

COUNTY OF MILWAUKEE
Inter-Office Communication

Date: April 22, 2022
To: Marcelia Nicholson, Chairwoman, Milwaukee County Board of Supervisors
From: Office of Emergency Management, Cassandra Libal, Director
Subject: Office of Emergency Management, 2021 Annual Report
File Type: Informational Report

This informational report provides a report on how Director Cassandra Libal set and achieved its 2021 goals.

POLICY

This report aligns to Chapter 108: Achieving Racial Equity & Health.

Milwaukee County Code of General Ordinances:	Chapter 108: Achieving Racial Equity & Health
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BACKGROUND

[File 22-104](#) amends Chapter 108 to require that “annually, by April 30 of each year or sooner, each Milwaukee County department leader and/or their designee(s) shall provide a written and oral report outlining their year-end results to a Milwaukee County Board of Supervisors committee. The reports shall, at a minimum:

- (a) Indicate the year-end goals the department set in the prior year
- (b) Share the rationale and relevance of the department’s performance metrics (i.e. explaining why they are “SMART” goals (specific, measurable, achievable, realistic, timely, and extending) and how they align to the county’s racial equity strategy, if applicable)
- (c) Report the department’s year-end results relating to the goals it had set, and
- (d) Provide a thorough analysis clearly articulating why goals were significantly exceeded, met, or not met.
- (e) Explain the department’s progress in creating a departmental-level strategic plan that aligns to the countywide strategic plan and provide an update about future plans to revise and enhance the departmental-level plan in the year ahead.”

ALIGNMENT TO STRATEGIC PLAN

- 1A: Reflect the full diversity of the County at every level of County government
- 1B: Create and nurture an inclusive culture across County government
- 1C: Increase the number of County contracts awarded to minority and women-owned businesses
- 2A: Determine what, where, and how we deliver services to advance health equity
- 2B: Break down silos across County government to maximize access to and quality of services offered
- 2C: Apply a racial equity lens to all decisions
- 3A: Invest “upstream” to address root causes of health disparities
- 3B: Enhance the County’s fiscal health and sustainability
- 3C: Dismantle barriers to diverse and inclusive communities

Alignment to the above strategic objectives is articulated in response to the questions below.

BODY

1. What were the top 3 goals of your office in 2021? Please explain why they are “SMARTIE” goals (specific, measurable, achievable, realistic, timely, inclusive, and equitable) and how they align with the county’s racial equity strategy.
 - Goal 1: Provide COVID-19 Vaccine to Milwaukee County (1B, 2A, 2C, 3A, 3C)
 - S – Provide vaccine equitably to County employees and residents
 - M – Report statistics on who was receiving vaccine and
 - A – Surge staffing to ensure the clinic was safe to operate
 - R – control appointments to ensure flow was manageable but maximized
 - T – Emergent need
 - I – Able to target/prioritize certain populations using smart form and smart scheduling technology
 - E – Used the novel EVE Model to focus on geography and populations of most need/risk first.

OEM-EMS delivered more than 17,000 doses of vaccine in the clinic as well as in the home to patients seeking vaccination. This was the only clinic in the county exclusively staffed with clinical providers that were of EMS origin (EMTs and Paramedics). The clinic was patient-centered and operationally focused to maximize our efforts to reach as many people as possible given the rules in place and the dynamic nature of the vaccination response. The Kosciuszko (Kozy) site was the second largest community vaccine site behind the FEMA site at the Wisconsin Center District. OEM-EMS delivered more than 450 vaccine doses in homes as part of Healthy Homes, for those citizens that were unable to travel to a clinic for vaccines.

- Goal 2: Improved regional communications (1B, 2A, 2C and 3A)
 - S – Provide various methods of emergency communication to County municipalities and residents.
 - M – Report statistics on how the systems are being used.
 - A - Collaboration with surrounding municipalities to ensure seamless connectivity.
 - R – Ensure that our technology is in line with the technology of users within the system.
 - T – Emergent need
 - I - OASIS radio network includes 76 different agencies serving Milwaukee County and the City of Milwaukee for an all-inclusive approach to communications and incident response.
 - E - Ensure equity to all of Milwaukee County by leveraging our ISSI radio connection with the City of Milwaukee.

The OEM Radio Division has become a staple in regional interoperability. Leveraging Motorola Critical Connect, we have made the OASIS radio system more interoperable than ever before. With ease, we can tie in adjacent radio systems quickly through cloud-based technology, giving us the ability to solve very complex communications issues without the addition of costly infrastructure. Milwaukee County has also integrated 4G LTE technology within the OASIS system core, resulting in near-limitless connectivity beyond traditional radio frequency. This will prove to be an asset moving forward with Milwaukee County continuously being in the national event spotlight.

As technology evolves the way we provide services to the citizens of Milwaukee County, must also evolve. OEM-911 has set the goal of being the primary emergency communication center throughout Milwaukee County. Continuing to work toward that goal, in 2021 by expanding our 911 capabilities by providing Text-to-911 for callers in need of help but are unable to make a voice call. This project took eleven months to develop and integrate, create specific messages and protocols, as well as test the technology.

Another initiative that continued in 2021 was the CAD2CAD project. CAD2CAD is an integration and interoperability program used to connect municipal fire departments throughout the county for the purpose of sharing resources, and dispatching could be completed within seconds instead of several minutes. The CAD2CAD project has been in process for a few years, and the goal was to “go live” in 2021. Unfortunately, due to technology and integration issues, it wasn’t until Q1 2022 that “go live” was accomplished. Both projects, CAD2CAD and Text-to-911, represent significant investments upstream to address how services are delivered to our most vulnerable populations.

- Goal 3: Coordinate efficient regional preparation and response to emergencies (1B, 2B, 2C)
 - S – Develop preparedness and response support to all municipalities in Milwaukee County.
 - M – Track response and training statistics.
 - A – built relationships with municipalities to develop response triggers.
 - R – ensure OEM personnel are trained in response support roles.
 - T – Emergent need.
 - I – Provided to all municipalities within Milwaukee County at any level of response.
 - E – engaged community partners to identify vulnerable and underserved populations.

The Emergency Management Division coordinated several preparedness and response efforts in 2021. OEM activated virtual and in-person Emergency Operations Centers for summer and fall severe weather responses, allowing key agencies to communicate and coordinate response efforts to minimize the impact on the community. Emergency Management also managed the County’s personal protective equipment (PPE) stockpile used for the response to COVID-19 and ensured that vital PPE was available for County and municipal use, easing the burden on local municipalities having to coordinate their own PPE efforts.

Milwaukee County Local Emergency Planning Committee reviewed and approved over 70 Off-Site Emergency Response Plans for facilities in Milwaukee County handling Extremely Hazardous Substances while providing response agencies the opportunity to review and provide input on the plans. In September 2021, OEM began working in coordination with local, state and federal partners to support resettlement efforts for over 13,000 Afghan refugees evacuated to Fort McCoy, Wisconsin. To support the families, OEM launched a two-week employee donation drive to collect urgently needed clothing and footwear. With the support of Milwaukee County employees, OEM collected 388 new adult clothing items, 269 new child and infant clothing items, and 233 other items.

2. To what extent were these goals accomplished in 2021? Please explain.
 - a. Goal 1: OEM-EMS delivered more than 17,000 doses of vaccine in the clinic as well as more than 450 doses in the home to patients seeking vaccination as part of Healthy Homes.

b. Goal 2: Text-to-911 went live in December 2021. Connectivity issues with the CAD vendor pushed the CAD2CAD go-live to Q1 2022. All of the CAD2CAD partners were in agreement with the delay due to these communication errors.

c. Goal 3: The Milwaukee County LEPC approved over 70 response plans for hazardous substance facilities. OEM provided support to various incidents throughout the County and was crucial to providing PPE countywide in the response to COVID-19.

3. What factors *enabled* progress toward accomplishing these goals?

- a. Goal 1: The EMTs and Paramedics of the CORE Team made this happen by embracing the mission of vaccination. Without them, there would not have been a Kosciuszko (Kozy) vaccination clinic or Healthy Homes program. Leveraging the existing technology by the medical director and division director made this operation incredibly dynamic and efficient.
- b. Goal 2: Significant collaboration between County agencies, municipalities, and various vendors drove this program forward, despite substantial connectivity issues with CAD2CAD. Prior planning and stringent budgetary management have allowed OEM to be on the front edge of radio technology, for the benefit of all community users.
- c. Goal 3: The EM Division emphasized outreach and relationship building with municipalities to develop triggers for responses to potential or realized disasters. The LEPC continues to hold facilities to a high standard in the preparation of response plans.

4. What factors *hindered* progress toward accomplishing these goals?

- a. Goal 1: OEM experienced severe fluctuations in vaccine supply and significant difficulties in collecting and preparing data to be able to drive vaccination efforts.
- b. Goal 2: For Text-to-911, the project was restricted by finances and moved from 2020 because this service is considered an enhancement to our current phone services and the funding was just not available.
- c. Goal 3: Some municipalities were either hesitant to or unaware of the option to request OEM's response to incidents. In some instances, delayed notifications hindered the ability to maximize available resources.

5. What is the status of your department/office in developing its strategic plan?

The Office of Emergency Management is currently in the process of developing a formal strategic plan, based in part on the overall direction of the Milwaukee County Strategic Objectives.

FISCAL EFFECT

The report is informational only and there is no fiscal impact.

VIRTUAL MEETING INVITES

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APPROVED BY:

Cassandra Libal, Director, Office of Emergency Management *Cassandra Libal*

ATTACHMENTS:

cc: Kelly Bablitch, Chief of Staff, Milwaukee County Board of Supervisors
Janelle M. Jensen, Legislative Services Division Manager, Office of the County Clerk