audit on the processing, transmitting, and storage of data. The 2021 Recommended Capital Improvements Budget includes $1,350,000 for the Enterprise Platform Modernization project. This funding will allow additional functionality to be added that is not part of the base package or could not be accommodated in the original implementation.

The County's Information Technology Central Spend budget (IMSD Technology Purchase Management) increases by $749,302 to $6,076,280. These funds are used countywide to support departments by paying for software licenses and providing centralized purchases for IT needs, such as copiers. In 2021, this budget will also cover the Enterprise Resource Planning project subscription costs that are currently paid for by the capital improvement project. Total expenditures are $8.2 million but $2.1 million is abated as these expenditures are now included in the DHHS and DHHS – Behavioral Health Division (BHD) budgets.

1185—DAS—Fiscal Affairs

Fiscal Affairs includes ten positions in the Office of Performance, Strategy and Budget (DAS-PSB). DAS-PSB focuses on long-range fiscal service, strategic development, and budget development. The focus in 2021 will be the continued implementation of a new countywide Enterprise Resource Program (ERP) to help consolidate fiscal and human resource programs, including the replacement of Advantage, the County's fiscal system. This will also include a replacement for the BRASS budgeting application.

One position of Budget Systems Administrator is abolished and one new position of Senior Budget and Management Analyst is created for no net tax levy impact. In addition, one position of Special Projects Manager in DAS-Administration is unfunded as this position was assigned to manage the healthcare self-operation project which is no longer needed.

1156/1186—DAS—Administration and Business Office

The 2021 Budget will be the fifth year since a new DAS Business Office (Central Business Office "CBO") was created to assist the other DAS divisions by providing a more seamless and consolidated view of the department. One new position of Accountant is created at a tax levy cost of $57,794 to support the Enterprise Resource Platform project. The remainder of the spending plan for 2021 remains largely the same as 2020.

1192—Economic Development Real Estate Services

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

Sale of former County Grounds land to MRMC partners occurred in February 2020. The MRMC will construct infrastructure as a contribution toward the East-West BRT Project (File Nos. 19-913 and 20-235).

2021 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

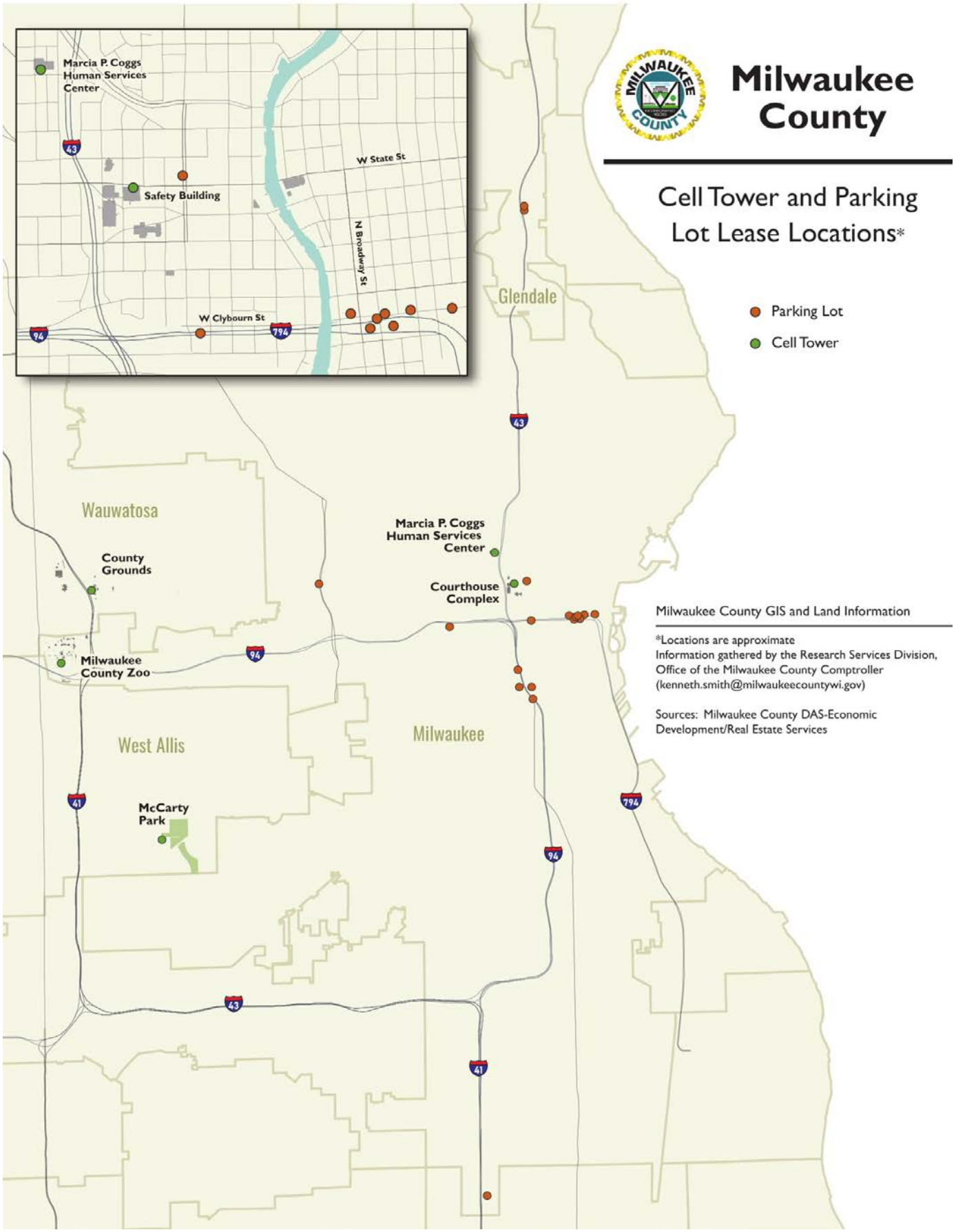
- Land Sales: Both County surplus and tax-foreclosed properties for failure to pay County property taxes and/or property taxes in Milwaukee County but outside of the City of Milwaukee (For example, see File No. 20-15 and Org. Unit 1933 Land Sales).
- Monitor leases to County and State-owned properties 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, and 20-193)
    - 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, and 20-754)
    - Innovation Campus in the City of Wauwatosa (File No. 20-484)
    - Park East Corridor redevelopments in the City of Milwaukee (File Nos. 11-108, 11-285, 11-388, 12-10, 12-213, 12-429, 12-473, 12-474, 12-707, 12-761, 13-468, 13-528, 13-555, 13-599, 13-616, 13-634, 13-801, 13-802, 13-914, 14-184, 14-724, 15-288, 15-413, 15-415, 15-442, 16-90, 17-153, 17-300, 18-644, 19-146, 19-794, and 20-123)

Monitor Partnership Programs

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

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

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


Milwaukee County
Cell Tower and Parking Lot Lease Locations*
Parking Lot
Cell Tower
Marcia P. Coggs Human Services Center
Safety Building
W State St
N Broadway St
W Clybourn St
Glendale
Wauwatosa
County Grounds
Marcia P. Coggs Human Services Center
Courthouse Complex
Milwaukee County Zoo
West Allis
Milwaukee
McCarty Park
Milwaukee County GIS and Land Information
*Locations are approximate
Information gathered by the Research Services Division, Office of the Milwaukee County Comptroller (kenneth.smith@milwaukeecountywi.gov)
Sources: Milwaukee County DAS-Economic Development/Real Estate Services

5700—DAS—Facilities Management Division (DAS-FMD)

Division Functions:

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

Director's Office

Manages the Department of Administrative Service's Facilities Management Division (DAS-FMD). The Office's expenditures of $148,381 for 2021 are entirely cross-charged to other units of DAS-FMD, an increase from 2020's budgeted $148,213.

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

Environmental Services

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

Duties:

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

For 2021, the Division's budget decreases by $8,199 to $627,232.

Office of Sustainability

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

Duties:

- Reduce energy costs
- Reduce greenhouse gas emissions
- Improve solid waste tracking and diversion rate
- Promote sustainable design and construction
- Will lead County's climate action plan for County operations
    - File No. 20-318: County government greenhouse gas emissions report

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

- Inception: File No. 19-582 and City of Milwaukee File No. 190445
- Workgroup files (City of Milwaukee)
- Preliminary report: File No. 20-496

For 2021, the Office's budget increases by $3,932 to $188,460.

Facilities Operations & Maintenance

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

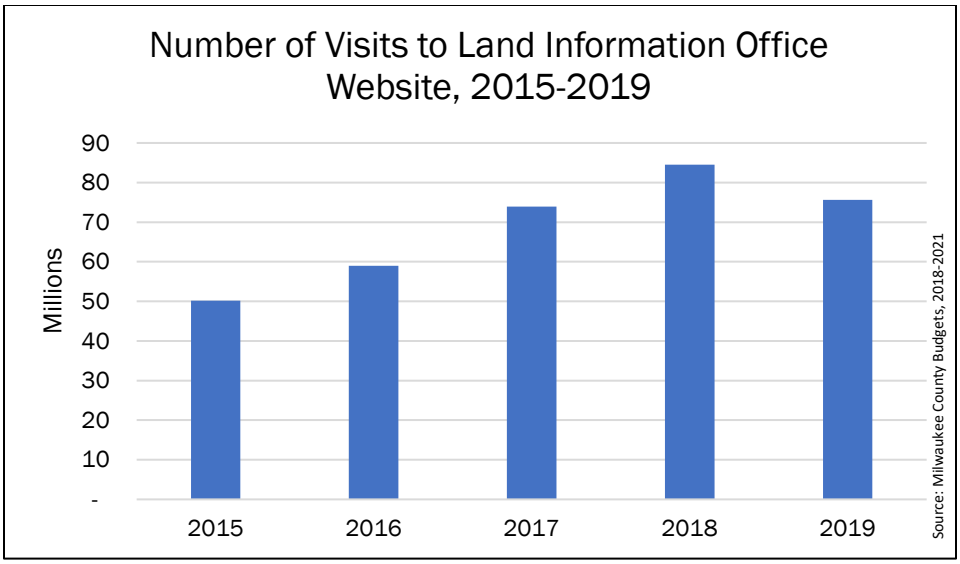
In late 2018 the Division implemented Cityworks, a computerized maintenance management system which has streamlined work orders and improved data collection including for Targeted Business Enterprise contract requirements.

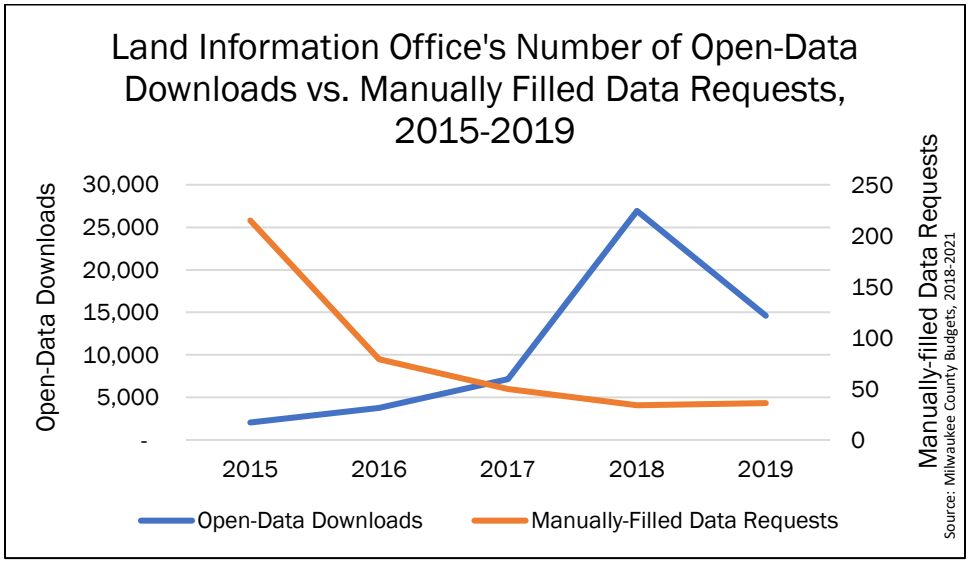
There are no major changes for 2021, and the Division's budget declines by $248,655 to $18,835,563.

5760—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.

There are no major changes for 2021.





5500—Water Distribution System

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

The 2021 Recommended Budget assumes a tax levy appropriation of $0 and expenditures offset by the Utility's revenues as the Administration prepares the Utility for sale, as it did for 2019 and 2020. However, the assumed revenues and expenditures decline by $58,991 to $4,139,410.

Org. Unit 5500 also assumes an uncollectable and therefore unrealized revenue of $905,071 related to non-County users of the Water Distribution System on the former Milwaukee County Grounds. See also Org. Unit 1986 Fire Charge – Uncollectable.

1150—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 2021, the Vehicle Accident Review Committee (VARC), which now follows an Open Meetings model, will track and monitor fleet vehicle accidents and make recommendations on preventability. This committee does not establish liability but allows department heads to be informed on accidents by employees and may recommend additional training to avert further loss events.

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

COURTS & JUDICIARY FUNCTION

2000 – Combined Court Related Operations

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

The 2021 Recommended Budget represents a cost to continue. The Combined Courts Operations maintains 293.5 positions. The department anticipates savings of $147,638 and revenue increases of $737,364 for a total net tax levy reduction of $885,002. The Children's Court Division anticipates revenue of $676,000 as a result of actual expenditure reimbursement from the Title IV-E Child Welfare Program.

The State of Wisconsin mandates that excess revenue from Family Court services generated from filing fees in certain family cases, user fees for mediation, custody study, and placement services, and a percentage of marriage license fees be set aside in a reserve account to offset future operating costs in this area. For 2021, a contribution of $81,204 from the reserve account is budgeted, which is a decrease of $45,840 compared to 2020.

The following contracts are subject to separate review and approval by the County Board and are being submitted for approval for the 2021 fiscal year.

Contracts		
Description	**Vendor**	**Amount**
Legal Resources Center	State of Wisconsin	$234,829
Total		**$234, 829**

2900 – Courts – Pre-trial Services

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

The 2021 Recommended Budget is a cost to continue and decreases the tax levy by $5,811. The division is fully staffed with three positions. In 2020, the Pre-trial Services Division's annual contracts were approved for a three-year period from January 1, 2020 through December 31, 2022 totaling $4,945,744, which covers operating costs.

In 2020, the Pre-trial Court Reminder program was launched and funded by the MacArthur Safety and Justice Challenge Phase III implementation and Community Engagement Grant in File No. 19-73. In 2020, the Treatment Alternatives and Diversion (TAD) program, also received grant funding from the Wisconsin Department of Justice totaling $507,975 which included a local match of $126,994.

The following contracts are subject to separate review and approval by the County Board and are submitted for approval for the 2021 fiscal year.

Contracts		
Description	**Vendor**	**Amount**
Universal Screening & Release Planning	Justice Point	$1,324,277
Treatment Alternatives & 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
Total		**$4,945,744**

2430 – Department of Child Support Services

- Un-funds three positions: Office Support Assistant II, Child Support Specialist, and Paralegal.
- Discontinues Support Collection Incentive Plan program
- End DA investigator Program

The Child Support Services (CSS) program is a mandated service of the Federal Social Security Act under Title IVD and Wisconsin State Statues §§ 49.22 and 59.53(5). The Department provides parent locate services, paternity establishment, and the establishment and enforcement of child, family and medical support orders. The Department leverages federal funding that generates a return on investment for the Milwaukee Community. Every dollar spent on child support programming generates an additional two dollars in federal funding.

In the 2021 Recommended Budget, both expenditures and revenues are reduced. Expenditures are reduced by $1,189,656 and revenues are by $896,302 for a net tax levy reduction of $293,354. The Recommended Budget also removes funding for three positions: an Office Support Assistant II, a Child Support Specialist, and a Paralegal. Additionally, the department was able to reduce costs not eligible for reimbursement under the Title IVD program.

As a result of the COVID-19 pandemic CSS had to reconfigure programming. The Department discontinued the Support Collection Incentive Plan (SCIP) that would provide performance incentives for improved collections. Discontinuation of the SCIP program allows CSS to redeploy resources to avoid service disruptions in other areas. Additionally, by mutual agreement CSS will end its partnership with the District Attorney's Office for the DA Investigator Program that focuses on increasing child support compliance.

PUBLIC SAFETY FUNCTION

4000 – Office of the Sheriff

- Reduces tax levy by $1,105,278 or 2.7%
- Sheriff Deputies' hours worked summary for 2019
- COVID-19 Management in Jail
- Crisis Assessment and Response Team expansion

General

The Office of the Sheriff is operated by the elected Sheriff. The Sheriff is responsible for the day-to-day safety and security of the citizens of Milwaukee County. The 2021 Recommended Budget reduces both expenditures and revenues. Expenditures are reduced by $1,265,150 and revenues decrease by $159,872 for a net tax levy reduction of $1,105,278 compared to the 2020 Adopted Budget. To achieve these savings, the department restructured a few units to better streamline divisions as some positions were being utilized in multiple bureaus. This results in the abolishment of six Deputy Sheriff positions and reassigns one Deputy Sheriff to protect the County Executive, which was authorized in File No. 20-387.

Time Utilization

This section illustrates how Sheriff's Deputies expended their staff time and resources in 2019. Sheriff's Deputies track their time via activity codes. These activity codes describe what work is being done and in which locations deputies are spending their time. The graph below outlines the percentage of time Sheriff's Deputies spent on various activities in 2019. This year was chosen as it was the last full year that data was available and not impacted by the COVID-19 pandemic.

As mentioned in Section 1, the Sheriff performs very little community policing. The most frequent activity code used was the Criminal Justice Facility. This activity code was used approximately 47 percent of the time. Wisconsin State Statute § 59.27(5) requires deputies transfer inmates to and from the Criminal Justice Facility and the jail. The next most frequent activity code is Court Service, which is used approximately 14 percent of the time and is mandated by Wisconsin State Statute § 59.27(3). Combined, deputies spend approximately 62 percent of their time performing activities related to the functioning of the Criminal Justice Facility and the Courthouse, including the Jail which is required under Wisconsin State Statute § 59.27(1).

Following the settlement of Christensen v. Milwaukee County, the Milwaukee County Jail was placed under a Consent Decree (File Nos. 13-622, 16-628 and 18-554) requiring, in part, that the Sheriff's Office maintain adequate staffing levels to administer appropriate health and safety care to inmates. The Milwaukee County jail and the Sheriff's Office are still operating under this consent decree. The majority of other activity codes are used five percent of the time or less. Deputies also assist other departments and divisions by providing security services at other County facilities, including the County Grounds in Wauwatosa, the Mitchell International Airport, and park patrol.

Administrative Reconfigurations

The Office of the Sheriff reconfigured bureaus by shifting deputies and staff to better align command duties and responsibilities. The Investigative Services Bureau experienced the most change. The Investigative Services Bureau now encompasses Law Enforcement Analytics Division (LEAD), the Milwaukee Area Threat Reduction and Intelligence eXchange (MATRIX) unit, Field Investigations, High

Intensity Drug Trafficking Area (HIDTA) and the Crime Analyst. The Parks/Targeted Enforcement (TEU) is moved to the Patrol Services Division. Patrol in the parks will continue and deputies will be exclusively assigned to this area. Previously, employees would rotate in and out of the unit as needed to assist park rangers. To be clear, the Adopted Budget does not obligate the Sheriff to deploy staff resources in a prescriptive manner. The Sheriff has broad authority to deploy staff as he sees fit.

The emergence of the COVID-19 pandemic impacted operations, revenues and expenditures in the Office of the Sheriff. The Office of the Sheriff implemented the Centers for Disease Control (CDC) guidelines on Management of Coronavirus (COVID-19) in Correctional and Detention Facilities. The CDC guidelines highly recommend limiting the amount of people in a cell as much as possible, proper personal protection equipment (PPE) for both staff and inmates, minimal movement of inmates, use of isolation cells, and more. Expenditures were impacted as the Office of the Sheriff had to purchase significant amounts of PPE, cleaning supplies, and additional costs for overtime. The Office of the Sheriff has succeeded in its efforts to combat COVID-19. As of September 29, 2020, there were only three positive COVID inmates in the Jail.

Milwaukee County received approximately $77.4 million of Coronavirus Aid, Relief, and Economic Security Act (CARES Act) funding to offset expenditures incurred due the COVID-19 pandemic. Of that amount, the Jail and the House of Correction received approximately $13 million to implement appropriate social distancing and isolation measures. The Sheriff's Office also received some funding to properly enforce social distancing, transport, and visitor screenings at the Criminal Justice Facility and the Courthouse. Increased cleaning and PPE costs were also offset through CARES Act funding. More information on these appropriations can be found in File No. 20-557.

Expressway patrol revenues have declined during the COVID-19 pandemic due to the Stay-At-Home Order issued by the Governor and less people commuting to and from work or businesses. The Office of the Sheriff projects a revenue reduction of $190,000 in this area.

In the 2021 Recommended Budget, the Office of the Sheriff, working in conjunction with the Milwaukee County Behavioral Division (BHD), will invest $500,000 to expand the Crisis Assessment and Response Team (CART). CART launched in 2013 in partnership with the Milwaukee Police Department (MPD). Five deputies from the Office of the Sheriff will be paired with a Psychiatric Clinician from BHD. Together they will work and train on crisis and negotiation intervention and non-violence de-escalation. The goal of the CART team is 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 previous CART Team in partnership with MPD successfully diverted 80 percent of crisis situations and prevented individuals from being detained.

The following contracts are subject to separate review and approval by the County Board and are being submitted for approval for the 2021 fiscal year.

2021 Contracts		
Description	**Vendor**	**Amount**
Inmate Transportation	G4S Secure Solutions (USA) Inc.	$2,794,206
Body Cameras, Tasers, Arbitrators, and Storage	Axon Enterprise	$527,916
Service of Legal Papers	State Process Service Inc.	$235,000
Lease of Six Motorcycles I	House of Harley	$48,576
Lease of Six Motorcycles II	House of Harley	$51,425
Inmate Phone Commissions	CenturyLink Inc.	$1,350,000
Video Visitation Commissions	CenturyLink Inc.	$50,000
Traffic Mitigation Contract	State of Wisconsin Department of Transportation (DOT)	$400,000
Freeway Service Team	State of Wisconsin DOT	$236,000
TSA Certified Explosives Detection Canine Teams	Transportation Security Administration (TSA)	$202,000
OWI Grant	State of Wisconsin DOT	$85,000
BOTS Seatbelt Grant	State of Wisconsin DOT	$35,000
BOTS Speed Grant	State of Wisconsin DOT	$45,000
High-Intensity Drug Trafficking Areas (HIDTA)	Federal Government National HIDTA	$58,000
USM Fugitive Task Force	United States Marshal's Office	$18,649
Federal Bureau of Investigation (FBI) Gang Task Force	FBI	$36,000
Joint Task Force	FBI	$18,000
Bureau of Alcohol, Tobacco, Firearms, and Explosives	Federal Bureau of Alcohol, Tobacco, and Firearms (ATF)	$5,000
Milwaukee Child Exploitation Human Trafficking Task Force	FBI	$2,000
Security and Emergency Room Services	Children's Hospital of Wisconsin	$528,948
Security and Emergency Room Services	Froedtert Memorial Lutheran Hospital	$528,948
Total		**$7,255,668**

4300 – House of Correction

The House of Correction (HOC) is responsible for the custody of all inmates sentenced to less than one year of prison time in Milwaukee County and other jurisdictions as authorized by County Ordinance. Wisconsin State Statutes §§ 302, 303, 304, and 973 further define the functions of the HOC. Additionally, HOC oversees the contracts for inmate medical services and food services, which is shared with the Milwaukee County Jail (MCJ). The HOC also manages the Day Reporting Center (DRC) contract with Wisconsin Community Services.

The 2021 Recommended Budget includes a tax levy increase of $565,636. The abolishment of two vacant positions, Clerical Assistant I and II is recommended, along with a reduction in overtime. Overtime expenditures are reduced as the HOC successfully hired more Correctional Officers (COs) following pay increases approved in File No. 19-528 and File No. 20-256. A reduction in expenditures of $1,349,795 and a reduction in revenues of $1,909,391 increases the tax levy as the revenue reduction exceeds expenditures. The COVID-19 pandemic impacted revenue at the HOC because they are housing fewer State Department of Corrections (DOC) inmates. Revenues are projected to decline by approximately $1.9 million as a result. Sanction DOC revenues are also declining.

The 2020 Adopted Budget included an anticipated increase of participation in the Electronic Monitoring (EM) program by making more inmates eligible for release at sentencing, with an anticipated savings of approximately $1.7 million. An appropriation of $1.5 million was placed in an allocated contingency account if those anticipated savings were not realized. The 2021 Recommended Budget indicates that expansion of the EM program was hindered by variability of the facility's population and sentencing by the courts and, as a result, revenues for that program are projected to decrease. An appropriation of $740,000 in CARES Act funding was included for pre-trial services and the expansion of the EM program due to social distancing guidelines.

In addition to revenue reductions due to the COVID-19 pandemic, HOC also had to reconfigure operations and programming to implement the Centers for Disease Control (CDC) recommendations on Management of Coronavirus (COVID-19) in Correctional and Detention Facilities. The CDC's recommendations include proper use and access to personal protection equipment (PPE), isolation dormitories, restricted movement and more. Some of the expenditures related to PPE and cleaning were reimbursed through CARES Act funding.

As a direct result of the COVID-19 pandemic, Milwaukee County collaborated with the Federal Emergency Management Agency (FEMA) to remodel the Frank Lotter building on the HOC grounds to house COVID-positive inmates across the state. FEMA provided $6 million in funding for the remodel. The dorm has space to accommodate 120 COVID-positive inmates including 30 beds set aside for those needing acute care. Facilities requesting to use the Alternative Care Facility (ACF) must notify the HOC 24 hours in advance. The HOC has not received any requests to use the facility yet. As of September 29, 2020, there were no active positive COVID-19 cases at the HOC, but four cases are pending.

Wellpath maintains the contract for inmate medical, dental, and psychiatric services. The tax levy for this expenditure is reduced by $17,464. Various factors contributed to this decrease including claims cost and pharmacy costs.

In 2021, the HOC will participate in the Literacy Link Project. The Literacy Link project is a program operated by the University of Wisconsin-Madison that provides literacy and learning to children of parents or caregivers who are currently in the correctional system. There is no cost to Milwaukee

County for this program as the University of Wisconsin-Madison received a $229,000 three-year award from The American Family Institute for this project.

The following contracts are subject to separate review and approval by the County Board and are being submitted for approval as part of the 2021 fiscal year.

2021 Contracts		
Description	Vendor	Amount
Food Service Contract*	ARAMARK Correctional, LLC	$3,100,000
Day Reporting Center	Wisconsin Community Services (WCS)	$944,244
Electronic Monitoring**	WCS	$678,558
Reentry Programming	Benedict Center	$198,045
Total		**$4,920,847**

**estimated, as the amount is variable based on Average Daily Population/number of inmate meals served.*
***variable based on daily number of units deployed.*

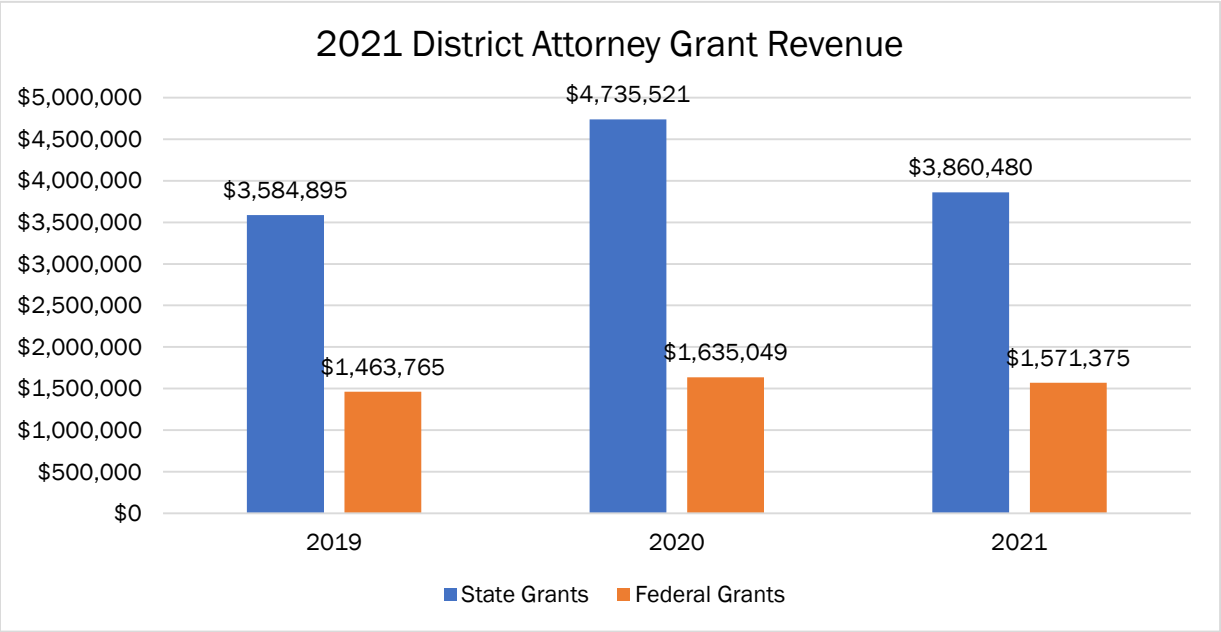
4500 – Office of the District Attorney

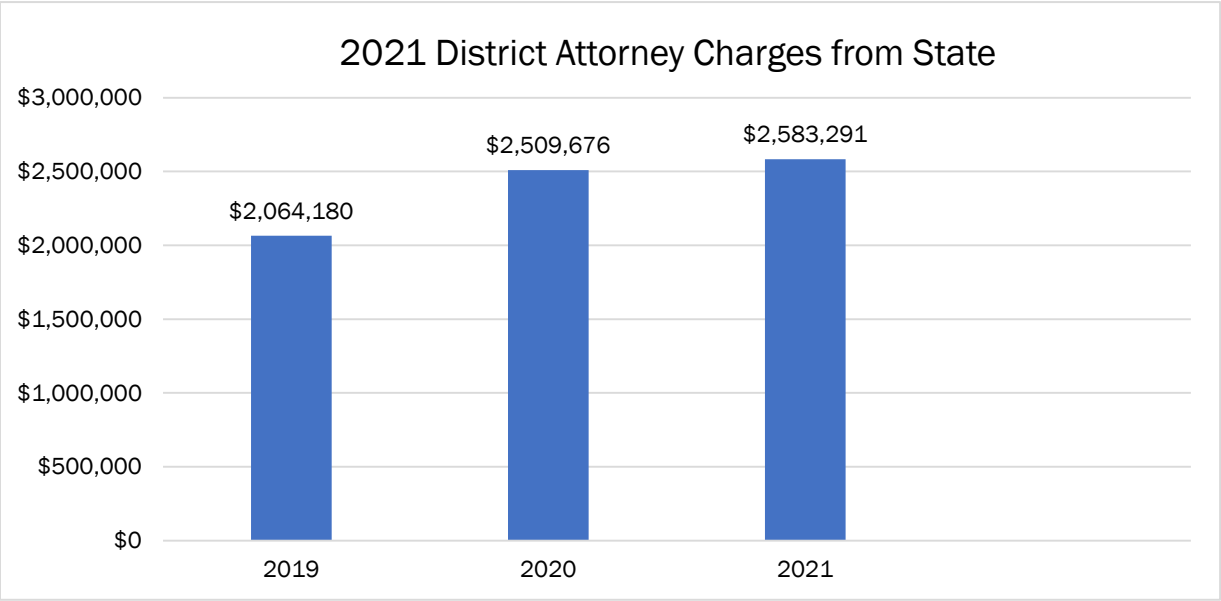
- Tax levy increases by $525,479
- Two FTE positions are created

The District Attorney's Office is responsible for the prosecution of all criminal, juvenile, and ordinance violations in Milwaukee County. The District Attorney's Office is comprised of nine divisions: Administrative, Information Technology, General Crimes, Community Prosecutions and Early Intervention, Juvenile, Violent Crimes, Sensitive Crimes, Victim/Witness, Investigations, and Special Units. Collaboratively each unit works to ensure the guilty are prosecuted, the innocent go free, and victims receive impartial justice.

The 2021 Recommended Budget increases the tax levy by $525,479 and increases the number of positions by two for a total of 164 FTE positions. One Secretarial Assistant position is created, and one Victim Witness Advocate position was created in File No. 19-841. Revenues are anticipated to decrease by $867,401 due to a decline in the reimbursement rate of Victim Witness Advocates by the State of Wisconsin under the Violent Crimes Act and other grant reimbursements.

The first graph below displays anticipated grants from the State of Wisconsin and federal grants. The last graph displays anticipated charges from the State of Wisconsin.


2021 District Attorney Grant Revenue
$5,000,000
$4,500,000
$4,000,000
$3,500,000
$3,000,000
$2,500,000
$2,000,000
$1,500,000
$1,000,000
$500,000
$0
$3,584,895
$1,463,765
$4,735,521
$1,635,049
$3,860,480
$1,571,375
2019
2020
2021
State Grants
Federal Grants


2021 District Attorney Charges from State
$3,000,000
$2,500,000
$2,000,000
$1,500,000
$1,000,000
$500,000
$0
$2,064,180
$2,509,676
$2,583,291
2019
2020
2021

4800 – Emergency Management

- Increases tax levy by $16,215.
- Two FTE positions are unfunded.

Office of Emergency Management (OEM) operates under Wisconsin State Statute § 323 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 2021 Recommended Budget increases the tax levy by $16,215. Two Dispatcher positions and one Command Duty Officer Supervisor position is unfunded. Additionally, OEM has budgeted less hours for part time paramedic services. Three Command Duty Officers and one 9-1-1 Quality Assurance Coordinator position in the 9-1-1 Communications division is transferred to the EMS program area.

The COVID-19 pandemic impacted OEM's part time paramedic services due to cancellation of events at Fiserv Forum and the UWM Panther Arena, cancellation of the Wisconsin State Fair, and temporary closure of the Milwaukee County Zoo. As a result of this, in 2021 the EMS Unit will continue to operate at minimal levels.

2020 was the first year that OEM started using the OASIS system. OASIS stands for Organization of Affiliated Secure Interoperable RF Systems and it meets the national standard for security. OASIS replaced the legacy analog communication system. With the implementation of OASIS, all 18 participating communities within the county are now in full compliance with federal communications standards. OASIS is funded using a cost sharing structure of $5 per radio per month paid for by the County and the participating municipalities that goes into the OASIS Capital Improvement Fund. The City of Milwaukee is the only municipality not operating on the OASIS system. Monies in the fund are reserved solely for the replacement of the public safety radio system as the system ages.

Finally, in 2020 the Emergency Management Division of OEM worked with North Shore community leaders to develop and publish a single Comprehensive Emergency Management Plan (CEMP) and in 2021 OEM will work the community leaders of the South Shore to develop a CEMP.

4900 – Medical Examiner

The Milwaukee County Medical Examiner's Office (MCMEO) investigates and determines the cause of death for persons that died from injury, homicide, suicide, suspicious or unusual circumstances, or when a person is not attended by a physician. The MCMEO also identifies public health trends such as potential infectious diseases or injuries that may pose a risk to the public. Additionally, the MCMEO performs referral autopsies for other counties and operates an annual two-day Forensic Science Education Program. The average charge for referral autopsies is $1,553 per autopsy.

The 2021 Recommended Budget has a net tax levy decrease of $122,098. The department anticipates an increase in revenues of $30,000 due to a slight increase in referral autopsies. The department also, projects cremation permits to increase as families are choosing cremation instead of burial as a final disposition. Additionally, the MCMEO is anticipating grant revenue to cover the cost of the Forensic Fellowship program.

The contract with Dr. Schneider for oversight of the Forensic Laboratory continues at an annual cost of $75,000.

TRANSPORTATION FUNCTION

- The vehicle registration fee is one of the few revenue options to cover transportation costs available to policymakers under the State-imposed local government finance regime of statutory property tax levy limits, limited local revenues, statutory service mandates, and declining State shared revenue

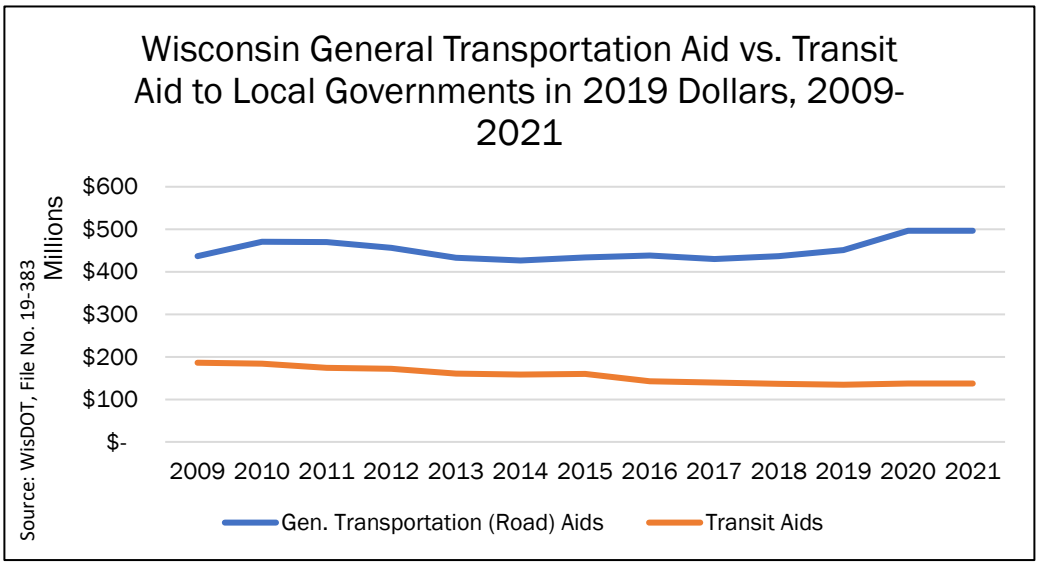
Vehicle Registration Fee

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

The 2021 Recommended Budget does not propose raising the VRF, and the revenue it generates is expected to decline slightly by approximately $87,000. 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 2020, the number of adoptees increased to 28 municipalities and 13 counties to a total of 41 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 2021. 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 2019-2021 Wisconsin Biennial Budget, transportation and transit aids to local governments both increased by 10 and two percent respectively, but transit aid remains well below 2009 levels. State limitations on local governments' ability to generate revenues remain while costs continue rising, causing struggles to fill growing gaps in road and transit spending.

State of Wisconsin Vehicle Registration Fees

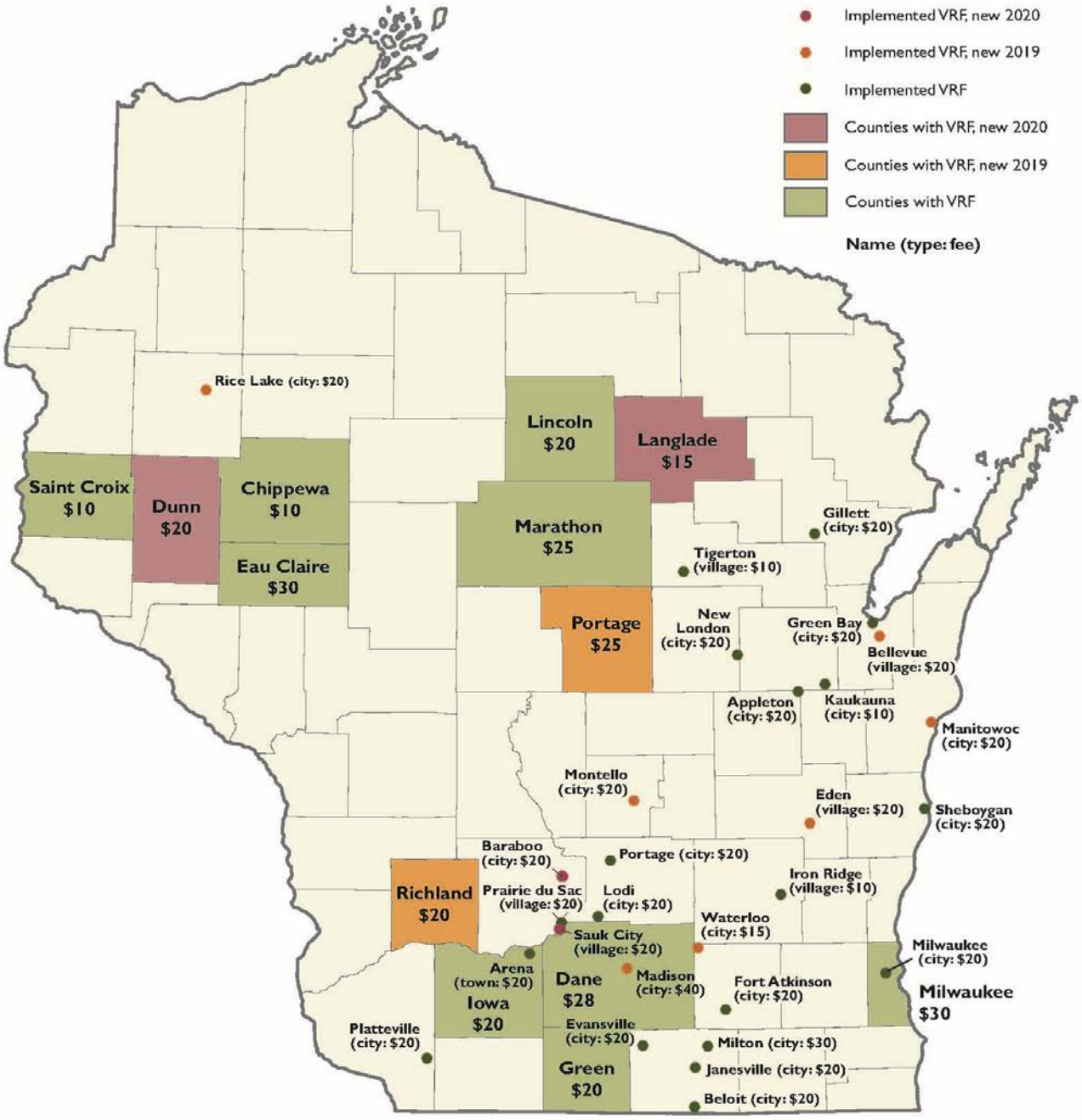
Communities Implementing Supplemental Vehicle Registration Fees (VRF) in 2009

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 2020



Milwaukee County GIS and Land Information

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

The VRF in Milwaukee County

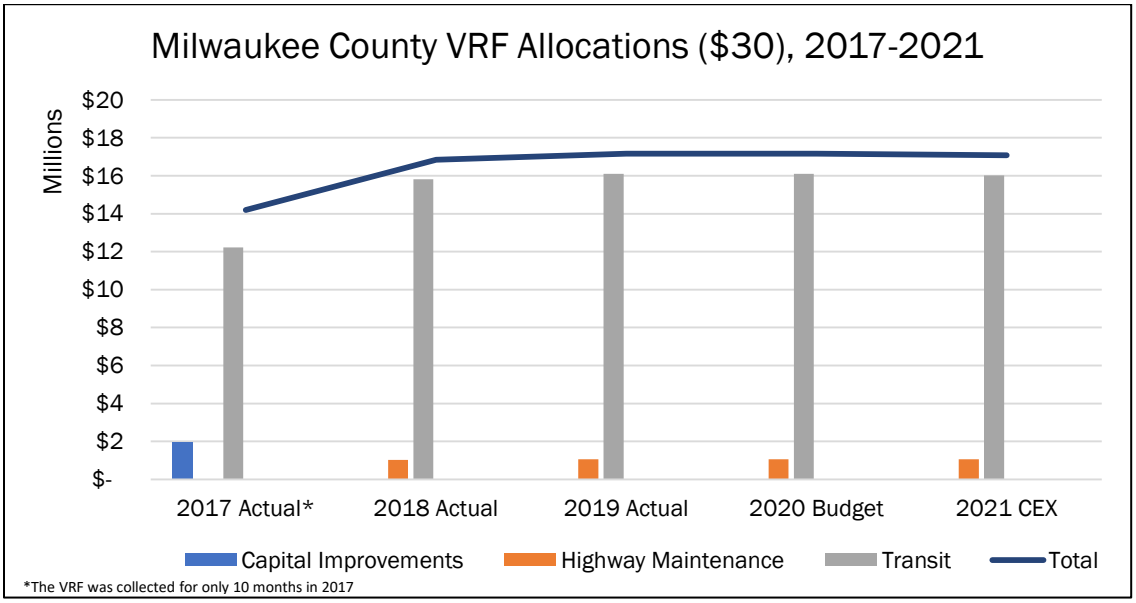
Like elsewhere in Wisconsin, Milwaukee County's ability to finance transportation operations, infrastructure, and mass transit from general revenue has been constrained by ongoing inflationary pressures from higher costs to continue.

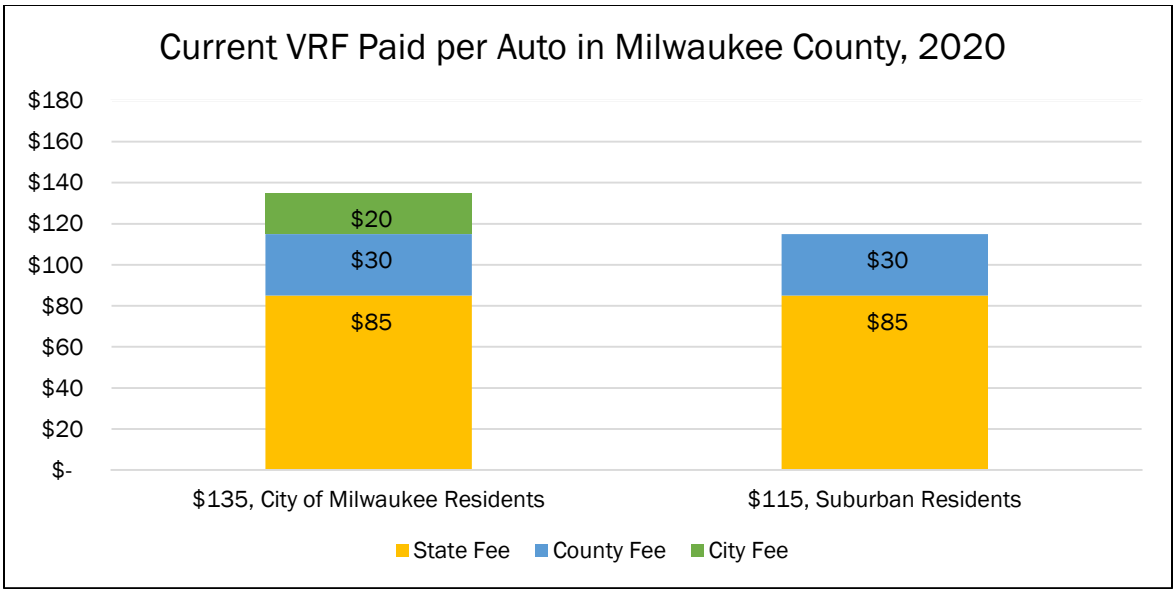
Serious consideration of a VRF in Milwaukee County began in 2016 when the Recommended Budget proposed a $60 VRF for the 2017 Budget. In the Adopted 2017 Budget the County Board halved the proposal to $30 and initiated a spring 2018 nonbinding referendum for the electorate to advise the County on raising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

The Recommended Budget has included approximately $17.2 million in VRF revenue for 2021 based on the $30 fee being in place for all 12 months and past receipts. 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	2021 Annualized Increase
$10	~$5.7 million
$20	~$11.5 million
$30	~$17.2 million

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





5040 – Airport

- The COVID-19 pandemic dramatically decreased passenger utilization of the Airport, down 96 percent in April. As of August, a third of 2019 passenger traffic has returned, however revenues remain significantly down compared to pre-pandemic levels
- Mitchell International Airport capital projects: Due to a substantial decrease in expected revenues, five projects from the 2020 Capital Budget and six intended for the 2021 Capital Budget are delayed for one to five years
- Six capital projects at Timmerman Airport intended for the 2021 Capital Budget are delayed with three postponed beyond 2025
- Demolition of Concourse E and construction of the new International Terminal at Mitchell Airport will not begin until 2023 rather than in 2020

Milwaukee Mitchell International Airport (Airport code MKE)

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

Begun in 2019, the Airport has been working with consultants and area stakeholders for its 20-year Airport master plan to qualify for State and Federal grant dollars.

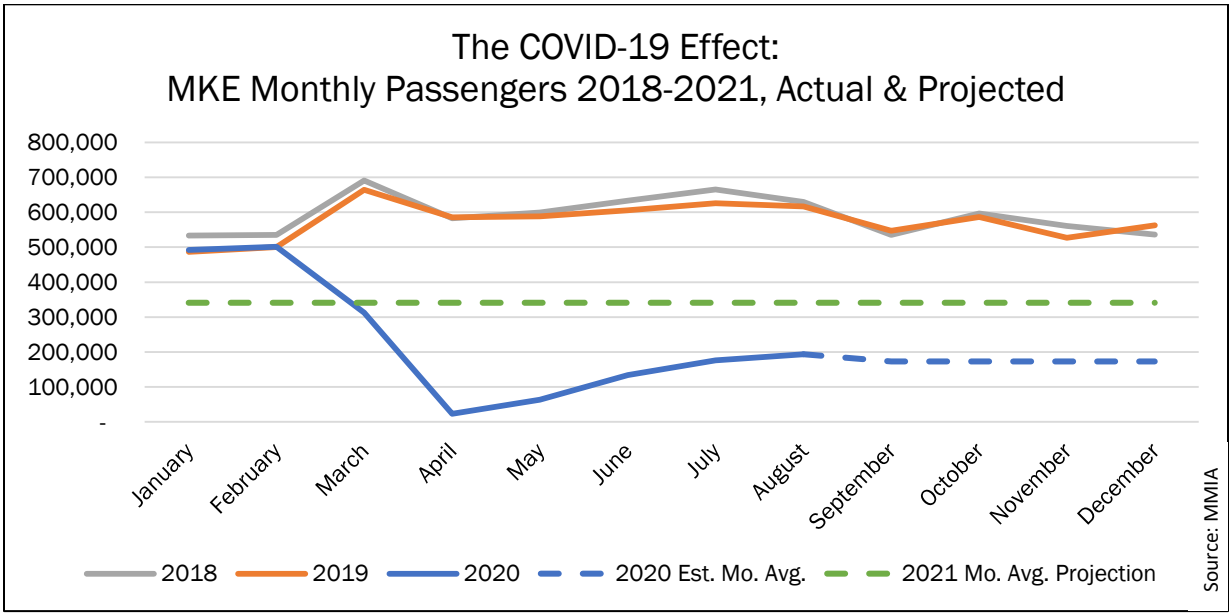
COVID-19 Effect

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. As of August 2020, those numbers had only rebounded to approximately a third of pre-pandemic levels. Subsequently, Airport activity and revenues have substantially declined,

necessitating expenditure reductions including delays of capital improvement projects such as the International Terminal Redevelopment. Airport utilization and revenues may not recover until the pandemic has ended.

The Airport master use and lease agreement with the airlines was due to expire on December 31, 2020 but has been extended for one year temporarily due to the volatility in the airline industry.

(See also File Nos. 20-326 & 20-644)



COVID-19 Effect: Passengers and Airport Revenues, 2019-2021					
	2019	2020		2021	
	Total	Est. Total	Change from 2019	Est. Total	Change from 2019
Total Passengers	6,894,894	2,587,906	(4,306,988)	4,091,798	(2,803,096)
Passenger Facility Charges*	$13,559,000	$5,112,408	($8,446,592)	$8,083,346	($5,475,654)
Airport Development Fund**	$4,849,490	$2,015,159	($2,834,331)	$3,289,418	($1,560,072)

*Passenger Facility Charges (PFCs), which are $4.50 per airline ticket enplanement (aircraft boarding), of which the Airport nets $4.39 per eligible enplanement (~90 percent), fund or pay debt service on FAA-approved capital improvement projects (File No. 15-323). The total passengers above are the sum of enplanements and deplanements.

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

***Estimates provided by Airport staff

MMIA 2020 Capital Projects Delayed Due to COVID-19			
Capital Project Name	Capital Project Number	Expenditure	Delayed Until
Physical Access Control System Replacement	WA211012	$5,462,471	2021
Concourse E Redevelopment – Construction Phase 1 (International Terminal Redevelopment)	WA221012	$23,023,191	2023
Ticketing Area Remodel	WA270012	$2,594,311	2021
Airport Administration Remodel & Reconfiguration	WA312011/12	$2,506,651	2025
Elevators L & N	WA33012	$1,743,148	2025
TOTAL	**5**	**$35,329,772**	
MMIA 2021 Capital Projects Delayed Due to COVID-19			
Capital Project Name	Capital Project Number	Expenditure	Delayed Until
Concourse E Redevelopment – Construction Phase 2) (International Terminal Redevelopment)	WA221012	$27,287,809	2024
Concourse D Flooring Replacement	WA265012	$2,698,524	2022
Snow Removal Equipment (SRE) Replacement	WA232(Planning placeholder)	$3,500,000	2023
Taxiway R (North Segment) Rehabilitation	WA233(Planning placeholder)	$5,318,292	2024
Parking Structure Repair	WA259(Planning placeholder)	$1,503,047	2024
Terminal Facility Upgrades	Unassigned Placeholder	$4,000,000	2022
TOTAL	**6**	**$44,307,672**	

For 2021:

The Airport Division assumes significant revenue and expenditure decreases for 2021. This can be problematic as airports have high fixed costs to maintain the physical infrastructure for safety and customer satisfaction. As the COVID-19 pandemic continues there remains inherent uncertainty with passenger traffic and therefore airline and non-airline revenues. A combination of reducing expenditures with reduced revenue assumptions is how the Airport Division plans to remain solvent. Four capital projects to maintain facilities will occur.

A temporary one-year extension of the Airport master use and lease agreement with the airlines will expire on December 31, 2021.

2021 Staffing Changes	
Position	Number FTEs
Abolish One (vacant) Asst. Chief Airport Rescue & Firefighting	-1
Net Effect:	**-1**

2021 Budgeted Non-Airline Airport Revenues				
	2020 Budget	2021 Budget	Difference	Notes
Parking	$30,000,000	$17,062,798	($12,937,202)	-
Car Rentals	$10,800,000	$8,832,244	($1,967,756)	-
Taxi & TNC Fee	$875,000	$610,475	($264,525)	TNC = Transportation Network Company (Uber, Lyft)
Food & Beverage Concessions	$3,800,000	$3,589,820	($210,180)	-
TOTAL	**$45,475,000**	**$30,095,337**	**($15,379,663)**	

2021 Budgeted Airport Expenditures				
	2020 Budget	2021 Budget	Difference	Notes
Personnel	$28,738,330	$27,334,183	($1,404,147)	From Vacancy & Turnover
Commodities & Services	$29,646,776	$26,325,635	($3,321,140)	Fewer costs due to fewer passengers
Debt & Depreciation	$23,812,132	$23,351,592	($460,540)	From interest refinancing
County Crosscharges	$14,747,438	$15,402,030	654,592	Increase from Countywide Insurance Services
TOTAL	**$96,944,676**	**$92,413,440**	**($4,531,236)**	

MMIA 2021 Capital Projects		
Capital Project Name	Capital Project Number	Expenditure
Parking Structure Decorative Metal Panel Construction	WA28001	$1,963,190
Taxiway A Extension Construction	WA29901	$10,072,067*
South Maintenance Facility Air Handing Unit Replacement Design	WA37701	$259,575
Parking Structure Repair and Major Maintenance Design and Construction	WA39401	$1,465,476
TOTAL	**4**	**$13,760,308**

**Assuming receipt of State and Federal grants*
***For more information see the Capital Improvements Section of this Overview*

Major Initiative: International Terminal Redevelopment

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

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

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

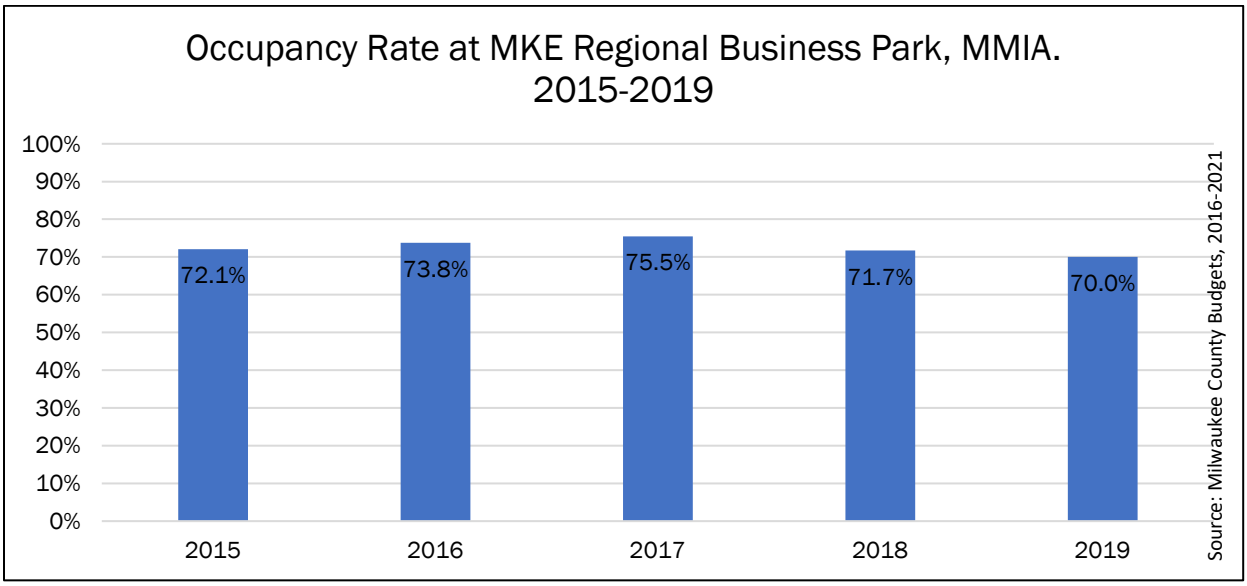
MMIA originally intended to issue construction bids in fall 2020, begin demolition and construction in April 2021, and achieve substantial project completion in October 2022. Due to the financial repercussions of COVID-19, construction will not begin until at least 2022.

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

Milwaukee Regional Business Park

The Milwaukee Regional Business Park is the area of MMIA formerly occupied by the 440th Air Reserve Base until 2010 in Milwaukee at South Howell Avenue and East College Avenue (File No. 11-311). In late 2017, SkyWest made a substantial investment by purchasing the former Midwest hangars located on Air Cargo Way, vacating its rented space within the MKE Business Park. The Airport Division has razed empty buildings in the business park and has gone from 60 buildings in 2018 to what will be 48 buildings on 102 acres in 2021. MMIA reports efforts toward increasing the occupancy rate of the business park which has fluctuated between 71 to 76 percent; it is budgeted for 86.5 percent in 2021.

The airline subsidy for the business park will decrease from to $63,631 to $10,941 in 2021, and down from $739,265 in 2019 due to expected increases in rent revenue, demolitions, and infrastructure efficiencies.



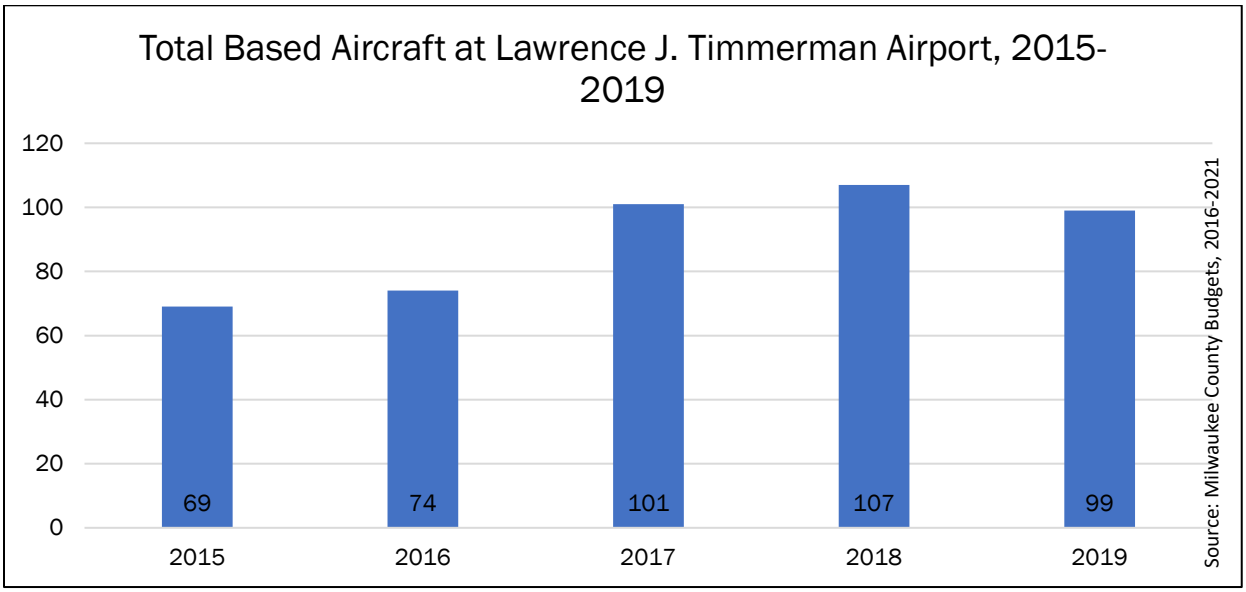
Lawrence J. Timmerman Airport (LJT) (Airport code MWC)

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. 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 allow grant applications for future improvements.

Airline subsidies will decrease from a budgeted to $599,078 to $483,341.

LJT 2021 Capital Projects Delayed Due to COVID-19			
Capital Project Name	Capital Project Number	Expenditure	Delayed Until
Runway 15L/33R Planning & Environmental Assessment	WA256011	$310,000	2023
Runway 15L/33R Land Acquisition	WA256013	$5,658,140	2024
East Entrance Road Rehabilitation	WA283011 & WA283012	$475,152	Beyond 2025
LJT Taxiway B & Connectors Rehabilitation	WA235 (Planning placeholder)	$912,427	Beyond 2025
LJT Move Security Fence to Accommodate New Security Gate	WA350 (Planning placeholder)	$221,824	Beyond 2025
TOTAL	**6**	**$7,577,543**	



5090 – Transportation Services

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

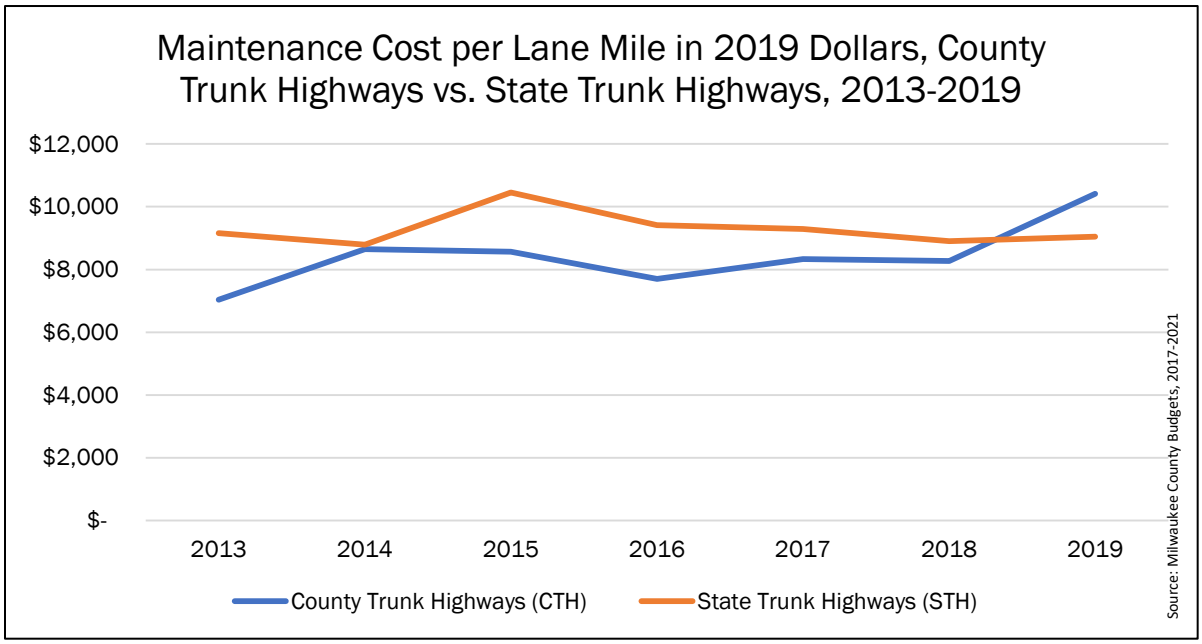
Transportation Services was formerly a section of the 5100-Highway Maintenance Division and is now a separate division as of 2019. The intention is to allow MCDOT to better monitor the Transportation Services' budget and performance.

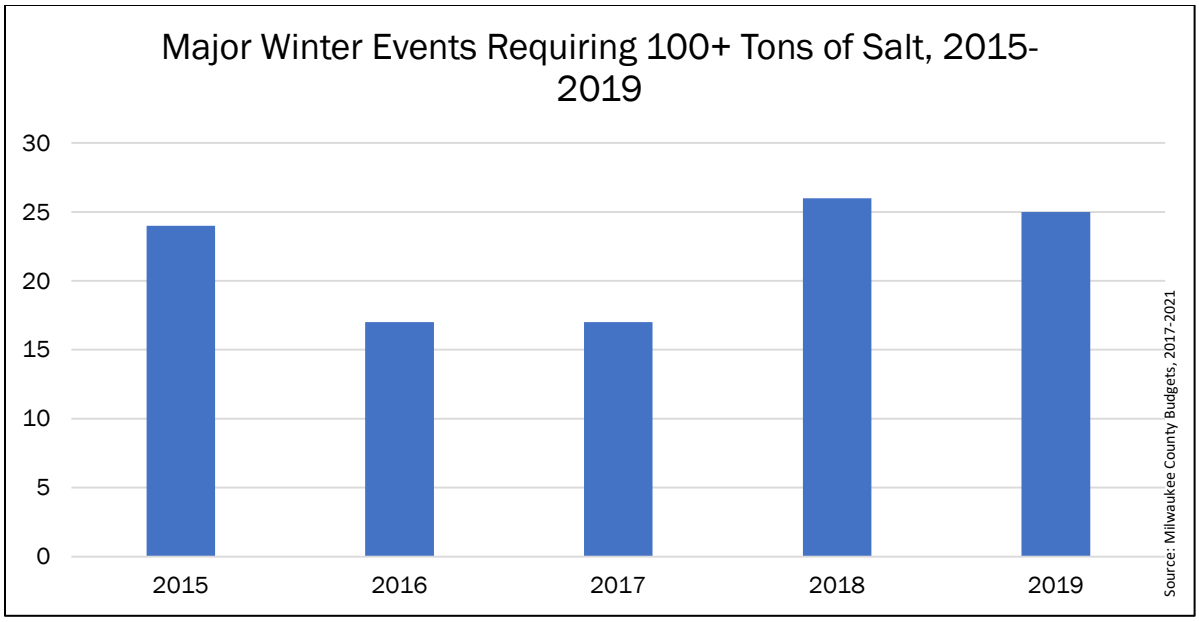
The 2021 Recommended Budget reduces total expenditures by $3,710 and tax levy by $2,744.

5100 – Highway Maintenance

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

The Recommended Budget increases this division by 315,830 or approximately 1.4 percent, accounting for higher departmental cross-charges and overtime. The operating capital outlay is decreased by $140,062 to $373,361 due to lower General Transportation Aid revenue from the State.

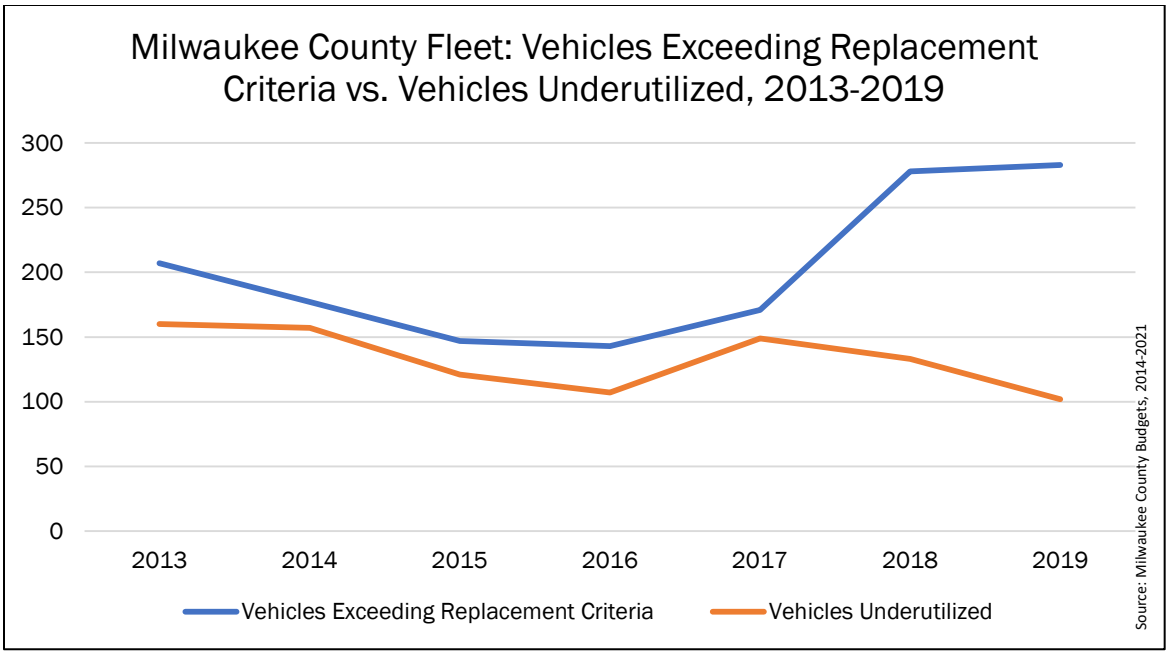




5300 – Fleet Management

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

Milwaukee County "100 Best Fleets" Ranking 2016-2020	
Year	Ranking
2016	100
2017	81
2018	69
2019	48
2020	53



5600 – Transit/Paratransit System

- The federal Coronavirus Aid, Relief, and Economic Security (CARES) Act of 2020 saved MCTS from significant deficits in 2020 and 2021; nearly $5 million in tax levy subsidy are removed from MCTS for 2021
- As ridership and therefore farebox revenue continues to decline, once CARES Act dollars are entirely spent, trending as soon as 2022 but by 2025 when the funding expires, an infusion of tax levy dollars or other revenues, and/or service reductions will be required in lieu of additional ridership and farebox revenue
- The East-West BRT, pending receipt of federal dollars this fall, will begin construction in Spring 2021 and would launch in Fall 2022
- MCTS Next was approved by the County Board in September 2020 to increase bus frequency in higher trafficked areas

General

The 2021 Recommended Budget has no major changes for the Milwaukee County Transit System (MCTS) due solely to emergency funding relief provided from the federal Coronavirus Aid, Relief, and Economic Security (CARES) Act of 2020 which Congress passed earlier this year. The CARES Act included $25 billion for transit, of which MCTS received $54.9 million. MCTS will spend $20 million to $25 million of CARES Act dollars to be whole in 2020 and at least $12.75 million more is projected as necessary for 2021 but perhaps as much as $20 million as the $12.75 million assumes ridership levels at 90 percent of 2019's ridership. The remainder of CARES Act dollars would roll over into 2022 and must be spent by 2025 upon which they expire but will likely be used up by 2022. Transit CARES Act dollars may be spent on pandemic-related expenditures or to make up for revenue loss.

Without the CARES Act MCTS was initially projected to have had a $10.6 million budget gap for 2021. The deficit stems from rising costs, stagnant State operating assistance, a decline in tax levy and a definite decline in ridership revenue in 2021 due to COVID-19. However, farebox revenue has trended

downward even prior to COVID-19. Instead, the CARES Act has allowed for a MCTS tax levy reduction of nearly $5 million; also showing that while transit is important to the community, its funding must compete with other important County priorities.

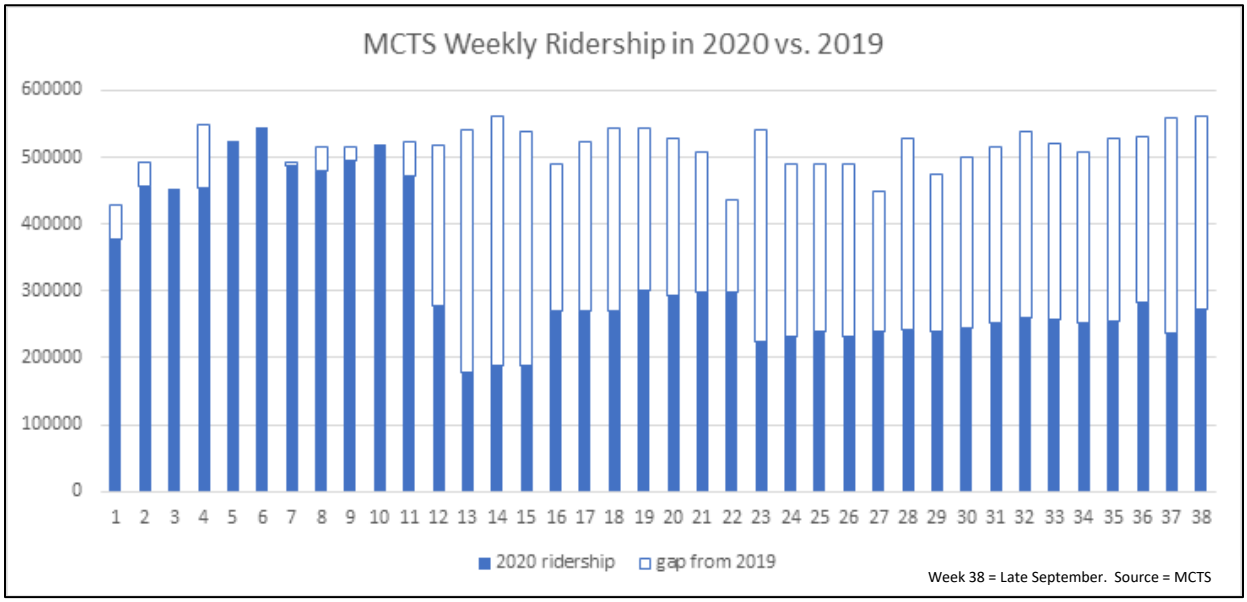
This federal funding is a short-term temporary stopgap, and policymakers will likely have difficult decisions to make in a future budget from 2022 to 2025 at the latest, when CARES Act dollars must be spent or expire. However, based on current spending projections it is highly likely the remainder will be spent by 2022 assuming ridership does not rebound closer to pre-pandemic levels.

Policies seeking to reverse the long-term trend in ridership decline and procuring a secure transit funding source rising with inflation will be essential for policymakers to avoid further transit service reduction (see also File No. 20-406). Improving bus frequency via MCTS Next and speed via bus rapid transit are two policies which may attract ridership. Yet ridership may not rebound until the COVID-19 pandemic is safely in the past; and it may not ever due to pandemic-forced lifestyle changes relating to remote working. Ridership declines may require the following in future budgets: tax levy infusions, other revenue increases, route reductions, or a combination thereof.

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

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

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

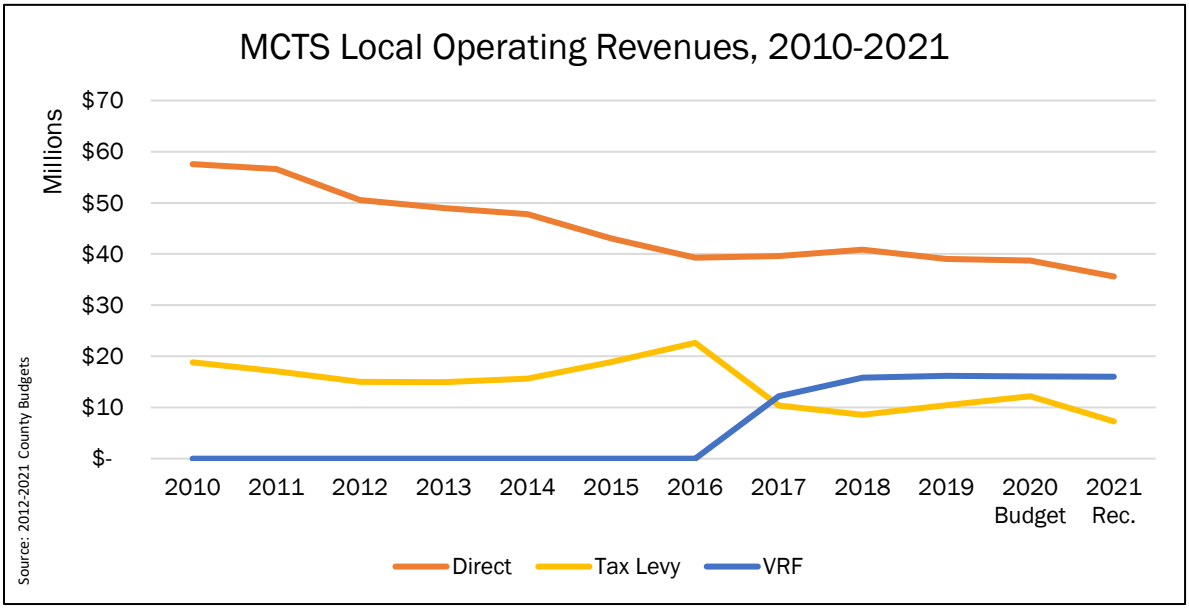


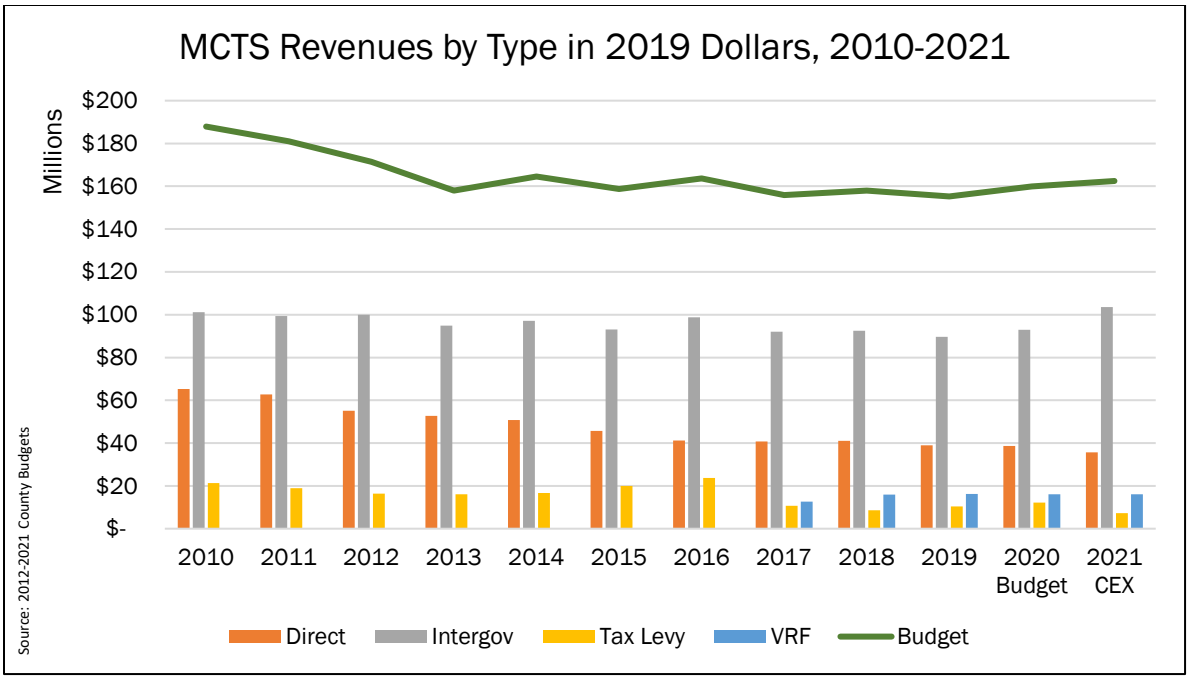
Initial 2021 Fiscal Deficit Projection on the MCTS Budget without the CARES Act		2021 Recommended Budget (made whole with CARES Act)
Revenue or Expenditure	Value (Rounded)	Value (Rounded)
Inflationary Cost-to-Continue	$2.5 million (1.6%)	$2.5 million
Direct Farebox Revenue Decline	$5.3 million	$5.3 million
Tax Levy Decline	$2.8 million	$4.95 million
TOTAL	**$10.6 million**	**$12.75 million**

For 2021:

- The One Day Premium Concession Pass for seniors aged 65 and older is reduced from $3 to $2 to match the GO Pass program
- MCTS will purchase 14 clean diesel buses
- Study will be ongoing for the 27th Street North-South Transit Enhancement Feasibility Study which could see BRT added in that corridor as the current Purple Line is a popular route

Tentative MCTS Expenditure Schedule of Transit CARES Act Dollars	
Year	**Value (Rounded)**
2020	$20-25 million
2021	$12.75-20 million
2022-2025	$9.9-22.15 million
TOTAL	**$54.9 million**



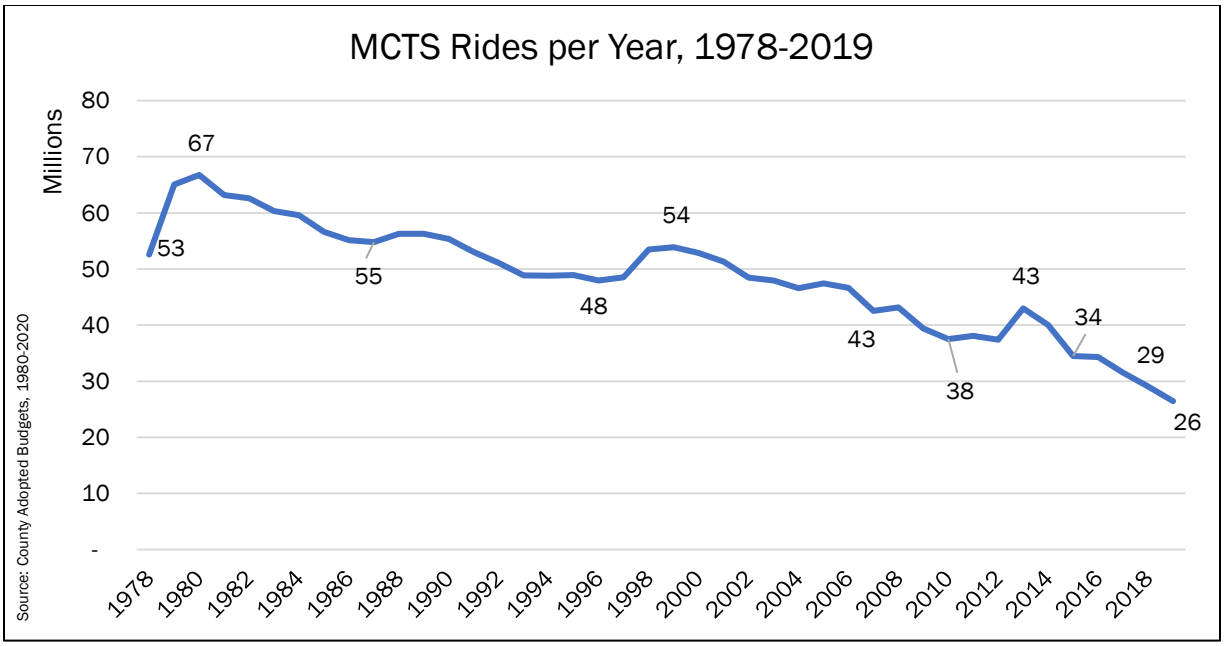


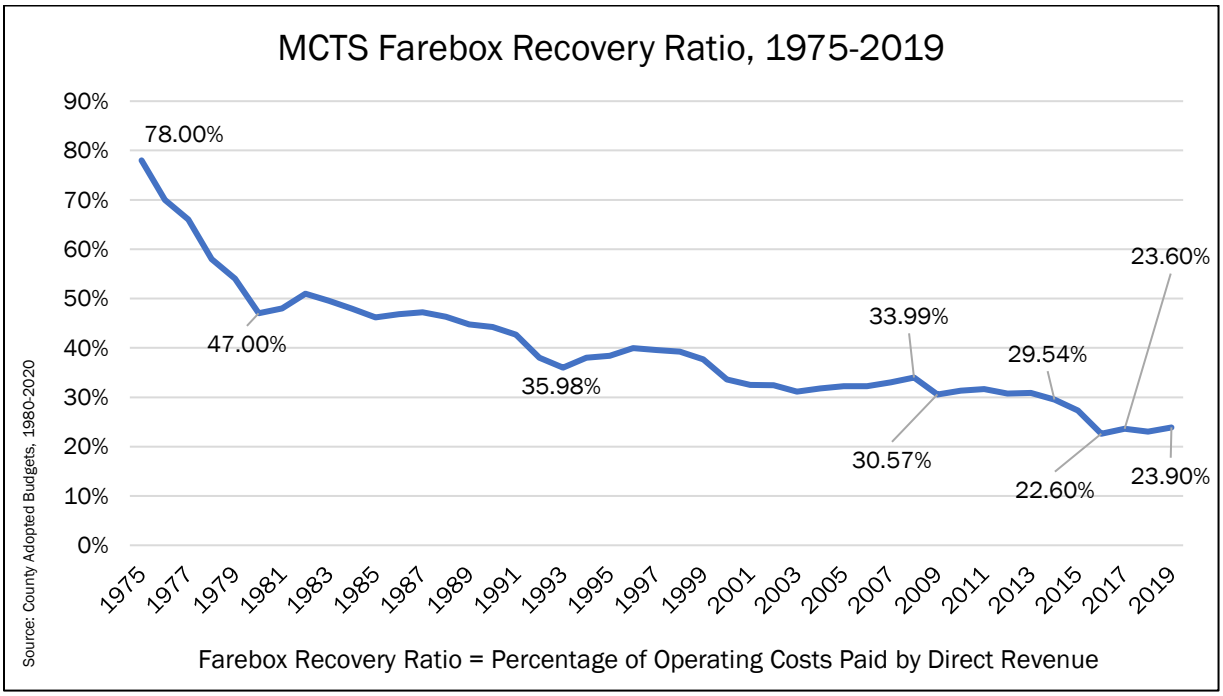
Structural Challenges to MCTS' Finances and Ridership (also see File No. 20-406)
MCTS has existed as a public entity since 1975 when Milwaukee County acquired the transit assets from a formerly public company which could no longer remain profitable. Like elsewhere in the United States, public land use decisions (i.e. suburbanization and various zoning requirements[3]) have made it more difficult for public transit to be efficient and all levels of government have generally prioritized subsidizing automobile travel and parking over public transit. Growth in incomes and relatively inexpensive fuel add to this as well. More recently, research suggests increases in bicycling, bike sharing, electric scooters, and particularly transportation network companies (TNCs)[4] are also negating 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 to come less frequently and therefore be a less reliable form of transportation which 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, MCTS' two main initiatives, MCTS Next and the East-West Bus Rapid Transit, may reverse the negative ridership trend. Prior to COVID-19, similar programs in other cities have shown positive results.

[3] Examples include: separating land uses, banning mixed-use properties, minimum lot sizes, maximum density rules, minimum parking standards, minimum setback requirements, and more
[4] Uber and Lyft are the two most prominent TNCs in the United States





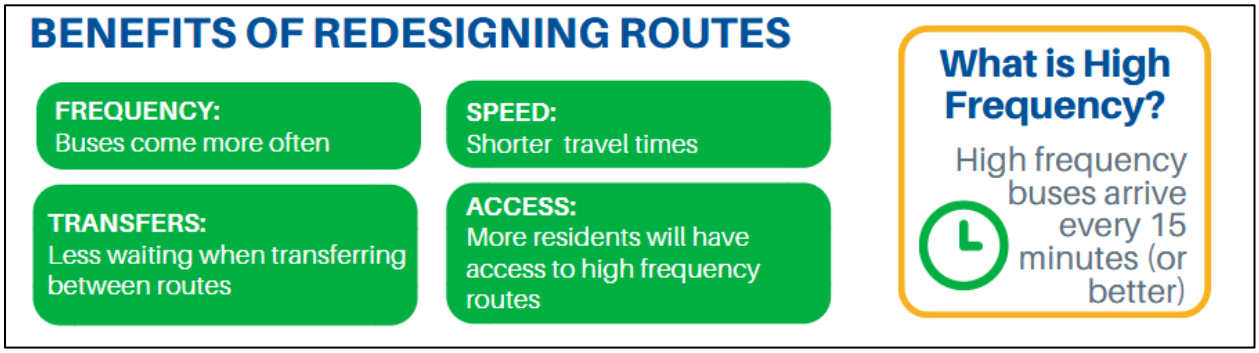
Major Initiative: MCTS Next

MCTS Next is a program MCTS is undertaking to improve service by increasing frequency and reducing the time it takes for passengers to arrive at their destinations. Presently 60 percent of MCTS routes are low frequency and 40 percent are high frequency, the latter meaning buses arrive at bus stops every 15 minutes or less. MCTS would reverse that ratio so 60 percent of MCTS routes would be 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.[5]

The County Board approved MCTS Next in File No. 20-476.



Major Initiative: MCTS' East-West Bus Rapid Transit and Battery-Electric Bus Acquisition
Proposed in 2015 (File No. 15-755) and Board approved for development in 2016 (File No. 16-261), the MCTS' proposed East-West Bus Rapid Transit project (BRT) would feature improved speed and frequency of service. The County and MCTS are largely complete with preparation and planning and are awaiting federal funding which has repeatedly been delayed. Construction will not begin until the federal grant is approved. To date, MCTS has been timely with all Federal Transit Administration (FTA) requests and procedures specific to the project to prevent undue delay.

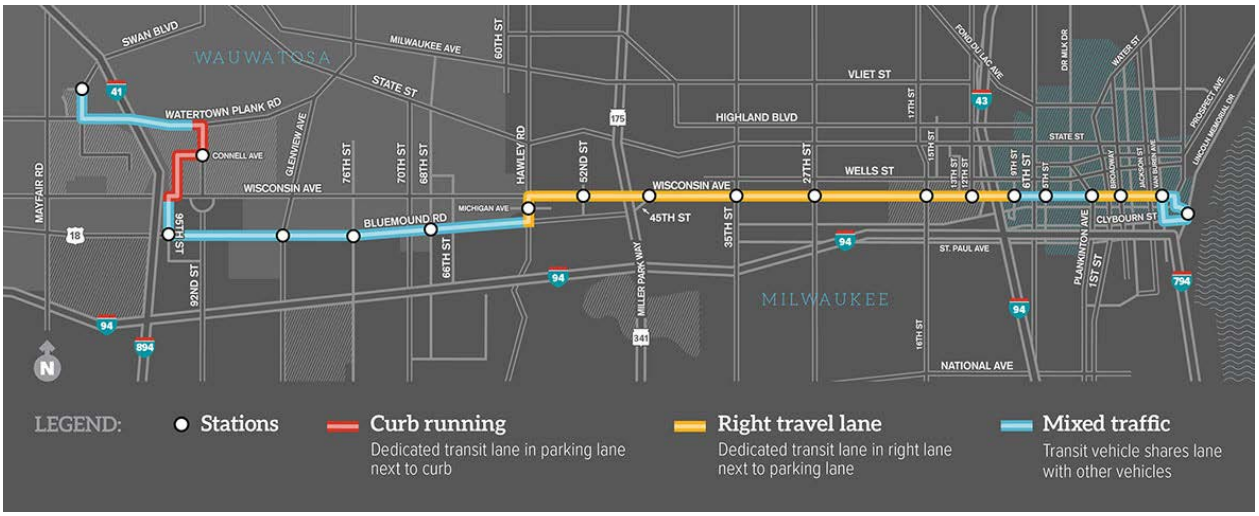
The East-West BRT follows principals of MCTS Next but will differ where most bus routes will continue to share the roads with other automobiles in what is called "mixed traffic." The BRT on the other hand, will operate in its own "dedicated right-of-way" in over 50 percent of the nine-mile route between Downtown Milwaukee and the Milwaukee Regional Medical Center (MRMC) and the Watertown Plank Road Park and Ride. Buses traveling in "dedicated rights-of-way" are less likely to be delayed by other vehicular traffic, 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 hybrid and/or 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 with the intent to deploy them along the BRT route (File Nos. 19-439 & 19-911). Capital Project WT12501 in the 2021 Recommended Capital Budget would purchase 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. In 2018 the federal Government Accountability Office in GAO-18-462 found the Federal Transportation Administration (FTA) noncompliant with Congressional mandates relating to the distribution of Capital Investment Grant Program (CIG) dollars. The FTA had attempted to eliminate CIG spending in the 2019 federal budget. The FTA did later release CIG funds, none to Milwaukee, but the GAO later found in July 2020 in GAO-20-512 that, "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."

[5] "Bus Stop Balancing," <https://vimeo.com/240382367>.

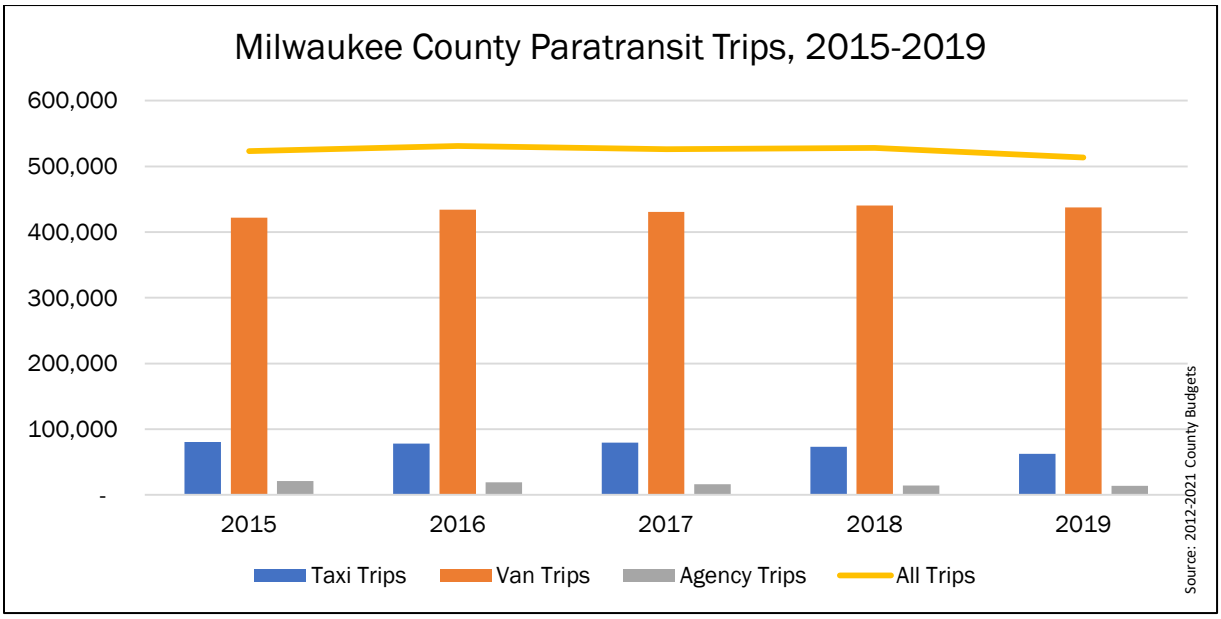
In May 2020 President Trump announced on Twitter that Milwaukee would receive money for its BRT application. MCDOT and MCTS hope to receive the grant by November 2020 as work on the BRT will not proceed without the federal dollars. Should Milwaukee County receive the federal dollars in fall 2020, BRT construction could begin in spring 2021 with launch by fall 2022 (File No. 20-475).



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 reportedly increased costs per ride due to social distancing requirements, therefore MCTS anticipates similar costs in 2021 as it expects 2021 ridership to be comparable to 2020.

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



5800 – Director's Office

The Director's Office oversees all County Department of Transportation divisions as well as MMIA, LJT, and MCTS. The 2021 proposed budget makes no major changes.

HEALTH AND HUMAN SERVICES FUNCTION

6300 – Mental Health Board – Behavioral Health Division

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

Per Wisconsin State Statute § 51.41(4)(b)(1), 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 2021 is $53,080,449, a decrease of $2.9 million from the 2020 Adopted amount. The tax levy savings were achieved by increasing expenditures by $15.1 million and revenues by $18 million.

Major changes or initiatives include:

- The Community Access to Recovery Services budget includes an additional $15.2 million for expanded services related to additional enrollment in the Comprehensive Community Service (CSS) program. Adult and children enrollment are projected to reach 2,125 participants by the end of 2021.

- $1 million is included to fund a new Assisted Outpatient Treatment (AOT) program that integrates the Assertive Community Treatment (ACT) model. The ACT model aims to enhance crisis treatment services for individuals unable to adhere to treatment and cycle repeatedly from tenuous stability to psychiatric crisis. Funding for this program is provided by the Substance Abuse and Mental Health Services (SAMSHA) grant for four years.

- The Crisis Stabilization House services will be changed to a fully contracted service. $500,000 is dedicated to providing higher level of services to individuals in a home-like setting. The goal is to provide individuals a short-term stay (six months or less) and provide intensive crisis stabilization post hospitalization.

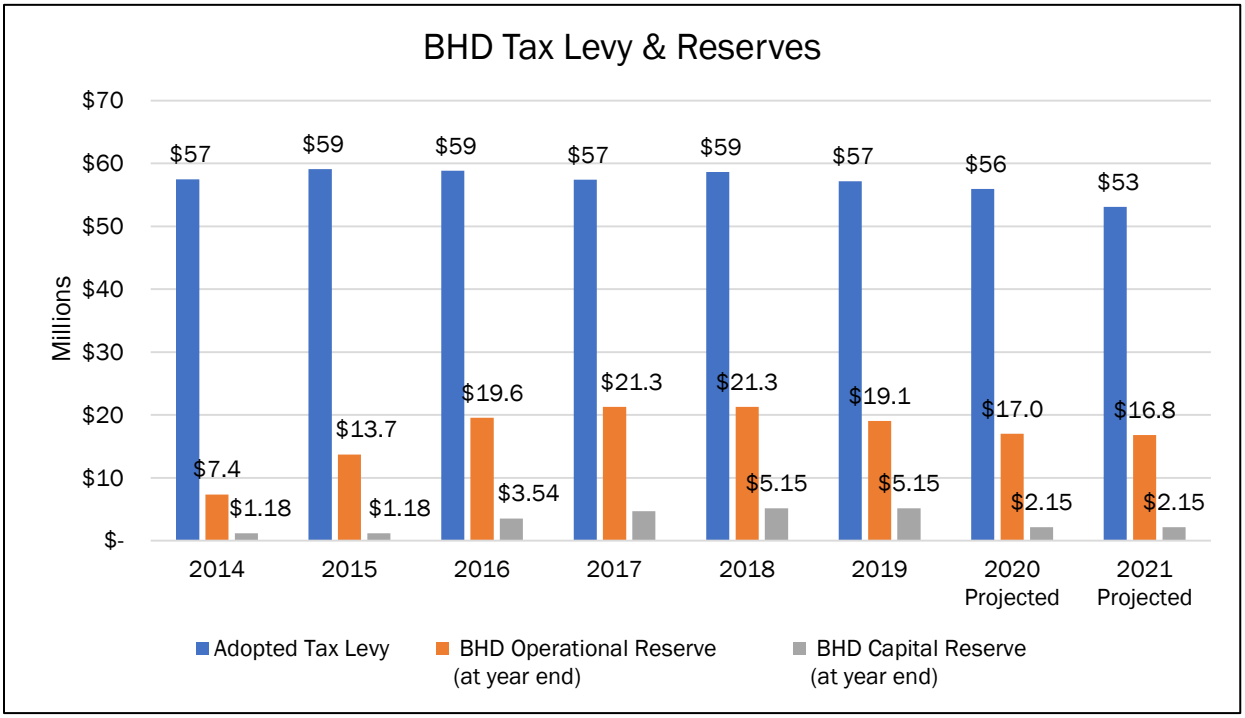
- The Crisis Mobile Team (CMT) is planning to expand. Four existing Emergency Services Clinicians will be re-allocated and dedicated exclusively to this unit. This will increase the number of Clinicians available to respond to calls and allow for extended hours.

- The Crisis Assessment Response Team (CART) will partner with the Office of the Sheriff to respond to calls and de-escalate and divert individuals from being taken into custody or a hospital by connecting them to a case manager and needed community resources.

- Enrollment for Wraparound Milwaukee is expected to increase due to a planned integration of screening and intake assessments with the Department of Health and Human Services (DHHS) Youth and Family Services division. Wraparound Milwaukee averages a daily enrollment of 1,100 children, young adults, and their families.

- Enrollment for the Reading, Engaging, and Assisting Children (REACH) and the Comprehensive Community Services for Children (CCS) is anticipated to increase due to referrals from DHHS Disabilities Services Division (DSD).

Under Wisconsin Statute § 51.41(4)(d), the treasurer must hold any funds that have not been spent or encumbered by the MHB in a mental health reserve fund. Any funds over $10 million "may be used at any time for any mental health, function, program, or service in Milwaukee County." Additionally, Wisconsin Statute § 46.18(13) requires an annual cash reserve contribution of 2 percent of original cost or appraised value of buildings of "existing mental health infirmary structures and equipment." Both the 2020 Adopted Budget and the 2021 Recommended Budget include a $2 million expenditure abatement. Such abatements and other unbudgeted revenue or expenditure changes throughout the year may have an impact on the BHD's financial position at yearend and may result in additional contributions from the reserves beyond those already budgeted. The chart below details the adopted levy, operational reserves, and capital reserves for BHD. The 2020 and 2021 year-end projections include only budgeted and adjusted budgeted withdrawals and do not include any potential withdrawals due to the year-end financial positions.



8000 – Department of Health and Human Services

The Department of Health and Human Services (DHHS) is comprised of six areas: The Director's Office, Division of Youth and Family Services (DYFS), Disabilities Services Division (DSD), Housing Division, Behavioral Health Division (budgeted in org. 6300), and the merged Aging Division. Expenditures decrease by a total of $1,419,891 and revenues increase by $668,634 for a tax levy decrease of $2,088,525.

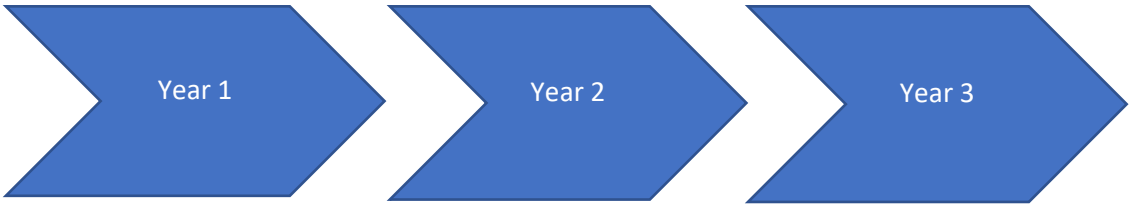
In 2021, DHHS will continue implementation and refining of its "No Wrong Door" initiative that connects residents to services regardless of demographics or economic status or point of entry for services. To refine the vision of the "No Wrong Door" initiative Veterans Services and the Department

on Aging are integrated into DHHS. This integration will allow both populations to have more direct and seamless access to county services that were previously siloed. Veterans and seniors will have direct access to wrap-around services offered by DHHS, such as housing assistance, energy assistance, and mental health services. The budget for Veteran's Services includes expenditures of $255,932, revenues of $13,000, and tax levy of $242,932 is transferred to DHHS. This transfer also reflects three positions: Officer Veterans Services, Program Manager Veterans Services, and Clerical Assistant. As a result of the integration, the Aging Division is expected to be more efficient and streamlined. One Executive Director position is abolished, and one Aging Administrator is created to serve as the statutorily required "Aging Unit Director" for no net tax levy impact. Further, due to savings from the elimination of vacant high level management positions, Aging was able to avoid a more significant cut to its senior center social programming contract.

Division of Youth and Family Services

Since the passage of Wisconsin Act 185 authorizing the closure of Lincoln Hills and Copper Lake Schools, DHHS has been working to develop a plan to transition Milwaukee County youth back to the community upon the closure of these facilities. The table below outlines the actions taken by DHHS and the Wisconsin State Legislature since 2018.

Secured Residential Care Centers for Children and Youth (SRCCCY)



	2018	2019	2020
Actions	The Wisconsin State Legislature adopted Wisconsin Act 185 authorizing the closure of Lincoln Hills and Copper Lake Schools by July 1, 2021.	March: DHHS submitted its grant application to the State in File No. 19-236. The estimated construction costs for new of a facility was $41 million.	As noted, in File No. 20-21, DYFS received notification that the actual grant award amount was $15.2 million, or $8.4 million less than requested.
	The act established new State Department of Corrections (DOC) Type I juvenile correctional facilities and new Secured Residential Care Centers for Children and Youth (SRCCCY) to be operated by counties.	July: the grant application deadline was extended. In File No. 19-23, DHHS revised its plan to renovate beds at Vel Philips in lieu of building a new facility. Renovation costs estimate was $41.8 million.	August: in File No. 20-21 DHHS with the support of the County Executive deferred grant acceptance. Grant acceptance was deferred to review further information regarding the State Type I facilities and potential operating support in the State's biennial budget.

The State earmarked funding of $80 million in bonding for the construction of the SRCCCYs. The act authorizes State financing of 95% for the design and construction costs of SRCCCYs and 100% of the cost of girls-only facilities.	September: As noted in File No. 19-23, DHHS again revised its plan and reduced the total cost to $24 million for renovation of beds at Vel Philips and in the community.	DYFS continues to expand its community-based service continuum.

Placements at Lincoln and Copper Lake continue to trend downward with an average daily population (ADP) of 29 anticipated in the 2021 Budget. This compares to an ADP of 50 in the 2020 Budget which results in savings of about $2.9 million for charges from the State Department of Corrections (DOC). About $1 million of these savings will be used to reinvest in community-based alternative programing for youth. The department plans to invest in a Credible Messengers Program to mentor and advocate for youth, assist with social and emotional issues and, violence mediation/interruption. Additionally, Achievement Centers supported by partnerships with schools, community organizations and other public agencies would provide youth with educational, vocational, and job services. To support the transition of youth out of Lincoln Hills and Copper Lake Schools, one Zero-In Project Manager position is created at a cost of $89,375 and one Unit Therapist is created at cost of $79,064.

Disability Services Division (DSD)

The Disabilities Services Division (DSD) provides services to adults and children with intellectual and/or physical disabilities. DSD strives to enable adults and children to live independently in the community and avoid institutional placements. DSD achieves this goal by addressing the needs of the family. Services provided includes case management, supportive living options, respite, employment, and early intervention. Additionally, this unit operates the Disability Resource Center that connects individuals to services and resources including services offered by the Aging Division.

In 2021, DSD's Adult Services Unit will operate the Adult Protective Services (APS) and Elder Abuse (EA) Program. Previously, these programs were operated independently in DSD and the Department on Aging. To support the integration of the two programs, 12 positions identified in the table below are transferred from Aging to DSD for a total of 18 positions. Combined with six positions in DSD, this new unit will operate with a total of 18 positions. The combined program will allow shared access to resources, centralized knowledge, establishment of a uniform intake process, and provide easier access to services for individuals.

Position Transfers from Aging	
Position Name	# of Positions
Coordinator Elder Abuse Prevention	1
Human Service Worker Aging	8
Paralegal NM	1
RN2 Aging	1
Unit Support Supervisor LTS	1
Total	**12**

Also, in 2021 the APS and EA Program is awarded a three-year grant of $375,000 ($125,000 annually) to better serve and support victims of elder abuse and financial exploitation.

Lastly, an increase of $187,000 is provided for emergency placements and supportive home care. This increase will allow individuals to continue to receive assistance with activities of daily living. This funding can also be used to place individuals that have been neglected, abused, or financially exploited into an Adult Family Home for 30-45 days until they can become enrolled in Publicly Funded Long-Term Care.

In 2021, expenditures and revenues increase by $730,000 for the Children's Long-Term Support (CLTS) waiver. Expenditures and revenues have increased in this program area in the past two years due to additional children being served. An average of 20 new cases are added monthly. To support the growing caseload of this division one Human Service position was created mid-year in 2020 funded by case management revenue.

Housing Division

New in 2021, the Housing Division will implement a new Rapid Rehousing Assistance Program for 64 homeless individuals and families. The goal is for individuals and families to quickly obtain and retain housing. The Housing Division will receive a grant of $547,404 annually from the Housing and Urban Development (HUD) starting October 1, 2020 to September 30, 2021 for this initiative. One Community Intervention Specialist position is created and funded by this grant to provide oversight and housing navigation assistance.

Following the success of the Housing First initiative that launched in 2015 to assist homeless individuals with obtaining stable housing and provide wraparound services to maintain permanent housing, the division will expand services to a Rent Only Payeeship Program. This program will focus on eviction prevention for those not paying rent but of their social security income. An allocation of $75,000 is appropriated for this initiative and payeeship services will focus on just paying rent and utilities. The goal is to educate individuals on how to budget funds and allow for flexibility with the remainder of their monies.

In 2021, the Housing Division will continue eviction and foreclosure prevention efforts with County funds, as federal funding from the Coronavirus Aid, Relief, and Economic Security (CARES) act expires. Funding is used to assist individuals with very low income and facing eviction from subsidized housing.

Funding of $721,000, the same as 2020, is included in the budget for emergency shelters.

Lastly, one Quality Assurance Coordinator position is created at a cost of $60,882 salary and social security to provide oversight of programs contracts with the Housing Division.

Aging Division

To continue moving the "No Wrong Door" initiative forward, the Department on Aging has integrated as a division within DHHS. This integration will allow the senior population more direct access to services including eviction prevention, energy assistance and mental health. The integration will further allow for quicker turnaround times, preserve services, reduce administrative cost, and avoid cuts to frontline staff.

The integration does not include the merger of the Aging Resource Center (ARC) and the Disabilities Resource Center (DRC) in 2021. Rather, planning for this merger will occur in 2021 with implementation of a combined ADRC in 2022.

The Area Agency on Aging (AAA) is federally designated to provide oversight, planning, research, and program development for all relative aging issues in the County. Additionally, AAA provides advocacy services for seniors through outreach programs and legal assistance to seniors. The Older American

Adults Grant funds contract services available to seniors which includes, transportation to medical appointments and/or grocery stores, Neighborhood Outreach Programs services, case management, National Family Caregiver Support, and outreach to Lesbian, Gay, Bisexual, Transgender, Queer/Questioning (LGBTQ) seniors.

The Senior Meal Program operates 27 dining sites throughout the County. Forty percent of the meals served at congregate meal sites are provided to people of color. The first half of 2020, congregate senior dining increased along with home delivered meals. Then the COVID-19 pandemic emerged, and senior dining had to transition to pick-up/carry out or home delivery. Funding from the Coronavirus Aid, Relief, and Economic Security (CARES) act was allocated to support the increase in demand for meals. Since the COVID-19 pandemic, senior meals have been provided over the weekend and delivered directly to senior homes.

In 2021, the Senior Meal program will continue to seek out new dining sites and times. The Division plans to collaborate with community partners in underserved communities to explore new meal models including expanding business opportunities for restaurants or caterers owned or operated by people of color. Additionally, the Senior Meal program will offer an online donation platform for users to donate to the senior meal program and provide statements to senior participants to increase awareness of the true cost of their meals.

In 2021, all five County owned Senior Centers will offer programming five days week. Programming will be offered in person and virtual, however due to the COVID-19 pandemic some senior centers maybe closed during the first quarter of 2021. The senior centers provide adults with social and recreational activities.

In 2019, Department of Aging partnered with the Wisconsin Policy Forum to research alternative senior center models across the United States and the Commission on Aging Advisory Council solicited input from over 500 seniors on the future of senior programming. Collectively, a report titled "Envisioning the Future – Milwaukee County Senior Centers" was produced. The report focuses on exploring program models that are fiscally sustainable while serving the County's aging population.

RECREATION & CULTURE FUNCTION

9000 – Department of Parks, Recreation & Culture

- Closure of four outdoor pools
- Operation of the Domes and Boerner Botanical Gardens on opposite schedules
- Segregated funding in the amount of $474,000 to be accessed only once certain revenue benchmarks are achieved

The COVID-19 pandemic has been detrimental to the operations of the Department of Parks, Recreation, and Culture (Parks Department) in 2020. As the off-season begins for the Parks Department, the effects of the COVID-19 pandemic do not seem as drastic as a majority of revenue is earned during warmer months. However, there is much uncertainty over the trajectory of the virus and if there will be opportunities for facility and service openings by spring and summer of 2021. Public health experts have predicted a potential resurgence of COVID-19 this coming winter (although cases in Wisconsin continue to be on the rise in certain areas) and Milwaukee County could face a similar scenario going into peak Parks season in 2021 as it did in 2020. Public health guidelines and laws forced the closure of many facilities, cancellation of events, and the restructuring of programs and services beginning in March 2020. For the Parks Department, this meant that many pools only opened briefly or not at all, golf courses and cart rentals opened later in the season than normal, pavilion and picnic rentals were canceled, indoor facilities like the Domes and Wehr Nature Center were closed for months, and seasonal labor was greatly reduced. The Parks Department relies heavily on revenue-generating services to offset its expenditures and meet its lower tax levy targets.

At the meeting of the Committee on Parks, Energy, and Environment on June 12, 2020, Parks Department staff testified that, on average, 900 seasonal employees are hired each year and, due to financial restrictions during the COVID-19 pandemic, only 200 seasonal employees were hired in 2020. Additionally, the Parks Department redeployed 92 full-time non-operational staff from their normal duties to work in the field one to two shifts per week (File No. 20-421). Operations affected by this severe labor shortage are visible to the public and include lifeguards at beaches, grass mowing, trash removal, graffiti removal, and limited access to amenities like restrooms.

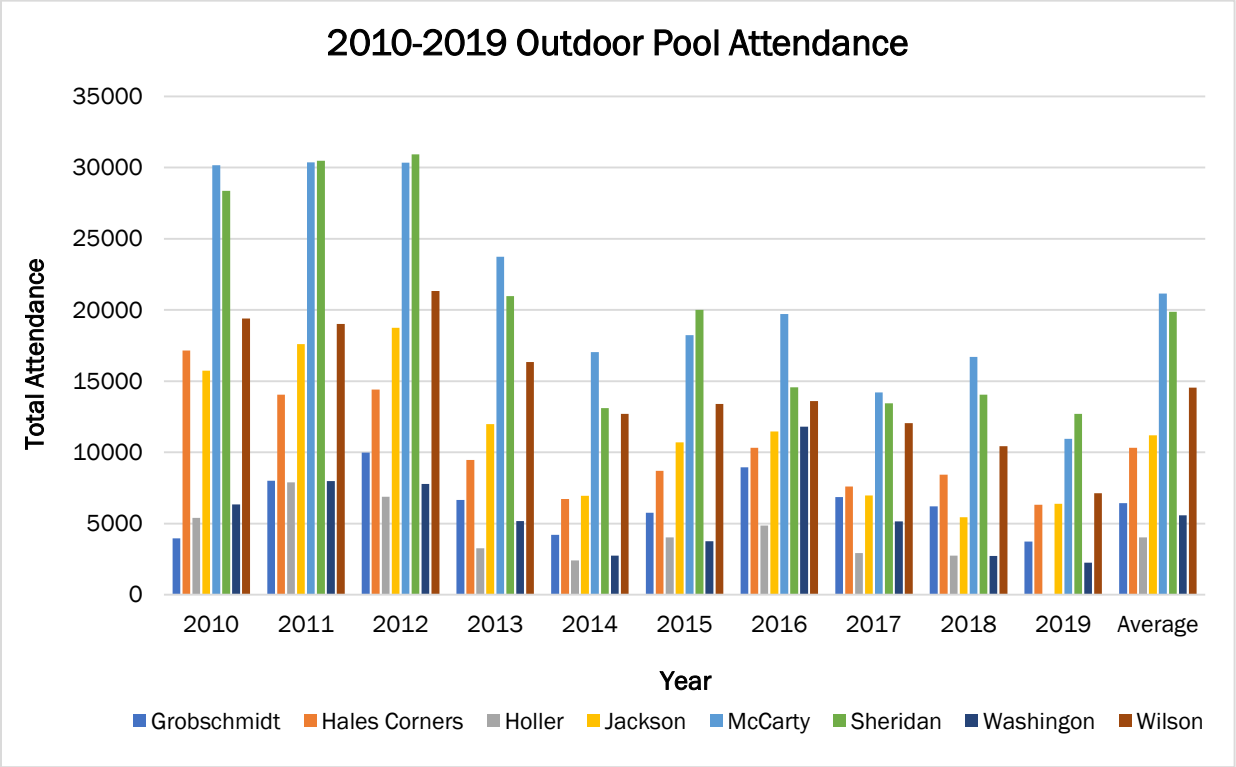
The impact of the COVID-19 pandemic on 2021 operations is unknown and makes budgeting, including critical seasonal hiring, difficult to predict. The 2021 Recommended Budget assumes the virus will not prevent facility closures and service disruptions, which is an optimistic forecast that is not guaranteed. Policymakers will need to consider the possibility that strict social distancing, mask requirements, and other public health guidelines may adversely impact the ability of many major park facilities fully function in 2021. Therefore, it is important to assess the 2021 proposed Parks budget under various operational scenarios. The Parks Department is segregating $474,000 in expenditure authority that cannot be accessed unless certain revenue milestones are achieved. Reaching revenue milestones is highly dependent upon the trajectory of the COVID-19 pandemic in 2021.

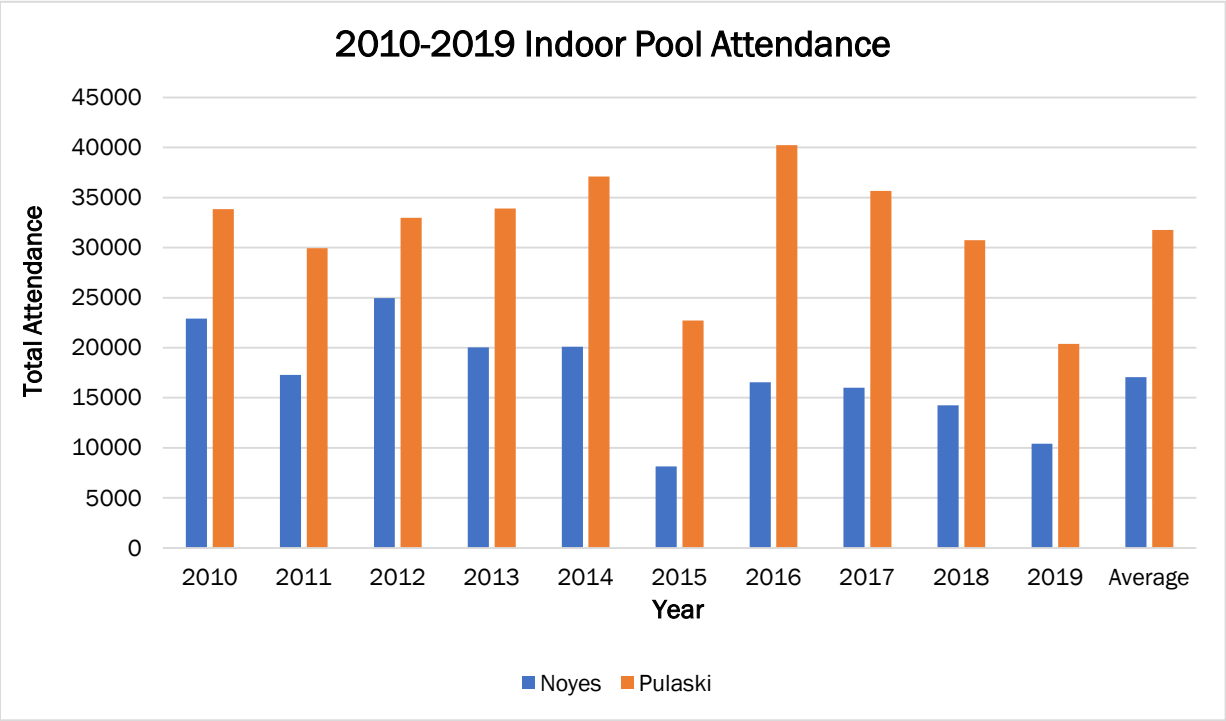
Aquatic Facility Closures

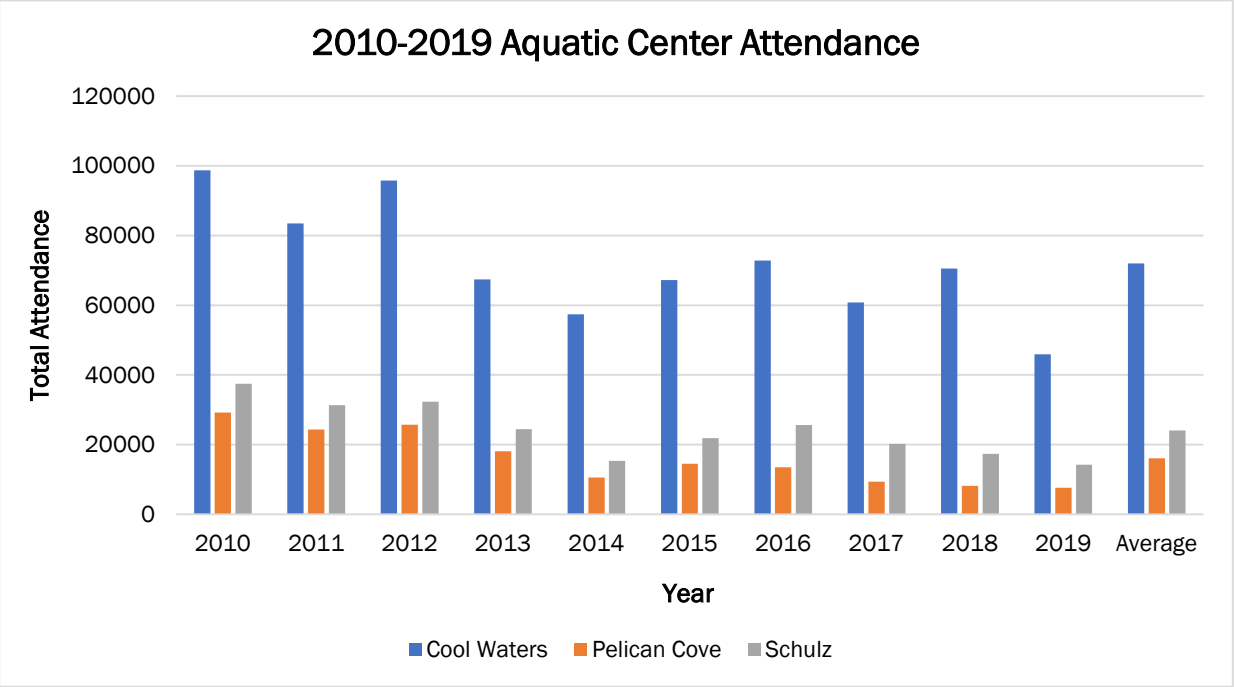
The 2021 Recommended Budget proposes the closure of McCarty (West Allis), Jackson (southern Milwaukee), Grobschmidt (South Milwaukee), and Hales Corners Pools for the entirety of 2021. Holler Park pool closed in 2019 and will remain closed. These pools were selected for closure due to historically low attendance levels, declining revenues, and relative location. The identified pools are some of the most expensive facilities for the Parks Department to operate because they do not generate enough revenue to offset the expenditures in services, commodities, and seasonal labor. Grobschmidt Pool closed midway through the 2019 season due to major maintenance issues. It

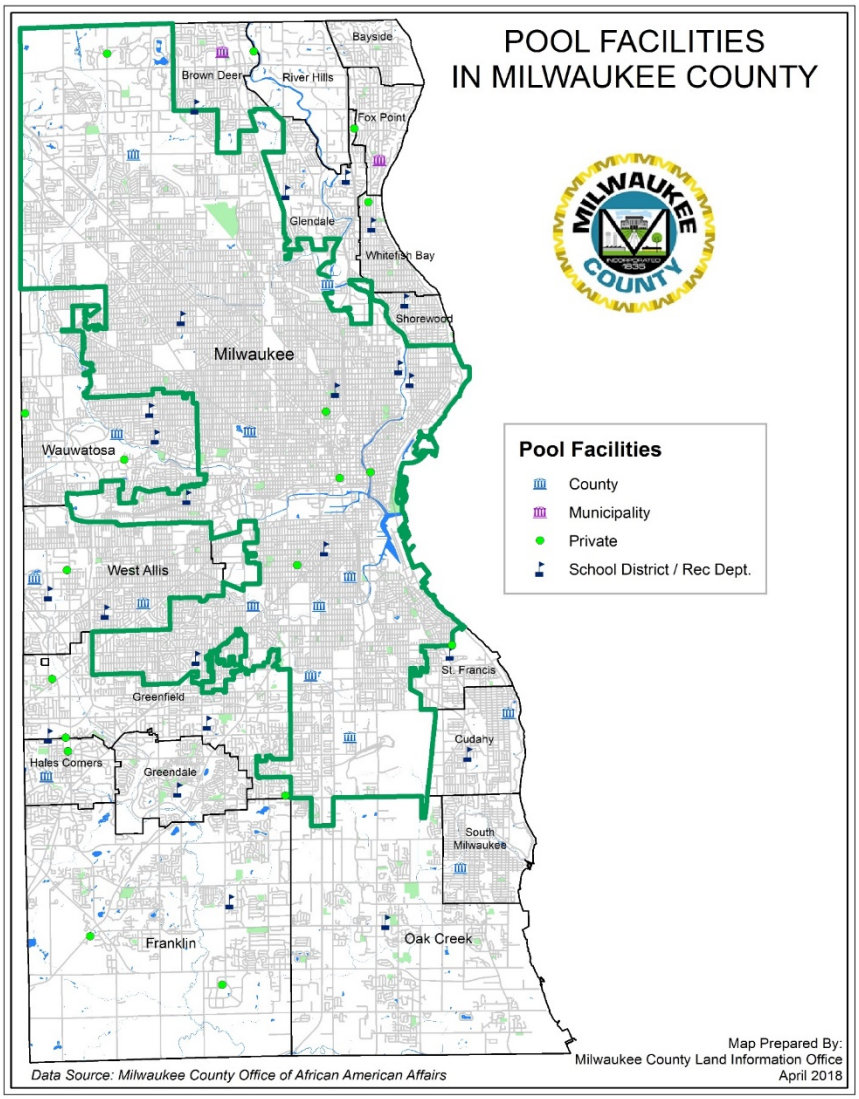
continues to deal with maintenance issues, which, along with its low attendance rates, prevents its reopening in 2021.

As seen in the chart below, the pools selected for closure are not the least attended facilities. However, the below map indicates that the southern portion of Milwaukee County has other aquatic opportunities, both public and private. The northern portion of Milwaukee, specifically the north side of the City of Milwaukee, has fewer aquatic facilities available to the public and those County pools were prioritized for opening, as part of Milwaukee County's efforts to make racially equitable budgetary decisions. Only three outdoor, deep well pools will operate in 2021. Noyes' indoor pool is not planned to open until fall 2021. Noyes' pool is also experiencing major maintenance issues with its boiler system, which would need to be repaired before opening of the facility.




2010-2019 Indoor Pool Attendance
Total Attendance
45000
40000
35000
30000
25000
20000
15000
10000
5000
0
2010
2011
2012
2013
2014
2015
2016
2017
2018
2019
Average
Year
Noyes
Pulaski


2010-2019 Aquatic Center Attendance
Total Attendance
120000
100000
80000
60000
40000
20000
0
2010
2011
2012
2013
2014
2015
2016
2017
2018
2019
Average
Year
Cool Waters
Pelican Cove
Schulz



Only half of the County's wading pools and seven of its splash pads opened in 2020 and those same facilities will open in 2021, for an anticipated savings of $124,000. Most open facilities are in the central portion of the County and take into consideration the location of other aquatic facilities. For example, the Hales Corners Outdoor Pool will be closed, but the wading pool will remain open. Aquatic centers, splash pads, and wading pools are increasingly more popular than standard deep well pools because they are more accessible and cater to younger families. Investing in these facilities reduces spending for the County and tracks with attendance trends in recent years.

In 2014 and 2015, several major maintenance projects resulted in pool closures and lost revenue, which explains the drop in attendance at many facilities in the charts above. Attendance has tended to marginally recover after those two years. But, overall pool attendance at all facilities is trending downward. Even aquatic centers, which are some of the most well attended aquatic facilities in the County, have experienced drops in attendance in recent years. These trends are not unique to Milwaukee County. Brown County, Wisconsin—specifically the Cities of Green Bay and De Pere—has also experienced declines in public pool attendance between 2011 and 2017. The City of Green Bay's pool attendance has declined by 29 percent and the City of De Pere has declined by 20 percent during this timeframe. Counties have found success in reviving these numbers by overhauling some deep

well pools into family-friendly splash pad and water park facilities. Both Brown County and Cook County, Illinois are experiencing greater interest in these types of facilities over deep well pools because they are more attractive to kids, offer amenities for many different ages, and are seen as safer by parents because they have shallower areas and zero-depth entrances. Overall, public pool attendance is declining nationwide as patrons increasingly have competing recreational options, including travel sports leagues, and an overall preference for aquatic centers.

To address the declining attendance and severe disrepair of its aquatic facilities, the Parks Department has proposed an Aquatics Master Plan capital project (WP72401). At an estimated cost of $200,000, the project would enlist a consultant to help the Parks Department conduct analysis on long-term planning of aquatic facilities, including facility closures, redesign, and repurpose. The previous Aquatics Master Plan was established nearly ten years ago. Over the past decade, use of aquatic facilities has greatly changed and a restructuring of this Plan may be beneficial to improving the revenues received through the aquatics program. This project is intended for inclusion in the 2022 Requested Capital Budget, but it will be competing amongst various other projects that also await funding.

Staffing Level Changes

There are several staffing changes throughout the Parks Department proposed in 2021:

- Creation of an Engineer position, funded through an agreement with the Milwaukee Metropolitan Sewerage District (MMSD) in File No. 20-186
- Creation of a Contract Management Assistant position, in response to contract issues arising from the audit report in File No. 19-975
- Creation of a Senior Budget and Management Analyst position, offsetting the abolishment of the two below positions
- Abolishment of a Parks Operations Analyst position and an Office Assistant 3 position
- Creation of a Horticultural Director position, three Parks Naturalist positions, and one Office Assistant position for the Nature in the Parks program at Wehr Nature Center, following the expiration of the contract in File No. 20-188
    - One Parks Naturalist position will be unfunded in 2021
- Park Unit Coordinator 1 Concessions and Park Unit Coordinator 2 Golf will both be underfilled by one FTE each

As described above, seasonal labor shortages were a challenge in 2020. The loss of seasonal employees creates a disturbance in a park user's experience wherein garbage cans are full, restrooms are not available, playgrounds and high-touch areas are not appropriately cleaned and sanitized, and grass is cut at longer intervals. A reduction of approximately $612,418 in funding for seasonal labor is included in the 2021 Recommended Budget. Most of this reduction is attributable to the closure of McCarty, Jackson, Grobschmidt, and Hales Corners pools and seasonal closures of the Domes and the Boerner Botanical Gardens. The chart below details the reduction in funding for basic lifeguards, head lifeguards, and aquatic program supervisor by over half of its 2020 Adopted Budget levels. Overall, aquatic seasonal funding is reduced by more than 50 percent.

Funding was moved from Park Workers I through IV to Park Worker V. Park Worker V is on a higher pay scale and enables the Parks Department to adequately compensate its employees by budgeting at the highest level. Funding for Park Patrol, as seen in the "Other" section of the chart below, is also moved into the Park Worker V position.

Budgeted Seasonal Funding by Position and Year				
Seasonal Position	2019 Budget	2020 Budget	2021 Budget	2020/2021 Variance
General				
Park Worker I	$335,526	$274,752	-	($274,752)
Park Worker II	$843,772	$895,986	-	($895,986)
Park Worker III	$2,538,918	$2,291,522	$32,584	($2,258,938)
Park Worker IV	-	$101,778	$16,472	($85,306)
Park Worker V	-	-	$3,420,338	$3,420,338
Sub-Total	**$3,718,216**	**$3,564,038**	**$3,469,394**	**($94,644)**
Aquatic Positions				
Aquatic Program Supervisor	$19,272	$27,400	$11,584	($15,816)
Assistant Head Lifeguard	$200,674	$138,276	$196,604	$58,328
Head Lifeguard	$99,168	$108,666	$54,114	($54,552)
Lifeguard	$841,492	$688,710	$197,360	($491,350)
Aquatic Facility Maintenance	-	-	$19,160	$19,160
Sub-Total	**$1,160,606**	**$963,052**	**$478,822**	**($484,230)**
Other				
Office Assistant I	$44,642	$60,866	$58,498	($2,368)
Park Patrol	$67,144	$78,444	$19,460	($58,984)
Food Service Operator	$262,184	$218,272	$248,184	$29,912
Horticulturalist I	-	$62,648	$63,372	$724
Sub-Total	**$373,970**	**$420,230**	**$389,514**	**$31,932**
Total	**$5,319,942**	**$4,947,320**	**$4,337,910**	**($609,410)**

Lifeguards make up a significant portion of Parks' seasonal staff. A severe lifeguard shortage in 2019 caused Milwaukee County Parks to institute a rotating pool closure schedule so a safe number of lifeguards could be present during all operating hours at every pool. On Mondays, Tuesdays, and Fridays, three out of the 13 County-operated pools or aquatic centers were closed. This rotating schedule was confusing for guests and not logistically efficient. For 2021, the Parks Department is focusing on fully staffing its facilities that are proposed to open so that pool openings will not be on a rotating schedule. Recruitment and retention of lifeguards continues to be difficult. Pulaski indoor pool will open for the purpose of training lifeguards during winter months.

Several high-profile drowning deaths occurred in 2020 at Bradford and McKinley beaches, highlighting the need for lifeguards as Lake Michigan experiences higher than normal water levels. Visitors to Milwaukee County's beaches have increased this year due to system-wide pool closures. The 2020 Recommended Budget includes funding for lifeguards at Bradford Beach. Historically, Bradford Beach has been the only beach with lifeguards due to its size and popularity. Lifeguards have not been present at McKinley Beach in at least ten years. On August 13, 2020, McKinley Beach closed to the public after three drowning deaths occurred in the span of two months. Lifeguards are not anticipated to be present at McKinley Beach next summer and the beach may remain closed until repairs needed at the shoreline and breakwater can be made.

The contract for the Nature in the Parks program with UW-Extension expires on December 31, 2020. The 2021 Recommended Budget proposes bringing that program under the operation of the Parks Department. The initial contract amount for the program was $220,500 and was reduced to $192,387 in July 2020 following facility closures and program cancelations due to the COVID-19 pandemic. The Parks Department anticipates that this change will require the creation of a Horticultural Director position, three Parks Naturalist positions (one of which will be unfunded), and one Office Assistant position. It is anticipated that this change will increase expenditures by $30,000.

Fee Increases

Milwaukee County's regulation golf courses are major revenue sources for the Parks Department, supporting over 220,000 rounds of golf annually. Increases to golf fees for 2021 are proposed to offset the maintenance required on the courses and to keep County courses on par with private facilities. All golf fees for a single round, for all ages, for all days of the week are increasing by less than $2 per guest. Seasonal golf passes are also increasing at all course and for all ages between $5.69 and $94.79, depending on the course. Senior passes at par 3 courses experience the lowest increase, whereas a regular pass for all golf courses will see the highest increase. Golf cart rentals, both pull carts and motorized carts, are scheduled to increase less than $1. The fees for locker rentals has been entirely removed.

As standard practice, the Parks Department proposes a two percent increase for slip rentals at McKinley Marina. The last time the slip rental rates increased was 2019. Thus, a two percent increase to all slip levels at McKinley Marina is included in the 2021 Recommended Budget. Slip rates vary based on the size and location of the spot, as well as if the renter is a Milwaukee County resident or not. Slip rentals are mostly seasonal, although they can be rented on both a daily basis and an annual basis. The slip rental increase ranges from $32 to $212. McKinley Marina boat launch fees are dependent upon residency status. For Milwaukee County residents, the launch fee increase is between $0.95 and $17.77 depending on the type, size, and whether or not the boat has a motor. For non-residents, the launch fee increase is between $0.95 and $25.59. The State of Wisconsin Natural Resources Board policies Chapter 1.91(11)(g) require that non-resident fees not exceed more than 150 percent of resident fees. Non-resident fees in Milwaukee County are approximately 1 percent to 78 percent higher than resident fees. State of Wisconsin Natural Resources Board policies Chapter 1.91(11)(e) require the Parks Department to apply for and receive approval of its fee schedule for boat

launches to the Wisconsin Department of Natural Resources. Policymakers may wish to better understand these fees as they compare to other marinas (e.g. Port Washington and Racine) and whether usage/occupancy rates, amenities, and other market conditions warrant automatic increases.

Facility rental costs are increasing for pools, the sports complex, equipment such as barricades, garbage bins, or recycling bins, Boerner Botanical Gardens and the Wehr Nature Center. Ice skating rates will also increase.

The total revenue increase estimated due to the fee increases is approximately $225,000. However, if the COVID-19 pandemic continues to cause facility closures or prevents large gatherings for the key revenue earning months of 2021, these fee increases will not be sufficient to prevent a revenue shortfall.

Mitchell Park Domes & Boerner Botanical Gardens

Due to the COVID-19 pandemic, the Mitchell Park Horticultural Conservatory (the Domes) was forced to close. It re-opened on September 26, 2020. Boerner Botanical Gardens closed temporarily but was able to reopen on July 10, 2020. During this time, the Parks Department was able to reduce seasonal staff expenditures by sharing staff between the facilities. As a result of these achieved costs savings, the 2021 Recommended Budget proposes seasonal closures at both the Domes and the Boerner Botanical Gardens based on their non-peak seasons. Because Boerner Botanical Gardens is a primarily outdoor venue, it will remain opened in summer months and closed in the winter months. The Domes will be open in the winter months and closed in summer months, since it is an indoor, heated facility. Staff will continue to float between the two facilities based on the seasonal needs of each.

Parks Department staff have identified the Domes and Boerner Botanical Gardens as two of the most costly facilities to operate. An audit of the Domes in File No. 19-57 documented declining attendance at the Domes. The revenue per guest was also not adequate to cover the expenditures of operating the facility. There is also no separate charge for admissions to special exhibits and events. Combined with the deteriorating nature of the facility, the Domes costs more to operate than it recovers in revenues, requiring a significant tax levy subsidy. In 2019, the Domes and Boerner Botanical Gardens operated at a loss of $308,221 and $584,473 respectively. The 2021 Recommended Capital Budget includes $500,000 to address maintenance and repairs to the mesh system that was installed in 2016 when the facility was closed due to spalling concrete. Operating these facilities on alternate schedules allows for savings in staffing and operating costs, but does reduce the public's access to these amenities. There are no admission fee increases at the Domes or Boerner Botanical Gardens proposed in 2021.

Mitchell Park Domes			
Year	Expenditure	Revenue	Operating Cost
2016	$1,276,727	$232,418	$1,044,309
2017	$1,292,284	$750,435	$541,849
2018	$1,301,100	$907,381	$393,719
2019	$1,377,650	$1,069,430	$308,221

Boerner Botanical Gardens			
Year	Expenditure	Revenue	Operating Cost
2016	$810,106	$293,065	$517,041
2017	$932,403	$378,374	$554,028
2018	$820,222	$516,715	$303,508
2019	$990,794	$406,321	$584,473

The 2021 Recommended Budget does not include any funding to address the recommendations of the Milwaukee County Task Force on the Mitchell Park Conservatory Domes (the "Domes Task Force"). After meeting for three years, the Domes Task Force held its final meeting in August 2019. At their final meeting, the Domes Task Force endorsed the business plan and conceptual design prepared by ArtsMarket, Inc., a third-party contractor hired by the Domes Task Force for completion of Phase III of its task. The $66 million re-envisioning of Mitchell Park and its Domes over the next 50 years, includes a multi-faceted funding structure combining federal tax credits from multiple sources, private philanthropic donations, and approximately $13.5 million in County bond funding. To capitalize on the full extent of these funding options, it was recommended by the consultants and the Domes Task Force that implementation of this plan begin before the end of 2019.

In addition to recommending the plan move forward, the Domes Task Force also requested the Office of the Comptroller and the Office of Corporation Counsel review and determine feasibility of the plan. The complexity of the plan, combined with the unique structure of the funding, of which Milwaukee County has not undertaken before, requires additional resources, including legal and financial experts, before any determination of feasibility can be made. 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. At this time, there have been no recent updates as to the status of the plan recommended on the Domes Task Force and no long-term plan for the Domes has been proposed.

Workforce Development

Milwaukee County has made several steps over the past year to address racial equity concerns, including implementing a County-wide racial equity training program (see the 2019 Adopted Budget and File No. 19-416) and declaring racism as a public health crisis (File No. 19-397). The 2021 Recommended Budget includes $40,000 for the Parks Department to implement the Parks Uplift Workforce Development Program, which will support diversity in the Parks workplace, increase access to Parks employment in underserved communities of color and concentrated poverty, and create a new career pipeline opportunity for traditionally underserved communities. This program was included in the 2020 Adopted Budget, but was canceled due to effects of the COVID-19 pandemic. It is included in the 2021 Recommended Budget for consideration again.

A similar program was instituted in 2015 by the Department of Administrative Services-Economic Development Division (DAS-ECD) to provide access to jobs to low-income zip codes, including some individuals participating in Huber work release, by partnering with Employ Milwaukee (see File No. 15-669 and subsequent progress reports). In the most recent report from mid-2017, 83 individuals were placed in jobs with average wages of $14.93/hour in the second quarter of 2017. The Parks Department is hoping to mirror the results of this County-wide initiative by recruiting individuals to jobs

within the Department that have higher than average wages. In 2017, the Adopted Budget included a small initiative in the Parks Department intended to function similarly to the 2015 Uplift program by providing funding for 12 additional seasonal positions for youth employment in McGovern and Sherman Parks, which were specifically designated for youth who reside in and around those neighborhood parks (Districts 2 and 7).

9500 – Zoological Department

The Milwaukee County Zoo, like many other large public facilities, was detrimentally affected by the unexpected COVID-19 pandemic. The Milwaukee County Zoo was forced to completely close from March 15 until June 13, 2020 in order to protect public safety, as transmission of the virus was at its peak and not yet widely understood. This was not only extremely difficult due to the loss of revenue, but to the Zoo employees who may have been furloughed. Although the Zoo has many open-air locations, it is still not recommended to have large gatherings of people within close confines. An important portion of the Zoo's revenue comes from hosting corporate events, school field trips, and other special events where social distancing would be difficult to achieve. The Zoo is reliant upon its revenue-generating attractions and events and to close entirely poses a massive setback.

Beginning June 13, 2020, the Zoo partially reopened its outdoor areas, requiring advanced registration and for guests to wear masks anywhere on the grounds. Two months later, on August 13th, 2020, the Zoo entered its next, and current, phase, which included the removal of the reservation system (except for free admission days) and the opening of some indoor exhibits, the gift shop, the safari train, the carousel, the safari sky glider, and some playgrounds. Some indoor exhibits and high-touch locations remain closed. As part of its phased reopening, Zoo attendance is capped at 50 percent of its maximum capacity and the hours of operation are shortened to allow ample time for cleaning of high-touch surfaces. All guests age three and older must wear a mask at all times while at the Zoo, including in outdoor areas. Although the Zoo is currently open, and plans to be open for the foreseeable future, there is likely going to be a decline in attendance until the COVID-19 pandemic ends. Some individuals continue to avoid areas where large gatherings may be possible out of concern for personal and public safety and many are still avoidant of locations where masks are required, including outdoor areas. The Zoo is pivoting some of its attractions and events to cater to social distancing requirements throughout the year when possible.

Revenue and Attendance Deficits

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

However, revenue and attendance deficits in the Zoo budget are not solely due to the COVID-19 pandemic. In previous years, the Zoo has notified the County Board of nearly annual attendance and revenue deficits. In 2019, the Zoo Director notified the County of a $443,910 revenue deficit as of June 30, 2019 (File No. 19-657). They also reported that attendance was 80,735 visitors short of the year-to-date attendance goal of 622,380. Per the report, low attendance was due to poor weather conditions in April, May, and June.

It should be noted that a similar revenue deficit due to adverse weather was reported at the September 2018 meeting of the Committee on Finance and Audit during the 2019 Budget deliberations (File No. 18-593). Revenue deficits and attendance projections lower than anticipated due to poor weather conditions were also reported in 2016, 2014, 2013, 2012, and 2011. A revenue deficit was also projected in 2017, but this was reportedly due to low attendance, although the reason for poor attendance was not identified.

Repeated low attendance in the months of April, May, and June due to weather conditions in previous years aligns with reported low attendance in the months of April, May, and June of 2020 when the Zoo was closed due the COVID-19 pandemic. In 2020, the deficit was more severe due to total closure of the facility, but this pattern can still be seen throughout the years.

The 2021 Recommended Budget does not include an increase in anticipated attendance at the Zoo from 2020, but does include an increase in anticipated revenues from general admissions. However, the Zoo will not be increasing admissions fees for 2020. To stabilize revenues across attendance variations, align with market rates, and remain accessible to the community, Zoo leadership will be putting together a pricing strategy for implementation in 2022 with revised admissions fees and pricing for special events, exhibits, and rentals.

Addressing Potential Deficits with Segregated Funding

Although the Zoo has been gradually able to reopen most of its amenities, there is much uncertainty about a potential resurgence of the COVID-19 pandemic or potential mandated facility closures. If there are future facility closures due to COVID-19, it is certain that attendance and revenues will decline. However, there is also a downward attendance and revenue trend at the Zoo pre-2020. The months of April, May, and June at the Zoo are historically low attendance and revenue months likely due to poor weather, school schedules, and programming. Understanding these trends was identified in the 2019 Recommended Budget Overview as a potential area of concern.

To address declining attendance and revenues and the potential effects of the COVID-19 pandemic, the Zoo will be segregating $908,400 in funding. Access to these funds is contingent upon evidence that revenues can support the additional expenditures. Revenues will only be able to offset expenditures if attendance is improved, the average visitor spending increases, and special events and exhibits are able to open. Operating special exhibits within the Zoo is an important revenue generator because they often have additional fees that are not included in the base ticket price, including the safari train, the sky safari, the carousel, the LEGO exhibits, and more. The popularity of these special experiences is evidenced by a report from the Zoo in 2018, which outlined the anticipated 2021 budget for the LEGO Indoor Special Exhibit (File No. 18-508). An anticipated $440,000 was expected in attendance revenues to this single special exhibit. Combined with sponsorship revenues, the 2021 LEGO Indoor Special Exhibit was expected to totally offset the expenditures required to purchase and advertise the exhibit and provide an additional $126,787 in revenue. Admission to the exhibit is $3 per person. Another popular special event is the four-day Zoo a la Carte. Although canceled in 2020, improvements were made to the event to capture additional revenue, including booking more high-profile artists, for an anticipated tax levy savings of $60,000.

The LEGO exhibits and Zoo a la Carte are just two of many special exhibits and events that the Zoo hosts in a typical year. If these events and other non-ticket experiences can open in 2021, it is possible that they could recover enough revenue to access the segregated funding. Assuming the COVID-19 pandemic does not force a total closure of the facility in 2021, the Zoo will need to continue to focus on increasing attendance through basic ticket sales and attracting customers to the special exhibits and events. More focus is being directed towards those exhibits and events that generate additional revenue instead of those that are free, including the free bird show, which was recommended for elimination in 2021. If the COVID-19 pandemic results in a partial or total closure of facilities, the Zoo will need to consider alternate options to capture revenue. In 2020, the Zoo introduced the Boo at the Zoo Drive Thru. Running for four days in late October, the Boo at the Zoo Drive Thru is an appropriately socially distanced holiday event to generate revenue (the cost is $55 per car or $50 per car with a Zoo pass) that may have been lost from the cancellation of other planned 2020 events. For 2021, the Zoo is planning a new event, Holiday Night Lights, to offset the typically lower attendance levels in the

winter months. Similar to the Boo at the Zoo Drive Thru, the Holiday Night Lights event has the potential to be socially distanced and mostly touchless, if COVID-19 pandemic concerns persist.

Staffing and Professional Service Contracts

There are several position changes recommended in the 2021 Zoo budget. These include:

- Abolishment of an Accounting Manager position upon vacancy
- Creation of a Business Analytics and Accounting Manager
- Creation of a 0.5 FTE Cash Accounting Assistant
- Abolishment of Heritage Farm Supervisor position upon vacancy
- Creation of an Assistant Family Farm Curator upon abolishment of the Heritage Farm Supervisor
- Creation of a 0.5 FTE Zoo Worker 4
- Abolishment of a Senior Cash Accounting Assistant position upon vacancy

Three positions were retitled to better align with their job duties and responsibilities:

Current Title	Proposed Title
Admissions and Transportation Supervisor	Rides and Experiences Supervisor
Assistant Group Sales Coordinator	Rental Event Specialist
Group Sales Specialist	Sales Specialist

The operation of the zip line and ropes course was previously contracted with a private vendor, but will now be provided by Zoo staff.

With the reorganization of the accounting division, as seen in the position changes above, a new summer intern program is created to expose metro-Milwaukee students to a career in data analytics. It is anticipated that this will result in an expenditure savings of $36,000. There is also now an opportunity for Animal Division interns to partner with Vincent High School Agriculture Program for summer employment at the Family Farm.

The following professional service contracts are requested for approval:

2021 Recommended Professional Service Contracts				
Description	Provider	2020 Amount	2021 Recommended Amount	Change from 2020
Sea Lion Show	Oceans Connections	$50,000	$135,000	$85,000
Strollers and Wheelchairs	Scooterbug, Inc.	$55,000	$55,000	$0
Mold-a-Ramas	William A. Jones Co.	$103,107	$35,000	($68,107)
Pony Rides	Patch 22	$33,000	$33,000	$0
Digital Food Tickets for a la Carte Event*	Magic Money	$0	$60,000	$60,000
Raptor Bird Show**	World Bird Sanctuary	$106,000	$0	($106,000)
	Total	**$347,107**	**$318,000**	**($29,107)**

**Previous years required paper tickets for the Zoo a la Carte event. Switching to digital tickets is both more environmentally friendly, easier for attendees to use, and decreases handling of materials between guests and staff.*
***The free bird show, Raptor Bird Show above, is canceled in 2021 for a savings of $106,000.*

9910 – UW Extension

There are no major changes to the UW-Extension program proposed in the 2021 Recommended Budget. UW-Extension is the outreach program conducted by the University of Wisconsin – Madison. The major program areas include:

1. 4-H & Positive Youth Development—research-based curriculum for K-5 – Grade 13 related to civic engagement, career exploration, STEM programs, environmental studies, and art
2. Community Development—neighborhood organizational development, data collection and analysis, and entrepreneurship
3. Health and Well Being—financial literacy, food safety, and nutrition education
4. Horticulture and Urban Agriculture—assist underserved residents through community gardening

One 0.75 FTE position is funded by the County, at a cost of $49,262. The remainder of the positions are funded through the state of Wisconsin. The remainder of the County's tax levy contribution, $394,188, supports the programs outlined above.

In 2020, Milwaukee County approved an amended contract with UW-Extension for the operation of the Nature in the Parks program at Wehr Nature Center due to the effects of the COVID-19 pandemic (File No. 20-188). Normal programming and activities could not occur and furloughs prevented normal operations at the Wehr Nature Center. The contract with UW-Extension was revised to reflect these changes and reduced to $192,387 for 2020. Upon expiration of this contract on December 31, 2020, the Nature in the Parks program will be operated through the Parks Department instead of through UW-Extension. Because those positions necessary to operate the Nature in the Parks program were state-funded, there are no impacts to the County budget for UW-Extension. An expenditure increase of $30,000 is anticipated in the Parks Department to administer this program, as identified above in Section 9000 – Department of Parks, Recreation, and Culture.

1900 – Consolidated Non-Departmental Cultural Contributions

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

Strategic Program Area 1: Milwaukee County Fund for the Arts

It is recommended that the Milwaukee County Cultural, Artistic, and Musical Programming Advisory Council (CAMPAC) receive an allocation of $407,825 in tax levy support. This amount is consistent with the amounts provided for the past several years. CAMPAC is composed of nine individuals from the community, including a Chairperson and Vice Chairperson, which reviews the applications and provides grant award recommendations to the County Board for distribution of the $407,825. Membership to CAMPAC is through appointment by the County Board Chairperson and subject to the confirmation of the Milwaukee County Board of Supervisors. Typically, the recommendation process occurs in the first quarter of the year. In previous years, the Milwaukee County Department of Parks, Recreation, and Culture contracted with an administrator in the amount of $13,000 (funded from the $407,825 overall allocation) for management of the CAMPAC application, disbursement of funds, and facilitation of the council. The 2020 Adopted Budget eliminated the contract for the CAMPAC administrator and returned the $13,000 to increase overall allocations for matching grants and

community cultural events. The 2020 Adopted Budget also allowed the Concerts in the Parks series to be eligible for CAMPAC funding in future years, which will remain the same in 2021.

CAMPAC funding is allocated among two program areas:

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

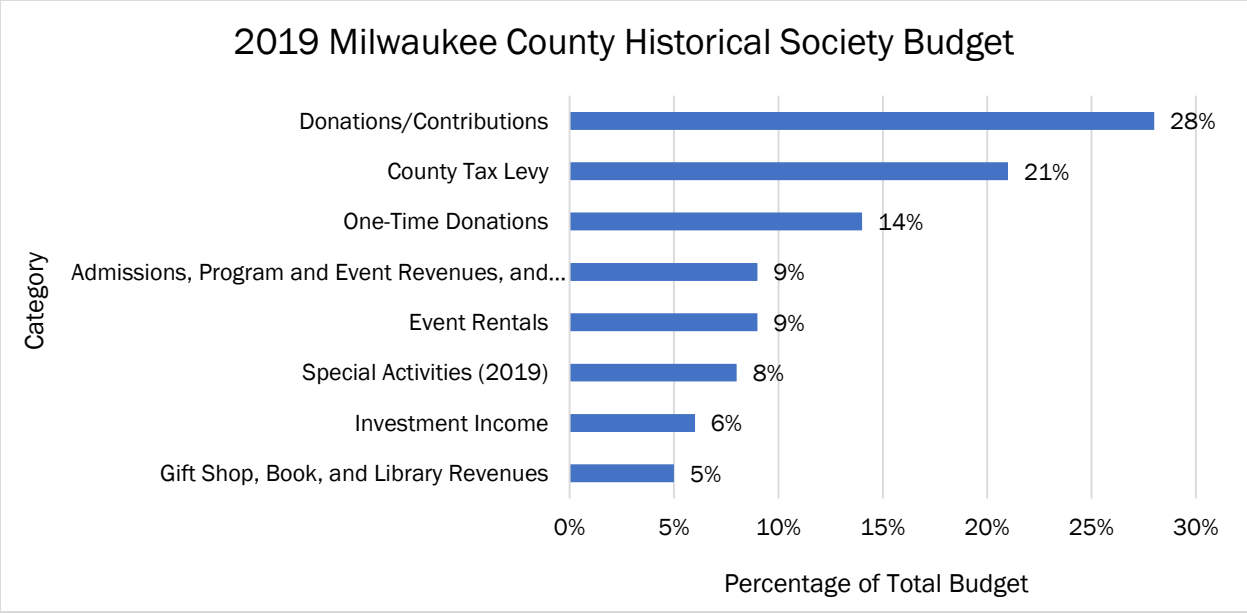
Following the change in administration and previous technological issues with the application, the Parks Department is working with CAMPAC to create new guidelines for award recommendations and migrating the application system to a County-hosted website for 2021. It is anticipated that these changes will be reviewed by CAMPAC towards the end of 2020, so that an application can be available to the public as soon as possible.

Strategic Program Area 2: Milwaukee County Historical Society

The County's contribution to the Milwaukee County Historical Society remains at the 2020 level of $258,105 in tax levy support for 2021. In addition to serving as a cultural institution, the Milwaukee County Historical Society also provides a service to Milwaukee County through the preservation of historic records and provision of vital records. Wisconsin State Statute § 44.10 allows Milwaukee County to enter into an agreement with the Milwaukee County Historical Society for record retention and preservation, in accordance with Wisconsin laws governing public records (Wisconsin State Statute § 19.21). Most recently, a Lease and Management Agreement between Milwaukee County and the Milwaukee County Historical Society was executed on February 8, 2016 for a term of 25 years with one 25-year extension. The Agreement requires the Historical Society provide reasonable public access to its research library, provide educational exhibits, and steward its collection of over 50,000 artifacts. The Agreement also outlined a shared financial responsibility to complete cornice repairs to the downtown County-owned building, as well as grate and window well repairs. The cornice project was completed in 2019.

Due to extended work on the cornice project (also discussed in the 2020 Recommended Budget Overview), attendance was negatively impacted in 2018 and 2019 due to rental unavailability. Similar attendance and rental unavailability persisted in 2020 due to the COVID-19 pandemic.

The funding provided by Milwaukee County to the Historical Society covers approximately 20 percent of their operating costs and about two-thirds of the costs associated with carrying out state-mandated services for record retention. The remaining 80 percent of their annual budget is comprised of admission fees, memberships, private donations, special events, corporation sponsorships, and event rentals. The chart below shows a breakdown of the 2019 Milwaukee County Historical Society Budget. 2020 is an abnormal year due to the COVID-19 pandemic and, thus, is not representative of a more normal budget.



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

The Historical Society is undergoing negotiations with the Parks Department for operation of the Kilbourntown House in Estabrook Park, with the Historical Society assuming all responsibility for the property (except for mechanicals).

Strategic Program Area 3: Federated Library System

Per Wisconsin State Statute § 43.12, tax levy support remains at $66,650 for the County's contribution to the Milwaukee County Federated Library System. The Milwaukee County Federated Library System is composed of 15 public libraries throughout the County, including the 14 branches of the Milwaukee Public Library. Public libraries are entirely funded by their municipality and join the Milwaukee County Federated Library System voluntarily. The Federated Library System helps connect materials to patrons throughout the County and makes public libraries accessible to as many residents as possible. As a result of the COVID-19 pandemic, the Milwaukee County Federated Library System has pivoted its resources to expand its digital materials collection and provide online resources for users.

Strategic Program Area 4: Marcus Center for the Performing Arts

File No. 16-214, adopted by Milwaukee County in March of 2016, approved and executed the current Contribution Agreement between Milwaukee County and the Marcus Center for Performing Arts. For the period of 2016-2025, Milwaukee County's annual operating support is set to decrease by $50,000 per year. After 2025, the Marcus Center is considered independent from the County for the purposes of operating support. Milwaukee County agreed to provide $700,000 in tax levy operating support to the Marcus Center for 2021.

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 for the time period 2017-2026. For 2021, Milwaukee County agrees to provide $800,000 in capital support to the Marcus Center. Detail on the 2021 capital projects can be found in Section 4.

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

Strategic Program Area 5: Milwaukee Public Museum

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

In early September 2020, MPM announced that they have identified the location of their new facility at the northeast corner of Sixth and McKinley streets in downtown Milwaukee near the Deer District. They will collocate with the Betty Brinn Children's Museum. It is anticipated that in the coming months, more information will become publicly available, including architectural renderings and funding requirements.

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

Remaining unchanged from previous years, Milwaukee County will provide $225,108 in tax levy support to the Charles Allis and Villa Terrace Art Museums for 2021.

Strategic Program Area 7: War Memorial Center

Per the 2017 Contribution Agreement between Milwaukee County and the War Memorial, the County's operating support for 2021 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

Strategic Program Area 8: Milwaukee Art Museum

The 2013 Lease and Management Agreement between Milwaukee County and the Milwaukee County Art Museum provides an annual contribution from the County of $1,100,000 for years 2014-2023 (File No. 13-647). Following the arbitration settlement resulting from the sale of the O'Donnell Park parking structure, the County is to pay an additional $190,000 per year through 2026 to the Art Museum (File No. 16-229). In 2021, the County will provide $1,290,000 in tax levy operating support to the Art Museum.

DEBT SERVICE FUNCTION

9960 – General County Debt Service

The property tax levy for the General Debt Service Fund Budget increases by $4,217,106 due to a $915,914 increase in expenditures and a $3,301,192 decrease in revenue.

Debt Service Expenditures
Total principal and interest expenses increase by $895,387 from $87,856,338 to $88,751,725. This amount also includes $33,421,119 for debt service costs for pension obligation notes issued in 2009 and 2013.

Debt Service Revenues
The 2021 Recommended Budget includes a Contribution from the Debt Service Reserve (DSR) of $5,340,186, an increase of $1,741,919 from the $3,598,267 budgeted in 2020. As of October 4, 2020, the projected year end DSR balance is $47.8 million. In recent years, a portion of any year-end county surplus is typically deposited into the DSR. As part of the 2014 Budget, the County adopted Financial Policies that included sought to build and maintain a minimum balance of $10 million in the DSR.

Doyne Hospital Sale Revenues are reduced to $4 million for 2021 based on the 2020 projected payment. Based on the sale agreement between Milwaukee County and Froedtert Hospital, the County receives annual payments over 25 years beginning in 1996 and ending in 2020. The payment budgeted for 2020 was the last full year payment and 2021 represents an approximate half-year final payment. The Office of the Comptroller provides an annual accounting of the funds received through the agreement. The last report, in File No. 19-963, was reviewed by the County Board in late 2019.

NON-DEPARTMENTAL REVENUE FUNCTION

1800 – Non-Departmental Revenues

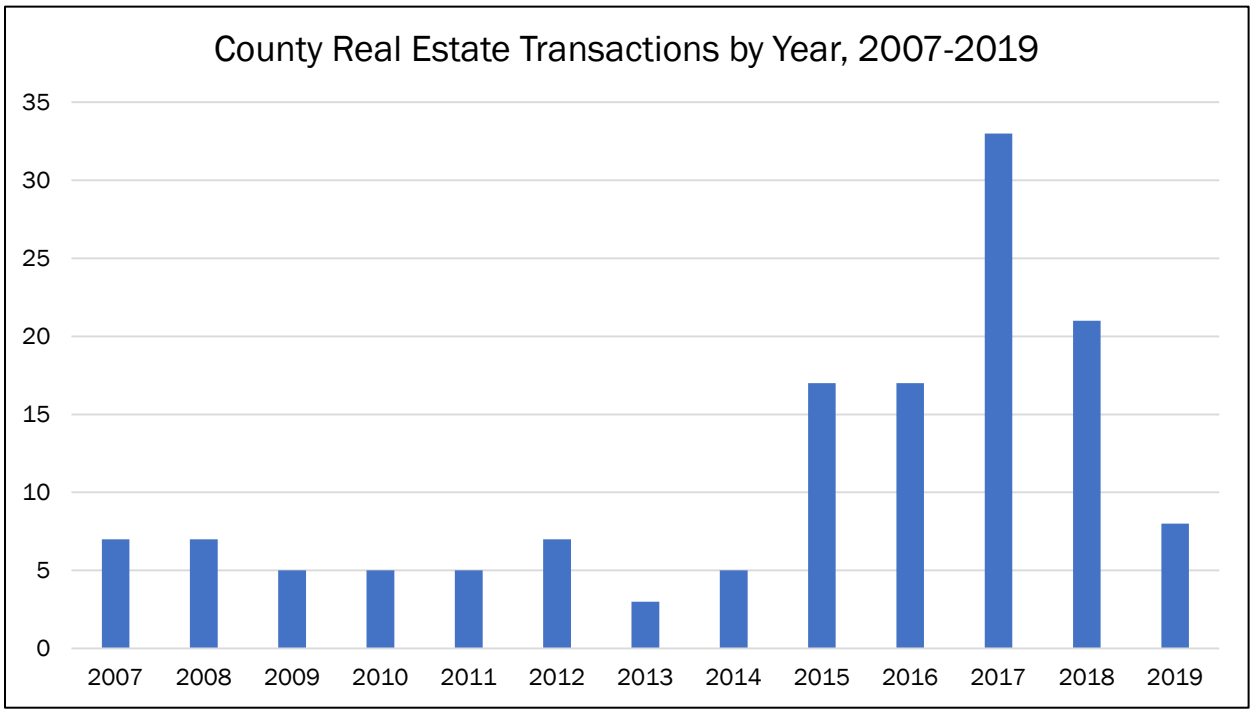
1901—Unclaimed Money

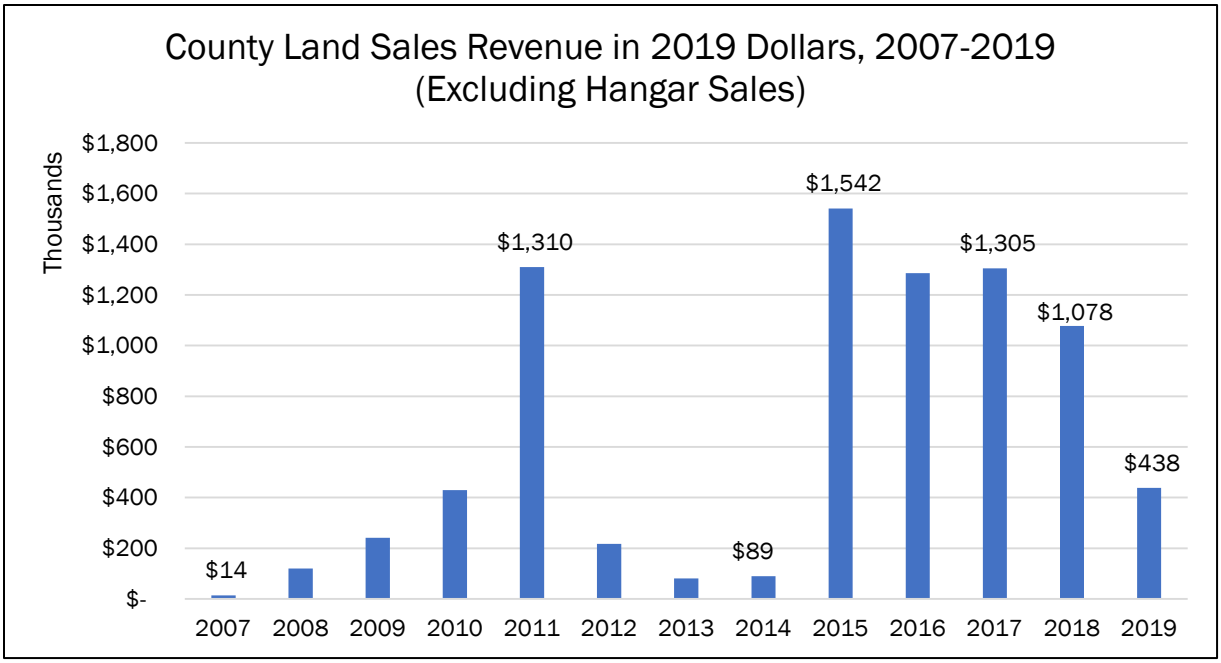
Unclaimed Money is budgeted at $1,250,000, an increase of $1,250,000 from the amount budgeted in 2020. Every other year unclaimed funds are forfeited and recognized by the County. This revenue represents payments to vendors and individuals that go unclaimed.

1933—Land Sales

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

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





1937—Potawatomi Revenue Allocation

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

Due to the COVID-19 pandemic, the casino closed on March 17, 2020. It partially reopened on June 8, 2020 with caps on occupancy, reservation requirements, and additional safety and cleaning enhancements. Those attendance limits were lifted on August 24, 2020, but reservations are still required. Currently, the casino is operating at full capacity, with those enhanced safety and cleaning measures still in place, including mask and social distancing requirements, temperature checks, and a prohibition on indoor smoking. The hotel portion is still operating under attendance restrictions and dine-in service at all restaurants is closed. As a result, revenues decrease by approximately $1.6 million. After the below allocations, the County will receive approximately $1.5 million in revenue.

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

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

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

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

1991—Property Taxes

Property Tax revenue is budgeted at $304,692,947 an increase of $3,583,611, or 1.19 percent, from the 2020 Adopted Budget. *(See Section 1 for tax levy limit discussion.)*

1993—State Shared Taxes

State Shared Taxes (Shared Revenue) is reduced by $409,613 from $31,315,051 to $30,905,438 for 2021. The County agreed to a reduction in its Shared Revenue payment of $409,613 from 2021 through 2030 as part of the award of $5,461,500 in from the State of Wisconsin for new buses (File No. 18-640). The monies were part of the Volkswagen national settlement that included $67.1 million for the State of Wisconsin.

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

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

Gross shared revenue payments are approximately $51.4 million, with $20.1 million intercepted by the State for the Child Welfare reallocation, for the 23rd consecutive year. (County Community Aids are also reduced by $38.8 million, for a total reallocation of $58.9 million to the State Bureau of Milwaukee Child Welfare). The Milwaukee Sports Arena contribution of $4 million and the VW State grant for busses of $409,613 also reduces the actual amount of shared revenue received by the County.

1994—State Exempt Computer Aid

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

1995—Milwaukee Bucks Sports Arena

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

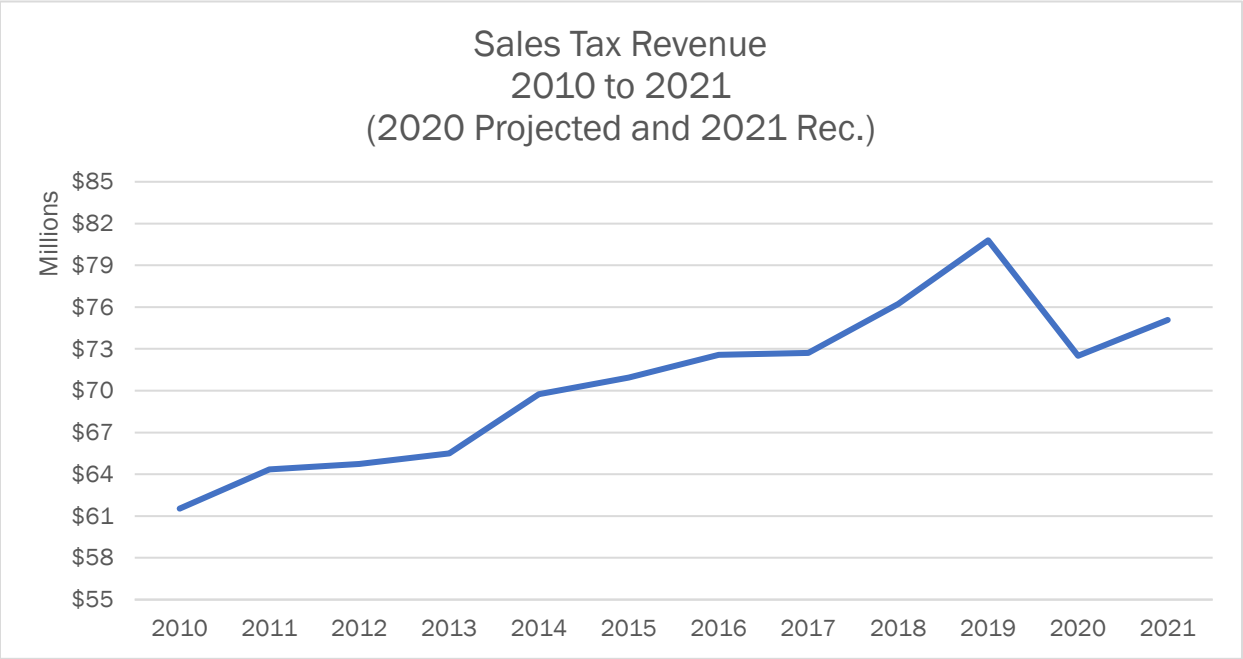
1996—County Sales Tax Revenue

Total County sales tax receipts are projected to decrease by $7,424,713 from $82.5 million in 2020 to $75.1 million in 2021. The 2021 recommendation reflects a nine percent decrease from the 2020 budgeted amount.

The Comptroller, based on an analysis dated September 14, 2020, projects 2020 sales tax collections will be $10 million less than the $82.5 million budget. This is an improvement of $10 million from the $20 million shortfall projected earlier due to the impact of the pandemic on the economy, and subject to further changes as sales tax remittances from the State are often difficult to project.

A total of $36.8 million in net sales tax revenue is earmarked for debt service costs and $7.3 million is dedicated to cash finance capital improvement projects. Net County sales tax revenue is projected to exceed debt service/cash financing costs by $31 million, a decrease of approximately $10.5 million from 2020. These monies are therefore available as revenues to offset general operating fund expenses. The Sales and Use Tax Ordinance, Section 22.04, was amended to allow 'surplus' sales tax revenue to cash-finance capital improvement projects, prepay outstanding bonds, fund employee benefit cost increases or supplement the appropriation for contingencies.

The chart below provides a history of sales tax collections in Milwaukee County from 2008 actual through 2020 projected and the 2021 County Executive Recommended amount.



1998—Surplus (or Deficit) From Prior Year

The 2019 adjusted surplus applied to the 2021 budget is $5,000,000, the same as the 2020 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, the same as 2020. Historically, this account captures revenues from the closure of Tax Increment Financing (TIF) districts as surplus monies are returned to taxing authorities. Revenue due to cancellation of uncashed county checks and Jury Fee revenue from employees is also deposited into this account.

NON-DEPARTMENTAL EXPENDITURES FUNCTION

1950 – Employee Fringe Benefits

While driving up many costs and lowering anticipated revenues, the COVID-19 pandemic has had a positive impact on fringe benefit costs, especially related to health care. The Comptroller, based on an analysis dated September 14, 2020, is projecting an $8 million surplus in fringe benefits for 2020. While much of these savings may be an anomaly, it has made it harder to project costs for 2021, especially as the duration of the COVID-19 pandemics impact on health care spending is not known. The 2021 spending plan, however, holds health and dental costs flat for 2021, which is a key reason the Recommended Budget avoids deeper cuts to programs and services. Gross health and dental costs[6] *decrease* by $265,266 to $109.3 million based primarily on experience and projections of health care use in a year that is likely to also be impacted to some extent by the COVID-19 pandemic. Additionally, gross pension costs[7] decrease $1,958,393 to $109.9 million due to a reduction in amortization costs and the elimination of Doyne pension costs that are budgeted at $944,000 in 2020.

Employee/Retiree Health Care

There are no proposed significant changes to employee/retiree health and dental benefits based on discussions with the Employee Benefits Director. Moreover, monthly premiums, deductibles, and office visit co-payments remain the same as 2020. The Recommended Budget narrative provides no specific details on the health/dental insurance as this benefit is detailed in Milwaukee County General Ordinance Section 17.14(7) and 17.14(8). (See the chart below for a detailed listing of the benefits).

Despite no changes to the health care plan design, there are two changes that are expected to yield savings to the county. First, employees who terminate employment with the county will maintain benefits coverage through the end of the termination month. Current practice is to extend the coverage until the end of the following month following termination. This change was made to reflect the practice of other local and state government entities and general industry practice. Also, all eligible retirees will automatically be enrolled in Medicare Advantage which has a lower cost to the county but typically better benefits for the retiree. Retirees will be allowed to opt into the traditional plan if they so choose. Currently, all eligible retirees are in the Medicare Advantage plan except for approximately 411 people. The Benefits Director reports that no retiree enrolled in the Medicare Advantage plan has ever asked to rejoin the traditional county plan.

The County's success in moderating the growth in health care costs the past several years has contributed significantly to the County's ability to positively "bend the curve" on the five-year fiscal forecasts for employee benefits. Indeed, the gross health and dental costs budgeted in 2014 was $120.1 million, compared to the $109.3 planned for 2021. During this period, health and prescription drug costs have risen each year, but changes to the plan design (more retiree and employee cost participation), improved prescription drug rebates, and efforts to transition retirees to better and more cost-effective coverage has yielded significant budget savings compared to previous five-year fiscal projections.

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

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

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

Pension
Retirement System Contribution-OBRA account is used to separately budget for OBRA benefit contributions. This amount increases $330,000 to $703,000. This pension plan covers seasonal and certain temporary employees who do not elect to enroll in the ERS.

Doyne Pension Contribution – This account reflects costs for employees that were former employees of Doyne Hospital that remained working for United Regional Medical Services (URMS) as former workers of the County's laboratory and radiology units. The contribution for 2019 decreases $944,000 to $0 due to funding requirements. Contributions are expected to be required return in future years.

Retirement System Contribution account includes a decrease of $1,344,393, from $110,494,512 to $109,150,119. The pension contribution includes a normal cost contribution of $19,536,000, an unfunded actuarial accrued liability payment of $56,193,000, and debt service costs on the pension obligation notes of $33,421,119. The decrease is driven by a $2.2 million decrease in the unfunded liability partially offset with an $836,000 increase in the normal cost.

In 2019, the County discontinued the practice of accepting payment for the Employees Retirement System (ERS) from the Pension Trust, and then paying the Trust back in the subsequent year through the annual pension contribution. ERS' expenses are now budgeted as tax levy in the Department of Human Resources, Org. 1140, Retirement Plan Services (RPS) section. The 2021 Recommended Budget includes $1,165,444 in expenses related to the operation of the pension plan, an increase of $148,804, or almost 15 percent more than the $1,016,640 allocated in 2020.

Beginning in 2011, most employees (except law enforcement and firefighters who were exempted under state law) began contributing one-half of the actuarially required amount toward pension costs. Deputy Sheriffs were later added as part of a new labor agreement. For 2021, the employee pension contribution rates for general employees remain at 6.2 percent. Public safety employees' contribution rates are subject to collective bargaining but are estimated to increase to 9.7 percent from 8.9 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. 20-558 in July.

1940 – Non-Departmental Expenditures

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 2021 Recommended Budget proposes no changes to the CAP's appropriation of $11,500, which covers paint, repairs, materials, and basic supplies to maintain the building.

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 $1,755,892 are included for 2021, an increase of $812,792. The anticipated implementation of the Enterprise Resource Planning (ERP) system in mid-2020 was

expected to replace some of the costs contained in this budget. However, the delay in implementing the payroll function required the county to migrate to Ceridian's new payroll platform in 2020 to eliminate any potential issues with employee payroll. The cost for the Ceridian services is expected to be $1,342,528 in 2021. In addition, this non-departmental budget contains funding for benefits administration software used by the Department of Human Resources ($395,364) and partial year funding for the Learning Management System (LMS) until they are provided as part of the new agreement with Ceridian.

1930—Offset to Internal Service Charges

This budget includes offsets to charges by internal service fund departments and crosscharging departments so those budgets are not overstated. The amount of the offset increases by $1 million to reflect charges from internal service funds to other county departments. In 2021, 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 2021 are based upon the 2021 Cost Allocation Plan, which uses 2019 actual costs as its basis. The Office of the Comptroller calculates the amounts of the Central Service Allocation. The offset (abatement) for 2021 is $8.1 million, an increase of $1.6 million.

1945—Appropriation for Contingencies

The Recommended Budget includes $5 million, a decrease of $1,505,575 from the amount provided in 2020. However, the 2020 Budget included $2,150,000 of "one-time" appropriations placed into an allocated account within the Appropriation for Contingencies. Therefore, the amount in the unallocated contingency increases by $644,425 in 2021. The Comptroller has previously recommended to the Committee on Finance the County establish a $5 million contingency each year to help offset budget deficits in other areas.

1961—Litigation Reserve

The 2021 Recommended Budget for Litigation Reserve is budgeted at $414,946 consistent with 2020 funding. The Litigation Reserve is used to fund unanticipated litigation costs and is managed by the Office of Corporation Counsel.

1972—Wages and Benefits Modifications

The Recommended Budget includes $933,000 in non-departmental account Org. Unit 1940-1972 Wages and Benefits Modification to provide a one percent general raise to most employees effective Pay Period 14 beginning June 27, 2021. Non-represented pay grades with a midpoint at or above $48.08/hour or $100,000 per year will increase by 0.5%. Base wages for employees represented by collective bargaining units are subject to collective bargaining agreements.

In addition, an appropriation of $1,333,867 is included in this account for potential funding for Milwaukee County Sheriff Deputies Association salary increases. A contract is currently in negotiation and funds may be necessary once the agreement is approved by the County Board.

An appropriation of $600,000 is included in this account for potential full-year wage increases for employees who are members of the Milwaukee Building and Construction Trades Council. An additional $300,000 is included in the Airport Budget (to reflect revenue offset) for this purpose for a total of $900,000. Monies were included in the 2020 Adopted Budget departmental budgets for this purpose but were not awarded due to the COVID-19 pandemic fiscal crisis.

An appropriation of $367,000 is included for equity-based salary adjustments, including adjustments related to race and gender equity. The Department of Human Resources will make recommendations on the highest priority equity issues to address. This is different than the Departmental Other Salary Adjustment Allocation (DOSSA) allocations that have been provided in recent years to provide funds for performance-based increases, equity increases, market adjustments, reallocations, and retention-based increases. There are no DOSSA funds allocated in the 2021 Recommended Budget.

The Recommended Budget authorizes the Department of Administrative Services and Comptroller to transfer the funds for the general 1 percent (or 0.5 percent) raises to departmental budgets in October 2021 based on actual salary experience. The remaining funds in Org. 1940-1972 Wages and Benefits Modification will be released after reports are reviewed by the County Board and any related appropriation transfer is approved.

A new County Compensation System was sought by the past Administration to replace the current wage "step system." No specific proposal is included in the 2021 Recommended Budget, except for the continued approach of applying a general raise for most employees of 1 percent and allocating a total of $2.61 million for targeted or anticipated wage increases and racial equity/gender adjustments. Therefore, no monies are allocated for a step increase to allow employees to advance in their pay grade.

New Funds for Salary Increases in 2021 Recommended Budget	
Item	New Funds
Across-the-Board Raises:	
Funding for half-year cost of 1% raise schedules mid-2021	$930,000
Funding for full-year wage increases for Building and Construction Trades	$900,000
Sub-Total:	**$1.83 million**
Other Salary Appropriations:	
Funding for Sheriff Deputies Association Agreement	$1.34 million
Equity Based Salary Adjustments	$370,000
Sub-Total:	**$1.71 million**
New Funding for Salary Increases Total:	**$3.54 million**

1985—Capital Outlay/Depreciation Contra

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

Southeastern Wisconsin Regional Planning Commission

Under Wisconsin State Statute § 66.0309(14)(b), Milwaukee County pays dues for SEWRPC's budget based on the proportion of its equalized assessed property value in the region. Milwaukee County's dues to SEWRPC for 2021 decline by $44,325 to $738,310.

This is due to a combination of SEWRPC reducing its tax levy by $118,510 and Milwaukee County's years-long trend of growing more slowly in assessed value than the other SEWRPC member counties due to economic factors.

SEWRPC funding is approved through a separate file and not directly in the Adopted Budget. File No. 20-603 will be scheduled for approval concurrently with the 2021 Adopted Budget.

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

- North-South Transit Enhancement Feasibility Study for 27th Street
- The East-West Bus Rapid Transit (BRT)
- County Park and Open Space Planning
- Coastal Management Guidelines
- Milwaukee Aerotropolis Planning
- VISION 2050, the area's regional land use and transportation plan

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

SECTION 4

2020 RECOMMENDED CAPITAL BUDGET

Highways (WH)

Mass Transit (WT)

Airport (WA)

Environmental Services (WV)

Parks (WP)

Milwaukee Public Museum (WM)

Milwaukee County Zoo (WZ)

Health and Human Services (WS)

Courthouse Complex/Grounds (WC/WG)

House of Correction (WJ)

Other Agencies (WO)

Highways (WH)

WH01006 **Reconstruct CTH "Y" Layton Avenue S. 27th St. to S. 43rd St.**
Expenditure: $6,200,000
Revenue Reimbursement: $1,511,354 in State dollars
Net County Commitment: $4,688,646 to be financed with general obligation bonds

The culmination of a multiyear project, this is the construction phase of reconstructing one mile of West Layton Avenue from South 27th Street to South 43rd Street. State reimbursement funding will expire June 30. 2023.

The expenditure for 2021 is $1.6 million more than projected in the 2020 Adopted Capital Budget (originally $4.6 million). MCDOT reports this is due to the need to pave this mile segment with concrete rather than asphalt and some storm sewer infrastructure requires replacement.

WH09501 **West Rawson Avenue – S. 27th St. to S. 20th St.**
Expenditure: $3,100,000
Revenue Reimbursement: $2,472,000 in federal dollars
Net County Commitment: $628,000 to be financed with general obligation bonds

In 2021 MCDOT would complete this multiyear project by finishing design and right-of-way acquisition to ultimately reconstruct this segment of Rawson Avenue. MCDOT may also add pedestrian and bicycle infrastructure.

WH09701 **Rehabilitation of East North Avenue Bridge B-40-0502 Over Oak Leaf Bike Trail**
Expenditure: $1,089,690
Revenue Reimbursement: $871,752 in State dollars
Net County Commitment: $217,938 to be financed with general obligation bonds

This project would repair concrete and steel weathering to the bridge and its supporting structure as well as erosion on and around its banks.

WH11001 **West Beloit Road (CTH-T) – South 124th Street to South Wollmer Road**
Expenditure: $100,000
Revenue Reimbursement: $0
Net County Commitment: $100,000 to be financed with general obligation bonds

The 2021 scope of work is planning and design for the eventual rehabilitation of this segment of Beloit Road. In 2022 a $3 million County commitment will be necessary to receive $807,992 in State dollars (netting to $2,192,008) which expire in June 2023.

WH11101 **Reconditioning W. Forest Home Ave. (CHT-OO)-High View Dr. to S. North Cape Road**
Expenditure: $375,000
Revenue Reimbursement: $0
Net County Commitment: $375,000 to be financed with general obligation bonds

In 2021 work would begin on planning and design for rehabilitating this two-mile segment of Forest Home Avenue. Further appropriations of $275,000 and $4.35 million will be necessary respectively in 2022 and 2023 to realize State reimbursement of $1,514,996; which expires in June 2025.

WH11401 **Rehabilitation of Mill Road Bridge B-40-0936 over Oak Creek in South Milwaukee**
Expenditure: $777,290
Revenue Reimbursement: $621,832
Net County Commitment: $155,458 to be financed with general obligation bonds

This project would repair concrete and steel weathering to this 1931-built bridge and its supporting structure as well as erosion on and around its banks.

WH11701 **Signals CTH PP (Good Hope Road) – 99th Street to 60th Street**
Expenditure: $120,600
Revenue Reimbursement: $99,539
Net County Commitment: $21,061 to be financed with general obligation bonds

This is the continuation of planning and design for a multi-year project to install overhead traffic signals at five intersections with the intent to increase traffic safety and mitigate crashes. The County is eligible for 90 percent reimbursement from the federal government should the project be completed by 2024.

WH11801 **Signals CTH PP (Good Hope Road) – CTH W (Port Washington Road)**
Expenditure: $147,400
Revenue Reimbursement: $123,627
Net County Commitment: $23,733 to be financed with general obligation bonds

This is the continuation of land acquisition and design for a multi-year project to install overhead traffic signals at six intersections with the intent to increase traffic safety and mitigate crashes. The County is eligible for 90 percent reimbursement from the federal government should the project be completed by 2023.

WH24701 **Reconstruct W. Rawson Avenue (CTH BB) – S. 13th Street to S. Howell Avenue**
Expenditure: $275,000
Revenue Reimbursement: $222,000
Net County Commitment: $55,000 to be financed with general obligation bonds

This would begin the planning and design phase of a multi-year project to rebuild this segment of Rawson Avenue due to wear and tear while also adding bicycle and pedestrian amenities. This project is eligible for an 80 percent federal reimbursement.

Mass Transit (WT)

WT10601 **Bus Lift Replacement (2) (Kinnickinnic (KK) Garage)**
Expenditure: $676,289
Revenue Reimbursement: $0
Net County Commitment: $676,289 to be financed with general obligation bonds

MCTS' Kinnickinnic Garage and Maintenance Facility ceased operation of two lifts, #2 and #3, for age and safety concerns. This project would replace them with newer, more powerful, and more environmentally sustainable lifts capable of lifting heavier battery-electric buses.

WT10901 **Bus Lift Replacement (7) (Hillside Maintenance Facility)**
Expenditure: $2,368,856
Revenue Reimbursement: $0
Net County Commitment: $2,368,856 to be financed with general obligation bonds

MCTS' Hillside Maintenance Facility ceased operation of seven lifts original to the building for age and safety concerns: lifts #25, #41, #42, #47, #49, #51, and #52. This project would replace them with newer, more powerful, and more environmentally sustainable lifts capable of lifting heavier battery-electric buses.

WT12501 **Bus Replacement Program-2021**
Expenditure: $7,000,000
Revenue Reimbursement: $0
Net County Commitment: $7,000,000 to be financed with general obligation bonds

MCTS normally presumes a replacement schedule of 30 buses per year when buses have reached the end of their useful lives. For 2021, MCTS will procure 14 clean diesel buses. MCTS has had a contract with Gillig, LLC for purchase of diesel buses since 2018 which expires in 2022 (File No. 18-415).

MCTS intends to purchase 11 battery-electric buses (BEBs) for the East-West BRT and an additional four BEBs for service elsewhere in Milwaukee County. (On BEBs, see also File Nos. 18-414, 18-464, 19-439, 19-441, 19-908, 19-911, & 20-219; On hybrid-electric buses, see File No. 20-535)

WT12801 **Kinnickinnic (KK) Garage Employee Parking Lot**
Expenditure: $55,497
Revenue Reimbursement: $0
Net County Commitment: $55,497 to be financed with general obligation bonds

Recommended for 2021, MCTS would plan and design a reconstructed employee parking lot west of Kinnickinnic Avenue with enhanced security, LED lighting, and stormwater management features. 2022 will require an additional $434,207 expenditure for the construction work.

WT14801 **Fond du Lac (FDL) Garage Fire Alarm and Sprinkler System Replacement**
Expenditure: $2,565,721
Revenue Reimbursement: $0
Net County Commitment: $2,565,721 to be financed with general obligation bonds

The FDL Garage's current sprinkler system failed in August 2020 and its fire alarm is not tied to the sprinkler system. An appropriation transfer for planning and design of a replacement was approved in September 2020 in File No. 20-651. The expenditure authority in 2021 would purchase, construct, and implement the new fire alarm and suppression system.

WT14901 **Fond du Lac (FDL) Garage Transportation Building Roof Replacement**
Expenditure: $95,122
Revenue Reimbursement: $0
Net County Commitment: $95,122 to be financed with general obligation bonds

The roof original to the 1981 building has exceeded its useful life. In 2021 MCTS would plan and design the replacement roof and an estimated further expenditure authority of $625,889 will be required for 2022.

WT15001 **Fond du Lac (FDL) Garage Transportation Building – HVAC Replacement**
Expenditure: $38,332
Revenue Reimbursement: $0
Net County Commitment: $38,332 to be financed with general obligation bonds

MCTS reports the FDL Garage Transportation Building has met the end of its useful life. In 2021 MCTS would plan and design a replacement. A further estimated $246,019 would be necessary for 2022.

Airport (WA)

Airport Revenues

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

1. **Airline Improvement Program (AIP**) – This fund is generally used for airfield or airside improvements subject to Federal Aviation Administration (FAA) approval. AIP projects are typically paid for 75/12.5/12.5 percent by the federal, state, and local governments respectively. There are two types of AIP funding categories:
    i. Entitlement – Formula-based according to airport size, traffic, and related variables
    ii. Discretionary – Competitively allocated based on funding availability

2. **State Block Grant** – This is the primary funding source for eligible projects related to LJT and is administered by the state of Wisconsin as a block grant. LJT projects sometimes can also receive primarily state funding with local share participation varying by project.

3. **Passenger Facility Charges (PFC) –** Every enplaning, or departing, passenger pays a $4.50 fee which goes into the PFC fund. PFC dollars are spent subject to FAA approval. PFC funds can be used toward the local matching portion of AIP projects, but can also be used for standalone projects. Pursuant to federal guidelines, PFC funds may be used in general for projects which do one of the following:
    i. Enhance the safety, security, or capacity of the airport
    ii. Reduce airport noise
    iii. Increase air carrier competition

4. **Airport Development Fund (ADF) –** The dollars in this fund derive from the master lease agreement which governs the operating relationship between the signatory air carriers and GMIA. Under the terms of the present 2015-2020 lease agreement, extended through 2021 due to the COVID-19 pandemic, GMIA may maintain a fund of up to $15 million based on collecting 10 percent of all parking and concession revenue. ADF funds can be used as the local matching portion for some projects or for standalone projects that may not otherwise qualify for funding through AIP or PFC dollars.

5. **ADF-D Fund** – As an offshoot of ADF, a provision in the 2015-2020 GMIA master lease agreement, extended through 2021 due to the COVID-19 pandemic, allows for the airport to fund up to $4 million of projects in the ADF-D account, the cost of which gets funded from depreciation expenses charged to and reimbursed through the airlines.

6. **Capital Improvement Reserve Account (CIRA) –** This fund is often used as a local matching source for capital projects at LJT, the general aviation reliever airport to GMIA. CIRA has also been used for other projects at GMIA like parking. The CIRA portion of projects is funded from depreciation expenses charged to the airlines.

7. **Customer Facility Charges (CFCs)** – The funds in the CFC account derive from a $0.50 per day per vehicle fee incurred on vehicles rented from the rental car companies operating at GMIA. GMIA uses these funds to address maintenance and construction needs and improvements of the car rental facilities in the parking garage.

WA28001 **GMIA Parking Structure – Replace Decorative Metal Panel**
Expenditure: $2,963,190
Revenue Reimbursement: $0
Net County Commitment: $2,963,190 to be financed with ADF and CFC dollars

The 57 metal panels were installed in 2001. A 2018 assessment found flaking paint and rust on the panels. Rather than replace the panels, their useful life will be extended with removal of corroded elements and repainting the panels. The Airport Division is investigating the replacement of the metal panels with a lighter material coated with a substance like Teflon to repel ice and precipitation.

WA29901 **GMIA Taxiway A Extension**
Expenditure: $10,072,067
Revenue Reimbursement: $8,813,058 ($7,554,050 federal & $1,259,008 State)
Net County Commitment: $1,259,008 to be financed with PFC dollars

A 2014 Airfield Compliance Analysis found the Taxiway M intersection with Runway 1L/19R to not be compliant with newer 2012 FAA regulations and has been designated as a "hot spot" by the FAA. Extending Taxiway A and eliminating Taxiway M is intended to alleviate the problem. Planning and design happened in 2020. This project will not occur without State and federal grant dollars.

WA37701 **GMIA South Maintenance Air Handling Unit**
Expenditure: $259,575
Revenue Reimbursement: $0
Net County Commitment: $259,575 to be financed with ADF reserve dollars.

A 2018 systems condition assessment found the following:

- 8 of 11 air handling units (AHUs) were in poor condition, two more were labeled "fair"
- The HVAC and relief ventilator/fresh air unit were labeled "poor"

Planning and design would occur in 2021 for replacing the units. An estimated expenditure of $2,031,095 is anticipated for demolition, acquisition, and construction.

WA39401 **Parking Structure Repair and Major Maintenance - 2021**
Expenditure: $1,465,476
Revenue Reimbursement: $0
Net County Commitment: $1,465,476 to be financed with ADF and CFC dollars

Corrosion occurred in stairways 2, 4, 5, and 7 due to water infiltration from precipitation and snowmelt seepage. The Airport Division reports the stairwells have structural issues which require immediate rehabilitation. Planning, design, and rehabilitation work would all occur in 2021.

Environmental Services (WV)

WV04101 **Oak Creek Skate Liftstation**
Expenditure: $63,306
Revenue Reimbursement: $0
Net County Commitment: $63,306 to be financed by general obligation bonds.

The Oak Creek Skate Liftstation capital project will replace the sanitary lift station located in the pavilion at Mill Pond in the Oak Creek Parkway. It was installed originally in 1934 and needs replacement to avoid potential discontinuation of sanitary services and facility closure. 2021 funding will cover planning and design costs. Additional funding in an estimated amount of $495,306 will be necessary in subsequent years to complete construction.

WV04301 **Oakwood Lift Station Upgrade**
Expenditure: $93,574
Revenue Reimbursement: $0
Net County Commitment: $93,574 to be financed by general obligation bonds.

The sanitary lift station at the Oakwood Golf Course was installed in 1976 and is need of replacement to avoid discontinuation of sanitary services and facility closures. The project will also include the replacement of the force main. This capital project is focused on design and planning of the replacement. It is estimated that an appropriation of $655,289 is needed for construction of the project in 2023.

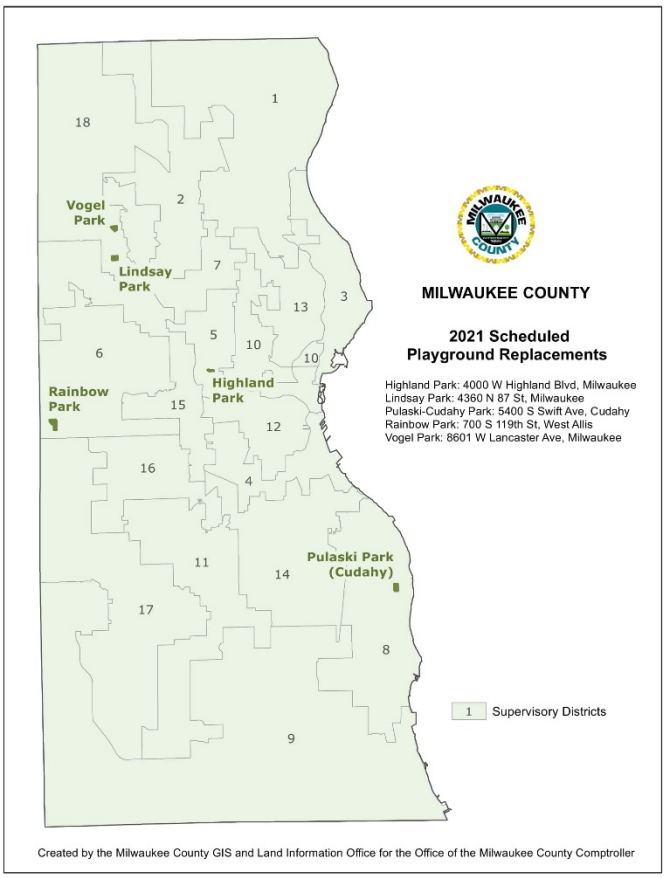
WV05401 **County-wide Sanitary Sewers Repairs—2021**
Expenditure: $150,001
Revenue Reimbursement: $0
Net County Commitment: $150,001 to be financed by sales tax revenue.

Funding in the amount of $150,001 is recommended for an annual inspection of the County's sanitary sewer system. As a result of a 2006 agreement with the State Attorney General's Office, the County inspects its sanitary sewer system every five years. The agreement is the result of a 2004 Notice of Violation from the State of Wisconsin Department of Natural Resources for inadequate sewer conditions. In order to meet this deadline, the County inspects 20% of the sewer system on an annual basis. Planning and design is anticipated to cost $17,005 and construction is anticipated to cost $132,996. Funding for the annual inspection is consistent with previous annual inspections. Deficiencies in the system are to be completed within 18 months.

Parks (WP)

Playground Replacements

Five playgrounds are included for replacement or removal and restoration. The locations of the playgrounds can be seen in the map below. Historically, the Parks Department has selected playgrounds for replacement each year based on relative age and condition. In an effort to make decisions with a racial equity lens, the Parks Department used the GARE tool to prioritize replacement based not only on age and condition, but location of other recreation opportunities, and ability to serve typically underserved populations. This same tool was used in the 2020 Adopted Budget and playground replacements were deployed in Mitchell Park, Rose Park, Indigenous Peoples' Park, and Washington Park. Certain parks have robust Friends Groups that are able to defray costs to the County by providing private contributions and donations, but that is not a possibility with all parks throughout the system. The racial equity tool allows the Parks Department to take in more factors when making a decision, than just age and condition.



It should be noted that Highland Park Playground, indicated in the map, is being removed and replaced with green space and a Helios workout equipment station rather than a replacement of the playground.

Paved Area Assessment

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.

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

WP05043 **Lincoln Park Baseball Lighting**
Expenditure: $595,104
Revenue Reimbursement: $0
Net County Commitment: $595,104 to be financed by general obligation bonds.

The 2019 Adopted Budget included funding in the amount of $42,947 for planning and design of a new lighting system for the Henry Aaron Field Baseball Diamond at Lincoln Park. Following a severe weather event in 2015, the previous lighting system was damaged. Due to a lack of lighted fields, there is high demand from teams for locations that they can play at into the evening. This project will provide greater availability for scheduling. The 2021 Recommended Budget includes an appropriation of $595,104. Approximately $67,441 will be used for further planning work and the remaining amount, $527,663, will be used for construction and installation of the lighting system. It is anticipated that the project will reach completion at the end of 2021.

WP42501 **Playground Resurfacing—Phase I**
Expenditure: $325,231
Revenue Reimbursement: $0
Net County Commitment: $325,231 to be financed by general obligation bonds.

Phase I of the Playground Resurfacing project will replace old playground surfacing with new Poured in Place (PIP) rubberized safety surface at Gordon Park, Cool Waters, and Hoyt Park, for a total of 11,810 sf total. The new surfaces will require less maintenance and improve safety and provide full ADA accessibility to all areas of the playground. The project total is $325,231 and includes planning, design, and implementation. It is anticipated that the project will not need further funding after 2021.

WP49801 **Underwood Creek Parkway Replacement**
Expenditure: $1,623,596
Revenue Reimbursement: $0
Net County Commitment: $1,431,419 to be financed by general obligation bonds and $192,177 to be financed by other revenue.

Funding is provided for replacement of a section of Underwood Creek Parkway between Bluemound Road and 119th Street, which is also part of the Oak Leaf Trail. It has been routinely patched for approximately 10 years and continues to deteriorate. The segment is 0.41 miles in length and is rated 36 out of 100. The Parks department uses a modified version of PASER to visually inspect all paved assets. A rating in the range of 0-40 indicates reconstruction as soon as possible. Ratings above 40 are given a timeline by which reconstruction will be necessary.

Funding was allocated in the 2019 Adopted Budget in the amount of $133,859 for planning and design of the project. Following construction of the project in 2021, there is no estimated funding in future years.

WP53401 **Rainbow Park Playground Replacement**
Expenditure: $278,737
Revenue Reimbursement: $0
Net County Commitment: $278,737 to be financed by general obligation bonds.

Located in West Allis, the playground at Rainbow Park is a high-priority replacement due to its age and condition. It is a Class 3 playground and will be replaced with a new Class 3 playground. Playgrounds should be replaced in approximately twenty-year intervals and the playground at Rainbow Park was installed in 1995. The project will include both planning and design and construction of the playground, including PIP safety surface. Of the $278,737 allocation, $7,954 will be used for planning and design and future funding is not anticipated in subsequent years.

WP53501 **Pulaski-Cudahy Park Playground Replacement**
Expenditure: $278,737
Revenue Reimbursement: $0
Net County Commitment: $278,737 to be financed by general obligation bonds.

Located in Cudahy, the playground at Pulaski-Cudahy Park is a high-priority replacement due to its age and condition. It is a Class 3 playground and will be replaced with a new Class 3 playground. Playgrounds should be replaced in approximately twenty-year intervals and the playground at Pulaski-Cudahy Park was installed in 1995. The project will include both planning and design and construction of the playground, including PIP safety surface. Of the $278,737 allocation, $7,954 will be used for planning and design and future funding is not anticipated in subsequent years.

WP65801 **Currie Park-Replace Parking Lot & Cart Path Improvements**
Expenditure: $232,981
Revenue Reimbursement: $0
Net County Commitment: $232,981 to be financed by general obligation bonds.

An appropriation of $232,981 is included for the planning and design of the parking lot and cart path replacement at Currie Park. Currently, the parking lot is rated 28/100, indicating immediate replacement is necessary. Replacement will also allow lot improvements to be made for ADA accessibility. Adding a cart path at the course will be beneficial to users and make it competitive with other facilities. This project is phased through 2023 to eliminate total disruption of services at the course. Construction is anticipated to begin in 2022 if funding is allocated in subsequent years. It is anticipated that constructions costs will be approximately $2,574,753.

WP68201 **Whitnall Clubhouse HVAC Replacement-Kitchen Remodel**
Expenditure: $167,205
Revenue Reimbursement: $0
Net County Commitment: $167,205 to be financed by general obligation bonds.

The 2016 Adopted Budget included funding to replace the HVAC system in the kitchen and dining areas at the Whitnall Park Clubhouse. However, while the project was underway, the contractor indicated that major kitchen upgrades were necessary for an efficient HVAC system to be implemented, including necessary ADA upgrades. The 2021 Recommended Budget includes $167,205 for planning and design of the

remodel. For construction and implementation of the project, it is anticipated that $1,073,295 will be necessary in subsequent years.

WP69501 **Washington Park Bridge Replacements**
Expenditure: $118,414
Revenue Reimbursement: $0
Net County Commitment: $118,414 to be financed by general obligation bonds.

Two concrete lagoon bridges, including connecting asphalt walkways, in Washington Park need replacement due to concrete delamination, cracking and splitting in abutments, and deterioration along and above the waterline. Portions of the bridges are not safe for pedestrian use and are blocked off. An appropriation of $118,414 is recommended for planning and work. Following planning and design, an estimated $926,543 will be necessary in subsequent years for construction and implementation of the replacements.

WP70101 **Grant Park North Access Roads-Parking Lots**
Expenditure: $1,255,952
Revenue Reimbursement: $0
Net County Commitment: $1,255,952 to be financed by general obligation bonds.

Funding in the amount of $113,504 was included for the planning and design of this project in the 2020 Adopted Budget. Ratings for the surface included in the project are:

- Access Drive from S. Lake Drive: 17/100
- Parking lot serving picnic areas: 32/100
- Wil-O-Way Grant parking lot: 20/100

The City of South Milwaukee received a Community Development Block Grant (CDBG) from the Milwaukee County Department of Health and Human Services – Housing Division to assist with the costs associated with the Wil-O-Way Grant portion of the project. The 2020 Adopted Budget estimated that $888,130 would be needed for construction and implementation of the project. The 2021 Recommended Budget includes $1,255,952 for construction and implementation, which is $367,822 above the 2020 estimate. No funding in subsequent years is anticipated.

WP70601 **South Shore Breakwater**
Expenditure: $1,066,471
Revenue Reimbursement: $0
Net County Commitment: $1,066,471 to be financed by general obligation bonds.

The South Shore Breakwater project is divided between two phases: the North Breakwater and the South Breakwater. The 2021 Recommended Budget includes $1,066,471 includes planning and design work for both phases. The South Shore Breakwater is located at the coastline along Cupertino, South Shore, and Bay View Parks. Storms and winter weather events have caused deterioration at the breakwater and existing portions of the structure have migrated to adjacent areas. Design of the project will consider increasing the height of the breakwater and existing plans to relocate South Shore Beach.

Construction of Phase I (North Breakwater) is anticipated to occur in 2022 at an estimated cost of $9,220,809. Construction of Phase II (South Breakwater) is anticipated to occur in 2023 and cost $6,508,806. Total cost of design and construction for both phases is estimated at $16,796,086 over three years. Although no alternate sources have been identified yet, there is still exploration of potential grant funding through the state of Wisconsin or the federal government.

WP70701 **Old Loomis Road Reconstruction**
Expenditure: $170,000
Revenue Reimbursement: $0
Net County Commitment: $170,000 to be financed by general obligation bonds.

When Crystal Ridge was sold to BPC County Land, LLC, the Parks Department received Old Loomis Road as part of that transaction (File No. 17-598). Rated at 20/100, the .47-mile section of Old Loomis Road is partially considered part of the Oak Leaf Trail but is mostly used by nearby residents. The 2021 Recommended Budget includes $170,000 for planning and design, with construction estimated at $930,000 in 2022. Grant funding for the project in the amount of $540,000 has been awarded by the State of Wisconsin-County Highway Improvement Discretionary Program (CHID).

WP71801 **Mitchell Domes Mesh/Structure Inspection & Repairs**
Expenditure: $500,001
Revenue Reimbursement: $0
Net County Commitment: $500,001 to be financed by sales tax revenue.

Mesh protection was installed in all three Domes at the Mitchell Park Horticultural Conservatory to protect the facility and the public from loose or spalling concrete. This protective mesh may be nearing the end of its lifecycle and needs to be inspected and repaired. Of the total project cost of $500,001, planning and design work is anticipated to cost $41,479. Remaining funds will be used for the repairs.

It should be noted that this is a new capital project to address deficiencies in the temporary mesh structure at the Domes and does not include any long-range planning for the future of the Domes or any other Horticultural Conservatory at Mitchell Park.

WP72501 **Vogel Playground Replacement**
Expenditure: $278,737
Revenue Reimbursement: $0
Net County Commitment: $278,737 to be financed by general obligation bonds.

Located between West Appleton and West Lancaster Avenues in Milwaukee, the playground at Vogel Park is a high-priority replacement due to its age and condition. It is a Class 3 playground and will be replaced with a new Class 3 playground. Playgrounds should be replaced in approximately twenty-year intervals and the playground at Rainbow Park was installed in 1999. The project will include both planning and design and construction of the playground, including PIP safety surface. Of the $278,737 allocation, $7,954 will be used for planning and design and future funding is not anticipated in subsequent years. In 2007, PIP surfacing was installed at the playground.

WP72601 **Lindsay Playground Replacement**
Expenditure: $278,737
Revenue Reimbursement: $0
Net County Commitment: $278,737 to be financed by general obligation bonds.

Located between West Congress and West Marion Streets in Milwaukee, the playground at Lindsay Park is a high-priority replacement due to its age and condition. It is a Class 3 playground and will be replaced with a new Class 3 playground. Playgrounds should be replaced in approximately twenty-year intervals and the playground at Rainbow Park was installed in 1999. The project will include both planning and design and construction of the playground, including PIP safety surface. Of the $278,737 allocation, $7,954 will be used for planning and design and future funding is not anticipated in subsequent years.

WP72701 **Oak Leaf Trail – Zip Line Sinkhole**
Expenditure: $689,838
Revenue Reimbursement: $0
Net County Commitment: $689,838 to be financed by general obligation bonds.

The Zip Line portion of the Oak Leaf Trail connects Estabrook and Brown Deer Parks. A sinkhole has formed due to a failing stone arch and aging culvert at this segment and has been closed to the public. Despite the danger and the barriers around the sinkhole, trail users still attempt to cross the sinkhole. The entirety of the allocation will be used for construction and implementation and will require that a portion of the trail be closed to users while under repair. There are no anticipated allocations necessary in subsequent years.

WP72801 **Highland Park Playground-Removal/Restoration**
Expenditure: $146,447
Revenue Reimbursement: $0
Net County Commitment: $146,447 to be financed by general obligation bonds.

Located near the Miller Valley in Milwaukee, Highland Park contains one of the oldest playgrounds, having been installed in 1992. It is a small park area and not highly used. This project will remove the playground structure at Highland Park and replace it with a new, open green space, including Helios exercise equipment and installation, turf restoration, a reinforced concrete pad, and pathway connections. Because it is located near mostly corporate facilities, it will be more frequently accessed by corporate campus patrons. As part of the project, public outreach will be completed. Of the $146,447 allocation, $7,538 will be used for planning and design and the remainder will be used for removal and construction.

WP72901 **Boerner Garden House Boiler Replacement**
Expenditure: $105,418
Revenue Reimbursement: $0
Net County Commitment: $105,418 to be financed by general obligation bonds.

The existing boiler at the Boerner Garden House needs repairs. However, due to the degraded nature and age of the boiler, safety concerns require that the boiler be replaced instead of repaired. The 2021 Recommended Budget includes $105,418 for

planning and design of the boiler. It is anticipated that subsequent years will require funding in an estimated amount of $676,680 for installation of the new boiler system.

Milwaukee Public Museum (WM)

WM05101 **North Stairwell Structural Wall Repair**

Expenditure: $375,780
Revenue Reimbursement: $0
Net County Commitment: $375,780 to be financed by sales tax revenue.

Funding in the amount of $79,125 was included in the 2020 Adopted Budget for planning and design of the north stairwell structural wall repair. Currently, the wall is separated in some areas by two inches, exposing concrete and steel. During rain, water floods onto the main walkway and into the museum, creating a safety hazards to guests. There has also been movement of the mezzanine's concrete floor slab. The 2021 Recommended Budget includes $375,780 for construction, including waterproofing the structure, new bearing supports, and new structural supports for the floor slab. Although the Milwaukee Public Museum will be constructing and occupying a new facility in the future, Milwaukee County still maintains ownership over the current building located at North James Lovell and West Wells Streets and is still responsible for carrying out necessary maintenance and repairs.

Milwaukee County Zoo (WZ)

WZ11901 **Zoo Adventure Africa-Elephants Exhibit**

Expenditure: $4,040,071
Revenue Reimbursement: $0
Net County Commitment: $2,020,036 to be financed by general obligation bonds and $2,020,035 provided through the Zoological Society of Milwaukee.

Through File No. 16-463, Milwaukee County approved an agreement with the Zoological Society of Milwaukee for the Zoo's Adventure Africa masterplan – elephant exhibit. The masterplan includes new elephant, rhinoceros, and hippopotamus exhibits. This capital project includes funding for both planning and design in the amount of $173,682 and construction of the exhibit in the amount of $3,866,389. The Adventure Africa masterplan is funded with 50 percent County contributions and 50 percent from the Zoological Society of Milwaukee. The project will not begin until funding from the Zoological Society has been received and verified. Surplus funds from the hippopotamus exhibit will be used to upgrade the water filtration system at the elephant exhibit in order to provide clean water for the elephants and increase water savings.

Health and Human Services (WS)

WS10201 **Control Center Panel Replacement**

Expenditure: $25,895
Revenue Reimbursement: $0
Net County Commitment: $25,895 to be financed by sales tax revenue.

The current control center for the doors at the Vel R. Phillips Youth and Family Justice Center are outdated and no longer useful for the purposes of the facility. At the request of the Division of Youth and Family Service, upgrades to the system are proposed that would include a new security management computer, badge readers, and a touch screen control panel. This will allow Youth Correctional Officers to move around the facility more quickly and efficiently. The 2021 Recommended Budget includes $25,895 for planning and design of the project and anticipates an estimated $202,590 will be necessary in subsequent years for implementation of the system.

WS12601 **Youth Services Admin Relocation and Tenant Improvements**

Expenditure: $4,663,816
Revenue Reimbursement: $0
Net County Commitment: $900,000 to be financed by sales tax revenue and $3,763,816 to be financed by BHD reserves.

In advancement of its "No Wrong Door" mission, the Department of Health and Human Services will be integrating its Children's Services – Wrap and Children's Services/Community Services areas in the Disabilities Services Division and Division of Youth and Family Services. This project will include build-out of space in existing County facilities or in a leased space, relocation of approximately 230 staff, furniture and equipment. Depending on the outcome of lease negotiations and improvements made to the facility, some portion of the relocation costs may be covered under tenant lease payments. The next phase of the project, anticipated in the 2022 Recommended Budget, will include buildout or relocation of staff housed at the Marcia P. Coggs Center to another location or renovation of the current Center at an estimated cost of $6,391,240.

Courthouse Complex (WC) and Courthouse Grounds (WG)

WC20901 **Forensic Science Center (FSC) – Phase 2**
Expenditure: $3,276,215
Revenue Reimbursement: $0
Net County Commitment: $3,276,215 to be financed with general obligation bonds.

This is the continuation of a years-long process to build a replacement facility for the Office of the Medical Examiner's current building which has outlived its useful life. For 2021 this expenditure authority shows Milwaukee County's commitment to the shared County/Medical College of Wisconsin (MCW) facility while the County and MCW finalize the terms of the lease and final buildout. Estimated future expenditures of $24,775,868, and two years at $3,966,498 for respectively 2022 through 2024 are projected in the Five-Year Capital Improvements Plan for a cumulative $47.2 million.

Initially in the 2019 Capital Budget, the anticipated cost of the FSC was $23,821,000. In the 2020 Capital Budget the anticipated 2021 expenditure for the FSC $16,900,357 for a total cost which rose to $28,091,685. In the 2021 Capital Budget the total anticipated cost has risen to $47,176,407. Design and negotiations with MCW for the County portion are ongoing.

The FSC was first proposed in File No. 16-393 to find collaborative synergies between the Office of the Medical Examiner, the MCW, and the Wisconsin Department of Justice Crime Lab; though the latter is not presently participating and has shown no indication of doing so. The Wisconsin Policy Forum analyzed the idea in File No. 17-298, and the project further developed with capital funding approvals and updates in File Nos. 19-698A, 19-705, 20-237, and 20-610.

WC21601 **Courthouse Complex Improvements – Criminal Justice Facility Caulking Phase 2**
Expenditure: $1,013,061
Revenue Reimbursement: $0
Net County Commitment: $1,013,061 to be financed with sales tax receipts

Phase One of this project received expenditure authority in the 2019 Capital Budget (Project WC19101) which began and was finished in 2020 to replace exterior sealant joints which protect limestone panels (limestone is prone to weathering from precipitation) which adorn the façade of the first three floors of the Criminal Justice Facility.

For 2021, this expenditure would finish the job begun in Phase One to remove existing deteriorated exterior joints and install and seal new ones.

WC21701 **Courthouse Complex Façade Inspection and Repair – Phase 3**
Expenditure: $132,291
Revenue Reimbursement: $0
Net County Commitment: $132,291 to be financed with sales tax receipts

A 2016 report found the Courthouse façade in need of exterior stone repair and replacement. "Make-safe" repairs occurred in 2017. Façade repair has been ongoing since.

For 2021, work will occur to address "moderate concentration of stone deterioration" along the along the east and south elevations which will include stone repair and stone replacement including at four building entrances. The sixth floor's built-in copper gutter, window perimeter sealant, and upward facing joints will also be replaced. An expenditure of $973,726 is expected for 2022.

WC21901 **Courthouse Complex Fire Alarm Replacement**
Expenditure: $1,823,410
Revenue Reimbursement: $0
Net County Commitment: $1,823,410 to be financed with sales tax receipts

The current fire system is considered beyond its useful life and obsolete as replacement parts are no longer available. This project would modernize the fire system which is included in building automation and security functions. Planning and design occurred in 2020 and the installation work will be completed in 2021.

WG03501 **Vel Phillips Roof Replacement**
Expenditure: $2,740,376
Revenue Reimbursement: $0
Net County Commitment: $2,740,376 to be financed with general obligation bonds

The section of roof above the rotunda in the Vel R. Phillips Youth and Family Justice Center, last overhauled in 1994, has been prone to water infiltration and subject to multiple repairs in the past five years. The current roof above the rotunda and gym at the Vel Phillips center would be replaced in 2021.

House of Correction (WJ)

WJ11201 **HOC Admin Building Roof Replacement**
Expenditure: $112,399
Revenue Reimbursement: $0
Net County Commitment: $112,399 to be financed by general obligation bonds.

At approximately 26,102 square feet, the roof of the House of Correction Administration Building requires replacement. The roof is 26 years old and due to its condition can no longer be repaired. Immediate repairs are needed at a cost of $3,400 until a permanent replacement can be implemented. The overall condition of the roof was given a score of D. The 2021 Recommended Budget includes $112,399 for planning and design of the roof and a future appropriation in the estimated amount of $1,429,209 will be needed for construction of the roof.

Other Agencies (WO)

WO21701 **Phone and Voicemail Replacement**
Expenditure: $422,025
Revenue Reimbursement: $0
Net County Commitment: $422,025 to be financed with sales tax receipts

The County has previously completed upgrading approximately 6,000 legacy phone and replacement systems in 55 County locations. This final appropriation would upgrade the systems in the Criminal Justice Facility (CJF), Safety Building, and BHD facilities. Work in the CJF was intended and appropriated for 2020 but incurred delays due to COVID.

W055101 **Criminal Justice Information System (CJIS) Remediation**
Expenditure: $485,120
Revenue Reimbursement: $0
Net County Commitment: $485,120 to be financed with sales tax receipts

County public safety divisions must conform their minimum information system standards with those established by the FBI for information security from creation through dissemination. The Wisconsin Department of Justice found the County's CJIS not meeting present standards and failure to address the issue could result in revocation of access to State and Federal information systems. Access is essential to operate an accredited jail. For 2021, would fully encrypt criminal justice data in the County network, databases, and servers to meet CJIS standards.

W064701 **Enterprise Platform Modernization – Phase 3, Enterprise Resource Planning (ERP)**
Expenditure: $1,350,000
Revenue Reimbursement: $0
Net County Commitment: $1,350,000 to be financed with sales tax receipts

ERP is a business management software which integrates applications essential to County enterprise functions. 2021 work will include deploying the first two phases and finishing a product roadmap and strategy for the finance, human resources, and supply chain software components. All of this will allow for This expenditure includes software fixes for potential errors and the elimination of dual entry between the current system and new ERP. An additional $2 million expenditure is scheduled for 2022. Phase One was Capital Project #W060201 in 2019 and Phase 2 was #W054601 in 2020.

W034001 **Fleet General Equipment - 2021**
Expenditure: $4,459,000
Revenue Reimbursement: $0
Net County Commitment: $4,459,000 to be financed with general obligation bonds

This project and debt issuance would permit the procurement of 13 vehicles for the MCDOT Highway Division, an SUV for the MCDOT Transportation Engineering Division, seven vehicles for MCDOT Fleet Management, an SUV for the Office of Emergency Management, two sedans for the Behavioral Health Division, eight vehicles for DAS-Facilities Maintenance Division, and seven vehicles for the Zoo.

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

Since the 2010 Adopted Budget, departments have paid the cost and interest associated with fleet acquisitions.

W034101 **House of Corrections Fleet – 2021**
Expenditure: $250,000
Revenue Reimbursement: $0
Net County Commitment: $250,000 to be financed with general obligation bonds

Debt issuance for this project would allow in 2021 the purchase of a prisoner transport van (high priority), a K-9 transportation vehicle (critical priority), and a prisoner transport bus (high priority).

Since the 2010 Adopted Budget, departments have paid the cost and interest associated with fleet acquisitions.

W034201 **Sheriff Fleet Equipment – 2021**
Expenditure: $1,055,000
Revenue Reimbursement: $0
Net County Commitment: $1,055,000 to be financed with general obligation bonds

The expenditure authority in this project would allow the purchase of a patrol utility truck, an unmarked SUV, and 6 pursuit SUVs for the Patrol Division; two utility trucks, a medic van, and a cargo/deployment van for the SWAT Division, a patrol boat for the Maritime Division, an unmarked SUV for the Criminal Investigation Division, and a sedan for the Civil Process Division.

Since the 2010 Adopted Budget, departments have paid the cost and interest associated with fleet acquisitions.

All purchases are labeled as a critical priority except for the patrol boat which is labeled high priority.

W034301 **Parks Fleet Equipment – 2021**
Expenditure: $2,420,000
Revenue Reimbursement: $0
Net County Commitment: $2,420,000 to be financed with general obligation bonds

For 2021, the Parks Department would acquire:

- 27 4x4 pickup trucks with plows
- 2 vans
- 2 4x2 pickup trucks
- 6 72" mowers,
- 2 4x2 SUVs
- 11 green mowers
- 4 fairway mowers
- 3 greens aerators
- 2 Towable spreaders
- 6 Debris blowers
- (63 total)

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

Since the 2010 Adopted Budget, departments have paid the cost and interest associated with fleet acquisitions.

W016901 **Training Academy Roof Replacement**
Expenditure: $124,178
Revenue Reimbursement: $0
Net County Commitment: $124,178 to be financed with general obligation bonds

The training academy's roof has reached the end of its useful life and is subject to leaks, requiring temporary patches. Planning and design would occur in 2021 and an estimated additional $470,086 would be necessary to install the new roof.

W048501 **Criminal Justice Facility (CJF) Pod 4D – Suicide Watch Barrier**
Expenditure: $37,908
Revenue Reimbursement: $0
Net County Commitment: $37,908 to be financed in sales tax receipts

The CJF's Mental Health Unit does not have sufficient space for today's demands for inmates with mental health issues who may be subject to suicide. Areas where inmates may be able to jump off a second level are not suitable. This expenditure would allow installation of a permanent see-through barrier in Pod 4D to allow physical and electronic monitoring while preventing possible suicidal jumping.

W065401 **Security Barriers – Safety Building – 6th Floor, Office of District Attorney**
Expenditure: $41,092
Revenue Reimbursement: $0
Net County Commitment: $41,092 to be financed with sales tax receipts

This project would install a security perimeter to protect the northeast quadrant of the Safety Building from the potential of an active shooter situation and thereby protecting minimally 31 staff persons and victims and witnesses who may be in that part of the building. The 2021 expenditure would consist of planning and design. An estimated expenditure of $235,668 would be required in 2022.

W053501 **War Memorial GRN Print PH 1**
Expenditure: $1,399,998
Revenue Reimbursement: $0
Net County Commitment: $1,399,998 to be financed with general obligation bonds

This project is reconstructing the War Memorial Center's north parking lot. In File No. 18-92, the County Board approved creation of Capital Project W0535 to transfer budgetary authority from Capital Project W051716 to accept $949,492 in grant dollars. The project became over-budget and an additional $800,000 were appropriated for 2020 due to a traffic pattern change requested by the City of Milwaukee Planning Division, to accommodate bicycle and pedestrian infrastructure connections, and soil liners due to contamination.

Additional cost overruns due to new DNR soil removal and capping requirements have resulted in this further appropriation request.

W064301 **War Memorial Center – Flood Mitigation**
Expenditure: $605,880
Revenue Reimbursement: $0
Net County Commitment: $605,880 to be financed with general obligation bonds

Under the Mason Street Bridge there are two storm inlets which historically have occasionally backed up and flooded portions of the WMC. The strong January 2020 storm flooded various storage and switchgear rooms in the WMC and due to record high Lake Michigan water levels, approximately $800 million worth of priceless art in

the Art Museum's storage is at risk of suffering damage or destruction due to flooding inundating the power-supply to the pump which safeguards the Museum's collection. For 2021, design and construction would occur to eliminate the possibility of storm sewer backups under the Mason Street Bridge.

W065501 **War Memorial Center (WMC) Saarinen Building – Switchgear Replacement**
Expenditure: $459,999
Revenue Reimbursement: $0
Net County Commitment: $200,000 to be financed with general obligation bonds

This project would replace obsolete electrical breakers which are original to the 1955 building and bring related electrical equipment up to present building codes. Design and installation would occur in 2021.

Due to a legal opinion from the Office of Corporation Counsel relating to the project in File No. 20-669, under the 2013 Development Agreement the County is not obliged to pay more than $200,000 and the WMC and Art Museum must pay the remaining balance of $259,000. This was reflected in Amendment #3 to the final Committee on Capital Improvements Scoring Report.

W088901 **Pedestrian Pavement Replacement 2021 – Marcus Performing Arts Center**
Expenditure: $778,675
Revenue Reimbursement: $0
Net County Commitment: $778,675 to be financed with general obligation bonds

Per Milwaukee County's contribution agreement with the Marcus Performing Arts Center as noted in File No. 16-214, the County is obliged to provide capital support amounting to $800,000 for 2021. The Performing Arts Center is invoking the County's obligation for the replacement of deteriorated concrete pedestrian walkways on the campus and the drive lane, median, and bollards along the Water Street side of the building. The new concrete would be colored.

In CIC Recommended - Not In CEX Recommended

Item #	REQ DEPT	DEPT RANK	Project Number	Project Name	2021 County Financing	CIC Grading	Financing
21	DOT-HWY	2	WH10701	Short Term CTH Rehabilitation-2021	$500,000	C1	CASH
27	DOT-TRANSIT	9	WT05901	Lighting Upgrades	$48,598	C2	CASH
19	DOT-TRANSIT	10	WT11401	Lighting Improvements (FDL Garage)	$197,517	C1	CASH
20	DOT-TRANSIT	11	WT11501	Lighting Improvements (KK Garage)	$61,105	C1	CASH
7	DOT-HWY	15	WH24201	North Shop Improvements [1]	$600,000	A1	BOND
13	PARKS	17	WP55001	Parks Building Demolition-2020	$578,974	B3	CASH
32	PARKS	16	WP55101	Pulaski Park Pavilion Exterior Improvements	$108,300	C2	CASH
29	DAS-FM-FM	3	WS06201	Wilson Senior Center Restroom ADA Updates	$194,830	C2	BOND
26	DAS-FM-FM	8	WS11101	Wilson Senior Center Access Lighting	$14,885	C2	CASH
15	DAS-FM-FM	6	WG10001	Vel Phillips-Wood Window Replacements	$410,367	C1	CASH
33	DAS-FM-FM	10	WC16301	Annex Parking Lot Rehabilitation	$79,954	C3	CASH
17	DAS-FM-FM	7	WC22201	Courthouse Cmplx-Interior Finishes Renew-Phase 1	$158,837	C1	CASH
8	MC HIST SCTY	1	WO13401	Trimborn Farm Bunkhouse Restoration	$105,613	B2	CASH
30	DAS-IMSD	9	WO19701	Wireless Infrastrctr Cnty Bldgs-Phase 1	$290,000	C2	CASH
23	SHERIFF	3	WO63801	CCFC Camera System-Phase 3	$694,467	C1	CASH
31	DAS-IMSD	3	WO65301	Asset Protection-Remediation Services-Phase 2	$707,500	C2	CASH
24	EMERGENCY MNGT	2	WO72301	OEM 911 - Backup 911 Trunks	$289,006	C1	CASH
28	EMERGENCY MNGT	3	WO72501	Vel Philips - Bi Directional Amplifier (BDA)	$123,283	C2	CASH
				Total	$2,953,367		

Not In CIC Recommended - In CEX Recommended

Item #	REQ DEPT	DEPT RANK	Project Number	Project Name	2021 County Financing	CIC Grading	Financing
5	DHHS	1	WS12601	Youth Services Admin Relocation and Tenant Imprv [1]	$4,663,816	A1	CASH
14	PARKS	3	WP70101	Grant Park North Access Roads-Parking Lots [2]	$1,255,952	A1	BOND
6	DAS-FM-FM	9	WC20901	Forensic Science Center-Phase 2 [3]	$3,276,215	A1	BOND
				Total	$9,195,983		

1. The Department of Health and Human Services (DHHS) requested $6,318,867 for Project WS12601 - Youth Services Admin Relocation and Tenant Improvements for the 2021 Capital Budget. The Recommended Capital Budget includes the project with an appropriation of $4,663,186. Financing for the $4,663,186 project amount consists of $900,000 in sales tax revenue and $3,763,816 from the reserve for the Behavior Health Division.

2. The cost estimate for Project WP70101 - Grant Park North Access Roads-Parking Lots was revised from the requested amount of $1,005,707 to $1,255,952. The Recommended Capital Budget reflects the revised amount.

3. The Department of Administrative Services - Facilities Management requested $42,676,614 for Project WC20901 - Forensic Science Center-Phase 2. The Recommended Capital Budget inlcudes $3,276,215 for the project. Financing for the $3,276,215 will be provided from general obligation bonds.

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
3	DAS-IMSD	4	WO64701	Enterprise Platform Modernization-Phase 3	$1,350,000	$2,000,000	($650,000)	A1	CASH
				Total	$1,350,000	$2,000,000	($650,000)		

Changed In CIC Recommended - No Change In CEX

Item #	REQ DEPT	DEPT RANK	Project Number	Project Name	CEX Recommended Amount	CIC Recommended Amount	Change	CIC Grading	Financing
25	ZOO	1	WZ11901	Zoo Adventure Africa-Elephants Exhibit [1]	$4,040,071	$2,020,036	$2,020,035	B3	BOND
3	WMC	1	WO65501	WMC (Saarinen Bldg)-Switchgear Rplcmnt	$459,999	$200,000	$259,999	A1	BOND
				Total	$4,500,070	$2,220,036	$2,280,034		

1. Financing for Project WZ11901 - Zoo Adventure Africa-Elephants Exhibit in the 2021 Requested Capital Budget was $4,040,041 in general obligation bonds. The Recommended Capital Budget reflects a 50/50 revenue sharing between Milwaukee County and the Zoological Society.

No 2020 Request, In CEX Recommended

Item #	REQ DEPT	DEPT RANK	Project Number	Project Name	Requested	CEX Recommended Amount	Change	5 Year Plan	Financing
	DOT-TRANSIT		WT12501	Bus Replacement Program-2021 [1]	$0	$7,000,000	$7,000,000	2022	BOND
				Total	$0	$7,000,000	$7,000,000		

The Milwaukee County Department of Transportation requested the addition of bus purchases in the 2021 Capital Budget. The project was not in the 2021 Requested Budget but was in year 2022 in the 5 Year Plan.

Not In CIC Recommended - Not In CEX Recommended

Item #	REQ DEPT	DEPT RANK	Project Number	Project Name	2021 County Financing	CIC Grading	Financing
11	PARKS	5	WP32001	North Point Parking Lot	$2,013,132	A1	BOND
62	DOT-TRNS SRV	10	WH11501	Signal Upgrades for Improved Efficiency-Mobility	$200,000	F2	CASH
39	DOT-TRANSIT	1	WT14301	CAD/AVL System and Radios Replacements (Buses)	$3,300,000	D1	CASH
44	DOT-TRANSIT	6	WT14401	Router Replacements (Buses)	$600,000	D2	CASH
40	DOT-TRANSIT	2	WT14501	Replace Intelligent Vhcle Network (IVN) (Buses)	$1,800,000	D1	CASH
35	PARKS	24	WP34401	Replace Incandescents with LED	$120,000	C2	CASH
55	PARKS	15	WP62601	Cool Waters Overflow Parking Lot & Service Yard	$135,188	F1	CASH
45	PARKS	7	WP69401	Oak Creek Parkway - S Mke Mill Pond Dam	$274,950	D2	CASH
37	PARKS	13	WP70501	Cool Waters Heaters	$83,407	D1	CASH
38	PARKS	10	WP72301	Parks Bridges-Repairs/Rplcmnt-Phase 1	$311,331	D1	CASH
61	PARKS	12	WP72401	Parks Aquatics Master Plan Study	$200,000	F2	CASH
13	ZOO	25	WZ17701	Zoo Parking Lot #4-Repavement	$1,192,803	A1	BOND
20	DHHS	26	WS12401	Secure Youth Facility Phase 1	$2,675,495	A1	BOND
12	SHERIFF	13	WO47901	CJF Kitchen Upgrades	$169,503	B3	CASH
52	SHERIFF	8	WO44901	Automated License Plate Readers	$250,920	F1	CASH
12	SHERIFF	28	WO47901	CJF Kitchen Upgrades 1	$169,503	B3	CASH
53	SHERIFF	5	WO49101	Lakefront Cameras & Video Analytics	$696,140	F1	CASH
49	EMERGENCY MNGT	5	WO49801	800 MHz Doppler System	$150,000	F1	CASH
51	EMERGENCY MNGT	6	WO54801	OEM 911 CAD Replacement	$2,389,601	F1	CASH
59	EMERGENCY MNGT	8	WO64501	OEM Equipment - Locus DiagnostX-Radio Analyzer	$123,000	F2	CASH
36	DAS-OPD	1	WO64601	Lincoln Blatz & South Shore Pavilions ADA Access	$247,080	C3	CASH
56	DAS-IMSD	5	WO65001	Phone and Voicemail-Fax Solution-Phase 1	$264,600	F2	CASH
57	DAS-IMSD	10	WO65201	Enterprise Virtual Desktop Srvcs-Hrdwre-Phase 1	$337,500	F2	CASH
58	DOT-FLEET	5	WO72201	Inmate Processing Area/Holding Cell Completion	$37,548	F2	CASH
60	EMERGENCY MNGT	7	WO72401	OEM-EMS Information Builders	$229,237	F2	CASH
				Total	$17,970,938		

1. In 2020, $99,226 was approved for Project WJ111 - HOC Admin 600 and 400 Dorm Kitchen Equipment. Since the HOC provides food service for several other departments, including the Criminal Justice Facility (CJF), there are ongoing discussions to conduct a study for the provision of food service delivery. Therefore, Project WO47901 - CJF Kitchen Upgrades is not recommended for inclusion in the 2021 Capital Budget.