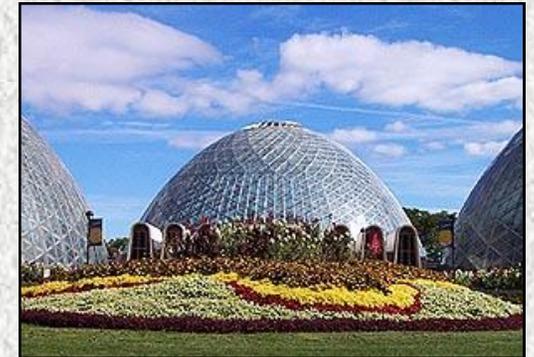




TRACKING LOCAL GOVERNMENT

*Monitoring performance
data trends*



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Monitoring performance data trends

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Research made possible by:



INTRODUCTION

Issues related to the appropriate size, role and function of government permeated the recent campaigns for federal, state and local offices. While the nonpartisan Public Policy Forum deliberately shies away from that debate, a key part of our mission is to try to ensure that those government services that *are* provided in southeast Wisconsin are functioning efficiently and effectively, with clearly stated and transparent performance goals and mechanisms for measuring whether those goals are being achieved.

In keeping with that objective, we are pleased to publish our inaugural *Tracking Local Government* report. This report – which we hope to update annually – starts with two simple questions:

1. Is there a set of government services that each of us, regardless of our political leanings, can agree represents the core “to do” list for government at the local level for the sake of our economic competitiveness and quality of life?
2. Assuming that there is and that we can identify that set, is there a simple way for the ordinary citizen to get a sense of what we are spending on those services and how they are performing?

For our initial *Tracking Local Government* report, we have identified 25 local government or government-funded services in nine functional categories that we consider critical to metro Milwaukee’s economy and quality of life. Those services range from obvious public safety functions (such as police and fire), to mundane infrastructure tasks (such as wastewater treatment and highway maintenance), to cultural services (such as a zoo and public museum) that have been part of our fabric of local government services for decades.

For each set of services, we track fiscal and performance data over a five-year period to give readers a sense of how much we are spending on the services and what we are getting for our money.¹ We also provide brief analysis and observations regarding why the services are important, trends, and future implications associated with those trends.

This report should be considered a work in progress. Time and data limitations required us to focus exclusively on Milwaukee County, City of Milwaukee and other Milwaukee-based governmental entities, as opposed to looking at other Milwaukee County municipalities or other southeast Wisconsin counties. We hope to expand the project in the future to include a broader perspective.

In addition, the performance metrics contained in this report have limitations. In some cases, those limitations resulted from our editorial decision only to present data that we considered most important and relevant to the average citizen. In others, it resulted from a lack of good performance information collected by the relevant government agency. In the case of the latter, we hope that our efforts to collect and publicly disseminate this information will lead those agencies that are not engaged in an appropriate level of performance measurement to improve their efforts.

This compilation of information is designed to allow a broad audience to gain greater understanding of the nature and scope of core government services provided in metropolitan Milwaukee. By tracking financial and performance indicators associated with those services, we hope to provide a resource for the ordinary citizen to gauge the dollars being spent and the effectiveness of government services over time.

¹Performance data typically is not available for the current year and 2010 fiscal data reflects budgeted amounts.

WHAT IS PERFORMANCE MEASUREMENT?

Performance measurement has been used increasingly by all levels of government since the early 1990s to better manage programs and services and communicate results to stakeholders and constituents. The United States Congress firmly established performance measurement as a necessary tool for monitoring and improving government performance in 1993, when it enacted the Government Performance and Results Act. That legislation required each federal agency to develop performance goals and measurements in an effort to “improve Federal program effectiveness and public accountability by promoting a new focus on results, service quality, and customer satisfaction.”

The Government Finance Officers Association (GFOA) cites performance management as a best practice and “encourages all governments to utilize performance measures as an integral part of the budget process.” According to GFOA, performance measures should:

- be based on program goals and objectives that tie to a statement of program mission or purpose;
- measure program outcomes;
- provide for resource allocation comparisons over time;
- measure efficiency and effectiveness for

continuous improvement;

- be verifiable, understandable, and timely;
- be consistent throughout the strategic plan, budget, accounting and reporting systems and to the extent practical;
- be consistent over time;
- be reported internally and externally;
- be monitored and used in managerial decision-making processes;
- be limited to a number and degree of complexity that can provide an efficient and meaningful way to assess the effectiveness and efficiency of key programs; and
- be designed in such a way to motivate staff at all levels to contribute toward organizational improvement.¹

Performance measures generally come in three different forms, including inputs (such as program expenditures and revenues), outputs (such as the number of customers served), and outcomes (the quantifiable results of the program).

For this report, information on inputs and outputs was most easily collected, as public budget documents typically contain information on expenditures and revenues, and annual financial reports typically contain data regarding use of public facilities and programs.

Each set of government services cited in the report, therefore, contains a solid array of inputs and outputs that allow the reader to view five-year trends regarding fiscal resources and usage.

Information on program outcomes was far more difficult to collect, as the government services and agencies cited in this report differ considerably in their collection and use of performance data. We contacted officials from those agencies for which performance indicators were not easily accessible, and our requests for information were met with varying success. Consequently, we generally attempted to focus on fiscal indicators that would give readers a sense for cost effectiveness trends. We hope to include more detailed performance data in subsequent editions of the report and to comment more specifically on those agencies that need to step up their performance measurement.

¹Government Finance Officers Association, “Performance Management: Using Performance Measurement for Decision Making,” March 2, 2007.

USING THE INFORMATION IN THIS REPORT

The data in this report should provide readers with greater insight into the amount of public resources being devoted to core government functions, the use of those functions by citizens of the region, and a sense of how those two elements relate to one another. In addition, by viewing the data over a five-year period, the reader can gain insight into how each function has fared recently in the stiff competition for public resources, and associated impacts on performance, usage and/or patronage.

What this data cannot provide is a sense of **why** certain trends are occurring and what those trends mean. In our brief narratives on each core function, we attempt to provide some lim-

ited insight into those questions. However, additional research and analysis will be required to further explore any trends that have been identified and to fully assess their deeper meaning and consequences.

It is also important to note that in many cases, there are data nuances that will not be readily apparent to the average reader and that may skew trend analysis. For example:

- Upward expenditure trends in certain functions may appear to indicate enhanced levels of service, when in reality they may only reflect greater spending on benefits for retirees of the relevant department (see below for additional discussion).

- Labor agreements covering multiple years may be reflected only in the budget year in which they were adopted.
- Significant changes in fiscal and personnel levels may reflect accounting changes or restructuring initiatives that have no real impact on service levels.
- Weather-related anomalies may be responsible for one-time boosts in public works spending or one-time dips in revenue at parks and cultural facilities.

In those cases where we are aware of such anomalies, we point them out. However, our capacity to fully explore every significant data change was limited.

FRINGE BENEFITS

Growing fringe benefit costs not only are a huge fiscal challenge for local governments, but they also pose a sizable obstacle to meaningful analysis of local government expenditure trends and their impacts on service levels.

The problem stems from the way local governments allocate fringe benefit costs to departments. Depending on the allocation methodology, greater government-wide spending on health care and pensions may sharply increase departmental budgets and imply certain departments received boosts in service-related spending. In reality, however, the opposite may be true, as departments often are forced to reduce spending on services to accommodate larger fringe benefit allocations.

This issue is most pertinent to Milwaukee County departments. The county allocates all fringe benefit costs to its departments, including legacy costs related to retirees. The allocation is based on a formula that assigns each department a flat fringe amount for each of its full-time-equivalent employees (FTEs). The graph on the next page shows that pension and health care costs have increased substantially since 2006, meaning several departments saw sizable increases in spending that had little to do with enhanced service levels.

The county's allocation methodology impacts its departments in different ways. Those supported by fees and cost-based reimbursement are favored since their revenues are more easily

raised in accordance with rising costs. The same is true for those that outsource more services. In contrast, departments supported primarily by property taxes and with a high proportion of FTEs have a more difficult time.

The issue is less of an obstacle when analyzing departmental budgets at the City of Milwaukee, as pension costs are budgeted centrally and are not included in the fringe benefit budgets of individual departments. Health care costs for both active and retired city employees *are* reflected in departmental budgets, however, and may impact perceptions of expenditure amounts on city services.

GRAPH: MILWAUKEE COUNTY PENSION AND HEALTHCARE COSTS

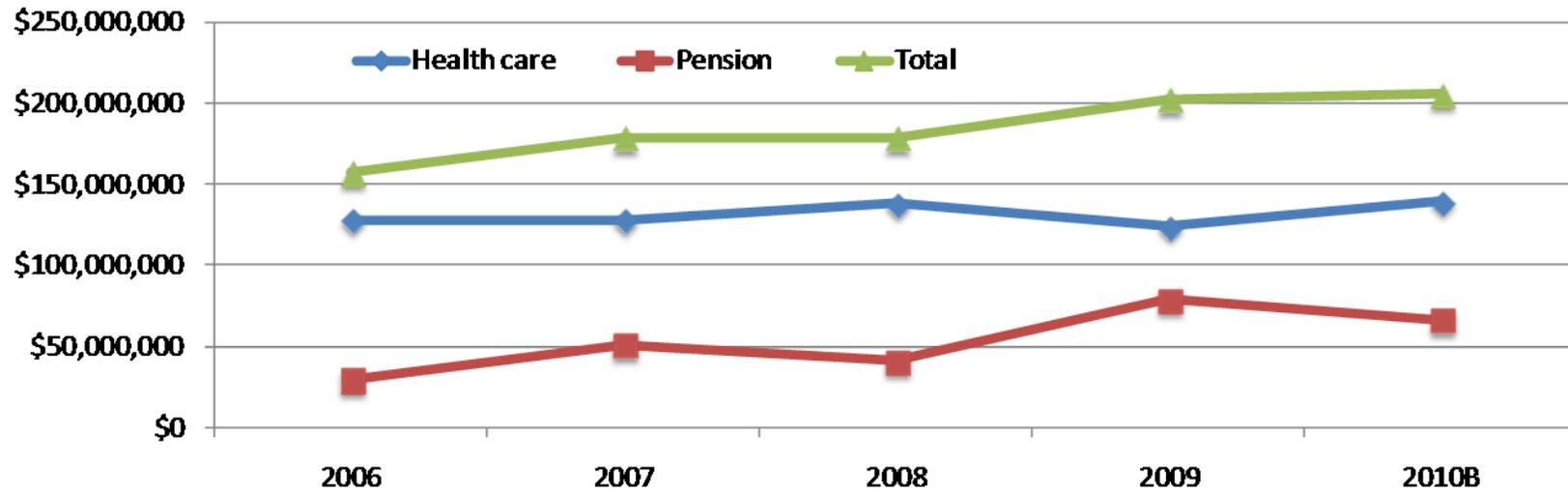


TABLE OF CONTENTS

Regional Infrastructure	6
Public Safety	10
Judicial System	14
Health and Human Services	18
Milwaukee County Transit System	25
Public Works	28
City Development and Neighborhoods	33
Parks and Recreation	37
Culture and Enrichment	40
Glossary of Key Terms	45
Appendix - Data Sources and Notes	49

REGIONAL INFRASTRUCTURE SERVICES

Airports

Milwaukee Metropolitan Sewerage District

Milwaukee Water Works

Port of Milwaukee

REGIONAL INFRASTRUCTURE SERVICES

Why is it Important?

Regional infrastructure needs in Greater Milwaukee are addressed by government and quasi-government agencies that serve residents and businesses across county boundaries.

While municipal and county public works departments are responsible for streets and highways, a different and more independent array of entities provides broader regional infrastructure services. Wastewater management is provided by the independently governed Milwaukee Metropolitan Sewerage District (MMSD). Meanwhile, drinking water services are provided by Milwaukee Water Works, and two county-owned airports and the city-owned Port of Milwaukee provide air and water transportation services. Each of the latter operate as enterprise funds within their respective governments, meaning they are self-supporting from fees generated by users.

While often taken for granted, these services are critical to a region's vitality. No community can function without water and wastewater treatment, and airports and seaports are vital to commerce and economic stability.

Indeed, the region's use of these services is eye opening. In 2009, MMSD treated 72 billion gallons of wastewater; the Water Works sold 33 billion gallons of drinking water; Milwaukee County's airports enplaned four million passengers; and the Port of Milwaukee moved three million metric tons of cargo.

Spending and Performance Trends

Expenditures on regional infrastructure services by local governments – whether city, county, or special district – generally have increased in recent years. From 2006 to 2009, expenditures increased nearly 39% for MMSD, 15% for Milwaukee Water Works¹, 13% for Milwaukee County's airports, and 16% for the Port of Milwaukee. During the same period, user-generated revenue generally has increased as well, although the size of the increase has varied by function.

Despite consistent expenditure and revenue trends, the demand for regional infrastructure services has been mixed. For example, while wastewater treated by MMSD and passengers served by General Mitchell International Airport (GMIA) have increased (even without counting record passenger levels in 2010), the movement of freight by both air and water has declined. The port also has witnessed a significant decline in incoming and outgoing sailings, and sales by Milwaukee Water Works have declined as well.

Functional performance and fiscal indicators also vary. Expenditures per metric ton have increased for the Port of Milwaukee and expenditures per resident and passenger have increased for MMSD and the airports. MMSD's tax rate has remained consistent but the volume of overflows has increased, though that increase certainly can be at least partially attributed to record storms in recent years.

Implications for the Future

Two trends become apparent when regional infrastructure services are examined. First, the four institutions examined have consistently increased both user-generated revenues and expenditures over the last four years, but institutional outputs have been much less consistent. In some cases, such as the Port of Milwaukee and Milwaukee Water Works, sales and use have declined substantially. If demand for services continues to decline, larger rate increases may be needed to maintain current revenues and expenditures (this dynamic already has begun for the Water Works).

Beyond those trends, certain environmental and financial factors have impacted these institutions as well. For example, challenging economic conditions have had a negative impact on the use of Milwaukee's port. An increasing number of airlines at GMIA, meanwhile, has produced lower airfares and increased passenger levels, though air freight has declined. Finally, despite preventive efforts by MMSD, substantial rainfalls in recent years have forced a large volume of overflow into area waterways.

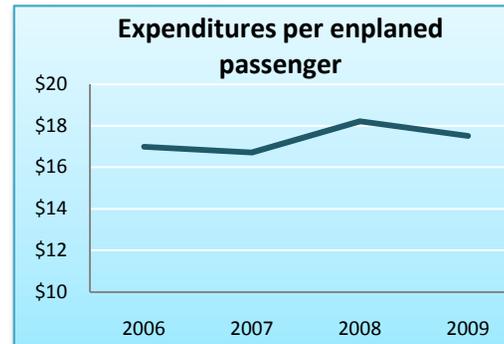
Despite their solid financial positions, these institutions are not immune from challenges. Declining demand, economic challenges, or unexpected environmental events can be detrimental to long-term stability. Also, aging infrastructure poses a constant challenge to the efficiency and financial health of each entity.

¹The Water Works experiences an even bigger increase in expenditures (and staff) in its 2010 budget, which is attributed to a new Automatic Meter Reading Project, increases in its Water Main Replacement Program and other factors.

REGIONAL INFRASTRUCTURE SERVICES

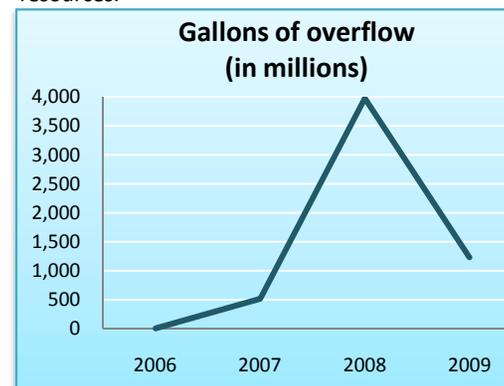
Airports	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$61,859,403	\$64,624,103	\$72,897,546	\$69,822,018	\$78,463,074
Employees (full-time equivalent)	217	216	229	270	276
Outputs					
Departmental revenue	\$63,657,046	\$66,692,198	\$75,655,540	\$72,121,596	\$79,695,106
Mitchell enplaned passengers	3,641,503	3,868,098	4,000,765	3,987,607	-
Total air freight in pounds	194,110,090	187,352,112	183,478,220	147,390,528	-
Timmerman total aircraft operations	53,010	44,631	44,935	35,511	-
Performance/Fiscal Indicators					
Expenditures per enplaned passenger	\$16.99	\$16.71	\$18.22	\$17.51	-

Mission: The Airport Division will plan, enhance, operate and maintain efficient, cost-effective air transportation facilities that meet the current and future needs of the region, airlines and tenants while remaining responsive to the concerns of the Airport's neighboring residents.



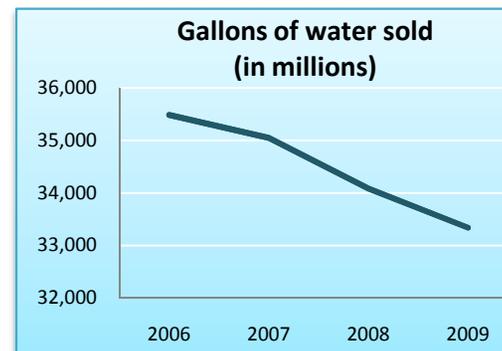
MMSD	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$57,078,000	\$64,520,000	\$75,344,000	\$79,206,000	\$84,548,000
Employees (full-time equivalent)	240	241	238	238	237
Outputs					
Departmental revenue*	\$56,263,000	\$56,974,000	\$72,521,000	\$78,170,000	\$78,581,000
Wastewater treated (millions of gallons)	69,400	67,400	77,600	72,200	-
Household hazardous waste collected (lbs)	1,326,732	1,306,475	998,113	1,095,425	-
Milorganite sold (tons)	41,469	32,722	35,792	39,277	-
Percentage of biosolids beneficially reused	99.2%	73.7%	90.7%	97.1%	-
Outreach activities	275	285	300	377	-
Participants at outreach activities	70,143	26,414	56,611	47,720	-
Rain barrels sold	3,797	2,673	2,854	2,814	-
Performance/Fiscal Indicators					
Tax rate per \$1,000 equalized property**	\$1.30	\$1.28	\$1.29	\$1.32	\$1.44
Operating expenditures per resident	\$62.33	\$70.43	\$82.14	\$86.22	-
Percentage of treatment capacity utilized	31.7%	30.8%	35.4%	33.0%	-
Volume of overflows (millions of gallons)	4	516	3977	1228	-
Overflow events	4	6	5	6	-

Mission: The District's mission is to cost effectively protect the quality of the region's water resources.



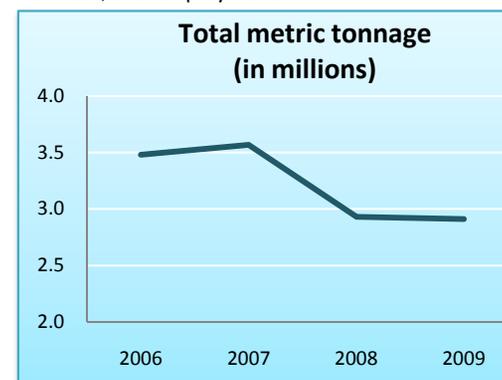
Milwaukee Water Works	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$60,482,646	\$63,655,263	\$66,165,760	\$69,575,284	\$82,802,804
Employees (full-time equivalent)	312	317	316	317	368
Outputs					
Departmental revenue	\$75,032,096	\$79,140,478	\$84,290,165	\$88,883,658	\$90,000,000
Gallons sold (millions)	35,486	35,049	34,085	33,341	-
Gallons pumped (millions)	41,862	41,873	40,848	39,617	-
Miles of water mains replaced	10.5	11.3	11.6	10.6	-
Performance/Fiscal Indicators					
% of breaks repaired within 24 hours	95.0%	95.0%	94.0%	91.0%	-
Time water mains out of service-repair (hrs.)	5.0	4.1	4.3	4.5	-
% Days compliance w/ Safe Drinking Water Act	100.0%	100.0%	100.0%	100.0%	-
No. of substantiated water quality complaints	1	2	0	0	-

Mission: The mission of the Water Works is to provide safe, reliable, and aesthetically pleasing drinking water to the City of Milwaukee and customers in suburban communities.



Port of Milwaukee	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$3,460,828	\$4,152,263	\$3,857,890	\$4,031,150	\$4,890,227
Employees (full-time equivalent)	18	16	18	22	21
Outputs					
Departmental revenue	\$3,882,471	\$4,921,715	\$4,946,830	\$5,217,241	\$4,890,227
Dry bulk tonnage	2,456,869	2,788,510	2,445,409	2,443,185	-
General cargo tonnage	389,963	360,981	314,366	236,469	-
Grains tonnage	520,670	381,789	128,432	224,121	-
Liquid bulk tonnage	114,039	37,649	42,918	6,740	-
Total metric tonnage	3,481,541	3,568,929	2,931,125	2,910,515	-
Total inbound tonnage sailings	250	235	199	180	-
Total outbound tonnage sailings	65	76	13	13	-
Performance/Fiscal Indicators					
Operations expenditures per metric ton	\$0.99	\$1.16	\$1.32	\$1.39	-
Departmental revenue per metric ton	\$1.12	\$1.38	\$1.69	\$1.79	-

Mission: The mission of the Port of Milwaukee is to enhance the overall economic environment of the Milwaukee region by stimulating trade, business, and employment.



Notes

- *MMSD department revenues do not include prior year surpluses.
- **MMSD does not receive property tax levy support for operations but does for capital.

PUBLIC SAFETY

**Milwaukee County Sheriff
Milwaukee Police Department
Milwaukee Fire Department**

PUBLIC SAFETY

Why is it Important?

The Milwaukee County Sheriff's Office, the City of Milwaukee Police Department (MPD), and the Milwaukee Fire Department (MFD) are the three largest entities providing public safety services in the region.

Per state statutes, the sheriff operates the county jail, "attends upon the circuit court," and serves and executes judicial orders. The sheriff also engages in an array of additional public safety activities, including criminal investigations, emergency management services, operating other county corrections facilities, and patrolling state highways, county parks, and the airport. Case law generally has established that, as a constitutional officer and elected county official, the sheriff has a relatively high degree of autonomy in carrying out the duties of his office.

MPD is charged with protecting the public and ensuring adherence to established law. MPD officers are the primary source of patrol within city limits and perform all follow-up and criminal investigations required for proper prosecution of offenders. MPD is made up of seven districts. Divisions within MPD include patrol, court administration, prisoner processing and investigational units.

MFD provides fire protection and emergency medical services in the City of Milwaukee. MFD is comprised of 36 fire stations, 37 engines, 16 trucks, 12 paramedic units, and one fire boat.

Spending and Performance Trends

The sheriff's office is by far the largest recipient of property tax levy in Milwaukee County, receiving nearly half of county tax levy funds each year. Similarly, MPD is the largest department within city government, receiving 38% of all general city expenditure appropriations, while the fire department receives 18%.

Despite their significant shares of county and city appropriations, each of the three public safety agencies has seen a decline in FTEs and sworn personnel. Cost efficiencies recognized since the transfer of the former House of Correction (HOC) to the sheriff's office in 2009, and a 2010 award of a three-year federal grant to support 50 police officers in MPD, have helped avert substantial personnel reductions in those two agencies. Position reductions in the fire department have been more substantial, in part reflecting a change initiated in 2007 to reduce the number of firefighters on ladder companies from five to four.

With regard to outputs, the sheriff's office has seen a small but steady increase in its custodial population, while MPD has seen a steady decline in police dispatches, perhaps reflecting new strategic approaches to optimize patrol capacity. MFD, meanwhile, has seen a decline in fire responses and fire deaths. The percentage of calls to which MFD was able to respond in less than five minutes dropped slightly, however, from 90.1% in 2006 to 88% in 2009, though it still is well within national standards.

Implications for the Future

In recent years, operational efficiencies and data-driven deployment strategies have helped MPD and the sheriff's office maintain performance levels despite the budgetary impacts of rising health care and pension costs. Several factors may make future years more difficult, however. As overall city and county budget pressures grow, federal stimulus funds expire, and staffing efficiencies are exhausted, both the city and county may have difficulty shielding public safety operations from cuts in light of their substantial share of the overall operating budget in both governments. This could become particularly problematic if crime rates begin to rise.

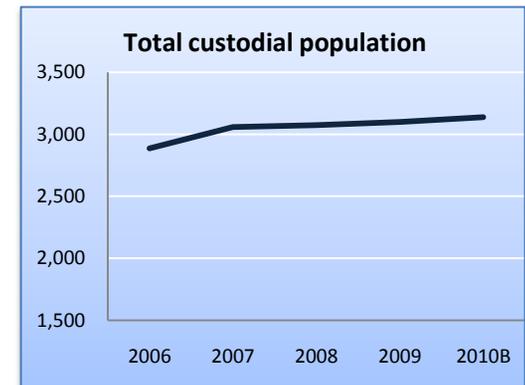
On the other hand, public safety has traditionally been a top priority of elected officials, and that is unlikely to change. That fact – combined with the proven ability of public safety leaders to use new technology and identify efficiencies – bodes well for the ability of public safety departments to continue to receive the resources they require to meet performance objectives.

As budget pressures grow, "discretionary" public safety programs increasingly may be questioned. The sheriff's office already has experienced such debates with regard to the HOC farm/fish hatchery and the day reporting center. While those programs have been touted for reducing recidivism and incarceration costs, the need to generate immediate fiscal savings has threatened their existence.

PUBLIC SAFETY

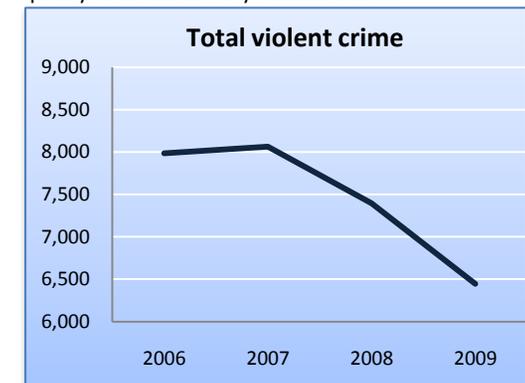
Milwaukee County Sheriff	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$131,638,408	\$142,429,684	\$145,193,450	\$139,562,199	\$141,951,515
Total property tax levy	\$110,966,140	\$121,238,300	\$122,571,944	\$119,640,393	\$121,359,819
Employees (full-time equivalent)	1,532	1,478	1,448	1,439	1,434
Sworn officers (full-time equivalent)	1,076	1,067	1,034	1,063	1,044
Outputs					
Traffic citations	42,808	41,791	34,737	35,725	-
Auto accidents reported/investigated	4,402	4,632	4,302	3,965	-
Writs of restitutions (evictions)	2,927	3,340	2,783	2,807	-
911 phone calls received	517,975	506,431	520,942	536,404	-
Total custodial population	2,887	3,059	3,074	3,101	3,138
Performance/Fiscal Indicators					
Daily cost of housing an inmate	-	-	97.1	93.2	91.6
% levy dedicated to detention division	81.2%	82.5%	82.8%	81.3%	82.3%
Process inmate through booking (hours)	-	-	2.5	2.7	-
Traffic citations per patrol officer	725.6	746.3	620.3	661.6	-
Operating expenditures per resident	\$138.22	\$149.58	\$152.20	\$145.45	-

Mission: The Milwaukee County Sheriff's Office consists of law enforcement professionals, representing a variety of criminal justice disciplines, and we exist to serve the public. We are committed to creating a culture of service that views our citizens as customers whose satisfaction is absolutely essential to our success.



Milwaukee Police Department	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$213,226,781	\$218,318,780	\$226,772,707	\$237,346,874	\$216,874,086
Locally allocated public resources	\$212,041,073	\$216,713,516	\$224,513,226	\$236,202,205	\$215,780,386
Employees (full-time equivalent)	2,772	2,828	2,847	2,745	2,753
Sworn officers (full-time equivalent)	2,089	2,148	2,158	2,155	2,037
Outputs					
Dispatched assignments	297,286	286,535	266,577	254,044	-
Traffic citations	93,369	95,327	120,618	114,447	-
Total violent crime	7,983	8,062	7,396	6,446	-
Total property crime	39,410	38,731	37,034	34,777	-
Performance/Fiscal Indicators					
Traffic citations per sworn officer	44.7	44.4	55.9	53.1	-
Homicide clearance rates	71.8%	83.8%	93.0%	83.0%	-
Operating expenditures per resident	\$353.73	\$362.24	\$375.89	\$392.87	-
Sworn officers per 1,000 city residents	3.5	3.6	3.6	3.6	-

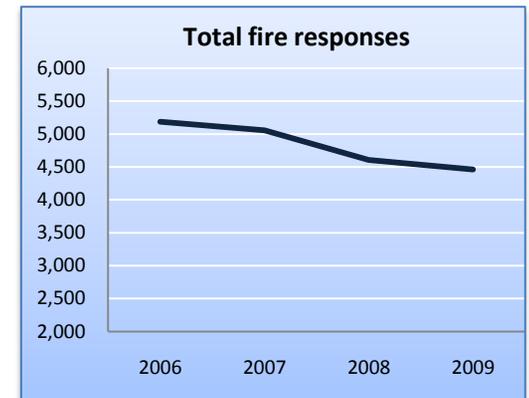
Mission: The mission of the Milwaukee Police Department is to reduce crime and enhance the quality of life in the City of Milwaukee.



Milwaukee Fire Department

	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$101,643,132	\$98,661,899	\$105,553,127	\$109,909,413	\$99,820,902
Locally allocated public resources	\$95,736,472	\$93,076,556	\$97,583,916	\$102,888,907	\$92,797,580
Employees (full-time equivalent)	1,177	1,104	1,095	1,097	1,034
Sworn emergency personnel (FTE)	1,070	1,044	1,027	988	930
Outputs					
Medical emergency assists	51,862	52,735	53,898	53,047	-
Fires extinguished	2,527	2,438	2,073	1,930	-
Civilian fire deaths	16	14	6	7	-
Total fire responses	5,185	5,055	4,608	4,460	-
Total rescues responses	7,579	8,146	8,236	8,039	-
EMS transports	13,109	14,618	14,138	12,870	-
Smoke detectors installed	2,413	1,542	1,367	1,183	-
Performance/Fiscal Indicators					
% Emergency calls responded in 5 min	90.1%	90.5%	88.1%	88.0%	-
Operating expenditures per resident	\$168.62	\$163.70	\$174.96	\$181.93	-
Sworn personnel per 1,000 residents	1.8	1.7	1.7	1.6	-

Mission: The Milwaukee Fire Department is committed to protecting the people and property within our city. We will be responsive to the needs of our citizens by providing rapid, professional, humanitarian services essential to the health, safety, and well-being of the city.



JUDICIAL SYSTEM

Milwaukee County District Attorney

Milwaukee County Circuit Courts

City of Milwaukee Municipal Court

JUDICIAL SYSTEM

Why is it Important?

The judicial system is comprised of courts and the district attorney's office, which work with law enforcement agencies to administer and enforce state and municipal law. Milwaukee County has both circuit courts – which were created by the state to serve as unified trial courts in 10 administrative districts statewide – and municipal courts.

Milwaukee County is its own administrative district and contains 47 circuit courts, which have jurisdiction over all cases involving Wisconsin law. Those include criminal, traffic, juvenile, family, civil, and probate matters. The circuit courts are administered by a chief judge, appointed by the Wisconsin Supreme Court, as well as the Clerk of Circuit Courts, an elected constitutional officer who helps manage court operations and records.

The Milwaukee County district attorney's office is an elected office that serves as the state's prosecuting arm in cases handled in the circuit courts. The office participates in investigations, presents evidence, argues motions, negotiates cases, and conducts trials.

The City of Milwaukee municipal courts include three elected judges and three part-time court commissioners. Cases seen in these courts typically result in fines and are heavily weighted toward traffic violations. The municipal courts also handle other municipal ordinance violations, such as building code violations, disorderly conduct, and truancy.

Spending and Performance Trends

While housed within county government, the circuit courts and district attorney's office technically are part of state government and receive both state and local funding. Costs of judges, court reporters, and prosecutors are budgeted at the state level, while all other costs associated with supporting court/district attorney operations are budgeted at the county. Annual state circuit court support payments of about \$3.5 million help offset county costs.

County judicial functions make up 20% of the overall county property tax levy, and tax levy support for these operations (particularly the courts) trended upward during the 2006-2010 timeframe. Growing fringe benefit expenditures played a role in this increase. Municipal court appropriations, which make up less than 1% of city expenditures, were flat during the period. Staffing levels in the circuit and municipal courts also largely were flat, while district attorney positions decreased.

With regard to outputs and indicators, the circuit courts experienced a 3% drop in net cases filed from 2006 to 2009. Processing times appear to be improving, with the median age of total cases at disposition dropping from 97 to 89 days. Activity in the district attorney's office also decreased (perhaps reflecting lower crime rates), while the office's conviction rate on felony drug cases declined. Municipal courts saw greater activity, with the percentage of non-priority cases tried within 90 days declining slightly.

Implications for the Future

Judicial system functions in Milwaukee County and the City of Milwaukee generally have maintained performance despite difficult budget challenges and reduced actual staffing levels. Increased property tax levy support at the county level has helped to offset growing fringe benefit costs, and increased efficiencies also undoubtedly played a role in managing the demand for services.

Cognizant that their ability to continue this performance likely will require increased cooperation and innovation, justice system leaders created the Milwaukee County Community Justice Council (CJC) in 2007. The Council is intended to enhance collaboration between judicial and public safety entities in order to identify efficiencies and work toward mutual public safety goals.

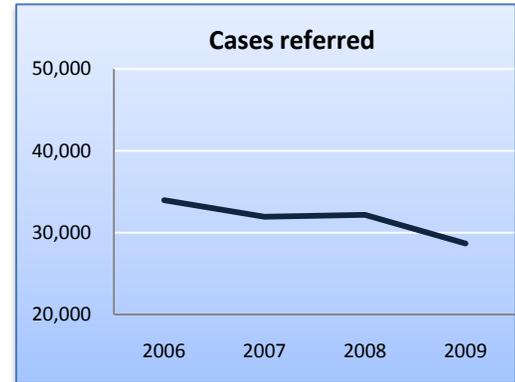
In the same spirit, judicial system entities have initiated Treatment and Diversion and deferred prosecution programs, which provide greater opportunities to divert offenders from the justice system into less costly treatment programs that also may decrease recidivism.

Overall county and city budget challenges – combined with potentially diminished state support – are likely to pose future challenges to the judicial system. Its ability to perform at existing levels may require an enhanced role for the CJC in identifying strategies for reducing system costs while maintaining public safety standards and objectives.

JUDICIAL SYSTEM

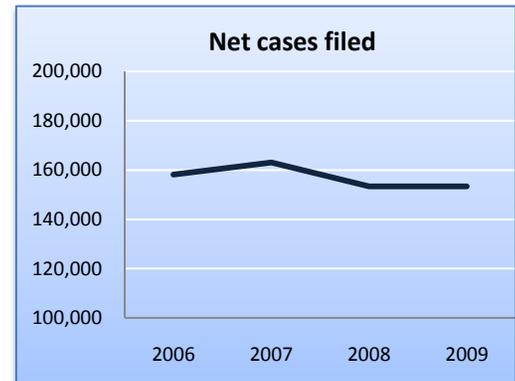
Milwaukee County District Attorney	2006	2007	2008	2009	2010B
Inputs					
Total county operating expenditures	\$17,889,455	\$19,654,035	\$19,109,925	\$19,024,240	\$19,798,888
Total property tax levy	\$9,610,789	\$11,367,399	\$10,647,207	\$11,151,613	\$11,746,024
Employees (full-time equivalent)	159	162	147	149	146
Outputs					
Cases referred	33,957	31,949	32,160	28,655	-
Cases charged	22,496	18,850	18,243	17,150	-
Cases not processed	9,711	11,236	12,094	11,499	-
Performance/Fiscal Indicators					
Conviction rate on felony drug cases	91.9%	90.6%	87.9%	82.6%	-

Mission: The mission of the District Attorney's Office is to promote public peace and safety by just and vigorous prosecution.



Milwaukee County Circuit Courts	2006	2007	2008	2009	2010B
Inputs					
Total county operating expenditures	\$44,685,849	\$49,372,682	\$51,399,167	\$51,602,716	\$52,571,177
Total property tax levy	\$34,707,221	\$37,165,019	\$40,560,399	\$41,101,225	\$41,771,896
Employees (full-time equivalent)	281	275	278	277	281
Outputs					
Net cases filed	158,104	162,994	153,311	153,401	-
Net cases disposed	163,714	166,142	154,031	154,619	-
Total pending civil cases	10,873	11,853	11,548	13,129	-
Total pending criminal cases	10,669	8,472	8,891	7,405	-
Jury panels used	606	554	500	495	-
Verdicts in jury cases	418	395	376	349	-
Total appeals cases filed	832	752	708	878	-
Divorces granted	2,554	2,565	2,584	2,593	-
Performance/Fiscal Indicators					
Median age of total cases at disposition (days)	97	88	86	89	-
Median age of total pending cases (days)	109	105	102	102	-
% Pending civil cases filed 1 year prior	9.1%	8.5%	6.8%	7.0%	-
% Pending criminal cases filed 1 year prior	6.4%	5.1%	4.0%	5.2%	-

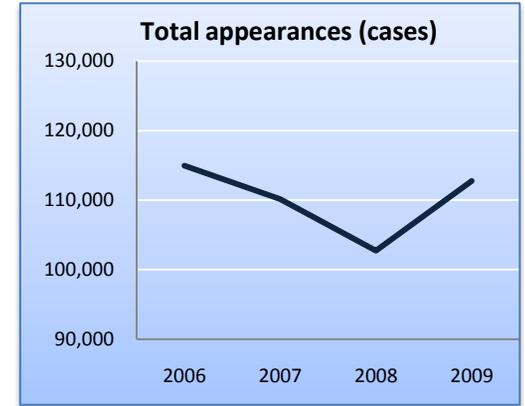
Mission: The mission of Milwaukee County Circuit Courts is to insure public safety by providing judges, attorneys, persons proceeding without an attorney and all other persons involved in Circuit Court proceedings or other functions of the Circuit Court with courteous, proficient and professional services that facilitate the operations of the Circuit Court system.



City of Milwaukee Municipal Court

	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$3,355,056	\$3,344,499	\$3,585,918	\$3,598,619	\$3,379,436
Employees (full-time equivalent)	40	40	37	37	40
Outputs					
Forfeiture revenue	\$5,530,127	\$5,783,973	\$5,250,348	\$4,802,074	\$5,255,000
Traffic cases filed	81,399	84,957	109,461	111,864	-
Adult municipal cases filed	27,641	30,010	29,702	30,107	-
Juvenile municipal cases filed	10,876	10,265	9,932	8,565	-
Total intake appearances (cases)	26,066	29,447	30,706	30,868	-
Total walk-in appearances (cases)	33,047	29,911	31,634	32,899	-
Total trial appearances (cases)	2,437	2,543	2,510	2,624	-
Total appearances (cases)	114,949	110,130	102,721	112,765	-
Performance/Fiscal Indicators					
Operating expenditures per appearance	\$29.19	\$30.37	\$34.91	\$31.91	-
% non-priority cases tried w/in 90 days of intake	99.1%	99.2%	98.6%	97.8%	-

Mission: The mission of the Municipal Court is to impartially adjudicate ordinance violation cases such that legal rights of individuals are safeguarded and public interest is protected.



HEALTH AND HUMAN SERVICES

City Health Department

Behavioral Health

Aging Programs and Services

Delinquency Services

Disabilities Services

HEALTH AND HUMAN SERVICES

Why is it Important?

While citizens and policymakers often disagree on the precise breadth and depth of government-administered social services programs, most agree there is a need for some level of publicly-funded “safety net” services for persons with disabilities, the frail elderly, and others in great need. Both Milwaukee County and, to a lesser extent, the City of Milwaukee, provide an array of such services. The county provides services to persons with developmental and physical disabilities, delinquent youth, persons with mental illness, and older adults, most of which are mandated by state law. The city provides services aimed at promoting and preserving public health.

The nature of health and human services implies that they are labor-intensive and often expensive. About 1,500 employees work in health and human services at the city and county of Milwaukee. Meanwhile, the county’s largest departmental budget is the Department of Family Care, which provides long-term care support to about 7,500 older adults and persons with disabilities under the state’s Family Care program.

Milwaukee County’s Behavioral Health Division (BHD) has the county’s second-largest departmental budget, at more than \$180 mil-

lion. BHD provides a variety of inpatient, emergency and community-based care and treatment to children and adults with mental health and substance abuse disorders, primarily dictated by state statutes. Nearly 13,000 citizens seek treatment from the county’s Psychiatric Crisis Service (PCS) annually.

Milwaukee County also administers a wide array of services for delinquent youth, including intake and disposition services for youth referred by the juvenile court and community-based services designed to divert delinquent youth from detention. The county also administers a 120-bed Juvenile Detention Center.

The City of Milwaukee Health Department grapples with a variety of public health issues, including lead abatement, infant mortality, and child immunizations. It recently played a prominent role in responding to the H1N1 flu virus. The Health Department also is responsible for restaurant inspections.

Spending and Performance Trends

Overall, health and human service programs experienced relatively flat levels of actual expenditures from 2006 to 2009. Many service areas had fewer employees in 2009 than they did in 2006, however, reflecting in

some instances the need to cut positions to accommodate rising fringe benefit costs.

A significant change in the Department of Family Care skews trend analysis somewhat. In 2009, per a new agreement with the state, a program expansion was initiated to add persons with disabilities under age 60. Ultimately, this could cause the program to double in size. The increase in employees and expenditures in Aging Services in 2009-10, and the decrease in Disabilities Services, is largely attributed to this programmatic change. The Disabilities Services Division recently has offset some of its Family Care-related reductions with additional resources for its children’s programs, however.

BHD has seen a downward trend in staffing, functioning with 72 fewer budgeted employees in 2010 than in 2006. This reflects both decisions to outsource additional non-clinical services and budgetary pressures created, in part, by growing fringe benefit costs. Data on PCS admissions show a decrease between 2006 and 2009, though BHD staff report that 2010 admissions have increased significantly. The data also show the success of BHD initiatives to reduce the number of events in which patients requiring transfer from private hospitals to BHD were placed on wait lists. Finally, BHD shows a significant downward trend with regard to alcohol

HEALTH AND HUMAN SERVICES

and substance abuse intake assessments, which can be attributed to a reduction in federal grant funding.

Delinquency Services, meanwhile, has seen a downward trend in juvenile detention admissions since 2006, which is important given the nearly \$100,000 annual cost of housing a juvenile in a state corrections facility. This trend has accelerated in 2010, according to department officials. Serving fewer juveniles in detention frees dollars for community-based delinquency services.

The City Health Department has seen positive trends in terms of increasing the percentage of immunized children and decreasing the percentage of children with elevated blood levels. It bears watching, however, whether budgeted 2010 expenditure reductions will impact performance.

Implications for the Future

Because the health and human services function employs nearly a quarter of the county's

full-time workforce, its growing retiree fringe benefit costs have hit that function particularly hard. The blow on human services in general has been softened somewhat by outsourcing initiatives and by increased state reimbursement for Family Care. In light of the controversial nature of privatization proposals and the state's growing fiscal problems, however, it is uncertain whether those strategies will be as effective in the future should cost pressures continue to escalate.

The city is coping with similar challenges with regard to public health. Growing pension, health care and infrastructure costs – combined with stagnant shared revenue from the state – have placed considerable pressure on the city's operating budget, and a desire to shield police and fire services has led to recent cuts in public health spending and staff.

The need to accommodate these issues at both the city and the county has intensified at a time when growing poverty and an aging population may be producing greater demand for certain health and human services. This

tension between potential increased need for services and growing budgetary pressures is likely to continue. This may hold particularly true for county human service programs that rely heavily on Medicaid reimbursement, as the state's Medicaid budget is facing significant stress, and the continued availability of federal stimulus dollars to relieve that stress appears unlikely.

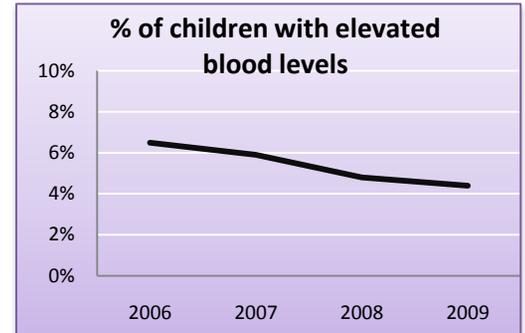
Monitoring staffing, expenditure and demand trends at BHD will be particularly important given recent federal and state citations regarding the physical condition of the mental health complex and the safety of inpatient operations. The county's challenges at BHD will escalate if psychiatric crisis admissions continue to grow while budgetary constraints limit its ability to invest in increased community-based crisis alternatives.

Similarly, the City Health Department's inputs and outputs bear watching as increasing poverty potentially creates greater need for health services while resources shrink.

HEALTH AND HUMAN SERVICES

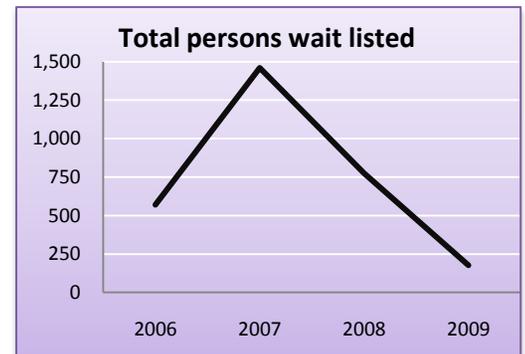
City Health Department	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$14,194,928	\$13,729,738	\$13,963,214	\$14,189,765	\$12,228,339
Locally allocated public resources	\$11,649,631	\$10,936,569	\$11,268,264	\$10,858,229	\$8,849,839
Employees (full-time equivalent)	276	255	275	244	258
Outputs					
Individuals immunized*	11,077	10,543	11,481	28,403	-
Restaurants inspected	2,535	2,450	2,433	2,758	-
Intensive home visiting program visits	n/a	6,424	7,382	6,325	-
Lead inspections	1,804	1,124	717	828	-
Lead abatement expenditures	\$835,016	\$251,979	\$474,053	\$276,413	-
Performance/Fiscal Indicators					
% MPS students immunized	61%	69%	70%	72%	-
% of Intensive Home Visit low birth weight	n/a	8.6%	16.7%	18.0%	-
% of children with elevated blood levels	6.5%	5.9%	4.8%	4.4%	-

Mission: The mission of the City of Milwaukee Health Department is to ensure that services are available to enhance the health of individuals and families, promote healthy neighborhoods, and safeguard the health of the Milwaukee community.



Behavioral Health	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$174,183,021	\$171,718,972	\$175,064,512	\$178,081,384	\$171,764,261
Total property tax levy	\$42,173,881	\$43,660,322	\$48,648,594	\$49,291,315	\$42,823,812
Employees (full-time equivalent)	883	877	891	851	811
Outputs					
Acute adult inpatient admissions	2,713	2,729	2,528	2,336	-
Psychiatric Crisis Services (PCS) admissions	13,018	12,568	12,509	12,894	-
Community support program patients served	436	415	391	372	-
Targeted case management patients served	354	333	295	293	-
AODA intake assessments	8,120	5,712	4,235	4,727	-
Performance/Fiscal Indicators					
Hospital transfer wait list events	71	66	68	28	-
Total persons wait listed	569	1,460	775	177	-
Comm. support prog. consumer satisfaction	77.1%	75.6%	76.8%	74.9%	-
Targeted case mngmt consumer satisfaction	81.3%	87.8%	81.8%	81.0%	-
30 day alc/drug abstinence rate	n/a	n/a	80.8%	75.6%	-

Mission: The Milwaukee County Behavioral Health Division is a public sector system for the integrated treatment and recovery of persons with serious behavioral health disorders.



Notes

*2009 data includes H1N1 clinics.

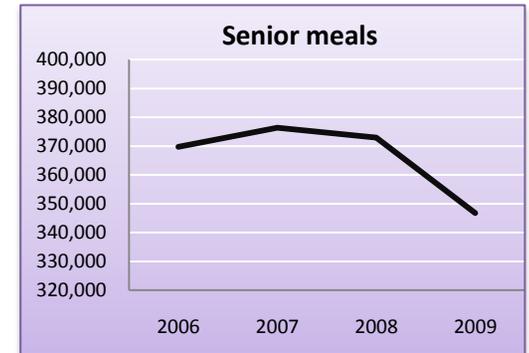
HEALTH AND HUMAN SERVICES

Aging Programs and Services	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$177,818,269	\$195,972,934	\$217,614,308	\$235,740,024	\$274,451,125
Total property tax levy*	-\$2,792,951	-\$566,463	\$3,139,037	\$797,455	\$1,594,446
Employees (full-time equivalent)	166	144	147	175	169
Outputs					
Senior meals program, congregate	369,805	376,395	373,022	346,811	-
Senior meals program, home-delivered	299,119	281,782	246,650	259,151	-
Family Care new enrollees	1,400	1,404	1,198	1,616	-
Family Care continual enrollees	4,897	5,176	5,400	5,657	-
Long-term care referrals	6,478	6,631	6,067	6,148	-
Performance/Fiscal Indicators					
Average cost/meal in senior meals program	\$6.68	\$6.68	\$7.26	\$8.01	-
Expenditures per Family Care enrollee	\$25,300	\$26,847	\$30,095	\$30,072	-

Notes

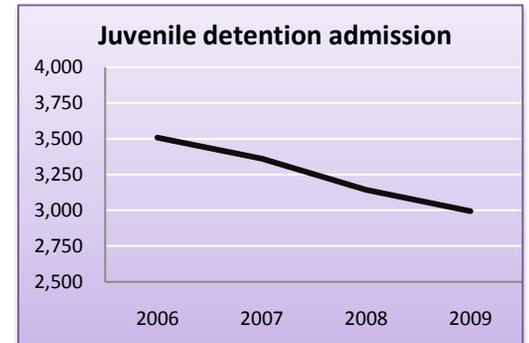
*2006 and 2007 property tax totals include Family Care surplus.

Mission: The mission of the Milwaukee County Department on Aging is to affirm the dignity and value of older adults of Milwaukee County by supporting their choices for living in, and giving to, our community.



Delinquency Services	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$37,730,132	\$39,894,295	\$40,705,322	\$38,917,824	\$42,666,702
Total property tax levy	\$12,618,733	\$14,545,059	\$19,755,767	\$14,329,393	\$18,180,458
Employees (full-time equivalent)	208	198	195	193	191
Outputs					
Juvenile detention admissions	3,507	3,360	3,143	2,994	-
Diversion cases	617	366	452	373	-
Ave. daily juvenile detention population	103	104	106	99	-
Ave. daily youth in non-detention	2,993	3,114	3,059	2,265	-
Ave. daily youth housed in state corrections	248	301	314	282	-
Performance/Fiscal Indicators					
% of youth aging out with no reoffense	58%	59%	57%	61%	-
% of youth aging out with one reoffense	18%	17%	16%	19%	-

Mission: The Delinquency and Court Services Division's mission is to improve public safety and provide court referred youth the opportunity to become more productive citizens by building on strengths in the most effective and least restrictive homelike environment that is consistent with public safety.



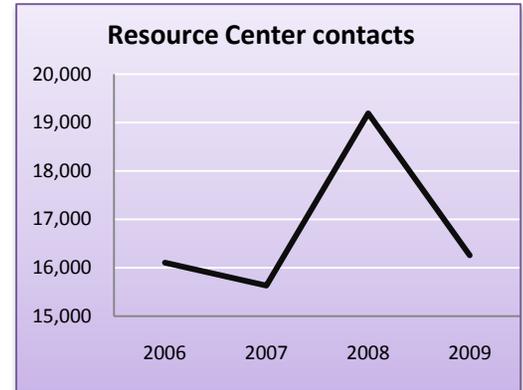
Disabilities Services

	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures*	\$100,559,731	\$106,877,722	\$112,352,654	\$114,777,547	\$55,507,714
Total property tax levy	\$2,726,064	\$2,993,453	-\$1,637,206	\$604,655	\$3,020,795
Employees (full-time equivalent)	107	104	99	93	83
Outputs					
Adults served	3,395	3,398	3,300	2,518	-
Children served	3,925	4,213	4,374	4,798	-
Resource Center contacts/services provided	16,101	15,626	19,192	16,255	-
Performance/Fiscal Indicators					
Cost per Resource Center contact	\$155.47	\$176.63	\$151.83	\$132.65	-
Cost per child served	\$2,708.31	\$2,740.78	\$2,754.28	\$2,830.52	-

Notes

*Reduced expenditures in 2010 reflect beginning of transition of certain adults with disabilities to Family Care program.

Mission: To enhance quality of life for individuals with physical, sensory, and developmental disabilities by addressing needs and providing opportunities to participate in the community with dignity and respect.



MILWAUKEE COUNTY TRANSIT SYSTEM

MILWAUKEE COUNTY TRANSIT SYSTEM

Why is it Important?

The Milwaukee County Transit System (MCTS) provides public transit services to the citizens of Milwaukee County. While the system is owned by the county, it is operated under contract by a private, not-for-profit company. The services consist of a fixed route system of traditional buses, and a paratransit system of demand responsive van services (called Transit Plus) available to persons with disabilities.

In 2009, MCTS provided more than 39 million revenue rides on its fixed route services and more than one million paratransit rides. The MCTS fleet traveled almost 18 million miles and operated more than 1.3 million bus hours.

MCTS provides a particularly important service for those with few other transportation alternatives. Public transportation allows individuals who cannot operate or do not own automobiles to gain access to employment, social events, medical appointments, and educational opportunities. MCTS partners with regional universities to provide transportation to college students. It also works with entertainment venues (e.g. Summerfest) and local sports teams to ensure affordable and convenient access for patrons of the region's entertainment offerings.

Finally, MCTS serves a critical role for employers by giving them access to workers and limiting demand for parking. In fact, nearly 40% of the system's average daily riders use the bus to commute to work.

Spending and Performance Trends

MCTS' total expenditures have increased 13% since 2006, driven in part by the need to budget for retiree health care liabilities and growing fuel costs. Meanwhile, Milwaukee County's property tax support has remained relatively flat. This indicates increased reliance on state and federal revenues and revenue recovered from riders at the farebox. The farebox recovery ratio — which indicates the percentage of overall operating expenditures recovered from riders — has varied in the 30-34% range since 2006.

In contrast to growing expenditures, measures of use and service delivery have declined significantly. The number of buses operated by MCTS, bus miles traveled, and revenue passengers all have declined over the past five years. Based on the 2010 budget, 88 fewer buses are in operation, buses traveled a million fewer miles, and six million fewer passengers generated revenue as compared to 2006. Conversely, paratransit ridership has increased over the same period, though the increase is small compared to overall ridership.

As expenditures and ridership have moved in opposite directions, the impact on performance and fiscal indicators has been noticeable. The cost of operating per mile has increased by more than a dollar, and the operating cost per passenger increased from \$2.67 to \$3.42 from 2006 to 2009.

Implications for the Future

The indicator trends associated with MCTS present a relatively clear picture. Both expenditures and farebox revenues have increased, but have not been supported by growing ridership. Cuts to bus routes and operating hours, as well as fare increases, have been used to partially offset rising operating expenses and flat property tax support. While these measures have allowed MCTS to remain operational—albeit at a lower capacity—the continued use of such strategies likely will reduce ridership further and create an unsustainable cycle.

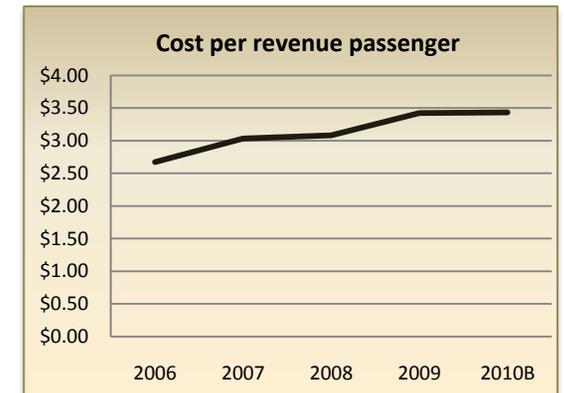
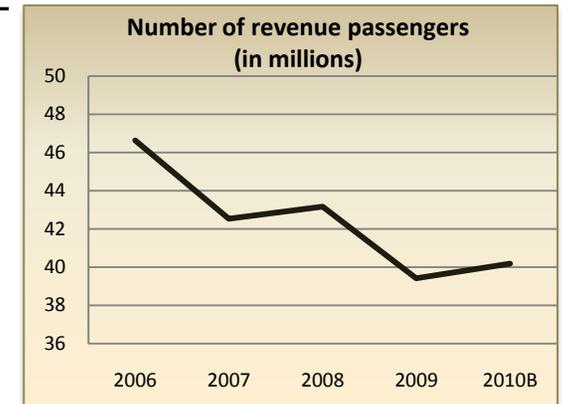
Potential solutions to the problems facing MCTS have been well documented in past reports by the Public Policy Forum and local media. In particular, debate has centered on the creation of a regional transit authority and a dedicated funding source (0.5% sales tax), both of which require approval by the state legislature. Although a proposal granting authorization for both was passed by the legislature in the last state budget, it was vetoed by the governor.

The financial trends and indicators cited here highlight the difficult situation facing MCTS. The availability of federal stimulus funds to replace buses has provided a short-term reprieve, but MCTS officials expected a major funding crisis to re-emerge by 2013 that could require service reductions of up to 30% barring identification of a new or enhanced local funding source.

MILWAUKEE COUNTY TRANSIT SYSTEM

Mission: The mission of the Milwaukee County Transit System (MCTS) is to provide reliable, convenient and safe public transportation services that efficiently and effectively meet the varied travel needs of the community and contribute to the quality of life here. The objectives in line with achieving this mission include the following: maximize ridership, provide service that meets travel demands, maximize reliability and safety in operations, strive for excellence in job performance, provide a positive work atmosphere, promote a positive public image, manage in a fiscally responsible manner, enhance internal cooperation and understanding, and serve as an advocate for public transportation.

MCTS	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$153,435,812	\$158,321,752	\$163,986,409	\$167,754,356	\$173,236,975
Total property tax levy	\$20,306,234	\$23,454,452	\$19,047,991	\$22,497,755	\$19,132,926
Employees (full-time equivalent)	1,200	1,139	1,122	1,144	1,101
Outputs					
Fixed-route farebox revenue	\$41,038,542	\$42,573,787	\$45,257,369	\$41,202,815	\$45,175,290
Buses assigned (fleet)	483	483	483	483	483
Buses operated	431	421	392	394	343
Bus miles traveled	18,934,841	18,494,513	18,098,521	17,958,867	17,841,677
Transit Plus ridership	1,032,970	1,091,823	1,121,848	1,170,456	1,216,430
Bus hours	1,419,603	1,376,762	1,345,685	1,346,998	1,327,483
Number of revenue passengers	46,627,247	42,531,691	43,165,472	39,405,363	40,175,860
Performance/Fiscal Indicators					
Cost per mile of service	\$6.56	\$6.97	\$7.36	\$7.51	\$7.72
Cost per revenue passenger	\$2.67	\$3.03	\$3.08	\$3.42	\$3.43
Farebox recovery ratio	33.0%	33.0%	34.0%	30.6%	32.8%
Transit Plus van trips/hour	1.98	2.05	2.06	2.13	2.06



PUBLIC WORKS

**Milwaukee County Public Works Department
(Highway Maintenance and Transportation Division)**

**City of Milwaukee Public Works Department
(Infrastructure Division)**

**City of Milwaukee Public Works Department
(Operations Division)**

PUBLIC WORKS

Why is it Important?

Public works represents one of the least glamorous yet vital functions of local government. Encompassing services ranging from trash pick-up to road maintenance to snow plowing, public works services get little attention when performed well, but can cost elected leaders their jobs when done poorly.

In metro Milwaukee, basic public works services are performed by both municipal and county governments. Municipal public works services include local road and bridge maintenance/snow plowing, trash pick-up/recycling, tree planting, boulevard upkeep and sewer repairs. Counties, meanwhile, maintain and plow county trunk and state highways within their jurisdictions.

While public works typically is one of the largest components of municipal budgets, certain public works services recover a significant percentage of their costs from fees, thus reducing the need for property tax levy support. The City of Milwaukee, for example, levies fees for snow and ice, solid waste and sewer maintenance to offset many of the costs associated with snow plowing, garbage/recycling services, leaf pickup and street sweeping. While serving as an important source of revenue for the city, these fees also amplify the demands of citizens for prompt and efficient public works service.

Spending and Performance Trends

Combined spending on public works infrastructure and operations by the City of Milwaukee increased substantially from 2006 through 2008 before declining in 2009 and again in the 2010 budget.¹ At the same time, non-property tax levy revenue (mostly generated from users) sharply increased in 2009. At Milwaukee County, expenditures and revenues varied from year to year but generally remained stable.

City public works outputs remained relatively steady during the 2006-2009 timeframe, though reductions in asphalt patching and bridge inspections did occur in 2009. Those outputs and their impacts should be monitored to determine a possible linkage with budget reductions. On the positive side, the city saw a significant upward trend in local street reconstruction and resurfacing. County outputs, meanwhile, indicate increased activity in terms of rehabilitated lane miles on county trunk highways.

Functional performance and fiscal indicators indicate varied performance. A noticeable upward trend has emerged with regard to budgeted costs recovered by revenue by the city's Operations Division, which in part reflects a decision by city leaders to increase various fees in 2009 and 2010 as a means of offsetting stagnant state revenues and limiting the need to increase property taxes. At Milwaukee County, meanwhile, the ability to recover costs via state aids is beginning to trend downward.

Implications for the Future

In an August 2009 report assessing the city's fiscal condition, the Forum noted that the public works function was one of the few in city government to receive budgetary increases during the previous five years, in large measure because of the ability of city officials to increase user fees to support costs. More recently, city officials have looked to implement new policies for garbage and recycling that are aimed at reducing solid waste volumes as an alternative to simply raising fees.

At Milwaukee County, meanwhile, an emerging downward trend in costs recovered by outside revenue bears watching in light of the county's larger budget challenges, and the debate that has occurred between the county and municipal leaders regarding the county's attention to the condition of county trunk highways. Also, recent reductions in reimbursement by the State of Wisconsin for plowing and maintenance on state highways may negatively impact the county's ability to service those facilities.

Despite the economic downturn and worsening fiscal challenges, the data indicate both governments have been able to sustain their capacity to appropriately perform core public works functions. Whether that overall trend can continue may depend upon political will to enhance fees on users or utilize local tax revenues to replace diminished state or outside resources.

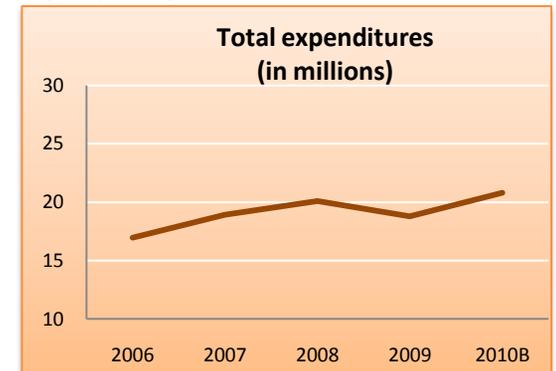
¹In the 2010 budget, the Facilities Development and Management Section was transferred from DPW Operations to DPW Infrastructure. This accounts for the wide swing in employees and expenditures between the two functions in that year. Also, record-setting snowfalls in the winter of 2008-09 contributed significantly to high actual spending amounts in those years.

PUBLIC WORKS

Milwaukee County DPW (Highway Maintenance and Transportation)

	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$16,963,981	\$18,910,890	\$20,091,960	\$18,779,073	\$20,794,685
Total property tax levy	-\$10,964	\$412,975	\$583,692	\$493,642	\$1,074,950
Employees (full-time equivalent)	138	132	130	148	137
Outputs					
State revenue/reimbursement	\$14,316,821	\$16,248,946	\$17,160,087	\$16,447,883	\$17,484,726
Lane miles reconstructed	1	1	2	2	-
Lane miles rehabilitated	13.5	14.5	20.0	31.5	-
Bridges rehabilitated/replaced	2	2	4	2	-
Asphalt patching used (tons)	134	285	126	227	-
Performance/Fiscal Indicators					
% Costs reimbursed by state	84.4%	85.9%	85.4%	87.6%	84.1%
% Deficient bridges	20.0%	18.5%	17.0%	15.0%	-
Man hours for mowing/vegetation control	556	513	1,624	1,744	-

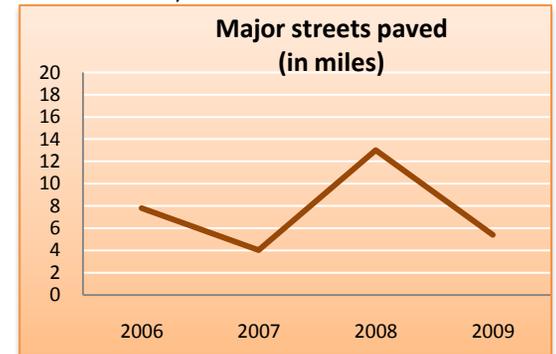
Mission: Highway Maintenance will strive to provide the highest level of service and maintenance on expressways and state and county trunk highways within Milwaukee County so that drivers have access to safe, usable roadways at the lowest possible cost. The mission of the Transportation Services is to provide cost-effective planning, design and implementation services necessary to maintain and enhance the safety and efficiency of the County's highways, bridges, and traffic control facilities.



City of Milwaukee DPW (Infrastructure)

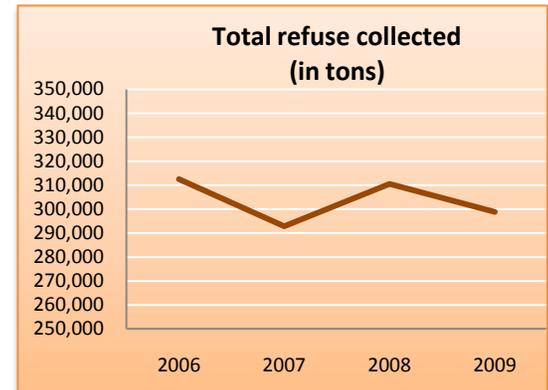
	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$24,273,837	\$25,001,995	\$27,930,801	\$29,678,155	\$33,656,488
Locally allocated public resources	\$19,853,283	\$21,843,204	\$23,890,210	\$25,486,124	\$30,005,488
Employees (full-time equivalent)	484	492	493	490	597
Outputs					
Major streets paving (miles)	7.81	4.01	13.01	5.40	-
Asphalt patching/pot holes (tons)	10,344	10,560	14,900	10,700	-
Bridges inspected	195	83	149	75	-
Sewer service backups	40	42	47	28	-
Street flooding complaints	4,810	3,366	7,238	3,690	-
Sewers examined (miles)	96.2	92.0	157.0	160.0	-
Sewers cleaned (miles)	394.0	331.0	539.0	583.0	-
Performance/Fiscal Indicators					
Street reconstruction and resurfacing (miles)	4.9	5.8	9.9	9.8	-
Sewer service backups per 1,000 residents	0.07	0.07	0.08	0.05	-
Street flooding complaints per 1,000 residents	8.0	5.6	12.0	6.1	-

Mission: The mission of the Infrastructure Division is to promote the health, safety, mobility, and quality of life for all City of Milwaukee residents and visitors by providing safe, attractive, and efficient surface infrastructure systems.



City of Milwaukee DPW (Operations)	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$80,228,143	\$86,685,441	\$96,866,680	\$88,075,834	\$70,533,610
Locally allocated public resources	\$38,664,188	\$46,870,375	\$54,323,980	\$31,030,827	\$10,829,810
Employees (full-time equivalent)	858	885	921	874	724
Outputs					
Departmental revenue	\$41,563,955	\$39,815,066	\$42,542,700	\$57,045,007	\$59,703,800
Total residential refuse collected (tons)	312,451	292,775	310,517	298,780	-
Total residential recycling collected (tons)	25,300	23,716	22,937	21,862	-
Leaves & yardwaste collected & composted (tons)	24,407	21,773	28,077	27,487	-
Service requests-forestry related	14,702	21,297	19,906	17,365	-
Repair orders-fleet services	28,738	31,110	33,446	23,160	-
Total vehicles serviced	2,679	2,604	2,597	2,618	-
General snow plowings	3	7	9	3	-
Ice control operations	22	55	63	37	-
Performance/Fiscal Indicators					
% Costs recovered by revenue	51.8%	45.9%	43.9%	64.8%	84.6%
Tons of refuse collected per city resident	0.52	0.49	0.51	0.49	-
Calls for missed garbage collection	9,714	10,961	10,386	6,859	-
% Nuisance litter removal completed in 4 days	-	76.0%	72.0%	74.0%	-

Mission: The mission of the Operations Division is to improve the safety, cleanliness, and sustainability of Milwaukee neighborhoods and the environment.



CITY DEVELOPMENT AND NEIGHBORHOODS

**Department of City Development
City of Milwaukee Neighborhood Services**

CITY DEVELOPMENT AND NEIGHBORHOODS

Why is it Important?

Most citizens expect their municipal governments to establish and maintain the physical conditions necessary to create attractive and vibrant neighborhoods. Many municipal governments provide basic economic development and neighborhood services that – combined with public works and public safety services – can help accomplish that goal. Failure to properly perform those services can lead to physical decay – such as boarded-up buildings and litter-strewn yards – that results in a diminished sense of community, decreased property values and increased crime.

In the City of Milwaukee, economic development services are performed by the Department of City Development (DCD). DCD has a wide range of responsibilities aimed at increasing investment and economic vitality throughout the city, including neighborhood and master planning, business and development assistance, and construction/remodeling permit processing.

Meanwhile, services related to neighborhood appearance – such as enforcement of building and property codes and nuisance control services – are performed by the Department of Neighborhood Services (DNS).

Together, these services form the backbone of Milwaukee's efforts to attract new residents and businesses and ensure that those who have invested in the city's neighborhoods and business districts can flourish.

Spending and Performance Trends

While fiscal data indicate DCD enjoyed a substantial increase in expenditures from 2006-2009, that increase does not reflect greater spending on services. Instead, it largely reflects a shift in DCD's revenue support from Tax Incremental District funding to tax levy. A better indicator of DCD's fortunes is its number of employees, which trended downward throughout the period (it should be noted that the large drop from 2007-08 resulted from a change in the classification of Housing Authority positions, and that approximately 80 positions in DCD's budget still are linked to the Housing Authority).

DNS, meanwhile, saw a small increase in funding, though budgeted employees increased sharply in 2010, in part from a new Vacant Building Registration program.

Data trends show that DCD's outputs plummeted in 2008/09, which is not surprising given the economic downturn. Limited performance/fiscal indicators were available.

DNS saw relatively steady outputs throughout the period, with the exception of a sharp increase in 2009 in orders issued to correct code violations, which may have resulted from increased nuisance abatement activities. With regard to performance, DNS showed an increase in productivity by employees in terms of issuing orders, though its percentage of costs recovered from charges and fees decreased from 2006 to 2009.

Implications for the Future

While the consequences of recession and Milwaukee's status as the nation's fourth most-impooverished city might suggest the need for greater investment in economic development activities and staff, the city's budget challenges have made it difficult even to maintain the status quo. Though it is not clear that investing more resources in DCD *will* lead to more job creation, officials may need to revisit DCD's appropriate role in economic development in the face of resource limitations.

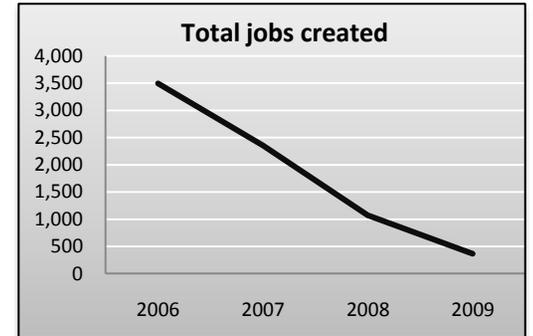
The recession also has created more responsibility for DNS in light of the huge increase in foreclosed properties and greater potential for neighborhood decay. DNS will benefit from an influx of federal Neighborhood Stabilization Program (NSP) dollars in 2011, and its ability to keep up with demand for its services may continue to be linked to availability of outside resources. DCD also will continue to be challenged by the impacts of recession as it grapples with several NSP-related activities and foreclosed homes turned over to the city.

As the Forum noted in its August 2009 report on city finances, Milwaukee's ability to maintain funding for non-public safety services is likely to remain a big challenge, particularly as stimulus dollars disappear and state budget problems worsen. Consequently, city leaders may need to carefully consider economic development and neighborhood services program outcomes as tools for determining where to invest scarce resources in those areas.

CITY DEVELOPMENT AND NEIGHBORHOODS

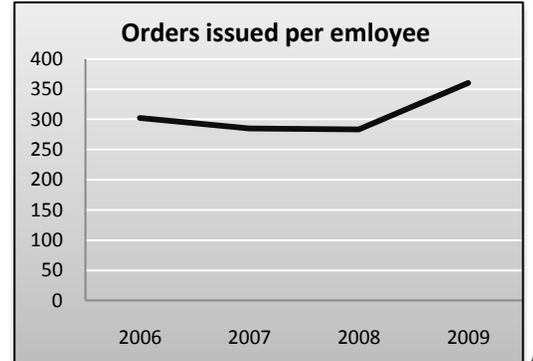
Department of City Development	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$3,434,378	\$3,428,309	\$3,918,972	\$4,787,666	\$3,946,428
Locally allocated public resources	\$1,797,110	\$1,854,786	\$2,509,479	\$3,841,007	\$2,945,428
Employees (full-time equivalent)	224	240	159	148	144
Outputs					
Construction/remodeling permits issued	43,744	47,677	33,973	33,186	-
Jobs created	3,494	2,354	1,073	366	-
Jobs retained	9,182	2,092	2,103	888	-
New housing units	982	1,037	196	527	-
Private investment assoc. w/ depart. activity*	\$984,000,000	\$533,000,000	\$398,000,000	\$174,000,000	-
Performance/Fiscal Indicators					
Operating expenditures per city resident	\$5.70	\$5.69	\$6.50	\$7.92	-

Mission: The mission of the Department of City Development is to improve the quality of life in Milwaukee by guiding and promoting development that creates jobs, builds wealth and strengthens the urban environment, and at the same time respects equity, economy and ecology.



City of Milwaukee Neighborhood Services	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$14,013,670	\$13,878,879	\$14,534,520	\$15,524,383	\$14,117,724
Employees (full-time equivalent)	182	185	183	185	197
Outputs					
Charges and fees	\$14,427,119	\$15,926,839	\$15,259,298	\$15,126,495	\$15,052,315
Building inspection complaints reported	34,431	33,576	34,161	35,940	-
Building inspection orders issued	54,976	52,729	51,760	66,559	-
Performance/Fiscal Indicators					
% Costs recovered by charges and fees	103.0%	114.8%	105.0%	97.4%	106.6%
Orders issued per employee	302.3	285.2	283.4	360.6	-
Operating expenditures per city resident	\$23.25	\$23.03	\$24.09	\$25.70	-

Mission: By protecting the value of investments in neighborhoods and properties, Department of Neighborhood Services supports the community goals of building safe and healthy neighborhoods and increasing investment and economic vitality throughout the city.



Notes

*2006 number spiked up because of the Columbia/St. Mary's Hospital project (\$417 million investment).

PARKS AND RECREATION

PARKS AND RECREATION

Why is it Important?

Milwaukee County's Department of Parks, Recreation and Culture administers and operates the Milwaukee County Park System. The system consists of approximately 15,000 acres of parkland that includes 150 parks, 15 golf courses, nine outdoor pools, three family aquatic centers, two indoor pools, five beaches, and numerous picnic areas, pavilions, and athletic fields. Also included are area landmarks such as the Mitchell Park Domes, Boerner Botanical Gardens, McKinley Marina, Wehr Nature Center, and the 108-mile Oak Leaf Trail.

In addition to maintaining this large array of properties and facilities, the parks department operates or oversees dozens of recreational programs and activities that include 182 organized sports leagues and a variety of community wellness and environmental education programs. Finally, with the help of a variety of "friends" organizations, the parks system assists with or hosts countless events such as the U.S. Bank Fireworks, the Milwaukee Air and Water Show, kite festivals, numerous concerts, and athletic tournaments.

Because of its size and variety, the Milwaukee County Park System has long been considered one of the country's premiere urban park systems. In fact, the system recently received the National Gold Medal for Excellence from the American Academy for Parks and Recreation Administration and the National Recreation and Park Association.

Spending and Performance Trends

Expenditures on parks and recreation by Milwaukee County increased between 2006 and 2008 before declining in 2009 and rebounding slightly in the 2010 budget. Departmental revenue — mostly from users — varied during the period, while the county's property tax commitment has been level after a 2007 increase. The parks department's FTE positions were level during the first four years of the period (a significant decline in 2007 was largely attributable to a restructuring initiative that subsequently was reversed) before declining in the 2010 budget.

While both expenditures and user-based revenues largely have been steady, the use of certain park amenities has varied. Park facilities, marina slips, and golf courses were used less in 2010 than in 2006. Those decreases could be attributed to many variables, including the economic downturn and poor weather. Meanwhile, the system experienced an increase in pool visitors, athletic league participation and visits to the Domes (following a substantial renovation in 2008).

Finally, the department's ability to recover costs from non-county revenue varied over the period, but was nearly five percentage points lower in 2009 than in 2006. Because of the impacts of weather on revenue generation performance, it is difficult to read deeper meaning into that trend.

Implications for the Future

Increasing fringe benefit charges have jeopardized the department's ability to maintain staffing levels without increased funding, and this dynamic partially explains the sharp decrease in FTEs in 2010. A key question is whether the staffing levels necessary to appropriately maintain the system's wide range of amenities can be retained in the face of fiscal challenges, or whether the county may need to consider shrinking the system's size. Other options advocated by some elected officials are to provide the parks with a dedicated sales tax and/or a separate parks district, but those proposals have not advanced.

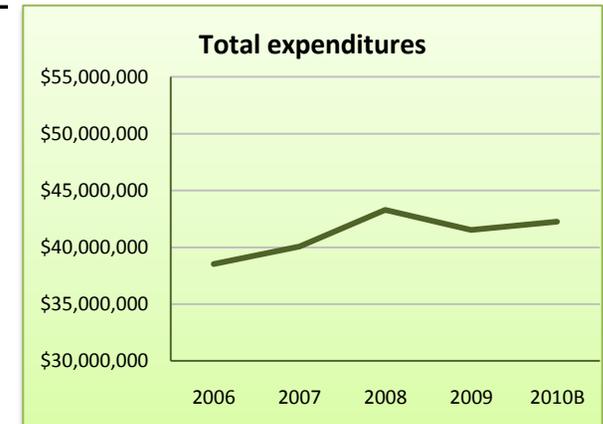
With regard to usage, county administrators have suggested closing poorly attended neighborhood pools and replacing them with a smaller number of regional water parks. Some movement has taken place recently in that direction. Discussion also has occurred regarding the possible closure of some of the county's smaller par three golf courses, but no action has been taken, with the exception of the closure of one such course in 2005.

Meanwhile, aided by "friends" groups and numerous private partners, the department has revitalized Bradford Beach, the Urban Ecology Center, North Point Lighthouse, Milwaukee Sailing Center, the Milwaukee County Sports Complex, and Hoyt Pool (in progress), among other amenities. These types of partnerships may prove increasingly critical if current financial challenges continue.

PARKS AND RECREATION

Mission: Milwaukee County Department Parks, Recreation and Culture, an operating unit of Milwaukee County Government, provides quality of life experiences to Milwaukee County residents. This is accomplished through environmental and community stewardship and through the operation and maintenance of parks and facilities by a reliable, diverse and well-trained workforce/management team. Efficient, effective, and affordable recreational opportunities are provided by the department, often in collaboration with the community and designed to meet the diverse needs of its residents.

Parks and Recreation	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$38,518,234	\$40,064,280	\$43,282,840	\$41,526,592	\$42,251,570
Total property tax levy	\$20,324,589	\$23,451,299	\$23,661,369	\$23,825,511	\$23,480,891
Employees (full-time equivalent)	548	486	542	548	510
Outputs					
Departmental revenue	\$18,193,645	\$16,612,981	\$19,621,471	\$17,701,081	\$18,770,679
Total facility rentals*	6,915	5,995	5,146	5,093	5,296
Marina slip rentals	679	683	677	644	645
Special events permits	273	243	259	267	272
Rounds of golf*	393,533	375,881	345,868	340,732	314,350
Pool visits*	283,475	265,770	204,199	251,447	345,472
Number of visits-Mitchell Park Domes	163,936	146,963	92,138	184,461	-
League participants	8,100	8,300	9,400	10,200	11,300
Performance/Fiscal Indicators					
Expenditures per county resident	\$40.44	\$42.08	\$45.37	\$43.28	-
% Costs recovered by revenues	47.2%	41.5%	45.3%	42.6%	44.4%



Notes

*2010 facility rentals, rounds of golf, and pool visits are year-to-date.

CULTURE AND ENRICHMENT

Milwaukee Public Library
Milwaukee Public Museum
Milwaukee County Zoo

CULTURE AND ENRICHMENT

Why is it Important?

Both the City of Milwaukee and Milwaukee County own or at least partially fund significant cultural institutions. The largest and most prominent of these assets include the Milwaukee Public Library, Milwaukee Public Museum and Milwaukee County Zoo.

Each of these public institutions provides its own unique set of opportunities to residents and visitors. The Public Library provides research tools for local students, educational programs for children, and computers for those without internet access. The Milwaukee Public Museum owns its own collections, offers educational programs, and hosts national traveling exhibits such as *Body Worlds 1* and *Titanic: The Artifact Exhibition*. The Milwaukee County Zoo offers highly regarded animal exhibits, visitor experiences, and educational programs. While not necessarily considered core government functions, the Museum building and Zoo grounds are owned by Milwaukee County, and the county accordingly has played a prominent role in funding their operations.

Although distinct, each of these institutions has contributed to the region's quality of life by providing cultural, educational, and entertainment opportunities to both residents and visitors. In fact, these institutions served more than four million visitors in 2009, indicating their substantial role in the region's cultural fabric.

Spending and Performance Trends

The Milwaukee Public Library experienced steady actual expenditure levels from 2006 to 2009 before experiencing a significant decrease in the 2010 budget. Expenditures on the zoo varied but remained relatively steady during the period, while public expenditures on the museum were largely constant in light of a long-term letter of agreement with Milwaukee County. The library's revenue declined in 2008 and 2009, while revenues at the museum and zoo varied.

Attendance levels at the three institutions have been relatively stable, though the zoo and library saw slight decreases in 2009, and the museum saw sizable increases in the past two years. This boost was largely attributed to blockbuster traveling exhibits, which also may have contributed to increases in IMAX theatre attendance. While the library saw a slight decline in total visitors, program attendance, circulation, and computer usage all have increased since 2006.

Actual performance and fiscal indicators for the three institutions from 2006 to 2009 varied. For example, average revenue per visitor at the museum declined, while zoo cost recovery increased slightly. Annual changes may have been influenced by capital improvements or new exhibits, while weather also may have contributed to annual variations at the zoo.

Implications for the Future

The three institutions face several potential challenges. First, the Milwaukee County Zoo is the only one to see its public expenditures increase, as the museum is locked into a level funding agreement with the county and the library struggles to compete with higher priority public safety services in the city budget. Second, past reports by the Public Policy Forum have shown that county-funded cultural institutions have struggled to undertake needed maintenance and capital improvements. Enhanced private contributions have helped address capital needs, but an inability to frequently enhance the attractiveness of facilities may impact patronage.

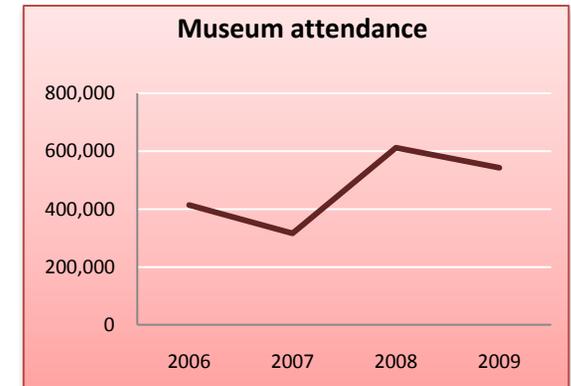
In spite of these challenges, there have been positive trends. For example, the Milwaukee Public Museum has successfully increased its attendance and total assets. This is particularly impressive because of a near financial collapse in 2005. Additionally, despite a smaller collection, reduced operating hours, and fewer employees, the Milwaukee Public Library's program attendance, circulation, and computer usage have increased.

Overall, while these institutions appear to be holding their own, long-term stability is not guaranteed. Efforts to increase efficiency and raise private funds have been successful, but there may be limits to those strategies, particularly if philanthropic capacity permanently declines from the economic downturn.

CULTURE AND ENRICHMENT

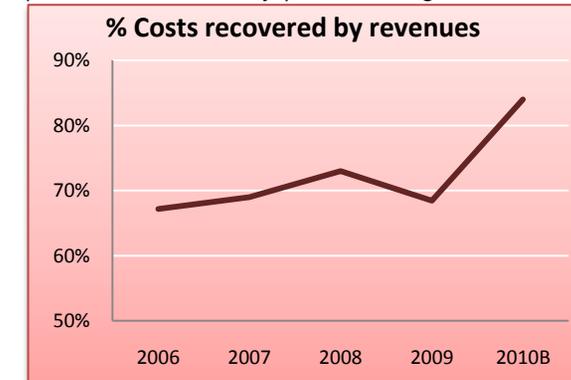
Milwaukee Public Museum	2006	2007	2008	2009	2010B
Inputs					
Total property tax levy	\$3,502,376	\$3,327,257	\$3,502,376	\$3,502,376	\$3,502,376
Employees (full-time equivalent)	120	117	118	119	-
Outputs					
Departmental revenue	\$14,485,505	\$12,107,988	\$20,700,919	\$16,661,465	-
Museum attendance	414,320	315,882	611,836	542,626	-
IMAX attendance	172,933	181,661	220,354	210,274	-
Performance/Fiscal Indicators					
Average total revenue per visitor	\$24.67	\$24.34	\$24.88	\$22.13	-
Property tax levy per visitor	\$8.45	\$10.53	\$5.72	\$6.45	-

Mission: The Milwaukee Public Museum inspires curiosity, excites minds and increases desire to preserve and protect our world's natural and cultural diversity through exhibitions, educational programs, collections and research.



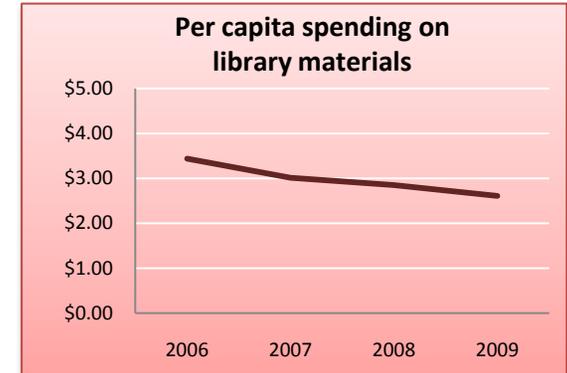
Milwaukee County Zoo	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$20,701,413	\$21,487,583	\$23,780,814	\$22,160,966	\$23,657,992
Total property tax levy	\$6,789,837	\$6,667,612	\$6,421,089	\$6,991,762	\$3,786,224
Employees (full-time equivalent)	253	250	246	252	256
Outputs					
Departmental revenue	\$13,911,576	\$14,819,971	\$17,359,725	\$15,169,204	\$19,871,768
Zoo attendance	1,304,083	1,297,841	1,314,283	1,291,242	-
Total specimens	1,831+	1,916+	2,234	-	-
Group events	582	576	603	-	-
Performance/Fiscal Indicators					
% Costs recovered by revenues	67.2%	69.0%	73.0%	68.5%	84.0%
Operating expenditures per county resident	\$21.74	\$22.57	\$24.93	\$23.10	-
Operating expenditures per visitor	\$15.87	\$16.56	\$18.09	\$17.16	-

Mission: The Milwaukee County Zoo will inspire public understanding, support and participation in global conservation of animal species and their environment by creating a unifying bond between our visitors and the living earth and provide an environment for personal renewal and enjoyment for our guests...



Milwaukee Public Library	2006	2007	2008	2009	2010B
Inputs					
Total operating expenditures	\$23,662,271	\$23,322,388	\$23,260,621	\$23,032,140	\$20,133,502
Locally allocated public resources	\$21,770,295	\$21,434,740	\$21,817,498	\$21,550,584	\$18,626,502
Employees (full-time equivalent)	357	325	318	294	313
Outputs					
Departmental revenue	\$1,891,976	\$1,887,648	\$1,443,123	\$1,481,556	\$1,507,000
Hours of operation	33,218	34,302	34,372	32,608	-
Collection size	3,018,232	2,828,429	2,848,244	2,756,141	-
Public computers	495	490	505	505	-
Total reference questions answered	1,214,726	1,142,083	1,160,873	584,416	-
Program attendance (children and adults)	84,110	98,386	99,855	98,924	-
Library visitors	2,469,423	2,431,604	2,466,608	2,459,129	-
Items checked out	2,807,156	2,718,036	2,880,433	3,034,805	-
Hours of in-library public computer use	475,767	505,079	522,933	527,205	-
Performance/Fiscal Indicators					
Per capita spending on library materials	\$3.44	\$3.01	\$2.85	\$2.61	-
Materials per resident served	5.08	4.69	4.73	4.57	-

Mission: The Milwaukee Public Library provides materials, services and facilities for all citizens of Milwaukee and others in order to meet present and future informational needs and raise the level of civilization in Milwaukee.



GLOSSARY OF KEY TERMS

GLOSSARY OF KEY TERMS

General notes on data collection

In compiling this report, the Public Policy Forum attempted, to the greatest extent possible, to gather data from resources readily available to the public. Government budget documents and comprehensive annual financial reports (CAFRs) – which typically are found on government websites – were most often utilized. When sufficient data required to meet the objectives of the report were not available from publicly available resources, we contacted the appropriate local government agencies and departments to request additional information. A full compilation of data sources and notes is included as an Appendix to this report.

Data in this report for the 2006-2009 timeframe reflect actual amounts. Data for 2010 reflect budgeted amounts unless otherwise indicated. In those instances in which data rows are left blank, the likely cause was unavailability of data from the relevant agency.

Key terms

Total operating expenditures: Refers to total appropriations provided for departmental services and activities. Expenditures are limited to costs included in each entity’s operating budget and do not include items included in capital budgets. In compiling information on operating expenditures, at times we were required to adjust budget figures to ensure consistency throughout the 2006-2010 timeframe. For example, in 2006 and 2007, county costs for indirect central services were abated by departments and budgeted centrally. This methodology changed in 2008, removing abatements so that indirect central service costs remained in individual departmental budgets. Indirect central service costs, previously abated, have been added back to 2006 and 2007 direct expenditure amounts to allow for appropriate comparison with subsequent years.

Departmental revenue: Refers to revenue specifically designated for or generated by a department to help support operating expenditures. This revenue may include intergovernmental revenue, charges for services, forfeitures, fees, etc. Property tax levy allocated to individual departments is not included in this definition. Some departments or agencies generate revenue that exceeds the need of the individual department, in which case the surplus revenue typically is allocated to other departments or to the general fund. Such entities do not require property tax levy or other locally allocated public funding to support operating expenses.

Property tax levy: Property tax levy amounts are cited for those Milwaukee County departments that require property tax levy to support operations. The property tax levy amount equals the difference between total operating expenditures and departmental revenues, and it reflects the property tax levy amount reported in the department’s annual budget narrative. It is important to note, however, that if added together, the total aggregate property tax levy for all county departments in a given year would exceed the total property tax levy cited in the county budget. That is because other revenues ultimately offset the aggregate property tax levy amounts allocated to county departments. These offsetting revenues include, but are not limited to, sales tax revenue, state shared revenue, prior-year surpluses/deficits, earnings on investments, etc. In this report, the term “property tax levy” that is used for Milwaukee County departments is largely equivalent to the term “locally allocated public resources” that is used for City of Milwaukee departments.

Locally allocated public resources: Locally allocated public resource amounts are cited for those City of Milwaukee departments and operations that require such resources to support operations. This amount equals the difference between each city department's total operating expenditures and its departmental revenues, and it includes all support allocated to the department beyond that specifically designated for or generated by that department. Such resources may include property tax revenue, state shared revenue, transfers from the stabilization fund, and other flexible revenues raised by city government that are allocated by city officials as they see fit as part of the annual budget. In this report, "locally allocated public resources" are largely equivalent to "property tax levy" cited for county departments.

Employees (full-time equivalent): A standard measure for the number of employee positions allocated and funded within a department or agency in a given budget year. Full-time equivalent positions reflect a standardized number of work hours per position. Given this standardization, there may be a greater number of actual people working within a department than the number of full-time equivalent positions. For example, two part-time workers working half-days would be aggregated as one full-time equivalent position. It should be noted that the number of employees cited typically refers to the number working directly for the department or agency, but does not include employees of entities under contract with the department or agency to provide services on its behalf (an exception is the employees listed under the Milwaukee County Transit System, all of whom are employed by a private, not-for-profit company that contracts with Milwaukee County). Also, the number of positions reported for City of Milwaukee departments includes all positions within that department, whether funded with operating and maintenance funds or supported by other funds. However, the operating expenditures reported for each city department reflect only the cost of operating and maintenance positions. The majority of city positions, roughly 88%, are supported by operating and maintenance funding.

Population estimates: Population estimates were obtained from the U.S. Census and include all Milwaukee County residents for county department indicators, and all City of Milwaukee residents for city department indicators, unless otherwise noted.

APPENDIX – DATA SOURCES AND NOTES

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Regional Infrastructure Services	Source	Notes
Airports		
Inputs		
Total operating expenditures	County Budget	County airports do not receive property tax levy support
Employees (full-time equivalent)	County Budget	
Outputs		
Departmental revenue	County Budget	Includes revenue from airline fees, parking, concessions, and other revenue
Mitchell enplaned passengers	Mitchell Statistics	
Total air freight in pounds	Mitchell Statistics	
Timmerman total aircraft operations	Mitchell Statistics	
Performance/Fiscal Indicators		
Expenditures per enplaned passenger	Calculated	
Milwaukee Water Works		
Inputs		
Total operating expenditures	City Budget	Water Works does not receive property tax levy support for operations
Employees (full-time equivalent)	City Budget	
Outputs		
Departmental revenue	City Budget; 2010 figure provided by the department	Water Works departmental revenue is largely made up of user fees but includes some non-operating revenue as well. The 2010 figure is an updated projection provided by the department, as opposed to a 2010 budgeted amount.
Gallons sold (millions)	City CAFR	
Gallons pumped (millions)	City CAFR	
Miles of water mains replaced	Department Request	
Performance/Fiscal Indicators		
% of breaks repaired within 24 hours	Department Request	
Time water mains out of service-repair (hrs.)	Department Request	
% Days compliance w/ Safe Drinking Water Act	Department Request	
No. of substantiated water quality complaints	Department Request	

Regional Infrastructure Services (cont.)	Source	Notes
Milwaukee Metropolitan Sewerage District		
Inputs		
Total operating expenditures	MMSD request	MMSD does not receive property tax levy support for operations but does for capital
Employees (full-time equivalent)	MMSD CAFR; 2010 figure provided by MMSD	
Outputs		
Departmental revenue*	MMSD request	Includes user fees, milorganite sales, and other revenue. Does not include prior year surplus revenue.
Wastewater treated (millions of gallons)	MMSD CAFR	
Household hazardous waste collected (lbs)	MMSD CAFR	Does not include medicine collection.
Milorganite sold (tons)	MMSD CAFR	
Percentage of biosolids beneficially reused	MMSD Request	
Outreach activities	MMSD Request	
Participants at outreach activities	MMSD Request	The 2006 participants include visitors to the UW Extension rain garden area at the Wisconsin State Fair and radio interview events.
Rain barrels sold	MMSD Request	
Performance/Fiscal Indicators		
Tax rate per \$1,000 equalized property**	MMSD CAFR; 2010 figure provided by MMSD	
Operating expenditures per resident	Calculated	Residents constitute the "total district population" as provided by MMSD in its annual financial reports.
Percentage of treatment capacity utilized	MMSD CAFR	
Volume of overflows (millions of gallons)	MMSD Website	
Overflow events	MMSD CAFR	
Port of Milwaukee		
Inputs		
Total operating expenditures	City Budget	Port of Milwaukee does not receive property tax revenue
Employees (full-time equivalent)	City Budget	
Outputs		
Departmental revenue	City Budget	Includes mostly user fees
Dry bulk tonnage	Annual Report/Request	
General cargo tonnage	Annual Report/Request	
Grains tonnage	Annual Report/Request	
Liquid bulk tonnage	Annual Report/Request	
Total metric tonnage	City CAFR	
Total inbound tonnage sailings	Department Request	
Total outbound tonnage sailings	Department Request	
Performance/Fiscal Indicators		
Operations expenditures per metric ton	Calculated	
Departmental revenue per metric ton	Calculated	

Public Safety	Source	Notes
Milwaukee County Sheriff		
Inputs		
Total operating expenditures	County Budget	Prior to 2009, the House of Corrections was a separate budget unit. 2006-2008 figures have been adjusted to be comparable.
Total property tax levy	County Budget	
Employees (full-time equivalent)	County Budget	
Sworn officers (full-time equivalent)	Department Request	
Expressway Patrol sworn officers (full-time equivalent)	Department Request	
Outputs		
Traffic citations	County CAFR	
Auto accidents reported/investigated	County CAFR; 2008 figure provided by department	
Writs of restitutions (evictions)	County CAFR	
911 phone calls received	County CAFR; 2007 and 2008 figures provided by department	
Total custodial population	County Budget	Includes both pre-trial and sentenced offenders housed in sheriff facilities.
Performance/Fiscal Indicators		
Process inmate through booking (hours)	Department Request	
Traffic citations per patrol officer	Calculated	Traffic citations per Expressway Patrol sworn officers (full-time equivalent)
Daily cost of housing an inmate	Department Request	
% levy dedicated to detention division	Calculated	
Operating expenditures per resident	Calculated	
Milwaukee Police Department		
Inputs		
Total operating expenditures	City Budget	
Locally allocated public resources	Calculated	
Employees (full-time equivalent)	City Budget	
Sworn officers (full-time equivalent)	Department Request	
Outputs		
Dispatched assignments	City CAFR	
Traffic citations	City CAFR	
Total violent crime	Annual Report	
Total property crime	Annual Report	
Performance/Fiscal Indicators		
Traffic citations per sworn officer	Calculated	
Homicide clearance rates	City CAFR	
Operating expenditures per resident	Calculated	
Sworn officers per 1,000 city residents	Calculated	

Public Safety (cont.)	Source	Notes
Milwaukee Fire Department		
Inputs		
Total operating expenditures	City Budget	
Locally allocated public resources	Calculated	
Employees (full-time equivalent)	City Budget	
Sworn emergency personnel (FTE)	Department Request	
Outputs		
Medical emergency assists	City CAFR	
Fires extinguished	City CAFR	
Civilian fire deaths	City CAFR	
Total fire responses	Annual Report/Request	
Total rescues responses	Annual Report/Request	
EMS transports	Annual Report/Request	
Smoke detectors installed	Annual Report/Request	
Performance/Fiscal Indicators		
% Emergency calls responded in 5 min	City Budget	
Operating expenditures per resident	Calculated	
Sworn personnel per 1,000 residents	Calculated	
Judicial System		
District Attorney		
Inputs		
Total county operating expenditures	County Budget	
Total property tax levy	County Budget	
Employees (full-time equivalent)	County Budget	
Outputs		
Total revenue	Department Request	
Cases referred	Department Request	
Cases charged	Department Request	
Cases not processed	Department Request	
Performance/Fiscal Indicators		
Conviction rate on felony drug cases	Department Request	

Judicial System (cont.)	Source	Notes
Milwaukee County Courts		
Inputs		
Total county operating expenditures	County Budget	
Total property tax levy	County Budget	
Employees (full-time equivalent)	County Budget	
Outputs		
Net cases filed	Annual Report	
Net cases disposed	Annual Report	
Total pending civil cases	Annual Report	
Total pending criminal cases	Annual Report	
Jury panels used	Annual Report	
Verdicts in jury cases	Annual Report	
Total appeals cases filed	Annual Report	
Divorces granted	Annual Report	
Performance/Fiscal Indicators		
Median age of total cases at disposition (days)	WI Court System Website	
Median age of total pending cases (days)	WI Court System Website	
% Pending civil cases filed 1 year prior	Annual Report	
% Pending criminal cases filed 1 year prior	Annual Report	
City of Milwaukee Municipal Court		
Inputs		
Total operating expenditures	City Budget	
Employees (full-time equivalent)	City Budget; 2009 figure provided by city budget office	
Outputs		
Forfeiture revenue	City Budget	
Traffic cases filed	Municipal Court Website	
Adult municipal cases filed	Municipal Court Website	
Juvenile municipal cases filed	Municipal Court Website	
Total intake appearances (cases)	Municipal Court Request	
Total walk-in appearances (cases)	Municipal Court Request	
Total trial appearances (cases)	Municipal Court Request	
Total appearances (cases)	Municipal Court Request	
Performance/Fiscal Indicators		
Operating expenditures per appearance	Calculated	
% non-priority cases tried w/in 90 days of intake	Department Request	

Health and Human Services	Source	Notes
City Health Department		
Inputs		
Total operating expenditures	City Budget	
Locally allocated public resources	Calculated	
Employees (full-time equivalent)	City Budget	
Outputs		
Individuals immunized*	Department Request	
Restaurants inspected	Department Request	
Intensive home visiting program visits	Department Request	
Lead inspections	Department Request	Includes primary and secondary programs
Lead abatement expenditures	Department Request	
Performance/Fiscal Indicators		
% MPS students immunized	Department Request	Includes students who are immunized by 60th day of school
% of Intensive Home Visit low birth weight	Department Request	Refers to intensive home visit program participants who had low birth weight babies
% of children with elevated blood levels	Department Request	
Behavioral Health		
Inputs		
Total operating expenditures	County Budget	County Health Programs Division was moved to BHD in 2009. The 2009-2010 figures do not include CHP for accurate comparison
Total property tax levy	County Budget	
Employees (full-time equivalent)	County Financial Systems	
Outputs		
Acute adult inpatient admissions	County CAFR	
Psychiatric Crisis Services (PCS) admissions	County CAFR	
Community support program patients served	County CAFR	
Targeted case management patients served	County CAFR	
AODA intake assessments	County CAFR	
Performance/Fiscal Indicators		
Hospital transfer wait list events	BHD Report*; 06 Dept Request	Refers to incidences in which private hospital unable to transfer patient to BHD due to lack of bed space.
Total persons wait listed	BHD Report*; 06 Dept Request	Refers to incidences in which private hospital unable to transfer patient to BHD due to lack of bed space.
Comm. support prog. consumer satisfaction	Department Request	
Targeted case mngmt consumer satisfaction	Department Request	
30 day alc/drug abstinence rate	Department Request	

Health and Human Services (cont.)	Source	Notes
Aging Programs and Services		
Inputs		
Total operating expenditures	County Budget	Includes both Department of Aging and Family Care programs
Total property tax levy*	County Budget	Family Care generally is not supported with property tax revenue
Employees (full-time equivalent)	County Financial Systems	
Outputs		
Senior meals program, congregate	County CAFR; 2006, Aging Dept.	Refers to meals offered to seniors in groups
Family Care new enrollees	06-07 Dept Request; 08-09 CAFR	
Family Care continual enrollees	06-07 Dept Request; 08-09 CAFR	Includes Elder Abuse and Adult Protective Services.
Long-term care referrals	Department Request	
Performance/Fiscal Indicators		
Average cost/meal in senior meals program	Calculated	
Expenditures per Family Care enrollee	Calculated	Care Management Organization expenditures per enrollee
Delinquency Services		
Inputs		
Total operating expenditures	County Budget	
Total property tax levy	County Budget	
Employees (full-time equivalent)	County Financial Systems	
Outputs		
Juvenile detention admissions	Department Request	
Diversion cases	Department Request	Refers to delinquent youth diverted from to detention to alternative programming
Ave. daily juvenile detention population	Department Request	
Ave. daily youth in non-detention	Department Request	
Ave. daily youth housed in state corrections	Department Request	
Performance/Fiscal Indicators		
% of youth aging out with no reoffense	Department Request	Refers to percent of youth served by county who reach 18 with no reoffense
% of youth aging out with one reoffense	Department Request	Refers to percent of youth served by county who reach 18 with one reoffense

Health and Human Services (cont.)	Source	Notes
Disabilities Services		
Inputs		
Total operating expenditures*	County Budget	
Total property tax levy	County Budget	
Employees (full-time equivalent)	County Financial Systems	
Outputs		
Adults served	Department Request	Adults with both developmental and physical disabilities.
Children served	Department Request	
Resource Center contacts/services provided	Department Request	
Performance/Fiscal Indicators		
Cost per Resource Center contact	Calculated	
Cost per child served	Calculated	Cost includes Birth to Three, Children's Long Term Support, and Family Support.
Milwaukee County Transit System		
Inputs		
Total operating expenditures	County Budget	
Total property tax levy	County Budget	
Employees (full-time equivalent)	Department Request	Milwaukee Transport Services Inc. employees
Outputs		
Fixed-route farebox revenue	County MuniCast System	Does not include Transit Plus revenue
Buses assigned (fleet)	County Budget	
Buses operated	County Budget; 2007 figure provided by department	
Bus miles traveled	County Budget	
Transit Plus ridership	County Budget	
Bus hours	County Budget	
Number of revenue passengers	County Budget	
Performance/Fiscal Indicators		
Cost per mile of service	County Budget	
Cost per revenue passenger	County Budget	
Farebox recovery ratio	County Budget; 2006 figure provided by department	
Transit Plus van trips/hour	County Budget	

Public Works	Source	Notes
Milwaukee County-Public Works Department (Highway Maintenance and Transportation Services Divisions)		
Inputs		
Total operating expenditures	County Budget	
Employees (full-time equivalent)	County Budget	
Outputs		
State revenue/reimbursement	County Financial Systems	
Lane miles reconstructed	Department Request	
Lane miles rehabilitated	Department Request	
Bridges rehabilitated/replaced	Department Request	
Asphalt patching used (tons)	Department Request	
Performance/Fiscal Indicators		
% Costs reimbursed by state	Calculated	
% Deficient bridges	Department Request	
Man hours for mowing/vegetation control	Department Request	
City of Milwaukee-Public Works Department (Infrastructure Division)		
Inputs		
Total operating expenditures	City Budget	
Locally allocated public resources	Calculated	
Employees (full-time equivalent)	City Budget	
Outputs		
Major streets paving (miles)	City CAFR	
Asphalt patching/pot holes (tons)	City CAFR	
Bridges inspected	Department Request	
Sewer service backups	City CAFR	
Street flooding complaints	City CAFR	
Sewers examined (miles)	Department Request	
Sewers cleaned (miles)	Department Request	
Performance/Fiscal Indicators		
Street reconstruction and resurfacing (miles)	Department Request	Reflects local streets not eligible for federal or state aid.
Sewer service backups per 1,000 residents	Calculated	
Street flooding complaints per 1,000 residents	Calculated	

Public Works (cont.)	Source	Notes
City of Milwaukee-Public Works Department (Operations Division)		
Inputs		
Total operating expenditures	City Budget	
Locally allocated public resources	Calculated	
Employees (full-time equivalent)	City Budget	
Outputs		
Departmental revenue	City Budget	
Total residential refuse collected (tons)	City CAFR	The figures provided for refuse, recycling, and compost only reflect that which is collected from city residents. In addition, the city collects waste and recyclables from non-residential entities. Non-residential recyclables include the reuse of excavated dirt, recycled asphalt, forestry brush, logs, wood chips, and other items.
Total residential recycling collected (tons)	City CAFR	
Leaves & yardwaste collected & composted (tons)	Department Request	
Service requests-forestry related	Department Request	
Repair orders-fleet services	Department Request	
Total vehicles serviced	Department Request	
General snow plowings	Department Request	
Ice control operations	Department Request	
Performance/Fiscal Indicators		
% Costs recovered by revenue	Calculated	
Tons of refuse collected per city resident	Calculated	
Calls for missed garbage collection	Department Request	
% Nuisance litter removal completed in 4 days	Department Request	

City Development and Neighborhoods	Source	Notes
Department of City Development Inputs		
Total operating expenditures	City Budget; 2009 figure provided by city budget office	
Locally allocated public resources Employees (full-time equivalent)	Calculated City Budget	
Outputs		
Construction/remodeling permits issued	Department Request	
Jobs created	City CAFR	
Jobs retained	City CAFR	
New housing units	City CAFR	
Private investment assoc. w/ depart. activity*	Department Request	This indicator measures the amount of private investment projected at the time projects were approved. DCD was involved with these projects either through the sale of property, administration of zoning changes, investment of public funds, sale of bonds, and/or other project facilitation.
Performance/Fiscal Indicators		
Operating expenditures per city resident	Calculated	
City Development and Neighborhoods (cont.) Source		
City of Milwaukee Neighborhood Services		
Inputs		
Total operating expenditures	City Budget	
Employees (full-time equivalent)	City Budget	
Outputs		
Charges and fees	City Budget	
Building inspection complaints reported	City CAFR	
Building inspection orders issued	City CAFR	
Performance/Fiscal Indicators		
% Costs recovered by charges and fees	Calculated	
Orders issued per employee	Calculated	
Operating expenditures per city resident	Calculated	

Parks and Recreation	Source	Notes
Inputs		
Total operating expenditures	County Budget	
Total property tax levy	County Budget	
Employees (full-time equivalent)	County Budget	
Outputs		
Departmental revenue	County Budget	
Total facility rentals*	County CAFR	Includes shelters, pavilions, and other parks facilities subject to rent.
Marina slip rentals	County CAFR	
Special events permits	County CAFR	
Rounds of golf*	County CAFR	
Pool visits*	County CAFR	
Number of visits-Mitchell Park Domes	Department Request	The Domes were closed for a portion of 2008 for renovations.
League participants	Department Request	
Performance/Fiscal Indicators		
Expenditures per county resident	Calculated	
% Costs recovered by revenues	Calculated	

Culture and Enrichment	Source	Notes
Milwaukee Public Museum		
Inputs		
Total property tax levy	County Budget	Milwaukee County's property tax contribution constitutes only a fraction of the museum's budget.
Employees (full-time equivalent)	Annual Report	Milwaukee Public Museum Inc. employees
Outputs		
Departmental revenue	Annual Report	Includes admissions, concessions, program, and other revenue
Museum attendance	Annual Report	
IMAX attendance	Annual Report	
Performance/Fiscal Indicators		
Average total revenue per visitor	Annual Report	
Property tax levy per visitor	Calculated	

Culture and Enrichment (cont.)	Source	Notes
Milwaukee County Zoo		
Inputs		
Total operating expenditures	County Budget	
Total property tax levy	County Budget	
Employees (full-time equivalent)	County Budget	
Outputs		
Departmental revenue	County Budget	Includes admissions, parking, concessions, Zoological Society, and other revenues
Zoo attendance	County CAFR	Includes adults, juniors, and "free to county residents".
Total specimens	Annual Report	While the (+) indicates the possibility of more fish specimens, a large increase in invertebrates appears to account for the specimen increase from 2007 to 2008.
Group events	Annual Report	
Performance/Fiscal Indicators		
% Costs recovered by revenues	Calculated	
Operating expenditures per county resident	Calculated	
Operating expenditures per visitor	Calculated	
Milwaukee Public Library		
Inputs		
Total operating expenditures	City Budget	
Locally allocated public resources	Calculated	
Employees (full-time equivalent)	City Budget	
Outputs		
Departmental revenue	City Budget	Includes fines, fees, and program revenue
Hours of operation	City CAFR	
Collection size	City CAFR	
Public computers	City CAFR	
Total reference questions answered	Annual Report	
Program attendance (children and adults)	Annual Report	
Library visitors	Annual Report	
Items checked out	Annual Report	
Hours of in-library public computer use	Annual Report	
Performance/Fiscal Indicators		
Per capita spending on library materials	Department Request	
Materials per resident served	Calculated	Population numbers obtained from the Milwaukee Public Library Annual Reports.

