

MILWAUKEE COUNTY
INTEROFFICE COMMUNICATION

DATE: January 27, 2021

TO: Supervisor Marcelia Nicholson, Chairperson, County Board of Supervisors
Supervisor Jason Haas, Chairperson, Finance Committee
Supervisor Willie Johnson, Jr., Vice-Chairperson, Finance Committee
Supervisor Sequanna Taylor, Member, Finance Committee
Supervisor Joseph Czarnezki, Member, Finance Committee
Supervisor Shawn Rolland, Member, Finance Committee
Supervisor Liz Sumner, Member, Finance Committee
Supervisor Ryan Clancy, County Board of Supervisors
Supervisor Steven Shea, County Board of Supervisors
Supervisor Russell Antonio Goodwin, Sr., County Board of Supervisors

FROM: Lynn J. Fyhrlund, Chief Information Officer and Director, Department of Administrative Services - Information Management Services Division

Drafted by: Jacqueline Bobo, IT Director, Business Applications, Department of Administrative Services - Information Management Services Division and Claire Miller, Continuous Improvement Manager, Department of Administrative Services – Fiscal Affairs and Linda Alexander, Business Analyst, Department of Administrative Services – Information Management Services Division

SUBJECT: Informational report on File 20-672 requesting a cost and timeline estimate for creation of a Digital Engagement Information Technology (IT) team within Department of Administrative Services - Information Management Services Division

Background

The Committee on Finance, in its meeting on October 30, 2020 (File No. 20-672), had requested Department of Administrative Services, Information Management Services Division (DAS-IMSD), to provide a cost and timeline estimate for creation of a Digital Engagement Information Technology (IT) team to develop, support, and enhance mobile phone applications for Milwaukee County. The objective of the mobile application(s) is to connect residents directly to Milwaukee County services; with potential one-click access to services including 2-1-1 and 9-1-1 voice services.

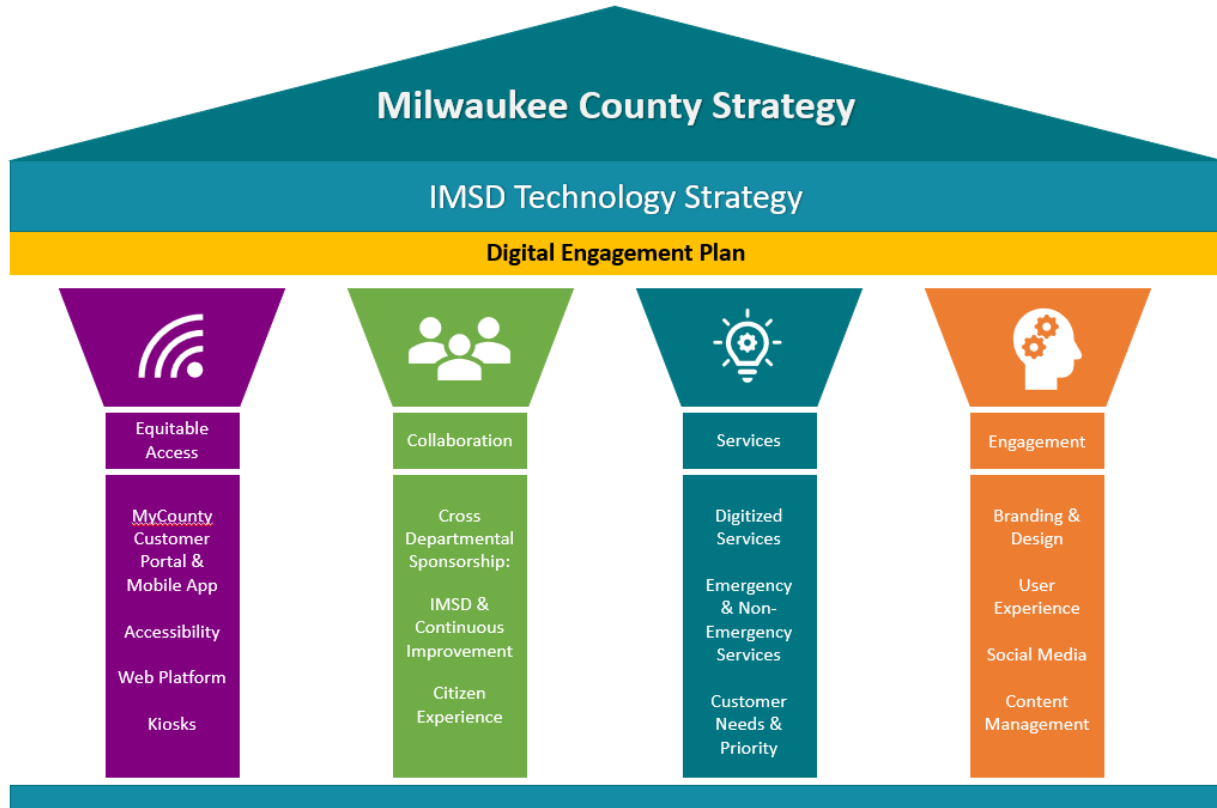
Digital Engagement Vision

Digital engagement in the public sector uses digital tools and techniques to find, listen to and mobilize a community to report and collaborate on issues, provide services, receive feedback, disseminate important information, and creates a path for the public to engage its' government entities. Digital engagement is made possible by mobile applications and website platforms.

Within Milwaukee County, our customers face confusion on how to access services, disengagement with County entities, and duplicative business processes due to a lack of

collaboration between departments. The County digital engagement vision is focused on bridging the gap by creating a virtual, customer-centric culture to address these needs, as well as a focus on breaking down silos to foster cross-departmental collaboration.

The digital engagement vision and considerations presented in this report are enterprise wide solutions to align County processes and service offerings with the Milwaukee County Strategy.



DAS-IMSD has developed an overall Information Technology strategy, which includes the recommendation to utilize mobile applications and website platforms as an integral way to connect County customers with a wide range of emergency and non-emergency services provided by Milwaukee County. The creation of a mobile application and website platform aligns with the Milwaukee County Strategy by removing barriers to accessing services. The use of a racial equity lens throughout the execution of any subsequent projects, is necessary for the success of meeting customer needs as well as pushing the County closer to its vision.

On-the-go accessibility to information and services has been embraced by various government agencies, driven by the need for innovative ways to reach customers. Given that 90% of Americans have cell phones^{[1][i]}, government is quickly learning that mobile friendly technology can be used to engage with the public. Government agencies are using various types of mobile applications, responsive sites, and web platforms that offer information and services in the palm of user’s hand.

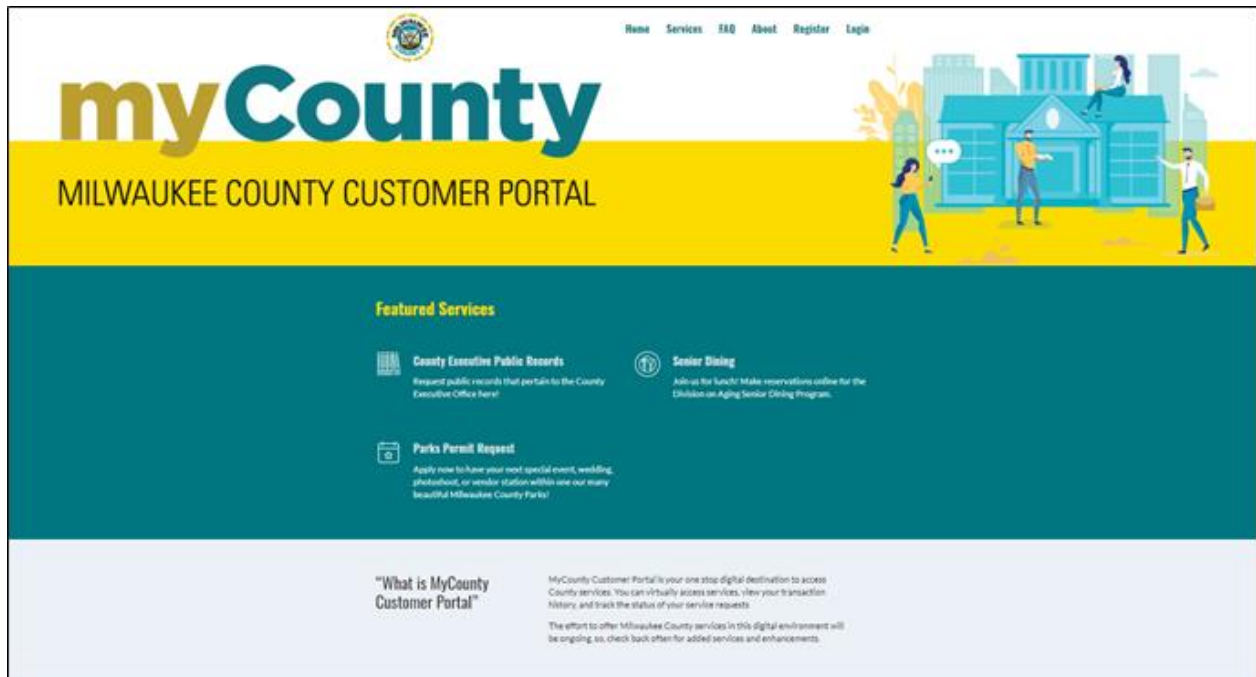
^[1] Pew Research Center's Internet & American Life Project. For people under the age of 44, that number is closer to 97 percent. Pew calls the cell phone the fastest-adopted device in history.

COVID-19 Initiatives and Digital Engagement in 2020

In the last quarter of 2020, the COVID-19 Service Innovation Team, DAS-Continuous Improvement, and DAS-IMSD partnered together to launch the web-based MyCounty Customer Portal. This web-based portal was developed and piloted as a means to enable Milwaukee County customers to have digital access to County services. Three County services were digitized and used as a proof of concept:

- 1) CEX public records requests
- 2) Parks Department permit requests
- 3) Department on Aging senior dining reservations.

The challenge was to digitally reinvent in-person paper service delivery during a global pandemic and required cross-departmental collaboration to breakdown silos within Milwaukee County and focus on the needs of our customers. This website was built on govService, which is a hosted application in partnership with the Granicus vendor.



Future of Digital Engagement in 2021 and Beyond

As part of the Digital Engagement Vision, DAS-IMSD is recommending the creation of a Digital Engagement team. This team will provide DAS-IMSD with the skill sets and capacity to manage and properly plan Milwaukee County's current mobile applications and/ or develop mobile applications in a single framework, as deemed appropriate by future demands. The mobile application(s) would be created in tangent with a platform on the County website that would also provide access to County services.

Collaboration with departments outside of DAS-IMSD to build the Digital Engagement team will be key for the success of this initiative.

The combined project team will create metrics by which to measure success of the initiative over time. The scope of digital service transformation, active usage, customer engagement, and user experience are all factors that would be defined and measured.

Potential Options

DAS-IMSD leadership, in partnership with DAS-Continuous Improvement, have developed three options to consider moving forward with in order to execute the vision of Digital Engagement. Each option is described below, with supporting detail in the Appendices of this report.

Each option below contains a chart specific to that option. The chart is meant to explain high level features and services, a proposed timeframe for completion, any new funding that would be necessary, and the addition of new FTE positions to staff the Digital Engagement team in order to execute this option.

Option #1

Continue the govService (MyCounty Customer Portal) project and extend it to include the govService mobile application. Within a three-month timeframe, we have the ability to pilot the services that are currently offered on the customer portal into a mobile application. Approximately three to five additional services will also be enabled during the next four to six months. There is flexibility in selecting which services offered on the MyCounty Customer Portal that would then also be offered in the mobile app. While this development is occurring, an evaluation of Milwaukee County services will be completed to determine the long-term sustainability of this option.

Option 1	Feature	*By end of 2021	By mid 2022	By end of 2022	By mid 2023	By end of 2023	2024 & Ongoing
govService & MyCounty Customer Portal Expansion Pilot	Downloadable Application is Live (Pilot of govService)**	X					
	# of Digital County Services Live	6-9	8-12	10-14	14-16	16-18	16+
	Homeless Outreach & Behavioral Health: Requirements complete & development begins		X				
	Psychiatric Crisis Services: Requirements complete & development begins		X				
	One-click Access to 2-1-1 & 9-1-1 Voice Services: Requirements complete & development begins			X			
	Office of the Sheriff: Requirements complete & development begins			X			
	Office of Emergency Management: Requirements complete & development begins			X			
	Digital Redesign of County website: Requirements complete & development begins			X			
New \$ Required		0	0	0	0	0	0
New FTE Required		IT Mgr, Digital Architect (Convert contractor to FTE)		Digital Content Coordinator, Business Analyst, 1-2 Digital Developer(s)			

* Assumes project begins on 6/1/21, otherwise timeline shifts accordingly

**If pilot determines govService is not sustainable, implement Option 2, shifting timeline by 6 months.

Option #2

Option #2 is contingent upon completion of option #1 and evaluation of the long-term sustainability of this mobile application for the county-wide services required. If it is determined that not all needs are met through the govService hosted mobile application, a vendor evaluation will begin for the unsupported services.

This option would allow for consistent branding and design across Milwaukee County’s social media, website, and mobile applications as well as unduplicated content. Any content, service, or need would be supported and not limited to what was available through govService website. This vendor partnership would include platform as a service, software as a service, and expertise in mobile application development.

Option 2	Feature	*By end of 2021	By mid 2022	By end of 2022	By mid 2023	By end of 2023	2024 & Ongoing
New SaaS/PaaS Vendor	Vendor Evaluation & Selection is Complete			X			
	Implementation Plan is Complete			X			
	Downloadable Application is Live					X	
	# Digital County Services Live			3-4	3-4	5-6	7+
	Homeless Outreach & Behavioral Health: Requirements complete & development begins				X		
	Psychiatric Crisis Services: Requirements complete & development begins				X		
	One-click Access to 2-1-1 & 9-1-1 Voice Services: Requirements complete & development begins						X
	Office of the Sheriff: Requirements complete & development begins						X
	Office of Emergency Management: Requirements complete & development begins						X
	Digital Redesign of County website: Requirements complete & development begins					X	
New \$ Required				\$187-\$356k			
New FTE Required				IT Mgr, Digital Architect (Convert contractor to FTE)		Digital Content Coordinator, Business Analyst, 1-2 Digital Developer(s)	

* Assumes project begins on 6/1/21, otherwise timeline shifts accordingly

Option #3

Knowing the existing need to provide flexibility of services and requests, option #3 outlines the steps for evaluating GSA vendors to provide the platform as a service, software as a service, and expertise in mobile application development. It would provide consistent branding and design across Milwaukee County’s social media, website, and mobile applications as well as unduplicated content. The infrastructure would support one or multiple mobile applications to meet the essentials and necessities of those serviced by Milwaukee County and all visitors.

Option 3	Feature	*By end of 2021	By mid 2022	By end of 2022	By mid 2023	By end of 2023	2024 & Ongoing
New SaaS/PaaS Vendor	Vendor Evaluation & Selection is Complete	X					
	Implementation Plan is Complete	X					
	Downloadable Application is Live			X			
	# Digital County Services Live	3-4	3-4	5-6	7-9	10-13	10+
	Homeless Outreach & Behavioral Health: Requirements complete & development begins		X				
	Psychiatric Crisis Services: Requirements complete & development begins		X				
	One-click Access to 2-1-1 & 9-1-1 Voice Services: Requirements complete & development begins				X		
	Office of the Sheriff: Requirements complete & development begins				X		
	Office of Emergency Management: Requirements complete & development begins				X		
	Digital Redesign of County website: Requirements complete & development begins			X			
New \$ Required		\$187-\$356k					
New FTE Required		IT Mgr, Digital Architect (Convert contractor to FTE)		Digital Content Coordinator, Business Analyst, 1-2 Digital Developer(s)			

* Assumes project begins on 6/1/21, otherwise timeline shifts accordingly

Recommendation

DAS-IMSD leadership, in partnership with DAS-Continuous Improvement, recommends that the Digital Engagement team is created and executes option #1. This option is the fastest and the most economical option to continue with the execution of the Digital Engagement vision. In addition, moving forward with this option allows the project team an opportunity to fully evaluate the capabilities of the platform and elicit feedback from cross-departmental leadership and County customers.

The recommendation to move forward with option #1 contains the following:

Digital Engagement Team

The Digital Engagement team will be staffed by both IT and non-IT members. In some cases, existing staff workload can be redirected to support this new team. There are both short-term and long-term needs to expand the full-time employee (FTE). Details on each job description can be found in Appendix A of this report.

DAS-IMSD recommends a phased approach for the creation and hiring of the following roles within DAS-IMSD to implement the Digital Engagement strategy described above:

Immediate needs: (Q2/21)

- New FTE – IT Manager
- New FTE – Applications Digital Architect

Long-Term needs: (Q4/22 or Q1/23)

- New/Existing Digital Content Coordinator
- New Business Analyst
- New Digital Developer
- New Digital Developer

Roles and Responsibilities

DAS-IMSD is committed to working collaboratively with all who will be integral to this Digital Engagement team's success. The stakeholders in this project are not just County customers, but also Milwaukee County departments and divisions whose customers will benefit from a mobile application and website platform.

DAS-IMSD will create and support the IT platform and respective departments/divisions shall be the owners, administrators, and subject matter experts of their content made available to the public. Specific details on roles and responsibilities appear in a RACI diagram as seen in Appendix B of this report.

Marketing & Communication

The Digital Engagement team will work with the County's marketing and communications experts to ensure that County standards on look and feel are followed.

In addition, DAS-IMSD recommends that the public is engaged through a soft launch of the new mobile application to begin gathering feedback before proceeding with a full launch. Once the menu of County services available in the portal/mobile app is built out, the Digital Engagement team will partner with stakeholders and marketing/communications on a rollout strategy.

Estimated Annual Costs

DAS-IMSD estimates the following annual costs:

govService Platform Costs	Estimated Cost
Annual License Fees: MyCounty Customer Portal & Customer Service Hub	\$50,000
Mobile Application	\$0
Build credits to develop services	\$50,000

DAS-IMSD estimates approximately up to two hundred fourteen thousand, three hundred ninety-eight dollars (\$214,398) (excludes social security) for creating and funding the following 2.0 FTE positions:

Position Title	Estimated Pay Grade	Estimated Annual Salary (excludes social security)
<i>Immediate Needs</i>		
IT Manager, Digital Applications	917E	\$85,473 - \$111,115
Applications Digital Architect	37M	\$86,844 - \$103,283

Assumptions

DAS-IMSD has made the below assumptions to provide the above information:

- The estimated salaries have been calculated based on current pay grades for similar roles within DAS-IMSD.
- The estimated timelines of various milestones are based upon the approval and hiring of the FTE roles.

- A General Services Administration (GSA) approved vendor would be selected and hired as the Vendor. However, if an actual RFP is needed, it would change the estimated timeline for the milestones.
- The priority of the development within the mobile application(s) will be the responsibility of a cross-departmental team.

Risks

DAS-IMSD identifies below risks in the implementation of the Mobile Application Strategy mentioned in this report:

- Lack of funds for hiring the Digital Engagement IT team positions and Vendor costs.
 - Risk Mitigation 1: The use of future funding through COVID relief funding.
 - Risk Mitigation 2: Work with the Budget Office to find alternative funding.
 - Risk Mitigation 3: This project is being executed in a phased approach to allow for incremental funding.
- Lack of buy-in from the Departments/Divisions with current mobile applications. Departments have their own mobile applications with their own vendors. There will be a shift in ownership and management to the new Digital Engagement IT team.
 - Risk Mitigation: 1: Work and partner with Department/Division leadership to make sure that we are maximizing County resources.
- There will be organizational changes that may occur for the departments that will come from these initiatives (e.g. role changes, new processes, new workflows, etc.).
 - Risk Mitigation 1: The partnership with the DAS-Continuous Improvement Office will provide effective change management.
- Conflicting priorities for initiatives for the Digital Engagement IT team and Departments/Divisions.
 - Risk Mitigation 1: Set up a steering committee to prioritize initiatives.
- The Digital Engagement IT team will support the growth and evolution of the digital technologies along with day to day operations and support. The team will require clear prioritization for realistic timelines.
 - Risk Mitigation 1: Set up a steering committee to prioritize initiatives.



Lynn J. Fyhrlund

Chief Information Officer and Director, Department of Administrative Services - Information Management Services Division

CC: David Crowley, County Executive
Mary Jo Meyers, Chief of Staff
Kelly Bablitch, Chief of Staff, County Board of Supervisors
Margo Franklin, Chief Human Resources Officer
Sherrri Jordan, Interim Director of Administrative Services
Scott B. Manske, Comptroller
Joseph Lamers, Director of Performance, Strategy & Budget
Steve Cady, Research Director, Comptroller's Office
Shanin Brown, Finance and Audit Committee Coordinator
Elena LaMendola, Financial Manager
Amy McKinney, Senior Budget & Management Analyst
Mary Polaris, Human Resources Business Partner

Appendix A: Job Descriptions for Short-Term and Long-Term Needs

1.0 FTE – **IT Manager, Digital Applications** will own the applications that support the IMSD digital engagement strategy, including the product, roadmap, and backlog. This individual will be responsible for working closely with executives and cross-departmental senior management to identify business needs, priorities, and strategy. This individual will be responsible for analyzing, planning, organizing, and leading the Digital Engagement IT team and applications while managing risk, workload, scope, capacity, schedule, and budget. Working closely with project sponsors, business and technical partners, vendors and internal team members, this individual will ensure that their team is meeting the business needs and achieving continuous improvement.

1.0 FTE – **Applications Digital Architect** will be responsible for architecting and designing comprehensive digital solutions and guiding the digital development teams to successful implementation of that architecture. This Architect will play a crucial role in establishing the architectural vision and direction, supervise multiple teams in executing solutions, monitor emerging mobile application technologies, provides advice and guidance, and performs technology evaluations.

1.0 FTE – **Digital Business Analyst** will act as the key interface between executive, middle management, front line end users and the project manager and applicable Business Development Analyst to gather information, document processes, document end user needs, provide potential solutions, and document results.

1.0 FTE – **Digital Content Coordinator** will help manage the customer relationship management (CRM) platform to ensure information is up-to-date, accessible, and is effectively endorsed. Their role is not limited to digital and website management but also to assist with monitoring social media posting and generating digital analytics and metrics. This may be an existing position within Milwaukee County that would transition to the Digital Engagement IT team.

2.0 FTE – **Digital Developer** will be responsible to design, develop, and maintain mobile applications and other online applications or services using strong skills in front-end web development and years of experience working with IT architecture and designing interfaces.

Position Title	Estimated Pay Grade	Estimated Annual Salary (excludes social security)
<i>Immediate Needs</i>		
IT Manager, Digital Applications	917E	\$85,473 - \$111,115
Applications Digital Architect	37M	\$86,844 - \$103,283
<i>Long-Term Needs</i>		
Digital Business Analyst	28D	\$73,769 - \$91,028
Digital Content Coordinator	34M	\$76,066 - \$90,599
Digital Developer	28D	\$73,769 - \$91,028
Digital Developer	28D	\$73,769 - \$91,028

Appendix B: RACI Diagram

The below RACI table shows the roles and responsibilities of the Digital Engagement IT team, Vendor, and Departments/Divisions:

Activity	IT Manager Digital Applications	Digital BA	Applications Digital Architect	Digital Developer	Digital Content Coordinator	External Partner	Departments/ Divisions
Requirements Gathering	R	A	R	C	R	I	R
Build Product Backlog	R	A	C	I	I	I	C
Plan Deployment	A	R	I	R	I	R	I
Plan Program Increment	A	R	R	R	C	R	R
Analyze Capacity	A	C	R	R	I	R	N/A
Decompose Backlog	A	C	R	R	C	R	C
Deploy to Production	A	C	I	R	I	R	I
Design MVP	C	A	R	R	C	R	C
Code MVP	I	R	C	A	I	R	N/A
Test MVP	R	A	C	R	R	R	N/A
Analyze Problem	I	C	C	R	R	R	I
Technical Demo	R	C	I	A	R	R	N/A
Develop Problem Solution	C	R	C	R	C	R	I
Education & Training	C	R	R	C	A	R	I
CRM entry	C	R	C	C	R	R	A
Branding	C	R	R	C	A	C	R
ROI analysis and outreach	C	R	A	R	R	R	C

R = Responsible – person who performs an activity or does the work

A = Accountable - person who is ultimately accountable and has the y/no/veto

C = Consulted - person that needs to provide feedback and contribute to the activity

I = Informed - person who is provided information on decisions

N/A = Not Applicable