2006 - 2011 Capital Improvements Plan

State of Wisconsin

City of Milwaukee

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CAPITAL INVESTMENT PLANNING PROCESS

The 2006-2011 Capital Improvements Plan reflects the city's long range capital needs and citywide objectives as outlined in the Mayor's Strategic Outcomes. In addition, the plan incorporates the city's long range fiscal plan through the implementation of various capital financing strategies.

The capital improvements plan identifies program, projects, estimates costs, and identifies funding sources. A summary of the capital improvements planning process, as well as definitions of capital projects, is presented below.

Capital Planning Objectives

The 2006-2011 Capital Improvements Plan (CIP) supports four primary objectives:

1. Support the Mayor's Strategic Outcomes.
2. Preserve the city's physical assets.
3. Achieve a stable debt levy by 2010.
4. Use the CIP to expand opportunities for the Emerging Business Enterprise Program (EBEP) and city resident employment.

The Mayor has established five Strategic Outcomes to guide city spending. These objectives are:

1. Make Milwaukee safe from crime.
2. Create early childhood conditions that lead to success.
3. Develop our workforce as a competitive advantage.
4. Nurture investment throughout the city.
5. Provide for a healthy environment.

By contributing to these key outcomes, the CIP will support city departments in their efforts to protect public safety, public health, and the environment. It will also support the operation of the regional economy as well as economic development and redevelopment in Milwaukee. In addition, the CIP will preserve the city's numerous and extensive physical assets, primarily its core street, sewer, and water infrastructure systems. By working toward establishing a stable debt levy, the CIP contributes to fiscal sustainability, ensuring that planned investments are affordable and do not exceed the city's ability to fund capital investments.

Meeting these objectives requires making difficult choices. The CIP identifies commitments in the planning years of 2007 through 2011 that are realistic to maintain from a budget and finance perspective. By developing the CIP with careful consideration of expected debt levy and fiscal capacity constraints, funding in the planning years is realistic, not simply based on good intentions. However, the CIP is a dynamic document that will require adjustments over time. Adjustments to the planned funding will be made if they are allowed by the city's fiscal capacity and are consistent with strategic outcomes.

Program Assumptions

The 2006-2011 Capital Improvements Plan estimates future costs based on present value (in 2005 dollars) and does not adjust for inflation.

Planning Process

The capital improvements planning process includes development of both a one year budget and a six year plan. The six year plan is reviewed annually by city departments and the Budget and Management Division as part of the overall budget process.

Each year city departments prepare and submit a one year budget and a six year capital improvements plan to the Budget and Management Division. Capital requests are reviewed and recommendations are made to the Mayor. After a series of public hearings, the Mayor submits the executive city budget, which includes capital improvements, to the Common Council. The Common Council's Finance and Personnel Committee reviews the executive budget, holds additional public hearings, and submits its recommendations to the full Common Council. After the Common Council and the Mayor approve the budget, the adopted capital improvements budget is established as the initial year of the six year capital improvements plan.

Planning for the "Out" Years

The value of any capital plan can be evaluated in how well it enables the city to anticipate future capital needs. Through planning, the city can develop a realistic funding plan for the most essential projects. A long term perspective is essential to this planning process, yet it is the most challenging aspect of planning. The city will continue to focus on improving its ability to plan for projects in the last several years of the six year plan.

Capital Project Definition

A capital project includes the purchase, construction, enhancement, or maintenance of physical infrastructure systems or facilities. These include bridges, streets, alleys, sidewalks, street lighting, traffic control, parking facilities, port facilities, sewer system, water system, public buildings and related equipment, underground conduit and manholes, communication systems, major equipment purchases, boulevards, trees, and recreation facilities. In addition, a capital project may enhance economic development through job creation, business formation, and housing production.

Capital improvements typically meet one or more of the following criteria:

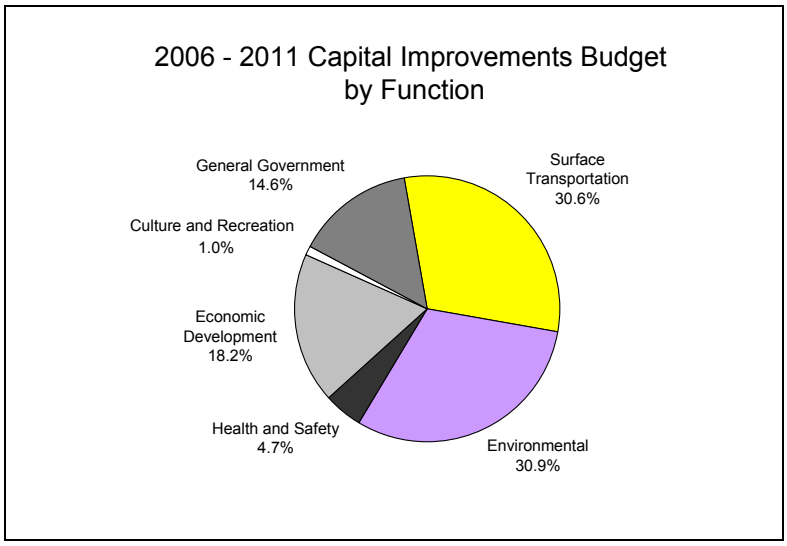
1. Renovation or restoration of buildings, structures, facilities, and integral equipment items whose cost exceeds $25,000.
2. Construction of new or replacement buildings or structures at a cost exceeding $25,000 including planning and design costs.
3. Remodeling of office and shop areas.
4. Durable equipment with an original unit cost of $50,000 or more.
5. Equipment and furnishings which are to be purchased as a part of a capital project.
6. Replacement equipment (an integral part of a building, structure, or facility) which costs $25,000 or more.

Oversight of Capital Projects

The city employs a decentralized approach to capital project management and oversight. In the recent past, large capital projects have not always been completed within budget or in a timely fashion. While individual departments are granted expenditure authority for a project, the Department of Public Works Operations Division, Facilities Development and Management Section works as the project manager for the facility design and construction. This split of authority and responsibility has caused difficulties in communication between DPW and "customer" departments for scope definition, accountability, accurate estimation of project expenditures, and design/construction changes.

A formal capital monitoring system is being developed. This system will follow capital projects from the planning stages through their completion to ensure that projects will be completed on time and within budget. This system will ensure that no major capital project is funded until a project plan has been completed and reviewed. The Budget and Management Division will also establish guidelines for capital projects that will be used by departments in preparing their capital project plans. In an effort to ensure that decision makers have enough information to make informed decisions, this capital monitoring system will also include a reporting process for major capital projects.

Figure 1



A key capital management issue is improving the control of and reducing the financial risk associated with large capital projects. Large one time capital projects can make it difficult to reach the debt levy goals if their costs are not accurately estimated and controlled within these estimates. Improved scope definition, cost estimation, oversight, monitoring and control of these projects are critical to ensuring that capital goals will be met.

SIX YEAR CAPITAL PLAN BY FUNCTION

The CIP provides an overview of the 2006-2011 capital improvements by function, including the major initiatives and policy issues. The seven functional areas include Surface Transportation, Environmental, Health and Safety, Economic Development, Culture and Recreation, General Government, and Intergovernmental Grants and Aids. These areas relate to the Mayor's Strategic Outcomes, including making Milwaukee safe from crime, providing for a healthy environment, and nurturing investment throughout the city.

Figure 1 provides a breakdown of the capital improvement plan by its six functional areas. Environmental projects include sewer and water mains, environmental remediation, and forestry and boulevard projects. Health and Safety projects include major capital equipment and facilities for the Police, Fire, and Health Departments. Surface Transportation projects include streets, alleys, sidewalks, bridges, parking facilities, street lights, and traffic control facilities. Culture and Recreation projects include library facilities, recreational facilities, and the Municipal Art Fund. Economic Development projects include Tax Increment Districts, Business Improvement Districts, neighborhood commercial districts, and Port of Milwaukee equipment, facilities, and improvements. General Government projects include maintenance and remodeling of city buildings and facilities, communications and control systems, major capital equipment, and other miscellaneous projects.

Funding for Environmental projects constitute the largest functional area at 30.9% of total funding. At 30.6%, Surface Transportation projects make up the second largest component of the six year plan. Economic Development is the third largest functional area at 18.2% of total funding. The fourth largest functional area is General Government comprising 14.6% of funding. Health and Safety projects comprise 4.7% of total funding while the smallest functional area is Culture and Recreation, which amounts to 1% of total funding.

The grants category includes unassigned funding authority for grants that are not specifically budgeted. Grant funding for specific capital projects, such as major streets and bridges, is included in their respective functional areas. Table 2 (see page 15) summarizes capital projects in the six year plan by functional area.

CAPITAL IMPROVEMENT FINANCING

The 2006-2011 Capital Improvements Plan not only includes a list of projects which the city intends to fund over the next six years, but also an explanation of how it will finance these projects. The financing goals and strategies used by the city as well as a description of the various funding sources utilized to fund the capital plan are discussed in this section.

The overall capital plan amounts, as well as the type of financing, will affect what residents and businesses pay in taxes in future years. Future tax levy amounts are affected both through direct tax levy funding of capital projects and through tax levy support of debt service costs resulting from capital borrowing. It is essential for policymakers to consider the future tax levy impacts of capital budgets and financing. While the capital improvements plan does not obligate the city to fund all the projects identified for 2006 through 2011, the costs of planned capital projects need to be considered when reviewing the plan. Inevitably, the city's fiscal situation results in competition between operating and capital needs. Linking capital programs and projects to the Mayor's key outcomes helps to resolve potential conflicts between operating and capital priorities by demonstrating the importance of capital investments to the community. This approach can also help to reduce the tendency towards deferred maintenance which may surface as a short term response to fiscal stress.

CAPITAL FINANCING GOALS

The primary objective of the 2006-2011 Capital Improvements Plan is to protect and enhance the city's infrastructure and assets in the most cost effective and fiscally sustainable manner. To achieve this objective, the city has established three specific capital financing goals:

1. To preserve the city's infrastructure and capital assets which are essential components in protecting public health and safety, and in supporting the operation of the regional economy.
2. To control the city's overall debt burden so that the city can continue to provide essential operating services.
3. To minimize deferred preservation so that future taxpayers do not assume a disproportionate responsibility of paying for infrastructure replacement.

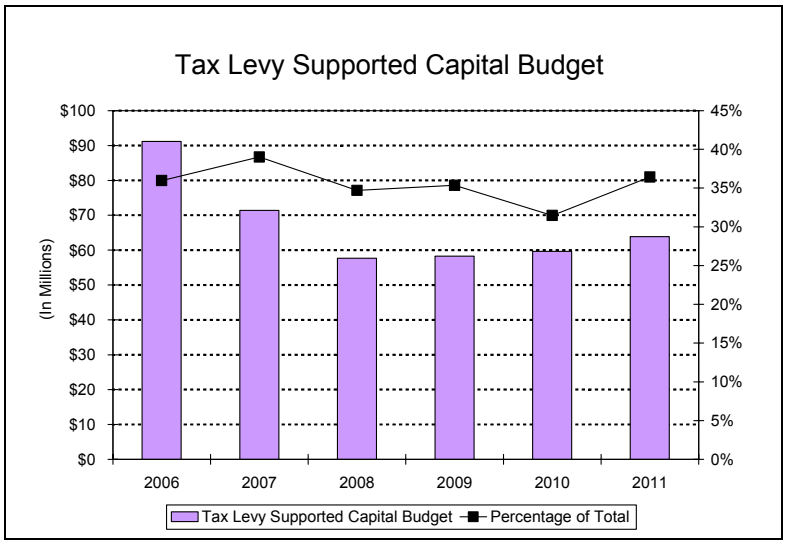
The 2006-2011 Capital Improvements Plan achieves all three of these goals. The 2006-2011 capital plan dedicates a total of $1.13 billion to the city's capital budget (including Parking, Sewer Maintenance, Water Works, and intergovernmental grants). This sum reflects the city's intention to maintain its existing infrastructure in a manner that supports Milwaukee's economic vitality today and ensures that the next generation inherits a city that remains physically and economically sound.

To achieve the second goal of moderating the city's debt burden, the 2006-2011 capital plan reduces general obligation borrowing so that newly issued levy supported debt will be in close approximation to the amount of levy supported debt that is paid off in a given year. This disciplined approach to debt issuance should enable the city to moderate its debt service levy increases by 2010. Although controlling the amount of outstanding debt is an important goal, policymakers also remain pledged to use long term debt instruments, when appropriate, to spread the cost of capital projects across multiple generations of taxpayers. Such projects have long useful lives and as a result, benefit several generations of taxpayers. Intergenerational equity is an important goal for any municipality. Milwaukee has made a commitment to support intergenerational equity while limiting increases in outstanding debt.

Conversely, short term projects are financed through one to five year notes. An example is the issuance of a one year note to finance the Equipment Replacement Program, which replaced aged equipment that was beyond eco-

nomic repair. Another example is the past issuance of five year notes for certain short lived aspects of the financial management information system.

Figure 2



Controlling tax levy capital spending in order to maintain core operating services will be achieved by moderating growth in the tax levy supported capital budget specifically, tax levy cash and tax levy supported debt (self-supported debt is excluded) and by pursuing alternatives for financing capital needs. In 2006, the tax levy supported portion of the capital budget totals approximately $67.5 million. In the planning years of 2007-2011, the annual tax levy supported capital budget averages approximately $62 million. To compensate for inflationary price increases and other cost increases over time, the city must continue to find more cost effective methods for meeting its capital needs and to prioritize its projects.

In addition, the plan will hold the tax levy supported portion at approximately 35.5% of the total capital budget. The tax levy supported portion of the capital budget is higher in 2006 due to increased funding for the City Hall Restoration Project, the Menomonee Valley Facilities Relocation Project, and increased bridge and street projects. Figure 2 shows how the tax levy supported portion of the city's capital budget will fluctuate over the life of the plan. The amount of tax levy supported capital decreases through 2008 and then is maintained at a level significantly lower than in 2006.

Sources other than the general tax levy finance almost two-thirds of the city's capital needs. These sources include Enterprise Funds (Parking, Sewer, and Water), special assessments, tax incremental financing, developer revenues, and intergovernmental aids. Since 2000, the Sewer Maintenance Relay Capital Program has been financed by the Sewer Maintenance Fund. The transfer of the Sewer Capital Maintenance Program to the Sewer Fund was intended to capture all costs related to maintenance of the city sewer system on the Sewer User Fee. Capital programs for large diameter sewers remain in the tax levy funded portion of the capital budget.

Beginning in the 2005 capital budget the Sewer Maintenance Fund began assuming approximately 87% of the payments for previously incurred general obligation debt for relief and relay sewers. In addition, the city will finance future general obligation debt service for the new DPW Field Services facility through lease payments from the Water and Sewer Enterprise Funds. On an annual basis, these two initiatives will reduce tax levy supported debt service by about $9.1 million, compared to its level in the absence of these financing initiatives.

Intergovernmental grants and aids are of particular importance to the city, especially in the area of transportation projects which make up 16.9% of total city funding in the 2006-2011 capital plan. Most of the intergovernmental grants to the city help to finance major street projects, bridge projects, and the Port's Pier Berth and Channel Improvements Program. These funds typically come from the state and federal government, while the city is usually required to finance a portion of the cost. In the case of major bridge and street projects, the city is typically required to finance between 12.5% and 20% of the design and construction costs. In return, the county, state, and federal governments finance most of the remaining costs.

Tax Incremental Districts (TIDs) represent yet another important funding source for city capital projects. Since the mid-1970's, the city has created 62 TID projects. Funding provided in the 2006 capital budget, as well as in the last five years of the 2006-2011 Capital Improvements Plan, will finance existing TID projects, provide funding for pro-

jects currently in the initial stages of planning, and allow for city involvement in potential developments under discussion.

Deferred preservation represents the need for capital improvements to infrastructure systems, buildings, and equipment postponed from an entity's normal replacement cycle due to a lack of funds. Eventually, deferred preservation, if not addressed, will result in the deterioration of the facility and its performance. Avoiding deferred preservation is important so that future generations can enjoy the multiple benefits of infrastructure facilities without paying a disproportionate amount (compared to previous generations) for these benefits. The city will avoid deferred preservation by prioritizing projects and improving replacement cycles. One example in the 2006-2011 capital plan is the gradual acceleration of funding for relief and relay sewer replacement. In addition, the city will emphasize the development of strategies to increase funding for preservation of the street infrastructure above currently planned levels.

CAPITAL FINANCING STRATEGIES

The primary financial strategy of the capital improvements plan is to control levy supported general obligation borrowing, while minimizing the risk of deferred maintenance. This should enable the city to moderate its debt levy increases by 2010. Between 1995 and 2006, the debt service tax levy increased 58% ($21.6 million). This large increase in the tax levy, needed for debt service, limits the city's ability to devote levy dollars to core operating services. Achieving a stable debt levy without deferring capital maintenance will allow the city to allocate a larger share of its limited resources to operating services.

The Budget and Management Division will continue to seek alternatives to levy supported borrowing as a way to finance capital projects. The 2006 capital budget includes approximately $8.3 million of new non-levy financing tools that were developed in cooperation with city departments. These alternatives, which include the previously mentioned enterprise fund leases and a storm water management component to diversify Sewer Maintenance Fund revenues, allows the city to maximize the impact of its limited cash and levy supported borrowing resources.

The 2006-2011 capital plan reflects five capital financing strategies.

1. Match newly issued levy supported general obligation borrowing to projected retirements of levy supported debt. The goal is to achieve a stable debt service tax levy by 2010 or shortly thereafter. This will make the capital plan financially sustainable.
2. Reduce the annual commitment to borrowing for the Milwaukee Public School (MPS) building preservation program. Since the early 1990's, the city has borrowed more than $200 million in a cooperative effort with MPS to eliminate its deferred maintenance. This financial impact on the city's general obligation borrowing will be reduced by adjusting the annual commitment to a level that the city can sustain.
3. Focus facilities and systems projects on essential repair and refurbishment. The primary objective is to preserve existing assets, if necessary, to continue operations rather than to expand facilities and systems beyond what is either operationally necessary or financially realistic. This will require using performance and corrective maintenance data to prioritize capital funding for facilities and systems.
4. Improve capital project risk management. Planning and monitoring of capital projects will be improved to ensure that major capital projects are completed on time and within budget. This will involve discussing the status of major capital projects through the Mayor's Accountability in Management Initiative. The city has also engaged a consultant to assist the Department of Public Works in implementing improved project management approaches.
5. Diversify capital financing. The city cannot rely solely on general obligation borrowing and the property tax levy to fund its capital improvement projects. The 2006-2011 Capital Improvements Plan includes several methods of diversifying capital financing including:

- Establishing a new Storm Water Fee to help fund sewer capital projects through the Sewer Fund.
- Using leases for the Water Works and Sewer Maintenance Enterprise Funds to assist in financing the new Department of Public Works facility at the former Tower Automotive site.
- Transferring previously incurred general obligation debt service requirements for sewer relief and relay capital expenditures to the Sewer Fund, to be paid through the Sewer Fee.
- Using surplus revenue in the Port Enterprise Fund to finance maintenance projects, thereby reducing the amount of new general obligation borrowing and property tax levy that is needed for Port asset management.

DEBT FINANCING STRATEGIES

Another key capital financing objective is to maintain Milwaukee's strong general obligation bond ratings. Maintaining strong bond ratings reduces the overall cost of borrowing to the city, thereby reducing the amount of property taxes needed to support capital spending. As of November 2005, the city received strong ratings from the bond rating agencies: an AA+ from Fitch's Investor's Services, an Aa2 rating from Moody's Investors Services, and an AA rating from Standard and Poor's. The city's strong ratings reflect a substantial Public Debt Amortization Fund, growth in taxable property values, rapid debt payout, and a positive evaluation of the city's overall management practices. Although all the bond rating agencies indicate that the city's debt levels are moderately high, the debt remains affordable and its repayment is secured by the city's capital financing policies. Appropriately managing future debt levels will become a more significant component of the city's strategy to develop a sustainable capital financing approach.

Debt Structure

One debt financing strategy used by the city relates to how it structures its debt issuances. The general policy of the city relating to general obligation bonds is to issue 15 year, level principal payment bonds. This policy produces higher payments in the early years of a bond issue but produces lower total financing costs. As a result of this rapid debt amortization schedule, 55% of principal is retired in five years and 86% is retired in ten years.

One area of the capital improvement budget which is financed through a different debt structure is Tax Incremental Districts (TIDs). In 1998, the city began to implement a new debt structure for TID projects that was designed to eliminate a timing problem which required the city's tax levy to help support these normally self-supported projects. The TID financing structure stretches out the maturity schedule of the bonds to 17 years (two years longer than the typical GO bond term used previously) and capitalizes interest (principal and interest payments are deferred) in the first two years of the bond's life.

Although this new structure adds to the total amount of debt service to be repaid, it significantly reduces the cost impact of any new TID borrowing for two years. This in turn allows time for increments of newly created TIDs to be sufficient to cover financing costs.

In 2001, the city began issuing revenue bonds to implement its capital financing policy goal where appropriate. Currently, most of the city's debt is general obligation, irrespective of the project's ability to generate revenues. The 2000 budget included borrowing authority for revenue bonds for projects with revenue sources. The Sewer Maintenance Fund issued $29.1 million of revenue bonds in November 2001 and $33.9 million in June 2003. In addition, capital projects financed by tax increments may also use revenue bonds. The reason for the use of revenue bonds is to eliminate taxpayer liability (as under general obligation debt issues) for debt payment if revenues are insufficient to retire the debt. To justify the investment, projects funded with revenue bonds should maintain an adequate revenue stream to cover debt service costs.

In an effort to reduce outstanding debt, the city is modifying its approach to financing sewer capital. The Sewer Maintenance Fund will apply for financing through the State of Wisconsin's Clean Water Fund. The Fund is applying for $59.4 million in Clean Water Fund financing for sewer projects approved from 2004 through 2006 and anticipates applying for approximately $20 million annually. The Clean Water Fund is administered by the Department of Natural Resources and provides below market interest loans to communities to finance storm water control projects. Any sewer capital projects that do not qualify for this funding will be financed with general obligation debt. The Sewer Fund, in turn, will make payments to cover the debt service. This financing strategy will reduce costs, as Clean Water Funds and general obligation bonds have a lower interest rate than revenue bonds and do not have other "reserve" requirements that increase costs.

Sewer Debt Transfer

The 2006 budget includes a $7 million transfer from the Sewer Maintenance Fund to the Debt Fund for sewer related general obligation debt service. This payment will retire principal on general obligation debt associated with the sewer capital program. While the plan is to have a transfer payment occur on an annual basis, the amount of the payment in future years will be based on outstanding debt service requirements. The transfer amount will also be reviewed annually in the context of the city's larger financial picture.

Public Debt Amortization Fund

Another important debt financing strategy used by the city involves use of the city's Public Debt Amortization Fund (PDAF). This Fund was created in 1925 under State Statute Chapter 67.101. The Public Debt Commission is custodian of the Fund which is to be administered on a daily basis by the city's Comptroller as Secretary of the Commission. Under state statutes two minimal restrictions on Fund draws exist:

1. The amount used may not exceed 40% of the balance in the fund as of the preceding December 31.
2. The commission may not decrease the Fund balance below $2 million.

The Public Debt Commission has developed purposes and objectives of the Fund and criteria for its utilization.

Purpose of Fund

1. Proper management and payment of public debt.
2. Preserve the credit worthiness of the city.
3. Moderate debt service tax rate but not to the detriment of the previous two purposes.

Fund Objective

1. To provide added assurance to city debt holders that scheduled principal and interest payments on city debt will continue to be made in full and in a timely manner.
2. To maintain a segregated portion of the PDAF balance adequate for debt service related to special assessments.
3. To provide marketing flexibility in the issuance of debt to minimize debt costs.
4. To meet unanticipated fiscal needs for which all other funding sources are exhausted.
5. To maximize Fund investment yield consistent with existing federal and state statutory constraints and Public Debt Commission investment policy guidelines.
6. To stabilize the city's equalized debt service tax rate through an annual budgeted draw down.

Utilization Criteria

1. Minimum balance - midpoint of 10% of tax levy supported GO debt outstanding and annual tax levy supported debt service.
2. Maximum balance - midpoint of 10% of GO debt outstanding and annual debt service.

3. Withdrawal to prevent an equalized debt service tax rate increase of 5% about the prior year.
4. Withdrawal to prevent an equalized debt service tax rate increase 3% of the most recent three year average.
5. Withdrawal equal to the amount of replenishment.

The unsegregated balance in the PDAF at the end of 2005 is $45.2 million which is $1 million higher than the 2004 balance. In recent years, withdrawals have been slightly less than the amount of replenishment. For 2003 through 2006, the PDAF withdrawal was $4 million to $5 million annually. The Fund replenishes from revenue that includes interest earned by assets of the Fund, one-third of the general interest earnings of the city, and one-third of interest received on delinquent personal property taxes.

The PDAF policy and subsequent withdrawals were made prior to the state initiation of property tax freezes in 2006 and just after the freezing of State Shared Revenue in 1995. Increases in state mandated property tax exemptions have caused a larger share of the city's property tax cost to be allocated to the residential sector.

From a political perspective, significant increases in debt service in a context of operating service reductions are problematic. A key policy question relative to the PDAF is whether moderating annual debt levy increases should receive more priority. State levy limits have imposed a cap on annual tax levy increases for non-debt purposes to approximately 2.2%. It appears that departures from existing PDAF withdrawal policy would be required to achieve a similar limit to debt service increases during the six year planning period. Historically, the Public Debt Commission has used the PDAF to moderate debt levy increases. For example, in the 1997 budget the Commission approved a withdrawal of $13.6 million. This withdrawal was equivalent to 29.7% of the adopted 1997 budget debt service levy. By contrast, the 2006 PDAF withdrawal of $5 million was equivalent to just 8.5% of the adopted budget debt service levy.

Note: For purposes of the 2003 and earlier budgets, the Public Debt Amortization Fund (PDAF) withdrawal was reflected in the capital improvements budget by shifting cash funded improvements to debt funded improvements. Fund assets were used to purchase the additional debt. The additional debt was then immediately canceled, thus avoiding future debt service costs.

CASH FINANCING STRATEGIES

One financing strategy the city has used is cash financing of recurring infrastructure projects. The goal was to decrease overall debt and ultimately reduce costs and resulting tax levies for programs that are funded on an annual basis.

The Common Council adopted a resolution in 1986 that gradually converts funding for recurring infrastructure preservation projects from borrowing to cash financing. Recurring infrastructure includes local streets, alleys, sidewalks, street lighting, traffic control, communications, underground conduits, and recreational facilities. With the adoption of this resolution, the city committed itself to financing 100% of recurring infrastructure replacement with cash by the year 2006.

The Council policy limited growth in debt for recurring infrastructure but was not successful at limiting the growth in total levy supported debt. Although the city limited borrowing for traditional infrastructure programs, outstanding levy supported debt for school purposes, public safety, and public facilities combined grew by approximately $148 million between 1995 and 2004. As a result, total levy supported debt grew by 69% during this period, or 56% in inflation adjusted terms.

Cash funding for recurring infrastructure may have contributed to some unanticipated consequences. The impacts of frozen State Shared Revenue and limited non-property tax revenue options placed increasing pressure on the city's tax levy capacity. One important result from this decline in fiscal capacity has been the growth in capital related personnel costs (capital deductions) from $2.7 million in 1998 to $4.3 million in 2004. In addition, in response

to limited levy capacity, special assessment rates doubled for projects funded through the city's Paving Program. Higher assessment rates have contributed to a decline in project approvals from about 90% to 60%. Higher capital expenditures for personnel costs, in the absence of offsetting budget increases, and lower project approval rates have resulted in a substantial decline in the level of reconstruction work that the city has completed.

Annual budget decisions during the 2006-2011 Capital Improvements Plan period will reconsider this financing policy. The plan does not abandon the goal of reducing the overall debt burden; rather, different strategies are implemented in order to achieve this goal for the entire capital plan rather than only for recurring infrastructure projects. The focus is to control overall debt financing by limiting tax levy supported general obligation borrowing to the amount of projected debt retirements. The plan establishes a goal of meeting this target of $56.5 million in 2008, with the target for new levy supported general obligation debt increasing annually by the rate of inflation. This capital finance goal should stabilize the amount of debt service, thereby achieving the city's goal of avoiding a huge shift in debt to future generations.

STRATEGY IN ACTION: SOURCES OF FUNDING FOR THE 2006-2011 CAPITAL IMPROVEMENTS PLAN

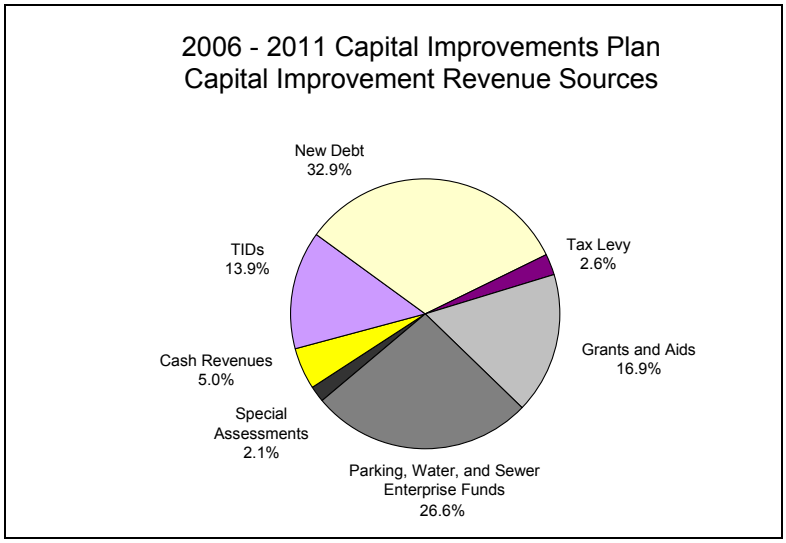
All projects identified in the 2006-2011 Capital Improvements Plan are fully funded through a variety of sources. These sources include tax levy supported debt, Tax Incremental Districts, special assessments, cash revenues, tax levy, self-funded (primarily user fees) and grants and aids. Figure 3 illustrates the percentage of the six year plan financed by each funding source. Use of these diverse funding resources is wholly consistent with the financing strategies discussed earlier. As a result of using this diverse set of funding sources over the next six years:

1. The overall capital needs of the city will be met.
2. The city will reduce general obligation borrowing to the amount of projected debt retirements.
3. The borrowing policy will, in the long run, reduce outstanding debt and save taxpayers millions of dollars in interest costs.
4. The city will continue to diversify the financing sources for capital projects to further reduce the amount of outstanding debt.

The specific sources of funding for the 2006-2011 Capital Improvements Plan are described in the following sections. In addition, Table 1 (see page 14) details how the six year plan is financed.

Tax Levy Supported Debt: The six year plan estimates the amount of funds that must be borrowed to finance capital projects. This amount does not include special assessments or tax incremental financing since they are considered self-sustaining, though they are funded through general obligation borrowing. In the six year plan, $372.6 million, or 32.9% of the total capital budget is expected to be borrowed, excluding $181 million in special assessment and tax incremental borrowing. As shown in Table 1 (see page 14) tax levy supported debt averages $62.1 million per year. However, between 2007 and 2011, tax levy supported debt reduces to an annual average of $58 million, compared to an estimated average annual debt retirements of $57 million. This trend, in part, reflects the strategy of limiting general obligation borrowing

Figure 3



to the amount of projected debt retirements. Adjustments to further lower the tax levy supported debt will continue to be examined and explored during the six year plan. Through steady decreases in borrowing, the city will reduce the debt burden borne by taxpayers.

Tax Incremental Districts: Tax Incremental Districts are considered self-sustaining and have been funded through issuance of general obligation debt. Self-sustaining debt refers to the use of borrowed proceeds to generate a stream of revenues that will offset related principal and interest payments. After a Tax Incremental District is established, debt instruments are issued to finance public improvements to aid development within the district. The increase, or increment in real property taxes after a district is established, is set aside and used to retire debt contracted by the authority. As shown in Figure 3, $158 million or 13.9% of total capital funding is provided to fund Tax Incremental Districts. Funding for this purpose ranges from $20 million to $58 million annually in the six year plan.

Special Assessments: Special assessments are also considered self-sustaining debt even though they are issued as general obligation debt. When certain infrastructure improvements are made, such as repaving a street or installing a new sewer, part of the cost is charged to the abutting property owners as special assessments. The property owners may pay either the entire amount when the bill is received, have the assessment placed on the next tax bill, or pay the amount over six years with interest charged for the final five years. If the latter option is chosen, the interest cost to the city is offset by the interest charged to the property owners. However, regardless of how the property owner pays the special assessment, the city borrows the funds as general obligation debt to finance the project.

As Figure 3 shows, $23.3 million or 2.1% of capital projects are financed through special assessments. Funding throughout the six year plan ranges annually from $2.8 million to $4.5 million.

Cash Revenues: A portion of capital projects are financed through cash revenues, including general (or unassigned) grants and aids, developer financing, and other sources of revenue. The grant fund provides funding authority for grants and aids that may be received throughout the year but is not specifically included in the capital improvements plan on a project specific basis. Developer financed projects occur when a private developer requests the city to expand street or sewer systems. These projects are fully financed by the developer who enters into a formal agreement with the city. In the six year plan, $56.4 million, or 5% of all capital projects are funded through cash revenues. This source of funding averages $9.4 million in the six year plan.

Tax Levy: Tax levy funding of capital projects totals $29.5 million, or 2.6% of total funding over the six year plan. As shown in Table 1 (see page 14), total tax levy funding is projected to average $4.9 million each year. Tax levy funding throughout the six year plan ranges annually from $1.2 million to $12.3 million.

Enterprise Funded: These projects include those financed through the Parking Fund, Sewer Maintenance Fund, and Milwaukee Water Works. The Parking Fund was established to account for revenues received from Parking operations. Parking revenues are used to defray all costs related to these operations, including debt service costs on various Parking projects. Milwaukee Water Works and the Sewer Maintenance Relief and Relay Program capital improvement projects are fully financed by their respective user fees. In total, $300.8 million, or 26.6% of capital projects are funded through the Parking Fund, Sewer Maintenance Fund, and Milwaukee Water Works.

Grants and Aids: In the six year plan, funding provided through grants and aids totals over $191.6 million, or 16.9% of total funding. This funding is received from the state and federal governments, primarily for bridge and street paving programs. Grants and aids funding fluctuates dramatically from a high of $43.9 million in 2010 to a low of $21.5 million in 2009.

2006-2011 CAPITAL IMPROVEMENTS PLAN: MAKING CRITICAL CAPITAL INVESTMENTS

The 2006-2011 Capital Improvements Plan includes the 2006 capital budget, which was adopted by the Common Council in November 2005 and planned capital expenditures for 2007-2011. The six year capital improvements plan (CIP) is not a formally adopted plan and does not appropriate funds but functions as a capital spending guide. Capital appropriations for the last five years of the plan are made through adoption of the annual capital budget.

The CIP is a planning document that assists policymakers in their review and analysis of the city's capital needs. The plan summarizes the type, amount and purpose of capital spending, as well as how capital is financed. This enables analysis of not only approved capital spending in 2006 but also a more comprehensive review of planned capital spending over the next six years. This section shows planned infrastructure investments and the amount of investment in preserving and expanding the city's capital assets.

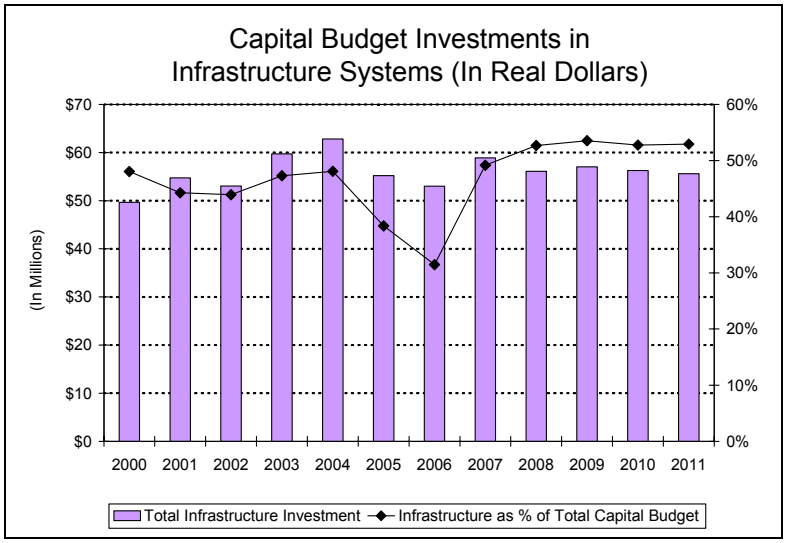
THE CAPITAL BUDGET FOCUS: PRESERVING INFRASTRUCTURE

An important function of local government is maintaining basic infrastructure systems. These systems include sewers, water mains, streets, bridges, alleys, sidewalks, and street accessories (traffic signals and streetlights) and are essential to public health, safety, and the operation of the regional economy.

The City of Milwaukee invests significant resources in its infrastructure systems. Figure 4 shows the capital budget for infrastructure in real terms for the years 2000-2011 (intergovernmental grants and aids is excluded). As the chart demonstrates, the real dollar amount budgeted for infrastructure has remained relatively stable, with the exception of 2003 through 2006. In 2003 and 2004, a major street project, the reconstruction and extension of West Canal Street increased infrastructure spending to over $60 million.

The percentage of total capital expenditure dedicated to infrastructure expansion and replacement decreases in 2005 and 2006 and then increases to a relatively constant percentage from 2007 through 2011. The decline in 2005 is due to the completion of funding for the West Canal Street reconstruction and expansion and a large provision for the Department of Public Works (DPW) Menomonee Valley Facilities Relocation to facilitate economic development. The decline in 2006 is due to the DPW Menomonee Valley Facilities Relocation project, the City Hall Restoration Project, and a significant increase in TID funding authority. With the exception of 2006, the proportion shows a slight increase during the 2006-2011 plan compared to the 2000 through 2004 period.

Figure 4



The 2006-2011 Capital Improvements Plan continues to maintain the real dollar value of the annual infrastructure maintenance and expansion budget. The impact of this level of commitment to infrastructure is quite substantial. However, the Administration will seek to increase currently planned amounts for infrastructure, especially for streets, as a result of concerns about pavement condition.

PRESERVATION vs. EXPANSION

Capital projects are classified into two categories: Preservation and Expansion. Preservation refers to capital improvement projects whose major objective is to reconstruct, rehabilitate, or otherwise restore an existing system or facility to full functionality. In contrast, Expansion refers to projects whose primary objective is to construct a new system or to expand an existing system or facility to meet increased demands or to enhance development. The CIP focuses primarily on asset Preservation, a result of investing in necessary maintenance of existing assets combined with limited financial resources to pursue significant enhancement.

Figure 5

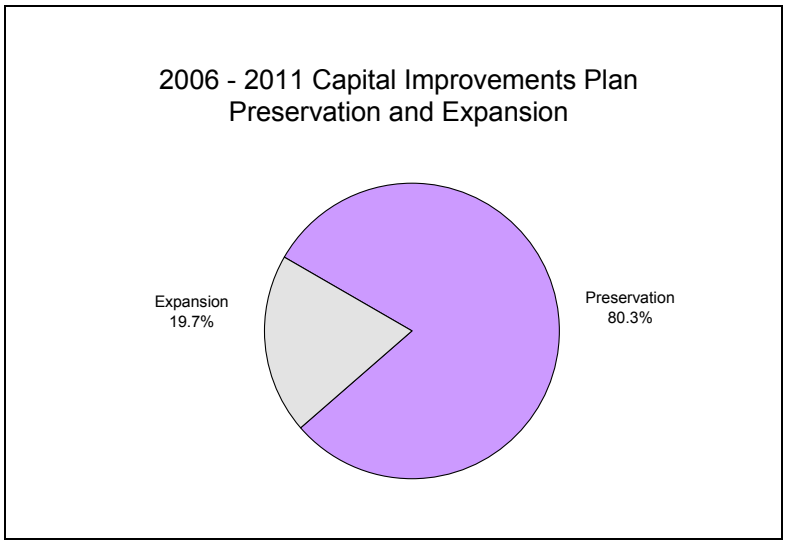


Figure 5 illustrates the proportion of capital projects that either preserve or expand capital infrastructure. The 2006-2011 Capital Improvements Plan (including grants and aids and self-funded projects) allocates $909.6 million, or 80.3% the total budget to preserve the city's existing infrastructure. A total of $222.6 million, or 19.7% is allocated to expand public facilities. Expansion projects primarily include economic development related projects and new street and sewer construction projects. Preservation projects include maintenance and replacement of existing systems and facilities.

Additional enhancement projects will be considered for the 2006-2011 Capital Improvements Plan if they are offset by reallocations and meet one or more of the following characteristics:

- Compliance with a legal mandate;
- Elimination of a major risk to public health or safety;
- Leverage of operational savings or quantifiable productivity improvements;
- Generation of increased city revenue;
- Implementation of job creation or economic development.

SIX YEAR CAPITAL PLAN BY DEPARTMENT

Table 3 (see page 16) shows the 2006-2011 Capital Improvements Plan by department. The table also shows totals for city funded capital improvement projects, as well as for self-funded projects, including the Parking Fund, the Sewer Maintenance Fund, and the Milwaukee Water Works (which are not funded directly by property taxes).

The following sections of this document provide an overview of the 2006-2011 Capital Improvements Plan by function. These sections show specific capital projects and funding amounts in the appropriate functional category. An analysis of each project category is provided, including the major initiatives and policy changes brought about by the 2006 adopted capital budget as well as those proposed for the 2007-2011 capital budgets.

Some of the key capital projects and issues include:

- City Hall Restoration Project and related capital projects;
- The level and financing of recurring infrastructure systems; and
- Funding, replacement and modification of aging buildings and systems.

Table 1
2006-2011 Capital Improvements Plan by Funding Source

DEPARTMENT	2006 ADOPTED BUDGET	2007 BUDGET PLAN	2008 BUDGET PLAN	2009 BUDGET PLAN	2010 BUDGET PLAN	2011 BUDGET PLAN	TOTAL SIX YEAR PLAN
TOTAL CAPITAL IMPROVEMENTS PLAN	**$253,393,153**	**$182,980,633**	**$166,063,025**	**$164,910,780**	**$189,480,840**	**$175,342,990**	**$1,132,171,421**
LESS:							
Enterprise Funds (Parking, Water, Sewer)	$45,700,000	$49,040,500	$49,710,000	$52,115,000	$52,765,000	$51,460,000	$300,790,500
Special Assessments	2,804,799	3,937,500	3,582,810	4,255,616	4,453,181	4,262,521	23,296,427
Cash Revenues	12,900,000	8,700,000	8,700,000	8,700,000	8,700,000	8,700,000	56,400,000
Tax Incremental Districts (Excluding Cash Revenue)	58,000,000	20,000,000	20,000,000	20,000,000	20,000,000	20,000,000	158,000,000
**********Grants & Aids**********	42,829,229	29,904,533	26,423,015	21,534,580	43,921,950	27,033,760	191,647,067
Infrastructure Cash Financed	8,189,053	11,907,500	4,237,500	1,000,000	1,000,000	1,000,000	27,334,053
As a Percent of Total Infrastructure Funding	76.3%	88.1%	37.4%	7.9%	8.7%	7.9%	37.7%
Compared to Percent Required by Resolution	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Infrastructure Debt Financed	2,545,000	1,615,000	7,085,000	11,681,009	10,481,009	11,681,009	45,088,027
REMAINING EXPENDITURES TO BE FINANCED	**$80,425,072**	**$57,875,600**	**$46,324,700**	**$45,624,575**	**$48,159,700**	**$51,205,700**	**$329,615,347**
Cash	$440,000	$355,000	$495,000	$245,000	$245,000	$345,000	$2,125,000
Debt	$79,985,072	$57,520,600	$45,829,700	$45,379,575	$47,914,700	$50,860,700	$327,490,347
SUMMARY OF FINANCING SOURCES							
Tax Levy Supported Debt	$82,530,072	$59,135,600	$52,914,700	$57,060,584	$58,395,709	$62,541,709	$372,578,374
Tax Incremental Districts	58,000,000	20,000,000	20,000,000	20,000,000	20,000,000	20,000,000	158,000,000
Special Assessments	2,804,799	3,937,500	3,582,810	4,255,616	4,453,181	4,262,521	23,296,427
Cash Revenues	12,900,000	8,700,000	8,700,000	8,700,000	8,700,000	8,700,000	56,400,000
Tax Levy	8,629,053	12,262,500	4,732,500	1,245,000	1,245,000	1,345,000	29,459,053
TOTAL CITY FUNDING	**$164,863,924**	**$104,035,600**	**$89,930,010**	**$91,261,200**	**$92,793,890**	**$96,849,230**	**$639,733,854**
Enterprise Funds (Parking, Water, Sewer)	$45,700,000	$49,040,500	$49,710,000	$52,115,000	$52,765,000	$51,460,000	$300,790,500
**********Grants & Aids**********	42,829,229	29,904,533	26,423,015	21,534,580	43,921,950	27,033,760	191,647,067
TOTAL CAPITAL INVESTMENT	**$253,393,153**	**$182,980,633**	**$166,063,025**	**$164,910,780**	**$189,480,840**	**$175,342,990**	**$1,132,171,421**

Table 2
2006-2011 Capital Improvements Plan by Function

FUNCTIONAL AREA	2006 ADOPTED BUDGET	2007 BUDGET PLAN	2008 BUDGET PLAN	2009 BUDGET PLAN	2010 BUDGET PLAN	2011 BUDGET PLAN	TOTAL SIX YEAR PLAN
SURFACE TRANSPORTATION							
Streets	$35,773,601	$31,627,533	$27,219,225	$30,527,305	$46,931,240	$29,415,490	$201,494,394
Alleys	875,000	1,325,000	1,325,000	1,500,000	1,500,000	1,500,000	8,025,000
Bridges	21,800,000	13,812,000	12,330,000	5,910,000	11,227,000	12,690,000	77,769,000
Street Accessories	5,245,000	6,100,000	5,200,000	5,200,000	5,200,000	5,200,000	32,145,000
Sidewalks	750,000	750,000	750,000	750,000	750,000	750,000	4,500,000
Parking	2,080,000	1,000,000	1,000,000	1,095,000	1,000,000	1,000,000	7,175,000
Subtotal	**$66,523,601**	**$54,614,533**	**$47,824,225**	**$44,982,305**	**$66,608,240**	**$50,555,490**	**$331,108,394**
ENVIRONMENTAL							
Sewer System	$26,852,500	$28,300,000	$29,300,000	$30,300,000	$31,300,000	$32,300,000	$178,352,500
Water System	20,120,000	23,540,500	23,710,000	25,020,000	24,765,000	22,460,000	139,615,500
Sanitation	0	0	1,000,000	1,000,000	1,000,000	1,000,000	4,000,000
Forestry	1,281,000	1,352,200	1,396,400	1,441,300	1,510,800	1,528,000	8,509,700
Environmental Remediation	570,000	469,000	469,000	750,000	750,000	750,000	3,758,000
Subtotal	**$48,823,500**	**$53,661,700**	**$55,875,400**	**$58,511,300**	**$59,325,800**	**$58,038,000**	**$334,235,700**
HEALTH AND SAFETY							
Fire	$3,381,000	$10,643,000	$9,639,000	$4,303,675	$5,387,300	$4,390,000	$37,743,975
Police	1,179,000	1,171,000	1,100,000	1,578,000	1,578,000	1,578,000	8,184,000
Public Health	550,000	831,000	850,000	1,214,000	900,000	900,000	5,245,000
Subtotal	**$5,110,000**	**$12,645,000**	**$11,589,000**	**$7,095,675**	**$7,865,300**	**$6,868,000**	**$51,172,975**
ECONOMIC DEVELOPMENT							
TIDs	$62,200,000	$20,000,000	$20,000,000	$20,000,000	$20,000,000	$20,000,000	$162,200,000
Development District Funds	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	6,000,000
Business Improvements	2,350,000	1,650,000	1,950,000	2,350,000	2,350,000	2,350,000	13,000,000
Port of Milwaukee	3,025,000	2,450,000	2,000,000	2,325,000	3,250,000	3,200,000	16,250,000
Subtotal	**$68,575,000**	**$25,100,000**	**$24,950,000**	**$25,675,000**	**$26,600,000**	**$26,550,000**	**$197,450,000**
CULTURE AND RECREATION							
Libraries	$1,060,000	$830,000	$1,205,000	$1,561,500	$1,481,500	$1,481,500	$7,619,500
Recreational Facilities	439,725	500,000	400,000	500,000	500,000	500,000	2,839,725
Municipal Art Fund	25,000	25,000	25,000	25,000	25,000	25,000	150,000
Subtotal	**$1,524,725**	**$1,355,000**	**$1,630,000**	**$2,086,500**	**$2,006,500**	**$2,006,500**	**$10,609,225**
GENERAL GOVERNMENT							
Maintenance and Remodeling	$46,219,500	$17,945,400	$7,745,400	$10,235,000	$10,750,000	$13,000,000	$105,895,300
Underground Conduits and Manholes	547,827	700,000	700,000	700,000	700,000	700,000	4,047,827
Communications and Control	235,000	350,000	350,000	350,000	350,000	350,000	1,985,000
Capital Equipment	6,500,000	6,800,000	6,800,000	6,800,000	6,800,000	6,800,000	40,500,000
Other Projects	1,034,000	1,509,000	299,000	175,000	175,000	2,175,000	5,367,000
Subtotal	**$54,536,327**	**$27,304,400**	**$15,894,400**	**$18,260,000**	**$18,775,000**	**$23,025,000**	**$157,795,127**
GRANTS & AIDS	**$8,300,000**	**$8,300,000**	**$8,300,000**	**$8,300,000**	**$8,300,000**	**$8,300,000**	**$49,800,000**
GRAND TOTAL	**$253,393,153**	**$182,980,633**	**$166,063,025**	**$164,910,780**	**$189,480,840**	**$175,342,990**	**$1,132,171,421**

Table 3
2006-2011 Capital Improvements Plan by Department

DEPARTMENT	2006 ADOPTED BUDGET	2007 BUDGET PLAN	2008 BUDGET PLAN	2009 BUDGET PLAN	2010 BUDGET PLAN	2011 BUDGET PLAN	TOTAL SIX YEAR PLAN
CITY FUNDED CAPITAL PROJECTS							
Special Projects	$8,415,000	$8,375,000	$8,325,000	$8,325,000	$8,325,000	$8,325,000	$50,090,000
Administration, Department of	521,000	49,000	24,000	0	0	2,000,000	2,594,000
Common Council City Clerk	175,000	500,000	0	0	0	0	675,000
Department of City Development	65,550,000	22,650,000	22,950,000	23,350,000	23,350,000	23,350,000	181,200,000
Employee Relations	0	700,000	0	0	0	0	700,000
Fire Department	3,381,000	10,643,000	9,639,000	4,303,675	5,387,300	4,390,000	37,743,975
*********Grants & Aids**********	0	0	0	0	0	0	0
Health Department	550,000	831,000	850,000	1,214,000	900,000	900,000	5,245,000
Library	1,060,000	830,000	1,205,000	1,561,500	1,481,500	1,481,500	7,619,500
Municipal Court	0	60,000	100,000	0	0	0	160,000
Police Department	1,179,000	1,171,000	1,100,000	1,578,000	1,578,000	1,578,000	8,184,000
*********Grants & Aids**********	0	0	0	0	0	0	0
Port of Milwaukee	1,025,000	750,000	800,000	1,425,000	850,000	2,300,000	7,150,000
*********Grants & Aids**********	2,000,000	1,700,000	1,200,000	900,000	2,400,000	900,000	9,100,000
DPW Administrative Services	235,000	350,000	350,000	350,000	350,000	350,000	1,985,000
DPW Infrastructure	27,514,699	29,910,000	26,601,210	28,252,725	29,086,290	28,421,730	169,786,654
DPW Operations	55,258,225	27,216,600	17,985,800	20,901,300	21,485,800	23,753,000	166,600,725
*********Grants & Aids**********	40,829,229	28,204,533	25,223,015	20,634,580	41,521,950	26,133,760	182,547,067
TOTAL CITY FUNDED CAPITAL PROJECTS	**$164,863,924**	**$104,035,600**	**$89,930,010**	**$91,261,200**	**$92,793,890**	**$96,849,230**	**$639,733,854**
TOTAL GRANTS & AIDS	**$42,829,229**	**$29,904,533**	**$26,423,015**	**$21,534,580**	**$43,921,950**	**$27,033,760**	**$191,647,067**
NON-CITY FUNDED CAPITAL PROJECTS							
Parking	$2,080,000	$1,000,000	$1,000,000	$1,095,000	$1,000,000	$1,000,000	$7,175,000
Sewer Maintenance Fund	23,500,000	24,500,000	25,000,000	26,000,000	27,000,000	28,000,000	154,000,000
Water Works	20,120,000	23,540,500	23,710,000	25,020,000	24,765,000	22,460,000	139,615,500
TOTAL NON-CITY FUNDED CAPITAL PROJECTS	**$45,700,000**	**$49,040,500**	**$49,710,000**	**$52,115,000**	**$52,765,000**	**$51,460,000**	**$300,790,500**
GRAND TOTAL CAPITAL INVESTMENT	**$253,393,153**	**$182,980,633**	**$166,063,025**	**$164,910,780**	**$189,480,840**	**$175,342,990**	**$1,132,171,421**

SURFACE TRANSPORTATION

The Surface Transportation capital projects support two of Mayor Barrett's Strategic Outcomes:

- Nurturing investment throughout Milwaukee to make the city an attractive place to own a home and operate a business.
- Provide for a healthy environment so that environmental conditions positively affect urban quality of life, public health, and economic competitiveness.

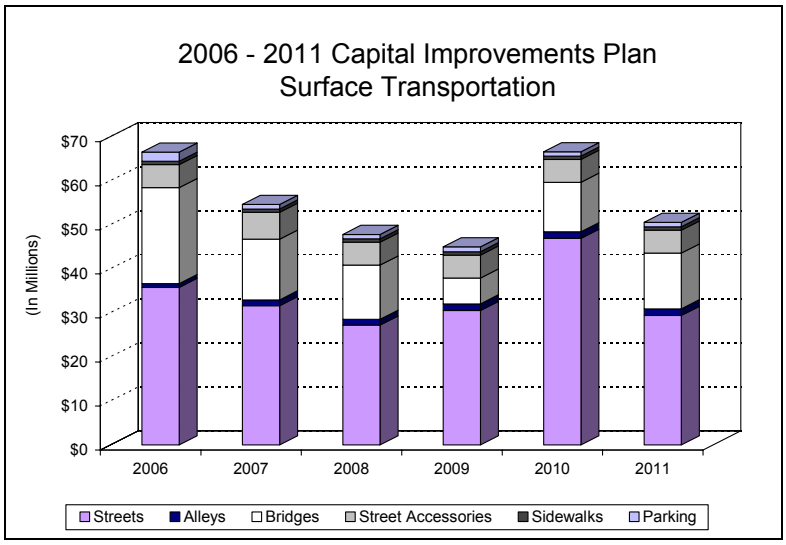
Capital improvements that support Surface Transportation consist of projects involving streets, alleys, bridges, street accessories, sidewalks, and parking structures. The objective of the Surface Transportation capital program is to provide safe, attractive, and efficient surface public ways and infrastructure systems. Funding for these systems is determined primarily through the use of condition criteria, including age, structural adequacy, maintenance problems, construction projects, citizen complaints, and aldermanic requests. These criteria are used to assess the condition of the infrastructure system, plan budgets in a cost effective manner, and predict annual preservation effort requirements.

Surface Transportation projects are funded through special assessments, federal and state grants and aids, revenue from developers, city borrowing, and the property tax levy. Surface Transportation projects total $331.1 million, or 30.6% of the total six year capital improvement plan, making Surface Transportation the second largest functional category of capital spending. Figure 6 shows the 2006-2011 plan for these projects. Funding decreases after 2006 due to reductions in state and federal aids for streets and bridges. The 2006 budget provides $66.5 million in funding for Surface Transportation projects, in contrast to $47.8 million in 2008 and $45 million in 2009. The decrease is primarily due to funding reductions in streets and bridges.

Streets

A key component of supporting Mayor Barrett's economic development goals is maintaining adequate public infrastructure, including public streets and roads. The city's street reconstruction and resurfacing capital improvement programs preserve and improve the city's street infrastructure network. The city has 1,418 miles of freeways, highways, arterial streets, collectors, and local roads. About 122 miles of roadway, including the freeway and most highways, are the responsibility of other governmental units. The city's 1,295 miles of arterial roads, collectors, and local roads have an estimated replacement value of nearly $1.5 billion. They include 279.5 miles of arterials, 72.2 miles of collectors, and 943.3 miles of local roads. Preserving this substantial infrastructure asset provides an effective means of transporting vehicles, people, and commodities safely and efficiently, while minimizing adverse environmental impacts.

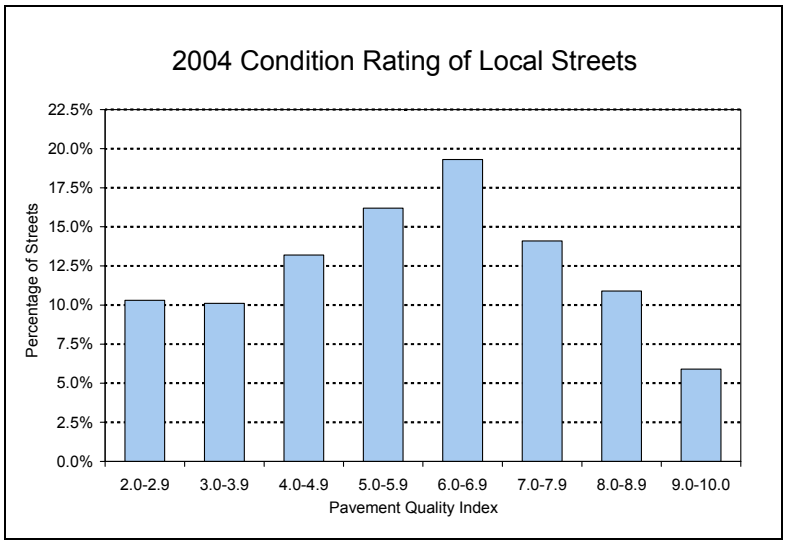
Figure 6



The number of miles of road completed each year has decreased over the past ten years. While the average miles of streets resurfaced or reconstructed was 8.5 miles per year, street miles completed decreased from a high of 12.1 miles in 1996 to a low of 2.6 miles in 2003. Since 2000, the number of miles of road completed each year has been below the 8.5 mile

average. This pace of construction resulted in an average 112 year replacement cycle for the city's 943 mile network of local streets. The ideal local street replacement cycle is 50 years. A continuing challenge will be to adequately fund street capital maintenance. The Administration will analyze and reconsider the level of levy supported borrowing commitment to public facilities and school purposes as a means to increase the annual funding level for street preservation.

Figure 7



Street related capital improvement projects account for the largest portion (60.9%) of the Surface Transportation plan. The six year plan includes $201.5 million for street improvements. Street related projects include major street improvements, such as: state and/or federal aided street reconstruction and resurfacing, street resurfacing by contract, and new street construction and developer financed streets. As Figure 6 illustrates, funding for streets peaks in 2010 at $46.9 million. The peak is due to the major projects in the state or federally aided streets program. In the six year plan, grants and aids are expected to total $128.6 million, or 63.8% of total funding for street related capital improvement projects.

Implementation of New Pavement Condition Index: In 2000, the city hired a consultant to inventory all streets in the City of Milwaukee and update the Pavement Management Administration (PMA) Database. Data collection was completed in late 2000 and all data was entered into the PMA computer model. Most of 2001 was spent re-calibrating the model to most accurately reflect the existing field conditions and the state of the city's street system. Figure 7 represents the state of the system as of 2004 for those streets that are city maintained. This computer model is intended to predict pavement quality and life and the need for repair more accurately than the prior system. Time and monitoring of PMA outputs compared to actual field conditions will be the ultimate indicator of the system's accuracy and value.

Pavement condition is measured through the Pavement Quality Index (PQI), which rates street conditions on a scale of 2 to 10. These ratings are based upon visual observations, historic records, and non-destructive testing on non-residential streets. PQI ratings are calculated for two general street categories: local and collector/arterial. Each category has a minimum acceptable PQI. A rating below the minimum indicates that the street segment requires rehabilitation or reconstruction. Based on previous street condition, age data and an older, less sophisticated version of a pavement management system (PMS), minimum PQI's of 4.0 for local streets and 5.5 for collector/arterial streets were established. Collector and arterial streets have a higher minimum than local streets due to their greater importance to a larger population base in providing access to goods and services and employment.

West Canal Street Reconstruction and Extension: The improvement and extension of West Canal Street from North Sixth Street to the Miller Park Baseball Stadium began in 2003. Approximately $6.8 million was allocated in 2003 as the city's match to grant funding received from the state. In 2004, the city contributed an additional $14.2 million through the Major Streets, Bridges, and Sewer Expansion Programs. This project is considered vital to the redevelopment of the Menomonee Valley. Combined with the recently completed replacement of the Sixth Street Viaduct, it will also serve as an alternate travel route during the reconstruction of the Marquette Interchange.

Alleys

The 2006-2011 Capital Improvements Plan provides $8 million, or 2.4% of total Surface Transportation funding to finance reconstruction and resurfacing of city alleys. Funding increases from $875,000 in 2006 to $1.5 million annually from 2009 through 2011.

Bridges

Funding for bridge projects accounts for $77.8 million, or 23.5% of total Surface Transportation funding provided in the six year plan. This total includes $23.8 million in city funding and nearly $54 million in state and federal funds. State and federal transportation aids provide approximately 69% of total funding for bridges. Figure 6 shows that funding for bridges peaks in 2006 at $21.8 million. The decrease in subsequent years is the result of less state and federal aid. City funding remains relatively constant, ranging from $3.7 million to $4.4 million per year, while state and federal aid ranges from $17.4 million to $1.9 million.

The Kilbourn Bascule Bridge is the most comprehensive bridge project scheduled for 2006. Total funding for this project is $13 million, including $2.6 million in capital funding. This project will be completed in the fall of 2007.

Street Accessories

This category includes street lighting and traffic control facilities. The six year plan includes approximately $32.1 million for street accessories, which accounts for 9.7% of total funding for Surface Transportation. Annual funding for this purpose averages $5.4 million throughout the six year plan. The 2006 budget provides $5.2 million for street accessories.

The City of Milwaukee is in the process of replacing the bulbs for over 700 intersections controlled by traffic signals with Light Emitting Diodes (LED) signals. These replacements will occur over a period of several years. The cost of the project is approximately $3.5 million. This project will be funded primarily through Hazard Elimination Safety (HES) grants and streets paving funds. This plan includes $1 million for city funding of LED conversions that cannot be completed through grant funding. The LED traffic signals have an eight year life expectancy compared to the two year life expectancy of bulbs currently in use, will save more than 80% in energy cost, and will provide better visibility of the signals. When all of the signals have been upgraded, the city can expect to save approximately $400,000 per year in energy costs and reduce maintenance costs.

Sidewalks

Funding for sidewalks and other pedestrian related projects in the six year plan totals $4.5 million and accounts for 1.4% of total Surface Transportation funding. Funding of $750,000 is provided in the 2006 budget, this level of funding is maintained on an annual basis throughout the six year plan.

Parking

The 2006-2011 Capital Improvements Plan includes $7.2 million in city funds. This accounts for 2.2% of total Surface Transportation funding. Funding of $2.1 million is provided in the 2006 budget. These projects will be financed with Parking Fund revenues.

Multi-Space Parking Meters: The 2006 Parking Fund capital budget includes $1.3 million to purchase and install electronic, multi-space meters (and appropriate signage) to replace approximately 1,500 single space meters in the downtown central business district. Each meter would control eight to ten parking spaces. The new meters will accept credit and debit card payments. These meters will communicate with Parking management to advise when malfunctions occur, the coin receptacles are filling, or are out-of-order for other reasons, minimize revenue loss and maximize space availability for parking patrons.

Funding was provided for this project after the city reviewed the results of a pilot project conducted in the summer of 2004 and determined that parking patrons, area businesses, and the city would benefit if multi-space parking meters were installed in areas of the city with high meter use and turnover. The pilot project placed four multi-space meters on Jefferson Street between Wells and Mason Streets and existing parking posts were replaced with markers indicating a parking space number. The new meters conveniently accepted coins, credit, and debit cards. The new meters increased revenues at the pilot locations. Surveys were also conducted of the users and of the businesses located on this block and feedback from the project was very positive.

2006-2011 Capital Improvements Plan for Surface Transportation

Project Title	2006 Budget	2007 Plan	2008 Plan	2009 Plan	2010 Plan	2011 Plan	Six Year Plan
Street Improvements Program							
Regular Streets, Net City Cost	$3,636,454	$5,092,000	$3,892,000	$5,092,000	$3,892,000	$5,092,000	$26,696,454
New Street Construction Net City Cost	0	0	0	0	0	0	0
Major Street (Federal and State Aided) Net City Cost	6,467,072	5,100,000	3,975,900	3,468,100	5,402,100	3,930,200	28,343,372
New Streets Developer Financed	400,000	400,000	400,000	400,000	400,000	400,000	2,400,000
Assessments	1,809,846	2,643,000	2,288,310	2,844,625	3,042,190	2,851,530	15,479,501
******Grants & Aids******	23,460,229	18,392,533	16,663,015	18,722,580	34,194,950	17,141,760	128,575,067
Total Street Improvements Program	$35,773,601	$31,627,533	$27,219,225	$30,527,305	$46,931,240	$29,415,490	$201,494,394
Alley Program							
City Funding	$292,547	$443,000	$443,000	$501,509	$501,509	$501,509	$2,683,074
Assessments	582,453	882,000	882,000	998,491	998,491	998,491	5,341,926
Total Alley Program	$875,000	$1,325,000	$1,325,000	$1,500,000	$1,500,000	$1,500,000	$8,025,000
Bridge Program							
Net City Cost	$4,431,000	$4,000,000	$3,770,000	$3,998,000	$3,900,000	$3,698,000	$23,797,000
******Grants & Aids******	17,369,000	9,812,000	8,560,000	1,912,000	7,327,000	8,992,000	53,972,000
Total Bridge Program	$21,800,000	$13,812,000	$12,330,000	$5,910,000	$11,227,000	$12,690,000	77,769,000
Street Lighting Program							
City Funding	$4,545,000	$4,500,000	$4,500,000	$4,500,000	$4,500,000	$4,500,000	$27,045,000
Total Street Lighting Program	$4,545,000	$4,500,000	$4,500,000	$4,500,000	$4,500,000	$4,500,000	$27,045,000
Traffic Control Program							
Traffic Control Improvements	$700,000	$1,600,000	$700,000	$700,000	$700,000	$700,000	$5,100,000
Total Traffic Control Program	$700,000	$1,600,000	$700,000	$700,000	$700,000	$700,000	$5,100,000
Sidewalk Program							
City Funding	$337,500	$337,500	$337,500	$337,500	$337,500	337,500	$2,025,000
Assessments	412,500	412,500	412,500	412,500	412,500	412,500	2,475,000
Total Sidewalk Program	$750,000	$750,000	$750,000	$750,000	$750,000	$750,000	$4,500,000
Parking Program							
1000 North Water Parking Structure Repairs	$0	$500,000	$250,000	$0	$0	$0	$750,000
MacArthur Square Parking Structure	500,000	250,000	500,000	0	0	300,000	1,550,000
Mechanical Repairs and Facility Upgrades to Various Structures	0	125,000	125,000	125,000	125,000	125,000	625,000
Structural Repairs to Various Structures	0	125,000	125,000	125,000	125,000	125,000	625,000
Multi-Space Parking Meters	1,300,000	0	0	0	0	0	1,300,000
Milwaukee/Michigan Parking Structure	280,000	0	0	310,000	500,000	0	1,090,000
Second and Plankinton Parking Structure Repairs	0	0	0	0	250,000	450,000	700,000
Fourth and Highland Parking Structure	0	0	0	535,000	0	0	535,000
Total Parking Program	$2,080,000	$1,000,000	$1,000,000	$1,095,000	$1,000,000	$1,000,000	$7,175,000
Surface Transportation Totals							
City Funding	$20,409,573	$21,072,500	$17,618,400	$18,597,109	$19,233,109	$18,759,209	$115,689,900
Assessments	2,804,799	3,937,500	3,582,810	4,255,616	4,453,181	4,262,521	23,296,427
Revenue	400,000	400,000	400,000	400,000	400,000	400,000	2,400,000
******Grants & Aids******	40,829,229	28,204,533	25,223,015	20,634,580	41,521,950	26,133,760	182,547,067
Enterprise (Parking Fund)	2,080,000	1,000,000	1,000,000	1,095,000	1,000,000	1,000,000	7,175,000
Grand Total Surface Transportation	$66,523,601	$54,614,533	$47,824,225	$44,982,305	$66,608,240	$50,555,490	$331,108,394

ENVIRONMENT

The capital programs in the Environmental section of the CIP support three of Mayor Barrett's Strategic Outcomes, including:

- Nurturing investment throughout Milwaukee to make the city an attractive place to own a home and operate a business.
- Create early childhood conditions that lead to success.
- Provide for a healthy environment so that environmental conditions positively affect urban quality of life, public health, and economic competitiveness.

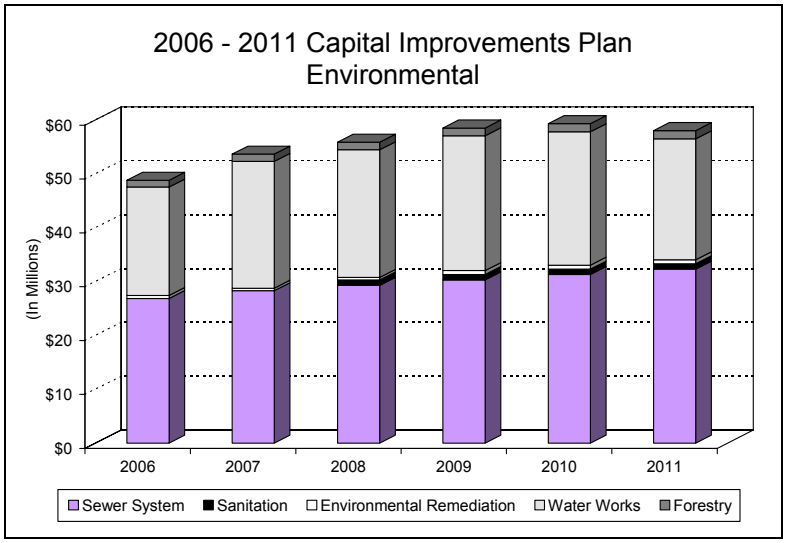
Environmental related capital programs include the sewer system, water facilities, sanitation, forestry, and environmental remediation. The objectives of the Environmental capital programs are to enhance the long term environmental health of Milwaukee by reducing lake and river pollution, protecting human health and the local ecosystem, and maintaining the cleanliness and beauty of city neighborhoods. Funding for Environmental projects is determined by a wide range of criteria, including condition, age, maintenance problems, state and environmental regulations, citizen complaints, and aldermanic requests. When possible, replacement of environmental related infrastructure is coordinated with the Paving Program.

In 2006, Environmental projects are funded through city borrowing, revenue from developers, and user fees. The 2006-2011 Capital Improvements Plan provides $334.2 million, or 30.9% of total capital funding for environmental related projects, making Environmental projects the largest functional category in the six year plan. Figure 8 shows projected costs of Environmental related capital projects.

Sewers

The six year plan includes $178.4 million in funding for sewer system projects, which accounts for 53.4% of total funding for Environmental related projects. The Sewer Program includes relief and relay sewers, expansion of capacity sewers, and developer financed sewers. As Figure 8 shows, funding for sewers grows from $26.9 million in 2006 to $32.3 million in 2011. These planned increases reflect the Barrett Administration's commitment to a healthy environment and a recognition that aging sewer infrastructure requires an accelerated level of annual funding. The Relief and Relay Program has been financed with a user fee since 2000. The Sewers Program will focus on improving Milwaukee's sewer performance throughout the life of the plan. The largest portion of sewer capital expenditures 85.8% will go towards relief and relay sewers, which reconstruct current sewer mains.

Figure 8



Water Works

Capital improvement funding for the Milwaukee Water Works totals approximately $139.6 million over the six year plan and accounts for 41.8% of total funding for Environmental capital projects. Of this amount, $98.6 million is appropriated for the Water Main Program, which includes distribution and feeder mains and $14.6 million is pro-

vided for treatment improvements. The remaining $26.4 million finances improvements at buildings, pumping stations, storage facilities, and the control center. The Water Works capital program plays an important role in providing for a healthy environment and nurturing investment, two of Mayor Barrett's key outcomes for Milwaukee.

Forestry

Funding for Forestry related activities totals approximately $8.5 million in the six year capital plan, or 2.5% of total funding for Environmental projects. These activities include $4.3 million to replace or to extend concealed irrigation on city boulevards and $4.2 million for the Tree Planting Program, the majority of which replaces trees in conjunction with the Street Paving Programs.

Sanitation

The six year plan provides $4 million for Sanitation related capital improvement projects, or 1.2% of total Environmental funding. During 2003 and 2004, the Department of Public Works completed an assessment of the Sanitation organization. Improvements to accommodate the more efficient organization were commenced in 2004 and range from $0 in 2006 and 2007 to $1 million in all other plan years.

Environmental Remediation

The six year plan provides for approximately $3.8 million, or 1.1% of total funding for a variety of Environmental related capital projects. Annual funding for this purpose ranges from $469,000 to $750,000.

2006-2011 Capital Improvements Plan for the Environmental Program

Project Title	2006 Budget	2007 Plan	2008 Plan	2009 Plan	2010 Plan	2011 Plan	Six Year Plan
Sewer Program							
Sewer Maintenance Relay Program	$22,500,000	$24,500,000	$25,000,000	$26,000,000	$27,000,000	$28,000,000	$153,000,000
Water Quality Projects	1,000,000	0	0	0	0	0	1,000,000
Expansion of Capacity Program City Cost	3,052,500	3,500,000	4,000,000	4,000,000	4,000,000	4,000,000	22,552,500
Developer Financed Sewer Program Revenue	300,000	300,000	300,000	300,000	300,000	300,000	1,800,000
Total Sewer Program	$26,852,500	$28,300,000	$29,300,000	$30,300,000	$31,300,000	$32,300,000	$178,352,500
Water Program							
Water Main Program Distributions Mains							
Distribution Water Main Program	$13,600,000	$14,000,000	$14,500,000	$15,000,000	$15,500,000	$16,000,000	$88,600,000
Developer Financed	600,000	600,000	600,000	600,000	600,000	600,000	3,600,000
Feeder Mains Revenue	1,020,000	1,040,500	1,060,000	1,080,000	1,100,000	1,120,000	6,420,500
Subtotal	$15,220,000	$15,640,500	$16,160,000	$16,680,000	$17,200,000	$17,720,000	$98,620,500
Treatment Improvements	$400,000	$200,000	$5,000,000	$3,800,000	$3,000,000	$2,200,000	$14,600,000
Building Improvements	0	1,400,000	700,000	390,000	400,000	240,000	3,130,000
Storage Facilities	4,500,000	500,000	500,000	1,000,000	2,750,000	0	9,250,000
Pump Facilities	0	5,500,000	1,100,000	2,150,000	1,415,000	2,300,000	12,465,000
Meter Repair Shop Improvements	0	300,000	250,000	1,000,000	0	0	1,550,000
Distribution Building Improvements	0	0	0	0	0	0	0
Total Water Program	$20,120,000	$23,540,500	$23,710,000	$25,020,000	$24,765,000	$22,460,000	$139,615,500
Forestry Program							
Concealed Irrigation and Landscaping City Boulevards	$631,000	$678,000	$702,000	$726,000	$752,000	$778,000	$4,267,000
Planting Program	650,000	674,200	694,400	715,300	758,800	750,000	4,242,700
Total Forestry Program	$1,281,000	$1,352,200	$1,396,400	$1,441,300	$1,510,800	$1,528,000	$8,509,700
Sanitation Program							
Sanitation Headquarters Modifications Various Sites	$0	$0	$1,000,000	$1,000,000	$1,000,000	$1,000,000	$4,000,000
Total Sanitation Program	$0	$0	$1,000,000	$1,000,000	$1,000,000	$1,000,000	$4,000,000
Environmental Remediation Program							
Environmental Remediation	$570,000	$469,000	$469,000	$750,000	$750,000	$750,000	$3,758,000
Total Environmental Remediation Program	$570,000	$469,000	$469,000	$750,000	$750,000	$750,000	$3,758,000
Grand Total Environmental Program	$48,823,500	$53,661,700	$55,875,400	$58,511,300	$59,325,800	$58,038,000	$334,235,700

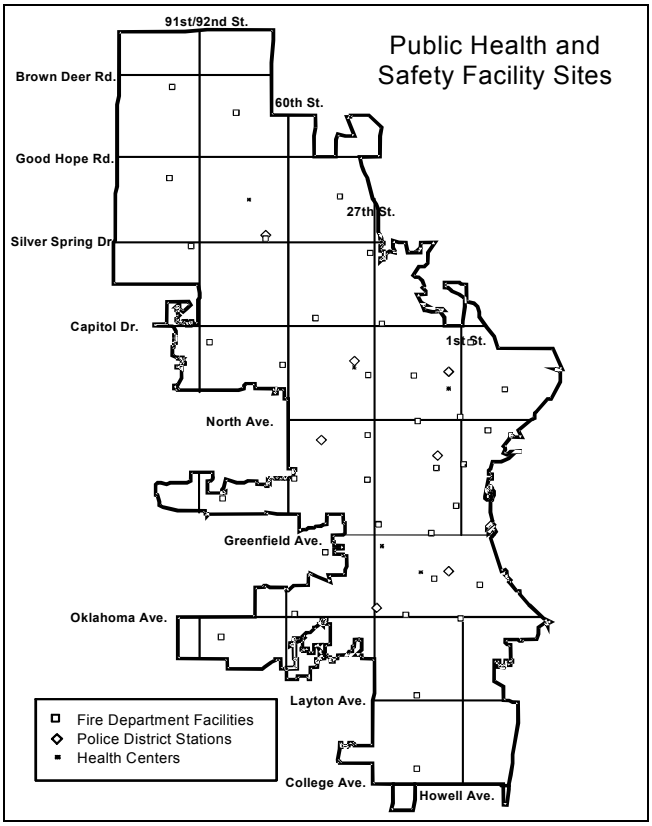
HEALTH AND SAFETY

The capital programs in the Heath and Safety section of the CIP support three of Mayor Barrett's Strategic Outcomes. These programs support the following outcomes:

- Making Milwaukee safe from crime to leverage tremendous opportunities for investment, quality of life, and personal well being.
- Create early childhood conditions that lead to success.
- Provide for a healthy environment so that environmental conditions positively affect urban quality of life, public health, and economic competitiveness.

Capital projects in the Health and Safety category involve the Fire, Police, and Health Departments, the primary providers of public health and safety services. The projects described in this section provide these departments with more useful, efficient, aesthetic settings for many of their interactions with Milwaukee residents.

Map 1

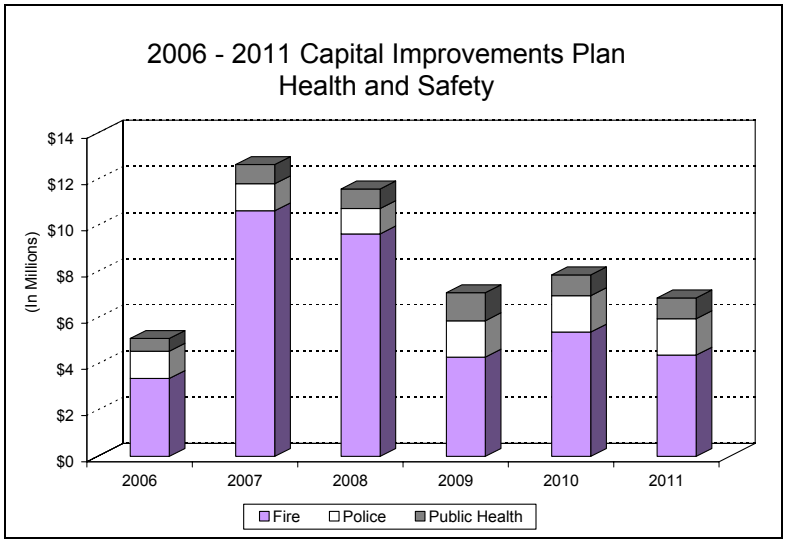


In 2006, Health and Safety projects are funded through city borrowing and the property tax levy. Funding for health and safety totals $51.2 million and accounts for 4.7% of total capital funding. Figure 9 shows projected funding levels for Health and Safety capital projects. As the remainder of this section explains, most of that funding improves facilities for the Fire, Police, and Health Departments. Map 1 shows the location of all engine houses, Police District Stations, and public health centers.

Fire

Funding for Fire Department capital improvement projects totals $37.7 million over six years, or 73.8% of total Health and Safety funding. The majority of Fire Department's capital funding ($31.9 million or 84.5%) is for two projects: the Fire Major Capital Equipment Program ($18.5 million) and for a new Fire Equipment Repair Shop ($13.4 million). Funding for Fire Department projects ranges from $3.4 million in 2006 to $10.6 million in 2007.

Figure 9



Fire Equipment Replacement Program. The 2006-2011 capital plan includes $18.5 million to continue the Equipment Replacement Program initiated in the 2001 budget. In 2002, acquisition of replacement Fire equipment

was shifted from the operating budget to the capital budget because Fire equipment, including pumper trucks, ladder trucks, and paramedic ambulances are long lived, high value assets. Their long life, combined with their large unit costs, makes these equipment items capital assets. The 2006 budget includes $2.9 million for the purchase of three pumper trucks, one tower ladder truck, one aerial ladder truck, and three ambulances.

Fire Repair Shop Design and Construction: The current Fire Repair Shop was constructed in 1928 and reflects the needs of the department during the 1920's and 1930's. Since then, the types of vehicles being repaired have changed dramatically (in both size and technology) and the existing facility is inadequate to provide an efficient maintenance operation. The 2002 budget included $150,000 to study the needs of the Fire Department's and the Department of Public Works' fleet maintenance facilities. The study recommends that the Milwaukee Fire Department design and construct a new repair facility rather than remodeling the existing site. The 2006-2011 Capital Improvements Plan allocates $13.4 million for this project, which is scheduled to begin in 2007. This project could be delayed if an adequate site cannot be obtained. In this event, funding for replacement of fire houses will be accelerated.

Police

The six year plan provides $8.2 million, or 16% of total Health and Safety funding for Police Department capital improvement projects. The remodeling of the Police Administration Building will account for $6 million in the six year plan. Total costs including prior year funding will be $24.7 million. Replacement of the department's radio system with a flexible trunked system at a city cost of $12 million (including prior year funding) was completed in 2005.

Police Administration Building (PAB) Remodeling Project: The six year plan includes $6 million in addition to $6.6 million provided in years 2000 through 2004 for renovation of the Police Administration Building and garage. Projects include office and entrance remodeling, reconstruction of the garage floor, upgrading of the HVAC system, elevator replacement, and asbestos abatement. The total cost for remodeling the PAB is estimated to be $24.7 million.

The 2006 capital budget continues the department's general remodeling of the PAB with $800,000 in capital funding. The PAB was built in 1970 and until 2001 had not undergone any major remodeling since its original construction. The electrical and mechanical systems are inadequate to support the needs of modern technology and current staffing levels. The department plans to completely renovate and remodel the building, starting with the now partially vacant sixth floor and continuing through the building as staff is moved to newly renovated spaces. The project includes asbestos abatement, redesign of plumbing, electrical, ventilation, and cabling runs within each floor.

Other Capital Projects: The six year plan includes $1.7 million for various district station repairs. In 2006, $150,000 is allocated towards remodeling District Station 6. Additional capital projects totaling approximately $500,000 are also scheduled in the six year plan.

Health

Health Department capital improvement projects include maintenance of five public health centers. Funding for health projects totals approximately $5.2 million, or 10.2% of total Health and Safety funding in the capital plan. This funding level in combination with grants that the department receives is necessary to effectively maintain the department's facilities.

The Health Department's capital program has two major components: facility maintenance and information technology (IT) improvements. The department has five health centers located throughout the city to best serve client populations. These centers provide a wide range of health services including:

- WIC (women, infants, and children) medical services;
- Immunizations for infants, children, and adults;

- Screening for high blood pressure, breast and cervical cancer, vision, and hearing;
- Assessment, counseling, and referral for treatment of various medical conditions; and
- Sexually Transmitted Disease and Tuberculosis Clinics.

Health Department Facilities: During 2002, the Health Department performed a comprehensive assessment of the capital needs for its five health center buildings. The buildings are generally old, with challenging issues associated with modern uses and requirements that they were not originally designed to accommodate. While these facilities have been adapted to serve their clients properly and efficiently, recently imposed requirements such as access for the disabled and retro-fitting for more efficient heating and cooling and fire suppression create significant, ongoing capital needs. The Health Department has carefully assessed their buildings, determined, and prioritized critical major capital maintenance needs, and shifted services to new locations to better serve the changing needs of its clients.

Accessibility considerations prompted total 2006-2011 funding of $1.4 million for interior projects. Exterior projects, such as roof replacement and tuck pointing, total $1.5 million during the six year plan. Mechanical systems replacement (such as boilers and HVAC) totals $1.5 million over the 2006-2011 plan. The city will continue to assess the utilization of health facilities in light of a changing client mix and program modifications. Over the course of the six year plan, these reviews will be critical to determining the best use of limited capital funding.

Client Tracking System Replacement: The 2006–2011 capital plan includes $850,000 for the Client Tracking System. This information system integrates data on client contact, conditions, treatment, and referral as well as compiling information for reporting to the state and federal governments. The project should have several benefits to health operations and support improved outcomes. For example, eliminating duplicative recordkeeping allows public health nurses, social workers, and other providers to devote more time to client service. In addition, handling data more efficiently and more readily transmitting data to county, state, and federal health agencies results in better coordination and tracking of public health needs and trends, and improved health planning and provision on a local and national scale.

The Health and Safety section of the 2006-2011 Capital Improvements Plan directly supports Mayor Barrett's Strategic Outcomes. Improvement in these areas will probably have the greatest long term and positive impact on the City of Milwaukee. These capital project support positive outcomes in areas of crime reduction, improving child and adult health, and supporting economic health and child welfare in Milwaukee.

2006-2011 Capital Improvements Plan for Health and Safety

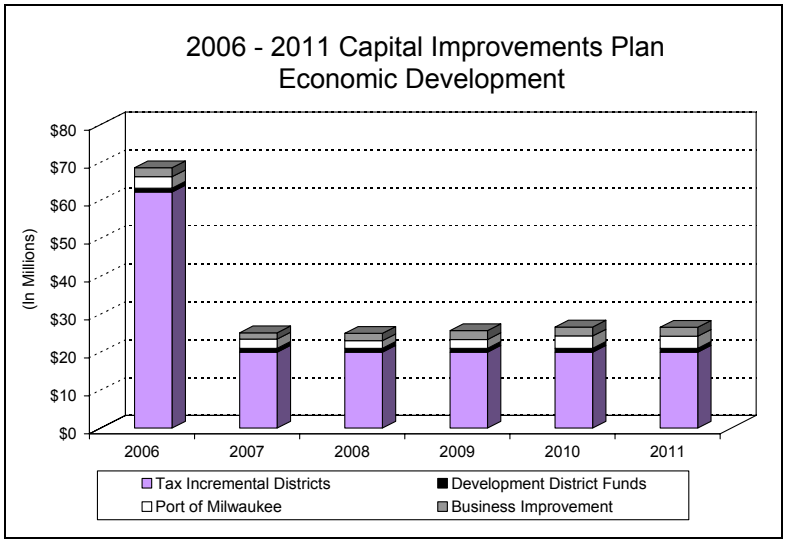
Project Title	2006 Budget	2007 Plan	2008 Plan	2009 Plan	2010 Plan	2011 Plan	Six Year Plan
Fire Department Projects							
Engine House Renovations	$0	$0	$0	$500,000	$2,000,000	$500,000	$3,000,000
Fire Repair Shop Design and Constructions	0	7,000,000	6,400,000	0	0	0	13,400,000
Major Capital Equipment	2,942,000	3,163,000	2,759,000	3,323,675	2,907,300	3,410,000	18,504,975
Interior Building Maintenance	96,000	70,000	70,000	70,000	70,000	70,000	446,000
Mechanical Systems Maintenance	200,000	260,000	260,000	260,000	260,000	260,000	1,500,000
Exterior Building Maintenance	143,000	150,000	150,000	150,000	150,000	150,000	893,000
Total Fire Department Projects	$3,381,000	$10,643,000	$9,639,000	$4,303,675	$5,387,300	$4,390,000	$37,743,975
Police Department Projects							
Police Administration Building Remodeling	$800,000	$800,000	$800,000	$1,200,000	$1,200,000	$1,200,000	$6,000,000
Academy Parking Lot	140,000	0	0	0	0	0	140,000
District Station Repairs	150,000	150,000	250,000	378,000	378,000	378,000	1,684,000
Evidence Storage Warehouse	89,000	120,000	50,000	0	0	0	259,000
Storage Building (82nd and Keefe)	0	101,000	0	0	0	0	101,000
Total Police Department Projects	$1,179,000	$1,171,000	$1,100,000	$1,578,000	$1,578,000	$1,578,000	$8,184,000
Health Department Projects							
Mechanical Systems Maintenance	$65,000	$300,000	$200,000	$450,000	$250,000	$250,000	$1,515,000
Exterior Building Maintenance	200,000	221,000	290,000	250,000	250,000	250,000	1,461,000
Interior Building Maintenance	185,000	160,000	210,000	364,000	250,000	250,000	1,419,000
Client Tracking System Replacement	100,000	150,000	150,000	150,000	150,000	150,000	850,000
Total Health Department Projects	$550,000	$831,000	$850,000	$1,214,000	$900,000	$900,000	$5,245,000
Grand Total Health and Safety Projects	$5,110,000	$12,645,000	$11,589,000	$7,095,675	$7,865,300	$6,868,000	$51,172,975

ECONOMIC DEVELOPMENT

Economic Development capital programs support three of Mayor Barrett's Strategic Outcomes, including:

- Nurturing investment throughout Milwaukee to make the city an attractive place to own a home and operate a business.
- Developing Milwaukee's workforce as a competitive advantage to enable residents to qualify for quality jobs throughout the region.
- Provide for a healthy environment so that environmental conditions positively affect urban quality of life, public health, and economic competitiveness.

Figure 10



Market forces that are beyond the direct control of public officials are the most important determinants of economic growth and activity in Milwaukee. However, the city does play a key role as a facilitator in creating the proper environment, urban design, and business climate within which the private sector can innovate, grow, and prosper. Economic Development capital spending should be used to increase the overall attractiveness of the city for private sector investment. For example, since 1985, city capital spending in active tax incremental districts has increased property values by approximately $1.3 billion.

Economic Development capital improvement projects consist of Tax Incremental Districts, Business Improvement Districts, Development District Funds, targeted business loans, and Port improvements. These projects are funded through city borrowing, the property tax levy, developer revenues, tax increment financing, and grants and aids. The six year plan includes approximately $197.5 million, or 18.2% of total funding for Economic Development projects. Figure 10 shows projected funding levels in the 2006-2011 Capital Improvements Plan.

While Economic Development is primarily supported through direct capital projects, the City of Milwaukee also uses capital projects to support Economic Development through other means. This is accomplished primarily by integrating workforce development with Economic Development projects. This is done through the following programs:

- Residential Preference Program (RPP), which requires resident employment for Department of Public Works (DPW) projects; and
- Emerging Business Enterprise Program (EBEP), which requires participation of emerging businesses in construction projects.

Both programs support the local workforce and local businesses. The Resident Preference Program was established in 1991. The program requires that all contracts administered by the Department of Public Works Commissioner contain a provision that 25% of the work hours be performed by residents of a designated area of the city. The designated area corresponds with the Community Development Block Grant area. The RPP has exceeded the established program goals in each year of its existence. The average total hours per contract equals 24.7% since the program's inception. The RPP total hours for 2005 equaled 33.1% of total hours worked. DPW

partners with community agencies, Esperanza Unida, Big Step Inc., and the Milwaukee Urban League to assist contractors in identifying qualified resident workers. Over 2,000 workers have been certified.

The purpose of the Emerging Business Enterprise Program (EBEP) is to assist and protect the interest of individuals who are at a disadvantage and to enhance opportunities for these individuals to successfully compete in a free market as individual business owners. EBEP requires that 18% of all City of Milwaukee total contract dollars spent on construction, services, professional services, and supplies utilize EBE firms. The program has exceeded this goal in most years and has an annual participation rate of 19.6%. The participation rate for 2005 is 23.9%. In addition to EBE participation in all City of Milwaukee contracts, the EBEP works to increase the participation level of emerging businesses, assists in emerging business development programs, and works to identify and eliminate barriers that deny business enterprises equal opportunities.

These programs will continue to utilize capital project and program requests in a manner that best supports the Mayor's investment and workforce community outcomes.

Table 4

Summary of Active Tax Incremental Districts

TID #	Project Name	Year Created	Property Value When Created in 2005 Dollars	Property Value as of 2005	Percent Real Value Increase
5	Theater District	1985	$1,582,184	$113,881,100	7,098%
11	Historic Third Ward	1988	48,642,246	138,250,400	184%
14	Historic King Place	1990	469,646	2,505,300	433%
15	Steeltech	1991	872,684	4,782,100	448%
17	Curry-Pierce	1992	923,047	3,268,800	254%
18	New Covenant	1992	167,460	3,310,300	1,877%
20	Florida Yards	1993	4,088,595	12,128,900	197%
21	North Avenue Jobs Bank	1993	2,311,027	7,182,200	211%
22	Beerline "B"	1993	10,490,381	89,630,500	754%
23	City Hall Square	1994	6,396,404	24,736,100	287%
24	Riverworks Industrial Center	1994	30,953,732	49,112,100	59%
25	Calumet Woods	1994	486,537	11,804,200	2,326%
27	Clarke Square Mega Mart	1995	2,139,842	15,155,900	608%
28	City Homes	1995	1,303,749	10,892,900	736%
29	Park East II	1995	1,107,447	51,058,200	4,510%
30	Library Hill	1996	17,508,539	26,279,800	50%
31	Milwaukee Street	1996	18,413,467	37,374,700	103%
32	King Drive and Walnut	1996	3,173,220	8,934,500	182%
33	United Health	1997	8,319,415	23,976,700	188%
34	Third Ward RiverWalk	1997	7,042,238	35,511,700	404%
35	27th and Wisconsin	1998	2,684,716	1,753,700	-35%
36	Granville Park	1998	1,939,700	40,684,100	1,997%
37	Grand Avenue	2000	68,408,579	115,937,400	69%
38	S 5th Street and W Grange	2000	227	200	-12%
39	City Center Hilton	2000	27,064,588	46,097,000	70%
40	West North Avenue	2000	4,456,968	12,339,400	177%
41	Harley RiverWalk	2000	11,365,734	48,546,100	327%
42	Capital Court	2001	7,854,260	60,138,800	666%
43	21st and North Retail Center	2001	1,041,600	980,100	-6%
44	Locust/Walnut Residential	2001	40,787,246	55,193,200	35%
45	Wilson Commons	2001	1,684,545	7,827,700	365%
46	New Arcade Project	2001	16,285,482	50,298,400	209%
47	875 East Wisconsin	2002	22,940,748	39,798,900	73%
48	Park East Freeway Removal	2002	30,100,843	33,143,400	10%
49	Cathedral Place	2002	2,228,418	40,389,200	1,712%
50	Solar Paint	2002	326	1,668,500	511,710%
51	Granville Station	2003	10,665,821	16,782,400	57%
52	Sigma-Aldrich Corporation	2003	10,853,904	21,706,600	100%
53	Menomonee Valley Shops	2004	4,913,310	5,089,900	4%
54	Stadium Business Park	2004	1,186,895	5,259,700	343%
55	Holt Plaza	2004	10,396,701	10,374,500	0%
56	Erie/Jefferson RiverWalk	2004	9,262,121	19,246,300	108%
57	Menomonee Valley East	2005	0	0	0%
58	20th and Walnut	2005	4,420,700	4,420,700	0%
59	Bronzeville	2005	41,828,800	41,828,800	0%
60	Intermodal Pass Station	2005	1,494,000	1,494,000	0%
61	Chase Commerce Center	2005	2,885,500	2,885,500	0%
62	DRS Power and Technology	2005	2,642,000	2,642,000	0%
	Totals		**$505,785,592**	**$1,356,302,900**	**168%**

Tax Incremental Districts (TIDs)

The 2006-2011 capital plan provides $20 million annually for TID development, except for 2006, in which $62.2 million in funding is provided. The capital budget appropriates general obligation borrowing to finance public improvements and loans in Tax Incremental Districts. The resulting developments are anticipated to increase

property value. Debt service and interest are subsequently paid back with the incremental taxes generated through the district's increased property values. Of the total amount of funding for Economic Development in the 2006–2011 capital plan, $162.2 million, or 82.1% is for TIDs.

Starting in 2006, TID budget authority will be represented in a different manner. The TID budget will break TID borrowing authority into the following categories:

- New borrowing for existing TIDs
- New borrowing for potential new TIDs
- Developer revenue
- Capitalized interest
- Potential new developer financed TIDs

This change in how the budget represents TID financing will not affect how TIDs are created and approved.

The recently completed new Sixth Street Viaduct will provide at grade access to the Menomonee River Valley. Combined with the reconstruction and extension of West Canal Street from Sixth Street to the Miller Park Baseball Stadium and the soon to be redeveloped rail yard, the city foresees great opportunities in redeveloping the Valley for commercial and recreational uses.

Several other new projects are being developed for 2006 to 2011, including office building related improvements, further commercial and residential projects, and industrial projects. Areas being considered include the Solvay Coke site, North 62nd Street and Mill Road, and technology and business parks. Table 4 provides a summary of the 62 active TIDs.

In addition to creating self-supporting TIDs, the City of Milwaukee also directly invests capital funds to support Economic Development. Through the Advanced Planning Fund, Neighborhood Commercial District Street Improvement Fund, Development Fund, and Business Improvement Districts (BIDs), capital funds are used to leverage and support neighborhood development plans, brownfield remediation grants, enhancement grants, façade grants, BID streetscape improvements, job retention and development, and other redevelopment and revitalization projects.

Business Improvement Districts (BIDs)

Business improvement capital funding consists of the Business Improvement District Loan Fund and the Neighborhood Commercial District Street Improvement Fund. Business improvement funding totals $6 million, or 3% of Economic Development capital projects over the six year plan.

Business improvement funding totaling $1 million per year is provided in the six year plan. There are approximately one to two BID capital improvement projects and one to two Neighborhood Commercial District Street Improvement projects funded each year.

The Business Improvement District capital account provides for loans to fund capital improvement projects such as new street lights, public art, or sidewalk improvements. These loans are made to Business Improvement Districts and are repaid over time by funds the district assesses on itself. These payments are designed to be sufficient to cover associated interest costs of the loans.

As Table 5 indicates, several Business Improvement Districts have chosen to make significant capital investments in their areas through the BID Loan Program including: North Avenue Gateway (BID #28), Atkinson/Capitol/Atkinson (BID #29), Havenwoods (BID #31), Riverworks II (BID #36), and Center Street Market

Place (BID #39). In 2006, new BIDs such as ICC, Cesar E. Chavez Drive, and Center Street Market Place will begin implementation of their planned improvements.

Table 5

Capital Investments in Active Business Improvement Districts

BID #	Name	CIP Loan	CIP Grant
28	North Avenue Gateway District	$100,000	$100,000
29	Atkinson/Capitol/Teutonia	$150,000	$150,000
31	Havenwoods	$400,000	$400,000
36	Riverworks II	$200,000	$200,000
39	Center Street Market Place	$200,000	$200,000

The Neighborhood Commercial District Street Improvement Fund capital account enables the city to form public/private partnerships with neighborhood merchant associations to enhance the appearance of the commercial corridors in Milwaukee's urban neighborhoods. This account is often used to match capital investments that BIDs make in their districts and provide the city's match for federal and state grants captured by the department. This fund will provide a 50% match (up to $500,000) for capital improvements projects in BID districts as well as a 20% local match for federal and state funded projects.

Expanded Use of Tax Credits: In 2006, there will be increased use of federal tax credits to promote job creation as the result of two developments. The Milwaukee Economic Development Corporation has received its own allocation of New Market Tax Credits, the credits will be used to reduce interest rates for small business lending. Also, the boundaries of Milwaukee's Renewal Community will expand. Businesses within the Renewal Community are eligible for a variety of tax credits that encourage hiring of residents within the boundary and investment in facility renovation and expansion.

Development District Funds

Development Funds include the Advance Planning Fund and the Development Fund Account. Funding totals $13 million and accounts for 6.6% of Economic Development funding in the six year plan. Funding for this purpose will average $2.17 million annually.

Port

In the six year plan, funding provided to the Port of Milwaukee totals $16.2 million, or 8.2% of Economic Development capital projects over the six year plan. Annual funding for the Port ranges from $2 million in 2008 to $3.2 million in 2010. Funding for the Port includes $9.1 million from state grants to rehabilitate and improve Port facilities. Port funding in the 2006 capital improvements plan will be used to establish a secured ferry terminal parking facility, perform major maintenance for terminals and piers, provide dockwall rehabilitation, and support pier, berth, and channel improvements.

Pier, Berth, and Channel Improvements: The 2006-2011 capital plan provides $2 million in city funding to maintain and improve piers, berths, and channels of the Port. This funding will be supplemented by an estimated $8.4 million in grants and aids funding.

Port Security: The Federal Department of Homeland Security has directed increased Port security measures as a result of the events of September 11, 2001 and the ongoing terrorist threat. The 2006-2011 capital plan provides $300,000 in city funding to upgrade Port security measures.

2006-2011 Capital Improvements Plan for Economic Development

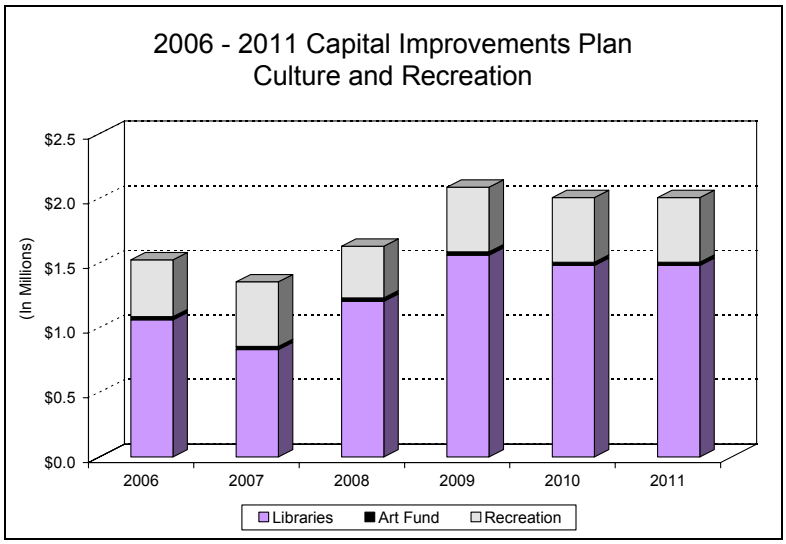
Project Title	2006 Budget	2007 Plan	2008 Plan	2009 Plan	2010 Plan	2011 Plan	Six Year Plan
City Development Projects							
Tax Increment Districts	$62,200,000	$20,000,000	$20,000,000	$20,000,000	$20,000,000	$20,000,000	$162,200,000
Business Improvement Districts	500,000	500,000	500,000	500,000	500,000	500,000	3,000,000
Neighborhood Commercial District Street Improvement Fund	500,000	500,000	500,000	500,000	500,000	500,000	3,000,000
Development District Fund	2,200,000	1,500,000	1,800,000	2,200,000	2,200,000	2,200,000	12,100,000
Advance Planning Fund	150,000	150,000	150,000	150,000	150,000	150,000	900,000
Total City Development Projects	$65,550,000	$22,650,000	$22,950,000	$23,350,000	$23,350,000	$23,350,000	$181,200,000
Port of Milwaukee Projects							
Secured Ferry Terminal Parking	$200,000	$0	$0	$0	$0	$0	$200,000
Major Maintenance Terminals and Piers	150,000	0	0	0	0	0	150,000
Harbor Maintenance Dredging	0	0	100,000	0	0	150,000	250,000
**********Grants & Aids**********	0	0	400,000	0	0	0	400,000
Cargo Handling Equipment	0	0	150,000	375,000	0	0	525,000
Analyze and Upgrade Sewer System	0	0	0	250,000	0	0	250,000
Dockwall Rehabilitation	100,000	250,000	250,000	250,000	250,000	250,000	1,350,000
Pier Berth and Channel Improvements	400,000	400,000	200,000	200,000	600,000	200,000	2,000,000
**********Grants & Aids**********	2,000,000	1,600,000	800,000	800,000	2,400,000	800,000	8,400,000
Surface City Heavy Lift Dock Extension	0	0	0	250,000	0	0	250,000
Rail Track and Service Upgrades	0	100,000	0	100,000	0	100,000	300,000
**********Grants & Aids**********	0	100,000	0	100,000	0	100,000	300,000
Acquire and Rehabilitate KK River Site	0	0	0	0	0	0	0
Confined Disposal Facility	75,000	0	0	0	0	0	75,000
New Crane/Heavy Lift Equipment	0	0	0	0	0	1,500,000	1,500,000
Rail/Water Transfer Facility	0	0	0	0	0	0	0
Port Security	100,000	0	100,000	0	0	100,000	300,000
**********Grants & Aids**********	0	0	0	0	0	0	0
Total Grants & Aids Port of Milwaukee	$2,000,000	$1,700,000	$1,200,000	$900,000	$2,400,000	$900,000	$9,100,000
Total City Funding Port of Milwaukee	$1,025,000	$750,000	$800,000	$1,425,000	$850,000	$2,300,000	$7,150,000
Total Port of Milwaukee	$3,025,000	$2,450,000	$2,000,000	$2,325,000	$3,250,000	$3,200,000	$16,250,000
Grand Total Economic Development Funding	$68,575,000	$25,100,000	$24,950,000	$25,675,000	$26,600,000	$26,550,000	$197,450,000

CULTURE AND RECREATION

The capital programs in the Culture and Recreation section of the six year capital improvement plan support two of Mayor Barrett's Strategic Outcomes, including:

- Nurturing investment throughout Milwaukee to make the city an attractive place to own a home and operate a business.
- Create early childhood conditions that lead to success.

Figure 11



Culture and Recreation capital improvement projects include public libraries, recreational facilities, and the Municipal Art Fund. In 2006, these projects are funded through city borrowing and the property tax levy. In the 2006-2011 capital plan, approximately $10.6 million, or 1% of total funding is provided for Culture and Recreation projects. Figure 11 shows the 2006-2011 Capital Improvements Plan for these projects.

The city invests in Culture and Recreation in order to strengthen the city's neighborhoods and to enhance the city's role as the "cultural hub" of the metropolitan area. Public libraries and recreational facilities provide stability to city neighborhoods by creating places for residents to learn and play close to home. By maintaining and upgrading its cultural and recreational facilities, Milwaukee is able to enhance the quality of life for all city residents.

Libraries

Funding for public libraries in the plan totals $7.6 million, or 71.8% of total funding for Culture and Recreation projects. Of this amount, approximately $4.7 million is for projects at Central Library and $2.9 million is for neighborhood library projects. In 2006, $1 million is provided for these purposes. Funding ranges from $830,000 in 2007 to $1.6 million in 2009.

Investment in library facilities will be focused on balancing the needs of the current infrastructure and patron use patterns against demographic shifts and strategic planning for the system as a whole.

Municipal Art Fund

The 2006-2011 plan provides $150,000, or 1.4% of Culture and Recreation funding for the Municipal Art Fund. This $25,000 annual amount provides for visual arts in newly constructed or remodeled city owned buildings. The Milwaukee Arts Board determines the allocation of funds to be expended on works of art for construction projects.

Recreation

Recreational facilities include playgrounds and totlots located in neighborhoods throughout the city. In the 2006-2011 plan, nearly $2.84 million, or 26.8% of total funding for Culture and Recreation projects is provided for renovation and maintenance of existing totlots. Funding for recreational facilities in 2006 totals $439,725.

2006-2011 Capital Improvements Plan for Culture and Recreation

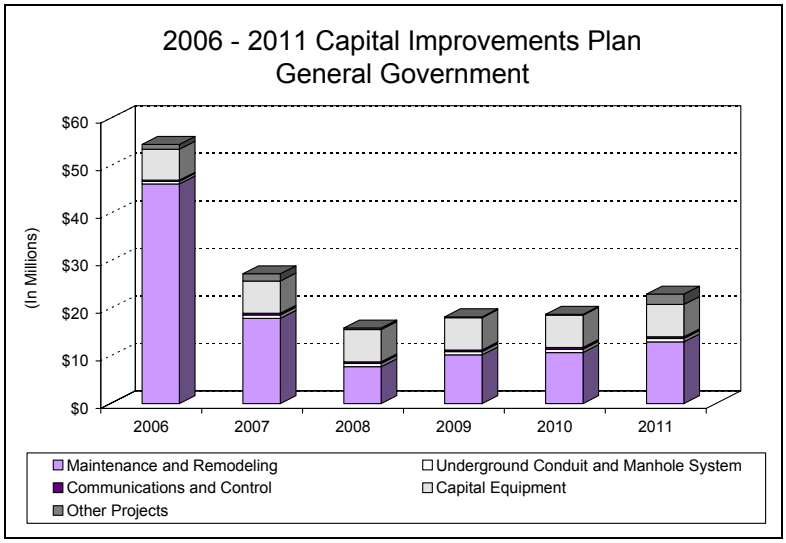
Project Title	2006 Budget	2007 Plan	2008 Plan	2009 Plan	2010 Plan	2011 Plan	Six Year Plan
Library Projects							
Neighborhood Library Interior Renovation Program	$310,000	$340,000	$350,000	$650,000	$650,000	$650,000	$2,950,000
Central Library Remodeling Fund	750,000	490,000	855,000	911,500	831,500	831,500	4,669,500
Subtotal Library	$1,060,000	$830,000	$1,205,000	$1,561,500	$1,481,500	$1,481,500	$7,619,500
Municipal Art Fund	$25,000	$25,000	$25,000	$25,000	$25,000	$25,000	$150,000
Recreational Facilities	$439,725	$500,000	$400,000	$500,000	$500,000	$500,000	$2,839,725
Total Projects	$1,524,725	$1,355,000	$1,630,000	$2,086,500	$2,006,500	$2,006,500	$10,609,225

GENERAL GOVERNMENT

The capital programs in the General Government section of the capital improvement plan support one of Mayor Barrett's Strategic Outcomes:

- Making Milwaukee safer from crime to leverage opportunities for investment, quality of life, and personal well being.

Figure 12



General Government capital improvement projects consist of maintenance and remodeling of city owned buildings and facilities and other special capital projects, as well as operation and maintenance of the city's underground conduit and communication systems. These projects and programs maintain buildings, equipment, and facilities in proper condition and configuration for city employees to meet the city's service delivery and public safety outcomes.

In the six year plan, approximately $157.8 million is provided for these purposes, which accounts for 14.6% of total capital funding. Figure 12 shows projected funding levels for General Government capital improvement projects for 2006-2011. The city strategically invests in city owned facility improvements to provide optimal service levels to city residents, workers, and visitors. There are three major categories of facility improvements: facility maintenance for 160 city buildings, major capital equipment replacement, and information technology/communication infrastructure improvements.

The city's buildings and associated facilities include a wide range of structures and office buildings such as City Hall, salt domes, public parking structures, sanitation refuse transfer facilities, and forestry nursery buildings. Police stations, fire stations, libraries, public health centers, water filtration and distribution systems, sewerage relay systems, and Port of Milwaukee facilities have specific uses and are largely maintained under those departments' capital budgets.

Maintenance and Remodeling

The Department of Public Works Operations Division is responsible for maintenance and repair of approximately 160 city buildings. In addition, the division provides architectural and mechanical planning and design services for most city remodeling projects.

Criteria used to determine maintenance and remodeling needs include:

- Age and condition;
- Safety and security;
- Accessibility;
- Space needs;
- Organizational needs;
- Technological and communication needs;
- Current and future needs of city departments; and
- Operational savings or service delivery improvements generated by a project.

A computerized Facilities Condition Index (FCI) aids in evaluating building conditions and prioritizing maintenance and repair needs. The citywide FCI is used to develop an overall cyclical maintenance program and concentrate more resources on preventative maintenance programs.

In 2001, the Department of Public Works (DPW) conducted a comprehensive facility condition assessment. This effort updated a 1995 facility condition study performed by consultants. DPW staff performed extensive on site inspections to determine the physical condition of 109 city buildings and recreational facilities. A thorough visual inspection of all infrastructure, structural, electrical, mechanical, and roof components in each building was performed. All maintenance, repair, equipment replacement, and safety needs were identified and detailed. Cost estimates for needed maintenance and improvements were based on standard pricing for similar buildings. This information will be useful in determining if a facility should be repaired, replaced, or consolidated. The assessment is also updated on a regular basis. Such information will be used to prioritize capital projects to most efficiently utilize maintenance and capital funds.

The six year plan provides approximately $105.9 million for remodeling and maintenance of city facilities. This includes remodeling of office space; upgrade of interior systems such as the HVAC, plumbing and electrical systems, and exterior building repairs. These projects account for 67.1% of the total General Government capital improvement projects.

City Hall Restoration: This program was introduced in 2002 to address the structural and historical integrity of Milwaukee City Hall, which is listed as a National Historic Landmark. This program restores the exterior façade and roofs of City Hall to ensure a watertight, energy efficient, and safe condition. Building materials deteriorated over time, allowing water to penetrate into the structure and causing damage to the exterior composition, structural elements, interior finishes, and building contents. Deterioration also resulted in the building becoming a potential public safety hazard.

The repair and restoration work to address the deterioration of key exterior elements such as brick, terra cotta, sandstone, windows, embedded structural steel, copper and slate roofing was awarded to J. P. Cullen & Sons, Inc. in 2005. Construction staging and scaffolding erection has begun, with the project expected to continue through 2007. The 2006 capital budget includes $17.7 million to address the expected cash flow requirements of the project. Total funding in the 2006-2011 Capital Improvements Plan is $34.3 million, or 21.7% of total General Government funding.

City Hall Hollow Walk Replacement: Funding in the 2006–2011 Capital Improvements Plan totals $12.7 million for the replacement of the hollow sidewalks around City Hall. Due to the expected construction timeline of the City Hall Restoration Program, the walks could not be replaced until restoration of the building is nearly complete or completed. Initial funding for this project will occur in 2008. This project addresses the structural deterioration of the hollow, vaulted sidewalks around City Hall and includes funding for the necessary structural analysis, removal of the hollow walk, foundation repairs, membrane water proofing, and sidewalk and hollow walk replacement.

Menomonee Valley Facilities Relocation: This project is for the construction of a consolidated facility for DPW's Infrastructure Services, Operations, and Water Works Divisions field operations. The facility, to be located at the Tower Automotive facility site, is currently under construction and will be available for occupancy in the first quarter of 2006. The 2006 capital budget includes $24 million for the construction costs, with Water Works and the Sewer Maintenance Fund making lease payments to the City of Milwaukee for the facility space they will occupy. All construction and moving will be completed by March 2006.

This is a major one time facility improvement project intended to support economic development in the Menomonee Valley. The relocation of DPW facilities will make the corner at South Sixth Street and Canal Street available for development and will serve as a catalyst for the revitalization of the Menomonee Valley. Other benefits of the relocation include:

- Elimination of duplicated services;
- Management reduction due to consolidation; and
- Annual salary savings of $240,000.

Municipal Garage and Outlying Facilities Development Program: Several DPW facilities, including the Municipal Garage, are in need of repair, replacement, or consolidation. These improvements will improve workflow layouts, replace outdated mechanics' equipment to improve vehicle repair efficiency and safety, and replace outdated building systems to meet current building codes for energy efficient lighting, HVAC and digital controls, and fire and life safety systems. Future improvements of the Central Municipal Garage shall incorporate the findings of the recently completed "Consolidated Municipal Garage Fire Repair Facility Study Project" funded in 2002. While the study determined that combining Fleet Services and the Fire Repair Shop operations was not feasible, it suggested a number of improvements to provide better service for municipal equipment, and therefore, to the residents who are served by the equipment. Approximately $4 million is provided in the 2006-2011 capital plan for this purpose.

Major Capital Equipment

Durable equipment items with a per unit cost of $50,000 or more are included in the capital budget. This provides for timely replacement of equipment that is beyond economical repair to maintain service delivery levels to residents. Over 1,500 pieces of "major" equipment used by several Department of Public Works divisions are included in this program, ranging from dump trucks and garbage packers to street sweepers. Equipment need and utilization are closely scrutinized to determine if replacement is necessary. Funding to purchase capital equipment is $40.5 million, or 25.7% of General Government funding during the six year plan.

Other Projects

The six year plan provides approximately $5.4 million, or 3.4% of total General Government capital funding for other projects. This funding is necessary to ensure an adequate level of financial support for future General Government capital projects. Most of these projects are technology improvements that should increase the productivity and efficiency of various city operations. Projects planned during the 2006-2011 funding period include an upgrade of city network equipment; a server and e-mail consolidation project, and an upgraded license management system, workers compensation system, and document records management system.

Communications and Control

The city's communications and control resources consist of telephone systems, cellular telephones, data communications systems, Fire and Police communications, security and alarm systems, street lighting and traffic signal control systems, two-way radio antenna connection systems, and video communications systems. The cable and equipment that connects these systems is a critical part of the city's infrastructure and contributes to protecting citizens from crime and fire hazards and strengthening Milwaukee's neighborhoods.

The city's telephone system, including the Fire and Police Departments, provides approximately 5,700 telephones for over 8,000 employees at 150 site locations. These include telephone lines for approximately 235 fax machines; voice mail services for approximately 1,250 city employees; and approximately 750 pagers and 800 cellular telephones are in use by city employees.

The City of Milwaukee Optical Network (COMON) is a system of copper and fiber optic cables, most of which reside in the city's 540 miles of underground conduit. The underground conduit system grids the city and protects copper and fiber optic cables from inclement weather, accidents, and vandalism. The city's optical network includes over 100 miles of fiber optic cable providing data communications to 100 sites. The network is designed in the shape of a ring providing redundant paths to key locations. The key locations serve as distribution points for telecommunications services to other city facilities. The network supports voice, video, and data over multiple high speed communication links. This network is designed for near 100% reliability. This reliability is critical to community safety and the efficient delivery of public services.

The COMON currently provides data and other communication services to DPW's Operations, Infrastructure Services and Tow Lot Divisions, Department of City Development, Health Department, Police Department, Fire Department, Library, Municipal Court, Port of Milwaukee, and Water Works locations. Several important services are provided through a combination of COMON and the extensive copper cabling infrastructure owned by the City of Milwaukee. Telemetering provides information and control for water distribution and sewer monitoring and pump control. These systems help ensure adequate water pressure and prevent sewer backup and backwater problems.

In the six year plan, approximately $2 million, or 1.3% of total funding for General Government projects is provided for the city's communication system, which includes telecommunications, voice, data and video service circuits, interconnecting phones, computers, alarms, and radios. This will enhance the city's cable plant by extending it to locations in need of data interconnection services. The plan focuses on the Fire Department, Department of City Development, Housing Authority, and public libraries.

Underground Conduit and Electrical Manhole Programs

The Underground Conduit and Manhole Program provides a secure, weatherproof routing network for city communications cables, signal controlled traffic intersection cables, and street lighting cable circuits. The city has a network of 540 miles of underground conduit and over 7,300 manholes providing communication links to over 200 building and yard sites, 76,000 street lamps, and 700 traffic signaled intersections. Approximately 1.5 to 2 miles of conduit and 14 manholes are installed or replaced each year. Whenever possible, expansion or reconstruction of the underground conduit system is planned to coincide with street reconstruction, urban development, and private construction projects.

Approximately $4 million in funding, or 2.6% of General Government capital improvement projects is provided for maintenance and expansion of the city's underground conduit system, as well as for repair and replacement of various underground electrical manholes throughout the city. Funding for these purposes is budgeted at approximately $550,000 in 2006.

2006-2011 Capital Improvements Plan for General Government

Project Title	2006 Budget	2007 Plan	2008 Plan	2009 Plan	2010 Plan	2011 Plan	Six Year Plan
Remodeling/Construction Projects							
ADA Compliance Program	$248,900	$295,400	$295,400	$500,000	$700,000	$700,000	$2,739,700
Downtown Complex Remodeling	22,100	0	0	335,000	650,000	650,000	1,657,100
Municipal Garage/Outlying Facilities Development Program	500,000	500,000	500,000	500,000	500,000	1,500,000	4,000,000
Menomonee Valley Relocation	24,000,000	0	0	0	0	0	24,000,000
Total Remodeling/Construction Projects	$24,771,000	$795,400	$795,400	$1,335,000	$1,850,000	$2,850,000	$32,396,800
Maintenance Projects							
Facility Systems Program	$2,952,200	$3,000,000	$3,000,000	$4,000,000	$4,000,000	$4,500,000	$21,452,200
Facility Exterior Program	646,300	500,000	500,000	750,000	750,000	1,000,000	4,146,300
City Hall Restoration Program	17,700,000	13,500,000	3,100,000	0	0	0	34,300,000
City Hall Hollow Walk Program	0	0	200,000	4,000,000	4,000,000	4,500,000	12,700,000
Total Maintenance Projects	$21,298,500	$17,000,000	$6,800,000	$8,750,000	$8,750,000	$10,000,000	$72,598,500
Communications and Manholes							
Communication and Control System	$235,000	$350,000	$350,000	$350,000	$350,000	$350,000	$1,985,000
Two-Way Radio Replacement	248,000	150,000	175,000	175,000	175,000	175,000	1,098,000
Underground Electrical Manhole Reconstruction	200,000	200,000	200,000	200,000	200,000	200,000	1,200,000
Underground Conduit and Manhole Program	347,827	500,000	500,000	500,000	500,000	500,000	2,847,827
Total Communications and Manhole Projects	$1,030,827	$1,200,000	$1,225,000	$1,225,000	$1,225,000	$1,225,000	$7,130,827
Other Projects							
Major Capital Equipment	$6,500,000	$6,800,000	$6,800,000	$6,800,000	$6,800,000	$6,800,000	$40,500,000
Other Projects	936,000	1,509,000	274,000	150,000	150,000	2,150,000	5,169,000
Total Other Projects	$7,436,000	$8,309,000	$7,074,000	$6,950,000	$6,950,000	$8,950,000	$45,669,000
Grand Total General Government Projects	$54,536,327	$27,304,400	$15,894,400	$18,260,000	$18,775,000	$23,025,000	$157,795,127

2006-2011 Capital Improvements Plan

	2006 ADOPTED BUDGET	2007 BUDGET PLAN	2008 BUDGET PLAN	2009 BUDGET PLAN	2010 BUDGET PLAN	2011 BUDGET PLAN	TOTAL DRAFT SIX YEAR PLAN
SPECIAL CAPITAL PROJECTS							
Municipal Art Fund	$25,000	$25,000	$25,000	$25,000	$25,000	$25,000	$150,000
**********Grants & Aids**********	8,300,000	8,300,000	8,300,000	8,300,000	8,300,000	8,300,000	49,800,000
City Network Equipment Upgrade	90,000	50,000	0	0	0	0	140,000
TOTAL SPECIAL CAPITAL PROJECTS	**$8,415,000**	**$8,375,000**	**$8,325,000**	**$8,325,000**	**$8,325,000**	**$8,325,000**	**$50,090,000**
ADMINISTRATION							
FMIS Upgrade	$0	$0	$0	$0	$0	$2,000,000	$2,000,000
Single E-Mail Store	215,000	0	0	0	0	0	215,000
Server Consolidation/Storage Area Network	306,000	49,000	24,000	0	0	0	379,000
TOTAL ADMINISTRATION	**$521,000**	**$49,000**	**$24,000**	**$0**	**$0**	**$2,000,000**	**$2,594,000**
COMMON COUNCIL CITY CLERK							
License Management System	$175,000	$500,000	$0	$0	$0	$0	$675,000
TOTAL COMMON COUNCIL CITY CLERK	**$175,000**	**$500,000**	**$0**	**$0**	**$0**	**$0**	**$675,000**
DEPARTMENT OF CITY DEVELOPMENT							
Neighborhood Commercial District Street Improvement Fund	$500,000	$500,000	$500,000	$500,000	$500,000	$500,000	$3,000,000
Business Improvement Districts	500,000	500,000	500,000	500,000	500,000	500,000	3,000,000
Tax Incremental Districts	62,200,000	20,000,000	20,000,000	20,000,000	20,000,000	20,000,000	162,200,000
Development Fund	2,200,000	1,500,000	1,800,000	2,200,000	2,200,000	2,200,000	12,100,000
Advance Planning Fund	150,000	150,000	150,000	150,000	150,000	150,000	900,000
TOTAL DEPARTMENT OF CITY DEVELOPMENT	**$65,550,000**	**$22,650,000**	**$22,950,000**	**$23,350,000**	**$23,350,000**	**$23,350,000**	**$181,200,000**
DEPARTMENT OF EMPLOYEE RELATIONS							
Worker's Compensation System	$0	$700,000	$0	$0	$0	$0	$700,000
TOTAL DEPARTMENT OF EMPLOYEE RELATIONS	**$0**	**$700,000**	**$0**	**$0**	**$0**	**$0**	**$700,000**
FIRE DEPARTMENT							
Engine House Renovations	$0	$0	$0	$500,000	$2,000,000	$500,000	$3,000,000
Fire Repair Shop Design and Constructions	0	7,000,000	6,400,000	0	0	0	13,400,000
Major Capital Equipment	2,942,000	3,163,000	2,759,000	3,323,675	2,907,300	3,410,000	18,504,975
Interior Building Maintenance	96,000	70,000	70,000	70,000	70,000	70,000	446,000
Mechanical Systems Maintenance	200,000	260,000	260,000	260,000	260,000	260,000	1,500,000
Exterior Building Maintenance	143,000	150,000	150,000	150,000	150,000	150,000	893,000
TOTAL FIRE DEPARTMENT	**$3,381,000**	**$10,643,000**	**$9,639,000**	**$4,303,675**	**$5,387,300**	**$4,390,000**	**$37,743,975**
HEALTH DEPARTMENT							
Mechanical Systems Maintenance	$65,000	$300,000	$200,000	$450,000	$250,000	$250,000	$1,515,000
Exterior Building Maintenance	200,000	221,000	290,000	250,000	250,000	250,000	1,461,000
Interior Building Maintenance	185,000	160,000	210,000	364,000	250,000	250,000	1,419,000
Client Tracking System Replacement	100,000	150,000	150,000	150,000	150,000	150,000	850,000
TOTAL HEALTH DEPARTMENT	**$550,000**	**$831,000**	**$850,000**	**$1,214,000**	**$900,000**	**$900,000**	**$5,245,000**
LIBRARY							
Central Library							
Central Library Remodeling Fund	$750,000	$490,000	$855,000	$911,500	$831,500	$831,500	$4,669,500
Neighborhood Libraries							
Neighborhood Library Interior Renovation Program	$310,000	$340,000	$350,000	$650,000	$650,000	$650,000	$2,950,000
TOTAL LIBRARY	**$1,060,000**	**$830,000**	**$1,205,000**	**$1,561,500**	**$1,481,500**	**$1,481,500**	**$7,619,500**
MUNICIPAL COURT							
Document Records Management	$0	$60,000	$100,000	$0	$0	$0	$160,000
TOTAL MUNICIPAL COURT	**$0**	**$60,000**	**$100,000**	**$0**	**$0**	**$0**	**$160,000**
POLICE DEPARTMENT							
Police Administration Building Remodeling	$800,000	$800,000	$800,000	$1,200,000	$1,200,000	$1,200,000	$6,000,000
Academy Parking Lot	140,000	0	0	0	0	0	140,000
District Station Repairs	150,000	150,000	250,000	378,000	378,000	378,000	1,684,000
Evidence Storage Warehouse	89,000	120,000	50,000	0	0	0	259,000
Storage Building (82nd and Keefe)	0	101,000	0	0	0	0	101,000
TOTAL POLICE DEPARTMENT	**$1,179,000**	**$1,171,000**	**$1,100,000**	**$1,578,000**	**$1,578,000**	**$1,578,000**	**$8,184,000**

	2006 ADOPTED BUDGET	2007 BUDGET PLAN	2008 BUDGET PLAN	2009 BUDGET PLAN	2010 BUDGET PLAN	2011 BUDGET PLAN	TOTAL DRAFT SIX YEAR PLAN
PORT OF MILWAUKEE							
Secured Ferry Terminal Parking	$200,000	$0	$0	$0	$0	$0	$200,000
Major Maintenance Terminals and Piers	150,000	0	0	0	0	0	150,000
Harbor Maintenance Dredging	0	0	100,000	0	0	150,000	250,000
**********Grants & Aids**********	0	0	400,000	0	0	0	400,000
Cargo Handling Equipment	0	0	150,000	375,000	0	0	525,000
Analyze and Upgrade Sewer System	0	0	0	250,000	0	0	250,000
Dockwall Rehabilitation	100,000	250,000	250,000	250,000	250,000	250,000	1,350,000
Pier Berth and Channel Improvements	400,000	400,000	200,000	200,000	600,000	200,000	2,000,000
**********Grants & Aids**********	2,000,000	1,600,000	800,000	800,000	2,400,000	800,000	8,400,000
Surface City Heavy Lift Dock Extension	0	0	0	250,000	0	0	250,000
Rail Track and Service Upgrades	0	100,000	0	100,000	0	100,000	300,000
**********Grants & Aids**********	0	100,000	0	100,000	0	100,000	300,000
Confined Disposal Facility	75,000	0	0	0	0	0	75,000
New Crane/Heavy Lift Equipment	0	0	0	0	0	1,500,000	1,500,000
Port Security	100,000	0	100,000	0	0	100,000	300,000
**********Grants & Aids**********	0	0	0	0	0	0	0
**********Total Grants & Aids**********	**$2,000,000**	**$1,700,000**	**$1,200,000**	**$900,000**	**$2,400,000**	**$900,000**	**$9,100,000**
Total City Funding	**$1,025,000**	**$750,000**	**$800,000**	**$1,425,000**	**$850,000**	**$2,300,000**	**$7,150,000**
TOTAL PORT OF MILWAUKEE	**$3,025,000**	**$2,450,000**	**$2,000,000**	**$2,325,000**	**$3,250,000**	**$3,200,000**	**$16,250,000**
DPW ADMINISTRATIVE SERVICES DIVISION							
Public Safety Communications	$235,000	$350,000	$350,000	$350,000	$350,000	$350,000	$1,985,000
TOTAL DPW ADMINISTRATIVE SERVICES DIVISION	**$235,000**	**$350,000**	**$350,000**	**$350,000**	**$350,000**	**$350,000**	**$1,985,000**
DPW OPERATIONS DIVISION							
Sanitation and Forestry Projects							
Sanitation Headquarters Modification Various Sites	$0	$0	$1,000,000	$1,000,000	$1,000,000	$1,000,000	$4,000,000
Concealed Irrigation and General Landscaping City Boulevards	631,000	678,000	702,000	726,000	752,000	778,000	4,267,000
Planting Trees Shrubs and Evergreens (Paving) Various Sites	650,000	674,200	694,400	715,300	758,800	750,000	4,242,700
Subtotal Sanitation and Forestry Projects	**$1,281,000**	**$1,352,200**	**$2,396,400**	**$2,441,300**	**$2,510,800**	**$2,528,000**	**$12,509,700**
Buildings and Fleet Projects							
City Hall Restoration Program	$17,700,000	$13,500,000	$3,100,000	$0	$0	$0	$34,300,000
City Hall Hollow Walk Structural Repairs	0	0	200,000	4,000,000	4,000,000	4,500,000	12,700,000
Environmental Remediation Program	570,000	469,000	469,000	750,000	750,000	750,000	3,758,000
ADA Compliance Program	248,900	295,400	295,400	500,000	700,000	700,000	2,739,700
Facilities Exterior Program	646,300	500,000	500,000	750,000	750,000	1,000,000	4,146,300
City Hall Complex Remodeling	22,100	0	0	335,000	650,000	650,000	1,657,100
Municipal Garages/Outlying Facilities Remodeling	500,000	500,000	500,000	500,000	500,000	1,500,000	4,000,000
Facilities Systems Program	2,952,200	3,000,000	3,000,000	4,000,000	4,000,000	4,500,000	21,452,200
Recreational Facilities Program	439,725	500,000	400,000	500,000	500,000	500,000	2,839,725
Major Capital Equipment ($50,000 or More)	6,500,000	6,800,000	6,800,000	6,800,000	6,800,000	6,800,000	40,500,000
Space Planning Alterations and Engineering	150,000	150,000	150,000	150,000	150,000	150,000	900,000
Two-Way Radio Replacement	248,000	150,000	175,000	175,000	175,000	175,000	1,098,000
Menomonee Valley Facilities Relocation	24,000,000	0	0	0	0	0	24,000,000
Subtotal Buildings and Fleet Projects	**$53,977,225**	**$25,864,400**	**$15,589,400**	**$18,460,000**	**$18,975,000**	**$21,225,000**	**$154,091,025**
TOTAL DPW OPERATIONS DIVISION	**$55,258,225**	**$27,216,600**	**$17,985,800**	**$20,901,300**	**$21,485,800**	**$23,753,000**	**$166,600,725**
DPW INFRASTRUCTURE SERVICES DIVISION							
Expansion of Capacity Sewers Various Locations	$3,052,500	$3,500,000	$4,000,000	$4,000,000	$4,000,000	$4,000,000	$22,552,500
Development Out-of-Program Agreement Sewer Program Various Locations	300,000	300,000	300,000	300,000	300,000	300,000	1,800,000
Underground Conduit and Manholes	347,827	500,000	500,000	500,000	500,000	500,000	2,847,827
Major Bridge Program	4,431,000	4,000,000	3,770,000	3,998,000	3,900,000	3,698,000	23,797,000
**********Grants & Aids**********	17,369,000	9,812,000	8,560,000	1,912,000	7,327,000	8,992,000	53,972,000
Street Improvements City Portion of State and/or Federal Aided Projects	7,149,972	5,743,000	5,064,210	4,312,725	7,244,290	4,781,730	34,295,927

	2006 ADOPTED BUDGET	2007 BUDGET PLAN	2008 BUDGET PLAN	2009 BUDGET PLAN	2010 BUDGET PLAN	2011 BUDGET PLAN	TOTAL DRAFT SIX YEAR PLAN
**********Grants & Aids**********	23,460,229	18,392,533	16,663,015	18,722,580	34,194,950	17,141,760	128,575,067
New Street Construction	0	0	0	0	0	0	0
Street Reconstruction and Resurface	4,763,400	7,092,000	5,092,000	7,092,000	5,092,000	7,092,000	36,223,400
Alley Reconstruction and Resurface	875,000	1,325,000	1,325,000	1,500,000	1,500,000	1,500,000	8,025,000
Sidewalk Replacement Program (Contract and Scattered Sites)	750,000	750,000	750,000	750,000	750,000	750,000	4,500,000
New Streets Developer	400,000	400,000	400,000	400,000	400,000	400,000	2,400,000
Street Lighting Program Citywide	4,545,000	4,500,000	4,500,000	4,500,000	4,500,000	4,500,000	27,045,000
Traffic Control Facilities Citywide	700,000	1,600,000	700,000	700,000	700,000	700,000	5,100,000
Underground Electrical Manholes (Communications, Traffic Control, Street Lighting) Reconstruction Program	200,000	200,000	200,000	200,000	200,000	200,000	1,200,000
************Total Grants & Aids************	**$40,829,229**	**$28,204,533**	**$25,223,015**	**$20,634,580**	**$41,521,950**	**$26,133,760**	**$182,547,067**
Total City Funding	**$27,514,699**	**$29,910,000**	**$26,601,210**	**$28,252,725**	**$29,086,290**	**$28,421,730**	**$169,786,654**
TOTAL DPW INFRASTRUCTURE SERVICES DIVISION	**$68,343,928**	**$58,114,533**	**$51,824,225**	**$48,887,305**	**$70,608,240**	**$54,555,490**	**$352,333,721**
GRAND TOTAL DPW GRANTS & AIDS	**$40,829,229**	**$28,204,533**	**$25,223,015**	**$20,634,580**	**$41,521,950**	**$26,133,760**	**$182,547,067**
GRAND TOTAL DPW CITY FUNDING	**$83,007,924**	**$57,476,600**	**$44,937,010**	**$49,504,025**	**$50,922,090**	**$52,524,730**	**$338,372,379**
GRAND TOTAL DEPARTMENT OF PUBLIC WORKS	**$123,837,153**	**$85,681,133**	**$70,160,025**	**$70,138,605**	**$92,444,040**	**$78,658,490**	**$520,919,446**
BUDGETED GRANTS & AIDS FUNDING	**$42,829,229**	**$29,904,533**	**$26,423,015**	**$21,534,580**	**$43,921,950**	**$27,033,760**	**$191,647,067**
SUBTOTAL CITY FUNDED CAPITAL PROJECTS	**$164,863,924**	**$104,035,600**	**$89,930,010**	**$91,261,200**	**$92,793,890**	**$96,849,230**	**$639,733,854**
PARKING FUND							
1000 North Water Parking Structure Repairs	$0	$500,000	$250,000	$0	$0	$0	$750,000
MacArthur Square Parking Structure Repairs	500,000	250,000	500,000	0	0	300,000	1,550,000
Mechanical Repairs and Facility Upgrades to Various Structures	0	125,000	125,000	125,000	125,000	125,000	625,000
Structural Repairs to Various Structures	0	125,000	125,000	125,000	125,000	125,000	625,000
Multi-Space Parking Meters	1,300,000	0	0	0	0	0	1,300,000
Milwaukee/Michigan Parking Structure Repairs	280,000	0	0	310,000	500,000	0	1,090,000
Fourth and Highland Parking Structure Repairs	0	0	0	535,000	0	0	535,000
Second and Plankinton Parking Structure Repairs	0	0	0	0	250,000	450,000	700,000
TOTAL PARKING FUND	**$2,080,000**	**$1,000,000**	**$1,000,000**	**$1,095,000**	**$1,000,000**	**$1,000,000**	**$7,175,000**
DPW WATER WORKS							
Distribution Water Main Program	$13,600,000	$14,000,000	$14,500,000	$15,000,000	$15,500,000	$16,000,000	$88,600,000
Development Out-of-Program Agreement Various Locations	600,000	600,000	600,000	600,000	600,000	600,000	3,600,000
Feeder Main Program	1,020,000	1,040,500	1,060,000	1,080,000	1,100,000	1,120,000	6,420,500
Linnwood Plant Building Improvements	0	1,300,000	500,000	140,000	200,000	240,000	2,380,000
Linwood Plant Treatment Improvements	400,000	0	3,000,000	1,500,000	1,000,000	2,000,000	7,900,000
Howard Plant Building Improvements	0	100,000	200,000	250,000	200,000	0	750,000
Howard Plant Treatment Improvements	0	200,000	2,000,000	2,300,000	2,000,000	200,000	6,700,000
Pump Facilities Improvements	0	5,500,000	1,100,000	2,150,000	1,415,000	2,300,000	12,465,000
Storage Facilities Improvements	4,500,000	500,000	500,000	1,000,000	2,750,000	0	9,250,000
Meter Shop Improvements	0	300,000	250,000	1,000,000	0	0	1,550,000
Distribution Building Improvements	0	0	0	0	0	0	0
TOTAL DPW WATER WORKS	**$20,120,000**	**$23,540,500**	**$23,710,000**	**$25,020,000**	**$24,765,000**	**$22,460,000**	**$139,615,500**
DPW SEWER MAINTENANCE FUND							
Sewer Maintenance Relay Program	$22,500,000	$24,500,000	$25,000,000	$26,000,000	$27,000,000	$28,000,000	$153,000,000
Water Quality Projects	1,000,000	0	0	0	0	0	1,000,000
TOTAL DPW SEWER MAINTENANCE FUND	**$23,500,000**	**$24,500,000**	**$25,000,000**	**$26,000,000**	**$27,000,000**	**$28,000,000**	**$154,000,000**
GRAND TOTAL GRANTS & AIDS	**$42,829,229**	**$29,904,533**	**$26,423,015**	**$21,534,580**	**$43,921,950**	**$27,033,760**	**$191,647,067**
GRAND TOTAL CAPITAL IMPROVEMENT PLAN CITY FUNDING	**$210,563,924**	**$153,076,100**	**$139,640,010**	**$143,376,200**	**$145,558,890**	**$148,309,230**	**$940,524,354**
GRAND TOTAL CAPITAL IMPROVEMENT PLAN	**$253,393,153**	**$182,980,633**	**$166,063,025**	**$164,910,780**	**$189,480,840**	**$175,342,990**	**$1,132,171,421**