COUNTY OF MILWAUKEE INTER-OFFICE COMMUNICATION

DATE:

February 25, 2013

TO:

Supervisor Marina Dimitrijevic, Chairperson – Milwaukee County Board

FROM:

Héctor Colón, Director, Department of Health and Human Services

Prepared by Alexandra Kotze, DHHS Budget Manager

SUBJECT:

Report from the Director, Department of Health and Human Services, Requesting Submittal of a Five-Year Capital Improvements Plan for the Department of Health and Human Services to the Capital Improvements

Committee

<u>Issue</u>

Milwaukee County Ordinance 36.04 requires all departments to submit Five-Year Capital Improvements Plan (Five-Year Plan) requests to their respective standing committees. Standing committees shall then submit Five-Year Plans along with recommendations to the newly-created Capital Improvements Committee (CIC). This report includes the Five-Year Plan for the Department of Health and Human Services (DHHS), including the Behavioral Health Division (BHD) and the Emergency Medical Services (EMS) Division.

Background

The 2013 Adopted Capital Improvements Budget includes the creation of a Capital Improvements Committee (CIC). Ordinance 36.04 was also approved in 2013, which codified the creation, composition, duties, reports and staffing of the CIC. The purpose of the CIC is to develop a Five-Year Plan for the entire County and establish criteria on how each capital project will be evaluated. The ordinance also requires Departments to submit Five-Year Plans to their respective standing committees, which will then forward their recommendations to the CIC.

Discussion

DHHS has evaluated its anticipated maintenance, IMSD and facility needs for the Marcia P. Coggs Building, the Mental Health Hospital Facility, and the Delinquency and Court Services (DCSD) Building. The attached Five-Year Plan includes several outstanding capital needs, listed in priority order. The requested capital projects assume current operations.

For many years, there has been discussion about BHD moving to a new facility. During that time, understandably, limited investments were made in the physical plant. This capital plan is intended to inform policymakers as to the overall infrastructure investment required assuming no change in our current operations. For 2014, over \$18 million in capital projects have been identified for the Coggs Center, BHD and DCSD.

However, in light of the recent CBRE facilities study and the County Executive's plan to transition BHD's long-term care programs to the community, some projects within this capital plan may require revised scopes and reassessment. Again, the department is performing the necessary due diligence by identifying these projects so that policymakers can be fully informed. The complete Five-Year Capital Plan will only be pursued if we continue operating BHD and Coggs for the foreseeable future.

Below is a summary of each project by Division and priority.

Department of Health and Human Services (DHHS)

2014 Priority 1: Marcia P. Coggs Center HVAC System Retrofits - Phase 2 (\$2,820,000)

DHHS is requesting to continue its HVAC replacement project on the first and second floors of the building. The third floor and part of the second floor are being completed in 2013 as part of Phase 1 of this capital project. This project will improve the air handling and temperature distribution as well as address facility operations issues such as the energy consumption increases that have occurred in recent years. Phase 2 of this project continues the work begun in Phase 1.

However, this project now needs to be reviewed in light of the recent CBRE facilities study which recommends the sale of some county-owned properties.

2014 Priority 2: Medical Services Space Updates at the Detention Center (\$62,100)

DHHS is requesting to expand the current medical area within the Detention Center for the Delinquency and Court Services Division (DCSD). In the 2012 State of Wisconsin annual inspection it was reported: "As noted in past inspections, the physical space available to health acre staff continues to be a concern to this office. The amount of space provided to medical staff remains insufficient to ensure confidentiality." The State suggested that DCSD look into moving the medical staff area or expanding it. DHHS is requesting to expand the medical unit space into an adjacent classroom. This renovation will include moving walls and reconfiguring space and should resolve the confidentiality issue for DCSD.

2014 Priority 3: Business Intelligence Tool in DCSD (\$1,340,587)

DCSD is requesting the same business intelligence tool that the Sheriff's Office currently utilizes. The cost reflects a municipal license, software/hardware and labor that would allow DCSD to report from multiple data sources and support an evidence-based programming initiative that will be underway in 2013.

2014 Priority 3: Updating Security Door and Intercom Control System at DCSD (\$126,720)

DCSD is requesting to upgrade the Children's Court security door and intercom system. The original system was installed in the mid 1990's, and in 2004 some changes and additions were implemented. DCSD is requesting an upgrade of existing control electronics hardware and refurbishment of the existing control panels installed for the Detention and Sheriff's Adult hold area, which operate the security doors, cells and intercom system.

2015 Priority 1: OnBase Document Management System for the Housing Division (\$148,709)

The Housing Division is requesting to invest in OnBase, a document management solution, to support Section 8 and Community Development Block Grant (CDBG) programs. The requirements of the system are: (1) storing the applications and the program eligibility documentation with Section 8 storage requirements for up to seven years and CDBG storage requirements, which are currently unlimited; and (2) Addressing any workflow needs for the application process for both programs. The system will not include any billing or payment requirements since that functionality is done through Housing's Yardi system.

2016 Priority 1: DHHS Security Camera System Upgrade and Expansion (\$1,227,339)

DHHS is requesting to upgrade two outdated and unstable camera systems into one comprehensive system at the Coggs Center that conforms to the Milwaukee County IMSD

standards. In addition, DCSD is requesting to expand the security camera system at Delinquency and Court Services to cover all parking lots and 'blind areas' surrounding the detention facility. This will address public safety issues. This camera system is the same platform as the Milwaukee County Sheriff's Office and will allow for support from public safety agencies.

In light of the recent CBRE facilities study, the scope of this project could change depending upon the future plans for the Coggs Center.

Behavioral Health Division (BHD)

.

2014 Priority 1: Nurse Call System – Unit 53B (\$123,750)

BHD is requesting the installation of the Dukane nurse call system for the Child and Adolescent Inpatient Services (CAIS) program. From 2009-2011, the nurse call system throughout BHD was replaced through a capital project. However, this area was not included on the original project scope. BHD is now requesting to install the same system in this area to address patient and life safety concerns.

2014 Priority 2: BHD Roof Repair (\$1,261,035)

The scope of this project includes replacement of roofing material, gutters, downspouts, and skylight panels. The roof has exceeded its useful life, according to a report prepared by VFA, a company that conducts building assessments. Replacement could provide utility savings as well as ongoing maintenance savings. BHD is currently patching leaks in the building and in 2012 spent an estimated \$135,000 for emergency repairs to the Day Hospital portion of the roof.

Given this project's significant capital investment, it may need to be reassessed in light of the proposed programmatic changes at BHD.

2014 Priority 3: BHD Energy Efficiency Project – HVAC Air Distribution Upgrade and Window Replacement (\$9,947,804)

This project would necessitate the upgrade of 18 Air Handling Systems that serve patient units in the psychiatric hospital at BHD and is expected to improve the air handling and temperature distribution at BHD. The existing air handling system is past its useful life, according to the report produced by VFA. BHD is also requesting to replace 150 windows which are over 30 years old. Both the HVAC and window replacement are expected to result in utility savings.

Given its substantial cost, this particular capital project must be assessed in light of the potential programmatic changes at BHD. Though these improvements would be necessary assuming the current state of operations, this significant investment of capital dollars may no longer be financially advantageous.

2014 Priority 4: BHD Parking Lot Repaying (\$2,070,300)

Overall, the existing parking lots at BHD are in extremely poor condition. In fact, the VFA report indicates that the lots were past their useful life ten years ago. BHD has addressed parking lot deficiencies on an emergency basis for the past several years out of its operating budget to avoid future trip and fall hazards.

There are three areas in particular BHD is requesting be repaved -1) parking lots X32 & X32A (\$1,027,100) 2) the roadway from the Psych Hospital loading dock to 92^{nd} St (\$624,300) and 3) lot X4 at the Food Service building (\$418,900). Construction plans for the State's Zoo Interchange project include eliminating portions of the County's parking lot adjacent to

Watertown Plank Road where X32 and X32A parking lots are located. Therefore, this estimate addresses only those areas not impacted by the Watertown Plank construction.

Given the potential programmatic changes over the next few years, BHD will work to identify the most critical of the three paving projects so that the most immediate and pressing paving needs can be addressed.

2014 Priority 5: Panic Alarm System Replacement and Upgrade (\$516,000)

BHD is requesting to replace the panic alarm system (PA system) in the Psychiatric Hospital and 9201 Watertown Plank Rd building. This serves all BHD patient units and offices throughout the building. The panic alarm system, installed 25 years ago, is used to transmit calls for emergency response to personal safety situations in offices and areas where individual BHD staff meets with clients who may pose a threat to the safety of staff. There have been problems keeping the segments of the panic alarm system consistently operational. During system testing, segments are found to be inoperative because replacement parts are no longer available leaving BHD with a partially functioning system. A new system is needed to provide reliable service.

Similar to other system-wide projects, the scope of this project may need to be revised in light of the proposed programmatic changes at BHD.

2014 Priority 6: BHD Security Camera System Upgrade and Expansion of Coverage (\$453,679)

BHD is requesting to upgrade the current BHD security system to conform to the existing Milwaukee County IMSD standards. In addition, BHD is requesting to expand the security camera system throughout BHD to cover various hallways, common areas, parking lots and other outdoor areas at the facility to address public safety issues. This camera system has the same platform as Milwaukee County Sheriff's Office and will allow for support from public safety agencies. BHD will work with IMSD to identify the highest priority areas based on the changes being proposed for the next few years.

2015 Priority 1: Public Address System Replacement and Upgrade (\$68,625)

BHD is requesting to replace the public address system (PA system) in the Psychiatric Hospital and 9201 Watertown Plank Rd building. The PA system is used to transmit emergency announcements throughout the buildings, including patient units, offices and all other tenants at BHD. The PA system is original to the building so replacement parts are no longer available. The replacement system will also expand announcement coverage to rooms and suites that presently do not hear the announcements, which is expected to improve staff response time in those areas. BHD will work with DPW to identify the highest priority areas based on the changes being proposed over the next few years.

2016 Priority 1: Install Critical Electrical System Separators (\$229,200)

BHD is requesting to install critical electrical system separators at the Mental Health Complex for the emergency electrical system to comply with current electrical code. This is the result of the State conducting an inspection of recent work at BHD and suggesting that BHD needs to add a dedicated electrical line to the server room and pharmacy related to the Emergency Medical Records (EMR) system.

The regulations now state that facilities should have regular electric lines, separate lines for life safety items (i.e. fire alarm system), and a critical branch for essential items not related to life safety (such as the EMR). Although the initial work will provide separate electrical for the server

room and the pharmacy, the system is designed to provide emergency power for HVAC in order to keep the building habitable in case of extended electrical outages or water outages.

Given that this project is not being requested until 2016, there is sufficient time to assess its scope and placement within BHD's capital program.

2016 Priority 2: BHD Main Entrance Building Settling Issue Repair (cost to be determined)

BHD has become aware that due to major settling issues, the bathrooms at the main entrance of the facility are no longer usable. BHD is proposing to repair the settling and renovate the bathrooms near the main entrance of the Mental Health Facility. Currently, the bathrooms are closed. Therefore, BHD is proposing to remove floor slab that has settled as well as the existing walls and install new walls, plumbing and electrical so bathrooms are ADA compliant.

Similar to the electrical project above, there is sufficient time to assess this project's scope and placement within BHD's capital program.

Emergency Medical Services (EMS)

2014 Priority 1: EMS Video Conferencing (\$162,674)

EMS is requesting to expand EMS' video conferencing system. As a result of expansion within the EMS system, very limited expansion of EMS Education Center Staff, and decreased local and county operating budgets, EMS needs to expand their video conferencing system. The current pilot system is very limited in terms of flexibility and in the number of users at eight.

EMS needs to develop the infrastructure to reach up to 45-50 locations at one time, archive the EMS classes for electronic retrieval at a later time and be able to host several meetings at the same time. EMS would have two host locations; one at the education center to deliver educational content to area fire stations and one at the EMS Medical Command Communications Center to manage medical briefings to EMS providers and collaborate with Emergency Management and hospitals during disasters. The County would purchase a "bridge" which would allow multiple partner agencies to run meetings at one time in separate meeting rooms. The cost reflects a server and licenses for each site.

2015 Priority 1: EMS Communications Center Equipment Upgrade (\$675,869)

EMS is requesting to upgrade the EMS Communications Center Equipment. The EMS Medical Communication Center is responsible for receiving mission critical emergency medical information both via voice as well as data from EMS agencies (fire department and private ambulances and medical helicopter services) as well as communicating this information to area hospitals. In addition, the EMS Medical Communications Center communicates with emergency management at the local, state and federal levels and is an active participant during multicasualty and disaster events.

The equipment required to carry out the mission critical communication activities involves a number of components. The main component is the communication work stations which were last replaced in 2000 and are reaching the end of their life. In addition, the system includes state EMS radio system equipment, aviation radio equipment, battery back equipment to be used if power failures occur, as well as equipment to link the EMS Medical Communication Center, located in a non-County facility, to the Milwaukee County computer network.

Recommendation

It is recommended that the Health and Human Needs Committee forward the Five-Year Plan recommendations, as outlined in this report, to the Capital Improvements Committee for consideration.

Respectfully Submitted,

Héctor Colón, Director

Department of Health and Human Services

Cc:

Chris Abele, County Executive

Amber Moreen, Chief of Staff, County Executive's Office

Kelly Bablitch, Chief of Staff, County Board

Michael Mayo, Sr., Chair, Transportation, Public Works, and Transit Committee

Willie Johnson, Jr., Co-Chair, Finance Personnel, and Audit Committee

David Cullen, Co-Chair, Finance Personnel, and Audit Committee

TBD, Chair, Capital Improvements Committee

TBD, CEX Appointee #1, Capital Improvements Committee

TBD, CEX Appointee #2, Capital Improvements Committee

Don Tyler, Director - DAS

Craig Kammholz, Fiscal & Budget Director, DAS

Brian Dranzik, Interim Director, Department of Transportation

Scott Manske, Comptroller

Vince Masterson, Strategic Asset Coordinator, DAS

Chris Lindberg, CIO, IMSD

Laurie Panella, Deputy CIO, IMSD

Pamela Bryant, Capital Finance Manager, Comptroller's Office

Justin Rodriguez, Capital Finance Analyst, Comptroller's Office

Gregory High, Director, AE&ES-FM-DAS

MILWAUKEE COUNTY FISCAL NOTE FORM

DA.	TE: 2/25/13	Orig	inal Fiscal Note
		Subs	stitute Fiscal Note
	Submission of the Milwaukee County Destr (2014 – 2018) Capital Improvements Program	epartme	ent of Health and Human Services' 5
FIS	CAL EFFECT:		
	No Direct County Fiscal Impact		Increase Capital Expenditures
	Existing Staff Time Required		
	Increase Operating Expenditures		Decrease Capital Expenditures
	(If checked, check one of two boxes below)		Increase Capital Revenues
	Absorbed Within Agency's Budget		Decrease Capital Revenues
	Not Absorbed Within Agency's Budget		
	Decrease Operating Expenditures		Use of contingent funds
	Increase Operating Revenues		
	Decrease Operating Revenues		
Indic incre	ate below the dollar change from budget for any ased/decreased expenditures or revenues in the c	/ subm current y	ission that is projected to result in vear.

	Expenditure or Revenue Category	Current Year	Subsequent Year
Operating Budget	Expenditure		
	Revenue		
	Net Cost		
Capital Improvement	Expenditure	\$0	\$0
Budget	Revenue	\$0	\$0
	Net Cost	\$0	\$0

DESCRIPTION OF FISCAL EFFECT

In the space below, you must provide the following information. Attach additional pages if necessary.

- A. Briefly describe the nature of the action that is being requested or proposed, and the new or changed conditions that would occur if the request or proposal were adopted.
- B. State the direct costs, savings or anticipated revenues associated with the requested or proposed action in the current budget year and how those were calculated. ¹ If annualized or subsequent year fiscal impacts are substantially different from current year impacts, then those shall be stated as well. In addition, cite any one-time costs associated with the action, the source of any new or additional revenues (e.g. State, Federal, user fee or private donation), the use of contingent funds, and/or the use of budgeted appropriations due to surpluses or change in purpose required to fund the requested action.
- C. Discuss the budgetary impacts associated with the proposed action in the current year. A statement that sufficient funds are budgeted should be justified with information regarding the amount of budgeted appropriations in the relevant account and whether that amount is sufficient to offset the cost of the requested action. If relevant, discussion of budgetary impacts in subsequent years also shall be discussed. Subsequent year fiscal impacts shall be noted for the entire period in which the requested or proposed action would be implemented when it is reasonable to do so (i.e. a five-year lease agreement shall specify the costs/savings for each of the five years in question). Otherwise, impacts associated with the existing and subsequent budget years should be cited.
- D. Describe any assumptions or interpretations that were utilized to provide the information on this form.
 - A. Milwaukee County Ordinance 36.04 requires all Departments to submit 5 Year Capital Improvements Program requests to their respective standing committee. The standing committee shall then submit the Program along with its recommendations to the Capital Improvements Committee (CIC).
 - This fiscal note is for initial submission of the Milwaukee County Department of Health and Human Services' 5 Year (2014 2018) Capital Improvements Program.
 - B. There are no direct costs or savings associated with the 5 Yr. Capital Improvements Program at this time as this item is only proposed for initial policymaker consideration. Any formal appropriation related to this 5 Year Program would occur in the future as part of the 2014 Capital Budget process.
 - C. There are no budgetary costs or savings associated with the 5 Yr. Capital Improvements Program at this time as this item is only proposed for initial policymaker consideration. Any formal appropriation related to this 5 Year Program would occur in the future as part of the 2014 Capital Budget process.
 - D. The projects included in the 5 Year Program are estimated based upon information that is currently available. The projects proposed and the final projects adopted as part of the 2014 Capital Budget process may vary. Refer to Items B and C for additional assumptions regarding formal appropriation of the projects proposed.

¹ If it is assumed that there is no fiscal impact associated with the requested action, then an explanatory statement that justifies that conclusion shall be provided. If precise impacts cannot be calculated, then an estimate or range should be provided.

² Community Business Development Partners' review is required on all professional service and public work construction contracts.

Department/Prepared By	Clare O'Bri	en, DHHS Fis	scal and M	anagement Analyst
Authorized Signature	Kith	Cla		
Did DAS-Fiscal Staff Review	v? 📋	Yes	⊠ No	
Did CBDP Review? ²		Yes	☐ No	⊠ Not Required

Attachment A

Exhibit A

Department of Health and Human Services 2014

	Project			Reimhursement	County	
Rank		Project Name	Total Cost	Rev	Financing	Project Description/Appual Operating Impact
	DHHS				0	
1	WS032	DHHS HVAC System Retrofits Phase 2	\$2,820,000	0\$	\$2,820,000	This project will improve the air handling and temperature distribution at Coggs and address some of the energy consumption increases that have occurred in recent years.
2		Medical Services Space Updates	\$62,100		\$62,100	As cited by the State in the last 5 inspections, due to confidentiality concerns, the Medical Unit space needs to be expanded. This will expand the current space into the adjacent classroom at Delinquency and Court Services (DCSD).
က		Business Intelligence Tool	\$1,340,587		\$1,340,587	DCSD is requesting to install the same business intelligence tool that MCSO utilizes, which would allow DCSD to report from multiple data sources and support the evidence based programming initiative that will be underway in 2013.
4		Update Security Door and Intercom Control	\$126,720		\$126.720	DCSD is requesting an upgrade of existing control electronics hardware and refurbishment of the existing control panels installed for the Detention and Sheriff's Adult hold area, which operate the security doors cells and intercom system.
	вно					2) 2010 2010 2010 2010 2010 2010 2010 20
		Nurse Call System - 53B	\$123,750		\$123,750	Replace the Nurse Call system on Unit 53B to meet standards and be consistent with the rest of BHD.
2	WE04001	BHD Roof Repair	\$1,261,035		\$1,261,035	This project would correct deterioration in various locations. Temporary patching has been occurring until a permanent solution has been identified.

				DOM:		_	1
BHD is proposing to replace 150 windows(\$284,804) and upgrade the aging HVAC system(\$9,663,000) at the Mental Health Complex. This project will improve the air handling and temperature distribution in the Psychiatric Hospital at BHD and address some of the energy consumption increases that have occurred in recent years.	Repave parking lots to address trip and fall hazards for which BHD has previously been cited. Temporary patches have been installed but a permanent solution is needed. The paving includes Lots 32 & 32A, roadway from Psych Hospital loading dock to 92nd St and lot X4 at the Food Service building.	BHD is requesting to replace the panic alarm system (PA system) in the Psychiatric Hospital and 9201 Watertown Plank Rd building. This serves all BHD patient units and offices throughout the building. The panic alarm system was installed 25 years ago. Replacement parts are no longer available.	Upgrade and expansion of security camera system to conform with Milwaukee County IT standards.		EMS needs to expand their video conferencing system to respond to growing technological needs.		
\$9,947,804	\$2,070,300	\$516,000	\$453,679		\$162,674	\$0	\$18,884,649
							0\$
\$9,947,804	\$2,070,300	\$516,000	\$453,679		\$162,674		\$18,884,649
BHD Energy Efficiency - Psychiatric Hospital HVAC Air Distribution Upgrade and Window Replacement	Parking Lot Repaving	Replace Panic Alarm System	Security Camera System		Video Conferencing		
WE04101 and WE04201				EMS	WE04901		
e.	4	Ŋ	9		н		Total

Department of Health and Human Services 2015

				ı		
	Project			Reimbursement	County	
Rank	Rank Number	Project Name	Total Cost	Revenue	Financing	Project Description
	DHHS					
						This project will provide a document management
						solution to support Housing Section 8 and CDBG
						programs to store the applications and the program
		OnBase - Document				eligibility documentation, and assist with workflow
1		Management System	\$148,709		\$148,709	\$148,709 needs for the application process.

	ВНО					
,		Replace Public Address System	\$68,625		\$68,625	BHD is requesting to replace the public address system (PA system) in the Psychiatric Hospital and 9201 Watertown Plank Rd building. This serves patient units, offices and all other tenants at BHD. The PA system is original to the building.
	EMS					
1		Replacement of EMS Medical Communication Center equipment	\$675,869		\$675,869	Communications equipment at the EMS Medical Communication Center is reaching its end of life use. Additionally Mil. Co. EMS leases space for the Communication Center from Froedtert Hospital (FH). Remodeling plans for FH may include evicting EMS Communication Center, requiring relocating to another facility. This will require purchasing new communications equipment.
Total			\$893,203	0\$	\$893,203	

Department of Health and Human Services

2016

Project Description	· 1000年前日本班班的公司,1000年前日本班班的公司,1000年前日本班班的公司,1000年前日本班班的公司,1000年前日本班班的公司,1000年前日本班班的公司,1000年前日本班班的公司,	This project will replace the two existing camera systems at Coggs with one comprehensive system. It will also expand the DCSD camera coverage to the parking lots and outside areas to address public safety concerns.		An appropriation for 2016 is requested to install critical electrical system separators at the Mental Health Complex for the Emergency Electrical system to comply with current electrical code. This is the result of the State conducting an inspection of recent work at BHD and suggesting that BHD needs to add a dedicated electrical line to the server room and pharmacy related to the EMR.
County Financing		\$1,227,339		\$229,200
Reimbursement Revenue				
Total Cost		\$1,227,339		\$229,200
Project Name		Security Camera System Upgrade and Expansion		Install Critical Electrical System Separators
Project Number	DHHS		вно	
Rank		H		1

An appropriation for 2016 is requested to repair a building settling issue. BHD has become aware that, due to major settling issues, the bathrooms at the main entrance of the facility are no longer usable. BHD is proposing to repair the settling and renovate the bathrooms near the main entrance of the Mental Health Facility.	6
TBO	\$1,456,539
	\$0
TBD	\$1,456,539
Building Settling Repair	
7	Total

Department of Health and Human Services 2017

	Project			Reimbursement	County	
Rank	Number	Project Name	Total Cost	Revenue	Financing	Project Description
1		NONE		\$0	\$0	
Total			\$0	\$	\$0	

Department of Health and Human Services 2018

	Project			Reimbursement	County	
Rank	Number	Project Name	Total Cost	Revenue	Financing	Project Description
1		NONE	0\$	\$0	\$0	
Total			0\$	0\$	\$0	