

# DPW-INFRASTRUCTURE SERVICES DIVISION

RESEARCH AND ANALYSIS SECTION – LEGISLATIVE REFERENCE BUREAU

Executive Summary: 2011 City of Milwaukee Proposed Budget

Hearing Date: October 22, 2010

**1. Total Expenditures and Personnel Changes:** The 2011 Proposed Budget for Infrastructure Services is \$36,937,077, an increase of \$3,280,589 (9.74%) from the \$33,656,488 funded in the 2010 Budget. This increase can be attributed to the transfer of the Facilities Development and Management Section into Infrastructure from DPW-Operations Division in the 2010 Budget. A reduction in personnel funding is proposed for 2011 within Streets and Bridges, Electrical Services and Facilities Development and Management Sections relating to implementation of the Automatic Meter Reading (AMR) program. Seasonal staffing of concrete, asphalt and electrical services will be impacted by the AMR deduction. **(Pages 2, 3 and 5)**

The 2011 Proposed Budget for personnel costs is \$23,812,048, an increase of \$2,274,560 (10.6%) from the \$21,537,488 funded in the 2010 Budget. The 2011 Proposed budget includes 804 positions, a decrease of 3 positions from the 807 authorized in the 2010 Budget. Five vacant positions within the Facilities Development and Management Section are proposed for elimination in 2011: Custodial Worker II/City Laborer, Maintenance Technician II, Electrical Mechanic, Bridge Laborer II, and an auxiliary position of Architectural Designer II. Seven carpentry positions will transfer into the Streets and Bridges Section from the Facilities Development and Management Section for a proposed consolidation of carpentry functions. **(Pages 2 to 4)**

**2. Equipment Purchases:** The funding allocation for equipment purchases proposed for 2011 is \$167,000, the same as allocated in the 2010 Budget. **(Page 6)**

**3. Special Funds:** The 2011 Proposed Budget provides \$12,000 in special funds for the City Hall Renewable Energy Program. **(Page 6)**

**4. Revenues:** Estimated Revenues in the 2011 Proposed Budget for ISD is \$7,280,400, an increase of \$329,400 (4.7%) from the 2010 Budget. **(Page 6)**

**5. Capital Projects:**

- Major Bridge Program **(Page 7)**
- Local Bridge Program **(Page 8)**
- Major Streets **(Pages 8 to 9)**
- Local Streets **(Page 9 to 10)**
- Alley Program **(Pages 10 to 11)**
- Sidewalk Replacement **(Page 11)**
- New Street Construction **(Page 12)**
- Street Lighting **(Pages 12 to 13)**
- Traffic Control **(Page 13)**
- Underground Conduit and Manhole Program **(Page 14)**
- Underground Electrical Manhole Reconstruction Program **(Pages 14 to 15)**
- ADA Compliance Program **(Page 15)**
- Building Exterior Façade Restoration **(Page 15)**
- City Hall Foundation and Hollow Walk **(Page 15)**
- City Hall Complex Remodeling **(Pages 15 to 16)**
- Energy Efficiency and Renewable Energy Initiative **(Page 16)**
- Environmental Remediation Program **(Page 16)**
- Facilities Exterior Program **(Page 16)**
- Facilities Systems Program **(Page 16 to 17)**
- IT Environmental Room Compliance Program **(Page 17)**
- MacArthur Square Plaza Remediation **(Page 17)**
- Municipal Garage/Outlying Facilities Remodeling **(Page 17)**
- Recreational Facilities Program **(Page 17)**
- Space Planning Alterations and Engineering **(Pages 17 to 18)**
- ZMB Lower Parking Floor Restoration **(Page 18)**

<b>Expense</b>	<b>2009 Actual</b>	<b>2010 Budget</b>	<b>% Change</b>	<b>2011 Proposed</b>	<b>% Change</b>
Personnel Costs	\$21,227,046	\$21,537,488	1.46%	\$23,812,048	10.6%
Operating Expend.	\$8,349,961	\$11,940,000	42.99%	\$12,946,029	8.42%
Equipment Purch.	\$101,148	\$167,000	65.10%	\$167,000	0
Special Funds	\$0	\$12,000	100%	\$12,000	0
<b>TOTAL</b>	<b>\$29,678,155</b>	<b>\$33,656,488</b>	<b>13.40%</b>	<b>\$36,937,077</b>	<b>9.7%</b>
Positions	707	807	100	804	-3

The 2011 Proposed budget includes 804 positions, a decrease of 3 positions from the 807 authorized in the 2010 Budget. Three positions are proposed for transfer into Infrastructure from other DPW Divisions. In order to meet budget constraints, the following 5 vacant positions within the Facilities Development and Management Section are proposed for elimination in 2011: Custodial Worker II/City Laborer, Maintenance Technician II, Electrical Mechanic, Bridge Laborer II, and an auxiliary position of Architectural Designer II. Seven carpentry positions will transfer into the Streets and Bridges Section from the Facilities Development and Management Section for a proposed consolidation of carpentry functions. One position of Carpentry Supervisor is proposed for elimination. Another position of Carpentry Supervisor is proposed to be replaced by one position of Carpentry Manager in the 2011 Proposed Budget.

A reduction in personnel funding is proposed for 2011 within Streets and Bridges, Electrical Services and Facilities Development and Management Sections, relating to implementation of the Automatic Meter Reading (AMR) program. The Water Works will begin a multi-year AMR program to replace water meters in residences beginning in the 4<sup>th</sup> quarter of 2010. The 2011 Proposed Budget does not propose any adjustment to specific position authority in ISD since it is unclear what positions will be interested in this voluntary opportunity. The Proposed Budget contains a line item salary deduction to reflect the salary reductions for positions to transfer from Streets and Bridges

(\$140,000), Electrical Services (\$262,000), and Facilities (\$39,000); an ISD total reduction of \$441,000. The 2011 Proposed Budget has made some assumptions on the number and level of potential positions in order to develop a salary impact. This proposed salary reduction (\$441,000) will result in a substantial reduction of existing personnel in these identified areas if any positions vacated by this AMR transfer opportunity are eliminated and not filled.

Seasonal staffing of concrete, asphalt and electrical services will be impacted by the AMR deduction. As seasonal staffing cost can vary, i.e. fewer positions for more duration or more positions for less duration. In either case, the FTE and salary calculations would remain the same. While there is no specific change proposed to the number of positions for 2011, the impact of the proposed salary reductions due to the AMR deduction (\$441,000) and due to the reduction for seasonal salaries (\$50,000) will have a major reduction in available seasonal workforce in Streets and Electrical Services. This funding decrease results in a seasonal reduction of up to an additional 5 weeks from current 2010 levels which were previously reduced by 6 weeks from 2009 levels. This results in a combined 11-week reduction over the past 2 years in Streets and Electrical Services seasonal workforce and increased service delivery delays.

## 2011 Proposed Budget

### Total Expenditures

2010 Budget	2011 Proposed	%Change
\$33,656,488	\$36,937,077	9.7%

The 2011 Proposed Budget for DPW-Infrastructure Services Division is \$36,937,077, an increase of \$3,280,589 (9.7%) from the \$33,656,488 funded in the 2010 Budget. This increase can be attributed to the transfer of the Facilities Development and Management Section into Infrastructure from DPW-Operations Division in the 2010 Budget.

### Personnel

The 2011 Proposed Budget for personnel costs is \$23,812,048, an increase of \$2,274,560 (10.6%) from the \$21,537,488 funded in the 2010 Budget.

The 2011 Proposed budget includes 804 positions, a decrease of 3 positions from the 807 authorized in the 2010 Budget. The position of Buildings and Fleet Superintendent is retitled to Facilities Director. The funding for this position is proposed to change from 100% O&M finding to a combination of 50% O&M funds and 50% capital funds.

Reduction in personnel funding is proposed for 2011 within Streets and Bridges, Electrical Services and Facilities Development and Management Sections relating to implementation of the Automatic Meter Reading (AMR) program. The 2011 Proposed Budget does not propose any adjustment to specific ISD position authority since it is unclear what positions will be interested in this voluntary opportunity. The Proposed Budget contains a line item salary deduction to reflect the salary reductions for positions to transfer from Streets and Bridges (\$140,000), Electrical Services

(\$262,000), and Facilities (\$39,000); an ISD total reduction of \$441,000.

The 2011 Proposed Budget has made some assumptions on the number and level of potential positions in order to develop a salary impact. This proposed salary reduction (\$441,000) will result in a substantial reduction of existing personnel in these identified areas if any position vacated by this AMR transfer opportunity are eliminated and not filled.

1. **Position Transfers:** Three positions are proposed for transfer into Infrastructure from other DPW divisions. One position of Business Operations Manager (SG 8) is to be transfer from DPW Administrative Services Division and 2 Program Assistant Positions are to be transferred from DPW Operations Division. The transfer of these positions into Infrastructure is due transferring the Facilities Section into ISD. These positions had supported the Facilities Section previous to its transfer into ISD, and it made sense to transfer them into ISD to continue to support the Facilities Section
2. **Position Eliminations:** In order to meet budget constraints the following 5 vacant positions within the Facilities Development and Management Section are proposed for elimination in 2011: Custodial Worker II/City Laborer (SR 215), Maintenance Technician II (SR 258), Electrical Mechanic (SR 978), Bridge Laborer II (SR 238), and an auxiliary position of Architectural Designer II (SR 626). While core building services will be impacted with these eliminations, the department indicates that technological advances and improved maintenance techniques partially offset this reduced staffing.

2011 Proposed Facilities Position Eliminations					
Position	2009 Actual	2010 Budget	Difference	2011 Proposed	Difference
Custodial Worker II/City Laborer	19	16	-3	15	-1
Maintenance Technician II	6	5	-1	4	-1
Electrical Mechanic	19	19	0	18	-1
Bridge Laborer II	2	2	0	1	-1

**3. Staffing Changes:** Seven carpentry positions will transfer into the Streets and Bridges Section from the Facilities Development and Management Section for a proposed consolidation of carpentry functions. One position of Carpentry Supervisor is proposed for elimination. Another position of Carpentry Supervisor is proposed to be replaced by one position of Carpentry Manager in the 2011 Proposed Budget. Since the 2006 relocation of DPW field functions at the Tower facility, the 2 existing work units of Carpenters within DPW are now located in one facility and share that facility. One unit, in DPW-Facilities performs building (house) facility carpentry needs and the other unit, in DPW-Street & Bridges performs bridge/field carpentry needs. Efficiencies gained by this relocation into one unit include the flexibility to cross utilize the group to assist in either capacity as needs arise, implementation of uniform work procedures and the consistent oversight by a single manager. The attrition of one Carpentry Supervisor position, now vacant, facilitates combining these groups into one, eliminate separate supervision and combine under one management position.

**4. Seasonal Staffing:** The table below provides current staffing of seasonal concrete, asphalt and electrical services and weeks of work and the intended 2011 level staffing and weeks of work.

TYPE	2010	2011
<b>Seasonal Concrete Positions</b>		
-Weeks of Work	23	18
-Number of Positions	30	30
<b>Seasonal Asphalt Positions</b>		
- Weeks of Work	28	23
- Number of Positions	44	44
<b>Seasonal Electrical Services</b>		
- Weeks of Work	20	15
- Number of Positions	30	30

Please note this is an estimate used to establish budgetary funding levels and can vary (i.e., fewer positions for more duration or more positions for less duration). In either case, the FTE and salary calculations would remain the same. While there is no specific change proposed to the number of positions for 2011, the impact of the proposed salary reductions due to the AMR transfer (\$441,000) noted above and due to the reduction for seasonal salaries (\$50,000) will have a significant decrease in available seasonal workforce in Streets and Electrical Services. This funding reduction results in a seasonal reduction of up to an additional 5 weeks from current 2010 levels which were previously reduced by 6 weeks from 2009 levels. This results in a combined 11-week reduction over the past 2 years in Streets and Electrical Services seasonal workforce and increased service delivery delays.

## Operating Expenditures

2010 Budget	2011 Proposed	% Change
\$11,940,000	\$12,946,029	8.42%

The 2011 Proposed Budget provides \$12,946,029 for operating expenditures, an increase of \$1,006,029 (8.42%) from the 2010 Budget. Notable operating expenditure increases include the following ISD line items: Information technology Services, Property Services, Infrastructure Services and Reimburse Other Departments.

Information technology Services is budgeted at \$90,000, an increase of \$17,000 from the 2010 Budget reflects the need to upgrade and support computer applications for City design personnel.

Property Services is budgeted at \$1,850,000, an increase of \$465,000 from the 2010 Budget reflects the actual history of expenditures in this category. The Property Services account pays for an array of "bricks and mortar" maintenance for all City facilities. The Facilities Section is extremely cautious in spending only what is absolutely necessary for the safety and proper function of the facilities and personnel that occupy them. Reducing critical preventative maintenance needs can impact deferred maintenance costs and future capital requests. Not performing required maintenance creates inefficiencies in other City agencies.

Infrastructure Services is budgeted at \$240,000, an increase of \$45,000 from the 2010 Budget reflects the need to provide vendor support for field maintenance repair functions for the City moveable bridges based on current cost experience.

Reimburse Other Departments is budgeted at \$4,784,929, an increase of \$479,929 from the 2010

Budget reflects the anticipated We Energies electric rate increases for operation of the City street light system and traffic control facilities.

A notable decrease in the operating expenditures for ISD line items is Energy. Energy is budgeted at \$2,007,000, a decrease of \$92,000 from the 2010 Budget which reflects continued energy efficiencies in the operation and management of the City building facilities.

**Street Lighting:** No reduction of street light burn time is proposed for 2011. The following information is related to street light outages and the time it takes to restore electrical service to single/double unit, area and alley lights:

The number of single/double unit outages for 2010, as of the period ending June 26, 2010, were 1,615 versus 1,413 for the same period in 2009; outages for 2010 are 13% ahead of 2009 with 68% of those completed within the goal of 30 days.

The number of area street lighting outages (3 or more lighting units) for 2010 as of August 21, 2010 were 1,857 slightly ahead of the 1,813 number of outages for the same period in 2009; 2.4% more than the same period in 2009 with 100% completed within 24 hours. This 24-hour response is to re-light the area. If more extensive underground circuit repairs are required, a temporary repair may be completed to get the area lit and the final repair work deferred to a later time.

The number of alley outages for 2010, as of June 26, 2010, were 1,262 versus 1,179 for the same period in 2009; 2010 is 7% ahead of 2009 with 96% of those completed within the goal of 72 hours.

## Equipment Purchases

Funding allocation proposed for 2011 is \$167,000, the same as allocated in the 2010 Budget.

## Special Funds

The 2011 Proposed Budget provides \$12,000 in special funds for the City Hall Renewable Energy Program. This is the same funding allocation as in the 2010 Budget. The City Hall Renewable Energy Program is a commitment by the City to pay a premium of \$1,000 per month on 100,000KW of energy provided by WE Energies that was produced by a renewable resource

under its Energy for Tomorrow Program. The City Hall Complex's participation has been \$1,000 per month since 2007 and has not changed. Presently, the City Hall Complex and the Recycling Education Center, where the geothermal and photovoltaic systems were installed, are participating in this program. Participation in this program was predicated by grant funding received for the Recycling Education Center. The Recycling Education Center is participating at a level equal to that of the photovoltaic systems capacity, which is approximately 10.3% of the facilities energy usage.

## Revenues

Revenue Category	2009 Actual	2010 Budget	Change	2011 Estimated	Change
DPW-Infrastructure Division	\$4,192,031	\$3,651,000	-12.90%	\$3,727,700	2.10%
DPW-ISD Facilities-Rent	-	-	-	\$252,700	-
Vehicle Registration Fee	\$2,839,616	\$3,300,000	16.21%	\$3,300,000	0%
<b>TOTAL</b>	<b>\$7,031,647</b>	<b>\$6,951,000</b>	<b>-1.14%</b>	<b>\$7,280,400</b>	<b>4.7%</b>

Estimated Revenues in the 2011 Proposed Budget for ISD is \$7,280,400, an increase of \$329,400 (4.7%) from the 2010 Budget.

10% of the annual MVR fee revenues must be specifically allocated to street maintenance activities.

**Motor Vehicle Registration Fee:** The estimated 2011 revenue for the Motor Vehicle Registration MVR fee is \$3,300,000, the same as in the 2010 Budget. The MRV fee went into effect December 1, 2008 for vehicles customarily kept in the City of Milwaukee. Revenues from the \$20 annual MRV fee on specified vehicles may only be used to defray City costs for transportation related purposes including but not limited to, costs related to design, construction, operation and maintenance of streets, alleys, bridges, public way lighting, traffic signs and signals, traffic calming installations and special assessments. A minimum of

## Capital Projects

### Major Bridge Program

Major Bridge Program					
Source	2007 Budget	2008 Budget	2009 Budget	2010 Budget	2011 Proposed
<b>Capital Funding – Major Bridge</b>	\$2,841,000	\$3,046,000	\$762,000	\$0	\$6,354,000
Grants & Aid	\$12,648,000	\$13,922,000	\$4,436,000	\$7,572,000	\$23,116,000
Revenue				\$500,000	
Total Current Funding	\$25,489,000	\$16,968,000	\$5,198,000	\$8,072,000	\$29,460,000
Carryover Funding - Major	\$0	\$2,841,000	\$0	\$6,504,000	\$776,956

Major bridges are those bridges that are part of the major arterial and connector infrastructure within the City and are eligible for federal and/or state aid. The City's share of these major bridge projects is normally 20%. Funding for this program is fluid, largely dependent on when projects are scheduled in the grantor funding cycle.

The 2010 Budget provided no capital funding for the Major Bridge Program. Projects were funded with previously-granted capital authority. The \$500,000 in "revenue" is the City of Mequon's share of the replacement of the County Line Bridge over the Little Menomonee River.

In 2010, the City received \$3.9 million in ARRA funding for bridge projects. Although no ARRA funding is expected in 2011, the City is anticipating \$21.5 in TIGER grants.

Two large-scale bridge project funded in 2010 have had their lettings delayed until fall of 2011:

- Lincoln Avenue Viaduct – Review and coordination issues.
- Whitnall over the UPRR – Delays receiving the State/Municipal Agreement and work order from WisDOT.

#### Bridges Proposed for Construction in 2011:

- County Line Rd. over the Little Menomonee River - Reconstruct
- Wisconsin Ave. over the Milwaukee River - Rehab
- Juneau Ave. over the Milwaukee River - Reconstruct
- Howell Ave. over UPRR - Rehab

Bridges Constructed in 2010	
Bridge	Type
Sherman Blvd over Silver Spring Dr (*)	Rehab
Vliet Street over CPRR (*)	Rehab
6 <sup>th</sup> Street over KK River (*)	Reconstruct
Hampton Ave over Lincoln Creek	Rehab
Howell Ave Bridge over UPRR	Rehab
(*) Received ARRA funding assistance	

**Local Bridge Program**

Local Bridge Program					
Source	2007 Budget	2008 Budget	2009 Budget	2010 Budget	2011 Proposed
Cash	\$0	\$0	\$0	\$0	\$0
Borrowing	\$1,475,000	\$1,440,000	\$5,275,000	\$6,425,000	\$200,000
Total Current Funding	\$1,475,000	\$1,440,000	\$5,275,000	\$6,425,000	\$200,000
Carryover Funding I	\$6,117,956	\$6,047,956	\$0	\$12,621,000	\$12,140,000

Structures within the Local Bridge Program are essentially all those bridges within the City that do not qualify for federal and/or state aid. This program now includes high-cost movable bridges, which have been deemed ineligible for WisDOT aid.

In 2010 the Local Bridge provided funding for the rehabilitation of the Clybourn Lift Bridge over the Milwaukee River.

There are no bridges proposed for 2011.

**Major Streets**

Major Street Program					
Source	2007 Budget	2008 Budget	2009 Budget	2010 Budget	2011 Proposed
Borrowing	\$5,397,190	\$6,471,340	\$4,230,100	\$4,730,000	\$8,314,100
Special Assessment	\$661,000	\$1,260,149	\$100	\$194,000	\$100
Grants & Aid	\$23,442,160	\$42,460,825	\$30,450,000	\$10,936,200	\$51,505,230
Total Current Funding	\$29,500,350	\$50,192,314	\$34,680,100	\$15,860,200	\$59,819,430
Carryover Funding	\$11,163,418	\$16,245,675	\$23,420,075	\$26,253,956	\$13,958,115

Arterials and collectors are eligible for county, state, and federal funding and are part of the City's Major Streets Program. Funding programs include the State Transportation, Connecting Highways, State Trunk Highways, County Trunk Highway, Highway Safety Improvement and Local Road Improvement programs.

to be approximately 14%. In addition, DPW was able to use ARRA funds to replace street lighting and traffic signals on some projects. DPW believes that its staffing levels for survey, design, estimating drafting and inspection are adequate to handle the increased workload.

Grant funding for this program has increased significantly. The tax levy-supported portion of this program was nearly 30% in 2010. In 2011, it is expected

Major Streets Proposed for 2011	
Project	Type
S 35 St : W Burnham Ave to W Greenfield Ave	Construction
N 91 St: W Hampton Ave to W Flag	Construction
W Lloyd St : N 47 St to N 60 St	Construction
N Port Washington Ave : N Dr MLK Jr Dr to W Fiebrantz	Construction
S 68 St : W Morgan Ave to W Cleveland Ave	Prelim Engineering
W Fond Du Lac Ave : N 91 St to N 107 St	Prelim Engineering
N Hopkins St: W congress St to W Villard Ave	Prelim Engineering
Project	Type
W Howard Ave : S 48 St to S 55 St	Prelim Engineering
W Locust St : N Dr Martin Luther King Jr Dr to N 15 St	Prelim Engineering

On-going Large Scale Projects		
Project	Fund Yr	Status
N 27 St : W St Paul Ave to W Highland Ave	2010	DCD is working with the local Alderman to address concerns. This is a connecting highway project.

ARRA Funded Projects	
Project	Funding Year
W Lisbon Ave	2009
State St	2009
Oklahoma Ave	2009
Various Locations*	2010
E/W Keefe Ave	2010
S 13 St	2010
W Vliet St	2010
N Sherman Blvd	2010
Various Locations*	2010
S Cesar Chavez	2010
W Winnebago	2010
S 6 St	2010
S 1 St	2010
S 2 St	2010
Kinnickinnic River Bicycle Trail	2010

\*Small projects on different streets at various locations.

**Local Streets**

Local Street Program Funding					
Source	2007 Budget	2008 Budget	2009 Budget	2010 Budget	2011 Proposed
Cash	\$2,289,936	\$1,020,000			
Borrowing	\$2,664,600	\$4,480,00	\$10,300,000	\$12,000,000	\$14,291,600
Special Assessment	\$1,387,494	\$1,000,000	\$100	\$1,000	\$100
Total Current Funding	\$6,342,050	\$6,500,000	\$10,300,100	\$12,001,000	\$14,291,700
Carryover Funding	\$10,143,827	\$8,177,144	\$11,083,309	\$11,751,587	\$15,643,620

The 2011 Proposed Budget allocates \$ 14.2 million in capital funding for local street resurfacing and reconstruction in 2011 a \$2.3 million (19%) increase from the 2010 budget. The increase is consistent with the increased funding for local streets recommended in the Comptroller’s Audit of this program.

The Common Council passed an ordinance (File Number 080034) which adjusted the recovery ratios for certain assessable improvements. The ordinance also established a Motor Vehicle Registration Fee (MVR) whose revenues would be used to defray City costs for transportation-related improvements. The 2011

Proposed Budget includes \$6.6 million in revenues from the fee. \$3.3 million will be allocated to the debt service fund to retire street-related debt. The remainder will be allocated to street-related capital programs. A minimum of 10% MVR fee receipts must be allocated to street maintenance activities. DPW has allocated \$1.5 million of the total budget for the local road program for capital maintenance. Between April 2009 and Sept. 2010, the MVR fee has generated approximately \$9.8 million in revenue.

The number of miles paved with the provided level of funding will depend on the percentage of streets that are reconstructed as opposed to resurfaced. Final programming decisions have not been made. It is estimated that the replacement cycle will be approximately 67 years.

The change in the special assessment policy has distinct programmatic implications. Because the direct assessment is far lower than in the past, there are fewer property owner objections to projects. This allows DPW to program the streets that will provide the greatest overall benefit to the system. Greater programmatic control will have several benefits. It will allow the size of the preliminary paving program to be reduced allowing staff to focus on projects which have a high likelihood of being paved. DPW is working to revise its programming methods to more closely match a project's initial programming year with its construction year.

As discussed earlier, DPW believes that its staffing levels for survey, design, estimating drafting and inspection are adequate to handle the increased workload. If necessary, consultants could be used.

**Alley Program**

Alley Paving Program Funding					
Source	2007 Budget	2008 Budget	2009 Budget	2010 Budget	2011 Proposed
Cash	\$125,000				
Borrowing		\$150,000	\$300,000	\$800,000	\$800,000
Special Assessment	\$375,000	\$100,000	\$100	\$200,000	\$200,000
Total Current Funding	\$500,000	\$250,000	\$300,000	\$1,000,000	\$1,000,000
Carryover Funding	\$913,663	\$862,631	\$796,652	\$787,432	\$1,495,819

The City's alley network is comprised of approximately 4,000 alleys totaling 400 miles in length. DPW generally considers the useful life of an alley to be 50 years. Using that standard, approximately 125 miles (30%) of the alley system are past their useful lives. Between 2000 and 2005, based on funds budgeted for the alley program, approximately 2 miles of alleys were replaced each year resulting in a replacement cycle of nearly 200 years. Average funding between 2006 and 2009

decreased by over 70%. Funding levels have recovered significantly since 2009. However, to maintain a 50-year replacement cycle would take approximately \$2.5 million of funding each year.

Until 2009, the cost of paving alleys was recovered through a special assessment at a rate of 90%. With the passage of the Motor Vehicle Registration Fee (CCF # 080034), the recovery rate was reduced to 60%.

When considering the amount of funding to allocate to alley reconstruction the following should be considered:

- City of Milwaukee policy regarding the maintenance of infrastructure assets.
- The fact that each alley provides a benefit for only a small group of property owners.
- The fact that alleys do not generally see high volumes of traffic.
- The fact that alleys are used by sanitation crews to facilitate garbage pick-up.

- The fact that investment in alleys can spur other homeowner improvement projects.
- The fact that alleys minimize the impact of on-street parking.
- The amount of cost recovery available.
- Property owner expectations.
- The effect on home values.

### Sidewalk Replacement

Sidewalk Replacement Program Funding					
Source	2007 Budget	2008 Budget	2009 Budget	2010 Budget	2011 Proposed
Cash	\$337,500				
Borrowing	\$0	\$480,000	\$650,000	\$900,000	\$1,000,000
Special Assessment	\$343,750	\$400,000	\$150,000	\$325,000	\$345,000
Total Current Funding	\$681,250	\$880,000	\$800,000	\$1,225,000	\$1,345,000
Carryover Funding	\$3,856,867	\$3,468,121	\$3,116,579	\$2,835,170	\$2,685,185

The purpose of the sidewalk replacement program is to eliminate cracked, spalled and out-of-grade sidewalk in the public way. In 2007, a detailed field sidewalk survey was completed which represented 5% of all sidewalks in random streets throughout the City. This survey indicated that as much as 18% of the 68 million square feet of sidewalk in the City may be defective.

This program has been used to maintain the City's sidewalk system since 1963. DPW's goal is to maintain an annual program of between 300,000 and 350,000 square feet of walk replacements. Although the proposed level of funding will only provide for the

replacement of between 270,000 and 310,000 square feet, it improves on the funding level of 2010 which was significantly higher than funding in any year between 2005 and 2009.

This program is not the only means by which sidewalks are replaced in the City. Additional sidewalks routinely get replaced in conjunction with local and major street improvement projects, City maintenance force work, excavation restoration work, and development projects.

## New Street Construction

New Street Construction Program					
Source	2007 Budget	2008 Budget	2009 Budget	2010 Budget	2011 Proposed
Borrowing	\$200,000	\$200,000	\$200,000	\$200,000	\$0
Special Assessment	\$100,000	\$0	\$0	\$50,000	\$0
Total Current Funding	\$300,000	\$200,000	\$200,000	\$250,000	0
Carryover Funding	\$0	\$200,000	\$400,000	\$600,000	\$814,718

This program provides funding for the construction of unimproved streets to serve residential, commercial or industrial areas. These projects are sponsored by the City, with a portion of the cost being recovered by special assessments levied against abutting properties.

Typically, a request is made by the adjacent property owner. At this time there are no specific requests for new streets. No new funding was allocated for this program. Over \$800,000 of carryover borrowing authority remains.

## Street Lighting

Street Lighting Program					
Source	2007 Budget	2008 Budget	2009 Budget	2010 Budget	2011 Proposed
Cash	\$3,750,000	\$817,080			
Borrowing	\$2,250,000	\$5,746,170	\$7,850,000	\$7,000,000	7,400,000
Total Current Funding	\$6,000,000	\$6,563,250	\$7,850,000	\$7,000,000	\$7,400,000
Carryover Funding	\$1,865,107	\$3,406,883	\$7,611,277	\$8,850,000	\$8,713,624

Funding in this program is used to replace deteriorated poles, defective cable, outdated circuitry, aging electrical substations and other lighting equipment, and to modernize the street lighting control system. The City currently maintains nearly 6,800 street lights and over 8,900 alley lights. Approximately 56% of the total budget for street lighting in 2011 is related to the paving program.

The frequency of area outages and single/double outages has been increasing steadily due to the City's aging street lighting infrastructure. The City began transitioning from outdated series circuitry to multiple

circuitry in the 1950's. The conversion is approximately 58% complete.

"Replacement of control" continues as part of the City's Street Lighting Control System Improvement Project. This involves replacing the existing hard-wired control system at substations and enclosures with a radio-based computerized communications system. This improvement provides backup in the event of a communications system failure, allows monitoring of street lighting operation, provides intrusion alarms and provides diagnostics to identify and assist with troubleshooting in response to street lighting system

problems. The control system is operational at 33 substations. Over 40 substations are currently being designed.

While past Executive Budgets have proposed reducing street light burn time by 15 minutes during the evening, no such reduction is proposed for 2011.

**Traffic Control**

Traffic Control Program					
Source	2007 Budget	2008 Budget	2009 Budget	2010 Budget	2011 Proposed
Cash	\$700,000	\$700,000			
Borrowing	\$0	\$0	\$990,000	\$1,182,500	\$2,056,000
Total Current Funding	\$700,000	\$700,000	\$990,000	\$1,182,500	\$2,056,000
Carryover Funding	\$0	\$0	\$0	\$990,000	\$1,367,574

This program provides for the upgrade, replacement and installation of traffic control devices as needed to accommodate traffic pattern changes, provide conformity with national standard, comply with City ordinances, and utilize technological advances to improve traffic flow. Traffic control devices are installed and maintained to conform with the federal Manual on Uniform Traffic Control Devices (MUTCD). Technology-based improvement and techniques are constantly being incorporated in City traffic control systems to improve traffic flow and reduce vehicle emissions.

In December 2009, the Federal Highway Administration issued a final rule adopting changes to the 2003 MUTCD. These changes became effective on January 15, 2010. It is anticipated that these changes will be adopted and incorporated by the State of Wisconsin into state statues by the end of 2010. These changes mandate upgrades and improvement to traffic control

signs, signals and pavement-marking systems in the City.

New sign standards include increased retro-reflectivity and changes in size, placement and content. DPW estimates that over 40% of existing signs will need to be replaced to meet the new standards. Changes in traffic signal standards include signal mounting, location, size, type and configuration.

DPW has developed a 7-year schedule for phasing in the mandated upgrades. Different components of the traffic control system will be phased in on slightly different schedules. Funding for MUTCD required street name sign replacement and retro-reflectivity compliance is scheduled end in 2014 and 2015 respectively, MUTCD upgrades represent approximately 46% of the 2011 budget for this program.

**Underground Conduit and Manhole Program**

Underground Conduit and Manhole Program					
Source	2007 Budget	2008 Budget	2009 Budget	2010 Budget	2011 Proposed
Cash	\$400,000	\$400,000			
Borrowing	\$0	\$0	\$400,000	\$1,000,000	\$800,000
Total Current Funding	\$400,000	\$400,000	\$400,000	\$1,000,000	\$800,000
Carryover Funding	\$877,950	\$877,950	\$64,524	\$400,000	\$1,302,939

The installation of a permanent underground electrical conduit and manhole system provides secure weatherproof public safety cable and circuit networks for multiple City agencies. The system ensures a reliable route for City communication cables to be installed into all existing and proposed City buildings, provides a reliable route for traffic control at signalized intersections and is utilized for street lighting cable circuits.

Typically, 100% of the underground conduit and manhole program is driven by the paving program. The increase in 2010 funding for this program was directly related to a significant increase in street projects driven by ARRA grants. Funding in 2011 continues above historical averages to reflect increased funding for the Local Street Paving Program. In 2011, there will be one

project that is unrelated to paving - S 84th Street from W Oklahoma Ave to W Howard Ave. This project will provide support to a fire house (Engine 29) at a cost of \$225,000.

**Proposed Conduit Projects for 2011:**

- N Plankinton : W Wisconsin - W Wells
- W Appleton : W Capitol Dr – USH 45
- E Lincoln : S KK – S 1st
- W Oklahoma: N 76th – N 99th
- S 13th : W Windlake – W Forest Home
- Juneau Ave Bridge over the Milwaukee River
- S 84th : W Oklahoma – W Morgan

**Underground Electrical Manhole Reconstruction Program**

Underground Conduit and Manhole Reconstruction Program					
Source	2007 Budget	2008 Budget	2009 Budget	2010 Budget	2011 Proposed
Cash	\$200,000	\$100,000	\$200,000	\$200,000	\$200,000
Borrowing					
Total Current Funding		\$100,000	\$200,000	\$200,000	\$200,000
Carryover Funding		\$600,000	\$500,033	\$495,000	\$200,000

This program funds the reconstruction of existing manholes located in street right-of-way that provide the

necessary entrance networks for all of the communications, traffic control and street lighting cable

circuits that serve the City's governmental buildings and agencies. There are presently 7,507 active manholes in

the system.

## Facilities Development and Management Section Capital Projects

**1. ADA Compliance Program - \$95,000:** This on-going program provides funding for building alteration projects to comply with Americans with Disabilities Act Accessibility Guidelines, respond to new and updated regulations, and improve access to City facilities for the disabled. Alteration projects provide access to building entrances, restrooms, public telephones, drinking fountains, lobbies, meeting rooms and office space in the City Hall complex as well as outlying City facilities. The total 6-year capital request is \$1,652,000. Funding for 2011 will be used for either the 8<sup>th</sup> floor City Hall restrooms or the 3<sup>rd</sup> floor 809 restrooms. (pending the outcome of the 2011 Budget) The total 6 year capital request for this program is \$1,652,000.

After 2011, the most critical projects to be addressed are:

1. Safety Academy basement rest rooms for \$270,000.
2. Tow Lot rest room for \$146,000.
3. CRG 2<sup>nd</sup> Floor rest rooms for \$160,000.
4. Forestry Sanitation on South 35<sup>th</sup> street for \$125,000.
5. Water Works facilities for \$294,000.

The estimated cost to bring all City facilities into compliance with the ADA Guidelines is \$6.4 million.

**2. Building Exterior Façade Restoration - \$385,400:**

Section 275-32-13 of the Code of Ordinances was enacted in 2001. The ordinance requires the owner of any building in the City that is 5 stories or greater to complete a critical exam to determine if the façade of the building is in a safe condition. This program provides funding to correct façade deficiencies in City-owned buildings. Funding for 2011 will begin the

restoration of the ZMB Façade. Funding was provided as requested. The total 6-year capital request of \$2,159,300 will address the facades of the ZMB, the 809 Building and the Police Administration Building.

**3. City Hall Foundation & Hollow Walk - \$3,160,000:**

Significant repair and restoration work is needed to address age-related deterioration of key elements of City Hall, including wood foundation piles, pile caps, below grade hollow sidewalk walls, and structural concrete beams and sidewalk. Funding for this project has been deemed critical to the long-term stability of the structure. Capital funding began in 2008 with \$1.2 million, \$1.8 million and \$2.7 million allocated in 2008, 2009 and 2010, respectively. Funding of \$4,500,000 has been requested for 2012.

The City has contracted with Facilities Value Management to provide owner representative services as of June 2010. It is anticipated that a design/build firm will be selected this year. The 2011 request for this project was reduced by \$1.3 million. This reduction reflects the timing in which monies will be required. The overall budget for this project has not changed.

**4. City Hall Complex Remodeling – Misc \$50,000:**

This on-going program provides funding for various architectural and mechanical remodeling work in the City Hall Complex, including projects necessary to comply with State of Wisconsin energy and safety building code requirements. Funding for this program was suspended in 2008 and 2009. The total 6-year capital request is \$12,369,000.

Assuming a 20-year useful life for remodeling projects, the 22-floor City Hall Complex would require between \$2 million and \$4 million of funding annually. If a long-term balanced funding strategy which provides adequate funding were to be adopted, the following projects would be considered:

1. 2<sup>nd</sup> Floor City Hall (South): \$1.7 million
2. 2<sup>nd</sup> Floor City Hall (North):\$2.8 million
3. 2<sup>nd</sup> Floor DCD 809 Bldg: \$3.2 million
4. 3<sup>rd</sup> Floor 809 Bldg: \$2.8 Million
5. 8<sup>th</sup> Floor City Hall: \$4.8 Million
6. Tunnel of ZMB to 809 Building: \$260,000

#### 5. **Energy Efficiency & Renewable Energy Initiative -**

**\$150,000:** This new program will be used to match grant funding for projects which will reduce the City's energy use. The City has established a goal of reducing energy consumption by 15%. Grant funding will be sought to implement projects identified by energy audits which will provide energy use related savings. A Focus on Energy WE Energies grant has been received for a 30KW Photovoltaic System at the Central Repair Garage. The total project cost is \$350,000. The City's portion is \$150,000

The requested funding was reduced by \$950,000 (86%) The total 6-year capital request for this program is \$5,600,000.

#### 6. **Environmental Remediation Program - \$150,000:**

The goal of this on-going program is to provide a safe environment for the public and City employees. Activities include asbestos removal and lead abatement in City-owned buildings, the monitoring of closed landfills and contaminated sites, repairs to petroleum storage tanks, and upgrades and repairs to stormwater management systems and equipment. The requested funding for this program was reduced by \$110,000 (42%) Asbestos abatement, hazardous

waste, and soil and groundwater remediation were be funded as requested. Funding was eliminated for the stormwater pollution prevention project at the Central Repair Garage. The project would install curb at the garage to prevent oil from the parking areas from washing across the Hank Aaron State Trail and into the river.

7. **Facilities Exterior Program - \$923,400:** This on-going program provides for tuck pointing, recaulking precast concrete, sealing curtainwall construction, building re-roofing, window, door and overhead door replacement, yard and lot paving, exterior lighting improvements, floors, foundations, and other miscellaneous facility exterior maintenance items. The requested funding for this program was reduced by \$276,000 (23%). Carryover borrowing authority of \$2,171,841 remains. Projects for 2011 include the roof at Central Repair Garage – Heavy Side, the roof at the Anderson Tower and various emergency repairs.

The Facilities Condition Index System indicates deferred maintenance needs through 2016 exceed \$60 million. The \$1.2 million requested each year in the 6-year plan will address only the most critical repairs.

8. **Facilities Systems Program - \$615,000:** This on-going program is used to sustain the operating systems of approximately 95 City owned buildings. Operating systems include heating, ventilating and air-conditioning, plumbing, fire protection, electrical distribution, lighting, chillers, boilers, computerized facility management, security and life safety. Programming decisions are made using the Facilities Condition Information System which provides condition data on City buildings. The total 6-year was capital request is \$2,800,000. The requested funding

was reduced by \$405,000. Carryover borrowing authority of \$685,000 remains.

**9. IT Equipment Room Compliance Program - \$0:**

This project is not funded in the 2011 Proposed Budget. This program would investigate the current definition of an information technology equipment room, determine which rooms throughout the City meet that definition and make necessary upgrades to the room to bring it into compliance with current building codes.

Building codes now have special and specific construction, power source, fire suppression and ventilation requirements for technology data rooms. This program may require significant future capital expenditures to bring existing data and computer rooms into compliance.

**10. MacArthur Square Plaza Remediation - \$247,000:**

A 2005 engineering condition report outlined major deficiencies to all elements of the Plaza, including landscaping, irrigation, pool and fountain, architectural and structural elements, plumbing and electrical lighting. Cost estimates for restoration range between \$16 million and \$19.2 million.

Funding has been requested to address public safety issues on the plaza. The total 6-year request of \$1.5 million will be used to maintain MacArthur Square as a safe, functioning structure. Long range restoration is not addressed in this request.

**11. Municipal Garages/Outlying Facilities**

**Remodeling - \$400,000:** This on-going program was designed to provide funding for the basic functional needs of DPW's municipal garage facilities, many of which have surpassed their useful lives. The program specifically addresses the replacement of

major operational systems – hydraulic lifts, material handling equipment and pneumatic systems – that do not comply with current safety codes. The program also addresses the functional and operational needs of other outlying facilities not covered by other programs. Funding for 2011 will be used to upgrade fire protection and air handling units at the Northwest Garage. The total 6-year capital request is \$6,200,000.

The requested funding for this program was reduced by \$1,300,000 (76%). Carryover borrowing authority of \$565,019 remains. The long-term implications of a reduced level of funding for this program will be the need for a large influx of capital at a future date to do emergency repairs or replace an existing facility.

Although DPW believes the facilities are well-situated throughout the City, it continues to seek opportunities to consolidate facilities based on the requirements of DPW operations. No specific opportunities were discussed.

**12. Recreational Facilities Program - \$151,000:**

This on-going program is used for the improvement of neighborhood recreation facilities, including DPW play areas and stand-alone recreation sites operated and maintained by Milwaukee Public Schools. Projects for 2011 will include the reconstruction of the playfield at Columbia Playground.

Average budgeted funding from 2007 through 2010 has decreased approximately 36% from the budgeted average of the years 2001 through 2006. The total 6-year capital request of \$2,989,500 returns funding to its pre-2007 levels.

**13.Space Planning Alterations and Engineering -**

**\$166,000:** This program provides funds for architectural and engineering services related to office space studies, including the preparation of preliminary plans and cost estimates for proposed project, unscheduled interior office alterations for City departments and facility inspections.

This program was funded as requested. The total 6-year capital request is \$1,086,000. \$192,228 in carryover borrowing authority remains.

**14.ZMB Lower Parking Floor Restoration -**

**\$1,530,000:** The garage floor in the Lower Parking area of the ZMB, consisting of an 8-inch structural concrete slab covered with a waterproofing membrane and a topping slab ranging from 2 to 7 inches in thickness, is deteriorating. The defect was discovered in 2008. Funding of \$86,500 was budgeted in 2010 for professional design services. 2011 funding will pay for construction. It is not anticipated that additional funding will be required in 2012.

**Capital spending on infrastructure projects**

- Can the City afford to spend what it's spending?
- Is the City spending enough on infrastructure?

**Facilities Development and Management Section  
Capital Projects**

- MacArthur Square Plaza is an underutilized public space with significant deficiencies. Consideration should be given to the long range plans for this area.
- The municipal garages continue to age. Consideration should be give to their long range use.
- The deferred maintenance needs of city facilities will present an on-going challenge. Deferred maintenance and compliance costs exceed \$70 million.

**Issues to Consider**

- Will continued reduction of custodial, maintenance and trades positions within Facilities Development and Management Section result in privatization of these positions in the future? How will this affect collective bargaining agreements?
- The Automatic Meter Reading program deduction will result in a serious reduction in funding of available seasonal workforce in Streets and Electrical Services.