



# MILWAUKEE COUNTY OFFICE OF EMERGENCY MANAGEMENT

SPACE NEEDS PROGRAM REPORT

**FINAL REPORT**

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Quorum Architects, Inc.



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# PLANNING SUMMARY

# 1

The 2015 Adopted Budget of Milwaukee County created the Office of Emergency Management (OEM) on January 1st, 2015. The Director was recently appointed by the County Executive and confirmed by the County Board of Supervisors. The consolidation of the four critical public safety arenas is in alignment with contemporary urban jurisdictions locally and nationally, including Waukesha, Allegheny and Los Angeles Counties and the Cities of New York, and Chicago.

Formerly, the four divisions of OEM reported to various county departments and elected officials, noted here:

1. Radio Services – Department of Administrative Services, Information Management Services Division;
2. 911 Communications – Office of the Sheriff;
3. Emergency Medical Services – Department of Health and Human Services; and
4. Emergency Management – Office of the Sheriff.

Now, as one cohesive public safety office, the four Divisions are afforded efficiencies in public safety services to include educational tools, communications center shared services, operations in public safety radio, and first response during any local incident.

The OEM Director reports directly to the Office of the County Executive which further streamlines decision-making during an incident. The rapid deployment of County resources to assist Municipal first responders has already been seen in the prevention of violence and unrest during periods of increased tension among law enforcement and civic society within the City of Milwaukee.

OEM is the central office responsible for the preparedness and response of the County before and after an incident. OEM ensures the most accurate information is communicated to County leadership, which includes Department Heads and all Constitutional Offices, in order to make decisions on allocating resources during an incident. Additionally, OEM is responsible to communicate preparedness direction and incident response actions to County employees and citizens on a day-to-day basis as well as during any emergency.

Preparedness activities include the development of continuity, mass fatality, operational agreements, and emergency action plans for the County in conjunction with Municipal support. Recent response events include the Courthouse Fire of July 2013 and the countywide demonstrations related to the April 2014 Red Arrow Park shooting.

Currently, the four divisions of OEM are located in seven locations throughout Milwaukee County:

1. Courthouse, Room 308 – Director, Emergency Management, and Radio Services;
2. Safety Building, Room 305 – 911 Communications Division;
3. Safety Building, Room B-12 – Radio Services;
4. CATC, Building A – Emergency Medical Services;
5. Froedtert Memorial Lutheran Hospital – EMS Communications Center;
6. Behavioral Health Division, Building 9201 – Radio Services; and
7. Emergency Operations Center, Sheriff Training Academy – Emergency Management.

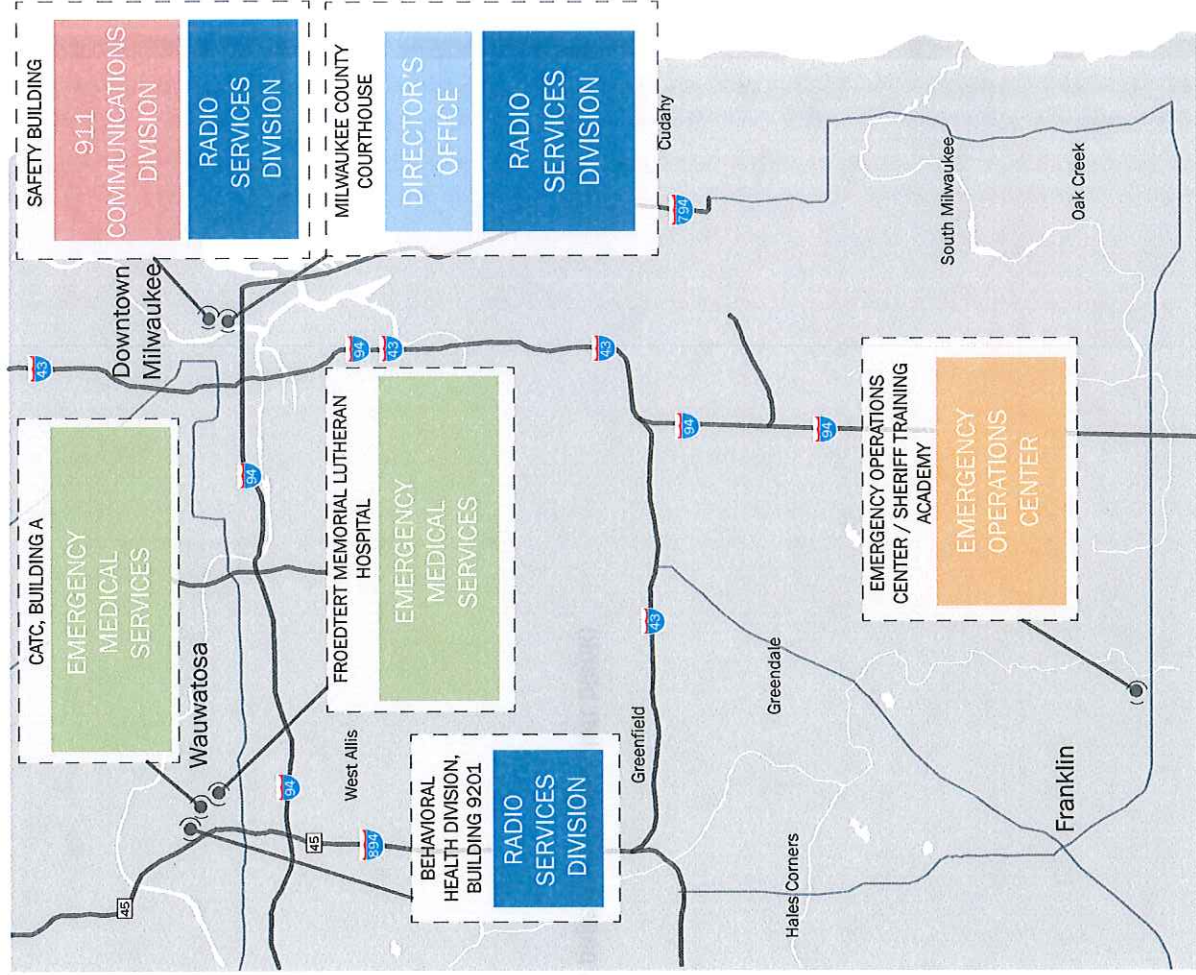
In order to maximize efficiencies and public safety coordination, the four divisions must not only have the leadership and direction of one Office, but the divisions must be physically located together in a secure environment that affords daily collaboration and an immediate and coordinated emergency response during a crisis.

This Space Needs Program Report documents the immediate foundational footprint for OEM while diligently considering shared spaces and adjacencies among the four divisions.



## OFFICE OF EMERGENCY MANAGEMENT - CURRENT DIVISION LOCATIONS

Currently Office of Emergency Management Divisions are in disparate geographic locations across Milwaukee County. The following map reflects these locations, which are less than optimal for coordination within OEM.



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## STRATEGIC SUMMARY

# 2

This Space Needs Program Report is the critical logistical underpinning for the Office of Emergency Management (OEM). This report is a discovery of the architectural needs of OEM, which upon implementation, efficiencies and true resiliency during a crisis will provide.

A unified Office, four Divisions under one roof, will stand as a pillar of efficient public safety services, strengthening our local society and allowing for the possibility of a County Command Center – a joint operation's center responsible for public safety coordination throughout the County and nineteen (19) Municipalities.

The co-location of the public safety services of 911 call-taking, first responder dispatching, the operations of the Emergency Operations Center (EOC), and the public safety radio Network Operation's Center (NOC) is necessary to provide efficient response and to fortify the Milwaukee County public services.

Additionally, recent changes in the Emergency Medical Services (EMS) Communications Center include pre-arrival CPR instructions to 911 callers as well as the monitoring of Healthcare Emergency Readiness Coalition (HERC) public health data for the eastern region of Wisconsin to identify disease outbreaks and/or epidemics.

Further changes within the EMS system include Community Paramedicine, a true innovation in the delivery of medical services to local residents. Healthcare institutions and mobile Fire/EMS medical units are teaming together to reach citizens that may require extra attention or premeditated care in order to prevent unnecessary Emergency Room visits.

The coordination of these emergency services, the fusion of data, real-time 911 intelligence and dispatch services may best occur in a County Command Center. The future of OEM explores such a center in a consolidated arena, with the mission to join, collate, and disseminate accurate information for leadership decision-making ensuring the most resilient and efficient recovery through a crisis.

Opportunities may also exist to explore partnering with the Medical Examiner's Office, which is currently pursuing relocation.

## FUTURE PLANNING CONSIDERATIONS/RESOURCES

Upon the heels of publication of this document the non-profit research organization, the Public Policy Forum (PPF), and a national consultant will begin a study on the consolidation of 911 and dispatch services. This scope of the study will be robust, exploring options in these areas:

1. Options for upgrading/replacing the OEM 911 Communications Division,
2. Options for consolidating two or more of the dispatch services within County Departments:
  - i. General Mitchell International Airport (GMIA),
  - ii. GMIA Fire Department,
  - iii. Fleet and Highway Maintenance Divisions,
  - iv. Milwaukee County Transit Services,
  - v. OEM's EMS Communications, and
  - vi. OEM's 911 Communications.
3. Opportunities and options for possibly consolidating Municipal 911 and dispatch services with Milwaukee County 911 and dispatch services, and
4. Strategies for consolidating the following into a County Command Center:
  - i. Emergency alerting,
  - ii. 911 call-taking,
  - iii. Pre-arrival medical instruction,
  - iv. Dispatch operations,
  - v. EMS Community Paramedicine,
  - vi. Public Health trend collection/analysis,
  - vii. Emergency Operations Center, and
  - viii. Network Operations Center.

This analysis is distinctly separate and apart from this Space Needs Program Report, yet it will serve as another rung on the tiered approach to consolidation of public safety services.

The PPF and national consultant analysis will include data collection, which includes identifying services, capacities, technology, processes, facilities, staffing, governance, and capital and operational costs and future cost projections. This data analysis will be used to develop options in conjunction with an advisory group comprised of officials from relevant Milwaukee County departments, municipalities, law enforcement agencies, as well as other expert dispatch operators.

The final PPF and national consultant report will summarize the data, lay out potential options, and suggest possible paths toward implementation. The final report will be provided to Milwaukee County and the Intergovernmental Cooperation Council (ICC).

The development of OEM through consolidating four formerly disparate emergency services was the first step in the modernity of public safety for Milwaukee County. This Space Needs Program Report serves as the next step towards state-of-the-art public safety with further acceleration occurring in the aforementioned PPF study, completion estimated in early 2016.

The relocation of the four Divisions to a secure campus with allocations for expansion is the most responsible action to take, as it will allow for growth and future efficiencies. Most importantly, it will allow for an evolving central command environment responsible for public safety.





## **OFFICE OF EMERGENCY MANAGEMENT - PROGRAMMATIC NEEDS SUMMARY**

The following table lists the square footage required for each individual Division (Column A) within the Office of Emergency Management. The total of the Divisions, with a circulation multiplier, is approximately 40,000 square feet (Column B). If all OEM Divisions were located in one facility, approximately 16,600 square feet of space could be shared amongst the Divisions. In this scenario, the total estimated square footage would be reduced to approximately 23,300 square feet. Shared spaces are highlighted in the individual space programs of the Division sections. The benefit of locating the Office of Emergency Management in one location includes a smaller footprint of space as well as opportunities to collaborate more effectively and share resources.



# OFFICE OF EMERGENCY MANAGEMENT - PROGRAMMATIC NEEDS SUMMARY

	A	B	C	D
	Approximate Program Square Feet	Approximate Total Square Feet plus Circulation Mult.	Approximate Shared Spaces Program Square Feet*	
Director's Office	664	896	240	
Radio Services Division	6,897	9,311	2,120	
911 Communications Division	4,227	5,706	1,315	
Emergency Medical Services Division	11,384	15,368	4,105	
Emergency Management Division	6,399	8,639	4,540	
				Total Shared Space Program SF
				12,320
				Circulation Multiplier (.35)
				4,312
Approximate Total Square Feet For All Divisions:		39,921		
Approximate Total Square Feet For All Potential Shared Spaces:			16,632	
Approximate Total Square Feet if Divisions are in one location:				23,289

\*Shared Spaces include, but are not limited to, Reception/Waiting Area, Office Supply Room, Staff Break Room, Copy/Printer/Work Room, 10-, 15-, 20-, 30-, and 40-Person Conference Rooms, Generators and/or Fuel Rooms as listed and highlighted in the specific Division space programs.

Note: This is a preliminary space programming exercise. Program should be verified upon future planning.

## OFFICE OF EMERGENCY MANAGEMENT - IDEAL ADJACENCY NEEDS

The Adjacency Diagram on the following page illustrates the optimal relationship configuration of the Milwaukee County Office of Emergency Management program in a conceptual space. The ultimate goal is to have all Office of Emergency Management Divisions in one location. This diagram indicates the ideal adjacencies between the different Divisions within one building or facility.

OEM will be located in Milwaukee County in a secure facility for all municipalities to access. The call centers and the Emergency Operation Command center (EOC) will be in the center of the facility. The Joint Information Center will be adjacent to the EOC and secure reception/waiting area to allow the media, public and press direct access into this information room. All Divisions will flank the call centers and EOC on either side to allow for adjacency and collaboration opportunities. Because the Director's Office and Emergency Management Division manage the Office and are the first responders to events, these Divisions should be located near the entrance. Radio Services Division should be located near the rear of the building or access to a loading dock and a garage. The Emergency Medical Services Division is the largest Division within OEM. In addition, Emergency Medical Services interacts with the public on a daily basis for training purposes. Locating this Division on one side of the facility will allow for a secure separation if events do occur. Yet having the call centers and EOC adjacent to the Division will allow for educational opportunities. Adequate parking and large vehicle accessibility is required for the program of OEM.

### Geography Note:

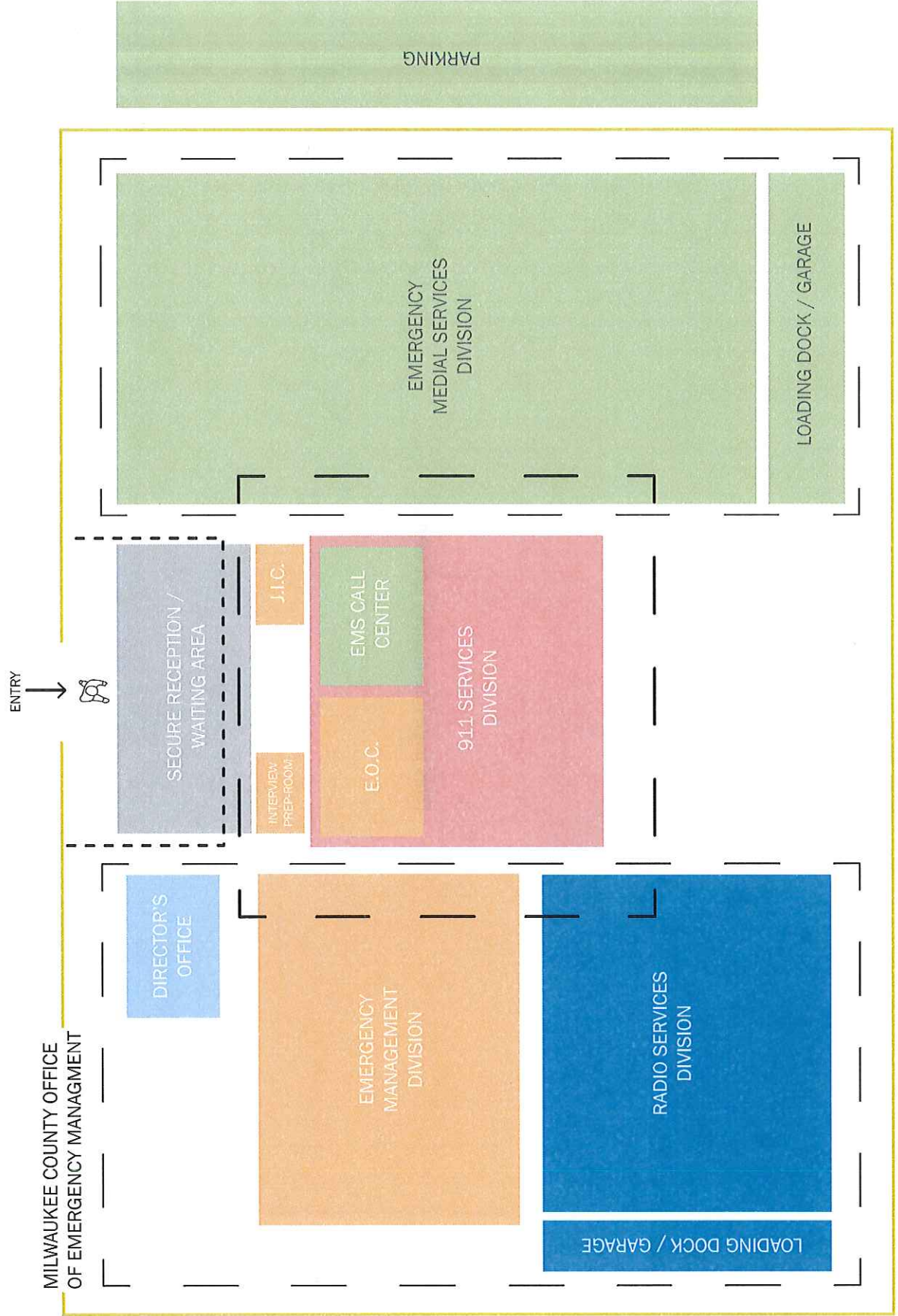
The physical location for OEM must balance the inherent protection afforded through an austere rural address with the rapid and convenient relocation of staff and senior officials. The vision of OEM today prioritizes leadership accessibility over the post 9-11 mindset of remote facilities.

The post 9-11 environment stretched the limits of relocation to geographic destinations far from the urban metropolis. However, current and more common trends must take precedence in the weight of building a command center on a desolate parcel versus on the boundaries of a downtown bubble.

Therefore, future explorations of existing or new properties for OEM and a County Command Center shall prioritize property on a downtown boundary over property bordering adjacent Counties.



# OFFICE OF EMERGENCY MANAGEMENT - IDEAL ADJACENCY DIAGRAM



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