



## Legislative Fiscal Bureau

One East Main, Suite 301 • Madison, WI 53703 • (608) 266-3847 • Fax: (608) 267-6873  
Email: [fiscal.bureau@legis.wisconsin.gov](mailto:fiscal.bureau@legis.wisconsin.gov) • Website: <http://legis.wisconsin.gov/lfb>

---

May 25, 2023

Joint Committee on Finance

Paper #554

### Buildings and Grounds Staff (Military Affairs)

[LFB 2023-25 Budget Summary: Page 418, #11]

---

#### CURRENT LAW

The Department of Military Affairs' (DMA) Construction and Facilities Maintenance Office (CFMO) is responsible for overseeing facility operations, as well as development and maintenance of the state's Army National Guard facilities, which includes 280 buildings on 85 sites in 47 counties. In addition, the Truax Field Airbase Civil Engineering Office has the same responsibilities for the Wisconsin Air National Guard facilities at Truax Field (Madison).

#### DISCUSSION POINTS

1. The Construction and Facilities Maintenance Office currently has six project managers (architects and engineers), five painters, and 28 facilities repair and maintenance positions working statewide. Additionally, there are four LTE and two FTE heavy equipment operators at Truax Field. The Department indicates that because of the geographically dispersed nature and age of its facilities, additional positions are required to support maintenance of the facilities.
2. In 2017, the Wisconsin Air National Guard's 115th Fighter Wing in Madison was selected to be the second operational Air National Guard unit to fly the F-35 Lightning II. Several of the fighter jets are scheduled to arrive at the 115th Fighter Wing in 2023. As a result, there are numerous construction projects being completed at Truax Field prior to the arrival of the F-35 jets.
3. To address building and grounds issues, the Administration recommends creation of the following positions: 1.0 project manager, 2.0 heavy equipment operators, 1.0 painter, and 2.0 facility staff. Depending on the terms of cooperative agreements DMA has with the Army National Guard or the Air National Guard, most of the recommended positions are partially federally funded.

## Project Manager

4. Recently, the U.S. Department of Defense's Property and Fiscal Office reviewed the cooperative agreement between the federal National Guard Bureau and the State of Wisconsin and determined that project managers who are 100% federally-funded through this agreement cannot work on facilities or efforts that either are not for the Army National Guard or concern facilities not on the facility installation support plan (FISP).

5. The Wisconsin Army National Guard (WIARNG) has a number of 100% state-funded projects in need of project management. The projects are located at Wisconsin Emergency Management (WEM), the Office of Emergency Communications (OEC), or at vacated armories still owned by DMA. Two projects are active, with the potential for additional projects in the future. The first is related to statewide radio tower remediation, and the second involves the transition of emergency management staff from a storage room to office space. The Department's current project managers are unable to assist with projects at these locations because they are not on the Army National Guard FISP, and because WEM and OEC are not covered under the WIARNG operations and maintenance cooperative agreement. The Department anticipates an increase in 100% state-funded projects due to expectations of personnel increases. Under Assembly Bill 43/Senate Bill 70, a 100% GPR-funded state project manager would be provided to DMA. According to DMA, an additional state project manager would provide needed assistance on these projects. Costs for a state-funded project manager are shown in Table 1.

**TABLE 1**

### **Costs for 1.0 Project Manager (100% GPR)**

	<u>2023-24</u>	<u>2024-25</u>	<u>Biennial Total</u>
Salary	\$30,300	\$40,500	\$70,800
Fringe Benefits	13,400	17,800	31,200
Supplies and Services (Ongoing)	7,500	10,000	17,500
Supplies and Services (One-Time)	<u>10,000</u>		<u>10,000</u>
Total	\$61,200	\$68,300	\$129,500

6. Given that DMA anticipates that the number of 100% state-funded projects will increase, and a state-funded project manager position is required to work on these projects, the Committee could provide \$61,200 GPR in 2022-23, \$68,300 GPR in 2024-25, and 1.0 GPR position annually for a project manager. [Alternative 2a]

## Heavy Equipment Operators

7. According to DMA, Truax Field requires heavy equipment operators to fulfill snowplow and airfield clearing requirements. The Department indicates that while the need to fulfill these requirements is ongoing, the current heavy equipment operator positions are LTEs. In addition to snowplowing and airfield clearing, these positions also: (a) maintain and repair concrete and asphalt on all aircraft pavements, roads, parking lots and sidewalks; (b) operate heavy equipment such as skid

steers (with multiple attachments), front end loaders, backhoes, rollers, Oshkosh runway brooms, and dump trucks, to perform duties including trenching and grading.

8. In anticipation of the arrival of F-35 airplanes in Wisconsin, there will be construction projects that require equipment for trenching, excavating, and backfilling for underground utilities such as water, sewer, electrical, fiber optic cable, and phone/communication lines. Under AB 43/SB 70, \$25,200 GPR and \$100,800 FED in 2023-24, \$28,200 GPR and \$113,200 FED in 2024-25, and 0.4 GPR position and 1.6 FED positions annually would be provided for two heavy equipment operators. The positions would work as members of a crew to accomplish assigned maintenance and construction projects. However, DMA has indicated that if two FTE heavy equipment operators are provided, it would remove the four LTE heavy equipment operators and reallocate the funding to the two permanent positions. As a result, DMA would only require 0.4 GPR position and 1.6 FED positions annually.

9. Given that F-35 planes will begin to arrive in Wisconsin in 2023 and the need for heavy equipment operators is ongoing, the Committee could provide 0.4 GPR position and 1.6 FED positions annually for heavy equipment operators. [Alternative 2b]

### Painter

10. Painting staff at DMA complete painting of walls, ceilings, and floors, as well as preparation for painting, including drywall preparation, repair, and minor replacement. Painting is completed both on interiors and exteriors of the facilities. According to the Department, painting of walls should occur regularly at armories and facilities; however, due to limited amount of painters, painting projects have either not been completed or have been contracted out. The Department indicates that contracting out painting projects is challenging due to the low costs of the projects, which are less appealing to contractors who may be offered higher paid projects.

11. Given that DMA is in need of additional painting staff and there have been challenges hiring painting contractors to complete projects, the Committee could provide \$40,400 GPR and \$40,400 FED in 2023-24, \$47,100 GPR and \$47,100 FED in 2024-25, and 0.5 GPR position and 0.5 FED position annually for a painter. [Alternative 2c] Costs for the painting position are shown in Table 3 below. This position would be 50% federally-funded.

**TABLE 2**

### Costs for 1.0 Painter

	2023-24			2024-25			Biennial Total		
	GPR	FED	Total	GPR	FED	Total	GPR	FED	Total
Salary	\$21,900	\$21,900	\$43,800	\$29,200	\$29,200	\$58,400	\$51,100	\$51,100	\$102,200
Fringe Benefits	9,700	9,700	19,400	12,900	12,900	25,800	22,600	22,600	45,200
Supplies and Services (Ongoing)	3,800	3,800	7,600	5,000	5,000	10,000	8,800	8,800	17,600
Supplies and Services (One-Time)	<u>5,000</u>	<u>5,000</u>	<u>10,000</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>5,000</u>	<u>5,000</u>	<u>10,000</u>
Total	\$40,400	\$40,400	\$80,800	\$47,100	\$47,100	\$94,200	\$87,500	\$87,500	\$175,000
Positions	0.50	0.50	1.00	0.50	0.50	1.00	0.50	0.50	1.00

## Facilities Staff

12. According to the Department, three CFMO areas (Areas 3, 4, and 5; see attachment), require facilities staff to assist with basic facility maintenance, preventative maintenance, and grounds maintenance. Because of the number of facilities (armories) within each of the three CFMO areas, extensive travel time between facilities reduces the amount of time that current facilities staff spend performing on-station maintenance duties; this is especially true in areas 4 and 5, which contain 45 of the 72 counties in the state. Of DMA's 28 facilities repair workers and facilities maintenance specialists, 11.5 FTE are located in CFMO areas 3, 4, and 5.

13. The Department indicates that the Wisconsin Military Academy within Area 3 (western Wisconsin) requires significant maintenance due to its 24/7 billeting and schoolhouse responsibilities. The Military Academy is the hotel at Fort McCoy that is used as a training center and as lodging for visiting military personnel. Additionally, Areas 4 and 5 (northwestern and eastern Wisconsin, respectively) have deferred maintenance projects that need to be completed, including flooring repair, wall and trim repair or replacement, and fixing minor water damage.

14. The deferred maintenance projects include 949 preventative maintenance work orders (an estimated total of 4,425 work hours) and 162 non-preventative maintenance work orders that were considered low-priority and therefore deferred (an estimated total of 1,620 work hours) for the period of July, 2022, to April, 2023. Examples of preventative work orders include lawn mowing, grounds maintenance, snow removal, annual inspections on equipment, and other inspections and maintenance tasks. Of the preventative work orders, 497 are armory-specific (1,946 hours), and 452 are non-armory specific (2,479 hours). Of the non-preventative work orders, 72 are armory-specific (826 hours) and 90 are non-armory specific (794 hours). Examples of non-preventative work orders include installing bike racks, moving furniture, hanging pictures, painting, and adding soundproofing.

15. Given the extensive time facilities staff spend traveling between DMA facilities in large portions of the state, the Committee could provide \$50,900 GPR and \$50,900 FED in 2023-24, \$54,500 GPR and \$54,500 FED in 2023-24, and 1.0 GPR position and 1.0 FED position annually for additional facilities maintenance staff. [Alternative 2d] Costs for the facilities positions are shown in Table 3 below. These positions would be 50% federally-funded.

**TABLE 3**

### Costs for 2.0 Facility Repair Workers

	2023-24			2024-25			Biennial Total		
	GPR	FED	Total	GPR	FED	Total	GPR	FED	Total
Salary	\$23,200	\$23,200	\$46,400	\$30,900	\$30,900	\$61,800	\$54,100	\$54,100	\$108,200
Fringe Benefits	10,200	10,200	20,400	13,600	13,600	27,200	23,800	23,800	47,600
Supplies and Services (Ongoing)	7,500	7,500	15,000	10,000	10,000	20,000	17,500	17,500	35,000
Supplies and Services (One-Time)	<u>10,000</u>	<u>10,000</u>	<u>20,000</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>10,000</u>	<u>10,000</u>	<u>20,000</u>
Total	<u>\$50,900</u>	<u>\$50,900</u>	<u>\$101,800</u>	<u>\$54,500</u>	<u>\$54,500</u>	<u>\$109,000</u>	<u>\$105,400</u>	<u>\$105,400</u>	<u>\$210,800</u>
Positions	1.00	1.00	2.00	1.00	1.00	2.00	1.00	1.00	2.00

## All Buildings and Grounds Staff

16. If the Committee chooses to create all of the 6.0 positions recommended under AB 43/SB 70, the total cost would be \$152,500 GPR and \$91,300 FED in 2023-24, \$169,900 GPR and \$101,600 FED in 2024-25. [Alternative 1] Total costs are shown in Table 4 below. Note that, in its original recommendations, the Administration inadvertently miscalculated the ongoing supplies and services amount in 2024-25. Therefore, an increase of \$7,700 FED in 2024-25 is applied in Alternative 1.

**TABLE 4**

### Total Costs of all 6.0 Positions under AB 43/SB 70

	2023-24			2024-25			Biennial Total		
	GPR	FED	Total	GPR	FED	Total	GPR	FED	Total
Salary	\$75,400	\$45,100	\$120,500	\$100,600	\$60,100	\$160,700	\$176,000	\$105,200	\$281,200
Fringe	33,300	19,900	53,200	44,300	26,500	70,800	77,600	46,400	124,000
Supplies and Services (On-Going)	18,800	11,300	30,100	25,000	15,000	40,000	43,800	26,300	70,100
Supplies and Services (One-Time)	<u>25,000</u>	<u>15,000</u>	<u>40,000</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>25,000</u>	<u>15,000</u>	<u>40,000</u>
Total	\$152,500	\$91,300	\$243,800	\$169,900	\$101,600	\$271,500	\$322,400	\$192,900	\$515,300
Positions	2.90	3.10	6.00	2.90	3.10	6.00	2.90	3.10	6.00

## ALTERNATIVES

1. Provide \$152,500 GPR and \$91,300 FED in 2023-24, \$169,900 GPR and \$101,600 FED in 2024-25, and 2.9 GPR positions and 3.1 FED positions annually to support additional buildings and grounds staff positions, including one project manager, two heavy equipment operators, one painter, and two facility repair workers.

ALT 1	Change to Base	
	Funding	Positions
GPR	\$322,400	2.90
FED	<u>192,900</u>	<u>3.10</u>
Total	\$515,300	6.00

2. Adopt one or more of the following:

a. Provide \$61,200 GPR in 2022-23, \$68,300 GPR in 2024-25, and 1.0 GPR position annually for a project manager position to support state-funded projects at DMA.

ALT 2a	Change to Base	
	Funding	Positions
GPR	\$129,500	1.00

b. Provide 0.4 GPR position and 1.6 FED positions annually for two heavy equipment operators at Truax Field.

ALT 2b	Change to Base	
	Funding	Positions
GPR	\$0	0.40
FED	<u>0</u>	<u>1.60</u>
Total	\$0	2.00

c. Provide \$40,400 GPR and \$40,400 FED in 2023-24, \$47,100 GPR and \$47,100 FED in 2024-25, and 0.5 GPR position and 0.5 FED position annually for a painter for DMA facilities.

ALT 2c	Change to Base	
	Funding	Positions
GPR	\$87,500	0.50
FED	<u>87,500</u>	<u>0.50</u>
Total	\$175,000	1.00

d. Provide \$50,900 GPR and \$50,900 FED in 2023-24, \$54,500 GPR and \$54,500 FED in 2024-25, and 1.0 GPR position and 1.0 FED position annually for facility repair workers for DMA facilities.

ALT 2d	Change to Base	
	Funding	Positions
GPR	\$105,400	1.00
FED	<u>105,400</u>	<u>1.00</u>
Total	\$210,800	2.00

3. Take no action.

Prepared by: Brianna Murphy  
Attachment

# ATTACHMENT



Source: Department of Military Affairs