COUNTY OF MILWAUKEE
Inter-Office Communication

Date: April 26, 2023

To: Marcelia Nicholson, Chairwoman, Milwaukee County Board of Supervisors

From: Cassandra Libal, Director, Office of Emergency Management

Subject: From the Director, Office of Emergency Management providing an informational report on how the OEM department set and achieved its 2022 goals.

File Type: Informational Report

This informational report provides a report on how the Office of Emergency Management set and achieved its 2022 goals.

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

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

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 2022? 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.

    o   Goal 1: Mitigate significant pay disparities and offer more competitive wages for 911 Communications personnel to attract and retain a diverse staff by the end of 2022. (Address strategic focus areas 1A, 1B, 2C, 3A, and 3C)

    In Q2 of 2022, a news article illustrated a dramatic pay disparity between 911 dispatchers in Milwaukee County when compared to multiple agencies within the Southeastern Wisconsin region. This news report caused an exodus of staff, that either retired or sought employment in other centers within the area. At one point over the summer of 2022, there were less than 50% of the staff conducting 911 operations 24/7. This event had a hugely detrimental effect on the remaining staff and forced OEM to take a hard look at funding and operation changes to repair this disparity.

    OEM engaged Human Resources and Compensation to devise a competitive compensation package and develop a way forward. Compensation recommended pay scale 16Z5, to be fully competitive within the market. Unfortunately, 16Z5 presented too high of a funding burden to fit within approved budget dollars in this particular low org (4801) budget. On top of that, the lack of personnel caused excessive overtime for OEM to be able to maintain 24/7 operations, which further burdened this budget. OEM settled on a plan to utilize available funds within the 2022 budget to move all the remaining Dispatchers to 16Z4 under 2022 funding, then look to fund 16Z5 in 2023.

    911 Communications and OEM were successful in getting the funding allocated for 16Z5 by utilizing the Racial Equity Budget Tool (REBT), and the Supplemental Request forms.

As of the March board cycle, all of OEM 911 Communications have received equity increases, and we are now fully competitive within the market.

- o Goal 2: In 2022, align EMS patient data across the County in order to more efficiently serve patients in the field and more accurately analyze emerging health trends within the community. (Address strategic focus areas 2A, 2B, 2C, 3A, 3B, and 3C)

As of 2019, all the fire departments within Milwaukee County had individually migrated to the same electronic patient care record (ePCR) software. The primary purpose of the ePCR is to track and document patient interactions when providing emergency medical services during 911 responses, or EMS interactions. There are several state and national requirements that govern this process and ultimately the data in the ePCR is uploaded to the state for health data tracking purposes. Although all of the departments were now on the same software platform, most of the report format had been designed as part of the department's billing agency and therefore data being reported to OEM was dramatically different depending on the department with the added challenge of no ability to change these fields.

With the success of the COVID-19 dashboard, building capacity in the OEM Data Analytics team, and an increase in the EMS Subsidy to fire departments, OEM took the opportunity to fully integrate all EMS departments onto a single platform ePCR, funded by OEM. Bringing everyone onto a single platform creates the opportunity to further align all the patient data within Milwaukee County, standardize the report form across all municipalities, provide much cleaner data to analytics tools and insight, and provide downstream savings to each of the municipalities.

All the municipalities were engaged and all of them provided a representative to a Data Sub-committee to design the single platform layout. While the goal of going live with the new platform was set for the end of 2022, that has not been accomplished yet. Several external factors have compromised that timeline such as billing company access and a new federal and state mandate to migrate to the latest version of the National EMS Information System data set which was released in early 2023. As of today, there is a projected go-live date of mid-summer 2023.

- o Goal 3: Promote increased communications continuity by providing end-to-end cybersecurity protection for the Organization of Affiliated Secure Interoperable RF Subsystems (OASIS) radio system, including municipal PSAPs by the end of 2022. (Address strategic focus areas 2B, 2C, 3A)

Cyber-attacks are quickly becoming one of the biggest threats to public safety and government agencies worldwide. With the Office of Emergency Management's commitment to providing the highest grade of system reliability, PSAP support, and customer service, OEM has taken the necessary next steps to protect the County from such debilitating attacks. As a benefit to our stakeholders, we have elected to execute a cybersecurity contract with Motorola, to provide an added layer of protection to our 911 PSAPs. By taking an all-inclusive approach, we can provide an increased level of safety,

security, equity, and equality within the OASIS network. Cybersecurity products include Motorola Managed Detection & Response (MDR), and Remote Security Upgrade Service (RSUS).

2. To what extent were these goals accomplished in 2022? Please explain.

    a. Goal 1: In 2022, OEM was able to leverage funding to implement initial steps to incrementally increase dispatcher pay. OEM will utilize 2023 funds to raise this group to a level that is fully competitive with the market.

    b. Goal 2: OEM-EMS engaged the EMS departments, established a data subcommittee for partner buy-in, and began the arduous process of integrating the user group. In Q1 of 2023, the consolidated ePCR platform will be built. Full integration/ go-live is projected to be available by the end of Q2 in 2023.

    c. Goal 3: OEM-Radio utilized available funding at the end of 2022 to make the initial purchase of the service contract and was successful in getting this item budgeted for continuation in 2023.

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

    a. Goal 1: Abolishment of a former supervisory position created a surplus of personnel funding to restructure 3 middle management positions to supervisors and elevate the Dispatcher pay scale to 16Z4. Budget requests utilizing the REBT were used to gain the necessary funds to be able to complete the competitive wage package to 16Z5 in 2023.

    b. Goal 2: Leveraging available EMS subsidy dollars to provide the consolidated platform and a host of additional analytics tools, encouraged all the EMS partners to participate in the integration of the ePCR countywide. Excellent working relationships with these partners, over the past several years, also assisted in getting buy-in for this project and process.

    c. Goal 3: OEM worked with municipal stakeholders to convey the dire need to enhance cyber security of the OASIS system. The utilization of surplus 2022 funds within OEM-Radio's budget allowed for the initial purchase; budgeting adjustments in the OEM -Radio budget will allow for continuation in 2023.

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

    a. Goal 1: The availability of funds to be able to make large payroll changes despite an obvious and demonstrable need was the largest hindrance to meeting this goal. In the end, OEM worked to implement incremental increases over two budget cycles to meet the need and provide a competitive payroll package for Dispatchers. Although this pay scale is competitive, the turnover in this job class

continues, at a slower, more manageable pace. Additional funding may be required to remain competitive in the market for this mission critical role.

    b. Goal 2: Initial hesitation and a misunderstanding of the benefits to a consolidated platform were the primary hindrances for this project. The fact that OEM was absorbing the cost of the system and adding multiple analytics tools, along with the ability of each agency to still have some flexibility within their portion of the ePCR resulted in widespread buy-in.

    c. Goal 3: No major hindrances for this project once funding was identified.

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

The Office of Emergency Management is continuing to develop a formal strategic plan, based in part on the overall direction of the Milwaukee County Strategic Objectives. We have begun shaping out the large-scale structure of a strategic plan but need the remainder of 2023 to hone it to a final product.

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

VIRTUAL MEETING INVITES

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ATTACHMENTS:

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