



Department of Administration  
Intergovernmental Relations Division

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**TO:** MAYOR TOM BARRETT; COMMON COUNCIL MEMBERS; CABINET  
**FROM:** DANIELLE DECKER, LEGISLATIVE FISCAL MANAGER  
**SUBJECT:** CITY-COUNTY RELATIONS  
**DATE:** DECEMBER 10, 2018  
**CC:** KIMBERLY MONTGOMERY, PAUL VORNHOLT  
**ATTACHMENTS:** BUS CHECK REPORT (MPD); COUNTY DELINQUENT TAX STUDY (BUDGET); 911 WHITE PAPER (FPC)

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### **EXECUTIVE SUMMARY**

In the summer of 2018, the City of Milwaukee Intergovernmental Relations Division (IRD) initiated a project to analyze the relationship between the City of Milwaukee (“the City”) and Milwaukee County (“the County).” IRD interviewed municipal departments to compile current budgetary and operational arrangements between the departments and the County. The County and City continue to have a symbiotic and collaborative relationship and partner on a variety of matters essential to constituent services for both residents of Milwaukee and visitors to the Greater Milwaukee region.

Unlike the relationship between the City and the federal government, or between the City and the State of Wisconsin, the relationship between the County is fluid, often informal, and difficult to accurately quantify. The information below is an effort to capture primary points from these intra-agency discussions regarding municipal departments’ respective relationships with county governmental agencies.

In addition to the historical and current agreements, the report captures some overall analyses and recommendations for City leadership consideration.

In increasingly constrained fiscal environments felt largely at the local level, any opportunity to review existing contracts and arrangements should be considered. In addition, given these constraints, it is imperative that the City first organize intra-departmentally before engaging or considering new or revised contracts or consolidations. As both the City and County experience the continued stagnation in shared revenue, the two political subdivisions should consider working with relevant public and private stakeholders to propose shared recommendations to remedy this shortfall. If leadership of a respective department chose to posit recommendations for additional City-County collaboration, those recommendations are included, additionally.

### ***Recommendations for City Leadership:***

1. Regularly quantify and provide the City with the estimable value of the services provided by MPD on county-owned buses and parks.
2. Request that the County contribute to the *Blueprint for Peace*, potentially as part of the Community Justice Council efforts.
3. Agree to continue facilitating city-provided recycling programs in the parks system in exchange for courtesy city use of parks for joint events (such as Fourth of July)
4. Reexamine stormwater management fees agreement valued at \$1.2 million per year.
5. Consider convening an executive-level discussion of ways to more closely collaborate with the County prior to the 2019-2020 state legislative session (this could be done as part of the Intergovernmental Cooperation Council).
  - a. Items include expungement, reckless driving, criminal justice reform, and increased shared revenue
6. Maintain the current city-operated system for emergency communications and commit to internal efficiencies before considering any form of interjurisdictional consolidation.

### **Key Areas in Which the City Supports the County:**

- 1) Municipal Policing of county-owned buses and parks
- 2) Allowing the County use of city-owned “milwaukee.gov” url
- 3) Recycling support at county parks
- 4) Increased takes on paramedic training responsibilities
- 5) Operating the MPD Extradition Unit on behalf of the District Attorney

### **Key Areas in Which the County Supports the City:**

- 1) Provides the Department of Neighborhood Services with access to free software called “Laredo” that allows DNS staff to check the register of deeds ownership.
- 2) Allows the City use of their land for city light substations.

### **Opportunities for Collaboration:**

- 1) County financial support of the Office of Violence Prevention’s Trauma Response Initiative
- 2) Ongoing targeted traffic enforcement and joint park policing
- 3) Outreach opportunities between the Office of African-American Affairs and municipal departments, such as the Fire and Police Commission
- 4) Regionally-driven assessment system to streamline property assessment process

**Executive Budgetary Highlights:**

<b><u>Source of Funding/Support</u></b>	<b><u>Service</u></b>	<b><u>Designation, Statute, or Agreement</u></b>	<b><u>Amount/Value</u></b>
County to City	Reimbursement for city accepting its own 911 wireless calls, previously a county responsibility	Previously mandated by state statute when County served as primary Public Safety Answering Point (PSAP); state provision has expired	\$501, 166 (2017 payment)
City to County	Policing of parks/lakefront	Proposed intergovernmental budgetary agreement which did not materialize	Proposal had been to reimburse MPD \$950,000 to patrol the Lakefront and \$250,000 to patrol the other county parks within the City
County to City	EMS Training	County is under a State and federal designation to serve as the regional EMS training center	Projected cost for City to absorb services, (without cost-sharing): *\$2,185,537.00
County to City	City light substations	Informal Agreement	DPW would need to estimate preliminary costs to relocate substations off county lands
City to County	Policing of Buses	Informal Agreement	MPD conducts an average of 19,031.5 safety checks aboard County buses annually, since 2012
City to County	Shared usage of City-owned milwaukee.gov Uniform Resource Locator (URL)	Informal Agreement	Potentially hundreds of thousands to millions of dollars of impact to county operations should the county need to redo their marketing and communication materials

**Administration - Community Development Grants Administration:**

The Continuum of Care (CoC), a county-wide initiative, is largely funded by the U.S. Department of Housing and Urban Development (HUD), led and managed by the City of Milwaukee. The City, through the Continuum of Care project, receives and administers these funds to fifteen groups managing twenty-one projects throughout the City. The County previously managed the grant, but transferred management to Community Advocates and ultimately to the City. HUD provides a planning grant to the City to oversee this program.

As part of the City's Fiscal Year 2018 federal HOME allocation, the City utilizes \$600,000 of the HOME funds to support approximately 80 individuals experiencing chronic mental health or disability in a proactive effort to deter homelessness among vulnerable populations. The County also contributes funds to support this chronic population. The City-County partnership has directly resulted in a measurable reduction in chronic homelessness.

The City also directly supports the District Attorney's three Community Prosecution Units through the City's CDBG funds. The City's support of the CPU program will become increasingly vital as additional sources of federal funding for the CPUs become imperiled in legal and administrative obstacles, such as the ongoing uncertainty facing the U.S. Department of Justice's Byrne JAG grant, according to the County, with the City serving as a sub-grantee.

**City Assessor:**

Per the City Assessor, Steve Miner, "all municipalities within Milwaukee County (except the City of Milwaukee) rely on the County to perform portions of or all of the property listing functions. Property listing includes tracking ownership changes, documenting legal description changes, and creating parcel numbers at the time of splits, combinations or sales."

The City and the County have separate Graphic Information Systems. The current methods of updating parcel map data are in place because data has to be processed at different times. With the purchase of the City's new computer-assisted mass appraisal system, therein lies an opportunity for new intergovernmental coordination.

A significant number of municipal departments rely on the data from the Assessor's Office and ITMD. Cost-sharing with the County may reduce costs to city taxpayers. If this data collection project was completed at the county level, savings could be produced for all municipalities within the County.

The Assessor's office posits that all municipal departments would benefit from having up-to-date imagery of buildings and streets, including digital photos which could easily be shared with other municipal or county departments. In the future, the Assessor's office plans to acquire new street level photos for every property.

***The Assessor's recommendations for potential intergovernmental collaboration:***

- Counties may provide for a Real Property Lister (RPL) to prepare and maintain accurate ownership and description information for all real property parcels in the County. That information may include the following:
  - Parcel numbers: the RPL creates, assigns, and retires parcel numbers;
  - The owner's name and an accurate legal description as shown on the latest records of the office of the Register of Deeds (ROD): owner(s) names are researched and listed for the parcel of record by the RPL;
  - The owner's mailing address: updates to owner's mailing address, whether one owner or multiple owners, are made by the RPL;
  - The number of acres in the parcel (if it contains more than one acre): the RPL lists the parcel acres based on the best information available including, but not limited to, when documents are recorded for splits, combinations, and certified survey maps;
  - School district and special purpose codes: all codes attached to the parcel are assigned by the RPL

The RPL provides this information for the use of municipal assessors, clerks, treasurers, county offices, and any other person requiring that information. The RPL also serves as the coordinator between the County and the municipalities for assessment and taxation purposes.

Because of the specialized nature of maintaining accurate, up-to-date maps and records, this function is best carried out at the county level. This allows the lister to make efficient use of the computers and other equipment, have ready access to documents and deeds recorded with the ROD, and provide a central location for real property records in the County.

**City Clerk:**

Unlike other municipalities, the City Clerk does not administer elections, therefore limiting the extent of collaboration between the City Clerk's Office and the County. The City Clerk's Office manages a Memorandum of Understanding regarding the Legistar legislative tracking system. The MOU is shared between the City, County, and Granicus. The City receives a discount on the City's portion of the current co-location on the server (note that the co-location will terminate when the County enters the cloud storage system which the City is already in).

Additionally, the Clerk manages the acquisition of liquor licenses from the City required by entities (other than the County or entity operating in conjunction with the County) offering alcohol for sale in county parks. If County is running the operation a license is not required. For example, Humboldt Park and Estabrook Park are private operators and have city licenses, but South Shore Park and the traveling beer garden are both county-run and exempt from the city license per Wis. Stat. 125.06(6).

The County and City share a joint task force, the City-County Heroin, Opioid, Cocaine Task Force, although the County does not contribute any in-kind or direct funding to the initiative.

**Comptroller:**

The City Comptroller oversees the fiscal management of the HOME Investment Partnership Program, a partnership with Milwaukee County which serves over 80 chronically homeless individuals throughout the County. The Comptroller conducts site visits of the County both pre-award and post-award to ensure the transactions are viable. The Comptroller has previously conducted a desk review of the county. The Comptroller receives an administrative fee of approximately \$60,000 to administer the HOME program on behalf of the County. The City Comptroller does not collaborate directly with the County Comptroller.

**Department of City Development:**

The Commissioner of the Department of City Development, Rocky Marcoux, holds regular meetings with the County and believes the City is now more in alignment with the County than in previous years.

The City and County collaborated closely on the Couture Project; the County Executive requested that the Commissioner serve on the panel that selected the developer of the Couture. The County ultimately holds the fiscal obligations if the Couture project does not continue.

DCD continues to collaborate closely with county partners on MacArthur Square; the County owns the grass while the City owns the parking.

In addition, in partnership with the Housing Authority, DCD continues to collaborate with the County on a variety of housing and development projects, including the 10<sup>th</sup> and State joint housing project, Thurgood Marshall Apartments, and the Supportive Housing Initiative and Partnership to End Homelessness. City-owned art is also present throughout the parks system; typically there are no significant maintenance costs associated with this art.

DCD occasionally encounters zoning disputes when the County is seeking licensing for social services facilities within municipal boundaries. The City's authority over zoning, as well as access to bonding, encourages the County to collaborate and resolve any zoning concerns.

**Department of City Development - Redevelopment Authority:**

The Redevelopment Authority (RACM) does not have any fiscal relationship with the County.

RACM does collaborate with the county's real estate arm. As well, RACM and the County partake in a shared grant with the Harbor District. RACM also undertakes July 4th cooperation agreements annually.

**Election Commission:**

The County and City both play a role in the essential process of coding voting equipment. The County is responsible for ballot layout and programming for all elections, including in the City of Milwaukee. The county is additionally responsible for 100% of costs associated with ballot printing and equipment coding for county, state, and federal contests on a ballot,; while cities provide pro-rated costs if a ballot includes municipal races.

Costs related to coding equipment were very high – for both individual municipalities and the county – because of the lack of uniform voting equipment. Within Milwaukee County’s 19 different municipalities, four different types of voting equipment were being used. This resulted in dependency on external vendors to complete the equipment coding processes.

The Executive Director of the Milwaukee Election Commissioner previously coded the city’s voting equipment, even though it is statutorily the responsibility of the County. The Director provided this service given his expertise in programmatic and quality electoral controls.

In 2015, through a process led by the Public Policy Forum, Milwaukee County, the City of Milwaukee and the other municipalities established an Intergovernmental Agreement (IGA) to purchase uniform voting equipment. As a result of the substantial savings that was to be experienced by the county, the county agreed to subsidize 70% of the cost of the new equipment. All Milwaukee County municipalities, including the City of Milwaukee, began using uniform equipment with the February 2016 Spring Primary.

In addition to uniform voting equipment, discussion occurred around establishing an additional agreement between Milwaukee County and the City of Milwaukee to collaboratively complete the equipment coding process. However, this proposal did not come to fruition.

**Employ Milwaukee:**

Employ Milwaukee engages in a series of collaborative efforts with the County with the express goal of serving shared constituents in Employ’s workforce development mission. Key programs include Uplift Milwaukee, Pathways Fatherhood Initiative, Children First, and House of Corrections Reentry Employment Services Center.

Uplift MKE will place direct hire employees in the end-use jobs that are expected to be a part of Milwaukee’s continued economic growth. Leveraging funding from the County, Employ Milwaukee manages the effort utilizing the training curricula of the Milwaukee Area Technical College, Milwaukee Public Schools and its various other partners.

The Pathways Fatherhood Initiative connects participants with education and vocational training to position them for workforce advancement and placement opportunities. Additional program elements focus on strengthening the father-child relationship, co-parenting relationships, and healthy marriages. Economic stability activities are offered in the context of the City of Milwaukee’s Compete Milwaukee project.

Children First is a program designed to encourage and enable parents to contribute to the financial support of their children, designed for parents that are currently unable to pay child support due to being under- or unemployed.

**Fire and Police Commission:**

The City’s Fire and Police Commission worked with Brandon Culpepper to found PeppNation, a mentoring program designed to motivate and uplift student athletes to achieve their full potential. This is in addition to collaborating with several of the City’s Community Development Block Grant partners (Amani Community, Dominican Center, COA Youth and Family Centers and

Milwaukee County Parks (Moody Park)). In addition to its public safety and socioeconomic benefits, PeppNation serves as a critical feeder into the police aide and fire cadet programs.

The Sheriff’s office supports the FPC by conducting the background checks for commissioner candidates at no cost to the City.

The Fire and Police Commission is continually examining opportunities for both informal and formal partnerships in addition to supporting the Police and Fire Departments in their intergovernmental agreements.

**Fire and Police Commission - Emergency Communications:**

Post 9/11, as cell phones were becoming common and the U.S. Department of Homeland Security made funding available to support local emergency communication needs, the State administered said funding to one Public Safety Answering Point (PSAP) per county, with the goal of tasking one political subdivision with the increasingly critical task of answering the wireless calls; both the City and the County vied to be the regional PSAP for Milwaukee County but the City lost to the County, who received the state funding. The state statute which had established the primary PSAP for each county has since sunsetted. Therefore, current state law does not mandate which jurisdiction is responsible for intake of the calls, leaving the entities responsible for determining the ideal arrangement to serve Milwaukee constituents. Given the complexity and interest in this technical, operational, and inter-departmental and -governmental topic, the City’s Emergency Communications professional staff has prepared a white paper on the matter of 911 communications (see attached for full history and description of issue).

The City is highly supportive of consolidating resources whenever possible. However, it is not advisable given our size and our capacity, service, and operational requirements. The City constituents are best served by remaining in our current operational and technical scenario. In addition to the tangible impact, a shift from a city-operated system to a regional system could yield public reaction regarding the responsiveness and quality of calls.

Additional budgetary background on emergency communications’ expenses, from the Budget Office:

	<b>Staffing &amp; Benefits</b>	<b>Operating Costs</b>	<b>Total Costs</b>
911			
system	\$13,245,000	\$332,000	\$13,577,000
Radios	\$919,000	\$753,000	\$1,672,000
<b>Total</b>	<b>\$14,164,000</b>	<b>\$1,085,000</b>	<b>\$15,249,000</b>



### **Milwaukee Fire Department:**

According to the fire department leadership, as a result of increasingly constrained local fiscal environments, the County has been continually reducing services, support, and financial resources to not only the Milwaukee Fire Department but the remaining fire departments within the County. The County has cited ongoing budgetary constraints as the reasons for these reductions, which increasingly requires cities to absorb these costs.

Seven municipalities are consolidated into the Northshore; every other municipality has its own fire department. These municipalities rely on the County for a variety of EMS-training services. The County is recognized as a Paramedic Training center, which is a state and federal designation. The City is not designated as such and therefore cannot conduct continuing education. Although traditionally under the purview of the County, IRD was unable to locate any state mandate requiring the County to administer the paramedic program.

According to the Wisconsin Department of Health Services, “high-quality EMS training in Wisconsin is achieved through a system of state-approved training centers that provide Emergency Medical Responder, EMT, Advanced Emergency Medical Technician, EMT-Intermediate, EMT-Paramedic, Critical Care Paramedic original training and refresher courses,” which for the greater Milwaukee region currently lie within a training space located at 7th and Wisconsin. The training space continues to be county-operated and due to the fact that the County no longer operates the initial paramedic training which MFD cadets now undergo during their training at municipal expense, it is unlikely the space will return to the larger training facility previously located at 9501 W Watertown Plank Road in Wauwatosa.

MFD and the County currently partner in a four-year contract to fund the Advanced Life Support (ALS) program. This contract is county-wide and engages all fire departments with the county. The funding from the county’s portion of the contract decreases annually. The contract mostly provides supplemental materials, such as ALS medical supplies. The source of this funding dates back to the 1980s, when the county recognized a need for a county-paramedic service consistent across the county. The county is under no federal or state designation to continue the contract. MFD does not believe the contract will be ended fully in 2020, but the supplemental portion may continue to decline.

The City brings in Advanced Life Support revenue when transporting a patient in one of the paramedic units, at the rate of approximately \$5 million each year, which does not offset the total cost of City’s paramedic program, as average costs are closer to \$900 per transport when the costs of equipment, personnel, and gas are added, and may reach \$1500 when staff time is added. Beyond these average costs, some complicated life-saving efforts alone may cost upwards of \$2,500.

The City is required to transport ALS patients regardless of reimbursement rate. MFD receives approximately \$300 in reimbursement from Medicaid/Medicare, at the rate of approximately 30 cents on the dollar, and a supplement of approximately \$30 from the County per ALS transport. MFD typically retrieves the full cost from private insurance, but only 11% of patients are on private insurance or self-pay, so full reimbursement is quite slim.

In 2018, MFD is expected to receive \$126,000 in reimbursements from the county for ALS transport at the rate of \$30 per transport. Both MFD and the remaining fire departments within the County rely on this funding for reimbursements, a process which expires once the total funding is exhausted by the various fire departments who rely on it. In 2016, the county began with an initial funding amount of \$500,000 which is drawn down each year over a four-year contract, with a large portion being utilized for capital improvements for dispatch/Computer Aided Dispatch (CAD) improvement that will be beneficial county-wide.

**Given the challenging budgetary climate, fire leadership across the municipalities are uncertain regarding the future status of Milwaukee County EMS (MCEMS) and has prepared internal projections of the estimated budgetary impact to the City should the City be required to move the EMS training “in house.” \*The projected total cost (2015 numbers) to the City of Milwaukee should the County ultimately discontinue the training program is estimated at \$2,185,537.00, however, as any agreement would likely be county-wide, there may be opportunity for cost-sharing among the municipalities. Given’s MFD’s size, the City would naturally take on a key role in any revised program.**

Four years ago, the City and County, via MFD, collaborated on a county-wide videoconferencing system dedicated to paramedic refresher training. The funding derived from a federal grant from the Federal Emergency Management Agency (FEMA) Assistance to Firefighters (AFG) grant program. The City was eligible as part of the Metropolitan Statistical Area to pursue the FEMA AFG grant as part of a regional application, having the County administer the training via the county-wide videoconferencing system to fund the paramedic refresher and shared training. Both the grant application process and administration was collaborative, producing a regional public safety benefit. The grantee agreed as part of the original grant stipulations to sustain future costs beyond the grant award, which is entirely expired now. The City is no longer eligible to receive a comparable federal award as its existing nature renders the project ineligible for further funding of this kind.

The City continues to pay approximately \$77,000 annually in maintenance fees as do the other municipalities within the county, a proportional amount for each interface utilized. The City requires 40 interfaces, an access point allowing emergency call information to be integrated into the CAD system. The City and County may wish to discuss alternatives means of funding this shared program.

**Health Department - Office of Violence Prevention:**

The Trauma Response initiative, focusing on enhanced support for teenagers in crises, was launched in 2015 and renewed via Memorandum of Understanding each year. The City contributes \$180,000 annually to facilitate two clinicians who provide emergency counseling. The County does not currently contribute to the initiative. The Office of Violence Prevention believes it would serve the Initiative and therefore the target population for the County to contribute approximately \$90,000 – 100,000 annually to support this collaborative initiative when the MOU is eligible for renewal in 2019. As research has demonstrated that youth exposed to violence are twice as likely to use violence within the same year, there is a clear public safety benefit to addressing teenagers in crisis. Beyond the public safety benefit, there is a tremendous economic and educational benefit to proactively supporting youth in crisis, rather than allowing

vulnerable youth to fall into a pattern of cyclical violence and poverty, and risk entering the juvenile justice, or the adult prison system. OVP estimates that for the City of Milwaukee the cost of out-patient care for a gunshot wound is \$25,000 and \$65,000 for in-patient care.

In 2016, the County provided funding for Safe Zones, a collaborative initiative aimed at reducing violence and increasing educational opportunities in economically disadvantaged neighborhoods, which allowed the program to extend through the end of 2018.

**Information Technology Management (ITMD):**

Unlike the majority of municipal governments, the City is grandfathered into the rights for a .gov address, which the City shares with Milwaukee County.

ITMD has no current funding relationships with the County. However, the City website is hosted by the County; the County has our license and runs the hardware. The City and County split the maintenance costs of this hardware, saving both entities money and improving efficiency. The City of Milwaukee owns *Milwaukee.gov* and is grandfathered into ownership of this URL. Local ownership of this URL is very rare, and is typically reserved for use by the federal government. Ownership of the URL, which the City shares with the County at no cost, saves city taxpayers \$12,000 annually. The City allows the County to use the URL at no expense. A discontinuation of allowing the County to utilize this URL would cost the County significant time and expense and require them to update their electronic and printed materials.

The City also allows the County to use the City's E-notify system to distribute bid notices at no cost. Comparable electronic services would cost the County money.

In addition, the County utilizes city-supported wifi at county-owned Cathedral Square and Pere Marquette Park, as well as for the Public Museum.

Additionally, the City lends the County dark fiber to foster internet connections in select areas; the County would otherwise have had to pay for this dark fiber.

The City provides the dark fiber connection between the City of Milwaukee Election Commission and County Election Commission. In addition, the City provides dark fiber for a number of sites, including McKinley Marina and the Medical Examiner's Office, as well as between the multijurisdictional High Intensity Drug Trafficking Area (HIDTA). Without this support, the County would have to pay for select dark fiber, saving the County approximately \$10,166 annually for McKinley Marina alone.

Finally, the County utilizes the tower off of MFD's Engine 38 for its emergency communications.

**Housing Authority of the City of Milwaukee:**

The Housing Authority of the City of Milwaukee (HACM) works closely with the County on senior and low-income housing collaborative efforts. The County Department on Aging operates a Congregate Senior Meal Program, hosting four meal sites in HACM buildings, plus Olga

Village at the United Community Center's campus. HACM provides the space in support of the program, which offers a lunch program five days a week for low-income constituents.

HACM partners with the County Department on Aging on the Lapham Park Venture, a shared effort to support seniors in assisted living. HACM's contribution is space and clientele. HACM also partakes in a MOU with the Milwaukee County Housing Division. HACM provides the County with 50 federal U.S. Department of Housing and Urban Development (HUD) Housing Choice vouchers for referrals for chronically homeless clients within the County. The County also conducts a Rent Reasonable Comparisons Development, an analysis of the City's reasonable housing rates by federal guidelines. This is conducted by the County to follow federal guidelines requiring an external, objective assessment. The City pays the County \$70/hour to conduct this analysis.

HACM engages in informal reciprocal space-sharing, allowing the County to utilize the Hillside facility, while HACM utilizes McGovern Park.

HACM collaborates with the County on HUD's rule on Affirmatively Furthering Fair Housing. Per HUD policy, the AFFH Final Rule requires certain HUD grantees to conduct an Assessment of Fair Housing (AFH) planning process.

In addition to these substantive collaborations, HACM collaborates as needed with the County, including on transportation and public access matters. HACM funded the Milwaukee County Transit System bus shelter on Silver Spring Drive near the City's West Lawn public housing development. Which the County utilizes along its bus lines.

***Per HACM executive leadership, below are opportunities for City-County collaboration:***

- Consider study on benefits of centralization of housing support services
  - Most of Milwaukee County's federal housing vouchers are already used within municipal boundaries, there is a potential cost-savings and potential for enhanced services through regionalization
  - HACM currently has authorization for 6,219 vouchers, the County receives approximately 1,900 for utilization within the County, including the City
  - HACM receives 60-70% reimbursement administratively for each voucher cost (losing funds)
  - May need to collaborate on evictions dialogue to jointly address or mitigate decreasing federal vouchers

**Milwaukee Public Library:**

The State of Wisconsin has sixteen library systems, which the State financially supports. The Milwaukee Public Library (MPL) is part of the Milwaukee County Federated Library System (MCFLS) which includes fifteen municipalities within the County and is the largest of the state systems. The County provides \$66,650 in annual support for the county-wide system, to which the City does not contribute any funds.

The board of MPL is statutorily required to include a County supervisor per Wis. Stat. §43.54 (1)(am), even if he or she does not represent municipal boundaries. Statutorily per Wis. Stat.

§43.19 (1)(a), one representative from MPL must sit on the county-wide board of trustees governing MCFLS.

MPL also participates in the county-wide catalog paid for by the Federated Library System, which the City pays back at a pro-rated amount. MPL’s participation in this program is highly advantageous to neighborhood communities, enriching access to literary and educational resources.

**Department of Neighborhood Services:**

The Department of Neighborhood Services (DNS) does not interact significantly with the County; the majority of its intergovernmental engagement lies with the State. The County provides the City access to software called Laredo” that it shares with DNS staff, allowing DNS staff to access the register of deeds property ownership information. The County does not charge for access to this software; otherwise, DHS would have to physically go to county offices to search records, saving the City operational expenses and staff time.

Periodically, the County sends the City information on *lis pendens*, a written notice of when a lawsuit related to real estate is filed. DNS pays the County a flat fee for this service. This arrangement has taken place since 2009 when the foreclosure ordinance took effect in City.

***DNS has documented the remaining ways in which it engages County partners:***

- 1) DNS responds to complaints in county-owned property within municipal boundaries. DNS will send the County an advisory as the City does not issue orders to another government entity. DNS also addresses issues directly with county maintenance staff.
- 2) DNS performs annual fire inspections on all county buildings within municipal boundaries, of which the DNS inspector’s time is conducted at the City’s expense, per state mandate.
- 3) The Sheriff’s office is responsible for serving evictions; however, DNS often becomes involved if there are building code violations, which would ultimately be resolved through eviction court.

**Milwaukee Metropolitan Sewerage District:**

The Milwaukee Metropolitan Sewerage District (MMSD) primarily collaborates with the County through the parks system. MMSD has outlined the various payments made to Milwaukee County (1/1/2014 through 6/29/2018) for various projects. There were no significant payments from Milwaukee County to MMSD during this same period.

TOTAL PAID-TO-DATE

MILWAUKEE COUNTY	\$108,800.00
MILWAUKEE COUNTY PARKS	\$320,564.00
MILWAUKEE COUNTY REGISTER OF DEEDS	\$31,387.40

MILWAUKEE COUNTY RESEARCH PARK	\$64,000.00
MILWAUKEE COUNTY TREASURER	\$419.99

The total: \$525,171.39.

In addition, below is a description of the most significant project that MMSD is working on with the County, entitled “Rethink and Renew-Menomonee River Parkway Green Infrastructure and Reconstruction Project,” submitted by Milwaukee County Parks.

The Milwaukee County Department of Parks, Recreation, and Culture will reconstruct the Menomonee River Parkway between Church Street and Congress Street in the Cities of Wauwatosa and Milwaukee (covering approximately 4.6 miles). This project aims to reduce the volume of stormwater directed into sewers, increase infiltration, and improve wildlife habitat along the Menomonee River. This project will include 126,000 square feet of bioswale, 6,900 square feet of rain garden, 121,330 square feet of constructed wetland, and 44 stormwater trees. This project requested and received Signature Project Status.

Award: \$227,000

Gallons Capacity: 1,983,499

**Milwaukee Police Department:**

It is important to note that, according to Fire and Police Commission policy, MPD has the authority and discretion to engage in intergovernmental MOUs that the department finds beneficial. MPD plays an extensive role in policing the parks and buses and believes there is tremendous public safety advantage to its pervasive and ongoing presence in Milwaukee County Parks. From the period of 2012- 2017, MPD conducted 19,032 bus checks, plus an additional 4,388 in 2018 (January 01 through July 11, 2018) *Source: Milwaukee Police Department Office of Management Analysis & Planning*). The full 2012-2017 MPD bus check value report is attached.

Previously, the County proposed to pay MPD \$950,000 to patrol the Lakefront and \$250,000 to patrol the other county parks within the City. In order to analyze the proposal MPD developed several staffing plans for the Lakefront. MPD determined their cost to patrol the Lakefront would exceed the \$950,000 payment by about \$75,000. However, since MPD was already regularly patrolling the other county parks within the City there would be no additional cost to MPD for this portion of the agreement. Therefore, the \$250,000 payment to patrol the other county parks would offset the cost overrun of adding the Lakefront to MPD’s jurisdiction and made the proposal acceptable from a budget perspective. This proposal ultimately did not come to fruition and the City remains uncompensated for the cost of these significant public safety services.

MPD also operates an extradition unit on behalf of the District Attorney, pursuing persons of interest across interstate lines and delivering them to Milwaukee County. The DA’s office reimburses MPD for the costs of gas, travel, and meal expenses for the officer and prisoner. The county does not reimburse for salary, overtime, and benefits, expenses which the City absorbs.

***Special Weapons and Tactics***

MPD's SWAT team shares state-issued equipment with the Sheriff's office, including its "BearCat," a wheeled armored personnel carrier. MPD and the Sheriff's department operate under a MOU governing policies and procedures for regional SWAT maneuvers and shared equipment and usage. The City and County also engage in an ongoing agreement regarding the City's use of a Municipal Courtroom within the Milwaukee County Courthouse.

**Port of Milwaukee:**

The Port Authority historically and presently works well with the County. However, the Port does not have any current formal relations with county entities. As the County is responsible for the parks and the City is responsible for commercial ports, natural collaboration and communication occur.

The State had previously provided land grants to the City and County for navigation and fishing purposes. As well, the State owns the bottom of the lakes, including Lake Michigan, leading to natural intergovernmental and interagency connectivity regarding joint stewardship of these shared natural resources.

In addition, both the City and County have representatives sitting on the Maritime Security Committee, a local committee initiated by the U.S. Coast Guard Captain of the Port, which meets regularly.

**Department of Public Works:**

The Department of Public Works (DPW) collaborates closely with the County government, particularly the Milwaukee County Parks System. All DPW intergovernmental agreements go through the Common Council's review and approval process. The City typically approaches the County on sewer and environmental projects, and the County often approaches the City on highway and road matters.

DPW and the County share fifty-nine traffic signal and forty-four street lighting agreements. These agreements operate continuously until both parties agree to terminate the arrangement. The City and County also have numerous service request agreements, some spanning several decades, in which the County reimburses the City for maintenance costs.

Typically, the City of Milwaukee bills Milwaukee County for maintenance/energy usage of park lights within the Milwaukee County Park system.

The County allows DPW use of its land for municipal light substations at no cost at the following locations:

- Substation EJ - Underground station in Lake Park (E. Locust St. & N. Lake Dr.)*
- Substation NA - Underground station in Rose Park (W. Burleigh St. & N. 3rd St.)*
- Substation NH - Underground station in Smith Park ( N.35th St. & W. Custer Ave.)*
- Substation SK - Underground station in Mitchell Park ( S. 22nd St. & W. Pierce St.)*
- Substation SL - Underground station in Kosciuszko Park (S.10th St. & W. Lincoln Ave.)*
- Substation SJ - Underground station in Jackson Park (S. 43rd St. & W. Dakota Ave.)*
- Substation EO - In Community Center in Humboldt Park (Humboldt Park Service Bldg.)*

*Substation SO - In Pavilion by the Lagoon in Wilson Park (1625 W. Howard Ave.)*

Notably, since May 17, 2001, the City and County entered into an intergovernmental agreement to exempt County Park facilities from stormwater utility charges. The Department of Public Works estimated the Parks' hard surfaces that would qualify for the charge currently exempted under the City-County agreement; based on the 2018 rate of \$20.79 per one ERU, Parks facilities would have been charged about \$300,000 per quarter or \$1.2 million per year. The exemption was part of a larger agreement/settlement regarding the dispute over a zoning change for a proposed Indian Council for the Elderly Senior Housing Complex.

DPW also manages various construction/right of entry permit agreements with DPW, all agreements to maintain and improve water quality on behalf of local residents. Purposes of these shared agreements include gaining access to rehabilitate combined sewers, ditch maintenance, roadside landscaping, lawn and ditch maintenance, and bioswales and associated facilities' work (full list of agreements attached in the appendix).

DPW and the County also collaborate to safeguard shared natural resources, such as a joint initiative to manage Menomonee River stormwater runoff entering the Menomonee River near the City's Hartung Park. DPW manages multiple key median agreements on County-trunk state highways to enhance water quality through the establishment and maintenance of bioswale gardens, including partnerships at Good Hope Road, Mill Road, and Layton Avenue. DPW also partakes in mutual cost-savings and quality-enhancing partnerships with the County to address flooding, notably ones at Copernicus Park and Dineen Park. DPW considers both arrangements favorable to Milwaukeeans, providing residents with better protections at a lesser cost. The City and County participated in a proactive intergovernmental mowing work group to quantify which party oversaw which aspect of mowing services and responsibilities. The group produced an exhaustive mapping project showing ownership of mowing geographic responsibility. As a result of these discussions, the City agreed to a multi-jurisdictional MOU with WISDOT and the Milwaukee County Department of Transportation. The City committed to meeting semi-annually with intergovernmental partners to identify and resolve property ownership and maintenance issues, and discuss any updates to the interagency Geographic Information System mowing map. In addition, as part of this agreement, in May 2016, DPW assumed responsibility for the care and maintenance of 52 acres of roadside vegetation located within municipal local rights of way adjoining WISDOT property; WISDOT accepted responsibility for 5 acres of vacant property within municipal boundaries.

The City and County participated in a proactive intergovernmental mowing work group to quantify which party oversaw which aspect of mowing services and responsibilities at State freeway borders. The group produced an exhaustive mapping project showing ownership of mowing geographic responsibility. As a result of these discussions, the City agreed to a multi-jurisdictional MOU with WisDOT and the Milwaukee County Department of Transportation. The City committed to meeting semi-annually with intergovernmental partners to identify and resolve property ownership and maintenance issues, and discuss any updates to the interagency Geographic Information System mowing map. In addition, as part of this agreement, in May 2016, DPW assumed responsibility for the care and maintenance of 52 acres of roadside



vegetation located within municipal local rights of way adjoining WisDOT property; WisDOT accepted responsibility for 5 acres of vacant property within municipal boundaries.

DPW and the County also engage in a repair agreement over City-owned MacArthur Square located at 841 N James Lovell. In 2017, the Common Council approved a resolution approving and authorizing the execution of an Intergovernmental Cooperation Agreement between the City and County for the reconstruction of the floor slab of the Parcel 5 MacArthur Square Easement Area for the I-43 Kilbourn Avenue exit tunnel that runs under MacArthur Square. The City's 2017 and 2018 budgets provided \$2.6 million out of the parking fund while the 2018 County budget, pending Board approval, provided \$1,300,000 for the County's share of the replacement of the floor slab designated for reimbursement to the City.

The City provides recycling services at county parks as the County chooses not to offer a park recycling program. The County does provide its own trash services within the park system; it is notable that providing separate trash and recycling services is more costly than only providing a singular service. DPW's Sanitation Services' estimates that based on the recycling containers the City services seasonally in select county parks, the City's recycling services within the parks saves the County approximately \$3,500 per year in operating costs. DPW believes significant constituent services and environmental value lies in the public promotion of recycling at high attendance public events such as Jazz in the Park, River Rhythms, and Chill on the Hill, as the County does not make recycling available in the respective parks during these high-traffic community events. It is notable that there is a state mandate for political subdivisions to recycle.

Previously, the County had waived the permitting fees for the City to utilize county parks for official events as an intergovernmental courtesy. The City is now required to pay a permit fee to utilize County parks for City-sponsored events. During City utilization of county parks, the City is required to pay the cost of the cleanup. However, during various neighborhood-sponsored park cleanups taking place annually at various County parks throughout the City, the programs utilize City dumpsters and sanitation services at county or state facilities, used with no compensation being made to cover City municipal expenses.f

**Department of Public Works - Milwaukee Water Works:**

The County is a customer of the City of Milwaukee's Water Works. The City and County entertain a wholesale water agreement at County grounds at \$526,000 a year. The agreement is based on a volume-metric charge. The agreement originated in 1965 and is renewed automatically every five years. The City also provides standard metered water service sales to all County-owned facilities, including parks, airports, and any facility billed to the County (minus the House of Corrections) for \$665,000 annually.

Water Works also maintains a standalone intergovernmental agreement with the County regarding mowing. The County, as opposed to DPW Forestry Services, mows the majority of MWW plants and pumps with a handful of exceptions, ultimately saving the City taxpayer money under this agreement.

Water Works also participates in Heat Advisory Coordination efforts with the County and coordinates on Emergency Response Communications. In addition, MWW and the County

operate a variety of property access and accommodation agreements, some of which are MOUs, and some of which are informal, daily agreements as needed.

According to MWW leadership, there is not a measurable cost or staff time to maintaining the City's mowing agreement or the City's water sale agreement with the County as the responsibilities fall within the scope of other duties as assigned.

**City Treasurer:**

The City purchases Delinquent Tax Receivables, for both real estate and personal property taxes, under an evergreen agreement. The County has not expressed interest in changing the current evergreen agreement. Given the complexity of the topic, the Budget Office has prepared a comprehensive cost-benefit analysis of the current program (attached).

**Conclusion:**

The budgetary, political, and operational destiny of the City and County continue to be intertwined. This document should serve as a living document, updated as intergovernmental issues and opportunities for collaboration arise. The City's Office of Intergovernmental Relations will continue to evaluate these opportunities, ranging from proposals on public works to protective services. As both the City and County undergo their budgetary processes and face increasingly constrained budgetary realities, it is imperative to maintain an updated review of municipal and county proceedings and to find ways to promote operational, technological, and budgetary efficiency on behalf of the shared constituents of Milwaukee.