

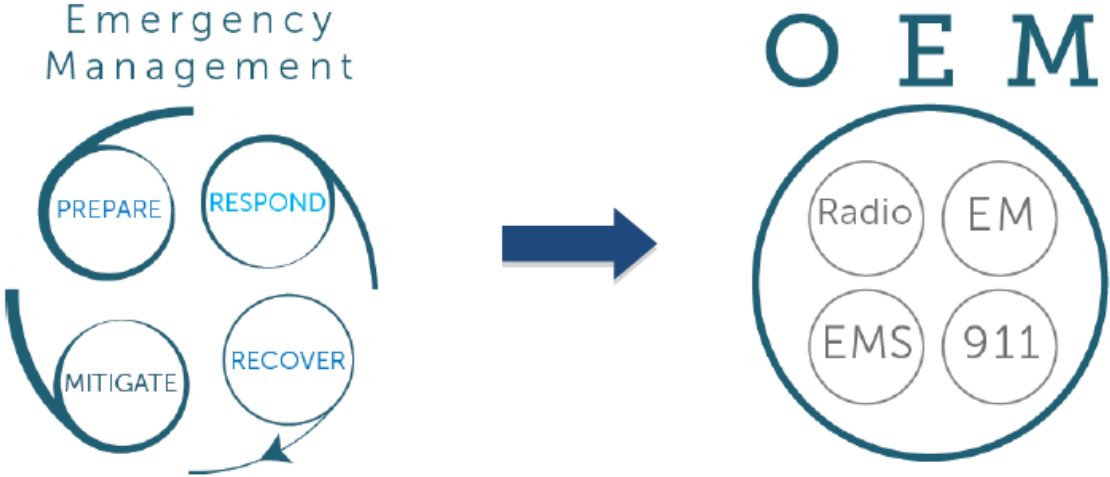
# Emergency Management Business Plan

Milwaukee County’s emergency services are presently fragmented across three departments and divisions. The 2015 Budget recommends consolidating these into a single department reporting to the County Executive for efficacy of services and modernization in line with leading urban Offices of Emergency Management nationwide. This change will allow Milwaukee County to increase coordination of key services and to align the County’s structure with best practices across the state and nationally. The plan includes a description of the current structure and the coordination issues it raises, trends in structuring these services, and the proposed changes and plans for Milwaukee County.

Wisconsin State Statute Chapter 323 dictates Emergency Management functions. Specifically, s. s. 323.14(1)(a)(2) states, “Each county board shall designate a head of emergency management. In counties having a county executive under s. 59.17, the county board shall designate the county executive or confirm his or her appointee as county head of emergency management.”

The existing Emergency Management (EM) structure is based on Milwaukee County Ordinance 99.02, which references the archived s. s. 166, replaced in 2009 by s. s. 323. The 2015 Budget recommendation aligns the County with the mandated statute, 323.

## Milwaukee County Emergency Management Today



The four stages of emergency management assist in understanding the rationale for consolidation of County emergency services.

### Emergency Management and Government, Office of the Sheriff

This department coordinates disaster response, training, and policies and procedures as mandated by State Statute 323.14(1)(a)(2). This section manages the County's response to federal declarations of disasters after severe weather and provides cross-jurisdictional training exercises related to mass-casualty responses. This section within the Office of the Sheriff includes six positions, including the County's Emergency Management Director (currently

vacant), one position dedicated to a federal emergency and disaster task force, and three emergency management service coordinators. It illustrates all four elements of emergency management:

**Mitigation** includes implementation of the Countywide Hazard Mitigation Plan and the procurement of grants for community assistance in prevention through capital improvements.

**Preparedness** includes testing of the County 800 MHz trunked radio system; maintenance of the Outdoor Warning Sirens; development of the County Emergency Management Plan, Emergency/Recovery Support Functions, Continuity Plans, Emergency Action Plans; community outreach; training and exercises; and the Local Emergency Planning Committee.

**Response** includes Duty Officer alerts through the 800 MHz radio system, VHF, and telephony; on-scene response in all crises to include hazardous material spills; and the activation and oversight of an Emergency Operations Center for resource management.

**Recovery** includes damage assessment; management of FEMA Individual/Public Assistance grants, and State Disaster Funds; Volunteer and Donation Management; Long Term Recovery Committee; and ensuring Continuity of Government.

#### **Emergency Communications & Dispatch, Office of the Sheriff**

This service area, also part of the Office of the Sheriff, includes the County's mobile 911 dispatch center and is one of the County's Public Safety Answering Points (PSAP) for mobile telephones. This section receives 911 calls made by cellular telephones in municipalities outside the Cities of Milwaukee and Franklin and the communities covered by the North Shore PSAP (Bayside, Brown Deer, Fox Point, River Hills, Glendale, Shorewood and Whitefish Bay). It also manages the dispatching for the Milwaukee County Sheriff's Office. This section includes 23 full-time positions, including 19 telecommunicators and three lead positions. It supports the Response component:

**Response** includes dispatch services for Sheriff Deputies and the District Attorney utilizing the 800 MHz radio system; answering of 9-1-1 calls as a Public Safety Answering Point (PSAP) which includes mobile calls outside of Milwaukee, Franklin and the North Shore; coordinating County property alarm response; activation of the County's Outdoor Warning Sirens; activation of the Courthouse Complex Public Announcement system; activation of the Countywide Emergency Notification System; and the recording of all such activity.

#### **Emergency Medical Services, Department of Health & Human Services**

This service area is located in the Department of Health & Human Services (DHHS) and provides administration, medical control, education, health information management, medical supplies, quality assurance and dispatch guidelines for the Advanced Life Support (ALS) paramedic and the municipal fire department Basic Life Support (BLS) system on a contracted basis with all 19 municipalities in the County. This section has 30 full-time positions. Three stages of the EM cycle are represented by EMS:

**Preparedness** services include the management of medical records, paramedic training and standardization, equipment and supply procurement, and medical direction to all 19 municipalities for Advanced Life Support (ALS) and Basic Life Support (BLS).

**Response** services are represented by the EMS Communications Center. Duties include: regional dispatch services for paramedic units utilizing the 800 MHz radio system, 24/7

consultation to ALS/BLS medics, multiple casualty transport coordination, emergency room diversion, communications for all transports to Froedtert and Children's, tracking of trauma arrivals at regional hospitals, and forwarding patient status reports to receiving hospitals.

**Recovery** services include the distribution of equipment and supplies in disaster relief operations, and the tracking of casualties in post-disaster operations through Health Information Management.

### **Radio Communications, Department of Administrative Services**

This service area is located in the Department of Administrative Services Information Management Services Division (DAS-IMSD). It is responsible for maintaining the County's various radio communications systems, including the new 800 Mhz Trunked Radio System, which provides radio access for most of the County's municipalities and is being installed in cooperation with Waukesha County. This section is staffed by one full-time position. All four stages of the EM cycle are served by Radio Services:

**Mitigation and Preparedness** includes the maintenance of the 800 MHz radio system and network that includes nine towers supporting 63 user groups, testing of the network and 14 channels, development of user requirements and user training, and participation in the Radio Advisory Council.

**Response and Recovery** includes the uninterrupted service of 800 MHz radio service for 17 municipal law enforcement agencies and fire/EMS services, and other State, adjoining County, and Municipal agencies; and the distribution and maintenance of County 800 MHz radios during a crisis to priority personnel.

## **Trends in Emergency Management**

According to the Communications Security, Reliability and Interoperability Council, created to provide guidance to the FCC on data networks and on public safety communications, the trend over the last 20 years is toward consolidation in public safety systems. This trend is echoed throughout Wisconsin, where counties have achieved significant savings and operational efficiencies by consolidating these services (especially emergency communications and dispatch) with municipalities. In all such cases, these have been achieved through an emergency management function that is consolidated within the Executive Branch of county government. This has enabled a countywide, strategic view that takes into account safety, law enforcement, and financial considerations (both operating and capital). For instance:

**Dane County** provides these services in two separate departments: 911 dispatch is provided by a [Department of Public Safety and Communications](#), and Emergency Management services, including EMS coordination, are provided in a separate [Department of Emergency Management](#). In this model, both departments report to the County Executive. Dane County has consolidated dispatch services with dozens of municipalities, creating significant taxpayer savings.

**Waukesha County** has a Department of Emergency Preparedness that includes the following service areas under the management of a Director of Emergency Preparedness:

- Countywide wireless 911 communications
- Emergency Management
- Radio Services

- Waukesha County has successfully consolidated dispatch services for 30 of the County's 37 municipal agencies.

**Brown County** has a fully consolidated Emergency Management Department. The Department of Public Safety Communications provides 911 law enforcement, emergency medical dispatch services and radio communications. This consolidation occurred with the support of the Brown County Sheriff, and in 2001 telecommunicators were transitioned from the Sheriff to the consolidated department. Unlike Milwaukee County, it has achieved consolidation of land-line emergency dispatch and radio services with some municipalities. Emergency Management services are a division within this department. This model is also utilized by **Allegheny County, PA (Pittsburgh)**.

## The Benefits of Consolidation

The present structure limits the creation of a unified, countywide emergency management function that could improve coordination, leverage efficiencies, and create taxpayer savings through consolidation. Some of the benefits of consolidating these Milwaukee County services include:

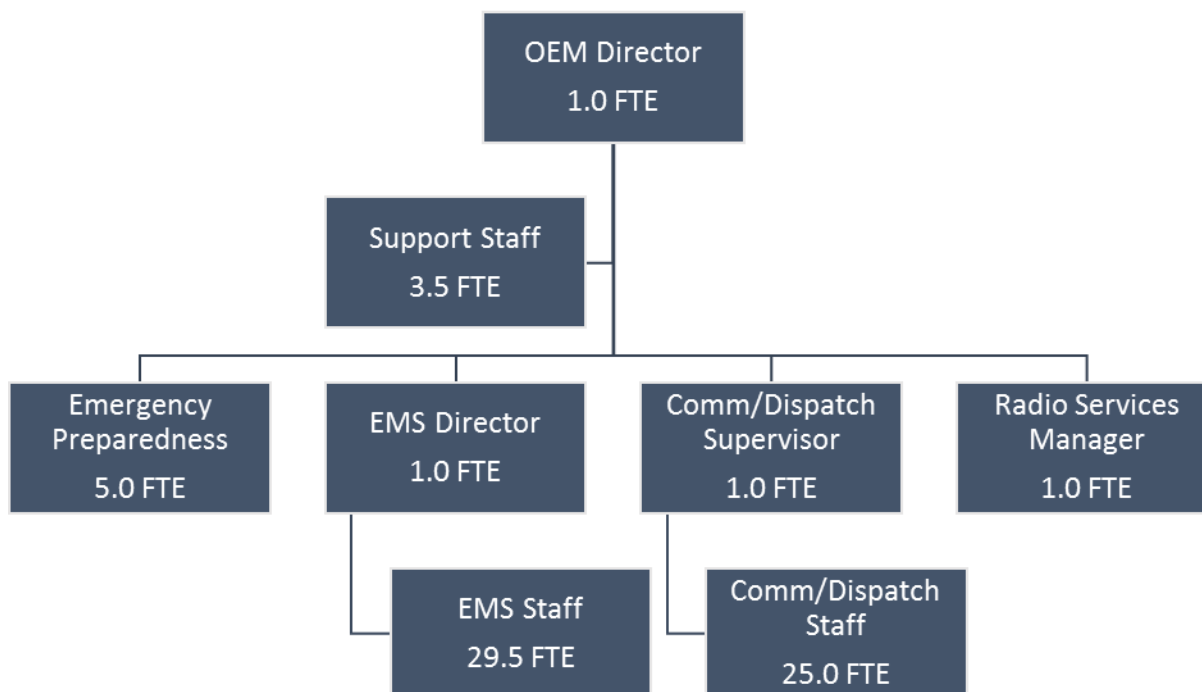
- Improved coordination and collaboration. When related teams are part of a single department, they can more easily collaborate in shared activities and address common issues and concerns.
- Standardization and synergies. Bringing together the County's teams would allow them to establish best practices to streamline efforts. Over time, being part of a single team could also identify redundant work, allowing them to reduce expenses or do more with existing resources.
- Long-term planning for providing emergency services. A consolidated view would allow the County to take a more strategic approach to investments required over the long-term in technology, facilities, and infrastructure support.
- A common platform to address county-wide and regional opportunities for sharing services. It's difficult for the County to discuss consolidation and shared services with other local and regional governments when its own services are spread so widely across the County. Having a single, senior leader to speak on behalf of the County would allow us to participate in, and even, lead conversations about the most effective way to meet the ongoing public safety communication needs locally, regionally, and across the state.

## The Plan for Milwaukee County

Working with the Office of the Sheriff, the 2015 County Executive's Recommended Budget proposes bringing these related service areas under the management of a single director who will report to the County Executive, as in the Brown and Waukesha County models.

The proposed Mission Statement for the Office of Emergency Management is: *Milwaukee County's integrated Office of Emergency Management stands as a leader in delivering modern services that prepare and protect the lives and properties of our communities.*

The specific staffing plan and other considerations are outlined below.



**Executive Management:** To oversee the new Office of Emergency Management a new Director’s role would be created, reporting to the County Executive; the new position would be FLSA exempt and in the non-classified service. The overall job duties of the position would also be similar to that of Waukesha County, with the addition of management of Emergency Medical Services:

*“To be responsible for the development, administration, and direction of a consolidated emergency 9-1-1 PSAP and dispatch system, County public safety radio service operations, and emergency management functions; to serve as head of emergency government in accordance with Wisconsin Chapter Statute 166; and to perform other duties as required.”*

**Support:** Clerical and administrative support would be provided by the existing 1.0 FTE Clerical Assistant 2 position within the Emergency Management Section of the Office of the Sheriff, 1.0 FTE Administrative Assistant NR, and the 0.50 FTE Secretarial Assistant within the Emergency Medical Services section of DHHS. These positions would be tasked with also providing such support to the Communications/Dispatch and Radio sections of the new department. In addition a new Accountant 1 position is created to help manage fiscal tasks in the new department. These positions could also utilize the Department of Administrative Services – Business Office for additional assistance as necessary during the transition phase. Additionally, fiscal and administrative staff in the Department of Health and Human Services will continue to provide support to the EMS program area for the first quarter of 2015 until the new department can fully transition these tasks.

**Communications/Dispatch:** This section would be managed by a newly-created Communications Center Supervisor, with a pay range of approximately Range 28M, who would be responsible for managing the 25 positions listed below and who would report directly to the Director of Emergency Preparedness. The remaining 3.0 FTE Communications and Highway Safety Dispatch – Lead, 21.0 FTE dispatcher and 1.0 FTE Mapping System Specialist positions would remain unchanged from the current level and report to the Supervisor.

**Emergency Management:** This section would include 3.0 FTE Municipal Emergency Services Coordinators and 1.0 FTE Emergency Government Coordinator SARA. All positions are funded by federal and state revenues.

**Emergency Medical Services:** This section would continue to be staffed by existing positions, with the EMS Program Director providing overall management of 29.5 FTE positions and reporting to the Director of Emergency Preparedness.

**Radio:** This section would continue to be staffed by the existing 1.0 FTE IT Manager – Business Development, which would be re-titled Radio Systems Manager. This position would report directly to the Director of Emergency Preparedness.

## Proposed 2015 Objectives and Performance Measures

The integrated operations of the Office of Emergency Management will allow for the accurate tracking of performance measures across the board in emergency services. These measures will create accountability and support identification of improvement areas in order to meet taxpayer and constituent expectations.

The Director of the Office of Emergency Management would be tasked with developing an Office of Emergency Management Strategic Plan during the inaugural year 2015. This plan shall include, but is not limited to, the following:

- Establish metrics for all components of emergency management, including:
  - Activity measures such as number of calls answered, number of calls dropped, average wait times, individuals trained, and
  - Performance measures including share of calls answered within established standards, response times against standards, proficiency of individuals trained, etc.
- Evaluate the work accomplished by the 911 System Study consultant project, funded by the 2014 Justice Assistance Grant, and develop a long-term strategic plan for 911 communications and dispatch that includes, but is not limited to:
  - Options to create synergies and efficiencies within the newly created department;
  - Options to consolidate 911 communications & dispatch services with other County departments and municipalities, and
  - An infrastructure inventory and replacement plan, including a long-term capital needs plan.
- Develop relationships with State and other local emergency management, law enforcement, and emergency medical services in order to identify other cooperative arrangements or other consolidation opportunities.

- Develop a long-term plan for department operations and capital investments that leverages the consolidated staffing model and ensures adequate infrastructure and technical support for the department and the community.